

**How Will The Role of Law Enforcement
Change by the Year 2000
As it Deals with
Suspected or Openly Gay Police Officers?**

By
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Chief of Police



PISMO BEACH POLICE DEPARTMENT

COMMAND COLLEGE - CLASS X

JUNE 1990

**COMMISSION ON PEACE OFFICERS STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA**

128629

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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 possible scenarios for strategic planning consideration.

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

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

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

ACKNOWLEDGEMENTS

I would like to acknowledge and thank the following people without whose help I never would have completed Command College:

My family, Virg, Cotie, Jason, and Marci, whose encouragement and support remained constant throughout months of study and research.

Dr. Russell Hunter, my advisor, whose help, patience and vast knowledge were invaluable to the completion of this project.

Dave Thompson, Chief of Police, Glendale, California, for his endorsement and confidence in me.

Rick Kirkwood, City Administrator of Pismo Beach, California, for working with me as a new police chief and allowing me the necessary time to accomplish this goal.

Jeannie Rokos, my secretary, for her dedication to the project.

Marty Butel, for his keen insight, legal background, and the availability of his computer skills.

A special group of friends, fellow police managers, and classmates who inspired me to proceed with this sensitive, risk-taking topic.

**"How will the role of law enforcement change by the year 2000
as it deals with suspected or openly gay police officers?"**

by

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Pismo Beach Police Department
Order Number 10-0179**

EXECUTIVE SUMMARY

This study addresses the issue that by the year 2000, an additional 14,000 police officers, chosen from approximately 350,000 applicants will be required in California. The solution presented involves broadening the base of potential recruits to offset the predicted drop in the size of the enrollment pool. This recruitment problem can be alleviated by providing a climate of greater acceptance for groups such as Blacks, Hispanics, Orientals and gays, now underrepresented in law enforcement, which now tends to be all-white and male in California. This study offers a model plan to accomplish this by using as an example the openly gay male as applicant. The program proposed requires strong leadership from the top echelons, and involves non-discrimination policies, and awareness and cultural sensitivity training, while retaining the current merit system in hiring, retention and promotion, and avoiding the effects of quotas often in force under EEO/AA programs.

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PROJECT BACKGROUND

Development of a futures project requires a thorough exploration of the issues that serve as the springboard for that project. The project background will be discussed with respect to a number of issues and subissues that bear directly upon the subject matter of the project.

Recruitment

The June 1989 POST¹ Symposium on Recruitment addressed a number of major issues facing California police forces in the near future. These included a smaller pool of 18 to 24 year olds, a decline in the work force, and a change in the demographics in the workforce that include the inclusion of women and minorities over the next ten years. In addition, the Symposium also called for greater diversity in police departments to match the diversity served by those departments.

This same symposium called for innovation and creativity in what was termed a "seller's market" in order to maintain the size and quality of law enforcement agencies. The real issue, it was agreed, was the attraction and retention of quality employees.

In a more idealistic vein, one of the symposium members called for greater self-actualization and self-fulfillment, self management and autonomy, and increased interest in opportunities for learning and development for individuals within these departments. It was pointed out that further crucial issues within this area call for increased individualized concern for quality in lifestyle, greater concern for individual respect and dignity, and increased pursuit of equality and fairness. These issues were seen as important for the maintenance of standards of law enforcement arising from the attraction and retention of quality employees, as was noted above.

In general, the Symposium concluded, changing values in the surrounding community have implications for police recruitment. People will work where their needs and

preferences will be met, and employers will have to meet these desires if they are to attract employees. People tend to work in places where they find a balance between an interesting job, reasonable pay, and a concern for the quality of their lifestyle.

Writing in PORAC News², POST Advisory Committee member William Shinn pointed out that whereas the California state population is a little less than 29 million at present (1990), it will be 33 million by the year 2000, requiring a net increase of 8,600 police officers in California by that year in addition to the 5000 positions now open. In contrast, an issue addressed in general by the Symposium, was whereas the 20 to 29 year old group is 15.6 percent of the population at present, it will drop to 13 percent of the total population by 2000. This means that law enforcement will be competing for a share of a relatively smaller group of potential officers while having to provide more officers to provide public safety.

To date, stable statistics indicate that for every 100 applicants, only four make it through probation after completing their training in police academy. Should this statistic change for the worse over the next ten years, it would apply even more pressures to law enforcement agencies in California.

At present, a POST official has estimated that there are approximately 5000 unfilled vacancies in California. Based on the above, this indicates not that 5000 applicants are needed to fill these vacancies, but 125,000 applicants must be found if these vacancies are to be filled.

Cultural Diversity

Following up on the observation made in the Symposium discussed above, it becomes obvious that law enforcement agencies in California need to be able to be aware of and accept other cultures and lifestyles than the male, white establishment culture that at present dominates police departments at all levels in California. This need follows up on the issue underlying the passage of the Unruh Civil Rights Act prohibiting discrimination in hiring in California, an act to which all governmental agencies in California at

least give lip service.

Materials in the POST Command College curriculum point out the need for law enforcement agencies, their executives, and employees to be able to accept other cultures and lifestyles rather than being ethnocentric. The curriculum defines ethnocentricity as involving seeing one's own culture as the center of everything, and involves denial of differences and stereotyping of individuals in other cultures.

From this it would appear that California law enforcement agencies must consider preparation for inclusion of other lifestyles, cultures, and/or minorities as a major goal for the future. The current study is focused on the general problem of adding these groups to the numbers of available recruits. It is not, however, feasible to address the entire issue in a single document of this nature since the problems of assimilating different groups vary considerably. This study will be used to offer a model plan for recruitment of members of different cultures not well represented in the recruitment pool. Recruitment of gay males will be used as an example to illustrate how this general issue might be addressed. It is hoped that future research will address the issue of recruiting other cultural/minority groups.

It must be understood in this context that no suggestion will be made that any of these groups will receive special treatment either during recruitment or service. Rather, the intent is to develop a plan to prepare law enforcement agencies to accept members of these cultures in the same fashion that they now accept the white male police applicant. Recruitment of males who are either openly gay or who, because of living circumstance, are suspected by recruitment personnel of being gay will be used as an example of how this general issue might be addressed.

Lack of Known/Openly Gay Police Officers

The author recently conducted an informal survey of 21 police departments in California that revealed that only three (San Francisco Police Department, San Francisco

Sheriff's Department, and University of San Francisco Police Department) employed any suspected or openly gay males who were sworn police officers. Most of the 18 other managers contacted assumed that there were lesbians in their departments, but stated that they had no gay male police officers in their departments. The issue cannot be handled through EEO/AA since the percentages of gay males in the population cannot be accurately determined.

This would appear to indicate that suspected or openly male gays are a population not yet tapped for recruitment purposes, and one that may have promise in the upcoming recruitment crunch. For example, when the Los Angeles County Sheriff's Department made a concerted effort to recruit in West Hollywood, a community containing a concentration of gay and lesbian individuals, the effort produced a number of apparently well-qualified gay male applicants who had not previously applied for positions in the department.

The sheriff of Sonoma County, concerned about the lack of understanding displayed when there was contact between gays and his deputies, invited an openly gay San Francisco police officer to meet with his deputies. After the program was completed, he reported that the results in his department were positive in terms of greater acceptance and understanding of gays. He also reported that much of the impact arose from the fact that his deputies, initially resistant, had seen and interacted with a fellow law enforcement professional who was gay.

It can be determined that, though three police departments in California hire open gays, there appears to be no program developed for acceptance of openly gay recruits. In Massachusetts a recent law forbids discrimination on the basis of sexual orientation, and as of this writing, no pro-active stance has been taken by police departments without the backing of legal prohibition. There would appear, then, to be a place for a futures study designed to investigate this issue specifically.

Based on the results of the informal survey, the author decided to interview in depth three experienced members of law enforcement (two managers and one supervisor) to determine their feelings and beliefs about the viability of having openly gay police officers on their department.

All three men were questioned about their contact with openly gay officers both on a personal and a professional level. They were asked about quality of service provided by openly gay police officers as well as about any problems arising from their lifestyle with respect to relations with superiors, subordinates and men of equal rank (e.g. partners in a patrol car).

The gay member of the group said that he had had contact with openly gay officers. He stated explicitly that the gay officer accepts the macho image culture of law enforcement as completely as does his straight fellow officers. He stated his belief that the level of service provided by these men tends to be higher than that provided by their straight counterparts, listing as evidence the fact that a disproportionate number of community service awards are made to these men. It was his stated belief that the gay officer has greater empathy toward the community they serve than those who, in his words, "retain bias."

He felt further that in departments that allow openly gay police officers there is less stress stemming from internal management, that management is more supportive and that there is less destructive criticism from officers at the same level.

When asked if he foresaw problems if a straight officer had a gay supervisor, he stated his belief that a gay supervisor might well be more supportive of subordinates than others. He felt that the relationship between a gay and a straight officer as partners in a patrol car had the potential for being better than between two straight officers. He expressed concern over the fact that there have been instances of harassment of the straight partner by other officers on the same shift and indicated that this can be reduced if management is proactive.

One of the management members of the group provided a paradox for the interviewer. First, he stated that he had never had any experiences with an openly gay officer, adding that he would be accepting of such a situation. He stated that, in many divisions, he is aware of, there are men who "by common knowledge" are "known" to be gay, but who appear to be unwilling to come out of the closet. He gave the impression of wishing that these officers would take that step.

On the other hand, he expressed concern over the issue of morale arising from such action. Assuming that the relationship between two patrol car partners was basically sound to begin with, he saw no threat arising from the fact that one of the two was gay. His concern was over harassment of the straight partner by fellow officers on the same shift or within the same division. This, of course, mirrors the observation made by the previous interviewee. No mention was made, however, of alleviation of the situation by proactive management. Gay awareness training appears to be part of the curriculum of the police academies associated with the department, but no steps of that nature were mentioned as being part of ongoing police training.

When asked, he stated explicitly that he saw no quality of service problems arising specifically from the fact that an officer was gay. This, of course, reinforces the first interviewee's remark to the effect that gay police officers tend to accept the macho work image culture found among most police officers.

The third interviewee, like the second, stated categorically that he had never had any experiences of any kind with an openly gay police officer because no officer where he worked had chosen to make himself so known. His sole contact with gays has been through his law enforcement duties.

Like the second interviewee, he stated that there were many men in his department who were commonly believed to be gay, and expressed surprise that none of them have chosen to reveal themselves as such. His attitude arose from the fact that, he stated, his department has very strict rules about racial/ethnic/cultural slurs. Whereas he said that

it would take considerable courage for a man to come out of the closet, any man who made that choice would have full protection from the administration.

When asked about locker-room and other kinds of harassment shown to an officer coming out of the closet, or to his partner, he stated he was sure that such would not occur. He said that all members of the department were well aware of the departmental rules, regulations and penalties for insults aimed at minority groups, and that this would inhibit any kind of harassment. He was very firm in his belief that the message has been delivered with sufficient force from the top levels of management that no individual officer would take the risks involved in harassing either an officer who chose to come out of the closet or his patrol car partner.

In closing, he stated specifically that he did not feel that any of those who were commonly believed to be gay provided any less quality service to the community than those who were straight. Gayness was not, in his mind, an issue that affected the effectiveness of the police officer. This, of course, reinforces the views held by the first two interviewees.

The common threads running across the three interviews were the following. First, none of the three appeared to believe that gayness per se rendered an officer less capable of delivering adequate service to the community. Second, the two straight members of the group indicated that there were many members of their department who, by reputation, were gay. The gay member of the group made no comment on this issue, probably because, as a gay male himself, he had better insight into the situation. The third of the threads mentioned was the issue of harassment either of gay officers or of their partners should an officer make his lifestyle known. Only one of the three came from a department which, he believed, would take a proactive stand in protecting that officer or his partner. None of the three made any mention of any training, or plans to provide training, to enable the general population of police officers to meet gays as individuals rather than as subjects of police action.

It is not known, of course, to what extent these statements reflect the views of police managers and supervisors in major metropolitan areas. And neither patrolmen from these areas nor law enforcement officers from either small towns or rural areas were included in the sample. These interviews, however, provide a strong indication that gayness per se appears to be more of an issue of bias than ability. Management must be proactive if openly gay officers are to be hired, and that, by inference, awareness or sensitivity training would be a useful addition to ongoing police training at all levels.

Other Issues

As noted earlier, community values and community areas of concern are in a state of change. Since individuals are beginning to show a willingness to address these issues, they are beginning to affect law enforcement agencies. For example, there is recent court action against a major city law enforcement agency involving alleged harassment of a male police officer whose gay lifestyle became known to his fellow officers. Ethical issues aside, this situation is costing that agency funds for defense that might be used for better purposes. The possibility exists that, in an atmosphere of community value change, other suits will occur elsewhere. This is a matter of concern both with respect to community respect for law enforcement and law enforcement funding.

Purpose of the Study

The researcher assumes that the projected state of recruitment needs and available resources indicates that it is advisable for law enforcement agencies to broaden the base of their recruitment efforts. It must be remembered that only 4 percent of all applicants actually become sworn officers. Thus, almost 125,000 applicants will be necessary to fill the 5000 openings now in existence, and 225,000 more will be required to fill the nearly

9000 additional sworn officers that will be required by the year 2000.

The purpose of the study is to develop a plan that will enable law enforcement agencies to aid in the solution of this problem by including within the ranks of sworn officers police academy graduates who are suspected or openly gay.

The benefits of such a program would accrue to police departments with different types of recruiting problems since not all gays are oriented toward big cities. The benefits to a big city department such as San Diego, Sacramento and Fresno are obvious since these cities contain a large gay community from which to draw new applicants. It would also, benefit smaller cities such as Mojave, Hemet and Modesto, cities outside Los Angeles and San Francisco, since those communities often do not now contain a gay community, but which might attract those gays who prefer the pace of a small city. There are, in addition, many gay men who enjoy a truly rural atmosphere, and would be attracted to counties such as Lake, Amador and Inyo.

In essence, the smaller the city or the less populous the county served, the greater the benefit since gays often find it difficult to find employment in these areas. These departments often suffer from the competition of larger and more affluent departments both in terms of recruitment and attrition of officers who seek greater financial benefit. Gays who have sought a rural atmosphere and who do not have a family to support would provide a measure of employee stability for these departments.

OBJECTIVE I:

FORECASTING THE FUTURE

How will the Role of Law Enforcement Change by the year 2000
As it Deals with Suspected or Openly Gay Police Officers?

Introduction

This section will include a statement of the general issue and the time line for the study, a description of the different issues to be addressed in the study, definitions of concepts used in the study, a description of the research methodology, and a description of the processes involved and their outcomes. This section will conclude with three possible outcome scenarios, from which one will be chosen for the Strategic Plan to be described in Section 3.

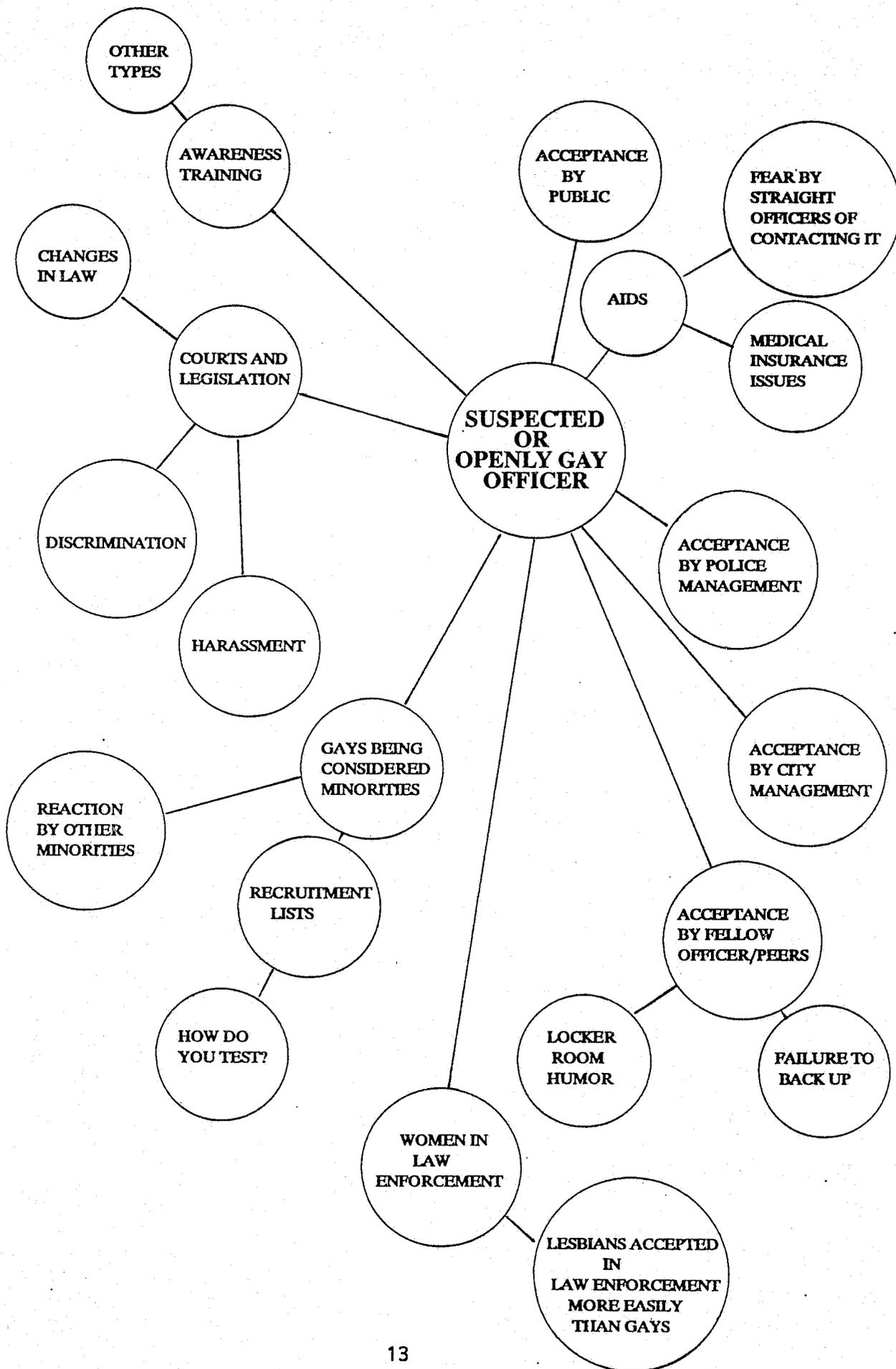
General Issue

The Background of the Study section was used to delineate the necessity of increasing recruitment by broadening the hiring base to include suspected or openly gay males as police officers. This section will involve using the specific trends and events identified to provide a forecast of employment in law enforcement agencies that include gay male officers.

