

HOW WILL LAW ENFORCEMENT LEADERS
IN A MID-SIZE AGENCY ENHANCE PUBLIC TRUST IN A
DIVERSE COMMUNITY BY 2008?

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

By

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

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

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

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

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DEDICATION

I want to thank the men and women of the Santa Barbara Police Department for their collective efforts in the shaping of my law enforcement career. Specifically, I would like to acknowledge Chief Camerino Sanchez for his recommendation that allowed me to participate in the Command College course experience and Captain Robert Lowry for his support in helping me to complete the program. I am indebted to my mentor, Ventura County Sheriff's Department Captain Linda Oksner, for her perspective and patience; and to my wife, Brenda, for her understanding during the two-year process. I would like to dedicate this project to my daughters, Amber and Rachel. May they grow up in a peaceful world where human differences are celebrated.

CHAPTER I
ISSUE DEVELOPMENT AND LITERATURE RESEARCH

Introduction

“The authorities that exist have been established by God.”¹ “The authorities are God’s servants.”² “The Lord detests lying lips but delights in men who are truthful.”³ “As a law enforcement officer my fundamental duty is to serve the community. Honest in thought and deed in both my personal and professional life. I recognize the badge of my office as a symbol of public faith and I accept it as a public trust to be held so long as I am true to the ethics of the police service...dedicating myself before God to my chosen profession...law enforcement.”⁴

How will law enforcement leaders in a mid-size agency enhance public trust in a diverse community by 2008? This project explores the law enforcement foundation of public trust and examines rapidly changing minority demographic trends in California. The first chapter discusses public trust as the essence of law enforcement’s authority and looks into the complexity of diversity. Trust and diversity will be defined and an analysis of past events that have eroded minority trust in law enforcement will be discussed. The second chapter consists of a futures study, using the nominal group technique. This technique allows a diverse panel to identify trends and future events, and discuss how they will impact public trust in a diverse community. Three future scenarios were developed, which consist of an optimistic, normative, and pessimistic perspective so the reader can have sense of realism regarding the issue from the perspective of the year 2008. The third chapter enfold a comprehensive strategic plan to develop changes law enforcement leaders could implement to enhance public trust in

a diverse community. An organizational analysis is conducted, stakeholders are identified, and resources available for implementation are discussed. The fourth chapter introduces a transition management plan, which will identify implementation obstacles that may be encountered along with strategies to overcome them. The fifth chapter concludes this project with some recommendations on how law enforcement leaders can enhance public trust in a diverse community.

Historical Perspective

Trust is defined as firm belief in the reliability or strength of a person, to have faith, confidence or hope.⁵ Unquestioningly, there is no more fundamental ethical value than honesty and perhaps in no profession is this truer than law enforcement.⁶

Police officers are granted tremendous power and authority to carry out the duty entrusted to them. A police officer has the authority to deprive a person of his or her individual freedom based solely on the officer's sworn testimony, testimony that could place someone in prison for many years. A police officer also has the authority to take a person's life, based on limited information and the officer's state of mind, should the officer perceive that his or her life or the life of another is in jeopardy. These powers are afforded to police officers as a result of public trust, a trust that is earned.⁷ The public in return expects professionalism, honesty, and unquestionable ethical behavior from those individuals whom they entrust with such power.⁸ The badge is worn over a police officer's heart and symbolizes public trust, integrity and honor. Accompanying the badge is an expectation, and rightfully so, that these men and women be held to a higher standard than the general public.⁹ The public has a high set of values and norms that they expect all law enforcement personnel to practice.¹⁰ The law enforcement

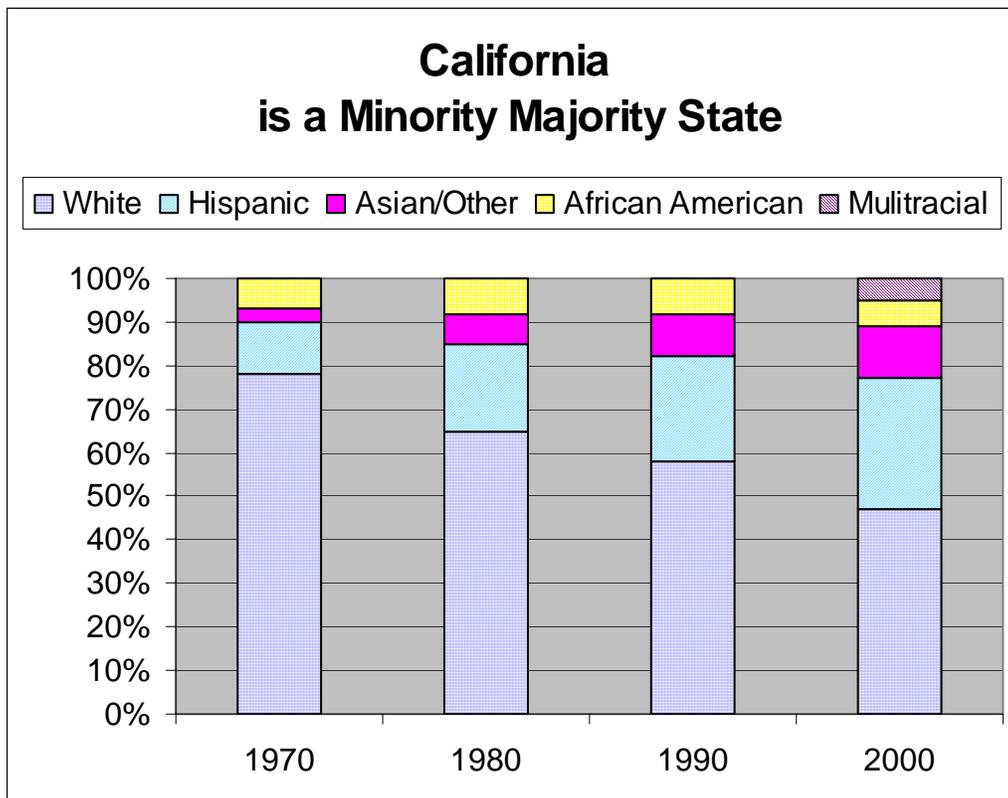
Code of Ethics is used as an oath of office during the graduation ceremony for many law enforcement personnel. This oath remains morally binding throughout the officer's entire length of service in law enforcement.¹¹ The officer's highest loyalty obligation is not to tarnish the badge he or she has been entrusted.¹²

Historically, law enforcement credibility has been taken for granted by the majority of people in California. The public is frequently exposed to reports of public officials violating the public trust in their professional and personal lives.¹³ In recent years, people across this nation have been exposed to police abuses that have tainted their view of law enforcement. In 1991, Rodney King was seen being struck repeatedly by Los Angeles police officers with their batons. A videotape of the incident was aired night after night on national news. In 1997, Abner Louima, a Haitian immigrant, was held down by New York City police officers and repeatedly sodomized with the handle of a toilet plunger. In the later part of the 1990s, the Rampart investigation erupted in Los Angeles, California, resulting in officers being arrested for planting evidence, falsifying testimony, and stealing drugs. Most recently, the Inglewood Police Department had two of its officers indicted for assaulting a 16-year-old suspect and filing a false police report. Incidents such as these, which have occurred in many large law enforcement agencies throughout the country, erode trust and confidence once held by the American public in its police departments.¹⁴

Diversity is defined as "variety."¹⁵ Diversity can also be looked upon as the ability to respect and value individual differences and similarities. Diversity is very complex and can have many different branches. This project will focus on the diversity of traditional minority groups in the community. Historically, California was dominated by a

white majority population. This is a trend that seems to be continuing in the law enforcement culture even though some gains have been made to recruit minority personnel in the profession. California's population is one of the world's most diverse. Current estimates indicate that no race or ethnic group comprises a majority of the state's population. Many Californians are multiracial or multiethnic, and one of every four Californians is an immigrant.¹⁶ California is also a very linguistically diverse state. The Department of Motor Vehicles translates documents into thirty languages, and the courts hear testimony in more than one hundred languages.¹⁷ During the 1970s, White, non-Hispanics, accounted for almost 80% of the state population: Today they account for just under half of the state's population.¹⁸ Chart 1.1 below outlines the demographic history of California, provided by the United States Census Bureau.¹⁹

