CULTURAL DIVERSITY TRAINING FOR THE FUTURE....

IS CALIFORNIA LAW ENFORCEMENT ON TRACK?

by

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COMMAND COLLEGE CLASS 14

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

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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).

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"RACISM AFFECTS ALL OF US. IT CONTINUES TO BLIGHT OUR DEMOCRATIC, INCREASINGLY DIVERSE SOCIETY. ONLY BY CHALLENGING ATTITUDES CAN WE REDUCE THE STEREOTYPING AND PREJUDICES THAT WE ALL HOLD THAT OFTEN LEAD TO RACISM---THAT OFTEN LEAD TO RACIST BEHAVIOR".

ROBERT M. JONES, EXECUTIVE DIRECTOR
NATIONAL CONFERENCE OF CHRISTIANS AND JEWS
LOS ANGELES

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EXECUTIVE SUMMARY

INTRODUCTION

The demographics of the United States and more particularly California have been in constant flux as new waves of immigrants land upon our shores. One in four Americans is a member of an ethnic minority. Futurists and Demographers are predicting even greater immigration and growth for California during the next ten years. How will law enforcement cope with all this ethnic and cultural diversity?

Law enforcement officers are being confronted with tremendous communications difficulties in the increasingly diverse neighborhoods they patrol. The prospects for further change with demographic shifts will widen the communications gap even further. Cultural training for California law enforcement officers is only just beginning. While many law enforcement agencies in the state have become aware of the need for this training, few have begun the process of educating their officers.

PART I - A FUTURES STUDY

The objective of this paper is to study this very issue and its impact in the future by answering the question: What kind of cross-cultural awareness training will be required within California law enforcement by the year 2002? Three important sub-issues which will also be a part of this study are: (1) What funding sources can be developed for cross-cultural awareness training? (2) At what levels within the law enforcement organization should this training be provided? (3) What kinds of evaluative measures can be designed to monitor this training's effectiveness.

The research for this paper included a literature review, selected interviews with experts in the field, and a questionnaire mailed to cities with large ethnic/racial populations. This work along with a study of trends and events forecasted by a modified conventional delphi panel will reveal significant information toward the future of this issue and sub-issues upon law enforcement.

PART II - A STRATEGIC PLAN

As a result of the futures forecasting process the author developed three scenarios utilizing the trends and events in the study; an exploratory, a hypothetical and a normative scenario to present a glance into the

future. Using the normative scenario a strategic plan has been developed for implementing cross-cultural awareness training for deputy sheriff personnel. Strengths, weaknesses, threats and opportunities have been identified. Stakeholders, such as the Sheriff, Administrative Commander, Lieutenants, Trainers, Deputies and the ALADS Association have been evaluated. Policies were developed through a Modified Policy Delphi panel that would have a positive impact on the implementation of this plan. The finalized strategic plan for implementation of a cross-cultural awareness training program was then produced to deal with this issue.

PART III - TRANSITION MANAGEMENT

The critical mass stakeholders are identified and their commitment is examined. A strategy is developed to interface with the key people who can either make this training occur, or interfere and disrupt it. A transitional management team made up of a vertical slice of personnel is the recommended structure to deal with implementation. A plan of action is formulated placing the Administrative Division Commander as the project overseer. The Cultural Awareness Advisory committee are brought on board and made a part of the review process. The management team is thoroughly educated with the goals of the training. Through management tools such as communication of the vision, the utilization of responsibility charting, and milestone recognition one can begin to see how to begin a cross-cultural awareness training program and work it through each phase of the process.

PART IV - CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS

The issue and sub-issues questions are answered.

Primary issue: Management must make a commitment that cultural awareness is a priority for the whole organization. The diversity of present and future populations requires policing with sensitivity and awareness. Cross-cultural awareness training should be presented in a workshop model with well trained facilitators. The training must educate the future managers of law enforcement so that they will be equipped to manage and deal with the diversity they will encounter in their profession.

Sub-issue 1: The key to obtaining funding for training programs is imagination coupled with determination. The Federal government will provide grants, as will countless foundations or private companies with proper documentation of the need for the funding.

Sub-issue 2: Cross-cultural awareness training can only be successful if the training is given at all levels from the top down. The organization must have within its core values, the philosophy of treating people fairly.

Sub-issue 3: Evaluative measures are an important part of any successful training program. The measures chosen to evaluate a training program must provide feedback that allows program presenters to evaluate their own delivery as well as to know that learning was achieved, and that goals were met.

Recommended actions include: Cultural awareness should be a part of every organizations mission statement. Officers must be protected from retribution for things they say in workshops; Law enforcement should extend a community outreach segment to their cultural awareness training; The State of California should enact legislation requiring cultural awareness training in all public schools from elementary to high school.

INTRODUCTION

An overview of the changing demographics in California. A look at today and a call for change.

PART I - DEFINING THE FUTURE

What kind of cross-cultural awareness training will be required for California Law enforcement by the year 2002?

PART II - STRATEGIC PLANNING

A strategic management plan for the introduction of a cross-cultural training program into law enforcement agencies serving a diverse cultural and ethnic community.

PART III - TRANSITION MANAGEMENT

A model transitional management to begin implementation of a cross-cultural awareness training program.

PART IV - CONCLUSIONS - RECOMMENDATIONS

The issue and sub-issues are examined and recommendations are discussed. California has had the vision to mandate cultural awareness training for law enforcement officers in the academy and during in-service training. Individual agencies must have the foresight and the same kind of vision to prepare for the diversity of the future as population demographics change.

Recommendation:

- Presenting cross-cultural awareness training
- Funding sources to consider
- Levels of training in the organization
- Evaluative measures
- Recommended action
- Future research

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INTRODUCTION

AN OVERVIEW OF THE CHANGING DEMOGRAPHICS IN CALIFORNIA

A LOOK AT TODAY; A CALL FOR CHANGE; AND A VISION FOR THE FUTURE

INTRODUCTION

This study will focus on the kind of cultural awareness training that will be necessary for law enforcement officers in the beginning of the next century. The study will also examine three sub-issues which are crucial to the success of any serious cultural training program. The three sub-issue questions are:

1. What funding sources can be developed for cross-cultural awareness training?

2. At what levels within the law enforcement organization should the training be provided?

3. What kind of evaluative measures can be designed to monitor this training's effectiveness?

Two thousand and two may seem a long way away, however technology and population seem to be on parallel courses of phenomenal change. Anticipating that change, keeping pace with it, and being visionary in planning for the future of this great state are requisites for future oriented managers.

The Center for Immigration Studies (CIS) reports that by the turn of the century one third of all U.S. citizens will be members of what have traditionally been referred to as minorities.[1] The 1980 Census found that one of every five Americans belonged to a minority group. By 1990, one of every four Americans claimed Hispanic, Asian, African or Native American roots.[2] "Three quarters of the growth is due to immigration, and those immigrants tend to go where they already know someone," said Bill O'Hare of the Population Reference Bureau, a private research organization.[3]

Let us look at what these dramatic changes mean to California: California's population now totals 30.6 million persons. In 1991 California's population grew by 670,000 persons. New immigrants represented 276,000 of that growth, ninety percent of whom were from other countries.[4] The state's Hispanic population grew by 69 percent between 1980 and 1990, accounting for half of California's increase of six million residents. The 1990 census figures show that much of the growth occurred within Hispanic communities.[5] There are now about three million Hispanics in Los Angeles County, thirty-five percent of the total population.[6]

In a span of one generation, the social landscape has undergone a transformation of major proportions as Los Angeles has emerged as a truly pluralistic society. There was an eight percent drop in the Anglo population.[7]

By 1992 it is projected that Anglos will be no more than forty percent of the population in Los Angeles County, with blacks, Latinos, Asians and others making up the remaining sixty percent.[8] If present trends continue the ethnic balance may give way by the next census to domination by Hispanics and Asians.[9]

Law enforcement officers are being confronted with tremendous communications difficulties by the diversity of peoples and languages in the neighborhoods they patrol. Further projected demographic changes will exacerbate this condition. Although cross-cultural training has been mandated in California by the passing of Senate bill 2680, it is still in its fledgling stages.

The Los Angeles County Human Relations Commission reported a one-hundred-and-fifty percent increase in anti-Asian hate incidents in 1990, its latest reporting year, making Asian-Americans the second most victimized ethnic group in Los Angeles after African-Americans.[10] Hate crimes are a backlash that can be attributed to the discomfort and intolerance of existing residents with newly arriving peoples of different cultures or ethnic groups. Their ignorance of and stereotypical feelings towards members of the new populations, whom they feel are

taking over, are acted out in crimes of violence or destruction, as well as maliciously scrawled racial or anti-semetic graffiti.

Police departments experience this same discomfort and see a rise in citizens' complaints. How many complaints can be attributed to an inability to understand a language or a lack of cultural awareness? Discriminatory behaviors are currently viewed as socially unacceptable; neither low nor high prejudice subjects are likely to behave in blatantly prejudiced ways when their behavior is public.[11]

Very little initial or in-service training of law enforcement personnel focuses on human relations skills. Information and training on how to understand, predict and deal effectively with others comes almost as an afterthought in the police profession.[12] How can we expect destructive attitudes not to persist when we talk about one another, but never talk to one another.[13] Sending officers into the street ignorant of the powerful effects of the situations they will encounter, is sending them out, in a very basic sense, unarmed. Trying to prevent police brutality without using social psychology data is like trying to prevent smallpox without vaccine.[14] This paper will examine the levels within the law enforcement organization that cross-cultural training should be provided.

In the drive to eliminate discrimination and prejudice, treating people equally or fairly came to mean treating them the same. Today--because it is recognized that people have different needs--they sometimes must be treated differently to be "equal" or "fair."[15] Community interaction with law enforcement agencies is a crucial ingredient if specific and focused problems of racial and cultural awareness are to be addressed in the most effective manner.[16] Cross-Cultural training for law enforcement officers should have a positive impact on their dealings with the public. This study will examine evaluative measures that can be designed to monitor this training's effectiveness.

Throughout the next decade, law enforcement officials will continue to face conservative policies that translate into "cut-back management" and continued attempts to do more with

less.[17] With the severe budget cutbacks that many agencies are experiencing, alternative funding sources will have to be developed to fund mandated programs. The object of this paper is to thoroughly examine that trend, as well as other trends and events, which impact the issue of cultural training for law enforcement.

The body of the this study on cross-cultural training will consist of summarizations of a myriad of data obtained from questionnaires, interviews, and research material. Graphs, charts, survey instrument and other related data will be found in the appendices.

DEFINITIONS

Anti-Semitism - Prejudice or discrimination against Jews, based on negative perceptions of their religious beliefs and/or on negative group stereotypes.

Cross-Cultural Training - Training that seeks to generate an appreciation and acceptance of persons of other racial and ethnic groups. The training usually focuses on the unique differences of the diversity of cultures in the surrounding communities. The goal is to teach people that treating people with dignity they deserve goes a long way to opening communication and preserving peace.

Cultural Awareness - Having an appreciation for the many different cultures, and being accepting of their differences. Feeling comfortable sampling various ethnic foods, entertainment, and sharing ideas, friendships or a work environment with people of different ethnic or racial origins.

Cultural Diversity - Refers to the many different cultures and peoples from different ethnic or racial groups residing in a city or enclave of a city, or neighborhood. The diversity is represented in the form of language, customs, food, entertainment and forms of art representing these varied cultures.

Culture Shock - Occurs when persons of a different country speaking a different language, and having different customs, clothes or economic situations are suddenly thrust into completely new surroundings and a new culture such as by immigration to the United States. Culture shock can also occur when a person from another culture is forced to adopt the ways of another culture, against their will.

Discrimination - Different treatment based on unfair categorization. It is the denial of justice prompted by prejudice. When one acts on their prejudices they engage in discrimination. Discrimination often involves keeping people out of activities or places because of the group to which they belong.

Prejudice - A set of rigid and unfavorable attitudes toward a particular group or groups which is formed in disregard of facts. An unsupported judgment usually accompanied by disapproval.

Racism - Couples the false assumption that race determines psychological and cultural traits with the belief that one race is superior to another. Based on their belief in the inferiority of certain groups, racists justify discriminating against, segregating, and/or scapegoating these groups.

Scapegoating - Refers to the deliberate policy of blaming an individual or group when the fault actually lies elsewhere. It means blaming another group or individual for things they did not really do. Prejudicial attitudes and discriminatory acts lead to scapegoating.

Stereotyping - A stereotype is a preconceived or oversimplified generalization involving negative beliefs about a particular group. Negative stereotypes are frequently at the base of prejudice. The danger of stereotyping is that it no longer considers people as individuals, but rather categorizes them as members of a group who think and behave in the same way. We may pick up these stereotypes from what we hear other people say, what we read, and what people around us believe.

PART I

DEFINING THE FUTURE

PART 1 - DEFINING THE FUTURE

The issue question researched for this project asks; What kind of cross-cultural awareness training will be required within California law enforcement by the year 2002?

Three specific sub-issues developed to be a part of this study and focus the project are:

1. What funding sources can be developed for cross-cultural awareness training?
2. At what levels within the law enforcement organization should this training be provided?
3. What kinds of evaluative measures can be designed to monitor this training's effectiveness?

METHODOLOGY

Four methods were utilized to examine the issue and the sub-issues:

1. Literature search of articles, periodicals, books and magazines on the subject of cultural awareness, cross cultural training, sensitivity training, and human relations training.
2. A survey of sixty-five city police departments, and sheriff's offices in the U.S. and Canada whose populations were diverse in their makeup. Nine California basic law enforcement academies were also surveyed in this total.
3. A modified conventional delphi technique using a panel of experts in the field of cultural training.
4. On site interviews with Academy staff and trainers at five state accredited POST academies, as well as with Cultural Awareness experts who are in the business of designing and presenting this type of training.

The diverse methods utilized were chosen to assimilate a sampling of actions that have been attempted in the area of cross-cultural awareness training.

LITERATURE SEARCH

The literature search revealed a growing interest and attention to the cultural awareness training in many different applications by a varied number of law enforcement agencies. The literature search soon determined that the subject is called by many different names depending upon the authors of articles on the subject or the agency describing their training. Most of the reference material found in the introduction was developed from the large amount of literature that was reviewed. The literature search also revealed that some law enforcement agencies are conscientious and serious in their desire to make change happen. A review of various syllabus's received from different geographic areas in the United States shows a variety in course length, content and focus. By narrowing the focus upon successful training programs and/or ideas, a wiser course of action can be determined in developing individual policy issues concerning this subject. For suggested reading, review the Bibliographical materials reviewed (Appendix A).

A SHORT HISTORY ON POST'S CULTURAL AWARENESS EFFORT

The Commission on Peace Officer Standards and Training directed its staff to develop a recommended approach to providing cultural awareness training in 1989. After forming a committee of experts from around the state, POST developed a Cultural Awareness Training Program Guide which was published in July 1991. With the passage of Senate Bill 2680 by the California Legislature the POST study was expanded to include racial groups. POST staff began developing certified training on cultural awareness for all law enforcement executives, department cultural awareness facilitators and production of guidelines for training programs. POST's aggressive efforts in this area have developed statewide interests on the subject of cultural awareness, but there is much to do to develop viable programs to carry the message forth.

SURVEY

The survey instrument utilized was designed to elicit eight responses to multiple choice futures oriented questions concerning the subject of cultural awareness training. Fifty-six law enforcement agencies in various cities with diverse populations throughout the continental

United States, Alaska, Hawaii, and Canada were the target of these surveys. Nine regional California law enforcement academies were also surveyed. Sixty-five surveys were mailed in late January and early February of 1992. The survey instrument will be found in Appendix B, and a list of the responding law enforcement agencies, and academies will be found in Appendix C.

The response to the survey from around the country was exceptionally high, an 83% return. This is also an indicator of the growing interest and awareness of the need for such cross-cultural awareness training. A brief synopsis follows on some of the statistical information obtained from the 55 respondents. A complete list of response totals can be found in Appendix D.

The survey instrument elicited a lot of specific data on cross-cultural awareness training from the respondents. When the totality of the response is gauged from around the country it is reflective of the importance of this issue to law enforcement and the concern that managers everywhere are facing in how to present the training in a meaningful manner. The author's conclusions on some of the more important data from the survey will be found in Part IV, Conclusions and Recommendations.

Fifty-three of the respondents indicated they would be developing a cultural awareness program either on their own, or with outside help. However, only 23, (45%) of the 55 respondent agencies surveyed actually had implemented a cross-cultural awareness training program. Five other agencies indicated their target date for implementation was within the next year, bringing the number who will be implementing cross-cultural awareness training to slightly more than half. Twenty-four of the agencies surveyed were California law enforcement agencies, and of that number 16, (66%) had implemented a cultural awareness training program that was in conformance with POST guidelines. There were a significant number of agencies (29), who either were developing a cross-cultural training program utilizing a private consultant, a local college or university, or in partnership with a community organization. Interestingly, only 11 respondent agencies surveyed indicated they were

utilizing the expertise of their POST Commission to develop their training in cultural awareness.

There is little disagreement nationally or within California as to whom should receive the cross-cultural training. The majority of the respondents, 38 (68%) answered that all sworn personnel should receive the training. According to 20% of the respondents, police recruits initially will be given the training and eventually the program will be expanded.

The majority of respondents will use a questionnaire to obtain feedback from personnel receiving the training. However methods used to monitor the training's effectiveness varied widely. Thirty-eight respondents (70%) indicated they will use other methods than patrol audits of calls for service, cards mailed to the service population or follow-up phone calls to victims or informants, to monitor the training's effectiveness. Forty-four of the respondents (80%) indicated they will fund this training out of their own budgets.

The teaching methods that most agencies plan on using to present cross-cultural awareness training break down more evenly than any other multiple choice question asked. The following is a raw scoring of responses:

- Class Lecture 49
- Role playing / simulation games 30
- Films / videos 38
- Cultural relations expert 37
- Diverse Cultural panel 23
- Experiencial based activities, i.e. visits to community organizations, volunteer work, etc. 12
- Other 18

Sixty-two percent of respondents indicated that reinforcement training would be provided within two to five years. The responses for the survey questions will be discussed in depth in the recommendations and conclusions portion of the study.

FUTURES FORECASTING

Futures forecasting is the term used for identifying trends that are critical or significant to the issue to be studied. One cannot begin to develop a strategic plan until the trends are identified and their effect on the issue are determined by a process called forecasting and cross-impact analysis. It is necessary to forecast the direction of a trend and estimate the trend levels during the projected futures study. The forecast determines what the trend line *will be*, as well as what it *should be*. Differences between the *will be* and *should be* are a concern when developing a strategic plan. The effects of critical events upon various trends are evaluated in order to complete the trend analysis. The positive and the negative impact of the events upon the issue and sub-issues are also studied. Events were impacted against trends as well as other events for the cross impact analysis.

