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CROSS-CULTURAL TRAINING
AS A STRATEGY TO IMPROVE LAW ENFORCEMENT
EFFECTIVENESS BY THE YEAR 2000

by

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COMMAND COLLEGE CLASS 12
PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA
JULY - 1991

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ORDER #12-0232

PART ONE - DEFINING THE FUTURE

WILL CALIFORNIA LAW ENFORCEMENT HAVE A NEED FOR CROSS-CULTURAL TRAINING BY THE YEAR 2000?

PART TWO - STRATEGIC PLANNING

A MODEL PLAN FOR CALIFORNIA LAW ENFORCEMENT, IN GENERAL, AND THE COUNTY OF MONTEREY, IN PARTICULAR.

PART THREE - TRANSITION MANAGEMENT

AN EXPLICATION OF A MANAGEMENT STRUCTURE AND COMMITMENT PLAN FOR TRANSITION INTO CROSS-CULTURAL TRAINING FOR CALIFORNIA LAW ENFORCEMENT.

PART FOUR - CONCLUSIONS

THE VISION TO ACHIEVE CROSS-CULTURAL TRAINING FOR ALL LAW ENFORCEMENT PERSONNEL WILL BE BASED ON A COLLABORATIVE, COOPERATIVE, ONGOING APPROACH. TRAINING WILL PROVE MOST SUCCESSFUL WHEN CONSTANTLY MONITORED TO MAKE ADJUSTMENTS IN DEMOGRAPHIC SHIFTS OR THE INFUSION OF NEW CULTURES.

ACKNOWLEDGEMENTS

To my wife, Deborah Fortune, without whose help I would never have been able to complete this study. You spent hours and hours of inputting and doing revisions, all without blowing a fuse (and she had good reason). Your encouragement and enthusiasm kept me in focus and on schedule. Thanks seems woefully inadequate.

To Dr. Roland Dart, III, I truly appreciate your counsel and guidance in assisting me with this project. Your comments were valuable and informative.

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Executive Summary

INTRODUCTION

Law Enforcement is a labor intensive craft made up of a cross section of society's culture who must deal with different cultural mores, codes, etc. How can law enforcement be more effective in its goal to protect the people they serve given this cultural diversity.

This study examined law enforcement's need for cross-cultural training; how training will be introduced into a resistant law enforcement environment; how the training will be marketed, and; how will the training be evaluated.

Demographic studies indicate the minority population will increase to nearly 50 percent of the residents of California by 2000. Hispanics (29.2 percent) and Asians (10.6 percent) will make up the majority of that growth. The cultural diversity of this "new look" population can prove to be an overwhelming challenge to unprepared law enforcement agencies.

Misunderstanding and mistrust will lead to confrontation if law enforcement personnel are not educated to the mores and lifestyles of the citizens they

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serve. A major challenge to California law enforcement leadership will be to effect change in a traditionally conservative profession that does not accept change readily.

PART ONE - DEFINING THE FUTURE

The issue was studied by a group of seven people, who formed a Nominal Group Technique (NGT) panel. The panel forecast seven trends. The panel forecast positive increases in six of these trends. One trend was forecast to decrease.

The panel forecast seven events that could significantly impact the issue. Three events, according to the analysis, seemed to be the most critical for developing and implementing cross-cultural training:

These trends and events were evaluated and future scenarios were developed which will assist in future strategic planning and transition management to produce a desired change.

PART TWO - STRATEGIC PLANNING

Monterey County was chosen by the author to be studied as a model for the strategic planning process. A situtational analysis was conducted to determine the weaknesses, strengths, opportunities and threats of the county to the issue area. A list of stakeholders was then identified, and a modified policy delphi was conducted to select policies which could affect operational planning in implementing cross-cultural training. Negotiating strategies were finally developed to accept the policies chosen by key stakeholders.

PART THREE - TRANSITION MANAGEMENT

Planned, effective transition requires a combination of commitment and priority setting. A critical mass, as in the case of this project, must come from a representative segment of the county. The transition plan must include a level of commitment from those critical mass members. A transition management team comprised of a coalition of critical mass members was recommended. This coalition will interface with all law enforcement agencies and community members of all ethnic backgrounds.

CONCLUSION

Profound changes in the overall make-up of California's population have serious implications for law enforcement, particularly because many of the legal and illegal immigrants flooding into the state are of different races, ethnic groups, religions, and cultures. Many do not have even a rudimentary knowledge of the English language. To understand fully what such immigration will mean for law enforcement into the future is addressed in this study.

Ample evidence to support the need for cross-cultural training at all levels of law enforcement is provided in this study. The importance of this evidence has been supported by preliminary legislation introduced in California. The future implications and challenge for law enforcement executives is to insure the training is ongoing to address the ever-increasing and diverse ethnic population.

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INTRODUCTION

This study will focus on identifying a need for cultural awareness training for California law enforcement. Just look at the City of Los Angeles where ninety foreign languages are spoken in the public schools. Multi-culturalism -- the concept of looking at the world through the eyes of more than one culture is the new end-of-the-decade "buzz word." The balancing of assimilation and preservation of identity is constant and full of conflict. How this multi-cultural diversity will affect California law enforcement in the next ten years will be addressed.

During the 1990's, economic opportunity in California will swell the population ranks by six million people. (1) Nearly 50 percent of the population will be classified as minorities. (2) An ethnic profile reveals that Hispanic and Asians will constitute a majority of that count. (3) U.S.A. Today, March 11, 1991, reported that California has 7.7 million Hispanics, more than six of the seven Central American countries. One in four Californians is Hispanic. In addition, more than half of all Asian immigrants live in the West, mostly in California. Two-thirds of the state's immigrants come from Latin America and Asia. Not to be ignored, however, are the other estimated one hundred twenty-five ethnic immigrants and native American groups living in the state. (4) There will be an average net in -migration of approximately 215,000 foreign immigrants per year, until the year 2000. (5)

The cultural diversity of this increase will have a significant impact on how law enforcement services are delivered. How calls for service are

answered is of great concern to law enforcement executives. (6) Peace officers need to understand that there are many stress factors facing immigrants in a strange culture (California). (7) Integration into the community is complicated by cultural and language barriers, as immigrants suffer from cultural and economic shock. (8) The problem is compounded because most law enforcement officers are unable to speak a foreign language, or to comprehend the practices and customs of different cultures.

Cross-cultural awareness is necessary when living in a global village which is becoming smaller and smaller, and interaction is increasing rapidly. (9) Many law enforcement personnel do not have the social skills to comprehend and accept the consequences of the basic human capacity for creating unique cultures which results in confusion, anger, and confrontation. (10)

Many whites, particularly those of European heritage, don't think of themselves as having a culture. (11) They think "culture" is something quaint that minorities have. (12) This relates, not coincidently, to the white, male-dominated law enforcement make-up of most California police agencies. Statewide, minorities account for less than 20 percent of the law enforcement workforce. (13)

Most traditional models of human behavior are based on implicit assumptions of a homogenous, white male workforce. The most widely taught theories of interaction mirror the white male's own experience and attitudes. (14) Some of those methods can be counter-productive when applied to other cultures.

Private industry and corporations have a long history in meeting the challenges of a diverse workforce. Their human resource efforts to buy into the dreams of these "other" Americans means understanding their cultural uniqueness and learning how to communicate dreams -- ours and theirs. (15)

Digital Equipment Corporation has a "Director of Valuing Differences." Honeywell has a "Director of Workforce Diversity." Avon has a "Director of Multi-Cultural Planning and Design." Many companies, such as Bank of California and GTE, offer management courses dealing with race and gender. (16) Private industry has concluded that managing diversity is conceptually different from Equal Employment Opportunity (EEO), which was primarily a battle against racism and prejudice. (17)

Although government has a long history of confrontation with people of many ethnic backgrounds, cultural awareness was pushed to the forefront of law enforcement during the racially turbulent 1960's. Programs developed during the 1960's and 1970's dealt more with discrimination and racism. (18) These programs quickly lost their impetus, as law enforcement felt cultural concerns had been successfully resolved. (19)

A 1983 POST (California Commission on Peace Officer Standards and Training) study concluded that cultural training at the street officer level is limited, and training at the advanced officer and executive level is virtually non-existent. (20)

It is widely known throughout the law enforcement community that change is difficult to effect. How, then, does law enforcement attain cultural awareness and empathy at a significant level? Executives believe it will

require methods that circumvent or otherwise counter resisting forces. The good news is that government, at all levels, is seeing a common interest in supporting this type of training.

The complexities of this diversity training, however, means no one entity will command the power to dictate a solution statewide. California Penal Code Section 13519.4 directs POST to make cross-cultural training available to all agencies. Training should be ongoing and reach all levels of law enforcement. (21)

Because of socio-psychological factors, this study is limited to cultural issues. The study focuses upon the issue of inter-cultural relationships in law enforcement -- no sexual preferences, which pose a whole set of other socio-psychological issues.

AUTHOR'S NOTE

To facilitate the reading of this study, most graphs, charts, and collected research data can be found in the appendix. The body of the study will consist of a succinct summarization of the results of the research.

DEFINITIONS (for the purposes of this study):

Culture:

The customary beliefs, social forms and material traits of a racial, religious, or social group, which will be passed on from generation to generation.

Cross-Cultural Training:

Training that has as its objective the facilitation of greater inter-cultural relations between the police and a highly diversified community. The training focuses upon unique inter-personal characteristics of different cultures and ethnic groups. The training is designed to sensitize police personnel to the manners or behaviors, mores, codes of conduct and other factors unique to one culture.

PART ONE

DEFINING THE FUTURE

Study and research, thusfar, suggests a futures study. Scanning the
environment, which includes discussion, interviews, surveys and a review
of appropriate literature as the prescribed method for developing an issue
question. Brainstorming the main topic will assist in identifying sub-issues
related to the primary question. A "Futures Wheel" was used to focus the
issue and identify sub-issues and is illustrated as Figure 1.

FUTURES WHEEL
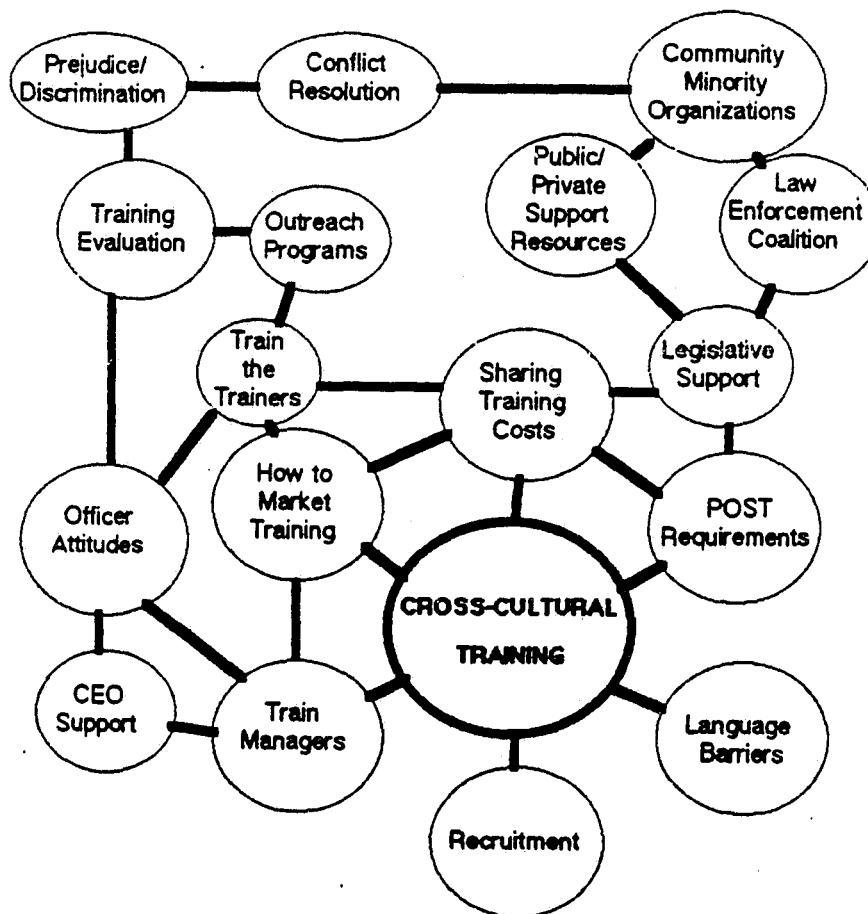
Futures research provides no guarantee of how accurately the issue
question can be predicted. The process offers probable outcomes which
can be used for subsequent analysis.

The issue question for this research project is: Can cross-cultural training improve law enforcement effectiveness by the year 2000?

In order to focus the project to specific areas, three sub-issues were developed:

o   How to introduce cross-cultural training within a resistant law enforcement environment.

o   How will training be marketed and developed within a police organization?

o   How will the training be evaluated and tested for its effectiveness in attaining the stated objective?

METHODOLOGY

In order to examine the issue, two methods of research were employed:

1.   Survey of California police academy's curricula.

2.   Nominal Group Technique (NGT).

These steps, taken in conjunction with each other, is designed to provide a reasonably clear course to take toward an individual policy issue. Trends and events were developed by a panel of experts which were forecast and subjected to cross-impact analysis. Then, exploratory, normative and hypothetical scenarios were written for the purposes of strategic planning and transition management, which will be discussed in subsequent sections of this study.

THE SURVEY

To determine the level of cultural awareness training in the State of California, a questionnaire was mailed in December, 1990, to academy directors of the POST-approved academies in the state. (22) These academies are charged with training peace officers based on standards established by the POST Commission. In reviewing the POST Training Manual, the author did not find any cultural awareness training courses for advanced officers or executive personnel.

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Statistically, the survey (see Appendix __A__) was responded to as follows, including a list of responding academies, (see Appendix __B__).

Surveys Mailed	33
Responses Returned	22
% of Return	66%

	QUESTION	**RESPONSE**	
1.	Academy Training Provided	Yes	14
		No	8
2.	Number of Hours of Training	(0-8)	12
		(9-39)	1
		(40+)	1
3.	Training Specifics	Minorities in General	9
		Specific Groups	5
4.	Training Was Precipitated by	Specific Event	3
		Routinely Added	11
5.	Basic Ethnic Communication Skills	Yes	11
		No	3
6.	Trainee Response	Favorable	12
		Negative	0
		No Response	1
7.	Need for C/C Training as Part of Basic Academy	Strongly Agree	11
		Agree	5
		Disagree	4
		Strongly Disagree	2

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QUESTION	**RESPONSE**	
8. C/C Training Provided by POST-- Agency Responsibility	Strongly Agree	4
	Agree	8
	Disagree	8
	Strongly Disagree	2
9. Unique Cultures, Basic Language Skills Taught	Strongly Agree	6
	Agree	12
	Disagree	3
	Strongly Disagree	1
10. C/C Training Not Needed	Strongly Agree	1
	Agree	1
	Disagree	8
	Strongly Disagree	12

(Refer to Appendix __C__, Graphs for Questions 7-10, determined to have significant impact on the issue to further the study.)

