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THE IMPACT OF A  
SPANISH-SPEAKING ONLY POPULATION ON A LARGE  
LAW ENFORCEMENT AGENCY  
BY THE YEAR 2004

TECHNICAL REPORT

by:

RICHARD A. LeGARRA

for:

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

COMMAND COLLEGE

CLASS 20

MAY 1995

20-0415

**This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.**

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

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

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

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The Impact Of A Spanish-Only Population On A Large Law Enforcement Agency By The Year 2004

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ABSTRACT

This study examined the impact of the Spanish-speaking only population on a large law enforcement agency as an emerging issue for law enforcement. A literature review revealed the growth of the Hispanic population of which many are Spanish-speaking only. A futures study examined significant trends and events impacting the issue. Interviews, as well as a community and law enforcement survey, were conducted. The study includes three possible future scenarios based on the trends and events. A strategic plan was developed for the futures issue as well as a mission statement. The plan addresses the need for a community relations program, recruitment of bilingual officers, and language and cultural awareness training for officers. A transition plan to implement the desired program is included along with endnotes, a bibliography, and appendices.

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## PREFACE

This article is the summary of a futures study conducted by the author for Command College Class 20. The study examined the future impact of the Spanish-speaking only population on a large law enforcement agency by the year 2004. The study found this to be an emerging issue that law enforcement leaders need to address.

## INTRODUCTION

America's new face is causing concern among many Americans. This is the result of a wave of immigrants who are shaping the world's first multicultural society.<sup>1</sup> This influx of immigrants creates challenges for the United States and local governments. Whether this is good or bad remains to be seen. Public opinion, disclosed 60% of Americans feel immigration is "bad for the country."<sup>2</sup> Regardless, the immigrant population, legal and illegal, continues to grow.

In addition to population growth is the issue of language barriers with law enforcement. Specifically, the Spanish-speaking only population which is the focus of this study.

More than 20 million Americans were born in another country.<sup>3</sup> The past decade has seen the greatest increase in immigration since the years 1901-10. The rate of increase is more than one million a year, largely from Asia and the Hispanic world. Given that there are higher birth rates among mostly young Third World arrivals, demographers are predicting that the United States will need to redefine just who minorities are. As these immigrants arrive in

this country in search of a better life, they bring with them an entirely new set of problems that Americans are now just becoming aware of. One of those problems is the language barrier with over 32 million people in the United States, 13%, speaking a language other than English at home.<sup>4</sup>

As stated, the 20 million legal immigrants in America and the estimated 3.2 million illegal immigrants are chasing a dream of a better life.<sup>5</sup> Where do these immigrants come from, and where do they settle? In 1993, the Immigration and Naturalization Service (INS) reported there were 1,041,000 immigrants who entered the United States. Of that total it is estimated that 200,000 were illegal. Of those that entered the country legally, the following are the top 15 countries they came from in 1993.<sup>6</sup>

COUNTRY	NO. OF IMMIGRANTS
Mexico	213,802
Vietnam	77,735
Philippines	61,022
Dominican Republic	41,960
China	38,907
India	36,755
El Salvador	26,191
Poland	25,504
United Kingdom	19,973
Korea	19,359
Jamaica	18,917
Taiwan	16,344
Ukraine	14,383
Iran	13,233
Colombia	13,201

According to the above figures, 295,154 people came from Hispanic countries where Spanish is the primary language. The same data base listed the top languages spoken in the United States with English being number one, followed by Spanish with 17.3 million

people.<sup>7</sup> The top ten languages spoken in the United States are as follows:

English only	198.6	million
Spanish	17.3	"
French	1.7	"
German	1.5	"
Italian	1.3	"
Chinese	1.2	"
Tagalog	.8	"
Polish	.7	"
Korean	.6	"
Vietnamese	.5	"

The same data base also disclosed that in 1976 there were 67 Spanish-speaking radio stations. Today there are 311, plus three Spanish-language TV networks and 350 Spanish-language newspapers in the United States. In Los Angeles County there are three Spanish-language TV networks, six radio stations, one major newspaper and twenty smaller publications.

The data also showed that in 1990, the population in the United States was Anglo 76%, Black 12%, Latino 9%, and Asian 3%. By 2050, the breakdown is projected to be: Anglo 52%, Black 16%, Latino 22%, and Asian 10%. Another source projected that by the year 2050, the United States Latino population will multiply to 81 million.<sup>8</sup>

A further review of the data disclosed where these immigrants intended to establish residence by state. The largest number was 336,663 in the State of California, followed by New York with 149,399, and Texas third with 75,533.<sup>9</sup> Presently, 40% of the immigrant population is in California, with 69% from Mexico.<sup>10</sup> Looking at these figures it is obvious the Spanish-speaking only population will have a significant impact in California.

The California State Department of Finance Report 88, P-4, reported that the Hispanic population was 24.7% in 1990. It also showed the Hispanic growth will be at 29.4% by the year 2000, 34% by 2010 and 37.7% by 2020.

The US Bureau of Census 1990 report, disclosed in Los Angeles County the ethnic composition to be: 41% Anglo, 38% Hispanic, 11% Black and 10% Asian. The Los Angeles Unified School District Fall 1990 Ethnic Survey Report, indicated that Hispanic children made up 63.3% of school enrollment. In another report, the Los Angeles County Office of Education disclosed that of the students whose primary language was Spanish, 363,368 had limited proficiency in English, while 192,155 were fluent in English.<sup>11</sup> The Los Angeles County Department of Health Services 1990 Population Estimates by Age Report indicated that more than 70% of the Hispanic population is under the age of 35 years. These figures clearly show the growth of the Hispanic population and with it the increase in Spanish-speaking only individuals. The above data translates into several areas of concern for law enforcement. These areas are language barrier, cultural differences and lack of knowledge of the laws that govern the United States. This makes law enforcement difficult when interaction is required.

Currently, due to budget problems in California, there is a backlash occurring toward the immigrant. Politicians are looking to deport illegal immigrants for a variety of reasons. As an example, after the January 17, 1994 Los Angeles earthquake, politicians felt that illegal immigrants were receiving benefits to

which they were not entitled.<sup>12</sup> Some people are of the opinion the immigrant problem in California has reached a crisis level and needs to be addressed now. The crisis reached the California voting polls in November 1994, where Proposition 187 was passed by the voters to eliminate aid to the illegal immigrant. The immigration issue caused Governor Wilson in California, as well as President Clinton, to take notice. The solution to these problems are not easily solved and will be costly and political.

Politically, decisions must be made by elected officials as to how to address the problem. As the legal immigrant population continues to grow and they become voters, their numbers will impact the political future of local governments, California, and ultimately the nation. Today there are six cities where more than half of their populations are foreign-born. Those cities are Miami, Fla. 60%, Huntington Park, Calif. 59%, Union City, N.J. 55%, Monterey Park, Calif. 52%, Miami Beach, Fla., and Santa Ana, Calif., each at 51%.<sup>13</sup> With continued growth, this trend will impact local government.

When the issue of cost is raised, the debates are many as to the financial impact the immigrant, legal or illegal has upon the United States. Education, employment, welfare, health care and crime are just a few concerns. Since California has the largest growing multicultural population, these issues cannot be ignored. The financial issue is also of concern to law enforcement. Since the immigrant issue is very broad, this paper will focus on Los

Angeles, California and the impact of the Spanish-speaking only population on a large law enforcement agency.

#### PURPOSE OF THE STUDY

The purpose of this study is to explore and report the findings on the impact of the Spanish-speaking only population on a large law enforcement agency. With the continuous growth of the Hispanic population there are many issues law enforcement leaders will have to address. These leaders will have to consider the language and cultural needs of the population and make them part of their community based policing programs.

When this study began, the main issue was the impact of the foreign born population on a large law enforcement agency such as Los Angeles. As it developed it became apparent the multicultural population in Los Angeles was too broad an issue to address, so the focus narrowed to the impact of the Spanish-speaking only population.

This research is important because little has been done regarding the Spanish-speaking only population and its relationship to law enforcement in California. In reviewing the September 1993 California Law Enforcement Command College Independent Study Project Catalog, no projects were found regarding this issue. Preliminary research work revealed few books available which address the growing Spanish-speaking only population and related problems.

When Spanish-speaking only individuals become victims of crime, many do not contact the police. In many cases this is due to fear of the police, their immigrant status or lack of knowledge of how the law works in the United States. This same population also contributes to the crime picture.

When police come in contact with these individuals, time and energy is required due to language and cultural barriers. In realistic terms, time and energy equals additional financial costs to a police department.

Since Los Angeles has the largest police department in California and a Hispanic population of 40%, it should have a program to address the Spanish-language issue. It does, but it is limited. The program is more at the local level with each of the 18 police stations addressing specific needs. The Spanish language issue within the department was also identified in the Report of the Independent Commission on the Los Angeles Police Department.<sup>14</sup>

When cost is discussed, no one really knows the financial impact the Spanish-speaking only population places on law enforcement, nor the governmental structure. If this population did not exist, would the State of California be better off and would law enforcement agencies have less calls for service? These are difficult questions to answer. This study will identify the law enforcement Spanish-speaking only issues that will impact a large police department by the year 2004. Also, recommendations to effectively serve this population will be proposed.

## ISSUES

To narrow the focus of this paper, the main issue addressed is "The impact of a Spanish-speaking only population on a large law enforcement agency by the year 2004."

In developing the issue and sub-issues, a "Futures Wheel" was created pertaining to this study. The participants in the futures wheel were also members of the Nominal Group Technique (NGT) exercise that was used in the study. The following three sub-issues were considered important by the panel:

Sub-issue 1, "What impact will the Spanish-speaking only population have on police personnel issues by the year 2004?" This issue will impact the recruitment and hiring of new officers as well as police budgets. The panel felt that if law enforcement does not effectively address this issue, agencies will not be able to provide effective service to this population. In the recruitment process individuals who are a reflection of the community they serve, as well as understanding the culture and speaking their language, will be important.

Sub-issue 2, "What impact will the Spanish-Speaking only population have on police training issues?" The panel felt the training of officers, both recruit and tenured would be impacted by this issue. As the Hispanic population grows so does the Spanish-speaking only population. Law enforcement agencies will have to teach non-Spanish-speaking officers the language. Doing so, will result in effective communications, interaction and education between the police and the population.

Sub-Issue 3, "What impact will the Spanish-speaking population have on police community relations programs?" The panel recognized that many departments are currently implementing some form of community based policing. How this program will work in an environment that is primarily Spanish-speaking is not yet known. Changes will have to occur to motivate the Spanish-speaking population to become involved with community-based policing programs. Finally, police administrators will have to identify and address the needs of this population.

#### FUTURES FORECASTING AND ANALYSIS

In planning for the Spanish-speaking only population, futures forecasting and analysis were used. This is important because if projections are not identified, they cannot be planned for. Through proper strategic planning, an organization can foresee the future and its related challenges and direct itself towards the future effectively.

#### METHODOLOGY

To address the futures issue, a Nominal Group Technique (NGT) panel was used. The purpose of using this technique was to develop a list of trends and events pertaining to the issue. A futures study examines possible trends and events which will impact an issue. Once trends and events are forecast, a course of action can be identified to achieve the desired future. A trend is a series of events by which change is measured over time, and an event is a

discrete, one-time occurrence. The panel was used to identify trends and events which, if they occurred, would impact the future of the emerging issue. The nine panelists identified 32 trends and 43 events.

#### TOP TEN TRENDS

- T-1 Foreign born population
- T-2 Foreign born business
- T-3 Hiring police officers
- T-4 Homeless among foreign born
- T-5 White backlash towards foreign born
- T-6 Foreign born youths dropping out of school to work
- T-7 Gang/narcotic problems among foreign born
- T-8 Police officers available to speak the foreign languages.
- T-9 Traffic problems due to foreign born
- T-10 Birthrates

#### TOP TEN EVENTS

- E-1 Law enforcement officers enforce INS laws
- E-2 Foreign born politician becomes Mayor
- E-3 Racial war
- E-4 INS allows other agencies to conduct INS sweeps
- E-5 Sealing the border
- E-6 Penal code laws for foreign born
- E-7 Discovery of pockets of foreign born
- E-8 Law controlling birthrate of foreign born
- E-9 Change of constitutional laws
- E-10 Civil unrest in Mexico drives unemployed to California

## CROSS IMPACT ANALYSIS

After the NGT exercise was finished, a cross impact analysis of the top ten events was conducted. This computer-generated analysis involved projecting the impact of each forecasted event on each of the other events. This was done in the form of a percentage change, plus or minus, over the original forecast. When this was completed, a computer program was used to determine the probabilities for each event.

## INTERVIEWS/SURVEYS

After the NGT and cross impact analysis, interviews and a survey were conducted. With this information scenarios were developed.

## SCENARIOS

In order to present the information contained in this project in a real life situation, three scenarios were developed using the top ten trends and events, and including the information from the interviews and surveys. Using a computer program, three scenarios were developed. The first scenario is a best case scenario where every effort is made to manage the issue in a positive manner. The second is a worst-case scenario, wherein the worst happens and everything goes wrong. The third is a most likely scenario and includes what would probably occur if no efforts were made to change the future.

Scenarios start in the year 1995. Richard Smith, a male white, is the Mayor of Los Amigos, California, a fictional city. The city has three million people, in an urban county and is located in the southern part of the State of California. Los Amigos is located 50 miles from the Mexico border. Demographics of the city are such that all ethnic groups are well represented. However, the employees of the city do not quite mirror the community. The Los Amigos Police Department (LAPD), consists of 7000 sworn officers and 3000 civilian employees. The police department has been struggling in its recruitment efforts to adequately represent the city population, which is 41% Hispanic, 13% Black, 6% Asian, 38% white, 1% American Indian and 1% other. The Chief of Police is James Goodguy, male white, who has been with the department 35 years, the last ten years as chief.

#### STRATEGIC PLAN

To address the concerns of the police department, a strategic plan was developed as well as a mission statement. The focus of the statement is important to ensure commitment and consistency for the department.

In developing the plan and mission statement, consideration was given to the diversity of the community served, its multiple cultural and language needs, as well as its status by the year 2004. To address this issue a Modified Delphi Process was used to develop the mission statement and the strategic plan. The process consisted of a seven-person panel of varying backgrounds.

## THE LOS AMIGOS POLICE DEPARTMENT MISSION STATEMENT

It is the mission of this department to work in partnership with the multi-cultural and diverse residential and business communities of the city. To better serve the communities, it will be the goal of the department to reflect the diversity of the city and treat all members of the community with equality, dignity, respect, and enhance public safety and reduce crime.

## SITUATIONAL ANALYSIS

In order to determine the ability of the Los Amigos Police Department (LAPD) to carry out its mission, a situational analysis was conducted. This involved the LAPD's present status and its ability to change. It also involved examining environmental, organizational and stakeholder concerns and using the WOTS-UP analysis process (Weaknesses, Opportunities, Threats, and Strengths-Underlying Planning). This process reveals whether an organization is capable of working with its external and internal environments. The external environment presents opportunities and threats to the mission of the department. The internal environment presents strengths and weaknesses of the organization. Both are key concerns and provide the foundation to success or failure of a strategic plan.

The strategic plan developed is based on the fictional city of Los Amigos, but it could apply to actual cities in California. In developing the plan, the trends and events identified through the

Nominal Group Technique (NGT) panel were used by the Modified Delphi panel in its analysis process. The environmental analysis in this study was based on trends and events involving the Los Amigos Police Department (LAPD). The organizational analysis involved the Los Amigos Police Department scenario.

The environmental analysis involved the use of the STEEP model (Social, Technological, Economic, Environmental, and Political) to present the opportunities and threats which can impact the mission statement. The organizational analysis revealed the strengths and weaknesses that need to be considered in the development and implementation of the strategic plan for the department.

#### STAKEHOLDER ANALYSIS

A stakeholder analysis was conducted based on the Los Amigos scenario. Eleven stakeholders and two snaildarters were identified. Stakeholders are individuals, groups, or organizations who are impacted by what an organization does about an issue, who are able to impact an organization with regards to an issue, or those who care about an issue or organization. A "snaildarter" is an unanticipated stakeholder who can radically impact the strategy addressing an issue.

#### ALTERNATIVE STRATEGIES

The Modified Delphi panel, developed nine alternative strategies that would prepare the Los Amigos Police Department for the Spanish speaking-only issue.. In rating the strategies the

panel considered costs, organizational needs, organizational impact, stakeholder support, political concerns, feasibility, and short and long term desirability.

Based on the rating criteria established by the panel, advantages and disadvantages of the various strategies were discussed. The strategy that ranked highest was increasing the size of the police department and hiring more qualified Spanish-speaking officers. Ranking second was the need to develop a training program which would prepare officers to deal with cultural and language barriers in a sensitive and effective manner. Third was the need to reach out into the Spanish-speaking only community, educating them about laws so they can understand and interact with the police in a positive manner.

The panel then discussed the pros and cons of each strategy. They found that parts of the other six strategies could be included in the final three.

#### PREFERRED STRATEGY

The recommended strategy for the Los Amigos Police Department was a combination of all three strategies. To be totally effective with the Spanish-speaking only population, all the strategies must be implemented as one plan.

As new personnel are recruited and hired, they will attend a police academy. Here, all the elements of the three strategies will come together. The new recruits will be exposed to different ethnic groups, and taught Spanish as they go through their

training. Along with Spanish training, cultural training will also be taught to help officers interact in a positive manner with the population.

The community, its leaders and representatives will be invited to be part of the officer training process. This effort alone will improve relationships between the non-English speaking community and the police department. To ensure everyone one is involved, the non-foreign born citizens will also be invited to be part of the recruit training process.

To re-enforce this training, in-service training for tenured officers will also be conducted so they too can be prepared to interact with the Spanish-speaking only population.

#### **IMPLEMENTATION PLAN**

Before this plan can be implemented, several issues must be addressed. Political and public support is vitally important in achieving the goal of increasing the size of the department and obtaining the funds to implement increased recruitment and training at the police academy.

#### **TRANSITION MANAGEMENT PLAN**

Implementing change within the department involves moving from the present to a desired future state. To do this effectively, requires a transition plan.

## CRITICAL MASS

The critical mass involved in transition change is different than stakeholders. Critical mass are individuals or groups whose active commitment will cause a successful transition if they support the change. They can be members of a stakeholder group, but not all stakeholders are part of the critical mass. Some stakeholders are very important as they are in a position to prevent or cause the success of a program. The following ten critical mass individuals were identified with the key person being the Chief of Police:

Chief of Police	City Manager
Mayor	Police Union President
School Superintendent	City Personnel Director
Captain of Personnel Division	Captain of Training Division
President of Civil Rights Organization	
Chairperson of Christians United	

## TRANSITION MANAGEMENT STRUCTURE

In order to properly implement the proposed changes within the police department, a transition management team was created. Its success depends upon the team's full understanding of the program, and their individual roles, sensitivity to controversial aspects of the program, their efforts in selling the plan internally as well as externally.

The Chief of Police will be the driving force behind implementation of this change. His personal involvement in the

plan is important, but not to the extent that he is the project manager. It will be his responsibility to select a project manager to carry out the plan. The project manager's responsibilities include providing leadership and direction to the transition team that will be formed. Once in place the team will oversee the development and implementation of the program based on an established timeline.

#### TECHNOLOGIES AND TECHNIQUES TO SUPPORT IMPLEMENTATION

Resistance accompanies the implementation of any new program. In order to overcome such obstacles, several techniques were utilized by the team to effectively implement the program and address the changes caused within in the Los Amigos Police Department. The following techniques and procedures were included by the team in the implementation process: Readiness assessment, responsibility charting, educational intervention, surveys, controls/feedback, internal/external communications, and public education/Media Relations.

#### TRANSITION MANAGEMENT OUTLINE

Establishing a timeline will help provide direction and a roadmap for the implementation plan. One was established for the Los Amigos Police Department and started on January 1, 1995 and ends on July 1, 1996. A final report and evaluation should be prepared and submitted to the Chief of Police and the Mayor.

## CONCLUSION

The purpose of this study is to address the emerging issue of the Spanish-speaking only population and its impact on a large law enforcement agency by the year 2004.

In examining this issue, the present state must be addressed as well as the future impact on law enforcement. When the study began, very little could be found on the issue in law enforcement publications. As it came to an end, the March 1994 issue of the FBI/Law Enforcement Bulletin published an article that addresses a portion of the issue. The article stated that Hispanics represent the fastest growing ethnic group in the United States with 23.4 million.<sup>15</sup> More importantly was the estimate that these figures will double in 30 years and triple in 60 years.<sup>16</sup> There is no doubt that as the Hispanic population grows, so will the Spanish-speaking only population.

Through this study and the processes described, law enforcement can positively impact this futures issue. The futures wheel used in this paper provided very useful information. The panel that met for the futures wheel was concerned with language as well as cultural concerns. As the panel discussed the issue, it became apparent the Spanish-speaking only Hispanic population was being overlooked. Concerns about hate crimes, racial unrest, lack of knowledge of laws, fear of the police and unemployment were key issues discussed. The panel felt strongly that this population would continue to increase. The concerns of the panel were also echoed by those who were part of a community survey, as well as

those individually interviewed. From this input, the major issue and sub-issues were developed.

The issue statement "The impact of a Spanish-speaking only population on a large law enforcement agency by the year 2004," was the focal point of the study. It clearly was identified as a significant issue for law enforcement. In fact, if law enforcement is proactive about the issue the fictional scenarios developed may never occur.

With regards to the first sub-issue ("What impact will the Spanish-speaking only population have on police personnel issues?"), concerned police departments must alter recruitment and hiring practices. First, outreach programs which recruit individuals that mirror the community must be developed. Secondly, there is a need to recruit more Spanish-speaking personnel, and provide bilingual bonus pay for their skill. Thirdly, the community itself should be asked to provide support, bridging gaps between them and the police. Finally, budget concerns must be addressed by city government if they are to resolve the issue effectively.

The second sub-issue is "What impact will the Spanish-speaking only population have on police training issues?" The study revealed there will be a significant impact in this area. Spanish language classes as well as cultural awareness training, must be provided. The training should be not only for recruits, but also for tenured officers through in-service training. The training must also include community based policing training classes so

officers can effectively interact with the population.

The third sub-issue is "What impact will the Spanish-speaking only population have on police community relations program?" A proactive police department must get involved with its community and in the process create effective community relations programs. The strategy developed involves police community based outreach programs. Through these efforts officers will be able to educate the population in community based policing. For program success, officers should be bilingual in Spanish and English. Through community support and police commitment, a partnership will be created.

The keys to success in the strategic plan involve recruitment, training and community involvement. All three are equally important. The ultimate goal of the plan is to create a positive environment for both the community and police.

Futures research in this area must continue to be conducted and shared. If departments can identify and address the needs of their Spanish-speaking only populations, they will be prepared to address future issues in a positive way. Police departments cannot be reactive, waiting for issues to become problems. It will be the role of law enforcement leaders to identify futures issues, develop positive proactive intervention programs and challenge the problems early on. If this is not accomplished, the future will be a difficult environment for law enforcement and the communities they serve.

## ENDNOTES

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- 2 Newsweek, August 9, 1993.
- 3 Time, Special Issue, 1993.
- 4 Time, Special Issue, Fall 1993. pgs 13-14.
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PART ONE  
INTRODUCTION

America's new face is causing concern among many Americans. This is the result of a new wave of immigrants who are shaping the world's first multicultural society.<sup>1</sup> This influx of people creates challenges for the United States and its local governments. Whether this is good or bad remains to be seen. Public opinion, when polled, disclosed that 60% of Americans feel immigration is "bad for the country."<sup>2</sup> Regardless, the immigrant population, legal and illegal, continues to grow.

In addition to population growth is the issue of language barriers with law enforcement. Specifically, the Spanish-speaking only population which is the focus of this study.

More than 20 million Americans were born in another country.<sup>3</sup> The past decade has seen the greatest increase in immigration since the years 1901-10. The rate of increase is more than one million a year, largely from Asia and the Hispanic world. Given that there are higher birth rates among the young Third World arrivals, demographers are predicting that the United States will need to redefine just who minorities are. As these immigrants arrive in this country in search of a better life, they bring with them an entirely new set of problems that Americans are now just becoming aware of. One of those problems is the language barrier, with over 32 million immigrants in the United States, 13%, speaking a language other than English at home.<sup>4</sup>

As stated, the 20 million legal immigrants in America and the estimated 3.2 million illegal immigrants are chasing a dream of a better life.<sup>5</sup> From where do these immigrants come and where do they settle? In 1992, the Immigration and Naturalization Service (INS) reported there were 1,041,000 immigrants who entered the United States. Of that total it is estimated that 200,000 were illegal. Of those that entered the country legally, the following are the top 15 countries they came from in 1993.<sup>6</sup>

COUNTRY	NO. OF IMMIGRANTS
Mexico	213,802
Vietnam	77,735
Philippines	61,022
Dominican Republic	41,960
China	38,907
India	36,755
El Salvador	26,191
Poland	25,504
United Kingdom	19,973
Korea	19,359
Jamaica	18,917
Taiwan	16,344
Ukraine	14,383
Iran	13,233
Colombia	13,201

In reviewing the above figures, 295,154 people came from Hispanic countries where Spanish is the primary language. The same data base listed the top languages spoken in the United States with English being number one, followed by Spanish with 17.3 million people.<sup>7</sup>

The top ten languages spoken in the United States are as follows:

English only	198.6 million
Spanish	17.3 "
French	1.7 "
German	1.5 "
Italian	1.3 "
Chinese	1.2 "
Tagalog	.8 "
Polish	.7 "
Korean	.6 "
Vietnamese	.5 "

The same data base also disclosed that in 1976 there were 67 Spanish-speaking radio stations. Now there are 311, plus three major Spanish-language TV networks and 350 Spanish-language newspapers in the United States. In Los Angeles County there are three Spanish-language TV networks, six radio stations, one major newspaper and twenty smaller publications.

