

HOW WILL MID-SIZED URBAN AGENCIES MANAGE INTERGROUP
CONFLICT IN DIVERSE ORGANIZATIONS BY 2007?

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Peace Officer Standards and Training

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

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

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

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CONTENTS

Chapter 1 INTRODUCTION

Introduction to the Issue.....	1
Colorblindness As It Relates to Conflict	3
Diversity and the Importance of Trust	5
Trends Relating to Intergroup Conflict.....	7
Seattle Police Case, Black, White Officers.....	7
Black Perspective.....	10
Prince George Police Case, Black, White Officers.....	13
Washington D.C. Police Case, Hispanic, Black Officers	14
Omaha Nebraska Policy Study, Hispanic Issues	16
Hispanic Perspective	16
Oceanside Police Case, Black, White, Hispanic, Female, Homosexual.....	18
Asian Perspective.....	19
White Perspective	21

Chapter 2 FUTURES STUDY

The Nominal Group Technique	
Explanation of Study and Panel Composition	23
Table 2.1 Trend Summary Table	25
Trend Analysis	25
Table 2.2 Event Summary Table	31
Event Analysis	31
Cross Impact Analysis	36
Table 2.3 Trends and Events.....	37
Future Scenarios	
Pessimistic Scenario.....	42
Optimistic Scenario.....	46
Normative Scenario	49

Chapter 3 STRATEGIC PLAN AND TRANSITION MANAGEMENT

Definition and the Importance of Trust	53
Situational Analysis	
Threats and Opportunities.....	53
Strengths and Weaknesses	54
Concept of Zero Tolerance and Zero Barriers	58
Cultural Awareness Training	60
Stakeholder Identification.....	61
Vision Statement.....	63

Cultural Competency, A Definition	64
Culture Scanning, Ombudsman	65
Concept of Forgiveness.....	67
Transition Management	68
Critical Mass	69
Goal Setting, tasks and responsibilities	70
Organizational Obstacles and Tools for Change	72
 Chapter 4 FINDINGS – IMPLICATIONS – CONCLUSIONS	
 Faulty Cultural Assumptions	75
Capability of Change	76
Conclusion	78
 Appendix	
NGT Panel	80
Trend Summary	81
Event Summary.....	84
 Endnotes.....	86
 Bibliography	91

CHAPTER ONE

INTRODUCTION

Does the composition of a law enforcement organization matter? Should its goal be ethnic equality or just plain quality? Some expect the police force should mirror community demographics. That guarantees nothing. Police failures have caused some in society to reason that law enforcement's problem is its traditional male Christian whiteness. Perhaps its failures are more due to a lack of understanding and awareness of individual and institutional biases. All people regardless of ethnicity have preferences and inclinations that could affect impartial judgement.

On August 28, 1963, Martin Luther King Junior, a black civil rights leader, delivered the famous "I Have a Dream" speech on the steps of the Lincoln Memorial in Washington D.C.¹ He remarked that one hundred years earlier Abraham Lincoln signed the Emancipation Proclamation which was "a great beacon of hope to millions of Negro slaves."² He opined however that on August 28, 1963, the Negro was still not free. Segregation, discrimination, and poverty were the lot of America's blacks.

He preached a dignified and disciplined social revolution with the goal of achieving true citizenship rights. He spoke of the need not to distrust all white people and remarked at the attendance of whites in support of his cause present during the speech. He spoke of persecution and of being "staggered by the winds of police brutality", and he spoke of his dreams.³

The first dream was, "I say to you today, my friends, that in spite of the difficulties and frustrations of the moment, I still have a dream. It is a dream deeply rooted in the American dream."⁴ Was he talking of a shared culture, a sum greater than its individual parts? American democracy, the great social experiment that guarantees equal constitutional rights and

responsibilities to all its members regardless of race, ethnicity, gender, age and religion or any other of the things that make us different individually yet Americans collectively. The second dream, in order as delivered in his speech is, “I have a dream that my four children will one day live in a nation where they will not be judged by the color of their skin but by the content of their character.”⁵

On September 28, 2001, the American Civil Rights Coalition and Mr. Ward Connerly, a black civil rights leader, submitted the Racial Privacy Initiative to the California Attorney General. If enough signatures are collected this ballot initiative will be voted on; if approved it would amend the California Constitution. It would prohibit the state from classifying someone by race, ethnicity, color or national origin in the operation of public education, public contracting, or public employment.⁶

Persons both black and white argued against the value, merit and sincerity of the points raised in Martin Luther King’s “I Have a Dream” speech in 1963. Today, 40 years later, people both black and white argue against the value, merit and sincerity of the Racial Privacy Initiative. Ruben Navarrette Jr., a columnist for the Dallas Morning News, addressed this initiative with these comments:

A person’s race, ethnicity and national origin still matter in the United States – more than they should – and they still go a long way in determining who becomes well-off and who winds up with his face pressed up against the storefront window. Californians may ultimately decide to stop government from taking account of race. But what’s to be done about the rest of us?⁷

Dr. King preached a social and political path to change through revolution. The Racial Privacy Initiative will attempt change through a constitutional amendment. Change will and has occurred as a result of, or in spite of, these and other efforts. The challenge then becomes the ability to manage this change and its effect on organizations.

All people emphasize what divides them. Instead of celebrating diversity, it is used to build walls. Look at the popular media on any given day for examples of how race, ethnicity and gender are used. Law enforcement must be objective in policing the communities it serves. As law enforcement becomes more diverse, individuals bring their collective baggage to the table. How do organizations deal with or appropriately manage bias to objectively enforce laws in a colorblind society?

Colorblindness can't be wished into organizational policy and philosophy. The majority, regardless of whom they happen to be at the time, always has the privilege of not understanding why race, color, ethnicity, gender, or religions matter. If it doesn't personally affect the majority, they have difficulty understanding why issues are important to the minority. One needs only to scan local news sources for a couple of days to see that race matters. It shouldn't, but it does. Consider the following headlines, "Police officer wins reverse discrimination lawsuit."⁸ The article reports on a white police lieutenant who sued the city of Inglewood after being passed over for promotion. He lost the position to a black officer and felt the predominantly black city council selected the black applicant in spite of the white lieutenant's superior qualifications. The jury agreed and concluded that race did matter.

In her book, "Seeing a Color-Blind Future, The Paradox of Race," Patricia Williams writes on the problems associated with trying to wish our conflicts away.

There's a lot of that in the world right now: someone has just announced in no uncertain terms that he or she hates you because you're dark, let's say, or Catholic or a woman or the wrong height, and the panicked authority figures try to patch things up by reassuring you that race or gender or stature or your heartfelt religion doesn't matter; means nothing in the calculation of your humanity; is the most insignificant little puddle of beans in the world. While I do want to underscore that I embrace color-blindness as a legitimate hope for the future, I worry that we tend to enshrine the notion with a kind of utopianism whose naivete will ensure its elusiveness. In the material world ranging from playgrounds to politics, our ideals perhaps need more thoughtful, albeit more complicated

guardianship. By this I mean something more than the I think therefore it is school of idealism. I don't think about color, therefore your problems don't exist. If only it were so easy.⁹

Someone could establish a working model of functional organizational diversity and law enforcement could be that institution. How does it get there? With great strides and accomplishments come great challenges and problems associated with diversity in an organization. It is normal for people to associate with those of similar race and ethnicity, cultural segregation, yet be reluctant to openly discuss these preferences. One futures forecast sees this trend continuing. Edward Cornish forecasts that communities may become increasingly more segregated by choice.

In the United States, members of each demographic group generally prefer to live with others of their kind. Gay people, artistic people, Koreans, blacks, and other groups often cluster together, and this mutual attraction should grow as infotech permits more freedom from the worksite.¹⁰

Is it okay to value sameness yet appreciate differences. Cherish individual culture and value another's. Fear hinders the ability of people to do so. There is almost a taboo on frank discussion. Thomas Sander, executive director of Harvard University's Saguaro Seminar: Civic Engagement in America explains this as the presence or absence of "social capital."¹¹ Social capital is the presence and involvement in formal and informal means of socializing. It is getting to know one another and trusting people. Social capital is becoming engaged in the activities and culture of an organization. In a community or organization where there is a high level of social capital, a climate of trust exists.

We use the term bridging social capital to refer to social connections that cross several cleavages in society like race or ethnicity. And the fact remains that more of our friendships tend to be what we call bonding social capital, connecting people who are alike, than bridging social capital. That is understandable. The folk maxim that birds of a feather flock together captures the fact that, in our terminology, it is easier to build bonding social capital than it is to build bridging social capital. Nevertheless, bridging

social capital is terribly important for better understanding, improved tolerance, and working together across our differences for common goals.¹²

People dance around the issue and it leads to a culture of suspicion instead of trust.

Organizational difficulties occur in traditionally homogenous organizations, where we get along by saying let's get along, without study and strategic planning. Difficulties occur in diverse organizations. Diversity can't be celebrated without an understanding of what it is. What is needed is a culture of trust and openness where there is an understanding that people won't see eye to eye but agree to acknowledge it is a work in progress. Organizations should be careful to avoid the imposition of a thought police reluctant to confront and discuss social issues. This will hamper law enforcement's ability.

In "The Minding Organization," Moshe Rubinstein and Iris R. Firstenberg address the issue and benefits of effectively managing organizational conflict resulting from diversity, and the importance of trust.

Understanding that other people have valid interpretations and points of view that are different from your own is important for a number of reasons. It removes the necessity of trying to convert everyone to the same point of view. For the entire group to be one frame of mind can be a debilitating as for a single person to maintain only one perspective.... Remember that your real assets go home at night. Trust and respect are the driving forces that empower people to successfully adapt to change.... Innovation occurs best in small groups of diverse backgrounds. Uniformity and sameness with no intellectual and cultural diversity stifle innovation.¹³

Is there a difference between law enforcement and other organizations, in relationship to the management of diversity? The answer is yes, and it is important to understand the distinction. It is because of what law enforcement is tasked with doing and the enormous autonomy given to police. Law enforcement can't police what it doesn't understand. We don't understand what we are not. Unmanaged bias in an organization tasked with objectivity has enormous consequences.

Communities have preferences as well. People discriminate in whom they associate with. People form associations based on preferred recreational activities, professional occupations, religious beliefs and schools. These are generally biased in that they show a preference in association but are generally not considered discriminatory, as they are open to persons with similar interests regardless of race or gender.

People also form associations based on race, ethnicity, gender and sexual preferences, generally with the stated purpose of eliminating discrimination. The NAACP, National Organization of Women (NOW), Congressional Black Caucus and the Chicano Federation are examples. The law enforcement profession mirrors the community in this regard, perhaps to its detriment. Examples include the National Organization of Black Law Enforcement Executives, Latino Police Officers Association or Women's Police Officer Associations. One futures study suggests that by the year 2020, white males may be minorities in major police departments.¹⁴ Will that then result in a White Male Police Officers Association?

A research paper by the National Institute of Justice on police attitudes toward the abuse of authority found significant and substantial differences between the views of black officers and those of white and other minority officers. "There is a racial divide between whites and blacks in America society – a divide so pronounced that even the apparently strong culture of policing does not transcend it."

A small amount of white officers believe that police treat white citizens better than blacks, while a majority of black officers held this view. The study reported that the opinions of black officers were significantly different than those of white and other minority officers. White and non-black minority officers held views that were more similar.¹⁵

In order to be effective, law enforcement needs the support of the community. It must be seen as impartial and fair. The black community often sees it differently. The above study reports that black officers share the common societal view. The same selection and training criteria is applied to all police officers. Are white officers treating minorities poorly? Are black officers carrying cultural biases to work, or both? When whites are no longer the majorities in law enforcement will these views continue? Will law enforcement become less effective at policing, as more police officers believe it is biased in its application of the law? How can law enforcement convince those it polices of its objectivity if it cannot convince itself institutionally? The Millennium Conference forecast additional trends that relate to this project.

A 53% likelihood that by 2010 over one third of the United States Population will be minorities. A 43% likelihood that police officers be required to be bilingual by 2010. A 54% likelihood that by 2010 there will be a rise in conflict between non-historically polarized groups (e.g., African-American/Hispanic, African-American/Korean). A 53% likelihood that by 2010 immigrants will bring tribal, ethnic, and cultural conflicts from overseas. A 25% likelihood that by 2010 divisions in society will move from racial to ethnic and then back to racial. A 75% likelihood that while legal barriers have been removed to prevent disenfranchised groups from entering the law enforcement profession, informal barriers will continue to exist and will vary widely depending on the location.¹⁶

Law enforcement is and will become increasingly more diverse out of necessity and/or mandate. How will this diversity impact its ability to manage intergroup conflict? People fear what and whom they don't understand. Diversity in and of itself does not create harmony in an organization; it can and will create conflict. Management of this conflict allows for organizational change, growth, and development. Lack of proper management and strategic planning amplifies the problems. When the eagles are silent the parrots will jabber.¹⁷

A case in point. In the late '70s, the Seattle Police Department Guild, a union group representing the rank and file of the Seattle Police Department filed suit over new policies the

city intended to implement to diversify the force. The Black Law Enforcement Association of Washington (BLEA) immediately filed suit against the guild. The BLEA felt the guild was not adequately representing the black officers of the Seattle Police Department. Neither side won and tensions between the two groups were pronounced.¹⁸

Fast forward to April of 2000. A 40-year-old black man living in Seattle by the name of David John Walker shoplifted from a local Safeway store and fired shots from a handgun at a security guard trying to apprehend him. White Seattle Police Officer Tommy Doran responded. Doran contacted Walker who immediately threatened him with a knife. Walker continued to advance until Doran fired one round from his duty handgun, hitting Walker in the chest and killing him. A handgun and ammunition was found on Walker's body.

Several leaders in Seattle's black community, including Oscar Eason, the president of the Seattle branch of the NAACP, condemned the shooting as racially motivated. Seattle Mayor Paul Schell and a spokesperson for the Seattle Police Department publicly supported Officer Doran's actions.¹⁹ Eason comments that Walker would not have been shot if he were a white man.²⁰

On July 24, 2000, Mr. Gil Kerlikowske, a white man, is introduced as Mayor Paul Schell's nominee for Chief of the Seattle Police Department. Mr. Eason of the NAACP would have preferred a black chief. He is concerned Kerlikowske will have difficulty dealing with the police officers union, which is certain to oppose meaningful change.

