MANAGING CULTURAL DIVERSITY IN LAW ENFORCEMENT BY THE YEAR 2003

TECHNICAL REPORT

BY
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COMMAND COLLEGE XV1
PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA

JUNE 1993

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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 possisble 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 the 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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Standards and Training

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CLASS 16

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SECTION I

INTRODUCTION

Background and Issue Identification

The demographics of California are changing. The 1990 census revealed not only increases in total population throughout the state, but significant shifts in the racial representation of blacks, Asians, Hispanics, and non-Hispanic whites.

The counties on the fringe of the major metropolitan areas are seeing the greatest growth and change in demographics.[1] Riverside and San Bernardino Counties posted huge gains in population[2] and increases in minority representation between 1980 and 1990. These areas are expected to continue to grow and change into the next century.[3] A recent study was conducted of the Department of Motor Vehicles' registration and license data. The most frequent destinations for residents relocating out of Los Angeles County were the neighboring counties of San Bernardino, Riverside, Orange, and Ventura.[4]

The law enforcement work forces of California will change to reflect the demographics and cultures of the communities they serve. Successful law enforcement organizations of the future will acquire the knowledge needed to function effectively in their changing communities.[5]

In light of these changes, the issue question is posed, "What

skills and knowledge must command level police managers have to effectively manage a culturally diverse work force by the year 2003?"

An examination of the issue question by the author and a group of colleagues produced three related sub-issue questions for the study:

- What will be the structure of cultural diversity training?
- What will be the status of funding for management training related to cultural diversity?
- What will be the status of measuring effectiveness of managing culturally diverse work forces?

Literature Scan

A scan of the literature related to cultural diversity led to the identification of six skills and areas of knowledge that are viewed as necessary for effective management in a culturally diverse work force. They are:

- Knowledge of one's own ethnocentrism.
- Knowledge of the cultural relativism of the people one works with and manages.
- Mentoring and coaching skills.
- Communicating in high and low context conditions.
- Conflict mediation in cross cultural disputes.
- Empowering the work force to achieve the organization's vision.

Interviews

The author interviewed ten experts in the fields of cultural diversity, education, and organizational development to add clarity and

insight to the literature findings. The experts were identified through the literature and by personal reference from other experts. The experts interviewed were:

Charles Bozza, Ph.D. - Police Commander
Irvine Police Department
Irvine, California
(714) 724-7000

Jim Kennedy - Diversity Consultant
Management Teams Consultants, Inc.
San Rafael, California
(415) 459-4800

Elayne Lachtrap-Gallagher - Diversity Consultant
Gallagher and Associates
Colorado Springs, Colorado
(719) 633-5970

Paul Palmerville, Ph.D. - Diversity Consultant
Cultural Contact, Inc.
Seattle, Washington
(206) 779-1843

Karen Schieble, Organizational Consultant
Organizational Studies, Inc.
Chicago, Illinois
(312) 977-9040

Dave Spisak, Senior Consultant
Commission of Peace Officer Standards and Training
Sacramento, California
(916) 227-3909

Jim Tarver, Crime Analyst and Demographer
Fresno County Sheriff's Department
Fresno, California
(209) 488-3939

Oliver Thompson, Ph.D. - Chief of Police
Inglewood Police Department
Inglewood, California
(310) 412-5210

Emily White - Diversity Consultant
E. J. White and Associates
Palo Alto, California
(415) 493-5555

Onolee Zwicke, Ph.D. - Diversity Consultant
Onolee Zwicke and Associates
Santa Barbara, California
(805) 682-2523

Each expert interviewed was contacted by telephone and informed of the purpose of the study. The issue and sub-issues were identified, and each expert was asked the following:

- What skills and areas of knowledge do you recommend for effective management of culturally diverse work forces in the law enforcement environment?
- What types of training and development activities do you recommend for future command-level managers?
- What advice do you have for funding diversity management training.
- What would you recommend agencies do to measure the effectiveness of diversity management?

Seven of the ten experts responded to the questions during the telephone interviews. One responded by letter, and two responded by fax. Specific comments by some experts are noted in "Definition of Skills and Knowledge."

The experts generally agreed that effective diversity management training had to be ongoing and updated in a transcultural[32] work environment. The majority believed that funding of diversity management had to be provided by the employing organization if diversity is to be truly valued. In the matter of measuring management effectiveness, the majority view favored an ongoing survey of employee perceptions and attitudes about diversity in the organization. Most experts also felt that some periodic survey of community perceptions and feelings of satisfaction with service and officer awareness of cultural diversity would be beneficial measurements of effectiveness for law enforcement leaders.

Definition of Skills and Knowledge Areas

Based on a review of the literature and interviews with ten experts in the fields of diversity management, education, and organizational development, each of the skills and areas of knowledge are discussed in definitive detail.

Ethnocentrism

In his seminar "Managing Cultural Diversity," Ed Caprielian, a diversity and negotiations consultant, defines ethnocentrism as a person believing that "only my culture makes sense, espouses the right values, and represents the right and logical way to behave."[6] Gary Weaver of the American University, Washington, D.C., says this about the subject: "To begin, law enforcement professionals must know their own culture. Everyone needs to appreciate the impact of their individual cultures on their values and behaviors."[7]

Elayne Gallagher, an organizational consultant and author, writes, "Many senior managers have climbed the career ladder with minimal understanding of their own styles or their own impacts on others. Without self understanding, they are limited in their ability to understand the styles of others, or the culture of their organizations."[8] Finally, Emily White, a diversity consultant, describes knowing ones self as "the cornerstone" of valuing diversity.9

Cultural Relativism

Caprielian's seminar materials define cultural relativism as, "The opposite of Ethnocentrism is Cultural Relativism, the attempt to

understand another's beliefs and behaviors in terms of that person's culture."[10] George Simons describes these skills as, "... culture specific skills, which involve knowing the customs, habits, communications and behavior patterns, even the language of a specific group, especially when one must regularly deal with groups of such people."[11]

Beverly Battaglia refers to this knowledge area as cross-cultural understanding. She suggests to managers that they "need to know enough about each culture [in the organization] to be sensitive to problems and to be able to diplomatically ask an individual about questionable behavior."[12]

During an interview with the author, Emily White said managers must be able to "look beyond the group to the individual while being aware of the individual's cultural values. Know what the person needs from management and the organization." White went on to say, "Recognize when minorities are putting themselves down, it is not a signal that they are unoffended, but rather they are putting on a coat of armor."

Mentoring and Coaching Skills

Jamieson and O'Mara describe mentoring as: "A one-on-one, often intense development process that usually extends over a period of time. The mentor may be the supervisor or someone else inside or outside the organization." They go on to describe, "Coaching consists of providing suggestions, advice, and support on the job."[13]

Margo Murray is an organizational consultant and the author of a book devoted to mentoring. In it, she espouses a form of mentoring known as facilitated mentoring. Her definition is, "Facilitated mentoring is a structure and series of process designed to create effective mentoring relationships, guide the behavior change of those involved, and evaluate the results for the protégés, the mentors, and the organization."[14] Murray describes coaching as "being at the core of the mentoring process." Coaching consists of directing relevant activities, giving feedback, and differentiating between competent and not yet competent behaviors.[15]

Murray recognizes the value of mentoring and coaching in the diverse work environment. "Obviously, people must learn to live and work successfully with others of widely varying cultural backgrounds and needs. This increasing diversity is all the more reason for facilitating the mentoring process because the organization can then deliberately pair mentors and protégés from different ethnic or cultural backgrounds."[16]

Valerie Taylor, a diversity consultant from Fort Lauderdale, sees mentoring as a benefit to the mentoree (protégé) and the mentor. "The learning is two-way. The mentoree can expose the mentor to experiences of being a woman or person of color and to awareness about communicating in multiple cultures."[17]

Communicating In High and Low Context Conditions

The context in which communication occurs is highly important to some cultural groups and less important to others. Context refers to

such things as social status, gestures, tone of voice, and even the words that are used. Claire Halverson, a diversity consultant, describes the differences between high and low context cultures, "In high context cultures, much attention is paid to the surrounding circumstances or context of an event so that many factors are brought into focus to interpret the words. In low context cultures, many of these factors are screened out."[18]

Jim Kennedy and Anna Everest make this point about context, "The concept of high and low context cultures is very useful in differentiating between different cultures, but it's also useful in bridging the communication gap that exists between men and women. Anglo-American females and culturally diverse people have similar characteristics that separate them from Anglo-American males. The simple fact that men communicate for information, and women and culturally diverse people communicate to establish or maintain a relationship, explains some of the difficulty the two groups may have communicating with each other. The communication goals seem almost opposite."[19]

Kennedy and Everest use this chart, as adapted from the work of Edward Hall, to illustrate how some cultures are low or high context.20

Low	Medium-Low		Medium	High
Northern European	Anglo-American Male	Anglo-American Female	Southern European	Asian Hispanic American Indian
Swiss			Middle Eastern	African-American

Commenting on the importance of communicating cross culturally, Halverson writes, "Managers and team members need to realize the

negative impact of forcing those who are culturally different to conform to the norms of the team when they are based on the dominant culture."[21]

Conflict Mediation

Mediating conflict between culturally different people is another skill future police managers will need. According to Doctor Gary Weaver, "Law enforcement professionals should also understand the dynamics of cross cultural communication, adjustments and conflict. When communication breaks down, frustration sets in."[22]

The author interviewed Onolee Zwicke, a diversity consultant.[23] Zwicke described conflict mediation as important, and she believes it is best achieved through cohesive team building and cross-cultural problem solving, aided by the manager's own understanding of his or her ethnocentric values and the cultural values of the parties involved.

Conflict should not be avoided at all costs in a multicultural organization. Conflict is needed to inspire creativity and to improve the organization. Conflict must be managed to get the most out of people's difference.[24] Conflicts can be resolved by examining the differences in communication styles that lead to misunderstanding. Exploring the causes of conflict can create opportunities for building trust between managers and employees.[25]

Empowering the Work Force

Organizations must have a vision and purpose that is understood by each person. Managers who empower others' behave more like colleagues

rather than superiors and rely on influence and share knowledge and power with employees and hold them accountable.[26]

Empowerment coupled with a clear vision is a means to gaining strength from the differences people bring to an organization. In the culturally diverse organization, giving and receiving feedback in a culturally appropriate way will empower individuals to act in effective ways and gives added choices and focus to their efforts.[27]

A recent study of over 50,000 workers across the country concluded that most wanted to do their jobs well and contribute to the success of the company. The study also concluded that most workers tend to think managers are in the way.[28] Empowerment, according to Simons, means "together we can."[29]

Measuring Effectiveness

The interviews and literature search revealed several methods organizations could use to measure the effectiveness of cultural diversity management.