Author's conclusions on the quantitative and qualitative data of the survey:

Quantitative

Nearly 60 percent of academies that responded offer some form of cultural awareness training. While the majority (eleven) added the training as a routine matter, only two academies conduct more than 8 hours (one, 9 hours; one, 40 hours) of training. Almost twice as many academies (nine to five) concentrate on a specific versus general minority focus in the training they provide.

The average number of training hours provided equals 4.9 (excluding the adademy with 40 hours of training). This seems insufficient when one considers the diverse ethnic and racial population projections for the state in the next ten years.

Qualitative

Twenty academy directors expressed a strong need for cross-cultural training, yet only fourteen academies provide this kind of training. A strong recognition for the need can be implied. There is some major disagreement among respondents as to who should be responsible for the training. Judging from written comments on the survey, many agencies believe academies cannot provide specific enough training by geographical location. Additionally, respondents felt the training should be agency and community driven, with the agency to decide upon the delivery system.

Questions relating to certification, training responsibility, and training evaluation should be resolved with statewide standards, but based on geographical interpretation as to how the training is delivered through a local agency/community ethnic group coalition. The mechanics of this process will be explored in subsequent parts of this study.

NOMINAL GROUP TECHNIQUE PROCESS

Seven panel members, knowledgeable about the issue, were gathered for the Nominal Group Technique (NGT) and forecasting process (see Appendix _D_). Four of the seven panel members are minorities. They,

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along with the other panel members, have a history of involvement with minority groups through their employment and as members of specific minority organizations. Having been provided with the issue question and sub-issues, the panel was asked to first make a list of trends (see Appendix _E_) relevant to the issue. Twenty-eight trends were developed. Continuing with the NGT procedure, the panel reduced the trend list to the seven they felt were the most important to the issue, as follows:

1. Level of Chief Executive Officer's Support for Cultural Training.

2. Political Influence of Minority Groups in the Community.

3. Number of Academies with Cultural Awareness Training.

4. Percent of Police Contacts where Cultural Diversity is a Factor.

5. Level of Resistance to Cultural Training within a Police Agency.

6. Minority Employee Association's Ability to Influence Department Policy.

7. Police Effectiveness in Dealing with Cultural Groups.

The panel then forecast the level of the trends five years ago and today, then, projected this level to five years from now, and ten years from now. The "Today" value (present) was equal to 100; less than "Today" (past) would be less than 100, and; greater than "Today" (future) would be more than 100. The future forecasts included both nominal (will be) and normative (should be) forecasts.

A table of trend forecast results (using group median values) is depicted in Appendix _F_, graphs of panel ranges for trend levels are depicted in Appendix _G_.

EVALUATION OF TREND RESPONSE DATA

Trend One - Level of Chief Executive Officer Support

The group projects a steady increase in Chief Executive Officer (CEO) support for cultural awareness training. If government projections of the immigrant population increases appear to be accurate, the law enforcement CEO's, in effect, would be "burying their heads in the sand" if they do not react in a positive fashion to this trend. Interesting to note, is that some group member felt that this level of support was slow in coming (based on group ranges), but would rise to a high level in the future.

Trend Two - Minority Political Influence in Community

This trend had one of the widest range levels. Perception of minority influence in a community differs greatly, depending on the make up of the community and who are the elected community leaders. The group (which consisted of diverse ethnic backgrounds) forecast a large range in how minority influence is predicted for the future. Of particular interest, is the group's prediction that minorities might have more influence in community affairs (will be) than they should have (should be). This may be precipitated by recent escalation in police/community conflicts. (23)

Trend Three - Number of Academies with Cultural Training

The group felt cultural awareness training was virtually non-existent five years ago (median forecast - 30). Although the group forecast a 50 percent change in five years, and 100 percent increase in training (will be), they would like to see a significant push to accomplish training at the academy level (should be), based on the number of high range scores.

Trend Four - Police Contacts with Minorities

The low range of scores for five years ago is somewhat deceiving, the group believed that is not a true representation of what occurred. Lack of publicity for negative police contacts, and a belief that minority advocacy groups did not have the influence they possess today, may account for the perception of a low contact factor.

The group felt contacts would significantly increase in the next ten years, primarily based on their understanding of state population projections (will be), but, these contacts would not necessarily be negative. The "should be"

medians are lower, as the group felt cultural diversity will be addressed with minority hiring of police personnel, and cultural training will negate negative factors during future contacts.

Trend Five - Police Resistance to Cultural Training

This trend drew a wide range of group responses (80-200) for the "five years ago" level. The respondents in law enforcement generally acknowledged the resistance level versus non-police group members who tended to rank the level lower. The future forecasts, however, showed less diversity, primarily based on the group's knowledge of law enforcement's effort to increase cultural awareness among its members. There is still a minor divergence in the future forecasts at five years ("will be", 80; "should be", 50), and ten years ("will be", 50; "should be", 25), even though both show a decrease -- part of the group thinks it will take longer to remove the significant resistence level.

Trend Six - Minority Employees and Department Policy

Group members felt police minority associations were just beginning to awaken and establish themselves as policy influencers five years ago. Minority groups continued to organize their political influence and began to grow to its present state. This corresponds according to group members to the influence of minority groups in the community (Trend Two).

As in Trend Five, police group members predicted a higher level of minority departmental influence (based on experience) versus non-police members. The "will be" ranges at five years and ten years from now are 50/250 and 100/300, respectively; the "should be" ranges are 100/300 and 100/350.

Trend Seven - Police Dealing with Cultural Groups

The group felt police agencies have generally failed to recognize that effective handling of police/minority confrontations was significant to successful community relations five years ago. Based on the projected increase in Trends One and Three, the group predicts a constant increase in positive versus negative police/community relations for the future. Group median for five years ago is 25, the range was 10-50. The medians for the "will be" and "should be" five years from now were both 150. Ten years from now, the "will be" and "should be" medians are 200 and 300, respectively.

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EVENT EVALUATION

The group was asked to generate a list of events which would have an impact on the issue question. Twenty-three events were developed (see Appendix __H__). The group then narrowed the list to seven events they felt would have the __most__ impact on the issue question. These seven events were examined by the group in terms of their probability of occurring and what impact, positive or negative, they would have on the issue. (Table __One__ graphically displays the group medians.)

Event One Evaluation:

The group felt this training could be formalized and begun in three years. Five years from now there is an even (50 percent) chance the training would be in all POST-approved academies, and a 75 percent chance in ten years. This event was seen by the group as having an important impact on police/community relations in the future.

Event Two Evaluation:

Mandating cross-cultural training by the legislature might be required if law enforcement agencies neglect the POST guidelines for training as authorized by California Penal Code Section 13519.4, the group felt. The group forecast a 60 percent probability of occurrance in five years and increased to 80 percent in ten years. The impact on the issue was rated as highly positive as it would ensure training for all agencies.

Event Three Evaluation:

Based on the present ethnic make up of Monterey County, the group forecast that a minority chief executive officer most assuredly must be appointed in one of the larger cities in the county. The group believed that this event had a 70 percent probability of occurring in five years and rose to 100 percent in ten years. This was viewed as a positive event in relation to the issue question, however, some group members felt the minority chief executive officer representation in the county was adequate.

Event Four Evaluation:

Diluting or reducing the effects of affirmative action plans by the U.S. Supreme Court was viewed as having a negative impact on the issue by non-police group participants. Although only forecast as having a 30 percent chance of occurring at five years and a slightly better than even

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chance (60 percent) at ten years, several group members saw this as the eroding of opportunities by minorities for equal employment rights.

Event Five Evaluation:

The group was quite divided on this event. Although they were in agreement that the potential for police brutality was present, and most probably would occur in the future (five years from now, 50 percent; ten years from now, 75 percent), there was diverse opinion on the negative/positive impact to the issue (negative, 4; positive, 3). The "non-police" members scored the event high on the negative scale, while "police" participants felt the actual act of police brutality would not cease just because cross-cultural training was instituted. Their theory is a "bad cop is a bad cop, is a bad cop" and would not necessarily respond to any training. The negative range was 0-10. The positive range was 0-6.

Event Six Evaluation:

The participants scored the positive impact fairly high for this event (range 5-8). The feeling was that the possibility of a suit could speed up implementation of cross-cultural training, which as previously discussed, could have an impact on increasing the number of minority police applicants. The negative effect, according to the group, would come from the possibility of dividing the officers into "camps," which could affect morale.

Event Seven Evaluation:

The group felt the completion of a study on the need for cross-cultural training would be very positive for law enforcement (range 4-10) and should occur as soon as practical. They believed the study would have no negative impact on the issue (range 0-0) and will be completed in less than five years.

CROSS-IMPACT ANALYSIS

The group reconvened for the purpose of determining the cross-impact analysis of the seven trends and seven events. The group was given the median data collected from the trend/event evaluations. The members were advised that the purpose of this process is to determine how each forecasted event, if it occurred, would impact (the maximum impact at the

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EVENT NO.	EVENT STATEMENT	• Years Until Probabi- lity First Exceeds Zero	PROBABILITY		IMPACT UPON THE ISSUE AREA IF THE EVENT OCCURRED	
			5 Yrs From Now (0-100%)	10 Yrs. From Now (0-100%)	•POSITIVE (0-10 Scale)	•NEGATIVE (0-10 Scale)
1	Basic academics extended to encompass cross-cultural training.	3	50	75	8	2
2	California Legislature mandates cross-cultural training for peace officers.	3	60	80	8	2
3	Minority Chief Executive Officer appointed in Monterey County.	2	70	100	7	3
4	Decision by U.S. Supreme Court dilutes affirmative action planning.	5	30	60	2	6
5	Complaints of police brutality toward Hispanics reach a record high in Monterey County.	1	50	75	3	4
6	Associations of minority police officers form coalition & file discrimination in hiring suit against MPD	2	30	70	5	5
7	Study on "Law Enforcement's Need for Cross-Cultural Training by 2000" is Published.	.5	100	100	8	0

•• Panel Medians

N = 7

time of occurrence) the other events and the seven trends. The impact is to be recorded as a plus or minus change over the original forecast. (Table _Two_ graphically depicts the median results.)

The cross-impact analysis identified three actor events, that is, the events that have the greatest impact on the other events and trends. They were:

     Event Two   -   Legislature Mandated Cross-Cultural Training

     Event Three   -   Minority Chief Executive Officer Appointed

     Event Four   -   U.S. Supreme Court Decision on Affirmative Action

Event Two, Legislative Mandate, was viewed as having no impact on the appointment of a minority Chief Executive Officer in Monterey County. Diluting an Affirmative Action Plan, Event Four, could create a perception that cross-cultural training is not needed, which could negatively impact further training considerations. Both events could have a negative impact on the issue.

A review of the remaining events reveals that a significant correlation exists with the other events and trends, based on the high number of "hits," as depicted on Table Two.

CROSS-IMPACT EVALUATION
(Panel Medians N = 7)

Impacting Event	IMPACTED EVENT							IMPACTED TRENDS							Actor Hits
	E-1	E.2	E-3	E.4	E.5	E-6	E-7	T-1	T-2	T-3	T-4	T-5	T-6	T-7	
E-1	X	80	0	5	-20	-30	50	40	30	85	40	-60	0	60	11
E-2	90	X	0	-30	-50	-30	70	20	35	90	30	30	5	60	12
E-3	40	20	X	10	-50	50	60	0	40	10	-15	-40	20	30	12
E-4	20	-30	50	X	50	40	0	-10	-20	-5	-10	30	20	20	12
E-5	20	40	60	0	X	60	0	15	20	10	30	10	30	20	11
E-6	10	15	10	0	60	X	0	15	40	20	40	20	30	-.75	11
E-7	50	60	5	0	-30	-15	X	20	0	40	-25	-15	30	25	11
React Hits	6	6	4	3	6	6	3	6	6	7	7	7	6	7	

E-1 Basic Academies Extended To Encompass Cross-Cultural Training.

E-2 Legislature Mandates Cross-Cultural Training for all Peace Officers.

E-3 Minority Chief Executive Officer Appointed in Monterey County.

E-4 U.S. Supreme Court Decision Dilutes Affirmative Action Plan.

E-5 Police Brutality Complaints Against From Hispanics Reach Record High.

E-6 A Coalition of Minority Law Enforcement Associations File a Law Suit Against MPD Alleging Discrimination in Hiring.

E-7 Study on "Need for Cross-Cultural Training for Law Enforcement Published by Year 2000.

T-1 Level of Chief Executive Officer's Support for Cultural Training.

T-2 Political Influence of Minority Groups in Community.

T-3 Academies With Cultural Awareness Training

T-4 Percent of Police Contacts Where Cultural Diversity a Factor

T-5 Level of Resistance to Cultural Training Within a Police Agency

T-6 Minority Employee Associations Ability to Influence Department Policy

T-7 Police Effectiveness in Dealing With Cultural Groups

FUTURE SCENARIOS

The final phase of defining the future is the development of three scenarios - a small glimpse of possible futures, written, based on the data developed and analyzed previously with the trends and events. This glimpse will give policy-makers a "window of opportunity" to view what the future has in store.

The geographical location described in the scenarios is Monterey County, California, which will be the model for subsequent research in this study. (A more complete description of the county will be included in Part Two.)

The scenarios will consist of an exploratory or "most likely" future, a hypothetical or "what if" future, and a normative or "desired and attainable" future.

Exploratory - "Most Likely"

"A Record Number of Deaths in Monterey County at the Hand of Police Officers is Recorded in 1995."

Nine deaths of Monterey County citizens while in police custody or during contact with officers is the highest ever for a one-year period. Police spokesman deny any of the deaths are racially motivated, even though seven victims are classified as minorities. Members of LULAC (League of United Latin American Citizens) and the NAACP (National Association for the Advancement of Colored People) have continued their year-long vigil at various city halls in the county to protest the "barbaric and unconscionable police behavior." Many of these minority protestors complain that most police officers lack the understanding and sensitivity in dealing with cultures foreign to their way of life. Language differences create barriers which lead to mistrust and frustration on the part of both officer and citizen.