The data also showed that in 1990, the population in the United States was Anglo 76%, Black 12%, Latino 9%, and Asian 3%. By 2050, the breakdown is projected to be: Anglo 52%, Black 16%, Latino 22%, and Asian 10%. Another source projected that by the year 2050, the United States Latino population will multiply to 81 million.<sup>8</sup>

A further review of the data disclosed where these immigrants intended to establish residence by state. The largest number was 336,663 in the State of California, followed by New York with 149,399, and Texas third with 75,533.<sup>9</sup> Presently, 40% of the immigrant population is in California, with 69% from Mexico.<sup>10</sup> In looking at these figures it is obvious the Spanish-speaking

population will have an impact in California. This impact is significant, but in what areas?

The California State Department of Finance Report 88, P-4, reported that the Hispanic population was 24.7% in 1990. It also showed the Hispanic growth to be at 29.4% in 2000, 34% in 2010 and 37.7% in 2020.

The US Bureau of Census Report 1990, disclosed that in Los Angeles City and County the ethnic composition was 41% Anglo, 38% Hispanic, 11% Black and 10% Asian. The Los Angeles Unified School District Fall 1990 Ethnic Survey Report, indicates that Hispanic children made up 63.3% of school enrollment. In another report, the Los Angeles County Office of Education disclosed that of the students whose primary language was Spanish, 363,368 had limited proficiency in English, while 192,155 were fluent in English.<sup>11</sup> The Los Angeles County Department of Health Services 1990 Population Estimates by Age Report indicates that more than 70% of the Hispanic population is under the age of 35 years. These figures clearly show the growth of the Hispanic population and with it the increase in Spanish-speaking only individuals. Today there are six cities where more than half of their populations are foreign-born. Those cities are Miami, Fla. 60%, Huntington Park, Calif. 59%, Union City, N.J. 55%, Monterey Park, Calif. 52%, Miami Beach, Fla., and Santa Ana, Calif., each at 51%.<sup>12</sup> This data highlights the impact on law enforcement and its ability to deliver services.

Currently, due to the budget crisis in California, there appears to be a backlash occurring toward the immigrant. Politicians are looking to deport illegal immigrants for a variety of reasons. As an example, after the January 17, 1994 Los Angeles earthquake, politicians felt that illegal immigrants were receiving benefits to which they were not entitled.<sup>13</sup> Some people are of the opinion the immigrant problem in California has reached a crisis level and needs to be addressed now. The crisis reached the California voting polls in November 1994, where Proposition 187 was passed by the voters to eliminate aid to the illegal immigrant. The immigration issue has caused Governor Wilson in California, as well as President Clinton, to take notice. The solution to these problems are not easily solved and will be costly and political.

Politically, decisions must be made by elected officials as to how to address the problem. As the legal immigrant population continues to grow and they become voters, their numbers will impact the political future of local governments, California, and ultimately the nation.

When the issue of cost is raised, the debates are many as to the financial impact the immigrant, legal or illegal has upon the United States. Education, employment, welfare, health care and crime are just a few concerns. Since California has the largest growing multicultural population, these issues cannot be ignored. The financial issue is also of concern to law enforcement.

## PURPOSE OF THE STUDY

The purpose of this study is to explore and report the findings on the impact of the Spanish-speaking only population on a large law enforcement agency. With the continuous growth of the Hispanic population there are many issues law enforcement leaders will have to address. These leaders will have to consider the language and cultural needs of the population and make them part of their community based policing programs.

When this research began the main issue was the impact of the foreign born population on a large law enforcement agency such as Los Angeles. As it developed it became apparent that the multicultural population in Los Angeles was too broad an issue to address, so the focus narrowed to the impact of the Spanish-speaking only population.

This research is important because little has been done regarding the Spanish-speaking only population and its relationship to law enforcement in California. In reviewing the September 1993 California Law Enforcement Command College Independent Study Project Catalog, no projects were found regarding this issue. Preliminary research revealed few books available which address the growing Spanish-speaking only population and its related problems.

When Spanish-speaking only individuals become victims of crime, many do not contact the police. In many cases this is due to fear of the police, their immigrant status or lack of knowledge of how the law works in the United States. This same population also contributes to the crime picture.

When police come in contact with these individuals, additional time and energy is expended due to language and culture barriers. In realistic terms, time and energy equals additional financial costs to a police department.

Since Los Angeles has the largest police department in California and an Hispanic population of 40%, it should have a program to address the Spanish-language issue. It does, but it is limited. The Spanish language issue within the department was also identified by the Independent Commission on the Los Angeles Police Department.<sup>14</sup>

When cost is discussed, no one really knows the financial impact the Spanish-speaking only population places on law enforcement, nor the governmental structure. If this population did not exist, would the State of California be better off financially? Would law enforcement agencies have less calls for service? These are difficult questions to answer. This study will identify the law enforcement Spanish-speaking only issues that will impact a large police department by the year 2004.

#### ISSUES

To narrow the focus of this paper, the issue addressed herein is "The impact of a Spanish-speaking only population on a large law enforcement agency by the year 2004."

In developing the issue and sub-issues, a "Futures Wheel" was created (Appendix A). The participants in the futures wheel were also members of a Nominal Group Technique (NGT) used in the study. Three sub-issues were considered important by the panel:

Sub-issue 1, "What impact will the Spanish-speaking only population have on police personnel issues by the year 2004?" This issue will impact the recruitment and hiring of new officers as well as police budgets. The panel felt that if law enforcement does not effectively address this issue, agencies will not be able to provide effective service to this population. In the recruitment process individuals who are a reflection of the community they serve, as well as understanding the culture and speaking their language, will be important.

Sub-issue 2, "What impact will the Spanish-Speaking only population have on police training issues?" The panel felt the training of officers, both recruit and tenured would be impacted by this issue. As the Hispanic population is grows so does the Spanish-speaking only population. Law enforcement agencies will have to teach non-Spanish speaking officers the language. Doing so, will result in effective communications interaction and education between the police and the population.

Sub-Issue 3, "What impact will the Spanish-speaking population have on police community relations programs?" The panel recognized that many departments are currently implementing some form of community based policing. How this program will work in an environment that is primarily Spanish-speaking is not yet known. Changes will have to occur to motivate the Spanish-speaking population to become involved with community-based policing programs. Finally, police administrators will have to identify and address the needs of the population.

SECTION TWO  
FUTURES FORECASTING AND ANALYSIS

INTRODUCTION

In planning for the Spanish-speaking only population future, futures forecasting and analysis were used. Through proper strategic planning, an organization can foresee the future and its related challenges and direct itself towards the future effectively.

As stated in the introduction, California is becoming a multicultural state of many languages. After English, Spanish is the second highest language spoken. With the worsening economic crisis in Mexico, increasing numbers of Spanish-speaking illegal immigrants are entering the United States. In February 1995 alone, 118,000 illegal immigrants were apprehended along the United States-Mexico border.<sup>15</sup>

The main issue examined herein is: "The impact of a Spanish-speaking only population on a large law enforcement agency by the year 2004."

The sub-issues which will be examined are:

"What impact will the Spanish-speaking only population have on police personnel issues?

"What impact will the Spanish-speaking only population have on police training issues?"

"What impact will the Spanish-speaking only population have on police community relations programs?"

## METHODOLOGY

To address the futures issue, a Nominal Group Technique (NGT) was used. The purpose of using this technique was to develop a list of trends and events pertaining to the issue. A futures study examines possible trend and events which will impact an issue. A trend is a series of events by which change is measured over time, and an event is a discrete, one time occurrence. In selecting the panel for the NGT, consideration was given to choosing those who would provide the most effective input, and their status as a stakeholder on this futures issue. The participants on the panel were:

Lane Bragg, Senior Lead Officer with the Los Angeles Police Department and 12 years of service.

Donna Cox, Senior Lead Officer with the Los Angeles Police Department and 11 years of service.

Holly Daniel, Senior Lead Officer with the Los Angeles Police Department and 8 1/2 years of service.

Rich Dresser, Senior Lead Officer with the Los Angeles Police Department and 23 years of service.

Patricia Ibarra, Police Officer with the Los Angeles Police Department and 8 1/2 years of service.

Pedro Llanes, Senior Lead Officer with the Los Angeles Police Department and 5 years of service.

Mel Flew, Senior Lead Officer with the Los Angeles Police Department and 19 years of service.

Derron Scott, Senior Lead Officer with the Los Angeles Police

Department and 9 years of service.

Kelly Shea, Senior Lead Officer with the Los Angeles Police Department and 13 years of service.

These individuals were selected because of their positions within a large police agency. All but one are senior lead officers. Four of the nine will soon be promoted to sergeant. Four are female and five male. One male and one female are Hispanic, two of the males are African American, three females and two males are white. At least seven of the nine individuals will still be with the department in the year 2004.

A senior lead officer is responsible for a given area and has eight officers assigned. They patrol areas with populations of 15,000 to 30,000. They work closely with their respective communities and are involved in community based policing. As a result of their tenure and community involvement, they are aware of population changes and are stakeholders in the futures issue.

Prior to the NGT exercise on March 9, 1994, each panelist was provided information on the exercise and the topic to be discussed. On the day of the NGT the purpose of the exercise was again explained and the difference between a trend and event provided.

The panel was then given 15 minutes to write down what each thought were trends in this area. At the end of this period each member read off their trends which were recorded on a blackboard, as well as written down by a recorder. A total of 32 trends were identified (Appendix B). Each panelist was then asked to individually identify the top ten trends which, if occurred, would

have the greatest impact on the future. These were then placed on the blackboard and after some discussion the panel decided on a final ten which they felt would have the greatest impact on this futures issue. The following are the top ten trends identified and ranked from 1-10, with 1 being the most significant trend to 10 the least.

**TABLE ONE  
TOP TEN TRENDS**

- T-1 Foreign born population: The panel felt that this population, especially the Spanish-speaking only, will be a an issue for law enforcement.
- T-2 Foreign born businesses: As the foreign born population grows, so will the number of businesses. The panel felt they will be a law enforcement issue due to crimes against them, and the language barrier for those that do not speak English.
- T-3 Hiring police officers: As the population increases, there will be a need to hire more officers. With the growth of the Hispanic population and the Spanish-speaking only, this will impact law enforcement in areas such a budget and recruitment.
- T-4 Homeless among foreign born: With the increase in the foreign born population is the perception that they will add to the homeless problem, which requires law enforcement attention.
- T-5 White backlash towards foreign born: As the foreign born increase in population, the panel felt there would be a white backlash against them. This could result in hate and other associated crimes against the requiring law enforcement involvement.

- T-6 Foreign born youths dropping out of school to work: As the foreign born population increase the number of jobs available may decline. The panel felt that this may cause the youth of this population to drop out of school to help support their families.
- T-7 Gang/narcotic problems among foreign born: This will continue to be a law enforcement concern, especially with the youth as the immigrant population increases..
- T-8 Police officers available to speak the foreign languages: As the foreign born population increases, there will be a higher demand for law enforcement to provide officers that speak the different languages.
- T-9 Traffic problems due to foreign born: Many immigrants know how to drive cars, but do not have a drivers license, insurance or a legally registered car. In addition they are involved in traffic accidents and are a concern for law enforcement.
- T-10 Birthrates: With many of the immigrant populations there are higher birthrates then in the United States. In time the babies become youths that can be victims of crime or commit crime, making it a law enforcement concern.

The same process was followed in determining ten events which would have the greatest impact on this futures issue. The following are the top ten events identified and ranked from 1-10, with 1 being the most significant event to 10 the least. A total of 43 events were identified (Appendix C).

TABLE TWO  
TOP TEN EVENTS

- E-1 Law enforcement officers enforce INS laws: This will occur when the INS is no longer able to effectively address the illegal immigrant issue. Local law enforcement will be allowed to use federal codes to arrest the illegal immigrant.
- E-2 Foreign born politician becomes Mayor: In time as the foreign born become citizens and obtain the right to vote, they will elect a mayor in a large city that is from their population.
- E-3 Racial war: There are many people that believe the legal and illegal immigrant population negatively impact the economy. Negative feelings about this population may result in civil unrest based on race.
- E-4 INS allows other agencies to conduct INS sweeps: Presently, INS sweeps are conducted only by them as the lead agency. This will change and local agencies will be allowed to conduct their own sweeps, turning over the person to the INS.
- E-5 Sealing the border: This event will occur when the illegal immigrant issue becomes serious. This is a significant and will involve local law enforcement agencies.
- E-6 Penal code laws for foreign born: The current California Penal Code has no specific sections to address the issue of the illegal immigrant. When this does occur it will be the duty of law enforcement to enforce it.
- E-7 Discovery of pockets of foreign born: As more foreign born come to this country, they settle in areas with people like

themselves. When these pockets are discovered they will cause law enforcement involvement due to the language and cultural differences.

E-8 Law controlling birthrate of foreign born: Many immigrants come from countries with high birthrates. If this country perceives this to be a problem a new limiting the birthrate among this population may occur.

E-9 Change of constitutional laws: With concern about the immigrant population, legal and illegal, the California constitution may be changed to have a negative impact on them.

E-10 Civil unrest in Mexico drives unemployed foreign born to California: With the economy status of Mexico in trouble, it may cause a huge wave of their unemployed to cross the border illegally into this country causing a major law enforcement concern.

The next part of the process involved determining the median weight given each trend, and the average score for each event based on the importance each panelist gave them. The following shows the median score for the trends and the average score for the events.

TABLE THREE  
TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (today = 100)						
	Five Years Ago 1989		Today 1994	5 Years From Now		10 Years From Now	
T-1 Foreign born population	H	100	100	H	150	H	200
	M	50		M	100	M	150
	L	10		L	40	L	75
T-2 Foreign born business	H	80	100	H	130	H	160
	M	30		M	75	M	80
	L	5		L	25	L	25
T-3 Hiring police officers	H	100	100	H	150	H	200
	M	50		M	100	M	120
	L	0		L	5	L	5
T-4 Homeless among foreign born	H	100	100	H	130	H	170
	M	30		M	100	M	100
	L	10		L	20	L	30
T-5 White backlash towards foreign born	H	80	100	H	150	H	200
	M	20		M	50	M	70
	L	5		L	20	L	30
T-6 Foreign born youths dropping out of school to work	H	100	100	H	120	H	140
	M	10		M	70	M	70
	L	1		L	10	L	20
T-7 Gang/narcotics problems among foreign born	H	90	100	H	150	H	200
	M	30		M	70	M	80
	L	10		L	15	L	20
T-8 Police officers available to speak the foreign languages	H	120	100	H	110	H	150
	M	50		M	60	M	45
	L	5		L	20	L	25
T-9 Traffic problems due to foreign born	H	120	100	H	150	H	200
	M	50		M	100	M	100
	L	5		L	30	L	30
T-10 Birthrates	H	100	100	H	150	H	175
	M	30		M	60	M	70
	L	10		L	10	L	10

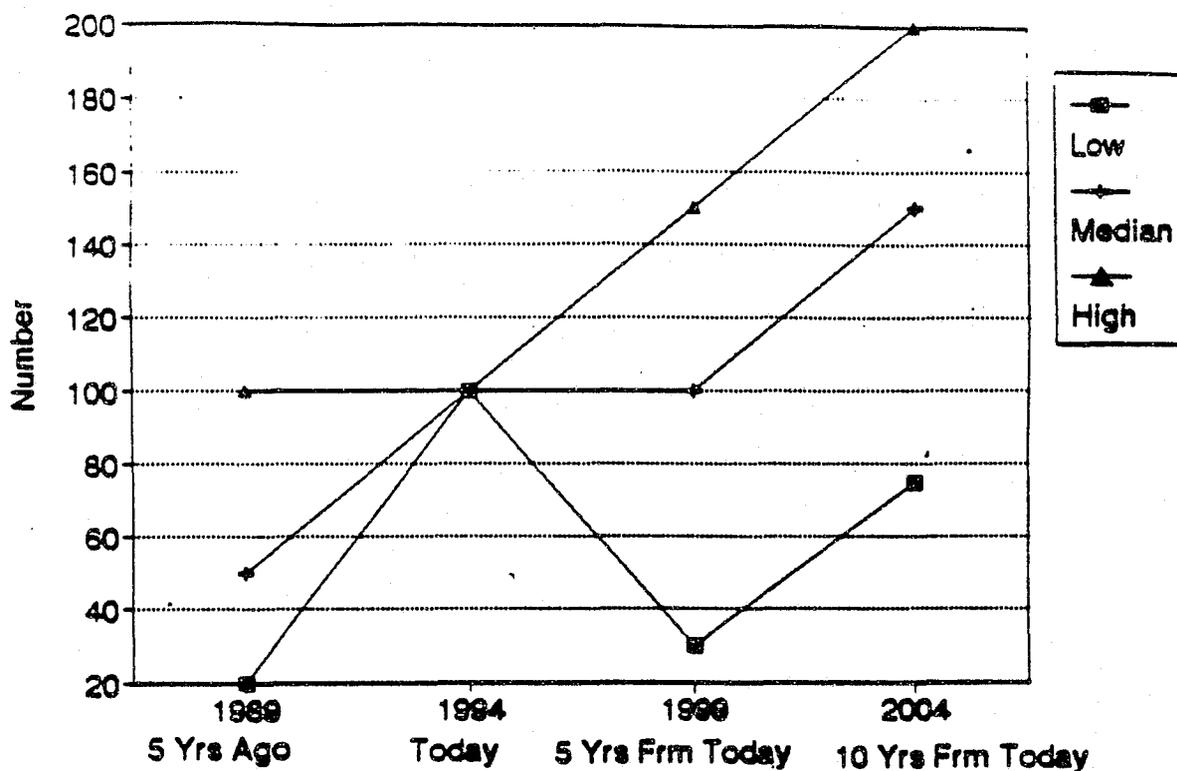
TABLE FOUR  
EVENT EVALUATION FORM

EVENT STATEMENT	YEARS		PROB.		POS.		NEG.	
	PROB.	EXCEEDS ZERO	5 YRS FROM NOW	10 YRS FROM NOW	IMPACT		IMPACT	
E-1 Law enforcement officers enforce INS laws	H	8	H 100	H 100	H	10	H	10
	M	4	M 79	M 93	M	3	M	6
	L	2	L 25	L 50	L	0	M	5
E-2 Foreign born politician becomes Mayor	H	15	H 100	H 100	H	10	H	5
	M	7	M 65	M 92	M	6	M	1
	L	0	L 0	L 50	L	3	L	0
E-3 Racial war	H	15	H 100	H 100	H	0	H	10
	M	2	M 67	M 79	M	0	M	9
	L	0	L 10	L 30	L	0	L	0
E-4 INS allows other agencies to conduct INS sweeps	H	10	H 100	H 100	H	9	H	10
	M	4	M 81	M 85	M	4	M	2
	L	1	L 40	L 75	L	3	L	0
E-5 Sealing the border	H	10	H 100	H 100	H	10	H	5
	M	6	M 53	M 81	M	6	M	1
	L	2	L 0	L 50	L	5	L	0
E-6 Penal code laws for foreign born.	H	10	H 100	H 100	H	10	H	9
	M	6	M 44	M 79	M	7	M	1
	L	2	L 0	L 25	L	5	L	0
E-7 Discovery of pockets of foreign born	H	1	H 100	H 100	H	0	H	10
	M	1	M 76	M 85	M	0	M	7
	L	0	L 25	L 50	L	0	L	5
E-8 Law controlling birthrates of foreign born	H	15	H 50	H 100	H	5	H	10
	M	7	M 16	M 52	M	2	M	3
	L	0	L 0	L 25	L	0	L	0
E-9 Change of constitutional laws	H	15	H 100	H 100	H	10	H	9
	M	6	M 32	M 78	M	6	M	3
	L	2	L 10	L 60	L	0	L	0
E-10 Civil unrest in Mexico drives unemployed foreign born to California	H	2	H 100	H 100	H	10	H	10
	M	2	M 7	M 77	M	1	M	8
	L	0	L 30	L 40	L	0	L	0

## FORECASTING TRENDS

To provide a clearer picture and better understand the trends identified, graphs were developed to show how the panel scored the ten trends. The following graphs show the low and high scores of each trend, plus the median of each. Each graph has a description of the trend and brief comments.

ILLUSTRATION #1



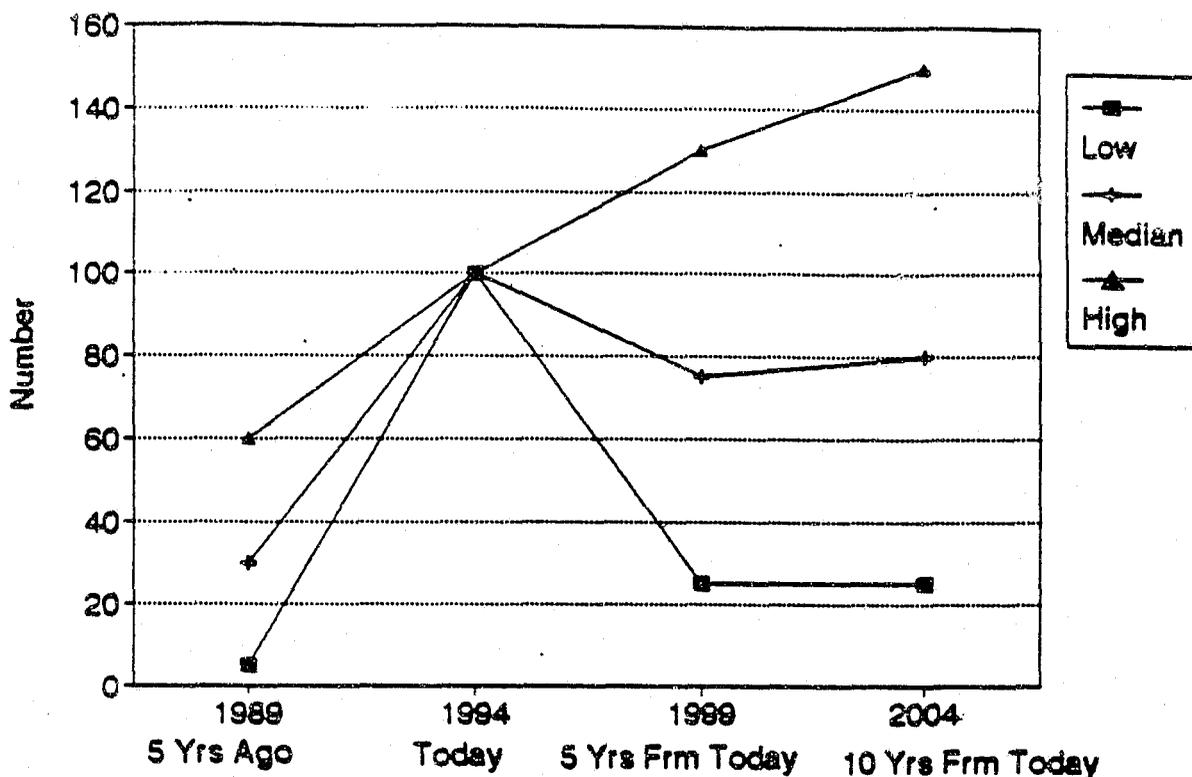
### TREND ONE

#### GROWTH OF FOREIGN BORN

The median growth displayed shows 50% more growth by the year 2004. Panel members agreed the growth of the foreign born

population would create problems for law enforcement. With the Hispanic population being the largest, the Spanish-speaking only population is a concern. If officers do not speak Spanish, this population will not be effectively serviced. Crimes will go unreported and they will contribute to the overall crime picture.

