

**WHAT WILL BE THE IMPACT OF MEXICAN-AMERICAN
POLITICAL GROWTH ON SMALL AND MID-SIZED POLICE
DEPARTMENTS BY THE YEAR 2005?**

JOURNAL ARTICLE

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

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

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

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

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"What will be the impact of Mexican-American political growth on small and mid-sized police departments by year 2005?"

INTRODUCTION

Background: (A historical perspective)

Hispanics have been an important and integral part of the development of the State of California since the Spanish first explored and then colonized California in the late 1500s. Spanish colonialism lasted until 1821 when the state became a part of Mexico. The Spanish language, culture and social structure was predominate until California was ceded to the United States at the end of the U.S. Mexican War in 1848.¹

On May 13, 1846 the Congress of the United States declared war on Mexico based on unsubstantiated claims that representatives of the Mexican government had attacked and killed American citizens on American soil along the southwestern border. The Mexicans viewed the war as an example of American imperialism and a step to fulfill the American belief in the Puritan concept of predestination, or manifest destiny, a concept supported by a majority of the expansionist political opportunists in Washington, D.C.²

American armies defeated the Mexican forces and laid siege to Mexico City in 1848. With the American forces holding more than two-thirds of their country, Mexico was forced to surrender. The war ended with the signing of the Treaty of Guadalupe Hidalgo in 1848. Under the terms of the treaty, Mexico agreed to cede most of its northern lands to the United States. This vast empire, including California, was equal to half the land area of Mexico. Under the terms of the treaty, all Mexican citizens living in the ceded territory became citizens of the United States.³

The discovery of gold in California nine days after the signing of the Treaty of Guadalupe Hidalgo and the imposition of U.S. laws prompted the immigration of large numbers of Anglo-Americans into California, bringing about radical changes in the social structure and culture of California.⁴ The Mexicans who remained in California were considered a conquered people by the migrating Americans and for the most part were treated as such. Over the next forty years

there was a dramatic change in the ethnic balance of the population of the state. Of the estimated 100,000 inhabitants of the State in 1884, only about 13,000 were Mexican-Americans.⁵

The Patterns of Migration:

The first mass migration of Mexicans from Mexico to the United States began with the Mexican Revolution in 1910. This was Mexico's first major social upheaval. It had a singular impact on the United States as masses of Mexican citizens escaped the horrors of the civil war in their country by crossing the border into the United States.⁶ These Mexicans found work for the most part as laborers in the vast agricultural regions of the west principally in California, Texas and Arizona. Most of these immigrants were unskilled laborers with few opportunities for advancement. They became seasonal agricultural workers, traveling to keep up with the crops and were viewed as moveable or transitory by their employers. Until the twentieth century there was really no enforced border between the United States and Mexico. People were able to cross the border into and out of the U.S. at will. It was not until the U.S. Border Patrol was formed in 1929 that the U.S. Government started to enforce the immigration laws in earnest.⁷ Between 1900 and 1930 between 8% and 10% of the population of Mexico migrated to the United States.

Mexico's contiguity to the United States is a distinct feature of Mexican immigration. California once belonged to Mexico and the movement by Mexicans across an imaginary line was considered the process of natural migration rather than the immigration to a new country. Unlike the European immigrants, who are not able to return to the old country, the proximity of Mexico to the United States makes a return to Mexico both feasible and real. Mexican immigration is therefore temporal, intermittent and permanent. The ability to return to Mexico to live or to visit their cultural roots have allowed Mexican-Americans to retain many of the important aspects of their cultural heritage.⁸ In fact, the close family and economic relationships between Mexico and the United States, especially in California, has resulted in many aspects of Mexican culture becoming a common part of the unique social structure and culture of California society.