One current view of measuring effectiveness is numerical monitoring. Things to be measured could be a manager's ability to recruit, train, and retain culturally visible employees based on percentage goals of group representation. This method is in essence placing strong emphasis on equal employment opportunity and affirmative action numerical statistics.[30]

The first step many organizations take to assess diversity management is to survey employees. Another step some organizations use is based on the development of personal action plans by managers who

have attended training and identified areas they see the need for improvement in as it relates to awareness or retention.[31]

Overview

The study is presented in three sections. A futures study identifies five related trends and five possible future events that would impact the issue. These trends and events are examined, analyzed, and used as the basis for the development of possible future scenarios.

The next section is a strategic management plan. A hypothetical "what if ..." scenario was selected as a possible future to develop a strategic plan for a fictional target organization. The plan includes a situational analysis, using the STEEP and WOTS Up process, identification of stakeholders, and an implementation plan, designed to manage the strategy.

The study concludes with a transition management plan. The fictional organization is provided with a road map to develop a cultural diversity management training plan. The plan will prepare the organization's future command level managers with the skills they will need to effectively manage a culturally diverse work force in ten years.

SECTION II

FORECASTING THE FUTURE

The issue and sub-issues are examined in this section, and a list of relevant trends and events are identified. Five trends and five events will be forecasted and analyzed. These trends and events will then serve as the basis for three futures scenarios.

The Issue

What skills and knowledge must command-level police managers have to effectively manage a culturally diverse work force by the year 2003?

Sub-Issues

A focus group of four colleagues met with the author and identified three sub-issues believed to be essential to studying the issue. The focus group members were:

David Bellomy, Captain, San Bernardino County Sheriff's Department

Roger Parker, Lieutenant, Huntington Beach Police Department

Jeffrey Roop, Lieutenant, Fullerton Police Department

Samuel Spiegel, Lieutenant, Corona Police Department

The sub-issues are:

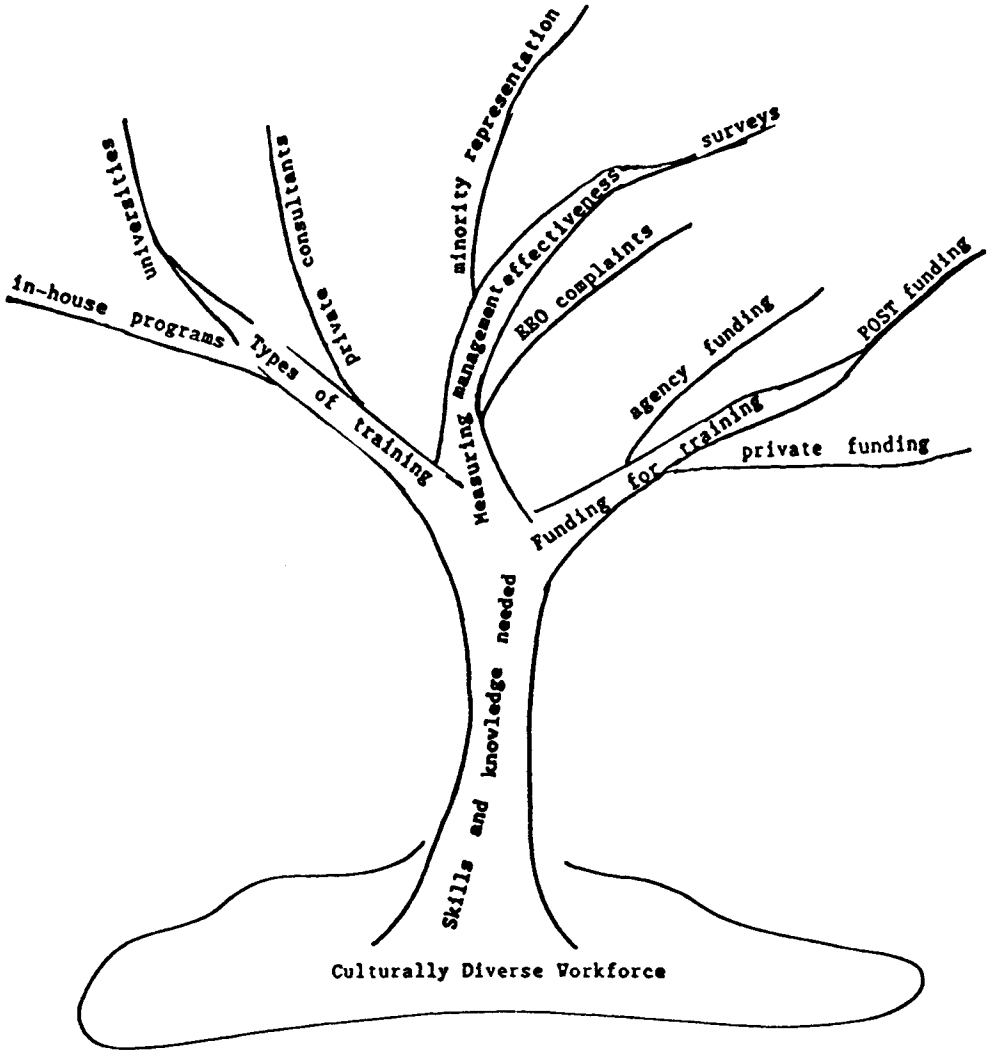
1. What will be the status of cultural diversity training?
2. What will be the status of funding for management training related to cultural diversity?
3. What will be the status of measuring effectiveness of managing culturally diverse work forces?

Relevance Tree

A relevance tree is presented to provide the reader and the author with an illustration to visualize the relevance of the sub-issues to the central issue question. It was developed with the assistance of the focus group.

Illustration 1

RELEVANCE TREE



The trunk of the tree represents the issue question in relationship to the various sub-issues. The tree is based in a culturally diverse work force.

Trend and Event Identification (NGT)

The author met with a panel of ten professionals (Appendix C) and using the Nominal Group Technique (NGT), a candidate list of eighteen trends and fourteen events relevant to the issue questions were identified (Appendix A). The group panel members were:

Patricia Caldwell, Ph.D., Management Consultant

Edward Gould, Ph.D., Community College President

Patrick Klootwyk, Lieutenant, San Bernardino County Sheriff's Department

Kent Knight, Captain, California Highway Patrol

Michael O'Rourke, Captain, San Bernardino County Sheriff's Department

Ron Pendleton, Ph.D., University Professor

Larry Stevenson, Ph.D., Community College Vice President

John Trumbull, Lieutenant, San Bernardino County Sheriff's Department

Mike Visar, Captain, Rialto Police Department

N. T. Williams, Executive Officer, San Bernardino County Sheriff's Department

Before the candidate list was developed, the group was informed of the issue and sub-issue questions being studied and the STEEP process[12] of trend and event categorization.

Trends Selected For Forecasting

The NGT Panel used trend screening (Illustration 2) and silent voting to select the following five trends as most important to the study for forecasting:

T-1 Knowledge and awareness of cultural differences by law enforcement managers.

T-2 Level of law enforcement training budgets.

T-3 Public's perception of feeling less safe.

T-4 Public's perception of law enforcement's inability to deal with crime.

T-5 Need for outside funding for police management training.[13]

The following illustration reflects the panel's view of how valuable it would be to have good, long range forecasts of the selected trends. The scores reflect the number of responses each trend received in the respective category.

Illustration 2

TREND SCREEN CHART

Trend	Priceless	Very Helpful	Helpful	Not Very Helpful	Worthless
T-1 Manager's knowledge of cultural differences	1	4	5		
T-2 Level of law enforcement training budgets	9	1			
T-3 Public's perception of feeling less safe	2	5	3		
T-4 Public's perception of L.E.'s inability to deal with crime	2	5	3		
T-5 Need for outside funding for L.E. management training	3	3	4		

Events Selected For Forecasting

The panel identified five of the fourteen candidate events as those most important to forecast for future study. The events are:

E-1 Race related rioting between blacks and Asians in the Los Angeles area spreads to college campuses outside the Los Angeles area.

E-2 Regionalized police and fire services are mandated by the state legislature.

E-3 Exact demographic representation +/- 2% in police agencies is mandated by the legislature.

E-4 Unemployment in the state reaches 25%.

E-5 Police chiefs will become elected officials.

Trend and Event Forecasting

A trend evaluation form was used to obtain the group's estimate of the level of each trend five years ago and what each "will be" in five years and ten years. Each trend was given a present day (1992) level of 100. The group also estimated the level of each trend as it "should be" over the same time period. The group's upper and lower quartile estimates of trend levels were identified and will be charted on trend graphs, along with the median estimates. The following table represents the trend level estimates, with median forecasts, for the five selected trends:

Illustration 3

TREND EVALUATION TABLE

Trend	5 Years Ago	Today	5 Years From Now	10 Years From Now
T-1 Knowledge of cultural diversity	50	100	100 / 120	120 / 150
T-2 Training budgets	50	100	100 / 150	120 / 120
T-3 Perception of feeling less safe	70	100	125 / 90	150 / 100
T-4 Perception of L.E. inability to deal with crime	70	100	125 / 80	150 / 100
T-5 Need for outside funding for management training	50	100	130 / 70	150 / 125

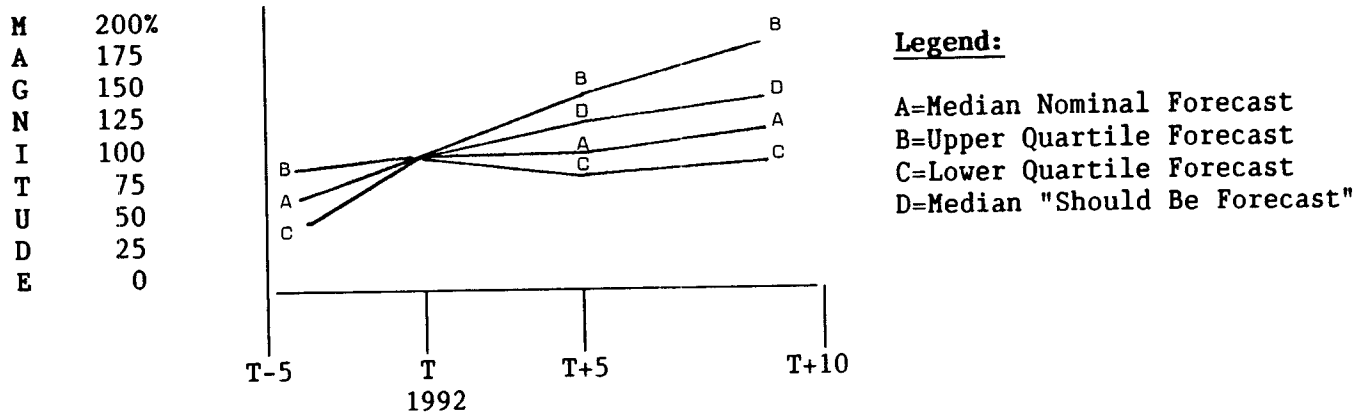
Legend: Will Be / Should Be

Trend Graphs and Analysis

The following charts provide a visual illustration of the panel's forecasts for the five selected trends.

