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**NON-LAW ENFORCEMENT HISPANIC EXECUTIVES AS
CALIFORNIA'S
LAW ENFORCEMENT EXECUTIVES IN THE YEAR 2001**

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ACQUISITIONS

by

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COMMAND COLLEGE CLASS XII

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

July 1991

Order Number: 12-0241

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

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

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

The views 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).

INTRODUCTION:

Demographic trends in California indicate that as the Anglo population ages and retires from employment, it will be replaced to a large extent in the labor force by the younger Hispanic population. In order for law enforcement agencies to change effectively, the nature of the population being served must be understood, and the participation of that population in the law enforcement sector must be increased.

SECTION ONE - A FUTURES STUDY:

"What is the future for non-law enforcement Hispanic executives as law enforcement executives in California by the year 2001?"

SECTION TWO - A STRATEGIC PLAN:

A plan for California law enforcement for the recruitment of Hispanic executives.

TRANSITION MANAGEMENT:

A description of a management structure for a planned transition for law enforcement agencies with no Hispanics as executives to a department with one or more, depending on the nature of the population served.

CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS:

The law enforcement profession has not kept pace with the Hispanic growth. The reasons for this disparity vary from locations to economics and cultural diversity. By means of strong recruiting efforts, as well as providing adequate training, the private sector has successfully maintained a closer parity in their hiring of Hispanics, to include executives. It is essential that the field of law enforcement work closely with corporate America in order to mirror the community it serves.

ACKNOWLEDGEMENTS

I would like to express my sincere gratitude to several individuals who made this project possible:

First to my wife, Rosemary and children, Ruben Jr., Rachel and Renee. Their patience and understanding have given me the energy to continue, and complete Command College:

To the POST Staff who encouraged me to research and develop this topic, one that is in need of attention;

To my classmates in Command College, Class 12, who promoted professionalism and were a reflection of what Command College is all about - Changing and Challenging;

To Sheriff Charles P. ("Chuck") Gillingham, Santa Clara County Sheriff's Department, for his support in the completion of this project.

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Executive Summary

SECTION ONE - A FUTURES STUDY

The main issue of the study is: What is the future for non-law enforcement Hispanic executives as law enforcement executives in California by the year 2001? Sub-issues questions are: (1) have Hispanics been denied the opportunity to be hired and promoted; (2) what cultural barriers have prevented opportunities for Hispanics to be promoted; and (3) what legal requirements will be implemented in order to promote Hispanics? Interviews with law enforcement executives revealed that less than four per cent of the current executives in law enforcement in California are of Hispanic descent, bi-lingual, bi-cultural.

Additionally, various Hispanic community organizations have voiced their concerns desiring appointments of Hispanic law enforcement executives. The objective would be to recruit more Hispanics into law enforcement. Future desires would be to have capable individuals who are qualified to be promoted as law enforcement executives.

The emerging and constant demographic changes in California, specifically the growing Hispanic population, has required a need for Hispanic executives in law enforcement.

Three of the more important issue-related trends were forecast as follows: (1) Hispanic political empowerment; (2) executives transferring to other companies; and (3) appointing authorities of Hispanic descent. Events with strong probability of occurring and a substantial impact on the issue were forecast as: (1) Mexican border is opened; (2) first non-law enforcement executive as a law enforcement executive; and (3) Hispanic appointed to POST Executive Director. Three scenarios were developed from the forecasts. The normative scenario describes a desired and attainable situation in which Hispanic executives are stressed and positive results are emphasized.

SECTION TWO - A STRATEGIC PLAN

Using the normative scenario, a strategic plan is developed for Nueva Vida, a fictitious city, yet similar to several major California cities. Strengths, weaknesses, threats and opportunities are identified. Stakeholders, such as the chief of police, police officers' association, city managers' associations, and private corporations, are evaluated. Recommended policies include: developing a bank of names of Hispanics interested and qualified to be law enforcement executives; increase the number of Hispanics to positions of appointing authorities and encourage community steering committees to monitor management development programs for Hispanics.

SECTION THREE - TRANSITION MANAGEMENT

The current commitment of the critical mass stakeholders compared to the desired commitment to the strategy is evaluated. Critical mass stakeholders are the chief of police, police officers' associations, city manager and board of supervisors. Some negotiations with stakeholders will be necessary to overcome resistance and provide an acceptable infrastructure for the program. The management structure is a steering committee with a chairperson. Implementation technologies include responsibility charting and sharing of information.

SECTION FOUR - CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

Main issue: Hispanic executives in law enforcement is best accomplished with a systematic, multi-layered program that begins when potential Hispanics interested in becoming executives are identified. The program should use corporate America, community

organizations and local government commitment. Developing future leaders to reflect the community law enforcement serves must be emphasized.

Sub-Issue One: The current method of testing has proven not to be effective in the recruitment and promoting of Hispanics. Future process needs to include more community input and participation.

Sub-Issue Two: Training models for teaching appointment authorities, as well as those qualified Hispanics interested in becoming a law enforcement executive, cultural differences, need to be developed.

Sub-Issue Three: POST should encourage development of Hispanic executives by encouraging current and future Hispanic managers to participate in leadership development courses. Future laws will probably dictate to law enforcement agencies to promote Hispanics, which will create stress within the organizations.

Recommended actions include: Chief executive officers should encourage potential Hispanic managers within their agency to participate in leadership development courses, and support the promotions of Hispanic executives. Through these efforts, those promoted could serve as mentors and recruiters within the Hispanic community.

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WHAT IS THE FUTURE FOR NON-LAW ENFORCEMENT HISPANIC
EXECUTIVES AS LAW ENFORCEMENT EXECUTIVES IN CALIFORNIA
BY THE YEAR 2001?

INTRODUCTION

"Most all of the police departments were developed to deal with conventional populations. We must now deal with a diverse population." ¹ (Dr. Leo Estrada)

Los Angeles has the largest concentration of Hispanics in the United States. By the end of the 1990's, 9.6 million Hispanics will live in greater Los Angeles. The San Francisco Bay Area will have 1.4 million and San Diego will have close to one million Hispanics. ² Yet, not one of these police departments has an Hispanic on their executive staff.

By the year 2010 no ethnic group will be the majority in California. Increasing immigration from Asia and Latin America, as well as higher than average birth rates for Latino women, will dramatically broaden the cultural diversity of the population. Latinos, currently the largest minority group in California, will increase their share of the population from 27% to 37%.

California has the largest Hispanic population in the United States ³ and more than 40 percent of the Hispanic births within the United States. ⁴ Eighty percent of the California Hispanic population originates in Mexico and the long-established Mexican

American communities of the state. Six million, six hundred thousand Californians are Hispanic and by the year 2030, at least 14.76 million will be residing in California.⁵

One of the most serious problems identified in a survey conducted by the Commission on Peace Officer Standards and Training (POST), was the lack of qualified peace officer applicants.⁶ As a follow-up to the survey, a seminar on the subject of Hispanic Recruitment was held in San Diego in 1989, where law enforcement officials were invited to review recruiting problems.

This writer had the opportunity to attend this conference and learned that 81 percent of the agencies who responded to the survey were experiencing a difficult time recruiting Hispanics. The conference summary detailed the major reasons for the sparseness of Hispanic recruits.

Cultural differences have contributed to the lack of recruitment of Hispanics, as well as family upbringing, language and assimilation of the American style of living. Additional background problems have eliminated potential law enforcement candidates. Areas of concern have included drug involvement, financial problems, and lack of education.

However, if law enforcement continues in the same direction, eliminating Hispanic candidates, law enforcement will not reflect the diversity of the community it serves in the future. Consent decrees may be future considerations by the courts as a result of community interest in attaining some ethnic parity in the labor force. Law enforcement would need to ensure that the proper amount of law enforcement candidates mirror the community in the future.

Law enforcement should develop mentor programs such as those currently being used in the California Community Colleges. Programs such as the Enlace and El Puente Mentor Programs have

provided the community colleges with more Hispanic students. Professors, Deans of Students and Chancellors of Hispanic descent provide leaders and attract Hispanic students to those campuses with Hispanic role models.

According to trends identified by the structural project group, within the next ten years Hispanics will be of the majority. One issue raised is the question: Is law enforcement (city, county, and state) ready to change in their promotional process in order to mirror their communities' population?

If agencies are presently experiencing difficulty in recruiting Hispanics, while simultaneously not promoting Hispanics to the executive level, how will law enforcement meet its responsibility of equal representation?

The objective to this study will be to identify the need of Hispanic law enforcement executives. The demographic change clearly identifies the Hispanic population increasing every year in California. Representation of the Hispanic population in executive positions serve as role models and accessibility to the law enforcement system.

The topic will be a challenging one in order to reflect the community that law enforcement serves. There are some critical definitions which must be delineated before continuing; they are:

Hispanics: For the purpose of this study, Hispanics refer to Mexicans, Chicanos, Latinos, to include females of the same race and culture.

Large Department: A law enforcement agency consisting of more than 400 sworn officers.

Medium Department: A law enforcement agency consisting of 50 to 400 sworn officers.

Small Department: A law enforcement agency consisting of less than 50 sworn officers.

Executives: One who holds a position of the administrator or managerial responsibility, or second in command of an organization. For the purpose of this study, this position would be the Sheriff, Undersheriff, Chief of Police, Assistant Chief, Director, Assistant Director, and similar positions.

Three questions come to mind when considering upward mobility within law enforcement. The first is "What percentage of law enforcement Hispanics are currently in executive positions?"

In order to determine how many Hispanics are currently assigned to an executive position within law enforcement, forty structured interviews were conducted with law enforcement executives in California. (Appendix A) According to those interviewed, less than five percent of their executives are of Hispanic descent. In response to the question of how many other Hispanic executives were from outside their agencies, only one Sheriff, one Undersheriff, and approximately five Wardens were identified.

During the interviews, several of the participants indicated that there are several Hispanic mid-managers to be elevated to executive positions; however, the majority of them either will retire prior to 2001 and others will not seek promotion as a result of job security, i.e., civil service protection. In addition to the first two barriers, Hispanics have the same problems as the Blacks, which is the lack of seniority in position and comparatively low scores on written promotional examinations.⁷

Current city, county, and state officials recognize the need for Hispanics in executive levels within other departments. For example, in a medium size city in Northern California, an Assistant City Manager served as the Acting Chief of Police.⁸ He had no law enforcement experience. The chief identified some of his duties as the Assistant City Manager were very similar to those of the Chief of Police. Problems encountered were resistance from the rank and file. However, these problems were soon overcome.

The second question is "What efforts must be placed on promoting Hispanics in the executive level?"

