

WHAT ROLE SHOULD LAW ENFORCEMENT ASSUME IN DEFINING
THE RELATIONSHIP BETWEEN THE POLICE AND THE ARMENIAN
COMMUNITY IN A MID-SIZED URBAN CITY BY THE YEAR 2005?

A project presented to
California Commission on
Peace Officer Standards and Training

by

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

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

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

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

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CHAPTER I HISTORICAL DEVELOPMENT

Background

The City of Glendale, California is situated in the heart of Los Angeles County. Glendale borders Hollywood to the west and Pasadena to the east. The Los Angeles River flows alongside the city's westernmost border. Glendale is comprised of approximately 33 square miles. The downtown portion of the city is comprised of high rise office towers and commercial establishments. The northern regions are affluent residential canyon areas while the southernmost portion of the city is high density, multi-family apartments and condominiums. The southern portion is the least affluent portion of the city, and contains one of the highest rates of public assisted living in the County of Los Angeles. At the same time the area supports 1,207 companies owned or operated by Armenian immigrants.¹ Glendale is a city of approximately 200,000 people living in a mix of great affluence and great poverty. The city had traditionally been a bedroom community of Hollywood back in the 1950's and 1960's. Redevelopment came to the city in the late 70's, and the city experienced a boom in construction. Along with the massive building of the 1980's, came an influx of new citizens. Due to instability in Armenia and the offer of great opportunity in the United States, there was a great migration of Armenians to the City of Glendale that had traditionally been an all white Anglo-Saxon Protestant community. The issue became, what type of relationship would the police and Armenian community enjoy in this dynamic environment?

The city began to experience growing pains with the new redevelopment districts and the new immigrant population. Latino and Asian populations were growing at the same time as the Armenian immigration experience. In the 1990's the main criminal enterprise in the

¹Glendale, California, "*Workforce Investment Act, Five Year Plan*" *Federal Grant* (2000), sec. 3-4-31.

city was the trafficking of Colombian cocaine. By the end of the decade, the Glendale Police Department Narcotics Detail had done a very effective job in eliminating the influence of Colombian drug traffickers as well as their product from the streets of the city. More recently, the emerging crime problem in the City of Glendale is the rise of Russian Armenian organized crime activities, which includes extortion, robbery, protection, and murder.

The City of Glendale is approximately 40 percent Armenian. The relationship between the Armenian community and the Glendale Police Department is an interesting one. Although often strained and uncompromising, the Armenian community as a whole appreciates what the Glendale PD is trying to do. Recent immigrants to the city want their children to grow up in an environment that is as safe as possible. The Armenians come from an environment where police work and police officers in general are viewed very differently than they are in America. Some police officers believe the Armenian community does not understand them. Further, some officers feel most Armenians are unwilling to integrate themselves into the American way of life.

With the arrival of the Armenian population, a certain segment of the Armenian youth formed their own gang in the city called Armenian Power (AP). AP is one of the three leading gangs in the city in terms of activity. The other two are Hispanic gangs, namely Westside Locos and Toonerville. Both are long time Glendale area gangs. Tensions among AP, Westside Locos, and Toonerville have escalated over the years. Needless to say, the arrival of a new Armenian gang presents unique challenges to the police.

The relationship between the Glendale Police Department and the Armenian community requires scrutiny because the city of Glendale is rapidly changing. There is a great deal of misunderstanding among the cultures that call Glendale their home. Racial and ethnic tensions are felt on the school grounds, in the commercial centers, the regions of affluence, and

specifically in the high-density regions of the city. It is important that the police understand the new members of this community, and garner their trust and support. Failure to study the participants of this equation will only result in more racial and ethnic tensions, and lead to a more isolated, removed, and unsupported policing organization. This type of environment needs only a spark to ignite potential unrest.

History

In order to understand the future relationships between the Armenian community and the police, it is important to study the Armenian past. Culture, relationships with authority figures and institutions, governmental structure and effectiveness, economy, and other factors, all play a role in explaining the Armenian citizen in America today.

The formal name of this country is the Republic of Armenia.² The capital of Armenia is Erevan. Armenia is situated with Turkey on the west and Iran to the south. The great expanse of Russia lies to the north, beyond the Georgian border. Azerbaijan is due east, and beyond Azerbaijan lies the Caspian Sea. Armenia is landlocked, with the only other large body of water, the Black Sea, lying beyond the Georgian republic. A map of Armenia may be found in Appendix A. The 1994 population count of the country was 3,521,517. The population overwhelmingly belongs to the Armenian Apostolic Church, with 94 percent of the people claiming such affiliation.³ Other religions also include Russian Orthodox, Roman Catholic, Protestant denominations, and Islam. Education is compulsory through secondary school, and literacy is estimated at 100 percent. National heritage has been emphasized within the educational system over the last several years. The health care system today in Armenia is in

² Glen E. Curtis, ed. 1994, *Armenia, Azerbaijan and Georgia: country studies* (Washington: Library of Congress 1994), 3.

³ Ibid.

shambles. Former Soviet-era guarantee of universal care was the norm; however, this all but disappeared when Armenia became independent. Today there is a reported shortage of basic medical supplies and many hospitals are closed.⁴ The gross national product of Armenia is estimated at 2.7 billion U.S. dollars. The economy was crippled after the 1989 Azerbaijani blockade of fuel and other important materials. Agriculture was privatized in 1990, and today many farms are small, yet productive. It is important to note that Armenia has an estimated trade deficit with the United States of over \$137 million U.S. dollars. Armenia has a highly centralized governmental system, where salaries and prices are indexed and currency devaluation is used to balance supply and demand.⁵ While Armenia enjoys no inland waterways, it does have ten regional airports, a national roadway and rail system, and extensive telecommunications facilities. The national government maintains most of the power in Armenia. The political process for reform is notoriously slow. Turkey and Iran are considered by many to be natural enemies of the Armenian people.⁶ The armed forces of Armenia are divided into the army, air force, and air defense forces, with a combined fighting force of approximately 50,000 personnel. One Russian division has remained in Armenia since the breakup of Communism. The 1992 military budget for the Armenian defense forces was approximately 33.8 million U.S. dollars.⁷ The internal security of the nation is run by State Administration for National Security, and border troops are supplemented by Russian forces along the Iranian and Turkish borders. Militia is used as regular police, employing over 1,000 troops. The duties of these troops also include the detection of narcotics, which is a priority for the authorities. It is interesting to note that

⁴ Ibid., 4.

⁵ Ibid., 5.

⁶ Ibid., 6.

⁷ Ibid., 7.

some units of the former Committee for State Security (KGB) function under Armenian control.⁸

Genocide

Under the Ottoman Empire, the Armenians suffered two great tragedies. At the close of the 19th century, the Armenians' tendency toward Europeanization encouraged Turkish officials' view that Armenians were a foreign, subversive element.⁹ In 1895, the Ottoman suspicions of the increasingly westernized Armenian population led to the massacre of approximately 300,000 Armenians. The Armenian survivors of this massacre that remained in the Ottoman Empire supported the 1908 revolution of the Committee of Union and Progress. Also known as the Young Turks, they promised better treatment of ethnic minorities. Once this revolution became successful, the Young Turks plotted the elimination of the surviving Armenians who were viewed as an obstacle to the regime's agenda.¹⁰ Thus, the stage was set for an even more ambitious and heinous act to be carried out against the Armenian population. In the beginning stages of World War I, Russian armies advanced on Turkey from the north, and the British attempted an invasion from the Mediterranean. Fearing rebellion, the Ottoman government ordered large-scale roundups, deportations, and systematic torture and murder of Armenians beginning in the spring of 1915. Estimates are approximate and range from 600,000 to 2 million deaths out of the prewar population of about 3 million Armenians. By 1917, fewer than 200,000 Armenians remained in Turkey.¹¹ Regardless of the exact numbers, it is quite clear that Armenians suffered a significant disaster that shifted the center of the Armenian population from what was once their heartland to the safer eastern regions held by the Russians.¹² These events changed the Armenian geopolitical situation forever. Today, the Armenian genocide is

⁸ Ibid.