Subissues

A Futures Wheel (Figure 1) is a graphic representation of the central issue related to subissues, and there are subissues to the subissues. The intent is to show the many ideas or concerns that can be involved with the central theme.

FIGURE 1
THE FUTURES WHEEL



Inclusion Criteria

The main criteria for inclusion of an issue in the futures study was how the issue was related to the acceptance of suspected or open gays within a law enforcement agency. The key issues identified were awareness training, anti-discrimination and anti-harassment policies, and recruitment policies within police agencies.

Subissues Excluded

Subissues excluded from concentration in the study, though identified by the researcher were the AIDS concerns (such as AIDS involving medical insurance and liabilities), community relations between the police and the gay community, current legal issues involving gay police officers and the courts, acceptance by the general public of the gay police officer, and the police organization's acceptance of the lesbian.

Exclusion Criteria

The issues enumerated immediately above were excluded because they were all seen as external to departments as functioning social entities and/or did not involve internal administration of employees. It was also necessary to reduce the number of issues explored in the research due to the broad scope of the areas and concerns identified.

Key Concept Definitions

The following are the definitions of terms or concepts used in this report.

Sexual Orientation Determination of a person's preference either for opposite or same sex as a love partner.

Gay Adjective, most commonly applied to males whose sexual orientation is toward same sex. (Lesbians prefer not to have the word applied to them.)

Gay Male Male human being whose sexual orientation is toward same sex, rather than opposite sex, as a love partner.

Straight Male Male human being whose sexual orientation is toward opposite sex, rather than same sex, as a love partner. Also known as heterosexual male.

Gay Lifestyle Lifestyle practiced by gay males.

Closet Slang term used among gays and lesbians to denote those who are hiding their sexual orientation (e.g., "He's in the closet at work because he is afraid of being fired.")

Coming Out Act of coming out of the closet, of being open about one's gay lifestyle.

Homophobia The unreasoning fear of homosexuals and homosexuality. This includes, most commonly among straight males, fear of other persons who are homosexual. It also includes the fear on the part of the straight individual of being a homosexual, or the fear of those elements in the straight individual that he recognizes, consciously or unconsciously, as homosexual.

Sexual Orientation Harassment The psychological or physical annoyance or abuse of another person because of the person's sex and presumed sexual orientation (i.e. homosexual). Specifically, this term will be used to involve negative behaviors on the part of heterosexual police officers or managers, such as failure to provide backup or to otherwise discriminate socially against openly gay officers.

Gay Bashing Criminal violence perpetrated against gay males, most commonly in heavily gay neighborhoods and most commonly by extremist youth groups such as the Skinheads.

ACT-UP Very active gay protest group, currently concentrating on AIDS-related issues regarding FDA approval of drugs holding promise to increase life expectancy of those with AIDS.

Methods: Identification

In order to define the parameters of this study, the central issue of gays in law enforcement was reviewed with concerns in the past, the present, and the future.

The current trends and events may be providing the basis of what is to come. Certainly when predicting the future, nothing is absolute. Issues, subissues, trends, and events were discussed and reviewed in light of the relevancy to the topic, the probability of occurrence, the seriousness of impact, the relationship to other subissues, and the feasibility to the study.

It should be noted that this topic became an emotional issue for many of the people who were interviewed, a group consisting of both gay individuals and police managers. Much of the information gathered would not fit in the structure/design of this study. There are other issues that may be mentioned or that the individual reader may identify that would be appropriate for further research but could not be covered at this time.

The following methods were used in identifying issues, subissues, trends, and events for consideration.

1. Scan of literature of social, legal, environmental, economic, and political issues gathered from POST materials and from newspapers, magazines, and legal journals.
2. Interviews by phone or in-person with 21 managers from various California police departments regarding employment practices relating directly to gay applicants and gay sworn employees.
3. Discussion with gay males regarding the difficulties they have experienced working in law enforcement.
4. Discussion with academicians who have completed research work either in the gay community, in criminal law enforcement, or both.

5. **Discussion with candidates for the Modified Delphi Group (see below) in order to obtain their level of understanding of the problems addressed by the study.**

Background of Issues

The following attitudes on the part of police officers and departments are seen as preconditions to the trends and events listed below. If these attitudes did not exist, the trends and events discussed below would cease to exist. In a sense, these preconditions are seen as necessary and sufficient conditions for the resistance of law enforcement agencies to hire suspected or openly gay males as police officers. These attitudes were identified by numerous interviews with both gays and straight males, police officers, supervisors, and managers.

1. **Tendency of police officers to require additional proof of worthiness as a police officer from those who are minority members whether as members of some minority cultures (e.g. Black, Latino) or as members of the gay and lesbian communities.**
2. **The fear on the part of the average straight police officer and manager that gay and lesbian officers will attempt to engage in sexual activity with fellow straight officers.**
3. **The belief of the average straight police officer that the "cure" of a gay or lesbian fellow officer can be made by an adequate heterosexual experience.**
4. **Management concern about hiring, retention, and promotion of gay and lesbian individuals who do not hide their personal lifestyle.**
5. **The discomfort that the average straight police officer has with the idea of love, sex, and support between persons of the same gender, and the belief that this type of relationship is "unnatural."**

6. The fear held by the average straight police officer of being touched by a gay or lesbian fellow officer or superior of the same gender.
7. The fear held by the average straight officer of harassment by fellow officers if he has been alone with an openly gay fellow officer or superior.
8. The fear on the part of the average straight police officer that gay and lesbian officers, particularly the former, will be ineffective as backup officers in the event of a crisis. In other words, the average straight police officer doubts that a gay male who is a fellow officer could be sufficiently macho to back him up adequately.
9. Fear of the average straight police officer of contracting AIDS from a fellow officer who is gay.
10. Fear and lack of trust of police officers in general by members of the gay and lesbian community.
11. Fear on the part of gay and lesbian police officers now on the force that admitting their lifestyle will lead to lack of acceptance, lack of trust, lack of backup, as well as harassment from their fellow employees.

The Forecasting Process

Because the problem appeared to require the assistance of panel members from different parts of the United States, the chosen method of forecasting was the Modified Conventional Delphi Panel (Appendix I). The next section will provide an overview of the panel members and their areas of expertise.

The Delphi Panel

The panel consisted of 14 members, 10 of whom were members of police departments and 4 of whom were civilians. Of the ten members of the police departments, three

were gay, seven were heterosexual. Of the entire panel, three were female and eleven were male.

Of the three gay members of a police department, one was a manager and two were street officers. Of the seven heterosexual police employees, five were managers and two were supervisors (sergeants). Two of the managers and one of the supervisors have been involved with recruitment and affirmative action.

Three of the four civilian members of the panel were gay and one was heterosexual. Of the three gay civilian members, one was a legal secretary, one an attorney, and one was a Superior Court judge. The heterosexual member of the civilian group was an academic specializing in the criminal justice field who had also done research work specializing in the homosexual culture.

The agencies from which the police officers and managers chosen for his panel were from medium (sworn strength of 100+) to large (sworn strength of 7000+) departments. These departments were both from northern and southern California; one member of the panel was from Boston, Massachusetts, and was chosen because of the regulations applying minority status to gay applicants and officers in that city.

The Modified Conventional Delphi Process

In the beginning the researcher interviewed each of the members of the Delphi panel either in person or by phone. The members were chosen based on their experience, their law enforcement positions, and knowledge of the subject matter.

Due to the geographical location of the participants and their particular schedules, it was impossible to bring all the members together at the same time. By using the Modified Delphi system, the individual members did their own evaluating and ranking and mailed their responses to the researcher.

A benefit of this type of evaluation is that by not having the members together, the participants are free to do their own evaluating. There is no intimidation by rank or agency.

The Modified Delphi calls for a rank ordering process to enable the researcher to ultimately select the five trends and events considered most important by the panel as a whole. The panel was provided with a list of the preconditions to Trends and Events described above. They were also provided with the necessary documentation listing both trends and events and a set of instructions telling them what criteria to use in rank ordering.

Trend Selection Process

From the research, eight trends were initially identified. When the first round had been returned, the researcher used the determination of median ranking among the Delphi participants to obtain the average ranks used to isolate the five considered most important by the panel as a whole. The median is the middle value in a set of data, and is a convenient method of determining an average value.

In the second round, the participants were told to repeat the process, this time only rank ordering the five most important trends and events selected by the panel the first time. Once again, the median rank was used to determine the final ranking of the trends and events identified as the five most important.

CHART 1

TREND EVALUATION FORM

Subgroup: _____

TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
1. Interest and pressure from suspected or open gays to become police officers and to remain openly gay.		85	100	* 110 100 **	* 120 95 **
2. Pressure from the openly gay community to have police officers who are openly gay.		80	100	* 120 100 **	* 120 100 **
3. Willingness on the part of open gays to engage in litigation to enforce what they see as their rights to be free of discrimination and harassment.		70	100	* 130 120 **	* 120 100 **
4. Homophobia (an unreasonable fear and hatred of homosexuality) that results in anti-gay pressure from members of the community, including police officers themselves.		95	100	* 100 80 **	* 100 50 **
5. Violence towards gays, also called gay bashing, that as a crime must be handled by local police officers.		90	100	* 120 85 **	* 110 60 **

* What will happen in the real world.
** What should happen in an ideal world.



The Five Most Important Trends

The five trends the panel identified as being most important are shown below. They are listed in the rank order determined by the panel in the second round of the Modified Delphi.

1. Interest and pressure from suspected or open gays to become police officers and to remain openly gay.
2. Pressure from the openly gay community to hire police officers who are gay.
3. Willingness on the part of open gays to engage in litigation to enforce what they see as their rights to be free of discrimination and harassment.
4. Homophobia, the unreasonable fear and hatred of homosexuals and homosexuality, that results in anti-gay pressure from members of the community, including police officers themselves.
5. Violence toward gays, also called gay-bashing, that as a crime must be handled by police officers.

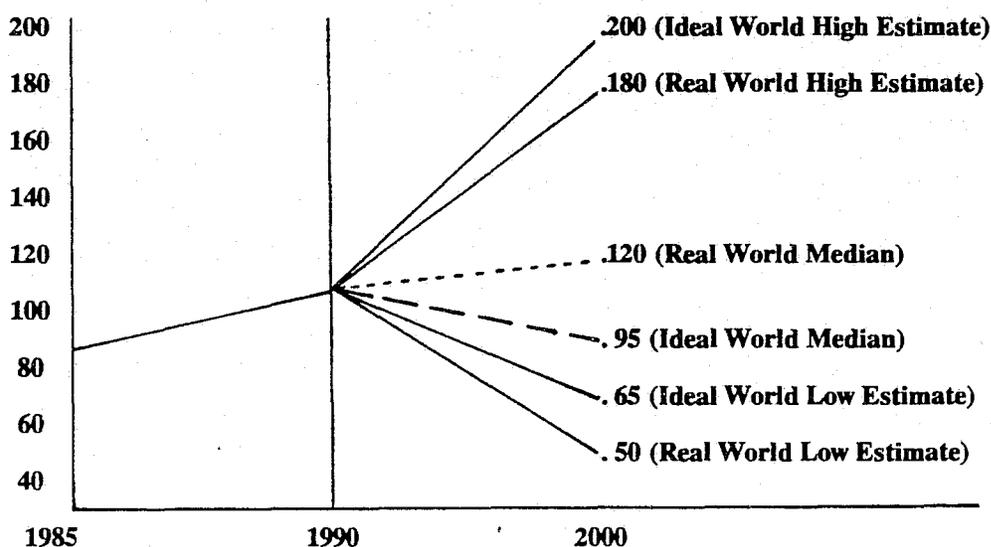
Trend Forecasting Processes

In addition to identifying and ranking the five most important trends, the panel was instructed to forecast the importance level of each trend within the following time periods, with its importance today set at 100: 5 years ago, 5 years from now, and within the next 10 years. In addition, they were instructed to indicate the importance of each trend for the future in both the real world and in an ideal world where ethics rule decision-making.

As with the ranking processes employed earlier when ranking Trends and Events, the figures finally compiled were the middle, or median importance values assigned to each trend. Each of the five trends will be discussed in detail below.

FIGURE 2

*** TREND #1 ***



Trend Statement #1

Interest and pressure from suspected or open gays to become police officers and remain openly gay.

Based on an importance value of 100 today, as shown in Figure 2, the importance of this was set at 85. As with Trend No. 1, there was a wide disparity of views between members of the panel on this trend. The real world median value was 120, the ideal world median was 95. The extreme values provide a wide variability, with a real world low estimate of 50 and an ideal world high estimate of 200.

The group provided additional input to the researcher through written notes and telephone or in-person conversations. These are summarized below.

Analysis:

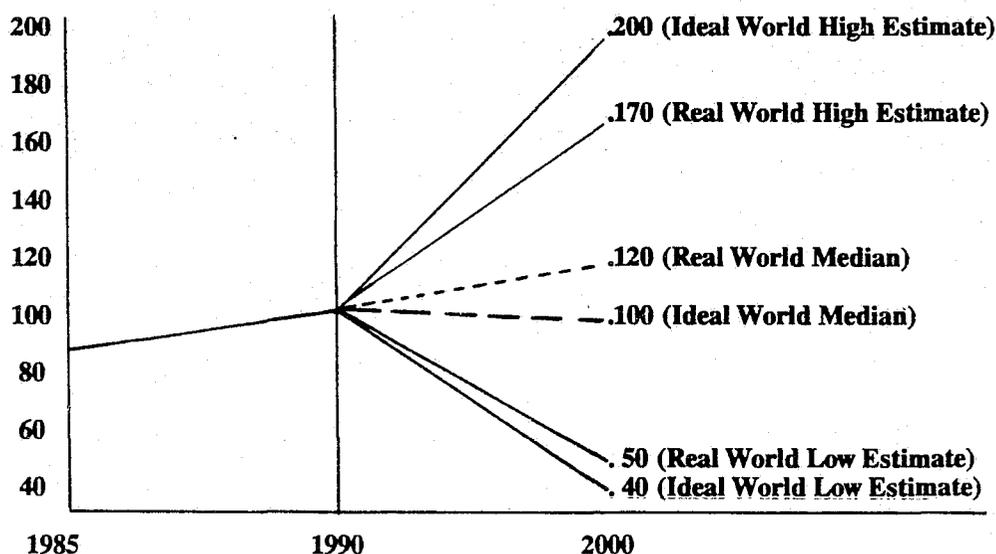
The group felt that as time passed there would be more openly gay applicants applying for positions as police officers. As more gays reveal openly their sexual preference and then become accepted in their various jobs and professions, others will be encouraged to admit their gay lifestyles. This sets the stage for gay individuals who wanted to be police officers to apply for the position and not hide their lifestyle.

The high estimate was given based on numerous gays being able to apply for law enforcement positions.

Education levels have increased, bringing new awareness, values, resentment toward authoritarianism - challenging the system, and asking questions of why or why not.

FIGURE 3

*** TREND #2 ***



Trend Statement #2

Pressure from the openly gay community to have police officers who are openly gay.

As shown in Figure 3, this trend was ranked as being 20% less important five years ago than today, with a range of estimates provided for the years 1995 and 2000. The median value for the ideal world was the same as today, 100, and for the real world 120, more important than today, perhaps because some members of the panel felt that the importance would increase as pressure increases. The extreme positions were very far apart indeed, with the highest value being 200 for the ideal world estimate, and the lowest, 40, for the ideal world estimate.

Further data were obtained from members of the panel either in telephone or personal conversation or from remarks written on the evaluation forms before they were returned to the researcher. This information is summarized below.

Analysis:

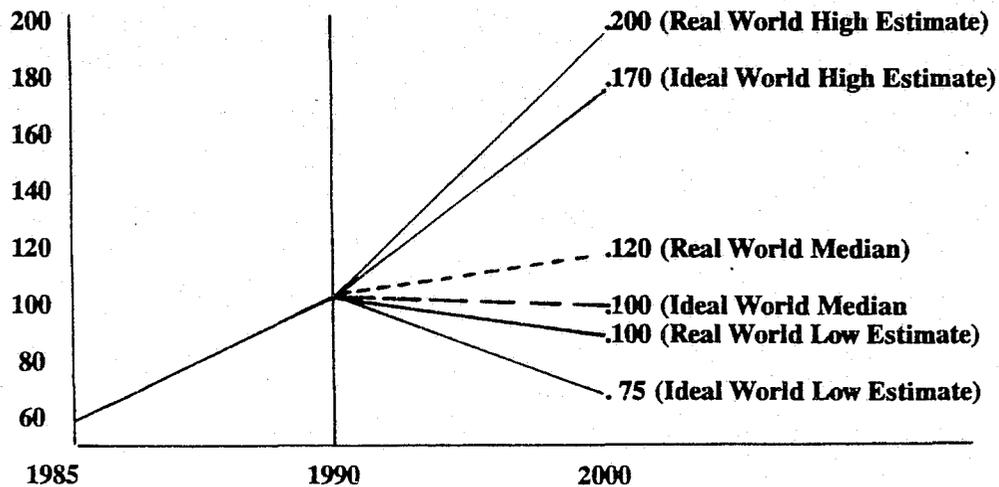
It was the opinion of the group that there would be increased pressure from the gay communities to have police representation (gay officers), especially on departments that were serving an area that had a high number of visible membership in the community.

