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# THE DEVELOPMENT OF

# A HATE CRIME MANAGEMENT STRATEGY

# FOR LAW ENFORCEMENT DURING THE 1990'S

130543

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by

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COMMAND COLLEGE CLASS 11

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

1991

11-0209

**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).**

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# SUBTITLES

PROJECT BACKGROUND

An introduction to the issue of hate motivated crime.

PART ONE - FORECASTING THE FUTURE

How can law enforcement agencies in Alameda County best prepare to manage incidents of hate motivated crime during the next decade?

PART TWO - STRATEGIC MANAGEMENT PLAN

A model plan for Alameda County in general and the hypothetical City of Bayside, California in particular.

PART THREE - TRANSITION MANAGEMENT PLAN

A description of a management structure for a planned transition from a community divided by hate motivated criminal activity to a community united against such activity.

CONCLUSIONS AND FUTURE IMPLICATIONS

A synopsis of the project results including the need for law enforcement to take a leadership role in working with the community, the schools, and other law enforcement agencies to combat hate motivated crime.

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**Abstract**

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The Development of a Hate Crime Management Strategy for Law Enforcement During the 1990's.

Michael R. Oliver. Sponsoring Agency: California Commission on Peace Officer Standards and Training.1991.
Availability: Commission on POST, Center for Leadership Development, 1601 Alhambra Blvd., Sacramento, CA 95816-7053.
Single copies free; Order number 11-0209.
National Institute of Justice/NCJRS Microfiche Program, Box 6000, Rockville, MD 20850
Microfiche free. Microfiche number NCJ _____.

## Abstract

The research study consists of three parts: a futures study of how law enforcement agencies in Alameda County, California can best prepare to manage hate motivated crimes during the next decade; a model strategic plan; and a transition management plan for a hypothetical city, Bayside. The levels of five current trends and five high probability future events were examined and forecast. Alternative future scenarios were written. Policy recommendations emphasize a high visibility leadership role by law enforcement in working with the city, the community, and the schools to combat hate crime activity. The model strategic plan includes generic concepts and specific implementation systems. The transition management plan presents a feasible management structure and supporting technologies. Hate crime data; trend and event evaluations and forecasts; graphics in appendixes; references; and bibliography.

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## EXECUTIVE SUMMARY

11-0209

## PART I: FORECASTING THE FUTURE

Hate Crime: Across the country states are experiencing dramatic increases in hate crime, those acts of intimidation, harassment, and physical force directed against persons or their families, or their property, motivated all or in part by their perceived race, religion, ethnic background, or sexual orientation. In 1989 sharp increases were experienced in Boston, New York City, Baltimore County, Maryland, and Los Angeles County, California.

Hate crime began to emerge in Alameda County, California during 1989. Cross burnings have been experienced, racial graffiti and harassment have been reported, and hate literature has been distributed. More and more minorities are moving into California and into Alameda County, and indications are that hate crime will continue to increase here as it has throughout the United States.

How Can Law Enforcement Agencies in Alameda County Best Prepare to Manage Hate Motivated Crime During the Next Decade? The issue question was studied by ten people who formed a Nominal Group Technique (NGT) panel and were brought together in San Leandro. The criteria for selection were varying positions and backgrounds, and knowledge of the issues surrounding hate crime. Five key trends were selected as being related to the thrust of this study: (1) reporting of hate crimes by victims, (2) hate crime sanctions, (3) success of prosecution of hate crime offenders, (4) violence used as a expression of bigotry, and (5) public awareness of hate crime. Five possible future events were considered as critical: (1) a major war involving the U.S., (2) unprecedented growth of hate groups, (3) a riot in a major California city, (4) state

training commission mandates hate crime and cultural awareness training for law enforcement, and (5) state funding for hate crime data collection is approved. This combination of trends and events became the focus for the development of policies to produce desired change.

## PART II: STRATEGIC MANAGEMENT PLAN

Organizational Analysis: A hypothetical city, Bayside, located in central Alameda County was analyzed to determine its external and internal resources, and its capability to accept change.

Policies: A modified policy delphi was used to select policies which were both desirable and feasible:

1. To develop a visible posture of anti-racism, anti-discrimination, pro-conflict resolution within the police department, the city, and the community.

2. To develop and implement an education program for the workforce dealing with hate crime, culture awareness, and conflict resolution.

3. To develop and implement a cooperative hate crime prevention effort with other law enforcement agencies.

4. To develop and implement a cooperative hate crime prevention effort with the community.

5. To develop and implement a cooperative hate crime prevention effort with the schools.

6. To market the departmental hate crime strategy to the community.

Implementation Plan: Key stakeholders and their positions relative to the proposed policies were analyzed. A strategy designed to elicit stakeholder support was developed to implement the policies.

## PART III: TRANSITION MANAGEMENT PLAN

Policy Implementation: Members of the critical mass were identified and analyzed in terms of their commitment levels, and their readiness and capability for change.

Transition Management: A transition manager working with specific project managers was selected to ensure implementation of the strategic management plan. Supporting technologies are recommended and discussed.

# EPIGRAPH

Hate crimes have no place in a free society.

President George Bush
Address to Arab Americans
Washington, D.C.
September 24, 1990

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# PROJECT BACKGROUND

Thomas Jefferson, a brilliant scholar and founding father of our country, established a foundation for fundamental human rights when he wrote, "We hold these truths to be self evident: that all men are created equal, that they are endowed by their creator with certain inalienable rights. Among these are life, liberty, and the pursuit of happiness." These rights, inherent to all human beings and supported and protected by law enforcement, have been repeatedly upheld and reinforced at the national and state levels. During the 1980's California enacted the Tom Banes Civil Rights Act, the Unruh Civil Rights Act, and the Ralph Civil Rights Act to give both criminal and civil redress to victims of civil rights violations. Yet, we continue to see increases in cross burnings, Jewish cemetery desecrations, beatings of gay men and racially motivated violence, all examples of what is popularly referred to as "hate crime."

This research project studies hate crime and the present and future impact it will have on municipal law enforcement agencies. If current trends are any sign, the impact could be staggering.

**What Is Hate Crime?**

The Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence has adopted a very comprehensive definition of hate crime for use in California:

> **...any act of intimidation, harassment, physical force or threat of physical force directed against any person, or family, or their property or advocate, motivated either in whole or in part by hostility to their real or perceived race, ethnic background, national origin, religious belief, sex, age, disability, or sexual orientation, with the intention of causing fear or intimidation, or to deter the free exercise or enjoyment of any rights or privileges secured by the Constitution or the laws of the United States or the State of California whether or not performed under the color of law.**[1]

Hate crime involving race, religion, ethnic background, and sexual orientation (RRES) will be the focus of this study, as it comprises the vast majority of the reported incidents of hate crime impacting upon law enforcement.

The Racial, Ethnic, and Religious Crimes Project of the California Department of Justice has provided a variety of important definitions which serve to clarify the points of emphasis in this study:

> **<u>Motivation</u>: Incentive, inducement, desire, emotion, or similar impulse resulting in some type of action.**
>
> **<u>Race</u>: Any group or class of individuals with common characteristics distinguished by form of hair, color of skin and eyes, stature, bodily proportions, etc., that are genetically transmitted to classify it as a distinct human type.**
>
> **<u>Ethnic Group</u>: Any group or class of individuals within a culture or social system that can be distinguished on the basis of variable traits including nationality, religion, linguistics, ancestry, traditions, attire, etc.**
>
> **<u>Religion</u>: A personal awareness or conviction of the existence of a supreme being, supernatural powers, or influences controlling one's own humanity or all nature's destiny.**
>
> **<u>Sexual Orientation</u>: The direction of sexual, emotional, and/or physical attraction and preference, which may be primarily towards persons of the opposite sex (heterosexuality), primarily towards persons of the same**

**sex (gay, lesbian), or toward both in equal proportion (bisexuality).**[2]

**What Is The Problem?**

Monsignor William J. Berry, chair of the Attorney General's Commission on Racial, Ethnic, Religious and Minority Violence, probably summarized the problem best during an interview in Los Angeles by stating that hate is alive and well from the big city to the barrio to the suburbs. Evidence of this hatred was echoed across America in 1989:

* Anti-Semitic incidents reached an 11 year high.[3]
* 7,031 gay-lesbian hate related incidents were reported.[4]
* 541 confirmed hate incidents occurred in New York, the second highest number since 1980,[5] and there is a 30% increase to date in 1990.
* Boston experienced a sharp increase over the preceeding 3 years,[6] and reports a 22% increase to date in 1990.
* Baltimore County, Maryland reported a 130% increase in hate crime.[7]
* Los Angeles County experienced record levels of hate crime,[8] and has recorded a 57% increase in racial hate crime, as well as a 28% increase in religious hate crime to date in 1990.

Additionally, it is widely held that hate crimes are seriously underreported by victims. If this is true, then these statistics are but a reflection of a much larger problem.

**Why All This Hate?**

There are no easy answers to this dilema. However, fear and alienation play an important role according to the State of California Office of Criminal Justice Planning, which reports that

several recent studies indicate the increase of hate violence in our communities can be attributed to:

1) **A growing pattern of economic prejudice built upon the stereotype that minorities are making economic gains which threaten the economic and social well-being of whites;**

2) **The unprecedented numbers of Latin American and Asian immigrants have drastically changed many neighborhoods which are unprepared for the social, economic, political, and criminal justice system consequences of multicultural living;**

3) **The higher visibility of gay men, often identified as "easy targets" who are unable to fight back, combined with the increasing national fear about AIDS; and**

4) **The increasing lack of social preparedness of most young people when plunged into a multicultural school environment.**[9]

California then, being one of the most racially, ethnically, and religiously diverse locations on earth and home to a growing gay-lesbian community, seems to be a logical target for widespread hate violence during the next decade.

**Who Commits Hate Crime?**

Finn and McNeil report that fewer hate crimes are being perpetrated by organized hate groups, while more and more are being committed by individuals or small groups of individuals, predominately in the 16 to 25 age range.[10] Suall and Lowe agree that organized hate group membership is down and intergroup participation is increasing.[11] Site visits to the New York Police Department, Boston Police Department, and Los Angeles County Commission on Human Relations revealed similar information: hate

crimes are most frequently committed by persons under the age of 25, the large majority of which are under the age of 20, acting on their own as individuals or in groups of individuals.

The youth population of California, those persons between 0-17 years of age, is projected to increase by more than one million during the next decade.[12] Since hate crime appears to correlate with youth, it is likely that increases will be experienced in the hate crime rate during the 1990's.

Hate groups cannot be discounted. The Skinheads in particular are very active in California, as is the White Aryan Resistance. Recruiting is done openly in shopping centers and high schools with a focus on teenagers and young adults. Fortunately, their message is most often ignored, but will it be during the next ten years?

**How Has Law Enforcement Responded?**

The major response by law enforcement in California has been in the areas of data collection, policies and procedures, and training. To date, data collection has been done only in those states, counties, and departments which have recognized the need. The Hate Crimes Statistics Act was signed into law by President Bush in 1990 to track hate crime nationally, but implementation has yet to reach the local level. The California Hate Crimes Data Collection Bill, signed into law in 1989, had its funding vetoed and, therefore, cannot be put into action until monies are made available. Los Angeles County and Contra Costa County both have programs to collect data on hate crime, as do some police

departments, but there is no system in place to give an accurate, statewide picture.

Policies and procedures developed by the Boston Police Department (1978), New York Police Department (1980), and the National Organization of Black Law Enforcement Executives (1985) became models for law enforcement agencies throughout the nation. During the last half of the 1980's, police agencies in California began adopting policies and procedures of various forms to combat bigotry in their communities.

The New York Police Department provides hate crime training for all department personnel, as does the Boston Police Department and the Minneapolis Police Department. Many police departments in California provide hate crime and/or cultural awareness training of one sort or another to their personnel as well. The only training required by the Commission on Peace Officer Standards and Training (POST) is at the academy level where learning goals have been established for both hate crime and cultural awareness. POST is currently studying the feasibility of additional cultural awareness training.

As we move into the 1990's, the escalating problem of hate crime is proving to be a real challenge for law enforcement. The purpose of this study is to determine how law enforcement can best prepare to manage this challenge during the next decade.

# PART 1: FORECASTING THE FUTURE

Historically law enforcement has been greatly criticized when it has failed to adequately prepare for events or circumstances coming under its purview. With hate crime emerging as an issue in California, and specifically in Alameda County, it will likely impact a majority of law enforcement agencies during the 1990's. The issue this futures research project addresses is:

How Can Law Enforcement Agencies in Alameda County Best Prepare to Manage Incidents of Hate Motivated Crime During the Next Decade?

In order to focus the area of this study, a futures wheel (Appendix A) was employed to identify the relevant collateral sub-issues. They are:

1. What policies and procedures should be developed by law enforcement to confront hate crime issues?
2. What training should be implemented by law enforcement to address hate crime?
3. What relationships and cooperative efforts should be cultivated and encouraged to combat hate crime?

**Trends and Events: Identification**

Trends are defined as patterns of happenings over time, while events are discrete occurrences which either happen or do not happen. Trends and events are identified, screened, and forecasted in order to examine their future interrelationships and resulting impact upon the issue and sub-issues being studied.

Literature scanning, interviews with subject matter experts, and site visits to the New York Police Department Bias Incident Investigating Unit and the Boston Police Department Community Disorders Unit provided initial lists of trends and possible future events which might impact upon the issue being studied. A Nominal Group Technique (NGT) panel (a variety of experts brought together for purposes of identifying, screening, and forecasting trends and events, and analyzing their impact upon one another and the issue at hand, Appendix B) was utilized to add to the lists. A list of 55 trends and a list of 53 events (Appendix C) were brainstormed by the panel. A voting process was used to reduce the list of trends to the 12 most relevant to the issue. A screening form (Appendix D) was then employed to identify the 5 trends most desirable to forecast for purposes of strategic planning. The trends identified are:

1. The Level of Hate Crime Reporting by Victims: The rate at which hate crime incidents are actually reported to law enforcement by victims.

2. The Level of Hate Crime Sanctions: The number and severity of criminal and civil sanctions instituted to combat hate crime.

3. The Level of Successful Prosecutions of Hate Crime Offenders: The number of favorable judgments won in both criminal and civil hate crime cases.

4. The Level of Violence as an Expression of Bigotry: The amount of violence used by perpetrators against victims during the commission of hate crime incidents.

5. The Level of Public Awareness of Hate Crime: The level of knowledge and understanding held by the public at large with regard to the issue of hate crime and its impact on the community.

The NGT panel, by means of a voting process, then selected 5

possible future events which could potentially impact the issue being studied. The events identified are:

1. Major War Involving the U.S. Breaks Out: The United States involves itself in a military conflict of major proportion and duration.

2. Unprecedented Growth in Hate Groups Occurs: The growth of organized hate groups in California, such as the Skinheads, White Aryan Resistance and Klu Klux Klan, occurs in never-seen-before proportions.

3. Riot Occurs in a Major California City: A riot, in equal or greater proportion to those seen in the 1960's, involving at least one minority group, takes place in a major California city.

4. The Commission on Peace Officer Standards and Training (POST) Mandates Hate Crime and Cultural Awareness Training for Law Enforcement: POST requires all law enforcement officers in California to undergo mandatory training in the investigation of hate crime incidents, the laws, both criminal and civil, which pertain to hate crime, the impact hate crime has on the victims and the community, and the differences and similarities of the cultures represented in the community.

5. Funding for State Hate Crimes Data Collection Approved: The state approves funding for implementation of the Hate Crimes Data Collection Bill (section 13023 of the Penal Code), which requires the Department of Justice to collect and maintain statistics regarding hate crime in California.

**Trend Forecasting and Analysis**

The NGT panel next forecast the 5 trends. All trend levels were assigned an arbitrary present-day level of 100. Panel members were each asked to privately estimate where the trend level was 5 years ago, and where the trend levels "will be" 5 and 10 years from now if there are no intervening factors to influence them (nominal forecasts.) The panel was also asked to estimate where the trend levels "should be" 5 and 10 years from now if influenced in a

positive manner by intervening events (normative forecasts.) The forecasts (Appendix E) were graphed (Appendix F) and analyzed:

**Trend One: The Level of Reporting of Hate Crime by Victims. Analysis.** "Bias related crimes are seriously underreported by victims - by more than fifty percent, according to some accounts."[13] The panel forecast that the trend of underreporting will continue over the next 10 years, though the ratio of reporting to actual crimes committed will improve somewhat. The range varied substantially as a few panel members believed that underreporting would worsen during the next decade, while most felt that reporting would increase to some degree. One panel member forecast a fivefold increase in reporting. The forecasts of this panel member were generally discounted as they were extreme when compared to the other forecasts.

If proper police intervention occurs, the panel felt that underreporting of hate crime could be dramatically improved over the next 10 years. A fourfold increase in reporting could be realized if policies were implemented to create an environment in which victims feel safe and secure, and in which a mutual trust between law enforcement and the community is created.

**Trend Two: The Level of Hate Crime Sanctions. Analysis.** There have been numerous hate crime statutes instituted at the state and federal levels. If the current trend were allowed to run its course, the panel members felt that there would be little else done to improve upon or add to the sanctions already in place. Some panel members believed that the current sanctions would lose

some of their impact. However, if an event or series of events occurred, or if proper policies were put into place, the numbers of sanctions could double during the next decade giving a clear message to hate crime offenders that their acts of bigotry will not be tolerated.

**Trend Three: The Level of Successful Prosecutions of Hate Crime Offenders. Analysis.** There was great disparity among panel members regarding how this trend would play out over the next 10 years if left unimpeded. Some panelists felt that the success of prosecutions is cyclical, is based upon the current popularity of the hate crime issue, and is likely to wane during the next decade. Most felt there would be some mild improvement in the numbers due to the increasing amount of media coverage hate crime receives. A few members felt that the level of successful hate crime prosecutions would double. If policies were implemented or events occurred which created among the general public more awareness of and less tolerance for hate crime, more focused investigations by law enforcement, and greater emphasis by prosecutors, then the number of successful prosecutions could easily double or triple.

**Trend Four: The Level of Violence Used as an Expression of Bigotry. Analysis.** All of the subject matter experts interviewed during the background research portion of this study agreed that the level of violence is increasing during the commission of hate crime. The panel forecast that the level of violence would continue to escalate during the decade resulting in a 50-150 percent increase by the year 2000. The panel could not agree on

the impact policy intervention would have on the level of violence. One member forecast an "idealistic" future where no violence would exist, while another panelist forecast a threefold increase in violence. The majority of the group believed that the level of violence can be mitigated through effective policy intervention.

