HOW WILL LAW ENFORCEMENT RESPOND TO ETHICAL DILEMMAS WITHIN CALIFORNIA'S CHANGING CULTURAL DIVERSITY BY THE YEAR 2004?

TECHNICAL REPORT

by

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Command College, Class XIX
Commission On Peace Officer Standards
And Training

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SECTION I: INTRODUCTION

"The person who is truly effective has the humility and reverence to recognize his own perceptual limitations and to appreciate the rich resources available through interaction with the hearts and minds of other human beings. That person values the differences because those differences add to his knowledge, to his understanding of reality."[1]

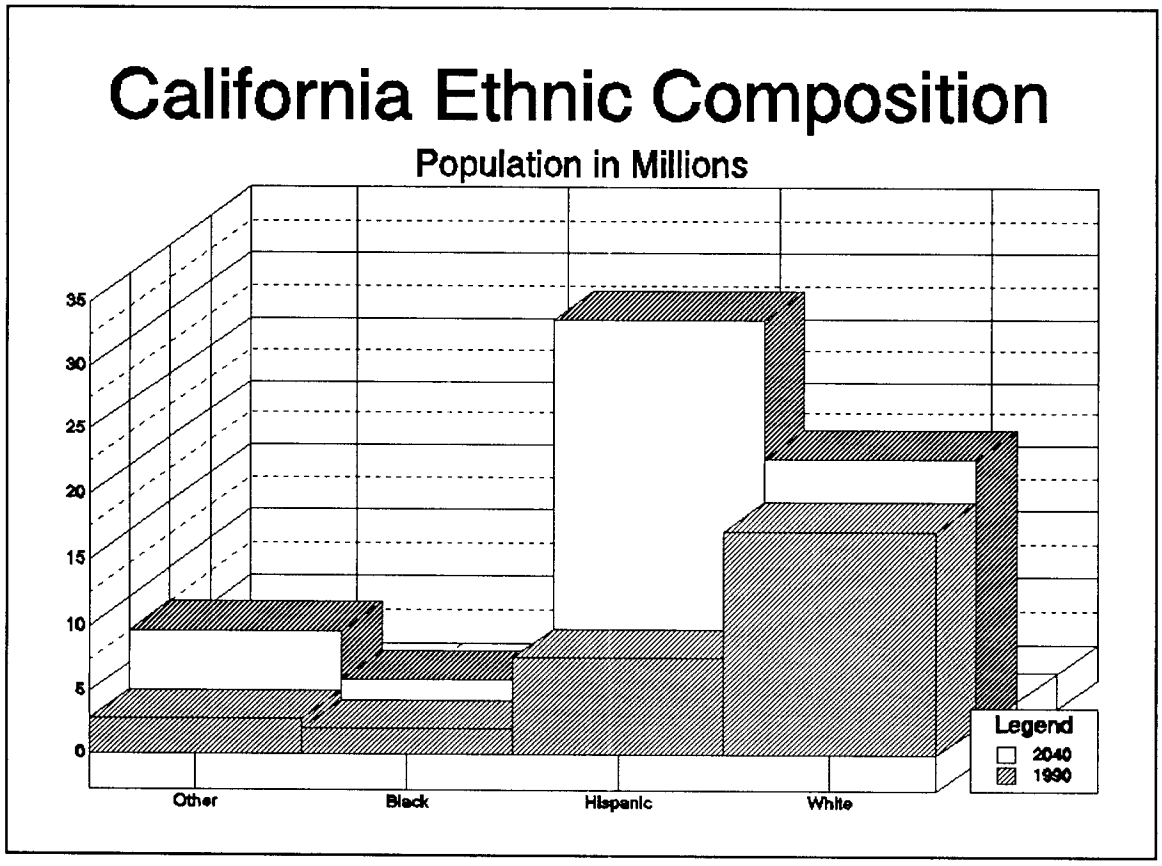
STEPHEN R. COVEY

The cultural diversity of California is rapidly changing. According to Lewis Butler, writing in the San Diego Union Tribune in January of 1993, "By the year 2000, no single group in California will be over 50% of the population"[2]

California's population was estimated by the San Francisco Chronicle at 31,552,000 on January 1, 1993.[3] However, the population of California is expected to be 36,400,000 by the year 2000,[4] and 47,900,00 by the year 2020[5], as reported in the San Mateo Times. Additionally, as the population is expected to increase, there is also an expected increase in the ethnic diversities of California. Illustration 1 indicates the anticipated ethnic diversity changes in California's population from 1990 to 2040.[6]

As the data in Illustration 1 indicates, the anticipated ethnic changes in population are expected to be in the ethnic diversities of the Asian-Americans and Hispanics. Illustration 1 depicts, the anticipated ethnic composition for the years of 1990 and 2040. The categories for ethnicity analysis are listed as Black, White, Hispanic, and Other. Other includes the Asian-American and Pacific Islander.

ILLUSTRATION 1



In a separate Census Bureau study released September 28, 1993, there were several forecasts concerning the future diversity of the population in the United States, projected out to the year 2050, which correlate with the above described trend in California:

1. The Hispanic population will increase from 9% today to 14% in 2010 and 23% in 2050.
2. The Black population will increase from 12% today to 13% in 2010 and 16% in 2050.
3. The Asian American population will increase from 3% today to 10% in 2050. This will remain the fastest growing racial group.[7]

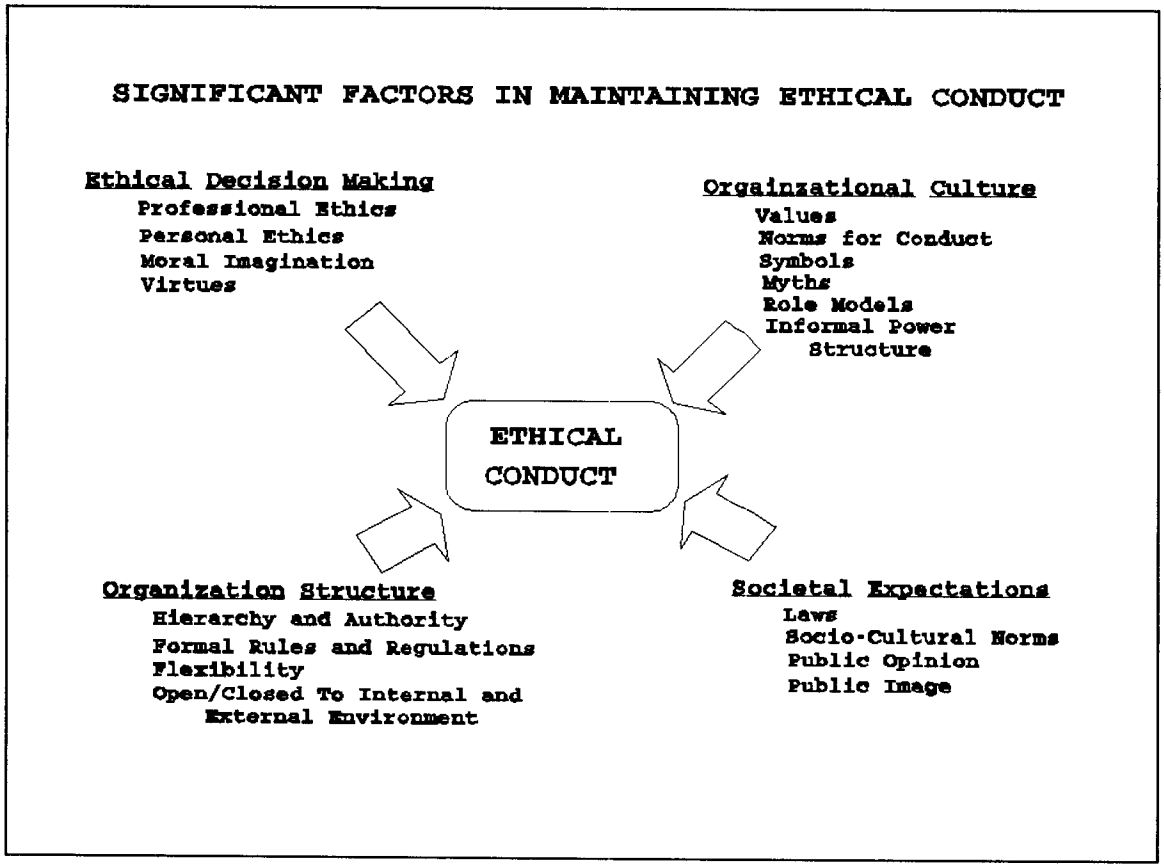
When law enforcement managers consider the significant factors in maintaining ethical conduct, they quickly discover that such

things as "Socio-Cultural Norms", "Values" and "Personal Ethics" have a direct effect as stated by Dr. Terry Cooper of the University of Southern California.[8] This is demonstrated in Illustration 2, "Significant Factors In Maintaining Ethical Conduct". Therefore, since different cultures bring with them a potentially different set of socio-cultural norms, values and personal ethics, it becomes imperative that law enforcement managers carefully explore ways to respond to the ethics of this changing cultural diversity in order to maintain law enforcement ethics at a standard which is acceptable to the law enforcement profession and society in general.

It is one assumption of this research that the standard for law enforcement ethics will and should remain constant. However, the values and ethics of law enforcement officers are apparently more often being questioned through citizens' complaints and media exposure than ever before. As an example, recent newspaper headlines have read:

"Ethics Commission Proposed for San Francisco"[9]
"Mexican Villages Fight Corrupt Cops"[10]
"Detroit Cops Fired Over Fatal Beating"[11]
"Former Cop Pleads Guilty in Rape Cases"[12]
"Jury Finds 5 Law Enforcement Officers Guilty of Accepting Bribes in Kentucky"[13]
"Tape Catches Texas Officer Beating Suspect in Handcuffs"[14]
"Murder Trial Ordered For Denver Officer"[15]
"King: Police Taunted Him with Racial Slurs"[16]
"Half Moon Bay Chief Cleared of Ethics Charges"[17]
"Ex-NYC Officer Tells Stark Tale of Cops Gone Bad"[18]
"San Jose Cop Guilty in Sex Videotaping"[19]
"NAACP Says Racism Makes Cops Mean"[20]
"New York City Cops, License for Crime"[21]
"12 D.C. Cops Plead Not Guilty to Bribery"[22]
"Federal Police Probe Urged"[23]

ILLUSTRATION 2



In order to establish a common basis for discussion of cultural diversity and ethics, a set of definitions for descriptive terms was established, as follows:

Ethic: A principal of right or good conduct. A system of moral principles or values.[24]

Culture: The totality of socially transmitted behavior patterns, arts, beliefs, institutions, and all other products of human work and thought characteristics of a community or population.[25]

The essential core of culture consists of traditional ideas and especially their attached values.[26]

Diversity: **The fact or quality of being diverse; difference.**[27]

Multicultural: **Of, relating to, or intended for several individual cultures.**[28]

Acculturation: **The modification of the culture of a group or individual as a result of contact with a different culture.**[29]

Race: **A subgroup of peoples possessing a definite combination of physical characteristics, of genetic origin, the combination of which to varying degrees distinguishes the subgroup from other subgroups of mankind.**[30]

Ethnicity: **A group classification in which the members share a unique social and cultural heritage passed on from one generation to the next.**[31]

Through literary research, it became apparent that different cultures maintain varied beliefs, customs, rituals, values, and desires. Angai Ma Wong noted that "American values by contrast (to Asian values) encourage and celebrate individualism, independence, and assertiveness".[32] Fardad Fateri, Ph.D., reported that "our society is the outcome of an evolutionary process which is consistently and continually being influenced by rearrangements and introduction of economic, social, political and cultural variables".[33] These cultural variables are manifested in daily conduct. Therefore, the conduct of any particular ethnic diverse group may be questioned when their conduct is viewed through the different perceptions and expectations of different cultures. As stated by Dr. Gary Weaver, "Simply mixing culturally different people together does not resolve misunderstandings and conflict. Quite the contrary. Differences usually become more apparent and hostilities can actually increase during encounters between

culturally diverse individuals".[34]

Diversity issues include such things as age, gender, ethnicity, physical disabilities and sexual preference. However, the scope of this research concentrated on ethnic cultural diversity. This does not mean that the other diversity issues have less merit. Rather, this research leaves the other diversity issues such as gender, physical disabilities, sexual preference, and age for future consideration and research by others.

Additionally, in examining the issue of law enforcement response to the ethical dilemmas of changing cultural diversity, the determination of the focus on the environment is external to law enforcement versus the internal environment of the law enforcement profession was not differentiated. The writer made the determination that since the cultural diversity of the population in California is changing, law enforcement will eventually change to be more representative of that population in ethnic composition.

ISSUE QUESTION FORMULATION:

In August 1993, the management group of the Foster City Police Department, consisting of the Chief of Police, a captain, four lieutenants and the Technical Services Manager met to "brainstorm" the issue question.

How Will Law Enforcement Respond To Ethical Dilemmas Within California's Changing Cultural Diversity By The Year 2004?

The issue question was listed and brainstorming was done to identify the sub-issues which would impact the issue question. The

sub-issue topics were identified and listed without judgement, on which sub-issues would have the greatest impact on the issue question. The participants then discussed the sub-issues to refine them into the following eleven (11) sub-issues.

1. Law Enforcement Perceptions
2. Workplace Effect
3. Increasing Individualism
4. Cultural Recruitment
5. Education
6. Citizen Review Groups
7. Reward Systems
8. Cultural Volume
9. Society
10. Training
11. Political Responsiveness/Change

A "Relevance Wheel", Illustration 3, was then developed by the writer to illustrate the sub-issues and relationships.

The participants in the brainstorming process were then asked to individually and anonymously write down the three sub-issues which they felt would have the greatest impact on the issue question. The results were tabulated to determine the three (3) most prominent sub-issues.

The three sub-issues which surfaced as a result of this brainstorming process were:

1. **How will law enforcement agencies integrate culturally diverse managers into law enforcement leadership roles?**

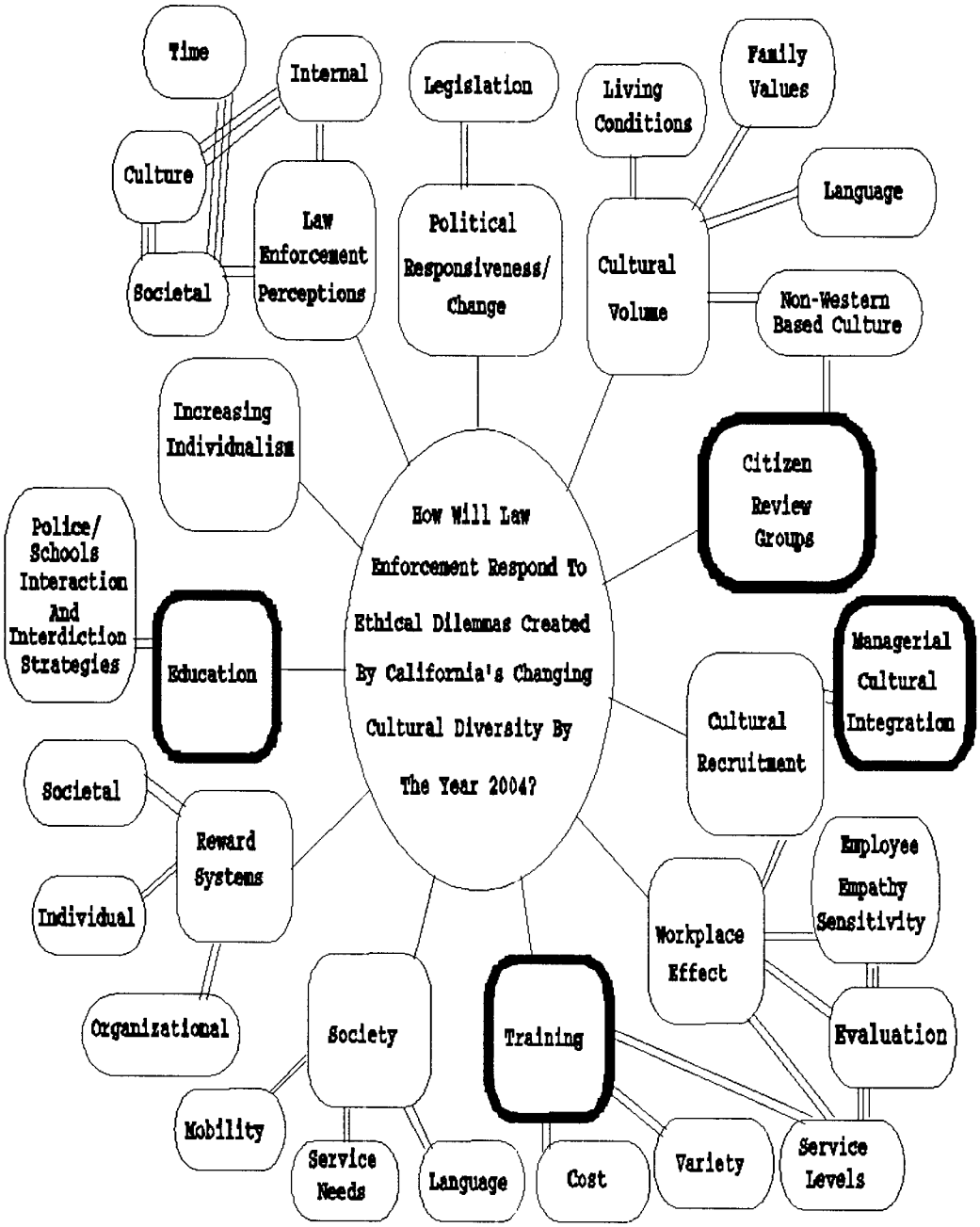
2. **How will law enforcement agencies integrate community cultural diversity concerns into police organizations?**

3. **How will law enforcement agencies develop internal training programs to cope with the ethical dilemmas created by changing cultural diversity?**

The consensus of the group was that there is a need to pursue citizen-based programs and internal law enforcement programs to

ILLUSTRATION 3

RELEVANCE WHEEL



maintain and codify law enforcement ethics. Additionally, the need to identify and promote culturally diverse law enforcement managers or law enforcement managers who demonstrate a multiculturally diverse orientation into law enforcement leadership positions is also a major concern.

As stated by U.C.L.A. Dr. Leo Estrada on February 3, 1993:

> "It is going to be up to people like us (law enforcement executives) to make the right decisions about how to handle the future demographic changes facing the United States and California in particular. Because it isn't likely that we will have enough time to wait for hiring, training, experience and promotion of minority officers".[35]

The need to examine how law enforcement will respond to the ethical dilemmas created by cultural diversity has never been greater. Without examination and scrutiny, law enforcement may well fail to develop necessary strategies to cope with any negative impacts or capitalize on any positive impacts of the ethics of this changing cultural diversity upon law enforcement. It is through the examination of trends and events that deal with the ethical dilemmas of this changing cultural diversity and their impact upon law enforcement organizations, that the future forecasting of this issue begins.

SECTION II: FUTURES STUDY

NOMINAL GROUP TECHNIQUE (NGT) DESIGN

In order to study the issue and sub-issues, the Nominal Group Technique was used to identify trends and events which would impact the issue and then forecast those trends and events which were deemed to have the greatest impact on this emerging issue. A nominal group was contacted and requested to participate in the NGT process. The ten members included:

PANEL MEMBER	SEX/RACE	EXPERIENCE/BACKGROUND
1. Commander Pete Nannarone San Carlos P.D.	male/white	24 years in law enforcement
2. Officer Joni Lee South San Francisco P.D.	female/asian	15 years in law enforcement
3. Kristi Chappelle Assistant City Manager/ Director of Personnel City of Foster City	female/white	14 years in city government
4. Pastor Jeff Farrar Central Peninsula Church Foster City	male/white	16 years as pastor
5. Mr. Ken Torre San Mateo County Superior Court Administrator	male/hispanic	20 years in position
6. Ms. Judy Bloom Senior Staff Assistant for California Assemblywoman Jackie Spiere	female/white	7 years in position
7. Ms. Peggy Ankerbrand Chamber of Commerce President Foster City	female/white	15 years in position
8. Ms. Fran LaMoyne Principal, Audobon School	female/white	3 years in position, 21 years teaching

9.	**Mr. Julius Chiang Branch President First Interstate Bank, San Mateo**	**male/asian**	**1 years in position, 15 years in banking**
10.	**Mr. Willie McDonald Fire Chief, Foster City**	**male/black**	**1 year in position, 15 years in service**

NOMINAL GROUP TECHNIQUE: TREND DEVELOPMENT

The first phase involved the NGT group members identification and prioritization of trends which could potentially influence the issue over the next ten years. The trends were identified by each group member through silent generation and round-robin identification to develop a list of trends that the group felt would influence the issue over the next ten years. The trends were then listed, one-by-one, on flip-chart paper for all group members to see. The trends were then posted around the room. The group then clarified the trends and eliminated or combined any duplicates. The group developed a list of 36 trends which are listed in Appendix A.