Some of the members felt that this was needed to encourage or force cities to take action. It was viewed as a political pressure that is needed in order to get a response.

The low estimate for the ideal world was expressed since an ideal world would have the representation and would not need the pressure from the gay community. Because open gays would be on the police department, there would not be a need for the political pressure.

FIGURE 4

*** TREND #3 ***



Trend Statement #3

Willingness on the part of open gays to engage in litigation to enforce what they see as their rights to be free of discrimination and harassment.

As Figure 4 shows, the median value for the importance of this trend five years ago is 70, slightly lower than the previous trends. In assigning low values, group members indicated that they did not feel that there were many people five years ago who were aware of the issue.

The real world median value was 120, and the ideal world median was 100, the same value as today. The low estimates were closer together to each other and closer to today's value than with the previous trends, being 100 for the real world and 75 for the ideal world. The high value for the real world was 200, the same as previous values, and the ideal world high estimate was 170, approximately the same as for the previous trends.

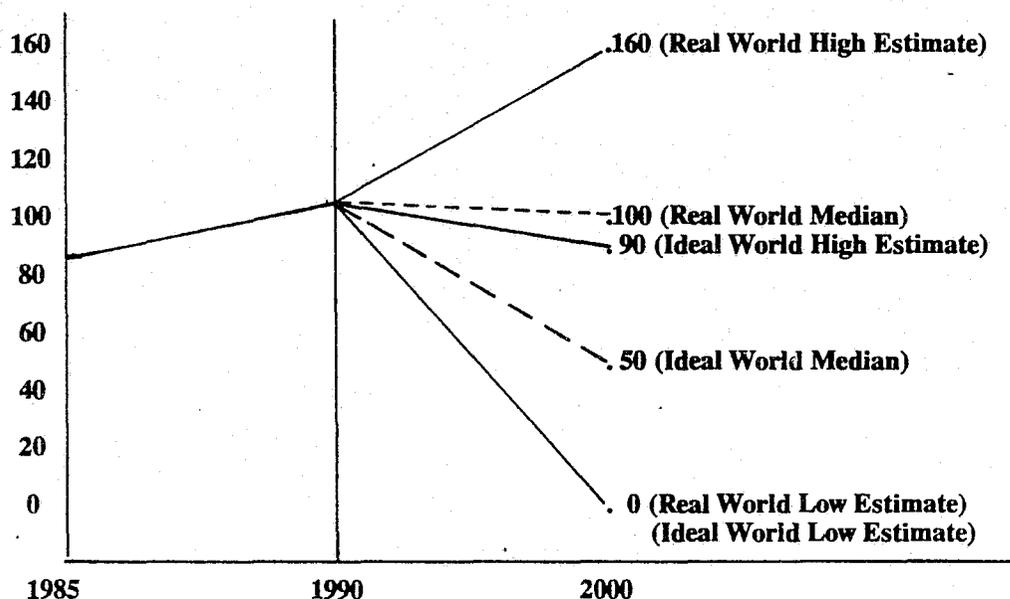
Analysis

These high values are explained by the view that an increased number of open gays would be willing to engage in litigation during the decade.

The close agreement on the low side has to do with the belief that more openness by police management and more hiring of gays would result in a reduction in litigation to guarantee or provide for freedom from harassment.

FIGURE 5

*** TREND #4 ***



Trend Statement #4

Homophobia, an unreasonable fear and hatred of homosexuality, that results in anti-gay pressure from members of the community, including police officer themselves.

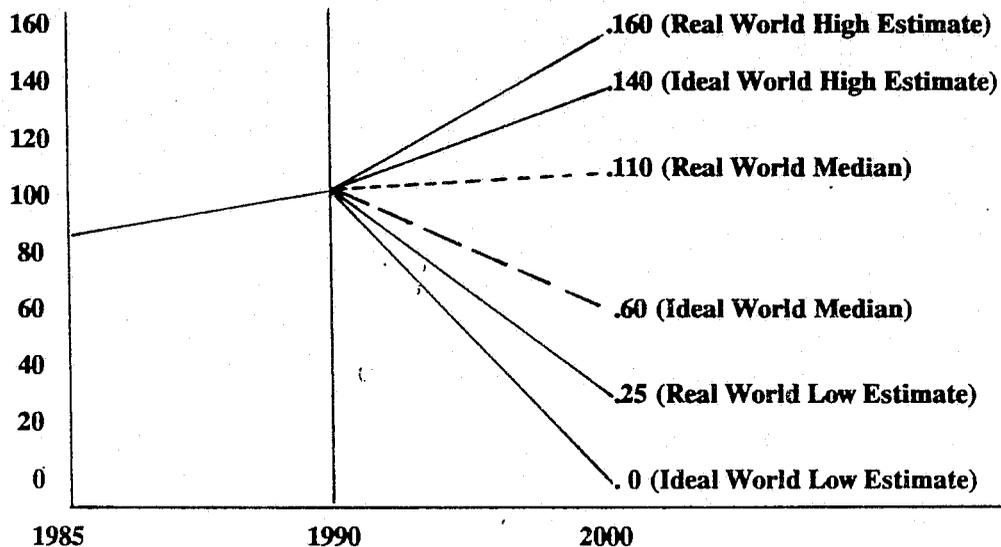
The data in Figure 5 shows that the importance of this trend, 90, was very close to today's value of 100. The real world median was the same as today, and the ideal world median was half that, or 50.

Analysis

It is interesting to note that the low values for both the real and ideal worlds were 0. The feelings were that in an ideal world there would be understanding so that the issue would not exist. The real world minimum appeared to arise from the idea that with positive change, positive influence, and full support there would be a reduction of homophobia. The real world high estimate of 160 arose from a belief in a lack of sophistication and understanding and a belief that an increase in radical groups, such as the Skinheads, would produce an increase in homophobia. The ideal world estimate of 90, slightly less than today, would result from proper education, awareness training, and interaction between heterosexuals and gays, and together with effective enforcement, these factors would reduce the importance of the issue.

FIGURE 6

*** TREND #5 ***



Trend Statement #5

Violence toward gays, also called gay bashing, that as a crime must be handled by police officers.

Figure 6 shows that median importance regarding violence towards gays was only slightly less important five years ago than it is today.

The median values for the year 2000 are 110 for the real world, and 60 for the ideal world. The real and ideal world high estimates were 160 and 140 respectively, slightly lower than previous trends. The real world low estimate was 25, and the ideal world low estimate was 0, reflecting the belief that violence towards gays would not exist in an ideal world.

Analysis

Indications from the panel showed that it is going to take time for change to take place. Those giving the high estimates explained that gay bashing is likely to increase because of resistance to change. In addition, they felt that there would be an increase in gay bashing if litigation forced hiring of openly gay police officers. Those giving a low estimate for the real world based this idea on a different interpretation of the passage of time. It was felt that police officers themselves could be of assistance in curbing the behavior because acceptance on their part would provide an accepting model for the balance of society.

This trend is different from the other trends in that it involves a negative series of events. These views appear to indicate the importance of close police monitoring of this kind of violent activity on the part of the homophobic members of the community.

Event Selection Process

The Five Most Important Events

Initially there were 14 events, Appendix III, that the group was asked to review. Following are the five most important events identified in the second round of the Modified Delphi. They are not listed in order of importance since this was not a task that was assigned to the Modified Delphi panel.

1. Court action and legislation forbidding discrimination against gay individuals in hiring, retention, and promotion as sworn officers within the police department.
2. Death of a gay officer from AIDS
3. First officer in a police department informing others openly that he is gay.
4. Initiation of awareness training for non-gay police officers with respect to gay officers on the force, training designed to enable the average non-gay officer to meet and know gay individuals in a non-law-enforcement (criminal) format.
5. Decision by a police chief to employ suspected or openly gay applicants as sworn officers.

Event Forecasting Process

In the event forecasting processing in the second Delphi round, panel members were instructed to indicate the first year in which the probability of the event would reach one, that is the year in which the event would take place. The team was not to indicate whether or not they believed the event would be successful or not, merely that it would take place. They were also to indicate the probability of the event occurring within five years and within the next ten years. This does not mean that they were to indicate the probability in five-year increments, just within five years or within ten years. In addition,

they were told to indicate on a scale of 0 (no impact) to 10 (highest impact) both the negative and positive impact of the event to the main issue of the study and the impact on law enforcement of employment of openly gay police officers.

Discussion of Events

Event No. 1 -- Court Action and Legislation

The median value for the year that this event would occur was 1993. This value arises from the fact that the State of Massachusetts has already passed a law stating that discrimination based on sexual orientation is not permitted in the state. Most of the members of the panel were unaware of that fact. The median probability was estimated at 100 for both time periods, indicating the belief that the event would take place during that period.

The median positive effect of this event was 7, the negative 4. The range was for the positive effect was 8 to 4 and the negative range was 6 to 2.

Personal feedback from the group indicated that the court cases would be positive in that they would result in the hiring of gays in departments. The negative value was a function of the fact that the panel saw the departments as being forced to hire. In a sense, this may be seen as reflecting the same kind of backlash discussed in Trends 4 and 5 above.

Event No. 2 -- Death of a Gay Officer from AIDS

The median year of 1988 is, in fact, the median of the estimates given by the panel. It is true, however, that this event actually occurred in 1984 and therefore this median value demonstrates the fact that those panel members who placed the date beyond 1984 were ignorant of the true state of affairs. Not surprisingly, the probability for the next five and ten years was set at 100 by the group. The positive impact of 2 was a reflection of the

CHART 2

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Exceeds Zero	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
1. Court action and legislation forbidding discrimination against gay individuals in hiring, retention, and promotion as sworn officers within the police department.	1993	100	100	7	4
2. Death of a gay officer from AIDS.	1988	100	100	2	8
3. First officer in a police department informing others openly that he is gay.	1985	100	100	6	4
4. Initiation of awareness training for non-gay police officers with respect to gay officers on the force, awareness training designed to enable the average non-gay officer to meet and know gay individuals in a non-law enforcement (criminal) format.	1990	100	100	8	2
5. Decision by a police chief to <u>employ</u> suspected or openly gay applicants as sworn officers.	1980	100	100	8	2



fact that it showed that gay officers were employed, whether or not it was known that they were gay previous to their affliction with AIDS. The high negative of 8 is a reflection of the opinion that the event would serve to increase fear of openly gay police officers in the sense that the straight officers would be in contact with potential AIDS patients. It was also felt that it would increase health insurance costs, thus creating a negative budget effect.

Event No. 3 -- First Officer Declaring Himself Gay

Since the San Francisco Police and Sheriff's Departments already hire openly gay applicants, the median figure of 1985 is, once again, a reflection of lack of knowledge about this practice among a number of members of the panel. The positive value of 6 among the panel was seen as a reflection of increased comfort among gays, of increased willingness on the part of gay police officers to be open about their lifestyle. The negative value of 4 is a reflection of the belief that there would be a feeling of discomfort in police departments because of a lack of readiness to face the issue.

Event No. 4 -- Initiation of Awareness Training

As with previous events, the median value of 1990 is a function of the fact that whereas some panel members were aware of such training in San Francisco and Boston departments, others were not aware of specific training programs outside their own departments, and placed the event some time during this decade. The probability values of 100 for the next five and ten years were a reflection of the fact that the event has already taken place. The positive value of 8 was a reflection of acceptance that such awareness training would reduce tension and remove some of the fear of newly hired police officers who were openly gay. In other words, this value is a reflection of Event No. 1.

Event No. 5 -- Chief's Decision to Employ Suspected or Open Gays

The low value of 1980 is a reflection of knowledge on the part of the entire group

that San Francisco departments have been hiring gays for a number of years. The probability value of 100 for the next five and ten years is a reflective of this as well. The high positive value of 9 for this event, the highest of any of these values, is a reflection of the fact that there is common knowledge that both San Francisco and New York have hired openly gay police officers for many years, and that no negative reports about this practice have been reported either in professional literature or in the public prints. The negative impact of 2 was a reflection of the fact that deciding to employ gays may introduce a qualifier into the firing process. This is similar to the attitudes expressed about hiring female or minority officers.

Cross-Impact Analysis

In the cross-impact analysis, the panel was required to determine how the trends and events related to each other. That is how each event affects each other event, and how each event affects each trend in terms of increase or decrease of probability. In a sense, some of this has already been done through the personal comments of the panel members themselves. There was general recognition that there was in fact a relationship between the trends and a relationship between the events in that they impacted each other.

The data on cross-impact is shown on Chart 3. The effect of each of the five events on each of the events and trends previously discussed will be discussed under appropriate headings below.

Event No. 1 -- Court Action

If the court action took place, it would have the greatest impact on Events 3 and 4, officers coming forth as gay and the initiation of awareness training. The low effect on a chief hiring gays was seen as a function of possible delaying actions if the requirement was imposed from the courts.

**CHART 3
CROSS-IMPACT EVALUATION FORM**

Suppose that this event actually occurred How would the probability of the events shown below be affected?

						TRENDS					
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1	100%		0	+100	+100	+20	+40	-10	+30	+5	+5
E2	100%	-10		+20	+20	-30	0	0	0	+30	+10
E3	100%	+25	0		+20	-5	+15	+5	+10	+5	+5
E4	100%	-25	0	+30		+25	+10	-10	-10	-10	-10
E5	100%	-50	+10	+20	+40		+40	-100	-100	-30	-30



Commission on Peace Officer Standards and Training

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EVENTS

Event 1 - Court action and legislation forbidding discrimination against gay individuals in hiring, retention, and promotion as sworn officers within the police department.

Event 2 - Death of gay officer from AIDS.

Event 3 - First officer in a police department informing others openly that he is gay.

Event 4 - Initiation of awareness training for non-gay police officers with respect to gay officer on the force, training designed to enable the average non-gay officer to meet and know gay individuals in a non-law-enforcement (criminal) format.

Event 5 - Decision of police chief to employ suspected or openly gay applicants as sworn officers.

TRENDS

Trend 1- Interest and pressure from suspected or open gays to become police officers and to remain openly gay.

Trend 2- Pressure from the openly gay community to have police officers who are openly gay.

Trend 3 - Willingness on the part of open gays to engage in litigation to enforce what they see as their right to be free of discrimination and harassment.

Trend 4 - Homophobia, the unreasonable fear and hatred of homosexuals and homosexuality that results in anti-gay pressure from members of the community, including police officers themselves.

Trend 5 - Violence toward gays, also called gay-bashing, that, as a crime, must be handled by police officers.

With respect to the trends, court action forbidding discrimination would reduce a source of political pressure from gays, Trend 2. With respect to Trend 1, it would increase the likelihood of open gays being hired as police officers. It would also (Trend 3) encourage litigation in other cities to obtain the same conditions of employment. The effects on Trends 4 and 5 (Violence and Homophobia) were seen as minimal.

Event No. 2 -- Death of a Gay Officer from AIDS

The negative effect on Event 1, court action, is because it might lead cities to fight forced hiring of gays due to health issues, financial (insurance) impact, and department morale issues. It would increase the need for awareness training (Event 4) and reduce the likelihood of a chief deciding to employ gays because of the same reasons for the negative effect on Event 1 discussed above. It is also likely that it would negatively affect a gay officer's willingness to be open about his lifestyle.

With respect to trends, it is likely that there would be an increase both in homophobia (Trend 4) and gay bashing (Trend 5). The other trends were not seen as affected.

Event No. 3 -- First Officer Admitting He is Gay

This is likely to increase legislative action, but not court action. The former reflects publicity; the latter reflects the law. It would not affect the likelihood of a gay officer dying from AIDS, but would increase the need for awareness training. It appears possible that it would negatively affect a chief's decision to hire open gays because of the need for adjustment on the part of the department.

With respect to Trends, there is a general increase in the probability of all trends occurring.

Event No. 4 -- Awareness Training

With respect to Event 1, it is likely that discrimination cases would decrease. There would be no effect on Event 2 (Death of a Gay Officer from AIDS), but would increase the likelihood of gay officers taking the risk to come forth and be open about their

lifestyle. Awareness training would also likely increase chief's willingness to hire gays (Event 5) since a commitment to education would likely go hand-in-hand with a willingness to hire gays.

With respect to Trends, it would decrease pressure from the gay community since need would decrease, and increase interest in gays becoming officers since the environment would be more comfortable for them. The last three trends (Litigation, Homophobia, and Violence) would all decrease because of an increased climate of understanding within police departments. Less litigation would be necessary, and individual police officers would be more sensitive to gay bashing and to homophobia within and outside the department.

Event No. 5 -- Police Chief's Decision to Hire Suspected or Open Gays

This event automatically reduces the need for court or legislative action, but it also increases the likelihood of a gay officer dying from AIDS because more gays would be on the police force. It would slightly increase the likelihood of gay officers becoming open because of the need for a "comfort zone," or a period of time before the event could take place. It would increase the likelihood of awareness training because such would automatically be necessary.

