

This Command College Independent Study Project is a **FUTURES** study on 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.

Studying the future differs from studying 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.**

114099

A Research Project to Determine  
The Law Enforcement Needs of the  
Southeast Asian Refugees in the Year 1995:  
To Develop Strategies to Meet Those Needs

by

Stanley L. Knee

Captain

Garden Grove Police Department

Command College, Class II

NCJRS

OCT 27 1988

ACQUISITIONS

ALL INFORMATION CONTAINED  
HEREIN IS UNCLASSIFIED  
DATE 10/27/88 BY SP-10/...

2-0025

FU-TUR-ISM: A point of view that finds meaning or fulfillment in the future rather than in the past or present....

Webster's Dictionary, 1981

114099

U.S. Department of Justice  
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material in microfiche only has been granted by

California Commission on Peace  
Officer Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

Copyright 1986  
California Commission on Peace Officer  
Standards and Training

## ACKNOWLEDGEMENTS

A list of those who contributed to this project would contain the names of nearly fifty people. Since it would be impossible to list all of those names, I must acknowledge them with a simple thank you.

There are, however, two people who provided assistance beyond the call of duty. Chief Frank Kessler, a strong supporter of the Command College, allowed travel time whenever needed; but, more importantly, allowed me to maintain a low profile while I grappled with an enormous amount of data and ultimately finished writing this document. Sylvia Andresen, my secretary, typist, proof reader, and technical assistant; she did a great job.

Finally, a thanks to the Command College program, the experience was worth the effort.

EXECUTIVE  
SUMMARY

Nearly one million refugees from Cambodia, Laos, and Vietnam have been resettled in this country. Although the numbers of refugees from these countries coming to the United States may decline in the next ten years, legal and illegal immigration will ensure a constant flow of Southeast Asians to this country. The arrival of these new Americans will continue to impact local law enforcement.

The purpose of this report is to examine the historical, present, and future impact of the Southeast Asians on law enforcement. Chapter One has three sections that describe the Southeast Asian refugee movement, crime problems, and briefly discuss the issue of, "Is There a Southeast Asian Mafia". Of special interest to law enforcement personnel is Section Two and Three. Both deal with crime-related issues.

Chapter Two contains the results of a survey administered to patrol officers and detectives in four agencies in Northern and Southern California. The surveys were problem identifiers. The most significant results were in the support for Southeast Asian officers and the increased amount of time needed to handle calls for service and follow-up of Southeast Asian, police-related situations.

Chapter Three is a look into the future. A group of experienced police personnel identified trends and events related to Southeast Asians that will impact local law enforcement in 1995. The trends were generally negative to law enforcement and will need attention now to prevent them from becoming significant problems in the future.

Also contained in Chapter Three is the results of the experienced investigators survey. This survey, completed by law enforcement personnel from throughout the United States and Canada, focuses on the probability of occurrence of future trends relating to the law enforcement needs of the Southeast Asian community. Also contained in this section is a listing of events that should be monitored by police agencies as well as recommended methods for improving police/Southeast Asian cooperation.

Chapter Four contains a strategic plan for addressing the future trends identified in Chapter Three. Also discussed in this chapter are problems associated with the implementation of a strategic plan.

When working on a plan for the future, you need to understand where you want to go. Writing scenarios is one method for designing a clear picture of what you want the end result of a plan to be. Chapter Five contains two scenarios: one positive, one negative. Also in Chapter Five is a discussion on implementation issues associated with improving services to the Southeast Asian community.

It is hoped that this report will provide material for police managers to develop strategic plans for improving the effectiveness of police service provided to the Southeast Asian people.



## LIST OF TABLES

Table 1-A	Number of Refugees Resettled by Country
Table 1-B	Estimated Cumulative State Populations Including Secondary Migration
Table 1-C	States Gaining and Losing Southeast Asians Through Secondary Migration
Table 1-D	Southeast Asian Refugee Unemployment Rates by State
Table 1-E	Current Employment Status of Southeast Asian Refugees
Table 1-F	Actual Southeast Asian Refugee Admissions to the United States and Ceilings on Southeast Asian Admissions, Fiscal Years 75-86
Table 1-G	Southeast Asian Refugee Arrivals by Nationalities, Fiscal Years 75-85
Table 1-H	Projected Southeast Asian Population in California, 1990-2030
Table 1-I	Comparison of Projected Vietnamese Population in California to Projected Population Nationwide
Table 1-J	Results of Survey Question, Major Problems of the Family
Table 1-K	Results of Survey Question, What Advice Would You Give to Americans in Orange County
Table 2-A	Patrol Officer Survey Response to Question 8(a) Through 8(d)
Table 2-B	Prioritized List of Problems Encountered by Patrol Officers When Dealing With Southeast Asians
Table 2-C	Patrol Officer Response to Reluctance of Southeast Asians to Report Crime
Table 2-D	Patrol Response to Increased Time Required in Handling Southeast Asian Calls for Service

Table 2-E	Patrol Response to Training on Customs of Southeast Asians
Table 2-F	Patrol Response to Level of Police Service Given Southeast Asian Community
Table 2-G	Patrol Response to Problem of Discrimination in the Southeast Asian Community
Table 2-H	Detective Response to Scenario Question #7
Table 2-I	Detective Response to Scenario Question #8
Table 2-J	Detective Response to Questions That Dealt with Conducting Follow-up Investigation of Southeast Asian Crime
Table 2-K	Detective Preference in Being Assigned Southeast Asian Crime Reports
Table 2-L	Detective Response to Effectiveness of a Specialized Unit to Handle Southeast Asian Crime
Table 2-M	Detective Response to Crime Trends
Table 2-N	Detective Response to Investigating Crime in the Southeast Asian Community in the Future
Table 2-O	Detective Response of Potential Development of Southeast Asian Mafia
Table 3-A	Trend Evaluation
Table 3-B	Event Evaluation
Table 3-C	Cross-Impact Evaluation

CHAPTER ONE  
BACKGROUND ON SOUTHEAST ASIAN AMERICANS

Section One

Since the fall of Saigon in 1975 and the subsequent internal conflict in Cambodia and Laos, the United States has accepted for resettlement over 763,000 refugees from these countries. Worldwide, over sixteen nations have resettled nearly 1.5 million refugees. Table "A" lists the six countries accepting the largest number of refugees.

TABLE A  
REFUGEES RESETTLED BY COUNTRY  
April, 1975, through September, 1985

Country	Number of Refugees	Percent of Total
United States	765,431	51.6
China	265,778	17.9
Canada	119,945	8.1
France	109,249	7.4
Australia	<u>103,604</u>	<u>7.0</u>
Total	1,364,007	92.0
Remaining Countries	<u>119,692</u>	<u>8.0</u>
Total	1,483,699	100.0%

Source: "Bureau for Refugee Programs/U.S. Department of State" as published in Refugee Reports, December 13, 1985, by the American Council for Nationalities Service, Washington, D.C., p. 99.

Between 1975 and September, 1985, the United States accepted more Southeast Asian refugees than all other nations combined (51.6%, 765,431). During 1985, the United States continued to resettle the largest portion of refugees--50,000, or 62.1% of all refugees resettled. The resettlement of these refugees created new challenges for local governments and, in particular, local law enforcement.

In planning for the resettlement of Southeast Asian refugees, the government designed a placement policy which stated, "The distribution and placement of refugees shall be done in a manner which will further reduce the impact on certain communities and avoid creating new areas of high impact in the future".<sup>1</sup>

The plan was designed to avoid situations similar to that which occurred in the sixties when 450,000 Cubans fled their country, settled, and stayed in the City of Miami, Florida, taxing local resources.

The placement policy has not been totally successful. As an example, initially, California received just 20 percent of new refugees; however, a review of Tables "B" and "C" clearly indicates movement of refugees from placement location to location of choice--California. Today, California's Southeast Asian population is twice the percentage of the initial distribution.

Table "B" lists the ten states having the largest population of Southeast refugees. The figures include secondary migration estimated through September 30, 1984. Secondary migration is defined as movement from initial resettlement location to another state.

TABLE B

SOUTHEAST ASIAN REFUGEES  
Estimated Cumulative State Populations  
Including Secondary Migration

Totals include entries from 1975 through September 30, 1985

State	Number of Refugees	Percent of Total
California	301,200	39.5
Texas	55,600	7.3
Washington	35,100	4.6
New York	27,000	3.5
Pennsylvania	25,600	3.4
Illinois	25,200	3.3
Minnesota	24,000	3.1
Virginia	22,200	2.9
Oregon	17,900	2.3
Louisiana	14,200	1.9

Source: Office of Refugee Resettlement/U.S. Department of Health and Human Services, published in Refugee Reports, December 13, 1985, by the American Council for Nationalities Service, Washington, D.C., p. 7.

Although statistics on secondary migration are difficult to estimate, the Office of Refugee Resettlement Program has developed a method wherein refugees receiving state aid are followed as they migrate from state to state.

Table "C" lists the five states receiving the most refugees through secondary migration and the five states losing the most refugees. The date of the report is June, 1984.

TABLE C

Five states gaining refugee population as a result of secondary migration:

California	20,111
Massachusetts	566
Maryland	476
New York	386
Alabama	199

Five states losing the greatest number of refugees as a result of secondary migration:

Texas	4,419
Illinois	1,557
District of Columbia	1,132
Florida	901
Oregon	855

Source: Office of Refugee Resettlement, Report to Congress, January 31, 1985, p. A-14.

There is every reason to believe that California will continue to experience heavy, secondary migration as well as receiving nearly 40 percent of all new refugees. The most frequently given reasons for the movement to California have been:

- Welfare benefits, the California benefit rate is 165 percent of the national average.<sup>2</sup>
- To rejoin family members,
- To reside in an established Southeast Asian Community.<sup>6</sup>

The current placement policy is impacted by the following factors:

- Federal agencies realized the legitimacy of family reunification, leading to placement of most Indochinese refugees in areas that already had high concentrations of refugees.
- New formal placement policies that reduce the placement of refugees without family ties into high impact areas and encouraged the development of new resettlement sites, through the Favorable Alternative Sites Project.<sup>3</sup>

The Favorable Alternative Sites Project is an attempt to resettle refugees in locations which will provide an environment conducive to employment. The original sites included Greensboro and Charlotte, North Carolina; Phoenix and Tucson, Arizona. Although employment was high for all sites, out migration was 52 percent in Charlotte, 27 percent in Tucson, and 45 percent in Phoenix. Greensboro had only a 3 percent out migration.<sup>4</sup> While it is not the purpose of this paper to evaluate a program such as this, it must be noted that the four sites chosen had very small Southeast Asian populations, reinforcing the theory that the refugees desire to live in areas with an established refugee population.

The Favorable Alternate Sites Project was developed to prevent the location of refugees in cities suffering from lack of employment opportunities, high percentage of minority unemployment, and already high rate of welfare. The fear was that refugees settled in this environment would become dependent on governmental aid to survive.

Of concern to law enforcement is the relative young age of the Southeast Asian population. Forty-seven percent of the refugee population is between the ages of 6 and 24.<sup>5</sup> (This percentage does not include children born to Southeast Asians born in the United States.)

When examining the unemployment rate for all refugees arriving since 1975, the rates are very high. The data contained in Table "D" compares unemployment among refugees residing in four cities and one metropolitan area with unemployment rates nationwide for Blacks, Hispanics, and teenagers.

Even in the area with the lowest rate of unemployment (Houston), the figure is substantially higher than that of even teenage unemployment (nationwide).

TABLE D  
SOUTHEAST ASIAN REFUGEE  
UNEMPLOYMENT RATES BY SITE  
(All Adults)

<u>Location</u>	<u>Percentage of Unemployment</u>	<u>Minority Unemployment Rate Nationwide</u>	
Chicago	49.9	Black	19.8%
Boston	38.6	Hispanic	14.8%
Seattle	56.9	Teenage	23.6%
Houston	24.9		
Orange County	36.4		

Source: Susan Forbes, "Adaptation and Integration of Recent Refugees to the United States", Refugee Policy Group, Washington D.C., August, 1985.

While the percentages contained in Table "D" are discouraging, Table "E" indicates that the rate of unemployment declines significantly the longer the refugee resides in the United States. In 1984, the unemployment rate for refugees having arrived in 1975 was 6.3 percent, while the nationwide unemployment rate was 7.0 percent.

TABLE E  
CURRENT EMPLOYMENT STATUS OF  
SOUTHEAST ASIAN REFUGEES

YEAR OF ENTRY TO UNITED STATES	RATE OF UNEMPLOYMENT IN 1984
1984	41
1983	36.6
1982	12.5
1981	16.4
1980	11.6
1979	9.8
1978	2.6
1976/77	4.6
1975	6.3

UNITED STATES RATE IN 1984, 7.0%

Source: Forbes, "Adaptation and Integration"

Southeast Asian Admission to the United States

Prior to 1980, refugee admissions were handled by various pieces of federal law such as Displaced Persons Act of 1948, The Hungarian Refugee Program of 1957, and the Refugee Fair Share Act of 1960. These and other laws allowed the United States to admit refugees but did not usually require the Federal

Government to assist fiscally state and local governments with costs attributed to the refugee.

Congress passed the Refugee Act of 1980 which established guidelines for selecting refugees for admission into the United States. Among other important functions of the law, it provided a definition of refugee:

(A) any person who is outside any country of such person's nationality or, in the case of a person having no nationality, is outside any country in which such person last habitually resided, and who is unable or unwilling to return to, and unable or unwilling to avail himself or herself of the protection of that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion, or

(B) in such special circumstances as the President, after appropriate consultation (as defined in section 207(e) of this Act) may specify, any person who is within the country of such person's nationality or, in the case of a person having no nationality, within the country in which such person is habitually residing, and who is persecuted or who has a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion. The term "refugee" does not include any person who ordered, incited, assisted, or otherwise participated in the persecution of any person on account of race, religion, nationality membership in a particular social group, or political opinion.<sup>6</sup>

The Refugee Act also contained the following provisions:

- Objective of the Act is to assist the refugee to a point of economic self-sufficiency;
- Created the Office of Refugee Resettlement (O.R.R.) charged with assisting refugees, and required states

receiving Federal funds to implement programs and designate individuals responsible for coordinating the programs;

- Provided for refugee assistance in the form of cash, training, and medical assistance;
- Provided for 100 percent federal reimbursement to the state of cost of refugee services up to 36 months;
- Required the Federal Government to collect data on refugee location and employment.

In addition to the above provisions, the Act required the Executive Branch to confer with Congress each year, prior to the new fiscal year, and establish refugee ceiling for the coming fiscal year.

Meeting the legal definition of refugees does not entitle entry into the United States; the following criteria is also utilized. (The refugee must meet all the criteria.)

- The applicant must be among the types of refugees determined during the consultation process to be of special humanitarian concern to the United States;
- The applicant must be admissible under United States law;
- The applicant must not be firmly resettled in any foreign country. (In some situations, the availability of resettlement elsewhere may also preclude the processing of applicants.)<sup>7</sup>

Applying this criteria to the situation in Southeast Asia, the United States admitted over seven hundred thousand into this country. Table "F" lists the number of refugees admitted to the United States from 1975 to September, 1985, and the

ceilings placed on refugees each year since 1980. (After conferring with Congress, the total number of refugees for a given area is determined. For example, in 1984, a ceiling of 72,000 refugees worldwide was agreed upon; this total included a ceiling of 52,000 from Southeast Asia.)

TABLE F  
 ACTUAL SOUTHEAST ASIAN REFUGEE  
 ADMISSIONS TO THE UNITED STATES  
 AND CEILINGS ON REFUGEE ADMISSIONS  
 F.Y. 75-86

Federal Fiscal Year	Refugee Admission Ceiling	Actual Refugees Admissions
1975	---	135,000
1976	---	15,000
1977	---	7,000
1978	---	20,574
1979	---	76,521
1980	169,200	163,799
1981	168,000	131,139
1982	96,000	73,522
1983	64,000	39,408
1984	52,000	51,960
1985	50,000	49,970
1986	45,500	N/A
Total		763,893

Source: Bureau of Refugee Programs/U.S. Department of State.

Table "G" is a breakdown of Southeast Asians by ethnic group. In this table, Hmong is included in the total for Laos.

TABLE G  
SOUTHEAST ASIAN REFUGEE ARRIVALS  
BY NATIONALITY  
FISCAL YEAR 75-85

Federal Fiscal Year	Cambodia	Laos	Vietnam	Total
1975	4,600	800	125,000	130,400
1976	1,100	10,200	3,200	14,500
1977	300	400	1,900	2,600
1978	1,300	8,000	11,100	20,400
1979	6,000	30,200	44,500	80,700
1980	16,000	55,500	95,200	166,700
1981	27,100	19,300	86,100	132,500
1982	20,234	9,437	43,656	73,327
1983	13,114	2,835	23,459	39,408
1984	19,849	7,224	24,927	52,000
1985	19,131	5,181	25,209	49,528

Source: Refugee Reports, December 13, 1985, published by American Council for Nationalities Service, Washington, D.C.

These totals do not agree with data from the Bureau of Refugee Program's totals because they are based on different data files. (The difference is less than one percent.)

Between the period 1975 and 1985, 128,828 Cambodians, 149,077 Laos, and 484,251 Vietnamese entered the United States. Each of these refugees were processed through one of approximately fourteen resettlement agencies. These agencies under contract with the Federal Government (sample contract, Attachment "A") are responsible for providing guidance to the refugee. A sample of assistance required by contract includes:

### Reception Services

- Meeting the refugees at the airport of final destination and transporting them to living quarters;
- Providing decent, safe and sanitary housing for a minimum of 30 days;
- Providing essential furnishings;
- Providing food or a food allowance and other basic necessities of the refugees for thirty (30) days after arrival;
- Providing necessary clothing for the refugee upon arrival; and
- Providing assistance to the refugees in applying for social security cards and in registering children for school.

### Counseling and Referral Services

#### ● Orientation

Upon the refugees' arrival, orientation to the refugees and, as necessary, further orientation to individuals or groups assisting in sponsorship so that the refugees are:

- (1) Apprised of the role of the "XX" and of any other individual or group assisting in sponsorship;
- (2) Knowledgeable about public services and facilities;
- (3) Aware of requirements of personal and public safety;
- (4) Familiar with public transportation; and
- (5) Aware of standards of personal and public hygiene.

These volunteer agencies have done a remarkable job considering the fact that in 1975 virtually overnight refugee admissions increased substantially, and with the exception of 1976 through 1978, they have remained at relative high levels.

Previously discussed was the high number of Southeast Asians residing in California. In 1985, Bouvier and Martin published estimates of the growth of the Vietnamese and other Southeast Asian population groups in California through the year, 2030. Table "H" projects that by the year, 2030, there will be nearly two million Vietnamese and over half million Laotians and Cambodians in California.

TABLE H  
PROJECTED SOUTHEAST ASIAN POPULATION  
IN CALIFORNIA, 1990-2030  
(In Thousands)

Ethnic Group	1990	2000	2010	2020	2030
Vietnamese	356	674	1,026	1,405	1,785
Other S/E Asians (Laotians, Hmong, Cambodians)	111	221	343	475	608

Source: "Population Change and California's Future", L. Bouvier and Martin, Population Reference Bureau, Inc., Washington, D.C., 1985.

Table "I" compares Vietnamese population in California with the Vietnamese population projected nationwide. California, it appears, will continue to be the place of residence for over 40 percent of the Vietnamese in the year 2000.

TABLE I  
 COMPARISON OF PROJECTED VIETNAMESE POPULATION  
 IN CALIFORNIA  
 TO PROJECTED POPULATION NATIONWIDE

Vietnamese Population	1990	2000
California	356,000	674,000
Percent of Nationwide Total	41%	43%
Nationwide	859,638	1,574,385

Source: Leon F. Bouvier and Anthony Agresta, "Projections of the Asian American Population, 1980-2030" in James T. Faucett and Benjamin Carino (eds.), Asian and Pacific Immigration to the United States, forthcoming.

Projections on population growth should be examined carefully. In this situation, the authors appear to have used a reasonable formula in determining the future; however, the trend can be impacted by several events. A few of these events are as follows:

Events that could lower the estimate:

- Reduction in welfare benefits,
- Recession, limited employment opportunities,
- Significant increase in violent crime in the Southeast Asian neighborhoods,
- Significant increase in Hispanic population resulting in fierce competition for jobs and housing,
- Elimination of Southeast Asians as refugees, thus reducing the number admitted into the United States.

Events that could increase the estimates:

- Increase in welfare benefits,
- The relocation of recognized ethnic leaders to California,
- Increase in admissions of Southeast Asians into the United States,
- Increased birth rate among Southeast Asians,
- Improved crime control in Asian communities.

It appears that the short term trend is to limit the admissions of Southeast Asians into the United States. In reviewing governmental reports, the common thread in legislative hearing testimony was fear of the "magnet effect". The magnet effect is resettling worldwide over 200,000 Southeast Asian refugees and, in the words of Senator Kennedy, "For every Indochinese refugee for whom the international community finds a resettlement opportunity in a third country, another moves forward to take his place."<sup>8</sup>

In a staff report prepared for the Senate Subcommittee on Immigration and Refugee Policy, January, 1982, much discussion is included on the problem of identifying Southeast Asians with genuine refugee status and those who have left their native country for economic reasons. This report was completed following two years in which 163,799 (1980) and 132,139 (1981) refugees were resettled in the United States. This total does not include refugees resettled in other countries worldwide; and the report stated that the refugee camps are again full.<sup>9</sup>

One of the recommendations of the report was. "The United States should join with other countries in reducing the high profile of our Indochinese resettlement program."<sup>10</sup>

On April 5, 1985, Senator Simpson conducted a field investigation of the refugee program in Southeast Asia. He found over 350,000 Southeast Asians residing in camps in Thailand. While in Thailand, he was warned by the Thai Government representatives that if the United States began resettling all these individuals, "You will have 3 million Southeast Asians in the United States--they all want to go"<sup>11</sup>

Senator Simpson concludes his report with the following recommendations:

#### CONCLUSIONS AND POLICY RECOMMENDATIONS

After a 10 year refugee "emergency," the Southeast Asian refugee resettlement program is drawing to a close. Since 1981 the State Department has assured the Congress, during the annual consultations, that the emergency was nearly over and with but another year or two of high admissions numbers, the problem could be "managed". Nonetheless, refugee admissions from Southeast Asia continued at a high level as we undertook to process virtually every single Khmer and Vietmanese who arrived in Thailand.

We have finally finished this humanitarian effort. The remaining 25,000 Khmer refugees at Khao I Dang will be processed by the end of June, and those who qualify for the U.S. program should be in the refugee processing center by the end of this fiscal year.

There are approximately 3,300 Lao refugees in the Na Pho camp who are of "special interest" to the United States, and we have asked the Thai authorities to allow us to begin processing that group for our refugee program.

Upon the conclusion of the processing of these two remaining groups, we must resist the temptation to consider third country resettlement as the "only alternative" available for persons leaving their homelands in Southeast Asia.<sup>12</sup>

It appears that the Southeast Asian Refugee Program is being phased out or severely reduced. The Orderly Departure Program, a program in which people residing in Vietnam can request to immigrate to the United States, is also being limited to a very small segment of the population in Vietnam.

If this trend continues, it will:

- Reduce the number of Southeast Asians entering the United States as "refugees";
- Increase the number of Southeast Asians applying for permanent resident alien and eventually becoming United States citizens. Permanent resident status allows the individual to petition for relatives' admission to the United States. This could increase the number of refugees becoming citizens/voters;
- Increase the illegal entry of Southeast Asians who, through his relatives in the United States, will have sufficient funds to hire a person or an organization to smuggle him into the United States. In discussions with the I.N.S., they have already observed a significant increase in the number of Asians apprehended entering illegally.<sup>13</sup>

While the number of Southeast Asians entering the United States under the Refugee program may decline, the legal and illegal immigration of Southeast Asians will increase.

The following is a brief description of the main ethnic groups that are commonly referred to as Southeast Asian.

#### DESCRIPTION OF SOUTHEAST ASIAN REFUGEE ETHNIC GROUPS

##### THE HMONG

The migration of the Hmong from the Southern China in the 18th century was an early example of their refusal to accept or surrender to any government or social rule other than their own. They settled in the mountainous areas of Laos, Thailand, Vietnam, and Burma. The cold climate suited them and the rough terrain protected them from unwanted contact with foreigners.

Hmong society is based on the clan system. There are over 20 clans, each with different cultural traditions and dialects. Those who belong to the same clan, though not blood relatives, are considered brothers and sisters. They are loyal to the clan and share equal responsibility for weaker and younger members. They are raised to be dependent on each other, to respect, and to obey the elders. Three or four clans constitute a village with one or more elders maintaining discipline.

These elder-leaders are not elected, but have acquired their status through their wisdom, experience and age. They settle all disputes within the families, help solve clan problems and act as chief contact between the village and the outside world.

"A big family is a strong family." The Hmong live primarily in extended families which include grandparents and children, aunts and uncles, nieces and nephews. The family is headed by the father.

For the first ten years, children stay at home to help with younger siblings and learn Hmong culture. They receive no formal education. From that point on the women learn farming, animal care, cooking and handcrafts, as they are expected to be experienced by the time they marry. The boys prepare for financial and administrative roles in leading the family and running the family farm.

Youths marry between 15-18 years old, at which time they become self-sufficient. Marriages are usually arranged and always to a member of another clan. Couples may marry for love, but this can lead to difficulties if the parents disapprove. The girl usually moves in with her husband's family and couples never divorce.

The Hmong's history of independence led them to resist communism and align with the United States during the Vietnam War. They rescued American pilots shot down by the Communists on the Vietnam-Laos border. Because of this, they were among the first to be killed by the North Vietnamese and the first to flee.

### THE KHMER

No other people of Southeast Asia have suffered more than the Khmer, the people of Cambodia. The indescribable miseries of war forced them to fight endlessly for food, housing, medicine, and their very lives.

From the revolution in 1970 to the communist takeover in 1975, the Khmer lived at war. From 1975 to 1979, over 3 million Khmer were killed by their own people. No family escaped intact. In escaping to America, many more died from malaria, malnutrition, and by pirates at sea. The Khmer can only be helped and understood in the context of these experiences.

### HISTORY--

Between the 8th and 12th centuries, Cambodia occupied most of Southeast Asia in a vast empire, which included Burma, parts of Thailand, Laos, and Vietnam. The 14th century brought

invasions by Siam, Thailand, and Vietnam. In 1863, the French imposed a protectorate on Cambodia which lasted until 1953. At that time, Cambodia gained independence, established its own monarchy, and enjoyed peace until the communist takeover.

Until 1970, the population was 7 million which included 400,000 Chinese, 400,000 Vietnamese, and small populations of various minority groups. Business was controlled by the Chinese and the government was Vietnamese. French was the second language. The military had a definite presence.

#### RELIGION--

Their religious beliefs sustained them in Cambodia and still help them today. The Khmer have been influenced by three major beliefs: Animism, Brahminism, and Buddhism.

The belief in reincarnation, a kind of "merit system", combined with the Buddhist philosophy of adapting to nature, means the Khmer accept fate, justify and rationalize their problems, and feel they "must cope" and do better in the future.

#### EDUCATION--

School used to be in the Buddhist temples and monks were the teachers. Education soon became influenced by the French. The French stressed education in Vietnam, preparing the Vietnamese to become "administrators" of Southeast Asia. They did not stress education in Laos and Cambodia.

The first wave of Cambodian refugees were businessmen, military personnel, and students. Later, people from the countryside came. These people were versed in the performing arts, singing and dancing. These cultural traditions, alongside the Buddhist temple, are the key to creating a new home environment in the United States.

#### CHANGING FAMILY ROLES--

The male is the head of the family. Those who have been in the United States for a long time realize that they have new freedoms. Many parents are anxious to marry off their daughters because they do not want them to live with their boyfriends.

#### MENTAL HEALTH--

"There is no way to go back to Cambodia and no country to return to." The greatest conflict facing the Khmer is adjusting to life in the United States. Many suffer from mental anguish but do not recognize it as illness. The only way to find out if someone is having problems is through their family and friends. Day-to-day problems are solved within the family.

## THE LAO

Laos is a landlocked country, surrounded by China, Vietnam, Burma, Thailand, and Cambodia. It has a population of three million people. The majority are Lao or "lowland Lao". Other ethnicities include the Hmong, Mien, Tai Dasm, etc. Over fifty ethnicities have been identified, each having their own dialect and traditions. However, the official language is Lao.

Ninety percent of the Lao are Buddhist and almost every village has a pagoda. Many Lao believe in sorcery, naturalism and magical rites.

The family and village are of paramount importance to the Lao. The family is the major support system, extending far beyond blood relations. A household may have 5 to 15 family members living together. The father is the head of the family.

The Lao refrain from expressing feelings, verbal or physical, in the way that Americans do. Open displays of affection are disapproved of and kissing in public is seen as shocking and immoral. The Lao press their hands together to express thanks or to greet friends.

They respect age differences and revere the trust which exists between friends. In addressing each other, they drop the family name and use an honorary title such as "brother", "sister" or "uncle".

Dating is rare and premarital sex is despised. Should pregnancy result from premarital sex, the couple is expected to marry. Parents usually select marriage partners which results in many unhappy marriages. Divorce is frowned upon and only allowed after a series of counseling sessions with relatives.

### THE MIEN

Over nine generations ago, racial discrimination forced the Mien out of China to resettle in Southeast Asia. They have no written language, therefore no written history.

The Mien live in the rugged mountains, near the Hmong. Each village has 15 to 30 families. They are subsistence farmers. Families have their own gardens and animals to raise. Resources on the land are shared equally. The staple food is rice.

Dating is uncommon. A boy may choose the girl he wishes to marry, and she has the right to refuse. But usually, the parents make the match for them. Women are denied the right to drink, smoke or go to parties or meetings. Men may do so freely, asking the women to accompany them only to visit relatives.

The Central Intelligence Agency (CIA) recruited the Mien to fight against the communists in Laos. In 1975, when the communists took control, those Mien who helped the United States, as well as their families, were taken to re-education centers.

Mien with financial resources, escaped to Northern Thailand; the rest were forced to remain. 6,500 came to the United States. Many resettled in the Central Valley of California hoping to find work on the land.

### THE VIETNAMESE AND ETHNIC CHINESE

#### RELIGIOUS COMPARISON:

The West has three religious influences: Christianity, Judaism, and Islam. They are monotheistic, believing in one God.

The Indochinese are influenced by three cultures, Buddhism, Confucianism, and Taoism. The East was once polytheistic, but has made a shift to pantheism, which believes that God is everything and everything is God.

In the West, man is created by God with a body and immortal "soul" which survives the body after death. He is born by the grace of God and has an inherent relationship with his creator. In the Vietnamese belief system, the "debt" of the created to the creator does not exist as it does in Western religions. Thus, guilt is not part of the belief system and a relationship between God and man is nonexistent.

In the West, time is linear. Man lives so many years and dies. He is activity oriented and success is very important. In the East, however, time is circular. Man lives a series of existences in a "cycle of reincarnation". His next life depends on how he lives his present life. The highest level is to be rid of all passions and desires of the "self". Self-realization is more important than success.

#### THE ETHNIC CHINESE

The ethnic Chinese arrived in Indochina around the 2nd century and were primarily businessmen. Their aim was to make a fortune and return home. Instead, they built an economic empire in their host countries.

By the 1800's, while the West was colonizing the area, the Chinese population had increased dramatically. Many Chinese held strongly to their cultural values and customs.

During the French-Indochinese War (1946-1954), Chinese in Vietnam sold arms and supplies to both sides of the conflict. After the war, they moved to South Vietnam because of the communists in the north.

They eventually came to control 80 percent of the retail trade in the south. Feeling this was a threat, the South Vietnamese government passed a law denying them their Chinese citizenship and changing their nationality and last names to Vietnamese. Next came a law denying them the right to hold

certain jobs. Other surrounding countries also saw the Chinese as a threat, but the strongest sanctions were imposed by South Vietnam.

During the exodus of the "boat people" in 1979, it is estimated that 60 to 70 percent of them were ethnic Chinese. Because of their past experiences with discrimination, many claimed to be Laotian, Cambodian or Vietnamese upon arrival in the United States for fear of deportation.

## CHAPTER ONE

### Section Two: Current Crime Problems in the Southeast Asian Community

This section will be separated into two parts. The first deals with crime problems; the second deals with acts of discrimination. Both issues have impacted law enforcement.

Crime Problems: In conducting research for this project, I interviewed police managers, supervisors, and line personnel. The question asked was, "What is the crime picture in the Southeast Asian community." In judging the responses, I found that it is terribly difficult for law enforcement personnel to determine the extent of crime in the refugee community.

The percentage of Southeast Asian refugees reporting crime is far less than that of the general population. Based on the interviews of police and Southeast Asians, a list of reasons why crime is not reported has been compiled:

1. Fear of retribution by criminals: It is the belief of many Southeast Asians that the police are not able to provide protection. Excellent examples of this were obtained during a recent interview by Captain Robertson and Dr. Son Kim Vo...

Special Refugee Coordinator for Orange, Riverside, and San Diego Counties gave an example of what the fear of retaliation meant to one Vietnamese family. She told of a Southern California couple who reported to the police that local Vietnamese youths ("gangsters") were

attempting to extort money from them. Soon after the report was made, the couple's oldest son was beaten up while walking to school in retaliation for reporting the extortion attempt to the police. As the son was injured severely, the police were called by hospital officials and the "gangsters" learned of additional police involvement. The following day, the parents were notified by the "gangsters" that, for involving the police again, at least one of their children would be kidnapped and beaten. Dr. Son told me that the well-to-do couple immediately abandoned a thriving business, put their home up for sale, and within three days had moved to another state. She told me that it is very common for the "gangsters" to use the threat of beating or kidnapping children to obtain desired results.

Dr. Son told me that a strong belief in the Indochinese community is that the Indochinese are not secure or protected enough by the police. FEAR OF RETALIATION BY THE GANGSTERS IS FAR MORE POWERFUL THAN THE PROTECTION OF THE POLICE.<sup>14</sup>

In virtually every city with a Southeast Asian community, incidents can be obtained which clearly support Dr. Son's statement concerning fear of retaliation. This fear, however, is not of only Asian gangs but is extended to non-Asian criminals also. In a Southern California city, a non-Asian male robbed a store owned by a Cambodian refugee. Inside the store at the time of the robbery were two brothers, one over thirty the second fourteen years of age. When the robbery occurred, the suspect shot and killed the older brother in full view of the younger brother. When conducting follow-up investigation, detectives discovered that the surviving brother was counseled by his family not to cooperate with the police. The homicide was solved, but as a result of physical evidence and other witness statements.

2. Fear of the Police: The term, refugee, is defined in part as a person who had fled his country because of persecution or well-founded fear of persecution.<sup>15</sup> In many instances the police were the means by which authoritarian governments maintained control.

Dr. Chau has instructed police departments on the Vietnamese perceptions of the police. He writes:

From 1963 to 1975, Vietnam went through another period of turmoil, when the American influence became more and more dominant. The police force, because of terrorism and the ubiquitous presence of guerrillas and Communist agents, became more and more repressive and oppressive in its techniques and approaches. Corruption became rampant, and police officers were found taking bribes more or less openly.