The group members then individually and silently voted for the top ten trends they felt would have the greatest influence on the issue and sub-issues. The group then individually rank ordered their top ten trends by voting on each trend using a numerical scale of "1 to 10", with "10" being the most important and "1" being the least important. The results of the voting were tabulated and a list of the top ten trends were presented to the group. The group then discussed the top ten trends for group

clarity of understanding. The top ten (10) trends and trend descriptions follow.

TOP TEN TRENDS

1. **Level of family structure: single parents, blended parents, and grandparents raising children families**

   This trend deals with the change in the nuclear family; including families with single parents, blended parents (parents of different ethnicity) and families where the grandparents are raising the children in the absence of the natural parents.

2. **Level of economic security**

   This trend deals with the feeling of economic security experienced by U.S. society in general and California residents in particular. The feeling of a lack of economic security was viewed as potentially creating behavior in culturally diverse persons and groups which could create ethical dilemmas.

3. **Level of cultural diversity education**

   This trend is concerned with cultural diversity education. Specifically, the concern is with the amount and necessity of cultural diversity training, and the age at which this type of education should begin.

4. **Level of illegal immigration**

   This trend deals with illegal immigrants entering the United States and California in particular.

5. **Level of media influence**

   This trend deals with the extent to which the media (in all forms) is capable of influencing public opinion. The ability of the media to manipulate public opinion regarding ethical dilemmas can compound problems associated law enforcement perceptions of the ethical dilemmas and appropriate responses.

6. **Level of ethics training**

   This trend is concerned with the amount of ethics training in schools and public service.

7. Level of "anti-immigrant sentiment"

This trend deals with "anti-immigrant sentiment" felt by residents of the United States and California in particular.

8. Level of racial-diversity hiring making law enforcement representative of the community

This trend deals with the hiring practices of law enforcement agencies attempt to make law enforcement more racially diverse and gender representative of the communities they serve.

9. Level of community advisory groups/councils

This trend is concerned with the extent to which community advisory groups and/or advisory councils influence or direct the actions of law enforcement agencies in responding to the ethical dilemmas created by cultural diversity.

10. Level of technological advances which are depersonalizing the individual

This trend deals with the notion that technological advances tend to depersonalize the individual through such things as telecommuting and shopping from home through television. This reduces interpersonal relationships and allows the individual to avoid the socializing process. This lack of social interaction and membership reduces the ethical responsibility of the individual by making them less dependent upon social interaction. This trend could possibly lead to anti-social behavior and rejection of societal ethics. This trend could also create behavior which causes ethical dilemmas with which law enforcement must cope.

Once the top ten trends were chosen, the group individually forecasted what they felt would be the level of the trend on a Trend Evaluation Form. **Illustration 4** depicts the group forecasts for the top ten trends.

The data gathered for this research was obtained in January of 1994. Each group member considered today's level, in 1994, as 100 and then listed the level as they believed, in their own opinion, it would be ten (10) years from 1994, then five (5) years from 1994, and finally what it would have been five (5) years ago. The

results of this process are displayed in Illustration 4 as the high, median and low scores for the group. The median score for the group, in each field, is indicated in bold.

ILLUSTRATION 4

TREND EVALUATION CHART

TREND STATEMENT	LEVEL OF THE TREND (median group score is in bold)			
	5 Yrs Ago	Today (1994) =100*	5 Yrs From 1994	10 Yrs From 1994
T-1 Level of family structure	200 **80** 20	**100**	300 **175** 10	600 **200** 50
T-2 Level of economic security	200 **50** 0	**100**	300 **200** 50	600 **500** 80
T-3 Level of cultural diversity education	100 **50** 20	**100**	250 **150** 120	500 **200** 150
T-4 Level of illegal immigration	100 **75** 50	**100**	250 **185** 80	500 **250** 80
T-5 Level of media influence	100 **75** 50	**100**	500 **200** 100	750 **300** 100
T-6 Level of ethics training	200 **100** 80	**100**	200 **125** 10	200 **150** 50
T-7 Level of "anti-immigrant sentiment"	200 **75** 20	**100**	200 **125** 50	200 **150** 50
T-8 Level of racial diversity hiring	85 **50** 30	**100**	200 **150** 100	400 **200** 100
T-9 Level of community advisory groups	100 **50** 35	**100**	200 **150** 125	400 **200** 125
T-10 Level of technological advances	80 **50** 25	**100**	500 **200** 130	750 **500** 200

N (number of respondents) = 10 ***Today = 1994**

TREND DEVELOPMENT

The scoring sheets of the individual group members were then collected for collation and the ranking of their results. The following are the trend evaluations for each of the top ten trends as established by the NGT group members. Each of the top ten trends is displayed in graphic illustration starting with Illustration V. Each graphic illustration captures and depicts the futures forecasting of the group for that trend. The narrative analysis of each forecast is then discussed below the graphic illustration.

In viewing the graphic illustrations, the reader will notice that they all display five (5) measurements, the maximum forecast, the upper quartile forecast (the forecast half-way between the median and the maximum), the median forecast, the lower quartile forecast (the forecast half-way between the median and the minimum), and the minimum forecast. The median is displayed as a solid line and all other forecasts in the graph are displayed as broken lines. The significance of these measurements is discussed below each graphic presentation; however, the basic concept is that the greater the distance between the measurements, the greater the lack of group consensus about the trend.

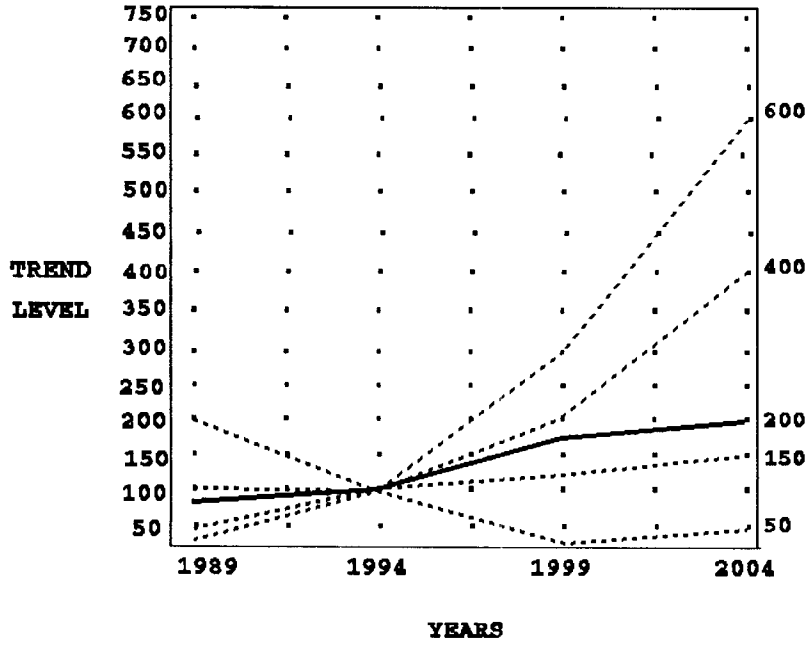
Finally, it should be noted that the NGT panel was extremely diverse in their background such as: ethnicity, gender, occupation and experience. This diversity of group membership was purposely designed into the NGT process in order to allow divergent points of view based upon these background characteristics and the issue

under study. This divergence was also evident in their views and forecasts of the trends. The group divergence of opinion becomes readily apparent with the examination of each trend.

TREND ANALYSIS

ILLUSTRATION 5

Trend 1: Level of Family Structure



Trend 1, "Level of family structure: single parents, blended parents and grandparents raising children families" was viewed by the group as a change from the traditional family to single parent families, blended parent families and children raised by grandparent families and would have a significant impact. The number of children being left at home in single family households,

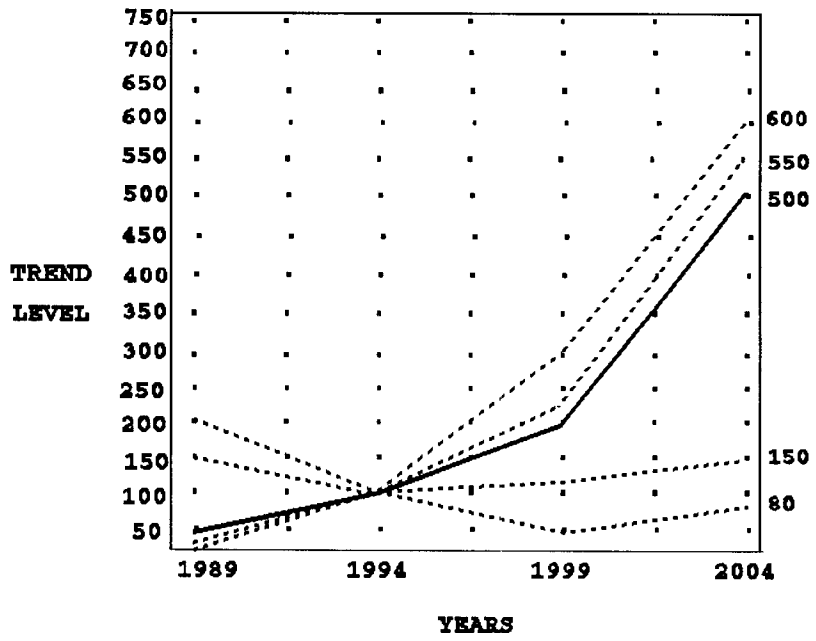
the ethnic differences in blended parent families, and the impact of grandparents raising their grandchildren were seen as having a very significant impact potential. The feeling was that these children might develop a slightly different sense of ethics as compared to children raised within the traditional family structure. The group also generally agreed that the level would significantly increase over the next 10 years as Illustration 5 indicates.

However, there were significant differences in group responses. The majority of the group did not believe as strongly about the trend as did the minority of the group. Yet group discussion centered upon the concept that this trend is important and will yield significant impact on the issue and sub-issues by the year 2004.

Finally, the lowest score was not seen as significant due to the ethnic diversity of the group members. Even though the group consisted of four (4) ethnic minorities, and that the group was also half female, there was no feeling that the lowest group score was impacted by this ethnic and gender diversity.

ILLUSTRATION 6

Trend 2: Level of Economic Security



Trend 2, "The level of economic security" was viewed as the relative economic position of the individual in society. The feeling of a lack of economic security was viewed as potentially creating behavior in culturally diverse persons and groups which could create ethical dilemmas to which law enforcement could have to respond. Additionally, the group agreed that generally the "babybusters" do not foresee their economic prosperity being as good as that of their parents. This mental set of the "babybusters" was seen by the group members as causing a change in the work ethic of this portion of the labor pool. The change could be either positive or negative depending upon the panel member. However, it was generally agreed that members of U.S.

society perceive their economic security to be better relative to economic improvement. Therefore, the slight increase in the trend level is generally seen as a positive impact.

However, there were some dissenting group member views as indicated in the Illustration 6. The dissenting opinion centered around an expectation that societal economic recovery and individual economic recovery will not improve much, or may possibly even decrease slightly over the next ten (10) years.

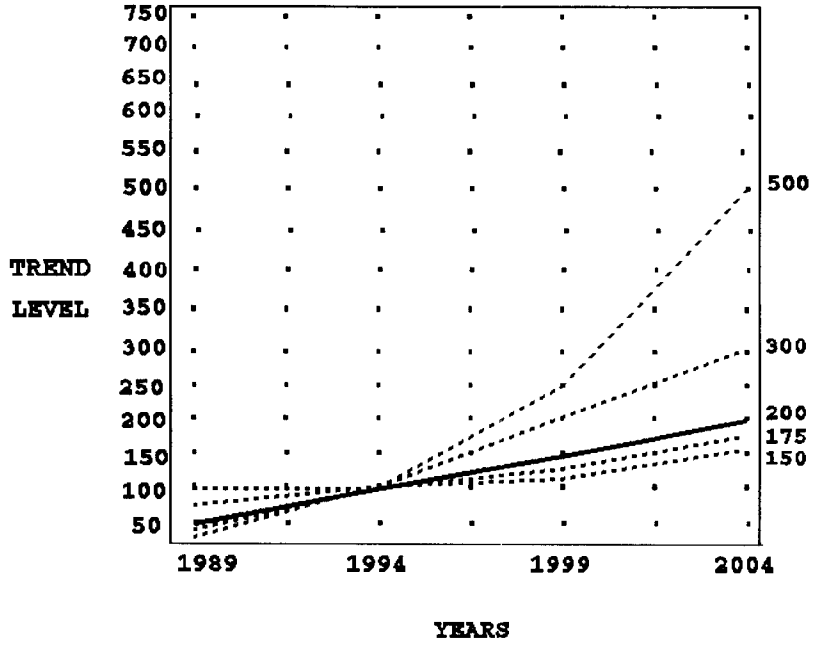
Additionally, there was dissenting opinion regarding where the United States society is now, as compared to where society was in 1989. Some of the group felt that society is worse off now than society was in 1989, as demonstrated by the increasing number of persons on welfare. However, there were some members of the group who said that they felt society is in a slightly better economic security posture now than in 1989. The difference in opinion appeared to be directly related to the occupation of the group member.

The divergence of opinion regarding the level of economic security is demonstrated in Illustration 6. As this graph representation demonstrates, there was a large divergence in opinion. However, the majority of the group felt that the general trend was for an improved feeling of economic security by society. This feeling of improvement was seen by the group as far better ten (10) years from now as compared to five (5) years from now. The general feeling of the group was that the economic forecast for the United States was improving, however, it was improving very slowly.

Additionally, the economic improvement for California was viewed as much slower than the rest of the United States. This improvement is further hampered by the increase in the culturally diverse groups where the feelings of economic insecurity can create ethical dilemmas.

ILLUSTRATION 7

Trend 3: Level of Cultural Diversity Education



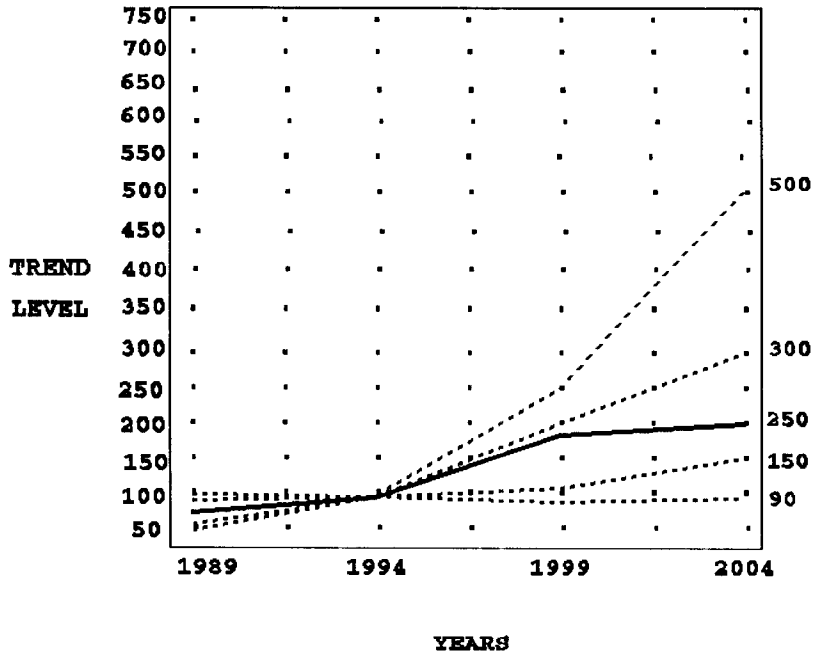
Trend 3, "The level of cultural diversity education" was viewed as increasing and very necessary. The group agreed that cultural diversity education was likely to start in elementary school and be a formalized program. Another aspect of this trend was the need to provide cultural diversity training in the workplace in greater degree than exists currently. Specifically,

the group felt that this training would likely be expanded for police officers due to the increasing numbers of minority officers being hired, and the increasing minority population in California.

Some members of the group that felt very strongly that this was a major trend for consideration that could influence future generations quickly.

ILLUSTRATION 8

Trend 4: Level of Illegal Immigration



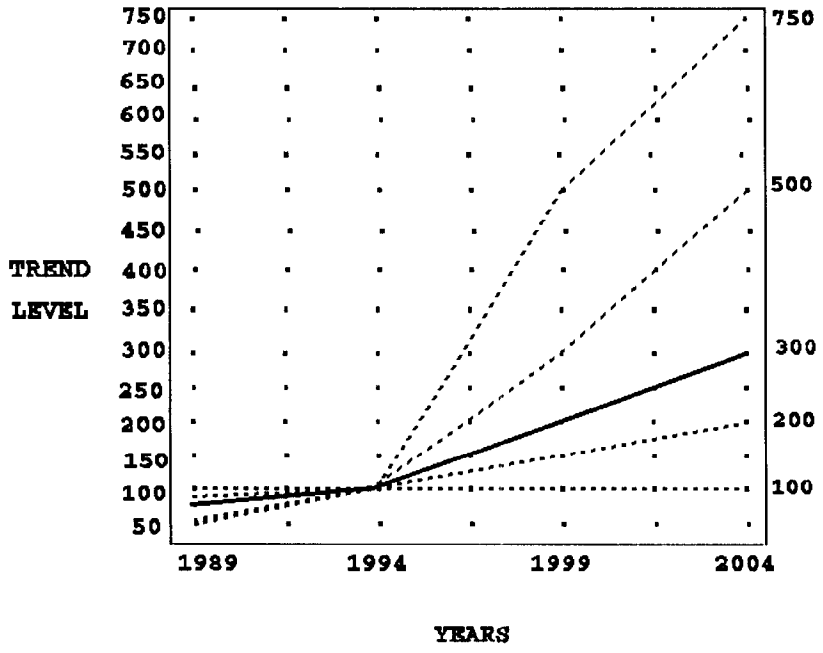
Trend 4, "The level of illegal immigration", by group consensus, increases slightly over the next five (5) years and then increases only scarcely from 1999 to 2004. Illegal immigration was determined to mean the unlawful entering of the United States by a foreign national. The group felt that illegal immigration was more

notable for consideration as a trend because normal immigration is already institutionalized in the United States.

There were differences among several members of the group as demonstrated by the maximum and minimum scores. This was again attributed to the diversity of the group. The range was not modified due to the strength of varying opinion. The other significant comment was a minority belief that the level of illegal immigration would not significantly change over the next ten (10) years.

ILLUSTRATION 9

Trend 5: Level of Media Influence

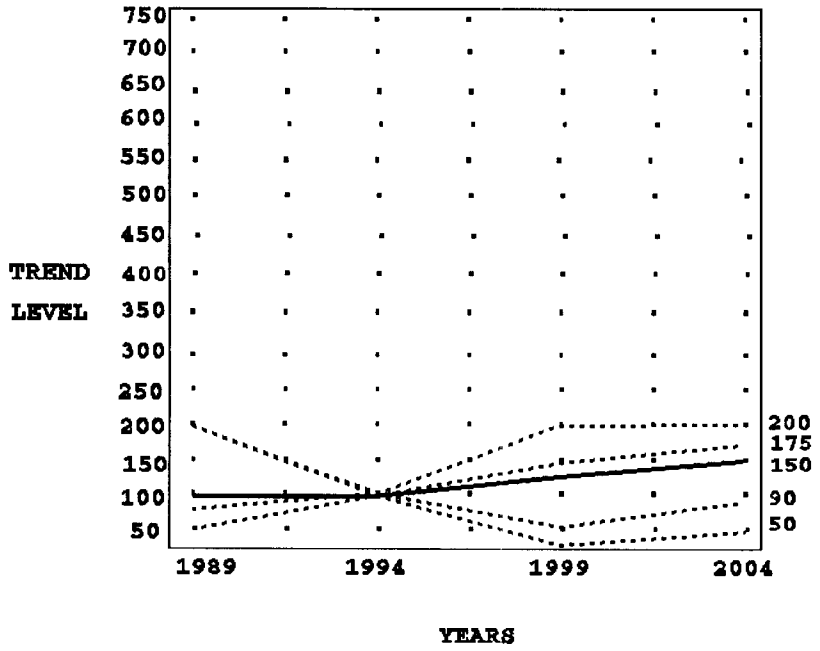


Trend 5, "The level of media influence" was viewed by the group as definitely increasing and group opinion varied quite

significantly. The maximum and minimum scores reached nearly the entire spectrum. The group agreed that the median increase was acceptable as a group consensus. However, the strength of the varying opinion was as solid as it was diverse. There was group discussion that indicated that by media, the group was referring to all types of media. The group felt that public opinion is so easily swayed by media coverage that public opinion regarding law enforcement response to ethical dilemmas created by cultural diversity can be altered. It was also group belief that the increase in media influence will be directly related to technological advances.