In order to increase the number of Hispanics as law enforcement executives, new recruitment techniques must be tested and researched. Creative recruitment efforts which require organizations to make the paradigm shifts from their mono-cultures to new multi-cultural climates within the work place, organizational leaders and practitioners alike are having to stretch their human resource development visioning beyond "Time-Framed Programs" to "Ongoing Processes" if they are to survive.⁹

Recruiting enough qualified candidates is a problem confronted by nearly every law enforcement agency in the state. It has been identified as one of the most important issues facing law enforcement administrators over the next decade.¹⁰ Research on the recruitment of qualified Hispanic (entry level) applicants and methods to help accomplish this goal, has been completed by Command College participants. The results and findings have not been too encouraging. Police recruitment must be dramatically improved in three major areas: (1) cultivating an expanded pool of quality candidates; (2) validating both standards and testing methods for their value in predicting future job success; and (3) making the recruitment process efficient.¹¹

Achieving the law enforcement goal of hiring more Hispanics

and placing them in executive positions to provide leadership, serve as role models, and to reflect the diversity of one group is important to the future of law enforcement. With both standards and testing methods in place, converting a non-law enforcement executive to a law enforcement executive could be possible. Those interviewed from the private sector, as well as those from law enforcement, agreed that a qualified executive in the private sector could manage a law enforcement agency with some specialized law enforcement training.

According to a Pacific Gas and Electric Company executive, "An executive in the private sector could be an executive in law enforcement and could manage a large agency, where he/she could have a lot of resources." ¹²

The third question is "What type of special training programs will be developed?"

The California Commission on Peace Officer Standards and Training would need to take the lead in this area. The Executive Development Course would need to be expanded in order to cover a broad field for a non-law enforcement executive, providing the private sector executive with law enforcement concepts.

The political empowerment that Hispanics will develop, dictates that issues which have been historically ignored by Anglo politicians are not going to receive priority treatment. ¹³

Communities at all executive levels will demand a department reflecting the demographic character of its citizens. It is important that police agencies pay strict attention to this need if they plan to compete in the political arena and continue to receive financial support.

Non-traditional approaches to recruiting representative groups

must be developed to accommodate the changes in the 90's.

In order to be more specific on the issue of non-law enforcement Hispanic executives as law enforcement executives in the year 2001, the study will not address other minority groups emerging in the diverse California law enforcement environment. The intent of the study is to provide a guideline for California's law enforcement to expand their recruitment into the private sector, military and other agencies to reflect the large Hispanic communities at all executive levels of law enforcement.

WHAT IS THE FUTURE FOR NON-LAW ENFORCEMENT HISPANIC
EXECUTIVES AS LAW ENFORCEMENT EXECUTIVES IN CALIFORNIA
BY THE YEAR 2001?

PART ONE
A FUTURE STUDY

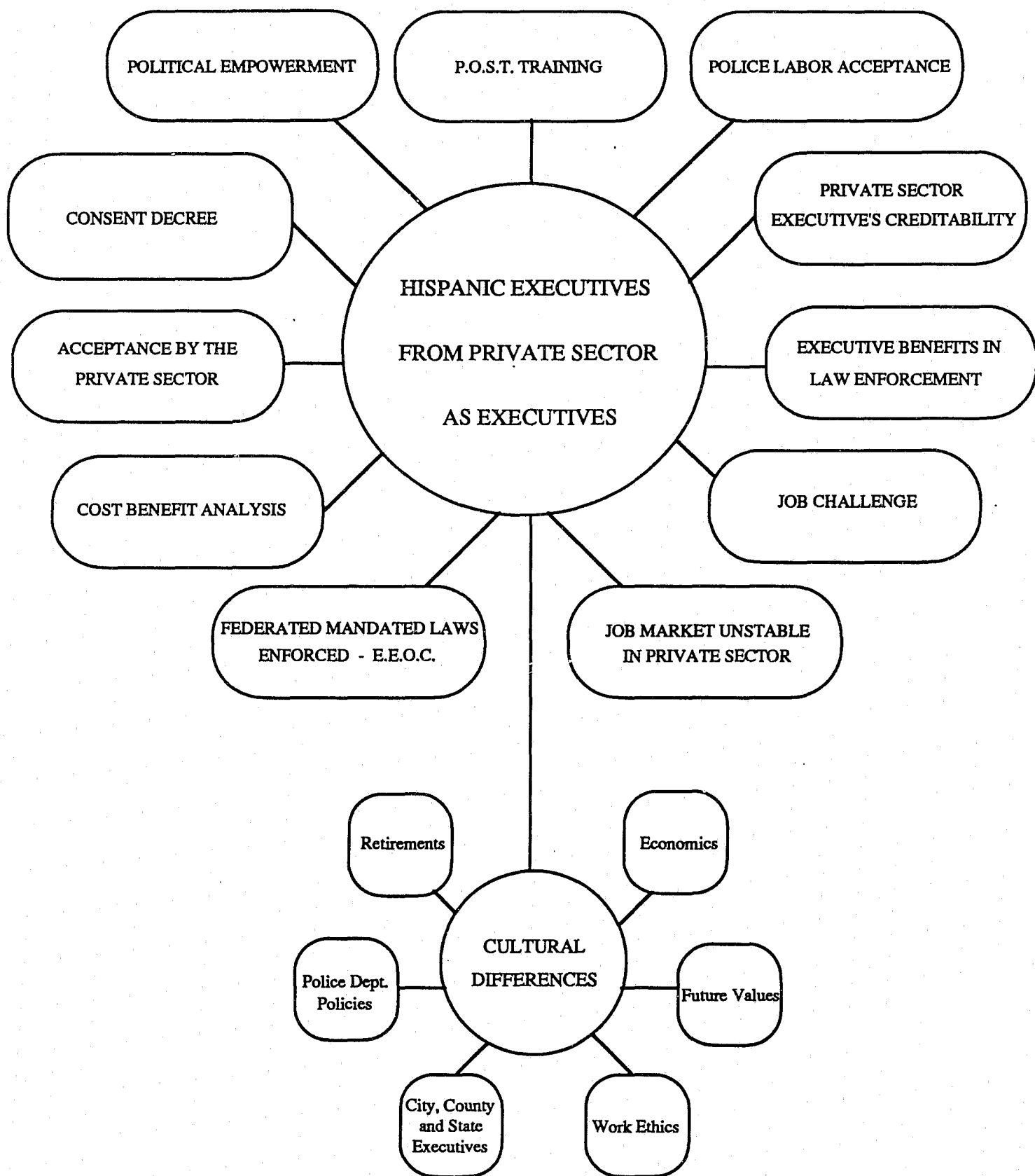
Using future's research methodologies, the future of Hispanics in law enforcement as executives from the private sector will be analyzed. The issue was developed by the author to study the feasibility of law enforcement hiring executives in a non-traditional method. The issue was further defined through literature scanning, interviews with law enforcement executives, private sector executives, and community leaders.

During the interviews several of the law enforcement officials who served on the Nominal Group Technique Panel (Appendix D) were asked to identify challenges facing law enforcement in the future. Issues such as rapidly shifting demographics, decreasing resources and the lack of minority law enforcement candidates were common answers. These experts consisted of three law enforcement executives, two from local community organizations and one police officer. Sub-issues mentioned by the group included the changing ethics of the workers. Obstacles mentioned were the unwillingness to accept change and diversity in law enforcement.

Another issue identified was the lack of support towards programs that would recruit and promote Hispanics. The group felt that due to organizational constraints or unwillingness to devote necessary resources, programs specifically used for recruitment purposes are the first to be eliminated during budget cuts.

These scanning techniques contributed to the formulation of the Futures Wheel (Figure I) that assisted in a graphic way of viewing the issue and its various connecting sub-issues.

Figure I
Future's Wheel



Additional emerging future issues which are relevant and will have major impact towards the twenty-first century were identified:

1. Will barriers be eliminated to allow entry into law enforcement executive positions from the private sector?
2. What will be the impact on the organization by entry from the outside?
3. Will the benefits in law enforcement be attractive enough for those in the private sector?
4. To what extent will police labor organizations either support or oppose such hiring?

In order to address some of the sub-issues, several research techniques were used: Nominal Group Technique, scanning and interviews. Additionally, a futures file using the STEEP method (Social, Technical, Economic, Environment, and Political process) was used to gather newspaper journals and other articles on the subject area (Appendix B)

The research revealed that a need for further accumulative information was necessary, specifically on the issue of "What is the future for non-law enforcement Hispanic executives as law enforcement executives in California by the year 2001?" Information was needed as the literature scan revealed limited information on private sector Hispanic executives entering the law enforcement field.

Most of the literature pertained to generic recruitment of Hispanics at the entry level of law enforcement. Several of the studies were in connection to Blacks and women in law enforcement as executives.

According to Rebecca Baysinger, "The minority representation at upper levels of the organization: Is the reach of justice limited?" ¹⁴ addresses Title VII of the 1964 Civil Rights Act, which has been less effective as a remedy for increasing the number of minorities in upper level positions. The literature on women into police departments and their career mobility leading to executive positions shows an increase and positive traits. ¹⁵ Those studies addressing the Black executives ¹⁶ has shown an increase in their advancement in law enforcement. ¹⁷ Additional research of other articles in **Police Chief**, **Police Yearbook**, **Journal of California Law Enforcement**, and **Hispanic Business** did not provide information on Hispanic executives and law enforcement.

Additional methods of research were employed to verify the Nominal Group Technique (NGT) findings. The NGT Panel was drawn together to examine the issues and sub-issues, and developed significant trends and events associated with the topic. The group was comprised of three law enforcement executives, two community leaders and one law enforcement officer. (Appendix D)

The NGT Panel developed candidate lists of 25 trends and 15 events (refer to Appendixes E & F). That panel reduced those lists down to five trends and events that relate significantly on the study issue. For a graphic display of trends and events forecast date, see Appendix G.

Additionally, it involved attending a meeting of H.I.S.P.A. (Hispanic Employees Association of AT & T). This meeting and the accompanying social function provided for interactions with AT & T's Hispanic employees, including their Hispanic executives.

In order to obtain further data, travel to southern California (the Los Angeles area) was necessary to meet with four individuals from four separate law enforcement agencies.

An interview with Captain Art Lopez, Los Angeles Police Department, was conducted at the Los Angeles Police Department Academy. Captain Lopez was assigned to the LAPD Training Division which is one of the largest in the nation. Captain Lopez stated that LAPD has over 8,000 sworn officers and no Hispanic executive in the department that serves an Hispanic population of 40% out of 3.5 million.¹⁸

In addition to Captain Lopez, Captain Ramon Sanchez of the Los Angeles Sheriff's Department was interviewed. Captain Sanchez' information revealed that Los Angeles Sheriff's Department has over 9,000 sworn officers with no Hispanics in the executive level.