Illustration 4

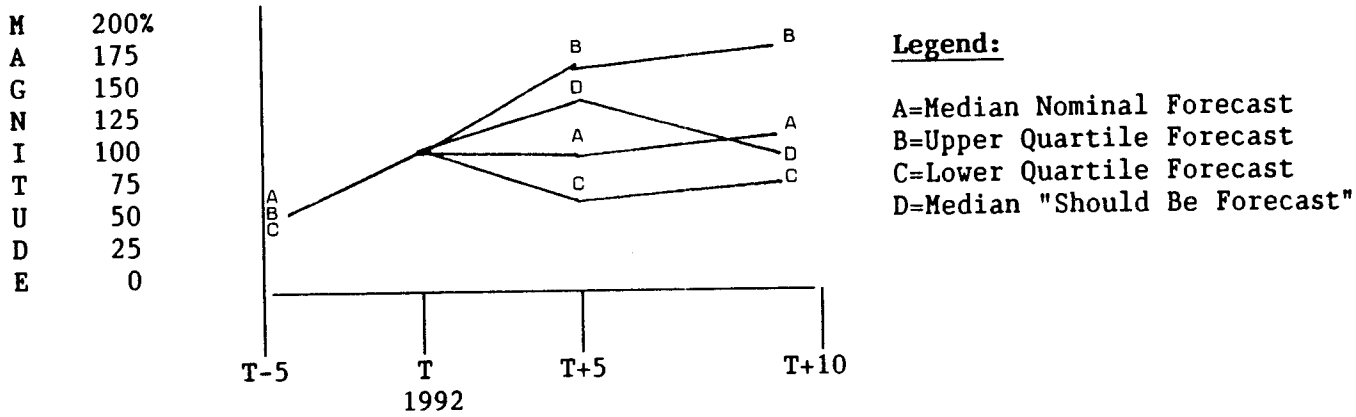
T-1: LAW ENFORCEMENT MANAGERS' KNOWLEDGE OF CULTURAL DIFFERENCES



The nominal forecast for Trend 1 suggests that law enforcement managers have increased their level of knowledge about cultural differences by 100% in the past five years and that their knowledge will increase by another 20% in five years and 50% in ten years. The exploratory estimates each indicate the level of knowledge has grown during the last five years, while the upper quartile estimate indicates continued increases for the future and the lower quartile estimate indicates no real increase is expected. The group generally agreed that levels of knowledge would increase because the demographics of the population are changing rapidly and demands to provide services to a diverse community would result in an increase in knowledge.

Illustration 5

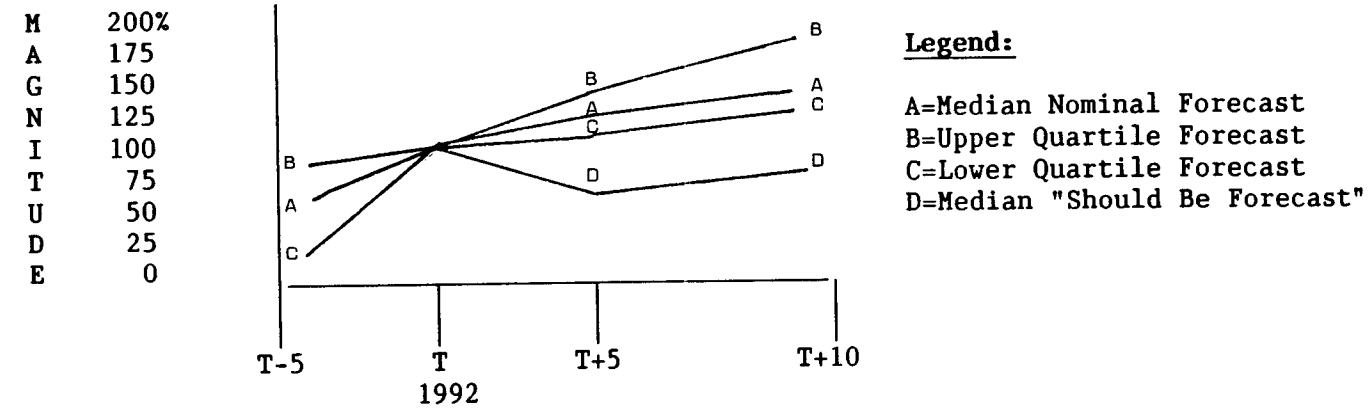
T-2: LEVEL OF LAW ENFORCEMENT TRAINING BUDGETS



The panel's nominal forecast is that training budgets have increased over the past five years but will remain at 1992 levels for the next five years. A 20% increase is forecast from 1997 to 2002. The panel felt that the result of holding budgets to 1992 levels would amount to a decrease in agencies' ability to fund training because of economic inflation.

Illustration 6

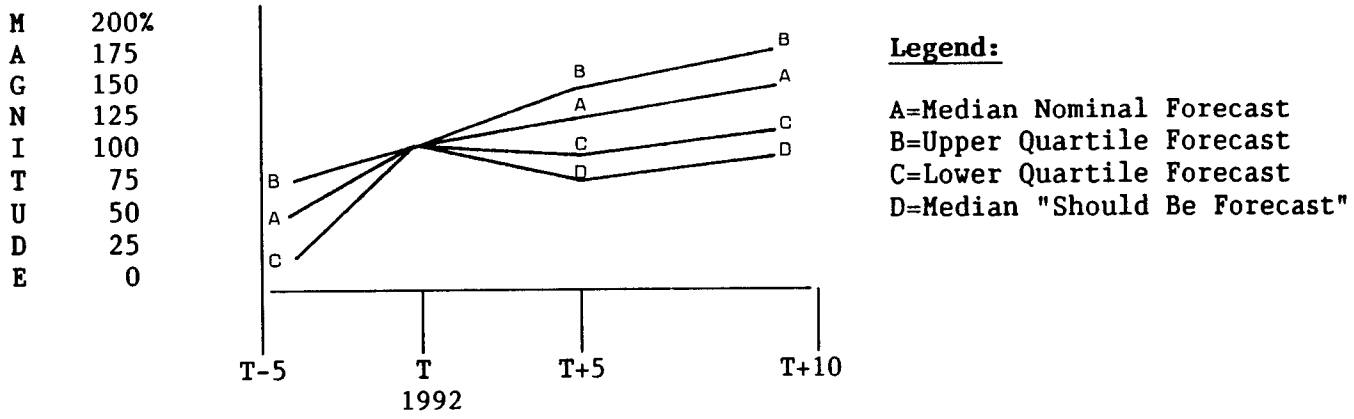
T-3: PUBLIC'S PERCEPTION OF FEELING LESS SAFE



The data for Trend 3 indicates that the public perceived themselves safer five years ago and will perceive themselves less safe in the future. The nominal forecast indicates that the public perceived themselves 25% safer five years ago. All forecasts indicate a perception of less safety in the future. There was a general consensus by the panel that the increase in population, traffic, and media coverage of crime all contributed to the public's perception of safety.

Illustration 7

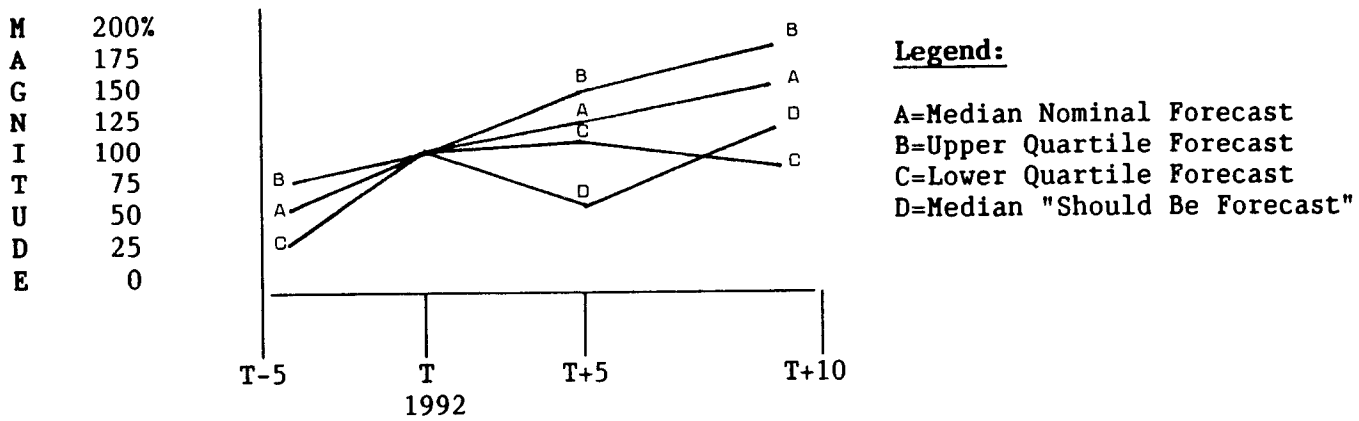
T-4: PUBLIC'S PERCEPTION OF LAW ENFORCEMENT'S INABILITY TO DEAL WITH CRIME



The data for Trend 4 indicates that the public's perception of law enforcement's inability to deal with crime will increase. The nominal forecast suggests that the public's perception that law enforcement is unable to deal with crime has increased by 25% over the last five years and the trend will continue. The panel held the view that the public feels increasingly threatened by crime and less protected by police.

Illustration 8

T- 5: NEED FOR OUTSIDE FUNDING FOR MANAGEMENT TRAINING



The data for Trend 5 indicates the level of need for outside funding sources for law enforcement management training. The group defined outside as meaning anything other than POST reimbursable funding. The nominal forecast indicates a 50% increase in need over the last five years, a continued increase to 25% in five years, and 50% increase in ten years. All of the forecasts indicate a need for outside funding over the next ten years. There was general agreement that this need would be created because of the state's troubled economy and budget.

Using an event evaluation form, the group forecasted the probability of the five selected events. The data was compiled and median forecasts were made for each event for:

Years until probability of occurrence first exceeds zero.
Probability of occurrence in five years.
Probability of occurrence in ten years.
Positive and negative levels of impact if the event occurs.