ILLUSTRATION #2



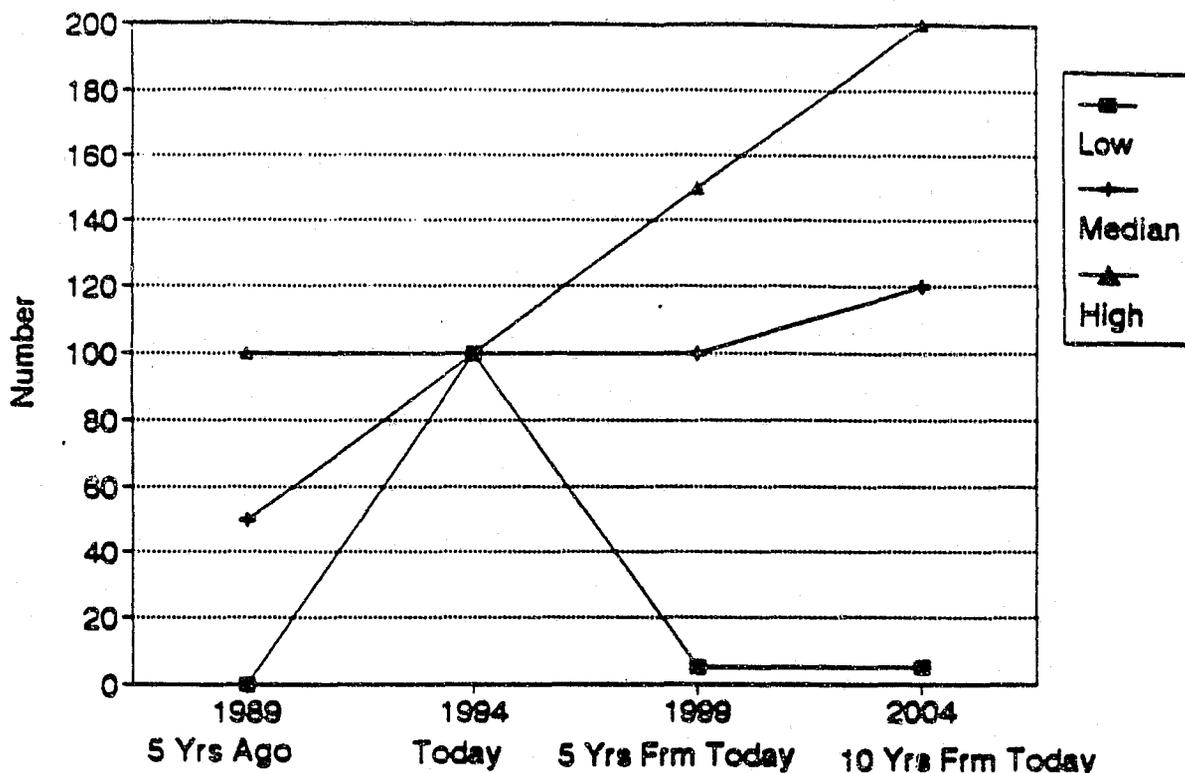
TREND TWO

FOREIGN BORN BUSINESSES

With the increase of foreign born in this country, a new business world is being created. Small and large businesses, will be created by foreign born people to provide the services and goods of their respective countries. In many cases these business are

not welcomed in their communities, and as a result create policing problems. Many of these businesses are in violation of the law and abuse or take advantage of the foreign born. The panel felt this growth trend would decline for a period and then have a slight increase by the year 2004.

ILLUSTRATION #3



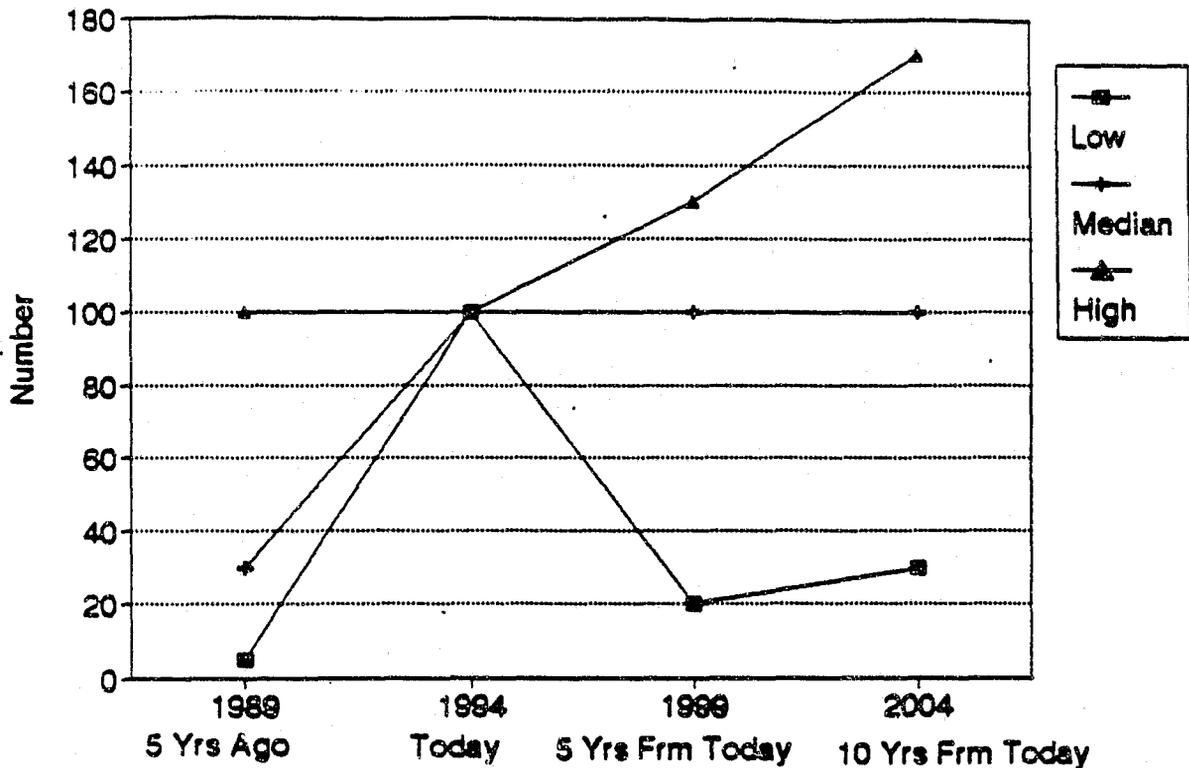
TREND THREE

HIRING MORE POLICE

The panel felt there will be an increasing need to hire more police officers to service the foreign born population. This projection is based upon the need for additional Spanish-speaking

officers who demonstrate an understanding of the culture. Finally, many foreign born are victims of crimes that go unreported as well as foreign born that commit crimes in this country. The median range in the above graph shows a 20% increase in hiring more police officers from 1999 to 2004.

ILLUSTRATION #4



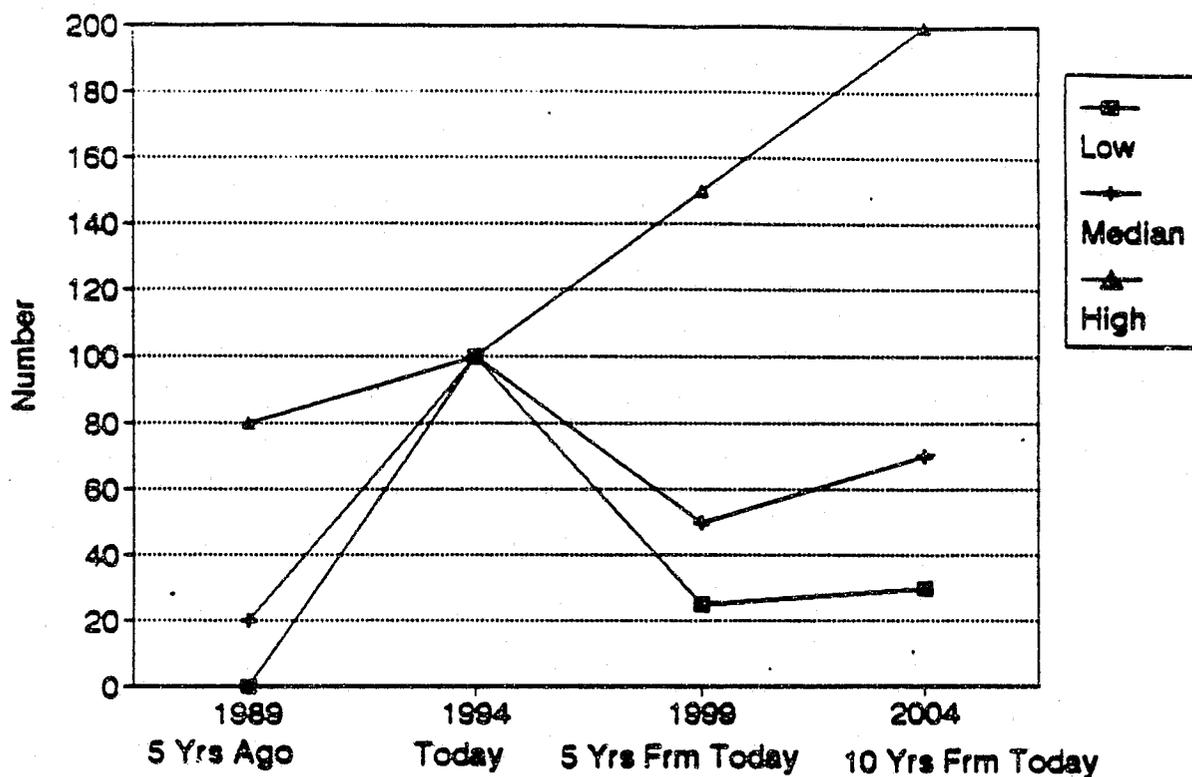
TREND FOUR

HOMELESS AMONG FOREIGN BORN

Homeless among the foreign born proved to be an interesting trend. This trend was based on the assumption that not all foreign

born would be able to obtain work, which in turn would trigger an increase in the homeless population. If they did not return to their respective countries, many would ultimately become homeless as they would be unable to pay rent for housing. However, when individual scores were combined and averaged, the graph disclosed no change. The median score remained the same from 1994 through 2004.

ILLUSTRATION #5



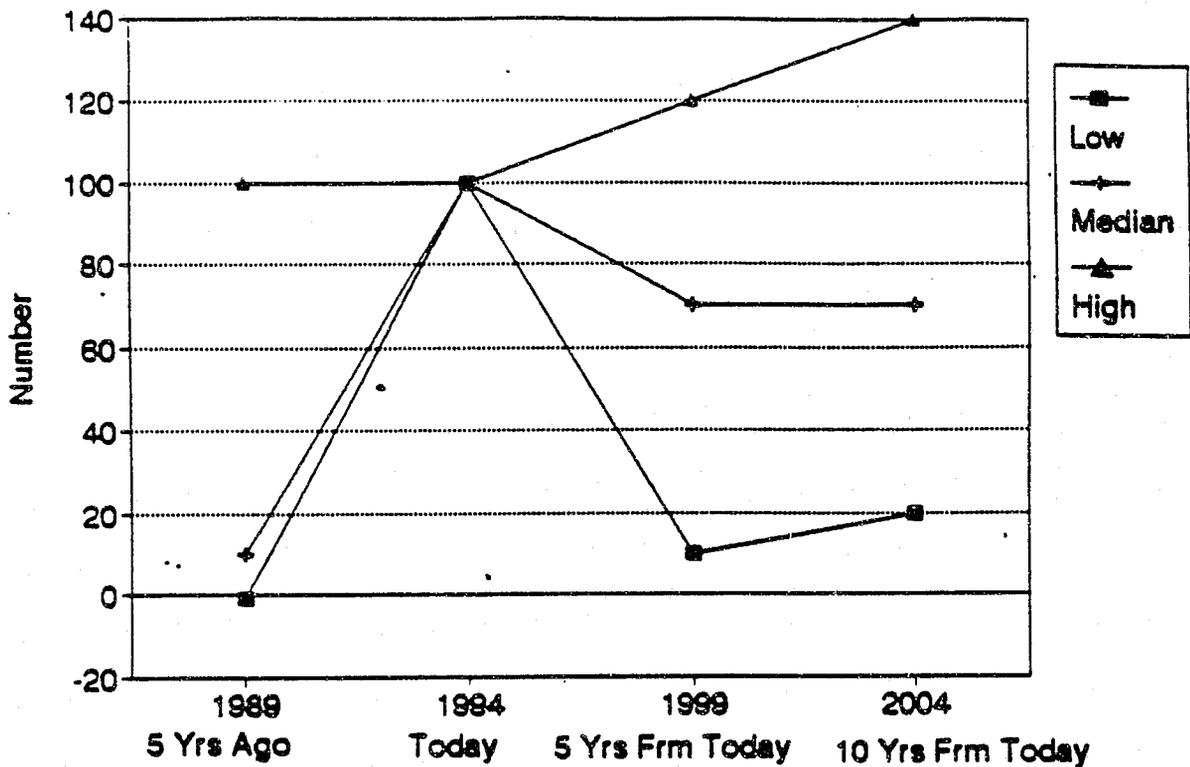
TREND FIVE

WHITE BACKLASH TOWARDS FOREIGN BORN

In March 1994, the panel in open discussion felt this trend would continue upward. However, the median graph shows disclose a decline until 1999 before it slightly increases in 2004.

Regardless, the panel felt that immigrants would be scrutinized closer when applying for jobs, health care and educational benefits. Since the majority of this country is white, the panel felt it will be this population which will resist the efforts of the immigrant to enter this country and create a new life here. It is interesting to note that in November 1994, California voted to eliminate benefits to the illegal immigrant.

ILLUSTRATION #6



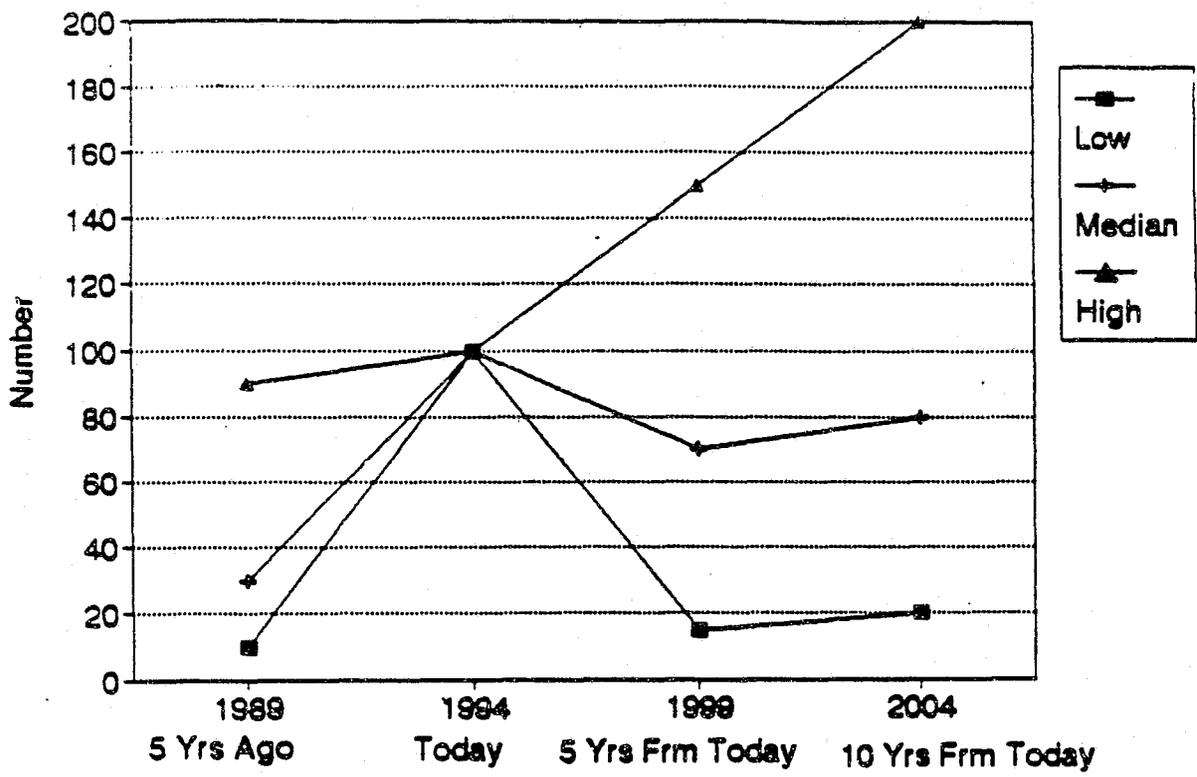
TREND SIX

FOREIGN BORN YOUTHS DROPPING OUT OF SCHOOL TO WORK

The panel felt that this would be a trend that would have an impact on crime and possibly the job market. This assumption was

based on parents not being able to obtain or maintain jobs. This in turn would cause their children to drop out school to help support their family. However, when the scores were graphed, a downward trend occurred from 1994 to 1999. From 1999 to 2004 the trend remained constant.

ILLUSTRATION #7



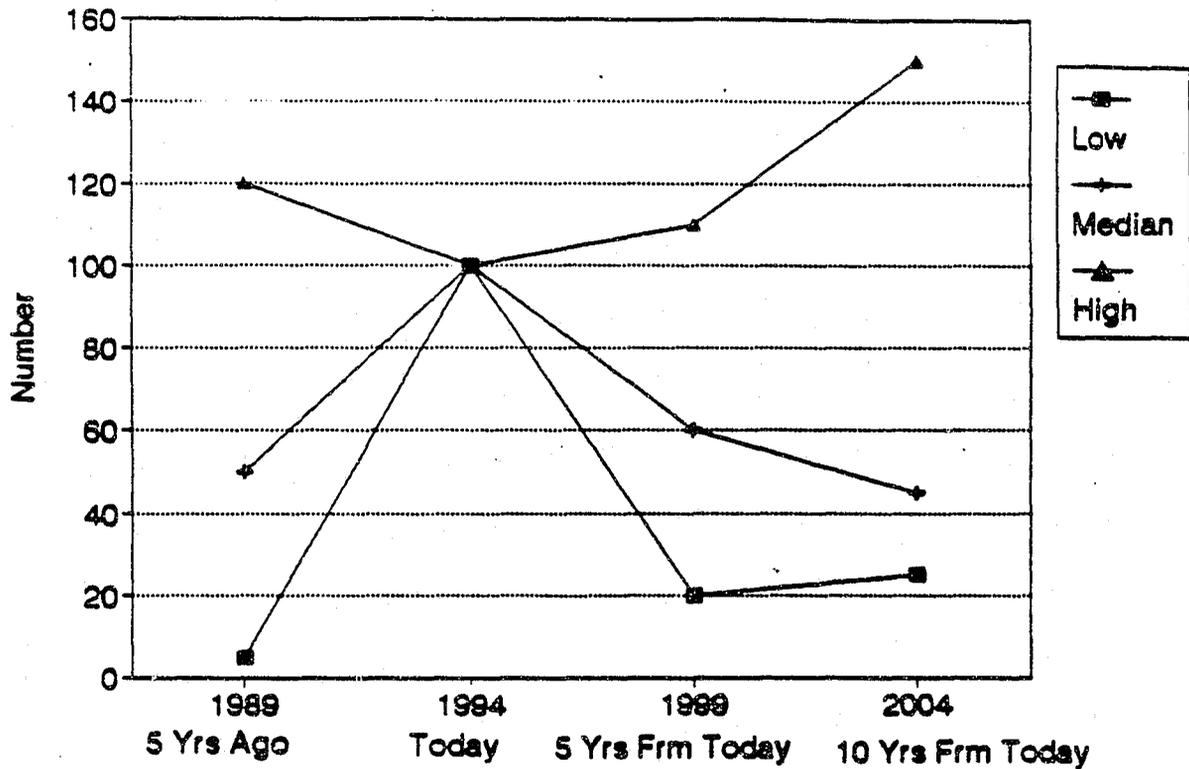
TREND SEVEN

GANG/NARCOTIC PROBLEMS AMONG FOREIGN BORN

The panel felt continued growth of the foreign born would contribute to the gang and narcotic problems facing large cities. The youth of this population in many cases would join or create

gangs. This gang involvement in many cases will lead to the use and sale of narcotics and related crimes. However, this graph does not fully support the panel in that there is a decrease in the trend from 1994 to 1999, with a slight increase from 1999 to 2004.

ILLUSTRATION #8



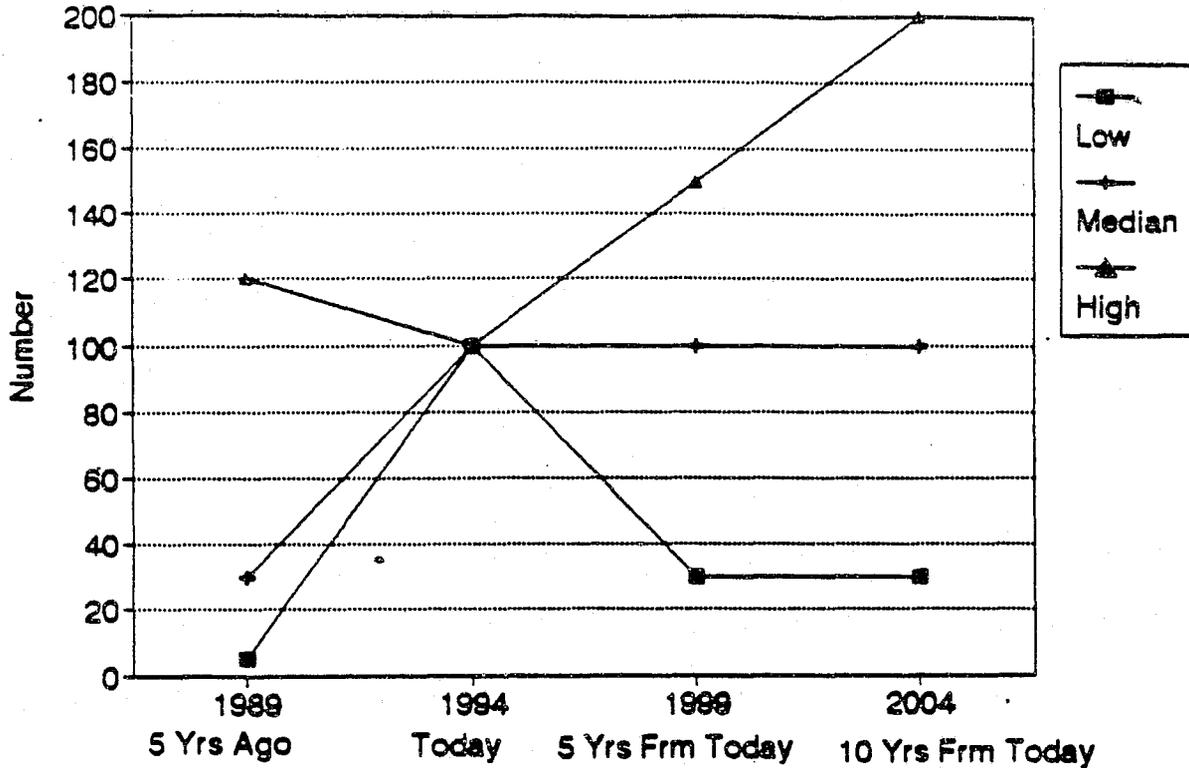
TREND EIGHT

POLICE OFFICERS WHO SPEAK THE FOREIGN LANGUAGES

With the foreign born will come the need for police departments to hire officers that speak the languages of this population. The panel felt this is a noteworthy problem for all

departments. The panel felt and is supported by the graph that law enforcement will not keep up with community language needs. In order for law enforcement to be effective in these communities they will have to adjust their recruitment and training efforts.