Further south, in San Diego, Captain George Saldamondo of the San Diego Police Department provided the same information as that of Captains Lopez and Sanchez. However, Captain Saldamondo did state that San Diego Police Department had hired a Black male to command the Administrative Services Division.

In the central region of California, interviews with two Chiefs of Police of Hispanic descent did indicate that progress has been made in the executive level as demonstrated by their promotions; however, much more work is needed to advance Hispanics.

In the northern part of California, executives with various backgrounds were interviewed, including two from the private sector, two from the military, two from county government, and two from law enforcement.

In all of the interviews the concept of bringing executives from the private sector into law enforcement as executives was met with doubt and skepticism. Their overall concern was not the difference in the work, but the acceptance of the "outsider".

Debates as to whether the appointing authority of an agency

should appoint a chief from the outside is a normal process.

Generally speaking, the larger the department, the less likely it is to go outside. If it does so, it is generally for one of three reasons: There isn't a sufficient number of "qualified" candidates from which to choose; to obtain a person not constrained by prior agency relations; or to alleviate the potential for adverse institutional conformity.¹⁹

To expand on this theory, the executive's job is to take risk, to create new approaches and imagine new areas to explore.²⁰ Several of the newest and most rapidly blooming computer companies, including A.T. & T. and I.B.M., have changed from the autocratic and arbitrary decisions of the past, towards a democratic change-making.²¹

With this type of philosophy and training, it would be beneficial for law enforcement to attract executives from the private sector and specifically Hispanics, in light of the demographic changes. According to one police labor representative, the large agencies would not be impacted as much as those in a small agency. The larger the agency, the more human resources available. Where in the small agency, the executive is a "hands-on manager".²²

Benefits in the public sector will need to be attractive to entice those in the private sector. According to several private sector Hispanic executives, "If the benefits were relatively similar, we would consider the transfer. The training from POST would be more attractive so as to give us confidence in our jobs."²³ Creative and innovative salary packages need to be developed and marketed by the public sector.²⁴

On the other hand, as stated by a POST Representative, the chief or executive in a law enforcement agency, except for Sheriff,

does not need to be a peace officer under 832 of the California Penal Code, unless he or she desires to make arrests.²⁵

Upon completing the initial research, the issue was presented to a non-structured group (see Appendix C) and to the original NGT Panel. This was done to confirm the original trend and event list. Both groups confirmed the initial NGT listing of trends and events as still relevant.

TREND EVALUATION

The trends that were identified by the Nominal Group Technique (NGT) Panel , based upon their personal knowledge and group interaction, are in the Trend Evaluation. They projected the trends from five years ago to the present, five years from today and ten years from today. The following chart depicts their five most important trends.

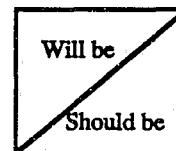
Figure II
Trend Evaluation

TREND STATEMENT		LEVEL OF THE TREND (Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
Hispanic Political Empowerment	T-1	50	100	150* 200**	200* 250**
Executives Transferring to Other Companies	T-2	45	100	150* 175**	175* 200**
Employment Programs Available for Hispanics in Law Enforcement	T-3	50	100	100* 150**	110* 250**
Appointing Authorities of Hispanic Descent	T-4	30	100	125* 150**	175* 200**
Hispanics Obtaining Higher Education	T-5	35	100	125* 150**	150* 175**

Panel Median Forecasts

- * Nominal Forecast (will be)
- ** Normative Forecast (should be)

Example:



Trend 1 Hispanic Political Empowerment

The committee felt that the Hispanics possess twice as much political power today than five years ago and will increase twofold in ten years. This will begin what advocates expect to be a decade of Hispanic electoral empowerment in California that is being compared to the emergence of Black political power in the south.

Analysts are predicting that political and other efforts to gain a voice for the state's growing Hispanic population, now more than one-fourth of the total, will result in the election of 300 to 400 Hispanic candidates to office statewide by the end of the decade.²⁷

Trend 2 Executives Transferring to Other Companies

The trend of executives changing jobs from one corporation to another continues to be growing. This is supported by information published in the San Jose Mercury News on January 28, 1991.²⁸

Trend 3 Employment Programs Available for Hispanics in Law Enforcement

The group's consensus was that there were few programs for Hispanics in law enforcement agencies as compared today. However, due to budget constraints and the increase in wages, technology and day-to-day operations, law enforcement agencies will not be able to increase programs. The departments will not be able to keep pace with the population growth.

Trend 4 Appointing Authorities of Hispanic Descent

In the competition of contemporary city, county, and state politics, the urban minorities, Hispanics, do indeed possess strengths in the 90's to a much greater degree than five years ago.²⁹

With the politically important development of a sense of cultural uniqueness (Hispanic pride), this facilitates a race and ethnic based voting pattern that has brought increasing numbers of Hispanics to positions of political influence, i.e., appointing authorities.³⁰

Trend 5 Hispanics Obtaining Higher Education

In order for Hispanics to compete in law enforcement executive positions, and within the private sector executive level, higher values must be placed on education. It was the group's perception that Hispanics have struggled through school, but must encourage their youth and adults to stay in school and enroll in college. There are more Hispanics in school today than five years ago, however when 661 out of every 1,000 students graduate from high school, a tremendous amount of effort will be needed to increase that rate.³¹

EVENTS

The NGT Panel also forecasted five events. The forecast included the number of years until the probability of each event first exceeds zero; the probability of occurrence of each event five years from now, and the probability of occurrence ten years from now. The probability scale was zero (event will not happen by the established time limit) to 100 (event will happen by the established time limit). Additionally, the panel evaluated the impact on the issue, both positive and negative, on a zero to ten scale.

The Event Evaluation (Figure III) depicts the results, using the NGT Panel medians, of the event forecasted. A graph of the event data is contained in Appendix G.

Event 1 The First Non-Law Enforcement Hispanic Executive as a Law Enforcement Executive

Event 1 was viewed by the group as having a 35 percent probability of occurrence within the next five years. It was felt that the first non-law enforcement executive will not be of Hispanic descent; however, will serve as the ice breaker.

Event 2 Opening of the Mexican Border

The group felt since the elimination of the Berlin Wall, global political pressure will be placed upon the United States to remove the border check points. This event will increase the Hispanic population in California dramatically.

**Event 3 POST Expands Executive Development Course
and Opens it to Private Sector**

It is the committee's view that POST would expand the Executive Development Course to one month in four week segments, and open the course to the private sector. The purpose of opening this course to the private sector would be due to financial needs. POST, at this time in the eyes of the committee, enjoys a wealthy budget. In five to ten years, that fund could be substantially cut for various reasons, therefore it would be advantageous to market the program in the private sector.

Event 4 Hispanic Appointed to POST Executive Director

Appointing an Hispanic as Executive Director to POST was seen as having an increasing probability over the next five to ten years. This event would have positive impacts on Hispanic executives.

Event 5 Hispanic Governor Elected

This event would greatly enhance the majority of the trends and events. Realistically, it would be more than eight years before the next governor is elected and given the trend of a new governor coming in is very slim. Therefore, Event 5 is more of a desirable event.

EVENT EVALUATION

The Nominal Group Technique (NGT) Panel identified several events that, should they occur, would have a significant impact on the viability of the non-law enforcement Hispanic executives as law enforcement executives. The group identified twenty events, but selected the top five.

Figure III
Event Evaluation

EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		5 Years From Now (0-100)	10 Years From Now (0-100)	Positive (0-10)	Negative (0-10)
The First Non-Law Enforcement Hispanic Executive as a Law Enforcement Executive	2	35	60	7	3
Opening of the Mexican Border	5	35	50	6	3
P.O.S.T. Expands Executive Development Course and Opens it to Private Sector	6	20	25	5	2
Hispanic Appointed to P.O.S.T. Executive Director	6	10	40	4	2
Hispanic Governor Elected	8	0	20	5	4

Cross Impact Evaluation

After developing the trends and events, the group developed a cross impact evaluation. A cross impact evaluation is designed to illustrate the impact of events and trends, and their relationships to one another. Utilizing the cross impact evaluation to insert events and trends, conclusions are formulated regarding the comparison of events to events and events to trends by the year 2001. (Figure IV)

The cross impact evaluation has the events listed on the left of the grid and are referred to as actor events. These actor events precipitate changes in the reactor events and trends on the bottom of the form.

The process was completed by a small group from those who served on the non-structured group. The cross impact analysis identified three actor events, that is, events which had the greatest impact upon the other events and the five trends.

Figure IV

Cross-Impact Evaluation

IMPACTING EVENT	IMPACTED EVENT					IMPACTED TRENDS					ACTORS
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
The First Non-Law Enforcement Hispanic Executive as Law Enforcement Executive	X	+25	+70	+10	+10	+40	+60	0	+20	0	7
Opening of the Mexican-American Border	+10	X	0	+60	+25	+90	+20	+80	+90	+90	9
P.O.S.T. Expands Executive Development Course - Open to Private Sector	+50	+15	X	+25	+25	0	+10	0	+50	0	6
Hispanic Appointed to P.O.S.T. Executive Director	+40	+50	+25	X	+80	+70	0	+50	+70	+10	8
Hispanic Governor Elected	0	+80	+10	+80	X	+90	0	0	+60	+40	6
REACTORS	3	4	3	4	4	4	3	2	5	3	

IMPACT SCALES

Events on events:

Percentage change (+ or -) or

Events on trends:

Percentage change (+ or -)

Policies on events:

Same as event-to-event scale

T-1 Hispanic Political Empowerment

T-2 Executives Changing Companies

T-3 Employment Programs Available for
Hispanics in Law Enforcement

T-4 Appointing Authorities of Hispanic Descent

T-5 Hispanics Obtaining Higher Education

1. Event 2

Mexican-American Border is Opened

The opening of the Mexican border would have a tremendous impact on the economics and the social and political trends in both countries.

The opening of the border would increase Hispanic political empowerment (Trend 1). With the increase in the Hispanic population, law enforcement calls for service in the Hispanic communities will increase.

More bilingual officers and support staff will be needed to handle these calls (Trend 3 - Employment programs available for Hispanics in law enforcement). Through the political process, appointing authorities will need to promote individuals of Hispanic descent in order to get an understanding of the culture (Trend 4 - Appointing authorities of Hispanic descent).

2. Event 4 -

Hispanic Appointed to POST Executive Director

This move would be looked upon by the Hispanic law enforcement culture as positive. The Hispanic community, as well as the minority communities, would applaud the appointment. The major focus would be on Event 1 - The first non-law enforcement Hispanic executive as a law enforcement executive.

The POST Director would contribute support for the decision to be made by appointing authorities (Trend 4 - Appointing authorities of Hispanic descent).

The POST Director appointment would have been made as a result of Event 5 - Hispanic governor elected.

