

The Assimilation of Openly Gay and Lesbian Police Officers into the Law Enforcement Culture.

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ABSTRACT

The presence of openly gay and lesbian police officers is an emerging issue for law enforcement leaders. The assimilation of this new group of employees into the law enforcement culture is examined to determine what can be done to reduce the potential for discrimination which has been a problem in the past when other new groups, such as women, entered the profession in significant numbers. A futures study examines significant trends and events impacting the issues that were forecasted by a panel of experts. The study includes three possible future scenarios based on the trends and events and a literature search. The study includes a strategic plan to design and implement a gay and lesbian cultural diversity program for a local law enforcement agency. The program consists of four elements: a liaison officer with the gay and lesbian community, a gay and lesbian community advisory group, a cultural diversity training/education program for police officers which is taught by gay and lesbian community members and officers, and a recruitment program targeting gays and lesbians. A strategic plan and transition management plan to implement the program are included along with endnotes, a bibliography, and appendices.

THE ASSIMILATION OF OPENLY GAY  
AND LESBIAN POLICE OFFICERS  
INTO THE LAW ENFORCEMENT CULTURE

TECHNICAL REPORT

BY

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STANDARDS AND TRAINING

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TABLE OF CONTENTS

	<u>PAGE #</u>
LIST OF ILLUSTRATIONS.....	iii
LIST OF TABLES.....	vi
FOREWARD.....	vii
SECTION ONE - INTRODUCTION.....	1
SECTION TWO - FUTURES STUDY.....	12
Introduction.....	12
Methodology.....	13
Trend Analysis.....	21
Event Analysis.....	35
Cross Impact Analysis.....	47
Scenarios.....	50
Most Likely.....	55
Best Case.....	60
Worst Case.....	69
Summary.....	74
SECTION THREE - STRATEGIC PLAN.....	76
Mission Statement.....	76
Situational Analysis.....	77
Environmental Analysis.....	78
Organizational Analysis.....	81
Stakeholder Analysis.....	83
Alternative Strategies.....	89
Preferred Strategy.....	94

Implementation Plan.....95  
Summary.....98  
SECTION FOUR - TRANSITION MANAGEMENT PLAN.....99  
Recommended Strategy.....100  
Critical Mass.....101  
Transition Management Structure.....108  
Technologies & Techniques to Support Implementation.111  
Transition Management Timeline.....115  
Summary.....118  
SECTION FIVE - CONCLUSION.....119  
APPENDICES.....124  
APPENDIX A - FUTURES WHEEL.....125  
APPENDIX B - LIST OF EVENTS.....126  
APPENDIX C - LIST OF TRENDS.....130  
ENDNOTES.....133  
BIBLIOGRAPHY.....135

LIST OF ILLUSTRATIONS

	<u>PAGE #</u>
Illustration #1, Trend One.....	21
Hate Crimes Directed Towards Gays & Lesbians	
Illustration #2, Trend Two.....	22
Anti-gay Discrimination Legislation	
Illustration #3, Trend Three.....	23
Level of Gay and Lesbian Political Influence	
Illustration #4, Trend Four.....	24
Backlash Directed Towards Gay/Lesbian Officers By Straight Officers	
Illustration #5, Trend Five.....	26
Officers Disciplined For Harassment Directed Towards Gay and Lesbian Officers	
Illustration #6, Trend Six.....	28
Acceptance of Gay and Lesbian Officers by Straight Officers	
Illustration #7, Trend Seven.....	29
Chief of Police Support of Anti-Gay Discrimination Policy	
Illustration #8, Trend Eight.....	31
Level of Police Officer Training on Gay and Lesbian Issues	
Illustration #9, Trend Nine.....	32
Civil Cases Based On Sexual Orientation	
Illustration #10, Trend Ten.....	34
Domestic Partnership Policies	

Illustration #11, Event One.....35  
    Passage of Domestic Partnership Law

Illustration #12, Event Two.....36  
    High Ranking Officer Identifies Self As  
    Gay/Lesbian

Illustration #13, Event Three.....38  
    Cure For AIDS Discovered

Illustration #14, Event Four.....39  
    Sexual Orientation Becomes Protected Under EOCC

Illustration #15, Event Five.....40  
    Military Ends Ban On Homosexuality

Illustration #16, Event Six.....41  
    Church Takes Stand Supporting Gays/Lesbians

Illustration #17, Event Seven.....43  
    Mandatory Hiring Goals For Gay/Lesbian Officers

Illustration #18, Event Eight.....44  
    Police Union Takes Stand Supporting Gays/Lesbians

Illustration #19, Event Nine.....45  
    Chief of Police Participates in Major Gay Event

Illustration #20, Event Ten.....46  
    Major Scandal Involving Gay/Lesbian Officers

Illustration #21, Assumption Map.....88

Illustration #22, Critical Mass Chart.....103

Illustration #23, Responsibility Chart.....113

LIST OF TABLES

	<u>PAGE #</u>
TABLE ONE	TOP TEN TRENDS.....16
TABLE TWO	TOP TEN EVENTS.....16
TABLE THREE	TREND EVALUATION FORM.....18
TABLE FOUR	EVENT EVALUATION FORM.....20
TABLE FIVE	EVENT-TO-EVENT CROSS IMPACT MATRIX....48
TABLE SIX	EVENT PROBABILITIES.....51
TABLE SEVEN	COMPUTER GENERATED SCENARIO.....54

## FOREWARD

This topic was selected to satisfy the requirements of the California Commission on Peace Officer Standards and Training (POST) Command College Independent Study Project for a variety of reasons. At the time a topic had to be selected, I was assigned to the Human Resources Bureau of the Los Angeles Police Department (LAPD). In that capacity, I was the Department Equal Employment Opportunity Coordinator where my responsibilities included monitoring compliance with consent decrees and settlement agreements. The LAPD had just recently settled a lawsuit filed by a former sergeant who sued the LAPD for discrimination based on his sexual orientation. At about the same time, several LAPD officers came out of the closet and identified themselves as openly gay or lesbian. Finally, the newly elected Mayor appointed a new Board of Police Commissioners, the civilian body which provides oversight to the LAPD. One of the five commissioners was openly gay.

For all of these reasons, the issue of gay and lesbian police officers was one that I was dealing with on a professional basis. It seemed only natural to select a topic which was current, relevant, and a requirement of my regular assignment. I believed that the research and work put into this project could benefit my own organization, as well as all of law enforcement, while satisfying the requirements of the Command College.

In the past year and a half, I have come to understand the gay and lesbian community much better. This project has introduced me to members of this community and hopefully, a better understanding and level of respect has developed. Law enforcement provides service to all elements of society and nearly all elements are employed within the profession. Gays and lesbians are no exception. Some officers, and executives, may say, "Not in my department." The fact is, however, that gays and

lesbians make up a significant, if unknown, portion of all of society, and they are included throughout our profession.

It is my desire that the day will come when a person's sexual orientation will make little difference and an individual can make the decision whether to identify him/herself without fear of discrimination. Society, and particularly law enforcement, is a long way from being there. However, we are headed in that direction and I believe more gays and lesbians will identify themselves in the future. Law enforcement leadership must be ready to deal with this when it occurs. That is the reason for this project, and it is hoped that it will help provide some assistance to leaders in the law enforcement community.

I would be remiss if I did not recognize and acknowledge some specific people who assisted me on this project. This is not the first Command College project on the issue of gays and lesbians in law enforcement. Several years ago, Brook McMahon, currently Chief of Police of Pismo Beach, California, tackled this issue when it was clearly not politically correct to do so. His vision helped open the door to this topic. My personal staff, particularly Sergeant Ruben Sanchez, Mariana Vasquez, and Kathy Martin, put up with this effort for nearly 18 months. Their commitment is greatly appreciated. Finally, the small, but growing number of openly gay and lesbian California police officers who have had the courage to come out of the closet and be recognized. They are pioneers and the beginning of the latest wave of law enforcement human resources.

## PART ONE

### INTRODUCTION

There is a common belief among law enforcement executives, political leaders, and the majority of the public, that police departments should reflect the diversity of the communities they serve. Virtually all community-based policing models include cultural diversity of the law enforcement agency as a basic tenet. Recent investigative reports by appointed commissions on major Southern California police agencies have referenced the need of having a culturally diverse work force (1,2).

As California heads towards the 21st Century, the demographics of the state are changing more rapidly than at any time in history. This poses a difficult challenge to law enforcement if a true commitment to cultural diversity exists. Rules, policies, procedures, and statutory law guide law enforcement agencies towards developing affirmative action programs that will assist in the development of diverse organizations. However, these directives require attention to be focused on those groups that are recognized by Equal Employment Opportunity (EEO) laws.

In growing numbers, law enforcement managers are focusing their attention and limited resources on achieving a workforce which reflects parity with the ethnicity and gender of the civilian work force of the community served. Forward-thinking leaders, however, recognize that gender and ethnicity are not the only means of identifying the community or the work force. There are a variety of other factors, including religion, age, culture, and sexual orientation that help identify an individual or group within the culture of a community. The prudent leader recognizes that each of these factors, and a host of others, help make up the culture of the community and of the organization.

In all the world, the State of California has perhaps the most diverse group of people living within a common boundary. Virtually all ethnicities, religions, economic lifestyles, educational levels, and cultures are represented. For example, there are 29 California cities with populations over 50,000 that do not have an ethnic majority. According to the 1990 census, the State of California experienced a 26% increase in population in the decade of the 80's. However, in that same period, Hispanics increased 66% and Asians increased by 121%. Since the personnel resources of most law enforcement agencies come from the community, it is reasonable to assume that virtually all elements of society are represented at some level within the law enforcement profession. Some groups or elements of society have surfaced, or become more visible, and are arguing for increased recognition and status.

This study will examine the future assimilation of one of these groups into the law enforcement culture. Although gays and lesbians have been represented in the law enforcement ranks, until recently they have not disclosed their sexual orientation. Now, with social, political, and legislative support, some of these individuals are beginning to identify themselves to their coworkers as openly gay or lesbian.

There is a difference of opinion regarding the proper terminology to describe people who are not heterosexual. For the purpose of this study, the terms "gay and lesbian" will be used and they are synonymous with "homosexual," "bisexual," "alternate life style," "gay men," "lesbian women", or any other term which is used to describe someone whose sexual orientation is other than heterosexual. Likewise, the term heterosexual will be used to describe someone whose sexual orientation is "straight," "non gay," or attracted to the opposite sex. No inferences should be made by these choices of terminology.

As the gay and lesbian movement continues to gain strength, there is every reason to believe that the number of openly gay and lesbian officers will continue to grow and become more visible and powerful. Law enforcement leaders would be remiss if they fail to recognize that their organizations will be impacted by the emerging issue created by this increasingly visible population within their ranks.

### GAYS IN SOCIETY

Unlike gender or ethnicity, a person's sexual orientation is not readily identifiable. One cannot tell merely by looking at someone what their sexual orientation is. While many people who are gay or lesbian are openly so, society's lack of acceptance of gays and lesbians has resulted in many others remaining "closeted." To complicate matters, a percentage of society is bisexual. Most of society and law enforcement has accepted the belief that a person's sexual orientation should remain a private matter. As a result, the percentage of gays in society is unknown and often disputed.

The most current and comprehensive study on the prevalence of gays in the population is the study conducted by The Rand Corporation that was sponsored by the Office of the Secretary of Defense for President Clinton's policy on gays in the military (3). The Rand report discusses the problem with surveying the population regarding sexual orientation. "Homosexual behavior, especially in males, is highly stigmatized, and even the most credible assurance of anonymity may not persuade survey respondents to acknowledge behavior that they are accustomed to keeping secret. Consequently, stigmatized behavior is probably more often underreported than overreported" (4).

A commonly-quoted figure is that 10 percent of society is gay. The Rand report, which examined a number of previously conducted

studies in the United States, concluded that the figure of 10 percent is probably too high. Their study indicated that approximately 2 to 8 percent of adult American males acknowledge having engaged in sexual acts with another man during adulthood, while the prevalence for women engaging in homosexual behavior is somewhat lower (5). However, these estimates may be low due to the incidence of underreporting previously cited. Studies to determine the prevalence of homosexual behavior are further thwarted by the difficulty in determining the definition of "homosexual." Is a homosexual one whose sexual orientation is predominately, or solely gay? What about someone who has had a homosexual encounter as an adult, yet otherwise has maintained a heterosexual lifestyle? Some experts would identify this person as being gay (6). The discrepancy in the results of different studies could be based in part by a difference in definition.

Regardless of what percentage of society is gay or lesbian, it is an undisputed fact that a statistically significant, yet unknown portion of society is gay and lesbian. And it is from this society that law enforcement draws to fill its ranks.

#### A HISTORICAL LOOK AT OTHER CULTURES IN LAW ENFORCEMENT

Law enforcement has gone through a series of evolutionary waves. The emergence of openly gay and lesbian officers is the next wave in law enforcement human resources.

One hundred years ago, law enforcement was made up of predominately white males of European descent. The Irish beat cop was a realistic stereotype in most cities. Slowly, as society in the United States changed, so did the makeup of law enforcement. The author's grandfather was a Los Angeles Police Officer from 1911 to 1931. While he was not of Irish descent, but a Scotsman, he and virtually all of his contemporaries were white males.

Forty to fifty years ago, law enforcement was in the midst of an evolutionary wave resulting in racial integration. As late as the early 1960's the Los Angeles Police Department had segregated car assignments, and black officers were assigned black areas with black partners. The transition to an integrated police department required the leadership of William H. Parker, and it was met with resistance by some (7). Many other departments in California experienced similar circumstances, and in some parts of the state white males still dominate the ranks.

Most law enforcement leaders today have personally experienced the last wave of demographic changes in their ranks. Women entered the profession in growing numbers approximately 20 years ago. According to staff of the Standards and Evaluation Bureau of POST, nearly 10 percent of the sworn officers in California are now women. Sheriff's departments average 14 percent, municipal agencies average 7 percent, and state agencies average 4 percent. The Los Angeles Police Department is over 15 percent female while the Los Angeles Sheriff's Department has over 12 percent women.

Now that women have been in law enforcement in significant numbers for several years, empirical data has been obtained which validates their presence. In a 1983 doctoral dissertation which measured job performance success of female police officers, Kenneth Hickman concluded that, ". . . women can and do perform uniform patrol duties as well as or better than their male coworkers . . ." However, Hickman further states, ". . . they generally have more obstacles to overcome before they can earn the same level of job success and peer group acceptance that men do" (8). While Hickman's study examined the performance and acceptance levels of women in only one agency, the same results would likely have occurred in any other organization.

Neither ethnic minorities nor women had an easy transition

breaking into the law enforcement culture. Even though they are currently represented in greater numbers and percentages than at any time in the past, these groups are still not fully accepted or totally assimilated. While the working environment is considerably better now than it was for the pioneers, complaints filed with the Department of Fair Employment and Housing (DFEH) and law suits directed towards government agencies and chiefs of police are proof that all is not well.

If the assimilation of other groups into the law enforcement culture was not as smooth as it could have, or should have been, can the law enforcement leaders of today learn from past history in managing future transitions?

#### THE NEWEST WAVE -- GAYS AND LESBIANS IN LAW ENFORCEMENT

Although gays and lesbians have always been within the ranks of law enforcement, their emergence, or "coming out of the closet", has been a fairly recent phenomenon. In 1990, the first Command College Independent Study Project on gays in law enforcement was published. At the time, the topic was controversial and the author experienced difficulties obtaining cooperation and information from some elements of the law enforcement community. As part of the research, the author of that study conducted a survey of 21 California police departments and learned that only three, all in the San Francisco Bay area, had openly or suspected gay officers. Most of the other 18 agency managers contacted assumed that there were lesbians in their departments, but stated there were no gay males (9).

In the five years since that first Command College study on gays in law enforcement was published, much has changed. POST has published a training syllabus on "Sexual Orientation Training Course for Law Enforcement." The Los Angeles Police Department

has revised and expanded its cultural diversity training in dealing with gays and lesbians and has published a new curriculum, "Gay and Lesbian Cultural Awareness Training for Law Enforcement." This course is taught to recruit officers by members of the gay and lesbian community and openly gay and lesbian LAPD officers. Similar training on gay and lesbian cultural diversity is being taught at police academies throughout the state.

While this increased emphasis is based on educating police officers about the diversity in the community, diversity within the ranks of law enforcement is also expanding. The number of openly gay and lesbian officers in law enforcement is growing rapidly. The New York City Police Department (NYPD) has over 100 openly gay and lesbian officers and a fraternal organization known as the Gay Officers Action League (GOAL) which has been in existence since 1982. GOAL estimates that of the 33,000 NYPD officers, approximately 3,000 are gay or lesbian (10).

California also has an organization which represents gay officers. The Golden State Peace Officers Association has several chapters. One of them was recently formed by absorbing "Pride Behind the Badge", a Southern California organization which had over 100 gay and lesbian police officer members. There are approximately 200 members of the Southern California Chapter of the Golden State Peace Officers Association.

The Los Angeles Police Department currently has nine openly gay or lesbian officers. Some of them are utilized for recruiting events in the gay community and training new officers on cultural diversity.

An LAPD representative of the Golden State Peace Officers Association reports that approximately 100 members of this association are LAPD officers. He estimates that 10 to 15

percent of the male police officers of the LAPD are gay, and as many as 50 percent of the females are lesbian (11). While the author believes that these estimates are high, there is no doubt that there are certainly more than nine gay and lesbian officers in the 7800+ police officers employed by the LAPD. That organization also has over 2000 civilian, nonuniformed support personnel. Their ranks are likely represented by gays and lesbians as well.

Not only have openly gay and lesbian officers surfaced in large agencies and in cities with substantial gay populations like Los Angeles and San Francisco, but smaller departments in more conservative areas are also dealing with gay officers coming out of the closet. The El Cajon Police Department, a mid-size department in a conservative San Diego County community, recently experienced a controversy when an officer assigned as the Explorer program coordinator disclosed that he was gay. The Boy Scouts Council insisted that the officer be removed by the department as the Explorer coordinator. The Chief of Police refused to do so, and the neighboring San Diego Police Department severed their ties with the Boy Scouts of America and started their own cadet program to replace the Explorer program previously sponsored by the Boy Scouts (12).

Just as the percentage of gays and lesbians in society is unknown and underreported, it is safe to assume that the percentage of gay and lesbian police officers is considerably higher than those that are openly known. The same causes for gays in society to remain closeted exist in the law enforcement profession. In fact, the overall conservative makeup of the law enforcement profession and the stigma attached to being gay provides even more of a reason for a gay or lesbian officer to remain closeted.

While the number of openly gay and lesbian officers is growing, the fact is they probably represent only a small number of gays

and lesbians within the ranks. As society becomes more accepting of the gay and lesbian lifestyle, more people will be willing to disclose their sexual orientation. This will include law enforcement officers. Therefore, the wave of openly gay and lesbian officers has just begun.

#### PURPOSE OF THE STUDY

The purpose of this study is not to identify how many officers are gay or lesbian. Nor is it to evaluate or pass judgement on the moral issues associated with being gay or lesbian. This study does not address anything to do with the recent efforts by the Clinton administration to eliminate the ban on gays in the military.

This study is based on the assumption there are currently gays within the ranks of law enforcement and that the numbers of openly gay and lesbian officers will be growing as law enforcement proceeds through the rest of this decade.

This study examines the impact that law enforcement agencies can have on assisting the assimilation of openly gay and lesbian officers into the ranks. In hindsight, if the assimilation of women and ethnic minorities did not occur as smoothly as management would have liked, what can be learned by those experiences which will smooth the assimilation of gays and lesbians in the future? It is in the best interest of all participants that this transition occur smoothly. Failure to address this issue will increase the potential liability to agencies and more important, miss the opportunity to make police agencies better places to work for all, regardless of sexual orientation.

The issue question that will be examined by this study is:

What should California law enforcement agencies do to assist the assimilation of openly gay and lesbian officers into the law enforcement culture by the year 2000?

In an effort to better define the issue and sub-issues, a "Futures Wheel" was created during a focus group using the experience and knowledge of four Command College students (Appendix I). The participants in the Futures Wheel focus group were:

Lieutenant Mark Gantt, Stockton Police Department  
Captain Steve Krull, East Bay Regional Park District  
Captain Eric Lillo, Los Angeles Police Department  
Lieutenant Don MacNeil, Glendale Police Department

The focus group used a free flowing brain storming exercise to discuss and identify various areas of concern associated with the topic of gay and lesbian law enforcement officers. The focus group readily identified sub-topics that fell into six general areas. Those areas were impact on stakeholders, legal issues, benefits, policies and procedures, training, and support systems.

The Futures Wheel, shown in Appendix A, shows the relationship between the issue of assimilation of gay and lesbian officers and the sub-topic and subordinate sub-topics.

After conducting the Futures Wheel focus group, conducting a literature search, and interviewing experts in the field, the following sub-issues worthy of significance to be answered were identified.

What policies should be developed to eliminate discrimination directed toward gay and lesbian officers?

What internal and external training and continuing education programs should be developed and provided?

What will be the impact of the assimilation of openly gay and lesbian officers on attitudes toward law enforcement in the gay and lesbian community?

These sub-issues and the main issue will be examined in greater detail in the later sections of this report. The data collected and examined, and the plans created, will be directed towards answering these issue questions.

## SECTION TWO

### FUTURES STUDY

#### INTRODUCTION

An important element in the strategic planning process is to identify the desired future so that an organization can help guide itself toward that future state. Organizations that effectively plan can help achieve the desired future. Organizations that don't are left to a future which is developed by other influences, the environment, and fate.

To plan for the future, it becomes necessary to study the future to determine potential scenarios. A futures study examines possible trends and events which will impact an issue. This section of the report will include a futures study regarding the assimilation of openly gay and lesbian police officers into the law enforcement culture.

As described in the Introduction, an emerging issue in the human resources of law enforcement is the presence of openly gay and lesbian police officers. They have only recently begun to emerge in the ranks of some departments. However, it is likely that their numbers will continue to grow and law enforcement managers should be prepared to deal with their presence in order to avoid the discrimination problems that surfaced when other groups broke into the ranks of police agencies.

The question which will be examined by this futures study is:

What should California law enforcement agencies do to assist the assimilation of gay and lesbian officers into the law enforcement culture by the year 2000?

The sub-issues which will also be examined are:

What policies should be developed to eliminate discrimination directed toward gay and lesbian officers?

What internal and external training and continuing educational programs should be developed and provided?

What will be the impact of the assimilation of openly gay and lesbian officers on attitudes toward law enforcement in the gay and lesbian community?

#### METHODOLOGY

In order to forecast the future, a panel of law enforcement and civilian experts was assembled to participate in a Nominal Group Technique (NGT) exercise. The purpose of the NGT exercise was to identify trends and events which will impact the future of the emerging issue. The participants in the panel were:

- Officer Vicki Bretz, Staff Research Section, Human Resources Bureau, LAPD
- Commander Rick Dinse, Training Group, LAPD
- \* John Ferry, Business owner and Co-chair, Los Angeles Gay & Lesbian Police Advisory Task Force
- Captain Richard Gonzales, Commanding Officer, Hollenbeck Patrol Division, LAPD
- \* Sergeant Marc Goodman, 77th Street Patrol Division, LAPD
- Lieutenant Joe Latta, Burbank Police Department.
- Captain Eric Lillo, Commanding Officer, Internal Affairs Division, LAPD
- \* Greg Meyer, Deputy Administrator, Los Angeles Community Redevelopment Agency
- \* Officer Lisa Phillips, Recruitment Unit, LAPD

Eric Rose, Deputy for Los Angeles City Councilmember Laura  
Chick

Charles Sale, Consultant, professional musician and  
outdoorsman

\* Openly Gay or Lesbian

These panelists were carefully picked in order to provide a blend of law enforcement, other government, and private expertise. The panelists were also selected to provide representation of openly gay and lesbian police officers and civilians. Among the eleven participants, seven were law enforcement officers representing all ranks between police officer and commander. Two of the four civilians were government employees and two were not. Four of the eleven were openly gay or lesbian, with two of them being police officers, one being an employee of another government agency, and the fourth being a private businessman who also co-chairs a law enforcement advisory group on gay and lesbian issues.

Prior to the NGT exercise, the panelists were provided a copy of the introduction to this study to familiarize themselves with the issues. At the beginning of the session, an explanation of the difference between events and trends was provided. An event is a single, discrete, one-time occurrence which could have an impact on an issue. A trend is a series of related, or similar events by which change can be measured over time. After this explanation, the individual panelists, using a round-robin discussion, identified as many possible trends and events they could think of which could impact the issue. As the trends and events were identified, they were posted on separate flip charts, one for events, and one for trends. After the trends and events were clarified, and duplicates eliminated, this process resulted in a total of 46 events and 38 trends (Appendices B and C).

Each panelist was then asked to individually identify the ten trends which, if occurred, would have the greatest impact on the future of the issue. The votes of the panelists were tallied and the top ten trends were identified.

Each panelist was also asked to individually identify the ten events which, if occurred, would have the greatest impact on the issue. This resulted in a tie with five events receiving four votes each. A second vote was taken to identify which of the five would have the greatest impact. This vote resulted in another tie. This provided a list of eleven events.

After the NGT exercise, the eleven events were evaluated and it was determined that one of them (genetic link identifying sexual orientation) was the least likely to occur and if it did, would have minimal impact on the issue. That event was removed, resulting in a list of ten events.