World War II and beyond:

During World War II the United States needed Mexican labor to supplement the loss of American workers who had been called to serve in the military. In 1942, the Bracero (guest worker program) was implemented. Under the provisions of this program, a limited number of Mexican laborers were brought into the U.S. to provide a labor pool principally for the harvesting of crops because of war caused shortages of laborers. In 1942, 4,203 Mexican workers were brought into the U.S. under the provisions of the Bracero program. By the end of the war, that figure had increased with over 55,000 workers being brought in each year. The program was renewed in 1953 and finally phased out in 1964. During the course of the program, several hundred thousand Mexican workers were brought into the U.S. to work as field laborers.⁹

The Bracero program allowed the large agricultural operations in California to use the less costly guest worker in place of resident farm worker. The Bracero program helped depress wages and working conditions of resident farm workers. Farmers and ranchers could turn to the Bracero program for replacement workers if the resident workers were not willing to work for the wages and conditions offered. This program was one of the catalysts that brought farm workers into the labor movement and helped with the formation of farm worker unions. The labor disputes between farm labor unions and the agricultural corporations during the last three decades has helped to increase Mexican-American involvement in California politics.

Prior to the end of World War II, Mexican-American political involvement was centered in local mutual aid societies called "Matualistas".¹⁰ Many of these organizations are still serving the mostly rural communities in which they were started during the first decade of the century. These societies served as common gathering places for the Mexican-Americans with goals of encouraging participation in the electoral process, turning immigrants into citizens and providing political education. At the end of World War II returning Mexican-American veterans became involved in grass-roots political organizations referred to as "Unity Leagues," fighting for the rights and welfare of Mexican-American veterans.¹¹

Mexican-Americans became involved in political and social issues at an increasing rate over the next two decades. Some of the significant gains were the

formation of the Mexican-American Political Association (MAPA) in 1955, and the organization of the United Farm Workers Union (UFW) organized by Cesar Chavez in 1965.¹² The turbulent years of the 60s and 70s saw the unions win hard fought victories obtaining labor contracts that provided health benefits, standardized wages and representation for migrant farm workers. However, to a greater extent, the value of the unions and political organizations was the inclusion of a large segment of American society in the political process. These movements also brought the plight of the Mexican-American to the attention of the media and the rest of the U.S.

The decades of the sixties and seventies saw larger numbers of Mexican-Americans move into non-traditional jobs. Between 1930 and 1970 the number of Mexican-Americans working in unskilled jobs dropped from 39.1% to 30.7%¹³. There were larger numbers of Chicano administrators, health workers, middle managers, college faculty, mental health counselors, government employees and lawyers. As their numbers have grown, Mexican-American professionals and students in California formed a variety of community improvement/service associations and political interest groups. Some of these groups are the Mexican-American Student Confederation (MASC), the Mexican-American Student Association (MASA), Latino Police Officer Associations (LPOA) and the Mexican-American Command Officers Association.¹⁴

The Hispanic population of the United States continued to grow and by the 80s had reached more than 9 million. The majority of that population was Mexican-American centered in the four southwestern States of Arizona, California, New Mexico and Texas. The largest number of all immigrants entering the United States, about 43%, immigrated to California. According to the National Association of Latino Elected Officials, by 1986 there were 183 Latino Mayors, 117 State Legislators and 1,000 members of City Councils throughout the United States. As the Mexican-American population of California grows, Mexican-Americans should continue to become even more involved in the political process as the result of the efforts of their social and political organizations.

The Present and the Future:

The migration trend of Mexicans into the United States has continued throughout the decade of the 80s, and the decade of the 90s promises to be the first

time in modern history that the numbers of Mexican-American voters will truly influence the way the political process is carried out in the State of California. The economic and political conditions during the decade of the 80s, that caused over 17.3 million immigrants to enter the United States, are continuing unabated and the flood of immigrants into the United States is expected to continue throughout the 1990's.¹⁵ Immigration and the forces that drive it are not expected to peak nor the pace of world immigration decrease until well after the turn of the century.

At the turn of the century, California will become a state where the majority of the population is composed of minorities. In less than ten years there will be 30 million Hispanics in the United States and that number is expected to grow to over 40 million as early as 2005.¹⁶ Hispanics will then be the largest minority in the United States surpassing the African-American population. The majority of these citizens will live in California and over 70% of the minorities in California will come from Mexico or will be Mexican-Americans¹⁷.

Because the majority of all immigrants entering the United States ultimately settle in the State of California, the impact of cultural and social changes being brought about by immigration affects California to a greater extent than any other state in the United States.

