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What impact will cultural diversity in law enforcement have on personnel management by the year 2002?

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Abstract

This study explores what impacts a culturally diverse law enforcement work force will have on personnel management practices in by the year 2002. The study consists of three primary sections: a futures study of forecasted trends and events that will impact the study issue; a strategic plan using the Alameda County Sheriff's Department as a model for implementation; and a transitional management plan that will launch the strategic plan of action. The study addresses the changing demographics across the nation that will make law enforcement rethink how it recruits, tests, promotes, and manages a culturally diverse work force. A departmental Task Force on Diversity Committee was used as the vehicle for change in addressing management and employee cultural diversity issues. The study concludes that managing cultural diversity in a law enforcement environment requires a holistic approach for creating a departmental environment that will allow all kinds of people to reach their full potential in pursuit of the department's objectives. Appendixes include bibliography and endnotes regarding the text.

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**WHAT IMPACT WILL CULTURAL DIVERSITY
IN LAW ENFORCEMENT HAVE ON PERSONNEL
MANAGEMENT BY THE YEAR 2002?**

**JOURNAL ARTICLE
BY
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PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of 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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

Introduction

Future studies in the literature frequently end with resultant policies to actualize a particular, data-driven scenario by the end of a specific time frame. Some take the next step, the working through of a strategic plan from the selected policies, complete with specifics of implementation. Few, however, pursue the study to its logical conclusion, addressing the question of managing the transition from present through to the successful implantation of the full strategic plan. The present article, while reporting the highlights of the study, focuses upon transition, the reality of getting from here to there.

The issue of the study is stated in question form:

What impact will cultural diversity in law enforcement have on personnel management by the year 2002?

Three Sub-issues convey the general thrust of the issue as studied, and provide somewhat flexible parameters:

1. Will cultural awareness training be mandatory for law enforcement supervisors and managers in order to deal with a culturally diverse work force?
2. Will law enforcement recruitment techniques and practices be affected by a culturally diverse work force?
3. Will there be a need for entry and promotional level testing requirement changes in law enforcement due to a culturally diverse work force?

Most American law enforcement corporate cultures were established

when the vast majority of workers were white males.¹ Law enforcement agencies throughout the United States are basically white, male, and Anglo-American with a changing trend emerging.²

In California, a significantly culturally diverse state, it is estimated that by the year 2005, nearly 50 percent of the population will be comprised of people of color who will be speaking more than 80 languages.³ By the year 2005, the Hispanic population in California will grow by 3.5 percent, Asians by 3 percent, and blacks by 1 percent, with whites decreasing by 7 percent. Additionally, the population over 55 years of age will grow rapidly and the number of women in the workplace will increase steadily.⁴

In 1990, about 3100 publicly funded sheriff's departments across the United States reported that there was a trend emerging in the hiring of a more diverse law enforcement work force. Among sworn personnel in sheriff's departments in 1990, Hispanics, blacks, and women increased in number compared to 1987 statistics. These trends will directly impact the American work force as well as the law enforcement work force by the year 2000 and beyond.⁵ It is managerially prudent to ask if the culture that served law enforcement well in the past can serve equally well in the future.

Some may wonder what all the concern is about regarding cultural diversity. After all, there have always been workers of different races and different ethnic backgrounds and America has been defined as the melting pot of the world.⁶

Traditionally, the American approach to diversity has been assimilation.⁷ Newcomers are expected to adapt so that they fit; the burden of making the change falls to them. This is true for the law enforcement world as well as for society at large. Police managers have insisted that people who are different bear the brunt of adjusting, and they have been more than willing to help employees through the process.⁸

Law enforcement executives who try to force future realities into yesterday's management patterns will seriously jeopardize the viability of their agency. What is required is a new way of thinking about diversity, not as an us or them kind of problem to be solved, but as a resource to be managed. Unlike more familiar approaches, managing diversity is not a structured program, not an orchestrated set of actions designed to do something. It calls for more than changing individual behaviors. It requires a fundamental change in a law enforcement agency's way of life. Implementing that change takes many years.

The process of managing diversity in law enforcement begins with identifying the foundational elements of the corporate culture, in particular, those that influence or determine the department's philosophy about diversity. Those at the helm of law enforcement agencies have a choice: They can treat all members as if they are the same, (or try to force them to become the same), or they can view diversity as an opportunity, a strategic lever. It is important for law enforcement agencies to chart their own demographic and attitudinal profiles, draw conclusions about

specific implications of their situation, and take appropriate action. Law enforcement executives should approach the diversity issue both productively and aggressively; otherwise, all attempts to manage diversity will fail.

Managing diversity is a comprehensive law enforcement managerial process for developing an environment that works for all employees. A commitment to diversity is a commitment to all employees, not an attempt at preferential treatment. It allows agencies to develop steps for generating a natural capability to tap the potential of all employees. All employees, including the white male.

Managing cultural diversity in law enforcement is a complex, multifaceted, and time-consuming process. It is, however, possible to describe the heart of the process in a very few words: Examining a law enforcement agency's corporate culture, identifying those elements of the culture that are fundamental, the roots from which corporate behaviors spring, determining whether the roots support or hinder the aspirations for managing diversity, and changing the cultural roots that are hindrances.

Managing cultural diversity approaches diversity from a management perspective. That is, it deals with the way people are managed and the way law enforcement managers do their jobs. It is grounded in a very specific definition of managing, creating an environment that allows the people being managed to reach their full potential.⁹ At its best, managing diversity in law enforcement means getting from employees not only everything a department has

a right to expect, but everything the employee has to offer.

Given the competitive environment that law enforcement will face in the future and the culturally diverse work force that law enforcement will have, law enforcement executives must ask of themselves if they are preparing for the highest productivity possible and examine their system to see if it works as smoothly as it should.

For law enforcement managers, especially those in more populated urban areas, the evolution of a more culturally diverse work force means access to a large pool of enthusiastic workers whose culturally diverse different points of view can only add to the creativity and problem solving resources of every department. A culturally diverse law enforcement work force also means challenges in communicating across language and accent barriers, in developing and maintaining teamwork and harmony despite differing styles and values, and in learning to motivate in the face of diverse needs and expectations.

A Data-driven Scenario

Any issue has but one past; the future may be visualized in terms of many possibilities. People who are motivated to do something about an issue tend to give top priority to a realistic picture of what things ought to look like downline. A data-based series of forecasts was used to develop a coherent scenario, one with enough specifics to guide strategic planning in detail. The scenario is about a target organization, the Alameda County Sheriff's

Department, by the year 2002:

As 61 year old Sheriff O'Brien of Alameda County sat in his office reading his December 4, 2002 newspaper, he reflected back on the unbelievable series of events that had occurred in the last several years of his term in office. It seemed just like yesterday when his Undersheriff approached him on the morning of January 4, 1997 and said, "Boss, I think we're starting to have problems with our supervisors and managers dealing with their subordinates because they don't really understand how to talk and act around our culturally diverse work force." He responded by telling the Undersheriff, "Cops are cops and it doesn't matter what ethnic background or gender they are!" Today, he knows that the issue of cultural diversity that he so easily dismissed that day, has become the most important issue in his law enforcement life.

In 1996, Ms. Gloria Martinez, a very popular citizen's advocate of cultural diversity in government, ran for California State Attorney General. Ms. Martinez did not win the election, but came very close to doing so. In early 1997, she called an after election press conference that was broadcast by the media statewide to enlighten all California chiefs and sheriffs regarding trends that were taking place in the government workforce, including the law enforcement profession. She proclaimed that racial minorities, females, and immigrants were becoming the majority population in the state. She contended that there was currently many culturally diverse law enforcement officers and staff employed throughout the state and that number would increase as the years went by.

In 1998, Sheriff O'Brien began working on a plan that would someday make cultural diversity training for his supervisors and managers mandatory. During that same year, POST announced that if cultural diversity in California law enforcement continued to increase, they would try to transfer Continuing Professional Training funds over to cultural diversity management training courses. Sheriff O'Brien recalled taking further notice of cultural diversity in his department work force at this point. He began to realize what was actually taking place and evolving around him. He became aware of the large mix of racial minorities, females, immigrants, and older workers in his department. He shuddered at recalling how long it had taken him to take further steps regarding this issue. He immediately put forth a gesture of good will toward a culturally diverse work force by instituting an incentive pay reward for officers who learned a second language.

The year 2000 sticks in Sheriff O'Brien's mind like a bright light bulb. He recalled a staggering statistic that revealed women in the California work force were coming close to outnumbering the men! Later that year, national reports on cultural diversity in law enforcement revealed California was leading the way in changing its law enforcement hiring practices to accommodate their majority immigrant, racial, and female population.

In 2001, Sheriff O'Brien remembered going one step further in the cultural diversity area to better orientate his staff in that area. He began a process that would institute a future cultural diversity mentoring program for all of his supervisors and managers. This

process helped prevent misunderstandings between various employee cultures in his department that were causing conflict.

Today, in the year 2002, Sheriff O'Brien takes pride in turning around the white male officer's concerns about cultural diversity management in his department and he can point to many very positive occurrences that reflect the acceptance of today's culturally diverse law enforcement work force. His and many other California law enforcement agencies have a good and equal mix of culturally diverse supervisors and managers.

As Sheriff O'Brien placed his newspaper down, nothing could have pleased him more than the headline on the front page of today's newspaper which read, "As society and the work force in California become more diverse, their cultural differences become more important to each of them".

The Strategic Plan

The macromission of the Alameda County Sheriff's Department is: To preserve life and property, respect the rights of all, identify and maintain a high level of professionalism, integrity, and readiness, deliver fair and consistent treatment to those placed in our care and custody, and enforce civil and criminal laws. A micromission, however, had to be developed to provide direction in planning for the selected scenario. The following was agreed upon: The Alameda County Sheriff's Department is dedicated to meeting the needs of our culturally diverse work force. Our goal is to open new possibilities for tapping the full creativity, energy, and expertise

of our human resources. An increasingly diverse work force requires management and staff partnering, an approach that makes the most of individual differences.

A strategic policy was then set forth. The Alameda County Sheriff's Department administrators and managers must reexamine their organizational value system as it pertains to dealing with today's changing work force. They must map out a clear and concise cultural awareness direction for the agency that will achieve a thorough understanding of each other's strengths and weaknesses and in turn, will result in better managing a culturally diverse work force in the future.

Key stakeholders had to be considered before a strategic plan could be finalized. The most important to the issue, as well as to the evolving plan, were Sheriff Plummer, all command staff, middle managers, line supervisors, the Board of Supervisors, the Deputy Sheriff's Association, the local chapter of American Civil Liberties Union, the Management Association, County Human Relations Commission, civilian Service Employee's International Union, outside training providers, and the department's training section. Finally, after considerable thought was given to the target agency's external environment and internal capabilities, the strategic plan came into being. A department Task Force on Diversity Committee would be formed to consider various cultural diversity issues facing the agency, such as cultural diversity management training for all supervisors and managers, research recruitment practices, work force balance, promotional processes,

proper management practices, and in-service training programs which emphasize cultural diversity sensitivity, recognition, and productivity. The Task Force on Diversity Committee will reflect a shared ownership of the commitment to and accountability for accomplishing the long term goals of the data-driven scenario.

The Sheriff will have the primary responsibility and accountability for the planning and implementation of a department Task Force on Diversity Committee. It is essential that he communicates the importance of the task force to all employees, gives total commitment to it, and provides all necessary departmental resources to help its success.

The action steps for implementation are as follows:

- Evaluate the needed changes in the department that relate to cultural diversity.
- Review symptoms or conditions which suggest change.
- Determine how much control the department has over conditions that provide the stimulus for change.
- Conduct a departmental assessment of current policies and practices relating to the management of cultural diversity.
- Identify available internal funds from existing and future budgets.
- Establish the Task Force on Diversity Committee.
- Develop goals and objectives for task force.
- Establish implementation time lines.
- Develop a long term evaluation and monitoring mechanism for program consistency.

From Strategic Plan to Reality:

The best of strategic planners well understand that people resist change. Change is risky and risk is threatening no matter how clearly the persons concerned see the need for it. Transition to a new situation requires both initial analysis and ongoing assessment. The transition plan is presented here in considerable detail to emphasize the need for reality thinking.

A department Task Force on Diversity Committee will be the driving force behind answering the issue and sub-issue questions, as well as the entity that will achieve the study issue's desired future state of better managing a culturally diverse law enforcement work force for improved productivity and recognition. Critical to implementing a strategic plan is the process of getting from here to there. This transitional strategy will focus on what will be required to successfully initiate and manage a culturally diverse work force in the Alameda County Sheriff's Department. The Task Force on Diversity Committee will have an opportunity to preview and critique training methods that will be developed for the Sheriff's Department and address related issues on cultural diversity that arise over the next ten years and beyond. A plan of action and management for this change must cover all of the variables and include the key stakeholders before the implementation strategy can proceed. It will launch the strategic plan of action from its position today into a well planned and successful future.

The critical mass is the smallest number of key stakeholders whose

support or opposition to the development of a Task Force on Diversity Committee would determine its success or failure. From the list of stakeholders previously identified, a more refined list of critical players has been developed. This group, or critical mass, must provide the commitment and energy necessary to make important changes occur. Although the commitment and hard work of many individuals will be needed to implement this program, without the specific commitment of any one of the critical mass individuals, the strategic plan might fail.

The author and two peer captains in the Alameda County Sheriff's Department came to a conclusion after measuring the readiness, capability, and commitment of all stakeholders that seven critical mass players will be needed for the transitional management plan. Their involvement in the design will give them a stake in the success of the desired future state and should lend their support and not their opposition to the implementation of the desired future state. Each critical mass player is listed below with their current position and desired position explained.

1. Sheriff Charles C. Plummer. The Sheriff will play a major role in developing the plan for managing a culturally diverse work force. He is the top administrator in the Sheriff's Department. He is a visionary leader who has the respect of the majority of all departmental employees, as well as the political know how to successfully implement a plan such as this. He has continually expressed a concern for all culturally diverse employees to understand and contribute to the departments future. A desired

position for the Sheriff to take in initiating this strategic plan will be to recognize and appoint the Task Force on Diversity Committee that is a cross section of civilian and sworn members which will function throughout the next ten years and beyond. The Sheriff will be expected to and consider all proposals made to him by the task force committee.

2. Undersheriff from the Executive Management Team. The Executive Management Team consists of the top thirteen management members in the Alameda County Sheriff's Department. The rank structure of this team is, one sworn Undersheriff, three sworn commanders, one civilian director, and eight sworn captains. This team meets once a week at the direction of the Undersheriff to address departmental concerns. A majority vote by this team on crucial issues in the department most often becomes department policy. The Undersheriff has great influence over the Executive Management Team and must be used by the Sheriff to promote understanding and interest in the Executive Management Team for the Task Force on Diversity Committee concept to more efficiently and effectively implement cultural diversity programs and training.

3. Planning and Research Sergeant from line supervisors. The Planning and Research Sergeant is in a prominent position, appointed by the Sheriff to research future direction and planning issues for the department. He is looked upon by his peers as the leader among their group. He is an enthusiastic employee who is constantly looking for ways to improve the department's effectiveness and efficiency. If he is able to convince his line

supervisor peer group that they are in desired positions to assist their subordinates in understanding the concepts of the department's Task Force on Diversity Committee and how show a willingness to improve the transitioning plan as it is introduced to the entire department, he will be a key figure in implementing the desired plan of action.

4. Alameda County Multicultural-Multilingual Coordinator. The Alameda County Multicultural-Multilingual Coordinator has an extensive knowledge of cultural diversity issues as a result of his assigned position to assist public and private agencies in Alameda County in carrying out minority employee and citizen assistance projects. He produces a quarterly Alameda County newsletter that displays brief articles on citizen and employee diversity issues around the United States. He attended President Clinton's inauguration in Washington, D.C. and listened to the President's repeated theme that he will make his administration "look like America". The Sheriff must appoint the Multicultural-Multilingual Coordinator to the Task Force on Diversity Committee. He will give much needed insight, expertise, and direction on managing a culturally diverse work force for the future.

5. Deputy Sheriff's Association President. The Deputy Sheriff's Association (DSA) consists of all deputies and sergeants in the Alameda County Sheriff's Department. The DSA is the bargaining entity that management must deal with regarding working conditions. If the rank and file do not accept administration's efforts to manage a culturally diverse work force, the DSA can be in a

possible block position if the majority of the DSA do not understand or accept such a future state and go to their DSA representatives to protest it. The DSA President can deliver this group if he is brought in on the planning stages of managing the Sheriff's Department's current and future culturally diverse work force. If this is done, any complaints or concerns by DSA members about cultural diversity issues, now and in the future, can be answered in a knowledgeable fashion by the DSA President which will defuse misunderstandings and rumors that may hinder the desired future state.

6. Service Employee's International Union Representative, The SEIU represents all non-management civilian personnel who work for the Alameda County Sheriff's Department. They have a strong interest in what policies and practices the Sheriff implements which will effect their membership, as well as a concern about fair treatment for all. The SEIU membership could be a possible block to the Sheriff's efforts to better manage a culturally diverse work force if their perception of the Sheriff's efforts are that he is implementing a Task Force on Diversity Committee for show only and feel it does not have any true depth or meaning to improve recognition and productivity of their membership. The SEIU is a political entity and their representative assigned to deal with the Sheriff's Department has direct access to the Sheriff, which gives her some leverage. The Sheriff, or his appointee, must educate, involve, and perhaps negotiate support from the SEIU Representative to help the SEIU membership better understand the department's true efforts and desire to bring about the desired future state of a

better managed and more efficient work force.

7. Training Section Lieutenant/Training Manager. The Sheriff's Department's Training Section is currently the facilitator in implementing a managing cultural diversity training course for all Sheriff's Department managers and supervisors. The Lieutenant/Training Manager in charge of the training section is in a desired position to best implement a successful training program effort. The Sheriff must appoint the Training Manager to the Task Force on Diversity Committee to enhance his knowledge of a successful transitional plan.

The challenge of implementing a carefully thought out strategic plan to better manage the Sheriff's Department's culturally diverse work force will require a strong people oriented Task Force on Diversity Committee. The transitional management plan and the key critical mass players have been identified. The next step is to define a plausible management structure that will effectively put the plan into action. The most appropriate management structure to implement managing cultural diversity in the Sheriff's Department must create the least tension with the on-going system that is in place today and the most opportunity to facilitate and develop the new system for tomorrow. The Sheriff will be charged with the responsibility of being the key player in making it all happen. His decision in choosing the Task Force on Diversity Committee members will be vitally important to the success or failure of the transitional program. The Sheriff will also have to use his political influence and know how in keeping the citizens of Alameda

County and the media aware of the efforts that the department is taking in implementing this progressive transitional program.

The critical mass players in the transitional management structure must be totally familiar and committed to every aspect of the project. Whenever a change is about to take place, it can be anticipated that some resistance to that change will occur. Effective change requires new ways of approaching similar problems because existing mechanisms may be inappropriate or ineffective in such situations. There are technologies and techniques that can be employed by the people who are responsible to make change happen that will help them accomplish their desired goals. Assessing alternative behaviors and actions for each person involved in bringing about change is one technique that clarifies behaviors and avoids duplication of steps that will be required to implement change. Role modeling is another technique. The Sheriff and task force members must be role models and display a confidence, commitment, and enthusiasm that will reflect their devotion and desires to all Sheriff's Department employees. This, in turn, will help alleviate any frustrations, anxiety, or negative energy that departmental employees may have had due to doubts about the key players.

It will be helpful for all task force committee members to collectively discuss the direction, goals, and objectives being sought. Once this is accomplished, the committee will inform their peers, as well as their subordinates, of what is occurring, thus reducing the uncertainty and fear of the unknown. Meetings with

SEIU and DSA representatives is a technique that will give key players such as the Sheriff and task force members an opportunity to explain the vision and the changes that are occurring to these entities and this will increase union and association understanding and knowledge of the process that is being implemented to better work with and understand the Sheriff's Department's culturally diverse work force. Finally, it is very important that the instructors who are chosen by the training section to present a managing cultural diversity training course be amply supplied with all of the necessary tools, technologies, and know how to give a successful and enlightening training session.

To accomplish a successful transitional management plan, the strategic plan action steps must be carefully thought out and descriptively communicated to all persons involved which will enhance the long term concerns of properly implementing and evaluating the desired future state. The outline for this procedure is stated below.

Phase I. The Sheriff has department policies, procedures, and practices evaluated as to their historical effect on the management of a culturally diverse work force. He identifies symptoms or conditions that suggest change in the areas of employee management, recruiting, hiring, and promotion which will contribute to a fair and impartial work force productivity improvement. A determination is made that addresses how much control the Sheriff has over the needed change agents to implement new policies and procedures pertaining to a culturally diverse work force. Once these

discoveries have been made, the Sheriff will contact key individuals and organizations that can help implement change.

There may be some negative thoughts in the Sheriff's Department about addressing cultural diversity issues, especially from the male white members of the department who may feel left out of future departmental planning because of the emphasis being placed on culturally diverse employees. Additionally, some managers and supervisors may be skeptical about when and how they will be able to accomplish this task. The Sheriff will redirect the negative energy that may be demonstrated by some of his work force by the clarity of his objectives and total employee involvement. The Sheriff will emphasize teamwork among all members to accomplish the goals that are sought. The Sheriff will be prepared to deal with conflict management as each issue of concern arises.

Prior to implementation of a Task Force on Diversity Committee, the Sheriff will access his budget to determine if he can successfully fund needed programs and committees. Because he always manages his annual budget so well and has routinely ended each fiscal year with a year end savings, the Sheriff will be able to transfer funds from existing departmental budget units to selected areas that may need financial support to carry out his cultural diversity goals. If year end savings are depleted as time passes, the Sheriff will place the task force committee as a high priority within the department and reduce other budget units to guarantee the continued existence of the task force to accomplish his desired future state of better managing a culturally diverse work force for improved

productivity and employee recognition.

The Sheriff will appoint an eleven member Task Force on Diversity Committee that will be comprised of designated individuals from each minority group, as well as white male and female members from within the department, in addition to the Alameda County Multicultural-Multilingual Coordinator. The task force will represent a microcosm of the diversity that exists within the department, so they will practice what they preach.

Phase II. The Task Force on Diversity Committee will develop goals and objectives that address the desired future state of this study. The primary concerns of the task force will center around management practices that will produce the highest level of performance from the Sheriff's Department's culturally diverse work force. The following is a list of goals, objectives, and actions that the task force will address and monitor over the next ten years to achieve the author's desired future state by 2002:

- * The department provides training in diversity for managers and supervisors.
- * The task force reviews recruiting, hiring, and promotional practices within the department on an ongoing basis and recommends change to the Sheriff if necessary and appropriate.
- * Managers see diversity as an asset, understand diverse practices, and help others identify their needs and options.
- * Managers are clear in defining their expectations of culturally diverse employees.
- * Managers are clear about what they expect and expect high levels

of performance from all employees.

- * Managers balance their strong concern for production and performance with empathy and authentic concern for employees growth and development.
- * Managers develop others through role modeling, mentoring, providing opportunities for growth, and delegate responsibility fully to those who have the ability to do the work.
- * Managers have systems in place that allow them to periodically and consistently review and monitor employee performance.
- * Management recognizes individual differences and takes advantage of them.
- * Managers provide regular, ongoing, and spontaneous feedback concerning the positive and negative aspects of employee performance.
- * Managers search for opportunities for staff persons to receive recognition for duties performed.
- * Managers ask for input from employees on work issues.
- * Managers work with other managers to develop consensus and priorities for change.
- * The task force takes anonymous climate surveys from inside and outside the department from time to time to discover ways in which departmental systems and policies may inhibit productivity and job satisfaction of its culturally diverse work force.
- * The task force conducts annual count on level of culturally diverse line and management employees in the department for comparative analysis with overall work force composition.
- * The task force analyzes and highlights positive benefits that changes in managing a culturally diverse work force has

produced.

- * The task force studies literature on the management of change or attends workshops on change.

Phase III. The Task Force on Diversity Committee formally puts into place their structure, operations, and accounting methods to solidify their existence. The task force makes it known to all department members how frequently they will meet and how any member can communicate an idea or thought to them that will be considered for future ways to better manage a culturally diverse work force. The Sheriff introduces a new department general order to all employees and to the media that details the purpose, policies, practices, and goals of the task force. This process will not only formalize the Sheriff's efforts to better manage a culturally diverse work force, but also negate any possible allegations of the task force being a secretive, self-fulfilling group.

Phase IV. As the process of managing a culturally diverse work force goes on, the Sheriff, along with the Task Force on Diversity Committee, will evaluate and monitor the successes and failures of the transitional plan. The progress will be measured by getting a sense of the extent to which the department's systems are supportive of a diverse work force in tapping employees potential, or at least by developing an environment that ultimately will allow them to do so. The cultural roots of the Sheriff's Department will be examined by the task force to evaluate to what extent they have been modified in the direction that will facilitate progress in managing a diverse work force. This process will be accomplished

by evaluating what actions have been taken to implement the root changes, if the changes are clear to employees, and if employees are beginning to accept the changes and their implications.

Managing cultural diversity within the Alameda County Sheriff's Department to an extent that the department can evaluate and tap a substantial amount of the plan's potential will take time. Just launching the full spectrum of the managing diversity approach can take as long as four to five years. Full implementation and evaluation of results will take a minimum of ten years or more to accomplish. Every possible contingency during the transition process needs to be thought out. Only then can the unexpected be managed without destabilizing the whole transition.

Conclusions

The sub-issue questions of the need for mandatory cultural awareness training for law enforcement supervisors and managers and the effect of cultural diversity on law enforcement recruiting, testing, and entry requirements were addressed in the study by the formation of a Task Force on Diversity Committee in the Alameda County Sheriff's Department. The task force will implement cultural awareness training in the form of a managing cultural diversity training course and will research, evaluate, and monitor the department's recruiting, testing, and entry level requirements.

The general issue of the study was: What impact will cultural diversity in law enforcement have on personnel management by the year 2002? The study revealed that diversity is becoming a

management issue not only because of the increasing percentage of minorities and women in the workplace, but because of changing attitudes as well. Law enforcement managers will find themselves dealing not only with cultural diversity, but with unassimilated diversity. It is the lack of assimilation that creates the challenge. In the past, assimilation allowed law enforcement the luxury of having people who were different on the surface but homogeneous underneath. The study pointed out that law enforcement must learn how to manage people who are different below the surface as well. The Alameda County Sheriff's Department was used by the author as an agency for change pertaining to the management of a culturally diverse law enforcement work force, using a Task Force on Diversity Committee as the moving force behind such change. The goals and objectives as stated by the task force committee in this study will be the measuring instrument to develop answers to the topic issue question.

Recommendation

Other California law enforcement agencies must address cultural diversity issues in the same manner as the Alameda County Sheriff's Department has. This can be accomplished through joint efforts of Chief's of Police and Sheriff's throughout the state, or by legislative action directing law enforcement agencies to implement similar committees and/or training programs.