The next portion of the process required the panelists to weigh the importance of each trend and event on a scale of 1-10. They were not to rank them in order, but simply estimate the importance each trend or event would have, if occurred, on the issue. The following table shows the top ten trends and the median score for each:

TABLE ONE

TOP TEN TRENDS

Trend	Median Weight
T-1: Level of hate crimes directed towards gay/lesbian	6
T-2: Amount of anti-gay discrimination legislation	8
T-3: Level of gay/lesbian political influence	7
T-4: Amount of backlash directed toward gay/lesbian officers	8
T-5: Number of officers disciplined for gay/lesbian harassment	8
T-6: Level of acceptance of gay/lesbian officers	9
T-7: Level of Chief of Police support of anti-discrimination policies	7
T-8: Level of police officer training on gay/lesbian issues	5
T-9: Number of civil cases based on sexual orientation	8
T-10: Number of Domestic partnership policies	5

The following table shows the top ten events and the median score for each:

TABLE TWO  
TOP TEN EVENTS

Event	Median weight
E-1: Passage of domestic partnership law	5
E-2: High ranking law enforcement officer identifies self as gay	7
E-3: Cure for AIDS discovered	8
E-4: Sexual orientation becomes protected under EEOC	8
E-5: Military ends ban on homosexuality	6
E-6: A church takes a stand supporting gay/lesbians	7
E-7: Mandatory hiring goals for gay/lesbian officers	9
E-8: Police union takes stand supporting gay officers	8
E-9: Chief of Police participates in major gay event	7
E-10: Major scandal involving gay/lesbian officers	6

The panel was then asked to individually forecast each of the top ten trends. They did this by completing a trend forecasting form which required the panelists to look back and analyze the level of the trend three years ago in addition to forecasting where they believe each trend will be in three years and in six years. The panelists were instructed to provide a value of 100 to the trend today. If the trend was weaker three years ago, then the

value would be something lower than 100. If the panelist believes the future of the trend will be stronger, the future value in three or six years would be higher than 100.

Once the forecasts were collected from each of the panelists, their projections were analyzed and the high value, low value, and median value for each of the three points in time (three years prior to 1993, three years from 1993, and six years from 1993) was plotted and graphed. The graphs for each trend and a more detailed analysis appears in the next portion of the study. The following table is a trend evaluation form which compares the ten top trends.

TABLE THREE  
TREND EVALUATION FORM

EVENT STATEMENT	LEVEL OF TREND (TODAY = 100)							
	3 YEARS AGO (1990)		TODAY (1993)	3 YEARS FROM NOW (1996)		6 YEARS FROM NOW (1999)		
T-1 Level of hate crimes directed towards gays/lesbians	H	125		H	150	H	200	
	M	90	100	M	110	M	70	
	L	60		L	60	L	40	
T-2 Amount of anti-gay discrimination legislation	H	150		H	150	H	200	
	M	80	100	M	120	M	130	
	L	50		L	80	L	100	
T-3 Level of Gay/Lesbian political influence	H	90		H	150	H	225	
	M	75	100	M	125	M	150	
	L	40		L	90	L	110	
T-4 Amount of backlash directed toward Gay/ Lesbian officers	H	125		H	200	H	140	
	M	90	100	M	90	M	80	
	L	20		L	70	L	50	
T-5 Number of officers disciplined for Gay/ Lesbian harassment	H	100		H	200	H	300	
	M	80	100	M	125	M	110	
	L	0		L	80	L	50	
T-6 Level of acceptance of gay/lesbian officers	H	95		H	200	H	300	
	M	75	100	M	110	M	150	
	L	10		L	50	L	105	
T-7 Level of COP support of anti-discrimination policies	H	100		H	300	H	300	
	M	10	100	M	110	M	120	
	L	0		L	100	L	100	
T-8 Level of police officer training on gay/lesbian issues	H	120		H	300	H	300	
	M	80	100	M	110	M	120	
	L	50		L	80	L	80	
T-9 Number of civil cases based on sexual orientation	H	100		H	150	H	300	
	M	75	100	M	120	M	150	
	L	0		L	100	L	80	
T-10 Number of Domestic partnership policies	H	100		H	200	H	300	
	M	60	100	M	120	M	150	
	L	0		L	100	L	100	

LEGEND: H = High M = Median L - Low

The final work completed by the panel was to forecast the top ten events. This required each panelist to estimate the number of years before the probability of each event occurring exceeds zero, the probability of the event occurring three years from 1993, and the probability of occurrence six years from 1993. The panelists were also asked to forecast the impact each event would have on the issue, both positive and negative. They were given an impact scale of 1-10, with ten being the greatest impact. The positive and negative impacts did not have to equal ten. An event could have both significant (10) positive and negative impact if it occurred, or a limited positive and negative impact.

The event forecasts were also analyzed. The high, low, and median number of years before the probability exceeds zero; and the high, low, and median probabilities forecasted for three and six years into the future were plotted and graphed. The results of the event analyses follows the analyses of the trends. The following table is an event evaluation form which compares the top ten events.

TABLE FOUR  
EVENT EVALUATION FORM

EVENT STATEMENT	YEARS		PROB.	PROB.	POS.	NEG.
	PROB.	EXCEED	THREE	SIX	IMPACT	IMPACT
		ZERO	YEARS	YEARS		
E-1 Passage of Domestic Partnership law	H	1	H 100	H 100	H 10	H 8
	M	1	M 94	M 100	M 5	M 3
	L	0	L 45	L 70	L 1	L 0
E-2 High Ranking law enforcement officer ID's self as gay	H	6	H 100	H 100	H 10	H 7
	M	2	M 50	M 90	M 8	M 1
	L	0	L 0	L 0	L 2	L 0
E-3 Cure for AIDS discovered	H	6	H 30	H 60	H 10	H 8
	M	6	M 0	M 30	M 10	M 1
	L	0	L 0	L 0	L 5	L 0
E-4 Sexual orientation becomes protected under EEOC	H	6	H 100	H 100	H 10	H 10
	M	3	M 5	M 50	M 6	M 7
	L	0	L 0	L 0	L 2	L 1
E-5 Military ends ban on homosexuality	H	5	H 90	H 100	H 10	H 10
	M	1	M 70	M 90	M 7	M 2
	L	0	L 0	L 60	L 2	L 0
E-6 A church takes a stand supporting gays/lesbians	H	6	H 50	H 60	H 10	H 4
	M	2	M 10	M 30	M 7	M 3
	L	0	L 0	L 0	L 3	L 0
E-7 Mandatory hiring goals for gay/lesbian officers	H	6	H 90	H 100	H 8	H 10
	M	4	M 0	M 40	M 4	M 7
	L	0	L 0	L 0	L 0	L 2
E-8 Police union takes stand supporting gay officers	H	5	H 90	H 100	H 10	H 9
	M	2	M 50	M 60	M 7	M 3
	L	0	L 0	L 30	L 3	L 0
E-9 COP participates in major gay event	H	3	H 100	H 100	H 10	H 7
	M	1	M 80	M 98	M 7	M 2
	L	0	L 30	L 60	L 2	L 0
E-10 Major scandal involving gay/lesbian officers	H	5	H 100	H 100	H 7	H 10
	M	1	M 50	M 80	H 0	H 6
	L	0	L 0	L 40	L 0	L 2

LEGEND: H = High M = Median L - Low

TREND ANALYSIS

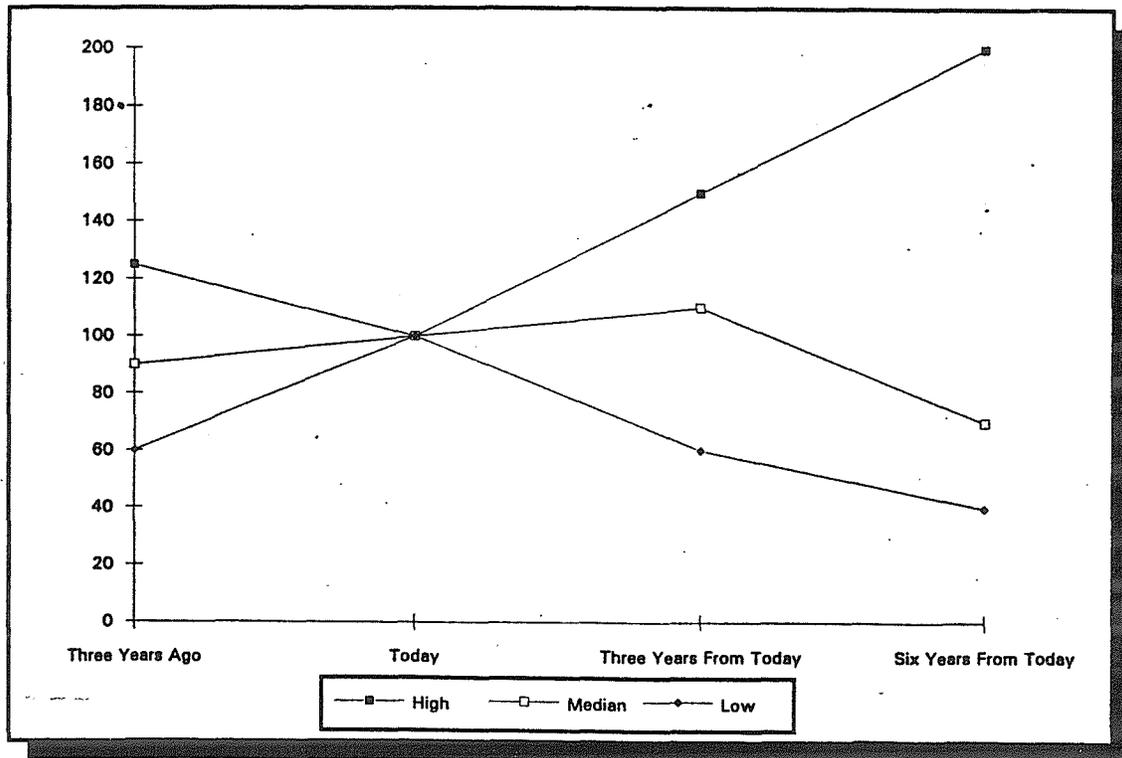
As previously described, the panel identified the top ten trends having the greatest impact on the assimilation of openly gay and lesbian police officers into the law enforcement culture.

TREND NUMBER ONE - LEVEL OF HATE CRIMES DIRECTED TOWARD GAYS AND LESBIANS

This trend was identified as the level of hate crimes occurring within the community where the victim is, or is perceived to be, gay or lesbian. In recent years, hate crime legislation and an increased awareness have resulted in more emphasis being placed by law enforcement agencies on the investigation of crimes that are motivated by hate or prejudice. The gay and lesbian community is one of several that has a high level of hate crimes directed towards it.

ILLUSTRATION #1

Trend One  
Hate Crimes Directed Towards Gays And Lesbians

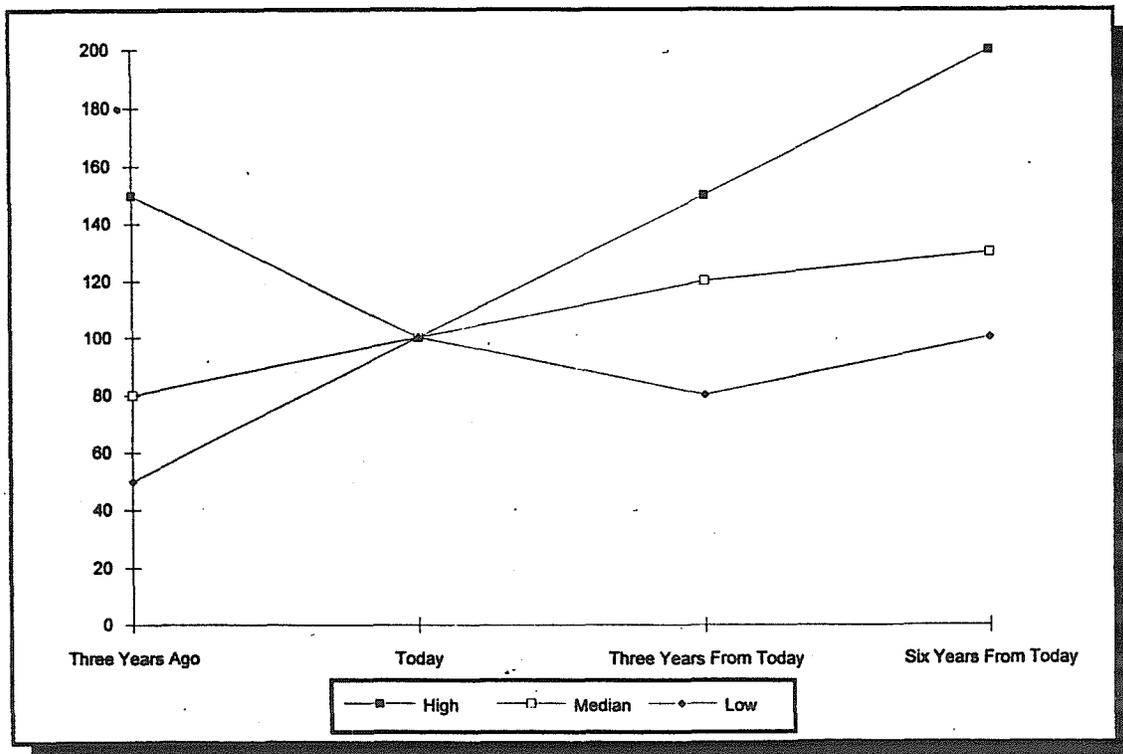


It was the opinion of the panel that the incidence of hate crimes directed toward gays and lesbians would have an impact on the awareness of gay and lesbian cultural issues with law enforcement personnel. The graph on page 21 (Illustration #1) shows that the panel generally believed that there has been a slight increase in the trend which will continue to increase slightly over the next three years, but that it will decrease in the following three years. However, there was a significant difference in opinion as to the future of the trend, with some members believing that the incidence of hate crimes will be substantially higher in the future, while others believe that the trend will continue to drop.

**TREND NUMBER TWO - AMOUNT OF ANTI-GAY DISCRIMINATION LEGISLATION**

**ILLUSTRATION #2**

**Trend Two**  
Anti-Gay Discrimination Legislation



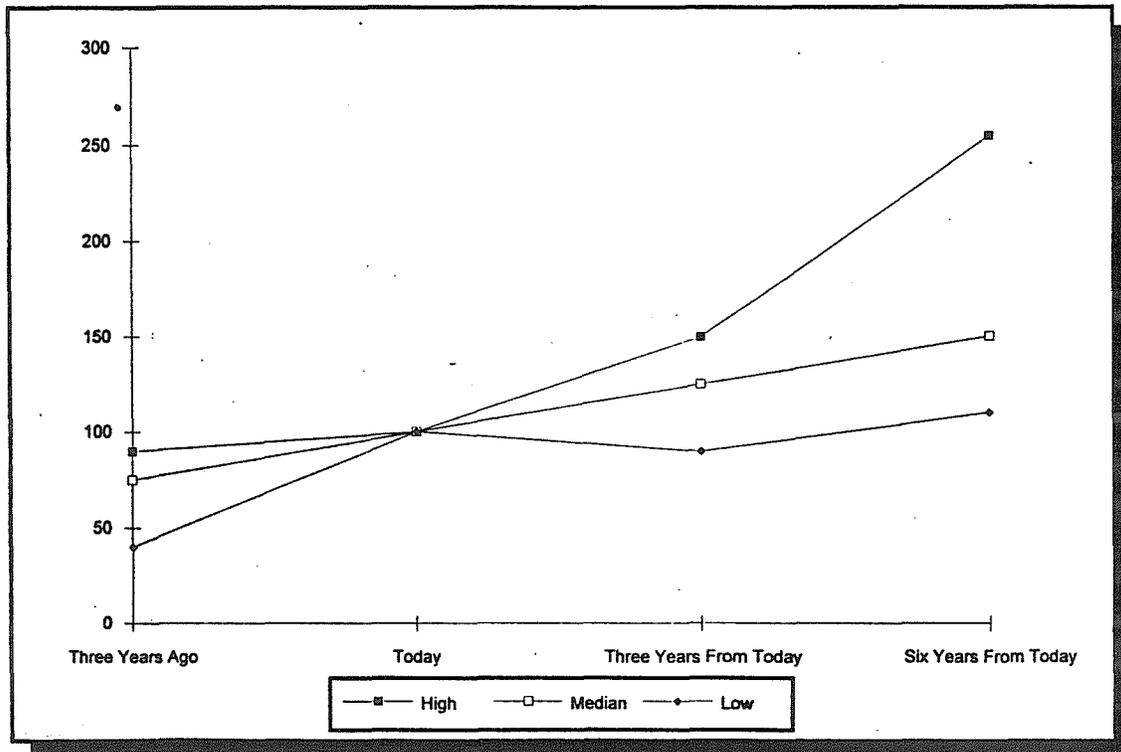
The recent passage of California Assembly Bill 2601, and the subsequent revisions to the California Labor Code, are part of the trend towards the development of legislation directed toward protecting the rights of individuals. If the gay and lesbian community continues to gain political influence, the potential for additional "pro-gay rights" legislation exists.

As a group, the panel believed that this trend has increased over the past three years, and there will continue to be slight growth. All but two of the panelists project an increase in this trend in three years, and no one forecasts a decrease in the next six years.

TREND NUMBER THREE - LEVEL OF GAY AND LESBIAN POLITICAL INFLUENCE

ILLUSTRATION #3

**Trend Three**  
Level Of Gay And Lesbian Political Influence



This trend is similar in nature to the previous trend which forecast the future of anti-gay discrimination legislation. The 1969 "Stonewall Riots" in New York are commonly cited as the beginning of the modern gay rights movement. Since that time, the political influence of gays and lesbians has grown as they have become more visible in the political, business, and entertainment worlds. The City of West Hollywood has a large gay and lesbian population and a history of openly gay elected officials. The City of Los Angeles has an openly lesbian City Councilmember, and an openly gay Police Commissioner.

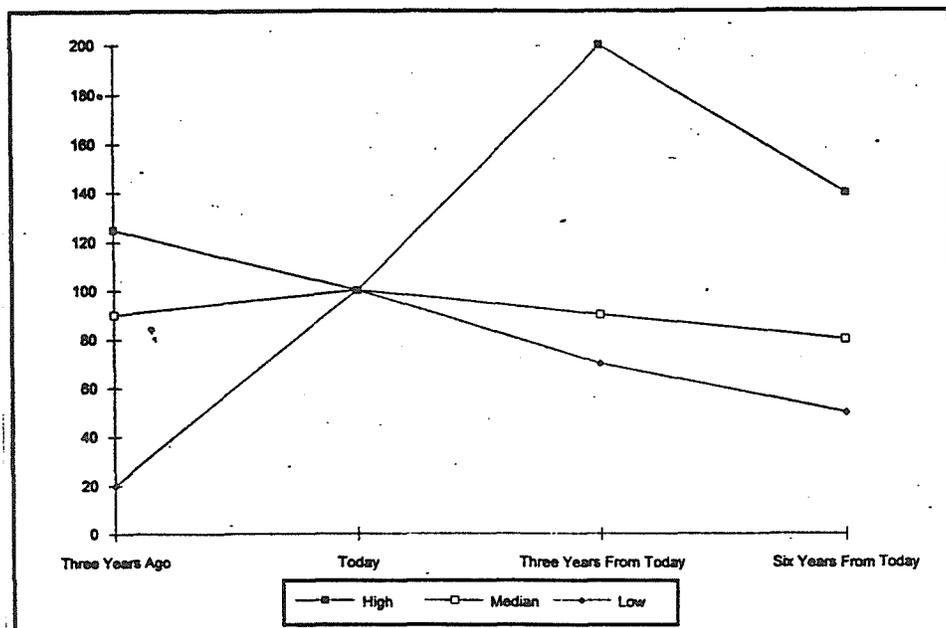
The entire panel agreed that the level of political influence of gays and lesbians is greater today than it was three years ago. All but one saw the level of influence being greater in three years, and every member sees an increase in six years. The median shows a gradual increase over the next six years.

TREND NUMBER FOUR - AMOUNT OF BACKLASH DIRECTED TOWARDS GAY AND LESBIAN OFFICERS BY STRAIGHT OFFICERS

ILLUSTRATION #4

Trend Four

Backlash Directed Towards Gay/Lesbian Officers By Straight Officers



This trend is identified as backlash, in the form of harassment or retaliation directed towards openly gay and lesbian officers. Twenty years ago when women began to enter the ranks of law enforcement in substantial numbers, many of them experienced hostility from male officers. Openly, or suspected gay and lesbian officers today experience some of the same types of backlash.

Examples of backlash, retaliation, or harassment could include physical assaults, acts of vandalism, failure to respond to requests for back-up, inappropriate jokes, remarks, cartoons, or any other type of behavior which would be offensive or threatening due to a person's sexual orientation.

There was a divergence of opinion among the panel members on this trend. The median shows there has been a slight increase in the past three years, and it is forecast that there will be a slight decrease over the next six years. However, the total range is wide, particularly in the three year projections, with a low of 70 and a high of 200. Curiously, the high value for six years drops from 200 at three years to 140, which indicates a belief that as more officers identify themselves as being openly gay and lesbian, the incidence of backlash will drop.

**TREND NUMBER FIVE - NUMBER OF OFFICERS DISCIPLINED FOR HARASSMENT DIRECTED TOWARDS GAY AND LESBIAN OFFICERS**

This trend follows up on Trend Four, Backlash Directed Towards Gay and Lesbian Officers. All of society has been dealing with the problem of sexual harassment. The Clarence Thomas Supreme Court Justice confirmation hearings enlightened many people to the issue of sexual harassment. So too has the law enforcement community become more aware of this critical issue. Personnel complaints and civil law suits filed against law enforcement

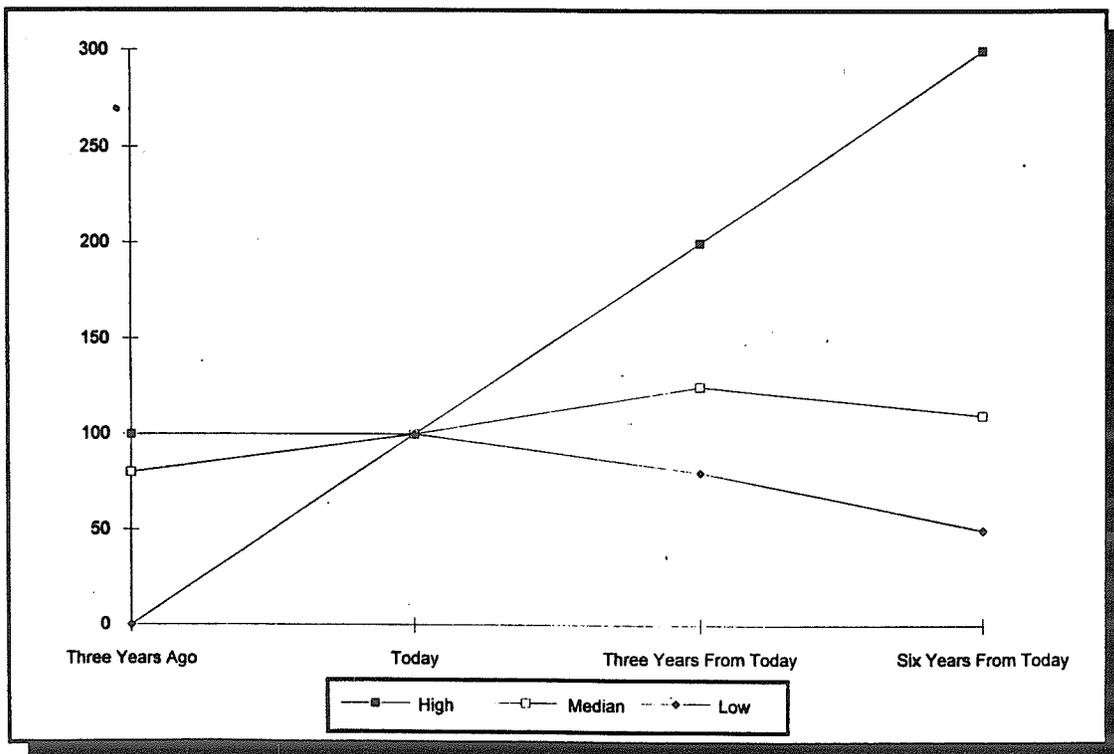
officers and agencies by women employees have resulted in a much greater awareness of the responsibilities of managers in the prevention of a hostile working environment based on a person's gender. One way that an organization can change inappropriate behavior is through the utilization of discipline. An increase in the frequency and severity of discipline imposed in sexual harassment complaints has been seen by many departments.

If police departments are going to try to reduce discrimination or backlash directed towards openly gay and lesbian officers, then the imposition of discipline will be one of the methods used.

### ILLUSTRATION #5

#### Trend Five

Officers Disciplined For Harassment Directed Towards Gay And Lesbian Officers



The graph for this trend shows again a wide range of projections. One participant provided the lowest estimate for three years ago, yet projected the highest levels in both three and six years. He believed that the level was zero three years ago, but officers disciplined in three years will rise to 200, and to 300 in six years. The median graph shows a slight increase over the past three years, with that increase continuing for the next three years, followed by a slight decrease. It is interesting to note that the panel showed a range from 50 to 300 in six years.

TREND NUMBER SIX - LEVEL OF ACCEPTANCE OF GAY AND LESBIAN OFFICERS BY HETEROSEXUAL OFFICERS

When ethnic minorities and women first broke into the ranks of law enforcement, they were not universally accepted by those who were there before them. The same holds true today for openly gay and lesbian officers. While the two LAPD officers interviewed for this project who recently came out of the closet were accepted by most of the officers they worked with, not all officers have experienced the same results. This unexpected level of acceptance was due in large part because both of these officers had established good reputations as effective, hard working street cops. They already had good relationships with heterosexual officers based on reasons other than their sexual orientation. Once they came out of the closet, it would have been hypocritical for those other officers to openly reject them.

