139154

HOW LAW ENFORCEMENT WILL COPE WITH INTER-ETHNIC/INTER-RACIAL VIOLENCE BY THE YEAR 2002

by

Henry Lucas
Command College Class XIV
Peace Officer Standards And Training
Sacramento, California
June 1992

14-0279

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).

HOW LAW ENFORCEMENT WILL COPE WITH
INTER-ETHNIC/INTER-RACIAL VIOLENCE
BY THE YEAR 2002

by
Henry Lucas
COMMAND COLLEGE CLASS 14
PEACE OFFICER STANDARDS AND TRAINING
June 1992

Executive Summary

Section One: Introduction

America has long been a country of immigrants and present day
patterns continue in this vein. Ethnic groups of the past
experienced friction with other groups immediately after entry into
this country, and violence often occurred before a group became
assimilated into American society. Groups speaking a foreign
language and/or belonging to a race other than Caucasian frequently
had problems in acceptance. Recent immigration of groups fitting
this profile has resulted in trends of violent encounters with
other ethnic/minority groups already present. Events noted within
the United States reflect great potential for such conflict, with
a number of ethnic groups involved. California demographics
indicate growing numbers of ethnically diverse groups moving into
urban areas and evidence of conflict and violence from encounters
between groups has been seen in recent years. Much has been
written about anglo/minority conflict, but inter-ethnic/inter-
minority violence has been generally ignored. Serious and
widespread violence involving large numbers of different minority
groups would place law enforcement in a difficult position. Coping
with this problem in the future will require steps taken now.

Section Two: Futures study

As stated above, the main issue concerns violence carried out on a
minority group by another minority group. Violence involving anglo
and minority communities is not addressed. Sub-issues concerned
are: (1) What will the effects be on training needs in the future;
(2) What will the effects be on minority recruitment; and (3)
What will be the role of the minority community in solving problems
of such violence. Nominal Group Technique and Modified Delphi
Technique were used to develop six trends and six events considered
significant to the issues. Trends included: New ethnic groups
infringing on other's territory; minorities in law enforcement;
drug dealing for a power base; regard for human life; language
dissimilarity; and multi-cultural training needs for law
enforcement. Possible events with a significant effect on the

1

issues were found to be: Inter-ethnic riots involving Latinos and African-Americans; regional law enforcement academy having a non-anglo majority; formal multi-ethnic appreciation program by law enforcement taught in public schools; state law mandating civilian review boards for law enforcement; open drug war erupting between African-American and Asian drug dealers; and Asian flight from inner cities due to inter-racial violence. Three scenarios were developed using the forecasts. A normative scenario, a desired and attainable state was described.

SECTION TWO: STRATEGIC PLANNING

Using the normative scenario, a strategic plan was developed for a multi-ethnic city of 250,000 in Southern California. Strengths, weaknesses, opportunities, and strengths of the police department and community were listed. Stakeholders, organizational capability, and use of strategic assumption techniques were used to evaluate the department and environment and readiness for change. Policies developed by a panel included: multi-ethnic appreciation for law enforcement; neighborhood policing; and development of a minority advisory board. A plan synthesizing the three policies was then designed.

SECTION THREE: TRANSITION MANAGEMENT

Those critical to the implemenation of the synthesized plan were evaluated as to readiness for change, capability for change, and level of committment needed to achieve the needed changes. Negotiable points and non-negotiable points were listed, as well as a strategy for accomplishing the task. Upon completion of negotiation, an immediate managment team is suggested to implement the plan, and supporting technologies needed to guide the plan is listed.

SECTION FOUR: CONCLUSIONS, RECOMMENDATIONS AND
FUTURE IMPLICATIONS

The issue and sub-issue questions are answered:
Main issue: Law enforcement will have to adopt policies working closely with minority neighborhoods to accomplish needed change. Information on community needs must be shared with law enforcement and law enforcement needs must be shared with the community. A partnership with the community will have to be forged to increase the acceptance of the law enforcement vocation in order to improve minority recruitment. Areas to be addressed in the future include the roll of the media in inter-ethnic/inter-racial violence, what this type of violence will have on the public's confidence in law enforcement, and the effects of such violence on funding for law enforcement.

APPENDICES

PART ONE - DEFINING THE FUTURE

WILL THE EFFECTS OF INTER-ETHNIC/INTER-RACIAL VIOLENCE HAVE AN
EFFECT ON LAW ENFORCEMENT BY THE YEAR 2002

PART TWO - STRATEGIC PLANNING

A MODEL PLAN FOR A MID-SIZED SOUTHERN CALIFORNIA CITY TO COPE WITH
INTER-ETHNIC/RACIAL VIOLENCE.

PART THREE - TRANSITION MANAGEMENT

DESIGN OF A MANAGEMENT STRUCTURE AND COMMITMENT PLAN FOR
ACCOMPLISHING A PROGRAM TO ADDRESS THE ISSUES.

PART FOUR - CONCLUSIONS

SOLUTIONS ADDRESSING THE PROBLEM OF INTER-ETHNIC/RACIAL VIOLENCE
WILL BE FOUND IN A COMBINED APPROACH DIRECTLY INVOLVING THE
COMMUNITY, TRAINING, AND MINORITY RECRUITMENT.

INTRODUCTION

While much attention has been focused on the conflict between minority groups and the majority group of European/anglo ancestry, little has been concentrated on the growing problem of violence visited on one minority group by another. Future conflict between minority groups caused by inherent differences, and some possible expected effects on law enforcement in California will be examined in this paper.

America has been called a nation of immigrants, melting pot of the world, and home to differing races and numerous cultures. The description has been used for centuries and is still accurate to a large degree. While this nation of immigrants has been forged from a fabric of several cultures, acceptance of new groups has not always been easy. In some years, Irish immigrants were viewed with suspicion; and at other times, German or Italian immigrants were the focus of distrust and hostility.

Friction and violence stemming from cultural differences is not just a problem in the United States. Historic differences between ethnic or racial groups have resulted in infamous crimes of violence: Turkish violence against Armenian groups in the early 1900's, Arabs and Jews currently at odds in the Mideast, and the well documented violence of Serbs and Croat factions in Yugoslavia serve to illustrate the universal problem of inter-ethnic/inter-racial violence currently posing problems worldwide.

Those cultures and races that have differed greatly from the European pattern have faced well documented struggles to gain acceptance in the face of an often hostile majority of noticeably different racial groups. Much effort has been expended in easing tensions between Black and white Americans. In her work White Awareness, Judith Katz explored the role of language in racial conflict by having a group list expressions and/or sayings that contained the word "*white* ("white knight", "white as snow", "whitewash", and so on. The group was to then list expressions/sayings with the word *black*, and then compare and contrast the connotations.[1] Bigotry and conflict are seen as literal matters of black and white. This paper will not deal with that enormous problem, rather this paper will be confined to the rather recent problems of open violent conflict between one minority group and another minority group: **inter-ethnic/inter-racial violence.**

In scanning various news sources for signposts to the future, some note has been taken regarding open conflict between groups of minorities, in urban settings. Groups of individuals that represent one cultural or racial minority have experienced violence at the hands of another group, also of a cultural or racial minority. No region of the United States is immune from inter-cultural/inter-racial conflict and strife. New York experienced difficulty when a young Black child was accidently struck and killed by a car driven by a Hasidic Jew in 1991. In retribution, a Jewish rabbinical student was stabbed to death by black youths outraged by the accident. In an article in the New York Times, James C. McKinley described Mayor Dinkins as being "forced to walk a fine line, with Black protest leaders like the Reverend Al Sharpton crying for the arrest of the driver who killed the boy, and Jewish leaders calling for the arrests of more members of the crowd who attacked Mr. Rosenbaum".[2]

In Miami, Florida, inter-racial/inter-cultural differences resulted in riots when a Miami Police Officer of Cuban heritage, killed a fleeing African-American suspect. While much of the hostile reaction from the African-American community was laid to claims of police brutality, many African-American citizens asserted the killing was motivated by the Cuban-American officer's bias against African-Americans.[3]

In discussing causes of Southern California inter-cultural/inter-racial violence, an editorial in the Los Angeles Times noted that "physical closeness combined with economic and political competition breeds resentment which too often explodes into violent episodes." "Similar tensions led to warfare in Miami and most recently in Washington. In Southgate, Latino parents objected to sending their children to a nearby predominantly black high school; in Compton, African-American city officials resisted hiring more Latinos; in South Central Los Angeles and in South Bay, groups of African-Americans and Latino students have faced off repeatedly in brawls. In Watts, at Martin Luther King Jr./Drew Medical Center, black and Latino employees are bickering over hiring and promotions."[4] Los Angeles County has a population of Latinos that comprise 40% of the total, and they often don't see themselves in the same light as African-Americans who represent 11% of the county's residents.[5] "Its a different culture, a different breed of people. They don't have the same values. You can't get together with them. Its' like mixing oil and water" the president of a black homeowner's association told Councilwoman Rita Walters at a recent neighborhood forum. Cultural collisions, often violent,

occasionally fatal, are occurring every day." "Hostility between black residents, and Korean shopkeepers, Latinos and Blacks vying for jobs at Martin Luther King Jr./Drew Medical Center, interracial fighting at a Lawndale High School, and repeated charges of police brutality against minorities- all this is disturbing the city's peace in a way that has some political dimensions recalling Watts.[6] The celebrated case of Soon Ja Doo, a Korean born grocer who shot and killed Latasha Harlans, a teen-aged African-American student serves to put a finer point on the concern about future inter-cultural/inter-racial violence in this region.[7] Miami, Florida; Washington, D.C.; New York City; Los Angeles have all experienced incidents of this sort. Predictions of widespread rioting and violence with racial motivations have been made in recent years. Dr. William Tafoya, an FBI agent and law enforcement futurist feels such large scale violence is probable by the late 1990's. The rioting "will not be spontaneous outbursts by poor people protesting their lack of a piece of the American dream, but instead will have racial overtones".[8] As this paper was being written, massive riots with inter-racial overtones were taking place in Los Angeles, with over forty-five deaths, and property losses nearing three quarters of a billion dollars.

In 1990, the City of San Bernardino experienced serious violence from racially motivated rock and bottle throwing crowds-those involved were black and Latino students.[9] Custodial facilities run by law enforcement often find racially motivated strife, and not the black/white variety so typical in the past. Several hundred black and Latino inmates in a correctional facility in Riverside County became involved in open violence and the entire road camp was burned to the ground.[10]

Many areas in Southern California have large numbers of varying racial populations. The County of Los Angeles has a Latino population estimated at 40%, a black population of 11%, and an Asian group that numbers 11% of the city total. The City of Los Angeles has minority groups that represent even more of the population.[11] The size of such groups alone call attention to their potential effects on city government, but if the possibility of friction between minority members of that community exists, serious problems could well face law enforcement in the future.

In that inter-cultural/inter-racial violence would depend on the clash of differing cultures and races, a look at our current population make-up may shed some light on how homogeneous

3

or heterogeneous the population of Southern California is, what it is expected to become in the future, and where they may come to live. National expectations are that one in three residents in the United States by the year 2000 will be a minority. Major growth in the American population will be due mostly to immigrants arriving in this country and that growth will be felt in the public service domain.[12] Other predications indicate the urban minority underclass will continue to grow, the labor force will become increasingly multi-cultural, "and that Asians, African Americans, and Latinos will seek greater political influence commensurate with their growing share of the U.S. population".[13] These demographic factors are expected to produce fertile grounds for clashes between minority groups.

The above information indicates that law enforcement administrators should consider the effects on their respective systems. This study will be directed at the issue of what the effects of inter-ethnic/inter-racial violence will be on law enforcement by the year 2000 in mid-sized cities. Sub-issues to be explored are:

1. What will the effects of inter-racial/inter-cultural violence be on training needs in the future? Occurrences of violence between minority groups will probably require techniques, processes, and approaches that differ from current practices in dealing with crime. Demands on budget, time, and personnel connected with training will have to be considered.

2. What will the effects of inter-racial/inter-cultural violence be on minority recruitment by the year 2000? Significant efforts have been made in the last twenty years in recruiting personnel to ensure the workforce more accurately reflects the community at large. Marked increases in minority populations could increase the pressure to hire more people who represent the community population pool.

3. What role will the minority community play in solving problems of criminal violence? As the causes of inter-racial/inter-cultural violence lie in the social perceptions of two or more groups, some solutions might well be found in those same areas.

This paper will examine the possibilities of the future, weigh the probabilities of particular trends and events that could occur, and consider the effects each trend and event could have on others. After exploring possible future trends and event, a brief sketch of possible future society will be drawn. Methods of coping with the future will be discussed, plans for making a transition into the future will be laid, and techniques for completing the move into the prospective future will be described.

PART ONE

DEFINING THE FUTURE

DEFINING THE FUTURE

The Future

While there is no method of accurately foretelling the future, there are ways to develop information that can provide ideas on what we might expect in the future. Some processes can be utilized to apprise the reader of the probability of a forecast coming true, and when the development may occur. Coping with any challenge or problem hinges greatly on planning to avoid the problem, methods of coping if avoidance is not possible, or planning to bring an alternative future to reality. In this study, methods of coping with inter-cultural/inter-cultural violence by mid-sized agencies by the year 2002 will be addressed. A mid-sized agency is taken to mean a law enforcement organization serving a population of 100,000 to 200,000.

As used in this study, the issues will be confined to the occurrences, the effects, and techniques of addressing inter-cultural/inter-racial violence in mid-sized cities by the year 2002.

SCANNING THE FUTURE

The Process

Development of lists of possible trends and events that could be anticipated in the future was a function assigned to a group of individuals with some interest and experience in the area of minority relations. In this study, a process called the Nominal Group Technique was used to develop a list of significant trends and events related to the issues. A profile of the panel used and a brief summary of the process can be found in Appendix 1. A lengthy list of trends and later, events, was generated. A system to determine the most significant six trends and events was then used. A graphical depiction of the issue and how it is connected with the sub-issues can be found in the Futures Wheel in Appendix 2. The original lists of trends can be found in Appendix 3. Those trends considered to be the most important to the issues under study are listed below:

1. **New ethnic groups infringing on other group's territory.** *The degree to which new groups of ethnically different immigrants often settle in urban areas where historically older groups have established neighborhoods.*

2. **Minorities in law enforcement.** *The number and rate of hiring of ethnic minority officers in law enforcement.*

3. **Drug dealing by groups for power base.** *Territorial sovereignty built on the dealing of drugs by an ethnic group to produce money, prestige, and power.*

4. **Regard for human life.** *Regard for the individual human life. The implicit value an individual places on his/her life and the lives of other people.*

5. **Language dissimilarity.** *Immigrants arriving in this country often do not speak the same language as those who live around them. This trend regards the level of linguistic dissimilarity found between immigrant groups and those ethnic/racial groups where the immigrants settle.*

6. **Multi-cultural training needs for law enforcement.** *The level of multi-ethnic training needs that law enforcement needs to effectively deal with multiple ethnic/racial groups.*

After obtaining a list of trends the group felt most significant and important to forecast, a listed series of events was similarly drawn using a similar group process. That original list of events can be seen in Appendix 4. From that list of thirty-one events, six events were considered by the group to be most valuable to predict. These events were felt to have the most potential for affecting the issue and sub-issues under study. The events selected by the group were:

1. **Inter-ethnic riot occurs-Latino versus African-Americans.** *Occurrence of a riot involving hundreds of Latino residents in an area heavily populated by African-American citizens.*

2. **Regional law enforcement academy has non-anglo majority in classes.** *A regional law enforcement academy in California has two or more successive classes with less than 50% anglo students.*

3. **Formal multi-ethnic appreciation and awareness program developed by law enforcement for use in elementary schools.** *Development of a formal program by law*

enforcement stressing awareness and appreciation of the multiple cultures and races in the region. Similar to drug awareness programs currently used in elementary schools. Programs would have a positive approach and would teach children to appreciate differences in cultures and races.

4. State law mandates civilian review boards. *A state law is enacted compelling all law enforcement jurisdictions to submit to regular review and advisement by boards of civilians elected or appointed to represent the citizenry of a given locale.*

5. Open drug war erupts between African-Americans and Asians. *Traditional drug markets served by African-Americans in the inner city are disrupted by open warfare with Asian drug dealers who begin to move cheaper products into those markets with greater efficiency.*

6. Inter-ethnic violence causes flight of Asian owned retail businesses from the inner city. *The level of violence committed on Asians and Asian owned retail businesses causes major flight of these businesses from the inner city.*

Future Forecasting

Upon completing the lists of six trends and six events felt by the panel to be most significant to the issues in question, a separate panel of nine individuals was used to do the forecasting of the trends and events. Those on the panel were selected for their experience in law enforcement management, or education and background in the area of law enforcement relations with minority groups. A list of those participating is found in Appendix 1. In this process, the Modified Delphi Technique, trends were assessed as to the level they were five years ago, the expected level five years from now, and the expected level ten years from the present. Anticipated effects on the issues were then estimated and were listed as positive or negative levels. Graphical renditions of the forecasted trends can be found in Appendix 6. A table showing the range of forecast levels can be seen in Appendix 5.

