

WHAT STRATEGIES WILL LARGE URBAN LAW ENFORCEMENT AGENCIES UTILIZE  
TO DEFUSE COMMUNITY TENSION AS IT RELATES TO HATE CRIMES  
BY THE YEAR 2006?

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By

Lieutenant Joe Valenzuela  
Sacramento Police Department

Command College Class XXXI

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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 considerations.

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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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**CHAPTER ONE**  
**ISSUE IDENTIFICATION**

**Introduction**

Hate crimes are not a recent phenomenon. They have been a part of United States history, partly motivated by racial and religious bias. As Europeans began to colonize during the 16<sup>th</sup> and 17<sup>th</sup> Century, Native Americans became targets of bias-motivated intimidation and violence. During the 19<sup>th</sup> century, legalized slavery continued in the United States after most western democracies abolished it. The Civil War give birth to groups like the Ku Klux Klan who lynched African Americans, burned crosses to frighten and intimidate black families, and painted swastikas on Jewish synagogues. These acts became the synergy for national hate. Irish Catholic immigrants faced widespread discrimination while mobs of angry whites burned down their churches. The Chinese and Japanese immigrants who were recruited as workers were subjected to legal restrictions and mob violence. Less than fifty years ago, African Americans were banned from registering to vote. They were frequently beaten and often murdered. As Americans deal with the historic pain and anguish associated with these atrocities, realities of lingering violence continued through the 20<sup>th</sup> Century.<sup>1</sup>

Since the mid-1980s, hate crimes have received more public scrutiny than ever before, largely due to several sensational incidents. Alan Berg, a very liberal and controversial disc jockey from Denver Colorado, was shot to death by three white men as he returned home from work in 1984. Berg was Jewish and his public opinions of those who were anti-Semitic was commonplace on his daily radio broadcasts. His death brought attention to the growing number of unknown white supremacists groups in the United States. In 1988, three African American

men were attacked and one was killed when their car broke down in a white New York City Neighborhood.<sup>2</sup>

Locally, in 1993 the city of Sacramento was plagued by a series of fire bombings that occurred within three months. The suspect targeted human relations institutions that included the National Association for the Advancement of Colored People (NAACP), Jewish synagogues, and the State Building for Human Rights. In June 1999, two brothers, Matthew and Tyler Williams, firebombed three Sacramento Jewish synagogues within a forty five minute period. The Williams brothers were from Shasta County and followed white supremacist propaganda on the Internet. The Williams brothers were also linked to the slaying deaths of a gay couple in Redding committed just days before the fire bombings in Sacramento. The Williams brothers were apprehended for the firebombing and were charged with deaths of the gay couple in Redding. The lifestyle of homosexuality became a new target for hate crime as attacks on gays and lesbians increased. The media's scrutiny on these incidents moved hate crimes up the political ladder at local, state, and national levels.<sup>3</sup>

The challenges facing Americans in the 21<sup>st</sup> Century will be different and more difficult to track and manage than in the past. The advent of the Internet as a superhighway has provided hate groups a fast and proficient way to disseminate information. Anyone who has a cause, an issue, or a bias can send messages of hate around the world at the touch of a key. The use of websites, on-line videos, chat rooms, and digital audio are reaching large audiences easily and inexpensively. It is giving hate groups the power to recruit members throughout all of society. One of the most unfortunate and impressionable target populations for the Internet are children who have access to hate information without their parents' knowledge. One hate group website, entitled *Stormfront for Kids*, advertises comic books for children that depict African Americans

as animals and refers to them as stupid and not human. Linked to this site is a video game in which you can hunt down and shoot at African Americans and Jews, who are referred to as the antichrist.<sup>4</sup>

The Internet provides a multitude of information for individuals who would not normally have access to something specific. For example, on March 23, 1995, the full text of the *Terrorist's Handbook* was posted on the Internet. This posting included instructions on how to make a bomb, the same type of bomb that was used in Oklahoma City on April 19, 1995. By the time the Oklahoma bombing took place, three more people had posted bomb-making instructions on the Internet. Over fifty hate groups are reported to be communicating on the Internet daily.<sup>5</sup>

The growing diversity in the United States is also generating a new kind of hate phenomenon. Minority groups victimize other minority groups and Caucasians. In 1988, a Hispanic family moved into a predominately African American neighborhood in Brooklyn, New York. The subsequent violence that resulted against the Hispanic family, by their African American neighbors was based on a visceral aversion to social change. The offenders in this case justified their violence in order to preserve their homogeneous neighborhood. They saw the Hispanic family as an infringement in their established community.<sup>6</sup> In 1996, two African American men in Lubbock, Texas murdered a white father of three. The two murderers admitted to police that they sought out a white victim.<sup>7</sup>

According to the 2000 United States Census, the Hispanic population is the fastest growing minority group nationwide, with skyrocketing numbers. The statewide figures for Hispanics show a thirty two percent increase overall. This places Hispanics virtually even with African Americans as the nation's largest minority.<sup>8</sup> The growth in the Hispanic population, particularly here in California, has generated fear, suspicion, and hatred. According to the

Federal Bureau of Investigation, since 1995 there has been a sixty three percent increase in the number of hate crimes reported against Hispanics.<sup>9</sup>

Accompanying this growing concern is the influx of immigrants coming into this country both legally and illegally. Controversies over issues of immigration, what languages should be taught in schools, the use of welfare and other social services has increased the number of incidents of hate crimes against Hispanics, Asians, Asian-Pacific Americans, and others who are stereotyped as newcomers to this country.<sup>10</sup> On August 10, 1999, Buford O'Neil Furrow shot and killed an Asian American postal worker minutes after he shot up a Jewish daycare center in Los Angeles. Furrow was a lieutenant for the Aryan Nation, a hate group that is very active on the Internet advocating violence against African Americans, Jews, and Asians.<sup>11</sup>

It is evident that hate and prejudice have established a long legacy within this country's past and it will certainly continue in the future. As the United States' population grows and becomes more diverse, hate crimes will increase. Identifying what a hate crime is and who may be affected by a hate crime becomes important for enforcing the law and for tracking purposes. The following definitions will be used to clarify these terms within this project.

### Definitions

Although there are different definitions for the term hate crime, many states have adopted the federal government's definition adding additional categories to fit their specific needs. The federal government defines the term hate crime as:

Crimes that manifest evidence of prejudice based on race, religion, sexual orientation, or ethnicity, including where appropriate the crimes of murder, non-negligent manslaughter, forcible rape, aggravated assault, simple assault, intimidation, arson, and destruction, damage vandalism to property.<sup>12</sup>

For the purposes of this project, hate crime is defined as follows:

It is a hate crime when a person is targeted for physical assault and battery, threat of bodily harm or intimidation, because the person is different from that of the offender in regards to race, color, religion, ethnic background, natural origin, gender, sexual orientation, or because of a physical disability.<sup>13</sup>

Hate crime definitions often include not just violent acts against people but also crimes against property, such as vandalism and arson. This is particularly true if the destructive act is directed towards a house of worship or centers where minority groups are known to congregate.

A large law enforcement agency will be described as: a police or sheriff's agency that has 1000 or more employees. An urban law enforcement agency is one that is facing urban challenges associated with inner city conditions. These conditions may include providing law enforcement services to a population of 400,000 residents or more. The service population will have large communities of diverse cultures. These diverse cultures will have a mixture of different economic structures. Some of the inner city neighborhoods will show signs of blight and decay. Traffic and street congestion will be a major issue for this type of organization. Social service issues, such as alcoholism, drug dependency, and homelessness will influence the organization's ability to provide service to its community.

#### Statement of the Issue

The issue statement of this project is: What strategies will large urban law enforcement agencies utilize to defuse community tension as it relates to hate crimes?

Generally, law enforcement's response to a hate crime is quick and effective. Law enforcement training teaches officers and investigators that an aggressive police investigation will enhance the likelihood of identifying the suspect and contribute to a successful prosecution.

With that in mind, police officers will generally respond to the incident of a hate crime in the following ways:

- Immediately respond to the scene and stabilize the victim.
- Request medical attention for the victim if necessary
- Preserve the crime scene; collect and photograph physical evidence.
- Conduct the preliminary investigation.
- Record all pertinent information on the victim, suspect, witnesses, prior occurrences and obtain statements.
- Identify and arrest the suspect.<sup>14</sup>

What law enforcement officials sometimes forget is how hate crimes effect the community as a whole. There lays the basis of this project. Hate crimes have a devastating and frightening effect on the entire community. This is especially true in victimized communities that have a number of different diverse cultures. In 1999, when the Williams brothers firebombed three Sacramento Jewish synagogues, many African Americans and Hispanics who lived close to the areas of attack felt threatened and frightened. At community meetings held shortly after the bombings, some African American and Hispanic community members brought up the concern that they would be the next targets. As the police and sheriff's departments tried to encourage the community to remain calm and not to overreact, some of the members in the community felt as though the Sacramento Police Department was not taking their concerns seriously.

The victimization of a hate crime extends to all community members. Research indicates that a whole community can feel the same emotional reactions as the hate crime victim.

According to the Bureau of Justice Assistance, *A Policymaker's Guide to Hate Crimes*, a hate

crime is an offense that victimizes not one victim but many in the community. A hate crime not only victimizes the intended target but also every member of the group that the intended target represents.<sup>15</sup> A sense of vulnerability, tension, and fear can stretch throughout a victimized community. Communities have withdrawn and have become stagnant. They have become polarized, not just by the incident itself but also by the straightforward police response that is perceived as callous and apathetic.<sup>16</sup>

As the investigation progresses forward, the community can feel left out and uninformed. It may see itself as insignificant in the eyes of law enforcement. In addition, rumors, gossip, and panic may run rampant throughout the community. All of this can result in a loss of trust and confidence in the criminal justice institutions.<sup>17</sup>

The idea behind this project is to identify what strategies law enforcement could utilize in defusing community tension. It will also explore how law enforcement and governmental agencies can become more responsive to the diverse population as hate crimes and their victims increase over the next five years.

### Environmental Scan

The purpose of conducting the environmental scan was to collect and retrieve information on trends, events, and ideas related to hate crimes that are projected to have potential implications for law enforcement in the future. The process required an examination of five subject categories in order to capture the most current depiction of trends and events. The subject categories identified were social, technological, economic, environmental, and political (S.T.E.E.P.). The sources of information included, but were not limited to, print media such as newspapers, magazines, trade and technical journals. Other sources included electronic media,

such as television, radio, films, video, the World Wide Web, conferences, and an exploration of thoughts and ideas of the panel group. These subject categories are broad enough that they provide a representative framework on developments within our society. An assessment of the scanning process provided information in the areas of political, technological, and social environments.<sup>18</sup>

### Political

During the mid to late 1990s, the trend of reporting hate crimes was on the rise. According to the Federal Bureau of Investigation (FBI), in 1991, law enforcement agencies reported 4,755 bias-motivated crimes, which included 12 murders. This number rose in 1992 to 7,466 incidents and to 7,587 incidents in 1993. Reported hate crimes did drop nearly thirty percent to 5,852 incidents in 1994, and then rose again in 1995 to 7,947 incidents, including 20 murders. By 1997, 11,211 state and local law enforcement agencies voluntarily reported 9,861 hate crime offenses to the FBI.<sup>19</sup>

Although nationally it appeared as if there was a trend in increased hate crimes reporting since 1992, these numbers are still ambiguous because not all states collect and report hate crime data. The federal Hate Crimes Statistics Act of 1990 encourages states to report hate crime data to the FBI, but is not mandated. Currently, only forty states and the District of Columbia require the collection of hate crime data.<sup>20</sup> It would take federal legislation to mandate required reporting of hate crimes that is consistent nationally.