An effort in early 1990 to establish a program of teaching all peace officers about California's growing cultural diversity was instituted. POST (Peace Officer Standards and Training) developed cultural awareness programs and distributed them to all law enforcement agencies, with the expectation that the program would be implemented. To the dismay of POST and state legislators, survey results reveal only 20 percent of police agencies have completed the training by 1994. Police agencies complain that training is expensive (not reimbursable by POST), and difficult to schedule. Nine of the fourteen minority advocacy and support organizations in Monterey County state they have not been contacted for input or assistance in

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implementing cultural awareness programs, according to POST.

Legislators continue to struggle with various bills and amendments requiring all peace officers to attend cultural awarness training. The state budget deficit has risen steadily since 1991, and now sits at a record $90 billion in 1996. Training has been the area hardest hit in police agency budgets because of this annual deficit situation.

In response to minority law enforcement association lawsuits, state courts have been reluctant to issue Consent Decrees (Monterey County Superior Court, 1993; Third District Court of Appeals, 1994) relating to minority hiring. Agencies have been able to convince the courts that expenses associated with implementing such decrees are not available. The U.S. Supreme Court decision (1992) to weaken affirmative action plans in all states lends further support to the agencies' positions.

In 1995, the hiring of the first-ever minority police chief in Salinas, the county's largest city, was hailed as a victory for the city's minority population. The new chief cautioned citizens that progress toward easing tension between the police department and the people of the city will not occur unless as she stated, "Only a joint police/community effort will bring about positive change."

Hypothetical - "What If"

"Economic Disaster, Social Diversity in the 90's Cause Great Concerns for Monterey County's Law Enforcement Executives."

Monterey County has become one of California's biggest economic disasters of the 1990's. Several factors have contributed to this decline. Fort Ord Military Reservation closed in 1992, extracting 750 million dollars annually from the county's economy. Seven of the ten largest agricultural operations moved to Arizona and Texas due to the saltwater intrusion into the fertile Salinas Valley. Economic loss has exceeded $2.2 billion per year for the first six years of the decade.

While the minority population projections in Monterey County altered slightly, the numbers of people migrating to the county stayed as projected.

Asians, Pacific islanders, and Hungarian immigrants have flooded the Salinas Valley, farming thousands of small plots of land. In scene after scene reminescent of the Old West, law enforcement officers are

desperately trying to arbitrate property and personal disputes that occur daily. Language and cultural essentricities are causing officers to become frustrated and short tempered. Brutality complaints are a direct result.

Government housing, left vacant by Fort Ord base closing, is quickly being filled by poor, jobless people, including immigrants. Afro-Americans, Hispanics, and Mid-East Europeans comprise the majority of the new tenants. Law enforcement executives are crying loudly to the federal government to step up its law enforcement efforts on the base to relieve the burden on the cities surrounding the base. In addition, a network of well-organized minority criminal gangs have been discovered.

How this economic downturn has affected law enforcement is obvious in terms of a loss of tax dollars to fund various programs. Virtually all law enforcement community service programs throughout the county have been eliminated. Cultural awareness training is limited to what is provided by basic training academies. No localized effort to interact with minority groups is taking place. Basic "reactive" police services are all that the agencies can provide.

Although three of the largest cities in the county appointed minority chiefs, and the newly-elected sheriff in 1996 is Asian, there is not much of a cooperative effort to deal with this growing county-wide diversity.

Normative - "Desired and Attainable"

"A Partnership of Cooperation between California Law Enforcement and Its Communities: A Winning Combination in the 90's"

As a result of the publishing of a study on law enforcement's need for cross-cultural training in 1992, California has become the model for states across the nation in effectively dealing with the issue of a growing culturally diverse population, from a law enforcement perspective.

POST (Commission on Peace Officer Standards and Training), in a pilot program, provided law enforcement executives in Monterey County with a plan to train all officers in cultural awareness. The agencies, along with responsible minority advocacy and support groups, formed a coalition to teach officers about the culturally diverse community they serve. The training also included basic language skills of the cultural groups unique to Monterey County, provided by the Monterey Institute of International Studies.

As part of an agreement with POST, basic academies trained new recruit officers general methods in dealing with cultural understanding. Each county would then be required to train officers, on an ongoing basis, the unique aspects of the cultural groups of their particular geographical areas.

In 1996, the Monterey County coalition has hailed this program, fostering greater understanding between law enforcement and the community, as the greates socially significant occurrence since the Civil Rights movement of the 1960's.

As a direct result, police brutality complaints are down by 80 percent since 1995, when nine deaths were attributed to police misconduct.

The percentage of minority police officers has risen 10 percent per year since 1994, and now, in 1998, minority officers comprise 60 percent of the total workforce in the county.

PART TWO

STRATEGIC PLANNING

A STRATEGIC MANAGEMENT PLAN FOR IMPLEMENTING CROSS-CULTURAL TRAINING FOR LAW ENFORCEMENT

Part One of this project developed scenarios (visions) of the future. As uncertain as the future can be, adapting to this uncertainty will cause tremendous apprehension. Strategic management is a procedure to bring an efficient order during the process of change.

Strategic Planning offers an opportunity to examine the potential long-term impact of decisions. A change agent must be prepared to deal with people involved with and affected by the change. These persons are called "stakeholders." When stakeholders are identified, mediation can begin to bring the strategic plan to the beginning of implementation. Several steps must be taken which will then lead to analysis of the chosen plan.

SELECTED SCENARIO

The scenario selected for policy development is the normative ("desired and attainable") future. All analysis thus far suggests this scenario has the elements necessary to justify cross-cultural training for law enforcement.

THE MODEL

(The model described is used only for the purposes of this study. The format requires an actual model be developed, however, any geographical location could be substituted.)

Monterey County (the model) is an ethnically diverse area due to the varied factors which comprise its economic base -- agriculture, tourism, and the military.

Agricultural employment in Monterey County is traditionally cyclical, due primarily to the seasonality of the industry. The labor intensive nature of agricultural work has created many new jobs. Monterey County is the number one vegetable producing county in the nation. Contributing to agriculture's large employment base is the wide diversity of crops grown in the county. This output allowed the county to top the $1 billion mark for the fifth consecutive year. (24)

Monterey County tourism continues to be a major growth industry. In 1990, tourism, including 1,477,000 overnight visitors and 800,000 day visitors to the county spent $658 million, and created 17,600 jobs. The Association of Monterey Bay Area Governments (AMBAG) estimates that 15 percent of total employment and about 45 percent of all services and trade employment in the county is supported by tourism. (25)

The military in Monterey County comprises what amounts to a second billion-dollar industry. Military impact includes the creation of jobs as the largest single employer in the county (19,129 people) with an annual payroll of $850 million. Direct sales in the county amounts to $969 million. Personal income for county residents, classified as support service personnel, accounts for $277 million. Federal assistance to local schools amounts to $9 million per year. (26)

Monterey County's diverse labor force will continue to grow at a moderate pace. The unemployment rate will remain high, compared to the state and the nation because of the highly-seasonal nature of the county's economy. This type of economy traditionally attracts those immigrants with low work skills and experience levels. The emphasis is placed on the entire family earning a living instead of seeking higher education opportunities and integrating into a strange society.

The county has twelve city police agencies. With the Monterey County Sheriff's Office, the total number of authorized sworn, full-time peace officers in the county is 644. (27)   This does not include state parole, county probation, state parks rangers, state correctional officers (Soledad Prison), or District Attorney's investigators, which would add approximately 1,500 personnel, for a total of 2,144 criminal justice personnel in the county.

According to the 1990 Census data, Monterey County's total population is 355,660. (28)   The ethnic breakdown of the population is as follows:

o	White	52.34%
o	Hispanic	33.62%
o	Asian & Pacific Islander	7.13%
o	Black	6.05%
o	American Indian, Eskimo, Aleut	0.60%
o	Other	0.26%

The county's major population centers are the Peninsula (Monterey, Carmel, Pacific Grove, Seaside, Marina, and Fort Ord), 125,000, and the City of Salinas (20 miles southeast of the Peninsula), 100,000. (29)

MISSION STATEMENT

A "Macro" Mission Statement is a description of the broad purpose and mission of an organization.

> The mission of the "Monterey County Law Enforcement Coalition for Cultural Understanding" is to enhance public safety in Monterey County by reducing inter-cultural conflict between law enforcement and the community.

A "Micro" Mission Statement describes a specific activity or program. This study's specific micro mission is:

> Law enforcement, with the help of the community, will evaluate the state of inter-cultural relations in Monterey County and develop a cross-cultural training program for police officers.

SITUATIONAL ANALYSIS

A group of five people (see Appendix _I_) were chosen from within the Model, described in this section, to define the organizational climate and capability. The same group was also used in subsequent analysis in this part of the research, which required completing the Strategic Assumption Surfacing Technique, Stakeholder Assumptions, and the Modified Policy Delphi. This group was a different panel than the Nominal GroupTechnique panel.

ENVIRONMENTAL EVALUATION

A strategic plan must include analysis of the level of capability of the organization to adapt to the proposed change. The environment, external and internal, of the organization must be studied to determine weaknesses and opportunities, as well as threats and strengths which are considerations during the planning process (WOTS-UP Analysis). (30)

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External Opportunities (any favorable situation) -

- o Ethnically Diverse Population
- o Strong Inter-Departmental Cooperation
- o County-Wide Support for Law Enforcement
- o Cooperative Effort with Academic Institutions
- o Desire to Provide a Proactive Response
- o Improve Police Image
- o Minority Understanding of Law Enforcement Method of Operation

External Threats (any unfavorable situation) -

- o Internal Resistance to Change
- o Rapid Ethnic Population Change
- o Increasing Gang Violence
- o Discrimination and Bigotry
- o Credibility Attacks from Minority Political Power Groups
- o Legislative Mandates Without Funding
- o Insensitive Police Personnel Toward Minorities
- o Courts Neutralize Affirmative Action

ORGANIZATION

Internal Strengths (a resource or capacity used to achieve objective(s) -

- o Well Balanced in Terms of Race, Gender, at Management Level
- o Willingness to Address Sensitive Issues
- o Open Communications with Minority Community
- o Good Press Relations
- o Willing to Commit Necessary Funds
- o Well Trained/Progressive Personnel
- o Desire to Provide Services to All Citizens

Internal Weaknesses (limitations, faults or defects) -

- o Low Percentage of Minority Employees at Police Officer Level
- o Budget Cuts Causing Program Reduction or Delay Implementation
- o Bureaucratic Procedures Not Understood by Minority Community

o Overreacting to Minority Political Pressure
o Ambiguous State Mandates Causes Confusion in
   Organizational Direction
o Organizational Personnel Spread Throughout the
   County Adversely Affects Communication

Summary

Citizens within the county, while ethnically diverse, have a strong support
for law enforcement and are willing to participate in programs to improve
community relations. This is viewed, by political figures in the county, as an
opportunity for success in implementing cultural awareness training.

If a coalition is to be formed to implement training county-wide, they must
be aware of the competing forces which will resist the implementation.
These threats must be anticipated and difused.

Internally, coalition members must continue in a united effort to work toward
securing the resources and commitment from stakeholders, while realizing
that some leaks or limitations must be firmly addressed in order to proceed
into suceeding phases of implementation.

CAPABILITY ANALYSIS SUMMARY

Assessment of the model organization's capability for change relative to the
issue was analyzed in three areas: Management;   Overall Organizational
Climate; and, Overall Organizational Competence. The results are:

Management: Although spread throughout the county (distance wise),
there is strong inter-departmental cooperation. There is a strong desire to
improve the police image and address sensitive issues dealing with minority
citizens. Management is aware of the rapidly changing ethnic population
and in fact, is well represented with minority managers. Management is
viewed as well trained with a proactive philosophy toward eliminating
discrimination and reduce cultural tension.

Overall Organizational Climate: The organization is committed to
change, but careful marketing of the plan will be needed during the

transition. The organization is not well balanced in terms of ethnic make up, therefore, problems may arise in terms of credibility with the minority community. The organization must recognize the internal resistance and gain the confidence and support of the resistant body.

Overall Organizational Competence: The organization must be aware that conditions exist which should be addressed, or at the very least recognized. The low percentage of minority employees could result in confrontation along race lines. Budgetary cuts could affect the organization's ability to respond to the problem.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

The Strategic Assumption Surfacing Technique (SAST) is used to surface potential entities or individuals (stakeholders) that may have an interest or impact on the organization's policy decisions. This includes "unanticipated" stakeholders who might be insignificant, yet could radically impact a selected strategy, generally negatively.

STAKEHOLDERS:

1. Monterey County Police Chiefs' Association
2. City and County Government
3. Affirmative Action Commission
4. American Civil Liberties Union (A.C.L.U.)
5. Peace Officer Standards Training (P.O.S.T.)
6. National Association for the Advancement of Colored People(N.A.A.C.P.)
7. League of United Latin American Citizens (L.U.L.A.C.)
8. Asian-American League
9. Immigrant/Refugee Support Organization
10. Monterey County Peace Officers' Association
11. Non-Minority Citizens
12. Monterey Institute of International Studies

STAKEHOLDER ASSUMPTIONS:

Now that a list of stakeholders, including "unanticipated" stakeholders is generated, it is necessary to make certain issue-related assumptions that reflect the nature of each stakeholder's concerns and desires.

1.   Monterey County Police Chiefs' Association
      o   Fewer Racially-Motivated Confrontations
      o   Politically Unwise to Oppose
      o   Training Costs are a Concern
      o   Wants to Provide Quality Services

2.   City and County Government
      o   Avoid Civil Rights Lawsuits
      o   Share Training Costs
      o   Minority Hiring Will Increase

3.   Affirmative Action Commission
      o   More Minority Police Officers
      o   Input Into Training
      o   Affirmative Action is Necessary

4.   A.C.L.U.
      o   Civil Rights for "All"

5.   POST
      o   Control of Curriculum
      o   Interpersonal Skills Will be Improved with
           Cross-Cultural Training
      o   Acculturation will Decrease Negative Community/Police
           Relations

6.   N.A.A.C.P.
      o   Increase Sensitivity for Racial Minorities
      o   Decrease in Racial Tension
      o   More Black Police Officers

7.   L.U.L.A.C.
      o   Job Opportunities
      o·   Better Cultural Understanding
      o   Fewer Incidents of Police Brutality

8. Asian-American League
   o Job Opportunities for Asians
   o Cultural Understanding Among Asians

9. Immigrant/Refugee Support Organizations
   o Concern About Unsympathetic Law Enforcement
   o Cultural Differences Creating Racial Tension/Conflict
   o Language Barriers

10. Monterey County Peace Officers' Association
    o Loss of Jobs to Minorities
    o Decrease in Promotions
    o Racial Tension Among Police Officers
    o Less Qualified Officers Hired

11. Non-Minority Citizens
    o Tax Increases to Support Programs
    o Competition for Jobs, Housing
    o Cultural Differences Create Mistrust,
       Misunderstanding
    o English First Philosophy
    o Competition for Shrinking Government
       Resources

12. Monterey Institute of International Studies
    o Language Skills Capability
    o Availability of Faculty
    o Experience with Curriculum

As stakeholders are identified, issue-related assumptions that reflect their desires and concerns are graphically plotted. First, the stakeholder's assumption is determined as to the importance to the issue. Second is the degree of certainty that the assumption is correct. Combining this analysis and plotting the stakeholder's position is an important tool for those wanting to implement strategy. (Refer to Appendix __J__ for Stakeholder Assumption Map.)