From 1975 to the present, the Vietnamese in North and South Vietnam, have lived in a police state, where every movement made by a citizen is watched, every trip he makes even to the next village needs authorization, and every little anti-government remark is a crime punishable with long years in prison. Police corruption is greater and more widespread than ever before. The law enforcement branches of the so-called Socialist Republic of Vietnam have not been the favorites of the people.

In such a context we understand why the Vietnamese have had a rather negative attitude toward police officers, police work, and police procedures.

Human relations are not based on reality, but on perception. The Vietnamese perception of the police is certainly influenced by the historical context of people/police relations in Vietnam. They have known the police in Vietnam to harass people, to possess sometimes the power of life and death over the citizenry, to arrest people whenever they feel like it and get away with it, and to take bribes almost openly. Vietnamese who braved terrible dangers and

escaped from Vietnam after 1975, and who had some experience with the Communist law enforcement agencies, are expected to be even more hostile to police officers.<sup>16</sup>

Dr. Chau's very informative paper is included as Attachment "B".

Dr. Chau had identified a very real problem which must be overcome by law enforcement agencies. Southeast Asians in the United States may not be hostile toward police, but their image of the role and power of the police can create perceptions which widen communications between the two groups.

3. Lack of knowledge on how to report crimes to the police:  
Well over 90 percent of all Southeast Asian refugees have been in the United States over one year. It is difficult to understand, perhaps, why there is a lack of knowledge on how to contact the police; however, in talking with police officers and Southeast Asians, I found that this issue has an impact on why crime is not reported.

Many Southeast Asians work and live in Asian communities. They have limited contact with any branch of local government, including the police. If they need to deal with a government agency, often they will pay another Asian for assistance. This is frequently done when applying for aid, loans, business permits, or even completing a rental agreement. If they become

crime victims, they could be reluctant to contact the police simply because they have had no prior experiences in contacting governmental agencies. They may not feel that the crime was significant enough to either deal with the police or contact another Asian for assistance.

While it must be assumed that the longer the refugee resides in the United States the less impact this issue will have on reporting crime, a means to hasten this impact would be through community relations efforts similar to neighborhood watch programs in which we also explain how and when to call the police.

4. Cultural characteristics inhibit the reporting of certain crime: The close family aspect of Southeast Asians inhibit the reporting of wife abuse. The tendency is to not disgrace the family by calling the police but rather work within the family structure to solve the problem. Another crime which is difficult to investigate is sex-related crime. It is extremely difficult for a Southeast Asian woman to discuss details of a sexual assault. An example of this was discussed during the interview of the director of Victim Witness Program in Northern California. A Southeast Asian female rape victim agreed to testify against a suspect. The program director assigned a male Vietnamese counselor to stay with the victim during the court proceedings. When called to the stand and as she began to testify, the Vietnamese counselor had to leave the courtroom. He was too uncomfortable listening to the testimony.

5. Lack of success by the police and the courts to arrest and punish criminals: Southeast Asians have excellent information networks. They are also avid readers of newspapers and periodicals. This information system spreads crime news rapidly through the community. It is insignificant that the police may not have been told of criminal acts or that the victim refuses to cooperate. All that is sometimes seen is the criminal walking free in the neighborhood or business district. While the level of knowledge may be increasing, it is difficult for Southeast Asians to understand the bail system, the number of court hearings, or the sentencing philosophy of the courts. Many criminals use this confusion to their advantage. After an arrest, they post bail, return quickly to the Asian community, and claim that they bribed their way out of trouble. This increases the power and prestige of the criminal at the expense of the police and court system.

An example of this problem was evident in a municipality that experienced a shooting at a business. The suspects fled and the police could locate few reliable witnesses. Several days later, an unsigned letter arrived at the police department. The letter, written in English and difficult to read, listed the name of a person and city where he was hiding, and said that he was involved in the crime. The letter urged the police to arrest this man because he was bad. It also said that if we did not arrest him the detective should retire.

Unknown to the informant, there is very little that can be done with limited information such as contained in the letter. Although follow-up could perhaps develop circumstantial evidence that could lead to probable cause for arrest, the author's perception was, "I have given the suspect's name to the police, and he will soon be arrested."

6. The idea that some crime is simply the cost of doing business: Included in this issue are crimes such as failure of gang members to pay for meals, paying gang members for services not provided, and even higher levels of extortion. In many instances, the business owner weighs the advantages of involving the police vs. the damage that could occur to his business or the potential of violence against his family. Often it is easier to pay this "extra tax".

7. Crime as defined by the State may not be considered criminal acts within the Asian community: Examples are opium usage by the Hmong, a husband assaulting his wife, or inflicting severe corporal punishment against the children.

It is not the intent of this paper to give the impression that little, if any, crime is reported to the police. On the contrary, most officers with experience working with Southeast Asians felt that although there was a problem with non-reporting of crimes and witness cooperation, progress was

being made. The key element in improving the level of communications is personal contact. For example, if the business owner knows Officer "A" and the officer appears concerned for their safety and interacts well with members of the Asian Community, he will be provided information.

Table "J" lists the results of a survey conducted by the Refugee Planning Center, Orange, California. The survey was administered in 1981 and 1984. The results clearly indicate a concern on the part of Southeast Asians about crime. When asked to list major problems for the family, 45 percent in 1981 replied that crime in the streets was a major problem. In 1984 64 percent gave the same answer, an increase of 19 percent. Also listed are three other major problems, each on the increase, each impact on law enforcement.

TABLE J  
MAJOR PROBLEMS FOR THE FAMILY  
1981 vs. 1984

	1981 %	1984 %	Net Change
Crime in the streets	45	64	+19
Racial prejudice	55	57	+ 2
Children too American	23	40	+17
Dealing with family problems	16	25	+ 9

Source: C. Beth Baldwin, "Patterns of Adjustment", Immigration and Refugee Planning Center, Orange California, 1984, p. 93.

Table "K" represents the result of a study conducted by the Immigration and Refugee Center located in Orange County California.

TABLE K  
WHAT ADVICE WOULD YOU GIVE TO AMERICANS  
IN ORANGE COUNTY

	Aggregate Total	Vietnamese	Lao	Hmong	Cambodian
Provide us better police protection	58%	61%	40%	49%	57%
Provide us better jobs	40%	37%	58%	46%	43%
No opinion	2%	2%	1%	5%	0%

Source: C. Beth Baldwin, "Patterns of Adjustment," Immigration and Refugee Planning Center, Orange CA, 1984, p. 99.

The aggregate total of 58% indicates that given the opportunity of a better job or more police protection, police protection was the choice of well over half the Southeast Asians surveyed.

The most violent threat to the refugee community is the formation of Vietnamese youth gangs. These gangsters, as they are referred to by the refugee community, prey on victims from their own ethnic community. The crimes include extortion, robbery, rape, assault, theft, and murder. The victims, in most situations, are extremely reluctant to cooperate with the police, a fact well known to the criminal.

These gangs are characterized by:

- extreme mobility,
- propensity towards violence,
- usually range in age from 14-23,
- are loosely knit groups that seldom adopt gang monikers,
- usually prey on Southeast Asians.

In the past few years, these groups have started committing crimes outside the Asian community. The majority of these crimes are property crimes such as auto theft and vehicle burglary; however, in Texas the gangs have committed business armed robberies outside the Asian community.

The youth gangs have replaced the initial Southeast Asian gangs formed shortly after the first wave of refugees arrived in 1975. The initial gangs were characterized by:

- mobility,
- members were usually ex-Vietnamese servicemen,
- identifiable by tattoos or clothing, and
- in contrast to the youth gangs, these gangs attempted to maintain a low profile.

Police departments generally had success in prosecuting gang members. The success is attributed to several items:

- Gang members lacked knowledge of laws and how to use the court system to their advantage.
- They were easily identifiable as gang members allowing for collection of intelligence information.
- Police departments shared information on gang members and activities.

Gradually, the first wave of gangs disappeared and were replaced with the youth gangs.

The mobility of the youth gangs is of great concern to law enforcement. A detective sergeant described the mobility of a gang committing residential robberies: "Rob in San Diego or Orange County, rob in San Jose, move on to Minnesota, then to Missouri, and eventually they stay in Texas." In each location suspects blend into the Vietnamese community and usually avoid arrest.

An example of the movement of the Vietnamese criminals is evident in an article taken from the Orange County Register entitled "Vietnamese Car Stereo Thieves Move Like Guerrillas Across U.S.". The article describes Vietnamese criminals who steal car stereo's, then move quickly to another state to avoid prosecution. New Orleans Detective Jack Willoughby stated, "What you have is a bunch of traveling criminals; we have arrested various Vietnamese who have been wanted in California for auto burglary, and we have suspects who have left New Orleans with lots of stereos and have been arrested in Houston".<sup>17</sup>

The mobility of the suspects has created the need for law enforcement agencies to form information networks. This informal networking has been successful in providing information on suspect activity and location. An example of the cooperation is in San Jose where the robbery detectives have a list of sworn personnel in other jurisdictions who work with the Vietnamese. When a crime occurs in San Jose, the detective assigned the case for follow-up can use this information network to obtain or provide information. This is extremely important when dealing with Vietnamese suspects. A patrol sergeant recalled a situation when a residential, armed robbery occurred in his jurisdiction (California) and within a short period of time, the suspect was located and detained with an airline ticket in his pocket for the city of Houston, Texas.

The violence of the Vietnamese gangsters can be easily documented. Recently in San Jose, California, police officers confronted several residential robbery suspects fleeing from the scene of the crime. The officers described the ensuing shootout as a "fire fight". In Garden Grove, California, three or four suspects entered a business and with military-like precision covered the exits and opened fire on the patrons. Examples of violent crimes almost appears endless, and police feel that it is on the increase.

The New York Times, in an article entitled "The shifting Picture of Crime by U.S. Vietnamese", quotes a variety of prominent law enforcement personnel about crime in the Southeast Asian community. There was a general consensus in the article that crime is on the increase. It is more violent, and the suspects are highly mobile. The issue in which there is disagreement is whether the Vietnamese gangs have formed a nationwide network of criminal affiliations.<sup>18</sup> This issue will be discussed in more depth in Section Three of this chapter.

White-collar crime is also a part of the crime situation associated with the refugees. One of the most highly publicized police involvement in the Asian community was the arrest of the forty-two Southeast Asians who allegedly bilked the Medi-Cal program out of at least 27.5 million dollars.<sup>19</sup> There are also indications that groups of Southeast Asians are involved in other white-collar crime such as evading Federal and State Income Tax, insurance fraud, and defrauding people who desire to send money to their families in Vietnam. These types of fraud are commonplace in the United States and are techniques used by many organized groups of criminals to obtain money. A difference is that like the victim of the youth gangs, the Southeast Asian who is defrauded will normally not complain to the police.

While it is apparent that the Southeast Asian would like to receive better police protection, he/she continues to avoid dealing with the criminal justice system. During the research period of this project, I discussed Southeast Asian refugees' relationship with the Victim Witness Programs. These programs provide assistance for victims or witnesses of criminal acts. An agency in Northern California serving a refugee population exceeding 60,000, reported that less than 2 percent of refugee crime victims utilize his agency's resources. The director detailed an impressive attempt to reach more victims. This included hiring a Southeast Asian as a case worker, making personal contact with victims, advertising in Asian newspapers, and conducting educational seminars. The effort has to be applauded; however, the results did not change the estimated 2 percent usage.

In Southern California, a somewhat brighter picture was estimated by a Victim Witness Program director serving a Southeast Asian population of between 60-100 thousand people. It was estimated that approximately 10 percent or less of Asian victims utilize their services. When staff members were contacted, they estimated that when personal contact was maintained with the victim/witness, the usage of services increased close to 5 percent. While this estimate was significantly higher than Northern California, the director compared the figure of Asian refugee usage with that of the

general service population (75% to 80%). It is apparent that the Asian refugee is under utilizing services available to him/her.

During the interview with Victim Witness personnel, the problems associated with "culture shock" are significant for some refugee families. An example was a female, age 14, who became pregnant. Fearful of her parents, she ultimately was directed to the Victim Witness services. After lengthy discussions with the female, she agreed to tell her parents about the pregnancy. Accompanied by staff, the female advised her parents of the situation. Staff personnel remained at the home until it was apparent to them that the situation was calm. Immediately after staff left, the female was beaten for bringing disgrace to the family.

While the situation is probably repeated in non-Asian families, it clearly indicates problems that can impact law enforcement; problems that arise when a family seeks to live by customs and cultures of their native land and the youths take on the customs and attitude of the new environment. Experienced police investigators are deeply concerned about this problem and feel that this potential conflict between parents and children could cause increased runaways, gang development, as well as an increase in malicious mischief, and problems on school campuses. Looking toward the future, it could be imperative that the issue receive attention.

The next issue to be discussed deals with racially motivated crime.

#### RACIALLY MOTIVATED CRIME

This is a difficult issue for law enforcement to deal with. One reason is that few departments maintain separate records on racially motivated incidents. A second reason is that police officers generally are not concerned with establishing a motive for criminal acts, especially misdemeanors, instead they tend to concentrate on the criminal act itself, identifying the suspect and making a lawful arrest.

Another problem in identifying racially motivated crime is best illustrated by an example taken from a news article serving a Northern California city. The Immigration and Naturalization Service raided a factory detaining several illegal aliens. The factory owner called the Catholic Social Services, an agency which assists in the resettlement of Southeast Asian Refugees. The owner asked the agency to send thirty refugees over for jobs. All thirty were hired. Shortly after being hired, all thirty of the cars used by the Asians to drive to work had their tires slashed. The result was that the Asians ceased working at the factory and sought other employment.

Is this racially motivated crime? How many police departments would send one patrol unit to the scene and take thirty malicious mischief reports or perhaps handle the reports over the telephone.

This is just one example of an incident that was, in fact, racially motivated. In this situation, the police department obtained all the facts and worked with this segment of the refugee community to establish a neighborhood watch program.

The Community Relations Service, a unit of the U.S. Department of Justice, has as its mandate "to provide assistance to communities and persons therein in resolving disputes, disagreements, or difficulties relating to discriminatory practices based on race, color, or national origin which impair the rights of persons in such communities under the Constitution or laws of the United States".<sup>20</sup>

A review of the 1983 Annual Report provides the reader with a typical situation in which the Community Relations Service (C.R.S.) became involved.

C.R.S. assistance was requested by the director of the International Rescue Committee, an agency working with Indochinese immigrants, because of concern over an increase in incidents affecting their clients in one section of the city. For example, in one apartment in the neighborhood, every window had been broken and the occupants were harassed and assaulted daily as they walked through the area. Bricks were thrown through the window of one apartment even as C.R.S. staff members met inside with the residents. Refugees failed to report many of these

incidents to police out of fear. However, police responded to requests they did get--including through the use of stake-outs but were unable to make any arrests.

The police working with C.R.S. and other social agencies have lessened the number of incidents and continue to work at resolving potential conflicts.<sup>21</sup>

This is just one of numerous incidents which have occurred in cities throughout the United States. After a review of serious racial incidents, there appears to be four common factors:

- The Southeast Asians were relocated in low-income, minority areas in which affordable housing and jobs were scarce.
- The refugees were not provided with sufficient information concerning the role of the police and, in some situations, how to make contact with them.
- In most situations, the police department did not prepare their organization to deal with Asians, little if any training, and few proactive programs developed.
- Nothing was done to prepare the community for the arrival of the refugees. As a result, rumors among non-Asians in the community indicated that, while they were living below the poverty level, the government was giving special help to the Asians. (Attachment "B" is a list of myths that have been compiled with regard to the Southeast Asian refugee.)

Included in this report are several newspaper articles which depict racially motivated crime directed toward Southeast Asian refugees. (Attachment "C") Racially motivated crime is not just a police problem but is a city problem that can only be overcome if the response effort is city wide. However, law enforcement will usually be the catalyst for getting the job done, and it is important for the police administrator to develop organizational policies that allow for collection of data and provide training for personnel.

The Refugee Report, in its issue dated December 13, 1985, provides an excellent synopsis of major events relating to acts of racially motivated violence. Included in this report as Attachment "D" is a copy of the journal article. I urge all readers to review this document as well as the newspaper articles on discrimination.

## CHAPTER ONE

### Section Three:

#### Southeast Asian Organized Crime, Myth or Reality

After researching this topic, few if any law enforcement people believe that the Vietnamese gangs have developed a structure similar to the Mafia and should be classified as an organized crime syndicate. This opinion is supported by the Federal Bureau of Investigation. The F.B.I. recently published a report on Oriental organized crime. Chapter IV dealt with Vietnamese Crime. A copy of that chapter (Attachment "E") states in part:

Although there is no evidence available at this time which discloses that the Vietnamese presently have a formal criminal hierarchy and organizational structure which meets the definition of organized crime as applied herein, there are significant indications that the Vietnamese criminal elements, if ignored by law enforcement, could evolve into a major criminal apparatus in the future.

There is a consensus among law enforcement that the Vietnamese criminal elements are just beginning to establish themselves in the United States and that they are where the Chinese gangs were ten years ago. Since many Vietnamese refugees are ethnically Chinese, their direct induction into existing Chinese criminal groups has been facilitated, adding to the problems confronting some metropolitan police forces.<sup>22</sup>

During the early 1980's, violent crimes in the Southeast Asian communities received significant media coverage. There were accusations that the Vietnamese had organized a "new Mafia," and it was alleged that the organization was headed by a Vietnamese ex-general. This proved to be pure speculation.

In the Asian Organized Crime hearings, October 23-25, a non-identified, hooded witness described a nationwide Vietnamese Crime Syndicate and named Mr. Ky, Vietnam's ex-Premier as its leader. There was no corroboration of his testimony. Later, during the hearing, testimony from intelligence officers and other law enforcement officers refuted portions of the non-identified witness' testimony. There is no evidence available to suggest the existence of a Vietnamese nationwide criminal organization headed by one godfather or leader.

There is evidence, however, that the Vietnamese gangs are at a phase in development similar to the Chinese gangs ten years ago. Today the Chinese gangs are highly organized criminal syndicates that possess power in their community. There is evidence that American based Chinese gangs have ties with the Triads, the Chinese organized crime group.

If law enforcement is to prevent the eventual organization of Vietnamese gangs into a powerful Mafia-like organization, they will have to continue to pursue suspects, formalize information networks, utilize federal prosecution, and enlist the aid of federal law enforcement (R.I.C.O. Statute and wire tap availability.)

The following are the statements offered by Inspector John McKenna, San Francisco Police Department, Chief Donald Saviers, Westminster, California, Police Department, and Sergeant Jack Willoughby, New Orleans Police Department. All of these individuals are knowledgeable about Asian crime and their testimony offers valuable insight into this issue. These statements are taken from the Presidential Commission on Organized Crime Record of Hearing III, October 23-25, 1984, New York, p. 441, 487, 491.

TESTIMONY OF  
INSPECTOR JOHN MCKENNA  
SAN FRANCISCO POLICE DEPARTMENT

In the mid-60's, some members of the San Francisco Police Department became aware that within the Chinese community, a serious problem was evolving. The reports were that the newly-arrived Chinese immigrants were bothering shopkeepers, merchants and entertainers, abusing people, demanding free food, tickets and merchandise. An increase in the immigrant population had come about through a relaxation of immigration laws. Although there was no increase in official criminal reports, verbal reports from the community were being received about acts of violence and battles between youth groups. For no apparent reason, numerous street shootings were occurring.

I was assigned to some homicides that appeared to be gang-related. I detected an undercurrent of fear and experienced a lack of cooperation among witnesses and participating subjects. Further, names of gangs were being picked up such as Wah Ching. Throughout the community, they observed emerging youth groups who recently arrived from Hong Kong. They came into the United States under the Paper Father principle, i.e., sponsored by someone but when they got here they did not live with their sponsor. The school system could not handle the new arrivals. Furthermore, the American-born Chinese treated them badly. These new immigrants developed a tendency to congregate in

Chinatown and to go in gangs to restaurants and nightclubs where they refused to pay for their meals and drinks, relying on the cultural code of silence from their victims. Further, they were quick to engage in battles with each other.

Many of these people entered into a gang life, preying on their own with illicit acts of extortion burglary, robbery and assaults. At first, they formed a loose amalgamation of groups all vying for the control of the community. The main purpose of these groups was to establish their power and to seek prestige within their peer group. With their power and prestige established, profit was obtainable.

In the later 1960's, would-be leaders of these groups emerged and started to structure themselves as gangs. Information came to me that a meeting was to be held to decide who would be "yit", or number one. The meeting split into factions and the participants began to assault and murder each other as they vied for power.

In the years that followed that meeting and up to the formation of the Asian Gang Task Force, there were 45 gang-related homicides. Out of these, approximately 7 were solved. Several gang lieutenants were shot and top leaders of the gangs were also occasionally murdered in revenge killings. From all the battling two groups emerged: the Wah Ching and the Cheung Chee Yee. During this period, the violence, extortions and robberies of the gangs held the community hostage. It was difficult for law enforcement officers to investigate because the Chinese community was very uncooperative and refused to assist. Moreover, some law enforcement officers compared this to the Mafia and expressed the attitude, "let them fight among themselves and kill each other off."

I and others recognized that the problem was growing. I also feared a serious incident where innocents would be shot. Both myself and other officers were keeping individual files on what we were observing at this time. We would meet occasionally to pool our information. In July or August of 1977, I was asked to put all of this information together. I left homicide to go to the Intelligence Division. One week after my switch, the struggle for power and leadership among the gangs culminated in the Golden Dragon Massacres of September 4, 1977, in which a segment of one gang, seeking revenge for a prior incident, burst

into the Golden Dragon restaurant and in a hail of gunfire killed five innocent people and severely wounded eleven others. None of the victims had any knowledge of gang activity. The intended victims all escaped unscathed.

This was the catalyst that established the Police Department's Gang Task Force, comprised of investigators and patrol personnel who had knowledge and expertise concerning the Asian Community's customs and language, and the ability to generate information of an intelligence nature. Understanding the history of the community and the differences that separate Tongs, Family and Village Associations are all paramount in establishing a trustful relationship and a mutual desire between the Police and the community to join in an effort to control these illicit activities. All of these abilities, coupled with the desire to firmly and honorably investigate and prosecute violators, are essential in abating this problem. The task force was made up of Caucasian, Chinese, Filipino and Vietnamese police officers, assigned to handle all Asian matters. They will assist Homicide or Robbery or whatever squad is handling a case if there appears to be any gang involvement.

Since formation of the Gang Task Force there have been only five murders. Three of them have been solved. The reasons for the decrease in murders may be attributable to the following:

1. The police are now a visible presence in Chinatown because they work on the street and in plain clothes.
2. The gangs do not know how big the Task Force is, or where it is.
3. The Task Force attempts to give equal treatment to the community members they meet. They talk to them and get to know their families. This includes suspected gang members.
4. The Task Force maintains files on the gangs so that intelligence is complete and current.
5. The Task Force knows the history of the organization and are learning cultural idiosyncracies.
6. The Task Force has sent leaflets out encouraging the community to report crimes.

It is important to remember that these gangs do travel. They have established themselves in other parts of the country. Police departments have jurisdictional limitations in monitoring their travel. Liaison with other city, state and Federal departments is an asset in monitoring such travel. This is successful only if such agencies are aware of the problems and have officers delegated to this task.

All gangs are detrimental to a lawful society. They prey on their own. They establish turf control by violently challenging any other subjects who move in. Economically, they can devastate an area, frightening business away.

Their ages should never be considered in the investigation. Agencies should always be aware that today's juvenile gang member is tomorrow's adult gang leader.

STATEMENT OF DONALD SAVIERS  
10-17-84

Good Morning!

It is a pleasure to report to you on the situation in California. I will give our findings about the problems associated with the Southeast Asian primary and secondary migrations, with emphasis on our concerns with organized crime activity.

Implicit in this report are some caveats about the extent and future of organized crime; as it relates to this, the most recent and toughest test yet of the American system's resiliency--in this case as we try to absorb the remains of an entire country...Vietnam.

As we begin a dialogue such as this, it is first necessary to do some "housekeeping chores," which I don't want to belabor. So I wish to merely mention the definitions and vocabulary that we use in California.

Traditional organized crime in our usage applies strictly to those known groups that came to be called "THE MAFIA" or "LA COSA NOSTRA."

Non-traditional organized crime is what I call that area of conspiratorial criminal activities that has emerged or has the potential of emerging in the future as well as already established criminal enterprises.

The difference in these two categories is more one of our relative knowledge, or ignorance, than it is a comment on the structure or threat inherent in the groups. Non-traditional organized crime, then, represents law enforcement's more pro-active effort, while traditional organized crime--in a sense--is a mark of our past accomplishments.

A third category I must introduce--not because we in the Southern California area are relieved the Olympics went so well--but more in its future implication, in non-traditional organized crime: The category is Terrorism.

By "Terrorism" I mean that doctrine that forwards the use of criminal activity, homicide, extortion, and the fear generated by these acts, to attain group goals of a political nature. In using the term "political," I am speaking directly to politics on a global scale, such as those embraced by groups that purportedly collect money, arms, and amass troops to overthrow or re-take a foreign country. I'll discuss this in detail shortly.

In proper perspective, I suppose my highest credential here today is that category established by national media. The City of Westminster once was known primarily as being a very conservative, upper-middle-class "bedroom" community, described as being "just south of Disneyland" in Southern California. Today, in 1984, we are the newest "third-world colony," and I say that in quotes; "Little Saigon;" the largest Vietnamese business community outside of Ho Chi Minh City."

I have seen, in the last half-dozen years, a transition from "zero-Asian-population" to a stable area concentration, encompassing several communities, of over 80,000 Vietnamese refugees. My office is a mile and a half from Bolsa Avenue and Magnolia Street, which is now the famous cultural center of Southeast Asian activity.

California today is said to already have half of the total United States Southeast Asian population, and this secondary migration continues as more pour in daily; attracted by their relatives, California's lucrative welfare, the availability of foods and spices, and the general snowball effect that occurs as the word spreads that Little Saigon is almost as good as being "home."

Demographically--and here I will speak specifically about the Westminster area, because it appears to be very unique--the secondary migration has created a regathering of dominantly upper-middle-class and upper-class former Vietnamese Heads of Government and military leaders.

Air Marshal and former Premier Ky, General Nguyen Vy, and a host of mayors, police chiefs, and military figures are examples. In 1982, we were host to Bao Dai, the last emperor of Vietnam, who is presently in exile in France.

A quick word about the people themselves is very helpful and interesting, because this is the very first immigration that involves a cultural group of people that is at the same time very similar to us and also quite different. By that I mean that we in America are "pure-bred Westerners." We are the example of Western thought, Western civilization, and we create Western philosophy by our daily activities and preferences.

The Vietnamese are of Eastern thought, religion, and philosophy. I am a law enforcement practitioner and not an academician; but, it has been helpful to me in understanding Vietnamese crime to remember a very few things about Eastern philosophy as it acts to predict Vietnamese behavior. These things are crucial to us in intelligence work and in establishing motives and suspect profiles when investigating violent crimes.

Now remember, that we--all the rest of us in America today--are Westerners: The Black Americans, Mexican Americans, Christians, Catholics, and Democrats. We all share compatible world views and thought.

Eastern philosophy is different, however. There are THREE main forces in Vietnamese culture, and these reflect directly on Vietnamese organized crime.

The first of these is BUDDHISM, which is the Eastern counterpart to our hard-work ethic, only it seems much more demanding. Basically, if you do not own a Mercedes-Benz yet; if you are impoverished; then you have no one to blame but yourself. My Buddhist associates will run circles around their Anglo business competitors, with very little sleep and a cut-throat approach to free enterprise and competition that is very interesting. One particular businessman explained to me that, "if American grocery store have competition with enemy store down street, everyone lower prices and lose much money. Vietnamese business owner sometime have quick idea, and burn down enemy store."

Parenthetically, the East/West difference sometimes is not so great: if you recall the Hell's Angels methods of eliminating competition and taking over street food vending in Northern California.

A second primary force in Vietnamese culture--a behavior predictor--is CONFUCIANISM. Every time a detective shows me mug shots of more individuals identified in Vietnamese gang activity, I am reminded of the virtues sought by Confucianist practitioners. This amount of self-control, militaristic discipline, lack of emotion, and dedication would have made Che Guevara proud.

A Vietnamese professor told one of my detectives this was a curious disparity, wherein Confucian distaste for group behavior is being contorted to an absolute group identification and loyalty that will have to be addressed at sometime in the future in gang activity.

The third main force is TAOISM, as taught by the Master, LAO TZU. Taoism is the "YIN and YANG," the story of the willow tree outlasting the oak because it is more flexible. This is the KUNG FU thing so popular among Asian gangsters. Lao Tzu himself preached conformity to all government rules and emphasized getting along; but again as culture changes in a migration and is adapted to the main goal of survival, we see a dramatic change. This dedication and persistence is a virtue that stymies many of our traditional police methods. Extortion victims tell us they know the gangsters can outlast police protection and will persist to retaliate against them at anytime in their future or even against their children to come.

With that as an introduction, I would like to move directly into some areas of great concern. The interest here is underscored by the fact that my office, in the past year alone, has been scrutinized by CBS, NBC, 20/20, 60 Minutes, and a collection of the major newspapers across the country, and most recently by the special broadcasting service in Australia, asking piercing questions about Asian organized crime.

Unfortunately, none of us have as yet, the data base or understanding as we did in the sixties, enabling us to construct detailed maps of territories and influences of all twenty-four Mafia families. It is a credit to this Commission that work is now being done to prove/disprove, confirm/deny the degree of sophistication among the Vietnamese criminal element.

The first group I propose for inquiry is the National United Front for the Liberation of Vietnam, or "The Front" as it is called. This is a nationalistic political organization whose stated violent goal is the overthrow of the Soviet Russia-supported Vietnamese government. This is an intra-state, inter-state, and international organization. Millions of dollars are collected and regulated by a broad-based organization.

My sources describe a dotted line, if not a concrete link, with a second organization known as "The Frogmen," and other military associations. "The Frogmen" is a loosely-knit organization that is claimed by some to be highly organized and heavily involved in questionable activities. "Frogmen" appears to be a generic term attached to military-trained, underwater demolition members of former association with U.S. combat troops during the Vietnam war. It is generic in that some Frogmen associates were, in fact, Air Force and Army.

The Liberation Front is very active throughout the country. My experience is, they are middle-class, middle-aged, with a past history of turmoil and violence that most Americans find difficult to comprehend. As a footnote, I would share with you our constant amazement at the level of violence the Vietnamese people, as a whole, are used to. The Liberation Front is comprised heavily of South Vietnamese military and government officials, who left their homeland in 1975. I would describe right now as

"very strong" the rumors that the Front is recruiting an army within this country, with the eventual goal of armed resistance abroad. The activity of this organization began officially on March 8, 1982, with the hopes that a spontaneous reorganization will occur as they rise up in Vietnam against their oppressors and bring peace to their country. In the meantime in America, the money collection continues with the reported goal being the support of armed troops that may or may not be training in America and also fighting in the jungles of Vietnam. We are told that if you don't contribute to the "brownshirts," as they are called (due to their uniform), then you are called a communist. If this social pressure doesn't work, other means may be employed.

Leaders of this organization indicate they exist in all major cities of the U.S. with refugee populations.

In Westminster, The Front's Chairman, Mr. Hoang Co Minh, has made appearances to further the collection of monies from people in businesses in our area. The contributor may be asked if he would like to select how his money is to be spent: weapons; medicine; uniforms.

Westminster is the annual host of the largest TET Festival celebration by the Vietnamese in this country. TET is the Vietnamese New Year, the most festive of all their holidays. At the last TET Festival, the Liberation representatives explained to me they had 10,000 guerrilla or freedom fighters reportedly in combat in Vietnam. They have tape-recordings of what is said to be live broadcasts accounting their progress from the jungles. The validity of the claims or the idea has little interest to me. Gentlemen, this is an army that is in our midst, and I submit to you we need to make some investigative inquiry.

From an organized crime perspective, I would also submit to you four immediate areas of concern: mail fraud; criminal conspiracy; income tax evasion, various crimes against persons.

Investigation of Vietnamese criminal activity is very difficult due to the language barrier, the lack of trusted interpreters, and the interplay of the three previously mentioned cultural differences between Western and Eastern thought.

In Orange County, California, we have been very fortunate to have made early inroads that seem to be giving us an overall edge. We have used the same undercover approach successful to stolen property and narcotics investigations, and have cultivated a small number of tested reliable informants.

I will briefly capsulize three investigations in which each provided a different view of the problem.

Dragon Lady Case:

In early 1982 intelligence sources kept referring to the Dragon Lady, a wealthy and highly feared influential component high in a structure that ran protection, extortion, and controlled prostitution with a hierarchy whose influence was area-wide.

The lady was a gambler, with regular high stakes Chinese poker, or Mah-Jong games.

In the games, there are three concurrent pots: one was gold; the second U.S. currency; the third negotiable instruments. This is not necessary for Mah-Jong but was said to be a player's courtesy, lessening the traceability, or laundering, by a factor of three, the impact of any total take.

One victim in a series of games was fleeced over several weeks and got in over his head. He was beaten and extorted, but developed to be an informant; then ultimately turned into one of the first reliable, and most successful, Viet U.C. operators around.

After an extended investigation a sinister picture developed around the fear and influence of the organization and power we were dealing with. Following newspaper accounts of the case, additional confidential informants made contact. They were grateful and surprised people of this stature would be tackled by local law enforcement. By this, they referred to an international corporation from Cannes, France to Southern California. States witnesses required relocation and protection.

## STATEMENT OF JACK WILLOUGHBY

or.gan.ize - 1. to provide with an organic structure 2. to arrange for 3. to establish; institute 4. to persuade to join a cause, group, etc. - to become organized - or'gan.iz'er n.

If we look for Organized Crime in the "traditional" sense within the Vietnamese Community we'll not find it. It is the opinion of police officers, throughout the United States, that work in the Asian Community that there is no "Vietnamese Godfather," controlling all Vietnamese criminal matters in this country. This does not mean that Vietnamese criminals have not "organized," since their entry into this country in 1975, and later.

Among the mass of Vietnamese citizens fleeing communism at the fall of South Vietnam were members of the criminal class from the country. There is no reason to think that once these criminals relocated into this country they did not revert to type and continue these activities in the various Vietnamese Communities spread throughout the United States.

These groups of criminals, from past associations in Vietnam, could be considered to be organized in that the members communicate with each other and provide services, such as hide-outs, weapons, information, to visiting criminals from other parts of the country.

Criminal organizations within the Vietnamese Community exist at several levels.

### 1. YOUTH GANGS:

In every Vietnamese Community of any appreciable size there are "gangs" of Vietnamese youth preying on the citizens of that community. These gang members engage in petty theft, use and deal in small amounts of narcotics, extort businessmen, and on occasion resort to violence in order to settle arguments among themselves or to frighten businessmen as part of their extortion efforts.