Over the past several decades, the old idea that new immigrants would conform to American ideals and values and blend in and become Americanized as soon as possible has given way, to pride in cultural heritage and an acceptance of differences in all phases of American society. Diversity is a growing explicit value.¹⁸ This is especially true for Mexican-Americans in California. California's close proximity to the Mexican border and the cross border relationships that are possible allow Mexican-Americans to maintain their cultural identities while living in America. Rather than become Americanized, these new immigrants tend to maintain their cultural identities and mores. In fact, American values and political views have dictated that it is politically correct to accommodate the new immigrants, rather than force them to assimilate by learning the English language and adopting traditional American values.

As an example, there are currently 90 different languages spoken and taught to approximately one million limited English speaking students in the California public school system. By the year 2005, there will be several million limited

English speaking students in the California school system presenting a difficult challenge to educators.¹⁹

Mexican-Americans, both native born and immigrants, will represent 35% of the population of California by the year 2005 (about 13 million of the 36 million residents of the State). The current (1995) Mexican-American population in many parts of California now represents a significant political power base from which Mexican-American elected and appointed officials already exercise meaningful influence over the governance of these California communities. In the cities located along the Mexican border and in the agricultural areas of the Central Valley, Mexican-American politicians and elected officials wield the dominant political power. Their influence will continue to grow along with the Mexican-American population into the next century.

As the population and culture of California changes, a natural occurrence of the change will be the need for the inclusion of the different ethnic groups within police ranks in proportion to their representative number in the society.

Based upon the desire of immigrants to maintain their cultural identity and roots, it is probable that as the Mexican-American population of California communities becomes the majority, they will continue to elect Mexican-Americans or candidates who are sympathetic to their needs and desires to the majority of elected positions in local communities. These officials will influence or be the decision makers in the selection of important public officials at all levels of local government.

One of the most important decisions made by local government officials is the selection of a city's chief of police and the hiring and promotion of key executives by those chiefs of police. It is therefore logical to extrapolate from the facts at hand that elected and appointed Mexican-American officials will seek Mexican-American, or at the least, Spanish speaking applicants to appoint as their chiefs of police. In fact, one of the desirable qualifications for employment in many California police departments is that the chief executive be able to communicate in English and Spanish. The political influence of this important segment of California society will effect the selection, appointment and promotions of police executives in small and mid-sized departments to a greater extent than it will in the major cities because Mexican-Americans will be the majority population in the smaller cities.

Implications for Law Enforcement:

The challenge facing law enforcement is to see that the ranks of police department employees are representative of the populations they serve. Based upon the growth rate projected for the State of California, police departments must revise policies and goals now to insure that they are positioned to meet the challenges presented by the changing demographics of California. Departments that do not position themselves to respond to the coming changes in California's population will not deal effectively with the law enforcement and social problems these changes will bring about.

A large portion of this growing population will have a difficult time assimilating into the job market in California because they will have little or no educational skills or technical training. About 35% will be 15-19 years old and will be at high risk for being involved in crimes or becoming the victims of crimes. The financial cost of providing social and crime control services to this segment of society will continue to impact the resources available to fund police organizations and their programs. The issue of the cost of providing services to immigrants will also continue to be a divisive political issue statewide.

The State of California's Department of Finance, Demographic Unit forecasts that the majority of the state will continue to experience a total growth rate of 40% or more through the year 2005. The majority of this growth will be through immigration or the birth of persons in ethnic minorities. This minority population will be composed of predominately young people under thirty-five years of age and at high risk for criminal involvement. The resources of police departments and correctional facilities will be especially impacted by this young-at risk population.

The California Prison System currently houses over 18,000 aliens who have committed serious crimes in this state. The majority of them are from Mexico. These prisoners cost the taxpayers of California over \$300 million annually to incarcerate. (Interview with the Public Information Officer, Calipatria State Prison December, 1994).

These costs, along with over \$2 billion in other social service costs to all immigrants are now the dominating issues in the political campaigns of California. Voters were concerned about the changing cultural and ethnic composition of the

state and what those changes meant to the quality of life and their future. The most volatile campaign issues in California for elections held in November of 1994 were those surrounding immigration and the cost to the taxpayers of supporting immigrants.