Mike Edwards, president of the Seattle Police Officers Guild announces the selection of Doran as Officer of the Month for August 2000. Walker's sister and the family's attorney publicly denounce the guild's decision. Mr. Eason of the NAACP calls the guild's decision "shocking and arrogant." Edwards defends the guild's decision as a vote of support for Doran's

courageous and appropriate action during the shooting and in response to the public condemnation of Doran in some circles since.²¹

Until now this was an all too familiar scenario. The shooting of a minority by a white police officer in a community where police minority relations were not good caused immediate problems. The black leaders condemned the shooting as racially motivated in the face of clear evidence that the situation warranted the use of deadly force. The leadership of the BLEA Black Law Enforcement Association of Washington, a 100-member group comprised mostly of Seattle police officers, the same group that filed a suit against the guild in the '70s enters the fray. They publicly condemn the guild for honoring Doran. They accuse the guild of causing division between black and white officers.

The BLEA sent a letter to the guild asking for several things, including:

Look at your membership. Do the actions taken by the Executive Board and the Editorial Board represent a majority of their membership and their concerns? End the targeting and assaults directed at leaders within the African American Community. Call a truce and stop the constant attacks on each other within the membership of the Seattle Police Department. The Guild responded saying "we've explained our position, I think we have been really clear" said the Guild's vice president J.D. Miller.²²

Officer Doran publicly explained his decision to accept the award. He expressed appreciation for the support of the guild in difficult political times. He further expressed his displeasure with the BLEA and reported the following conversation with Sgt. John Hayes, president of the Seattle Police Department chapter.

I spoke with the president of the Seattle PD Chapter of the Black Law Enforcement Association, Sgt. John Hayes, after his group's letter chastising our Guild for publicly supporting me. I asked him what the appropriate support for an officer in my position was. I asked him to cut to the chase, to tell me face to face if he thought my use of deadly force against David Walker was truly "justified," not just technically, but ethically. I asked him if he believes I am a racist and/or that my shooting of David Walker was racially motivated. He told me privately that he does not believe I am a racist and that the shooting was proper and just. But would he tell that to the community? Will you say that on TV, on radio, in the newspapers? I ask him. I suggest Channel 9.

Enrique Cernas had done an excellent job of presenting both sides of this issue in a nontabloid manner. Would he go on his show? Uh, well. Maybe...if Tom Doran were black, this would not be an issue, which proves it should not be an issue.²³

The facts of the shooting are not in dispute. Officer Doran's shooting of Walker was determined by police and independent review to be reasonable, lawful and proper. Community condemnation, although unfortunate and reportedly a result of poor police/minority relations, was predictable. Divisiveness within the culture of the Seattle Police Department along racial lines would seem to indicate a lack understanding in how to effectively manage intergroup conflict in a diverse organization.

In an effort to explore one black officer's ideas on his race and its effect on law enforcement, a black executive manager from a large California state law enforcement agency was interviewed.²⁴ He grew up on south central Los Angeles and remarked that he had been "proned out" often by the LAPD but managed by and large to avoid criminal trouble. His decision to become a police officer wasn't one that was readily embraced. His perception was that when a white kid tells his parents that they want to join the police force, the reaction is often one of pride. When a black kid shares the same ambition, the reaction is often one of shock.

He is at times offended when asked to speak for the entire black race on any issue and remarked, "I don't know why blacks do this or that; I know why I do it. I might know the answer but am reluctant to respond." He sees open and honest discussion on cultural issues as the path toward the management of intergroup conflict and craves such discussion and the "a ha" moments to "get it out there."

He spoke of the internal conflict of having successfully assimilated in a traditionally white culture and profession. He spoke of the feeling of losing track of your roots. His success resulted in increased pay and opportunity. This enabled him to first move to the white suburbs,

and then eventually into an exclusive black community that most police officers white or black could not afford. He worries about the perception that he and others in the profession are becoming mercenaries to the communities they police and the negative effect created by a lack of role models for inner city youth. The fact that he has achieved comfort in a white culture doesn't mean he no longer identifies with the black culture.

He has never personally experienced what he considers to be blatant racism on the job. Comments have and continue to be problematic at times including the often slipped "those people" from officers he knows to be good and decent when they refer to minority groups. This is hurtful because the officers profess to be all part of the same family but they relate to others by the color of their skin. Although his agency like many others has a zero tolerance policy toward discrimination, he still feels an undercurrent of the good-ol-boy mentality in law enforcement.

He recalls attending a National Organization of Black Law Enforcement Executives (NOBLE) meeting where a briefing was hosted by an allied agency after a shooting of a black woman by white officers that provoked public outrage. The white police chief giving the briefing made remarks on organizational culture and the importance of mentoring. The chief acknowledged that, "we have a tendency to mentor people who look like us." Although shocking to hear, it created a realization that in fact people do. He recognized the importance of a black manager like himself mentoring others both black and white within the organization. He has to choose wisely because if he mentors only black officers, how will he be perceived? He believes he has benefited from mentorship and acknowledges that it was likely in part due to his race. He receives criticism from black managers who believe he isn't doing enough to mentor them.

He remarked that his decision to join NOBLE is one that has caused him some concern professionally. Some consider NOBLE a militant organization and that perception alone cause people not to join. He is proud of NOBLE's accomplishments to law enforcement in general but is keenly aware that his actions and performance are measured against the standard of the white managers. He talks of his choice to lay low on racial discussions of a general nature so as not to be perceived as carrying a banner. He feels that the more outspoken he is, the less comfortable a white person may feel. He is cautious to avoid appearing or sounding like an expert on race matters simply because he is black. He thinks white persons in such a discussion may feel their opinions on race are less valid since they are the majority. He feels that although not all blacks think the same, they all have a common experience.

He perceives that organizationally he won't be allowed many mistakes until they say, "see, I told you he doesn't belong here," referring to his position and a perception among some that he is the token black. He has a black friend who is a lieutenant in the same organization. His friend is less personable than he and manages from a "firm but fair" position. His friend is therefore perceived as being an overbearing black man. He feels the perception is incorrect and cites examples of similar and worse behavior among white police managers who aren't criticized as overbearing white guys, just overbearing. He perceives an acute awareness on the part of white and black managers alike when he is making decisions on hiring new applicants. Is he picking this person just because they are a minority? Is he excluding this person so that he doesn't appear to be playing favorites? It is a no-win situation.

He feels that the establishment of a police culture and climate of open, honest discussion about our differences, likes, dislikes, fears and biases would go along way toward the effective management of conflict. Individuals in organizations need the ability to engage in dialogue

without fear of reprisal and recrimination. If an organization were culturally mature, the ability to openly communicate would be appreciated to such a degree that the occasional misspoken word, although perhaps revealing a bias, wouldn't diminish the trust the culture has established.

The following is example of white and black police officers experiencing cultural differences within the community they serve and within the law enforcement organization itself. In a recent study financed by the National Institute of Justice, a group of the U.S. Department of Justice, all use the force reports filed by the Prince George County Police Department were examined. It was determined that white officers used more force against black arrestees than did black officers regardless of the level of resistance offered. The study concluded that white officers used a disproportionate level of force on black suspects compared to any other racial combination.²⁵

A former Prince George County Police Officer of 24 years and now Executive Director of the National Black Police Officers Association, Ronald Hampton, responded to the report. He remarked that new officers going through the academy today are still exposed to a police culture that has its history rooted in violence toward the minority community.

In 1976 the Prince George County Police Department was nearly all white. At that time, 25% of the community was black and only 4% of the officers were black. In 1976 the Department of Justice sued the department for violations of federal civil rights laws charging discrimination in hiring and promotions. Since then the department has changed and today has 52% white officers and 41% black. The remainder is Hispanic and Asian. Today 63% of the county population is black. Black officers make up 44% of the command staff, which includes positions of captain or higher. The chief is white; all three deputy chiefs are black.

It would appear the department had made significant improvements in hiring and promotions of minorities to better represent the ethnic and racial makeup of the community. What effect has the change had on the organizational culture and on the ability of officers of different cultures to learn from each other and therefore police more effectively? The former president of the Prince George Black Police Officers Association said that officers of all colors are guilty of rule violations. He felt the problem between white officers and black arrestees was one of fear. Whites, he felt, lack the cultural awareness and understanding of black culture. “That can be the driving force: the fear factor.”²⁶

In an organization now comprised of nearly half minority officers, predominantly black, with nearly half of its command staff black, how is it that a culture can still exist where academy recruits are exposed to a culture of white racist law enforcement and are frightened of minority cultures they don't understand. What if the department is made up of a majority of black or other traditional minority officers?

Consider the Washington D.C. Police Department, which has over 3600 officers: 70% black, 26.5% white and 5% Latino. An overwhelming majority of black officers should be in a position to create the organizational culture. This should be a culture of tolerance and understanding between and among different ethnic groups within the department and the community.

In a 1999 article in “Latino USA”, a radio journal of news and culture, Michelle Garcia discusses the organizational culture of the Washington D.C. police with Chief Charles Ramsey, who is black. The Latino communities of D.C. charged the police force with racial profiling and police harassment. Ramsey, who then had been the chief for 6 years, explained that there is no

simple fix. He sees attitude and organizational culture in need of change. He sees cultural sensitivity classes for police officers as part of a solution.²⁷

In 1998, the Washington D.C. Hispanic Police Officers Association filed a complaint with the Justice Department charging the D.C. police with discrimination and fostering a hostile work environment. How is it that both the Hispanic community and the Hispanic members of their own organization would accuse a traditionally underrepresented minority in law enforcement, upon becoming the majority, of profiling and discrimination? Wouldn't one think that officers having shared experiences of discrimination in breaking into law enforcement and, having arrived, would be empathetic toward other minority members?

According to Ron Hampton, a former D.C. police officer and President of the National Black Police Officers Association,

...there is an expectation that people of color – black and brown – women on the police force would also, at least to some degree, understand some of the problems as a result of having experienced them themselves. But that's not the case, because the culture and the value system of the institution that these individuals work for has been one still now that operates from a white male dominance.²⁸

What does that mean? Does it mean even in the D.C. Police Department, where there is a reversal of the traditional norm, the black majority is so influenced by the preexisting culture and established values of white men, they are incapable of acting otherwise?

Or to quote Michelle Garcia, “We often assume that if you are a member of a minority group you automatically have some sensitivity to the circumstances of others. The majority of D.C.’s police force is African American, but does this make a difference?”²⁹ She cites a quote to an unidentified “criminal expert” saying “no matter what color you are when you enter the force, black, brown or white, in the end everyone turns blue.” Here again the belief the law enforcement’s culture is strong than the individuals that make it up.

Hampton sees the culture as white male dominance where minority officers are powerless to change even when they become the majority. Garcia reports it as a fade to blue where individual ethnicity and race no longer matter but a law enforcement culture of blue dominates. Both support the theory that the mere recruitment of traditional minorities to law enforcement will not change the ability of one to understand the other. Bringing diversity to an organization without a plan to understand and manage it may create conflict. In some cases, perhaps the fade to blue theory is accurate.

A specific example of this is a study of Latino Police Officers of the Omaha, Nebraska Police Department. Interviews conducted with 100% of Latino officers explained how they felt about their ethnicity as it relates to their profession. Public policy assumptions were made believing that Latino officers shared a common ethnic identity and a common vision of their roles, both within the organization and the community. The study revealed they did not. A majority did strongly identify with their ethnicity. About one in five, however, identified with Hispanic and white, and a small percentage identified exclusively as white. Also interesting was that about half of the Hispanic officers believed that they used their culture and cultural knowledge while policing, while the other half did not. They believed that instead they operated out of a culturally traditional police role.³⁰

In an interview with a Hispanic police manager from a mid-sized Bay Area police department with over 20 years of service, the issue of ethnicity in law enforcement was explored. He relates that although he was born in Mexico and raised in a traditionally Hispanic home and is aware of his heritage, he grew up in a white culture and has never considered himself a “minority.” His parents thought it important for him to assimilate quickly.

He acknowledges hearing comments from white officers at times regarding Hispanics but tries not to be thin-skinned. In his organization, he was aware the chief was working to create a more diverse organization and saw the scale tipping toward minority preferences, which he does not agree with. He believes competition should be based upon merit. He feels that if all things were equal between two candidates the hiring or promotion of one because of their ethnicity could make sense in organizations lacking diversity. He wouldn't select just because of their ethnicity, gender or race but would consider these in addition to ensuring quality standards. He feels that he may have a leg up on the competition due to his ethnicity. He feels the American culture harbors a sense of guilt toward minorities and is bothered by that. "Something happened, but it didn't happen to me."

He was asked if he had one program, policy or process to implement within the law enforcement culture to deal with intergroup conflict, what would it be? He recalled a comment he heard during the most recent Academy Awards show. A black recipient remarked, "why does it have to be the year of the African American? Why can't it just be the year of the American?" This expressed his view exactly.

I think as long as we insist on putting racial labels on people we will continue to have division and rancor. So to answer your question, if I had the power to do one thing, I would prohibit the use of racial labels. In my organization there would be no African Americans, Latinos, Caucasians, or any other subgroup, only Americans from various backgrounds, races, religions, etc. But they would all be called American and only American.³¹

In a July 2001 article entitled "Diversity in Law Enforcement," Chief Bruce Glasscock of Plano, Texas Police Department and then President of the International Association of Chiefs of Police, wrote on the changes in the traditional law enforcement workforce. He stressed the importance of a law enforcement organization being adequately representative of the communities they serve. He understood that this challenge will affect internal cultural norms

and is something that police administrators must plan for. He points to the potential benefit of having minority officers available to meet with and improve communication between law enforcement and the communities they serve. He demonstrates his awareness that the mere hiring of minorities will not in and of itself solve cultural problems within an organization. Intentional diversification of the workforce can bring with it resultant cultural conflict. Glasscock outlines efforts the IACP supports to address this, such as offering ongoing training programs on cultural awareness.³²

Consider the following examples of conflict within the law enforcement culture. May 5, 2001 headlines read, “Police Union not Discriminatory, President says.” Oceanside Police Officers Association President Chris McDonough addressed a San Diego civic club and explained that his association is not a racist organization. This was in response to comments made by Oceanside Mayor Terry Johnson less than one week after taking office as the first elected black mayor in San Diego County. Johnson had been invited to speak at a community luncheon and said the Oceanside Police Department suffered from “deep-rooted racism and sexism.” He criticized the police union for working against him in his efforts to create diversity in the department. McDonough addressed his concerns to the media and remarked that the organization’s diversity is determined by whom management hires. “I am not a racist, nor is anyone in this [police union] group.”³³

Fast forward to June 22, 2001 where the headlines read, “Fired Oceanside police recruit files discrimination claim.”³⁴ Damon Smith, a 25-year old black heterosexual male alleges that while in the police academy he was harassed and discriminated against by a white gay female instructor who worked for the San Diego Harbor Police.