ENDNOTES

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**WHAT IMPACT WILL CULTURAL DIVERSITY
IN LAW ENFORCEMENT HAVE ON PERSONNEL
MANAGEMENT BY THE YEAR 2002?**

**TECHNICAL REPORT
BY
GERALD SLATER
COMMAND COLLEGE XVII
PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA
JANUARY 1994**

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

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SECTION I

INTRODUCTION

INTRODUCTION

Most American law enforcement corporate cultures were established when the vast majority of workers were white males.¹ Law enforcement agencies throughout the United States are basically white, male, and Anglo-American with a changing trend emerging.²

Between the years 1980 and 1990, the rank and file state and local government workers nationwide changed as follows:

- White male workers dropped from 46.5 percent in 1980 to 42.3 percent in 1990.
- White female workers dropped from 31.8 percent in 1980 to 29.9 percent in 1990.
- Black male workers rose from 8.1 percent in 1980 to 9.2 percent in 1990.
- Black female workers rose from 7.9 percent in 1980 to 9.8 percent in 1990.
- Hispanic male workers rose from 2.5 percent in 1980 to 3.7 percent in 1990.
- Hispanic female workers rose from 1.6 percent in 1980 to 2.6 percent in 1990.

During the same period of time, the managers in state and local government nationwide made a dramatic diversity change as follows:

- White male managers dropped from 70.8 percent in 1980 to 60.4 percent in 1990.
- White female managers rose from 20.0 percent in 1980 to 24.4 percent in 1990.
- Black male managers rose from 3.7 percent in 1980 to 5.1 percent in 1990.
- Black female managers rose from 2.1 percent in 1980 to 5.1 percent in 1990.
- Hispanic male managers rose from 1.7 percent in 1980 to 2.1 percent in 1990.

- Hispanic female managers rose from 0.6 percent in 1980 to 1.2 percent in 1990.³

United States population trends show that by the year 2000, nearly 85 percent of new workers will be African-Americans, native-born women of all races, Hispanics, Asians, and other non-white immigrants. By the year 2000, the average age of workers between 18 and 24 will decrease by 8 percent, and the average age of the American worker will increase from 34 to 39 years old. More than 60 percent of women over the age of 16 will be working outside the home by the year 2000.⁴

In California, a significantly culturally diverse state, it is estimated that by the year 2005, nearly 50 percent of the population will be comprised of people of color who will be speaking more than 80 languages.⁵ By the year 2005, the Hispanic population in California is projected to grow from 25.2 to 28.7 percent, Asians from 9.7 to 12.7 percent, and blacks from 7.5 to 8.1 percent, with whites decreasing from 57.6 to 50.5 percent. Additionally, the population over 55 years of age will grow rapidly and the number of women in the workplace will increase steadily.⁶

California leads the United States in language diversity. Reflecting massive increases in California's immigrant population, one out of three Californians speaks a language other than English, twice as many people as any other state.⁷ Between 1980 and 1990, over 2,300,000 international immigrants came to California. The closest state to California during this time period was New York with over 959,000 immigrants entering that state.⁸

The San Francisco Bay Area's ethnic makeup is one of the most diverse in the state of California, with 15.3 percent Hispanic, 14.7 percent Asian, 8.5 percent black, 0.7 percent American Indian, and 60.7 percent white.⁹ The newly appointed San Francisco Police Chief, Anthony Ribera, promised his community a diverse law enforcement work force by stating, "I am committed to giving all

newly hired minority officers, both male and female, an opportunity to succeed. It's time for change."¹⁰

In 1990, about 3100 publicly funded sheriff's departments across the United States reported there was a trend emerging in the hiring of a more diverse law enforcement work force. Among sworn personnel in sheriff's departments in 1990, Hispanics, blacks, and women increased in number compared to 1987 statistics.¹¹

These trends will directly impact the American work force as well as the law enforcement work force by the year 2000 and beyond.¹² It is managerially prudent to ask if the organizational culture that served law enforcement well in the past can serve equally well in the future.

Cultural diversity as an issue will remain a reality throughout 1990's and beyond. It became an issue for the 1990's when two powerfully significant trends reached their own critical points at about the same time:

1. The makeup of the U.S. work force began changing dramatically becoming more diverse in race, gender, and ethnicity.
2. Individuals began to increasingly make known publicly their differences and became unwilling to compromise what made them unique.¹³

Some may wonder what all the concern is about regarding cultural diversity. After all, there have always been workers of different races and different ethnic backgrounds, and America has been defined as the melting pot of the world.¹⁴

Traditionally, the American approach to diversity has been assimilation.¹⁵ Newcomers are expected to adapt so that they fit; the burden of making the change falls to them. This is true for

the law enforcement world as well as for society at large.¹⁶ Police managers have insisted that people who are different bear the brunt of adjusting, and they have been more than willing to help employees through the process.¹⁷

Law enforcement executives who try to force future realities into yesterday's management patterns will seriously jeopardize the viability of their agency because of the culturally diverse work force that has emerged today. What is required is a new way of thinking about diversity, not as an us or them kind of problem to be solved, but as a resource to be managed.

The process of managing diversity in law enforcement begins with identifying the foundational elements of the corporate culture, in particular, those that influence or determine the department's philosophy about diversity.

Managing cultural diversity in law enforcement is a complex, multifaceted, and time-consuming process. It is, however, possible to describe the heart of the process in a very few words:

- Examining a law enforcement agency's corporate culture.
- Identifying those elements of the culture that are fundamental, the roots from which corporate behaviors spring.
- Determining whether the roots support or hinder the aspirations for managing diversity.
- Changing the cultural roots that are hindrances.¹⁸

Managing diversity is a comprehensive law enforcement managerial process for developing an environment that works for all employees. A commitment to diversity is a commitment to all employees, not an attempt at preferential treatment. It allows agencies to develop

steps for generating a natural capability to tap the potential of all employees, including the white male.

Managing cultural diversity in law enforcement means approaching diversity at three levels simultaneously: Individual, interpersonal, and departmental. The traditional focus has been on individual and interpersonal aspects alone. What is new is seeing diversity as an issue for the entire department, involving the way departments are structured.

Managing cultural diversity approaches diversity from a management perspective. That is, it deals with the way people are managed and the way law enforcement managers do their jobs. It is grounded in a very specific definition of managing; creating an environment that allows the people being managed to reach their full potential.¹⁹ At its best, managing diversity in law enforcement means getting from employees not only everything a department has a right to expect, but everything the employee has to offer.

Law enforcement's tried-and-true motivational strategies, communication techniques, and management styles are no longer universally applicable. The term culture shock is a state of mind that occurs when people, including law enforcement managers, find themselves immersed in a strange culture.²⁰ Culture shock happens for three reasons:

1. The individual's behavior is not getting the response that he or she is accustomed to.
2. The person realizes that he or she no longer knows the cultural rules of the game and does not understand how to behave.
3. The individual no longer receives appropriate credit for achievements, skills, or ideas.²¹

Culture shock disrupts law enforcement productivity because it produces mental states and behaviors that interfere with good work habits and peak performance. Among these are: depression, aggression, short attention span, irritability, frustration, desire to avoid contact with others, feelings of inadequacy and paranoia.²²

Feelings of inadequacy have a strong effect on any law enforcement worker's willingness to attempt new and challenging tasks. These feelings are expanded among cultures in which saving face is a very important value. For such workers to attempt a new task, to raise an idea in a meeting or to volunteer for a difficult assignment is to risk a humiliating failure. In cases like these, culture shock becomes part of a cycle. The law enforcement employee's fear of voicing ideas or attempting new tasks results in a lack of credit for his or her natural abilities, which leads to further feelings of inadequacy, and the cycle continues.

Particular sensitivity and management scrutiny should also be shown toward feelings of aggression, frustration and paranoia, which contribute to a disruptive atmosphere. Conflicts that might at first glance appear to be rooted in racism and prejudice are often caused instead by negative emotions which arise naturally from feelings of disorientation, inadequacy, and culture shock.

Law enforcement managers are not immune to the emotions that have just been stated. It is not unusual for them to begin to feel inadequate, frustrated, paranoid, and angry as they become more and more confused and culture shocked.

It is perhaps easier to understand and fully appreciate the concept of managing cultural diversity in law enforcement by comparing it to another approach that is similar, but more familiar: Affirmative Action. In the United States, law enforcement has traditionally thought of cultural diversity in the context of legal rules or orders.²³ Within law enforcement departments, diversity can be

addressed from two different perspectives, each with a different agenda:

Civil Rights: It seeks to end discrimination and racism and to comply with legal requirements.

Women's Rights: It focuses on promoting the social, economic and political equality of women.

These two perspectives are different and they are equally legitimate. Neither is superior to the other. In one way or another, they have inspired most of the current programs that law enforcement agencies use to deal with the issues that tend to show up with work forces that are diverse. Very recently, a new perspective has been added to the list:

Management: Managers place priority on the interests of their law enforcement agencies, they seek to ensure the effective and efficient utilization of employees in pursuit of the agency's mission and question the implications of cultural diversity in how they manage.²⁴

Given the competitive environment that law enforcement will face in the future and the culturally diverse work force that law enforcement will have, law enforcement executives must ask of themselves if they are preparing for the highest productivity possible and examine their system to see if it works as smoothly as it should.

For law enforcement managers, especially those in more populated urban areas, the evolution of a more culturally diverse work force means access to a large pool of enthusiastic workers whose culturally different points of view can only add to the creativity and problem solving resources of every department. A culturally diverse law enforcement work force also means challenges in

communicating across language and accent barriers, in developing and maintaining teamwork and harmony despite differing styles and values, and in learning to motivate in the face of diverse needs and expectations. Consequently, law enforcement leadership must recognize the importance of adding a new diversion to the management and leadership process to better manage a culturally diverse work force, and that is the focus of this project.

SECTION II

FUTURES STUDY

FUTURES STUDY

The issue question for this research project is:

What impact will cultural diversity in law enforcement have on personnel management by the year 2002?

The process by which future law enforcement agencies incorporate the culturally diverse dissimilarities of their work force into the decision making process in order to motivate, direct, lead, organize, plan, and staff more efficiently prompted the author's issue question and sub-issue questions. The importance of the questions has been established through an extensive review of available futures file literature, interest held by the author, and discussion and interaction with law enforcement professionals such as: Chief of Police Norman Traub, Culver City, California; Oliver L. Drummond, City Manager for the City of Sanger, California and former Police Chief for the Cities of Sanger, Oceanside and Hanford, California; Chief Roland Krug, Delta College Police Department, Stockton, California; Lieutenant Dennis Schardt, San Francisco Police Department, San Francisco, California.

The author's initial findings indicate that diversity program development and implementation are necessary if law enforcement is to effectively manage the culturally diverse law enforcement work force that is growing in many urban California communities.

The law enforcement management of a culturally diverse work force may be further described through the following three sub-issues:

- Will cultural awareness training be mandatory for law enforcement supervisors and managers in order to deal with a culturally diverse work force?

- How will law enforcement recruitment techniques and practices be affected by a culturally diverse work force?

- Will there be a need for entry and promotional level testing requirement changes in law enforcement due to a culturally diverse work force?

METHODOLOGY

The author used four methods to examine the issue and sub-issues:

1. Environmental Scanning
2. Nominal Group Techniques (NGT)
3. Modified Conventional Delphi Panel
4. Forecasting

These steps are designed to provide a course of direction toward a consistent policy intended to address the issues that are stated above. The results of the environmental scanning process were reported in the introduction of this study. Environmental scanning encompassed the review of social, economic, legal, technological, and political issues that were cited in articles, periodicals, books, newspapers and magazines on the subject of cultural diversity. Endnotes and bibliography accountings are provided at the conclusion of this study.

Trends and events were developed by a panel using a Nominal Group Technique and a Modified Conventional Delphi, as well as through a literature search. The panel forecast the trends and events and a cross-impact analysis was developed by the author and departmental associate Captain Gary Thuman. A most likely scenario and two alternative scenarios were developed by the author for the purpose of strategic planning and transitional management. These processes will be addressed later in the study.

SELECTING AND FORECASTING EVENTS AND TRENDS

Forecasting is a tool used to determine direction of events and trends over future time that are critical or significant to the issue that is being studied. It is necessary to forecast the direction of a trend and estimate the trend levels. Additionally, the effects of critical forecasted events upon various trends must

be evaluated in order to most efficiently and effectively complete the event and trend analysis.

To obtain the event and trend data an eleven member Nominal Group Technique (NGT) and Modified Conventional Delphi (MCD) panel was assembled by the author after contacting each member by telephone and sending a personal written invitation to each person who was contacted (Appendix A). All panel members possessed some level of expertise and degree of familiarity with the author's topic issue. Two of the panel members were Hispanic males, two were black males, one was a black female, one was a white female, and the remainder were white males:

1. **Doug Brodie**, Recruiting Sergeant, Alameda County Sheriff's Department.
2. **James Rose**, Chief of Police, City of Dublin, CA.
3. **Vincent B. Reyes, Jr.**, Multicultural-Multilingual Coordinator, County Administrator's Office, Alameda County.
4. **Frederick Hagan**, Training Manager, Alameda County Sheriff's Department.
5. **Larrie Morris**, President of Masters Consulting and Development, Sacramento, CA.
6. **Bruce Tellardin**, Unit Commander, Alameda County Sheriff's Department.
7. **Jesse Wingard**, General Manager, New United Motors Manufacturing, Inc, (NUMMI), Fremont, CA.
8. **Louie Gonzalez**, Manager Public Affairs, Safeway Stores, Oakland, CA.
9. **Howard T. Garrigan**, Undersheriff, Alameda County Sheriff's Department.
10. **Warren Widner**, Member, Board of Supervisors, Alameda County.
11. **Marty Boyer**, County Courier Newspaper, Oakland, CA.

When the NGT panel met, the Nominal Group Technique process was explained to them by the author which encompassed asking each panel member to individually generate most likely future trends in the next ten years in writing that would impact the topic issue as well as the sub-issues. Their ideas were recorded one at a time on a flip chart going each in turn. Thirty-six trends were identified:

1. Number of cross-culture marriages.
2. Law enforcement language barriers with diverse employees.
3. Male white officers angry over too much cultural training.
4. Commission of crimes by Asian population.
5. Level of minority supervisors/managers in law enforcement.
6. Acceptance of language other than English in workplace.
7. Hate crimes across U.S.
8. Acceptance of diversity programming in the workplace.
9. Number of qualified minority applicants for law jobs.
10. Single parents in the law enforcement work force.
11. Level of minority, immigrant, and female work force.
12. Technological advancements requiring increased aptitude.
13. A liberal society.
14. Relocation of cultural groups to specific parts of U.S.
15. California law enforcement changing hiring standards for minorities.
16. Women in positions of authority within law enforcement.
17. Minority acceptance of law enforcement jobs.
18. Stay at home work force.
19. Protected classes of people in law enforcement.
20. Reestablishment of minority and non-minority law enforcement eligibility lists.
21. Law enforcement ranks start aging and working longer.
22. Minority political leaders.
23. Number of minorities in law enforcement.
24. Culture specific problems on the job.
25. Hispanics concerned about their law enforcement numbers.

26. White population leaving California.
27. Labor unions become minority heavy in U.S.
28. Shrinking dollars in government.
29. Change in moral values of law enforcement employees.
30. Misunderstanding of cultural beliefs by law enforcement managers.
31. Political power of culturally similar groups.
32. Change in law enforcement work ethic.
33. Racial/ethnic holidays.
34. Population in certain ethnic groups.
35. Immigrant population enters law enforcement field.
36. Importance of cultural differences to law enforcement administrators.

Each charted item was discussed openly to more fully understand why they were of importance and to clarify each to other panel members. Once the understanding and clarity of all 36 trends were discussed, the panel voted and reached a consensus on the ten most important trends on the issue question:

1. Level of females, racial minorities, and immigrants in the California work force.
2. Changing law enforcement hiring standards in California to accommodate culturally diverse applicants.
3. Level of older law enforcement officers in California.
4. Acceptance of cultural diversity programs by law enforcement in California.
5. Minority applicant availability in California.
6. Concern among Hispanic Americans in California about level of representation in law enforcement agencies.
7. The level of cultural diversity in California law enforcement agencies at line level.
8. Number of California law enforcement supervisors and managers with a culturally diverse background.
9. Level of culturally diverse law enforcement labor union representation nationwide.

10. Level of importance of cultural differences to law enforcement administrators.

The same process was used to arrive at the initial future events that could occur in the next ten years that would impact the topic issue and sub-issues:

1. Mandatory Asian hiring law enacted.
2. California elects Hispanic female State Attorney General.
3. English only as language enacted in California.
4. Economic recession reaches all time low.
5. Redistricting of political representative areas of Alameda County.
6. California borders opened to Mexico.
7. California adopts child care program for all law enforcement agencies.
8. Cultural diversity management training becomes mandatory for California Sheriff's Department managers.
9. Non-recognition of gays as a protected class becomes law.
10. Collapse of California welfare system.
11. Assassination of well known minority leader.
12. Excessive force used by law enforcement officer on a minority citizen.
13. Cultural specific laws enacted.
14. Asians protest lack of numbers in law enforcement agencies.
15. Division of California into two states.
16. California chiefs and sheriffs discovered not to be following up on cultural training.
17. Closure of California border to Mexico.
18. Change in California sheriff's election procedures.
19. Female workers win right to child care.
20. Creation of a citizens review board for all law enforcement agencies.
21. POST CPT money transferred to diversity training.
22. Reinstitution of the draft.

23. Restriction of land sales to U.S. citizens only.
24. Loss of qualified immunity.
25. Females in California exceed males in the work force.
26. Elimination of U.S. citizenship requirements for law enforcement officers.
27. Cultural diversity mentoring initiated in California Sheriff's Departments.
28. Racial riot over unfair police hiring standards.
29. Election of white supremacist to national office.
30. U.S. Supreme Court overturns affirmative action policy.
31. 2nd language made mandatory for law enforcement officers.
32. Elimination of religious freedom in California.
33. Elimination of first amendment rights nationwide.
34. California Sheriff's Departments have racial and ethnic conflict.
35. EEOC attorney assigned to large law enforcement agencies.
36. Hispanic law enforcement employees reaches new high.
37. California changes law enforcement recruitment requirements.
38. Managers in law enforcement reduced due to budget cuts.
39. Law enforcement blasted in newspaper for poor minority managing techniques.
40. Promotions in California law enforcement agencies stopped due to budget cuts.
41. Pill found to lengthen life.

After extensive open discussion about each future event, the panel selected the ten most likely events to occur in the next ten years:

1. Mandatory cultural diversity management training for California Sheriff's Department's supervisors and managers is implemented.
2. Asian Americans hold rallies in several large urban cities in California to protest their lack of representation in California law enforcement agencies.

3. The number of female workers in California exceed male workers.
4. California Sheriff's Departments initiate cultural diversity awareness mentoring programs for all supervisors and managers.
5. California voters elect the first Hispanic female to the State Attorney General's Office.
6. POST mandated survey reveals lack of administrative follow-up by California Sheriff's Departments on cultural diversity management training.
7. California POST Continuing Professional Training funds are redirected to state cultural diversity management training.
8. EEOC attorneys assigned to represent culturally diverse minority staff working for all California law enforcement agencies with 100 or more personnel.
9. California Sheriff's Departments discover racial and ethnic conflict within their agencies.
10. A second language made mandatory for all California law enforcement officers.

At the conclusion of the Nominal Group Technique process, the same panel members were used in a Modified Conventional Delphi process. This technique involved the distribution of the ten most likely events and ten most likely trends that the panel had agreed upon. The author passed out trend and event evaluation forms to each panel member. Each panel member was asked to individually evaluate the level of the identified trend five years ago, five years from today, and ten years from today. They were asked to express their estimates relative to a score of one hundred representing the level of the trend today.

With regards to events, each panel member was provided with an event evaluation form to assist in forecasting the likelihood of one of the listed events actually occurring in the next ten years. For the purpose of the event forecast, zero was defined as not

happening and one hundred as actually occurring within the stated time frame. The panel was asked to evaluate the degree of impact, both positive and negative, on the issues if a given event did occur. They were instructed to report the intensity of the impact, whether negative or positive, on a scale from zero to ten, with ten being the highest and zero indicating no impact. After the panel members completed this process, the author collected all forms and dismissed the panel. The author later individually collated and divided the panel members trend responses into the following: The lowest forecast, the median forecast, and the highest forecast. The author next collated the event responses with the high, low, and median forecasts identified. A copy of the panels over all findings was mailed to each member for review and reconsideration if desired. All eleven panel members returned the trend and event cumulative results without change. The event and trend evaluation forms on the following two pages illustrate how the Modified Conventional Delphi panel members forecast the trends and events.

EVENT EVALUATION FORM

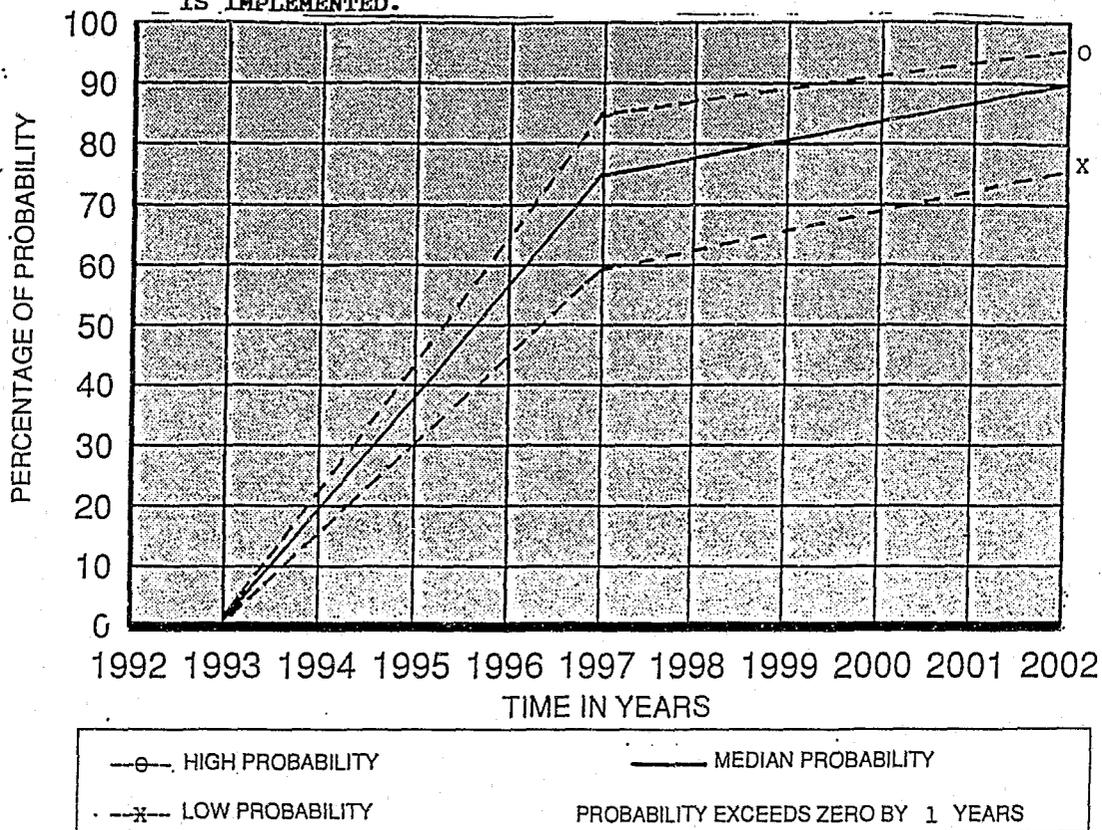
EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
Event # 1 Mandatory cultural diversity management training for California Sheriff's Department's supervisors and managers is implemented.	1	75	90	9	1
Event # 2 Asian Americans hold rallies in several large urban cities in California to protest their lack of representation on California law enforcement agencies.	3	65	85	1	3
Event # 3 The number of female workers in California exceed male workers.	1	65	95	5	3
Event # 4 California Sheriff's Departments initiate cultural diversity awareness mentoring programs for all supervisors and managers.	4	40	90	8	1
Event # 5 California voters elect the first Hispanic female to the State Attorney General's Office.	4	80	80	4	3
Event # 6 POST mandated survey reveals lack of administrative follow-up by California Sheriff's Departments on cultural diversity management training.	2	30	50	0	9
Event # 7 California POST Continuing Professional Training funds are redirected to state cultural diversity management training.	3	30	60	3	7
Event # 8 EEOC attorneys assigned to represent culturally diverse minority staff working for all California law enforcement agencies with 100 or more personnel.	4	75	85	2	7
Event # 9 California Sheriff's Departments discover racial and ethnic conflict within their agencies.	4	40	70	0	10
Event # 10 A second language made mandatory for all California law enforcement officers.	3	55	85	9	1

TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (today = 100)			
	5 Years Ago	Today	5 Years From Now	10 Years From Now
Trend # 1. Level of females, racial minorities, and immigrants in the California work force.	25	100	185	200
Trend # 2. Changing law enforcement hiring standards in California to accommodate culturally diverse applicants.	10	100	160	185
Trend # 3. Level of older law enforcement officers in California.	50	100	185	190
Trend # 4. Acceptance of cultural diversity programs by law enforcement in California.	0	100	150	185
Trend # 5. Minority applicant availability in California.	40	100	145	150
Trend # 6. Concern among Hispanic Americans in California about their level of representation on law enforcement agencies.	20	100	150	185
Trend # 7. The level of cultural diversity in California law enforcement agencies at line level.	40	100	180	195
Trend # 8. Number of California law enforcement supervisors and managers with a culturally diverse background.	30	100	150	190
Trend # 9. Level of culturally diverse law enforcement labor union representation nation wide.	30	100	145	190
Trend # 10. Level of importance of cultural differences to law enforcement administrators.	40	100	170	195

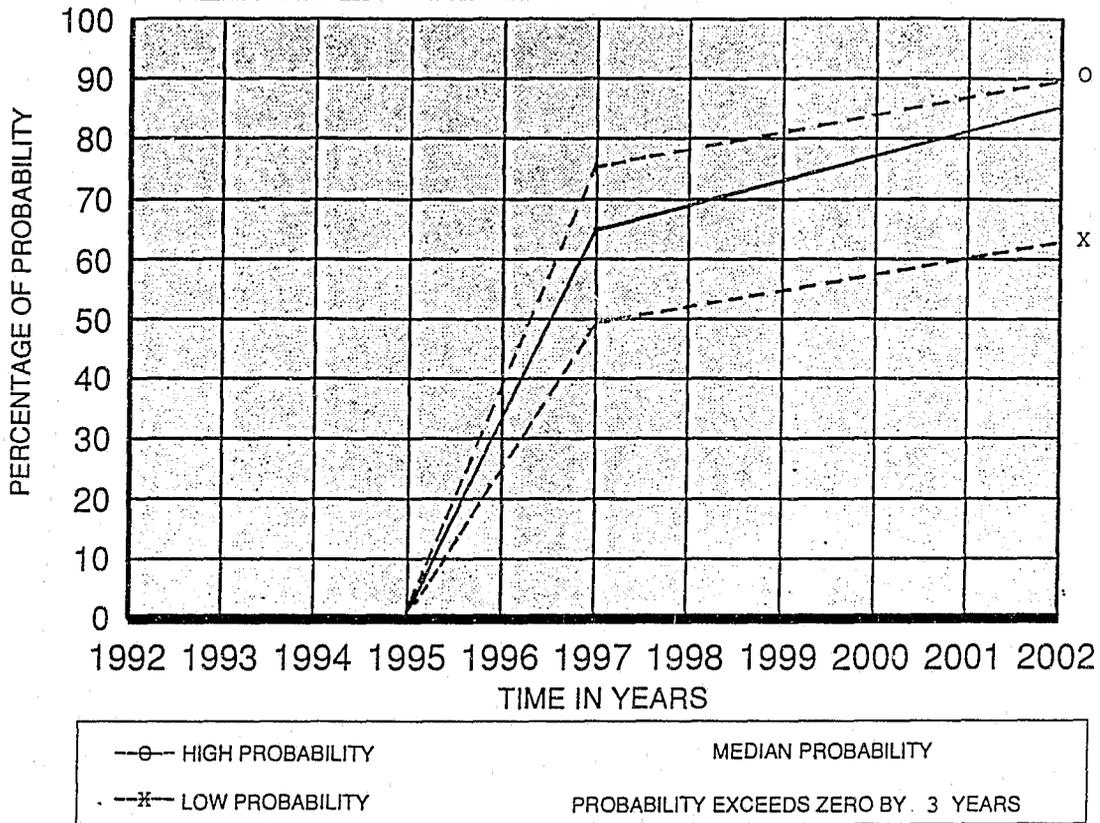
The following ten events and ten trends are the Modified Conventional Delphi panel's most likely forecasts reflected on graphs with an interpretation as to how they derived each numerical value. The use of upper and lower mean deviations from the median softens the possibility of a single individual or small group of individuals from skewing the data. This was used on all the graphs, even though there may have been a close consensus on the issue.

