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ACHIEVING ETHNIC DIVERSITY IN THE POLICE COMMAND RANKS BY THE YEAR 2001

142944

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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 possisble 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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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SECTION I - INTRODUCTION

INTRODUCTION

In 1990, the California Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence issued a comprehensive report stating that law enforcement agencies should "reflect the diverse demographics of the communities they serve and be genuinely accountable to those communities."(1) Additionally, the Commission recommended that police departments . . ."aggressively recruit, retain, and promote officers from diverse backgrounds." In general, many law enforcement agencies are already attempting to do this at the street officer level. Evidence cited below, however, indicates that this is not true at command levels.

This study will be focused upon the challenge of achieving ethnic diversity within the police command ranks by the year 2001. The study will be used to explore the future status of ethnic minorities in the police command ranks and examine how their status might be influenced as the ethnic composition of California continues to change.

The dramatic changes in the ethnic composition of the nation are providing law enforcement agencies with multiple challenges for the future. Current forecasts based on U.S. census and immigration data indicate that the change in the nation's ethnic composition will continue to accelerate through the turn of the century.(2) California, considered by many to be a microcosm of this nation, will continue to experience a significant increase in its minority population. A state population of 23.7 million in 1980 had escalated to 29.8 million by the year 1990. Fully 85% of the 7 million births and newcomers of the 1980's were Hispanic or Asian. According to the 1990 census, white Caucasians account for 57% of the population. By the year 2000 no ethnic group will represent a majority in California; all ethnic groups will be minorities.(3)

BACKGROUND

During the preparation for this article, an environmental scan was completed. Literature scans, interviews of police professionals, discussions with civic leaders, POST consultants and educators were used in the initial scanning process. While conducting the literature scan, several recent reports, articles, and academic studies directly related to this issue were found. Collectively, this literature clearly identified the lack of ethnic diversity in the administrative ranks of public service as an important issue.

Coverage by the mass media has been extensive. Local newspapers, T.V. stations, weekly magazine, and professional journals have all provided numerous reports on this emerging issue. The San Jose Mercury recently published a series of articles which describe a "glass ceiling" that ethnic minorities must contend with if employed in public service and living in the San Francisco Bay Area. The "glass ceiling" was defined as a barrier that somehow inhibits ethnic minorities from reaching administrative or supervisory ranks in public service careers. In what many consider to be one of the more progressive and liberal areas of the country white Caucasians were found to be over-represented in government administrative jobs by over 140% while some ethnic minority groups were under-represented by close to 90%.(4) According to the San Jose Mercury, "Asians and Hispanics are the area's largest and fastest growing minority groups. Yet their members have relatively little day-to-day authority over such basic services as firefighting and policing . . ."

Due to some recent unfortunate events, the mass media has focused many of their articles on the mismanagement and under-representation of ethnic minorities in law enforcement. The national media coverage of the civil rights trial against the F.B.I. for the lack of promotional opportunities for ethnic minorities in that agency, and the Rodney King incident provided the catalyst for scathing articles regarding this issue.

The Los Angeles Christopher Commission Report reiterated some of the same premises earlier research projects and reports had clearly stated; there is a direct positive correlation between minority representation and effective policing.(5) It has been well substantiated in reports such as those produced by the California Attorney General in April of 1990(6); Samuel Walker, 1988(7); D. Guyot, 1979(8); and Warner, Steel Lourich, 1990(9) that lack of opportunity and career development for minorities is a severe problem in policing. Previous command college future studies such as those authored by Roger Clark, 1988(10), Roy Hanna, 1989(11), and Neil Lingle, 1989(12) re-emphasized the belief that "hiring and promotional policies that put a law enforcement agency in balance with the comment have more than just "cosmetic" value to the organization. . . .they are basic to the delivery of service."(13)

Discussions with police professionals, civic leaders, POST consultants, ethnic minorities, and educators further validated the importance of addressing this emerging issue. Though these discussions were mostly informal open dialogues, as opposed to structured interviews, several general questions directly related to this issue were asked (Appendix A). Collectively, these individuals saw ethnic representation in their agencies as an important issue to face in the next 10 years. Most felt that their respective Police Department's administrators were progressive in hiring ethnic minorities, but felt that most of the same administrators were hesitant and almost resistant toward achieving ethnic diversity within their own police command ranks. Most felt that Affirmative Action and consent decrees were only moderately successful and tended to exacerbate the problems associated with achieving ethnic diversity. There is an obvious degree of negativity associated with court-ordered mandated internally, and there is a perceived loss of credibility for deserving minority candidates who are promoted during consent degrees or as part of an Affirmation Action plan. A shift in political power to ethnic groups was seen as inevitable and viewed as having a positive impact on law enforcement at all levels. And it was felt that increased external political influence will play a significant role in pushing law enforcement towards addressing ethnic diversity issues.

A signification portion of the environmental scan involved a data survey of employment rolls from six California cities. City personnel staff from the cities of San Francisco, Los Angeles, San Diego, Sacramento, Santa Ana, and Fremont were contacted. These contacts ranged from highly urban areas of Los Angeles, San Francisco, and San Diego to the communities of Fremont and Sacramento, cities that represent different forms of municipal government, different political agendas, and different ethnic minority influences.

Examination of data extrapolated from the environmental scan and from the employment rolls of each of the aforementioned cities shows conclusively that, though some strides have been made in recruiting and training minorities, the ethnic barrier as it relates to the police command ranks does not appear to have been broken to any significant extent.(14) In these selected cities, the police command rank level is staffed overwhelmingly with white Caucasian males serving increasingly diverse communities and departments. Though ethnic minorities on the average comprised over one-half or some cases two-thirds of their respective community's population, the police command level on the average was comprised of over 85% white Caucasian males. Though Affirmative Action and the Civil Rights Act are almost 30 years old, the predominately Caucasian male hierarchies are slow to accept change within their own ranks and to introduce minorities into positions of leadership.(15) Will this trend be allowed to continue or will there be influences that mandate a change? What will those influences be and what organizational factors will be influenced? In the attempt to answer some of these questions properly, the following futures research was initiated.

<u>DEFINITIONS</u> - *For the purpose of this study.*

Command Rank refers to those job titles, assignments, or positions of influence within the law enforcement administrative or management rank structure, usually a civilian administrator or lieutenant rank and above.

Ethnic Minorities are defined as persons of race, color, and customs. An ethnic group consists of those who share a unique social and cultural heritage that is passed on from generation to generation.

Note: Women and other protected classes were not distinguished in this study but were included within their ethnic criteria.

Law Enforcement Agency is defined as any state, county, municipal or special district agency that is comprised of officers who possess peace officer status as defined by the California Penal Code, and which provides police services to a given population. The term police department, sheriff's department, police agency, police entity, and law enforcement agency are synonymous in this connection and are used interchangeably throughout this study.

Positions of influence are those job titles, assignments, or positions in the law enforcement command rank structure in which department policies are defined and established.

Race refers to "people of color", or members of various racial groups (e.g., Asian, Black, Hispanics).

Status is defined as the quantity and positions of influence within the upper level management structure of law enforcement.

SECTION II - A FUTURE STUDY

THE ISSUE QUESTION FOR THIS RESEARCH PROJECT IS:

What will be the status of ethnic minorities in the police command ranks by the year 2001?

This issue was selected because of certain future implications to law enforcement. It's importance has been established through an extensive review of available futures file literature, discussion, and interaction with law enforcement professionals and community members and an interest held by the researcher.

THREE SUB-ISSUES DIRECTLY DERIVED FROM THE MAIN ISSUE QUESTION ARE:

- What external influence will ethnic minority groups have upon establishing minority representation within the police command ranks?

- What internal influence will the influx of minorities into law enforcement have upon the promotional practices into the police command ranks?

- What departmental factors will be influenced?

TRENDS AND EVENTS

Initially, a literature scan of pertinent research studies was used to develop a preliminary list of related trends and potentially impacting events related to the issue and sub-issue. A group comprised of 7 panel members was then assembled to participate in a nominal group technique process. The panel represented a cross-section of the community and law enforcement (Appendix B). They included a Hispanic Municipal Court Judge, a college counselor, the Fremont School District Bilingual Coordinator, a Hispanic detective, and a black lieutenant. All panel members possessed some level of expertise or degree of familiarity with the issued involved in this research. The panel developed and defined a list of 22 related trends and 18 related events (Appendix C). Additionally, each trend was converted to a non-directional statement. The lists were then given a rank order by the group according to their importance and impact on the issues.

PHASE II

In Phase II the question is asked, "For purposes of top-level strategic planning, how valuable would it be to have a good long-range forecast of the Trends and Events on the list?"

TREND AND EVENT SCREENING

The panel voted individually for the top trends that were most important to them. A weighted scoring method was used to place trends and events into order. The top 7 trends were calculated and listed. The group was then asked to estimate the value of each trend on the list. Five trends that were considered to be of the most value were retained for forecasting.

A similar process was administered to determine the top events in rank order of importance that could be affected by prior policy. Five events were retained for forecasting.

TRENDS AND DEFINITIONS

1.   **Law Enforcement Administrative Support of Minority Promotion.**
        Level of cooperation, support, and effort by law enforcement administrators
        in the promotion of ethnic minorities into the police rank structure.

2.   **Number of Eligible Qualified Minorities Attracted to Law Enforcement.**
        The quantity of ethnic minorities who are attracted to law enforcement and
        who fulfill the standard age, education, physical, and psychological
        requirements required of an applicant by most police agencies in the state
        of California.

3.   **Level of Political Influence of Minority Groups.**

        The degree or amount of political influence that ethnic minority groups
        possess.

4.   **Level of Minorities That Comprise Law Enforcement Work Force.**

        Overall quantity of ethnic minorities employed by law enforcement agencies
        in the state of California.

5.   **Ethnic Shifts in Populations.**

        Changes in the ethnic makeup of areas within the state of California that
        are caused by the movement, concentration, or numbers of ethnic minorities
        in areas within the state of California.

EVENTS AND DEFINITIONS

1.   **Major Civil Rights Violation Litigation.**

        A major civil right violation causes an action by a court which dramatically
        impacts law enforcement and specifically the issues of this study.

2.   **Federal and State Government Refuse Funding to Local Law
        Enforcement Agencies that do not Reflect at all levels the Ethnic
        Makeup of the Community they Serve.**

Federal or state government ·withhold funds in the form of grants, reimbursements, inducements, etc., if local agencies do not meet dictated minimum standards of have programs in place that encourage ethnic diversity at all levels in their work force.

3. **Police form Coalitions with Community Minority Groups.**

On-going, closer, and more direct communications and coalitions are established between community minority groups and their respective police department. As compared to the informal liaisons of the past, these coalitions will be in the form of established citizen advisory committees, or citizen review committees, or commissions.

4. **State or County Formula for Equity in Minority Promotion.**

State or county establishes formula or quotas for promoting ethnic minorities.

5. **Individual Police Agencies are Ordered by Federal Courts to Promote Minorities into Police Command Ranks.**

Federal courts establish and mandate formulas for promoting minorities into police command ranks.

TREND FORECASTING

Once the trends to be forecast were identified and defined, the panel was asked to forecast their magnitude using a ratio scale. They were supplied with a value of 100 being equal to "today" and asked to forecast the trends five years ago, five years from now and ten years from now, utilizing 100 as their starting point. It was explained that, when a trend reaches zero, it ceases to exist. For the forecasts for five and ten years from "today", the panel was asked to supply both nominal and normative estimates.

After the panel forecasts were tabulated the ranges were discussed. Following the discussions a second vote was taken but little movement was noted. The following table illustrates the panel's median results for the trend forecasts.

TREND EVALUATION

Table #1

TREND STATEMENT	LEVEL OF THE TREND (today = 100)			
	5 YEARS AGO	TODAY	6 YEARS FROM NOW	10 YEARS FROM NOW
1. LAW ENFORCEMENT ADMINISTRATIVE SUPPORT OF MINORITY PROMOTION	80	100	120 / 200	180 / 250
2. NUMBER OF QUALIFIED/ELIGIBLE MINORITIES ATTRACTED TO LAW ENFORCEMENT	60	100	150 / 200	225 / 250
3. LEVEL OF POLITICAL INFLUENCE OF MINORITY GROUPS	75	100	150 / 200	200 / 250
4. LEVEL OF MINORITIES THAT COMPRISE THE LAW ENFORCEMENT WORK FORCE	50	100	115 / 150	170 / 225
5. ETHNIC SHIFTS IN POPULATIONS	50	100	150 / 150	190 / 200

* Panel median forcasts (N=7)

Will be / Should be
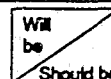
TREND #1 - Law Enforcement Administrative Support of Minority Promotion.

The panel felt law enforcement administrators have been slow to recognize the importance of the promotion of minorities into the police rank structure. The median nominal forecast indicates that panel members thought this trend will continue for the next five years, but that after the five years, administrative support will increase significantly by another 60%. In a discussion of their forecasts, panel members stated that they thought the demographic data indicating large ethnic shifts and increases in the population of minority groups, combined with the increasing political involvement of some minorities groups will become a driving force in the next 5 years. If minority political influences do become stronger, more ethnic minorities representation in the command ranks will be demanded. As more minorities become part of the police command structure, support by police administrators will become inevitable and support will increase at even a higher rate. The normative forecasts were considerably higher. The panel felt that if administrators realize the issue now and develop comprehensive strategies with the assistance of ethnic minority groups, this trend should show a 150% increase over the next 10 years. It was generally felt that law enforcement officials do not hold this as a high priority and would move only when required to do so. The law enforcement respondents tended to support change with higher range forecasts than did their civilian counterparts.

TREND GRAPH

Figure #1

TREND 1

LAW ENFORCEMENT ADMINISTRATIVE
SUPPORT OF MINORITY PROMOTION

A. The median nominal: forecast for the group
B. The highest forecast in the group
C. The lowest forecast in the group
D. The median "should be" forecast
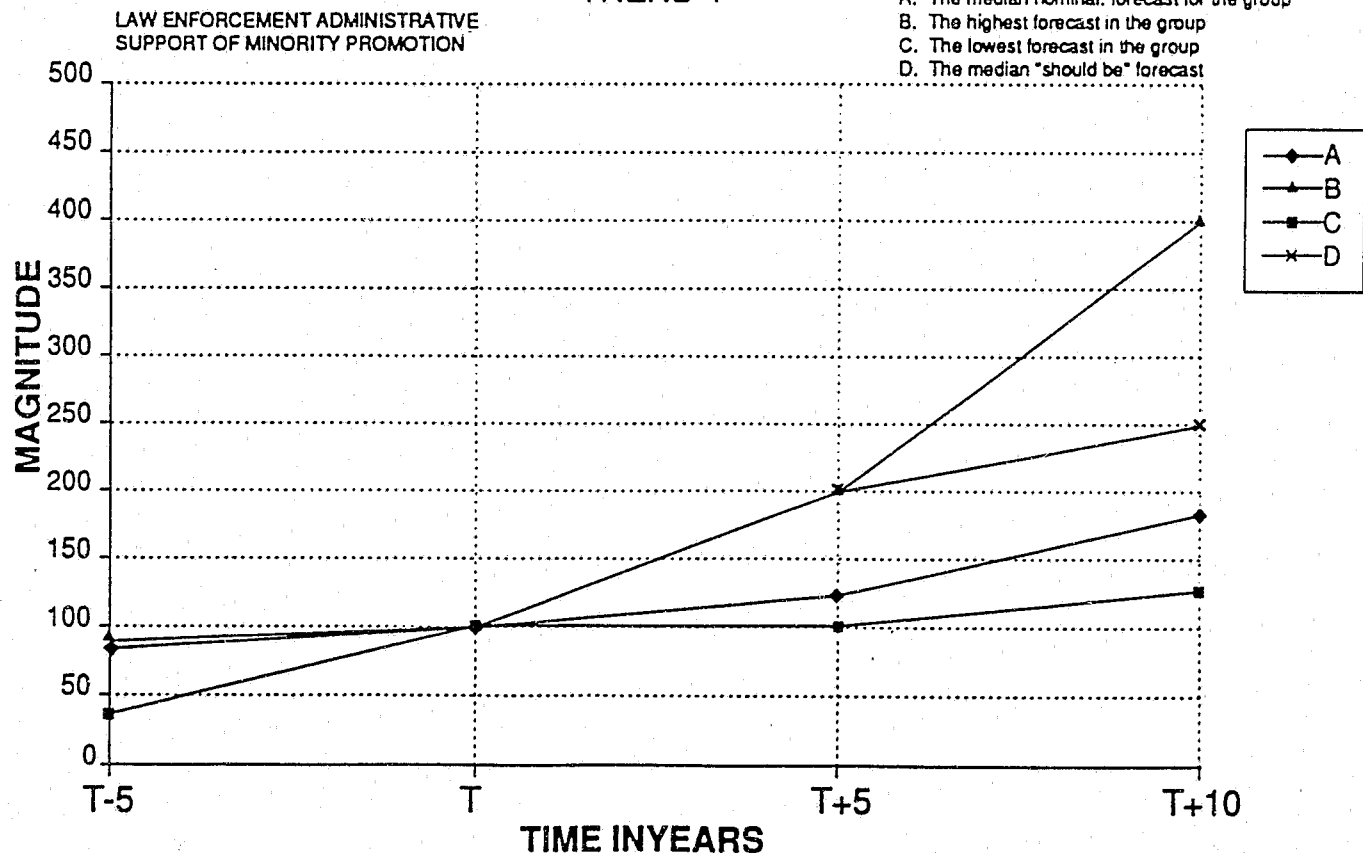
TREND #2 - Number of Eligible Qualified Minorities Attracted to Law Enforcement.

The panel felt that the number of qualified/eligible minorities attracted to law enforcement have increased steadily for the last 5 years and will increase by another 50% through the next 5 years. The panel suggested that between 5 and 10 years from today there will be an even more dramatic 75% increase. They felt that not only will minorities increase significantly in the California population, but more will be graduating from high school and meeting the minimum police applicant requirement. An attractive salary and an increase in acceptance of law enforcement as an appropriate career by ethnic minorities will be a driving force.