Chart 1.1



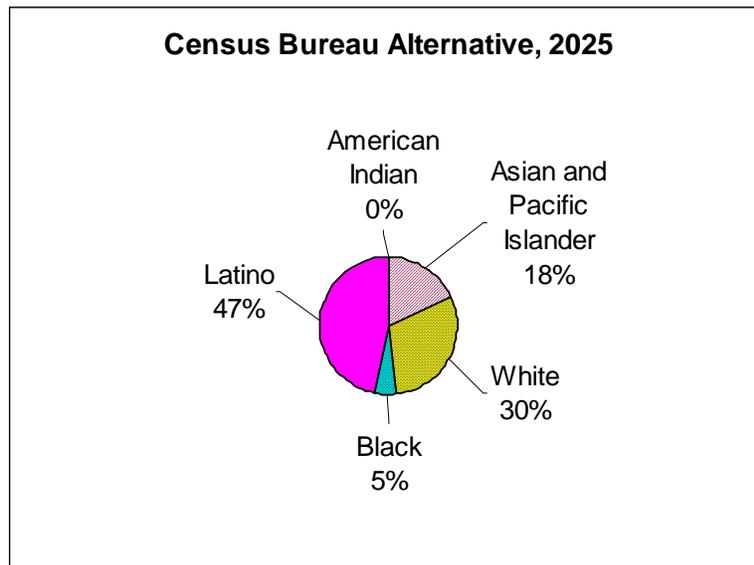
Demographic changes in California continue to show a trend where the White, non-Hispanic population will continue to decline and California will continue to be more diverse, ultimately being dominated by traditional minority groups. Table 1.1 and Chart 1.2 below show the future demographic trends for California, provided by the United States Census Bureau.²⁰

Table 1.1

Population Projections by Race/Ethnicity (in thousands)

Census Bureau Alternative	1995	2000	2005	2010	2015	2020	2025
White	16,631	15,501	14,537	13,771	13,201	12,788	12,477
Latino	9,206	10,628	12,101	13,691	15,433	17,289	19,243
Asian and Pacific Islander	3,379	3,995	4,635	5,309	6,026	6,786	7,582
Black	2,184	2,129	2,083	2,054	2,042	2,042	2,051
American Indian	189	169	154	143	135	130	127

Chart 1.2



No less important, but less predictable is how the changing composition of the state's population will influence the state's economic evolution, its political representation, and its cultural identity. Projections of 50 million diverse future Californians suggest that policy issues related to population growth will become even more salient to policy makers.²¹ California has already seen people of traditional minority groups who were politically active in the 1960s moving into positions of political and economic authority.

In a scientific poll, 61.3% of those polled either agreed or strongly agreed that law enforcement officers usually tell the truth when they testify. This leaves a sizeable number who do not place a great deal of credibility in police officers. Among lower income and non-White ethnic groups, the results are far more dismal. Of those responding with annual incomes under \$20,000, only 49.9% of the respondents either agreed or strongly agreed with the above statement. Within the Hispanic ethnic group 43.1% agreed while amongst Black respondents only 38.5% agreed that officers are truthful when they testify in court. These statistics are telling in terms of the increase in distrust of police officers among traditional minority groups.²² There is a Latin phrase that the courts recognize as a legal doctrine: "FALSUS N UNO FALSUS N OMNIBUS," translated, "If one lies about anything, one will lie about everything." That person can never testify as a credible witness again; therefore, when a person cannot give credible testimony under oath, a person cannot effectively perform the duties as a police officer. The end result is that although the officer might have credibility in every other respect, he or she lacks the single most important trait of a credible police officer: integrity.²³

Conclusion

Despite considerable improvements in police community relations over the last several decades, trust and confidence in law enforcement continues to be a serious issue in many minority communities. This is in part because minority residents frequently believe interactions with police officers are motivated by bias and prejudice. Racial profiling, disrespectful treatment, use of force, and aggressive enforcement initiatives have led to anger and resentments on the part of many minority community members.²⁴ Human interactions depend upon a basic level of trust. "When we leave our homes each day and go out into the world we trust that other drivers will obey traffic laws, other citizens will fulfill their responsibilities as members of a civil society, and help will be provided should it be required. In too many places in the United States and around the globe today, people are struggling with this violation of trust and safety."²⁵

Law enforcement has become a very dynamic and complex profession. Local law enforcement is the first line of authority visible every day to the public it serves. Law enforcement is often viewed as an extension of the government's authority, which puts the profession under greater levels of scrutiny by the public. Communities have entrusted law enforcement with awesome authority. Public trust is the foundation of authority, which allows law enforcement to hold the mantle of integrity.

Trust must be earned by actions. Even after trust has been earned, it must be continually protected.²⁶ The traditional minorities that law enforcement serves see the law enforcement profession as having some serious integrity problems. Past law enforcement abuses involving traditional minorities, perpetrated by a few law enforcement officers, have allowed all law enforcement agencies to be painted with the

same wide brush of distrust. California will continue to be a state of unprecedented diversity. In the future, traditional minorities, who share a perception of distrust of the law enforcement profession, will become the majority. These diverse community members will be served by mid-sized law enforcement organizations and bring with them a significant change in economic as well as political clout.

Law enforcement leaders must maintain the highest ethical standards so the future diverse communities they serve will trust their credibility, honesty, and integrity. Truthfulness is a virtue that should be synonymous with all those who carry a badge. Truthfulness should serve as a valuable tool to develop, foster, and cement relationships that are important to the law enforcement profession. Hopefully, some day when society talks about the tough cop, they will be describing and rewarding the officer with the courage to tell the truth and to do the right thing, even if it has the potential to cost him or her their job.²⁷ At a time when a major goal is the restoration of public trust, every effort should be made to demonstrate that failure to live up to the principles of the oath is simply unacceptable.²⁸

A dedicated law enforcement professional is one of the most valuable assets of a free diverse society. Law enforcement and a diverse culture both want a safe community in order to live, work, and raise their families.

The first chapter has provided an opportunity to discuss trust and diversity. The authority to accomplish a law enforcement mission comes from the trust given to the police by the communities they serve. Demographic projections reveal that law enforcement's customer base is becoming more diverse. This change in customer diversity is important for futures study by law enforcement leaders. Chapter two

consists of a futures study. A diverse panel of community members identified trends, future events, and discussed how law enforcement leaders in a mid-size agency can enhance public trust in a diverse community by 2008.

CHAPTER II

FUTURES FORECASTING

Introduction

This chapter will introduce the process of futures forecasting. Futures forecasting provides the tools to explore how law enforcement leaders in a mid-size agency can enhance public trust in a diverse community by 2008.

The nominal group technique was used to facilitate the identification of trends and future events that could impact the issue of public trust in a diverse community. The nominal group technique is a structured process where panel members are asked to identify, rank, and discuss major trends and possible future events which relate to the issue being examined. The nominal group technique is an effective process of group discussions which allows a diverse panel of experts to reach consensus. The nominal group technique gives leaders the ability to anticipate possible futures so change can be managed more effectively.

A trend is something that occurs gradually over a period of time and can be measure by quantitative or qualitative means. An event is a confirmable occurrence that has a probability of happening in the future. A future event may or may not happen; but if it does occur, it would have an impact on the issue being examined. Using the S.T.E.E.P. conceptual thinking approach (Social, Technological, Environmental, Economic, and Political) panel members were asked to think locally and globally.

The Nominal Group Technique Panel Briefing

In order to facilitate the nominal group technique, the following steps were used to prepare the panel members for the process:

- Panel members were given a document prior to the nominal group technique that identified the issue statement and described the process in detail.
- Trends and future events were identified.
- The top seven trends and future events were selected and discussed in detail.
- Statistical value judgments were made in order to give direction to the identified trends. Numerical values were documented for five years in the past, five and ten years in the future, and a level of concern was established.
- The first year the event might occur was established along with the percentage probability five and ten years into the future that the event could occur. The impact on the issue statement, should the event occur, was also established.