EVENT #1 MANDATORY CULTURAL DIVERSITY MANAGEMENT TRAINING FOR CALIFORNIA SHERIFF'S DEPARTMENT'S SUPERVISORS AND MANAGERS IS IMPLEMENTED.



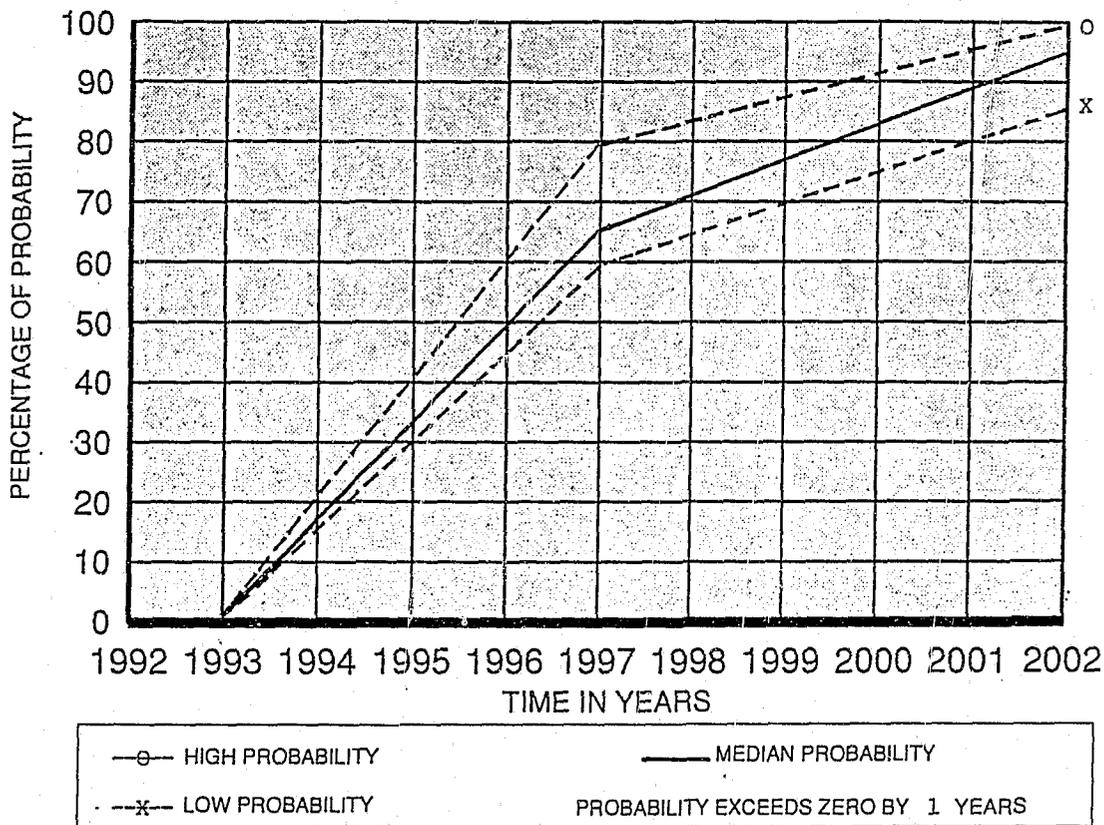
The MCD panel felt that, because of the present law enforcement emphasis on cultural awareness training for line staff, future concerns about the management of a culturally diverse law enforcement work force would become a major factor and objective of Sheriff's Departments in California. The panel forecast that the probability of Sheriff's Departments implementing mandatory cultural diversity management training for law enforcement supervisors and managers would first exceed zero in 1993, increase in intensity to a 75% median probability by 1997 and reach a 90% median probability by 2002.

EVENT #2 ASIAN AMERICANS HOLD RALLIES IN SEVERAL LARGE URBAN CITIES
IN CALIFORNIA TO PROTEST THEIR LACK OF REPRESENTATION ON
CALIFORNIA LAW ENFORCEMENT AGENCIES



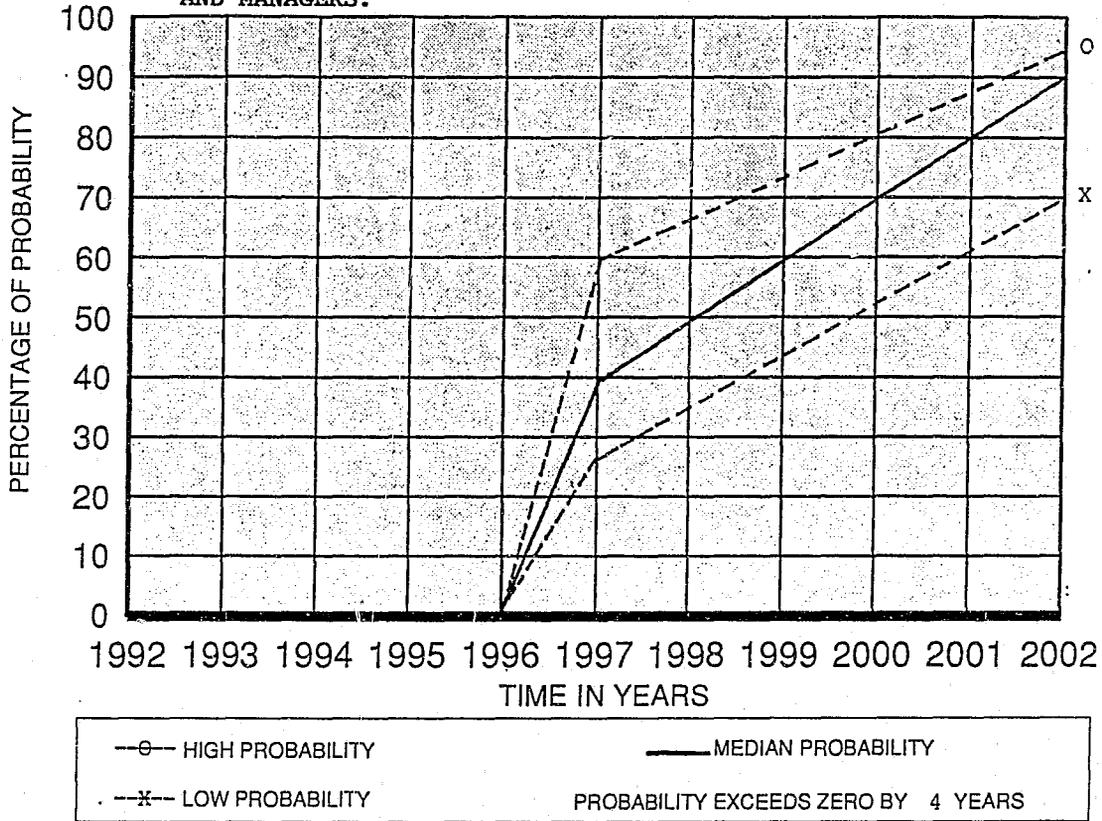
The MCD panel felt that with the growing number of Asian Americans coming to California and the lack of representation of their culture in the law enforcement field, there would be a probability of outward protests and concerns by their race. The panel forecast that the probability of this event would first exceed zero in the year 1995, rise to a 65% median probability by 1997 and peak at 85% median probability by the year 2002.

EVENT #3 THE NUMBER OF FEMALE WORKERS IN CALIFORNIA EXCEED MALE WORKERS



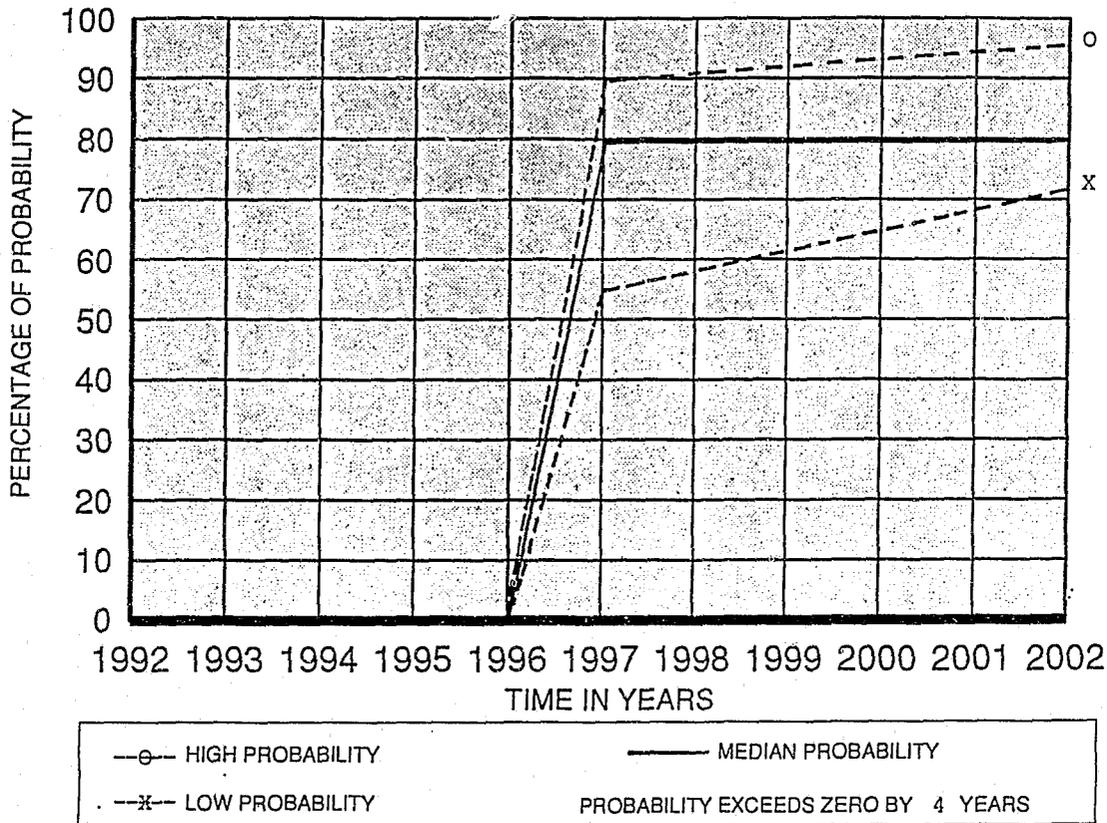
The MCD panel forecast that there would be a large rise in the number of female workers entering the California work force and that there would be little doubt that a portion of the female work force would be interested in entering the law enforcement profession. The panel felt that although there is currently a moderate number of female workers already in the law enforcement profession, this number would dramatically increase. The panel expressed the need for understanding and managing this predicted increase because the male law enforcement members may not consider the females their equal in a field currently dominated by men. The panel forecast that the probability of this event first exceeding zero would occur in 1993, increase to a 65% median probability by 1997 and reach a 95% median probability by 2002.

EVENT #4 CALIFORNIA SHERIFF'S DEPARTMENTS INITIATE CULTURAL DIVERSITY AWARENESS MENTORING PROGRAMS FOR ALL SUPERVISORS AND MANAGERS.



The MCD panel forecast this event occurring in California Sheriff's Departments due to the fact that there will be the need for a much more individual and closer relationship with the subject of managing cultural diversity in the future. The panel forecast that the probability of this event first exceeding zero would occur in 1996 because it would take law enforcement administration that period of time to go beyond accepting more than just training classes to help supervisors and managers better define and instill a more personal approach to managing cultural diversity. The panel forecast that mentoring programs would increase in intensity to a 40% median probability by 1997 and reach a 90% median probability by 2002.

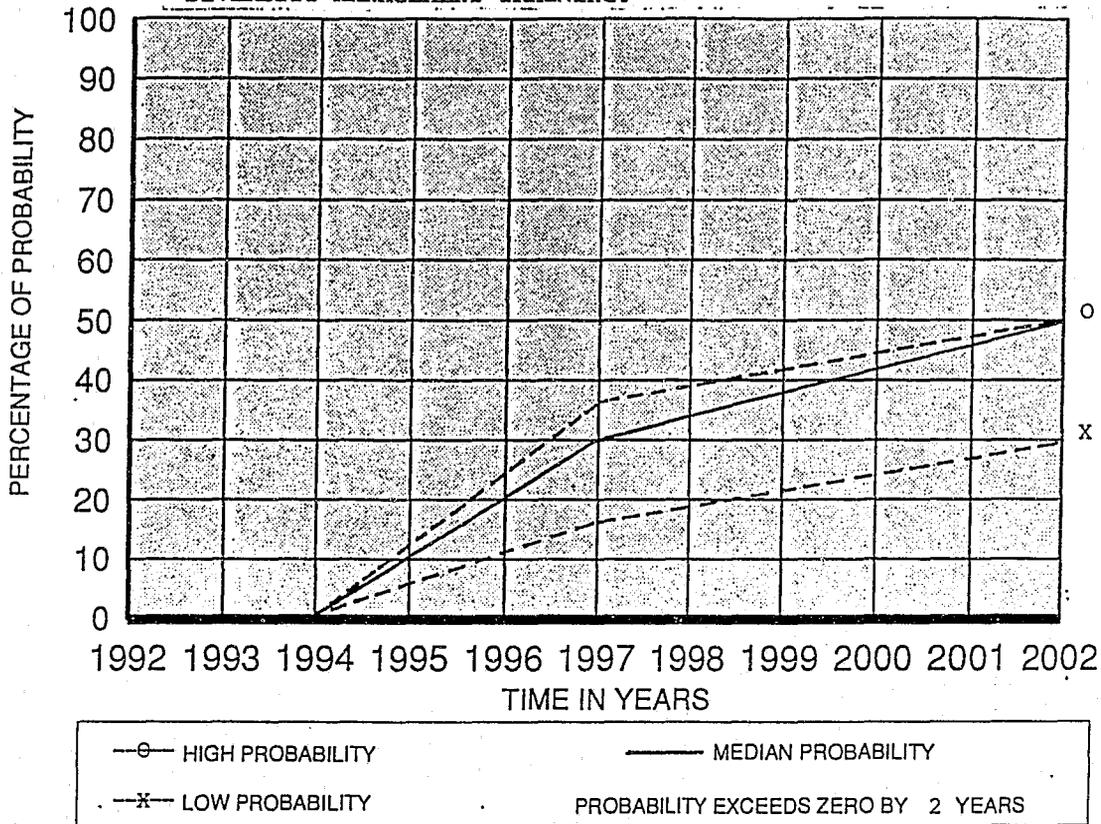
EVENT #5 CALIFORNIA VOTERS ELECT THE FIRST HISPANIC FEMALE TO THE STATE ATTORNEY GENERAL'S OFFICE



The MCD panel felt that with the increasing California population of Hispanic minorities and the arrival of a dominant female work force, it was just a matter of time before an Hispanic female is elected to a high office such as that of State Attorney General. The panel felt the influence that the State Attorney General has on law enforcement practices is enormous and predicted it would definitely impact the recommended management practices of a culturally diverse law enforcement work force. The panel forecast the probability of this event first exceeding zero in 1996, increase quickly to a median probability of 80% by 1997 and remain stable at an 80% median probability to the year 2002.

EVENT #6

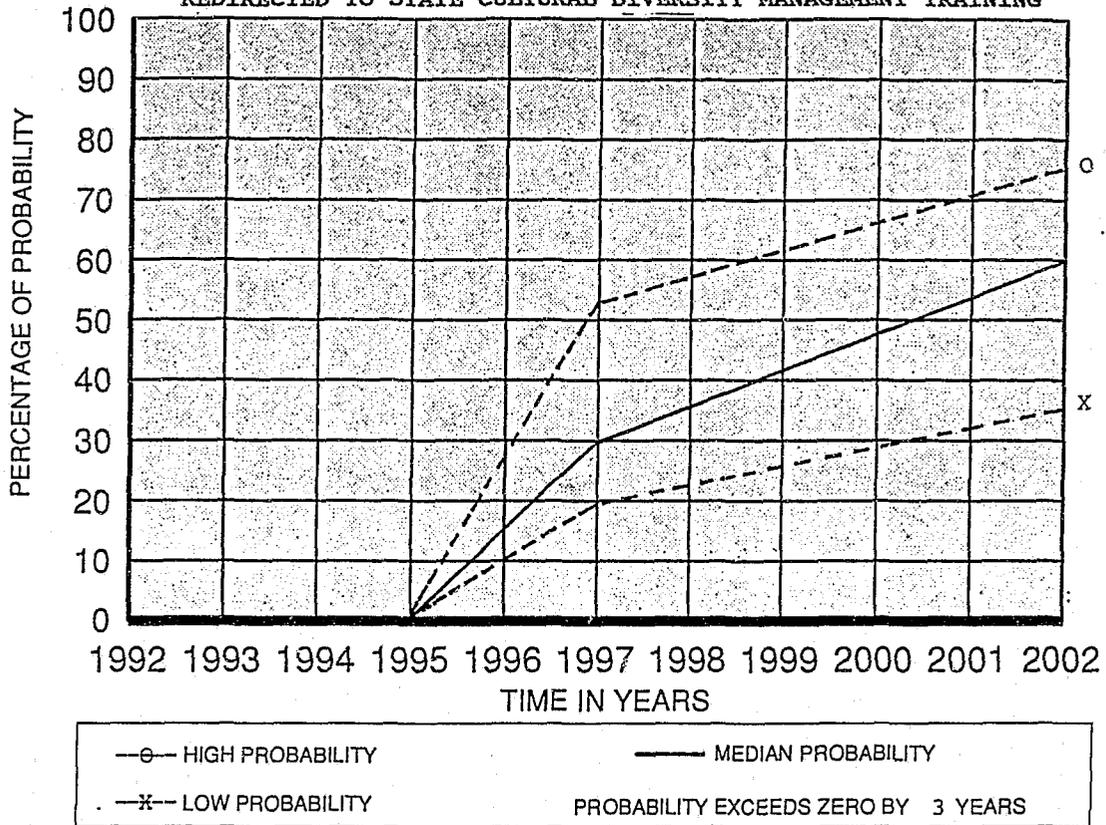
POST MANDATED SURVEY REVEALS LACK OF ADMINISTRATIVE FOLLOW-UP BY CALIFORNIA SHERIFF'S DEPARTMENTS ON CULTURAL DIVERSITY MANAGEMENT TRAINING.



The MCD panel forecast that with the implementation of cultural awareness and cultural diversity training, law enforcement administrators in California Sheriff's Departments would feel that they have satisfied the requirements of this topic by merely putting on such training classes for their personnel. The panel predicted POST would mandate a survey of all law enforcement agencies to determine if there was any implementation of cultural awareness and managing practices by law enforcement after such classes were taught. The panel predicted that although no official sanctions would be imposed by POST, little, if no, follow-up will be initiated by California Sheriff's Departments, and this will greatly impact the concern and actions of a cultural diverse law enforcement work force. The panel forecast the probability of POST first mandating a survey would exceed zero probability in 1994, increase to a 30% median probability by 1997 and reach a 50% median probability by 2002.

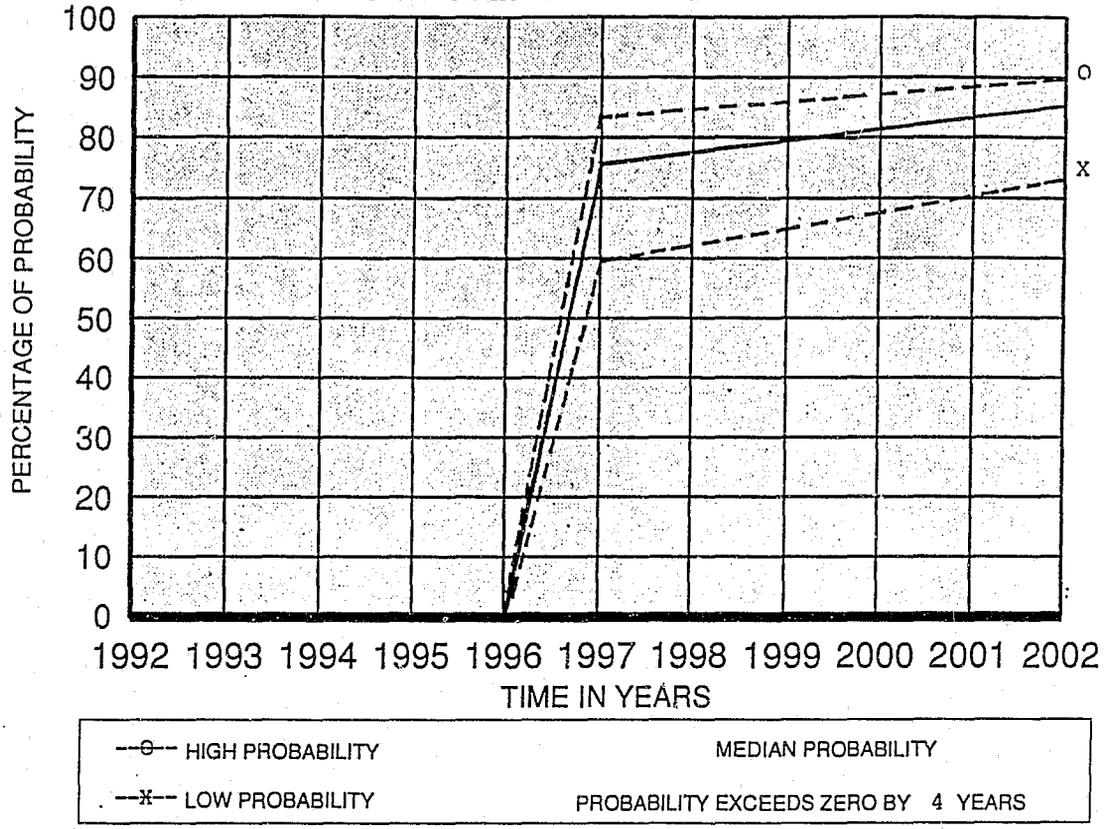
EVENT #7

CALIFORNIA POST CONTINUING PROFESSIONAL TRAINING FUNDS ARE REDIRECTED TO STATE CULTURAL DIVERSITY MANAGEMENT TRAINING



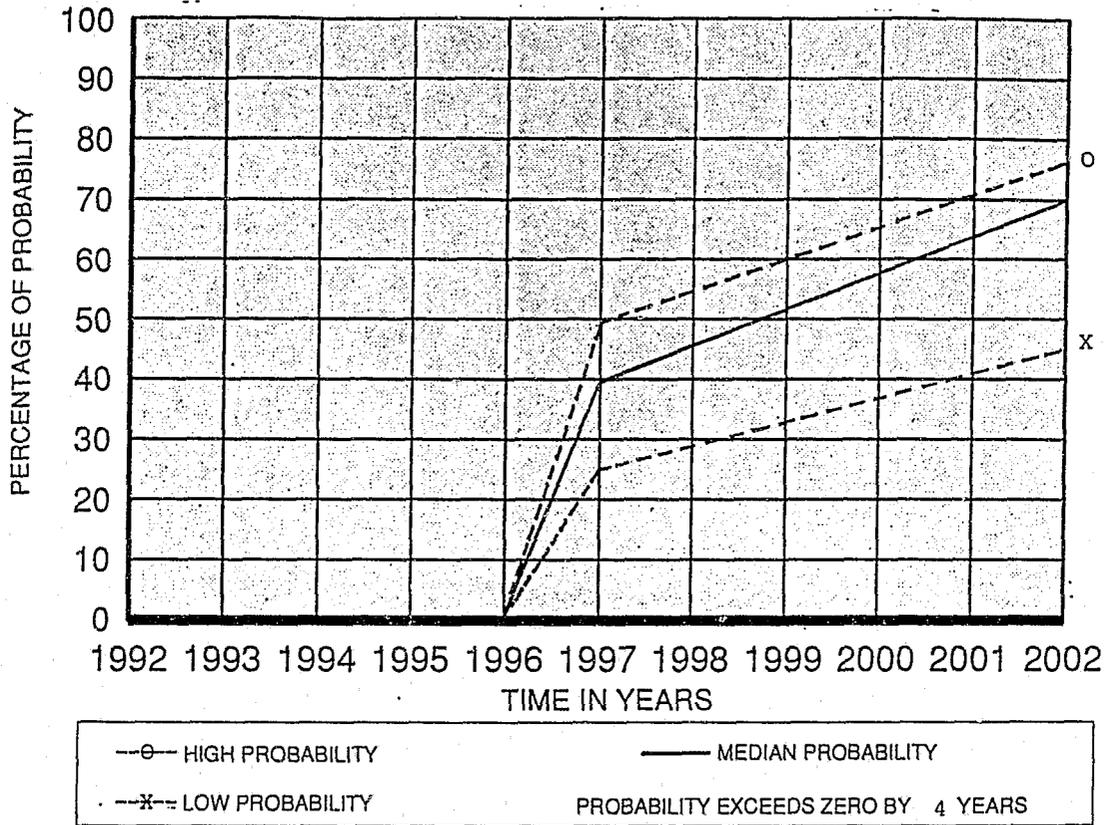
The MCD panel forecast that there will be a period of time in the next ten years that POST funds will be diverted to cultural diversity management training programs. The panel predicted that there will be a lack of available funds to implement new training programs, therefore, POST will be forced to take funds from the Continuing Professional Training course that might be in a reduced hours level with fewer participants because of the economic cutbacks in law enforcement personnel. The panel forecast the probability of this first exceeding zero in 1995, increase to a median level of 30% probability by 1997 and reach a 60% median probability by 2002.