Evaluation of Trend Data

TREND 1: **New ethnic groups infringing on other's territory.** This trend was defined as the trend of newer groups of ethnic/racial minority groups to move into community areas where other minority groups have already established a presence. Feelings of territorial invasion often develop in the groups with the established presence, and some feelings of defensiveness on the part of the newcomer groups tend to initiate or aggravate conflict. The median forecasts on this trend indicate little difference between what is felt to be the future and the ideal rate and direction of this movement. Indications are that this condition will increase at a moderate rate for the next ten years, and the ideal rate and direction would be only slightly lower than is expected. New settlement in older areas is not felt to be a problem by itself. Some comment from the initial panel indicated that there could easily be an ability to share knowledge and mutually cooperate on economic and social matters to bring a stronger community.

TREND 2: **Minorities in law enforcement:** This trend concerns the number and rate of minority employment within sworn police ranks in the future. There was, again, a close relationship between what was seen as the future and what was felt to be desirable. While the number of minority officers, supervisor, and managers will grow, greater efforts to bring more minority employees into the ranks at faster rates should be made. All agreed that the level of five years ago was unsatisfactory and was lower than today.

TREND 3: **Drug dealing by groups for a power base.** Some minority groups have used drug dealing in various areas to build, consolidate, and hold social and physical control over their geographical territories. The panel felt this was going to grow in the future, though it was considered to be a trend that should be drastically reduced. While the level in ten years was expected to rise a third over what we currently experience, the panel felt the level of drug dealing for a power base should be cut 20% from the current level.

TREND 4: **Regard for human life**: This trend was listed by the original panel as a trend with immediate effects on the issues in question. In forecasting the direction and magnitude of this trend, a pessimistic outlook prevailed. Regard for human life was felt to have been greater five years ago by twenty percent. The positive regard for a human life was forecast to become ten percent less in five years, and decrease another ten percent at the end of this decade. Not surprisingly, the panel felt the value for human life should ideally increase by at least half again what it is at the present. A decreasing regard for human life bodes ill for resolving the expected problem in inter-ethnic/inter-racial violence.

TREND 5: **Language dissimilarity.** Most minority immigrants coming to the United States have a native language other than english. This trend concerns the frequency of linguistic variation between immigrants and their new neighbors. For example, students in the Los Angeles Unified School District are a culturally diverse lot. Immigrants moving into the district's 700 schools speak 81 different languages and represent at least that many cultures.[14] When combined with the trend of living in areas where other minorities have previously settled, and often where other languages are dominant, the potential for alienation, suspicion, and conflict increases. A steady increase in dissimilarity of language was forecast by the group, and a twenty percent increase over the present rate is expected. By the end of ten years, that level is expected to increase to half again the level of language difference seen in minority areas today. The panel saw little difference in expected rates of increase and what is desirable.

TREND 6: **Multi-cultural training needs for law enforcement.** Five years ago the training needed by law enforcement to effectively operate in minority communities was only three quarters that of the present, according to the panel. The needs of today are expected to rise steadily in the next ten years at a relatively constant rate. By the end of the decade, these training needs will rise by another seventy five percent from the present, if the issues under study are to be resolved. While the expected needs are to increase at a steady rate, the panel felt the desirable level should be only slightly below the expected needs. There was no feeling that this trend should be blunted, rather, the rate of increase should be slowed to allow satisfaction of the needs forecast.

Evaluation of Event Data

Event data was plotted on graphs similar to those constructed for illustrating the trends given above. The event graphs can be found in Appendix 7 at the back of this paper. Appendix 8 at the back of this paper shows the ranges of event forecasts made by the panel.

EVENTS:

EVENT 1: **Inter-ethnic riot occurs-Latino versus African-Americans.** Prediction of a riot involving Latino and African-American residents was made by the initial panel in response to perceived frictions between these groups. Political, and often economic, competition has been noted in areas where two or more separate cultural/racial groups coexist.[15] The panel median felt such an event to be uncertain at a forecasted probability of fifty percent. Its occurrence is not felt possible for at least four years. A sixty five percent chance of probability was assigned by the end of ten years. Should it occur, the effects on the issues would be extremely negative, with a scale of eight on a negative scale of ten given. The fifty percent chance of probability of this happening within five years makes this event very uncertain in forecast.

EVENT 2: **Regional academy has non-anglo majority classes.** A regional California law enforcement academy with such a class structure was felt to be some time off. The median forecast indicated a probability of only twenty-five percent in five years, and only occurring at least four years from now. The chances of such academy classes would rise to seventy-five percent within ten years, according to the median panel forecast. While the potential of such an event was felt to increase only in the future, the effect on the issues was seen as positive. The panel rated the positive level of this event as seven on the ten point scale, and only one point on the negative rating.

EVENT 3: **Formal multi-ethnic appreciation program by law enforcement for use in schools.** This event was not seen as having a chance of occurring for at least three years, and had a fifty percent chance of happening within five years. By the end of ten years, the

11

probability of such a program was felt to rise to eighty percent, a significant forecast. The effect on the issues in question were extremely positive, reaching nine on the scale of ten. Such a program could go a long way in promoting understanding between ethnic groups in the impressionable school-age years of youth.

EVENT 4: **Existence of a state law mandating civilian review boards in California.** Of the nine panel members, one member from an educational institution in another state declined to forecast this event due to some unfamiliarity with state politics. The remaining eight panel members forecast a median thirty percent probability of the event occurring within five years, with no chance of this happening before that time. At the end of ten years, the probability was felt to rise to fifty percent, making this event very uncertain as to its chance of happening. Surprisingly, panel members felt such an event to have some positive effects on the issues in question, as well as considerable negative effects. The median positive effect rose to a level of five on the scale, and a negative value of seven.

EVENT 5: **Open drug war erupts between African-Americans and Asians.** This event was feared to be wholly negative in effect on the issues connected with inter-ethnic/inter-racial violence. The panel rated the effects at a maximum ten on the negative scale, with nothing positive noted. Probability of this serious event occurring within five years was given a median forecast of twenty five percent, and not likely to occur until at least two from the present. By the end of ten years, the probability of this event was felt to rise to fifty percent. It seems the panel felt the event to be relatively unlikely to happen in the next five years, but it was uncertain as to the possibility at the end of the decade. Should it occur, however, there would be very serious negative consequences on the issues.

EVENT 6: **Inter-ethnic/inter-racial violence causes Asian flight from the inner city.** Such an event was not seen as likely within the next three years, and it was given only a thirty-five percent chance of happening at the end of five years from the present. Probability rose to sixty percent at the end of ten years, and this makes this event a bit more likely to happen than not. As might be suspected, the effects on the issues, if it did occur, would be quite negative.

A negative score of eight was given the event, and nothing positive was felt to come from this, should it come true. It should be noted this forecast was made prior to the Los Angeles riots of late April 1992.

Cross Impact Analysis

The real world does not experience events in a vacuum. In this study, the events and trends were plotted on a Cross Impact matrix in order to determine what effects each event would have on the remaining events and trends, and to what degree that effect could be. The matrix used can be found at the back of this paper in Appendix 9. Three panel members participated in the cross impact analysis and the mean estimated forecast was used to complete the table. In constructing the table, it was noted that two events produced marked effects on the other trends and events. Formation of a multi-ethnic appreciation program by law enforcement for use in the public school system seemed to produce effects on all but one trend and every event listed. Occurrence of an inter-ethnic riot involving Latino and African-American factions was found to be the second most influential event. This would produce effects that were negative and nothing positive could be expected to result. This would negatively impact the rate of minority officers in law enforcement, and cause greater pressure on training needs.

Of the events and trends most influenced by the other events, two trends and two events were most notable. Multi-cultural training needs for law enforcement (T-6) and the regard for human life (T-4) were the two trends most affected by the listed events. As previously stated, minority violence will create more training needs. Inter-ethnic violence causing Asian flight from the inner city (E-6), and commencement of an open drug war between African-Americans and Asians (E-5) were events that would be most affected by the occurrence of the remaining events. Such flight from urban areas will only frustrate attempts to recruit and retain minority officers. In looking to the future, it might be wise to watch for the signposts of the "actor" events noted in the above analysis. The matrix illustrates the effect each event is expected to have on the other events and trends considered to be significant by the panel. Those events that cause an effect on other events are termed "Actors" and those impacted are listed as "Reactors" in the matrix. The numbers in each cell indicate the percentage increase/decrease in probability

the event or trend is expected realize should the event impacting it occur.

Future Scenarios

By using the foregoing information on future trends and events, three scenarios of the possible future can be developed. These scenarios could be used by law enforcement managers in painting a picture of what the future may look like for purposes of anticipation and planning. The geographical setting for the scenarios is a fictitious Southern California city (Lakeside) with a population of 250,000, of which the Anglo population is fifty percent, the Latino population is thirty percent, African-Americans comprise fifteen percent, and Asians (mostly recent immigrants) represent the remaining five percent. Three scenarios will be drawn: exploratory, or "most likely" future; hypothetical or "what if" future; and a normative "desired" (and attainable) future. Each scenario will be preceded with news headlines that could be expected in the era represented.

Exploratory- "Most Likely"

"Four Killed In Loma Sola As Latinos and Blacks Battle In Streets"

"The Loma Sola section of the city reverberated to the sound of hundreds of shots fired in the night as groups of Latino youths fought with young African-Americans. Roving bands of young males engaged each other in armed confrontations in response to the killing of Latina toddler Lourdes Melendrez outside her home two nights ago. The child was struck by a bullet reportedly fired from a passing car occupied by members of the "Rolling Forty Creedmore Crips". Officers called in from off duty were unable to control the armed violence and had barricaded entry into the mile square area affected by the deadly confrontation."

Tensions in the Loma Sola area were nothing new to the Lakeside Police Department. Drugs had been used and sold in the streets there for the last twenty years. That community was predominantly Latino, but over a third of the residents of that area of Lakeside were African-American. Jobs in the commercial areas surrounding the Loma Sola section were few and paid minimum wage. Competition for the available vacancies was keen and often pitted Latino versus African-American. Friction often developed when the African-American population was

14

overlooked by elected officials who responded with programs for non-English speaking residents rather than funding programs focusing on improving education and work skills of the black third of the community. Many claimed government services went mainly to recent immigrant populations, while those who had spent generations in urban ghettos and barrios were ignored.

Police administration had been pressured publicly to mediate the conflict. The Latino community had demanded that only Latino officers be deployed in the area to handle problems, as Anglo officers were said to have no sense of the culture or language needed to effectively communicate with the majority of citizens in Loma Sola. Black citizens threatened to picket City Hall if more Black officers weren't hired to patrol Loma Sola, and openly called police officers prejudiced and bigoted in response to obvious crimes committed on African-American residents of Loma Sola. The Chief was hard pressed to handle the open insurrection of the mile square neighborhood of Loma Sola, much less effectively serve the remaining 220,000 citizens of Lakeside. Manpower was stretched to the limit with the wave of current problems, budget restrictions prevented hiring of more officers, including increased levels of minority recruits, and with the intensity of current difficulties, he was unable to develop an aggressive program to hire minority officers in significant numbers. It was getting very difficult to hold the civil fabric of the city together with the limited resources at his disposal. The Chief wished he had been more forceful in pushing programs aimed at increasing the number of minority officers in years of better funding. He also wished the City Human Relations Commission had done a better job of promoting harmony within the community, and in promoting the value of individual human life. Prevention of conflict among minority groups was considered to be a police problem, anyway.

The Chief wondered where he was going to get the resources to effectively put a lid on the open warfare going on in the mile square Loma Sola area of town. The near future held little promise of relief. Groups of Latino residents and African-Americans had filed claims against the city alleging police brutality, unnecessary force, and violation of civil rights arising from police actions taken in enforcing laws to stop the ongoing violence. Known drug dealers capitalized on this by urging residents to refrain from reporting crime to the police, saying police would do nothing for inner city dwellers anyway. It seemed the more successful the drug dealer, the more people listened to the warning. The Chief knew those claims would surely result in Federal court cases with a number of hungry attorneys pushing for maximum damages in those cases. Lakeside just wasn't going to be the same city it had been at one time.

Hypothetical-"What if?"

"Peruvian Immigrants Picket Immigration Service Over Housing Assignments"

Hundreds of Peruvian immigrants from South America massed outside the Lakeside office of the Federal Immigration and Naturalization Service on Iowa Street yesterday to protest their assignment of housing located in various sections of the city. The consensus of the picket leaders in front of the local office indicated the immigrants, many of whom had only been in this country a few months, should be permitted to settle in the Loma Sola section of the city. Large numbers of Spanish speaking families have lived there for generations, and while not originating from South America, would have more cultural commonality with the newly arrived residents than found in the population at large. Pickets state they want to be permitted to live with other Spanish speaking people while they learn to adapt to life in America. Federal policy mandating where immigrants can live upon entry into the U.S. is seen as unfair and inhumane. INS sources have previously stated the policy is necessary to speed assimilation into mainstream U.S. society, and to guarantee homogeneity of the population.

Chief Banks of the Lakeside Police Department shuffled through the latest budgetary

updates, paying particular attention to the account totals left in the overtime accounts. Some overtime had been expended in maintaining order at the immigration office while recent U.S. arrivals protested the mandatory assignment of housing throughout the general population. He thought back to the 1990's when the flood of new arrivals was given minimal financial assistance and little education to aid the absorption of newly arrived immigrants into the mainstream of American life. The inter-ethnic riots of the late 90's spurred the ratification of laws designed to prevent large numbers of ethnically different groups from forming concentrated communities. While those new arrivals felt isolated in the general community away from others from their homelands, they were definitely encouraged to adapt to the ways and lifestyles of their neighbors. Chief Banks knew most of the discomfort was experienced by the adults and less so by the children of immigrant parents. Adaptability was a characteristic of the young, and those children did not have decades of culture and language to unlearn. The federal government spent large sums on education, job training, and counseling to assist the adult arrivals and the Chief was convinced this was more an investment than an expense. Rather than having officers learn about the extensive variety of cultures represented in the community, funding went to teach new arrivals of the American way of doing things, and what was expected of them if they were to remain in the United States. The police profession had years earlier stressed the ways and means of abetting acculturation of immigrants by concentrated training programs teaching officers about cultural differences of immigrant groups and how to promote their absorbtion into the American mainstream. Conflict with neighbors was minimal, as gatherings of immigrants from the same country was thwarted significantly by geographical separation. There was no section in Lakeside that called itself "Little Saigon", "Little Havana", or "Chinatown". Those

17

few numbers protesting assigned housing were relatively easy to deal with. While there was some merit to claims of a loss of freedom and loss of cultural identity, the overall tranquility of the city depended on a homogenous, and frankly bland, culture. With such dispersal, came difficulty for groups attempting to build a financial and political power base through drug trafficking, as such was quickly noticed and reported by neighbors with little allegiance to one ethnic group or another. Inner city crack dealers with pounds of gold jewelry and pricey cars were a thing of the distant past as tolerance for such behavior became non-existent, and threats of retaliation from friends and associates of drug dealers became extremely difficult.

Normative-"What should be and is attainable"

"City Readies Itself For Culture Awareness and Appreciation Week"

Lakeside officials gathered in City Hall to kick off the city's week of celebrating the variouss ethnic cultures representing Lakeside's varied population. A sprawling fair will take place on the Main Street Mall, with displays, food booths, musical groups, and native crafts from various lands represented by Lakeside's citizens. Much of the organization has been accomplished with assistance from representatives of the various communities within the city working in conjunction with elected representatives at City Hall, Lakeside Police, and the Public Works Department.

Ethnic harmony had not always been the order of the day in the City of Lakeside. Holding a fair on Main Street would have been extremely dangerous in the early 90's, with open warfare between drug dealing gang members, and a population of mutually wary ethnic groups who went out of their way to frustrate police efforts to control members of their respective circle. Years of effort in creating an awareness and appreciation of the various cultures and races found within the city limits had paid off. Education programs designed to teach officers about the various ethnic populations was effective. Not only was there an awareness and appreciation for the varied populace of the city, there was an awareness and appreciation for

18

what law enforcement did on the part of the citizens. One unanticipated offshoot of the police sponsored programs was an apparent increase in the regard for human life. Homicide rates had dropped to half the rate common in the mid-90's, and gangs were hard pressed to recruit new membership of youth with low self esteem. While there were several neighborhoods that had concentrations of different ethnicities living in close proximity, each ethnic group knew about and accepted the differences of their neighbors. Suspicion over the lifestyles of the newcomers diminished within a few years, and better yet, suspicion over what the police did and how it was done decreased markedly. Budgets were still slim, resources were still limited, but time and effort at promoting ethnic harmony throughout the city had paid off with a decreased number of violent crimes, an increase in the number of minority officers working for the police department, and greater levels of cooperation between the police department and the school district in areas of mutual interest. Funds spent developing and carrying out programs to foster ethnic and racial awareness were now seen as an investment in the future, rather than a burden on the system. Chief Banks of the Lakeside Police Department appreciated the chance the city council had given him when he proposed his cooperative community programs in the early 1990's.

PART TWO

STRATEGIC PLANNING

STRATEGIC PLANNING

Defining the future, forecasting likely changes, and developing possible future scenarios were accomplished in the first part of this paper. Using those methods to form an idea about future conditions will assist in deciding on what tools might be needed to solve expected problems. In doing this, the normative scenario will be selected as a basis for a plan of action.