MODIFIED CONVENTIONAL DELPHI PANEL

To obtain the Trend and Event forecast data a nine member Modified Conventional Delphi (MCD) panel was assembled and utilized. (see Appendix F for a group profile) The panel members were mailed comprehensive instructions as well as trends and events lists (see Appendix G). The panel members were given trends (Appendix H) and events (Appendix I) that were developed in part by a previous Nominal Group Technique panel (NGT) as well as through literature search, and interviews. Unfortunately the seven members who had constituted the NGT panel did not fully comprehend the forecasting process and the author chose to utilize the Modified Conventional Delphi panel in order to proceed with the study.

The responding Modified Conventional Delphi panel members (Appendix F) selected the following six trends and events for forecasting. The results of the forecasts are displayed in Table 1, Trend Evaluation, Appendix J, and Table 2, Event Evaluation, Appendix K. The Trend and Event Forecasts are displayed on graphs in Appendix L and M. The Cross Impact Analysis results developed by the author and two assistants are shown on Table 3, Appendix N.

The Six Trends - All figures are in reference to 100, which is the base figure for the present or today level. Fifty (50) therefore is less than the present level and 150 is higher than the present level. All of the figures shown reflect the median forecast. The forecasts include past estimates which equate to five years ago, or on the graphs found in Appendix L, the year 1987. They also include nominal (will be) and normative (should be) estimates for the future for both five and ten years (2002) from the present.

Trends List Decided by the Modified Conventional Delphi Panel

T1. *Availability of alternative funding sources* - State and local city budget cut-backs require law enforcement to look for alternative funding sources for training programs.

T2. *Level of minority recruitment* - The level of minority recruitment efforts by law enforcement.

T3. *Cultural awareness training* - The level of training provided for sworn law enforcement personnel on the divergent cultural and ethnic peoples they serve.

T4. *Changing population demographics* - State / County / City ethnic and racial population makeups.

T5. *Frequency of hate crimes* - The level of crimes stimulated by hate.

T6. *Frequency of Citizen's Complaints* - The level of citizen's complaints.

Trend 1. AVAILABILITY OF ALTERNATIVE FUNDING SOURCES

The Median Nominal or "will be" forecast reveals that law enforcement has slightly increased use of alternative funding sources for training from that of five years ago. The panel felt that outside funding sources would actually decrease in the next five years by ten percent and return to today's rate in ten years. The panel indicated that the median normative should be 20% higher in five years and 30% higher in ten years. The current budget cuts that all law enforcement agencies in California are experiencing, will require them to seek outside funding sources for training in order to maintain the current level of training. The current poor outlook for fiscal resources will have a negative effect on any department's ability to finance

cultural awareness training without outside funding assistance. This would certainly indicate the need to plan for funding support for cultural training in order to carry out any implementation goals.

Trend 2. MINORITY RECRUITMENT

The MCD panel forecasted a steady 25% increase in minority recruitment in five years and a fifty percent increase in ten years. The median normative or "should be" forecast by the panel indicated a 75% increase in effort should be made in five years, and a 200% increase in ten years. These forecasts were completed prior to the Los Angeles riots, however it would be interesting to see if they would have changed after the riots. It is this author's opinion that increased minority recruitment will be only one method toward reducing tensions in California's diversely populated communities.

Trend 3. CULTURAL AWARENESS TRAINING

The panel perceptions on cultural awareness training were interesting. They perceived that today law enforcement is providing over three times the training as five years ago. They projected cultural awareness training will increase significantly in five years. Looking at the "will be" or median nominal rise indicates an increase by 40% in five years. Comparisons of the "will be" and "should be" levels were not that much different by 1997 or the year 2002. The forecasts are an indication that cultural awareness training has a good start. The panel's forecasts appear confident that positive efforts will be made to increase cultural awareness training although not at the level they feel it should be. The Los Angeles and San Francisco riots certainly indicate the need for improvement and diligence in this area.

Trend 4. CHANGING POPULATION DEMOGRAPHICS

The panel felt that the demographics had changed or increased by 20% from five years ago. While they expected this trend to increase by 40% in five years based on normative or "will be" forecasts; the panel also forecast population demographics to change at 175% of today in ten years. This trend had some reverse "should be" forecasts by the MCD panel. The panel indicated a 10% increase should be more desirable in five years and a 25% increase in ten

years. The forecast increases by the panel agree with the projected growth rates speculated by demographers in California. The changing racial and ethnic population demographics will have a significant effect on the issue of cultural awareness training, and several of the sub-issues being studied.

Trend 5. FREQUENCY OF HATE CRIMES

The panel indicated a 25% increase in hate crimes from five years ago to today. While their projections were for similar increases in five years and ten years, the "should be" or desirable forecasts by the panel indicated a 20% decrease in five years and a 25% decrease in ten years. Hate crime incidents soared during the riots in major cities with diverse populations all over the country. Hate crimes are clear indicators that the issue of cultural awareness training is sorely needed by all citizens. A lack of cultural awareness on the part of law enforcement officers can result in further distancing from the community and eventually hate crimes directed toward them.

Trend 6. FREQUENCY OF CITIZEN'S COMPLAINTS

The median nominal forecast shows a 30% increase in citizen's complaints by 1997. The highest forecast projects that complaints will be 160% that of today in five years. Citizen's complaints increase with constant news media coverage of police misconduct or during a period of civil unrest. The panel's projected increases in citizen's complaints indicate the need to develop some substantive methods of monitoring citizen's complaints and directing training efforts to deal with communications and cultural issues. The cultural awareness training could have a significant positive effect on stabilizing or even lowering citizen's complaints.

THE SIX EVENTS

The Modified Conventional Delphi Panel also examined the events list, and prioritized them in order of importance. The six most critical listed here are reflective of their ranking. The group estimated the years until the probability of each of the events happening first exceeded zero. The panel rated each event by its probability of occurrence on a percentage scale of 0

to 100, for five years and ten years. They also determined the positive and negative impact of the event on the issue.

Events list ranked by the Modified Conventional Delphi Panel:

E1. *State Mandated Language and Cultural Training* - Legislation is passed requiring law enforcement to teach cultural awareness and require a second language familiarity for peace officers.

E2. *Citizenship Requirement Waived for Law Enforcement Employment* - The current requirement that police officers be citizens would be changed to allow resident aliens to become police officers.

E3. *Consent Decree Enacted Statewide* - A new case decision from the State Supreme Court requires law enforcement agencies to hire a specific number of minorities based on the demographics of their city or county.

E4. *Budget Shortfall / Training Funding Cutoff* - The state of California would have a budget crisis which would cut all POST funding to all law enforcement cultural training programs.

E5. *Ethnic/Racial Conflict* - Large scale disturbances and misunderstandings develop between various ethnic/racial populations of cities. I.E.; between Blacks and Koreans or between Hispanics and Asians, or between Whites and blacks.

E6. *Access to language bank via MDT* - Ability for law enforcement officers to directly access a translation service in any language using the Mobile Digital Terminal in the patrol car.

E1. STATE MANDATED LANGUAGE AND CULTURAL TRAINING

Language and cultural training is almost a non-existent requirement at the present time in law enforcement. The need for formation of such training is gaining momentum. If the state mandated implementation of such a program in the near future the panel felt that the probability would exceed zero in three years. The median forecast gives a 75% probability of

occurrence of this event by 1997, which increases to a 90% probability in ten years or 2002. The panel medians were quite high on the probability that this event would occur. The positive and negative forecasts reflected that the impact on the issue of cultural awareness training, if the event occurred, would be a plus nine and a minus five.

E2. CITIZENSHIP REQUIREMENT WAIVED FOR LAW ENFORCEMENT

Citizenship has been a requirement for law enforcement for a long time. The panel median scores indicate that the probability of citizenship being waived as a requirement for law enforcement employment would exceed zero at the five year mark, (1997). However, the panel median probability percentages of this occurring in five years were low, 25%. At ten years the probability median only increased to 35%. This appears to be an indicator that the panel did not feel strongly about this event occurring soon. That is backed up by the median positive and negative forecasts on the issue which indicated a three positive and a four negative impact if the event occurred. The low positive and high negative forecasts spelled it out even clearer by showing a zero positive impact and ten negative impact on the issue if the event occurred.

E3. CONSENT DECREE ENACTED STATEWIDE

While the median forecast revealed that the probability of first exceeding zero for a consent decree enacted statewide could be in four years, the group median score perceived that there was a 50% probability that the event could occur in five years. The median forecast probability for ten years (2002) was only ten percent higher or 60%. The positive and negative forecasts for the event upon the issue of cultural awareness training if the event occurred was 6% positive and 5% negative.

E4. BUDGET SHORTFALL TRAINING FUNDING CUTOFF

The budget shortfall was forecasted by the panel to have a probability of first exceeding zero within one year or 1993. Unbeknownst to the panel, that event is occurring this year for the Los Angeles Sheriff's Department, which is projecting a sixty-six million dollar shortfall for the fiscal 1992-93 budget year, beginning July 1st. Within five years the group median score

predicted a 50% probability of this events occurrence. The ten year probability moved to only 60%. The negative impact of 10 and positive impact of zero for this event upon the issue of cultural awareness training is easy to comprehend. If this event were to occur, then the sub-issue of availability of alternative funding sources would become an immediate necessity.

E5. ETHNIC/RACIAL CONFLICT

Ethnic/racial conflict was also a subject which showed strong panel agreement in the probability of exceeding zero within one year. Forecast predictions for an ethnic/racial conflict within one year reflected eight negatively and zero positively on the issue of cultural awareness training if the event were to occur. The Los Angeles riots which spread like a wild fire throughout the city beginning on May 29, 1992 have in fact been viciously racially focused. Such an event was forecast to have negative impact upon law enforcement officers charged with restoring order. The negatives that have in fact occurred have brought mountains of criticism upon the Los Angeles Police Department and against other police agencies in other cities where rioting flared in response to the Rodney King verdict. The five years from now probability forecasts for Ethnic/racial in 1997 was 75%, and increased to 100% for the year 2002. These forecasts left little doubt according to this panel of experts that the probability of such an event occurring was very high. The panel of experts had a strong sense that conflict was at hand, but this researcher is sure none of them would have envisioned the severity with which it struck.

E6. ACCESS TO LANGUAGE BANK VIA MDT

Interestingly the panel medians indicated that the probability of this event exceeding zero was not expected to occur for three years. The low for this event exceeding zero was six months and the high five years. The five years from now median probability of such an event occurring was 60%, and the ten year probability increased to 85%. Technological developments are occurring so rapidly today that this event could occur more rapidly than any of the panel members forecasted. The panel rated this events occurrence as being a plus eight and a minus two.

CROSS IMPACT EVALUATION

The cross impact was accomplished by consensus utilizing two colleagues. One a classmate from Command College class 14 who understood the cross impact process thoroughly, and the other a graduate of class 12 of the Command College. One of the colleagues is a Chief of Police for a small agency, the other a Captain with a large metropolitan police agency. The effect that each forecasted event would have upon each other forecasted event was compared, as well as upon the trends in the forecasted set. The maximum impact and years to maximum for the event-to-trend impact estimates were independently estimated, as well as the event-to-event cross impact estimates.

The primary actors in the forecasted events in order of impact were; E1, State Mandated Language and Cultural Training, and E5, Ethnic/racial Conflict. These two events impacted all the trends. E2, Citizenship Requirement waived for Law Enforcement, had a one year to maximum impact of +100% upon the availability of Alternative funding sources, T2. E1, State Mandated Language and Cultural Training, was the primary actor event. E3, Consent Decree Enacted Statewide, had a +100 impact immediately on T2, Increased Minority Recruitment. Most significantly of all was E5's, Inter- Racial Conflict, impact of a 100% increase immediately on T5, Frequency of Hate Crimes, and a 200% increase on T6, Frequency of Citizen's Complaints.

The prime reactor events were events E1, State Mandated Language and Cultural Training, E3, Consent Decree Enacted, and E5, Ethnic/racial conflict. The force behind the reaction was the positive and negative effect these two would have on Cultural Relations Training. There is no question that a State Mandated Language and Cultural Training Requirement for law enforcement would bring about significant change in law enforcements' ability to communicate with the peoples they served far sooner than if the agencies were left to their own time tables. Conversely, Ethnic/racial conflict would negatively interrupt and effect Cultural Awareness Training. This would be due in part to the negative contacts the conflict would create between the police and ethnic/racial group neighborhoods wherein they were

required to restore order. This has been undeniably true in the recent ethnic/ racial conflict which consumed much of Los Angeles.

All of the Trends were significant reactors, however, the strongest reactors were T1 Availability of Alternative Funding Sources and T6, Frequency of Citizen's Complaints. One other trend was also a strong reactor, T2 Minority recruitment. Refer to Table three, Appendix N, for a graphic depiction of the data.

SCENARIOS

The scenarios are the final portion of the forecasting approach to defining the future. Utilizing the forecasted trends and events the author has developed three scenarios of possible futures that could occur in an attempt to provide the reviewer with a glance into the future. The three scenarios will consist of an exploratory mode, or surprise free scenario, the hypothetical mode which is also known as the "what if" scenario, and the normative mode, which is considered to be the desired and attainable scenario.

The geographical location described in the three scenarios is the city of Carson, one of forty-two cities policed under contract by the Los Angeles Sheriff's Department. The city of Carson has a population of approximately 93,000 people almost evenly divided amongst Asian Pacific-Islanders, African Americans, Hispanics and whites. The city will be the model discussed more in depth in Section II, Strategic Planning.

Exploratory Mode

"State Revenues Drop as the Recession Digs Deeper"- San Gabriel Tribune
"Large State Payroll Layoffs Projected" - Los Angeles Times
"County Officials Meet in Emergency Session Over Deficit" - Los Angeles Times
June 26, 2002

When Proposition 13 had passed over 25 years ago, opponents voiced the fears that essential services would be cut as the tax base shrank. Although there was no immediate effect, it had been clearly evident that the future for government spending presented a dim picture for the State Legislature. The turbulent ninety's had forced cuts in many state institutions following the disastrously destructive racial/ethnic riots that occurred after four white policemen were found innocent of charges of beating a black man by the name of Rodney King. The recession had ended by 1998 and building and growth were once again underway in many inner city areas, but incoming dollars in no way matched outgoing expenditures which had dramatically increased with the huge surge in the state's population.

Law makers have reached a total impasse with the revelation that the court upheld Proposition 211, a State mandated educational initiative, which seized a large slice of the State Budget. The State budget process had now come to a grinding halt. All non-essential state services were being cut to wipe out some of the billions of dollars of red ink that have suddenly appeared on the balance sheets.

The Carson city council anticipating the revenue sharing cuts, had already made some heavy decisions the week prior. It had pink-slipped one third of its labor force. The city was already having problems with phone calls from angry citizen's displeased with longer waiting lines in many departments.

The Los Angeles Sheriff's Department had been predicting racial strife would occur in minority neighborhoods after rumors that welfare funding may be cut. The Carson Sheriff Station commander indicated that a large demonstration was already planned by citizens in front of the local DPSS office.

The Carson commander, like many other local police departments, was bracing for a long hot summer with the recent revelations of budget cuts and personnel shortages. He had been told to eliminate all overtime and seek new minimum staffing levels for the station. The Sheriff's Department executives were reeling from the news that ninety million dollars would be cut from the fiscal 2002-2003 budget.

Mandated State training programs for law enforcement had lost funding some months ago and are now being curtailed completely due to funding cuts. Law enforcement has suddenly found themselves hard-pressed to fund their recruit training. This new development couldn't come at a worse time with the new state ordered Consent Decree mandating that 35% of all applicants hired must be minorities.

Other funding sources will have to be developed for the newly structured cultural training courses planned by some agencies to deal with rising citizen complaints. These courses will

be desperately needed to promote officer awareness due to the rapid demographics changes in many neighborhoods.

Hypothetical Mode - Feared But Possible

"ONE IN FIVE AMERICANS NOW A MEMBER OF ETHNIC MINORITY" State of California Department of Finance bulletin

"THE CULT OF ETHNICITY, GOOD AND BAD" - LA Times

(JESSE) "JACKSON PROMOTES DIVERSITY IN PUBLIC SCHOOLS"- Time Magazine June 26, 2002

California's diverse society of immigrants is breaking into multi-cultural special interest groups. Divisiveness seems to be the rule, rather than the melting pot that was once thought to be so successful. The recent success of the Peace and Freedom party in providing separate schooling for various minorities was passed into law in California with the signature of Governor Sanchez.

Racial/Ethnic riots which were becoming too common on school campuses and in minority neighborhoods in the late 1990's, gave the impetus to this legislation. Carson High School's latest ethnic clashes brought deputies from neighboring sheriff's stations to help restore order. The public's dissatisfaction with the Sheriff's Department's archaic methods of stopping these ethnic clashes has angered them more. Citizen's complaints had soared. The Sheriff's Department, like many law enforcement agencies, has been slow to change their training on cultural awareness to fit the changing demographics of cities served

The California State Board of Education's response was to release it's new "Multi-cultural" heritage curriculum. There is also talk in the legislature that the Peace Officers' Standards and Training Division in Sacramento will be given new broad powers to mandate cultural training, as well as take over the independent law enforcement training academies in the state.

Minority recruiting has been increasing, however the emphasis on language training has not been a priority according to inside sources. The California Supreme Court is deliberating over the Consent Decree for law enforcement, since departments seem to be lagging behind in their efforts to reach a representation of the populations they serve. There is also talk of striking down the citizenship requirement as a prerequisite for law enforcement employment. State budget cuts have definitely affected the way law enforcement can respond to the ethnic/racial strife that is so common. Private companies have been asked, but have yet to offer, financial assistance to public agencies to bridge the training gap.

Normative mode - Desired and Attainable

"CONSENT DECREE DROPPED BY CALIFORNIA SUPREME COURT" L. A. Times

"CALIFORNIAS MELTING POT WELL REPRESENTED IN CARSON'S LAW ENFORCEMENT"- DAILY BREEZE

June 26 2002

The following comments are derived from an interview with outgoing Carson Captain Rod Adams. He was asked to access the impact that elimination of the Consent Decree requirements in California would have on the Sheriff's Department after June 26, 2002.

"The changes in law enforcement in California have been drastic since the Supreme Court enacted a Consent Decree into law in 1996," said Captain Adams. "One only has to look at the cross section of the population represented in the police agencies in Angeles County. The changes we are seeing today are also a result of the state mandated second language and cultural training requirement that the Legislature enacted that same year," he said.

Captain Adams explained what that meant to the citizens in our city. He stated, "I feel that the Supreme Court's action was appropriate; after all, we are now at the parity levels we projected in 1996. He went on to say, "The Legislature's action in 1993 also has contributed positively to the quality of law enforcement services in our State, particularly in the Los

Angeles Metropolitan area. The frequency of our citizens' complaints have dropped significantly for the past four years. Here in Carson we have seen a fifty percent drop in complaints." When Captain Adams was asked why that was so, he attributed the trend to the level of understanding that was present with the bilingual officers under his command. He said, "We just don't have the kinds of misunderstandings we used to with many more bilingual officers in service. There has not been a significant racial incident in two years now."

One program the Captain praised for some of the success his station enjoyed with the community was the Cultural outreach segment that had been instituted three years ago. "Part of that program's heart is our "Guess Who's Coming to Dinner program," said Captain Adams. "Community citizens open up their homes to four deputies at a time and they sit around at dinner, discuss area problems, and share differences in their culture." He said, "Both sides have learned from the experience, and we have many more people signing up to be hosts."

