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**DON'T CALL US. WE'LL CALL YOU:**  
**STRATEGIES TO INCREASE POLICE SERVICES USAGE**  
**BY ETHNIC MINORITIES**

**An Independent Study**  
**By**  
**JOSEPH D. PEAUVY, JR.**

134361

U.S. Department of Justice  
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**California Command College**  
**Class 12**  
**Peace Officer Standards And Training**  
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**This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.**

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

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

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

## Chapter 1

### INTRODUCTION

A background for the future

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## Chapter 2

### FUTURES STUDY

What Strategies Will Be Required to Increase the Use of Law Enforcement Services by Ethnic Minorities by the Year 2001?

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## Chapter 3

### STRATEGIC MANAGEMENT PLAN

A model plan for all law enforcement agencies in general and the City of San Fernando, California, in particular

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## Chapter 4

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Managing the transition from an agency with little formal interaction with an ethnic group to an agency that promotes the use of its services specifically to ethnic groups

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The next ten years and beyond

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BY ETHNIC MINORITIES

by  
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JULY, 1991

EXECUTIVE SUMMARY

This study examines the issue, "What strategies will be required to increase the use of law enforcement services by ethnic minorities by the year 2001?" Five chapters encompass the background review, futures forecasting, strategic management, transition management plan, and the conclusions, recommendations and future implications.

**Chapter 1 - Introduction:** a look at why the issue is considered important; a review of the literature, to include a review of ethnicity and culture, the current marketing trends; problems regarding ethnic minority and police relations; and a review of law enforcement strategies to date. Program visits to Asian Advisory Councils and a Problem-Oriented Policing program are described. Interviews with local professionals and a survey of ethnic minority perceptions of police are provided.

**Chapter 2 - Futures Study:** The Nominal Group Technique (NGT) panel identified five critical trends and events that will impact the promotion of police services to ethnic minorities by the year 2001:

T-1. The level of service demand with fewer resources; T-2. Continued high level of immigration; T-3. Level of competition between ethnic groups for available resources; T-4. Level of contact with community by law enforcement agencies; and T-5. Level of hiring those with bilingual skills and developing bilingual skills of current and future employees.

E-1. Legislation requiring local law enforcement to enforce immigration laws; E-2. A tragic incident in a minority neighborhood caused by a language barrier; E-3. The "Establishment" passing a backlash law that, if you are not a citizen, you will not be eligible to receive services; E-4. Law enforcement obtains hand-held translation device for field officers; and E-5. Social riot occurs as immigrant groups band together against the "Establishment."

## Executive Summary

**Chapter 3 - Strategic Management Plan:** For purposes of developing the strategic plan on the issue, the normative, or desired but attainable, view of the future was selected. After identifying opportunities and threats in the environment, and the strengths and weaknesses of the organization, ten stakeholders were identified: Chief of Police, Police Officers Association, City Council, Immigrant Services, church groups, POST, educational institutions, City Administrator, Spanish-language media, and Latin-American Civic Association. Two snail darters were identified: the courts and local state legislator representatives. Three strategies with supporting tactics were identified: Improve communications with ethnic minority community; improve the internal capabilities of the organization to interact effectively with the ethnic minority community; and seek alternative funding sources for training. An implementation plan is then developed. Finally, a plan for negotiating acceptance of the strategy is identified.

**Chapter 4 - Transition Management Plan:** The critical mass, those specific individuals required to make the transition, included the city administrator, a police sergeant, a parish priest, the city mayor, the Executive Director of POST, and an immigrant group leader. The process for overseeing and completing the transition phase called for a project manager structure. Methods used for the successful transition to promoting police services to ethnic minorities includes responsibility charting, organization confrontation meeting, educational activities, experimental projects, and high viability pilot projects.

**Chapter 5 - Conclusions, Recommendations and Future Implications:** The conclusion is that law enforcement needs to rethink its basic service assumptions; that it cannot rely on traditional methods of waiting for calls for service, but must actively "solicit" calls for service. Further, it is essential to establish communications networks with the community. And finally, the law enforcement executive must reconcile the community needs with officer safety concerns. This is not a temporary problem, but a continuing one. The basic policy recommendation is to "put our sidewalks where people are walking"; i.e., establish networks with existing structures such as churches, immigrant service groups, and health service providers used by ethnic minorities.

There are six recommendations: establish policies regarding relationships with ethnic minorities; establish outreach programs; establish advisory councils; empower staff through incentives and training; establish hiring preferences to reflect the ethnic makeup of the community; and identify alternative funding sources, including POST and private contributors.

Three areas of future research are recommended: the correlation between ethnicity and the use of police services; identification of the benefits perceived by ethnic minorities of police services; and a marketing curriculum for law enforcement management should be developed.

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## Chapter 1

### INTRODUCTION

A background for the future

Yet for the past hundred years, the police have played a vital role in the assimilation of every new immigrant group that has come to America. And while the languages and traditions of immigrants in 1981 may be different from those of a century ago, the police role remains essentially the same: They continue to be the primary caretakers of these newest Americans.

---Kevin B. Taft

This independent research project studies the strategies required to increase the use of police services by ethnic minorities. Forecasting techniques learned through the California Law Enforcement Command College curriculum were used to study the issue.

It has been observed that ethnic minority crime victims frequently do not report their victimization. While unreported crime is a multi-faceted problem, in this scenario, it results in a portion of the community not using police services.

Two observations underscored the issue's significance. During the Futures Studies portion of the California Law Enforcement Command College curriculum, the trend of an increasingly ethnic-minority population throughout California was identified. This was typified by the census results for the City of San Fernando, California indicated below and graphically portrayed in Appendix A:

	<u>1980</u>	<u>1990</u>	<u>Change</u>	<u>% Change</u>
White	5,117	3,322	-1,795	-35.08%
Hispanic	12,219	18,683	6,464	52.90%
Other	395	575	180	45.57%
Total	17,731	22,580	4,849	27.35%

Eric Malnic (1991, p. B1) reported that in the summary of crime reports between January 1, 1990 and December 31, 1991, major crime in the City of Los Angeles increased 1% over the same period the year before.

Further, reported crime in the city studied has decreased for the last five years. Below is a chart depicting the Seven Major Offenses, other felonies, and the totals of these two categories, from 1986-1990.

	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
<b>Seven Major Offenses</b>	1,420	1,312	1,291	1,398	1,224
<b>Other Felonies</b>	503	423	373	256	241
<b>Total</b>	1,923	1,735	1,664	1,654	1,465

This led to the possibility that the trend of an increasingly ethnic minority population could be a factor of the decrease in reported crime. This trend of decrease in reported crime is depicted graphically in Appendix B.

If the above trend continues two specific impacts on law enforcement services are anticipated. First, what would occur if nobody called? Secondly, can certain calls for service handled by a police response be reduced through effective communication between the police and the community? This led to the questions, how to "solicit" calls for service? and, how to provide effective programs in an ethnic community that maintains a close posture with law enforcement? This study is of police strategies relative to all ethnic minority populations. Therefore, it is proposed that this results of the study can be generalized to all ethnic minority communities.

The following techniques were used to develop the required background: a review of publications; interviews of selected local professionals; visits with other agencies reviewing programs; and a survey of ethnic minority perceptions of police services.

## REVIEW OF PUBLICATIONS

The review of publications includes ethnicity and the relative culture, current private sector promotional efforts and marketing geared toward specific ethnic minorities, issues relative to ethnic minorities using the police services, and existing law enforcement strategies in this regard.

### ETHNICITY AND CULTURE

In approaching this issue the term ethnic (and ethnicity) relative to the term culture were reviewed as well as works from other writers.

Webster's New Collegiate Dictionary (1979, p. 389) defines "ethnic" as, "a member of a minority group who retains the customs, language or social views of his group." Culture, on the other hand, is defined as, "a particular form of civilization, esp. the beliefs, customs, arts and institutions of a society at a given time." This is the key for this study; to focus efforts on those that retain the customs, language or social views of his group. Generally this will be the immigrant new to this country but can be any other ethnic minority that, because of culture, does not use police services.

A more in-depth description of culture is provided by David L. Carter (1983, p. 213):

Essentially stated, culture is social heredity---the total legacy of past human behavior effective in the present representing the accumulation through generations of the artifacts, knowledge, beliefs, and values by which men and women deal with the world (Williams, 1965).

Phillip T. Harris and Robert T. Moran (1991, p. 12) say that, "Culture gives people a *sense* of who they are, of belonging, of how they should behave, and

of what they should be doing." They added that (p. 23), "Having a sense of culture and its related skills are unique human attributes. Culture is fundamentally a group problem-solving tool for daily coping in particular environment." Carter also describes a "cultural norm" as a specific prescription of behavior in a given situation. He further notes that what may be acceptable behavior in one culture may be unacceptable in another.

The study of issues relative to ethnicity and culture helps to identify these sources of conflict. There are two implications; because of the number of immigrants arriving each year it is important to understand their culture; and secondly it is essential to anticipate their impact on law enforcement.

Itabari Njeri, in the article "The World State" (1991, p. E8) referred to California as "The World State" and "The New Ellis Island" because virtually every racial and ethnic group is represented there. By the year 2000, the state's population---now less than 30 million---is expected to reach 35 million, burgeoning to 40 million by the year 2010, then slowing down significantly. Njeri suggests that in Los Angeles, the term *minority* is meaningless: Hispanics, African Americans and Asian Americans make up about 59% of the population according to U.S. Census Bureau estimates; because of this makeup, and the rapid influx of immigrants, the Los Angeles area is an anomaly within an anomaly. The 1990 census is expected to identify almost six (6) million foreign-born residents. "Nearly one in two new residents is a recent immigrant and this trend will continue adding more than 250,000 people to California's population each year," according to a demographic report from the Center for the Continuing Study of the California economy.

Njeri also reported that, statewide, the 1990 census is expected to show that "ethnic minorities" account for 12.5 million residents---more than 40% of the population. "By (the year) 2000, the Hispanic, Asian and black population will

grow to 17.1 million people, almost 50% of the state's population," the report says.

Alvin Toffler (1990, p. 249) projects many problems from this immigration influx. Immigration politics will be fought against a background marked by atavistic nationalism and ethnicism. Democratic governments must cope with open hostilities *between* rival minority groups, as evidenced when Korean merchants and African-American consumers collide in the inner cities. Certain groups insist on preserving their cultural identity---with governments having to mediate among them. And this mediation will become harder because the "melting pot" is being replaced with the "salad bowl"---a dish in which diverse ingredients keep their identity. Toffler states, "But the salad-bowl ideal means that governments will need new legal and social tools they now lack, if they are to referee increasingly complex, potentially violent disputes. The potential for antidemocratic extremism and violence rises even as regions, nations, and supra-national forces battle for power."

Perhaps of greatest concern relative to this issue is Toffler's projected xenophobic backlash (p. 382). Satellite technology and other new media tools threaten the "national identity" that governments seek to preserve and propagate for their own self-serving purposes. Large-scale immigration intensifies fears of cultural deracination. Toffler sees a growing nationalist backlash in the United States as anti-immigration sentiment runs hot.

Additionally, other trends are surfacing relative to ethnicity and culture. Itabari Njeri, in his article "Beyond the Melting Pot" (1991, p. E1) reports that there is a degree of cynicism. He cites historian Arthur Schlesinger Jr., in the Wall Street Journal, saying that the melting pot is yielding to the Tower of Babel, while Shelby Steele thinks that the term "multiculturalism" is used today as a power term. Steele notes, "Behind it, you usually have people lined up

demanding things: separate black studies, Asian studies, women's studies. They are usually making demands on the system and the focus is on whatever their power needs are, rather than any exposition of the culture."

Njeri reports that multiculturalism *is not* separatism according to sociologist Margaret L. Anderson. She believes that the spirit of multiculturalism enables people to see in plural ways so that they are not seeing through the lens of any single culture. Njeri also cites Linda Wong, Director, California Tomorrow, as saying that people prefer to use the term *diversity*, and that it does not automatically conjure associations with affirmative action.

With this explosive potential future, it is essential that law enforcement managers be sensitive to the ethnic makeup of their community and sensitive to the culture of each ethnic group. Harris and Moran point out (p. 4) that, "Whether one is concerned about the supervisors of minority employees, the acquisition of a U.S. firm by a foreign owner, the joint venture or merger of two corporations, increasing tourism, world trade, or international economic cooperation, culture will impact the relationships and the operation."

The private sector has learned that marketing is undergoing changes because of the changing ethnicity of our culture. Zachary Schiller (1989, p. 55) quotes Joel D. Weiner as saying, "The mythological homogeneous America is gone. We are a mosaic of minorities. All companies will have to do more stratified or tailored or niche marketing."

The private sector has also learned some valuable lessons about marketing their products to ethnic groups. For example, Julia Lieblich (1988, p. 181) reminds:

When it comes to Hispanic marketing, a little knowledge is a dangerous thing. Remember Braniff's blooper? The airline's ads

told Hispanics to fly *en cuero*---or 'naked.' Tropicana advertised *jugo de china* in Miami. *China* means orange to Puerto Ricans, but Miami's Cubans thought it was juice from the Orient. Jack in the Box goofed with a commercial featuring a band of Mexican mariachis accompanying a Spanish flamenco dancer. "That's like having Willie Nelson sing while Michael Jackson does the moonwalk," says Bert Valencia, a marketing professor at the American Graduate School of Internal Management in Glendale, Arizona.

Marty Westerman (1989, p. 28) reported that as minorities gain political and economic clout, they demand that advertisers stop portraying them in negative stereotypes and start portraying them in positive manners. Ethnic groups want positive media images that promise an upscale lifestyle in their future.

The most sophisticated ethnic marketers make buying their products a benefit to the ethnic community. That means buying ads in ethnic newspapers and on ethnic radio stations and using eight-sheet billboards in ethnic neighborhoods. It means marketing at the neighborhood level, emphasizing point-of-sale materials, and making sure products are available in local stores. It also means sponsoring local festivals and holidays.

Frank DiGiacomo (1990, p. 25) says that the approach must be very subtle, lest it offend. "You don't come out and say we're here to help you," he says. "In a very low-key manner, you simply tell them how much you appreciate doing business with them. People are not stupid. They don't want to be pandered to, and they don't want to be patronized."

Chester A. Swenson (1990, p. 24) reports that to reach the Hispanic community, food retailers and manufacturers have formed a strategic alliance that gets them out of grocery stores and into people's lives. These companies support celebrations such as Cinco de Mayo festivities and parades, and fund-



raising activities of Catholic churches and nonprofit organizations in high-density Hispanic communities extending from Bakersfield to San Diego.

Another vehicle companies have employed to access these segments is by networking with community leaders in minority areas.

For some companies, accessing these consumer segments involves a commitment of time rather than money. In some Hispanic communities, retailers use Spanish-language in-store signs and employ Spanish-speaking personnel.

Arthur suggests that while the grass-roots programs of these companies differ in content, they exhibit significant similarities in form:

- Each of the programs addresses the interests, needs or concerns of the specific segment in a respectful, caring way. Companies should be particularly sensitive to any approach that may be viewed as patronizing, demeaning or superficial.
- Each of the programs positions the company as an ally of a specific segment. By joining with community organizations, churches and leaders who were trusted by these segments, the companies benefit from a halo effect.
- Each of the programs represents a long-term commitment. The companies are involved in more than a one-shot event sponsorship that could be construed as tokenism rather than sincere interest.
- Even though these grass-roots programs may be more difficult to execute than preparing a mass media message, the rewards can be substantial. Many of these minority groups have never had significant marketing attention paid to them. Companies that make concerted overtures to them over a period of time will win their loyalty and business. With minority and emerging market segments, honoring differences means dollars.

## ETHNIC MINORITIES AND THE POLICE

As discussed, it is essential to understand the culture of an ethnic minority group in order to increase the use of police services. Below are some cultural problems relative to police and ethnic minority relations.

Lawrence L. Binkley (1990, p. 85) points out that many newly arrived Asians are not merely immigrants, they are refugees from oppressive regimes where they had experienced abuse by law enforcement and military authorities where the powers of government were unquestioned and punishment could not be appealed. Consequently many of them feel insecure or even fearful about contacting the police. Misunderstanding American laws and procedures, they do not know how to access public safety services.

Detective Donald Benderoth (1983, p. 37) reports that in Cuba the police, when they respond to a scene, practice a method of correcting a situation by use of brute force. There are no constitutional safeguards against search of the home or person, no right to remain silent, no right to an attorney or a trial---only prison. After years of repression and torture, they are very reluctant and afraid to be involved with the police in any activity, no matter how well intentioned the police might be.

Trojanowica and Carter (p. 8) ask people to imagine how much Asians and Latin Americans have to learn, especially if they are not proficient in English. Who will assure them that the public police do not use torture or keep files on their activities? Will they understand the difference between the public police and private police? Will they really believe we have no secret police? Many of today's new arrivals come from places where the police are feared, not respected, and the last thing they would be likely to do is ask an officer for help or share any information. We have had our whole lives to understand the

written and unwritten rules of this society, with all their nuances. It is unreasonable to expect immigrants to absorb these cultural characteristics in even a few years.