November 9, 2001 Sergeant Leonard Mata, a Hispanic, files a grievance against the Oceanside Police Department alleging he was passed over for a Lieutenant position because he is Latino. “I was probably the first (full-blooded) Hispanic sergeant at the police department. There’s nobody (Latino) above the rank of sergeant.”³⁵ Lt. Reginald Grigsby, a black man, tested for a captain’s position within the last year. He filed a complaint with the state Department of Fair Employment and Housing after not being selected for the position. When asked by the media the basis for his claim, he declined to discuss it with them. The claim alleged that in 2000, the city of Oceanside Police Department’s climate was one in which he suffered racial discrimination.³⁶

January 7, 2002, a columnist for the Union Tribune Newspaper, Logan Jenkins wrote an article asking if the Oceanside Police Department was a racist and sexist organization. “Aren’t most PDs ruled by white brotherhoods that grudgingly adapt to sexual and racial diversity? Wouldn’t it be a banner headline if all cop shops turned out to be color and gender blind small worlds, after all?”³⁷ His solution, Chief Poehlman, a white male, should retire and a minority male or female of “any color” should be hired.

In an interview with a Chinese-American police manager, the issues of biased attitudes in policing were discussed.³⁸ The manager is in his mid-forties, works for a large central California police department, and has been in law enforcement for over 18 years. He grew up in what he considers a white culture. There were only three or four other Asian students in his high school. In the police academy there were two Asian cadets. He remembers during driving class the instructor asked, “how many Asians are in here?” referring to the perception that Asians are poor drivers. He recalls an officer calling him “China man” but never considered the comments

malicious, only insensitive. He overhears officers frequently making inappropriate comments about Asians in different contexts.

He senses resentment in the organization for his achievement and that of other minority managers although it is not open and obvious. Of the current management group, nearly half are minorities and women. Some old male whites or M.A.W.B.'s (middle aged white boys), as they are at times called in his organization, seem to be feeling uncomfortable and resent the increase in diversity. His organization is not experiencing a lot of conflict with Generation X or gay issues. One significant concern, according to this manager, involves a black councilperson with apparent bias toward whites and the police in particular. This person is continually looking for complaints of biased-based policing to champion regardless of the merits of the allegations.

In the culture of his organization, he is aware of a perception that Asians are considered quiet and reserved while blacks are considered loud and overbearing. He will work at avoiding conflict along ethnic issues and "will put up and shut up" when that appears to be the most prudent course of action. A black officer in the same situation may invite conflict in a militant confrontational way. He is concerned that if he or another minority would try the same approach, they would be called on it by white management in the organization whereas a black officer would not. He perceives there is reluctance on the part of whites to confront blacks acting out for fear of the resultant conflict.

He is comfortable with the decisions he makes as a manager. He does not let his ethnicity influence his decisions and is considerate of what he does and how his actions are perceived. He is aware of the political reality of the organization where he is a minority and is still considered as such. In regard to ethnic and racial preferences in hiring and promotions he stressed the importance of character and ability as the primary concern. If an organization

chooses to diversify, then ethnicity and gender would of course play a role in selections, but they should always be subordinate to standards.

A white male manager with 18 years service in a mid-sized central California police agency was asked how he would manage intergroup conflict in an organization working to become more diverse.³⁹ He first explained his concerns as a 41-year-old white male baby-boomer in law enforcement. He doesn't see the expressed bias in his organization, which he considers relatively progressive. If he had the ability to develop one program to better understand these issues, this is what it would be:

He would establish a group from within the organization that was representative of the workforce. The group would meet regularly with key managers to identify on-going issues the group believed were having a negative impact on organizational effectiveness. They would make recommendations on, among other things, how to create a climate where people felt comfortable talking about cultural issues within the organization.

In the above examples it would appear that law enforcement as a culture is experiencing difficulty in managing intergroup conflict in a diverse workforce. Creating a diverse workforce without effective strategies in place to manage the resultant conflict will reduce the ability of organizations to effectively police.

Diversification in law enforcement is not a new phenomenon. Women and ethnic minorities have been integrating with varying degrees of success for quite a while. A gradual increase in minority inclusion has occurred over the last 25-30 years. What is significant today is the increase in different cultures as a result of increased immigration and second and third generation Americans from immigrant or refugee parents. In some locations and in some organizations, traditional minority groups are now becoming the majority.

This previously gradual increase is now projected to increase more rapidly. This trend was addressed by the Millennium Conference citing the potential for significant conflict in minority-majority issues in law enforcement by 2010.

Law enforcement organizations must prepare to manage the intergroup conflict that will occur with increased diversification. By recognizing the problems that currently exist, organizations can develop strategies to better identify and manage conflict occurring now, and be better positioned to address the coming issues that are forecast for the next five to ten years. The next chapter, Futures Forecasting, will explain a process used to identify future trends and events that relate to the issue statement: How will mid-sized urban agencies manage intergroup conflict in diverse organizations by 2007?

CHAPTER TWO

FUTURES FORECASTING

A Nominal Group Technique or NGT is a structured process that brings together a group of professionals, from diverse disciplines, to discuss a particular topic. The process allows for group members to identify issues for discussion. It provides for an equal voice among participants and allows for the prioritization of a consensual list of identified items, which in this case are trends and events. The process is used to forecast possible futures.

The makeup of the panel was diverse and included persons of different ethnicity, religion, age, occupation and gender. The goal is to seek input and ideas from people outside of American law enforcement. The panel included:

- An elderly white female who is an appointed commissioner on aging for a large east county city.
- A supervisor from a city recreation department who is a white female baby boomer.
- A white male police captain from a city of 100,000.
- A white male police captain from a city of over 1 million.
- A Hispanic female civilian administrative analyst representing the Latino Coalition on Education.
- An Italian/German American female teacher working as a school to career coordinator for a large high school district.
- A woman who is a recent immigrant from Iraq working with a local human relations organization.
- A Kurdish gentleman from the Kurdish Human Rights Watch.
- A female press information officer with a municipal fire department who was previously a local radio reporter/journalist.

The panel participants are listed in Appendix A.

A trend for the purposes of this NGT is an estimation of social, technological, economic environmental or political characteristics over time. A trend is a series of incidents or events taking place that seem to indicate a direction in which a particular issue may be heading. Trends can be quantitative or qualitative and do not include a forecast.

An event is different from a trend. For the purposes of this NGT, an event is an unambiguous confirmable occurrence. When an event occurs, the future is different. It is a singular incident and although it may have a low probability of actually occurring, it could have a significant impact if it does.

The NGT process requires that each participant provide at least one idea. They are not limited to the number of ideas they may present. The ideas are offered without comment from others in the group. After everyone in the group has offered all the ideas they wish to share, there is a discussion to seek clarification and group understanding on the ideas offered. The group then votes to rank the ideas considered most significant in relationship to the issue statement. For this process the group was instructed to select ten trends and ten events from the total offered.

Group members individually score the trends and events. The scoring process will be explained later in this chapter. There is additional discussion to allow for further clarification and sharing of dissenting opinions. Individual scoring may be modified and understanding clarified at this point. A final recording of scoring took place and the group median score in each of the voting categories is compiled. A discussion of the final results took place allowing for anyone wishing to provide input and/or clarification on ideas and positions.

All trends that were identified are in Appendix B. The panel selected ten trends and used an instrument to rate their subjective opinion of the level of the trend five years ago, five years from now and ten years from now (see table 2.1). The rating was against an arbitrary value of 100, which signifies the level of the trend today. They then rated their level of concern on a scale of one to ten. One meaning there is little importance in tracking the trend and ten meaning that there is great concern about the trend in relationship to the issue statement: How will mid-sized urban agencies manage intergroup conflict in diverse organizations by 2007? The following table captures the identified trends and the median scoring of the panelists:

Trend Summary Table

TREND	- 5 YRS	TODAY	+5 YRS	+10 YRS	CONCERN 1-10
T-1 Level of bias based policing resulting from individual and institutional bias and racism.	100	100	120	100	10
T-2 Level of affordable housing.	60	100	175	200	9
T-3 Level of youth crime.	80	100	120	120	8
T-4 Level of youth participation in communication due to the effects of technology.	80	100	130	120	6
T-5 Level of conflict training in the workplace.	100	100	90	90	7
T-6 Level of immigration	90	100	160	170	10
T-7 Level of awareness of available social services.	90	100	110	110	6
T-8 Level of non-English speakers.	80	100	145	175	8
T-9 Level of diversity within policing.	90	100	120	110	9
T-10 Level of intergroup conflict	80	100	130	150	8

Table 2.1

Trend Analysis

T-1 Level of bias based policing resulting from individual and institutional bias and racism. The panel felt that all individuals are biased to one degree or another and are capable of understanding and coping with their biases to varying degrees. Institutions are likewise capable of developing cultural biases, which in turn potentially affect the workers. Racism exists within society, and law enforcement is certainly not immune from members espousing racist beliefs. It

was felt that the trend of biased-based policing would increase in the next five years and would eventually level out within the next ten years returning to the constant level experienced today. The increase is seen as a direct result of law enforcement intentionally recruiting for diversity without immediate plans in place to manage the resultant intergroup conflict. As law enforcement adapts to this new internal culture, the new will become more and more the norm. Of concern is that no decrease in the level of biased-based policing is seen in the near future, and the panel scored the concern at 10.

T-2 Level of affordable housing. The panel was concerned about housing costs. All current indications are that housing costs will continue to rise rapidly outpacing the average wage earners ability to enter the housing market. The relationship to the issue statement is that the migration patterns that result from housing prices will impact law enforcement. Residents could become priced out of or into specific areas. This could potentially create regeneration of inner cities, which will result in the displacement of those traditionally living in these areas, minorities and lower income wage earners. Officers may not be able to afford or may not choose to live in the communities they police. Officers within an organization will see the issue differently with individual beliefs about the sociological reasons behind the have and the have-nots. The level of concern was high at 9.

T-3 Level of youth crime. The level of youth crime as a trend is seen as increasing slightly over the next ten years. One panelist saw the trend climbing sharply and then dropping below 100 in ten years citing an optimistic outlook on law enforcement's ability to deal with it. Another panelist sees the trend increasing then returning to today's value. Her concern was, although there will be an increase in job opportunities, youth may not be properly trained to

accept them. Another believed the trend would continue to increase in ten years, more than doubling. She cites an increase in the working poor with less education and opportunity to escape their condition. With the diversification of law enforcement, officers from traditionally underrepresented cultures may see the cause of youth crime and the appropriate response differently than white male middle class members. Law enforcement's cultural response to this trend will not be easily agreed upon between and among its members. The panel rated their level of concern as 8.

T-4 Level of youth participation in communication due to the effects of technology. One panelist was concerned that technology, specifically cell phones, computers, pagers, video games, and television, results in less face-to-face communication and human interaction. The result is instant impersonal communication that reduces the need or desire to become directly involved in organization and community events. The panel agreed that the level of technology would continue to increase as will user acceptance. They disagreed on the implication that it reduces participation. The ability to communicate has increased greatly, it is just different than it was years ago. The technology gap was discussed as it relates to affordability, which is another problem associated with the have and have-nots. The conclusion was that although technology is seen as good, communication and particularly the ability to resolve intergroup conflict is not enhanced with the use of electronic communication. Face to face communication with its expressiveness and visual cues, was preferred. Youth will communicate more freely and readily using technology, but without the intimacy preferred by the panelists. The level of concern was rated at 6.

T-5 Level of conflict training in the workplace. Although the median scoring for this trend shows a slight decrease in its level over the next ten years, there was wide difference in individual opinion. The scoring ranged from a low of 50 to a high of 600. The panelist who scored the trend at 50 ten years from now felt the level of training used to be higher, and, as people become more knowledgeable on the subject, the need will continue to decrease. The panelist with the score of 500 felt that organizations would continue to significantly increase the level conflict training to better manage workplace issues. Law enforcement recruits from a diverse pool. As diversity increases in both sworn and civilian positions, law enforcement will experience cultural conflict as found in society generally. The level of concern was rated at 7.

T-6 Level of immigration. The trend deals with the influx of immigrants and refugees to a particular region and that culture's ability to adapt to the change. A particular group cited was the large amount of middle easterners locating in California. The newcomers aren't always aware of available services, cultural norms and taboos and language. The numbers increase so rapidly in some instances that the region lacks the ability to keep up with the new demands in services. Organizations may lack the cultural competence to effectively relate to and provide for the new residents. The organization may employ representatives from new immigrant groups who may be in a position to positively impact this adjustment. Others within the organization may resent their presence and efforts. The panel felt the trend will continue to increase and rated the level of concern at 10.

T-7 Level of available social services. The panel felt that social services are plentiful and important. The different offerings when used appropriately can assist a diverse population in managing conflict and can assist organizations in better understanding cultural differences. The

concerns are that although the services exist, the level of awareness on the part of the community is low. Organizations may or may not be aware of the level of services available or they may not value the services offered. Awareness is key to learning if an organization hopes to improve its ability to understand its own diversity and that of the community it serves. The trend is seen as increasing slightly to the dismay of the panel who believes a much greater increase is needed. The level of concern is rated at 6.

T-8 Level of non-English speakers. The panel cited significant language concerns in the region. Approximately 14 percent of elementary school students are not English speakers. There are 26 different languages being spoken in the local schools. Often Middle Eastern immigrant families are large with as many as ten children. As new generations of immigrants learn the language and culture, a conflict occurs within the family between those choosing to hold to tradition and the younger choosing to fit in. A common language was cited as critical to eventual understanding. Cultural awareness is equally important and can help to bridge gaps while language is being learned. When cultures are at odds with each other and there is no common language, conflict resolution is difficult. The panel sees this trend increasing significantly and rates the level of concern at 8.

T-9 Level of diversity within policing. The panel saw this trend increasing positively. They expect that policing will gradually become more representative of the communities they serve. One panelist was concerned that the level of strategic planning being implemented to achieve diversity may be greater than the level of planning to manage the impact of increased diversity on the organization. The panel felt that policing will continue to increase its ability to recruit and retain a more diverse workforce in the short term, but they expect the trend to decline.