Selected Scenario

In moving toward the future, the normative ("What should be, and is attainable") mode was selected. In commenting on the strategic planning process, Bernard Taylor of the Henley Management College in Great Britain states "Planning is seen as a *process* through which individuals and teams can learn to cope with an unpredictable and rapidly-changing environment. The fact that a forecast or a plan turns out to be wrong is therefore not an indication that the management is incompetent or that planning is not feasible, but rather as confirmation that we are living in an uncertain world and we need to reassess our situation continually."[16] In this light we will address plans to cause the foregoing normative scenario to come true.

The Model

Lakeside Police Department, described earlier, will be used as a model for programmatic changes. Lakeside is a fictitious model a southern California city with a population typical of the region. Latino residents comprise thirty percent of the population, the Anglo population presently represents fifty percent, African-Americans are fifteen percent, and the remaining five percent is Asian, most are new arrivals to the U.S. Total population is 250,000 within the city,

and the Standard Metropolitan Statistical Area in which the city is located has a similar population of 2.7 million people. Industry in the area is light, some defense contractors still exist, but with greatly diminished workforces, and the service jobs are relatively low in pay. The community supports law enforcement goals, but the police budget consumes the largest portion of the general fund revenue. Newspaper coverage of law enforcement is usually limited to some type of police mismanagement or misconduct, although feedback to the press would indicate that citizens are aware of the purposeful negative slant. Housing is less expensive than that in Orange and Los Angeles counties, but is far from being inexpensive. The Lakeside Police Department has three hundred twenty sworn officers, one hundred sixty three assigned to the Patrol Division, and it services an area of eighty square miles.

Mission Statement

Every organization should have a formal mission statement as a basis for making the organization's basic purposes known. In this case, Lakeside Police Department has a mission statement that says:

"It is the duty of the Lakeside Police Department to ensure the peace and harmony of this diverse community by promoting a safe and amicable existence for all residents. Service shall be delivered by professional police officers who recognize and appreciate the value of cultural diversity in the community. To those ends, these objectives shall be sought:

1. An ongoing program to ensure a workforce representative of the community in which they serve.

2. Cooperation and consultation with citizens to ensure programs consistent with community needs.

3. Periodic, and regular, in-service training of all employees to produce a professional officer capable of working with all residents within the community to carry out his/her duties.

Environmental Analysis

In developing a strategic plan to deal with an expected future, an analysis of the organization and the external world is necessary. In discussing strategic planning styles, Bernard Taylor defined this type of analysis stating it "provides a series of check-lists for auditing the company's strengths and weaknesses, and the opportunities and threats in the business environment".[17] For purposes of analyzing the external and internal environment, stakeholder identification and assumption mapping, a Modified Policy Delphi panel was used. These individuals were from an agency very close to the Lakeside model, and were not part of the initial panel. The panel and a summary of the process is found in Appendix 10. Lakeside Police Department and the environment were analyzed to determine its opportunities, weaknesses, threats, and strengths in relation to dealing with the issues.

External Community

Opportunities

a. **Racially/culturally mixed population**

b. **Generally positive feelings toward police goals**

c. **Rapidly developing area**

d. **Three university/college campuses nearby**

e. **Positive working relationships with schools, health agencies**

Because the community is racially and culturally mixed, action taken to address the issues

22

of inter-ethnic/inter-racial violence is expected to be welcomed. Much of the recent growth in population is from immigration from a number of countries, and those arrivals could be expected to include concerned community leaders. General positive feelings toward police goals and a good working relationship with the school system and other public agencies will enable multi-faceted programs to be carried out. Assistance in statistical profiling of the area, the people, and the problems could be obtained from the colleges and universities nearby. Any program that involves participation of district schools could be expected to be met with an affirmative attitude.

Threats

a. **Rapid rate of immigrant population growth**

b. **Limited budgetary resources**

c. **Growing gang presence with accompanying violence**

d. **Poor relations with local press**

Because of the rapid population growth from immigration and the limited budgetary resources, initiation of new programs is difficult to accomplish. The growing gang presence from the urban areas to the west only compound problems in that it is difficult to concentrate on innovative solutions when the level of violence is rising on the streets. If there is any decrease in enforcement activity on the street, the citizens could well see the police department as being unable to help them. The press would seize this and would do what it could to degrade the public's perception of law enforcement as this seems to sell newspapers, and encourages responses, both positive and negative, to the editors.

Organizational Profile

Strengths:

a. **Administrators willing to experiment with policy**

b. **Department-wide desire to work proactively**

c. **Fair balance of race and gender throughout department**

d. **Well educated and trained officers**

e. **Willingness to work in high crime/low income areas**

Organizational structure at this time would permit some experimentation in the area of newly designed programs that might prevent crime and violence rather than fight it after it occurs. Those who deliver services at the street level prefer to be proactive and would cooperate with administration in working with neighborhoods to reduce tensions. Many of the officers at the street level are willing to work in high crime areas to solve problems. While this would seem to stack the deck in favor of easy change, there are some hurdles to overcome.

Weaknesses:

a. **Limited budget**

b. **Inadequate minority recruiting program**

c. **Too few officers to answer all calls**

d. **Training mostly restricted to state mandated programs**

e. **Few contacts with some minority groups**

While there is a good representation of the community present in the workforce, there has not been much emphasis placed on minority recruiting in the last few years. Tightening budgets, increased unemployment, and numerous applicants for openings have combined with fewer job openings to slow minority hiring. A rising population has not been met with increased personnel levels, and only the more serious calls are being answered. Too often calls of minor neighbor disputes are not handled expeditiously, and some of those calls result in needless tension between differing minority groups. It is difficult to be proactive when services are stretched to the breaking point. Training programs are put on hold and formal policies involving the community are the first to suffer from budget and manpower restrictions.

Stakeholder Analysis

The panel identified an extensive list of stakeholders and made significant assumptions as to attitudes/beliefs each holds regarding policies of change, particularly regarding the issues presented. The list of stakeholders and assumptions can be found below. A graphical depiction of the most significant stakeholders and their assumed positions regarding a program to deal with the issues can be found in Appendix 11, the Stakeholder Assumption Map.

1. The Lakeside City Council

24

a. *Positive interest in achieving harmony within the city.*
b. *Would like to reduce strain on budget by reducing calls for service.*

2. Lakeside Community Relations Commission

    a. *Want to be seen as accomplishing understanding and acceptance of all residents.*
    b. *Need to be recognized as civic leaders within neighborhoods.*

3. Established minority political action groups (MAALDEF, NAACP, Pacific Citizens League)

    a. *Primary interest in own group, sometimes at expense of other groups.*
    b. *Want to limit effects of discrimination on minority groups.*

4. Police Administration

    a. *Need to achieve departmental goals efficiently, limit resource drain.*
    b. *Like credit for successful programs.*

5. Police Officers Association

    a. *Want fairness to all officers and equitable work distribution.*
    b. *Desire to shield officers from petty and false complaints of abuse.*

6. News media

    a. *Desire to sell more newspapers.*
    b. *Want to promote liberal views of government.*

7. School district

    a. *Need to successfully educate and socialize minority students.*
    b. *Desire a safe and tranquil school setting to accomplish goals.*

8. Middle class Anglo groups

    a. *Would like to see more proactive/preventive patrols in neighborhoods.*
    b. *Need to feel safe while walking the streets.*

Most of the stakeholders were obvious in their interest in the issues under study in this work. In discussing the matter, panel members concluded that while the Community Relations Commission had an interest in achieving peace and order in neighborhoods throughout the city,

they also may feel police initiative in the matter could be a threat to appropriate political recognition of their efforts at achieving the same thing. If they felt slighted in the process of developing policies or practices to achieve the desired ends, they could block processes for change. This made the Commission a potential stumbling block or "snaildarter". The other stakeholders were considered to be at least neutral in outlook for changes that could deal with the issues presented, and in many cases, were felt to be quite positive. Stakeholders within the city government, police officers, police administration, including the community relations commission, seemed to be positive toward any changes in improving harmony within minority ethnic/racial neighborhoods. Established minority political action groups were felt to be positive, though at this time their active support is not necessary. Their opposition to such a plan would tend to give them bad press and this is not desirable for them.

Alternative Strategies:

The panel then explored ways to cope with or mitigate the problem of inter-racial and inter-ethnic violence of the future. A series of ten strategies to handle the problems was suggested. Those strategies were then evaluated using weighted scores to indicate those more desirable than the others and the list of ten was reduced to the three that seemed to be the best. The complete listing of strategies is found in Appendix 12 following the text. Those strategies found to be most desirable were:

1. **Neighborhood oriented policing-** *A system whereby the agency breaks law enforcement services into separate, and distinctive neighborhoods. Those neighborhoods should have a geographic, economic, or particular cultural identity setting it apart from others in the city. Type and level of services could be tailored to that neighborhood and performed by officers that would be permanently assigned to that area. Those assigned to a specific neighborhood would be expected to know and understand the residents of that neighborhood. Specific needs of the particular neighborhood would become apparent to those consistently assigned to duty there, and modifications to committed resources could be accomplished to provide more efficient service. Some neighborhoods may truly desire traffic enforcement, and others may see it as secondary to a Neighborhood Watch*

Program. Greater numbers of patrol officers may be wanted to reduce burglaries in one locale, and other areas may need attention from narcotics investigators. Small groups of distinctive neighborhoods in a common geographical area could be handled by one area commander. Four such areas could cover a city similar to Lakeside.

Benefits and Liabilities

Neighborhood oriented policing could well impart a positive image to the community in general. An agency with the ability to tailor its services to neighborhood needs might be seen as positive by residents. Local solutions for local problems would ensure greater effectiveness in keeping the peace. There would probably be a greater acceptance of the solutions by the officers and the community, and there would be a more efficient use of resources. The community itself would be expected to actively assist in solving neighborhood problems. Conversely, there may be some difficulty in that this solution is relatively costly in personnel deployment, it is comparatively slow to implement, and in some cases it is poorly received by the rank-and-file officers. At times, neighborhood solutions for some problems are ineffective because many sources of conflict, gang members, drug traffickers, and thieves are very transient. It is necessary to be able to continually cross neighborhood boundaries when confronting a transient criminal element, thus decreasing some of the stabilizing element of neighborhood assigned officers. Officers that move freely about from neighborhood to neighborhood are not able to develop an extensive rapport with residents in one area, and this is counter to the neighborhood oriented policing concept if allowed to evolve significantly.

2. Education of present police officers regarding customs, habits, and values of minority populations. *This strategy calls for an ongoing, in-service program to educate officers throughout the city on the culture of all minorities with the expectation they could better deal with problems of inter-ethnic/inter-racial violence. Knowing what values are similar could provide a tool to begin de-escalation of tensions in a given situation. Knowledge of what actions, words, or situations could trigger an immediate and violent reaction could also allow the officer to defuse a situation in the field where two or more people with dissimilar backgrounds were at odds over something. Subject matter could be borrowed from P.O.S.T. programs under development, and could be supplemented by information, lesson plans, and even*

27

instructors from experts in the local school district. Significant levels of immigration occurring in the community are often observed and addressed first by educators dealing with newly arrived children. Much of the subject matter germane to education is applicable to law enforcement.

Benefits and liabilities

This strategy would be beneficial to officers working throughout the city. It should encourage a more efficient way in preventing hostility and increasing problem solving ability on the beat. It is assumed that the city council might look more favorably on this strategy than on neighborhood policing as the cost should be less. The police officers association and police administrators would be less resistant to this venture as there is little to disrupt present patterns or methods of service. The remaining stakeholders are assumed to be positive in outlook regarding this strategy.

This strategy appears to be less promising in its ultimate effect as it addresses only the aspect of awareness for officers. The cost would be much lower than that of neighborhood policing, but the overall effectiveness does not seem as great. It would be politically acceptable to the community and the elected representatives. A well founded program would be acceptable to the officers, and could decrease over-reaction by officers in some cases. An important offshoot is seen to be an increase in minority recruitment and hiring. Making officers aware of ethnic differences and increasing appreciation of ethnic cultures could make law enforcement a more desirable workplace for employees with different ethnic backgrounds. Difficulties might arise in the cost in time required by this strategy. Roll-call training is not seen as very efficient for complex programs. It breaks material into fifteen or twenty minute blocks; and an increase in complete training days is difficult due to the demand on time from state and federal mandated programs.

3. **Creation of a neighborhood advisory board working with minority problems-** *This strategy entails the formation of a neighborhood advisory board that would be staffed with civilians and police officers to deal with the problems resulting in friction within the multi-racial/ethnic neighborhoods. These individuals could work with residents and identified neighborhood leaders to solve problems leading to friction within the neighborhoods. The board would also be expected to be able to refer immigrants and established residents to appropriate*

28

departments and agencies to solve problems or answer questions regarding public services. Those on the board must accurately reflect the ethnic/racial composition of the population of the specific neighborhood, and must have representatives from every ethnic/racial group living in that locale to be most effective. Appointment of board members could be done by the Community Relations Commission or similar board in any city, or may be done by the police department, if the board was limited to input for law enforcement. While most cities have Community Relations Commissions, the use of a finite number of individuals to represent significant populations having different cultures, needs, and problems is often less than effective. This strategy would use boards, bureaus, or panels at the neighborhood level to serve as advisory units to law enforcement.

Benefits and liabilities:

Formation of a bureau dealing with minority problems, especially with those who are relatively recent arrivals, would establish an on-going liaison in the community and provide a pool of multi-lingual personnel, a benefit for all of law enforcement. The bureau could assist in recruiting officers and non-sworn employees from the local neighborhoods, and help in determining what services are needed at the street level. It is expected that such a bureau could increase accuracy in crime reports, increase the case clearance rate, and generate support for harmony in the community. Problems might arise in funding the personnel, facilities, training, recruiting, and hiring the needed personnel. Friction between neighborhood groups could be addressed, but the bureau alone would not be able to confront the problem of the criminal element or the issue of drug trafficking as a power base. It would be slow to implement, though faster than restructuring the department for neighborhood policing. Such a system might be abused by officers desiring to hand calls of reported crime off to the bureau rather than handling it at the beat level. There would be some cost in hiring qualified personnel to work in the bureau, but is expected the employees would come from those neighborhoods most concerned with inter-ethnic conflict. Recruitment of minority officers could be enhanced through the efforts of such a board if minority leaders could be shown that law enforcement is an honorable profession with community service at its heart. Training needs could be addressed by a program of ethnic/racial appreciation designed through the advisory board, and the community at large could take pride in the fact that officers were learning to understand and work with community

29

residents.

Selected Strategy:

It was felt that a synthesized strategy involving elements of the three most promising strategies would function the best, given time, budget, and stakeholder restrictions. Development of a cultural and ethnic awareness program through a state or federal funded plan could serve multiple neighborhoods, and provide a resource that could serve public interests outside the law enforcement arena. Expertise and assistance from the school systems in the area might be able to furnish ethnic, racial, and cultural awareness experts with the ability to formulate lesson plans to appropriately address the material needed. Involvement of recognized leaders of various ethnic and racial segments would be a key, with those individuals working with each other and with personnel having the expertise needed to teach the right material. The cooperative venture in establishing a formal plan to bring cultural and ethnic awareness to law enforcement could well form a basis whereby those individuals could work out mutual neighborhood problems involving inter-group friction in the community. At the same time, law enforcement could present those community leaders with the needs and expectations of local law enforcement, with the intention of educating the community about the specific needs of a police agency in maintaining peace and equal justice under the law. The city Community Relations Commission could assist in identifying and appointing ethnic representatives to the project, and could monitor progress in achieving the goal of a cultural and racial awareness/appreciation program for the police department.

This composite strategy is less costly than a radical move to purely neighborhood policing, would require a shorter time to implement, and would meet with less resistance than other plans. Implementation of such a plan could prevent escalation of inter-ethnic/inter-cultural violence. Should this problem be left unaddressed in the coming few years, the hardened attitudes and social scarring from unchecked violence will make the problem much more complex and difficult to deal with later. The neighborhood policing plan could be pursued independently, but providing police beat stability employing trained officers with cultural/ethnic awareness could be accomplished in the near future. Ongoing efforts to recruit and hire officers from ethnically

30

diverse neighborhoods should continue, with the advisory bureau and newly aware officers aiding in the process.

Implementation:

Development and execution of the plan would entail seeking funding from state or federal sources having an emphasis on ethnic/cultural harmony, gang violence suppression, or drug control efforts. Should funding not be forthcoming from those sources, local funding could be put into the project. Community development block grants, community relations commissions funds, forfeited funds from narcotic investigations, or normal budgetary allocations could be used to bankroll the beginning of the project. An administrative director from the law enforcement agency should participate in the training development. Neighborhood leaders should be identified by community relations commissions in the region, and selection and appointment of ethnic/cultural representatives should be made by the city. Development of subject matter should follow, with the program being monitored by a board of law enforcement managers and community leaders.