In the election of November, 1994 voters of California passed the controversial Proposition 187 that would restrict the ability of immigrants to receive educational and social services by over a 60% majority.²⁰ The voters also sent a strong message to lawmakers by voting for pro-Proposition 187 candidates and not re-electing legislators who did not support 187 or immigration control. The election results of November, 1994 highlight the concern Californians feel about the issues surrounding the changing diversity of their state. The passage of Proposition 187 and the election of conservative legislators in the November, 1994 elections should also serve as an alert to police executives that solutions to the social problems presented by California's changing demographics need to be planned for now so the future will present manageable challenges.

Since the passage of Proposition 187 and the 1994 elections, the United States government has increased its border enforcement efforts. However, the failing economy of Mexico has substantially magnified the reason for immigrants to want to attempt to enter the United States.

The peso's devaluations since January of 1995 have substantially reduced employment opportunities in Mexico and more Mexicans than ever are attempting to migrate to the United States in search of economic opportunity and stability. The forecast for economic conditions in Mexico is that the government will continue to increase bank loan interest rates and cut government programs in order to meet their financial obligations. The actions of the Mexican Government and the poor economic conditions in Mexico will encourage even greater numbers of Mexicans to migrate.

The majority of Mexican immigrants have relatives living in California and can move in with established family members in the border regions, making the transition from Mexico into the United States less traumatic and easier for them than it is for immigrants from other countries. This increased growth in Mexican immigration will continue to effect local government services.

Effect on Local Government: (The Imperial County Experience)

Over the last ten years, while the rest of California witnessed significant changes in its demography, many rural cities in the state have become majority minority communities primarily through immigration. Rural cities in Imperial, Riverside, and the counties in the Central Valley of California now reflect the kind of culture and population that is projected for much of the rest of the state by the year 2005.

According to the 1990 census, approximately 70% of the population of Imperial County was Hispanic of Mexican origin. The county's Hispanic population is continuing to grow. According to a 1995 study conducted by the high school district to determine how to split the district enrollment between two high schools to achieve an ethnic balance, the total El Centro High School District enrollments reflect a 79% Hispanic student population. This study indicates Imperial County's Mexican-American population is continuing to grow at a rapid rate. Some of the signs that this majority is starting to explore the limits of their political power can be seen in the type of legal challenges being brought to the present system, championed by the active Hispanic political groups in Imperial County.

Within the last five years, Hispanic groups have brought civil lawsuits against the school district, county sheriff, city fire department, and public utility. All of these suits have targeted the inclusion of Hispanics in the decision making hierarchy of the organizations. The number and type of suits filed indicate that as Hispanics become the majority population these types of lawsuits will continue to effect local governments until Hispanics achieve representation equal to their numbers in society.

The November 1994 elections proved the growing impact of Hispanic political influence. Two of the three Superior Court Judge positions in the county and the position of District Attorney were filled by candidates of Mexican heritage. These candidates were endorsed and supported by the Imperial County Chapter of MAPA. MAPA considered these victories milestones in their efforts to include Mexican-Americans in decision making positions in the local government, especially in the criminal justice system in Imperial County. (Interview with president of Imperial County MAPA September, 1995).

ISSUE RESEARCH:

This paper examines the future and the probable occurrences and circumstances that will shape the future of Mexican-American political power and its effect on law enforcement. A number of methodologies were employed to help forecast the impacts of this issue. They are as follows:

The most important sub-issues were first identified by a nominal group using a futures wheel exercise. These issues were identified as recruitment, selection and promotion of police executives by city councils and how training methods will need to be modified. (Refer to Chart 1 following page).