⁹ Ibid., 14.

¹⁰ Ibid.

¹¹ Ibid., 15.

very much in the consciousness of the Armenian people, and continues to be an area of extreme sensitivity.

Communism

While Joseph Stalin was in power from 1926-1953, Armenian society and its economy were changed significantly by the ruling elite who were in power at the time.¹³ Over a 25-year period, Armenia was industrialized and educated under stern conditions, and all efforts toward nationalism were strictly suppressed.¹⁴ Only after the death of Stalin did Moscow allow greater nationalism. However, the corruption in communist rule continued until the very downfall of Communism in 1991. In the early 1980's, Armenia was continuing its transformation from an agrarian nation to an industrial society, only a third of Armenians lived in the countryside, and the ruling elite remained largely unchanged.¹⁵ Corruption grew and an illegal black market economy flourished. Even Karen Demirchian, the political reformer that Moscow had sent to Erevan to clean up the old party apparatus, soon joined the corrupt influences that he discovered in place.¹⁶ With the downfall of communism in 1991, the Armenian people went to the polls and approved the Republic's commitment to independence. The mandate was clear; the Armenian people were voicing their desire of self-sufficiency and independence from the Soviet Union.

Crime

After the Armenian people gained their independence, a special internal security force was formed under the Ministry of Internal Affairs. The original mission of this unit was to protect military installations in the beginning months of independence. In the early to mid-

¹² Ibid.

¹³ Ibid., 17.

¹⁴ Ibid.

¹⁵ Ibid., 18.

¹⁶ Ibid.

1990's, there was a widespread breakdown of law and order in the Republic as Soviet rule came to an end. The Ministry of Internal Affairs also acted as the sole police force in Armenia. Originally the unit was comprised of 1,000 troops, which contained one assault battalion, three specialized companies, a canine unit for drug detection, and one element of the former Soviet KGB.¹⁷ During this time of transition, Armenia suffered a large increase in gang activity from an organized Mafia. Overall, crime increased 11.5 percent from 1990 to 1991, then it more than doubled the following year.¹⁸ The largest increases in crime in Armenia were now for murder, robbery, armed robbery, rape and aggravated assault. Juvenile crime jumped 40 percent, and drug-related crimes increased 240 percent. In 1992, 80 percent of crimes committed in Armenia were drug related.¹⁹ During the mid-1990's the police temporarily limited the activity of a few large gangs. However, the leaders of these gangs were well known in Armenian society and they used their influence in parliament to protect their operations and hinder investigations and prosecutions. Today, organized crime in the era of post-Soviet rule is still an enormous problem for authorities. The judicial system in Armenia operates three major prisons. The major institutions are in Sovetashen, Artik, and Kosh. All prisons are under the jurisdiction of the Ministry of Internal Affairs. The system operates in two general categories, labor colonies, and prison communities where reforms have established general and high security reform schools for teenagers; general and high security prisons for women; and four grades of prisons for men.²⁰ Military crimes, first degree murder, rape of a minor, treason, espionage, and terrorism were all subject to the death penalty.²¹ Since 1993 Armenia remained a weak state whose legal system was severely challenged by the activities of regional and family clans, criminal gangs with

¹⁷ Ibid., 76

¹⁸ Ibid., 77.

¹⁹ Ibid.

²⁰ Bid

diverse operations, widespread corruption, and occasional assassinations of political figures. Lawlessness, war and material shortages, uncertainty about the future, and popular suspicion about the ruling elite, threatened to undermine the new regime.²²

Earthquake

Perhaps a good illustration that will attest to the societal condition in Armenia within recent years, was the 1988 earthquake. On December 7, 1988, a major earthquake struck the regions of Leninakan, Spitak, and Kirovakan, with a resulting death toll in the tens of thousands. The Ministry of Health was quickly overwhelmed.²³ There were shortages of bandages, medicine, and blood. Observers noted that there was also a lack of doctors at the disaster scenes, and a lack of basic knowledge in how to treat the wounded. The international community responded en masse. The earthquake was officially recorded at level 10 on the Richter scale, which is the equivalent of ten atom bombs. Initially, 23,390 people were officially recorded as killed in the earthquake, more than one half million people were homeless, and over 150 villages and communities were destroyed.²⁴ When the earthquake struck, Soviet Prime Minister Mikhail Gorbachev was visiting the United States. Many earthquake survivors condemned the initial lack of action of the Soviet Union. There were reports that much of the international foreign aid disappeared after arriving in Armenia. Most people were still living in tents a year and a half after the earthquake, and in Leninakan, the Russian federation which was responsible for rebuilding the majority of the housing stock, had not constructed even one house after 18 months. Intercommunal fighting, sabotage, strikes, theft and government inaction were all

²¹ Ibid., 78.

²² Ibid.

²³ Yuri Rost, *Armenian Tragedy* (New York: St. Martin's Press, 1990), 93.

²⁴ Ibid., 189.

blamed on the slow progress of the reconstruction efforts in Armenia.²⁵ The government was largely viewed as ineffectual at best, and corrupt at worst. Another disturbing trend came to light during the hectic days after the earthquake. In Leninakan, while over 80 percent of the city's structures had been damaged, the rate of damage of buildings constructed during the last two years prior to the earthquake was over 95 percent.²⁶ An irate people wanted to know how the inferior buildings were allowed to be constructed, and who would be held to answer for the shoddy workmanship as well as use of sub-standard materials. It was widely believed that corruption allowed these events to occur and go unpunished. This did nothing to endear the Armenian government to the population at large. A common question frequently asked by the people in this region, was why their government would build nuclear power stations in earthquake country. In the Georgia Republic, the government allowed construction of the Medzamor nuclear power station along a very well known fault line. At the time of construction, this power station did not meet Soviet safety standards, which are far less than those imposed on reactor facilities in the United States.²⁷ This type of government irresponsibility was repeated in the Armenian Republic as well. In his book *Black Dog of Fate*, Peter Balakian states that the number of Armenians who died from injuries as a direct result of the 1988 earthquake is closer to 50,000 people, including thousands of children who were killed in the collapse of their schools.²⁸ There is widespread agreement among the experts that the substandard building materials and rampant corruption during the Khrushchev and Brezhnev years played a significant role in the collapse of many commercial and governmental buildings.

Karabagh

²⁵ Ibid., 192.

²⁶ Stephen Brook, *Claws of the Crab* (Great Britain: Sinclair Stevenson, 1992), 227.

²⁷ Ibid.

²⁸ Peter Balakian, *Black Dog of Fate* (New York:Basic Books, 1997), 276.

Directly on the heels of the 1988 earthquake, came another in the series of disasters to befall Armenia. This particular disaster became known as the Nagorno-Karabagh crisis. Karabagh is a mountainous region to the east of Armenia. This land was part of ancient Armenia, and during 1989 the population there was close to ninety percent Armenian.

However, this section was now firmly in the Republic of Azerbaijan since 1923, when the Bolsheviks gave the province to the Turkic Republic of Azerbaijan.²⁹ Now that Armenia was independent from Soviet dominion, it was also free from Soviet protection. Soon these differences grew into a war between the Karabagh Armenians and the Azeris. This resulted in an Azerbaijan-imposed blockade that cut petroleum and natural gas to the new Republic of Armenia. Humanitarian and medical supplies were also cut off. During the harsh winter months, Armenians froze in unheated apartments and earthquake-damaged houses. Food was often scarce, hospitals operated without basic necessities, and the population began to burn anything for warmth. Trees became precious sources of firewood, and were cut down everywhere, and “Armenia began turning into a land of tree stumps.”³⁰ The Armenians, who were once fairly loyal to the Soviet Union, could not understand why Mikhail Gorbachev would not assist them in regaining their territory. The Soviet Union took the side of the Azerbaijanis. The Armenian people never forgave Gorbachev for this as well as the suffering they endured during the harsh winter months. This struggle is ongoing, and is an example of why certain Armenian factions are so distrustful of organized government.