3. Event 1 -

The First Non-Law Enforcement Hispanic Executive as a Law Enforcement Executive

This event would be as a result of Trend 1 - Hispanic political empowerment. The increase of Hispanic population will demand for Hispanic executives. If the department does not have qualified candidates, they will be faced with recruiting from outside their department. However, if the other agencies are struggling and competing to hold on to their Hispanics, the only other alternative would be recruiting from the private sector and the military. Thus, POST will need to open Event 3 - POST expands Executive Development Course to the private sector. It would be expected that the private sector would reimburse POST, which would prove to be financially sound for POST.

Additionally, more Hispanic executives from the private sector would be interested in law enforcement (Trend 2 - Executives changing careers. Closer ties with the Hispanic community would be developed, along with more cultural awareness..

Future Scenarios

The final phase of this chapter is the development of scenarios, which are developed based upon the previous study of the trends and events. Scenarios are situations projected at some specified time based upon criteria and probability data. There are three basic modes of scenario writing which are generally defined as:

1. Exploratory = "Play Out" or "Surprise Free"
2. Normative = "Desired and Attainable" or
"Feared, but Possible"
3. Hypothetical= "Ask What if?" and
"Data Should be Manipulated Accordingly"

The following future scenarios were developed through information during the project research, personal reflection and the structured group.

Scenario One (Exploratory Scenario)

Globalization dictates future political empowerment.

December 1, 1996: Members of Congress have formed an alliance with Mexican Nationalists to develop a strategy on bringing oil through a pipeline into California. Members of the Mexican government sent letters to the President of the United States and the Governor of California indicating the pipeline could be a reality within a year. The cost has been analyzed to be much less than paying for oil from the Middle East.

March 1, 1997: The U. S. House Ways and Means Committee has requested Congress to consider opening the Mexican-American border on a trial basis for one year. The President of Mexico urges his Members of Congress to agree with the elimination of the border.

National Europe has contacted U. S. Congress to eliminate the barrier at the border. News media in Europe and Asia are encouraging the United States and Mexico to bring down the barriers. Headlines in the newspapers compare the elimination of the borders, like that of the Berlin Wall.

July 4, 1997: The border is eliminated. Thousands of Mexicans, both from the United States and Mexico cross over to each other's soil.

Millions of Hispanics are registered to vote in the California 1998 Governor's election. Over 46% of the population are of Hispanic descent. An Hispanic is elected Governor in the State of California.

The Governor appoints his cabinet representative of the state's population. The POST Commission appoints an Hispanic as the Executive Director. The POST Director identifies the need for financial assistance and offers the Command College and Executive Development Courses to the private sector.

A POST survey identifies the need for Hispanic executives and mid-managers. The private sector begins to encourage Hispanic executives to apply as law enforcement executives.

In the year 2001, approximately 45% of the law enforcement executives are of Hispanic descent, with 20% of them changing careers from the private sector to the public sector.

Scenario Two (Hypothetical Scenario)

Planning Miscues the Future.

By the year 2000, California's Hispanic population had reached 45% of the state's population. Hispanics had obtained an increase of over 300 state elected positions to include mayors, city councils, senators, and representatives. The Hispanics had reached tremendous political empowerment.

As a result of the election of Hispanic school board members, cultural awareness and sensitivity have been added to the school's curriculum, therefore more Hispanics are staying in school and graduating. An increase in college enrollment for Hispanics has surpassed all of the previous years.

Due to layoffs in the private sector, more Hispanics are applying for public sector jobs, specifically in law enforcement. However, due to tight budgets and the lack of vision on the part of the elected officials, few jobs are available.

Therefore, by the year 2001, 80% of the law enforcement executives are White males, representing a population of less than 45%, and an Hispanic population of 50% with less than 20% representation in law enforcement, including less than 4% in the executive level.

Scenario Three (Normative Scenario)

Private Sector in the Public Sector

The City of Nueva Vida has developed in the last few years from an agriculture center to a high technology city. The Nueva Vida demographics have continued to draw a large Hispanic population, initially for the agriculture work and currently for the support type of work, janitorial, restaurants and other labor related jobs. Additionally, the local universities and community colleges have drawn Hispanics from all parts of the state.

In 1996 the United States and Mexico instituted a very liberal policy on the international borders. Their open trade policies allowed for more Mexicans to enter the United States. A large amount of the Mexicans travelled to the Nueva Vida area where jobs according to their working skills, were available.

As a result of the large Hispanic population, the city council began to receive numerous inquiries from local Hispanic community groups as to the lack of Hispanic law enforcement representatives on the police force.

In 1993 the city council developed a task force to recruit Hispanics interested in becoming law enforcement executives. This task force did not meet its goal which was established in 1991. In 1997 the task force again re-implemented the recruitment program. However, this time the task force included executives from the private sector. By 1998 the list of candidates included Hispanic executives from the private sector, interested in changing careers.

The city council lobbied their representatives in Sacramento to assist in changing laws pertaining to the Commission of Peace Officer Standards and Training funds. The representatives are seeking to introduce a bill where individuals from the private sector could attend the Executive Development Course.

In 1999 POST was approved to open the Executive Development Course to the private sector which would enhance POST funds.

In the year 2000 an opening for Chief of Police in the Nueva Vida Police Department was made available. Although the list contained several Hispanic executives in law enforcement, as well as non-law enforcement, a White male Anglo was appointed Chief of Police. The Chief of Police appointed his staff, which did not include one Hispanic executive.

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PART TWO
A STRATEGIC PLAN

A strategic management plan is developed from a normative desired and attainable scenario.

The objective of the strategic management plan is to define those strategies that could be implemented by any size law enforcement organization in California. It will also attempt to identify and mitigate potential problems that may be created by hiring non-law enforcement Hispanic executives as law enforcement executives.

For the purpose of creating a strategic plan using the selected scenario, the researcher will use a mythical city of Nueva Vida.

The City of Nueva Vida is located at the southern tip of the San Francisco Bay with access to four major interstates. It's mild climate permits enjoyment of year-round outdoor activities. For example, the mean daily maximum temperature for January is 57.9; April 68.9; July 81.5 and October 74.4. Humidity varies from 67% in January to 51% in July. The mean annual rainfall is 13.86 inches and snow is a rare occurrence.

The City of Nueva Vida is a charter city organized under the council-manager form of government. The city has six general hospitals with a capacity of 2,000 beds. Within the area there are over 3,000 physicians and 1,100 dentists.

The education system in Nueva Vida has 275 elementary schools with an enrollment of 152,000, and 46 high schools with 69,950 students. It has two universities and two community colleges.

The city industries produce more than 22 percent of computer storage devices, and 21 percent of total U. S. production of semiconductor and related devices, making the area the leading producer of these products.

The city has an international airport, which is the 31st busiest in the nation.

The demographics of Nueva Vida consist of 24 percent Hispanics, 53 percent Anglo-White, 4 percent Blacks and 19 percent Asian with the total population at 750,000.

The vast concentration of hundreds of technology-based businesses became known as "High Tech Valley". Agriculture and related industries lost their dominance as the new companies grew innovative ideas instead of foodstuffs. During this period Nueva Vida's population increased from 95,000 in 1950 to 750,000 in 1991. This growth has brought economic opportunity, jobs, and a high standard of living. The area frequently ranks at or near the top of quality of life studies sponsored by various universities and national media.

W.O.T.S. - U.P. Analysis

In the development of a strategic management plan, a situation audit must first be conducted. The WOTS-UP (Weakness, Opportunities, Threats & Strengths - Underlying Planning) methodology was used by the NGT Panel to establish a framework to audit the Nueva Vida Police Department. This process analyses the opportunities and external threats to the Nueva Vida Police Department pertaining to this project's issue. It then assesses the department's internal capabilities, both strengths and weaknesses, to achieve the desired future.

The Nueva Vida Police Department has enjoyed a good law enforcement reputation in the past, however recently it went through political turmoil. The department has members of various cultures, but does not reflect the percentages of the minority population. It currently finds itself hampered by a contract, in which the department cannot hire new officers. This issue will become significantly important in the near future as the Hispanic population continues to grow.

External Opportunities

External opportunities are defined as: Any promising or beneficial situations in an organization's external environment. The opportunities for the Police Department are as follows:

- A. The city has a diverse population
- B. The city has a positive political climate
- C. The city's environment is attracting more businesses
- D. The department can hire managers from the private sector knowledgeable of the city.

External Threats

External threats are defined as: Those unfavorable situations in an organization's environment. The external threats of the Police Department are as follows:

- A. Hispanic population will demand more Hispanic representation.
- B. New businesses may require Spanish speaking officers to assist their Hispanic employees.
- C. Consent decrees from courts may order police departments to mirror the communities they serve.

Internal Strengths

Internal strengths are those resources or capabilities an organization can use to effectively reach its objectives. The strengths of the Nueva Vida Police Department are as follows:

- A. A risk taking executive Chief
- B. The opportunity to develop innovative programs for the department
- C. One Hispanic executive hired from the outside
- D. One female Asian executive as the Administrative Services Manager
- E. One male Asian executive as Assistant Chief
- F. Management team with vast years of experience in law enforcement

Internal Weaknesses

Internal weaknesses are those limitations, faults, or defects in the organization that could keep it from reaching its goal. The weaknesses of the Nueva Vida Police Department are as follows:

- A. Budget constraints
- B. Limited future vision by the mid-managers and line levels
- C. Limited community involvement.

The WOTS-UP analysis helps to identify those areas in which the organization should build upon and those areas that are weak.

Organizational capability analysis is an assessment and documentation of the model organization's capacity for change relative to the issue. The Nueva Vida Police Department was viewed from three perspectives:

- A. The Executive Management Team is representative of the diverse population in the county. This provides for a strong base for future considerations.
- B. The organizational climate, politically, is suited for future change. The Police Officer's Association will need to be assured there will be something for them in the future.
- C. The department will need assistance from the Mayor's Office and the City Council to provide resources in order to entice Hispanics from the private sector.

Strategic Assumption Surfacing Technique (S.A.S.T.)

The NGT Panel contributed to the SAST (Strategic Assumption Surfacing Technique) analysis which contributes to the situation audit and identifies (stakeholders) individuals, groups, or organizations that have an interest in the issue. They may be affected with regard to the issue, might be able to impact it themselves, or have some interest or concern. Other individuals or groups are those who are unexpected, or believed to be insignificant, yet could influence policies, generally negative, referred to as snaildarters.

Stakeholders

A list of potential stakeholders most likely to influence the issue was developed by the non-structured group:

1. Latino Peace Officer's Association (LPOA)
2. Hispanic Command Officers Association (HAPCOA)
3. Private sector business organizations
4. Police Officer's Association (POA)
5. California Commission on Peace Officer Standards & Training (POST)
6. American Civil Liberties Union (Snaildarter)
7. Chief of Police
8. County Chief's Association
9. City Managers within the County

10. County elected Officials

11. State elected Officials

Identified Stakeholder Assumptions

The Latino Peace Officers Association would provide one-on-one recruitment within the Hispanic community. The understanding of the culture and the need for role models identifies two major concerns.