He attributed the race riots of 1992 as being the catalyst that brought out the change in Legislative thinking and the resulting State mandated language and cultural training. The Captain related that his department is not supporting AB 4299, which will repeal Citizenship as a requirement for law enforcement in California. He related, "Jobs have always been filled in this profession by citizens, and I believe that it is appropriate for citizens to continue to perform that role. We enjoy a cultural diversity unparalleled in any other state, and I think we have shown great diligence over the last six years fulfilling our obligation to make this department reflective of the population it serves. Global thinking of the people in our state has changed the way we look at ourselves. I firmly believe we will set the tone for the rest of the nation." It is this writers hope that he is right.

PART II

A STRATEGIC MANAGEMENT PLAN

FOR THE INTRODUCTION OF

A CROSS-CULTURAL TRAINING PROGRAM

PART II - STRATEGIC PLANNING

Visions of the future were examined in several of the project developed scenarios in Part One of this document. The normative scenario was selected for development of the strategic plan. The future is uncertain, however if one examines trends and events carefully one can anticipate or plan for probable changes. Many people are reluctant to accept change, or they feel threatened by it. Often their behavior reflects their apprehension or concern. The Strategic Management Plan is a method of examining the environment in which the change will take place, and outlining a management plan that will take into account the many variables. In effect, the Strategic Plan is designed to bring order to what could be chaos. The strategic plan for cross-cultural awareness training will involve an analysis of the situation, a statement of the mission and a plan to launch the pilot program at Carson Sheriff's Station.

SUBJECT OF THE STRATEGIC MANAGEMENT PLAN:

The Los Angeles Sheriff's Department provides full law enforcement services to forty contract cities, as well as all of the unincorporated areas of Los Angeles County. The department services these contract cities and unincorporated areas from 22 sub-stations. Within the 3,046 square miles of its jurisdiction are a multitude of peoples of great ethnic and cultural diversity.

The model that will be utilized for this strategic plan will focus on the Carson Sheriff's Station which is located in the multi-cultural city of Carson California.

Demographics of the Model's Focus - The city of Carson encompasses 46 square miles and has a 1990 census population of 83,000 persons. The population is culturally diverse and evenly balanced among four major racial groups. The population is 22% white, 24% Asian-Pacific Islander, 26% African American, and 28% Hispanic.

Carson Sheriff's Station Management - The Carson Station is managed by a Sheriff's Captain, who reports to a Region Commander and the Field Operations Region II chief. The captain maintains liaison with city officials and reports major incidents affecting the city of Carson to the City Manager. The government structure of the city is a five member council, one of whom serves as mayor. The relationship between the Sheriff's Department serving the city of Carson and the Council members is very positive.

The crime problem - Part 1 crimes in the city are quite high in comparison to cities of comparable population and size. The city of Carson is plagued by over forty active gangs who account for a high number of drive-by shootings and homicides and control much of the drug trafficking in the city. These gangs are representative of the ethnic diversity of the city. There are black gangs, Hispanic gangs, Samoan gangs, Philippino gangs, and Korean gangs of various sets and affiliations. The recent Los Angeles riots affected portions of Carson's jurisdiction and a total of thirty-five businesses in the city/county jurisdiction were burned and or looted. Only nine were located in the city of Carson. Like the riots in neighboring areas, Asian owned businesses were targeted but were not the only ones burned. It should be no surprise that the culturally / racially diverse service population have had a number of misunderstandings with the law enforcement officers protecting their neighborhoods, as well as problems between one another. These incidents are often attributed to a lack of cultural awareness on both sides. Any attempt to positively influence this dilemma must incorporate a community outreach segment of this training.

MISSION STATEMENT

The current "macro" mission statement for the Los Angeles Sheriff's Department is: The personnel of the Sheriff's Department are dedicated to actively enforcing the laws of the State and communities we serve. The common goal is to reduce the threat of crime and improve the quality of life for all the inhabitants in these communities.

The "micro" mission statement related to the issue question on this study is: The demographics in our various jurisdictions are changing rapidly. To counter that change positively we have embarked on a new era of cultural awareness training for all sworn ranks. Our goals are to develop awareness and facilitate understanding in each of you as you deal with persons from different cultures. The end result will be an improved level of service to all citizens.

SITUATIONAL ANALYSIS

Demographics changes have brought great pressures on communities that are wrestling with the problems that multi-cultural populations create. The great melting pot that this country was often called by idealists has not materialized. Instead there is a country with many different races and ethnic groups who are not co-existing peacefully together at all. There are neighborhoods made up of every conceivable racial and ethnic group, and where the cultures mix, there are often clashes, suspicions and fear, as well as constant tension. Cities often leave these problems for law enforcement to solve.

WOTS-UP Analysis

An evaluation of the current situation will be accomplished by a WOTS-UP analysis. WOTS-UP is an acronym for weaknesses, opportunities, threats , strengths, - underlying planning. Scanning for external and internal environmental factors that could impact the ability to present cross-cultural awareness training at Carson Station is an important part of this WOTS-UP analysis. The two halves of this assessment are divided into internal strengths and weaknesses and external threats and opportunities. The internal strengths are resources utilized to assist in achieving a goal whereas, the weaknesses may contribute to failure to achieve the goal. The threats are unfavorable conditions in the external environment of Carson Station which could make it difficult to achieve the goal and the opportunities are favorable conditions which would help make it successful. The organizational capability is seen in the internal strengths and weaknesses listed below. While the model is going to be introduced at Carson Sheriff's Station, it is important to note that Carson must conform to all Departmental Policies and Procedures. Carson Sheriff's Station is one of twenty-two stations in the Department that have the ability to draw on all the specialized bureaus and resources of the department.

STRENGTHS: The Los Angeles Sheriff's Department is committed to excellence and professionalism in every facet of the organization. The Department is committed to Service Oriented Policing at all levels, and has many outreach programs which are beneficial to the

community. It has made a commitment to work with the many cultural and ethnic groups in its jurisdictions, and to seek solutions to problems through meaningful dialogue. The most significant asset in this endeavor is the Cultural Awareness Advisory Committee which meets monthly to discuss methods to improve training and review any proposed cultural training materials.

The Sheriff's Department has a strong affirmative action recruiting policy as well as a bilingual pay program which reimburses personnel with a proven proficiency in a second language. Carson station like it's sister stations is allotted approximately 15 bilingual pay slots for its personnel. The size of the Sheriff's Department enables it to have its own Recruit Training and Advanced Training Bureaus. The department has been tapping the expertise of its own multi-cultural pool of personnel to develop and instruct in cultural awareness training. The academy and many advanced classes which conform to POST guidelines are accredited through the local community college district. There are many specialized details or bureaus which can provide specialized services and a cadre of trained professional instructors. Many other instructors are available from outside the organization. An in-house specialized film and video production unit is capable of producing training films. The Carson Station Commander can tap these resources to guarantee the best program development possible.

WEAKNESSES: In spite of the service oriented policing commitment, there is a lack of employee sensitivity to the Carson community. As with many police departments a "siege mentality" is a pervasive influence among deputies and it has become more evident, particularly since the riots. Stereotyping and prejudices do exist, and although not blatant, will require concerted effort to overcome. Past Carson training programs have had a tendency to emphasize survival rather than communication. Attempts to change the emphasis and balance the message initially meet with resistance. A mixed message is also sent to officers by some supervisors when arrest stats are touted as the real indicator of good officer performance. There is still insufficient minority representation at the Carson station or in the department in spite of aggressive efforts to change the composition of the department and make it more representative of the communities served.

The following are the lists of external environmental opportunities and threats examined.

OPPORTUNITIES: There has been a significant civil upheaval which has terrorized many in the community and made them more strongly supportive of law enforcement efforts to maintain peace. This new pro-police resurgence, along with supportive Carson community leaders, must be tapped and expanded through additional volunteer programs and joint community-police projects. There is a good possibility that this support could generate some new funding sources (Trend 1) for further cultural training programs. Minority recruitment (Trend 2) will provide more representation from this diverse population and must continue through an aggressive affirmative action policy. The Cultural Awareness Advisory Committee members represent a diversity of interests in the community. The Committee includes organizations such as the NAACP, the Asian Consortium, the Anti-defamation League, the National Conference of Christians and Jews, Search to Involve Philippino Americans, the California Indian Education Association, Office of Samoan Affairs, Hispanic community leaders, and other ethnic support organizations, actively attend monthly Cultural Awareness Advisory Committee meetings and offer input to training objectives. The Committee meets at different department locations each month. Their input and advice will establish confidence and credibility in the finished cultural awareness training curriculum (Trend 3) and further help to attain the normative scenario. Community meetings and neighborhood watch programs must continue to be a two-way flow of information, with established goals and objectives for both sides. Qualified bilingual interpreter volunteers in the community should be utilized whenever possible to strengthen officer and citizen communications. These efforts could positively influence citizen complaints (Trend 6) by lowering them. Efforts to improve liaison with local reporters by providing timely press releases is likely to improve press relations and may result in more positive news stories.

THREATS: Changing population demographics in the city of Carson will continue to exacerbate policing problems in diverse neighborhoods. The intricacies of different cultures and language barriers sometimes degenerate into hostility and suspicion due to the cultural differences and a lack of communication. The soaring crime rate and mounting citizen

complaints are frustrating Carson Station's management efforts to accomplish their goal of maintaining a safe environment and providing service. Negative and prejudicial press reports and continued political "cop bashing" have hurt morale at all ranks. Citizens' investigative commissions are a frightening reality. Shrinking budgets and a lack of funding for existing programs is causing grave concern. Cut-backs in law enforcement funding for training has already occurred at the state level with POST funding, and the result has been catastrophic to many department training programs.

In addition to the cut-back in department training, Carson station has been ordered by region headquarters to further reduce overtime expenditures by eliminating the weekly Wednesday training days and changing them to once a month.

INTERNAL CAPABILITY ANALYSIS:

To his credit, Sheriff Block had implemented an internal audit of department functions and asked for a recommendation from his managers as to how to correct any deficiencies. The Sheriff had also appointed a prestigious Commission of his own to conduct an independent audit of all Sheriff's department functions. That Commission was well under way when the Board of Supervisors appointed retired Judge Kolts and a Special Council to review the Sheriff's Department, therefore, the Sheriff's appointed Commission's review was suspended. The Special Council, like the Sheriff's Commission, was directed to complete a review of all department operations concerned with training, use of force, citizens complaints, community confidence and a study of overall management and policy.

While the results of that study are not due until July 1992, the Sheriff's Department has been making aggressive efforts to improve performance and perceptions of the community by establishing the Cultural Awareness Advisory Committee. The department has also developed a new mission statement and has been conducting "Core Values" training with every level beginning at the top and going through all ranks. These efforts, along with other organizational changes giving station commanders additional control and responsibility to manage their stations, have solidified the goals and objectives of the organization.

The present Carson Station Commander is very progressive. While he is fully supportive of the Sheriff's Departments goals, he is also open to new programs at the station level that will improve relations in the Carson community. He is politically astute as well as committed to representing his station personally at many community functions. He is respected and well liked by many community leaders, ministers and business persons. While the climate at the present time is very conducive to the implementation of this strategic plan, the expected budget reduction of sixty million dollars to the Sheriff's Departments total budget will in turn reduce the Carson Station budget. This will undoubtedly have some detrimental effects upon the program's implementation.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

Stakeholders are those individuals, groups or organizations who could have a "stake", whether in support, or against, an organizations plan to change policy, training methods or focus. The goal of the Strategic Assumption Surfacing Technique in this case is to identify the stakeholders, and attempt to identify their positions on the issue of cross-cultural awareness training. Once those stakeholders are clearly identified, a strategy can be developed to counter their opposition and win their support. The author utilized the knowledge and opinions of four peer lieutenants from Carson Station to identify thirteen primary stakeholders of the issue. The stakeholders level of control on the issue were examined, along with assumptions of their positions on the issue. These assumptions are graphically displayed on the Stakeholder Assumption Map in Appendix O.

Each of these stakeholders could raise additional unforeseen issues or objections.

1. Los Angeles County Sheriff Sherman Block - Highly Supportive:

The Sheriff is in charge of the 8,600 sworn and 2,000 civilian person Los Angeles County Sheriff's Department. He sets policy for all units and is the spokesperson and manager of change in the organization. Sheriff Block is committed to the development of cultural awareness training for all sworn personnel. He is a progressive leader, sensitive to the community concerns, and demanding of action on this issue.

The sheriff's position is that the program is needed. He believes that it will improve the Departments ability to deliver service oriented policing by making deputies more sensitive to the different cultures and races served by the Sheriff's Department. He believes it could have a positive effect on local communities support for the department, and may decrease negative incidents in field situations. The Sheriff knows that accomplishing this effort will undoubtedly require considerable time and a budget commitment.

2. Board of Supervisors of Los Angeles County - Supportive as well as Politically important. Fiscally important to implementation beyond the pilot program.

The five member board of Supervisors are the governing body of Los Angeles County. The politically sensitive Board of Supervisors control the purse strings to all county departments, and responds to a large and vocal electorate. They are the appointing body of the Judge Kolts Investigative Commission that is auditing the Sheriff's Department. The Boards position is that support for the cultural awareness training is a politically important issue. They believe that by supporting the Sheriff on this issue, they may in turn generate his support for issues in their districts.

3. Administration division Commander - Highly Supportive.

The Commander has been personally appointed by Sheriff Block to coordinate the Cultural Advisory Committees work, and clear any stumbling blocks that get in their way. He is critical to the success of the strategy since he has the ability to pull the strings to get unit commanders to cooperate in the development of a cultural awareness program. His position is that the Sheriff will require commitment and continued feedback on this issue. He knows that with budget cut-backs, existing resources will have to be utilized.

4. Carson City Council Members - Supportive - Politically important, and could be fiscally important to full implementation at Carson station.

There are five Carson City Council members. They are politically sensitive to their constituents and very proactive. Since the Sheriff's Department provides their City with law enforcement services, they expect to be notified as well as involved in politically sensitive issues.

The Councils' position is that the Sheriff may want money to fund the training and they may also be able to provide valuable input. The Council may possibly see the need for a Cultural

Relations Commission for the city, which would provide an opportunity for commission appointments from each district and possibly further involvement in the training.

5. Watch Commanders - Supportive

The Carson Watch Commanders are the patrol shift managers for the fourteen to twenty-two radio cars patrolling the city on the various shifts. They personally handle any complaints and investigate them. They enforce department policies and handle all major incidents occurring on their shifts.

The Carson Watch commanders believe the training may have an impact on lowering citizens complaints. They know that the implementation of the pilot will undoubtedly require more shift reports and statistics on the training's effect on complaint calls.

6. Patrol Officers/Peer Group Leaders - Mixed, conditionally supportive, critically important to the success of the pilot.

There are 173 deputies working Carson station on the various shifts. Among them are strong opinionated peer group leaders who can influence cooperation or undermine management goals. These peer group leaders on each shift can make or break this cultural training program.

The peer group leaders will be concerned that the training is another "Service Oriented Policing" idea to pacify politicians and minorities. They may be unreceptive to training efforts, and may consider the training completely unnecessary.

7. County Office of Affirmative Action and Compliance - mixed support, will want to have substantive input into the training program.

The County Office of Affirmative Action carries a considerable amount of political clout. They oversee affirmative action programs throughout the County of Los Angeles' many separate departments. Their chief is appointed by and serves at the pleasure of, the Board of Supervisors.

The County Office of Affirmative Action will want to see results, and observe progress. They will want to see outside minority cultural awareness trainers involved in the training process. They will want to be assured that the local Carson minority organizations and ethnic groups have been consulted and approve of the training.

8. Association of Los Angeles Deputy Sheriff's (ALADS) Mixed support, important but uncertain and may take adversary position.

The ALADS association are actively supportive of deputies rights. The Association has political muscle and is very involved in local and state politics. The Association has brought suit on behalf of deputies in the past, and has their full support on issues of rights. If the Association believed that this training would impact deputies rights to free speech, they would block it.

The ALADS Association realizes the issue is politically important to support. ALADS will want safeguards in place to make sure deputies are not disciplined when they are in opposition to the training. ALADS will try to negotiate to review training and monitor classes in the pilot at Carson.

9. Minority Organizations/Ethnic Groups - Mixed - important

A coalition of groups such as the NAACP, the United Neighborhood Organization (UNO), the Office of Samoan Affairs, the Asian Consortium, and many others will want to direct the kind of training that should be provided. The organizations seldom work together, and usually have their own agendas. They muster a lot of press coverage over issues of disagreement and have considerable political support. Fortunately almost all of these organizations have representatives on the Sheriff's Cultural Advisory Committee, however only one or two of these representatives are from the city of Carson.

The local Carson chapters of these organizations will want to participate in the development of training and critique it. They will be concerned that the training will have no impact on stereotypical attitudes. They will be skeptical that their ethnic group will receive proper attention in the training.

10. Media - Newspapers/Radio/Television - Mixed - unimportant to the actual implementation, however, important in a public relations sense.

News organizations have a tendency to report the negative. Local daily newspapers which cover the Carson area are no exception to this rule. Their coverage can have a significant effect on the Carson community's perceptions of the training's worth. If they are not provided with information and an opportunity to review the objectives and interview deputies, they will decide their own stance based on their investigation. The news media will consider this a controversial issue. They will realize immediately that there are many stories to be written on many different facets of the issue, from the community viewpoint, as well as the deputies response to the training. The media will question the motives of the Sheriff and assume the training is politically motivated.

11. Advanced Training Bureau Staff (ATB) - Mixed, important

The Advanced Training Bureau staff are responsible for coordinating all POST mandated training. ATB develops specific Sheriff's Department mandated training. The bureau is responsible for curriculum development, training and scheduling of instructors, posting information on all classes and maintaining records of all the departments mandated training. Due to the size of the department and the tremendous variety of services provided in custody, civil, patrol, and detective functions, they are extremely busy and back logged with demands for curriculum development from many stations and bureaus.

The ATB will be concerned with the priority of this issue. They will wonder if these Carson classes pre-empt others. They also know that with a limited budget and little expertise on this issue that they may require help from outside to develop the curriculum for the Carson pilot project.

12. Local Universities and Colleges - Mixed, unimportant

There are many colleges and universities in the Los Angeles area. California State University Dominguez Hills, is located in Carson and two community colleges are in close proximity. They are a resource to be consulted due to the varied human relations courses they offer. Universities and colleges have many classes in their catalogues, however, no one class is tailored to the issue of cultural awareness training for law enforcement. University and college faculty are often active in issues sensitive to the community, and might want to provide instructors. They would be a valuable ally and sounding board to program development. They may agree or disagree on the method of instruction. Their services seldom come without charge or fee.

The University or college would likely provide experts for training for a fee. They would review and study proposals for training. They would also possibly accredit classes to stimulate their own enrollment and budget woes.