Many of these gang members can be recognized by longer than usual hair, "punk" clothing, and colorful tattoos on their arms and body. Some of the worded tattoos can be translated to mean such things as, "I'll take any dare," "Lost love," "Move with the wind," and other self serving slogans.

Some of these youth gangs were formed because the members came to this country without their family and are cut off from the traditional Vietnamese family life style and support. The loose association of other gang members fills this void in their life.

Other young men became gang members because they simply wanted to be criminals.

## 2. GAMBLING:

Gambling is a way of life in the Orient and transcends all class distinctions. It is very common in the Vietnamese community for a person to operate a gambling house in his residence or pay another to let his home be used as a gambling house.

The men who run these games often make use of youth gang members as guards for the games. This prevents other youth gangs from robbing the games and gives the gambling patrons a nice, safe feeling so they can get on with their games without interference. Guards are also employed as look-outs in case the police come into the area. Should the police intrude into the "safe area," the gambler is warned via telephone or walkie-talkie and all gambling is stopped, the games put away, and should the police break in, all they would see is a party of Vietnamese eating and drinking. Food and drink are kept on hand for this purpose as well as for sale to the gambling patrons.

As with gambling among any other group, the gambling leads to loan-sharking, prostitution, and other crimes.

When a well known gambler from one location visits another he is often treated as a welcome guest, especially if the two gamblers knew each other in Vietnam.

## 3. NARCOTICS:

Narcotics is big business and big money. Members of every ethnic group now in this country engage in the narcotics trade. Many Vietnamese who fled to this country were fishermen in Vietnam. Many

of those people now own, or work on, fishing boats of one kind or another in the coastal areas of the United States. Some of these fishermen have entered the narcotics trade as dealers and/or transporters. American narcotics dealers make use of these Vietnamese to bring in loads of narcotics from "mother-ships," in their fishing boats. The distribution of the narcotics is then done by the Americans.

The Vietnamese are an industrious and intelligent people, they would not long work for others when they could be making the major profit themselves.

Vietnamese can now be found at all levels of the narcotics trade, either working with other Vietnamese or working with Americans in order to provide themselves and their wares with a larger market.

4. SMUGGLING:

Members of the Vietnamese community are engaged in smuggling food stuffs, cigarettes, and pharmaceuticals for the purpose of sale in various oriental grocery stores throughout the country. If one enters any Vietnamese grocery store in any Vietnamese community in this country, it should be possible to trace some of the above items from other portions of the country on which duty/taxes have not been paid. There is a well established route for cigarettes, of British origin, from Hong Kong, to California, and to other parts of the country. Cigarettes are also being brought into the United States from Mexico and being distributed, via mail, to various parts of the country.

In many Vietnamese stores, the same brand of cigarettes can be purchased for different prices. The higher price will be charged to a stranger, cigarettes on which all taxes have been paid, and the lower price to a regular customer, cigarettes on which no taxes have been paid.

Some authorities believe that cigarettes hijacked in California have found their way to Louisiana and Mississippi.

## 5. PROSTITUTION:

Vietnamese prostitution is usually to be found in cities with a large Indo-Chinese population. Most of this type of activity takes place in night-clubs, bars, and massage parlors. It has been said by some law enforcement agents that the men that run the various prostitution groups have "look-out" people working in the relief agencies. These people look for young Vietnamese females with no family who speak little or no English and have no contacts in America. They are then recruited to work in the bars, etc. with the promise of big money and the sense of belonging to a group of friends.

Some of the Vietnamese prostitutes in this country are engaged in that profession because they cannot make money any other way and they feel the need to support family members who are still in Vietnam. They sacrifice themselves to save their family. Vietnamese families look with great shame on any female family member who becomes a prostitute for any reason. In their own eyes many Vietnamese prostitutes are "dead," or "worthless," and only continue living to support others.

There can be no hard and fast rule however. Some Vietnamese prostitutes are simply whores with no motive more noble than a desire for easy money.

Vietnamese engaged in criminal activity are usually centered in a small portion of their own community and deal only with other Vietnamese. These criminals may have contacts with others in various parts of the country and cooperate because of common past experience in Vietnam, be it political, military, or criminal. Because of this past contact, as well as the feeling that they are alone in a "Sea of white faces," there exists the potential for a large, traditional, organized crime family forming.

One only needs to study the history of organized crime in America to see that these possibilities exist. The Vietnamese have an advantage on other ethnic groups in that they have ready-made contacts throughout the United States due to the wide dispersal of the Vietnamese people in this country.

Vietnamese youth gang activity, as well as other forms of crime in the Vietnamese community, are being recognized as a problem in California, Texas, Louisiana, Mississippi, Virginia, New York, Illinois, Colorado, and other states. States with a large coastline are experiencing problems with Vietnamese involvement.

## CHAPTER TWO

### RESULTS OF PATROL AND DETECTIVE SURVEYS

A key element in the identification of trends and events is to understand the present. The survey instruments were developed as problem identifiers. The survey was not an attempt to judge the effectiveness of a police organization or evaluate the attitudes of its employees. There was no attempt to identify individuals completing the survey nor attach the results to any one site.

Four sites were selected with each site having a service population of at least 5 percent Southeast Asian. The sites ranged in population from approximately 70 thousand to one million.

There were two survey instruments designed, one for patrol officers and sergeants and one for detectives and detective sergeants. In each of the two groups, there were two survey instruments; referred to as Patrol A and Patrol B and Detective A and Detective B. The only difference in Survey A and B was the two scenario questions. In Survey Patrol A, the scenarios involved non-Asian actors; Survey Patrol B scenarios were the same as Patrol A, but the actors were Southeast Asian.

In the detective survey, the opposite was true. The only difference between surveys was that Detective Survey A had

Southeast Asian actors while Detective Survey B had the same scenario but with non-Asian actors.

The surveys were randomly passed out to 296 patrol officers and sergeants during briefing period. The surveys were completed prior to the individuals leaving the briefing room.

The detective surveys were given out in a variety of methods; during detective briefings, to individual detectives, or to detective sergeants who were instructed to distribute the surveys to their personnel. A total of seventy-three surveys were completed.

In each situation when the surveys were passed out the respondents were told of the importance of reading the questions carefully and told not to list their name or organization on the forms. Once returned there was no attempt to separate completed surveys by site location.

The survey results can be of importance to police managers when designing a strategic plan for the delivery of services to a Southeast Asian community. The data compiled from the survey indicates that handling calls for service and conducting follow-up is more time consuming when compared with time spent on non-Asian cases or calls for services. Additionally, the survey indicates problems as to why this condition exists.

The content of this chapter can be a useful tool in developing a comprehensive and effective plan for delivery of police services to Southeast Asians.

CHAPTER TWO  
Section One:  
Patrol Survey

Introduction

The survey instrument (Attachment "F") was used to identify potential problems and conflicts in providing police service to the Southeast Asian community.

Sites were selected in Northern and Southern California areas. To ensure anonymity, officers were instructed not to put their names on the survey, and surveys from all sites were combined. This was done at the request of police managers and was compatible with the purpose of the survey.

Patrol officers were given one of two survey instruments. The two surveys were identified by the letters "A" and "B". The difference between the surveys was with two scenario situations (robbery and bike theft). Patrol Survey A had scenarios involving non-Asian actors; Survey B had two scenarios involving Asian actors. All other questions were the same.

The survey instrument had the respondent reply to six background questions which included service in Vietnam and ethnic origin. Questions six and seven were calls for service scenarios; Survey A non-Asian participants, Survey B Southeast Asian participants. Question eight asked for the officer's opinion on recruitment issues involving Southeast Asians.

Questions nine through thirteen addressed issues concerning providing calls for service. Questions fourteen and fifteen covered training and discrimination.

Results

The background information collected on each respondent for both survey instruments is as follows:

PATROL--A

TOTAL NUMBER OF SURVEYS COMPLETED: 154

1. Age: Average 30 Youngest 20 Oldest 57
2. (Optional) Ethnic Origin:  
78% Caucasian 4.5% Black 12.3% Mexican-American  
2.6% Asian 2.6% Other
3. Number of years in law enforcement:  
Average 9.5 Low 1 year High 28 years
4. Have you served in the Armed Forces? 34.4% yes  
If yes, did you serve in Vietnam?  
Of all respondents, 13% yes
5. College education:  
33% 0-6 units, 25% AA, 22% BA 18% Post Graduate

PATROL B

TOTAL NUMBER OF SURVEYS COMPLETED: 142

1. Age: Average 32.6 Youngest 22 Oldest 51
2. (Optional) Ethnic Origin:  
79% Caucasian 1.5% Black 14.7% Mexican American  
2.8% Asian 2% Other
3. Number of years in law enforcement:  
Average 9 Low 1 year High 25 years
4. Have you served in the Armed Forces? 40% yes  
If yes, did you serve in Vietnam?  
Of all respondents, 13% yes
5. College education:  
32% 0-60 units, 19% AA, 31% BA, 17% Post Graduate

The first section of the questionnaire dealt with two scenarios. The scenarios were the only questions different for each survey.

The first scenario dealt with how the officer expected the victim to react after experiencing a residential armed robbery.

The first two scenarios were:

You are assigned to uniform patrol in a marked unit and you receive a call with the following information:

A residential armed robbery just occurred. Contact the victims, Nguyen Hai and his wife Le Thi Ba, at their residence. The suspect is described as male oriental, 5-7, 135, blk, brn, wearing a white jacket, T-shirt and levis and is armed with a revolver. Suspect fired one round into the air prior to leaving and fled in an unknown direction.

Please circle one to three answers that you generally expect will describe the conduct of the victims:

- a. truthful;
- b. uncooperative due to fear of reprisals;
- c. unfriendly;
- d. cooperative;
- e. victims' story will contain lies;
- f. victim will withhold useful information.

#### PATROL SURVEY A

You are assigned to uniform patrol in a marked unit and you receive a call with the following information:

A residential armed robbery just occurred; contact the victims, Jim Smith and his wife, at their residence. The suspect is described as M/W, 5-10, 180, brn, blu, wearing a white T-shirt, blue levis, and armed with a revolver. Suspect fired one shot into the ground prior to leaving and fled in an unknown direction.

Please circle from one to three answers that you generally expect will describe the conduct of the victims:

- a. scared but cooperative;
- b. unfriendly;
- c. truthful;
- d. victims' story will contain lies;
- e. victims will withhold useful information.
- f. uncooperative due to fear of reprisals.

The responses were significantly different.

<u>Non-Asian Situation (A)</u>	<u>Asian Situation (B)</u>
93% circled... "scared but cooperative"	46% circled... "unfriendly"
45% circled... "truthful"	26% circled... "truthful"

The most infrequent answers given were:

<u>Non-Asian Situation (A)</u>	<u>Asian Situation (B)</u>
1% circled... "unfriendly"	16% circled... "uncooperative due to reprisals"
1% circled... "victim's story" will contain lies"	19% circled... "victim will withhold useful information"

In the non-Asian situations, the officers as a group were consistent. In the Asian situation, there was a more even distribution of responses among all six answers with no answer receiving less than 16 percent.

Scenario number two involved a bike theft ring and possible extortion by elementary school children. Again the scenarios were Asian and non-Asian participants.

PATROL SURVEY B

An elementary school principal called concerning the theft of bikes from the school grounds.

Upon contact, the principal advises you that a male Vietnamese in the 6th grade is suspected of stealing bikes from Vietnamese kids then selling them back to the owners for amounts ranging from \$5 to \$10. In the principal's office are three Asian victims and their parents. The principal further advises you that the crimes, to date, have gone unreported to the police and that the suspect may have older friends doing the same things at other schools.

Based on this information the parents will most likely:  
(Circle one to three answers only.)

- a. urge their children to cooperate;
- b. refuse to allow their children to cooperate;
- c. be uncooperative due to fear of reprisals;
- d. ask the police to allow them (the parents) to handle the situation themselves;
- e. deny a crime took place, even though evidence strongly suggests that the crime did occur;
- f. unable to answer question.

PATROL SURVEY A

An elementary school principal called concerning the theft of bikes from the school grounds.

Upon contact, the principal advises you that a male in the 6th grade is suspected of stealing bikes from kids then selling them back to the owners for amounts ranging from \$5 to \$10. In the principal's office are three victims and their parents. The principal further advises you that the crimes, to date, have gone unreported to the police and that the suspect may have older friends doing the same things at other schools.

Based on this information the parents will most likely:  
(Circle one to three answers only.)

- a. urge their children to cooperate;
- b. refuse to allow their children to cooperate;
- c. be uncooperative due to fear of reprisals;
- d. ask the police to allow them (the parents) to handle the situation themselves;
- e. deny a crime took place, even though evidence strongly suggests that the crime did occur;
- f. unable to answer question.

The most frequently circled answers for these scenarios are listed below:

<u>Non-Asian Situation (A)</u>	<u>Asian Situation (B)</u>
69.4% circled... "urge their children to cooperate"	59% circled... "unable to answer"
There were no other answers receiving more than 8%	45% circled... "refuse to allow their children to cooperate"
	22% circled... "ask the police to allow them to handle the situa- tion themselves"

The most infrequent answers given were:

<u>Non-Asian Situation (A)</u>	<u>Asian Situation (B)</u>
6% circled... "deny a crime took place"	14.7% circled... "urge children to cooperate"
6% circled... "unable to answer"	14.7% circled... "deny a crime took place"

As with the robbery scenario and the bike-theft ring situation, the majority of the officers felt that the parents would urge their children to cooperate. In the Asian situation, 45 percent of the officers indicated the parents would refuse to allow their children to cooperate.

Questions 8(a) through 8(d) deal with the recruitment of Southeast Asians as police officers. There was some indication among Southeast Asians of possible conflict between Southeast Asians and Mexican-Americans. For this reason, the responses of Mexican-American respondents will be compared with the responses from the entire group of officers surveyed.

TABLE 2-A

You have just been told in briefing that the Department has hired two Asian officers; one Vietnamese and one Cambodian. Both individuals are recent graduates from Golden West Community College Police Academy. Both officers speak English and their native language. Both new officers migrated to the United States in 1976.

Please answer the following questions:

- a. Officers on your shift will treat these two Asian officers just like any rookie is treated:

ALL RESPONDENTS...

Strongly Agree and Agree:	78.0%
No Opinion:	7.0%
Disagree and Strongly Disagree:	14.5%

MEXICAN-AMERICAN RESPONDENTS...

Strongly Agree and Agree:	85.0%
No Opinion:	10.0%
Disagree and Strongly Disagree:	5.0%

- b. The hiring of these two officers will be an asset to the Department:

ALL RESPONDENTS...

Strongly Agree and Agree:	92.0%
No Opinion:	7.0%
Disagree and Strongly Disagree:	1.0%

MEXICAN-AMERICAN RESPONDENTS...

Strongly Agree and Agree:	93.0%
No Opinion:	7.0%
Disagree and Strongly Disagree:	0.0%

- c. The hiring of these two Asian officers represents a lowering of hiring standards by the Department:

ALL RESPONDENTS...

Strongly Agree and Agree:	4.0%
No Opinion:	13.0%
Disagree and Strongly Disagree:	83.0%

MEXICAN-AMERICAN RESPONDENTS...

Strongly Agree and Agree:	2.0%
No Opinion:	13.0%
Disagree and Strongly Disagree:	85.0%

- d. The two officers have not been in the United States long enough to have developed sufficient knowledge of the customs and culture of my community and therefore they will not become effective police officers:

ALL RESPONDENTS...

Strongly Agree and Agree:	6.0%
No Opinion:	19.0%
Disagree and Strongly Disagree:	75.0%

MEXICAN-AMERICAN RESPONDENTS...

Strongly Agree and Agree:	8.0%
No Opinion:	17.0%
Disagree and Strongly Disagree:	75.0%

Overall, the survey revealed little evidence that Southeast Asian officers would be treated differently than other officers. The responses to whether the Southeast Asians would be an asset was very high with only 1 percent disagreeing.

With reference to the issue of conflict between Southeast Asians and Mexican-American officers, there was no evidence to indicate that this was true and survey results indicated that Mexican-American officers were more positive about Southeast Asian officers.

Question nine identified problems that officers encounter when dealing with Southeast Asian men and women. The respondents were asked to prioritize the following list of possible problems:

- A lack of cooperation with the police
- Language barrier
- Victim's fear of reprisal hinders investigation
- My own lack of information on the customs and culture of Southeast Asian men and women
- Southeast Asians' lack of knowledge of the criminal justice system and role of police in the community.

Prioritized response to the survey is as follows:

TABLE 2-B

- Language barrier
- Victim's fear of reprisal hinders investigation
- Southeast Asians' lack of knowledge of the criminal justice system and role of police in the community
- A lack of cooperation with the police
- My own lack of information on the customs and culture of Southeast Asian men and women.

Language barrier and victims fear of reprisals were clearly the number one and two problems. Southeast Asian lack of knowledge and lack of cooperation were rated close to each other; lack of information on the customs of Southeast Asians was clearly the least indicated problem.

Questions ten through twelve dealt with handling calls for service. Question thirteen asked the respondents if their police department needs to improve the level of service provided the Southeast Asian community.

TABLE 2-C

10. When compared to other ethnic groups in my community, Southeast Asians who are victims of crime are more reluctant to report the crime to the police.

Strongly Agree and Agree:	79.0%
No Opinion:	11.0%
Disagree and Strongly Disagree:	10.0%

TABLE 2-D

11. Calls for service involving Southeast Asians take significantly longer to handle than calls for service involving other members of my community.

Strongly Agree and Agree:	74.0%
No Opinion:	10.0%
Disagree and Strongly Disagree:	16.0%

TABLE 2-E

12. My police department needs to provide more training on customs of the Southeast Asian immigrants.

Strongly Agree and Agree:	64.0%
No Opinion:	14.0%
Disagree and Strongly Disagree:	22.0%

TABLE 2-F

13. In my opinion, the level of police service provided to the Southeast Asian community:

37% needs improvement      45% is acceptable  
18% meets most of the needs of the Southeast Asian community; little improvement needed.

Responses to Questions ten and eleven clearly indicate a need for further examination. If calls for service take longer in the Southeast Asian community:

- How much longer?
- What types of crimes take longer?
- Why do the calls for service take longer?

The survey indicates a need for further training on customs of Southeast Asians; however, most officers felt that the level of service provided the Asian community was acceptable or met the need of the Southeast Asian community.

Question fourteen had respondents list the number of hours of training received on customs and cultures of Southeast Asians:

- 39% received less than one hour
- 28% one to three hours
- 20% from four to eight hours
- 13% received more than eight hours of training.

Question fifteen dealt with the level of discrimination and violence suffered by Southeast Asians from non-Asians.

TABLE 2-G

15. Reports have indicated that the Southeast Asian refugee is subject to discrimination and violence by non-Asian community members. Do you feel that this is a problem in your community?

46% YES      35% NO      20% UNKNOWN

If yes, do you feel that discrimination and violence by non-Asians against Southeast Asians are:

- |                       |                        |
|-----------------------|------------------------|
| a. INCREASING         | 16% of all respondents |
| b. DECREASING         | 7% of all respondents  |
| c. REMAINING THE SAME | 21% of all respondents |
| d. UNKNOWN            | 2% of all respondents  |

Over all, the survey indicated that Southeast Asian victims are least likely to assist police and that the most significant problems encountered by officers are language barrier and fear of retaliation on the part of victims.

There appears to be few if any obstacles to hiring Southeast Asians. In fact, the survey indicates that Southeast Asian officers would be a welcome addition to the organization. The feeling that Hispanic officers would be least likely to accept Southeast Asians was totally unsubstantiated by the survey; they were ,in fact, more supportive than the general surveyed group.

Additional areas regarding further study exists in how police respond to and handle calls for services involving Southeast Asians. A large percentage of respondents felt that handling calls for service in the Southeast Asian community took significantly longer to handle than other calls for service. Attempts should be made to examine the calls by type and prioritize reasons for their lengthy time consumption.

## CHAPTER TWO

### Section Two:

#### Detective Survey

The survey instrument (Attachment "G") was designed to determine problems associated with conducting follow-up investigation on Southeast Asian Crime Reports. The survey was completed by individuals assigned to detectives and, in one instance, assigned to a small street crimes unit having some responsibilities similar to detectives in a downtown area where the majority of the businesses were owned by Southeast Asians.

A total of 73 survey forms were completed. Respondents were instructed to complete the surveys without listing their name or police department. The surveys were completed by detectives in four jurisdictions located in Northern and Southern California areas.

There were two survey forms given to detectives (Detective A and Detective B). The only difference was questions seven and eight.

Scenarios: Survey Detective A had a residential robbery scenario involving non-Asians and a juvenile bike theft ring that involved Vietnamese suspects and victims. Survey, Detective B had identical scenarios only the victims ethnic group was not specified.

Other than the two scenarios, the surveys were identical. Thirty-five detectives completed Survey, Detective A; thirty-eight completed Survey, Detective B. The assignment of surveys was done randomly.

RESULTS:

The background on the respondents is listed below.

DETECTIVE--A

1. Age: Average 38 Youngest 23 Oldest 54
2. (Optional) Ethnic Origin:  

<u>77%</u> Caucasian	0% Black	<u>11%</u> Mexican-American
	<u>3%</u> Asian	<u>9%</u> Other
3. Number of years in law enforcement:  

Average 13.4	Low 1 year	High 25 years
--------------	------------	---------------
4. Years assigned to detectives:  

Average 5.6	Low 1 year	High 19 years
-------------	------------	---------------
5. Have you served in the Armed Forces? 54% yes  
 If yes, did you serve in Vietnam?  
 Of all respondents, 17% yes
6. College education:  

<u>20%</u> 0-6 units,	<u>31%</u> AA,	<u>37%</u> BA, <u>11%</u> Post Graduate
-----------------------	----------------	---

DETECTIVE B

1. Age: Average 38.9 Youngest 28 Oldest 49
2. (Optional) Ethnic Origin:  

92% Caucasian	0% Black	5% Mexican American
	0% Asian	3% Other
3. Number of years in law enforcement:  

Average 14.8	Low 7 year	High 26 years
--------------	------------	---------------
4. Years assigned to detectives:  

Average 6	Low 1 year	High 17 years
-----------	------------	---------------
5. Have you served in the Armed Forces? 61% yes  
 If yes, did you serve in Vietnam?  
 Of all respondents, 24% yes
5. College education:  

<u>16%</u> 0-60 units,	<u>53%</u> AA,	<u>29%</u> BA, <u>3%</u> Post Graduate
------------------------	----------------	--

Questions seven and eight are scenarios. Survey Detective A involved Asian victims and suspects; Detective B, non-Asian victims and suspects.

The scenarios are listed below:

### SOUTHEAST ASIAN VICTIM AND SUSPECT

#### SCENARIO QUESTION 7

You are assigned to conduct follow-up investigation on the following crime:

On Friday at 2100 hrs. Nguyen Hai, his wife Le Thia Ba, and a friend were the victims of a residential armed robbery. The suspect entered the residence via an unlocked front door confronting the victims in the living room. The suspect was armed with a revolver and prior to moving the victims to the back bedroom fired one shot into the ceiling.

The suspect demanded money and jewelry; taken by the suspect was the following property:

Two men's wallets containing cash, credit cards, and drivers licenses.

One woman's wallet containing cash, credit cards, checkbook, and drivers license.

One man's watch with inscription containing victims' initials.

The suspect fled from the residence and entered a black, or dark blue, Toyota Celica. Mr. Nguyen looked through his window and obtained a license number. D.M.V. was contacted and advised that the license had a Notice of Transfer on file.

The suspect is described as male/Oriental, speaks Vietnamese, 5-7, 135, large mole on right cheek, wearing white jacket, light yellow T-shirt and levis.

## NON-ASIAN VICTIM AND SUSPECT

You are assigned to conduct follow-up investigation on the following crime:

Mr. and Mrs. Smith were victims of a residential armed robbery on Saturday, at 1600 hours. The suspect knocked on the door and when Mr. Smith opened the door, the suspect entered the residence, brandished a revolver, and demanded money. Victims complied giving the suspect the following property:

Wallet containing credit cards, money and drivers license;

Purse containing credit cards, money, drivers license and checkbook;

Miscellaneous jewelry, 6 pieces (2 identifiable).

The suspect fired one shot into the ceiling before moving victims to the bedroom and telling them to stay for 10 minutes. The suspect then fled from the residence.

A neighbor, washing his vehicle directly across the street, observed the suspect leave the residence and drive off in a white, 1968 Ford pick-up CA license 1B23601. A vehicle license check reveals Notice of Transfer on file.

The suspect is described as M/W, 5-10, 155, small 1/2-inch scar on left cheek, wearing a gray sweatshirt, blue levis.

After reviewing the scenarios, the respondents were asked a series of questions concerning their ability to identify and prosecute the suspect. The following table compares the responses of the non-Asian with the Asian scenario.

TABLE 2-H

You will be able to identify this suspect.

NON-ASIAN

Strongly Agree and Agree:	89.0%
No Opinion:	9.0%
Disagree and Strongly Disagree:	3.0%

ASIAN

Strongly Agree and Agree:	82.0%
No Opinion:	13.0%
Disagree and Strongly Disagree:	5.0%

You will most likely develop probable cause to arrest this suspect.

NON-ASIAN

Strongly Agree and Agree:	89.0%
No Opinion:	9.0%
Disagree and Strongly Disagree:	3.0%

ASIAN

Strongly Agree and Agree:	82.0%
No Opinion:	10.0%
Disagree and Strongly Disagree:	8.0%

If you are able to identify and arrest the suspect, the victims and witness will cooperate with the prosecution.

NON-ASIAN

Strongly Agree and Agree:	80.0%
No Opinion:	20.0%
Disagree and Strongly Disagree:	0.0%

ASIAN

Strongly Agree and Agree:	26.0%
No Opinion:	42.0%
Disagree and Strongly Disagree:	29.0%

There are significant differences in the expected outcomes of follow-up investigations when comparing the Asian vs. non-Asian scenarios. As to identifying and developing probable cause to arrest, there is only a slight difference between scenarios. However, when asked about victim/witness cooperation, 80 percent felt that the non-Asians would cooperate and no one felt they would not (20 percent had no opinion). With the Asian crime scenario, only 26 percent felt that the Asians would cooperate in prosecution; 29 percent felt that they would not cooperate, with 42 percent having no opinion.

Question eight was another scenario describing a juvenile bike theft problem. Scenario A participants are Vietnamese; in Scenario B, the ethnic origin is not identified.

The following are the two scenarios:

#### SCENARIO A

#### SOUTHEAST ASIAN VICTIM AND SUSPECT

#### Scenario Question 8

Patrol has taken a series of bike-theft reports from an elementary school in your area. The principal of that school calls you and states that an informant told him that an unnamed male Vietnamese student in 6th grade is suspected of stealing the bikes and re-selling them to the victims who are also Vietnamese students at this school. The principal has three victims and their parents in his office. Before the parents arrival, the victims admitted to the circumstances of having to buy back their stolen bikes. The principal further advises you that the suspect may have older friends doing the same things at other schools in the area. You are assigned to respond to the school and conduct follow-up.

## SCENARIO B

Patrol has taken a series of bike-theft reports from an elementary school in your area. The principal of that school calls you and states that an informant told him that an unnamed male student in 6th grade is suspected of stealing the bikes and re-selling them to the victims who are also students at his school. The principal has three victims and their parents in his office. Before the parents arrival, the victims admitted to the circumstances of having to buy back their stolen bikes. The principal further advises you that the suspect may have older friends doing the same things at other schools in the area. You are assigned to respond to the school and conduct follow-up.

As with question seven, the detectives were asked a series of questions about the potential for prosecuting the suspect.

TABLE 2-I

You will most likely be able to identify this suspect.

### NON-ASIAN:

Strongly Agree and Agree:	92.0%
No Opinion:	5.0%
Disagree and Strongly Disagree:	3.0%

### ASIAN:

Strongly Agree and Agree:	74.0%
No Opinion:	17.0%
Disagree and Strongly Disagree:	9.0%

You will most likely develop probable cause to arrest this suspect.

NON-ASIAN

Strongly Agree and Agree:	92.0%
No Opinion:	5.0%
Disagree and Strongly Disagree:	3.0%

ASIAN

Strongly Agree and Agree:	69.0%
No Opinion:	20.0%
Disagree and Strongly Disagree:	11.0%

If you are able to identify and arrest the suspect, the victim and witness will cooperate with prosecution.

NON-ASIAN

Strongly Agree and Agree:	72.0%
No Opinion:	15.0%
Disagree and Strongly Disagree:	13.0%

ASIAN

Strongly Agree and Agree:	37.0%
No Opinion:	31.0%
Disagree and Strongly Disagree:	31.0%

The differences in response to identifying and developing probable cause as, with the first scenario, shows that the detectives feel that the scenario involving Vietnamese is more difficult to "work". On the question about court prosecution, (Non-Asian Scenario) obtaining victim/witness cooperation was nearly twice as high as in the Asian scenario.

These two scenarios indicate that there are problems putting a case together and successfully prosecuting suspects if the victims are Southeast Asian.

Questions nine through twelve deal with conducting follow-up on crimes involving Southeast Asians. As with the scenarios, the respondents felt that these cases were more difficult to handle.

TABLE 2-J

9. Crimes committed against Southeast Asian refugees by Asian suspects are more difficult to investigate than crimes reported by other ethnic groups.

Strongly Agree and Agree:	99.0%
No Opinion:	02.0%
Disagree and Strongly Disagree:	0.0%

10. Southeast Asian victims are less likely to agree to testify in court than victims of other ethnic groups.

Strongly Agree and Agree:	82.0%
No Opinion:	11.0%
Disagree and Strongly Disagree:	7.0%

11. Southeast Asian victims of crimes seldom cooperate with the investigation of their crime.

Strongly Agree and Agree:	36.0%
No Opinion:	27.0%
Disagree and Strongly Disagree:	37.0%

12. Arrest clearance rates for crimes reported by Southeast Asians are substantially lower than arrest clearance rates for other ethnic groups.

Strongly Agree and Agree:	45.0%
No Opinion:	52.0%
Disagree and Strongly Disagree:	3.0%

From the responses to these questions, there is little doubt that a major problem in dealing with Southeast Asian crime is convincing the victims/witnesses to participate in the judicial process.

TABLE 2-K

Question thirteen asked detectives if they would prefer not being assigned Southeast Asian crime reports.

Strongly Agree and Agree:	44.0%
No Opinion:	24.0%
Disagree and Strongly Disagree:	32.0%

Nearly half of the detectives agreed that detectives would prefer not being assigned cases involving Southeast Asians as victims where the suspects are also Southeast Asians.

TABLE 2-L

Question fourteen asks if the formation of a specialized unit designed to handle Southeast Asian crime would increase arrest clearance rates.

Strongly Agree and Agree:	85.0%
No Opinion:	11.0%
Disagree and Strongly Disagree:	4.0%

Question fifteen asked the detectives to prioritize six reasons why investigating Southeast Asian crime is difficult.

The following is a list of the problems in prioritized order:

- Language barrier
- Lack of cooperation
- Lack of understanding by Southeast Asians of our criminal justice system
- Mobility of suspects
- Lack of intelligence on potential Southeast Asian suspects.
- Lack of police understanding of Southeast Asian culture

As with patrol officers', language barrier is number one; however, the remaining responses were more difficult to prioritize as there was a great deal of disagreement on importance of the other problems.

Questions sixteen and seventeen attempt to identify crime trends in the Southeast Asian community.

TABLE 2-M

16. The number of crimes perpetrated by Southeast Asians against other Southeast Asians are increasing.

Strongly Agree and Agree:	81.0%
No Opinion:	16.0%
Disagree and Strongly Disagree:	3.0%

17. Are the number of crimes increasing at a higher rate for Southeast Asian groups than non-Asian groups?

Strongly Agree and Agree:	32.0%
No Opinion:	3.0%
Disagree and Strongly Disagree:	66.0%

The majority of detectives felt that crime perpetrated by Southeast Asians against Southeast Asians was increasing; however, only 33 percent felt that crime was rising more rapidly in the Southeast Asian community than with other non-Asian groups.

Question eighteen deals with the problems policing the Southeast Asian community in 1995.

TABLE 2-N

18. It's been said that when the Southeast Asian refugees have been in the United States for 20 years, they will have become accustomed to our criminal justice system, and the difficulties in investigating their crimes will become similar to difficulties experienced by detectives working with the general population of your community. How do you feel about this statement?

Strongly Agree and Agree:	60.0%
No Opinion:	16.0%
Disagree and Strongly Disagree:	23.0%

Sixty percent of the detectives feel that by 1995, the Southeast Asian problems will be the same problems experienced by law enforcement with other population groups in the community.

Question nineteen asks their opinion on the development of a Southeast Asian Mafia. The second part of the question asks if we intervene in the development of the Asian Mafia can we have an impact.

TABLE 2-0

19. The Presidential Commission on Organized Crime has indicated that Southeast Asian refugees have within their community groups of criminals that could be the beginning of a Southeast Asian Mafia.

a. This statement is very accurate.

Strongly Agree and Agree:	83.0%
No Opinion:	11.0%
Disagree and Strongly Disagree:	6.0%

- b. There is nothing we can do to prevent a Mafia-like organization from forming in the Southeast Asian community.

Strongly Agree and Agree:	23.0%
No Opinion:	17.0%
Disagree and Strongly Disagree:	60.0%

As a group, the detectives indicated that there could be the beginning of a Southeast Asian Mafia; however, only 23 percent felt that there was nothing we could do to prevent its organization.

Over all, the survey results indicate that Southeast Asians are more reluctant to assist with the successful prosecution of their cases, and detectives would prefer not being assigned cases because of this fact.

The survey also indicates that arrest clearance rates for Southeast Asian reported crime is substantially lower than arrest clearance rates for other minorities, but that the formation of a specialized unit to handle Southeast Asian crime would increase arrest clearance rates.

## CHAPTER THREE

### THE FUTURE

INTRODUCTION: This chapter deals with the future. Sections One and Two identify and discuss important trends and events impacting on the issue of Southeast Asians and the impact on the police. Section Three discusses the future as seen by a wide variety of experienced police persons located throughout the United States and Canada. Also in this section is a list of what the investigators felt were the most effective programs for improving service to the Southeast Asian community.

The development of trends and events includes utilization of the Nominal Group Technique. The group was comprised of six knowledgeable individuals. In addition, twenty-two experienced investigators participated in an exercise with a goal to develop trends and methods to improve police service within the Southeast Asian community. The modified Delphi Technique was applied to achieve their objective.

## CHAPTER THREE

### Section One: Trends

Trends are on-going; they are a prevailing tendency or inclination. Trends are constantly used in private industry to chart consumer demand, government spending, and potential for competition. A trend currently being exploited by the food industry is consumer use of low-calorie foods, salt substitutes, and sugar-free drinks.

The identification of trends is essential in developing a plan for the future. For example, a city developing a five-year expenditure plan would want to know about population trends, construction trends (loan interest trends), and trends impacting on taxes. Without the ability to identify trends, the ability to impact the future in a positive manner is very difficult.