**Trend Five: The Level of Public Awareness of Hate Crime. Analysis.** While an increase in public awareness regarding the issue of hate crime has been experienced over the last 5 years, the panel disagreed about what the next 10 years will bring if the trend is allowed to play itself out. Several members of the panel believed that public awareness and concern will dwindle as other issues come to the forefront. The majority of the group forecast a mild increase in the level of public awareness likely created by the increased and sensationalized press coverage given hate crime. However, there was consensus regarding the power proper policy intervention would have in dramatically increasing the level of public awareness of hate crime issues throughout the 1990's.

**Event Forecasting and Analysis**

The NGT panel was next asked to forecast the percent probability of each of the 5 selected events occurring during the next 5 and 10 year periods. The members were also asked to forecast the number of years downline when the probability would first exceed 0 for each event, and the positive and negative impact each event would have upon the issue being studied. These forecasts (Appendix G) were graphed (Appendix H) and analyzed:

**Event One: Major War Involving the United States Breaks Out. Analysis.** The panelists felt there was a great chance that this event would occur over the 10 year period, especially between 1990 and 1995. A few members forecast that there was only a 50 percent chance of occurrence during the decade, but the remainder of the group forecast the likelihood of occurrence at or near 100 percent by the year 2000. The current Persian Gulf crisis influenced the panel in their decision making; however, the median panel result showed a less than 40 percent chance of war during the next 2 years which downplays the significance of the current situation.

History has demonstrated how immigrant Americans and native born Americans of immigrant heritage are treated when the United States goes to war with their country of origin or perceived origin. Currently, Arab Americans are experiencing misplaced hatred which will surely escalate if war breaks out in the Middle East. The high level of importance placed upon this event by the panel exemplified their concern for the repercussions likely to be experienced here in the United States should war break out.

**Event Two: Unprecedented Growth in Hate Groups. Analysis.** Skinheads are the most active organized hate group in California. According to the Anti-Defamation League, the Skinheads have not grown in number the last 2 years. Other hate groups exist in California as well, including the White Aryan Resistance, the Klu Klux Klan, and the Identity Movement. The nominal group forecast that the unprecedented growth of organized hate groups is likely to occur in California during the next 10 years. The greatest

likelihood of occurrence is between 1993-1995. The majority of the panelists forecast the probability of this event occurring between 60 and 85 percent by the year 2000. Should this unprecedented growth take place, it will strain law enforcement resources, but will force law enforcement to take corrective action to combat the ensuing hatred.

**Event Three: Riot Occurs in a Major California City. Analysis.** In a study conducted by William L. Tafoya, PhD., a panel of law enforcement executives forecast that "by the year 1999 urban unrest and civil disorder (of the 1960's and 1970's variety) will take place throughout the United States. It is expected that this future rebellion will eclipse the past turbulence and violence in magnitude, intensity, and duration."[14] The majority of the NGT panel forecast the likelihood of a riot in a major California city by a minority group as extremely likely by the year 2000. The median forecast was 50 percent by 1995, rising to over 80 percent by the end of the decade. The period 1993-1995 poses the greatest threat, but a riot of major proportion could easily occur between 1995 and 2000. A riot of great magnitude would stretch law enforcement resources to the breaking point as attempts were made to restore law and order, as well as manage the backlash of violence and hatred likely to erupt in response to lawlessness.

**Event Four: POST Mandates Hate Crime and Cultural Awareness Training for Police Officers. Analysis.** Currently there is no mandated training in the areas of hate crime and cultural awareness for police officers in California beyond academy learning goals.

POST is studying the feasibility of cultural awareness training, but has not required it to date. Although there were a variety of views expressed by the panel, they forecast that mandatory training will likely be required during the next 10 years. The period during which this event is most likely to occur is the 3 year period beginning in 1993 with a panel median result of 95 percent by 1995. Most panelists forecast a 100 percent likelihood of occurrence by the decade's end. The members felt that the impact to law enforcement would be highly favorable with few negative side effects.

**Event Five: State Funding for Hate Crime Data Collection Approved. Analysis.** The State Hate Crime Data Collection Bill (SBS 202-Watson) was signed into law in September 1989. Unfortunately, the governor vetoed funding thus preventing the bill from being implemented. The NGT panel forecast that funding for the bill was likely during the next 10 years. A few members were skeptical, but the majority forecast a 90+ percent probability of occurrence by 2000. The time period of 1992-1995 shows the most promise for funding. The impact on law enforcement will be tremendously positive as the data collected will give a more accurate picture of the problem's scope. The only downside of the event is that law enforcement will have to keep hate crime statistics.

The panel members also felt that the turning over of Hong Kong to Communist China in 1997 will be a significant event. Since this event is generally looked upon as a "sure thing," its probability

was not forecast. However, its impact upon the issue and sub-issues was forecast; the panel believing that there would be equal positive and negative impacts from this event. Increased immigration and financial investment in the U.S. by Southeast Asians will both cause repercussions which will filter down to the law enforcement level.

**Cross Impact Analysis**

The NGT panel next completed a cross impact analysis form (Appendix I) which gauged the impact of each selected event, should it occur, upon the other forecasted events and trends. A blank box indicates that the identified event has no impact upon the related event or trend. A positive value indicates that the identified event increases the probability of occurrence of the related event and/or increases the level of the related trend by the percentage shown. A negative value indicates just the opposite: the probability of occurrence of the related event and/or the level of the designated trend is decreased by the percentage shown.

The events which will cause the greatest amount of change, called "actor" events, were identified by counting the number of "hits" each event had horizontally across the cross-impact analysis form. The higher the number of hits, the greater the role that actor event will have in causing change, should it occur. The "actor" events and their resulting impacts upon related events and trends were identified in order of importance as:

**Event Two, Unprecedented Growth in Hate Groups.**

The positive impacts of this event are:

1. Increases the likelihood of mandatory hate crime and cultural awareness training for law enforcement.

2. Increases the likelihood of funding for hate crime data collection.

3. Increases hate crime reporting by victims.

4. Increases the likelihood of new hate crime sanctions.

5. Increases the likelihood of more successful prosecutions of hate crime offenders.

6. Increases public awareness of hate crime.

The negative impacts are:

1. Increases the likelihood of a riot in a major California city.

2. Increases violence as an expression of bigotry.

**Event Three, Riot Occurs in a Major California City.**

The positive impacts of this event are:

1. Slightly increases the likelihood of mandated hate crime and cultural awareness training for law enforcement.

2. Slightly increases the likelihood of funding for hate crime data collection.

3. Slightly increases hate crime reporting by victims.

4. Slightly increases public awareness of hate crime.

The negative impacts of this event are:

1. Increases the growth of organized hate groups.

2. Increases violence as an expression of bigotry.

**Event Five, State Funding for Hate Crime Data Collection Approved.**

The positive impacts of this event are:

1. Increases the likelihood of mandated hate crime and cultural awareness training for law enforcement.

2. Increases reporting of hate crime by victims.

3. Increases successful prosecution of hate crime offenders.

4. Increases public awareness of hate crime.

The negative impact of this event is:

1. A slight backlash increasing the size of hate groups.

**Event One, Major War Involving the U.S. Breaks Out.**

The positive impacts of this event are:

1. Slightly increases the reporting of hate crime by victims.

2. Slightly increases public awareness of hate crime.

The negative impacts of this event are:

1. Increases growth in organized hate groups.

2. Slightly increases the possibility of a riot in a major California city.

3. Slightly reduces the likelihood of funding for hate crime data collection.

4. Increases violence as an expression of bigotry.

Should any "actor" event occur, it will have significant impact upon law enforcement preparation towards the management of hate crime incidents, and is thus worthy of policy consideration.

The "reactor" events and trends, those events and trends most subject to impact by particular events in the forecasted set, were identified by the number of vertical "hits" they received on the cross impact analysis form. The reactor events in order of their importance are:

Trend One: Reporting of Hate Crime by Victims

Trend Five: Public Awareness of Hate Crime

Event Five: State Funding for Data Collection Approved

Trend Two: Hate Crime Sanctions

Due to their sensitivity to particular change agents, each of these "reactors" can be significantly impacted by appropriately timed policy intervention.

**Scenarios**

The information generated from the trend and event forecasting and the cross impact analysis, coupled with analysis of emerging issues related to hate crime and law enforcement, was used to develop three glimpses into the future of a fictitious city, Bayside, its police department, and its surrounding communities within Alameda County. The following scenarios encapsulate those glimpses.

**Exploratory "Play Out" Scenario**

HATE CRIME MORE FREQUENT, VIOLENT DURING THE 1990'S

Daily Review. January 23, 2000. The 1990's proved to be a decade of increased hatred and violence in Alameda County. The hate crime rate rose steadily and the increases were characterized by more and more violence. Hate crime first emerged as an issue in late 1989 when 3 students at Bayside Junior High School brought dolls dressed as Klu Klux Klansmen on campus. The incident was

followed by an unrelated cross burning in the yard of a black family living in Bayside. Hate crime spread to other cities in the county in 1990. The most frequent forms of bigotry initially were verbal and written threats, harassment, and graffiti. However, as the decade grew older, violence appeared more frequently. During the 1990's the county attributed 7 homicides, 52 serious aggravated assaults, and 247 simple assaults to acts motivated by hate. Threats, harassment and vandalism skyrocketed as well. Bayside experienced 2 homicides, 13 major assaults, 39 simple assaults, 67 acts of vandalism, and 92 acts of harassment or intimidation during the decade.

The various victim advocate groups have accused law enforcement in general, and the Bayside Police Department in particular, of being slow to take action to curb this unprecedented tide of hate crime. Chief John Paul and the Alameda County Chiefs' of Police Association have replied that law enforcement's hands are tied by a lack of financial resources. The chiefs admit that there are things which could be done in the areas of training and community programs, but the money just isn't there to "pay the freight." Hate crime is investigated and given the same priority as any other like crime, and when suspects are identified, complaints are sought from the district attorney. The number of cases successfully prosecuted rose some 30% between 1990-1995, but leveled off during the latter half of the decade.

A review of arrests made for hate crime offenses during the decade indicates that teenagers and young adults play a predominant

role. Most of suspects arrested continue to be individuals under the age of 20, acting spontaneously, either alone or with a group of other individuals. However, there is also a block of suspects currently in the 25-30 age bracket (who were teenagers when the problem first emerged in 1989-1990). Throughout the decade 10-15% of the arrests were of suspects associated to some organized hate group, usually the Skinheads.

Community interest in and awareness of hate crime in Bayside has risen as evidenced by the formation of community activist groups focused on finding solutions to the problem. They are demanding increased sanctions against hate crime, and are enraged that there has been little effort to legislate laws and create programs which would assist in curbing hatred in Bayside. The activists are insisting that Chief Paul and the city government address this serious issue and do what has to be done, regardless of the financial cost.

**Normative "Feared, But Possible" Scenario**

THE 1990'S, A DECADE OF HATE

The Tribune. February 1, 2000. The city of Bayside is reeling from one of its most challenging decades in history. The issue of hate crime emerged in late 1989. The victim advocate groups and the citizens were alarmed as hate crime spread throughout the county the early 1990's. Bayside experienced a few

incidents of vandalism and harassment directed at minorities during 1990-1991, but when war broke out in the Persian Gulf in mid-1992, hate surfaced in never-seen-before proportions. Reports of hate motivated violence poured into the Bayside Police Department, the victims of which were predominately Arab Americans. Gas stations and convenience stores were the frequent target of vandalism, and their Arab American owners singled out in violent attacks by male suspects, usually in their late teens and early 20's. The Skinheads used this outpouring of hatred as an opportunity for recruitment, and passed out leaflets in shopping centers and schools. There were frequent clashes between anti-hate advocates and the Skinheads, and between groups of minority youths and the Skinheads, which drained police department resources.

Newspaper articles with inflammatory headlines frequently addressed the new hate epidemic. Frustration levels increased in the minority communities of Oakland, and demonstrations began to surface by the beginning of 1993. By mid-year, the minority communities were done with rhetoric and riots erupted. All local law enforcement agencies, including the Bayside Police Department, sent officers to assist. However, many officers had not had any riot control training since the police academy. The result was a certain amount of chaos on the part of the police, causing the riots to spread into northern Bayside. The National Guard was called in and order restored over the period of two weeks. There was considerable damage done in both Oakland and Bayside, totaling in the millions of dollars. The citizens of Bayside were irate and

racial hatred was at a boiling point. Minorities were being attacked by whites in the schools and on the city streets. Groups of minorities banded together and sought out white targets in retaliation. The Bayside Police Department was stretched to its limits just responding to the number of incidents which were taking place.

Funding for implementation of the Hate Crime Data Collection Bill and funding for Commission on Peace Officer Standards and Training (POST) mandated hate crime and cultural awareness training was set aside each budget year. Although the importance of funding these programs was recognized by the budget decision makers and the politicians, the money just wasn't there.

A wave of public awareness and interest regarding hate crime was seen in 1994-1995. The citizens of Bayside wanted action. Political pressure to resolve the many problems feeding the hate crime issue was at an all time high in the city and the county. The citizens weren't satisfied by the increase in the number of cases successfully prosecuted; they wanted hate crime stopped. Minorities accused authorities of turning their back on the problem, while whites accused authorities of ignoring those cases where whites were victims and minorities were suspects.

The latter half of the decade continued much as the first. The Persian Gulf war ended in 1996, but the anger towards Arab Americans didn't. Whites in Bayside became more and more frustrated and angry as minorities increased in numbers and political power. The first black councilman was elected in Bayside

in 1996, followed by an Asian councilman in 1998. The hate crime rate continued to rise each year. Anti-Semetic and anti-gay hate crime emerged as an issue the last part of the decade, but not nearly at the level of racially motivated hate crime. The Anti-Defamation League reported that the ranks of Skinheads rose in California to over 4,000 members between 1992 and 1998, apparently fueled by the increase in hate.

A review of those suspects arrested for hate crime during the decade shows that teenagers and young adults continue to be primarily responsible for acts of hate motivated violence. 70% of those arrested were under the age of 23, and 90% were under the age of 27. 17% of those arrested were believed to belong or be associated with an organized hate group.

The credibility of the Bayside Police Department is at an all time low. The demands from the community are overwhelming, and the expectations of the mayor and council are impossible to meet. If Chief Paul had only recognized the potential impact of hate motivated violence back in 1989, plans could have been made to mitigate the problem.

**Hypothetical "What If..." Scenario**

LAW ENFORCEMENT COMES OUT ON TOP IN A DECADE MARRED BY HATE

Daily Review. January 30, 2000. Our hats are off to the Bayside Police Department for the leadership example it set for

other law enforcement agencies in Alameda County in combating the increasing menace of hate crime. When hate crime first became a concern in 1989, Chief John Paul recognized its potential for creating divisiveness in the community. He also realized that officers of the Bayside Police Department had not been exposed to crimes of this nature before. The chief immediately went into action. The department developed a mission and values statement which specifically addressed the rights of all citizens and the department's pledge to ensure those rights. The chief then went public stating that the city of Bayside and the Bayside Police Department would not tolerate acts of hatred, and that such acts would receive top priority. In 1990 the department developed a policy outlining its response to hate crime incidents. Every officer received training on how to identify hate crime, how to respond to and investigate hate crime, and how to be a resource and comfort to the victim. The chief took his plan to the Alameda County Chiefs' Association and successfully lobbied for joint implementation of the Bayside policy and training for all agencies in the county.

Chief Paul did not stop here. He had reviewed several studies which suggested that rioting was a real possibility in major cities during the decade. Since Bayside borders the city of Oakland, the issue of riot and crowd control became a concern. The chief implemented a quarterly riot and crowd control training program for his personnel, and again was successful in lobbying the other county chiefs for the development of a joint training program. As

president of the Alameda County Chiefs' Association, Chief Paul organized a task force of chiefs and community representatives to work together and address areas of mutual concern so that a major confrontation might be avoided.

As hate motivated violence continued to increase during the first three years of the decade, the Alameda County Chiefs' Association successfully lobbied the state for funding for the Hate Crimes Data Collection Bill. The Department of Justice administered the program which reported shocking statistics regarding the number of confirmed hate crime incidents statewide.

In 1993-1994 the Bayside Police Department and the Bayside Unified School District developed an education program for the schools regarding hate crime and community awareness. This program, called PACT (Police and Community Together), piggybacked off the resounding success of the DARE (Drug Abuse Resistance Education) program. It included a partnership, one police officer and one social studies teacher, which instructed sixth graders. The goal was to educate kids before they reached an age where prejudice and bigotry might be acted upon. The program met with great success. Chief Paul also developed an "Adopt-A-Cop" program for the schools. Officers, who volunteered to work 2 hours per month in a classroom, were "adopted" by a class of students for that year. Each officer then had the opportunity to address a myriad of issues during the school year, including hate crime, cultural awareness, and sensitivity toward others. This program has also received high marks from students and officers alike.

The Alameda County Chiefs' Association, under the leadership of Chief Paul, lobbied the state for increased hate crime sanctions, including registration by convicted felony hate crime offenders. Although this idea was resisted at first, it was implemented in 1997 after the statewide level of hate crime rose steadily during the decade.

The Bayside Police Department was unable to curb the tide of hate crime. However, the majority of the community supported Chief Paul because of the innovative and strong position he had taken against hate. The war in the Persian Gulf generated increased hate towards Arab Americans. The rioting in Oakland generated increased hate toward other minorities. The influx of minorities into the state and the city of Bayside fed more hate and frustration. Nevertheless, the Bayside Police Department continually spread the message that hate motivated violence would not be tolerated. Chief Paul worked with other law enforcement agencies, the district attorney, community groups, and any other interested party to ensure that those committing acts of hate were brought to swift, sure justice, and that developing problems in the community were immediately addressed.

The Bayside Police Department has taken the initiative to address the issue of hate crime in new and innovative ways. Its partnership with the community is a model for all law enforcement agencies.

**Policy Considerations**

As these scenarios indicate, hate motivated violence will likely rise during the next decade. Law enforcement must act to be responsive to the needs of the community and to mitigate this undesirable trend. To that end, the following policies are suggested for consideration:

1. Police departments should develop mission statements which support the rights of all citizens regardless of their race, ethnic background, national origin, religion, sex, age, disability, or sexual orientation.