Reasons cited for the long-term difficulty to recruit and retain minorities, was a lack of awareness in what policing does, and why minorities should participate. Well-publicized uses of force and other police actions involving minority communities may discourage applicants from minority groups. Immigrant groups may have different cultural experiences with policing and may not be drawn to it as a profession. Policing's success at obtaining diversity will depend on its ability to communicate its mission and to listen to what the community wants and expects. One panelist was concerned that interested persons from various cultural groups may consider law enforcement but lack the qualifications. Law enforcement would be wise to begin recruiting in middle and high schools so qualifications are explained and understood. The difficulties of working toward diversity with a "white male" blueprint was discussed. The panel rated this trend level of concern as a 9.

T-10 Level of intergroup conflict. The panel saw that as different cultural groups continue to immigrate to the United States, the potential for intergroup conflict would increase. Some felt the conflict would occur more between and among the newcomers attempting with varying degrees of success to assimilate. In their countries of origin they may be enemies and would not be struggling to learn a new culture while working out issues from their past. Others felt the potential for conflict would be greater between established groups and newcomers as is traditionally the case with immigration issues. They felt newcomers, regardless of their origin, would see the assimilation process as a reason to put aside their previous differences and work together. The impact to law enforcement would be that the potential applicant pool would in part be made up of these new groups. All panelists saw the trend as continuing to increase with a level of concern at 8.

The panel then identified a list of events. All of the identified events are listed in Appendix C. The panel selected the top ten events they felt would have the most significant impact on the issue statement if the events were to occur (see Table 2.2). They individually rated the events using an instrument to capture their subjective opinions in the following areas: If the event were to occur, in what year would the probability of occurrence first exceed zero? What is the percentage of probability of the event occurring within the next five years and then the next ten years? Lastly, the level of impact the event would have on the issue statement if it were to occur, and would it be a positive or negative impact.

Summary Event Table

EVENTS		YEAR >0	+5	+10	IMPACT -10 TO +10
E-1	Woman elected as president of United States.	8	0%	50%	+8
E-2	State law requiring police officers to be bilingual.	7	0%	50%	+6
E-3	Federal law requiring ethnically diverse citizen police commissions and review panels.	5	40%	60%	+7
E-4	Local terrorist attack.	2	40%	50%	-5
E-5	Federally funded universal health care program for middle income families.	6	0%	60%	+8
E-6	State law reducing university tuition to junior college levels.	8	0%	10%	0
E-7	Invention of universal wearable electronic voice translator.	4	50%	100%	+6
E-8	Federal law requiring local police to enforce federal immigration laws.	3	50%	70%	0
E-9	State mandates bilingual education for all primary and secondary schools.	6	0%	40%	+5
E-10	United States attacks Iraq.	2	55%	75%	0

Table 2.2

Event Analysis

E-1. Woman elected as president of United States. The panel felt the probability of this event occurring was fairly high, 50% in the next ten years. Although the median impact was a +8 the individual impact ratings were widely spread. One female panelist was concerned with

people's ability to deal with this event. She felt the challenge would be significant. Another female panelist felt the initial response would be positive, but that eventually the "good-ol-boy" system would create conflict and undermine a female president. Two male panelists were decidedly more positive on the issue and felt that a woman president would be readily accepted as a role model and would encourage more women in leadership positions. Another opinion was that a woman president would pay more attention to social issues and work toward improving the family and general health and welfare. A female president would significantly impact the discussion on gender roles and traditionally underrepresented persons in different jobs.

E-2 State law requiring police officers to be bilingual. All panelists felt the probability of this event occurring was reasonably high within 10 years, and that the impact would be positive. Reasons cited were the increasingly diverse communities served by policing and the ever-increasing inability to communicate due to language barriers. The idea was that the state would require that police officers be fluent in at least one language other than English. Local agencies would be able to set the specific language requirements based upon the demographics. The added benefit of a second language is the cultural competency that might accompany bilingual ability. Officers would be better able to communicate with and understand the cultural differences of people they contact in policing and within their organizations.

E-3. Federal law requiring ethnically diverse citizen police commissions and review panels. There were differing views on when this event would occur but all panelists concluded that was likely, and that its effect would be positive in relationship to the issue statement. They imagined broader, more inclusive policies regarding hiring a more diverse workforce. There was some concern over the makeup of the panel and commissions and the potential for hidden

agendas being held by commissioners. Short-term conflict would probably occur as a result of mandated diversity on the panels. Long-term benefits are possible, as organizations become more knowledgeable and trusting of people involved in the process.

E-4 Local terrorist attack. The panel distinguished it from 9-11-01 indicating they anticipated an attack on a less populated rural area. They felt there was at least a 50% probability of such an attack occurring within ten years. It was believed it would have a significant impact on an organization's ability to manage intergroup conflict, dependant upon the group claiming responsibility for the incident. An organization in which a percentage of the workforce is comprised of individuals representative of or sympathetic to the groups involved in the underlying conflict would be significantly impacted. From a positive standpoint, it would force the organization to confront the differences and engage in discussion. In crises, people do look for solidarity and can find that in their common experience and citizenship. There was also concern expressed that if the attack were related to the current crises involving militant Muslim fundamentalists, law enforcement may begin to experience more local problems. Children now living in the United States whose parents share this philosophy may present a significant problem within ten years. Overall, the panel felt this event would have a significant negative impact on the issue statement.

E-5 Federally funded universal health care program for middle income families. The panel identified law enforcement as middle income wage earners. They saw this event as an incentive for recruitment and retention for positions among traditional applicants as well as those not generally represented. The military currently offers free medical to employees and dependents. This benefit is among many believed to aid in the recruitment of a diverse

workgroup. Single parents, for example, may see this as a significant incentive to join law enforcement. The panel saw this as having a significantly positive impact on the issue statement as it relates to the creation of a diverse workforce. Conflict will occur, but it can be managed.

E-6 State law reducing university tuition to junior college levels. Although women now outnumber men in colleges and universities, minorities are still just that, the minorities. The author of this event envisioned college being readily accessible and affordable for all interested in pursuing a degree. One panelist felt that education and exposure creates understanding that could positively impact intergroup relationships, particularly if language courses were in demand as a result of bilingual mandates and reduced tuition. These courses teach culture, not just language. As more and more law enforcement officers obtain degrees, the exposure and cultural awareness learned from this experience could increase cultural competency, and work toward a reduction of intergroup conflict.

E-7 Invention of a universal wearable electronic voice translator. One minority panelist felt the event would have no impact on organizational culture. A translator, while useful, couldn't address cultural nuances. Understanding in any context, however, is better than no understanding. The panel believed the ability to work toward understanding without language as a hurdle is a preferred alternative. The panel felt this would have a significant impact on the ability to work toward understanding inside and outside of an organization.

E-8 Federal law requiring local police to enforce federal immigration laws. There was a wide range of opinion on this issue. The scoring ranged from -10 to a +8 for impact and 0% to 100% probability of the event occurring within ten years. One concern was that the event would require local police to make decisions on who appears to be here legally. Law enforcement

contacts should require suspicion of criminal conduct. If this event were to occur, contacts would be based in part on ethnicity and race, a situation law enforcement works hard at avoiding. Others felt the public may expect and in fact demand some type of profiling and would not object to local police enforcing immigration laws. Particularly if a local terrorist attack were to occur and the groups claiming responsibility were not domestic terrorists. The disagreements among the panel on this event were believed to mirror what an organization would experience in intergroup conflict. Although the median score indicated zero impact, it was obvious by the discussion the opposite would be true.

E-9 State mandates bilingual education for all primary and secondary schools. The panel felt there was a 40% probability of this event occurring within ten years and there would be a moderate positive impact on the issue statement. There was some disagreement on this issue as well. One panelist felt this event would only further complicate the issue. A common language should be encouraged and English stressed. Another panelist and teacher felt that, although earlier models of bilingual education were not good, there are effective models available. A second language would also include cultural instruction. Communities could decide which language is most appropriate based upon demonstrated need. Students learning different cultures and languages would be better positioned to explain their understanding to their parents who potentially make up the law enforcement culture. They could eventually be job pool candidates within the time frame of the issue statement.

E-10 United States attacks Iraq. The consensus was that this event has a high probability of occurring soon. The disagreement came in deciding the impact of the event on the issue statement. The two Middle East panelists offered their perception. The Kurdish gentleman

believed the impact would be scored a +10. He cited the large amount of refugees from the Middle East living in the United States. Americans who are biased against the leadership of the Middle East may become biased against Middle East people as well. The attack of Iraq would liberate the people who would be actively supported by immigrants and refugees in America.

The Iraqi woman scored the impact a -5. She felt the event would create significant tensions within the Middle Eastern communities within the United States. This event would likewise create tension within organizations employing people from these diverse backgrounds. Others cautioned to beware of assuming that Americans share a universal feeling one way or another toward Iraq.

Cross Impact Analysis

A small group was assembled in order to conduct a cross impact analysis (CIA) of the ten trends and events. The panel was comprised of a male police captain from a mid-sized law enforcement agency who participated in the original nominal group technique, a female administrative secretary for a chief of police, and a male police lieutenant who facilitated the original panel.

The panel evaluated each event to decide, if it occurred, would it impact each trend. If so, would the impact on the trend be positive or negative in respect to the issue statement. Impact was rated on a scale from -5 to +5. A negative five would indicate the event occurrence would have a significant negative impact in the trend in respect to the issue statement. A positive five represented the opposite meaning, with variables in between. A cell by cell analysis of the cross impact table will not be conducted. Only the most relevant and salient points will be covered.

Table 2.3 lists the events along the vertical axis and the trends along the horizontal axis.

Scoring is done along the horizontal cells rating an event impact against each trend.

Cross Impact Analysis Table

	T-1	T-2	T-3	T-4	T-5	T-6	T-7	T-8	T-9	T-10
E-1	+1	0	+2	0	+2	0	+3	0	-3.5	0
E-2	+2.5	0	+2	0	0	0	0	+3	-1	0
E-3	-2	0	-1.5	0	-1	0	+1	0	-3	-.5
E-4	0	0	0	0	+1	0	0	0	0	0
E-5	0	0	0	0	0	0	0	0	0	0
E-6	+5	0	0	0	0	0	+1	0	-1.5	-1
E-7	0	0	+5	+5	0	0	+1	0	-3	0
E-8	-1	0	0	0	0	0	0	0	0	0
E-9	0	0	0	0	0	+2	0	+2	+1	0
E-10	0	0	0	0	+2	0	0	0	0	0

Table 2.3

In event one, a woman is elected president of the United States. The panel felt this would have a positive impact on the level of counseling and conflict training in the workplace, trend five, and the level of awareness of available social services, trend seven. The event would allow for a different perspective in national and local politics. Women are generally seen as more caring and nurturing. They are perceived to be more interested in social issues particularly relating to the family, health and welfare. The philosophy if imported into organizational culture could aid in the value placed on workplace counseling and conflict training services.

The CIA panel expressed concern on the event impact on trend nine, the level of diversity within policing in comparison to the community served. Within the time frame identified in the issue statement, 2007, the impact on trend nine was thought to be negative. The traditionally male workforce may resent the change and the possible philosophical changes to law enforcement. These changes could possibly include consent decrees, quotas, and other legislation to address the under representation of women in law enforcement. The short-term

impact was seen as negative. The longer-term prognosis was seen as positive well past the time frame discussed.

In event two, a state law requires police officers to be bilingual. It was felt this event would have a positive impact on trend one, the level of biased based policing resulting from individual and institutional bias and racism, and trend eight, the level of language and cultural diversity. Officers would be better able to communicate with those they serve. They would gain a better understanding of different cultures as language courses include cultural awareness as a component. Cultural awareness allows for understanding for those officers open to the information. One reason for individual bias is lack of understanding. A reason for institutional bias is the historical perspective. Law enforcement has been predominately white male. Change is resisted. Awareness of cultural diversity by individuals in the organization could assist in lessening the level of resistance within the institution. Although this event was seen as having the largest impact on issues of cultural, racial, and ethnic awareness, the issue of gender was discussed as well. Anything that could have a positive effect on lessening of bias and racist attitudes was seen as a positive toward gender bias as well.

Event three is a federal law requiring ethnically diverse citizen police commissions and review panels. The panel felt this event would have a negative impact on trend one, level of biased-based policing resulting from individual and institutional bias and racism, and trend nine, level of diversity in policing in comparison to the community served. The negativity would occur in the short time frame of the issue statement. The concern was that under federal guidelines, the makeup of the panel could be more diverse than the community and the organizations. It would amount to forced integration of oversight groups that would create

conflict in a predominantly white law enforcement culture. In communities where the law enforcement culture is predominantly black or some other ethnicity, the reverse could occur.

The conflict would be the inherent distrust of an oversight group selected by federal mandate instead of the local community. Individual and institutional bias may become more pronounced with the feeling that local control is lost and it is now us against them. Level of diversity within policing may actually improve under this event which the panel felt would have a positive long-term effect. Within the time frame of the issue statement, 2007, the panel felt that this initial increase along with federally mandated-diversity in oversight would exacerbate existing conflict. Messy intergroup conflict issues require long-term fixes through individual and organizational change, not mandate.

Event four was a local terrorist attack. It was distinguished as different from 9-11-01 in that the panel envisioned an event in a more rural environment requiring the efforts of a mid-sized law enforcement agency. The panel believed this event would have a positive impact on trend five, the level of counseling and conflict training in the workplace. As happened after 9-11, efforts would be made to educate organizations on the culture of those responsible for the attacks as well as other cultures similar in appearance. This type of training is valuable to develop an awareness and understanding of different cultures. In diverse organizations, the awkwardness and lack of understanding involving awareness of those different from the majority creates conflict and tension. Programs developed after a significant event, although reactionary to the event, can be positive as a strategic planning tool.

Event six was a state law reducing university tuition to junior college levels. The panel believed that trend one, the level of biased based policing resulting from individual and institutional bias and racism would be positively impacted by this event. A positive impact

meant the level of the trend would diminish, which would be the preferred outcome. As discussed previously, the NGT panelists believed that bias and racism is often the result of limited exposure or fear and distrust of what one is not familiar with. One reason often cited for not completing a college education is the expense involved. If it was more affordable and people were encouraged to attend, the positive effect on awareness and exposure to different cultures and relational issues could be significant. People could experience differences out of choice, which would have a positive effect on learning as opposed to a mandated arrangement.