A total of thirty-seven trends were identified by a group of police personnel with extensive experience in the topic area. The ten most important trends were determined and evaluated; virtually all ten trends have increased since 1981. It is anticipated that the increased trends during the next ten years will be substantial, and these trends will have an unacceptable negative impact on law enforcement and the community.

Trends:

1. Increased violent confrontations between Southeast Asian crime suspects and police.
2. Increased acts of discrimination resulting in overt acts, violent or verbal, perpetrated against Southeast Asians.
3. The number of Southeast Asians resettling in the community and surrounding communities.
4. The number of refugees entering the United States.
5. The number of Southeast Asian children in the school system.
6. Increased number of Southeast Asians recruited for jobs in law enforcement.
7. Citizen organized initiatives to...
  - o restrict Southeast Asians from entering the United States,
  - o make English the recognized language,
  - o outlaw foreign language signs.
8. Number of Southeast Asian gang members.
9. Number of Southeast Asian gang members residing in the community with out-of-state, permanent residences.
10. Increase in the number of domestic violence in Southeast Asian families.
11. Number of Asian-owned businesses located in or around the city.
12. Racially motivated incidents of violence on school campuses.
13. Estimates of victimization in the Southeast Asian community.
14. Low-cost housing availability.
15. Number of disturbances between Southeast Asians and other minorities in or around Southeast Asian neighborhoods.
16. Complaints of housing discrimination made to other governmental agencies.
17. Increased incidents of violent crimes committed by Southeast Asian criminals against Southeast Asian citizens.
18. Increased number of violent crimes perpetrated by Southeast Asian criminals against non-Asian citizens.

19. Increased need for crime prevention/suppression in the Southeast Asian community.
20. Increased specialization by police departments to deal with Southeast Asian police-related problems (i.e., a unit formed to handle all Southeast Asian crime).
21. Tension in the college system over the number of Southeast Asians admitted to the system.
22. More white-collar crime committed by Southeast Asians.
23. Development of a Southeast Asian criminal syndicate similar to the Mafia.
24. Increased mental health problems and suicides among Southeast Asians.
25. Increase in traffic-related problems due to poorly trained Southeast Asian drivers.
26. Increased use and sales of narcotics by Southeast Asian criminals.
27. Increased number of Southeast Asians employed in the public sector (including law enforcement).
28. Mass movement of Southeast Asians from one city to another.
29. Increased health problems among Southeast Asians.
30. Increased mobility of Southeast Asian crime suspects.
31. Southeast Asians develop political power at local level.
32. Politicians actively seek support among Southeast Asian adults.
33. Southeast Asian groups provide monetary and verbal support for politicians.
34. Southeast Asian criminals will increase their knowledge of the criminal justice system and laws in order to avoid successful prosecution.
35. Increase in the number of undocumented aliens from Mexico. These individuals will compete for jobs and housing with some Southeast Asians.
36. Flight of non-Asians from neighborhoods creating Asian enclaves within communities.
37. Flight of non-Asian businessmen from Southeast Asian business districts.

TABLE 3-A  
TREND EVALUATION

	<u>5 YEARS AGO</u>	<u>TODAY</u>	<u>WILL BE<sup>1</sup> IN 10 YEARS</u>	<u>COULD BE<sup>2</sup> IN 10 YEARS</u>
1. Increase in the number of violent crimes committed by Southeast Asians against other Southeast Asians	15	100	450	200
2. Increase in the number of violent crimes committed by Southeast Asians against non-Southeast Asians	0	100	480	200
3. Increase specialization in police department to deal with Southeast Asian problems (i.e., detective unit assigned all Southeast Asian crime reports)	5	100	460	250
4. Increased domestic violence in Southeast Asian family units	20	100	450	100
5. Increased violent confrontations between Southeast Asian gangs and police	10	100	450	150
6. Increased use of and sales of narcotics by Southeast Asian criminals	30	100	440	180
7. Increase in traffic-related problems created as a result of poorly trained Southeast Asian drivers	75	100	200	100
8. Southeast Asian groups provide monetary and verbal support for politicians	0	100	400	400
9. Politicians actively seek support from Southeast Asian adults	0	100	500	500
10. Southeast Asian criminals will develop a Mafia-type organization and coordinate criminal activities	0	100	500	100

<sup>1</sup>"Will be" represents the trends movement without intervention.  
<sup>2</sup>"Could be" represents the trends movement with intervention.

## DISCUSSION OF TEN TRENDS

1. INCREASE IN THE NUMBER OF VIOLENT CRIMES COMMITTED BY SOUTHEAST ASIANS AGAINST OTHER SOUTHEAST ASIANS: In Southeast Asian communities, there is a trend toward more violent criminal conduct. This trend has significant impact not only to the victims, but also to the community as publicity increases the fear of crime. It also has the potential to impact local government. This is especially true if the city is in a redevelopment mode, and fears that bad publicity could hurt future plans.
2. INCREASE IN THE NUMBER OF VIOLENT CRIMES COMMITTED BY SOUTHEAST ASIANS AGAINST NON-SOUTHEAST ASIANS: The movement of crime out of the Southeast Asian community into the general community has several significant impacts. The first is that it could increase the distrusts between Asians and non-Asians. The second is that publicity associated with the criminal conduct of the violent Southeast Asian criminal could cause local government to pressure police departments to "stop Asian crime". This could impact on police organizations' policy and procedure.
3. INCREASE SPECIALIZATION IN POLICE DEPARTMENT TO DEAL WITH SOUTHEAST ASIAN PROBLEMS (i.e., DETECTIVE UNIT ASSIGNED ALL SOUTHEAST ASIAN CRIME REPORTS): There were only limited efforts to form specialized units to deal with Southeast Asian crime when the first refugees arrived in the United States. Today, the theory that such a unit would be more

successful in handling Southeast Asian crime is gaining acceptance. The need for personalized service by officers well known in the Southeast Asian community is an essential ingredient in a plan to improve services.

4. INCREASED DOMESTIC VIOLENCE IN SOUTHEAST ASIAN FAMILY UNITS:

There is a great potential for family conflict among members of Southeast Asian families. As the young Asians adopt the customs of the non-Asian community, the parents--both of whom may be working--try to stick to the ways of their native country. Additionally, the use of corporal punishment for children and wives may have been accepted in their native land but against the law in the United States. This issue can significantly impact the community and the police.

5. INCREASED VIOLENT CONFRONTATION BETWEEN POLICE AND SOUTHEAST ASIAN GANGS:

There is a great concern that this trend, which was virtually non-existent five years ago, could become a serious issue for law enforcement personnel. If the number of incidents continue to increase, it could impact the department's attempt to improve communications between the police and the Southeast Asian community. The problems will be non-existent if the Southeast Asian community and the police work together to solve these crimes quickly after they occur.

6. INCREASED USE OF AND SALES OF NARCOTICS BY SOUTHEAST ASIAN

CRIMINALS: This was a concern because of the Southeast

Asian gangs' connection to established Chinese gangs who frequently deal in large amounts of narcotics.

7. INCREASE IN TRAFFIC-RELATED PROBLEMS CREATED AS A RESULT OF POORLY TRAINED SOUTHEAST ASIAN DRIVERS: Traffic and Southeast Asian drivers continue to be a complaint of many police officers. The perception among many people in the community is that Southeast Asians' driving habits are poor and that something must be done to improve them.
8. SOUTHEAST ASIAN GROUPS PROVIDE MONETARY AND VERBAL SUPPORT FOR POLITICIANS: Five years ago, little attention was paid to the Southeast Asian as a voter. As Southeast Asian communities grow and the major political parties encourage them to become registered voters, the political power of the Southeast Asian will increase.
9. POLITICIANS ACTIVELY SEEK SUPPORT FROM SOUTHEAST ASIAN ADULTS: As with Trend #8, this trend continues to gain momentum. Major political parties strive to recruit Southeast Asians into their national parties. There is some evidence that the Southeast Asians vote as a group, thus increasing their political clout.
10. SOUTHEAST ASIAN CRIMINALS WILL DEVELOP A MAFIA-TYPE ORGANIZATION AND COORDINATE CRIMINAL ACTIVITIES: This is a controversial topic with law enforcement specialists on organized crime and Southeast Asians. The fact remains that the Southeast Asians could develop into a Mafia-like organization. This would be very negative for law enforcement and all of local government.

## CHAPTER THREE

### Section Two: Events

Events are situations that occur that impact trends, they are a noteworthy happening. The identification of events allows you to prepare for changes in a plan for the future. The makers of Tylenol had a product that was, by far, outselling its competitors. A single event has altered the marketing design for this product and cost the company millions of dollars. The event was the placing of poison in Tylenol capsules and then replacing the containers on store shelves. It is significant that this event has ultimately led to the end of the Tylenol capsule and its replacement with a tamper-proof product (at least tamper proof to this point).

A major event to U. S. automobile manufacturers was the oil crunch of the seventies. The result of this was a public that turned to foreign-made, smaller, more fuel efficient automobiles.

Identification of events are important. They will occur and they will impact the trends that form the basis for any future. Identification of events and their impacts should be a part of all plans.

The group identified twenty events and subsequently determined the ten most important. After studying the ten most important events, the level of probability of occurrence by 1990 and 1995 was decided and its impact on the topic. Of the ten most important events; unfortunately, only two would have a

positive impact. These two events were the election of a Southeast Asian to a city council and a court order prompting recruitment of Southeast Asian police officers. In discussion, the group, all police personnel from sergeant to captain, felt that both events would improve the level of communications between the Southeast Asian community and the general population.

The next process required the determination of the impact that each event, if it did occur, would have on other events. The group determined that most events, if they occurred, would increase the probability of occurrence among the remaining events.

The following tables list the results of event identification, evaluation, and analysis:

Events:

1. Series of Southeast Asian gang homicides resulting in the death of more than one rival gang member or innocent bystander.
2. Students engage in a series of racially motivated, large scale fights with Southeast Asian students resulting in serious injury to more than one student.
3. Widely watched television program on violence associated with Southeast Asian criminals.
4. A series of conflicts between Hispanics and Southeast Asian refugees in multiple family housing area.

5. Decision to bus students to obtain equal number of Southeast Asian students throughout school system.
6. Court decision requiring the police department to hire Southeast Asians as sworn officers.
7. The election of a local official who campaigned on the negative aspect of the refugee presence in this country (or city).
8. The highly publicized kidnap and murder of a prominent Asian gang leader.
9. Thailand makes a decision to deport all Southeast Asians located in camps along their border.
10. War erupts between China and Vietnam.
11. Vietnam allows all those who want to leave Vietnam to do so, and the United States increases quotas to facilitate their entry into this country.
12. Vietnam campaigns heavily to convince refugees to return to their homeland.
13. United States refuses to accept any further refugees.
14. The murder of a prominent, white businessman by an Asian refugee business owner or criminal gang leader.
15. The election to the school board of a former Asian refugee.
16. The immigration laws are altered to allow more Mexican nationals to enter the United States legally.
17. Formation of a nationwide Southeast Asian information network.
18. Creation of a Southeast Asian Businessman's Association.
19. Creation of a politically motivated Southeast Asian group.
20. Passage of a law requiring mandatory prison sentences for a person found guilty of a felony who is known to be a criminal gang member.

## EVENT EVALUATION

	PROBABILITY		IMPACT ON
	By 1990	By 1995	LAW ENFORCEMENT
			-10 negative +10 positive
1. Asian gang homicides resulting in the death of more than one rival gang member or innocent bystander	100	100	- 4
2. Non-Asian students engage in a series of racially-motivated, large scale fights with Southeast Asian students resulting in serious injury to more than one student	90	100	-10
3. A series of conflicts between Hispanics and refugees in multiple, family housing area	80	100	- 9
4. The election of a local official who campaigned on the negative aspects of the refugees' presence in this country	40	75	- 8
5. Vietnam allows all those who want to leave Vietnam to do so, and the United States increases quotas to facilitate their entry into this country	40	35	- 5
6. The murder of a prominent, white businessman by an Asian refugee business owner or gang member	60	70	- 8
7. The election of a former Southeast Asian refugee to a city council	30	80	+ 4
8. Series of court decisions requiring police departments to hire Southeast Asians as sworn officers	25	80	+ 4

EVENT EVALUATION

	PROBABILITY		IMPACT ON
	By 1990	By 1995	LAW ENFORCEMENT
			-10 negative +10 positive
9. The election to the school board of a former Southeast Asian refugee	25	90	0
10. Decision to bus students to obtain an equal number of Southeast Asians throughout the school system	40	60	- 2

TABLE 3-C

## CROSS IMPACT EVALUATION

Key: "+" = Increased Probability  
 "-" = Decreased Probability  
 "0" = No change

If this event occurred...                      ...how would the probability of  
 the events shown below be affected

Event	PROB- ABILITY 1995	...how would the probability of the events shown below be affected									
		1	2	3	4	5	6	7	8	9	10
1. Asian gang homicides	100		+	+	+	0	+	+	-	-	-
2. Racially motivated student fights	100	0		0	+	-	0	-	+	-	-
3. Hispanic-S/E Asian conflict over housing	100	0	+		+	+	+	-	+	-	-
4. Election of anti-S/E Asian person to council	75	0	+	+		0	+	0	-	+	-
5. Vietnam allows mass migration	35	+	+	+	0		0	0	+	0	+
6. Murder of non-Asian businessman by S/E Asian	70	0	+	0	+	0		-	+	-	+
7. Election of S/E Asian to city council	80	0	-	-	-	0	-		-	+	-
8. Court-ordered hiring of S/E Asians	80	0	0	0	+	0	0	-		-	-
9. Election of S/E Asian to school board	90	0	-	-	-	0	0	+	-		-
10. Bus students to maintain racial balance because of number of S/E Asian students	60	0	+	0	+	0	0	-	+	-	

## CHAPTER THREE

### Section Three: Survey of Officers Working Southeast Asian Crime or Community Services

There are four significant tasks related to policing the Southeast Asian community which are performed by individual police officers in law enforcement agencies throughout the United States. These tasks are:

- Collection of intelligence information on highly mobile, Southeast Asian criminal gangs;
- Disseminating information on crimes committed in their jurisdiction to other jurisdiction;
- Identification and prosecution of suspects involved in violent crimes against Southeast Asians;
- Increasing the level of cooperation between the police and Southeast Asian community;

The experienced-investigator survey (Attachment "H") was designed to benefit from the experience of these officers. The survey was completed only by officers who were directly assigned to intelligence gathering, Asian crime follow-up, community relations in the Southeast Asian community, or in one instance, assigned to a street crime unit in an area with a high concentration of Southeast Asians.

Surveys were sent to agencies throughout the United States and Canada. No more than one survey per jurisdiction was sent to agencies outside of California.

The surveys were completed and returned from eleven individuals working outside the State of California (50 percent return rate), one from Canada, and fifteen from individuals in California (return rate of approximately 75 percent).

The survey consists of three sections. The first section lists nine trends and the respondent was asked to grade each trend. The grading was based on the level of probability of the trend occurring in 1995.

Low Probability: Statement identifying a trend has very little chance of occurring between now and 1995.

Medium Probability: Statement identifying a trend has a better than 50 percent chance of occurring between now and 1995.

High Probability: Statement identifying a trend will most likely occur between now and 1995.

The nine trends were developed after a series of in-person contacts and telephone calls to these investigators. During the contacts, a list of trends were identified and their importance discussed. The nine most significant trends were then included in the survey.

The second section of the survey asked the respondents to list events the police should monitor that might warn them of potential problems in the Southeast Asian community.

The third section asked for a list of problems which would assist local police agencies in providing services to Southeast Asian people.

The results of questions one through nine...

STATEMENT	RESPONSE	
1. Increased discrimination against Southeast Asians by non-Asians.	Low Probability	43%
	Medium Probability	43%
	High Probability	14%

Over forty percent of the respondents felt that acts of discrimination against Southeast Asians would not increase. The response to this question is consistent with the response by patrol officers to a similar question utilized in the patrol survey. As previously discussed in Chapter One, Section Two, acts of discrimination are seldom identified as such by police. Racially motivated crime is not usually cataloged separately from other criminal acts and, unless the situation becomes violent or prolonged, the police are seldom involved.

STATEMENT	RESPONSE	
2. Southeast Asians will limit their contacts with non-Asian people.	Low Probability	28%
	Medium Probability	28%
	High Probability	43%

Seventy-one percent of the officers felt that this trend would have a better than 50 percent chance of occurring or would most likely occur. The impact on law enforcement is significant. If Southeast Asians live and shop in their own ethnic communities, it could increase the opportunity for criminal gangs, reduce cooperation with police, and generally make the job of policing the community much more difficult.

STATEMENT	RESPONSE	
3. Southeast Asian Cooperation with community police departments will <u>not</u> improve between now and 1995 and, in fact, will deteriorate.	Low Probability	90%
	Medium Probability	5%
	High Probability	5%

Ninety percent of the officers felt that this trend had very little chance of occurring. Apparently officers that responded to question two, concerning the limiting of contact by Southeast Asians with non-Asians, felt that even though there was high probability of a lack of contact, relationships between the Southeast Asian community and the police would remain the same or improve.

STATEMENT	RESPONSE	
4. Southeast Asian youth gangs will increase in size, and they will possess tremendous power in the Southeast Asian community.	Low Probability	24%
	Medium Probability	28%
	High Probability	47%

Nearly 50 percent of the officers felt that this situation would most likely occur between now and 1995. This potential problem is one that demands attention. It will create a need for stronger ties among law enforcement officers due to the mobility of the gangs.

STATEMENT	RESPONSE	
5. Because of the transitory ability of the Southeast Asian criminal to move rapidly from location to location and lack of cooperation in the Southeast Asian community, police will be ineffective in arrest and prosecution of these gang members.	Low Probability	5%
	Medium Probability	67%
	High Probability	28%

There are two issues in these statements, mobility of suspects and cooperation in the Southeast Asian community. Ninety-five percent of the officers felt that this trend has a better than 50 percent chance of occurring. As with question four, law enforcement personnel need to design programs and processes to impact this trend.

STATEMENT	RESPONSE	
6. Local police departments will form strong information networks to monitor the movement of Southeast Asian gang members.	Low Probability	19%
	Medium Probability	43%
	High Probability	38%

The response to this question was surprising since most of the agencies surveyed were participating in an informal information network. However, only 38 percent of these officers felt that a strong network will be developed by 1995. In question four, nearly 50 indicated that youth gangs will be a problem, 95% indicated in question five that mobility of the suspect would hinder efforts to arrest and prosecute Asian gangs; yet when asked if a strong information network will exist, only 38 percent answered that it was highly probable.

STATEMENT	RESPONSE	
7. As the government reduces the number of Southeast Asian refugees allowed into the United States, Southeast Asians escaping from Southeast Asia will enter the U.S. illegally, similar to individuals from Hong Kong or other Pacific-rim locations.	Low Probability	14%
	Medium Probability	47%
	High Probability	38%

This question originated from interviews with immigration and Naturalization Service personnel and Chinese gang experts. Chinese from Hong Kong and Taiwan illegally enter this country in large numbers. In many situations, once inside the United States, the individual is forced to work in a business located in the Chinese community in order to pay the organization that arranged for his entry into the United States.

The impact on law enforcement can be determined simply by looking into the Chinese community and viewing the impact that illegal immigration has had. Not only does this system provide slave-like labor, it provides criminals with targets since they know that the victim will not normally contact the police, and it can provide gangs with a pool of manpower from which they can recruit new members.

STATEMENT	RESPONSE	
8. By 1995, Southeast Asian youth gangs operating today will mature into a Mafia-like organization.	Low Probability	14%
	Medium Probability	38%
	High Probability	48%

Chapter One, Section Three discusses the evolution of the current Vietnamese youth gangs into an organized crime syndicate. The scenario described by the F.B.I. clearly indicates that the cornerstone is set and that intervention by law enforcement personnel is required to prevent the development of a Southeast Asian Mafia.

## STATEMENT

## RESPONSE

- |  |   |                  |
|--|---|------------------|
| 9. By 1995, Southeast Asian gangs will expand their criminal activities and openly challenge other Asian gangs for control over illegal enterprises. | Low Probability<br>Medium Probability<br>High Probability | 9%<br>43%<br>48% |
|--|---|------------------|

Ninety-one percent of the officers felt that there will be an expansion of Asian gangs and that these gangs will fight for control over illegal activities.

The responses to Questions 10 and 11 covered a wide area. These responses were cataloged and are listed in the following pages. Responses are not listed according to priority.

Question ten, lists events that should be monitored by police to warn them of potential problems with the existence of a Southeast Asian community in their jurisdiction.

1. Crime statistics which should be monitored separately from statistics of the community at large.
2. School problems between ethnic groups: graffiti, fights, classroom comments, and so on. Requires liaison with school district.
3. Polarization of political parties within the Asian community. Issues relating to their native countries are emotional issues; some assaults have been associated with political beliefs. Law enforcement officials feel that extortion is also a by-product of this emotionalism. Groups/people threaten to identify a refugee as a communist and agree to keep quiet for money.
4. Property crimes against Asian businesses: All such reported incidents should be documented; incidents include graffiti, malicious mischief, theft, and arson. These statistics can be used to determine crime patterns and potential victims of racial harassment or extortion.

5. Media reports about crime and non-crime events and issues in the Asian community.
6. Read Southeast Asian newspapers.
7. Establishment of freight companies who claim to be able to ship goods to Southeast Asia. Many of these organizations defraud the customer of his money and goods.
8. Monitor the number and frequency of incorrigible runaway juveniles and truant students of Southeast Asian ethnic groups. Could identify need of special counseling and youths are sometimes recruited as gang members from this group.
9. Ensure that incidents of domestic disputes involving refugees are documented. Again, as with #8 above, this can show a pattern of need.
10. Look for evidence of gambling in businesses and residential housing.
11. Train officers to look for the re-emergence of organized gangs identifiable by name, dress, or tattoos.
12. Establish rapport with the owners and monitor activity at coffee houses and billiard businesses. Vietnamese criminal element frequently use these locations to meet and plan crime.
13. Monitor activities at general community festivals and holiday events. This is a chance to interact with the Southeast Asian community and obtain feedback on police related problems.
14. Maintain relations with other law enforcement agencies who might have investigations of crime which overlap into your community.
15. Monitor incidents of disturbances at nightclubs and after-hour clubs/disco. Ensure that patrol officers look beyond the crime they are investigating and be aware of activity which may be crime related.
16. Maintain close relations with insurance companies for indications of white-collar crime.

17. Have uniform patrol officers, who have Southeast Asian business districts in their beats, pass on information about merchant reaction to the officer walking through the business district. If the business people appear nervous and avoid the officer it could mean that they fear association with the police and retaliation from criminals.
18. Attend business meetings with local Southeast Asian businessmen, and on a personal level as well as on group level, explain role of police and discuss crime problem.
19. Sudden increase in gun sales to Southeast Asians could indicate a high level of fear by citizens.
20. Ensure that patrol officers know what a "crash pad" is and that they communicate this to detectives. Crash pads are used by mobile groups of criminals to hide after committing a crime.
21. Migration patterns of the Southeast Asian.

Response to Question 11: What programs or other suggestions do you have which assist local police agencies in providing services to Southeast Asian people.

1. Educational programs providing information on crime suppression and resistance.
2. Educational programs providing information on police policy procedures and court procedures (i.e., bail, sentencing, and so on).
3. Frequent liaison with Southeast Asian community by officers familiar with their customs.
4. Training of police officers on the customs and traditions of the various ethnic groups comprising the Southeast Asian community.
5. Operation of a storefront in the Southeast Asian business community. This was one of the most frequently identified programs listed in response to this question. Additional information as to staffing and operations was recorded as follows:

6. Centralize files on Southeast Asian criminals and the responsibility of responding to Southeast Asian crime reports. Personal reputation and familiarity with certain police officers was a critical component of improving communications between Southeast Asian community and the police.
7. If your community has English as a second language or provides job training, use these classes as a method of meeting people and educating them to the criminal justice system.
8. Hire Southeast Asians as Community Service Officers and/or police officers.
9. Establish positive relationships with Southeast Asian news media, business, and social groups.
10. Whenever possible, assign patrol officers to the Southeast Asian community who have expressed an interest in working with Southeast Asians.
11. Start department-sponsored language classes in the language most used by your Southeast Asian community.
12. Develop a pool of qualified, trained, and trustworthy translators.
13. Develop a task force of federal, state, and local law enforcement officials to deal with Southeast Asian gang problems.
14. Utilize the Southeast Asian newspapers as a source of information distribution on crime prevention and successful prosecutions of Asian felony criminals even if it means buying ad space when the newspapers are unable to give space free of charge.
15. Ensure that police department management is aware of the scope of the problem and the need for an organized department- and city-wide approach to developing a plan of action to provide effective police services to the Asian community.

These fifteen programs that have been identified by the experienced investigators should provide police managers with ample food for thought when designing an action plan to improve

service to the Southeast Asian community. There is little doubt that if these investigators could be brought together, an excellent plan of action could be constructed. The key element in all conversations was a "can do" attitude expressed by each investigator.

## CHAPTER FOUR

### INTRODUCTION

Chapters One and Two gave a detailed picture of the present environment surrounding police services and the Southeast Asian community. Chapter Three developed ten trends that will impact crime in the Southeast Asian community and the delivery of police services. Contained in this chapter, is a strategic plan for impacting the trends in a positive direction.

This chapter is divided into two sections. Section One discusses specific strategies, while Section Two discusses implementation of those strategies.

## CHAPTER FOUR

### Section One: Strategic Plan

In previous chapters, the historical, present, and future environments have been examined in order to develop the information necessary for the design and implementation of a strategic plan.

A strategic plan is a process that will move the organization from where it is today to where it should be at a specified period in the future. This section will take the ten trends identified in Chapter Three, develop strategies for impacting (positively) the trend, and discuss implementation obstacles.

The ten trends have been separated in four categories, Crime Suppression, Services, Organizational Structure, and Environmental Issues. For each category, the strategies for impacting the trends and implementation obstacles will be discussed.

#### CRIME SUPPRESSION RELATED TRENDS

Increase in the number of violent crimes committed by Southeast Asians against other Southeast Asians

Increase in the number of violent crimes committed by Southeast Asians against non-Southeast Asians

Increase violent confrontation between police and Southeast Asian gangs

Increase use of and sales of narcotics by Southeast Asian criminals

Southeast Asian criminals will develop a Mafia-type organization and coordinate criminal activities

### STRATEGIES

#### 1. INFORMATION EXCHANGE BETWEEN STATE, LOCAL, AND FEDERAL AGENCIES

The purpose of information exchange is to increase the availability of information to police persons who can then make decisions concerning the arrest of suspects or the deployment of department resources.

The mobility of the youth gangs and individual criminals require extensive exchange of information between law enforcement agencies. To date the information network is informal and operates in most agencies without support of management. It is recommended that the information network be formalized. This could be accomplished through affiliation with existing information networks or could be established on its own as a separate network.

A second purpose of the network would be to provide training and updates on criminal activity. The few conferences organized with reference to Southeast Asian crime have been well attended and, according to participants, highly beneficial.

Another benefit of a strengthened information network would be the exchange of information relating to racial disturbances and acts of discrimination (violent and verbal). While it is

not clear that incidents of discrimination are on the rise, there have been sufficient number to warrant concern by law enforcement. The information network could provide smaller agencies with contact persons in other departments that have had to handle racially related crimes or other type incidents. This information could prevent similar incidents from occurring in other jurisdictions.

## 2. IMPROVING COMMUNICATIONS WITH THE SOUTHEAST ASIAN COMMUNITY

The purpose of improving communications with the Southeast Asians is to improve on the number of people reporting crimes or incidents of harassment; increasing the number of victims and witnesses who are willing to testify in court; obtaining information on the activity of gangs; and developing a trust between the Southeast Asian community and the police that will allow the police to provide a high level of effective services to the community. The following suggestions have been made with respect to achieving this objective:

### A. Recruit bi-lingual Southeast Asians as sworn police officers.

These officers can be utilized to translate, as in investigation of Southeast Asian crime, and act as role models for young Southeast Asians. There has been much discussion on hiring of Southeast Asians; if a program is designed, the effort should include short- and long-range goals.

Short-range goals of a recruitment program might include:

- Broaden normal recruitment efforts to include attempts to contact potential candidates at colleges, churches, or through social agencies.
- Advertise in Southeast Asian newspapers, and talk with community leaders about the importance of having Southeast Asian officers; convince the community that it is an honorable profession.
- Discuss with the department psychologist the validity of his/her testing on Southeast Asian youths who may be able to read English but think in their native language.
- Develop strategies to overcome the fear that the Southeast Asians have about retaliation that might occur if they become police officers. These fears have an impact. Southeast Asians are a close community and the family of a police officer could be subjected to harassment from elements of the community for being a police officer.
- Ensure that your organization is ready to commit itself to the recruitment of Southeast Asians. React quickly to rumors concerning lowering of standards, etc.

Long range goals of a recruitment program might include:

- Recruit Southeast Asians for non-sworn positions on the police department.

These positions would include community service officer, parking enforcement, cadet or police service aide. Additionally, the organization should design and implement a program where these non-sworn personnel are given sufficient training in identified weaknesses. If these weaknesses are overcome, these non-sworn personnel could be promoted to sworn officers. Included in the program should be reading and writing skills as well as other police-related skills.

- Begin your recruitment efforts with local high school students.

Visit campuses in your jurisdiction and talk to student organizations; encourage them to consider law enforcement as a career.

- B. Recruit bi-lingual Southeast Asians for non-sworn positions.

These positions allow the organization to quickly recruit individuals who can provide translation capabilities and work in the Southeast Asian community to

strengthen the trust between the police and the community. This program can also serve as a pool from which to identify potential police recruits.

C. Establish or utilize an existing victim/witness program.

Southeast Asians do not understand the criminal justice system. To assist Southeast Asians who become victims or witnesses, you will need a program that ideally will have the following components.

After every crime in which a Southeast Asian is a victim, your agency should have a representative who understands the culture of the Southeast Asian visit the victim and explain police procedures, court requirements and victim assistance that is available.

This same person should then recontact the victim weekly and update the person on activities associated with the case, the welfare of the victim and whether there have been any further incidents. Remember the Southeast Asians have an excellent information network; meaningful, courteous, and personalized service will be talked about--just as poor service will.

D. Establish a store front if your Southeast Asian population or Southeast Asian business district is located in a central area.

The store front should be occupied by Southeast Asian speaking officers, civilians, or volunteers during the daytime and into the early evening hours. It has been suggested that the store front can serve as a report writing office for patrol officers assigned to the area. It can also serve as the base of operations for a foot patrol program.

The occupants of the store front must be pro-police and want to work with Southeast Asians. If at all possible, sworn officers assigned should be volunteers and have received training in Southeast Asian culture and customs.

E. Publicize successful arrest of criminal gang members.

Ensure that the community is aware of incidents in which gang members are arrested. This could be accomplished through word of mouth, neighborhood newsletter, or in Southeast Asian newspapers. Ensure that the information is accurate and that credit is given to the local police department.

F. Improve community relations.

Have all police, crime-prevention materials printed in Southeast Asian languages; modify child safety programs, neighborhood watch, and rape awareness programs for presentation to Southeast Asian audiences.

A key element in community relations efforts is to obtain the endorsement of local Asian leadership. This will increase the program's credibility and encourage attendance.

G. Develop in-house training programs that will teach officers about the customs of Southeast Asians.

Instruct the officers on how to interact with Southeast Asians, and reinforce departmental philosophies about courteous service to all minorities.

3. DEVELOP WITHIN YOUR ORGANIZATION A CENTRAL LOCATION AND A PROCESS WHERE LAWFULLY GATHERED INTELLIGENCE ON CRIMINAL GANGS CAN BE COLLECTED, ANALYZED, AND USEFUL INFORMATION GIVEN BACK TO DETECTIVES AND PATROL.

This process must include training on lawful detention of persons and other law-related issues associated with the gathering of information.

This process should include training of police officers on the recognition of Asian crime, identity of gangs, as well as crime patterns.

4. ESTABLISH A RELATIONSHIP WITH THE LOCAL PROSECUTORS' OFFICE THAT WILL IMPROVE THE COORDINATION BETWEEN POLICE AND THE PROSECUTORS' OFFICE ON MAJOR CASES INVOLVING ASIAN GANGS.

The prosecutors' office and judges need to be made aware of crime problems in the Southeast Asian community and the impact that decisions made in court have on the community. It is recommended that a supervisor or manager meet with the prosecutors' office on an established time schedule and exchange information on Southeast Asian crime and court actions.

5. INCREASE COOPERATION WITH FEDERAL LAW ENFORCEMENT.

Federal law enforcement agencies, such as the Federal Bureau of Investigation and Department of Drug Enforcement, have excellent information support systems. In addition, for those locations that lack wire-tapping privileges and statutes similar to the R.I.C.O. Law, the federal agencies can be especially helpful.

It was recommended that selected members of medium and large police departments serve as area coordinators with the federal law enforcement agencies, and that they be appointed Federal Marshals.

6. COMPILE SOUTHEAST ASIAN CRIME STATISTICS SEPARATE FROM THE CRIME STATISTICS FOR THE GENERAL COMMUNITY.

This will provide the organization with an accurate picture of crime in the Asian community. The biggest benefit is that a single, insignificant situation, such as window breaking, may show up as part of a series of such acts which could indicate extortion or racial unrest.

The monitoring of police services provided to the Southeast Asians is of critical importance. Patrol officers should be required to complete a thorough report regarding each crime-related contact, and determine if it was racial or showed signs of gang involvement. They must also report situations involving domestic problems in Southeast Asian communities.

7. THE POLICE DEPARTMENT MUST BE PREPARED TO ADDRESS COMMUNITY CONCERNS ABOUT THE SPREAD OF SOUTHEAST ASIAN GANG CRIME FROM THE ASIAN COMMUNITY TO THE GENERAL COMMUNITY.

Southeast Asian crime can be very violent and tends to increase rapidly for a given period of time, then slowly decrease to previous levels. As a result, newspapers publicize the increase and the violent nature of Southeast Asian crime. This will raise concerns in the community and with local politicians about the safety of the community and police response to these crimes. In order to limit the unauthorized

release of information which might increase tensions in the community, police managers should be knowledgeable about department policy covering release of information to the media. (It is recommended that press contacts be referred to one bureau or unit to avoid misinformation on contradictory information being released.)

The police department must also be prepared to meet the concerns of the community if this situation arises. Consideration can be given to conducting neighborhood meetings, writing articles in city-published newsletters, and communicating with city government personnel--keeping them apprised of the situation. In some cases it might be advisable to form a task force of city personnel and community leaders. A task force comprised of respected individuals can do much to relieve community tension and can provide valuable feedback to the police department.

If tension in the community cannot be relieved by the efforts of city government, consideration should be given to asking a state or federal community relations service to assist. A list of State Department Community Relations Service Field Offices is in Attachment "I".

The next section deals with services.