ILLUSTRATION 10

Trend 6: Level of Ethics Training

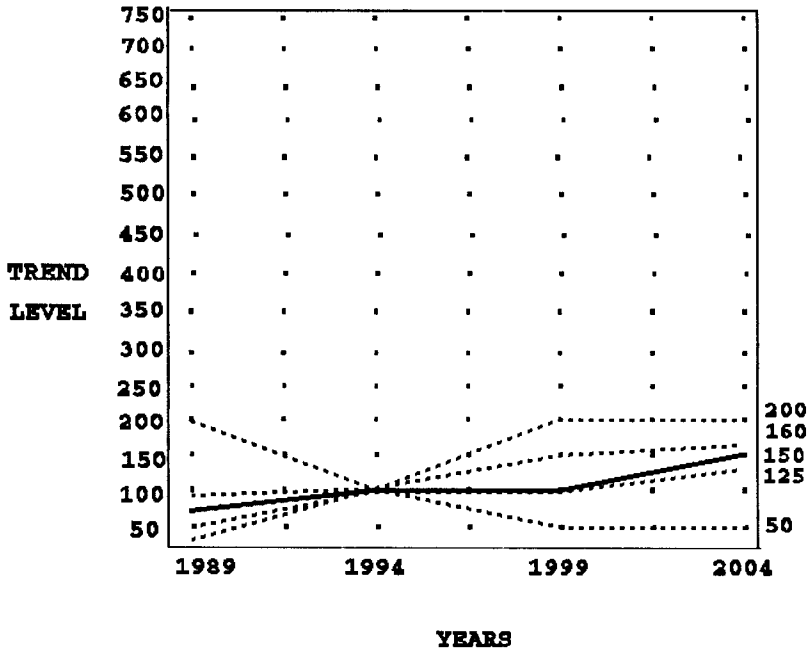


Trend 6, was the "Level of ethics training for employees in

public service and school children." Ethics training included the understanding of the ethical dilemmas which can be created due to cultural diversity. Additionally, this training would include decision making in response to ethical dilemmas. The group generally agreed that the trend is for ethics training to increase slightly over the next ten (10) years. A minority group opinion was that the level of ethics training would decrease over the next five years due to an existing consciousness of ethical concerns in the United States and public exposure to the need for improvement through the media. However, there was general optimism that from 1999 to 2004 there would be an increase in the level of ethics training and expansion of this training to larger segments of the workforce and elementary school grades. Illustration 10 indicates that the median shows a very slight increase in the trend over the next ten (10) years.

ILLUSTRATION 11

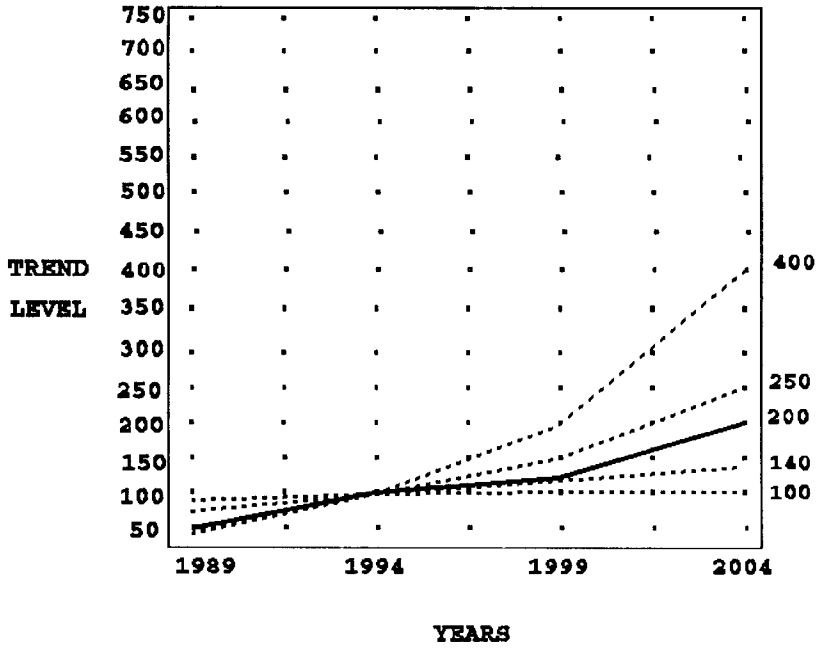
Trend 7: Level of "Anti-Immigrant" Sentiment



Trend 7, was the "Level of 'anti-immigrant' sentiment". The group agreed, with moderate consensus, that there has been a slight increase in level of "anti-immigrant sentiment" over the past five (5) years. They generally felt that this sentiment would remain approximately the same over the next five (5) years and then increase slightly from 1999 to 2004. The group agreed that part of the increase from 1999 to 2004 would most likely be caused by public sentiment regarding the move to limit immigration due primarily to the cost associated with immigrants. The group also felt that the increase in gang affiliations was directly associated with "anti-immigrant sentiment".

ILLUSTRATION 12

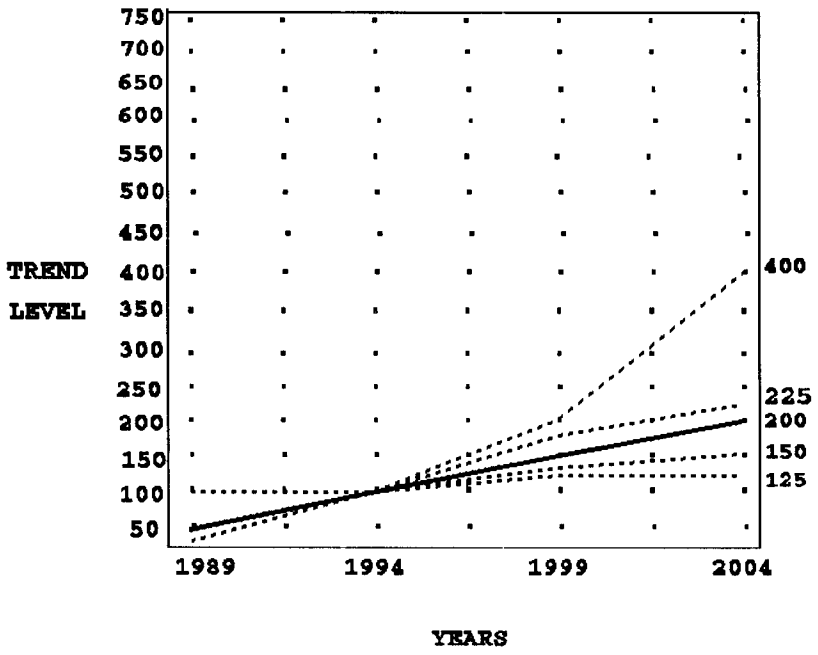
Trend 8: Level of Racial Diversity Hiring



Trend 8, "Level of racial diversity hiring" was seen by the group as increasing only slightly over the next ten (10) years. There was some divergence of opinion that the increase would be more dramatic from 1999 to 2004 as public awareness and government policy brings more diversity into the workforce. The minority opinion in the group indicated that there would be far greater hiring of racial minorities over the next ten (10) years because the largest increases in population over the next ten (10) years is expected in the racial diversities. These increases in diversity population are forecasted by the U.S. Census Bureau and the California Department of Finance.

ILLUSTRATION 13

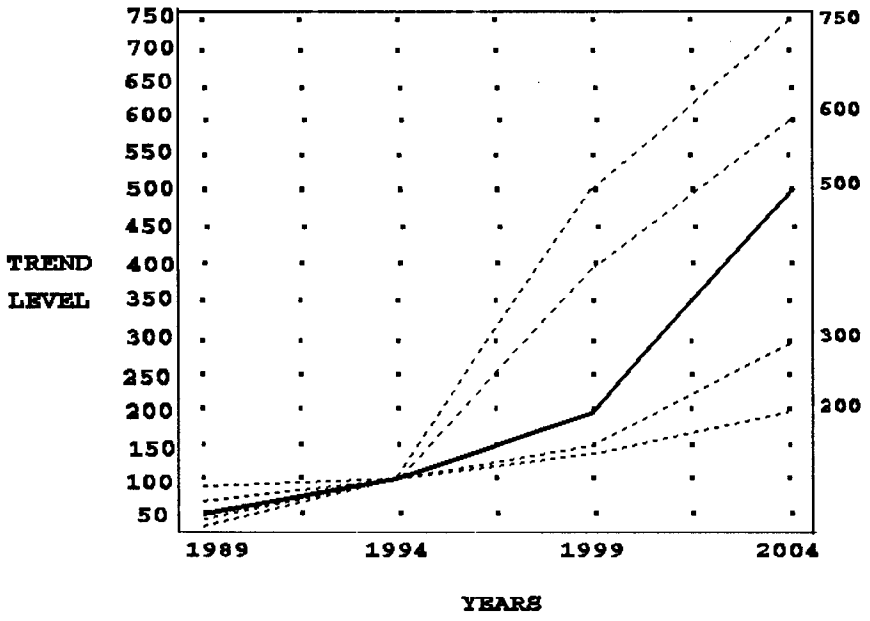
Trend 9: Level of Community Advisory Groups/Councils



Trend 9, "Level of Community Advisory Groups/Councils" was also viewed by the group as a positive impact on law enforcement ethics over the next ten (10) years. The group also generally agreed that the trend is increasing in the quantity and use of these advisory groups and/or councils. The make-up of these groups was also seen as having an increasing effect as more ethnic minorities join the advisory groups or councils. The NGT group felt that the guidance and influence generated by these advisory "watch-dog" committees will significantly influence law enforcement response to cultural diversity ethics over the next ten (10) years. As Illustration 13 demonstrates, the NGT group felt that this has already significantly increased over the past five (5) years.

ILLUSTRATION 14

Trend 10: Level of Technology Depersonalizing The Individual



Trend 10, "Level of technology depersonalizing the individual" was seen by the group as profoundly increasing. This trend has the greatest increase in the median of all the trends forecasted by the group. The group generally felt that the innovations of technology definitely depersonalize the individual and in some cases, may create an environment where individuals are unable to experience the socializing process. Socialization is the ability of the individual to interact with others, and/or adapt to the needs of society. The group felt that with new technology more people are able to function as individuals and can be less dependent upon society. Some discussion indicated this trend could even lead to a partial rejection of "societal" ethics if carried to an extreme.

EVENT DEVELOPMENT

The next phase, event development, utilized the same process as employed to develop the top ten trends. The events were identified by each group member through silent generation of as many events as they could think of that they felt would have an impact on the issue over the next ten (10) years. Through the process of private listing, round-robin sharing and event clarification, the group identified twenty-one (21) events which are listed in Appendix B.

The events, after being listed on flip-chart paper, were posted around the room for all group members to see. After clarification of these events and the elimination or combining of duplicates, each group member voted for the top ten events which they felt would have the greatest influence on the issue. The group was then asked to rank-order their top ten (10) events by each person "voting" on each event with a numerical score of "1 to 10", with "10" being the most important and "1" being the least important. The votes were then tabulated in the same manner as utilized for trends, and were then ready for forecasting. The top ten events which were developed by the group are listed and follow.

TOP TEN EVENTS

Event 1. Moratorium on immigration

This event deals with a moratorium being placed on immigration into the United States and specifically California. There was no time line placed upon how long this event would occur, only the initial impact of the event upon the issue.

Event 2. Decriminalization of illicit drugs

This event legalized (or decriminalized) the use of illicit drugs in the United States. Illicit drug legalization could create ethical dilemmas for law enforcement due to perceived to misuse by those persons or groups that are culturally diverse.

Event 3. Cataclysmic earthquake

This event was a cataclysmic earthquake in California which caused extensive damage and caused a population shift both economically and geographically. The potential distribution of the culturally diverse into pockets of cultural and economic similarity could increase the expectation of ethical dilemmas to which law enforcement may have to respond.

Event 4. Legislation limiting health care and education use by undocumented aliens

This event was created by national legislation which limited the ability of undocumented aliens to have full access and use of health care benefits and the education system. These limitations may also increase the likelihood of disease due to lack of access to medical treatment, and increase the separation between the educated and illiterate. This separation would be expected to then increase the ethical dilemmas with which law enforcement must respond.

Event 5. Legalized gambling

This event was created by legislation which legalized all types of gambling in California. This event concerns only those forms of gambling not legalized in California at this time.

Event 6. Major depression

This event concerned a major depression which effects the United States. California was especially hard hit as a result of this depression.

Event 7. Mandatory ethics training

This event was created by legislation which required mandatory ethics training in California starting in elementary school and continuing through high school. This training was also made mandatory in all public service occupations. This training includes responses to ethical dilemmas and sensitivity regarding cultural differences regarding ethics.

Event 8. High school drop-out rate hits 50%

This event occurred when the high school drop-out rate hit 50%

in California. This event indicates a higher level of illiteracy which is believed to create a much higher number of ethical dilemmas to be responded to by law enforcement.

Event 9. "Rodney King" type incident in Northern California

This event was created by an incident similar to the Rodney King Incident in Los Angeles in 1990. Rodney King II occurs in Northern California and is captured on video tape.

Event 10. Election of woman to U.S. President

This event occurs when a woman is elected to President of the United States.

Once the top ten events were chosen, the group individually forecasted what they felt would be the probability of each event occurring. The group individually forecasted the probability of occurrence starting with January 1994, when this data was generated. The group then forecasted the probability of the event five years and then ten years from 1994. Additionally, the group did a forecast for the first year in which the event probability would first exceed zero percent. Finally, the group indicated their opinion regarding the positive and negative impacts of each event on the issue. The results of the group forecasts are depicted in Illustration 15, Event Evaluation Chart.

ILLUSTRATION 15

EVENT EVALUATION CHART

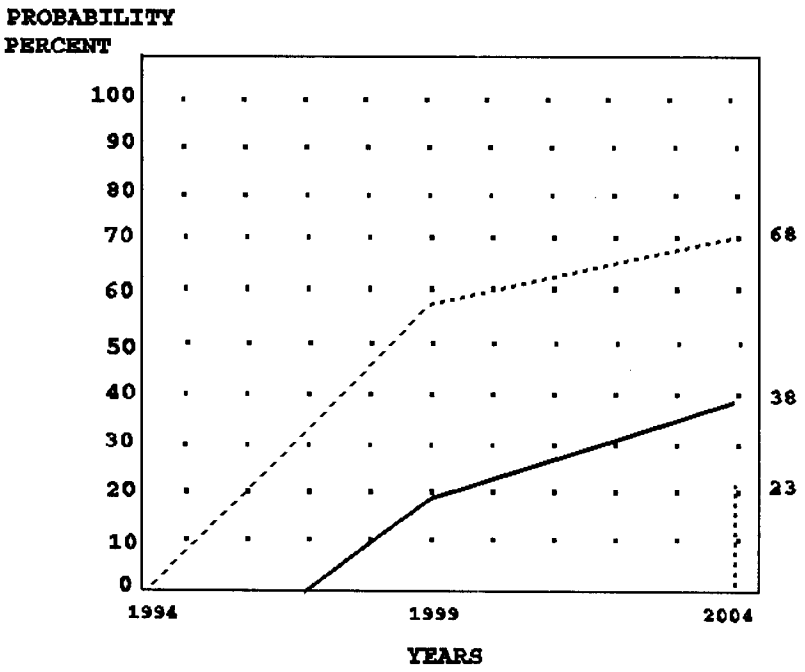
EVENT STATEMENT	YEAR PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		FIVE YEARS FROM 1994* (0-100)	TEN YEARS FROM 1994* (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
E-1 Moratorium on Immigration	1997	57% **19%** 15%	68% **38%** 23%	2	8
E-2 Decriminalization of Drugs	2000	38% **15%** 8%	53% **30%** 8%	0	8
E-3 Cataclysmic Earthquake	1994	75% **38%** 4%	75% **53%** 23%	0	10
E-4 Legislation Limiting Health Care/Education Usage by Undocumented Immigrants	1995	56% **27%** 19%	68% **49%** 19%	2	6
E-5 Legalized Gambling	1998	56% **19%** 0%	75% **27%** 19%	2	8
E-6 Major Depression	1995	38% **23%** 0%	56% **34%** 19%	0	10
E-7 Mandatory Ethics Training	1995	75% **57%** 0%	75% **68%** 19%	8	0
E-8 High School Drop-Out Rate Hits 50%	1998	38% **12%** 0%	45% **27%** 15%	0	10
E-9 Rodney King Type Incident in Bay Area	1994	50% **30%** 5%	75% **45%** 15%	0	10
E-10 Election of Woman to U.S. President	2000	39% **4%** 0%	60% **38%** 19%	8	1

N (number of respondents) = 10, *Today = January 1994

EVENT ANALYSIS

ILLUSTRATION 16

Event 1: Moratorium On Immigration



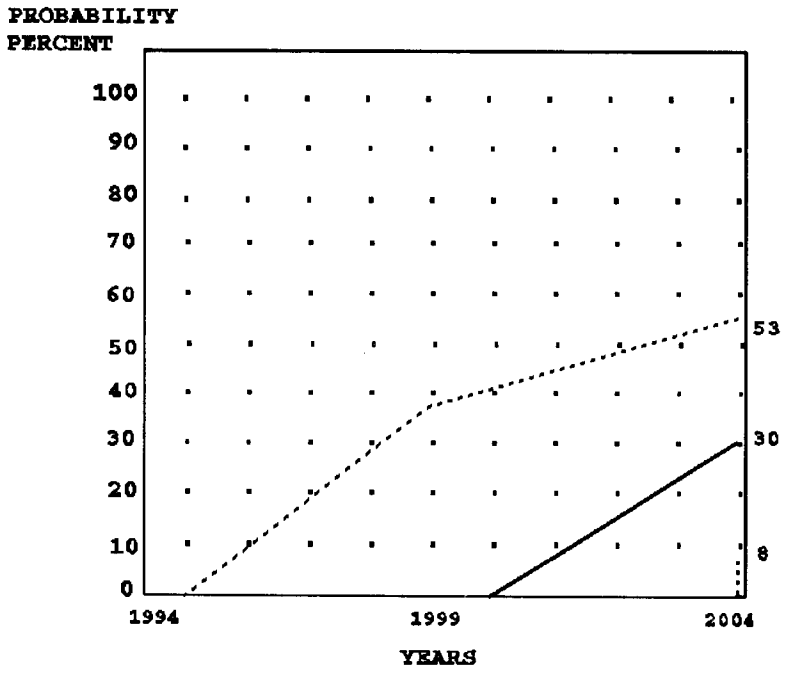
Event 1, "Moratorium on Immigration" median probability was identified by the group as first exceeding zero (0) probability in 1997, and increasing to a probability of 38% by 2004. The group responses varied tremendously from first occurring in 1994 to first occurring in 2004. Additionally, the probabilities ranged from zero (0) to sixty-eight (68) percent.

The group generally believed that a moratorium on immigration in the U.S. would instill additional ill feelings toward ethnic minorities. Additionally, the group believed that a moratorium on immigration would also create a "second-class citizen" attitude in

the general public which could manifest itself in many ways including restricted health-care benefits, restricted educational opportunities, and restricted employment opportunities. The group gave this event a negative impact of eight (8), and a positive impact of two (2). There was common belief that the negative definitely outweighed the positive.

ILLUSTRATION 17

Event 2: Decriminalization of Drugs



Event 2, "Decriminalization of Drugs" probability was identified by the group as first exceeding zero (0) probability in the year 2000, and increasing to a median probability of 30% by the year 2004. Again, group responses demonstrated significant variance from first occurring in 1995 to the maximum of starting in

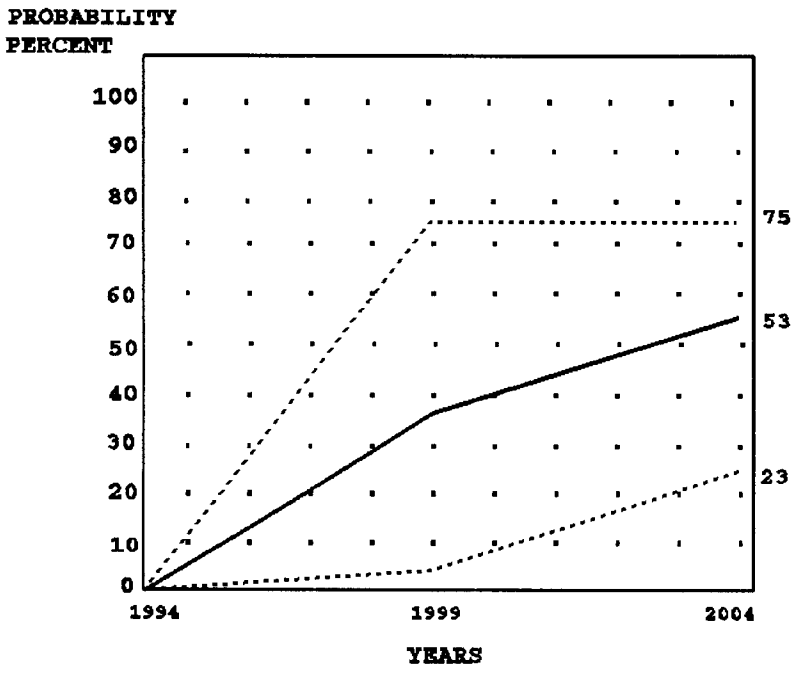
2004. Additionally, the maximum and minimum probabilities exhibited a similar significant range of zero (0)% to fifty-three (53)%.

The group felt that the decriminalization of drugs would create a degenerative ethical character in society which would again effect many aspects of society. For example, the education process would potentially be undermined much the same as kids carrying guns to school undermines the education process now.