13. Cultural Awareness Advisory Committee members - Supportive, critical to success, strong community influence.

The Sheriff's Cultural Awareness Advisory Committee is a strong group of individuals representing a multitude of varied racial/ethnic peoples. The Committee is made up of individuals from Los Angeles County at large and also from within the Department. They meet monthly and discuss cultural issues and problems and provide suggestions for training, review proposed training and monitor classes. This committee has veto power on proposed training.

The Cultural Awareness Advisory Committee will want committee members involved in the presentations. They will also want to monitor all phases of the training.

MODIFIED POLICY DELPHI

A seven member Modified Policy Delphi panel (MPD), (Appendix P) made up of a vertical slice of executive, management, supervisory and line personnel from the Sheriff's Department units concerned with this issue was used to formulate, examine and select policy alternatives. The panel met on two occasions to hammer out goals and objectives. The purpose of the MPD is to enhance the probability that the chosen normative scenario, "desired and attainable" would occur. In the chosen scenario, cultural awareness training for line deputies was a crucial component, and the recommended policies reflect that goal. The chosen policy alternatives were developed at the initial meeting. They were discussed, and then rated on their feasibility and desirability. At the final meeting, the policies were prioritized on their importance.

Selected Policies

1. Develop a survey designed to measure the deputies acceptance to cultural awareness training and the level of stereotyping or prejudice present within the organization before implementation of the training.

   The **PROS** for this policy are that it would reveal the degree of prejudice that needs to be overcome. The survey would provide definite direction for program development to proceed.

   The **CONS** for this policy are that it would perhaps reveal a greater degree of prejudice than the department had conceived possible. This information could be embarrassing or damaging to the reputation of the Department if the media obtained the information. The survey may confirm what minority groups have been saying all along about deputies stereotypical behavior.

2. Establish a written Field Operations Region order that would direct unit or station commanders who were considering cultural awareness training to have the training objectives reviewed and approved by the Cultural Awareness Advisory Committee prior to implementation.

   The **PROS** for this policy are that it would provide a central clearing house for all cultural awareness training approval and standardization. A clear message would be sent that cultural awareness training is a priority, and must adhere to certain standards. The committee would have a clear ability to prevent poorly planned training from occurring, and also to make recommendations to improve planned training to achieve Departmental objectives. This policy would show minority organizations and ethnic groups that the Department is not taking cultural awareness training lightly.

   The **CONS** for this policy are that it would require additional staff members assigned to the committee to review and evaluate course syllabus materials. This policy will slow

down some of the training objectives and would initially create a backlog of training materials to be approved.

3. Implement a comprehensive training program for cultural awareness facilitators.

The **PROS** for this policy are that it would put all instructors on the same sheet of music. The policy would provide an opportunity to reinforce the goals and objectives of the program, and an opportunity to assess and rate the competency of the facilitators.

The **CONS** for this policy are that it is costly and time consuming. The policy might anger some personnel identified as lacking the desirable qualities to become facilitators and cause them to undermine the program.

4. Model the pilot cultural awareness training program after the Career Integrity Workshop model or ethics classes.

The **PROS** for this policy are that this model has proven itself effective on comparably sensitive issues of ethics and integrity. The model already exists and POST offers fully reimbursed classes for facilitators trained within the ethics model. The ethics facilitator model is the desirable method to deliver this type of training since it is not accomplished by lecture but by carefully supervised class involvement and discussion. A cadre of facilitators trained under this model have been tested and have proven their abilities in ethics integrity workshops. Those that are interested can be retrained as cultural awareness facilitators.

The **CONS** for this policy are that this model requires greater skill and confidence on the part of the facilitator to master. Facilitators need to be thick skinned since they often come under verbal attack from dissenting points of view. Additionally, more than one facilitator is required to teach each class. Classes taught under this model tend to draw

out a lot of discussion, criticism and anger when role playing exercises are used or when discussion vignettes are introduced. Facilitators will have to be monitored closely.

Recommended Strategy

The recommended strategies for implementing a cultural awareness program at all levels within the organization require a priority commitment from the top down. The following are final recommendations to ensure the commitment can be followed through.

1. A written policy must set the guidelines and fix accountability for cultural awareness training. The different areas of responsibility must be outlined and the policy must be detailed and clearly stated so that the cultural awareness training program can be assembled and delivered as a finished product.

2. The written policy will task the Cultural Awareness Advisory Committee with reviewing syllabuses and videos. They will also be required to review concepts that are planned as learning presentations. The committee's diverse representation will assure spirited debate and honest criticism for each subject presented.

3. Representatives of the Association of Los Angeles Deputy Sheriff's and Carson Council members will be invited to attend the Cultural Awareness Advisory Committee meeting to monitor a planned class presentations to the Committee. The representatives will have an opportunity to ask questions and voice concerns.

4. A comprehensive training program patterned after the career integrity workshop training must be instituted to thoroughly educate the selected facilitators who will be presenting the cultural awareness training. This training will surpass POST guidelines.

5. A survey will be utilized to measure the depth of negative attitudes towards ethnic groups, held by experienced officers. The survey instrument will require careful construction and extensive validation. Once the survey instrument is completed, care

must be taken in its administration. Confidentiality of the results will be guaranteed. The department will institute a safeguard system to secure the data collected from the survey questionnaires. ALADS will be provided with information on how the Department plans to secure the information. This information must not fall into the hands of the press, or any group who would use it to embarrass the department.

6. The in-service cross-cultural awareness training shall be patterned after the Career Integrity Workshop model. This method of instruction though not risk free, has proven itself beneficial for the employee and the health of the organization.

7. The training will be scheduled on station training days to avoid overtime expenditures. Peer group leaders, as well as a cross section of personnel numbering no more than eighteen will be scheduled to attend the class. All personnel attending will be on duty.

OPERATIONAL PLANNING - PHASED IMPLEMENTATION

Although section three will detail the transitional management plan for implementing this project, it is necessary to estimate time line projections for the various phases, list resources required, and the type of actions that need to occur to make things happen.

Phase 1: Internal Needs Assessment

The time line is conservatively estimated to require two to three months to lay the ground work in phase 1. This phase includes:

- Assessment of support and a pledge of commitment from all executives on the goals of this program.
- Appointment of a project manager and identification of select committee members to assist.
- Identification of training funds that can be allocated for training the trainers.
- Identification of existing resources that may be utilized to develop training scenarios, syllabus materials etc.
- Identification of support groups and outside funding sources that could be solicited for financial or technical support.

Phase 2: Program development

The timeline for phase two will be will require more time, approximately six months or more, due to the complexity in the subject matter and the target audience of the training. These following steps and actions will be required:

- Identify personnel to work on committees responsible for coordinating the various project segments.
- Identify the most effective learning methods for this subject matter, to include role playing, group discussions, interactive videos, personality testing etc. and select those to be used.

- Provide a general course outline with specific objectives to draw out participants in labeling or stereotyping exercises.
- Develop video training scripts.
- Invite college or university faculty members teaching in human relations courses to participate in the course design.
- Finalize cost estimates to produce the training materials and video exercises.
- Establish dates for filming, and final review of proposed course work.

Set a date when the program pilot will be implemented.

Phase 3: Preparing for Change

This phase will be the precursor to implementation. The timeline for phase three will begin as soon as there is a program design approval. The timeline is expected to require two months to accomplish.

- Selection of management team for pilot project.
- Final selection of facilitators.
- Facilitator training / testing.
- Briefing to stakeholders - introduction of the management team.
- Overview demonstration of course objectives and content to Cultural Awareness Committee.

Phase 4: Implementation

The timeline should take approximately eleven months from the beginning of phase 1 to implementation of the pilot Cultural Awareness Training Program for in-service personnel.

- Joint briefing to station management and all supervisors of the course goals and objectives.
- Pre-survey of personnel who will participate in the training to be completed two weeks prior to the implementation of the training.
- Introduction of the first training class with a group of approximately 15 to 18 personnel.
- Post-training evaluation and critique.
- In the event the training requires modifications, recommendations will be acted upon and a second pilot will be scheduled with a new group of personnel.

Once the pilot cultural training program has been successfully tested at Carson Station, a timeline will begin to implement the training throughout each of the Sheriff's Department's twenty-two patrol facilities. This projected timeline would encompass approximately two additional years.

- The full implementation will require continual evaluation and monitoring.
- An additional departmental survey will be conducted at the end of two years to measure attitudes, as well as to determine employee satisfaction with the training goals.
- Significant positive attitude changes that can be attributed to the Cultural Awareness Training program will be released to the media by the Cultural Awareness Advisory Committee's spokespersons at a joint press conference with the Sheriff.

PART III

A TRANSITIONAL MANAGEMENT PLAN

TO BEGIN IMPLEMENTATION

OF

CROSS-CULTURAL TRAINING

PART III TRANSITIONAL MANAGEMENT

Once the organization has committed to the new strategy of cross-cultural training for all personnel, implementation may begin slowly. The major key in all of this is the successful development of a block of cultural awareness training and selection of the appropriate delivery mechanism. The Cultural Awareness Advisory Committee will have an opportunity to preview and critique training that has been developed for the pilot project at Carson Station. A plan of action and management for this change must cover all of the variables and include the key stakeholders before this implementation strategy can proceed. Part Three will complete the research project objectives. It should launch the strategic plan from its position today into a well planned and successful future.

CRITICAL MASS

The "Critical Mass" is the smallest number of key stakeholders whose support or opposition to the pilot cross-cultural training project would determine its success or failure. The following six have been identified from the original twelve stakeholders based on that definition:

1. Administrative Division Commander
2. Cultural Awareness Advisory Committee
3. County Office of Affirmative Action and Compliance
4. Course facilitators
5. Association for Los Angeles Deputy Sheriffs (ALADS)
6. Deputy peer group leaders

Readiness and Capability

While twelve stakeholder individuals or groups had been identified in the strategic plan, that number is reduced to six Critical Mass key players in the transitional management plan. One of the reasons this occurs is that a number of the originally identified stakeholders will have

been brought in on the design and formulation of the cross-cultural training. Their involvement in the design will give them a stake in the success of the project, and should lend their support and not their opposition to the project's implementation. A second reason is that once approval has been received from the Cultural Awareness Advisory Committee they all will be expecting the program to be implemented.

The cross-cultural training pilot project will cause change and a considerable level of discomfort for some receiving the training. This discomfort will be evident based on some individual's dissatisfaction with the intended change and their perception that we don't have a valid goal or a goal worth achieving in their estimation. Part of this reaction is a white backlash brought forth by white males who have been in the power positions and may perceive themselves as potentially losing something by implementation of this training.[18] The manner in which the training is presented must take this reaction into account, otherwise it will fail miserably. The following chart indicates where the Critical Mass stakeholders are in their "readiness" for and "capability" with the change.

Readiness/Capability Chart

Critical Mass Member	Readiness			Capability		
	High	Med.	Low	High	Med.	Low
Admin. Division Commander	X			X		
Cultural Awareness Advisory Committee	X				X	
County Office of Affirmative Action		X			X	
Training Facilitators		X		X		
Association L.A. Deputy Sheriffs			X	X		
Peer Group Leaders			X		X	

When the readiness of the "Critical Mass" is analyzed, it is evident that there are some danger signals that must be heeded. The Cultural Awareness Advisory Committee is ready to begin, however due to their divergent agendas they are incapable of agreement on what will be taught. This will cause some dissent among the committee members. On the other hand, the Office of Affirmative Action and Compliance staff are ready, but not capable of designing cultural awareness training that would fit our target group. Although they have been giving some training to civilian employees of the county, their format would not work with law enforcement officers. The Sheriff's Departments' very first attempt with outside presenters met with anger and resentment. The deputies and their peer group leaders are capable certainly of receiving the training, however they are suspicious and wary based on rumors which have spread from station to station regarding the failed first attempt by outside presenters of cross-cultural awareness training at another station. ALADS, on the other hand, is not ready for the training and is capable of blocking training efforts unless the ground rules clearly protect the rights of deputies to speak out. One of the keys to success will be the method used to deliver the training and impart the knowledge.

COMMITMENT PLANNING

Chart two which follows, examines each critical mass member's current level of commitment towards implementing the cross- cultural training pilot project. The chart indicates the desired commitment position that will be necessary for each member to allow the pilot project to succeed.

Commitment Analysis Chart

Critical Mass Member	Block the Change	Let Change Happen	Help Change Happen	Make Change Happen
Admin. Division Commander				X → O
Cultural Awareness Advisory Committee		O ←	←	← X
County Office of Affirmative Action			O ←	← X
Training Facilitators		X →	→	→ O
Association L.A. Deputy Sheriffs	X →	→ O		
Peer Group Leaders	X →	→ O		

X = Present Position O = Desired Position

Commitment Strategies

The commitment of key members who will play the major role in the management and implementation of the plan should be examined. There are some interesting dynamics in the commitment analysis which will require strategies to move these key members into different commitment positions to provide the correct balance necessary for success. The following strategies would be employed to overcome any resistance, and gain the necessary level of commitment from each stakeholder in the "Critical Mass" group.

Administrative Division Commander - This individual has been empowered by the Sheriff to oversee and coordinate the efforts of the Cultural Awareness Advisory Committee, Recruit Training Bureau and Advanced Training Bureau in developing cross-cultural awareness training for all levels of the department. The Commander will be the major overseer of the pilot project at Carson Station. Due to his empowerment by the Sheriff, he has the authority to mandate action and hold people accountable. This is a necessary facet of getting things done, and cutting through the bureaucracy to achieve a goal in a reasonable period of time. The Commander is right where he needs to be in a "make change happen" position. As the major motivator, the commander will assure the pilot program can be developed step by step and tested prior to implementation.

Cultural Awareness Advisory Committee - This very diverse group has many agendas. The representatives on the committee not only include appointed members of the department with a commitment to managing diversity, but they also include civilian representatives from outside the department from many divergent cultural and ethnic organizations. As an example, there are representatives on the committee from the County Office of Affirmative Action and Compliance, the Asian Consortium, the Anti-Defamation League, the NAACP, etc. etc.. All of these individuals are committed to "make change happen." To satisfy the goals of this project it is important to move them to a "let change happen" position.

County Office of Affirmative Action and Compliance - The Chief of this county office is appointed by the five member Board of Supervisors. As a result of a "Christopher Commission" like inquiry, representatives of this office will be monitoring the department's efforts closely and reporting back to the Board of Supervisors on the progress of the training program. This group is committed to "make change happen", and it is important to involve them in the change and move them to a position of "help change happen."

Training Facilitators - This group of carefully selected individuals will be critical to the success or failure of the training project. With the additional training that the facilitators have

been provided, it is important to move them from a "let change happen" position to a "make change happen" position.

Association for Los Angeles Deputy Sheriffs - The Association (ALADS) is not opposed to departmental training of any kind which has a benefit to deputies. ALADS would not argue over the training program's content. Their major concern would be that the employee would be protected from retribution in the event the employee was outspoken about his/her feelings about this issue during the training. In the first attempt at cultural awareness training deputies got angry when they were unable to voice rebuttal comments to the presenters' examples of police stereotypes. They reacted by insulting the presenters. Department executives that became aware of the backlash to the training from insulted presenters discussed a possible formal investigation into deputy conduct. The association was drawn into the fray when deputies, motivated by rumor, contacted representatives as to what to do. No investigation occurred. However, due to their concern, ALADS will need to be moved through meet and confer sessions from a "block change" position to a "let change happen" position.

Deputy Peer Group Leaders - This strong minded and experienced group of individuals will be quick to criticize this training project and may even attempt to stall or disrupt it. They will be skeptical and resistant to the new training. Therefore, it is most important that their concerns are addressed positively and thoroughly. Line supervisors should individually contact senior training officers and peer group leaders in advance and gain their support for the training. They need to be moved from a "block the change" position to a "let change happen" position. Their acceptance of the training will influence the balance of the officers positively.

THE TRANSITION MANAGEMENT TEAM

The challenge of implementing a carefully crafted Strategic Plan to provide cross-cultural awareness training will require a strong people-oriented management team. The management team envisioned would be a "Diagonal Slice" consisting of representatives from various units involved in the original design of the training and representatives of various levels at Carson Station who would be in a position to coordinate and direct interlocking parts of the implementation plan. The Management Team is envisioned as comprising the following:

- Lieutenant from Sheriff's Affirmative Action
- Lieutenant from Carson Station
- Advanced Training Bureau Project Sergeant
- Three strong shift Sergeants from Carson Station
- Three peer group leaders from Carson Station

There are 230 personnel at the Carson Station. There are culturally diverse key people at various ranks who would improve the success of the project if their leadership was secured. A credible lieutenant manager with a highly respected trio of respected patrol sergeants, as well as a deputy peer group leader from each shift (three total), would provide the impetus for the management team at Carson Station.

TECHNOLOGIES AND METHODS SUPPORTING IMPLEMENTATION

Once the team members have been selected and briefed about the project goals, their education can begin. Their role as transitional management team members will require them to be totally familiar and committed to every aspect of the project.

Communication of the Vision - Team building sessions will be conducted with an emphasis on brain storming to aid in problem solving. Before the project can begin, the transitional

management team must be thoroughly exposed to the training methods that will be used. The transitional team members will be the first to receive the cultural awareness training. They will have an opportunity to evaluate and critique the training project. Their course evaluations will be discussed and any modifications to the curriculum will be with group consensus.

The team will discuss different opposition scenarios and determine the best course of action to deal with dissent about the training or opposition to the training format.

Once the transitional management team is familiar with their individual roles for the project, the shift briefing discussions will begin. A transition team member will attend every briefing to answer questions and encourage discussion. A fact sheet will be distributed to each employee outlining the project's goals. Every effort will be made to answer any and all questions at the time they are asked. Classes will be conducted on duty. If an employee has to attend training on a day off, he or she will be compensated at time and one half.

Responsibility Charting - The Team will participate in exercises to clarify their role relationships. The team will identify the main decision areas of the project and have a full understanding of how each must inter-relate for the project to be successful. By consensus they will work out and chart responsibility for the training schedule, class location, monitoring the training, recording completed training, designing a feedback questionnaire, staff reports, and executive and council briefings. The responsibility charting should clarify individual accountability and solidify the necessity of teamwork and communication throughout the project (Appendix Q).

Milestone Recognition - Shift supervisors will be provided with special interest examples where the cultural awareness training has been of help to an employee in dealing with a situation in the field or on the phone. Employees who are comfortable sharing a particular experience in briefing will be encouraged to discuss it.

EVALUATION PROCESS

Success will be measured by monitoring citizen's complaints, auditing of calls, auditing traffic citations and monitoring in-coming calls.

Once the training sessions begin, they will be video taped. Instructors will be encouraged to view their video taped sessions for course continuity, interest, delivery and most importantly for self-improvement. Every employee will be asked to complete a course evaluation questionnaire and an instructor evaluation form for each instructor. The questionnaires will not need to be signed nor will the identity of the personnel who filled them out be required.

PART IV

CONCLUSIONS, RECOMMENDATIONS AND SUGGESTIONS FOR FUTURE STUDY

PART IV - CONCLUSIONS AND RECOMMENDATIONS

Part IV is divided into four segments. The issue question will be answered in the first segment, and the sub-issue questions will be answered in the second segment. The third segment will include some further recommendations addressing the issue of cross-cultural awareness training. The last segment, the fourth, will make recommendations for future study.