Unfortunately, many of these new immigrants will become victims, particularly of violent crimes that disproportionately afflict minorities. Ignorance of laws and customs in this country can make them easy targets for all kinds of predators. Fear of the police will also work against them. And if they cannot speak the language, at least not well, it may be difficult for them to share information.

Philip B. Taft, Jr., (1982, p. 20) reports that some police officials believe that immigrant crime statistics and calls-for-service are artificially low. Many officials say they sense a substantial degree of criminal activity and social problems among the immigrants and refugees that never comes to the attention of police.

Some of this is attributable to language problems and feelings of powerlessness. Police also say that among Asian populations many victims are unwilling to report embarrassing crimes for fear of losing face.

The biggest factor in keeping immigrants from calling the police, however, is usually fear --- both fear of the police and of each other.

Among illegal immigrants, victims are afraid of calling the police because they fear deportation. Even legal immigrants are often afraid of the police because they come from countries where repressive regimes mete out discipline and punishment through the police.

America's newest immigrants also fear retaliatory violence from members of their own community, a factor that keeps crime statistics low. Gangs and loosely-organized criminal rings execute reprisals when extortion fees go unpaid or witnesses cooperate with the police.

Taft (p. 26) reports that some chiefs are worried that resentment may generate discord in the new immigrant communities: "If the competition for jobs becomes greater, we are going to see ethnic groups [banding together] and with all of them competing for the same jobs, it could mean violence," says McCutcheon. One such incident occurred in Denver, in 1981, when groups of Chicano youths smashed apartment windows and vandalized property in a refugee community to protest what they thought was special treatment the refugees were getting in housing and welfare.

## LAW ENFORCEMENT STRATEGIES TO DATE

### Language and Culture Training

During the late 1970's and early 1980's several agencies provided Hispanic language and culture program to their officers. Two agencies in particular were Washoe County, Nevada and Houston, Texas. These programs involved learning enough basic Spanish for basic dialogue and emergencies, and being involved in several exercises that increased the awareness of the officers to the Hispanic community and its culture.

### Storefronts

A second strategy has been to open storefronts. Officers are in a storefront location where members of the community can contact the police without having to enter a "police-type" building. This has been tried by Los Angeles Police Department, Santa Ana Police Department and Oakland Police Department, among others. For example, in Oakland, the officer was in an Asian temple.

### Community-Oriented Policing (AKA Problem-Oriented Policing)

A third tactic that has been used to more effectively respond to crime problems yet link ethnic minorities and police has been community-oriented policing (also known as problem-oriented policing). Michael A. Freeman (1989, p. 1) credited Professor Herman Goldstein of the University of Wisconsin Law School for developing the theory, which addresses the problems that cause or encourage criminal activity, not merely to enforce the laws that prohibit such activities. At the heart of every community-oriented policing program is this concept.

Freeman reports that Professor Goldstein's theory suggests that three elements must be present before a crime can be committed: someone must be motivated to commit the crime; a suitable target must be present; the target must be (relatively) unguarded. Community-oriented policing works to eliminate one or more of those elements, reducing motivation or opportunities for individuals to commit crimes. In-depth analysis of the factors that encourage crime can lead to a successful crime reduction program. For example, in community-oriented policing, after responding to many requests for service in a particularly dark alley, the police might take steps to improve the lighting to reduce the opportunity that exists for thieves and robbers to attack people.

Community-oriented policing is linked to the "broken window" theory (invented by political theorist James Q. Wilson), which holds that simply fixing broken windows, improving lighting, and cleaning up an area that is associated with high crime has a much greater impact on reducing crime and the opportunity to commit crime than merely assigning more police personnel to the area. By fixing these "broken windows," whatever they may be, the community slowly regains pride in living in the area. As a result, citizens who once feared the streets begin to come out and use them again, reinforcing the community's

years many communities have experienced tremendous benefits from community-oriented police programs.

Freeman concludes that the benefits that come with community-oriented policing are numerous. Almost immediately the police department establishes a better rapport with the community. Police officers enter an area that is experiencing high rates of crime and become not only law enforcers, but social agents who are really concerned about the community's problems and the reduction of crime and fear. When police officers become involved in the community at this level, they become community organizers, planners, and educators.

#### Asian Advisory Committees

A final strategy being used is Asian Advisory Committees. Asian Advisory Committees were formed beginning in the mid- to late-80's to address the needs of the Southeast Asian community, particularly in the areas of crime and crime prevention. Their concern was that crimes against Southeast Asians go unreported due to language and cultural barriers, and that many Southeast Asians lack a broad understanding of the American criminal justice system. In addition, there was a lack of mutual cultural understanding between the community groups and the criminal justice system. At its monthly meetings, the Committee addresses crime and other issues, such as drug misuse, mental health, school drop-out, and the Southeast Asian community's relationship with other ethnic groups which impact the community. Goals of each committee vary based on the community's needs.

Binkley (p. 87) reports that in Long Beach the Asian Advisory Committee representative, Samthoun Chittapalo, also works closely with business, professional, religious and other leaders of the Pacific Asian Community

through the Asian Advisory Committee, formed in February 1988 to establish a mutual sense of security and trust between the Asian Community and the police department. The committee's goals are to promote better understanding of Asian cultures, peoples and needs; to articulate the special interests of the community through regular meetings; to facilitate and promote interaction between the department and the community; and to provide counsel to the department on the Asian community. The committee's objectives include increasing the awareness of police personnel of effective community relations practices in the Asian community; arranging for a clearinghouse for Asian law enforcement needs and concerns; and increasing bilingual literature related to law enforcement available to the Asian community.

The advisory group also is committed to helping the department increase its number of Asian sworn and nonsworn personnel by assisting in the development of the Department's affirmative action plan and by increasing the number of Asian representatives on the police officer oral boards.

## **PROGRAM VISITS**

### **Asian Advisory Committees**

Five police agencies using an Asian Advisory Committee strategy were visited: Oakland Police Department, Richmond Police Department, Sacramento Police Department, Stockton Police Department and Modesto Police Department. Of interest were their similarities and their differences.

The characteristics that each had in common were: (1) the use of a formal structure, with goals and objectives, formal meeting agendas and minutes taken of each meeting (it was explained several times that otherwise the meetings degenerated into a complaint session in which nothing was

accomplished); (2) the meetings are held at the police department, which is a neutral ground for all of the various ethnic groups that make up the committee; (3) the police department, and most importantly, the chief of police, attended community-sponsored events, such as the New Year celebrated by each ethnic-minority group; and (4) the use of bilingual literature. In addition, each agency visited emphasized the need for education. Generally, the belief was that efforts would be most effective with youth. In fact, two agencies believed that a generation would have to be "written off"; that the older Asian immigrants generally would not successfully acculturate to the United States.

Some programs were judged to be very effective. These programs had similar characteristics: (1) Commitment from the top; (2) an in-house champion that really believed in the program; (3) and a "Gatekeeper", a person from the ethnic community that served as an intermediary. This person had the confidence of both the ethnic community and the police department. This term, Gatekeepers, is being used increasingly, and in several contexts. For example, in Senior's Action Alert (1990/91, p. 11) Gatekeepers are described as, "people who come into frequent or daily contact with the isolated elderly through their jobs. They are utility meter readers, mail carriers, firefighters, newspaper carriers, emergency medical staff, bank tellers and police officers. They are called Gatekeepers because they can "open the gates" between the elderly and sources of community assistance. This term was also referred to during the interview with Jess Margarito below.

### **Problem-Oriented Policing**

This writer also visited Monrovia Police Department to study their Problem-Oriented Policing program. The program uses a structured approach with monthly meetings, with a set agenda and minutes kept of the meeting.



Departments represented include the police department, community development, building department, community service and the fire department. The approach of the committee is to take a broader look at the community and look at long-range affect on conditions and eliminate problems.

Officer James Olds said that initially it was hard for the officers to buy into the concept of problem-oriented policing until they saw improvements in the community and the resultant decrease in crime. What has surprised him is the degree of cooperation that he has received from the community. Those who have traditionally been in conflict with the police (e.g., drug users) have approved the police coming in and cleaning up the neighborhood. Also, the program has worked in two ways. While it generally helps the landlord to remove unwanted tenants, it has also put landlords on notice that they have to maintain their property. Olds also believes that the key to the success of their program is being adept at negotiating. His focus is on solving the problem and preventing crime through environmental design.

### INTERVIEWS OF LOCAL PROFESSIONALS

To study the issue within the community of the city studied, interviews were conducted with various community members. Below are excerpts from interviews with four of these community members who are familiar with local ethnic minority issues.

Jess Margarito, a former City Councilman and Mayor, currently serves the City of San Fernando as the Director of Community Services Department. Mr. Margarito worked for the Census Bureau during the 1990 census. He said that one strategy used by the census bureau was to identify "Gatekeepers",

informal leaders of the community. For example, black beauty salon operators were identified as persons that could serve as a linkage to that community.

Margarito suggested that when the police approach ethnic minority groups, the message should be, "We need you to know about. . .", and then present information they can relate to. It is important to ensure, and let them know that when they call the police there will be someone with whom they can communicate. Margarito also recommended parenting classes. The parents lose control of their children because the children learn the language and become acculturated more quickly.

Margarito pointed out that the academic ability (literacy) is very limited. Therefore, it is more important to focus promotional efforts to the audio media than the written media. He noted that particularly the farm workers focus on the message early in the morning. Further, the disc jockeys of Hispanic radio stations are frequently more popular than movie stars.

Richard Alarcon is the representative to the Mayor of the City of Los Angeles for the San Fernando Valley. Among his varied career experiences with the City of Los Angeles, he has written promotional exams for the Los Angeles Police Department.

Alarcon noted that the service provider's ability to communicate is the key to promote services to ethnic minorities. There needs to be a rallying point, e.g., crime problems specific to that ethnic group.

Alarcon is currently developing a program through United Way to fund community advisory committees. The committees would focus on concentrated problems that will affect the community.

Jane Reichers is the Director of the local chapter of the Young Mens Christian Association (YMCA). Reichers said that the YMCA is changing from whites planning for ethnic minorities to the various ethnic minority groups

planning for themselves. She suggested that the goal of such programs should be to blend with their culture, not become polarized. She said that the YMCA is targeting ethnic minorities through focus groups to identify what that group wants from the YMCA.

Father David Ullrich is the pastor of one of two Catholic Churches in the city and the one with the largest ethnic minority congregation. After the issue was explained, Fr. Ullrich suggested that the story of the University of Mexico may be relevant. When the university was being built, the structures were first built and only grass was planted. The planners waited a year to determine where people were walking and then built the sidewalks. Similarly, law enforcement may need to "determine where people are walking" before trying to build its "sidewalks".

### PERCEPTION OF POLICE SURVEY

A survey was conducted in the community to study the perception of police by ethnic minorities (Appendix A). Two strategies were used to conduct the survey. First, churches and an immigration counselling center were contacted and the study was explained. They were asked to distribute the anonymous surveys to those meeting the criteria of ethnic minority. They then returned the surveys. The second strategy was to have a teenage bilingual Community Service Officer, wearing street clothing, randomly distribute the survey instruments at the opening of a local Hispanic-oriented market. The employee collected and returned the completed surveys. Appendix B summarizes the data collected.

Of the 120 surveys distributed, 96 surveys, or 80%, were returned. Half of the respondents were from the City of San Fernando, thirteen (13) were from

Pacoima and nine (9) were from Sylmar, both surrounding cities. The remaining 26 were from nearby communities.

The majority of the respondents (74%) were born in Mexico, while 11% were born in El Salvador. The remaining 14% were from various other countries, primarily Central American.

The age of the respondents ranged from 15 to 77 years of age. The mean age was 37.2 years of age. The length of time that the respondents had been in the United States ranged from one (1) month to 38 years, with a mean length of time of 11.77 years in the United States.

The responses to the question about the normal role in their country varied, however 57% responded that they were moderately helpful or not very helpful. Conversely, the response regarding the police in the United States was generally more favorable, with a 46% very helpful response and a 26% somewhat helpful response. There was also a high degree of confidence about calling the police for help with 46% feeling very confident about calling the police and 30% feeling somewhat confident about calling the police. Generally the police in the United States were perceived as being more helpful than the police from their country.

While 54 respondents said that they had no fears about calling the police, a variety of other responses were received, including that the police do not respect the rights of people, the police do not understand the culture, there are some policemen that cannot be trusted, the police take too long to answer calls, the police are racist, and respondents feared being mistreated by the police.

Of those responding to the question about how safe they feel in their home (93 responses), 27% felt very safe, 29% felt usually safe and 35 % felt somewhat safe. Only 10% felt very concerned. The respondent was able to

respond in their own words as to what they considered the major concern in the community which affects the safety of their family. Significantly, the major concerns stated were overwhelmingly gangs and drug users.

This high degree of confidence about calling the police seemingly contradicted previous research. A review of the survey data and methodology was conducted to analyze the results.

One factor identified concerned feedback from the survey population. The survey was conducted approximately one month after the Rodney King incident in Lakeview Terrace (Los Angeles), California, an area that abuts the city studied. Respondents commented that they believed that the survey was being conducted as a result of that incident. It is believed that this may have influenced the responses.

Secondly, the mean length of time in the United States was 11.77 years, a length of time that possibly had allowed for a great deal of acculturation.

Thirdly, there was a high degree of homogeneity among the respondents; half of the respondents were from San Fernando, a community of 23,000 population living within a 2.42 square mile area and 73% of the respondents were from San Fernando and surrounding communities. Further, 74% of the survey population were born in Mexico. This homogeneity may have influenced the responses.

The responses to selected questions were analyzed based upon years in the United States, however there was an insufficient survey population for any reliable conclusions.

The survey results were then compared to other data. The Administration of Justice Committee of the National Conference of Christians and Jews (1989, p. 7) reports that, for those from Mexico, the experiences with law enforcement in Mexico includes:

- you will run and/or lie to avoid jail
- people do not call the police because of the corruption - bribery (mordida)
- because the police are frequently connected with those who have the power and prestige, even if the power is corrupt, there are incidents of persons being framed by the police. Therefore, persons do not call on the police.

Further, it is reported that their experiences with/impressions of the criminal justice system in the United States include:

- Many police officers who are serving Spanish speaking communities do not speak Spanish, but expect to be respected even when they are not understood
- Police show up late or not at all on reported crimes, reinforcing distrust of law enforcement brought from Mexico.

From this, it is clear that the literature abounds with reports of fear and mistrust of the police in the United States based upon ethnic minority experiences in other countries. Future research could identify market segments relevant to the issue.

## Chapter 2

### FUTURES      STUDY

**What Strategies Will Be Required  
to Increase the Use of Law Enforcement Services  
by Ethnic Minorities by the Year 2001?**

## THE FUTURES STUDY PROCESS

Wayne Boucher defines futures research and the approach as a research strategy that seeks to describe and evaluate important alternative images of the future based upon a well-developed image of the "most likely" future.

To conduct this futures study research, three research tools will be used: the futures wheel, which is a graphic representation of the issue and sub-issues; the determination of trends and events through the use of a Nominal Group Technique (NGT), which is a comprehensive process to identify, rank and forecast specific elements concerning the issue and sub-issues; and scenario development, which outlines the collective thoughts of the NGT panel.