Finally, the group gave this event a strong negative impact of eight (8), and a positive impact of zero (0). The feeling was that nothing good could come from decriminalizing drugs.

ILLUSTRATION 18

Event 3: Cataclysmic Earthquake



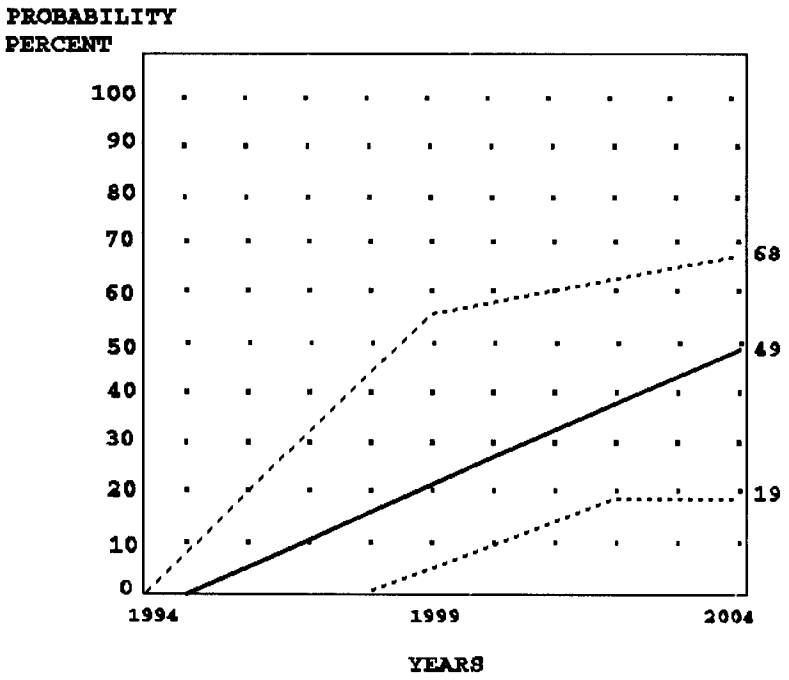
Event 3, "Cataclysmic Earthquake" probability was viewed by the group as first exceeding zero (0) probability in 1994, and increasing to a median probability of fifty-three (53)% by 2004. It should be noted that all three probabilities started with zero probability in 1994. There was also very high agreement that this event would have a very severe impact of a negative ten (10), with no positive impact. The group achieved relative uniform agreement on this event with a high probability of seventy-five (75)% by the year 2004. The lowest probability by 2004 was ten (10)%.

The significance of the event on the issue is caused by the relocation and realignment of the layers of society commonly referred to as the "haves and have nots". The group felt that a cataclysmic earthquake would cause a realignment of society, with the "haves and have nots" of the affected areas of California being on more equal economic footing. This realignment exists due to the loss of personal property and the geographical redistribution of residents. Rather than distinct separation of the "haves and have nots", there was a belief that all residents would be forced to interact and intermingle to aid each other in the rebuilding process. This realignment and rebuilding was then perceived as having profound effects on personal ethics, socio-cultural norms and the potential geographical redistribution of ethnic minorities.

Finally, there was the feeling by the group members that such a cataclysmic event would cause a rethinking of such concerns as the "homeless" and generate a new societal ethic from which individual ethical concerns would be more closely examined.

ILLUSTRATION 19

Event 4: Legislation Limiting Health Care/Education Usage by Undocumented/Illegal Aliens



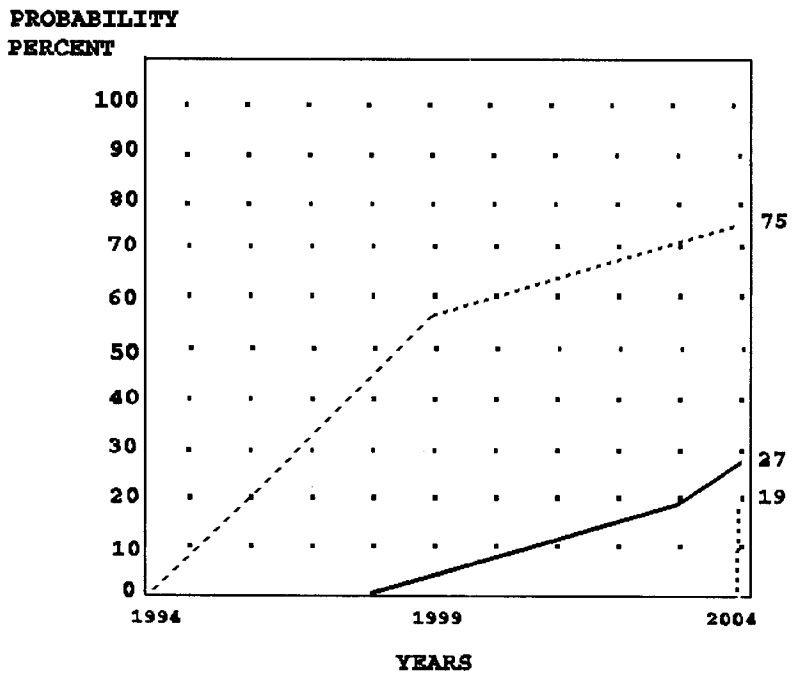
Event 4, "Legislation Which Would Limit Health Care and Education Usage by Undocumented Aliens" was viewed by the group as first exceeding zero (0) probability in 1995, and increasing to a median probability of forty-nine (49)% by 2004. There was also general agreement that this event would have a very significant impact on the issue by restricting costs for education and health care benefits for undocumented aliens, producing a positive impact of two (2) because of the money available for the rest of our society for health care and education benefits. However, the group also said that there was a negative impact of six (6). The negative impact is caused primarily by the limitations placed on

illegal aliens and the negative influence of these limitations on the children of ethnic minorities in general due to the stigma of their ethnic heritage. The limitations on health-care and education benefits would then create a "second-class" mentality of these "undocumented aliens" which would bring them into conflict with law enforcement personnel and produce ethical dilemmas with which law enforcement personnel would have to deal.

Again there was similar consensus in the range of probabilities from a low of nineteen (19)% to sixty-eight (68)% as the high probability.

ILLUSTRATION 20

Event 5: Legalized Gambling



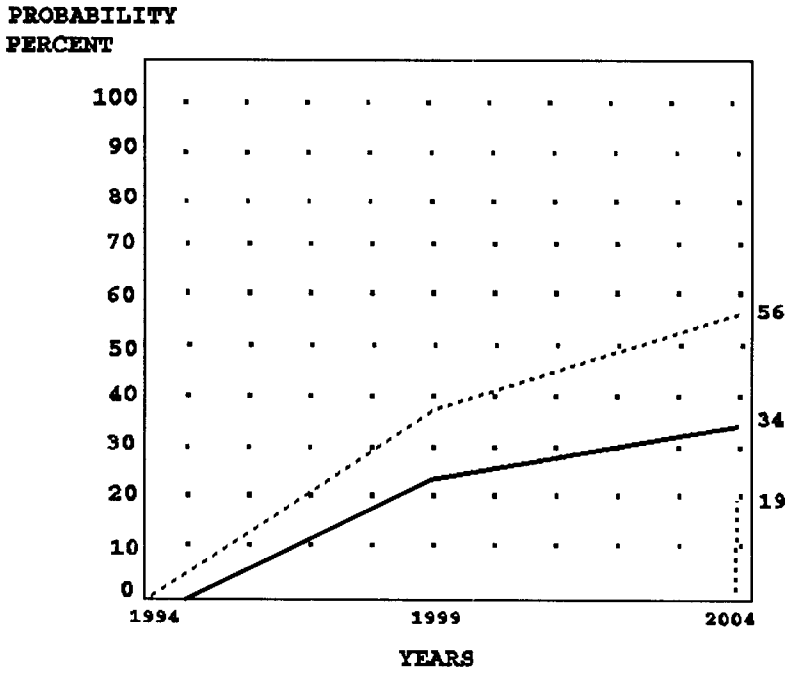
Event 5, "Legalized Gambling" probability was seen by the

group as first exceeding zero (0) probability in 1998, and increasing to a median probability of twenty-seven (27)% by the year 2004. There were significant differences in the individual probabilities of the group ranging from nineteen (19)% low to a high of seventy-five (75)%. Additionally, the first year at which the probability first exceeded zero (0) ranged from 1994 to 2004. This divergence in scores was attributed directly to the diversity of the group.

The range of impacts from a negative impact of two (2) to a positive impact of eight (8) was likewise seen as a direct result of the diversity of the group. Where one group member saw legalized gambling as a means of economic recovery, another group member saw it as a degeneration of societal morals and ethics. However, the group did generally agree that legalized gambling would have a profoundly negative impact on the topic issue. The group further agreed that the creation of ethical dilemmas for law enforcement would be profoundly increased as a result of the passage of legalized gambling. It should be noted that legalized gambling was determined to be those forms of gambling which were not legal in California at the time of this data collection. The group realized that there were forms of gambling, i.e. horse racing, which is legal in California now.

ILLUSTRATION 21

Event 6: Major Depression



Event 6, a "Major Depression" probability was seen by the group as first exceeding zero (0) probability in 1995, and increasing to a median probability of thirty-four (34)% by the year 2004. There was general consensus that the event would first exceed zero (0) probability around 1995, however, there was a minority opinion that the event would not happen before 2004 and that it would only have a lowest range probability of occurring of nineteen (19)%. Additionally, the group demonstrated general consensus that there would be no positive impact from the event, and unanimously agreed that the negative impact would be ten (10). The group viewed this event similarly to the cataclysmic earthquake in the effect on the issue. It was the opinion of the group that

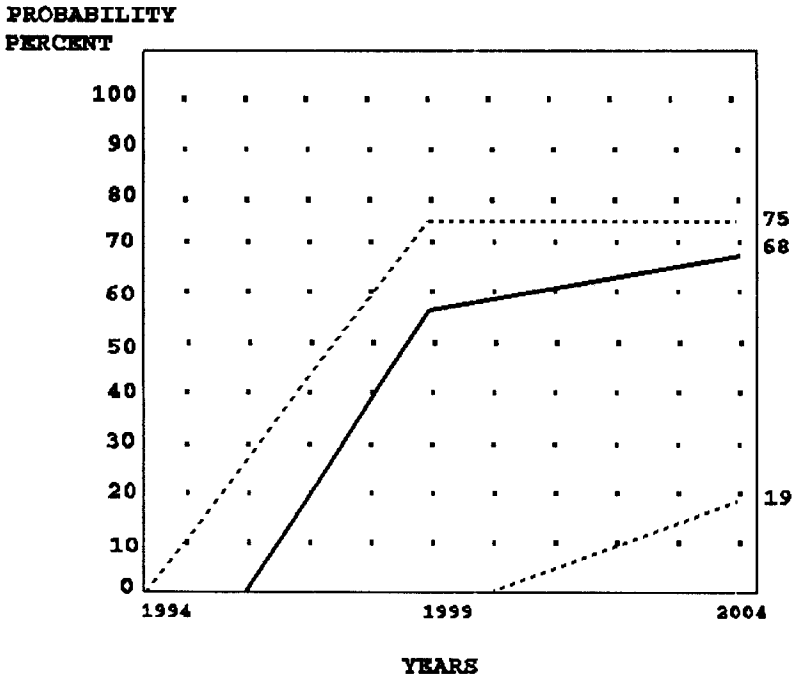
a major depression would depolarize the "haves and have nots", making the gap between the economic classes drastically reduced if not relatively non-existent. This view was expressed by the group even though historical perspective indicated that such a gap in the "Great Depression" was significant and was not reduced at all.

However, there was a minority opinion which included the feeling that there would be a minor positive impact centered on the concept that a major depression would allow for society in the United States to reestablish a common set of values and ethics for the nation. Additionally, there was a feeling that the ability to consider ethical dilemmas by law enforcement, and U.S. society in general, would result in better determination and definition of ethical concerns and values.

Additionally, there was a similar feeling expressed to that of the cataclysmic earthquake. The group felt that there would be a realignment of the "haves and have nots" which would create an interaction and intermingling of the economic classes of society causing a general redefining of individual ethics and values. Such concerns as the "homeless" was again discussed as an example of what would be reevaluated in light of a more unified society.

ILLUSTRATION 22

Event 7: Mandatory Ethics Training



Event 7, "Mandatory Ethics Training" was seen by the group as possibly first exceeding zero (0) in 1995, and increasing to a median probability of sixty-eight (68)% by the year 2004. As Illustration 22 indicates, there was significant agreement by the group that there would be a very positive impact, and that the only real difference in the group was the minority opinion that the event would not possibly occur before the year 2000 with a low probability of nineteen (19)%.

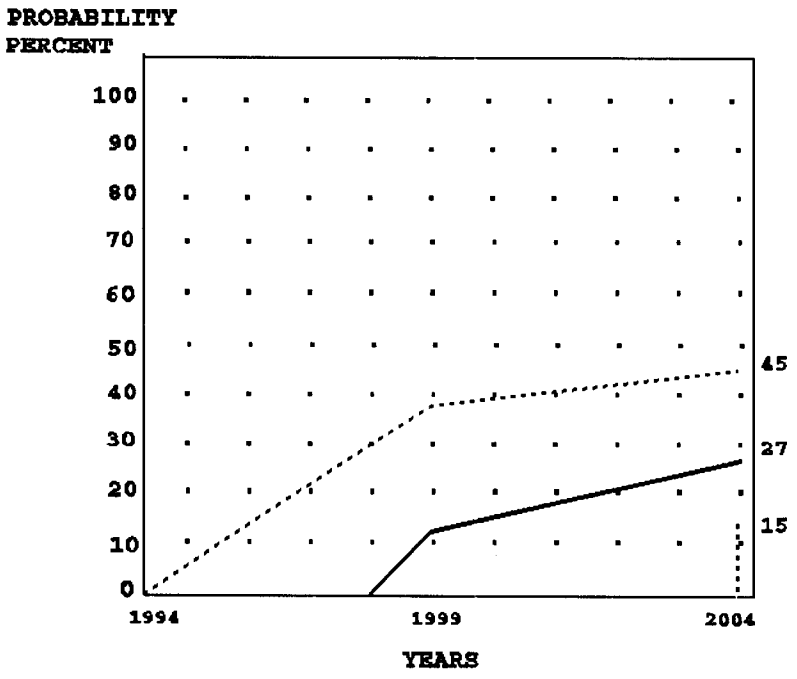
It was generally agreed by the group that mandatory ethics training would be required in elementary school and also be given in both private and public work environments as a type of continuing education and self-improvement program. Ethics training

included decision making ability training in ethical dilemmas.

The group did not see any negative impact resulting from the event, and the positive impact was scored at eight (8). The group agreed that this event would have the greatest impact on the issue topic.

ILLUSTRATION 23

Event 8: High School Drop-Out Rate Hits 50%



Event 8, "California High School Drop-Out Rate Hits Fifty (50)%" was seen by the group as first exceeding zero (0) probability in 1998, and increasing to a median probability of twenty-seven (27)% by the year 2004. There was absolute consensus that the event would have a negative impact on the issue topic of ten (10). Likewise, the group agreed that there was no positive impact of the

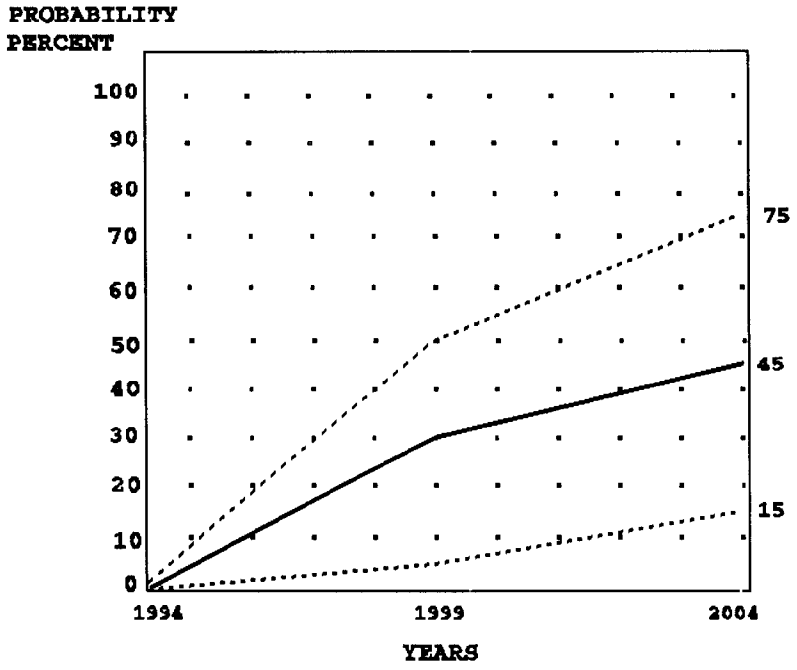
event on the issue. The real significance of this event involves the ethical dilemmas which would be created relative to the high number of high school drop-outs. The group felt that the largest portion of the drop-outs would be the ethnic minorities. The group added that this event would lead to increased gang affiliation and criminal activity by this drop-out group.

However, there was again a wide range of opinion as to when the event would potentially first exceed zero (0) probability. The minority opinions indicated 1994 at one extreme and 2004 at the other. The group generally agreed that the probability of this event was not as significant as the other top ten events, and there was therefore, less concern over this event.

The lowest probability was fifteen (15)% in the year 2004, with the highest probability being forty-five (45)% in the year 2004.

ILLUSTRATION 24

Event 9: Rodney King Type Incident in Northern California



Event 9, a "Rodney King Type Incident (excessive force) in Northern California" probability was seen by the group as first exceeding zero (0) probability in 1994, and increasing to a median probability of forty-five (45)% by the year 2004. There were again significant differences in the individual probabilities ranging from fifteen (15)% at the lowest to seventy-five (75)% as the highest probability. Likewise, the first year during which the event probability would first exceed zero (0) ranged from 1994 to 2004.

There was consensus regarding the forecast that the event probability would increase over the next ten (10) years. Additionally, there was significant concurrence that regarding the impact

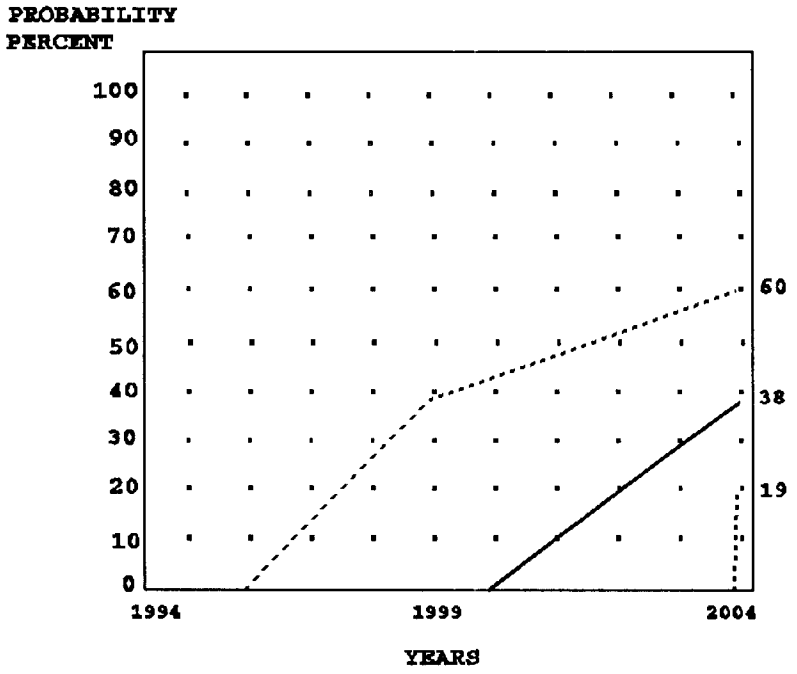
of the event on the issue. The positive impact was viewed as zero (0) while the negative impact was viewed as ten (10).

There was a general feeling of the group that this event would occur sometime within the next ten (10) years in the San Francisco Bay Area, and that the event would cause a radical shift in the current perceptions of the public in Northern California. Until now, the group felt that Southern California has been suspect in hiring some offensive and almost unethical police officers. The group reiterated that this type of event in Northern California, would severely damage the public trust of police officers in this half of the state and create additional mistrust of police officers throughout all of California.

The group also felt that there would be an additional negative impact if the incident involved an ethnic minority victim. They felt that this event would serve to confirm public perception that racially diverse individuals are subjected to harsher treatment by police than non-racially diverse.

ILLUSTRATION 25

Event 10: Election of a Woman to U.S. President



Event 10, "Election of a Woman to President of the United States" probability was viewed by the group as first exceeding zero (0) probability in the year 2000, and increasing to a median probability of thirty-eight (38)% by the year 2004. The highest probability was sixty (60)% in 2004, and the lowest probability was nineteen (19)% in 2004.

The group felt there would be a significant positive impact of eight (8) with only a negative impact of one (1). However, there was a minority dissenting opinion regarding the positive impact. The minority opinion positive impact score was only two (2). This group member also rated the negative impact score as a two (2), which was also the highest negative impact score from the group.