EVENT #8 EEOC ATTORNEYS ASSIGNED TO REPRESENT CULTURALLY DIVERSE MINORITY STAFF WORKING FOR ALL CALIFORNIA LAW ENFORCEMENT AGENCIES WITH 100 OR MORE PERSONNEL



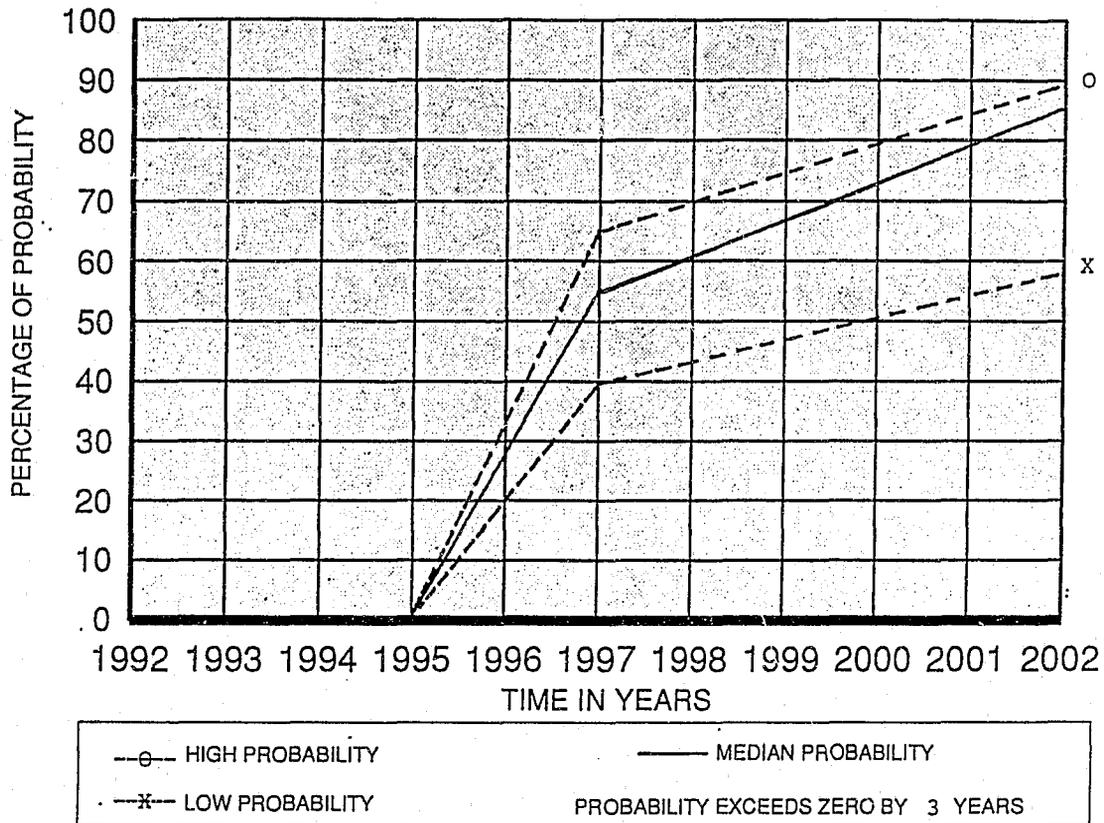
The MCD panel forecast that with the increase of a culturally diverse law enforcement work force, there will be concerns, complaints, and grievances by employees regarding the possible violations of fair and impartial treatment by management. The panel predicted that the California Equal Employment Opportunity Commission will offer their services to larger, urban, agency law enforcement personnel who need their expertise in this area. The panel forecast this event first exceeding zero in 1996, increasing to a median probability of 75% by 1997 and reaching an 85% median probability by 2002.

EVENT #9 CALIFORNIA SHERIFF'S DEPARTMENTS DISCOVER RACIAL AND ETHNIC CONFLICT WITHIN THEIR AGENCIES



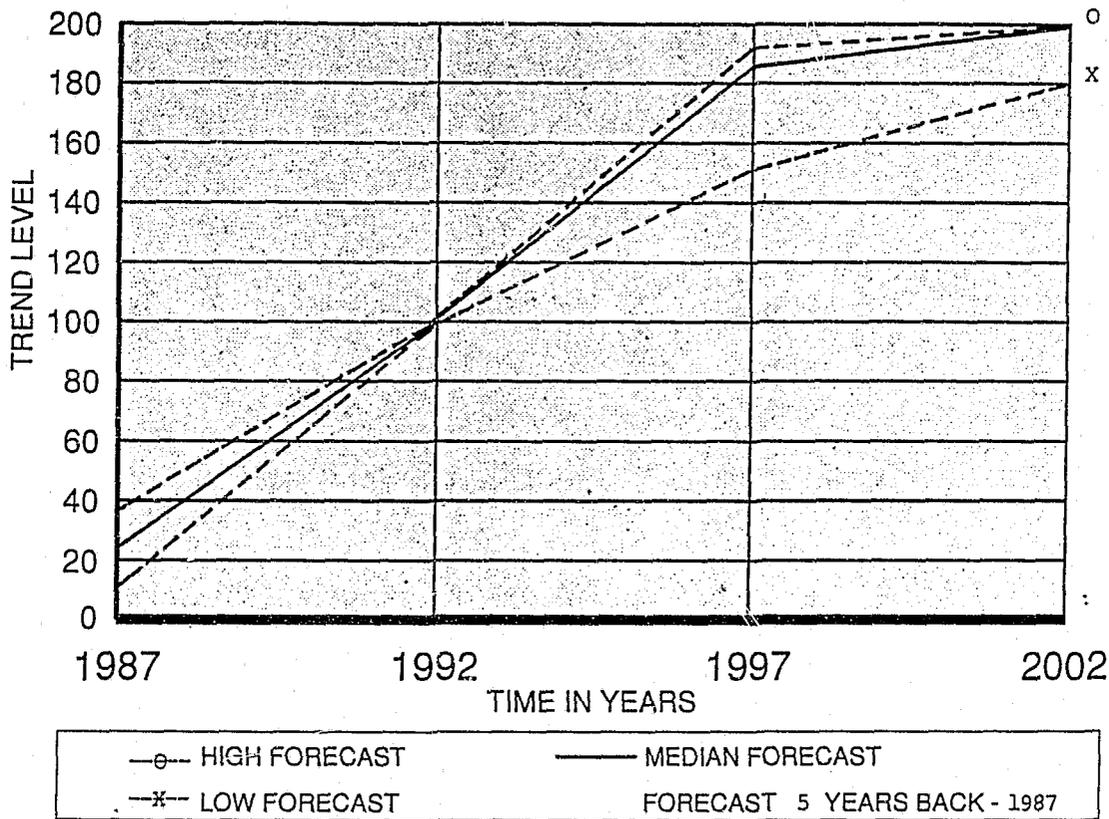
The MCD panel forecast that many law enforcement personnel because of their race, gender, ethnic background, age, and religious mix would be in conflict with each other's culturally different actions while on duty. This discovery, by California Sheriff's Departments, was forecast by the MCD panel to come to the forefront by way of complaints being made by various minority personnel to their supervisors even though all department personnel would have supposedly received adequate training in cultural diversity. The panel forecast this event first exceeding zero in 1996, reaching a level of 40% median probability by 1997 and peaking at a 70% median probability by 2002.

EVENT #10 A SECOND LANGUAGE MADE MANDATORY FOR ALL CALIFORNIA LAW ENFORCEMENT OFFICERS



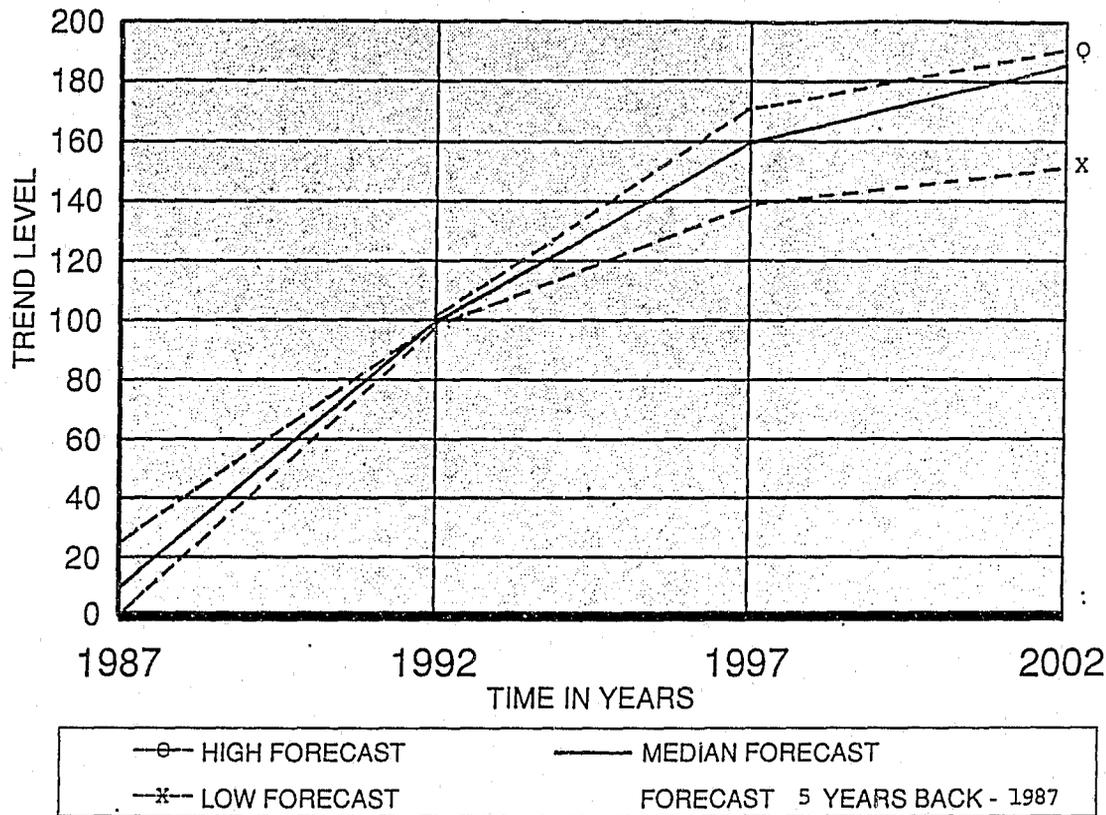
The MCD panel felt that there will be an ever-increasing number of minority employees working for law enforcement agencies who are from different ethnic backgrounds, such as Hispanic and Asians, who would better relate with fellow employees and supervisors, as well as with the general public that they meet, if a second language was understood. The panel forecast that the probability of the state legislature passing a law mandating that all California law enforcement officers must possess the ability to speak English and a second language to qualify for continued employment would first exceed zero in 1995, increase in intensity to a 55% median probability by 1997 and reach an 85% median probability by 2002.

TREND #1 LEVEL OF FEMALES, RACIAL MINORITIES, AND IMMIGRANTS IN THE CALIFORNIA WORK FORCE



The MCD panel felt that there is a definite trend in place that will move the minority, female, and immigrant California population into the forefront of the work force. The panel members forecast that this trend will impact the topic issue and sub-issues inasmuch as law enforcement will have to address possible changes in recruiting and training standards. Additionally, law enforcement supervisors and managers will need to know and understand the various customs, languages, and ways in which these employees think and react to directions. Although the panel agreed that five years ago this would be at no more than a 25% median level, they did forecast that it will grow to an 85% median level in five years and increase to a 100% median level in ten years from today.

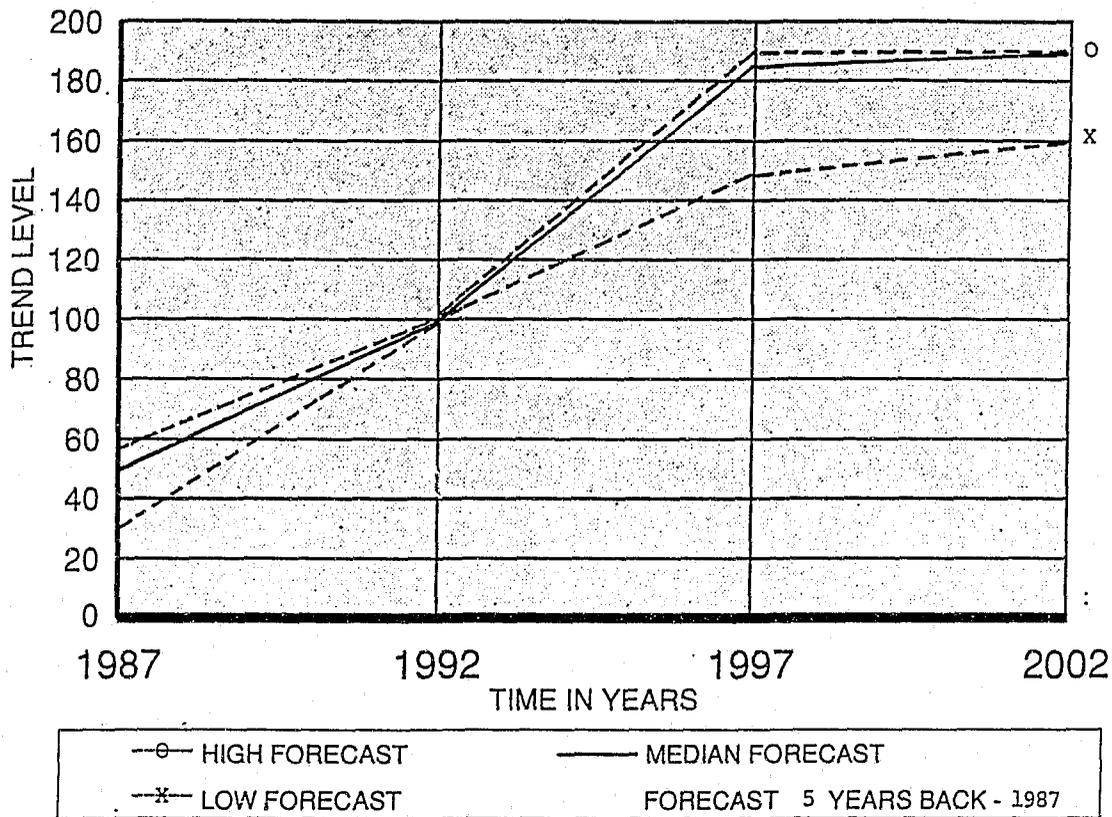
TREND #2 CHANGING LAW ENFORCEMENT HIRING STANDARDS IN CALIFORNIA TO ACCOMMODATE CULTURALLY DIVERSE APPLICANTS



The MCD panel felt that an increasing ethnic and immigrant mix in California's work force population will necessitate that law enforcement agencies change their hiring standards, in particular their oral interviews which delve into an individuals thoughts and expressions regarding matters that concern law enforcement. The panel forecast that culturally diverse applicants' responses may not adhere to the prototype responses that white male applicants have given in the past which may put them in disfavor of the interview panel. The panel felt that written exams will also have to be reviewed carefully and possibly changed if there are statements or phrases that could not be fully understood by a new culturally diverse work force. The panel forecast that five years ago this issue would have been at a 10% median level. The panel forecast a 60% median level increase in five years and an 85% median level in ten years from today.

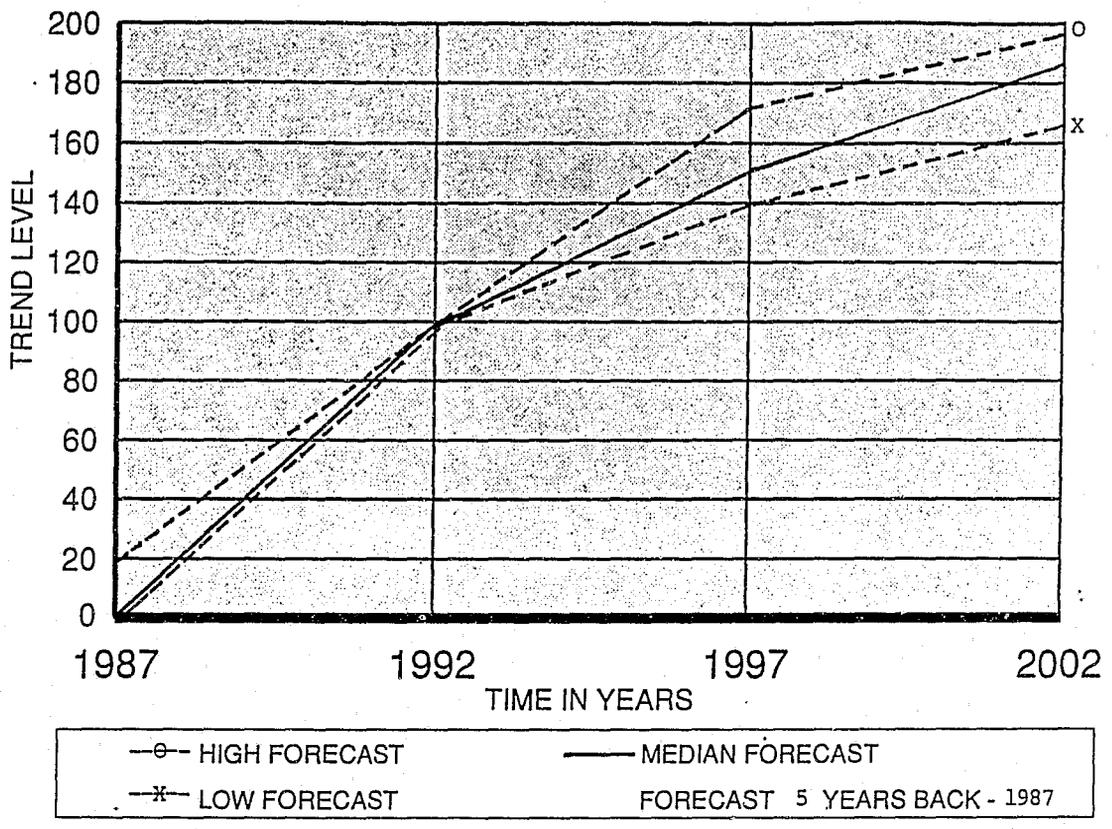
TREND #3

LEVEL OF OLDER LAW ENFORCEMENT OFFICERS IN CALIFORNIA



The MCD panel forecast that managing a culturally diverse law enforcement work force will not be a diminishing trend, but instead, one that will increase over time because law enforcement personnel will be living longer and working longer. The projected longer life expectancy of law enforcement workers, their continued interest in the profession, and a need to maintain a financially plausible life for themselves and for their families, were the major contributing factors in the panels decision to predict this trend. The panel forecast the need to understand an aging and diverse law enforcement work force and to achieve continued productivity from that work force for a longer period of time will be a future mandate for all law enforcement managers. The panels five years ago median forecast was at a 50% level. The panel forecast a median level increase of 85% in five years and a 90% median level in ten years from today.

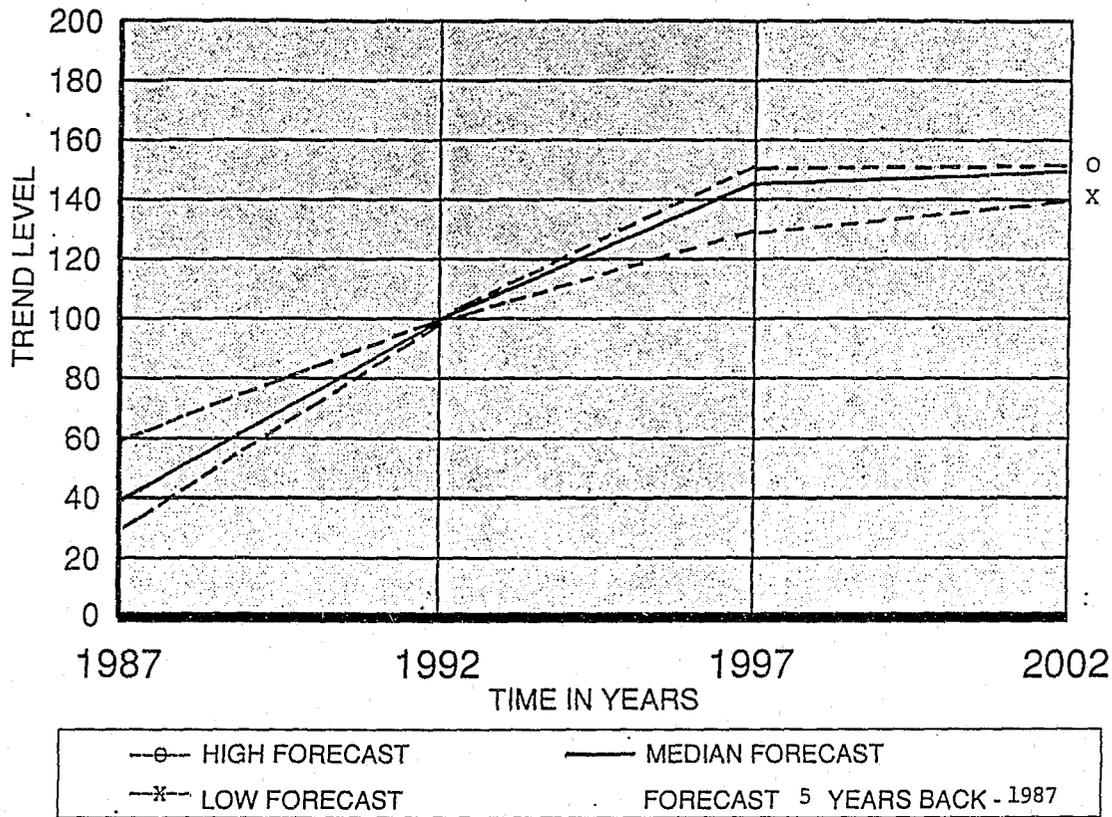
TREND #4 ACCEPTANCE OF CULTURAL DIVERSITY PROGRAMS BY LAW ENFORCEMENT IN CALIFORNIA



The MCD panel was convinced that with the continued training program emphasis on culturally diverse employees by law enforcement administration, a trend will emerge that causes dissension among white male employees about administrations overemphasis on understanding their culturally diverse peers. The panel forecast there will be demands made by white males through their organized associations and unions for budgeted dollars to be equally applied to other forms of training to benefit them in their career development. The panel did not see this as an issue five years ago and forecast a 0% median level at that time. The panel forecast a 50% median level in five years and an 85% median level in ten years from today.

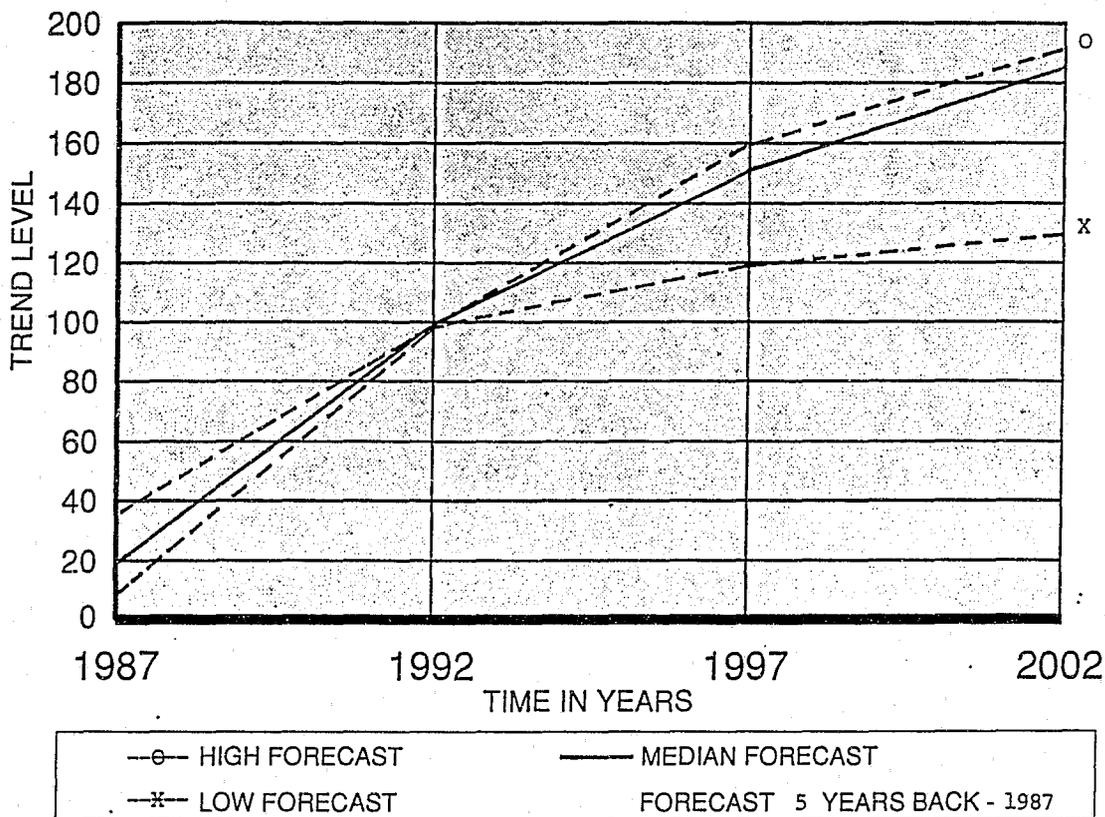
TREND #5

MINORITY APPLICANT AVAILABILITY IN CALIFORNIA



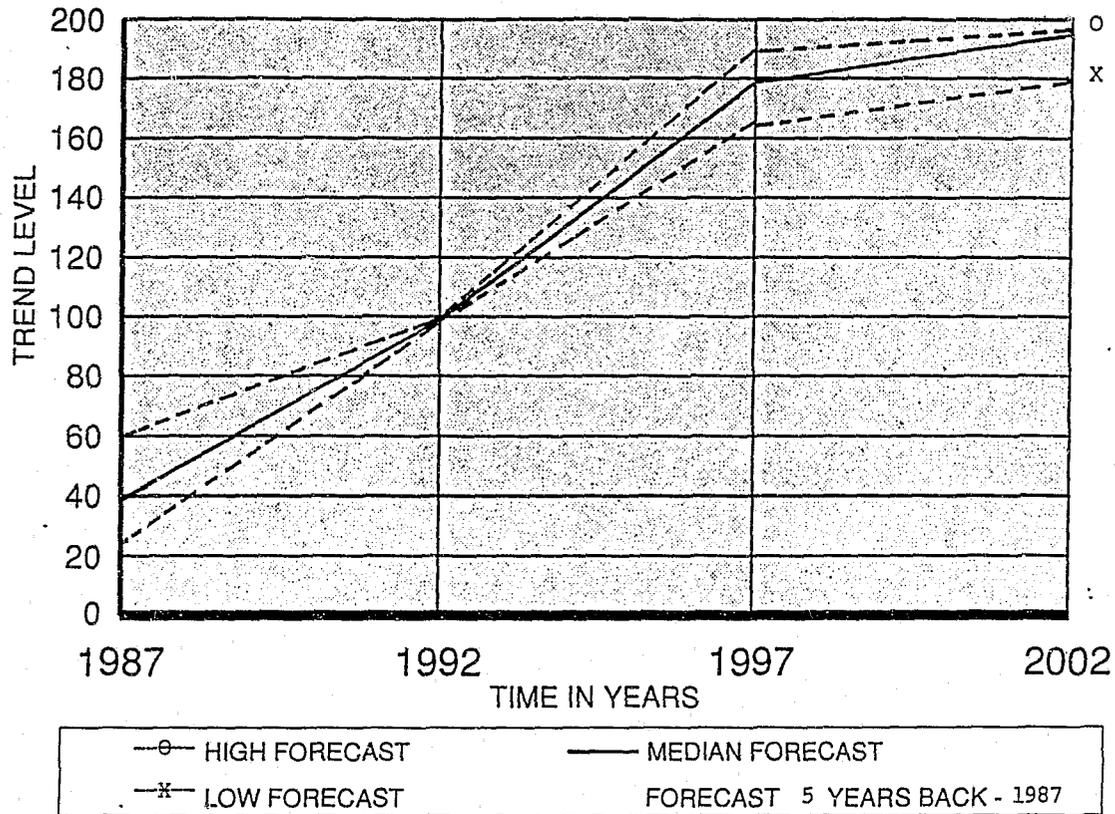
The MCD panel forecast that although there will be a rise in the number of culturally diverse people in the California work force, there will be a lack of applicants within that particular group who can meet the demands of the testing procedures and background analysis that are required to be an acceptable candidate in law enforcement. The panel forecast this trend would have been at a 40% median level five years ago with a 45% median level forecast in five years and ending at a 50% median level in ten years from today due to a forecast of a better understanding of a culturally diverse law enforcement work force by law enforcement administrators by that time.