## THE ISSUE

As stated in the Introduction, observations regarding the use of police services by ethnic minorities created an interest in the subject. The issue identified was:

**What strategies will be required to promote the use of law enforcement services by ethnic minorities by the year 2001?**

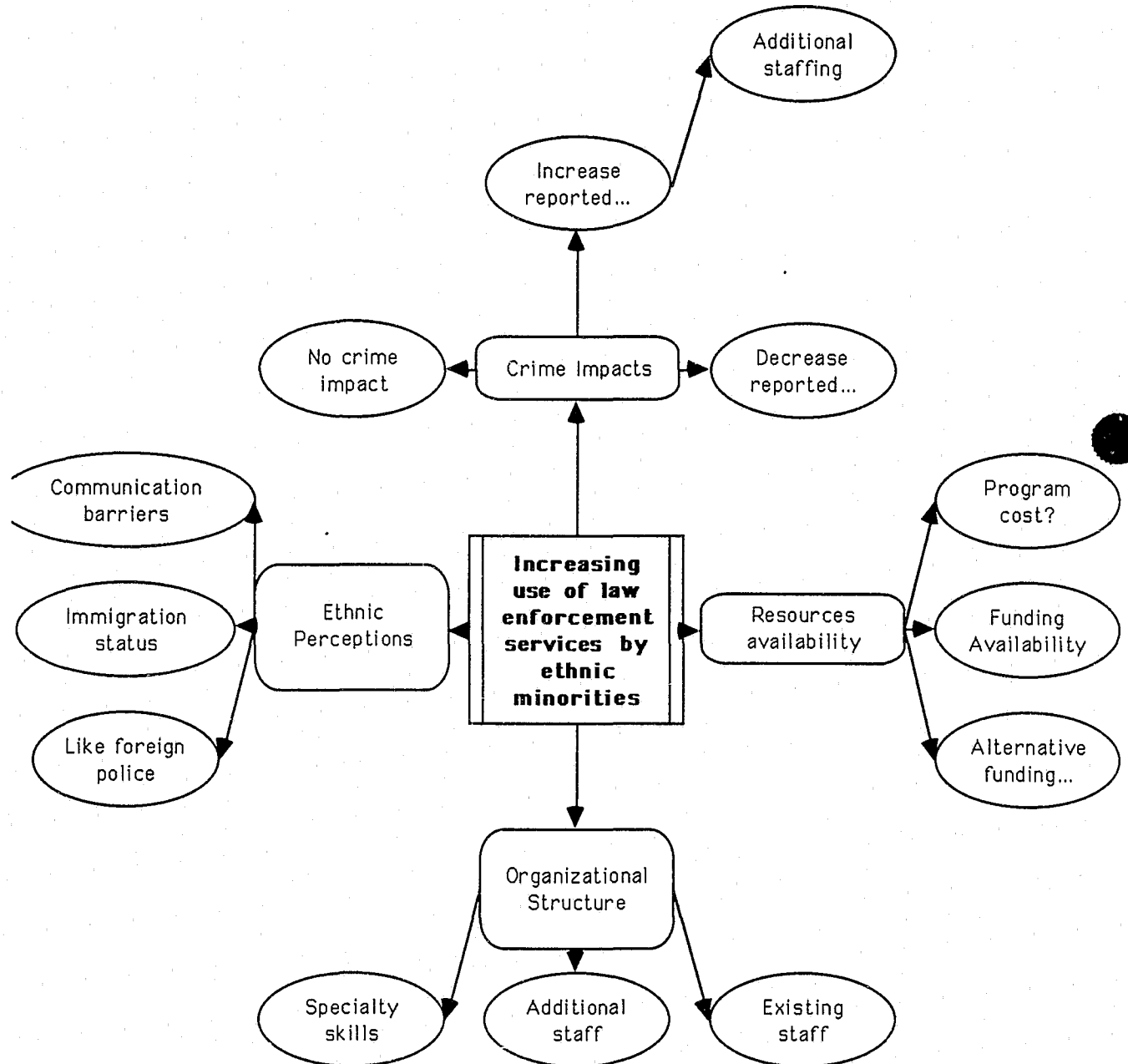
To further clarify the issue, four sub-issues were identified:

- 1. Will resources be available to law enforcement to promote the use of services to ethnic minorities?**
- 2. What structure will be used by law enforcement to promote the use of its services by ethnic minorities?**



3. What are the perceptions of the police by ethnic minorities?
4. What will be the impact on reported crime by the increased use of police services by ethnic minority population?

Below is a futures wheel to depict the issue and sub-issues:



## DETERMINATION OF TRENDS AND EVENTS

The method selected to formalize the process of identifying trends and events relevant to the issue was through the use of NGT with a panel of law enforcement managers and professionals. The panel consisted of the chief of police, a commander from a large municipal law enforcement agency, a captain from a mid-sized agency, a chief of police from another mid-sized agency, the president of a local community college, a marketing executive from a supermarket chain specializing in ethnic food markets, an executive from the YMCA, and the director of the community resources department.

NGT is a simple but effective technique for structuring small group meetings that cancels many of the negative aspects of dealing with groups of individuals.

### Rank-ordered List of Trends

Using the NGT, the panel identified trends that they believed were likely to have an impact upon the issue (Appendix E). In order to maintain a neutral approach to trend examination the trends are given as non-directional, without positive or negative direction. Panel members give direction to the trends at the time of analysis. From this the panel selected the below five trends as the most important.

**Trend 1 - The level of service demand with fewer resources.**

*Tight dollars; local government is asked to increase the services with fewer dollars being provided.*

**Trend 2 - Continued high level of immigration.**

*The level of immigration into the State of California.*

**Trend 3 - Level of competition between ethnic groups for available resources.**

*The degree to which conflict will arise as each ethnic group competes for its share of resources.*

**Trend 4 - Level of contact with community by law enforcement agencies.**

*The number of contacts between the police and the community, the types of contacts between the two groups, and the sensitivity that the police shows to the culture and needs of its community.*

**Trend 5 - Level of hiring those with bilingual skills and developing bilingual skills of current and future employees.**

*The percentage of officers hired that have bilingual skills and the amount of training provided to employees to increase bilingual skills.*

**TREND FORECASTING**

Using the Trend Evaluation Form (Appendix F), the panel forecasted the level of the trend five years ago, the level five years from now and the level ten years from now. For the five and ten year projections, the expected level and the preferred level were identified. Appendix G depicts a graphic representation of the forecasts.

### **Trend 1 - The level of service demand with available resources**

The panel sees a general continued increase in service demand with fewer resources over the next ten years. There was a wide range of opinions as to the amount of increase, anywhere from 50% to 250% of the current level. The normative, or "preferred level" should be flatline as much as possible. This signals the need to explore methods of effectively controlling crime using available or reduced resources.

### **Trend 2 - Level of immigration**

The panel sees the level of immigration continuing for five years, then leveling off proportionately due to the high number of immigrants already here. The preferred level of immigration was for a more gradual increase. Interestingly, the median, low and preferred level were closely related. The high estimate was from law enforcement; that person believed the trend would greatly increase. Law enforcement saw the need to continue outreach efforts relative to ethnic minority populations.

### **Trend 3 - Level of competition for resources between ethnic-minority populations**

While this issue was not as significant in the past, the panel projected that this trend would double during the next ten years. The panel believed that this signals increased levels of conflict between ethnic groups as they compete for dwindling available resources.

The panel median estimate was nearly that of the high estimate, indicating that the panel was more inclined to believe that the competition for resources was going to increase dramatically. This could signal increased conflict between the ethnic groups.

#### **Trend 4 - Level of contact with community by law enforcement**

The panel believed that the level of contact would increase between the community and law enforcement. The panel reported that they believed that there was a demand for this by communities and that law enforcement would respond to this demand. This is reflected in both the preferred level estimates for the next ten years and the fact that the median estimate was so near that of the high estimate. The low estimate was a reflection by a member of the panel that did not believe that significant progress would occur.

The key to this trend is for law enforcement to take the initiative in establishing contacts with the community.

#### **Trend 5 - The level of hiring of and developing of bilingual staff**

While the panel saw the level of this trend increasing, of special interest was the low score. The low score reflected the belief by a member of law enforcement that, with the high school dropout rate, it would be difficult to hire bilingual staff. Further, that most officers would resist educational efforts to develop bilingual skills. The preferred level reflected the belief that law enforcement will identify new incentives to hire bilingual staff and new incentives to encourage staff to develop bilingual skills. The key to this trend will be the development of incentives to recruit bilingual staff and to develop bilingual skills.

#### **Rank-ordered List of Events**

Using the NGT, the panel identified 27 events that they believed would have an impact upon the issue (Appendix H). The panel was then polled and asked to select five events that would be the most important if they were to

occur. From this the panel selected the below five events as the most important if they were to occur:

**Event 1 - Legislation requiring local law enforcement to enforce immigration laws.**

**Event 2 - A tragic incident in a minority neighborhood cause by a language barrier.**

**Event 3 - The passing of a backlash law that, if you are not a citizen, you will not be eligible to receive services.**

**Event 4 - Law enforcement obtains hand-held translation device for field officers.**

**Event 5 - Social riot occurs as immigrant groups band together against the "Establishment".**

### **EVENT FORECASTING**

Using the Event Evaluation Form (Appendix I), the panel forecasted the years until probability first exceeds zero, the probability that the event would occur five years from now and the probability that the event would occur ten years from now, and forecasted the positive and the negative impact on the issue area if the event occurred. Appendix J depicts a graphic representation of the forecasts.

**Event 1 - Legislation requiring local law enforcement to enforce immigration laws**

The panel believes that the probability of the event occurring will first be a possibility in 1996 and that there will be a 35% chance of occurrence by 1996 and 70% chance by 2001. This signals that while the likelihood of this occurring in five years, the likelihood becomes stronger in ten years. Environmental scanning reflected strong, anti-immigration sentiments supporting the potential for this event to occur.

**Event 2 - A much-publicized tragic incident in a minority neighborhood caused by a language barrier**

The panel believed that this event could occur at any time. In fact, just such an event had occurred when a sheriff's deputy shot a reveler on New Year's Eve. The probability of this occurring will be 70% by 1996 and 90% by 2001. Although the negative impact on the issue area if the event occurred was stronger than the positive impact, the belief was that the long term impacts could become positive through increased incentives to become bilingual and increased communication between law enforcement and the community. This event, as reflected by the 70% and 90% probabilities, was seen as the most likely event to occur by the panel.

**Event 3 - The passing of a backlash law that, if you are not a citizen, you will not be eligible to receive services.**

Although the panel saw the probability of this event first occurring in 1994, the likelihood of it occurring by 1996 was only 35%. the likelihood of this event occurring by 2001 would double to 70%. Again, the negative impacts

were slightly higher than the positive impacts. The likelihood of this occurring was seen as only moderate.

**Event 4 - Law enforcement obtains hand-held translation device for field officers.**

Although the technology is available now, this event was seen as first probably occurring in 1994. The likelihood of this occurring after that though was fairly strong, 65% by the year 1996 and 90% by the year 2001. When looking at the positive and negative impacts on the issue area if the event occurred, this was the only event with an overwhelmingly positive impact.

**Event 5 - Social riot occurs as immigrant groups band together against the "Establishment".**

This event is seen as first occurring in 1995. Thereafter, the likelihood of it occurring is somewhat weak, only 35% probability by 1996. The likelihood increases to a moderate probability of 65% probability by 2001.

**CROSS-IMPACT ANALYSIS**

The final forecasting step for the panel was to examine the events together, their impact on each other, and their impact on the trends. A cross-impact matrix (Appendix K) was used. The question was then asked concerning each event, "If this event occurred first, what would be the positive or negative impact upon the happening of each of the other events and trends?"

The matrix chart was used to identify significant "Actor" events (those designated as targets of future planning for policy action) and "Reactor" trends



and events (those which change significantly when exposed to "Actor" impacts).

Through the "Actor" and "Reactor" identification process, three events were identified as major policy targets; E-1 Legislation requiring local law enforcement to enforce immigration laws, E-2 Much publicized tragic incident in minority neighborhood caused by language barrier, and E-5 Social riot as immigrant groups band together against the "Establishment." Four of the five trends were identified as being "Reactors" in the matrix process; T-1 Increased service demand with fewer resources, T-2 Continued high level of immigration, T-4 Closer contact with community by law enforcement agencies, and T-5 Increased hiring/development of bilingual skills.

These specified trends and events become the basis for the development of future scenarios or possibilities according to the forecasts created through this process. They also provide us with a direction as to developing an overall mission statement for dealing with the promotion of police services to ethnic minorities and the policies needed in order to satisfy that mission statement.

### POSSIBLE FUTURE SCENARIOS

The purpose of developing scenario situations is so that the reader can visualize and place into perspective the forecasted data developed thus far in the futures research process. The scenarios are not all inclusive. They do represent a subjective, but directed, view of some of the possible future situations with the outlook that the experts have given us today.

Scenario number one is the Hypothetical or "feared but possible" picture of the future. This will give us a "slice of time" view of the dark side of police-

ethnic minority relations in which appropriate actions or steps have not been taken to adjust for the changes the future will bring.

Scenario number two is the Exploratory (Nominal) mode. A scenario in which the present is played out into the future and where there are no applications or proactive measures taken to address the natural progression of the situation.

Scenario number three is the Normative or "desired but attainable" view of the future. This is what the future could be like based upon the application of measures revealed and applied as a result of this research.

Below are the three possible scenarios developed by this writer.

#### Scenario One - "You get what you pay for"

Officer Jones is having another one of those nights. The car he is using, the oldest car in the fleet, has overheated again and now that obsolete radio system won't work so that he can notify someone. After walking to a pay phone, he is able to get another Officer Hernandez to pick him up and he has finally replaced his radio with one that is slightly better. The year 2001 wasn't going to be much better than the last several years. Things at the department haven't been too well lately. The city is always crying the blues that they don't have any money; they won't fix what they have, let alone get something that works. Maybe he should follow the lead of his best friend and get into one of those private sector jobs that is paying so much better now. At least they were keeping up with the cost of living. This department was now at the bottom end of the pay scale for the county and still losing ground.

Jones and Hernandez acknowledged the call; another loud party call up in the north end of town. This was to be expected on New Year's Eve, but he hated the way everyone shot their guns into the air; someone was going to get

hurt. This town sure has gone down hill the last couple of years. Jones, who has been on the department for 12 years, remembers when those estates were white, upper middle class. Now he can't understand what these people are saying to him; everybody is Spanish-speaking and now there are about one thousand Kurds that speak some unknown Turkish dialect. Jones had asked the Chief for some language training, but the department was barely able to keep up with the state-mandated training, let alone get into something as exotic as teaching the officers a new language.

Jones and Hernandez checked to see if the other two units were going to back them up. Better have everyone there possible; the officers were going to have to go in and lay down the law and let these people know they couldn't play that music all night long as loud as they wanted. Who can stand that stuff anyway? It's too bad these new immigrants don't become real Americans like all good immigrants used to. At least he was with Hernandez now, who could talk to these people. Maybe the chief does have the right idea; since we can't talk to these people and they won't learn our language, we'll just go, take them all to jail, and let the court sort them out. At least the state legislators had some nerve a few years ago; if you aren't a citizen, you don't receive any free services. Jones just hoped that the pending legislation requiring the local law enforcement to enforce immigration laws would go through, maybe he could get rid of a few of these trouble makers.

When they got to the scene Officer Smith looked relieved that Hernandez was there. He said that he had been about ready to see if anyone could locate the translation module. Back in 1993 Hewlett-Packard, recognizing the increasingly diverse population, developed a hand-held unit that records the conversation and translates sentences into whatever the major languages; Japanese, Spanish, German, Russian or English. The police department had

gone to city council to try to get one for every car, but the city decided that it could only buy one. It now sits in the communications center and is used whenever someone remembers that it is there and it can be found.

The crowd of about 100 people looked pretty unruly. Mostly kids, it looked like they had been drinking or using something else to get them to this point of intoxication. Jones wished that they had the number of officers that they had had in the past; these staffing cuts during the last few years really hurt at times like this. It's bad enough that the calls get backed up as much as they do. But at times it is nice to just have the numbers of officers. Hernandez went in and tried to find the owner of the house, but because the people at the party figured that the police were there to knock them around before carting someone off to jail, the party-goers decided to get in a few licks themselves. The officers were finally able to arrest the three worst trouble makers, disperse the party, and get out of there with only some minor cuts and bruises. Jones wondered how long it would take before the chief would begin complaining about the lawsuits from this incident. "Oh well, I guess you get what you pay for", thought Jones.

#### Scenario Two - "I'm peddling as fast as I can and all I can do is stay even"

Jones is feeling pretty good tonight. He just received a commendation for a series of arrests that he had made last month that greatly reduced burglaries this month. Jones thought that the real credit belonged to his neighborhood watch group in the northeast corner of town, but he was glad that someone appreciated that work that he was doing. This was not a bad way to start off the year 2001. He would have appreciated a slightly bigger raise this last negotiating session, but the department was staying within about one

percent of cost of living and some of the other departments weren't doing that well. The city was putting some money into neighborhood watch and the DARE program, and those seemed to be working pretty well.

Jones got a call of a loud party in the estates in the north end of town and possibly someone was shooting a gun into the air. At least there were several officers that spoke Spanish. He remembered when he had come on the department in the early 90's and only about one-third of the officers spoke Spanish. Now almost half of them did. The department had also made available some language training and reimbursed him for his expenses after he demonstrated a proficiency. It seemed to Jones that the ones that spoke different languages were doing better with their careers. They were asked to be a coordinator of the neighborhood watch groups and it had given him some positive things to talk about on his last oral board. He enjoyed being a training officer.

Jones was a little surprised by the call. Granted it was New Year's Eve, but he didn't think that the parties would get started this soon. The department had also put out some information in the Spanish-language media about the dangers of shooting guns into the air, but either people didn't listen or they didn't care. Jones checked and learned that two other units were able to back him up on the call. All-in-all, Jones thought that the department was doing pretty well. Granted only about 45% of the department reflected the ethnic mix of the community, but that was a big improvement from the 30% when he came on the department 12 years ago. The department didn't get all of the toys that they wanted, but the city had put one of the new HP translators in each car and had given them some additional automation. Apparently the chief's efforts to get private funding for DARE and neighborhood watch were paying off and the city was letting them get some good equipment. Jones has heard though that

the Chief is under a lot of pressure; the city council feels that it has put a lot of money into the department, yet the rate of burglaries and stolen cars has remained the same. In fact the Chief's favorite expression is, "I'm peddling as fast as I can and all I can do is stay even".

As soon as Jones got out of his car he heard a gun shot. Looking towards the sound, he saw a figure in the shadows. He found cover, and yelled in Spanish for the suspect to drop the gun. He saw a the reflection of a shiny object, saw a gun flash in the air and heard a gun shot. Believing that he and those around him were in danger, Jones shot the suspect.