### Technology

As we move into the 21<sup>st</sup> century, technology is going to be a principal commodity of our society. This area of communication is going to be problematic for law enforcement that will have to adapt and keep up with this fast paced technology.

Use of database networks and the Internet are becoming a popular trend in distributing hate crimes information for both law enforcement and hate groups. California is preparing to launch the first hate crime computer database. This database will help police track criminals who are motivated by prejudice. The database will offer an unprecedented amount of information to law enforcement officials who are investigating crimes related to hate. This network will include information concerning recent hate crimes committed in California, the suspect's method of operation and vehicle descriptions. Through database networks, officers in the field will be able to compare crime scene data and method similarities to enlist assistance and leads by way of hate crimes committed in other jurisdictions. The officer will also be able to create suspect photo line-ups utilizing a known suspect photo file.<sup>21</sup>

Hate groups are increasingly becoming more sophisticated in spreading their messages of hate. Over two hundred fifty million people are on-line today. One hundred and fifty thousand more will gain on-line access every day.<sup>22</sup> According to some estimates, there are some eight hundred so-called hate speech sites on the Internet and they run the gamut from neo-nazis to militia movements.<sup>23</sup> The speed and range of the Internet, along with disguised identities and locations, raises important challenges for law enforcement. Law enforcement officials will have to equally balance their priorities of enforcing laws, detecting and interdicting hate groups, and protecting first amendment rights. The wave of Internet technology is going to be a dilemma for law enforcement in the future.

Historically, courts have ruled that advocating and encouraging violations of the law were outside the scope of the first amendment. In 1917, the United States Supreme Court in *Masses v. United States* went so far as to say that government could punish all speech, including advocacy of illegality that had a tendency to encourage illegality. For many years after this

ruling, the Supreme Court tried to distinguish between speech that was meant as a contribution to democratic debate and speech that was designed to encourage illegality.<sup>24</sup>

The break through case came in 1969 when the Supreme Court ruled on a decision in *Brandenburg v. Ohio*. In this case, the United States Supreme Court ruled that the government could not take action against a member of the Ku Klux Klan who stated publicly that if the government failed to support the white, Caucasian race, “there might have to be some revenge taken.”<sup>25</sup> This ruling offered immense protection to a political dissident. The Supreme Court also required the government to meet three different criteria to regulate speech. The first standard was that the speaker must promote not just lawless action but imminent lawless action. The second was the imminent lawless action must be likely to occur. Third, the speaker must intend to produce imminent lawless action.<sup>26</sup> Applied straightforwardly, the *Brandenberg* test seems to protect most speech that can be heard on the airwaves or found on the Internet. There is still some ambiguity on how this case would apply to modern technological advances reaching the masses over the World Wide Web. It can be assumed that an incendiary speech or message posted by a hate group on the Internet is not likely to produce lawlessness in any particular viewer, even if the message is advocating violence. However, of the million viewers, one or two become provoked to act and perhaps commit imminent, illegal violence. Should the government and law enforcement be concerned with the possibilities that one or two viewers out of millions might react violently?

The Internet is breeding individuals known as Lone Wolves. A Lone Wolf is a person who resorts to violent actions in support of a hate issue. Hate groups use the Internet to deliver messages that will motivate violent action by a Lone Wolf. A posted message on the Internet will be disguised or encrypted thus allowing hate groups to deny responsibility for the Lone

Wolves' actions. The Internet seems to be the weapon of choice when it comes to encouraging others to take violent action. Lone Wolves, like the Williams brothers and Timothy McVeigh, see themselves as good soldiers, patriots, and even heroes. Hate groups are quick to praise and commend these individuals publicly.<sup>27</sup> To this date, the *Brandenburg* case offers unclear guidelines on the express advocacy of criminal violence on the Internet.<sup>28</sup>

## Social

Even with the technological advances and reporting provisions that are taking place, it still would not accurately portray the problem of hate crimes in the United States. If all states reported hate crimes, it would still be difficult to gauge the extent of hate crimes in the United States. This is because both law enforcement and the victim typically under report hate crimes. This is partially due to the social stigmas that hate crimes place on our society; a society that proclaims to be tolerant of all races and cultures.

A study conducted in 1998 by the National Asian Pacific American Legal Consortium (NAPALC), focused on the San Francisco Police Department (SFPD) and its reports on hate crimes. This study cited a two percent conviction rate on reported hate crime in San Francisco. A local civil rights group also claimed that a lack of police and judicial interest in pursuing these cases nationally is discouraging victims, particularly Asian victims, from coming forward. This study compared what happened in San Francisco to what it termed nationwide "under-prosecution of hate crimes" as "an important factor affecting victim reporting."<sup>29</sup> According to the study, 257 cases were reported to the SFPD's hate crimes unit in 1998, 35 of which were defined as anti-Asian. According to a state report, however, only fifteen hate crime cases were brought to conclusion during 1998, with four of them resulting in hate crime convictions and none of them involving Asian victims.<sup>30</sup>

San Francisco is the fourth-largest city in the state, with a population of nearly 750,000, of which an estimated 29.1 percent are Asian or Pacific Islander. San Francisco was chosen for this study because it is seen as a city that is traditionally tolerant of other cultures and beliefs. The San Francisco Police Department was one of the first law enforcement agencies to establish a hate crimes unit.<sup>31</sup>

The study paints a picture of victims who are discouraged from reporting hate crimes to law enforcement because they lack confidence in the criminal justice system. This does not mean hate crimes are declining. On the contrary, hate crimes are increasing and it is up to governmental and criminal justice organizations to link together and build relationships with the diverse communities that hold animosity and distrust. Plans such as increasing the public's awareness concerning hate crime issues and creating multidisciplinary planning processes to coordinate government and law enforcement approaches to prevent and respond to hate crimes need to be developed collectively. Creating Human Rights Commissions, Unity Networks and Inclusion Councils, at the local level, to promote community harmony and stability are steps many are taking in the right direction.

To achieve this, it is important to identify and track future trends and events in order to evaluate their implications for law enforcement. Chapter Two will examine the possible effects that current trends and events, identified by a focus group, could have on hate crimes for this project.

The issue of this project is to defuse community tension as it relates to hate crimes. As we move further into the 21<sup>st</sup> Century, hate crimes and community tension will increase within our societies. The research within this chapter supports the reality that hate crime propaganda will increase on the Internet and more extremists will react to its rhetoric. As the Internet

becomes increasingly popular, hate groups will be able to reach bigger audiences and subliminally call for larger, more devastating acts of hate. Law enforcement must act in response to the certainty that hate crimes will not only effect the targeted victim but also the community the victim represents. Hate crimes will eat away at the peace and serenity of our communities, causing tension, fear and in some cases, retaliatory violence. Law enforcement has to learn how to deal with this subject as it could easily get out of control. This is why developing strategies to respond to community tension is important for futures research.

## CHAPTER TWO

### FUTURES STUDY

#### Introduction

The Nominal Group Technique (NGT) is a technique for generating ideas similar to brainstorming. The NGT enables the panel to equitably prioritize the ideas they produce. In this case, the NGT was used to develop and identify future scenarios by bringing together different community members who have a wide range of experience, knowledge, and educational backgrounds. The NGT panel focused on current trends that related to hate crimes. The goal was to identify how potential future trends and events could effect law enforcement strategies utilized to defuse community tension as it relates to hate crimes.

#### The Nominal Group Technique

Approximately two weeks before the scheduled NGT process, each of the participants received a packet of materials that clarified the process of the NGT. The packet included a letter of invitation from the Chief of the Sacramento Police Department, research material, and definition of terms (Table 2.1) that would be relevant to the NGT process.

##### Trends

A series of incidents or occurrences taking place that seem to indicate a direction in which a particular event may be heading. Trends should be relevant to the issue and clearly stated in terms defined and understood.

##### Events

Singular occurrences that could likely impact the issue at hand. Events may be internal or external to the organization and have not occurred in the past.

Definitions  
Table 2.1

The NGT panel was comprised of seven individuals representing the following areas:

- A Police Captain from the Sacramento Police Department who has over twenty-one years of law enforcement experience.
- An Administrative Assistant who has been working for district five council member David Jones for the past 3 years.
- A representative of the Beni Israel Synagogue This community member was instrumental in working with his synagogue and the local community during some recent firebombing to his mosque.
- A community chaplain who has experience working with victims of hate crimes.
- An administrator with the Sacramento City Unified School District, This administrator is currently working with local legislators to framework new hate crimes legislation that would protect students and teachers while on campus.
- A representative from the California Commission on Police Officer Standards & Training (POST). This representative is a state recognized expert in the area of hate crimes.
- A local business owner whose business has been the target of hate crime graffiti (Appendix A)

### Trends

Each panel member generated individual ideas as they related to the definition of trends and events. Each member then presented each of his or her ideas in a round-robin exercise. The panel identified 35 trends (Appendix B). The group selected eight trends they felt had the greatest potential impact on the issue to this project.

The NGT panel then assessed the value that each of the trends had on the issue. The time frames provided to the NGT panel were five years previous to today, five years from now, and ten years in the future. The NGT panel members then individually designated a numerical value to each trend. The value assigned was a representation of what each panel member believed to be the level of the trend.

<b>Trends</b>	<b>-5 Years</b>	<b>Today</b>	<b>+5 Years</b>	<b>+10 Years</b>	<b>Level of Concern (1-10)</b>
T1. Media Influence	69	100	138	134	8
T2. Diverse Population	75	100	142	160	8
T3. Rate Hate Crimes Are Reported	70	100	105	100	8
T4. Parental Involvement	75	100	114	118	8
T5. Use of the Internet	90	100	150	200	9
T6. Competition for Resources	54	100	139	151	7
T7. Level of Indifference	66	100	116	136	8
T8. Recognition of Hate Crimes	50	100	115	117	9

Trend Table Analysis  
Table 2.2

The eight trends and the median values voted on and assigned by the group are reflected in Table 2.2. The values in columns two through five represent the level of the noted trends in the future. The value of 100 in column two represents the level of the trend today. The values in column six represent the group's level of concern about this trend.