Expert Interviews

Lieutenant Donald Shade is a 22-year veteran of the Glendale Police Department. Currently he is the Commanding Officer in charge of the Detective Bureau. As such, Lt. Shade

was chosen in July of 1999 to visit Erevan, the Capital of Armenia at the request of the United States Treasury Department and with the cooperation of the Federal Bureau of Investigation. Due to the rising element of Russian/Armenian organized crime in Glendale, it was thought that Lt. Shade and one of his investigators might benefit from meeting their counterparts in Armenia. It was hoped that a working relationship could be established with the authorities in Erevan. Lt. Shade agreed to share his observations of the Armenian infrastructure and law enforcement during a recent interview.

Lt. Shade stated that when they flew into the Erevan airport, the first thing he noticed was the condition of the terminal. The terminal was quiet and appeared to be abandoned. The structure of the airport reminded him of Tehran, in that it did not appear to be a modern facility. Uniformed personnel met the entourage and Lt. Shade was uncertain if they were military or law enforcement. At the terminal they were forced to pay a sum of sixty or eighty dollars to a man who allowed them to get through the immigration process. The VIP waiting room was rather shabby and not up to U.S. standards. Security was not evident. On the drive from the airport to the hotel, Lt. Shade described the scenery as gray and drab and very third world. There was a noticeable lack of people out and about at that early hour of the morning.

The hotel that they were taken to was supposed to be a very nice facility according to the Armenian standards. In reality the hotel was a three or four story building barely recognizable as a hotel. After waking a security guard to get into the hotel, the group was struck by how barren the rooms were. The accommodations were not plush, and were considered antiquated by the group. For example, the hot water heater was actually placed on a shelf above the tub. The bed was a mattress and box spring lying on the floor and curtains were more like a sheet or tapestry hanging in the windows.

The authorities that Lt. Shade was taken to meet were part of a group called Department Six. Department Six is part of the Ministry of the Interior, and a federal unit, as opposed to local police. The office building that Department Six operated out of reminded Lt. Shade of the Tijuana Police Headquarters. The facilities were also shabby and run down. The equipment that investigators had in their offices was almost non-existent. Investigators each had a table and chair, and sometimes a phone or a file cabinet. There was a noticeable lack of paperwork or case files. The majority of meetings were spent meeting with the Department head. All meetings were conducted through the use of interpreters. One unit that they dealt with was in charge of contract killings only. There was a noticeable lack of real information given on organized crime figures. Rather, these initial meetings were more focused on the social aspect.

At one point, the Department Six personnel were summoned to a shooting that just occurred. When Lt. Shade and his entourage told the interpreter that they wished to go along, they were told that they could not accompany the officers. The officers repeatedly told the American group that there was very little crime in the city, and Lt. Shade said that he did feel safe. The overall feeling that the Americans left with was that the Armenians were unwilling to share information with them. Many of the officers-in-charge were former members of the KGB, who came to Department Six after the breakup of the Soviet Union.

Lt. Shade did say that they had an opportunity to view the rampant corruption that is prevalent in Erevan. For example, he saw a traffic cop standing alongside a roadway, and the officer summoned them to pull over. When they pulled over, the driver asked the officer if he made a lot of money that day. The officer replied that he hadn't because he just started. Then the driver told the officer that they were from Department Six and if the officer was still there

when they returned, they would arrest him for shaking down motorists. The officer quickly let them pass.

At another point, the Department Six officers asked the Americans what they made, and the Americans told them their salaries. The Armenians then replied that they made approximately 5,000 U.S. dollars per year. Later after that meeting, the Americans were told that the Armenian officers did not make near that amount of money and had lied to the Americans. This led them to believe that the Armenian officers supplemented their salaries with corruption. Lt. Shade also said that conditions had been very difficult since 1989. After the earthquake and the fuel blockade, the people were cutting down utility poles and anything else that they could burn. However, the Americans were told that the conditions are somewhat better today.

Overall, the Americans felt that Armenians are faced with situations where they need to barter and look after themselves. When they come to America, these traits are still with them. They view authority figures in America the same way they viewed authority figures in Armenia. In Erevan, family is very close and religion is a predominant feature of life. The American delegation also noticed that the Armenian women dressed very well as opposed to other segments of that population.

Lt. Shade also commented that in Glendale, American police seem to get involved in more arguments with Armenian immigrants as opposed to other segments of society. He feels that five years out, however, Armenian and police relations in Glendale will be better than they are today as the generations become more Americanized. The Lieutenant was quick to note that

the people he met were very nice to the visiting Americans, and there may be efforts to invite the Armenian commanders to Glendale to see how American police work.³¹

Jack Altounian is a Crime Analyst with the City of Glendale Police Department for approximately twenty years. Jack is of Armenian descent, and was born in Lebanon. On February 8, 2000, Jack agreed to be interviewed for this paper to give his impressions of Armenian/Police relationships.

Mr. Altounian said his parents came from historical Armenia. During the Genocide of 1915, both of Mr. Altounian's parents were orphaned. According to Mr. Altounian, the Middle Eastern Armenians, such as Lebanon and Syria, were much more westernized than those that came from Soviet Armenia. Therefore, their relationship with police is much better than those that came from the Soviet dominion. The only issue was that the more westernized Armenians were Christians, and often felt persecuted by the Muslim-dominated policing organizations.

Mr. Altounian said that the Muslim-dominated police were heavily involved in bribery and corruption. The bribery was the only common denominator among police relations either from Soviet Armenia or the Middle East. Mr. Altounian recalls that in 1970, while visiting his uncles in Armenia, the people did not particularly like the police. The people were afraid of heavy bribery and potential deportation to Siberia. Mr. Altounian further said that the Armenians believe in free enterprise and detested the bribery, but had to engage in criminal enterprise to survive under Soviet rule.

Each area of Erevan had a foot patrol, and each month the officers would come for their bribe money. If someone didn't pay the money, they went to jail, and in many cases people were sent to Siberia. During Stalin's time, hundreds of thousands of people were sent to Siberia.

³¹Donald Shade, interview by author, tape recording, Glendale, Ca., 7 February, 2000.

Understandably, the relationship with the police was poor. Due to the rampant bribery in Armenia, it was widely viewed as acceptable to commit crimes against the Soviet State. When these people come to America, many do not realize that when they steal, they do so from private citizens and not from the government.

This is a primary area that needs to be explained to our immigrant population. They automatically distrust the police. Mr. Altounian said we must attempt to dispel these preconceived notions. He says, that although the relationship between the Armenian population in Glendale and the Glendale Police Department appears to be good, the relationship is superficial because the top management team of the police department meets with who they think are the leaders of the community. In many cases, the Armenian community does not think the police are reaching out to the common Armenian immigrant.

According to Mr. Altounian, the typical Armenian living in Glendale feels that the police are singling him out. When Armenians come to Glendale, they do not understand that in America, police departments enforce the laws, but are limited to address the issues such as public assistance. Many Armenians expect the police establishment to provide services as it does in Armenia, such as addressing the issue of homelessness, feeding hungry people, finding people jobs and other social issues.