Such a decision would remove the cause of action in both Trend 2 and Trend 3 (pressure from the gay community and willingness to engage in litigation). This would not, of course, necessarily reduce individual harassment to zero, but would reduce harassment stemming from departmental policy, implied or otherwise. It would, of course, increase interest among gays who would like to be police officers (Trend 1). This action would reduce both Homophobia and Gay Bashing because of both awareness training (Event 4) and modeling by police for the community at large.

Scenarios

Scenario writing is a method that is used to bring together the data collected with possible projections. It allows the writer to predict or forecast events or situations, thus laying the basis for planning. It provides framework within which to work out the "What if?" questions. The following three scenarios are set in a single California beach town that depends heavily on tourist trade for its economy.

The first is normative and "worst case," based on the idea of a set of events that are "feared, but possible" by perceptive members of law enforcement, but which many members of law enforcement are not even aware. This worse case involves a situation in which both the Trends and Events discussed above and the ethics of the issue are consistently ignored. The scenario, then, is based on departmental failure to respond to the situations described. In addition, this scenario is based on events that have in fact occurred in California.

The second scenario is also normative, and allows for positive change, the "desired and attainable." As with the previous scenario, this is based primarily on actual events. Unlike the previous scenario, this one is played out through departmental response to events in the community within which it functions. This scenario takes the real trends and events that have been discussed and focuses on a positive outcome for the future. This is the scenario that will be used for the Strategic Plan and Transition Plan sections of this paper.

The third scenario is the hypothetical mode. This has the emphasis on "What if?" a department itself initiated change. The motivating force for this scenario arises, again, from information learned through the about research on gay officers. It provides a best case situation, one without stress from external forces. It also results from data gathered

from interviews and from the Trends and Events identified by the Modified Delphi Group.

The difference between the three scenarios is as follows: Scenario 1 plays out a situation in which a city and a department refuse to respond to changing times; Scenario 2 involves a case in which the city and department do in fact respond to change; in Scenario 3, the same takes place. The difference between Scenarios 2 and 3 is that in Scenario 2, the city and department respond to outside pressure whereas in Scenario 3, the chief is proactive and takes initiative to deal with the problem of recruitment through hiring a group previously blocked from employment as sworn officers.

All three cases take place in the town of San Cristobal. San Cristobal is a seaside resort town lying between Point Conception and Los Angeles. It has wide, sandy beaches with good surf as well as an excellent protected harbor that contains several marinas. It has a stable population of about 20,000 with about 40-50,000 tourists coming in for big events, a weekend increase particularly in summer of about 10,000 overnight visitors, and 5000 daytime visitors.

San Cristobal has provided entertainment for both its summer and winter visitors. In summer, there is a major surfing festival that has a nationwide reputation and draws contestants from all over the world. In winter, there is a three-month Shakespeare Festival where plays are given in a covered replica of the Globe Theatre in London, the theatre where Shakespeare's plays were originally performed. This, too, has a national reputation and draws visitors from every state in the union. It is a town that depends very heavily on its reputation as a pleasant resort for its economy, an economy that would fold quickly if visitors ceased to come.

Like its sister city to the south, Laguna Beach, San Cristobal has a substantial art colony that depends heavily on tourist trade. Like Laguna Beach, it initially attracted gay and lesbian artists, and now has a population of probably 5000 gays and lesbians.

Scenario No. 1 -- Normative

("Feared but Possible")

The year is 2000, and it has been a bad six months since the funeral of Officer Douglas. Swinging around in his chair, Chief Pelke looked down at the shift change beneath his window. His officers had lost their spark, he thought. There was little evidence of the camaraderie that he had been so proud of six months before. He could never have imagined the community problems that were to afflict the department since Officer Douglas died.

He looked at his clock and saw that it was 2:30 p.m. At 3:00 p.m., he was to meet with City Manager Elkins and Mayor Bradley to discuss the plans the police department had for handling the next scheduled gay demonstration that ACT-UP, a gay protest group, had informed them would be held in two days. If he could only turn the clock back, he told himself. If only he had known that Douglas was a homosexual, he never would have hired him in the first place.

It was a little over six months ago that he had heard a rumor that Officer Douglas' roommate had died of AIDS. The man had been taken to a hospital in Santa Barbara so that there had been no good local information, but Officer Douglas had reacted very strongly to the man's death, and the rumor mill had started up almost immediately following his death.

Up to that time, no one had any suspicion that Douglas was a homosexual. He had come to San Cristobal from the police academy where he was an honors graduate and well-liked by both his classmates and by the faculty. He was popular with his fellow officers in San Cristobal as well. At 28 years of age, he had been in the department for five years, was energetic in fulfilling his duties, and appeared very dedicated. Although friendly, the chief reflected, Douglas was on the quiet side, and did not associate much with the department personnel when away from work.

When the rumor started, it spread quickly. Was Douglas homosexual too? His fellow officers wanted to know. Could they be comfortable with him? Could they trust him as backup?

When the chief first heard the rumor, he was uncomfortable. He did not know what to do. Should he confront Douglas and ask him if he also had AIDS? He felt he could not force him to take an AIDS test. And if he asked Douglas if he were gay, could Douglas sue him? The chief was in a quandary.

He thought about trying to put an end to the rumor mill, but did not see how he could do it without first talking to Douglas. And then -- almost worse -- what would he do if Douglas told him he was homosexual and if he had AIDS? Lacking a workable solution, Chief Pelke did nothing.

It did not take long for the locker room harassment to start. Someone placed a wreath of black flowers in front of Douglas's locker one day, and then he began to receive advertisements from cemeteries. His fellow officers began to treat him differently, no longer asking him to eat with them. The department normally worked one officer to a patrol car, but when trainees or reserve officers were to be trained, he was no longer asked to perform that duty.

A more serious situation began to develop. In the beginning, officers were simply slow to arrive as the assisting unit for Douglas. As his backup took longer and longer to arrive, Douglas became impatient and began to handle difficult situations by himself.

At the end of about a month, Douglas and another unit were assigned to a family fight incident. Douglas arrived promptly, and after waiting about ten minutes listening to the sounds from within the building, approached the house by himself. As he climbed the front steps, he was shot in the head by a crazed ex-husband who had just shot his wife. Douglas died instantly, the man escaped and later shot himself in his car.

Somehow one of the reporters covering the story heard a comment from one of Douglas's fellow officers to the effect that "it wasn't a real cop that got killed -- he was queer." The bad publicity started in one of the newspapers catering to gays. Douglas' friends were interviewed, and they told the press about the way Douglas had been treated. Specifically, they told the press that his fellow officers' failure to back him up had resulted in his death.

These news stories offended both the local gay population and the gay tourist group who flocked to San Cristobal each weekend. Knowing the importance of the tourist dollar to the town, ACT-UP called for a boycott of San Cristobal's businesses, shops, and hotels. The word spread to straight visitors as well since many of those that attend artistic events tend to be liberal in their thinking.

A week after Douglas's funeral, which was largely boycotted by the police department but heavily attended by the gay population in San Cristobal, there was a march on City Hall by an estimated 2500 gays, many of them from out of town. The march turned into a serious disturbance, and the chief had to call for assistance from other agencies in the county. This event produced additional negative coverage on television and in other news media.

The Chamber of Commerce complained to City Hall about the bad publicity, citing the loss of revenue to the city. And the day after the riot, the city was served with a suit for \$10,000,000 filed by Douglas's parents.

The chief was now concerned about the next demonstration. He had been told to plan on at least 4-5000 persons at the demonstration to take place in two days. The chief had already had meetings with the county sheriff and the three other municipal police departments in the area to discuss mutual aid. He feared that this might not be the last such demonstration.

The chief did not have a resolution for the dilemma. All he could do was deal with the demonstrations. Internally, his organization had lost its pride. They had lost the respect of the local citizenry, and their professional reputation among other departments had declined severely.

Scenario 2 -- Normative

("Desired and Attainable")

It is the year 2000, and it has been 5 years since the first openly gay officer was hired. Chief Pelke swung around in his chair and watched Officer Douglas getting out of his car at the change of shifts in the parking lot beneath his window. The department had changed a lot in those years, Chief Pelke reflected.

It all started when a twenty-six year-old applicant was turned down for a position as sworn officer because of "a poor driving record." This individual brought suit against the City of San Cristobal claiming that the city was discriminating against him because he was gay. He claimed that the poor driving was just the excuse that the department was using.

Chief Pelke had not been aware of the turndown, or the reason for it, since he had delegated the hiring responsibility to his captain in charge of personnel.

The "poor driving record" consisted of one speeding ticket when the applicant was 21 years of age and one unsafe lane change when he was 24. It was revealed at the trial that a number of officers hired both before and since had worse driving records. Gay police officers from other cities as far away as San Francisco, New York, and Boston were called in to testify at the trial.

The case was supported by the local gay community and received publicity both in gay newspapers and in the media across the state. The city council voiced its concern over

the poor publicity and the effect on tourism of any demonstrations by the gay community both within San Cristobal and by gays coming in from out of town.

Chief Pelke, City Manager Elkins, and Mayor Bradley discussed the matter thoroughly while the trial was in progress and reached consensus on what must be done to defuse the situation before it became worse.

First, they negotiated a delay with Chuck Simpson, the applicant, persuading him to withdraw his suit and agree to wait six months before reapplying. The chief consulted with members of the local gay community and obtained the name of a consultant to help him in preparing the department for the idea of hiring a gay officer. This consultant had worked in other cities who had made a similar change in hiring practices, and was familiar with conducting what he called an "Awareness Program," a program designed to familiarize city employees, and police officers in particular, with gays.

At Bradley's request, Chief Pelke investigated the issue to determine if EEO/AA guidelines might apply; Pelke discovered that no quotas were in use in those cities where open gays were hired as policemen, because the percentages in the population could not be determined. The city decided, therefore, to simply provide a policy of non-discrimination bolstered by the awareness program.

This program involved group meetings between police officers and local community members such as doctors, lawyers, contractors, and businessmen who happened to be gay. The emphasis was on providing police officers with situations where they could learn about gays in a non-police enforcement atmosphere. The purpose, the consultant explained, was to enable police officers to meet gays as people rather than as labels or as breakers of the law.

The Mayor and City Council not only endorsed the program, but individual members attended many of the awareness sessions themselves. The City Council drafted a non-discrimination ordinance that included the fact that candidates would not be discriminated against because they were gay.

The mood of fear or uneasiness did not change overnight. The Chief noted, however, within a few months that there were less complaints from gays about lack of sensitivity on the part of the police when handling calls for service. He learned, indeed, that there

had been considerable gay bashing in San Cristobal that he had not been aware of. Local gay residents told him that they had not reported gay bashing in the past because they had no faith that the police would be interested. Recently, however, the department had received a commendation from a local gay group for its handling of these issues.

The first two open gays were hired as police officers six months after the program began. Simpson was one, and one other who was similarly a risk taker. The Chief stressed to them, and to the rest of the department, that there was no room in the San Cristobal Police Department for harassment of gay officers. The Chief also informed his managers and supervisors that he would hold them accountable on this issue.

It was eight months later that Officer Douglas, who had been in the department for three years, made the statement to his fellow officers that he also was gay. He felt that it was "time to come out of the closet." He felt also that the department had changed enough, that the climate was sufficiently accepting due to the awareness training that he would be fully accepted by his fellow officers. It was shortly after this that he and a fellow officer who had been on the force for 20 years managed to save the life of a woman who was being attacked by her estranged ex-husband. Both officers received commendations from the Chamber of Commerce for their actions.

As time passed and as police personnel became more comfortable, the issue of being gay became a non-issue. In addition, the Chief reflected, he had not seen a reduction in police professionalism arising from the fact that he had gays on the force. There had been neither legal nor morale problems arising from this issue.

Scenario No. 3 -- Hypothetical

("What If?")

It is the year 2000. Chief William Pelke swung around in his chair to watch the change of shifts taking place in the parking lot beneath his window and thought about

how much his department had changed since he attended that recruitment conference of police chiefs five years before. They had kicked around a lot of ideas to boost enrollment, and he was glad he had picked up on one of them. The department was better for it.

One of the ideas that had been raised at the meeting was the hiring of gays as police officers. A number of the police chiefs present had mocked the idea, but Chief Pelke had been impressed by one of the consultants, a man who had done some research for a police department that hired suspected or open gays.

This department, the man said, had found that gays were more stable than straight officers in that they were not as transient, moving from agency to agency. The study showed, the man said, that the financial pressure that led many married police officers to move away from the community in which they work, and to move their families and jobs into less expensive areas, does not exist with police officers who are gay. A single man does not need the salary that a married man with children requires, and if the gay officer has a lover, then there are two salaries for them to live on. Therefore, they are more likely, the research showed, to remain in one place. Police departments benefit since they do not end up losing experienced officers and having to train new applicants.

Chief Pelke had thought about that while driving home, and when he got back to San Cristobal, he scheduled a conference with the city manager to discuss the issue. Together, they discussed what had to happen to prepare the city administration and the police force for hiring suspected or open gays.

The chief consulted with members of the local gay community and obtained the name of a consultant to help him in preparing the department for the idea of hiring a gay officer. This consultant had worked in other cities that had made a similar change in hiring practices, and was familiar with conducting what he called an "Awareness Program," a program designed to familiarize city employees, and police officers in particular, with gays.

This program involved group meetings between police officers and local community members such as doctors, lawyers, contractors, and businessmen who happened to be gay. The emphasis was on providing police officers with situations where they could learn about gays in a non-police enforcement atmosphere. The purpose, the consultant explained, was to enable police officers to meet gays as people rather than as labels or as breakers of the law.

The Mayor and City Council not only endorsed the program, but individual members attended many of the awareness sessions themselves. The City Council drafted a non-discrimination ordinance that included the fact that candidates would not be discriminated against because they were gay.

The mood of fear or uneasiness did not change overnight. The Chief noted, however, that within a few months there were less complaints from gays about lack of sensitivity on the part of the police when handling calls for service. He learned, indeed, that there had been considerable gay bashing in San Cristobal that he had not been aware of. Local gay residents told him that they had not reported gay bashing in the past because they had no faith that the police would be interested. Recently, the department had received a commendation from a local gay group for its handling of these issues.

The first two open gays were hired as police officers six months after the program began. The Chief stressed to them, and to the rest of the department, that there was no room in the San Cristobal Police Department for harassment of gay officers. The Chief also informed his managers and supervisors that he would hold them accountable on this issue.

It was eight months later that Officer Douglas, who had been in the department for three years, made the statement to his fellow officers that he also was gay. He felt that it was time to come out of the closet. He felt also that the department had changed enough,

that the climate was sufficiently accepting due to the awareness training, and that he would be fully accepted by his fellow officers. It was shortly after this that he and a fellow officer who had been on the force for 20 years managed to save the life of a woman who was being attacked by her estranged ex-husband. Both officers received commendations from the Chamber of Commerce for their actions.

As time passed and as police personnel became more comfortable, the issue of being gay became a non-issue. In addition, the Chief reflected, he had not seen a reduction in police professionalism arising from the fact that he had gays on the force. There had been neither legal nor morale problems arising from this issue.

OBJECTIVE II:

STRATEGIC MANAGEMENT

Methods: Implementation

This section is used to 1 define the mission and 2 to examine the environment to determine the positives and the negatives in that environment that can either be of assistance in accomplishing the mission or are likely to block that accomplishment. This will be done through a WOTS-UP analysis, a SAST analysis, and a Modified Policy Delphi. In general, these analyses were used to examine 1 the organization both from within and without, the persons (stakeholders) who will be affected by the plan, and 3 the opinions of outsiders called in to review the possibilities of achieving the goal.

In general, the strategic plan will be designed to deal with the problem of alleviating the recruitment problem by hiring a group not now considered acceptable for police work, gay males. The plan is based on Scenario 2, in which the goal is "Desired and Attainable." This scenario involves departmental response to outside events creating pressure to hire openly gay police officers.

Since the data in the Cross-Impact analysis indicated that awareness training is crucial to the issue, the strategic plan will use awareness training as its central focus. The indications, again from the data, are that awareness training, since it addresses the central emotional issue blocking the hiring of gays, homophobia, removes many of the negatives associated with the issue, such as litigation, morale problems, and harassment from fellow officers.

Mission Statement

A mission statement provides purpose and direction for an organization. It also specifies the level at which the mission may be considered to have been successful. It is

important that the relationship between the mission and the program be clear. A second Modified Delphi task force was presented with both Macro and Micro Mission statements on which to base their plans to address the issue.

The mission statements below refer to proposed changes in the social climate in a police department that will pave the way for the acceptance of members of the chosen cultural group into that department.

Macro Mission

As explained to the task force, a Macro Mission is the basic overall mission of the project for an organization. The Macro Mission statement presented to the group was the following:

The Macro Mission is to improve the deteriorating recruitment situation by making it feasible to hire suspected or openly gay males as police officers.

A Micro Mission is a statement of the details of the mission for the organization in relation to the issue being addressed. As an aid to planning by the group, the following Micro Mission statements were provided to them:

1. To promote a better understanding of the gay culture through awareness training.
2. To bring about an assimilation of the gay officer into the police force through a better understanding and acceptance of the gay individual by members of that police force.
3. To reduce/eliminate the court actions with respect to discrimination against gays or harassment of police officers known to be gay.
4. To establish an anti-discrimination policy that includes sexual orientation.

In addition, in a second round, the group generated, examined, and selected strategic policies necessary in order to carry out the program.