The normative forecasts were significantly different. The panel felt a dramatic 100% increase should occur in the next 5 years with a 25% decrease occurring 5 years thereafter. The panel suggested that a large pool of qualified eligible minorities already exists and that police administrators have yet to effectively attract minorities to a police career. If administrators decide to prioritize and commit to a comprehensive minority recruiting plan, there should be more immediate (within 5 years) results. Finally, some panel members felt that if ethnic minorities are appointed to command level positions, they will attract more ethnic minorities into law enforcement.

TREND GRAPH

Figure #2   TREND 2

A. The median nominal: forecast for the group
B. The highest forecast in the group
C. The lowest forecast in the group
D. The median "should be" forecast

NUMBER OF QUALIFIED/ELIGIBLE MINORITY
ATTRACTED TO LAW ENFORCEMENT

Legend:
- ♦ A
- ▲ B
- ■ C
- ✕ D

X-axis: TIME IN YEARS (T-5, T, T+5, T+10)
Y-axis: MAGNITUDE (0, 50, 100, 150, 200, 250, 300, 350, 400, 450, 500)
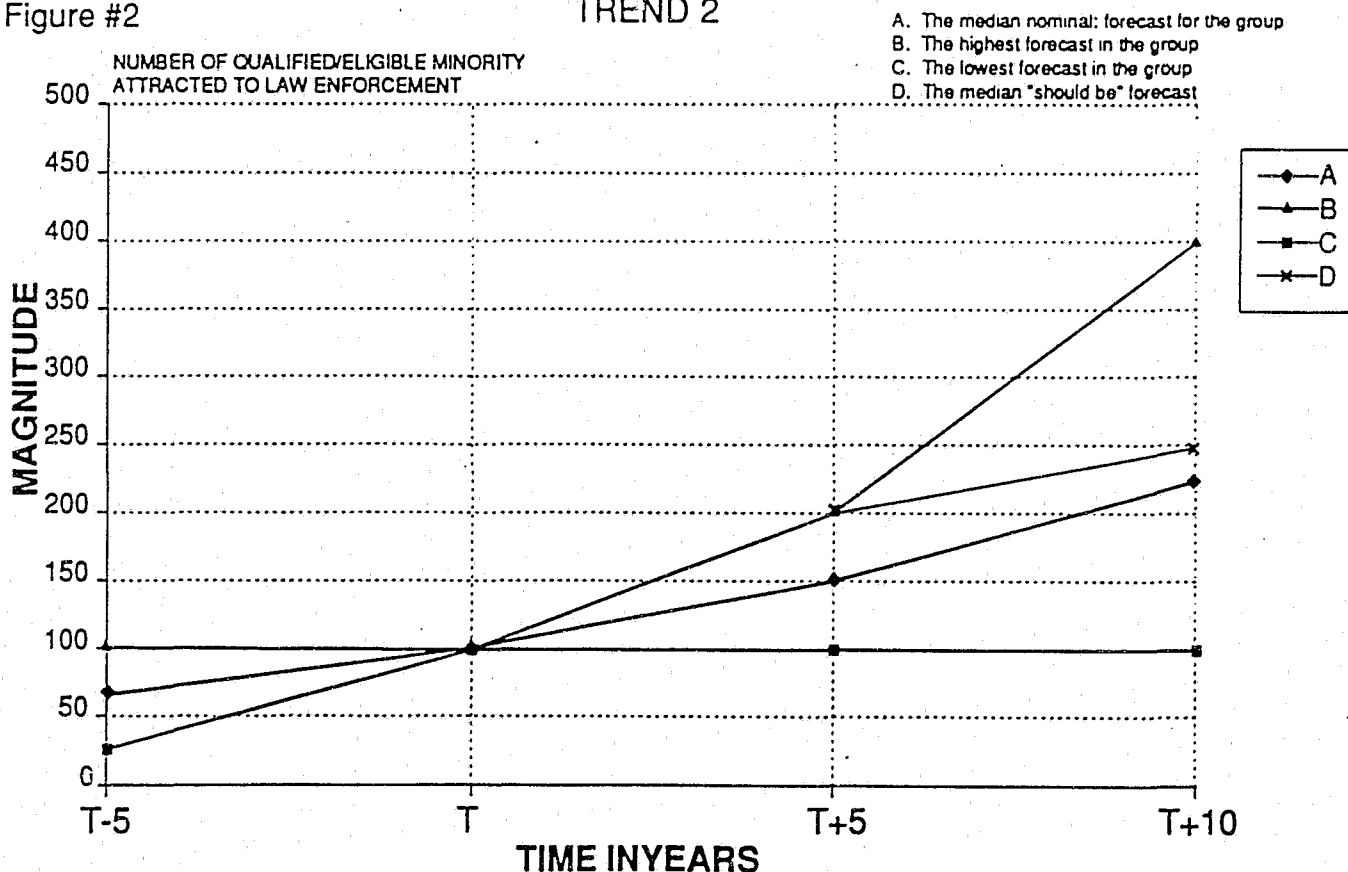
TREND #3 - Level of Political Influence of Minority Groups.

The median nominal forecast suggests that panel members thought there has been a steady increase in the political influence of minority groups for the last 5 years. They felt that the influence of minority groups will then escalate dramatically by another 100% for the next 10 years. The vast majority of panel members, which included minorities, held that minority political groups were coming into their own and gaining momentum with each successful campaign or political appointment. The panel also suggested a direct correlation between elected minority officials and the hiring and promotion of minorities in law enforcement. Of particular interest was a shared opinion by some of the panel members that, though the Hispanic and Asian population groups are growing dramatically, their gain of over 100% in the level of political influence is minimal as compared to what the level of influence should be given their percentage of the population as a whole.

TREND GRAPH

Figure #3

TREND 3

A. The median nominal forecast for the group
B. The highest forecast in the group
C. The lowest forecast in the group
D. The median "should be" forecast

LEVEL OF POLITICAL INFLUENCE OF MINORITY GROUPS

TIME INYEARS
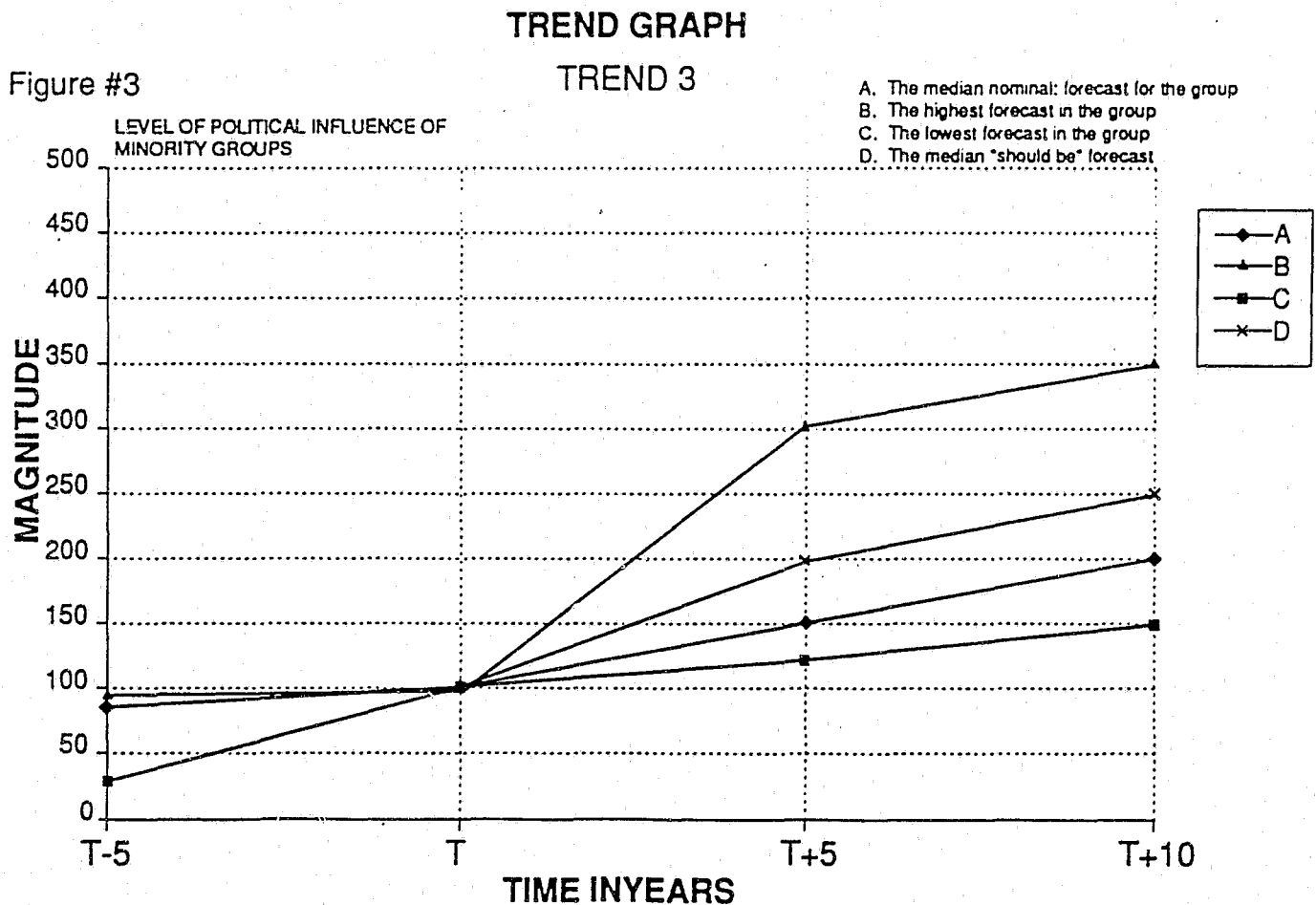
TREND #4 - Level of Minorities That Comprise Law Enforcement Work Force.

The panel felt that minorities will become increasingly visible in law enforcement. However, some panel members felt several factors including a lack of commitment by some law enforcement administrators to recruit minorities, the current federal, state, and local budget crises, and the lengthy hiring process would impact the increase for the next 5 years. A more dramatic 55% increase should occur in the following 5 years.

The normative forecasts were significantly higher. The panel felt that an increase in ethnic population combined with a declining pool of typical white male applicants should provide the driving force to encourage or require police agencies into developing comprehensive recruitment and promotion program for minorities.

TREND GRAPH

TREND 4

Figure #4

LEVEL OF MINORITIES THAT COMPRISE THE
LAW ENFORCEMENT WORK FORCE

A. The median nominal forecast for the group
B. The highest forecast in the group
C. The lowest forecast in the group
D. The median "should be" forecast

TIME IN YEARS
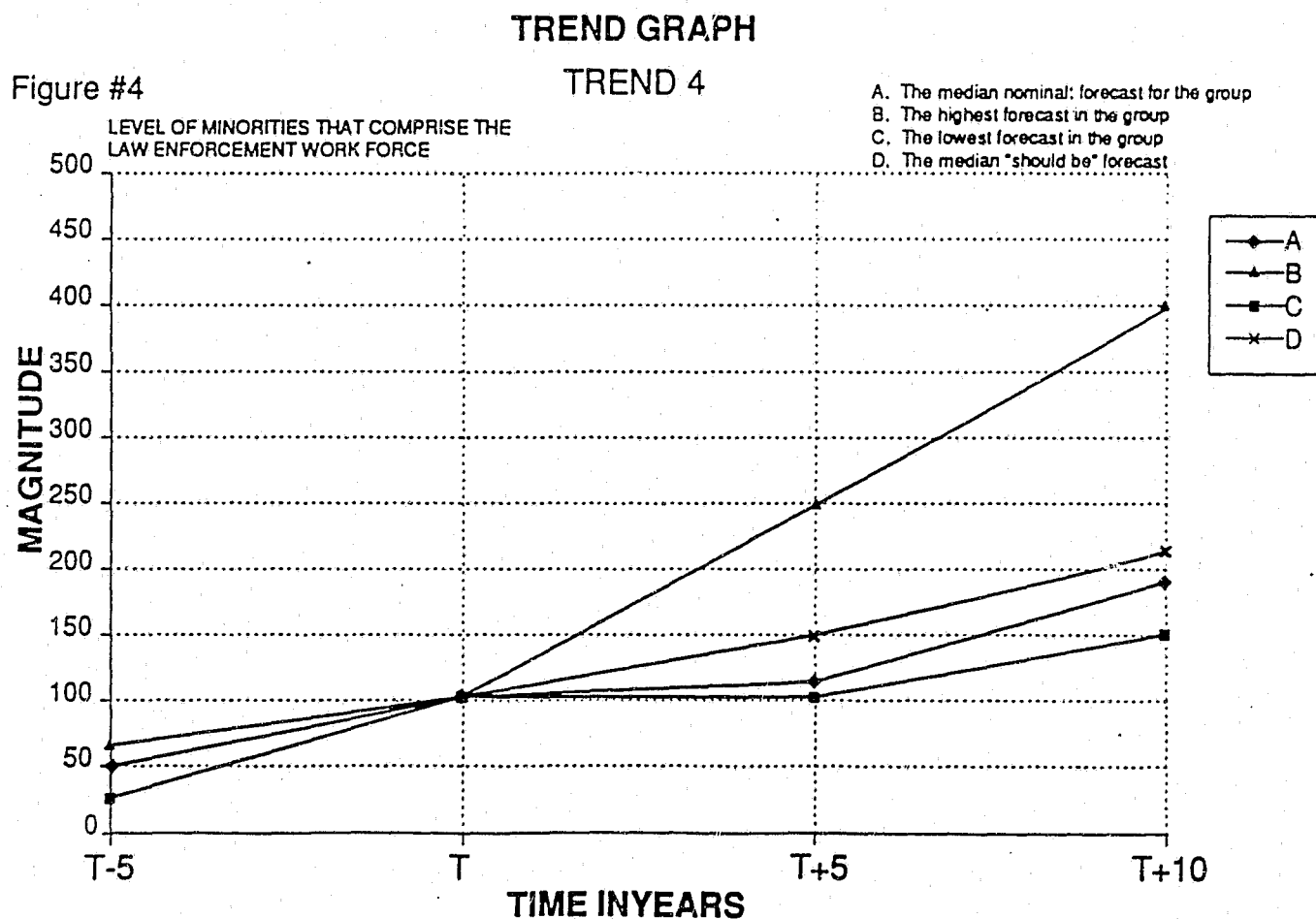
TREND #5 - Ethnic Shifts in Populations.

In both their nominal and normative forecasts the panel felt that there has been a steady but significant increase in ethnic shifts in populations. The 2 forecasts over the next 10 years were almost identical as they indicated a 50% increase for the next 5 years and another 50% increase for the 5 years thereafter. The panel cited demographics including recent census and immigration data as factors for their belief. Additionally, the panel felt that, as ethnic minorities reach significant levels of a community's population, they should have an influence on local government operations and practices including police hiring and promotional practices.

TREND GRAPH

Figure #5

TREND 5

A. The median nominal: forecast for the group
B. The highest forecast in the group
C. The lowest forecast in the group
D. The median "should be" forecast

ETHNIC SHIFTS IN POPULATIONS

TIME IN YEARS
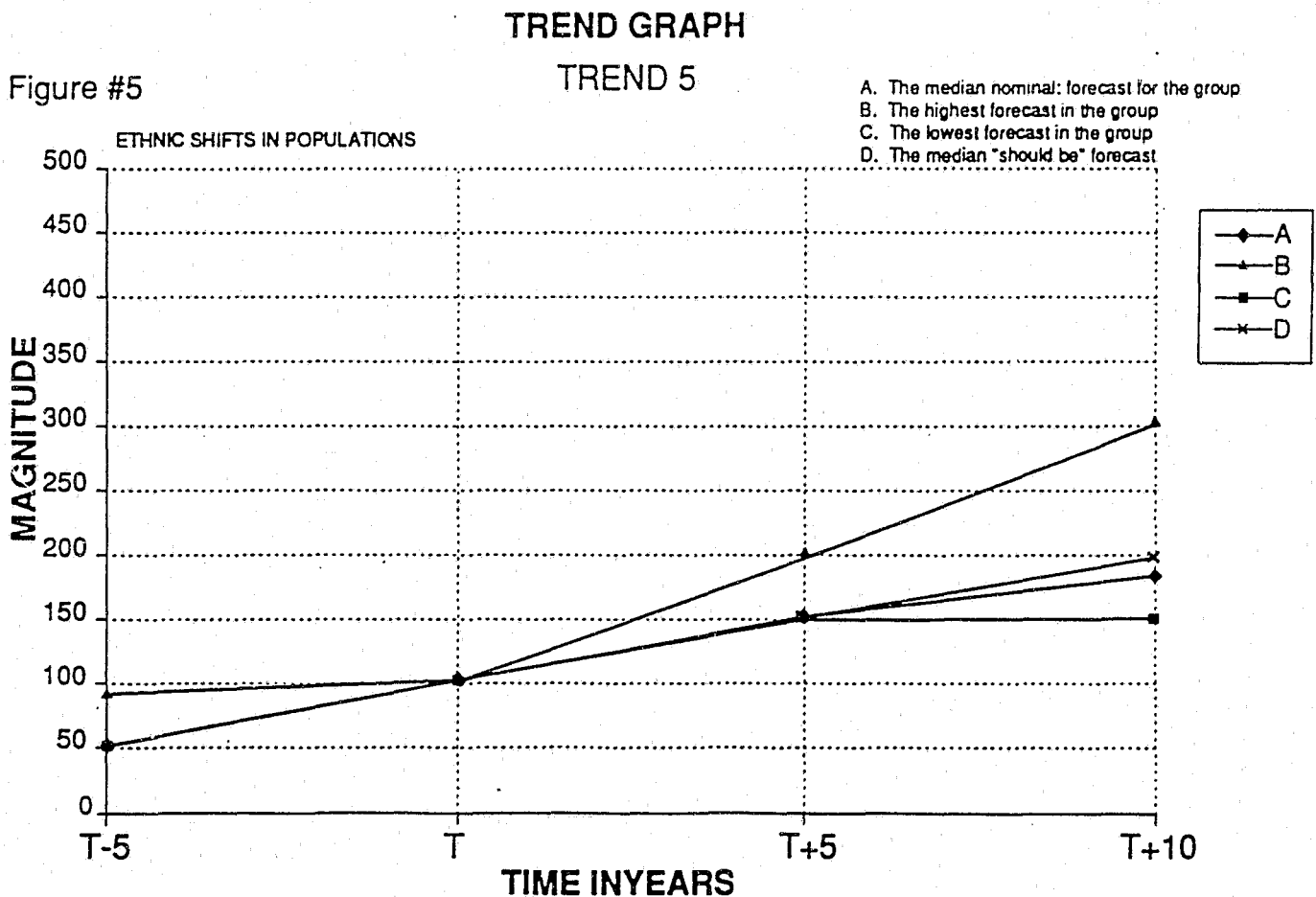
EVENT FORECASTING

The panel was asked to forecast the five events based on a probability scale. It was explained that zero (0) meant this event will probably not happen within the established time limit. A one-hundred (100) means it probably will happen. A fifty (50) means that event has an equal chance to happen or not happen. They were also asked to forecast the number of years from now when the probability first exceeds zero. In addition, the panel was asked to evaluate the positive and negative impact the event would have on the issue if it actually occurred. The following table illustrates the panel's median results for the forecasted events.