THE ISSUE QUESTION ANSWERED:

When the author began the research on this issue, he was unprepared for the interest in the subject as well as the amount of effort that was already underway by many law enforcement agencies. Let us examine some of the answers to the issue question: *What kind of cross-cultural awareness training will be required within California law enforcement by the year 2002?*

This study particularly concerns law enforcement agencies with multi-ethnic communities, as well as agencies that are dealing with the realization that the demographics of their cities may change dramatically in the next ten years.

We are dealing with the most diverse society of peoples that our country has ever seen. The founding fathers of this nation could never have envisioned the diversity of peoples who call America "their country". The survey that this researcher sent to 66 law enforcement agencies across the country clearly indicates that the majority are not in step with the changes that have been occurring. The attitudes of non-progressive agencies range from, "We plan on waiting for our State POST to design a program for us", or "We have been receiving pressure from community groups to provide more cultural training, but have not even started program design", or simply, " No, we don't plan on developing any training of that sort in the immediate future." On the other hand there are progressive agencies like many of those in California, or others in Seattle and Spokane, Washington; Saint Louis, Missouri; New York

City, New York; or Vancouver, B.C., and Toronto, Ontario, Canada, that have "taken the bull by the horns" and have begun to make positive changes to cope with the diversity by teaching cultural awareness classes.

California is light years ahead in its desire to manage diversity, and credit must be given to the California Commission on Peace Officer Standards and Training (POST) for their aggressive efforts to play a leadership role. Many agencies in California are aware of the need to provide cultural awareness or cultural diversity training to their personnel per Senate Bill 2680. Quite a few are well on their way to providing this training, while others are adopting a "wait and see attitude". The most aggressive agencies in California that this author contacted were; Concord Police Department, Clovis Police Department, Fresno Sheriff's Department, Garden Grove Police Department, Los Angeles Police Department, Los Angeles County Sheriff's Department, San Bernardino County Sheriff's Department, San Diego Police Department, San Francisco Police Department, San Jose Police Department, Santa Maria Police Department, Sacramento County Sheriff's Department, and Ventura County Sheriff's Department.

In addition to spending many hours on the telephone, this author had the benefit of on-site visits with the Fresno County Sheriff's Department and their academy at Fresno Community College, San Francisco Police Department Academy, San Jose Police Department Academy, and last but not least, the Santa Maria Police Department. Each department was utilizing the same basic method of lecturing to instruct in the subject of Cultural Awareness. Some supplemented with videos but the training really didn't stretch the participants' thought processes or involve much discussion. The training was more concerned with explaining some of the cultural idiosyncrasies to be aware of, rather than focusing on the officers' own standards and beliefs about minorities.

An exception was the program developed by Dr. Arthur Byrd, of Diversity Consultants, for the Santa Maria Police Department. This program had goals for improvement and a great deal of substance in the two day in-service training session.

The Los Angeles County Sheriff's Academy has been taking the most aggressive steps to positively deal with their recruits' own standards and beliefs. Their hard work will pay off and is already making a change in the thinking of individuals coming out of the academy.

While these programs are a start, the author does not intend to be critical of other departments' courageous attempts to face the awareness issue head-on. However, it is this author's conclusion that a more direct workshop environment is the necessary model to follow. In a workshop environment, participants discuss their feelings of prejudice, anger or stereotyping and confront it with openness. When the anger or stereotyping is subsequently addressed, there will eventually be greater awareness and understanding. We as people bring a great amount of learned baggage from a myriad number of situations, contacts and people, which influences the way we think today. The focus of these workshops should be directed on, "how we do on the job", rather than focusing on, "how we do in the community". For example, it is important to ask what some of the situations that occur in the field are, and why are you having a problem with them? The purpose is to inform, educate, change behavior, and give officers their own level of cross-cultural awareness, sensitivity and understanding.

A training program should be presented in a non-threatening manner. More importantly, it should not be presented in a manner that will cause "whites" to feel guilty for past discrimination, nor should it be presented to give tacit approval to indifference.[19] A cultural awareness training program should not be designed to be a "cookbook approach" to cross-cultural situations.[20] Unfortunately, many departments appear to be following the Cookbook approach.

We have witnessed a dramatic increase in a range of courses and training materials addressing race relations, prejudice and discrimination, and cross-cultural sensitivity.[21] At the same time, there appears to be increasing disagreement about which approaches are most effective, as well as whether or not some approaches are counter-productive.[22] Cultural awareness training planned for the future must include the values of the organization, the philosophy that policing must respect the dignity of the individual, and an appreciation for the diversity of the individuals that are being hired.

THE SUB-ISSUE QUESTIONS ANSWERED:

1. *What funding sources can be developed for cross-cultural awareness training?*

Funding is a subject that many agencies are having a great deal of problems with at the present time. Only one agency out of fifty-six respondents the author surveyed had obtained a grant for cultural awareness training. Most of the other agencies had not considered a grant, but two had looked outside their budget and obtained funding from the city training budget.

The Los Angeles riots, which were duplicated in many large cities across the country, grabbed the government's attention. There are new opportunities for agencies to obtain grant funding for cultural awareness training from the Federal Government. The Government is now critically aware that there is a lot that must be done to close the cultural awareness gap. A city wanting to implement a cultural awareness program with the assistance of government funding would be wise to include a strong community outreach element.

Other sources of funding are the large number of foundations or corporations that are available throughout America. The key to the success of the request from these sources is, the reason, the justification, the change that the training can bring about, and most importantly, the benefit to the community as a whole. Prior to approaching corporations however, one must have a plan of action, the estimated cost of the program, the time line needed to accomplish the goal, and the method to measure the success.

Another untapped resource which should be considered for funding is foreign government corporations which have a stake in the marketplace of this country. Their active participation in a cultural awareness program that seeks to better the transition for persons from their country is in their best interest. For example, Asian-Americans constitute 40% of the entering class at UCLA, compose the largest bulk of minority-owned businesses in California and make up to 20% of the professional and technical staff in aerospace corporations.[23] A different method to approach this funding would be to ask a foreign corporation to print a booklet about American culture that carried the police department's logo, and would be given to all new emigrants to that city. The real key to locating funding sources is imagination, coupled with determination.

2. *At what levels within the law enforcement organization should the training be provided?*

The success of cultural awareness training programs depend upon organizational commitment. The only way in which cross-cultural training can be successfully broached within an organization is by the leadership shown from the top. If it is important to the boss, then it will be important to his/her employees. Cultural awareness training must be presented at all levels within an organization. Every person has been raised with different influences, surroundings, neighborhoods, friends, churches, schools, and families. Each of these have indelibly impacted their thought process and shaped how they perceive others. It appears that changes in the conscious level do not easily overcome or replace our lifetime of socialization experiences.[24]

When Los Angeles County Sheriff Sherman Block was reflecting on the dedication of a new community center wherein a young choral group of Black, Hispanic, Asian, and Anglo children were singing, he said, "Someone is going to teach these children to be prejudiced, they don't start that way, and it takes so much more to overcome it." Research has shown that merely presenting information about other ethnic groups does not appear to significantly change attitudes.[25]

Sixty-eight percent of the respondents to the Cross-Cultural Awareness Survey answered that all sworn personnel should receive the training. Interviews that this researcher conducted with multi-cultural experts indicated that training is only one element of the equation (Appendix E). The organization must have a philosophy of treating people fairly. The way in which an organization treats its personnel, will more than likely be mirrored by the personnel in their treatment of the community.[26]

3. *What kinds of evaluative measures can be designed to monitor this training's effectiveness?*

How many times have you filled out an evaluation of a training course and wondered, does anybody really read them? Evaluative measures that are designed to monitor training's effectiveness often are a series of boxes with a rating from one to five. Some have space for a short narrative. They all seem to ask the same basic questions. Was the training beneficial? Was the instructor knowledgeable in the subject matter? One wonders if any of this feedback make a difference and whether the information captured will be used.

Most respondents to the survey did not have an answer as to how they would measure feedback. Some had decided on an outside professional audit, while others were planning on participant rating sheets. Eighteen respondents were planning on using patrol audits, and seven were planning on handing out cards that could be mailed back.

Agencies that plan on evaluating the training must first decide what it is they want most to evaluate. Once the decision has been made, the proper format can be developed. In rating cultural awareness training, it is this author's opinion that employee perceptions should be evaluated both before, during and after the training. It is not too difficult to design a test in the "scenario testing component" of cultural awareness training that will allow an instructor to measure responses.

Methods than can be used to monitor the effectiveness of cultural awareness training within the organization after it has been completed are:

1. A departmental survey to evaluate the officer's perception of the training six months after he/she completed it, and how it has applied to their performance in the work environment.
2. A community survey one year after the training.
3. Random audits of calls by phone or in person by a field supervisor.
4. Statistical analysis of citizen's complaints before and after the training.*
5. Ethnographic interviews of personnel.
6. Community feedback.
7. Outgoing examination and critiques.

* A statistical analysis of complaints can be very misleading, since negative press stories, civil disturbances or the like can influence complaints significantly.

RECOMMENDED ACTIONS

Law enforcement agencies must make cultural awareness and understanding an integral part of their mission statement. Community satisfaction must be a goal of the service law enforcement provides to its citizens. The service given today will determine the agencies' reputation tomorrow. Law enforcement must avail itself of every technology possible to enhance communications with the non-English speaking peoples in its communities. A pro-active stance must be taken in training all officers in cultural understanding. Only then can law enforcement positively effect the events which will occur as time marches on.

One strong recommendation that this researcher has, is that officers in cultural awareness training workshops are protected from retribution for things they say during the session. Workshops have a tendency to raise fears and defense mechanisms of officers, and they sometimes behave with prejudice and a lack of sensitivity when an illustration is used that might mirror their own stereotypical feelings. It is important for class facilitators to be well

trained in dealing with these situations. After tensions rise from discussion or outbursts it is recommended that the class be led into a more light-hearted exercise or a humorous story to cool things down. Breaks, lunch hours, or the end of a session should always be on a positive upbeat note. No one should leave a session still angry.

The riots have shown everyone the horror of racial hatred. Community outreach training programs in cultural awareness could help to rebind neighborhoods that are split apart by cultural misunderstanding and suspicion. All citizens have too much to lose from a polarization of ethnic groups. There is no doubt that law enforcement must actively seek funding sources for training from private corporations. The public and the private sector could benefit from mutual training in cultural awareness. Both have diverse work forces to manage.

The State of California is probably the most culturally diverse state in the union. The campus racial disturbances that have become all too familiar, are clear evidence that cultural tolerance and understanding is severely lacking in our youth. Racially intolerant youths grow into bigoted adults. California should, in this author's opinion, legislate cultural training in California public schools and colleges. That cultural training should begin in elementary school and continue through junior high and high school. Although some might decry the schools involvement in this area, it would contribute significantly to building racial and cultural tolerance, as well as understanding in many neighborhoods.

RECOMMENDATIONS FOR FUTURE STUDY

This study has only scratched the surface on the issue of cultural awareness training. Several issues that appear worthy of more comprehensive future study are:

- What methods of instruction have had the most success in delivering cultural awareness training?
- What kinds of vignettes or scenarios are most effective in presenting cultural awareness?

- What kind of psychological tests are best used to identify persons with strong prejudices at entry level?
- What policies can an organization include in its manual of policy and procedure to terminate an employee for discriminatory, or bigoted behavior?
- Should POST become a clearing house for training materials in cultural awareness?

APPENDICES

Appendix A - BIBLIOGRAPHY REFERENCES

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Appendix B - SURVEY QUESTIONNAIRE

Chief Willie Williams
Philadelphia Police Department
Philadelphia, Pennsylvania

Dear Chief Williams;

I am a lieutenant with the Los Angeles County Sheriff's Department's, Carson Station. I am also a master's student in the California POST Command College. I would greatly appreciate your assistance and input in a study I am conducting of Cross Cultural Training for law enforcement officers. It is my desire to complete my Command College thesis project on this subject.

My research indicates that your department has begun this Cultural Training for your officers. I would like to know what format you have developed to deliver Cross Cultural training. A syllabus or instructor outline of your training would be very enlightening, could you please send me one.

In order to cut down on your time to prepare a reply I have taken the liberty of formulating the following questions in the form of a survey with multiple choice answers. Please select the one most applicable to your department or indicate an explanation in "other" if none of the answers apply. A prompt reply would be most appreciated since I am dealing with an academic deadline which is fast approaching.

1. **Will you develop your own Cross-Cultural Training?**
   A. Developed in - house_____
   B. Developed by the state POST Commission_____
   C. Contracted from a private entity_____
   D. Developed by a local College or University_____
   E. Partnership with a community organization (i.e. Human Relations Commission, or minority organization)_____
   F. Other - please explain _____
   _____

2. **What rank levels will be receiving this training? Please check all that are applicable.**
   A. Street officers _____
   B. Field Training Officers _____
   C. Sergeants _____
   C. Lieutenants and above _____
   D. All sworn and civilian employees _____
   E. Other - please explain _____
   _____

3. **How will you measure feedback to the training?**
   A. Questionnaire_____
   B. Audit of personnel by rank \ by position _____
   C. Will compare pre and post complaints received_____
   Your comments would be appreciated: _____
   _____

4. **What kinds of methods do you suggest using to monitor the trainings effectiveness?**
   A. Patrol audits of calls for service_____
   B. Cards mailed to service population_____
   C. Phone calls to informants/victims _____
   D. Other - please explain _____
   _____

5. **How will this training be funded?**
   A. From our own budget _____
   B. Reimbursed by state Peace Officers Standards and Training funds._____
   C. Privately funded by corporation or foundation _____
   D. Provided free by College or University_____
   E. Grant from Federal Government_____
   F. Other - please explain _____
   _____

6. **What training/teaching methods will you be using?**
   A. Class lecture _____
   B. Role playing / simulation games _____
   C. Films / videos _____
   D. Cultural relations expert_____
   E. Diverse cultural / ethnic panel _____
   F. Experiencial based activities (Visits to community organizations, volunteer work, etc.) _____
   Other - Please explain _____
   _____

7. **Will recurrent / reinforcement training be provided?**
   A. Yearly _____
   B. Every two years _____
   C. Every five years _____
   D. Other - please explain _____
   _____

8. **Have discourtesy complaints changed significantly since the training was implemented?**
   A. They went up _____
   B. Stayed about the same _____
   C. Went down significantly _____
   D. Training has not been implemented _____
   E. Date training implemented or projected date ___/___/___

Please return your signed survey form in the self addressed stamped envelope and any course syllabus materials to:

Lieutenant Paul M. Harman
Los Angeles County Sheriff's Department
Carson Station
21356 S. Avalon Blvd.
Carson, California 90745

Thank you for taking your valuable time to assist me with this project.
Sincerely,

Lt. Paul Harman

Appendix C - CULTURAL AWARENESS SURVEY MAILING LIST

Arizona

Chief Ruben B. Ortega, Phoenix Police Department,

Chief Peter Ronstadt, Tucson Police Department,

California

Chief Robert A. Patterson, Bakersfield Police Department,

Chief Joseph L. Maskovich, Clovis Police Department,

Chief Wayne C. Clayton, El Monte Police Department

Sheriff Steve Magarian, Fresno Sheriff's Department,

Chief John Robertson, Garden Grove Police Department

Commander Stephen E. Bonswor, Long Beach Police Department

Captain Robert Riley, Los Angeles Police Department

Chief G. S. Simonian, Montebello Police Department

Chief Robert W. Collins, Monterey Park Police Department

Chief Jerry A. Oliver, Pasadena Police Department

Chief Sonny Richardson, Riverside Police Department

Sheriff Glen Craig, Sacramento County Sheriff's Department

Sheriff Dick Williams, San Bernardino Sheriff's Department,

Chief Robert W. Burgreen, San Diego Police Department,

Chief Frank M. Jordan, San Francisco Police Department,

Chief Fred Abram, San Jose Police Department,

Chief James Gardiner, San Luis Obispo Police Department

Chief Paul M. Walters, Santa Ana, Police Department,

Chief Russel Mathews, Santa Maria Police Department

Colorado

Chief Aristedes W. Zavaras, Denver Police Department

District of Columbia

Chief Isaac Fulwood Jr., D. C. Metropolitan Police

Florida

Chief Perry L. Anderson, Miami Police Department

Chief Danny J. Wilson, Orlando police Department

Georgia

Chief Morris Redding, Atlanta Police Department

Illinois

Superintendant of Police Leroy Martin, Chicago Police Dept.

Hawaii

Chief Michael Nakamura, Honolulu Police Department

Kansas

Chief Tom Dailey, Kansas City Police Department

Chief Robert Weinkauf, Topeka Police Department

Louisiana

Warren G. Woodfork Sr., Superintendent of Police, New Orleans, Louisiana

Michigan

Chief William L. Hart, Detroit Police Department

Chief Charles Reifsnyder, Lansing Police Department

Nebraska

Chief James N. Skinner, Omaha Police Department

Nevada

Deputy Chief Ronald Glensor, Reno Police Department

New Jersey

Chief Richard J. Harrison, Jersey City Police Department

New Mexico

Chief Sam V. Baca, Albuquerque Police Department

Chief Raymond Sisneros, Santa Fe Police Department

New York

Commissioner Lee P. Brown, New York City Police Department

Commissioner Ralph V. Degenhart, Buffalo Police Department

Missouri

Colonel Robert Sheetz, St. Louis Police Department

Ohio

Deputy Chief Jackson, Columbus Police Department

Oregon

Chief Richard D. Walker, Portland Police Department

Chief Brian A Riley, Salem Police Department

Pennsylvania

Commissioner Willie L. Williams, Philadelphia Police Department

Chief Ralph Pampena, Pittsburgh Police Dept.

Texas

Chief Mack M. Vines, Dallas Police Department

Chief John E. Scagno, El Paso Police Department

Lt. T. N. Oettmeir, Training Academy, Houston Police Department

Captain Richard Gleinser, Training Academy, San Antonio Police Dept.