WOTS-UP Analysis

The objective of a WOTS-UP analysis is to provide a model or framework of the situation audit, in this case Scenario 2. It reviews the weaknesses, opportunities, threats, and strengths underlying the planning.

By reviewing the identified trends and events with the cross-impact analysis, we use the WOTS-UP to evaluate the ability of the police organization to respond to the issue of gay officer assimilation into law enforcement agencies. The information in this section is taken from the input of the members of the Modified Delphi Panel and from other interviews conducted by the researcher.

Weaknesses

Internally, the main weakness identifiable in police departments with respect to this issue is the fact that police departments are, by their nature, conservative and resistant to change. In addition, there is the issue of homophobia, fear of homosexuality, that pervades all police departments. This means that any plan to introduce gays into police departments is likely to create initial resistance from police chiefs to patrolmen on the beat. Psychologically speaking, police officers are not prepared to accept this kind of change.

In general, since the dominant group in law enforcement tends to be white and male; police officers tend to watch non-establishment beginners with some care. Such new officers must demonstrate their competence before acceptance more than white males. Awareness or sensitivity training, may make this process easier both for individuals and departments.

Should it become departmental policy to hire gays, it is predictable that some managers and supervisors would resist enforcing this departmental policy. Nor is it likely

that the Police Association would support such policy, thus providing an external ally for those who resist such change. In addition, it is equally predictable that the first open gay police officers to be hired will be watched very carefully by the entire department. They will, therefore, have to be chosen with great care since mediocre, or worse, performance on their part would cast doubt on the viability of the program.

Opportunities

Opportunities exist both internally and externally if this change takes place. Internally, it can provide a partial answer to the growing recruitment problem. In addition, since awareness training is bound to address the issue of masculinity and what it entails, it may result in less burnout for officers now on the force.

The proliferation of Critical Incident counseling programs has arisen from the recognition that the "stiff upper lip" macho mentality characteristic of the average police officer collapses under too much stress. If these programs teach nothing else, they teach the need for police officers to be more in touch with their feelings if the officers are not to be overwhelmed by the situations that they face daily.

Awareness training is bound to address this issue as well since the issue of homophobia is intimately connected with the definition of masculinity. Thus, the same awareness training provided as a means of gaining acceptance of gays as police officers will provide departments with greater internal strength since the individual straight officer will benefit from such training. This type of program would ease the path of not only new personnel who are gay, but those of other minorities as well. Since this program would induce acceptance of those who are outside the dominant white male culture, the trial period for any new minority officer would be about the same as for white officers.

Externally, the plan will provide police departments, now lacking 5000 officers overall in this state, and expected to require almost 9000 more by the decade's end, with

additional recruits so that they can provide better services to California communities. In addition, the macho image carried by many police officers into their work tends to have a negative impact on the average citizen. This leads to distrust of police departments in general and, as in Los Angeles, into citizen reluctance to increase police department budgets when it appears on the ballot.

Last, the plan provides opportunities for departments to set up committees of gay representatives to discuss community needs and issues with police department representatives. Such meetings can only improve police relations with surrounding community members.

Threats

There are a number of external trends and events that can threaten internal acceptance of the plan. It is entirely possible that local citizenry might be afraid of the idea that a gay police officer might contract AIDS and would object to any plan to include gays in the police force.

In addition, aggressive activities on the part of gay organizations such as ACT-UP or suits against police departments might create an internal climate hostile to the success of the plan. Homophobia, unconnected with AIDS both within and outside of police departments, could threaten the success of the plan.

There are internal threats to any such plan as well, threats that were covered under the heading of Weaknesses above. Internal resistance to a plan is most certainly a threat to that plan's success.

Strengths

The strengths of the plan must of necessity be external to the department. Though leadership can be provided within the department, the chief pressure for change must come from outside. This can involve written policies provided by city administrators, leadership provided by individual council members and others in the environment.

Given the nature of the issue, the most important strength must come from professionals in the community. Since the introduction of gay officers into police departments calls for a basic change in police attitudes, consultants skilled in attitude change must be brought in. This is seen as the more important since the Cross-Impact Study showed that awareness training in police departments would remove the major bars to the hiring of gays in police departments. The Cross-Impact Study showed further that removing these bars rendered moot a number of other important issues such as gay community pressure, litigation, and homophobia among police officers.

Capability Analysis

An analysis of the police organization in addressing change as demonstrated in Scenario 2 was made to review its capability and resources for change. This review included the organization's weaknesses and strengths (Fig. 7) and the capability to accept change (Fig. 8).

The scoring was based upon the ratings from various members from the Modified Conventional Delphi and those responding in interviews.

The topic was considered to be a human resources management issue. Figure 7 shows the police organization's strengths and weaknesses. The department's technology, equipment, and facility were not considered relevant to the issue. Salary was considered only an item used as a recruitment tool for general hiring. The issue of money was not considered to be a factor that would specifically generate a high number of gay applicants. How the gay candidate would be treated and accepted was considered to be more important.

The Delphi panel considered whether the matter was an EEO/AA issue and concluded that it was not, both because gays fall outside the guidelines and because percentages of gays in the population are not known.

FIGURE 8
CAPABILITY ANALYSIS - RATING TWO

STRATEGIC NEED AREA

Instructions:

Evaluate each item for your agency as to what type of activity it encourages:

- | | | |
|-------------|-------------------|--------------------------------|
| I. | Custodial | Rejects Change |
| II. | Production | Adapts to Minor Changes |
| III. | Marketing | Seeks Familiar Change |
| IV. | Strategic | Seeks Related Change |
| V. | Flexible | Seeks Novel Change |

<u>CATEGORY</u>	I	II	III	IV	V
TOP MANAGERS					
Mentality Personality	10	30	10	20	30
Skills/Talents	5	30	30	20	15
Knowledge/Education	10	10	30	30	20
ORGANIZATIONAL CLIMATE					
Culture/Norms	25	35	20	10	10
Rewards/Incentives		10	30	35	25
Power Structure	25	15	40	10	10
ORGANIZATION COMPETENCE					
Structure	20	25	30	20	5
Resources	5	25	40	25	5
Middle Management	15	25	30	15	15
Line Personnel	10	40	30	10	10

FIGURE 7

CAPABILITY ANALYSIS - RATING ONE

STRATEGIC NEED AREA

Instructions:

Evaluate each item, as appropriate, on the basis of the following criteria:

- I. Superior. Better than anyone else. Beyond present need.
- II. Better than average. Suitable performance. No problems.
- III. Average. Acceptable. Equal to competition. Not good, not bad.
- IV. Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V. Real cause for concern. Situation bad. Crisis. Must take action.

<u>CATEGORY</u>		I	II	III	IV	V
Manpower			10	50	30	10
Technology	N/A					
Equipment	N/A					
Facility	N/A					
Money			30	70		
Calls for Service				60	30	10
Supplies	N/A					
Management Skills		5	25	50	10	10
P.O. Skills				75	25	
Supervisory Skills		5	25	50	10	10
Training					50	50
Attitudes				15	60	25
Image				5	75	20
Council Support				25	50	25
City Mgr. Support				40	50	10
Specialities	N/A					
Mgt. Flexibility				25	50	25
Sworn/non-sworn Ratio	N/A					
Pay Scale	N/A					
Benefits				90	10	
Turnover				50	40	10
Community Support				60	30	10
Complaints Received				70	20	10
Enforcement Index	N/A					
Traffic Index	N/A					
Sick Leave Rates	N/A					
Morale				40	40	20

*N/A - Not applicable to major issue.

The evaluators shared a concern for the support by council. If the community was in favor of or had no objections to gay police officers, then it should be reflected by council's support. If, however, the community opposed this change, then, depending on political pressure, the support of the council and in some cases the city manager would be lacking.

The morale of the organization was an issue that would be addressed through training and open communication by management, supervision, and all the remaining employees. The issue of morale was considered as it affected three groups: the new gay officer, the gay officers in the department and still in the closet, and the rest of the members in the organization.

The panel expressed concern about the fact that different types of managers in organizations faced with the necessity for change would respond according to their own personalities and prejudices. If, as was the case in Scenario 2 or 3, there was an innovative manager who had evaluated the situation and approached solving the recruitment problem by allowing gay applicants to join the department, events could move fairly smoothly. This could be either on the direct initiative of the chief or on the basis of the chief responding cooperatively to court litigation and taking action.

If, on the other hand, there was a "custodial" chief, as was the case in Scenario 1, then it would either not take place during his tenure, or it would come as a forced issue and would probably fail because of lack of leadership training and internal resistance. For an organization to rely only on the supervisors or a few managers to initiate and bring about such a significant change would be difficult if not altogether impossible.

On the individual level, there will be inevitable difficulties. Police organizations are slow to change because their personnel are conservative in nature. Any new officer, for example, must undergo a "prove yourself" period before he gains acceptance from those around him. This would be especially true with a minority member and to a greater

extent with a suspected or openly gay officer since the issue of masculinity would at once come to the fore. The December 1989 issue of Out Week, a New York publication reported this issue in an article focused on openly gay police officers in New York City. As has already been indicated, awareness training will reduce this issue to a manageable level for the recruit.

Outside factors such as the clientele the organization serves and its geographical location are factors affecting the police organization's climate. In the scenarios, a resort town dependent upon tourist activity was presented. This type of environment would be quite different from an organization covering a large rural agricultural farm area.

Because the police structure is paramilitary, the organization should follow rules and procedures. The department could use discipline to enforce this change. To have positive change the supervisors would be a driving force. They would see the progress and problems of change on a daily basis. They would need to direct its movement and quell issues immediately. They need to be aware of harassment issues.

Stakeholder Analysis

The Strategic Assumption Surfacing Technique (SAST) is a process used to identify those persons in the environment who will be affected by the suggested change, the stakeholders. These are people who are impacted by the actions of the organization vis-a-vis the issue, are able to have an impact on the organization, or are concerned about the chosen issue or the organization.

The underlying principles of SAST are that the organization does not operate in a vacuum, that organization policies have implications elsewhere, and that persons outside the organization can have an impact, positive or negative, on policy formulation and implementation.

For the current study, below is a list of those individuals who might be affected or who might attempt to influence law enforcement's response to the issue of gays in law enforcement. This group also had some "snaildarters," non-obvious stakeholders who must be taken into consideration because they might cause serious problems with the implementation of the program or change.

In the list below, stakeholders are identified with a lower case o, and snaildarters with an asterisk *.

- | | |
|---|----------------------------------|
| o Police Chief | o Gay Community |
| o City Manager/Administrator | o Gay Officers in department |
| o Mayor and City Council | o Gay candidates |
| * Press and media | * Community at large |
| * Police Association/Union | o Police management |
| o Police officers | o Other city employees |
| o Police supervisors | o Other law enforcement agencies |
| o Participants in Police Awareness Training | * Courts |
| * Manpower pool for recruitment | o California Chiefs Association |
| o Chamber of Commerce | o Homeowners Association |
| o Religious groups | o City legal counsel |

After discussion and analysis, the more important stakeholders related to the issue of gays in law enforcement were identified. They are as follows (not ranked by their order of importance):

1. Mayor/City Council

Whether it comes as a self-initiated movement from the police organization or from a mandated change through court action, this group must show support for the change. Because they are active political figures, they have the opportunity to influence the community at large. In addition, they have the responsibility to be accountable to their constituents.

2. City Manager/City Administrator

Once again, as a major leader in the city, it is necessary that this authority figure be supportive of the change. Most likely, groups or individuals opposed to the change will make contact with the City Manager/Administrator to voice their concerns. This person needs to be strong, assertive, supportive of both the project and the local residents, and willing to take risks.

3. Police Awareness Training Consultants

This group will have the responsibility of providing sensitivity or cultural awareness training. They may or may not be gay themselves, though they should involve those who are gay, but they must be fully qualified professionals in attitude and behavior change. They are the agents of change, and it will be through their efforts that the barriers will be broken down.

4. Police Chief

This person is probably the most crucial administrator involved in the project and the most important change agent as well. As the local commander-in-chief of an essentially military organization, the chief must be wholeheartedly behind the project because of his influence through the ranks. Meaningful change in a police department must start at the top. By setting standards and expectations, and by insisting that subordinates be accountable for change, the chief can facilitate attitude and behavior change.

5. Police Management

As top management, these individuals must be supportive of the chief and of the project. As suggestions, recommendations, and orders are passed down from city officials at the top through the police chief, managers must not only be seen as supportive of those actions but must be actively involved in reviewing the process of change to insure that the inevitable problems are dealt with constructively and not ignored.

6. Police Supervisors

This group has the hands-on ability to bring about change. Because of their daily contact with individual police officers in the field, they will be the first to be aware of day-to-day problems that arise in the conduct of the project. They can either ignore these problems and let them become critical or they can work to defuse these problems. This group must be made accountable for these issues.

7. Officers/Other Employees within the Police Organization

This group is the largest. This group is both crucial to the project and, perhaps, the most resistant to change. They can accept or reject the movement of change, and will participate in the awareness training and will have the opportunity to apply what they have learned. However, like others in the police organization, they are likely to have deep-rooted biases and feelings that may be difficult to change. This is the more important since they will be the ones to be in daily contact with any suspected or open gays who are hired. Their behavior can be altered, but supervisors will have to watch them carefully. It is likely that any problems that arise will arise at their level. This group will be the chief target of awareness training.

8. Gay Officers in the Department but still "In the Closet"

This group may or may not fall into the "snaildarter" category since they could have some difficulty in coping with change because of their own private fears of acceptance. Though it is not likely that they would block change, they would probably have some trouble in coping with the change in attitude around them. It has been shown in some organizations that, if the climate is not right, individuals will be subject to harassment and isolation after declaring their lifestyle. Beyond doubt, they know this which would place them in the position of, "Better the Devil you know than the Devil you don't." The closet is safe; coming out can be extremely risky. When the environment becomes com-

fortable, however, and they take the risk of coming out of the closet, they can be a powerful agent of change especially if they already have the respect of the organization.

9. Gay Candidates to be Police Officers

These individuals must be risk-takers. Because the first will be carefully watched and critiqued both by fellow officers and by superiors, especially those who oppose change, this group must be both very capable and very committed. These will be the individuals who break down the barriers.

10. The Gay Community

This group can have an impact on the community at large depending whether it is active within the geographical location, or if it comes in from outside to stage formal demonstrations. Depending on the area (e.g. a tourist or an urban environment), an active political group can either create support or negative publicity for the community. This same group can encourage gays to apply for jobs in particular departments and then provide legal assistance (if necessary) to fight for change.

Snaildarters

When identifying snaildarters, individuals or groups that, at first appearance, may not have an obvious interest, but upon further consideration were believed to have the capability of causing problems, the following groups were identified:

1. The Press

The press has a powerful effect on the community at large and can therefore be either an agent of change or an agent of resistance. The manner in which the project is covered not only affects the police department but also has an impact upon the gay officer, the gay community, and the city as a whole. The manner in which the press explains, distorts, favors, or criticizes the change can either reflect sensationalism or rational acceptance.

2. **The Community at Large**

This group can bring pressure on the city council, mayor, city manager, and police chief. Depending on their perceptions and their understanding of what is taking place, they can either provide support or obstruction to the change. This situation will vary from community to community. Urban communities, for example, might well be more supportive, or at least passively accepting, than conservative, rural communities.

3. **Police Associations or Unions**

Whether this group supports or resists change will depend on its leadership and on its strength. Since this group is the bargaining agent for its individual members, it will be important to bring this group into the planning process lest it actively resist the program.

4. **Manpower Pool for Recruitment**

This project is involved with a large number of vacancies. If the manpower pool is reduced because of homophobia among potential applicants because the straight applicant chooses not to join a police department, then the available pool of applicants could be reduced, worsening the recruitment situation. It could also turn out that applicants would be more willing to seek employment in an organization known to be fair-minded.

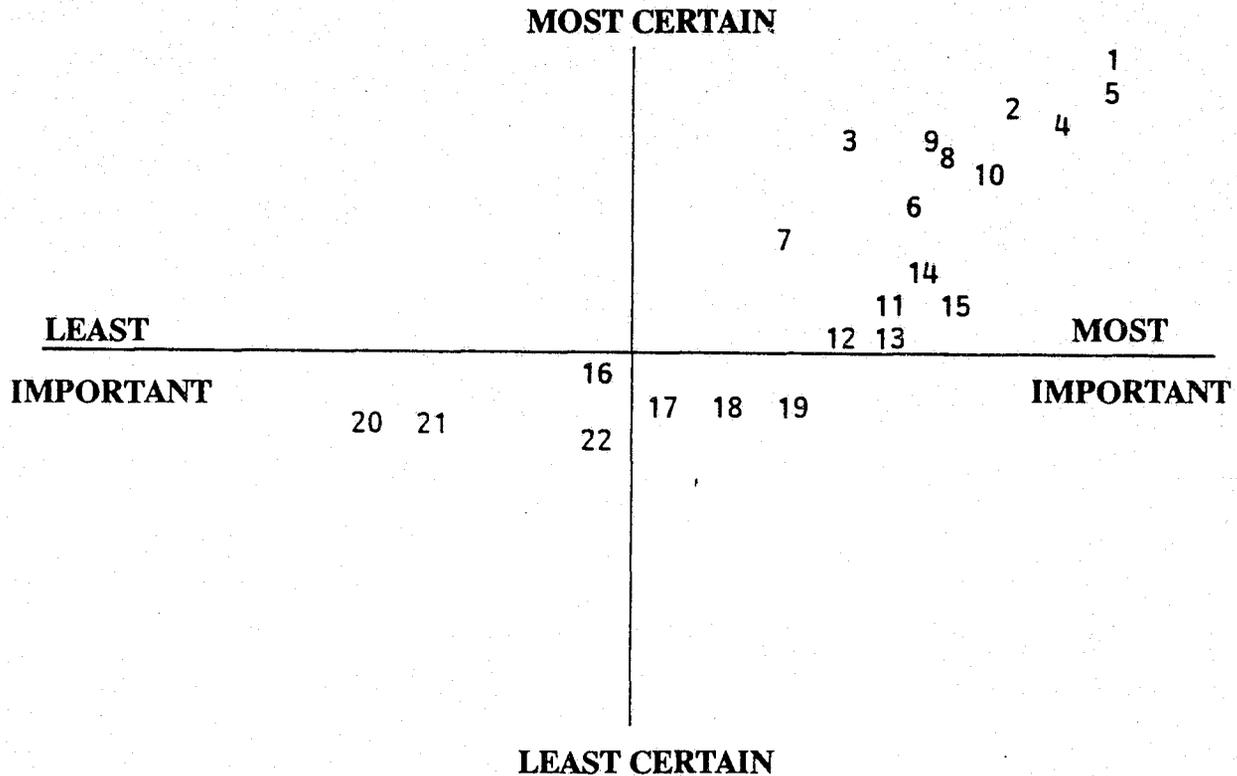
5. **The Courts**

The impact of the courts will be dependent on the types of cases and the parties involved. They could either speed up or delay the changes through direct rulings. Their actions could also involve rulings on related cases of interest such as a possible ruling on the city providing medical health insurance for unmarried partners or employees.