EVENT EVALUATION

Table #2

EVENT STATEMENT	Years until probability first exceeds zero	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Five Years From Now (0-100)	Ten Years From Now (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
1. MAJOR CIVIL RIGHTS VIOLATION LITIGATION.	2	30	50	7	3
2. FEDERAL AND STATE GOVERNMENT REFUSE TO FUND LOCAL AGENCIES THAT DO NOT REFLECT THE ETHNIC MAKEUP OF THE COMMUNITY THEY SERVE.	4	25	50	5	3
3. POLICE FORM COALITIONS WITH COMMUNITY MINORITY GROUPS.	2	60	75	8	2
4. STATE OR COUNTY FORMULA FOR EQUITY IN MINORITY PROMOTION.	5	10	40	6	4
5. INDIVIDUAL POLICE AGENCIES ARE ORDERED BY FEDERAL COURTS TO PROMOTE MINORITIES INTO POLICE COMMAND RANKS.	.6	0	20	3	7

PANEL MEDIAN FORECASTS N=7

EVENT #1 - Major civil Rights Violation Litigation.

The panel felt that there was a 50% probability that a major civil rights violation will occur in the next 10 years. In a discussion, some panel members stated that a major civil rights litigation would probably unite and stimulate ethnic minority groups and strengthen their political influence. Additionally, a major civil rights violation could cause a close public review of the procedures in the departments responsible and might cause a change in its hiring, training, and promotional practices. In light of the recent Rodney King incident and Long Beach incident, some members felt that the chance of a repeat incident were decreased significantly. Conversely, an equal number of panel members felt that other civic rights violations would come to light and there will be continued pressure to enact legislation to control police behavior and ensure civil rights.

EVENT GRAPH

Figure #6   EVENT 1

MAJOR CIVIL RIGHTS VIOLATION LITIGATION.
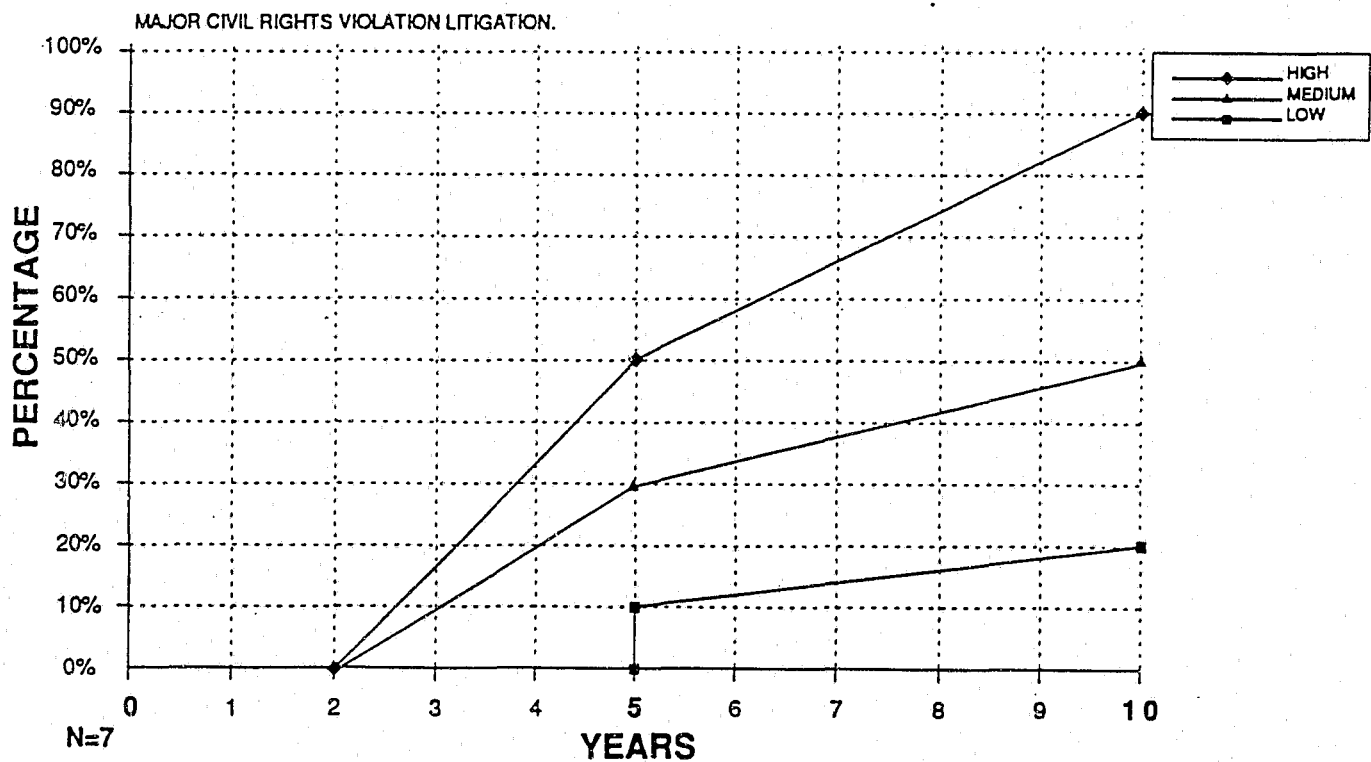
EVENT #2 - Federal and State Government Refuse Funding to Local Law Enforcement Agencies that do not Reflect the Ethnic Makeup of the Community they Serve.

The majority of the panel was in agreement that there was only a 50% probability the federal and state government agencies would refuse to fund local agencies that do not reflect the ethnic makeup of the community they serve. Some panel members based their skepticism on recent conservative events occurring within federal and state governments as well as the supreme court. They felt that the probability of this event occurring would increase only if there is a political shift. The panel members suggested that if funding was threatened there will be a positive impact on the issue. They felt that the loss or the threatened loss of financial resources would act as a driving force to promote ethnic minorities into the police command ranks. Among panel members, this issue became a matter of political beliefs and forecasting. The members were basing the timing of this event on their individual forecasts of which party or what political ideology might be power at the state or federal level during the next 10 years.

EVENT GRAPH

Figure #7

FEDERAL AND STATE GOVERNMENT REFUSE **EVENT 2**
TO FUND LOCAL AGENCIES THAT DO NOT
REFLECT THE ETHNIC MAKEUP OF THE
COMMUNITY THEY SERVE.

N=7
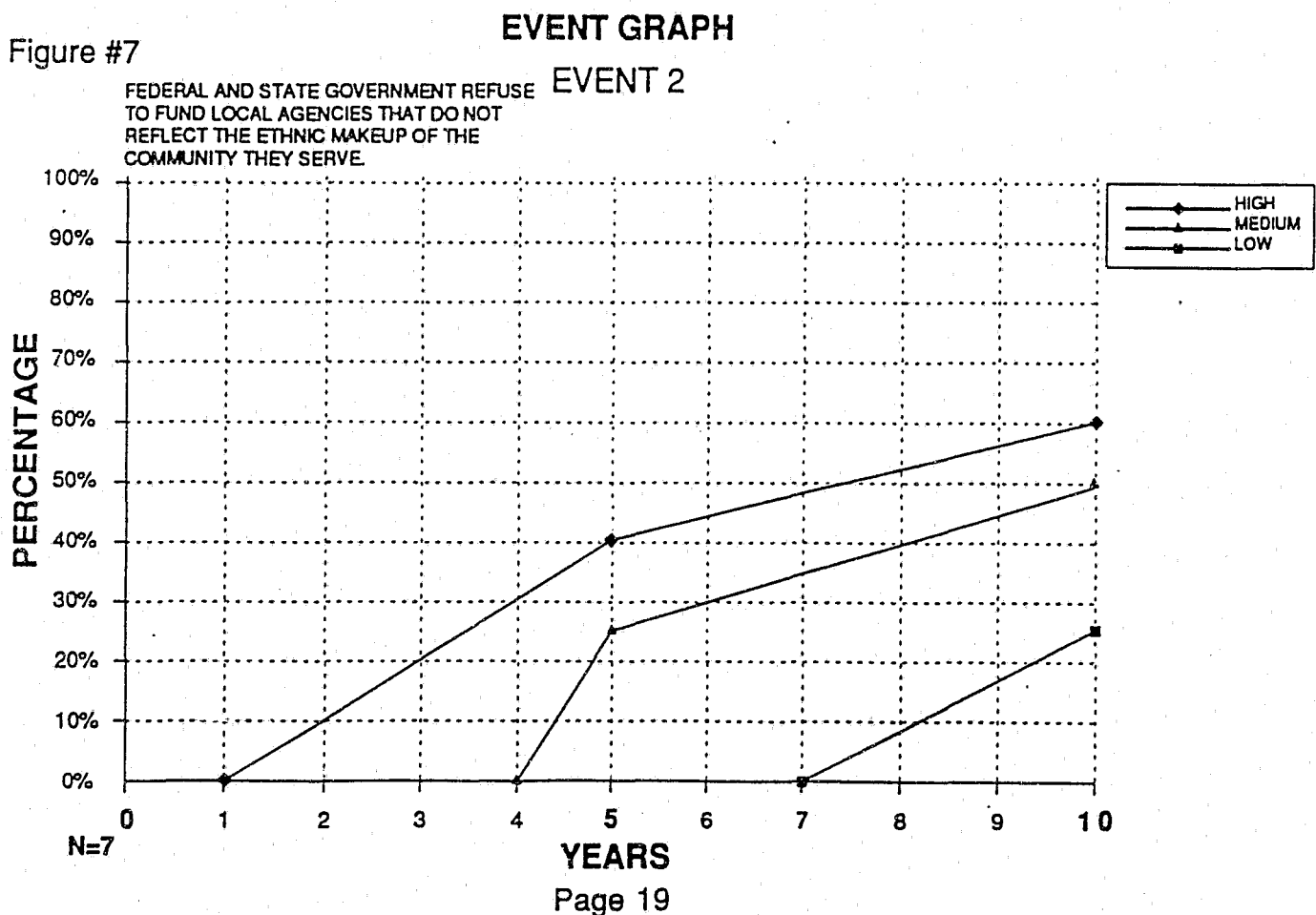
EVENT #3 - Police Form Coalitions With Community Minority Groups.

The Panel felt that within the next 5 years there is a significant (60%) probability that police would form coalitions with community minority groups. During 5 years thereafter, there will be an even higher probability (75%). The panel suggested that the concept of community based policing programs will be part of a driving force behind law enforcement developing coalitions. The panel was almost unanimous in the belief that this event will have a tremendous impact on the status of ethnic minorities within police command ranks. They felt that a strong relationship between the ethnic community and their respective police agencies will significantly enhance the influence minorities have on police practices.

EVENT GRAPH
EVENT 3

Figure #8

POLICE FORM COALITIONS WITH COMMUNITY MINORITY GROUPS.

N=7
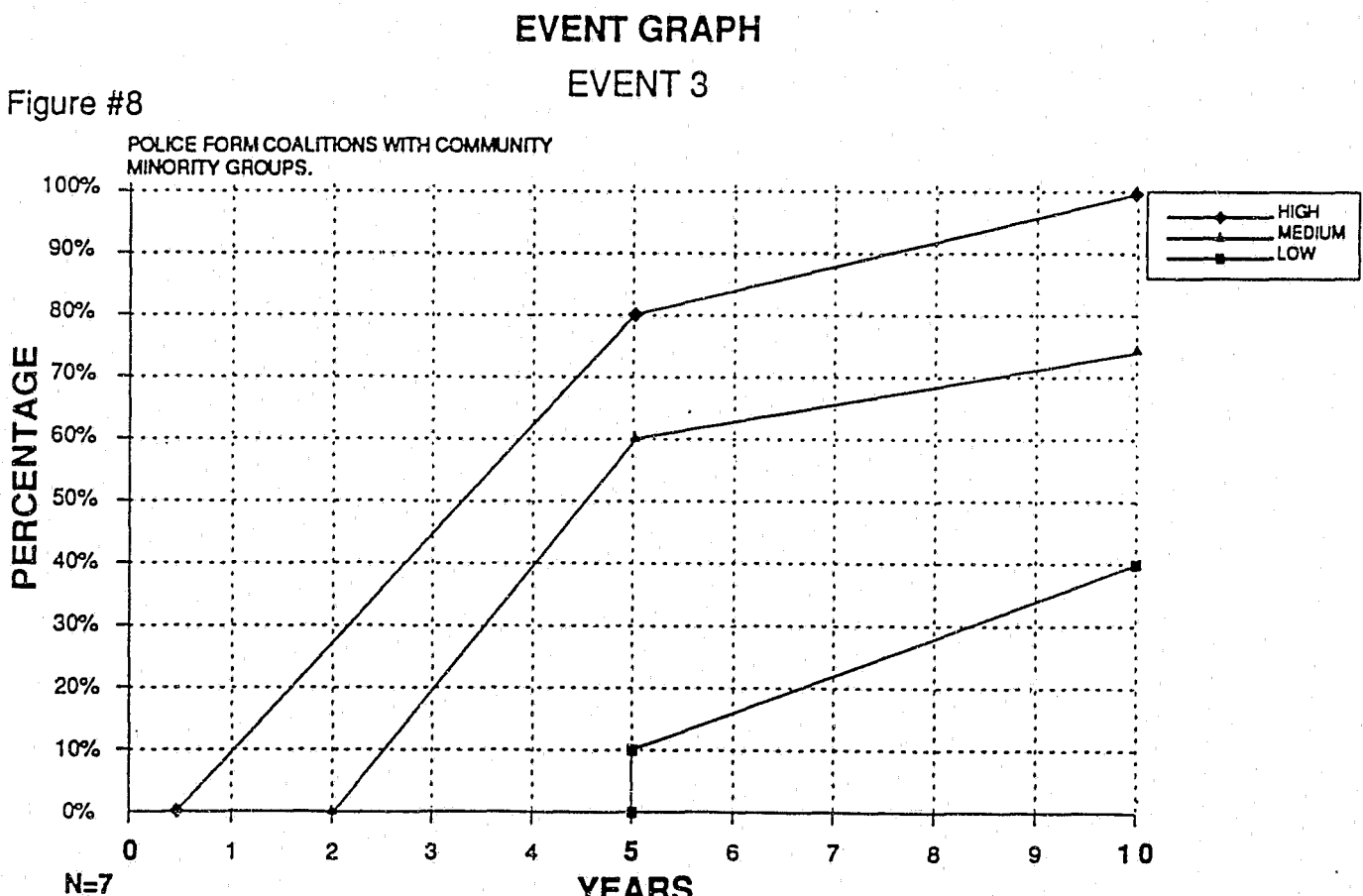
EVENT #4 - State or County Formula for Equity in Minority Promotion.

The panel's response to this event was very similar to that of Event 2. However, they felt that, without a federal leadership role, the probability of this occurring in the next 10 years was only 40%. The panel members suggested that there would be a significant positive impact on the issue if the state or county did take the lead in developing a formula for equity in minority promotion. They felt the formula would act as a driving force for local city governments to motivate their respective police departments into developing training and promotional programs for ethnic minorities.

EVENT GRAPH
EVENT 4

Figure #9
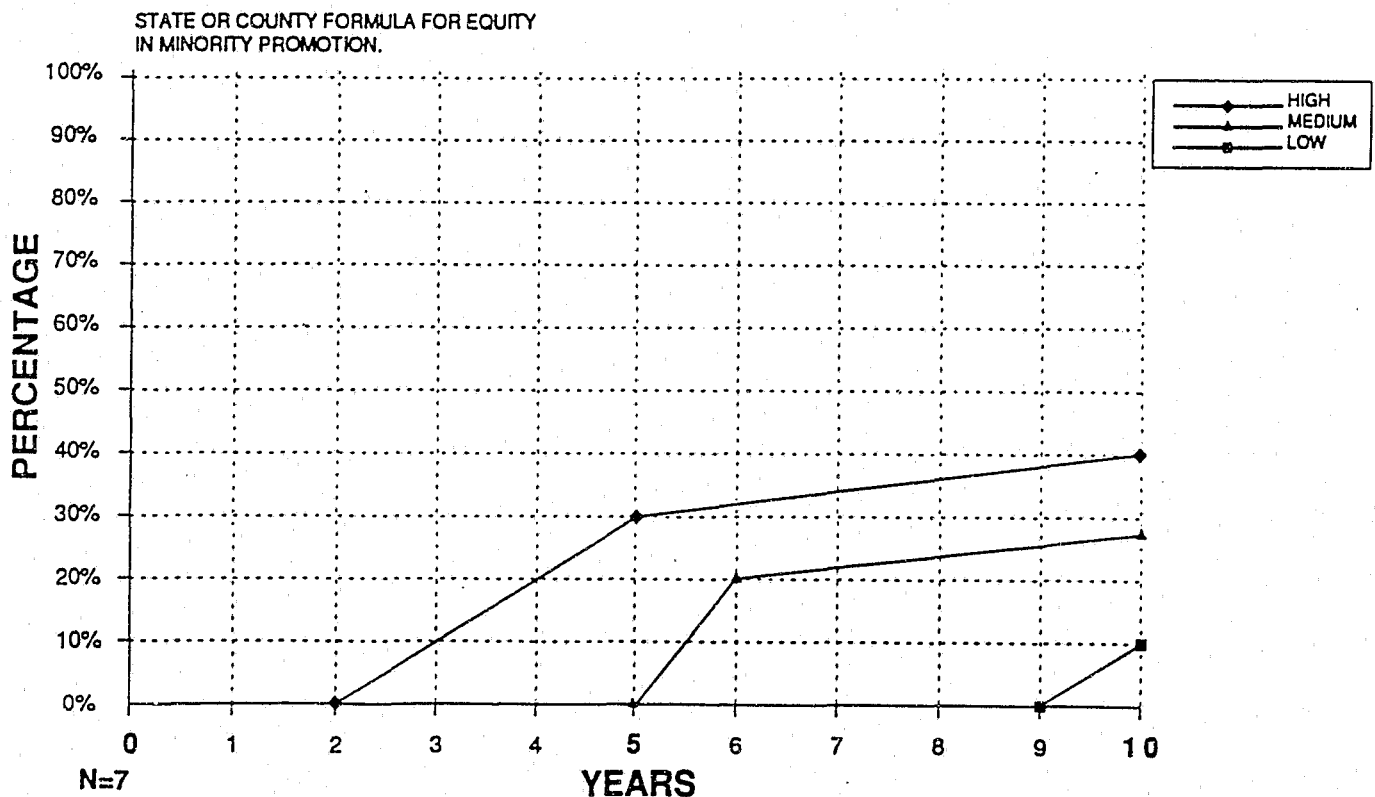
STATE OR COUNTY FORMULA FOR EQUITY
IN MINORITY PROMOTION.