The Nominal Group Process

During February 2003, a diverse group of ten people participated in the nominal group technique located in Santa Barbara, California. The panel consisted of distinguished people and organizations (see appendix A).

The panel identified 54 trends (see appendix B) and 33 future events (see appendix C) that could affect public trust in a diverse community. The nominal group technique lasted seven hours and the median was used for statistical analysis in the trend and future event tables.

Trend Analysis

A trend analysis table (table 2.2) was used by the panel in order to determine the direction of the trend identified and to establish their level of concern. The trend analysis table represents the following:

- Numerical value for where the trend was five years ago compared to today.
- Today (100) the baseline.
- Numerical value for where the trend will be five years from today.
- Numerical value for where the trend will be ten years from today.
- The level of concern (one through ten, ten being the highest) the panel had regarding its impact on the issue statement.

TABLE 2.2

TREND ANALYSIS TABLE					
TRENDS	-5 YEARS (median)	TODAY	+5 YEARS (median)	+10 YEARS (median)	CONCERN (1-10) (median)
T1: Level of Civil Liberties	125	100	80	80	9
T2: Level of Training Devoted Towards Diversity for Law Enforcement Personnel	75	100	150	130	9
T3: Level of Law Enforcement Visibility in the Community	80	100	125	150	9
T4: Frequency of Racial Profiling Incidents	125	100	150	150	9
T5: Level of Trust in the Law Enforcement Discipline Process by the Community	105	100	110	125	9
T6: Level of Awareness for Cultural Diversity by Law Enforcement Personnel	80	100	150	200	10
T7: Level of Communication Between Law Enforcement Personnel and the Community	70	100	150	200	9

Trend Discussion

Trend 1: Level of Civil Liberties

The nominal group technique panel believed that the level of civil liberties has a direct impact on the ability of the minority public to trust law enforcement. The panel believed that the United States of America was built on a foundation of civil liberties for all people, and that is why many people come and live in this country. According to the panel, five years ago civil liberties were much higher for minorities; however, they continued to struggle to enhance them.

The Bush Administration began to diminish civil liberties after the terrorists' acts on September 11, 2001, in order to develop additional tools to maintain the security of this country. The panel believes that civil liberties will continue to decline and the definition of minority groups will be expanded. The panel points out that a person of middle-eastern descent is now a suspect. People have been reclassified as Enemy Combatants without the rights of defense attorneys or due process. The panel viewed local law enforcement as an extension of the government. The war with Iraq will continue to erode the country's civil liberties; however, the panel pointed out that America's civil liberties is still higher than oppressive countries.

Trend 2: Level of Training Devoted Towards Diversity for Law Enforcement Personnel

The nominal group technique panel believed that training devoted toward diversity was an important component to enhance public trust in a diverse community. Five years ago, the panel believed that diversity training was low; however, they do see this trend increasing. Discrimination lawsuits, public, and political pressures have

fueled the need for more law enforcement diversity training. It is very important that the right type of training is given and taught by a credible source. The law enforcement culture needs to buy in to the training for it to be effective and can't just view it as a touchy-feely course. The training has to be translated into a change in law enforcement behavior and there has to be a component in the training so the diverse community can hold law enforcement accountable for what they have learned.

Trend 3: Level of Law Enforcement Visibility In the Community

The nominal group technique panel believed that the type of law enforcement visibility in a diverse community had a direct impact on enhancing public trust. Law enforcement visibility could be viewed by minorities as positive or negative depending on their mission in the community. The panel felt law enforcement needs to patrol minority communities and make positive contacts; not just respond only to calls for service. Another important component of visibility is that law enforcement officers need to be approachable while in minority communities. If minority community members get to know the officers, and not just see the patrol car, this has a positive impact on enhancing public trust. Law enforcement needs to look at things from the community's perspective and not always be so enforcement driven.

Trend 4: Frequency of Racial Profiling Incidents

The nominal group technique panel believed there has always been a lot of racial profiling of traditional minorities, and they see this trend increasing since the war on terrorism began. Racial profiling plays on the fears of the dominant white culture and erode the public trust in law enforcement. Law enforcement is perceived to be a part of

that dominant culture. Racial profiling can be conducted based on a person's looks or can be geographical in nature. The threat of terrorism is so out-of-control that racial profiling is being used as a united excuse to protect this country. Racial profiling has now expanded to include many more diverse groups. Law enforcement could use less intrusive technology as a means to investigate people in the name of homeland security.

Trend 5: Level of Trust in the Law Enforcement Discipline Process by the Community

The nominal group technique panel believed that trust in the law enforcement discipline process had an impact on enhancing public trust in a diverse community. Law enforcement again is viewed as an extension of the government. Based on prior events involving minorities, such as the Rodney King incident, the ability of law enforcement to investigate and hold it self accountable is suspect. Most law enforcement organizations are not proactive and will not divulge a discipline matter until the community inquires, and then the law enforcement organization will not comment on the matter pointing to the investigation's integrity or pending litigation. This gives the minority community the perspective that law enforcement is trying to hide something. If law enforcement would proactively release limited information on personnel investigations to the public when they occur (i.e., theft/force) and the disposition (i.e., unfounded/sustained), this would be a positive step in the community's ability to trust the law enforcement discipline process.

Trend 6: Level of Awareness for Cultural Diversity By Law Enforcement Personnel

The panel again saw law enforcement as an extension of the government. The military still does not accept gays or lesbians into their ranks with their “don’t ask, don’t tell” policy. They did not see sexuality as having anything to do with the qualifications of being a good soldier. Changes in government policy on this issue would have a trickle-down effect on changing law enforcement’s acceptance of diversity within its own ranks. It is very hard for an all white police department to police a diverse community and greater efforts need to be made to hire minority applicants. The panel saw three distinct levels in law enforcement’s ability to embrace community diversity. Law enforcement must be aware of, understand, and ultimately value diversity in order to enhance public trust in a diverse community.

Trend 7: Level of Communication Between Law Enforcement Personnel and the Community

The nominal group technique panel believed that communication between all law enforcement personnel (sworn and civilian) and the community was important to enhance trust in a diverse community. This is perceived as an increasing trend as the job description and expectations of law enforcement continue to change. Law enforcement’s role is being expanded to include a wide range of social problems where law enforcement must partner with the community to solve quality of life issues. The panel saw terrorism and personnel complaint policy confidentiality as having an adverse effect on honest two-way communication. Law enforcement’s failure to inform the community that it made a mistake, or that one of its own is under investigation, stifles communication and the credibility of the organization. The panel believed that law

enforcement's ability to be proactive and to inform the community of an investigation before the community finds out through other means is a positive step in the right direction. The public posting of limited information regarding personnel matters and their disposition would be desirable.

Trends are often affected by future events. The panel was asked to identify future events that could affect the trends the panel developed.

Event Analysis

An event analysis table (table 2.3) was developed by the panel in order to determine what year the future event could possibly happen and its probability of occurrence. The table also documented the impact that the future event would have on the issue being examined. The event analysis table represents the following:

- Year >0 – the number of years it would take the event to possibly occur
- +5 Years – the percentage probability that the event would happen in the next five years
- +10 Years – the percentage probability that the event would happen in the next ten years
- Impact (-10 to +10) – the positive or negative impact the event would have on the issue should the future event occur

TABLE 2.3

EVENT ANALYSIS TABLE				
EVENT	YEAR >0	+5 YEARS	+10 YEARS	IMPACT (-10 to +10)
EV1: United States Military Prohibits Sexual Orientation Discrimination	5	20	75	+4
EV2: <i>Roe vs. Wade</i> Overturned	2	20	20	-4
EV3: Global Positioning Chips Implanted in all Citizens	25	0	0	-8
EV4: Jury System Abolished	40	0	0	-8
EV5: Supreme Court Reverses Miranda	15	0	0	-5
EV6: Privatization of all Law Enforcement	10	0	30	-7
EV7: Law Enforcement Adopts Diversity Policy and Performance Measures	5	100	100	+8

Event Discussion

Event 1: United States Military Prohibits Sexual Orientation Discrimination

The panel defined this event as a complete change in the government's policy regarding gays and lesbians in the military. The panel believed there was a probability this event could occur within five years. The military in essence is allowing gays and lesbians into their ranks by their "don't ask, don't tell" policy. An official change in policy would be the catalyst for a complete culture change. Since law enforcement is viewed as an extension of the government, this would have a trickle-down effect. This event

would have a positive effect on enhancing public trust in a diverse community if law enforcement changed and embraced all diversity.