CROSS-IMPACT ANALYSIS

The next step in this study was an examination of the impact of each event, and the projection of that impact on the other events being studied. The key to this analysis is the cognizance that through this type of analysis, it is possible to influence the future by either encouraging and/or discouraging the occurrence of certain events.

Therefore, in an attempt to forecast the cross-impact of the events against other events, the top ten events were listed in a cross-impact table along with the median probability assigned by the NGT group. A computer program called "Sigma" was used to analyze the probability of each event. This computer analysis used the initial NGT group probability of occurrence, and a delphi score provided by the writer and Lieutenant Jim Carey to determine the final probability of each event. The top ten events were listed across the top of the "Event Cross-Impact Probability Matrix, as seen in Illustration 26. Lieutenant Jim Carey then assisted this writer in assessing the impact of each event against the other events and assigning a delphi score which indicated the combined expected change in the final probability of one event if the other event occurred. The delphi scores are shown in the corresponding cell for each event-to-event impact. The final probability of each event is indicated in the boxes located to the right of the event. For example, initial probability for Event 1 was 38%. The final probability for Event 1 was 67%. The following example illustrates this process as utilized by this team in analyzing the top ten

events.

The analysis begins by identifying the event on the left side of the matrix. The reader then locates the event across the top which is being analyzed in relation to the event on the left. For example, as seen in Illustration 26, in cell E1/E4, E1 = Moratorium on Immigration and E4 = Legislation Limiting Health Care/Education Use by Undocumented Aliens. The question is then asked "If Legislation Passed Limiting Health Care and Education Benefits Usage by Undocumented Aliens (E4), what impact would that have on the final probability of a "Moratorium on Immigration" (E1) occurring? As Illustration 26 indicates the initial probability of E1 occurring was 38% according to the NGT group. After indicating the individual impacts of each of the other events against E1, in the corresponding cell, the "Sigma" computer program was run and the final probability of E1 occurring was determined to be 67%. This increased final probability then indicates which of the other nine (9) events (E2 through E10) is expected to have significant impact on Event 1.

Another example is illustrated in Cell E5/E2. In this cell the question is asked "If drugs were decriminalized, what would be the change in the final probability of legalized gambling?". In this example, the analysis team said that the probability of E5 "Legalized Gambling" would be increased by thirty-five (35)% if E2 "Decriminalization of Drugs" occurred. After the initial probability of E5 is multiplied sequentially by the delphi scores in each cell from left to right, as estimated by the analysis team, the

final probability is then determined to be thirty-eight (38)% and is shown on the right side of the matrix in Illustration 26.

This process was conducted for each cell until the final probability for occurrence of each event was calculated.

Illustration 26 below, provides the **initial probability** of each event occurring as provided by the NGT group, a cell-by-cell **cross impact of each event against the other events individually,** and the **final probability** of each event occurring.

As a result of this process, the most significant event probabilities which emerged were: E7 "Mandatory Ethics Training" with a final probability of eighty-six (86)%, E4 "Legislation Limiting Health Care and Education Benefit Usage by Undocumented Aliens" with a final probability of seventy-five (75)%, and E1 "Moratorium on Immigration" with a final probability of sixty-seven (67)%.

TOP TEN EVENTS: rank-ordered showing final probability

Event/(Probability)/Title:

E7	**(86%)**	**Mandatory Ethics Training**
E4	**(75%)**	**Legislation Limiting Health Care/Education Use by Undocumented Aliens**
E1	**(67%)**	**Moratorium on Immigration**
E3	**(53%)**	**Cataclysmic Earthquake**
E6	**(50%)**	**Major Depression**
E5	**(38%)**	**Legalized Gambling**
E10	**(38%)**	**Election of Woman to U.S. President**
E8	**(34%)**	**High School Drop-Out Rate Hits 50%**
E9	**(33%)**	**Rodney King Type Incident in San Francisco Bay Area**
E2	**(33%)**	**Decriminalization of Drugs**

ILLUSTRATION 26

Event X-Impact Probability Matrix

Initial Probability		E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final Probability
E1	38%	X	0	10	35	0	20	0	0	0	0	67%
E2	30%	0	X	0	0	35	10	-15	0	0	0	33%
E3	53%	0	0	X	0	0	0	0	0	0	0	53%
E4	49%	35	5	5	X	5	20	0	0	0	0	75%
E5	27%	0	35	5	0	X	15	-10	0	0	0	38%
E6	34%	0	5	20	0	5	X	0	10	0	0	50%
E7	68%	0	20	0	0	15	0	X	2	2	0	86%
E8	27%	0	10	0	0	2	10	0	X	0	0	34%
E9	45%	0	0	0	0	5	0	-20	0	X	0	33%
E10	38%	0	0	0	0	0	0	0	0	0	X	38%

SIGNIFICANT EVENTS

It becomes clear to the reader that there are numerous cells which indicate significant effects of one event impacting another event. These cells are depicted in **Illustration 26.** The significant occurrences are listed according to cell. Therefore, the cell under analysis is identified by the left side event first followed by a slash and then the event number listed across the top which corresponds to the identified cell. For example, one cell which indicates a high degree of impact relationship is E9/E7. This cell examines the relationship between what would happen if E7 "Mandatory Ethics Training" occurred and what impact that might have on the probability of E9 "Rodney King Type Incident Occurring in Northern California". This cross-impact was seen, by the

analysis team, as having significant negative impact of -20%. It was felt that ethics training would significantly reduce the likelihood of another "Rodney King Type Incident" from occurring.

Cell E1\E4 was also viewed as significant due to the likelihood that if "E4 - legislation passed which limited health care and education benefits for undocumented/illegal aliens", there would be a 35% increased probability that "E1 - moratorium on immigration" would also occur.

SCENARIO DEVELOPMENT

After analysis of the top ten events, the final probability for each event, first year probability exceeds zero (0) for occurrence, and the positive and negative impact scores for each event were entered into a scenario-generating computer program entitled "Sigma". The purpose of generating the iterations was to identify alternate futures using the events, their probabilities and impacts. A total of sixty (60) iterations were run through the scenario generator, using a different starting or 'seed' number. The iterations were then separated into three groups based upon similarity of outcomes. The three groups which emerged were (1) a **most desirable future (normative):** where events occur and mitigating measures are employed to avert negative trends and produce desired results, (2) a **most likely future (nominal):** where the trends and events are allowed to "play out" using current forces and existing policies to be felt in the future, and finally

(3) a **least desirable future (hypothetical)** : where events and trends interact to produce an undesirable future. The scenarios were then written to provide a picture of these three possible alternate futures based upon the forecasted information supplied by the NGT panel regarding trends and events and the personal observations of this writer. The following three (3) scenarios were developed by this process and represent both the dangers and opportunities which possibly lie ahead.

ITERATION 1

The Policy Analysis Co., Inc. SIGMA Scenario Generator
For - Seed No. > 5721843 < and the Randy.sig data --
in a 10 year SCENARIO that begins in 1994,

THIS IS WHAT HAPPENS ! !
1. 1. Jun. 1995 E-2.Decriminalization of Drugs
   T =-117 P= 34.04 +I = 0 & -I = 10 Cnfd= 0 Cnsn= 0
2. 3. Jun. 1998 E-7.Mandatory Ethics Training
   T =-137 P= 34.04 +I = 0 & -I = 10 Cnfd= 0 Cnsn =0
3. 4. Aug. 1998 E-6.Major Depression
   T =-147 P= 33 +I = 0 & -I = 10 Cnfd= 0 Cnsn= 0
4. 5. Jul. 1999 E-4.Leg. limiting health care/educa by undoc aliens
   T =-157 P= 33 +I = 0 & -I = 10 Cnfd= 0 Cnsn= 0
5. 6. Aug. 2000 E-10.Election of woman to President of U.S.
   T =-150 P= 38.04 +I = 8 & -I = 1 Cnfd= 0 Cnsn= 0
6. 7. May 2001 E-9.Rodney King II in Northern California
   T =-160 P= 33 +I = 0 & -I = 10 Cnfd= 0 Cnsn= 0
The EVENTS which do NOT Happen are:

1. E-1.Moratorium on Immigration
2. E-3.Cataclysmic Earthquake
3. E-5.Legalized Gambling
4. E-8.High School drop-out rate hits 50%

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NORMATIVE SCENARIO (Most Desirable Scenario)

The Normative Future Scenario concentrates on and expands the forecasts for the future which are deemed most desirable. The following scenario depicts this future.

January, 2004 - Bayfill, California
Letter from Police Officer Applicant to his parents:

Dear Mom and Dad,

Well, it looks like I will realize my dream. I wanted to be a police officer by my birthday in 2004. It looks like I will make it with about a week to spare!

I completed the Ethics Test, Psychological Test, and Polygraph Examination and passed! The ethics and cultural diversity training I had in school, as a result of the passage of the California 'E.T.H.I.C.S.' (Ethics To Halt Immoral Conscious Standards) Act in 1998 (E7/T3/T6/T2) sure helped prepare me for becoming an officer. In fact some of the questions I was asked on the Police Applicants Ethics Test, involved scenarios we had discussed in school. I also understand that I will be getting some advanced training on both those issues in the police academy. It makes me proud to know that I am entering the law enforcement profession and following in your footsteps Dad.

I wondered what it would take to make our society begin to change. I thought that when illicit drugs were legalized (E2) late in 1995 that our country was heading for disaster. In fact, I thought that was what led up to the depression of 1998 (E6). However, looking back on it now I think that it was a culmination of many things. Yet, there has been a great deal of good coming from some of these bad things. For example, when I entered elementary school, there was a great deal of public concern about illegal immigrants (T4/T7). And when congress passed the "Undocumented Alien Health Care/Education Restriction Act" in 1999 (E4) I thought for sure that we were headed for a moratorium on immigration. However, when California passed the California Anti-Crime Act of 1998, we set a new course in California. I am glad to see that the emphasis placed on cultural recognition and acceptance, along with the ethics training in schools and public service (T6) is paying off.

By the way Dad, I had been wondering how Bayfill and the police department was going to react to the creation of the Citizens Law Enforcement Advisory Team that was created by the California Anti-Crime Act (T9). I guess

you are pleased with their impact on your department **and** the city. So, is B.C.L.E.A.T. recommending anything new regarding the upcoming "Rodney Chu Incident" civil trial? With the trouble after Rodney King, I expected the same type of trouble after Rodney Chu in 2001 (E9). I guess the swift action by Bayfill P.D. and B.C.L.E.A.T. really paid off. I was impressed with the recommendations B.C.L.E.A.T. made and the cooperative approach by the members of your department. I guess all the ethics and cultural diversity training your employees have been getting over the years has been taken to heart. I know that also comes from your "Leading by Example". Like you always said, as I was growing up, "there is no right way to do a wrong thing".

I also wanted to congratulate you on being ahead of your time. When President Dianne Feinstein was elected two years ago (E10), she said that cultural integration and diversity, and family values were a top priority for this country. So when congress passed the "Diversity Employment Act" last year, I knew that all your efforts regarding "minority" hiring (T8) put Bayfill P.D. at the head of the class. By the way, I look forward to getting your impression of Attorney General Juanita Lopez. Her emphasis on adopting Citizens Law Enforcement Advisory Groups at the federal level seem to reinforce President Feinstein's concerns. In fact, her proposal to have a C.L.E.A.T. in each state which answers to her office, the same as each local jurisdictional C.L.E.A.T. answers to the state here in California, is a lofty goal and I hope succeeds.

Also, please send my congratulations to Captain Angie Wong on her promotion. I think she will be a definite asset to the department; especially with her participation in B.C.L.E.A.T..

Hope to see you at my swearing-in ceremony.

ITERATION 2

The Policy Analysis Co., Inc. SIGMA Scenario Generator
For - Seed No. > 5721826 < and the Randy.sig data --
in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS ! !

1. 1. Jan. 1994 E-5.Legalized Gambling
   T =23 P= 86.01 +I = 8 & -I = 0 Cnfd= 0 Cnsn= 0
2. 2. Jan. 1999 E-6.Major Depression
   T =13 P= 34.04 +I = 0 & -I = 10 Cnfd= 0 Cnsn= 0
3. 3. Aug. 2002 E-8. High School drop-out rate hits 50%
   T =3 P= 34.04 +I = O & -I = 10 Cnfd= 0 Cnsn= 0

4. 4. Aug. 2003 E-1.Moratorium on Immigration
   T =11 P= 86.01 +I = 8 & -I = 0 Cnfd= 0 Cnsn= 0
5. 5. Sep. 2003 E-4.Leg. limiting health care/educa by undoc aliens
   T =19 P= 86.01 +I = 8 & -I = 0 Cnfd= 0 Cnsn= 0

The EVENTS which do NOT Happen are:

1. E-2.Decriminalization of Drugs
2. E-3.Cataclysmic Earthquake
3. E-7.Mandatory Ethics Training
4. E-9.Rodney King II in Bay Area
5. E-10.Election of woman to President of U.S.

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NOMINAL SCENARIO (Most Likely Scenario)

The Nominal Future Scenario concentrates on and expands the forecasts for the future which are deemed most likely to occur due to current forces in action. The following scenario depicts this future.

January, 2004 - Bayfill, California
Letter from Police Officer Applicant to his parents:

Dear Mom and Dad,

I thought that the passage of Proposition 172, back in 1993, had signaled the need for a change in law enforcement by raising public awareness that more money was needed for public safety. However, I guess that the concern over illegal immigration (T4) and the subsequent Moratorium on Immigration of 2003 (E1) was deemed more important than public safety. In fact, the anti-immigrant sentiment (T7) also set the stage for the passage, the very next month, of the "Undocumented Alien Health Care/Education Restriction Act" (E4). I guess I assumed that when gambling was legalized (E5) in 1994 that California would have enough money to fund some of the training programs regarding ethics awareness and cultural diversity (T3/T6) which has been discussed for so many years. I should have realized that would not happen when considering that the Lotto did not help bail out the school system in California as it was supposed to either.

If it had not been for the 1999 Depression (E6),

California might have been able to put more money into the education system and avoid the most recent 50% high school drop-out rate reported in 2002 (E8). I guess the lack of funding will continue until the state redirects some funding for law enforcement, or maybe the federal government will kick in enough money to help police departments. I only hope that I find a position in a police department that does not have to lay me off the following year. Oh well, it just goes to show you that things haven't changed much.

I hope you both still do not have reservations about my following in your footsteps Dad. I know that you got into law enforcement before we started having to give any special considerations to the various racial groups, and Community Oriented Policing was just a buzzword. I was surprised that there was nothing else done to make COP mean more by getting all different types of people more involved in police activities. As you have said Dad, too many police chiefs are concerned with losing their apparent control and independence in determining courses of action in dealing with crime and associated issues. I also agree with you that until the Chiefs of Police in general practice what they preach, law enforcement will continue to fight an uphill battle in gaining public support. The public needs to know that law enforcement is seeking change and not merely reacting to it.

I am afraid that if we continue to **give** officer positions to racially diverse applicants primarily due to court edicts, or through the normal hiring process, it is going to be a long time before public perception of law enforcement changes. Public perception of law enforcement seems to demonstrate a lack of trust and a skepticism about ability to adequately perform the police mission. I truly believe that law enforcement needs to somehow develop approaches to the continuous attacks from the media and the public.

Dad, do you know anybody that you could put a little pressure on to hire me? The money is just too good to pass up. It would allow me to get a house and new car which I don't think I could afford if I have to find a job outside public safety. Please let me know if you have any other recommendations. I hate to bug you when I know how much time you spend answering citizens complaints all day.

ITERATION 3

The Policy Analysis Co., Inc. SIGMA Scenario Generator For - Seed No. > 5721860 < and the Randy.sig data -- in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS ! !
1. 1. Oct. 1994 E-6.Major Depression
   T =-265 P= 38.04 +I = 8 & -I = 1 Cnfd= 0 Cnsn= 0
2. 2. Sep. 1996 E-2.Decriminalization of Drugs
   T =-275 P= 34.04 +I = 0 & -I = 10 Cnfd= 0 Cnsn= 0
3. 3. Sep. 2000 E-5.Legalized Gambling
   T =-285 P= 33 +I = 0 & -I = 10 Cnfd= 0 Cnsn= 0

The EVENTS which do NOT Happen are:

1. E-1.Moratorium on Immigration
2. E-3.Cataclysmic Earthquake
3. E-4.Leg. limiting health care/educa by undoc aliens
4. E-7.Mandatory Ethics Training
5. E-8.High School drop-out rate hits 50%
6. E-9.Rodney King II in Bay Area
7. E-10. Election of woman to President of U.S.

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HYPOTHETICAL SCENARIO (Least Desirable Scenario)

The Hypothetical Future Scenario concentrates on and expands the forecasts for the future which are deemed least desirable. The following scenario depicts this future.

January, 2004 - Bayfill, California

Chief Bleakly did not look forward to work today. If fact he found himself dreaming of retirement. It was probably because of the two internal affairs investigation reports he had to review today. If either of these cases were founded, they would be the eighth and/or ninth officers fired this year. This was two more than last year. However, he still hoped that 2004 would not be a banner year for bad officers. Chief Bleakly wondered why it was so difficult to keep officers. It seemed that since the decriminalization of illicit drugs in 1997 (E2) and the passage of legalized gambling in 2000 (E5), the department had experienced great difficulty in finding good quality applicants. The anti-immigrant sentiment (T7) fostered in the early 1990's had not helped either. Even when the Chief had hired a racially diverse candidate (T8), they seemed to have difficulty adjusting to the department culture, and left usually within eighteen (18) months of appointment.

The Chief had attempted to keep pace with the changing population of the state by hiring more racially diverse candidates and women (T8), but the pool of applicants seemed to be continually shrinking, or they simply were not applying. He still maintained that media coverage of police officer misconduct had so denigrated law enforcement that police applicants were becoming harder to find than ever before.

Chief Bleakly remembered the days when he could hire police officers from immigrant families. These applicants spoke the family language only as a second language. But now he was faced with the expense of training his officers in a second language in an attempt to keep up with the increasingly diverse population. Besides this expense he also found himself faced with the expense of enforcing the new immigration and legalized gambling laws. He still felt that these drastic changes were primarily due to the Depression of 1994 (E6). However, he didn't feel that the cause of the depression was nearly as important as the result of what he now had to deal with. Officers in his department had utilized the Community Oriented Policing philosophy, and adopted by the department to provide positive interaction with the public, to make contact with business owners for the purposes of personal gain. Free meals and untold other types of gratuitous behavior had become rampant. The number of officers being charged with violations of department policies had increased. Even more importantly, the number of officers being charged with violations of various laws had increased by 25% over the past two years. This has kept the Chief busy reviewing disciplinary hearings, termination hearings and an unprecedented amount of time in court. To make matters worse, the recent highly publicized police graft and corruption cases in Southern California caused the development of the Lundgren Commission. The outcry for the commission comes on the heels of the final impeachment of Senator Bob Packwood six months ago.

Finally, Chief Bleakly sits at his desk and ponders the new 5% cutback in his budget for the upcoming Fiscal Year 2004-2005 and tries to decide where he will cut in order to make up the loss in budget, as well as offset the increases in legal expenses. The job just doesn't seem worthwhile anymore.

After development of the scenarios which depict the possible alternative futures of the futures study, the writer determined that the nominal scenario was the choice for further consideration

regarding the development of strategies with which to impact this future. Section III is therefore the strategic management planning process developed regarding the issue.

STRATEGY CONSIDERATIONS

There are numerous strategies which could be considered with regard to the issue of law enforcement response to ethical issues created by changing cultural diversity. One potential strategies could include involvement of members of the public in the process of problem identification and resolution for the police department. This could also be an opportunity to gain insights from the culturally diverse segments of the community.

Another possible strategy includes internal training for the police department regarding the decision making process for ethical dilemmas. This type of training could be inclusive of ethical self analysis and strategies for coping with ethical dilemmas.

Finally, the desire to integrate cultural diversity and decision making regarding ethical dilemmas identifies the need to concentrate on merging culturally diverse police personnel into management positions within law enforcement. Those members of law enforcement who guide and direct the profession need to include those who are at least sensitive to cultural diversity, if not themselves culturally diverse. Additionally, these law enforcement professionals must realize the significance of responding to the ethical dilemmas which can be created by cultural diversity.

These strategies can take many forms and are the basis of the following section; the Strategic Plan.

SECTION III: STRATEGIC MANAGEMENT PLAN

SITUATION

The subject of this strategic plan is a model small-size, suburban city police department, known by the pseudonym "Bayfill Police Department". Bayfill Police Department is a full-service law enforcement agency of 45 sworn officers and 17 non-sworn personnel, serving a population of 35,000. The city is a 'planned' bedroom community in the San Francisco area, which was incorporated in 1970. Most of the residents are white-collar and professional workers who commute to nearby urban areas. Commercial development has grown significantly over the past ten (10) years and raised the daytime population of the city to approximately 40,000.