N=7

EVENT #5 - Individual Police Agencies are Ordered by Federal Courts to Promote Minorities Into Police Command Ranks.

The panel thought the probability of this event occurring was slim. The lowest probability the forecast of this event occurring was 10% in the next 10 years, the median forecast was only 10% higher, at a 20% probability of occurrence in the next 10 years. In discussing the event, they suggested that recent court decisions indicate a movement by federal courts away from involving themselves in local jurisdictions' hiring and promotional practices. Interestingly, the minority panel members were particularly adamant that the impact of this event on the issue would be a negative one. They stated that court orders and interference in promotional practices polarize a police agency and tend to discredit minorities who achieve any promotions as a result. Subsequently, many minorities will shy away from even applying for a promotion if there is a chance their credibility will be impugned as a result of a court ordered promotion.

EVENT GRAPH
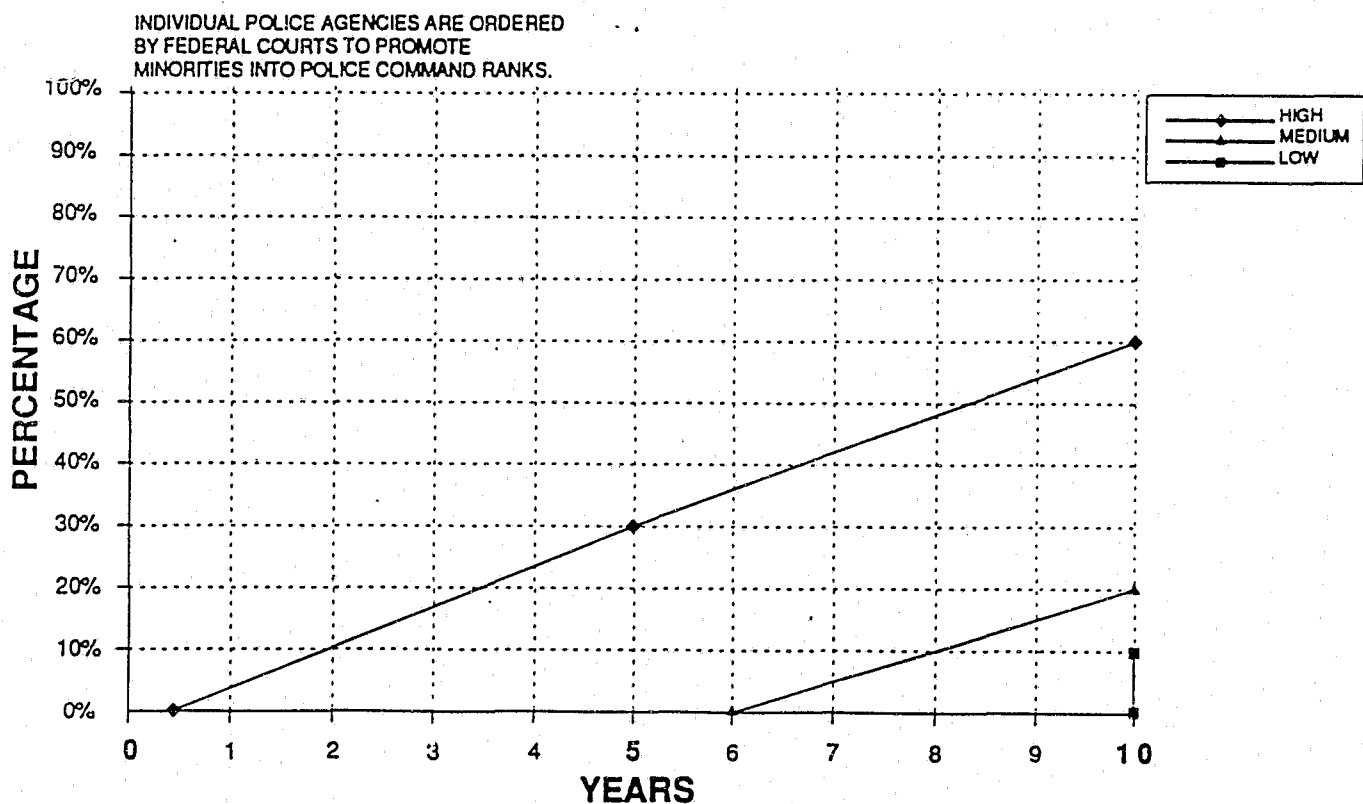
Figure #10

EVENT 5

INDIVIDUAL POLICE AGENCIES ARE ORDERED BY FEDERAL COURTS TO PROMOTE MINORITIES INTO POLICE COMMAND RANKS.

CROSS IMPACT ANALYSIS

The researcher and two consultants performed a cross impact analysis of the identified trends and events. The purpose of the cross impact analysis is to determine how each forecasted event, if it occurred, will impact the other events and trends. The impact is recorded as a percentage change, positive or negative. Additionally, an estimate of the years to maximum impact is also forecast. The following table represents the median estimates - Table 3.

Table 3- Cross Impact Evaluation

MATRIX						Maximum Impact (% change +/-)					"IMPACTED-ACTOR" TOTALS
						Years to Maximum					
**	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1	X	+20/3	+30/4	+30/2	0	+40/1	-40/2	+60/4	-40/4	+10/1	E1 8
E2	0	X	+30/1	+50/2	0	+40/2	0	+50/4	+50/4	0	E2 5
E3	-50/2	-50/2	X	-60/2	-60/2	+70/2	+60/3	+30/1	+30/3	0	E3 8
E4	-10/1	-50/3	+40/2	X	0	+30/2	0	+20/3	+40/3	0	E4 5
E5	-25/5	+50/5	+30/2	-60/2	X	30/1	0	+25/1	+40/4	0	E5 7

"IMPACTED REACTOR" TOTALS

E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
3	4	4	4	1	5	2	5	5	1

** LEGEND

E1 MAJOR CIVIL RIGHTS VIOLATION LITIGATION.

E2 FEDERAL AND STATE GOVERNMENT REFUSE TO FUND LOCAL AGENCIES THAT DO NOT REFLECT THE ETHNIC MAKEUP OF THE COMMUNITY THEY SERVE.

E3 POLICE FORM COALITIONS WITH COMMUNITY MINORITY GROUPS.

E4 STATE OR COUNTY FORMULA FOR EQUITY IN MINORITY PROMOTION.

E5 INDIVIDUALPOLICE AGENCIES ARE ORDERED BY FEDERAL COURTS TO PROMOTE MINORITIES INTO POLICE COMMAND RANKS.

T1 LAW ENFORCEMENT ADMINISTRATIVE SUPPORT OF MINORITY HIRING AND PROMOTION

T2 NUMBER OF QUALIFIED/ELIGIBLE MINORITY APPLICANTS FOR LAW ENFORCEMENT

T3 LEVEL OF POLITICAL INFLUENCE OF MINORITY GROUPS

T4 LEVEL OF MINORITIES THAT COMPRISE THE LAW ENFORCEMENT WORK FORCE

T5 ETHNIC SHIFTS IN POPULATIONS

SUMMARY OF CROSS IMPACT RESULTS

The three strong "actor" events that had the greatest impact were a major civil rights violation (E-1), police form coalition with community (E-3), and individual police agencies are ordered by federal court to promote minorities (E-5).

The "reactor" events were fairly similar in their ability to impact other trends and events. In comparison, law enforcement administrative support of minority promotion (T-1), level of political

influence of minority groups (T-3) and level of minorities that comprise work force (T-4) had the greatest impact.

The consultants felt that if departments formed formal coalitions or liaisons with the community, the chances of other forecasted events, even as a major civic rights violation or court ordered promotions would diminish significantly. Conversely, court-ordered promotions or a major civil rights violation would have a positive impact by forcing the formation of formal coalitions between police and minority groups and would increase the probability of the event occurring within the next two years. Similarly, an established formal coalition between the police and community would have a significant positive impact on the level of political influence of minority groups and the number of qualified, eligible minority applicants for law enforcement. Event #1, a major civil rights violation would impact all the trends, but would particularly impact law enforcement administrative support of minority hiring and promotion. The consultants felt that a major civil rights violation would create the impetus and pressure from the community on law enforcement administrations to accept and actively support minority hiring and promotion or fact political censure.

SCENARIOS

The following three scenarios are three alternative perspectives of the future. These perspectives will provide a glimpse of the future for policy makers. Appropriate planning techniques may then be introduced which may help attain a desired future or mitigate an undesirable one. Each scenario was based on data developed and analyzed previously with environmental scans, trends, and events.

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

All three scenarios take place in the city of Almaden (pseudonym). The city is a community of approximately 200,000 people. It is located in the San Francisco Bay Area and is considered to be part of the Silicon Valley. The city's major industry is shifting from agriculture, auto, and heavy industrial manufacturing to computer-related research and manufacturing. Since 1985 and proceeding steadily through the following 10 years, Almaden has experienced a shift and change in its ethnic population. The Asian population has doubled in size. Approximately one-third or 60,000 people living in Almaden are of Asian ancestry. True to the forecasts developed after the 1990 census, the Hispanic population has grown by another 33%. More than 70,000 Hispanics now live in the city. The highly urban downtown areas of Almaden have experienced the

greatest shifts in population as the several thousand service related jobs (public and private) have displaced the lost agriculture and heavy industry-related jobs. English as a second language (ESL) programs and vocational education programs have been effective in decreasing the high school dropout rates. Local school district enrollment roles show that the vast majority of students graduating are ethnic minorities. The local Junior College has also reported a steady increase in ethnic minority enrollment and graduation. The Hispanic population of the city has always been sizable but for the most part politically inactive. But the election of a Hispanic mayor, the formation of a Hispanic Chamber of Commerce, an appointment of a Afro-American chairperson to the Civic Service Commission, and the political involvement of local union organizers have signaled a change in the political climate. More Hispanics have registered to vote and are demanding greater representation at all levels of their government. The Asian community, with a heavy investment interest in the electronic/computer industry, is parlaying financial power into political influence. They too are no longer satisfied with overwhelming Caucasian representatives that dominate the political structure.

*(The details of the following scenarios were gleaned in
three fictitious articles taken from The Almaden Times.)*

The Times, December 31, 1999

"CITY OF ALMADEN ELECTS FIRST HISPANIC MAYOR."

"WHITES BECOME A MINORITY IN CALIFORNIA."

"ALMADEN POLICE CHIEF RETIRES."

Police Chief Robert Weiden retired after 40 years of service as a police professional.
When first appointed Chief in 1989, he assumed command of what most would consider
a typical police department for a California city of over 200,000 people. The Department
was at a cross-roads as it struggled to reflect the increasing ethnic diversity of it's
community. Though the Department had made inroads in reflecting the ethnic diversity
within the police officer rank and file, the command/administrative staff was still
overwhelmingly white males. Of the 21 command/administrative positions, only 2 were
ethnic minority members.

In 1990, the Attorney General's Commission on Racial, Ethnic, Religious, and Minority
Violence filed it's final report. Chief Weiden embraced the report's recommendations and
began to prepare his Department for the turn of the century. His first step was to assign
all personnel to attend POST mandated Cultural Awareness training. He also assigned

a selective command staff to study the demographic trends of the state, county, and city. Upon analyzing the requested data, the magnitude and complexity of the issues facing the Department quickly came to light. Analysis of the requested date revealed the magnitude and complexity of the issues facing the Department. The data indicated a continued influx of Afro-Americans from the high crime urban areas of Oakland and San Francisco, the arrival of South-East Asian business professionals and labor, and the continuing increase in the Hispanic population. Additional research indicated a political shift from a previously Caucasian power base to a more ethnically diverse political structure. The formation of a Hispanic Chamber of Commerce, the election of two Hispanics to the County Board of Supervisors, the election of one Asian to the City Council, and the union-inspired aspirations of the previously passive Hispanic laborers all signaled a changing political climate. Realizing that by the turn of the century only one in four workers will be Caucasian males, the Chief asserted his influence on the development of minority officers. Chief Weiden established programs to aggressively recruit, train, and promote minority officers. Chief Weiden also bolstered his Department's Community Relations Unit. He sought to establish communication between the Department the minority community.

Due to his strict adherence to the 1991 Civil Rights Act, the Chief was able to avoid the purview of additional oversight that has been prevalent throughout the last two decades (e.g., consent decrees, court enforcement of compensatory hiring, etc.).

Unfortunately after promoting three young minority candidates with low seniority to Lieutenant, suits claiming reverse discrimination were filed by the Police Association. The subsequent litigation delayed the implementation of the Chief's policies for two years until the Superior Court declared the programs legal and non-discriminatory.

Additionally, budget considerations also slowed Chief Weiden's efforts. The federal deficit and recession of the early 90's caused the City of Almaden to lose revenue. The citizenry refused all new taxes and bond issues. Faced with a growing financial dilemma, the city instituted hiring freezes and layoffs. The freezes and layoffs led to losses in newly appointed minorities. However, as a result of his previous efforts, ethnic minorities now comprise 33% of the Department's command staffing level. While not ideal for a city comprised over 60% ethnic minorities, the Chief's programs have provided a major impetus for achieving ethnic diversity within the police command ranks.

NORMATIVE SCENARIO - "DESIRED AND ATTAINABLE."

(The details of the following scenarios were gleaned in three fictitious articles taken from The Almaden Times.)

<u>The Times, December 31, 1999</u>

"CITY OF ALMADEN ELECTS FIRST HISPANIC MAYOR...ETHNIC MINORITIES
SWEEP 4 OF 6 COUNCIL SEATS."

"WHITES BECOME A MINORITY IN CALIFORNIA."

"ALMADEN POLICE CHIEF RETIRES...MINORITY CHIEF APPOINTED."

Police Chief Robert Weiden retired after 40 years of service as a police professional. When first appointed Chief in 1989, he assumed command of what most would consider a typical police department for a California city of over 200,000 people. Though the Department had made inroads in reflecting the ethnic diversity within the police officer rank and file, the command/administrative staff was still overwhelmingly white males. Of the 21 command/administrative positions, only 2 were ethnic minority.

In an attempt to identify the issues and sub-issues related to achieving ethnic diversity within the Police Department, the Chief conducted an environmental scan. When he analyzed the scan data, the magnitude and complexity of the issues facing the Department quickly came to light. The data indicated a continued influx of Afro-Americans from the high crime urban areas of Oakland and San Francisco, the arrival of South-East Asian business professionals and labor, and the continuing increase in the Hispanic population. Additional research indicated a political shift from a previously Caucasian power base to a more ethnically diverse political structure. The formation of a Hispanic Chamber of Commerce, the election of two Hispanics to the County Board of Supervisors, the election of one Asian to the City Council, and the union inspired aspirations of the previously passive Hispanic laborers all signaled a changing political climate. Realizing that by the turn of the century only one in four workers will be Caucasian males, the Chief came to the conclusion that changes may have to be made in the recruitment, training, and promotion of minority officers.

The Chief's next step was to establish a Cultural Affairs Committee. The committee was comprised of command personnel, civic leaders, community minority representatives, business leaders, and police officers representing all major ethnic groups in the Department. The purpose of the committee was to provide input on minority recruitment, cultural awareness training, promotional processes, and community relation efforts.

Though the committee approach was initially greeted with caution by all, but the diverse members soon learned that, by forming a coalition, people of different backgrounds and cultures could resolve common issues quickly and effectively. In order to further enhance the process, Chief Weiden enthusiastically supported the Cultural Awareness training which was sponsored by POST, and conducted by the committee members.

After taking into consideration the committee's recommendations as they related to training and promotion of police officers, the Chief announced his intention to change the traditional promotional practices of the Department and presented his new programs. The Chief's new programs included recruitment and promotion of minority police managers from other police departments and private industry. He also established an assertive management development and educational incentive program, a mentor program, and an in-house management academy.

After feeling he had the necessary community, police officer, and command staff understanding and support, he promoted three young minority candidates with low

seniority to Lieutenant. Unlike similar promotional situations that occurred in other cities, no suits claiming reverse discrimination were filed by the Police Association.

Budget considerations had minimal impact on Chief Weiden's efforts. Due to the strong support he had from all aspects of the community, he received the needed support to fend off the City Manager's recommended personnel layoffs.

As a result of his effort, ethnic minorities now comprise 50% of the Department's command staffing level. While not ideal for a city comprised over 60% ethnic minorities, the Chief's programs have provided a major impetus for achieving ethnic diversity within the police command ranks. It is only fitting that the Chief's replacement is Sheila Tajima, a minority officer who rose through the ranks of the Almaden Police Department.