Those experts and community leaders participating in the program should be informed of the needs of law enforcement in promoting harmony in the community and a general overview of the criminal justice system. Expectations and practices of law enforcement should be brought out to the group, and the perceived needs of the community should be listed for law enforcement. A timetable should be generated by the panel of leaders/experts involved, and the monitoring board of managers should evaluate the product as it is being developed and the timetable for its completion. After the subject matter for law enforcement is acquired, the panel could begin designing the remaining base of operations for the advisory bureau of ethnic/racial matter for law enforcement is acquired, the panel could begin designing the remaining base of operations for the advisory bureau of ethnic/racial neighborhoods. Subjects of interest to, and necessary to assist the community, should be studied. Knowledge of basic governmental functions and services should be stressed so that all members of the bureau might function as resources for the various neighborhoods in the community.

Success of the bureau could be measured in two ways: the input given to law enforcement

and the results of that input on the community. The number of lesson plans delivered to law enforcement agencies, officers trained, bureau members trained, and calls/visits from citizens handled by the bureau can be monitored and evaluated for progress. Output, or results of the resources applied, could be measured in the lessening of incidents of violence motivated by race or ethnicity, and the number of incidents whereby citizens in the affected neighborhoods are assisted by the bureau. Emphasis would be placed on measuring any decrease of violent crimes motivated by racial/cultural dislike, and reduction in any crimes motivated by that same circumstance.

PART THREE

TRANSITION MANAGEMENT

TRANSITION MANAGEMENT

Managing the movement into a program of multi-cultural/multi-ethnic training for police officers and civic leaders can be accomplished by identifying those individuals who are critical to implementing the project. Once identified, their current readiness to move into the described program is estimated, along with their individual capability to bring the changes about. Those considered to be the minimum needed to initiate the changes (the *critical mass*) are listed below:

Critical Mass

The smallest number of individuals critical to the implementation of the multi-ethnic/multi-cultural training program has been identified as:

1. City Manager
2. Police Chief
3. Patrol Captain
4. Administrative Captain
5. Community Leaders

This list of "critical mass" members was then examined to determined the current level of readiness to embark on the needed program and the capability to complete the necessary changes to bring the program/project to reality. The entity listed as "community leaders" was treated as one member, though individual consideration will have to be given to each leader within the aggregate group. A chart, developed by Beckhard and Harris, depicting the current level of readiness and capability to commit to a program of ethnic awareness/ethnic appreciation for use in law enforcement and the community is seen on the next page in Figure 1:[18]

Figure 1: Readiness/Capability

	READINESS:			CAPABILITY:		
	LOW	MED	HIGH	LOW	MED	HIGH
City Manager		X			X	
Police Chief		X				X
Patrol Captain	X				X	
Admin. Captain		X			X	
Community Leaders	X				X	

In analyzing the Readiness/Capability chart, it is noted the Chief of Police has a high capability to institute a broad program similar to that described, and is at a medium level of readiness at present. The Patrol Captain's readiness is presently low, but his capability for initiating needed change is also high. Community leaders are seen as being at a low state of readiness for change at this time, and a medium capability for change is present. The City Manager has a profile similar to the Chief of Police regarding readiness and capability for change. The program will have to be energetically sold to those with low readiness states.

Commitment Planning

After determining the level of readiness to initiate change, and the capability to accomplish

this, the level of current commitment to such a change must be gauged. To do this, a Commitment Chart was prepared, and is seen on the following page. At present, the key players in accomplishing change by way of the described program are noted as being at position "X" and to achieve the needed change (program), they must change their level to that designated by "O". To obtain the needed increase in commitment, additional negotiating with concerned members is necessary. In some cases, though not this one, the commitment level of one or more critical mass members may have to be lessened. This could occur in some situations where one political adversary might resist a desired change if the other adversary pushed too hard to achieve it. While it might seem that one individual should not block needed change without reason, reality is that often political opponents will indeed block needed change if a particular rival moves vigorously to bring it about. In matters of this case, attempts should be made to reduced the apparent commitment of one opponent by negotiation to allow the program to move forward. A Commitment Chart, designed by Beckhard and Harris [19] and modified for Lakeside Police Department, is noted on the next page in Figure 2. Those individuals listed are essential to the proposed strategy and must be moved into an increased state of commitment. While the illustration indicates a need to increase the level in each position, some of those positions will require a minimum of effort to achieve the needed change. Positions outside city government will be more difficult to deal with as common goals may not easily be seen at first. The city manager can be approached on a common goal basis as his objectives are very similar to those of the police department. Community leaders will have to be educated as to the serious need to address the issues before events have taken their toll on the community. Participation should be made as non-threatening as possible to encourage partnership with law enforcement in promoting harmony.

Figure 2: Commitment Planning Chart

Critical Mass Members	"BLOCK IT"	"LET IT HAPPEN"	"HELP IT HAPPEN"	"MAKE IT HAPPEN"
Police Chief			X	O
Patrol Captain			X	O
Admin. Captain		X	O	
Community Leaders		X	O	
City Manager		X	O	

Legend: X = Current State   O = Desired State

36

Commitment Strategies

In completing the transition from present practices to the future plan, strategies to increase, or in some cases decrease, commitment levels must be developed. In the City of Lakeside, the commitment level of critical mass members will have to be increased, and the following plan outlines methods of gaining the needed increase in commitment. Again, principles of negotiation will be used in working with key personnel.

Lakeside Chief of Police: As in most cases, meaningful change will have to be instituted from the top. In addition to being the chief executive officer of the police department, his political power and influence within the broader community is necessary to build an atmosphere of cooperation and purpose. The present position of "help it happen" exists because of the chief's priorities with a myriad of other duties. In order to "make it happen", he will have to downgrade some other priorities. To accomplish this, the writer would point to the expectation this program could decrease crime in the affected areas, decrease the likelihood of serious outbreaks of violence in many neighborhoods, and could be very cost effective in achieving departmental objectives. Day to day operations could be placed into the Deputy Chief's hands while the Chief focuses on the project. Capitalizing on the need to avert the risk of serious inter-ethnic strife in the future is an acceptable ploy.[20] At the time writing, Los Angeles and other cities throughout the nation are experiencing serious episodes of ethnic violence.[21] Much of this violence has been aimed at Asian minorities by African-American minorities. Enlisting active and concerted efforts at this level will have to be done by selling the program on the basis of avoidance of future problems, and pointing out the possible priority of this program over some concerns of today.

Lakeside Patrol Captain: Commitment from this person is also crucial and a similar increase in commitment level from "help it happen" to "make it happen" will also be necessary. To do this, the Chief of Police will have to exert pressure from above to produce some movement toward the needed position. While the initial move by the Chief may legitimately be made on the basis of rank, it would be a good idea if the Chief allowed the Patrol Captain to announce the program and take a good deal of credit for its creation.[22] This would serve to increase the

Captain's stature in the department as well as in the community in general. His credibility within the department as well as in the neighborhoods affected is necessary to bring community leaders together with law enforcement, as well as with each other. Should the Patrol Captain refuse to buy into the plan, the Chief could always reassign him to another division, and bring another division commander with less resistance to change.

Lakeside Administrative Captain: The needed movement for the Administrative Captain was seen as less than that of the above two individuals. A level of "let it happen" will have to be moved up slightly to "help it happen". The amount of work needed from this position is based on Lakeside Police Department's organizational structure. The training office falls under this division and active support from officers assigned here is necessary. As long as the design of the program comes from the Chief of Police and the Patrol Captain, this division will comply with carrying out the training. Making those officers part of a project for the future would help increase commitment level. Pointing out the benefit such a program would have for the average street officer (greater cooperation from residents, fewer citizen complaints from misunderstanding, etc.) will also move the training section to the needed "help it happen" level.

Community Leaders: These individuals are outside the rank and political power structure found within the police department. Their active participation is absolutely necessary for the project, though they need not be the initiators for the project. In fact, if they vigorously pushed for development of such a program, and they used negative comments in the press to force the police department to undertake this project, there could well be a backlash from administrators and line officers alike to resist efforts at the changes. In a case of that nature, the commitment level of the community leaders might well have to be reduced. In this instance, the level of commitment must be raised from "let it happen" to a level of "help it happen". This could be accomplished by appealing to those leaders to lead their neighborhoods into the future by actively working with law enforcement to provide understanding of their needs and expectations in each neighborhood. In addition, they would be told of the dividends their community could expect when they understand what law enforcement needs and expects in carrying out their duties in working to promote peaceful neighborhoods. Designing press releases that prominently list those participating with the program will do much to satisfy their needs for political recognition in their efforts at improving life in the community.

38

Lakeside City Manager: While motivating participation from administrators, officers, and the community to bring the change about, reality dictates that there be willingness and ability to fund such a venture. Without the city manager's interest and active support to fund the project, little will be accomplished. As with the Chief of Police, there are a multitude of activities within the city with varying levels of priority. Priority for the project must be promoted. Preparation of an objective benefit-cost analysis on the program should be completed and presented to the City Manager. At this time, budgetary considerations are paramount within city government and unless the project can be justified through benefit-cost analysis, there will be no possibility the project can be funded. Financial resources will be needed for technological support, monitoring progress, and measuring success. A favorable benefit-cost analysis can be expected when savings from lowered calls for service, fewer claims of police misconduct, savings from lost life and property, and greater efficiency in allocating resources can be shown.

The Transition Management Team

Moving into implementation of the program will require a consortium of players to build the initial framework for the project. The initial stages will require more of a "hands on" approach by administration and a management team for the formation of the project would consist of:

- Project Manager: Patrol Captain
- Training Coordinator: Administrative Captain
- Community Leaders:Latino Community
          African-American Community
          Korean Community
          Vietnamese Community
          Laotian Community

When the project foundation has been completed and the program is operational for one year, the Patrol Captain and the Administrative Captain may relinquish much of the daily management to subordinates. Project success should be monitored at routine intervals, and adjustments made

as needed to ensure continued effectiveness. In selecting the community leaders, the City of Lakeside has current sources of qualified community representatives. Latino and African-American community leaders are present in standing neighborhood advisory committees that meet to discuss priorities and allocations for Community Development Block Grant (CDBG) funds. Law enforcement has worked with those advisory committees routinely. Community leaders in the Asian areas will take a bit more work. Korean leaders may be found within the three Korean churches found within Lakeside, and Vietnamese leaders may similarly be sought in the two Catholic churches that have large numbers of Vietnamese parishioners. Laotian leaders will be somewhat more difficult, as they are mostly Buddhist and there are no local temples or priests to contact. In Lakeside's case, community leaders might be sought in the federally subsidized housing complexes where most Laotian people presently live. Caution must be used in keeping the project on track, and the committee must never be allowed to become a political forum for individual gain.

Supporting Technologies:

In order to provide direction, maintain control, and permit needed adjustment to the program, a minimum of supporting technology will be necessary. Much of the technology needed is based on improving communication within the management team, providing an accurate abstract of community activity and problems, and feedback on the effectiveness of the program. Needed technological assistance includes:

Responsibility Charting: Clear lines of responsibility, authority, and action are needed by all during all phases of the program. Such a chart illustrates who has responsibility, who has

authority for actions, who must support the actions, and defines who is informed of decisions made.[23] An example of such a chart is found below:

Figure 3: RASI Chart
Sample Chart Only   RESPONSIBILITY CHART

Decisions or Acts:	Actors:	Chief	Capt. Admn.	Capt. Ptl.	POA	Comm. Reps.	City Mgr.	
Selection of Comm. Reps.		A	R	I	I	S	I	
L.E. lesson plan		A	R	A	I	I	-	
Civilian lesson plan		A	A	S	I	R	-	
Funding level		R	-	-	-	-	A	

Key:

R = Responsibility for action (not necessarily authority)

A = Approval (right to veto)

S = Support (employ resources toward)

I = Inform (employ resources toward project)

- = Not relevant to this action

Team Building: In developing the management team for the program, a team building process will be needed to ensure that all participants are working toward a common goal. Team building seminars and on-going programs should be funded to promote effectiveness and efficiency of the entire management team in its efforts at promoting community ethnic/racial appreciation. Within the team building process, a program to elevate the self esteem of all participants should be undertaken. Many joint community/police cooperative ventures may have failed in the past because one faction or another felt personally threatened by the program or people in the process. This program should be instituted immediately after the selection of the community representatives and officers assigned to affected neighborhoods, and prior to embarking upon the training schedule.

Statistical Abstracts of Ethnic/Racially Motivated Crime: Automated data systems will have to be used to provide a portrait of what ethnically or racially motivated crime has been taking place. Objective descriptions of what such crime looks like will have to be designed, perhaps an elaboration on the state mandated reported system for this type of crime. Analysis of the number, type, geographical distribution, and patterns of inter-ethnic/inter-racial conflict could be handled in the data analysis section of the Lakeside Police Department. Periodic updates on this abstract would be available to the advisory board for use in measuring success. Rates of ethnically/racially motivated crime before the program should be used as a benchmark to compare with rates after the programs begin. It may be necessary to document non-criminal conflict that comes to the attention of police as well as activity that is obviously unlawful in nature. Such an abstract could alert advisory board members of potential problems and steps might be taken to prevent those problems from becoming criminal in nature.

Evaluation Method

Automated Data Analysis: Once the program begins, some means of measuring progress must be addressed. In the preceding paragraph, the use of automated statistical abstracts was discussed. This same format can be used to chart progress, establish direction, and provide

information for requisite corrections needed to keep the project on track. Comparisons should be made with ethnically/racially motivated crime prior to establishing the new policies and programs. Incidents of criminal and non-criminal activities that indicate strain of an inter-ethnic/racial type could be specifically coded for computerized analysis. Patterns of difficulties could then be addressed by the board to determine the effectiveness of the program as well as what corrections should be made.

Citizen Complaints: Since one of the expected outcomes of the program is a reduction of complaints of police procedure (excessive force, officer demeanor, etc.), a survey of citizen complaints before the project should be compared to complaint rates after the program is established.

Survey of Officers: A survey of officers before receiving the multi-ethnic/multi-racial training could establish a baseline of knowledge and attitude. After training has been accomplished, a similar survey could be administered to determine the effectiveness of the program in increasing knowledge and awareness levels.

Survey of Community Leaders: Surveying community leaders before and after team building and training sessions could measure effectiveness on this level of the project. Questions in this survey should be designed to determine if the respondent had increased his/her level of understanding of other ethnic/racial groups, as well as increasing knowledge of law enforcement practices and needs in promoting harmony within the community.

Additional methods of promoting harmony within the working group may be identified as the project goes forward, and those methods should be weighed by the management team for inclusion in the final project.

Hiring rates for minority officers: To determine the success of the program in increasing recruitment, hiring, and retention rates of minorities, statistics will have to be maintained throughout the program. Those figures should be compared with rates of recruiting, hiring, and retention before implementation of the advisory board program. At this point, a plan has been

43

selected, a transition team chosen, supporting technologies identified. The next section brings the project to conclusion.

PART FOUR

CONCLUSION

CONCLUSIONS

How will law enforcement cope with inter-ethnic/inter-racial violence by the year 2000? At this point the issue has been addressed by a number of people involved in this study. All indications are that this complex problem will have to be solved in close partnership with the complex community of multiple ethnic minorities sharing life in Southern California. In addressing the issue questions posed at the beginning of this paper, the following conclusions were drawn:

1. **What will the effects of inter-racial/inter-cultural violence be on training needs by the year 2000?** Growing conflict within minority communities will cause greatly increased training needs for law enforcement and the community shortly, and will continue to increase over the next ten years in order to abate violent conflict within minority neighborhoods. Cultural/ethnic awareness training must be granted to all law enforcement officers, particularly those who deliver immediate services to the community. Cultural/ethnic awareness and appreciation must also be delivered to the various minority communities to promote mutual understanding and acceptance. Such a program is possible for both law enforcement and the community.

2. **What will the effects of inter-racial/inter-cultural violence be on minority recruitment by the year 2000?** Minority recruitment will suffer if inter-ethnic/inter-racial conflict is allowed to fester, and law enforcement will lose any grounds gained in the area of hiring and retention of minority personnel. Concerted efforts at communicating the value of a career in law enforcement must be made, and civic leaders in minority neighborhoods must be directly involved in selling our vocation. While the number of minority officers is expected to rise with time, efforts must be made to bring the rate up to higher level. Again, a mutual program of awareness and appreciation involving representatives of all minority groups and law enforcement could do much to improve the rate of minority recruitment. Law enforcement personnel can accurately reflect the ethnic makeup of the community with some effort.

3. What role will the minority community play in solving problems of inter-ethnic/inter-racial violence? No solution for inter-ethnic/inter-racial violence will be possible without directly involving the community. Often, government, and specifically law enforcement, is expected to solve a neighborhood problem with no assistance. After all, those residents demanding action and results are taxpayers and have expectations that "things will be handled". Trends and events in the future indicate there is no possible way to deal with the problem of inter-ethnic/racial violence without a good deal of effort from a partnership of community and law enforcement.

Future Implications:

A number of significant issues concerning inter-ethnic/inter-racial violence were not addressed in this work. Time and space limitations prevented discourse related to what effect this type of violence will have on the public's confidence with law enforcement, the effects of that violence on the tax base in the inner city, what type and amount of resources will have to be committed to deal with the violence if law enforcement is not willing or able to prevent those problems. Other related issues could involve the effects of news media on police response to inter-ethnic/inter-racial violence, methods of controlling large urban areas of unrest, and what technological tools might be used to predict or measure inter-ethnic/inter-racial tensions. Undoubtedly, predicted demographic changes in the near future will force law enforcement to confront these issues, whether law enforcement is ready or not. Planning today for prevention in the future is essential.