The results of the Trend Analysis Table (Table 2.2) revealed of the eight identified trends that will most likely impact law enforcement's response to community tension, law enforcement should be most concerned with Trend Five (Use of the Internet), and Trend Eight (Recognition of hate crimes). Based on the median values assigned by the panel members, they are of the opinion that the use of the Internet will grow with the advances of technology. The panel

expressed concern that within the next ten years, technology will be so advanced, law enforcement may not be able to contain many of the hate groups that will use the superhighway to spread messages of hate. The panel members felt law enforcement must be in the forefront of this technology and build partnerships with companies and manufacturers of this growing technology.

The panel identified and discussed the following trends:

1. Media's influence on hate crimes

The NGT panel conveyed that the media, in many instances, over exaggerated many of the stories they covered that dealt with hate crimes. The panel expressed concern that the media prolongs the effects this type of crime has on a victimized community. They projected that media may motivate individuals who might not act violently on emotions, may do so in response to the amount of media hype that is devoted to such events.

2. Diversity in the population

The NGT panel projected that with communities becoming more diverse there will be more opportunity for hate crimes to occur. With the growth of diversity in communities, educational understanding of diverse cultures is not growing at the same rate. "We are not teaching each other how to deal with each other as fast as we are growing," said panel member Gary Zinginfuse. Not understanding each other's cultures can create fear and anger among many of our community members.

3. Rate at which hate crimes are reported

The NGT panel believed numerous hate crimes go unreported because many in society do not realize who can be a victim of a hate crime. Most hear the term hate crime, and automatically associate this with minorities and members of the gay community.

However, many other protected classes fall within this definition. The elderly population, those who are physically challenged, individuals who have different religious beliefs, national origins, ancestry, and gender, are all potential victims of hate crimes. The panel projected that if society had an understanding of what a hate crime is, and who can be victimized, the numbers of reported incidents would increase, making this issue much bigger than what it is today.

#### 4. Level of parental involvement with their children

The NGT panel identified parental involvement as an issue. They pointed out that parents currently are not actively taking part in their children's lives. They attributed this issue to families requiring two incomes to sustain a comfortable living status. The panel also commented on the number of divorces in our society today. Moreover, some younger parents do not see the need to participate in their child's life due to differing parenting styles. The panel expressed their concern that this phenomenon is not contributing to the child's well being. The child has to learn on his or her own and no one is teaching the child how to cope in today's changing environment. The panel also expressed concern that some children are learning hate from their family unit. Children hear their parents talk. They see how their parents act towards others and they mimic this behavior. Parents are not teaching their children how to cope with their emotions or how to constructively relieve day to day anger and frustration.

#### 5. Use of the Internet to spread messages of hate

The NGT panel voiced their concern over how hate groups are currently using the Internet to spread their messages of hate. One panel member explained that the first hate site was started in 1995. It is a site called Storm-Front and has over two hundred visitors a day. The

panel projected that use of the Internet, by hate groups, as a message board will increase and sympathizers will act out violently based on messages from hate groups.

#### 6. Competition for resources.

This trend is a combination of several different initial trends identified by the panel. The panel indicated that a number of trends, which dealt with the competition of valuable resources, would contribute to this project's issue of defusing community tension. They mentioned that social service type resources were leaving the counties and suburban areas. These services are moving back to the urban areas causing more communities that are diverse to come together to compete for viable assistance. The panel briefly discussed the dilemma of overcrowded colleges and that some colleges and universities are targeting minority groups in their admissions efforts. The panel mentioned an incident involving the University of California, Davis. In *Regents of the University of California v. Bakke, 438 U.S. 265 (1978)*, a white male student was twice denied admission to the university medical school. Minority applicants with lower scores were being admitted. The student sued the university on constitutional grounds that he was being discriminated against by the university. The United States Supreme Court found for Bakke. The court stated that an admissions policy based solely on race was unconstitutional.

The guarantee of equal protection cannot mean one thing when applied to one individual and something else when applied to a person of another color. If both are not accorded the same protection, then it is not equal.<sup>32</sup>

The panel collectively agreed that more incidents like this would put a strain on relations between different minority communities.

#### 7. Level of indifference towards deviant behavior and lack of responsibility.

The NGT panel said that today's society has an apathetic attitude toward injustice and fairness. They also said that many in our society are quick to blame others for their problems

and do not take responsibility for their own actions. They also mentioned that today's society is tolerable of deviant and unethical behavior. They cited the indiscretions of former president Clinton. The panel mentioned how President Clinton still had a large acceptance rating even though he may have violated the law. The panel projected that attitudes toward personal responsibility would continue to deteriorate based on the normalization of deviant behavior.

#### 8. Society's recognition of hate crimes.

The NGT panel expressed their approval that more people are recognizing that hate crimes are an important issue. The panel attributed this to organizations like the Simon Wiesenthal Center, the Southern Poverty Law Center, and the Museum of Tolerance. The panel projected that increased recognition of hate crimes would reduce hate crimes reporting.

Based on the median values assigned by the panel members, they believed education was the key to elevating the importance and seriousness of hate crimes politically. The panel members discussed that as society learned more about hate crimes, more incidents would be reported and subsequently incidents of hate crimes would reduce. The panel felt law enforcement should also take the lead in implementing educational programs in the schools and to communities on the impact of hate crimes.

#### Events

At the conclusion of the trend analysis, the NGT panel members identified twenty three potential events that could influence law enforcement's response to hate crimes in the future (Appendix C). From the twenty three events, the group selected eight they felt had the greatest potential impact on defusing community tension as it related to hate crimes.

<b>Events</b>	<b>Yr &gt; 0</b>	<b>+5 Years</b>	<b>+10 Years</b>	<b>Impact +10 to -10</b>
E1. Economic Recession	1	25	50	+9
E2. Election of Minority Sensitive Officials	1	50	50	+3
E3. Multiple Synagogue Bombings	4	80	40	+9
E4. Election of a “Non-Traditional” President	2	50	50	+5
E5. 100% Minority Representation, 2002 Election	2	0	0	+9
E6. Expansion of Civil Rights Legislation	3	30	25	+9
E7. Religious Extremists & White Supremacists	3	30	50	-3
E8. Multiple Museums of Tolerance	1	80	100	+7

Event Table Analysis

Table 2.3

The identified events and the median values assigned by the NGT panel members are reflected in Table 2.3. The values in column two represent the first year the panel believed the event was likely to occur. The values in columns three and four represent the probability of the event occurring within the next five or ten years. The values in column five represent the impact of the event on the issue to this project and the group’s opinion as to whether the impact will be positive or negative.

The panel identified and discussed the following eight events:

1. U.S. economy suffers recession due to two quarters of negative growth

The NGT panel felt that any downturn in the economy would impact the issue. The panel members suggested that an economic crisis, with loss of employment and funding resources, would generally cause people to act out and to blame others. The panel projected that if this event occurred, all types of crime would increase, including hate crimes. The panel also projected the probability of this event occurring within the next five years was very low.

2. Election of more culturally sensitive delegates

The NGT panel discussed how political redistricting would change the political leadership and climate of our nation. The panel projected that redistricting would redistribute

resources and assets. It may place the political power in the hands of minorities. This would be due to the increase of minority demographics.

3. Multiple synagogue bombings

Because one of the NGT panel members is Jewish and a member of a local synagogue that had recently been firebombed, there was some lengthy discussion on the impact of further bombings at places of worship. The panel projected more violence against different religious sects in the future. This violence would be promulgated due to some of the trends listed earlier. Unrest in the mid-east, media sensationalism, and a benevolent attitude towards violence were some of the problems raised by the panel.

4. Election of a non-traditional president

Another projection the NGT panel made was that in the near future our nation could elect its first non-traditional president, the probability of this only being fifty percent. The panel defined non-traditional as being someone other than a male white, Anglo-Saxon, wealthy, and well educated. Panel members theorized that new changes with unknown repercussions would emerge both positively and negatively. Panel members were hopeful that a non-traditional president would place further emphasis on hate crimes legislation.

5. One hundred percent minority representation and involvement in the 2002 political race

The NGT panel saw this as a positive influence on the issue. The panel projected that if every minority, who is a registered voter, participated in the 2002 election, hate crimes and its legislation will become a priority. This would be due to more minorities, who are sensitive to hate crimes issues, being elected to office. This event could not be projected past the year 2002.

#### 6. Expansion of civil rights legislation to include non traditional minorities

The NGT panel discussed the possibility of a more inclusive civil rights act that would specifically protect the gay community, and others, not distinguished within the current statute. The panel supported such efforts by the legislature but held this action may result in negative outcomes. The panel summarized that if the legislature expanded the protected class, under new civil rights legislation, it would create tension and violence by extremists who did not agree with the new enactment.

#### 7. Religious extremists and white supremacists band together to exterminate homosexuals

The NGT panel discussed the possibility of religious right growing within the United States and filtering into the white supremacists movement for momentum and support. They hypothesized that this influence would cultivate members of the white supremacist groups who would act out violently against gays and lesbians.

#### 8. Building multiple Museums of Tolerance

The NGT panel felt that building more of these museums would be a useful tool to demonstrate and educate what a hate crime looks like and what it does to our society. The panel projected that positive impacts for law enforcement would be acquired by increasing societies knowledge of other cultures. The panel further projected this would reduce hate related crimes.

The results of the Event Analysis Table (Table 2.3) revealed of the eight identified events that will most likely impact law enforcement's response to community tension, law enforcement should be most concerned with minority representation in the 2002 election, the building of multiple Museums of Tolerance, and the religious right establishing a partnership with white supremacists.

Based on the median values assigned by the panel members, they believed there is a 100 percent probability there will be a large minority representation in the 2002 election. The panel felt this would be a positive impact of nine for law enforcement. The panel discussed the outcome of this event, asserting that minorities would elect politicians who were more sensitive to minority issues, such as hate crimes, and these elected officials could induce a federal response to hate crimes by assisting law enforcement and victims of hate crimes with federal dollars.

The panel also believed there was an 80 percent probability there will be multiple Museums of Tolerance built in the United States within the next five years. The panel felt this would be a positive impact of seven for law enforcement. The panel discussed the outcome of this event, maintaining that these museums could be used to educate society on hate crimes and what hate crimes do to our communities. The museums would also focus on cultural education.

The panel discussed the likelihood that religious extremists and white supremacists would band together to exterminate homosexuals. The panel felt there was a 50 percent probability this would occur within the next ten years. The panel believed this would be a negative impact, for law enforcement, of three. The panel talked about the growth of these two alliances within the United States. The panel believed that both of their influences and views, on homosexuality, may bring the two groups together. This union would give both of the groups momentum and confirmation of their ideas. The backlash would be violence amongst different communities and groups.

#### Cross Impact Analysis

The culmination of the trends and events analysis resulted in the cross impact analysis phase of the NGT process. The cross impact analysis allowed the NGT panel to assess the

impact that the events would potentially have on the trends they selected earlier in the day. By analyzing the relationship between the events and trends, a positive or negative impact was assessed by the panel. The cross impact values were converted into median values by the NGT panel. The values are represented in table 2.4.