Mr. Altounian feels that while the overall majority of Armenians living in Glendale rate the Glendale Police Department very highly as far as providing traditional law and order service, those same people would rate us much lower in our interaction with the Armenian population. Mr. Altounian says we must open the police department more to the newer immigrant community. When asked where he saw the relationship in the year 2005, Mr. Altounian felt that the young people would assimilate and have a much smoother relationship with the police

department. The older generation however, will not relinquish their ingrained fears and misperceptions of the police. Having been told that Glendale is widely viewed as a progressive police department that offers various outreach programs to the community, Mr. Altounian was asked what else could be done to reach out to the community. He said he believes that Glendale is the number one place in the world with more Armenians outside of Armenia, and that we should get to know the Armenian community members better. Specifically, Mr. Altounian would like to see the officers know the people on a more personal basis.³²

City Councilman Rafi Manoukian also shared his observations regarding the relationship between the Glendale Police Department and the Armenian Community in a recent interview. Councilman Manoukian said that he was born in Lebanon and lived there for fourteen years, where he attended a private Armenian School. After the war started in Lebanon, the Councilman and his family came to the United States and settled in Sherman Oaks, California.

Mr. Manoukian served in the United States Air Force for four years. He continued his education while in the Air Force and then again after he left the service. The Councilman received a degree in Economics, and today owns his own accounting practice. Councilman Manoukian said he had always heard of the anti-Armenian attitude in Glendale, not so much from the police, but from the citizens. This is what propelled the Councilman to enter politics and run for Glendale City Council.

The Councilman said there is certainly an issue with the Glendale Police Department. He said he feels it is important for the police department to nurture a relationship with the Armenian community, which at this point, he believes to be lacking. There is mistrust on the part of the Armenians. Media issues that fail to fully explain different incidents fuel the anti-police

³²Jack Altounian, interview by author, tape recording, Glendale, Ca., 8 February, 2000.

department feelings. Mr. Manoukian feels that there are ways to deal with the issues. He feels that approaching the issues on a personal basis as opposed to a strictly professional one would serve to lessen some of these hostilities. Councilman Manoukian does not feel that the police department has done enough in the past to build the trust of the Armenian community. While the community respects the police department, the relations are cold and distant.

Having been told that the Glendale Police Department is one of the largest police departments in the County of Los Angeles and known for its outreach programs, the Councilman was asked what else he would recommend to the police department to build a relationship with the Armenian community. He said we should try to hire more Armenian-speaking officers. Furthermore, it is important that the people know the officers. He said that the Community Police Partnership Program does not do enough to get to know the community because they approach the people from an authoritative stance rather than on a more personal basis. For example, the Councilman said when trying to combat jaywalking fatalities, it is not enough to simply tell the people that they cannot walk across the street at a certain time. The police must also explain to the people what they are trying to accomplish. The message doesn't get across, and a relationship is not enhanced.

Councilman Manoukian said the Armenian community in Glendale perceives that there is still a need to barter in this country. For example, the Councilman told of a constituent who was under the mistaken perception that the City of Glendale was selling single-family houses for ten thousand dollars. The Councilman repeatedly told the person that was not the case. This illustrated to Mr. Manoukian that certain segments of the community still do not trust the government system here in this country. The constituent in this case falsely believed that corrupt officials were selling homes at steep discounts to those with the highest bribes. In Lebanon it is

not considered a crime to pay off a traffic officer. It is simply a way of life. There are different perceptions as to what is acceptable and what is not acceptable. Some believe that those in authority here in Glendale take bribes. The old perceptions are difficult to diffuse.

The Armenian community is as diverse as the City of Los Angeles. There are different cultures, and this serves to make the police officer's job much more difficult. By 2005 the Councilman felt that the relationship between the Glendale Police Department and the Armenian community would improve. The younger generations are much more understanding. Five or ten years down the line, there will probably be greater numbers of Armenians who join the force, and if these people are used in the correct manner, the relationships will improve. The only question is how long it will take. If the outreach is correct the end result will be positive. Mr. Manoukian said he believes that the average Armenian living in Glendale feels that a very professional police department that keeps the community safe serves them well. The typical Armenian family is traditional and nuclear and is concerned with their safety. The Councilman said that the police department has the resources in terms of personnel, but it hasn't used them in the proper manner. The department needs to show more Armenian police officers to the community, and not the same one at every presentation. It was important to eliminate the tokenism perception by the Armenian community. Language continues to be a strong barrier. The police need more fluent Armenian speakers.

Councilman Manoukian feels that both the police department and the community want to improve the relationship. Therefore, he believes that the relationship will improve. He also concedes that a segment of the Armenian community did not want the relationship to improve, however, they are in the minority.³³

³³ Councilman Rafi Manoukian, interview by author, tape recording, 8 February 2000.

When the history of Armenia is studied with those who have visited or lived there, it is apparent that Armenians have a traditional distrust of authority. This distrust is generational and has followed Armenian immigrants to the United States. The relationship between police and the Armenian community has suffered because of this distrust. This relationship will only improve by breaking the cycle of distrust and misunderstanding.

As Chapter One looked at what has already happened to the Armenian population, Chapter Two will allow us to explore what may lie ahead for the Armenian culture.

CHAPTER II

A FUTURES STUDY

A Futures Study

Part of the process in studying this issue was to gather a panel of experts to identify trends and events. The panel would then scrutinize these trends and events to determine what impact one would have on the other. This process is referred to as the nominal group technique, or NGT. The ultimate goal is to identify and then break down obstacles that stand in the way of a positive relationship between the Armenian community and the police.

Forecasting of Trends and Possible Events

On January 10, 2000, a Nominal Group Technique (NGT) was held for the purpose of identifying trends and events, which relate to the issue statement of this paper was organized. The panel consisted of eight participants. Among the members were a former Mayor and Councilman of the City of Glendale who is of Armenian ancestry, a Glendale businessman who is well versed in the immigrant issues of the city, a Glendale lieutenant who oversees the Glendale Police Department Intelligence Detail, and who had recently traveled to Erevan on official business, and a Glendale lieutenant who worked the Russian/Armenian Organized Crime cases and wrote a widely respected thesis on the issue. The rest of the panel included a police captain from the Santa Monica Police Department who oversees organized crime investigations, a Lieutenant from the Santa Monica Police Department who is heavily involved in the gang and organized crime issues, a lieutenant from the El Segundo Police Department who oversees an investigative unit, and the Director of Student Services for the Glendale Unified School District. Further information on the panel may be found in Appendix B.

The panel initially identified twenty-five trends and twenty-seven events. These may be found in Appendix C. These were eventually narrowed down to eight trends and eight events.

Table 1
NGT Results: Mean of All Trends

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
Trend 1 Population	72.50	100.00	105.83	151.42	7.20
Trend 2 School Enrollment	82.14	100.00	123.57	165.71	7.70
Trend 3 Police Recruitment	59.28	100.00	114.28	135.71	7.71
Trend 4 Media	62.85	100.00	130.71	150.71	8.14
Trend 5 Social Behavior	84.28	100.00	135.71	145.00	8.85
Trend 6 Cultural Crime	79.14	100.00	135.71	155.71	9.57
Trend 7 Political Involvement	61.42	100.00	127.85	147.14	8.42
Trend 8 Cultural Awareness	68.57	100.00	123.57	147.85	8.57

A trend is defined as having a general tendency or direction. The panel chose eight trends to scrutinize.

The panel felt that the trend study depicted a stable community of homeowners and growing businesses within the Armenian culture. Although school enrollment was down overall, the percentage of Armenian students was up. Armenian recruitment efforts by the Glendale Police Department are aggressive, and there is a growing Armenian media within the city. There are very identifiable social mores within the Armenian community as well as a growing political awareness.

The NGT group discussed population, businesses, and home ownership in Glendale. It appears that assimilation is taking place, and that has a very stabilizing impact upon the community. The trend towards this stabilization is increasing. A concern would be that if events precluded the Armenian population from assimilating into the community, then there would be a destabilizing situation occurring in the community.

Trend 2 described school enrollment. As the student population decreases, the Armenian student population increases. This trend remains strong, and also points towards a stable future for the Armenian community. The concern here is that if this trend reverses itself, there could be a potential rise in juvenile related crime, a significant portion of the population that would be uneducated and unable to find gainful occupation, and an increase in the reliance on public assistance.