#### SERVICE RELATED TRENDS

Increase in traffic-related problems created as a result of poorly trained Southeast Asian drivers

Increased domestic violence in Southeast Asian family units

#### STRATEGIES

##### 1. INCREASED EFFORTS TO EDUCATE SOUTHEAST ASIANS TO LAWS AND COMMUNITY COUNSELING SERVICES.

Many crimes or infractions relating to these trends are not understood by the Southeast Asians. A significant effort must be made to educate the population and provide adequate resources for counseling. The following are recommendations:

A. Police departments should not try to accomplish this task alone. Educating the Southeast Asians in these two areas will be a difficult task. It is recommended that a task force approach be utilized in which members of the Southeast Asian community; school district; private, non-profit, reputable counseling services as well as members of the police departments meet, identify problems, and develop goals and objectives. The commitment of the police department will be the key element in the successful design and implementation of the program. Officers, school authorities and the community should be made aware of the program.

B. In addition to the design and implementation of the education program, an assessment must be made of services available to Southeast Asian families having domestic problems. These services should be provided by agencies that have bi-lingual resources. Minimal services should include counseling for:

Child abuse

Spousal abuse

Runaway

Parent-child conflicts arising out of cultural disputes.

C. Southeast Asians residing in the community should be made aware of services available to them. This can be accomplished through the use of the news media, fliers mailed to homes or given to school children to take home, information booths can be set up at holiday carnivals or Southeast Asian business districts during the weekend.

The notification program will require considerable thought. It may be appropriate to utilize prominent Southeast Asian community leaders, churches, or refugee centers in designing a plan of action. The information process must "SELL" the program for it to be effective.

## 2. INTERNAL POLICY DEVELOPMENT RELATING TO PROVIDING SERVICES

A. Departments should train officers on cultural characteristics of the Southeast Asians that could be viewed as child abuse or endangerment.

B. Department policy should require that Southeast Asian, domestic situations be documented and reports forwarded to a specific unit having responsibility for handling these situations.

C. Lawful police departments should consider requiring Southeast Asians to attend a vehicle safety course in lieu of a traffic citation. This course could be organized and conducted by the police department. Failure to attend the course would result in a citation being filed with the court. It is recommended that, should a department desire a program similar to this, they first contact the local court and determine its legality and identify and address concerns of the court..

#### ORGANIZATIONAL STRUCTURE-RELATED TREND

Increase specialization in police department to deal with Southeast Asian problems (i.e, detective unit assigned all Southeast Asian crime reports).

When conducting research on this topic, law enforcement personnel indicated a strong preference for the formation of a specialized unit to handle Southeast Asian crime problems and coordinate community relations activities.

It is recommended that the person or unit be responsible for the following tasks:

A. Coordinate all public relations/public education programs in the Southeast Asian community.

B. Handle follow-up investigations on felony crimes, racially motivated crime and crimes of harassment where the victim is Southeast Asian.

C. Collect information on Southeast Asian gangs and crime trends; maintain statistics on crime in the Southeast Asian community. Participate in the formation of a nationwide information exchange network.

D. Serve on any committee in which Southeast Asian problems and solutions are discussed. (There is, of course, management committees where the individual would only be called upon to give input.)

E. Be responsible for keeping police management aware of new trends or events relating to the Southeast Asian community.

Organizational structure will be further discussed in Section Two, Implementation of Strategies.

## ENVIRONMENTAL TRENDS

Southeast Asian groups provide monetary and verbal support for politicians.

Politicians actively seek support from Southeast Asian adults.

## STRATEGIES

The involvement of Southeast Asians in the political arena of local government is a positive trend. There are, however, issues that should be discussed with respect to this trend.

### 1. MANAGEMENT OF THE POLICE ORGANIZATION SHOULD BE AWARE OF THE CONCERNS OF THE SOUTHEAST ASIAN COMMUNITY.

A. Police management should interact with Southeast Asian organizations such as Chamber of Commerce, service clubs, and other formal groups. The critical need is to ensure that the role of the police, their limitations and capabilities are widely known and understood by these emerging politicians.

B. There are at times intense competition within the Southeast Asian community for individuals to be known as the community leader or spokesperson. Again, police management must be careful to avoid the appearance of being friendly to one person and appear to ignore others.

## CHAPTER FOUR

### Section Two: Implementation Strategies

In order to successfully implement a strong strategic plan, the police manager must consider two issues:

- Organizational reaction to change,
- Environmental obstacles to change.

When assessing the organization's ability to participate in the strategic plan, it is advisable that the organization conduct an internal capability analysis.

The purpose of the internal capability analysis is to determine strengths and weaknesses in the area impacted by the change. Since the Southeast Asian plan would impact virtually every component of the organization, a departmental capability analysis should be conducted. Attachment "J" is an overview of the internal analysis process as provided by members of the P.O.S.T. Command College.

A key question in an internal capability analysis is the identification of factors that impede progress.

The organization management is responsible for determining the impact that these obstacles might have on the plan and to develop strategies to neutralize negative elements and encourage positive contributors. As an example, it would be extremely difficult to implement the strategies associated with the emerging Southeast Asian political groups if the city

manager did not feel that the department should provide speakers for the various social/service clubs in the community. In this situation, the city manager would be an obstacle that would have to be convinced that some change to that policy was in order.

In the community environment, there will be obstacles that surface and a strategic plan should identify these obstacles. As an example: If you open a store front operation in a Southeast Asian neighborhood, will other areas demand equal service? Are there groups in your community concerned over the attention given the Southeast Asians and who fear that the Southeast Asians have had a negative impact on the community? If so, a strategic plan will need to discuss the degree of impact from these groups; if the impact could alter the program, then you should develop appropriate strategies to neutralize their impact, or "win them over to your side". It might be important to identify, in advance, points of your plan that you feel could not be changed and points that you feel are negotiable.

Taking two issues discussed in this report, increased hiring of minorities and increased community relations efforts in the Southeast Asian community, an implementation strategy has been developed. This implementation strategy is Attachment "K".

## CHAPTER FIVE

### POTENTIAL SCENARIO

#### INTRODUCTION

When developing a strategic plan, it is essential that key individuals in your organization understand and have a clear picture where the organization is going, or perhaps better yet, "where we want to be". An excellent technique for developing this end result is through the use of scenarios.

A scenario is the product of imagery. When planning for the future, it is appropriate to develop a scenario in which the future is represented without impact from your organization. A second scenario is then developed that represents a preferred scenario. The preferred scenario considers your organization's impact on critical trends.

There are two scenarios developed for this project. Scenario A takes into consideration the positive impact that the strategies can have on the emerging trends. Scenario B is a much less desired scenario and is one which the City of Garden Grove could face in the future if the department is not prepared to impact the negative trends.

## SCENARIO A

It is 1997 and although the nation is in the grips of a mild recession the City of Garden Grove, in cooperation with the five hundred member Southeast Asian Businessman's Service Club, will host a five-day festival whose theme is "Twenty-two Years of Prosperity".

This festival will celebrate the success of the Asian refugees who first came to Garden Grove in 1975. From those first few thousand refugees, representing less than 2 percent of the City's population, the Southeast Asian population has grown by nearly 40 percent (56,000). The Southeast Asian population, which has shown steady growth since 1975, is expected to grow even larger as a result of news media coverage of the significant reduction in crime and the unique partnership between Southeast Asians and law enforcement.

During the festival, Major Van Hung Nguyen will host a Law Enforcement Appreciation Day. This day is dedicated to the Southeast Asian Crime Suppression and Education Unit. The unit is being honored for their tireless effort in controlling gang activity, instituting crime prevention programs and providing victim/witness assistance.

The Southeast Asian Crime Suppression and Education Unit was formed in 1990 after a series of brutal crimes in the Southeast Asian community. The unit has eight officers and five civilians and a volunteer staff of nearly fifty people.

The cost of the unit is split between the City and the Southeast Asian Citizen Task Force Against Crime. This task force also works with the Garden Grove Unified School to provide adult education classes in safe driving techniques, American customs and culture, and the role of the police in our town.

Although the festival is expected to be peaceful, coordination has taken place between the Southeast Asian Unit and the County and State Asian Organized Crime Task Force to provide security and identify potential gang members from out of the area.

The Garden Grove School District will also use the festival as a means of telling the community of enhancements planned for the district to be implemented during the next school year. These enhancements were developed by a school board subcommittee comprised of two board members, Asians, Hispanics, law enforcement officials, and school employees. The committee designed the first plan implemented in 1988. The plan involved some busing but basically was designed to improve the Asian and Hispanic's ability to speak and read English, and instituted required counseling for youths found to be in danger of becoming involved with gangs or racially motivated actions. The police agreed to assign additional officers on the campus of district schools and make campus security a high department priority.

The festival will also honor the first refugee hired as a police officer. The department now employs ten former refugees or children of refugees and will use this festival to recruit additional Asian employees.

## SCENARIO B

The listed trends and events could lead to the following:

It is 1992, and a city council subcommittee on governmental affairs has met to discuss the need for additional state and federal assistance for the "second wave" of Southeast Asians. The committee relates that in 1987, Vietnam eradicated the final pockets of resistance in Cambodia and proclaimed the country free of foreign interference. Meanwhile, Vietnam stepped up border raids into Thailand in an effort to force Thailand to remove all Asian refugees from their country. In 1988, Thailand, in a secret agreement with Vietnam, agreed to transport nearly one million refugees to The United States, France, and Great Britain. The United States agreed to absorb 600,000 refugees.

In 1988, the population in the City of Garden Grove was 135,000, and the city's Asian population had steadily increased to nearly 28,000 or approximately 21 percent of the over-all population. The school district reported that the number of Asian children in the school represented 35 percent of the total student population; however, in several elementary schools, Asian students represented 70 to 90 percent of those school's student population.

Federal officials in Washington have indicated that the vast majority of the "new Refugees" have requested to reside in Southern California and are eligible to do so because of relatives residing in the communities, social services available, and its cost effectiveness. Garden Grove is expected to receive an additional 30,000 refugees in the next two years.

The council committee report stresses the need for assistance stating that the additional refugees will re-heat the "white flight" and increase racial tension. The report documents 123 incidents of violence over the past three years that had racial overtones. These incidents range from simple assaults and juvenile gang fights to murder and arson. The incidents have polarized the non-Asian and Asian members of the community. The violence has received nationwide news coverage and is a factor in the sharp decline in construction of residences and businesses in the city. The number of owner-occupied dwellings have declined to 48 percent and the number of substandard dwellings have increased to 30 percent of all residences in the city.

The city police department stresses that the increase in violent crime, which statistically is small, is the type that creates fear in neighborhoods and schools. This fear of crime is fueled by day-to-day coverage by major news and wire services.

The school district is currently under court mandate to provide more services for the refugees, (Asian-speaking aides in classrooms, Asian cultural classes, etc.) The district is trying to locate funds from the private sector to finance alternatives to mass busing of individuals among the city schools. This issue has been very emotional and from it came the establishment of an "Asian Action Committee" intent on electing committee members to both the school board and city council. During a festival hosted by the committee, a white supremacy group picketed the area and the police were ultimately forced to arrest several of the members for fighting and malicious mischief to festival equipment.

Source: "Impact of Indochinese on Law Enforcement", by Captain John Robertson, Garden Grove Police Department.

## CONCLUSION

The future belongs to those who seize the opportunity and who have the ability to impact it. Law enforcement has not only the opportunity and ability to impact the future but also the responsibility.

The Southeast Asians faced incredible hardships in coming to the United States. Thousands who tried to escape died at the hands of pirates, angry seas, or government soldiers. Once in the United States, many of them were located in low-income neighborhoods. These neighborhoods have traditionally had high rates of unemployment, poor housing, and high crime rates. In some instances, the result has been violent clashes between historical residents and Southeast Asians. While cities worked to resolve these conflicts, the Southeast Asians worked hard, found employment, and in most situations improved themselves.

Youth gangs have become a plague that has settled on the Southeast Asian community. These gangs are violent and difficult to prosecute because their victims are mostly Southeast Asians--people who fear the gangs, who don't understand the judicial system, and more importantly, do not interact with police.

The future demands that communities with Southeast Asians work to identify the future needs of their Southeast Asian communities and develop programs to meet those needs. The police role in this city wide effort is an important one. There

can be no resolution to problems if the police cannot obtain the trust and assistance of the community in stopping crime. Law enforcement cannot wait. A delay could result in deeper entrenchment of problems facing not only the Southeast Asians but the entire community, including law enforcement. We must strive for a brighter future, and we must do this together.

This report reviews future trends and anticipates events that could alter those trends. This report discusses methods for implementing strategies that could have a positive impact on the trends, thus enhancing the possibility for a better future.

In those cities visited, law enforcement personnel were enthusiastic about improving services. These individuals have formed informal information networks and attended difficult language courses that teach various Southeast Asian languages. They do this because as professionals, they see a need for action now. These individuals are having a positive impact on the future, and it is time for law enforcement management, city government, and community leaders to also impact the future.

Hopefully, this report will provide some assistance in preparing programs for the Southeast Asian community. That has always been the goal of this project.

FOOTNOTES

<sup>1</sup>Forbes, Susan, Adaptation and Integration of Recent Refugees to the United States, Refugee Policy Group, Washington, D.C., August 1985, p. 23.

<sup>2</sup>Hawkes, Phillip N., Testimony Before the Senate Subcommittee on Immigration and Refugee Policy, Washington, D.C. September 11, 1984.

<sup>3</sup>Ibid., p. 24.

<sup>4</sup>Office of Refugee Resettlement, "Refugee Resettlement Program", Report to the Congress, Washington, D.C., January 31, 1985, p. 68.

<sup>5</sup>Ibid., p. 79.

<sup>6</sup>Section 101(a)(42) of the Immigration and Nationality Act, as amended by The Refugee Act of 1980.

<sup>7</sup>Ibid., p. 5

<sup>8</sup>Kennedy, Edward, U. S. Senator, comments recorded during Judiciary Hearing on Refugee Admissions for 1981; reprinted in Staff Report entitled "Refugee Problems in Southeast Asia: 1981"; prepared for the Senate Subcommittee on Immigration and Refugee Policy, Washington, D.C., January, 1982, p. 19.

<sup>9</sup>Refugee Problems in Southeast Asia: 1981, staff report prepared for the use of the Senate Subcommittee on Immigration and Refugee Policy, Washington, D.C., January 1982.

<sup>10</sup>Ibid., p. 36.

<sup>11</sup>"U. S. Refugee Program in Southeast Asia: 1985," Report prepared for the Senate Subcommittee on Immigration and Refugee Policy, Washington, D.C., April 1985, p. 5.

<sup>12</sup>Ibid., p. 22

<sup>13</sup>Moreno, Humberto, Assistant Commissioner of Anti Smuggling, Department of Immigration and Naturalization Service, Washington, D.C., Interview conducted January 1986.

<sup>14</sup>Robertson John, Police Captain, Garden Grove Police Department, Garden Grove, CA, Interview conducted February 1986.

<sup>15</sup>Section 101(a)(42) of the Immigration and Nationality Act as amended by the Refugee Act of 1980, paragraph "B".

<sup>16</sup>Chau, Andre N. Van, "Vietnamese Sensitivities", paper prepared for Community Relations Seminar, Beaumont, TX, undated, p. 3.

<sup>17</sup>Orange County Register Newspaper, "Vietnamese Car Stereo Thieves Move Like Guerrillas Across U.S.", October 30, 1985.

<sup>18</sup>New York Times Newspaper, "The Shifting Picture of Crime, U.S. Vietnamese, January 21, 1985.

<sup>19</sup>Orange County Register Newspaper, "27.5 Million Medi-Cal Scam Charged," February 16, 1984.

<sup>20</sup>1983 Annual Report of the Community Relations Service, U.S. Department of Justice, Washington, D.C., 1984, p. 2.

<sup>21</sup>Ibid., p. 19

<sup>22</sup>F.B.I. Report, "Oriental Organized Crime," Federal Bureau of Investigation, Washington, D.C., January, 1985, Chapter IV.

## BIBLIOGRAPHY

- , "A Long Way From Home", Los Angeles Times Magazine, The Times Mirror Company, January 5, 1986.
- , "Annual Refugee Consultation for 1985", Senate Committee Hearing, U.S. Government Printing Office, Washington. D.C., 1985.
- , "As U.S. Voter, Vietnamese in San Jose Go Conservative" San Jose Mercury News, 29 April 1985 Part I, p. 9.
- , "Asian Concerns, Report on a Public Hearing", Orange County Human Relations Commission, Santa Ana, CA, 1985.
- , "Asians and Their Neighbors: A Public Investigatory Hearing", Philadelphia Commission on Human Relations, Philadelphia, October 27, 29; November 1, 5, 1984.
- Baldwin, C. Beth, Capturing the Change, Orange, California: Immigrant and Refugee Planning Center, 1982.
- Bouvier, Leon, and Phillip Martin, Population Change and California's Future, Population Reference Bureau, Inc. Washington, D.C., 1985.
- Cerquone, Joseph, "Enriched by Their Presence, America's Southeast Asians", United States Catholic Conference, Washington, D.C., 1985.
- Chau, Andre N. Van, "Vietnamese Sensitivities", Prepared for a Seminar on Community/Police Relations, Beaumont, Texas, unknown date.
- Chin, James, "Crime and the Asian American Community--The Los Angeles Response to Korea Town", Journal of California Law Enforcement, 19, No. 2, 1985, 52-59.
- , "Cops Grasp at Strands of Refugee Crime Web", San Jose Mercury News, 30 April 1985, Part I, pp. 1, 8, 9.
- , Department of Social Services, Refugees Receiving Cash Assistance Characteristics Survey, Sacramento, October 1984.
- Dung, Trinh Ngoc, "Understanding Asian Families--A Vietnamese Perspective", Publisher Unknown, 1983.
- Finnan, Christine R., "Community Influences on the Occupational Adaption of Vietnamese Refugees", Anthropological Quarterly, 55-3, July 1982, pp. 161-169.

- Forbes, Susan S., Adaptation and Integration of Recent Refugees to the United States, Refugee Policy Group, Washington, D.C., 1985.
- Gardner, Robert W. Robey Bryant, and Peter G. Smith, Asian Americans: Growth, Change, and Diversity, Population Reference Bureau, Washington, D.C., 1985.
- Hoffman, Vincent J., "Asian-Americans in Law Enforcement, The Right to be Policed by 'One's Own'", The Police Chief, XLVIII, May 1981, pp. 31-33.
- , "Immigration Reform and Control Act of 1985", Senate Committee Report, U.S. Government Printing Office, Washington, 1985.
- , Office of Refugee Resettlement, "Refugee Resettlement Program: Report to Congress", Washington, D.C., January 31, 1985.
- , "Organized Crime of Asian Origin", President's Commission on Organized Crime, Record of Hearing III, October 23-25, 1984, U.S. Printing Office, Washington, D.C., 1984.
- , "Oriental Organized Crime", Federal Bureau of Investigation, Washington, D.C., January 1985.
- Pate, Anthony M., et al, The Effects of Police Fear Reduction Strategies: A Summary of Findings from Houston and Newark, The Police Foundation, Washington, D.C., October 1985.
- , Patterns of Adjustment: A Second Look at Indochinese Resettlement in Orange County, Immigrant and Refugee Planning Center, Orange, CA, 1984.
- Pompa, Gilbert G., "Annual Report of the Community Relations Service, 1983", U.S. Department of Justice, 1984.
- Pompa, Gilbert G., "Annual Report of the Community Relations Service, 1984", U.S. Department of Justice, 1985.
- , "Proposed Refugee Admissions and Allocations for Fiscal Year 1986", Office of the U.S. Coordinator for Refugee Affairs, Washington, D.C., 1985.
- , "Resource Paper on Political Asylum and Refugee Status in the United States", Refugee Policy Group, Washington, D.C., April 1985.

- , "Refugee Problems in Southeast Asia: 1981", Senate Subcommittee Report, U.S. Government Printing Office, Washington, D.C., January 1982.
- , Refugee Report, Vol. VI, Number 12, American Council for Nationalities Service, Washington, D.C., December 1985.
- , "Refugees Stung by a Backlash", U.S. News and World Report, October 1980, pp. 60-62.
- Robertson, John R., Impact of Indochinese on Law Enforcement, Garden Grove Police Department, January 1986.
- , Southern California: A Region in Transition, Scenarios of Future Immigration and Ethnicity, Vol. I Southern California Association of Governments, Los Angeles, 1984.
- Taft, Philip B. Jr., "Southeast Asians: You Don't Know Whether You Are Getting Through to Them", Police Magazine, 5:4, June 1982, pp.20-24.
- Tung, Tran Minh M.D., "The Indochinese Refugee Mental Health Problem: An Overview", Paper presented at the first Conference on Indochinese Refugees, George Mason University, Fairfax, VA, 1979.
- , "U.S. Refugee Policy and Southeast Asia: Time for a Renewed Commitment", World Refugee Survey, Asian Council for Nationalities Service, Washington, D.C., 1984.
- , "The Vietnamese Crime Network", The National Centurion, Vol. 1, Number VIII, November 1983.

## ATTACHMENTS

A	Contract	151
B	Myths	164
C	Newspaper Articles	172
D	Re-Typed Article from <u>Refugee Report</u>	198
E	Chapter IV, Asian Organized Crime	204
F	Patrol Survey A and B	206
G	Detective Survey A and B	214
H	Experienced Investigator Survey	224
I	List of Community Relations Service Field Offices	228
J	Internal Capability Analysis Process	229
K	Implementation Strategy	234

ATTACHMENT A

CONTRACT

PERIOD OF VALIDITY EXTENDED  
THRU 3/31/86

COOPERATIVE AGREEMENT  
BETWEEN  
THE GOVERNMENT OF THE UNITED STATES OF AMERICA  
AND

THIS COOPERATIVE AGREEMENT is made and entered into by and between the Government of the United States of America (hereinafter referred to as the "Government"), acting through the Department of State, Bureau for Refugee Programs (hereinafter referred to as the "Bureau") and \_\_\_\_\_ located at \_\_\_\_\_ (hereinafter referred to as the "XX.")

WHEREAS, the Bureau is conducting an initial reception and placement program for refugees as authorized under the applicable provisions of the Immigration and Nationality Act, as amended; and

WHEREAS, the XX has submitted to the Bureau an appropriate proposal entitled "Proposal for a Cooperative Agreement" dated January 18, 1985 (hereinafter referred to as the "Proposal"), which is hereby incorporated by reference, has demonstrated its ability to perform the services specified in the Proposal, including the ability to make available volunteer assistance and other private resources, and has indicated its willingness to provide the required assistance, in a mutually acceptable manner, and in accordance with the Immigration and Nationality Act, as amended;

NOW THEREFORE, THIS COOPERATIVE AGREEMENT WITNESSETH:

ARTICLE I

PURPOSE

The purpose of this agreement is to ensure that the XX shall provide an appropriate and adequate sponsorship for the refugees assigned to the XX and that under reasonable circumstances it shall assist or arrange for assistance to such refugees as specified in Article II for the first 90 days after arrival in the United States, or for a shorter period of time where explicitly stated. Nothing in this agreement is intended to prohibit performance of such other refugee resettlement activities as may be deemed appropriate by the XX.

In arranging for the provision of Core Services under Article II, the Service recognizes that the ultimate goal of services performed under this Agreement is to assist refugees to become self-sufficient through employment as soon as feasible after arrival in the United States. Specifically, the XX shall emphasize this goal in selecting the individual(s) or group(s) to assist in sponsorship, in providing orientation to both the individual(s) or group(s) assisting in sponsorship and to the refugees, and in arranging for employment counseling. The provision of the services specified in Article II, Section A, paragraph 2 ("Reception Services") is intended to preclude, during the first thirty (30) days that the refugees are in the United States, any necessity for reliance by the refugees on cash assistance authorized under Section 412(e) of the Immigration and Nationality Act, as amended.

## ARTICLE II

### RESPONSIBILITIES

#### A. Core Services

The XX shall ensure the provision of the services described below under reasonable circumstances for the refugees it sponsors and who arrive in the United States from March 1, 1985 to September 30, 1985. The XX shall itself provide the services described below or shall ensure that they are provided under the XX's guidance by another appropriate entity or individual.

#### 1. Pre-Arrival Services

- a. Establishment and maintenance of a case file on each arriving refugee unit to include 90 day service form(s), biographical data, health information, level of English language capability, and other pertinent information to assist in developing plans for employment and service needs of arriving refugees;
- b. Placement of refugees in accordance with the placement policy outlined in the Immigration and Nationality Act, as amended, and in keeping with the goal of earliest possible employment; until implementing procedures are finalized, the XX shall follow the placement policy issued by the Bureau in July 1982;
- c. Responsibility for sponsorship of the refugees covered under this agreement, which may not be delegated to any other entity or individual. When a family or individual receiving welfare is united with an arriving refugee,

the XX shall take direct action to ensure that each refugee is encouraged and guided towards employment as quickly as possible, as outlined in the Proposal;

- d. Orientation of any individual or group who will assist in sponsorship to include an explanation of the sponsorship process, resettlement, and the XX's role in each; and
- e. Facilitation of refugee travel to resettlement sites in the U.S.

## 2. Reception Services

- a. Meeting the refugees at the airport of final destination and transporting them to living quarters;
- b. Providing decent, safe and sanitary housing for a minimum of 30 days;
- c. Providing essential furnishings;
- d. Providing food or a food allowance and other basic necessities of the refugees for thirty (30) days after arrival;
- e. Providing necessary clothing for the refugee upon arrival; and
- f. Providing assistance to the refugees in applying for social security cards and in registering children for school.

## 3. Counseling and Referral Services

### a. Orientation

Upon the refugees' arrival, orientation to the refugees and, as necessary, further orientation to individuals or groups assisting in sponsorship so that the refugees are:

- (1) Apprised of the role of the XX and of any other individual or group assisting in sponsorship;
- (2) Knowledgeable about public services and facilities;
- (3) Aware of requirements of personal and public safety;
- (4) Familiar with public transportation; and
- (5) Aware of standards of personal and public hygiene.

- (c) assuring that such refugee is provided assistance in seeking special treatment, education, training and/or medical regimens that a previously identified mental condition may require.

c. Employment Services and Other Assistance

- (1) Job counseling and assistance to employable refugees in finding employment shortly after arrival; as needed, referral of employable refugees to job counseling, placement or training programs.
- (2) Notifying the appropriate county or other local welfare office at the time the XX (or local affiliate) becomes aware that a refugee receiving welfare benefits is offered employment or has voluntarily quit a job and notice to the refugee that such information has been provided to the welfare office. Notice of offered employment shall be given whether or not the refugee accepts the offer.
- (3) Responding to contacts from a State or State agency relating to a refugee's application for and receipt of cash or medical assistance, including furnishing documentation respecting any cash or other resources provided directly by the XX to the refugee; and
- (4) In order to carry out responsibilities under sections (2) and (3), maintaining a record of notification from a State, county, or other local welfare office that a refugee sponsored by the XX has applied for welfare benefits.

d. Coordination

Coordination with other locally available information and referral services or case management systems with respect to the services mentioned in this subsection.

4. Assistance to Children Separated from Parents

- a. For a minor being united with relatives other than parents:

- (1) Prior to a minor's arrival, visiting the home of the relative to determine the suitability of the placement;

b. Health

- (1) To each refugee unit a general orientation to the health care system in the resettlement area;
- (2) In regard to refugees with Class A health conditions or Class B conditions affecting the public health (as designated from time to time by the Public Health Service), assurance that these refugees report within seven days of arrival to the official public health agency in the resettlement area;
- (3) Assistance to the refugees in obtaining health assessment services through available State or local public health programs after their arrival in the resettlement area. Such refugee health assessment services may be provided through alternative systems where such services are available and equivalent to those provided by public health agencies in the resettlement area;
- (4) Cooperation with State or local public health officials by:
  - (a) sharing information needed to locate and provide health services to refugees, including secondary migrants to the degree possible; and
  - (b) extending assistance to refugees in obtaining continued therapy or preventive treatment for health conditions affecting the public health.
- (5) For a refugee who is mentally retarded or who has a history of mental illness with required recovery demonstrated;
  - (a) assuring that within 30 days of arrival in the U.S. such refugee receives an initial evaluation by the health care provider who supplied a written commitment prior to the granting of a waiver for admission;
  - (b) requesting the health care provider to furnish a copy of the initial evaluation to Refugee Activity, Quarantine Division, Centers for Disease Control, Atlanta, Georgia 30333; and

- (2) Upon the minor's arrival, taking all necessary steps to ensure that legal responsibility for the minor is established properly and promptly, according to State law;
  - (3) Maintaining regular contact with the minor for at least 90 days;
  - (4) Maintaining individual records of assistance to the minor and of the minor's needs during the 90-day period; and
  - (5) Making a follow up visit 90 days after arrival to determine the continued suitability of the placement, arranging alternate placement, if necessary, assessing the need for continued services, and arranging for such services, if needed;
- b. For a minor who enters the country with a non-related refugee unit or with relatives other than parents:
- (1) Assessing promptly the suitability of the child's placement within the unit;
  - (2) Explaining to the relatives or other individuals the nature and expectations of U.S. legal and cultural child care practices;
  - (3) Assuring that legal responsibility for the child is established properly and promptly, according to State law;
  - (4) Maintaining individual records of assistance to the child and of the child's needs during the 90-day period; and
  - (5) Maintaining regular contact with the child for at least 90 days.

##### 5. Services to Unaccompanied Minors

For a minor child who will be placed in a foster care setting:

- a. Meeting the refugee minor at the airport;
- b. Ensuring that legal responsibility for the minor is established properly and promptly, consistent with provisions of State law relating to all minors in foster care;

- c. Assisting in the provision of health assessment;
- d. Providing orientation materials for the refugee minor and for the foster parent for the use in the child's case plan, established by the State; and
- e. Consulting with state and local governments on the XX's or local affiliate's responsibilities and activities.

6. Consultation with Public Agencies

- a. Conducting activities in close cooperation and advance consultation with State and local governments;
- b. Participating in meetings of State and local governments to plan and coordinate the appropriate placement of refugees in advance of their arrival; and
- c. In consultation with the Bureau, developing or updating the National/State reception and placement plan for conducting the refugee activities during the fiscal year.

B. 90 Day Responsibility

With the exception of an unaccompanied minor, the Core Services enumerated above shall be provided to the refugees assigned to it during the period of ninety (90) days after arrival in the U.S., unless a shorter period is stated in the applicable provision under Article II.

The XX shall ensure that under reasonable circumstances the refugees are carefully monitored by its representative or designee for each of the Core Services for the first 90 days after their arrival (if they remain in the same general geographic area where initially placed) and that the representative or designee can readily provide assistance if problems arise relating to the refugees' needs under the Core Services. Where the XX's representative or designee relies on another individual or entity for delivery of a Core Service, the representative or designee shall determine whether the service is satisfactorily delivered.

C. Optional Services

After the provision of Core Services required for refugees sponsored by the XX during the initial 90 day period, the XX may provide from any unexpended per capita grant funds

optional services to these or other refugees admitted to and arriving in the United States. Optional services shall continue or expand assistance to refugees in accordance with the XX's role in the reception, placement, and resettlement of refugees in the United States. These services shall be provided in coordination with other entities providing services to refugees. Information on these services shall be shared with State and local governments and others interested and involved in resettlement.

### ARTICLE III

#### ADMINISTRATION

In addition to the Core Service responsibilities described in Article II, the XX shall:

- A. Adhere to the applicable provisions of the "Guidelines for the Administration of Reception and Placement Agreements awarded by the Department of State's Bureau for Refugee Programs," attached hereto as Annex A;
- B. Adhere to the provisions of the "Standard Provisions" attached hereto as Annex B;
- C. State in any annual reports or financial statements that these activities are assisted financially by the Department of State under the authority of the Immigration and Nationality Act, as amended;
- D. Adhere to the provisions of OMB Circular A-110, except for the requirements set forth by the following Attachments thereto: Attachment B - Bonding and Insurance; Attachment D - Program Income; Attachment E - Cost Sharing and Matching; Attachment G - Financial Reporting Requirements, Paragraphs 2.a., b., d., e., that portion of f. which does not relate to cash disbursements, 3.a., and b., and 4.a. and b.; Attachment J - Revision of Financial Plans; and Attachment M - Standard Form for Applying for Federal Assistance; and Attachment N - Property Management Standards;
- E. Utilize its best efforts to collect amounts due from refugees for transportation loans and establish a collection procedure that includes adequate accounting of amounts due from the refugees, amounts received from the refugees, and amounts remitted by the XX to the Intergovernmental Committee for Migration;

- F. Submit to the Bureau for review and approval a copy of any proposed contract, sub-contract, agreement, or other arrangement with entities not a part of the XX network as described in the Proposal. No such contract, sub-contract agreement, or other arrangement may be concluded except with the prior consent of the Bureau; and
- G. As provided in the Proposal, maintain a monitoring system at the national level and periodically (no less frequently than once a year) review on-site the activities of its local affiliates which regularly resettle refugees.

In the case of the congregational resettlement model, the XX's national agency shall maintain a monitoring system at the national and/or regional level(s) to ensure the XX's review of the provision of services under this agreement.

#### ARTICLE IV

##### FUNDING

##### A. Payment

1. The Bureau shall provide the XX a fixed per capita grant of \$560 per refugee to cover the reception and placement services, described in Article II, for a total of \_\_\_\_\_ refugees as indicated below who are expected to arrive in the United States during the period March 1, 1985 through September 30, 1985:

	<u>Refugees</u>	<u>Number</u>	<u>Amount</u>
a.	African .....		
b.	European .....		
c.	Indochinese .....		
d.	ODP .....		
e.	Latin American .....		
f.	Near Eastern.....		
	Total		

Payment of the above fixed per capita grant will be limited to the number of registered refugees who actually arrive in the United States during the period March 1, 1985 through September 30, 1985 but in no case shall the total payment under this agreement exceed \$ \_\_\_\_\_ during this period.

- 2. Funds shall be paid to the XX in accordance with the "Letter of Credit" procedure set forth by the Bureau in the "Instructions to Recipient Organizations for Receiving Funds Under Letters of Credit--Treasury Financial Communications System (LOC-TFCS)."
- 3. This agreement may be amended prior to September 30, 1985 to reflect the actual number of refugee arrivals in each category and to adjust the amount of funds accordingly.

B. Use of Funds

- 1. It is understood and agreed that while the funds awarded under this agreement are authorized primarily to enable the XX to provide or arrange for the provision of the "Core Services" described in Section A of Article II, any unexpended funds available to the XX after providing the "Core Services" may be used to continue the "Core Services" or to provide the "Optional Services" described in Section C of Article II. Such services may be made available to refugees assigned under this agreement or to refugees arriving prior to or subsequent to the period of this agreement.

These funds are limited to refugee assistance activities of the XX and are not to be used to cover expenses of unrelated activities.

In the event that the XX's activities related to the provision of Core Services or Optional Services are also eligible for funding under other Federal government grants or agreements, the Bureau and the XX shall consult each other and any other Federal agency concerned to prevent attribution of the same expenditures to two separate Federal funding agreements.

- 2. Funds awarded under this agreement shall be expended no later than twelve (12) months following the end of the fiscal year from which funded, unless approved in writing by the Bureau; funds remaining at the end of the above specified period shall be returned to the Bureau.
- 3. Any interest accrued on funds made available under this agreement must be expended; (1) for those activities authorized within this agreement; (2) within the same time period permitted for the expenditure of per capita funds as specified in Section B, paragraph 2, of this Article.