Additionally, people traditionally not represented at colleges often due to financial concerns might now attend. This may allow for more minorities becoming qualified and interested in law enforcement as a career path. This could have a short-term negative impact on trend nine, the level of diversity within policing in comparison to the community served, by quickly changing the demographics of an organization not prepared for the resultant conflict. Law enforcement could pair with universities to establish career-specific curriculum on issues dealing with diversity and cultural competency. Within the time frame of the issue statement, 2007, this event could have an immediate effect on an organization's ability to deal with intergroup conflict in a constructive way.

Event seven, the invention of a universal wearable electronic translator, was thought to have an immediate short-term negative impact on trend nine, the level of diversity within policing in comparison to the community served. The thought was that the event might lessen the incentive to diversify an organization. If language is no longer a barrier to understanding, what need would an organization have to encourage language skills and to work toward to workforce representative of the community? A diverse workforce would allow for understanding among the group. Intergroup conflict should diminish. The panel felt that

communication requires much more than the translation of words. Cultural nuances, gestures, and understanding are all important. If used as a tool in addition to other techniques implemented to manage intergroup conflict, a translator would have benefit. If used as a substitute for understanding and awareness it would negatively impact an organization's abilities in this area.

Event nine, state mandates bilingual education for all primary and secondary schools, was thought to have a significant positive impact on trend eight, the level of language and cultural diversity. In an effective bilingual education program, students would learn cultural issues as well as core language skills. This event could better prepare those seeking a career in law enforcement that are now English as a second language (ESL) students. Additionally, native English speakers would be exposed to language and culture to broaden awareness and understanding. Within the time frame of the issue statement, 2007, students now in secondary school would be part of the applicant pool for civilian law enforcement positions and would be just entering the age group for sworn law enforcement positions.

In event ten, the United States attacks Iraq. The CIA panel felt the impact of this event on trend five, the level of conflict training in the workplace, would be similar to the reasons stated under event four, a local terrorist attack. The level of training and cultural awareness would intensify, especially relating to Middle Eastern groups represented in the community. In a diverse organization comprised in part of members of Middle Eastern descent, conflict could occur. It was thought the attitudes toward the Japanese-Americans during World War II would be similar to new attitudes toward Middle-eastern people. Planning and proactive education in response to this event would positively impact the trend by increasing the level of training and

cultural awareness. An organization's ability to manage intergroup conflict could benefit from the response to this event.

Using the information developed in the NGT and the CIA, three fictional scenarios, labeled pessimistic, optimistic, and normative, are developed. Of these three scenarios, the optimistic scenario, best represents an effort to plan for and to implement useful strategies necessary to successfully manage intergroup conflict.

FUTURE SCENARIOS

Future scenarios describe possible futures rooted in some sense of the present. They are drawn in part from the identified trends and events developed in the nominal group technique exercise. The following three scenarios include a pessimistic future, one to avoid in developing a strategic plan, an optimistic future which is one to shoot for, and a normative or surprise-free future which is what might occur without proactive management of the issue.

Pessimistic Scenario

The Issue: How will mid-sized urban agencies manage intergroup conflict in diverse organizations by 2007?

Anytown California Police Department
December 14, 2007
Shift Briefing

“Okay guys, I mean, people, let's settle down so we can get started. By the way, I hope you all have gotten your spouses, I mean significant others, their Christmas, I mean holiday gifts purchased and wrapped. Don't come crying to me if you bought that let's not exchange gifts this year hun, crap. Sorry for the crap, I mean crud. God, I mean gosh, I hate this P.C. world we live

in. Some of you might remember when we were policemen not peace officers. What the heck is a peace officer? But I digress.”

“Anyway, make sure you activate your U.W.E.V.T.’s (universal wearable electronic voice translators) before you hit the streets. We almost lost Zmansky last night in a foot pursuit. Why the hell he left his unit in Little Egypt chasing one of those people is beyond me. He didn’t have his on and when he finally caught up to that little terrorist he had no way of knowing where he was. He tried to ask someone but of course he couldn’t understand a thing they said. Isn’t this America? Haboud, that is your sector; where the hell were you?” “Well, Sergeant, I was facilitating a bilingual law enforcement school to career class at Central High.” “Haboud, God darn it. That just pisses me off. I transfer you to Little Egypt because they wanted a cop they could relate to. Now you spend all your time in schools so that Zmansky, a man with blonde hair, blue eyes and only one vowel in his name for God, I mean gosh, sakes has to do real police work in your sector and gets swallowed up by your people.”

“Sergeant O’Mally, I didn’t ask for the assignment in Sector 7 and, quite frankly, I resent you referring to it as Little Egypt; it’s called Center City West. The people who live there are from several places in the Middle East and the chief insists the classes are a priority.” “Haboud, you don’t work for the chief; you work for me. I don’t care what classes she wants you to teach; you are a policeman, I mean peace officer, and your job is to catch crooks not placate a bunch of immigrants. A woman chief, gawd! First a woman president and now this! And as far as your classes, I heard that yesterday Central High had to call us to break up another mini-riot between your people and a bunch of Orientals. Something about Buddha versus the Mohammed. Anyway, we’re wasting time here; cut it and get to work.”

Officer Imir Haboud catches up with his sector partner Danny White as they check out their gear. “Danny, I swear I don’t know why I try. That O’Mally is a jerk, a real racist mick if you ask me. I thought he was out of here in 2002 and 3% at 50 kicked in. I am busting my back trying to work with these kids to create some mutual understanding and all I get is grief from him. Do you think I should talk to the lieutenant?” “Imir, look, I like you okay. I don’t know why because you are a royal pain. The sarge is just a little old school is all. Remember it has only been a year since that terrorist deal with our drinking water. We finally wrapped up that little war in the Middle East and the sarge lost his son over there. Talk to whomever you want; just don’t mention my name. I got problems of my own without getting caught siding with you. And what is up with that skullcap, anyway?”

Central Records

Agent Pete Depalo walks up to the records office and plugs in his P.D.A. to download his contacts and reports for the day. He grumbles that it is a big inconvenience to have to walk inside the building. Just yesterday the beam station in his car went down precluding the ability to transmit the data from the field, but he seizes this opportunity to ogle his favorite electronic data manager. “Hey Maria! How’s my favorite seniorita? Almost Christmas and here I am standing alone under the mistletoe. A little kiss sounds good.” “Pete, please don’t talk to me like that.” “Jeez, Maria, I was only kidding; what have you got against me anyway.” “Nothing really Pete, it is just that you are married and in case you forgot, I am a lesbian. I have no interest in you at all and those comments offend me.” “But Maria one night with me and I could cure one of those problems.”

Administration

Chief Amanda Hunter arrives early as usual and scans her data-link monitor for significant events. She marvels at the device and wonders how she ever got along without it. With a touch of the screen she can review report narratives, view video feed from crime scenes and pursuits, and pull up an officers contact activity, and more importantly, their down time. The vehicle GPS units transmit continuously, allowing any supervisor to monitor all officers' locations.

She calls Lt. Trang into her office to check on the calendar. "Jimmy, what's on the menu?" "Well Chief, Officer Haboud has filed a formal grievance against O'Mally alleging racial slurs and harassment." "Damn it, Jimmy, I thought O'Mally was out of here; we lost most of the old school five years ago, what's with him? I tell you, I'm not prejudiced or anything, but I'll be glad when we get rid of the last of the old Irish. Maybe we should make him attend a sensitivity class or something. Don't we host a dozen or so a month, and I just love the mission statement, "Can't we all just get along?" It would make Rodney King proud. Was that really fifteen years ago?"

"Anything else?" the Chief asks. Lieutenant Trang continues. "Maria Sanchez has called an emergency meeting of the Gay and Lesbian Employees Association to discuss ongoing harassment by heterosexual employees, particularly Agent. Depalo." "Oh jeez, Jimmy, not the Italian stallion again." "Well, Chief, you know Depalo is a good guy. I just think it's their nature to be chasing skirts, no big deal." Chief Hunter says to herself, "I can't believe this place."

Optimistic Scenario

The Issue: How will mid-sized urban agencies manage intergroup conflict in diverse organizations by 2007?

Anytown California Police Department
December 14, 2007
Weekly Management Staff Meeting

Chief Ira Grossman walks into the meeting room and looks at his command staff. Of the ten people present, eight of them have been managers for less than five years. The department had lost a lot of tenure with 3% at 50 in 2002. He was a captain at the time and made chief as a result of the exodus. It was a good news, bad news situation. Always hate to lose that much experience at one time, but the new team seemed more progressive. Maybe it was just wishful thinking, but the new team was certainly more open to new and innovative ideas.

Take for instance the restructuring of the management staff. Captain Nora Ramirez, head of the newly formed Employee/Community Outreach Bureau had suggested the establishment of a Community Cultural Awareness Commission. This group, which she chairs, meets at least monthly and whenever needed to discuss the state of cultural affairs within the city. The Commission is made up of at least one representative from each of the different ethnic groups in the community but is open to all. The group is advisory to the Chief of Police and provides information on police community issues. The U.W.E.V.T. (universal wearable electronic voice translator) although not a panacea has really helped to bridge the gap so work could occur on the cultural divide. The bilingual requirements enacted in 2002 have been a real boon in that regard.

Each Commissioner is provided with an Internet equipped P.C., so emergency on-line meetings can be called. The Commission members can also post information on the department web site alerting employees to upcoming community events and concerns. Employees actively

seek out commission members with specific questions relating to interaction with various cultural groups. Email between the members and the sector officer patrol vehicles helps to facilitate this dialog. The members also regularly attend quarterly department training sessions as a resource to sector officers. Although the initial acceptance by the officers was lukewarm, as specific examples of closed cases and averted problems were posted and discussed, the officers began to see the value from an officer safety perspective. The lukewarm reception was similar to that given the diverse police commissions and review panels now required by federal law. Problems still exist in this area. The idea had merit but, like anytime groups are mandated to get along and diversify, the results were mixed. Perhaps with time and some demonstrated successes the groups will earn respect and the mandates will no longer be required. Communities then could select oversight groups on their own.

Lieutenant Tom Abuud is currently in charge of the Training Division. One of his duties is recruitment. Tom is a veteran of the DARE program and recognized the mentoring benefits of officers in the schools. He was concerned the process did not continue into junior and senior high schools, so he proposed the implementation of the Police and the Community Program for all students in conjunction with the mandated bilingual education. This program exposes students to their rights and responsibilities in their interaction with municipal government along with cultural awareness and language skills.

Lieutenant Abuud also arranged with the California Commission on Peace Officers Standards and Training (POST) to place on site C.D. ROM-based POST training terminals at college campuses. Tom and his staff also provide a basic police science school to career curriculum that allows students to be exposed to the same type of material and examinations provided to sworn officers. POST captures and stores the level of instruction accomplished by

individual students. This information is available to the student when applying for internships or paid positions within the department. Instructor positions are rotated on a yearly basis coinciding with the school year. Officers establish close personal relationships with many students. This contact helps to bridge generation and cultural divides. The potential for qualified candidates continues to grow and the pool continues to diversify.

The newest member of the management team and recent past president of the Black Police Officers Association is Lieutenant Danny Walker. Chief Grossman always believed that competent union leaders considered employee and organizational interests when making decisions. He was not disappointed with Danny. Danny often felt there was some misunderstanding by non-black members of the organization when the BPOA was formed years ago. He felt it was due to the lack of outreach on his group's part and lack of understanding on the part of others. He admittedly was likewise a little confused when the Latino, Asian, Gay/Lesbian and Christian associations were formed.

At Danny's suggestion, members of the management team contacted the leadership of the various associations and expressed an interest in attending their meetings on a regular basis. At first suspicious, the leaders eventually agreed, not that they could have prevented it, but sometimes it isn't easier to ask forgiveness than permission. Managers now individually attend each association meeting at least once a quarter. At six groups, that's 24 meetings a year or two a month. Not a bad investment if working to understand the culture of an organization is a priority. This practice has resulted in an outreach effort by all the associations toward the other and to individuals within the organization.

The associations also work collaboratively on departmental and community events. This was particularly important in light of an increase in complaints of biased-based policing from the

community and from within the ranks of employees from the Middle East. The recent attack on Iraq as part of the conclusion of the response to 9-11 resulted in new heightened awareness of terrorist issues. The implementation of counseling and conflict training directed at cultural understanding as a result of these events has further opened up direct, interesting, and helpful discussions within the organization. Grievances surrounding ethnicity, gender, orientation, religion and other cultural issues have reduced considerably.

Normative Scenario

The Issue: How will mid-sized urban agencies manage intergroup conflict in diverse organizations by 2007?

Anytown California Police Department
December 14, 2007
Training Division

Lieutenant Fred Russell walks into the office and he doesn't look happy. "What's up, Fred?" asked Sergeant Steve Wheeler. "You aren't gonna believe this, Steve, the chief wants us to open up the police officer position for the February academy. Hell, we just finished the last process and we didn't get squat. Oh yeah, he also said he wants us to focus our recruitment efforts on ethnic minorities and women. I don't know what we are supposed to do. We recruit at the colleges and the job fairs. We post fliers all over the city; we advertise in the papers. We aren't intentionally excluding anyone. I don't know why more minorities and women don't apply to work here."

"You know, Fred, a lot of agencies are eliminating the six foot wall portion of the physical ability test. If you look at our last two testing processes, that one event alone disqualified several female applicants who were looking pretty good through the application

process.” “Steve, I do not want to lower our standards for anyone, either they hack it or they don’t.” “Look, Fred, I am not suggesting we lower our standards. The wall is an arbitrary test. It is probably a skill a person can learn in the academy. Why would we want to use it if we know it eliminates more women than men? Let’s at least think about our process to see if we have created a problem.

“Another thing, Fred, have you thought about making more use of the Department’s web site? We really should be accepting applications on line. I don’t know why we aren’t doing some preliminary interviews with the web-cam. We could even post the names and photographs of applicants on the site and see if the community at large has the same opinions of these people as their references do.”

Watch Commanders Office

Lieutenants Claire Bender and Sam Kallib are sitting in the Watch Commander Office working on the overtime schedule. Sam is scanning his laptop and only half of the squad has beamed their responses from the PDAs on the overtime request. Sam is frustrated that he has been unable to fill all of the slots needed for the Christmas holidays. “You know, Claire, we may have to mandate overtime if we don’t get these slots filled. I am so tired of these new kids not wanting to pull their weight.” “Sam, you are starting to sound like a dinosaur. The new kids, as you call them, are doing just fine. Is it a crime that they want to spend their days off with their families instead of with us?” “No, Claire, it isn’t a crime but whatever happened to loyalty and commitment to the organization? I don’t see it anymore.”