ENDNOTES

1. Judith Katz, "White Awareness-Managing Cultural Diversity Resources", as quoted in Human Relations Training, National Conference of Christians and Jews, Los Angeles, CA., 1991.

2. McKinley, James C., "Dinkins Describes Killing Of Jew In Crown Heights As 'Lynching'", p.A-16, New York Times, September 10, 1990.

3. Lozano, William, "Officer's Trial To Start; A City Holds Its Breath", P. A-40 Los Angeles Times, October 22, 1989.

4. Editorial, "New Politics"; p. E-1, Los Angeles Times, June 17, 1991.

5. Lozano, William, "Officer's Trial To Start; A City Holds Its Breath", P. A-40, Los Angeles Times, October 22, 1989.

6. Clifford, Frank, "Tension Among Minorities Upsets Old Rules Of Politics", p. A-30, Los Angeles Times, August 11, 1991.

7. Myons, Seth, "Korean's Shooting of Black Girl Focuses Attention On Frictions", p. N-14, New York Times, October 6, 1991.

8. Maharidge, Dale, "Repeat Of 60's Style Riots, Despair Feared", p. A-16, Sacramento Bee, September 4, 1989.

9. Danelski, A., "20 Students Arrested In Clash At Cajon High School", p. A-14, Riverside Press-Enterprise, October 29, 1990.

10. Fettbrand, Rob, "Large Scale Riot Involving 415 Inmates Causes Correctional Center To Be Burned-Latino vs Black Racial Slurs Heard Before Clash", p. B-1, Riverside Press-Enterprise, July 11, 1989.

11. Editorial, "New Rules Of Politics", p. E-1, Los Angeles Times, June 17, 1991.

12. "Nine Forces Reshaping America", p. 11, The Futurist, July-August 1990.

13. Ibid.

14. Tye, Larry, "Schools In Los Angeles Are Among The Most Segregated", p. A-1, Riverside Press-Enterprise, January 20, 1992

15. Currey, George E., "New York Redistricting Battle Highlights Black-Hispanic Split", p. A-20, Riverside Press-Enterprise, October 18, 1991.

16. Taylor, Bernard, "Strategic Planning-Which Style Do You Need?", p. 56, Pergammon Press, Great Britain, 1984.

17. Ibid. p. 54

18. Beckhard, Richard; and Harris, Reuben T.; "Organizational Transitions-Managing Complex Change", p.63, Addison-Wesley Publishing Co., Menlo Park, CA, 1987.

19. Ibid. p. 95, Beckhard and Harris

20. Ibid. p. 78., Fisher and Ury

21. Sahagun, Louis; and Rivera, Carla; "Jittery LA Sees Ray Of Hope-Few Crimes Or Major Incidents Are Reported", A-1, Los Angeles Times, May 3, 1992.

22. Ibid. p. 82. Fisher and Ury

23. Ibid. p. 105, Beckhard and Harris

BIBLIOGRAPHY

Beckhard, Richard, and Harris, Reuben T.; "Organizational Transitions- Managing Complex Change", Addison-Wesley Publishing Co., Menlo Park, CA, 1987.

Clifford, Frank, "Tension Among Minorities Upsets Old Rules Of Politics", p. A-30, Los Angeles Times, August 11, 1991.

Currey, George E., "New York Redistricting Battle Highlights Black-Hispanic Split", p. A-20, Riverside Press-Enterprise, October 18, 1991.

Danelski, A., "20 Students Arrested In Clash At Cajon High School", p. A-14, Riverside Press-Enterprise, October 29, 1990.

Editorial, "New Rules Of Politics", p. E-1, Los Angeles Times, June 17, 1991.

Editorial, "New Politics"; p. E-1, Los Angeles Times, June 17, 1991.

Fettbrand, Rob, "Large Scale Riot Involving 415 Inmates Causes Correctional Center To Be Burned-Latino vs Black Racial Slurs Heard Before Clash", p. B-1, Riverside Press-Enterprise, July 11, 1989.

Fisher, Roger and Ury, William, "Getting To Yes-Negotiating Agreement", p. 75, Penguin Books, New York, NY, 1983.

Judith Katz, "White Awareness-Managing Cultural Diversity Resources", as quoted in Human Relations Training, National Conference of Christians and Jews, Los Angeles, CA., 1991.

Los Angeles Times, "Korean Stores Firebombed; 2 of 3 Hit Have Seen Black Boycotts", August 18, 1991.

Lozano, William, "Officer's Trial To Start; A City Holds Its Breath", P. A-40, Los Angeles Times, October 22, 1989.

Lozano, William, "Officer's Trial To Start; A City Holds Its Breath", P. A-40 Los Angeles Times, October 22, 1989.

Maharidge, Dale, "Repeat Of 60's Style Riots, Despair Feared", p. A-16, Sacramento Bee, September 4, 1989.

McKinley, James C., "Dinkins Describes Killing Of Jew In Crown Heights As 'Lynching'", p.A-16, New York Times, September 10, 1990.

Mydans, Seth, "Little war is big trouble for Long Beach", Riverside Press-Enterprise, May 12, 1991.

Myons, Seth, "Korean's Shooting of Black Girl Focuses Attention On Frictions", p. N-14, New York Times, October 6, 1991.

Neumeister, Larry, "No Violence Reported in 3rd Protest of Brooklyn Blacks' Battle Against Jews", Riverside Press-Enterprise, August 23, 1991.

Salaman, Kathleen, "Racist Graffiti In Jurupa Draws Concern", Riverside Press-Enterprise, August 22, 1991

Nhu, T.T., "The Tragedy Of The Outsiders Who Can't Get In", Riverside Press-Enterprise, May 5, 1991.

Nine Forces Reshaping America", p. 11, <u>The Futurist</u>, July-August 1990.

Reich, Kenneth, "Minority Groups, Police Chiefs Plan Panel On Relations", <u>Los Angeles Times</u>, June 23, 1991.

Sahagun, Louis; and Rivera, Carla; "Jittery LA Sees Ray Of Hope- Few Crimes Or Major Incidents Reported", <u>Los Angeles Times</u>, May 3, 1992.

Stone, Keith, "Blacks, Koreans Try To Ease Tensions", <u>Riverside Press-Enterprise</u>, May 3, 1991.

Sung, Un-Soo, "Korean Immigrants find reward in risk", <u>Riverside Press-Enterprise</u>, June 15, 1991.

Taylor, Bernard, "Strategic Planning-Which Style Do You Need?", p. 56, Pergammon Press, Great Britain, 1984.

Tye, Larry, "Schools In Los Angeles Are Among The Most Segregated", p. A-1, <u>Riverside Press-Enterprise</u>, January 20, 1992

Wilson, James Q., "The Police, Then And Now", <u>Riverside Press-Enterprise</u>, October 30, 1990.

APPENDICES

APPENDIX 1: NOMINAL GROUP TECHNIQUE

Initial Trends and Events:

1. Captain G. Barnes, Riverside Police Department

2. Chief Henry O. Rosenfeld, University of California-Riverside, Police Department

3. Marvin Lea, Riverside Community Relations Commission

4. Darlene De Ballona, Casa Blanca Home of Neighborhood Service (Community outreach)

5. Lieutenant L. Wagner, Riverside Police Department

6. Lieutenant H. Lucas, Riverside Police Department

Process Summary:

Nominal Group Technique

The listed group was assembled and charged with developing a list of trends and events. Each panel member listed as many trends as he/she felt could impact the issue and sub-issues. After the initial round of trends, a second round was done, with the panel members being asked to continue listing trends when they came to mind. Some of the subsequent trends were developed as spin-offs from previously listed trends. After listing, the group determined which trends were the most important to the issues by using a weighted scale. The original long list of trends was then distilled to six. Events were similarly treated, and a list of six events with the most impact on the issues was constructed.

Modified Delphi Panel for forecasting:

1. Chief Russ Cross, Banning Police Department, California

2. Dr. Richard Holden, Professor/Chair Criminal Justice, Central Missouri State University

3. Mr. Joseph Auten, North Carolina Justice Academy

4. Chief Michael Oliver, Belmont Police Department, California

5. Lt. Bruce Cockerham, Walnut Creek Police Department, California

6. Commander Steve Bonswor, Long Beach Police Department, California

7. Captain Dave Abrecht, Garden Grove Police Department, California

8. Captain Garrett Zimmon, Los Angeles Police Department, California

9. Lt. Henry Lucas, Riverside Police, California

Process Summary:

Modified Delphi Technique

Forecasting of the original trends and events was accomplished by the nine member panel using forecasting forms mailed to the participants. After the first round of forecasts, each panel member was given the forecast results, with the high, low, and median forecasts listed.

Each panel member was asked if they wished to change their original forecast in light of the levels of the trends and events forecast by the other members. Two such rounds of forecasting were made, with two members modifying their forecasts on the second round. Once the panel was satisfied as to forecasts, the information was tabulated for high, median, and low estimates.

FUTURES WHEEL
1992-2002

APPENDIX 2

Success w/programs decreases violence and increases support for L.E.

Drop in confidence promotes more citizen involved violence

New programs to train officers in ethnic awareness

Failure = drop in public confidence in L.E.

Public pressure to reduce violence

Public pressure to hire more minorities

Inter-Ethnic Inter-Racial Violence

Fewer qualified educators willing to work in community

Greater representativeness in L.E. increases public support for peace keeping

More school dropouts

Violence leads to urban flight of businesses

Increased youth unemployment and poverty

Increased support promotes effectiveness in reducing violence

Urban flight reduces availability of jobs and increases poverty

Inter-Ethnic Inter-Racial conflict is renewed

Inter-Ethnic conflict is renewed

55

1. Cultural training needs for law enforcement

2. Changes in demographics

3. Other ethnic groups infringing on traditional territory of others

4. Drug sales for control and power base

5. Number of unskilled and semi-skilled workers

6. Violent acts between Asian and other groups

7. Incidents of organized group violence

8. Individual regard for human life

9. Lack of education in new immigrants

10. Federal aid to re-settle immigrants

11. Collaboration between two ethnic groups against a third

12. Inter-ethnic coalition formation

13. Informal liaisons developing between ethnic groups

14. Quality leadership and role models in ethnic groups

15. Agencies formed to bridge ethnic groups in communities

16. Agencies forced to evaluate priorities

17. Minorities in law enforcement

18. Polarization of ethnic groups

19. Inter-ethnic violence rates

20. Insensitivity to cultural diversity

21. Identifying and developing funding sources

22. Number of recent immigrants within law enforcement

23. Ethnic communities working together to solve mutual problems

24. Immigration rates

25. Broad-based minority political power

27. Problems due to influx of non-english speaking immigrants

28. Unemployment rates

29. Colonization by rich foreigners

30. Use of technology by police and citizens to monitor police activities

31. Acculturation rates of immigrants

32. Ethnic groups becoming more vocal about needs and wants

33. Class disparity among inner-city populations

34. Police working more with other government agencies in problem solving

35. Violence resulting from culture conflicts in illegal drug market

36. Personal time devoted to developing and maintaining nuclear family

37. Lack of parenting skills

38. Federal funding for training and education of local law enforcement

39. Personal inter-ethnic relationships

40. Sense of community within ethnic groups

41. Parental knowledge of gang and drug activity

APPENDIX 4: EVENTS LIST

1. Inter-ethnic riot occurs - Latino versus Afro-Americans

2. Law passed requiring teaching second language to elementary school children

3. Riots in high school campus - ethnic students versus administration

4. Development of multi-cultural commission by city

5. Cambodia becomes a free democratic country

6. Riverside elects first Asian mayor

7. Law enforcement basic academies have non-anglo majority in classes

8. Foreign business buys Bank of America

9. Samoans control drug activity in Hispanic community

10. Asian community reacts violently to mid-East issues

11. Civil war erupts in Mexico

12. Latino unemployment reaches 75%

13. "DARE" type program established by law enforcement to reduce ethnic conflicts

14. Crip leader becomes mayor of Los Angeles

15. Development of secondary education program for Cuban refugees

16. Cocaine is legalized

17. Asian officers in law enforcement reach 5%

18. State law mandates police-civilian review boards

19. Colin Powell elected Vice-President with President Bush

20. Police minority recruitment program developed by Riverside

21. Bus containing Latino children bombed by rival ethnic rival groups

22. Law enforcement forms inter-ethnic violence task force with multi-cultural panel

23. United States involved in protracted foreign ground war

24. Open drug war erupts between Afro-Americans and Asians

25. Development of Asian newspaper in Riverside

26. Violent civil war begins in South Africa - Black versus white

27. Police surveillance satellite system goes into service

28. Anti-minority radio station urges violence between ethnic groups

29. Inter-ethnic violence causes major flight of retail businesses from city

30. U.S. Supreme Court reverses affirmative action

31. Tom Metzger gets own talk TV show

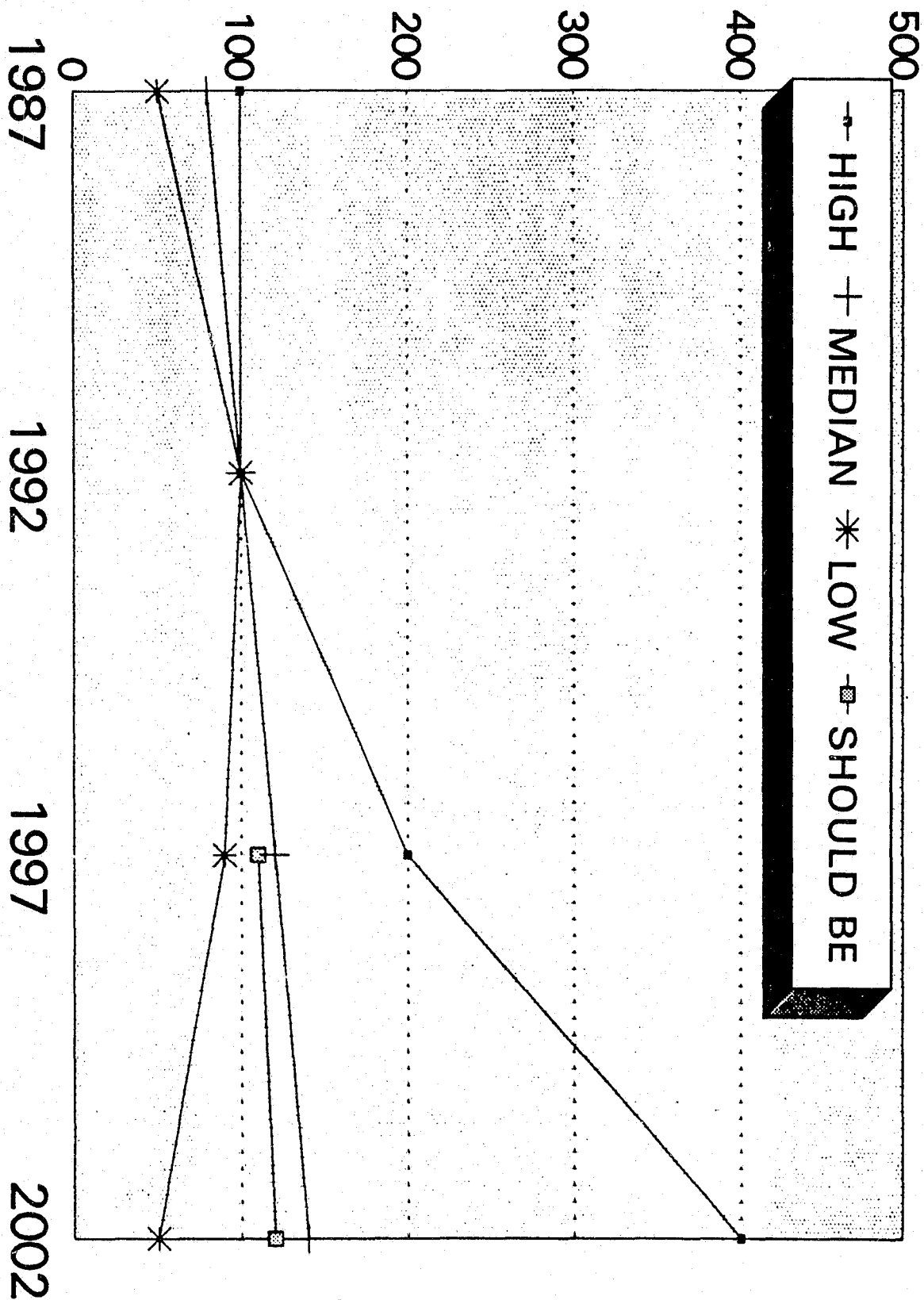| #	Trend	Five years ago	Now	Five years from now	Ten years from now
1.	*New ethnic groups infringing on other group's territory*	Hi 100 Med 80 Lo 50	100	will be H 200 M 120 L 90 should be 110	will be H 400 M 140 L 50 should be 120
2.	*Minorities in law enforcement*	Hi 90 Med 75 Lo 50	100	*will be* *H 150* *M 120* *L 90* *should be* *130*	*will be* *H 200* *M 135* *L 20* *should be* *150*
3.	*Drug dealing by groups for power base*	Hi 95 Med 80 Lo 70	100	*will be* *H 150* *M 115* *L 90* *should be* *90*	*will be* *H 200* *M 130* *L 50* *should be* *75*
4.	*Regard for human life*	Hi 150 Med 120 Lo 100	100	*will be* *H 95* *M 90* *L 75* *should be* *120*	*will be* *H 140* *M 90* *L 50* *should be* *150*
5.	*Language dissimilarity*	Hi 95 Med 80 Lo 65	100	*will be* *H 150* *M 120* *L 110* *should be* *110*	*will be* *H 200* *M 150* *L 90* *should be* *120*
6.	*Multi-cultural training needs for law enforcement*	Hi 90 Med 85 Lo 50	100	*will be* *H 150* *M 150* *L 120* *should be* *120*	*will be* *H 200* *M 175* *L 120* *should be* *140*