HYPOTHETICAL SCENARIO - "WHAT IF?"

(The details of the following scenarios were gleaned in three fictitious articles taken from The Almaden Times)

The Times, December 31, 1999

"WHITES BECOME A MINORITY IN CALIFORNIA."

"ALMADEN POLICE CHIEF RETIRES UNDER PRESSURE
FROM MINORITY COALITION."

"ALMADEN POLICE DEPARTMENT CHARGED WITH CIVIL RIGHTS VIOLATIONS."

Police Chief Robert Weiden retired after 40 years of service as a police professional.

When first appointed Chief in 1989, he assumed command of what most would consider

a typical police department for a California city of over 200,000 people. The Department was at a cross-roads as it struggled to reflect the increasing ethnic diversity of its community. Though the Department had made inroads in reflecting the ethnic diversity within the police officer rank and file, the command/administrative staff was still overwhelmingly white males. Of the 21 command/administrative positions, only 2 were ethnic minority. During the last 10 years, the Chief has appointed 3 more minorities to command positions. 2 of the 3 promotions, however, were the direct result of a Federal Court decree. Over 75% of the police command structure is still Caucasian males serving a community that is now comprised of over 60% ethnic minority.

As far back as 1990, several research studies reported significant shifts and growths in the minority population. In general, the studies' authors recommended that law enforcement agencies should reflect the communities they serve and be directly accountable to those communities. Lacking a cohesive plan to hire, train, and promote minorities readily available in the City, the Chief has had great difficulty in improving the ethnic mix of the Department. The recruitment, and more importantly, the retention of minority officers has become increasingly difficult. With the decline of the traditional Caucasian male applicant pool, the Department is left with a large recruitment short-fall.

The Chief is leaving as the Department faces allegations by a coalition minority leaders of insensitivity towards the diverse cultures that now make up the City's majority population. A civil rights suit by a local Hispanic resident for harassment discrimination

and a recent court award to a minority officer who was judged by a federal court to be unfairly passed over for promotion, has put the Department at odds with a large segment of its community.

The suits have polarized the Police Officer Association. Four separate factions, the Caucasian, Black, Asian, and Hispanic Police Officer Associations, are now working on different agendas to meet their own personal needs.

Due to a lack of leadership, the Department also suffered during the budget crisis of the early 1990's. As a direct result of the lack of confidence of the police from the community, the Department was unable to garnish enough support to effectively fight recommended budget cutbacks. Additionally, the Department also lost important P.O.S.T. funding for not implementing the P.O.S.T. Cultural Awareness training.

Chief Weiden is leaving the Department in a state of crisis. The command staff is fragmented and the four police officer associations, civic groups, and minority group representatives are promoting their distinctly different candidates for his replacement. The new chief will have a monumental task making up for lost time and opportunities.

PHASE VII

POLICIES

In the final phase of the study, policy statements were developed using the normative scenario environment. Two policies were selected that would either help to bring about a desired future. The selected policies were:

P-1: Police Chief establishes Cultural Affairs Committee, the committee is comprised of command personnel, civic leaders, community minority representatives, business leaders, and police officers representing all major ethnic groups in the Department. The purpose of the committee is to provide an open, direct line of communication between the Department and minority Community. The committee will be allowed input on all department policies and practices.

P-2: Police Chief establishes Office of Management Review and Equal Opportunity - the new unit will be headed by a command officer who will report directly to the Chief. The unit is to provide an ongoing review of demographic changes, recruitment, promotions, minority representativeness within the department and legal requirements as they relate to equal opportunity.

Finally, the policy statements' impacts were estimated against the Normative Scenario's selected trends and events utilizing a "Policy Cross Impact Matrix." The results are illustrated in Table 4.

Table 4

POLICY CROSS IMPACT MATRIX

IMPACTING POLICY		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
		EVENT IMPACTED					TRENDS IMPACTED				
P 1	POLICE CHIEF ESTABLISHES CULTURAL AFFAIRS COMMITTEE	-60	-50	70	-50 -60	-50	+60 +90	+40	+60	0	
P 2	POLICE CHIEF ESTABLISHES OFFICE OF MANAGEMENT REVIEW AND EQUAL OPPORTUNITY	-70	-50	+70	-50 -60	-50	+70 +90	+40	+70	0	

*Researchers estimate a plus or minus impact of each policy upon panel median forecasts by the year 2000.

E1 MAJOR CIVIL RIGHTS VIOLATION LITIGATION.

E2 FEDERAL AND STATE GOVERNMENT REFUSE TO FUND LOCAL AGENCIES THAT DO NOT REFLECT THE ETHNIC MAKEUP OF THE COMMUNITY THEY SERVE.

E3 POLICE FORM COALITIONS WITH COMMUNITY MINORITY GROUPS.

E4 STATE OR COUNTY FORMULA FOR EQUITY IN MINORITY PROMOTION.

E5 INDIVIDUAL POLICE AGENCIES ARE ORDERED BY FEDERAL COURTS TO PROMOTE MINORITIES INTO POLICE COMMAND RANKS.

T1 LAW ENFORCEMENT ADMINISTRATIVE SUPPORT OF MINORITY HIRING AND PROMOTION

T2 NUMBER OF QUALIFIED/ELIGIBLE MINORITY APPLICANTS FOR LAW ENFORCEMENT

T3 LEVEL OF POLITICAL INFLUENCE OF MINORITY GROUPS

T4 LEVEL OF MINORITIES THAT COMPRISE THE LAW ENFORCEMENT WORK FORCE

T5 ETHNIC SHIFTS IN POPULATIONS

SECTION III - STRATEGIC PLAN

STRATEGIC PLAN

Many of today's most successful business organizations continue to survive because many years ago they offered the right product at the right time; the same can be said for nonprofit and government organizations. Many critical decisions of the past were made without the benefit of strategic thinking or planning. Whether these decisions were based on wisdom or luck is not important. They resulted in momentum that has carried these organizations to where they are today. However, present-day managers increasingly recognize that wisdom and intuition alone are not sufficient to guide the destinies of large organizations in today's ever-changing environment. These managers are turning to strategic planning.(16)

Strategic planning provides direction for an organization's mission, objectives, and strategies, facilitating the development of plans for each of the organization's functional areas. In practice, the development of strategic plans involves taking information from the environment. The strategic planning process also involves the review of trends and events including sociopolitical, legal, economic conditions, technological developments, customer needs, availability of resources, and specific opportunities or threats facing the organization.

This strategic plan will provide the basis for preparing police agencies to establish strategies which will perhaps aid them in achieving ethnic diversity within the police command ranks by the year 2001.

MISSION STATEMENT

A formalized expression of broad purpose and mission of an organization is called a "macro" mission statement. The "macro" mission for the Police Department is:

> *"We are dedicated to providing ethical and professional police services and to develop the organization to meet future needs. Our commitment is to safeguard lives and property, preserve constitutional rights, actively apprehend those who violated the law and the rights of others, maintain peace and order and promote a safe, healthy environment."*

Mission statements which define a specific organization unit activity or program are "micro" mission statements. This study's specific "micro" mission statement is:

> *We are dedicated to develop the organization to meet the diverse future needs of the community. In our continuing effort to provide our citizenry with high quality police services, we will strive to maintain an ethnic balance throughout all levels of the department, which reflects the composition of the community we serve and the labor force we employ.*

SITUATIONAL ANALYSIS

Assessing the situation in which the proposed change will occur is a critical component of the planning process. A strategic planning analysis group was convened to define the organizational climate and capability. This group was different than the Nominal Group Technique Panel. The panel consisted of two police captains, two lieutenants, a school district official, a high school counselor, a college professor, and a Hispanic judge. The police professionals were chosen from Northern California police agencies. These panel members were chosen because their departments have similar organizational issues including, but not limited, to politics, budget concerns, city infra-structure, and ethnic minority concerns. Other panel members were chosen because of their familiarity with this issue, minority concerns, and the city involved. The panel was used to complete Strategic Assumption Surfacing Technique, Stakeholder Assumptions, and conduct the Modified Policy Delphi.

ENVIRONMENTAL EVALUATION

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

EXTERNAL OPPORTUNITIES (any favorable situation)

- Level of minorities that comprise law enforcement work force.

- Community and constituent support.

- Political influence of minority groups.

- Positive law enforcement image.

- Active human relations commission.

- Fiscal support.

- Quality of minority police applicants.

EXTERNAL THREATS (any unfavorable situation)

- Major Civil Rights violation litigations.

- Court action/consent decree.

- State and county budget cutbacks affecting city funding.

- Prejudice and bias.

- Legislative mandates.

- Poor relations with some elements of minority groups.

- Lack of public confidence.

INTERNAL STRENGTHS (a resource or capacity used to achieve objectives)

- Law enforcement administrative support of minority recruiting, training, and promotions.

- Level and quality of service.

- Well trained/progressive personnel.

- Good community relations.

- Professional image.

- Strong interdepartmental cooperation.

- Cultural awareness/racial sensitivity.

INTERNAL WEAKNESSES (limitations, faults, or defects)

- Low percentage of ethnic minorities in command rank.

- Partially integrated work force (still not representative of the community).

- Informal and inconsistent promotional training program.

- Traditional promotional practices limit applicant pool for supervisory and management ranks.

- Predominately white male leadership of Police Officer Association.

- Support by law enforcement management and administration not unanimous or consistent.

- Failure to recognize immediacy of problem.

- Apathy by some management or administrative personnel.

- Imposed budget restrictions for operations/programs.

- Imposed budget restrictions for hiring or promoting.

SUMMARY

The City of Almaden is changing. No longer can it be assumed that diversity and work force representativeness within all ranks of the department are issues which will take care of themselves over time. The rapid ethnic shifts in population is forcing the Police Department to re-evaluate its position in relations to its image and service delivery. A corresponding shift in ethnic political power and the economic climb of ethnic minorities has signaled a change and increased pressure upon law enforcement to satisfy community expectations.

The Almaden Police Department has thus far enjoyed strong community support. The establishment of a Cultural Affairs Committee is a viable program to ensure that this support continues. However, the Police Chief must be aware of external critics and internal resistance toward implementation. These types of threats must be anticipated and addressed in order to proceed into future phases of implementation. Additionally, a continuous effort must be made toward securing resources and developing commitment from stakeholders.

CAPABILITY ANALYSIS SUMMARY

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

Management: Management is viewed as well trained with a proactive philosophy toward eliminating discrimination and reducing cultural tension. Change is encouraged and top management possesses the skill, experience, expertise, and knowledge to facilitate change.

Overall Organizational Climate: Organizations' personnel are considered well trained and progressive. There is a strong desire to improve the police image and a sensitivity towards minority concerns. Though the organization has made inroads in reflecting ethnic diversity within it's rank and file, it is comprised of overwhelmingly white males, especially in its command ranks and leadership of the Police Officer Association. Problems may arise in terms of credibility with the minority employees. The ability of the organization to effectively market programs and obtain buy-in from various groups in the organization is essential to program development.

Overall Organizational Competence: The organization's overall skill level will accept and adapt to related change. However, when racial issues present themselves, there is a need to proceed with understanding and diligence. Budgetary cuts could affect the organization's ability to respond to the problem.

STAKEHOLDER ANALYSIS

No analysis of a strategic plan can be complete without a study of the key stakeholders who: Impact the plan, who are impacted by the plan, and who care about the plan. Unanticipated stakeholders who can radically impact strategy or plan are called snaildarters. Using the Strategic Assumption Surfacing Technique (SAST), the following stakeholders have been identified by the Strategic Planning Group as possessing key positions in relationship to the implementation of a strategic plan aimed at ethnic diversity within the police command ranks and its impact on the Almaden Police Department.

Police Chief

- The Chief is concerned about department image and credibility with community.
- The Chief places a high priority on the recruitment, training, and promotion of officers from diverse backgrounds.

Personnel Department

- The Personnel Department desires to have a ethnically diverse Police Department which is reflective of the community's ethnicity.
- They will scrutinize all new applicants and promotions to ensure E.E.O.C. regulations and Affirmative Action plans are followed.

Almaden City Council

- The relationship between the Police Department and community is politically important.

- Cultural issues outweigh fiscal difficulties.

Human Relations Commission

- The Human Relations Commission is suspicious of Police Departments' efforts in recruiting and promoting ethnic minorities.

- The Human Relations Commission would like more say in Police Department policies and procedures.

The Media - Snaildarter

- The media is closely monitoring police actions and upon any indication of discriminatory practices by the department towards ethnic minorities will sensationalize the event.

- The media will give limited positive publicity for recruitment efforts or promotions of ethnic minorities.

Police Officer Association

- The Police Officer Association is concerned that ethnic minorities will have an advantage in a promotional process and promotions for white officers will be limited.

- The Police Officer Association is concerned that the traditional process of hiring and promotions will be abandoned and as a result, less qualified personnel will be promoted.

Courts

- The courts will enforce E.E.O.C. and Affirmative Action Plan and ensure integration of the work force by decree if necessary.

- The courts will support the Chief if clearly defined, conscientious efforts are made to recruit and promote ethnic minorities.

Taxpayers/Community-at-Large

- Taxpayers believe all members of the department have an equal opportunity for advancement.

- The department should strive accurately to represent the ethnic population of the community.

Minority Community

- Believe that more minorities are being hired as police officers, but very few are being promoted because an all white "good-old-boy" network in police management.

- That white male police administrators can't relate to minority resident's concerns as well as ethnic minority police administrators.

Ethnic Minority Labor Organizations

- They believe their special interest group's existence is necessary to receive equality.

- The Police Department's motivation and resolve to mentor, cultivate, and develop ethnic minorities for managerial positions is questionable. They also believe that informal mentoring among white managers and white officers is prevalent. But because there are very few, if any minority managers, the advantage of informal mentoring or equivalent advocacy for minority officers is mostly non-existent and discriminatory.

Governor/Aligned State Agencies - Snaildarter

- Fiscal difficulties outweigh cultural related issues.

- Does not support Affirmative Action as a solution. Advocates the policy that only the most qualified applicants should be hired regardless of race or ethnic background.

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

The majority of the stakeholders believe that ethnic diversity in the police command ranks is necessary. Resistance will come from some stakeholders who fear discrimination, loss of job, opportunity, and/or promotion. Two of the stakeholders were identified as less than obvious or unanticipated: the media and the governor/aligned state agencies. Although assumptions were assigned to these stakeholders, each has the potential to raise unforeseen issues.

ALTERNATIVE STRATEGIES - MODIFIED POLICY DELPHI

A Modified Policy Delphi is a process designed to generate, analyze, and select policy alternatives. The same aforementioned strategic planning group reviewed the results of the Nominal Group Technique Panel. The strategic planning group then developed a number of strategy alternatives.(Appendix E) Each strategy alternative was then rated on its feasibility and desirability and the following three strategy alternatives were selected:

STRATEGY I: Establish a sophisticated recruiting unit that seeks out college-educated minorities with degrees in management, business, accounting or related fields.

Pros

- Targets department needs.
- Demonstrates department's commitment to better reflect the diversity of the community.

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- Will establish a more effective recruitment and attract more highly skilled, educated minorities to law enforcement.

- Ultimately increases qualified applicant pool for promotional exams into command ranks.

- Demonstrates department's commitment to recruit ethnic minorities - positive image and build trust.

- Positive progressive image.

- Positive long term benefit.

Cons

- Due to budget considerations, cost may be prohibitive.

- Diverts personnel and resources from other assignments.

- May allow the department personnel to escape some responsibility to develop or mentor existing personnel.

- May cause resentment from current employees (including minority employees) and non-minority community.

- Does not address immediate need.

This strategy might polarize the stakeholders. Some stakeholders including the Personnel Department, Human Relations Commission, media, Minority community, Police Chief, and City Council, might view the strategy as a positive step in addressing the issue. Other stakeholders including the Police Officer Association, and to some degree,

minority labor organizations might view the strategy as a criticism of their capabilities. Additionally, the white police officers might view the strategy as discriminatory and an indication of preferential treatment that might affect their promotional opportunities in the future. A political move on the part of either the Police Officer Association or minority labor organizations could cause the elected bodies and community-at-large to change their views.

STRATEGY 2 - Establish Office of Management Review and Equal Opportunity. The purpose of the unit is to provide an ongoing review of demographic changes, recruitment, promotions, minority representativeness within the department, training as it relates to cultural issues, and legal requirements as they relate to equal opportunity.

Pros

- Helps identify and target department needs.

- More effective recruitment strategies will be developed.

- Demonstrates department's commitment to recruit and promote ethnic minorities.

- May decrease the likelihood of judicial or other outside intervention.

- Demonstrates commitment to quality of service.

- Builds trust and promotes a positive image.

Cons

- Due to budget considerations, cost may be prohibitive.

- Community may view it as just another gesture to appease minorities.

- Minorities may view it as just an _empty_ gesture to appease them.

- Diverts personnel and resources from other assignments.

- May be considered by labor groups to be a step towards favoritism or reverse discrimination.

- Does not address immediate needs.

- May be considered a duplication of efforts or infringement upon the duties, authority, and responsibilities of other agencies (i.e., City Personnel Department and Human Relations Commission).

The stakeholders in this strategy would be a more cohesive group. There would be no opposition from the Police Chief, the Governor's office, City Council, minority community, media, and the courts. There would be very little, if any, opposition from the Police Officer Associations, Minority labor groups, Personnel Department, taxpayers, and Human Relations Commission. The labor groups, especially the white-dominated Police Associations might consider the new recruitment program to be a step towards either preferential treatment of minorities or reverse discrimination.

Initially, the City Personnel Department and Human Relations Commission might view the new management office with some skepticism because at first glance it appears to duplicate the duties, authority, and responsibility assigned to them. High costs or budgetary concerns could cause the taxpayers and City Council to change their views.

STRATEGY 3: Establish Cultural Affairs Committee. The committee is comprised of command personnel, civic leaders, community minority representatives, business leaders, and police officers representing all major ethnic groups in the department. The purpose of the committee is to provide an open, direct line of communication between the department and the minority community. The committee will be allowed input on all department policies and practices.

Pros

- Opens lines of communication.