2. Police departments should develop a written policy condemning hate crime and making the investigation of hate crime incidents a top priority.

3. Police departments should develop training for all personnel regarding the identification of hate crime, the proper response and investigation of hate crime, and the assistance and referrals to be given to victims of hate crime.

4. The county police chiefs should develop uniform policies and responses to hate crime.

5. Police departments should prepare for the worst by training their officers regularly in crowd and riot control techniques.

6. Police departments should establish a community task force of law enforcement, district attorney, and community leaders to address issues of mutual concern.

7. Police departments should jointly develop with local school districts a PACT (Police and Community Together) Program to educate junior high school youth about hate crime and cultural awareness issues.

8. Police departments should develop an Adopt-a-Cop Program to put volunteer police officers in classrooms of sixth grade children two hours per month as a community outreach effort.

9. The county chiefs' association should lobby the state for increased hate crime sanctions and funding for hate crime data collection.

In order to gauge the potential impact of these trial policies upon the forecasted trends and events, a cross-impact analysis was completed (Appendix J.) The information generated will be used as background material for policy formation in the development of the strategic plan. The impact of these suggested policies upon the forecasted trends and events are:

**Policy One: Mission Statement.**

1. Increases reporting of hate crimes by victims.
2. Slightly increases successful prosecution of hate crime offenders.
3. Slightly decreases violence as an expression of bigotry.
4. Increases public awareness of hate crime.

**Policy Two: Written Policy.**

Has the same affect as Policy One.

**Policy Three: Hate Crime Training for Law Enforcement.**

1. Increases mandated hate crime training by POST.
2. Increases funding of Hate Crime Data Collection Bill.
3. Increases reporting of hate crime by victims.
4. Increases successful prosecution of hate crime offenders.
5. Decreases violence as an expression of bigotry.
6. Increases public awareness of hate crime.

**Policy Four: Uniform Policies Among Police Agencies.**

1. Slightly decreases chance of a riot in a major California city.
2. Increases mandated hate crime training by POST.
3. Increases funding of Hate Crime Data Collection Bill.
4. Increases reporting of hate crime by victims.

5. Increases hate crime sanctions.

6. Increases successful prosecution of hate crime offenders.

7. Decreases violence as an expression of bigotry.

8. Increases public awareness of hate crime.

**Policy Five: Riot Control Training.**

1. Slightly decreases violence as an expression of bigotry.

**Policy Six: Community Task Force.**

1. Same affect as Policy Four, and has greater impact on decreasing the chance of a riot in a major California city.

**Policy Seven: PACT Program.**

1. Increases reporting of hate crime by victims.

2. Decreases violence as an expression of bigotry.

3. Increases public awareness of hate crime.

**Policy Eight: Adopt-A-Cop.**

Same affect as Policy Seven.

**Policy Nine: Lobbying for Hate Crime Sanctions and Funding.**

1. Increases mandated hate crime training by POST.

2. Increases funding of Hate Crime Data Collection Bill.

3. Increases reporting of hate crime by victims.

4. Greatly increases hate crime sanctions.

5. Increases public awareness of hate crime.

**Summary**

Forecasting the future began with the identification of the issue and sub-issues to be studied. Selected trends and events which will impact upon those issues and sub-issues were identified,

forecast, and analyzed. A cross-impact analysis was completed gauging the impact of each possible future event upon the other selected events and trends. Three scenarios depicting possible future states were written based upon the information generated from the trend and event forecasts, and the cross-impact analysis. Policies which could impact the selected trends and events were suggested and analyzed, and will be used as background material for policy formation in the development of the strategic management plan.

# PART II: STRATEGIC MANAGEMENT PLAN

The normative "feared but possible" scenario will be used for the purposes of developing a strategic management plan for the police department in the fictitious city of Bayside. Bayside is located in central Alameda County, bordered by Oakland to the north, the San Francisco bay to the west, rolling hills to the east, and unincorporated county area to the south. Bayside has a population of 80,000.

Historically, the city, incorporated in 1878, developed as the population, predominately white, moved away from the core cities of San Francisco and Oakland. Approximately fifteen years ago a demographic shift began to take place. Minorities were attracted to high density and low income housing. Bayside schools began to experience students of many races and cultures. The change was slow at first, but today over twenty languages are represented among the student population. There is no one dominant minority group, but blacks, Asians, and Hispanics are predominant among the minorities represented. There is also a substantial elderly population in Bayside.

Bayside is a blue collar community with light industrial and commercial warehouse areas on the west side of town. There is a regional shopping mall on the south side accessible by public transportation. A beautiful marina, golf course, and restaurant district borders the bay to the far west. Sales tax is the largest revenue generator for the city.

The Bayside Police Department is comprised of 104 sworn officers and 51 civilians. Minorities make up approximately 15% of the workforce, but none are supervisors or command officers. The police department operates on a $13.2 million budget. To date the department has experienced a few hate crime incidents which received a great deal of public and media attention. Fortunately, these incidents were successfully resolved. Chief John Paul is concerned that hate crime is emerging as a significant issue in the community and the county, and is convinced something must be done.

A survey of all 17 Alameda County law enforcement agencies (with 17 responses) indicates that less than one third have a policy regarding agency response to hate crime. Only 2 of 17 agencies do hate crime training, while over half the agencies do cultural awareness training. Less than one third keep hate crime statistics, and those agencies doing so have only kept them the last year or two anticipating the implementation of the Hate Crime Data Collection Bill.

The objective of the strategic management plan will be to define those strategies which can be implemented by the Bayside Police Department to mitigate or prevent the highly undesirable "feared but possible" future from taking place. Hopefully, this plan will be of service to all law enforcement agencies in Alameda County where hate crime is currently emerging, as well as to any other law enforcement agency experiencing hate crime in its community.

## Situational Analysis

The first step in developing the strategic plan for the Bayside Police Department is a situation audit. The WOTS-UP methodology (Weaknesses, Opportunities, Threats, and Strengths Underlying Planning) was used to establish the framework of this audit. This process analyzes the opportunities and the threats in the environment external to the Bayside Police Department surrounding the issue of hate crime. The process also examines the internal capabilities, strengths and weaknesses of the police department and the role they play in the achievement of departmental objectives.

Sworn and non-sworn personnel from all levels of the San Leandro Police Department were used for the external and internal assessments. The panel was told that the city of Bayside and the Bayside Police Department were very similar to the city of San Leandro and the San Leandro Police Department. External opportunities and threats were brainstormed. Two capability analysis forms were completed, one to rate the internal strengths and weaknesses of the Bayside Police Department, and one to access the organization's ability to accept and implement change (Appendix K.)

### External Opportunities

Opportunities are defined as: Any promising or beneficial situations in an organization's environment. The opportunities external to the Bayside Police Department are

identified as follows:

1. Hate crime sanctions exist to combat problem.
2. Hate crime incidents are being successfully prosecuted.
3. Bayside is a diverse community.
4. A positive political climate exists in Bayside.
5. Public agencies in the community work well together.
6. Community outrage exists over hate crime.
7. There is media focus on the issue.
8. There is increased public awareness of hate crime.

**External Threats**

Threats are defined as: Those unfavorable situations in an organization's environment. The threats external to the Bayside Police Department are identified as follows:

1. The level of hate crime is increasing.
2. There is inflammatory media coverage of hate crime.
3. There is increasing violence involved in hate crime.
4. There are rapidly changing demographics in the city, county and state.
5. There are hidden agendas by victim advocate groups.
6. There is a lack of minority representation in public policy-making bodies.
7. There is community apathy towards the hate crime issue.
8. Historically, minorities perceive the community and the police department as racist.
9. There are competing demands for resources.

**Internal Strengths - Capability Analysis**

Strengths are those resources or capabilities an organization can use to effectively reach its objectives. The strengths of the Bayside Police Department are:

1. A strong, sensitive, progressive, well trained, highly educated management team.
2. A well trained supervisory staff.
3. A good, positive image in the community.
4. A call-for-service rate which allows for officer availability in the community.
5. Good community support.
6. Above average pay and benefits.
7. Above average morale among employees.

**Internal Weaknesses - Capability Analysis**

Weaknesses are those limitations, faults, or defects in the organization which keep it from achieving its objectives. The weaknesses of the Bayside Police Department are:

1. Working staff usually 10-20% below authorized strength.
2. A facility which has been outgrown.
3. A lack of training and education for line personnel.
4. Apathy towards the hate crime issue at line and supervisory levels.
5. Budget constraints for new programs.
6. Less than desirable success in retaining minority personnel.
7. Poor internal communication.

**Organizational Capability Analysis**

The capability analysis measures Bayside Police Department's capacity for change in several areas: top management, overall organizational climate, and overall organizational competence. The results of this analysis are:

1. Top management is viewed as well trained, highly educated, and skilled to the degree necessary to develop a strategic response to the hate crime issue.

2. The overall organizational climate supports cautious change. Departmental responses to hate crime will have to be marketed carefully with appropriately timed rewards and incentives for desired behaviors.

3. The overall organizational competence supports familiar change at the supervisor level, but supports very little change at the line level. Less than adequate resources will hinder major change. Supervisors and line personnel should be made part of the change process early-on in order to facilitate cooperation and buy-in to the departmental response to hate crime.

**Strategic Assumption Surfacing Technique (SAST)**

Critical to SAST is stakeholder and snaildarter (SD) identification. Stakeholders are defined as those individuals or groups who impact what you do, are impacted by what you do, or care about what you do. Snaildarters are those unanticipated stakeholders who can impact your strategy. The panel of sworn and non-sworn personnel from the San Leandro Police Department was used to brainstorm a total of 34 potential stakeholders (Appendix L.) For purposes of strategic management plan development at Bayside Police Department, the 16 most critical stakeholders were then selected and the snaildarters identified as:

1. Police Officers' Association
2. City Manager
3. Mayor/City Council
4. Community-At-Large
5. Community Minority Members
6. Victim Advocate Groups (SD)
7. School District
8. Media
9. Bayside Police Department Administration
10. Bayside Police Department Line Personnel
11. District Attorney's Office
12. Homeowners' Associations
13. Chamber of Commerce
14. Organized Hate Groups (SD)
15. State Legislators
16. Parents of Students (SD)

Also critical to SAST is the identification of those assumptions which can be made of the critical stakeholders. Assumptions are defined as basic, deep rooted, often unstated values and beliefs that individuals or groups of individuals have about the world. The assumptions made by the same panel of sworn and non-sworn personnel regarding the critical stakeholders are:

1. <u>Police Officers' Association</u>: Will be generally supportive of command staff unless wages or working conditions are involved. Will be reactive to issues, and concerned about public image. Will desire to maintain the status quo.

2. <u>City Manager</u>: Will be concerned about city image and

cost-effectiveness. Will be very sensitive to the Council, and sensitive to the media and high-visibility issues. Will be very supportive of the police department administration and policies.

3. Mayor/City Council: Will be concerned about city image. Will be sensitive to media, and politically responsive to the community. Expect unusually high involvement by mayor. Will be supportive of the police administration.

4. Community-At-Large: Will be sensitive to city image. Will have diverse opinions regarding hate crime issue. Will be supportive of the police department and its level of service.

5. Minority Members of Community: Will be vocal, and suspicious of the police department's motives. Will be supportive of "idea" of developing strategic response to hate crime. Will be highly sensitive, and have high expectations.

6. Victim Advocate Groups: Will be vocal, and will have hidden agendas. Will be generally supportive of the police administration and department policies. Will not necessarily be residents of Bayside. Will have high expectations.

7. School District: Will be supportive of the police administration and the level of police service given the schools. Will be extremely sensitive to hate crime issue, and will have a high degree of interest in the issue as well.

8. Media: Will have a high degree of interest in hate crime issue. Will sensationalize the issue, and will label some incidents "hate crime" prematurely. Will create conflicts as well as public awareness over the issue. Can be of assistance to the police department.

9. Police Department Administration: Will be willing to address hate crime issue. Will be flexible and interested in the community. Will desire to minimize conflict, and will be concerned over the police department's public image. Will be responsive to the mayor and city council.

10. Line Police Officers: Will be resistant to change, but responsive to effective marketing. Will believe that the hate crime issue is blown out of proportion. Will be concerned about their image, and will react negatively towards the media.

11. District Attorney's Office: Will scrutinize hate crime cases carefully. Will provide the reality check for the police department investigation. Will take a legalistic rather than an emotional position.

12. Homeowners' Associations: Will include a smaller percentage of minorities and be more conservative than the overall community. Will be supportive of the police department administration, policies, and level of service, and will be sensitive to the city image. Will want to maintain the status quo. Will be fearful of change.

13. Chamber of Commerce: Will be supportive of the police department administration. Will be concerned about the image of the community. Will be concerned about financial impacts to merchants (ie. boycotts, fear of shopping downtown, etc.) Will be a channel of communication with the community.

14. Organized Hate Groups: Will be silently opposed to any organized hate crime strategy. Will attempt to subvert harmony in the community. Will generally come from outside the community and will have known agendas, but unknown tactics.

15. State Legislators: Will tend to be liberal. Will be allies of a hate crime prevention strategy. Have political clout to lobby decision-makers. Have power of the purse-strings. Will be supportive of the minority community.

16. Parents of Students: Will be polarized over the issue of hate crime and law enforcement involvement in the schools. Some factions will have hidden agendas. Majority will be supportive of the police department and its level of service in the community.

The Victim Advocate Groups, Organized Hate Groups, and Parents of Students were identified as snaildarters because many of their agendas or tactics are unknown. As a result, they are the most likely stakeholders to generate unexpected responses to the strategic management plan.

Lastly, the panel plotted the certainty and importance of the assumptions made for each stakeholder (Appendix M.)

## The Mission of Bayside Police Department

The mission statement defines the areas of operation for a given organization, and serves as a foundation for policies and decisions. It guides behavior, expresses values, builds commitment, and ensures consistency. Two mission statements have been developed for the Bayside Police Department. The first addresses the basic law enforcement mission of the department, while the second identifies the department's mission in responding to the issue of hate crime.

**Law Enforcement Mission:**

1. To provide superior law enforcement services.
2. To maintain high ethical and professional standards.
3. To value our employees as our most important resource.
4. To foster a partnership between our organization and the community which is based upon cooperation and trust.
5. To encourage a spirit of optimism as we challenge the future.

**Hate Crime Management Mission:**

1. To foster an anti-racist, anti-discrimination, pro-conflict resolution spirit in our organization and our community.
2. To provide a highly trained, highly responsive workforce.
3. To cooperate with other law enforcement agencies in combating hate crime.
4. To actively participate with the community and schools in seeking and implementing innovative approaches for the elimination of hate crime.

## Policy Development

In order to execute the mission of the Bayside Police Department, policies were developed by use of the modified policy delphi, a two-step method of generating and rating policy alternatives. A panel of seven experts from both inside and

outside law enforcement (Appendix N) was used to generate a list of 38 alternative policies (Appendix O) which included the policy considerations suggested at the end of Part I. These policy alternatives were then rated for their feasibility and desirability (Appendix P.) The eight top ranked alternative policy considerations were then compiled into the following strategic policies for the Bayside Police Department:

1. To develop a visible posture of anti-racism, anti-discrimination, pro-conflict resolution within the police department, the city, and the community.

2. To develop and implement an education program for the workforce dealing with hate crime, cultural awareness, and conflict resolution.

3. To develop and implement a cooperative hate crime prevention effort with other law enforcement agencies.

4. To develop and implement a cooperative hate crime prevention effort with the community.

5. To develop and implement a cooperative hate crime prevention effort with the schools.

6. To market the hate crime strategy the department has developed to the community.

**Policy Number One: Anti-Racist, Anti-Discrimination, Pro-Conflict Resolution Posture.** A formal program shall be instituted which includes the following components:

1. Mission Statement: This statement will include the anti-racist, anti-discrimination, pro-conflict resolution posture of the police department, and will serve as a foundation for the other components of this strategy.

2. Written Policy: A written policy will be developed which addresses the department's anti-racist, anti-discrimination, pro-conflict resolution posture, the department's response to hate crime incidents, and the department's response to hate crime victims.

3. Complaints: Procedures will be instituted which ensure

that complaints of bias and prejudice on the part of Bayside Police Department employees are thoroughly and vigorously investigated.

4. Formal Resolution: The Mayor/City Council will be encouraged by the police department to issue a resolution which outlines the anti-racist, anti-discrimination, pro-conflict resolution posture of the city, and encourages the community to report all criminal and non-criminal hate related incidents to the Bayside Police Department.

The purpose of this policy is to communicate the posture of the Bayside Police Department regarding acts of bigotry and to foster a mutual trust between the police department and the community, especially among those groups which tend to be victims of hate motivated violence.

**Policy Number Two: Workforce Education Program.** An ambitious education program shall be developed and implemented for the entire police department workforce which includes training in the following areas:

1. Hate Crime: To educate employees of the department's anti-racist, anti-discrimination, pro-conflict resolution posture, and the appropriate response to reports of hate crime activity.

2. Cultural Awareness: To create an understanding of and sensitivity towards the diverse cultures in the community.

3. Conflict Resolution: To assist employees in managing the variety of disputes confronting them in their law enforcement duties.

The purpose of this policy is to develop a highly trained, highly sensitive, highly responsive workforce which can respond to the needs of a diverse community.

**Policy Number Three: Cooperative Hate Crime Prevention Effort With Other Law Enforcement Agencies.** The Bayside Police Department

shall work with and assist other law enforcement agencies in the area of hate crime management by:

1. Intelligence Gathering: The department will gather and maintain information regarding organized hate groups and local hate crime activity.

2. Networking: The department will develop a program of regular meetings with other local law enforcement agencies to share hate crime related information.

**Policy Four: Cooperative Hate Crime Prevention Effort With The Community.** The Bayside Police Department shall develop a hate crime prevention partnership with the community utilizing the following tactics:

1. Community Task Force: The chief shall develop a task force of police department, community, school, religious and victim advocate leaders which will meet regularly to share and discuss hate crime and other related information.

2. Race Relations Officer: A command officer shall be assigned to be a liaison with minority and community groups. This officer shall serve on the Community Task Force, and shall manage the investigation of all non-criminal hate related matters, and complaints of bias made against department employees.

3. Recruitment: Bayside Police Department shall make every effort to recruit qualified minority candidates, and to groom minority officers for future advancement.