<b>Trends</b>	<b>T-1</b>	<b>T-2</b>	<b>T-3</b>	<b>T-4</b>	<b>T-5</b>	<b>T-6</b>	<b>T-7</b>	<b>T-8</b>
<b>Events</b>								
<b>E-1</b>	-4	0	-1	-3	-3	-5	-2	0
<b>E-2</b>	+3	+4	+1	0	+5	+4	0	+5
<b>E-3</b>	-5	-3	+2	-2	-5	-2	-3	-4
<b>E-4</b>	-5	+4	+1	+1	-5	+3	-4	+5
<b>E-5</b>	+4	+4	0	+1	-3	+4	+1	+5
<b>E-6</b>	-4	+3	+1	+2	-5	+3	+2	+5
<b>E-7</b>	-4	0	-1	-2	-4	-1	-4	+4
<b>E-8</b>	+5	+2	+5	+3	+4	0	+4	+5

Cross Impact Analysis  
Table 2.4

An analysis of the panel’s scoring indicates significant impacts on trends by four of the events. The following analysis is based on the discussions the panel had during the NGT and an interpretation of the values in Table 2.4.

The analysis indicated that if Event Three, Multiple Synagogue Bombings, occurred it could have a negative impact on law enforcement and its response to community tension. If unrest in the mid-east were to continue, this would ultimately result in tension within the regional Jewish communities prior to any violence occurring locally. Jewish community leaders would seek assistance from local governmental officials to reduce and mediate the tension generated by the events occurring abroad. If multiple synagogue bombings were to occur either locally or in the United States, the national news media (T-1) sensationalism would only spark copycat events, prolonging the negative sentiment and further exploitation of the victims. These events would certainly bring about a number of inquisitions regarding hate crimes. Law enforcement’s

response to these incidents would be scrutinized, particularly in respect to our preparedness. Questions would arise as to any proactive measures taken prior to the bombings. Politicians at local and state levels (T-8) would use these events to grandstand and further their own political aspirations. The panel suggested that those who were caught for this crime, or who acted out as a copycat, would only blame others for their actions and not accept responsibility for their acts. This would further reinforce society's benevolent attitude towards violence (T-7). The Internet (T-5) would be the main tool used by hate groups to spread their messages and motivate others to react and repeat such as bombing buildings of worship.

If Event Five, one hundred percent Minority Representation, occurred in two years it would result in a positive impact on law enforcement and its response to community tension. This event was seen as a benefit to minorities politically. As minorities grow demographically (T-2), this event appears to have momentum in terms of actually occurring in two years. The media (T-1) would pick up this story line further giving minorities political positioning. Redistricting political lines will give political power to the minority classes that are largely victims. A large representation of minorities in the 2002 election could result in the election of political figures who would be sensitive to minority issues, expanding their views on hate crimes and creating innovative hate crimes legislation. The panel felt this event could possibly begin the process of regulating hate groups on the Internet (T-5). Along with this event, the panel considered the possibility of new civil rights legislation that would lead us to Event Six.

If Event Six, New Civil Rights Legislation, were to occur, the national press (T-1) would likely run positive stories on this issue. The media campaign could help to educate the public on national hate crime issues (T-8), thus creating an incentive for reluctant victims to report hate crimes to their local law enforcement (T-3). State and local politicians would also use this issue

as a vehicle to solicit votes and secure their own political future. Politicians could be the catalysts to promote open forums between victimized communities and local governmental agencies (T-8). The NGT panel also discussed the downside to Events Five and Six. If these two events were to occur, frustrated extremists could react violently, attacking those listed in the protected class.

If Event Eight, Building Multiple Museums of Tolerance, were to occur, it would have a positive influence on law enforcement and its response to community tension. The Museum of Tolerance is a high tech, hands-on experiential museum that focuses on two central themes through unique interactive exhibits: the dynamics of racism and prejudice in America and the history of the Holocaust. The Museum is the educational arm of the Simon Wiesenthal Center that was founded to challenge visitors to confront bigotry and racism, and to understand the Holocaust in both historical and contemporary contexts.

The genesis of the Museum, the first of its kind in the world, came from the leadership of the Simon Wiesenthal Center. Since its opening in 1993, it has hosted 3.5 million visitors from around the world, and nine heads of state including King Hussein of Jordan, three Prime Ministers of Israel, and the Dalai Lama. The Museum receives 350 thousand visitors annually including 110 thousand children<sup>33</sup>. The panel felt that by building multiple museums, it would shed light on the issues of hate and hate related crimes and incidents (T-8). It would act as another educational vehicle to promote anti-hate messages and to further encourage reporting of hate crimes. The panel felt that museums could be the beginning of fostering good relationships between governmental officials and victimized communities. These two entities could work together to respond to incidents involving hate crimes and work together to ease tension involving community members. The news media (T-1) could be used to advertise the work that

the museum does in terms of working on hate related issues. Politicians could also use the museum as a vehicle to promote their own issues related to minority inclusion and race relations (T-8).

### **Alternative Scenarios**

Scenarios play an important role in the examination of law enforcement's response to community tension as it relates to hate crimes. The scenarios provide projections into the future that are based on the nominal group's input, the cross impact analysis, the environmental scanning, the literature review and the potential trends and events that could effect the implementation of police strategies to deal with community tension.

#### **Optimistic Scenario**

Sacramento, California, June 2006

The State of California announced today its long awaited partnership with the Simon Wiesenthal Center to build two more Museums of Tolerance. State Assemblywoman Consuela Lucero, and members of the Wiesenthal Center, held a press conference today on the west steps of the state capital to announce the plans. According to Assemblywoman Lucero, the state has identified a site in South Sacramento where the first museum will be built by the summer of 2007. This site will represent Northern California. There are plans to build a third museum in San Diego by the summer of 2008. The Los Angeles museum will remain open and continue to provide services to the Los Angeles metropolitan area.

Assemblywoman Lucero and Ed Goldberg, the director of the Wiesenthal Center, were instrumental in developing this legislation to help fund these new museums. Both are committed

to working in partnership with local law enforcement, through the Museums, to train officers and the public in cultural sensitivity and the recognition of bias based crimes. The museums are also going to sponsor training to establish formal Unity Response Teams that will respond to incidents of hate crimes that effect communities and their members. Retired Sacramento Police Captain, Richard Shiraishi, will coordinate the protocol of the Unity Response teams starting at the Sacramento Museum of Tolerance. Mr. Shiraishi has a wealth of experience working in communities plagued by hate crimes. He recently headed a quasi-response team in the Oak Park community of Sacramento, after several church bombings occurred there.

Mr. Shiraishi gave details on the mission of the Unity Response teams. He stated that the response teams will respond to any hate related crisis with the ability to mobilize the community in a quick, efficient, and effective manner to assist and support law enforcement and victims of hate crimes. The team will promote positive inter-group relations among the diverse population of the victimized community through community service projects. The team will bring together people of different cultures to better understand each other and to promote unity among all people. Moreover, the team will serve as a clearinghouse for community activities related to improving relationships of all cultures.

United States President Roberto Luis Perez commented on California's program stating that his staff will monitor the success of the program. President Perez said that if this program was successful, he would call on Congress to look into federal support to follow California's lead and institute Museums of Tolerance throughout the United States.

## Pessimistic Scenario

Sacramento, California, October 2004

With the election of the first African American President, Democrat Shawn Rogers, violence and protest has erupted in many parts of the United States. This election turned out to be a huge upset for incumbent George W. Bush, who only received twenty nine percent of the electoral college vote. Early in the race it was predicted with higher percentages of minorities representing the states, the electoral college would have more diverse representation than in the past. President elect Rogers ran on a controversial platform of cultural diversity and inclusion of gays in the civil rights legislation that is currently being introduced and backed by the democratic party. President elect Rogers has vowed this legislation will get through the House and on his desk for signature by early next year.

Hate groups and white supremacist leaders have banded together in a call for insurrection and dispersion. Law enforcement officials are having a difficult time monitoring these groups. Hate groups are using the Internet to transmit messages of hate and some are starting to act as members of the Aryan Nation and Church of the Creator rally at the nation's capital in protest. Lone Wolf extremists have already firebombed several churches and synagogues in Los Angeles, San Francisco, Sacramento, and Las Vegas. Police suspect that these Lone Wolves are being motivated by messages on the Internet. Reported attacks on gays have reached record numbers in the past two weeks, according to the FBI. A curfew has been imposed in San Francisco's Castro district calling for all members in this predominately gay community, to stay indoors after dark. Fear and panic have already penetrated many communities that have been hit by curfews and violence. Community leaders are urging law enforcement officials to meet with these communities before retributive violence begins. They are accusing the police of being

unresponsive to the needs of the targeted communities and have threatened to act on their own if the police continue to ignore their pleas for help. The police have responded by saying that they are actively involved in the investigation of hate crimes around the clock. Police claim that if they break off from the investigation to meet with the community, it will hinder their investigative efforts. With all of this violence taking place throughout the nation, the Dow Jones Industrials suffered its second quarter of negative growth causing the stock market to plummet.

### Surprise Free Scenario

Sacramento, California, December 2006

With the election of California's first Hispanic Governor, Cruz Montonez has signed into law increased state funding and legislation on hate crimes for California. With the growing number of hate crimes reaching staggering proportions, most recently the random attacks on gay men and women in San Francisco, Los Angeles, San Diego, and Sacramento, Governor Montonez is receiving constant pressure from minority representatives to take aggressive steps to stop hate crimes. Governor Montonez allocated two million dollars to the California State Commission on Hate Crimes for the purposes of developing fifty eight local county Hate Crime Commissions. These Commissions will coordinate consistent responses, policies, and procedures on hate crimes throughout the state. Part of the County Hate Crimes Commission's responsibilities will be to establish Unity Response Teams and diversity inclusion training to all law enforcement agencies in the state. According to Governor Montonez, the Unity Response Teams will respond to any hate related crisis with the ability to mobilize the community in a quick, efficient, and effective manner to assist and support law enforcement and victims of hate crimes. The team will promote positive inter-group relations among the diverse population of

the victimized community through community service projects. The team will bring together people of different cultures to better understand each other and to promote unity among all people. Moreover, the team will serve as a clearinghouse for community activities related to improving relationships of all cultures. The diversity inclusion training will be part of the responsibility that the Unity Response Teams will undertake. Governor Montonez stated that his next step is to meet with U.S. President Roberto Perez in order to amend the penalties to the Hate Crimes Prevention Act of 1999. Governor Montonez said the Hate Crimes Act needs to be updated, with realistic penalties, in order to properly deter this type of behavior. Governor Montonez is seeking the death penalty in certain cases of hate-related crimes and incidents.