- Demonstrates the department's commitment to understand and serve the community.

- Allows input from ethnic minorities for the benefit of the community and department.

- Builds trust and promotes a positive image.

- Since the stakeholders share responsibility for the resolution of the issues, it should eliminate some political pressure that could be felt by elected officials.

- Demonstrates department's commitment to recruit and promote ethnic minorities.

- Provides a greater resource and knowledge base to address the issues.

- Positive long term benefit.

Cons

- Diverts personnel time from other responsibilities or assignments.

- Involved stakeholder groups may become disgruntled if all recommendations are not acted on.

- May be discredited by some as another meaningless government committee established for political motives whose efforts and recommendation will be largely ignored.

- May be viewed with suspicion and resisted by traditional thinking employees who fear any interference in procedural issues or department policy.

- May be viewed as another gesture to appease minorities.

The majority of the stakeholders will favor this strategy. It provides the attention that the community demands and allows all the concerned special interests (stakeholders) input for resolving issues important to them.

Elected or appointed stakeholders will support the strategy because it will distribute the political pressure among all the stakeholder groups to resolve the issues. The Chief and Personnel Department will enjoy a greater resource and knowledge base to address the issues. Additionally, the Police Department groups will view the strategy as an opportunity to enhance their image of openness and understanding.

PREFERRED STRATEGY

In identifying the three alternative strategies, a fourth or preferred strategy materialized. It is a combination of alternative 2 and 3. This alternative strategy involves the establishment of the Office of Management Review and the formation of a Cultural Affairs Committee.

The Cultural Affairs Committee will be comprised of command personnel, civic leaders, community minority representatives, business leaders, and police officers representing all major ethnic groups in the department. The strategy was selected because it directly responds to the relevant internal and external considerations. Additionally, the strategy has several advantages that meet the needs of the majority of the stakeholders. It interfaces with a cross section of the community and department. It creates an atmosphere of cooperation between the community and the police that can permeate into better understanding on all levels. It provides invaluable resources and information at minimal cost.

Additionally, as part of this same strategy, an Office of Management Review and Equal Opportunity will be established. This office will take the lead in providing resources, gathering needed information and coordinating the activities of the committee and department as they relate directly to the issue. The office will also be charged with the implementation and follow-through on actions plans, policies, or procedures recommended by the committee and accepted by the department. The various stakeholders view of this portion of the strategy is dependent on the department's ability to convince them that this is a sincere, important step toward resolving the issues related to ethnic diversity.

IMPLEMENTATION STRATEGY

As indicated previously, the Office of Management Review and Equal Opportunity will take the lead in directing the implementation of the Cultural Affairs Committee. A command officer designated by the Chief of Police will be charged with providing the necessary resources, coordinating the logistics, gathering the needed information and coordinating the activities of the committee as they relate to the issue. The command officer will also act as the liaison with the department, facilitate or provide any necessary training, and build a working relationship with the committee membership and stakeholder groups.

Though a command officer would be designated to take the lead in the implementation of this strategy, it is very important that the Chief of Police assume overall responsibility for the planning and implementation of the Cultural Affairs Committee and the Office of Management Review. It is essential that he/she acknowledge the importance of the program, commit to it, and willingly provide the necessary resources to aid its success. The new management unit and Cultural Affairs Committee should have a basis in department policy. The Chief should set forth the establishment of the unit and committee in the annual goals and objectives. This would personify the Chief's commitment to the program, encourage buy-in and describe purpose and function. It also places accountability on the Chief and department internally and externally.

ACTION STEPS

- Police Chief reviews symptoms or conditions which suggest change is required with staff (includes environmental scan of demographics, economics, sociopolitical issues, and legal concerns).

- Determine how much control the department has or can influence over conditions providing stimulus for change.

- Conduct an assessment of current department policy.

- Establish Office of Management Review and Equal Opportunity.

- Designate a "champion" or "change agent" to implement the program during the transition phase (preferably from the command ranks).

- Develop goals and objectives for the new management unit.

- Budget for projected costs (including logistics, support staff time, etc.).

- Chief and designee to meet with all stakeholder groups and convey the issue and needs.

- Establish a committee comprised of representatives from each stakeholder group.

- Establish guidelines, perimeters, goals, and objectives of committee.

- Establish evaluation criteria, process, and time lines.

RESOURCE REQUIREMENTS

- Personnel for Office of Management Review (should include one command level officer and clerical support if necessary).

- Work and meeting sites.

- Office equipment and supplies.

- Fiscal support.

TIMELINESS

- Evaluation of the need for change, internal and external assessments and policy review (3 months).

- Establish Office of Management Review and Equal Opportunity. Develop goals and objectives for new management unit (2 months).

- Establish Cultural Affairs Committee (3 months).

- Committee report (6 months).

- Review of goals, objectives, and action plans of Office of Management Review and Cultural Affairs Committee (every 6 months thereafter).

3 Months	3 Months	3 Months	6 Months	Every 6 Months Thereafter
Staff Review/ Change Evaluation	Establish Office of Management Review and Equal Opportunity	Establish Cultural Affairs Committee	Committee Report	Evaluation of Goals, Objectives, and Action Plans

0 Months   3 Months   6 Months   9 Months   15 Months→→→→

NEGOTIATING ACCEPTANCE OF THE STRATEGY

In order to determine the key components for implementation of the recommended policy, the organization must determine which of the components are absolutely critical and which components are of a lesser importance such that there might be some flexibility in response to stakeholders concerns.

POLICE DEPARTMENTS POSITION

Negotiable

- The role of the Office of Management Review and Equal Opportunity in its advisory capacity for recruitment and promotional examination. Resistance maybe encountered from external forces such as City Personnel and the Human Relations Commission.

- The ethnicity of the command officer assigned to the unit. Although it would be helpful to have an ethnic minority lead this effort, it may not be possible and is not critical.

- Formation of a steering committee. Too many stakeholder groups will make the committee unwieldy. A steering committee could provide direction to several smaller task forces and at the same time provide a manageable environment for the committee.

- Who will be on the steering committee. This committee could conceivably turn into a commission which could then exercise some political influence in the City.

- The committee procedures and time line. In order to make the program successful, the citizen members will need to be made to feel a part of the formation. They will need to establish a "pride of ownership". They are also the best informational resource on what will and will not work in their environment.

Non-Negotiable

- The Office of Management Review and Equal Opportunity must remain under the control of the police department. If the department does not maintain control of the unit, the success and implementation of policies will be extremely hard to monitor or measure.

- The new management unit must be headed by an officer of command rank. He/she must report directly to the Chief and not be placed under bureau or division command. Autonomy is critical to implement change as required.

- Staffing. At the onset, the unit would be at minimum capacity - one command level officer and necessary clerical support.

- Division personnel must receive City and department administrative support. Road blocks to statistical data, information, and personnel would defeat the purpose of the unit.

- Unrestricted access to community and media sources.

- Citizen members of the Cultural Affairs Committee must be leaders of their stakeholder groups. In order for the program to be successful, the spokesperson must be someone with influence and respect within their environment.

STAKEHOLDERS POSITIONS

CITY COUNCIL

Negotiable:

- Who retains leadership control of the committee. They will lean toward the Police Department but at the same time, for political reasons, they will be willing to negotiate an alternative.

- Appointment to the steering committee. They will be willing to entertain any number of candidates for the committee because it is the politically sound thing to do.

Non-Negotiable:

- Control over steering committee appointments. Although they will be willing to negotiate who will be on the committee, they may be adamant that they be the appointing authority to the committee.

- Review of any significant policy of procedural charges; their political survival depends on their prerogative to have the final say on any politically sensitive issues. This is a way of gathering votes throughout the various segments of the community.

- Control on any significant budget requests; they will be adamant that they remain the fiscal authority.

HUMAN RELATIONS COMMISSION

Negotiable:

- How the committee will be set up. This commission is a vocal group and they feel that they must have input in any programs involving minority-related issues. As long as the committee is established through a diverse cross section of the ethnic segments of the community, the commission should have no objections to its formation.

- Leadership of the committee. They initially will advocate that the leadership not be given to the Police Department. Because of their skepticism of the Police Department, they will make attempts through council to assume the leadership themselves.

Non-Negotiable:

- Their appointment to the steering committee. They will look at this committee as an attempt to undermine their authority and political influence within the community and in the eyes of the City Council. They will demand inclusion as a way of retaining power.

CHIEF OF POLICE

Negotiable:

- Who is involved in the committee. Though the Chief will want to ensure some key stakeholders (ethnic minority groups, department representatives, and Police Officer Associations) are represented in the steering committee, he/she will not find it necessary to become directly involved in the selection of its membership.

- How much and what costs will be assumed in the Police Department budget.

- The selection of command level person assigned to the Office Management Review and Equal Opportunity Unit. This person will be a direct representative of the Chief.

- Control of the Office of Management Review and Equal Opportunity must remain under the control of the department. If the department does not maintain control of the unit, the success and implementation of policies will be extremely hard to monitor or measure.

- The primary purpose of priority of the committee. Though the Chief places a high priority on all issues regarding police-community relations, his/her highest priority for the committee will be to address the issues directly related to the recruitment, training, and promotion of officers from diverse backgrounds. He/she will not allow this committee to become a Citizen Review Commission with final authority over the department or assess to confidential files.

POLICE OFFICER ASSOCIATION

Negotiable:

- Training, testing, and promotional procedures. The association will negotiate on the means of testing by which individual officers are promoted. They are not concerned about the instruments or mechanisms used for testing or promotions as long as it is fair and not discriminatory.

- Which groups are represented on the steering committee. The association is not concerned with which groups are represented as long as their association membership is also represented.

- Who should control the Office of Management Review and Equal Opportunity. They will accept nothing less than total control by the Police Department. Their trust is with the police administration.

- Close monitoring of the committee by the Police Department. They will want to be assured that this committee doesn't become a Citizen Review Commission with authority over the Police Department or access to confidential files.

- Unfair or discriminatory testing or promotional practices.

- The hiring or promotion of "unqualified" officers.

MEDIA - SNAILDARTER

Negotiable:

- Their access to information (not covered by the Public Information Act). Their access to non-public meetings and the frequency of briefings regarding the committee's progress.

  (Note: to some media members, nothing is negotiable. To them, everything is covered by the freedom of the press and "the right to know.")

Non-negotiable:

- Their access to all public meetings or records.

- Freedom to report any situation, disagreement, or controversies surrounding the committee without regard to its beneficial or detrimental aspects to the issue.

- Their freedom to editorialize their opinion on the merits, shortcomings, successes or failures, cost, procedure, or policies related to the Police Department and the committee's approach to the issues.

NEGOTIATING STRATEGY

The basic problem in the negotiation lies not in conflicting positions but in conflict between each side's needs, desires, concerns, and fears.(17) Fortunately, in negotiating with the communities' key stakeholders concerned with this issue, there are many more compatible and common interests than conflicting ones. The most effective tactic or strategy is to first open lines of communication with each stakeholder group. The ultimate goal of using this Cultural Affairs Committee approach is to establish a long lasting trust and negotiate so that all parties might realize a mutual gain. However, accommodation and compromise strategies will be viable alternatives for negotiating resolutions or satisfying the various interests of the stakeholders. A positive perspective on the process is critical, since different personalities and agendas will be present in each stakeholder group.

The City Council is a power based entity which is most approachable with rationale and logic. By providing environmental information, facts, and political considerations, the council interests will be influenced. The department should admit that they cannot solve the issue without community participation. Additionally, by polling some of the community groups and community leaders before approaching the council, a base of support may be generated that could further sway the City Council's acceptance of the proposal. If the police department can provide the facts and demonstrate that the community is behind resolving the issues and the council is sure to follow.

The Human Relations Commission is a diverse group or individuals who are interested in making the strategic plan work. They have a need for achievement and a need to influence. Through negotiations, some smaller, less important elements or components can be sacrificed in favor of more important ones. Their desire to be included can be used as a way to gain concessions. The department might consider appointing a representative of the commission to assist in chairing the committee, therefore satisfying both their need to participate and influence. In exchange for allowing them to participate, they may be persuaded to vest control in the Police Department.

Police Officer Association's primary purpose is to satisfy the need of individual officers to have a base of power or influence. The association's primary interest is to protect their basic human needs, including security, economic well-being, and a sense of belonging. In order for a trust to be established, assurances must be provided from the highest levels of the department that strategies will not be directed against them that are detrimental to their financial status or job security. The key in negotiating with this stakeholder is honesty, providing factual data, and including them in the committee. This will create ownership and give them firsthand knowledge as to the program's goals and true purpose.

The Police Chief is one of the most critical stakeholders. Ideally, very little if any negotiation should be necessary. He/she must be the primary impetus behind achieving ethnic diversity in the police command ranks. However, negotiations may be necessary to achieve agreement on particular components of the strategy or procedure issues. Influence and persuasion will be gained through rational arguments based on facts.

Environmental scans, sociopolitical considerations, legal implications, and specific threats or opportunities facing the organization will be the primary interests of the Chief. Assuring the Chief that he/she has the final say on all procedural and policy components should satisfy any fears or threats on his power interests.

The Media. An entire thesis could be written on how to negotiate with the media. That is, of course, assuming that the media will negotiate on any issue at any time. With this particular issue, however, the primary strategy should be rationality. By providing the facts and information, some of the media's need and interests might be satisfied. Any indication of a cover-up or hiding of the facts will only spark other detrimental interests of the media. The sensationalism of government wrongdoing or conflict will sell more papers than a "nice" story on a positive approach to resolving this issue. Open lines of communications and a direct contact established with media sources will at least allow the media to feel they are included and recognized as an influential power. Building trust is the key. By voluntarily providing them access to information or meetings that they might not be legally entitled to, they may take a positive supportive approach and may be less likely accentuate problems related to the process of achieving ethnic diversity in the police command ranks.

SECTION IV - TRANSITION MANAGEMENT

TRANSITION MANAGEMENT

This phase of the study focuses on organizational transition for the Almaden Police Department. Specifically, the Almaden Police Department must identify how they are going to manage a plan that will enable them to achieve ethnic diversity in their police command ranks. In order to complete the organizational transition, the agency must pass through a "transition state." The transition state is defined as "the getting from the present to the desired state."(18) The success or failure of the change process depends on the management of the transition state.

COMMITMENT STRATEGY

The first phase of a transition management plan is to develop a commitment strategy. The strategy involves a series of action steps necessary to gain the support of key stakeholders who are critical to the change effort. From this group of stakeholders it is necessary to identify the critical mass. The critical mass consists of those individuals or groups whose active commitment is necessary to provide the energy for the change to occur.(19) The following critical mass actors were identified:

- The Chief of Police

- Police Office Association (P. O. A. President or designee)

- The Human Relation Commission (Chairperson or designee)

- The Personnel Department (Department head or designee)

- The Command Officer in charge of the Office of Management Review and Equal Opportunity.

COMMITMENT CHARTING

Table 5 is a commitment chart which illustrates the actors in the critical mass. An assessment of each actor's current level of commitment toward implementing the described strategies and a projection of the actual minimum level of commitment needed from each actor to make the change successful. Table 5 is followed by a brief summary of each actor and the possible intervention strategies which can be employed to gain the needed commitment for success of the transition plan.

Table #5
Critical Mass Commitment Chart

Actors in Critical Mass	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Chief of Police		X————————O		
Police Officers Association President	X——O			
Human Relations Commission Chairperson			X O	
City Personnel Department Director			X O	
Commander, office of Management Review			X——O	

X = Present commitment   O = Needed Commitment

The Police Chief. The Chief readily understands the need for change. Traditionally the Chief has perceived the issue of cultural diversity in his police command ranks as an issue which would take care of itself over time. Thus this level of commitment has been categorized as "let change happen."

In order for the transition plan to work, the Chief must move to the "make change happen" category. The approach to acquire this level of commitment from the Chief should be one of awareness-raising and persuasion. The Chief is known to be a progressive executive who is committed to strategic long-range planning. The Chief will respond favorably if provided demographic facts, environmental scans, and information regarding other agencies who have adopted similar successful programs or concepts. He also will be influenced to change if he is provided information on the possible legal and political implications of failing to act. He must take an active leadership role in the change process and require a commitment from his command staff to ensure that the change is successful.

The Police Officers Association. The Almaden Police Officers Association is a powerful entity. This association's membership is predominately white male. The association will attempt to block any promotion if there is any appearance of favoritism due to race or ethnicity. Therefore, their perceived level of commitment is to "block change." They must be moved to at least a position of "let change happen." This is critical because the Chief does not need an internal rift over an already sensitive issue. The Chief will have to

educate and involve the association in the change process early on. He should solicit the support and cooperation of the P.O.A. president. He should advise and educate the president about the demographic facts and political realities. The Chief should also solicit the P.O.A.'s input and ask for a representative to sit on the committee that will explore and implement any changes. The president should also be assured that the P.O.A. concerns in the transition state will be addressed. This will create ownership and give them first hand knowledge as to the program's goals and true purpose. The association should be a member of the Cultural Affairs Committee. By utilizing a genuinely participatory management approach, the association can be convinced that their input as well as their assistance in the transition state will be of considerable benefit to their constituency and the department. They also need to be convinced that their resistance or attempt to block change might cause other concerned groups to take a stringent "make change happen" commitment strategy.

The Human Relations Commission. This group is another critical entity which should be involved during the transition state. They serve as liaison to the minority groups and organizations within the City. Presently their level of commitment is "help change happen." However, critical events which might adversely impact the image of the department with the minority community could easily move the commission into a stringent "make change happen" stance. Their cooperation to maintain a position of "help change happen" is important. They should be advised that a "make change happen" strategy might cause the Police Association to retreat to a "block change" position or

cause other critical stakeholders or groups to take a less assertive transition approach. Their credibility in the minority community can make the needed active participation by minority groups a virtual certainty. In order for this to be a "win-win" situation for the Police Department and Commission, a commission representative must be included in every phase of the planning and implementation. By this means, they will assured that their concerns in the transition state will be addressed.