4. Community Activities: Bayside Police Department shall encourage the Police Officers' Association and all members of the department to become active in a variety of community organizations and activities.

This policy is designed to create a cooperative partnership between the police department and the community, and to develop a public trust by having a police department which is responsive to the citizens, representative of the community it serves, and actively involved in community activities.

**Policy Number Five: Cooperative Hate Crime Prevention Effort With The Schools.** The Bayside Police Department shall work with the Bayside School District to develop and implement the following programs:

1. Police And Community Together (PACT): A program which couples a police officer and a social studies teacher at the middle and high school levels to teach students about hate crime and cultural awareness issues.

2. Adopt-A-Cop Program: This program involves classes of sixth graders who "adopt" volunteer officers for the year. This program allows students to become acquainted with the police department, and affords the opportunity for officers to address hate crime, cultural awareness, and other issues of importance in the community.

Since hate crime is perpetrated primarily by teenagers, this policy targets the youth in the community. Development and implementation of this policy will educate our youth regarding hate crime and cultural awareness issues, and establish a relationship between youth in the community and the police department.

**Policy Number Six: Market Hate Crime Strategy.** The Bayside Police Department shall ensure that the citizens of Bayside are informed about the innovative hate crime strategy developed and implemented by the department. An understanding of the cooperative partnership formed by the police department, other law enforcement agencies, the community, and the schools is the desired objective.

**Policy Pros and Cons**

As with any policy, each of these policies has pros and cons which need to be considered in developing an implementation strategy. The pros and cons identified by the modified policy

delphi panel are:

**Policy Number One: Anti-Racist, Anti-Discrimination, Pro-Conflict Resolution Posture.**

Pros:

1. Puts the position of the Bayside Police Department on public record, and sends a clear message to the community.

2. Gives employees clear procedures for managing hate crime incidents.

3. Increases trust in Bayside Police Department by minorities.

Cons:

1. Could be considered cosmetic in nature.

2. Statements and policies need to be carefully worded so as to not box the police department into any corners, or offend any groups.

**Policy Number Two: Workforce Education Program.**

Pros:

1. Prepares employees to appropriately recognize and respond to hate crime incidents, and increases employee awareness and sensitivity.

2. Sends a strong message to the community.

Cons:

1. Some officers "tune out" periodic training.

2. Costs both time and money. Good instructors are hard to find.

**Policy Number Three: Cooperative Hate Crime Prevention Effort With Other Law Enforcement Agencies.**

Pros:

1. Preventive in nature, cost effective, and allows information exchange.

2. Hate crime extends beyond city borders. Forewarned is forearmed.

Cons:

1. Time commitment involved. May be lack of results or attendance or both.

2. Must be very careful of constitutional protections.

**Policy Number Four: Cooperative Hate Crime Prevention Effort With The Community.**

Pros:

1. Good for public relations and for minority-police relations. Sends a caring, concerned message and fosters communication and mutual trust.

2. Diversity in community will be reflected in the employees.

3. Inhibits the media from playing one group against the other.

Cons:

1. Group members may try to dictate policies to the Bayside Police Department. The police department may not like what others have to say.

2. There may be no regular agenda for the task force. Time and manpower costs taken away from other duties.

3. Officers may resist pressure to become involved in community activities.

**Policy Number Five: Cooperative Hate Crime Prevention Effort With The Schools.**

Pros:

1. Gets the police out in the community, and builds a rapport among police, teachers, and students.

2. Helps relieve tensions and break down stereotypes.

3. A good public relations tool which puts education where it counts...with the youth.

Cons:

1. Time consuming, costly, and takes officers away from other duties.

2. May be difficulty in managing the programs and selecting the officers. Programs may be resented by teachers or students.

**Policy Number Six: Market Hate Crime Strategy.**

Pros:

1. Establishes the Bayside Police Department as an innovator in the hate crime arena. Good public relations tool.

2. The more informed people are, the more rationally they will act.

Cons:

1. Raises the issue yet again, and could backfire if the issue doesn't get positive media coverage.

## Implementation Strategy

In order to implement the policies recommended to create a desired future state, consideration must be given to the environment external to Bayside Police Department (opportunities and threats), the department's internal capabilities (strengths and weaknesses), and the stakeholder assumptions. The following strategy, designed to elicit stakeholder support and to minimize or neutralize stakeholder opposition, outlines the implementation process for each recommended policy.

**Policy Number One: Anti-Racist, Anti-Discrimination, Pro-Conflict Resolution Posture.** This policy will serve as the backbone of the Bayside Police Department strategic plan regarding the management of hate crime incidents. The policy firmly

establishes the position of the department, and it will receive a favorable response from most stakeholder groups. The greatest resistance will come from some of the line officers and supervisors who will feel that this policy is an unnecessary response to special interests. It will be incumbent upon the chief of police to market the need for such a policy, to work side by side with the key stakeholders, and to reassure the skeptics that it is necessary for the department's image in a rapidly changing community.

> Mission Statement: All levels of the department should be utilized in the development of a mission statement. The more involvement the members of the organization have in the design of their mission, the more they will "buy in" to the strategy.
>
> Written Policy: A panel of department members and community leaders should be formed to adapt existing model policies to meet the abilities and needs of the Bayside Police Department.
>
> Complaints: A complaint process is already in place at the Bayside Police Department. Line and supervisory officers will need to know that there will be no changes in the current complaint process.
>
> Formal Resolution: The executive command staff of the police department should be the driving force behind key stakeholders encouraging the mayor/city council to pass this resolution as a demonstration that the hate crime strategy is necessary, desirable, and widely supported.

Implementation time for this policy is three to six months.

**Policy Number Two: Workforce Education Program.** The training of line personnel has always been a weakness of the Bayside Police Department primarily because of time and funding constraints. Prior to the development of this program, the mechanism for providing the training will have to be designed and funding sources identified. Since advanced officer training is usually done on a mandatory, overtime basis, the necessity and benefit of this

training program will have to be marketed to the line and supervisory officers.

The development of program content should include POST, the local police academy, the department training officer, subject matter experts from both inside and outside law enforcement, and the Community Task Force. The credibility of the training program will be dependent upon the quality of the instructors and the material presented.

Implementation time should be six to nine months.

**Policy Number Three: Cooperative Hate Crime Prevention Effort With Other Law Enforcement Agencies.** With hate crime just emerging in Alameda County the necessity of networking may be viewed as unnecessary by some law enforcement executives. The chief of police will need to market the concept to the Alameda County Chiefs' Association stressing the need for interagency communication, information sharing, and hate crime prevention. The chief can assign the current department intelligence officer to broaden the scope of intelligence gathering to include hate related matters.

Implementation time should be six months.

**Policy Number Four: Cooperative Hate Crime Prevention Effort With The Community.** Most aspects of this policy will be favorable to all stakeholders, although the line officers and some members of the community at large may feel that it is a response to special interests.

Community Task Force: The city manager should be consulted, and mayor/city council should be lobbied to make the

appointments to give the task force prestige in the eyes of the community. Enhancement of city image, nurturing of the public trust, and political necessity should be stressed to win their support.

Race Relations Officer: This liaison position with the community will be seen as highly desirable, especially by minority community members. Reassurances should be given to employees that there are no changes in the basic complaint investigation process. Since this is a collateral assignment, the other duties of this officer will have to be managed.

Recruitment: The recruitment of qualified minority officers is an ongoing process of the Bayside Police Department, and is understood as being necessary by almost all stakeholders. All employees must be reassured that advancement opportunities will be fairly available to all competitors. Command and supervisory officers should be utilized to establish a voluntary advancement training program.

Community Activities: Encouraging employees to become involved in community activities will have to be done carefully. Incentives and rewards may have to be established. A list of community opportunities should be developed, and a volunteer coordinator appointed to organize participation.

Implementation time should be three to six months.

**Policy Number Five: Cooperative Hate Crime Prevention Effort With The Schools.** This policy should also receive a favorable response from the majority of stakeholders. There may be resistance on the part of some students, teachers, and parents, but the majority will be supportive of the policy.

Police And Community Together (PACT) Program: Innovative funding for the officer and teacher will have to be sought from key stakeholders. The city manager and mayor/city council will need to be involved from the outset. The necessity of the program must be marketed to teachers, parents and the School Board. Criteria for selection of the officer and teacher will have to be designed, and curriculum developed. Inclusion of the Community Task Force in the development of the curriculum will add to its credibility.

Adopt-A-Cop: A volunteer coordinator will have to be appointed and volunteer officers identified. The program concept will have to be marketed to the Superintendent of Schools, the School Board, and the sixth grade teachers.

Implementation time should be approximately one year.

**Policy Number Six: Market Hate Crime Strategy.** This strategy involves communicating the programs outlined in the above policies to the community. Community newsletters, community group presentations, community cable television interviews, and the local media can all be used to educate the citizenry about the program. As various policies are implemented, they should be conveyed to the public, and periodic status reports should be given.

Implementation time is six months. This is an ongoing policy.

## Summary

The six policies designed as the Bayside Police Department strategic response to hate crime management during the next decade are highly feasible, highly desirable, and have tremendous stakeholder support. The implementation of these policies takes into account the external environment surrounding police department, the internal strengths, weaknesses and capabilities of the organization, and the assumptions made about the stakeholders. The policies are designed to facilitate a partnership between the police department and the citizens of Bayside, and to create trust and communication between the police department and all persons regardless of their race, religion, ethnic background, or sexual orientation.

# PART III: TRANSITION MANAGEMENT PLAN

This study has identified the present state of affairs regarding hate crime, a "feared but possible" future state should hate crime and its causes go unchecked, and a strategy to prevent or mitigate that undesired future state. If the recommended strategy is successful, a more desirable future state should exist. The transition management plan links the present state with the desired future state by managing the change necessary for transition to take place.

**Critical Mass**

The first step in the transition process is the identification of the "critical mass": those individuals or groups whose commitment is required to provide the energy necessary for the hate crime strategic management plan to be successfully implemented and for the desired future state to be reached. These individuals will provide the influence to gain the support of others needed for a successful change process. The "critical mass" has been identified as:

1. Chief of Police
2. City Manager
3. Mayor
4. Police Department Command Officers
5. Informal Leaders of Bayside Police Department
6. President, Police Officers' Association
7. School Board of the Bayside Unified School District

**Readiness and Capabilities of the Critical Mass**

Willingness, motives, and aims are the attributes examined to measure a critical mass actor's "readiness" towards change. An actor's "capability" to change involves power, influence, authority to allocate resources, and the possession of information and skills required to carry out necessary tasks.[15] A chart was used to plot the readiness/capability of each actor in the critical mass.

| Actors in the Critical Mass | READINESS | | | CAPABILITY | | |
|---|---|---|---|---|---|---|
| | High | Medium | Low | High | Medium | Low |
| Chief of Police | X | | | X | | |
| City Manager | | X | | | X | |
| Mayor | X | | | | X | |
| Command Officers | | X | | X | | |
| Informal Leaders | | X | | X | | |
| President, Police Officers' Assoc. | | | X | X | | |
| President, School Board | | X | | | X | |

**Chart 1** Readiness/Capability Chart

Assessment of the readiness and capability of each actor will assist in focusing attention on those areas which need to be developed in order to create the energy necessary for the change process to take place.

**Commitment Plan**

The commitment plan consists of two parts: the charting of each critical mass actor's current level of commitment and the actor's needed level of commitment for the change process to work, and the listing of strategies to elicit the desired level of commitment from each actor.

The following chart illustrates the commitment level currently held by each actor in the critical mass (O), and the commitment level needed (X) from each of those actors.

| Actors in the Critical Mass | No Commitment | Let It Happen | Help It Happen | Make It Happen |
|---|---|---|---|---|
| Chief of Police | | | | OX |
| City Manager | | O→ | →X | |
| Mayor | | | X← | →O |
| Command Officers | | | O→ | →X |
| Informal Leaders | | O→ | →X | |
| President, Police Officers' Assoc. | O→ | →X | | |
| President, School Board | | O→ | →X | |

**Chart 2** Commitment Chart

**Commitment Strategies**

The following is a brief analysis of the strategies which will be necessary to create the needed level of commitment from each actor in the critical mass.

1. Chief of Police: Chief John Paul has a high readiness and capability for change. He will be the driving force which will initiate the process of change. His "make it happen" energy will be necessary to focus the other critical mass actors on the desired future state, as well as to overcome any anxiety or resistance during the transition period.

2. City Manager: The city manager has a medium level of readiness and capability for change. His "let it happen" level of commitment will need to be moved to "help it happen." Educational intervention which points out the benefits to the community and the enhancement of the city image should move the manager to his desired level of commitment and involvement.

3. Mayor: The mayor has a high degree of readiness and a medium degree of capability for the change process. The mayor is a strong, dynamic individual whose high energy level needs to be scaled down to "help" change happen. Focusing the mayor on those areas where he can be of the most benefit should assist in reducing his level of commitment.

4. Bayside Police Department Command Officers: The police management team has a medium readiness for change and a high capability for change. Its commitment must be to "make change happen" as they have a leadership role in influencing other stakeholders. Role modeling by the chief of police should assist the management team in becoming a driving force in the transition process.

5. Informal Bayside Police Department Leaders: The informal leaders at the police department are those individuals known by the organization to greatly influence others. The informal leaders have a medium readiness and high capability for change. Their "let change happen" attitude needs to be moved to "help change happen" by educating them about the necessity for the strategic management plan and the vital role they play in positively influencing others.

6. President, Police Officers' Association: The low readiness and high capability for change of the president

mimics the majority of the association's membership and its desire to maintain the status quo. His commitment level needs to be moved to "let change happen," which can be accomplished by early-on involvement in the process. Pointing out the rewards which may be gained from broad-based community support will be helpful in moving the president to the needed level of commitment.

7. President, School Board: This key stakeholder has medium readiness and capability for change. His commitment level is "let it happen," which needs to be moved to "help it happen." The positive benefits of the strategy to the schools and to the community need to be marketed to the president so he can effectively influence the School Board and its constituents.

**Transition Management Structure**

The process of change is rarely an easy one. Therefore, in order for change to occur in a planned, efficient manner a management structure must be developed to facilitate the implementation of the strategic management plan. This temporary structure will provide the leadership necessary to guide the change process during the implementation of the policies and strategies needed to manage hate crime during the 1990's. The key players in the transition management structure for the Bayside Police Department are as follows:

1. Chief of Police: As the department head and leader, the chief will be ultimately responsible for the implementation of the strategic management plan. His primary role will be to win the support, commitment and involvement of political, governmental, and community leaders.

2. Transition Manager: The captain in charge of the Bayside Police Department Bureau of Operations will be assigned as the transition manager. It will be his assignment to "get the job done." He will have the authority and responsibility to mobilize the resources necessary to effect the change needed to accomplish the department hate crime strategy.

3. Project Managers: Various individuals throughout the department will be assigned management responsibilities for the development and implementation of portions of the strategic plan. For example, the department training manager will be assigned oversight responsibilities for the Workforce Education Program.

**Supporting Technologies**

The following is a list and description of the technologies and methods which can be employed to support strategy implementation while at the same time serving to manage the anxiety and uncertainty during the transition process:

1. Share The Vision Of The Future: Let the organization know what the future will be like once the change process takes place. It is unfair to ask for stakeholder support if they don't know where they are going.

2. Develop Clear Action Statements: One of the first tasks in the implementation of the hate crime strategy must be that the goals are understood by all the stakeholders. To this end, clear action statements must be developed which specifically communicate each goal desired in the future state.

3. Team Building Workshops: A method of involving each part of the police department by bringing people together, sharing information, focusing on common goals, modifying plans and goals as results dictate, recognizing heroes and champions, developing feelings of competency within the group, and establishing certainty and stability as the department moves toward the desired future state. This tool is an extremely important aspect of transition as it involves open, honest communication and feedback, and it reduces anxiety and uncertainty.

4. Responsibility Charting (RASI): An excellent instrument for assisting the transition manager in clarifying the behavioral roles needed for change to occur. This procedure utilizes anonymous group consensus to plot the various actions or decisions necessary to accomplish a given step in the change process with the required behavior needed from each actor or participant. The behaviors plotted include: (R) the actor has the responsibility for a particular action, (A) the actor must approve the particular action (has veto power), (S)

the actor must support or provide resources for the action (but not necessarily agree with it), and (I) the actor must be informed or consulted prior to the action, but cannot veto the action. The following responsibility chart for the workforce education program demonstrates how this tool may be used.

Policy Number Two: Workforce Education Program

| Decisions Or Acts | ACTORS | | | | |
|---|---|---|---|---|---|
| | Chief of Police | Transition Manager | Training Manager | POST | Community Task Force |
| Manages Project | A | R | S | S | S |
| Develops Curriculum | A | I | R | S | S |
| Acquires Instructors | I | A | S | S | R |
| Acquires Approval of POST | I | I | R | A | S |
| Schedules Course | I | A | R | S | S |
| Presents Course | I | A | R | S | S |

**Chart 3** Responsibility Chart

Symbols

R = Responsibility (not necessarily authority)
A = Approval (right to veto)
S = Support (put resources toward)
I = Inform (to be consulted before action)

5. Midpoint Scenario: The transition manager should write a detailed, behaviorally oriented scenario of what the department should look like half way through the change process. This scenario will give the transition manager and the stakeholders a checkpoint by which to measure the progress of the strategic management plan implementation.

6. Stakeholder Surveys: Feedback is an important aspect of any change process. Stakeholder surveys are a method of checking out how the key players both inside and outside the department are reacting to transition. Surveys not only identify the successes of the process, but also clarify those areas in which problems need to be addressed.

7. Newsletters: Feedback to the stakeholders is critical. Newsletters are a way of periodically keeping everyone informed of the progress during transition. They are also a way of recognizing excellent work on the part of individuals or groups.

8. Celebrate Milestones: As milestones are reached during the transition process, they should be celebrated. The observance of goals reached will reinforce the change taking place, help move the department toward the desired future state, and serve as positive feedback to the stakeholders.

9. Educational Intervention: An understanding of the change process and the skills required for it to be successful will be needed by the transition manager and the various project managers. To that end, an outside consultant should be hired to train these key players.

**Summary**

The transition management plan is designed to assist in the implementation of the strategic management plan developed in Part II. The purpose of transition management is to bring about change in an organized, orderly manner, while minimizing anxiety, uncertainty, and turmoil. Understanding and recognizing the needs of the stakeholders as the change process progresses will go a long way in bringing about a successful transition.