The following table represents the forecasts for the selected events:

Illustration 9

EVENT EVALUATION TABLE

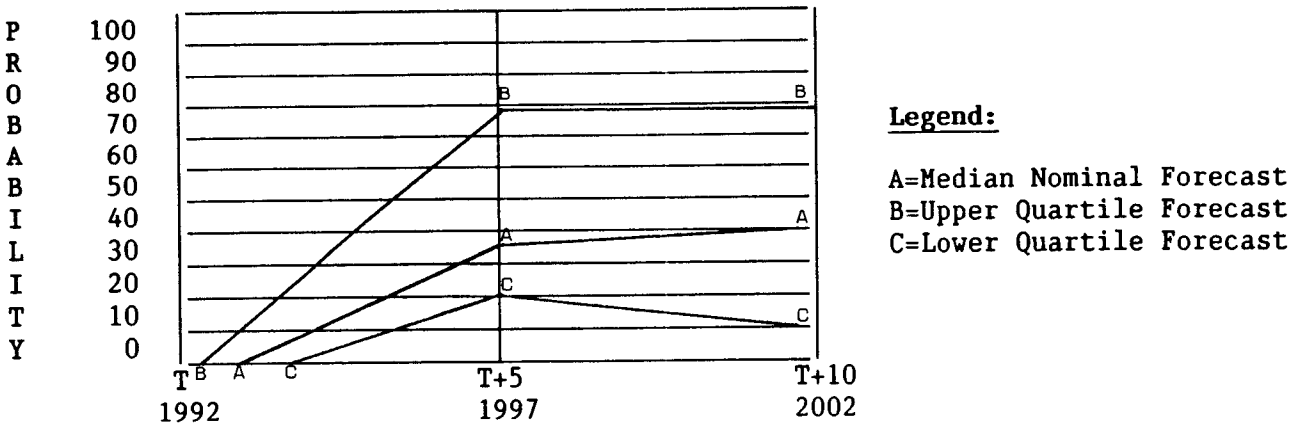
Event	Yrs. Until Probability First Exceeds Zero	Probability 0-100%		Impact on the Issue If Event Occurs	
		5 Years From Now (1992)	10 Years From Now (1992)	Positive 0-10	Negative 0-10
E-1 Race riots between blacks and Asians	.5	35	40	0	9
E-2 Regionalized police & fire services mandated	1	40	50	5	4
E-3 Exact demographic representation mandated	3	25	40	4	6
E-4 Unemployment reaches 25% in the state	2	20	10	0	9
E-5 Police chiefs become elected officials	3	25	40	5	4

Event Graphs and Analysis

The following charts illustrate the panel's forecasted probability of occurrence for each of the selected events. To make the event happen for the purpose of long-range planning, a standard of 30%, using the median forecast (A), indicates the point on the chart when the event is deemed to have occurred.

Illustration 10

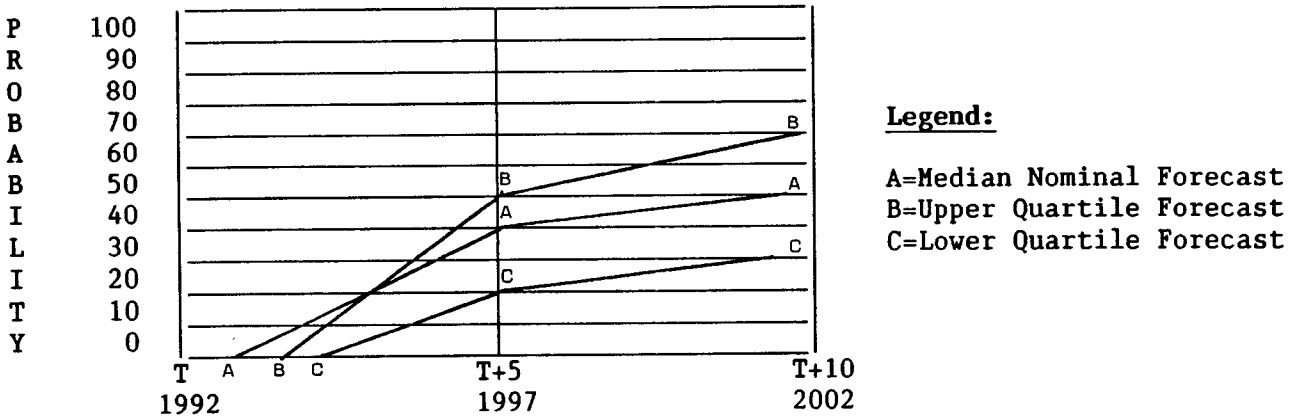
E-1: RACE RELATED RIOTING BETWEEN BLACKS AND ASIANS IN THE LOS ANGELES AREA SPREAD TO COLLEGE CAMPUSES OUTSIDE THE LOS ANGELES AREA



The nominal forecast for Event 1 indicates that the event may occur in 1996. There was considerable discussion that cultural clashes between blacks and Asians had been frequent during 1991 and that they would continue to occur with regularity as the Asian population in the state continues to grow. The panel considered this event as entirely negative.

Illustration 11

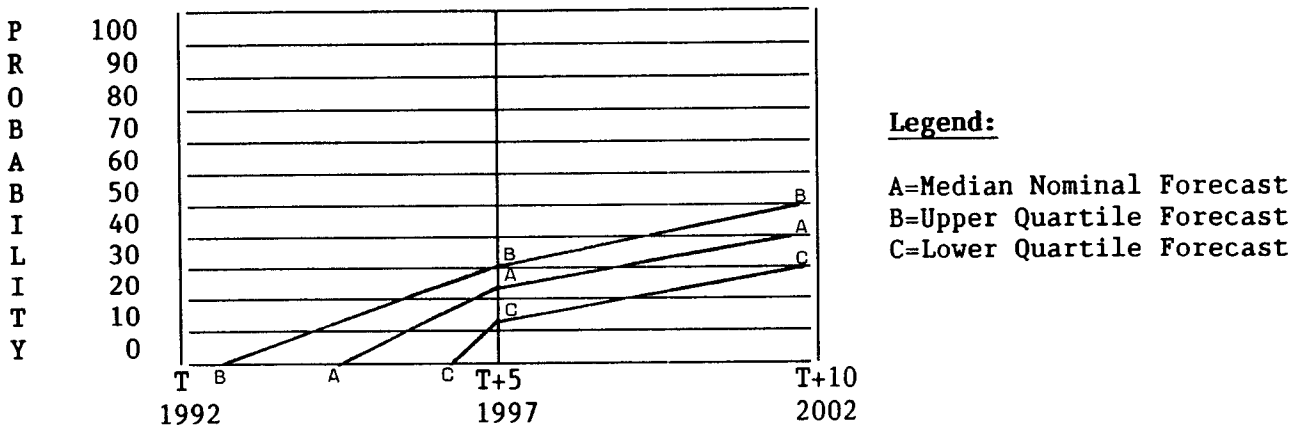
E-2: REGIONALIZED POLICE AND FIRE SERVICES ARE MANDATED BY THE STATE LEGISLATURE



The median forecast for Event 2 indicates the event can occur in 1996. The panel held a consensus view that economic concerns in the future would cause state and local leaders to move toward regionalizing police and fire services to reduce duplicate costs in areas with common needs. The group viewed this event as having both positive and negative impacts on the issue. The initial disruption to personnel in long standing agencies would be negative; whereas, cost savings and efficiency improvement would be positive.

Illustration 12

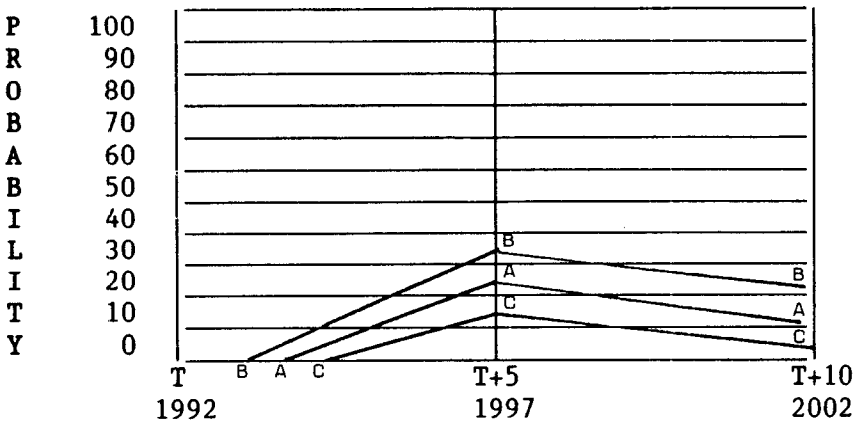
E-3: EXACT DEMOGRAPHIC REPRESENTATION +/- 2% IN POLICE AGENCIES IS MANDATED BY THE LEGISLATURE



The median forecast for Event 3 indicates that the event could occur in 1998. The discussion about this event resulted in a general consensus by the panel that if it were to occur, it would hold more negative impact than positive, because the requirement to meet representation goals would cause displacement and morale problems for employees. The panel held agreement that balanced representation of the work force could have some positive impacts in community sensitivity.

Illustration 13

E-4: UNEMPLOYMENT IN THE STATE REACHES 25%



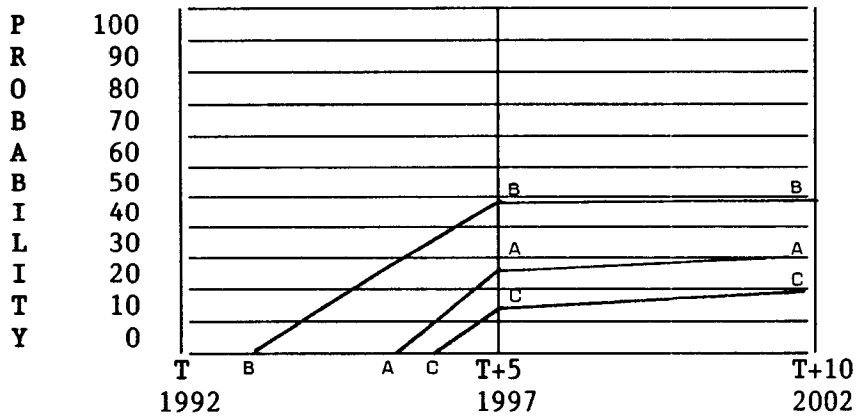
Legend:

A=Median Nominal Forecast
B=Upper Quartile Forecast
C=Lower Quartile Forecast

None of the forecasts for Event 4 indicate a 30% probability of occurrence in ten years. The panel had complete agreement that this event had only negative impacts on the issue. There was general agreement that if the event occurred, many economic safeguards now in place would have to fail first.

Illustration 14

E-5: POLICE CHIEFS BECOME ELECTED OFFICIALS



Legend:

A=Median Nominal Forecast
B=Upper Quartile Forecast
C=Lower Quartile Forecast

The median forecast for Event 5 suggests this event can occur in 2002. There was disagreement amongst the group about the positive and negative impacts if it were to occur. Those supporting the positive view felt communities would be better served by an elected chief who is responsive to voter concerns. Those sharing the negative impact view felt elected chiefs could be pressured by special interest groups.