During the course of the investigation, Investigators learned that the suspect was one of the Kurdish refugees that had recently settled in town and did not speak English or Spanish. Newspapers picked up on the story and were denouncing the officer's actions as being trigger-happy. Kurdish refugees were calling for a full-scaled investigation and picketing against the use of excessive force against their members.

### Scenario Three - "I know Jones, he must have had a good reason."

Jones had just finished his on-duty language training exercise and ready to go in the field. These classes had helped him be able to better communicate with his neighborhood watch group, which had been organized through one of the churches, and understand what was occurring at the Community Advisory Commission, to which each group had a representative. The commission had been formed during the early 1990's when efforts to obtain participation in neighborhood watch had largely failed. Now, through the commission, each church and several other groups had formed their own neighborhood watch groups in conjunction with their church activities and had been highly effective.

Jones then received the call of a loud party, shots fired, at a residence that was within his group's district. In fact, the parents belonged to his watch group. He wondered if the training regarding the Loud and Unruly Assemblage ordinance had been effective last month.

Jones checked his mobile digital terminal and noted that there had not been any similar calls at the location. He also recalled that several Kurdish families had moved into that neighborhood during the last couple of years and wondered if that had anything to do with the call; there had been some fights between Hispanic and Kurdish teenagers during the last six months.

While responding, Jones thought about calling one or two other units. With the court-ordered mandate that hiring and promotions reflect the ethnic mix of the community, staffing had increased from 30% Hispanic when he began 12 years ago to 65% Hispanic population. The other units were Hispanic and might help on this call. Jones was somewhat chafed about the court order though; the department had gone from one Hispanic to four Hispanic of the seven sergeants.

Jones decided this would not be necessary. He was picking up the language quickly, and he could always use the translation capabilities of communications staff with his car phone. The department, in response to a court case decision in the late 1980's regarding the handling of prisoners, had staffed additional personnel to work in the jail. One requirement was that they be bilingual. Their abilities were used to assist officers in the field. One of the benefits of going through the car phone was that these conversations were tape recorded. This had helped on more than one occasion.

Jones arrived and was able to quickly establish a good rapport with the home owner. He soon discovered that the problem was from outside of the

community and the local people wanted him removed. Unfortunately, the party crasher spoke a Kurdish dialect that Jones did not understand.

Jones phoned the station and was getting assistance from the dispatchers when he heard a gun shot. He saw someone with a gun and told him in Spanish and English to freeze and drop the gun. When the suspect raised the gun, Jones shot and killed him.

That night the Chief of Police called an emergency meeting of the Community Advisory Committee. He gave them a brief description of what occurred and reassured them that a thorough investigation would be conducted. Several committee members mentioned that they personally knew Jones and thought that he would have had a pretty good reason to shoot, but the Chief repeated that it was essential that a thorough investigation be conducted.

The next day the newspapers picked up the story, however were satisfied with the statement provided by the Chief of Police. The recording of the phone conversation that Jones had had with the station eventually confirmed his statements to investigators.

The Chief went before City Council and demonstrate the success of the programs that City Council had so wisely funded; the additional bilingual staffing, the on-duty bilingual and cultural awareness training, the time for staff to participate in the Community Advisory Committee meetings and the car phones.



### Chapter 3

## STRATEGIC MANAGEMENT PLAN

A model plan for all law enforcement agencies in general and the City of San Fernando, California, in particular

## STRATEGIC PLAN

For purposes of developing the strategic plan on this issue, scenario number three, the normative, or desired but attainable, view of the future was selected. A brief discussion of strategy and strategic plans is provided prior to the description of this strategic plan.

Strategy requires vision. As Tregoe and Zimmerman (1979, p. 9) point out:

Since strategy sets direction, it must be formulated prior to long-range planning and the day-to-day decision making that flows from such planning. Failure to separate strategy formulation from planning and operations compromises corporate strategic thinking.

Alvin Toffler (1990) reports that we are in a revolutionary period as each day's headlines report some new unpredicted crisis or breakthrough. With events accelerating beyond any reasonable capacity to stay on top of them, even the best bureaucracies break down and serious problems are allowed to fester into crises. The "Homeless problem," in the United States, for example, is not a problem of inadequate housing alone, but of several interlinked problems--alcoholism, drug abuse, unemployment, mental illness, high land prices. Because each is the concern of a different bureaucracy, none can deal effectively with the problem on its own, nor will anyone cede its budget, authority, or jurisdiction to another. Toffler believes that nobody wants to own the problem; not only are the people homeless, but the problem itself is also homeless. New strategies are required to deal effectively with such problems. But what are strategies and strategic plans?

Strategy is a rational and logical process of combining resources to achieve an end in an unknown environment. The strategic plan, on the other

hand, is a document that describes strategy. The strategic plan has three objectives: (1) to communicate; (2) to convince; and (3) to guide.

The purpose of this strategic plan is to provide a focused approach to implementing change. To address change requires knowledge of the environmental opportunities and threats and knowledge of the organization's strengths and weaknesses. Then, alternative strategies need to be identified and an implementation plan identified. This is similar to the military strategic plan model of SMEAC; Situation, Mission, Execution, Administration and Logistics, and Command and Communications. Finally, strategies to negotiate acceptance of the strategy will be identified, including the writer's position, the stakeholders' positions and the negotiating strategy.

### SITUATIONAL ANALYSIS: "WOTS UP"

To identify trends and events that may impact the issue, it is important to look outside of and inside of the agency. Below is a look at the environment and a look at the organization's capability in the context of the issue. This is referred to as the "WOTS UP" analysis, as Weaknesses, Opportunities, Threats and Strengths are identified.

#### Environmental

In the context of the issue, the trends and events in the environment were studied. A model considering Social, Technical, Economic, Ecological and Political (STEEP) trends and events was used to structure this analysis.

#### Opportunities that will support the achievement of the mission:

1. The below social trends were seen as significant towards the achievement of the mission.

- More officers becoming bilingual
  - Strong community support of the police department
  - The community culture of family and helping each other
  - The growth of the ethnic minority community
  - Strong ties by immigrants to churches
  - Local pride in the city
  - Participation by local businesses in efforts to promote the use of police services
  - Majority of Hispanics on city council
2. The technological use of audiocassettes and computers to teach English to diverse citizenry and to teach police staff to speak Spanish; technology that can translate from one language to another.
  3. The below economical trends are seen as providing opportunities to the accomplishment of the mission.
    - The recent changes by the government of Mexico relative to their economy, including a potential free trade agreement between the United States and Mexico and the government of Mexico privatizing the funding of roads, ports and telephones.
    - The city's level of redevelopment
  4. The political trend of the redistricting of political offices to increase latino representation. A court decision in Los Angeles County has forced this trend to occur in the County of Los Angeles.

Threats that could block the achievement of the mission:

1. The below social trends are seen as threats to the mission.
  - The trend of a backlash by "the Establishment" against immigrants as reflected by the Light Up the Border campaign, a movement of mostly

Anglo citizens that has galvanized public attention on the continuing stream of undocumented immigrants crossing the border at San Diego.

- Citizens equating the San Fernando Police Department with the Los Angeles Police Department Foothill Division (which surrounds San Fernando) in light of the recent Rodney G. King incident.
2. The increased use of technology leaves most of the immigrants in a position of not being able to do other than menial jobs. Although demographic data has not been found to distinguish between native Hispanics and immigrant Hispanics, the 40% high school drop out rate of Hispanics leaves many of them technologically illiterate and unemployable in many jobs.
  3. The below economic trends and events are seen as threats to the mission.
    - The Immigration Reform and Control Act of 1986 poses economic hardships on many of the illegal immigrants and the employer sanctions issue is straining many of the civil rights coalitions between black Americans and Hispanics.
    - The current economy is unpredictable.
    - The loss of two major employers in the region; General Motors, Van Nuys and Lockheed, Burbank.
  4. The ecological problem of a water shortage, which fosters limited growth concerns.
  5. The political trends of:
    - Ethnic groups still face roadblocks to political power. Big gains in population have not automatically been followed by a corresponding rise in electoral victories.
    - Increasing impact and power of special interest groups on public policy.

## Organizational Capability

### Strengths that will support the accomplishment of the mission:

1. More socially and technically oriented entry level officers.
2. Level of bilingual officers.
3. D.A.R.E. program is in its fourth year and has been very well received.
4. New building that is very well received by the organization and the community.
5. Large number of bilingual civilian staff.
6. Good reputation in the community, especially with two-minute response time.
7. Stable, young management team.
8. No ethnic-minority related complaints from the community.
9. Level of education of command-level staff.
10. Level of pay is considered acceptable and benefits are considered good.

### Weaknesses that will block the accomplishment of the mission:

1. Resistance of officers who do not speak Spanish to learn the language as reflected by a program offered by the city that had very limited staff participation.
2. Lack of technology within the department.
3. Lack of staffing to devote full-time to any program proposed.
4. No prior policy towards minorities. Any changes will significantly affect the culture of the organization.
5. Procedures are informal, especially for socializing new hires.
6. Small number of officers and sergeants who are continuing their education.

## MISSION STATEMENT

To understand the ultimate goal or end-state related to the issue, a mission statement was developed relative to the issue. A mission statement can define areas of operation, communicate inside and outside the agency, express values, be a foundation for strategies and decisions, guide behavior, build commitment, and ensure consistency. A model mission statement was developed through small-group brain-storming of department management staff and the micro mission statement was proposed. For the purposes of this issue the below mission statement and micro-mission statement was identified:

The mission of the San Fernando Police Department is to provide a sense of safety for all elements of the community through a combination of enforcement, education and prevention. These efforts will be both internal and external to the agency.

In addition, the San Fernando Police Department will recognize the changing role of the police. This will be accomplished by being aware of changes in society and being responsive to these changes, yet respond to basic safety needs and values of the community. The department will endeavor to seek and solicit input from new immigrants regarding their need for police services.

## THE SAST PROCESS: DETERMINING THE STAKEHOLDERS

It is important to link the forecasting process to the strategic plan. The Strategic Assumption Surfacing Technique (SAST) helps to evaluate the positions of the stakeholders and snail darters relative to this issue and their potential impact on the implementation of the strategic plan.

After identifying and analyzing the trends and events outside and inside of the agency, the stakeholders need to be analyzed relative to what is believed to be their assumptions about the issue.

A stakeholder is defined as an individual, group, or organization, that would have some degree of relationship or impact upon the issue of increasing police services to ethnic minorities by the year 2001. A stakeholder may also be affected by the issue.

A snaildarter is a stakeholder, who, playing either a major or minor role, could dramatically impact the issue through policy or action involvement in a way that was initially not expected.

Based upon the input of the San Fernando Police Department management staff, the below list of stakeholders was developed.

#### Stakeholders

1. Chief of Police
2. San Fernando Police Officers Association (SFPOA)
3. City Council of the City of San Fernando
4. Immigrant Services; e.g., Immigration Assistance Organizations
5. Church Groups
6. California Peace Officers Standards and Training (POST)
7. Educational Institutions
8. City Administrator
9. Local Spanish-language media (newspapers, radio and television)
10. Latin-American Civic Association (LACA)

#### Snaildarters

1. Courts
2. Local State Assembly Member/Local State Senator

Indicated below are the stakeholders and assumptions they hold about the issue.

1. Chief of Police
  - a. That he wants to maintain a "big picture" view of the police department relative to providing services to the community as a whole.
  - b. He will support changes that do not detract from providing basic law enforcement services.



- c. That it is important to seek input from the community and be responsive to their needs.
2. San Fernando Police Officers Association (SFPOA)
- a. That they are concerned about the officers and will try to preserve all wages and benefits in existence for their group and be receptive to additional incentives for the officers.
  - b. That any changes to the wages and benefits will be a meet and confer item and their position will be one of protecting officers in the association.
3. City Council of the City of San Fernando
- a. That they may support this mission in concept but still may not fund the strategies.
  - b. That the police department competes with other departments within the city for resources to provide services to the entire community.
  - c. That they must be responsive to their constituency (the voters), who are not necessarily the target group of this study.
  - d. Should be consulted for input to solidify citizens groups support.
4. Immigrant Services; e.g., Immigration Assistance Organizations
- a. They are focused to serving their consumers.
  - b. They would support most efforts by the police department to improve relationships between immigrant groups and the police department.
5. Church Groups (VOICE, Santa Rosa Church, St. Ferdinand's Church)
- a. They are concerned with and support (or oppose) issues relative to their constituency.
  - b. They want more and more police services, however financing these services is not their concern.

7. Educational Institutions

- a. They will support programs geared towards towards ethnic minorities, such as English as a Second Language, that are cost-effective.
- b. They could be a source of cultural-awareness training programs for police officers.

8. City Administrator

- a. She will consider the issue relative to the direction received from the City Council; however it is critical that she guide and influence council in their legislative contacts.
- b. She supports the need for effective law enforcement.
- c. She considers promotion of city services a priority in city government.

9. Local Spanish-language newspapers, radio and television

- a. They are market-oriented.
- b. They need to be given story-worthy information.
- c. It is critical to obtain initial and ongoing support for promotion efforts and public service announcements (PSAs).
- d. They will be important in promoting program successes.

10. Latin-American Civic Association (LACA)

- a. They want to respond to the needs of their members.
- b. They may be a funding source or access source to ethnic groups.

11. Snail Darters

• Courts

- a. Immigrants must be treated equally under the law.
- b. Police actions must be consistent with the Constitution

• Local State Assembly Member/Local State Senator

- a. Most immigrants do not vote.

- b. Police actions must be consistent with the Constitution
- Local State Assembly Member/Local State Senator
  - a. Most immigrants do not vote.
  - b. May support local funding of efforts but not provide state-level funding.

The final product of the SAST examination technique is the development of an issue positioning map (Appendix L). This is a visual placement of stakeholder positions as identified in the previous narrative. The stakeholders positions identified in quadrants number two and four have now been identified as being the targets of policy action in the development of the overall strategy. All of these stakeholders must still be considered as important to the strategic plan and special note must be made not to ignore or leave them out of the process, for they may turn to snaildarters as a result. The stakeholders will also provide a basis of support in the situational analysis detailed in the next segment.

## DEVELOPMENT OF ALTERNATIVE STRATEGIES

To develop a strategic plan, it is best to look at a variety of alternatives. Below is the method in which a variety of strategies was developed, a strategy analysis, and the preferred strategy.

### Strategy Development

Using the modified policy delphi process, alternative strategies were identified and analyzed to achieve the mission. A panel of eight members of

San Fernando Police Department was selected to participate with this study. The panel consisted of this writer, the Chief of Police, two lieutenants, three sergeants and one detective. The issue, mission statement and stakeholders were reviewed with the panel and the modified policy delphi process was described. The panel then identified eight (8) alternative strategies (Appendix M). They then rated the feasibility and desirability of each alternative using a rating sheet for the policy delphi. Based on the combined ratings of the panel a ranked ordering was developed. After a review of the results and discussion by the panel, it was agreed that, for detailed analysis, strategies three and five should be combined. Therefore, the three strategies selected for detailed analysis were:

1. Establish an advisory council. Involve churches, immigration assistance services, etc. Include a network of additional services to participate in the advisory council.
2. In-service bilingual training and cultural awareness training. Develop and present for all staff; obtain hand-held translation devices to assist the bilingual training; develop strategies to bring all officers in positive contact with ethnic minority community; and give hiring preference for bilingual skills.
3. Establish policies to improve communication regarding:
  - Equal treatment irregardless of ethnicity
  - Contacting local Spanish-language news media when making press releases
  - Sending a representative to social functions of ethnic groups
  - Ridelongs for advisory council members

## Strategy Analysis

These strategies were then analyzed for the pros, the cons and how they would be perceived by the stakeholders.

### 1. Establish an advisory council

a. Pros. Communications will be enhanced with the target population improving relationships with that element of the community; the department would be better able to identify and respond to the needs of the ethnic minority community; confidence in the police department by the ethnic community would be improved.

b. Cons. It could be viewed as catering to minorities and non-citizens; it may divert resources from traditional needs; an increase in reported crime stemming from increased confidence in the police could be perceived unfavorably by the rest of the community.

#### c. Perception.

- Support. Chief of Police, City Council, immigrant services, church groups, Spanish-language media.
- Opposed. None
- Indifferent. POST, SFPOA
- Unknown. City Administrator, the courts, state legislators, educational institutions, LACA

### 2. Provide bilingual and cultural awareness training.

a. Pros. Improved communications with ethnic minorities; sense of accomplishment by the officers learning a new language; more efficient use of all officers as fewer officers are needed to assist other officers translating; greater sensitivity of the officers as they begin to see other cultures in more positive terms.

b. Cons. Resistance from officers towards immigrants; may lose traditional support of "Establishment"; resistance by officers because they feel that they are being forced to enculturate to the ways of the immigrants rather than the immigrants enculturating to the ways of this country; it could be seen as threatening by the SFPOA; officers may resist opportunities to become bilingual; the city may choose not to fund educational efforts.

c. Perception.