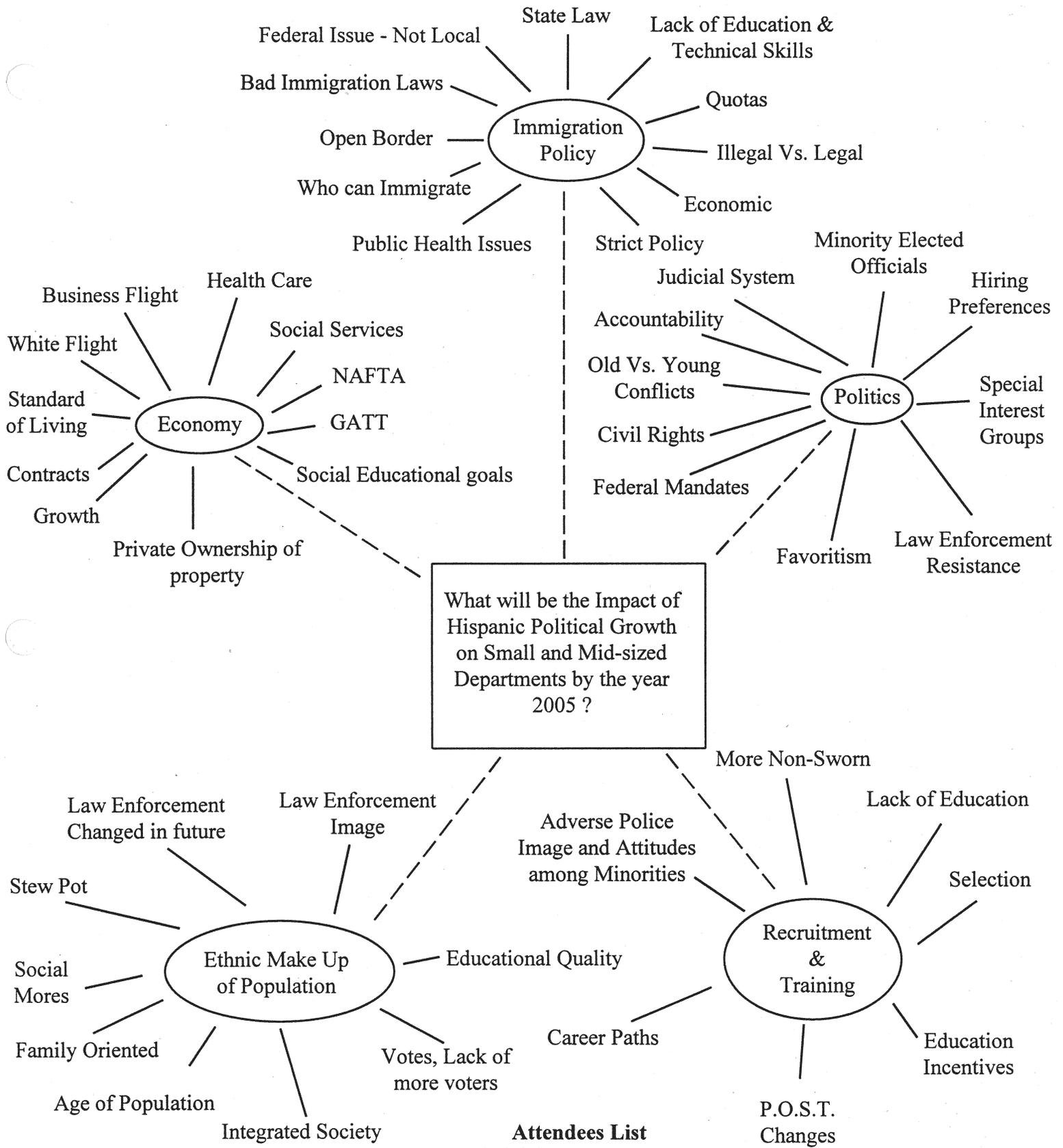
A Nominal Group Technique (NGT) exercise was performed to develop and forecast the trends and events that will effect the issue over the next ten years. The panel identified the following trends. They are listed in order of their importance as identified by the panel:

1. Mexican-Americans employed in representative numbers in police departments.
2. Police staffing is mandated by law to be reflective of the community.
3. Bi-cultural sensitivity accepted in police organizations.
4. Larger numbers of Mexican-American officers will generate community support for the police.
5. Social programs and affirmative action programs will be eliminated.
6. Greater financial responsibility placed on local governments by State and Federal Governments.
7. Increased activism by Mexican-American Law Enforcement groups.
8. Mexican-Americans will enjoy greater economic success.
9. The public's anti-illegal attitude will continue.
10. Continued stereotyping of Mexican-American political action groups by the Anglo population.