The following chart is a plot of the results of the SAST, showing the identified stakeholders and snaildarters with a potential interest in the issue of hiring gay candidates for police officer positions.

CHART 4

Strategic Assumption Surfacing Chart



- | | |
|---|--|
| <ol style="list-style-type: none"> 1. Police Chief 2. City Manager/City Administrator 3. Mayor/City Council 4. Police Management 5. Police Supervisors 6. Ofers./Other Employees w/Police Org. 7. Gay Officers on Dept. Still in Closet 8. Gay Community 9. Gay Candidates to be Police Officers 10. Participants in Police Awareness Trg. 11. The Press | <ol style="list-style-type: none"> 12. The Community At Large 13. Police Assn's or Unions 14. The Courts 15. Manpower Pool 16. Other City Employees 17. Other Law Enforcement Agencies 18. California Chiefs Associations 19. City Legal Counsel 20. Chamber of Commerce 21. Homeowners Associations 22. Religious Groups |
|---|--|

Chart 4 shows the relative position of each of the members of the list on the dimensions of importance (X-axis) and certainty of the assumption of importance (Y-axis). Thus, in the upper right quadrant, the farther out from the axis on both dimensions, the greater the importance of the individual or position and the greater the certainty of that assumption (see No. 1, Police Chief).

The plotting is based on "best guess" since the chart used to combine an item predicted in the future and assumptions based on readings, interviews, and response of Modified Delphi Panel members.

As can be seen from the chart, the police chief, police supervisors and police management are the most important and are those about whom the researcher is most certain of importance because of their direct involvement with the acceptance process. City officials are seen as less important since their involvement is less direct. Police officers themselves are lower in the rank since their behavior will to a great extent be a reflection of their superiors.

Modified Policy Delphi

A modified Delphi task force consisting of four police managers and one police supervisor (Appendix IV) was presented with both Macro and Micro Mission statements on which to base their plans to address the issue. As before, there were two rounds in the Modified Policy Delphi operation.

The Delphi group was asked to generate, examine, and select strategic policy alternatives designed to address the issue. They were also asked to comment on these with respect to desirability and feasibility. In all, a total of eleven policy alternatives were identified and placed in rank order by individual members of the group. As with Trends and Events, these were ranked for the second round using the median rank for each of the

alternatives. In the second round, the group was provided with the policies and procedures generated in rank order and were asked to select the best five alternatives.

The selected policies are shown immediately below. These are listed in order of administrative sequence rather than in order of importance as determined by the panel. Policies considered crucial by the panel will be so noted.

Recommended Policies

Following are the five policies recommended by the Modified Policy Delphi panel.

1. City administrators will have to provide hiring policies that add sexual orientation to existing anti-discrimination ordinances. These must state explicitly that (a) sexual orientation will not be a hindrance in the hiring, retention, and promotion processes, that (b) hiring will be done entirely on the basis of the caliber of the individual, and that, overall, the candidate must possess the qualifications necessary to be an effective sworn police officer or other city department employee, and that (c) hiring is not to be done on an EEO/AA quota basis, but on the basis of the same quality criteria as for other officers.
2. The police chief will have to demonstrate to his/her subordinates that he/she is in support of non-discrimination. This official will have to provide a grievance procedure relative to this issue, address all members of the department with respect to the issue, and follow through with appropriate action if grievances are found to be legitimate.
3. Departmental practice will have to be such that city departments will hire and assign positions only on the basis of relative fitness to perform the duties of the position held.

4. **City administrators will have to provide city funds and arrange for consultants to provide a carefully worked-out plan for awareness training. This policy was ranked No. 1 by all the members of the Delphi panel and by other police administrators who were interviewed informally during the course of this study. It was their unanimous opinion that, without such training, no program of this nature could work.**
5. **Law enforcement agencies will require mandatory AIDS testing for all applicants for positions in the police department. Once again, though the group gave this mixed priority ranking, all members felt it was important because of the kinds of services (e.g. mouth-to-mouth resuscitation) that all police officers may be called upon to provide. They felt that this would reduce the element of fear involved with hiring gay officers besides being a prudent move for departments in general.**

Policy Options

In reviewing the feasibility and desirability of the policies listed above, the Delphi group provided the following information about the pros and cons of those policies.

Policy No. 1 -- Policy of Non-Discrimination

Pro: The policy is desirable in terms of administrative consistency.

Con: The policy is not necessary since the chief can make that determination on a departmental level only.

Policy No. 2 -- Chief Support of Non-Discrimination

Pro: Chief support of non-discrimination is crucial to the success of the plan.

Con: The risk of reduction in quality of personnel in the interests of non-discrimination.

Policy No. 3 -- Hiring and Assignment on the Basis of Fitness

Pro: Merit system crucial to the overall success of the plan to avoid the charge of tokenism, or of special treatment.

Con: Difficulty of allowing new group to demonstrate its equality with straights.

Policy No. 4 -- Awareness Training

Pro: A key method of breaking down discrimination barriers.

Con: Resistance to mandated training.

Policy No. 5 -- Mandatory AIDS Testing

Pro: Safety for both officers and civilians.

Con: Invasion of privacy (similar to drug testing).

Implementation Strategy

Given a clearer understanding of both stakeholder groups and the pros and cons of the recommended policies, it is now possible to consider implementation of a strategic plan to bring about the desired change of creating a climate in which suspected or openly gay males can be hired as police officers and gay sworn officers now in the closet can safely be open about their sexual orientation.

Policy No. 1 -- Non-Discrimination Policy

The city administrator will have to state publicly and emphasize to his subordinates that he is in support of the non-discrimination policy. He will have to make it plain to his personnel director, as well as to both managers and supervisors, that hiring and assignment are to be made on the basis of merit only, and not on the basis of minority status or any EEO/AA quota basis.

He will have to recognize that such change will take time and that there will be resistance within the department to such change. Therefore, in his daily administrative activities, he will have to reinforce continually to his subordinates that it is his intention that the policy of non-discrimination is to be put into effective practice and that any diffi-

culties with the program must be dealt with positively or brought to his attention for action.

Responsibility: City Administrator, Chief of Police, Police Managers, Police Supervisors.

Implementation Time: One month and ongoing.

Policy No. 2 -- Chief Support of Non-Discrimination

The chief will have to state publicly and emphasize to his subordinates that he is in support of the non-discrimination policy. He will have to make it plain to his personnel director, as well as to both managers and supervisors, that hiring; and assignment are to be made on the basis of merit only, and not on the basis of minority status.

He will have to recognize that such change will take time and that there will be emotional resistance to such change. He will, therefore, have to continually reinforce the need for acceptance of change on an ongoing basis in the course of providing daily and weekly administrative guidance to the department. Such reinforcement should be supportive rather than punitive unless it becomes obvious that some personnel are adamant in their resistance to change.

Responsibility: Chief of Police, Police Manager, Police Supervisors

Implementation Time: One month and ongoing.

Policy No. 3 -- Hiring and Assignment on Merit

In line with the above, both the chief and the departmental managers will have to make it plain to subordinates that hiring and assignment will not be made on the basis of tokenism. Rather, all hiring, assignment, and promotion will be made on the basis of merit, of capability for the job in question.

Responsibility: Chief of Police, Police Department, Personnel/Recruiting Unit(s).

Implementation Time: Ongoing following implementation of policy.

Policy No. 4 -- Awareness Training

City administrators will have to provide consultants skilled in attitude and behavior change. These consultants will have to provide the following services:

1. Small group training sessions in understanding gays and the gay lifestyle, provided preferably by gay males, especially gay sworn officers from other police departments. These sessions must be attended by police officers at all levels from the chief of police on down.
2. Small group sessions run by competent group leaders, preferably containing gay sworn officers from other police departments, in which straight male police officers can air their concerns about associating with gay males as fellow officers. These sessions must be attended by police officers at all levels from the chief of police on down.
3. Small groups consisting of equal numbers of sworn straight officers and gay males and run by experienced group leaders which will be focused on the issue of fostering open discussion between gays and straight sworn officers. The intent of such sessions will be to provide the officers with an opportunity for open discussion with gay males in a non-threatening, non-criminal atmosphere. These sessions must be attended by all police officers from chief of police on down.
4. Structured feedback to city and police administrators regarding progress within the groups. As the program progresses, these consultants must discuss with the police chief and his subordinates the relative readiness of members of the group to accept gay males as sworn officers.
5. These consultants, in conference with both city and police officials, will ultimately have to make a determination of the final readiness of the police department to hire its first gay officer.
6. After that officer is hired, these consultants will have to remain on call to deal with any issues that may arise when as the officer becomes a member of the department.

Responsibility: City Administrator, Chief of Police

Implementation Time: Three to six months.

Policy No. 5 -- AIDS Testing

City and police officials will have to give their support to this program. Recognizing the right-of-privacy issue that is sure to arise, they will have to concentrate in their presentations on the risks to the general population that arise under the circumstance of risky endeavor that officers are expected to encounter. It must be emphasized that both fellow officers and the general public will be better protected if there is no possibility of an officer whose blood is spilled will infect some fellow officer or civilian.

Responsibility: City Administrator, Chief of Police and city department heads.

Implementation Time: One month to ongoing.

OBJECTIVE III:

TRANSITION MANAGEMENT

Implementation for Transition

Introduction

This section will delineate the specific plans to bring about the acceptance of suspected or openly gay males as police officers by all levels of a police organization. The purpose of these plans is to bring about a smooth transition as the department passes from the discriminatory past to the non-discriminatory future. The plans will be designed to take into account the current environment and the needs of the stakeholders and snail-darters.

Methods: Identification

In formulating policy considerations, the following steps were undertaken:

- 1. An analysis of the critical-mass, which is the identification of those parties who represent a critical part in the implementation of the hiring of gay officers.**
- 2. The level of commitment was reviewed with respect to those same critical-mass members.**
- 3. A commitment planning chart was constructed showing the current position and the desired position of each group.**
- 4. A responsibility chart for the critical group was established.**

Methods: Implementation

In building for success for change, it is important to make the transition as smooth as possible. This project has been used to review a problem of recruitment, to identify a possible solution, and to review the factors of change. This portion is the design of a specific process addressing a solution to the issues of gay recruitment. It will demonstrate how the transition plans may be implemented and who can be affected.

Critical-Mass

During the Modified Policy Delphi process and in the various conversations with the members, they were asked to identify key stakeholders who are affected or would most affect the implementation of the recruitment/hiring of gay officers. From the group of stakeholders, the most important were selected and identified as the critical-mass because of their importance to the issue. Those selected as the critical-mass are the following.

City Administrator/City Manager. The backing of the city administrator is important for the change. This person plays an important role in gaining council support for the police department. If there are concerns or complaints from the community at large, or through the council, it will probably go to the city administrator. He/she can provide further feedback or possible explanations to the complaining parties. In addition, the city administrator has the knowledge, skill, and power to shape the direction of the city government at large. This position needs to be brought into the program from the beginning in order to have the full support and head off possible problems.

Chief of Police. The leadership shown by the chief sets the tone and example for the department. The chief has an influence with the city administrator and council. Without his support, the changes will not take place. He needs to direct the transition and be a driving force for change. Diversity must be managed deliberately and skillfully. People's biases and deep rooted feelings cannot be changed by orders and department policies, but behavior can be changed by setting standards and expectations and then making people accountable for their behavior.

Police Management. This group needs to be supportive. They are the conduit from the supervisors who have the day-to-day hands-on responsibility to the chief who is setting the tone. Besides their active support, there needs to be communication. This is their key

role. How they inform the chief of the progress or problems, and how they pass down to the supervisors the ongoing concerns of the chief (and other management) is important.

Police Supervisor. This person has the power to direct the organization in its day-to-day actions. Because the police organization is a paramilitary system, the employees are used to following directions, procedures, and regulations. It is through these that the standards of behavior are set. The supervisors are the ones that check for the accountability of the change. Recommended discipline is administered through the supervisor. It might be said that this position is the watchdog of the transition plan.

Members of the Organization. The police organization is usually slow to accept change. Changes can create discomfort or anxiety in its members. There will be a time of awkwardness. These are the people who must accept the change. At times, they will be questioned by others as to the progress of the new program. This is the group that can create the locker room harassment and make the day-to-day work environment comfortable or miserable for the new gay applicant/officer. As earlier noted, it is awareness training that is designed to combat this.

Gay Applicants. In order to fill the recruitment void, there need to be applicants. As in many situations where a new minority or group breaks a barrier, they will be the focus of attention. Those wishing the program to fail will place emphasis on each mistake that is made as those wishing for successes will highlight the positives. The situation creates its own problem in that the first gay officers will need to be "super applicants." Many gay officers on the police departments (some who have declared their lifestyles and some who are in the closet) have excelled among their peers. They set their personal standards very high in order to succeed.

Gay Community. There are several concerns regarding the gay community. If they represent a high percentage of the population of the city or community the police department serves, then they may feel that they have gained representation on the department.

The gay community may be a political force which can demonstrate and bring in additional support from the outside the community. As the times and trends have been changing, the gay community is becoming a more politically active unit requiring responses. They cannot be ignored.

The Courts/Legislature. These are two groups that various factions will turn to for redress. Whether it is a court reviewing a case and making a ruling that has an impact on cities, groups of people, or individual departments, or a legislature amending, passing, or removing laws that either require or deny action, the power is being exercised by a group outside the immediate environment.

Commitment Planning

An important aspect of the transition plan is determining the position of each member of the critical-mass. These various positions are identified as: "block it," "let it happen," "help it happen", and "make it happen."

After the current position is identified, a desired position is constructed in order to bring about the desired commitment or outcome in order to assure the program's success.

A commitment chart (Chart #5) has been developed. This display allows the leaders in favor of change an opportunity to identify the key groups that need to be addressed in order to have successful change.

The chief is in a position of "making change happen." Even if he were forced to hire gays through the courts, legislative directives, or through the city manager, the chief has the overall responsibility of the management of the police department. The chief has the power to make the change.

CHART 5

COMMITMENT PLANNING CHART

	POSITION ON THE ISSUE			
	BLOCK IT	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
POLICE CHIEF				OX
CITY MANAGER			OX	
POLICE MANAGEMENT		O →	X	
POLICE SUPERVISORS		O →		X
GAY APPLICANTS			O →	X
GAY COMMUNITY		O →	X	
COURTS/LEGISLATION	O ←	O →	X	
MEMBERS OF THE ORGANIZATION (straight males and females)	O ←	O →	X	

O = CURRENT POSITION

X = DESIRED POSITION

Depending upon the cause of the change, such as a court ruling or a response to a movement, it is important that the city administrator is involved with and supportive of this change from the beginning.

Police management will be in a "let it happen" stage. There may be individuals who personally want to block it, but as a group, assuming that as police managers they will follow the directions of the chief, they will let it happen. Because their positions as leaders bring a responsiveness for the good of the organization, this group needs to move to a "help it happen" role.

Police supervisors, as mentioned before, are responsible for the day-to-day functions. They will direct the assignments of the department personnel. They will be able to identify the blocks for change. Because they will be a strong driving force for success, they need to move to a "make it happen" position.

Gay applicants are the subject of the change. Their commitment to be police officers is most important for the change to take place. Because they will be recruited and hired, they are in the "help it happen" category. As they remain on the department and demonstrate to others their ability to perform as police officers, they are part of the "make it happen" position.

The gay community needs to be supportive. Again, depending upon the outlying cause or initial factor of change, the initial position of the gay community could be either a "let it happen" or "help it happen." For success, they need to be in a "help it happen" position. This could involve matters to include assistance in awareness training, counseling gay applicants, delaying in court actions, and possibly assisting in recruitment advertising.

The courts/legislation be in positions of "block it" or "help it happen." If they are part of the initial force bringing about change, then they change from a "let it happen"

role to "help it happen." They could also go to a position of a blocking role. For the program to be successful, they need to be a "help it happen" role.

Members of the organization are directly impacted with the change. This is another group that could go to a resisting position and try to block the change. However, through training and positive involvement, it would be planned that this group would go to a "help it happen" role. Again, awareness training is designed to create this change.