TREND #6 CONCERN AMONG HISPANIC AMERICANS IN CALIFORNIA ABOUT THEIR LEVEL OF REPRESENTATION ON LAW ENFORCEMENT AGENCIES



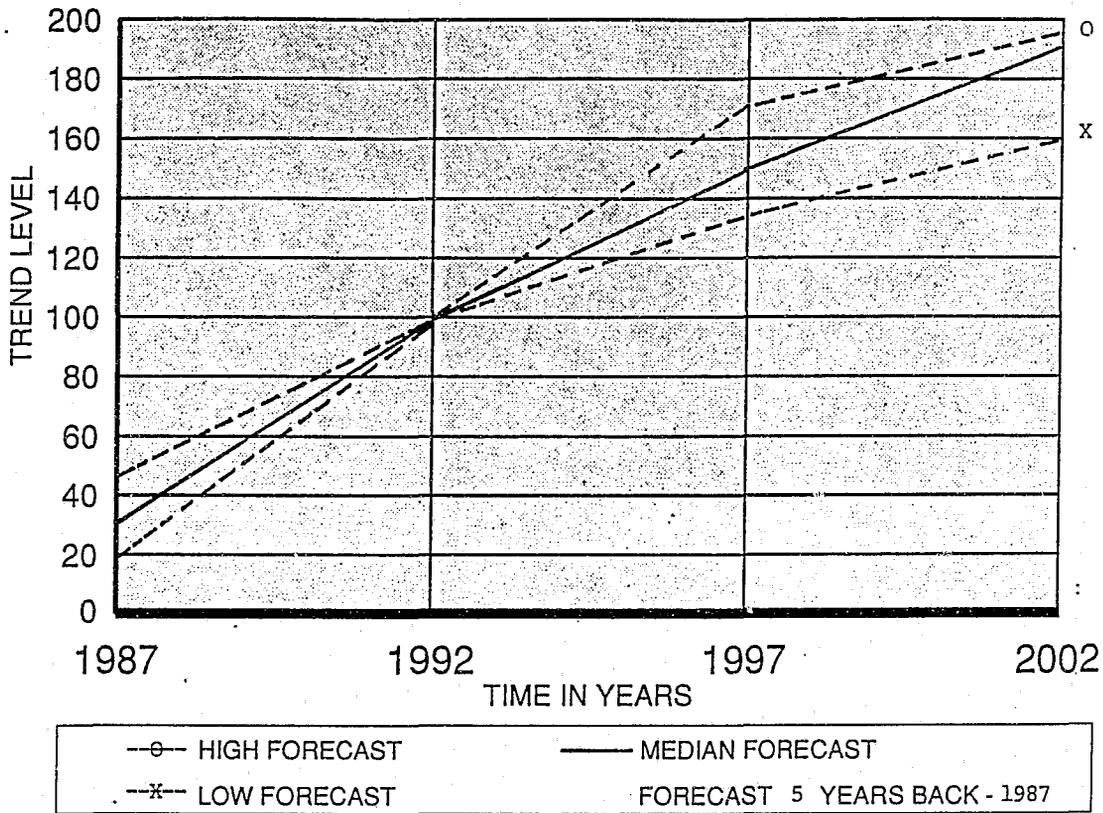
The MCD panel forecast this particular trend would be most predominant in Southern California where the majority of the Hispanic population are migrating. The panel forecast that a sizeable number of the Hispanic population will be trying to become law enforcement officers, therefore, there will be a growing concern among that ethnic group that not enough of their culturally diverse people are being hired by law enforcement agencies in California. The panel forecast this trend would have been at a 20% median level five years ago, forecast a 50% median level in five years and an 85% median level in ten years from today.

TREND #7 THE LEVEL OF CULTURAL DIVERSITY IN CALIFORNIA LAW ENFORCEMENT AGENCIES AT LINE LEVEL



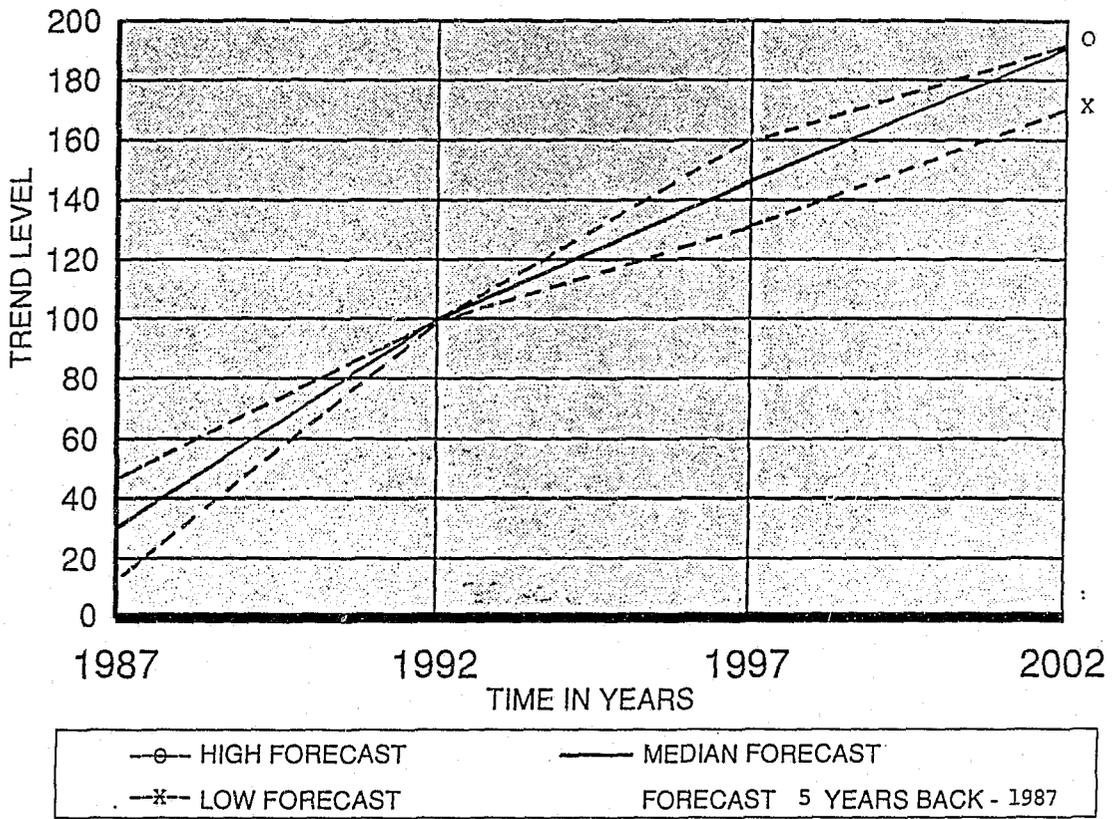
The MCD panel forecast that with the projected increase in a culturally diverse California work force, the number of culturally diverse law enforcement line employees will continue to increase also. The panel forecast the amount of diverse law enforcement line workers will steadily grow primarily due to their sheer numbers in the overall California work force population. The panel forecast this would have been at a 40% median level five years ago. The panel forecast an increase to an 80% median level in five years and an 95% median level increase in ten years from today.

TREND #8 NUMBER OF CALIFORNIA LAW ENFORCEMENT SUPERVISORS AND MANAGERS WITH A CULTURALLY DIVERSE BACKGROUND



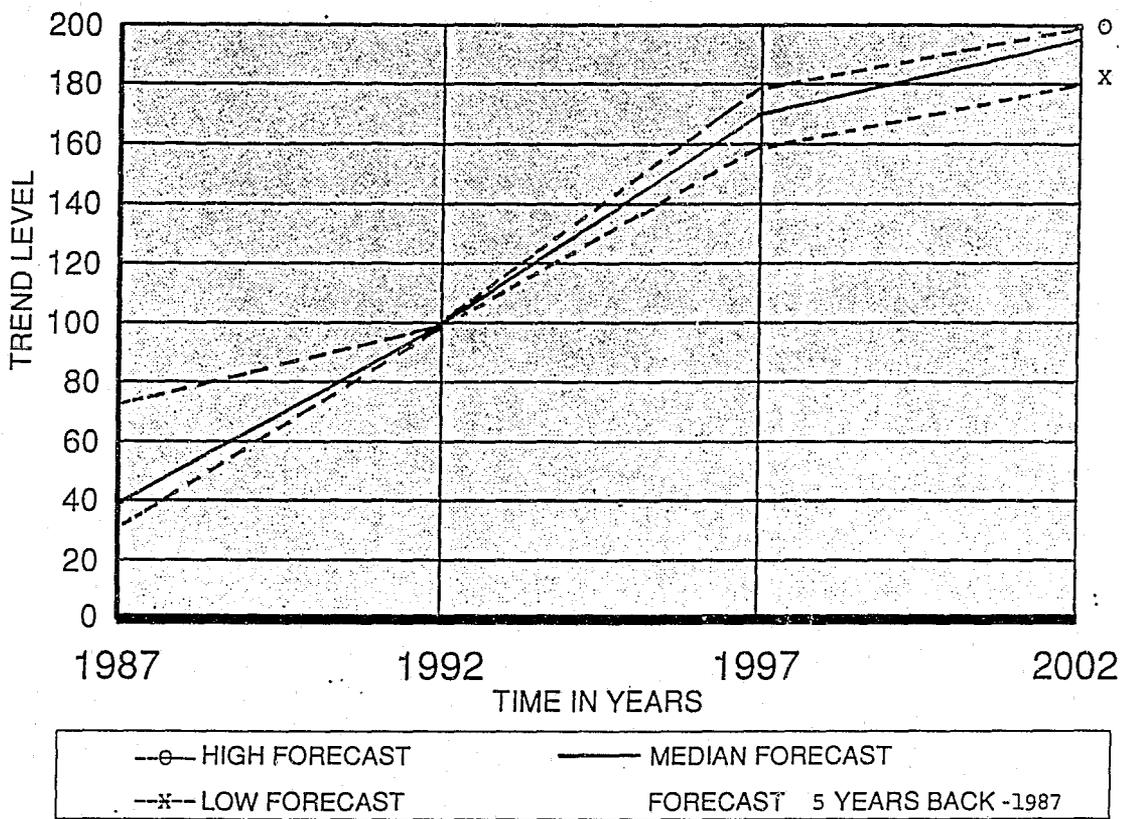
The MCD panel forecast that a rising trend would take place in the next ten years that showed a considerable increase in supervisory and managerial positions held by culturally diverse law enforcement employees. The five years ago forecast was at a 30% median level. The panel forecast a 50% median level increase in five years and a 90% median level in ten years from today. The thought process behind the panels forecast of this trend was derived from the increasing number of law enforcement employees who are from a culturally diverse background and who will be taking and passing promotional tests in law enforcement agencies.

TREND #9 LEVEL OF CULTURALLY DIVERSE LAW ENFORCEMENT LABOR UNION REPRESENTATION NATIONWIDE



The MCD panel forecast a "changing of the guard" in the composite makeup of law enforcement labor unions across the country from previously male white dominated organizations to a mixture of culturally diverse employees of different race, gender, and ethnic backgrounds because of this group's increasing numbers nationwide. The panel forecast this change will impact the way in which law enforcement agencies must treat and manage their culturally diverse work force, inasmuch as joint agreements will be reached between administration and unions on how people are treated and what concessions must be made by both sides. The panel forecast a 30% median level five years ago, a 45% median level increase in five years and a 90% median level in ten years from today.

TREND #10 LEVEL OF IMPORTANCE OF CULTURAL DIFFERENCES TO LAW ENFORCEMENT ADMINISTRATORS



The MCD panel forecast that the culturally diverse law enforcement work force in California will catch the attention of most law enforcement agency heads to a degree that they will be making a concerted effort to more fully understand the people who are working for them, as well as train each and every employee in cultural awareness and cultural sensitivity for a more productive work force. The panel's five years ago forecast of this occurring was at a 40% median level. The panel's five years from now forecast was at a 70% median level and a 95% median level ten years from today.

CROSS-IMPACT ANALYSIS

The author and Captain Thuman from the Alameda County Sheriff's Department performed a cross-impact analysis of the identified trends and events. The purpose of a cross-impact analysis is to determine the impact of a single event on other events and trends should that event occur.

The method for estimating the impact occurring events have on other events is: The percentage change of probability (plus or minus) if a previously forecasted event occurred before another forecasted event. For instance, on the event to event cross-impact matrix chart on the next page, if Event Number 7 (California POST Advanced Officer Course funds are redirected to state cultural diversity management training), listed under IMPACTING EVENT, occurred before Event Number 1 (Mandatory cultural diversity training for Alameda County Sheriff's Department supervisors and managers is implemented by the Sheriff), listed in the first column under MAXIMUM IMPACT, the first cell on line 7 indicates there would be a 95% probability increase of Event Number 1 occurring. This in essence means that if funds are first made available specifically for cultural diversity management training, then the likelihood of mandatory cultural diversity training would be enhanced by a 95% possibility.

EVENT - TO - EVENT CROSS - IMPACT MATRIX CHART

*IMPACTING EVENT	MAXIMUM IMPACT										ACTOR IMPACT TOTALS
	Event 1	Event 2	Event 3	Event 4	Event 5	Event 6	Event 7	Event 8	Event 9	Event 10	
Event 1		0	0	+15	0	-25	+50	-20	-75	+25	6
Event 2	+10		0	0	0	0	0	+10	0	0	2
Event 3	0	0		+5	+20	0	0	+5	0	0	3
Event 4	+10	0	0		0	-60	+10	-15	-25	+10	6
Event 5	0	0	+10	0		-5	+15	0	0	0	3
Event 6	0	0	0	-5	0		-20	+50	+25	0	4
Event 7	+95	0	0	+5	0	0		-25	-35	+10	5
Event 8	+50	0	0	+10	0	-25	0		-25	0	4
Event 9	+50	0	0	+10	0	0	+25	+75		0	4
Event 10	+10	0	0	0	0	0	0	0	0		1
REACTOR IMPACT TOTALS											
	6	0	1	6	1	4	5	7	5	3	

***Impacting events legend:**

- Event 1: Mandatory cultural diversity management training for California Sheriff's Department's supervisors and managers is implemented.

- Event 2: Asian Americans hold rallies in several large urban cities in California to protest their lack of representation on California law enforcement agencies.

- Event 3: The number of female workers in California exceed male workers.

- Event 4: California Sheriff's Departments initiate cultural diversity awareness mentoring programs for all supervisors and managers.

- Event 5: California voters elect the first Hispanic female to the State Attorney General's Office.

- Event 6: POST mandated survey reveals lack of administrative follow-up by California Sheriff's Departments on cultural diversity management training.

- Event 7: California POST Continuing Professional Training funds are redirected to state cultural diversity management training.

- Event 8: EEOC attorneys assigned to represent culturally diverse minority staff working for all California law enforcement agencies with 100 or more personnel.

- Event 9: California Sheriff's Departments discover racial and ethnic conflict within their agencies.

- Event 10: A second language made mandatory for all California law enforcement officers.

The event to event cross-impact analysis identified two actor events that scored six impact hits each, that is, the events which had the most significant impact on other events. They were:

Event Number 1 - Mandatory cultural diversity management training for Alameda County Sheriff's Department supervisors and managers is implemented by the Sheriff.

Event Number 4 - Alameda County Sheriff's Department initiates a cultural diversity awareness mentoring program for all supervisors and managers in their department.

The event to event cross-impact analysis identified three primary reactors; that is to say, these events are buffeted by the occurrence or non-occurrence of the actors. They were:

Event Number 8 - EEOC attorneys assigned to represent culturally diverse minority staff working for all California law enforcement agencies with 100 or more personnel.

Event Number 1 - Mandatory cultural diversity management training for Alameda County Sheriff's Department supervisors and managers is implemented by the Sheriff.

Event Number 4 - Alameda County Sheriff's Department initiates a cultural diversity awareness mentoring program for all supervisors and managers in their department.

Event Number 8 had seven impact hits and Events Number 1 and 4 each had six impact hits. The primary actors and reactors in the event to event cross-impact analysis could have an impact on the topic

issue and sub-issues.

The method for estimating the impact of occurring events on trends is: The percentage change (plus or minus) in the trend level previously forecasted is measured. In this case, the most likely forecast is used. The cross-impact question is: What if each forecasted event actually occurred? What would be the impact of each event upon each trend level at the point of maximum impact? For instance, on the event to trend cross-impact matrix on the next page, if Event Number 5 (California elects the first Hispanic female State Attorney General), listed under IMPACTING EVENT, occurs, the cell on line 5, (Concern among Hispanic Americans in California about their level of representation on law enforcement agencies), listed in column 6 under MAXIMUM IMPACT, indicates a 30% decrease in the level of trend number 6 occurring. In other words, if California voters elect a female Hispanic to the highest law enforcement office in the state first, there is 30% less chance that the California Hispanic population will protest their level of representation in law enforcement because the probability of a top Hispanic law enforcement leader examining the hiring and recruiting standards for that ethnic race is present.

EVENT - TO - TREND CROSS - IMPACT MATRIX CHART

*IMPACTING EVENT	*MAXIMUM IMPACT										ACTOR IMPACT TOTALS
	Trend 1	Trend 2	Trend 3	Trend 4	Trend 5	Trend 6	Trend 7	Trend 8	Trend 9	Trend 10	
Event 1	0	+10	0	+50	0	0	0	0	0	+40	3
Event 2	0	+50	0	0	-10	+10	+20	0	0	0	4
Event 3	+25	+30	0	+5	-10	0	+25	+10	+15	0	7
Event 4	0	0	0	+25	0	0	+5	+5	0	+10	4
Event 5	0	+25	0	0	0	-30	+10	0	0	+10	4
Event 6	0	0	0	0	0	0	0	0	0	-15	1
Event 7	0	+5	0	+50	0	0	0	0	0	0	2
Event 8	0	0	0	+20	0	-10	+10	+20	0	-10	5
Event 9	0	0	0	-10	0	+30	0	0	0	-10	3
Event 10	0	+10	0	+10	+5	-5	0	0	0	+5	5
REACTOR IMPACT TOTALS											
	1	6	0	7	3	5	5	3	1	7	

***Impacting events and trends legend:**

- Event 1: Mandatory cultural diversity management training for California Sheriff's Department's supervisors and managers is implemented.
- Event 2: Asian Americans hold rallies in several large urban cities in California to protest their lack of representation on California law enforcement agencies.
- Event 3: The number of female workers in California exceed male workers.
- Event 4: California Sheriff's Departments initiate cultural diversity awareness mentoring programs for all supervisors and managers.
- Event 5: California voters elect the first Hispanic female to the State Attorney General's Office.
- Event 6: POST mandated survey reveals lack of administrative follow-up by California Sheriff's Departments on cultural diversity management training.
- Event 7: California POST Continuing Professional Training funds are redirected to state cultural diversity management training.
- Event 8: EEOC attorneys assigned to represent culturally diverse minority staff working for all California law enforcement agencies with 100 or more personnel.
- Event 9: California Sheriff's Departments discover racial and ethnic conflict within their agencies.
- Event 10: A second language made mandatory for all California law enforcement officers.

- Trend 1: Level of females, racial minorities, and immigrants in the California work force.
- Trend 2: Changing law enforcement hiring standards in California to accommodate culturally diverse applicants.
- Trend 3: Level of older law enforcement officers in California.
- Trend 4: Acceptance of cultural diversity programs by law enforcement in California.
- Trend 5: Minority applicant availability in California.
- Trend 6: Concern among Hispanic Americans in California about their level of representation on law enforcement agencies.
- Trend 7: The level of cultural diversity in California law enforcement agencies at line level.
- Trend 8: Number of California law enforcement supervisors and managers with a culturally diverse background.
- Trend 9: Level of culturally diverse law enforcement labor union representation nation wide.
- Trend 10: Level of importance of cultural differences to law enforcement administrators.

The event to trend cross-impact analysis identified one primary actor with seven impact hits that stood out above all others. That was:

Event Number 3 - The number of female workers in California exceed male workers.

The event to trend cross-impact analysis also identified two primary reactors with seven impact hits each. They were:

Trend Number 4 - Acceptance of cultural diversity programs in law enforcement.

Trend Number 10 - Level of importance of cultural differences to law enforcement administrators.

The primary actors and reactors in the event to trend cross-impact analysis could have a substantial effect on the authors topic issue and sub-issues.

SCENARIOS

The scenarios are the final portion of the forecasting approach to defining the future. Utilizing the forecasted events and trends, the author developed three scenarios of possible futures that could occur in an attempt to provide the reviewer with a look into the future that will hopefully paint a picture of what will be. The three scenarios begin with the most likely scenario which was derived from the ten events and ten trends forecasted by the Modified Conventional Delphi (MCD) panel. After discussions with MCD panel members and the author's cross impact analysis associate, Event Number 6 (POST mandated survey reveals lack of administrative follow-up by Alameda County Sheriff's Department on cultural diversity management training) and Trend Number 5 (minority applicant availability in California) were left out of the most

likely scenario by the author due to their low final probability forecasts by the MCD panel. Each event and trend removed from the most likely scenario had no more than a 50% probability future forecast by the MCD panel, which made it a 50/50 possibility of happening at best.

A computer program was used to develop alternative futures based on the originally generated trends and events (ten each) from the MCD panel. The following data was entered to provide the tables from which to develop alternative futures:

- Event-to-event cross-impact matrix results
- Event-to trend cross-impact matrix results
- Cumulative event probability for ten events
- Median forecasts of ten trends

The program compiled and correlated the sets of input data and generated 100 iterations or alternative futures. Two iterations were then selected from the 100 to be developed into scenarios to compliment the most likely scenario developed by the MCD panel. The two scenarios were selected for their unique and interesting futures. Each computer iteration is charted and the event occurrences are identified prior to alternative scenarios 1 and 2.

The geographical location in the three scenarios is the County of Alameda, California, which is policed by the Alameda County Sheriff's Department in the unincorporated areas, and has 14 municipal police departments within its geographical boundaries.

MOST LIKELY FUTURE

Nine of the most likely events and nine of the most likely trends will be presented in a flashback type scenario that follows the thinking of a seasoned veteran sheriff who thought he had seen it all until the last decade transpired. During that decade, he learned more about diversity and how to manage it than ever before.

As 61 year old Sheriff O'Brien of Alameda County sat in his office reading his December 4, 2002 newspaper and sipping from a hot cup of coffee, he reflected back on the unbelievable series of events that had occurred in the last several years of his term in office. It seemed just like yesterday when his undersheriff, Curtis Watson, approached him on the morning of January 4, 1997 and said, "Boss, I think we're starting to have some problems with our supervisors and managers dealing with their subordinates because they don't really understand how to talk and act around our culturally diverse work force". He responded by telling Undersheriff Watson, "Cops are cops and it doesn't matter what ethnic background or gender they are!" Today, Sheriff O'Brien knows that the issue of cultural diversity that he so easily dismissed that day, has become the most important issue in his law enforcement life.

As the months and years rolled by in Sheriff O'Brien's mind that December morning, events and ultimately trends, popped into his head one after another.

In 1996, Ms. Gloria Martinez, a very popular citizen's advocate of cultural diversity in government, ran for California State Attorney General. Ms. Martinez did not win the election, but came very close to doing so. In early 1997, she called an after election press conference that was broadcast by the media statewide to enlighten all California chiefs and sheriffs regarding trends that were taking place in the government workforce, including the law enforcement profession. She proclaimed that racial minorities, females, and immigrants were becoming the majority population in the state. She pointed out how law enforcement officers nationwide were extending their careers and, as a whole, law enforcement was becoming an older generation. She contended that there was currently many culturally diverse law enforcement officers and staff employed throughout the state and that number would increase as the years went by.

In 1998, Sheriff O'Brien began working on a plan that would someday make cultural diversity training for his supervisors and managers mandatory . One year later, the California Equal Employment Opportunity Commission (EEOC) announced that they were considering a plan to assign an attorney to each of the large California law enforcement agencies in order to be available for all employees who felt they were not being treated fairly by their supervisors or managers. During that same year, POST announced that if cultural diversity in California law enforcement continued to increase, they would try to transfer Continuing Professional Training funds over to cultural diversity management training courses.

Sheriff O'Brien recalled taking further notice of cultural diversity in his department's work force at this point. He began to realize what was actually taking place and evolving around him. He became aware of the large mix of racial minorities, females, immigrants, and older workers in his department. He immediately put forth a gesture of good will toward this culturally diverse work force by instituting an incentive pay reward for officers who learned a second language. Shortly thereafter, a prominent California state senator introduced a bill in the California legislature that would make it mandatory for all law enforcement officers to possess the ability to speak a second language.

The year 2000 sticks in Sheriff O'Brien's mind like a bright light bulb. He recalled a staggering statistic that revealed women in the California work force were coming close to outnumbering the men! Asian and Hispanic Americans were concerned about the hiring practices of law enforcement agencies who employed so few of their race. Later that year, national reports on cultural diversity in law enforcement revealed California was leading the way in changing its law enforcement hiring practices to accommodate their majority immigrant, racial, and female population. The national report pointed out that this trend was a nationwide one that was being dealt with in a positive manner all over America.

Sheriff O'Brien's continued reflection on the past brought back his recollection that although the year 2000 was a year of national enlightenment on the law enforcement cultural diversity work force issue, but he had doubts as to his department's acceptance of cultural diversity as a major issue that should be addressed. Sheriff O'Brien remembered looking into his organization and finding there could be a prevailing thought among his white male line staff of possible overkill in the cultural diversity training programs area. When he questioned his officers as to their feelings about this matter, not only did he did not receive any negative feedback, but most of his personnel were grateful for his continued efforts in addressing cultural diversity issues. Sheriff O'Brien recalled being very pleased with his findings.

In 2001, Sheriff O'Brien remembered going one step further in the cultural diversity field to better prepare his staff in that area. He began a process that would institute a future cultural diversity mentoring program for all of his supervisors and managers. This process would help prevent misunderstandings between various employee cultures in his department that might cause conflict.

Today, in the year 2002, Sheriff O'Brien takes pride in his efforts to inform and educate his personnel about cultural diversity management and he can point to many very positive occurrences that reflect the acceptance of today's culturally diverse law enforcement work force. His and many other California law enforcement agencies have a good and equal mix of culturally diverse supervisors and managers. Additionally, the makeup of police unions nationwide reflect the same culturally diverse mix of union officers which seems to have produced a respectful and understanding relationship between management and union representation.

As Sheriff O'Brien placed his newspaper down, nothing could have pleased him more than the headline on the front page of today's newspaper which read, "As society and the work force in California

become more diverse, their cultural differences become more important to each of them." Sheriff O'Brien placed his cup of coffee aside and privately thought, if an old warhorse like me can understand and value a culturally diverse law enforcement work force, anyone can!

ALTERNATIVE FUTURE #1

The following four alternative future events were derived from a computer program used to develop alternative futures based upon the originally generated events and trends from the MCD panel. The program compiled and correlated the sets of input data and generated 100 iterations or alternative futures. The four alternative future events evolve around the management of a culturally diverse law enforcement and criminal justice work force from the years 1993 to 2002. The below table displays the computer iterations of when each future event will occur and its impact on other events:

Occurrences in computer iteration #53 used for alternative scenario #1

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
*Event 1	0	0	0	0	0	0	0	0	1	0
*Event 2	0	0	0	0	1	0	0	0	0	0
*Event 3	0	0	0	1	0	0	0	0	0	0
Event 4	0	0	0	0	0	0	0	0	0	0
*Event 5	0	0	0	0	1	0	0	0	0	0
Event 6	0	0	0	0	0	0	0	0	0	0
Event 7	0	0	0	0	0	0	0	0	0	0
Event 8	0	0	0	0	0	0	0	0	0	0
Event 9	0	0	0	0	0	0	0	0	0	0
Event 10	0	0	0	0	0	0	0	0	0	0

- *Event 1: Mandatory cultural diversity management training for California Sheriff's Department's supervisors and managers is implemented.
- *Event 2: Asian American hold rallies in several large urban cities in California to protest their lack of representation on California law enforcement agencies.
- *Event 3: The number of female workers in California exceed male workers.
- *Event 5: California voters elect the first Hispanic female to the State Attorney General's Office.