- Support. Chief of Police, church groups, civil rights groups, immigrant services
- Opposed. City Council, city administrator, SFPOA.
- Indifferent. Courts, educational institutions, LACA
- Unknown. Spanish-language media, POST, state legislators

3. Develop policies. By improving lines of communications, we may enable the police department to better respond to their problems.

a. Pros. More responsive to identified needs; have clearly stated the vision to empower the organization; improved image in the ethnic minority community; improved communications with ethnic minority community from use of Spanish-language news media, from attending social functions and from ridealongs of advisory council.

b. Cons. Could be viewed as catering to minorities and non-citizens; it may divert resources from traditional needs; the policies are a major change in the culture of the organization and the officers.

c. Perception.

- Support. Chief of Police, City Council, immigrant services, church groups, city administrator, Spanish-speaking media,
- Opposed. SFPOA

- Indifferent. Educational institutions, LACA
- Unknown. Courts, state legislators

### **Preferred Strategy**

A rating form considering short term desirability, feasibility, cost, long term desirability, and stakeholder support was used to compare the three selected strategies. Each item was rated for each strategy using a scale from one to four, one being highly feasible and four being lower in feasibility. A total score was then compiled for each strategy. The results from this rating was that establishing an advisory council ranked the highest, the establishment of policies ranked second, and in-service bilingual training and cultural awareness training ranked third. Further, a common sense element was considered; of the three strategies, and the elements of each strategy, which were most controllable and therefore had a stronger likelihood of successful implementation. Considering the strategy analysis and which had the greatest likelihood of law enforcement being able to impact, the preferred strategy selected is a synthesis of these strategies.

### **IMPLEMENTATION PLAN**

When considering the implementation plan for this strategy, it was determined that support will have to come from the top. Therefore, it is essential that this effort be directed by the Chief of Police.

A variety of resources have also been considered. Some elements of the strategy will require funding. Another important resource will be staff internal to the agency who speak Spanish. With their support and assistance, officers can

practice new skills in a non-threatening environment. Also needed will be a consultant. And finally, church groups can assist in identifying immigrants and facilitating interaction between the immigrants and police officers.

The action steps needed to implement the strategy include:

**Strategy #1: Improve communications with ethnic minority community**

**Tactic #1:** Establish an advisory council

**Tactic #2:** Establish policy to contact local Spanish-language news media when making a press release

**Tactic #3:** Establish policy of providing ridealongs for advisory council members

**Strategy #2: Improve the internal capabilities of the organization to interact effectively with the ethnic minority community**

**Tactic #1:** Provide in-house on-duty Spanish-language training with incentives for completing the program

**Tactic #2:** Provide cultural awareness training for all staff using ethnic minorities when possible to improve understanding between each group

**Tactic #3:** Develop credit in the selection processes for the selection and promotion of bilingual candidates

**Strategy #3: Seek alternative funding sources for training**

**Tactic #1:** Apply through POST certification process for bilingual education and cultural awareness training reimbursement to the city



**Tactic #2:** Petition POST to consider a new type of reimbursement plan aimed at specific needs of the organization. In this example the need is for bilingual education and cultural awareness training. In another example the agency may need automation training for its staff. The key element is that the training be focused on needs specific to the agency with specific goals a condition of reimbursement.

**Tactic #3:** That the training program be partially funded through contributions from the advisory council and LACA

### **NEGOTIATING ACCEPTANCE OF THE STRATEGY**

To effectively implement the above strategic plan, it is essential to develop a plan for negotiating its acceptance. The policy statement is not negotiable because that signifies the commitment from the top. Without commitment from the top, there is no strategy to implement. The other items are each important, however the degree to which they are implemented are seen as negotiable. For example, additional incentives for bilingual officers should be increased from \$50 per month to 10% of their base salary; however the 10% figure is negotiable. Below is this writer's position, the positions of the selected critical stakeholders, and the negotiating strategy for dealing with the stakeholders.

## **THE WRITER'S POSITION**

Indicated below are the key components of this writer's strategy. They have been grouped by those that are negotiable and those that are not negotiable.

### **NEGOTIABLE:**

1. Additional incentives for bilingual officers
2. Credit in the selection process for being bilingual
3. Incentives for taking language courses.
4. City-paid language courses
5. POST reimbursement for bilingual education and cultural awareness training
6. Ridealongs by advisory council members
7. Change in POST reimbursement plan to include agency-specific training
8. Alternative funding by LACA and advisory council

### **NOT NEGOTIABLE:**

1. Policy statement recognizing the cultural diversity of the community and stressing impartial treatment of all elements of the community
2. Immigrant groups interaction
3. Cultural awareness training
4. Formation of advisory council
5. Policy to contact Spanish-language news media

## **THE STAKEHOLDERS' POSITION**

In order to negotiate the acceptance of a selected strategy it is essential to identify the key stakeholders affected by the strategy. Five critical stakeholders, including one snail darter, were identified. The components are

included for which each stakeholder is considered to offer some flexibility (referred to as negotiable) and those components on which they will hold firm (referred to as not negotiable). Only those components relevant to the specific stakeholder have been identified. For example, negotiations with POST would not involve interaction with immigrant groups and negotiations with the SFPOA would not involve POST reimbursement for bilingual education.

#### Chief of Police

##### NEGOTIABLE:

1. Additional incentives for bilingual officers, taking language courses, and how the program is to be financed
2. POST reimbursement for bilingual education and cultural awareness training
3. Change in POST reimbursement plan to include agency-specific training.

##### NOT NEGOTIABLE:

1. Advisory council
2. Credit in selection process for being bilingual.
3. Policy to contact Spanish-language news media

#### SFPOA

##### NEGOTIABLE:

1. Credit in selection process for being bilingual.
2. Policy of ridealongs

##### NOT NEGOTIABLE:

1. Additional incentives for bilingual officers.
2. City-paid language courses.
3. No penalties against officers that choose not to become bilingual.

#### City Council

##### NEGOTIABLE:

1. Additional incentives for bilingual officers

2. Credit in selection process for being bilingual
3. Incentives for taking Spanish courses
4. City-paid language courses
5. Consultant to improve cultural awareness of officers

NOT NEGOTIABLE:

1. That basic police services be maintained at present level

#### POST

NEGOTIABLE:

1. POST reimbursement for bilingual education.
2. POST reimbursement for cultural awareness training of department.
3. Change in POST reimbursement plan to include agency-specific training.

NOT NEGOTIABLE: None.

#### Snail Darter: Courts

NEGOTIABLE:

1. Incentives that apply equitably within the law.

NOT NEGOTIABLE:

1. Any incentive or selection process that is discriminatory.

### NEGOTIATING STRATEGY

After identifying the key components of the strategy and analyzing the critical stakeholders and their stances on the various components of the strategy, it is essential to identify the broad strategies and specific tactics that would be employed to deal with each stakeholder. Because the needs of each stakeholder varies from the needs of the others, strategies and tactics will vary depending on the stakeholder.

## 1. Chief of Police

### *Strategies*

When: FORBEARANCE - It is essential to identify when the Chief of Police will be receptive to the various components of the plan. This includes being cognizant of the budgetary process and developing a sense of the best time to propose the matter.

How and When: PARTICIPATION - The Chief of Police is critical to the success of the plan, for without his support, nothing will occur. Therefore, it is essential to enlist his support for the components of the strategy.

MUTUAL GAIN - It is essential to work with the Chief of Police to reach a settlement in which both he and this writer are satisfied.

Leverage: RATIONALITY - The Chief of Police would base the decision as to whether or not to pursue this strategy on knowledge, information and facts. Therefore, it is important to demonstrate to him how this would assist the department in accomplishing the mission

## 2. SFPOA

### *Strategies*

How and Where: PARTICIPATION - Most of the components in the strategy are beneficial to the association. Therefore, it would be best to develop a relationship in which both parties benefit, a friendship.

MUTUAL GAIN - It will be important to work with the association to reach a settlement in which both parties are fully satisfied

**Leverage:** PSYCHOLOGICAL INFLUENCE - It is essential in the negotiation of this strategy to effectively listen to the feelings, values and beliefs of the association. There may be feelings of being threatened that need to be addressed. By resolving these needs in a problem-solving environment, trust can be developed to gain a settlement.

### 3. City Council

#### *Strategies*

**When:** FORBEARANCE - Timing will be critical to obtain the necessary funding. It will be essential to ensure that there is a sensitivity to the issue, and that as many elements as possible are in place. For example, it may be beneficial to determine the amount of funding from POST prior to approaching City Council. It is possible that it may be necessary to await the appropriate "emergency".

LIMITS - Many of the components are negotiable as to the degree in which it is funded, such as incentive pay for bilingual officers. Therefore, it may be necessary to use some type of limit; i.e., if the City Council (three of which are bilingual) wants bilingual officers, it will have to provide some level of incentive pay greater than currently exists.

**How and Where:** CROSSROADS - One strategy that may be effective is to propose the total package at one time. In this manner the police department may be able to make concessions on one component while gaining on another. In a similar manner, the concept of **compromise** can be used in which both parties get only part of what they want.

**Leverage:** RATIONALITY AND PSYCHOLOGICAL INFLUENCE - It will be necessary to gain leverage through knowledge, information and facts, however when the decision is finally made, it will probably be made by appealing to feelings, values and beliefs; i.e., that to best serve the needs of their constituents, it is essential that the components of this strategy be funded to provide more bilingual officers to the community.

#### 4. POST

##### *Strategies*

**When:** FORBEARANCE - As stated previously in the stakeholders' analysis, POST has a state-wide viewpoint and its policies and procedures are developed for a state-wide application. For them to consider the components relevant to them, the problem and solution will have to be studied at many levels. It will be essential to be patient until all of the pieces necessary for action are in place.

**How and Where:** PARTICIPATION - It will be essential to demonstrate how not only San Fernando will benefit, but the other agencies in California, and POST itself will benefit. By enlisting POST as an ally, all agencies of California plus the State of California have won in providing what is considered one of the best calibers of law enforcement available.

SALAMI - While there are only three components relevant to POST, it may be necessary to divide up the components and address one component at a time.

MUTUAL GAIN - It will be important to show how both agencies will gain. The agencies can gain by being funded on training

needs not currently provided, and POST can gain, possibly through new funding concepts that could reduce the level of administration, such as through grant-like funding programs.

Leverage:

RATIONALITY AND POWER - It will be important to enter into the negotiations with knowledge, information and facts and attempt to persuade through rational arguments. However, support through associations of chiefs of police and sheriffs, could have a deciding influence on POST.

##### 5. Snail Darter. Courts

###### *Strategies*

Leverage:

RATIONALITY - The courts will only become involved in the event a component becomes involved in a legal; i.e., the credit in the selection process is considered discriminatory. The only approach which would be effective would be the use of knowledge, information and facts to try to influence the decision of the court, as they decide based on rules, procedures and legal requirements.



## Chapter 4

### TRANSITION MANAGEMENT PLAN

**Managing the transition from an agency with little formal interaction with an ethnic group to an agency that promotes the use of its services specifically to ethnic groups**

In the Strategic Management Plan the situation was analyzed to include the environment and the organization, stakeholders were identified and analyzed, alternative strategies were identified, analyzed, and selected, and an implementation plan was developed. The implementation plan will demonstrate how to get from the present state to this desired future state.

### **IDENTIFICATION OF THE CRITICAL MASS**

The first step in developing a transition management plan is to identify the critical mass that is relevant to this plan. The critical mass is the minimum number of persons who, if they support the plan, can make the change succeed; however if any of them are against it, it is likely to fail. Once this critical mass is identified, it is then necessary to devise individual influence strategies.

The strategy for each individual varies. For one the strategy may be to try to get that person not to fight us; i.e., they will let change happen. It is essential that there is one key player that will make it happen and others are needed to help it happen. The key is to identify the present degree of commitment and identify that person's minimum commitment necessary. This can also include influencing a person who wants to make it happen into getting them to let it happen; i.e., while that person's support is essential, it may be better if they are not clearly identified with the change.

In this specific plan the key players identified are the City Administrator, the Chief of Police, a Sergeant who is influential informally within the organization, a priest from a local parish influential with the latino immigrant population, the City Mayor, the POST Commissioner, a consultant to the police department regarding immigrant culture, and finally, an individual seen as a leader within immigrant groups.

The person identified as necessary to make the change happen is the Chief of Police. Without his commitment, there can be no change within the police department and it is essential that he champion the cause of the change to the rest of city government, to local civic groups, and to POST. Fortunately, his present degree of commitment is seen as Make It Happen, so no influence is necessary.

Five persons are seen as having the present degree of commitment as "No Commitment"; the City Administrator, the Sergeant, the Executive Director of POST, the cultural consultant and the immigrant group leader. The City Administrator and the cultural consultant are needed to help it happen and the other three are needed to let it happen. The Santa Rosa Priest and the Mayor have the present degree of commitment of let it happen, however they are needed to help it happen. Attached is an exhibit that demonstrates these changes needed.

As indicated, the strategy for each individual varies. One model identifies the below six intervention strategies to overcome resistance: Problem finding; education intervention; resistance management; role modeling; changing reward systems; and "forced" collaboration. Below, the intervention strategy for each key player is identified with a brief description of the strategy.

- City Administrator. Two methods were identified as effective intervention strategies; problem finding and educational intervention. Both of these strategies are designed to unfreeze attitudes. The problem finding strategy involves getting those concerned with change together to identify and clarify all aspects of the problem. Problem finding allows players to change their minds without having to say so. The education activities will help the City Administrator understand a change problem and offer needed commitment.

- Police Sergeant. The intervention strategy identified to gain commitment from the Police Sergeant was changing rewards. In this change strategy it will be essential to identify a reward system that strives for a balance between rewards for what a person knows and for what he or she does. The Sergeant will have to be convinced that his letting this program happen will bring him rewards that no commitment will not bring.

- Parish Priest. The intervention strategy identified to gain commitment from the parish priest is problem finding. Again, by making him part of the solution rather than the problem, he will be able to assist in identifying and clarifying all aspects of the problem and from this, the writer will encourage commitment.

- City Mayor. The intervention strategy identified to gain commitment from the City Mayor is educational intervention. One benefit of this strategy is that there are two places inside which the activities of our daily lives are irrelevant: the house of worship and the school -- or more broadly, the learning situation. In the classroom, it usually does not matter who you are the rest of the time; all students are equal during class. This type of activity can help people understand a change problem and offer needed commitment.

- Executive Director, POST. The intervention strategy identified to gain commitment from the Executive Director of POST is probably the most risky; to use "forced" collaboration. Normally this strategy is a low-risk mechanism or activity that allows people to collaborate even if they have vastly different biases. This only works, however, when there is already consensus on a bigger objective, within which disagreements over lesser issues can be explored. In this instance, it will be essential for the Chief of Police to develop the support of other law enforcement executives to gain a consensus on a bigger objective, specifically, the need for a broader certification process that recognizes technical skills, such as bilingual abilities, and recognizes the need to respond

to specific needs of law enforcement agencies other than management counselling. The processes are in place, but there needs to be more responsiveness to individual, specific needs of each agency.

- Immigrant Group Leader. The intervention strategy identified to gain commitment from the immigrant group leader is again problem finding, for many of the same reasons identified for the parish priest.

### MANAGEMENT STRUCTURE

The transition state often differs significantly in its roles, tasks, and resources. The transition state therefore usually requires a separate structure and management appropriate to its unique work.

Below are the elements considered essential for selecting a change-management structure:

- The clout to mobilize the resources necessary to keep the change moving.
- The respect of the existing operating leadership and advocates of change.
- Effective interpersonal skills.

The management structure selected was to appoint a project manager from departmental management staff. In this structure the project manager would function from the office of the Chief of Police and would have the power of that office to manage the change.

This structure was selected for two reasons. First, this change requires someone able to deal with the diverse groups and the critical mass. In addition,

the manager selected is able to delegate those duties and assume the responsibilities of the project as his "real job".

## **TECHNOLOGIES AND METHODS USED TO SUPPORT IMPLEMENTATION**

Above described are the critical mass relevant to this plan and the management structure that should be established to manage this planned transition. The question now is, how to get the commitment needed. Below are the intervention strategies that can be employed to support implementation.

### **Responsibility Charting**

The use of a responsibility chart can be used to assess alternative behaviors for each party in a series of actions bringing about change. Each actor is identified and each decision or act is identified. Then, for each actor, their level of behavior for each step in the process is identified; whether it be responsibility, approval, support, inform, or that they are irrelevant to this item. This tactic helps to reduce ambiguity, wasted energy and adverse emotional reactions between individuals or groups whose interrelationship is affected by change. This would be especially effective when dealing with staff within the police department. Appendix O provides an example using a hypothetical example for implementing a cultural awareness program.

### **Organizational Confrontation Meeting**

An organization confrontation meeting brings together the organization in subgroups to prepare lists of desired changes, identify broad categories of change, sort the changes, and then select action items and frame action plans, recommend priorities to top management and plan for communicating. With this

type of meeting, the group is committed because the ideas for change are those of the group.

### **Educational activities, such as training workshops and team building**

In the implementation plan one of the actions identified is to encourage officers to become bilingual, including increasing bilingual pay, and to provide programs at no cost to the officers with incentives to take the courses. These educational activities will give the employees the skills necessary for the plan to succeed and gain their commitment.