“Sam, maybe if you approached it differently, appealed to what motivates them, you would have more success in filling your slots. Perhaps if you talked to them directly instead of just doing a group email. A vibrating PDA may not be the contact they appreciate.” “Claire, I

barely have time to do the schedule, I certainly don't have time to hold the hands of a bunch of snot-nosed kids." "Hey, Sam, take a look at this article in today's paper. It says that loyalty is important to the Generation Xers. Seems like your assumptions may be wrong. It says here that your kids want to be loyal and would love security, just not at the expense of considerate treatment and respect." "Whatever, Claire. Okay, I will go in person and tell them I love them if they will only work with us on this schedule."

Patrol Sergeants Vehicle #0076

Sergeant Alveraz asks his Star-Net, an on-board interactive Internet portal, to locate School Resource Officer Tom Boyd. He is informed Boyd is at P.S. 42 in a law enforcement class. Alveraz is amazed that this machine is capable of so much. He wonders when it will be able to read his mind. He has Star-Net buzz Boyd and the two are instantly connected via video-cam for a mini conference. "What's up, Sarge?" "Morning, Tom, how is the class going?" "About usual. It is a good group, but not all of them are buying what I am selling. I think they are learning to appreciate the job of government, but it is an uphill job overcoming the stereotypes they have of cops." "You know, Tom, it is the same battle on the job. We barely get along amongst ourselves and we all wear the badge."

"Okay, Sarge, you're the boss. How do we deal with the conflict? You know this class is made up of twenty-three students representing about as many cultures. Those that appear to be similar from the outside lose their similarities when they open their mouths. Whatever happened to Mayberry?" "There is no Mayberry, Tom. You just do your best and remember that our future is in your hands. You know that when it hits the fan, we always come together, in our country and in the communities. It just gets a little messy when things are going well. When we

don't have big things to worry about, we start picking at scabs." "I don't know what that meant, Sarge, but I gotta go."

Police Commission Meeting on Use of Force

Chief Thomas Spence and City Attorney Norma Bleakly wait in the hallway preparing for another grilling by the commissioners on this month's use of force complaints. "You know, Norma, I am not sure this mandated commission that requires one of each ethnicity is a good thing. I mean the community is 53% Hispanic. Shouldn't that mean over half of the Commission be Hispanic? And other than Commissioner Trang, I'm not aware of any Asians in town." "Yes, Tom, but it's a start. Remember in 2002 when the Commissions were all white like you. We were putting out fires in front of City Hall every other day. They called you guys an occupying army. At least now folks feel they have a voice. I bet after we convince the feds that we can do this without big brother, things will even out."

Of the three scenarios described in the futures study portion of this paper, the optimistic scenario is the most preferred. It describes a high trust environment where, although the organizational climate is not perfect, the players at least have an understanding of the mission, values, and direction of the organization. The fictitious agency, Anytown Police Department, has implemented programs and outreach efforts intended to create a culture of understanding and awareness while recognizing conflict will occur. The organizational philosophy is demonstrated by example as being one where diversity is welcomed and bias is recognized as a human condition and openly discussed.

CHAPTER THREE

STRATEGIC PLANNING

Strategic Planning is a structured approach; sometimes rational and other times not, of bringing anticipation of the future to bear on today's decisions.⁴⁰ It is broad-based and contains clarity of vision and its success is determined by the achievement of the desired results. A strategic plan is developed for change and to allow for control during this process. It requires listening to the organization and the environment to discern subtle, and at times not so subtle, indicators that change is needed and to determine the desired direction of change.

Race, ethnicity, gender, sexual orientation and any other issue that distinguishes one from another continue to be the basis for intergroup conflict. Success in the management of diversity is dependent upon the ability of leadership to create an environment where trust is valued, and fear of difference is discussed. The outcome will be a healthy diverse organization. While perhaps not free from intergroup conflict, it will understand why conflict exists, and will deal with conflict by valuing trust, mutual cooperation, and respect. Respect both for the individual, and the culture and mission of the organization.

In a situational analysis of the current environment, as it relates to the issue statement, external threats and opportunities, as well as organizational strengths and weaknesses, need to be identified. In a culturally diverse community the following opportunities may be present.

- Minority groups are willing to participate in problem resolution.
- Majority groups recognize change is occurring, and recognize the need for better understanding.
- Groups already exist with the stated purpose of developing bonds and bridges between government and the community.

Environmental threats to producing successful change include,

- Current tension between immigrant and refugee groups.
- Problems and perceptions relating to the legal and illegal immigration of Hispanics due to Southern California's proximity to the border.
- Lack of awareness or understanding of law enforcements mission and desire to create a stronger working relationship with the community.

Organizational strengths that will benefit the ability of a mid-sized agency to develop cultural change include,

- Size. A mid-sized agency will be better positioned to implement and monitor change.
- Diversity exists and is expected to increase. The issue has been identified.
- A generally receptive audience.

Organizational weaknesses that may prevent an agencies ability to implement change include,

- The existing culture where white male dominance is considered the norm. What is surprising is that in some organizations where traditional minorities are now the majority, the new majority claims to still be under the influence of and prisoner to the norm.
- Individual and institutional bias.
- Zero tolerance policies that prevent instead of encourage open dialogue.
- Resistance to change.

The law enforcement culture in this regard is both strength and a weakness relative to addressing the issue of intergroup conflict. It is seen as strength in that the culture is apparently

stronger than the individuals that make it up. Understanding this, an organization can build on that part of the culture, which bonds individuals and gives them a basis for identifying with something more important than preference and bias. The culture is a weakness, when left alone; the individual and institutional bias becomes the basis for conflict.

The twenty-one year old female recruit may come to the job with a strong desire to make her community a safer and more pleasant place to live. Her dream to be a police officer may have been accomplished over the objection of her parents and peers who don't believe the job is appropriate for women. The thirty-year-old Iraqi immigrant may see law enforcement as a means to achieve success and stature in his new community. His family may be as concerned for him, as was the family of the young female officer, but for very different reasons. He may lack the support from his family due to their inherent distrust of the police resulting from experiences in the Middle East. Both the young lady and the immigrant come to the profession with bias and culturally diverse backgrounds. Both hope to achieve a level of success and acceptance in their chosen profession. The degree in which that success and acceptance is obtained is dependant upon the organizational culture.

An organization has an opportunity to create a new law enforcement culture by ensuring that each member, new and old, understand the significance of the organizations purpose in relationship to its members, and the community it serves. The diversification of law enforcement should be an example to communities because of its ability to focus on vision over differences. Difficulties will occur in creating this new culture. Groups and individuals may work to spoil meaningful change. The spoilers of a program are often referred to as snail darters. The snail darter analogy is a reference to a bug whose discovery during, instead of prior to, a construction project by the Tennessee Valley Authority, caused eventual cessation of a project with

exacerbated costs. The problem occurred due to the agencies inability to identify and plan for unanticipated spoilers of change.

Those in the minority may resist efforts out of a lack of trust in organizational motive. Motive is always suspected in a low trust culture. The majority may also resist out of a concern that values and ideas are becoming subordinate to culture, gender, or ethnicity. Individuals and groups have differing agendas and reasons for supporting or resisting change. The snail darter analogy represents the lack of ability in discerning who may be a spoiler, and working to diminish their threat to the plan.

Individual and institutional bias and prejudice create profound difficulties in interpersonal relationships. These difficulties, if not addressed appropriately, become the seed for intergroup conflict. Equally important, is an organization's steadfast resistance to change. Not that all resistance to change is bad. In an article dealing with change, the problem of ignoring resistance and dissenting opinion was discussed. It stressed the importance of those proposing change demonstrate that there is a need to do so while respecting the successes of the past. "Resistance is simply a very effective, very powerful, very useful survival mechanism".⁴¹ Irrational resistances to change, and adherence to inappropriate tradition, are spoilers of progress.

The development of a successful diversity management model will bring opportunities to an organization and the community it serves. Few better ways exist to learn of cultural differences than the successful diversification of an organization to more closely mirror the community. However, organizations that work toward diversification, threaten the cultural tradition of law enforcement. This can create internal conflict while at the same time generating external goodwill and partnership with the community.

The ability of an organization to draw upon its values, ethics and overarching responsibility to the community, will in part determine its ability to manage the resultant conflict. To use a battlefield metaphor, distinctions become less important when two people share a foxhole. When individuals understand and believe the mission and the values of an organization they belong to, they at least have that in common. When trust and respect are part of the organizational culture, people's differences, while still remarkable, can be the basis for communication instead of conflict.

In the optimistic scenario, a high trust environment is envisioned. It is important to develop a climate of organizational trust. There must be the ability to confront individual and institutional biases and engage in frank and honest discussion on concerns and fears. It is important to manage bias, not suppress it. Suppression of feelings of resentment, bias, and simmering conflict in the interest of conflict avoidance actually magnifies the issue. Zero tolerance policies, while useful in some situations to address specific unwanted behavior, can at times have a chilling effect on an organization's ability to manage intergroup conflict. Bias exists.

Increased diversity creates increased conflict. Bias, confusion, and misunderstanding can't be willed away by policy and procedure. Policy can be written to control acted-out bias, but enough policy cannot be written to control how people feel and think. Clearly defined vision, mission, and organizational values can be developed, espoused and exemplified so that differences and cultural awareness can be leveraged into a keener understanding of what makes people who they are.

Trust is accomplished one contact at a time, one decision at a time, and one confrontation at a time. The concept of an emotional bank account as described in *The Seven Habits of Highly*

Effective People addresses the importance of continually making deposits into this account, doing the right things and creating trust.⁴² The development of an organizational mission statement with input from the stakeholders is important. Actively recruiting, mentoring, developing, and promoting qualified diverse candidates is a deposit. Adopting organizational policies and philosophies that appropriately place a zero tolerance on harassment and discrimination yet encourage and require open and honest discussion on conflict and its reasons are deposits.

Policy is often black and white, easily read and understood. Philosophy is a little more difficult in that it is more remarkable for what is not written; yet understood. Dennis Prager hosts a nationally syndicated daily radio talk show. He remarked once that it is interesting how much our life is philosophy versus how little is science.⁴³ Development of and adherence to an organizational philosophy rooted in trust and respect is a deposit into the emotional bank account.

With enough daily deposits into this trust account, the occasional withdrawal won't deplete the fund. For example, in an organization where trust is the norm should an employee say or do something considered inappropriate, intolerant or offensive, the offended party should immediately confront the employee and the two discuss the issue. The offended party should infer that the comment or action was not intended to injure unless proven otherwise. If someone is trusted daily in a hundred different situations, a slip of bias shouldn't ruin a relationship and deplete the level of established trust.

One recommended strategy of conflict management is the ability of organizations to provide for and value workplace justice. In a paper titled, "Workplace Justice, Zero Tolerance and Zero Barriers," Mary Rowe and Corinne Bendersky of MIT Cambridge, Massachusetts, the

authors, discussed the importance of workplace justice. They explain that for employers to insist on fair and courteous service of customers, they must first ensure that a fair and civil culture exists within the organization.⁴⁴ In a high trust culture, employees feel responsible for taking effective timely action on their own when they perceive a problem.

Rowe and Bendersky discussed win-lose (formal justice) and win-win (fairness and problem solving) strategies for problem solving.

Some people who are interested only in legal rights and responsibilities want hair-trigger responses to the least suggestion of illegal behavior, with mandatory reporting, mandatory investigation and mandatory punishment of proven offenders. Some observers who are primarily oriented toward interests – especially relationships – want a variety of informal options available in most cases where people suspect or experience unacceptable behavior...in order to encourage people and organizations to talk instead of fight about their differences.⁴⁵

The paper reports that the more organizations worked to implement true zero tolerance policies and formal investigations on unacceptable behavior, the less likely people were willing to discuss situations when they perceived a problem. People want to resolve conflict informally in a high trust culture. It is only when that trust does not exist or has been betrayed that informal resolution is no longer an option. Federal mandates and hiring quotas, as described in the scenarios, don't come about because of one mistake in otherwise healthy organizations. They occur as a result of many mistakes and lack of trust that the organization is capable of appropriately resolving conflict. In an opinion piece, Wendy McElroy comments on the problems associated with mandates.

People properly resent a law that tells them who they must associate with and on what terms. The courts are perpetuating the same pattern that caused conflict in the first place: that is, the “right” of government to determine the terms on which private parties associate....Government should get out of the diversity business.⁴⁶

People are not the same and the majority can't just ignore this fact by wishing the minority would get over whatever it is they feel about their particular issue. The optimistic

scenario identified the importance of working to understand the needs and concerns of employee groups formed along demographics and ideology. Does the creation of employee groups based on race, ethnicity, gender, or sexual orientation eliminate or exacerbate conflict? Yes, both, but they exist and reasons abound for their existence. In an opinion piece written in the PORAC Law Enforcement News, Ken Lutz remarks that these associations come about often "...because of the existence of inequality."⁴⁷ In organizations the majority always has the voice and it often doesn't understand the minority group's perceptions and concerns.

By really working to understand others' perspectives and concerns, particularly when the majority doesn't understand, a high level of social capital is created. This also contributes to the climate of trust. Not only are people different, but also the way they communicate and their vernacular differs. In the article "Investing in Human Relations", Rick Levine reports people don't like communicating in artificial "business voices." He remarks that people prefer to speak in their "authentic voices outside of an organization's official communications channel." In a high trust organization where values are understood and shared a diverse group can develop long-term connections called dense relationships, trustworthiness is taken for granted and "trade can occur with ease."⁴⁸ Zero tolerance is not appropriate in all situations and is often damaging to an organizational culture. Without trust, sometimes a rule is all that is left.

Another strategy is formalized cultural awareness training. This will increasingly become more important as organizations and communities continue to diversify. This type of training must be introductory in the academy and continue throughout an employee's career. It should be formal and informal and integrated into an organization's philosophy of looking for differences in order to seek understanding. Awareness training does not mean that persons exposed to it are expected to agree with or accept another's opinion or position on a particular issue. It is intended

to expose individuals in the organization to differences in opinion and perspective. It is intended to allow for a better understanding of why these opinions and perceptions are held.

Preaching, blaming or scolding hasn't and won't work. A history of cultural diversity training, which began in the 1960s, describes the practice of blame and its intent to "sensitize" the police to the minority community.⁴⁹ This practice, while well intentioned, attempted to mandate understanding. An organization cannot change anyone's opinion on anything. It can create an environment, however, in which members of the organization feel free to discuss in their authentic voices how they understand or perceive a situation. Organizations are changed by first deciding on the need to change, obtaining critical mass in the number of change agents on board with the process, and then reaching one person at a time with a clarity of vision and hope for an openness to change. The individual then must decide on their own if there is value in the change and if they will accept the proposal.