Bayfill is considered to be an affluent middle to upper-middle class community, which has experienced a rapid growth in the Asian-American and Latin-American population. The most recent population analysis of Bayfill indicated that the ethnic diversity included 48% White, 32% Asian-American, 12% Latin-American, 6% Black, and 2% Other. Officers of the police department, on the other hand, consist of 82% White, 8% Asian-American, 7.5% Latin-American, and 2.5% Black. This disparity became significantly identifiable ten (10) years ago when the police department did not maintain a representative composition as compared to the city population. In an effort to embrace cultural diversity, efforts were undertaken to hire more ethnically diverse officers and instill a sensitivity to cultural diversity issues in the current employees. To this end the past few years have seen the number of female officers increase

to 13% from what had been a male dominated agency, and the number of Asian-American officers increase from 2% to 12%.

The conflicts which surface are often a result of the cultural diversity and value diversity of these new officers. Complaints about officers' response to the culturally diverse community have come from members of the public and from department employees as well.

STRATEGIC MANAGEMENT PLANNING PROCESS

In order to facilitate the strategic management plan, a group of seven (7) Command College students were brought together to form a strategic planning group. The seven (7) members included Command College students Captain Steve Krull, Captain Carlos Bolanos, Lieutenant Dennis Holmes, Captain Ron Hunt, Commander Ed Piceno, Lieutenant Dave Bliss and Lieutenant Mike Tracy. This group was used for the following: stakeholder identification, identification of stakeholder assumptions, assumption mapping, identification of alternative strategies, and the selection of the two (2) highest scoring strategies and the one (1) most polarized strategy. The group then developed the pros and cons for these final three (3) strategies.

The **objectives** of this strategic plan include the isolation of critical elements of the normative future scenario, to cause some of those elements to happen, and to prevent others from happening. The plan will identify strategies which are important to managing the central issue of cultural diversity impacts on law enforcement

ethics.

In order to provide direction for this plan and analysis, the writer developed a mission statement for the model agency called Bayfill Police Department. The mission statement is designed to define the area of operation, communicate inside and outside the organization, express values, provide foundation for strategies and decisions, guide behavior, build commitment and insure consistency. The mission for Bayfill Police Department was developed by this writer and follows:

MISSION STATEMENT FOR BAYFILL POLICE DEPARTMENT

> It is the mission of all Bayfill Police Department employees to recognize that it is the responsibility of each member of this agency to provide services to those we serve, in a positive and caring manner which reflects our sensitivity and understanding of the needs and diversity of our community; To understand that because of our diversity differences conflicts will occur, and that it is our charge to reach successful resolution through understanding and fair, impartial, and empathetic treatment of those we serve; To consistently demonstrate that we believe in, and adhere to, the qualities of honesty and integrity required by this profession and our department.

WOTS-UP ANALYSIS

The fundamental tenet of the situational audit is an analysis of the Weaknesses, Opportunities, Threats and Strengths that Underlie Planning (WOTS-UP). This is the beginning of the strategic planning process which relates the organization to the environment. This includes an analysis of the opportunities and

threats which are external to the model organization, and may include previously identified trends and events which may influence the organizations ability to respond to strategic issues. The strengths and weaknesses, on the other hand, are internal considerations of the model organization which represent resources or limitations for the organization.

The following WOTS-UP Analysis was completed by this writer.

OPPORTUNITIES

1. There is **strong community support** for law enforcement. This has been demonstrated at public meetings when members of the public verbally praise the police department; and by continued city council funding of all programs of the police department.
2. There is rapid and large-scale **growth in the ethnic minority community.** The city council is now representative of these increases in ethnicity. This also provides for a larger ethnically diverse labor pool for officer applicants which, by infusion, can increase sensitivity within the police department to cultural diversity issues. Additionally, the larger segment of the community being culturally diverse allows greater impetus and need for a multi-cultural mentality for city employees. The rapid growth in the ethnic diversity population has also created politically active and ethnically identified special interest groups.

3. There is **growth in the business/commercial development** in the city. This adds more jobs and increases the economic base of the city to fund city services and cultural diversity type programs.
4. The significant increase in violent crime has created an **increased public awareness** and desire for additional police services and police understanding of community needs.
5. **Media coverage** of police officers unethical conduct has created public support for new programs designated to monitor police activities and effectiveness.
6. New **minority recruitment programs** have increased the ethnic minority representation on the department.

THREATS

1. The **cost of new programs**, in a time of economic uncertainty, often means the replacement of other programs or the creation of new programs which mean additional cost which the public must sustain. As a result, the ethnically diverse community is demanding more input into program cost, program content and program outcome.
2. **Unpredictable political climate** causes concern that programs initiated under one elected city administration may not be continued under a new administration. This effects long-term viability and consistency of law

enforcement programs.

3. There is a fear by members of the police department, and law enforcement in general, that **civilian review groups** could gain too much power and dictate unwanted or unmanageable policy for the police department. Civilian review groups are seen by law enforcement personnel as a possible result of political pressure and perceived lack of response by law enforcement to be more representative of the population, and responsive to community needs. The Community Oriented Policing philosophy has been one attempt to avert this perceived trend.
4. A **Rodney King II (excessive force)** type incident in northern California could create a greater lack of trust of police by the public.
5. A more pronounced **anti-immigrant sentiment** in California is straining ethnic diversity relations within the community. This could decrease the cooperative spirit necessary to make integrative community programs feasible and workable.
6. The **breakdown of the traditional nuclear family** creates different family structures, i.e. single parents, blended parents (each parent of a different ethnicity), and grandparents raising children, which may result in the development of conflicting value systems. Lack of understanding of these differences can also increase the potential for conflict within families and between

neighboring families. These conflicts are then manifested as community concerns and issues, and places greater emphasis on law enforcement response to community needs.

7. The **decriminalization of drugs** may increase the conflict between the anti-drug values of law enforcement organizations and the drug-tolerance values of entry-level law enforcement officer candidates.
8. **Media coverage** of ethical violations of police officers may continue to undermine public trust of police officers.

STRENGTHS

1. **Low turnover rate** provides for consistency in and better understanding of the diversity issues within the community by members of the police department.
2. There are **good public relations** between the department personnel and the public. This indicates the desire of department personnel to maintain a positive image in the eyes of the community and makes them more open to diversity needs.
3. **Management skills** are good. Top management has completed Command College, and the remainder of the management team are either in Command College or have passed the assessment center and scheduled to attend future classes. The Command College experience will provide a firm foundation for cultural diversity sensitivity of the management of the department.

4. The **Chief of Police** demonstrates strong **adherence to ethical standards** through the imposition of disciplinary actions against errant employees.
5. The **Chief of Police demonstrates** desire for **cultural diversity sensitivity** through hiring practices and consistent expression of concern regarding diversity concerns.
6. **Community Oriented Policing** philosophy is prevalent and practiced by department employees, and supported by city staff. This philosophy dictates department employees sensitivity to cultural diversity issues.
7. **Organizational Values Statement** is in place as a guide for all department members, and stresses ethical considerations such as honesty and integrity in members actions. This credo also states an expectation of cultural diversity sensitivity by all employees. The Values Statement has been incorporated into the General Orders, and therefore employees can be charged with violations.
8. There is strong use of **committees** to develop policies and procedures, address department concerns, and define organizational responses to community needs. This diagonal slice representation of the department employees allows for more divergent views and input into department management and direction, and increases creativity.

WEAKNESSES

1. **Lack of turnover** in the department has not allowed for hiring of culturally diverse department employees. Meanwhile the community has continued to increase in cultural diversity.
2. Older, longer tenured and conservative employees, whose **values are based on standardization and status-quo**, may have difficulty coping with growing workplace diversity.
3. Employees who retain the **reactive mentality** of law enforcement, inhibits their creativity in looking outside the department for solutions, or different ways of accomplishing the law enforcement and department mission.
4. There is a lack of **strategic planning** within the police department, as well as other city departments. This results in a more reactive approach to diversity issues.

STAKEHOLDER ANALYSIS

In order to identify the stakeholders in the topic issue, the same group of Command College students, identified the stakeholders and the stakeholder assumptions. Stakeholders are defined as "individuals or groups who impact what you do, are impacted by what you do, or care about what you do". This group includes what is referred to as "snaildarters". Snaildarters are defined as "unanticipated stakeholders who can radically impact your strategy". The following were identified as the significant stakeholders with regard to the issue topic.

STAKEHOLDERS

1. Police Management
2. Police Supervisors
3. Department Trainers
4. Police Officers' Association
5. City Manager
6. Ethnic Minority Special Interest Groups
7. Local Media Reporters
8. City Human Resources Development Manager
9. School Administrators
10. American Civil Liberties Union (Snaildarter)

Each of these stakeholders have assumptions regarding the topic issue. The following are the descriptive assumptions related to each stakeholder.

STAKEHOLDERS ASSUMPTIONS

1. Police Management
    a. Believe that the department members are flexible in their acceptance of new department programs and input from the public.
    b. Believe there is a commitment to valuing cultural diversity by members of the department.
    c. Believe there is a need to redefine law enforcement organizational ethics, and cultural diversity.
2. Police Supervisors

a. Believe there is a need to develop strategies for coping with changing cultural diversity.

b. Believe they are more closely aligned with management than with line personnel.

c. Believe that law enforcement is more reactive than proactive.

3. Department Trainers

a. Believe that in order to properly train, they need clear guidelines regarding objectives involving coping with cultural diversity issues.

b. Believe there is a need for additional training in ethics and cultural diversity.

4. Police Officers Association

a. Are of the opinion that they should have more say in the policies and procedures of the department.

b. Believe that the department does not have to be representative of the community in order to provide adequate police services.

c. Believe police officers are held to a much higher standard than society.

5. City Manager

a. Believes that police officers are basically ethical.

b. Believes that law enforcement managers will monitor police officer behavior and take corrective action as is necessary.

c. Believes that community desires and service needs must be

weighed against the costs of such services and programs.

6. Media
   a. Believe that many police officers are not ethical.
   b. Believe that many police officers demonstrate biases, and their actions reflect their personal bias.
7. Minority Groups
   a. Believe that there should be changes in the way police officers deal with the public, demonstrating officers non-bias.
   b. Are of the opinion that flexibility toward cultural diversity issues from the police department should be required.
   c. Believe that police officers ethical standards will only change when a monitoring system exists to effectively handle deviant officers.
8. City Human Resources Development Manager
   a. Believes that there should be programs to train city employees in cultural diversity and instilling ethical behavior.
   b. Believes that police officers lack sensitivity to cultural diversity issues.
9. School Administrators
   a. Believe that police officers should be role-models for the community.
   b. Believe that cultural diversity training and ethics training should start in elementary school.

10. American Civil Liberties Union

    a. Believes that police officers are not ethical.

    b. Believes that police officers are culturally biased.

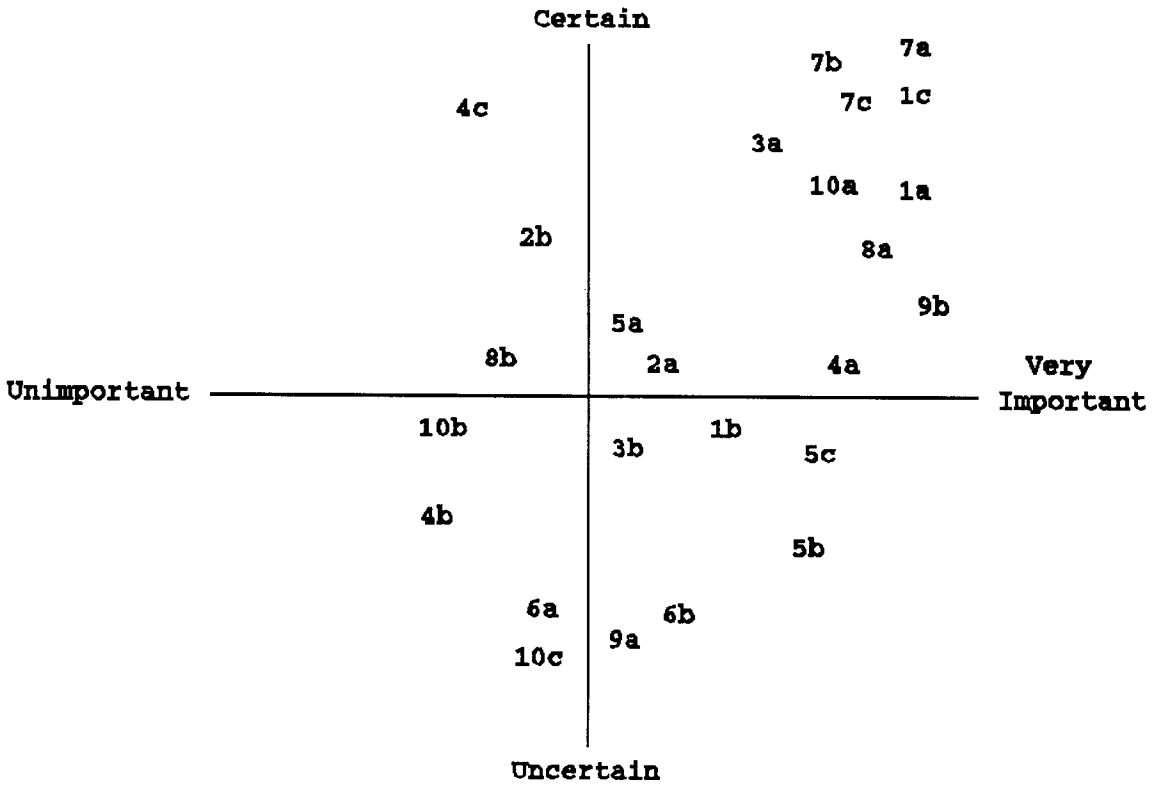
    c. Believe that some type of civilian review board is necessary to insure equal treatment by police officers.

The above listed assumptions were made from a law enforcement perspective and it is unknown if the actual stakeholders would agree with them or not. These assumptions have been graphed into the "Stakeholder Assumption Map", Illustration 27. Stakeholder assumption mapping is an educated guess as to where the stakeholder assumptions fit in regards to the issue question. The assumption mapping range is from "certain" to "uncertain", and "important" to "unimportant". The "Stakeholder Assumption Map" was developed by the Command College group and follows in Illustration 27.

The significance of the plotting is to identify those stakeholders assumptions that fall into the quadrant which is "certain" and "very important" in order to minimize any adverse impact that this may have on the issue. Additionally, consideration should then be given to those assumptions which are found in the quadrant that are "important" but are "uncertain" at this time as to the impact on the issue. This analysis helps in determining focus on stakeholders and stakeholder analysis.

ILLUSTRATION 27

STAKEHOLDER ASSUMPTION MAP



LEGEND:

1. Police Management
2. Police Supervisors
3. Department Trainers
4. Police Officers Association
5. City Manager
6. Ethnic Minority Groups
7. Local Media Reporters
8. Human Resources Manager
9. School Administrators
10. A.C.L.U. (snaildarter)

(Stakeholder Assumptions for the above listed stakeholders are found on pages 69 through 72)

DEVELOPING ALTERNATIVE STRATEGIES

A Modified Policy Delphi process was then used to identify a list of alternative strategies dealing with the topic issue using the same group of seven (7) Command College students listed above. The following alternative strategies were developed by this group.

ALTERNATIVE STRATEGIES

1. **State mandated ethics training** for school children, starting in first grade and lasting through high school, and for all public employees.
2. Creation of **Citizens' Law Enforcement Advisory Teams.** These advisory teams would be representatives from the city which would act in an advisory capacity regarding department policies, practices and standards.
3. **State mandated cultural diversity training**, for elementary school children and all public employees, centering on ethical considerations and diversity sensitivity training.
4. **Creation of Values, Ethics and Cultural Diversity Statement** for police department which incorporates an ethical standard for all personnel.
5. Establish partnership, **task force**, between community representatives and police department personnel **for the establishment of ethical cultural diversity standards** as they relate to department law enforcement and expected actions of the police in dealing with the community.
6. Establish **state-wide industry standard**, through the Commission

on POST, for Code of Ethics that incorporates cultural diversity.

7. Establish **"Zero tolerance" for ethical violations** as a standard for police officer behavior.
8. Have employees sign an **"ethics and cultural diversity contract"** when they join the department which commits the employees to an ethical standard for which deviation is punishable by termination of employment.
9. Creation of a **cultural diversity task force** of public and department representatives for (1) developing innovative recruitment strategies to ensure that the department is sufficiently diverse to meet community needs, and (2) identities culturally diverse issues which can create difficulties between police officers and the diverse community.

The strategies were then rated by each member of the Command College group based upon the following criteria: (1) feasibility; (2) cost; (3) community support; (4) employee support; (5) long-term benefit; (6) improving ethical standards; and (7) long-term desirability.

Through this Modified Policy Delphi process the two (2) highest ranked alternatives and the alternative which had the greatest degree of support diversity were further analyzed for pros and cons regarding each strategy. The group selected strategy #2 "Citizens's Law Enforcement Advisory Team", and strategy #5 "Mandated Cultural Diversity Training" as the preferred policy

strategies. Additionally, strategy #6 "State-wide Industry Standard of Ethics" was determined to be the most polarized strategy of all the identified alternative strategies.

CHOSEN ALTERNATIVE STRATEGIES

The following analysis demonstrates the group determination of the pros, cons and stakeholder perceptions for each of these identified three (3) strategies.

STRATEGY #2 - Citizens Law Enforcement Advisory Teams

PROS

- Develops community involvement and support in law enforcement policies, activities, and standards.
- It is an inexpensive process as compared to the potential outcome of the process.
- It is politically correct given current public scrutiny of police activities and increasing community cultural diversity.
- It is a relatively simple process to create and administer.
- This is non-binding on law enforcement, while allowing public input and scrutiny.
- There is low risk since the outcome is non-binding and advisory only.
- This provides a proactive approach to problem identification and recommending changes by the public.
- This process can increase communication between law enforcement

personnel and the public.

- This process can identify cultural diversity training needs.
- This process is on-going, to monitor how the department is coping with the cultural diversity of the community, and to make recommendations for change of focus as necessary.

CONS

- Such a process can take on a life of its' own.
- It could be difficult to control.
- There is a possibility of unrealistic expectations from the team.
- The process could be viewed as a political threat by city council and/or members of the department.
- Department members may attempt to create roadblocks for recommendations from the team in order to avoid "outside influence".

STAKEHOLDERS PERCEPTIONS

The stakeholders would be concerned with the actual input and impact of the Community Law Enforcement Advisory Team on law enforcement policies and activities. Since this is only an advisory group, it may be seen as merely a facade to give the appearance that the police department is responsive to the community. There would be a very strong desire to ensure that the team is representative of the community. Likewise, there could be concern that special interest groups, represented on the team,

could direct team concerns too much. This could also lead to particular concern regarding the membership and selection of the team members. The initial media coverage of the creation of the team and the continuing coverage of subsequent findings and recommendations by the team would be paramount to success of the team. Finally, this strategy could be seen as having great potential for success with proper management.

STRATEGY #5 - Partnership for Developing Ethical Standards

PROS

- Develops community involvement and support in law enforcement activities, policies, and standards.
- It provides for a wider perspective by involving many different people (potentially culturally diverse) in the development of the standards.
- It is localized, personalized, and customized to the community.
- There is a high potential for gain by both law enforcement and the public.
- The process alone can be a very positive for all involved, and foster additional community support.
- Builds trust between the community and the organization.

CONS

- It could be an unwieldy process.
- It could face resistance within the organization.

- It can be very time consuming.
- It can be very labor intensive and therefore expensive.
- It can produce unknown results, if any.
- It can be risky if outcome doesn't meet participants expectations.

STAKEHOLDERS PERCEPTIONS

This strategy could be seen as short-lived and non-inclusive of other problems facing law enforcement. It could give the appearance of attempting to placate the community by getting the community involved in a very small area of concern regarding law enforcement operations. This strategy could also be seen as one step in improving the sensitivity of law enforcement, however, it could fail to necessarily identify and address cultural diversity concerns in ethical considerations. This strategy could also be seen as acknowledging the need for improvement in law enforcement sensitivity and understanding to cultural diversity.

STRATEGY #6 - Statewide Industry Standard for Ethics

PROS

- It can establish a baseline of ethical expectations for California law enforcement officers.
- It can get people with expertise, in the field of ethics and cultural diversity, involved at low level costs.
- There should be widespread acceptance by all law enforcement

agencies in the state.

- It can create common expectations of law enforcement by the public.
- It creates common expectations within law enforcement.
- Identifies training needs for state-wide presentation.
- Potentially draws on state funded financial resources.
- It can create a wider base of support by being a "bigger picture approach.

CONS

- This could be a very time consuming process.
- The established standard is a state standard and not localized to "fit" the local jurisdiction.
- There is the potential for special interest group inputs overly impacting the results in their favor.
- There is the potential for political bias to skew the results.

STAKEHOLDERS PERCEPTIONS

This strategy could be seen as a text-book approach to identifying the "general problems" associated with law enforcements' reaction to ethical differences related to cultural diversity. There could be a feeling of potentially unreasonable goals; nice to have but possibly unattainable. There could also be concern regarding who was involved in setting the standards and their applicability to individual communities. This is especially important given the differences in cultural diversity from one

community to another.