A majority of the stakeholders believe cross-cultural training is of great importance. They also feel there is a high degree of certainty that some form of training will be developed and instituted into law enforcement training programs. Resistance will come from a few stakeholders, if they perceive a loss of jobs or conditions detrimental to their welfare will not occur.

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MODIFIED POLICY DELPHI (MPD)

The Modified Policy Delphi group reviewed the results, including forecasts, of the Nominal Group Technique panel. The Delphi group then developed a number of policies relative to the issue question. After further discussion and evaluation, the group decided on two policies based on Stakeholder appeal and organizational workability.

POLICY 1

Develop, with legislative and POST guidelines, an educational program for law enforcement, designed to teach cultural codes of conduct, language and mores unique to the geographical location of the model organization.

Advantages:

o   Provides uniform training standards and curriculum
o   Ongoing process to update training
o   Positive influence on area growth

Disadvantages:

o   Loss of local control
o   State timelines for training conflicts with local ability to deliver curriculum
o   Higher training costs for agencies

POLICY 2

Establish a law enforcement/community coalition consisting of appropriate government agencies and organizations identified as key stakeholder within the model organization designed to implement cultural awareness training. Representatives would be responsible for training delivery, including marketing the training to all levels of law enforcement, and evaluating the effectiveness of the curriculum for future planning and course corrections.

Advantages:

o   Positive long-term impacts

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o   Increase law enforcement understanding of the
     citizens they serve
o   Allows positive input from ethnic and racial
     groups for the benefit of all citizens

Disadvantages:

o   ·Employee resistance
o   Training is time consuming
o   Power struggle to control program
o   Minorities have false perception about basic level of training
o   Maintaining appropriate level of training on continuous basis

STAKEHOLDER POSITIONS

The two policies were analyzed by the MPD group to determine the
stakeholder positions relative to the carrying forward of the
operational plan (see Appendix __K__). The majority of stakeholders
have a high degree of support for implementing cross-cultural
training. Great care must be given to the positions of the non-minority
citizens and the Monterey County Peace Officers Association. These
stakeholders (opposed and unanticipated) could adversely impact the
ability of the coalitions to implement their strategy.

IMPLEMENTATION STRATEGY

To implement the recommended policies, it is essential that a plan for
negotiating and selling a preferred strategy be developed. The first
step is to determine what key points for implementation of the
recommended policies are negotiable and which ones are not.

Negotiable Points:

o   Monterey County Peace Officers Association will be a
     participating member of the coalition.
o   POST will allow changes in program curriculum.
o   POST will reimburse for all training costs.
o   A.C.L.U. will review curriculum and training delivery system.
o   All police officers will attend cross-cultural training within one
     year.

Non-Negotiable Points:

o   POST to certify all training.
o   Police Chiefs' Association, as a member of the coalition, will act as liason to all government entities.
o   No "forced" hiring of minorities to police positions.

The next steps require planning in the area of :

(1)   "Action Steps,"
(2)   "Resource Requirements," and
(3)   "Timelines."

Action Steps:

o   Establish the "coalition"
o   Appoint a "champion" or individual designated as the change agent to implement the plan during the transition stage
o   Establish curriculum for training
o   Determine delivery system of training (marketing positions)
o   Set timelines or schedule for training
o   Develop goals and objectives for coalition
o   Determine how program will be evaluated

Resource Requirements:

o   Personnel for coalition
o   Funding reimbursement
o   Facilities for training (if needed)

Timelines:

o   Curriculum development completed in one year
o   Academy training ongoing
o   Initial training to veteran officers, management completed in two years
o   Updated training every two years

NEGOTIATING STRATEGIES OF CRITICAL STAKEHOLDERS

Analysis of the stakeholders determined that five stakeholders were essential to the implementation of the selected strategies:

1. POST
2. Monterey County Police Chiefs' Association
3. Monterey County Peace Officers' Association
4. Affirmative Action Commission
5. Non-Minority Citizens

Analysis concluded that these groups or entities would be vital to the program's success. Therefore, scrutinizing their overall support or opposition to selected strategies would assist in determining the appropriate negotiating strategy to obtain their acceptance of the overall strategic plan. Two of the five are considered "unanticipated" stakeholders, meaning their positions, without careful consideration, could create stumbling blocks or otherwise adversely affect the overall plan.

1. <u>POST</u>

   While support for the strategy is assured, the negotiator must realize that POST is not a one-program entity. POST is commissioned by the State to certify and administer many programs and training. Funds tied to these programs depend on participation, successful evaluation and results. As POST is tied to the whims of the State legislators. POST must paint a picture of vital need to maintain funding. POST must be kept in-the-know and their guidelines for certification must be followed.

2. <u>Monterey Police Chiefs' Association</u>

   The Police Chiefs' Association will support the concept, but will want the absolute right to direct the delivery method. Training will be expensive and a drain on manpower. Liability issues will be a concern, as well as labor unrest or resistance to training (Monterey County Peace Officers' Association must not be overlooked). The police chiefs will be the primary movers to get training established and assure the process continues year after year.

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3. **Monterey County Peace Officers' Association**

The Peace Officers' Association will probably oppose the concept at first. They will view the training as a hidden attempt to recruit minorities or enhance existing affirmative action plans. Racial lines could be drawn. Labor unrest could result. The key to negotiating with this stakeholder is to include them in the coalition. This will create ownership and give them first-hand knowledge as to the program's goals and true purpose.

4. **Affirmative Action Commission**

The commission members are a diverse group representing many of the minority residents of the county. The commission is perceived as highly credible in dealing with minority issues. They will support the concept and will have tremendous influence in bringing other minority organizations to a support mode. The coalition would do well to consider appointing the county's Affirmative Action Officer as the "champion" to move the plan into the transition stage.

4. **Non-Minority Citizens**

Many individuals, groups and business associations may oppose such a concept. Tax increases, as well as competition for jobs, housing, etc., will be their cry. The negotiator approaching these people must maintain an open mind to understand their needs. Including a representative to the coalition will allow input into various aspects of the plan, as well as educating this resistant force so they can understand the need for change.

The Strategic Plan is now complete. The purpose of this section was to: (1) Communicate the Plan; (2) Convince the Stakeholders; and (3) Provide a guide into the next phase, Transition Management.

PART THREE

TRANSITION MANAGEMENT

A Transition Management Structure to Motivate and Guide Cross-Cultural Training for Law Enforcement into the Future

During this phase, commitment from the organization is developed, action plans are implemented and a structure to manage this change is identified. No single plan or management structure will be effective for every change process or every organization. The unique features of the environment within an organization will dictate how best to facilitate the new plan. Part Three will complete the research project and bring the Strategic Plan from where you are today (Present State) to where you want to be in the future (Future State).

CRITICAL MASS

From the group of twelve stakeholders, it is necessary to identify the "Critical Mass" -- that is, the smallest number of individuals or groups whose support is necessary for implementation and whose opposition likely means failure. Based on this definition, the following stakeholders were determined to be the Critical Mass:

1. Monterey County Police Chiefs' Association
2. Affirmative Action Commission
3. City and County Governments
4. Monterey County Peace Officers' Association
5. Monterey Institute of International Studies

The Monterey County Peace Officers' Association does not have significant influence over other stakeholders, their status as an "unanticipated" stakeholder is significant enough to be part of the Critical Mass. They have the ability to sway or be suggestive to a large group (all peace officers in the county) considered essential to program success.

READINESS AND CAPABILITY

The Critical Mass members have been analyzed to determine the actions necessary to change or influence their current positions. The following chart shows the readiness and capability of each member, based on previous situational and capability analysis in Part Two:

CHART ONE

READINESS/CAPABILITY

CRITICAL MASS MEMBER	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
MONTEREY POLICE CHIEFS' ASSOCIATION	X			X		
AFFIRMATIVE ACTION COMMISSION	X			X		
CITY/COUNTY GOVERNMENTS			X			X
MONTEREY COUNTY PEACE OFFICERS' ASSOCIATION			X	X		
MONTEREY INSTITUTE OF INTERNATIONAL STUDIES	X			X		

In analyzing the readiness of the Monterey County Peace Officers' Association, there is some concern. They must be convinced that the issues (loss of jobs to minorities, decrease in promotions, etc.) identified in Part Two will be adequately addressed. The readiness/capability of City/County Governments are of some concern due mainly to monitary issues. Should the government agencies decide that cross-cultural training is not a priority, then a lack of funds could endanger the program. They would more likely move to a higher readiness/capability position with guaranteed state funding and, thereby, be less resistant to change.

COMMITMENT PLANNING

Commitment Planning is an assessment of each critical mass member's current level of commitment toward implementing cross-cultural training, and a projection of the minimum level of commitment needed to make change successful. The following chart depicts the current position of each member and where they must be moved to allow the plan to occur.

CHART TWO

COMMITMENT PLANNING

CRITICAL MASS MEMBERS	"BLOCK IT"	"LET IT" HAPPEN	"HELP IT" HAPPEN	"MAKE IT" HAPPEN
MONTEREY COUNTY POLICE CHIEFS' ASSOCIATION			X------------O	
AFFIRMATIVE ACTION COMMISSION			X------------O	
CITY/COUNTY GOVERNMENTS	X----------------O			
MONTEREY COUNTY PEACE OFFICERS' ASSOCIATION	X----------------O			
MONTEREY INSTITUTE OF INTERNATIONAL STUDIES		XO		

X = CURRENT STATE   O = DESIRED STATE

Chart Two indicates some work must be done to move two members from a "no commitment" position. Two others must move, however, their change is motivated by a desire for program success.

COMMITMENT STRATEGIES

The key to success of the transition stage is to develop possible intervention strategies, where needed. These strategies can be employed to gain the needed commitment. The following strategies would be applied to overcome resistance or create the needed level of commitment.

Monterey County Police Chiefs' Association - The police chiefs in Monterey County (including the Sheriff) will be vital in each phase of the plan. They can make the plan happen because of their power and influence over the government agencies, as well as their subordinates (the true target for cross-cultural training). They will need to be the link between POST, the coalition, and the community. They can also be in a position to deal directly with the Monterey County Peace Officers' Association to dispel fears and apprehension.

Affirmative Action Commission - This group is another vital link to the program. They will serve as liasion to the minority groups and organizations within the county. They can move easily from "help it happen" to "make it happen," based on a desire to ensure better community/police relations and job opportunities. Their credibility in the minority community can make active participation by minority groups a virtual certainty. The commission representative must be included in every phase of the planning and implementation.

City/County Governments - Each chief/sheriff will need to be responsible for approaching their respective governing bodies. Agencies would move from "no commitment" to "let it happen," if properly educated on how cross-cultural training will be cost effective by reducing civil liability suits, as well as tapping the potential minority applicant pools. The agencies must also be informed of the commitment of the State of California in developing training and providing cost reimbursements.

Monterey County Peace Officers' Association - The association must be moved to at least a position of "let it happen." They will need to be assured that their basic needs are not threatened. The leadership can be educated to the positive aspects of cross-cultural training and the potential for being involved in all phases of the program.

Monterey Institute of International Studies - The institute will help the program happen by providing faculty experts in foreign languages and cultural studies. Their input can be important in curriculum development. Internal commitment and having a well thought out game plan will convince the institute to "get on board."

THE TRANSITION MANAGEMENT TEAM

The formidable task of implementing the Strategic Plan will require a carefully chosen management structure. The Management Team will consist of a project manager (change agent), as well as representatives of key stakeholders. The Monterey County Police Chiefs' Association will need to carefully select one change agent from within the management ranks of their respective agencies, by consensus. This individual would be detached for a prescribed period of time to manage the program. Rotation could occur after the plan is active for one year.

The following individuals would comprise the coalition for implementing cross-cultural training in Monterey County:

o   Project Manager
o   Respresentative from Monterey County Police Chiefs' Association
o   Representative from Monterey County Peace Officers' Association
o   Monterey County Affirmative Action Officer
o   Representative from Monterey Institute of International Studies
o   Representative from POST

SUPPORTING TECHNOLOGIES

The Transition Management Team must provide technologies to build a climate for success, avoid pit falls, and at the same time, maintain control. For change to be successful, procedures or plans to control anxiety and uncertainty must be presented. These technologies must ensure plans are consistent, communications are open and adequate time is allowed for change to occur.

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The following technologies were chosen for use during the transition stage:

Responsibility Charting - This will ensure all coalition members are clear about their responsibility for specific action steps. It also assists in defining who has responsibility, authority, provides support or is informed on decisions (RASI). (31)

Communication of the Vision - If you expect change to occur, you must communicate the direction of that change. Setting of goals and objectives is essential. They must be clearly stated, point to an end result and be easily evaluated. The coalition will accomplish this task by providing details of plans and subsequent progress to all that are affected. This must be an ongoing process in order to keep the vision in focus.

Milestone Recognition - Milestones in a transition plan are distance markers and checkpoints to aid the management team in knowing if they are on course and on time. They serve to recognize significant achievements and communicate the accomplishments to those participating in the process. It is also a good method to publicly announce subsequent progress, which allows people to see that progress is occurring and the plan is moving forward.

EVALUATION PROCESS

Evaluation and feedback processes are absolutely essential. It is too easy for a group fostering and promoting a vision to lose track of the goals and objectives they are trying to accomplish. In addition, evaluation allows for direction changes as plans are altered or new technologies are developed. Periodic and varied evaluation checks from persons to whom the plan is intended to affect are needed to provide occasional "reality checks."

The following are evaluation methods that can be used to measure program success include, but not limited to the following:

1.   Conduct a pre/post training survey to determine attitude of community toward police.

2.   Establish a newspaper file to see how the press views the police/community relationship.

3.   Follow-up letter to persons contacted by police to record officer demeanor.

4.   Track the number of citizen complaints (i.e., police brutality) filed county-wide.

5.   Monitor the number of civil liability suits filed where racial police misconduct was the issue.

6.   Survey officers about effectiveness of the training.

7.   Pre/post training survey for police officers regarding their feelings about non-minority police officers and vice-a-versa.