Trend 3 identified the recruitment efforts of the Glendale Police Department towards the Armenian community. The trend showed that there is an increase in the number of Armenian police officers, and that trend is expected to continue. The Armenian police officers would have a very positive impact on the relationship between the police and the Armenian community.

Trend 4 identified the rising amount of Armenian-controlled media stations in Glendale. The trend showed that this concept is finding much acceptance within the Armenian community and also is expected to remain strong in the future. The media will be expected to play a pivotal role in the relationships between the police and the community. The media has the potential to do great disservice to both entities if it chooses to engage in unprofessional conduct. This was an identified major threat to the positive trends already mentioned.

Trend 5 identified the social behavior of the Armenian community. Characteristics such as distrust of government, distrust of police, and, at times, the desire to circumnavigate

established protocol were all areas of concern. The isolationist stance of some immigrants would also serve to undermine positive relationships with police organizations.

Increased political involvement by the Armenian community was identified as Trend 7. This is a trend that is expected to increase strongly over the next few years. Armenian citizens are on a growing list of boards, civic organizations, and in city government.

Trend 8 had to do with law enforcement cultural awareness. This is a trend that has been taking place over the last ten years in Glendale. This issue is expected to remain strong into the foreseeable future. This issue can pay dividends down the road as police officers learn about the Armenian culture and begin to forge new relationships with the Armenian community.

Table 2
NGT Results: Mean of All Events

	Yr >0	+5 Years	+10 years	Impact (+5)+(-5)
Event 1 Act of Terrorism	5.57	27.14	55.71	-4.85
Event 2 Hate Crime Occurs	2.28	78.57	99.14	-4.50
Event 3 New Chief/ City Manager	4.85	50.71	70.00	2.14
Event 4 Civil Unrest	4.57	35.71	55.71	-4.71
Event 5 Immigration Change	4.14	52.85	73.57	-0.14
Event 6 Extortion Ring	4.00	39.28	67.14	-3.14
Event 7 Armenian City Council Majority	6.71	36.42	59.28	0.042
Event 8 Welfare Termination	2.85	77.14	85.71	-3.00

An event is defined as an occurrence or incident, especially one of significance.

The potential events that were identified by the panel were most interesting. It is important to note that these events were viewed as possible scenarios that could happen in Glendale when one considers trends and other pertinent factors. The number one potential event the panel identified for the City of Glendale was an act of terrorism. The panel felt that the possibility of Glendale as a site for such an activity is strong due to the various factions from the Middle East and Soviet Armenia that are competing for resources in Glendale. Other factors supporting the possibility of this event were identified in the trend analysis. Other probable events identified included a significant hate crime, civil unrest and changes in immigration legislation. The turnover of high profile personnel such as the City Manager, and the Chief of Police were also thought to be issues that could directly impact the sensitive relationship between the Armenians and the police. The advent of a large-scale extortion ring operating in the city is thought to be a likelihood, as is an Armenian majority on the City Council within the coming years. The final potential event that was identified is the termination of welfare benefits in California, as we know it today. Glendale, having one of the highest rates of welfare recipients in Los Angeles County would be impacted significantly.

Table 3
NGT Results: Cross Impact Analysis

	Trend 1 Popul- ation	Trend 2 School Enroll.	Trend 3 Police Recruit.	Trend 4 Media	Trend 5 Social Behavior	Trend 6 Cultural Crime	Trend 7 Political Involve.	Trend 8 Cultural Awareness
Event 1 Act of Terrorism	-5	-1	-4	-4	-5	-5	-4	-5
Event 2 Hate Crime Occurs	-1	-1	-1	-3	-3	-3	-4	-5
Event 3 New Chief/ City Manager	0	0	1	1	2	2	+3	+4
Event 4 Civil Unrest	-3	-1	-2	-2	-2	-3	-4	-4
Event 5 Immigration Change	-4	-5	-3	-2	-2	-4	-4	-4
Event 6 Extortion Ring	-5	-1	-3	-2	-3	-3	-4	-3
Event 7 Armenian City Council Majority	-1	-1	-2	-1	-2	-1	-4	-4
Event 8 Welfare Termination	-3	-2	-1	-1	-3	-5	-4	-3

The cross impact analysis allows for a study to determine the efforts of events upon trends.

The tool can be useful while trying to ponder potential occurrences within the Armenian community in the coming years. For example, while Trend 1 identifies Armenian home ownership as a stabilizing factor, Event 1, which is an act of terrorism, has a major negative impact on Trend 1. If terrorism becomes a reality in the City of Glendale, then it is unlikely to expect home ownership to be a priority of Glendale citizens. All the negatives associated with a transient society would then become a byproduct of the terrorism that would be present in the city.

By studying a potential trend and how that trend could be impacted by an event, the NGT panel was able to forecast worst-case scenarios. This methodology also helps forecasters to explore positive events and trends as well.

Trend 4 described the increasing growth of Armenian media outlets in Glendale. Event 4 identified civil unrest as a possibility in the City of Glendale. If the civil unrest did occur, then it is possible that a media controlled by one segment of the population could present a distorted picture of the events in question. The end result would be a biased accounting of the unrest. This obviously would pose problems for the police. The ensuing damage that could result from misinformation could take years to remedy.

Trend 2 identified the rising enrollment of Armenian students in the Glendale Unified School District. Event 5 described a potential change in United States Immigration laws. With a rising enrollment of Armenian students, there could be a significant negative impact on school-aged children if there was a restructuring of immigration policy. This cross impact analysis, although unlikely, could restrict the educational opportunities for the largest minority group in the City of Glendale.

The relationship with the police department would suffer under any one of these negative societal potentials.

Cross impact studies are useful tools in forecasting. By applying this methodology, it is possible to explore where the Armenian community and the police will be interacting in future years. If we realize what the potential issues could be, then we are in a position to alter those outcomes by the actions we take today.

Future Scenarios

While studying the future relationship between the police and the Armenian community, it is useful to construct several different scenarios to describe what could happen under different types of circumstances.

Optimistic Scenario

Glendale City Councilman Rafik Manoukian envisions continued participation by the Armenian community in the council and mayoral elections of the city. Recruitment of Armenians is active along all city division lines including the police department. Currently, the city has approximately 40 percent of its citizenry who claim Armenian ancestry. In the future this number will grow to become the majority of Glendale residents. Once on the council, and in control of Glendale politics, there will be little or no Armenian issues, rather the issues will be for all Glendalians.

Rafik sits on the City Council and will not tolerate Russian Organized crime within Glendale. Rafik's family is an assimilated group of people who left their own homeland to escape extortion, prostitution, shootings, and other forms of violence, and will not tolerate such activities within the City of Glendale. He may know the crime participants better than his predecessors, and will be quick to spot the unscrupulous persons seeking to take advantage of the more open American form of self-rule.

In a unique manner, Rafik and other Armenian power brokers of Glendale appreciate the way of life in America, and are more proactive in preserving it.

Pessimistic Scenario

An unknown Russian Armenian terrorist known as Akman Terror walks by the newly constructed Glendale Police Department facility in the year 2002. This new facility is state of

the art. It most recently opened to replace the dilapidated and outgrown police headquarters that served for nearly 50 years.

Akman Terror blends easily into the urban landscape. He is wearing the uniform of a Catholic priest. As he approaches the front desk, the officer, who is on the telephone, barely acknowledges Akman Terror. Akman quietly and quickly pulls out his Walther PPK 9MM with its attached silencer. As Akman approaches the officer behind the counter, he pretends he cannot hear so well. The officer, now done with his telephone call, bends beneath the bulletproof partition, to hear the aging priest. As the officer bends low, Akman points the barrel of the weapon at the young officer and quickly squeezes the trigger. The look of stunned horror reflects momentarily on the face of the young officer who quickly realizes that he is about to die and cannot change the course of events. The officer falls to the floor; Akman leaves his satchel of C4 plastique on the counter and leaves the building.