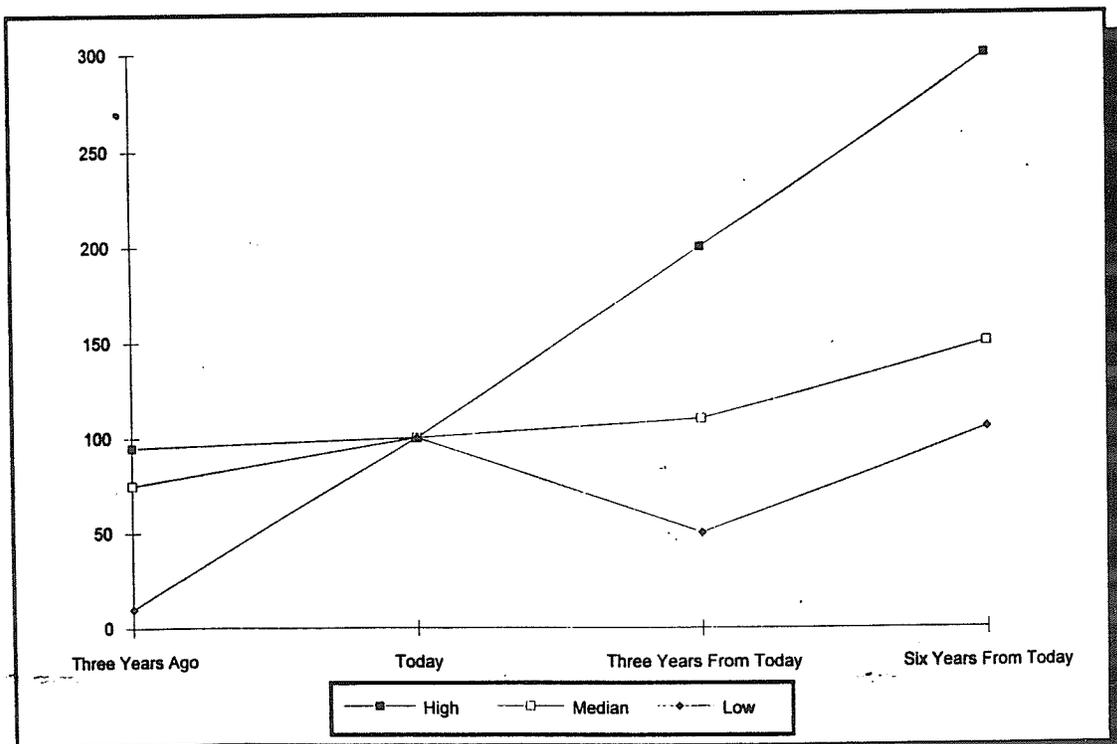
Other officers, such as LAPD Sergeant Mitchell Grobeson who identified himself as being gay in the mid 1980's, did not fare so well. Grobeson resigned from the LAPD and sued the Department for discrimination. He recently returned to work after a settlement agreement was reached which revised City and Police Department policies and procedures. In mid-1994, two other LAPD officers, one gay and one lesbian, sued the LAPD for

discrimination. The results of that lawsuit are pending.

What about officers who are openly gay or lesbian at the time they are hired? This has not yet happened outside the Bay area. What will the acceptance level be for those officers who have not had the advantage of developing reputations before their sexual orientation is known. What will their acceptance level be?

All the panelists believed that the acceptance level today is higher than three years ago. The median shows a slight increase in three years, and a greater increase in six years. There was a substantial difference of opinion between the high and low ranges. The "optimist" believed that the acceptance level will reach 200 in three years and 300 in six years. Meanwhile, the "pessimist" believed that the acceptance level is the highest now, and this will drop to 50 in three years, but increase to 105 in six years.

**ILLUSTRATION #6**  
**Trend Six**  
Acceptance Of Gay And Lesbian Officers By Straight Officers

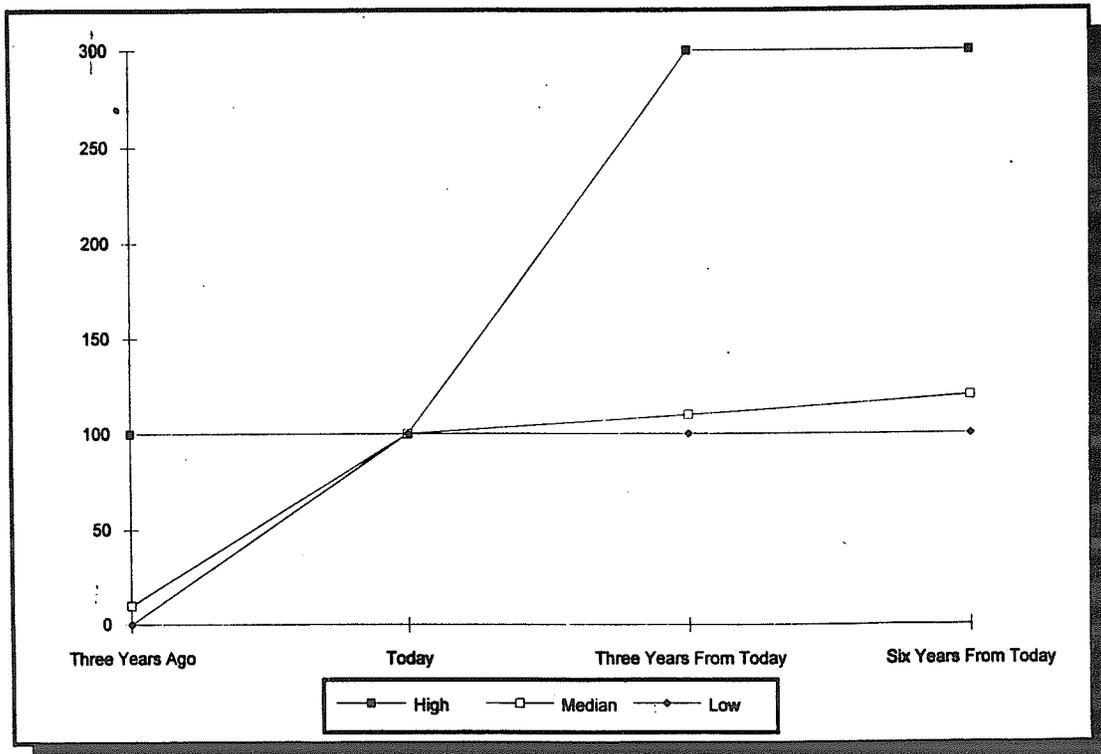


TREND NUMBER SEVEN - LEVEL OF CHIEF OF POLICE SUPPORT OF ANTI-GAY DISCRIMINATION POLICY

This trend addresses the top executive's support for policies that prevent discrimination. It has been said that actions speak louder than words, and this theory applies here. For change to occur, there must be support from the top of an organization. It is not enough to merely support a city, state, or federal law or policy by stating the obvious. All eyes within an organization look to the leader to observe his or her actions.

ILLUSTRATION #7

**Trend Seven**  
Chief Of Police Support Of Anti-Gay Discrimination Policy



An example of this occurred in Los Angeles. In the early 1980's, the City of Los Angeles enacted Municipal Code Section 49.70, et seq (13), which prohibited discrimination on the basis of sexual orientation. This placed sexual orientation in the same category as ethnicity, gender, religion, etc., when it came to employment practices. As a result, the LAPD no longer disqualified police officer candidates who were gay or lesbian. At the time, the then Chief of Police enacted policies and procedures which prohibited discrimination of this type. However, by his actions and words, it was believed by some both within and outside the Police Department that it was business as usual. While this was not the intent of the Chief, it was the message received by those who were resistant to change.

It was the belief of the panel that for gays and lesbians to be assimilated into the law enforcement culture, support from the Chief of Police for policies which prevent discrimination is essential. The graph on page 29 (Illustration #7) shows that three years ago, the median reflected virtually no support. Two of the panelists believed that the level was 100, the same as today. Interestingly, no one sees this trend declining in the future, and the median only sees a slight increase over the next six years. The one individual who sees a substantial increase in this trend was alone in his thinking.

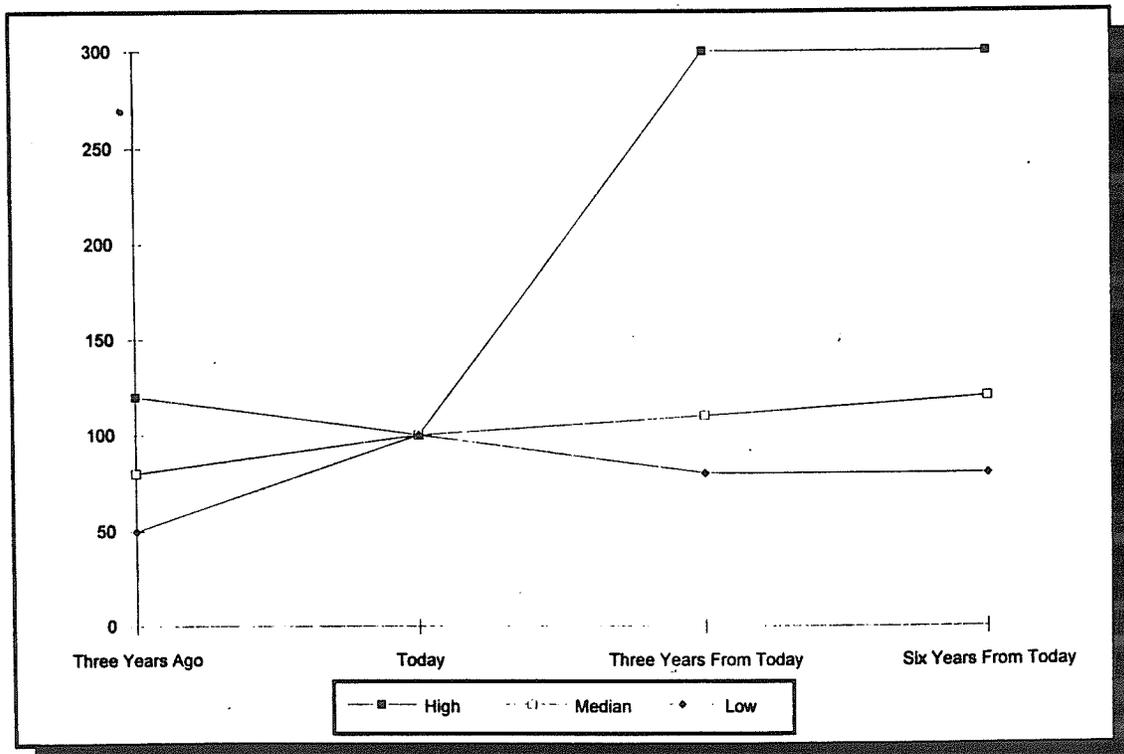
#### TREND NUMBER EIGHT - LEVEL OF POLICE OFFICER TRAINING ON GAY AND LESBIANS ISSUES

The California Commission on Peace Officer Standards and Training (POST) accredits police academies and establishes standards for police officer training. All POST basic academies include a block of instruction on cultural diversity. This is an important part of a police officer's entry level training.

In October 1992, POST published the "Sexual Orientation Training Course for Law Enforcement" which provided a syllabus for police academies. But what about in-service training? If the gay and lesbian officers are going to be accepted by their counterparts, the newly-hired, entry level officers are not the ones who most need cultural diversity training. It is the tenured officers whose attitudes are most firmly entrenched who need this training the most. In terms of training, the panelists considered this in-service training as well as basic POST academy training.

**ILLUSTRATION #8**

**Trend Eight**  
Level Of Police Officer Training On Gay And Lesbian Issues



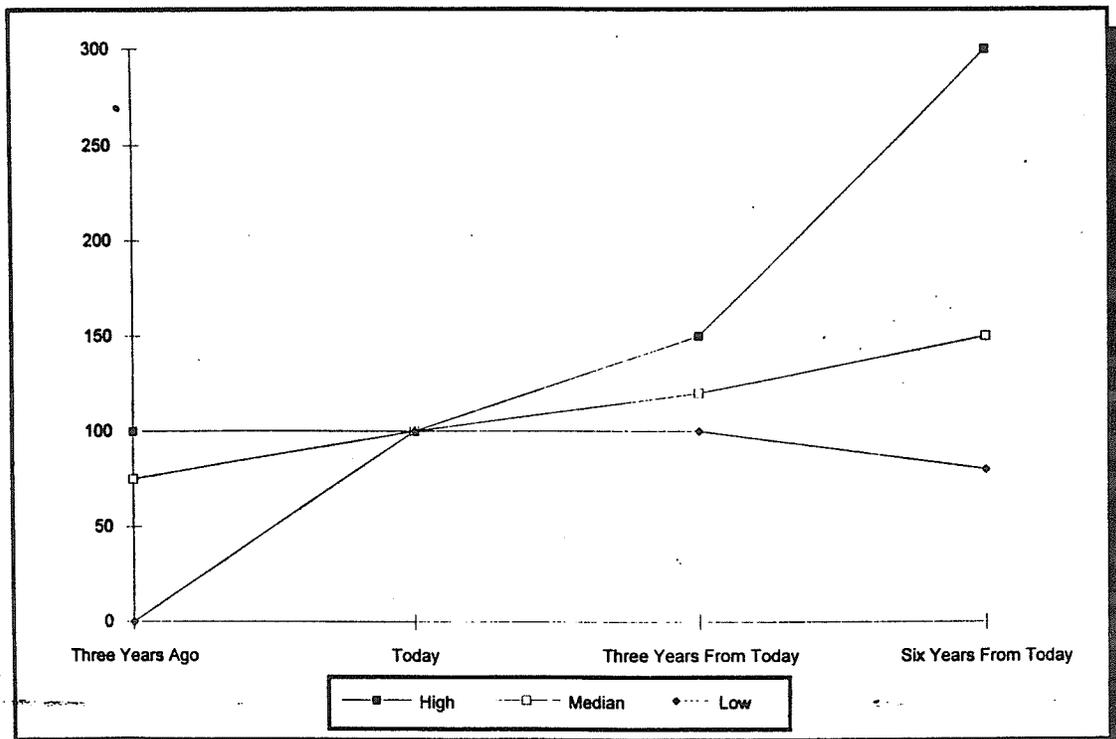
This graph shows that the median anticipates little change. There has been a slight increase in the level of training, and it is anticipated that this will continue to increase slightly over the next six years. There was only one participant who forecast a decrease in this trend, and the same individual who predicted a dramatic increase on the last trend did so on this one also.

TREND NUMBER NINE - NUMBER OF CIVIL CASES BASED ON SEXUAL ORIENTATION

In developing this trend, the panel discussed civil cases directed towards law enforcement agencies based on sexual orientation discrimination. It was commonly believed that litigation is one method of implementing change rapidly. Unfortunately, this all-too-often proves to be true.

**ILLUSTRATION #9**

**Trend Nine**  
Civil Cases Based On Sexual Orientation



The most notable lawsuit against a California police department to date has been Grobeson vs. City of Los Angeles. As previously mentioned, this suit resulted in changes in LAPD and City of Los Angeles policies. This case was also highly visible throughout the law enforcement community.

There was a divergence of opinion among the panelists regarding this trend. Looking back three years, the panelists' ranged from zero to 100, indicating no difference from today. The median was 75.

Looking ahead, there was not a lot of difference in opinions as to what this trend will look like in three years. The median was 120, with a low of 100 and a high of 150. When the participants forecasted six years into the future, the range was substantially different. In six years, this trend ranged from a low of 80 to a high of 300.

#### TREND NUMBER TEN - NUMBER OF DOMESTIC PARTNERSHIP POLICIES

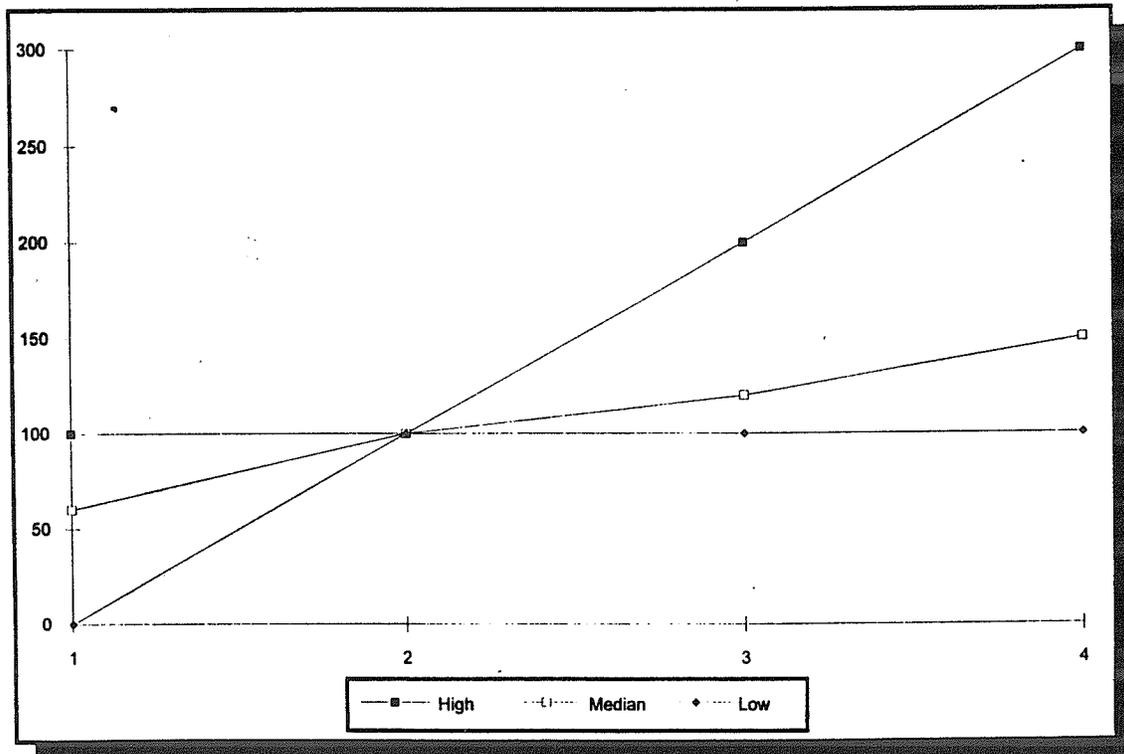
Domestic partnership policies provide the same rights and privileges to non-married couples that married couples receive. These include health benefits and family leave policies. Although domestic partnership policies benefit heterosexual couples who live together without the legal protection of marriage, this is an issue that is often identified as one that benefits the gay and lesbian community. Some progressive cities, and others with significant gay and lesbian populations have enacted domestic partnership policies and benefits.

The panelists believed that the implementation of domestic partnership policies would have a positive impact on gay and lesbian employees by providing them with the same rights and privileges as heterosexual employees.

Once again, there was a significant difference of opinion as to the past of this trend. The median value three years ago was 60, but the low was zero, and the high 100. Looking ahead, the median shows a slight rise in three and six years. Several panelists see a substantial increase in this trend in six years with five of them forecasting a value of 200 or higher. No one predicted a drop in this trend from current levels.

ILLUSTRATION #10

Trend Ten  
Domestic Partnership Policies



EVENT ANALYSIS

Events are defined as single, discrete incidents which can have an impact on an issue. A series of similar events constitute a trend.

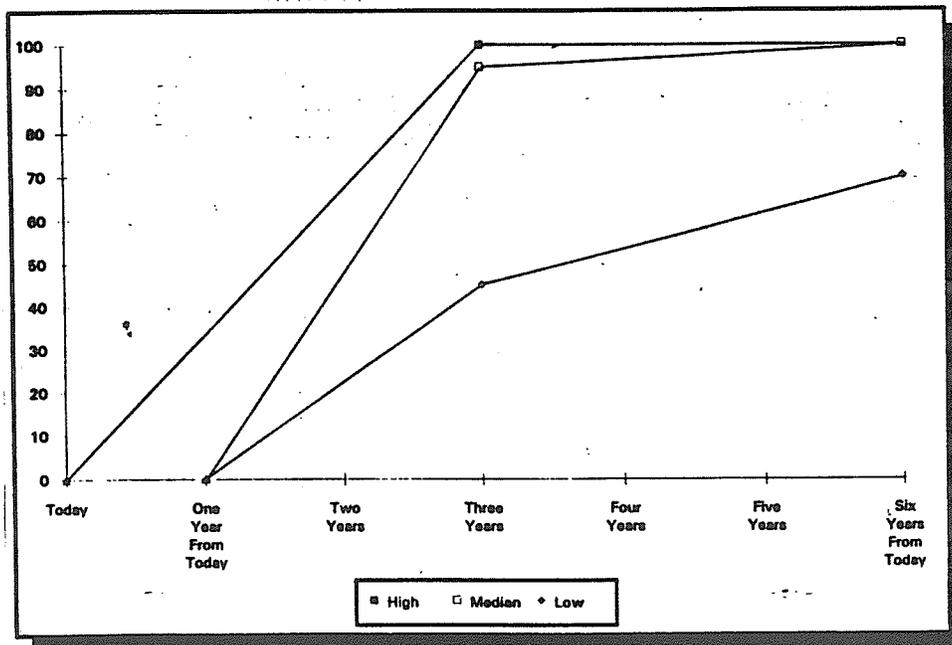
The NGT participants identified 46 separate events. These were subsequently reduced to the ten events which, if occurred, would have the greatest impact on the assimilation of gay and lesbian officers into the law enforcement culture.

EVENT NUMBER ONE - PASSAGE OF A DOMESTIC PARTNERSHIP LAW

The passage of a domestic partnership law, either as a statewide initiative, or by local government, would result in unmarried couples having many of the same benefits that married couples have. Although domestic partnership laws do not specifically target gays and lesbians, they are seen as a change in policy which benefit gays and lesbians.

ILLUSTRATION #11

Event One.  
Passage of Domestic Partnership Law



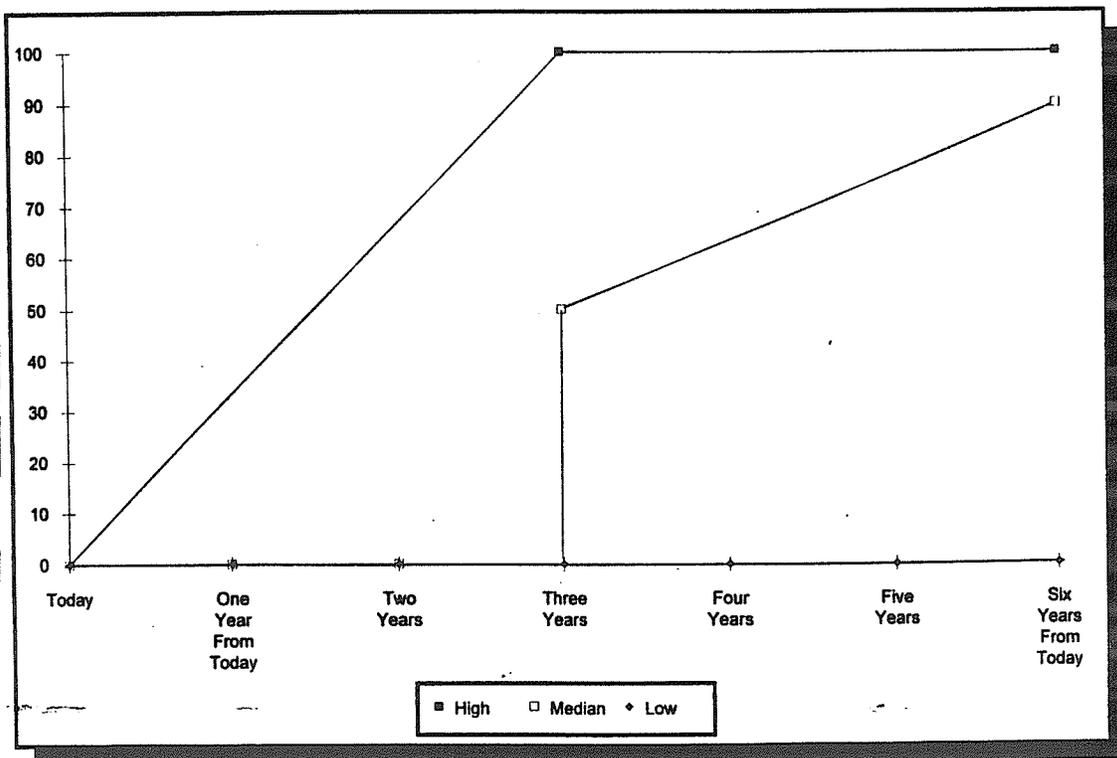
Some public and private employers have already established domestic partnership policies, so the participants forecast a reasonably high probability that this event will occur. The median forecast that the first year the probability exceeds zero is one year, with a 95% probability in three years, rising to 100% in six years. Even the lowest probability in six years was 70%.

EVENT NUMBER TWO - HIGH RANKING OFFICER IDENTIFIES SELF AS GAY OR LESBIAN

If it is believed that gay and lesbian officers have been in law enforcement for many years, and their representation is considerably higher than the infinitesimal number that are currently out of the closet, there is reason to believe that gays and lesbians have promoted to positions of authority.

ILLUSTRATION #12

Event Two  
High Ranking Officer Identifies Self As Gay/Lesbian



Demographically, gays and lesbians have higher educational and income levels than heterosexuals. There is no reason to believe that gays and lesbians in law enforcement are any different than gays and lesbians in other professions. The highest rank that an openly gay California law enforcement officer has achieved is sergeant. If an openly gay or lesbian officer were to promote to the rank of captain or above, or if a captain or higher ranking officer came out of the closet, other openly gay or lesbian officers would be encouraged to identify themselves. As more gay and lesbian officers identify themselves, they will stand out less and it will be easier for them to assimilate.

There was a substantial range in the opinions of the panelists regarding this event. Several of the participants believe there is a high probability that this event will occur within six years. In fact, four of them forecast a 100% probability in six years. However, one participant believed there is a zero probability in six years. The median of the group believed the probability first exceeds zero in three years, but curiously, the probability is 30% that year. The median jumps to 90% after six years.

#### EVENT NUMBER THREE - CURE FOR AIDS DISCOVERED

AIDS is perceived by many to be a homosexual disease. While the gay and lesbian community has been devastated by AIDS, the fastest growing populations to contract the disease are no longer gay or lesbian. Those who exchange needles, heterosexuals, and teenagers are faster growing populations. Regardless, the perception is that AIDS is still predominately a gay and lesbian illness.