### **Experimental projects**

In this strategy, a project is identified as experimental; the organization is willing to try out new things. This type of project is particularly effective because there is no fear of failure; no one has placed their reputation at stake with the project and it is recognized as an experiment. This would assist in managing anxiety and uncertainty during transition.

### **High viability, high probability of success pilot projects**

A final tactic that can be utilized is to implement a pilot project that is highly likely to succeed. From this first positive step, success will breed success and the program can be implemented. This tactic would provide an incremental approach to implementing the plan.

## Chapter 5

# CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

**The next ten years and beyond**



## CONCLUSIONS

Toffler (p. 262) believes that the period that society is now entering requires new structures. Daily, headlines report some new unpredicted crisis or breakthrough. Events accelerate beyond any reasonable capacity to stay on top of them. Like the homeless problem, drug abuse, too, requires integrated action by many bureaucracies simultaneously. More and more of these problems wind up in limbo, and more turf wars break out to consume government resources and delay action. All this suggests that, as we move deeper into the super-symbolic economy, mounting pressures will force governments, like corporations before them, into a painful restructure.

From the material presented thus far, and from the above, the conclusion regarding the issue, "What strategies will be required to increase police service to ethnic minorities by the year 2001", is threefold:

- A rethinking of basic product (service) assumptions; e.g., rather than wait for the community to call on the police, the police will "solicit" calls for service through improved communications and relationships with the community segments not fully using services.
- "Putting sidewalks where people are walking"; i.e., establishing communications networks with structures used by the community, such as churches and service providers and provide services through these structures, rather than trying to form neighborhood watch programs etc. and trying to get the community to "walk on our sidewalk".

- Leadership within law enforcement will have to reconcile the needs of the community with the concerns of the organization. Tactics will be necessary to improve the skills of the officers and to increase their cultural awareness.

Conclusions regarding the sub-issues include:

1. Will resources be available to law enforcement to promote the use of services to thenic minorities?

Incentives will be necessary for hiring , bilingual skills, and education. Training is necessary for language and cultural awareness training. Because of increased service demand without equivalent resources increases, it will be essential that alternative funding resources be identified. These include POST reimbursements and private contributions from stakeholders with a vested interest in program success.

2. What structure will be used by law enforcement to promote the use of its services by thenic minorities?

The key element is this strategy is to empower existing staff to participate in the networks. This will necessarily include staff at the line levels. The key is to have specific responsibility assigned to one person to maintain these contacts. Various structures were noted during the program visits. In one it was a police lieutenant assigned community relations, in another it was a civilian in community relations, and in another it was a gang detective assigned to Asian gangs. Each was effective.

3. What are the perceptions of the police by ethnic minorities?

The review of periodicals demonstrated that problems exist in the manner in which ethnic minorities view the police. These perceptions can be carried over from preconceived ideas from other countries or can be created by communications barriers. But the barriers need to be addressed. While the survey could be perceived as favorable, there were indications that the level of confidence in the police by the ethnic minority community needs to be and can be improved.

4. What will be the impact on reported crime by the increased use of police services by ethnic minority population?

It is anticipated that, from implementing the above strategies and tactics, the levels of reported crime may increase. It is important to project this when initiating the program and keep the city council informed. The council must be convinced that this increase in reported crime reflects an increased confidence in the police. Conversely, through an increased level of confidence in the police, reported crime may decrease. This would occur through improved participation between the police and the community.

### RECOMMENDATIONS

Law enforcement cannot wait for events to overwhelm them, but must act now to minimize future events. Below are six steps that can be taken to prepare for the future:

1. Establish policies for:

- Equal treatment irregardless of ethnicity
- Establishing contacts with the media used by local ethnic minority groups
- Sending a representative to social functions of ethnic groups
- Ridealongs with key representatives of ethnic minority groups to improve communications

2. Establish outreach programs, such as storefront operations and footbeats.

3. Establish advisory councils involving various structures, such as churches and service providers (e.g., immigration services), and other services such as other city departments, Department of Motor Vehicles, educational institutions, public social services, etc.

4. Empower staff through incentives and training.

5. Establish hiring preferences to reflect the ethnic makeup of the community.

6. Identify alternative funding sources, including POST and private contributors.

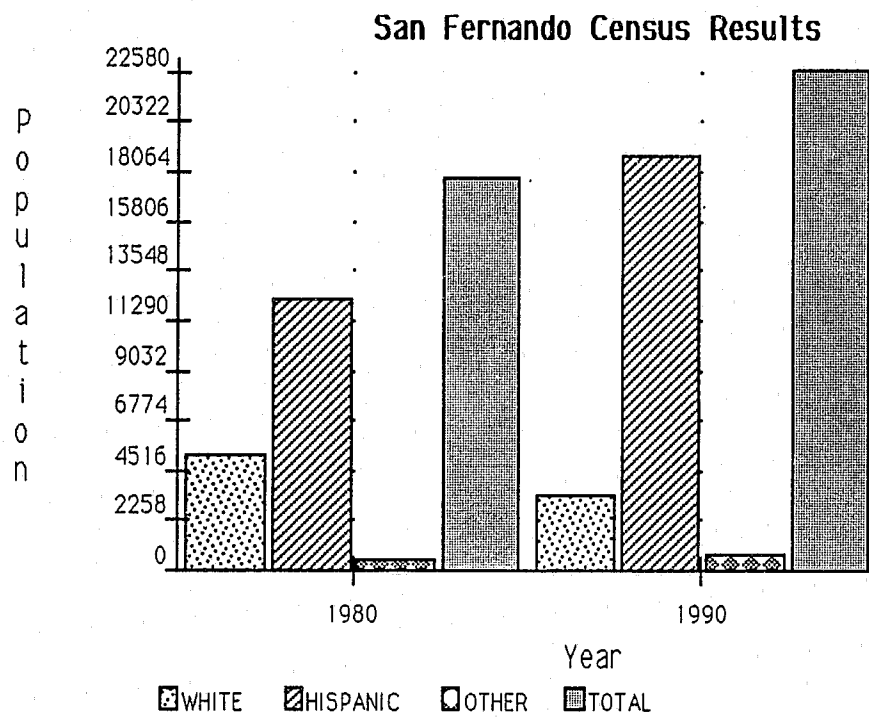
### FUTURE IMPLICATIONS

The study of an issue seems to create more questions than answers. Similarly, in the course of this study, additional areas of study were identified. Below are three areas suggested for further research:

1. The correlation between ethnicity and the use of police services.

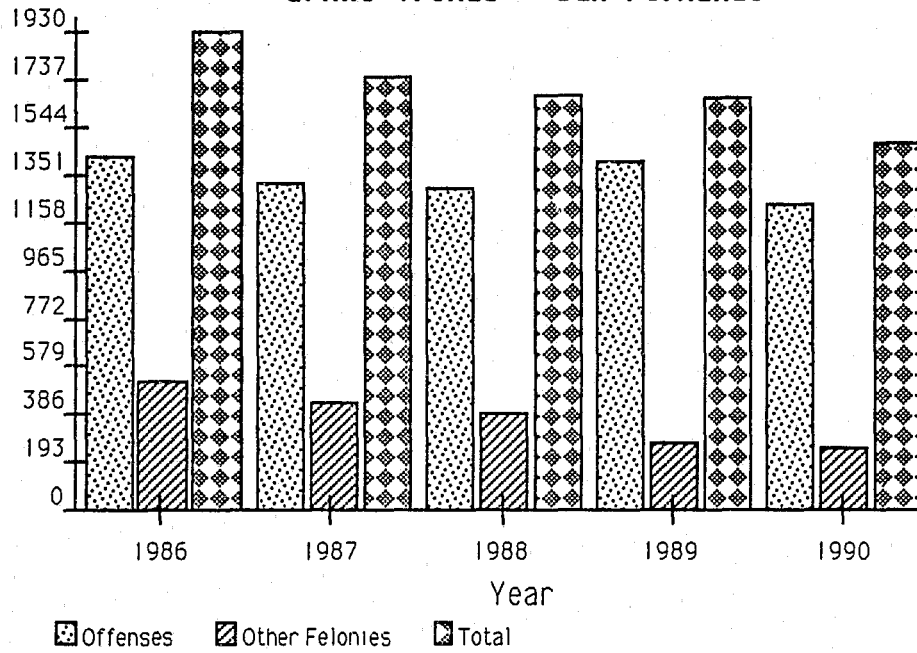
2. Identification of the benefits perceived by ethnic minorities of police services; then promote these benefits in an effort to increase the use of police services.

3. A marketing curriculum for law enforcement management should be developed. From this new management models similar to the command college model would provide additional tools to improve the effectiveness of law enforcement.



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### Crime Trends - San Fernando



**PERCEPTION OF POLICE SURVEY**

**ENCUESTA SOBRE SU OPINION ACERCA DE LA POLICIA**

City of Residence

Ciudad de Residencia \_\_\_\_\_

Country of Birth

País de Nacimiento \_\_\_\_\_

Age

Edad \_\_\_\_\_

Years in the United States?

Años en los Estados Unidos? \_\_\_\_\_

English speaking ability (please check one only)

Abilidad para hablar Inglés (Por favor marque una solamente)

Fluent

Fluido( )

Nearly Fluent

Casi fluido( )

Some English

Algo de Inglés( )

Little English

Poco Inglés( )

No English

No Inglés( )

**Check (✓) one only please:**

**Marque (✓) uno solamente por favor**

1. What is the normal role of police from your country?

Como son las funciones normales de la policía de su país de origen?

\_\_\_\_ Very Helpful

De much ayuda

\_\_\_\_ Not Very Helpful

Muy poca ayuda

\_\_\_\_ Somewhat helpful

Alguna ayuda

\_\_\_\_ Not Helpful at all

Ninguna ayuda

\_\_\_\_ Moderately Helpful

De ayuda moderada



2. How are the police in the United States perceived by this community?  
Como percive esta comunidad a la Policía en los Estados Unidos?

☐ Very Helpful  
De much ayuda

☐ Somewhat Helpful  
Alguna ayuda

☐ Moderately Helpful  
De ayuda moderada

☐ Not Very Helpful  
Muy poca ayuda

☐ Not Helpful at all  
Ninguna ayuda

3. How confident do you feel about calling on the police for help?  
Se siente Ud. con confianza para llamar a la policía y pedir ayuda?

<input type="checkbox"/> Very confident Con mucha confianza	<input type="checkbox"/> Not confident Algo de confianza
<input type="checkbox"/> Somewhat confident Confianza moderada	<input type="checkbox"/> Very unconfident No tengo confianza
<input type="checkbox"/> Moderately confident Mucha desconfianza	

4. What fears do you have about calling the police?  
Que temores tiene usted cuando llama a la Policía?

---

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5. Have you called the police? ☐ Yes ☐ No  
Ha llamada usted a la Policía? ☐ Sí ☐ No

If yes, why did you call the police?  
Si contestó sí, por que razon llamo a la policía?

---

If no, did you need to call the police but chose not to? ☐ Yes ☐ No  
Si contestó que no, necesitaba usted llamar a la policía y decidió no hacerlo? ☐ Sí ☐ No

Why did you choose not to call the police?  
Por qué decidió no llamar a la policía? \_\_\_\_\_

If you had some contact with the police, how would you rate the service that you received from the police?

Si usted ha tenido algun contacto con la policia, como calificaría el servicio que ellos le ofrecieron?

- \_\_\_\_\_ Excellent  
Excelente
- \_\_\_\_\_ Good  
Bueno
- \_\_\_\_\_ Fair  
Regular
- \_\_\_\_\_ Poor  
Pobre
- \_\_\_\_\_ Not applicable  
No es aplicable

6. If you were involved in a traffic accident, you would:

Si se ve envuelto en un accidente de tráfico, use que haría?

- a. \_\_\_\_\_ stop, call the police  
parar y llamar a la policía
- b. \_\_\_\_\_ stop, exchange information with the other driver  
parar, y tomar la información del otro chofer
- c. \_\_\_\_\_ continue driving  
continuar manejando

If the answer was (c), why would you continue driving?

Si la respuesta fue (c) por que continuaria usted manejando?

---

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7. How safe do you and your family feel in your home?

Se siente usted y su familia seguros en su casa?

- ☐ Very safe  
Muy seguros
- ☐ Usually safe  
usualmente seguros
- ☐ Somewhat safe  
Algo seguros
- ☐ Somewhat concerned  
Algo seguros
- ☐ Very concerned  
Muy preocupados

8. What do you consider the major concern in the community which affects the safety of your family?

Cual considera usted su mayor preocupacion en la comunidad que afecta la seguridad do su familia?

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9. When you have contacted the police department has there been a communications barrier?

Cuando usted se ha puesto en contacto con el departamento de policia, han habido problemas en cuanto a la barrera de comunicacion?

- ☐ Yes  
Si
- ☐ No  
No
- ☐ Sometimes  
Algunas veces

## SURVEY RESULTS

### PERCEPTION OF POLICE SURVEY

#### Survey Results

City of Residence		Age:	Total	Percentage
San Fernando	48	0 - 20	6	7
Pacoima	13	21-30	28	32
Sylmar	9	31-40	21	24
North Hollywood	8	41-50	17	20
Other	18	50 +	15	17
Total		Total	87	
96(*)				
Country of Birth		Years in U.S.	Total	Percentage
Mexico	68	0-5	25	30
El Salvador	10	6-10	22	26
Honduras	2	11-15	14	17
Chile	2	16-20	9	10
Korea	2	20 +	14	17
Others	8			
Total		Total	84	
92				
English speaking ability		Age:		
Fluent	17	Mean: 37.2		
Nearly Fluent	12	Range: 15-77		
Some English	29			
Little English	16			
No English	13	Years in U.S.		
Total		Mean: 11.77		
87		Range: 1 month - 38 yrs		

---

#### 1. What is the normal role of police from your country?

Very Helpful	13
Somewhat Helpful	23
Moderately Helpful	18
Not Very Helpful	37
Not Helpful At All	6

\* **NOTE:** Respondants to the survey did not answer every question. There were 97 surveys completed.

## **SURVEY RESULTS**

### **2. How are the police in the United States perceived by this community?**

Very Helpful	45
Somewhat Helpful	25
Moderately Helpful	12
Not Very Helpful	13
Not Helpful At All	2

### **3. How confident do you feel about calling on the police for help?**

Very confident	43
Somewhat confident	28
Moderately confident	6
Not confident	12
Very unconfident	4

### **4. What fears do you have about calling the police?**

None	54
------	----

#### **Other responses:**

- When you call they ask many question that one doesn't know the answer
- They don't respect the rights of people
- They don't understand our culture
- There are some that we can't trust
- They aren't present at the moment that they are needed to help
- Take too long to answer calls
- Racist
- They don't understand the Hispanic community
- They don't speak the same idioms
- They (the person) may be mistreated

### **5. Have you called the police?**

Yes	38
No	54

## **SURVEY RESULTS**

**If yes, why did you call the police?**

- Report a stolen car
- To report a disturbance
- Problems with neighbors
- Someone was shot
- To report a traffic accident
- To report a robbery
- To report gang violence

**If no, did you need to call the police but chose not to?**

Yes	2
No	34

**Why did you choose not to call the police?**

- It wasn't important and I didn't believe it was necessary
- For fear of the person

**If you had some contact with the police, how would you rate the service that you received from the police?**

Excellent	15
Good	29
Fair	18
Poor	4
Not Applicable	8

**6. If you were involved in a traffic accident, you would:**

a. stop, call the police	51
b. stop, exchange information with the other driver	48
c. continue driving	0

**If the answer was (c), why would continue driving?**

No responses to this question

## SURVEY RESULTS

### **7. How safe do you and your family feel in your home?**

Very safe	25
Usually safe	27
Somewhat safe	33
Somewhat concerned	0
Very concerned	8

### **8. What do you consider the major concern in the community which affects the safety of your family?**

• Gangs (and cholos)	20
• Graffiti and gangs	4
• Home and car thefts	1
• The police	1
• Drugs and drug addicts	12
• Marijuana users	1
• Alcoholism	4
• There is no work	1
• Robbers	1
• Corruptors	1
• Lack of city services	1
• Too many law breakers and not enough police	1
• Laws are too lenient on "street punks"	1
• The police are racist and they don't let us speak	1

### **9. When you have contacted the police department has there been a communications barrier?**

Yes	15
No	49
Sometimes	7

## TRENDS

1. The level of service demand with fewer resources.
2. Disparity between haves and have-nots.
3. On-going programs to recruit minorities.
4. Continued high levels of immigration.
5. Continued significant increases in school age minority population.
6. Development of educational programs for new immigrants relative to law enforcement in the United States.
7. Level of contact with community by law enforcement agencies.
8. Increased sensitivity of law enforcement to issue of services to ethnic groups.
9. Non-responsive electorate and officials relative to ethnic communities.
10. Year round schools in more communities.
11. Increasing focus on adult English literacy.
12. Level of competition between ethnic communities for available resources (jobs, educational opportunities, etc.)
13. More commitment by law enforcement to provide bilingual skills to its employees.
14. Increasing ethnic minorities in elected positions.
15. Over-burdened, under-funded institutions and services.
16. More hiring of officers with humanistic background rather than with a liberal arts (criminal justice) background.
17. Higher salary/benefits for multi-lingual officers.
18. Increased demand for labor force parity in ranks above entry level.
19. Continued population explosion in California.
20. Gradual acceptance of community-oriented philosophy by line officers.
21. Reliance on technological advancements to free up time of officers for more personal contacts.