### Conclusion

Failing to be prepared, as a result of the trends and events analysis, could jeopardize public safety, and leave police departments open to increased scrutiny and possible civil liability in the future. The research indicates that hate crimes will continue and increase in the future based on current trends. The prognosis provided by the scenarios suggests that law enforcement must prepare now for future events. It is important that law enforcement agencies monitor possible events that could trigger racial violence and hate crimes as well as develop strategies to respond to community tension when such violence takes place. Strategically planning the way into the future is the appropriate next step in this phase. Strategic planning will help us prepare tactics to address the foreseen consequences. Such tactics will help stabilize and calm our community's tension in the years to come.

## **CHAPTER THREE**

### **STRATEGIC PLAN**

#### Introduction

A strategic plan is a long-term, future-oriented process of assessment, goal setting, and strategy building. It maps an explicit path between the present and a vision of the future that relies on careful consideration of an organization's capabilities and environment. A well thought out strategic plan leads to priority-based resource allocation and other decisions that are essential to being successful in the future.

The purpose of planning is to improve the chances of reaching desirable outcomes. The benefits of planning enable an organization to prepare for contingencies that could prevent it from attaining its goals. This planning process will prepare a framework for the organization's orderly growth and progress, and build a strategy for the allocation of resources in a manner that will allow the organization to meet its goals.<sup>34</sup>

The plan is designed to define strategies. These strategies will develop, implement, and manage large urban law enforcement agencies with the goal of defusing community tension as it relates to hate crimes by the year 2006. The strategic plan will be based on the described future in the pessimistic scenario. Although this scenario is not the desired outcome for the future, it is better to plan based on the worse case scenario. In the pessimistic scenario, an African American president was elected to office in 2004 that sparked violence from hate groups and extremists who were facilitating the violence via the Internet. As the violence perpetuated, communities were feeling isolated and neglected by law enforcement that was too busy focusing on the hate crime investigation. It appeared that fear and hostility was brewing within the victimized communities. This was causing the community to feel distrust and animosity towards police. At

the conclusion, the victimized community was itself threatening retributive violence if the police did not meet their needs.

This is a long standing issue in terms of police response to crime. Law enforcement becomes driven by the crime, and the criminal investigation becomes their primary focus and responsibility once the victim has been interviewed. The main difference with a hate crime is the trauma effects more than the person directly victimized. Hate crimes have a long lasting effect on the community. Members of the Jewish community in Sacramento, after the firebombing of their synagogues, felt a sense of discomfort afterwards. One Jewish community member said that this feeling was like a disease that quickly spread feelings of terror and loathing across the entire community. Community victimology is not taught in the police academies or in advanced officers training. Law enforcement's investigative behavior is to focus on the actual victim, ensure their safety and well being, and to go vigorously forward with the investigation once the victim has been interviewed.

Why does this occur? It is law enforcement's nature, based on training and experience, to focus on solving the crime. Law enforcement personnel are not trained to recognize the outside effect that hate crimes have on the community. They are focused on a single victim, one that can be seen when they come forward and say they were injured by the actions of another. Some law enforcement personnel are still not culturally sensitive, at least enough to recognize the inclusiveness of the community, as a whole, when acts of hate occur. Some officers view hate crimes like they do any other crime, but hate crimes are different. They are generated and motivated out of pure hate for someone who is different. Law enforcement has embarked on training cultural sensitivity for many years. The California State legislature has mandated it. What was missing out of that training was the inclusion portion that broadens law enforcement's

representation of all people. The inclusion portion strengthens and enhances law enforcement's communication among individuals and across race, gender, and other diverse backgrounds. It creates best practice procedures and policies that promote respectful, high-performing, diverse, and inclusive organizations.<sup>35</sup>

### **Organizational Description**

The city of Sacramento is considered a metropolitan city that encompasses ninety eight square miles and a population of 407 thousand diverse residents. The city has a reputation of being political yet caring for the needs of its diverse communities. The Sacramento Police Department consists of one thousand men and women who are dedicated to protecting life and property, solving neighborhood problems, and enhancing the quality of life in Sacramento. The Sacramento Police Department has built into its organization mechanisms, which reach out into the community and support public involvement inclusion. The department has a long-standing statewide reputation of dedicating itself to a community policing philosophy. The department runs one of three Regional Community Policing Institutes (RCPI) in the state. The RCPI trains law enforcement and community members on community policing philosophy, strategies, and tactics. The department assigns neighborhood police officers to communities to work cooperatively with its members to solve neighborhood problems and quality of life issues. The department has established a number of working partnerships with businesses and community members to improve working relationships with open communication. They have also established a Biased Crimes Unit that solely investigates crimes that are motivated by hate.

The Sacramento Police Department has come to recognize that two factors can impact crime. The first is the police and its community must work together. The second is that both the

police and the community must genuinely care about their communities and the people who represent them. This means that the police department and the citizens of Sacramento must share of themselves to ensure they are looking out for each other. They must all ensure that both the department and the communities are inclusive of all cultures and they take time to respect and care for one another. Moreover, they continue to help educate each other through working partnerships that makeup Sacramento's communities.

In *Hate Crimes: The Rising Tide of Bigotry and Bloodshed*, the authors recommended forming coalitions in order to fight bigotry. Local governments, communities, and organizations need to bind together to fight prejudice and bias-motivated crime. According to Levin and McDevitt, these groups would serve as clearinghouses of information about services, victim's rights, and a focal point for resources.<sup>36</sup> Currently, no California law enforcement agency has a community response team in place that would only focus on community tension.

As the Sacramento Police Department and community bind together challenges will emerge, but they have positioned themselves to meet them head-on. The police department and the community have already cemented their commitment to collaborate. This commitment must continue so that it may provide a solid foundation for an even brighter future.

A vision, mission, and values statement was created for this project based on current Sacramento Police Department directives. The statements were modified however, to describe the department's progress towards the future.

This vision statement allows both members of the department and community to look forward from where we are to where we want to be. The mission statement describes how the department will work in partnership with the community to enhance the quality of life in the City of Sacramento. The value statement describes what the men and women of the Sacramento

Police Department value as core characteristics. The goals and objectives give us direction and a plan of action to address community tension as it relates to hate crimes.

### Vision Statement

The Sacramento Police Department is an organization that is dedicated to leadership in law enforcement. We raise the bar for others to reach. We endeavor to always be prepared for the future and we embrace the challenges that the future brings with open arms. We are an organization that actively and consistently supports inclusion and diversity. We are dedicated to working with our community members to maintain harmony and equality for all.

Included in the development of the strategic plan is the department's mission statement.

The mission statement emphasizes the ideas asserted in the vision statement and conveys the objectives that are necessary to accomplishing goals.

### Mission Statement

The mission of the Sacramento Police Department is to work in partnership with the community, to protect life and property, solve neighborhood problems, and enhance the quality of life in our City. We are committed to a vision of the future that is inclusive to the diversity represented in our communities.

### Values

#### The Sacramento Police Department Values Commitment.

As a member of the Sacramento Police Department, we accept responsibility for contributing to the quality of life in our community. We believe the character of our Department is best reflected in the quality of service provided by each of our members. We will meet the challenges of the future to provide quality through our shared values and commitment to:

- Serve in an impartial, courteous, responsive, and effective manner
- Maintain an attitude that respects the dignity and rights of those we serve
- Facilitate open communication with our community

- Support inclusion and diversity in our organization and in our community
- Professionalism that is the result of a clear sense of perspective and direction strengthened by teamwork and innovation
- Remain enthusiastic and put empathy first in the public and employee relations
- Promote community harmony, cooperation, and involvement
- Be ever mindful that we are members of the community that we serve<sup>37</sup>

All that we do will reflect a commitment that ensures we merit the support and trust of our community members.<sup>38</sup>

### Goals and Objectives

The Sacramento Police Department is committed to working with its community to create Unity Response Teams (URT):

- Within one year, URT will be developed to assist local law enforcement and the community during hate crime incidents
- The URT will consist of members of local law enforcement, members of the victimized community, local law enforcement chaplain, victim support personnel, legal aide, financial support liaison, and the media
- The URT will respond to a catastrophic hate crime, such as the Sacramento synagogue firebombings, with the ability to mobilize the community in a quick, efficient, and effective manner to assist and support law enforcement and victims of hate crimes
- The URT will promote positive intergroup relations among the diverse community through community service projects

- The URT will bring together people of different cultures, through inclusion training to help in understanding each other and to promote unity among all people
- The URT will serve as a clearinghouse for the community. This will consist of community activities related to improving relationships of all cultures, rumor control, and investigative case status and updates<sup>39</sup>

The goals and objectives provide the framework to address community tension as it relates to hate crimes. The desired outcomes of the goals and objectives represent what we hope to achieve by working in partnership with the community and living up to our core values.

#### Outcomes

- Law enforcement and the community work together to be better prepared to respond to hate crimes
- Law enforcement becomes more inclusive in sharing of information and meeting the needs of the victimized community
- Law enforcement develops a better understanding of the impacts of hate crimes as it pertains to the community as a whole
- Law enforcement helps to remove the communities' feelings of hostility, isolation, and tension that can result from hate crimes
- Law enforcement maintains the trust, confidence, and accountability with the victimized community

## Situational Analysis

This process involves the analysis of the organization's internal Strengths and Weaknesses and matching them to environmental Opportunities and Threats (SWOT). The "SWOT" framework is a means of identifying strengths and weaknesses that will be involved in the implementation of strategies that will be utilized to respond to community tension related to hate crimes.<sup>40</sup>

Preparing for the implementation of the strategic plan necessitates the analysis of all aspects of the organization. This can be achieved by developing an understanding of the organization's internal structure and matching the internal strengths and weaknesses with environmental opportunities and threats. Analyzing and identifying organizational strengths will assist in pinning down external opportunities and external threats so the analysis will be complete.

### Internal Strengths

- Because of an established community policing philosophy, the transitions of this plan should be accepted by most in the organization
- The upper management is committed to community involvement
- The department has already established community partnerships with a number of communities and grassroots organizations
- By being a large agency, we will have the time and personnel to dedicate to this plan.
- The City of Sacramento is currently involved in Inclusion Training

### Internal Weaknesses

- Organization is not totally inclusive of all races, cultures, or genders

- Different managers have different styles along with different goals and objectives for their own area of responsibility
- Communications between managers and line staff is not always fluid
- Limited budgets
- Not all personnel believe that hate crimes is an important issue

#### Environmental Opportunities

- Trustworthy relationships with community
- Positive media stories involving the police and the community
- Reduction or elimination of hate crimes in our community
- Police and outside organizations work together towards a common goal
- Peaceful communities

#### Environmental Threats

- Lack of or no funding
- Media misconstrues the purpose behind the Unity Response Teams
- Requires outside participation in order to be successful
- Community may not want to participate
- Community may not see this as a priority
- City government may not want to take on the risks

#### Stakeholders

Identifying stakeholders and analyzing their specific concerns and expectations is crucial to the planning process. A stakeholder is defined as an individual or group who's impacted by

the outcome of these strategies. The following eleven were identified as stakeholders who could assist law enforcement in defusing community tension.