ILLUSTRATION #9



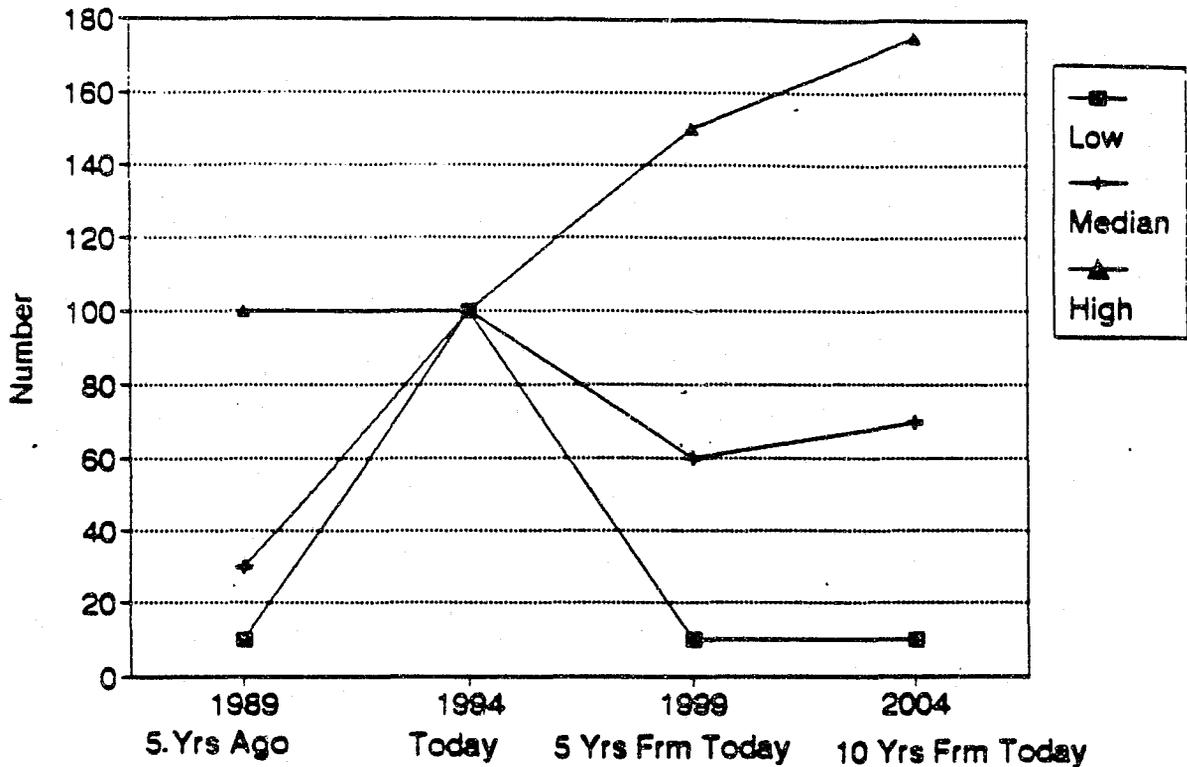
TREND NINE

TRAFFIC PROBLEMS DUE TO FOREIGN BORN

The entire panel agreed that as the foreign born population grows, so will traffic problems facing law enforcement. Many traffic accidents, traffic related arrests and citations involve foreign born who do not speak English. Many have no drivers license, insurance or vehicle registration. This will require

officers obtaining a translator to effectively interact with the non-English speaking traffic violator. However, the graph shows the trend remaining constant with no increase.

ILLUSTRATION # 10



TREND TEN

BIRTHRATES

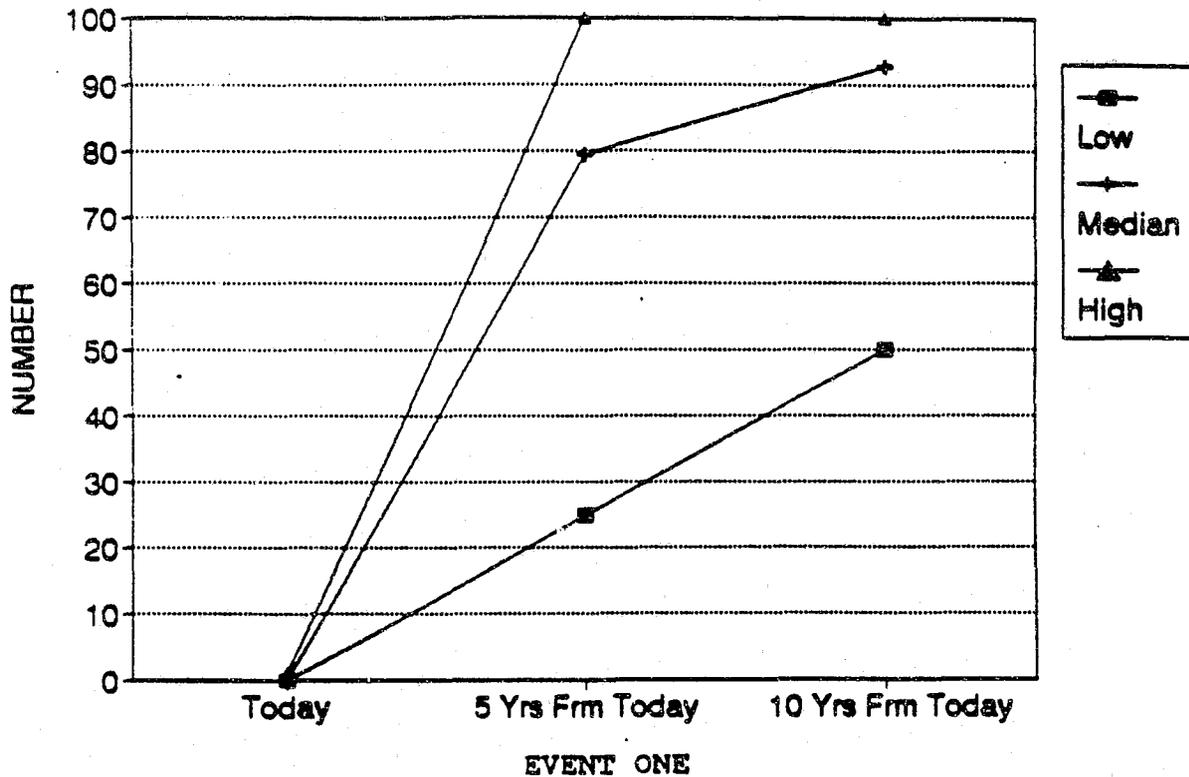
The panel agreed that there appears to be a higher birthrate among the foreign born population. Since many of these people have no jobs, they will increasingly draw on state, county and city medical and social services. This means more money will be spent in these areas, drawing needed funds from law enforcement.

However, this graph does not totally support the panel. It shows a decrease from 1994 to 1999 with a slight increase in 2004.

### FORECASTING EVENTS

To provide a clearer picture and better understanding of the events identified, graphs were developed to demonstrate how the panel scored the ten events. The following graphs indicate the low and high scores of each event, in addition to the average rating of each. Each graph has a description of the event and brief comments.

ILLUSTRATION #11

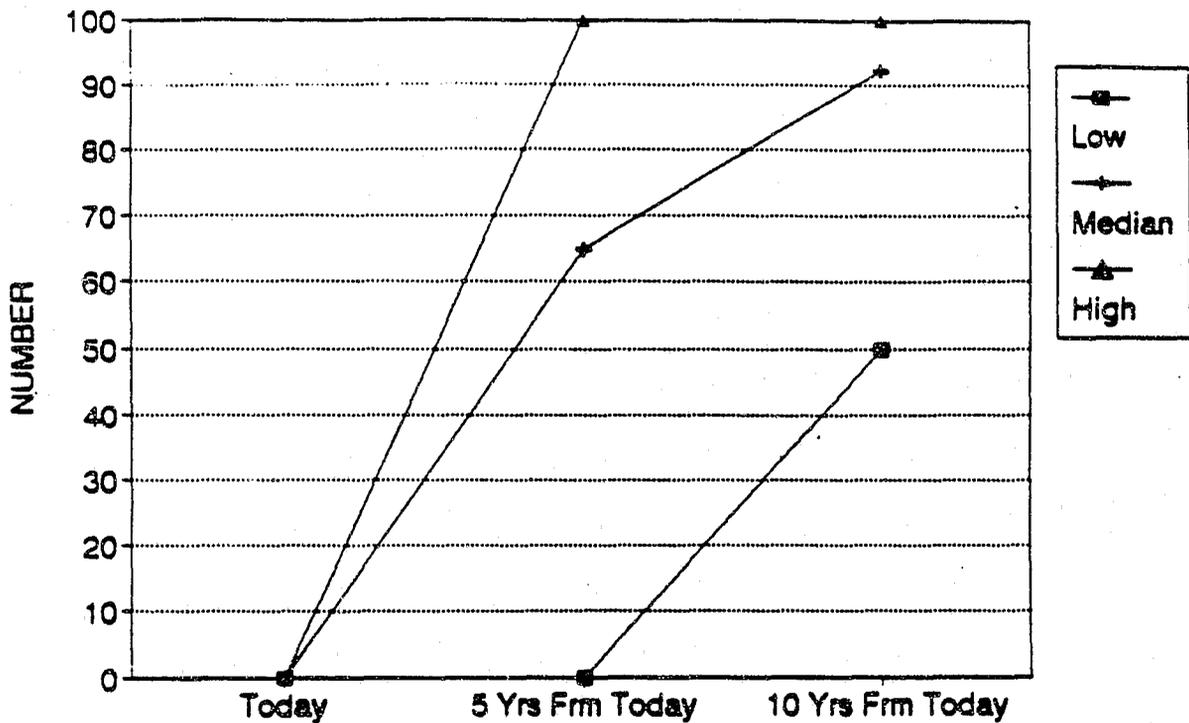


#### LAW ENFORCEMENT OFFICERS ENFORCE INS LAWS

The panel felt with the growing foreign born population,

illegal immigrant issues will increase. Therefore, unless the United States Immigration and Naturalization Service (INS) increases their personnel, they will not be able to adequately police the-immigrant population. If the INS cannot handle this issue, then local police agencies will be pressed into service to enforce the federal laws pertaining to illegal aliens. The panel gave this event a high probability rating in the year 2004.

ILLUSTRATION #12



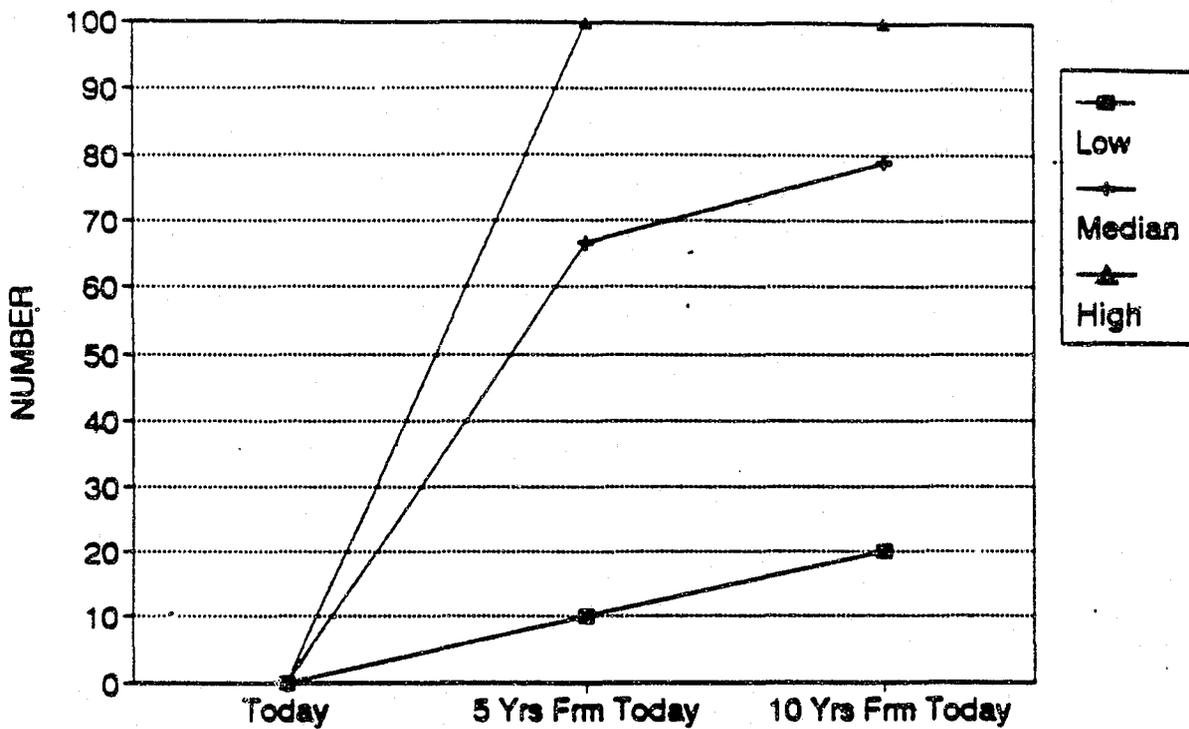
EVENT TWO

FOREIGN BORN POLITICIAN BECOMES MAYOR

The panel felt that in the future the foreign born population will produce a mayor in a large city. This will occur as the group

gains strength in the political arena. The panel felt that by the year 2004, large cities will elect political representatives, ie. mayor, city council, etc. Discussion ensued as to resultant city management and direction of law enforcement. The panel gave this event a high probability of occurring.

ILLUSTRATION #13



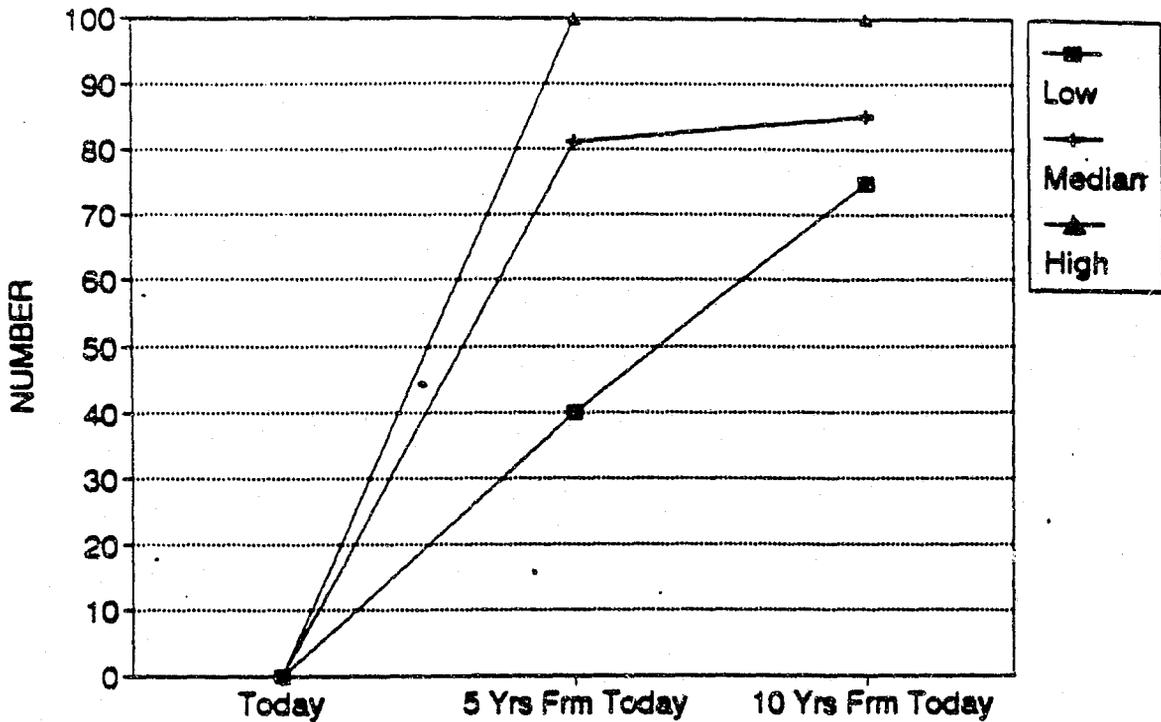
EVENT THREE

RACIAL WAR

The panel felt that white backlash will occur as a result of cultural differences, language issues and the increase of the

foreign born population. The panel recognized problems in some cities among minorities, foreign born and white populations. This could lead to racial unrest and will tax not only law enforcement, but other forms of government as well. This event did not have a very high probability (79).

ILLUSTRATION #14



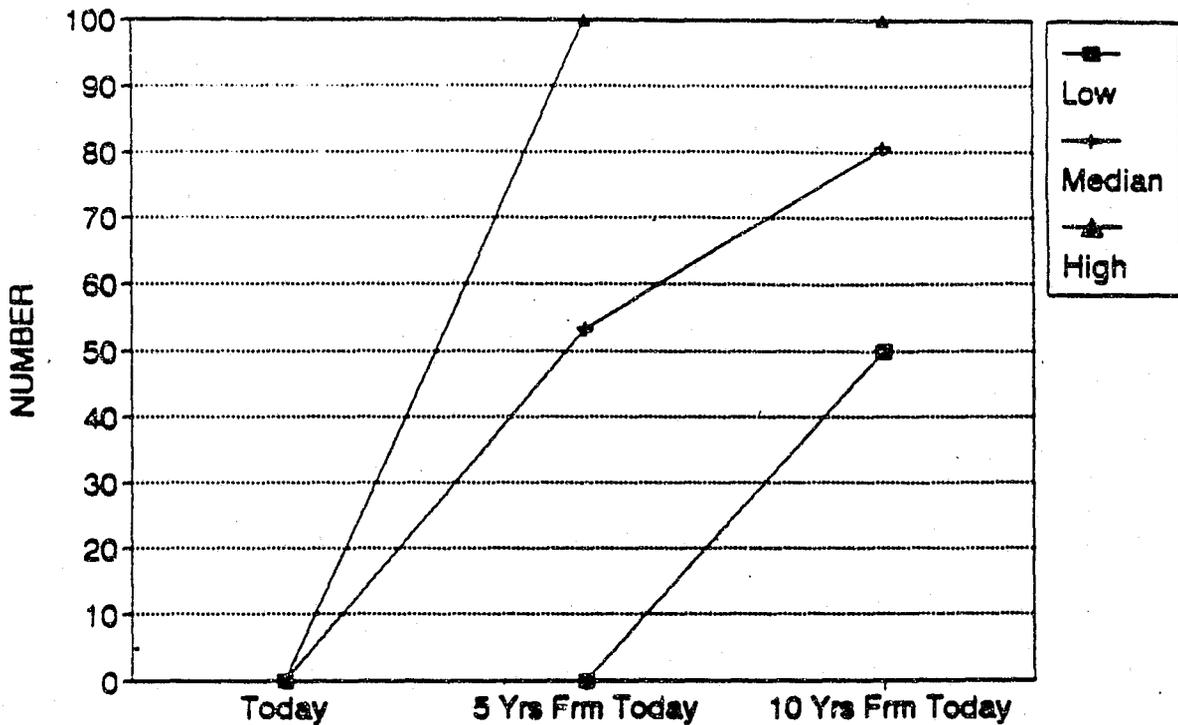
EVENT FOUR

INS ALLOWS OTHER AGENCIES TO CONDUCT INS SWEEPS

This event will allow other law enforcement agencies to conduct INS sweeps in conjunction with enforcing immigration laws.

Presently, local agencies are not allowed to conduct such sweeps on their own. After the first occurrence this event will become a trend. Also, this event differs from event one in that it deals with sweeps where those picked up will be turned over to the INS. The panel gave this a probability rating of 81.

ILLUSTRATION #15



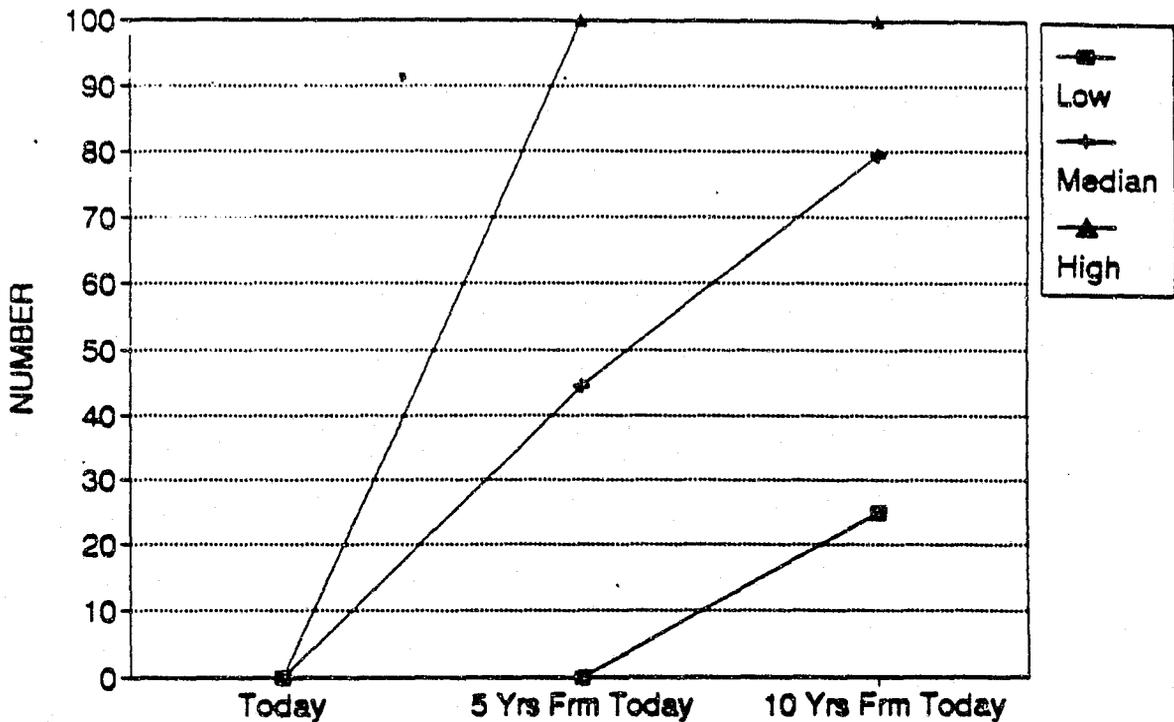
EVENT FIVE

SEALING THE BORDER

In order to impact the flow of the illegal immigrant entering the United States, the panel felt this country would have to seal all the borders. This would be a significant event, but how long the border remained sealed was unknown. In all probability it

would be sealed as needed to stem the tide of people illegally coming into this country. This event was given a 81 probability rating by the panel.

ILLUSTRATION #16



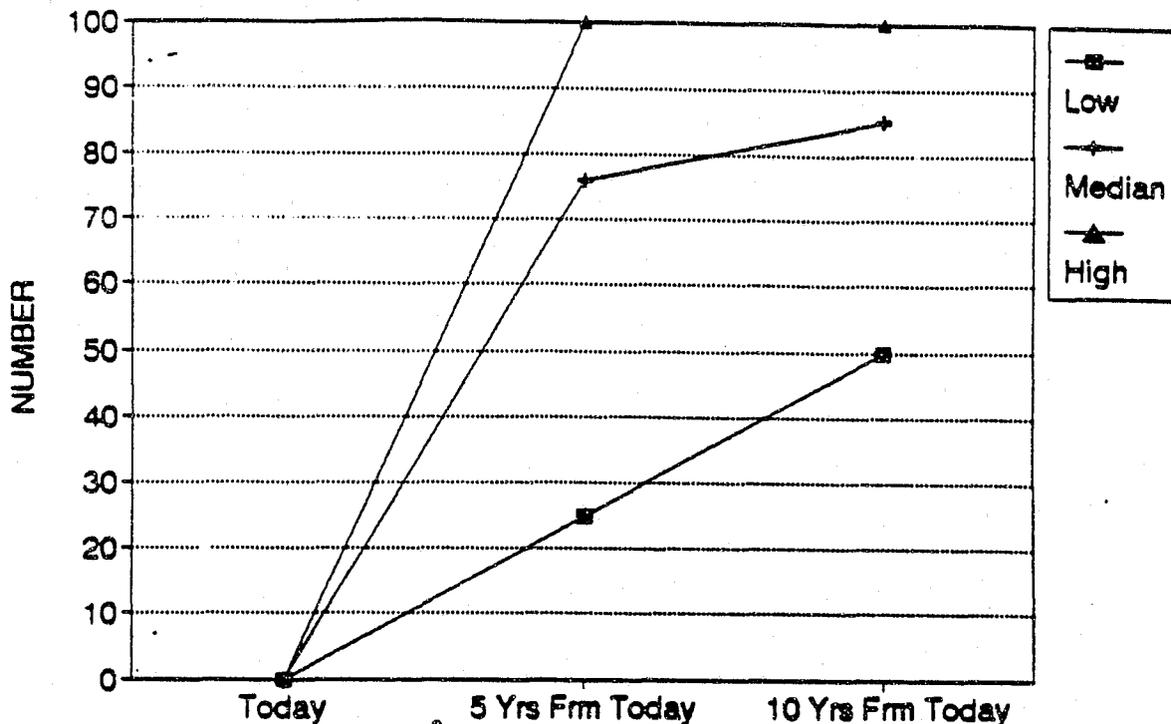
EVENT SIX

PENAL CODE LAWS FOR FOREIGN BORN

Presently, the California Penal Code does not address issues involving the foreign born, or illegal immigrant. The panelists felt that in the future the Penal Code as well as other state codes will be changed to address concerns about this population, especially the illegal immigrant. These codes will be amended to provide law enforcement with laws that will allow them to make

arrests without having to depend on federal statutes. This event had a probability rating of 80 by the year 2004.