Washington

Chief Patrick Fitzsimons, Seattle Police Department

Chief Terrance J. Mangan, Spokane Police Department

Chief Raymond Fjetland, Tacoma Police Department

TRAINING COORDINATORS SURVEY MAILED TO

Allan Hancock College Police Academy, Santa Maria, CA 93454

California Specialized Training Institute, San Luis Obispo, CA

California Highway Patrol, West Sacramento, CA

Golden West College, Huntington Beach, CA

Los Angeles County Sheriff's Department, Recruit Training, Whittier, CA 90604

Rio Hondo Regional Training Center, Whittier, CA 90608

Ventura County Criminal, Camarillo, CA

Evergreen Valley College, San Jose, CA

STATE POST DIRECTORS

Alaska

Jack W. Wray, Executive Director, Alaska Police Standards Council

Arizona

Mel L. Risch, Business Manager, Arizona Law Enforcement Officer Advisory Council, Phoenix, Arizona

Florida

Jeffrey J. Long, Director, Division of Criminal Justice Standards and Training, Tallahasse, Florida 32302

Canada

Chief W. T. Marshall, Vancouver Police Department

Chief William McCormack, Toronto Police Department

Appendix D - QUESTIONNAIRE RESPONSE TOTALS

	QUESTION	RESPONSE	
1.	Will you develop your own cross-cultural training?	Yes	37
		No	15
	A. Develop in House		26
	B. Developed by POST Commission		11
	C. Contracted from a private entity		16
	D. To be developed by a local college or University		9
	E. Partnership with a community		11
2.	What rank levels will be receiving this training?		
	A. Street Officers		15
	B. Field training Officers		11
	C. Sergeants		15
	D. Lieutenants and above		10
	E. All sworn and civilian		29
3.	How will you measure feedback to the training		
	A. Questionnaire		29
	B. Audit of Personnel by rank		11
	C Will compare pre and post complaints received		20
4.	What kinds of methods will you use to monitor the trainings effectiveness?		
	A. Patrol audits of calls for service		17
	B. Cards mailed to service population		7
	C. Phone calls to informants/victims		6
	D. Other		36

5. How will this training be funded?

A. From our own budget 41

B. Reimbursed by POST training funds 16

C. Privately funded by corporation or foundation. 2

D. Provided free by college or university 2

E. Grant from Federal Government 1

F. Other 11

6. What training teaching methods are you using?

A. Class lecture 49

B. Role playing / simulation games 30

C. Films / videos 38

D. Cultural relations expert 37

E. Diverse cultural panel 23

F. Experiential based activities 12

G. Other 18

7. Will recurrent/reinforcement training be provided?

A. Yearly 15

B. Every two years 11

C. Every five years 2

8. Have discourtesy complaints changed significantly since the training? YES 6

NO 33

A. They went up 1

B. Stayed about the same 10

C. Went down significantly 5

D. Training has not been implemented 25

Appendix E - PERSONS INTERVIEWED

1. Officer Guy Bernardo
   San Jose Police Department
   Training Division
   201 W. Mission St.,
   San Jose, CA 95103

2. Captain Robert J. Berry
   San Francisco Police Department
   Police Academy Commander
   350 Amber Drive,
   San Francisco, CA 94131

3. Dr. Arthur Byrd & Associates
   Diversity Consultants
   897 Oakpark Bl., Suite 208
   Pismo Beach, CA 93449
   Professor at Allen Hancock College
   Santa Maria, California

4. Chief Daniel G. Gross
   Monterey Park Police Department
   320 W. Newmark Ave.,
   Monterey Park, CA 91754

5. Sgt. James E. Leach
   San Francisco Police Department
   Police Academy
   350 Amber Dr.,
   San Francisco, CA 94131

6. Police Specialist Rand Padgett
   Clovis Police Department
   1300 Fifth St.,
   Clovis, CA 93612

7. Sgt. Sue Payne
   San Diego Police Department
   Police Academy
   1401 Broadway,
   San Diego, CA 92101

8. Lt. Ron Pennington (Retired)
   Evergreen Valley College
   Police Academy Staff Office
   3095 Yerba Buena Rd.,
   San Jose, CA 95131-1598

9. Captain Robert Riley
Police Academy Commander
Los Angeles Police Department
P.O. Box 30158
Los Angeles, CA 90030

10. Chief John Robertson
Garden Grove Police Department
11301 Acacia Parkway,
Garden Grove, CA 92640

11. Juan Sanchez, Personnel Director
Mc Donalds Corporation
21300 Victory Blvd., Suite 800
Woodland Hills, CA 93165

12. Captain Robert Shusta (CC Class4)
City of Concord Police Department
1950 Parkside Dr.,
Concord, CA 94519

13. Sgt. Rich Shiraishi
Sacramento Police Department
Sacramento Police Academy
3500 Reed Ave.,
West Sacramento, CA 95605

14. Dave Spisak
Commission on POST
1801 Alhambra Blvd.,
Sacramento, CA 95816-7083

15. Commander Bill Stonich
Los Angeles County Sheriff's
Department
Administrative Division
Star Center, Property and Evidence.
Bldg.,
14201 Telegraph Rd.,
Whittier, CA 90604

16. Mr. Jim Tarver
Fresno Sheriif's Department
Administrative Division
P.O. Box 1788
Fresno, CA 93717

17. Woody Williams,
Executive Assistant
San Bernardino County Sheriff's
Department
655 E. Third St.,
San Bernardino, CA 92415-0061

Appendix F - MODIFIED CONVENTIONAL DELPHI PANEL

LUCKY ALTMAN - Cultural Awareness Presenter
National Conference of Christians and Jews

JERRY SHAPIRO - Anti-Defamation League

LT. CLYDE FRENCH - Cultural Advisory Committee Coordinator
Los Angeles Sheriff's Department

DR. DAVID JAMIESON - Jamieson Consulting Group
Managing Diversity Consultant, Author, and Faculty Advisor

JIM TARVER - Criminalist, Fresno Sheriff's Office
Consultant on Cultural Awareness, and Multi-Cultural Instructor/Fresno Police Academy

MARSHA TARVER - Psychologist, Consultant
Cultural Awareness Instructor Fresno Community College

DAVE SPISAK - P.O.S.T. Cultural Awareness Committee

COMMANDER BILL STONICH - Cultural Advisory Committee - Chairman
Los Angeles Sheriff's Department

MICHAEL D. WOODWARD, PHD - Professor at UCLA, Consultant and Dir., Los Angeles Multi-Cultural Training Institute

Appendix G - LETTER TO DELPHI PANEL PARTICIPANTS

March 12, 1992
Whittier, CA 90602

Dear Panel Member;

Thank you again for agreeing to participate in the Futures Forecasting section of my Command College thesis project addressing, "What kind of cross-cultural training will be required within California law enforcement by the year 2001?"

The sub-issues that will be a part of this study are;

1. What funding sources can be developed for cross cultural training?

2. At what levels within the law enforcement organization should this training be provided?

3. What kinds of evaluative measures can be designed to monitor this training's effectiveness?

I have completed a list of trends and events that will have an impact on the issue or sub-issues I have chosen to study. This list is a result of input from experts like yourself and others. I selected a group of trends and events that (1.) will directly impact or influence cross-cultural training development, (2.) can be addressed when formulating a strategic plan and, (3.) local agency policies or practices can impact or could be impacted by. I have included an explanation that should clarify the idea behind the trend or event, however if you have any doubt please call me to discuss them at (310) 696-9787 (home evenings) or (310) 830-1123 (work - Tuesday - Saturday 0600 to 1400 hrs.).

The Modified Conventional Delphi process has been chosen for my futures forecasting methodology. The enclosed documents are the first of two Modified Delphi rounds. Each should only take a few minutes to forecast. Please complete the forms as quickly as possible and FAX them to me at (310) 522-0118, or mail them back to me at the above address. I would appreciate them within a few days if it is at all possible, for I have a lot to do on this project. I will tabulate the data and send you the results. That will constitute the second round of the Modified Conventional Delphi process. You will be asked to examine the data and determine if you wish to modify your original response.

In this current round, please evaluate the lists of trends and events using your knowledge, background and opinions. Keep in mind that the analysis should be in relation to my project issue on Cross- Cultural Training and the sub-issues I have indicated.

The trend evaluation instructions are on the next page, (2) and the event evaluations are on page 5.

Thank you for your help,

TREND EVALUATION (***Instructions for process***)

In futures research, a trend is a series of events. It is not ongoing, and the way the statement is presented is non-directional (In other words, it does not imply increases, decreases, or a set opinion). The attached trend evaluation form contains ten (10) trends. The trend evaluation form calls for you to make estimates on each trend using the base of 100 for today. The estimates asked for are; five years ago, five years from now, and ten years from now. You will note that on the five and ten years from now forecasts; a diagonal line splits the boxes. The upper part of the split box is for your forecasts on what the trend will be; and the bottom half is for your forecast on what you think it should be, or stated another way; what you would like it to be.

Here is an example of trend forecasting:

TREND		Five years ago	Today	Five years from now	Ten years from now
1	New car costs	80	100	150 / 110	200 / 130

In the case of this trend, the forecast was that the car costs were at a level of 80% of todays 100. Five years from now, the forecaster feels that the new car costs will be 150% of todays car costs, or an increase of 50% over todays prices. The forecaster felt it should be 110%, or an increase of 10% over todays prices. On the ten years from now forecasts, the forecaster projected that new car costs will be 100% higher than now, but that it should be or he would like them to be only 30% higher.

NOTE: The trend can go up and down. In the above example it could go from 150 to 100 between the five year and ten year forecasts.

TREND DEFINITIONS ARE ATTACHED FOR YOU TO READ THROUGH

DEFINITION OF TRENDS

1. *Frequency of hate crimes* - the level of crimes stimulated by hate.

2. *Changing population demographics* - State / County / City population makeups.

3. *Cultural sensitivity scenarios in training* - Role playing situations in training.

4. *Availability of Alternative funding sources* - state and local city budget cut-backs require law enforcement to look for alternative funding sources for training programs.

5. *Multi-cultural representation in government* - the percent of people from diverse cultures and ethnic groups holding political office.

6. *Verbal Communications Training* - In-service Training that concentrates on communications skills - provided for all police personnel.

7. *Inclusion of community outreach in cultural training* - Involvement of the community in the training process for law enforcement based on shared learning.

8. *Other Language Familiarity* - level of officers with a second language.

9. *Cultural Awareness Training* - the level of training provided for sworn law enforcement personnel on the divergent cultural and ethnic peoples they will serve.

10. *Minority recruitment* - The level of minority recruitment efforts by law enforcement.

11. *Frequency of Citizen's Complaints* - level of Citizen's complaints.

The second evaluation asked of you, is an evaluation of events. Unlike trends, which are a series of ongoing events; events are things that can or have happened. They are incidents which can be said to have occurred at a certain place or time. For example; the number of earthquakes occurring in California per year is a trend. The Whittier Narrows earthquake of 1988, and the Loma Prieta earthquake were events.

The attached Event Evaluation sheet contains a list of 10 events related to my study issue. For each event you are asked to forecast three things:

- *Years until the probability first exceeds zero:*
  This is your opinion as to when, in years from now, the probability of the event occurring, first exceeds zero. Fractions of years are acceptable.

- *Probability-Five years from now and ten years from now:*
  This is your forecast as to the probability that the event will occur within five years from now and ten years from now. The probability is based on a percentage that you decide. Thus, 50 means it is as likely to occur as not occur, 90 means it has a very good possibility of occurring, etc..

CAUTION: The probability can increase from five to ten years, it cannot decrease. It is cumulative. If it is 50 within five years it cannot be 25 within ten years.

- *Impact on the issue if the event occurred:*
  This once again is your opinion as to the impact on the issue studied if the event occurred. Positive and Negative impacts may or may not be linked. Please consider them separately and rank them on a 0 to 10 scale, with 10 being the greatest impact possible.

An example of event forecasting is indicated here;

EVENT		*Years until Prob. first exceeds 0	* Probability		Impact On The Issue Area If The Event Occurred	
#	STATEMENT		In 5 Yrs 0-100%	In 10 Yrs 0-100%	* Positive 0-10 Scale	* Negative 0-10 Scale
1	Outlawing Aerosol Cans	3	75	90	9	-5

In this case, the forecaster felt that the probability of aerosol cans being banned or outlawed would not exceed zero (it won't happen at all) until 4 years from now. There is a 75% probability it will occur within five years and a 100% probability it will happen within 10 years. If the event does occur it will have a plus ten positive impact (i.e. the environment) and a moderate negative impact (i.e. eliminating some products and jobs) on the issue.

THE EVENT DEFINITION LIST FOLLOWS ON THE NEXT PAGE:

DEFINITION OF EVENTS

1. *Race riot* - i.e. The Watts riot, The Miami riots, or any such incident of riot which involved one racial group rioting in protest of discrimination or a shooting or any such emotion producing incident which would inflame the populace to loot and burn stores etc..

2. *Ethnic/Racial Conflict* - large scale disturbances and misunderstandings develop between various ethnic/ racial populations of cities. i.e. between Blacks and Koreans or between Hispanics and Asians, or between Whites and blacks.

3. *Improved business climate* - a turn around in the economy which would create more employment, and jobs.

4. *State Mandated Language and Cultural Training* - Legislation is passed requiring law enforcement to teach cultural awareness and require a second language familiarity for peace officers.

5. *Citizenship Requirement Waived for Law Enforcement Employment* - the current requirement that police officers be citizens would be changed to allow resident aliens to become police officers.

6. *Access to language bank via MDT* - Ability for law enforcement officers to directly access a translation service in any language using the Mobil Digital Terminal in the patrol car.

7. *Budget Shortfall / Training Funding Cutoff* - The state of California would have a budget crisis which would cut all POST funding to law enforcement cultural training programs.

8. *Mandatory vote requirement* - the state enacts a law which requires all citizens to vote in elections.

9. *Consent Decree Enacted Statewide* - a new case decision from the State Supreme Court requires law enforcement agencies to hire a specific number of minorities based on the demographics of their city or county.

Appendix H - NOMINAL GROUP PANEL TRENDS LIST

1. Increased Minority Recruitment
2. Cultural Immersion Training
3. Frequency or Level of Citizen's Complaints
4. Funding Sources
5. Other Language Familiarity
6. Multi-Cultural Political Scene
7. Verbal Communications Training
8. Community Outreach Segment
9. Cross Cultural Education
10. Cultural Sensitivity Scenarios in Training
11. Budgetary Constraints
12. Change of Citizenship Requirements For L. E.
13. Changing Projected Demographics
14. Definition of Education's Role in the Process
15. Frequency of Hate Crimes
16. White Flight

Appendix I - NOMINAL GROUP PANEL EVENTS LIST

1. Race Riot
2. Inter-Racial Conflict
3. Improved Business Climate
4. State Mandated Language and Cultural Training
5. Second Language Requirement for High School Grads
6. Citizenship Requirement Waived for Law Enforcement Employment
7. Language Bank MDT Access
8. Elimination of All Cultural Training Due to Budget Shortfall
9. Reapportionment
10. Mandatory Vote Requirement of All Citizen's
11. Consent Decree Enacted Statewide

Appendix J - TABLE 1: Trend Evaluation

TREND		LEVEL OF THE TREND** (Today = 100)			
#	STATEMENT	5 Years Ago	Today	In 5 Years*	In 10 Years*
1	Availability of Alternative Funding Sources	90	100	90 / 120	100 / 130
2	Minority Recruitment	75	100	125 / 175	150 / 200
3	Cultural Awareness Training	30	100	140 / 160	175 / 200
4	Changing Population Demographics	80	100	140 / 110	175 / 125
5	Frequency of Hate Crimes	75	100	125 / 80	140 / 75
6	Frequency of Citizens Complaints	80	100	130 / 75	150 / 75