1. Grass Roots Organizations, such as the NAACP, Anti-Defamation League, United Hmong Development, La Familia
  - Want positive interactions with law enforcement
  - May be initially suspicious of law enforcement's intent
  - Want to identify long-term benefits
  - Their endorsement will generate buy-in from the community
  - Want to be part of the decision making process
  - Want peace in their communities
2. Law Enforcement Chaplains
  - Want inclusive neighborhoods that cooperate with law enforcement
  - Will want to assist with the recovery of the targeted victim
  - Want a positive relationship that will foster reporting of hate crimes
  - Will legitimize law enforcement's intent in working with communities
3. Legal Aide of Northern California
  - Will want to ensure that the rights of the victim are protected
  - Will want to work with the City Attorney to ensure that a proper Memorandum of Understanding (MOU) is developed.
  - Will work with the victimized community to seek civil remedies against the attacker
4. District Attorney's Office
  - Want cooperative victims

- Want competent investigations that include all the effected victims
  - Want successful prosecutions
5. City Council
- Want minimal cost associated with this plan
  - Many wait to see if this plan is successful before they choose to support
  - When the leadership changes by 2004, the support for this plan may change
6. City Attorney
- Could possibly impede this plan due to liability issues
  - Will want to know the liability issues that are associated with this plan
  - Will want an MOU drafted between all parties and organizations involved
  - Will want roles and responsibilities outlined for all those involved
  - Does not want outside involvement in the investigative side of this plan
7. City Manager
- Wants to know the cost associated with this plan
  - Will want to know if the city is expected to fund any part of this plan
  - Wants to know how the city and the community will benefit from this plan
  - Will be concerned with how this will impact the city council and community relations
  - Will want to know the liability issues associated with this plan
8. Chief of Police
- Wants police and community partnerships
  - Wants positive police and community relationships
  - Wants the organization to be inclusive

- Will want policies and procedures associated with this plan
- Will want a budgetary plan and a cost benefit analysis
- Will be concerned with what the city manager, city council, and the community think of this plan
- Does not want liability exposure
- Will want endorsement from his managers, first line supervisors, and the Police Officer's Association (POA)

9. Police Officer's Associations

- Will want to ensure that outside agencies and non-sworn personnel are not doing police officer type duties
- Will want to be part of the decision making process
- Will want to ensure that officers are not doing work that is outside of the scope of their duties

10. Police Investigators

- Want cooperative victims and witnesses
- Want to arrest suspects who commit hate crimes
- Do not want to be hindered during the investigation
- Will support plan if they see that it benefits the investigation

11. Media

- Wants news stories
- Wants up to date and first hand information
- Wants to have an inside look at the process
- Will give the plan media attention and publicity

## **Strategy Development**

One of the purposes of a strategic plan is to educate. Educating those who will be effected by this plan is essential for achieving the desired goals and objectives. The process of educating the stakeholders will assist in the development and implementation of alternative strategies. Below are three strategies that will assist in the development and implementation of Unity Response Teams.

Strategy One: Executive management partnership meeting.

The success of the response teams depends on the cooperation from those stakeholders who will be directly involved in the actual response to a critical hate crimes incident. This approach will give the Chief of Police the opportunity to coordinate strategies with outside organizations. The Chief of Police will meet with the executive managers of the grass roots organizations, law enforcement chaplains, legal aide, the District Attorney, and selected members of the community. The Chief of Police can educate the stakeholders as to the purpose, goals, and objectives of the response teams. This process will help the stakeholders see the value this plan has for the community. These executive managers have approval authority for personnel and funding that will be involved in the response team concept. The Chief of Police can ask for a commitment from each of the stakeholders to provide staffing and support, on a limited bases, as the response team is needed. It is crucial the Chief of Police provide an opportunity for these stakeholders to give input into the process and most importantly, gain their political support. This support may be needed to influence other critical stakeholders, such as the City Manager, City Attorney, or City Council Members, should they have some concerns about the response teams.

### Strategy Two: City government support

This strategy involves working with city government stakeholders, such as the City Manager, City Attorney, and the City Council, so they can be educated on the purpose and value the response team will be for the community. Liability will be a major concern for the city management stakeholders, particularly for the City Attorney. At this point, the Chief of Police can provide an assessment of the risks, liabilities, and the minimal cost associated with this plan.

### Strategy Three: Departmental support

The Chief of Police must have the direct support of his management staff to institute this plan successfully. This strategy would involve having the management staff promoting this plan to other members of the Sacramento Police Department, as well as coordinating some of the inclusion training for departmental staff and outside agency personnel.

## Implementation Plan

The Sacramento Police Department will coordinate the implementation of this plan. The first six months of this process will be to identify and select personnel who will participate in the URT from each of the participating organizations. The participating organizations will need to identify essential personnel who will be dedicated to the mission of the URT. As organizations lend their personnel to this plan, responsibilities will be assigned to each of the URT members. The final six months of this implementation will be to train the identified members on the purpose, goals, and objectives of the URT. The members will also be trained on the significant roles and responsibilities of the URT. The URT will be comprised of the following members:<sup>41</sup>

- Unit Response Team Leader

The URT leader will be responsible for the overall URT operation. The team leader is the central contact point for all members of the URT and will ensure that all team members are working on their goals. The URT leader will also be responsible for the URT Annual Report. The response team leader can be an active member of a grassroots organization or a selected Sacramento Police Department Sector Captain, possibly where the hate crime occurred.

- Public Safety Liaison

The Public Safety Liaison will be responsible for monitoring the progress of the investigation and sharing pertinent information with the URT. The Public Safety Liaison will not share information with the URT that would compromise or conflict with the investigation of the law enforcement case. The Public Safety Liaison can be the Executive Lieutenant or Watch Commander assigned to the area where the hate crime occurred.

- Media Affairs Liaison

The Media Affairs Liaison will be responsible for media relations and will work closely with the Sacramento Police Department's Public Information Officer. The Media Liaison will also be responsible for planning press conferences and releases of information from the URT. Any member of the participating organizations can be placed in this position.

- Law Enforcement Chaplains

The Law Enforcement Chaplains will respond with the URT and assist in mitigating the trauma that occurs with hate crimes. The chaplains will be alerted to all situations where

the targeted victims, community members, or police officers involved in the investigation may need their services.

- Victim Support Liaison

The Victim Support Liaison will be responsible for providing the hate crime victim with support. This team member will be well acquainted with all the support service resources available and will work closely with the law enforcement chaplains. The Victim Support Liaison will be a member of the District Attorney's Victim Support Services Division.

- Legal Affairs Officer

The Legal Affairs Officer will work closely with the targeted victim and community members to seek civil remedies against the attacker. The Legal Affairs Officers will be a Pro Bono Attorney from Legal Aide of Northern California.

- Financial Support Officer

The Financial Support Officer will be responsible for the accountability of funds that may be raised for any URT project. These projects may include, but are not limited to, reward funds, victim support funds, and memorial funds. Any member of the participating organizations can be placed in this position.

- Victim and Community Liaison

The Victim and Community Liaison will be responsible for any communications with the victim, the victim's family, and effected community members. This person is generally someone who is known by the victim and/or the community such as a family member or close friend of the victim, a community pastor, community activist, or a neighborhood association member, etc. As information develops, the Victim/Community Liaison will provide this timely information to the victim and to the effected community members.

The URT will only respond to hate crime incidents as needed. The type of response will be dictated by the level of seriousness of the crime and the impact on the community. The level of response will be determined by the URT leader. Since the URT is composed of mostly volunteers, the type of response is extremely important in sustaining interest by the members of the URT in all future incidents. The following is a breakdown of the levels of response for the URT:<sup>42</sup>

### Level III

This is the highest level of response and should only be used in major hate crime incidents. All of the URT members listed above would be activated to mobilize.

Examples of a Level III response would be a hate-related murder, church bombing, or Columbine type shooting incident.

### Level II

A Level II response is used in those situations that do not meet the seriousness stated in Level III. Examples of a Level II response would be a church or residence that was tagged with hate graffiti or a family that is being terrorized by a hate group. In a Level II response, a smaller group of URT members will be mobilized to assist the victims. The URT leader will determine which members will be included in a Level II response.

### Level I

There are numerous examples of hate crimes that occur which do not require a major response. Examples of a Level I response are minor hate graffiti by juveniles or racial disturbances between neighbors. In a Level I response the URT leader will have the Victim Support Liaison contact the victims and direct them to the appropriate service providers.

Once members of the URT have been identified, a training plan must be developed in order to educate all URT members on the significance of their roles. The following organizations can contribute to the training plan.

- Law enforcement chaplain's victim support training
- City of Sacramento, Inclusion Commitment Training
- Simon Wiesenthal's Museum of Tolerance
- Grassroots organizations familiarity workshops

In order to develop an effective organized response, the URT will participate in a mock hate crime exercise with all of the agencies and community groups that will be involved in an actual response. This exercise will be video taped so that it can be shared with other regions, the media, and critical stakeholders on how law enforcement and the community can respond to community tension as it relates to a hate crime incident. The mock exercise will be incorporated into the training plan and participated in annually.

In order to assist in the success of the URT, a statement must be made by the community in support of the URT. The community must also acknowledge the commitment that all of the organizations involved have taken to address community tension as it relates to hate crimes. It is also important to include a unified message from the community that acts of hate will not be tolerated. The Media Liaison person will arrange for a press conference to introduce the concept of the URT. Key members of the URT, and the organizations they represent, will be introduced to the public. A unified statement will be addressed to the public indicating that hate crimes will not be tolerated in this city and all of the participating organizations are committed to this cause.

Yearly evaluations will be the responsibility of the URT. The evaluations will be used to determine vital feedback on the success of the URT and to see if the stated outcomes are being

met. The evaluation information will be provided to the public in the form of a Unity Response Team Annual Report. Included in the annual report will be synopsis information regarding incidents the URT responded to during the year. Evaluation comments will also be included in the annual report. These comments should be gleaned from the following:

- The participating members of the URT
- The participating agencies involved in the URT
- Members of the community in which the URT served

A measure of the success of the stated outcome will be obtained based on the satisfaction or dissatisfaction of those participating in this plan and from those members of the community who have experienced the URT response.

### Conclusion

The major challenge to implementing this plan is so many wide-ranging organizations will be participating. In order to address community tension, as it relates to hate crimes in the future, it is important to include a number of diverse groups with varied views and ideas. Most of these organizations have their own impending plans for the future, however, they will all want to address community tension as hate crimes increase in the years to come. As each organization comes to the table with different opinions, vision, and expectations, it will be vital to ensure a smooth transition for this plan's implementation. A smooth transition will make certain this plan is successful. A transition management plan will encourage flexibility and consistency among all of those who are involved.