Event 2: Roe vs. Wade Overturned

The nominal group technique panel defined this event as the United States Supreme Court's decision to make it illegal for a woman to have an abortion at any time during their pregnancy. The panel believed there was a probability this event could occur within two years. This would force abortions to be done illegally underground and place law enforcement into the public's bedrooms. Doctors could be arrested and women could die because of surgical procedures done under poor conditions. The panel believed this would have a very negative effect on law enforcement trust in a diverse community.

Event 3: Global Positioning Chips Implanted in all Citizens

The nominal group technique panel defined this event as a mandatory law directing the chip implantation of all citizens. The panel believed there was no probability this event would occur before twenty-five years. This would allow the tracking of individual people in any community. The panel pointed out that this event could help a community locate lost children and keep track of criminal predators; however, they felt this would be a giant step backward in the area of civil liberties. The United States would no longer be living in a free society; and, depending on the law enforcement profession's use of this tool, it could inappropriately target certain people in the community. The panel felt that this event would destroy any trust in a diverse community.

Event 4: Jury System Abolished

The nominal group technique panel defined this event as the abolishment of the jury system where a defendant is convicted by a jury of their peers. The panel believed there was no probability this event would occur before forty years. The panel felt the current jury system, while still flawed, is symbolic of the individual right to due process. Even with the current jury process, minorities are treated unfairly because they can never get a jury of their peers. The system to convict an alleged criminal would truly be in the hands of the majority causing this event to have a very negative impact on the trust of law enforcement in a diverse community.

Event 5: Supreme Court Reverses Miranda

The nominal group technique panel defined this event where officers no longer have to inform alleged criminals of their Miranda rights prior to an interrogation. The panel believed there was no probability this event would occur before fifteen years. Some panel members felt that Miranda was symbolic, and most people give statements to the police. Again, there was a parallel drawn between the government, law enforcement, and due process, and the belief that people would be treated like enemy combatants. Officers would have the ability to take interrogations past the point of being voluntary, and there would be no sanctions that would make the statements inadmissible in court. This would be another right to due process that would be taken away and would have a negative impact on trust in a diverse community.

Event 6: Privatization of all Law Enforcement

The nominal group technique panel defined this event as the community's ability to hire any law enforcement organization to patrol their community. The panel believed

there was no probability this event would occur before ten years. The panel pointed out this is already occurring in jails and prisons. However, they had some different perspectives on how it would impact trust. Law enforcement is currently a monopoly; however, if there was competition, law enforcement organizations would have to be more responsive to community needs in order to survive as a business. They would have to be more efficient and effective, and the natural competition would push down the price of law enforcement services. Unless individual households received funds from their resident city in the form of a diversity voucher, similar to a school voucher, only citizens with large incomes could afford quality law enforcement services. Diversity vouchers would consist of a fixed sum of money given to residents to purchase law enforcement services from any source. The panel believed, since minorities as a whole traditionally do not have large incomes, minority communities would not be adequately policed. The panel felt this event would have a negative impact on trust in a diverse community unless there was some type of equitable diversity voucher program.

Event 7: Law Enforcement Adopts Diversity Policy and Performance Measures

The nominal group technique panel defined this event as the adoption of a diversity policy which included standard measures of performance. The panel believed there is a one-hundred percent probability this event could occur within five years. This would be the first step in the changing of a law enforcement culture because if an organization measures something it is making an important statement. Law enforcement personnel would have to be held accountable for violating the policy, so there would need to be expressed consequences. Understanding, valuing, and embracing diversity are the keys needed to change a law enforcement culture. The

panel felt this event would have a positive impact on enhancing public trust in a diverse community.

Cross-Impact Analysis

A cross-impact analysis (table 2.4) provides the opportunity to evaluate, if a future event occurred, how it would impact an identified trend. Law enforcement wants to know if the future event occurs, would it have a positive or negative effect on the trend. The scale of “0” being “no impact” to “-5” having a high negative impact to “+5” having a positive impact was used for this analysis. Law enforcement would want the most positive impact, if a future event were to occur. The cross-impact analysis was completed after the nominal group technique process and the panelists’ perspectives were reviewed in detail.

TABLE 2.4

CROSS-IMPACT ANALYSIS -5 to +5 Scale							
EVENT	TREND						
	T1: Level of Civil Liberties	T2: Level of Training Devoted Towards Diversity for Law Enforcement Personnel	T3: Level of Law Enforcement Visibility in the Community	T4: Frequency of Racial Profiling Incidents	T5: Level of Trust in the Law Enforcement Discipline Process by the Community	T6: Level of Awareness for Cultural Diversity by Law Enforcement Personnel	T7: Level of Communication Between Law Enforcement Personnel and the Community
EV1: United States Military Prohibits Sexual Orientation Discrimination	+5	+3	0	+1	0	+2	0
EV2: <i>Roe vs. Wade</i> Overturned	-5	0	0	-3	0	0	0
EV3: Global Positioning Chips Implanted in all Citizens	-5	-2	0	-4	0	0	-2
EV4: Jury System Abolished	-5	0	0	-3	-2	0	-2
EV5: Supreme Court Reverses Miranda	-5	0	0	-3	-3	0	-2
EV6: Privatization of all Law Enforcement	+2	+2	+3	+2	+2	+3	+4
EV7: Law Enforcement Adopts Diversity Policy and Performance Measures	+3	+2	+2	+1	+2	+4	+3

Cross-Impact Analysis Discussion

There were several interesting future event impacts; however, the following three seemed to have the most significant effect on all the identified trends:

Event 5: Supreme Court Reverses Miranda

The Miranda admonishment is a historical symbol of due process that most people can probably recite verbatim. This decision by the Supreme Court would be viewed as the first step in the chipping away of constitutional rights. Law enforcement would be able to interrogate alleged criminals, a large majority being minorities, without the fear of any sanctions. Statements could be coerced rather than be voluntary; however, they would still be admissible in court. This event would have a negative impact on most of the identified trends and continue to fuel distrust in law enforcement from a diverse community.

Event 6: Privatization of all Law Enforcement

America is a free competitive society, and the privatization of all law enforcement funded equally to each citizen has a positive impact on all the identified trends. If law enforcement was no longer a monopoly and had to compete with other organizations to survive, the quality of service may increase. Every citizen in the community would have to be provided with the same level of purchase power amount in the form of a diversity voucher in order to make this concept equitable. If different law enforcement organizations wanted each individual community member's business, they would have to pay close attention to all the needs of the specific community.

Event 7: Law Enforcement Adopts Diversity Policy and Performance Measures

Law enforcement organizations operate within the boundaries of the law, policy, and procedure. What is most important to a law enforcement organization is what it measures and how it holds its personnel accountable. If law enforcement adopted a diversity policy, associate standards, and held its employees accountable for abiding by the policy, it would have a positive impact on all the identified trends. Law enforcement personnel would be more responsive to diversity concerns if they knew they were being evaluated on their performance in this area.

Future Scenario Development

The data and discussion points obtained from the nominal group technique process allow for the development of alternative future scenarios. Optimistic, normative, and pessimistic alternative future scenarios were developed using the identified trends and future events identified in the nominal group technique process. The scenarios take place in the year 2008 and provide several different perspectives on how law enforcement public trust would be viewed in a diverse community.