Once he is outside and across the boulevard, Akman gets into his non-descript vehicle, a 1968 gray Volvo. Akman drives westbound on Broadway when he hears the thunderous explosion. In his rearview mirror Akman can see the huge crater where the Glendale Police Department Headquarters building once stood. Over 450 lives are instantly lost in the tremendous explosion. The entire command staff of the Glendale Police Department ceases to exist.

Akman leaves a note at the Glendale News Press. The note claims responsibility for the act of barbaric terrorism, yet Akman blames the crime on a particular sect of Russian Armenians that he believes allowed the Ottoman Empire to facilitate the Armenian Genocide so many years ago. Akman seeks revenge for the lives of the ancestors he lost. If he loses his own life in the process, it is a small part to pay. Allah will reward him in the afterlife.

This is how one person begins a wave of terrorism on the streets of an American city. Akman Terror's acts leads to a series of events that culminates in sectarian violence played out in the City of Glendale.

The Governor of California declares Glendale a disaster area and dispatches the National Guard to patrol the city. It takes over thirty days to extract the bodies from the Glendale Police Department shrine and bury what was left of them. This single act of terrorism, destroys an entire police department, and pits ethnic neighborhoods against one another. The civil unrest that follows is exactly what Akman Terror had hoped for.

No American city was ever the same again after the Glendale City bombing. Americans realized just how vulnerable they truly are. Police department security has never been the same. Today, all police departments across America are inspected for security breaches by the United States Secret Service, who are experts in protection matters. The average American citizen today will never have the ability to enter and talk with police officers like they did back in the 1990's. Life in America was altered forever, and it began in Glendale, California.

Surprise Free Scenario

People who lived under harsh conditions in the former Soviet Bloc countries bring their experiences and survival techniques to this country. In their homeland, corruption is rampant, and the government is unable to protect and care for its citizens. Taxation rules are unfairly applied, and mostly ignored by the population at large. A common way for people to survive is to participate in the black market and other criminal pursuits. The people have given up on the government's ability to provide for them.

Once in Glendale, some recent immigrants will hold onto the lifestyle that has served them well in Armenia. Often, new immigrants will continue to be deceitful on welfare

questionnaires to try and fool the system. People will associate with families they have known for generations back in the old country, even if this means a liaison with organized crime figures. This is perceived to be better than attempting to rely on the government.

Over time, as they begin to assimilate and realize that government and police in America are much different from their counterparts in Armenia, then perhaps they will begin to shed some of their prior beliefs. This will take time. However, it is unlikely to see the most recent émigrés abandoning their prior beliefs and practices willingly. Until that time, Russian/Armenian organized crime will continue to flourish in the City of Glendale.

By studying potential future scenarios, it is possible to identify both negative and positive trends and events, and work towards resolving any conflicts which surface. It is important to note that when police departments attempt to define their own role within any given community, they must scrutinize local trends and follow these trends into the future to see what awaits them. The future study that was done by the NGT panel uncovered a series of potential dangers. Chapter Three will show us a methodology to utilize in an effort to deal appropriately with those unseen dangers.

CHAPTER III STRATEGIC PLAN

Strategic Plan and Transition Management

The goal of this project is to examine the relationship between the Armenian community and the Police Department as we move into the twenty-first century. After examining the history of the Armenian community, where they came from, and what experiences they had at the hands of authority figures and institutions, a picture begins to develop. The picture portrays a resilient people who were often times victimized by authoritarian rule. Skeptical of policing organizations, there is no faith in or respect for police officers. Survival depends upon the individual. Government is, at times, ineffectual, corrupt, or non-existent. Adding the expert interviews where several individuals added their insight, that picture gets clearer. By the time the NGT panel spent several hours identifying trends and events that may occur in the city, that picture becomes most clear. It is evident that there is a very large problem in the City of Glendale that, if not addressed, has the potential to erupt into civil unrest.

Situational Analysis

The City of Glendale, the once all Anglo-Saxon Protestant community, now has over forty percent of its citizens claiming Armenian descent. This once affluent and bedroom community, has seen a massive redevelopment, an influx of poor immigrants, and now has one of the greatest concentrations of welfare recipients in Los Angeles County. This all happened in a very short period of time. Russian/Armenian organized crime, once unheard of in Glendale, is now a cancer in the community. The City of Glendale Police Department, noted as a progressive and professional policing organization, is faced with dwindling resources. Old-time Glendalians who saw the rapid change in their community have begun moving out. As they do so, more Armenian immigrants may move in.

The police now face a new makeup of the citizenry. As mentioned before, the new immigrants either fear or keep their distance from authority figures and institutions. Thus, investigations of incidents prove to be difficult due to language barriers and lack of cooperation. The Russian/Armenian organized crime situation brings new violence to the streets of the city. The Armenian community and the police are two very distinct cultures operating in the same space without fully understanding one another. In the future, younger generations will assimilate more fully into a Westernized culture and enjoy a better relationship with the police. But presently, there is a greater potential for miscommunication between the police and the new immigrants that could lead to an escalation of an incident.

Stakeholders

In volatile situations, it is extremely important to understand who the real stakeholders are. Failure to make this distinction will result in wasted time dealing with people who cannot or will not help to enact positive change.

The City of Glendale is an obvious stakeholder. The city wants to provide a safe and peaceful environment for all its citizens. The city has a vested interest in making all people feel welcome. This is an important point that is often overlooked. The city needs to make new immigrants feel welcome, but it must do so without ostracizing its long time residents. Everyone needs to feel that they are free to work and play in Glendale. That said, there is no single institution in the city that is at the forefront of this issue more than the police department. It is the Glendale Police Department that deals daily with new Armenian immigrants. The police department is put in a difficult position of enforcing the law in a city of new immigrants. With their heavy workload, police officers have little or no time to spend on calls learning the community. However, any major incident that erupts into widespread civil unrest in the City of

Glendale will most certainly put the Glendale Police Department at the center of the dispute, simply by virtue of their unique duties.

The Glendale Unified School District (GUSD) is also a powerful stakeholder. School enrollment in the city is up to over thirty thousand children, the majority of which are minority and immigrant students. Keeping peace on the school grounds, dealing with the various cultures, and trying to maintain a learning environment are all difficult challenges facing the GUSD. Racial and cultural harmony is crucial for GUSD to achieve its goals.

The Armenian business community is fast becoming a stakeholder, as they try to assert themselves and ensure their needs are being met. This group of business leaders is gaining strength and they too, need a peaceful environment for their businesses to flourish.

Other powerful stakeholders include the Armenian religious groups, the congregation at Saint Mary's, and Armenian youth groups.

Implementation Strategies

It is opportune that many people recognize that there is a problem with the relationship between the Glendale Police Department and the Armenian community. There are large segments within both cultures that want that relationship to improve. If both groups can agree to the need, then the only real question is how to get there from here.

Glendale City employees have undergone cultural cross training many times in the past. However, several mistakes were made during the training. First of all, this training was mandated. This gives the trainees the perception that the subject matter is being forced down their throats. In addition, the training is, often, superficial and cost-driven. It is interesting to note that Lieutenant Shade who dealt one-on-one with his counterparts in Erevan, had a much fuller understanding of the Armenian culture than those who merely studied Armenian issues.

The first step in bringing the police department closer to the Armenian community is to get the commitment for training. High-level meetings will need to take place within city government and the stakeholder groups of the community. A method to expose the top managers of the Glendale Police Department to the various cultures of the community needs to be worked out. At the same time, a more comprehensive method to expose the community stakeholders to the culture and issues of the police department should also be organized. The learning cannot be a one-sided activity. Both sides have a need for introspection. The next step would be to figure out how to disseminate the learning to all segments in both cultures. Crisis response teams who work with one another prior to an event should be more fully explored.

Transition Management Plan

Scenario I explores an optimistic view of where the City of Glendale can be. This is the ideal to strive for. Understanding what confronts the city now, as was outlined in the situational analysis, can enable it to more clearly see where it needs to go. The following is a transition plan designed to assist Glendale in this endeavor.