8.   Teambuilding workshops for coalition members to evaluate program effectiveness.

9.   Track number of crimes being reported by racial groups and reason for increase/decrease.

These evaluation methods contain both dependent and independent variables which can be used to determine the "state of health" of the program or training. Dependent variable methods depend on one another to determine overall value of the training. Independent variable determine if individual evaluation methods are important or of value to other methods.

The "Transition Management Plan" is now developed and should assist in implementing the policies in the Strategic Plan. This will help to manage anxiety and uncertainty during the transition period.

CONCLUSION

AND

FUTURE IMPLICATIONS

The purpose of this research project was to determine the need for cultural awareness training, how to implement the training and what manpower, resources and evaluation processes are necessary to make the training successful. The research was not designed to answer every question within law enforcement regarding police/community relations, but to design a generic model for administrators to take a close look and ask what can be done in the future to develop a congruous relationship between the two.

In recent months, we have seen on television and read newspaper accounts of police incidents that have been described as barbaric and racist. Police find themselves on trial as Americans are worried that some officers may be going too far -- much too far -- in the midst of a brutal and brutalizing war against crime on our streets.

While there is a tendency to be quite traditional and conservative in law enforcement, the research became abundantly clear on the issue of the need for cross-cultural training as a positive step in developing understanding and respect between police and the varied cultures they serve. A plan to implement training to all California peace officers was developed. The model for implementation was designed, as a guide, for any entity to form a similar police, community involved coalition.

The key to executing any plan is identifying the most competent people for the task. The issue of marketing cultural awareness training to a traditionally resistant body can be successfully accomplished with the use of key individuals employing strategies developed in this study.

Program success is achieved when goals and objectives are met. If the success depends on the continuation of the program, then an evaluation process must include specific points to measure your progress as you travel into the future. This study provides those "markers" which can generate the necessary information to determe if the intended route is being followed. Additional evaluation will determine if course corrections are necessary and if the training is effective, as predicted.

Based on the research, this author forecasts that the future population will be wildly diverse. It is encumbant on this generation to make the assumption that conditions, well into the next century (a mere nine year away), will not significantly improve unless concerns about racism, bigotry, and cultural misunderstanding are addressed. This does not mean that whites and black or Hispanics and Asians, as an example, are the only cultures that need to become more culturally aware of each other. Each

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culture should feel compelled to learn about their neighbors, regardless of the circumstances of the contact (police/community, or otherwise). For the enhancement of law enforcement and the communities we serve, it is essential that a bond be formed to ensure that cultural understanding and cultural sensitivity become a routine practice into the future.

APPENDIXES

CROSS-CULTURAL TRAINING SURVEY

Academy Name:_____

Person completing survey:_____

1. Does the academy provide cross-cultural training as a part of the curriculum? (If no, proceed to question #7?)

2. How many hours of training is provided?

3. Is the training geared toward:
   A. Specific minority groups:_____
   B. Minorities in general:_____

4. Was the training precipitated by:
   A. Specific event:_____
   B. Added routinely to the curriculum:_____

5. Are basic communication skills included in your training?
   A. Yes:_____
   B. No:_____

6. What has been cadet response toward the training?
   A. Favorable:_____
   B. Negative:_____
   C. No Response:____

7. There is a need for "cross-cultural" training for police personnel as a part of a basic academy curriculum:
   A. Strongly agree:_____
   B. Agree:_____
   C. Disagree:_____
   D. Strongly Disagree:_____

8. There is a need for "cross-cultural" training but offered by POST at the discretion of the Law Enforcement Agency:
   A. Strongly agree:_____
   B. Agree:_____
   C. Disagree:_____
   D. Strongly Disagree:_____   **46**

9. If a community has a substantial population from a unique cultural group, officers should be trained in basic language skills of that culture:
   A. Strongly agree:_____
   B. Agree:_____
   C. Disagree:_____
   D. Strongly Disagree:_____

10. "Cross-cultural" training of peace officers is not necessary:
   A. Strongly agree:_____
   B. Agree:_____
   C. Disagree:_____
   D. Strongly Disagree:_____

Please return survey in the self-addressed, stamped envelope to:

Lieutenant David Fortune
Monterey Police Department.
351 Madison Street
Monterey, CA 93940
408-646-3812

LIST OF RESPONDING ACADEMIES

1. State Center Regional Training Center

2. San Diego Police Academy

3. San Diego Sheriff's Academy

4. Criminal Justice Training Center (Modesto)

5. Santa Rosa Training Center

6. California Division of Forestry

7. San Francisco Police Adademy

8. Redwood Center, College of the Redwoods

9. Butte Training Center, Butte College

10. Oakland Police Academy

11. Kern County Regional Criminal Justice Center

12. California Department of Parks and Recreation

13. Los Medanos Criminal Justice Training Center

14. Alameda County Basic Academy

15. Sacramento County Sheriff's Training Academy

16. Sacramento Public Safety Center

17. California Highway Patrol

18. Rio Hondo College

19. Evergreen Police Academy

20. Allan Hancock College Law Enforcement Academy

21. Napa Valley College

22. Gavilan College Police Academy

# There is a need for "cross-cultural" training for police personnel as a part of a Basic Academy curriculum.

There is a need for "cross-cultural" training but offered by POST at the discretion of the law enforcement agency.

51
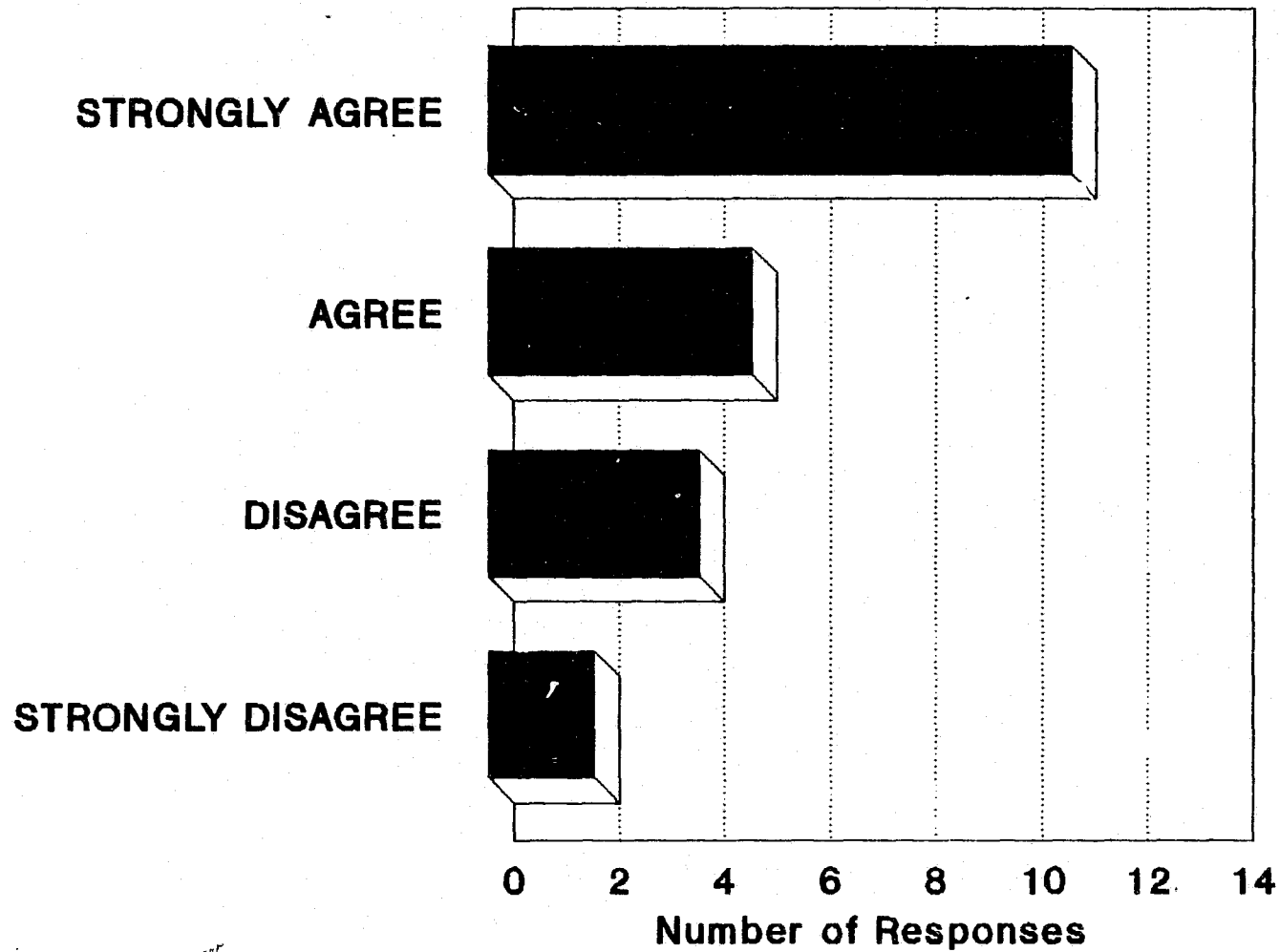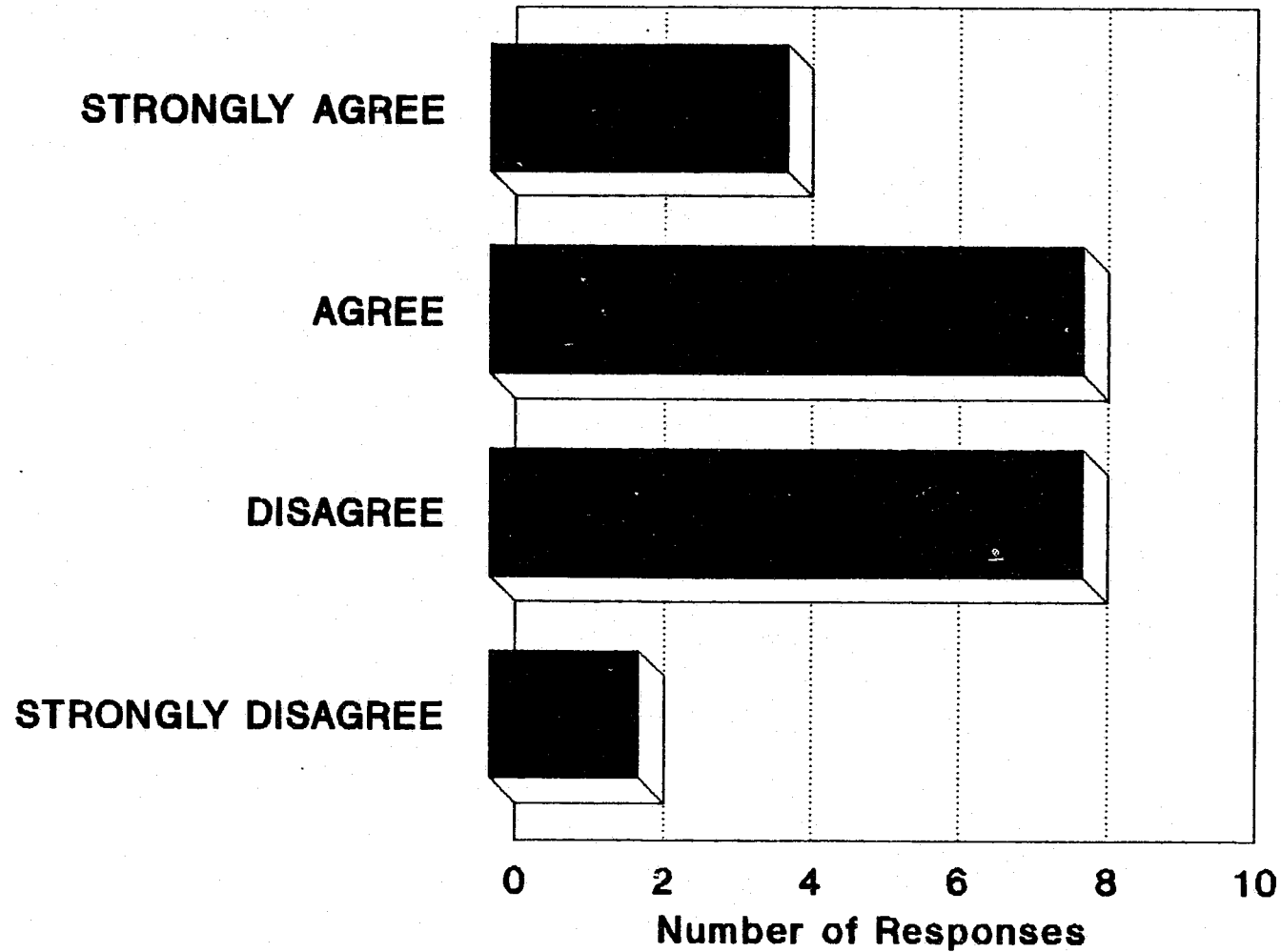
If a community has a substantial population from a unique cultural group, officers should be trained in the basic language skills of that group.