An appropriate organizational vision statement is very helpful in this regard. But rather than simply saying there is value in diversity, include language explaining what that means with input from stakeholders. Stakeholders in this instance include members of the organization, formal and informal community leaders, business and clergy groups, and other community associations and interests. The ability of an organization to demonstrate a successful model of diversification is directly related to stakeholder awareness. Stakeholders in the law enforcement culture include nearly everyone within a community. Law enforcement's failures are felt, and its successes celebrated, by everyone. Valuing diversity means that an organization places value on people as individuals, and it values an environment where the individual and organizational well-being are looked after.

The local school district is a stakeholder. With the advent of police officers assigned to school campuses, law enforcement is the branch of government often most visible to the youth of a community. Students are often very critical of the police and watch closely to see if law enforcements actions mirror its message, that of an objective, unbiased, trustworthy branch of government. Imagine the positive impact, a healthy diverse organization would make in daily interaction with students. Conversely, imagine the harm caused by a law enforcement organization, which shows its inability to understand and manage bias as those described in chapter one. The benefit of law enforcement in a mentoring role was demonstrated in the optimistic scenario.

Employee groups and associations are significant stakeholders. These groups are keenly aware of incongruence in an organization. If the organizational vision statement does not match the reality of the culture, an environment of distrust is created. Ideally, cultural distinctions are understood, and recognized to be of value. A members self worth is often evaluated on acceptance into the group, when all the rights and privileges of membership, both formal and informal occur. It is when these individual expectations are not met, that people become less concerned with organizational vision, and more concerned with individual preference.

For the middle aged white male officer, that preference may be espoused in an attitude of anger over change. For the new black officer, the preference may be demonstrated by a distrust, which is perceived as militant. A gay police officers association may form as a result of the perception that their membership is considered valueless to the majority. Organizational associations formed from minority groups can be problematic, formations caused as a result of non-acceptance or cultural bias, are damaging.

Minority community groups are significant stakeholders. Recalling the Summary Event Table, the NGT Panel concluded there was a 55% probability that the United States would attack Iraq within two years. It was interesting that the majority of the panel was not from a Middle Eastern background, and admittedly, had little awareness of the Arabian culture. They concluded this event would have no impact in relationship to the issue statement. Two of the panelists were white male police captains. The two panelists from the Middle East, Kurdistan and Iraq, felt the impact would be significant. Both were very concerned with how non-Arab Americans would perceive and act toward Middle Eastern Americans. Communities and organizations with a Middle Eastern population, will quite probably, face significant issues relating to intergroup conflict, as a result of war with Iraq.

The Optimistic Scenario worked to address this concern by the establishment of the Community Cultural Awareness Commission, an Ombudsman component. Organizations recognizing the potential for internal and external conflict, resulting from the intentional creation of a diverse workforce, are better prepared to plan for their response to events outside of their control.

Stakeholder participation in the development of the organizational vision statement is important. Management is responsible for reaching out to groups within the organization to solicit input in developing the vision. A facilitated planning session to include a representative group of the organization as well as key community members would go along way in developing necessary trust, and ensuring understanding, acceptance, and compliance on everyone's part. This is an example of a situation where too many cooks would not be problematic. A vision statement written in a cooperative effort between all stakeholders would have far more significance than one written in a vacuum.

The following is offered as an example of what a model vision statement could include for a mid sized law enforcement agency in an increasingly diverse community.

- Mid Town Police Department, in partnership with the people of our community, pledge to work toward the creation of a safe and secure city.
- We understand that law enforcement is a sacred trust, and a unique responsibility.
- Our strength and authority comes from our belief in the principle that all persons are created equal and are deserving of respect.
- We recognize that as individuals we are unique and diverse, but it is our sense of common vision, that guides our efforts.
- We pledge to work together, holding one another and ourselves accountable for our success.
- We pledge to create an environment where all persons, regardless of individual distinction, are offered an opportunity to succeed based upon ability and a shared belief in our stated vision.
- We recognize that the principles of honesty, integrity, trustworthiness, caring, and respect will guide our decisions.
- Our vision will be the benchmark, by which our individual and organizational merit and value will be measured and evaluated.

Another strategy would be to include cultural competency evaluations as part of selection and performance ratings. The Latino Coalition on Education in San Diego offers the following definition of cultural competency. Partnership with the schools was a prominent feature in chapter two.

- Demonstrates the ability to interact appropriately and respectfully in a second culture. Uses appropriate verbal and body language (with parents, elders, females/males/children).
- Demonstrates knowledge of the history of the people in the setting (e.g., the historically under-represented communities in the organization).
- Understands that in regards to worldviews, that people of different ethnic backgrounds have different worldviews which profoundly affect how they relate to one another.
- Understands their own biases (i.e., beliefs and assumptions about people of different heritages).
- Understands the historical implications of institutional and individual racism. Has full command of a second language (reading, writing and speaking).
- Believes in multi-cultural student development and success.
- Values ethnic differences (e.g., values, beliefs, etc.)⁵⁰

This definition was written for a school environment and all components may not be suitable or acceptable for a law enforcement setting. An organization could, however, using this definition as a starting point, draft a specific definition of cultural competency that members could agree on and incorporate into an organizational culture. Most of the points in the definition did not deal with the acceptance of differences, just the understanding and desire to see that all people within an organizational culture are valued.

As another important strategy, an organization should identify an organizational unit, group, or person tasked with the responsibility of culture scanning. The development of an ombudsman position responsible for taking the emotional pulse of the organization is an important suggestion. An ombudsman would be uniquely positioned to continually assess the emotional competency of an organization, as it relates to, among other things, issues of bias and trust. This on-going assessment not only benefits the organization, it benefits the community

served. Law enforcement's attempts to successfully diversify are, in part, dependent upon how it is perceived externally.

Law enforcement puts great emphasis on perishable skills relating to tactical ability yet often neglects its internal health. An ombudsman would work with an organization's employee assistant program acting as an internal barometer to identify and forecast issues needing attention. An ombudsman would watch, read, listen and talk with members to determine what the current issues are. When trends are identified or events occur, this unit or person, identified as the Employee Outreach Bureau in the optimistic scenario, would be responsible to ensure the conflict is identified and that appropriate steps are taken to address it. Depending upon the size of the organization, this task might rightly fall to the first line supervisors or managers. With appropriate training, this group or individual, would ensure that issues are brought to the table for quick, open, and frank discussions.

The importance of formalizing this process is that individuals in the organization can readily understand and visibly see the importance the organization places on the management of intergroup conflict. If traditionally espoused, this has always been the responsibility of everyone in the organization, nothing will change. Organizations can't get to where they need to be by doing what hasn't worked. Things aren't important until they are determined to be important. The organization must train and develop a person or group to seek out areas of disagreement and lack of understanding as they surface. Left alone, intergroup conflict has a negative impact on whatever level of social capital exists and on the deposits in the emotional accounts. Identified and discussed, conflict can be the basis for increased understanding and an ongoing exercise in the development of social capital.

One strategy not yet discussed is the concept of forgiveness and how that impacts the resolution of intergroup conflict. In the message of Pope John Paul II during the World Day of Peace on January 1, 2002, he discussed several of the concepts described above and their relationship to forgiveness.

The pillars of true peace are justice and that form of love which is forgiveness. But because human justice is always fragile and imperfect, subject as it is to the limitations and egoism of individuals and groups, it must include and, as it were, be completed by the forgiveness, which heals and rebuilds troubled human relations from their foundations. Only to the degree that an ethics and a culture of forgiveness prevail can we hope for a politics of forgiveness. All human beings cherish the hope of being able to start all over again, and not remain forever shut up in their own mistakes and guilt. The ability to forgive lies at the very basis of the idea of a future society marked by justice and solidarity. The path of forgiveness opens the way to mutual understanding, respect, and trust.⁵¹

The last sentence, identifying forgiveness as a means to develop trust, is an important one. People's ability to "get along", is impacted by the level of trust or fear, in interpersonal relationships. An individual may have concerns about a co-worker! Perhaps the co-worker is gay and the individual is straight. Maybe the co-worker is black and the individual, white. In casual conversation differences in perception, culture, or philosophy may be noticed. In a high trust culture, where forgiveness is a core value, people are more open to explore differences. Even if this exploration is just out of curiosity. The occasional slip of the tongue in ignorance isn't the basis for a win-lose type of complaint. It is instead the basis for more conversation and perhaps understanding. In a high trust culture, saying, "I'm sorry", is often all that is needed.

Many of the strategies suggested are not reliant on budget resources. Philosophical changes in organizational culture can be accomplished within the existing system. An organization should look at what is being produced in culture, services and outcomes. If it is not satisfied with the results then an analysis of the current system is in order. It is important to check if organizational philosophy, what is said, is congruent with organizational behavior, what

is. If there is no congruence, or if it is weak or unclear, intervention is needed in areas where an organization has control. Two such important areas are its leaders and its people. Assess if leadership is setting the proper direction. Leadership must demonstrate the importance of trust in an organization through high moral and ethical conduct.

TRANSITION MANAGEMENT

Transition management is moving the issue from the present to the future. How does an organization get to there? In an analysis of the current environment, several things appear clear. As communities diversify, so will organizations. The desire for a workforce representative of the community served will become increasingly more possible and probable. The difficulty will then become the management of the resultant conflict, and preparing the organization for this change.

In the case of diversification, law enforcement argues for change while maintaining the status quo. Not because it is right but because it is what it knows. Or as appropriately stated in a book dealing with organizational culture, "...there is difficulty in innovation in an organization that simultaneously compels its members to adhere to all the proscriptions of a large bureaucratic structure."⁵² Things are fine just the way they are. Let the minorities work to get in the same way that the majority did, all the while the decks are stacked against them being able to accomplish it. A paper on police organizational culture describes how the culture is perpetuated. Once people are hired and brought together, "police show an unusually high degree of occupational solidarity."⁵³ The difficulty occurs during the selection process. "The selection process is the beginning of the police cultural assimilation. Persons who can demonstrate characteristics and traits like those possessed by the officers already on the force stand a greater chance of being hired."⁵⁴

So law enforcement is looking for diversity as long as it resembles the majority regardless of who the majority happens to be. Once hired officers may fall into a culture where trust and open discussion is not valued. This then results in a culture where,

One impact is the potential that isolation provides for officers to engage in deviant behavior, bias. The norms located within police organizations are more powerful than court decisions in shaping police behavior. This suggests a leadership challenge; policy implementation strategies need to include phases that are designed to break through the culture of isolation.⁵⁵

The responsibility for building trust in the organization clearly lies with management. One pitfall of managers is discussing culture as “it” instead of “us.” To allow for and implement change, management should stop working to change the organization and instead work toward creating an environment where people can change. “Building trust is an evolutionary process that takes time and consistency.”⁵⁶

Organizations can rely on strengths inherent to good leadership to develop a culture of trust. In a text dealing with cultural issues in law enforcement, an assertion is made that, “Good leaders not only acknowledge their own ethnocentrism but also understand the cultural values and biases of the people with whom they work.”⁵⁷ This ability not only shows the leaders’ awareness of individual bias, it allows for the organization to be able to openly discuss similar issues, further developing a high trust environment.

Organizations must recognize the need as a group in developing a vision of the future that offers a culture of trust and of valuing individual members and organizational mission. Management is responsible for leading the cultural change. If all the management team is not on board, a core group who understands the vision and will work toward its development is identified. This group, considered critical mass is formed from identified stakeholders for the purpose of accomplishing the proposed change, in this case, cultural change. Critical mass is

the minimum number of people required to make the desired change happen. In a mid-sized agency, critical mass should include at a minimum,

- A representative from the majority police group.
- A representative from the minority police group.
- An identified “unofficial” leader from the organization. This is generally a person who while not holding official title or rank, is understood to have moral and cultural authority in persuading members to accept or reject change.
- The City Manager.
- The Chief of Police.
- A key community member such as a Councilperson or community advocate.

This core group works with all of the identified stakeholders in the development of processes to ensure implementation, evaluation and follow up.

In the Optimistic Scenario, critical mass was achieved largely in part due to recent improvements in the State’s retirement system. As tenured majority employees retired, a more culturally or ideologically diverse management team was assembled. That opportunity is currently a reality in many California law enforcement agencies. With the development of a shared vision, management is morally responsible for developing a team that genuinely shares the vision, and commits itself to working toward its implementation. If members can’t or won’t demonstrate their ability or willingness, they cannot be allowed to continue on as spoilers of change. A manager’s evaluation should include an analysis of performance relative to their demonstrated adherence to the organizations vision statement.

In order to develop an implementation plan, it will be important to set initial goals that can be reasonably accomplished. It is as important to identify who is responsible for these

accomplishments, otherwise the desired change will not occur. Initial tasks and responsibilities critical to the successful implementation of cultural change include,

- Identification of critical mass, the responsibility of the Chief of Police in conjunction with input from identified stakeholders.
- The development of a clear meaningful vision statement, a facilitated process using input from all stakeholders. This responsibility although belonging to everyone in the process, rests with the management team.
- Agreement to congruence in action in relationship to the vision. Identified initially in the wording of the vision statement, accomplishment is measured in performance evaluations and stakeholder input. Supervision and management is tasked with ensuring that performance is evaluated using the vision statement as a benchmark.
- Policy development that emphasizes problem solving over zero-tolerance. Members of the critical mass team from the sworn and civilian associations in conjunction with other governmental and community groups specializing in conflict resolution, would develop suggested policy to address problem solving.
- The development of diversity training to provide for cultural competency. The Training Division or component, in partnership with local educators and representative community groups, would work to identify training needs specific to the community. Additionally, this group would review the selection and evaluation criteria of employees to assure that cultural competency is a factor in the process.

- The development of a cultural scanning component, ombudsman. An ombudsman position would require the Chief of Police to convince the elected officials and the City Manager of its value. Absent the ability to obtain an additional position, the Chief would assign a key manager in partnership with the employee groups, the employee assistance program, and a Human Resources component, with the development of a cultural scanning model.
- A commitment to open dialogue. This would be everyone's right and responsibility as espoused in the vision statement.