Judge Smith sat motionlessly at his bench in Courtroom 7 in the Alameda County Superior Courthouse on the morning of February 5, 2002. Although his courtroom was full and a defense attorney was speaking to him about her client's case, he could not stop his mind from wandering back ten years ago when he was first assigned to this courtroom. It was in the year 1993 that he heard of a trend that was taking place. Futurists were forecasting a culturally diverse majority California law enforcement work force made up of females, Asians, Hispanics, and blacks by the year 2002. He recalled his skepticism regarding that prediction and the events that quickly followed which changed the face of the criminal justice work force forever more.

In 1996, there was a flood of female applicants for job openings in law enforcement in the district attorney's office, and in the public defender's office. The criminal justice field was not ready to deal with this unmanageable number of females who wanted equal opportunity employment rights to work in previously male dominated professions. Female after female was being turned away from available criminal justice positions because they were not considered able to perform as well as men in that arena. Although females cracked the attorney barriers during this time much faster than they did the law enforcement officer barriers, males across the criminal justice system were slow to accept them as equals. 1997 began with a female Hispanic being voted in as California State Attorney General. She quickly made it clear by her actions that this would be the decade of a culturally diverse criminal justice work force. All of her major appointments within the California Department of Justice were minorities, such as females, Asians, Hispanics, blacks, and the elderly. Most important, all of her appointments excelled at their jobs!

1997 brought Asians into the mix with females representing a culturally diverse population who were demanding equal opportunities to become law enforcement officers and criminal attorneys in California. The Asian Americans in large cities

across the nation held protest rallies denouncing law enforcement for not adequately representing them in their departments. These rallies were given added significance when Hispanics nationwide joined forces with the Asians to protest the same concerns for their own race.

The years 1998 to 2000 brought a steady increase in law enforcement and judiciary employment of females, Asians, and Hispanics. Their high level of job performance, particularly in the law enforcement field, was amazing! They were out performing their male white counterparts and they were being promoted at a much faster rate than white males in law enforcement. It was not because these so called "minority groups" were being favored or being given additional help that caused them to perform so well, it was because after being given a chance to show their equal abilities to do the job, they excelled at a much faster pace than their male counterparts.

A 1999 criminal incident in the City of Oakland, California, opened the nation's eyes to just how well culturally diverse minorities in law enforcement could handle the job. On December 5, 1999, a paranoid madman took a dozen innocent bystanders hostage inside a BART train car at an Oakland Bay Area Rapid Transit station. Hours passed and law enforcement hostage negotiators who had been called to the scene were getting no where with the madman, who was by this time threatening to kill all of his hostages unless he was allowed to go to the promised land with a police escort! Two female Oakland police officers, one Asian and the other Hispanic, approached the madman just as he was pointing his automatic weapon at the hostage group. They talked him into putting down his weapon and walking out to them. Once he did that, he placed his arms straight out to be handcuffed. When asked by the media why he had so quickly changed his mind about killing the hostages after the two female officers spoke with him, he replied, "I only wanted to go to the promised land because I thought all cops in America were white males and hated anyone who wasn't white!"

This news story spread across the nation and around the world, and was the primary source of finally getting the point across that there truly was a culturally diverse law enforcement work force in California.

In 2001, the Sheriff of Alameda County implemented mandatory cultural diversity training for his supervisors and managers. This really wasn't a big issue at the time. You see, in 2001 there was an equal number of culturally diverse supervisors and managers in the law enforcement profession which helped make training in that area rather easy as it was not hard for a culturally diverse manager to understand the implications of a culturally diverse work force.

"Judge Smith! Are you alright?" Judge Smith's mind quickly popped back into today's world as he heard these words. I'm ok, I'm alright! He said this with a big smile on his face as he looked out at the group of concerned people who had inquired about his wellbeing, a black female bailiff, an Hispanic female defense attorney, an Asian male district attorney, and an aging white male Oakland police officer; cultural diversity at its best!

ALTERNATIVE FUTURE #2

The following four alternative future events were derived from a computer program used to develop alternative futures based upon the originally generated events and trends from the MCD panel. The program compiled and correlated the sets of input data and generated 100 iterations or alternative futures.

The four alternative future events evolve around a sad, but true, possibility of what future implications could occur to law enforcement administrators who do not take heed of events and trends that are taking place around them. The table on the follow page displays the computer iterations of when each future event will occur and its impact on other events:

Occurrences in computer iteration #61 used for alternative scenario #2

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Event 1	0	0	0	0	0	0	0	0	0	0
Event 2	0	0	0	0	0	0	0	0	0	0
*Event 3	0	0	0	0	1	0	0	0	0	0
Event 4	0	0	0	0	0	0	0	0	0	0
Event 5	0	0	0	0	0	0	0	0	0	0
*Event 6	0	0	0	1	0	0	0	0	0	0
Event 7	0	0	0	0	0	0	0	0	0	0
*Event 8	0	0	0	0	1	0	0	0	0	0
Event 9	0	0	0	0	0	0	0	0	0	0
*Event 10	0	0	0	0	0	0	0	0	0	1

- *Event 3: The number of female workers in California exceed male workers.
- *Event 6: POST mandated survey reveals lack of administrative follow-up by California Sheriff's Departments on cultural diversity management training.
- *Event 8: EEOC attorneys assigned to represent culturally diverse minority staff working for all California law enforcement agencies with 100 or more personnel.
- *Event 10: A second language made mandatory for all California law enforcement officers.

Captain Willis of the Valley Police Department was just about to lockup his office and call it a day when he came across a ten-year old snapshot of himself with several friends. That picture brought back memories of a career lost. The picture had been taken in 1992 when he was Sheriff of the Alameda County Sheriff's Department. It seemed like yesterday when he was elected sheriff. Captain Willis sat back down at his desk and began reminiscing. His visions of what he would do with his new sheriff's force excited him on that day in 1992. He quickly began to implement many new and innovative ideas in Alameda County. Things were going well during his first four years. He had heard about several trends in law enforcement that were going on around the nation. In 1994 he read about single

parents, primarily females, becoming a large part of the law enforcement work force. He read of police labor unions nationwide becoming more integrated with minority representatives on their boards. He knew that California law enforcement agencies were making changes in their hiring practices to accommodate the growing culturally diverse law enforcement work force. Little of this information concerned him because his 100 person agency only had two female deputy sheriffs and three black deputy sheriffs. He was aware that this mix did not represent the community that he served, but there were no complaints from anyone.

In 1996, POST implemented a mandatory cultural diversity management training program for all California law enforcement agencies. Captain Willis remembered placing all of his supervisors and managers through these courses, but only because the rules called for it. His people really didn't need that type of training and after all, the budget was shrinking every day as it was and he was losing staff as it was.

In 1996, POST conducted a follow-up survey of all chiefs and sheriffs in the state to see how management was carrying out what they had learned at the cultural diversity management course. He never bothered to reply, knowing full well his supervisors and managers didn't need to use the material that they had learned. A few months passed and POST revealed the results of their survey which found many chiefs and sheriffs in the state, including his department, not following up on their training courses. To Sheriff Willis this was no big surprise.

Two events in 1997 hit Sheriff Willis' department hard! To begin with, an overwhelming number of females applied for deputy positions on his department. He recalled wondering why they bothered to apply when they should have known that men were much better equipped to do the job. He did know that he had just read an article in a local newspaper that gave statistical information that women were now the majority of the California work force but,

again, they really didn't count in his mind. He wasn't surprised to find that many of the females who were applying for law enforcement positions in his department were minorities and single parents.

Shortly after filling his three vacant deputy sheriff positions in 1997 with three white males, Sheriff Willis received a letter in the mail from the California Chapter of the Equal Employment Opportunities Commission stating that they were making their services available to numerous female minority applicants who had been refused employment by his agency and to the few minority employees he had in his department. He never worried about this issue because he knew he had given each police applicant a fair chance to qualify, or so he thought. The remainder of 1997 was filled with EEOC complaints pouring in against his agency that ultimately produced documents which substantiated EEOC claims that his deputy candidate interviews were slanted against females and minorities.

1998 and 1999 were the years that Sheriff Willis fought hard against EEOC complaints and claims. Surprisingly, as he delved further and further into the documentation from EEOC, he began to realize what he had been doing and what was going on in the world around him regarding it. Although he currently had a few more vacancies in his department and he was contemplating hiring females or minorities to fill the positions, it was too late. He also now realized that he had done nothing for his supervisors and managers to improve their understanding of a culturally diverse work force.

By the time the bureaucracy of a government investigation like the EEOC had made was completed, it was the year 2002. That was also the year the voters in Alameda County voted Sheriff Willis out of office because of his insensitivity toward his culturally diverse law enforcement work force. There was no second chance for him at that point.

If anything positive has come out of this nightmare regarding his lack of cultural diversity sensitivity, it has been the second chance that he did get with the Valley Police Department in Alameda County. He was hired on as a Captain. Today, he prides himself as being in the forefront of cultural diversity management. His agency was the first small law enforcement agency in California to have all sworn officers know how to speak a second language that had been mandated by the California legislature for law enforcement departments. He also has the top ongoing cultural diversity mentoring program of small law enforcement agencies in the state. His 20 person department is comprised of an equal number of minority members who reflect the community that they serve.

Each day, Captain Willis sits and wonders just how things might have been had he realized sooner that the law enforcement work force population is a mixed group of equally intelligent individuals who may not act and look the same, but they all perform to the best of their abilities when given the opportunity by the administration that hired them.

OVERVIEW

The topic issue and sub-issues of dealing with a culturally diverse law enforcement work force have been presented through forecasting and scenarios. If law enforcement executives address the issue of a culturally diverse work force in a positive manner, the future holds promise for improving employee productivity and recognition.

The author has chosen the most likely scenario for development and policy consideration as it is the most attainable and pertinent to the topic issue and sub-issues. The following three polices, if implemented, would either mitigate an undesirable future or help bring about a desired future. Support from state and local government, departments, organizations, and individuals will be required for these polices to be implemented. The policy goals for the most likely scenario are listed below:

POLICY # 1

The Sheriff of Alameda County enacts cultural diversity management training for all Sheriff's Department supervisors and managers.

POLICY # 2

The Alameda County Sheriff's Department establishes ongoing review of their recruitment, hiring, and promotional standards as they pertain to their culturally diverse work force population to determine if added emphasis or change needs to be made.

POLICY # 3

Alameda County Sheriff's Department seek ways in which their agency can better manage their culturally diverse work force to improve productivity and employee recognition.

SECTION III

STRATEGIC PLANNING

STRATEGIC PLANNING

PURPOSE

Futures forecasting and analysis of managing a culturally diverse law enforcement work force was addressed in the first section of this report. The author has chosen the most likely future scenario to develop a strategic plan to use as a focus for the study. The most likely scenario pointed out that a variety of positive and negative events will impact the selected topic issue and sub-issues in the future. A planned approach by law enforcement managers and police executives is necessary to avoid major problems.

The examination of future events and trends in a particular scenario can help one anticipate and more importantly, plan for, probable changes. Many people are reluctant to accept change and some feel threatened by change. In dealing with the management of a culturally diverse law enforcement work force, a strategic management plan is a method of examining the environment in which various changes will take place. A strategic management plan also affords one the ability to outline a plan that will take into account many variables.

The Alameda County Sheriff's Department was selected by the author for strategy development to achieve the most likely future state. The Alameda County Sheriff's Department is comprised of 1241 sworn and non-sworn employees who serve 120,000 citizens in the unincorporated areas of Alameda County. The primary responsibilities of the Sheriff's Department are to: Preserve the peace and enforce the law; serve the courts; operate county jail facilities, coordinate civil defense and emergency operations; determine the cause of unnatural deaths through the Coroner's Bureau; administer the estates of decedents.

The ethnic and gender make up of the entire 1241 member Alameda County Sheriff's Department work force is as follows:

- 21% black
- 65% white
- 8% Hispanic
- 6% Asian
- 33% female
- 67% male.

The ethnic and gender make up of the 742 sworn members only is as follows:

- 13% black
- 79% white
- 6% Hispanic
- 2% Asian
- 17% female
- 83% male.²⁵

The average age of sworn personnel in the Alameda County Sheriff's Department is 38 years old.²⁶

The County of Alameda has a population of nearly 1,300,000 citizens. Alameda County includes 14 incorporated cities. The City of Oakland is the commercial center of Alameda County that includes an international airport and seaport. The cities of Hayward and Fremont are home to many light industrial concerns. The eastern portion of the County contains agricultural areas and regional parks in the foothills.

Minorities make up virtually half of the Alameda County population:

- 17% Black
- 53% White
- 14% Hispanic
- 14% Asian
- 2% Other²⁷

Alameda County is undeniably one of the most diverse counties in the United States.

MACRO AND MICRO MISSION STATEMENTS

The current general, or "macro", mission statement of the Alameda County Sheriff's Department is:

The Alameda County Sheriff's Department is a public service organization and willingly accepts the responsibility to:

Preserve life and property.

Respect the rights of all, while recognizing the cultural diversity of the community we serve.

Identify and maintain a high level of professionalism, integrity and readiness.

Deliver fair and consistent treatment to those placed in our care and custody.

Enforce civil and criminal laws.

The "micro" mission statement was composed by the author to address the issue and sub-issues of the study, reach the desired future state, and provide guidance to the department in reaching the desired future state:

The Alameda County Sheriff's Department is dedicated to meeting the needs of our culturally diverse work force. Our goal is to open new possibilities for tapping the full creativity, energy, and expertise of our human resources. An increasingly diverse work force requires management and staff partnering, an approach that makes the most of individual differences. Our goal will be met through the pursuit and achievement of the below objectives:

1. Set a clear and shared vision for all employees.
2. Conduct regular departmental analysis for change.
3. Develop subordinates to their highest potential.
4. Develop and utilize good role models for all to follow.
5. Encourage personal and professional networking among staff.

6. Encourage creativity from all employees.
7. Remove artificial and/or unreasonable barriers to an effective work climate.
8. Appreciate and encourage diversity among all personnel.
9. Understand individual employee values and customs.
10. Recognize personal and professional employee achievements.

SITUATIONAL ANALYSIS

The ever-increasing multitude of culturally diverse individuals and groups in law enforcement who have a different way of understanding and interpreting their job functions and the manner in which their supervisors and managers deal with this issue will bring great pressures on law enforcement administration to set policies and practices that are fair, impartial, and rooted in the basic understanding of human behavior.

The previously white-male-dominated law enforcement work force is dissolving into a culturally diverse mix of law enforcement workers for the future. Law enforcement administrators and managers must reexamine their organizational value system as it pertains to dealing with today's changing work force. They must map out a clear and concise cultural awareness direction for their agency that will achieve a thorough understanding of each other's strengths and weaknesses and, in turn, will result in answering the questions of the issue and sub-issues of this study.

The author individually conducted an environmental scan and literature search to evaluate the current and future state that will effect the management of a culturally diverse work force in the Alameda County Sheriff's Department over the next ten years. The author accomplished this process by using a "WOTS-UP" analysis. "WOTS-UP" is an acronym for the Weaknesses, Opportunities, Threats, and Strengths that exist in the internal and external environment of an organization which will effect the ability to manage a

culturally diverse law enforcement work force. The author's assessment is divided into, (1) external opportunities and threats and (2) internal organizational strengths and weaknesses.

EXTERNAL OPPORTUNITIES

The current social and political climate for introducing cultural awareness understanding in law enforcement is excellent. The President of the United States has made a commitment to address the cultural differences in our nation and to integrate people from all walks of life such as, male and female, young and old, Asians, Hispanics, blacks and whites into his administration to mirror what should be going on across the nation in all organizations and companies.

California law enforcement, the Alameda County Sheriff's Department in particular, can take advantage of this political climate by requesting cultural diversity management training from state and local governments to improve their knowledge and awareness of a culturally diverse law enforcement work force that will be increasing in the next ten years. If they are successful in this endeavor, the author's desired future state of better managing a culturally diverse law enforcement work force will be enhanced by a more understanding and knowledgeable law enforcement management team through training, mentoring and related cultural awareness efforts.

The demographic changes in California related to a more diverse work force are projected to increase over the next ten years.²⁸ These changes correspond with the author's most likely scenario trends of an increasing racial, gender, and immigrant mix in the California work force. The Alameda County Sheriff's Department recruits heavily from the local population. The racial profile of Alameda County has been addressed earlier in this study as being one of the most culturally diverse in the nation. The Sheriff's Department can attain a much more diverse law enforcement work

force over the next ten years to increase their level of ethnic and gender mix to realize the author's topic issue question of impacting the management of a more culturally diverse law enforcement work force by way of a larger number of culturally diverse subordinates to work with, recognize, and understand.

The State of California, Commission on Peace Officer Standards and Training, has made it economically feasible by monetarily reimbursing law enforcement agencies who attend cultural awareness training. The Alameda County Sheriff's Department can take this opportunity one step further in the next ten year period by requesting a more expansive approach to cultural diversity by way of a POST managing cultural diversity course that goes beyond cultural awareness issues and more specifically addresses the authors desired future state of better managing a culturally diverse law enforcement work force.

The art of administering satellite broadcasts to law enforcement agencies through POST, or through other organizations, for cultural diversity management training programs is increasing each year as this technology is improved and enhanced. As this type of programming flourishes over the next ten years, it will provide excellent opportunities in the Alameda County Sheriff's Department for expanded understanding of the topic issue in managing a culturally diverse law enforcement work force.

EXTERNAL THREATS

As the number of culturally diverse job applicants in the law enforcement profession grows over the next ten years, so might their demand to be more equally represented in law enforcement. As the author's most likely scenario points out, various ethnic races will demand increased representation as time goes on and this might force law enforcement agencies, such as the Alameda County Sheriff's Department, to take a much closer look at their hiring standards and practices to determine if there is any form of racial

bias or prejudice associated with their oral and written testing. In addition, the Alameda County Sheriff's Department will have to examine their racial and gender composition to determine if it represents the diverse work force that they draw from.

Although the Alameda County Sheriff's Department work force has a fair mix of the ethnic population that they serve, there may be a particular race or ethnic group that is not represented in the department. If this is true, protests and claims of prejudice will occur. The American Indian has only one of their race working for the 1241 person Alameda County Sheriff's Department. The American Indian makes up less than one percent of the Alameda County population²⁹, but that may not stop an organization that represents American Indian rights from claiming racial prejudice within the Alameda County Sheriff's Department.

The economic climate poses a threat to law enforcement agencies inasmuch as there is a current trend of down sizing of law enforcement in California and in the County of Alameda in particular. There has been a loss of over 750 Alameda County jobs in the last four years, 250 of which came from the Alameda County Sheriff's Department. If this trend continues throughout the next ten years, the Alameda County Sheriff's Department will not be able to integrate the culturally diverse population into its department as quickly as it would like. There is a mandatory reinstatement policy in civil service work that enables a laid off employee in Alameda County to return when a job opening becomes available. This does nothing more than recycle the same work force.

The author's sub-issue of possible entry level hiring standards being changed has a possibility of occurring in the next ten years due to the civil service employee reinstatement standard that is in place in Alameda County. Alameda County government officials will have to address this issue if they are not capable of replenishing the Alameda County Sheriff's Department with a fair representation of the work force that is available to them.

The future political environment can pose a threat to managing a culturally diverse law enforcement work force in the Alameda County Sheriff's Department. Alameda County elected officials are constantly changing after elections and as such, the manner and consistency in which the Alameda County Sheriff's Department is allowed to implement change is effected.

The Board of Supervisors in Alameda County is the governing body that gives direction and input into all departments, including the Alameda County Sheriff's Department. This body has great influence upon the Sheriff's Department's direction. The current Alameda County Board of Supervisors composition may favor Sheriff's Department employee concerns, but, after future elections, a majority vote of the Board of Supervisors may place Sheriff's Department employee issues as a low priority on their list. Sheriff's Department program implementation of the author's topic issue question of managing a cultural diverse work force may become difficult, if not impossible, due to a lack of support from the Board of Supervisors.

If a new Sheriff is elected in Alameda County in the next ten years, it is the opinion of the author that policies and practices of the previous Sheriff might be changed. Such a change could pose a threat to the management of a culturally diverse work force in that one leader may have certain thoughts and direction regarding the treatment of his work force, while another leader may totally change that philosophy. This type of change creates doubts and confusion within a sheriff's department that slows-group solidarity in sentiment and belief.

ORGANIZATIONAL STRENGTHS

The Sheriff of Alameda County, Charles C. Plummer, is a visionary leader who has changed the overall culture and value system of the Alameda County Sheriff's Department beginning with his election to office in 1987.

The Sheriff has civilianized many previously sworn positions that has allowed a broader age span of hiring and has encompassed a racial and gender mix far greater than previous administrations. The commander position in the Alameda County Sheriff's Department is the third highest ranking sworn official. There are three commanders, one of which is a woman. She is the first female commander in the history of the Alameda County Sheriff's Department. Sheriff Plummer promoted her to a commander in 1992. The Sheriff also civilianized a fourth commander's position in 1993 and appointed a black female to that position.

The Sheriff has eased the economical concerns within the Sheriff's Department by lessening budget costs for positions. The civilian positions in the Alameda County Sheriff's Department that once belonged to sworn members have reduced the Sheriff's Department's budget by nearly three million dollars in the last four years. It is the author's opinion that if Sheriff Plummer remains in office for the next ten years, the topic issue question of managing a culturally diverse law enforcement work force will be addressed in a fair and impartial manner.

The Sheriff has consistently had year end savings in his allocated budget. If the Sheriff needs funding for any proposed future changes in how he manages a culturally diverse law enforcement work force, he will be able to utilize year end savings, or transfer internal budget money from within his department each year to this effort and adjust other division or unit spending by way of more closely monitoring expenditures to offset costs that occur during the development and implementation phase of any programming or restructuring over the next ten years.

The Alameda County Sheriff's Department's Training Section has conducted classes to prevent sexual harassment within the agency and has distributed sexual harassment policy videos for all staff to see. The training section staff presented cultural awareness courses for all supervisors and managers in the Alameda County

Sheriff's Department. It is the author's opinion that the training section has an ongoing commitment to deliver current and constructive cultural awareness training to all members of the department. The training section will be the most probable unit within the Sheriff's Department to bring about the author's desired future state of conducting managing cultural diversity courses and other cultural diversity related programs over the next ten years.

ORGANIZATIONAL WEAKNESSES

Although the Alameda County Sheriff's Department is devoted to acceptance of a culturally diverse work force, the management of that work force has become more difficult due to the extreme workload of administration and management personnel. With budget cuts affecting the overall Alameda County Sheriff's Department's operations, there is less time for supervisors and managers to spend with their subordinates.

The Sheriff's Department has gone from 1500 employees in 1989, to 1250 employees in 1993. Many of the laid off employees were in supervisory or managerial positions and their positions have not been replaced. The vacant or deleted supervisory and managerial positions have increased the number of subordinates each supervisor and manager in the Alameda County Sheriff's Department must be in charge of.

The Sheriff's Department is being forced into doing more with less. If this trend continues over the next ten years, the issue of better managing a culturally diverse law enforcement work force by understanding and valuing each employees work product on an individual basis will be very difficult due to inability of supervisors and managers to spend time with their staff. The future may hold limited promotional opportunities due to economic concerns in Alameda County which will weaken the possibility of increasing the supervisory and managerial ethnic and gender mix.

It is the author's opinion that the morale of subordinates in the Alameda County Sheriff's Department is being tested by their inability to accomplish what is expected because of larger workloads. This has resulted in a lesser degree of concern for individuals and more of a commitment to just worry about one's own work and not that of others. If line staff do not care about fellow officers, it will make managing cultural diversity within the department much more difficult to achieve over the next ten years.

The author has spoken with several white male Alameda County Sheriff's Department employees who have voiced concerns about state and local law enforcement agencies and related governmental bodies going too far in their efforts to instruct employees in cultural awareness. The white male officers who the author spoke with felt government spending for law enforcement should go to pay raises and job retention rather than cultural diversity concerns. If the Alameda County Sheriff's Department is unsuccessful in accomplishing a better understanding of every employees cultural differences, the management of a culturally diverse work force will become more difficult to achieve now and in the future.

An underlying weakness in the Alameda County Sheriff's Department is that the Sheriff does not truly know how the line and staff employees feel about his policies and procedures concerning a culturally diverse work force. There has not been a survey or analysis conducted that reflects subordinate opinions regarding cultural awareness and cultural management concerns.

STAKEHOLDER ANALYSIS

Stakeholders are those individuals, groups, or organizations who have a "stake" in a department's plan to change policy, training methods, or focus. These stakeholders can either be in support of a particular plan, or against it. The goal of a Stakeholder Analysis in this case is to identify the stakeholders and attempt

to identify their assumptions on the issue of managing a culturally diverse law enforcement work force in the Alameda County Sheriff's Department. Once stakeholders are clearly identified, a strategic plan can be developed.

The author utilized the knowledge and opinions of Captain Robert Eilers and Captain Timothy Ostlund from the Alameda County Sheriff's Department to identify fourteen stakeholders who would impact the desired future state of the author's study issue question. The stakeholder's level of control on the study issue was examined, along with assumptions of their positions on the issue as well.

1. Alameda County Sheriff Charles C. Plummer - The Sheriff is in charge of the 742 sworn and 500 civilian person Alameda County Sheriff's Department. He sets policy for all units and is the spokesperson and manager of change in the department. Sheriff Plummer is committed to the development of better managing a culturally diverse work force for all personnel.

The Sheriff believes that understanding and using a culturally diverse law enforcement work force will improve the department's services to the community and will make all personnel more sensitive to the different cultures and racial differences within the organization. The Sheriff knows that accomplishing this effort will undoubtedly require considerable time and a budget commitment.

2. Alameda County Sheriff's Department Executive Management Team/1 undersheriff, 3 commanders, 1 director, and 8 captains - The Alameda County Sheriff's Department Executive Management Team incorporates the top administrators of the department into a driving force for development of future departmental goals and objectives. The Undersheriff takes the lead in this endeavor and will be the key to directing cultural diversity efforts within this body. He is critical to the success of the author's planned strategy because he has the ability to have direct contact with the

Sheriff and he is committed to improving the management of a culturally diverse work force.

All executive management members believe in developing their subordinates and strengthening the department. This way of thinking will be needed to implement management's commitment to improving the understanding between management and a culturally diverse staff.

3. Alameda County Sheriff's Department Middle Management Team/29 lieutenants - Lieutenants in the Alameda County Sheriff's Department are placed in a position of carrying out orders from executive managers who directly supervise them, as well as dealing with line and staff concerns through the sergeants that they supervise. This places the lieutenants in an excellent position to strengthen communications between ranks within the department.

It is the author's opinion that all Sheriff's Department lieutenants believe in developing and maintaining an improved understanding of the culturally diverse work force that they work in and to use the culturally different points of view that their subordinates have to add to the creativity and problem solving resources of the department. The lieutenants will enhance the author's desired future state and address the topic issue question of the study.