ILLUSTRATION #17

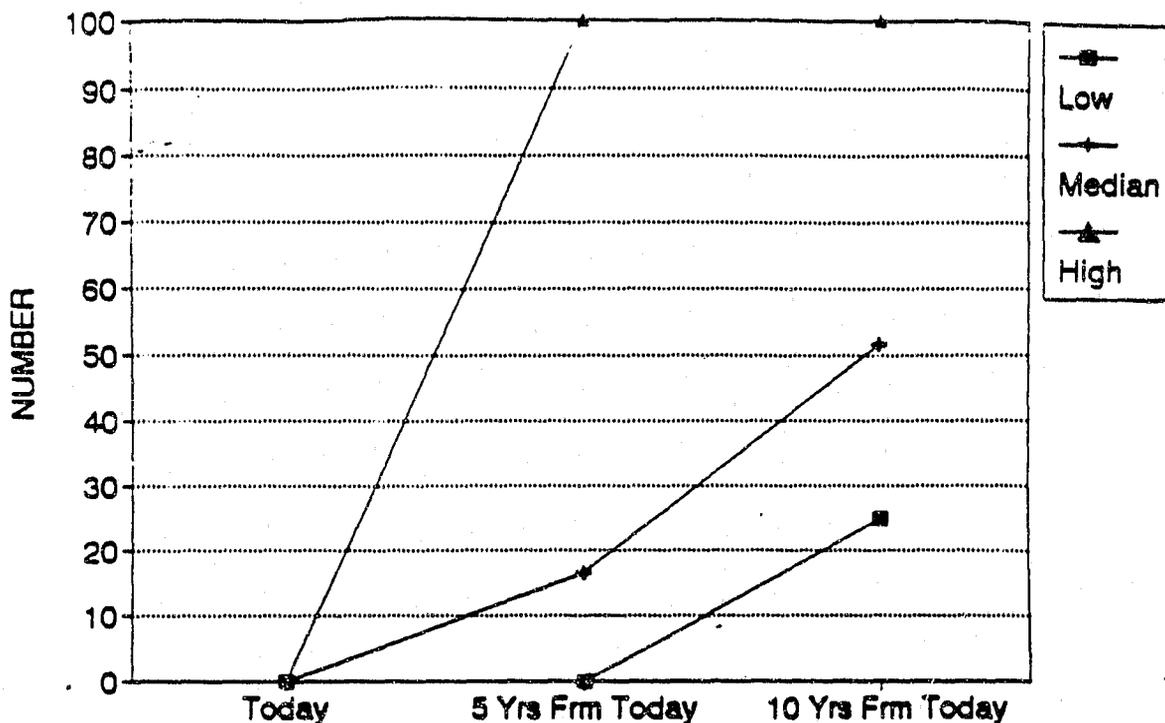


EVENT SEVEN

DISCOVERY OF POCKETS OF FOREIGN BORN

As more foreign born come to this country they usually settle with or near people of their own race. As this occurs, pockets of foreign born will be discovered. As these pockets become a majority population, they will become a significant event. Panelists felt that the impact may not be too great at first. However, as the pockets are discovered, they will pose problems for law enforcement in the areas of culture and language differences. This event had a probability rating of 85 by the year 2004.

ILLUSTRATION #18

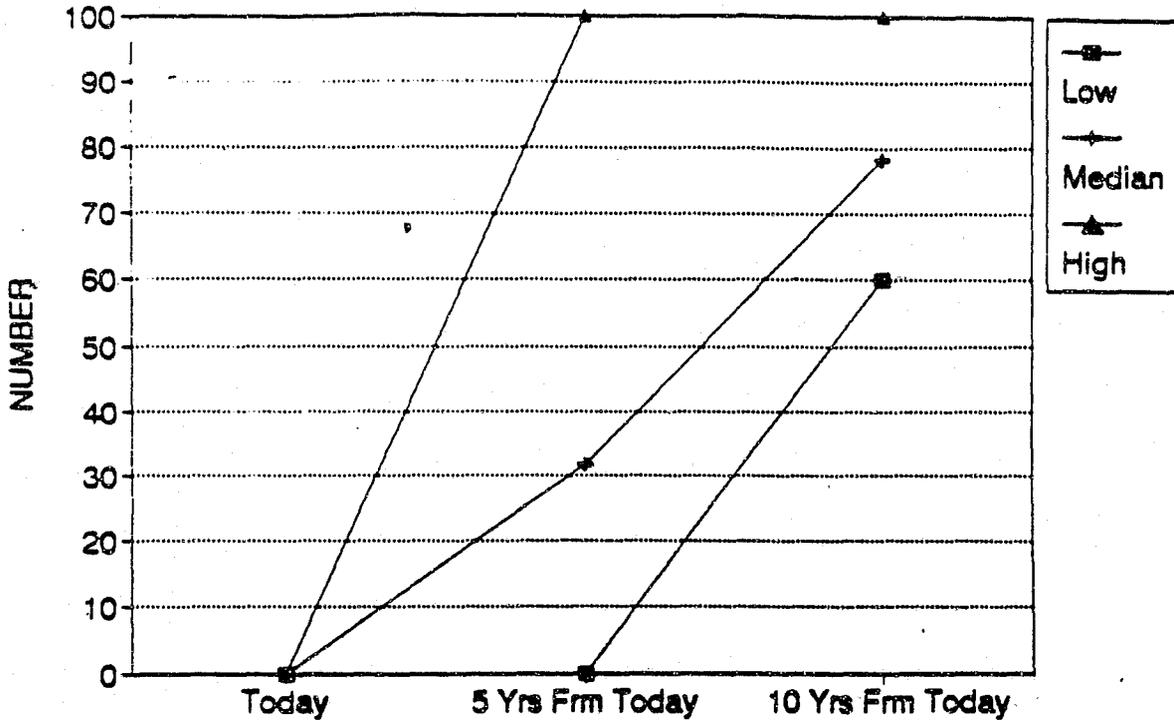


EVENT EIGHT

LAW CONTROLLING BIRTHRATE OF FOREIGN BORN

The panel felt there is a perception that the foreign born have a higher birthrate than citizens of the United States. This issue, the panel felt, will cause states, counties and cities to adopt laws controlling the birthrate of the foreign born population. This event will translate into a backlash towards the foreign born. This event will also raise other constitutional issues. This event was not rated high, and had a probability score of 52 by the year 2004.

ILLUSTRATION #19

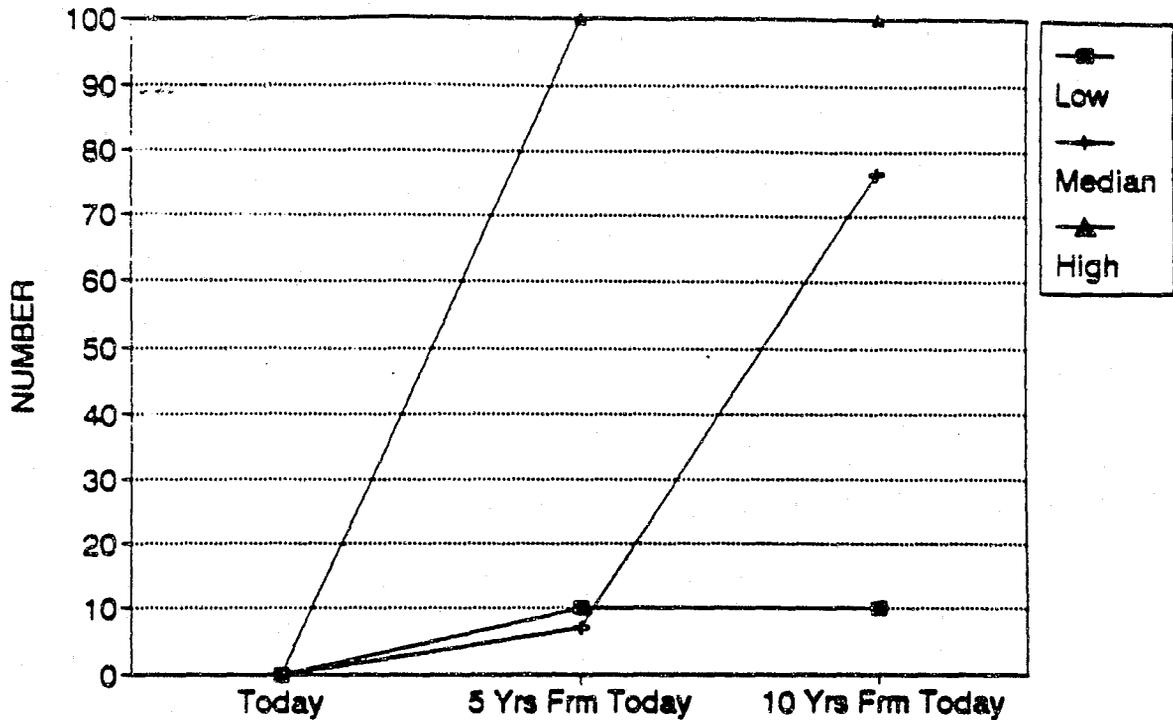


EVENT NINE

CHANGE OF CONSTITUTIONAL LAWS

The panel felt strongly that this event had a probability of occurring. If the foreign born issue continues to be a problem for people in this country, there will probably be an effort to change federal law as it applies to this population. Also, if this population becomes the majority and obtains voting strength, the government we know today can be significantly changed in the future. These changes, will have an impact on law enforcement. The probability score for this event was 78 by the year 2004.

ILLUSTRATION #20



EVENT TEN

CIVIL UNREST IN MEXICO DRIVES UNEMPLOYED TO CALIFORNIA

The panel felt that with the poor economic picture in Mexico, it will cause their unemployed to seek jobs in California. This would cause the illegal immigrant issue to worsen. They felt that some future event would trigger mass unemployment in Mexico. Also, if this population was unable to find work, it would impact the job market in California and possibly the homeless issue. This event had a probability rating of 77 by the year 2004.

## CROSS IMPACT ANALYSIS

After the NGT exercise was finished, a cross impact analysis of the top ten events was conducted. This computer-generated analysis took place on March 30, 1994. Assisting in the analysis were Chester Panique and John Hensley, both members of Class Twenty, Command College.

The process of the analysis involved projecting the impact of each forecasted event on each of the other events. This was done in the form of a percentage change, plus or minus, over the original forecast. For example, if event three occurred (racial war), it would likely have a negative impact on event five (sealing the border). If event five occurred (sealing the border), it would likely have a positive impact on event ten (large increase of unemployment foreign born).

The average probability for each event at ten years was used as the beginning probability. The impact analysis used the knowledge of the author, Panique and Hensley. This group independently and collectively analyzed the impact of each event on the other nine. After each evaluator finished their analysis of the events, they were compared and an agreement reached on how each event would impact the others.

When this was completed, a computer program was used to determine the probabilities for each event. The original probability for each event was entered followed by the cross impact analysis of each of the other nine events. The information entered included the plus, minus, or no percent change of each event as

determined by the evaluators. The computer program then created the final probabilities of the events. The following chart shows the event-to-event cross impact matrix. The first column contains the initial probabilities based on the average for ten years. The last column contains the final probabilities as determined by the computer program.

TABLE FIVE  
CROSS IMPACT MATRIX

Initial Prob	E-1	E-2	E-3	E-4	E-5	E-6	E-7	E-8	E-9	E-10	Final Prob
E1 93	X	-2	-1	2	0	3	2	0	1	-5	E1 93
E2 92	-2	X	-1	-2	0	0	2	0	0	0	E2 89
E3 79	2	-3	X	2	1	1	2	-2	1	1	E3 84
E4 85	1	0	-3	X	0	0	-3	-2	2	-2	E4 81
E5 81	0	0	-10	-5	X	0	-10	-10	0	-15	E5 44
E6 79	1	0	0	0	0	X	-2	-2	0	-2	E6 76
E7 85	-2	2	2	1	0	0	X	2	0	1	E7 89
E8 52	-1	0	1	0	0	0	1	X	0	1	E8 53
E9 78	1	0	1	1	0	0	-2	-2	X	-1	E9 77
E10 77	2	0	3	1	3	0	1	3	1	X	10 88

TABLE SIX  
EVENT PROBABILITIES

<u>EVENT #</u>	<u>INITIAL PROBABILITY</u>	<u>FINAL PROBABILITY</u>
E-1	93%	93%
E-2	92%	89%
E-3	79%	84%
E-4	85%	81%
E-5	81%	44%
E-6	79%	76%
E-7	85%	89%
E-8	52%	53%
E-9	78%	77%
E-10	77%	88%

In reviewing the cross impact analysis, it appears that several of the events will have negative impacts upon others. Event five indicates the greatest negative impact. This event involves FNS allowing other law enforcement agencies to conduct immigration sweeps. This event will have a negative impact on events three, four, seven, eight and ten. Only event ten was positive as it interacted with all the other events. Event eight showed only 1 negative impact (with event one), and only three positive impacts. Events two, four, five, six and nine were not impacted at all by event eight. This author found event three to be the most significant as it impacted all the other events.

Event three deals with a racial war. If this event occurs it will have a definite impact on local law enforcement enforcing

immigration laws, would probably decrease the chance of a foreign born becoming a mayor, would definitely cause the sealing of the border, cause local agencies to conduct immigration sweeps, cause the California Penal Code to be changed, would target the pockets of foreign born, would cause a law being passed to control birthrates among foreign born, would cause constitutional law to be changed and finally, would cause mass unemployment of the foreign born due to the backlash.

In reviewing the final probabilities generated by the computer program, it was interesting to note that the range was from a low of 44 (event five), which dealt with the sealing of the border to a high of 93 (event one), which dealt local law enforcement enforcing immigration laws.

#### INTERVIEWS

After the NGT and cross impact analysis, scenarios were developed using the original issue statement. At that time the issue statement was "The impact of the foreign born population on a large law enforcement agency by the year 2004." This statement was later modified due to being too broad. A new statement was developed that provided a narrower focus, but still evolved from the original issue. The new issue statement became, "The impact of the Spanish-speaking only population on a large law enforcement agency by the year 2004. When this statement was developed it was not possible to convene the original NGT panel. However, the work they did was used to support, develop and create the new issue statement. To

gain more information regarding the issue statements, one-on-one interviews were conducted as well as surveys of community people and police command level personnel.

The first person to be interviewed was Ms. Irene Tovar, who is a community activist in the San Fernando Valley portion of the City of Los Angeles. She also is a member of a Police Spanish Language Council in this area. The area has a population of 1,500,000 with an Hispanic population of 600,000, of which 400,000 speak only Spanish.

Ms. Tovar felt that the Spanish-speaking population will be an issue for law enforcement in the future. As the population grows they will continue to be victims of crime as well as commit their share of crime. She is aware of the need for the population to learn English so they can function effectively in the city. However, many of the services they need can be obtained from Spanish speaking businesses. Also, all forms of media, in Spanish, exists for them, print, radio and T.V. Due to continued growth of the Hispanic population, she was in strong support of the police department recruiting officers that reflected the Hispanic community as well as speaking Spanish. She further stated that the police department can not wait for this population to learn English, and should teach officers how to speak Spanish. If the police department can communicate with the population many positive things will occur.

The need for cultural training was also discussed and she felt it should be part of the training provided to officers. If a

police department can do all of these things effectively, then the community based policing programs being implemented will be effective. As for requiring the population to learn English she felt it was a good idea, but that it was not a priority. As for the educational system she felt the youth that were Spanish-speaking only, would have an impact on the educational system and would require bilingual education. Finally, she felt that there was a backlash occurring against this population due to the recent passage of a law directed at the illegal immigrant. This law and other attempts at other new laws directed at the immigrant population could cause some form of civil disorder.

The second person interviewed was Mr. Xavier Hermosillo, a radio talk host on radio station KMPC. He is also a resident of San Pedro, an area in the southern portion of the city of Los Angeles. He felt that the Spanish-speaking population would be an issue for law enforcement in the year 2004. Police departments currently do not always reflect the community or address the language needs of non-English speaking individuals. He was in favor of the non-English speaking population learning English and supports bilingual education.

In the area of training he felt more Spanish and cultural awareness classes were needed for police officers. Since the police department did not mirror the community, the recruitment of more Hispanic officers who spoke Spanish should occur. He did not feel there would be a significant backlash against this community, nor civil unrest. As for community based policing programs, he

felt they would not be successful in the communities where Spanish was spoken, if the officers did not speak the language.

The third interview conducted involved Principal Bud Jacobs, Venice High School, Los Angeles, CA. His school is located on the westside of Los Angeles. His school has a student body population of 2,400 of which 60% or 1,440, are Hispanic. He stated the Spanish-speaking only population was growing, but not in the numbers they were prior to the passage of Proposition 187 which was directed toward the illegal immigrant population. He also was of the opinion that this population should be a growing concern to law enforcement due to the communication issue. If the police cannot speak with the population in their language, then they will not be effective. This in turn will impact police community programs that are important.

He was aware that this population was part of the crime picture as victims and, because of the language barrier, probably did not report crime like they should. He felt that to interact with this population in a positive manner, the police should have officers that speak the language. If there are not enough bilingual officers, then increased recruitment efforts have to take place. He supports bilingual education and felt that it should not be taken out of schools. They make up most of the student body not only at his school, but the Los Angeles School District and do cause an impact. However, he did not feel this population would cause racial or civil unrest.

## SURVEY

In order to gain more information about how the population felt about the issue statement, a survey form was developed (Appendix D). The survey was presented to a group of police commanding officers and at a police community meeting to those in attendance.

### Commanding Officers

There were 10 commanding officers who took the survey and they answered the survey questions as follows:

1. Will the Spanish-speaking only population be a problem for law enforcement by the year 2004, and if so why?

Of the ten, nine answered yes. They felt that language would be a barrier and the population as a whole would continue to grow. Presently, there were not enough Spanish-speaking bilingual officers, and the need for more will be greater in the future. The one no answer was from a captain who felt the problem would be no greater than in other groups.

2. Will the Spanish-speaking only population be a bigger part of the crime picture in the future?

Of the ten, eight stated yes due to the size of the population and its growth contributing to crime. Two were not sure, too many variables.

3. Should this population be required to learn English?

Six answered yes and four answered no.

4. Will this population have an impact on the training of law enforcement officers?

All ten answered yes with replies such as, more language and cultural training, as well as community based policing.

5. Will this population cause a backlash against them?

Six of the individuals answered yes and some felt that it had already started due to the recent passage of proposition 187. Two stated no and two were uncertain.

6. Do you foresee this population being the cause of racial unrest leading to civil disorder?

Three stated yes, four stated no and three stated possibly.

7. Will this population cause a problem in the public educational system?

Eight stated yes with the problem already present in some way, two stated no.

8. Should law enforcement agencies conduct meetings with this population in Spanish, if so why?

Seven answered yes, with three uncertain. Most felt that there was a need to communicate with them if law enforcement is to have an impact with them and bridge cultural gaps.

9. Will police department's community based programs be impacted by the Spanish-speaking only population? If so why?

All ten answered yes and stressed the need to have bilingual officers.

10. Will this population cause constitutional changes in laws in the future, if so why?

Only one answered yes, four answered no with five unknowns.

11. Will community pockets of Spanish-speaking only populations be a problem for law enforcement, if so why?

Eight stated yes, two answered no. Most felt that the language barrier and resistance to law enforcement would be the main issues.

#### COMMUNITY MEETING

There were 26 individuals who returned the survey after the meeting and they answered the survey questions as follows:

1. Will the Spanish-speaking only population be a problem for law enforcement by the year 2004, and if so why?

Of the twenty six , 20 answered yes, because of the language barrier and the police the population as a whole would continue to grow.

2. Will the Spanish-speaking only population be a bigger part of the crime picture in the future?

Of the twenty six, 14 stated yes, eight were not sure and four stated no.

3. Should this population be required to learn English?

Twenty answered yes, five answered no and one did not answer.

Many that answered yes felt they should learn English, but did not see the need to require it.

4. Will this population have an impact on the training of law enforcement officers?

Twenty four answered yes, one no and one no answer.

5. Will this population cause a backlash against them?

Nine stated yes, three no and thirteen unknown.

6. Do you foresee this population being the cause of racial unrest leading to civil disorder?

Eleven stated yes, eight stated no and seven were not certain.

7. Will this population cause a problem in the public educational system?

Thirteen stated yes, seven stated no and six uncertain.

8. Should law enforcement agencies conduct meetings with this population in Spanish, if so why?

Nineteen answered yes, four stated no and with three uncertain. Most felt that there was a need to communicate with the population to be effective.

9. Will police department's community based programs be impacted by the Spanish-speaking only population? If so why?

Sixteen answered yes, four no and six unknown or uncertain. Most felt that as this population grew the need to speak to this group in Spanish would also increase.

10. Will this population cause constitutional changes in laws in the future, if so why?

Five answered yes, ten answered no with eleven unknowns or no answer. Those that answered yes stated it will occur when the government is forced to do so. Some felt that as the population grows and more are able to vote, they will be the cause of the changes if any.

11. Will community pockets of Spanish-speaking only populations be a problem for law enforcement, if so why?

Twelve stated yes, eight answered no and six uncertain or no answer. Most felt that the language barrier and resistance to law enforcement would be issues if law enforcement did not work with the community through community based policing programs.

### SCENARIOS

In order to present the information contained in this project in a real life situation, scenarios were developed using the ten events. A scenario is a written fictional narrative. In this case, with a point of reference in the future, with forecasted events and trends as if they had occurred. The three scenarios presented involve the following:

A best case scenario, where every effort is made to manage the issue in a positive manner.

A worst case scenario, where the worst happens and everything goes wrong.

An intermediate or most likely scenario is what would probably occur if no efforts were made to change the future.

In developing the scenarios, information was fed into a scenario computer program. The program required information from the previously discussed cross impact analysis. This information was then entered into a SIGMA Scenario Generator computer program which generated 100 scenarios. From the results of these computer generated scenarios the most likely, best case and worst case scenarios were developed. The information provided by the program was then reviewed and three scenarios developed. It should be noted that the information from the one-on-one interviews as well as the survey information was not used in the development of the computer generated scenarios since the information was obtained after the NGT exercise. Only the information from that exercise was used. However, the interview and survey information is used later in the report.

The scenario most likely to occur was developed using seven events with the greatest probability of occurring. The probability rating of these events occurring ranged from 82% to 97%. The program forecasted the three events that would not occur (Appendix E).

The best case scenario was developed using seven events with the greatest probability of occurring. The probability of these events occurring ranged from 85% to 98%. The program forecasted that three events would not occur (Appendix F):

The worst case scenario was developed using the nine events with the greatest probability of occurring. The probability of these events occurring ranged from 88%-107%. The program forecasted that one event would not occur (Appendix G).

In each of the following scenarios they all start out in the year 1995, and Richard Smith, a male white is the Mayor of Los Amigos, California, a fictional city. Los Amigos is a city of three million people, in an urban county and is located in the southern part of the State of California. Los Amigos is located 50 miles from the Mexico border. Demographics of the city are such that all ethnic groups are well represented. However, the employees of the city do not quite mirror the community. The Los Amigos Police Department (LAPD), is made up of 7,000 sworn officers and 3,000 civilian employees. The police department has been struggling in its recruitment efforts to adequately represent the city population, which is 41% Hispanic, 13% Black, 6% Asian, 38% white, 1% American Indian and 1% other. The Chief of Police is James Goodguy, male white, who has been with the department 35 years, the last ten years as chief.

#### MOST LIKELY SCENARIO

In developing the most likely scenario, the following computer generated scenario was used:

## ILLUSTRATION #21

This is what happens!!

Run #35 of 100

1. Jan. 1995 E-10. Increase Unemployment of foreign born  
T=93
2. Mar. 1995 E-4. INS sweeps by other agencies  
T=95
3. Apr. 1995 E-1. Law enforcement enforces INS laws  
T=94
4. Oct. 1995 E-9. Change constitutional laws  
T=97
5. May. 1999 E-7. Pockets of foreign born  
T-90
6. Nov. 1999 E-3. Racial war  
T-82
7. Nov. 1999 E-2. Foreign born mayor  
T=87

The events which do not happen are:

1. E-5. Sealing the border
2. E-6. Changes in PC to address foreign born
3. E-8. Control birth rates

In January 1995, the Mayor of Los Amigos is faced with unemployment and budget problems. He has seen a decrease in city resources while the community continues to demand more services and jobs. Crime is up and a portion of the population blames the problems on the foreign born population who use city resources and pay little if no taxes. A major portion of this population speak only Spanish. Therefore, the city faces language as well as cultural problems.

In reviewing statistical information, Mayor Smith finds that the largest group of unemployed is the Spanish-speaking only population (E-10). This same information also discloses that this population is more likely to become victims of crime and that the majority of suspects committing crimes are from the minority

population. Mayor Smith, armed with this information conducts a meeting with Chief Goodguy to discuss these problems. Smith asks that this population, many of whom he feels are illegal immigrants, be dealt with in a firm but legal manner. He informs the chief that they are a drain on city resources and need to be apprehended and sent back to their country of origin. He further informs the chief that if he neglects this problem the upcoming city police budget will suffer severe financial problems.

Chief Goodguy realizes that he is not in a position to enforce federal immigration laws and requests a meeting with the Chief of the Immigration and Naturalization Service (INS), Mr Walker. Chief Goodguy is informed that INS does not have the personnel to deal with the problem, but that the office in Washington, D.C. will be contacted for advice. In March of 1995, Chief Goodguy is contacted by Chief Walker and told that his agency, Los Amigos Police Department, and surrounding agencies, can engage in INS sweeps of illegal aliens with other local agencies (E-4). As Chief Goodguy is planning implementation of these sweeps, he hears that Washington, D.C. is going to allow all law enforcement agencies to enforce federal immigration laws.