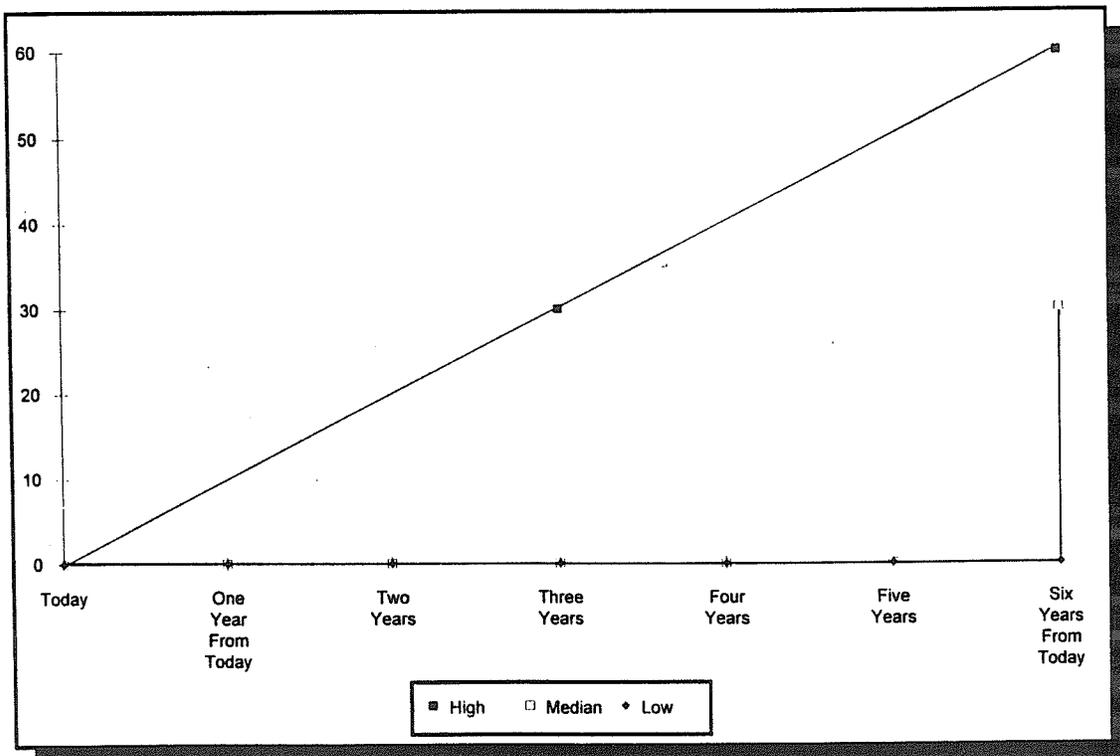
If and when a cure for AIDS is discovered and made available to the general population, fear and misunderstanding of the gay and

lesbian community will be reduced. Discrimination in the gay and lesbian community will be diminished, and this will carry over into the gay and lesbian law enforcement community.

Unfortunately, the panelists were not optimistic about a cure for AIDS surfacing in the near future. The median predicated six years as the first year the probability exceeds zero, with only a 30% probability the cure will be found in six years. The highest probability in six years was only 60%.

### ILLUSTRATION #13

**Event Three**  
Cure For AIDS Discovered

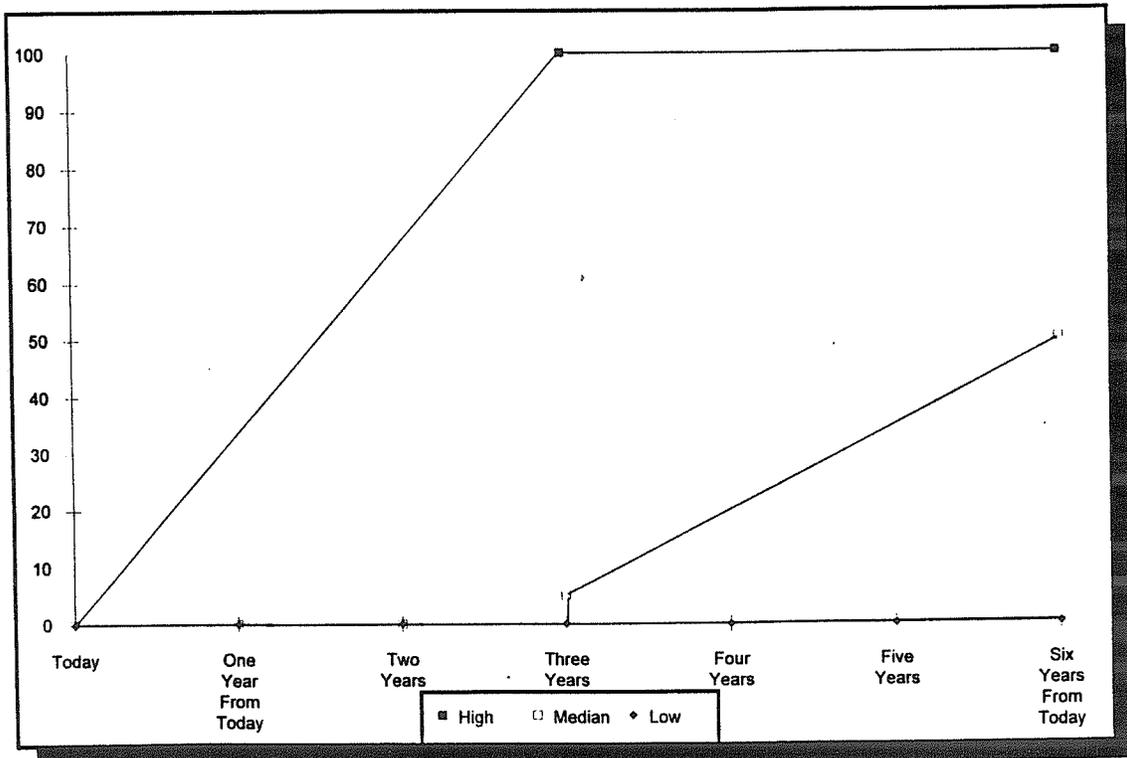


EVENT NUMBER FOUR - SEXUAL ORIENTATION BECOMES PROTECTED UNDER THE EEOC

The Federal Government, through the Equal Employment Opportunity Commission (EEOC), has guaranteed certain protection for groups of individuals based on their gender, ethnicity, religion, etc. Currently, sexual orientation is not included under EEOC protection. However, if such protection were granted to people based on their sexual orientation, the impact would be significant.

ILLUSTRATION #14

**Event Four**  
Sexual Orientation Becomes Protected Under EOCC

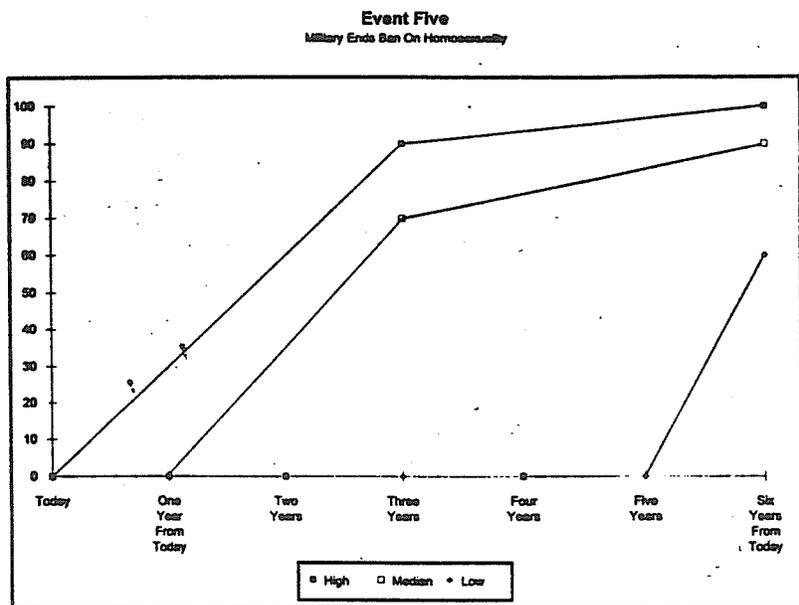


The panelists do not see a strong likelihood that this event will occur. The median forecast that this event could not occur for three years, with a 5% probability that it will occur at that time. The median grows to a 50% probability of this event occurring in six years. Only one participant believed there was a strong probability of the event occurring. Surprisingly, though, only one participant sees no chance of it occurring in six years.

EVENT NUMBER FIVE - MILITARY ENDS BAN ON HOMOSEXUALITY

During President Clinton's 1992 campaign, he stated that the government would end the ban on homosexuality in the military. After assuming the presidency in early 1993, this became one of the first issues he tackled. Unfortunately for the President, he did not accurately gauge the strong sentiments on this issue in both the military and in the general population. After receiving a strong backlash of public opinion, Clinton backed off on his earlier position. The policy was softened to "Don't ask, don't tell". This compromise was seen as a "lose-lose" by many, satisfying no one, and angering everyone.

ILLUSTRATION #15

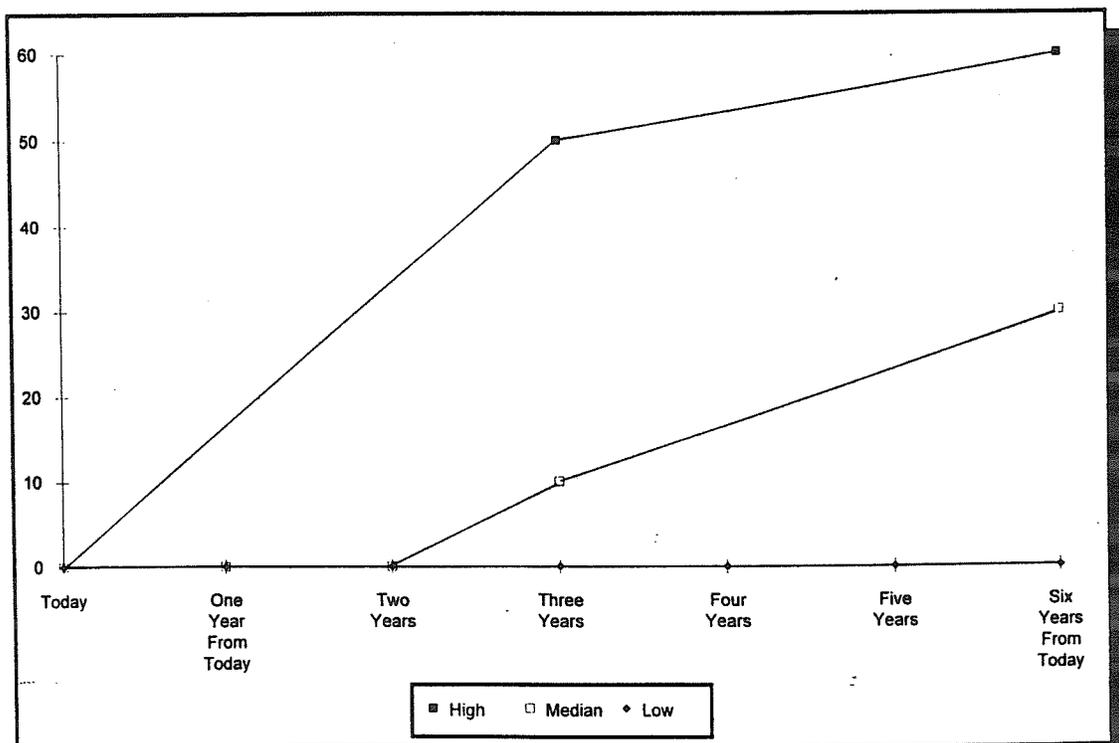


While law enforcement is considered to be "para-military", there are many differences between life in the military and life working for a civilian law enforcement agency. The dissimilarities are great. However, a change in the policy for the military would have some impact on law enforcement if for no other reason than the publicity it would raise.

Nearly all the panelists believed that the military will outright end its ban on homosexuality in the next two years. The median probability in three years is 70% and 90% in six years. There was only one participant who believed this event is unlikely to occur.

EVENT NUMBER SIX - CHURCH TAKES A STAND SUPPORTING GAYS AND LESBIANS

ILLUSTRATION #16  
Event Six  
Church Takes Stand Supporting Gays/Lesbians



Organized religion tends to be conservative in nature. Many religions preach that homosexuality is wrong. The Catholic Church has been vocal in its stance that homosexual behavior is a sin. The panelists believed that if a major church, and the discussion centered around the Catholic Church, came out and took a stand which was believed to be in support of the gay and lesbian lifestyle, this issue would be impacted substantially.

There was a moderate range in forecasts on this issue. One Catholic believed strongly that his church, or any other church, would not take a position in support of the gay and lesbian lifestyle. The other members of the group believed differently. All but one believed that this will occur. The median was that the probability first exceeds zero in two years, with a 10% probability in three years, and a 30% probability in six years. No one felt strongly enough to forecast anything higher than a 60% probability in six years.

#### EVENT NUMBER SEVEN - MANDATORY HIRING GOALS FOR GAY AND LESBIAN POLICE OFFICERS

Many law enforcement agencies are making valid efforts to recruit qualified minorities and women to be police officers. In some cases, departments are operating under consent decrees which establish mandatory or voluntary hiring goals. The Los Angeles Police Department has been hiring under such a consent decree for over ten years. The current hiring goals in Los Angeles are 43% women, 30% Hispanic, 15% Black, and 7% Asian. Although some departments actively recruit in the gay and lesbian community, no department is operating under mandatory, or voluntary, hiring goals for gays and lesbians. It is the belief of the author that this event is highly unlikely to occur. If it did, it would require candidates to identify themselves. For those departments

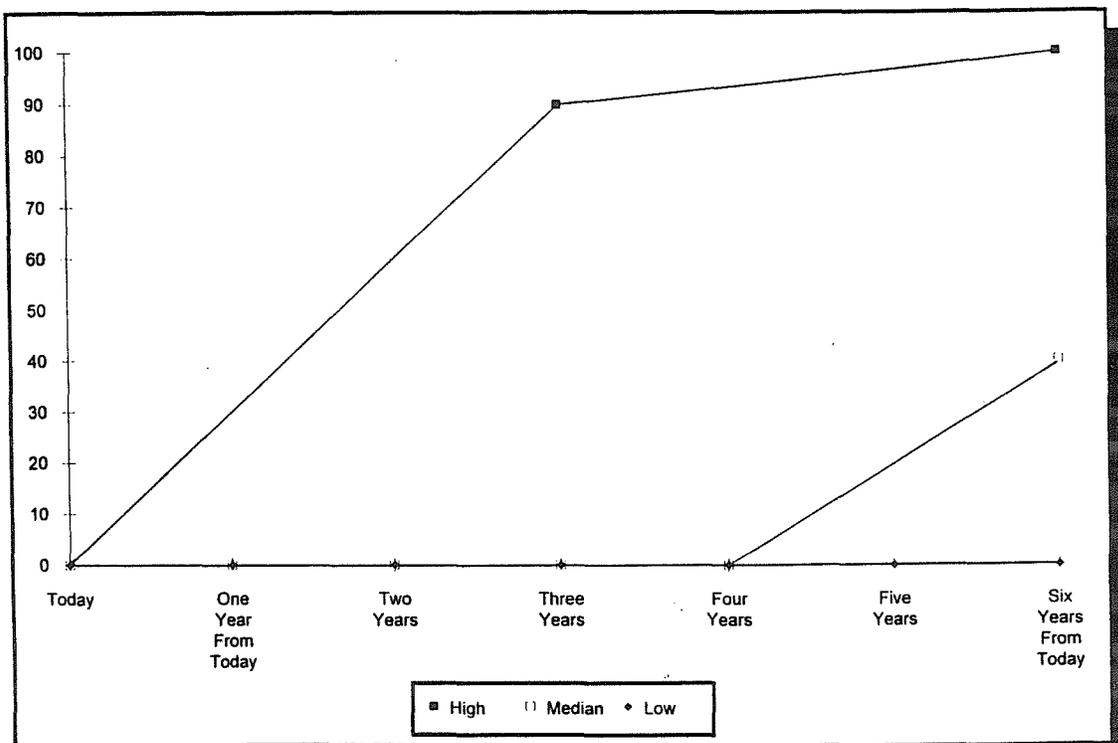
operating under mandatory or voluntary goals, it is difficult for white male candidates to get hired due to competition. If a mandatory goal for gays and lesbians was established, a candidate could increase his chances of getting hired by identifying him/herself as gay or lesbian. Since there is no test for sexual orientation, such a goal could easily be manipulated or thwarted. Therefore, it is highly unlikely that this event will occur.

However, some members of the panel believed otherwise, while several of the panelists agreed with the author. Six of the panelists believed this event could not happen in three years, with two of them forecasting that it wouldn't happen in six years. The median reflected that the first year the probability exceeded zero was four years. In six years the median was a 40% probability of occurring.

ILLUSTRATION #17

Event Seven

Mandatory Hiring Goals For Gay/Lesbian Officers

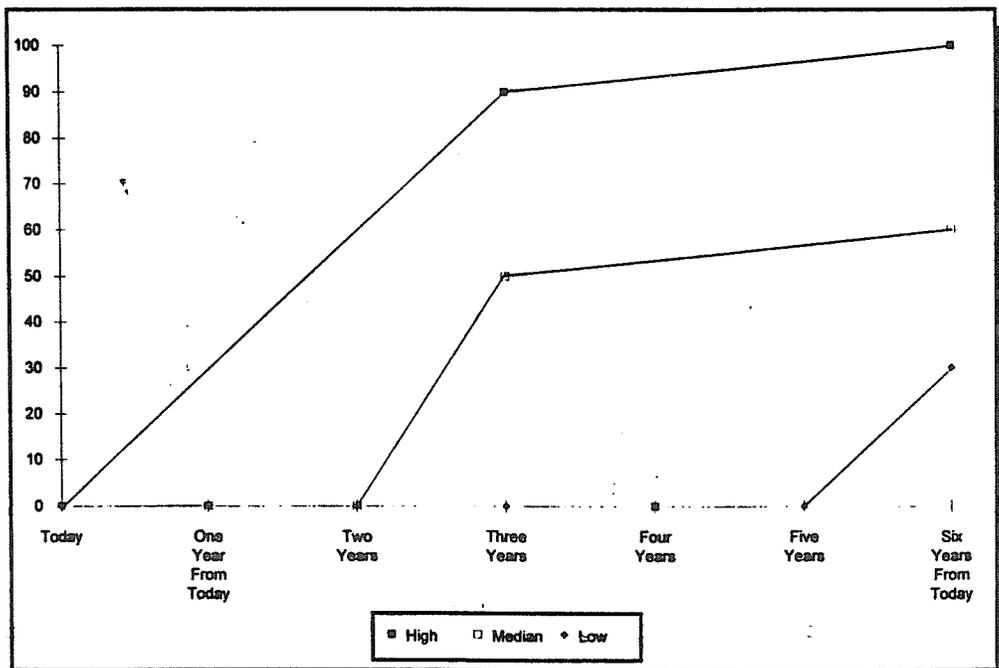


EVENT NUMBER EIGHT - POLICE UNION TAKES A STAND SUPPORTING GAY AND LESBIAN OFFICERS

This event is similar to Event Number Six, that a church would take a stand in support of gays and lesbians. Most police agencies have relatively strong employee unions to whom the rank and file officers look to for positions on issues. If a police labor union were to take a position in support of gay and lesbian officers, it would have a positive impact on gay and lesbian officers.

The participants believed that there is a much greater likelihood that this event will occur than a church taking a similar stand. The median number of years before the probability exceeds zero is two years. In three years, the median probability of this event occurring is 50%, and in six years, the median probability rises to 60%. The lowest probability in six years was 30%, while two participants forecast the probability as 100%.

ILLUSTRATION #18  
Event Eight  
Police Union Takes Stand Supporting Gays/Lesbians

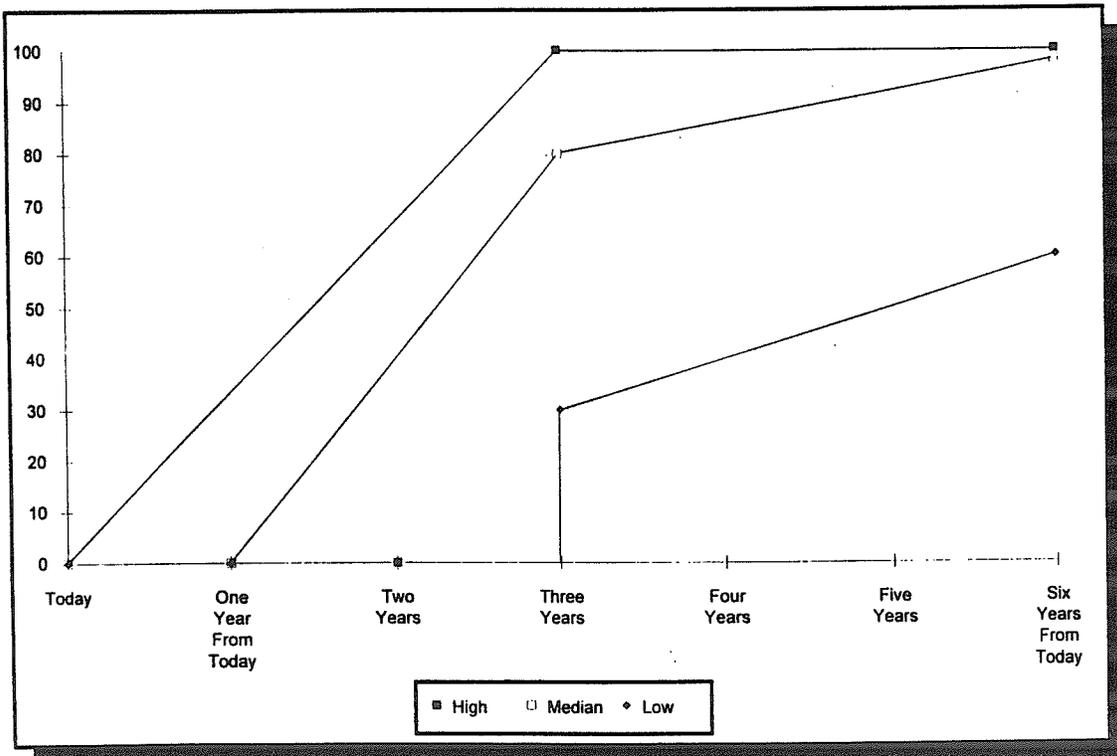


EVENT NUMBER NINE - CHIEF OF POLICE PARTICIPATES IN A MAJOR GAY EVENT

The gay and lesbian community schedules community events in many parts of the state. In Southern California, the third largest parade is the Christopher Street West festival. It attracts over 300,000 people and ranks behind only the Rose Parade and the Hollywood Christmas Lane Parade. If the Chief of Police, or County Sheriff, actively participated in such an event, it would send a message to the gay and lesbian community that the police or sheriff's department was opening its doors to this segment of society. This action would also send a message to the members of the agency and the general public.

ILLUSTRATION #19

**Event Nine**  
Chief of Police Participates In Major Gay Event

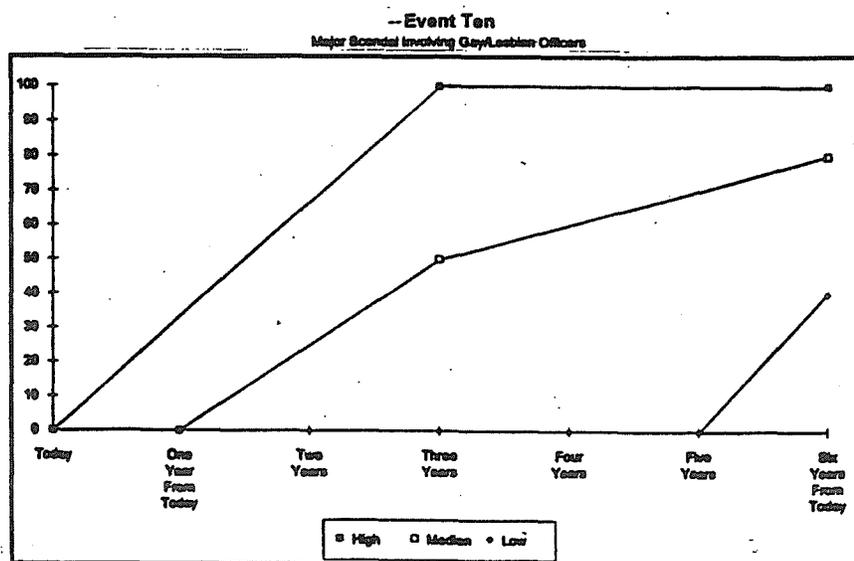


The panelists felt reasonably sure that this event will occur within the next few years. The median probability at three years was 80% and at six years it was 98%. The lowest probability at six years was 60%. Of the ten events, this event and Event Number One, the passage of a domestic partnership law, were judged the most likely ones to occur by the participants.

EVENT NUMBER TEN - MAJOR SCANDAL INVOLVING GAY OR LESBIAN OFFICERS

This event is the only one of the ten which is predominately negative in nature. The rest would have more positive impact on the issue. A major scandal was defined as an event involving gay and/or lesbian officers which would result in negative publicity for the department and the involved officers. Law enforcement is not immune from such scandals. The Los Angeles County Sheriff's Office was recently rocked by a major narcotics scandal. The Los Angeles Police Department experienced a scandal several years ago involving police officers developing inappropriate relationships with Explorer Scouts. Each of these scandals was damaging to the image of the concerned agency.

ILLUSTRATION #20



The panelists did not try to identify a specific type of scandal. However, for the purpose of this project, the scandal would involve gay and/or lesbian officers, and their sexual orientation would be an issue.

The participants felt reasonably assured that such a scandal will occur. The median year before the probability exceeds zero is one year. After three years the median probability is 50% and it rises to 80% after six years.