The Hispanic Command Officers Association is aware of the administrative duties required to be a law enforcement manager. Their years of service and community involvement provide mentorship for those at the entry level.

The private sector (AT&T, IBM, and PG&E) has a major influence with the community given their knowledge of the city environment, the managers diverse business background and training on participatory and humanistic management.

The Police Officers Association will be skeptical and resistant to the change. However, they would like a business background type of leader with innovative programs to benefit them.

The California Commission on Peace Officer Standards and Training does have the influence with the appointing authorities and could serve as a support group.

The American Civil Liberties Union will prevent to accomplish objective as a result of rights threatened by change.

The Chief of Police will want to commit to excellence by supporting creativity and innovation; will want strong community relations.

The County Chiefs of Police Association could serve as a mentor group by supporting the change and have a positive influence.

The City Managers within the county will need to bring about more sensitivity throughout, as a support group.

County elected officials are aware of the demographic changes, therefore would support the interrelationship of the private sector with law enforcement, enhancing the professionalism of the police department.

The state elected officials would welcome the diversity in law enforcement and have more of a global view of results.

In order to identify the importance and degree of the stakeholders, a graph was developed as a visual aide, depicting the status of the stakeholders. (see Appendix H)

Mission Statement

A Mission Statement was developed by the non-structured group (Appendix C) as a formalized document of the broad purpose and mission of an organization.

The "macro" Mission Statement of the Nueva Vida Police Department is:

THE MISSION OF THE NUEVA VIDA POLICE DEPARTMENT IS TO PRESERVE THE PEACE, UPHOLD THE CONSTITUTIONALITY OF THE OFFICE, PREVENT CRIME, AND PROVIDE JUDICIOUS SERVICE TO THE COMMUNITY WITH INTEGRITY IN A POSITIVE AND PROFESSIONAL MANNER.

WE ARE DEDICATED TO PROVIDING SOUND SERVICE THROUGH ETHICAL AND HUMANITARIAN PRACTICES. OUR COMMITMENT IS TO STRIVE FOR EXCELLENCE IN DEVELOPING THE ORGANIZATION TO MEET PRESENT AND FUTURE NEEDS OF NUEVA VIDA.

A "micro" Mission Statement defines a specific organizational unit, activity or program. To focus on the issue of this future study, a micro Mission Statement was developed:

THE NUEVA VIDA POLICE DEPARTMENT WILL STRIVE TO RECRUIT BI-LINGUAL, BI-CULTURAL HISPANICS FROM THE PRIVATE SECTOR AS LAW ENFORCEMENT EXECUTIVES IN ORDER TO ENSURE THE DEPARTMENT MAINTAINS A DIVERSE EXECUTIVE TEAM.

Recommended Policies

A sub-group of the non-structured group (refer to Appendix C) met to discuss policy alternatives. Some of those discussed had already surfaced in the forecasting section; others were suggested during this meeting.

The following six policy alternatives were selected to be the most feasible and desirable for further analysis:

1. Proper promotional processes need to be developed in order to monitor fair and equal testing. Promotional Boards would consist of Hispanic City Executives and Hispanic Executives from private companies within Nueva Vida. The process would include bi-lingual, bi-cultural Hispanics to ensure cultural understanding and sensitivity are considered. The City's Personnel Department would need to coordinate this effort, along with the Chief's designee.
2. Develop a network with executives from the private sector. Since the strategy relies on Hispanic executives interacting with one another, it would benefit the Hispanic community to create an association of Hispanic executives. The community leaders should encourage a dialogue with those Hispanic executives desiring to assist in contributing to this project's objective.
3. The Chief will need to work with the Mayor's Office and the City Council in developing a creative and innovative benefit and salary package. It could also be used by other departments with the city system recruiting Hispanics.
4. Develop and implement an educational program for managers and line level personnel on the impact of the demographic

changes. This area will be a sensitive one and should include personnel from POST, POA and outside agencies.

5. The department should develop a liaison with the executive staff of the military within the county. They should identify Hispanics in high command positions interested in law enforcement executive positions.

6. The department carefully needs to assess the mid-managers of the department. Currently, there are two Hispanics as mid-managers and the department is locked into the contract, disallowing new officers to be hired. Therefore, any future promotions to the rank of sergeant or lieutenant will be White males who are on the list to transfer from the Department of Correction. The sensitive issue will be, "Does the Chief continue to honor this contract, knowing that in the future, there will be no representation of Hispanics within the mid-manager's rank, or does the Chief begin to recruit and hire new Hispanic recruits at the entry level and begin to develop them for future promotions, knowing a law suit will be filed by the Police Officers Association?"

Negotiation Strategy

In the case of bringing someone into an organization from outside the profession, which would not allow for advancement from within the organization, thus creates a situation for negotiations.

The Chief, members of the POA and elected Officials have direct and indirect needs that they want to satisfy. There is a strong belief that through persuasion and support for one another's needs, goals can be shared equally.

The Chief has a solid reputation among the Hispanic community that he supports Affirmative Action.

His commitment to appointing an Hispanic from the outside to an executive position does give credence to future appointments.

The Chief will need to continue a positive relationship with the POA, the Mayor's Office and the Hispanic community.

The Police Officers Association which consists of a majority of White males, will desire to play a major role in the process. Although their role in the selection of an appointed executive is minimal, they could be instrumental in creating obstacles for the Chief. On the other hand, the Chief has the power and support to reduce the POA's political powers, both financially and structurally.

It would be advantageous for the POA to maintain a supportive role in the Chief's decision on appointments in the executive level.

The Hispanic Community leaders will clearly need to be involved both with the Chief and the POA. Their leadership will enhance their position, as well as that of the Chief. By bringing together the private sector, elected officials, and law enforcement, they would provide a strong network and strong political base.

The Private Sector Hispanic Executives will negotiate for a future in law enforcement. Their experience in the business sector would enhance future programs in the police department. They would need to work on acceptance by those in law enforcement in order to complete their task. However, let them not forget, they will have the support of the Chief and the Department's Policies and Procedures.

Action Steps and Timeline

The action steps and timeline described are general. The specific steps needed to implement the change would be identified by the group assigned to the project.

Phase 1 - Need for Change

- Time - Six months to one year
- Phase - An assessment of the current status of those executives retiring
 - Developing a needs assessment by the Chief
 - Seeking the support of the remaining executives and elected officials

Phase 2 - Preparing for Change

- Time - One to two years
- Phase - Identifying the actual position of the Hispanic executive
 - Developing the selection process
 - Ensure funds are available
 - Assessing those Hispanic executives interested in applying
 - Advising and educating the mid-managers and line level employees

Phase 3 - Implementation

- Time - One to three years
- Phase - Completing a detailed background on the applicant
 - Hiring the individual
 - Assigning the executive to a position compatible to experience and confidence
 - Identify immediate training for the executive

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PART THREE
TRANSITION MANAGEMENT PLAN

In Richard Beckhard and Reuben T. Harris' **Organizational Transition**, "A transition state - the getting from the present to the desired state: the period during which the actual changes take place", describes the function of transition management. It ensures that proper consideration is given to important details during transition; it ensures appropriate structure and accountability. The plan will identify critical mass members; assess their commitment; responsibility and readiness; and indicate organizational needs.

Critical Mass

The critical mass is a "group of individuals or groups whose active commitment is necessary to provide the energy for the change to occur."

The following members and groups make up the critical mass for the City of Nueva Vida:

1. County Elected Officials
2. City Managers - Appointing Authorities
3. Latino Peace Officers Associations
4. Hispanic Command Officers Associations

5. POST
6. HISPA
7. Police / Sheriff's Associations
8. Military Representatives

The critical mass members will be analyzed to determine those actions necessary to change or influence their current positions.

1. County Elected Officials -

Without their support, the appointing authorities will discontinue any importance of Hispanic executives in law enforcement. They are most responsive to local political and community pressure.

2. City Managers (Appointing Authorities) -

The support of the City Manager is vital. The City Manager has control over the appointment of the Chief Executive, control over the budget and staffing approval of the department. The City Manager's position must be to make change happen.

3. Latino Peace Officers Association -

Their support is mostly political due to the demographic changes. They also have the ear of the Hispanic officers and politicians. They will need to spend more time lobbying local politicians and work with City Managers.

4. Hispanic Command Officers Association -

This association, although not as politically influential as the Latino Peace Officers, will need to help change happen by providing study sessions and mock orals for those Hispanics

interested in coming over to law enforcement. However, this association would be a block change, since they would be the candidates from within law enforcement competing for the same Chief Executive positions.

5. California Commission on Peace Officer Standards and Training (POST) -

POST will need to open the Executive Development Course to the private sector. New attitudes will need to be developed to be able to network with the private sector's Hispanic executives. POST has the foresight as to what will occur if appointing authorities do not begin to appoint Hispanic executives in law enforcement. Therefore, POST needs to develop training programs that will ensure opportunity to gain knowledge and advancement.

6. HISPA (Hispanic Employee's Association of A T & T) -

HISPA is one of the organizations that will help change happen. They will influence the Hispanic executive in the private sector who is considering a career change since "loyalty is not a priority for rising professionals." Also, they will have influence over the state politicians who will cater to their needs. HISPA is but one of the Hispanic organizations in the private sector, however it is more active than others. This member of the critical mass represents the Hispanic organizations.

7. Police / Sheriff Associations -

At first, these associations were considered block changes. Further interviews revealed they are interested in obtaining more for their members. Chief executives from the private sector in their minds would bring a business and professional

environment to the department,

8. Military -

Recruiting from the military in the past was normal. Executive recruiting would be challenging and interesting. The military would be interested in finding new careers for their Hispanic executives who would consider changing careers and most important, the appointing authorities would consider a well-disciplined and educated executive.

Commitment Charting

Appendix I is a chart which depicts the actors in the critical mass and each actor's current level of commitment toward implementing appointing non-law enforcement Hispanic executives as law enforcement executives. The chart indicates the present position (X) of each critical mass actor. It also depicts the minimum commitment (0) that is necessary for the change to occur, with the arrow designating the direction of movement required to get the necessary commitment.

Transition Management Structure

It is necessary, prior to beginning the transition process, to determine how this phase will be managed and by whom. The most appropriate management system and structure for the ambiguous transition state is the one that creates the least tension with the ongoing system and the most opportunity to facilitate and develop the new system.

As the critical mass analysis points out, the elected officials will need to be involved in the change. The City Managers and/or Appointing Authorities will need to be supportive of the change. Since this transition occurs within a city, the individual who would need to oversee this transition would be a member of the City Council, chairing a committee comprised of members from the critical mass.