Recommended Strategy

This section contains the details of a program to improve recruitment by preparing a police department to accept suspected or openly gay males as sworn police officers. In essence, this issue is part of a larger issue, that of both a change in attitude toward minorities and a change in the cultural complexity within the United States. The need for such a plan, outside of the recruitment issue, arises from the increase in cultural diversity in California over the past 30 years. The details of the plan are, in part, developed on practices now in use in San Francisco, Boston and New Yew York.

Prior to the 1960's there was little question in the United States about the effective dominance of the white establishment majority in most areas of business and professional life. That decade, and the two that followed it, however, upset this equilibrium. Demands for equal acceptance in American life by previously ignored minorities coupled with a major influx of immigrants from areas containing very different cultures have combined to produce a society that is far more pro-actively heterogeneous than the one that preceded it.

In more detail, women, blacks, Hispanics and gays have emerged as major political and cultural forces within a pluralistic society, and have forced many changes in hiring practices, in education, in real estate rental and purchase, in insurance and in real estate

rental and purchase, in insurance and in other areas. There has been a tremendous increase in immigration from Cuba, from South and Central America, from Russian Armenia, from Iran and other middle eastern countries, and from both the Chinese mainland and southeast Asia. The spectacle of whole neighborhoods whose stores carry signs exclusively in a foreign language, and perhaps a non-cyrillic script are commonplace as the United States enters the 1990's.

It is demonstrable that law enforcement has not kept pace with the cultural diversity it serves. Though serious attempts are being made to readjust the system, the paramilitary nature of the establishment means that, though entering recruits may represent diversity, the echelons representing authority will not until natural attrition takes care of the problem. The training suggested in this section will alleviate this situation in that, at the very least, all levels of the organization will have the opportunity to attain a better understanding and appreciation of the diverse groups that they serve.

The plan described in this section is based in part on professional advice obtained by the investigator and also on policies and procedures now in use in Boston, New York, San Francisco, Sonoma County and Los Angeles. In general, these practices have one common theme, that of providing an opportunity for members at all levels of the organization to meet members of the gay community as human beings outside of a law enforcement context.

As previously indicated, the Sheriff of Sonoma County arranged for an openly gay member of the San Francisco Police Department, a fellow officer therefore, to speak to and with members of his department. This produced positive results in terms of better community relations.

In New York, where many policemen are openly gay, a lesbian police officer is the Community Affairs officer and the first police department liaison to the lesbian and gay

community. Her responsibilities include education the police department about the gay community. This is done through training at the police academy and sensitivity training as well as meetings with the departments higher echelon.

The Boston Police Department maintains a unit charged with the responsibility of open and active liaison between the police commissioner and the gay community. Sensitivity training and legal rights education provided for patrolmen and supervisors on an ongoing basis. In addition, the curriculum in police academies provides this same information for recruits in training. These sessions include representatives from the gay community at large. These panel members both speak to the groups and interact with them on an interpersonal social level so that barriers of fear can be broken down and genuine acceptance of panel members as individuals attained so that the same will take place for gays at large. There is thus, educational opportunity provided both at the policy level and within the organization as a whole. Though the program is in place, it is not possible to discuss its success since the legal requirement is a new one. As of present writing, there is no active recruitment program focused on gays.

The programs in the San Francisco Sheriff's Department, the San Francisco Police Department and the University of San Francisco Police Department are very similar. In general, San Francisco differs from Boston in that, whereas there is no specific legal requirement for non-discrimination against gays, there have been openly gay police officers on the force for several years. In addition, San Francisco police departments actively recruit from the gay community. This takes place with advertisement in newspapers, sending speakers into the community, and other activities undertaken by the departmental community relations unit.

In Los Angeles, the city policy forbidding discrimination based on sexual orientation applies to the police department as well. Within this framework, gay awareness

training is a part of police academy curriculum. There is no way, however, to judge the success of this program since there are no openly gay sworn officers in the department. To complicate matters, there now is civil litigation arising from alleged harassment of an officer because of his sexual orientation.

The following are the recommended ingredients to the plan.

It should be noted that the plan described below, though phrased in terms of application to suspected or openly gay males, is equally applicable to ethnic and cultural groups now underrepresented in many police departments. Though minor details would change, the basic format is recommended for the acceptance of Blacks, Hispanics, Asians, and other groups who may not already be represented in a given police department.

1. The first step in the plan is the establishment within the community of a specific policy of non-discrimination that includes sexual orientation. In Boston, for example, this took the form of a state law, but failing a state law, the community itself will have to enact it. It is equally important that major officials in the city administration believe in the policy. If this criterion is not met, no strategic plan will work. This requirement applies especially to the chief of police, who will be in charge of the administration of the plan within the police department. This policy should have the purpose of forbidding that sexual orientation be a bar to hiring, retention, or promotion. The policy should not require that preference in hiring, retention, or promotion be given to the group in question. The merit system rather than any quota system should be the guiding principle of the policy.
2. The second step would be the establishment of police departmental policies and regulations that address the issue within the department. These policies will have to make it plain that harassment or failure to support suspected or openly gay male officers will be followed by disciplinary action by the chief.

The chief will have to take the lead in announcing these policies to his subordinates. He will have to confer extensively with his managers, and perhaps (if the department is small enough) with his supervisors as well, making it plain that he is in full support of the city policy and will tolerate no departure from it. He should also announce this publicly, preferably in person, to the remaining members of the organization, including both sworn and non-sworn.

3. The third step will be the development and implementation of an awareness training plan to prepare the individual members of the police department, from the chief on down, for the hiring of suspected or openly gay officers. This program should be under the direction of professionals who are skilled in attitude and behavior change. Their job should be to involve the following groups in the awareness training process:

- a. Openly gay police officers from other police departments (e.g. San Francisco, New York).
- b. Openly gay members of the local community, both professionals and non-professionals.
- c. Members of the gay community who have been on the receiving end of gay bashing, and who have felt unable to turn to their local police for assistance because of the belief that their difficulties would not be handled in a professional manner.

This program should involve two processes:

- a. Addresses to groups of officers by one or more of the groups listed above.
- b. Small group discussion meetings in which members of the police department have an opportunity to meet and talk with both openly gay police officers and with members of the gay community in a non-criminal or police-related atmosphere.

4. **The consultants or advisors selected by the city will have to work closely with the chief of police to monitor the effects of the program and to determine whether officers are in fact beginning to change their behaviors toward gay males.**

Such monitoring can focus on the following issues:

- a. **Complaints from the gay community about police rudeness or inattention.**
- b. **Complaints from applicants of discrimination.**
- c. **Locker room humor (this will require the cooperation of supervisors).**
- d. **After the first suspected or openly gay officer has been hired, the monitoring must involve organizational climate including backup, socializing on and off the job, and similar issues. Whereas such monitoring may be difficult to accomplish it is in fact, routine with any competent supervisor.**

Summary

In general, the above plan involves establishment and implementation of a non-discriminatory policy in the police department as well as measures designed to prepare the department for willing acceptance of that policy. The final phase of the plan involves monitoring of personnel to provide feedback for program developers so that alternate strategies can be developed if the plan described above does not appear to be working. This final component is as crucial as any other phases described since it is important to learn if the plan is working.

Responsibility Charting

As a new program or change takes place within an organization, it is important to review the responsibility and accountability of actions. The identity of role relationships as they deal with tasks, actions and decisions need to be clarified. A management tool

CHART 6

RESPONSIBILITY CHART

DECISION/TASK	- ACTORS -						
	CITY ADMINISTRATOR	POLICE CHIEF	POLICE MANAGEMENT	POLICE SUPERVISION	POLICE ORGANIZATION	GAY CANDIDATES	GAY COMMUNITY
Develop a feasibility plan.	A	R	S	S	I	I	I
Develop a non-discrimination policy.	R/A	R/A	S	S	I	I	I
Actively support policy.	A	R	S	S	I	I	I
Develop/implement awareness training.	A	R	S	S	I	S	S
Hire gay candidate who is qualified for police position.	A	R	S	S	I	S	S
Discipline violations of policy.	A	R	S	S	S	S	I
Evaluation	A	R	S	S	I	I	I

ISSUE: The recruitment, hiring, and assimilation of gays into police work.

R = Responsibility
A = Approval
S = Support
I = Informed

referred to as RASI, determines the responsibility, approval, support information. The program for gay officer assimilation creates different roles and responsibilities for many individuals and groups. These "actors" can be involved either directly or indirectly.

The labeling of their responsibilities is as follows:

R = Responsibility to see that decisions are complete or occur.

A = Approval of actions or decisions necessary.

S = Support of the actions or decisions is necessary, but approval is not necessary.

I = Informed of actions or decisions.

This process can also be used to determine whose responsibility it is to complete a given task. It provides an understanding for those involved to see each other's assignment. This should reduce ambiguity, thus conserving energy and preventing adverse emotional reactions that can threaten the plan.

Responsibility charting identifies the important actors involved with the recruiting and hiring of the gay officer as well as the smooth assimilation of that officer into the organization.

Chart #6 shows the results of applying RASI to the problem under research in the current study. As can be seen, the city administrator has responsibility and must approve the development of the policy of non-discrimination but is not involved in the other processes beyond giving his approval of them.

The chief of police bears by far the heaviest responsibility. He must not only aid in the development of the policy of non-discrimination and approve it, but he must be responsible for implementation of the awareness program, rendering it feasible and carrying out the evaluation. Beyond that, police management and supervisors must be supportive of the entire package. The gay candidate and gay community either must be informed

or supportive of the general outlines of the program. The department as a whole must play a similar role.

Readiness Assessment

The police organization's key leaders (chief and police managers/police supervisors) are reviewed by three dimensions (Chart #7). The first dimension makes an evaluation of the leader's awareness of the environment as well as an acceptance for change within the organization.

The second dimension assesses the leader's motivation and willingness to have a vision for the future, to a risk taker and try to bring about change, and then to share the responsibility for change.

The third dimension measures the skills and resources possessed by the key leaders. Included in this category are the conceptual skills to build a vision of change for the organization and the interpersonal skills and relations involved with the change process.

The city administrator must be a progressive leader who has overall responsibility for managing the entire staff of the city. He needs to work with the chief in setting the stage to bring about change. What takes place within the police organization will impact the rest of the city staff. The administrator will have to be able to discuss this issue, or vision, with the other city department heads, the mayor and council, as well as with the rest of the community.

The chief is viewed as a change agent. He has the overall responsibility and accountability for the department. As a leader, he needs to be aware of the environment so he can work to bring about successful change. It is understood that in organizational dynamics, a major change creates a time of discomfort or opposition. Thus, it is important to identify the "who" and "where" of the opposition. The chief needs to be aware of the big picture with its implications to the community, the organization, and legal issues.

ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

VERY LITTLE DEGREE LITTLE DEGREE SOME DEGREE GREAT DEGREE VERY GREAT DEGREE DO NOT KNOW

AWARENESS DIMENSIONS

	1	2	3	4	5	0
1. Awareness of the nature of the organization's current environment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Understanding of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Appreciation that the change situation has some unique and anxiety-producing characteristics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

MOTIVATIONAL DIMENSIONS

	1	2	3	4	5	0
5. Willingness to specify a detailed "vision" of the future for the organization	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Willingness to act under uncertainty	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Willingness to develop contingency plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Willingness to activate (follow) contingency plans	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Willingness to make achievement of the "vision" a top priority	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Willingness to assess own theory of organizational behavior	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Willingness to increase organizational dissatisfaction with current situation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Willingness to use non-authority bases of power and influence	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. Willingness to share responsibility for managing change with other key leaders in organization.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

SKILL AND RESOURCE DIMENSIONS

	1	2	3	4	5	0
14. Possesses the conceptual skills to specify a detailed "vision" of the future for the organization	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15. Possesses assessment skills to know when to activate contingency plan(s)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16. Possesses interpersonal skills to effectively employ non-authority based power and influence	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17. Possesses personal relationships with other key leaders in the organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18. Possesses ready access to resources (time, budget, information, people, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

CHART 8

READINESS/CAPABILITY CHART

Fill in the following chart as it applies to your situation. In the left-hand column, list the individuals or groups who are critical to your own change effort. Then rank each (high, medium, or low) according to their readiness and capability with respect to the change.

	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
1. City Administration	X			X		
2. Police Chiefs	X			X		
3. Police Managers		X			X	
4. Police Supervision		X			X	
5. Police Organization			X		X	
6. Gay Candidate	X			X		
7. Gay Community	X			X		
8.						
9.						
10.						
11.						
12.						
13.						
14.						
15.						
16.						
17.						
18.						

The members of police management need to work as a team and support the program and the chief. They need to work with the organization and communicate "up to the chief" and "down to the organization." The police management and supervisors need to work on identifying the barriers facing the organization, including prejudices, personalities, community dynamics, cultures, and the fluctuations of the organization itself.

The police supervisors are the first line evaluators. Because of their close involvement with the workforce on a daily basis, they are the best to evaluate the temperament of the organization as it makes its change. They will be able to identify potential problems and must work directly or indirectly to defuse those problems.

Chart #8 provides an assessment of the individual group's readiness and capability for change. It is assumed that the city administrator and police chief will be high in the readiness for change because they were the initial motivators within the city structure in the chosen scenario for this change. A policy of non-discrimination is set by these two officials.

The police managers and supervisors may not share the same commitment initially. This may be related to their lack of understanding of the big picture and its full ramifications. Quite often, the manager and supervisor are locked into the day-to-day processes for their particular unit or workforce. They do not become involved with future issues involving the entire organization.

Management Structure

The management of a new policy begins at the top whether it is the city administrator who creates a non-discrimination policy for the city or the police chief who develops the policy for the police department.

There needs to be serious consideration as to the purpose, interest, and direction of a program that brings a new group or minority into the police department. The purpose needs to be designed to reach the goals that are identified. Thought needs to be given as to the big problem, the impact on the entire organization, all employees and candidates, and short term as well as long term results.

Although the police department is a paramilitary system, leadership is important for successful change as opposed to an order bringing about a change without any explanation or training. The leaders can become the motivators and the conduits for change.

The chief cannot do everything by himself. Due to his other duties and responsibilities, he will not be able to keep a constant awareness of the progress. He must rely on others to monitor the program, make the necessary corrections and inform him of the situation. This becomes the important role for the police managers and supervisors. They become the hands-on moderators to the transition plan.

Team Building

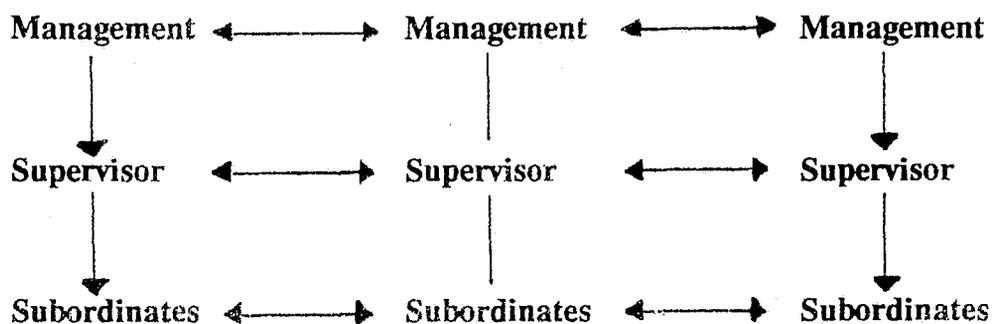
When a major change or plan takes place, there is an amount of uncertainty or discomfort arising from the change. With a personnel issue such as bringing suspected or open gays into a workforce that has not yet accepted them, it is expected that there will be a certain amount of resentment, fear, and discomfort.

It is important to deal with this in the beginning of the program. The purpose of awareness of cultural diversity training is to help in the elimination of these negative feelings before they permeate the program and subvert its purpose. Opportunities must be provided on an ongoing basis for individuals at all levels in the department to express their concerns and to discuss them with their fellow officers, supervisors, and managers.

The experience of both the Sonoma County Sheriff's Department and the West Hollywood branch of the Los Angeles County Sheriff's Department has been that bringing members of a cultural minority in for discussion sessions with department personnel has proved beneficial. When police department members are able to meet with such minority members in a non-criminal atmosphere, they develop a new and more accepting perspective on members of that minority. This type of program has also been used with success in criminal justice department training programs at the college and the police academy level. The latter has been done both in Boston and at the Los Angeles City Police Academy.

It will be important to develop teams in the organization to assist in transition and deal with discomfort arising from the expected changes. Figure 9 below shows the organization suggested for this process.

FIGURE 9



The teams will have the duty to manage the training and monitor the results. As shown, they are both horizontal and vertical in nature. The diagram also shows that the groups already in place by assignment will be used for this purpose. The structure shown is built from the manager through the supervisor to the street, station, and clerical personnel, and would be assigned throughout the organization to the various divisions including uniform, investigative, and administrative services.

Vertically, each team member at each level in the organization will be expected to direct the activities of his/her immediate subordinates. Horizontally, as the arrows indicate, team members will be expected to work with members at their own level so that direction flows both down from the top and across each level of organization.

Initially in building for success, the personnel so selected must be receptive to the program, and must have the loyalty of those around and beneath them. It may be their job to arrange the required training/discussion sessions and to provide feedback to the chief on the apparent success of those sessions.

Program Monitoring and Evaluation

In addition, it will be necessary to provide a process whereby the progress of the program can be monitored and problems identified and corrected before they become serious. Management and supervisory personnel will have to be willing to develop and maintain an informal monitoring system that will provide them with feedback about the climate within the department. This aspect of the program will have to be handled with some care, lest the personnel affected develop fears that the feedback loop has the aspect of a spying operation.