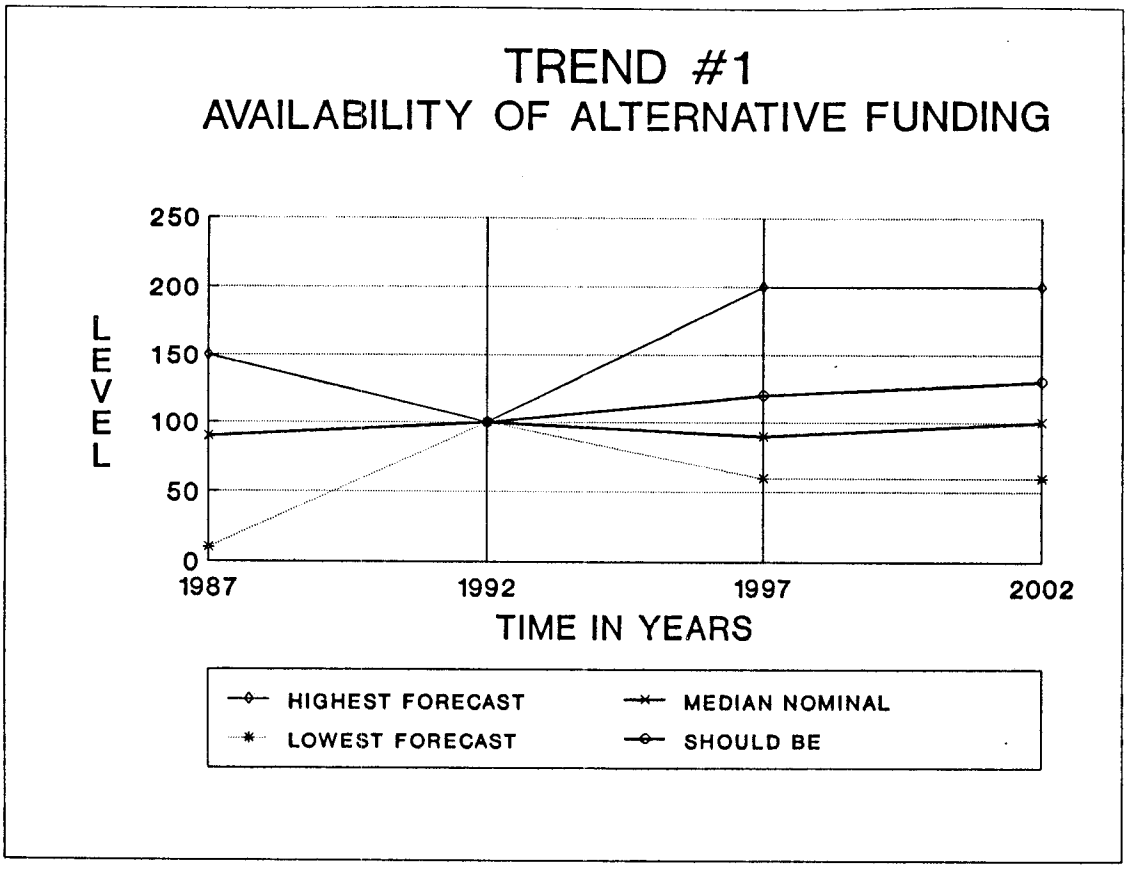
* *Will be / Should Be*

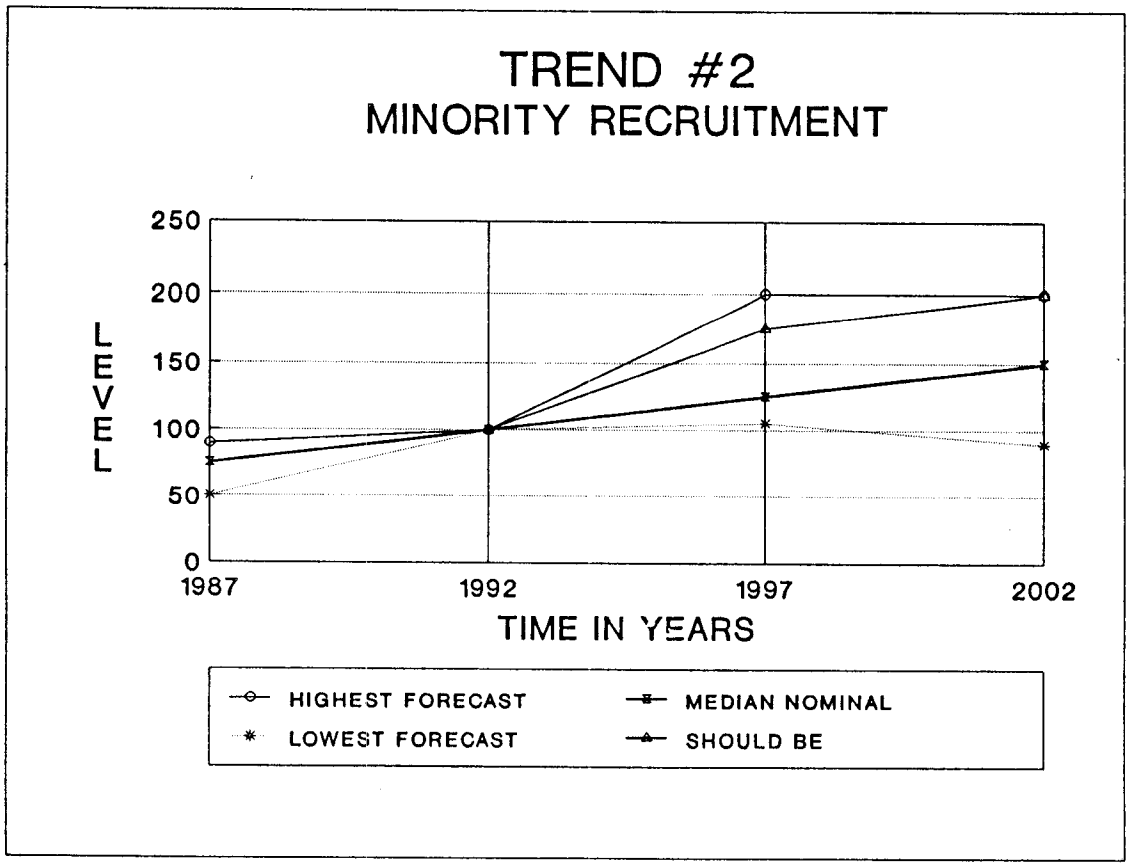
** Panel Medians N=9

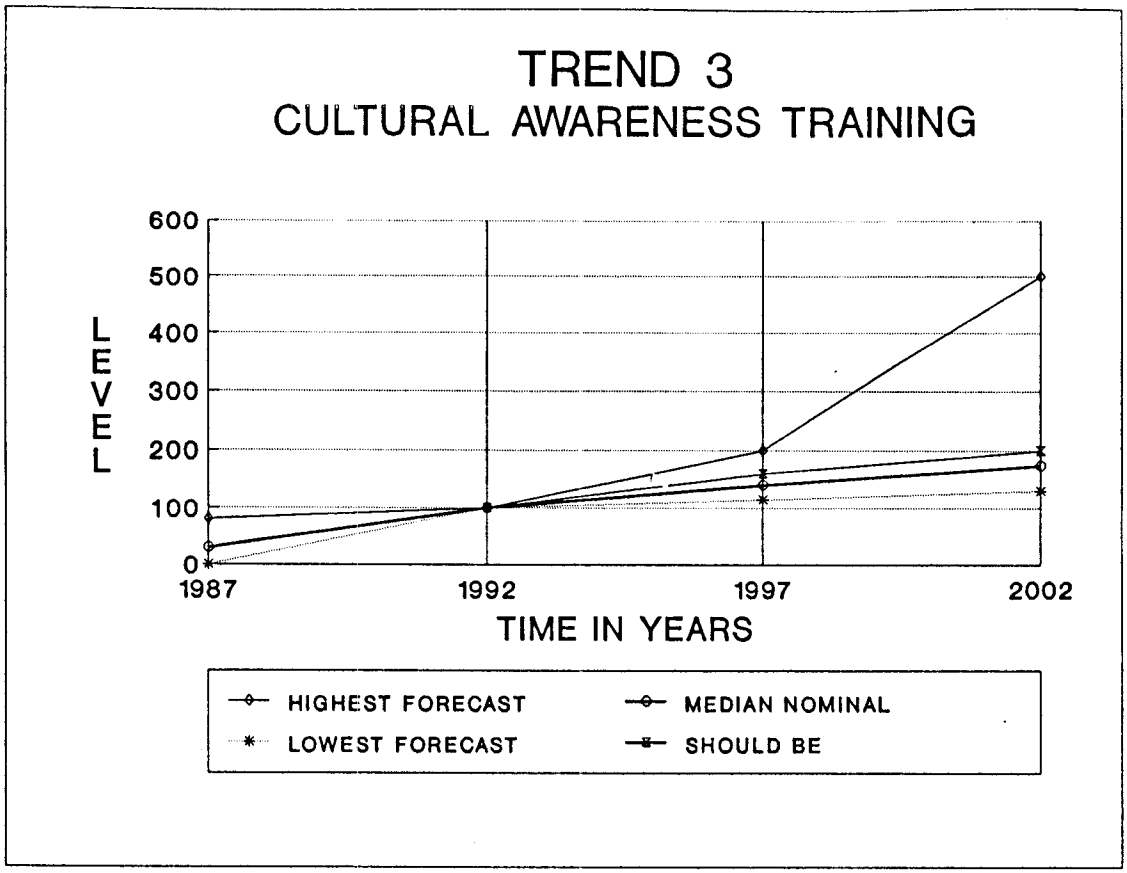
Appendix K - TABLE 2: Event Evaluation

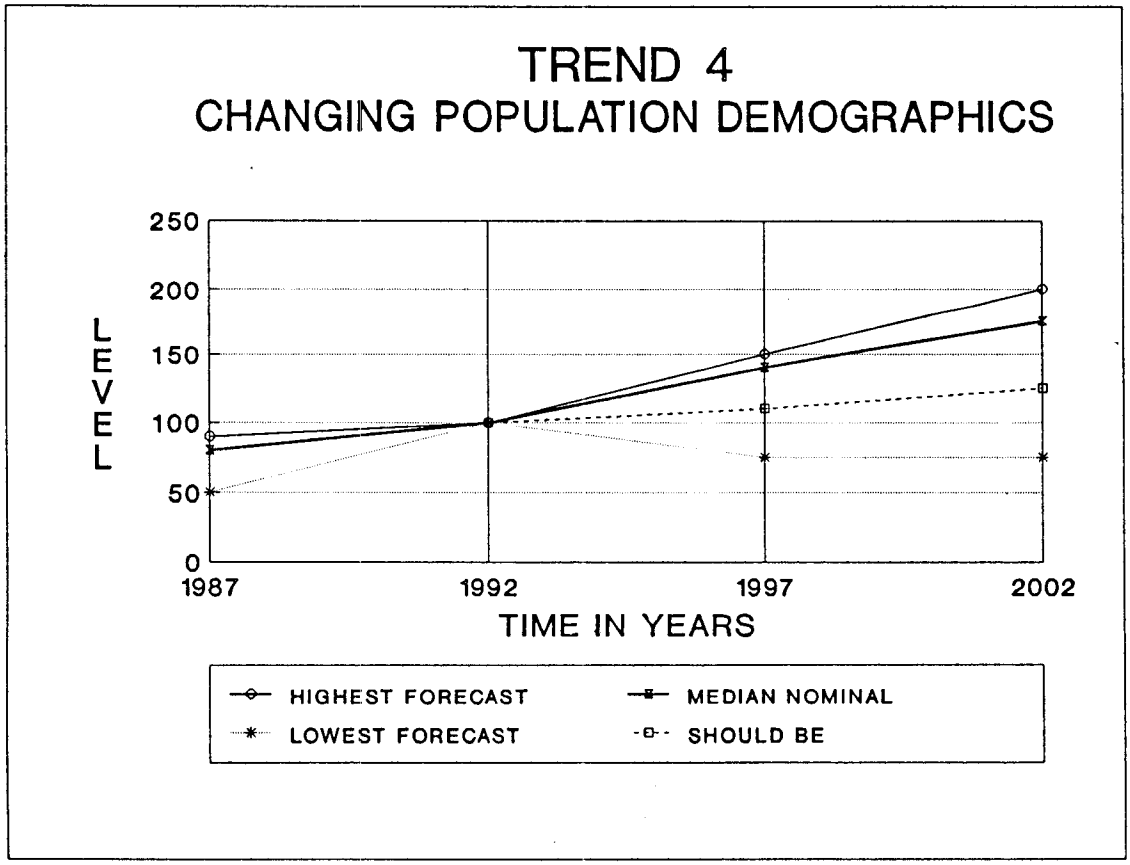
EVENT		*Years until Prob. first exceeds 0	* Probability		Impact On The Issue Area If The Event Occurred	
#	STATEMENT		In 5 Yrs 0-100%	In 10 Yrs 0-100%	* Positive 0-10 Scale	* Negative 0-10 Scale
1	State Mandated Language/Cultural Trng.	3	75	90	9	5
2	Citizenship Requirement Waived for Law Enforce.	5	25	35	3	4
3	Consent Decree Enacted Statewide	4	50	60	6	5
4	Budget Shortfall/Trng. Funding Cutoff	1	50	50	0	10
5	Ethnic /Racial Conflict	1	75	100	0	8
6	Access To Language Bank Via MDT	3	60	85	8	2

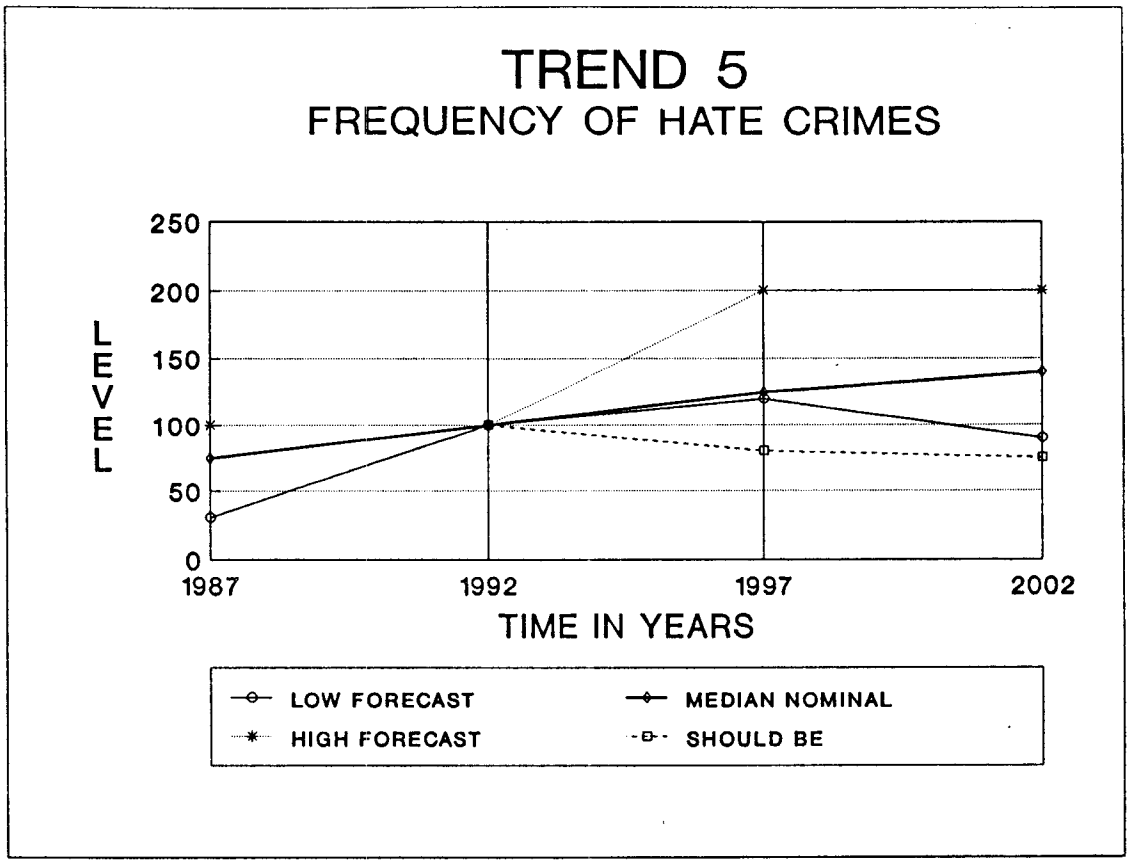
* Panel Medians N=9

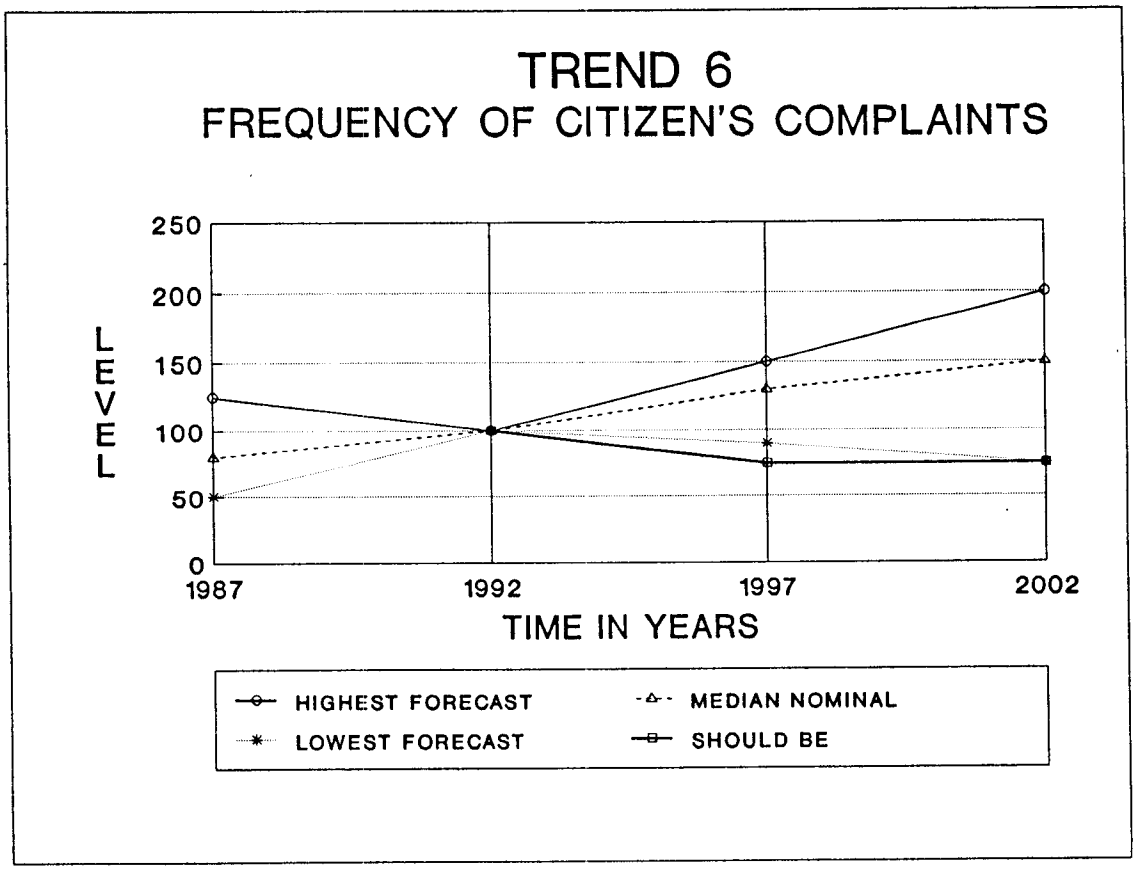

TREND #1
AVAILABILITY OF ALTERNATIVE FUNDING
LEVEL
250
200
150
100
50
0
1987
1992
1997
2002
TIME IN YEARS
HIGHEST FORECAST
MEDIAN NOMINAL
LOWEST FORECAST
SHOULD BE

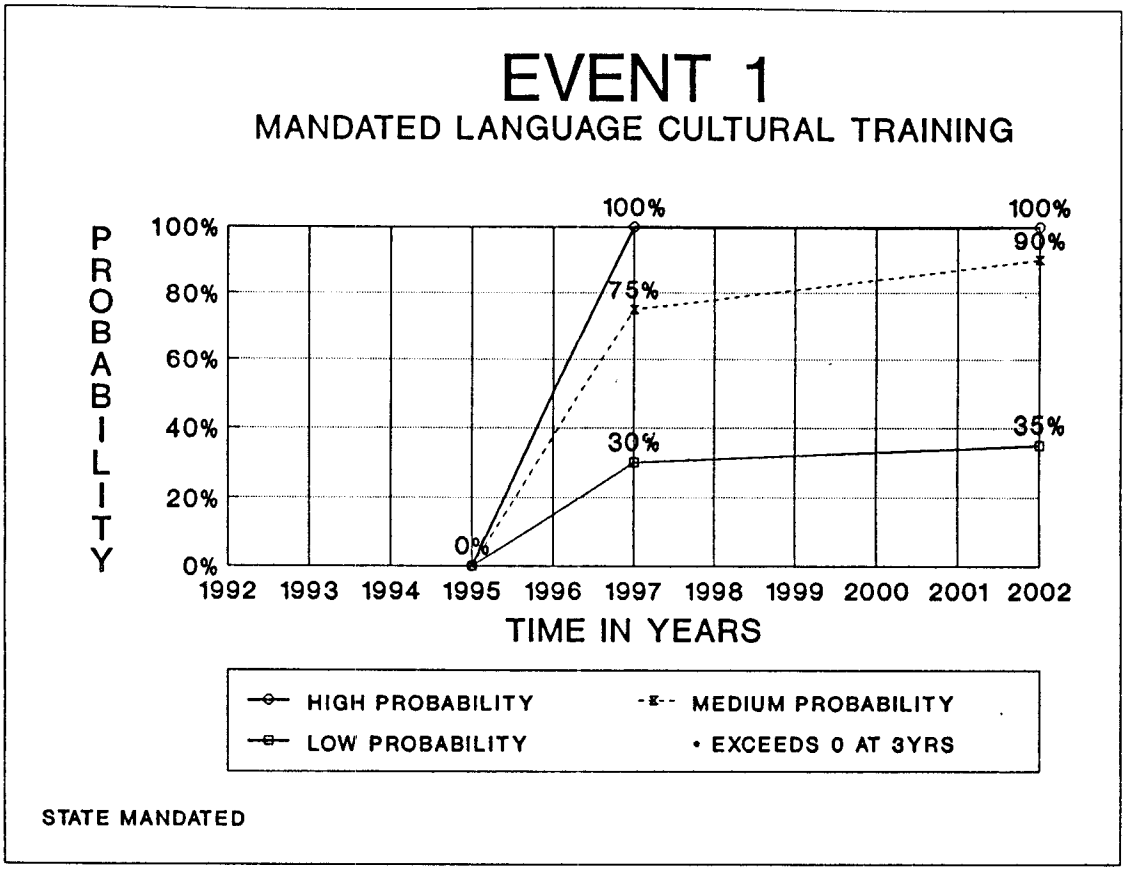

TREND #2
MINORITY RECRUITMENT
LEVEL
250
200
150
100
50
0
1987
1992
1997
2002
TIME IN YEARS
HIGHEST FORECAST
MEDIAN NOMINAL
LOWEST FORECAST
SHOULD BE