### CROSS IMPACT ANALYSIS

A cross impact analysis of the top ten events was conducted following the NGT exercise. The process of a cross impact analysis involves projecting the impact of each forecasted event on each of the other events in the form of a percentage change (plus or minus) over the original forecast. In other words, if one event occurred, what would its impact be on another event. For example, if Event Number Four (sexual orientation becomes protected under the EEOC) were to occur, it would likely have a positive effect on event number seven (mandatory hiring goals for gay and lesbians). Likewise, if event number ten (scandal involving gay or lesbian officers) occurred, it would likely have a negative impact on event number eight (police union takes a stand in support of gay and lesbian officers).

The cross impact analysis was conducted using the knowledge and understanding of the author and two other Command College students. In a separate session, Captain Eric Lillo, Los Angeles Police Department, and Lieutenant Joe Latta, Burbank Police Department, and the author independently analyzed the impact of each event on the other nine. The median probability for each event at six years was used as the beginning probability. After each of the three evaluators concluded their work, they compared

their results and reached a consensus on the impacts of the events.

Once this was completed, a computer program was used to develop the final probabilities for each event. The original probability for each event was entered, followed by the cross impact analysis (plus, minus or no percent change) of each of the other nine events. The computer program then established the final probabilities. The following table shows the event-to-event cross impact matrix. The initial probabilities based on the median forecast for six years are in the first (left margin) column. The final probabilities are in the last (right margin) column.

**TABLE FIVE**  
**EVENT-TO EVENT CROSS IMPACT MATRIX**

Initial Prob	E 1	E 2	E 3	E 4	E 5	E 6	E 7	E 8	E 9	E 10	Final Prob
E1 99	X	0	0	0	0	0	0	0	0	-5	E1 95
E2 90	5	X	3	5	2	2	5	5	3	-20	E2 93
E3 30	0	0	X	0	0	0	0	0	0	0	E3 30
E4 50	0	0	0	X	0	0	5	0	0	0	E4 52
E5 90	2	2	3	8	X	3	5	0	0	-5	E5 98
E6 30	0	0	3	5	0	X	2	0	0	0	E6 34
E7 40	5	1	5	40	5	5	X	3	1	05	E7 72
E8 60	5	10	10	20	5	5	15	X	2	-10	E8 93
E9 98	1	1	1	1	0	0	1	0	X	-2	E9 99
E10 80	0	5	0	10	2	0	10	5	0	X	10 98

There was only one event which negatively impacted other events. If Event Number Ten (major scandal) occurs, it will negatively impact six of the other events.

All of the other events will have a positive impact, or no impact, on each of the other events. None of the events was seen as having no impact on any other event. Each of them will impact at least one other event.

Event Number Eight (police union supports gay and lesbian officers) and Event Number Nine (Chief of Police participates in a major gay event) were seen as having the least impact on other events. They each impacted only three other events, and the percentage of impact was no more than five percent.

Events Number Four (sexual orientation protected under the EEOC) and Number Seven (mandatory hiring goals for gays and lesbians) were seen as having the greatest impact on the other events. Each of them impacted seven other events, and the impact was as high as forty percent.

The other six events impacted between four and six events.

The greatest positive impact one event had on another involved events four and seven. It was determined that if sexual orientation becomes protected under the EEOC, the likelihood of mandatory goals for gays and lesbians will increase by forty percent. The rationale for this should be fairly obvious. If gays and lesbians are granted equal protection, government agencies may feel compelled to establish goals for their hiring to demonstrate a commitment to eliminate discrimination.

The greatest negative impact would be a major scandal involving gay and lesbian officers or the likelihood of a high ranking officer identifying him or herself as being gay or lesbian. Such a scandal would result in negative publicity and potentially further the stereotypical thinking of a homophobic. This would likely discourage an officer from identifying his or her sexual orientation as being gay or lesbian.

It is interesting to note that the majority of the final probabilities are relatively high. Six of the ten events have a final probability above the 90th percentile. This shows that it is the opinion of the NGT panelists and cross impact analysis evaluators that most of these events will occur in the next six years. Only two of the events (a cure for AIDS and a church taking a stand supporting gays and lesbians) have a final probability below the 59th percentile.

### SCENARIOS

A scenario is a fictional narrative written from a point in the future looking back over time at the forecasted events as if they had occurred. A scenario is intended to clarify the causes and consequences of major developments and thereby facilitate the identification and evaluation of relevant policies or actions by the user.

As a part of this project, the author was required to develop three possible scenarios based on the events forecasted by the NGT panel. The three scenarios are:

A Most Likely Scenario, which is an extension of the past where nothing is done to impact the events. This is what occurs if business continues as usual and no efforts are made to manage the future.

A Best Case Scenario, where efforts are made to manage the issue in a positive manner.

A Worst Case Scenario, where the worst events occur, and everything that can go wrong does.

The scenarios were supposed to be based on a computer software

program provided by the Command College staff. The program required data entry of the final probability of each event from the cross impact analysis, followed by the median number of years before the probability of the event occurring exceeds zero, and the median positive and negative impacts of the event on the issue. Using random numbers, a total of thirty different iterations were run. The following table displays the initial data used.

TABLE SIX

EVENT PROBABILITIES

<u>EVENT #</u>	<u>PROBABILITY</u>	<u>YEARS UNTIL EXCEEDS ZERO</u>	<u>POS IMP</u>	<u>NEG IMP</u>
E-1	95%	1	5	3
E-2	93%	4	8	1
E-3	30%	6	10	1
E-4	52%	3	6	7
E-5	98%	1	7	2
E-6	34%	2	7	3
E-7	72%	4	4	7
E-8	93%	2	7	3
E-9	99%	1	7	2
E-10	98%	1	0	6

Unfortunately, the computer software program failed to work properly. For some reason, each time a new scenario was run, the probability of each event occurring increased. After the fourth scenario was run, the final probability of each event occurring was 99% and the number of years before the probability of the event occurring was one. The only thing that changed was the order of events.

The three scenarios were developed in the following manner. The Most Likely Scenario was developed utilizing the six events with the greatest probability of occurring. These events were

presented in the order the first iteration presented them. The program forecast that eight of the events were going to occur, but only six were used for the scenario. They were the six with the highest probability, all over 90%.

The Best Case and Worst Case Scenarios were developed using a comparison of the positive and negative impacts forecasted by the panelists. The six events which showed a significant positive impact over the negative impact were used for the Best Case Scenario. Conversely, the three events with the most significant negative impact were used for the Worst Case Scenario. A liberal amount of literary license was incorporated into the development of the scenarios, including the order of the events.

In each of the following scenarios, the year is 2000. Igor Horoshevsky is the City Manager of Coyote Valley, California. Coyote Valley is a city of approximately 250,000 located in a urban county in the central part of the State. The population of Coyote Valley is very representative of the State of California. The demographics of the city mirror the rest of the state. Virtually all ethnic groups are represented. The city also has a small, but well organized and vocal gay and lesbian population. There is an active gay and lesbian community center located in the west end or town where most of the gays and lesbians reside.

As City Manager, Horoshevsky has directed each general manager to prepare a state of the department report for the City Council to mark the passage of the millennium. The report is supposed to address human resource issues among other topics. The City of Coyote Valley has taken the strong stance that each department will make a concerted effort to ensure that the work force reflects the diversity of the city. Furthermore, the city's affirmative action program requires each department to create a working environment that is free of all forms of discrimination.

The City Manager is proud of Coyote Valley's progressive reputation among California municipalities, and he believes that he has been a driving force in developing this reputation. Horoshevsky has been City Manager for six years, so naturally he is most interested in what has occurred during his tenure as City Manager.

The Coyote Valley Police Department (CVPD) is headed by Chief Frank Wolfe, a 27-year veteran who has been Chief of Police for five and one half years. The city government has a stable work force, and he is the least senior general manager. In fact, he is the only department head selected by the current City Manager. Wolfe was promoted to Chief just six months after Horoshevsky became City Manager, and he has a good relationship with Horoshevsky and the majority of the five councilmembers.

The CVPD has a total strength of 400 personnel, with 300 of them being sworn officers. Like the rest of the City, the CVPD is considered to be in the forefront of law enforcement trends. The CVPD embraced community-based policing before it became popular to do so. Because the demographics of the community are rapidly changing, the ethnic makeup of the department does not reflect the population of the city. However, aggressive recruiting has resulted in an increase in the representation of the two fastest growing ethnic groups -- Asians and Hispanics. The CVPD has also been aggressive in recruiting female officers. They currently account for nearly 20% of the sworn strength.

Demographers estimate that approximately eight percent of the population of Coyote Valley is gay or lesbian. Since the majority of officers are native Coyote Valley residents, Chief Wolfe suspects that the work force of the police department is represented with roughly the same percentages. Chief Wolfe has happily been married to the same woman for 24 years. He does not understand the gay lifestyle, but he figures he doesn't need to.

Gays and lesbians are members of the community and entitled to the same rights and privileges everyone else is.

Chief Wolfe has received input from each of his captains in preparation of drafting the state of the department report. He has all the facts and figures, and now it is time to do an honest evaluation of the state of affairs of his department. The Chief spent several years as commanding officer of the Human Resources Division. As a result, he has a strong interest in personnel-related issues.

The City of Coyote Valley and the characters depicted in the scenarios were created by the author based on trends and events occurring in communities throughout California. Coyote Valley is not intended to represent any particular city which has been disguised by a simple name change.

The following table shows the first iteration run which was used to create the Most Likely Scenario:

**TABLE SEVEN**  
**COMPUTER GENERATED SCENARIO**

**THIS IS WHAT HAPPENS !!**

1.	1. Apr. 1994	E- 9.Chief of Police participates in major gay event
	T = 118	P= 99.01 +I = 7 & -I = 2 Cnfd= 0 Cnsn= 0
2.	2. Nov. 1994	E- 2.High ranking officer identifies self as gay
	T = 125	P= 93.04 +I = 8 & -I = 1 Cnfd= 0 Cnsn= 0
3.	3. Apr. 1996	E- 4.Sexual orientation protected under EEOC
	T = 124	P= 52.03 +I = 6 & -I = 7 Cnfd= 0 Cnsn= 0
4.	4. Jun. 1996	E- 8.Police union supports gays/lesbians
	T = 128	P= 93.02 +I = 7 & -I = 3 Cnfd= 0 Cnsn= 0
5.	5. May 1998	E- 5.Military ends homosexual ban
	T = 133	P= 98.01 +I = 7 & -I = 2 Cnfd= 0 Cnsn= 0
6.	6. Oct. 1998	E- 10.Major gay/lesbian law enforcement scandal
	T = 127	P= 98.05 +I = 0 & -I = 6 Cnfd= 0 Cnsn= 0
7.	7. Nov. 1998	E- 1.Domestic partnership law
	T = 132	P= 99.01 +I = 7 & -I = 2 Cnfd= 0 Cnsn= 0
8.	8. Dec. 1999	E- 7.Mandatory goals for gay/lesbian officers
	T = 137	P= 99.01 +I = 7 & -I = 2 Cnfd= 0 Cnsn= 0

The EVENTS which do NOT Happen are:

1. E- 3.Cure for AIDS
2. E- 6.Church takes stand supporting gays/lesbians

## MOST LIKELY SCENARIO

In April, 1994, just before he retired, the previous chief agreed to participate in the annual gay pride parade (E-9). Chief Homer White had to be persuaded by the new "liberal" city manager to participate in the parade. He had previously turned down requests to do so, angering the organizers of the parade and the gay and lesbian community. Chief White was not concerned about developing good relations with this portion of the population. His contempt for the "homos," as he called them, was apparent. The rumor was that the pressure from the city manager to participate in the parade was the final straw which convinced White that it was time to retire.

Chief White's displeasure with participating in the parade was evident to the organizers and participants. However, it did send a message that perhaps change was possible. A few months later, in November, 1994, another significant and newsworthy event occurred. Captain Henry Rosales, a "rising star" with 17 years experience with the CVPD, came "out of the closet" (E-2). This occurred shortly after Chief Wolfe assumed command. Wolfe had heard the rumors for years that Rosales was gay, but never paid much attention to them. Chief Wolfe realized that the gay community was pleased that there was an openly gay command officer, but the Chief didn't know what, if anything, he should do to capitalize on it. As a result, he did nothing publicly. He was more concerned about backlash within the Department. After several months, none appeared and Rosales continued to be an effective leader. The "grapevine" told Chief Wolfe that the troops didn't particularly care whether or not Rosales was gay, as long as he was a good boss to work for. Chief Wolfe was pleased that this was the attitude of his officers. He had done nothing, and it was obvious nothing needed to be done.

A year and a half later, in June, 1996, the Coyote Valley Fraternal Order of Police (CVFOP) surprised Chief Wolfe by reporting in their monthly newsletter that the Board of Directors had voted to issue a public statement supporting Captain Rosales (E-8). This was done in response to pressure from a conservative right wing group which had publicly demanded that Captain Rosales be fired. The Concerned Citizens for Decency in Coyote Valley (CCDCV) had written letters to Chief Wolfe demanding he fire Rosales because he wasn't fit to be a police officer. Wolfe liked the job Rosales was doing and refused to honor the demand, or even meet with the representatives of CCDCV. Wolfe told Rosales he had his support, and by refusing to meet with the radical group, he was demonstrating it. When their appeal to the Chief of Police failed, the CCDCV petitioned the City Council and City Manager, but their demand once again fell on deaf ears. Having failed again, the CCDCV began a letter writing campaign which included letters to the editor that were published in the Coyote Valley Gazette. It was in response to these letters that the CVFOP came out in support of Rosales. Chief Wolfe was once again pleased with the outcome. The union had done the right thing without having to be told to. In his mind, this was a "win-win" situation.

Almost two years later, in May, 1998, President Powell finally lifted the ban on homosexuality in the military (E-5). The earlier efforts of the Clinton administration had resulted in a "don't ask, don't tell" compromise which left no one satisfied. Upon assuming command as Chief of Police, Chief Wolfe inherited the same policy, and he made no effort to change it. Chief Wolfe did not believe that the change in the military policy would have any impact on his department. The City's policy already prevented discrimination based on someone's sexual orientation.

Unfortunately, later that year, a scandal rocked the CVPD. Up to this time, Captain Rosales was the only openly gay or lesbian officer. However, it was commonly believed that there were a number of other gays and lesbians on the department. In October, 1998, the identity of several of them became common knowledge (E-10). The California Department of Alcoholic Beverage Control (ABC) conducted an undercover investigation in a gay bar. The ABC investigators had received several anonymous complaints that the bar was serving liquor to minors. During the course of their investigation, the ABC investigators confirmed the complaints. They observed four obvious minors served alcohol by the bartenders. The minors were part of a larger group. When the investigators identified themselves and took the offenders into custody, they learned that the minors were drinking with a group of five off-duty CVPD officers. Two of the minors had drinks purchased and supplied by their "dates" who were off duty officers. Two other off duty officers were drunk in public, and the bartender who served them was cited for serving obviously intoxicated persons. All five of the officers were obnoxious and uncooperative with the ABC investigators.

When the CCDCV learned of the police officers presence, they marched on the police station and demanded that they all be fired. Chief Wolfe refused to meet with the group. When it came time to adjudicate the personnel complaints that had been initiated, he decided to not take into consideration the officers' sexual orientation. He tried to determine what he would do if the circumstances were the same except the minors were underage girls and the activity occurred in a "straight" bar. Based on that assumption, the Chief suspended the two officers who purchased the drinks for 30 days, and the two drunks for 15 days. The fifth officer, who was only uncooperative with the ABC investigators, was given a written reprimand. When the results of the personnel complaints were made public, the CCDCV went into an uproar. Fortunately, the City Manager and City

Council supported the actions taken by Chief Wolfe. The officers decided not to appeal their discipline. Once again, Chief Wolfe believed he handled the situation well.

Before the bar incident died down, the City Council enacted an ordinance which provided domestic partnership rights to unmarried couples (E-1). This meant that two people living together for more than one year, regardless of their sex, were entitled to the same benefits that married employees received. This included health benefits, family illness, and family leave. The CCDCV denounced the action, while the Chairperson of the Coyote Valley Gay Action League (CVGAL) hailed the decision. Chief Wolfe did not believe that the ordinance would have a significant impact on the police department. The benefit package was negotiated by the CVFOP and Chief Wolfe did not see what it had to do with him.

In looking back over the past six years, Chief Wolfe believed there had been significant strides in dealing with gay and lesbian issues on the police department. There were now six openly gay officers, one of whom was a captain. He believed this sent a good message to the gay and lesbian community. Chief Wolfe participated willingly in the annual gay pride festival and Captain Rosales had been designated as the department's gay liaison officer. The department had survived a scandal, and the union seemed to be on board. All-in-all, a lot had been accomplished.

However, Chief Wolfe also recognized that all was not ideal. Although the Chief was pleased with what had occurred over the past six years, the CVGAL continued to make greater demands on the police department. Their complaints included the belief in the gay and lesbian community that CVPD officers were not sensitive to their problems. They did not seem to be concerned about gay bashing which continued to occur on a regular basis. The president of CVGAL wanted to organize a cultural diversity

training seminar for all CVPD employees, but Wolfe turned down the offer. There just wasn't time to train everyone. The CVGAL wanted the police department to recruit gays and lesbians. Wolfe denied this request also, citing the need to achieve "legitimate" affirmative action goals. Those efforts had paid off in recruiting more women, Asian, and Hispanic police officers.

There just weren't the resources to recruit from another special interest group.

Internally, Chief Wolfe believed there were a lot more than six gay or lesbian officers. He had heard the rumors. In fact, in early 1999, a group of female officers had met with him to complain about the behavior of lesbian officers in the locker room. The "straight" women were tired of being "leered" at by the lesbians and were demanding a separate locker room. The Chief had also disciplined four officers for unbecoming conduct directed towards the gay officers. In one instance, the department's unofficial "cartoonist" had drawn a cartoon that depicted Captain Rosales in a negative light. The cartoon was passed around the roll call room and then posted in the men's locker room. When Chief Wolfe saw the cartoon, he had to admit that it was humorous, but it was also clearly inappropriate. As a result, he suspended the cartoonist for five days. Chief Wolfe had also heard rumors about an unknown lesbian officer who was supposedly going to go off on stress and file a lawsuit against the department alleging discriminatory practices. The Chief didn't know if the rumor was true, so he decided to just wait and see what happened.

## BEST CASE SCENARIO

Upon assuming command as Chief of Police in 1994, Chief Wolfe decided he was going to make sure the CVPD made an honest effort to improve relations with all segments of the Coyote Valley community. He was going to do this in several ways, including recruiting officers from all segments of society, and providing comprehensive cultural diversity training on a regular basis.

Chief Wolfe realized that there were gay and lesbian officers within the CVPD. Although none of them had identified themselves, it was common belief that they were represented at several ranks. Chief Wolfe was aware that gays and lesbians had come out of the closet in several other police departments in California. San Francisco, with its large gay population, had openly gay and lesbian officers for several years. However, within the past few years, Los Angeles and several other cities had experienced the same thing. Chief Wolfe believed it was only a matter of time before the first openly gay or lesbian officer surfaced in the CVPD. As a veteran police officer, Chief Wolfe had lived through the experience of women joining the ranks of law enforcement in large numbers. Their assimilation had not been smooth. The CVPD had experienced discrimination law suits by female officers. Due to aggressive efforts, the life of a woman on the CVPD had improved considerably. In fact, it had a statewide reputation for being "female friendly," meaning that women were treated fairly and equally. When the first gay or lesbian officer identified him or herself, Chief Wolfe wanted to make sure that history did not repeat itself.

Chief Wolfe began scheduling community forum meetings with various special interest groups, including the CVGAL. He used their resources to develop a gay cultural awareness training program which was presented to all members of the department. The four-hour seminar included bringing several prominent gay and

lesbian community members into the classroom where they interacted with the students. The feedback, both formal and informal, led Chief Wolfe to believe that relations had improved between the police department and the gay and lesbian community. Personnel complaints from the gay community had dropped considerably.

Chief Wolfe also evaluated his recruiting strategies. His predecessor, Chief Homer White, had made his displeasure of gays and lesbians well known. Although the City had a non-discrimination policy, Chief White's informal, unwritten policy was that no gays or lesbians would be hired by the CVPD. If it was learned during a background investigation that a police officer candidate was gay, the investigator was to find some way to disqualify the candidate. Chief White also denied several requests to recruit anywhere in the West Coyote Valley area because of the high concentration of gays and lesbians that lived there. Chief White did not want to send out the message that gays and lesbians were welcome by recruiting in that part of the community.

Chief Wolfe revised these practices. He made certain that his background investigators did not consider a candidate's sexual orientation. Furthermore, Chief Wolfe revised the department's entire recruiting strategy. He realized that there were several segments of the community that had been ignored in the past. Among them was the gay and lesbian community. He instructed the sergeant in charge of recruiting to look at community events which had previously been overlooked. Any event that would attract a large number of potential candidates should be evaluated as a recruitment event. As a result of this direction, the CVPD had begun recruiting at the annual Gay Pride Parade because it attracted a crowd of approximately 50,000. In addition, recruitment brochures were provided to the CVGAL who displayed them in their offices at the Coyote Valley Gay and

Lesbian Center. Chief Wolfe was pleased with the results of these two efforts. He had received very positive feedback from the gay and lesbian community. The message received was that the Police Department sincerely wanted to improve relations with the gay and lesbian community. Furthermore, the complaints of the Concerned Citizens for Decency in Coyote Valley (CCDCV) about the department's position were ignored by the City Council and City Manager. Finally, the backlash that he had expected within the department failed to materialize. Apparently, the cultural diversity training was working.

There were several events that had occurred during the past six years which had impacted the gay and lesbian issue. In July, 1994, the United States Congress voted to eliminate the ban on homosexuals in the military (E-5). Earlier in his term, President Clinton had attempted to lift the ban which had been a campaign promise of his. Due to a strong backlash from the conservative right, Clinton backed off his commitment and settled on a "don't ask, don't tell" policy. An effort to totally eliminate the ban was started in Congress resulting in the total elimination two years later.

Chief Wolfe recognized that there were many dissimilarities between the military and law enforcement. He also realized that the City of Coyote Valley had prohibited discrimination based on sexual orientation over ten years before. However, his predecessor had successfully circumvented that ordinance for several years. Not wanting to lose an opportunity to capitalize on the publicity created by the military policy, Chief Wolfe agreed to be interviewed by the local newspaper, the Coyote Valley Gazette. Chief Wolfe reiterated existing City policy and stated that the United States military had finally come to its senses and was copying existing CVPD policy! The Chief went on to say that the CVPD recognized the need to reflect the diversity of the community, and that he was committed to eliminating all

barriers that would prevent qualified candidates from being police officers. The Gazette accurately quoted the Chief and the story made the UPI wire reports. Although the paper received a few critical letters to the editor, the majority of the ones received were supportive of the Department's position.

Several months later, in April, 1995, Chief Wolfe participated in the Gay Pride Parade by riding in a convertible with an openly lesbian City Councilmember (E-9). In previous years, Wolfe's predecessor, Homer White, had refused annual requests to participate in the parade, angering the parade organizers. Chief White finally succumbed to pressure from the City Manager to ride in the parade. Chief White grudgingly did so, but he refused to participate in uniform or ride in the same car with the lesbian councilmember. His contempt for the event was apparent and he retired one month later.

Chief Wolfe was initially concerned about the reaction from the rank and file officers of the CVPD. However, he felt it was important to send the message from the top of the organization that the Police Department recognized that gays and lesbians were part of the Coyote Valley community. He found the day to be a pleasant experience, and the reception from the parade watchers was warm. Surprisingly, he heard little criticism from the rank and file. He believed that this was due in part to his attendance at all roll calls and squad meetings before the event. At those meetings, he explained why it was important for him to participate in the parade. There was little negative reaction, even from the graveyard shift officers -- the most outspoken critics in the Department.

Four months after the Gay Pride Parade, in August, 1995, the Coyote Valley Coalition of Christians and Jews (CVCCJ) scheduled a news conference (E-6). The purpose of the conference was to disassociate themselves from the CCDCV, who had been engaged in a

letter writing campaign to the media and elected officials. In that campaign, the CCDCV had insinuated that the CVCCJ was in support of their anti-gay platform. Their platform included the ouster of Pearl Porter, the lesbian City Councilmember, and the elimination of the Police Department's policy of recruiting in the gay community. Literature distributed by the CCDCV indicated that the religious coalition shared their views on these issues.

The news conference was well attended. The co-chairs of the CVCCJ, Rabbi Sol Goldberg and Father Sean McCarthy, denounced the position taken by the conservative group. They stated that as spokespersons for Christians and Jews in Coyote Valley, they supported the rights of all people, regardless of their sexual orientation. The remarks of Father McCarthy caused some controversy because as a Catholic priest, he was expressing a position that was counter to that of the Vatican. Chief Wolfe did not attend the news conference, but he was well aware of its occurrence.

Failing to get any action from their letter writing campaign and attempt to get support from the CVCCJ, the zealots of the CCDCV shifted the focus of their attention to the Police Department. As Chairman of the CCDCV, Billy-Bob O'Neill scheduled a meeting with Chief Wolfe where he appealed to his common sense. He asked the Chief to "stop recruiting queers and inviting them into the Police Academy where they can alter the minds of our young officers." Chief Wolfe threw Billy-Bob out of his office.

The CCDCV next approached the Police Union. Although the Coyote Valley Fraternal Order of Police (CVFOP) had been at odds with the Chief on some issues, there was generally a good working relationship. The FOP president, Sergeant Terry O'Hara, met with Chief Wolfe monthly to discuss personnel issues. These meetings were Wolfe's idea and they resulted in a much better relationship between the Union and the Chief than existed during Chief White's

tenure. Billy-Bob scheduled a meeting with O'Hara where he requested that the Union take a stand against the gay and lesbian cultural awareness training and recruitment in the gay community. Billy-Bob also wanted the Union to publicly endorse Bubba McCoy, who was going to run against Pearl Porter in the next election. Sergeant O'Hara informed Billy-Bob that the Union did not endorse candidates and even if they did, they would endorse Porter because she had supported their efforts for a new contract. Sergeant O'Hara also told Billy-Bob that the Union was in support of the Chief and his position on gay and lesbian issues.