Cross Impact Evaluation

The author met with a consensus group of three police professionals and one educator to review the forecasts made by the NGT panel. All four group members were also members of the NGT panel.

The group members were:

Patrick Klootwyk, Lieutenant, San Bernardino County Sheriff's Department

Ron Pendleton, Ph.D., University Professor

John Trumbull, Lieutenant, San Bernardino County Sheriff's Department

Michael Visar, Captain, Rialto Police Department

The group estimated the impacts by using a Cross Impact Evaluation Matrix. The following chart indicates the group's estimations.

Illustration 15

CROSS IMPACT EVALUATION MATRIX

Impacting Event	Impacted Events					Impacted Trends					Actor Hits
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
E-1		20 / 2	30 / 2	50 / 1	20 / 1	40 / .1	-5 / 2	-50 / .5	-50 / .1	10 / 2	9
E-2	10 / 1		10 / 1	---	-10 / 1	---	10 / 1	20 / 2	10 / 3	---	6
E-3	25 / 3	5 / 2		---	25 / 3	50 / 1	-25 / 2	---	---	30 / 1	5
E-4	20 / 2.5	10 / 1	---		---	---	-25 / 1	-50 / 1	---	75 / 1	5
E-5	---	-20 / .5	50 / 1	10 / 2		15 / 2	20 / 3	10 / 1	20 / 2	30 / 3	7
Reactor Hits	3	4	3	2	3	3	5	4	3	4	

Legend: % of probability until maximum impact / years until reached
--- = No impact
E-1 Race riots between blacks and Asians
E-2 Regionalized police services is mandated
E-3 Exact demographic representation +/- 2% in police agencies
E-4 Unemployment reaches 25%
E-5 Police chiefs become elected officials
T-1 Law enforcement manager's knowledge of cultural differences
T-2 Police training budgets
T-3 Public's perception of feeling less safe
T-4 Public's perception of law enforcement's inability to deal with crime
T-5 Need for outside funding for law enforcement management training

Analysis of Cross Impact Data

Analysis of the matrix data indicates that Event 1 (rioting) will influence the probability of the legislature enacting laws to regionalize government services and require balanced racial

demographics in police agencies. Event 1 will have negative effects on the level of police training budgets, the public's perception of personal safety and law enforcement's ability to deal with crime. Event 1 will have a strong impact on causing unemployment to reach 25%.

A decision to regionalize police and fire services will reduce the chance that police chiefs will become elected officials and have mild positive impacts on the level of training budgets and the public's perceptions of safety and law enforcement. A mandate for exact demographic representation in police agencies will impact knowledge of cultural diversity (Trend 1) most and may strengthen the probability that police chiefs will become elected officials.

Unemployment reaching 25% will have negative impacts by increasing the probability of rioting and reducing the level of training budgets. The public's perception of safety and law enforcement will decline. The need for outside funding for police training will be greatly increased.

Should police chiefs become elected officials, the likelihood that government services will be regionalized is reduced. Exact demographic representation is more likely to occur, and knowledge of cultural diversity will increase along with the level of police training budgets.

In summary, the occurrence of events like rioting, regionalized government, and mandates for exact racial representation in police agencies have the potential to drive the need for law enforcement leaders and managers to learn more about cultural diversity management.

Future Scenarios

Three future scenarios are provided based on the trends and events forecast data. Each scenario is intended to give the reader a picture of the future *if* certain events did or did not occur. Each scenario is presented as if it were an address being delivered by Sheriff Jack Gallagher of the Empire County Sheriff's Department to the training committee at the 83rd Annual California Peace Officer Association's (CPOA) Training Conference during May 2003.

Empire County is a fictional, suburban county on the fringe of the Los Angeles metropolitan area. Sheriff Gallagher is a thirty-year veteran of the department, and he has been the Sheriff for three years.

Sheriff Gallagher is addressing the group about his department's experiences in managing a culturally diverse and changing work force.

Scenario 1 - Exploratory (Nominal Mode)

In this surprise-free scenario, none of the events forecasted in the future study occur. Three events do have significant (30% or greater) levels of probability of occurring and thus influence the scenario. The events are: E-1, race riots; E-2, regionalized police services; and E-3, exact demographic representation in police agencies.

"Ladies and gentlemen, during my thirty years with the Empire County Sheriff's Department, many changes have occurred to the work force of the department, as well as in the communities we serve. When I started with the Sheriff's Department in 1973, our work force numbered 500, and other

than a few clerical and jail matron positions, it was almost entirely comprised of white males with military backgrounds. The county's population was under one million, and it was over 75% white.

Ten years ago, the department's work force stood at over 2,000. Sixty percent of our employees were sworn deputies, and about one third of them were women.

As you recall, our state's economy took a serious blow in the early 90's. The aerospace industry scaled down enormously, and over 500,000 jobs were lost. In some parts of the state, unemployment rose to over 15%. As a result, tax revenues for local government fell, and law enforcement budgets were no more spared from cuts than any other parts of government.

The loss of revenues caused our department to restructure itself. We had to change the way we delivered our services. To save money, we had to lay off over 500 deputy sheriff's jobs. They were gradually replaced with about 300 general employees to provide a variety of information-related services and technical tasks that do not require law enforcement authority. This change in service delivery caused our work force to look very different. The public's perception of our ability to deal with crime and their personal safety continued to decline.

Today, over half of our employees are women, and 65% of our employees have racial and cultural backgrounds that are not white-Anglo.

Most of our command level managers tell me that they are frustrated and confused by the attitudes and values of most of our people, especially the general employees. The commanders find it hard to relate to people whose interests and values are different than their own.

Not surprisingly, the biggest work force problem we face today is keeping our general positions filled with experienced people. This is particularly true of our jobs that require computer literacy or other high-tech skills. This is not only disruptive, but it is expensive, too. The exit interviews we do when someone leaves the organization often reveal that our employees feel misunderstood. We find that some employees leave because they feel over-managed and not free to take the actions needed to solve problems. Others tell us that they often feel a sense of conflict between themselves and others with different cultural backgrounds, and that no one seems to know how to mediate conflicts in a way that lets everyone save face.

The population of Empire County has changed just as our work force has. Today we serve over 1.8 million people. Ethnically, we are 51% white, 32% Hispanic, 9% Asian, and 8% black. Racial tensions between these groups continue to be high. The most visible signs of racial conflict seem to be between the black and Asian communities. Some of this conflict is present within the department too.

As I look back on the past ten years or so, I have to ask myself, what could we have done differently? We never did really focus on providing our new and existing managers with any skills that would prepare them for dealing with lots of different cultures and ethnic values. We never had the money, or so it seems, because most of our training money was contingent on POST reimbursement and there just aren't any POST reimbursed courses about cultural diversity management.

My suggestions to the committee is that we try to influence POST to offer reimbursement for diversity management training provided by the regional training centers."

Scenario 2 - Normative Mode

In this scenario, three of the feared but possible forecasted events occur. The events that occur are: E-1, race riots; E-2, regionalized police services; and E-3, exact demographic representation in police agencies.

"Ladies and gentlemen, during my thirty years with the Empire County Sheriff's Department, many changes have occurred to the work force of the department, as well as in the communities we serve. When I started with the Sheriff's Department in 1973, our work force numbered 500, and other than a few clerks and jail matrons, it was almost entirely comprised of white males with military backgrounds. The county's population was under one million, and it was over 75% white.

Ten years ago, the department stood at over 2,000. Sixty percent of our employees were sworn deputies, and about one third of them were women. We had some problems with sexual discrimination complaints, but compared to most departments, we noticed very few problems related to the diversity of our work force.

As you recall, our state's economy suffered a serious blow in the early 90's. The aerospace industry scaled down enormously and over 500,000 jobs were lost. In some parts of the state, unemployment rose to over 15%. Some economists feared it would reach 25%. Thank goodness it did not. As a result, tax revenues for local government fell, and law enforcement budgets were no more spared from cuts than any other parts of government.

We coped with the loss of revenues by laying off over 400 employees. Other police agencies in the county were impacted just like we were. The public's perception of our ability to deal with crime and their personal safety continued to decline, and some local efforts to raise taxes failed.

Then, in the spring of 1996, the legislature passed a law requiring regionalized government services for law enforcement, fire, and transportation services. City and county police agencies were combined under the Office of the Sheriff, and semi-autonomous zones were created in each county to provide locally based service.

This event was followed by two more that had big impacts on our county's law enforcement work force. In the summer of 1996, race related riots between blacks and Asians occurred at Cal State L.A. Incidents of racial violence were occurring within a few days on campuses all around southern California. We even had several conflicts within the department when some employees made insensitive remarks that caused some others to feel angry and hurt.

Then, when we thought we were getting back to normal, in the spring of 1998, the legislature mandated all police agencies to represent the exact racial demographics of their counties plus or minus two percent within three years. We have been in a state of turmoil ever since.

We tried to reach our demographic levels by transferring people to zones that needed one race or the other. Of course, most employees resented this and some quit to take jobs in other states. Our recruiters have had their work cut out for them trying to meet our goals. Our managers, including me, just weren't prepared for these kinds of problems. Most of them feel like they are only hanging on to reach retirement.

It's clear to me that we have to convince POST to reimburse us for cultural diversity management training if we are to ever have future managers and commanders that can operate effectively in a transcultural society.

Scenario 3 - Hypothetical Mode

In this "what if" scenario, three of the feared but possible events occur. A policy is implemented to manage the effect of the impacts. The events that occur are: E-1, race riots between Asians and blacks; E-2, regionalized police services; and E-3, exact demographic representation in police services.

"Ladies and gentlemen, during my thirty years with the Empire County Sheriff's Department, many changes have occurred to the work force of the department, as well as in the communities we serve. When I started with the Sheriff's Department in 1973, our work force numbered 500, and other than a few clerks and jail matrons, it was almost entirely comprised of white males with military backgrounds. The county's population was under one million, and it was over 75% white.

Ten years ago, the department stood at over 2,000. Sixty percent of our employees were sworn deputies, and about one third of them were women. We had some problems with sexual discrimination complaints, but compared to most departments, we noticed very few problems related to the diversity of our work force.

As you recall, about that time the economy was in a recession and reduced tax revenues caused us to lay off over 400 people. Over the years, we've only been able to replace about half of those positions, and none of them were sworn

police officers. There were some predictions from government economists that the unemployment rate in the state would reach 25%. Fortunately, that didn't happen. The public's perception of law enforcement's ability to deal with crime and their personal safety declined steadily because of racial violence and rising crime rates.