On April 1, 1995, due to the growing immigration problem across the United States, a directive from the Chief of INS is sent to all law enforcement agencies. The directive states that due to the shortage of federal INS agents, all law enforcement agencies (state, county and local) are being requested to assist in enforcing federal immigration law (E-1). Chief Goodguy then calls

a meeting of his command staff to plan how to address the problem of the illegal immigrants. Members of his staff inform Goodguy that it may be unconstitutional to stop everyone that officers feel are illegal immigrants on the basis of appearance. Also, since the majority of the illegal immigrants speak only Spanish, the issue of communication is raised. One of the Deputy Chiefs, Gomez, at the meeting states that because a person speaks only Spanish or some other foreign language, that does not make him/her an illegal alien. At the conclusion of the meeting, it is felt that INS sweeps could be conducted. If probable cause exists, street officers could enforce the federal INS laws. Plans are then made to police the illegal immigrants, the majority of which are Hispanic. Again, Deputy Chief Gomez raises the issue that out of the 7,000 officers on the department, only 325 speak Spanish. He cautions Chief Goodguy that the language issue could result in a serious negative incident.

On October 1, 1995, a law is passed in Sacramento designating English the official language in the State of California. In addition, another law is passed eliminating medical, educational and welfare benefits for individuals who are not legally in the country (E-9). With this change in the law, all law enforcement agencies are asked to enforce the immigration laws. Chief Goodguy then calls another staff meeting to discuss and plan for this new law change. At this meeting he is told that the department does not have the resources to address the problem. He is also told that there is unrest among pockets of foreign born communities,

especially the Spanish speaking-only population. He instructs his staff to do their best in enforcing federal as well as the laws of the State of California.

In the years that follow 1995, the LAPD is faced with a department that is decreasing in size, that does not mirror the community, and a recruitment effort which has not produced sufficient Spanish-speaking officers.

By May 1, 1999, the department is faced with tremendous dislike not only by the Spanish-speaking population, but by many of the minority and white populations. This dislike is due to the white population concerns that the department has done nothing to stop the crime problems caused by the Hispanic and other minority populations. They also feel that the illegal population has drained the city of its financial resources and that the LAPD has contributed to the problem by not taking a more aggressive stand to rid the city of these people. The other side of the coin, reveals the minority and Spanish-speaking populations concern that their constitutional rights are being violated daily by the LAPD who have in their opinion become immigration officers. This population is constantly demonstrating and asking for resignations from the mayor and chief of police. Meanwhile the Spanish-speaking only population continues to grow. To fight back, the different foreign born groups have banded together and set up their own communities within the city (E-7). The American born population has developed a strong dislike towards the foreign born and feels that these immigrants are the cause of all the city's problems.

On August 3, 1999, two LAPD officers stop a Hispanic youth for a traffic violation. As the officers approach the youth, they ask him to step from the car. The youth does not respond so one of the officers opens the driver's door and grabs the youth by the shoulder, pulling him from the car. Both officers begin asking the youth questions in English, but there is no response. As the youth is reaching for his wallet in his back pocket, one of the officers believes he is reaching for a weapon. The officer, in fear for his life, draws his weapon and shoots the youth. When the officer checks the wounded youth, he finds he is holding his wallet. It is then learned that the youth, even though he was born in Los Amigos, only speaks Spanish and lives in one of the Hispanic communities in the city. This incident triggers more demonstrations wherein the city's majority population calls for the resignation of the mayor and the chief. Both refuse causing more unrest. By November 1999, the city is involved in a full race riot (E-3). Businesses and homes of the Hispanic population, as well as the white population, are looted and burned. The riot lasts for 10 days wherein 64 lives are lost. It is finally controlled after federal troops are brought in just before Thanksgiving. At the end of November, Mayor Smith announces that he is resigning. With this announcement comes a flood of new candidates. One of the leading candidates is a United States Senator, Juan Garcia, born in Mexico, but a legal citizen. By now the city has reached a population wherein Hispanics make up 49% of the population, Whites 25% Asians 15%, African Americans 9%, and 2% other. Garcia is elected and begins

several reform programs in an effort to regain peace in the city (E-2). Chief Goodguy retires and is replaced by Deputy Chief Gomez.

#### BEST CASE SCENARIO

In developing the best case scenario, the following computer generated scenario was used:

#### ILLUSTRATION #22

This is what happens!!

Run #48 of 100

1. Jul. 1995 E-7. Pockets of foreign born  
T=93
2. Jun. 1996 E-10. Increase Unemployment of foreign born  
T=86
3. Jan. 1997 E-1. Law enforcement enforces INS laws  
T=85
4. May. 2000 E-4. INS sweeps by other agencies  
T=87
5. Feb. 2003 E-6. Changes in PC to address foreign born  
T=93
6. May. 2003 E-2. Foreign born mayor  
T=98
7. E-5. Sealing the border  
T=103

The events which do not happen are:

1. E-3. Racial war
2. E-8. Control birthrates
3. E-9. Change constitutional laws

With the start of each fiscal year, Chief Goodguy releases a State of the Community police report for the public. On July 1, 1995, LAPD makes the report public. In the report, police statistics, crime and arrest information is provided. Also the changes in the population of the city is reported. The report shows that crime has increased significantly among the Spanish-

speaking only population. These crimes are occurring within pockets of the foreign born within the city (E-7). These pockets are numerous and quite large within the city. This is followed by the Korean and Chinese populations. The report also indicates that these three populations make up the majority in the city. Many cannot speak English and most cannot vote. In his report, Chief Goodguy points out that the language barrier, especially among the Spanish-speaking only population, has become a significant concern to him. He does not have enough Spanish-speaking officers to properly service this population. However, he has started a new recruitment program to hire more officers that speak Spanish as well the Asian languages.

The report also identifies unemployment rates in the city, revealing a significant increase within the Spanish-speaking only population (E-10). It is also noted that as this population continues to grow, jobs become more difficult for them to obtain. If they manage to gain employment, wages are usually low, causing them to rely on welfare. Their numbers grow larger on street corners as day workers. In June 1996, another report is prepared by the city disclosing information that the majority of unemployment in the city is among the foreign born population and that it is draining city resources. The report also shows that many of the foreign born are illegal. Mayor Smith asks Chief Goodguy to address this issue.

In January 1997, Chief Goodguy announces that his department has entered into an agreement with the Immigration and

Naturalization Service (INS) to enforce federal immigration laws (E-1). Officers are trained in these laws. Public service messages on radio, TV and print media inform the city populations of the police department's intent. Community meetings are held regarding the new immigration enforcement policy. At these meetings, the Hispanic population, which is the largest in the city, expresses concern over the new policy. The main concern is that the police department will discriminate against this population because they are Hispanic, a good portion speaking Spanish only. They point out to the chief that not everyone who is Hispanic and speaks only Spanish is in the country illegally. Furthermore, there is concern that a single negative incident could spark a major disturbance in the city. Chief Goodguy acknowledges their concerns and causes training to be given to his officers in an effort to prevent a negative incident. Many people from the Hispanic population are recruited to help the chief with the training of the officers.

Even with the strong efforts of the LAPD to identify those who are in the country illegally, the foreign born problem continues to grow along with the Spanish-speaking only population. By the year 2000, the problem with the illegal population is not manageable by the LAPD. Even though there have been strong recruitment efforts to hire more Spanish speaking officers, as well as those who speak other languages, the LAPD feels that it has been ineffective in addressing the problem. The problem is not unique to Los Amigos and is felt by other cities in California. At a state conference of law enforcement officials, it is decided that all agencies

should conduct INS sweeps in the form of multi-agency task forces (E-4). The sweeps appear to be effective for a period of time, but by January 2003 are proven to be ineffective. In February 2003, Governor Whatsup signs a new law into effect. The law is added to the California Penal Code stating that employers cannot employ individuals who are in the country illegally (E-6). Also, another law is passed that designates English as the official language of the State of California, making it a crime to speak another language in public or in the work place.

By now the immigrant issue has become heated and Mayor Smith because of his supportive position of the new language law and the INS sweeps, is removed from office by recall. The foreign born population has grown and along with it the number that can vote. In fact, 50% of the city is Hispanic and 38% of them can vote. The Asian population is now 20% with 15% able to vote. The other 30% of the population has a voting strength of 37%. With the strength of the Hispanic and Asian votes, Los Amigos Councilman Juan Garica, the first foreign born mayor, is elected (E-2). Garcia does not support the new language law, nor the enforcement posture of the LAPD and tells Chief Goodguy to change it.

The illegal immigrant problem continues to grow, and Governor Whatsup asks the federal government to seal the Mexican/California border. The governor feels that if no one is allowed to cross at the border stations in either direction, the flow of illegal immigrants will stop. The governor is successful and in November 2003, the border between Mexico and California is sealed (E-5).

This effort, however, only slows the immigrants who in time find ways to get around the sealed border.

#### WORST CASE SCENARIO

In developing the worst case scenario, the following computer generated scenario was used:

#### ILLUSTRATION #23

This is what happens!!

Run #59 of 100

1. Jan. 1996 E-4. INS sweeps by other agencies  
T=102
2. Mar. 1996 E-6. Changes in PC to address foreign born  
T=108
3. Dec. 1996 E-1. Law enforcement enforces INS laws  
T=107
4. Feb. 1999 E-10. Increase Unemployment of foreign born  
T=100
5. May. 1999 E-7. Pockets of foreign born  
T-93
6. Sep. 1999 E-9. Change constitutional laws  
T=96
7. Sep. 2000 E-3. Racial war  
T=88
8. Mar. 2001 E-2. Sealing the border  
T=93
9. Mar. 2003 E-2. Foreign born mayor  
T=98

The events which do not happen are:

1. E-8. Control birth rates

In 1985 Chief Goodguy became the Chief of Police of Los Amigos Police Department. At that time he noticed that the population in the city was changing as more and more immigrants came to the city. Many of the immigrants are from Hispanic and Asian countries. He also observed that this population does not become involved with the various existing police community programs. As a progressive

chief, he attempted to address the needs of this community by trying to work with them. He recruits officers who reflect the community culture, but many do not speak the languages of this population. In many cases neighborhoods begin to take on new appearances and reflect the immigrant population residing therein. Also, in these areas the native language is spoken and English is only used when necessary.

In 1995 the Los Amigos Police Department notices the growing problems accompanying the increasing illegal immigrant population, especially those that are Spanish-speaking only in the city. The Immigration and Naturalization Service (INS) is asked for assistance. They reply that due to budget cuts, the department is on its own. Since the immigration issue is a problem for many cities in California, the INS in January 1996, grants authority to all law enforcement agencies to conduct INS sweeps and raids (E-4). This move by the INS is seen as a way to assist not only the LAPD, but other agencies as well. The governor of California also wants to help, working hard to change certain laws so that law enforcement can more effectively deal with growing Spanish-speaking only population. In March 1996, Governor Whatsup causes significant changes to the California Penal Code (E-6). Through his efforts laws are created that allow law enforcement agencies to stop and question people they think are illegally in the country. The Governor also causes a law to be passed which states that English is the official language of the State of California. With this language law, individuals who do not speak English are

suspect. As this is put into effect, the LAPD feels it would help their city since 42% of the population are Hispanic and over half speak Spanish. Instead, this law causes an uproar among the legal population who feel that because they look Hispanic will be stopped and questioned. In many cases, many are bilingual and strongly voice that the new laws are discriminatory and lead to negative contacts and possibly a major incident.

Throughout 1996 the LAPD is actively involved in trying to address the illegal immigrant population. They find that they do not have enough Spanish speaking officers to be effective with this large population. There are incidents where people are stopped and questioned who are actually citizens, but because of an accent or their appearance are stopped. This causes tension to grow among the immigrant population.

The illegal immigrant issue has become a priority in California. By late 1996 the issue has reached Washington, D.C. To assist with the problem, the Director of the INS, in December 1996, issues a directive that allows all law enforcement agencies to enforce INS laws (E-1). At the start of 1997, the Los Amigos Police Department creates a illegal immigrant task force to find, arrest and deport illegal immigrants. This task force is very active and targets locations where they suspect illegals live or work. However, the task force is not very successful due to lack of personnel who speak the necessary languages and funds. By February 1999, the city begins to see some impact of the immigrant laws that have been put into effect. A large portion of the immigrant

population has become unemployed, standing on street corners, and continuing to take advantage of the free social and medical services available to them. The laws people thought would solve the problems in many ways have created new and different ones. These law changes are costing the city money and since the immigrant population is not paying taxes, the city budget cannot be balanced and public services suffer.

In May 1999, the police department releases a study pertaining to major crime areas in the city. The study shows that these areas are located in the heavily immigrant populated pockets. The majority of these pockets involve the Spanish-speaking only population. These areas continue to grow along with the problems created by this population (E-7).

By September 1999, the federal government recognizes the problems created by the immigrant population in the United States. This causes Congress to create and pass new constitutional laws giving law enforcement more power to stop and talk to foreign born people (E-9). As officers from Los Amigos Police Department begin to enforce these new laws, lawsuits are filed against the city, the police department, and the involved officers on the basis of discrimination and violation of constitutional rights. Due to the new level of enforcement towards the immigrant population, especially the Spanish-speaking only, tension increases in the pockets of foreign born communities in the city.

On September 4, 2000, these tensions explode into a full scale race war, overwhelming the police department (E-3). The riot began

when an LAPD Immigrant Task Force stopped a youth they thought was illegal. The youth spoke only Spanish and did not understand the commands of the officer. On that particular night, no Spanish speaking officer was available. Misinterpreting the officer's demands, the youth reached into his back pants pocket to get his green card to show the officers. The officer, thinking the youth is reaching for a weapon, draws and shoots his weapon. The officer's shot strikes and kills the youth. As the shooting investigation unfolds, it is learned that the youth was in the country legally and had just finished working his shift at a manufacturing company.

Many lives are lost in the riot which ceases after the United States Marine Corp is called in to restore peace. As a result of the racial war, other riots are triggered in other parts of California, causing the federal government to seal the Mexican border in March 2001 (E-5). Sealing the border and the military involvement causes the riot to stop in the City of Los Amigos. However, tensions are still high.

Peace finally comes to the City of Los Amigos when Councilman Juan Garcia is elected Mayor in March 2003. Mayor Garcia was born in Mexico, but became a citizen of the United States in 1981. Shortly thereafter, he became the first Hispanic on the city council. At this time the city has grown to 50% Hispanic, 15% Asian, 10% Black, 22% White, 1% American Indian and 2% other. Of the 50% Hispanic population, it is estimated that 60% speak only Spanish. The first thing Mayor Garcia does is ask Chief Goodguy to

retire or be removed from his position. Chief Goodguy elects to retire and within six months Deputy Chief Gomez becomes the new police chief.

#### SUMMARY

The futures forecasting process in this section of the report helped define the issues, trends and events which will be addressed in the strategic planning process. After conducting the futures study, the issues initially developed using the futures wheel and literature search are still relevant.

When the study first began its focus was on the impact of the foreign born population on a large law enforcement agency. The NGT panel that came together focused to some extent on that issue. However, it was too broad and the focus was narrowed to the issue of the impact of the Spanish-speaking only population. This issue and the sub-issues identified were also part of the futures wheel that was identified. All NGT panelists felt that language, and specifically the Spanish-speaking only population was a futures issue for law enforcement.

The results of the NGT exercise indicates that panelists can make projections relating to the futures issue. The information obtained was quite valuable. Using this exercise as a form of obtaining information was very useful in forecasting future events and trends. The information obtained from the exercise as well as the survey and interviews conducted helped define the direction of the study.

A scenario computer program was used as was a cross impact analysis process. Both allowed the author to determine a course of action in developing scenarios. In reviewing the information from the cross impact analysis and scenario process, it is obvious that issue of the immigrant population will play a major role in the future of California. More specifically though is the issue of language. With the Hispanic population becoming a significant group within the state, and more specifically in Los Amigos, the Spanish-speaking only population will be a significant futures issue that requires immediate attention.

Based on the information obtained from the futures study, it will be important for the Los Amigos Police Department to begin addressing the issues raised now. In the next section of the study, the strategic planning process will be used to develop a plan for implementing the desired future.

### SECTION THREE

#### STRATEGIC PLAN

In creating a strategic plan, it is important to have a mission statement identifying the areas of concern for an organization, providing direction and establishing avenues of communications both inside and outside the organization. The focus of the statement is important to ensure commitment and consistency for the organization.

In developing the mission statement for the Los Amigos Police Department, the diversity of the community served and its multiple cultural and language needs were considered, as well as its status as by the year 2004. To address this issue a Modified Delphi Process was used to develop a mission statement and a strategic plan. The process consisted of a seven-person panel of varying backgrounds, all with the Los Angeles Police Department. They are as follows:

- Lieutenant Otis Dobine, Detective Commanding Officer
- Sergeant William Morgan, O.I.C., Community Relations Unit
- Sergeant Leonard Ross, Personnel Complaint Investigator
- Sergeant Greg Hancock, Patrol Adjutant
- Sergeant Andrew Smith, Administrative Supervisor
- Detective Peter Waack, Supervisor Crimes Against Persons
- Officer Patricia Ibarra, Administrative Aide

## THE LOS AMIGOS POLICE DEPARTMENT MISSION STATEMENT

It is the mission of this department to work in partnership with the multi-cultural and diverse residential and business communities of the city. To better serve the communities, it will be the goal of the department to reflect the diversity of the city and treat all members of the community with equality, dignity, respect, and enhance public safety and reduce crime.

## SITUATIONAL ANALYSIS

In order to determine the ability of the Los Amigos Police Department (LAPD) to carry out its mission, a situational analysis was conducted. This involved the LAPD's present status and its ability to change. It also involved examining environmental, organizational and stakeholder concerns and using the WOTS-UP analysis process (Weaknesses, Opportunities, Threats, and Strengths-Underlying Planning). This process reveals whether an organization is capable of working with its external and internal environments. The external environment presents opportunities and threats to the mission of the department. The internal environment presents strengths and weaknesses of the organization. Both are key concerns and provide the foundation to success or failure of a strategic plan.

The strategic plan developed in this project is based on the fictional city of Los Amigos, but it could apply to similar cities in California which are very similar. In developing the plan the trends and events identified through the Nominal Group Technique

(NGT) panel were used by the Modified Delphi panel in its analysis process. Since the Modified Delphi panel consisted of personnel from the Los Angeles Police Department, the environmental analysis will be based on the environment within this department and the trends and events involving the Los Amigos Police Department (LAPD). The organizational analysis will involve the Los Amigos Police Department scenario.

#### ENVIRONMENTAL ANALYSIS

This analysis will involve the use of the STEEP model (Social, Technological, Economic, Environmental, and Political) to present the opportunities and threats which can impact the mission statement.

#### SOCIAL ISSUES

Opportunities: As the growth of the foreign born and Spanish-speaking only population increases, society in California will change and take on a new look. This growth will cause the police department to change through the recruitment and hiring process. With this change will come demographic diversity within the city, and the opportunity to adjust training needs of personnel, such as language training, to provide effective law enforcement service. Community partnerships will be developed which is at the heart of community based policing. Progressive law enforcement agencies are implementing such an approach to better serve their communities.

The Los Amigos Police Department is no exception. With its close proximity to the Mexican border, LAPD must make proactive adjustments as its population changes. By making timely and effective adjustments, the department can greatly benefit from the social changes occurring within its city.

Threats: The most significant threats facing the Los Amigos society are a negative backlash and hate crimes directed at the Spanish-speaking only population. These external threats could spread internally to the police department where acts of discrimination could occur. To address these concerns policies prohibiting this type of conduct must be developed and timely training provided.

#### TECHNOLOGICAL

Opportunities: With the population change, technology will play an important role. It will assist law enforcement in communicating effectively with the multiple languages that will exist among the city population. Computer technology translating documents and police reports into English and other languages will be a necessity as will voice computer translation. Portable translation computers for field officers, once developed, will be standard equipment. This technology will create new jobs, business markets and stimulate the computer industry.

Threats: The only threat is that the technology will not be developed quickly enough for law enforcement and public use. A

smaller, but important threat will be the cost of the technology in relation to existing budgetary concerns.

#### ECONOMIC

**Opportunities:** The growth of the Spanish-speaking only population can be a very positive factor. More people means more businesses and services for the community. As previously stated, if new technology is developed to address the needs of this population, it can be an economic plus. The technology can generate tax revenue for the city and help fund services this population will require. One of these services is law enforcement.

**Threats:** In terms of economics, the increase of the Spanish-speaking only population is viewed as a significant threat. This population uses many of the free social services available. It is perceived the population is costing the government money as many do not pay taxes. As this population grows and continues to require police service, the economic status of the Los Amigos Police Department can be negatively affected if the Spanish-speaking only population do not pay their share of taxes. This could become a serious threat to the welfare of the city and its police department.

#### ENVIRONMENTAL

**Opportunities:** The population growth will create new environmental opportunities for the Los Amigos Police Department. Not only will there be a shift in the physical appearance of the

community, but a shift of the work environment. By being proactive the department can hire officers that speak Spanish. The department can also promote officers who reflect the community to leadership roles. Training programs can be developed to address language and cultural needs of the community, greatly improving police interaction with the community. Recognizing and/or foreseeing environmental changes within their city will afford the police department some control over the outcome of these changes.

Threats: The greatest threat to the city is the existing population's opposition to the environmental changes. Such opposition can lead to lack of funding for police programs, and thus lead to their failure. Such opposition, therefore, can negatively affect the entire environmental status of the city and its police department.

#### POLITICAL

Opportunities: There are a number of political implications related to this issue as well. As the population grows so does the political opportunity for these groups to elect individuals to represent their interest in the political arena. The Los Amigos government can establish new laws, policies and procedures, creating a more positive environment for all ethnic groups to live and work in.

Threats: As the foreign born, Spanish-speaking only population increases and becomes more involved in the political process, opposition from the traditional political conservatives

could impact proactive efforts of support groups. Within the police department, the political climate could become heated with the police union opposing changes that would increase the hiring and promotion of foreign born individuals, especially those that speak Spanish as well as English.

#### ORGANIZATIONAL ANALYSIS

The Los Amigos Police Department (LAPD) has 7,000 sworn officers (6,000 uniform and 1,000 detectives), and 3,000 civilian employees. The Police Chief, James Goodguy, has been with the department 35 years and has been the chief the last ten years. The department has not hired additional officers due to a budgetary crisis. The analysis revealed the following strengths and weaknesses that need to be considered in the development and implementation of the strategic plan for the department.

#### STRENGTHS

Chief Goodguy is viewed as a progressive individual who is concerned about the community. He has acquired a federal grant allowing him to implement a community based policing program that stresses positive interaction with the community. As part of the grant, outside consultants are brought in to assist the department in developing a solid program. Through the recruitment process he is slowly addressing the ethnic needs of the community. Internally, he has begun to promote more individuals that reflect the ethnic make-up of the city. Many of these individual are

supportive of the department's new programs. Politically, he enjoys the support of Mayor Smith and most of the city council. Recently, a new police commission was put into place and they too are supportive of the department's efforts. Most of the community appears pleased with the chief and his department's efforts.

#### WEAKNESSES

Chief Goodguy, though not resistant to change, has not acted as fast as some people in the community would like him to. He has implemented a community based policing program, but has not provided clear direction to his personnel or the public. He also faces resistance to change within his department. Implementation has been slow, and many are hoping that the chief will retire.

The hiring and promotion processes of the department are not viewed favorably by a large number of the employees. Many employees feel that the promotion and job placement of females and minorities in key positions is not fair and is destroying the department. Even though the chief appears to be liked by the mayor and city council, there are rumors that he in fact is not well thought of.

Due to city budget problems, the department has not been very proactive in many of the programs the chief has implemented. There are also problems with the police union. Officers have gone several years without a pay raise and have adopted an attitude that the police department is just a job and not a career. They have lost confidence in Chief Goodguy whom they feel does not have their

best interest in mind. There has been no effort to provide language or cultural training for officers to effectively deal with the Spanish-speaking only population. Programs for positive interaction with the community have not been developed on a department-wide basis.

### STAKEHOLDER ANALYSIS

Stakeholders are defined as individuals, groups, or organizations who are impacted by what an organization does about an issue, are able to impact an organization with regards to an issue, or care about an issue or organization. A "snaildarter" is an unanticipated stakeholder who can radically impact the strategy addressing an issue. Part of the strategic planning process is identifying stakeholders and snaildarters and determining the assumption each has about the issue.

Based on the Los Amigos scenario, eleven stakeholders and two snaildarters have been identified. They are listed below along with assumptions pertaining to them.