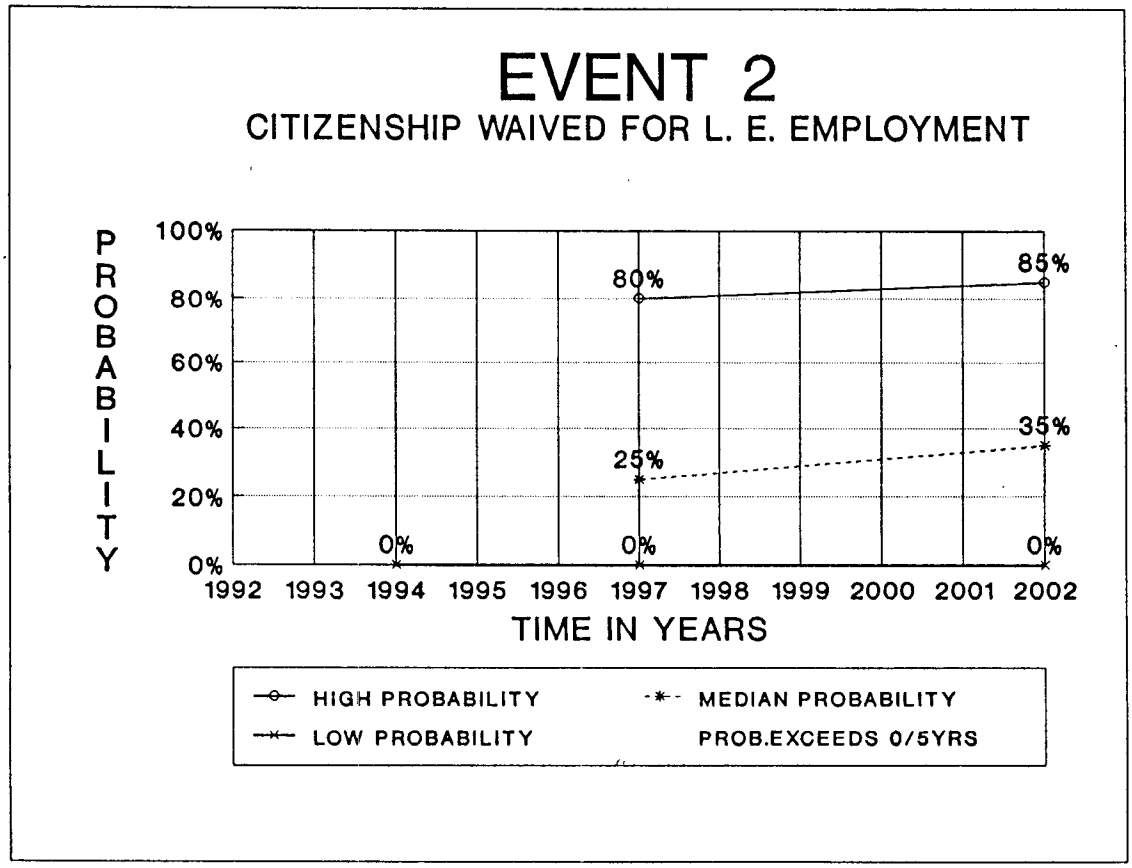

TREND 3
CULTURAL AWARENESS TRAINING
LEVEL
600
500
400
300
200
100
0
1987
1992
1997
2002
TIME IN YEARS
HIGHEST FORECAST
MEDIAN NOMINAL
LOWEST FORECAST
SHOULD BE


TREND 4
CHANGING POPULATION DEMOGRAPHICS
LEVEL
250
200
150
100
50
0
1987
1992
1997
2002
TIME IN YEARS
HIGHEST FORECAST
MEDIAN NOMINAL
LOWEST FORECAST
SHOULD BE


TREND 5
FREQUENCY OF HATE CRIMES
250
200
150
100
50
0
LEVEL
1987
1992
1997
2002
TIME IN YEARS
LOW FORECAST
MEDIAN NOMINAL
HIGH FORECAST
SHOULD BE

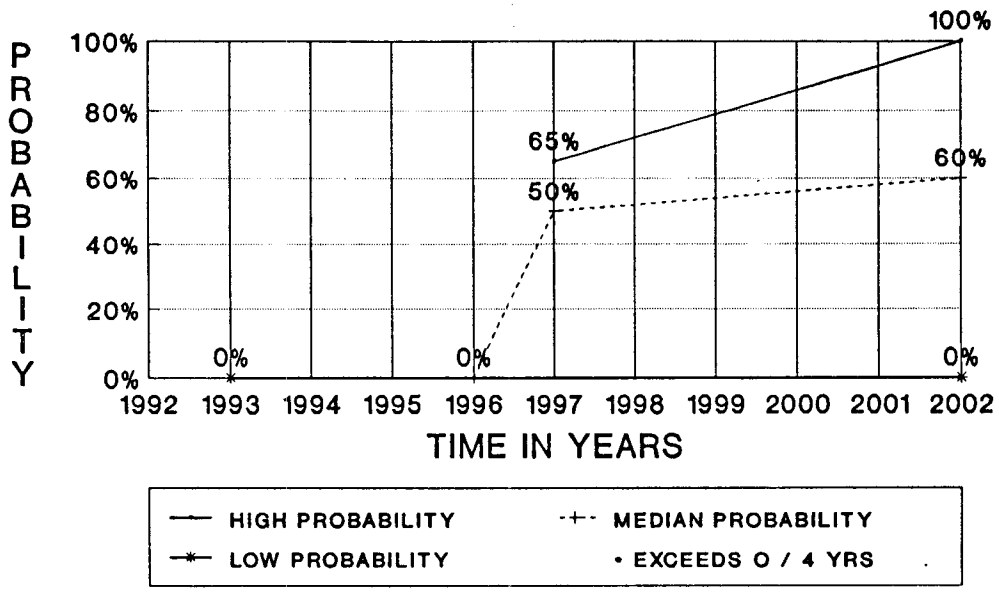

TREND 6
FREQUENCY OF CITIZEN'S COMPLAINTS
250
200
150
100
50
0
LEVEL
1987
1992
1997
2002
TIME IN YEARS
HIGHEST FORECAST
MEDIAN NOMINAL
LOWEST FORECAST
SHOULD BE


EVENT 1
MANDATED LANGUAGE CULTURAL TRAINING
PROBABILITY
100%
80%
60%
40%
20%
0%
100%
90%
75%
35%
30%
0%
1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002
TIME IN YEARS
HIGH PROBABILITY
MEDIUM PROBABILITY
LOW PROBABILITY
• EXCEEDS 0 AT 3YRS
STATE MANDATED


EVENT 2
CITIZENSHIP WAIVED FOR L. E. EMPLOYMENT
PROBABILITY
100%
80%
60%
40%
20%
0%
85%
80%
35%
25%
0%
0%
0%
1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002
TIME IN YEARS
HIGH PROBABILITY
MEDIAN PROBABILITY
LOW PROBABILITY
PROB.EXCEEDS 0/5YRS

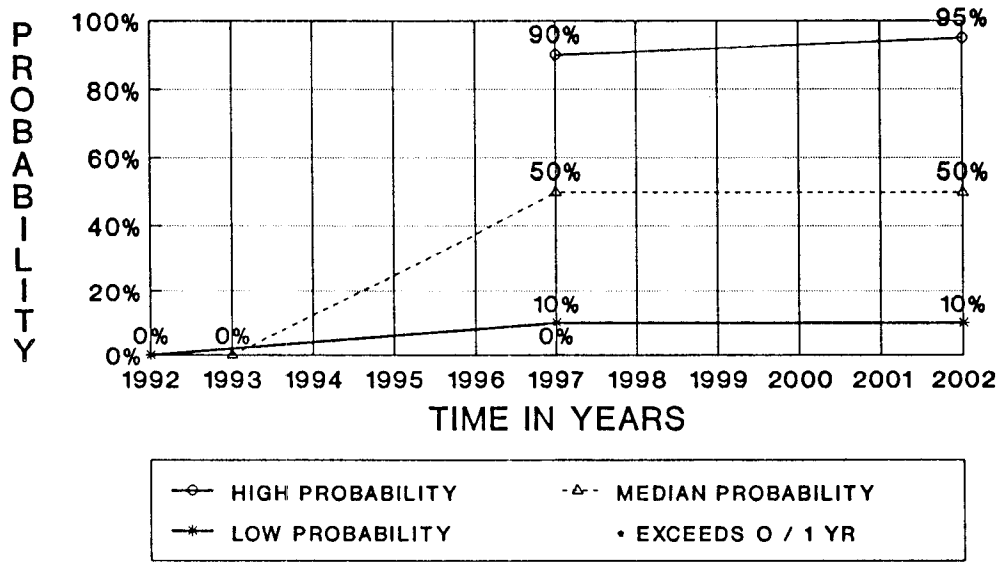
EVENT 3

CONSENT DECREE ENACTED STATEWIDE

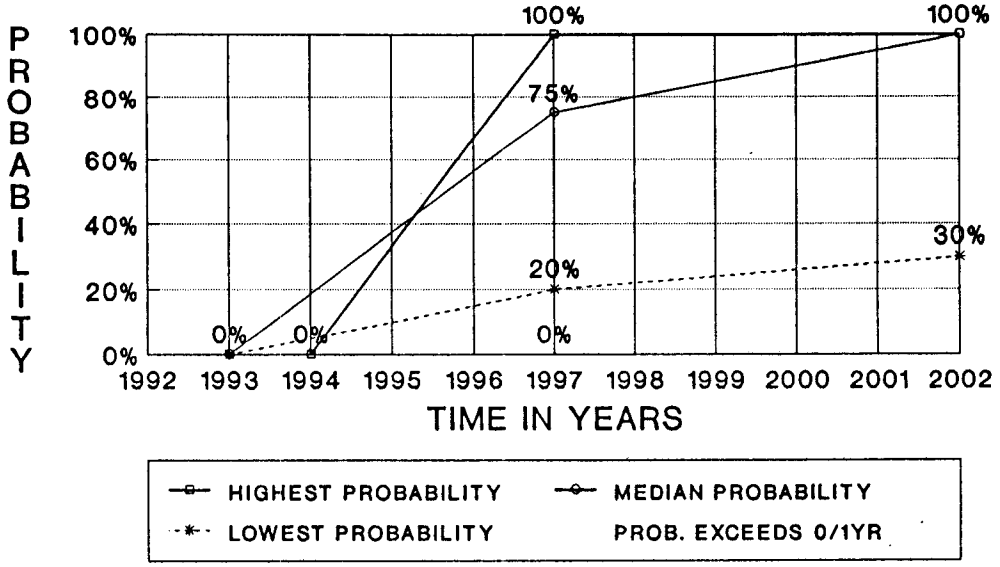


EVENT 4

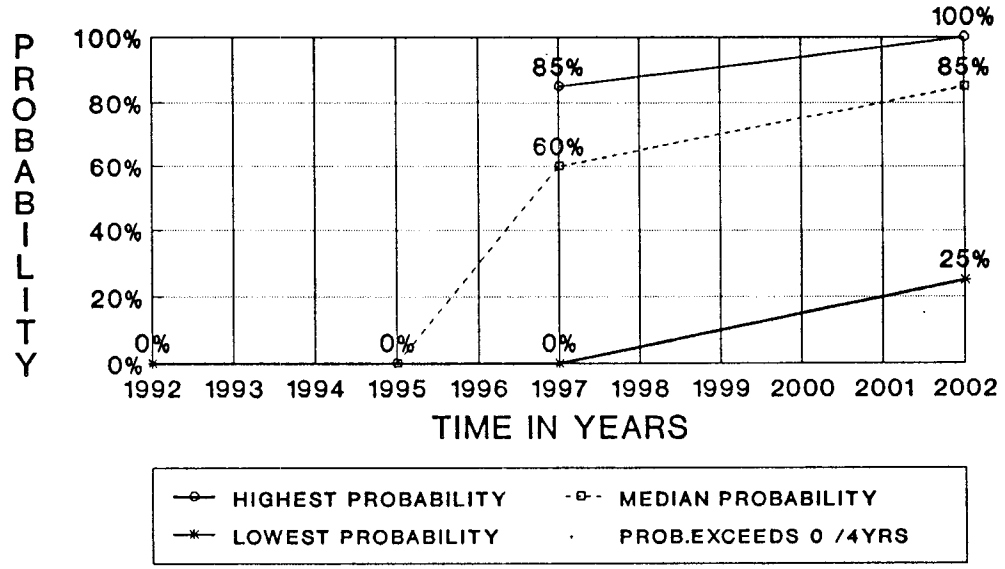
BUDGET SHORTFALL-TRAINING FUNDING CUTOFF



EVENT 5
ETHNIC/RACIAL CONFLICT



EVENT 6
ACCESS TO LANGUAGE BANK VIA MDT



Appendix N - TABLE 3: CROSS IMPACT EVALUATION

MATRIX							Maximum Impact (% change +/-) Years to Maximum						
**	E1	E2	E3	E4	E5	E6	T1	T2	T3	T4	T5	T6	"Impact" Totals Actors
E1	X	+10 --- 5	+10 --- 10	-60 --- 1	-25 --- 5	+20 --- 3	+20 --- 3	+10 --- 4	+50 --- 3	+20 --- 4	-20 --- 1	-25 --- 3	11
E2	0	X	0	0	0	0	+100 --- 3	+80 --- 5	0	+20 --- 4	0	+15 --- 5	4
E3	+5 --- 2	+50 --- 2	X	+20 --- 2	+10 --- 2	0	+25 --- 2	+100 --- 0	+15 --- 1	0	-20 --- 5	-15 --- 5	9
E4	-10 --- 1	0	-50 --- 0	X	0	0	+80 --- 1	0	-50 --- 2	0	-10 --- 2	+25 --- 2	6
E5	+25 --- 1	0	+20 --- 2	0	X	0	+10 --- 3	+30 --- 2	+40 --- 2	-30 --- 1	+100 --- 0	+200 --- 0	8
E6	+10 --- 1	0	0	0	+10 --- 0	X	+5 --- 3	+5 --- 0	0	+30 --- 1	0	+20 --- 0	6
"Impacted" Totals or Reactors													
	4	2	3	2	3	1	6	5	4	4	4	6	

** Legend

E1 State Mandated Language/Cultural Training

E2 Citizenship Requirement Waived For L.E. Employment

E3 Consent Decree Enacted Statewide

E4 Budget Shortfall / Training Funding Cutoff

E5 Ethnic\Racial Conflict

E6 Access to Language Bank Via MDT

T1 Availability of Alternative Funding Sources

T2 Minority Recruitment

T3 Cultural Awareness Training

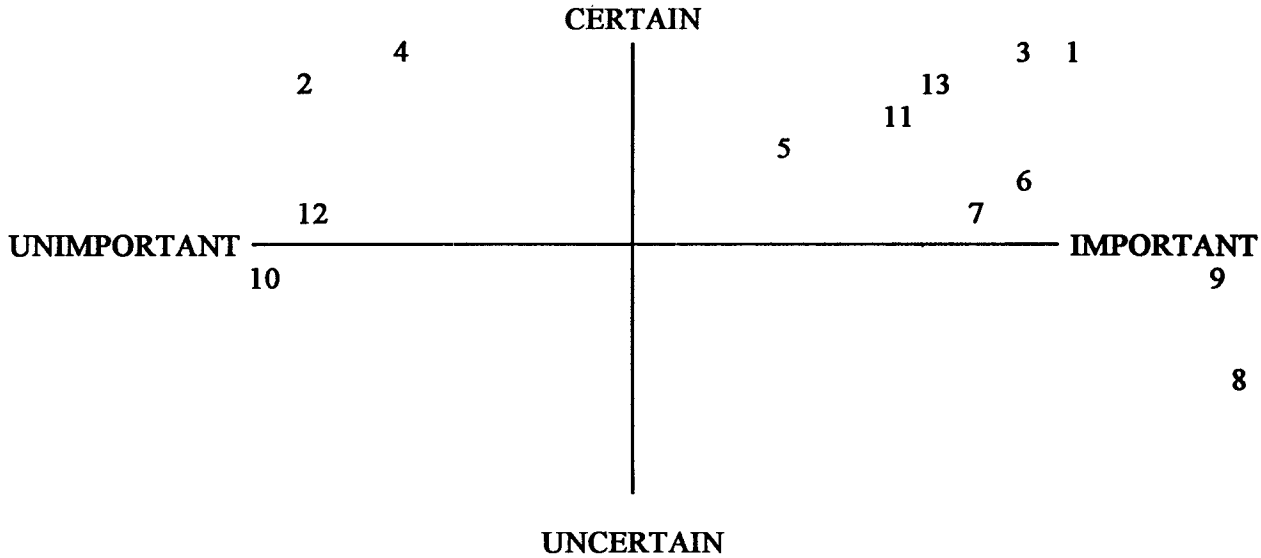
T4 Changing Population Demographics

T5 Frequency of Hate Crimes

T6 Frequency of Citizen's Complaints

N = 3 MEMBER CONSENSUS PANEL

Appendix O - STAKEHOLDER ASSUMPTION MAPPING



1. Sheriff Sherman Block
2. Board of Supervisors of Los Angeles County
3. Administrative Division Commander
4. Carson City Council
5. Watch Commanders
6. Patrol Officers/Peer Group Leaders
7. County Office of Affirmative Action and Compliance
8. Association of Los Angeles Deputy sheriff's
9. Minority Organizations/Ethnic Groups
10. Media - Newspapers / Television / Radio
11. Advanced Training Bureau
12. Local Colleges and Universities
13. LASD Cultural Awareness Committee Members

Appendix P - MODIFIED POLICY DELPHI PANEL

1. Commander William Stonich
   Cultural Awareness Committee Coordinator
   Los Angeles Sheriff's Department

2. Captain John Bryan
   Lynwood Regional Justice Center
   Integrity Workshop Coordinator

3. Lieutenant Clyde French
   Administrative Division
   Affirmative Action - LASD

4. Lieutenant Paul M. Harman
   Carson Sheriff Station
   Training/Scheduling

5. Sergeant Patty Allen
   Advanced Training Bureau
   Course Development Coordinator

6. Sergeant Ron Williams
   Recruit Training Bureau

7. Deputy Reggie Gautt
   Recruit Training Bureau

Appendix Q - RESPONSIBILITY CHART

	ACTORS				
Actions	Affirmative Action Lt.	Carson Lt.	Advanced Training Sgt.	3 Carson Sgts.	3 Carson Peer Group Leaders
Design Feedback Questionnaire	A	S	R		
Staff Reports	A	A	I	R	S
Executive Briefings	R	S		I	I
City Council Briefings	S	R		I	I
Class Locations	A	R	S	I	I
Training Schedule	A	S	R	I	I
Monitor Training	R	S	I	S	I
Recording Completed Trng.	I	I	R	S	

R = Responsibility (*Not necessarily authority*)

A = Approval (*Right to veto*)

S = Support (*Commit resources toward*)

I = Inform (*To be consulted*)

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