Three events occurred that had significant impacts on our work force and what we had to do to effectively manage it. In the spring of 1996, the legislature mandated that police and fire services be regionalized. This caused a lot of disruption and morale initially plummeted. In the summer of that year, race-related riots occurred between black and Asian students on the Cal State L.A. campus. The violence spread to several other campuses throughout southern California. We even experienced some racial clashes within the department when some employees made insensitive remarks that caused some to feel hurt and angry. Our work force looked very different then than it did back in 1973, but we continued to manage it just the same.

A third event occurred in the spring of 1998 that shaped the future of the work force. The legislature mandated that all police agencies had to reflect the exact racial demographics of the community plus or minus two percent within three years.

In 1993, we anticipated a more diverse work force in the future. We realized that our command level managers were not

equipped with the skills and knowledge to effectively manage a culturally diverse work force, and the public wanted to feel served and protected by a work force that understood their cultural values as well.

A group of our supervisors and middle managers were trained in diversity management skills. I tasked them with sharing their knowledge and skills with the entire department. Every year since then, we've gotten a select group of new people trained. Today, many of the first people who learned to manage diversity are in command positions, and they are making sure that we keep a vision of valuing the diversity of our employees.

What has the acquisition of work force diversity skills done for the Empire County Sheriff's Department? Our turnover rate for all employee groups is less than half today of what it was five years ago.

Today, the department has 1,600 employees, half of them sworn. Forty percent of our deputies are white, and sixty percent are people of color. A third of our employees speak English as a second language.

Each year we see positive gains in job satisfaction and sense of accomplishment. We haven't had an EEO complaint in the last two years. Five years ago, we had an average of one per month. Our productivity is up in every division and the public's perception of our ability to deal with crime and their personal safety is on the rise.

I would encourage you to consider the work force diversity needs of your agency and provide the training to your current and future managers that will increase your effectiveness."

Policy Considerations

Policy development will be based on the hypothetical scenario to help create the desired future, namely an effectively managed, culturally diverse law enforcement agency. The policies will be for a fictional suburban Sheriff's Department that neighbors the Los Angeles metropolitan area.

It will be the policy of this agency to:

- Value the cultural diversity of its work force.
- Have command-level managers that possess the knowledge and skills needed to effectively manage a culturally diverse work force.
- Find creative approaches to funding diversity management training.
- Be able to measure the effectiveness of managing diversity by using valid measurement techniques.

The criterion for selecting these policies was their likely successful implementation.

SECTION III

STRATEGIC PLAN

Situational Background

The focus of this section is the development of a plan to implement a strategy for the Empire County Sheriff's Department (a fictional suburban agency) to manage and bring about a desired future based on the hypothetical scenario (Scenario #3) in the futures study, because it represents the future state most desired.

The Empire County Sheriff's Department is a large suburban law enforcement agency on the fringe of the Los Angeles metropolitan area. The county's population has almost doubled to 1.6 million in the last ten years, and future growth is expected to continue. The department has a work force of over 2,000 employees, 1,200 of them sworn. The racial and ethnic demographics of the work force are beginning to change and look more like the general population of the county. Sheriff Jack Gallagher is a thirty year veteran of the department, and he has been the Sheriff for three years. He is concerned that the future command level managers of the department have and use the skills and knowledge needed to effectively manage a culturally diverse work force.

The components of the plan are: a mission statement, situational analysis, organizational capability analysis, stakeholder

identification and analysis, policy alternatives, and a selected strategy.

Mission Statement

The mission statement is presented in two forms. A macro statement represents the model organization's overall mission on behalf of its public constituency, and a micro statement identifies its commitment to the people of the organization.

> Macro - The Empire County Sheriff's Department is committed to the principles of public service and safety through the fair and impartial enforcement of laws, and through active community involvement.
>
> Micro - The Empire County Sheriff's Department is committed to providing a working environment that honors and values the cultural diversity of all its members, and recognizes that within our differences lies our strength. The command staff is committed to having and using the skills and knowledge necessary to effectively manage and lead a culturally diverse work force.

Situational Analysis

An audit of the situation is presented that examines the external and internal environment concerning the issue and sub-issue questions using the STEEP (social, technical, economic, environmental, and

political) process and WOTS UP (weaknesses, opportunities, threats, and strengths) analysis. This audit is used to guide the organization's development of the selected strategy.

A consensus group of four law enforcement colleagues met with the author to develop the situational analysis and identify the stakeholders and stakeholder assumptions. The group members were:

David Bellomy, Captain, San Bernardino County Sheriff's Department

Roger Parker, Lieutenant, Huntington Beach Police Department

Jeffrey Roop, Lieutenant, Fullerton Police Department

Samuel Spiegel, Lieutenant, Corona Police Department

External Environment

Social

Threats - Racial conflicts and tension in the community may contribute to disharmony in the work force because of perceived and real biases held by some members of the department.

Achieving exact racial demographic representation within the department may cause disruptions to careers of some long term employees, and morale will be negatively affected because future promotional opportunities may be limited by the disproportionate representation of some groups.

The rapid change in demographics in the county may outpace the department's ability to recruit and hire qualified applicants from under represented racial and cultural groups.

Opportunities - Community leaders in the county are likely to be supportive of efforts to effectively manage work force diversity.

A work force that is sensitive to and understanding of cultural diversity may serve culturally diverse communities best. The public's perception of how well the department deals with crime may improve if the work force is effectively managed.

Technical

Threats - No threats associated with technology are identified related to this issue.

Opportunities - Continued progress in using computer based information management systems is seen as an opportunity for this issue. Readily accessible information empowers employees to make decisions and take action.

Economic

Threats - The continued decline in local government revenues due to the state's economic recession will affect the number of employees in the work force and may cause that number to decline.

If layoffs become necessary, those employees with the least seniority will go first. In many cases, those employees will be from racially and culturally diverse groups, and their loss will mean a less culturally diverse organization serving communities that are becoming more culturally diverse.

Opportunities - State and federal government efforts to meet the challenges of high crime, especially in inner cities, may result in funding opportunities for the department. Cooperative

cost sharing agreements with public universities may help keep the costs of training programs down.

Environmental

No environmental threats or opportunities are identified for this issue.

Political

Threats - Conservative versus liberal political leaders in the county may withhold support for cultural diversity management training either because it is viewed as unnecessary or because of personal agendas. Some local political leaders may feel that other issues facing the county and the Sheriff's Department are far more serious, and they may not support the use of public funds for this issue.

Opportunities - Many local political leaders are responsive to concerns related to multicultural issues, and they may provide favorable support for cultural diversity training. Legislated requirements for exact racial demographic representation may occur by the spring of 1998.

Organizational Capability

The strengths and weaknesses of the organization are assessed to deal with the environmental threats and opportunities.

Strengths - The Empire County Sheriff's Department administers a

highly respected regional training center. The department has long sought to be a leader in providing quality training services, and it has a good working relationship with the Commission on Peace Officer Standards and Training. The department has developed some cultural diversity training to help meet its service needs in the Hispanic community.

The department has a community liaison unit with deputies that stay in touch with the concerns of "minority" leaders in the county. The agency generally enjoys a good relationship with the leaders of the county's black and Hispanic communities.

Weaknesses - Budget concerns due to falling tax revenues threaten to curtail many existing services, including training, now offered by the department.

Resistance to change by some command level managers in the department is a weakness as it relates to managing a culturally diverse work force. Many senior members of the department see greater diversity as a threat to maintaining high standards.

The department is geographically large. Employees are stationed in ten different locations, and internal communications and management consistency are continuous problems for the organization.

Stakeholder Identification and Analysis

The following groups or entities are stakeholders, and the assumptions they may have about this issue are listed.

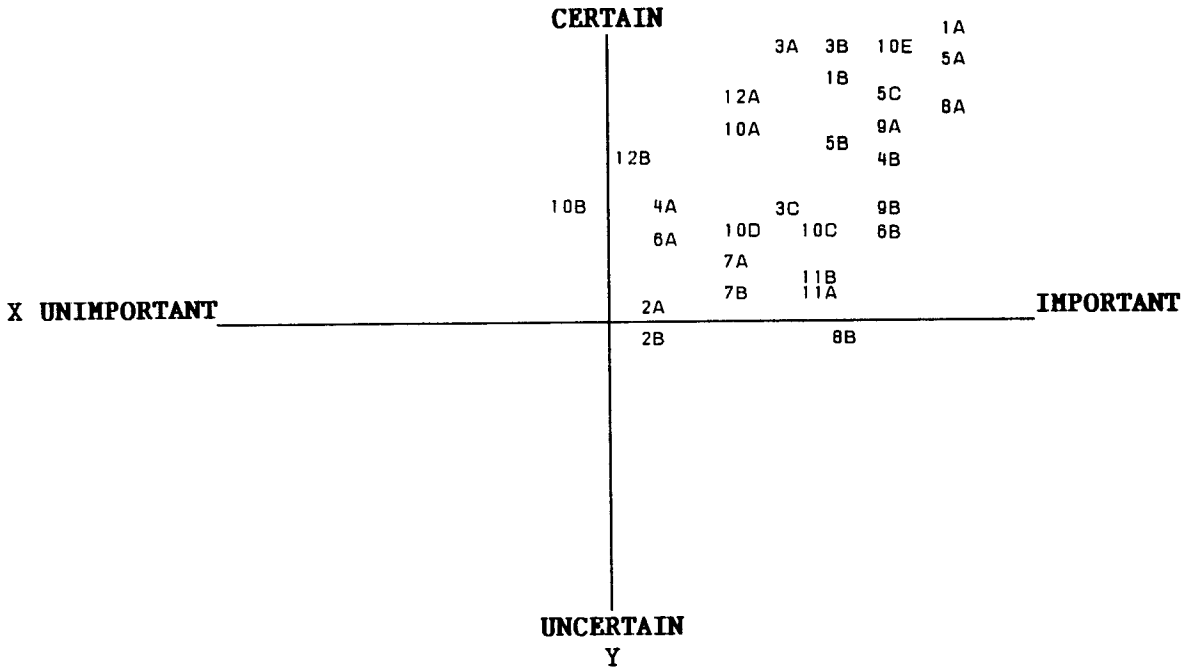
Stakeholder	Assumptions Re: The Issue
1. Commission on Peace Officer Standards and Training	A. Will play an important part in developing funding for and approving curriculum. B. Will play an important role in identifying subject matter experts.
2. State Legislature	A. Will support ideas of diversity management training. B. Will resist funding from new taxes or cutting other programs.
3. California Peace Officers' Officers' Association	A. Maintains a strong interest in management training. B. Will support ideas of training to meet future needs. C. Will have lobbying ability with POST Commission.
4. Peace Officer Research Association of California	A. Generally concerns itself with issues more related to training line officers. B. Has lobbying influence with the POST Commission.
5. Post-High School Learning Institutions	A. Support for partnership in providing accredited education is crucial. B. Will be highly concerned with funding. C. May want to control curriculum content of accredited courses.
6. California Association of Chiefs of Police	A. Support for implementing training will be important. B. Will have strong voice in lobbying POST for funding.
7. California State Sheriff's Association	A. Will have strong influence in lobbying POST for funding. B. Support for implementing training is important.