### STAKEHOLDERS

1. James Goodguy, Police Chief, Los Amigos Police Department
  - a. Chief Goodguy is concerned about the issue and believes his department can handle it.
  - b. Expects political support in addressing the issue.
2. Richard Smith, Mayor, City of Los Amigos
  - a. Is concerned about the political impact of how the police

- will interact with the Spanish-speaking only population.
- b. Is of the opinion that the city can adjust to the Spanish-speaking only population.
3. Concerned Taxpayers Association
- a. The association is concerned that they will pay the bill for all the Spanish-speaking only population.
- b. Is of the opinion that more Spanish-speaking only people will cause crime to increase.
4. Los Amigos Homeowners Association
- a. Believes the police department should keep the Spanish-speaking only population off the street corners.
- b. Is of the opinion that Spanish-speaking only people will lower property values and cause a negative element to move into neighborhoods.
5. Los Amigos Public Assistance Agency
- a. Believe that they cannot handle the population increase.
- b. Believe citizens will lose services to the Spanish-speaking only population.
6. Al Jones Superintendent, Los Amigos School District
- a. Is of the opinion that the schools are not prepared to handle a large population increase in this area.
- b. Believes that bilingual education is a waste of money.
7. Joe Sanchez, President, Los Amigos Civil Rights Organization
- a. Believes the Spanish-speaking only population will not be treated fairly by the police.
- b. Knows that there are racists in the police department.

8. Father Jacobs, Pastor Christians United
  - a. Believes there is room for all people in the city.
  - b. Is of the opinion that churches should extend a helping hand to this population as well as the citizens of the city.
9. Sergeant Williams, President, Los Amigos Police Union
  - a. Believes management is ruining the department through its recruitment and promotion practices.
  - b. Is of the opinion that the non-tax paying Spanish-speaking only population will impact membership salary raises.
10. Bill Bailey, President Los Amigos Business Association
  - a. Is concerned the Spanish-speaking only population will have a negative impact on the business community.
  - b. Believes business costs will increase to support the non-working Spanish-speaking only person.
11. Spanish-speaking only population
  - a. Believe they are not welcomed by many in Los Amigos.
  - b. Are of the opinion they will not be treated fairly by the city.

#### **SNAILDARTERS**

Two "snaildarters" were identified by the Modified Delphi panel. The two were noted because the panel felt that though they appear to be positive stakeholders, the "snaildarters" have the ability to be very disruptive.

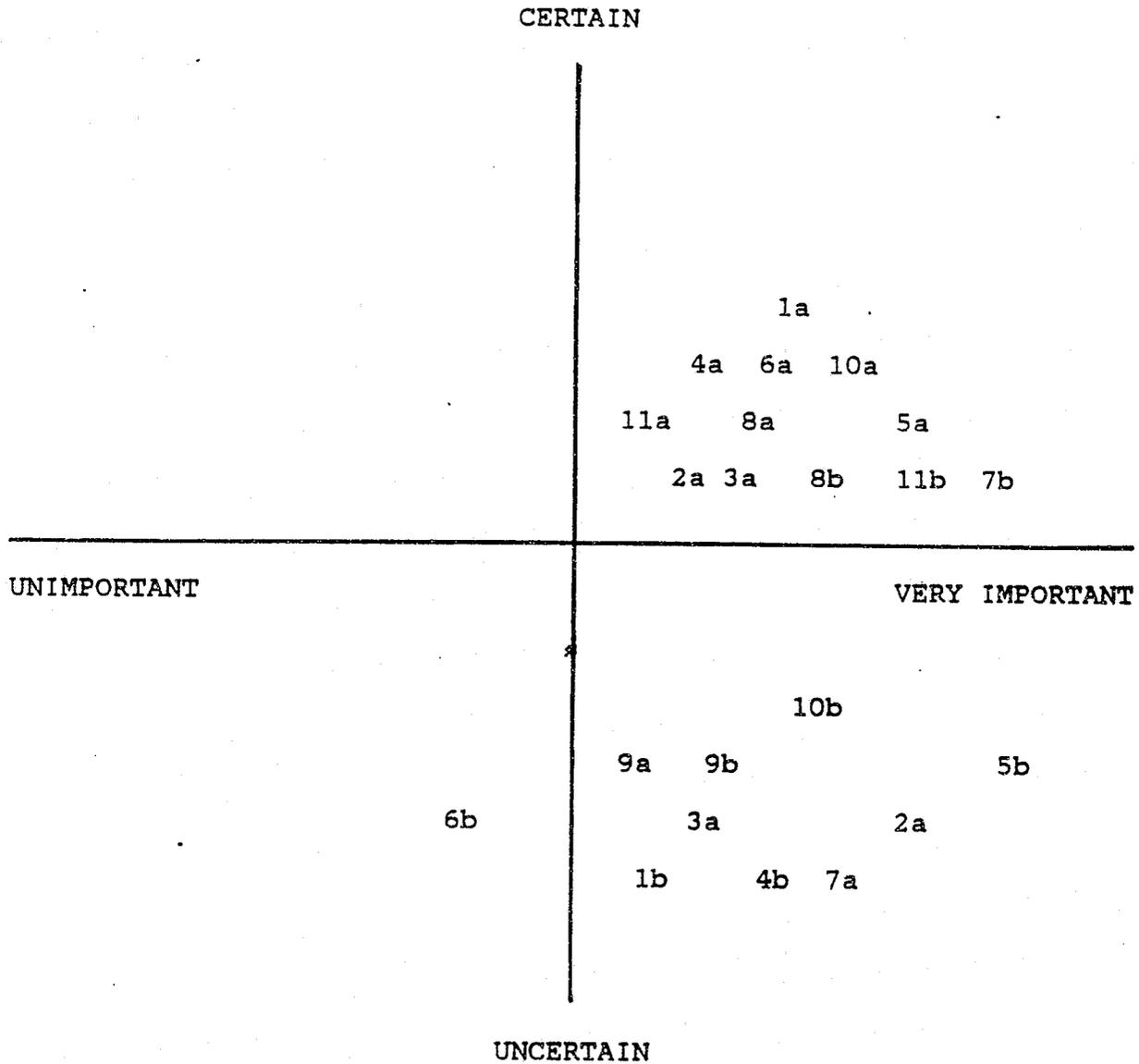
1. James McCain, President, Los Amigos Unified Voters
  - a. His organization believes that only American citizens are entitled to social benefits provided by the city.
  - b. Is of the opinion that the increase in Spanish-speaking only population will ruin the city; he opposes their growth.
2. Joe Flowers, editor Los Amigos Daily Star (newspaper)
  - a. Believes they are neutral on the issue.
  - b. Is of the opinion that people want to hear only the facts. His paper will continue to report such facts as they relate to the Spanish language issue.

The stakeholders identified are all within the city and represent private, public and organizations. They do not appear to be receptive to the increase of Spanish-speaking only people in their city.

To view the level of importance and certainty of each stakeholder assumption, an Assumption Map was created. The stakeholder map indicates numerous assumptions in the right upper portion. This quartile involves assumptions believed to be certain and important.

ILLUSTRATION #24

ASSUMPTION MAP



LEGEND

- |                             |                              |
|-----------------------------|------------------------------|
| 1. Chief Goodguy            | 7. Civil Rights Organization |
| 2. Mayor Smith              | 8. Christians United         |
| 3. Taxpayer Association     | 9. Los Amigos Police Union   |
| 4. Homeowners Association   | 10. Business Association     |
| 5. Public Assistance Agency | 11. Foreign Born             |
| 6. School District          |                              |

## ALTERNATIVE STRATEGIES

The Modified Delphi panel, identified earlier in this section, developed nine alternative strategies that would prepare the Los Amigos Police Department for the foreign born issue. In rating the strategies the panel considered costs, organizational needs, organizational impact, stakeholder support, political concerns, feasibility, and short and long term desirability. The strategies are listed below:

1. Increase the number of officers in the department, and in the process include more Spanish-speaking officers.
2. Create a Police Advisory Group well represented by the Spanish-speaking only population.
3. Develop a positive media campaign to reach into the Spanish-speaking only population.
4. Develop a cultural and language training program for officers that would improve their effectiveness.
5. Develop police/community partnerships with the Spanish-speaking only population.
6. Develop community police classes that would educate the Spanish-speaking only population on state and city laws.
7. Use more electronic technology, such as videos, to reach the Spanish-speaking only population.
8. Los Amigos Police Department should work more with public assistance programs and lend support.
9. Develop an outreach program where officers attend social

functions of the Spanish-speaking only population so they can get to know the people and cultures better.

#### CRITERIA USED TO RATE STRATEGIES

Police budget	Community support
Stakeholder support	Political concerns
Training issues	Feasibility
Available personnel	

Based on the rating criteria established by the panel, advantages and disadvantages of the various strategies were discussed. The strategies were then compared to the rating criteria. The strategy that ranked highest was increasing the size of the police department and hiring more qualified Spanish-speaking officers. Ranked second was the need to develop a training program which would prepare officers to deal with cultural and language barriers in a sensitive and effective manner. Third was the need to reach out into the Spanish-speaking only community, educating them about laws so they can understand and interact with the police in a positive manner.

The panel then discussed the pros and cons of each strategy. They found that parts of the other six strategies could be included in the top three, thus strengthening them. The panel agreed that these six would be incorporated into the final three strategies.

**STRATEGY ONE** - increasing the size of the police department and hiring more Spanish-speaking officers.

This strategy would not only increase the size of the department, but would recruit and increase the number of Spanish-speaking officers. Looking into the future, the panel felt that if the department began a strong recruitment program now, they would be able to keep up with the growth of the Spanish-speaking only population, and continue to be effective. Other benefits of this strategy would be an increase in officers which would positively affect police service to the community.

The disadvantage of this strategy is that it is the least cost effective. Its implementation would also depend upon political support. Improper funding would result in its ineffectiveness and would impact the other strategies. The panel also felt that many of the stakeholders would probably not support or remain neutral on the strategy. Those who publicly voiced their opposition of the strategy would run the risk of offending other stakeholders and the community at large. Finally, the strategy would target minorities and those who speak a foreign language, possibly creating tension among the community as well as the stakeholders.

The advantages of this strategy are great. Properly developed and presented the strategy would benefit both the Spanish-speaking only population, as well as the entire community. An increase in officers would have a positive impact on crime, response time and other police programs for the entire community. If funds are available, it is in the best interest of the police department and the stakeholders to be proactive in this matter.

STRATEGY TWO - develop a training program that would prepare officers to deal effectively and sensitively with the cultural and language barriers.

This strategy would focus on improving the officer's abilities to interact with the English and non-English speaking foreign born population. Since the majority of the population is Hispanic, the main focus here would be the Spanish-speaking only population. Development of the proper training program would be critical. Community involvement from the city's different ethnic groups would be advantageous and strengthen police/community relationships. Officer awareness of the cultures and languages of the community will demonstrate the department's commitment to this issue.

An advantage to this strategy is that training costs would not be significant if the program is properly developed and managed. There are numerous experts in this field, as well as colleges and universities that can provide instructors as part of their contribution to community service. In creating the program, the department can develop its own instructors and continue the program into the future on its own.

There are some disadvantages to this strategy. It may politically offend some members of the community who feel the funding and time involved could be better spent. It may also polarize the city council and the stakeholders on the issue. However, the panel felt that mixed support for this strategy from stakeholders and politicians could be overcome. Proper presentation of the program could result in a positive shift of

support from the stakeholders as well as politicians. It was felt that the Hispanic and Asian communities may also provide strong support for this strategy. Strategy two will play a very supportive role in the development of strategy three.

**STRATEGY THREE** - the need to reach out to the Spanish-speaking only community and educate them about the law so they can understand and interact with the Los Amigos Police Department in a positive manner.

This strategy would involve officers reaching out and working closer with the non-English speaking population. Since the Hispanic community is in the majority, a great deal of time would be spent with them. The officers would learn the educational needs of the respective communities. Classes would be developed in the language of the ethnic community and provide them with the information to interact with officers in a positive manner. In the process the officers themselves would be educated in the language and culture of the community.

This strategy would have the advantage of obtaining strong support from the respective ethnic groups which are also stakeholders. Cost would be minimal if any and could be off-set by community members themselves becoming involved. A strong community based policing program would develop from this community involvement and proper officer training.

A disadvantage would be lack of support from non-foreign born English speaking population. They would resist the police

department in implementing this strategy. The issue of English being the only language spoken in the work place, as well as in the schools, has already been raised by the taxpayers' association. The strategy could also polarize the community as well as the political structure of the city.

Chief Goodguy, a progressive leader, feels this strategy is important for his community based policing program and wants to implement it. It will be important that he present the positive aspects of this strategy, including benefits to be derived thereof. Obviously, a community that is well informed and works well with the police provides people with a better place to live and work.

#### PREFERRED STRATEGY

The recommended strategy for the Los Amigos Police Department is a combination of all three strategies since they build off of one another. To be totally effective with the Spanish-speaking only population, all the strategies must be implemented as one plan.

As new personnel are recruited and hired, they must attend a police academy. Here, all the elements of the three strategies can come together. The new recruits will be exposed to different ethnic groups, and taught languages as they go through their training. However, the main focus will be on the Spanish-speaking only population since Hispanics make up the largest population in the city. Along with language training, cultural training will also be taught to help the officers interact in a more positive

manner with the different groups they will encounter.

To involve the community, leaders or representatives of the different ethnic groups will be invited to become part of the officer training process. This effort alone will improve the relationships between the non-English foreign born community and the police department. To ensure that everyone one is involved, the non-foreign born citizens will be invited to be part of the recruit training process.

To re-enforce the recruit training, in-service training for tenured officers will be conducted so they too can be prepared to interact with the different ethnic groups in the city.

#### IMPLEMENTATION PLAN

Before this plan can be implemented, several issues must be addressed. Political and public support is vitally important in achieving the goal of increasing the size of the department and obtaining the funds to implement increased recruitment and training at the police academy. In conjunction are the development of recruitment, training and community outreach programs. These programs will also require the training of selected personnel.

Prior to implementation of any part of the plan, Chief Goodguy will have to determine the number of new officers needed, their salary costs, and the costs for recruitment and training. These figures will be based on current needs and a projection of the population growth in the year 2004. With this factual information the chief will then begin a series of meetings. The first will be

with the Mayor and members of the city council to gain their support. Of equal importance are meetings with the community. The need and purpose of the plan and what the chief expects to accomplish must be clearly explained.

Internally, the chief will need to communicate to personnel at all levels, management and the rank and file, the purpose and necessity for the plan.

All of these individuals are stakeholders, and their united support must be obtained. With these meetings the chief will interact with those that oppose the plan. It will be his task to win them over. If he does not, they will have been part of the process and their input is as equally valuable as those that support the plan.

To gain support the chief will need to interact with snaildarter, Joe Flower, the editor of the Los Amigos Daily Star newspaper. This snaildarter is committed to reporting the facts. By supporting the plan with facts and explaining why doing something now will benefit and prepare the city for the year 2004, this snaildarter can become a strong advocate. In addition to the print media, other media, such as radio and television, need to be involved. Their involvement will ensure widespread communication of the plan.

Once support is obtained and funds budgeted, the first phase of the plan will be the selection of personnel to conduct the recruitment process. These individuals should be knowledgeable in the plan and be representative of the diverse community.

The second element of the recruitment phase will be the selection of personnel needed to process applicants for the academy. The selection of personnel to staff the academy should be accomplished as soon as the plan is implemented. These will be key individuals who will not only prepare officers for the field, but will establish the foundation for the department to positively interact with the growing foreign born and non-English foreign born populations. As part of this instructional group, community leaders or stakeholders should be selected to supplement the community outreach training.

The third and final phase of the plan will be the development of a community outreach educational program. This program will be similar to an academy program, but targeted for the community. The

instructional topics should be the same, but tailored to the respective ethnic groups that will attend. The cost of this program would be minimal since after a few sessions, community members who have gone through the program can serve as instructors.

Finally, a means to measure the success of the plan will need to be developed. This will involve audits, controls and systems that will allow for public and internal feedback. This feedback system should involve an ethnically diverse community advisory committee and an internal advisory panel of officers of all ranks. This feedback system will be very important and will allow timely and necessary adjustments of the plan. Though the plan can be viewed as short range by some, it is actually long range with a commitment to the year 2004.

## SUMMARY

In this portion of the study a strategic plan was developed to address the impact of the Spanish-speaking only population in the City of Los Amigos by the year 2004. A mission statement was developed that provides a focus and vision for the future of the department. Situational analysis was conducted of threats, weaknesses and opportunities involving the mission of the department. Stakeholders and snaildarters were identified and discussed, and assumptions were made regarding the future of the main issue. In addressing the future needs of the department, alternative strategies were developed. Some had strong support and some mixed support. It was apparent that some strategies could divide the community. However, Chief Goodguy felt strongly about all the strategies. Finally, the preferred strategy ultimately became a combination of all the strategies discussed. It contained three parts, and each could stand on its own. The strength in this plan, though, is in the three parts coming together.

In the next section, a transition management plan will be developed to address possible barriers to implementation of the plan. The transition plan will help ensure that the desired future is well managed.

## SECTION FOUR

### TRANSITION MANAGEMENT PLAN

Causing change within an organization involves the present state and moving from it to the desired future state. In order to do this effectively, it can not be done haphazardly and requires a transition plan to travel from the present to the future. In section three of this paper a strategic plan was developed for the futures state. This portion of the paper will address the development of a transition plan to get to the futures state from the present.

In this section a transition management plan will be developed for the fictional City of Los Amigos. Los Amigos was created during the futures study portion of the paper and a strategic plan developed.

The Chief of Police is Chief Goodguy and is viewed as a progressive, but conservative individual who is concerned about the community. He has implemented a community-based policing program and stresses positive interaction with the community. Through the recruitment process, he is addressing the ethnic needs of the community. Internally, he has begun to promote more individuals who reflect the ethnic make up of the city. Politically, he has the support of Mayor Smith and most of the city council. Recently, though, there have been demonstrations by the various foreign born populations who feel that they are not being treated equally by city government and the police. Though not resistant to change, Chief Goodguy is viewed by the immigrant population and especially

the Spanish-speaking only community as moving too slow and having a department that does not want to change.

#### RECOMMENDED STRATEGY

This strategy was developed from various strategies identified in section two of the report where a Modified Delphi panel was convened. Three strategies were developed with the final strategy being a combination of all three. This strategy allows all three to build off one other and therefore provide an effective plan.

The three parts of the strategy allow the department to address internal as well as external concerns. Through training, all new recruits will be exposed to the different cultures among the ethnic groups in the city. The training will involve language and especially Spanish. To involve the community, leaders or representatives of the different groups will be invited to be part of the training officers will receive. To ensure the entire city is represented, all citizens will be invited to the training process. Finally, to re-enforce recruit training, in-service training for tenured officers will be conducted so they too can be prepared to interact with the Spanish-speaking only population.

Collectively, the three parts will be known as the Los Amigos' Hispanic Outreach Program. This program will interact with this population in a positive manner and will improve the environment within the department as well as with the community. The goal of this plan is to prepare the LAPD to handle the projected increase

of the Spanish-speaking only population, their needs and political concerns as they pertain to the police department.

#### CRITICAL MASS

In the strategic planning section of the report, stakeholders were identified. They are individuals, groups and organizations that will be impacted by or will impact the Spanish-speaking only issue. The critical mass involved in transition change is different than stakeholders. Critical mass are individuals or groups whose active commitment will cause a successful transition if they support the change. The critical mass can be members of a stakeholder group, but not all stakeholders are part of the critical mass. Some stakeholders are very important as they are in a position to prevent or cause the success of a program.

The concept of critical mass was applied to the stakeholders identified in the report, and the following were identified as members of the critical mass:

James Goodguy, Chief of Police

Richard Smith, Mayor

Sergeant Williams, President LAPD Union

Al Jones, Superintendent Los Amigos School District

Joe Sanchez, President, Los Amigos Civil Rights Organization

Father Jacobs, Pastor, Christians United

In addition to the listed critical mass, the following individuals were also identified who were not part of the original scenarios developed. However, they play important roles in the success of the planned strategy.

Alice Sweet, City Manager

Joe Garcia, Personnel Director, City of Los Amigos

Bill Harris, Captain, Personnel Division

Sara Week, Captain, Training Division

If the change is to occur, none of the individuals identified in the critical mass can be in a position to stop the change. If any are identified as being blockers, they must be changed to a position to at least cause the change to happen. At least one of the individuals must be in a position to cause the change to happen.

ILLUSTRATION #25

CRITICAL MASS CHART

CRITICAL MASS ACTORS	BLOCK CHANGE	LET HAPPEN	HELP HAPPEN	MAKE HAPPEN
Chief Goodguy			O-----<---X	
Mayor Smith		X---->---O		
City Manager Sweet		X----->-----O		
Sergeant Williams		X---->---O		
Superintendent Jones	X----->---O			
Joe Sanchez		X---->---O		
Father Jacobs		O-----<-----X		
Joe Garcia	X----->-----O			
Bill Harris		X----->-----O		
Sara Week			XO	

X Current Commitment  
O Commitment needed for change

Chief James Goodguy recognizes the need to create positive change in his department and address the growing Spanish-speaking only population. He realizes that to be effective in the future the department needs to make proactive changes now. He is sensitive to the impact increased recruitment of personnel will have internally in the department. He also realizes that in order for his community based policing program to be successful, he must address the ethnic and language needs of the city. Chief Goodguy wants to be prepared for the future and is in a position to cause change. As Chief of Police he must be the driving force to implement the program. He is viewed as being in the "Make Happen" position and needs to move to the "Help Happen" position. Since he is already committed to the program, all that is needed is his strong support. However, he should not be the one responsible for implementing the change. That responsibility will be given to Captain Bill Harris, Personnel Division, who will lead the team to implement the strategy developed. However, it will be Chief Goodguy's job to provide his support and leadership to the implementation team.

Mayor Richard Smith is concerned about the political impact that the police program will have on the non-foreign born English-speaking population in the city. He will soon be up for re-election and does not want to jeopardize his campaign. However, he sees that the demographics are changing and feels that the city can adjust to the growth of the Spanish-speaking only population. He

has emphasized the need for creating a work force in government that reflects the community. The police department is the first to come out publicly with a program to address this concern. Mayor Smith wants to be identified as supportive of the police department; but as stated is concerned about the political impact. Since he is already supportive and is in the "Make Happen" position, he needs to be moved to the "Help Happen" position. With his support in this area, budget concerns of the program can be given a proper review and support. He can also be a positive force with the members of the city council.

City Manager Alice Sweet is known as a progressive individual who supports having a work force reflective of the community. She is aware that the department does not mirror the community very well. She realizes that changes within the department must occur and wants to be known as supportive of the department's efforts. She has a "Let Happen" attitude but because of her position needs to be moved to the "Help Happen" category. Chief Goodguy recognizes that as the city manager she has the ability to be a driving force in helping the department achieve its mission. It will be his task to work with the city manager and cause her to move to the "Help Happen" category. With a full understanding of the program, she will be very helpful when the police department comes before the city council and requests funds for program implementation.

Sergeant Williams as the union president can be a very important player in the department's plan. In his position he

feels responsible for improving the working conditions of his union membership. This usually occurs during contract negotiations and he feels that the proposed changes are a meet and confer issue. Presently, he feels that the proposed recruitment, promotion and training practices will ruin the department. He is also of the opinion that in the long run, the non-tax paying Spanish-speaking only population will impact the union's membership salary raises. Sergeant Williams is in the "Blocking Change" area and needs to be moved to the "Let Happen" area. In order to cause this change, he must be thoroughly educated in the department's plan and the benefits it would provide the membership. This educational approach must also occur with the officers who, as a whole, are very conservative and slow to accept change. Many of the officers do understand the proposed changes and the reasons why. To get the union aboard, Captain Bill Harris will have to work with Sergeant Williams and cause him to move from the "Block Change" area to the "Let Happen" area. Ideally, though, Captain Harris should strive to get Williams to move to the "Help Happen" area, but that may prove difficult. Captain Harris, in his approach, must convince Williams that with increased recruitment and hiring, new positions at all levels will be created, as well as better training and equipment. Also, for those officers who can speak another language, such as Spanish, a bilingual bonus will be given. Ultimately, the program will provide the union with a membership increase as well as more member benefits.

Superintendent Jones of the Los Amigos School District must

also be involved in the transition plan. However, he has stated publicly that the schools are not prepared to handle the projected growth of the Spanish-speaking only population. He further believes that bilingual education is a waste of time. There is no doubt he is in the "Block" category and must be moved to the "Let Happen" category. As the school district will play an important part in the department's plan to work with the Spanish-speaking only population, Jones must be convinced that change must occur and that it is better to deal with it in a positive way than to oppose it. It will be the role of Chief Goodguy to meet with Jones to seek his support. With the growth of the Spanish-speaking population will also come their children. It is important that the police interact with this youth in a positive manner very early on. Police school programs should be implemented, funded by federal grant monies, which may result in additional funding for the school district. With early intervention, the youth can be educated on the law; the returns would be better citizens.