City Personnel Department. The Personnel Department could effect the operational mission of the Office of Management Review and Equal Opportunity in a variety of ways. Whatever is recommended or accomplished by the Office of Management Review or the Cultural Affairs Committee could be quashed by the Personnel Department. Unanticipated requirements or significant resistance might create bureaucratic quagmires that could thwart or frustrate the transition efforts. Due to current Affirmative Action goals established by the City Council, the City Personnel Department is in the "help change happen" category. This is where they should remain. They should have representation on the Cultural Affairs Committee and be utilized as a "technical advisor" resource. Additionally, the Office of Management Review and Equal Opportunity should make a concerted effort to keep the Personnel Department aware of any action plans, policies, or procedural change issues.

Commander of the Office of Management Review and Ethnic Diversity. A command level officer should be designated by the Chief of Police. As the person in charge of this new Office of Management Review, he/she will assume the role of "change manager." This person's initial level of commitment needs to be at least in the "help change happen" category prior to assignment. As the designated "change manager," he/she must move into the "make change happen" category. The importance of the "change manager" and the commitment level cannot be overemphasized. The method by which uncertainty is alleviated and information flows throughout the organization, the Cultural Affairs Committee, and the community is absolutely critical. Since the program has the support of the Chief of Police, moving a command level officer to the "make change happen" category is a relatively simple task of careful selection and delegation of management responsibility to a dedicated individual. Additionally, raising awareness, education, and pointing out the potential for success could be other approaches used to motivate the designated command officer to the "make change happen" category.

TRANSITION MANAGEMENT STRUCTURE

The transition state often differs significantly from the future state in its roles, tasks, and resources. The transition state usually requires a separate structure and form of management appropriate to its unique work.(20) The change management structure which will be used to lead the organization towards the change will utilize a "project manager." The Chief of Police will be unable to take on the responsibility of managing

the change personally. Due to other important social, economic, and political issues currently facing the department, he cannot afford to delegate the present day-to-day operations without adversely impacting the department. It is therefore necessary for the Chief to delegate the authority and responsibility of the transition to a "project manager". Though the Chief has delegated the role of "project manager," he must continue to play a strategic role in the transition management. The Chief should:

- Take the lead in defining the needs of the existing state of the organization and clearly define the problems felt. Clarify the rationale behind the need for change.

- Identify the constraints and parameters of the change required. Define the criteria for designing the "future state."

- Select the "transition manager" and influence the selection of the "transition team members."

- Balance the needs and resolve conflicts of the ongoing operations with the demands of the transition plan during implementation.

- Maintain final approval over significant changes or refinements to the "future state" design and the transition plan and timetable.

In this case, the individual probable best suited to be the "project manager" will also command the Office of Management Review. This command level officer functions from the Chief's Office and has the power of his office to mobilize and to manage the change. The commander will have access to all organizational resources. He/she will act as the

center of information, support, and resources for the organization as it undergoes change. The commander will also facilitate and coordinate the activities of the Cultural Affairs Committee. This will prove invaluable in dealing, as it will allow constant contact and feedback with most of the major constituencies involved in the change.

In order to effectively manage this transition, the commander must have solid interpersonal skills and be politically astute. He/she must have the respect and trust of the existing operating leadership and advocates of change. But probably the most valuable asset required of this individual is commitment to the change and a vision of the future state.

IMPLEMENTATION TECHNOLOGIES

In order to build a climate for success, an effective transition plan must employ several technologies or methods which support it's implementation. Procedures or plans to control anxiety and uncertainty must be formulated. Equally important are plans that ensure consistency, open lines of communication and a sufficient time period for the change to occur.

Technologies used to support the implementation will include the following:

- **Communicate the Vision:** The Chief of Police should clearly articulate his vision of the future state. In order for the organization to support change, it must be understood what the desired change will bring. Continuing to state the vision with action statements throughout the transition state will bring focus to the process.

- **Team Building:** Team building workshops are a valuable tool in bringing a group together so that they are working toward the same goal and with a common understanding of the goal. Utilizing this technique will help to reduce the apprehension and anxiety associated with the change. In this scenario, team building will be particularly effective with the Cultural Affairs Committee. It can act as the catalyst to bring several divergent groups with different backgrounds and perceptions of the issues together as a cohesive team.

- **Responsibility Charting:** This is an effective tool for setting tasks and assessing alternative behaviors needed to bring about change. It makes each individual's role very clear and gives them the authority to carry out that portion of the plan that they are charged with. It saves energy, reduces the anxiety amongst participants, reduces ambiguity and reduces adverse emotional reactions between individuals who are affected by the change. This tool will be effective in defining the role and responsibilities of the commander of the Office of Management Review as well as the role and responsibilities of the members of the Cultural Affairs Committee.

- **Conflict Management:** Conflict is often the by-product of any significant change. Unless conflict is controlled and managed, it can inhibit successful transition. Interactive bargaining techniques and objectivity will aide the "transition manager" in focusing the conflict on the issues and not on individuals. When aimed at the issues themselves, positive interplay can result. The positive interplay will enhance the transition and help to ease the tension associated with the change. This is a tool that will be of particular importance to the designated "change manager."

- **Milestone Recognition:** Milestones in a transition plan are distance markers and checkpoints that aide in determining if the transition is on course and on time. They also serve to recognize significant achievements and communicate the accomplishments to those participating in the transition state. The commander of the Officer of Management Review and the Cultural Affairs Committee representatives may use this tool to report to their respective constituents. It is also a good method of publicly announcing progress on addressing the issues.

- **Confrontation and Goal Setting:** These meetings are designed to provide a forum for participative decision making. By eliciting confrontation, several alternative avenues which may benefit the program can be explored. The information gathered from the confrontations can also be channeled back into goals for the plan. This tool will be valuable during the initial meetings of the Cultural Affairs Committee.

- **Management of the Neutral Zone:** The neutral zone is the time period between the present state (pre-change) and the future state (post-change). During this time period, the old way of doing business overlaps with the "new" proposed way and neither seek to work. If managed improperly, participants in the change process will suffer a loss of direction. However, if viewed as a window of opportunity, this transition period can be used for training and/or to explore new ideas. The training should be geared toward helping the people proceed through the transition process and on to a successful "end-state."

FINAL RECOMMENDATION/TRANSITION MANAGEMENT

The Police Department has a significantly greater chance of achieving ethnic diversity in the command ranks by the year 2001 if the recommended strategies, management structure, technologies, and methods are used. Good lines of communications will be established and a means of receiving feedback implemented. As a result, anxiety and uncertainty during the transition period will be significantly reduced. Effective management of change during the transition is imperative. Without the transition management plan, the organization exposes itself to criticisms, setbacks, and even failure.

APPENDIX A

GENERAL QUESTIONS POSED DURING DISCUSSIONS

1. Do you feel that your Police Department is representative of the ethnic composition of your community?

2. Do you see ethnic representation in your Police Department in the next 10 years?

3. Why is it important that your Police Department is representative of the ethnic composition of the community?

4. Do you feel it is important that your Police Department administration is representative of the ethnic composition of the community? If so, why?

5. Do you feel your Police Department is doing anything at present to prepare for the projected change in cultural diversity in your community in terms of ethnic representation in the Department?

6. Do you feel that a shift in political power reflective of a change in the ethnic/racial composition of your community will impact the ethnic/racial representativeness of the local law enforcement agency, and if so, how?

7. Do you feel Affirmation Action or court decrees have hurt or helped ethnic minority law enforcement officers?

8. What changes in recruiting, hiring, training, or promotional practices need to be made in order to achieve ethnic diversity within the police command ranks?

APPENDIX B

<u>NOMINAL GROUP TECHNIQUE PANEL</u>

1. Judge, Fremont Municipal Court

2. Community College Counselor and former member of City Council

3. School District Bilingual Coordinator

4. Police Captain, City of Mountain View

5. Police Lieutenant, City of Palo Alto

6. Police Detective, City of Fremont

7. Police Officer, City of Fremont

TRENDS

1. Level of law enforcement administrative support of minority hiring and promotion.

2. Number of qualified eligible minorities attracted to law enforcement.

3. Level of political influence of minority groups.

4. Level of minorities that comprise the law enforcement work force.

5. Ethnic shifts in populations.

6. Percent of police contacts where cultural diversity is a factor.

7. Court decisions/enforced programs/new legislation/affirmation action.

8. Public confidence in law enforcement.

9. Level of promotion of minorities in law enforcement.

10. Minority labor group actions.

11. Perception of law enforcement in community.

12. Level of police involvement in community - changing role of law enforcement.

13. Change in hiring standards.

14. Level of elected minority leaders in California.

15. Fiscal resources (monies available for additional personnel training or equipment).

16. Minority education/job opportunities.

17. Influence of minority employee associations on department policy.

18. Level of community interaction between minorities.

19. Ratio of minorities to non-minorities in work force (change in labor pool).

20. Police effectiveness in dealing with cultural groups.

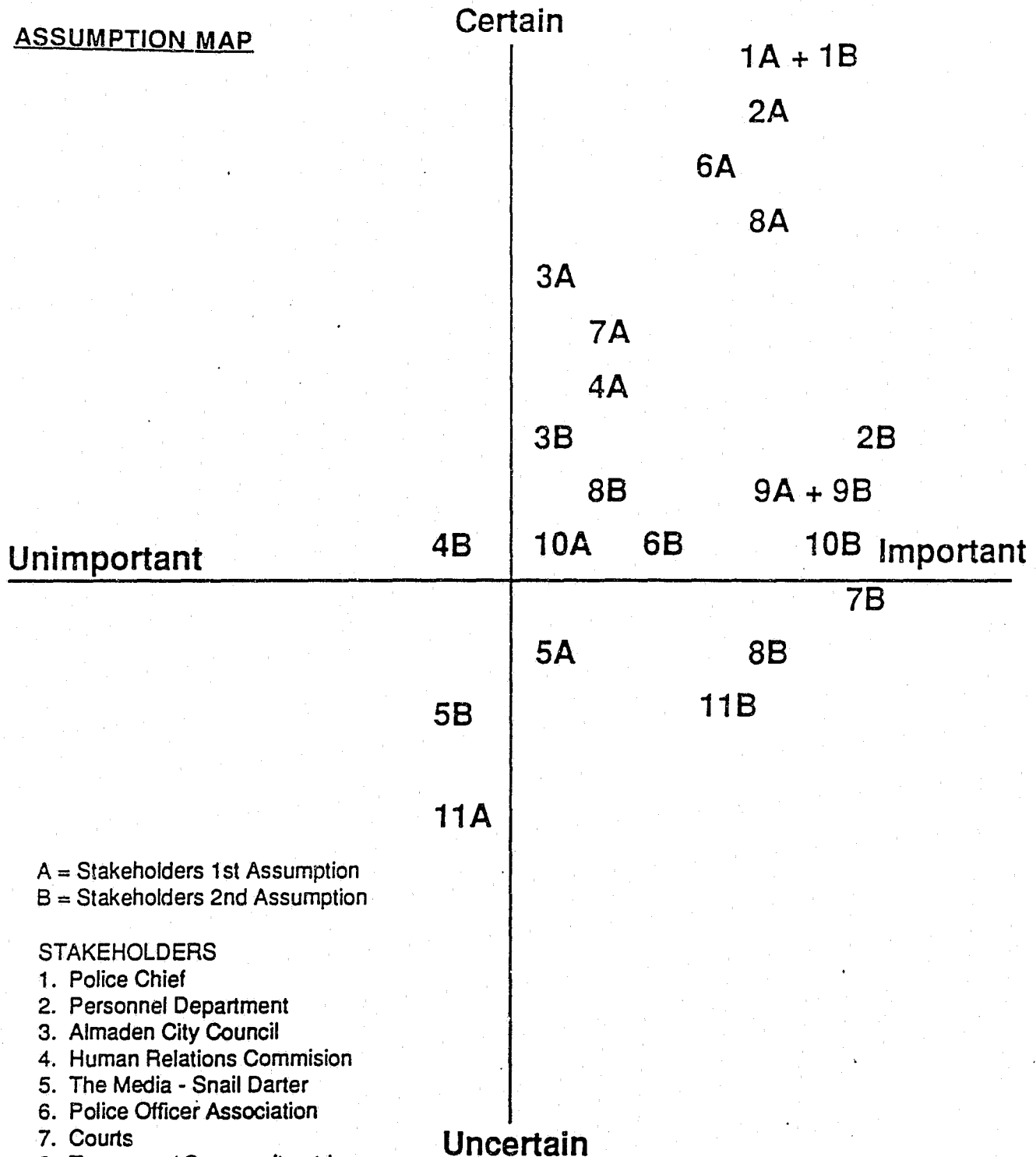21. Language differences.

22. Changing role of law enforcement.

EVENTS

1. Major civil rights violation litigation.

2. Federal and state government refuse funding to local agencies that do not reflect the ethnic makeup of the community they serve.

3. Police form coalitions with community minority groups.

4. State or county formula for equity in minority promotion.

5. Individual police agencies are ordered by federal courts to promote minorities into police command ranks.

6. Racially motivated riots.

7. Passage of civil rights reform Title VII of the Civil Rights Act of 1964 is re-enforced and mandates firmly set quotas on government agencies.

8. POST budget cuts.

9. State funding to counties and cities.

10. Major ethnic minority groups form a powerful statewide coalition to fight for minority rights.

11. Civilian review established.

12. Minority politicians hold a majority of state level elected positions.

13. Local district elections -- census re-districting.

14. Elimination of Mexican/American border.

15. Minority appointed POST Executive Director.

16. Tax increase.

17. Law enforcement labor shortage.

18. An ethnic minority governor is elected in California.

ASSUMPTION MAP

Certain

1A + 1B

2A

6A

8A

3A

7A

4A

3B   2B

8B   9A + 9B

Unimportant   4B   10A   6B   10B **Important**

7B

5A   8B

5B   11B

11A

A = Stakeholders 1st Assumption
B = Stakeholders 2nd Assumption

STAKEHOLDERS
1. Police Chief
2. Personnel Department
3. Almaden City Council
4. Human Relations Commision
5. The Media - Snail Darter
6. Police Officer Association
7. Courts
8. Taxpayers/ Community-at-large
9. Ethnic Minority Labor Organizations
10. Governor/Aligned State Agencies

Uncertain

LIST OF STRATEGY ALTERNATIVES

1. Establish a state P.O.S.T. sponsored management academy.

2. Establish a formal mentoring program for all officers interested in becoming police managers.

3. Allow outside lateral applicants for command level (Lieutenant and above) positions.

4. Establish a sophisticated recruiting unit that seeks out college educated minorities with college degrees in management, business, accounting, or related fields.

5. Establish a Cultural Affairs Committee comprised of command personnel, civic leaders, and police officers representing all major ethnic groups. The purpose of the committee is to provide any open direct line of communications between the department and the Minority community. The committee will be allowed input on all department policies and practices.

6. Establish Office of Management Review and Equal Opportunity. The unit will be headed by a command officer who will report directly to the Chief. The unit is to provide an ongoing review of demographic changes, recruitment, promotions, minority representativeness within the department and legal requirements as they relate to equal opportunity.

7. State publicly that the Police Department wishes to have ethnic minorities in its command staff, but leave testing and promotion procedures as they are. Allow additional time for ethnic minorities to receive promotions into the command ranks.

8. Eliminate testing procedures. Base promotion on past performance in the organization and the needs of the organization.

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ACHIEVING ETHNIC DIVERSITY IN THE
POLICE COMMAND RANKS BY THE YEAR 2001

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COMMAND COLLEGE CLASS XV

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

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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 possisble 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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

This article will be focused upon the challenge of achieving ethnic diversity within the police command ranks by the year 2001. The material collected will be used to explore the future status of ethnic minorities in the police command ranks and examine how their status might be influenced as the ethnic composition of California continues to change.

The issue of ethnic minority representation in police departments has been a volatile political issue for more than 25 years. The under-representation of minority officers was identified as a serious problem by the President's Crime Commission in 1967 and the Kerner Commission in 1968. (1) The fact that nearly half of the big city departments have been operating under court ordered Affirmative Action plans indicates that it remains a matter of considerable litigation and controversy. With the passage of the Equal Opportunity Act of 1972, federal law prohibited discrimination in personnel practices including hiring, firing, compensation, and promotion. Then, in 1990, the California Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence issued a comprehensive report stating that law enforcement agencies should "reflect the diverse demographics of the communities they serve and be genuinely accountable to those communities."(2) The Commission made a strong recommendation that police departments "aggressively recruit, retain, and promote officers from diverse backgrounds." Though there have been significant increases in the employment of minority officers, evidence cited in this report indicates this is not true at the police command level. The "glass ceiling" that somehow inhibits ethnic minority officers from reaching administrative or supervisory ranks has not been broken to any significant extent. This lack of

opportunity or meaningful career development has been cited as a severe problem in policing. (3)

Because of this issue, police personnel administrations are confronted with another far reaching decision. They can face this challenge with a logical strategic plan or turn their back on the issue and face continued community distrust and sanctions. Either choice will impact their department's operations and infra-structure through the turn-of-the-century.

BACKGROUND

During the preparation for this article, an environmental scan was completed. Literature scans, interviews of police professionals, discussions with civic leaders, POST consultants and educators were used in the initial scanning process. While conducting the literature scan, several recent reports, articles, and academic studies directly related to this issue were found. Collectively this literature clearly validated the lack of ethnic diversity in the administrative ranks of public service as an important and growing issue.

Current forecasts based on U.S. census and immigration data indicate that the change in the nation's ethnic composition will continue to accelerate through the turn-of-the-century.(4) California, considered by many to be a microcosm of this nation, will continue to experience a significant increase in its minority population. The total California

population of 23.7 million in 1980 escalated to 29.8 million by the year 1990. Fully 85% of the 7 million births and newcomers of the 1980's were Hispanic or Asian. Today, according to the 1990 census, white Caucasians account for 57% of the population. By the year 2000, no ethnic group will represent a majority in California; all ethnic groups will be minorities.(5) For the first time in history, non-Hispanic whites will no longer represent the majority. More than 85% of the states' labor force increase in the 1990s will come from the states' Hispanic, Asian, and Afro-American populations. Because the traditional white Anglo male police recruit population pool is not growing at near the rate as are minority populations, demographers have predicted that during the next decade white Anglo males will account for only one in four new workers. It would appear reasonable to suggest that the law enforcement employees should reflect this pattern. However, there is evidence that white Anglo males may remain the dominant group in government service.(6) Additionally, it has been suggested in at least one study that law enforcement has actually experienced a decline in minority representation since 1983.(7) The loss of employment and promotional opportunities for minority officers has been attributed to budget reductions, political actions such as the anti-Affirmative Actions of U.S. Justice Department's conservative leadership for the last 12 years, corresponding budget cuts to the E.E.O.C. and Office of Civic Rights by the same political forces, lack of commitment and support by current police administrations, and covert institutional racism.