# CONCLUSIONS AND FUTURE IMPLICATIONS

This research project begins by asking how law enforcement agencies in Alameda County, California can best prepare to manage hate crime incidents during the 1990's. The study is focused by asking what policies and procedures should be developed, what training should be implemented, and what relationships and cooperative efforts should be cultivated by law enforcement to confront the issue of hate crime. Each of these questions is answered in the strategic management plan which concludes that a partnership among the stakeholders in all aspects of strategic policy development and implementation is essential in the fight against prejudice and bigotry.

The policies recommended for a law enforcement hate crime strategy during the 1990's are:

1. To develop a visible posture of anti-racism, anti-discrimination, and pro-conflict resolution within the police department, the city, and the community.

2. To develop and implement an education program for the workforce.

3. To develop and implement a cooperative hate crime prevention effort with other law enforcement agencies.

4. To develop and implement a cooperative hate crime prevention effort with the community.

5. To develop and implement a cooperative hate crime prevention effort with the schools.

6. To market the innovative approach law enforcement has taken in an effort to prevent hate crime.

The study concludes that policies and procedures should include the development and implementation of a mission statement and formal resolution which identify the anti-racist, anti-discrimination, pro-conflict resolution posture of the police department and the city. Also needed are a written hate crime policy, a bias complaint investigation process, and a strategy to market the hate crime management plan.

Hate crime, cultural awareness and pro-conflict resolution training are identified as being the most necessary in the development of an educated and responsive workforce.

Hate crime prevention efforts should be enhanced through partnerships created with other law enforcement agencies, the community, and the schools. Law enforcement agencies should strike a collective blow to hate crime perpetrators through intelligence gathering and information sharing. Trust and respect between the police department and the community should be encouraged through a Community Task Force, and the appointment of a race relations officer. A minority recruitment and employee development program, as well as employee involvement in community activities should further benefit police-community relations. And finally, the Police And Community Together and Adopt-A-Cop programs should reinforce the relationship between the police department and the schools, while at the same time educating the youth of the city about hate crime and cultural awareness issues.

The result of this study is not a final solution to the problem of hate crime. Rather, it is a beginning, based upon a

systematic examination of relevant factors, focused upon creating a more desirable future for all persons. As the outlined policies are implemented, hopefully they will stimulate newer and more innovative strategies with which to battle the intolerance and bigotry in our society. The foundations of hate crime are complex and ever-changing. The ability of law enforcement to effectively address and manage these complexities and changes will be the challenge of the future.

**Issues for Further Study**

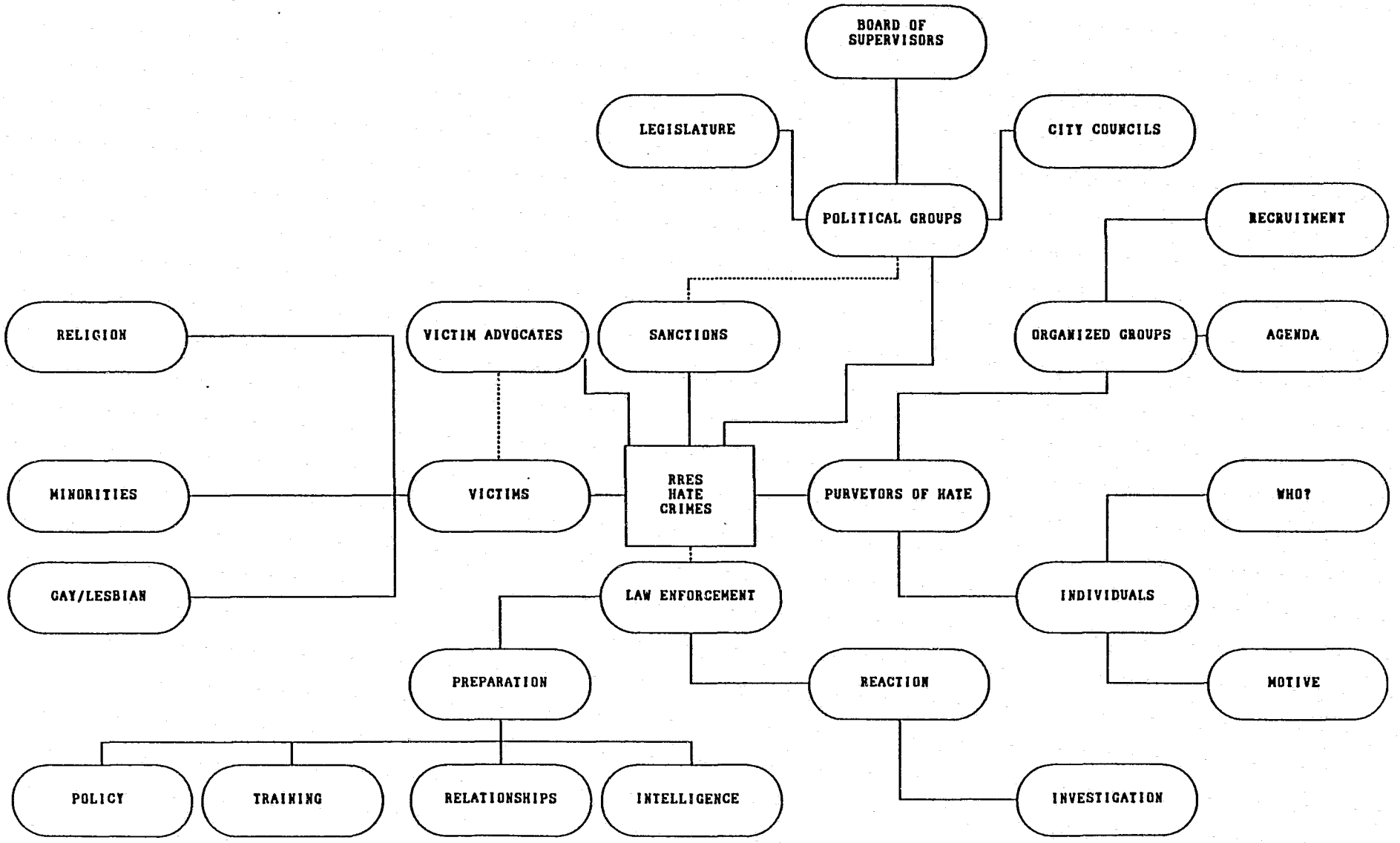
During the course of this project several areas were identified which are worthy of further study and examination:

1. The role of gangs in hate crime activity.
2. Hate crime reporting by the media and its impact upon law enforcement.
3. The possibility of a riot in a major California city during the 1990's, and its impact upon hate crime issues.

# APPENDIXES

# APPENDIX A

## FUTURE'S WHEEL



APPENDIX B

**Nominal Group Technique (NGT) Panel Members**

-Walter Bock, Law Enforcement Consultant and Trainer

-Sam Cacas, Break the Silence Coalition

-Al Guzman, Chief of Police, Union City, California

-Mary King, Alameda County Board of Supervisors

-Robert Maginnis, Chief of Police, San Leandro, California

-Marty Mercado, Attorney General's Office

-Ann Noel, Counsel, Fair Employment and Housing Commission

-George Straka, Chief of Police (retired), Concord, California

-Jill Tregor, Community United Against Violence

-William Wong, Associate Editor and Columnist, The Tribune

APPENDIX C

**Trends Brainstormed by the NGT Panel**

1. California hate crime rate
2. Inter-ethnic hate crime incidents
3. Youth involvement as suspects
4. Immigration: legal
5. Immigration: illegal
6. Gap between the "haves" and "have-nots"
7. Recruitment by hate groups
8. Fear of police by victims
9. Bigotry in law enforcement
10. Economy of California
11. Law Enforcement revenues
12. Mandated training for law enforcement
13. Unemployment
14. Incidence of AIDS
15. Activism by victim groups
16. Anti victim group demonstrations
17. High school drop out rate
18. Media coverage and influence
19. Homophobia
20. Diversity of Victims
21. Violence as an expression of bigotry
22. Reporting of hate crimes by victims
23. Public demand for law enforcement services
24. Hate crime arrests
25. Level of Public Awareness of hate crime
26. Number of English only ordinances
27. Racism
28. Sexism
29. Lack of education in schools regarding cultural awareness
30. Level of response by schools to hate crime
31. Changing population mix
32. Real estate values
33. Level of oil/gas prices
34. Diversity of law enforcement employees
35. Competition for jobs traditionally held by a specific group
36. Competition for entrance into college disciplines
37. Growth of foreign labor
38. Level of hero worshipping in society
39. Change in traditional political power bases
40. Impact of the Pacific Rim nations
41. Male suspects
42. Level of Affirmative action
43. Hate crime sanctions
44. Level of language barriers
45. Level of mistrust of police

46. Number of advisory groups
47. Democratization of the world
48. World economy
49. Strength on anti-immigration groups
50. Success of prosecution of hate crime offenders
51. Success of bigots elected to office
52. Strength of civil rights coalitions
53. Government's commitment to address hate crime
54. Revenues for the criminal justice system
55. Sensational journalism

**Events Brainstormed by the NGT Panel**

1. Civil disorder strikes America
2. AIDS vaccine discovered
3. Victim group member elected governor
4. Major earthquake hits California
5. Major recession hits California
6. INS opens borders to people with AIDS
7. Free trade agreement signed with Mexico
8. 1997: Hong Kong taken over by China
9. European common market unites
10. Immigration reform closes borders
11. Immigration reform opens borders
12. Unprecedented growth in hate groups occurs
13. Mass exodus of Soviet-Jews from USSR
14. 1990 Civil Rights Act becomes law
15. Hate groups begin campaign to infiltrate law enforcement
16. POST mandates hate crime/cultural awareness training
17. Voters approve public safety sur-tax to maintain services
18. Court hiring mandate enacted
19. Major war involving U.S. breaks out
20. International community declares war on drug cartels
21. Mexico suffers economic depression
22. Major uprising occurs in Mexico
23 All sodomy laws repealed
24. Sodomy laws enforced nationwide
25. Bilingualism required for law enforcement
26. Hate crime offenders required to register
27. Funding for state hate crimes data collection approved
28. Trade restrictions with Japan lifted
29. Riot occurs in major California city
30. Constitutional convention occurs
31. State increases funding for education
32. ERA passes into law
33. Woman elected governor
34. Voucher system for education enacted
35. Terrorist action of major proportion attributed to a minority group
36. Minority groups dominate state legislature

37. White supremists organize as one group
38. White supremist group member elected to state office
39. Political figure assassinated
40. Civil rights leader assassinated
41. Major decrease in Middle East oil supplies
42. National debt is paid
43. Global disarmament occurs
44. Civil rights advocate elected to major political office
45. Mass refugee influx occurs
46. Major economic conflict with Japan
47. Homeless are included as a major hate crime victim group
48. Pope decrees homosexuality not a sin
49. Major public figure comes out of closet
50. Hate crimes are federalized
51. Life discovered on another planet
52. English section of Canada assimilated into U.S. as 51st state
53. Puerto Rico becomes a state

## Trend Screening

Table 1 Priceless/Very Helpful Panel Scores

| # | CANDIDATE TRENDS in RANK ORDER | FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND? * | | | | |
|---|---|---|---|---|---|---|
| | | Priceless | Very Helpful | Helpful | Not Very Helpful | Worthless |
| 12 | Mandated Training for Law Enforcement | 1 | 5 | | | |
| 22 | Reporting of Hate Crime by Victims | 5 | 4 | | | |
| 43 | Hate Crime Sanctions | 3 | 6 | | | |
| 50 | Success of Prosecution of Hate Crime Offenders | 4 | 5 | | | |
| 53 | CA Government Commitment to Address Hate Crime | 2 | 4 | | | |
| 21 | Violence as an Expression of Bigotry | 3 | 5 | | | |
| 25 | Public Awareness of Hate Crime | 3 | 4 | | | |
| 31 | Changing Population Mix | 3 | 2 | | | |
| 8 | Fear of Police by Victims | 1 | 3 | | | |
| 10 | Economy of California | 2 | 3 | | | |
| 18 | Media Coverage and Influence | 1 | 4 | | | |
| 40 | Change and Impact of the Pacific Rim | 1 | 5 | | | |

* Panel total for each estimate category.

## Trend Evaluation

| Trend # | TREND STATEMENT (Abbreviated) | LEVEL OF THE TREND ** (Today = 100) | | | |
|---|---|---|---|---|---|
| | | 5 Years Ago | Today | * Five years from now | * Ten years from now |
| 22 | Reporting of Hate Crime by Victims | 15 | 100 | 133/200 | 150/370 |
| 43 | Hate Crime Sanctions | 7.5 | 100 | 100/200 | 120/250 |
| 50 | Success of Prosecution of Hate Crime Offenders | 23 | 100 | 118/200 | 150/325 |
| 21 | Violence as an Expression of Bigotry | 83 | 100 | 145/75 | 188/40 |
| 25 | Public Awareness of Hate Crime | 40 | 100 | 110/175 | 125/250 |
| | | | 100 | | |
| | | | 100 | | |
| | | | 100 | | |
| | | | 100 | | |
| | | | 100 | | |

Table 2
** Panel Medians

* Five years from now: "will be" / "should be"

* Ten years from now: "will be" / "should be"

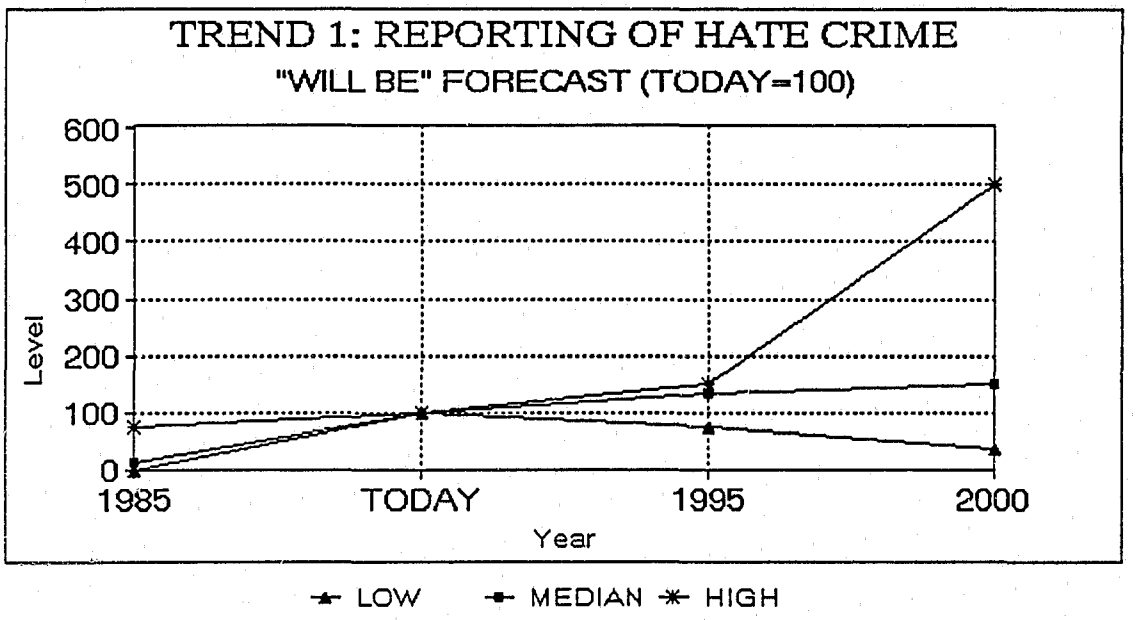
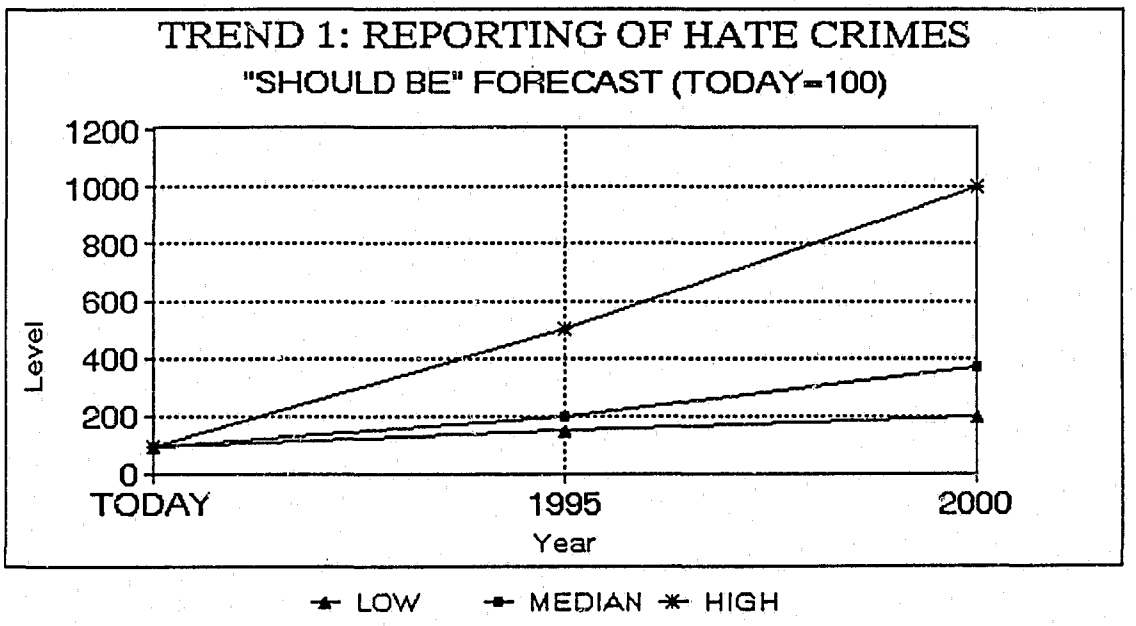