TREND 1: New Ethnic Groups Infringing On Others' Territory
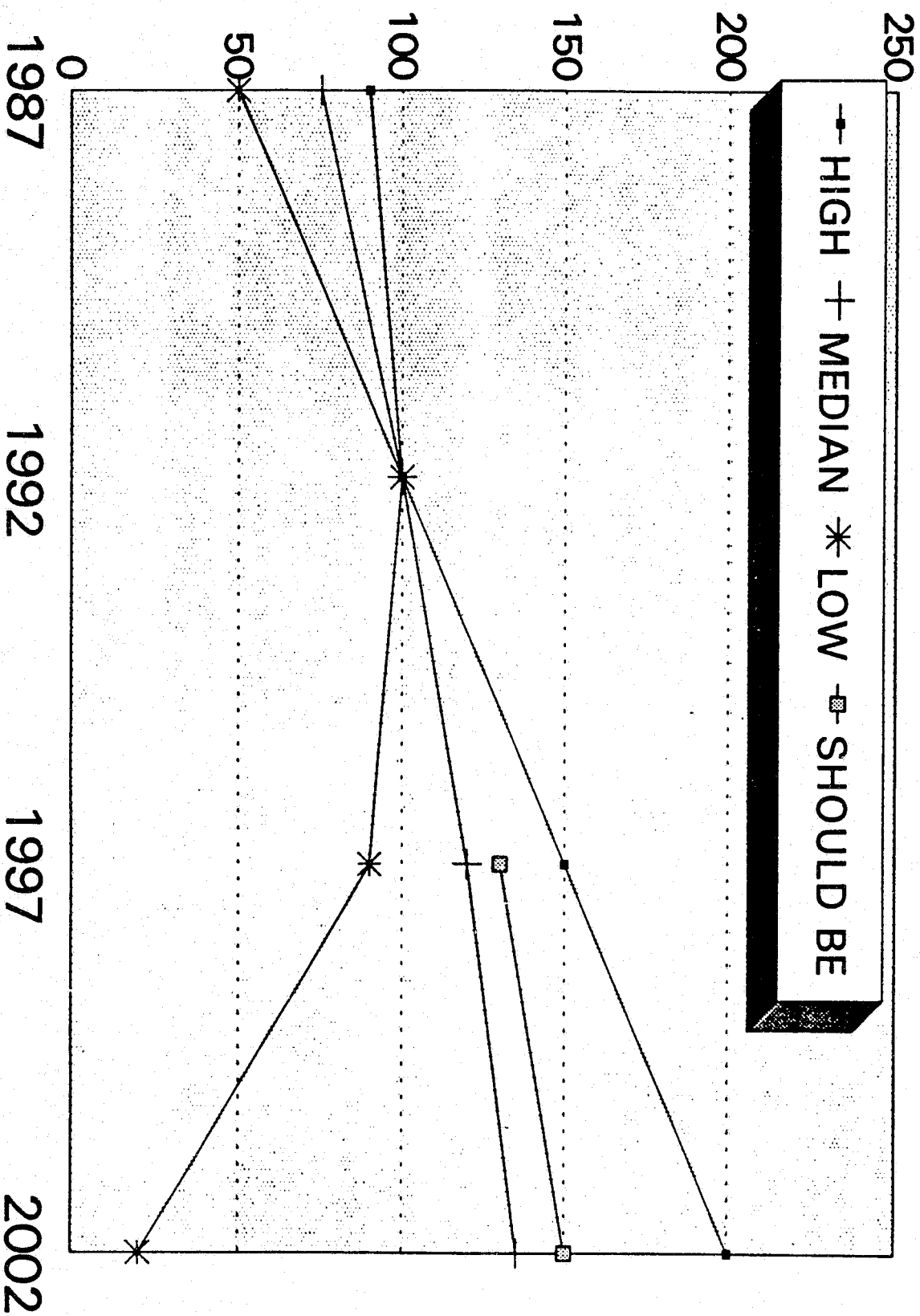
APPENDIX 6

N=9

Legend: + HIGH + MEDIAN * LOW ⊞ SHOULD BE

X-axis: 1987, 1992, 1997, 2002
Y-axis: 0, 100, 200, 300, 400, 500

TREND 2: MINORITIES IN LAW ENFORCEMENT

N=9

Legend: — HIGH + MEDIAN * LOW ⊞ SHOULD BE

Y-axis: 0, 50, 100, 150, 200, 250
X-axis: 1987, 1992, 1997, 2002

TREND 3: DRUG DEALING FOR POWER BASE

N=9
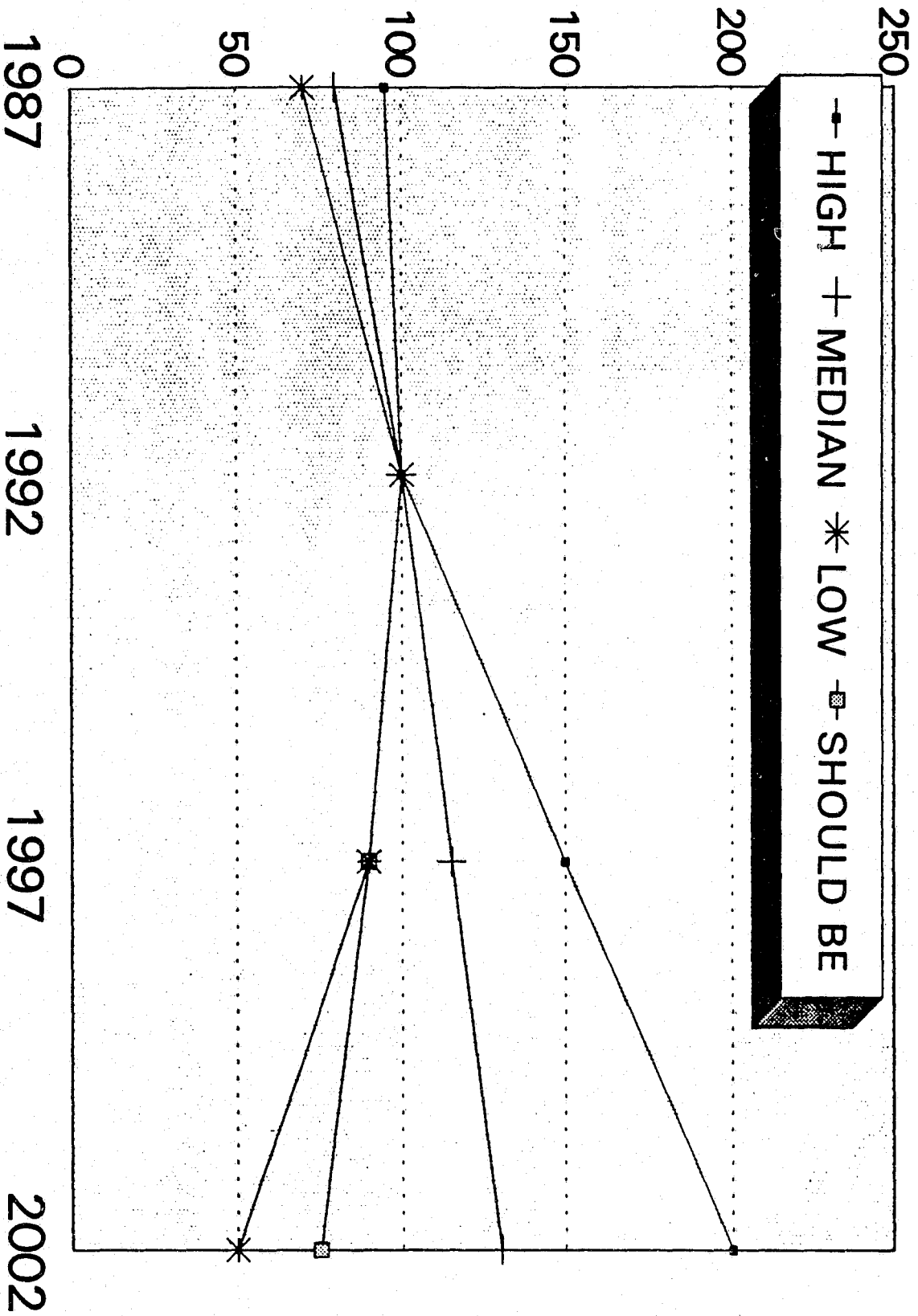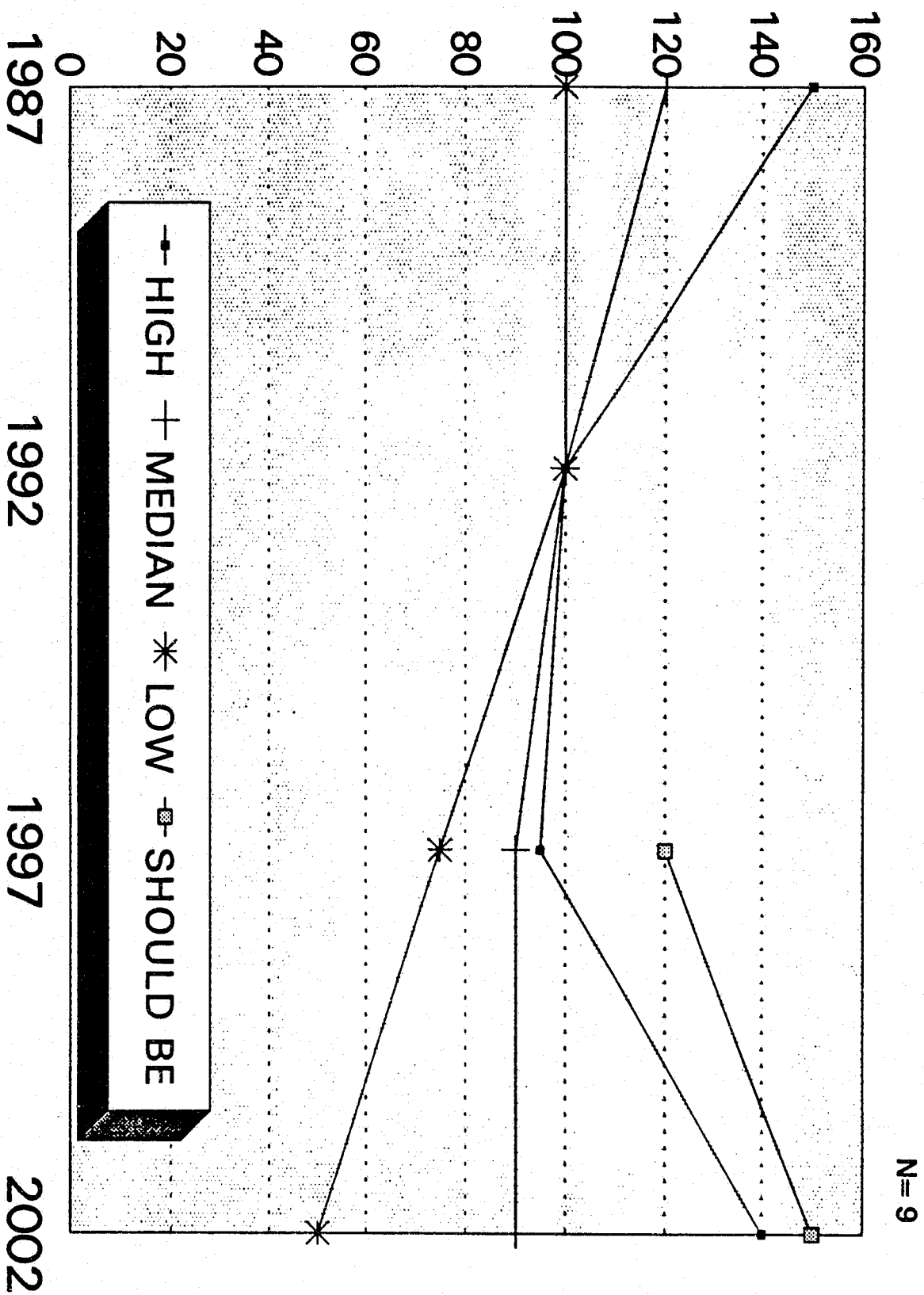
HIGH + MEDIAN * LOW ⊡ SHOULD BE