The significant events identified by the NGT panel in order of importance were:

1. Proposition 187 type laws will pass and be held constitutional by the courts.

FIGURE 1 - MODIFIED FUTURE'S WHEEL



Attendees List

Chief Harold Carter
 Captain Lawrence Hamp
 Lt. James Townsel
 Maria Birdsall, Staff Assistant

2. Republican victory in 1996 presidential election.
3. New NAFTA type open trade agreement with Mexico.
4. Federal government is able to control the border, stopping all illegal immigration.
5. Affirmative action law repealed.
6. California is bankrupt.
7. California has a budget surplus.
8. Law passed requiring all cities to hire a minimum of two officers per one thousand citizens.
9. A technological advancement such as a force field makes illegal border crossing impossible.
10. Local schools are required to teach cultural sensitivity.

The identified trends and events were charted by the panel and forecast as to the probability occurrence within the ten year study period. All of the identified trends and events were projected by the panel to steadily increase throughout the study period.

A cross impact analysis using the event data generated by the NGT panel indicates that all of the events forecast will have a significant impact on the issue over the study period. The highest probability percentage projections was 97% for event number one and the lowest was 73% for events six and ten. These projections indicate a very high probability for the projected trends and events to effect the development of the issue over the study period.

Once the final probabilities from the cross impact analysis were charted, the data was entered into a computer simulation program and fifty possible calendar scenarios about the future state of the issue were generated. The scenarios are non-fictional narratives written as if a historian were looking back over the forecasted events and trends as if they actually occurred. They are intended to clarify the consequences, causes, and major developments facilitating the identification of relevant policies or actions needed to address the issue as it develops.

The scenarios were divided into like families or groupings and three were selected to develop three distinct future scenarios: the most likely, the most favorable and the least likely. The value of these scenarios is that they allow the researcher to ask " what if " questions about the future and they provide a frame work for future planning.

The Most Likely Scenario:

This scenario begins in the summer of 1996 with the State of California declaring bankruptcy and covers a series of eight events and incorporates eight of the identified trends. The scenario covers a spectrum of possible occurrences including better trade relations with Mexico, public attitudes toward immigration and border control with Mexico. The scenario ends with a California budget surplus in July of 2005.

Projected future of issue based on the most likely Scenario, strategic and transition management plans:

At the turn of the century the Mexican-American population of the County of Imperial has grown to over 90% and the majority of persons holding elected and appointed positions within local government are Mexican-Americans. The growth of the minority population and the establishment of Mexican-Americans as the dominate political power has had very little impact on the operations of the El Centro Police Department. As early as 1995, the department implemented community policing to build partnerships with the community while building trust and citizen involvement in social control. The department's development of strategic and transition management plans insured that its policies allowed for a proportional the inclusion of Mexican-Americans in numbers representative of the community, while recruiting and training only the best qualified persons.

Strategic Plan:

The strategic planning process involved an analysis of the current conditions within the El Centro Police Department and the programs and the environment in which the department operates. A focus group composed of staff members from all segments of the department developed a strategic plan that included a mission statement for the department and strategies for the implementation of programs necessary to meet the goals identified by the strategic plan.

The primary values identified and incorporated into the mission statement were: The preservation of peace, safeguarding the constitutional guarantees of all citizens, shared community responsibility, mutual respect, the earned respect of our citizens, viewing cultural and ethnic diversity as strengths, and a work force that reflects the cultural and ethnic diversity of our community.

A Wots-UP analysis of the police department was performed by the focus group. (Wots-UP is an acronym for weakness-opportunities- threats and strengths.) It is a method of determining the organizational capability of a department to meet the demands of the future based on the forecast concerning the study issue.

The process accesses the departmental strengths, weaknesses, and the external environment as it effects the department's ability to meet the challenges of the future as they are related to the study issue. A part of Wots-UP is a stakeholders and snaildarter analysis to determine how they will impact the planning process and the development of planning strategies. "The stakeholders are individuals or groups impacted by what you do and snaildarters are individuals or groups who can impact what you do." (Thomas C. Esenstein, Command College Workshop #7, May 8-12,1995).

After the Wots-Up analysis was completed the focus group selected Community Oriented Policing (COP) as the best method for the development of a strategic plan. The process involved an examination of the positive and negative aspects of the strategy. The development of an implementation plan, methods for evaluating the plan, and a cost analysis will determine the budget resources needed.