4. All travel to be paid with funds provided under this agreement must be performed on U.S. flag carriers to the extent such service is available.
5. Funds provided under this agreement shall not be used for entertainment or other representational activities.

C. Volag Reimbursements

With the written approval of the Bureau, the XX may enter into funding arrangements with other participating voluntary organizations that will ensure that each organization is reimbursed for the actual number of refugees to whom it has provided services during the period of this agreement.

ARTICLE V

Reports

A. Financial

1. The XX shall submit a monthly Grantee Nominal Role and a copy of the letter of credit draw down voucher in accordance with the format described in Section 4.a. of the "Guidelines for the Administration of Reception and Placement Agreements Awarded by the Department of State's Bureau for Refugee Programs." The final report of sponsorship of claims must be submitted no later than December 31, 1985.
2. The XX shall submit by December 31, 1985 a financial report indicating expenditures incurred during the period March 1, 1985 through September 30, 1985, including the accrual and expenditure of interest. The report shall also show the carryover balance of funds available for expenditure during the subsequent 12-month period, including accrued but unexpended interest.
3. The XX shall submit by December 31, 1986 a final financial report indicating expenditures of the carryover funds incurred during the period October 1, 1985 through September 30, 1986, including accrued interest. Any unexpended per capita funds or accrued interest available as of September 30, 1986 must be returned to the Department with this financial report.

4. The XX shall submit copies of all reports of transportation loan collections furnished by the XX to the Intergovernmental Committee for Migration indicating amounts collected and remitted. Copies of reports for the interim period March 1, 1985 through May 31, 1985 shall be submitted on or before June 30, 1985. Copies of the reports for the period June 1, 1985 through September 30, 1985 shall be submitted on or before October 31, 1985.

B. Program

1. The XX shall submit by June 30, 1985 an interim statistical report which summarizes refugee placements by ethnic group and state of placement, for all refugees resettled under the terms of this agreement who arrive during the three-month period March 1, 1985 through May 31, 1985 and which discusses any major variation from the plan presented in the agency's proposal.
2. The XX shall submit by December 31, 1985 a final program report which will describe activities carried out during the period March 1, 1985 through September 30, 1985, including an estimate of the total expenditures of the agency, broken down by source of funds, to perform the services specified in the cooperative agreement. The report should distinguish between expenditures at the level of the sub-office responsible for resettlement in the state where the refugees are placed and expenditures for activities at the national or regional level. This report shall also include a statistical report, in the format provided in Annex C, attached, which summarizes, by state of placement, all refugees resettled under the terms of this agreement who arrive during the three month period March 1, 1985 through May 31, 1985.

ARTICLE VI

LIAISON

All liaison between the XX and the Bureau with respect to implementation of this agreement shall be with the designated elements of the Bureau relative to the following responsibilities assumed by the XX under this agreement:

- A. Financial - Financial Management Operations Division, Bureau for Refugee Programs.
- B. Program - Office of Reception and Placement, Bureau for Refugee Programs.

ARTICLE VII

VALIDITY PERIOD

This cooperative agreement enters into force on March 1, 1985 and terminates on September 30, 1985.

The Bureau may consider continued funding under this agreement for the extension of reception and placement activities provided:

- A. the Bureau confirms that performance under this agreement is acceptable,
- B. all reports have been submitted, as required under this agreement, and
- C. the Bureau determines that the services continue to be required and that appropriate funds are available for this program.

Upon request, the XX shall submit three copies of a continuation application which will project the anticipated workload for the next funding period.

IN WITNESS WHEREOF, the parties hereto have executed this Cooperative Agreement as of the date indicated below.

FOR THE

FOR THE BUREAU  
BUREAU FOR REFUGEE PROGRAMS  
DEPARTMENT OF STATE

_____	Signature	_____
_____	Typed Name	Norman W. Runkles
_____	Title	Comptroller Bureau for Refugee Programs
_____	Date	_____

ATTACHMENT B

MYTHS

## MYTHS

This report identifies some myths concerning Indo-chinese refugees and the benefits they receive. The report was put together to promote community understanding, thereby alleviating fears and tensions resulting from misinformation. The information was compiled by R. E. Thomas, County Administrative Officer, County of Orange.

MYTH: 1. Refugees receive special low interest rate loans (3 to 4 percent) from the government to assist them in buying homes or starting businesses.

FACT: There are no government loans targeted to refugees. Refugees must meet the same criteria to qualify for conventional or FHA loans as the general population and pay the same interest rate that would be granted to any other qualified applicant.

The Economic Opportunity Loan (EOL) program administered by the Small Business Administration (SBA) is targeted to socially and economically disadvantaged business people. Refugees and other minorities may fall into this group, but based on a review of files, few EOL loans have been granted to Asians in California.

MYTH: 2. Refugees have left their countries in order to come to the U.S. and improve their standard of living through our economic and social welfare systems.

FACT: Refugees flee their countries to escape persecutions or death. They escape at great risk to themselves and their families. A large number (some estimate as high as 50 percent) of the Indochinese who attempted escape lost their lives in the process. Culturally, Indochinese are deeply rooted in their homelands and families and the decision to leave is often made at severe personal expense.

Once the Indochinese refugee reaches asylum in a refugee camp, he/she can apply to one of the

countries resettling refugees but is not assured of acceptance. The U.S. primarily settles refugees with previous U.S. connections or family ties.

MYTH: 3. Refugees do not have to pay state or federal taxes.

FACT: Refugees must pay state and federal taxes at the same rate as any other resident with income. Individuals (including refugees) with zero tax liability may be legally exempted from federal or state tax withholding.

MYTH: 4. Refugees are entitled to welfare and receive higher aid payments than other cash aid recipients.

FACT: Refugees do not have a special entitlement to welfare. They receive cash assistance or Aid to Families with Dependent Children (AFDC) on the basis of need at the same aid payment level as non-refugee AFDC recipients.

Refugees receive assistance as a transitional measure to assist them only until they are self supporting. Refugees, themselves, are generally anxious to become self sufficient and upwardly mobile and do not want to become welfare dependent.

MYTH: 5. Refugees do not have to take a test or meet other criteria required of other immigrants in order to obtain citizenship. If a refugee owned business employs an American citizen the refugee will be considered for citizenship on a priority basis.

FACT: There are no preferential citizenship eligibility requirements for refugees. The criteria are the same as for any other immigrant desiring citizenship: proof of five years residence in the U.S. (six months in California), proof of good moral character, successful completion on an oral test in English on U.S. history and the Constitution.

MYTH: 6. The State bids to bring additional refugees into California in order to receive the Federal dollars.

FACT: The State of California has no direct role in bringing refugees to the State.

The United States Department of State contracts with the voluntary agencies (Volags) to receive, place, and resettle the refugees. Placement is based on the location of the refugees' family, taking into consideration the availability of sponsors, services, and employment.

In recognition that California is a refugee impacted area, the Volag policy is that there must be a special reason to place a refugee in California, and for Orange County that reason must be to reunify with his or her family.

MYTH: 7. The refugees may receive up to \$5,000 from the government upon admission to the country.

FACT: The refugees receive only limited funds to cover basic needs from the Volags upon arrival. Often the money goes directly to landlords or to the refugees in the form of vouchers for food and clothing. Actually the refugee arrives with a large debt, having agreed in writing to repay the transportation costs incurred to bring them here.

MYTH: 8. Refugees receive preferential consideration for housing subsidies. Their names are placed ahead of others by offices administering subsidy programs.

FACT: Refugees are eligible for the HUD Section 8 housing subsidy program on the same basis as any other resident.

All applicants are served on a "first come, first serve" basis and must qualify by meeting the income limit, residence requirement, and qualified living unit criteria.

MYTH: 9. Refugees receive preferential treatment for admission to JPTA programs.

FACT: JPTA gives no preferential treatment to any ethnic group. JPTA Assessment Centers provide applicants with assessment and employment service on a "first come, first serve basis." Eligible applicants are enrolled in training on the basis of aptitude, individual employment plans and the availability of classes.

JPTA engages in ongoing outreach programs to encourage participation of all community members needing Manpower Services.

MYTH: 10. Refugees come to this country with many communicable diseases and present a health threat in our communities.

FACT: All Indochinese refugees are screened in Southeast Asia for communicable diseases prior to being admitted to

the U.S. Any refugee with an infectious communicable disease may be excluded from entry or placed on hold and treated until their disease is rendered noncommunicable before being allowed to proceed to the U.S.

Refugees resettling in Orange County and most other counties are rescreened for TB at the Community Health Center. This procedure provides a current evaluation of the refugee's health status and assures adequate TB control and treatment.

Currently operational health screening health care and education programs for refugees provide the means for public health control for this population not possible with some other immigrant groups. Studies indicate that while refugees do have some health problems they are generally individual problems rather than a health risk.

### Conclusion

The list of myths presented here is exemplary in nature and is not meant to be complete. However, the wide range of myths is

indicative of the extent of misinformation in the community. Unfounded rumors exacerbate the problem of community tension and prejudice. This report has been submitted to alleviate that tension through the distribution of factual information.

ATTACHMENT C

NEWSPAPER ARTICLES  
ON  
REFUGEE RESETTLEMENT PROBLEMS

## The Hmong



A struggle  
in the sun

## Hmong take root in Fresno

By SHIRLEY ARMBRUSTER  
Bee staff writer

The old man was confused.

Other Hmong had told him that refugees lose welfare after 18 months in the United States. Unable to speak English, he knew he wouldn't be able to find a job.

He couldn't turn to his children — they lived elsewhere. He didn't know where to go for help, or even which bus to take.

He decided that the only alternative was to kill himself. His attempt failed.

Elsewhere in Fresno, a 32-year-old Hmong — educated in a university and trained as a teacher — moves easily through all facets of city life.

In Santa Ana, he had been laid off from his job — teaching English to refugees. Undiscouraged, he moved to Fresno. He now works full time for the Fresno Adult School and, with his wife, owns a small grocery store.

The two stories illustrate the contrasting experiences of Hmong who are trying to fit into American life.

How they cope in their strange new world depends mostly on their age and education. Language and cultural differences, plus their inability to find work, have kept most Hmong almost as isolated as if they were still in the Laos highlands.

Vang Houa Thao, who works for Nationalities Service of Central California in Fresno, said he knows of at least two suicides and 10 attempted suicides by Hmong in the last two years. Each, he said, apparently involved adjustment problems.

The most recent suicide occurred Sept. 21. Chao Wang Vang, 44, hung himself in Fresno County Jail after he had been charged with

misdeemeanor manslaughter in connection with a fatal traffic accident.

Family members said Vang, who did not speak English, took his own life because he was confused about his situation.

Debra Ramirez, Nationalities Service director, said mental health referrals are difficult.

"The clients often refuse to get services," she said. "They refuse to admit they have problems."

Hmong men seem to be hardest hit by what Thomas E. Addison of the county's acute psychiatric unit at Valley Medical Center calls a "double whammy."

Many of the men, accustomed to their roles as family providers, aren't working now. And, Addison said, the newfound assertiveness of their Americanized wives creates friction.

Hmong men also are involved in a baffling medical mystery that may be related to adjustment stress.

More than 30 — including two in Fresno — have died nationwide from Hmong Sudden Unexpected Nocturnal Death Syndrome.

The Fresno victims, both in their late twenties, died in the middle of the night, said David Hadden, Fresno County coroner.

One victim began screaming just before he went rigid and died. The

other man, also in bed, began thrashing about and choking. He turned blue and died.

Although no conclusive causes for the deaths have been found, researchers speculate that the cause may be genetic or stress-related, said Bruce Thowpaou Bliatout, an Oregon Hmong who has studied the syndrome.

Another possibility, Bliatout said, is direct or indirect exposure to chemicals used by the Pathet Lao during the war in northern Laos.

The stress theory states that some Hmong males may be upset because they are unable to perform traditional religious ceremonies and rituals in their new land.

For Chay Her and Chue Yang Lee, a more immediate concern is housing.

The Lees and their nine children live in a two-bedroom, one-bath apartment. The crib for their baby daughter is in the living room, a few feet from the color television set. Two older brothers use the couch as a bed.

Cramped housing is typical for the Hmong. Fond of large families (the average size is seven, according to the county) the Hmong often cannot afford to rent large apartments or homes.

Chay Her Lee, 37, has been looking for months for a three-bedroom house that rents for about \$315 a month. He now pays \$245 a month for the apartment near First Street and Olive Avenue.

"We've found some, but the payment is too much," he said.

Most houses rent for at least \$350 a month, he said, and the ones in

“The people in Fresno are trying to address the issue before it becomes a problem. That speaks well for the community.”

Joel Benavides

their price range are too far out in the country.



Fresno Bee/Carl Crawford

The Chay Her Lee family of Fresno is looking for a three-bedroom house.

“ These people are the only ones that I know of who really backed our play in Southeast Asia. To now see these men subjected to abuses just bothers me to no end.”

Sgt. Marvin Reyes



Va Seng Xiong cuddles his daughter, May Kou, 3.

Fresno Bee

Mao Yang, like many Hmong refugees, said she had trouble adjusting to a modern apartment.

"I had never seen many of the things [appliances and conveniences] before," she said.

She said she didn't want to touch the washing machine because she thought it was dangerous.

Vu Yang said that the refugees often use the appliances incorrectly, which draws complaints from managers and other tenants.

Janice Walker, the manager of Valle Vista apartments in central Fresno, said she tries to acquaint the refugees with their apartments to prevent problems. Valle Vista has 26 Southeast Asian families in its 49 units.

But she defends the newcomers.

"If you took me to their country, in their house, I would be at a total loss," she said.

Some landlords who rent to Hmong reportedly are beginning to get nervous about potential backlash from other tenants and neighbors who are grumbling about large families. But no incidents have been reported.

When it comes to health care, the Hmong often use both old country and modern methods. In Laos, they had used herbs as medicine and called on shamans — spirit doctors — for cures.

The shamans still flourish in Fresno, but the Hmong also visit doctors and clinics when they are sick.

Margaret Wing, a county public health nurse in charge of health screening for refugees, said the Hmong have illnesses common to the general population.

Though many are hosts for Laotian parasites, the parasites cannot be transmitted without close and prolonged contact.

Even the tuberculosis rate among Hmong is no greater than in the state's general population, Wing said.

Health care workers find that language and cultural barriers are common problems. Even bilingual health care staffers, Wing said, have trouble translating medical concepts to the Hmong.

Valley Medical Center, which treats many Hmong, does not have any employees who speak Hmong. The hospital must call upon volunteer interpreters.

But VMC operates a clinic for Hmong children every Thursday morning, and uses high school volunteers as translators.

At Valley Children's Hospital, a staff translator helps ease the differences between Hmong and modern medical practices. The hospital also tries to accommodate Hmong traditions in the patient's care.

Those efforts take longer but are beneficial, said Linda Hoshino, a medical social worker.

In one case, she said, a baby born in another hospital was transferred to Valley Children's for surgery. The family was worried about separating the mother and baby because Hmong tradition holds that they must stay together for 30 days and eat a special diet of boiled chicken, pork and hot water.

Hoshino said the hospital allowed the mother to stay with the baby and the cafeteria prepared the special food.

Hoshino said Valley Children's social workers ask Hmong families if there are any traditional remedies they would like for their child. If the doctor thinks the treatment isn't harmful — for example, a special herb ointment — he approves it.

The Fresno Police Department also recognizes the language and cultural problems of the Hmong, said Sgt. Marvin Reyes, the department's Hmong expert.

Though the department lacks an employee who speaks Hmong, all Fresno police officers have attended a two-hour Hmong cultural awareness workshop.

Reyes said the Hmong rarely commit crimes, but they often are the victims of burglaries and thefts which they do not report.

He said the Hmong respect the police, but misunderstand their role. In Laos, he said, any government official who rendered a service had to be paid.

"They think the same is true here, so that inhibits service," he said.

The Hmong also do not report crimes because they cannot speak English, he said.

To overcome these problems, the police have distributed a Hmong-English flyer detailing how to contact authorities. The department also has met with Hmong and has urged them to develop Neighborhood Watch groups.

Chris Long, a state fish and game warden based in Fresno, is concerned about another law enforcement problem — illegal hunting and fishing.

"They seem to take whatever is in their way, without regard to season, bag limit or methods of take," he said. "They go out in large numbers with nets, and any way they can get fish, they get them. They shoot game with rifles, when you're not supposed to even have a rifle in some areas."

Most of the problems have occurred in the Mendota Wildlife Area west of Fresno, he said, and he has issued "a disproportionate amount" of verbal warnings and written citations to Hmong.

Long said he thinks Hmong misunderstand or don't know about the law.

"As a general rule, I think they're honest people who want to learn," he said, noting that he has had no repeat offenders.

Most Fresnoans who work with the Hmong cite understanding and a willingness to learn about the Hmong as an important factor in helping them to assimilate.

Joel Benavides of the U.S. Department of Justice Community Relations Service in San Francisco said he is impressed that Fresno has had no serious problems in absorbing the refugees.

"The people in Fresno are trying to address the issue before it becomes a problem," he said. "That speaks well for the community."

Taking the lead in educating the refugees and Americans about each other is the Central California Forum on Refugee Affairs. A coalition of refugee groups and public and private agencies, the forum meets once a month to exchange information and ideas and work on ways to assist refugees.

The forum has drawn the attention of Sacramento and Washington, D.C., to the refugees' problems. Part of that attention has come in the form of cash.

Benavides said the forum probably has helped prevent the occurrence of any violence between Fresnoans and Hmong.

But resentment is developing, said Antonio Aguilar of the state Department of Fair Employment and Housing.

Union workers at one large employer in Fresno are afraid that Hmong are working as union-busters, Aguilar said.



TV is the gathering spot for Chay Her Lee's children in the family apartment.

Fresno Be

"There's a lot of resentment and racial slurs are beginning to fly," he said. "I feel there's a potential for violence."

On the other hand, community youth groups such as the Fresno County 4-H Club and the Boy Scouts are working to promote understanding between refugees and Americans.

The Sequoia Council of Boy Scouts is organizing a troop for refugee children. The new scouts eventually will be integrated into existing troops.

And 4-H members brought refugee children into their homes this summer to learn about the American lifestyle. Dana Sheesley, the 4-H member who coordinated

the project, called the program a success.

"We're really into community service, and this helped us reach out to people who are sometimes ignored," she said. "It helped 4-H'ers learn more and by doing that we can teach others."

Despite the efforts and good intentions of a few county residents, some Hmong remain uncertain about their future.

Mayyang Thaoxaochay, a Hmong who was educated at a university in France and speaks English, wonders if her people will ever be accepted.

"We are not citizens yet, but even if we are, we are an ethnic minority in this country," she said. "I think it will be harder to get higher

positions because we are minorities."

Reyes, the Police Department's Hmong expert, said he hopes that will not be the case.

Reyes, whose father came to the United States from the Philippines, took a personal interest in the Hmong because he understands their assimilation problems.

"These people are the only ones that I know of who really backed our play in Southeast Asia," he said. "To now see these men subjected to abuses just bothers me to no end.

"They're people who helped us and they deserve help back."

\*\* Reprinted from Minneapolis Star and Tribune 6/20/85

Racial Tension Rising in North Side Housing Projects  
By Mike Kaszuba  
Staff Writer

For more than six weeks, U.S. Department of Justice mediators have been quietly trying to ease what Southeast Asian and black leaders describe as rising tensions between the two communities in the housing projects of north Minneapolis.

Tuesday, in at least the third meeting in the past two months, federal mediators met in a north Minneapolis gymnasium with more than 60 community leaders, police officers and city and public housing officials.

The meeting, held in the heart of the city-owned Sumner-Glenwood housing projects that border both sides of Hwy. 55, came after charges that blacks were committing crimes against Southeast Asian tenants with increasing frequency. Several blacks, including a city crime-prevention official, countered at the meeting that pistol purchases by Southeast Asians were increasing and that a Southeast Asian youth gang had been formed.

I'm there to prevent anything else from getting worse," said Val Obregon, a Justice Department official who moderated meeting.

Although none of the allegations has been confirmed, the meeting left some officials frustrated. "I'm a little teed off," Van White, the council member whose Fifth Ward includes the projects, said as he left. On more than one occasion, the meeting was interrupted by sharp exchanges between Southeast Asian and black leaders.

Many blacks who have attended the meetings said that crime in the projects has long been a low priority for city officials and that blacks, who still comprise the majority of residents in the Near-North Side housing projects are most often the victims.

Other north Minneapolis blacks, including Minneapolis Urban League preside Ron Edwards, said that at the very least, the potential for racial tension between Southeast Asians and blacks existed and blamed city officials for not moving to head off the problem.

Two more meetings including what is expected to be a large turnout of residents from the 700 units of public housing on the Near-North Side, will be held next week.

Obregon said the federal mediators, who belong to an arm of the Justice Department created during the 1960s to keep racial tensions from escalating have been meeting privately over the past month with local leaders. He said the mediators, although they have come to Minnesota on similar occasions in the past, only agree to participate when tensions involve entire communities.

The allegations of rising tensions in the Sumner-Glenwood neighborhood have come while the number of Hmong and other Southeast Asians have dramatically increased in the North-Side projects during the past year.

Since last June, at least 112 Southeast Asian families have moved into the four city housing projects in the neighborhood. City public housing officials, who have since hired an interpreter for the Southeast Asians, estimate that before then, as few as 20 Southeast Asian families lived in the Near-North Side projects.

Officials said one reason for the increase came when the 347-unit Sumner Townhouse public housing project reopened last year after remodeling. The reopening of the townhouse, largest of the four Near-North Side housing projects, allowed many Southeast Asians who had been on waiting lists to move into the neighborhood at once.

The problem has also been compounded because many of the Southeast Asians do not speak English and are unable to communicate with blacks or police when they call for help.

So far, there are few statistics to support the charges that have led to the meetings. A Minneapolis police department study of crime in the Sumner-Glenwood neighborhood over a 10-week period ending in middle May found no evidence that Southeast Asians were increasingly being victimized. A police spokesman said that fewer than 12 crimes against Southeast Asians were reported during that period.

Police also said their statistics did not show any increased pistol purchases or registrations by Southeast Asians. "I don't know where they're getting that," said Mike Fisher, the city police licensing inspector. He said that tracking pistol registrations among Southeast Asians living in the North-Side projects would be a massive undertaking because the guns could be registered with any federally licensed gun dealer.

I don't think any of that stuff can be attributed to a racial problem," said Officer Ray Presley, who conducted the 10-week study of crime in the projects. "You probably have a few blacks that are victimizing many blacks plus some Hmongs. It is very minuscule compared to black-on-black (crime)."

\*\* This article was typed exactly as original news article

Asians encountering Black hostility  
by Hiroshi Uyehara

Philadelphia-Four hearings were conducted by the Philadelphia Commission of Human Relations from Oct. 27 to Nov. 5 to investigate incidents of violence against Asian refugees and immigrants. The hearings were a result of Councilwoman Joan Specter's prodding of the city council's inaction in the face of increasing violence against Asians in West Philadelphia and the Logan section of the city. Mayor Wilson Goode's response was to tour the troubled West Powelton area and declare that the attacks on Asians were not racially motivated.

It was against this background that Reiko Gaspar testified for JACL and recounted her personal experiences of racism at the last hearing. After her testimony she was asked about racial slurs and she responded in a loud clear voice that she had been taunted, "Chink, Chink, Gook! Can you see through those slits?" as she walked through the halls of the University City High School. As a public school teacher for many years who had worked with Black students, she has encountered similar hostility and sensed increasing racism. There was no doubt in her testimony that the slurs were racially motivated.

During the past year a Vietnamese student was beaten and his neck broken and, recently, a Hmong visiting in West Philadelphia was savagely beaten with both legs broken and surgical repair of his skull needed. The Hmong did not report attacks, robberies, extortion, and even rape to the police because of fear of retaliation. The police say that they have not received any such reports. The Hmong response is to gather their extended families and flee from violence.

Julianna Mark-Le of Chinese Resource Center Inc., said that Asians' experience in reporting violence or extortion to public agencies including the police is that they are not taken seriously. Asians do not get any respect.

Tsian Law, representing the Asian American Council, stated that in addition to historical anti-Asian feelings, one of the causes of violence against Asians was the anti-Asian-import campaign carried on by the auto and steel industries and some unions in favor of protectionist policies. Their campaigns have led to an environment where attacks on Asians are accepted and condoned.

Local Black residents of the Logan area resented the sudden attention focusing on violence against Asians. Residents claimed that their area was always troubled by drugs, violence and crime and that city agencies had not done anything to alleviate their problems. The refugees had been dumped, without much preparation on what to expect, into substandard and often condemned housing in high-crime, blighted areas. A Black resident of the West Powelton area said, "This commission should acknowledge the fact that racism is a strong motivating factor in these attacks.

On the other hand, many speakers representing agencies and groups involved in resettlement, community, and human relations - while acknowledging there are many problems - pointed out the positive aspects of projects in crafts, dance, cross-cultural education, and people-to-people contacts alleviating tensions.

The Philadelphia JACL made the following recommendations:

- (1) Recognize that racism exists.
- (2) Counteract rumors of preferential government financial aid to the refugees, since all refugees regardless of national origin receive aid to help them settle.
- (3) Recognize that the refugees are struggling to survive and often do not have the time to think about cultivating the community even though it is the reasonable thing to do.
- (4) Recognize the fear and threat of competition. Encourage fairness within the greater community.
- (5) Keep the lines of communication open. Political leadership is necessary to find political solutions.

It may be months before the Commission on Human Relations issues a report and makes its recommendations. Meanwhile, the U.S. Civil Rights Commission has been holding similar hearings to document incidents of violence against Asians and will be coming to Philadelphia and other Eastern cities.

-Reprinted from Philadelphia Chapter Newsletter

A Choice of Fight or Flight in Powelton  
by Alexander Reid  
Daily News Staff Writer

About midnight on August 20, five blacks armed with sticks and rocks attacked a Laotian man as he walked down a Powelton Village street and battered him after knocking him to the ground.

The attack, which left the victim with two broken legs and an injured skull, sent shock waves through two segments of the West Philadelphia neighborhood.

Out of the beating came two similar messages.

To the Hmong refugees of Laos, who moved into the area during the past four years, the assault delivered a frightening commentary on the community they chose as a home.

The H'mong a tribal people from the highlands of Laos, fled the violence of their war-torn native country. But social tensions, racial problems and economic competition with poor blacks for jobs have turned the H'mong into frequent victims of black youths in Powelton.

"We have had enough," said Chuck Moua, 20.

A student at Community College of Philadelphia, Moua has lived in Powelton for 2½ years and has witnessed the increased attacks, the rock-throwing and the gunshots fired through the windows of H'mong homes. "We are in a hot spot here. We are trying to be nice and friendly but we have gotten into trouble. We now don't like this neighborhood. It's just not good for us."

To the black homeowners and residents who have spent decades in the neighborhood, the attack shows the most brutal aspect of a crime wave that, while directed mainly against Laotians, could eventually engulf black residents as well.

We can't let this go on," said Mildreth Rothmiller, 66, a Powelton resident since 1943 who watched the beating from her front porch and called the police. "If they attack the Asians, they'll do the same thing to me next. If we allow them to chase the Asians and beat them like they did that fellow, they'll soon be trying to chase all of us out of the neighborhood. They h-ve been bothering those people for a long time and have been getting away with too much."

Last night, both blacks and H'mongs, alarmed by the brutality of the Aug. 20 beating, held separate meetings to denounce the unprovoked assaults on the H'mong and to discuss solutions to the explosive situation.

"We are concerned about maintaining some kind of tranquility in the community. Relationships between blacks and Asians have disintegrated," said the Rev. Fred Grant Jr., pastor of the Highway Church of Christ. He and several other people active in the community spoke to nearly 50 people gathered in the church at 40th Street and Powelton Avenue.

"If we do nothing we only perpetate what is wrong," Grant said.

Some of the people who attended the meeting described widespread criminal activity against the entire community, police inaction and the need for a Town Watch program.

Four blocks from the church, members of the neighborhood's 15 H'mong families met in the living room of a H'mong household and discussed a more direct solution to their plight-moving out.

"We came here because we didn't want to fight anymore," said Moua, sitting near the head of a table surrounded by other H'mongs. Though unable to fully understand Moua's English, some of the others nodded in approval.

"We fought enough in Laos against the communists. That is why we came here, because we don't want to fight. It would be better for us to find another place in this city to live. We'll look for a place where we don't have to worry about our people being attacked for no reason. We have to move."

Such a move by the H'mong would be unfortunate, neighborhood residents said

"I know already we are going to lose six H'mong families in the next five days," said the Rev. Edward V. Avery, of St. Ignatius of Loyola Church on North 43rd Street.

"These are peaceful, hard-working people who are being preyed upon by only a few thugs in this community. This should not happen to them or anyone. It's a shame."

Asian-Americans Face Increasing Violence  
by Marc Kaufman

In California, a white high school student, known for his anti-Asian feelings, is now on trial for stabbing to death a Vietnamese boy he had been taunting.

In Detroit, a former auto worker was just sentenced to 25 years in prison for beating a Chinese man to death at a bar, a man he apparently thought was Japanese.

In Moss Landing, Calif., shrimp boats owned by Vietnamese refugees were burned and vandalized in the spring. This followed similar attacks several years ago in Seadrift, Texas, where several Vietnamese boats were destroyed by American fishermen and where the Ku Klux Klan burned a cross to scare off the refugees.

And in Philadelphia, recent violence against Asian-Americans - which has included several beatings, the bombarding of houses with bottles and rocks and some serious threats - has resulted in the large-scale departure of the Hmong refugee community from the city.

It also has spawned a federal investigation into civil-rights violations against the Hmong tribe refugees from Southeast Asia, one that officials say may be expanded to cover other Asians in Philadelphia.

Throughout the country, there is believed to be a growing tide of violence against people of Asian ancestry, for reasons ranging from envy of their economic success to resentment of their supposed dependence on welfare.

"The feeling is widespread, almost universal that the number of anti-Asian incidents, and the intensity of them, has been on the rise," said Eugene Mornell, executive director of the Los Angeles County Commission on Human Relations, a group that has been monitoring anti-Asian violence nationwide. "Some people think it's because of the recession in basic industries; some think it's just a rise in bigotry. But nobody doubts it's happening."

The violence has become sufficiently widespread that the U.S. Commission on Civil Rights, an independent government agency, has begun a formal study of what a spokeswoman called "bigotry, harassment and violence" against Asians. A series of commission hearings on the subject, similar to several public hearings held this year in Los Angeles and other California counties, may well follow.

"The commissioners believe that the problem, particularly the violence against the newly arrived refugees, may well be increasing," the spokeswoman said. "This will be a one-year study, just started this month, that will include lots of research, lots of visits to sites of alleged violence."

Although the violence is widely believed to have an economic base, it also is clearly racial. It is directed at all Asians, be they Korean merchants, a Chinese man out for a drink, Vietnamese students or Hmong on welfare. Asians can become lightning rods for resentment and anger.

"I was born here and raised here, and people still ask me, 'What are you, where are you from?' said Debbie Wei, a Philadelphia schoolteacher and activist for the Asian community. "This is something unique to us as Asians - people just don't see us as American. When things get rough, we're an easy scapegoat."

There are believed to be about 4 million Americans of Asian ancestry, including 600,000 refugees from Indochina.

Many of these Asian-Americans are new to the country; a loosening of immigration laws in 1965 brought in many Chinese, Filipinos, Koreans and Japanese, and the collapse of South Vietnam in 1975 brought in Vietnamese refugees.

The largest concentration of Asian-Americans by far is the 1.5 million in California, where the Chinese, Japanese, Korean and refugee communities are all large. Los Angeles County has about 500,000 Asian-Americans. Because of the heavier concentrations there, both the problems and the attempts to resolve them seem to be more advanced.

The problem, according to pollster Steven Teichner, is large and growing. In several recent polls his organization did in southern California, he said, negative feelings about Asians, particularly the refugees, came through strongly.

"We asked the question, 'What is the biggest problem in your community?' " he said. "And we got back a strong response of 'Those boat people, or the refugees.' The intensity of the response was really amazing."

The reasons given for the anti-refugee feelings, he said, included both that they were opening up too many businesses and that they were getting too much welfare.

"We are talking here about a significant reaction of a large group of people," he said.

Reflecting this attitude, a sign recently went up in Monterey Park, Calif. a town outside Los Angeles with a growing refugee population, that said, "Will the last American to leave town bring the flag?"

It was the Vincent Chin beating in Detroit in 1982 that first focused attention on anti-Asian violence - and on the questionable way it was being prosecuted. Chin, 27, was beaten to death outside a bar by an East Detroit man, a former auto worker, who earlier had been hurling racial insults at Chin.

ian-Americans Face Increasing Violence  
printed from The Arizona Republic 9/24/84  
Page 3

The savagery of the beating outraged the local Chinese-American community, and so did the way a local judge accepted a plea-bargain agreement reducing the crime to manslaughter. The judge then put the man and his stepson accomplice on probation for two years and gave them a small fine.

Protest from local and then national Asian groups brought the U.S. Justice Department into the case and eventually the attacker was tried and convicted of federal civil-rights violations. He was sentenced to 25 years in prison last week.

\*\*Reprinted from Philadelphia Daily News 10/4/84

2 Hearings on Asian Attacks Set  
by Kit Konolige  
Daily News Staff Writer

The city's Human Relations Commission will hold two hearings at the end of the month on the physical attacks and harassment faced by recent Asian immigrants in two largely black neighborhoods.

The 3-hour hearings were announced yesterday by the Rev. James S. Allen Sr., commission chairman. The first will be held from 10 a.m. to 1 p.m. on Saturday, Oct. 27, at Harry Hosier Memorial-Logan section. The second in Powelton Village, is scheduled from 6 to 9 p.m. on Monday, October 29, at Lombard Central Presbyterian Church, 42nd Street and Powelton Avenue.

Allen said the hearings would attempt to identify causes of the problem, gather information and to develop recommendations.

Asian immigrants in Logan and Powelton have complained of harassment by other residents of the areas.

The incidents were climaxed in both neighborhoods by severe attacks on Asians by young black men.

In the Powelton section, where about 69 families of Hmongs, an ethnic group from Laos, have settled, tensions came to a head with the Aug. beating of Seng Vang Um, 37. He is hospitalized in Canada, where he lives, with two broken legs and serious head injuries. Two men have been arrested in the assault and more are being sought.

At least four Hmong families have left Powelton since the incident.

The day after the attack on Um, several young black men beat members of a Vietnamese family and threw bricks at their home in Logan. Resident said there had been similar incidents of attacks and harassment of new Vietnamese and Korean residents, but pointed out that both neighborhoods are high-crime areas where any resident is in some danger.

Black residents in both sections have met to protest the attacks.

We believe that the situation represents a cultural clash that has at least the potential of being racial in nature," Allen said.

Allen's announcement came two weeks after City Council rejected a call by Republican Councilwoman Joan Specter for Council hearings into the problems. Specter, who planned to introduce a resolution at today's Council meeting calling for hearings by the commission, said she was "delighted" hearings are to be held.