The potential for a set of standards that would be achievable and desired for California law enforcement could be seen as positive and proactive. The creation of standards could also be viewed as the yardstick for measuring departments' effectiveness and responsiveness. This strategy could be seen as lacking in impact if cultural diversity was not part of the criteria in the development of the standards.

PREFERRED POLICY STRATEGY

After discussing the alternative strategies, the group voted on each of the three (3) identified strategies according to stakeholder influence. As a result of this process the group chose Citizens' Law Enforcement Advisory Teams as the preferred strategy, by a very slim margin over Community/Police Partnership To Develop Ethical Standards. This voting pattern is displayed in Illustration 28.

ILLUSTRATION 28

PREFERRED STRATEGY STAKEHOLDER DETERMINATION

	Strategy 2	Strategy 5	Strategy 6
Police Management	+	+	+
Police Supervisors	0	-	+
Department Trainers	0	0	+
Police Officers' Association	-	-	0
City Manager	+	+	0
Minority Groups	+	+	+
Local Media	+	+	0
Human Resources Manager	+	+	0
School Administrators	+	+	+
A.C.L.U.	+	+	0

*** + = Support, - = Oppose, 0 = Ambivalent**

The group agreed that Citizens' Law Enforcement Advisory Teams would be the preferred strategy, of the proposed strategies, to accomplish the stated mission. The benefit of being able to address community concerns as they arise, seek community input regarding desired services and service delivery, and foster an

atmosphere of understanding, sensitivity and communication is strongly desired. The Citizens' Law Enforcement Advisory Team offers constant and consistent monitoring of department actions and programs. Additionally, this strategy provides a source of information and feedback directly from the public to the department.

The interaction between department members and the community increases the understanding and cooperation among both groups by allowing a broader perspective regarding each others' concerns and desires. This also provides the opportunity to identify cultural differences and determine approaches to minimize negative differences and enhance the effects provided by positive differences through training. This should also improve public/police trust levels through a more common understanding of cultural differences, i.e. the realization that some actions by culturally diverse persons are inherent in their culture rather than a violation of the viewer's ethical norms.

The Citizens' Law Enforcement Advisory Team could also incorporate the partnership strategy and the training strategies in developing training regarding common understanding of ethical standards for law enforcement and the community.

This strategy also allows for easier access to ethnic minority groups for improved recruitment purposes. This could help identify potential candidates, and clarify desires and expectations of the ethnic community regarding careers in law enforcement.

IMPLEMENTATION PLAN

As is the case with any program that promotes change, there will be natural resistance. In order to implement this strategy there are several key issues which must be addressed.

EXTERNAL ISSUES

The first issue for implementation is to gain city council and city manager support for the program. This means moral and financial support in addition to objective acceptance of the joint recommended results of the team.

The strategy of Citizens' Law Enforcement Advisory Team will require a significant change in community education. Initial media coverage, and follow-up coverage regarding the process and results must be made public and it must be fairly presented, in order to gain community involvement and support. Therefore, the media must be brought on-board and involved at the earliest stages.

The identification of the team members will also be a critical issue in implementation of this strategy. The sources of the team members and the areas which they represent will take a great deal of time, communication and cooperation with the entire community to develop. Only with full participation and acceptance of the makeup of the team by the community, will the results of the team achieve credibility. The diverse representation of the team will not only allow communication to and from the community, but also allow for the represented groups to identify their differences and hopefully understand them.

One final issue for implementation will be the identification of the mission of the team. The resulting goals and objectives of the team should be the driving force for success.

INTERNAL ISSUES

Employee involvement will be necessary if the Citizens' Law Enforcement Advisory Team strategy is to be successful. The acceptance of external input and scrutiny will require significant changes in the law enforcement organizational culture and philosophy. In order to establish the vision of cooperation and acceptance within the law enforcement culture, a vision statement and value statement must include the desire, need and support for this strategy by the leadership of the department.

The next issue is the evaluation of the program. In order to provide a gauge for success and internal support, the evaluation of employees, programs and activities must exist. This not only provides structure for the program, but also communicates expectations of adherence to the vision. Since most departments do not have "supervisor evaluations", it is inherent in the leadership to "lead by example" in acceptance of the program; otherwise program validity and credibility will be lost, and total employee buy-in to the program will not occur.

The department will need to identify minority recruitment as a priority issue and take proactive steps which indicate that cultural diversity within the department is a primary consideration in all aspects of department activities.

The time-line for implementation is expected to take approximately three (3) years. This begins with the announcement of the program and concludes with such things as: (1) completion of training for all department personnel (2) the conclusion that on-going training shall be a permanent part of the training process, (3) and formalization of the program into department general orders which outline the process and state continued commitment.

COSTS

The costs associated with this strategy are primarily a result of the costs of the city personnel involved in the process. The personnel costs associated with those persons external of city employment are not considered for the purposes of this study.

Additional costs associated with this program will be materials and space utilization. Materials costs are expected to be relatively negligible, and space costs for meetings and public hearings are a matter of scheduling and therefore anticipated.

Finally, the costs associated with training must be taken into consideration. The costs of "expert" speakers could be significant. Those persons who are accepted authorities in ethics and cultural diversity will require significant remuneration for their expertise. The expense to local jurisdictions may be somewhat mitigated if the training is incorporated into state run programs such as the Commission on POST. However, due to the varying cultural diversity experienced by individual communities, it would be expected that a more individually tailored training

program would be most effective but not necessarily most inexpensive.

SUMMARY

The identification of the preferred strategy and potential obstacles to implementation are crucial in attempting to achieve the mission. In this instance, the creation of a Citizens' Law Enforcement Advisory Team helps to fulfill the mission of the department through cultural diversity training and emphasis on resolution of ethical dilemmas. This program focuses on empathy and sensitivity to the needs and diversity of the community. The strategy also identifies "honesty and integrity" as the guidelines for decision making and creating an ethical cultural environment.

However, there are potential hurdles to clear if the strategy is to be successful. The identified stakeholders will each bring with them their own particular impacts and personal cultural norms which will impact the effectiveness of the team. Careful analysis of the potentials for impact from each stakeholder will help direct energies in the transition from the current state of existence of the department and community, to the desired state of successful implementation and results of the team.

The process utilized here has led to the next phase of consideration in impacting the identified issue. The next phase of the futures study is to determine the manner in which a successful transition may be accomplished.

SECTION IV: TRANSITION MANAGEMENT PLAN

Developing a strategic plan to deal with the topic issue is a challenge. However, developing a plan to transition to the desired state is a great deal more complex an issue. In order to accomplish this transition, numerous steps must be identified and completed. First, the critical mass (key players), who are essential to this transition, must be identified in conjunction with an assessment of their readiness and capability to change. There must also be an assessment of the commitment of the key players to the strategic plan. Once the key players' level of commitment has been identified, subsequent approaches to moving the level of commitment of those key players which is necessary to insure successful implementation of the plan, must be described. A management structure must then be suggested to manage this planned transition. There will be a listing and description of technologies and methods which can be employed to support implementation of the plan. Finally, a time-line will be identified which will list the activities and critical events which must occur in order to insure implementation.

RECOMMENDED STRATEGY

"If a community is made up of a variety of cultures and subcultures, those responsible for law enforcement need to fully understand the traditions of the community they serve in order to be effective"[36]
Robert C. Wadman, Chief of Police

As a result of the strategic planning process, the recommended strategy was the creation of a **Citizens' Law Enforcement Advisory Team**. The Citizens' Law Enforcement Advisory Team would include selected representatives from the city which would act in an

advisory capacity regarding department policies, practices and standards. The advisory team would consist of nine (9) members, chosen from the community, to represent the community at large. One (1) member of the police department, and one (1) other member of the city staff other than a police department member would sit on the team in an advisory capacity. After the announcement of the program and application procedure, the selection of the team members would be accomplished by city council nomination and selection via council majority vote of those members who are external of city staff. Once selected, the team members would maintain team membership for a two (2) year period. They would have the option to request reinstatement at the end of this period, for another two years. However, reinstatement would occur through the normal application and selection process.

The citizens' advisory team would meet once a month with the Chief of Police and/or designated members of the department to review policies, practices and standards in order to incorporate community desires and expectations into police department operations. The citizens' advisory team does not have the stated power to change policies, practices or standards; only to advise of perceived necessary changes or concerns regarding these policies, practices or standards. Specifically, ethical standards would be reviewed in relation to cultural diversity issues by the citizens' advisory team.

The team would also review all training provided for department employees. The purpose of this review is to determine

where there might be cultural differences which necessitate change in community expectations or identifies these potential areas of conflict for department employees. Since training usually occurs after the identification of a "problem" or "sensitive area", the team is vital in identifying community and department concerns or areas where conflict may arise. Therefore, the cross-cultural representation of the team is paramount. Additionally, where there is lack of representation for any particular cultural consideration, there must be active solicitation of the community and department by the team in order to insure that issues or conflicts are identified and treated promptly and consistently. This could be done through active media coverage; presentation by the Chief of Police at City Council meeting; town meeting; presentation by Chief of Police or representative at ethnic minority group meetings; presentation by Chief of Police or his representative at community groups such as Lions Club, Rotary Club, Kiwanis Club, Black Homeowners Association, Asian-American Club, neighborhood watch meetings, and business watch meetings; and finally use of the television government channel for the community to advertise the program.

A monthly report would be written by members of the citizens' advisory team which would be provided for distribution to the members of the department and the community. This report would be included in the city informational bulletin at the recreation department, and made available to the press for publication. Additionally, a yearly report would be prepared by the citizens'

advisory team which highlights the policies, practices and standards analyzed, and the outcome of the analysis to include recommendations of the citizens' advisory team for future law enforcement consideration. Likewise, all training issues would be listed and requests for community involvement solicited.

Additionally, a public forum would be hosted by the citizens' advisory team quarterly to report to the community the on-going activities of the advisory team and to accept public input or guidance regarding public concerns. Each forum would be broadcast on the government channel with telephonic access by the members of the community for those not able to personally attend the forum. Language services should be made available for the non-english speaking. This form of presentation would hopefully stimulate response from the public and provide the identity of those persons on the team who could be contacted to receive and discuss concerns of the public.

The benefit of being able to address community concerns as they arise, seek community input regarding desired services and service delivery, and foster an atmosphere of communication is strongly desired. The citizens' advisory team offers constant and consistent monitoring of department actions and programs, and reactions to community actions. Additionally, this strategy provides a source of information directly from the public to the department via the citizens' advisory team.

This interaction between the department and the community increases the understanding and cooperation among the police and

the community by allowing a broader perspective regarding each others concerns and desires. Ethical cultural diversity issues which can impact the relationship between law enforcement and the community would be a primary area of focus. It is expected that the citizens advisory team would also improve trust levels between the public and the police through better understanding of cultural diversity issues.

The Citizens' Law Enforcement Advisory Team can also incorporate a partnership strategy in developing ethical standards for law enforcement in the community, as one of the topic areas which the citizens' advisory team addresses.

Since one of the primary goals is to change the department organizational climate to be more empathetic and sensitive, another role of the team is to work with the members of the department to establish a sense of understanding and trust which transcends the "us and them" mentality displayed in traditional law enforcement.

Finally, this strategy allows for easier access to ethnic minority groups for such things as improved police applicant recruitment. This process would also help identify potential candidates, and clarify desires and expectations of the ethnic community members regarding careers in law enforcement.

> ***"The new rallying cry will be teamwork - police and citizens working jointly to achieve a particular goal"***[37]
>
> ***New York Police Department Commissioner Lee P. Brown***

COMMITMENT PLAN

STAKEHOLDERS

During the strategic planning phase, the above described strategy was developed. The analysis of the strategy identified individuals or groups who were stakeholders regarding the proposed strategy. Stakeholders are those persons or groups who might impact the strategy, are impacted by the strategy, or care about the strategy. The following stakeholders were identified in relation to the recommended strategy of a Citizens' Law Enforcement Advisory Team:

1. **Police Management**
2. **Police Supervisors**
3. **Department Trainers**
4. **Police Officers Association**
5. **City Manager**
6. **Special Interest Ethnic Minority Groups**
7. **Local Media Reporters**
8. **City Human Resources Development Manager**
9. **School Administrators**
10. **American Civil Liberties Union (Snaildarter)**

CRITICAL MASS

In attempting to effect any change there exists a minimum number of persons or groups (stakeholders) whose active support will ensure that the change occurs. Likewise, if any of them oppose the change, the change is destined to fail. This minimum number of "individuals or groups, whose active commitment is necessary to provide the energy for the change to occur"[38], is known as the **critical mass.** It is upon these parties that

transition managers must direct their focus and efforts in order to insure that the transition management process is successful.

The first step is to establish the commitment level of these individuals or groups in relation to the proposed change. After establishing their **current level of commitment** the determination is then made relative to the **desired level of commitment** of these individuals or groups.

In relation to implementing the **Citizens Law Enforcement Advisory Team** strategy, the following individuals or groups were identified as the **critical mass** for successful implementation.

1. **City Manager**
2. **Police Chief**
3. **City Mayor**
4. **Police Officer Association President**
5. **Lieutenant A.**
6. **Lieutenant B.**
7. **Asian-American Club President**
8. **Editor of "Bayfill Progress" newspaper**

STAKEHOLDER/CRITICAL MASS ANALYSIS

The differences in the critical mass constituency and the original list of stakeholders included the breakout of several individual members of the police management, and the addition of the city council. Not included in the critical mass, but were listed as stakeholders were: Police Supervisors, Department Trainers, Community Residents, Schools and the American Civil Liberties Union (snaildarter).

First in the list of stakeholders was "police management"

which, in the critical mass, was further delineated to include Lieutenant A., Lieutenant B., and the Chief of Police. The analysis of the critical mass indicated that the commitment of these key members of the police management staff was necessary to successful change.

The City Council, on the other hand, was not listed in the Stakeholders analysis. However, in considering the recommended strategy it became clear that this group would not only have specific interest in the strategy, but final approval of the program and the necessary resources to make it successful. Therefore, the Mayor is included in the critical mass.

The community residents, schools, and the A.C.L.U. were listed as stakeholders but not as a part of the critical mass. The reasoning for all three groups is basically the same. The schools and the A.C.L.U. may be impacted by the results of the recommended strategy, however, their participation or interests are not detrimental to the successful change. Likewise, the community residents may directly experience positive results of the recommended strategy, however, their initial involvement is not crucial. Additionally, the public in general may have their concerns and input delivered by representatives during transition management.

READINESS/CAPABILITY ANALYSIS

Once the critical mass is identified, the next step is to establish the readiness and capability of each of these individuals

or groups for the proposed change.

Readiness for change deals with the motives, aims or goals and willingness of the critical mass. **Capability** for change, however, involves the authority to allocate resources, influence, power and the possession of the necessary information and skills to complete the tasks inherent in the change. In order to effectively impact the change strategy, transition managers must assess the readiness and capability of each member of the critical mass in relation to the change. It is important to remember that individual actors in the critical mass cannot be expected to share the same level of readiness for change, nor the same capability to effect the change-producing strategy. Illustration 29, the **"Readiness-Capability Assessment Chart",** is the assessment of the critical mass in relation to their readiness and capability for the change.

ILLUSTRATION 29

READINESS-CAPABILITY ASSESSMENT CHART

	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
City Manager		X			X	
Police Chief	X			X		
City Mayor		X		X		
Police Officers Association President			X			X
Lieutenant A.		X			X	
Lieutenant B.	X				X	
Asian-American Club President		X			X	
Editor of "Bayfill Progress"		X			X	

Having identified the readiness and capability of the critical mass members, it is necessary to identify the commitment of each member to change. Furthermore, there is a need to identify any necessary shift in the level of commitment for any member of the critical mass in order to ensure the plan's success. Illustration 30, the **"Commitment Chart"**, follows and depicts the current level of commitment of each member or group in the critical mass and any shift in level of commitment necessary to ensure the success of the plan. Additionally, the persons or groups responsible for the movement of the critical mass players will also be identified and discussed.

ILLUSTRATION 30

COMMITMENT CHART

KEY PLAYERS (Critical Mass)	NO COMMIT-MENT	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
1. City Manager		X ⇨	O	
2. Police Chief			X O	
3. City Mayor		X ⇨	O	
4. P.O.A. President	X ⇨	O		
5. Lieutenant A.		X O		
6. Lieutenant B.		X ⇨	O	
7. Asian-American Club President			X O	
8. Editor Bayfill Progress		X O		

X = Present level of commitment O = Desired level of commitment

INFLUENCING THE CRITICAL MASS

In order to move the various members of the critical mass to the required level of commitment the following strategies could be utilized.

City Manager: If change is to occur, the city manager must not only support the change but provide encouragement of the city council to fund the strategy. Additionally, the city manager must commit the necessary city staff time necessary to administer the

strategy. The city manager shows only moderate readiness and capability due to his reliance on the city council to fund the necessary tasks for implementation, and his need for additional strategic planning information. Presently the city manager is in a "let change happen" posture and needs to be moved to "help change happen". There is the belief that the city manager believes in delivering the best possible services to the citizens. Therefore, an "educational intervention" is best suited to shift the commitment level of the city manager. It is necessary to present the city manager with the proposed strategy and clearly identify the improvements in organizational effectiveness, and public input and trust which the strategy could achieve. Additionally, the city manager should be involved in the strategic planning process in order to provide a better foundation of knowledge on which to develop his support and commitment.

It will be necessary for the Chief of Police to provide the necessary information to the City Manager in order to move him from "Let It Happen" to "Help It Happen" level of commitment. The Chief of Police should interact with the City Manager very early in the process in order to educate and gain his commitment.

Police Chief: As an actor in the critical mass the Chief of Police exerts considerable influence over many other stakeholders. The Chief displays a high degree of readiness and capability for change. Additionally, he is currently in the "help it happen" level of commitment. There is no shift in commitment level

required. The Chief is highly motivated towards change in general. However, the transition to the Citizens' Law Enforcement Advisory Team strategy will most likely not be warmly received by the general membership of the department. Therefore, a softer sell to the department members might get other members of the management team to actively support and promote the change. The Chief of Police should incorporate "role modeling" into his behavior in order to promote change. His demonstration of acceptance and desire for the change will have profound influence over many stakeholders. Additionally, his actions will help define and promote organizational values.

City Mayor: The city Mayor has only mediocre readiness, but he is high in capability. Additionally, the City Mayor will let change happen. However, there needs to be a shift in his level of commitment to "help it happen". This shift is necessary in order to develop a city-wide atmosphere of the importance of the strategy. The city council takes a very active role in directing city policies and procedures. Therefore, an educational intervention would provide the impetus to the shift in commitment. Since the City Mayor is likely to get involved in the change anyway, early involvement would again be key to successful implementation. Only with identifiable resistance to the proposed change would a management approach be considered to overcome the opposition to the strategy by the City Mayor and/or any individual member of the council.

The City Manager and the Chief of Police must meet with the Mayor very early in process to educate him and gain his support and commitment for the project. The commitment movement is expected because of the influence the City Manager has on the Mayor, and the respect the Mayor has for the Chief of Police. Additionally, this commitment change is necessary in order to gain the support from the other members of the city council.

Police Officers Association President: The Police Officers Association President is an important aspect of the critical mass. Although the P.O.A. President has low readiness and capability, and he has no real level of commitment to the change, it is desired to shift him to **at least** the "let it happen" level of commitment. It would be preferred to get the P.O.A. President to the "help it happen" level of commitment, however, success of the change can occur with less commitment from the P.O.A. President and association. Because of the assumptions that members of the P.O.A. will be resistant to change, a number of intervention strategies should be incorporated. First, an educational intervention should be initiated which will bring the members to a higher level of understanding regarding the proposed change, and a better understanding of the benefits to be derived for their profession. This movement must be accomplished through early meetings with the P.O.A. President and the Chief of Police. Additionally, Lieutenant B. must meet with the P.O.A. President to elicit his support and commitment to the project due to his influence with the P.O.A.

President. Second, resistance management must be applied to the P.O.A. President or any individual member who expresses resistance to change. This must also be applied by the Chief of Police. Third, and one of the most effective strategies in this instance, would be forced collaboration. This would help to produce "buy-in" to the change by the P.O.A. President or any other representatives of the association. Even though the desired shift from "no commitment" to "let it happen" does not seem like a large shift, there will be considerable effort in producing this shift. The forced collaboration must be initiated by the Chief of Police to give it legitimacy and urgency. Finally, early intervention and involvement in the planning and decision making will be essential to success, and could produce a greater shift than necessary.

Lieutenant A: This lieutenant is an integral part of the critical mass due in part to his position as Administrative Commander, but more importantly due to the respect and trust placed in him by members of the department. Lieutenant A. is approachable and viewed by most members of the department as conscientious, creative and a problem solver. Lieutenant A. is mediocre in readiness and capability and is currently at a "help it happen" level of commitment. This level is appropriate and adequate for this member of the critical mass and no intervention strategies are necessary.