Transition Management:

The past is the best harbinger of what the future is likely to be. To manage the changes that will occur over the next ten years, a transition management plan must include the current state of the issue, and using the recommended strategy (COP), determine how and what must be done to manage the change that will be effected in the department.

Transition management involves a critical mass assessment. The " Critical Mass" is defined as the smallest number of individuals critical to the implementation of programs that insure that the desired future is realized with the least amount of resistance. (In this case the training, recruitment and promotion of sufficient numbers of Mexican-Americans during the study period would insure that police staffing levels reflect the ethnic composition of the community.) This group was identified as: The Chief of Police, Police Executives and supervisors, The Commission on Peace Officer Standards and Training (POST), The City Manager, The members of City Councils, The Police Officers Association, and the Latino Peace Officers Association. This list was drawn from the stakeholders and

snaildarters identified and examined during the development of the strategic planning portion of the research into the issue.

The "Critical Mass" players were plotted on a Readiness Capability Chart to determine their readiness and capability for change. The chart is broken into the following categories: High, Low and Medium (Refer to figure 2 below).

FIGURE 2 - READINESS CAPABILITY CHART						
	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
CHIEF OF POLICE	X			X		
POLICE EXECUTIVES		X			X	
POST	X			X		
CITY MANAGER		X		X		
CITY COUNCIL		X		X		
POLICE OFFICERS ASSOCIATION			X			X
LATINO POLICE OFFICER ASSOCIATION	X				X	

The critical mass members were then plotted on a Commitment Chart. This charting is a technique to diagnose the degree of commitment of groups or individuals identified in the Critical Mass using the already stated assumption for each member or group in the Critical Mass. Some degree of commitment from every individual or group identified will be necessary or change will not occur. However, not everyone will have the same level of commitment determined to be necessary from each individual in order to make change happen.

The commitment chart was designed by Richard Beakhard and Ruben T. Harris and described in their book " Organizational Transitions". Commitment charting places each individual or group in the Critical Mass on the chart in one of

three categories: Let change happen, help change happen, or make change happen. The position of each individual or group on the chart gives an idea of how much it will be necessary to increase the individual commitment so the necessary change can take place. (Refer to Figure 4 below).

FIGURE 4 - COMMITMENT PLANNING CHART				
ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CHIEF OF POLICE			X-----	-----> O
P.D. EXECUTIVES		X-----	-----> O	
POST			X-----> O	
CITY COUNCIL		X-----	-----> O	
CITY MANAGER		X-----	-----> O	
P.O.A.	X-----	-----> O		
LATINO P.O.A.			X-----	-----> O

MANAGEMENT STRUCTURE:

The next phase in the development of a plan to implement and integrate the (COP) strategy for addressing the impacts of the study issue is the formation of an internal management structure to influence the necessary increase in commitment identified by the commitment charting. The structure was as follows: Chief of Police, Operations Captain, Patrol Lieutenant, Training Manager, and Crime Prevention Specialist. These individuals have the position and ability to influence the internal and external forces necessary to manage the change needed to insure the success of the selected strategy.

Responsibility Charting:

This method establishes responsibility patterns and is an important step in the development of a workable plan to move an organization through an orderly process of change.

The responsibility chart also identifies who must support the actions necessary to carry out the plans developed and who must be kept informed of the determinations made during the course of the project. It is both an individual and group process where each member of the transition management team working individually identifies the "actors" persons who have a behavioral role in the actions or decisions in managing the needed change. The individuals do the charting that estimates the required behavior of the actors toward a particular activity. This behavior is charted using the following classifications: Responsibility to see that decisions or actions occur, Approval of actions or decisions with the right to veto, Support of the actions or decisions but with no right to veto, Informed of actions or decisions by provision of resources but no right to veto.

The individual decisions and perceptions are tabulated and charted. The charting group then develops a consensus opinion and a final responsibility chart. (See Chart 4 below.)