Stakeholder	Assumptions Re: The Issue
8. *Empire County Deputy Sheriff's Association	A. The need for the association's support for diversity management training is critical. B. May be valuable resource for identifying subject matter experts.
9. Empire County Board of Supervisors	A. Support for funding will be critical. B. May be a resource for publicly promoting the program and involving other county departments in it.
10. Politically Active Organizations That Support Racial and Ethnic Causes Support Racial and	A. Will support concept of diversity training. B. Will resist diversion of funds from programs that may be perceived as more socially important than police training. C. Will have a strong influence in lobbying for or against funding for training. D. May withhold support to ensure their ideas about diversity issues are considered. E. May be a valuable source for identifying subject matter experts.
11. *Homosexual Community Leaders	A. Will want to be considered as an identified class of worker. B. May have a valuable voice in lobbying for funding.
12. *Organizations That Represent Women's Rights Issues	A. Will support concepts of diversity training. B. May have strong influence to lobby for special funding for training.

* = SNAILDARTERS: Those unanticipated stakeholders who can radically impact the strategy.

Illustration 16

STAKEHOLDER ASSUMPTION MAP



Legend of Stakeholders

"X" axis - Importance of the stakeholder's assumption to the department's management of the issue

"Y" axis - Certainty/Uncertainty of the stakeholder's assumption

1. Commission on Peace Officer Standards and Training
2. State Legislature
3. California Peace Officers' Association
4. Peace Officer Research Association of California
5. Post High School Learning Institutions
6. California Association of Chiefs of Police
7. California State Sheriff's Association
8. Empire County Deputy Sheriff's Association
9. Empire County Board of Supervisors
10. Politically Active Organizations That Support Racial and Ethnic Causes
11. Homosexual Community Leaders
12. Organizations That Represent Women's Rights Issues

Developing Alternative Strategies

The author met with a group of six colleagues in December 1992, to develop a list of strategies that could be used to achieve the Empire County Sheriff's Department's micro mission, including the command level managers' commitment to having the skills and knowledge necessary to effectively manage and lead a culturally diverse work force. The fictional department was described to the group as a suburban Sheriff's Department in a county on the fringe of Los Angeles and undergoing demographic change as described in the hypothetical scenario.

The group, comprised of professionals with management and education backgrounds, included four San Bernardino County Sheriff's Department command level managers, one municipal personnel manager, and one university professor. The group chose to be anonymous to achieve the freest expression of their ideas. A complete list of the alternatives is found in Appendix B.

The group used the Modified Policy Delphi process to generate a list of possible strategies. Through a voting process, the list was reduced to three alternatives. The group then analyzed each strategy and identified pros and cons for each.

The following three alternatives were selected for analysis and are presented in rank order of preferences:

Strategy 1 - Form a partnership with the local university extension to jointly develop an ongoing cultural diversity management program that can be attended by current and future command-level personnel.

Advantages

- University extensions are in the business of developing curricula and have access to a broad array of subject matter experts.
- University extension course fees are usually modest compared to other university tuition fees.
- The local university extension is willing to jointly sponsor cultural diversity training.
- A large pool of first-line supervisors and middle managers can be exposed to diversity management training by having local access to an ongoing and updated program.
- Department members who attend will be exposed to people attending the courses who are from other occupations with different views.
- University extensions know how to market educational programs with specific and limited curricula.

Disadvantages

- Alternative funding, beyond any POST reimbursement, may be difficult to find.
- The department may have little control over the selection of faculty members.
- The economic success of the program, and thus its continuance, will depend on enrollment from sectors outside law enforcement.

Strategy 2 - Develop a broad range of cultural diversity awareness curricula that can be POST-certified and offered by the department's regional training center.

Advantages

- POST has recently completed a guidebook for the design of cultural awareness programs.
- The training center has a good reputation for providing basic and advanced law enforcement skills.

Disadvantages

- The course, if POST certified, can be offered to other agencies, and a modest tuition may generate funds for the department.
- The training center staff is small and may not be able to provide all the support necessary to present a high quality program.
- The training center's classroom space is limited by the number of programs already being offered.
- The department may not have sufficient subject matter experts on staff to develop a broad-range program designed for future and current command level managers.
- Support by employees for mandatory completion of training may be difficult to obtain.
- Current state budget problems may jeopardize POST reimbursed funding for new courses.

Strategy 3 - Hire a professional cultural diversity consultant to develop a series of workshops that can be attended by first line supervisors and middle managers over a one year period.

Advantages

- By carefully selecting the consultant, the department can get a very knowledgeable expert.
- The workshop formats can be specifically tailored to the department's needs and future diversity expectations.

Disadvantages

- POST reimbursed funding is doubtful for this format, and current budget restraints make it difficult to fund workshops.
- A series of workshops presented one time may not reach everyone, and there is no guarantee that the department's future command level managers will receive the training.
- Consulting fees for experts in diversity tend to be expensive.

Selected Strategy

The strategy selected by the group is to form a partnership with the local university extension to develop and present a cultural diversity management program. It will be the task of a project manager and team to work with the university representatives to develop the goals and objectives of the program. Specifically, the project team would function as experts in the police culture. The university representatives would function as experts in cultural diversity training. POST would be requested to review, discuss, and give final approval to the program as developed by the project team and university representatives. The goals of the partnership will be as follows:

- To identify the different cultural groups to be the subject of training.
- To identify for each group the relevant and important issues that are valued by members of that culture.
- To develop a set of behavioral objectives for command-level managers based on those issues.
- To develop instructional and experiential plans designed to enable members of the department attending the program to reach the behavioral objectives.
- To conduct workshops and training sessions based on the instructional plans.

This strategy was selected because:

- It should have the widest range of support from the stakeholders.
- It will have the least financial impact on the department.
- The selected employees who attend will be exposed to the views of people who are not exclusively from law enforcement organizations.
- It can be an ongoing program that can be updated and repeated as often as the demand is identified.

- The department can develop a wide range of diversity management experts of its own, and use these experts to train others in the department, by incorporating cultural diversity management and awareness into its own broad range of training services.

Implementation Plan

The selected strategy will be implemented in three phases.

Phase One

The Sheriff will appoint a project management team to meet with representatives of the local California State University extension, the Sheriff's Department training division, and POST consultants from the Training Delivery and Training Program Bureaus to negotiate a partnership agreement to co-sponsor a diversity management program presented in workshop format by the university. The curricula of the workshops will focus on the skills and knowledge needed by managers to effectively manage a culturally diverse work force as identified by the literature scan and interviews with experts in the field of diversity.

This phase will be completed by December 1, 1993. The budgeted cost for this phase is $10,000.00 for the management team's salary.

Phase Two

This phase will result in the universities' selection of faculty, publication, and advertisement of the course schedule and enrollment of students to the first workshop.

During this phase, the Sheriff's Department will select a group of ten first line supervisors and middle managers to attend

the full program of approximately eight workshops over a one year period.

The Sheriff's Department, in cooperation with POST will develop a survey instrument to measure levels of awareness and sensitivity to cultural diversity. The survey will be administered to all department personnel before the workshops are offered and every two years after they have begun.

This phase will be completed by June 30, 1994, with a budget of:

$ 10,000.00	for development and interpretation of the survey
5,000.00	for the universities' costs.
25,000.00	Total Phase Two
10,000.00	Total Phase One
$ 35,000.00	Total program cost

Phase Three

During this final phase, the management team will develop and communicate the diversity management goals of the department to its members through the various information channels within the agency.

Throughout the project period (1993-2003), the management team will meet at least bi-annually to:

- Assess and measure the effectiveness of the program by examining survey results.
- Review the development of plans for in-house training programs targeted to include cultural diversity training.
- Select additional first-line supervisors and managers to attend diversity management training at the university.
- Recommend the appointment of new members to the management team as vacancies occur.

- Meet with community representatives and stakeholders to learn their concerns about cultural diversity as they relate to the program.

- Recommend commendations for managers who have demonstrated achievement of diversity management goals.

- Explore discretionary sources of funding, such as asset seizure monies, that can be used to help finance cultural diversity management training.

SECTION IV

TRANSITION MANAGEMENT PLAN

The Transition Management Plan will provide a structure for the target organization to successfully execute the implementation plan.

The plan is prepared for a fictional agency with the intent that it can serve as a model for any agency experiencing similar needs.

Transition Management Situation and Strategy

The target organization is the Empire County Sheriff's Department, a fictional suburban department on the fringe of the Los Angeles metropolitan area. Sheriff Jack Gallagher is concerned that the future command level managers have the knowledge and skills to effectively manage a culturally diverse work force.

The department has about 2,000 sworn and general employees, and provides general law enforcement services to about 500,000 people in the unincorporated communities and thirteen of the twenty-six cities in the county. In addition, the department provides jail services for the entire county and operates a regional training center, serving over fifty law enforcement agencies in southern California. Empire County neighbors Los Angeles County and is impacted by the demographic, cultural, and political trends and events of this very diverse region.

The future study conducted at the forefront of this project

identified five relevant trends and events that will impact the issue by the year 2003.

A hypothetical scenario was developed based on three of the events occurring and having some impact on the issue. The strategy selected to manage the situation includes the formation of a partnership between the Empire County Sheriff's Department, the local California State University extension to develop and co-sponsor a POST certificated course of workshops in cultural diversity management. The strategy is expected to be implemented by June 30, 1994.

The Critical Mass

The critical mass for this project was identified through consultation with three of the researcher's colleagues working as a focus group. The group members were:

Michael O'Rourke, Captain, San Bernardino County Sheriff's Department

Ron Pendleton, Ph.D., University Professor

N. T. Williams, Executive Officer, San Bernardino County Sheriff's Department

The key players were selected for their positions and influence inside the department or for their ability to assist the fictional department in providing and funding diversity management training. The key players are:

1. Sheriff Jack Gallagher

   As the Chief Executive, Sheriff Gallagher directly influences the corporate values of the department.

2. Deputy Chief Al Markman, Bureau of Human Resources

   Chief Markman oversees the department's recruitment, training, and personnel functions, all of which are impacted by diversity issues.

3. Captain Robert Garcia, Employee Development Division

   Captain Garcia is in charge of the department's training academy and the training programs for general employees. He has budget authority for administering the department's training programs and approves new courses to be taught by the academy.