22. Level of hiring those with bilingual skills and developing bilingual skills of current and future employees.
23. Continued improved economy of Mexico.
24. Continued free trade with Mexico.
25. Return to programs putting officers in closer contact with community; e.g., Footbeats, bicycles, store fronts and park patrols.
26. Impact of drought on agricultural industry.
27. Impact of drought on no-growth initiatives.

# TREND EVALUATION CHART

TREND STATEMENT			LEVEL OF THE TREND (today = 100)			
			5 Years Ago	Today	5 Years From Now	10 Years From Now
T-1	Level of service demand with fewer resources		80	100	120	150
					100	110
T-2	Continued high level of immigration		75	100	150	160
					110	120
T-3	Increased competition between ethnic groups for available resources		60	100	150	200
					120	150
T-4	Closer contact with community by law enforcement agencies		70	100	150	200
					200	300
T-5	The level of hiring of and development of bilingual staff		60	100	140	180
					175	200

Note: All scores are the median estimate of the panel

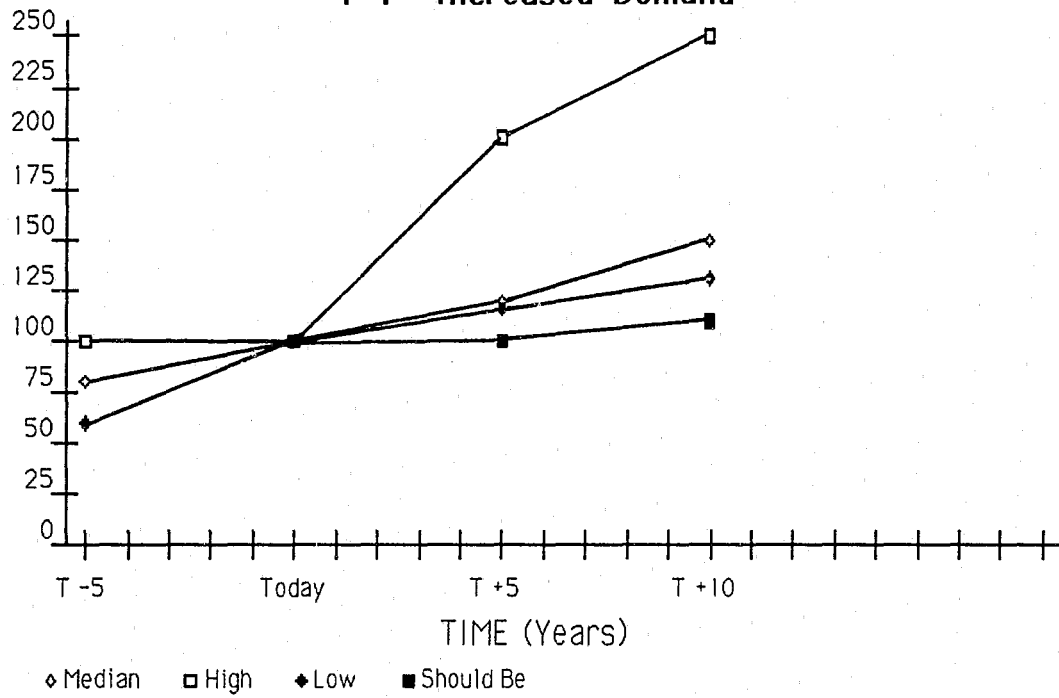
Key:

Expected Level
Preferred Level

# GRAPHS OF TRENDS

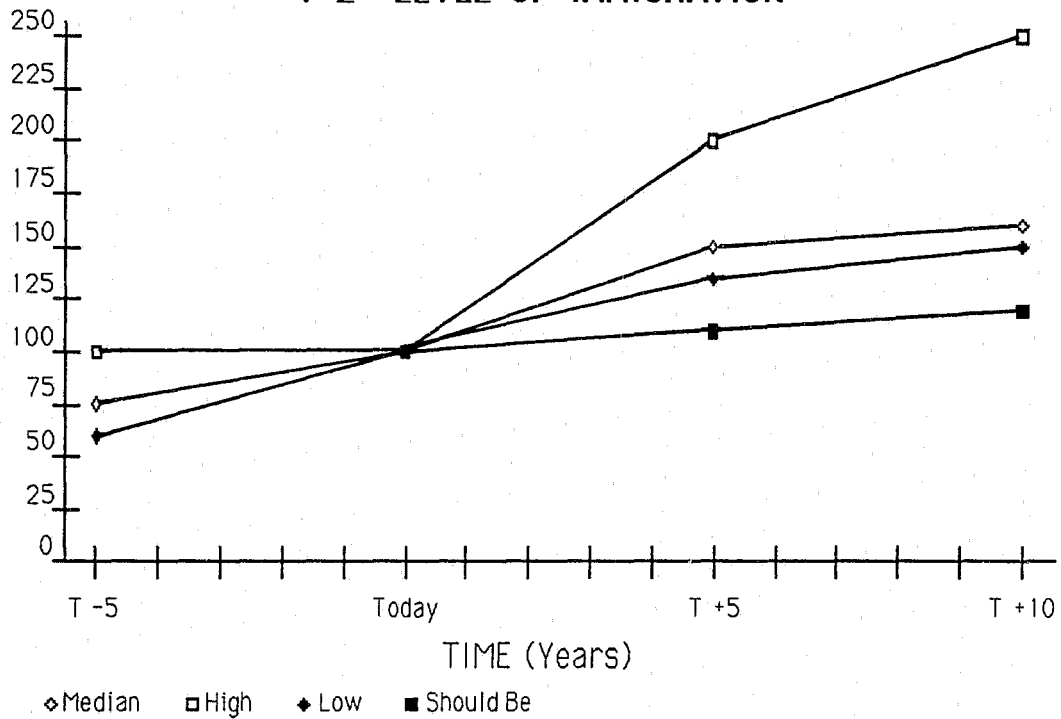
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**T-1 Increased Demand**



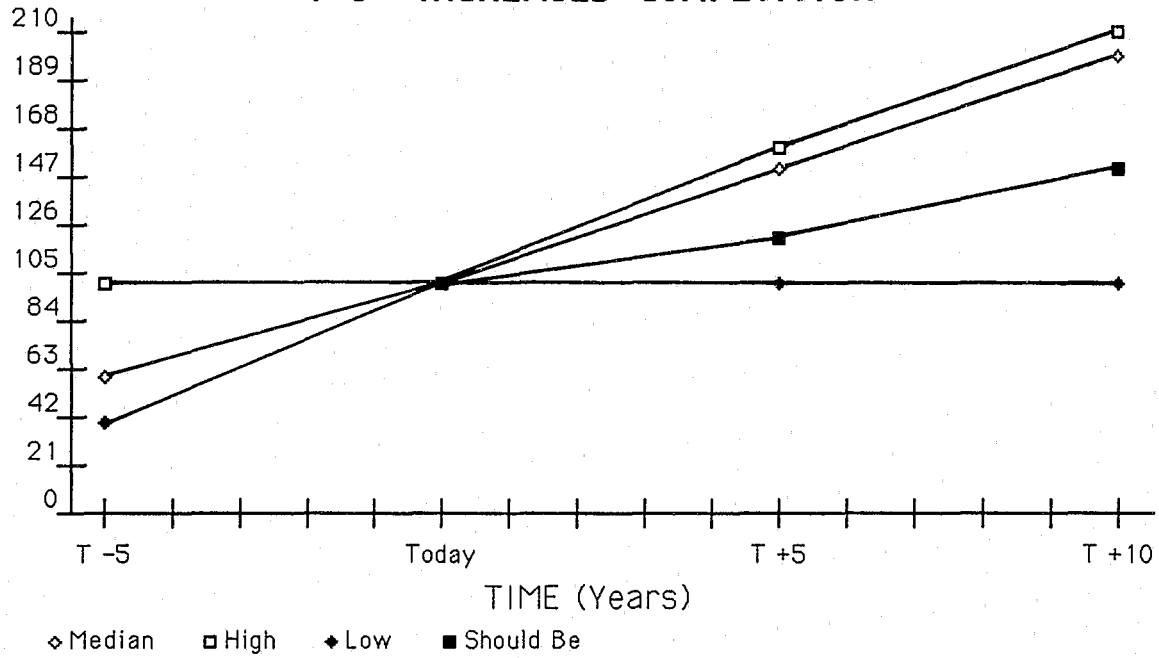
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**T-2 LEVEL OF IMMIGRATION**

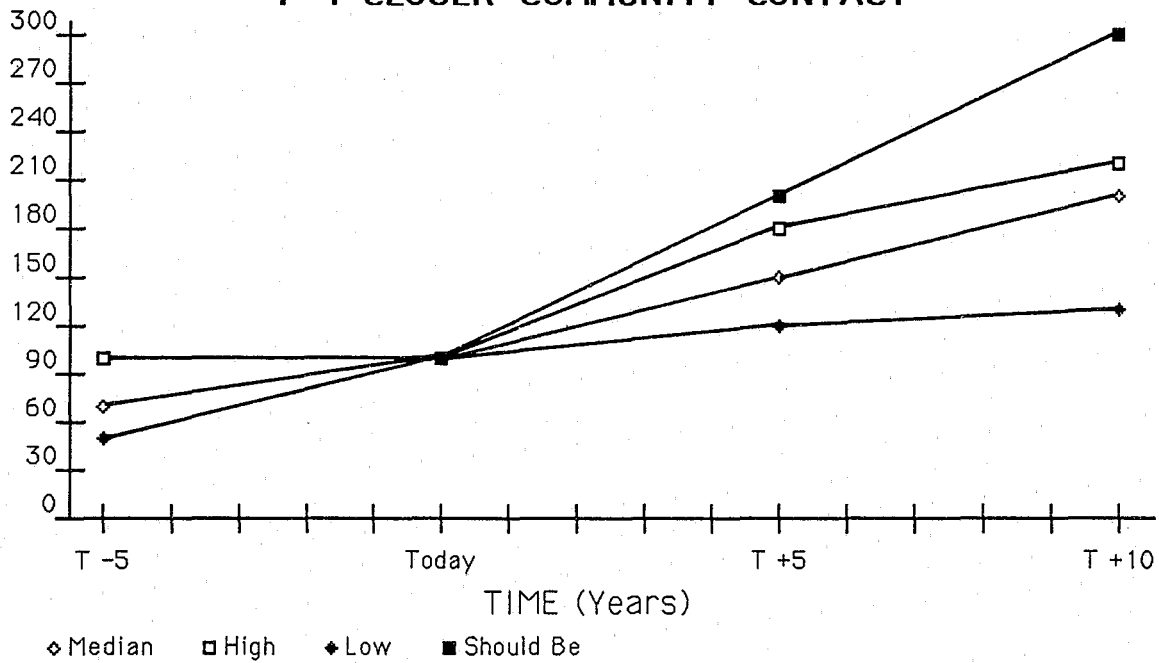


# GRAPHS OF TRENDS

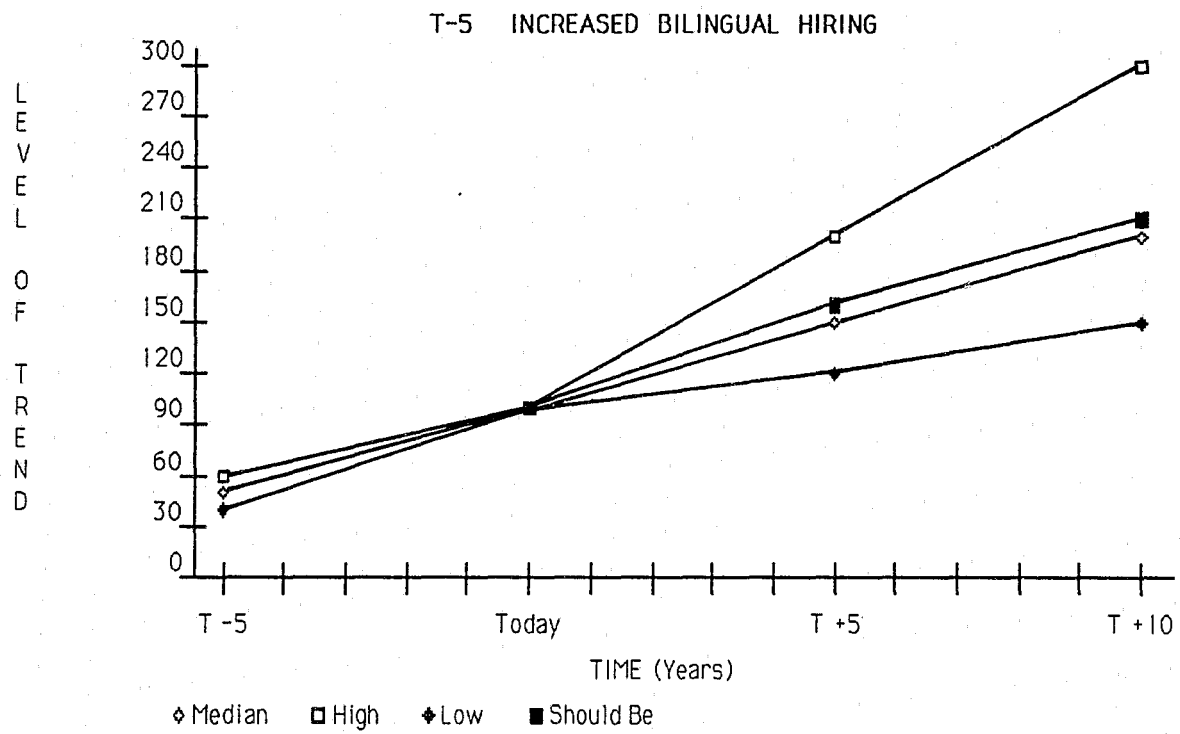
## T-3 INCREASED COMPETITION



## T-4 CLOSER COMMUNITY CONTACT



# GRAPHS OF TRENDS



## EVENTS

1. Legislation requiring local law enforcement to enforce immigration laws.
2. Gang slaying of high school students.
3. Indecisive or political gridlock of decisions.
4. State mandated cultural awareness training.
5. Tragic incident in minority neighborhood caused by language barrier.
6. Local ordinance prohibiting contact between local law enforcement and INS.
7. Election of ethnic representatives.
8. Passing of a backlash law that, if you are not a citizen, you will not be eligible to receive services.
9. Graffiti on the wall by teenagers.
10. Immigration laws altered to allow more ethnic groups into the country.
11. Ethnic candidate perceived as best qualified not promoted.
12. Passage of strong hate crime legislation.
13. Asian gangs target non-Asian victims.
14. More adult schools for ethnic groups.
15. Creation of ethnic community - Koreatown, Chinatown.
16. Another immigration amnesty.
17. Vandalism of ethnic centers.
18. Positive police involvement in community event.
19. Program to actively recruit minorities into law enforcement.
20. Hand-held, user friendly translation device.
21. Local ordinance passed to permit licensed, controlled street vending.
22. Increase of bilingual teachers in elementary schools.
23. Mandatory hiring quotas.

24. State-wide funding incentives for law enforcement to promote interaction with ethnic groups.
25. Communicating with homeless ethnic groups.
26. National identification card.
27. Cultural exchange program at government level.
28. Increased communication/involvement in schools.
29. Federal funding to communities receiving immigrant residents.
30. Mexico will discontinue practice of prosecuting its nationals for crimes occurring in U.S.
31. Alcohol-awareness program aimed at ethnic groups.
32. Initiating of major new program (like DARE).
33. Media reporting accuracy.
34. Reinstitution of immigrant settlement house program.
35. Law enforcement support of grass roots community programs.
36. Violence that looks like ethnic violence but is economic violence.
37. Increasing international visits and sharing information.
38. Social riot occurs as immigrant groups band together against the "Establishment".