It was stated earlier in this paper that the chief must be prepared to provide disciplinary action for personnel at all levels who engage in harassment or other types of nega-

tive behavior. It is not suggested, however, that discipline be part of this monitoring process. Rather, the monitoring should have the flavor of a review of program success with the explicit understanding at all levels that the purpose of the monitoring is to provide feedback on program success rather than to identify and discipline those who, during the program, are not immediately amenable to change. Discipline should only be used if identified personnel are adamantly resisting change.

As this group becomes more comfortable, it will be possible for each member of the team to share his/her feelings with the department personnel at their level so that acceptance within the department becomes general. This is important since ultimately members of a minority will be shifted within the department and must be accepted on the basis of their abilities when such transfer is made.

CONCLUSIONS AND IMPLICATIONS

This study has been used to address the question, "How will the role of law enforcement change by the year 2000 as it deals with suspected or openly gay police officers?" The overall purpose of the paper was to address the issue of recruitment in California police departments over the next ten years. The specific issue selected was that of hiring suspected or openly gay males as sworn police officers, and the study involved the development of a specific model for the introduction of this group into law enforcement. This group was selected because it presents probably greater difficulty in assimilation than any other underrepresented group in law enforcement today. It was felt, however, that the model presented could be readily adapted to other minorities such as Blacks, Hispanics and the various Asian minorities that have emigrated heavily to the west coast of the United States in the past 15-20 years and are substantially underrepresented in California law enforcement.

The following pages contain a brief summary of the study, an interpretation of the outcomes, and a statement of future implications for police organizations in California and elsewhere.

SUMMARY

Objective 1 -- Forecasting the Future

This objective involved analysis of the general issue of increasing recruitment by broadening the hiring base to include suspected or openly gay males as sworn police officers. Methods included scan literature, interviews with managers in 21 California cities, with gay males regarding difficulties experienced in working in law enforcement and with academicians who had done research on the subject.

Findings reinforced the information that recruitment is a serious issue in California and will become more so in the future. They also showed that, with the exception of the City and County of San Francisco law enforcement departments and the University of San Francisco Police Department, no police manager had any suspected or openly gay males on their department. Many of the objections to the hiring of police officers were emotional in nature and appeared to stem from fear that the officer's lifestyle would impinge on his effectiveness as a police officer.

The Modified Delphi process identified eight trends, of which five emerged as most important. Three of these involved the courts and other pressures external to law enforcement for the hiring of gays, one trend involved homophobia, or fear of homosexuals, and the last trend was that violence toward gays must be handled by local police officers.

Similarly, five top-ranking events were identified. They included: court actions forbidding discrimination, the death of a gay officer from AIDS, the first officer in a department becoming open about his lifestyle, and the initiation of cultural awareness training. The last event identified was the decision by a police chief to employ suspected or openly gay police officers.

This objective closed with three scenarios, two of which were used for comparison purposes. One involved a purely custodial chief, and the effect of his passivity on his department, and the second a proactive chief and the beneficial effects of his proactivity.

Objective 2 -- Strategic Planning

The strategic plan involved mapping the general path from the present to the desired future. The mission of the project involved reduction of court action, promotion of better understanding of gays, establishment of anti-discrimination policies and programs to smooth the assimilation process. The WOTS-UP analysis identified weaknesses

that included homophobia; opportunities that chiefly involved the increase in ease of recruitment as well as generalized reduction in macho pressure on the individual police officer; threats involving the fears of local citizenry as well as fears within the department itself, fears within the department itself, fears arising from homophobia; and the strengths of the plan which included the use of trained professionals external to the department to ease the assimilation process. The capability analysis indicated that, with a proactive stance from both city and police administration, the plan was manageable. Stakeholders identified included members of all levels of police personnel and administration, city administration, the gay community, existing gay officers in the closet with the Police Association, the manpower pool and the courts were identified as snaildarters.

Finally, the Delphi panel recommended five policies for the implementation strategy. The policies included the implementation of non-discrimination policies, a pro-active stance taken by upper levels of police management and city administrators, mandatory AIDS testing, a program of awareness training, and the requirement that hiring be done on the basis of merit without reference to a quota system.

Objective 3 -- Transition Management

In this section, the Modified Delphi panel identified the Critical Mass as the police chief, the city manager, police management and supervisors, gay applicants, the gay community, the courts and existing members of the police organization involved in the plan. Of these, the first five were seen as involved with bringing about change while the courts and existing police officers as being potentially at the "block it" stage.

Steps to be taken involved the establishment of city non-discrimination policies, of parallel department regulations, development and implementation of awareness training and an evaluation step to be used in monitoring the total program. Responsibility chart-

ing (RASI) indicated that the chief carried the bulk of responsibility for the program with support required across the board from police management and supervisors. Readiness/Capability showed that the city administrator, the police chief, the gay candidates and the gay community were high in both readiness and capability; managers and supervisors were seen as medium, and the individual members of the police organization (i.e. patrol officers) as being low in readiness, and therefore, the chief target of the awareness training. Finally, the transition plan involved team-building that was both vertical and horizontal to assist in the conduct and monitoring of the program.

CONCLUSIONS

This study has been used to take the recruitment dilemma identified as a lack of qualified candidates for the police officer position and offer as a solution the recruitment of groups that have in the past not been recruited. In this study, the suspected or openly gay applicant was chosen to illustrate a model program for increasing the recruitment pool.

Note was taken of the fact that not only are there 5000 unfilled police positions in California at present, but that an additional 8600 officers will be required by the year 2000 to fill police requirements at that time given the yearly increase in California residents. Many of these positions could be filled by minorities not represented in police departments. The program offered was that of developing methods of providing acceptance of minorities not now represented in law enforcement in California. This would include not only the classic Black and Hispanic minorities, but male gays and immigrants from those Asian countries who have entered the United States in large numbers since the close of the Vietnam conflict.

Since law enforcement tends to be dominated by white males at almost all levels, and since sworn personnel tend to be very conservative in their outlook, the point was made that it will be necessary to consider effective methods both of recruiting and retaining members of minority groups. It is not likely that such groups would find automatic acceptance either in hiring or retention so that any attempt to increase police ranks in this fashion would be doomed to failure unless specific steps were taken to prepare police departments for the entrance of such personnel.

As previously expressed, any new recruit must undergo a period of proving himself before he gains the acceptance of fellow officers. A suspected or known gay male entering the force would have a double job in this respect, both proving himself in the normal fashion and demonstrating that, despite his lifestyle, he is a man worthy of the name. Without a program designed to prepare a department for the acceptance of gay males as persons, the new gay recruit's task of gaining acceptance would be difficult, if not impossible, to accomplish.

As indicated earlier, suspected or openly gay males were chosen as a model group because they would likely be the most difficult to assimilate into existing departments. This is based on the opinion of the average sworn officer who does not see gay males as being genuinely masculine and therefore not trustworthy either as a partner or as a backup. The writer chose this group as the subject of this study because they presented the greatest challenge. It is assumed that if such a program would work with the most difficult minority, then similar programs would probably work with groups less difficult to assimilate. Investigation showed that the issue was not EEO/AA related and therefore quotas would not be involved.

The following were the key elements in the plan. First, and most important, is a policy of non-discrimination that includes the group in question. It is important that this

policy make plain that group members are to be treated on merit rather than in an atmosphere of special treatment. If this is not done, the resistance within the department will be almost insurmountable. This policy would be best initiated at the city chief executive level, though it could be initiated by the chief of police. Second, such a policy must be supported by both city officials and the chief of police in a proactive, daily fashion.

Third, it will be necessary to provide a program of awareness or cultural diversity training for personnel at all levels, training aimed at enabling police and other city personnel to come to know minority members as human beings rather than as members of a special group. This will make it possible to eliminate personal prejudices among individual members of the police force and thus provide a change in behavior toward the minority in question. Last, as was mentioned above, executives, managers, and supervisors will have to make it clear to subordinates that the minority under consideration must be treated on merit only, and that the program is not designed to provide them with privileged status or special treatment.

Overall, the program is required because of the need to enable people in an established, conservative organization to be comfortable with the change being initiated, and to render them prepared to accept the new group coming in without condemning them a priori because of their minority status.

In essence, this study addressed a human relations issue. Managing diversity does not mean controlling or containing it. It means enabling every member of the work force to perform at his or her potential, irrespective of race, sex, national origin, or sexual orientation. Introducing the projected change would involve a change process for departments and organizations. Managers and supervisors would have to be change agents in this process since they are more directly involved with the sworn officer than either the police chief or the city administrator. It is understood that this program would not be

easy to administer. Mistakes will occur, and adjustments in the program will have to be made. Conflicts and failure always occur when new territory is explored. There is no set way or solution. Only cooperation at all levels is required.

IMPLICATIONS

American values, attitudes, and ethical issues have changed over the past 30 years. The country has gone through difficult times, including assassinations of political figures, Vietnam, Watergate, and movements calling for peace, equality of people's rights, and protection of our environment.

This paper has been used to identify the recruitment dilemma of an insufficient number of candidates to meet the future needs of law enforcement. The paper then progresses to a human resources issue involving the understanding of cultural differences, also known as valuing diversity.

How is it possible to manage with sensitivity for individual differences? The police officer needs to deal with various cultures on the outside as well as within the organization. How can a police department manage and work with deep-rooted attitudes, expectations, values, perspectives, stereotypes, and assumptions?

If management acts to bring in new groups or minorities, there will be a change in the comfort level of the organization. Individual and group prejudices will be challenged, and resistance will build unless measures are taken to smooth the path of change. Innovative leadership, therefore, will be needed to bring about cultural organizational change.

This can be accomplished in part by firm command and leadership from the highest echelons of management, but comprehensive awareness training designed to assist in the pattern of individual thinking about new and different individuals will be required if

the program is to succeed. Behavior can be changed, and accountability will provide the difference between lip service and genuine results.

The writer began this research project as an exercise for the future. As he explained the topic to many police managers, they responded that he was taking a chance to embark on such a journey. Comments to the effect that law enforcement is not yet ready for such a change in hiring practices were made despite the fact that the speakers had already dealt with some type of related issue.

Each time police managers were asked if they had gay or lesbian officers in their departments, they responded that they had lesbians on the force, but no gay males. These managers did not see the lesbian officer as presenting a problem to the department. Initially, the project involved both gay and lesbian officers, but was modified to include only gays since interview data showed that lesbians were accepted without difficulty, but that gays were not. This shift in the focus of the research was based on interviews and discussions with more than 20 upper-level police managers.

The sensitive nature of the subject brought into sharp focus the ethical issues of unfair treatment in hiring, retention, and promotional practices. These issues, of course, involved both individual and group prejudices about the minority chosen for the model program, and rendered the subject that much more important for the future. Many of the conversations with police managers were on a one-to-one confidential basis so that the respondent's remarks could not be specifically identified within the context of the paper. In some cases, the topic was compared to the issue of hiring females, Blacks, and Hispanics 30 years ago. In this sense, it appeared that many of the respondents felt that the issue was being brought into focus prematurely.

The writer realizes that many people are uneasy discussing the topic that is the subject of this paper. The term "homophobia" that refers to a fear of or discomfort with

the male homosexual is very real. When the respondents were asked to what extent they knew a gay individual out of the police context of law enforcement, through social, community, or business contacts, most replied in the negative. The fact that many of the respondents had not had this opportunity was probably directly related to their feelings of homophobia. The simple fact is that many of them probably were acquainted with gay males, but were not aware of the fact.

This paper was not designed to evaluate homosexuality. In a sociological context, whether the behavior is regarded as deviant or not depends on the responses of others in the surrounding community to the behavior. Considering organizational dynamics, should an employee merely accept the culture, the values, and the morality surrounding the organization? What happens to these organizations if the community context changes, or if change is brought into the organization either from without or within?

A major change such as the hiring of the suspected or openly gay applicant, or accepting an officer previously in the closet who chooses to make his lifestyle known, is not something that can be done overnight. One of the many considerations must be the geographical location of the department and the sociological effect of geography. Urban, suburban, and rural communities differ widely in their willingness to accept the new and different. Rural areas may be the least willing to accept the applicant who is other than white and heterosexual. The prejudice against the gay officer may be an intense reflection of prejudice against any applicant who is "different." Suburban areas may be more accepting, and those living in urban areas simply may be indifferent to the issue. The percentage of known gays in the community is another issue that impinges on the case. Community support for the hiring of suspected or open gays may well be optimal when there is a large segment of open gays who are respected by the heterosexual community in which they live.

Some police managers felt that the community can determine the issue to a great extent, but pointed out that in many areas the police officers do not live in the community in which they work. This may mean that the organization will have to study carefully both the community issue and the issue of the culture within which the officers themselves live, rather than their work environment.

The benefits of the program suggested in this paper are not necessarily restricted to the issue of recruitment. One possible by-product of a program designed to provide acceptance of suspected or openly gay officers in police departments can be a lowering in tension and risk of burnout with the average straight officer. Since of necessity the program must address the issue of masculinity and what it means to the average male, it is likely that the macho male mentality that pervades police departments and provides much of the stress that accompanies the job will be relaxed. Police officers in general will be enabled to see true courage for what it is, the conquest of fear, rather than the lack of it. Since it is expensive to replace a trained officer who must retire because of burnout, this type of program can both provide the individual officer with greater acceptance of his own feelings and save money for police departments in the long run.

The issue is not a simple one. The inescapable fact remains, however, that police recruitment is a serious problem for the coming decade. Given the growing needs of California over the next ten years, some solution must be found that will enable police departments to increase their strength to meet those needs. One method of doing this is to recruit among those groups not currently targeted by or acceptable to police organizations. Male gays are one of those groups. This study has been used to explore the issue and the methods by which including this group might be accomplished.

END NOTES

1. Department of Justice. 1989. POST Symposium on Recruitment, June 1989 - Sacramento, CA: Commission on Peace Officer Standards and Training.
2. Shinn, William. 1989. "Police Recruitment Issue is Studied", PORAC NEWS, December 1989. Page 14.
3. Signorile, Michelangelo. 1989. The Brave New World of Gay Cops "True Blue", Out Week, New York's Lesbian and Gay News Magazine. Page 38-41.

APPENDIX I

MODIFIED CONVENTIONAL DELPHI PANEL

1. **Attorney for Gay Rights, Los Angeles, CA**
2. **Superior Court Judge, Los Angeles, CA**
3. **Legal Secretary, Los Angeles, CA**
4. **Criminal Justice Educator, Los Angeles, CA**
5. **Police Officer, San Francisco Police Department, San Francisco, CA**
6. **Police Officer, San Francisco Police Department, San Francisco, CA**
7. **Police Manager, San Francisco Police Department, San Francisco, CA**
8. **Police Supervisor, San Francisco Sheriff's Department, San Francisco, CA**
9. **Police Manager, University of San Francisco, San Francisco, CA**
10. **Police Manager, Los Angeles Police Department, Los Angeles, CA**
11. **Police Manager, Los Angeles Police Department, Los Angeles, CA**
12. **Police Manager, Glendale Police Department, Glendale, CA**
13. **Police Manager, California Highway Patrol, Los Angeles, CA**
14. **Police Supervisor, Boston Police Department, Boston, MA**

APPENDIX II

TRENDS

1. **Increased pressure from the openly gay community to have police officers who are openly gay and lesbian.**
2. **Increased pressure from suspected or open gays to become police officers and to remain openly gay.**
3. **Increased desire among openly gay police officers now in the service to freely discuss their sexual orientation to the same degree as heterosexual officers.**
4. **Increased willingness on the part of open gays to engage in litigation to enforce what they see as their rights to be free of discrimination and harassment.**
5. **Increased interest on the part of openly gay officers to engage in lateral transfers to other agencies that will accept openly gay officers (i.e. other departments in the same city and county or to departments in other cities).**
6. **Increased violence towards gays, also called gay bashing, that, as a crime, must be handled by local police officers.**
7. **Fear on the part of gay citizens that police officers responding to crimes against them would delay their response, insult them, or commit reprisals so that these citizens fail to report such crimes against them.**
8. **Increase in homophobia (an unreasonable fear and hatred of homosexuality) that results in greater anti-gay pressure from members of the community, including police officers themselves.**

APPENDIX III

EVENTS

1. Court action forbidding discrimination against gay individuals in hiring, retention, and promotion as sworn officers within the police department.
2. Death of a gay officer from AIDS.
3. Death of a straight officer from AIDS.
4. Suit for damages against the gay officer and the department for improper conduct (i.e. sexual advances to the victim or arrestee).
5. Suit for damages against the straight male officer and the department for improper conduct (i.e. sexual advances to the victim or arrestee).
6. Gay membership on a city council, leading to the use of political clout to open the police department to gay officers.
7. First officer declaring himself to be gay.
8. Initiation of awareness training for straight police officers with respect to gays on the police force and sensitivity training designed to enable the average straight police officer to meet and know gay individuals in a non-law enforcement format.
9. Decision by a police chief to employ suspected or openly gay applicants as sworn officers.
10. Decision by a police chief to recruit suspected or openly gay applicants as sworn officers.
11. Decision by city council to order department chief to employ gay applicants as sworn officers.
12. Decision by city council to order department chief to recruit gay applicants as sworn officers.
13. Pentagon studies showing gays as better or as well adjusted than other applicants.
14. Pentagon studies showing gays as less well adjusted than other applicants.

APPENDIX IV

MODIFIED POLICY DELPHI GROUP

1. **Police Supervisor, Boston Police Department, Boston, MA**
2. **Police Manager, San Luis Obispo Police Department, San Luis Obispo, CA**
3. **Police Manager, University of San Francisco, San Francisco, CA**
4. **Police Manager, Glendale Police, Glendale, CA**
5. **Police Manager, Los Angeles Police Department, Los Angeles, CA**

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