Readiness Assessment of Stakeholders

The Armenian community is ready for some type of proactive effort on the part of the city with regards to improving relations. However, the city must be careful not to put all its energies into improving relations with only one particular group. Although Armenians make up the largest immigrant community in the city, the city would do well not to ignore the rest of its citizens.

The Armenian community is ready for formal as well as informal leaders. The Glendale Unified School District would support any project that involves the furtherance of tolerance and unity within the community. The City Manager's office would also be supportive of this effort,

with the only caveat being cost. A major stakeholder that would need to be won over would be the Glendale Police Officers Association. If the GPOA believes that there will be open and honest dialogue on both sides of this issue, and the outcome may make the jobs of their patrol officers more manageable, then they should support the effort. Many police officers feel that they are only sent to cultural training to cover the city and police department for liability. This program would have to be repackaged to be workable and accepted, and there must be complete buy-in by city and police management.

Transition Team

From the profile of the team chosen to lead this experiment, the rank and file officers will be able to discern whether or not top management is serious about achieving results. For the experiment to have teeth and ultimately succeed, the leaders of this program should include top ranking managers of the city including the City Manager, Assistant City Manager, City Attorney, and Director of Personnel.

Activity Plan

With the selection of the transition team, a precise and detailed action plan must be developed to deal with the real issues. I would recommend the following activities to the transition team:

1. One Chief of Police, four captains, and ten lieutenants currently run the Glendale Police Department. In order to do worthwhile cultural training, it is recommended that each year one executive and one manager visit a counterpart in a country with a sizable representative population in Glendale. These trips can be staggered to eliminate staffing issues and need not be for extended stays. Perhaps a week working with a counterpart in Soviet Armenia, Historical Armenia, or one of the Asian countries would allow our officers to understand the often unspoken issues facing many immigrants in our city. The

Chief of Police could pick the country to be visited for that fiscal year. The expectation is for the executive or manager to create working relationships in the foreign country while learning about the people, governmental and authority structures, institutions, the role of police and its relationship to the people, and crime trends or patterns that are unique to that nation. That manager or executive would be the in-house expert at Glendale PD, to deal with related issues. There is great benefit in being encouraged to really learn about other people by immersing oneself completely in their culture. These trips would pay great dividends in our ability to relate with immigrant groups in our communities. This training can be evaluated by top police management on a yearly basis for total cost effectiveness.

2. Immigrant leaders in Glendale would also be invited to cultural training sessions at the Glendale Police Department to learn about the issues, fear, and frustrations of front line patrol officers. Patrol Officers would be called upon to speak to these leaders about their experiences on the streets. Perhaps learning about the experiences of police officers would cause leaders to look at both sides of confrontational issues.
3. As the relationship among the community leaders grows, a member of the Armenian community may be selected to come speak to the officers in an open forum. Sensitive and passionate topics will be allowed as long as appropriate decorum and respect is maintained. Russian/Armenian organized crime is alive and well in Glendale. Participants should not be afraid of openly speaking about issues that pose a great threat to the quality of life in the city.
4. Experiment with cross-cultural training sessions that are not mandated. Executives, managers, supervisors, officers, sworn and non-sworn would be free to attend the cross

cultural trips or speaking engagements without fear of having it held over their heads.

Perhaps if these trips or sessions are interesting enough to the participants, they will attract a following.

5. The transition team will identify other issues that need to be addressed and be in a position to make recommendations directly to the City Manager and his staff. This process would require direct participation and oversight by the City Manager.
6. The creation of a special Armenian Liaison Unit would be a clearinghouse for all issues related to the Armenian community. This unit would have Armenian speakers, a thorough knowledge of Armenian history, be skilled in Russian/Armenian Organized Crime issues, and be a conduit through which the Armenian community could interact with the police department. This could be the unit that would respond whenever there is a crisis in the Armenian community. It is time for such a unit to deal with specific issues in the largest immigrant population of our city.
7. An Armenian language program would be offered free to any personnel that wish to learn the Armenian language. Perhaps this program could be taught in levels. Level 1 for first responders, level 2 would be more detailed and tailored to meet the needs of in-depth interviewers. Again, this language program should not be mandatory.

Only by developing a strategic plan can law enforcement hope to deal with the issue of Armenian assimilation and police relationships. As Chapter Four will illustrate, the transition timeline is now. The Glendale Police Department is poised for organizational change within the leadership ranks. It would seem plausible to begin a new strategic plan with the new leaders of the police department.

CHAPTER IV CONCLUSIONS

Leadership

This is a timely issue, since transition within the leadership ranks of the Glendale Police Department is close at hand. Assuming a thirty year police career, at least three of the four police captains, five of the ten police lieutenants, and thirteen of the thirty-five police sergeants will be newly promoted individuals by the year 2004. This all may be hastened by changes in the public safety pension system, which has the potential to improve to a 3 percent at 50 plan. The police department has the opportunity to implement a more thorough cultural immersion program with these new supervisors, managers, and executives. The implementation of a new program combined with newly promoted individuals has frequently served to hasten the expected change in behaviors within organizations. It would be safe to say that the new leaders within the Glendale Police Department will be in positions of responsibility for many years to come. Therefore, it would be reasonable to expect their willingness to get to know the Armenian community a bit better than they presently do. The cadre of new leaders will need the knowledge of the Armenian culture as that population grows to become the majority in Glendale.

Budgetary Implications

The estimated cost for two individuals to travel to Erevan, Armenia for approximately five days and be put up in reasonable accommodations is approximately \$6,000. The cost for creating two new officer positions is approximately \$80,000 per officer, including benefits. It is well known that the Glendale Police Department is currently understaffed, and could not be expected to create a new unit without additional personnel. These new officers would need new equipment such as a patrol unit, radios, shotgun etc, for a total equipment cost of approximately \$50,000. Therefore, the total hard dollar cost for instituting this program would be

approximately \$216,000. This is obviously a large sum of money for a public entity. However, if police managers come back to Glendale with an awareness that can assist them in quelling community tensions during difficult times, and we have our own expert response officers, then that money is wisely spent. The cost of repairing city infrastructures after civil unrest was instantly apparent during the 1992 riots in Los Angeles. These costs can be a significant hit for any municipality. The thought comes to mind of a potential situation where a Glendale Police Officer shoots and kills a young Armenian person. The circumstances surrounding such an event may be justified and lawful. However, if the Armenian community, who already distrusts the Glendale Police Department, perceives some type of disparate treatment, then it becomes a catalyst for unrest. It would be in such a crisis that the true value of Glendale Police managers, who have a more thorough understanding of the culture, beliefs, and fears of the people through their country visits, could be the best asset to the city. Combine this with a dedicated Armenian Liaison Unit that would be skilled in conflict resolution efforts, and we would have an effective program to enhance the relationship between the Armenian community and the Glendale Police Department.

Evaluation Activities

This program would have to be allowed to progress in order to rotate enough people on both sides of the equation through the process. After the interim period, there are many ways to evaluate the efficiency of this program. First and foremost would be the absence of confrontations and unrest between the Glendale Police Department and the Armenian community. The Community Police Partnership (COPPS) officers may hand out evaluations to the Armenian community. These evaluations can be written by a neutral party and would seek to determine if the Armenian community feels they receive professional policing services for their tax dollars. This group has been successful in the past surveying the neighborhoods for quality

of life issues. The COPPS unit could use their skills again in this effort. The officers are a forthright and hardy group, and would have no trouble filling out these evaluations. All major stakeholders should also be asked if the program adds value towards enhancing the relationship between the Glendale Police Department and the Armenian immigrant community.