**Figure 1**

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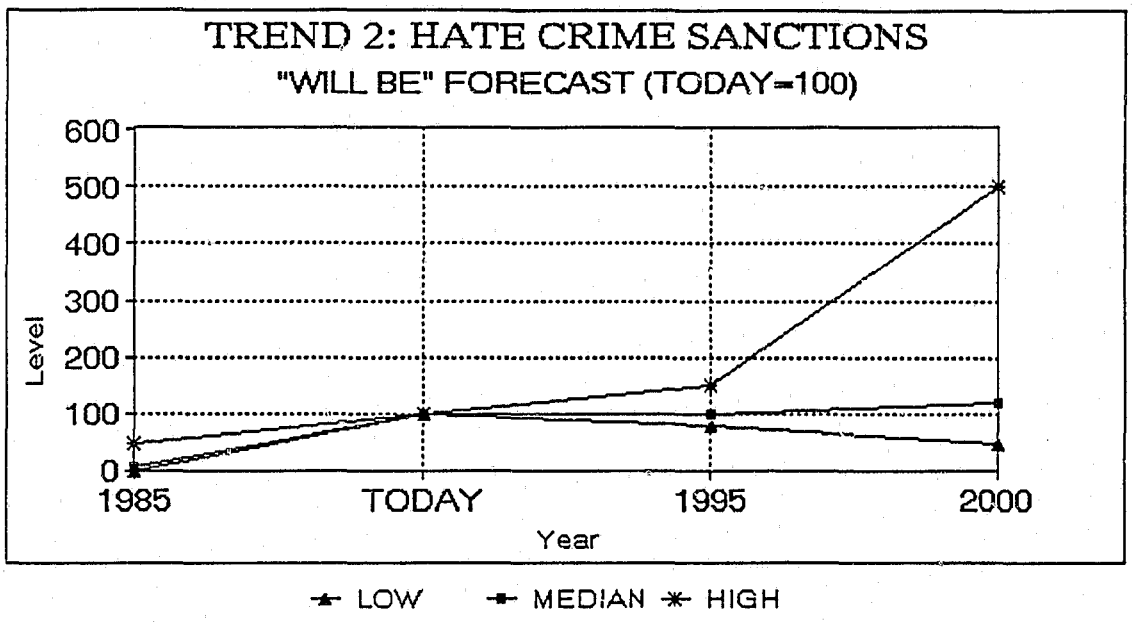


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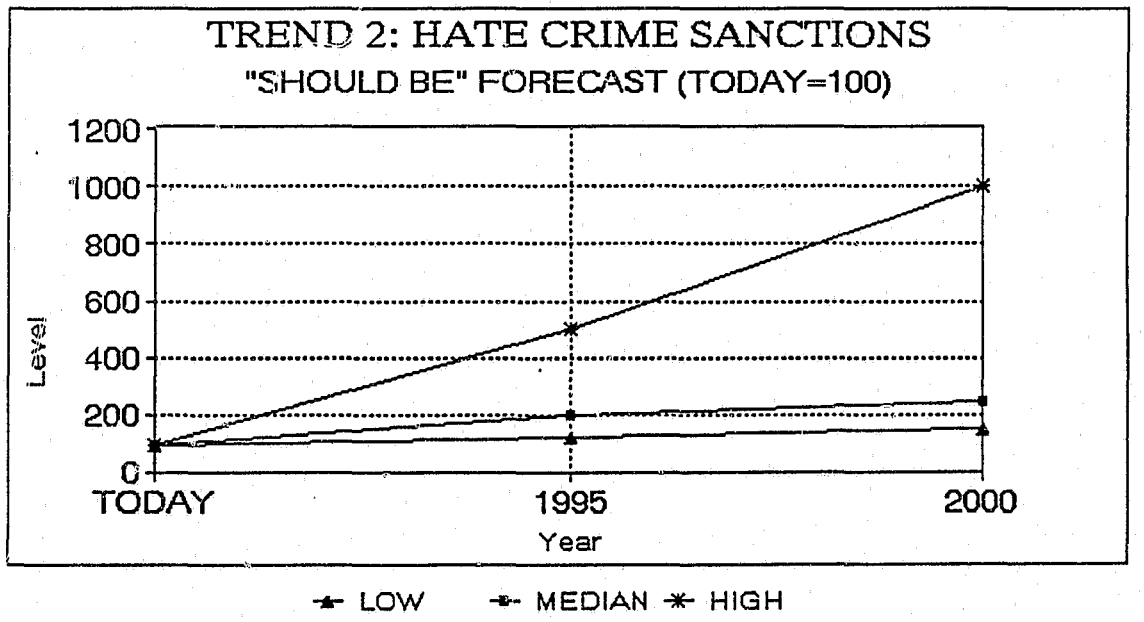



**Figure 4**

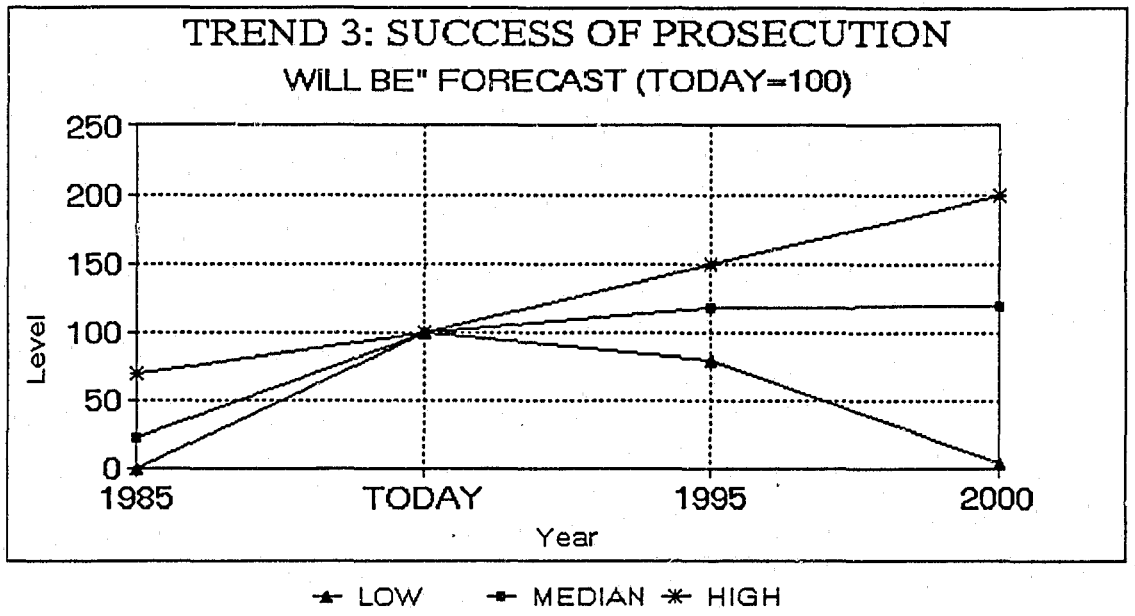
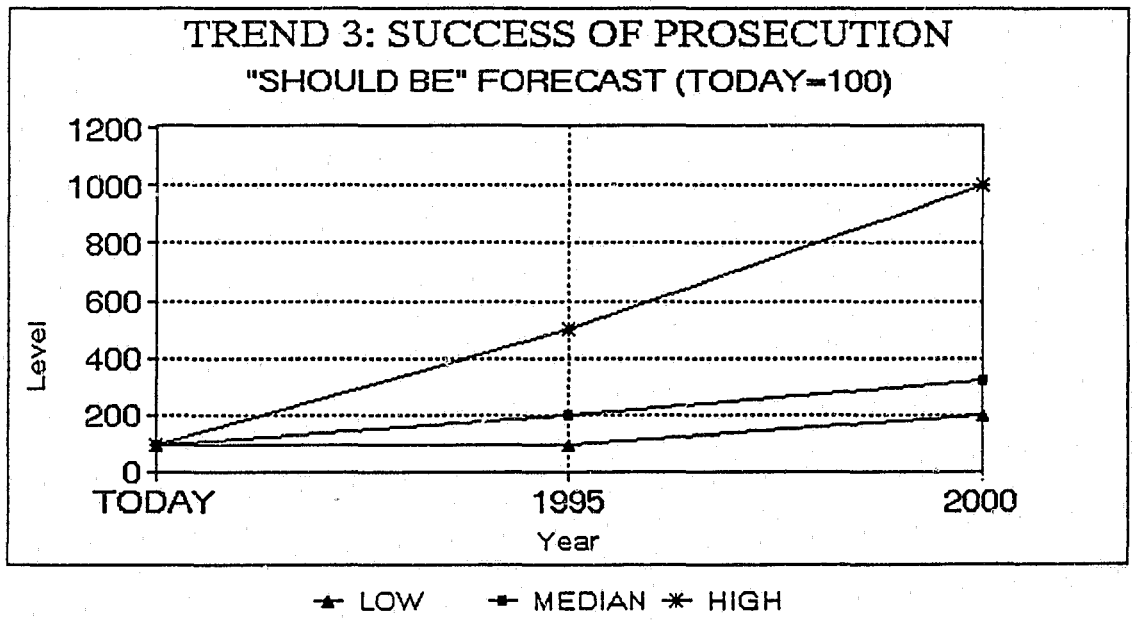



**Figure 5**

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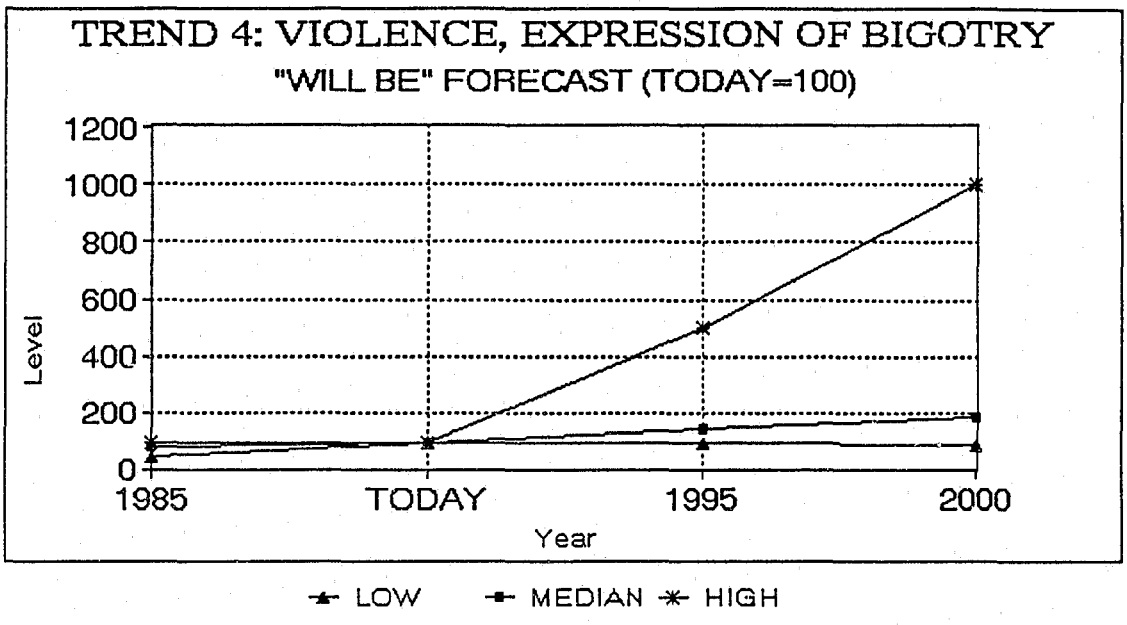


Figure 7

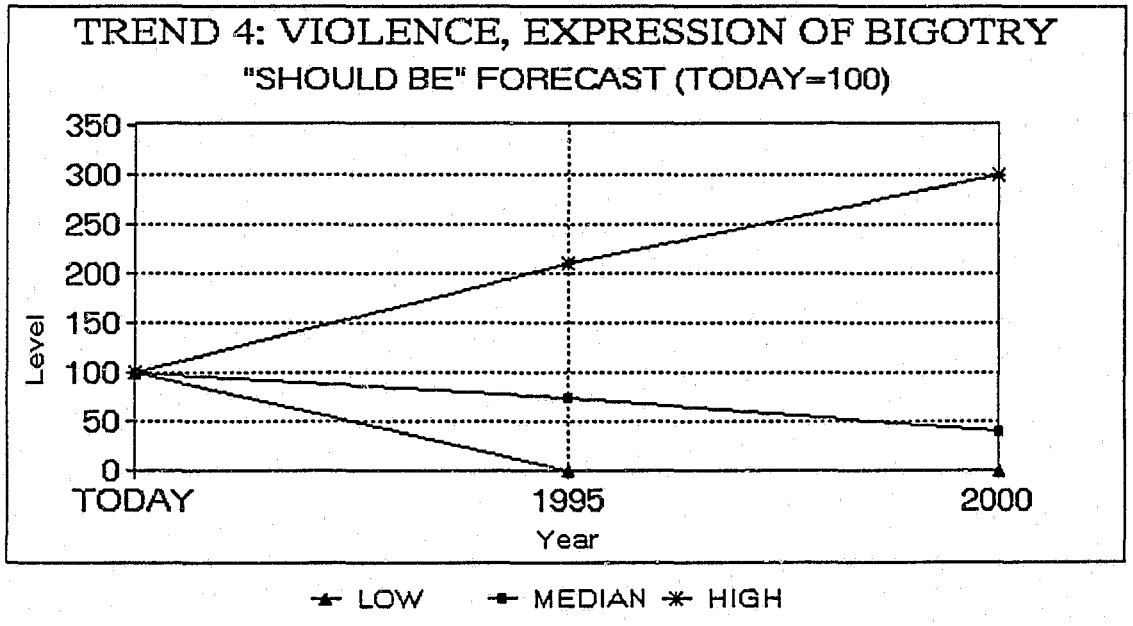


Figure 8

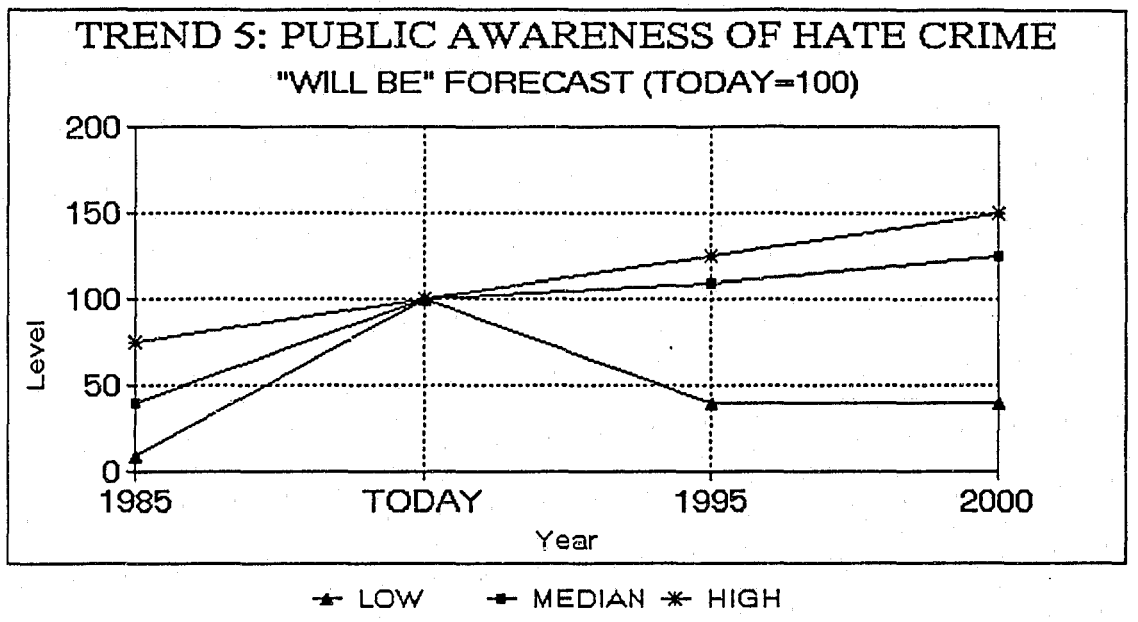


**Figure 9**

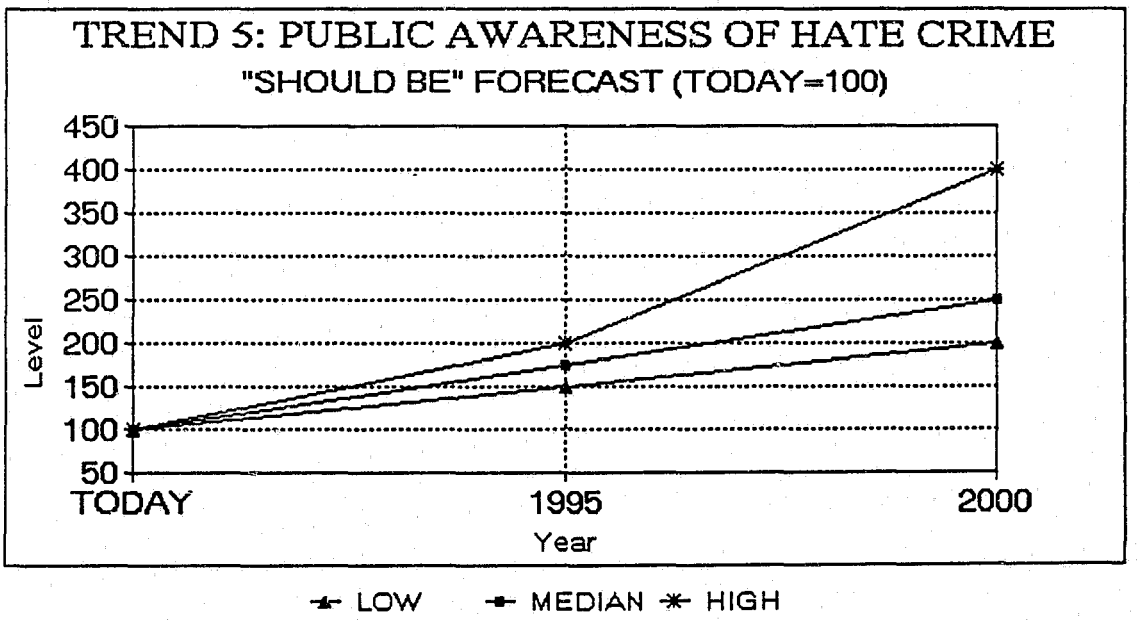


**Figure 10**

## Event Evaluation

| Event # | EVENT STATEMENT | * YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO | * PROBABILITY | | IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED | |
|---|---|---|---|---|---|---|
| | | | Five Years From Now (0-100 %) | Ten Years From Now (0-100%) | * POSITIVE (0-10 scale) | * NEGATIVE (0-10 scale) |
| 20 | Major War Involving the U.S. Breaks Out | 0 | 85 | 96 | 0 | 5 |
| 12 | Unprecedented Growth in Hate Groups | 3 | 50 | 75 | 6.5 | 5.5 |
| 30 | Riot in a Major California City | 2 | 50 | 83 | 2 | 8 |
| 17 | POST Mandates Hate Crime + Cultural Awareness Training for Law Enforcement | 2.5 | 95 | 100 | 10 | 1 |
| 28 | State Funding for Hate Crime Data Collection Approved | 2 | 78 | 93 | 10 | 1 |
| | | | | | | |
| | | | | | | |
| | | | | | | |
| | | | | | | |
| | | | | | | |