TREND 4: REGARD FOR HUMAN LIFE

N=9

Legend:
- HIGH
- + MEDIAN
- * LOW
- ▣ SHOULD BE

64

TREND 5: LANGUAGE DISSIMILARITY

N=9

HIGH + MEDIAN * LOW ⊡ SHOULD BE

TREND 6:MULTI-CULTURAL TRAINING NEEDS FOR LAW ENFORCEMENT

N=9

HIGH + MEDIAN * LOW + SHOULD BE
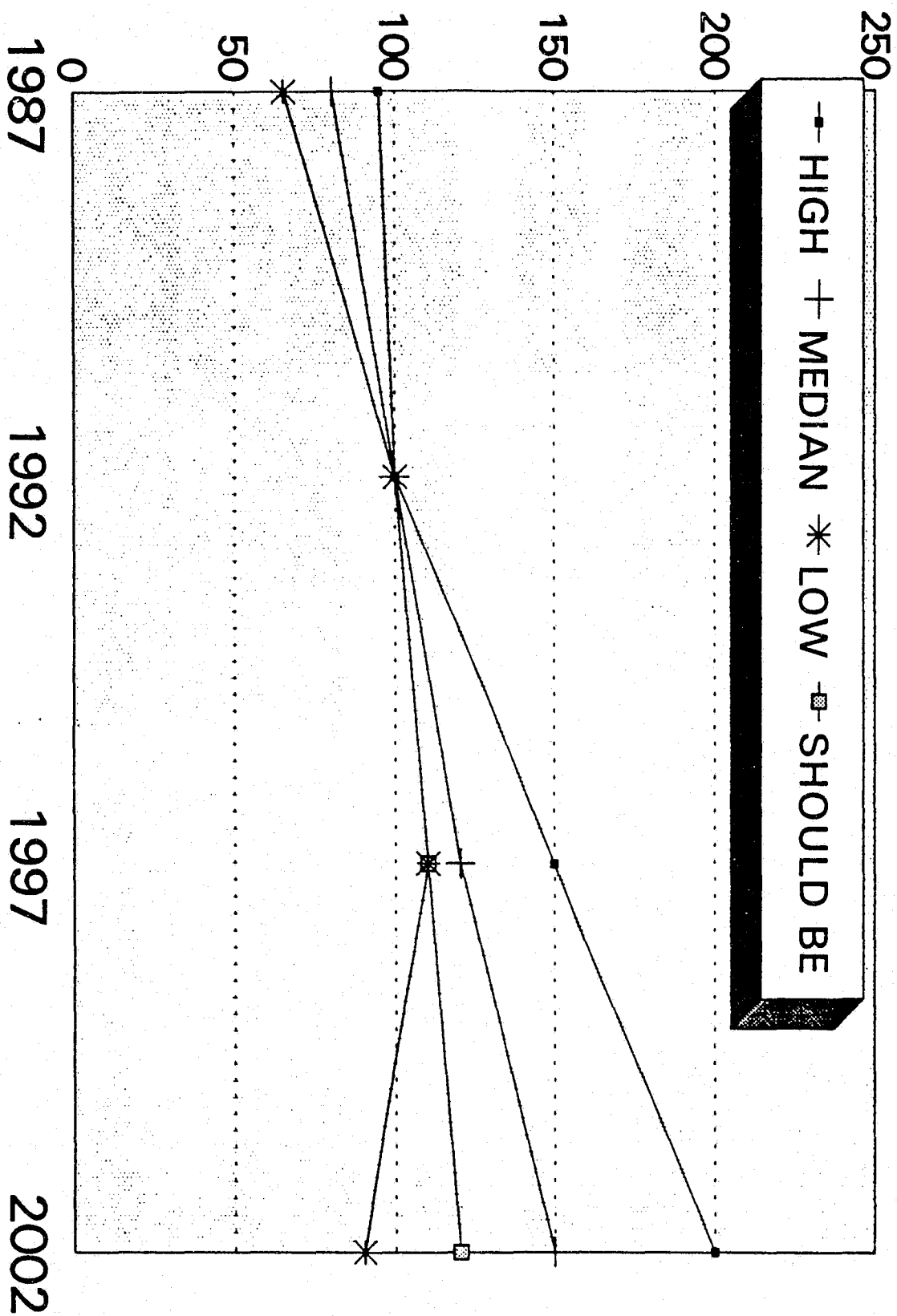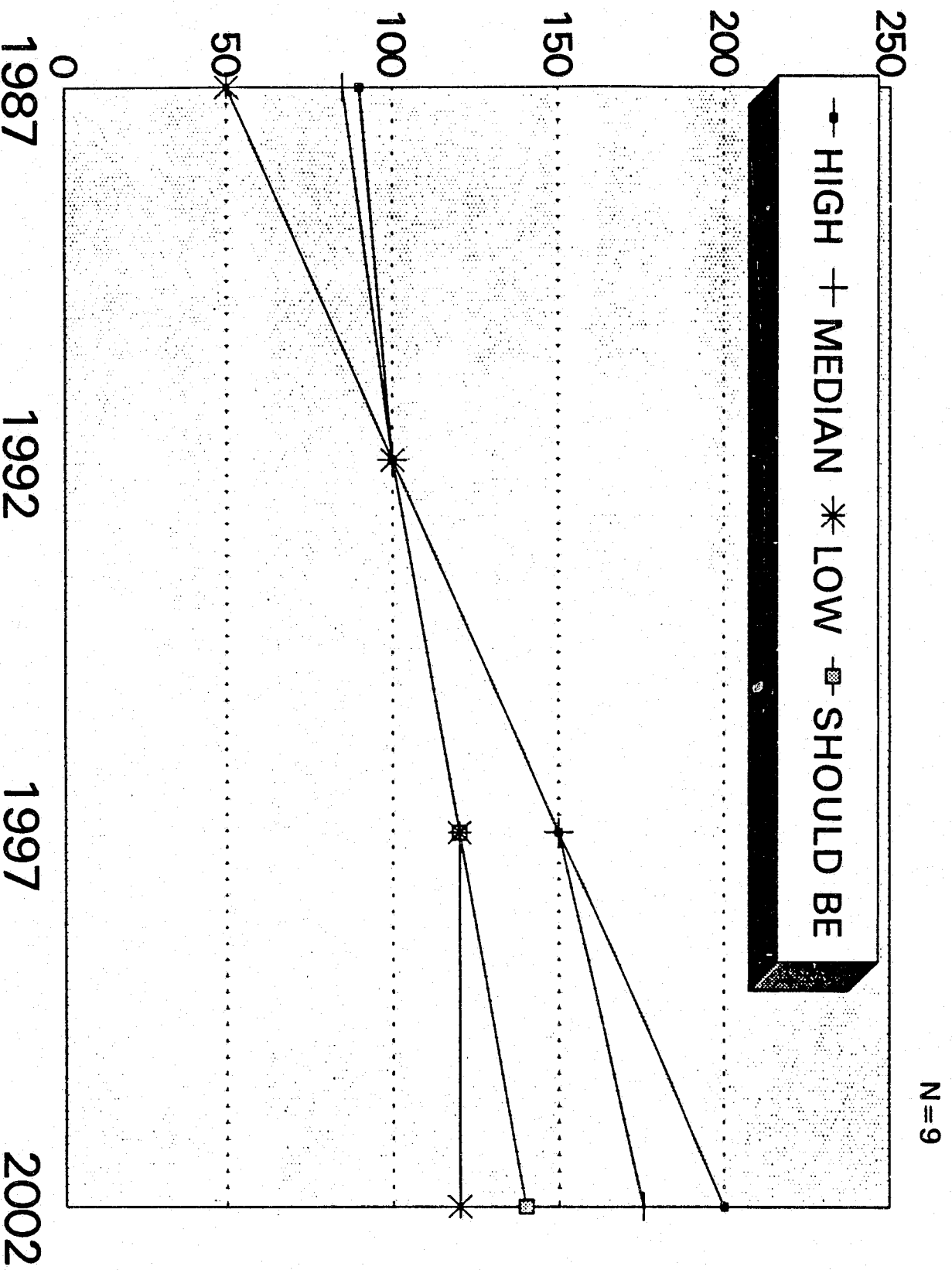
E-1: Inter-ethnic Riot:Latino vs African-American

APPENDIX 7

PROBABILITY

YEARS UNTIL FIRST OCCURRENCE
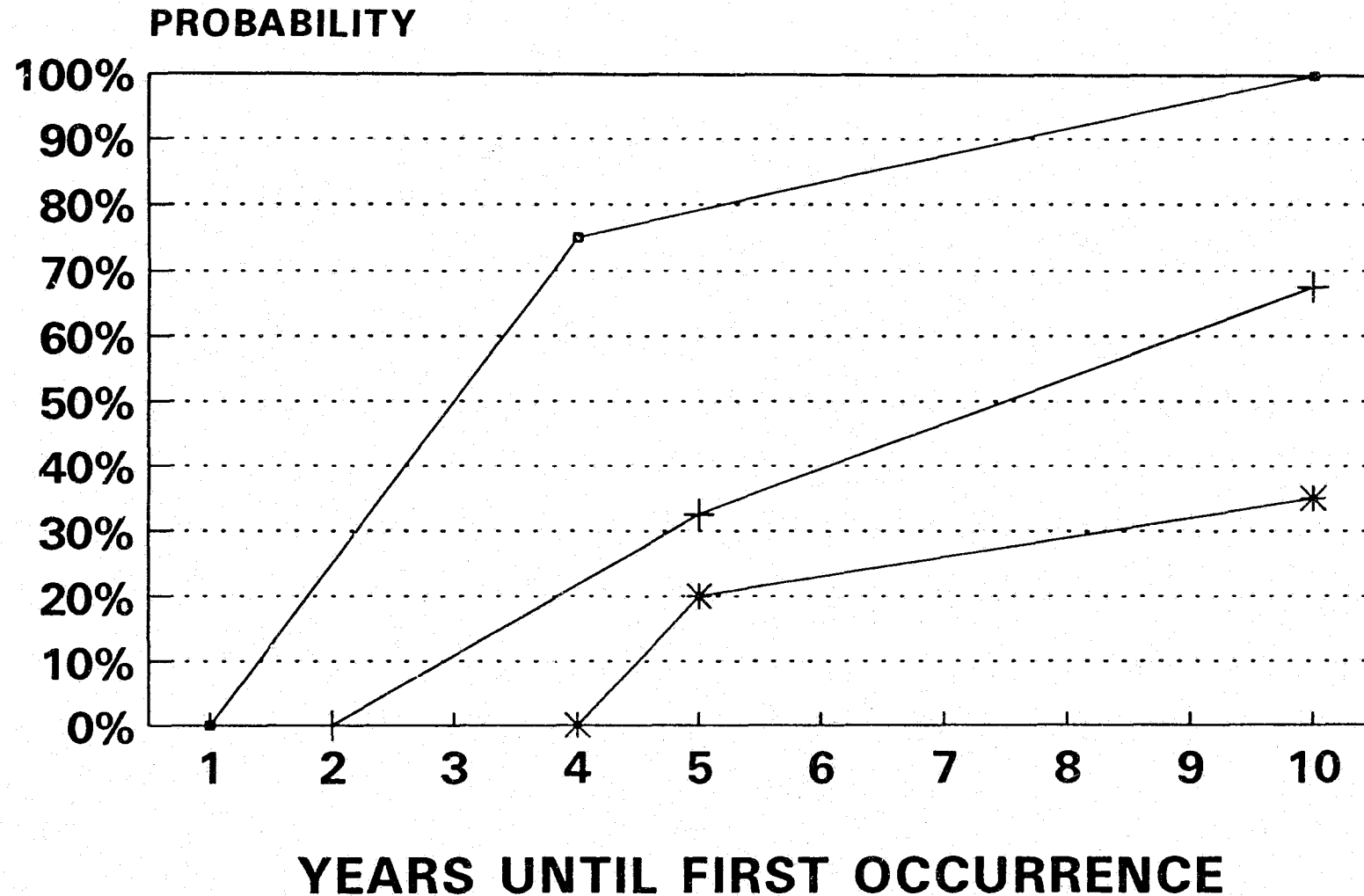
EFFECTS ON
ISSUES:
POSITIVE 0
NEGATIVE 8

FORECAST RANGES

N=9

HIGH + MEDIAN * LOW

E-2: REGIONAL ACADEMY HAS NON-ANGLO MAJORITY CLASSES

PROBABILITY

YEARS UNTIL FIRST OCCURRENCE
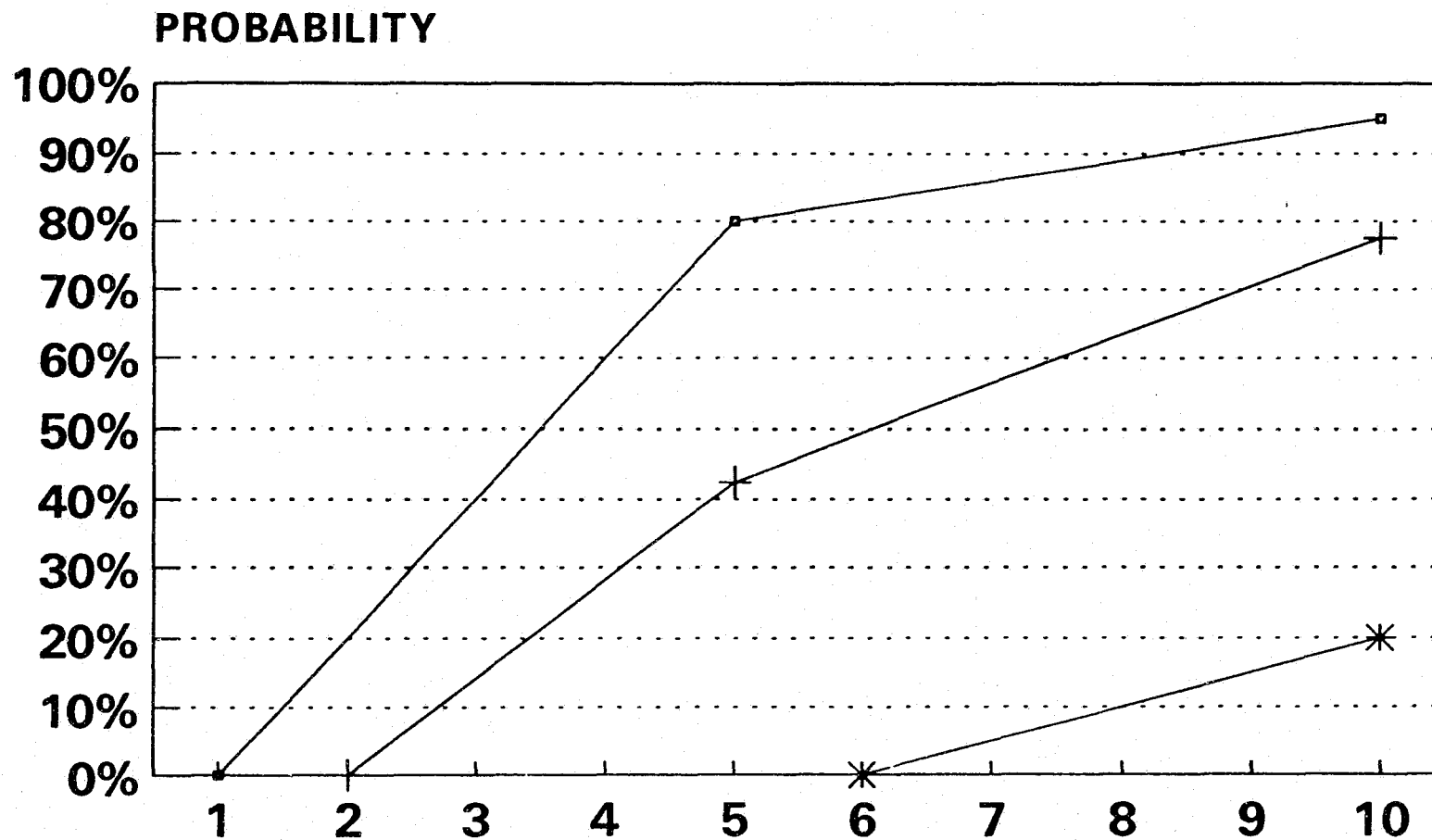
FORECAST RANGES