Joe Sanchez, President of the Los Amigos Civil Rights Organization, believes that the Spanish-speaking only population will not be treated fairly by the police. He is aware that racism exists within the department. He has stated that he supports the concept that the police department has proposed in their language training plan. However, he has adopted a "wait and see" attitude. He is in the "Let Happen" category and must be moved into the "Help Happen" category. With the assistance of his organization, its concerns can be addressed as the new cultural, ethnic and Spanish

language training is developed. It will be the role of Captain Week to work with Mr. Sanchez and involve him in the development of the new training curriculum.

Father Jacobs is the chairperson of Christians United an organization made up of different pastors from different churches. He believes that there is room for all people in the city and feels that churches should extend a helping hand to the Spanish-speaking only population as well as the citizens of the city. In earlier discussions with him, he has been identified as being in the "Make Happen" category. His strong influence in his community is needed, but not to the extent that he poses a problem for the police department as being too close to the issue. He needs to be moved to the "Let Happen" category with the help of Chief Goodguy. In this category he can be very helpful and supportive. His input will be valuable in developing training and providing positive venues for the police department to interact with the foreign born.

Mr. Joe Garcia is the Personnel Director for the City of Los Amigos. He has come out publicly against the police department's program mainly because there are no additional funds for recruitment and staffing of personnel for the testing and processing of applicants. However, he is a valuable key to the success of the department's program and must be moved from the "Block Change" category to the "Make Happen" category. He must work with the police department in developing a solid applicant pool so the goals of the department can be met. His main liaison person in the police department will be Captain Bill Harris who

will work closely with Garcia to ensure that the timetable established for recruitment efforts is met. Also, since Mr. Garcia works for Mrs. Sweet, she must encourage him to adopt a more positive attitude and to become a team player.

Captain Bill Harris is in charge of Personnel Division and is responsible for processing all new police officers. His role in this plan will be very important in that he will develop a timeline to provide a sufficient number of recruits for academy training. If the timeline is not established, the program will not be on line, and other parts of the plan could fail. For example, if the Police Academy brings in additional staff and if a lapse in recruits occurs, then down time occurs, costing money and breaking the training cycle. Presently, Harris is in the "Let Happen" category and should be moved into the "Make Happen" category. This can easily be accomplished by Chief Goodguy who can inform Harris of the importance of his role and make him one of the key players in the department's plan.

Captain Sara Weeks is in charge of police training at the police academy. She is very supportive of the department's program and realizes that her role will be to gear up the academy for more recruit training as well as in-service training. She is a team player and is in the "Help Happen" category and does not need to be moved. She will work closely with community groups to develop an effective training program that will address the language concerns as well as the department community based policing efforts.

## TRANSITION MANAGEMENT STRUCTURE

In order to properly implement the proposed changes within the police department, a transition management team must be created. Its success depends upon the team's full understanding of the program, and their individual roles, sensitivity to controversial aspects of the program, their efforts in selling the plan internally as well as externally.

Chief Goodguy will be the driving force behind implementation of this change. His personal involvement in the plan is important, but not to the extent that he is the project manager. It will be his responsibility to select a project manager to carry out the plan. The project manager's responsibilities include providing leadership and direction to the transition team that will be formed. The manager is to be a staff level person who has regular contact with the Chief of Police as well as other city officials.

Based upon the needs of the program, the ideal person for project manager is Captain Bill Harris, Commanding Officer of Personnel Division. He has access to the chief and other members of the identified critical mass. Once appointed, Chief Goodguy should meet with Captain Harris and carefully identify the other members of the transition team including internal members of the department as well as external members from other city departments and the community. In the selection process, these members should be non-political.

In the internal process, a diagonal slice of the organization should occur. This will allow a represented number of personnel

affected by the change to get involved and become supportive of the change. This involvement will give the employees ownership in the change. This slice should include a lieutenant, sergeant, detective, police officer and civilian employee, as well as representatives from the different officer organizations within the department, such as the union and Sergeant Williams.

Externally, Chief Goodguy should contact those persons he feels should be on the team and invite them to participate. Those persons include School Superintendent Jones, Mr. Joe Sanchez, Father Jacobs and Personnel Director Joe Garcia. Once organized, Captain Harris will be the lead person and must establish regular weekly meetings to measure progress and make necessary changes. Chief Goodguy should meet with the team at its first meeting and then on a need basis for information update and team support.

Once in place the team will oversee the development and implementation of the program based on the established timeline. Through Captain Harris, the team will follow the overall direction established by Chief Goodguy and the program.

#### **TECHNOLOGIES AND TECHNIQUES TO SUPPORT IMPLEMENTATION**

Resistance accompanies the implementation of any new program. In order to overcome such obstacles, several techniques should be utilized by the team to effectively implement the program and address the changes caused within in the Los Amigos Police Department.

The following techniques and procedures should be included by the team in the implementation process:

#### **Readiness Assessment**

A readiness assessment should be conducted of the members of the team to determine their level of knowledge of the program, their willingness to motivate others, and their level of involvement and support of the program. The assessment should be conducted by Chief Goodguy and Captain Harris as they select the individuals for the team. The assessment will involve a review of employee personnel packages, an interview with Captain Harris, a survey form to capture how they feel about the community and a comment section to gain additional input. There will also be individuals selected for the team as a result of their abilities, rather than their attitudes. Though not necessarily ideal choices for the team, these individuals can present areas of weaknesses and strengths, allowing Captain Harris to effectively use his team members.

#### **Responsibility Charting**

This technique will identify individuals for specific functions who will be required for the implementation plan. It will establish responsibility for decisions and the depth of involvement of team members.

Charting results in clarifying behavior required to implement important changes, and reduces wasted energy and negative emotional reactions among team members. Since Chief Goodguy has chosen Captain Harris as the project leader, he should assist Harris in

development of charts and placement of members accordingly in the various functions within the team. Tasks or actions to be charted are the following:

Identification of community leaders to assist with various stages of the recruitment and training of officers.

Identification of private and public resources that help reduce the cost of the program through donations of money, equipment or expertise.

Development of training curriculum for recruits, in-service officers and community members.

Solicitation of the media; radio, TV and newspaper and the development of a public information program.

Development of a budget for the entire program.

Establishment of timelines.

Establishment of measures of effectiveness for the program once implemented.

Training of a community advisory panel made up of Spanish-speaking only individuals as well as other citizens.

This list though long is not a complete list of items on the responsibility chart. However, it does provide a sampling of the items that should be addressed by the team.

#### **Educational Intervention**

An important part of the transition plan, educational intervention can be very useful to overcome resistance. When change occurs individuals often resist due to the element of the unknown, as well as the perceived impact it will have upon them

personally. By educating department personnel, as well as the public, resistance can be reduced. Developing awareness can strengthen acceptance and support for the program. It will also help reduce anxiety levels of personnel.

An example of where an educational intervention can occur is at police roll calls where officers are introduced to the proposed changes. With proper group leadership a meaningful and educational discussion on the issues can take place. At these meetings the officers can be made to feel that they have a voice in the proposed changes. If they see and understand the need for the change they will be supportive.

A simple thing such as a community meeting can be turned into an educational intervention. If the community views the Spanish-speaking only population as a problem, at the right time in the discussion they can be provided with information on the proposed plan. By asking them how the problem can be solved and encouraging their involvement, the implementation of the plan will have a positive beginning.

### **Surveys**

Surveys should be conducted to measure the effectiveness of any program designed to cause change within an organization. Surveys should be confidential and involve all employees. Surveys can be useful in measuring the level of understanding of the program by employees as well as the level of support. Depending on the results of the survey, follow-up training may be needed. Training should be developed by the transition team. Surveying

after program implementation would capture the effectiveness of the plan. This second survey could also provide information necessary for the department to make modifications in the program.

#### **Controls/Feedback**

Chief Goodguy will need to be informed of the progress of the program as well as progress of the transition team. Therefore, a control system should be established to track the different issues addressed by the team to make timely reporting to the chief about progress and problems encountered by the team. The control system should be established by the project leader, Captain Harris, who should keep the chief informed through memos, personal communication, formal reports and invitations to attend weekly meetings.

#### **Internal/External Communications**

When a new program is implemented, it is vital that efforts be made to keep all interested parties informed. To address this concern the transition team should develop a Los Amigos Police Newsletter to keep department employees informed of the progress of the program. This same document could be modified and made available to the community.

#### **Public Education/Media Relations**

Since this program involves the community, an educational program must be developed by the transition team. The media can also serve as a tool in keeping the public informed. The educational program should begin with the elected officials in gaining their support and understanding of the program. Next, the

community and special interest groups should be addressed through media and community meetings. Key people such as the Chief of Police and the Mayor should attend public meetings striving for community support. Regular media meetings should be developed and would be best handled by a press relations officer who is part of the transition team.

#### TRANSITION MANAGEMENT OUTLINE

The transition plan should be comprehensive and detail the sequence of events and actions that will lead to a successful implementation of the program. Establishing a timeline will help provide direction and a roadmap for the implementation plan. The following is an outline of the transition plan for the Los Amigos Police Department.

January 1, 1995 Chief Goodguy announces that the department will implement a new program to effectively interact with the rising Spanish-speaking only population. He simultaneously provides an overview of the program, and states that Captain Harris will be in charge of the project. That same day he meets with all personnel on the department and explains the purpose of the program, stressing its importance and the supportive role everyone should play.

February 1, 1995 Chief Goodguy and Captain Harris review the selection of transition team members and discuss the roles of each member based on their abilities. Both meet with Mayor Smith and City Manager Sweet who agree to support the program and provide a

reasonable budget.

March 1, 1995 The transition team has its first meeting and discusses goals and timetables. Chief Goodguy meets with all members and fully informs them of the program, again stressing the important role they play in the success of the program. At the end of the meeting the team establishes timelines.

April 1, 1995 The first strategy meeting is held with sub-committees formed to address the following; budget, recruitment, media, community liaison, training, tracking and measures of effectiveness.

May 1, 1995 The team holds a press conference and states that with the new fiscal year starting in July 1995, the first phase of the program will begin. This phase will be the training of community people as well as the police instructors at the academy. The budget for the following fiscal year 1995/96 is established, submitted and approved by the city council.

June 1, 1995 Community meetings are held to receive input. A survey developed for the community is distributed. A similar survey is also developed to be completed by both sworn and civilian personnel. The surveys identify areas of resistance, and the team forms a sub-committee to focus on the issues.

July 1, 1995 The training curriculum for both sworn and community personnel is developed and approved by Chief Goodguy. Internal and external members of the training cadre are selected and their training begins. Mass recruitment efforts for new officers begin with the approval of 450 new police officer

positions a year for the next five years by the city council. The team identifies that this figure will allow the department to parallel the population growth.

August 1, 1995 Selected community personnel and academy instructors finish their training. The training involves cultural and ethnic issues as well as Spanish language.

October 1, 1995 The first 75-person recruit class begins the new training, as well as 30 officers who attend a week long in-service session. The recruit training lasts six months, and six recruit classes are scheduled for each fiscal year. The next class is scheduled to start in May 1996. A schedule is established for 30 officers to attend in-service training once a week. It is estimated that it will take five years to provide this new in-service training to all personnel.

November 1, 1995 The first community outreach program starts with officers who have finished their in-service training.

January 1, 1996 The transition team provides a year-end report for the Chief of Police and the Mayor. The report contains recommendations and an evaluation.

April 1996 The first community survey is conducted to measure the impact of the in-service training and the impact of the first recruit class to graduate under the new training. Also, an internal survey is conducted to measure the effectiveness of the in-service program and the attitude of the officers.

May 1, 1996 Recommended changes in the program are considered, and a six-month timeline established for review of the program,

which is expected to be continuous through the year 2000. Since the program is expected to last for several more years, the transition team recommends that a review team be established to monitor the program and make necessary recommendations.

July 1, 1996 The transition team is dissolved and a monitoring team established that reviews the progress of the program quarterly. A final report and evaluation is prepared and submitted to the Chief of Police and the Mayor.

After this period, establish a system to annually conduct surveys to measure the effectiveness of the program. This survey should provide information about the attitude of the Spanish-speaking only population towards the police and the police towards them. As the need arises for changes they should be made in a timely manner to keep the implemented program focused to the desired future.

#### SUMMARY

Implementing a new program in a large organization involves constant review and changes. Before the program can be properly implemented, consideration must be given to the present state of the organization, the transition state, and the desired state some date in the future. In this portion of the report, a transition plan was developed to ensure the new program would have a fair chance to succeed not only in the Los Amigos Police Department, but in the community it would impact. A timeline was established which carried the program through a 1 1/2 year period with the transition

team and then turned over to a monitoring team. If this plan were followed, the desired goal of interacting positively and effectively with the foreign born would be achieved by the year 2000.

## SECTION FIVE

### CONCLUSION

The purpose of this study is to address the emerging issue of the Spanish-speaking only population and its impact on a large law enforcement agency by the year 2004. The issue was developed using data from a futures wheel, NGT, cross impact analysis, computer generated scenarios, individual interviews and survey documents.

In examining this futures issue, the present state must be addressed as well as the future impact on the law enforcement agency. When the project was started, little could be found on the issue in law enforcement publications. As it came to an end, the March 1995 issue of the FBI/Law Enforcement Bulletin published an article that addresses a portion of the issue. The article states that Hispanics now represent the fastest growing ethnic group in the United States with 23.4 million.<sup>16</sup> More importantly was the estimate that these figures will double in 30 years and triple in 60 years.<sup>17</sup> There is no doubt that as the Hispanic population grows, so will the Spanish-speaking only population.

The researched futures issue is not about the Spanish-speaking only population that will be here in the future. What has been addressed is the impact this population will have on law enforcement in the future. The information presented in the study allows law enforcement leaders to effectively interact and provide quality police service to this population.

Through this study and the processes described, law enforcement can positively impact this futures issue. The futures

wheel used provided useful information. The panel that met for the futures wheel identified language as well as cultural concerns. As the panel discussed the issue, it became apparent the Spanish-only Hispanic population was being overlooked. Concerns about hate crimes, racial unrest, lack of knowledge of laws, fear of the police and unemployment were key issues discussed. The concerns of the panel were also echoed by those who were part of a community survey, as well as those individually interviewed. From this input the main issue, sub-issues and scenarios were developed.

The issue statement "The impact of a Spanish-speaking only population on a large law enforcement agency in the year 2004," was the focal point of the study. It clearly was identified as an emerging issue for law enforcement. In fact, if law enforcement is proactive about the issue the fictional scenarios developed may never occur.

With regards to the first sub-issue ("What impact will the Spanish-speaking only population have on police personnel issues?"), concerned police departments must alter recruitment and hiring practices. First, outreach programs which recruit individuals that mirror the community must be developed. Secondly, there is a need to recruit more Spanish-speaking personnel, and provide bilingual bonus pay for their skill. Thirdly, the community itself should be asked to provide support, bridging gaps between them and the police. Finally, budget concerns must be addressed by city government if they are to resolve the issue effectively.

The second sub-issue is "What impact will the Spanish-speaking only population have on police training issues?" The study revealed there will be a significant impact in this area. Spanish language classes as well as cultural awareness training, must be provided. The training should be not only for recruits, but also for tenured officers through in-service training. The training must also include community based policing training classes so officers can effectively interact with the population.

The third sub-issue is "What impact will the Spanish-speaking only population have on police community relations program?" A proactive police department must get involved with its community and in the process create effective community relations programs. The strategy developed for this issue involves police department community based outreach programs. Through these efforts officers will be able to educate the population in community based policing. For program success, officers should be bilingual in Spanish and English. Through community support and police commitment, a partnership will be created.

The keys to success in the strategic plan involve recruitment, training and community involvement. All three are equally important. The ultimate goal of the plan is to create a positive environment for both the community and police.

Future research in this area must continue to be conducted and shared. At the conclusion of this study, the author had the opportunity to interview the Mayor and City Attorney of a city located just east of Los Angeles. The city is just over 2 1/2

square miles with a population of 42,000 plus and an 84% Hispanic population. Interestingly the mayors' and city attorneys' first language is Spanish. The interview was conducted in Spanish and English. Their council meetings are also conducted in Spanish and English. More importantly, the author witnessed a group of citizens concerned about their city. They feel the police department does not adequately communicate with them and is not a reflection of the community. There is a lack of community based policing programs which could provide positive intervention with the community. Overall, there are feelings of distrust between city leaders and the police department. If these problems are not addressed now, they will only get worst by the year 2004.

If departments can identify and address the needs of their Spanish-speaking only populations, they will be prepared to address futures issues in a positive way. It is the role of law enforcement leaders to identify futures issues, develop positive proactive intervention programs and challenge the problems early on. If this is not accomplished the future will be a difficult environment for law enforcement and the communities they serve.

## APPENDICES

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**FUTURES WHEEL**

**CIVIL RIGHTS**

**IMMIGRATION ENFORCEMENT**

**LANGUAGE BARRIERS**

**CULTURAL ISSUES**

**POLITICAL ISSUES**

**PERSONNEL RECRUITMENT**

**RELIGIOUS ISSUES**

**IMPACT OF THE FOREIGN BORN POPULATION ON A LARGE LAW ENFORCEMENT AGENCY BY THE YEAR 2004**

**COMMUNITY BASED POLICING ISSUES**

**PERSONNEL TRAINING ISSUES**

**BUDGET ISSUES**

**POLICY PROCEDURE ISSUES**

**MEDIA TV/RADIO/ NEWSPAPER**

**HATE CRIMES**

**DETERMINING SERVICE DEMANDS**

## TRENDS

1. Continued growth
2. More foreign born businesses
3. Officers who don't speak foreign languages
4. Officers who don't know the culture
5. New laws that cause problems for foreign born
6. Raise in crime
7. Hiring more officers
8. More educated officers
9. Increase in illegal vending
10. More homeless growth
11. More demands on social services
12. More HIV plus growth
13. Harder laws
14. White backlash
15. Increased private security
16. White flight
17. New housing
18. More traffic problems
19. Foreign born keeping cash at home
20. Youths dropping out of school and having to work
21. Increased youth problems
22. Increase in foreign born elderly
23. Increased birthrate
24. Increase in multiple dwellings
25. Higher taxes
26. No prevention of gang/narcotic problems
27. Higher sales tax, no income tax
28. Increase of volunteers
29. Foreign born demanding more education
30. More foreign born obtaining citizenship
31. More people carrying guns
32. Increase in police corruption

## EVENTS

1. Police enforce INS laws
2. Police officers carrying green cards
3. Non-citizen police officers
4. Large agencies merge
5. National holidays base on race
6. Foreign born mayor
7. Foreign born chief of police
8. No arrests on misd. crimes
9. Detectives working night shifts
10. Racial war
11. Pockets of foreign born
12. Elimination of certain races
13. Prison outbreaks
14. Death penalty used
15. Control of vehicles
16. Control of birthrate
17. Gas ration
18. Penal code laws on foreign born
19. Control of laws
20. Mass media changes
21. Change in police academy training
22. Non-sworn foreign born personnel
23. Restriction of business hours
24. Curfew laws for all
25. INS sweeps
26. Mexico becomes part of the United States
27. Electronic identification
28. Sealing the border
29. Denying non-citizens education
30. Denying foreign born medical care
31. Enforcement of food/health laws by police
32. One police department
33. Parents go to jail for their children
34. INS substation at police stations
35. More education
36. More employment
37. Identification seminars
38. 10,000 die in earthquake
39. Food riot
40. Unemployment increases among foreign born
41. Tatoos and other forms of identification for foreign born
42. Change in constitutional law
43. Change in civil rights laws

MOST LIKELY COMPUTER SCENARIO

Scenario number 35 out of a FAMILY of 100 follows:  
3364030

SEED =

(A 9-year SCENARIO using the 'rich1' data.)

THIS IS WHAT HAPPENS !!

Run # 35 of 100

1. Jan. 1995 E- 10. INCREASE UNEMPLOYMENT OF FOREIGN BORN  
T = 93
2. Mar. 1995 E- 4. INS SWEEPS BY OTHER AGENCIES  
T = 95
3. Apr. 1995 E- 1. LAW ENFORCEMENT ENFORCES INS LAWS  
T = 94
4. Oct. 1995 E- 9. CHANGE CONSTITUTIONAL LAWS  
T = 97
5. May 1999 E- 7. POCKETS OF FOREIGN BORN  
T = 90
6. Nov. 1999 E- 3. RACIAL WAR  
T = 82
7. Nov. 1999 E- 2. FOREIGN BORN MAYOR  
T = 87

The EVENTS which do NOT Happen are:

1. E-5. SEALING THE BORDER
2. E-6. CHANGES IN PC TO ADDR FOREIGN BORN
3. E-8. CONTROL BIRTH RATES

End of Scenario number 35 in a FAMILY of 100 : Seed used was 3364030

BEST CASE COMPUTER SCENARIO

Scenario number 48 out of a FAMILY of 100 follows:  
3365210

SEED =

(A 9 year SCENARIO using the 'rich1' data.)

THIS IS WHAT HAPPENS !!

Run # 48 of 100

1. Jul. 1995 E- 7. POCKETS OF FOREIGN BORN  
T = 93
2. Jun. 1996 E- 10. INCREASE UNEMPLOYMENT OF FOREIGN BORN  
T = 86
3. Jan. 1997 E- 1. LAW ENFORCEMENT ENFORCES INS LAWS  
T = 85
4. May 2000 E- 4. INS SWEEPS BY OTHER AGENCIES  
T = 87
5. Feb. 2003 E- 6. CHANGES IN PC TO ADDR FOREIGN BORN  
T = 93
6. May 2003 E- 2. FOREIGN BORN MAYOR  
T = 98
7. Nov. 2003 E- 5. SEALING THE BORDER  
T = 103

The EVENTS which do NOT Happen are:

1. E-3. RACIAL WAR
2. E-8. CONTROL BIRTH RATES
3. E-9. CHANGE CONSTITUTIONAL LAWS

End of Scenario number 48 in a FAMILY of 100 : Seed used was 3365210

WORST CASE COMPUTER SCENARIO

Scenario number 59 out of a FAMILY of 100 follows:  
3366208

SEED =

(A 9 year SCENARIO using the 'rich1' data.)

THIS IS WHAT HAPPENS !!

Run # 59 of 100

- |              |  |
|--------------|--|
| 1. Jan. 1996 | E- 4. INS SWEEPS BY OTHER AGENCIES           |
|              | T = 102                                      |
| 2. Mar. 1996 | E- 6. CHANGES IN PC TO ADDR FOREIGN BORN     |
|              | T = 108                                      |
| 3. Dec. 1996 | E- 1. LAW ENFORCEMENT ENFORCES INS LAWS      |
|              | T = 107                                      |
| 4. Feb. 1999 | E- 10. INCREASE UNEMPLOYMENT OF FOREIGN BORN |
|              | T = 100                                      |
| 5. May 1999  | E- 7. POCKETS OF FOREIGN BORN                |
|              | T = 93                                       |
| 6. Sep. 1999 | E- 9. CHANGE CONSTITUTIONAL LAWS             |
|              | T = 96                                       |
| 7. Sep. 2000 | E- 3. RACIAL WAR                             |
|              | T = 88                                       |
| 8. Mar. 2001 | E- 5. SEALING THE BORDER                     |
|              | T = 93                                       |
| 9. Mar. 2003 | E- 2. FOREIGN BORN MAYOR                     |
|              | T = 98                                       |

The EVENTS which do NOT Happen are:

1. E-8. CONTROL BIRTH RATES

End of Scenario number 59 in a FAMILY of 100 : Seed used was 3366208

SURVEY FORM

Person interviewed: \_\_\_\_\_

Interviewed by: Richard A. LeGarra

Date of interview: \_\_\_\_\_

1. Will the Spanish-speaking only population be a problem for law enforcement by the year 2004, and if so why?
  
2. Will the Spanish-speaking only population be a bigger part of the crime picture in the future?
  
3. Should this population be required to learn English?
  
4. Will this population have an impact on the training of law enforcement officers?
  
5. Will this population cause a backlash against them?
  
6. Do you foresee this population being the cause of racial unrest leading to civil disorder?

7. Will this population cause a problem in the public educational system?

8. Should law enforcement agencies conduct meetings with this population in Spanish, if so why?

9. Will police department's community based programs be impacted by the Spanish-speaking only population? If so why?

9. Will this population cause constitutional changes in laws in the future, if so why?

10. Will community pockets of Spanish-speaking only populations be a problem for law enforcement, if so why?

11. What other comments do you have regarding this issue?

**Voluntary Data**

American Indian  
 Asian or Pacific Islander  
 Filipino  
 Black  
 Hispanic  
 White  
 Other  
Sex: Female \_\_\_ Male \_\_\_ Age \_\_\_

## ENDNOTES

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- <sup>6</sup> Scholastic Update, November 19, 1993.
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- <sup>10</sup> Morgenthau, Tom, "America: Still a Melting Pot," Newsweek, August 9, 1994. pgs 16-23.
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