Table 3
* Panel Medians

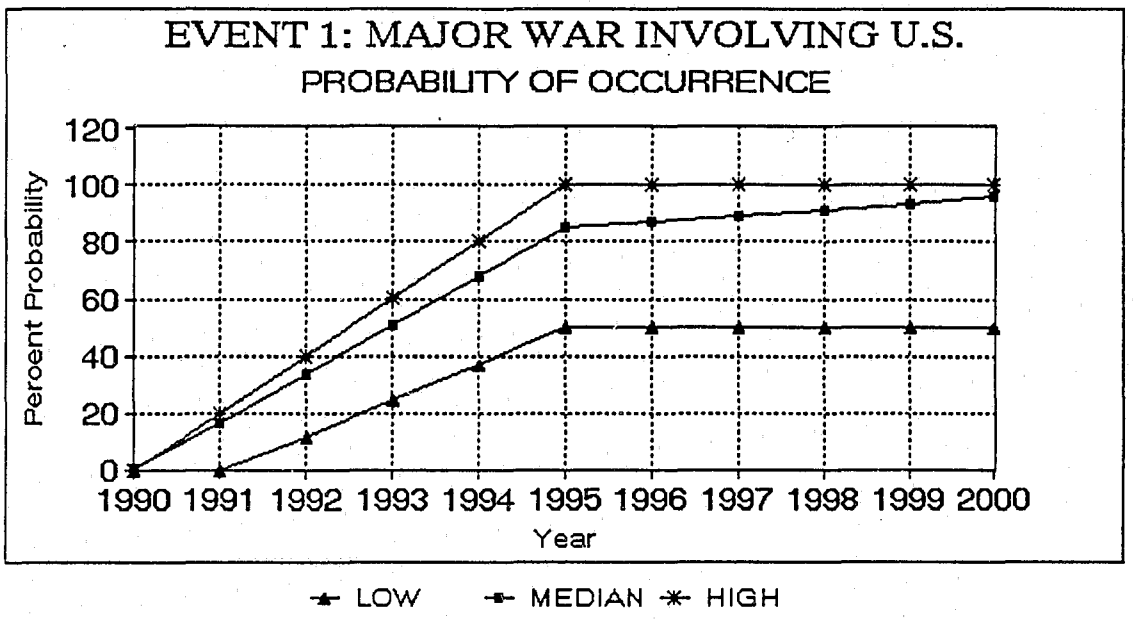


**Figure 11**

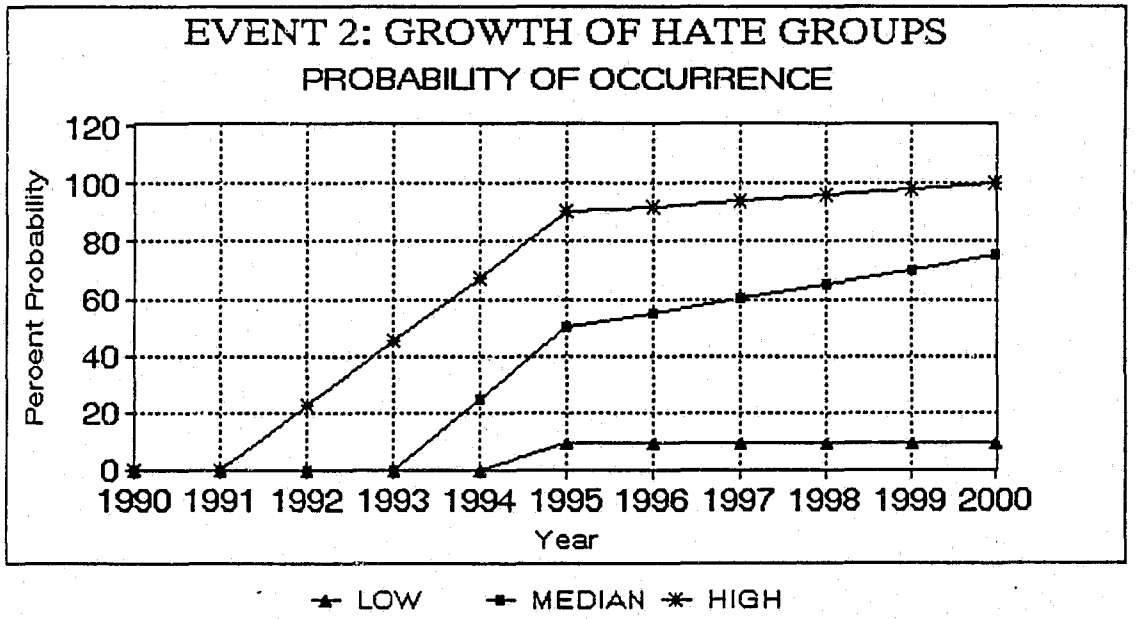


**Figure 12**

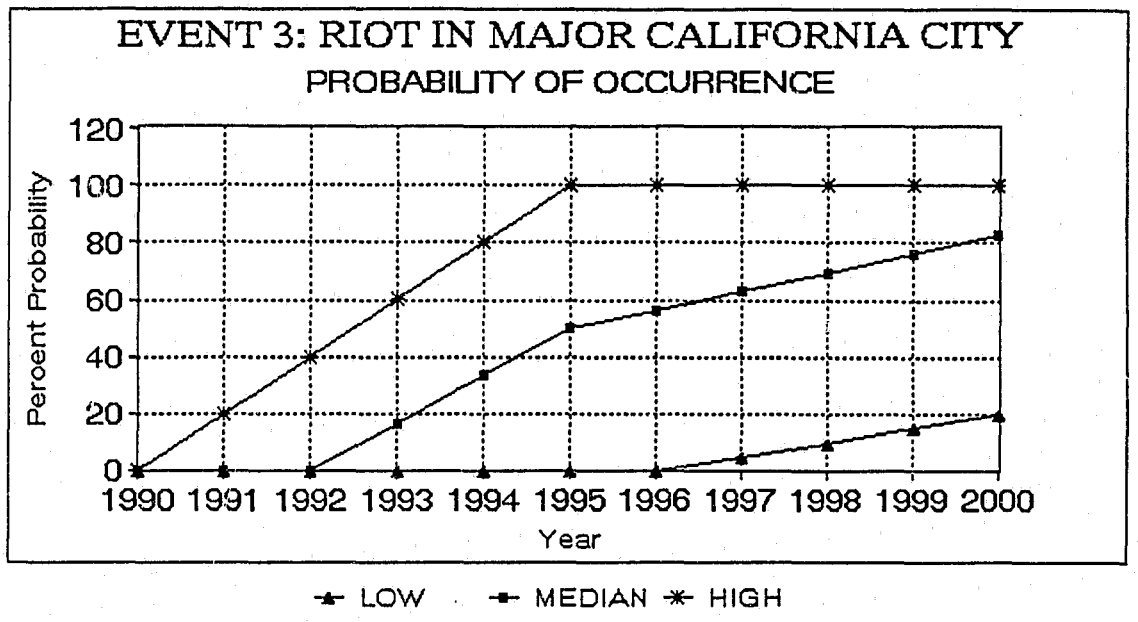


**Figure 13**

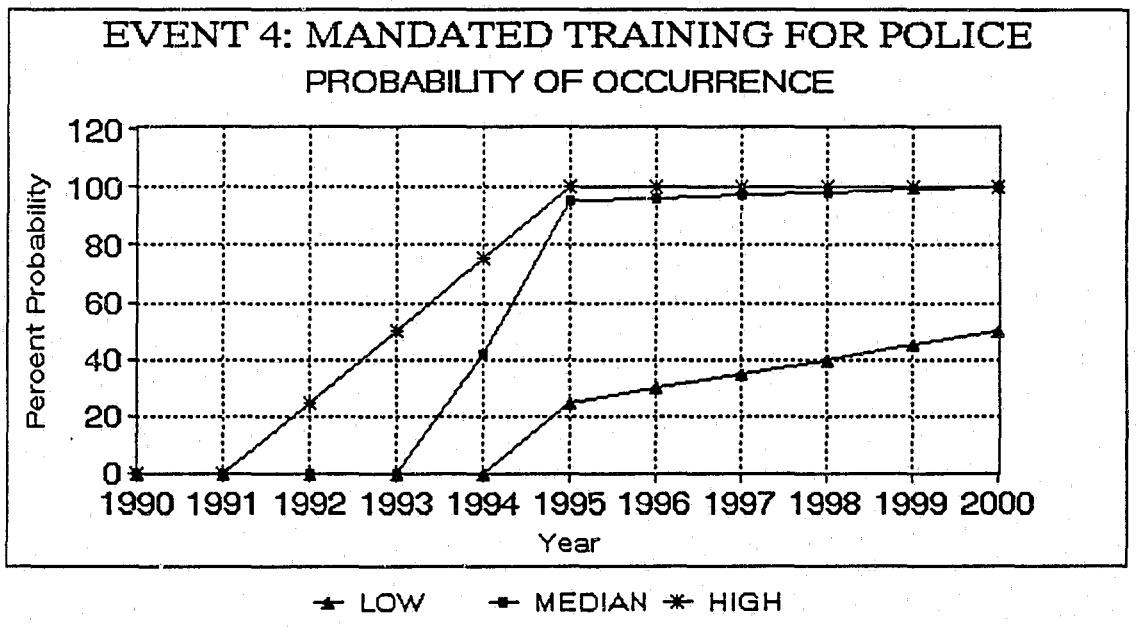


**Figure 14**

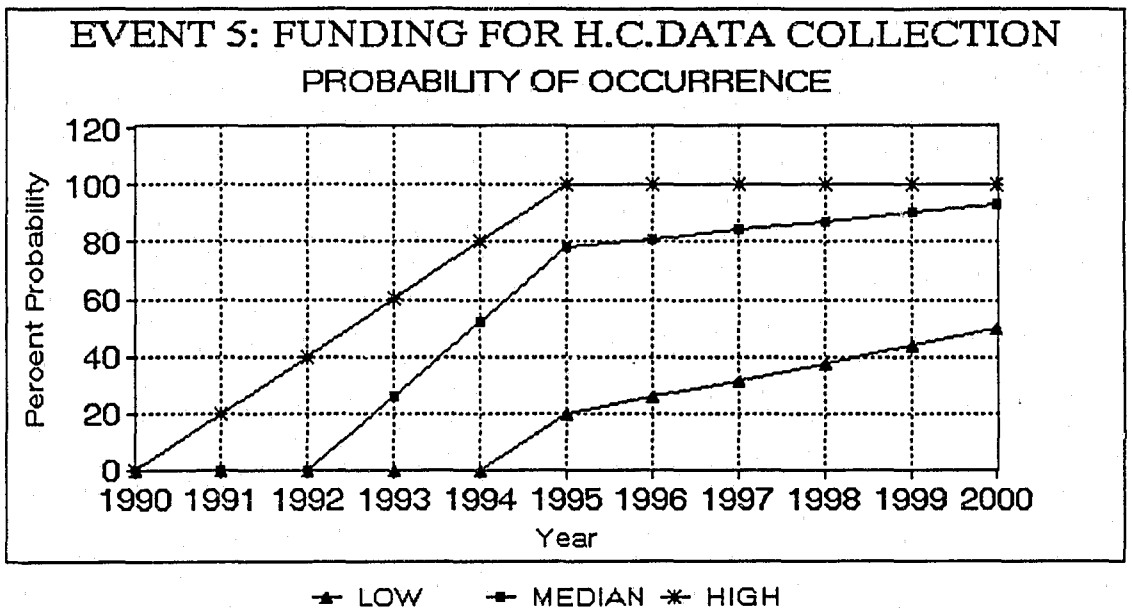
EVENT 5: FUNDING FOR H.C.DATA COLLECTION
PROBABILITY OF OCCURRENCE
Percent Probability
120
100
80
60
40
20
0
1990 1991 1992 1993 1994 1995 1996 1997 1998 1999 2000
Year
LOW
MEDIAN
HIGH

**Figure 15**

APPENDIX I

CROSS IMPACT ANALYSIS

| IMPACTING EVENT | IMPACTED EVENT | | | | | | IMPACTED TRENDS | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | E1 | E2 | E3 | E4 | E5 | | T1 | T2 | T3 | T4 | T5 |
| #20: War Breaks Out Involving U.S. | X | +25 | +10 | -- | -5 | | +6 | -- | -- | +35 | +15 |
| #12: Unprecedented Growth in Hate Groups | +5 | X | +40 | +40 | +45 | | +40 | +38 | +25 | +63 | +50 |
| #30: Riot in a Major California City | -- | +25 | X | +15 | +13 | | +5 | +3 | -- | +38 | +15 |
| #17: POST Mandates Training | -- | -- | -- | X | +50 | | +50 | +18 | +50 | -- | +25 |
| #28: Funding for Data Collection Approved | -- | +10 | -- | +55 | X | | +48 | +22 | +45 | -- | +50 |

Table 4

Panel Median Results

Maximum Impact (% change ±)

T1: Reporting of Hate Crime by Victims

T2: Hate Crime Sanctions

T3: Success of Prosecution of Hate Crime Offenders

T4: Violence as an Expression of bigotry

T5: Public Awareness of Hate Crime

APPENDIX J

POLICY IMPACT ANALYSIS

| SUGGESTED POLICIES | POSSIBLE FUTURE EVENTS | | | | | | TRENDS | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | E1 | E2 | E3 | E4 | E5 | | T1 | T2 | T3 | T4 | T5 |
| 1. Mission Statement | -- | -- | -- | -- | -- | | +10 | -- | +5 | -5 | +10 |
| 2. Written Policy | -- | -- | -- | -- | -- | | +10 | -- | +5 | -5 | +10 |
| 3. Hate Crime Training | -- | -- | -- | +15 | +15 | | +10 | -- | +15 | -10 | +15 |
| 4. Uniform Policies | -- | -- | -5 | +15 | +15 | | +25 | +10 | +15 | -10 | +30 |
| 5. Riot Control Training | -- | -- | -- | -- | -- | | -- | -- | -- | -5 | -- |
| 6. Community Task Force | -- | -- | -20 | +10 | +10 | | +25 | +15 | +15 | -15 | +50 |
| 7. PACT | -- | -- | -- | -- | -- | | +10 | -- | -- | -10 | +20 |
| 8. Adopt-A-Cop | -- | -- | -- | -- | -- | | +5 | -- | -- | -10 | +10 |
| 9. Lobbying for Sanctions/Funding | -- | -- | -- | +25 | +25 | | +10 | +50 | -- | -- | +10 |

Table 5

Maximum Impact (% change

APPENDIX K

## CAPABILITY ANALYSIS - RATING ONE

Table 6

Panel Median Results

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.

| Category: | I | II | III | IV | V |
|---|---|---|---|---|---|
| Manpower | | | | X | |
| Technology | | | X | | |
| Equipment | | | X | | |
| Facility | | | | X | |
| Money | | | X | | |
| Calls for Service | | X | | | |
| Supplies | | X | | | |
| Management Skills | X | | | | |
| P.O. Skills | | | X | | |
| Supervisory Skills | | X | | | |
| Training | | | | X | |
| Attitudes | | | X | | |
| Image | | X | | | |
| Council Support | | X | | | |
| City Mgr. Support | | X | | | |
| Specialties | | | X | | |
| Mgt. Flexibility | | X | | | |
| Sworn/non-sworn Ratio | | X | | | |
| Pay Scale | | X | | | |
| Benefits | | X | | | |
| Turnover | | | X | | |
| Community Support | | X | | | |
| Complaints Rec'd | | | X | | |
| Enforcement Index | | | X | | |
| Traffic Index | | | X | | |
| Sick Leave Rates | | | X | | |
| Morale | | X | | | |

## CAPABILITY ANALYSIS

## RATING TWO

Table 7

Panel Median Results

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 |

| Category: | I | II | III | IV | V |
|---|---|---|---|---|---|
| TOP MANAGERS: | | | | | |
| Mentality Personality | ___ | ___ | ___ | X | ___ |
| Skills/Talents | ___ | ___ | ___ | X | ___ |
| Knowledge/Education | ___ | ___ | ___ | X | ___ |
| ORGANIZATIONAL CLIMATE: | | | | | |
| Culture/Norms | ___ | ___ | X | ___ | ___ |
| Rewards/Incentives | ___ | ___ | X | ___ | ___ |
| Power Structure | ___ | ___ | X | ___ | ___ |
| ORGANIZATION COMPETENCE: | | | | | |
| Structure | ___ | ___ | X | ___ | ___ |
| Resources | ___ | X | ___ | ___ | ___ |
| Middle Management | ___ | ___ | X | ___ | ___ |
| Line Personnel | ___ | X | ___ | ___ | ___ |

APPENDIX L

**List of Possible Stakeholders**

1. Police Officers' Association
2. City Manager
3. Mayor/Council
4. Personnel Department
5. Community
6. Minority Members of Community
7. Victim Advocate Groups
8. School District
9. Media
10. Chamber of Commerce
11. Merchants
12. Board of Realtors
13. Planning Department
14. Recreation Department
15. Police Department Administration
16. Line Officers
17. Parents of Students
18. Criminal Investigation Division of the Police Department
19. District Attorney
20. Courts
21. Probation Department
22. Homeowners' Associations
23. Boards/Commissions
24. Developers
25. Sheriff's Department
26. Board of Supervisors
27. County Human Relations Commission
28. Department of Justice
29. Federal Bureau of Investigation
30. Fair Employment and Housing Commission
31. Organized Hate Groups
32. PORAC/Unions
33. American Civil Liberties Union
34. State Legislators