Optimistic Scenario

On March 28, 2008, the City of Trust's Diversity Daily Times published the following article:

Diversity Flourishes in the City of Trust

The City of Trust is a tourist community located on the coast about 150 miles north of Los Angeles. The City is roughly 21 square miles, nestled between the foothills and the Pacific Ocean. The City of Trust is home to about 90,000 people, but on any one of its bright sunny days, another 90,000 people make their way to the city in order to work or vacation. The community is diverse in nature and no one ethnic culture dominates the city.

The chief of Trust Police Department has provided leadership in the development of a comprehensive diversity policy. Diverse community leaders were selected by the chief to collaborate on the development of a policy, which includes standard performance measures. Since the United States government decided to prohibit sexual orientation discrimination, the City of Trust diversity policy has been the model policy for all law enforcement. With the adoption of this policy, minority complaints have dropped off, and minority applications for all positions at the Trust Police Department have increased.

The chief of police has capitalized on the diversity spotlight and has been able to secure federal funding that has been devoted towards diversity training for all department personnel. The chief holds weekly diversity staff meetings with key minority leaders in the community. The meetings have increased communication between the department and community as a whole.

The result of a recent police satisfaction survey, reviewed publicly by the City Council, showed high marks for the chief and his department. Due to the increase in minority applications to the Trust Police Department, the City Council has increased the

department's strength from 60 to 100 law enforcement personnel. The chief is in Washington, D.C., this week accepting a diversity and law enforcement award from world leaders.

Normative Scenario

On March 28, 2008, the City of Trust's Diversity Daily Times published the following article:

Federal Funds in the City of Trust

The City of Trust is a tourist community located on the coast about 150 miles north of Los Angeles. The City is roughly 21 square miles, nestled between the foothills and the Pacific Ocean. The City of Trust is home to about 90,000 people, but on any one of its bright sunny days, another 90,000 people make their way to the city in order to work or vacation. The community is diverse in nature and no one ethnic culture dominates the city.

The chief of police has announced the approval of a federal diversity grant to enhance minority trust in the community. The grant funds will be used to enhance the city's diversity policy, which has been in effect for the last two years. The police department has worked under the philosophy of DBP (Diversity-Based Policing) and the chief of police is in the process of assembling a diverse "community staff" that he can convene weekly to discuss law enforcement and diversity issues. The funds will be used for diversity training and purchase of hydroplane skateboards so officers can increase their visibility and approachability in the community. The police department is trying to add minority personnel to their ranks, so a job fair will be held at Trust High

School on Saturday. For more information on the job fair or to submit an application for the chief's community staff, please call WE-TRUST (938-7878).

Pessimistic Scenario

On March 28, 2008, the City of Trust's Diversity Daily Times published the following article:

Police Department for Sale

The City of Trust is a tourist community located on the coast about 150 miles north of Los Angeles. The City is roughly 21 square miles, nestled between the foothills and the Pacific Ocean. The City of Trust is home to about 90,000 people, but on any one of its bright sunny days, another 90,000 people make their way to the city in order to work or vacation. The community is diverse in nature and no one ethnic culture dominates the city.

The City of Trust Police Department has always been involved in diverse community issues. The chief of police has used federal grant monies to train law enforcement personnel in diversity issues and fund community programs. The police department investigates complaints in a timely manner and posts their dispositions in areas accessible to the public. Most of the complaints are sustained so the community is confident that law enforcement personnel are being held accountable, even though they are not privy to the punishments imposed.

Several months ago, the chief of police announced he had several meetings with Federal Bureau of Investigation (F.B.I.) officials at his home and office to discuss more federal funding for diversity programs. Sources close to the F.B.I. have revealed that

these meetings were actually searches of the chief of police's home and office. An indictment handed down by the United States Attorney's Office revealed that the chief of police is a leader of the Worldwide Organization of Hate (W.O.H.). The chief of police has sidetracked federal diversity grant monies to fund the murder of minorities in Africa and Middle East.

A review of the police department's internal affairs files revealed that officers with sustained complaints were compensated with diversity funds instead of being punished. Since the Supreme Court's reversal of Miranda, police interrogations have been coerced and fabricated. Since the indictment, minority complaints have skyrocketed and the police department has been found guilty of racial profiling. Community members have stormed City Hall claiming their diversity voucher funds and hiring a private law enforcement company to police the city. The City of Trust Police Department has been closed and the building is currently up for sale with Century 666 Realty. The American Civil Liberties Union has placed an offer on the building and the chief of police, along with several other police department personnel, is scheduled for trial sometime next month.

Conclusion

The nominal group technique process provided a wealth of information for futures forecasting. The panel's discussion identified areas of change that law enforcement leaders could make in order to enhance public trust in a diverse community. This allowed for the development of alternative future scenarios. A comprehensive strategic plan is an important element in any organizational change process. A strategic plan will

be discussed in chapter 3 that will give law enforcement leaders the necessary road map to implement change in order to enhance public trust in a diverse community.

CHAPTER III

STRATEGIC PLANNING

Introduction

Today's law enforcement profession is becoming increasingly complex. The environment in which it operates is very dynamic inside and out. There are new technologies, partnerships, community expectations, and budget limitations. Law enforcement leaders frequently make long-term future decisions about directions their organizations will take. The impact of these decisions is sometimes not known for years. Future planning is critical to the success of any organization. This chapter unfolds a comprehensive strategic plan to implement several broad strategies identified by futures research and the nominal group technique panel that will assist law enforcement leaders in a mid-size agency to enhance public trust in a diverse community by 2008.

A Comprehensive Strategic Plan

A strategic plan is a structured change process that gives organizations a road map on which to travel to reach a desired future. A sound strategic plan conducts an organizational and environmental assessment, communicates a clear vision, identifies stakeholders, and presents strategic initiatives.

Change should be viewed as an opportunity; however, according to the Iceberg Theory, seven-eighths of the challenges encountered when implementing change cannot be seen. The strategic planning process is beneficial to allow law enforcement leaders to solve tomorrow's challenges by making sound decisions today.²⁹

A Future Mid-Size Law Enforcement Agency

The future model mid-size law enforcement agency described in this project is an organization located on the coast of Southern California. The organization employs 160 sworn and 90 civilian personnel and provides law enforcement services to an area of approximately 25 square miles. The city houses a population of 100,000 people and, during any given day, 100,000 more people travel into the city to conduct business and to vacation. The community demographics are diverse and traditional minority groups now constitute the majority. The community is very active in law enforcement affairs at the department and city council level. The community is supportive of the law enforcement organization; however, it insists on validating decisions made by the agency's staff.

Organizational and Environmental Assessment

Now that the future mid-size agency has been described, law enforcement leaders should conduct an organizational and environmental assessment to assess the organization's ability to change. This assessment should be conducted prior to the implementation of any strategic initiatives. The assessment is conducted on the model mid-size agency using the S.W.O.T. Analysis (Strengths, Weaknesses, Opportunities, Threats). Strengths and weaknesses refer to the internal state of the organization and opportunities and threats refer to the external environment surrounding the organization. The following are some trust and diversity issues to consider when conducting the analysis:

Chart 3.3

ORGANIZATIONAL (Internal)	ENVIRONMENTAL (External)
<p>Strengths:</p> <ul style="list-style-type: none"> • Community policing philosophy • Existing community partnerships • Past collaborative successes 	<p>Opportunities:</p> <ul style="list-style-type: none"> • More and varied ideas • Increased public support • New funding sources • Increased agency credibility
<p>Weaknesses:</p> <ul style="list-style-type: none"> • Diverse employee values • Paramilitary structure, which is slow to change • Personnel resistance to change • Personnel not representative of community 	<p>Threats:</p> <ul style="list-style-type: none"> • Anti-government special interest groups • Budget limitations • Decreased government credibility • City Council term limits

Communicating a Future Vision

Law enforcement leaderships must start a strategic planning process with a clear conceptual vision. Everything is created twice: once in a leader's mind and once in reality. Public trust is a very precious commodity. A vision of a solid trusting relationship with diverse community members is a desired future. This bond of trust has to be the strongest link in the chain of public safety. Diversity should be viewed as a strength that continues to enable law enforcement to maintain a strong relationship between it and the community. This bold vision of a solid trusting relationship with diverse community members will build tolerance and give law enforcement the ability to provide a better quality of life in the communities it serves.