## **CHAPTER FOUR**

### **TRANSITION MANAGEMENT**

#### Introduction

A significant dilemma for progressive leaders is how to maintain stability in the organization and, at the same time, provide for creative adaptation of outside forces, stimulate innovation, change roles, relationships, and organizational culture. As we prepare for implementing strategies to address community tension, as it relates to hate crimes, increasing external pressures or shifts in priorities of the organization's leadership will demand that the organization change the way it does business. To create and sustain such patterns, the progressive leader needs to understand why change is important and how to achieve support for organizational change to acquire success.<sup>43</sup>

#### **Commitment Plan**

An important aspect to organizational change is a critical mass of individuals or groups whose active commitment is necessary to provide energy for the change to occur.<sup>44</sup> The following is a list of individuals or groups whose active support is necessary for this plan.

- Grassroots Organizations
- Law Enforcement Chaplains
- Legal Aide of Northern California
- District Attorney
- City Manager
- City Attorney
- Chief of Police

- Police Management
- Line Staff

The next step in this plan is to gain a commitment from the critical mass. The strategy used in this project, to form a diagnosis and action plan, is a commitment chart (Table 4.1). This technique works on the assumption the commitment of each member or group within the critical mass is necessary for the plan to succeed.<sup>45</sup>

Critical Mass Groups/ Individual	No Commitment	Let it Happen	Help it Happen	Make it Happen
1. Grassroots Organizations	X	→	O	
2. Law Enforcement Chaplains	X	→	O	
3. Legal Aide	X	→	O	
4. District Attorney	X	→	O	
5. City Manager		X O		
6. Chief of Police		X	→	O
7. Police Management	X	→	O	
8. Line Staff	X	→	O	

Commitment Chart  
Table 4.1

Within the commitment chart, columns three to five have listed three levels of commitment.

1. Let it happen
2. Help it happen

### 3. Make it happen

The **O** below the levels of commitment indicates the minimum amount of commitment this plan must have for this change to occur. The **X** indicates the present level of commitment by the group or individual. The arrow gives an indication of the work to be done.

An analysis of the commitment chart indicates most of the groups and individuals listed in the critical mass are in a position to make the implementation of URT happen. These organizations, however, presently have no commitment to this project because the concept is new. The Chief of Police is in a position where he can let this project happen, however, he or she will be the catalyst to make this project happen and get the other groups to commit. The City Manager is neutral in this process and currently can let this project happen.

There is a considerable amount of work that needs to be completed in terms of gaining the commitment of most of the critical mass. Often, when people are not committed to the degree required to make this change possible, they initially resist.<sup>46</sup> The Grassroots Organizations may be skeptical of law enforcement's intentions or they may believe they will not be able to gain community support for this plan. Legal Aide may not have the personnel to commit to this project. The legal position for this project will require a pro bono attorney and Legal Aide may not agree with this arrangement. The City Manager may be influenced by the City Attorney's opinion that this project is too risky and could create considerable liability. Police Managers may resist this project due to the increase in responsibility and burden placed on them to participate. In addition, the line staff and may see this plan as just another empty program that has no value to traditional law enforcement.

Where resistance exists, it is necessary to acknowledge the resistance, but it is also necessary to find ways to neutralize the resistance. Neutralizing the resistance will allow the

opportunity to have the resisters hear the ideas behind this plan. An advantage and opportunity must be obtained to explain this plan and eventually gain support. The strategy that will be used to provide this opportunity will be a process of Problem Finding.

Problem Finding is a process by which all of those involved with this plan come together to identify and clarify all aspects of the problem, such as community tension as it relates to hate crimes, and then come up with solutions, in this case, Unity Response Teams. This was stated as one of the implementation strategies listed in Chapter Three. This process allows all of those involved to listen to each other without having to screen out what they are hearing which could be based on personal bias. Problem finding assumes that the very process of clarifying the issues, or problem, will be unthreatening enough to encourage commitment.

There are some rules to consider when using this strategy.

- Problem finding can only be used for identifying the issues and problem. No action is allowed in this process.
- The participants must be willing to work only to clarify the issues and problem.
- The framework of this process must allow for a free exchange of ideas.
- The process must be aimed at limiting the sense of risk among the participants.

This problem finding process will occur when the Chief of Police meets with the executive managers of the grass roots organizations, law enforcement chaplains, legal aide, the District Attorney, City Manager, and selected members of the community. The Chief of Police will utilize this method to educate the critical mass as to the purpose, goals, and objectives of the URT. This process should clarify the issues for the critical mass and will provided them an

opportunity to see the value this plan has for the community. This course of action should also secure political support for the Chief of Police.

### Transition Techniques

Part of the transition plan is to educate others on future events and how they will influence all of those involved. The next step is to determine how the critical mass will interact with each other during the implementation of this plan. To find out the specific behaviors desired to implement this plan, one needs to define the optimum behavior for each individual or group involved in the implementation of this plan. These roles will ultimately affect decisions or actions related to this plan. To do this, a responsibility chart should be designed to assess alternative behaviors for each of the individuals or groups within the critical mass.<sup>47</sup>

Responsibility charting clarifies behavior that is required to implement this plan. It helps to reduce ambiguity, wasted energy, and adverse emotional reactions that could arise from individuals within the critical mass.

The responsibility chart is normally outlined during a strategy meeting between those identified in the critical mass. The critical mass will meet to formulate a list of actions, decisions, and activities that will affect their working relationship as a result of implementing this plan. This list of activities will be recorded on the vertical axis of the responsibility chart. The critical mass members will then identify the people involved in each of the activities. These individuals or groups will be recorded on the horizontal axis of the chart.<sup>48</sup>

<b>Actors</b> →	<b>Grassroots Organization</b>	<b>Chaplains</b>	<b>Legal Aide</b>	<b>District Attorney</b>	<b>City Manager</b>	<b>Chief of Police</b>	<b>Police Managers/ Line staff</b>
<b>Decisions</b>							
Meet w/ Org's		S				R	
Personnel Resources	S	S	S	S	A	S	S
Define Plan				S	I	A	S
Build Strategies		R	S			S	R
Meet w/ Community	R				I	S	S
Train Personnel	S	S	S	S		S	
Maintain Timelines	R	R	R	R	I	R	R

Reasonability Chart  
Table 4.2

The members of the critical mass will then chart the required behavior of each of the groups or individuals concerning any particular action or decision, using the following classification:

- R = Responsibility – has the responsibility for a particular action.
- A = Approval – has power to veto the action.
- S = Support – has to provide resources for the action.
- I = Inform – must be informed or consulted before the action, but can not veto.

The value and purposes of the responsibility chart is to gain agreement of the actions that are needed to go forward with this plan. It is also used to develop a clear understanding and appreciation of people's roles and required behavior that will grow from the charting process.

Table 4.2 illustrates what the critical mass members could produce should they come together for this purpose. An analysis of this chart indicates most of those listed in the critical mass must provide some type of support resources in order for this plan to be successful. The

Chief of Police will be the synergist to make this plan happen. The Chief of Police will have to obtain the approval of the City Manager. The Chief of Police will meet with community and political organizations to gain their support for this plan. The Chief of Police will also be part of the process that will clearly define the specifics of this plan. The Chief of Police will lend his own personnel resources to build on to the strategies and identify training needs for this plan. Finally, all of the critical mass will have to establish and monitor timelines for their tasks. In reaching these timelines, everyone must be flexible and accountable. This process of flexibility and accountability is important for the success of the working group.

### Conclusion

The way of doing business and getting work done in the future will change as organizations flatten and convert their organizations to being more responsive to competitive demands and the changing needs of their stakeholders. As law enforcement addresses community tension related to increasing hate crimes violence, partnerships and collaboration will be the necessary model to working effectively in the future. Successful law enforcement leaders will be individuals who facilitate and engage in change to maintain the organization's effectiveness.<sup>49</sup> If law enforcement leaders cannot make this possible, organizations will fail to meet the needs of their demanding communities and lose the confidence of those that we are paid to serve.

## CHAPTER FIVE

### CONCLUSION

#### Project Summary

The unquestionable truth is that hate crimes have been a long part of human history and will remain as a distressing element of our future. From the earliest recorded history to the present there are accounts of individuals and groups committing acts of intimidation and violence against others simply because of their race, religion, physical handicap, and sexual orientation. Every hour in America, someone commits a hate crime. Every day in America, eight African Americans, three whites, three gays, three Jews, and one Latino become hate crime victims. Every week in America, a cross is burned.<sup>50</sup> As law enforcement leaders focus on the future trends of hate crimes, it is evident this problem is increasing worldwide, and will continue to increase, further heightening the importance of this issue.

As a process of this research, trends were identified that will influence the future of hate crimes. Some of these trends were:

- Demographics are changing. Increases of the minority population will be a source of frustration for both Caucasians and minorities. These two groups will be competing for the same resources that may lead to hostility on both sides.
- The speed and access of the World-Wide-Web and the Internet will present many challenges for law enforcement in the future. The Internet provides a source for hate groups to spread their messages and recruit members. This activity goes relatively unchecked due to increasing number of hate groups using the Internet. In most cases, law enforcement can not take any enforcement measures because of first amendment protections of free speech provided by the constitution.

- The lack of consistent hate crime statistics. In order to accurately track hate crimes, federal legislation must be enacted to mandate hate crimes reporting by all law enforcement agencies throughout the nation.
- Victims are discouraged from reporting hate crimes to law enforcement. The impetus behind this issue is that because some minority communities lack confidence in the criminal justice system they are reluctant to report a hate crime. This does not mean that hate crimes are declining. On the contrary, hate crimes are increasing and it is up to governmental and criminal justice organizations to link together and build relationships with the diverse communities that hold animosity and distrust.

This project outlined strategies that large urban law enforcement agencies could use to defuse community tension as related to hate crimes in the future. Law enforcement plays an important role in responding to hate crimes. Their actions in protecting and helping the victim at the scene of a hate crime, conducting the initial investigation, and reporting the matter to outside resources, are critical factors in determining the response of both law enforcement and the community to the incident. One of the inherent problems with law enforcement's response to hate crimes is that, in some cases, law enforcement personnel may view a hate crime like any other crime. This project suggested that hate crimes need to be viewed differently by law enforcement. Law enforcement needs to recognize what a hate crime does to a community and respond to the needs of not just the victim but also the victimized community.

As was stated, hate crimes not only affect the victim, but also have a devastating effect on the community which the target victim represents. A sense of vulnerability, tension, and fear can stretch throughout a victimized community. Communities have become polarized, not just by the incident itself but also by the straightforward police response that is perceived as callous and

apathetic. This can lead to unrest within the community and distrust of police and government officials. A recent study by Gregory M. Herek, Ph.D., Department of Psychology, University of California, Davis, suggested the negative effects of a hate crime might last longer than those of any other crime. A hate crime victim maintains higher levels of depression, stress, and anger for as long as five years after the victimization occurred. The reason for much of the distress was that a hate crime survivor feels a heightened sense of personal danger and vulnerability. This is due to the fact these types of attacks are based on a fundamental aspect of the victim's personal identity. These feelings of personal danger, anger, and vulnerability usually infuse themselves into the community, which the victims represented.<sup>51</sup>

### **Recommendations for the Future**

It is incumbent upon law enforcement leaders to work with individual and community victims to reduce the amount of tension after a hate crime has occurred. In doing so, fear, anger, and retaliatory violence may be thwarted. Plans such as increasing the public's awareness on hate crimes issues, through diversity awareness media campaigns, are all well intended. With the assistance of the news media, law enforcement can help to educate the public about other cultures thereby decreasing prejudice. As hate crimes increase, law enforcement leaders will have to go beyond basic crime prevention tactics for successful outcomes in the future. Law enforcement leaders must strengthen their collaborative efforts with victimized communities to create a multidisciplinary planning process to coordinate community and law enforcement approaches to respond to hate crimes. Currently, most law enforcement agencies do not have any type of community response in place. Based on the research of this project, Unity Response

Teams are the most effective way to address community tension as it relates to hate crimes in the future.