Number of Responses

52
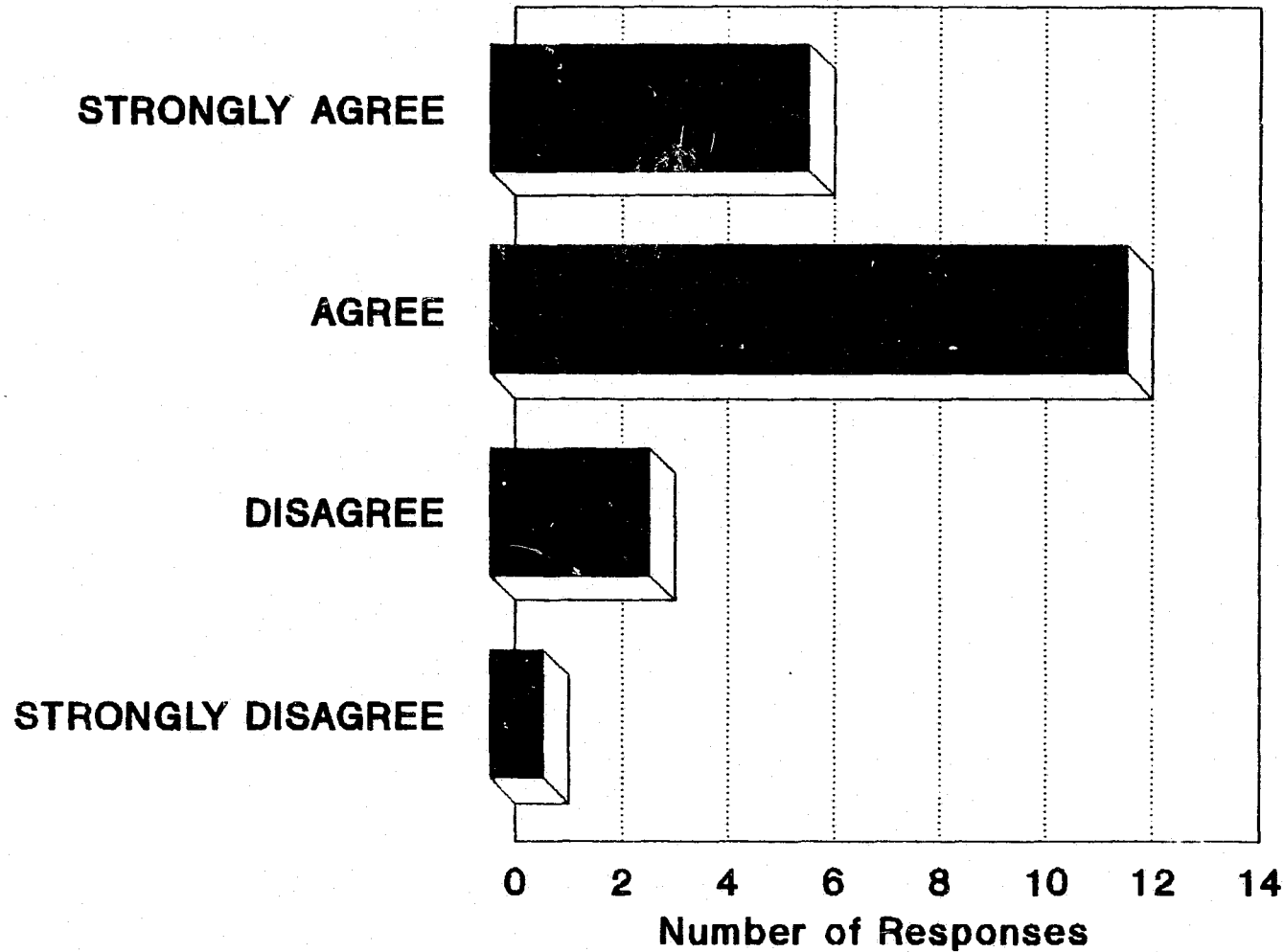
"Cross-cultural" training of peace officers is not necessary.
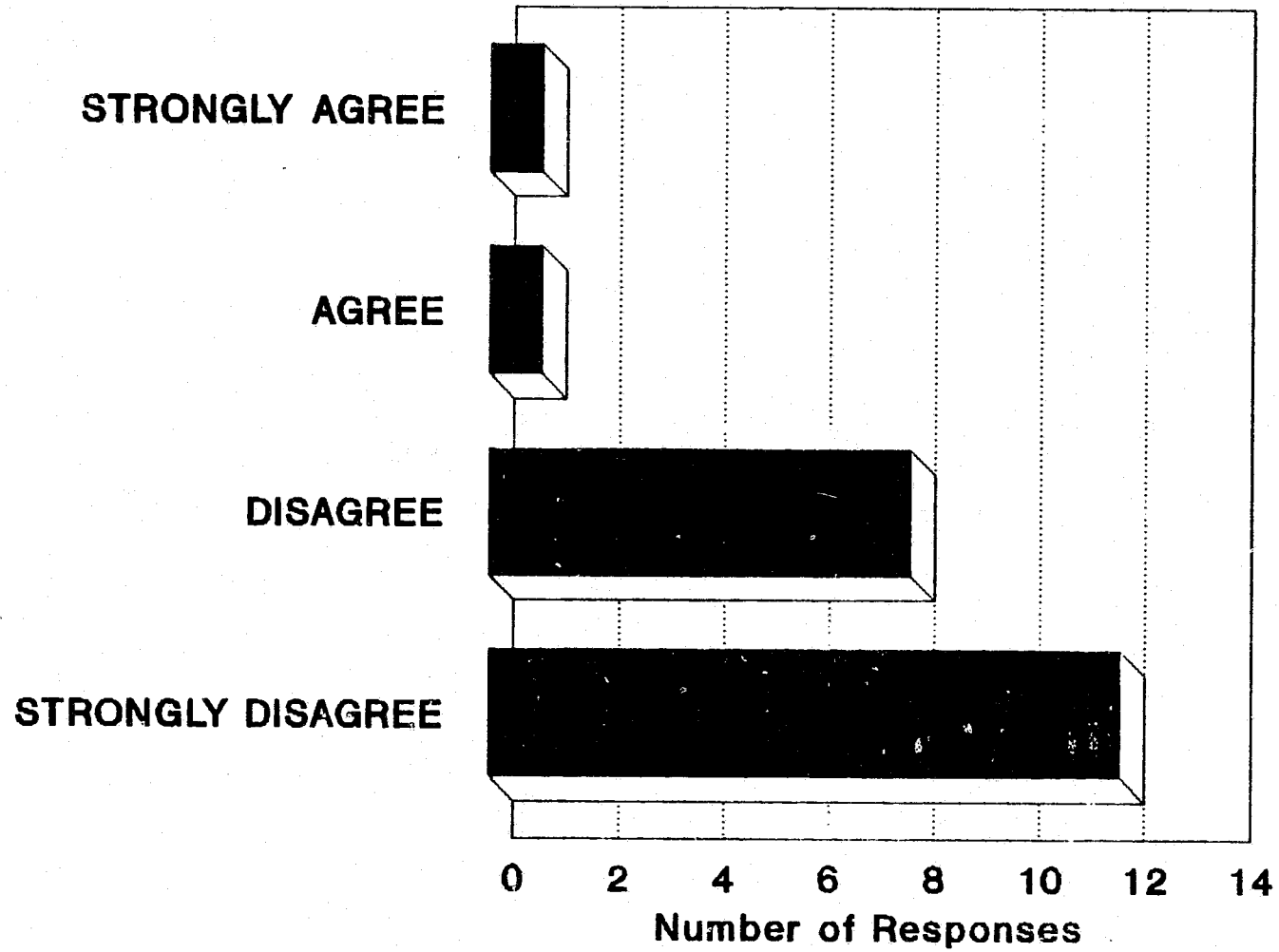
NOMINAL GROUP PANEL

1. Assistant Sheriff, Investigations, Special Operations

2. Police Capitan, Division Commander

3. Police Lieutenant, Division Commander

4. Police Lieutenant, Administrative Assistant

5. Police Lieutenant, Personnel and Training

6. Assistant District Attorney, Labor Relations

7. Affirmative Action Officer, Local Government

TRENDS

1. Community Pressure to Train Police Officers

2. Chief Executive Officer Support for Cultural Training

3. Increase of Women in Executive Positions

4. Political Influence of Minority Groups in Community

5. Race-Influenced Crime (Level)

6. Minority Education/Job Opportunities

7. Federal/State Mandates on Affirmative Action Hiring Quotas

8. Law Enforcement's Perception of Ethnic Population

9. Academies with Cultural Awareness Training

10. Influx of Immigrants on Environmental Laws

11. Percent of Police Contacts Where Cultural Diversity is a Factor

12. Level of Funds Available for Training

13. Cultural Perception of Crime

14. Number of Minority Applicants for Law Enforcement

15. Number of Qualified Minority Applicants for Law Enforcement

16. Level of Resistance to Cultural Training within a Police Agency

17. Regional Training Based on Demographics

18. Influence of Minority Employee Associations on Department Policy

19. Drug Availability in Minority Communities

20. Law Enforcement's Need to Understand Cultural Differences

21. Level of Community Interaction Between Minorities

22. Hispanic Political Empowerment in the State.

23. Ration of Minorities to Non-Minorities in Workforce

24. Level of Gang Activity in Communities

25. Cultural Pressure to Avoid Law Enforcement as a Career

26. Level of Involvement of Police in the Community

27. Police Effectiveness in Dealing with Cultural Groups

28. Number of Languages Spoken in Community Schools.

| EVENT NO.	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND ** (Today - 100)			
		5 Years Ago	Today	• 5 Years From Now	• Ten Years From Now
1	Level of Chief Executive Officer's Support for cross-cultural training.	70	100	150/180	170/200
2	Political influence of minority groups in community.	50	100	150/150	200/150
3	Academies with cultural awareness training.	30	100	150/200	200/250
4	Percent of police contacts where cultural diversity is a factor.	60	100	180/100	200/100
5	Level of resistance to cultural training within a police agency.	150	100	80/50	50/25
6	Minority employee associations ability to influence department policy.	30	100	150/150	200/200
7	Police effectiveness in dealing with cultural groups.	25	100	150/200	200/300

** Panel Medians

N - 7

"Will Be" / "Should Be"   "Be" / "Should Be"

TREND 1 - Level of Chief Executive Officer's Support for Cultural Training

(Numbers In Parenthesis Represent High/Low Forecasts)
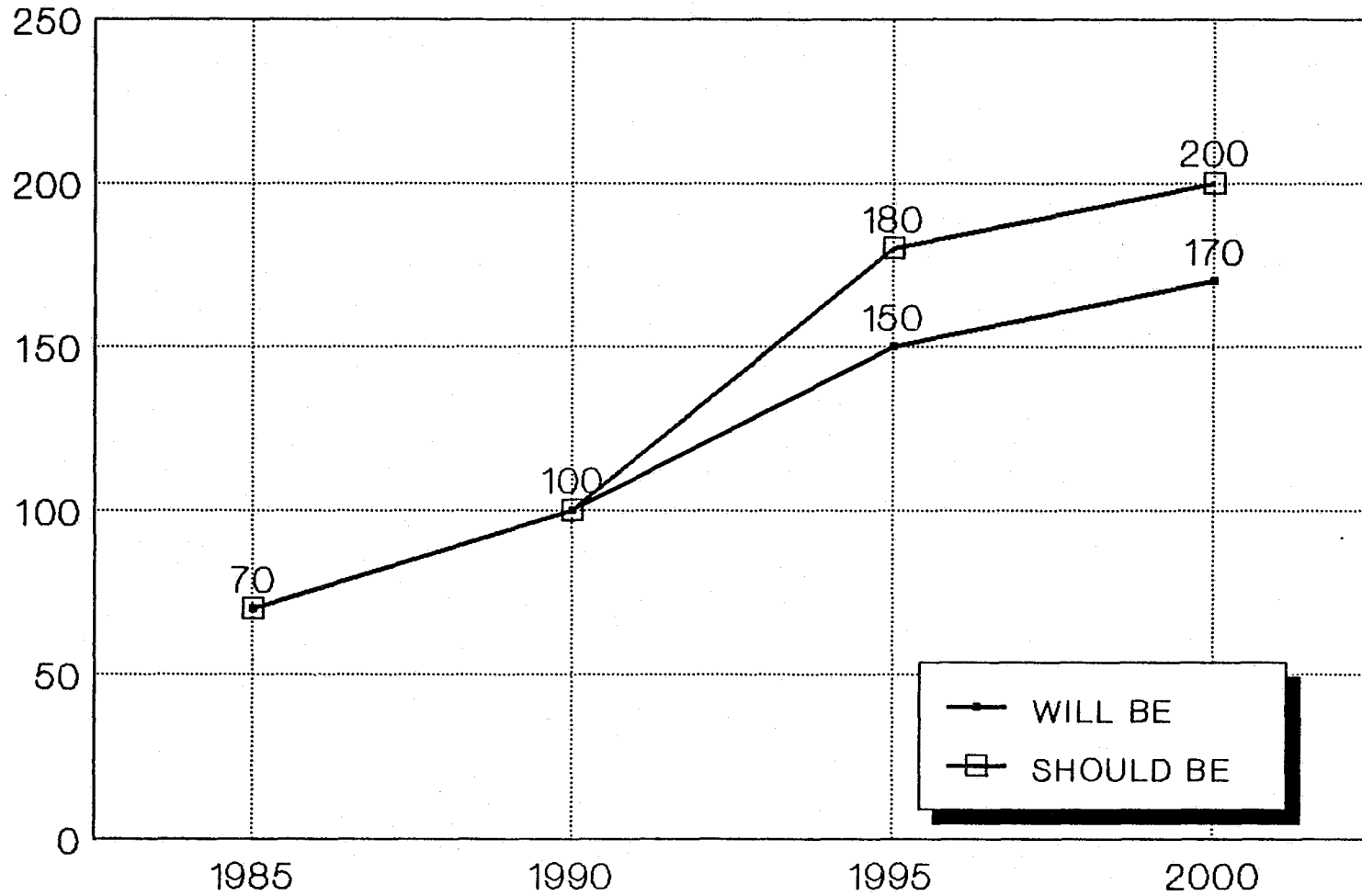
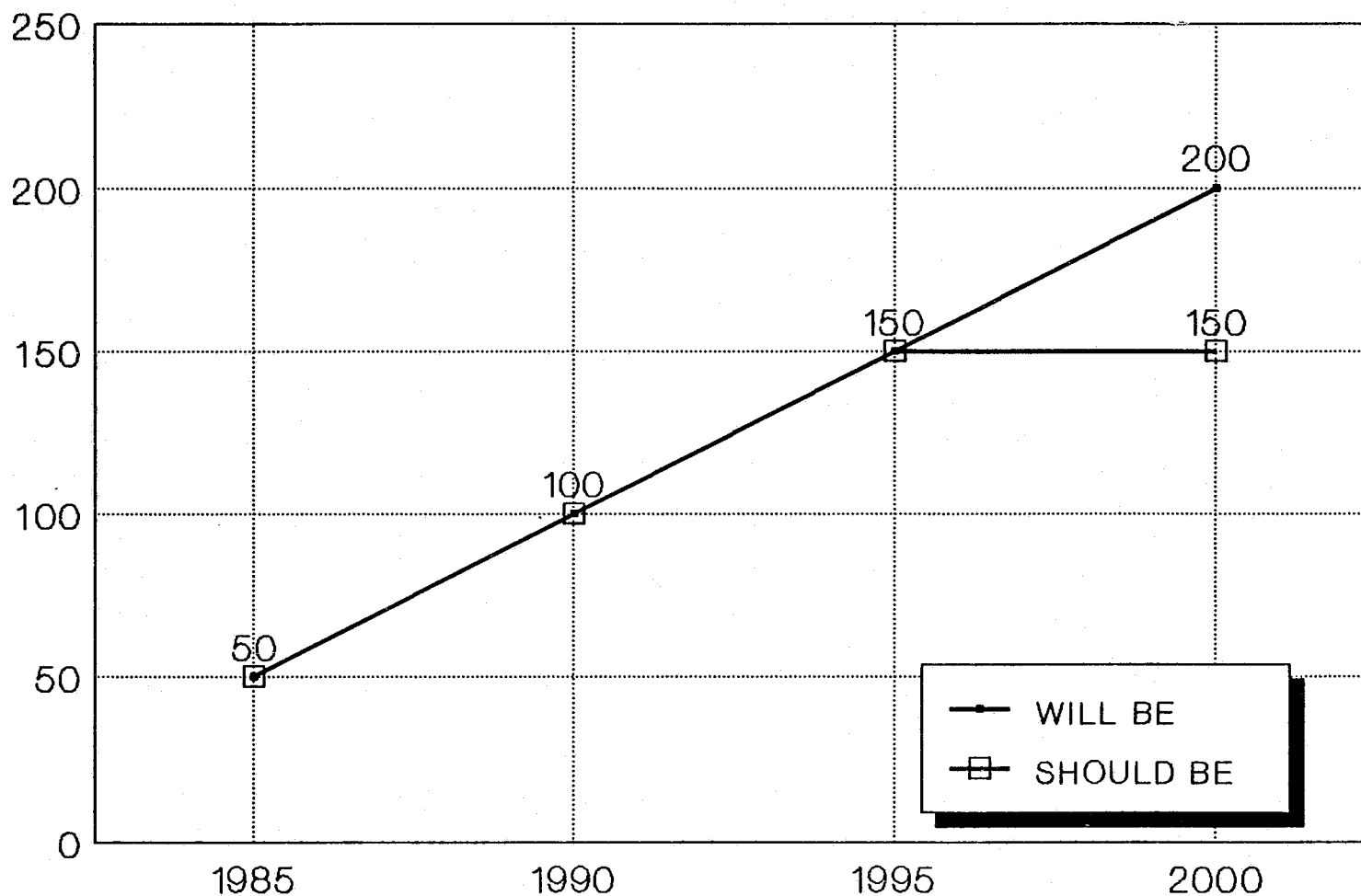|	1985	1990	1995	2000
WILL BE:	70(10-100)	100	150(60-150)	170(150-225)
SHOULD BE:			180(100-225)	200(150-350)