The complexities of a transition require that the committee represent various factions in order to effectively address fiscal, personnel and legal issues.

Responsibility Charts

Responsibility charting is an effective technique to bring about change, tasks, actions or decisions. It provides for reducing ambiguity and places responsibility for action steps.

The chart is referred to as the R. A. S. I. Chart (Responsibility, Approvals, Support, Informs or is Irrelevant). Appendix G outlines some of the action steps that will need to be taken by the committee.

Based upon the factors identified in the chart, some of the actions the City Council Chairperson has the responsibility for are: The Mission Statement, identifying the demographic changes, and serving as the liaison with the private sector. The appointing authorities will be responsible for identifying community needs, providing training and developing a salary and benefit package. By using the chart to clearly identify roles and relationships, confusion and possible "turf wars" can be prevented.

Future State

If the change is to be supported, people will need to know where the change is going. The catalyst to this change lies with the committee chairperson, a member of the City Council. Because of his/her position of authority and political contacts, it will be necessary for the chairperson to influence the public with the future change. The public will need to be reassured that the change will not result in less efficient policing, but will be a reflection of the community members and gain business type of programs from the private sector.

Mile Posts

Milestones in the transition plan need to be identified. Every road map has distance markers and checkpoints to aid the driver in knowing if he/she is on course. In the professional world, evaluations of the employee's performance are used to measure acceptable or needed improvements.

In order to monitor and evaluate the committee's progress, the team could begin to develop a bank of Hispanic executives' names interested in a career change, assigning them to a specific area within the city, to evaluate the agency and identify the Hispanic executive's needs and concern. The process would assist employees and the public to detach from the present and prepare for the future.

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**CONCLUSIONS, RECOMMENDATIONS,
AND FUTURE IMPLICATIONS**

The conclusion will address issues identified in the introduction. It will also answer the sub-issues, and why the study was conducted.

In the introduction, three issues were raised pertaining to the past. Hispanics in law enforcement have traditionally been denied promotions to executive levels. Consent decrees have been implemented to increase the representation of Hispanics only at the entry level.

Today's issues focus on the benefit of promoting Hispanics. This, of course, relates to the demographic changes that have occurred during the 80's and will continue to change more in the 90's.

As for the emerging future issues relevant to the twenty-first century, barriers to be eliminated have been identified as the "Appointing Authorities." Positive attitudes on cultural diversity will need to be part of a person's training and built-in trade if appointed to positions of hiring executives in law enforcement. Individuals with prejudiced attitudes will have no place as Appointing Authorities. Community leaders, public sector executives, and private sector executives working together can eliminate this barrier.

The impact of a non-law enforcement Hispanic executive as a law enforcement executive should have no more impact than that of a White or Black non-law enforcement executive as in the case of the Police Departments in the Cities of San Diego and Belmont, where currently individuals with no law enforcement experience serve as executives.

In order to attract Hispanics from the private sector, it will benefit law enforcement to hire an individual trained in the business world, managing in a participatory manner, rather than in the old autocratic style. The retirement benefit in itself would be a cost savings for the agency.

Police labor organizations' involvement will be limited. Their concerns pertain to increase of benefits, programs and personnel. Through interviews, it was identified that they would welcome someone with new innovative and creative ideas that would enhance their department's reputation and budget.

Why the Study was Conducted

The study was conducted to address a sensitive issue that will impact the entire population of California. This independent study project provides those individuals currently in Appoint Authority positions that social, technological, economical, environmental and politically, future appointments of law enforcement executives will be taken out of their hands, if the system continues to operate in its same manner.

Consent decrees have been implemented at the entry level in law enforcement; the 1990's will embrace the consent decrees at the executive level.

The excuse of "not able to find qualified Hispanic candidates" is a thing of the past. With the assistance of community organizations and leaders, there has been a sufficient amount of Hispanics recruited.

Numerous amounts of volunteered hours have gone to recruiting Hispanics into law enforcement. However, due to lack of retention and promotions, these same Hispanics have left law enforcement for the private sector, where they have achieved promotions.

During several interviews with the few Hispanic executives in law enforcement, it was their professional views that by the year 2001, those Hispanics at the officer and sergeant level would not be ready to assume an executive position in a large agency. Several of the Hispanics in the mid-management level will be eligible for retirement, thus the need to recruit executives from the military or the private sector.

Future Study

There were several issues that arose from this study, but the one that is the most significant is the "Appointing Authorities" of the future.

It would be interesting to see what type of executives as appointing authorities we will be working with, their type of training and level of competence.

APPENDIXES

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APPENDIX B

Endnotes

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APPENDIX C
Non-Structured Group

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APPENDIX D
Nominal Group Technique Panel

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APPENDIX E

Trends

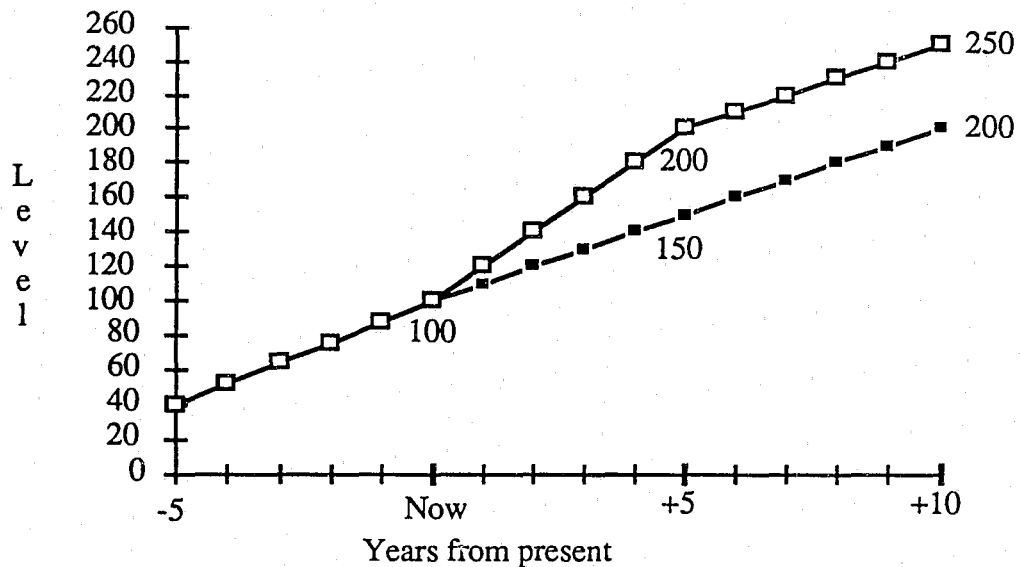
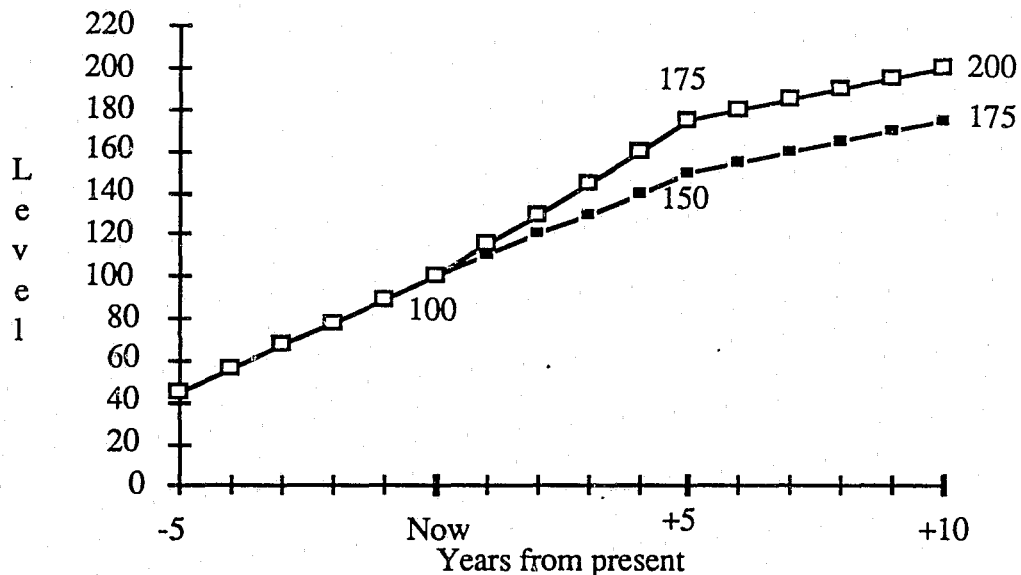
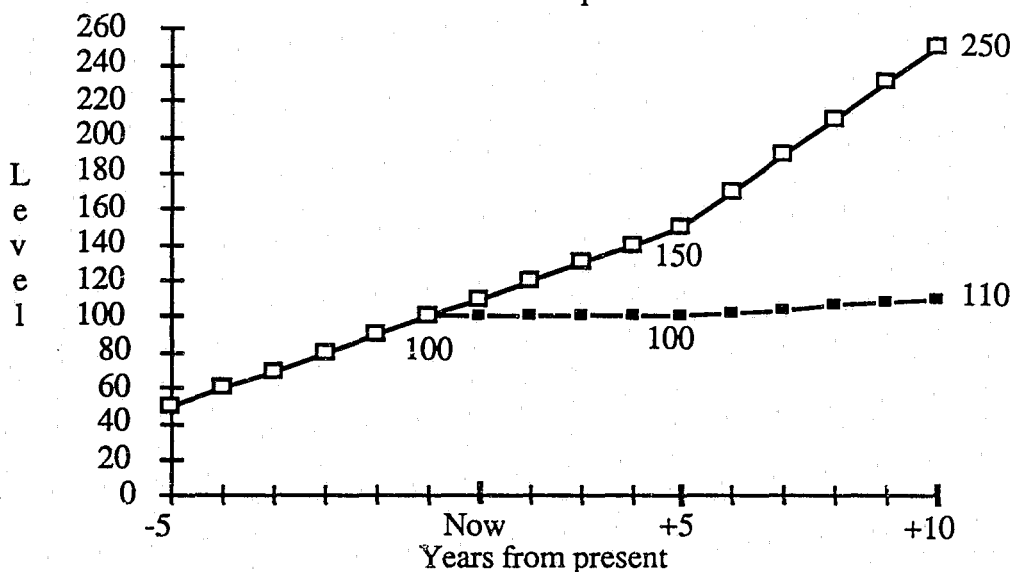
1. Hispanic population increasing
2. Language barriers
3. Citizen involvement in surrounding environment
4. Benefits for employees in the area of child care in public sector
5. Difficulty in recruiting qualified Hispanics into law enforcement
6. Newborns with drug problems
7. Entering into convenience era - 24 hour service; banks open Saturdays
8. Increase in higher education
9. Privatization of law enforcement
10. Fees for law enforcement services
11. Telecommunications - Video conferences
12. FiberOptics - Ability to transform more information
13. Private sector executives leaving for public sector jobs
14. Consolidation of police departments
15. Increase in military assistance with law enforcement
16. Law enforcement strikes
17. Increase in fringe groups - Skinheads, Neo-Nazis
18. Hispanics gaining more political power
19. More power in local government
20. More women in the work force
21. Law enforcement enforcing environmental laws
22. Emergence of Asian Pacific Rim
23. Less spending on defense by United States
24. Increase of welfare recipients
25. Decrease in affordable housing