In reviewing current literature for ideas on issues that prevent an organizations ability to change, as well as provide for affective change, several examples were found. The following are two models in condensed form. One is the identification of problems that result in organizational conflict. The second is a model that illustrates approaches an organization could take to successfully implement change. The first model identifies chronic problems in organizations. They are phrased as negatives. The author, Steven Covey, defines "critical mass" as the amount of people harboring these problems as it negatively influences organizational culture. His definition differs from that offered earlier in this chapter where critical mass is defined as the minimum number of people required to make change happen. The opposites of his identified problems comprise an effective process.

- No shared vision and values: either the organization has no mission statement or there is no deep understanding of and commitment to the mission.
- No strategic path: either the strategy is not well developed or it ineffectively expresses the mission statement.
- Poor alignment: bad alignment between structure and shared values, between vision and systems.

- Wrong style: the management philosophy is incongruent with shared vision and values.
- Poor skills.
- Low trust: staff has low trust, a depleted emotional bank account, and that low trust results in closed communication, little problem solving and poor cooperation and teamwork.
- No self-integrity. No correlation between what I value and what I do.⁵⁸

The second model identifies six recommended steps for effective change. This author identifies critical mass as a core group of committed people.

- Mobilize Commitment to change through joint diagnosis, develop a shared diagnosis of what is wrong.
- Develop a shared vision; identify a core group of committed people, critical mass.
- Foster consensus for the new vision, competence to enact it, and cohesion to move it along.
- Spread revitalization to all departments without pushing it from the top, let each department find its own way to the new organization.
- Institutionalize revitalization through formal policies, systems, and structures, so that process continues after they've moved onto other responsibilities.
- Monitor and adjust.⁵⁹

These ideas can help law enforcement better understand and prepare for the change diversity creates in organizations and to develop strategies to manage the resultant conflict. Strategies have been explained, some specific and concrete, some more philosophic in nature. It will of course be necessary to establish processes that allow for change implementation, analysis, feedback, and subsequent adjustments. As important as process, will be the necessity of creating a climate or environment that allows for successful change by promoting trust.

Intergroup conflict is usually not the result of a process or procedure failure. That may be the issue that causes a specific incidence of conflict, but it is really symptomatic of a system

failure. The failure to nurture the desired organizational culture, and the failure to continually analyze the organization outcomes to ensure congruence, will cause conflict. Is what is being produced, in this case the creation of a high trust culture, in alignment with organizational mission and values? Is law enforcement able to create an organization appropriately representative of the community it serves while demonstrating a model of successful diversity?

CHAPTER FOUR

FINDINGS – IMPLICATIONS – CONCLUSIONS

Law enforcement organizations rely on the strength that a fellow officer will literally risk death to save another officer's life. This is not just a romantic notion, but is true and acted out daily around the nation. Consider the heroic efforts of the police and fire personnel during the 9-11 terrorist attacks. They were described as a diverse group.

Yet the diversity is not corny but real – far more real than Hollywood fantasies or the resentful multiculturalism of the politicized campus. By all accounts, these men worked in relative harmony alongside one another even as they expressed pride in their ethnic heritage – a fertile, and particularly American, tension of the universal and the particular.⁶⁰

Yet weakness can be seen in the same situation. After the danger passed and people have time to reflect on the horrible wrongs of the terrorist act, they reflect on their individual and collective losses and what they have endured together. Then out of chaos come order and reality returns, along with conflict. In the next example, conflict turned to race. Why? Because race matters. And it matters most often when a culture does not adequately demonstrate its commitment to trust. It matters when preference and animosity resulting from years of distrust are the norm.

In an AP article, the headlines read, “Statue of WTC flag-raising stirs debate.”⁶¹ The article discusses the flag raising by the three white male firefighters at the World Trade Center site. A statue based on the event was being commissioned but ethnicity was changed to reflect one white, one black, and one Hispanic firefighter. One firefighter remarked the decision is “an insult to those three guys to put imaginary faces on that statue. It’s not a racial thing. That shouldn’t even be an issue.” A member of the Vulcan Society, a black firefighters group, was in

favor of the design change stating, “the symbolism is far more important than representing the actual people.”⁶²

A very interesting book describing organizational culture that is very relevant to law enforcement discussed in detail how organizational culture affects an individual and how individual culture impacts an organization.⁶³ Of particular interest are faulty cultural assumptions. Law enforcement can't assume that members of the same group, law enforcement, share the same culture. Numerous examples have already been cited above. Some individuals acculturate more fully into an organization than others. Others may hold onto individual culture and their individual biases to a great degree. Individuals don't see the world as it is, they see it as they are. They filter information through their individual worldview.⁶⁴ You have to look at what people say and do to determine how much of the organizational culture is expressed in their action.⁶⁵ We are “both carriers and creators of culture.”⁶⁶

The role then for law enforcement leadership, in regard to the management of intergroup conflict, is to be change agents. Management must work toward the development of a culture that is more open, more willing to share, and more trusting. Members want this type of environment and resort to individual preferences when there is a void in organizational principle and values. Leadership's inability to achieve such a culture means more, and much more, of the same sorts of problems organizations are currently experiencing.

In the book “Lessons in Leadership from Your Neighborhood”, the authors share a valuable philosophy on the importance of sharing and diversity.

Sharing is essential to make a diverse workforce a productive workforce. An organization can travel to the ends of the earth to find good people from different backgrounds, but if they don't share common goals and understandings, they won't work together in harmony, and will accomplish very little. Individuals and teams must learn to communicate and cooperate effectively across lines of function, age, gender, race and

other differences. They must find the common ground that unites them, then strive together using proven principles of teamwork.⁶⁷

Diversity accomplished without understanding, direction, and vision is similar to red and black ants being thrown together into the same Tupperware container by a grade school child. The accomplishment is remarkable for its ease of implementation and also for its disastrous effect. The change program to diversify the ant colony was quick and easy and short lived. Change in organizations requires a better plan. Successful diversity requires the assurance that group members have or are afforded the opportunity to develop the cultural competence necessary to understand others in the organization. Assumptions should not be made on what people think and feel. Change occurs when individuals are put into a “new organizational context.”⁶⁸ Experiences lead to the desired change, but only if people survive them. Exposure to different ideas and new roles and responsibilities allow members to see the world through the eyes of others.

Individuals are capable of changing themselves and therefore being part of organizational change. If people don't like things about themselves or others in an organization, just change. It is as easy as that and as difficult as that. People may choose to change because they want to, or feel incapable of change because of who they are. Three very different authors, examples of diversity in their profession, have reached the same conclusion. Viktor Frankl, a Jew and survivor of the Nazi death camps said, “Man is capable of changing the world for the better if possible, and of changing himself for the better if necessary. Man has both potentialities within himself; which one is actualized depends on decisions but not on conditions.”⁶⁹

Robert Persig in an inquiry into values said, “The place to improve the world is first in one's own heart and head and hands, and then work outward from there.”⁷⁰ In explaining the benefits of diversity using a jazz metaphor, a black author Stanley Crouch says,

The richest music of the United States is jazz, itself a miscegenated mixture of elements African, European, and Hispanic. Jazz improvisation brought together a sensitivity to mutual invention within a form that fused Western Harmony and thematic variation with the shifting, incantatory rhythms derived from Africa. Jazz achieves its power not through anarchy but through that creative cooperation in which the responsible quality of individual improvisation elevates the communicative power and the order of the whole. It calls for a gathering, not a scattering.⁷¹

All three authors describe a road that is not easily traveled, but the right way to get there.

“Our task, as always in human affairs, just happens to be rough one.”⁷²

How then will mid-sized urban agencies manage intergroup conflict in diverse organizations by 2007?

- First, by recognizing that intergroup conflict exists and understanding the reasons. The individuals that make up an organization, and culture, are diverse and uniquely biased. Attempts to increase organizational diversity will exacerbate intergroup conflict.
- Law enforcement must work toward the development of a new culture, while understanding that the current culture may be the biggest obstacle in this regard.
- Develop a strategy of fairness and problem solving, win-win, as opposed to formal justice, win-lose, in the resolution of bias issues. The culture of law enforcement is one of rules. As a means of problem solving, rules are easily understood when applied to procedure. They are less affective when used for process.
- Ensure that forgiveness is a component of conflict resolution.
- Ensure that cultural awareness training is an important part of organizational development, to provide for a keener awareness of who makes up the organization.
- Create an ombudsman tasked with the identification and forecasting of organizational issues, to act as an internal barometer, to strategize management methods.
- Develop a clear and organizationally specific vision statement that identifies trust and the respect of group members, as organizational values.
- Ensure that organizational vision, policy, and philosophy are in alignment.
- Make cultural competency a component of selection and performance ratings.

- Build upon cultural strengths in an organization by identifying the common mission of individuals in a law enforcement organization. Identify similarities in purpose and outcomes.
- Identify a core group, critical mass, to lead the transition in cultural change.
- Continually evaluate and assess the system for desired results.

It is important to manage individual and institutional bias and intergroup conflict. Law enforcement is unique. It is a traditionally white male profession that has become increasingly more diverse. It is responsible for policing in an unbiased manner using human resources that are uniquely biased. Change is necessary to develop organizational cultures of understanding, trust, and honest, open communication. As a highly visible diverse group uniquely positioned to influence communities, law enforcement's responsibility is to demonstrate a model of successful organizational development worthy of public trust.

APPENDIX A

NGT PANELISTS

- Ms. Marcie Findley Commission on Aging City of El Cajon
- Ms. Marilee Gorham Recreation Department City of El Cajon
- Captain Dan Moody Police Department City of El Cajon
- Captain Greg Clark Police Department City of San Diego
- Ms. Olivia Puentes-Reynolds Latino Coalition on Education San Diego County
- Ms. Theresa Sprecco
High School District School to Career Coordinator Grossmont Union
- Ms. Zina Toma Heartland Human Relations San Diego County
- Mr. Alan Zangana Kurdish Human Rights Watch San Diego County
- Ms. Monica Zech
Department. Press Information Officer City of El Cajon Fire

APPENDIX B

TREND SUMMARY

- Level of women in leadership positions.
- Level of positive role models for underrepresented youth.
- Level of language and cultural diversity.
- Level of diversity within policing in comparison to the community served.
- Level of intergroup conflict between and among immigrant and refugee groups.
- Level of income in California.
- Level of awareness between religious groups.
- Level of change in demographics and patterns of migration.
- Level of minority population.
- Level of retirement amongst boomers.
- Level of awareness of available social services.
- Level of institutional racism.
- Level of segregation.
- Level of need for senior care.
- Level of access to higher education and its effect in the workplace.
- Level of sense of safety and security.
- Level of people in a survival mode.
- Level of available stress related counseling in schools.
- Level of awareness of the Muslim faith.
- Level of affordable housing and its relationship to migration.

- Level of culture of non-participation.
- Level of urban redevelopment.
- Level of employment.
- Level of substance abuse among Middle Eastern youth.
- Level of distrust or organized institutions.
- Level of hate crimes between established immigrant/refugee groups.
- Level of quality entertainment.
- Level of rudeness.
- Level of code-compliance among Middle Eastern landlords.
- Level of divorce rate.
- Level of expressed practiced ethics.
- Level of youth crime.
- Level of body art, piercing, tattoos, etc.
- Level/ratio of line positions compared to management staff.
- Level of youth participation and communication due to the effects of technology.
- Level of cooperation between landlords and tenants.
- Level of after school activities for children.
- Level of the effect of the sunshine tax.
- Level of obesity in youth.
- Level of intergenerational programs.
- Level of available interpreters.
- Level of biased based policing resulting from individual and institutional bias and racism.
- Level of education among educators.

- Level of domestic violence among Middle Eastern families.
- Level of value by youth placed on American history and heritage.
- Level of participation of labor unions.
- Level of staffing required to effectively police the community.
- Level of persons on welfare.
- Level of media responsibility in promoting role models.
- Level of transient population.
- Level of gangs.
- Level of variety and abundance of social services.
- Level of cultural gap issues.
- Level of change in the family structure.
- Level of effect in raising the standard of education.
- Level of counseling and conflict training in the workplace.
- Level of majority/minority role reversal.
- Level of positive role models for underrepresented youth.

APPENDIX C

EVENT SUMMARY

- School shooting.
- Local terrorist attack.
- Child abduction and murder.
- Increase in the price of oil.
- The creation of regionalized law enforcement.
- State legislation removing Martin Luther King Jr. and Caesar Chavez holidays.
- Government policy to request women to return home to be housewives to strengthen the family.
- Mayor wins millions and divides it amongst Middle Eastern refugees.
- State law reducing university tuition to junior college levels.
- Federal law recognizing same sex marriages.
- Implementation of high school exit exam.
- Federal law requiring ethnically diverse citizen police commissions and review panels.
- State legislation to require preferences to males in college admissions.
- Federal legislation requires parents to pay for public school tuition.
- 8.0 earthquake in San Diego.
- A start of school holiday so those parents can attend the first day of school.
- Federal law to require out of country vehicles to comply with U.S. pollution laws.
- Red Cross demands more funding.
- Minimum wage in California raised to \$11.00 per hour.
- Two-year college degree required being a police officer.

- Non-profit organizations fold due to lack of funds.
- Invention of universal wearable electronic voice translator.
- United States attacks Iraq.
- Federal legislation requires government agencies to reflect the population in gender and ethnicity and to ensure cultural competency and intercultural in promotions and hiring.
- United States opens its borders to Mexico and Canada.
- Red light photo enforcement on every intersection.
- Global day of celebration of culture.
- State mandates bilingual education for all primary and secondary schools.
- No more state assistance for college tuition due to budget cutbacks.
- Tougher immigration laws for Middle Eastern immigrants.
- Women appointed chief of police.
- Federally funded universal health care program for middle income families.
- Legal driving age increased to 18 years.
- State law requiring police officers to be bilingual.
- Spurned female job applicant commits mass murder.
- Terrorist group spreads anthrax.
- Cell phone use banned in California.
- Woman elected as President of United States.
- Teachers strike until foreign language instruction is abolished.
- Bin Laden and Saddam surrender.
- Massive crash of Internet.
- Federal law requiring local police to enforce federal immigration laws.

ENDNOTES

¹ Martin Luther King Jr. "I have a dream", (August 28, 1963).

² Ibid.

³ Ibid.

⁴ Ibid.

⁵ Ibid.

⁶ American Civil Rights Coalition, Racial Privacy Initiative.

⁷ Ruben Navarrette Jr., The Dallas Morning News Op-Ed, printed in the San Diego Union-Tribune, 3 January 2002, Op-Ed.

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