During the environmental scan, a data survey of employments rolls from six California cities was studied. City personnel staff from the cities of San Francisco, Los Angeles,

San Diego, Sacramento, Santa Ana, and Fremont were contacted. These contacts ranged from highly urban areas of Los Angeles, San Francisco, and San Diego to the communities of Fremont and Sacramento, cities that represent different forms of municipal government, different political agendas, and different ethnic minority influences. Examination of data extrapolated from the environmental scan and from the employment rolls of each of the aforementioned cities shows conclusively that, though some strides have been made in recruiting and training minorities, the ethnic barrier as it relates to the police command ranks does not appear to have been broken to any significant extent.(8) In these selected cities, the police command rank level is staffed overwhelming with white Caucasian males serving increasingly diverse communities and departments. Though ethnic minorities on the average comprised over one-half or in some cases, two-thirds of their respective community's population, the police command level on the average was comprised of over 80% white Caucasian males.

In a recent study,(9) several expert opinions on the importance of ethnic representation were documented. Most police experts assert that under-representation aggravates tensions between the police and racial minority communities.(10) In terms of actual police performance, some experts assert that minority officers are better able to relate to and deal with the problems of minority citizens. Independent of performance, some experts maintain that under-representation hurts the image of the department in the eyes of the community and still others argue that equal employment opportunity is required as a matter of law, irrespective of whether it results in improved policing.

MEDIA COVERAGE

Coverage by the mass media has been extensive. Local newspapers, T.V. stations, weekly magazine, and professional journals have all provided numerous reports on this emerging issue. The San Jose Mercury recently published a series of articles which describe a "glass ceiling" that ethnic minorities must contend with if employed in public service and living in the San Francisco Bay Area. In what many consider to be one of the more progressive and liberal areas of the country Caucasians were found to be over represented in government administrative jobs by over 140% while some ethnic minority groups were under-represented by close to 90%.(11) According to the San Jose Mercury, "Asians and Hispanics are the area's largest and fastest growing minority groups. Yet their members have relatively little day-to-day authority over such basic services as firefighting and policing. . ."

The national media coverage of the Civil Rights Trial against the F.B.I. for the lack of promotional opportunities for ethnic minorities in that agency, and the Rodney King incident provided the catalyst for scathing articles regarding mismanagement and under-representation of ethnic minorities in law enforcement. Additionally, in a review of the Rodney King incident, the Los Angeles Christopher Commission Report reiterated some of the same premises earlier research projects and reports had clearly stated; there is a direct positive correlation between minority representation and effective policing.

Discussions with police professionals, civic leaders, POST consultants, ethnic minorities, and educators further validated the importance of addressing this emerging issue. Personal interviews, nominal group technique panels, and other group processes were used to explore the issue and evaluate the impacts of current trends or upcoming events. Collectively, these individuals saw ethnic representation in their agencies as an important issue to face in the next 10 years. Most felt that their respective police department's administrators were progressive in hiring ethnic minorities, but felt that most of the same administrators were hesitant and almost resistant toward achieving ethnic diversity within their own police command ranks. Some stated that they have heard the explanation from several police administrators that minority recruitment is a relatively new issue and more time is needed to promote officers through the ranks. However, this explanation was viewed as implausible or at best, inaccurate since the Civil Rights Act, Affirmative Action, and the E.E.O.C. law all are over 20 years old. It was felt that it should take less than 20 years to recruit, train, and promote ethnic minorities into the police command ranks.

Some suggested that a large pool of qualified eligible minorities already exists and that police administrators have yet to effectively train and promote minorities to a police command position. If administrators decide to prioritize and commit to a comprehensive minority promotion plan, there should be more immediate (within 5 years) results. Additionally, panel members felt that if ethnic minorities are appointed to command level positions, they will attract more ethnic minorities into law enforcement and become mentors or role models for minority officers.

Most felt that Affirmative Action and consent decrees were only moderately successful and tended to exacerbate the problems associated with achieving ethnic diversity. There is an obvious degree of negativity associated with court orders mandated internally and there is a perceived loss of credibility for deserving minority candidates who are promoted during consent decrees or as part of an Affirmation Action plan. However, for a police department administration that is not itself committed to Affirmative Action but must operate under the purview of judicial oversight (e.g., consent decree, court enforcement of hiring and promotion, etc.) such oversight frequently requires the creation of a formal departmental administrative structure to recruit, train, and promote minorities where a structure was previously lacking.

The vast majority held that minority political groups were coming into their own and gaining momentum with each successful campaign or political appointment. The panels also suggested a direct correlation between elected minority officials and the hiring and promotion of minorities in law enforcement. Of particular interest was a shared opinion by some of the panel members that, though the Hispanic and Asian population groups are growing dramatically, their gain in the level of political influence is minimal as compared to what the level of influence should be given their percentage of the population as a whole.

ALTERNATIVE SCENARIOS

As part of this study, three scenarios were developed using a fictitious but typical California city. The scenarios were developed to provide a perspective of the future for policy makers. Appropriate planning techniques may then be introduced which may help attain a desired future or mitigate at undesirable one. Each scenario was based on data developed and analyzed previously with environmental scans, trends, and forecasted events.

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

In each scenario the chief is appointed to head his department in 1989. The department at the time of his appointment was at a cross-roads as it struggled to reflect the increasing ethnic diversity of it's community. Though the department had made inroads in reflecting the ethnic diversity within the police officer rank and file, the command/administrative staff was still overwhelmingly white males. Of the 21 command/administrative positions, only 2 were ethnic minority members.

From that point in the scenarios, the situation changes depending on how the chief reacted to the issue of achieving ethnic diversity in his command ranks. In the hypothetical "worse case" scenario the chief's attitude is one of "let it be," "if it ain't broke yet, don't fix it," and "it'll all happen in good time." Surprisingly the chief does achieve ethnic diversity by the year 2000, but the manner in which he achieves ethnic diversity

during his 11 years as a chief cost the department a decrease in community support and confidence; a civil rights suit for discriminatory practices in promoting minorities; a consent decree on promotions of minorities; a fragmented police officer association which now includes separate Caucasian, Black, Asian, and Hispanic Officer Associations, each working on different agendas to meet their own career needs; and a lack of budgetary support from a now ethnically diverse City Council.

In exploratory "most likely scenario" the chief is able to achieve ethnic diversity, but, due to a lack of proper preparation and a comprehensive strategic plan, he falls victim to unanticipated dilemmas. A reverse discrimination law suit filed by the Police Association, a budget crisis that causes a layoff of newly appointed minorities, a fragmented police officer association and a lack of strong community support all delay his ability to achieve ethnic diversity in the department's command ranks.

Finally, in the normative or "desired and attainable'" scenario the chief does attain ethnic diversity in his command ranks and he is able to do it with minimal adverse impact on the police department. He accomplished his goal by utilizing a strategic plan that has taken into consideration the organization's capability to adapt to the proposed change, the organization's capability for change relative to the management philosophy and training, and overall organization climate. Additionally, he identified, allowed input from and negotiated strategies with key stake holders (special interests) including but not limited to the City Council, civic groups, ethnic minority groups, the Police Officer Associations, etc. He also developed alternative strategies, and an implementation and transition management plan. His final product includes the establishment of a community-based

cultural affairs committee which will provide him valuable input on minority recruitment, cultural awareness, promotional processes and community relation efforts. He also establishes the Office of Management Review and Equal Opportunity which in essence establishes a formal administrative structure to ensure the proper attention and priority is given to this issue.

PLANNING FOR THE FUTURE - A STRATEGIC PLAN

Many of today's most successful business organizations continue to survive because many years ago they offered the right product at the right time; the same can be said for law enforcement organizations. Many critical decisions of the past were made without the benefit of strategic thinking or planning. Whether these decisions were based on wisdom or luck is not important. They resulted in momentum that has carried these organizations to where they are today. However, present-day police managers increasingly recognize that wisdom and intuition alone are not sufficient to guide the destinies of large organizations in today's ever-changing environment.

Strategic planning provides direction for an organization's mission, objectives, and strategies, facilitating the development of plans for each of the organization's functional areas. In practice, the development of strategic plans involves taking information from the environment. The strategic planning process involves the review of trends and events including sociopolitical, legal, economic conditions, technological developments, customer needs, availability of resources, and specific opportunities or threats facing the organization.

A primary challenge for law enforcement as the 21st century rapidly approaches will be to develop comprehensive strategic plans which provide sufficient flexibility to enable police departments to meet the needs of an increasingly ethnically diverse community and workforce. The strategic plan should provide the basis for preparing police agencies by establishing strategies which will aid them in achieving ethnic diversity within the police command ranks by the year 2001.

RECOMMENDED STRATEGY

The recommended strategy is a combination of several alternative strategies that research indicates should be successful and/or have already been successful in addressing similar community based issues. This recommended strategy involves the establishment of an Office of Management Review and the formation of a Cultural Affairs Committee.

The Cultural Affairs Committee would be comprised of command personnel, civic leaders, community minority representatives, business leaders, and police officers representing all major ethnic groups in the department.

The purpose of the committee is to provide an open, direct line of communication between the department and the minority community. The committee will be allowed input on all department policies and practices.

The majority of special interests (stakeholders) should favor this strategy. It provides the attention that the community demands and allows all the concerned special interests (stakeholders) input for resolving issues important to them. There should be very little, if any, opposition from the Police Chief, City Council, minority community, media, and the courts. There should be minimal opposition from the Police Officer Associations, minority labor groups, Personnel department, taxpayers, and Human Relation Commission.

Elected or appointed stakeholders should support the strategy because it will disseminate the political pressure among all the stakeholder groups to resolve the issues. The Police Chief and Personnel Department will enjoy a greater resource and knowledge base. Additionally, the Police Department groups will view the strategy as an opportunity to enhance their image of openness and understanding. However, it may be viewed with suspicion and resisted by some traditional thinking employees who fear any interference in procedural issues or department policy. A Caucasian dominated Police Association might consider this strategy to be a step towards preferential treatment of minorities or reverse discrimination. Conversely, this strategy may actually decrease the likelihood of judicial or government intervention.

The Cultural Affairs Committee approach is recommended because it directly responds to the relevant internal and external considerations. It interfaces with a cross section of the community and department. It creates an atmosphere of cooperation between the community and the police that can permeate into better understanding on all levels. And finally, It provides invaluable resources and information at minimal cost.

Additionally, as part of this same strategy, an Office of Management Review and Equal Opportunity would be established. The purpose of the unit is to provide an ongoing review of demographic changes, recruitment, promotions, minority representativeness within the department, training as it relates to cultural issues, and legal requirements as they relate to equal opportunity. The office would also be charged with the implementation and follow-through on actions plans, policies, or procedures recommended by the Cultural Affairs Committee and accepted by the department. The various special interests (stakeholders) view of this portion of the strategy is dependent on the department's ability to convince them that this is a sincere, important step toward resolving the issues related to ethnic diversity. This office is a key component to the success of this strategy. Previous research (12) clearly indicates that, in addition to the *normative commitment* of police managers to minority representation, the existence of a *formal administrative* structure for promoting Affirmative Action has been found to be an important correlate. This portion of the strategy adds an *administrative structure* which will further demonstrate the department's commitment to recruit and promote ethnic minorities.

IMPLEMENTATION STRATEGY

As indicated previously, the Office of Management Review and Equal Opportunity would take the lead in directing the implementation of the Cultural Affairs Committee. A command officer designated by the Chief of Police would be charged with providing the necessary resources, coordinating the logistics, gathering the needed information and coordinating the activities of the committee as they relate to the issue. The command

officer would also act as the liaison with the department, facilitate or provide any necessary training, and build a working relationship with the committee membership and stakeholder groups.

Though a command officer would be designated to take the lead in the implementation of this strategy, it is very important that the Chief of Police assume overall responsibility for the planning and implementation of the Cultural Affairs Committee and the Office of Management Review. It is essential that he/she acknowledge the importance of the program, commit to it, and willingly provide the necessary resources to aid its success. The new management unit and Cultural Affairs Committee should have a basis in department policy. The Chief should set forth the establishment of the unit and committee in the annual goals and objectives. This would personify the Chief's commitment of the program, encourage buy-in and describe purpose and function. It also places accountability on the Chief and department internally and externally.

ACTION STEPS

- Chief of Police reviews symptoms or conditions which suggest change is required with staff (includes environmental scan of demographics, economics, sociopolitical issues, and legal concerns).
- Determine how much control the department has or can influence over conditions providing stimulus for change.
- Conduct an assessment of current department policy.
- Establish Office of Management Review and Equal Opportunity.

- Designate a "champion" or "change agent" to implement the program during the transition phase (preferably from the command ranks).
- Develop goals and objectives for the new management unit.
- Budget for projected costs (including logistics, support staff time, etc.).
- Chief and designee to meet with all stakeholder groups and convey the issue and needs.
- Establish a committee comprised of representatives from each stakeholder group.
- Establish guidelines, perimeters, goals, and objectives of committee.
- Establish evaluation criteria, process, and time lines.

RESOURCE REQUIREMENTS

- Personnel for Office of Management Review (should include one command level officer and clerical support if necessary).
- Work and meeting sites.
- Office equipment and supplies.
- Fiscal support.

TIMELINESS

- Evaluation of the need for change, internal and external assessments and policy review (3 months).
- Establish Office of Management Review and Equal Opportunity. Develop goals and objectives for new management unit (2 months).

- Establish Cultural Affairs Committee (3 months).

- Committee report (6 months).

- Review of goals, objectives, and action plans of Office of Management Review and Cultural Affairs Committee (every 6 months thereafter).

3 Months	3 Months	3 Months	6 Months	Every 6 Months Thereafter
Staff Review/ Change Evaluation	Establish Office of Management Review and Equal Opportunity	Establish Cultural Affairs Committee	Committee Report	Evaluation of Goals, Objectives, and Action Plans

0 Months   *3 Months*   *6 Months*   *9 Months*   *15 Months→→→→*

NEGOTIATING ACCEPTANCE OF THE STRATEGY

In order to determine the key components for implementation of the recommended policy, the organization must determine which of the components are absolutely critical and which components are of a lesser importance such that there might be some flexibility in response to stakeholders concerns.

NEGOTIATING STRATEGY

The basic problem in the negotiation lies not in conflicting positions but in conflict between each side's needs, desires, concerns, and fears. Fortunately, in negotiating with the communities' key stakeholders concerned with this issue, lie many more compatible and common interests than conflicting ones. The most effective tactic or strategy is to first open lines of communication with each stakeholder group. The ultimate goal of using this Cultural Affairs Committee approach is to establish a long lasting trust and negotiate so that all parties might realize a mutual gain. However, accommodation and compromise strategies could be viable alternatives for negotiating resolutions or satisfying the various interests of the stakeholders. A positive perspective on the process is critical as different personalities and agendas will be present in each stakeholder group.

CONCLUSIONS

Law enforcement is at a crossroads. Recent studies have indicated that dramatic changes in the ethnic composition of California cities will continue through the turn of the century. Though some strides have been made in recruiting and training minorities, the ethnic barrier, as it relates to the police command ranks, has not been broken. Unless police departments begin to plan and implement policies and strategies that will address this disparate trend, they chance misunderstandings, suspicions, and a growing rift with the diverse communities they serve and the people they employ.

Some minority populations have always been sizable but for the most part, politically

inactive. Recent elections and appointments of ethnic minorities to key political positions signal a change in the political climate. They are no longer satisfied with overwhelmingly Caucasian representatives that currently dominate the civil service and political structure. Minority officers are also becoming increasingly dissatisfied with the lack of promotional opportunities. They are leaving the profession, filing discrimination law suits, and using political influence in order to improve their status in the law enforcement administrations.

The Chief of Police must prioritize and provide the resources that will allow for a comprehensive review of recruitment, retention, and promotion of minority officers. Current promotional practices and procedures must be scrutinized to determine if they are meeting the needs of today and if they will meet the needs of tomorrow.

The Police Chief and command staff must establish clear objectives to reflect the diversity of the community in all ranks of the department. Additionally, the department must be genuinely accountable to their community. By establishing a coalition with their ethnic community, departments can establish an open, direct line of communication. These coalition partnerships imply power and require changing relationships between police and citizens and within police department. As a result, organizational structure will change. Utilizing this cooperative relationship, the department can expect to accurately identify and resolve the important issues related to cultural awareness and achieving ethnic diversity throughout the department.

The policies and strategies outlined in this paper, if implemented, will allow a police department to take a positive role in determining its own destiny.

SUBJECTS FOR FUTURE STUDIES During the course of this research, three issues surfaced which are recommended for future command projects.

Institutional Racism in Law Enforcement. Some law enforcement agencies operate under the pretense that all its members are one color. This concept is very similar and about as successful and realistic as the "melting pot theory." Law enforcement is comprised of different colors and cultures with unique attributes and different perspectives. One group, white Caucasians, clearly dominate the promotional positions into the supervisory and management ranks. Are these apparent disparities the result of subtle forms of institutional racism or actual conscious efforts on the part of the persons empowered to make decisions? Did tests and promotional processes unfairly give an advantage to white applicants' inherent attributes and do they discriminate against ethnic minorities? Do ethnic minority officers discriminate against other ethnic minorities from different cultures?

What Promotional Practices will be Used by the Year 2000? Will seniority and "time in grade" promotional systems be a practice of the past? Will there be more lateral movement allowed between police department's command staff?

What is the Impact of Ethnic Minority Chiefs on Police Practices. Does this create a significant change the racial composition of the department and alter official policy? Does it have any effect on the informal police subculture and in turn affect police performance?

ENDNOTES

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