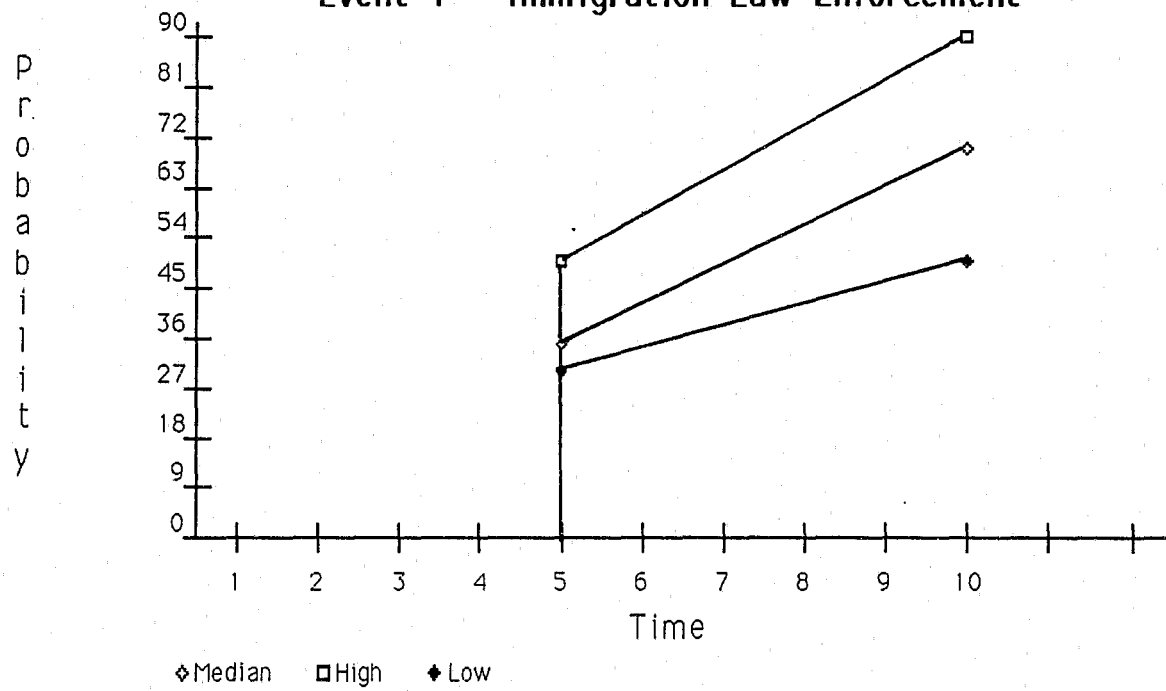
# **EVENT EVALUATION CHART**

EVENT STATEMENT		YEARS UNTIL PROBABIL- ITY 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)
<b>E-1</b>	Legislation requiring local law enforcement to enforce immigration laws	5	35	70	3	7
<b>E-2</b>	Much publicized tragic incident in minority neighborhood caused by language barrier	1	70	90	4	6
<b>E-3</b>	Backlash law - not a citizen, no service	3	35	70	6	8
<b>E-4</b>	Hand-held translation device	3	65	90	8	0
<b>E-5</b>	Social riot as immigrant groups band together against the "Establishment"	4	35	65	5	7

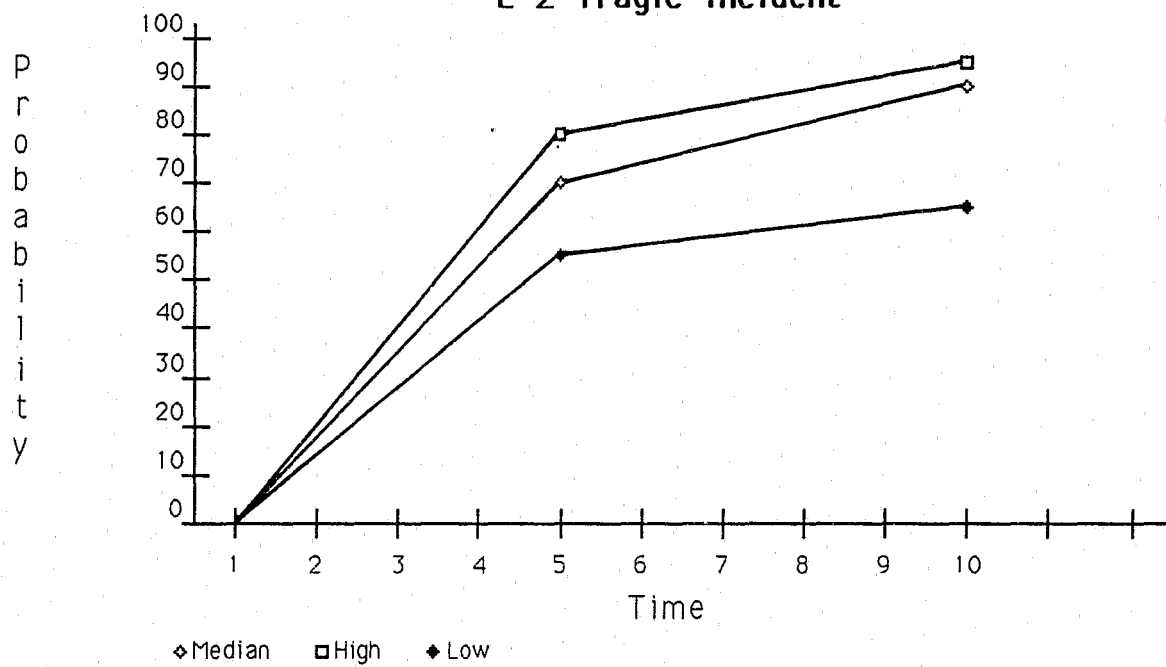
All estimates are panel median estimates

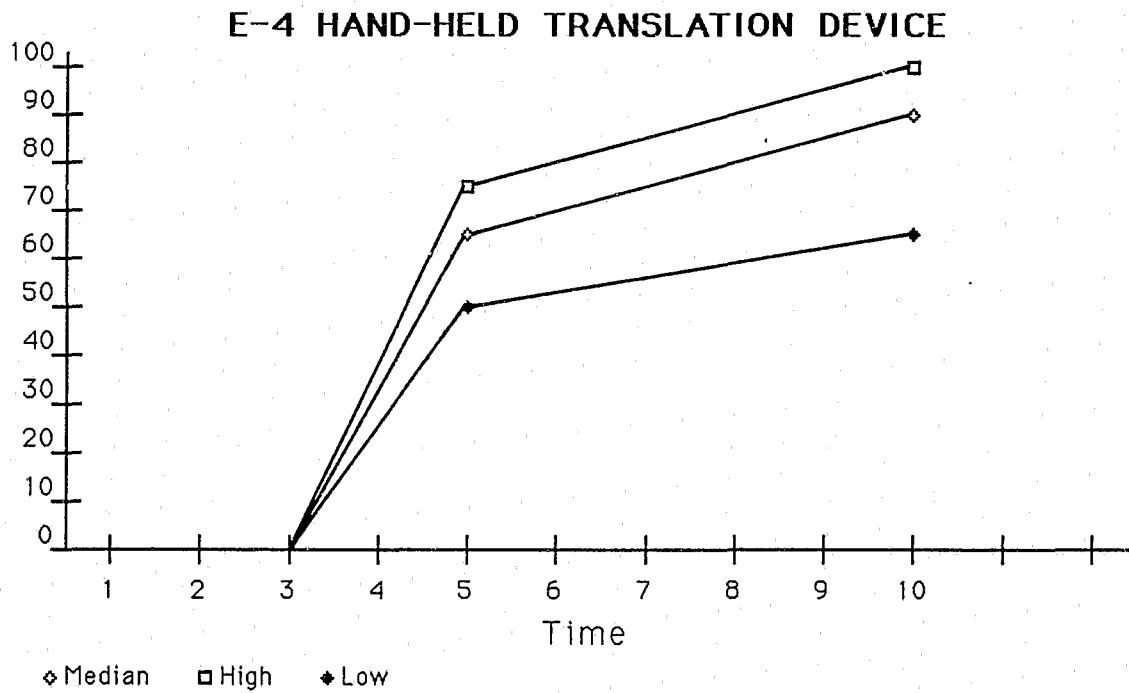
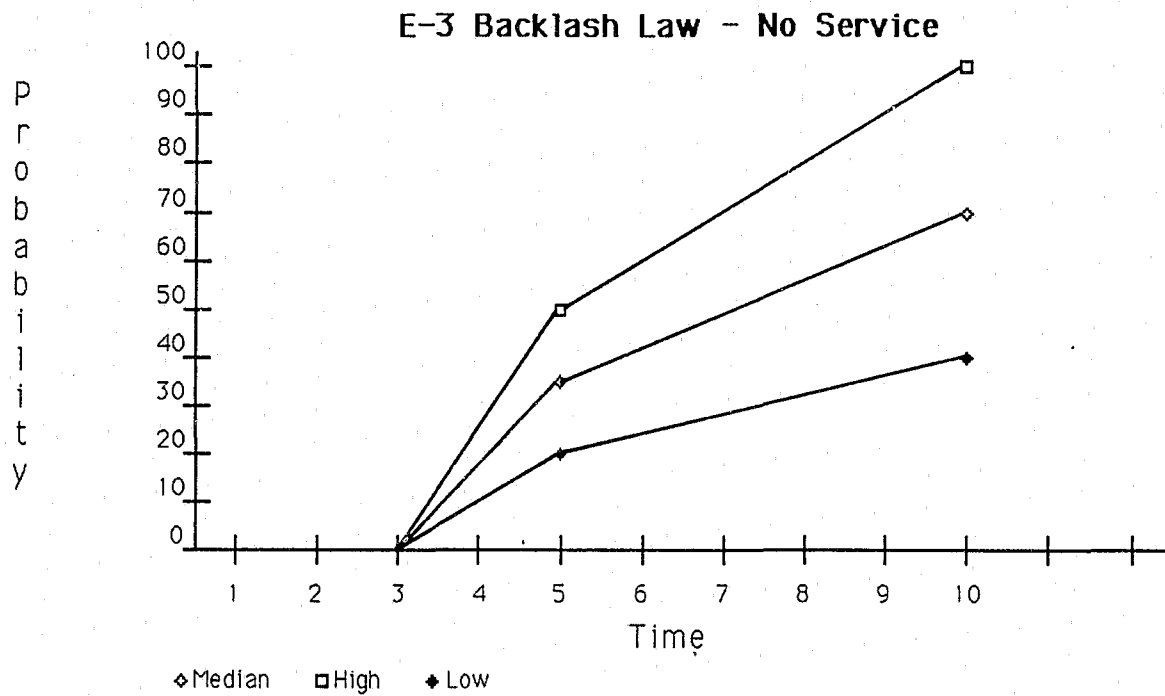


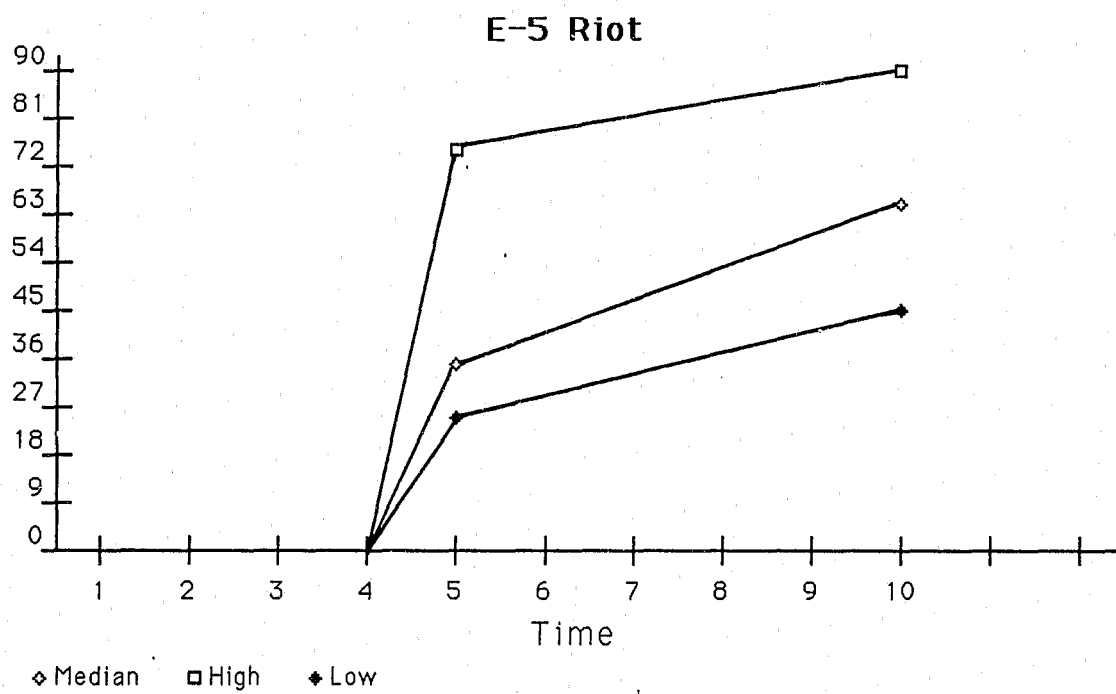
### Event 1 - Immigration Law Enforcement



### E-2 Tragic Incident







# BASIC CROSS-IMPACT EVALUATION MATRIX

IMPACTING EVENT		IMPACTED EVENT					IMPACTED TREND				
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E-1	Legislation requiring local law enforcement to enforce immigration laws			+100	-25	+100	-10	-75	-25	-100	-50
E-2	Much publicized tragic incident in minority neighborhood caused by language barrier	-50		-100	+90	+100	+80	-10	+75	-20	+100
E-3	Backlash law - not a citizen, no service	+100	+100			+100		-40		-80	
E-4	Hand-held translation devices available for local law enforcement		+10			+15	+35	+10		+85	+100
E-5	Social riot as immigrant groups band together against the "Establishment"	+100	+90	+100	+75		+85	-25	+65	-95	+100

Key:

<b>%</b>
<b>Change</b>

- T-1 Increased service demand with fewer resources
- T-2 Continued high level of immigration
- T-3 Increased competition between ethnic groups for resources
- T-4 Closer contact with community by law enforcement agencies
- T-5 Increased hiring/development of bilingual skills

# ASSUMPTION MAPPING

100% CERTAIN

NOT IMPORTANT

IMPORTANT

STAKEHOLDER

STAKEHOLDER

NOT CERTAIN (50/50)

## Stakeholders:

- |                       |                             |
|-----------------------|-----------------------------|
| 1. Chief of Police    | 7. Educational Institutions |
| 2. SFPDA              | 8. City Administrator       |
| 3. City Council       | 9. Spanish-language media   |
| 4. Immigrant Services | 10. LACA                    |
| 5. Church Groups      | 11. Courts                  |
| 6. POST               | 12. State Legislators       |

## LIST OF ALTERNATIVE STRATEGIES

1. Establish an advisory council involving churches, immigration assistance services, etc. Include a network of additional services to participate in the advisory council.
2. Establish outreach programs to the ethnic minority community through storefront operations and footbeat units.
3. Develop and present in-service bilingual training and cultural awareness training for all staff. Obtain hand-held translation devices to assist the bilingual training. Develop strategies to bring all officers in positive contact with ethnic minority community.
4. Establish policies for:
  - Equal treatment irregardless of ethnicity
  - Contacting local Spanish-language news media when making press releases
  - Sending a representative to social functions of ethnic groups
  - Ridelongs for advisory council members
5. Give hiring preference for bilingual skills
6. Improve communications capabilities with ethnic minority community:
  - Ensure that all literature is bilingual
  - When referring to the police department in communications directed at the ethnic minority community, promote the police image as nonthreatening and helpful through terms such as partners with the community and fair
  - Develop or obtain Spanish-language video explaining the criminal justice system
  - Develop a cadre of bilingual volunteers to assist with translation when no bilingual staff are available
  - Develop a bilingual hotline similary to CALL (used by Sacramento Police Department, Oakland Police Department, and others)
7. Establish lines of communication to identify service expectations of ethnic minority population.

8. Absorb their culture. It was explained that the culture of the United States has been referred to as a "melting pot", that as various ethnic groups have come to the United States, various aspects of each culture has been absorbed into the cultural mainstream. The belief was that there could be more sensitivity to the better parts of other cultures, accept their cultures more and be more tolerant of their cultures. Street vendors provide an example. Although the problem of street vending has been treated from an enforcement aspect, possibly it is a cultural issue that can be better handled through other strategies, such as a licensing problem.

# COMMITMENT CHART

Key Players	No Commit- ment	Let It Happen	Help It Happen	Make It Happen
<b>1</b> City Administrator	X		O	
<b>2</b> Chief of Police				XO
<b>3</b> Police Sergeant	X	O		
<b>4</b> Parish Priest		X	O	
<b>5</b> Mayor		X	O	
<b>6</b> POST	X	O		
<b>7</b> Cultural Consultant	X		O	
<b>8</b> Immigrant Group Leader	X	O		

Key:

X = Present degree of commitment

O = Minimum Commitment Necessary



# CULTURAL AWARENESS TRAINING PROGRAM

## RESPONSIBILITY CHART

R - Responsibility (not necessarily authority)

A - Approval (right to veto)

S - Support (put resources toward)

I - Inform (to be consulted)

-- Irrelevant to this item

Actors

Decision	Parish Priest	Police Sergeant	Police Chief	Police Lieutenant	Training Consultant	Completion Time Limit *
Identify cultural awareness training consultant	---	I	A	R	S	2
Identify costs of training	---	R	A	S	S	1
Begin informally discussing the subject with officers	---	R	A	R	S	1
Establish cadre of local ethnic minorities for interaction	R	---	I	S	I	2
Conduct training	I	S	A	R	S	1
Establish ridealongs with ethnic minorities	S	S	A	R	I	4
Conduct followup training to reinforce previous training	I	S	A	R	S	1
Establish policy to promote interaction and allow officers to get out of cars	I	S	A	R	AI	2

Assignment responsibility and time frames done by the author

\* NUMBER OF MONTHS INTO THE PROGRAM

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