EFFECTS ON
ISSUES:
POSITIVE 7
NEGATIVE 1

N=9

-□- HIGH + MEDIAN ✳ LOW

68

E-3: FORMAL MULTI-ETHNIC SCHOOL PROGRAM BY LAW ENFORCEMENT

PROBABILITY

YEARS UNTIL FIRST OCCURRENCE
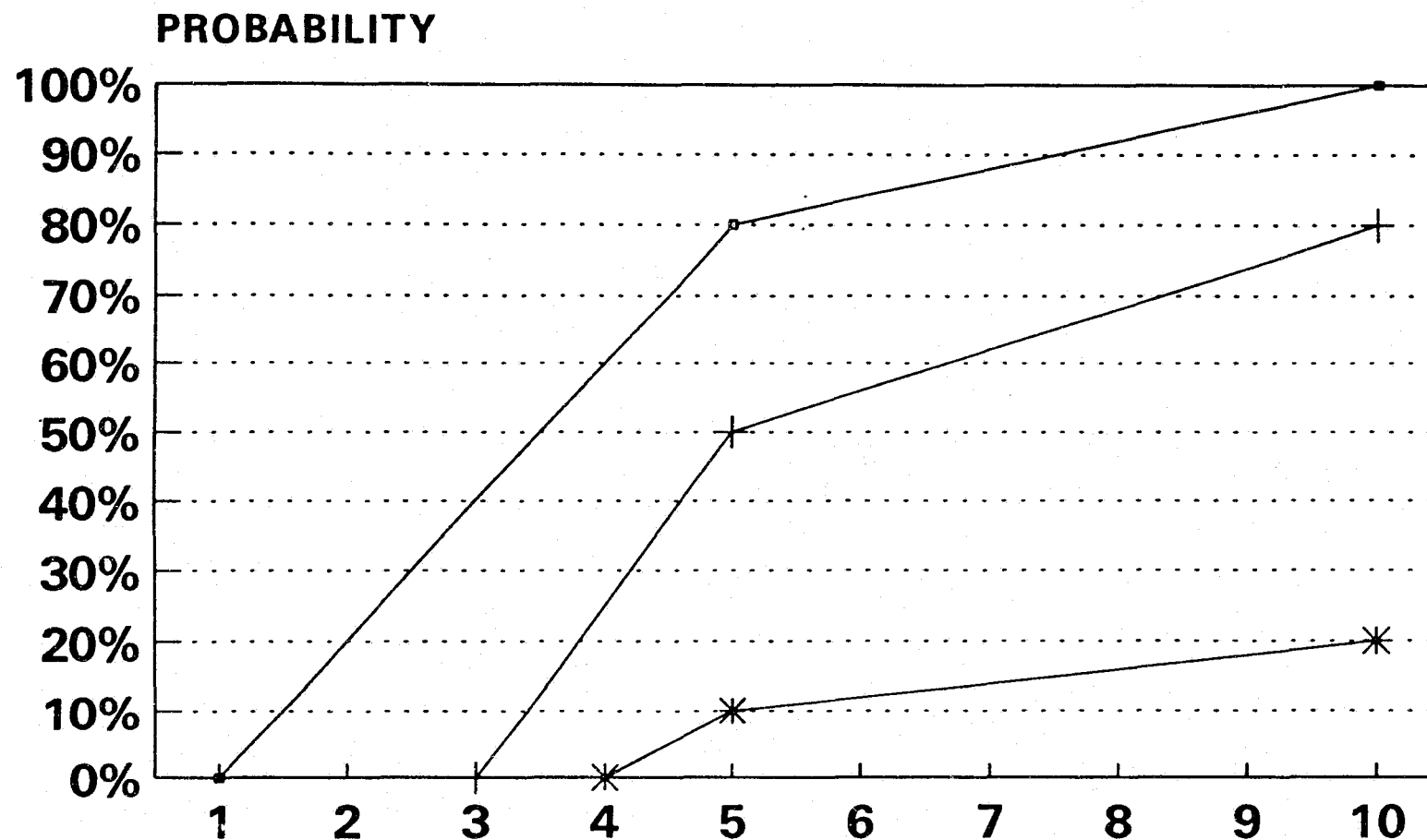
EFFECTS ON
ISSUES:
POSITIVE: 8.5
NEGATIVE: 1

FORECAST RANGES

N=9

—o— HIGH   + MEDIAN   * LOW

E-4: STATE LAW MANDATING CIVILIAN REVIEW BOARDS

APPENDIX 6

PROBABILITY

YEARS UNTIL FIRST OCCURRENCE

N=9

EFFECTS ON ISSUES

POSITIVE: 5
NEGATIVE: 7

FORECAST RANGES

-□- HIGH + MEDIAN ✳ LOW

70
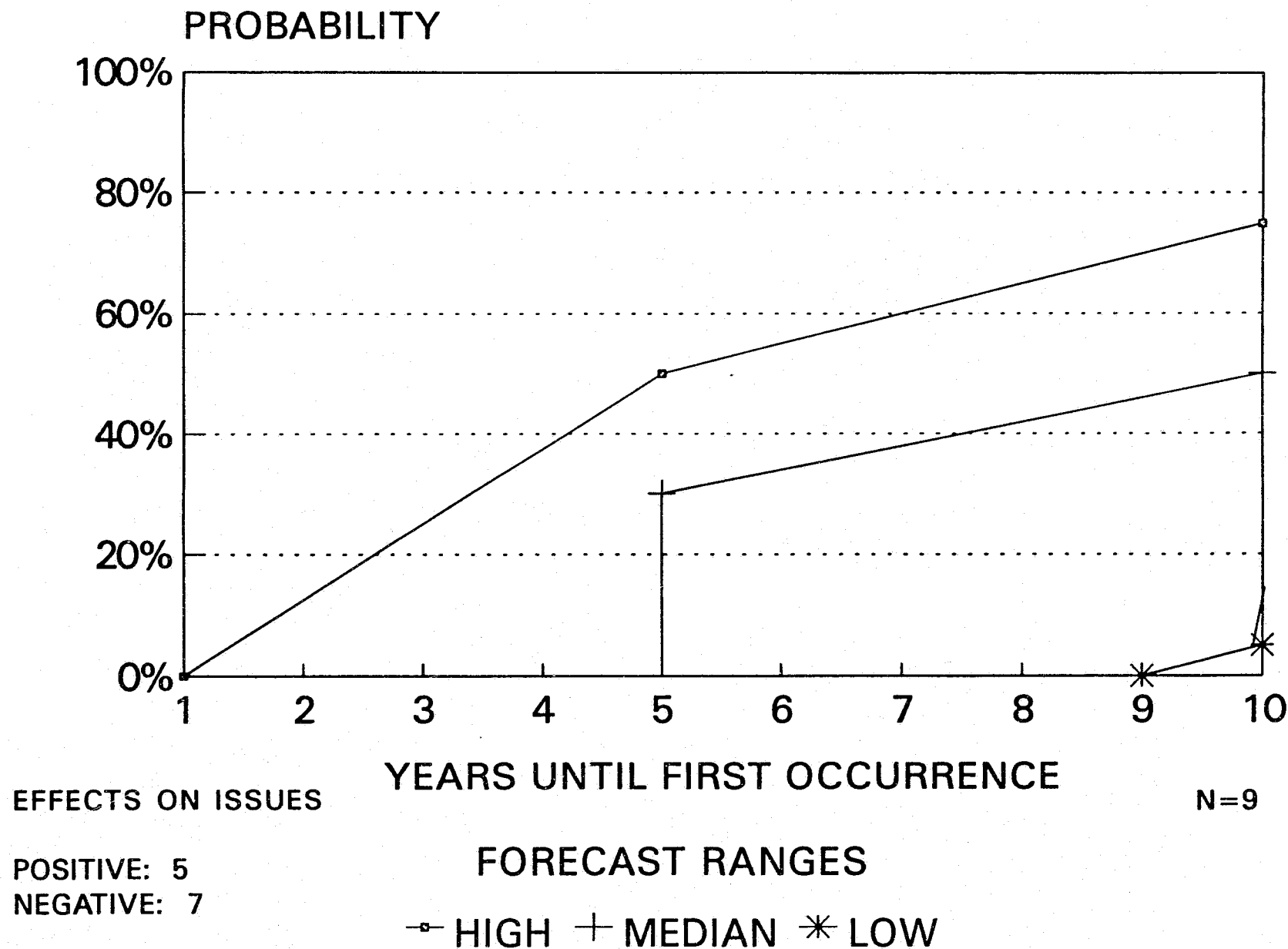
E-5: OPEN DRUG WAR BETWEEN AFRO-AMERICANS/ASIANS

APPENDIX 6

PROBABILITY

YEARS UNTIL FIRST OCCURRENCE

EFFECTS ON ISSUES
POSITIVE: 0
NEGATIVE: 9

N=9

FORECAST RANGES
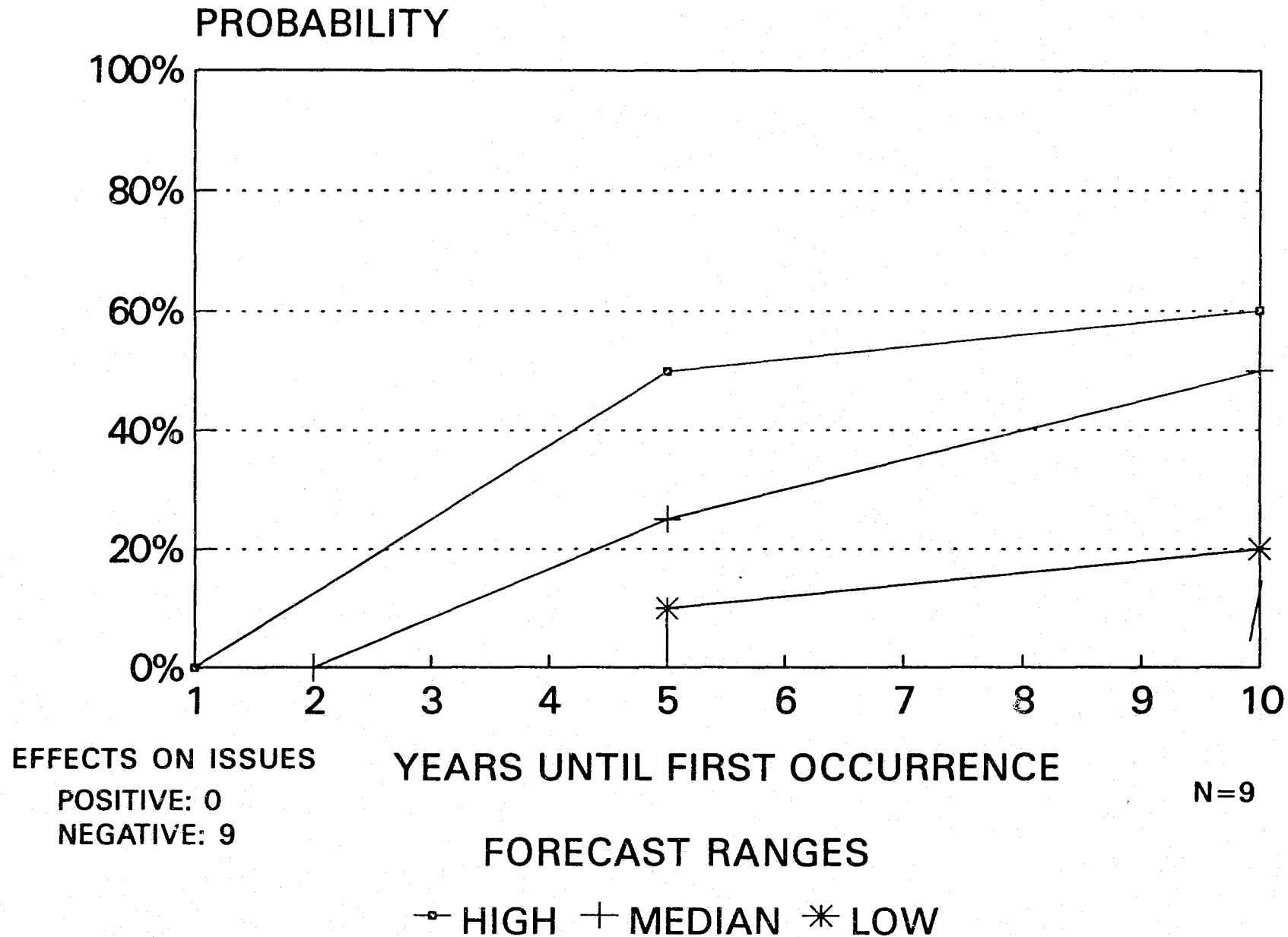
HIGH + MEDIAN ✳ LOW

E-6: INTER-ETHNIC VIOLENCE CAUSES ASIAN FLIGHT FROM CITIES

APPENDIX 6
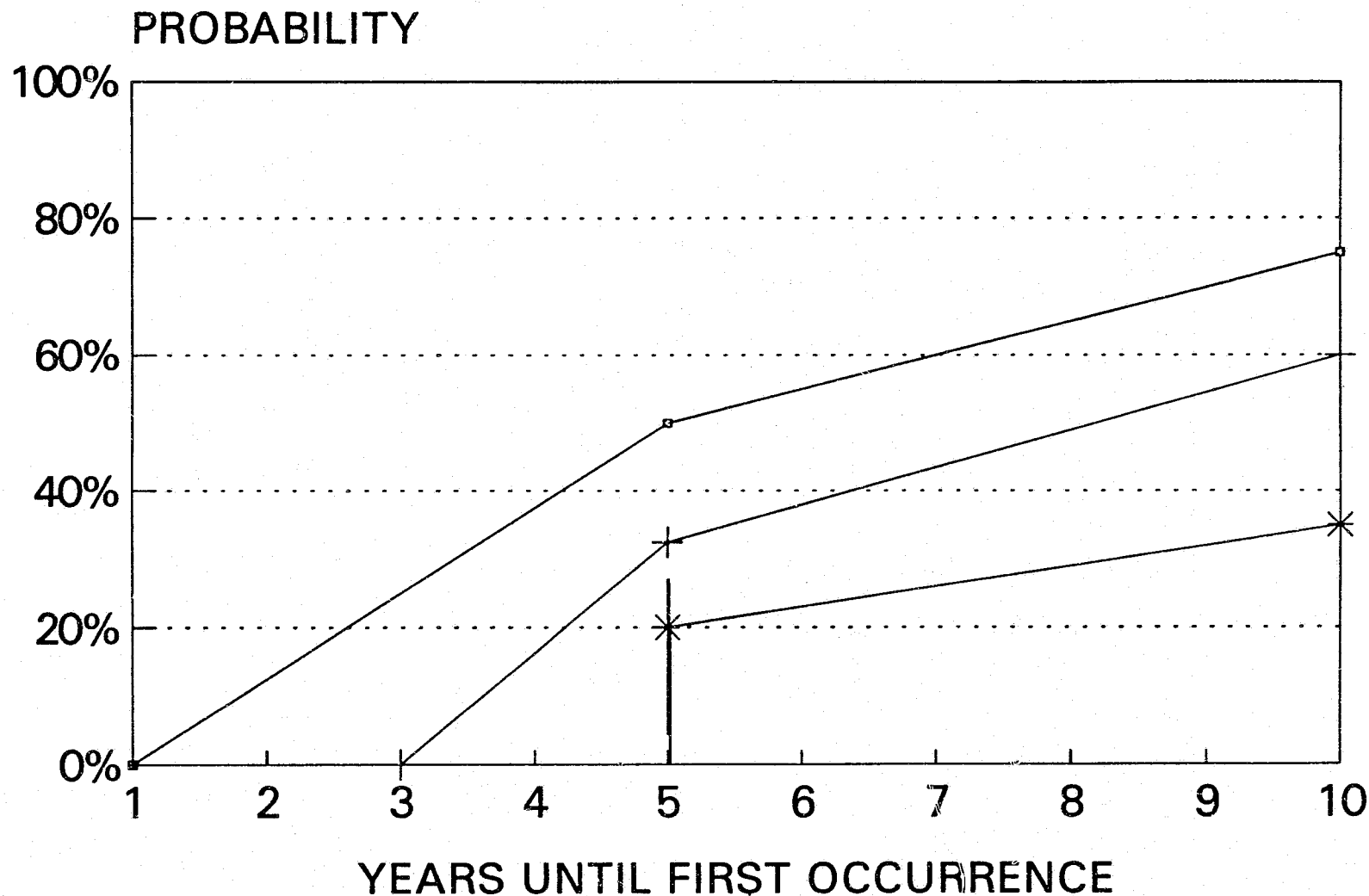
PROBABILITY

EFFECT ON ISSUES

POSITIVE: 0
NEGATIVE: 8

YEARS UNTIL FIRST OCCURRENCE

FORECAST RANGES

□ HIGH + MEDIAN ✳ LOW

72

EVENT STATEMENT	Years until probability first exceeds zero	Within FIVE years from now (0-100%)	Within TEN years from now (0-100%)	POSITIVE IMPACT (0-10 scale)	NEGATIVE IMPACT (0-10 scale)
1. Inter-ethnic riot occurs- Latino versus African-American	Hi 4 Med 1.5 Lo 1	H 75% M 50% L 25%	H 100% M 65% L 35%	H 4 M 0 L 0	H 10 M 8 L 6
2. Regional law enforcement academy has non-Anglo majority in classes	Hi 6 Med 4 Lo 1	H 70% M 25% L 5%	H 95% M 75% L 20%	H 10 M 7 L 5	H 3 M 1 L 0
3. Formal multi-ethnic appreciation and awareness program developed by L.E	Hi 5 M 3 L 1	H 80% M 50% L 10%	H 100% M 80% L 20%	H 10 M 9 L 0	H 3 M 1 L 0
4. State law enacted mandating civilian review boards for all jurisdictions	Hi 10 Med 5 L 1	H 50% M 30% L 0	H 75% M 50% L 5%	H 8 M 5 L 0	H 8 M 7 L 1
5. Open drug war erupts between African-American and Asians	Hi 5 Med 2 Lo 1	H 50% M 25% L 10%	H 60% M 50% L 20%	H 2 M 0 L 0	H 10 M 9 L 6
6. Inter-ethnic violence causes flight of Asian owned retail businesses from inner cities	Hi 5 Med 3 Lo 1	H 50% M 35% L 20%	H 75% M 60% L 45%	H 2 M 0 L 0	H 10 M 8 L 5

(N=3)

IMPACTING %	E1 %	E2 %	E3 %	E4 %	E5 %	E6 %	T1 %	T2 %	T3 %	T4 %	T5 %	T6 %	ACTORS
E1	X	0	+30	+15	+35	+20	-15	-15	+15	-15	0	+24	9
E2	-10	X	+15	-20	-10	-15	0	0	-20	+25	0	+20	8
E3	-25	+30	X	-25	-20	-20	0	+30	-10	+30	+5	+30	10
E4	0	+15	0	X	+5	+5	0	+15	0	+10	0	+20	6
E5	+20	0	+10	+5	X	+30	-5	0	+20	-20	-5	+10	8
E6	+20	0	+10	0	+40	X	-20	-5	+20	-20	0	+15	8
	4	2	4	4	5	5	2	3	5	6	2	6	

IMPACTED TOTALS
(REACTORS)

EVENTS
E1: Inter-ethnic riot occurs-Latino vs African-Americans.
E2: Regional law enforcement academy class has non-anglo majority.
E3: Formal multi-ethnic appreciation program in schools by L.E.
E4: State law mandating civilian review board in California.
E5: Open drug war erupts between African-Americans and Asians.
E6: Inter-ethnic violence causes flight of Asians from inner city.

TRENDS
T1: New ethnic groups infringing other group's territory.
T2: Minorities in law enforcement.
T3: Drug dealing by groups for power base.
T4: Regard for human life.
T5: Language dissimilarity.
T6: Multi-cultural training needs for law enforcement.

1. Captain, mid-sized police department

2. Captain, mid-sized police department

3. Lieutenant, mid-sized police department

4. Lieutenant, mid-sized police department

5. Chief, small police department

Process summary:

The modified policy delphi panel was asked to develop possible programs to deal with trends and events impacting the given issues. A list of policies were initially developed without close scrutiny given to them. After listing the strategies, advantages and disadvantages of each were given and the panel polled as to which policy had the most merit. In this case, three policies were synthesized to provide the most benefit.

APPENDIX 11: ASSUMPTION MAP
HIGH CERTAINTY

6b   6a

7a   1b

4a   1a

4b

5b   2a

2b

7b

5a

3a

OW IMPORTANCE ———————————————————— HIGH IMPORTANCE

3b

8b

8a

LOW CERTAINTY

76

Lakeside City
ouncil
.Interested in city
armony
.Want to reduce
idget strain

Lakeside
ommunity Relations
Commission
a. Want recognition
r efforts
b. Need to be
nown as leaders

3. Minority political
interest groups
a. Primary interest in
own group
b. Want to limit
discrimination

4. Police Administration
a. Efficient goal
achievement
b. Need credit for
successful effort

5. Police Officers Ass'n
a. Want fairness to
officers
b. Desire to shield
officers from
unfair complaints

6. News media
a. Desire to sell
more product
b. Want to
promote own views

7. School District
a. Need to
educate/socialize
students
b. Desire
safe/tranquil setting

8. Middle-class anglos
a. Want more
proactive activity
b. Need to feel safe
in the streets

APPENDIX 12: POTENTIAL STRATEGIES

1. Cultural awareness classes for law enforcement

2. Recruit and hire more minorities in law enforcement

3. Recognition and prevention program on inter-ethnic violence for schools

4. State funded public education on cultural awareness through commercial media

5. Penalty enhancement for crimes involving ethnically/racially motivated violence

6. Cultural awareness and appreciation through local printed media

7. Neighborhood oriented policing: storefront patrol operations

8. Formal program in schools and public education unit to educate minority   neighborhoods on what law enforcement needs to provide a peaceful community

9. Statewide intelligence base on racially/ethnically motivated offenders

10. Creation of local minority bureau to assist and educate law enforcement