Stakeholder Identification and Analysis

Prior to developing strategic initiatives to accomplish the vision, stakeholders and snail darters need to be identified. Stakeholders are individuals or groups who are impacted by the strategic plan and/or who can influence its outcome. Snail darters are individuals or groups who can compromise and/or disrupt the strategic plan's outcome. Early identification and inclusion of all the affected stakeholders allows law enforcement to adapt its strategies as it collectively moves toward the vision. Internal and external stakeholders and snail darters in this project, along with their concerns and expectations regarding public trust and diversity, are:

- City Council/City Manager
 - Safe community perception by the public
 - Increased tourism to the community
 - The ability for all community members to be heard
- Law Enforcement Department Head
 - Branding (department reputation)
 - Community support
 - Citizens' complaints
 - Resource allocation
- Diverse Community
 - Ability to have a voice and validate public safety issues
 - Ability to live and work in a safe community
 - Law enforcement services provided by an agency with integrity

- Law Enforcement Personnel
 - Personnel information shall remain confidential
 - Community and department support
 - High law enforcement hiring standards
 - Resources and time to accomplish the mission
- Peace Officers' Association
 - Following the MOU and government code
 - Employee grievances
 - Political support by the community and City Council
- Special Interest Groups
 - The ability to forward their agenda
 - Inclusion in law enforcement matters as part of a diverse community
 - The ability to have a voice in public safety issues
- City Attorney
 - Lawsuits against public safety and the city
 - Ensure that the law is followed
 - Law enforcement abuse of authority
 - Litigation and settlement costs
- Commission on Peace Officers Standards and Training (POST)
 - Courses and instructors POST-approved
 - Law enforcement personnel are in POST compliance
 - POST standards are maintained

- Media
 - Responsible, fair, and balanced reporting
 - Assess to public safety information
 - Accurate and forthcoming information from the agency
- Senators
 - Legislators who have financial interests in private law enforcement organizations
 - The need to increase private law enforcement organization profits
 - The ability to influence and change legislation

Strategic Initiatives

Law enforcement leaders frequently believe they know what is best for the communities they serve. They are the trained professionals entrusted with the ability to make decisions regarding public safety concerns. They look at the delivery of services from the inside out. Failing to look at things from the customer’s perspective, from the outside in, regarding the delivery of services is a fatal mistake of many failing organizations. According to futurist Ed Barlow, “80 percent of the information we need to know to be successful in the future comes from outside our current field.”³⁰

The nominal group technique panel contained diverse community members. They represented a cross section of the customers who law enforcement will provide services to in the future. A broad review of input from the nominal group technique process provides law enforcement leaders with suggestions from a diverse community’s perspective on how it can enhance public trust. This allows law enforcement to look at the way it provides public safety services from the outside in. The input from the

nominal group technique panel falls into the following categories: training, communication, visibility and approachability, and accountability.

Developing Alternative Strategies

Four alternative strategic initiatives were developed to assist the mid-size agency in enhancing public trust in a diverse community. These strategic initiatives were developed from futures research and the results of the nominal group technique process. These strategic initiatives represent different responses to enhance public trust in a diverse community. The strategic initiatives are as follows:

Development of an Executive Diversity Coalition

Law enforcement frequently encounters or creates critical events that have deadly results or at least raise questions about their sometimes split-second actions. Open and honest communication that builds mutual understanding and trust is viewed as a two-way street by diverse law enforcement customers. Law enforcement's failure to proactively respond to community concerns that it made a mistake or that one of its own is under investigation stifles trust. Failure to proactively disclose information undermines the credibility of the organization if the community finds out about it from another source.

Law enforcement leaders should create an executive diversity coalition representing the most prominent minority groups in the community. This coalition would meet regularly with the agency's head executive to discuss limited policy and procedural matters.

When future events occur that affect a diverse group, the head executive can call the appropriate coalition member prior to the release of any information from any source and they can discuss the matter. When the information is released the head executive and coalition member can stand united and assure the diverse community that the matter will be handled appropriately.

Development of Diversity Policies, Procedures, and Evaluation Standards

Law enforcement organizations operate within the boundaries of the law, policies, and procedures. What a law enforcement organization measures and holds its personnel accountable for is what is important. Including key diverse community members, law enforcement could collaborate, develop, and adopt a diversity policy with associated standards of behavior. Law enforcement personnel could be held accountable for their performance in this area and their behavior could be documented in their annual performance appraisals.

Development of a Diversity Training Program

Discrimination lawsuits, public and political pressures have fueled the need for more comprehensive diversity training. Law enforcement organizations should identify a diversity officer who is responsible for a diversity training program. The training should be a funded line-item on the organization's budget, and outside diverse community instructors should be identified. A collaborative process should be used by the diversity officer, selected law enforcement personnel, and the instructor to develop a credible training program. The training could be scheduled quarterly using different

mediums, and there should be a testing component to hold law enforcement personnel accountable for what they have learned. In order for the training to be successful, law enforcement personnel must be aware, understand, and ultimately value diversity.

Development of a System to Release Internal Affairs Complaint Statistics to the Community

Diverse community members have the perception, sometimes rightfully so, that there is a double standard for law enforcement and the community. This perception is predicated on historical events involving police action with minorities and community distrust about law enforcement holding its employees accountable. If law enforcement would proactively release limited information on personnel investigations to the community when they occur (e.g., thefts/use of force) and the subsequent disposition (e.g., unfounded/sustained), this would be a positive step in the community's ability to trust and hold their employees accountable. This information could be posted in the organization's lobby and be available on their website.

When analyzing these strategic initiatives, it is important to realize they are directed at changing a perceived law enforcement culture by diverse community members. The strategic initiatives that have been discussed challenge the traditional law enforcement culture. Some of them give up control to a diverse community and open up the organization for limited review.

However, these suggestions do come from a cross section of the community law enforcement will be serving in the future. All law enforcement personnel, no matter whether they are sworn, civilian, or volunteer, need to be immersed to a new way of

thinking. Real change within an organization's culture requires reinforcement for two to five years. Reinforcement of new habits and values must be connected to the community and frontline law enforcement personnel.³¹ This culture change of celebrating differences, tolerance and respect should permeate the organization inside as well as out.

Conclusion

These strategic initiatives challenge the traditional law enforcement culture. They are initiatives from the people, for the people and by the people of a diverse community. They give law enforcement an opportunity for self-reflection and improvement. According to future customers, these strategic initiatives will assist law enforcement leaders in a mid-size agency to enhance public trust in a diverse community. Chapter 4 discusses a comprehensive transition management plan. Once a strategic initiative is selected, the transition management plan assists law enforcement leaders in implementing their vision. This allows for a smooth transition into the organization's culture.

CHAPTER 4

TRANSITION MANAGEMENT

Introduction

Transition management is an organizational change process. The process assists a law enforcement organization in moving from its present state into a more desirable future state. This process identifies obstacles and develops strategies to overcome them so there is a smooth transition. Once the law enforcement organization has selected a strategic initiative, transition management takes that vision and provides a method to reach the desired future.

Law enforcement is a public safety monopoly. The community does not have any options when it comes to the purchase of police services. Law enforcement also has a paramilitary structure, which does not allow it to change quickly. Historically, the law enforcement culture has been slow or even resistant to change. This makes the change even more difficult for law enforcement management to implement. This chapter discusses the selection of the strategic initiative and unfolds a comprehensive transition management plan that will lead to its successful implementation.

A Vision for the Future

Components of the four individual strategic initiatives are combined to develop a clear vision of a desired future that would lead to enhanced public trust in a diverse community. The foundation of this future vision is the creation of an executive diversity coalition. This coalition is comprised of community leaders who represent key diversity groups in the community. Once the coalition is formed, a collaborative process can begin for the development of a diversity policy, procedures, and evaluation standards; a

diversity training program; and a system to release Internal Affairs's complaint statistics to the community.