Recommendations

It is recommended that this document be submitted to the Glendale Police Chief to ascertain his thoughts on the subject. Upon his review of the document, it would be recommended that the Chief have the document read by the entire executive command staff and have them provide their input. If there is top managerial support, then the document should be forwarded to the City Manager for his review. If the City Manager sees value in the cultural immersion aspects described in this paper, then some true learning of other cultures will be realized. It is not recommended mandating any part of this program, as it has been the experience of many that imposing these types of programs can breed resentment and ill will. The creation of an Armenian Liaison Unit should be strongly examined. If such a unit is formed, they could facilitate many of the items in the activity plan.

Conclusion

During the course of this project, a great deal about the Armenian culture and people was learned. Law enforcement professionals working for the City of Glendale in the future need to know more about the largest and fastest growing immigrant group in the City of Glendale. At the same time, the Armenian community also needs to learn more about the law enforcement profession in the United States. Going deeper into the research on this paper, it is apparent that there is great value going to the land of the people one is trying to understand. The cultural immersion would enhance a person's effectiveness as the years go by. It is obvious to all stakeholders that there is tension between the Armenian community and the police in the City of

Glendale. This tension is due largely to misperceptions. The relationship between the two groups will improve as a new generation of Armenians becomes assimilated into our culture. However, today, at any given moment, a minor spark could trigger a larger confrontation on the streets of our city. From the point of view of a police manager working in this environment, it is obvious that it is worthwhile to have a unit such as the Armenian Liaison Unit that will further the goals of cultural understanding, and crisis management.

Determining what role, if any, law enforcement should assume in defining the relationship between the police and the Armenian community in a mid-sized urban city by the year 2005 is critical. The answer to that question is law enforcement must be the leader in enhancing that relationship. If the current void is not filled, someone else will define our relationship for us. This could be done at the expense of law enforcement.

The Glendale Police Department needs to be the strong, proactive leader of this effort and has the potential to be a model law enforcement agency in regard to Armenian relations with police.

The City of Glendale is in a unique position. We have one of the largest concentrations of Armenian people outside of Armenia anywhere in the world. The city itself is in a period of great transition. The police department has the ability to determine exactly what type of relationship it would like to see with the Armenian community.

By studying the historical perspective of Armenians and engaging in outreach programs, such as cultural immersion, the police department could build upon citizen contacts and educate the citizens to the role, ability, and restrictions of American law enforcement. Failing to be proactive in this effort could have a significant downside.

As other entities attempt to fill the void in defining the relationship with law enforcement, biased and negative misinformation could be filtered into the Armenian community. If that happens, relationships will not develop properly, and significant opportunity for the police department will have been lost.

Unfortunately, it will take another generation until the time is right to begin building bridges to the largest minority segment of our community. American law enforcement cannot afford not to define their own role with the Armenian population. The City of Glendale Police Department should be at the forefront of these efforts.

Appendix A

Armenia, Azerbaijan, and Georgia: Country Studies

[Map of Armenia, Azerbaijan, and Georgia goes here.]

Appendix B

NGT Panel Members - January 10, 2000

**By Lieutenant Michael J. Rock
City of Glendale Police Department**

1. Larry Zarian - Mr. Zarian is the former Mayor of the City of Glendale. He served on the Glendale City Council for sixteen years. He has also served on numerous philanthropic organizations and various civic boards. Currently, Mr. Zarian hosts a local radio talk show.
2. Frank Quintero - Mr. Quintero is a local businessman who has been heavily involved in organizations benefiting the young people in the City of Glendale. He is currently the Chairman of the Glendale Youth Alliance, a non-profit organization that trains young people in job skills, and then offers job placement opportunities.
3. Captain Phil Sanchez - Captain Sanchez is a twenty-year veteran of the Santa Monica Police Department. He is currently the Commanding Officer of the Detective Bureau.
4. Lieutenant Mark Smiley - Lieutenant Smiley is an eighteen-year veteran of the Santa Monica Police Department. He is currently the Commanding Officer of the Gang Detail.
5. Lieutenant Donald Shade - Lieutenant Shade is a twenty-two year veteran of the Glendale Police Department. As the Commanding Officer of the Detective Bureau, he oversees Russian/Armenian organized crime investigations. Lt. Shade traveled to Erevan in 1999.
6. Lieutenant Ray Edey - Lieutenant Edey is a twenty-three year veteran of the Glendale Police Department. Currently a Patrol Watch Commander, Lt. Edey was the former Commanding Officer of the Detective Bureau, wherein he was actively involved in the criminal investigations of Russian/Armenian organized crime. Lt. Edey also penned a widely respected thesis on Armenian crime.
7. Ken Biermann - Mr. Biermann is a thirty-nine year veteran of the Glendale Unified School District. He is the current Director of Student Services for the district that serves over thirty thousand children.
8. Lieutenant David Cummings - Lieutenant Cummings is a twenty-two year veteran of the El Segundo Police Department. He is currently the Commanding Officer of the Detective Bureau.

Appendix C

NGT Trends and Events 01/10/00

Introduction of Panel Members

Lt. Rock introduced group to Command College/NGT/and goals of the day

Panel brainstormed the following trends:

Business/home ownership
Rising cultural relations
School enrollment
Law enforcement cultural awareness
Increased training budget
Teamwork with city government
Increased political involvement
Loss of welfare benefits
Better understanding of government
Level of immigration
Polarization within community
Cultural friction
Separation within
Armenian community
Residential
Business recruitment
Assimilation
Law enforcement education of Armenian culture
Police department recruitment
Media communication
Cultural crime
Armenian economy abroad
Perceptions/prejudice
Identity issues
Immigrants
Social behavior of Armenian population

Discussion/clarification/combination of trends

Panel privately voted on trends

Group vote identified the following eight as the most important trends:

- I. Population/Business/Homeowners (All were believed to be fairly stable, with regard to Armenians, specifically, in the City of Glendale.)
- II. School Enrollment – Overall (Ken presented facts that overall enrollment is going down, while Armenian enrollment, as a percentage, is going up.)
- III. Police Department Recruitment (of Armenian officers)
- IV. Media Communications (In Glendale, Armenian television shows and 7-8 newspapers believed to be on the increase.)
- V. Specific Social Behavior (of Armenian community)
- VI. Cultural Crime (such as organized crime)
- VII. Increased Political Involvement (Armenian community becoming more involved in local politics)
- VIII. Law Enforcement Cultural Awareness (what is being done to prepare/educate Glendale officers)

Break

Panel completed trend summary forms individually

Panel brainstormed the following events:

All-Armenian Glendale City Council elected
 New Chief of Police
 Significant cultural disturbance (fight/civil unrest)
 Glendale officer shoots citizen of Armenian descent
 Armenian organized crime “Don” surfaces in Glendale
 Collapse of economy in Armenia
 Mass influx of Armenian immigration
 Gang war
 Price of housing in Glendale skyrockets
 Armenian war
 Large-scale extortion ring establishes itself in Glendale
 Greater division within the community – polarization (due to significant political event)
 Legislation
 Termination of welfare program
 Significant Armenian community figure indicted
 State department closes borders to immigration
 State department opens borders to immigration
 English-only initiative passes
 Technology advances improve communication within Armenian segment of community
 U.S. Government establishes formal diplomatic relations with Armenia
 Erection of a genocide memorial
 U.S. military establishes sizeable presence in Armenia
 Additional private schools are opened
 Act of Turkish terrorism against Armenians occurs in Glendale
 Armenian terrorist act occurs in Glendale
 U.S. stock market collapses

Significant anti-Armenian hate crime occurs in Glendale

Discussion/clarification/combination of events

Discussion about the significance of the genocide memorial to the community and how it has polarized the community

Panel privately voted on events

Group vote identified the following eight as the most important events:

- I. Act of Terrorism
- II. Significant Hate Crime Occurs
- III. New Chief/City Manager
- IV. Civil Unrest
- V. Immigration Change
- VI. Large-Scale Extortion Ring
- VII. Armenian Majority on City Council
- VIII. Welfare Termination

Panel completed event summary forms individually

Closing Remarks – Lt. Rock

Lunch

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