APPENDIX F

Events

1. Nuclear disaster
2. Major war
3. Mexican border eliminated
4. Hispanic Governor elected
5. POST budget substantially reduced
6. New POST Executive Director
7. Benefit & salary packages for departments to attract Hispanic executives
8. Appointments of Hispanic executives
9. Consent decree to appoint Hispanic executives in law enforcement
10. Racial riot in California
11. Re-districting voting districts
12. Taxpayer's revolt
13. Law passes: All cities to have Police Review Boards
14. No more drug enforcement
15. Federal government usurps state and local responsibilities

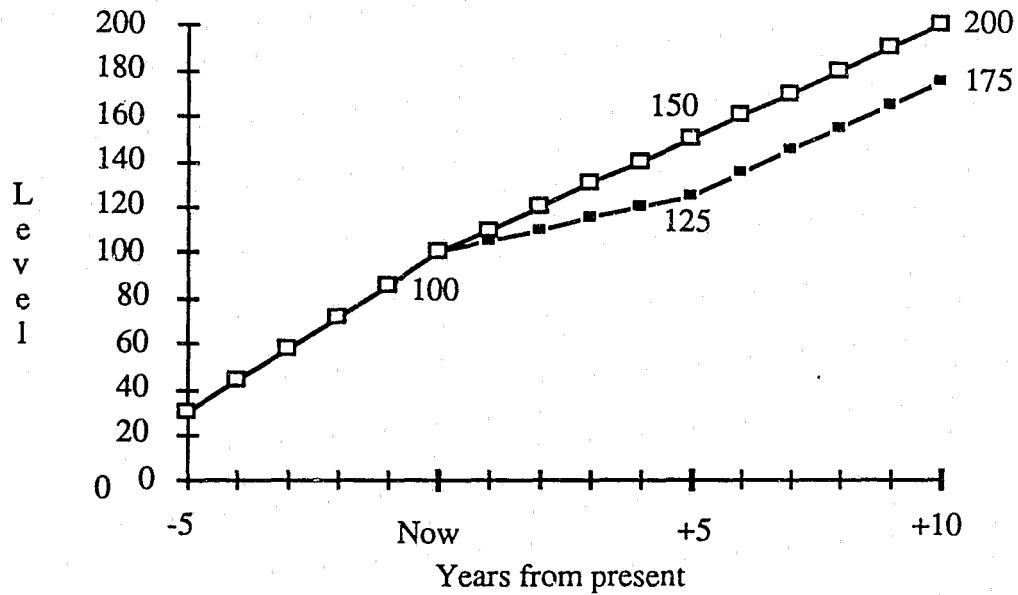
TREND FORECAST GRAPHS *

TREND 1
Hispanic political
empowermentTREND 2
Executives
transferring to other
companiesTREND 3
Employment
programs available
for Hispanics in law
enforcement

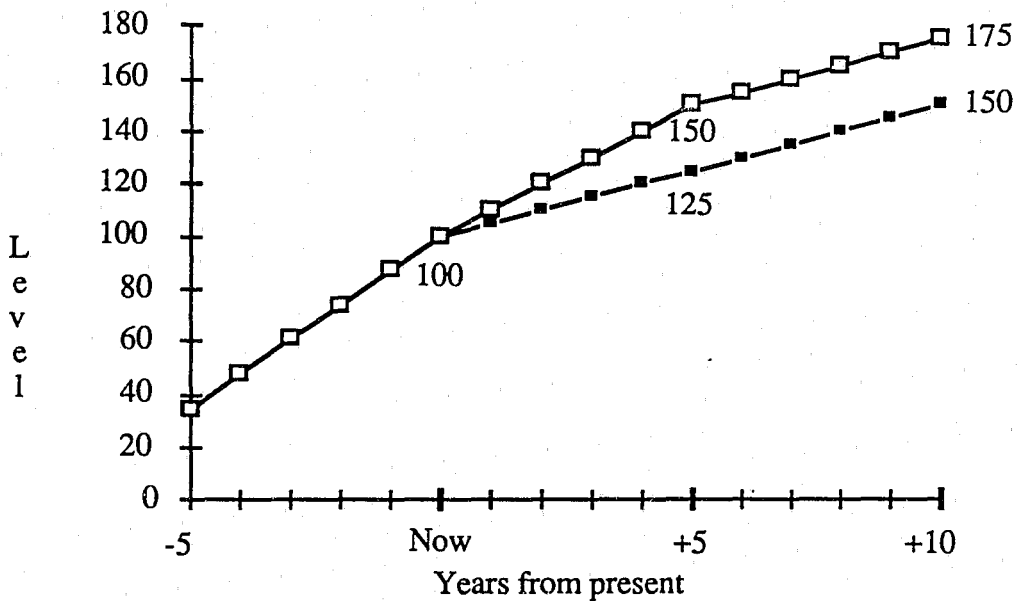
* Forecasts of a six member NGT panel

APPENDIX G

TREND 4
Appointing
authorities of
Hispanic descent



TREND 5
Hispanics obtaining
higher education



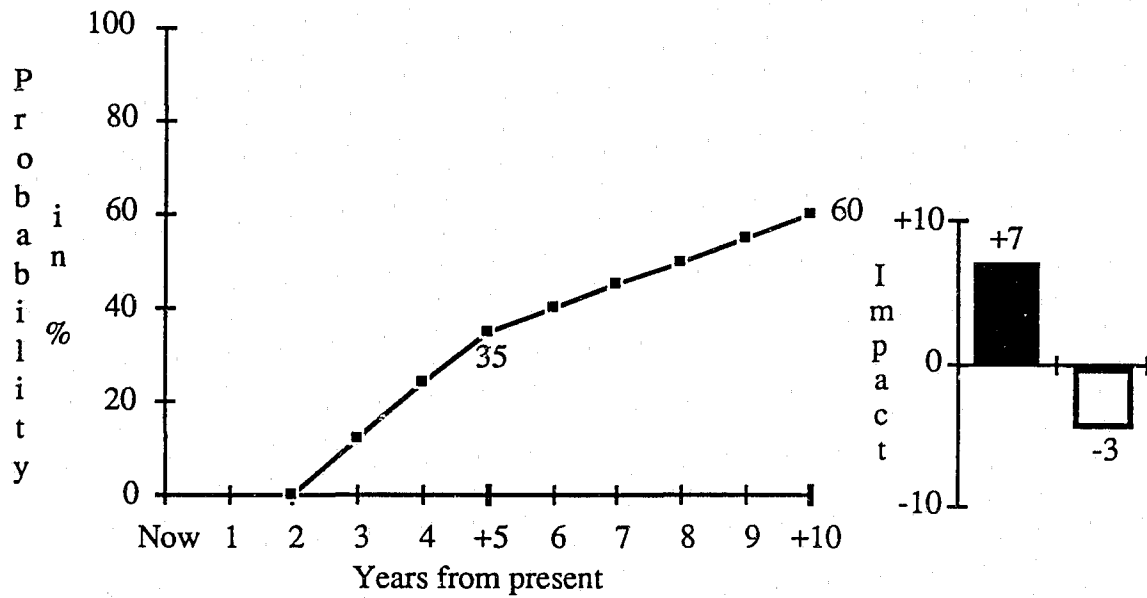
* Forecasts of a six member NGT panel

NOTES ON GRAPHS: These graphs represent forecasts of the significant trends and events identified by the researcher, as forecast by the Nominal Group Technique (NGT) panel. The trend graphs show the direction and magnitude of the trends into the future with a reference to what they were five years ago and are now, which is set at 100 as a base. The "should be" forecast gives direction for desirable change.

The event graphs depict the probability of the event occurring, how long before it is likely to be before it could occur, and the positive or negative impact it will have if it occurs (only median is shown).