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APPENDIX G

TREND 2 - Political Influence of Minority Groups in Community

(Numbers In Parenthesis Represent High/Low Forecasts)

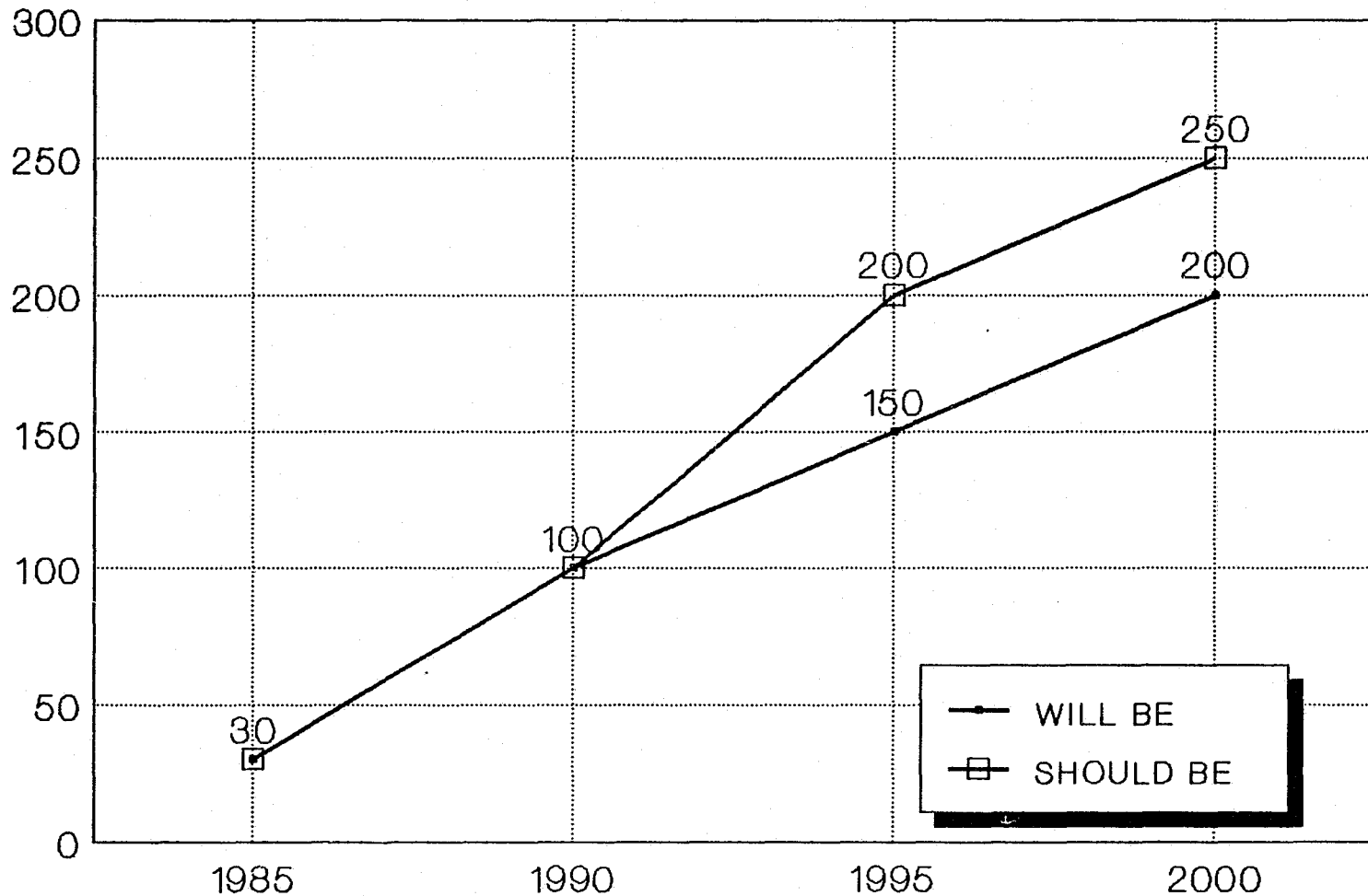|	1985	1990	1995	2000
WILL BE:	50(20-85)	100	150(60-200)	200(125-250)
SHOULD BE:			150(100-200)	150(125-250)

TREND 3 - Academies with Cultural Awareness Training

(Numbers in Parenthesis Represent High/Low Forecasts)

	1985	1990	1995	2000
WILL BE:	30(0-60)	100	150(45-200)	200(100-250)
SHOULD BE:			200(100-400)	250(150-400)

09

TREND 4 - Percent of Police Contacts Where Cultural Diversity is a Factor

(Numbers In Parenthesis Represent High/Low Forecasts)
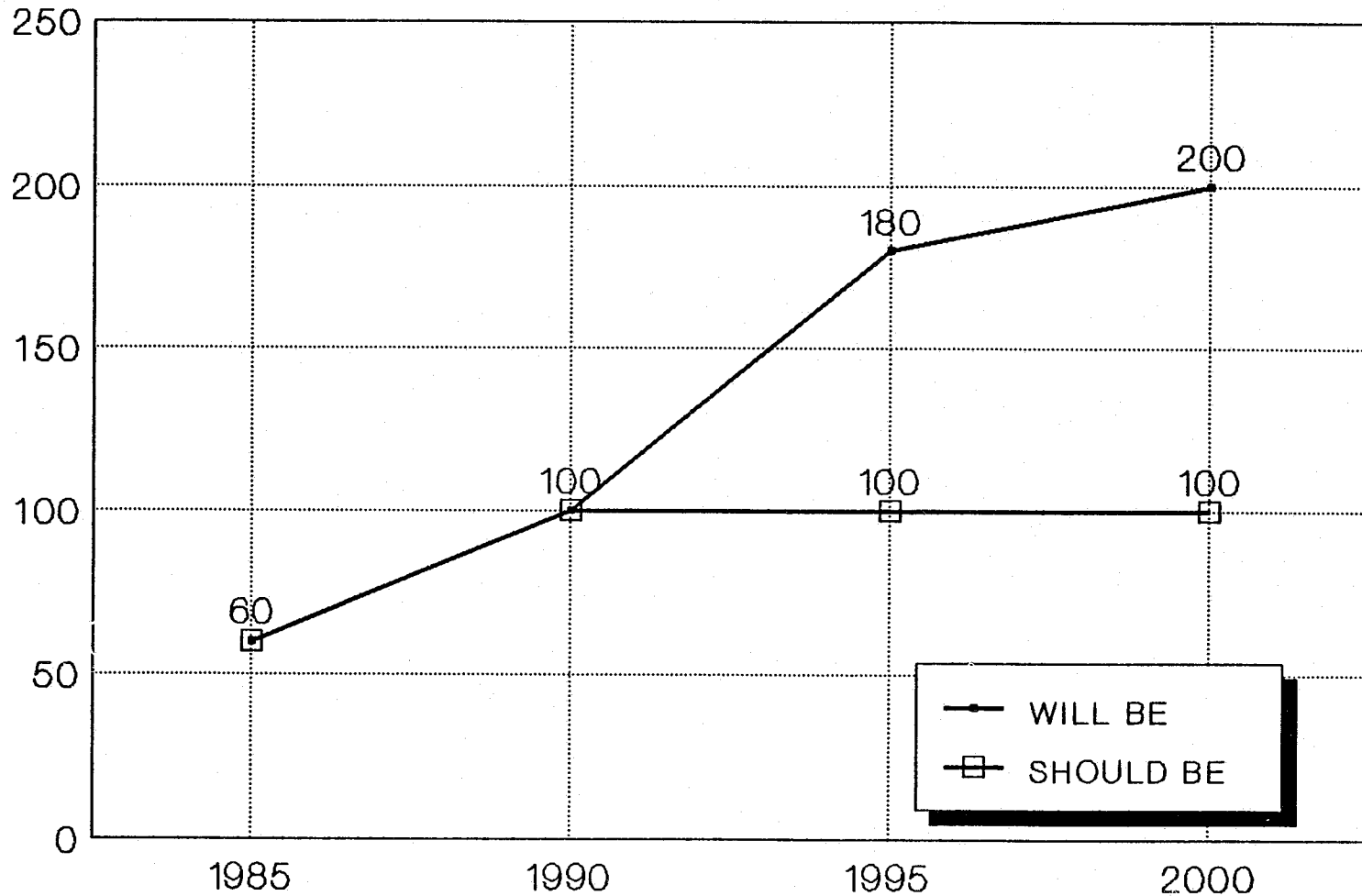
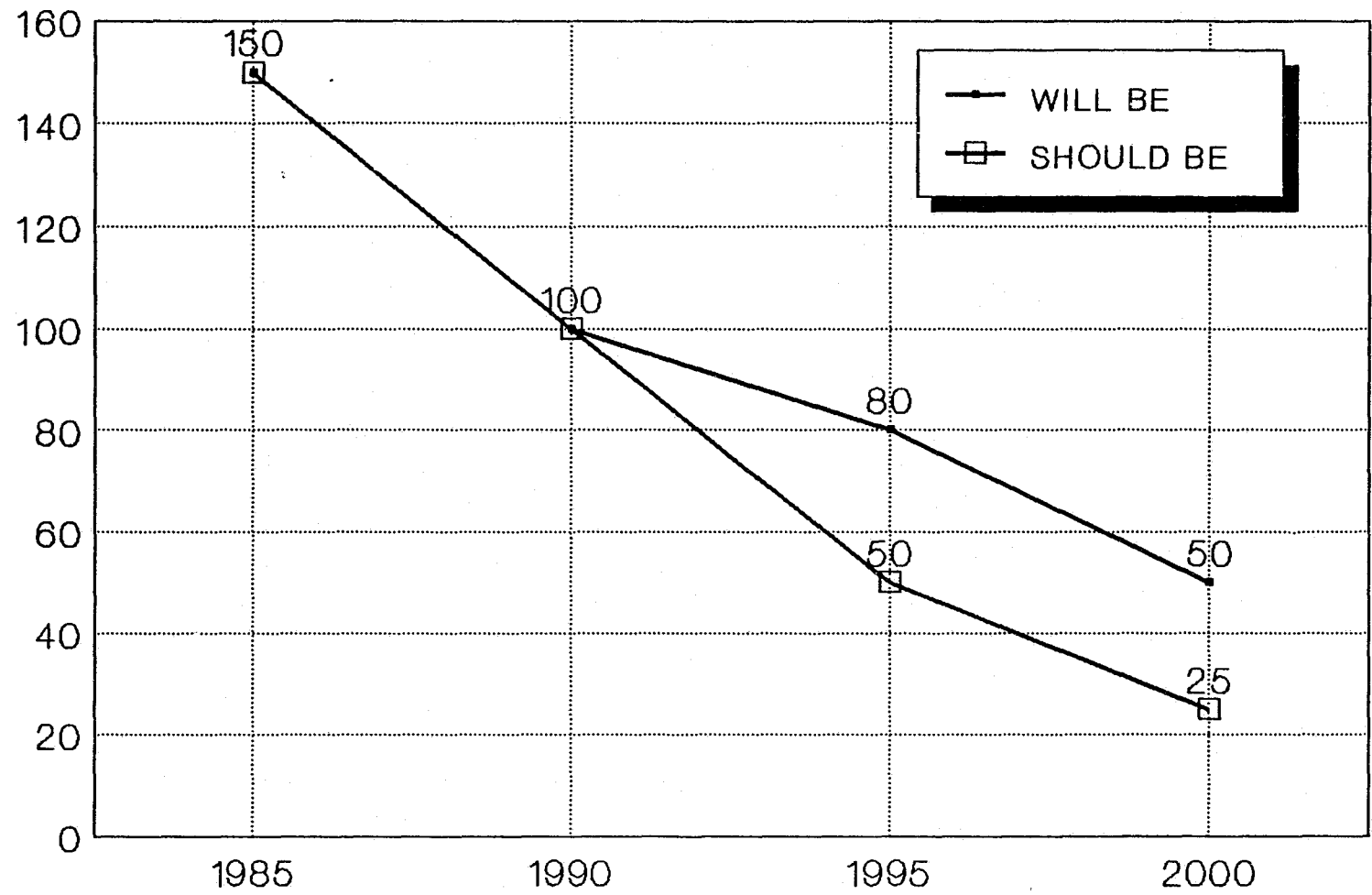|	1985	1990	1995	2000
WILL BE:	30(25-90)	100	180(125-200)	200(190-300)
SHOULD BE:			100(70-125)	100(0-200)

61

TREND 5 - Level of Resistance to Cultural Training Within a Police Agency

(Numbers in Parenthesis Represent High/Low Forecasts)

	WILL BE	SHOULD BE
1985	150(80-200)	
1990	100	
1995	80(60-125)	50(0-100)
2000	50(25-100)	25(0-50)

TREND 6 - Minority Employee's Associations Ability to Influence Department Policy