Unity Response Teams allow local governments, community members, church groups, and non-profit organizations to come together to ease the communities tension that is commonplace with prejudice and bias-motivated crime. Unity Response Teams can respond to a crisis, resulting from a hate crime, with the ability to mobilize the community quickly and efficiently in a manner that will support law enforcement's efforts in solving hate crimes. The Unity Response Teams can promote intergroup relations within the community that was victimized and threatened by the hate crime. They can also bring together people of different cultures to better understand each other and to promote unity among all people living within a stricken community. Finally, a Unity Response Team can act as a clearinghouse for the community. This would consist of community activities related to improving relationships of all cultures, rumor control, and investigative case status and updates.

### Implications for Leadership

Along with this approach, several other strategies can be studied. These strategies involve the community, the educational systems, and the police. Leadership involves looking towards the future and recognizing the changes that need to be made in order to be successful in the workplace. These strategies might enhance the effectiveness of the Unity Response Teams.

These strategies are:

- Diversity and tolerance education – this could target elementary school children to help them relate to others from different backgrounds and cultures. Sociologists have

indicated children recognize racial differences early in life and by the age of 12, they have already developed stereotypes.<sup>52</sup>

- Strengthen law enforcement's multilingual reporting and educational services – law enforcement must continue to target bilingual and multicultural police officers so departments can bridge language and culture gaps within our communities. Bilingual hiring notices posted in immigrant communities will assist in this endeavor. By reaching out into these communities, law enforcement can better protect minority groups that might otherwise fear police.
- Community based dispute mediation – conflict management programs provide mediation services to prevent disputes from escalating into larger community problems.
- Legislative/Court monitors – volunteers watch their local court system and legislative body for hate related decision-making. These monitors analyze court cases and legislative bills that involve hate crimes. They then meet with court and legislative leaders to interact and make suggestions.

### Cost Analysis

#### Personnel

A majority of the cost of this plan will be absorbed by the participating agencies. The personnel who are involved in the URT as members will be volunteers from their organizations and the time spent involved in URT activities will be normal work time for the participants.

## Training

Training costs will be absorbed by the participating agencies attending the sponsored training. Training expenses will vary from year to year. Participating agencies should budget for anticipated expenses in their annual budget process.

## Project Funding:

Funding for URT projects will come from community donations. There should be no cost incurred on the participating agencies.

## Equipment:

The following equipment will be needed, at a minimum, for each of the URT members.

- Cellular telephone

Projected cost will be approximately \$350 per year, per URT member.

- Alpha – Numeric Pager

Projected cost will be \$150 per year, per URT member.

- Members can opt to use equipment they have been issued by their respective organization.

This nominal cost will be absorbed by the participating agencies at a group rate provided by a local vender.

## Possible funding sources

Federal, state, and local grants could possibly be obtained to support the URT expenses. Sponsorships from private sector businesses and companies are also potential sources.

## Conclusion

There is some good news. All over the country people are standing up and fighting hate. Schools are promoting tolerance and inclusion. In addition, more often than not, when hate flares up, good seems to erupt as well. In the fight against hate crimes, law enforcement agencies will only have a limited impact alone. It will take the efforts of a community working in partnership with its law enforcement agency to rise above the acts of prejudice and injustice. Levin and McDevitt noted,

The criminal justice system, even when it operates at maximum effectiveness, is limited in its ability to stem the rising tide of bigotry and bloodshed. Solutions that work will require that our leaders lay the groundwork by long-term planning to reduce both intolerance and resentment.<sup>53</sup>

Hate is like a sickness, eating away at the strength of humankind. Although the fight against hate crimes on the national and local levels is getting more aggressive, the problems this crime wreaks on the victim and the community is more devastating than what law enforcement could ever prepare for. Hate crimes can cause victims to view the world, and people in it, as malevolent and experience a reduced sense of control. As the research to this project indicates, hate crimes will increase in the future causing more devastation to our communities. It is critical for law enforcement to work closely with their communities to strengthen relationships and build responsive partnerships to address the tension that communities experience in the wake of such an intolerable offense.

Appendix A  
Nominal Group Panel Members

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1. Randy Hood Sacramento Unified School District
2. David Gonzalves City of Sacramento
3. Gary Ziegenfuss City of Sacramento & Beni Israel Synagogue
4. Frank Louie Business Owner
5. David Spisak California Commission on Peace Officers Standards and Training
6. Rick Braziel Sacramento Police Department
7. Mindy Russell Law Enforcement Chaplain

Appendix B  
List of Trends

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1. Lack of political leadership on a national level.
2. Increase in diverse population.
3. Immigration influx to California.
4. Urban center based social services.
5. Victims targeted because of their race.
6. Public confusion as to what a hate crime is.
7. Misperception on how hate crime remedies are enforced or investigated.
8. Feeling of helplessness by hate crimes victims and the community.
9. Competition for resources.
10. Politicians exploiting hate crime issues.
11. Attitude of “X” generation, what is in it for me attitude.
12. Media distortion of hate crimes issues.
13. Lack of media accountability.
14. Societies acceptance of violence.
15. Hate groups using a variety of media sources.
16. Abnormal behavior becoming the norm.
17. Use of Internet by hate groups.
18. Law enforcement training is not keeping pace with current hate crimes legislation.
19. Media educates those predisposed to commit hate crimes.
20. Enhanced hate crime reporting due to minority hiring by law enforcement.
21. Economic slowdown.
22. Society recognition of the importance of hate crimes.
23. Acceptance of deviant behavior.
24. Hate crimes impacting more than just the individual.
25. Moral religious fabric has decayed.
26. Lack of personal responsibility.
27. Restorative justice.
28. Proliferation of negative role models.
29. Glorification of violence.
30. Lack of parental involvement.
31. Positive community education due to cultural mix.
32. Availability of hate crimes training.
33. Lack of character building.
34. Acting out prejudice.
35. Population coming back to the inner city.

Appendix C  
List of Events

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1. President Bush is impeached.
2. Multiple synagogue bombings.
3. Political assassination.
4. Another Columbine incident here locally.
5. Stock market crashes.
6. Holly war in the Middle East erupts.
7. State of California builds more Museums of Tolerance.
8. Gun control bill is passed.
9. Attack on local power grid.
10. The election of a “non-traditional” president.
11. 100% minority representation in the 2002 election.
12. Race war erupts in the United States.
13. Repeat attack on the world trade center.
14. Religious extremist and white supremacists unite to kill off Homosexuals.
15. Sadamm Hussain is overthrown with U.S. involvement.
16. Political redistricting.
17. Legislature mandates hate crimes reporting.
18. Police recruitment is hindered due to racial profiling legislation.
19. Grassroots movement becomes the norm.
20. Supreme Court over-rules split of Microsoft.
21. Third LAPD scandal.
22. Caucasian population drops below 50%.
23. New Civil Rights legislation enacted.

## NOTES

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<sup>1</sup> Simon Wiesenthal Center, *Hate Behavior and Hate Crimes: What Motivates People to Hate?* (Sacramento: Senate Publications, 1999), 2-3.

<sup>2</sup> Ibid.

<sup>3</sup> Jack Levin and Jack McDevitt, *Hate Crimes: The Rising Tide of Bigotry and Bloodshed* (New York: Plenum Press, 1993), 1-8, 75, 86-87.

<sup>4</sup> Vince DiPersio and William Guttenburg, *Hate.Com: Extremists on the Internet* (New York: Home Box Office Films, 2000) Short Video.

<sup>5</sup> Cass R. Substein, "Is Violent Speech a Right?," *The American Prospect Magazine*, (Summer 1995), 23.

<sup>6</sup> American Psychological Association, "Hate Crimes Today: An Age-Old Foe In Modern Dress." Internet. <[www.apa.org/pubinfo/hate/homepage.html](http://www.apa.org/pubinfo/hate/homepage.html)>. Accessed: November 1, 2005. 6.

<sup>7</sup> Simon Wiesenthal Center, 88

<sup>8</sup> United States Census Bureau Website. Internet. <[www.census.org](http://www.census.org)>. Accessed April 8, 2001

<sup>9</sup> American Psychological Association, 10.

<sup>10</sup> Karen McGill Lawson and Wade Henderson, "Hate Crimes Are a Serious Crime," in *Hate Crimes, Opposing Viewpoints* (Washington, D.C.: 1997), 17.

<sup>11</sup> DiPersio and Guttenburg.

<sup>12</sup> Bureau of Justice Assistance, *A Policymaker's Guide to Hate Crimes* (Washington D.C.: U.S. Department of Justice, 1999), 1-3.

<sup>13</sup> Ibid.

<sup>14</sup> International Association of Chiefs of Police, *Responding to Hate Crimes: A Police Officer's Guide to Investigation and Prevention* (Alexandria: International Association of Chiefs of Police, 1999), 5.

<sup>15</sup> Bureau of Justice Assistance, x

<sup>16</sup> Ibid.

<sup>17</sup> International Association of Chiefs of Police, 6-7.

<sup>18</sup> Edward D. Barlow, "Leading and Managing in a Continuum of Change" (handout presented at Command College, Session 1, San Marcos, California, May 16, 2000).

<sup>19</sup> Federal Bureau of Investigation, Hate Crime Statistics, 1992 (Washington D.C.: Department of Justice, 1992); Hate Crime Statistics, 1993 (Washington D.C.: Department of Justice, 1993); Hate Crime Statistics, 1994 (Washington D.C.: Department of Justice, 1994); Hate Crime Statistics, 1995 (Washington D.C.: Department of Justice, 1995); Hate Crime Statistics, 1996 (Washington D.C.: Department of Justice, 1996);

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<sup>23</sup> Simon Wiesenthal Center, 70.

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<sup>25</sup> Substein, 23

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- <sup>31</sup> Ibid., 2
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- <sup>45</sup> Ibid., 93
- <sup>46</sup> Ibid., 94
- <sup>47</sup> Ibid., 104
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- <sup>50</sup> Simon Wiesenthal Center, 97.
- <sup>51</sup> Gregory M. Herek, “The Impact of Hate Crime Victimization,” American Psychological Association Website, Internet.<[www.apa.org/ppo/pi/herek](http://www.apa.org/ppo/pi/herek)>. Accessed: January 13, 2001. 1
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