The State Human Relations Commission and two federal agencies, the U.S. Department of Justice Community Relations Service and the FBI, also are looking into the incidents.

2 Hearings on Asian Attacks Set  
Reprinted from Philadelphia Daily News 10/4/84  
Page 2

Anyone wanting to speak at the hearings can call the commission at  
MU6-4696.

Statements are to be limited to 10 minutes.

Asian residents may submit written statements in their native language.

\*\* This article was typed exactly as original new article.

Oakland Anti-Asian Violence Escalates  
by Eunice Chen

OAKLAND - One night, a Southeast Asian refugee was forced at knife point to drive his car as was instructed by a black man. The victim managed to jump out and call the police. Nothing was done by the police until a month later he found his car discarded in another part of the city, damaged.

Several refugee kids were beaten by some schoolmates, and were taken into custody for a week, together with their assailants. The parents said they believe that the reason for this "ridiculous outcome" was their inability to communicate with the principal.

These were among many recent incidents went undocumented in both East and West Oakland where the refugees and the blacks share the same neighborhood, according to May-Sio Saiphan, a case worker of the Asian Community Mental Health Services (ACMHS).

Incidents in the past four weeks listed the Violence Against Asians Task Force, a community coalition formed five months ago to respond to increasing violence against the Oakland refugees, include the wounding of three men by gunshot, the robbing and beating of a 12-year-old Cambodian boy, the vandalizing of cars, and the extorting and threatening of families and students. (E/W 7/3/85)

According to E/W's reports three and half months ago, physical attacks and harassment against refugees in Oakland occurred only in the west side of the city, and without the use of guns. (E/W 3/13 and 3/20/85)

Fear and Anger

"They are living in fear and anger," said Saiphan; citing complaints by refugee members that the police would not respond to their calls until one or two hours later, and some did not take notes of what was reported to them.

The task force, on the other hand was in desperate need of support, both financially and morally, according to its members in an interview with E/W on July 3.

In the belief that conflicts between local blacks and Southeast Asians stem primarily from lack of communications and the blacks' frustration over economic needs, the task force has been working on a comprehensive prevention and education program in the neighborhoods, and a conflict resolution model to mediate neighborhood disputes.

The task force has already developed several refugee workshops for reporting crime, coordinated the placing of refugee youths in summer jobs and recreation programs, recruited bilingual applicants for the Oakland Police Department, and advocated for the creation of a Human Resource Commission to address racial problems in Oakland.

However, members of the task force, who include community workers, civil rights advocates, and several government officials have been working extra hours without pay.

#### Recommendation

Considering the increasing workload due to the escalation of violence, they said, the task force can no longer carry on without funding and authorized support for their recommendation.

For example, their recommendation for creating bilingual positions in the police department, has so far remained on the shelf. There are currently no Laotian, Cambodian or Vietnamese speaking personnel. In the past few months, the police and the task force have both relied on temporary volunteer interpreters recruited from community workers and students whose time and energy are limited, they said.

According to task force member Tse Ming Tam, job counselor for SF Chinese for Affirmative Action, the city has approved dozens of positions which may provide qualified bilingual Asians with access to the police department. No one in the city, however, was able to pinpoint the exact number of positions for each category.

"Two months ago I was told that there were 14 positions for communication dispatcher, but on June 14, they said that there were none. It was until June 26 that I heard them saying again there were 12 positions available for evidence technician and cadet. Therefore, I'm starting all over again," he said.

#### Recruiting

Tam had already recruited five applicants to fill the positions, but held that unless shortcuts were made in the recruiting process, it would be very difficult and time-consuming for the refugee applicants to pass the background screening and the written and oral exams required.

"The whole procedure will at least take months. Imagine how many more violent cases might happen within this period of time!" he said.

It would be equally difficult to recruit more applicants, as the eligibility requirements include citizenship, high school diploma, plus 35 words per minute typing skill for communication dispatcher, and two years public contact experience for evidence technician, he added.

In a recent letter to Mayor Lionel Wilson and members of the city council, the task force also recommended the creation of a Human Relations Task Force to immediately assess racial problems among all ethnic groups in Oakland and come up with recommendations for change. But no one was sure about how and when this was going to help cap the flames presently raging in specific areas the refugees were resettled.

### Police

The police and city officials on the other hand, do not seem to see the situation in the same light as the task force.

Police officer Mark Emerson told E/W that with the limited number of officers, one may hear complaints about police postponements almost everywhere. He said that it was required by the police department that a written report be prepared after responding to every call. "If that did not happen, the issue should be brought to our attention," he said insisting that problems might exist whether or not the victim was a refugee.

Captain Peter Sarna, in an interview with E/W, said that violence against "any ethnic group" should not be tolerated. He denied that there were no bilingual officers available to help the refugees.

"There are at least three Chinese speaking police officers in this department," he said.

"And the city had approved a number of positions which will allow more Asians with bilingual skills to apply."

Sarna said that the problem with the Asians was the lack of "applicants flow," whereas the Hispanic, black and women groups were doing better.

When asked about whether the Chinese speaking police officers spoke the dialects of the Laotian, Cambodian or Vietnamese refugees, Sarna replied that he had no knowledge of the details.

Donna Wong, receptionist of the ACMHS, told E/W that in one instance, she had talked over the telephone with a police officer who claimed to understand "a little Cantonese" when the conversation started. However, they ended up talking in English very soon.

### Council

"I will get together with the task force, make sure that there are people to testify before the city council, and then raise the issue in the council meetings," promised Councilman Wilson Riles Jr. in an interview with E/W.

Riles said that the issue was so unique that the Oakland City had never encountered before. He believes that there is a role the city "can and should play," and "is moving slowly into it." He also believes that there are sufficient funds in the city to support the task force.

Riles said that he would also suggest that new courses be established in Oakland schools, which would acquaint the students with each other's culture and history in order to mitigate the mutual prejudice.

Not only should the city and the police department's awareness of the volatile situation should be raised, but the whole community should be involved, including the non-refugee community and the black community

said Booker Neal of the US Department of Justice Community Relations Office.

Neal recalled similar situations in Richmond District and San Pablo District three years ago. The problems there, he said, were better solved because two mayors and all community groups were available to articulate their positions.

"Although the refugees could have been an easy target, those who harassed them also harassed black families," he said.

#### Reasons

According to the task force, violent attacks against refugees in Oakland were seldom financially motivated. In the above mentioned gunshot cases, no money or property was involved.

It was generally believed that the frustration on the part of the assailants from the high unemployment and shortage of housing in East and West Oakland was a major reason underlying the tension and violence.

Many of the housing units where the refugees were resettled had been the dwelling of some black locals, said the task force. Therefore, the refugees were seen as intruders taking away housing and jobs, and whose success would inevitably induce jealousy and resentment.

On the other hand, owing to the differences in language and culture, some refugees were particularly prone to panic they said. For example, when a black youth threatened to bomb the home of a refugee family, the family took him at his words and moved away in a hurry.

Are there gang activities involved? "No," replied Frank Chong, a task member and the assistant director of the ACMHS. He said that he had not seen anything that could be termed as gang activities, but there might be some "turf issues."

Chong cited the words of one of the two 14-year-old black boys arrested in March for physical attacks against the refugee families: Since the refugees were new in the block, said the boy, "they need to be tested to see how tough they are."

\*\* This article was typed exactly as original news article.

Violent Incidents Against Asian-Americans  
Seen as Part of Racist Pattern  
by Fox Butterfield

BOSTON, Aug. 30 - Two Cambodian refugees were followed by a car one night as they drove home from a party in a working-class suburb of Boston. They stopped and got out, only to be severely beaten by a gang of white men. One of the Cambodians suffered a skull fracture and died 10 days later.

The assault, on Aug. 4, is the latest in a series of recent violent incidents against Asian-Americans in the Boston area. Others have included a fracas between a middle-age Chinese immigrant and a Boston policeman, a midnight attack on three young Vietnamese by a gang of drunken white teenagers and the burning of a house where 37 Cambodians lived.

"The U.S. has been perceived by Cambodians as a country of freedom and security," said Daniel Lam, a Cambodian who is executive director of the Massachusetts Office of Refugee Resettlement. "But now we must face the reality of racism in America."

Sign of Growing Animosity

Asian-American leaders and Government officials say the incidents in Boston are perhaps the most dramatic evidence of what appears to be a growing pattern of bigotry and animosity toward Asians in many parts of the country. "No one has any reliable statistical information," said Dr. H. John Bunzel, a member of the United States Commission on Civil Rights. "Is the problem serious nationally? We just don't know."

The commission began a study in August 1984 in an effort to fill that information void. Dr. Bunzel, a senior research fellow at the Hoover Institution, at Stanford University, who has been studying minority communities in California for 30 years, said he asked for the study after receiving "an increasing number of reports citing discrimination against Asian-Americans."

Report Due in the Spring

"What one doesn't know is whether or not these incidents are racially motivated exclusively," he added, or whether other factors play a role. The study is to be completed next spring.

Wallace Warfield, associate director of the Community Relations Service of the Department of Justice, said discrimination against Asians "is definitely a growing problem in all parts of the country." He said every part of the country had "some incident that it could point to as a sign of this kind of problem." Some conflicts are with blacks, he said; others are with the Hispanic or other whites.

He said some of the worst troubles occurred where Indochinese refugees had settled in poor urban areas or where Korean Merchants had moved into black or Hispanic communities.

#### 'Racially Negative' Graffiti

Dr. Alan Seid, a fourth-generation Chinese who heads the Asian-Pacific American Advocates of California, an umbrella organization of several hundred Asian-American community groups, noted the recent appearance of anti-Asian graffiti in high schools in San Jose, where he lives. "There are words like Japs, gooks, Nips, slanteyes and slopeheads - racially negative words we haven't seen since World War II," he said.

These signs of animosity are appearing at a time when many Asian-Americans are winning academic and professional success and have finally begun to be assimilated into American society after a century of legal discrimination, including laws barring Chinese from immigrating and laws barring Asians from owning land in California. In World War II, 110,000 Japanese-Americans were imprisoned simply because of their ancestry.

#### Prosperous and Educated

Today, as a group, Asian-Americans are among the best educated and most prosperous Americans. They account for only 2 percent of the population, yet will make up 11 percent of the incoming freshman class at Harvard University this fall, 21 percent at the Massachusetts Institute of Technology and 25 percent at the University of California at Berkeley.

Economically, the median family income of Asian-Americans is \$22,713, according to the 1980 census, as against \$19,917 for all Americans and \$20,800 for whites.

When community leaders discuss what they see as new animosity toward Asian-Americans, they speak of new elements such as the recent explosion of Asian-American immigration, economic revalry with poor residents of inner-city neighborhoods where the immigrants settled, and such diverse factors as the 10th anniversary of the end of the Vietnam War and the trade deficit with Japan.

"There's a certain amount of hostility because the Japanese are thrashing us in trade," said Representative Don Edwards, a California Democrat. He said one executive in a high-technology concern suggested that his employees "Zap the Japs."

#### 4.8 Million Asian-Americans

Asian-Americans are the fastest growing racial group in the country, according to Leon F. Bouvier, vice president of the Population Reference Bureau in Washington, a private demographic research group. The extraordinary growth of the Asian-American population started with the dropping of quota-based immigration restrictions in 1965. From 1970 to 1980 the number of Asian-Americans jumped from 1.4 million to 3.47

Violent Incidents Against Asian-Americans Seen  
as Part of Racist Pattern  
Reprinted from The New York Times 8/31/85  
Page 3

million, and it climbed again to 4.8 million this year, according to the Census Bureau.

In New York City, Asian-Americans numbered 230,000 in the 1980 census.

Mr. Bouvier projects there will be 6.5 million Asian-Americans by 1990 and almost 10 million by the turn of the century. By the middle of the 21st century, he estimates they will be as big a proportion of the United State population as the Hispanic are now, 6.4 percent.

#### Spreading Out to New Areas

Equally important, he said, are dramatic changes in where the immigrants come from and where they go after they arrive in the United States.

In 1970 two-thirds of all Asian-Americans were Japanese or Chinese, but by 2000 these groups will only be a third of the total, Mr. Bouvier predicts. In recent years 728,000 Indochinese have joined their ranks, along with an even larger number of Koreans and Filipinos. By 1990 Filipinos will become the largest Asian group.

These new Asian immigrants, whose predecessors largely settled in together in a few cities, have spread to many parts of the country where they have had more contact with white and black communities. The result has been outbursts of violence in cities including Los Angeles, Houston, New York, Philadelphia, Boston and Providence R.I.

One area of conflict was the Gulf Coast, where many Laotians settled in the 1970's, working as fishermen. "The Southeast Asian fisherman worked a lot longer hours than the traditional American fisherman," said Mr. Warfield of the Justice Department. "They maximized their profits quicker. Many now have as many boats on the Gulf Coast as the white fishermen."

Glenda Joe, coordinator of the Council of Asian-American Organizations, an umbrella group in the Houston area, said "it's a competition thing" for jobs, housing and Federal aid. "Nobody likes an overachiever," said Miss Joe, who is half Chinese and half Irish, "and that's how Asians are viewed - as overachievers. They are accomplishing in a short time what blacks and browns have been trying to do for years."

In Philadelphia a group of 5,000 Hmong hill people from Laos and about 40,000 Koreans have moved into predominantly black areas in the past few years. Violent attacks last September on a number of Hmong prompted some to leave the city. Their assailants often believed the Hmong were getting extra welfare benefits, later testimony before the city's Commission on Human Relations showed.

Koreans who opened small businesses like dry-cleaning and grocery stores in Philadelphia have often been raided by blacks who resent their commercial success, said James A. Lineberger, deputy for community relations in the District Attorney's office. "Hoodlums will take

cases of stuff and dare the owner to call the police," he said. "Many of the owners are afraid and acquiesce and then they are identified as an easy mark."

#### Conflict in Harlem Eases

In New York a similar conflict between blacks and Korean store owners led to a boycott last winter against a number of Korean shops on 125th Street in Harlem, with several heated and violent confrontations. Black residents charged that the Koreans were rude, overcharged their customers and were giving nothing back to the community.

A number of projects have eased the tension, including a program this summer in which black merchants hired Korean youths and Korean merchants hired black youths, said Lloyd A. Williams, president of the Uptown Chamber of Commerce. "The situation has improved considerably," he said. "Blacks and Koreans still have a long way to go to establish a long-lasting relationship, but we're on the road."

In Washington, a Cambodian who owns a gas station in a black section of the capital says he has been robbed several times by black youths who worked for him and has been shot at twice. One time, said the Cambodian, who asked that his name not be used, a black woman drove up in a new Mercedes and said to the station owner's brother-in-law, a new arrival from Cambodia: "Hey, Chinese, how long have you been here? Only two weeks? Only two weeks here and already you're taking jobs away from young blacks."

Such misidentification, confusing the Cambodian for a Chinese, is a constant source of complaint by Asian-Americans. Many contend it is a sign that they are being lumped together as a stereotyped group.

#### 'They See Us as One Race'

Paul M. Igasaki, who handles Asian-American liaison for the Chicago Commission on Human Rights, recalled a 1982 incident in Detroit in which a Chinese-American, Vincent Chin, was beaten to death with a baseball bat by two unemployed automobile workers angry about Japanese imports. "They see us basically as one race, and that's what racism is all about," Mr. Igasaki said.

In Providence two Cambodian widows were recently burned out of their house in a black section of the city, said the Rev. Daniel M. Trainer of the city's Indochinese Advocacy Project. It was the sixth in a series of arson attacks against Indochinese there in the past year.

Arson has also occurred in Boston, where most of the trouble has come in white working-class neighborhoods. In Revere, just north of Boston, several Asian-Americans' homes have been burned, including an old three floor tenement house where lived five Cambodian families, numbering 37 people. Catherine Penn, a City Councilor, said such crowding was contributing to racial tension because of a belief that it led to neighborhood deterioration. The Cambodians say they must live together in

large numbers to afford housing and save money.

The two Cambodians who were beaten Aug. 4 were living in Revere. Two white men have been charged with murder in the case.

In East Boston, a predominantly Italian-American section where church groups have begun finding Cambodians places to live, four Cambodians were beaten by eight whites last month after the Cambodians asked the whites to stop touching a new red automobile that belonged to one of the refugees.

#### Economic Factor Seen

"I have a feeling a lot of this trouble is economic, not racial," said Mayor Raymond L. Flynn. "You have poor white kids out of work, and then they see these refugees buying shiny new cars."

But Mayor Flynn said he gained an added perspective after one of the victims urged him to see the movie "Rambo: First Blood Part II" with Sylvester Stallone as a former Green Beret back in Vietnam to rescue Americans missing in action. Mr. Flynn said he was "outraged" by the way the film encouraged violence against Vietnamese as a form of retribution for America's defeat in Vietnam.

"Media stereotypes have a lot to do with how Asians are treated in their communities," said Stewart Kwoh, director of the Southern California Asian-Pacific Legal Center. He said he had noticed more and more Asian roles on television, but all were gangsters.

Since its opening Aug. 16, the film "Year of the Dragon," about a white policeman fighting drugs and youth gangs in New York City's Chinatown, has drawn criticism and demonstrations at the Loew's Astor Plaza at Times Square as well as in such cities as Chicago, Detroit, Boston, San Francisco and Los Angeles. As a result, MGM/UA has put in the film a disclaimer of intent to demean Asian-Americans.

#### Film Is Termed Racist

Opponents of the film, who include Robert Daley, author of the book from which the film was adapted, say the film is racist in its portrayal of Chinese-Americans. It "portrays Asian-Americans as gangsters and mobsters," said Virginia Kee, a City Council candidate who has taught school in Chinatown for 20 years.

A more subtle discrimination charge has arisen in colleges and universities, where Asian-Americans would appear to have made the most progress. Asian student activists at a number of schools contend they must have better records than other applicants to gain admission. At Harvard, for example, 12.5 percent of Asian-American applicants were accepted this year, as against 15.9 percent of all applicants.

Henry Rosovsky, former dean of the faculty at Harvard who is now a professor of Japanese economic history, said some admission standards, such as athletic ability, extracurricular activities and family ties to the institution could work against Asian-Americans.

'Very Valuable Addition'

"But if you start playing the numbers game, they are the most over-represented group in the universities," Mr. Rosovsky said, adding, "I think that's fine - they are a very valuable addition to American society."

Some Asian-Americans say they have never encountered ethnic animosity.

"I've never been aware of any social or professional discrimination," said Dr. Mariano Ezpeleta, a Filipino physician who lives in Andover, Mass. In part, he conceded, that may be because he is a Harvard-educated physician who speaks English virtually without an accent.

Lisa Sun, 30, a computer programmer from Taiwan who lives in Prospect Heights, Ill., agreed that her middle-class life may have helped her avoid discrimination. "I'm a yuppie," she said with a laugh. "People don't mistreat yuppies."

ATTACHMENT D

ARTICLE FROM

NOVEMBER 2, 1984 ISSUE

OF

REFUGEE REPORT

"Violence Discrimination Toward Southeast Asians  
Prompts Growing Concern"

Attachment "D"

"Violence, Discrimination Toward Southeast Asians Prompts Growing Concern"

Reprinted from, Refugee Reports, Volume V, Number 19 and 20, dated November 2, 1984

The journal is a publication of the American Council for Nationalities Service, Washington D.C. 20005, copies available

A September New York Times headline read, "Violence Forces Hmong to Leave Philadelphia." In the last year and a half, similar headlines have told of incidents of harassment and violence against Southeast Asian refugees in Wisconsin, Massachusetts, New York, Texas, and California. Incidents like these have aroused the concern of law enforcement officials and refugee advocates. They have also prompted a variety of actions at national, state, and local levels.

Civil Rights Commission Studies Problem The U.S. Commission on Civil Rights decided in March to study "whether there is an upsurge in racial hostility directed toward Asian-Americans, particularly those who may be new immigrants." The commission is an independent, bipartisan, fact-finding agency of the executive branch. Its duties include investigating allegations of discrimination because of race or national origin.

The study was recommended by Commissioner John H. Bunzel, senior research fellow at the Hoover Institution at Stanford University. Bunzel told Refugee Reports that the influx of Southeast Asian refugees in recent years created a situation of "ethnic enclaves" with a pattern of language difficulties, low income, and low educational and skill levels. "Refugees are caught in a struggle to survive," he said. Against this background, increased reports of harassment of Asians at work, taunting of students at school, beatings, vandalism, and shots fired into homes led him to urge the commission to consider these problems.

Bunzel said the study is a preliminary review to determine whether anti-Asian sentiment has surged in recent years, how serious the problems are, whether there are patterns of discrimination, and if so, whether they are national or regional.

If the study reveals problems of a sufficient scale, he said, the commission would hold a full-scale review with hearings. That would lead to a report, including analysis and recommendations, to the legislative and executive branches. According to research staff at the commission, the preliminary study will take about a year.

Racial Nature of Incidents Questioned

There is disagreement about whether anti-Asian sentiment is growing, according to Bunzel. Some observers feel that economic factors-- plant closings, the shifting of industrial jobs to Asia, and unemployment blamed on foreign imports--and the influx of Southeast Asian refugees are producing a "new racism," a racism manifested not by discriminatory laws,

but by private actions toward Asians. Others, Bunzel said, feel anti-Asian sentiment is not growing and that to talk of such growth is a distortion that could become a self-fulfilling prophecy.

The impression of increasing violence against Southeast Asians is difficult to confirm statistically. In Boston, for instance, there has been an increase over the last few years, according to Chuck Wexler, a civilian in the Civilian Disorders Unit of the Boston Police Department. But he warned that comparisons between years or between different cities may be misleading since the reporting is so uneven. This is due, he said, to language difficulties and the bad experience refugees have had with police in their native lands, which carries over to a reluctance to report incidents now. "Those police departments that go out aggressively and talk to ESL classes and refugee groups get statistics that more accurately reflect the situation."

Bob Blitzer of the FBI's civil rights unit could not confirm that there was a marked increase in cases involving alleged abuses of Southeast Asians' civil rights. But minorities tend to be fairly close-mouthed, and new immigrants may be unaware of federal civil rights laws, he said. As a result, there may be incidents that no one ever hears about.

Massachusetts Addresses Racially Motivated Violence A wide variety of incidents of violence and harassment has been reported. Each situation has produced different interpretations and different responses.

In Massachusetts, Attorney General Francis X. Bellotti filed a complaint on September 21, charging a juvenile with violating the state's Civil Rights Act based on allegations that he had twice attacked Vietnamese residents of Dorchester because of their race or national origin. The attorney general obtained a temporary restraining order prohibiting the defendant from injuring or harassing his victim or others.

In announcing the complaint, Attorney General Bellotti said, "Racially motivated violence is a serious problem for Southeast Asian residents of our state. Often these individuals cannot even walk along the public streets without being physically attacked and threatened because of their race or national origin." Assistant Attorney General Diana Tanaka said that Southeast Asian crime victims around Boston have been told, "This is going to be like Dorchester." Everyone knows this refers to the July 1983 stabbing death of a Vietnamese man in Dorchester, she said, adding that many Southeast Asians have moved out of the area.

Refugees Don't Know Rights Because they have limited funds to resettle refugees, agencies have placed them where housing is inexpensive, Tanaka said--often bad neighborhoods where, particularly in Boston with its established neighborhoods, they are viewed as outsiders. "The refugees are demoralized and they don't know their rights, so they don't fight back," Tanaka said.

When asked how the situation is, Tanaka went on, Southeast Asians say, "It's o.k." But to followup questions like, "Have they stopped throwing rocks at you?" or "Have they stopped shouting obscenities at you?", they respond, "No". The situation is not getting better, Tanaka said. "The

refugees are just getting used to it."

Youth in the poorer areas where many refugees live know the Southeast Asians are vulnerable and reluctant to report incidents to the police, Wexler said. "We've found that when the police get involved and start to make arrests, it changes the perception that there won't be any penalty for it, and incidents start to decrease."

The Attorney General's office recently issued bilingual pamphlets on civil rights in Vietnamese, Lao, and Cambodian. "Your Civil Rights Under Massachusetts Law" is being distributed through refugee organizations: the courts, police, and government offices in an effort to inform refugees how the law protects them from racially motivated violence and harassment and from discrimination in housing, employment, access to public accommodations, and use of force by police. It provides examples of violations and explains what to do if someone thinks his or her rights have been violated. Tanaka said, "There is a need to make clear to refugees that having rocks thrown at you is not normal in the U.S."

Philadelphia Violence Brings Civil Rights Investigation Tension between Hmong and Blacks in the rough urban neighborhood of West Philadelphia have led many of the Hmong to move from Philadelphia recently. The severe beating of a Hmong man, the stoning of Hmong cars and apartments, the surrounding and threatening of a Hmong household by a group of local men, apartment windows hit by rifle bullets, muggings, and robberies have been reported.

Philadelphia's Hmong population has fallen from a high of approximately 5,000 to about 650 over the last few years, according to the New York Times. Six Hmong family groups left Philadelphia in a recent eight-day period. The Times said, "They were fleeing a wave of violence that left them afraid, they said, to walk the city's streets or even stay in their homes."

On September 7, U.S. Attorney Edward S.G. Dennis initiated a criminal civil rights investigation into the recent violence against the Hmong refugees in West Philadelphia. William Carr of the U.S. Attorney's office in Philadelphia said that Dennis had directed the FBI to determine if any of the incidents involved violations of federal civil rights laws. At the same time, Carr said, Dennis asked the Community Relations Service of the Justice Department to step up its activities to protect the Hmong from attacks.

Frank Tyler of the Community Relations Service has been meeting with Hmong leaders. He said, "It has been recognized for some time that resettling refugees in the most depressed areas, already full of problems, is a conflict-generating situation. Sometimes there may not have been time to identify the communities' receptivity, but it's important to talk to local leaders, church people, and others before resettlement."

Tyler also feels that any community where refugees are going to live needs to be better informed. "As refugees improve economically and move to the suburbs, we need to prepare the suburban communities for their arrival."

Resentment Contributes to Problems According to the New York Times, Rev. Edward V. Avery, who has worked with the Hmong in Philadelphia, said Black youths there with high unemployment rates have asked why immigrants, instead of long-time residents, received special federally funded employment aid. Tyler said the Black community in West Philadelphia was incensed about the resettlement of Southeast Asians there, particularly when Blacks were evicted from an apartment complex because it was "unfit for human habitation", and a few months later refugees moved in with no renovations done. Such perceptions contribute to feelings of resentment against refugees.

Tyler said the police feel that the Hmong have begun reporting incidents that went unreported before. He said this indicates that the refugees have begun to overcome distrust of law enforcement officials that they carried from their home countries. "They are beginning to recognize that law enforcement agencies are there to help."

Dallas Incidents Not Seen as Racial Since the beating death of a Cambodian man in the Dallas housing development in 1983, the Dallas police have been meeting with refugees to hear their concerns and discuss what can be done about them. Charles Kemp of the Dallas-Fort Worth Refugee Interagency, Inc. said that about 4,000 of the 25-30,000 Southeast Asians settled in Dallas live in a tough East Dallas neighborhood. There has been violence, but, Kemp said, there have been few directly racial attacks on Asians. "It is not a Black-versus-refugee problem," he said. "There is a definite fear of young angry Black men, but the Black community has the same fear."

For a while, the problem was placement of refugees in inappropriate apartments and areas, Kemp said. Agencies responded to the problems and stopped placing refugees in certain areas. The problem now, Kemp said, is newcomers living in isolated apartments. They are not placed in housing projects now, but some refugees move there to save money.

Kemp said that the people working on the problem--from the police to the refugee agencies--have, so far, been able to prevent major troubles instead of reacting to them. The refugee Interagency now gives training to each new police class and to veteran officers during regular in-service programs. The sessions on the cultural background of refugees and the story of their resettlement in Dallas have been well received, Kemp said. Southeast Asians have become more willing to report crimes indicating that they have begun to develop trust for the appropriate authorities.

Hmong Harassed in Green Bay Not all of the incidents against Southeast Asians are related to crowded, racially troubled urban areas. A bullet allegedly fired into a car of Hmong refugee in Green Bay, Wisconsin, has fueled fear among the area's Hmong community of approximately 900. Peter McKeever, a lawyer for Legal Services of Northeastern Wisconsin, said the October 6 incident is the most serious of several against the Hmong. Others range from eggs thrown at houses to damage to automobiles. McKeever is also concerned about a pattern of landlords exploiting refugees' unfamiliarity with such things as utility meters in order to overcharge them.

The Hmong are perplexed, McKeever said. Their feeling is, "People yell at us, hassle us, and say we're lazy, don't work, and are on welfare. Then if we work, they say we take their jobs."

McKeever said that, on the whole, the incidents have been minor and that local racism toward Native Americans is probably worse. But he is concerned because the Hmong tend not to complain, fearing it will make things worse. He and local church groups have worked with the Hmong leadership to tell them that police are to help them, that reporting crimes is the way things are done in the U.S. The police department has designated an officer to work as a liaison with the Hmong community.

Racial Reasons Cited in California Incidents In Sacramento, California, there have been attacks on refugees and their property. According to Randy Shiroy of the Human Rights and Fair Housing Commission of the City and County of Sacramento, many of these incidents have been for clearly racial reasons.

Shiroy said one of the most helpful factors in responding to such problems in Sacramento has been the large, established Asian-American community. "They have been sympathetic and helped with their contacts with the community, making community leaders aware of the problems." The Human Rights and Fair Housing Commission has worked with the school system and the police to improve relations, and the police have been encouraged to hire bilingual staff.

In nearby Davis, there are only a few refugee families. In May 1983, after several months of harassment of Vietnamese students by whites, a fight between white and Vietnamese students at the high school resulted in the death of Thong Hy Huynh. Early in October, James Pierman was found guilty of voluntary manslaughter in the incident. Some observers feel that he should have been convicted of a more serious crime.

The student body later dedicated a memorial planter box in Thong's honor. The planter was defaced with swastikas and slogans that included "Free James Pierman" and "Death to the Gooks". According to Shiroy, people in Davis rallied around the victim's family and raised money to help them. The Community Relations Service of the Justice Department is working with school officials and community leaders to prevent increased tension.

Port Arthur Responds Positively to Tragedy The September 4 shooting of a Vietnamese man by a police officer in Port Arthur, Texas, has been used as an opportunity to improve communications between Vietnamese and the general community. The man, who had a history of emotional problems, was carrying a knife and hatchet, and was screaming at the officer to kill him.

Violence, Discrimination Toward Southeast Asians Prompts Growing Concern  
Reprinted from Refugee Reports  
Page 6

Dr. Andre Van Chou, a Vietnamese leader in nearby Beaumont, said the Vietnamese were angry, but "didn't want the death to be in vain." Activity that had already begun was intensified, and the Southeast Texas Vietnamese Community Organization was formed.

The organization has worked with city officials in a very positive way, Chou said. The city responded favorably to several requests the Vietnamese community made following the shooting. The city asked for a federal investigation, which the U.S. Justice Department has begun. City Manager George Dibrell said he hopes there will be quarterly meetings with Vietnamese community leaders and that the city council will appoint some Vietnamese to some of its committees. He would also like the police to hire some Vietnamese officers.

ATTACHMENT E

CHAPTER IV  
FEDERAL BUREAU OF INVESTIGATION  
REPORT ON  
ASIAN ORGANIZED CRIME

## ATTACHMENT "E"

### VIETNAMESE ORGANIZED CRIME

Vietnamese organized crime in the United States is a relatively recent development when compared to the Chinese criminal infrastructure. Prior to the mid 70's, the number of Vietnamese immigrants in the United States was small. Following the collapse of the Republic of Vietnam in 1975, many thousands of refugees left their country by any and all means. Among the refugees were criminal elements which had existed in Vietnam during the war years. Some criminal groups were composed of military personnel who used their positions to foster a number of rackets paralleling traditional criminal enterprises. The sale of narcotics to U.S. military personnel had become a thriving, widespread operation. With the source of opium poppy production in close proximity, and corruption rampant in the highest echelons of the civilian government, the conduct of criminal business ventures was a way of life for some. Although there are indications that the Socialist Republic of Vietnam may be permitting the continuance of narcotics trafficking because of corruption or stratagem, the criminal cartels which had their foundations in the old system, fled the country. There are indications of those criminal elements re-establishing themselves in the United States, usually in areas which have a significantly large Vietnamese emigre population base from which to continue their criminal operations.

Unlike the Chinese and Japanese, the existence of the evolution of traditional Vietnamese criminal societies such as some Triads and the Yakuza, has not been evident. However, there are indications of the existence of Chinese Triads which have become operational in Vietnam, Laos, Cambodia, and Thailand. Because of historical animosity, cultural and ethnic differences, the Vietnamese do not, as a rule, integrate with other Asians. Therefore, the induction of ethnic Vietnamese into Chinese Triads is improbable. There are reports, however, of Chinese youth gangs in major cities recruiting Vietnamese teenagers into their ranks.

The gangs which have been identified to date are the Frogmen, Thunder Tigers, and others as set forth in Appendix G. These gangs are highly mobile and commit robbery, murder, kidnapings, extortion, and home invasions. As a result of the practice of many Vietnamese emigres to hide their valuables and money

in their homes, rather than using a "foreign" banking system, the gangs have a fertile field in which to prey. The so-called "Frogmen" are reportedly former Vietnamese Underwater Demolition Team members who have been highly trained in the use of a wide array of weapons and explosives.

Because of the situation in Vietnam, many refugees send thousands of dollars each year to their relatives who were unable to leave. As a result of this commitment by the Vietnamese people, there has evolved a number of money transfer services in various parts of the country, which handle these transactions for a fee. Although the majority are legitimate businesses, in some instances, it appears that funds are being skimmed and the intended recipients get a small fraction of the amount tendered. There are also a number of groups which solicit funds ostensibly for the building of an army to invade the Socialist Republic of Vietnam to overthrow the current regime. Indications are prevalent that some groups may be using this as a vehicle to obtain "contributions". There have been cases where funds were obtained under duress, with either physical force or the threat of falsely identifying the victim as a "communist" to the Vietnamese community, the most commonly employed tactics.

There is a consensus among law enforcement that the Vietnamese criminal elements are just beginning to establish themselves in the United States and that they are where the Chinese gangs were ten years ago. Since many Vietnamese refugees are ethnically Chinese, their direct induction into existing Chinese criminal groups has been facilitated, adding to the problems confronting some metropolitan police forces.

Although there is no evidence available at this time which discloses that the Vietnamese presently have a formal criminal hierarchy and organizational structure which meets the definition of Organized Crime as applied herein, there are significant indications that the Vietnamese criminal elements, if ignored by law enforcement, could evolve into a major criminal apparatus in the future.