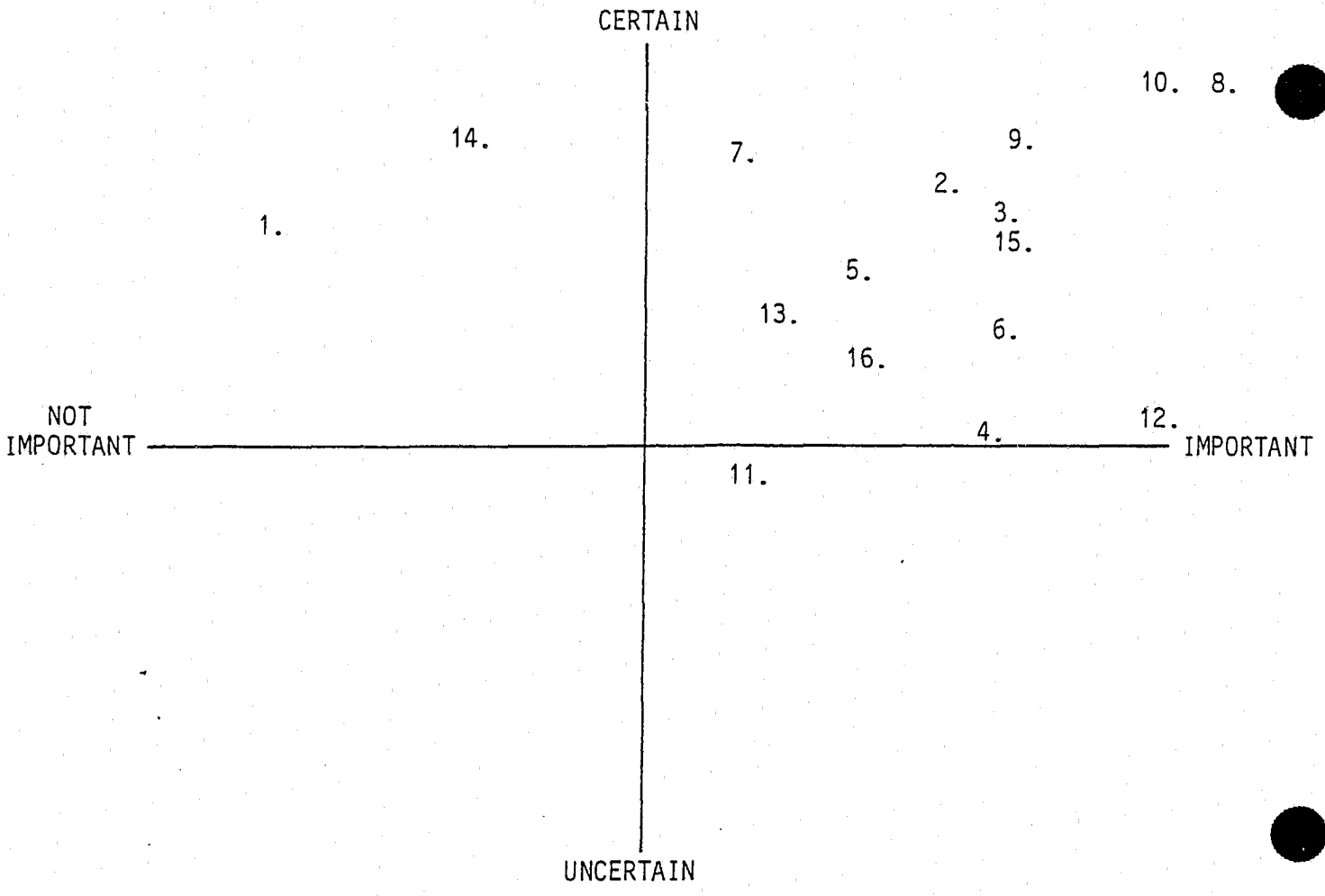


Chart 4 Certainty and Importance of Assumptions Chart

Stakeholders

1. Police Officers' Association
2. City Manager
3. Mayor/City Council
4. Community-At-Large
5. Community Minority Members
6. Victim Advocate Groups
7. School District
8. Media
9. Bayside Police Departmert Administration
10. Bayside Police Department Line Officers
11. District Attorney
12. Homeowners' Associations
13. Chamber of Commerce
14. Organized Hate Groups
15. State Legislators
16. Parents of Students

APPENDIX N

**Modified Policy Delphi Panel Members**

-Captain Robert Evans, Concord Police Department

-Ann Noel, Fair Employment and Housing Commission

-Marty Mercado, Attorney General's Office

-Captain Lewis Pollack, San Leandro Police Department

-Captain Randy Stout, San Leandro Police Department

-William Wong, Associate Editor and Columnist, The Tribune

-Captain Garrett Zimmon, Los Angeles Police Department

APPENDIX O

**Policy Alternatives**

1. Mission Statement: Bayside Police Department should develop a mission statement which expresses an anti-racist, anti-discrimination, pro-conflict resolution posture.

2. Written Policy: Bayside Police Department should establish a written policy which outlines the police department's position regarding hate crime, the department's response to hate crime incidents, and the department's response to victims of hate crime.

3. Hate Crime Training: Bayside Police Department should develop and implement a bi-annual hate crime training program which includes information regarding hate crime statutes, department policy regarding response to hate crime incidents, victim referral resources, and sensitivity necessary in dealing with victims of hate crime.

4. County-wide Response: Bayside Police Department should lobby all other law enforcement agencies in the county to adopt the same hate crime response policy so that there is a standardized response throughout the county.

5. Riot/Crowd Control Training: Bayside Police Department should implement a regular training program to maintain departmental riot/crowd control skills.

6. Community Task Force: Bayside Police Department should develop a task force of community and religious leaders who meet on a regular basis to discuss issues of mutual concern.

7. Police and Community Together (PACT) Program: Bayside Police Department should work with Bayside Unified School District to develop and implement a PACT program which couples a police officer and social studies teacher together in middle schools to teach about hate crime and cultural awareness issues.

8. Adopt-A-Cop Program: Bayside Police Department should develop and implement an adopt-a-cop program in which 6th grade classes "adopt" a volunteer police officer for the year. The officer meets with the class 2 hours per month to discuss hate crime, cultural awareness, and other pertinent issues.

9. Formal Resolution: Bayside Police Department should encourage the city to issue a formal resolution condeming hate crime incidents and encouraging citizens to report their occurrences to Bayside Police Department.

10. Police Department Race Relations Officer: Bayside Police Department should assign a command officer to be a liaison with minority and community groups and to the Human Relations Board. This officer would coordinate the investigation of non-criminal hate related matters. Criminal matters would be investigated by Criminal Investigation Division.

11. World of Difference: Bayside Police Department should implement a program similar to the Anti Defamation League's World of Difference program in the schools. The program would be coordinated through the Race Relations Officer.

12. Networking: A monthly meeting should be established between county law enforcement agencies to share hate crime information.

13. Conflict Resolution Training: Bayside Police Department should develop and implement a conflict resolution training program for schools, police and other agencies handling hate related matters and issues.

14. Lobbying: Bayside Police Department should encourage the Alameda County Chiefs Association to lobby the California Chiefs Association to push for legislation mandating criminal sanctions against convicted hate crime offenders.

15. Police Department-School District Partnership Program: Bayside Police Department should work with Bayside Unified School District to develop and implement a School Resource Officer Program which places a police officer on campus at all middle and high schools.

16. Police-Media Standing Committee: Bayside Police Department should work to establish a committee of law enforcement and media representatives whose goal is to establish guidelines for non-inflammatory, accurate media coverage of hate crime incidents.

17. Human Relations Board: Bayside Police Department should encourage the city to establish a permanent, local, multi-racial human relations board with the mission of providing the mayor/council with oversight input on all city hate crime, affirmative action, and discrimination policies and procedures.

18. Ride-Along Program: Bayside Police Department should establish a formal middle school, high school minority student

ride-along program. Program should be mandated for the student with the police department utilizing volunteer officers.

19. 24 Hour Phone Line: Bayside Police Department should establish a 24 hour telephone tip line "FONE COP" to gather tips and anonymous information on hate crime and other criminal matters.

20. Bilingualism: Bayside Police Department should establish incentive programs for bilingual officers.

21. Community Activities: Bayside Police Department should encourage its employees to become involved in local community activities.

22. Big Brother/Big Sister Program: Bayside Police Department should work with the Police Officers Association to develop a big brother/sister program in the community utilizing volunteer officers.

23. Cultural Awareness Training: Bayside Police Department should develop and implement cultural awareness training utilizing minority officers and minority members of the community.

24. Intelligence: Bayside Police Department should make intelligence gathering on hate groups a priority and should work with other county law enforcement agencies to collect such information.

25. Complaints: Bayside Police Department should vigorously investigate complaints made against officers for racial bias.

26. Mob Psychology Training: Bayside Police Department should develop and implement a training program regarding mobs and mob psychology.

27. Graffiti: Bayside Police Department should work with the city to pass ordinances requiring the immediate graffiti abatement utilizing volunteers.

28. School Security Staff: Bayside Police Department should work with Bayside Unified School District to train school security staff and to develop better communications links between the police department and schools.

29. Recreation: Bayside Police Department should encourage the recreation department to establish more programs for the youth in the community.

30. Lobby POST: Bayside Police Department should lobby POST to restructure the requirements for Reserve Police Officers so

that more people, including minorities, can work as reserve officers.

31. Community Surveys: Bayside Police Department should promote community surveys to seek input from the community, especially the minority community, regarding issues of concern.

32. Neighborhood Watch: Bayside Police Department should incorporate anti-racist, anti-hate violence material into the neighborhood watch program.

33. Recruitment: Bayside Police Department should actively recruit minority officers, and groom minority officers for advancement.

34. Town Hall Meetings: Bayside Police Department should establish regularly scheduled meetings between the community and the police department to discuss issues of common concern.

35. School Curricula Encouraging Diversity: Bayside Police Department should work with Bayside Unified School District to develop curricula and training, utilizing students for input.

36. Arab American Profile: Bayside Police Department should develop a profile of identifying where in the city Arab Americans are located, and should discuss with Arab American leaders what problems might be expected should war break out in the Middle East.

37. Community Organizations: Bayside Police Department should train the human relations board and other community organizations to receive complaints of hate violence.

38. Market Hate Crime Strategy: Bayside Police Department should market its innovative approach regarding hate crime issues via the media to inform the community.

APPENDIX P

| POLICY | RANK | FEASIBILITY | DESIRABILITY | TOTAL |
|---|---|---|---|---|
| Mission Statement | 2 | 19 | 21 | 40 |
| Written Policy | 3 | 19 | 20 | 39 |
| Hate Crime Training | 4 | 18 | 19 | 37 |
| County-wide Response | 9 | 14 | 18 | 32 |
| Riot Control Training | 11 | 15 | 15 | 30 |
| Community Task Force | 5 | 18 | 18 | 36 |
| PACT | 8 | 16 | 17 | 33 |
| Adopt-A-Cop | 8 | 17 | 16 | 33 |
| Formal Resolution | 7 | 17 | 17 | 34 |
| Race Relations Officer | 6 | 17 | 18 | 35 |
| World of Difference | 15 | 13 | 12 | 25 |
| Networking | 5 | 17 | 19 | 36 |
| Conflict Training | 8 | 16 | 17 | 33 |
| Lobby/Sanctions | 9 | 16 | 16 | 32 |
| School Resource Off. | 12 | 13 | 16 | 29 |
| PD-Media Committee | 16 | 9 | 14 | 23 |
| Human Relations Board | 11 | 14 | 16 | 30 |
| Ride-Along | 14 | 13 | 13 | 26 |
| 24 Hour Phone Line | 9 | 16 | 16 | 32 |
| Bilingual Incentives | 11 | 14 | 16 | 30 |
| Community Activities | 7 | 18 | 16 | 34 |
| Big Brother/Sister | 12 | 14 | 15 | 29 |
| Cultural Aware. Trng. | 5 | 18 | 18 | 36 |
| Intelligence | 8 | 16 | 17 | 33 |
| Complaints | 1 | 20 | 21 | 41 |
| Mob Training | 13 | 15 | 13 | 28 |
| Graffiti Removal | 12 | 15 | 14 | 29 |
| School Security | 9 | 15 | 17 | 32 |
| Recreation Department | 11 | 14 | 16 | 30 |
| Lobby POST | 11 | 13 | 17 | 30 |
| Community Survey | 14 | 13 | 13 | 26 |
| Neighborhood Watch | 11 | 15 | 15 | 30 |
| Recruitment | 3 | 18 | 21 | 39 |
| Town Hall Meetings | 10 | 15 | 16 | 31 |
| School Curricula | 14 | 12 | 14 | 26 |
| Arab Americans | 14 | 14 | 12 | 26 |
| Community Organizatns. | 15 | 14 | 11 | 25 |
| Market Strategy | 5 | 17 | 19 | 36 |

**Chart 5** Policy Feasibility/Desirability Chart

| Effective Date | Number |
|---|---|
| February 1, 1987 | |

| Subject |
|---|
| RACIAL,RELIGIOUS AND ETHNIC VIOLENCE |

| Reference | Special Instructions |
|---|---|
| Hate Crimes | |

| Distribution | Reevaluation Date | No. Pages |
|---|---|---|
| | January 31, 1988 | |

## I. PURPOSE

The _____ Police Department will take a proactive role in promoting peace and harmony within the community, and in ensuring that rights guaranteed by state laws and the U.S. Constitution are protected for all citizens regardless of their race, color, ethnicity or religion. When such rights are infringed upon by violence, intimidation, threats or other harassment, the Department will use every necessary resource to rapidly and decisively identify the perpetrators, arrest them and bring them before the court.

All acts of racial or religious violence or threats will be viewed as serious, and the investigations will be given priority attention. Such acts may generate fear and concern among victims and the public, and have the potential of recurring, thus escalating and possibly causing counterviolence.

## II. DEFINITION

A racially, ethnically or religiously targeted incident is an act or a threatened or attempted act by any person or group of persons against the person or property of another individual or group that may in any way constitute an expression of racial, ethnic or religious hostility. This includes threatening phone calls, hate mail, physical assaults, vandalism, cross burnings or destruction of other religious symbols, and firebombing. This list is not all inclusive. Some incidents may not clearly fit a specific definition. In those cases, a common-sense approach must be used. If an incident appears to be an incident of racial, religious or ethnic bias, it should be investigated as such. Verification can be made during the investigation.

Officers must recognize that single incidents such as vandalism or threats may initially appear as less serious when viewed in the larger context of all crime. Incident reports should be reviewed for *patterns* of incidents occurring at either the same location or directed at a particular individual or group. Very often what may begin as a minor incident escalates into a more serious crime.

## III. POLICY

It shall be the policy of this Department to bring the investigative and enforcement elements of the police department into quick action following any and all reported or observed incidents of racial, religious or ethnic hatred. There is to be special emphasis placed on victim assistance and community cooperation in order to reduce victim/community trauma or fear. It must be remembered that the actions taken by this agency in dealing with incidents of racial, religious and ethnic bias are visible signs of concern and commitment to the community on the part of _____ government and its police department.

The proper investigation of racial, religious or ethnic incidents is the responsibility of all _____ police officers. Each officer must be sensitive to the feelings, needs and fears that may be present in the community as a result of incidents of this nature.

*(Continued)*

The IACP model racial, religious and ethnic violence policy is intended to serve as a guide for the police executive who is interested in formulating a written procedure to prevent and resolve potential incidents of racial, religious and ethnic violence. The police executive is advised to refer to all federal, state and municipal statutes, ordinances, regulations, and judicial and administrative decisions to ensure that the racial, religious and ethnic violence policy he or she seeks to implement meets the unique needs of the jurisdiction.

IV. PROCEDURES

When an officer on the scene makes a determination that an incident is of racial, religious or ethnic bias, the following procedures are activated. To achieve a thorough investigation and a sensitive response to the victims and community, responsibilities shall be as follows:

A. Whenever any incident as described above comes to the attention of a department member, the incident will be immediately reported to the field supervisor.

B. Investigating officers shall:
1. Respond in a sensitive way to the feelings and needs of the victim(s).
2. Preserve the crime scene and evidence.
3. Immediately take all possible investigative and enforcement action.
4. Notify the crime laboratory or investigator (if applicable) if a cross burning or any other racially motivated destruction of property takes place.
5. Prepare a detailed report.
6. Make a follow-up visit to assure the victim that the police are doing everything possible to eliminate the fear factor and apprehend the suspect(s).

C. The field supervisor shall:
1. Respond immediately to the scene of all incidents.
2. Ensure that the crime scene is protected.
3. Ensure that the investigative personnel have been notified if a cross burning or any other racially motivated destruction of property takes place.
4. Notify the chief executive if the incident is serious.
5. Ensure that the scene is properly processed and evidence gathered.
6. Visit the victims as soon as possible, assuring them that the investigation will be actively pursued.
7. Notify the communications center or headquarters as soon as possible of the following information (if applicable):
   a. Any disturbance or destruction of property that is racially, religiously or ethnically motivated.
   b. Size of cross burned and the materials from which it was made.
   c. Exact time and location of the incident.
   d. Type of neighborhood (racial, ethnic and socio-economic make-up).
   e. Whether arrests are imminent, or the names, addresses, dates of birth, sex, and race of any persons arrested.
8. Arrange for an immediate increase of patrols throughout the affected area. If, in the judgment of the patrol supervisor, there still exists the potential for further acts of violence, a unit should be specifically assigned to the location in a fixed post position.
9. Ensure that all physical remains of the incident are removed after processing is completed. If the remains cannot be removed (example: paint on walls), the supervisor shall attempt to impress upon building or property owners the need for complete restoration as soon as possible.
10. Ensure that the report contains full data on the materials used (cross, literature, paint, etc.), including size, construction, wrappings, messages, plus the method of removal and the disposition of the remains.
11. Maintain contact with community leaders concerning the progress of the investigation.
12. Assure that victims and other concerned parties are informed of a case clearance.

D. The investigative personnel shall respond to the scene of any cross burning or any other racially, religiously, or ethnically motivated destruction of property and shall (if applicable):
1. Obtain a sample of the cross, paints, or other materials used.
2. Photograph and process the scene.
3. Gather and take custody of any related evidence.
4. Maintain all reports of racially and religiously targeted incidents.
5. Contact appropriate state and/or local law enforcement agencies for assistance with serious cases.
6. Maintain liaison with federal, state and local agencies for intelligence information exchange.
7. Keep the arresting officer informed of the status of the case.

By Order of:

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Chief of Police

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