After the meeting, Sergeant O'Hara felt the need to inform the rank and file officers of what had transpired. In the next edition of the CVFOP monthly newsletter, Sergeant O'Hara wrote an article describing the meeting with Billy-Bob and the reason for taking the position he did (E-8). Sergeant O'Hara concluded the article by stating that on this issue the FOP and the Chief of Police were in total agreement.

The Coyote Valley Gazette reported what was published in the FOP newsletter. In an editorial, the Gazette complimented the Union and the Chief of Police for their open-minded attitudes and willingness to work together to eliminate discrimination in Coyote Valley. Letters to the editor generally supported the position taken by the Union. As a result of this last bit of publicity, the CCDCV ended its efforts to get the Police Department to change its policies and the controversy died down.

In January, 1998, another significant event occurred. Captain Henry Rosales asked to meet with the Chief in private. Rosales was a seventeen year veteran of the CVPD. He was considered one of the best and brightest command officers, and was currently the commanding officer of detectives. He was well liked and respected throughout the Department. Chief Wolfe had recognized years earlier that Rosales had potential and mentored him. It

was Chief Wolfe's wishes that Captain Rosales be the next Chief of Police once Wolfe decided to retire.

What Rosales told Wolfe surprised him. Rosales was gay, and wanted to make his identity known (E-2). Chief Wolfe knew his captains well, but generally did not socialize with them. He knew that Rosales was single, but because he dated women, he assumed that Rosales was heterosexual. Rosales told Wolfe that he dated women to let people think he was straight but that he had been gay all his adult life. He was tired of living a double life. He believed that conditions in society and specifically within the Police Department had changed enough for him to risk coming out of the closet. Rosales credited Wolfe with creating the environment and wanted his support.

Chief Wolfe considered momentarily advising Rosales not to do it. However, he quickly changed his mind. The Chief realized what Captain Rosales was doing took courage and could benefit the Department. He told Rosales he would support him any way he could. They discussed how it should be handled and decided that Rosales would participate in the upcoming Gay Pride Parade with the Chief of Police. Rosales was not going to schedule a news conference or make a public announcement. However, he was no longer going to hide his sexual orientation, and would invite his gay partner to Department social events. To avoid an embarrassing situation, Rosales agreed to inform his personnel at the next squad meeting. If necessary, he would address roll calls to talk about the rumors which would undoubtedly spread.

As word got outside the Department, he would respond to requests for interviews from the news media.

Captain Rosales' "coming out" went smoothly. Several of his detectives were visibly shocked by the news. However, the shock died down quickly. After all, Rosales was gay before, they just didn't know it. If they liked working for him before they knew he was gay, why shouldn't that continue? Captain Rosales and Chief Wolfe underestimated the interest in the news story. After all, he was now the highest ranking gay or lesbian police officer in the State. Both Rosales and Wolfe addressed each roll call and responded to several requests for news interviews. Each request was granted. The CVGAL wanted to make him the 1998 "Man of the Year," but Rosales turned down the offer. He just wanted to do his job with as little fanfare as possible. There was a lot of media attention during the Gay Pride Parade. As a result, Rosales and Wolfe granted additional interviews. After about six months, the media attention died down and things were back to business as usual. Rosales continued to be one of the most effective command officers, and his sexual orientation was a non-issue.

In retrospect, Chief Wolfe realized that he could capitalize on Captain Rosales' new role. With the Captain's blessing, Rosales was made the official CVPD liaison with the gay community. He also became part of the teaching cadre for cultural diversity training. He team-taught a class with a gay or lesbian community member. The critiques of his classes were outstanding. For the first time, the officers could really relate to someone who was gay. Rosales had credibility and was well respected throughout the department and the community.

Chief Wolfe also utilized Captain Rosales as a special advisor on gay and lesbian issues. He asked Rosales for advice on how to improve relations with the gay community. In addition, Wolfe wanted to know how to reduce the potential for discrimination within the Department. Rosales confirmed what the Chief had suspected. There were a number of gay and lesbian officers on

the Department who were reluctant to make their identities known. In fact, there was a secret organization of gay and lesbian officers that met monthly. Rosales had been approached and made a member of the organization. Captain Rosales told the Chief that one of the best ways to reduce the potential for discrimination was to have more of the closeted officers make their identities known. After all, much of the discrimination directed towards women ended when their representation increased dramatically. Once they were no longer an oddity, the problems were reduced. Chief Wolfe agreed with this theory. Rosales told the Chief he would discuss this issue with the members of the gay and lesbian organization with the idea of more of them coming out. Rosales concluded that the environment had improved considerably and that the time was approaching for this to occur.

There was one last event which impacted the issue. In early 1999, a cure for AIDS was discovered (E-3). Although by this time gays were no longer the most common victims, AIDS was still considered by many to be a predominately gay disease. The financial and social impact of this discovery was enormous worldwide. The gay and lesbian community of Coyote Valley celebrated along with everyone else.

This event triggered an idea for Chief Wolfe. To date, AIDS had not impacted the CVPD. To his knowledge, no one was HIV positive or infected with AIDS. However, he also realized that confidentiality laws prevented him from knowing this information. What would happen, though, if an officer contracted HIV? What policies were in place to protect him or her, and other employees? This was something he would have to look into.

As Chief Wolfe prepared his state of the department report, he realized that a lot had been accomplished in the last six years. However, more needed to be done. Since Captain Rosales had come out of the closet, five other officers, three male and two

female, had also identified themselves as openly gay or lesbian within the last year. Chief Wolfe expected there would be more. Chief Wolfe asked himself three questions. What additional policies should be developed to reduce or eliminate discrimination? What additional training should be developed? What has been the impact on the gay and lesbian community? Chief Wolfe realized that these were issues that needed additional attention.

### WORST CASE SCENARIO

Chief Wolfe inherited an efficient, professional police department five and one half years ago. Chief Homer White retired as a benevolent leader, even if he was a bit of a dinosaur. Chief Wolfe recognized that his role was to keep a smooth running machine headed in the same direction. He believed that change was inevitable, and it was best to let it occur naturally. Why initiate change when it was going to occur anyway? Just wait for it to happen, and then do the best you can to make it work -- that was Frank Wolfe's philosophy.

The CVPD was operating under voluntary hiring goals. The Department had been successful in meeting these goals. During Chief Wolfe's tenure the representation of women, Asians, and Hispanics had grown substantially, with little lost in quality. So what if the white males had a tougher time getting hired. He was obligated to hire from the other groups, and someone had to pay the price.

Chief Wolfe believed that there were gays and lesbians in the Department. He had heard the same rumors as everyone else. Personally, Wolfe liked the military's policy -- "Don't ask, don't tell." That suited him fine and he incorporated the same policy with the CVPD. The City had a non-discrimination policy,

and he believed that the "don't ask, don't tell" policy complied. It was none of his business what his officers did with their off duty time. As long as they didn't bring it to the work place, it was okay.

Unfortunately, in early 1995, a scandal rocked the CVPD (E-10). A group of five off-duty officers were arrested inside a gay bar. It turned out they were in the presence of several minors who were drinking. Two of the officers were cited for purchasing liquor for the minors and two other officers were arrested for being drunk in public. The fifth officer was detained but not cited or arrested. He was uncooperative with the ABC investigators, but didn't commit any illegal behavior.

Chief Wolfe was furious. These officers had embarrassed the CVPD. Their arrests, and the fact that they were gay, were covered by the local news media. While Chief Wolfe didn't care what gay officers did in their own time, when it became an embarrassment to the Department, he had to take punitive action. The fact that they were gay increased the seriousness of their action. Had they been "straight," the news media would not have made such a big issue out of what occurred. In light of this, Chief Wolfe disciplined them more severely than he would have otherwise. The four officers who were cited by ABC were terminated, and the fifth officer was given an 30 day suspension, the longest possible.

All five officers appealed their penalties. The City Manager and City Council reluctantly agreed to support the Chief. Much to Chief Wolfe's surprise, the CVFOP, the police officers' union, backed the officers. They agreed to represent the four terminated officers in a lawsuit against the City and the Chief. The lawsuit had polarized many of the members of the Union and strained relationships between the Chief and Sergeant O'Hara, the union president.

The gay and lesbian community also rallied against the Chief. They accused him of maliciously making examples of the officers merely because they were gay. The CVGAL even marched on the police station.

The only support the Chief got was from the CCDCV. They were a conservative law and order, anti-pornography group. Rush Limbaugh was their honorary president. Although the CCDCV had been at odds with Chief Wolfe in the past over his "don't ask -- don't tell" policy, they supported him in this case. As a result of the strong stand he took for decency, Chief Wolfe was honored as their "Man of the Year."

The scandal had taken its toll on the CVPD and Chief Wolfe. He had lost support among the troops and in a vocal segment of the community. All because of five officers. Boys will be boys, but why did they have to get in trouble with real boys?

One year later, in 1996, another event occurred which posed problems for Chief Wolfe. The Equal Employment Opportunity Commission (EEOC), in a surprise action, granted protection under law based on a person's sexual orientation (E-4). Now, gays and lesbians were granted the same rights and protection against discrimination as did other people based on their sex, ethnicity, religion, disability, etc. The CVGAL demanded to know what the Police Department was going to do to change their policies. Chief Wolfe responded that nothing needed to be changed. The City had an anti-discrimination policy which had been in effect for years. There was no need for anything to change.

Little did Chief Wolfe know. One year later, the City Council, led by feminist lesbian Councilmember Pearl Porter, passed an ordinance which established mandatory hiring goals for gays and lesbians (E-7). All City Departments were required to recruit in the gay and lesbian community. Since informal surveys revealed

that 8% of the City's population was gay or lesbian, that same percentage was going to be a new hiring goal for each department. Each general manager was going to be held accountable for achieving that goal at the end of each year. Just like every other goal, merit pay was going to be based on goal achievement.

This new ordinance was going to wreak havoc on the CVPD. The Department had been successful in meeting the other hiring goals, but this appeared impossible. How could gays be recruited? How could the distrust of the Police Department by the gay community be overcome? This would just give the critics in the gay and lesbian community more ammunition. And what about the reaction of the members of the Department? Now that we had to ask about sexual orientation, someone who was gay couldn't keep their sexual orientation to themselves. This was going to cause major morale problems. At least Chief Wolfe couldn't be blamed for this one. The ordinance was shoved down his throat. His opinion wasn't even asked.

By the year 2000, when Chief Wolfe had to prepare his state of the department report, most of the news was good. Crime was down, his department was spending within their budget, and the community-based policing strategies were generally effective. Overall, he had been able to maintain the business-as-usual approach he wanted to.

There was one area he was having trouble with, though. It was the damned gay and lesbian issue. He had been unable to meet the mandatory hiring goal of 8% gay and lesbian officers. Try as hard as he could, they just weren't able to recruit qualified gays and lesbians. Another problem was created by white male applicants who stated they were gay in order to get hired. Since there was no test to determine a person's sexual orientation, how could the Department tell? It was suspected that there were several new officers who got hired as gays who in fact were not.

They had been seen off-duty in the presence of women at dance clubs. As a result, the Chief had ordered Internal Affairs to conduct random surveillance of the gay officers in order to catch one dirty. All he needed was one to make an example for the others.

The four gay officers he had fired had come back to haunt him. They had all sued for discrimination and won. The court had ordered them reinstated with full back pay. To add insult to injury, they could not be counted towards achieving the gay hiring goal since they were originally hired before it was implemented. To make matters even worse, each of the four plaintiffs was granted \$10,000 in punitive damages, and that damned lesbian on the Council blocked an effort to have the City Council pay the punitive award. Not only did the failure to meet the hiring goal cost him a 5% merit bonus, he had to pay \$40,000 out of his pocket to a bunch of perverts. What an insult!

Overall, employee morale on the CVPD was pretty good. However, the gay and lesbian issue continued to pose problems. There had been a series of nagging complaints about the way the new gay officers were being treated. Some of them had come forward to complain, but Chief Wolfe learned his lesson the last time. He did not want to deal with gay related discipline. It had cost him before. Therefore, he ignored the problem. These officers were gay by choice and they were the ones that wanted to be police officers. They had to live with the consequences. What was surprising to Chief Wolfe was that no gays had come out of the closet. The only ones that were openly gay were those that he'd hired under the new ordinance. He suspected that there were others, but why didn't they identify themselves?

Chief Wolfe decided to downplay the gay and lesbian issues in his report. There was no need to air dirty laundry. Besides, the lesbian on the Council would probably use it to get his job.

## SUMMARY

The futures forecasting process reported in this section of the report helped define the issues, trends, and events which will be addressed in the strategic planning process. After conducting the futures study, the issues that were initially developed using the futures wheel, literature search and interviews, still appear to be relevant. Policies, procedures, training, and the impact on the community are considerations that must be addressed in the future if gays and lesbians are to be assimilated into the law enforcement culture.

The results of the futures study show that the assimilation of gays and lesbians into the law enforcement culture is a futures issue. Although the author does not agree with all of the forecasts, specifically the high probability of some of the events occurring, his bias was not incorporated into the scenarios. The author believes it is highly unlikely that the EEOC will provide protective status for gays and lesbians. It is even more unlikely that hiring goals will be established for gays and lesbians. However, some of the other events such as a Chief participating in a major event, the passage of domestic partnership laws, and the military ending the ban on homosexuality are very likely occurrences. In fact, the first two of these have occurred in some communities.

The futures forecasting and data collection have identified a number of policy considerations. In order to establish an organizational environment that will help the assimilation of a new group of employees, the organization should consider the development of policies addressing the following areas:

- \* Develop anti-discrimination policies to include protection for gays and lesbians
- \* Evaluate recruitment strategies to ensure the gay and lesbian community is not being overlooked.
- \* Establish community liaison with the gay and lesbian community.
- \* Implement training programs to increase awareness of cultural diversity issues.
- \* Improve public and media relations with the gay and lesbian community and media.

In the next section of this report, the strategic planning process will be used to develop a plan for implementing the desired future.

## SECTION THREE

### STRATEGIC PLAN

#### INTRODUCTION

Through a futures forecasting process, the previous section of this report identified future trends and events which, if they occur, will impact the issue of the assimilation of openly gay and lesbian police officers into the law enforcement culture. An NGT panel identified the ten trends and ten events which would have the greatest impact on the issue. As a result of the research conducted, and with the assistance of a cross-impact analysis and computer generated scenarios, three possible future scenarios were created by the author. The scenarios were based on the fictitious City of Coyote Valley. They included a most likely, best case, and worst case scenarios.

This section of the report will address the development of a strategic plan. A strategic plan helps drive an organization towards a desired state. The author has chosen the best case scenario as the desired state for the purpose of developing the strategic plan. The strategic plan will also be based on the fictional City of Coyote Valley instead of an actual locale.

#### MISSION STATEMENT

In a strategic planning process, it is important to identify a mission that will define areas of operation, communicate inside and outside the organization, express values, establish a foundation for strategies and decisions, guide behavior, build commitment and ensure consistency. Mission statements can be either vague or concrete, depending on what the mission statement is designed to do.

It is a common goal of city managers and department heads to have a work force that reflects the diversity of the community served. Furthermore, all employees should be able to work in an environment free of any form of discrimination. These goals provide for a healthier environment for employees to work in which results in a better quality of service provided to the public.

An issue-specific mission statement is also known as a micro-mission statement. The following micro-mission statement was created for the human resource management of the Coyote Valley Police Department. It is designed to reflect the department's commitment towards developing a discrimination-free workforce which reflects the diversity of the city.

The Coyote Valley Police Department (CVPD) recognizes and appreciates the diversity of the residents of Coyote Valley. To better serve the citizens of Coyote Valley, it is a goal of the CVPD to reflect the diversity of the city and to ensure that all groups represented in the community have equal opportunity for employment. The CVPD respects the differences that each ethnic, gender, and cultural group provide to the workforce. The CVPD strives to ensure that the workplace is free of any type of conduct, behavior, policies, procedures, or materials which could create a hostile environment based on ethnicity, gender, age, disability, religion, or sexual orientation.

### SITUATIONAL ANALYSIS

An important part of the strategic planning process is a situational analysis. An analysis of the CVPD's present status and its readiness for change was conducted by examining the environmental opportunities and threats, and the department's strengths and weaknesses, utilizing the WOTS-UP analysis process.

WOTS-UP is an acronym for Weaknesses, Opportunities, Threats, and Strengths Underlying Planning. A WOTS-UP analysis helps to determine whether an organization is able to deal with its environment, and helps a strategist to find the best match between external environmental conditions and internal capabilities. The environment outside the organization presents opportunities and threats to the mission, and the internal strengths and weaknesses of the organization provide the platform for the success or failure of the desired future.

Since this strategic plan is based on the fictional City of Coyote Valley instead of a real-life community, the situational analysis is based on the best case scenario developed in the Futures Forecasting portion of this report. This analysis is supplemented by the trends and events identified through the Nominal Group Technique (NGT) panel. The environmental analysis (opportunities and threats) will be based primarily on the general law enforcement environment in California with the addition of some specific trends and events from the Coyote Valley scenario. The organizational analysis (strengths and weaknesses) will be based solely on the Coyote Valley scenario.

### ENVIRONMENTAL ANALYSIS

The relevant portions of the STEEP model (Social, Technological, Economic, Environmental, and Political) will be used to categorize the opportunities and threats present which could impact the stated mission.

#### Social Issues

Opportunities: Generally speaking, society is becoming more accepting of the gay and lesbian lifestyle. As this trend continues into the future, the assimilation of gays and lesbians into certain professions will become easier. Prominent gay and

lesbian individuals are identifying themselves more regularly. As this trend grows, society will continue to accept gays and lesbians and recognize their role in all segments of that society. Another opportunity is the trend by law enforcement managers to emphasize demographic diversity in their personnel resources. Community based policing models demand closer interaction between the law enforcement agency and the community. Progressive managers recognize that a department which reflects the community will be better able to provide the type of service desired.

In Coyote Valley, there is an active gay and lesbian community. The CVGAL is well established, and a reasonably good relationship exists between the Police Department and this special interest group. The City of Coyote Valley has a policy which prohibits discrimination based on sexual orientation.

Threats: Backlash and hate crime directed towards gays and lesbians (as well as other minority groups) continues to be a societal problem. Contrary to futurists' projections that the United States is becoming a "global society," polarization of groups still exists. Law enforcement personnel tend to be conservative in nature and resistant to change. Attitudes are well established and difficult to change. The civil service system protects public employees and makes it more difficult to weed out problems.

In Coyote Valley, the CCDCV and the CVCCJ are both potential threats.

### Economic Issues

Opportunities: The threat of civil litigation based on sexual orientation discrimination poses as an opportunity to encourage law enforcement leaders to address discriminatory practices,

policies, and procedures. In some communities, there is a renewed level of support for law enforcement which results in a greater percentage of government revenue being directed toward law enforcement budgets.

Threats: The economic difficulties of California government continue even though the economy is improving elsewhere. A solution to the State's economic plight is not in sight. Additional training and outreach programs for the community will be difficult without additional sources of revenue. Civil litigation is also a threat, as well as an opportunity, because of its tremendous potential to impact budgets negatively.

### Political Issues

Opportunities: There are a number of political opportunities impacting the issue. In California, the level of gay and lesbian political influence is growing. Openly gay and lesbian candidates have been selected in many communities. The City of Los Angeles has an openly gay city council member who was previously a school board member, and the Los Angeles Police Department has an openly gay commissioner. The President's policy on gays in the military, although not what he originally proposed, has resulted in a shift in attitudes. Some communities have established anti-gay/lesbian discrimination policies. An example of this is Los Angeles, where the City's Affirmative Action policy treats sexual orientation in the same manner as ethnicity, gender, religion, etc. Domestic partnership laws, which are seen as a benefit to gay and lesbian couples, are becoming more common.

Coyote Valley has an openly lesbian council member and a reasonably good relationship exists between her and the Chief of Police.

Threats: As gays and lesbians are gaining political influence, the conservative right is taking a stronger position in opposition. Some political conservatives have opposed progressive policies which would be seen as being supportive of gays and lesbians. Police unions, which for the purpose of strategic planning are seen as outside, environmental influences, generally are led by senior street officers. The board of directors of police unions are typically white males who tend to reflect more traditional, conservative views. They are less likely to support changes in policies which would not benefit the entire membership of the union.

In Coyote Valley, Bubba McCoy is running against Pearl Porter, the lesbian City Councilmember. Bubba McCoy has the support of the CCDCV. An arch-conservative running against an openly lesbian incumbent is a threat because of the potential divisiveness a hostile campaign could cause.

### ORGANIZATIONAL ANALYSIS

The fictional Coyote Valley Police Department (CVPD) has a total of 400 employees. One quarter of them are civilian staff support with the rest being uniformed or detective personnel. Frank Wolfe, a 27-year veteran has been Chief of Police for five and one-half years.

The analysis determined the following strengths and weaknesses to the implementation of a strategic plan on the issue exist.

#### Strengths

Chief Wolfe is a progressive Chief and he has a good relationship with the City Manager and the City Council. The CVPD is considered to be in the forefront of law enforcement trends,

including community based policing. Aggressive efforts to change the demographics of department personnel to reflect the diversity of the community have been effective. The department is well represented both ethnically and with respect to women. The CVPD has a high representation of female officers, and a reputation of being "female friendly." These factors support that the organization is more ready for the assimilation of another culture.

Chief Wolfe sincerely believes that relationships with the gay and lesbian community need to be improved. He also recognizes that there are probably unidentified gay and lesbian officers in his organization, and sooner or later one will be the first to openly identify him/herself. The Chief believes very strongly that there needs to be an employment environment free from discrimination.

### Weaknesses

Chief Wolfe's predecessor, Homer White, was clearly resistant to change. He was homophobic and alienated members of the gay and lesbian community. Although the CVPD had an anti-discrimination policy which included gays and lesbians during his tenure, Chief White supported institutional practices which encouraged discrimination. Although retired, Chief White is still a resident of Coyote Valley and he has remained active in the community. The Coyote Valley Gazette continues to interview White on law enforcement related stories because he is quotable.

Police Officers generally are conservative, cynical, and resistant to change. Members of the CVPD are no exception. The assimilation of women when they first entered the ranks of the CVPD was not smooth and there were several gender related discrimination suits.

There are no openly gay or lesbian officers on the CVPD, and the environment does not encourage it. Many CVPD officers don't understand the gay and lesbian lifestyle and have no desire to learn about it. Many of them would feel uncomfortable working with a gay or lesbian partner.

### STAKEHOLDER ANALYSIS

Stakeholders are defined as individuals, groups, or organizations who are impacted by what an organization does about an issue; are able to impact an organization about an issue; or are concerned about an issue and/or organization. A "snaildarter" is an unanticipated individual, group, or organization which could be an unforeseen obstacle that could impact an issue. A critical element of strategic planning is identifying stakeholders and snaildarters and determining the assumptions each will make about the issue.

Based on the Coyote Valley scenario, eleven stakeholders and two snaildarters have been identified. They are listed below followed by the assumptions attributed to them.