4. Sergeant Richard Jones, Cultural Awareness Facilitator

   Sergeant Jones has been appointed by Sheriff Gallagher as the department's facilitator of cultural awareness programs. He has begun the process of incorporating "cultural awareness" training into the courses taught to line officers. Diversity training for managers will include cultural awareness.

5. Donna Jackson, Ph.D, Associate Professor at the local California State University Extension

   Doctor Jackson can assist the department in gaining the cooperation of the university to provide accredited diversity training through its extension program.

6. Mr. Lou Smith, POST Consultant for Cultural Awareness Programs

   Mr. Smith is guiding the development of cultural awareness training for sworn peace officers on a statewide level. He can assist the department in gaining funding for diversity management training through the POST reimbursement program.

Illustration 17 is a chart that represents each key player's readiness and capability to support this strategy.

Illustration 17

CRITICAL MASS READINESS/CAPABILITY CHART

	Readiness			Capability		
Key Player	High	Med	Low	High	Med	Low
Sheriff Gallagher	X			X		
Deputy Chief Markman		X		X		
Captain Garcia		X			X	
Sergeant Jones	X				X	
Donna Jackson		X			X	
Lou Smith		X		X		

The researcher, assisted by his colleagues, evaluated the critical mass to determine each player's current and desired commitment position. Sheriff Gallagher is very interested in the issues of managing diversity and is currently able to make the project happen. The success of the project requires that his commitment remain the same because of his impact on the department's values. Chief Markman does not oppose the project, and success of the project requires that his position move to "help happen," because of his influence in the areas of recruitment, personnel selection, and training. Captain Garcia's current position is "let happen," and because he directly manages the department's training programs, his desired position for the project is "make happen."

Sergeant Jones is currently facilitating the department's "cultural awareness" programs. His current and desired positions are "help happen," because of the valuable contacts he has in the cultural

awareness field. Donna Jackson is in favor of the project but not responsible for any department programs as such, and therefore, her current position is "let happen." Because Doctor Jackson's assistance in developing accredited diversity management training through the State University extension programs is very important, her desired position is "help happen." Lou Smith's current position is "let happen," because his interest is not specifically focused on the department's "agency specific" training agenda. His desired position is "help happen," because of his ability to assist the management team in finding subject matter experts and in gaining approval for tuition reimbursement under the POST certification program.

Illustration 18 indicates the current (C) and desired (D) commitment positions of the key players.

Illustration 18

CRITICAL MASS

Type of Commitment

Key Player	Block Change	Let Happen	Help Happen	Make Happen
Sheriff Gallagher				CD
Deputy Chief Markman		C>		D
Captain Garcia		C>	D	
Sergeant Jones			CD	
Donna Jackson		C>	D	
Lou Smith		C>	D	

The team appointed to implement the plan must work with the key players/critical mass to achieve their desired types of commitment.

Management Structure

The management structure recommended for this project is a Project Management Team, with the project manager appointed by the chief executive (Sheriff Gallagher). The team members, representing a diagonal slice of the department, should be selected by the project manager. The team members should represent both line and staff functions of the department with responsibility for managing operations, recruitment, and training. Work done by the team will be an added responsibility for the members in addition to their regular duties. Participants on the team should consent to serve and be committed to the idea of managing change in the transition state.

The recommended manager for this project is Deputy Chief Al Markman. As the person in charge of the Human Resources Bureau, Chief Markman has the overall responsibility for training and recruitment in the department and is in the best position to select the team members who can assess the diversity training needs of the department.

The Project Management Team must address several issues. First, the team must agree with the university representatives what diversity management skills and knowledge are needed or desired for the department's command level managers in light of the expected future demographics of the county and the department's work force in the year 2003.

Next, the team must identify which existing management development programs offered by the department can be modified to include diversity skills and awareness training for those members of the organization who are likely to be command level managers in ten years.

Then, the team must negotiate with POST representatives to certify a course of instruction that will offer the necessary training with all or some of the tuition being reimbursable. This team must also select the members of the department who will be assigned to attend the full program. Finally, the team must develop and administer a survey instrument that will, over time, assess the effectiveness of the department's management of cultural diversity and decide how to use the results of the surveys to affect positive change.

The following organization chart illustrates how the Management Team can be structured.

Illustration 19

Chairman (Deputy Chief Markman)

2 Field Operations Bureau Reps.	2 Corrections Bureau Reps.
1 Employee Development Rep.	1 Employee Services Rep.
1 Community Liaison Rep.	1 Research/Planning Rep.

Techniques to Support Implementation/Change

The management team must use a variety of methods to implement the training changes they will recommend, including:

- Designing the internal organization of the team and setting individual responsibilities.
- Designing a communications plan that will reach and inform all appropriate parts of the department about the program and its goals.
- Building support for diversity skills training with the stakeholders and overcoming the objections of those opposed by meeting with them and clarifying concerns.
- Setting time tables for implementation of training that will occur within the department.

- Setting achievement expectations for future managers, such as the successful completion of a course of study in diversity issues.

- Assessing the availability of discretionary funds that can be used to fund diversity management training including: narcotics asset seizure money, user fees from other training programs, special grants, and gifts.

The following chart illustrates how the Project Management Team may set its responsibilities.

Illustration 20

RESPONSIBILITY CHART (RASI)

	Project Manager	Employee Development Rep	Community Liaison Rep	Employee Services Rep	Research and Planning Rep	Corrections Bureau Reps	Field Operations Reps
Negotiate with POST	A	R	S	S	S	S	S
Negotiate with California State University	A	R	I	S	S	S	S
Identify existing programs to include diversity training	I	A	S	I	R	S	S
Select employees to attend training	A	I	S	R	S	I	I
Develop survey to measure effectiveness	A	I	S	I	R	S	S
Approve funds for project	A	R	S	S	S	S	S

R = Responsibility (not necessarily authority)
A = Approval (right to veto)
S = Support (put resources toward)
I = Inform (to be consulted)

Responsibility charting is a "do it yourself" mechanism for groups to aid in establishing clear responsibilities for the members. Its value is increased group understanding and agreement about the rules and responsibilities of each individual.

Section Summary

This section has covered the transition management of the project. Included was the transition management situation, followed by an analysis of the critical mass, an assessment of the members' readiness and capability, and the type of commitment required for the project to be successful. The section concluded with a description of the management structure that was foreseen.

Conclusions

The conclusions that may be reached with respect to the sub-issues are as follows:

What will be the structure of cultural diversity training?

The strategic plan involves a joint effort by law enforcement agencies and California State University Extensions. Together, the two form a partnership to co-sponsor and provide diversity management training to current and future managers in a workshop format. The content of the curriculum would include skills, as well as specific knowledge, about the cultural values of groups represented in the work force. The curriculum should be updated and ongoing.

What will be the status of funding for management training related to cultural diversity?

Unquestionably, funding will be low. Three strategies were suggested to solve the problem of limited funding. The first is to seek POST certification and reimbursement of tuition costs. The second is to restrict the number of individuals to be trained, with the intent that they would return to the organization and inculcate the remaining members with the knowledge and skills they obtained. The third is to make use of a percentage of funds seized by asset forfeiture and other discretionary sources to finance cultural diversity training.

What will be the status of measuring effectiveness of managing cultural diversity?

The data showed that a combination of methods would be necessary. First, to survey the work force to determine its base line level of cultural awareness. Second, after the program has been in place for some time, to periodically survey the work force to determine whether the goals and objectives of the program have been met. Concurrently, the organization has to examine personnel records to determine the percentage of resignations and complaints that may be traced to problems in cultural awareness. In addition to the above, if managers who have control over hiring within their department are made responsible for the ethnic mix of those under them, an additional measure of success can be the extent to which appropriate levels of each ethnic group is represented at each level of the organization as the years pass.

The issue question is:

What skills and knowledge must command-level police managers have to effectively manage a culturally diverse work force by the year 2003?

A review of the literature and interviews with experts in cultural diversity management indicate that six important skills and areas of knowledge must be mastered. These are: (a) knowledge of one's own ethnocentrism; (b) knowledge of the cultural relativism of the people, including colleagues and subordinates; (c) mentoring and coaching skills; (d) communicating in high and low context conditions; (e) conflict mediation in cross-cultural disputes; and (f) empowering the work force to achieve the organization's vision.

Recommendations

The focus of this work has been cultural diversity management. Further studies are recommended for managing diversities related to gender, age, sexual preference, and physical disabilities as they may affect California law enforcement agencies.

APPENDIX A

Candidate trends and events identified by the NGT Panel in April 1992:

Trends (* = Selected for forecasting)

1. Immigration to California.
2. Migration of Americans to California.
* 3. Knowledge and awareness of cultural differences by law enforcement managers.
* 4. Law enforcement training budgets.
5. Rate of hate crimes.
* 6. Public's perception of personal safety.
7. Out-migration of Californians.
8. High school graduates.
9. College graduates in law enforcement.
10. Monetary inflation.
11. Employee leisure time.
*12. Public's perception of law enforcement's ability to deal with crime.
*13. Need for outside funding for police management training.
14. Computerization
15. Women in law enforcement.
16. Employee satisfaction.
17. Employee conflict on the job.
18. Organization downsizing.

Events (* = Selected for forecasting)

1. Collapse of economic system as we know it.

* 2. Race related riots in Los Angeles between blacks and Asians spread to college campuses outside the Los Angeles area.

* 3. Regionalized government is mandated by the legislature.

* 4. Unemployment reaches 25%.

* 5. Exact demographic representation +/- 2% in police agencies is mandated by the legislature.

6. All government information systems are unified.

7. Roe Vs. Wade is overturned.

8. Local agencies impose strict building moratoriums.

9. School voucher system is imposed.

10. Federal government takes control of all local school systems.

11. Hand held computer translators are developed.

*12. Police chiefs will become elected officials.

13. Police are tasked with environmental law enforcement.

14. Earthquake in Japan causes economic disaster that affects the United States economy.

APPENDIX B

Alternative strategies:

- Co-sponsor a training program with a local university to develop a small number of experts who will train others.
- Hire a diversity consultant to train staff.
- Develop an internal newsletter with diversity management articles written by members of the department.
- Encourage supervisors and managers to become "big brothers" or "big sisters" in the community.
- Develop an in-house training program and require all supervisors and middle managers to attend.
- Sponsor diversity forums for members to share cultural backgrounds with one another.
- Buy cultural diversity video series and provide copies to each command/division.
- Conduct structured cultural surveys of employees, as a part of annual reviews, for benefit of enlightening supervisors about cultural backgrounds of employees.
- Promote cultural awareness around holidays of diverse groups by having theme days.
- Network with ethnic community centers.

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