Source: "Oriental Organized Crime", Published by The Federal Bureau of Investigation, January, 1985. Ch. IV

ATTACHMENT F

PATROL SURVEY A AND B

PATROL--A

1. Age \_\_\_\_\_
2. (Optional) Ethnic Origin:  
\_\_\_\_ Cauc \_\_\_\_ Blk \_\_\_\_ Mexican-American \_\_\_\_ Asian \_\_\_\_ Other
3. Number of years in law enforcement? \_\_\_\_\_
4. Have you served in the Armed Forces? \_\_\_\_\_ Yes \_\_\_\_\_ No  
If yes, did you serve in Vietnam? \_\_\_\_\_ Yes \_\_\_\_\_ No
5. College education: \_\_\_\_ 0-60 units \_\_\_\_ AA \_\_\_\_ BA \_\_\_\_ Post Graduate

PLEASE ANSWER THE FOLLOWING QUESTIONS

6. You are assigned to uniform patrol in a marked unit and you receive a call with the following information:

A residential armed robbery just occurred; contact the victims, Jim Smith and his wife, at their residence. The suspect is described as M/W, 5-10, 180, brn, blu, wearing a white T-shirt, blue levis, and armed with a revolver. Suspect fired one shot into the ground prior to leaving and fled in an unknown direction.

Please circle from one to three answers that you generally expect will describe the conduct of the victims:

- a. scared but cooperative;
- b. unfriendly;
- c. truthful;
- d. victims' story will contain lies;
- e. victims will withhold useful information.
- f. uncooperative due to fear of reprisals.

PLEASE ANSWER THE FOLLOWING QUESTIONS

7. An elementary school principal called concerning the theft of bikes from the school grounds.

Upon contact, the principal advises you that a male in the 6th grade is suspected of stealing bikes from kids then selling them back to the owners for amounts ranging from \$5 to \$10. In the principal's office are three victims and their parents. The principal further advises you that the crimes, to date, have gone unreported to the police and that the suspect may have older friends doing the same things at other schools.

Based on this information the parents will most likely:

(Circle one to three answers only.)

- a. urge their children to cooperate;
- b. refuse to allow their children to cooperate;
- c. be uncooperative due to fear of reprisals;
- d. ask the police to allow them (the parents) to handle the situation themselves;
- e. deny a crime took place, even though evidence strongly suggests that the crime did occur;
- f. unable to answer question.

PLEASE ANSWER THE FOLLOWING QUESTIONS  
BASED UPON YOUR EXPERIENCE AND OPINION

- 8. You have just been told in briefing that the Department has hired two Asian officers; one Vietnamese and one Cambodian. Both individuals are recent graduates from Golden West Community College Police Academy. Both officers speak English and their native language. Both new officers migrated to the United States in 1976.

Please answer the following questions:

- a. Officers on your shift will treat these two Asian officers just like any rookie is treated:

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

- b. The hiring of these two officers will be an asset to the Department:

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

- c. The hiring of these two Asian officers represents a lowering of hiring standards by the Department:

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

- d. The two officers have not been in the United States long enough to have developed sufficient knowledge of the customs and culture of my community and therefore they will not become effective police officers:

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

- 9. The most significant problems I encounter when dealing with Southeast Asian men and women are:

(Please prioritize using numbers 1 through 5 placing 1 next to the most significant and 5 next to least significant.)

- \_\_\_\_\_ A lack of cooperation with the police.
- \_\_\_\_\_ Language barrier.
- \_\_\_\_\_ Victim's fear of reprisal hinders investigation.
- \_\_\_\_\_ My own lack of information on the customs and culture of Southeast Asian men and women.
- \_\_\_\_\_ Southeast Asians' lack of knowledge of the criminal justice system and role of police in the community.



PATROL--B

1. Age \_\_\_\_\_
2. (Optional) Ethnic Origin:  
\_\_\_\_ Cauc \_\_\_\_ Blk \_\_\_\_ Mexican-American \_\_\_\_ Asian \_\_\_\_ Other
3. Number of years in law enforcement? \_\_\_\_\_
4. Have you served in the Armed Forces? \_\_\_\_\_ Yes \_\_\_\_\_ No  
If yes, did you serve in Vietnam? \_\_\_\_\_ Yes \_\_\_\_\_ No
5. College education: \_\_\_\_ 0-60 units \_\_\_\_ AA \_\_\_\_ BA \_\_\_\_ Post Graduate

PLEASE ANSWER THE FOLLOWING QUESTIONS

6. An elementary school principal called concerning the theft of bikes from the school grounds.

Upon contact, the principal advises you that a male Vietnamese in the 6th grade is suspected of stealing bikes from Vietnamese kids then selling them back to the owners for amounts ranging from \$5 to \$10. In the principal's office are three Asian victims and their parents. The principal further advises you that the crimes, to date, have gone unreported to the police and that the suspect may have older friends doing the same things at other schools.

Based on this information the parents will most likely:

(Circle one to three answers only.)

- a. urge their children to cooperate;
- b. refuse to allow their children to cooperate;
- c. be uncooperative due to fear of reprisals;
- d. ask the police to allow them (the parents) to handle the situation themselves;
- e. deny a crime took place, even though evidence strongly suggests that the crime did occur;
- f. unable to answer question.

PLEASE ANSWER THE FOLLOWING QUESTIONS

7. You are assigned to uniform patrol in a marked unit and you receive a call with the following information:

A residential armed robbery just occurred. Contact the victims, Nguyen Hai and his wife Le Thi Ba, at their residence. The suspect is described as male oriental, 5-7, 135, blk, brn, wearing a white jacket, T-shirt and levis and is armed with a revolver. Suspect fired one round into the air prior to leaving and fled in an unknown direction.

Please circle one to three answers that you generally expect will describe the conduct of the victims:

- a. truthful;
- b. uncooperative due to fear of reprisals;
- c. unfriendly;
- d. cooperative;
- e. victims' story will contain lies;
- f. victim will withhold useful information.

PLEASE ANSWER THE FOLLOWING QUESTIONS  
BASED UPON YOUR EXPERIENCE AND OPINION

8. You have just been told in briefing that the Department has hired two Asian officers; one Vietnamese and one Cambodian. Both individuals are recent graduates from Golden West Community College Police Academy. Both officers speak English and their native language. Both new officers migrated to the United States in 1976.

Please answer the following questions:

- a. Officers on your shift will treat these two Asian officers just like any rookie is treated:

STRONGLY				STRONGLY
AGREE	AGREE	NO OPINION	DISAGREE	DISAGREE

- b. The hiring of these two officers will be an asset to the Department:

STRONGLY				STRONGLY
AGREE	AGREE	NO OPINION	DISAGREE	DISAGREE

- c. The hiring of these two Asian officers represents a lowering of hiring standards by the Department:

STRONGLY				STRONGLY
AGREE	AGREE	NO OPINION	DISAGREE	DISAGREE

- d. The two officers have not been in the United States long enough to have developed sufficient knowledge of the customs and culture of my community and therefore they will not become effective police officers:

STRONGLY				STRONGLY
AGREE	AGREE	NO OPINION	DISAGREE	DISAGREE

9. The most significant problems I encounter when dealing with Southeast Asian men and women are:

(Please prioritize using numbers 1 through 5 placing 1 next to the most significant and 5 next to least significant.)

- \_\_\_\_\_ A lack of cooperation with the police.
- \_\_\_\_\_ Language barrier.
- \_\_\_\_\_ Victim's fear of reprisal hinders investigation.
- \_\_\_\_\_ My own lack of information on the customs and culture of Southeast Asian men and women.
- \_\_\_\_\_ Southeast Asians' lack of knowledge of the criminal justice system and role of police in the community.

10. When compared to other ethnic groups in my community, Southeast Asians who are victims of crime are more reluctant to report crime to the police.

STRONGLY AGREE      AGREE      NO OPINION      DISAGREE      STRONGLY DISAGREE

11. Calls for service involving Southeast Asians take significantly longer to handle than calls for service involving other members of my community.

STRONGLY AGREE      AGREE      NO OPINION      DISAGREE      STRONGLY DISAGREE

12. My police department needs to provide more training on customs of the Southeast Asian immigrants.

STRONGLY AGREE      AGREE      NO OPINION      DISAGREE      STRONGLY DISAGREE

13. In my opinion, the level of police service provided to the Southeast Asian community:

\_\_\_\_\_ needs improvement      \_\_\_\_\_ is acceptable

\_\_\_\_\_ meets most of the needs of the Southeast Asian community; little improvement needed.

14. How many hours of training have you received on the customs and culture of the Southeast Asian refugee.

\_\_\_ 0-1    \_\_\_ 1-3    \_\_\_ 4    \_\_\_ 5-8    \_\_\_ more than 8

15. Reports have indicated that the Southeast Asian refugee is subject to discrimination and violence by non-Asian community members. Do you feel that this is a problem in your community?

\_\_\_ YES    \_\_\_ NO    \_\_\_ UNKNOWN

If yes, do you feel that discrimination and violence by non-Asians against Southeast Asians are:

- a. INCREASING      \_\_\_\_\_
- b. DECREASING      \_\_\_\_\_
- c. REMAINING THE SAME      \_\_\_\_\_
- d. UNKNOWN      \_\_\_\_\_

16. Please write any comments you desire concerning Southeast Asians, police, and the community.

ATTACHMENT G

DETECTIVE SURVEY A AND B

DETECTIVE--A

1. Age \_\_\_\_\_
2. Years in law enforcement \_\_\_\_\_
3. Years assigned to detectives \_\_\_\_\_
4. (Optional) Ethnic origin:    Cauc    Asian    Blk  
                                  Mexican-American   Other
5. Have you served in the Armed Forces?   Yes    No  
If yes, did you serve in Vietnam?       Yes    No
6. College education:   0-60 units   AA Degree   BA Degree  
                                  Post Graduate

PLEASE ANSWER THE FOLLOWING QUESTIONS

7. You are assigned to conduct follow-up investigation on the following crime:

Mr. and Mrs. Smith were victims of a residential armed robbery on Saturday, at 1600 hours. The suspect knocked on the door and when Mr. Smith opened the door, the suspect entered the residence, brandished a revolver, and demanded money. Victims complied giving the suspect the following property:

Wallet containing credit cards, money and drivers license;

Purse containing credit cards, money, drivers license and checkbook;

Miscellaneous jewelry, 6 pieces (2 identifiable).

The suspect fired one shot into the ceiling before moving victims to the bedroom and telling them to stay for 10 minutes. The suspect then fled from the residence.

A neighbor, washing his vehicle directly across the street, observed the suspect leave the residence and drive off in a white, 1968 Ford pick-up CA license 1B23601. A vehicle license check reveals notice of transfer on file.

The suspect is described as M/W, 5-10, 155, small 1/2-inch scar on left cheek, wearing a gray sweatshirt, blue levis.

Based on these facts and your experience:

a. You will most likely be able to identify the suspect.

STRONGLY AGREE      AGREE      NO OPINION      DISAGREE      STRONGLY DISAGREE

b. You will most likely be able to arrest the suspect.

STRONGLY AGREE      AGREE      NO OPINION      DISAGREE      STRONGLY DISAGREE

c. If you are able to identify and arrest the suspect, the victims and witnesses will cooperate with prosecution.

STRONGLY AGREE      AGREE      NO OPINION      DISAGREE      STRONGLY DISAGREE

8. You are assigned to conduct follow-up investigation on the following crime:

Patrol has taken a series of bike-theft reports from an elementary school in your area. The principal of that school calls you and states that an informant told him that an unnamed male Vietnamese student in 6th grade is suspected of stealing the bikes and re-selling them to the victims who are also Vietnamese students at his school. The principal has three victims and their parents in his office. Before the parents arrival, the victims admitted to the circumstances of having to buy back their stolen bikes. The principal further advises you that the suspect may have older friends doing the same things at other schools in the area. You are assigned to respond to the school and conduct follow-up.

Based on these facts and your experience:

a. You will most likely be able to identify this suspect:

STRONGLY AGREE      AGREE      NO OPINION      DISAGREE      STRONGLY DISAGREE

b. You will most likely develop probable cause to arrest this suspect.

STRONGLY AGREE      AGREE      NO OPINION      DISAGREE      STRONGLY DISAGREE

c. If you are able to identify and arrest the suspect the victims and witness will cooperate with the prosecution.

STRONGLY AGREE      AGREE      NO OPINION      DISAGREE      STRONGLY DISAGREE



15. There are reasons why investigating Southeast Asian refugee crime is difficult. Please prioritize the following statements using 1 through 7 with 1 being most significant; 7 least significant.

- Lack of cooperation by victim
- Lack of intelligence information on potential Southeast Asian suspects
- Mobility of suspect
- Language barriers
- Lack of police understanding of Southeast Asian culture
- Lack of understanding by Southeast Asian of our criminal justice system

16. The number of crimes, perpetrated by Southeast Asians against other Southeast Asians, are increasing.

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

17. Are the number of crimes increasing at a higher rate for Southeast Asian groups than non-Asian groups?

YES       NO       DON'T KNOW

18. Its been said that when the Southeast Asian refugees have been in the United States for 20 years they will have become accustomed to our criminal justice system and the difficulties in investigating their crimes will become similar to difficulties experienced by detectives working with the general population of your community. How do you feel about this statement?

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STONGLLY DISAGREE
-------------------	-------	------------	----------	----------------------

COMMENT \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

19. The Presidential Commission on Organized Crime has indicated that Southeast Asian refugees have within their community groups of criminals that could be the beginning of a Southeast Asian Mafia.

a. This statement is very accurate.

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

b. There is nothing we can do to prevent a Mafia-like organization from forming in the Southeast Asian community.

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

COMMENT \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

20. What would you suggest to improve police/Southeast Asian cooperation.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

21. Please list any comments you have concerning Southeast Asian, police, and the community.

DETECTIVE--B

1. Age \_\_\_\_\_
2. Years in law enforcement \_\_\_\_\_
3. Years assigned to detectives \_\_\_\_\_
4. (Optional) Ethnic origin:    \_\_\_Cauc    \_\_\_Asian    \_\_\_Blk  
                                  \_\_\_Mexican-American    \_\_\_Other
5. Have you served in the Armed Forces?    \_\_\_Yes    \_\_\_No  
If yes, did you serve in Vietnam?    \_\_\_Yes    \_\_\_No
6. College education:    \_\_\_0-60 units    \_\_\_AA Degree    \_\_\_BA Degree  
                                  \_\_\_Post Graduate

PLEASE ANSWER THE FOLLOWING QUESTIONS

7. You are assigned to conduct follow-up investigation on the following crime:

On Friday at 2100 hrs. Nguyen Hai, his wife Le Thia Ba, and a friend were the victim of a residential armed robbery. The suspect entered the residence via an unlocked front door confronting the victims in the living room. The suspect was armed with a revolver and prior to moving the victims to the back bedroom fired one shot into the ceiling.

The suspect demanded money and jewelry; taken by the suspect was the following property:

Two men's wallets containing cash, credit cards, and drivers licenses.

One woman's wallet containing cash, credit cards, checkbook, and drivers license.

One man's watch with inscription containing victims' initials.

The suspect fled from the residence and entered a black, or dark blue, Toyota Celica. Mr. Nguyen looked through his window and obtained a license number. D.M.V. was contacted and advised that the license had a Notice of Transfer on file.

The suspect is described as male/Oriental, speaks Vietnamese, 5-7, 135, large mole on right cheek, wearing white jacket, light yellow T-shirt and levis.

Based on these facts and your experience:

a. You will most likely be able to identify this suspect:

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

b. You will most likely develop probable cause to arrest this suspect.

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

c. If you are able to identify and arrest the suspect the victims and witness will cooperate with the prosecution.

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

8. You are assigned to conduct follow-up investigation on the following crime:

Patrol has taken a series of bike-theft reports from an elementary school in your area. The principal of that school calls you and states that an informant told him that an unnamed male student in 6th grade is suspected of stealing the bikes and re-selling them to the victims who are also students at his school. The principal has three victims and their parents in his office. Before the parents arrival, the victims admitted to the circumstances of having to buy back their stolen bikes. The principal further advises you that the suspect may have older friends doing the same things at other schools in the area. You are assigned to respond to the school and conduct follow-up.

Based on these facts and your experience:

a. You will most likely be able to identify this suspect:

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

b. You will most likely develop probable cause to arrest this suspect.

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------

c. If you are able to identify and arrest the suspect the victims and witness will cooperate with the prosecution.

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
-------------------	-------	------------	----------	----------------------



15. There are reasons why investigating Southeast Asian refugee crime is difficult. Please prioritize the following statements using 1 through 7 with 1 being most significant; 7 least significant.

- Lack of cooperation by victim
- Lack of intelligence information on potential Southeast Asian suspects
- Mobility of suspect
- Language barriers
- Lack of police understanding of Southeast Asian culture
- Lack of understanding by Southeast Asian of our criminal justice system

16. The number of crimes, perpetrated by Southeast Asians against other Southeast Asians, are increasing.

STRONGLY				STRONGLY -
AGREE	AGREE	NO OPINION	DISAGREE	DISAGREE

17. Are the number of crimes increasing at a higher rate for Southeast Asian groups than non-Asian groups?

YES     NO     DON'T KNOW

18. Its been said that when the Southeast Asian refugees have been in the United States for 20 years they will have become accustomed to our criminal justice system and the difficulties in investigating their crimes will become similar to difficulties experienced by detectives working with the general population of your community. How do you feel about this statement?

STRONGLY				STONGLLY
AGREE	AGREE	NO OPINION	DISAGREE	DISAGREE

COMMENT \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

19. The Presidential Commission on Organized Crime has indicated that Southeast Asian refugees have within their community groups of criminals that could be the beginning of a Southeast Asian Mafia.

a. This statement is very accurate.

STRONGLY				STRONGLY
AGREE	AGREE	NO OPINION	DISAGREE	DISAGREE

b. There is nothing we can do to prevent a Mafia-like organization from forming in the Southeast Asian community.

STRONGLY				STRONGLY
AGREE	AGREE	NO OPINION	DISAGREE	DISAGREE

COMMENT \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

20. What would you suggest to improve police/Southeast Asian cooperation.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

21. Please list any comments you have concerning Southeast Asian, police, and the community.

ATTACHMENT H

EXPERIENCED INVESTIGATOR SURVEY

ISSUES RELATING TO IMPACT OF SOUTHEAST ASIANS  
ON LOCAL LAW ENFORCEMENT

INSTRUCTIONS

QUESTIONS 1-9

These situations have been identified as emerging trends. Please answer these questions with an eye to the future and the year 1995.

DEFINITION OF ANSWERS

Low Probability: Statement identifying a trend has very little chance of occurring between now and 1995.

Medium Probability: Statement identifying a trend has a better than 50 percent chance of occurring between now and 1995.

High Probability: Statement identifying a trend will most likely occur between now and 1995.

QUESTION 10

This is an open-ended question in which you can provide valuable information based on your experience of "warning signs of trouble" or other events you see which might impact local law enforcement. Please include social or economical trends in addition to crime-oriented situations.

QUESTION 11

Extremely important question. Your answers will provide insight into programs and processes which could lead to improved Police/Asian cooperation and thus impact crime in the Asian community.

ISSUES RELATING TO IMPACT OF SOUTHEAST ASIANS  
ON LOCAL LAW ENFORCEMENT

--- QUESTIONNAIRE ---

- |  |                    |       |
|--|--------------------|-------|
| 1. Between 1986 and 1995, acts of discrimination directed toward Southeast Asians by non-Asians will increase.   | LOW PROBABILITY    | _____ |
|  | MEDIUM PROBABILITY | _____ |
|  | HIGH PROBABILITY   | _____ |
| 2. Between 1986 and 1995, the Southeast Asian population will form communities within communities, limiting their contacts with the non-Asian people in the community.   | LOW PROBABILITY    | _____ |
|  | MEDIUM PROBABILITY | _____ |
|  | HIGH PROBABILITY   | _____ |
| 3. Southeast Asians' cooperation with community police departments will <u>not</u> improve between now and 1995 and, in fact, will deteriorate.  | LOW PROBABILITY    | _____ |
|  | MEDIUM PROBABILITY | _____ |
|  | HIGH PROBABILITY   | _____ |
| 4. Southeast Asian youth gangs will increase in size, and they will possess tremendous power in the Southeast Asian community.   | LOW PROBABILITY    | _____ |
|  | MEDIUM PROBABILITY | _____ |
|  | HIGH PROBABILITY   | _____ |
| 5. Because of the transitory ability of the Southeast Asian criminal to move rapidly from location to location and lack of cooperation in the Southeast Asian community, police will be ineffective in arrest and prosecution of these gang members. | LOW PROBABILITY    | _____ |
|  | MEDIUM PROBABILITY | _____ |
|  | HIGH PROBABILITY   | _____ |

- |  |                    |       |
|--|--------------------|-------|
| 6. Local police departments will form strong information networks to monitor the movement of Southeast Asian gang members.   | LOW PROBABILITY    | _____ |
|  | MEDIUM PROBABILITY | _____ |
|  | HIGH PROBABILITY   | _____ |
| 7. As the government reduces the number of Southeast Asian refugees allowed into the United States, Southeast Asians escaping from Southeast Asia will enter the U.S. illegally, similar to individuals from Hong Kong or other Pacific-rim locations. | LOW PROBABILITY    | _____ |
|  | MEDIUM PROBABILITY | _____ |
|  | HIGH PROBABILITY   | _____ |
| 8. By 1995, Southeast Asian youth gangs operating today will mature into a Mafia-like organization.  | LOW PROBABILITY    | _____ |
|  | MEDIUM PROBABILITY | _____ |
|  | HIGH PROBABILITY   | _____ |
| 9. By 1995, Southeast Asian gangs will expand their criminal activities and openly challenge other Asian gangs for control over illegal enterprises.   | LOW PROBABILITY    | _____ |
|  | MEDIUM PROBABILITY | _____ |
|  | HIGH PROBABILITY   | _____ |
| 10. Please list events that should be monitored by the police that would warn them of potential problems associated with the existence of a Southeast Asian Community in your jurisdiction.  |                    |       |

Examples of events might include:

1. Racial fights in schools between Southeast Asians and Caucasians...
2. Racial disturbances in neighborhoods over jobs....

Please list as many different types of events as possible. Let your mind wander; this is similar to a brainstorming session, and my job will be to take all of the events listed, prioritize them, and in some cases develop means that police departments can employ to monitor and react to them.

1. \_\_\_\_\_  
\_\_\_\_\_
2. \_\_\_\_\_  
\_\_\_\_\_
3. \_\_\_\_\_  
\_\_\_\_\_
4. \_\_\_\_\_  
\_\_\_\_\_
5. \_\_\_\_\_  
\_\_\_\_\_
6. \_\_\_\_\_  
\_\_\_\_\_
7. \_\_\_\_\_  
\_\_\_\_\_
8. \_\_\_\_\_  
\_\_\_\_\_
9. \_\_\_\_\_  
\_\_\_\_\_
10. \_\_\_\_\_  
\_\_\_\_\_

11. What programs or other suggestions do you have which assist local police agencies in providing services to Southeast Asian people?

\_\_\_\_\_

\_\_\_\_\_

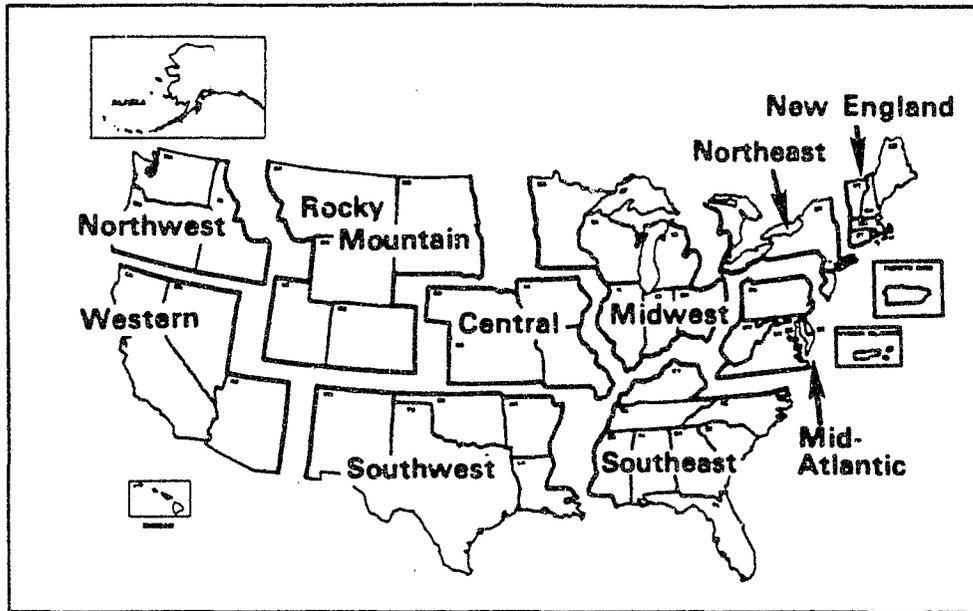
\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

ATTACHMENT I

LIST OF COMMUNITY RELATIONS  
FIELD OFFICES



## Community Relations Service Offices

### REGION I (NEW ENGLAND)

89 Broad Street  
Room 1116  
Boston, MA 02110  
(617)223-5170

### REGION II (NORTHEAST)

26 Federal Plaza  
Room 3402  
New York, NY 10007  
(212)264-0700

### REGION III (MID-ATLANTIC)

2nd & Chestnut Streets  
Room 309  
Philadelphia, PA 19106  
(215)597-2344

### REGION IV (SOUTHEAST)

75 Piedmont Avenue, NE  
Room 900  
Atlanta, GA 30303  
(404)221-6883  
(FTS) 242-6883\*

#### *Field Office*

51 S.W. First Avenue  
Room 121  
Miami, FL 33130  
(305)350-5206

### REGION V (MIDWEST)

175 West Jackson Boulevard  
Room 1113  
Chicago, IL 60604  
(312)353-4391

#### *Field Office*

213 West Lafayette  
Boulevard  
Room 608  
Detroit, MI 48226  
(313)226-4010

### REGION VI (SOUTHWEST)

1100 Commerce Street  
Room 13B-35  
Dallas, TX 75242  
(214)767-0824  
(FTS)729-0824\*

#### *Field Office*

515 Rusk Street  
Room 3624  
Houston, TX 77002  
(713)229-2861  
(FTS)526-4861\*

### REGION VII (CENTRAL)

911 Walnut Street  
Room 2411  
Kansas City, MO 64106  
(816)374-2022  
(FTS)758-2022\*

### REGION VIII (ROCKY MOUNTAIN)

1531 Stout Street  
Room 401  
Denver, CO 80202  
(303)844-2973  
(FTS)564-2973\*

### REGION IX (WESTERN)

211 Main Street  
San Francisco, CA 94105  
(415)974-0101  
(FTS)454-0101

### REGION X (NORTHWEST)

915 Second Avenue  
Room 1898  
Seattle, WA 98174  
(206)442-4465  
(FTS)399-4465\*

\*Office has different FTS and commercial telephone numbers.

### HEADQUARTERS

5550 Friendship Boulevard  
Room 330  
Chevy Chase, MD 20815  
(301)492-5929

ATTACHMENT J

INTERNAL CAPABILITY  
ANALYSIS PROCESS

THE INTERNAL CAPABILITY ANALYSIS

Source Dr. Craig S. Galbraith

Assistant Professor University of California, Irvine

(POST Command College 1985)

1. WHAT IS IT?

AN UNBIASED ASSESSMENT AND DOCUMENTATION  
OF AN ORGANIZATION'S STRATEGIC  
STRENGTHS AND WEAKNESSES

2. KEY IDEAS

UNBIASED	-----	AUDIT
ASSESSMENT	-----	SYSTEMATIC
DOCUMENTATION	-----	CAPABILITIES
STRENGTHS	-----	
WEAKNESSES	-----	

KEY QUESTIONS IN AN INTERNAL CAPABILITY ANALYSIS

1. IDENTIFY FACTORS THAT IMPEDE/FACILITATE  
PROGRESS

CURRENT STRATEGY ----?????---- MISSION/GOALS

HOW WELL ARE WE ACHIEVING MISSION/GOALS?  
IS OUR CURRENT STRATEGY CONSISTENT WITH OUR CAPABILITIES?

2. PAST/PRESENT/FUTURE CAPABILITY

WHAT ARE OUR CAPABILITIES?

HOW WELL ARE THEY USED BY MANAGERS?

WHAT WILL BE THE FUTURE USE OF OUR  
CAPABILITIES?

WHAT ARE OUR INTERNAL STRENGTHS AND  
WEAKNESSES?



Step 4

WHAT CRITERIA ARE APPLICABLE TO JUDGE A STRENGTH OR WEAKNESS?

-- Historical Experience -- Comparisons -- Subjective Assessment

Step 5

HOW CAN THE MANAGER GET THE INFORMATION TO MAKE THESE ASSESSMENTS?

-- Personal Observation -- Planning System Documentation -- Peers  
- Consultants - Professional Meetings - Books -Subordinate Managers

RESOURCE USE EFFICIENCIES:

Sales Per Employee  
Profits Per Employee  
Investment Per Employee  
Plant Utilization  
Use of Employee Skills

MANPOWER EVALUATION:

Skills  
Productivity  
Turnover

FACILITIES:

Location of Facilities

Capacity Rating

Modernization Rating

ENVIRONMENTAL SETTING:

Number of Salespersons

Sales per Salesperson

Independent Distributors

Exclusive Distributors

MARKETING AND DISTRIBUTION:

Number of Salespersons

Sales Per Salesperson

Independent Distributors

Exclusive Distributors

NEW PRODUCT OR SERVICE DEVELOPMENT:

Research and Development Expenditures

Innovation Rating

New Products/Services Introduced

MANAGERIAL PERFORMANCE:

Leadership Capabilities

Planning Capabilities

Development of Personnel

Delegation of Authority

Communication

Middle Management

ATTACHMENT K

IMPLEMENTATION STRATEGY

## IMPLEMENTATION STRATEGY .

The plan adopted by the department will cause several changes within the department. The most controversial changes will be the following:

Increased efforts to hire minorities. This process will consist of aggressive recruitment effort; followed by an educational process for applicants to ensure that they possess ability to pass entrance exams; a modified less stress orientated in-service training program conducted by officers who have shown the ability to work with minorities.

Strategy for Implementation: The three stakeholders most impacted will be line officers, police association and city council.

City council: The strategy will be to prove to the city council the potential liability to the city if we fail to actively recruit minorities. Also presented would be evidence that minorities on the police department would have significant value to the organization such as translation, improving cooperation of victims and witnesses and providing information of cultural aspects of the Asian community that would help solve reported crime.

Emphasis would be placed on the fact that the Asian officer who completes the training will be just as capable as a regular officer and the cost of the program would be retrieved many times by the value of the officer to perform the previously discussed tasks.

The city council should buy into the program although they may have some reservations. Those reservations will be centered on pre-employment education process by the department and a different in-service training program. The pressure by council will be increased if the police association opposes the program.

The council will question whether the department recruitment effort has been sufficient to locate qualified candidates who might not need the "extra" help.

One rebuttal will be to line up adult education course at a local high school to work with future Asian police recruits. This could be a very condensed format stressing qualities that the recruits would need to handle police duties. This could be arranged without cost to the city.

To counter the issue of searching for qualified candidates, the department must be able to prove that substantial effort has been made to locate individuals not needing special assistance but that the pool of manpower (womenpower) is not sufficient.

The modification of the in-service program can be justified by the fact that for individuals currently not judged ready to go "solo" the program has been modified to allow for re-training.

Line Officers and Police Association: The strategy going into this confrontation would be basically the same. The first task is to prove to both groups that we have need of Asian officers. This can be accomplished by recalling incidents when situations would have been better handled with less frustration if the department had Asian officers. The technique would be to obtain a buy-in that "their" job would be easier if we could recruit Asians.

Once the approach was achieved the groups would have concerns about the quality of training (before hiring) and the special favors after hiring (in-service). We would take a hard line on these issues. However, we would use overtime as leverage to buy acceptance. The pre-hiring instruction if in-house would be conducted by qualified line personnel who would receive time and one-half pay for services. If this training were handled by the adult education we would have officers monitor the classroom activities and also participate in portions of the classroom presentations.

The last point that would be stressed is that the training officers' recommendations for termination would be given considerable weight, as it is with all trainees. This would be a give away to be

used if negotiations become heated. We can sell the plan without emphasizing this point we should as it could produce controversy at a later date. The bottomline, however is that by emphasizing the power of the training coach to "call the shots" should eliminate major obstacles over the plan.

Re-emphasize on community education/target hardening effort in the Asian community. This facet of the implementation plan calls for organizing a number of meetings in the Asian community during which officers would instruct on judicial process, police power, social agencies and other related topics. Included would be ride-alongs for Asians and tour of the police facilities.

Strategy for Implementation: The organization would take a hard line on organizing the meetings, the number of meetings, location, the need for ride-alongs and tours of the police facilities.

The organization would be flexible on the officer's role in the meetings. This role could be expanded to include organizing and conducting the meeting to simply being introduced as "your area officer." The instruction would then be conducted by civilian non-sworn employees.

Ride-along policy will be an issue. The organization will be flexible on the number to be scheduled. (Example, two per shift, with no ride-alongs on Sunday). Time is also flexible, the ride-along could be limited to two hours per shift. The organization would like to have the ability to assign ride-alongs to any shift, any time, and any number; however, this can be negotiated.

City Council: There would be little opposition to this phase of the program. Council is supportive of the organization's efforts to interact with the community. The only issue that would be discussed would be the curtailment of these programs in the remaining areas of the city.

If pushed, the organization would have to commit itself to a

basic level of service in this area, for the whole city. This would create the need for some overtime and possibly affect the effort in the Asian community should overtime funds run low.

Police Association: The police association would offer resistance if the meetings were to be assigned to officers routinely. They would also take issue with the ride-along portion of the program. The theme of attack would be full strength; diluting the field of officers by assigning them to meetings while on duty. The issue would be officer safety and increased workload for officers staying in-service.

The administration would counter with the fact that the program would run only one hour, that the officers' location would be known and if an emergency occurred he could be returned to duty. Non-emergency calls for service (source of increased workload) would be held for up to two hours before dispatch thus when the officer returned from his presentation he could handle the calls.

The bottomline on this issue is that in many situations the officer's presence at the meetings could be limited to 15 minutes of introductions before turning the meeting over to the civilian employees.

Police Officers: Police officers will want the meetings to be voluntary and the ride-along program dropped. If not satisfied with informal negotiations, a group could force the association to take a tough stance on the issue. This stance could include (1) threats of court action unless the city meets and confers according to law (2) each run to city council, where they will claim workload increase and might even use white backlash as a method to gain support.

The organization needs to be flexible in the planning stage. It must recognize the fact that many officers cannot deal effectively with group instruction. Although the organization would want the right assigned personnel to the meetings, volunteerism would be a fallback position. The ride-along issue has room for alterations.

Ride-alongs, for example, may not be scheduled during normal lunch, dinner, or breakfast times. On this issue, line personnel must be dealt with. The city council would not want to offend the "old guard" and so a flexible approach is necessary.

The theme of successful implementation is to utilize input from line personnel, make sure that management buys into the program and ensure that each member of the organization knows and understands the need to deal with the issue. In order to achieve an orderly implementation, the organization should locate the peer leaders at each rank or level of government. These are the individuals whose biases must be dealt with. Once this is accomplished, the implementation process is made much easier.