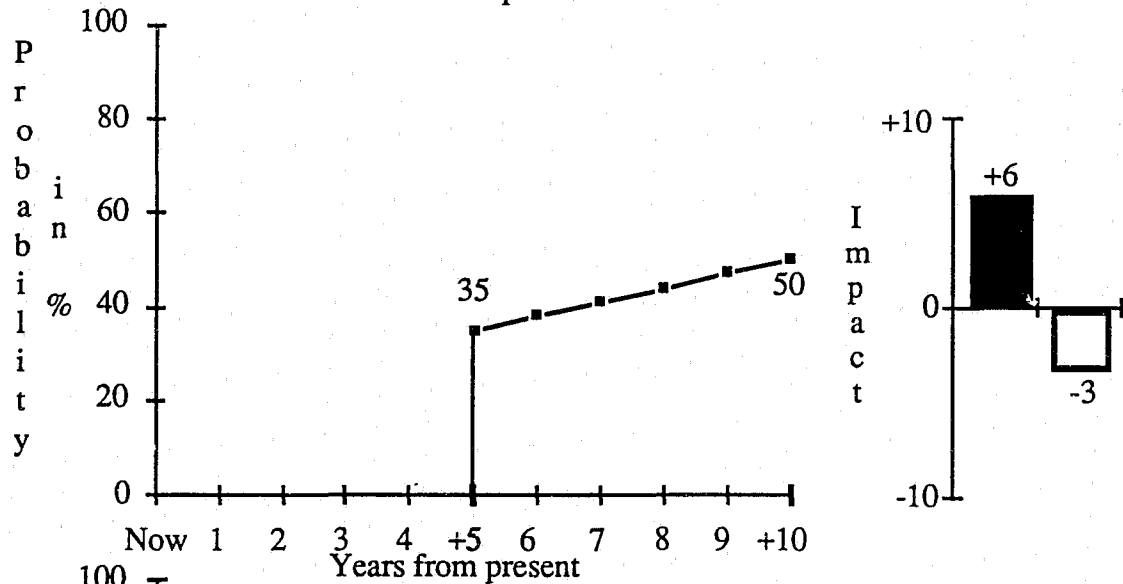
APPENDIX G EVENT FORECAST GRAPHS *

EVENT 1
First non-L E
Hispanic
executive as a
law enforcement
executive

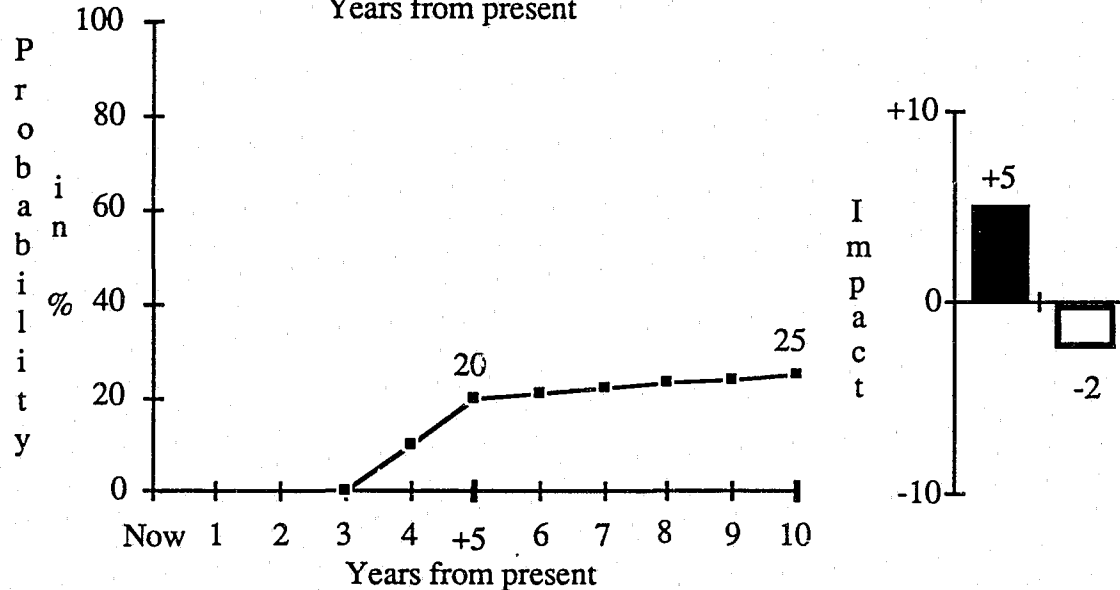


EVENT 2
Opening of the
Mexican border

Median
Should be



EVENT 3
POST expands
Executive
Development
course and opens
it to private
sector

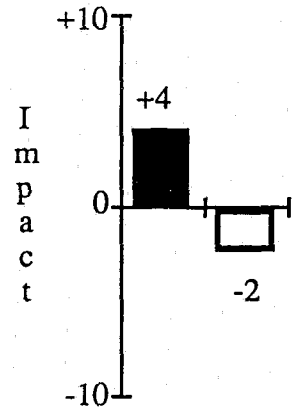
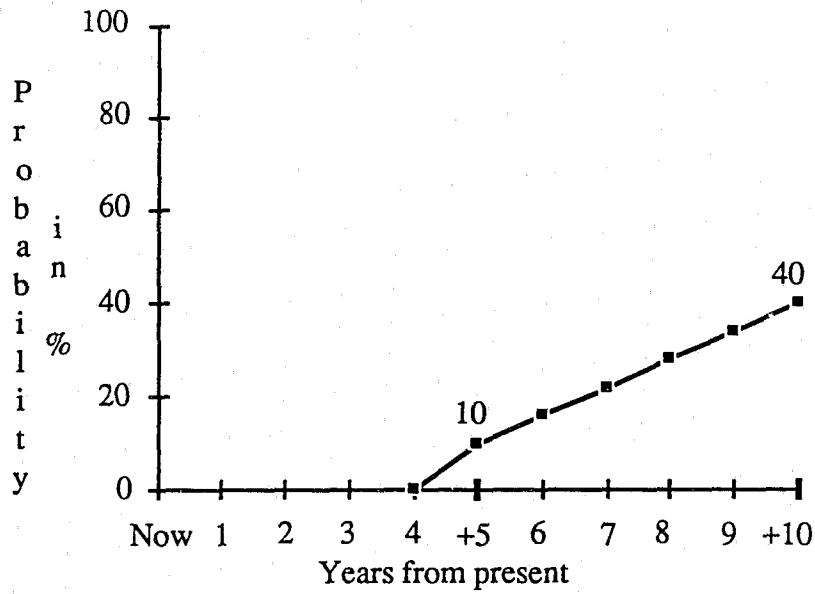


* Forecasts of a six member NGT panel

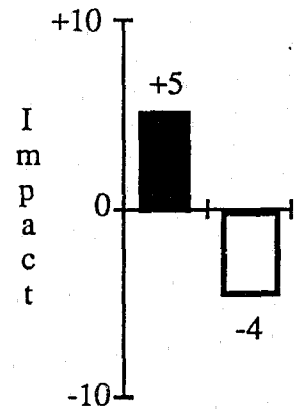
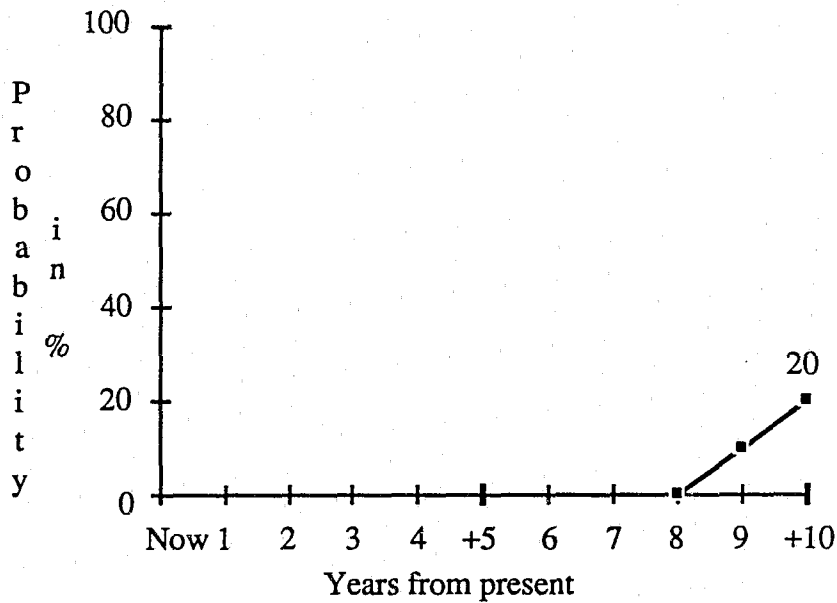
APPENDIX G

EVENT 4
Hispanic
appointed to
POST Executive
Director

■ Median
--- Should be

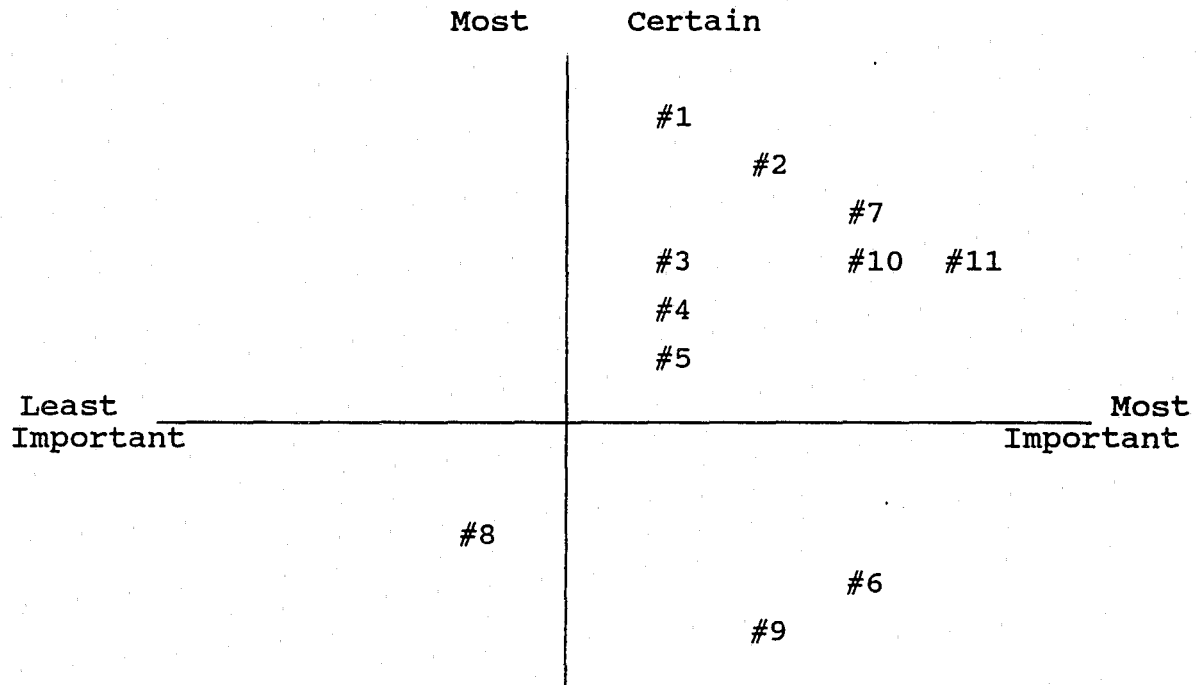


EVENT 5
Hispanic
Governor elected



* Forecasts of a six member NGT panel

APPENDIX H
Strategic Assumption Surfacing Technique Plot



- | | | |
|----------------------|---------------------|------------------|
| 1. LPOA | 4. POA | 7. Chief |
| 2. HAPCOA | 5. POST | 8. Chiefs |
| 3. Private Sector | 6. ACLU | 9. City Managers |
| 10. County Officials | 11. State Officials | |

Appendix I

Critical Mass Commitment Chart

Actors in Critical Mass	Block Change	Let Change Happen	Help it Happen	Make Change Happen
1. County Elected Officials		X →	O	
2. City Managers (Appointing Authorities)			X →	O
3. Latino P.O.A.		X →	O	
4. Hispanic Command		X →	O	
5. P.O.S.T.		X →	O	
6. Hispanic Executives			X →	O
7. Police/Sheriff Associations	X →	O		
8. Military			X O	

Appendix J
Responsibility Chart
R A S I

Decisions and Actions	Actors				
	P.O.A.s	Chair-person	Military Rep	Hispanic	Appointing Authorities
1. Mission	I	R	S	S	A
2. Previous Programs	S	I	S	S	I
3. Community Awareness	I	I	S	S	R
4. Training	I	I	I	R	A
5. Demographic Reflections	I	R	*	S	S
6. Resistance of Outsider Training	I	S	S	S	R
7. Salary and Benefit Packages	I	*	S	S	R
8. Liaison with Private Sector	S	R	S	S	S

R - Has responsibility for an action, but not necessarily authority

A - Must approve and has power to veto the action

S - Must support and provide resources regardless of support

I - Must be informed or consulted before action but cannot veto

* - Irrelevant to the particular action

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