Commitment Planning

Once law enforcement leaders are armed with a clear vision they must understand the complex and often volatile environment in which the change will be implemented. Inclusion of all the key stakeholders from inside and outside the organization is paramount to success of the transitional management plan. This group of stakeholders is the organization's critical mass. The critical mass is the minimum number of individuals or groups whose active participation and commitment, in the change process, is necessary to make the vision a reality. The critical mass must clearly understand the head executive's vision and have the desire and resources to make it a reality. Without the support of the critical mass, the implementation of the vision is likely to fail. Understanding the commitment and perspective of these groups or individuals is important for the transition toward the vision. The critical mass for the vision is represented by the following individuals or groups:

- Chief
- Police Managers and Supervisors
- Police Sworn/Civilian Personnel
- Community Members
- Police Association
- Internal Affairs
- Diversity Officer
- City Attorney

- Media
- Peace Officer Standards and Training (POST)
- City Council
- Training Officer

The above individuals and groups are the critical mass that is needed to successfully reach the vision which would result in enhancing public trust in a diverse community. The commitment planning and strategies chart for transition to the desired future is depicted in Chart 4.4. The commitment planning and strategies chart shows the position of the critical mass stakeholders at the time the change vision is communicated and change is proposed. Some of the individuals or groups are in a position to just let change happen or perhaps block change. It is critical for successful implementation of the vision to move these individuals or groups into positions to help or make change happen.

Chart 4.4

COMMITMENT PLANNING AND STRATEGIES CHART

Key Players	Block Change	Let it Happen	Help it Happen	Make it Happen
Chief			X →	O
Police Managers and Supervisors			X →	O
Police Sworn and Civilian Personnel	X →	O		
Community Members		XO		
Police Association	X →		O	
Internal Affairs		X →		O
Diversity Officer		X →		O
City Attorney	X →	O		
Media		XO		
POST		X →	O	
City Council		XO		
Training Officer		X →	O	
X = Current Position O = Desired Position				

Implementation

The head executive needs to clearly articulate the vision to the organization. The vision consists of several key components:

- Development of an Executive Diversity Coalition
- Development of Diversity Policies, Procedures, and Evaluation Standards
- Development of a Diversity Training Program
- Development of a System to Release Internal Affairs Complaint Statistics to the Community

The head executive needs to communicate a sense of urgency and show the organization how this vision will be beneficial to the organization's future. The head executive needs to identify key organizational leaders who will be responsible for chairing steering committees that will collaborate on different components of the vision. The head executive needs to show his or her commitment to the vision by giving these leaders the authority and resources to accomplish the mission. The head executive needs to allow the community leaders to be creative in the ability to fulfill the vision. This creativity will ensure project ownership and commitment.

Once the critical mass has been identified and their level of commitment to the vision has been assessed, committee leaders must solicit input from everyone on how to accomplish their mission. Any obstacles or resistance should be overcome with communication and participation by everyone that will be affected. This communication and inclusion to overcome obstacles can come in the form of subcommittees or surveys. As the change process continues, successes should be celebrated and all those affected should be kept informed with periodic reports on how the plan is progressing.

Responsibility Charting

Responsibility charting (Chart 4.5), allows for the assignment of key tasks that need to be performed in order to accomplish the vision. It clearly defines roles and responsibilities and provides accountability for tasks that need to be performed. The individuals or groups depicted in Chart 4.5 are stakeholders who each have a responsibility for decisions that are made. Their responsibility is represented by their approval, support, or by being informed of the decisions.

Chart 4.5

RESPONSIBILITY CHARTING

Decisions or Acts	Actors										
	Chief	Police Managers & Supervisors	Sworn/Civilian Police Personnel	Community Members	Peace Officers Association	Internal Affairs Unit	Diversity Officer	Training Officer	Peace Officer Standards & Training	Media	Committees
Identify Community Diversity Leaders	R	S	S	S	S	S	S	S	I	I	S
Select an Executive Diversity Coalition	R	S	S	S	S	S	S	S	I	I	S
Set Initial Planning Meeting	S	S	S	I	S	S	R	S	S	I	S
Select Subcommittees/Committee Chairs	A	R	S	I	S	S	S	S	I	I	S
Communicate a Vision/Provide Resource Commitment	R	S	S	S	S	S	S	S	S	S	S
Facilitate the Development of Diversity Policy/Procedures/Evaluation Standards	A	S	S	S	S	S	R	S	I	I	S
Facilitate the Development of a Diversity Training Program	A	S	S	S	S	S	A	A	A	I	R
Facilitate the Development of a System to Release Internal Affairs Statistics to the Community	A	S	S	S	S	A	S	S	I	I	R
Set Implementation Timeline	S	A	I	I	S	S	S	S	S	I	R
Conduct Organizational/Community Training	S	A	I	I	S	S	R	S	S	R	S

- R = Responsibility (not necessarily authority)**
- A = Approval (right to veto)**
- S = Support (put resources toward)**
- I = Inform (to be consulted before action)**
- X = Irrelevant to this item**

A comprehensive transition management plan is critical for the smooth implementation of the strategic plan. A clear vision, inclusion of all affected stakeholders and communication, are key components of the transition management plan. “The Minding Organization, Bring the Future to the Present,” written by Moshe F. Rubinstein and Iris R. Firstenberg, discusses how organizations need to bring the future to the present. Rubinstein and Iris R. Firstenberg’s theory describes the process of

moving from chaos to order. This process provides for a lot of confusion at the beginning of change, by inclusion of all the affected stakeholders. However, at some point there is a move to order and the vision becomes reality.³² Chapter V concludes the project with some recommendations to law enforcement leaders on enhancing public trust in a diverse community.

CHAPTER V

RECOMMENDATIONS AND CONCLUSIONS

This project has explored how law enforcement leaders in a mid-sized agency can enhance public trust in a diverse community by 2008. The first chapter discussed public trust as the essence of law enforcement authority. It looked into the complexity of diversity and examined the rapidly changing minority demographic trends in California. The second chapter conducted a futures study, solicited input from a diverse community panel, which could be viewed as law enforcement's future customers. The panel provided their perspective on public trust in law enforcement and diversity. The third chapter developed a strategic management plan which identified four strategic initiatives. A future model law enforcement organization was described, an organizational analysis was conducted and stakeholders were identified. The fourth chapter discussed a transition management plan in order to successfully implement a vision for the future. Commitment planning and responsibility assignments were conducted, allowing for a smooth change process.

Law enforcement is granted tremendous authority by the community to perform their duties. This authority is based on law and the public's trust. Within the next five years, the communities law enforcement serves will become increasingly diverse. It is critical that law enforcement leaders begin to develop strategies to enhance trust with the future customers they will be serving. Recommendations for law enforcement leaders to consider as they look for ways to enhance trust in a diverse community can take the following forms:

- Leaders should become familiar with all the ethnic groups in their communities
- Leaders should identify key leaders in those ethnic groups and begin to foster trusting relationships with them.
- Leaders should be aware of future demographic trends in their communities
- Leaders should become familiar with the culture and needs of diverse community members.
- Leaders should become familiar with strategic and transition management plans presented in this project and make any necessary changes to fit their organization.
- Leaders should conduct an organizational assessment, identifying leaders, funding sources, and assess timelines for strategy implementation

The future of the law enforcement profession will continue to become increasingly complex. Law enforcement's fundamental duty is to serve the community. The future communities served by law enforcement will become more diverse. There will be significant future changes in communities' economic and political representation as well as their culture identity. In order to accomplish a public safety mission, the community has given the law enforcement profession awesome authority. This authority is based on trust, which is the profession's most precious commodity. The community in return expects professionalism, honesty, and unquestionable integrity from law enforcement personnel entrusted with such authority. The badge is a symbol

of public faith presented to law enforcement personnel who take an oath of office never to violate that trust. Trust is a foundation on which everything else is built. Law enforcement leaders in mid-size agencies must use trust as their organization's bottom-line, synonymous with profit in the private business world. For a law enforcement organization to be successful in its public safety mission, business profits (trust) must be high.