#### Stakeholders

1. Frank Wolfe, Chief of Police, Coyote Valley Police Department
  - a) Believes there are gay and lesbian police officers on the CVPD
  - b) Is of the opinion that, at some time in the future, a gay or lesbian officer will "come out of the closet"
  - c) Believes openly gay and lesbian officers would be healthy for the Department
  - d) Believes many of the officers on the CVPD are homophobic

2. Igor Horoshevsky, City Manager, Coyote Valley
  - a) Believes the Chief of Police will be responsive to his directions
  - b) Is of the opinion that cultural, ethnic, and gender diversity of the police department is good for the department and the community
  
3. Coyote Valley Gay Action League (CVGAL)
  - a) Believes that police officers will resist any change in cultural diversity
  - b) Knows there are closeted gay and lesbian officers in the CVPD
  
4. Concerned Citizens for Decency in Coyote Valley (CCDCV), Billy-Bob O'Neill, President
  - a) Is of the opinion that homosexuality is evil
  - b) Believes that there are no evil (homosexual) cops in Coyote Valley
  - c) Believes that the police officers of CVPD don't want gays or lesbians on the department
  
5. Pearl Porter, Coyote Valley Councilmember
  - a) Believes a domestic partnership law would be good for the City
  - b) Believes openly gay and lesbian officers would improve relations with the community
  - c) Believes the gay and lesbian community is gaining political influence
  
6. Coyote Valley Coalition of Christians and Jews (CVCCJ), Rabbi Sol Goldberg and Father Sean McCarthy, co-chairs

- a) Knows that there are members of their congregations who are gay or lesbian
  - b) Believes that gays and lesbians are gaining political influence
7. Coyote Valley Fraternal Order of Police (CVFOP), Sergeant Terry O'Hara, President
- a) Wants to avoid getting involved in a "non-win" political situation
  - b) Knows there are gays and lesbians on the CVPD
  - c) Knows there are widely divergent views among CVPD officers about gay and lesbian issues
8. Bubba McCoy, candidate for City Council
- a) Believes the voters of Coyote Valley will elect him and defeat Pearl Porter
  - b) Believes the police officers, Chief of Police, and the CVFOP will endorse him
9. Captain Henry Rosales, Commanding Officer, CVPD Detective Division, and soon-to-be highest ranking openly gay police officer in California
- a) Believes that an openly gay command officer will be good for the gay and lesbian community and the CVPD
  - b) Believes that when he identifies himself as being gay, he will be harassed by some CVPD officers
  - c) Believes that he has potential to be a leader in California law enforcement

10. Rank and file officers of the Coyote Valley Police Department
  - a) Want better relations with all members of the Coyote Valley community
  - b) Are not as resistant to change as people believe they are
  
11. Gay and lesbian community of Coyote Valley
  - a) Want to improve the relationship with the CVPD
  - b) Believes most cops are homophobic

Snaildarters

12. Homer White, retired Police Chief. Although retired, White continues to reside in Coyote Valley. His position on gays and lesbians is a potential threat. As chief, he was always reachable and quotable to the local news media. Because of his name recognition, he will continue to be a public figure whose opinion will be sought. He has the potential to impact the issue. White believes
  - a) There are no gays or lesbians on the CVPD
  - b) CVPD officers would not accept gay or lesbian police officers

13. The editors of the Coyote Valley Gazette, the local newspaper, are snaildarters. The editorial position of the newspaper is unknown, and the paper's position on any issue can have an impact on public perception. They have the ability to report a story without adding a particular slant to it, or they can steer the opinions of the readers in a direction to support or oppose an issue. The editors believe

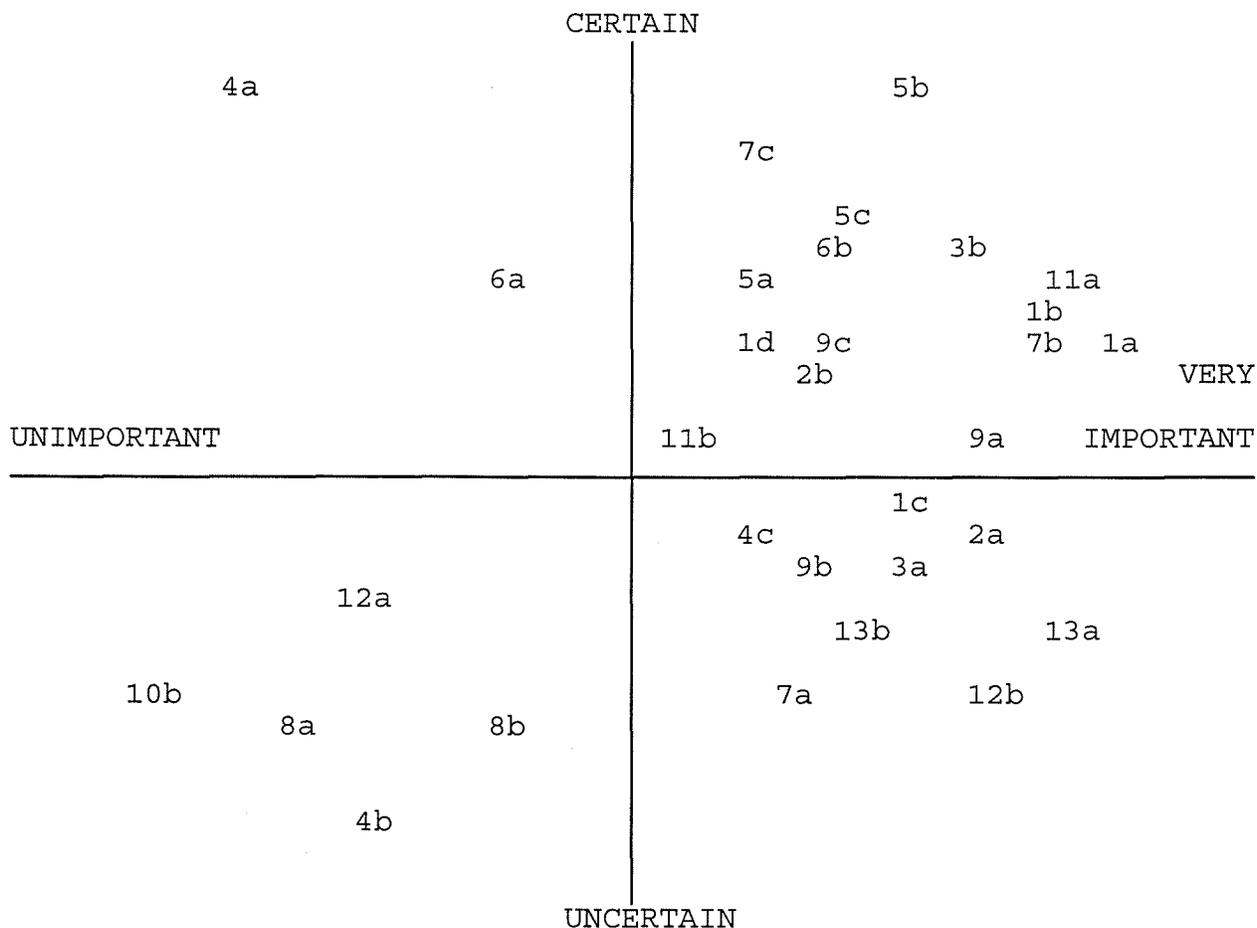
- a) CVPD officers are homophobic
- b) Any openly gay or lesbian officer would be ostracized by other officers

Three of the stakeholders are from within the CVPD, and the remaining eight stakeholders and two snaildarters are from the community, or outside the organization. One group, consisting of the former chief of police and conservative individuals and organizations, are generally resistant to change. Other individuals and organizations are in favor of change and willing to take risks to see it occur. Among the CVPD stakeholders, two are in favor of change. These two are the Chief and Captain Henry Rosales. However, neither of them knows the position of the other.

An assumption map plots the level of importance and certainty of each assumption made by the stakeholders and snaildarters. The map on the next page shows the importance of each assumption on the issue and the certainty of the author that the stakeholder/snaildarter has that assumption. The author was assisted by another command college student, Captain Eric Lillo, LAPD, with the placement of each assumption on the map. The legend at the bottom of the map correlates to each stakeholder/snaildarter. The letter following each number on the map plots the individual assumptions. For the purpose of

strategic planning, the upper right quartile is most significant because the assumptions plotted there have the greatest impact on the issue and they are the most certain of being held by the stakeholder/snaildarter.

ILLUSTRATION #21  
ASSUMPTION MAP



LEGEND

- |  |                               |
|--|-------------------------------|
| 1. Chief Frank Wolfe                     | 9. Captain Henry Rosales      |
| 2. City Manager                          | 10. Rank & File Officers      |
| 3. C.V. Gay Action League                | 11. Gay/Lesbian Community     |
| 4. Concerned Citizens Decency            | 12. Retired Chief Homer White |
| 5. Councilmember Porter                  | 13. C.V. Gazette              |
| 6. C.V. Coalition of Christians and Jews |                               |
| 7. C.V. Fraternal Order of Police        |                               |
| 8. Council Candidate Bubba McCoy         |                               |

## ALTERNATIVE STRATEGIES

Using a Modified Policy Delphi panel, nine alternative strategies were identified which could assist the CVPD address the issue of the assimilation of gay and lesbian officers into the law enforcement culture. The participants in the process, the nine strategies, and the criteria used to rate the strategies are listed below.

### Participants

Captain Eric Lillo, Los Angeles Police Department  
Lieutenant Joe Latta, Burbank Police Department  
Lieutenant Don MacNeil, Glendale Police Department  
Lieutenant Bill McClurg, El Cajon Police Department  
Commander Willie Pannell, Los Angeles Police Department

### Strategies Developed

1. Recruitment program targeting the gay and lesbian community to be developed.
2. Gay and lesbian diversity training and education for police officers to be developed and implemented.
3. Departments propose legislation making sexual orientation a protected class under the Equal Employment Opportunity Commission.
4. Establishment of hiring and promotional goals for gays and lesbians to be accomplished.

5. Development of a public relations program to improve relations with the gay and lesbian community to be implemented.
6. A liaison officer to the gay and lesbian community to be appointed.
7. Development of a gay and lesbian community advisory panel to be implemented.
8. Identification of a gay role model within the department and provide encouragement for him/her to self identify.
9. Development of a mentoring program for gay and lesbian officers to be implemented.

#### Criteria Used To Rate Strategies

Cost

Stakeholder Support

Legal Issues

Political Feasibility

Organization Environment (impact)

Desirability

The panelists, in a round-robin discussion, developed the strategies and rating criteria. Then, the strategies were measured against the criteria. The two highest ranked strategies were the development and implementation of gay and lesbian cultural diversity training, and the establishment of a department liaison officer to the gay and lesbian community. The strategy with the greatest diversity of support was to establish hiring and promotional goals for gays and lesbians.

The panel then discussed the advantages and disadvantages for each strategy. It was evident that the two highest ranked strategies were too narrow to require a detailed plan. Furthermore, the discussion revealed the opinion that the divergent strategy would likely be illegal. (Establish hiring and promotional goals).

Further discussion revealed that all of the specific strategies fell into one of three general strategies. It was decided that it would be more appropriate to incorporate the specific strategies into three general strategies.

**Strategy One** - Develop a program to improve external relations with the gay and lesbian community.

This strategy would focus on improving relations between the police department and the gay and lesbian community. It would include developing a gay and lesbian community advisory panel, identifying and developing a CVPD liaison officer for the gay and lesbian community, and developing a public relations program to improve relations with the gay and lesbian community.

The benefit of this strategy is that it would be embraced by the gay and lesbian community and send an important message to all communities that the CVPD is willing to improve communications and relations with all segments of society. In addition to improving community relations, this strategy would also have a positive impact within the CVPD by clearly communicating the message that the gay and lesbian community is a recognized segment of society. This would have a positive impact on the environment for gay and lesbian officers.

The disadvantage of this strategy is that it could potentially offend politically influential conservative members of the community. It could also potentially polarize members of the

CVPD who had differing views on the issue.

Most of the stakeholders would withhold support or be neutral on this strategy. The CCDCV and their favorite candidate for City Council, Bubba McCoy, are the only stakeholders who would openly oppose this strategy. The newspaper would probably support these efforts, while the retired chief of police would be offended by them.

**Strategy Two** - Develop a program to improve the internal environment for gay and lesbian officers.

This strategy would focus inside the organization and improve the environment for gay and lesbian officers. The elements of this strategy would include developing and implementing gay and lesbian cultural diversity training and education, developing a mentoring program for gay and lesbian employees, developing a recruitment program for gays and lesbians, and identifying a gay role model with the department and encourage him/her to identify him/herself.

The four elements of this strategy would send a message that the CVPD is proactively attempting to improve the environment for gays and lesbians. Efforts to improve the internal environment would not be lost on the gay and lesbian community. This would improve relations with that segment of the Coyote Valley community. Furthermore, an improved environment could reduce the chances of a successful discrimination law suit in the future.

There are several disadvantages to this general strategy. A recruitment program targeting gays and lesbians may create tension in ethnic minority communities who would see this as a deemphasis on efforts to increase their representation in the CVPD. The recruitment efforts could also create additional polarization among CVPD officers. The mentoring program could be

seen as a waste of time since there are currently no openly gay or lesbian officers. Furthermore, the effort to get a gay or lesbian role model to come out of the closet could be seen as inappropriate interference into someone's personal life.

Some of the stakeholders would support this strategy. However, some of the stakeholders who were neutral on the first strategy would be more likely to be against this strategy. These stakeholders include the CVFOP and rank and file officers. They may see portions of this strategy as interfering with the civil service merit system. The stakeholders who were against the first strategy and retired Chief White would object to this one even more.

**Strategy Three** - Establish hiring and promotion goals for gays and lesbians.

This strategy would actually consist of two strategies identified by the Modified Policy Delphi panel. To establish hiring and promotional goals would require legislation making gays and lesbians a protected class. Once that was done, goals could be established.

This strategy would result in gays and lesbians being identified. In fact, it would probably result in gays and lesbians coming out of the closet in order to increase their chances of being hired. A significant disadvantage to this strategy is that there is no way to measure a person's sexual orientation. Therefore, one would merely have to identify himself or herself as gay to improve the chances of getting hired or promoted. This strategy would encourage unethical behavior and cause major conflict within the organization. Furthermore, the development of goals or quotas based on sexual orientation would likely be determined to be illegal.

There would be little support for the strategy. The only exception would be within some, but not all, elements of the gay and lesbian community.

### PREFERRED STRATEGY

The preferred strategy is a combination of the first and second general strategies. The elements would include the development of a gay and lesbian community advisory panel, a departmental liaison officer for the gay and lesbian community, a gay and lesbian cultural diversity training/education program, and a recruitment program which targets the gay and lesbian community.

Each of the four elements complements the others. This strategy addresses both internal and external issues. The benefits would include improving the environment inside the CVPD for gay and lesbian officers. It would also improve relations with the gay and lesbian community of Coyote Valley.

The community advisory panel would serve as an information link between the Chief of Police and the community. Recommendations, problems, and rumor control would flow in both directions. This panel would play an integral role in the other elements of the strategy.

The liaison officer would serve as the Chief's spokesperson to the gay and lesbian community. The liaison would be the pipeline through which most information would flow.

The recruitment program would ensure that no intentional or unintentional barriers exist to prevent members of the gay and lesbian community from becoming police officers. Specific goals would not be established nor would people be recruited based on their sexual orientation. Instead, recruitment events would

occur within the gay and lesbian community, one that has been ignored in the past.

The cultural diversity training education program would introduce the CVPD to members of the gay and lesbian community. If an officer came out of the closet, he or she could participate in the training if so desired. This training could dramatically improve relations with the community and have a positive impact on the environment within the organization.

It is important to distinguish the difference between training and education. Law enforcement agencies tend to identify a problem, develop and implement training to address to problem, and then assume the problem has been fixed. Education is a continuing process which includes initial training followed up by a measurement of effectiveness and additional training to ensure the message is not lost. Training tends to focus on changing behavior, but not attitudes. A continuing educational process is required if it is hoped that attitudes will be changed. Attitudes towards gay and lesbian issues will not be changed with a one-shot attempt at training.

#### IMPLEMENTATION PLAN

Before any plan can be successfully implemented, a number of issues must be addressed. To implement this plan, two major obstacles must be overcome. To be successful, support will have to be developed both within and outside the organization. Addressing gay and lesbian issues is going to create some fallout in the community and inside the department. Efforts must be made to win the support of the critics of the plan.

Prior to going forward with any of the four elements of the plan, the Chief of Police will have to meet with members of the CVPD

and the community. The need for and purpose of the plan will have to be clearly communicated to the top management staff of the department along with the rank and file. The head of the union is just as important as the captains. Each of them have the ability to influence many members of the department.

Externally, the chief will also have to communicate the plan with a variety of community groups. The previously identified stakeholders who would most likely support the plan should be the first groups contacted. In addition, those groups that will object the most must also be included. Even if the Concerned Citizens for Decency in Coyote Valley does not support the plan, the effort to include leaders of the organization in the early stages will still foster good relations and an understanding of why the plan was developed.

Perhaps the most important group to solicit support from is the Coyote Valley Coalition of Christians and Jews, a middle-of-the-road stakeholder whose support could go either way. If won, their support would be instrumental in garnering widespread community support.

Finally, one of the snaildarters should also be included. The CV Gazette should be kept informed of the plan from an early stage. Their editorial support could be instrumental in its success.

The four elements of the plan should be implemented incrementally. First, the leaders of the Coyote Valley Gay Action League should be approached with the idea. Assuming they will support the concept of a community advisory panel, they should be actively involved in identifying the members and the role of the panel.

As the advisory panel is being formed, the liaison to the gay and lesbian community should be identified. A management level

individual should be approached. Obviously, this will be a critical selection, and the individual will have to be someone who philosophically supports the elements of the plan. Based on the scenario, one of the captains, Henry Rosales, is gay and planning on coming out of the closet some time in the future. If there was an openly gay or lesbian officer who possessed credibility both inside and outside the organization, that person would be the likely choice for the liaison officer.

Once the advisory panel and liaison officer are identified and in place, they should begin working on developing the next element of the plan to be implemented - the cultural diversity training program. The training/education program should include members of the gay and lesbian community and if there are any, one or more openly gay or lesbian officers with good reputations within the Department. The lesson plan should be developed with the assistance of the advisory panel. All members of the department should receive the training.

The final element of the plan to be implemented should be the recruitment program. A recruitment message which is sensitive to both the community and the department should be developed utilizing the expertise of the advisory panel. The gay and lesbian recruitment plan should not be significantly different from the regular recruitment program. The key difference will be where it is delivered - in the gay and lesbian community.

To monitor and evaluate the success of this plan, feedback will have to be obtained from a variety of sources. These include the members of the community advisory panel, liaison officer, president of the CVFOP, other community groups, and the local media. Revisions to the plan should be made as required after analyzing all the feedback data.

## SUMMARY

In this section, a strategic plan for implementing a program to improve the environment for openly gay and lesbian officers within a mid-sized police department was developed. A mission statement was drafted and a situational analysis of the fictional City of Coyote Valley and the Coyote Valley Police Department was made. Key stakeholders and snaildarters were identified and assumptions were made regarding their support or non-support for the future of this issue. Finally, three alternative strategies for implementing the desired future were developed, and a combination of two of the strategies was made to develop the preferred strategy.

In the next section, a transition management plan will be developed to anticipate and effectively respond to possible obstacles to implementation, and to ensure that the transition to the desired future is well managed. It will include a timeline and address budget considerations.

## SECTION FOUR

### TRANSITION MANAGEMENT PLAN

Implementing change within an organization involves moving from the present state, through a transition state, to the desired future state. The previous section of this report developed a strategic plan which was based on achieving a desired future that was identified in the futures study. This section will describe the process of getting from today to the desired future through the use of a transition management plan.

The transition management plan will be based on the fictional community of Coyote Valley. This city was developed during the futures study and was the subject of the strategic plan. The environment in Coyote Valley and the CVPD are suitable for a change. There is an active gay and lesbian community, including one elected council member who is openly lesbian. The Chief of Police has a desire to improve relations with the gay and lesbian community, and he is willing to try creative, if somewhat controversial, means to achieving this change.

Captain Henry Rosales, like all of the fictional characters, was created for the scenarios during the futures forecasting portion of this project. The scenarios were written six years in the future, looking back at specific events impacting the issue. In the scenarios, Captain Rosales came out of the closet some time during the six year period. Since the transition management plan is being developed at the beginning of the six year period, it is problematic to have Rosales be an unknown factor. Therefore, to ease the development of the transition management plan, the scenario has been revised so that Rosales just recently identified himself publicly as being gay. This makes him the highest ranking gay or lesbian police officer in California.

## RECOMMENDED STRATEGY

In the strategic planning portion of this project, a preferred strategic plan for implementing a program to assist the assimilation of openly gay and lesbian officers into the law enforcement culture was developed. The preferred strategy was created from a combination of strategies identified during a Modified Policy Delphi panel. The plan consists of four general strategies: the development of a gay and lesbian community advisory panel; the appointment of a departmental liaison officer for the gay and lesbian community; the development of a gay and lesbian cultural diversity training/education program; and of a recruitment program which targets the gay and lesbian community.

Each of the four elements of this strategy complement each other. This strategy addresses both internal and external issues. The benefits will include improving the environment inside the CVPD for gay and lesbian officers while at the same time improving relations with the gay and lesbian community of Coyote Valley.

The community advisory panel will serve as an information link between the Chief of Police and the community. Recommendations, problems, and rumor control will flow in both directions. This panel will play an integral role in the other elements of the strategy.

The liaison officer will serve as the Chief's spokesperson to the gay and lesbian community. The liaison will be the pipeline through which most information will flow.

The recruitment program will ensure that no intentional or unintentional barriers exist to prevent members of the gay and lesbian community from becoming police officers. Specific goals will not be established nor will people be recruited based on their sexual orientation.

The cultural diversity training/education program will introduce the CVPD to members of the gay and lesbian community.

Preferably, an openly gay or lesbian officer will participate in this training along with members of the civilian gay and lesbian community.

Collectively, these four programs will be known as the CVPD Gay and Lesbian Cultural Diversity Program. This program will improve the environment within the CVPD and improve relations with the community. The goal of the program is to develop an environment where gay and lesbian police officers can make a personal choice whether or not to publicly identify their sexual orientation without fear of discrimination from their coworkers. Potential police officer candidates will be able to decide whether or not to apply for employment without fear of discrimination. This program will improve relations with the gay and lesbian community as well as the environment within the organization.

### CRITICAL MASS

The strategic planning process identified the stakeholders; those individuals, groups, or organizations who are impacted by what an organization does about an issue; are able to impact an organization about an issue; or are concerned about an issue and/or organization.

The "critical mass" is different than the stakeholders. Critical mass consists of the minimum number of people who, if they support a change, will likely result in its success; and who, if they are against the change, will cause it to fail. The critical mass are usually members of the stakeholder group, but not all stakeholders are critical mass players because they cannot cause or prevent the success of a program.

The author applied the definition of critical mass to each of the stakeholders, and the following have been identified as members of the critical mass:

Frank Wolfe, Chief of Police

Igor Horoshevsky, City Manager

Pearl Porter, lesbian City Councilmember

Sergeant Terry O'Hara, President, CVPD Fraternal Order  
of Police

Captain Henry Rosales, detective division commanding  
officer, and highest ranking openly gay police officer in  
California

Rabbi Sol Goldberg and Father Sean McCarthy, co-chairs  
of the Coyote Valley Coalition of Christians and Jews  
(CVCCJ)

The following additional critical mass actors have been identified. They were not in the original scenarios from the futures study, but the roles they play will be crucial to the success of the strategy:

Captains Bob Bobaloba and Ruth Franklin, the patrol and administrative services commanding officers.

For change to occur, none of the critical mass actors can be in a position to block the change. If they are, they must be moved to a position of at least letting change happen. There must be at least one person in a position of making the change happen. The following chart shows the present degree of commitment for each of the critical mass actors and the minimum commitment needed for change to occur.

ILLUSTRATION #22

CRITICAL MASS CHART				
TYPE OF COMMITMENT				
ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Chief Wolfe			X-----	O
Horoshevsky		X-----		O
Pearl Porter			O-----	X
Sergeant O'Hara	X-----			O
Captain Rosales		X-----		O
Franklin/ Bobalooba		X-----		O
Goldberg/ McCarthy	X-----			O

X = Present Degree of Commitment  
O = Minimum Commitment needed for Change to Occur

Chief Frank Wolfe

Chief Wolfe recognizes the need to create a work environment which is free of discrimination. He is sensitive to gay and lesbian issues and would like to improve relations with the gay and lesbian community. Chief Wolfe believes there are other gay and lesbian officers besides Henry Rosales on the CVPD and it is only a matter of time before one or more of them comes out of the closet. He would like to be prepared for this occurrence. Chief Wolfe currently is in a position to help change happen. As Chief

of Police, he must be the driving force to implement this program. He will have to move to a position to make the change happen. Since he is committed to moving the CVPD in this direction, it would be relatively easy for him to understand the value of implementing this strategy. His most important role will be to move the positions of the other critical mass actors.

NOTE: For the rest of this portion of the ISP, Chief Wolfe will become the person responsible for implementing the change and driving the program. The actions taken to move the positions of the other critical mass actors will be taken by Chief Wolfe, or at his direction.

City Manager Igor Horoshevsky

The City Manager enjoys a progressive reputation in the area of affirmative action. He has emphasized creating a workforce which reflects the diversity of Coyote Valley with all of the general managers. He wants to be recognized for his efforts in this area. As a result, Horoshevsky should be supportive of a program which will assist the assimilation of openly gay and lesbian police officers into the law enforcement culture. However, he probably has not recognized that they are a separate cultural group within the workforce. Horoshevsky should therefore need to be educated of the merits of implementing such a program. He should be moved from a "Let It Happen" to a "Help It Happen" position because of his role in dealing with the City Council and his control of the purse strings. As City Manager, Horoshevsky deals with the Council and members of various elements of the community. A City Manager has the ability to help make or destroy a new program, so his support is essential.

Councilmember Pearl Porter

Councilmember Porter is the only openly gay or lesbian elected official in the region. She is a gay and lesbian rights activist whose election was supported by the gay and lesbian community. The councilmember is riding the crest of new support for the gay and lesbian community. She would undoubtedly endorse this strategy. Furthermore, upon learning of the proposal, she would want to champion its cause. This could potentially interfere with its success. Many members of the community resent having an openly lesbian, liberal councilmember. Furthermore, the rank and file membership of the CVPD would distrust too much involvement by any councilmember in a departmental program. Therefore, Porter will have to be handled very carefully. Chief Wolfe will have to meet with her in advance and carefully explain how she can help this program succeed. Her efforts should be directed towards helping sell the program to the other councilmembers and the segments of the community which support her. Her support should be visible but not aggressive or overly proactive. The Chief will need to recognize her for her support, but not allow her to appear to be the driving force behind it. Her contacts in the community will be important in identifying the members of the advisory task force and the community members who are involved in the training. Chief Wolfe will need the assistance of the City Manager in dealing with this Councilmember.

Sergeant Terry O'Hara, President, Coyote Valley Fraternal Order Of Police

As union president, Sergeant O'Hara feels primarily responsible for improving the working conditions of the membership. This is generally done through the negotiation of contracts and providing representation during grievances and the disciplinary process. Like most police departments, the majority of the officers of the CVPD tend to be conservative and are slow to accept change. Many

of these officers do not understand, nor do they want to understand, the gay and lesbian culture. While O'Hara generally reflects the same views, he also is a realist. He understands that there are closeted gay and lesbian officers on the CVPD. O'Hara would like to be promoted within the CVPD and therefore, would like to avoid a "no-win" political situation. At this time, O'Hara would rather avoid the whole issue and is probably in a "Block Change" position. Chief Wolfe is going to have to get him on board to help "sell" the need of the program to the rank and file officers. As Chief of Police, Wolfe has considerable bargaining power with O'Hara. The Chief's support for a future contract or other issues important to the union could hinge on O'Hara's support for this program. Ideally, the Chief should try to get O'Hara to a "Help Change Happen" position, since he has the ability to influence the union membership, but movement to "Let Change Happen" would probably be sufficient. Chief Wolfe will have to be cautious in dealing with O'Hara. He will want to convince him to support the program because of its merits rather than coerce him to support the program.