4. Alameda County Sheriff's Department Line Supervisors/ 85 sworn, 61 civilian - It is the author's opinion that the line supervisors in the Alameda County Sheriff's Department are close to their workers and value the diversity among them. They are dedicated to developing and maintaining teamwork and harmony despite differing styles and values.

The workload of line supervisors and the ratio of workers to supervisors is increasing in the Alameda County Sheriff's Department which will pressure line supervisors to find time and

patience to implement cultural diversity management practices.

5. Alameda County Board of Supervisors - The five-member Board of Supervisors is the governing body in Alameda County. The Board of Supervisors controls the initial dollars that are given to all county departments. It is the author's opinion that the Board of Supervisors will support cultural diversity training and programming in the Alameda County Sheriff's Department if the Sheriff approaches them with such a request. A contributing factor to the Board of Supervisors possible refusal to financially assist the Sheriff's Department if needed will be the budget constraints placed on them by the staggering economy.

6. Alameda County Deputy Sheriff's Association - The Alameda County Sheriff's Department, Deputy Sheriff's Association (DSA) is comprised of sworn members only who hold the rank of deputy sheriff or sergeant. It is the author's opinion that the DSA supports fair and impartial supervision of all DSA workers. They realize the political importance of the author's topic issue and will actively support it if all DSA members agree on the concept and practices that are introduced by management in managing a culturally diverse law enforcement work force.

The Sheriff's Department administration must have the support of the DSA to accomplish the task of better managing a culturally diverse law enforcement work force. If the DSA believed that cultural diversity training and programming would give preferential treatment to minorities over white male member's rights to transfer or promote within the agency, they would attempt to stop it. It is the author's opinion that the DSA will try to negotiate a review of any training or programming associated with cultural diversity that the Sheriff's Department intends to implement.

7. Local Chapter of the American Civil Liberties Union - If there is a complaint lodged by any Sheriff's Department member claiming prejudicial treatment, the ACLU will closely follow the way in

which a diversity management plan is set into place and imposed on workers. The ACLU will immediately challenge what they perceive as unfair practices. This will also include challenges to the author's sub-issues of recruiting, hiring, and promotions associated with any perceived discrimination against a particular race, gender, or age issue.

It is very important that the Sheriff makes sure that there is an overview group within the Alameda County Sheriff's Department that monitors recruiting, hiring, training and programming associated with cultural diversity. If this is accomplished, the ACLU could be a valuable ally in backing the desired future state of better managing cultural diversity in the Alameda County Sheriff's Department.

8. Alameda County Management Employee's Association - All lieutenants, captains, commanders, and civilian managers in the Alameda County Sheriff's Department are members of the Alameda County Management Employee's Association (ACMEA). The Sheriff must have the support of the ACMEA to successfully implement training and programming for managing a culturally diverse work force.

In the author's opinion, the ACMEA will explore any additional workloads from cultural diversity assignments placed on their members by the Sheriff that would violate MOU agreements. If there are no violations of the MOU, the ACMEA will support fair and manageable cultural diversity programs performed by its workers.

9. Alameda County Human Relations Commission - The Alameda County Human Relations Commission (ACHRC) is appointed by the Board of Supervisors of Alameda County to review management practices involving employees in all county departments. It is the author's opinion that the ACHRC will give full support to the Alameda County Sheriff's Department's goal of better managing a culturally diverse law enforcement work force. More importantly, they will influence the Board of Supervisors possible financial obligation to the

proposed cultural diversity programs by recommending implementation and continuation of such programs in the future.

10. Alameda County Multicultural-Multilingual Coordinator - The Alameda County Multicultural-Multilingual Coordinator is appointed by the County Administrative Officer to coordinate and assist county agencies and citizen based organizations in Alameda County in ethnic, race, or gender issues that they are working on. The coordinator supplies materials on various foreign language interpretations, written information on the ethnic background of various nationalities, and policy statements by various minority groups and organizations.

In the author's opinion, the Multicultural-Multilingual Coordinator will offer his expertise and insight to the Alameda County Sheriff's Department in developing new cultural diversity programs and offer his participation in panels or committees that might be formed within the Sheriff's Department. The Coordinator's involvement with the Sheriff's Department may influence the County Administrator who proposes funding for county agencies to the Board of Supervisors during budget periods. The Coordinator's expertise will also aid the Sheriff's Department in implementing ideas and programs that will be of lasting value to the desired future state.

11. Service Employee's International Union, AFL-CIO - The Service Employee's International Union (SEIU) represents all non-management civilian county employees in Alameda County. The SEIU will support cultural diversity management of its members if the Sheriff's Department institutes fair and impartial programs and practices. The Sheriff needs SEIU's positive support so that the union can influence the direction of all his civilian staff members and in particular the culturally diverse members who will gain recognition and understanding as a result of the efforts being made by the Sheriff's Department.

12. Outside Training Providers - If the Alameda County Sheriff's

Department implements programs or committees to better manage a culturally diverse work force, there will be a need for outside training providers in both areas. The expertise of a trained instructor or facilitator in cultural diversity issues, in particular the author's topic issue question, will enhance learning and produce a more knowledgeable management staff.

13. Alameda County Sheriff's Department Training Section - The Alameda County Sheriff's Department Training Section will provide the facility and any training aids to implement a managing cultural diversity training program or provide a central location for a possible cultural diversity committee to meet.

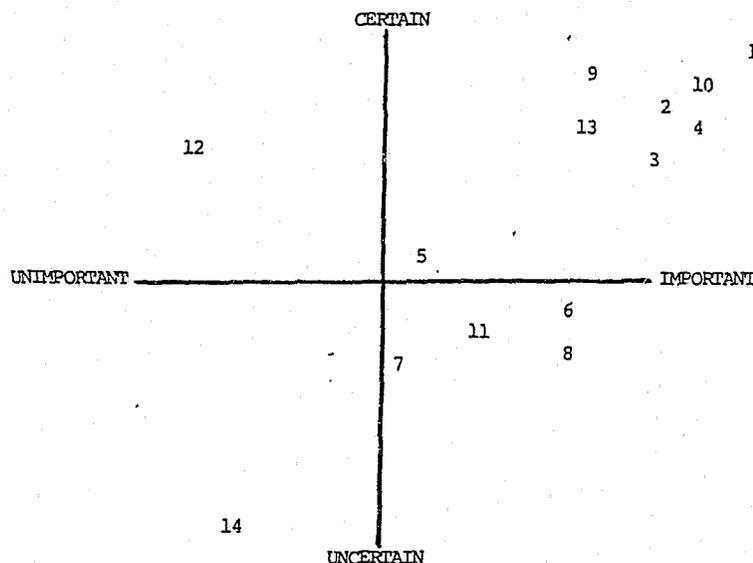
14. Native American Indian Alliance - The Alameda County Sheriff's Department will make every effort to better manage their culturally diverse work force that will grow over the next ten years. However, even though the Sheriff's Department feels they have addressed everyone's cultural diversity issues and concerns, there will be an unanticipated individual or group that will protest their underrepresentation on the Sheriff's Department or challenge cultural diversity programs within the department that do not include history and background of their particular race.

In stakeholder terminology, these individuals or groups are called "Snaildarters". The author believes there will always be one or more of these type of organizations in Alameda County that may disrupt the cultural diversity efforts being brought forth by the Sheriff's Department.

The Native American Indian Alliance in Alameda County may present such a protest to the Sheriff of Alameda County when they find out that only one person of their ethnic background is a member of his department. They may express concerns regarding the exclusion of American Indian culture as a part of the cultural diversity programming that the Sheriff implements.

A Stakeholder Assumption Map plotting the degree of certainty attached to each individual assumption made about each stakeholder and their importance to the issue being studied is depicted below. It can be seen on the assumption map that managing cultural diversity is very important to Sheriff Plummer, much less important to outside training providers, the Native American Indian Alliance is an uncertainty, and the Alameda County Board of Supervisors is somewhat sitting on the fence when it comes to truly knowing the action they will take regarding the study issue.

STAKEHOLDER ASSUMPTION MAP*



*LEGEND

- | | |
|------------------------------|--------------------------------|
| 1. Sheriff | 8. Management Association |
| 2. Executive Management Team | 9. Human Relations Commission |
| 3. Middle Management Team | 10. Multicultural Coordinator |
| 4. Line Supervisors | 11. S.E.I.U. |
| 5. Board of Supervisors | 12. Outside Training Providers |
| 6. Deputy Sheriff's Asso. | 13. Sheriff's Training Section |
| 7. A.C.L.U. | 14. American Indian Alliance |

Assumptions determined by author and two peer captains based upon stakeholders importance to the issue and degree of certainty attached to individual assumptions made about each.

DEVELOPING ALTERNATIVE STRATEGIES

A Modified Policy Delphi (MPD) panel consisting of eight law enforcement personnel from the Alameda County Sheriff's Department was assembled and used by the author to develop strategies to enhance the probability that the most likely scenario's desired and attainable issues would occur. From the most desirable and attainable issues of the most likely scenario, the MPD panel identified the mandatory cultural diversity training for Alameda County Sheriff's Department supervisors and managers event and the Sheriff's Department's acceptance of other forms of cultural diversity programming trend as the two most crucial components for the panels recommended policy decisions that would enhance the probability of the author's most desired future state of better managing a culturally diverse law enforcement work force occurring.

The below listed MPD panel functioned as a group that generated strategic alternative approaches to policy issues, analyzed the feasibility and desirability of each alternative that was generated, and ultimately narrowed the alternative strategies down to one preferred policy strategy:

1. Commander Wayne Tucker
2. Captain Gary Thuman
3. Lieutenant Robin Finn
4. Sergeant Robert Jarrett
5. Deputy Dan McClelland
6. Sheriff's Technician Norma Gomes
7. Sheriff's Clerk Robert Gonzales
8. Secretary II Jane Quan

Each participant was asked to generate possible strategic policy plans and produced the following alternative strategic policy plan ideas:

1. Affirmative Action Officer.
2. Cultural awareness seminars
3. Hire cultural diversity expert
4. Conduct team building exercises
5. Conduct cultural diversity management training
6. Incentive pay for cultural diversity classes
7. General Order on cultural diversity standards
8. Establish a mentoring program
9. Change hiring practices
10. Conduct ethnic/cultural history workshops
11. Establish a minimum number of minority managers
12. Sponsor minority support groups
13. Develop a model cultural diversity program
14. Appoint a task force on diversity committee
15. Enhance multicultural communication skills
16. Encourage voluntary networking

Once this list was established, the originator of each strategy discussed the short-term and long-term feasibility and desirability of their strategic policy plan, and also explained the stakeholder support or opposition associated with it. The strategies that received the most positive discussion from the MPD panel were conducting a cultural diversity management course for all Alameda County Sheriff's Department supervisors and managers and establishing a department task force to program and monitor cultural diversity issues within the department. The affirmative action officer alternative strategy received the most negative comments by the MPD panel because the majority of the panel felt affirmative action was not the intended direction of the author's topic issue and sub-issues.

Each member of the MPD panel rated each of the possible strategies, scoring from a low of one to a high of three. The three possible strategic policy plans with the highest scores were selected for further analysis by the MPD panel. It was from these three strategic policy plans that the MPD panel developed a preferred

policy strategy that consisted of portions of two of the three final strategic policy plans.

Three selected strategic policy plans:

1. Initiate ongoing cultural awareness and managing cultural diversity training programs over the next ten years for all department supervisors and managers to sensitize them to the work force that they manage.

The **Pros** for this policy are that it would expose supervisors and managers to the skills that are needed to tap the potential of all employees which will help increase the overall productivity level within the department. It will also provide an opportunity to reinforce the goals and objectives of the department's micro mission statement concerning its culturally diverse work force.

The **Cons** for this policy are that it may be costly and time consuming. If the number of culturally diverse Alameda County Sheriff's Department employees continues to grow over the next ten years, the ability to train all such employees and managers may be hampered by the inability to release them from their job duties in a timely fashion, or at all. The policy might also anger some personnel who are identified as lacking the desirable traits and qualities to be effective supervisors and managers when it comes to culturally diverse issues.

The MPD panel predicted that as stakeholders, the Sheriff, the executive management team, middle management team, and line supervisors would accept and encourage cultural diversity training over the next ten years. The Board of Supervisors, Human Relations Commission, and the Multicultural-Multilingual Coordinator will perceive this as a positive step forward to better the department's understanding of their culturally diverse work force over the next ten years and may request to participate in such training. Outside training providers will

perceive this as a good move that may enrich their training opportunities for a number of years. The Deputy Sheriff's Association, Service Employee's International Union and Alameda County Management Association will perceive this as giving additional attention to all of their members who are culturally diverse and may improve understanding and communications between the Sheriff's Department and union and association members over the next ten years. The training section will use this as an opportunity to conduct long term training for all departmental members and enhance their program capabilities.

2. Develop a mentoring program within the department that will educate individuals in ways that recognize and value the diversity among themselves and contribute to the success of the department and its members. It must be part of a long term career development design which matches the needs of the department with the talents of the individual.

The **Pros** for this policy are that a mentoring program will assist in the empowerment of individuals to succeed within the Alameda County Sheriff's Department's environment without the total submergence of their own cultural diversity. Tapping diverse cultural insights and developing interactive solutions can significantly enhance the success of the overall department in achieving its goals over the next ten years and increase employee production through understanding and individual recognition.

The **Cons** for this policy are that the MPD panel felt mentoring has been used in the past by other law enforcement agencies, as well as private industry, as a method for preserving the "status quo" and a process for screening out and excluding those who don't fit in. If the supervisors and managers who participate in this program are not totally dedicated to true development of all culturally diverse employees and are forced

into doing this without proper explanation, it might fail. Additionally, mentoring is a multi-directional activity and all of those involved must get on a common wave length in order to be able to communicate with each other. If this relationship is not established, the program fails and the goal of better managing a culturally diverse law enforcement work force over the next ten years will be reduced.

The MPD panel predicted that as a stakeholder, the Sheriff will perceive this strategy as a more personal approach to accomplishing his goals of a better managed and more productive work force. The executive management team, middle management team, and line supervisors will perceive this as an opportunity to become more personally close to their employees over the next ten years and achieve an improved understanding of cultural differences between them which will help employees reach their full potential.

The Board of Supervisors will perceive this as a possible pilot program for a countywide exercise involving all departments over the next ten years in managing a culturally diverse county work force. The Deputy Sheriff's Association, Service Employee's International Union, and Alameda County Management Association will perceive this as an opportunity to find out if there can truly be productive dialogue between management and line personnel which will enhance long term relationships between the involved parties.

The ACLU, Human Relations Commission, and Multicultural-Multilingual Coordinator will perceive this as an opportunity for all diverse personnel to better educate themselves in departmental practices and more easily inform the department of the cultural backgrounds associated with a culturally diverse work force. The outside training providers will perceive this as a program that may shorten cultural diversity training programs over the next ten years if it becomes more

important and successful than outside cultural diversity training. The training section will perceive this as a different approach to educating department personnel and offer any help or assistance that they can to supervisors and managers.

3. Create a departmental Task Force on Diversity Committee that will work toward translating diversity concerns into practical steps that the Alameda County Sheriff's Department can take to better understand and manage their culturally diverse work force, achieve higher productivity from employees who are not hesitant to come forward and voice their ideas, and use the task force committee as a vehicle to review recruiting, hiring, promotional, and management practices over the next ten years and beyond.

The **Pros** for this policy are that this type of group can reflect a range of stakeholders within the department. This group creates an internal body to learn about diversity and to review strategies for action on the author's most likely scenario, topic issue, and sub-issues. This approach doesn't leave a single individual isolated as the "change agent".

The **Cons** for this policy are that it could be seen by white male departmental employees as an affirmative action body out to promote minority interests by way of forced policies and practices. The managers may see this as an arm of the Sheriff that forces them to concede to subordinates desires.

The MPD panel predicted as a stakeholder, the Sheriff will perceive this as a way to select a cross section of qualified members from his department to carry out training, programming, policy review, and improved employee recognition goals that will enhance a ten year plan to get the most out of each and every member of his department. The executive management team, middle management team, and line supervisors

will perceive this approach as a way to give individual input into a program that they must manage through better understanding of their subordinates and improve productivity. The Deputy Sheriff's Association, Service Employee's International Union, and Alameda County Management Association will perceive this to be a fair fact finding approach to address the long term diversity concerns of better management and as an avenue for more outspoken and cooperative employees. The Board of Supervisors, ACLU, Human Relations Commission and Multicultural-Multilingual Coordinator will all perceive this as an opportunity to have a diverse group of departmental people work together toward a common goal on cultural diversity management, training, and policy practices. They may also request membership status to give outside opinions and advice to the Sheriff to accomplish the goals of better managing a culturally diverse law enforcement work force to achieve increased productivity and employee recognition. The outside training providers will perceive possible training opportunities deriving from this group's recommendations. The training section will perceive future training requirement responsibilities as the task force accomplishes its objectives of implementing the most positive and crucial issues associated with the authors most likely scenario, which will lead to better managing a culturally diverse Alameda County Sheriff's Department work force.

PREFERRED STRATEGIC POLICY PLAN

The MPD panel felt the department Task Force on Diversity Committee would be the best strategic policy plan to implement the author's most crucial components of the most likely scenario which were considered to be mandatory cultural diversity management training and implementing and monitoring other cultural diversity programming and policy issues for the department. The author's topic issue and sub-issue questions would best be researched and answered by such a task force in that they would monitor minority

recruitment, work force balance, promotional processes, proper management practices and in-service training programs which emphasize cultural diversity sensitivity, recognition, and productivity.

The Task Force on Diversity Committee will reflect a shared ownership of the commitment to and accountability for accomplishing the long term goals of the most likely scenario's most desired and attainable crucial components as mentioned above. It responds to the study issue of better managing Alameda County Sheriff's Department's cultural diversity work force over the next ten years. The MPD panel envisioned the Task Force on Diversity Committee to be comprised of designated individuals from each minority group within the Alameda County Sheriff's Department, as well as the Alameda County Multicultural-Multilingual Coordinator. Civilian and sworn personnel will both be represented on the task force, including all possible ranks and classifications within the Sheriff's Department. The task force will represent a microcosm of the diversity that exists within the department, so they will practice what they preach. The MPD panel felt that cultural diversity management training will be the first and foremost goal that the Task Force on Diversity Committee accomplishes in its long range plan of better managing the Alameda County Sheriff's Department to improve productivity and employee recognition.

IMPLEMENTATION PLAN

The Sheriff will have the primary responsibility and accountability for the planning and implementation of a department Task Force on Diversity Committee. It is essential that he communicates the importance of the task force committee to all employees, gives total commitment to it, and provides all necessary departmental resources to ensure its success.

It is necessary to identify the action steps which constitute portions of the overall preferred strategic policy plan. The

action steps listed on the following page will be taken over the next ten year period of time to properly plan, implement, and continue the preferred strategic policy plan.

ACTION STEPS

- Evaluate the needed changes in the department that relate to cultural diversity.
- Review symptoms or conditions which suggest change.
- Determine how much control the department has over conditions that provide the stimulus for change.
- Conduct a departmental assessment of current policies and practices relating to the management of cultural diversity.
- Make recommendations to staff as to the type of policies which meet department needs.
- Sheriff identifies key stakeholders.
- Discuss proposed plan with key stakeholders, both inside and outside department, prior to implementation.
- Formulate strategic plan.
- Sheriff directs action plan.
- Identify available internal funds from future budgets.
- Establish the department Task Force on Diversity Committee.
- Sheriff will meet with all employee groups to convey the need for a departmental Task Force on Diversity Committee.
- Sheriff selects task force committee members.
- Sheriff appoints task force program manager/facilitator.
- Develop goals and objectives for task force.
- Establish task force committee meeting dates.
- Draft policy general order regarding task force mission.
- Incorporate department training section into plan.
- Contact POST for possible guidelines and training programs on cultural diversity.
- Prepare initial managing diversity training program for supervisory and management members.
- Establish implementation time lines.
- Develop a long term evaluation and monitoring mechanism for program consistency.

- Task force periodic review of cultural diversity needs.
- Annual departmentwide needs assessment analysis of future cultural diversity management policies and practices.

The overall goal of this strategic policy plan is to recognize the culturally diverse law enforcement work force in the Alameda County Sheriff's Department today and in the future. The development of a Task Force on Diversity Committee as the vehicle for understanding and change will generate a new vision for a more productive and cohesive Sheriff's Department work force.

SECTION IV

TRANSITIONAL MANAGEMENT

TRANSITIONAL MANAGEMENT

INTRODUCTION

The purpose of this section is to present a transitional management plan that is designed to assist the Alameda County Sheriff's Department in implementing an innovative cultural diversity management strategic program. The strategic program plan was identified in the previous section. A department Task Force on Diversity Committee will be the driving force behind answering the issue and sub-issue questions, as well as the entity that will achieve the study issues desired future state of better managing a culturally diverse law enforcement work force for improved productivity and recognition.

The need to change and to better understand and manage the Alameda County Sheriff's Department's culturally diverse law enforcement work force was strategically analyzed by using situational analysis which dealt with internal and external threats, opportunities, weaknesses, and strengths that surrounded the Alameda County Sheriff's Department. As a result of this analysis, key change issues arose that needed to be dealt with. A department Task Force on Diversity Committee was recognized as the best possible way to most efficiently and effectively implement cultural diversity knowledge and understanding among members of the Alameda County Sheriff's Department. A managing cultural diversity training program was also identified as a first approach means of accomplishing an ongoing improvement plan to better manage the Sheriff's Department's culturally diverse law enforcement work force.

Critical to implementing a strategic plan is the process of "getting from here to there". The transitional strategy presented in this section will focus on what will be required to successfully initiate and manage a culturally diverse law enforcement work force

in the Alameda County Sheriff's Department during the implementation process. Once the Alameda County Sheriff's Department has committed to a new strategy of managing a culturally diverse law enforcement work force, implementation may begin. The major key in all of this process is the successful development of a department Task Force on Diversity Committee. The Task Force on Diversity Committee will have an opportunity to preview and critique training methods that will be developed for the Alameda County Sheriff's Department and address related issues on cultural diversity that arise over the next ten years and beyond. A plan of action and management for this change must cover all of the variables and include the key stakeholders before the implementation strategy can proceed. This section will complete the research study's objectives. It will launch the strategic plan of action from its position today into a well planned and successful future.

CRITICAL MASS

The critical mass is the smallest number of key stakeholders whose support or opposition to the development of a Task Force on Diversity Committee would determine its success or failure. From the list of stakeholders identified in the previous section on strategic planning, a more refined list of critical players has been developed. This group, or critical mass, must provide the commitment and energy necessary to make the important changes occur. Although the commitment and hard work of many individuals will be needed to implement this program, without the specific commitment of any one of the critical mass individuals, the strategic plan might fail. While fourteen key stakeholders were identified in the strategic plan concerning the management of a culturally diverse Alameda County Sheriff's Department work force, that number was reduced to seven critical mass players for the transitional management plan. Their involvement in the design will give them a stake in the success of the desired future state and should lend their support and not their opposition to the

implementation of the desired future state. The selected critical mass players are:

1. Alameda County Sheriff
2. Undersheriff, member of Alameda County Sheriff's Department's Executive Management Team
3. Planning and Research Sergeant, member of Alameda County Sheriff's Department's Line Supervisors
4. Alameda County Multicultural-Multilingual Coordinator
5. Alameda County Deputy Sheriff's Association President
6. Service Employee's International Union Representative assigned to Alameda County Sheriff's Department
7. Training Lieutenant from Sheriff's Training Section

The author, with the assistance of Captain Robert Eilers and Captain Timothy Ostlund from the Alameda County Sheriff's Department, came to this conclusion after measuring the readiness, capability, and commitment of the critical mass which is depicted in two separate charts on the following page.

The readiness/capability chart indicates to what degree the stakeholders are perceived to be supportive of change. The commitment chart estimates the level of commitment currently held by the stakeholders and the degree of change that will be required from them in order for the plan to be achieved.

READINESS/CAPABILITY CHART

CRITICAL MASS MEMBER	READINESS			CAPABILITY		
	High	Med.	Low	High	Med.	Low
Sheriff	X			X		
Undersheriff	X			X		
Planning & Research Sergeant	X			X		
Multicultural-Multilingual Coordinator		X		X		
DSA President		X		X		
SEIU Representative		X		X		
Training Manager	X			X		

CRITICAL MASS COMMITMENT CHART

CRITICAL MASS KEY PLAYER	POSSIBLE BLOCK	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
Sheriff			O ← X	
Undersheriff			X → O	
Planning & Research Sergeant			X → O	
Multicultural-Multilingual Coordinator		X → O		
DSA President	X → O			
SEIU Representative	X → O			
Training Manager		X → O		
X = CURRENT COMMITMENT		O = COMMITMENT NEEDED		

Each critical mass player is listed below with their current position and desired position explained.

1. Sheriff Charles C. Plummer - The Sheriff will play a major role in developing the plan for managing a culturally diverse law enforcement work force. He is the top administrator in the Alameda County Sheriff's Department. He is a visionary leader who has the respect of the majority of all departmental employees, as well as the political know how to successfully implement a plan such as this. He has continually expressed a concern for all culturally diverse employees to understand and contribute to the department's future. He is in a "make it happen" role today and possesses the commitment that is necessary to structure the plan and "help it happen" over the next ten years. A desired position for the Sheriff to take in initiating this strategic plan will be to recognize and appoint the Task Force on Diversity Committee that is a cross section group of civilian and sworn members which will function throughout the next ten years and beyond. The Sheriff will be expected to listen to and consider all proposals made to him by the Task Force on Diversity Committee.

2. Undersheriff from the Executive Management Team - The Executive Management Team consist of the top thirteen management members of the Alameda County Sheriff's Department. The rank structure in this team is, one sworn undersheriff, three sworn commanders, one civilian director, and eight sworn captains. This team meets once a week at the direction of the Undersheriff to address departmental concerns. A majority vote by this committee on crucial issues in the department most often becomes department policy. The Undersheriff has great influence over the Executive Management Team and must be used by the Sheriff to promote understanding and interest in the Executive Management Team for the Task Force on Diversity Committee concept to more efficiently and effectively implement cultural diversity programs and training.

If the Undersheriff is successful in his efforts to promote

cultural diversity interest among each of the executive management team members, they, in turn, can go back to the division, section, or unit of the Alameda County Sheriff's Department that they are in charge of and inform their staff of the new Task Force on Diversity Committee. Additionally, they will be able to monitor the feedback over the years that comes from their staff regarding the managing cultural diversity effort. The Undersheriff is currently in a "help it happen" position and must move himself to a "make it happen" position for successful implementation and continuance of the transitioning plan.

3. Planning and Research Sergeant from Line Supervisors - The line supervisors in the Alameda County Sheriff's Department, both civilian and sworn, are the lowest level of the departmental management team but, for the most part, are the most valuable component in the successful implementation of the transitional plan. Because the line supervisors are immediate supervisors, they will be the first group of managers to implement a managing cultural diversity effort to improve productivity and recognition among the rank and file.

The Planning and Research Sergeant is in a prominent position, appointed by the Sheriff to research future direction and planning issues for the department. He is looked upon by his peers as the leader among their group. He is an enthusiastic employee who is constantly looking for ways to improve the department's effectiveness and efficiency. If he is able to convince his line supervisor peer group that they are in desired positions to assist their subordinates in understanding the concepts of the department's Task Force on Diversity Committee and show a willingness to improve the transitioning plan as it is introduced to the entire department he will be a key figure in implementing the desired plan of action. The Planning and Research Sergeant is currently in a "help it happen" position and must move to a "make it happen" position.