Lieutenant B: This lieutenant is seen by the members of the

department as the "voice of reason" within the department. He is very trusted by his superiors, peers, and subordinates. Lieutenant B. is approachable and maintains interpersonal skills which make him a leader in the department. Lieutenant B. has a high degree of readiness and capability. Additionally, he is at a "help it happen" level of commitment. This is also an adequate level of commitment. Lieutenant B. will also be the most likely choice for transition manager. His tenure with the city and confidence and esteem placed in him by members of the department members, police department management members, city staff, business community and many community leaders add a degree of respect and trust that will be necessary to ensure success of the change strategy from the perspective of those inside the department, as well as those outside the department.

Asian-American Club President: The Asian-American Club President is also an integral part of the critical mass. Since the original issue is concerned the ways in which law enforcement will cope with the ethical dilemmas created by the changing cultural diversity, and the Citizens' Law Enforcement Advisory Team is the proposed strategy, the inclusion of the Asian-American Club President is essential. This is necessary because of the ethnic minority constituency in the city, and the active political role the club plays in city government. The ethnic minority groups in the city are very active in the political environment of the city, and in city activities and non-profit organizations such as Lions

Club, Rotary Club and Kiwanis Club. Since the Asian-American Club President is so active in the community, his commitment to the strategic plan is also essential. The Asian-American Club President is seen as mediocre in his readiness and capability. Additionally, his current level of commitment is seen as "help it happen". This is an acceptable level of commitment for this member of the critical mass. Gaining the insights and desires of the Asian-American Club will greatly assist in the successful transition of the proposed strategy. The additional benefit of early involvement of the Asian-American Club President is the ability to target individual group members for possible inclusion on the Citizens' Law Enforcement Advisory Team. Finally, role modeling would serve to demonstrate that the department desires to be more responsive to the public, and minorities in particular. Role modeling would also serve as a gauge that the department desires to make positive and proactive changes in those areas where law enforcement may be deficient or lacking necessary information.

Editor, Bayfill Progress Newspaper: The editor of the local newspaper is mediocre in readiness and capability. The ability of the news media to influence the perceptions of the readers is essential. Just as this influence can be a positive statement regarding the police agency, it could also be presented with a less desirable message regarding the department. Therefore, early intervention is also appropriate to establish that the department is attempting to make sure it maintains the highest standards for

the community. The current level of commitment of the editor is viewed as "let it happen". This is an acceptable level of commitment from the editor and the media in general. The greatest concern here would be if the editor demonstrated "no commitment". Then a shift in commitment would not only be desirable but necessary. A great deal of perceived success of the change is going to be represented by the news media.

MANAGEMENT STRUCTURE

The transition from the present to the planned and desired future will be significant. Therefore, the management structure must be uniquely suited to the task, and specifically focused on the change process. If this is not accomplished, the management of the transition may become overwhelmed by other concerns such as ongoing operations, management changes and the development of future leaders. This transition state then calls for a combination of **Project Manager** and **Representatives of Constituencies.** The project manager will be a member of the police department who is appointed by the Chief of Police and delegated the authority to mobilize the necessary resources to make the change happen. The project manager will be the "champion" of the change and utilize a task force approach to insure successful transition. The task force will combine representatives from various groups including: city council, city manager's office, police officer's association, Black Homeowners Association, Asian-American Club, and a local newspaper editor.

This transition management structure is deemed the most appropriate option because of the nature of the proposed strategy. First, representatives from the manager's office and city council are included in order to obtain input and gain support. Since the city council and city manager are part of the critical mass, it is imperative that early involvement be accomplished. Additionally representatives of the Police Officers' Association, Black Homeowners' Association, and the Asian-American Club would be consulted in order to determine potential stumbling blocks which would need to be removed prior to continuing. When possible, members of these groups would be asked to review staff reports, and news releases regarding the change to reduce resistance and gain support. Finally, a local newspaper editor would be included in order to obtain a press perception of the change and to make recommendations for the successful presentation of this change to the public.

This transition management structure will be formalized to have representatives of these groups and various individuals meet to discuss the change and provide direction on necessary steps to take in making the transition.

The transition manager is vital to the acceptance of the change by members of the police department. The members of the department are expected to be resistant to "outsiders" having input into department policies and procedures. However, since the transition manager is a member of the department and revered by the members, this will serve to reduce resistance and channel resistant

concerns into actions which will promote positive transition for change. The transition manager will also act as facilitator to ensure that concerns are voiced and effective remedies are applied to achieve the desired future state.

SUPPORTING TECHNOLOGIES AND METHODOLOGIES

In order to manage the transition and the anxiety and uncertainty which is prevalent during transition several technologies and methodologies would be incorporated into transition management.

1. **Responsibility charting** would be used to clarify the behaviors that would be required to implement important change tasks, actions, or decisions. This process would help to "reduce ambiguity, wasted energy and adverse emotional reactions between individuals or groups whose interrelationship is affected by change".[39] The power of responsibility charting is in the participation of the identified persons or groups in the transition management scheme. The responsibility chart would be completed in order to provide a job description for the players. The responsibility chart will clearly establish who has responsibility (R), approval or right to veto (A), a support or resources role (S), or a need to be consulted or informed (I).

2. **Communicating A Vision Of The Future** by the Chief of Police will allow the sharing and definition of the desired future state. This shared vision will identify the desired future and

should reduce the fear and anxiety of the stakeholders. Additionally, the better understood the vision is, the easier it will be to gain commitment to the desired future. This also allows the Chief of Police the opportunity to "role model" the proposal.

3. **Community Surveys** regarding the perceived present state of the police department and the proposed citizen law enforcement advisory team could be very helpful in raising the educational level of the public and provide public input regarding potential areas of resistance. Additionally, the results of the surveys would be a source of information about public desires and concerns regarding police department activities, policies and procedures. Likewise, the dialogue developed between the public and the police department, as a result of these surveys, can also help reduce anxiety and fear.

4. **A Public Forum** could be hosted by the city staff, incorporating representatives from the police department. The public forum could explore sensitive areas of concern and provide potential direction for transition management. A public forum may also provide a listing of interested ethnic minority groups who desire participation in the change, or at least the opportunity to express their opinions and concerns. This would be not only an educational elevation of the public, but of the transition manager and police department staff as well. This establishing of position by all involved parties can help alleviate fear and anxiety of these parties also. The establishment of position by the various groups and individuals can result in opposing viewpoints being

expressed. Once identified, these viewpoints can be addressed and mitigated through resistance management. This method will also breakdown perceived barriers of resistance to change by indicating that the police department is seeking to improve in whatever areas deemed necessary and appropriate by the public through an ongoing process.

5. **Press Releases** can be a very effective means of educating the public and focusing attention on the desired future state. Again, there are many positive results which can be achieved by this method. Opposing viewpoints will surface and may then be considered through resistance management. The press releases can also be a method of bringing members of the public forth to discuss the issue strategy, and there may be the realization of additional strategies as a result. The ultimate advantage of this method is to be able to better control the direction and complexity of the transition management process.

6. **Bi-monthly Updates** which are written and provided by the transition manager can be distributed to the city council, city employees, news media and government television channel. This constant informational updating reduces misinformation and can be a means for requesting input or information.

7. **Accessibility of Transition Manager** is important in allowing visibility of the proposed strategy and will allow all involved parties a centralized point to obtain information, resources and direction.

8. **Resource Allocation** by the department management, specifi-

cally the Chief of Police, should indicate the importance of the proposed strategy by primarily allocating resources to the proposed strategy before allocating resources to less important changes. The allocation of resources should be verbalized regarding importance in order to demonstrate management commitment to the strategy and vision.

9. **Worst Case Scenario Development** regarding trends and events which depict the worst possible future if planning and intervention strategies are not developed and implemented can educate the stakeholders and motivate participation in them.

TRANSITION MANAGEMENT PLAN OUTLINE

CRITICAL TASKS AND EVENTS

A. Decision to adopt Citizens' Law Enforcement Advisory Team:

1. Chief of Police decision to pursue strategy.
2. Police Department management meeting to discuss strategy and request commitment and input from management team members.
3. Chief of Police holds department meeting to provide vision and answer department member questions.
4. Preparation of strategy staff report which describes the program, goals and objectives.
5. Presentation of strategy staff report to City Manager by Chief of Police.
6. City Manager and Police Chief present strategy staff report to city department heads and obtain their input regarding the program.
7. City Manager presents strategy to the city council for

approval.

8. City Council holds public hearing on the program to explain the program and obtain community input.

9. City Council formally accepts the program by resolution.

B. Building commitment and understanding:

1. Identification of the Critical Mass.

2. Completion of Commitment Chart.

3. One-on-one meetings with critical mass members of the police department staff by Chief of Police to develop support and identify resistance.

4. Chief of Police to contact all identifiable ethnic minority groups and request input regarding the strategy, and develop group contacts.

C. Communications Plan and Strategy:

1. Press release announcing the proposed strategy.

2. Press release announcing the public hearing.

3. Public hearing hosted by city staff announcing the strategy.

4. Press release requesting public applications for membership in the C.L.E.A.T..

5. Use of government television channel to announce the strategy and provide status updates.

6. Bi-monthly transition updates provided by transition manager providing process status.

D. Transition Management Process and Role Setting:

1. Selection of Transition Manager by Chief of Police.

2. Completion of Responsibility Chart.

3. Identification of required resources.

4. Identification of target groups/individuals for inclusion in transition management process.

E. Implementation:

1. Allocation of necessary resources by City Manager.

2. Acceptance of applications for C.L.E.A.T..

3. City Council determines C.L.E.A.T. membership.

4. Changes in job assignments or reallocation of job tasks for police personnel during transition.

F. Evaluation:

1. Selection of cross-slice of police department for inclusion in in-house evaluation committee.

2. Creation of evaluation committee.

3. Creation of evaluation form for use with departmental personnel and public query pre-test and post-test.

4. Pre-test of department employees.

5. Pre-test of community.

6. Post-test of department employees.

7. Post-test of community.

8. Final report developed by Chief of Police reporting results of the transition City Manager and Council.

G. Training:

1. Review by Citizens' Advisory Team of department policies and procedures.

2. Meetings with all identifiable culturally diverse groups in community with the Citizens' Advisory Team to identify areas of cultural diversity concern.

3. Prioritization of all perceived training needs.

4. Selection of training presenters.

5. Training schedule adopted by Chief of Police.

6. Training for department personnel.

6. Citizens' Advisory Team selection of training topics for public forum presentation.

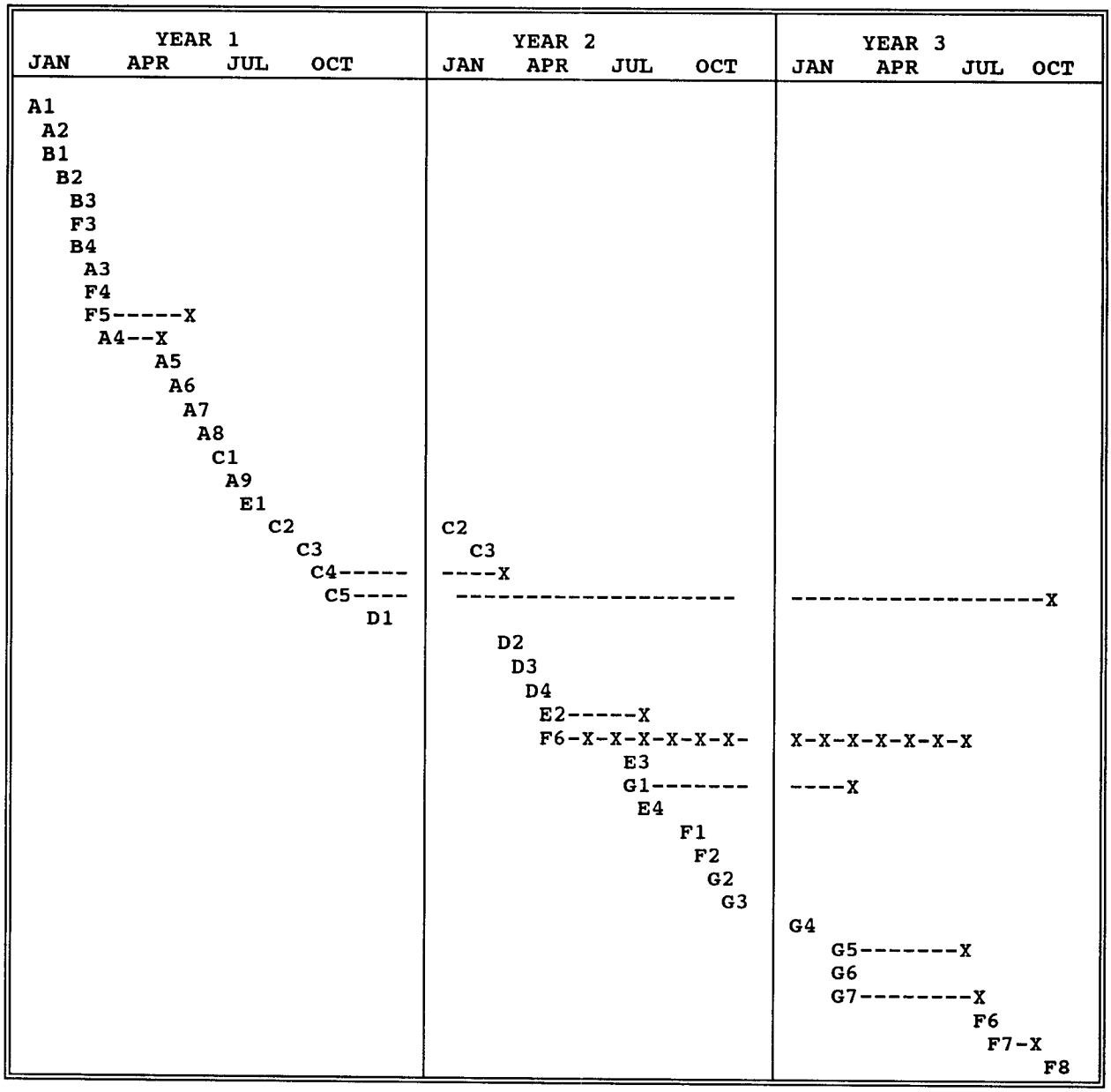
7. Public Forum Training completed.

Illustration 31, **Transition Management Plan Time-Line**, depicts the time-line of the critical tasks and activities which are necessary for successful implementation of the proposed strategy. The time-line indicates the estimated length of time during which transition would occur. Additionally, the time-line is segmented into quarters of a year, indicating that the estimated length of time for completion of the transition is five (5) years.

Illustration 31 depicts the **Transition Management Plan Time-line.** The capitalized letter and number in Illustration 31 corresponds to the letter and number of the particular task, event or activity listed in the **"Transition Management Plan Outline"**, found in pages 109 through 112. For example, **A1** indicates the event **"Police Chief decision to pursue strategy"**. The time-line concludes at the end of Year 5 with **F8**, which indicates **"Final report developed by Chief of Police, reporting results of the transition to the City Manager and the City Council".** Illustration 31 follows on the next page.

ILLUSTRATION 31

TRANSITION MANAGEMENT PLAN TIME-LINE



The above listed tasks and activities are critical to the success of the transition management plan. The time frames estimated in this plan are approximations based upon the analysis of the chosen model city. It should be noted that this plan is

designated for implementation in a municipal police department. Therefore, this plan is not tailored for a state agency such as the State Police or Highway Patrol, or potentially even a Sheriff's Department. Although this plan could be modified for use in such agencies, this plan is specifically related and focused for a municipal law enforcement agency.

SECTION V: CONCLUSIONS AND FUTURE IMPLICATIONS

As the population of California grows and becomes more culturally diverse, law enforcement will need to be armed with the weapons of "change" and "desire". First, there must be the desire by law enforcement managers to value the ethics of cultural diversity, and the willingness to see beyond their own inherent personal ethics and socio-cultural norms. This includes the need for law enforcement managers to realize the need to educate officers in the decision making process in regards to ethical dilemmas. Secondly, after that realization, law enforcement managers must embrace organizational change. As Stan Kantor said:

> "Only when we change realization to reality and join together, forming networks of human concern will we find the strength and wisdom as well as a desperate need to create a better world".[40]

This futures study has examined one strategy aimed at decreasing the potential negative impacts of the ethical dilemmas created by California's changing culturally diverse population, while attempting to enhance the positive impacts of cultural diversity awareness, individual decision making regarding ethical dilemmas, and community involvement in law enforcement. The emphasis on ethics is aimed at the desire to bridge the gap of understanding related to cultural diversity while raising the consciousness of law enforcement personnel to enhance their ethical conduct and likewise better understand the ethical conduct of the culturally diverse population which law enforcement serves.

> "...enhancing we-ness will require greater commitment and effort from both the government and the people, if community rebuilding is to take place..."[41]

There have been other strategies mentioned in this research

which identified additional ways to address the issue of how law enforcement is going to cope with the ethics of California's changing cultural diversity. These alternative strategies may provide additional emphasis and depth to addressing the issue. However, law enforcement managers must weigh the costs associated with time and resources in determining any augmentation to the proposed strategy found in this study.

Additionally, learning to manage the ethical dilemmas of cultural diversity is insufficient. The commitment to understanding the ethics of the culturally diverse population and the potentially resultant impact upon law enforcement will necessitate law enforcement managers constant and consistent awareness of the changes in the population and their commitment to addressing these changes.

> "Managers will be challenged with a wide variety of values, work ethics, customs, and behaviors that are culturally-rooted".[42]

In interviews with twenty-four (24) "men and women of conscience", Institute for Global Ethics President Rushworth M. Kidder said there were

> "eight (8) common values that can guide a troubled world through a tumultuous future...love, truthfulness, fairness, freedom, unity, tolerance, responsibility, and respect for life".[43]

However, one concern which surfaced during the interviews was stated by Mr. James A. Joseph, former Under-Secretary of the U.S. Department of the Interior. Mr. Joseph said that at the top of his list was a sense of

> "respect for the cultures of other communities, respect

> for the need to begin to integrate into our collective memory appreciation of the contributions and traditions of those who are different".[44]

This research identified the need for law enforcement managers to develop strategies for coping with the ethical dilemmas of California's changing culturally diversity. The sub-issues of coping with ethical dilemmas, and internal department training programs have been addressed. However, the third sub-issue involving the integration of culturally diverse managers into law enforcement leadership roles was not examined. There was some feeling that there would be a significant impact on this sub-issue as a result of the strategies utilized to impact the other two (2) sub-issues. However, it is also the belief of this writer that the sub-issue of culturally diverse law enforcement management integration is worthy of further future study.

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APPENDIX A

TRENDS

1. Level of economic security in California
2. Level of cultural diversity education
3. Level of gang violence
4. Gangs replacing family
5. Level of age diversity (older population)
6. Level of older white voters vs. younger, more diverse non-voting population
7. Level of volunteerism
8. Level of technological advances which are depersonalizing the individual
9. Level of school involvement in community
10. Level of limiting population growth causing discrimination against larger families
11. Level of organized religion
12. Level of violent crimes
15. Level of women in the workforce labor pool
13. Level of telecommuting
14. Level of racial diversity hiring making law enforcement representative of the community
16. The change in law enforcement regarding the types of crimes investigated
17. Level of "baby buster" generation work ethic
18. Level of "anti-immigration" sentiment
19. The change in the African-American no longer spokesman for minorities
20. Level of competition for scarce environmental resources
21. Level of ethics training
22. Level of media influence on society
23. Level of racially diverse management in law enforcement
24. Level of community advisory groups/councils
25. Level of Community Oriented Policing
26. Level of accreditation for law enforcement personnel
27. Level of civilianization of law enforcement services
28. Level of people seeking law enforcement career
29. Level of unemployment
30. Level of lack of regard for human life
31. Level of entry-level requirements for law enforcement officers
32. Level of decentralization of police services
33. Level of world consciousness
34. Level of illegal immigration
35. Level of economic polarization of society's haves and have-nots
36. Level of family structure regarding single parent, blended parent and grandparent raising children families

APPENDIX B

EVENTS

1. Illicit drug use decriminalized
2. Criminalization of minors possessing guns
3. Moratorium on immigration
4. Major fire in densely populated metropolitan area causing a shift in population and population location
5. Cataclysmic earthquake
6. Passage of school voucher system initiative
7. Rodney King II incident in Northern California
8. Passage of legislation that would limit access to health care and education by undocumented aliens
9. Gambling legalized
10. Passage of legislation requiring bi-lingual capability of high school graduates
11. Cataclysmic event which causes displacement of a large population from another country to the U.S.
12. A computer chip is created outside of Silicone Valley which bankrupts Silicon Valley
13. Passage of NAFTA
14. Major Depression
15. Election of a woman to President of the United States
16. Election of a non-white to President of the United States
17. Cultural Diversity training mandatory in elementary school
18. Ethics training mandatory in elementary school
19. Election of a "moral majority" member to President of the United States or Governor of California
20. High school drop-out rate reaches 50%
21. Legislation which eliminates U.S. citizenship as a requirement for being a police officer