#### Captain Henry Rosales, Commanding Officer, CVPD Detectives

As the highest ranking gay or lesbian officer in California, Captain Rosales is well aware that he is a very visible, albeit reluctant, role model. He simply wants to be judged for his abilities as a detective commanding officer, and does not want to be in the limelight. Rosales does not want to be a spokesperson, or known as an activist. He identified himself publicly because he was tired of leading a double life. He is surprised by the intense media interest and the lack of open retaliation or discrimination within the CVPD. He realizes that this is probably as much due to his rank and reputation as the acceptance of there being an openly gay officer within the police

department. Chief Wolfe will need to move Rosales from "Let Change Happen" to a "Help Change Happen" position. Rosales was a highly respected captain before he made his sexual orientation known. Chief Wolfe realizes that Rosales can play an instrumental role in developing and promoting the program both within the community and the CVPD. Rosales would likely be the liaison to the gay and lesbian community. He should also be involved in the gay and lesbian cultural diversity training program. Ideally, he would also be the chairperson of the implementation team. Chief Wolfe will have to convince Rosales that his participation is critical to the program's success and his failure to participate could seal its fate. Wolfe and Rosales have had a very good professional working relationship for years. Furthermore, Rosales is very loyal to the Chief of Police and the CVPD. It should be fairly easy for Chief Wolfe to persuade Rosales to become actively involved. He should emphasize to Rosales the leadership role he would be playing for all of California law enforcement.

Captain Bob Bobalooba, Patrol Commanding Officer, and Captain Ruth Franklin, Administrative Services Commanding Officer

Bobalooba and Franklin are the other two members of the CVPD management team. They were as surprised as everyone else upon learning of Rosales' sexual orientation. They are both loyal and supportive of Chief Wolfe. Both currently possess a "laissez-faire" attitude regarding the whole issue of sexual orientation. Both of these command officers will need to be moved to a "Help Change Happen" position. That way, the entire management team of the CVPD will be committed to the implementation of this program. If the entire management team isn't supportive of this, or any new program, its chances of success are greatly reduced. Since both are supportive of the Chief of Police, it should be relatively easy for Wolfe to move their position. Captain

Rosales, as their peer, should also be used to garner their support.

Rabbi Sol Goldberg and Father Sean McCarthy, Co-Chairs of the Coyote Valley Coalition of Christians and Jews

These two religious leaders are essential to the success of the external portions of the plan which will impact the community. Both of them, and the CVCCJ, represent a significant percentage of the Coyote Valley community. Both have several CVPD officers in their congregation, including Henry Rosales, who was an altar boy in McCarthy's parish, and is still an active member. They have the potential to either sink the plan, or to have a significant impact on its success. Both Goldberg and McCarthy believe that there are gay members of their congregations and realize that gays and lesbians are gaining political influence. Both of them are struggling with the sexual orientation issue, particularly McCarthy, because of the position of the Vatican. At this time, both of them are reluctant to even address the issue, and as a result are blockers of change. Because of their influence on a large portion of the community, they will need to be moved to a position of letting change happen. In that position, they will have the ability to influence many community members of the need for the program. This will eventually improve relations with the CVPD and the entire community. Chief Wolfe will have to address their concerns from a legal, moral, and ethical point of view. Their persuasion will have to be very sensitively done, and Wolfe will need assistance from members of the community and their congregations in convincing them to not take a position of opposition.

TRANSITION MANAGEMENT STRUCTURE

There are a variety of management structures which can be used to

implement change within an organization. It is essential to identify an appropriate structure to increase the chances for success of the change. In this case, the change consists of the implementation of a program consisting of four elements. The program will attempt to change the "culture" of the organization. To change the culture of any organization, and particularly a police agency, is challenging and must be handled thoughtfully. This program will be controversial in some circles within and outside the organization. Hence, the management structure must be sensitive to "selling" the program.

The Chief of Police will be the driving force behind the implementation of this change. Chief Wolfe will have to be personally committed and involved to some degree in overseeing the development of the program. However, as chief executive of an organization with 400 employees, it is not practical that he assume the role of "project manager." While the identification of a project manager is one commonly used transition management structure to implement change, this project does not require nor would it be most effective with a single project manager.

The most effective management structure for the development and implementation of this program will be for Chief Wolfe to identify, solicit, and form a committee consisting of representatives of the effected constituencies. This committee will be known as the CVPD Gay and Lesbian Cultural Diversity Program Implementation Committee. Chief Wolfe should personally contact each member of the committee and solicit their involvement. Once organized, a committee chairperson should be selected by the members of the committee and he or she will be the conduit of information to the chief. This will allow him to remain involved.

Because of the sensitive political nature of this program, it will be important for Chief Wolfe to carefully identify the

members of the committee to ensure that affected constituencies inside and outside the organization are represented. However, political interference should be avoided. Once the committee is in place, one of Chief Wolfe's most important collateral roles will be to deal with concerned parties who are not part of the committee. Those parties would include the City Manager, the elected officials, most notably Councilmember Pearl Porter, and the media.

The people or organization Chief Wolfe will personally contact and solicit to become members of the CVPD Gay and Lesbian Cultural Diversity Program Implementation Committee will be:

Captain Rosales representing the CVPD management staff and other gay and lesbian officers.

Sergeant O'Hara representing the CVFOP.

Rabbi Goldberg or Father McCarthy representing the Coyote Valley Coalition of Christians and Jews.

The Chairperson of the Coyote Valley Gay Action League (CVGAL), an organization which represents the gay and lesbian community in Coyote Valley.

NOTE: This organization was identified in the Futures Forecast scenarios, but was not identified as a member of the stakeholder group.

Captain Rosales will be the first person Chief Wolfe will contact to participate. He will also be encouraged to "volunteer" to be the chairperson.

Once the committee is formed, Chief Wolfe will meet with them periodically to provide his input and receive updates on progress

of the implementation of the program. The Implementation Committee's work will consist of overseeing the development and implementation of the four elements of the program based on the order established by a timeline. Through the chairperson, the committee will follow the overall direction of the Chief of Police. The committee should meet weekly until the program is fully implemented, and then on an "as needed" basis to provide oversight and feedback to the Chief of Police.

### TECHNOLOGIES AND TECHNIQUES TO SUPPORT IMPLEMENTATION

Resistance to the implementation of a new program in large organizations is a natural occurrence. A variety of techniques will be required by the committee to effectively implement the program and its resultant change in the culture of the CVPD. Because this program involves human resource issues, specific technologies are not necessarily relevant. However, the following techniques and procedures should be included.

#### Responsibility Charting

Responsibility charting identifies people responsible for tasks, action, or decisions and clarifies the behavior that is required by them to implement those activities. Responsibility charting saves energy, reduces ambiguity, and reduces the interpersonal reactions of people involved in the change process.

A Responsibility Chart shows the required behavior of an actor towards a particular activity using the following classifications:

- R - Responsibility to see that decisions or actions occur
- A - Approval of actions or decisions with the right to veto

S - Support of actions or decisions by provision of resources but with no right to veto

I - Informed of actions or decisions but with no right to veto

The Responsibility Chart would be completed by the chairperson with input from Chief Wolfe. The following Responsibility Chart shows the tasks, actions, and decisions required and the responsibility of each of the critical mass actors.

ILLUSTRATION #23  
RESPONSIBILITY CHART

DECISION/ACTION										
ID G/L LIAISON	R	S	S	I	N/A	N/A	N/A	I	I	N/A
ID ROLE RESPONSIBILITY OF G/L LIAISON	R	S	S	I	S	I	I	I	I	N/A
ID G/L COMMUNITY ADVISORY PANEL	A	S	S	I	R	I	I	I	I	N/A
RECRUIT G/L ADVISORY PANEL	R	S	S	I	S	I	I	I	S	N/A
TRAIN G/L ADVISORY PANEL	A	S	S	I	R	I	I	I	S	S
CURRICULUM FOR CULTURAL DIVERSITY TRAINING	A	S	S	I	A	I	I	I	S	R
DEVELOP RECRUITMENT STRATEGY	A	S	S	S	R	I	I	I	I	R
DEVELOP BUDGET	A	S	S	I	R	I	I	I	I	S
PROCURE SUPPLIES	A	S	S	I	R	I	I	I	I	I
DEVELOP NEWS STRATEGY	A	S	S	I	R	I	I	I	I	R

LEGEND: R=Responsibility A=Approval S=Support  
I=Inform N/A=Not Applicable

Pre/Post Surveys

To measure the effectiveness of any program designed to change attitudes, a pre-test, or survey, and a post-test are required. The members of the CVPD will need to be surveyed before the implementation of the program. They must also be surveyed after they have all received the cultural diversity training.

### Statistical Analysis

Additionally, an on-going analysis of statistical data will need to be conducted. This will include tracking trends of sexual orientation hate crimes, sexual orientation personnel complaints, and discrimination complaints. Another statistical measure will be the number of openly gay and lesbian officers that are hired or self-identify.

### Feedback Reporting

The Chief of Police needs to be kept informed routinely of the progress and problems encountered by the committee. This should come in the form of memos, personal communication from the chairperson, and the Chief's attendance at committee meetings when necessary.

### Internal Communications

One of the easiest ways to ensure failure of a new program is to keep impacted employees uninformed. An internal communications system designed to inform the members of the CVPD of pending elements of the program needs to be developed. This communication should include written notices as well as personal appearances at roll calls and squad meetings by members of the implementation committee and the Chief of Police.

### Public Education/Media Relations

A public education program, to include the media, needs to be incorporated into the transition management plan. The public education should start with the elected officials, followed by

key special interest groups, and then with the general public. The education of the public officials and special interest groups should include the involvement of the Chief of Police and City Manager. Once they are informed and their support is garnered, a news release announcing the program should be prepared. The Chief of Police and key critical mass actors should participate in a news conference. Periodic updates announcing progress in the implementation of the program should be made. The committee chairperson will be designated to be the media contact on routine or follow-up stories.

#### TRANSITION MANAGEMENT TIMELINE

A timeline helps provide a roadmap for the implementation of any plan. It provides a guide with milestones which helps keep a change process or the development of a new program on course. One of the first duties to be completed by the committee chairperson following the development of the responsibility chart is the development of a timeline. The following is a proposed timeline for the development of the CVPD Gay and Lesbian Cultural Diversity Program. The timeline shows the milestones to be completed by each date. It is based on a start date of January 1, 1995.

February 1, 1995

Survey members of CVPD to determine attitudes towards gays and lesbians.

Selection of the gay and lesbian liaison officer and establishment of his/her role responsibilities.

Meet with and obtain the support of the City Manager, Councilmember Porter, and representatives of CVGAL.

March 1, 1995

Begin education of members of the CVPD on the elements and need for the program.

Design and implement a strategy to inform the political structure of Coyote Valley (rest of City Council and other key political figures).

Design a media strategy to inform the general public.

Identification of the gay and lesbian community advisory panel.

Development of an effective communication link between the community advisory panel and the Chief of Police.

April 1, 1995

Implement media program to educate the public.

Solicit participation of the identified members of the gay and lesbian advisory panel.

May 1, 1995

Commence training program on the roles and responsibilities of the community advisory panel.

June 1, 1995

Commence development of curriculum for gay and lesbian cultural diversity training program for CVPD officers.

August 1, 1995

Obtain approval from Chief of Police and POST on curriculum for cultural diversity training/education program.

Identify and commence training of internal and external members of training cadre for the cultural diversity training program.

Commence development of gay and lesbian recruitment strategy.

Develop budget for required resources for program.

October 1, 1995

Commence cultural diversity training/education program.

Approve gay and lesbian recruitment strategy.

January 1, 1996

Conclude cultural diversity training program.

Implement recruitment program.

Request interim budget appropriation for additional funding needed for the program.

February 1, 1996

Conduct post-survey of attitudes of CVPD employees.

Prepare and submit year end progress report to the City Manager and City Council on the progress achieved in the first year of program.

Annually conduct further surveys to monitor attitudes in community and Department and continue cultural diversity education through an annual update seminar.

#### SUMMARY

Implementing change within an organization involves moving from the present state, through a transition state, to the desired future state. In this portion of the report, a transition management plan was developed to ease the CVPD through the transition stage. If this plan were followed, the desired goal of assisting a law enforcement agency change the organization's culture to help the assimilation of openly gay and lesbian police officers would have been achieved.

## SECTION FIVE

### CONCLUSION

When the issue of the assimilation of openly gay and lesbian police officers into the law enforcement culture was selected by the author as a topic for this independent study project, some skeptics questioned whether or not it was a future issue for law enforcement. The argument being that gays and lesbians are not new to society, nor to law enforcement. In fact, it is now believed by many that J. Edgar Hoover, the founder and first director of the FBI, was gay (14).

A future issue is one that is currently emerging and will impact the future of an organization. The future issue that has been researched in this project is not whether there will be more gays and lesbians in the future. It is unknown how many officers currently are gay, nor what the future will hold. What makes this a future issue is the presence of openly gay and lesbian officers who are just beginning to make their presence known. What law enforcement leadership must do is manage the assimilation of this group better than the way previous groups have been, and continue to be, managed. California law enforcement has not embraced new cultures very well in the past. Women, and to a lesser extent, ethnic minorities, continue to experience discrimination and harassment. This has caused an untold expense in the lives of the officers as well as in the pocketbooks of government agencies. If law enforcement management fails to recognize that a new "wave" of employees is entering the profession, the mistakes of the past will repeat themselves.

Through the processes conducted during the study and described in this report, it was determined that there are a number of steps

that can be taken which will positively impact the future of this new group of employees. None of the strategies developed in the strategic plan are on the leading edge of technology. They are simply tried and true measures to introduce a new issue to an organization. The creation of a community advisory panel, a liaison officer for a special interest community group, cultural diversity training, and a recruitment program are nothing new. What is new, and will be considered provocative by some, is directing these efforts towards the gay and lesbian community.

This study identified one main issue and three related sub-issues. The purpose of the study was to answer the questions raised by the issue and sub-issues.

The main issue question was, "What should California law enforcement agencies do to assist the assimilation of openly gay and lesbian officers into the law enforcement culture?" The answer lies fundamentally in developing a proactive attitude that there are gays and lesbians already employed, and developing a program which focuses on training/education, recruitment, community input, and liaison will assist in the assimilation and reduce the potential for discrimination. The study identified a program consisting of elements that would assist the assimilation of openly gay and lesbian officers.

The first sub-issue question was, "What policies should be developed to eliminate discrimination directed toward gay and lesbian officers?" The answer to this question is that departments should establish a mission statement that guarantees equal opportunity for all employees. Departments should also develop anti-discrimination policies which include protection for employees based on sexual orientation. The study showed that policies which focus on recruiting in all communities, including the gay and lesbian community, the development of a liaison officer to a community advisory groups, and providing continuous

training to department employees focusing on breaking down stereotypes and biases will help create an environment free of discrimination.

The next sub-issue question was, "What internal and external training and continuing education programs should be developed and provided?" A continuous educational program which focuses on attitudes as well as behavior will improve the assimilation of gay and lesbian officers. The training should include representatives of the gay and lesbian community as well as openly gay and lesbian officers, if possible.

The final sub-issue question was, "What will be the impact of the assimilation of openly gay and lesbian officers on attitudes toward law enforcement in the gay and lesbian community?" The answer to this question was perhaps the most profound. The study showed that all elements of the recommended program to assist the assimilation of openly gay and lesbian officers will have a positive impact on the gay and lesbian community.

One goal of the training/education program is to create an environment inside the organization which reduces the likelihood of discrimination while improving relations with the gay and lesbian community at large. Both of these goals complement each other. As relationships improve externally, the internal environment will also improve. This will likely result in gay and lesbian officers feeling free to self-identify. The presence of more openly gay and lesbian officers and the absence of discrimination directed towards them will have a positive impact on relationships with the community.

Simply stated, the ultimate goal of this type of program would be to have an environment where a gay or lesbian officer could make a decision to identify him/herself without any fear of recrimination. The decision would be based on other personal

factors. Perhaps the best measure of success would be shown in the number of officers who come out of the closet. That, in itself, would indicate a change in the environment.

Some elements of the program developed in this project have been implemented in departments in California. Recruitment in the gay and lesbian community and cultural diversity training are not unique. Yet, problems still exist. As recently as August, 1994, two officers filed suit in Los Angeles alleging discrimination based on sexual orientation. While progress has been made, the problem still exists.

Future research in the area of gay and lesbian police officers could address the following areas:

Backlash directed toward gays and lesbians

Sexual harassment complaints involving employees of the same sex

The administration of discipline involving gay and lesbian officers

The impact of family leave policies on departments and employees

The impact of gay and lesbian officers on support systems such as employee assistance programs

Measurement of success, such as promotions and performance evaluations, comparing gay and lesbian officers with others

It is commonly believed that people are an organization's most valuable resource. No one can doubt this, yet employers regularly ignore efforts to address personnel issues. The

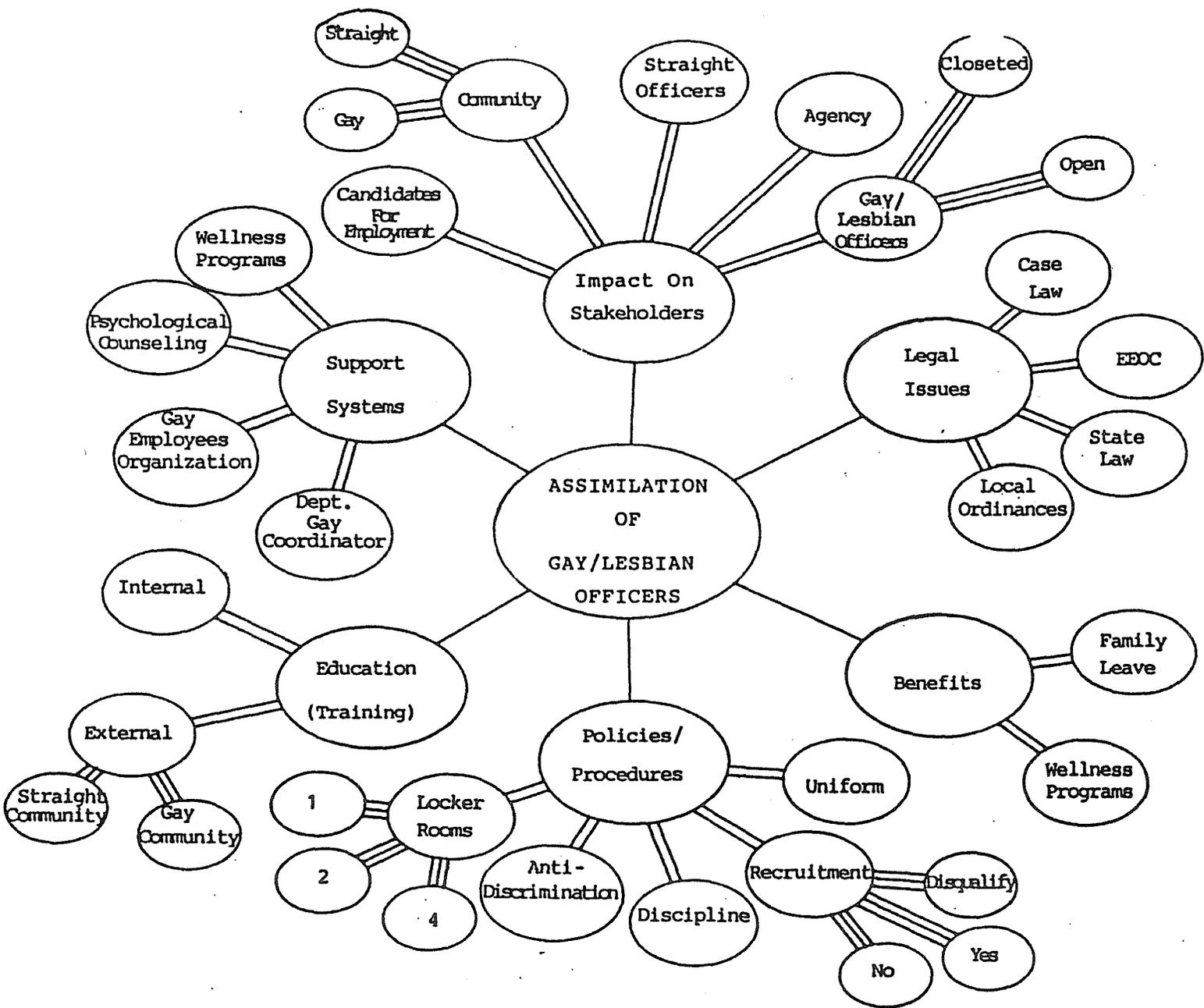
reduction, or elimination, of discrimination requires continued emphasis. As a new group of employees enter a profession, their needs must be addresses. When this group consists of people who have historically been shunned by much of society and experienced discrimination, the potential threat is even greater. That is why the development of policies and procedures to eliminate discrimination and training are issues that must be addressed before problems surface. The improvement of relations with a portion of the community is an added benefit.

Law enforcement is facing many important issues. The assimilation of a new group of employees is not the most burning one. Law enforcement tends to be reactive, waiting for issues to become problems before being dealt with. By addressing issues such as the assimilation of a new group such as gays and lesbians into the culture, law enforcement leadership can prevent small problems from becoming big ones. This is one of the many challenges facing leadership as the millenium approaches.

APPENDICES

- A. Futures Wheel
- B. List of Events
- C. List of Trends

APPENDIX A  
FUTURES WHEEL



APPENDIX B

EVENTS

Each event is followed by the number of votes it received to be included in the top ten.

Passage of a domestic partnership law - 5.

High ranking law enforcement officer identifies him/herself as being gay/lesbian - 7.

Cure for AIDS discovered and made available - 6.

Gay/Lesbians identified as protected class by the Equal Employment Opportunity Commission - 5.

Openly gay officer dies of AIDS - 3.

The military ends the ban on homosexuality - 7.

Police Department recruits gays/lesbians from the military - 1.

A police union takes a position supporting gay/lesbian officers - 4.

Church groups picked police department because of their position on sexual orientation - 2.

New sexually transmitted disease identified - 3.

Public announcement of gay/lesbian officers working together as partners - 0.

Sexually transmitted disease which is transmitted by air is identified - 4.

The Chief of Police participates in a major gay event such as a parade - 4.

Nationally "coming out" day for gay and lesbian officers developed - 0.

Gay or lesbian police captain - 1.

West Hollywood Police Department established - 1.

Mayor identified self as gay/lesbian - 0.

A genetic link to sexual orientation is identified - 8.

Gay/lesbian officer identified as liaison to gay community - 1.

Openly gay/lesbian officer promoted to management position - 2.

Major depression - 2.

There is a major scandal involving gay/lesbian officer - 4.

NAACP takes anti-gay/lesbian stand - 1.

Officer refuses to work with a gay/lesbian officer - 2.

Straight officer gets AIDS from on-duty contact - 2.

Openly gay/lesbian officers marry each other - 1.

Incentive pay (bonus) for openly gay/lesbian officer - 0.

A church takes a stand supporting gays and lesbians - 6.

Sodomy laws repealed - 2.

Openly gay/lesbian officer graduates number one in Academy class - 0.

Gay/lesbian officer murdered by other officers - 1.

Gay oriented sexual harassment case within Department - 2.

Hiring quotas are established for gay/lesbians - 8.

Straight officers refuse to share locker room with gay/lesbian officers - 0.

Major gay/lesbian demonstration - 1.

Settlement of discrimination lawsuit by a gay/lesbian officer - 4.

Openly gay/lesbian officer enters police academy - 0.

Gay/lesbian officer gets major commendation/award - 2.

Poor back-up for gay/lesbian officer - 0.

Blood drive for gay/lesbian officer - 0.

Gay/lesbian officers recruit at high school - 0.

Gay/lesbian officer comes out number one on promotional list - 0.

Leave of absence given for sick officer - 0.

Police recruitment material directed towards gay/lesbian community developed - 0.

Prominent gay/lesbian community member gives commencement address at recruit graduation - 0.

Slain officer's gay/lesbian lover receives flag at the funeral - 1.

## APPENDIX C

### TRENDS

Each trend is followed by the number of votes it received to be in the top ten.

Level of hate crime directed towards gay/lesbians - 5.

Number/percentage of openly gay/lesbian officer - 8.

Amount of anti-gay discrimination legislation - 5.

Number of sexual harassment suits involving gays/lesbians - 1.

Number of gay/lesbian town hall meetings - 2.

Level of terrorism against gays/lesbians - 3.

Level of gay/lesbian political influence - 6.

Number of citizen complaints against gay/lesbian officers - 0.

Level of gay/lesbian police recruitment - 4.

Level of retention of officers - 2.

Percentage of officers that are gay/lesbian - 2.

Number of AIDS deaths in the community - 2.

Attitudes of the gay/lesbian community towards law enforcement - 3.

Number of law enforcement gay/lesbian role models - 1.

Amount of backlash directed towards gay/lesbian officers by straight officers - 6.

Number of gay and lesbian special interest groups - 1.

Number of officers disciplined for harassment directed towards gay/lesbian officers by straight officers - 8.

Level of acceptance of gay/lesbian officers by heterosexual officers - 7.

Level of "good ol' boy/girl" network for gay/lesbian officers - 0.

Level of community support for organization because of openly gay/lesbian officers - 2.

Level of Chief of Police support of anti-gay discrimination - 5.

Number of gay/lesbian officers bringing lovers to social events - 3.

Level of police officer training on gay/lesbian issues - 5.

Level of Christian right/anti-gay political in-roads - 4.

Number of regular meetings with gay/lesbian political officials - 2.

Number of civil cases based on sexual orientation - 6.

Number of officers coming out - 0.

Level of grass roots movement of individual police managers reaching out to gay/lesbian community - 3.

Number of gay/lesbian officers recognized for good work - 2.

Gay/lesbian police organizations - 1.

Ratio of gay/lesbian officers assigned to special, coveted assignments - 0.

Rate of promotion of gay/lesbian officers - 4.

Number of photos of gay/lesbian levers at work (on desk) - 1.

Level of gay/lesbian officers recruiting in uniform - 1.

Number of domestic partnership policies - 5.

Number of Fortune 100 companies adopting non-discrimination policies - 1.

Level of civic involvement by gay/lesbian police organizations - 0.

Number of "straight-flight" from organizations with openly gay/lesbian officers - 2.

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