4. Alameda County Multicultural-Multilingual Coordinator - The Alameda County Multicultural-Multilingual Coordinator has an extensive knowledge of cultural diversity issues as a result of his assigned position to assist public and private agencies in Alameda County in carrying out minority employee and citizen assistance projects. He was part of a recent diversity leadership conference committee that put on a "Building Public and Private Partnerships to Better Serve Our Multicultural Communities" conference for Alameda County public and private business managers. He also produces a quarterly Alameda County newsletter titled "Intersections" that displays brief articles on citizen and employee diversity issues around the United States. He attended President Clinton's inauguration in Washington, D.C. and listened to the President's repeated theme that he will make his administration, "look like America".

The Alameda County Multicultural-Multilingual Coordinator is currently in a "let it happen" position as he watches the Alameda County Sheriff's Department try to implement cultural diversity changes within their organization. The Sheriff must move him to a "make it happen" position by appointing him to the Sheriff's Department's Task Force on Diversity Committee. He will give much needed insight, expertise, and direction on managing a culturally diverse law enforcement work force for the future.

5. Alameda County Deputy Sheriff's Association President - The Deputy Sheriff's Association consists of all deputies and all sergeants in the Alameda County Sheriff's Department. The DSA is affiliated with Operating Engineers Local Union # 3, AFL-CIO. The DSA is the bargaining entity that management must deal with regarding working conditions. If the rank and file do not accept administration's efforts to manage a culturally diverse work force by way of a Task Force on Diversity Committee, the DSA can be in a "possible block" position if the majority of the DSA members do not understand or accept such a future state and go to their DSA representatives to protest it.

The DSA President can deliver this group if he is brought in on the planning stages of managing the Sheriff's Department's current and future culturally diverse law enforcement work force. If this is done, any complaints or concerns by DSA members about cultural diversity issues, now and in the future, can be answered in a knowledgeable fashion by the DSA President. This will defuse misunderstandings and rumors that may hinder the desired future state. The DSA President must move the DSA from a "possible block" position to a "let it happen" position.

6. Service Employees International Union Representative - The Service Employee's International Union (SEIU) represents all non-management civilian personnel who work for the Alameda County Sheriff's Department. They have a strong interest in what policies and practices the Sheriff implements which will effect their membership, as well as a concern about fair treatment for all.

The SEIU membership could be a "possible block" to the Sheriff's efforts to better manage a culturally diverse work force if their perception of the Sheriff's efforts are that he is implementing this change for show only and feel it does not have any true depth or meaning to improve recognition and productivity of their membership.

The SEIU is a political entity. Their representative assigned to deal with the Alameda County Sheriff's Department has direct access to the Sheriff, which gives her some leverage. The Sheriff, or his appointee, must educate, involve, and perhaps negotiate support from the SEIU representative to help the SEIU membership better understand the department's true efforts and desire to bring about the desired future state of a better managed and more efficient work force.

The SEIU could turn out to be a much more valuable organization than even the Deputy Sheriff's Association when it comes to being fully committed to managing a culturally diverse law enforcement

work force. There has always been an underlying thought in most law enforcement organizations that the real "brotherhood" must be sworn members, not civilians. Involving and updating the SEIU in all aspects of the desired future state through their representative will be an integral part of a successful strategic policy plan. The SEIU must be moved from a "possible block" position to a "let it happen" position.

7. Training Section Lieutenant/Training Manager - The Alameda County Sheriff's Department's Training Section is currently the facilitator in implementing a managing cultural diversity training course for all Sheriff's Department managers and supervisors. They have the current knowledge and understanding to best implement a successful training program to initiate a transitional plan to manage a culturally diverse law enforcement work force course in the Alameda County Sheriff's Department at the direction of the Task Force on Diversity Committee.

The Lieutenant/Training Manager in charge of the Alameda County Sheriff's Department Training Section is in a desired position to best implement a successful training program effort. The Training Manager must be appointed by the Sheriff as the representative from the training section to the Task Force on Diversity Committee. Being a part of the task force committee will give the Training Manager insight in formulating the most comprehensive cultural diversity training programs based on the information and understanding of our culturally diverse law enforcement work force personnel that he gets from task force committee meetings and planning sessions. The Training Manager can move the Training Section from a current "let it happen" position to a "help it happen" position and continue to further educate the Alameda County Sheriff's Department in cultural diversity issues and concerns derived from the Task Force on Diversity Committee over the next ten years and beyond.

TRANSITION MANAGEMENT STRUCTURE

The challenge of implementing a carefully thought out strategic plan to better manage the Alameda County Sheriff's Department's culturally diverse law enforcement work force will require a strong people oriented Task Force on Diversity Committee. The transitional management plan and the key critical mass players have all been identified. The next step is to define a plausible management structure that will effectively put the plan into action. The most appropriate management structure to implement managing a culturally diverse Alameda County Sheriff's Department law enforcement work force must create the least tension with the ongoing system that is in place today and the most opportunity to facilitate and develop the new system for tomorrow.

The Sheriff will be charged with the responsibility of being the key player in making it all happen. His decisions in choosing the Task Force on Diversity Committee members will be vitally important to the success or failure of the transitional program. The Sheriff will also have to use his political influence and know how in keeping the citizens of Alameda County and the media aware of the efforts that the department is taking in implementing this progressive transitional program.

The structure of the Task Force on Diversity Committee must consist of both civilian and sworn personnel from the department and an outside member as well. It must have various ranks and levels of management, supervisory, and line staff. An example of these ranks and levels are:

- Commander (sworn)
- Director (civilian)
- Captain (sworn)
- Manager (civilian)
- Lieutenant (sworn)
- Sergeant (sworn)

- Supervisor (civilian)
- Deputy (sworn)
- Technician (civilian)
- Clerk (civilian)

The ethnicity, race, and gender of the Task Force on Diversity Committee must be representative of the diagonal slice³⁰ of employees working for the Alameda County Sheriff's Department. The size of the committee must not be too large and cumbersome and take forever to make a decision, nor should it be too small in numbers to get adequate input and ideas. Therefore, the author has projected that the Task Force on Diversity Committee will consist of eleven individuals from all of the various diversities mentioned above and the Alameda County Multicultural-Multilingual Coordinator.

The Sheriff must appoint a chairperson for the Task Force on Diversity Committee who is effective in interpersonal relationship skills, possesses personal relationships with other key leaders in the organization, and has the dedication and drive to carry out the transitional plan. All of these traits are currently held by the Alameda County Sheriff's Department's Commander of the Detentions and Corrections Division. The author projects the Commander of Detentions and Corrections will be appointed the chairperson of the task force committee. The Sheriff will use the chairperson to assist him in making appointments to the committee.

Once the Task Force on Diversity Committee has been chosen, they must begin planning for the best way to implement the transitional plan to manage a culturally diverse Alameda County Sheriff's Department work force. The first stage of this plan must be a managing cultural diversity training course presented by the Alameda County Sheriff's Department Training Section. The training section is comprised of:

- One Lieutenant/ Training Manager

- One Training Sergeant
- Two Training Deputies
- Three Training Clerical Staff

The cultural diversity management training program will be an important beginning for the Task Force on Diversity Committee in accomplishing the author's desired future state. In addition, the chairperson of the Task Force on Diversity Committee will need to use a network of "natural leaders" from within the department over the years to give feedback to the task force committee concerning how the implementation process is going and what seems to be the desires and concerns of the rank and file regarding future endeavors in improving the management of a culturally diverse law enforcement work force to reach the desired future state.

IMPLEMENTATION TECHNOLOGIES AND TECHNIQUES

Once the key players in the transitional management structure for The Alameda County Sheriff's Department have been identified, their role as transitional management members will require them to be totally familiar and committed to every aspect of the project. Whenever a change is about to take place, it can be anticipated that some resistance to that change will occur. Effective change requires new ways of approaching similar problems because existing mechanisms may be inappropriate or ineffective in such situations. There are many technologies and techniques that can be employed by the people who are responsible to make change happen that will help them accomplish their desired goals.

Responsibility Charting

This technique has been developed to assess alternative behaviors and actions for each person involved in bringing about change. It clarifies behavior and avoids duplication of steps that will be required to implement change. If used properly, responsibility charting should clarify individual accountability and solidify the necessity of each key players role in successfully implementing a

Task Force on Diversity Committee that will structure a training program and future cultural diversity programming and policy monitoring that will bring about the desired future state of the Alameda County Sheriff's Department. The chart shown below represents what is perceived by the author as the likely product of such a process.

RESPONSIBILITY CHART

DECISION OR ACTS *	ACTORS						
	Sheriff	Under Sheriff	Recruit Sgt.	Multi Culture Co-ordinator	DSA Pres.	SEIU Rep.	Training Mgr.
FORMULATE PLAN	R	S	S	I	I	Y	S
BUDGET	R	S	S	I			S
TASK FORCE SELECTION	R	S	S	S	I	I	S
SELECT TASK FORCE CHAIRPERSON	R	S	S	S	I	I	S
IMPLEMENT TASK FORCE COMMITTEE	A	S	S	R	I	I	S
DELIVER TRAINING	A	S	S	S	I	I	R
MONITOR ON-GOING TASK FORCE COMMITTEE	R	S	S	S	I	I	S

* Legend
 R = RESPONSIBILITY for action.
 A = APPROVAL, must approve.
 S = SUPPORT, put resources toward.
 I = INFORM, to be consulted.
 BLANK = irrelevant to this item.

Role Modeling

The Sheriff and all Task Force on Diversity Committee members must display a confidence, commitment, and enthusiasm that will reflect their devotion and desires to all Alameda County Sheriff's Department employees. This, in turn, will help alleviate any frustrations, anxiety, or negative energy that departmental employees may have had due to doubts about the key player selections.

Committee Goal Setting

It will be helpful for all Task Force on Diversity Committee members, at the direction of the chairperson, to collectively discuss the direction, goals, and objectives being sought. Once this is accomplished, the committee will inform their peers, as well as their subordinates, of what is occurring, thus reducing the uncertainty and fear of the unknown. The task force committee will also help in bonding together the thoughts and ideas of a diversely structured group that will enhance the desired future state over the next ten years of a better managed and more productive Alameda County Sheriff's Department.

Union and Association Meetings

Meetings with SEIU and DSA representatives will give key players such as the Sheriff and Task Force on Diversity Committee members an opportunity to explain the vision and the changes that are occurring to these entities and this will increase union and association understanding and knowledge of the process that is being implemented to better work with and understand the Alameda County Sheriff's Department's culturally diverse law enforcement work force. It is important for the union and association members to hear firsthand about change rather than to hear possible rumors or false statements about the implementation and continuance of the department's desired future state.

Educational Process

It is very important that the instructors who are chosen by the

training section to present a managing cultural diversity in law enforcement training course to all department managers and supervisors, be amply supplied with all of the necessary training tools, technologies, and know how to give a successful and enlightening training session. The Sheriff of Alameda County, along with members of the Alameda County Chiefs and Sheriffs Association, must pursue convincing POST to certify and reimburse a managing cultural diversity course that is created by the Alameda County Sheriff's Department for its own agency members and that can be presented to other local law enforcement agencies. The manner in which law enforcement members are introduced to a new subject, especially in the first phase, will make a great difference on acceptance or denial of the new transitional management plan for the future.

TRANSITION MANAGEMENT PLAN OUTLINE

To accomplish a successful transitional management plan there must be a sequence of actions that have been carefully thought out and descriptively communicated to all persons involved. The outline for the implementation of the most likely scenario's most desirable and attainable future state through a Task Force on Diversity Committee that will address long term concerns about the author's topic issue and sub-issues are described in the below transitional management plan outline:

PHASE I - Plan and Organize

The Sheriff has the Alameda County Sheriff's Department's policies, procedures, and practices evaluated as to how the department has historically approached the management of its work force. He identifies symptoms or conditions that suggest change in how the culturally diverse workers of today, and in the future, should be recruited, recognized, and managed to realize their highest productivity. The Sheriff makes recommendations to his management staff as to the type of policy changes that must be made to implement needed change in the management of cultural diversity.

A determination is made that addresses how much control the Sheriff's Department has over the needed change agents to implement new policies and procedures pertaining to a culturally diverse work force. Once these discoveries have been made, the Sheriff will contact key individuals and organizations that can help implement change.

The Board of Supervisors will be one entity that will be contacted and accept the direction that the Sheriff is taking his department in the area of managing and training a culturally diverse law enforcement work force so that the Sheriff can gain their political and, if needed, financial support. The Sheriff and members of his management team will contact the Alameda County Sheriff's Department Deputy Sheriff's Association and the Service Employee's International Union to introduce them to the ideas that have been formulated to better manage a culturally diverse work force and get their input about the suggested change.

There may be some negative thoughts in the department about addressing cultural diversity issues, especially from the male white members of the department. They may feel left out of future departmental planning because of the emphasis being placed on culturally diverse employees. Additionally, some managers and supervisors may be skeptical about when and how they will be able to accomplish this task.

The Sheriff will redirect the negative energy that may be demonstrated by some of his work force by the clarity of his objectives and total employee involvement. The Sheriff will emphasize teamwork among all members to accomplish the goals that are sought. The Sheriff will be prepared to deal with conflict management as each issue of concern arises.

Prior to implementation of better managing his work force through a Task Force on Diversity Committee, the Sheriff will access his budget to determine if he can successfully fund needed programs and

committees. Because he always manages his annual budget so well and has routinely ended each budget year with a year end savings, the Sheriff will be able to transfer funds from existing departmental budget units to selected areas that may need financial support to carry out his cultural diversity goals. If year end savings are depleted as time passes, the Sheriff will place the Task Force on Diversity Committee as a high priority within the department and will reduce other unit budgets within his department. This will guarantee continued existence of the task force to accomplish the desired future state of better managing a culturally diverse work force for improved productivity and employee recognition.

The Sheriff analyzes the individual readiness and capability of each member that he intends to place on the new Task Force on Diversity Committee. The Sheriff appoints Commander Timothy Ryan as the task force chairperson. After the Sheriff has chosen the members of the new Task Force on Diversity Committee, he will announce it to all previously mentioned individuals and groups, along with any updates that are necessary.

The Readiness/Capability Chart on the following page represents what is perceived by the author as the Sheriff's eleven appointments to the Alameda County Sheriff's Department's Task Force on Diversity Committee.

TASK FORCE MEMBER	READINESS			CAPABILITY		
	High	Med.	Low	High	Med.	Low
Commander Tim Ryan	X			X		
Director Sondra Osibin	X			X		
Capt. Linda Elliott		X		X		
Manager Mike Esposito		X		X		
Training Lt. Fred Hagan	X			X		
Sergeant Donna Jay	X			X		
Sup. Thu-Hang Hoang		X		X		
Deputy Leonard Zavala	X			X		
Technician Nia Kokayi		X		X		
Clerk Jila Babaali	X			X		
Multicultural-lingual Coordinator Vince Reyes	X			X		

The planning and organizing phase of the transitional management plan will take at least a year or more to accomplish if the Sheriff's intentions are to have a successful long term desired future state.

PHASE II - Program Development

The Task Force on Diversity Committee will develop goals and objectives that address the desired future state of this study. Task force member, Lieutenant/ Training Manager Fred Hagan, begins development of a managing culturally diversity work force course for department supervisors and managers. He will converse with fellow task force member Vincent Reyes, who is Alameda County's Multicultural-Multilingual Coordinator, to get ideas and direction

on the format and content of such a course. Lieutenant Hagan will also contact POST for input and suggested instructors for the course.

The primary concerns of the Task Force on Diversity Committee will center around management practices that will produce the highest level of performance from the Alameda County Sheriff's Department's culturally diverse work force. The following is a list of goals, objectives, and actions that the task force will address and monitor within the Alameda County Sheriff's Department over the next ten years to achieve the author's desired future state:

- * The department provides training in diversity for managers and supervisors. The task force reviews recruiting, hiring, and promotional practices within the department on an ongoing basis and recommend change to the Sheriff if necessary and appropriate.
- * Managers see diversity as an asset, understand diverse practices, and help others identify their needs and options.
- * Managers are clear in defining their expectations of culturally diverse employees.
- * Managers are clear about what they expect and expect high levels of performance from all employees.
- * Managers balance their strong concern for production and performance with empathy and authentic concern for employees growth and development.
- * Managers develop others through role modeling, mentoring, providing opportunities for growth, and delegate fully the responsibility to those who have the ability to do the work.
- * Managers have systems in place that allow them to periodically and consistently review and monitor employee performance.
- * Management recognizes individual differences and takes advantage of them.
- * Managers provide regular, ongoing, and spontaneous feedback concerning the positive and negative aspects of employee performance.

- * Managers search for opportunities for staff persons to receive recognition for duties performed.
- * Managers ask for input from employees on work issues.
- * Managers work with other managers to develop consensus and priorities for change.
- * The task force takes anonymous climate surveys from inside and outside the department from time to time to discover ways in which departmental systems and policies may inhibit productivity and job satisfaction of its culturally diverse work force.
- * The task force conducts annual count on level of culturally diverse line and management employees in the department for comparative analysis with overall work force composition.
- * The task force analyzes and highlights positive benefits that changes in managing a culturally diverse work force have produced.
- * The task force studies literature on the management of change or attends workshops on change.

The program development phase of the transitional management plan will take one or two years to develop all listed goals and objective that must be addressed. More importantly, the task force committee will be responsible for monitoring and taking action on all listed goals and objectives over the next ten years.

PHASE III - Formalizing and Implementation

The Task Force on Diversity Committee formally puts into place their structure, operations, and accounting methods to solidify their existence. The Task Force on Diversity Committee makes it known to all department members how frequently they will meet and how any member can communicate an idea or thought to them that will be considered for future ways to better manage a culturally diverse law enforcement work force.

The Sheriff introduces a new department general order to all previously listed stakeholders and to the media that details the

purpose, policies, practices, and goals of the Task Force on Diversity Committee. This will not only formalize his efforts to better manage a culturally diverse law enforcement work force, but also negate any possible allegations of the task force being a secretive, self-fulfilling group.

The formalizing phase of the transitional management plan will take approximately six months to a year to accomplish. The importance of this phase is that once policies and practices are in place for the Task Force on Diversity Committee, they can be reviewed and followed by all employees and stakeholders for the life of the task force.

PHASE IV - Evaluation

As the process of managing Alameda County Sheriff's Department's culturally diverse work force goes on, the Sheriff, along with the Task Force on Diversity Committee, will evaluate and monitor the successes and failures of the transitional plan. The goal of managing cultural diversity is to tap the full potential of all employees. The Task Force on Diversity Committee will measure the department's progress by getting a sense of the extent to which the department's systems are supportive of a diverse work force in tapping employees potential, or at least by developing an environment that ultimately will allow them to do so. There will be an annual department needs assessment conducted to determine what cultural diversity management policies and practices warrant change or improvement. Supervisors and managers will be evaluated and rewarded on the basis of their ability to develop people and on the attention that they are giving to their employees.

The cultural roots of the Alameda County Sheriff's Department will be examined by the Task Force on Diversity Committee to evaluate to what extent they have been modified in the direction that will facilitate progress in managing a diverse work force. This process will be accomplished by evaluating what actions have been taken to implement the root changes, if the changes are clear to employees,

and if employees are beginning to accept the changes and their implications.

Each and every effort that is introduced into the department by the task force will be reviewed by the Sheriff. Any necessary changes in methods, process, or even members of the task force, will be considered and acted upon by the Sheriff. With a good evaluation system in place, skepticism from any and every internal or external source can be minimized due to the fair and impartial treatment of all feedback.

Managing cultural diversity in the Alameda County Sheriff's Department to an extent that the department can evaluate and tap a substantial amount of the plan's potential, will take time. Just launching the full spectrum of the managing diversity approach can take as long as four or five years. Full implementation and evaluation of results will take a minimum of ten years or more to accomplish.

SECTION V

SUMMARY AND CONCLUSIONS

SUMMARY

The study made known that much has been written regarding the changing demographics and their impending effects on law enforcement. By the year 2050, half of the United States population will be non-white.³¹ Because of changing demographics, the study pointed out that law enforcement has had the opportunity to make good on their equal employment opportunity and affirmative action plans by establishing a work environment where all employees can flourish. The questions and answers that this study addressed went one step further and asked of law enforcement administrators: Are the changing demographics enough to make law enforcement rethink how they manage and treat their culturally diverse current and future employees, and how they recruit, and how they groom individuals for promotion?

This study pointed out that managing cultural diversity in law enforcement is a holistic approach to creating a departmental environment that allows all kinds of people to reach their full potential in pursuit of the department's objectives. The managing diversity concepts introduced into the Alameda County Sheriff's Department by this study relate to law enforcement's concern for improving the work environment for all employees enabling them to achieve their full potential. The Alameda County Sheriff's Department has listed as part of their mission statements that their department respects the rights of all, recognizes cultural diversity, and values integrity. If Sheriff's Department executives and managers act consistent with their mission statements, they will, in fact, manage cultural diversity.

In the Alameda County Sheriff's Department, law enforcement has predominantly been a homogeneous group composed of white males.³² The study revealed that the Sheriff will ask his law enforcement managers to recognize the needs of different individuals in the work place as a department necessity. Until all law enforcement supervisors and managers in the Alameda County Sheriff's Department

believe this and act on it, then the concept as a law enforcement reality will not be incorporated into the department's culture. The study divulged that a proposed cultural change within the department through the introduction of a Task Force on Diversity Committee will enhance the probability of a new understanding of employee cultural differences. The Alameda County Sheriff's Department has always made great strides to eliminate overt racist and sexist behavior in the workplace.³³ This study revealed the challenge of diversity is not only to bring awareness of employees various differences to the work place, but also invite change within existing department practices and policies to enhance all law enforcement employees opportunities to contribute their best to the department. Using a Task Force on Diversity Committee in the Alameda County Sheriff's Department as the vehicle to implement cultural diversity management education, employee recognition, and as a monitoring system to assess departmental diversity policies; employee productivity and satisfaction will be enhanced.

The study fostered a long-term perspective in managing a culturally diverse law enforcement work force. Strategic change requires a long-term approach, not just current considerations. The Alameda County Sheriff's Department Task Force on Diversity Committee is the change agent and will do everything possible to encourage a long-term perspective regarding the study issue. The task force will celebrate small victories, take one day at a time, and will turn over responsibilities to each new task force member who follows as the new change agent for the future.

CONCLUSIONS

The study addressed the issue question: "What impact will cultural diversity in law enforcement have on personnel management by the year 2002?" The study revealed that diversity is becoming a management issue not only because of the increasing percentage of minorities and women in the workplace, but because of changing attitudes as well. Law enforcement managers will find themselves

dealing with cultural diversity and with unassimilated diversity. It is the lack of assimilation that creates the challenge. In the past, assimilation allowed law enforcement the luxury of having people who were different on the surface but homogeneous underneath. The study pointed out that law enforcement must learn how to manage people who are different below the surface as well. The Alameda County Sheriff's Department was used by the author as an agency for change pertaining to the management of a culturally diverse law enforcement work force, using a Task Force on Diversity Committee as the moving force behind such change. The goals and objectives as stated by the task force committee in this study will be the measuring instrument to develop answers to the author's topic issue question.

The author's sub-issue questions and findings were:

1. Will cultural awareness training be mandatory for law enforcement supervisors and managers in order to deal with a culturally diverse work force?

The study did not conclude that mandatory cultural awareness training will be implemented statewide. It did point out that cultural awareness training, in the form of managing a culturally diverse law enforcement work force, will be mandatory for the Alameda County Sheriff's Department, implemented through a Task Force on Diversity Committee formed by the Sheriff.

2. How will law enforcement recruitment techniques and practices be affected by a culturally diverse work force?

The study focused on the Alameda County Sheriff's Department to address the sub-issue of recruitment. In the author's transitional management plan outline, it was pointed out that the Sheriff will seek to identify how the culturally diverse workers of today and in the future should be recruited by his department. One of the goals and objectives of the Task Force on Diversity Committee in this

study is to review departmental recruiting practices and suggest change if necessary to the Sheriff. Although the study did not identify how recruiting techniques and practices will be affected by a culturally diverse work force at this time, it did put into place a measuring instrument in the form of a Task Force on Diversity Committee to review the author's sub-issue and make possible changes in the future if necessary.

3. Will there be a need for entry and promotional level testing requirement changes in law enforcement due to a culturally diverse work force?

As in the author's sub-issue of recruitment, the Alameda County Sheriff's Department was used to identify the need for entry and promotional requirement changes. The Sheriff and the newly created Task Force on Diversity Committee have made commitments to address the department's practices on hiring and promoting to discover if any current standardized forms of these practices are detrimental to the department's culturally diverse work force. The need to change entry and promotional levels of testing will be answered as the Task Force on Diversity Committee carries out its stated goals and objectives.

CLOSING OPINION

In researching the question of managing a culturally diverse law enforcement work force, the author attended a December, 1992 seminar sponsored by POST in Dana Point, California on "Managing Diversity at Work". Besides learning more about the study issue for this paper, the author discovered many interesting issues during the seminar that reflected current attitudes and actions which could effect the future state of managing diversity in law enforcement. The class was attended by 24 law enforcement supervisors and managers. Of that total, two were female, one was Hispanic, and the remainder were all white males. This in itself reflects a microcosm of the level of culturally diverse supervisory

and management personnel in law enforcement today. There were many open discussions regarding student's thoughts and opinions about California law enforcement's culturally diverse work force. The majority of the class voiced a negative attitude toward certain agencies promoting minority individuals over white males to reach their affirmative action goals. Two similar class opinions were expressed regarding "forced" diversity in agencies at the expense of white males, and "forced" rules, policies, and procedures due to minorities in the workplace.

It became very apparent to the author that educating Alameda County Sheriff's Department supervisors and managers about cultural diversity issues and developing their management skills was needed so that they could realize that managing diversity is not a ruse for "backdooring" affirmative action. On the contrary, managing cultural diversity approaches diversity from a management perspective, how best to manage the department's human resources, given the fact that those resources are now and will be far more diverse than in earlier times.

Managing cultural diversity is not about leveling the playing field to give minorities and women an extra advantage. All groups will benefit, whether they are different in terms of age, gender, or race. The author's motivation for this study was not solely driven by a desire to benefit Alameda County Sheriff's Department culturally diverse first line employees alone. The author is hopeful that the driving force for the Alameda County Sheriff's Department's supervisors and managers will be their self-interest in managing a culturally diverse law enforcement work force. This way of thinking must be embraced by all law enforcement supervisors and managers in the future to allow managing a culturally diverse work force to work for the department and for the individual.

APPENDIXES



Alameda County Sheriff's Department

ALAMEDA COUNTY JAIL-SANTA RITA, 5325 BRODER BLVD., DUBLIN, CA 94568 (510) 551-6500

CHARLES C. PLUMMER, SHERIFF

MARSHAL - CORONER - PUBLIC ADMINISTRATOR
DIRECTOR OF EMERGENCY SERVICES

APPENDIX A

November 9, 1992.

Dear:

I wish to take this opportunity to thank you for accepting my invitation to participate in a workshop I have scheduled for November 18, 1992, 9am to 4pm. We will meet at the Alameda County Sheriff's Department Training Facility, 6289 Madigan Road, Dublin. (Lunch will be provided).

The desired result of this workshop is to conduct nominal group technique and modified conventional delphi exercises that will produce events and trends which I will be using in a POST Command College project. The main topic I have selected to study is:

"What impact will cultural diversity in law enforcement have on personnel management by the year 2002?"

Again, thank you for your willingness to assist me in this project. If you have any questions or cannot participate, please call me at (510) 667-7704.

Gerald F. Slater, Captain
Alameda County Sheriff's Department

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