Private prisons and gated communities with their own police services are some examples of private law enforcement organizations. School vouchers are available in some communities to residents who are not satisfied with the service they receive from the public school system. Residents have the ability to purchase school services from an organization of their choosing, which is responsible to their needs. Competition is one of the pillars of a free society that has made the United States a world superpower. The yellow pages are full of choices for consumers looking to purchase services. If the community receives poor service from one company, it can choose to spend its money elsewhere. People do not patronize businesses that they do not trust or that provide them with poor service. Could diverse community members be issued law enforcement vouchers, in order to purchase police services from an organization of their choosing? What if a police officer came to work in uniform one day and there was a sign on his or her department's front door that said: "Out of Business". Confused by the sign and the fact that his or her key does not work in the door, he or she calls 9-1-1 to get some answers. The telephone rings and he or she hears, "This number is no longer in service. Check your local telephone book for a list of private law enforcement services." Could this happen to law enforcement? Leaders should make every effort to enhance

public trust and ensure that law enforcement personnel live up to the principles of their oath of office. They must also be responsive to the needs of an ever-changing diverse community. Failure to do so could lead to the extinction of the public law enforcement profession.

How will law enforcement leaders in a mid-size agency enhance public trust in a diverse community by 2008? A vision of a solid trusting relationship with diverse community members is a desired future. Law enforcement leaders must clearly communicate this conceptual vision and implement the following strategies:

- Development of an executive diversity coalition
- Development of diversity policies, procedures, and evaluation standards
- Development of a diversity training program
- Development of a system to release internal affairs complaint statistics to the community

The bond of trust has to be the strongest link in the chain of public safety. Diversity should be viewed as a strength that continues to enable law enforcement to maintain a strong relationship with the community. This bold vision, a solid trusting relationship with diverse community members, will build tolerance and give law enforcement the ability to provide a better quality of life in the communities it serves.

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TRENDS:

1. Number of caucasians in California
2. Number of minorities in California
3. Level of housing available to police personnel in the community they serve
4. Level of civil liberties
5. Frequency of racial profiling incidents
6. Level of police community involvement
7. Number of openly gay/lesbian law enforcement personnel
8. Number of languages spoken in the community
9. Level of substance abuse by youths
10. Level of awareness for cultural diversity by law enforcement personnel
11. Number of minorities who are perceived to be treated poorly by the police
12. Frequency of media coverage of law enforcement community events
13. Level of law enforcement visibility in the community
14. Number of community policing programs that support diversity efforts
15. Number of reported hate crimes by citizens in the community
16. Number of minority law enforcement personnel
17. Number of politically active minorities
18. Level of minority economic wealth
19. Level of accountability exhibited by the community of police personnel
20. Number of minority misconduct law suits against law enforcement
21. Level of training devoted towards diversity for law enforcement personnel
22. Level of trust in the law enforcement discipline process by the community
23. Average age group which is the focus of enforcement
24. Level of crime in the community
25. Frequency in which chaplains are used in diverse faith communities
26. Level of technology used by law enforcement to monitor the community
27. Level of communication between law enforcement personnel and the community
28. Level of budgeted funds dedicated towards diversity crime enforcement
29. Number of sustained complaints brought by minorities against police personnel
30. Number of minority contacts by law enforcement personnel
31. Level of concern about terrorism in the community
32. Number of law enforcement school educational programs
33. Number of mentoring programs between law enforcement and minorities
34. Number of law enforcement community role models
35. Average educational level of law enforcement personnel
36. Average educational level of the community
37. Average disparity of wealth between the wealthy and the poor
38. Level of trust in the community for law enforcement
39. Frequency of collaboration between different law enforcement agencies
40. Number of different types of transportation used by the police in the community

41. Average household income in the community
42. Average standard of living cost in the community
43. Number of law enforcement community surveys
44. Number of crime prevention programs
45. Number of organized community hate groups
46. Number of community events attended by off duty police personnel families
47. Frequency of police minority geographic profiling
48. Number of community members who volunteer at the police department
49. Frequency that law enforcements role is expanded to enforce immigration laws
50. Number of law enforcement "Watch Dog" groups
51. Level of commitment to public safety by law enforcement personnel
52. Level of collaboration between law enforcement and the military
53. Average age of community residents
54. Level of law enforcements personnel standards

APPENDIX C

EVENTS:

1. Female chief is sworn in Santa Barbara county
2. Twenty million dollar minority lawsuit filed against police
3. Thirty officers laid off from one department
4. Minority recruitment ruled unconstitutional
5. Local police get power to enforce immigration laws
6. Police officers association adopts community organization for volunteer work
7. Whites become the minority in California
8. Bond measure provides forty houses to out of area officers
9. Police officers association builds community daycare center
10. Law enforcement adopts diversity policy and performance measures
11. Police chief sworn in with same sex partner
12. United States military prohibits sexual orientation discrimination
13. Homelessness is outlawed
14. Election of a black president
15. Supreme Court reverses Miranda
16. Police officers no longer carry firearms
17. War with Iraq
18. Major terrorist attack in Santa Barbara
19. Governor recalled
20. President George W. Bush loses next election
21. Mandatory nationwide fingerprinting
22. Law enforcement demilitarized
23. Eye witness testimony no longer admissible in court
24. Privatization of all law enforcement
25. Citizens individually purchase their own law enforcement services
26. Santa Barbara county police department found guilty of racial profiling
27. Media mandated to reveal story sources
28. Jury system abolished
29. Capital punishment abolished
30. *Roe vs. Wade* overturned
31. Global positioning chips implanted in all citizens
32. Human cloning declared legal
33. A standard of public trust published

ENDNOTES

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² Ibid.

³ Prov. 12:22.

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⁷ Chief Jerry Dryer and Lieutenant Keith Foster, "Managing Change: Reorganizing and Building Community Trust," City of Fresno Police Department; available from <http://www.cpoa.org>; Internet.

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⁹ Ibid.

¹⁰ J. Kevin Grant, "Ethics and Law Enforcement," FBI Law Enforcement Bulletin (December 2002).

¹¹ Ibid.

¹² Ibid., p. 2.

¹³ Ibid.

¹⁴ Ibid.

¹⁵ Ibid., p. 5.

¹⁶ "Just the Facts, California's Population," Public Policy Institute of California (June 2002); available from <http://www.ppic.org>; Internet.

¹⁷ Edward Barlow, Futurist, "Creating the Future, Inc.," Command College Class #35 Presentation (May 14, 2002).

¹⁸ Hans P. Johnson, "How Many Californian's," Public Policy Institute of California 1, no. 1 (October 1999).

¹⁹ Ibid., p. 16.

²⁰ Ibid., p. 18.

²¹ Ibid.

²² Ibid., p. 6.

²³ Ibid.

²⁴ "Examining Minority Trust and Confidence in the Police," National Criminal Justice Reference Service, National Institute of Criminal Justice; available from <http://www.ncjrs.org>; Internet.

²⁵ "Broken Bonds of Trust, Police Abuse and Misconduct," Trauma Foundation; available from <http://www.tf.org>; Internet; accessed January 19, 2003.

²⁶ Michael Josephson, "Trust Must be Earned and Protected," Character Counts, Coalition and Josephson Institute of Ethics (March 10-14, 2003); available from <http://www.charatercounts.org>; Internet.

²⁷ Ibid., p. 6.

²⁸ Ibid.

²⁹ Tom Esenstein, "Organizational Effectiveness Consulting," Command College Course Class #35, Session No. 6 (March 10, 2003).

³⁰ Ibid., p. 17.

³¹ Ibid., p. 7.

³² Moshe F. Rubinstein and Iris R. Firstenberg, "The Minding Organization, Bring the Future to the Present," John Wiley & Sons, Inc., 1999.

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