(Numbers In Parenthesis Represent High/Low Forecasts)
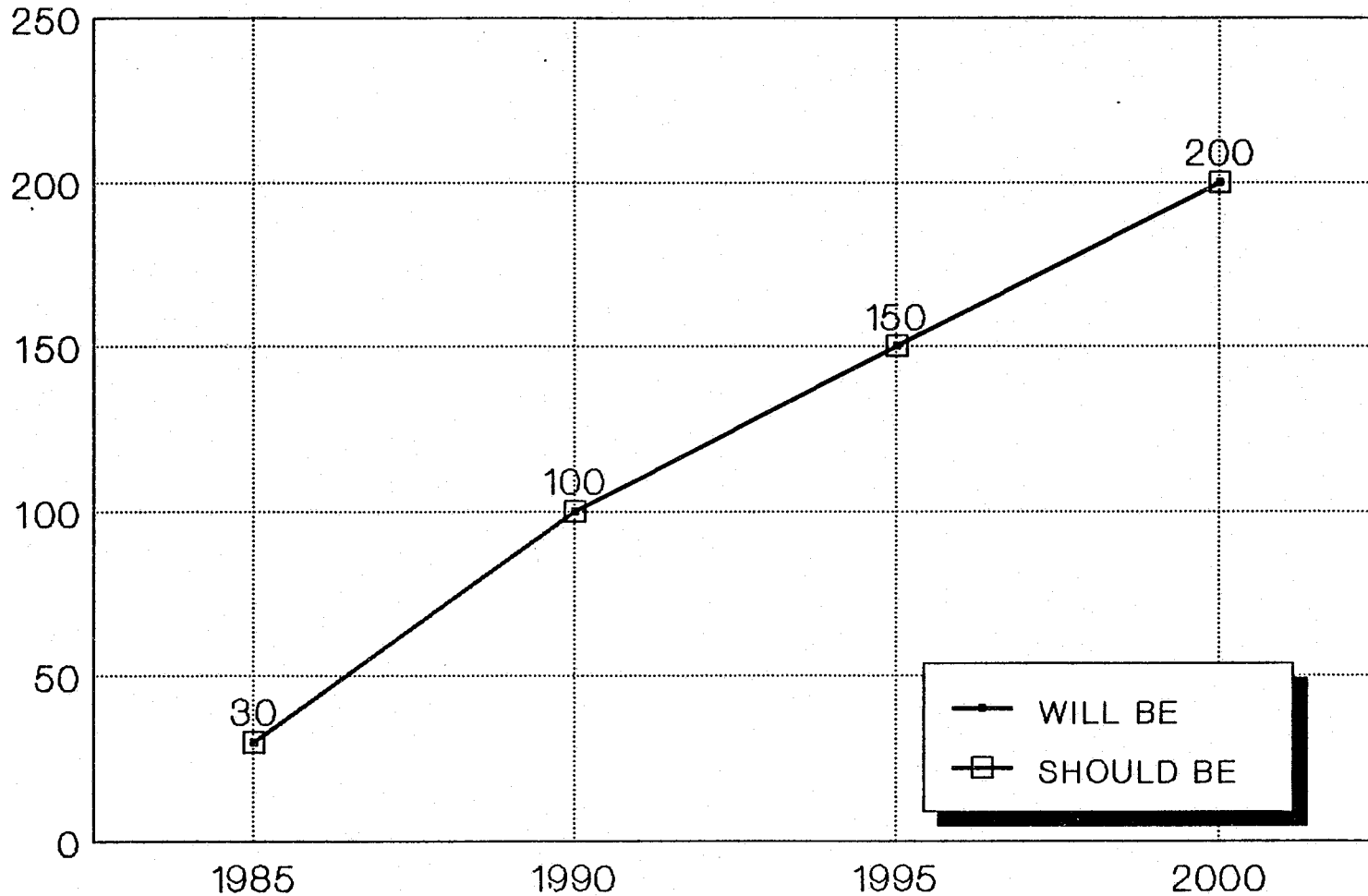
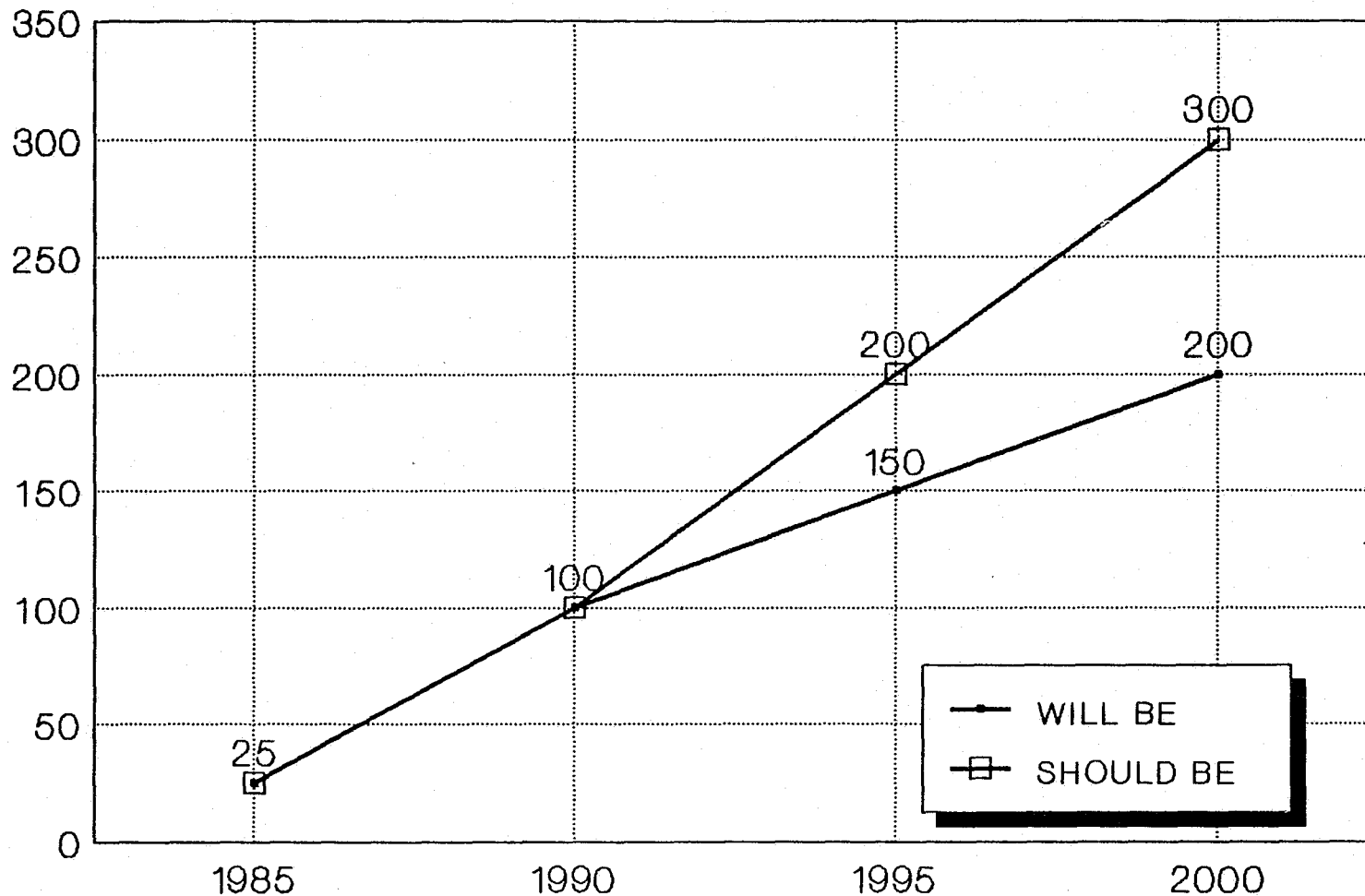| WILL BE:				
	30(10-60)	100	150(50-250)	200(100-300)
SHOULD BE:			150(100-300)	200(100-350)

63

TREND 7 - Police Effectiveness in Dealing With Cultural Groups

(Numbers In Parenthesis Represent High/Low Forecasts)

64

	1985	1990	1995	2000
WILL BE:	25(10-50)	100	150(50-200)	200(150-300)
SHOULD BE:			150(150-250)	300(250-400)

EVENTS

1. Basic Academies Extended to Encompass Cross-Cultural Training

2. Local Group Demand Flag Day and Pickets City Hall

3. Legislature Mandates Cultural Awareness Training

4. POST Budget Cuts

5. Anti-War Demonstrations

6. Local District Elections -- Census Re-Districting

7. Appointment of a Minority Chief Executive Officer in Monterey County

8. Educational Systems Go Bankrupt

9. I.N.S. Restricts Immigration of Certain Cultural Groups

10. Elimination of Mexican/American Border

11. U.S. Supreme Court Dilutes Affirmative Action Plan

12. Disgruntled Minority Group Kills Mayor and Vice-Mayor

13. President Declared "Cultural Awareness Week"

14. Police Officer Kills Minority Juvenile During Confrontation

15. District Attorney Fails to Prosecute Racially Motivated Crime

16. Brutality Complaints by Hispanic Group Against Police

17. Police Form Coalitions with Community Minority Groups

18. Racially Motivated Riots.

19. Hispanic Appointed POST Executive Director

20. Associations of Minority Police Officers Form Coalition and File Discrimination in Hiring Suit Against Monterey Police Department

21. Spokesman for Minority Groups Elected to High Public Office

22. First Non-Sworn Chief Executive Officer Appointed in Monterey County

23. Study on "Law Enforcement's Need for Cross-Cultural Training by Year 2000" Published.

STRATEGIC PLANNING ANALYSIS GROUP

1. Police Sergeant, Community Services Division

2. Education Program Director, Local Support Group

3. Senior Regional Planner, Local Government

4. Program Director, Local Minority Advocacy Group

5. Bank Vice President, Local Bank

STAKEHOLDER ASSUMPTION MAPPING
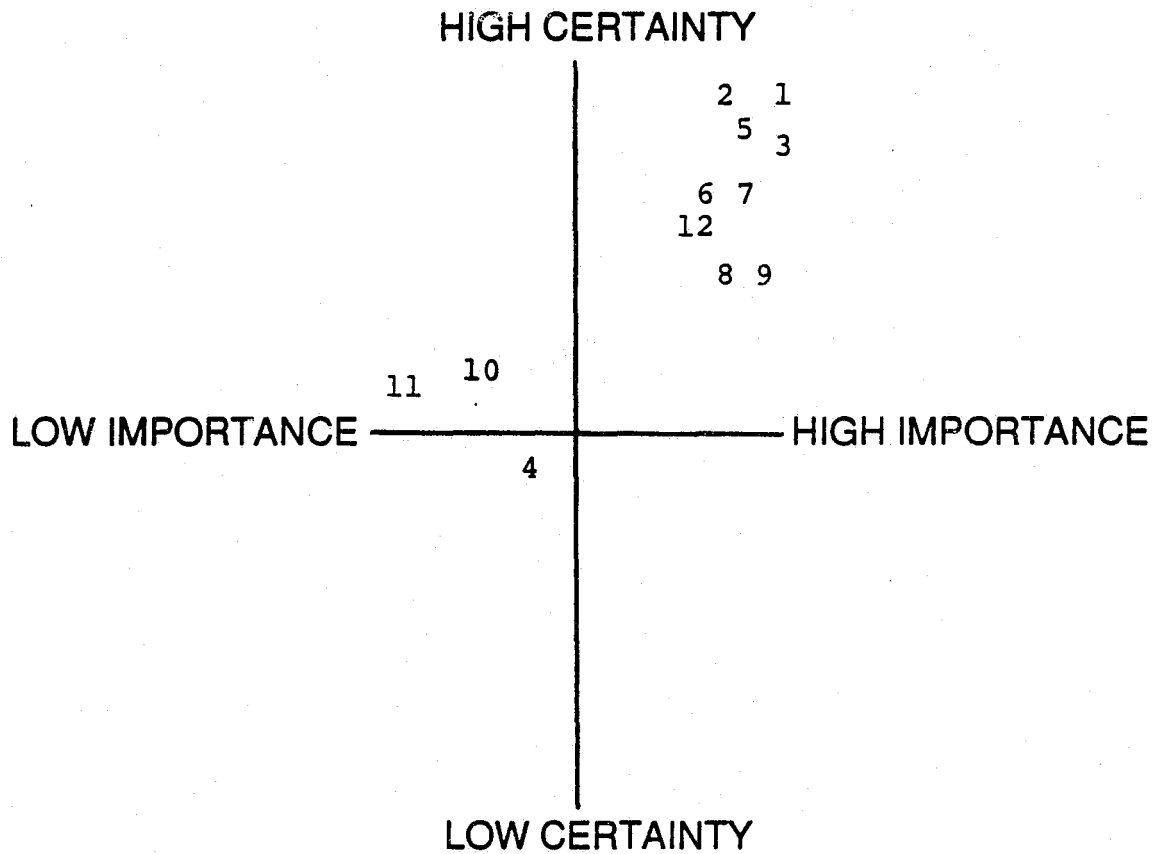
HIGH CERTAINTY

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                          2   1
                           5
                             3

                         6 7
                      12

                         8 9



                11    10
LOW IMPORTANCE  ————————————————— HIGH IMPORTANCE
                       4



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LOW CERTAINTY

STAKEHOLDERS:

1. Monterey County Police Chiefs' Association
2. City and County Government
3. Affirmative Action Commission
4. A.C.L.U.
5. P.O.S.T.
6. N.A.A.C.P.
7. L.U.L.A.C.
8. Asian-American League
9. Immigrant/Refugee Support Organization
10. Monterey County Peace Officers' Association
11. Non-Minority Citizens
12. Monterey Institute of International Studies

STAKEHOLDER POSITIONS

POLICY	STAKEHOLDERS
	1 2 3 4 5 6 7 8 9 10 11 12

	POLICY	1	2	3	4	5	6	7	8	9	10	11	12
1.	DEVELOP EDUCATIONAL PROGRAM	S	S	S	I	S	S	S	S	S	C	O	S
2.	ESTABLISH A COALITION	S	S	S	C	S	S	S	S	S	I	O	S

S=SUPPORT   O=OPPOSE   C=CHANGE   I=INDIFFERENT

STAKEHOLDERS:

1. Monterey County Police Chiefs' Association
2. City and County Government
3. Affirmative Action Commission
4. A.C.L.U.
5. P.O.S.T.
6. N.A.A.C.P.
7. L.U.L.A.C.
8. Asian-American League
9. Immigrant/Refugee Support Organization
10. Monterey County Peace Officers' Association
11. Non-Minority Citizens
12. Monterey Institute of International Studies

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