CHART 4 - ACTORS					
DECISIONS OR ACTS	CHIEF OF POLICE	CAPTAIN	LIEUTENANT	SERGEANT	CRIME PREVENTION
POLICY FORMATION	A	R	S I	S I	S I
FORMATION OF COMMITTEE	S I	A	R	S	S
BUDGETING	R	A	S	=	=
RECRUITMENT STRATEGIES	A	S I	S I	R	S I
TRAINING PLAN	A	S	S I	R	=
PROMOTIONAL TESTING	S	A	I	R	=
DAILY MANAGEMENT	S	A	R	S I	S I
KEY:	= NOT RELEVANT TO THIS ACTION R RESPONSIBILITY A APPROVAL (RIGHT TO VETO) S SUPPORT (EMPLOY RESOURCES TOWARD) I INFORM (EMPLOY RESOURCES TOWARD PRESENT)				

Implementation plan:

The final step in the process is the implementation plan. This comprehensive plan was built on the information provided by the research and futures study. It involves policy formation, and feedback solicitation as the plan is implemented. This plan also includes who will be responsible for budgeting, maintaining time lines, providing training to employees and recruits, and for managing the process of the recruitment and promotion of Mexican-Americans.

1. Policy formation:

This action will take a minimum of six months to complete and will involve staff from all levels of the department and community. The police captain is responsible for the management of this action with the approval of the chief of police and support from all other members of the critical mass team. This action will require the following steps:

Team Building for Senior Staff and Other Invited Critical Mass Individuals.

The process will involve a team building exercise facilitated by the captain responsible for educating the senior staff members about the issue; the changes that will take place over the term of the project and how the projects best fit in the COPS process. Team members will discuss how to best establish internal policies to best manage the change anticipated. They will also discuss and finalize the strategies developed for the issue during the planning process.

The city manager and council members will be invited to this workshop to keep them informed. There will also be a concerted effort to gain their support for the policies and strategies developed about how to best incorporate the concepts of COPS into the process.

2. Obtaining Department Feedback:

The chief and captain will meet with representatives of the employee associations and the supervisory staff and discuss the results of the team building exercise and solicit feedback and recommendations from these

groups. The captain will appoint a lieutenant to head an internal committee to help develop the policies to be recommended to the chief. This will help overcome internal resistance and help build lines of communications for future problem solving.

3. **Budgeting:**

The chief of police is responsible for obtaining funding for the implementation of the programs identified as necessary for the transition management and strategic plan to succeed. This should be obtained in the first six months. He will need to take the following steps to insure the project is fully funded:

- Will use information from the cost analysis developed in the strategic planning process to estimate the cost of the project. The report will outline the potential cost savings to the department in lost time, avoided litigation and improved service delivery as an offset to the cost of the program. A final argument will be that the plan is the right thing to do.
- Present the cost estimates and report to the city manager and then to the city council.
- Include funding for the project in each succeeding budget for the term of the plan.

Development of Recruitment Strategies:

The department will continue to develop and refine a recruitment plan designed to attract Mexican-American applicants into police service to meet the goal of employing sufficient numbers of Mexican-Americans to be reflective of the population of the community by the year 2005. These strategies will be developed over an eighteen month period using the following steps:

- The training/personnel sergeant will form departmental and community focus groups to discuss recruitment of Mexican-Americans and obtain recommendations for strategies. Members of the Police Officers Association (POA) and the Latino Police Officers Association (LPOA)

will be asked to serve in these groups to facilitate acceptance from inside or outside the department.

- The department will employ instructors from the local campus of the State University to develop a survey instrument which will be used by a representative sample of the Mexican-American community for testing their feelings about the police, social distance and issues such as trust and confidence in the police by Mexican-Americans.
- The city's personnel department will provide a list of publications that cater to the Mexican-American population and advertising in these publications will be incorporated into the plan.
- POST will be asked to provide a management field training program for department supervisors so department personnel can be trained by departments who have been successful in the recruitment of Mexican-Americans.

5. **Development of a Training Plan:**

The department will need to develop a comprehensive training plan that includes COPS training along with the traditional types of police training provided to employees. This plan should be developed along with the recruitment plan during the same eighteen month period. The following steps will be necessary:

- Using focus groups similar to those used for the recruitment plan, the training/personnel Sergeant will obtain input and ideas from all segments of the department to continue to fabricate the training plan.
- All department employees, sworn and non-sworn alike, will be trained in cultural awareness and COPS by department trainers.
- Community groups such as churches, political action committees and Mexican-American organizations will be asked to provide insight into the training needs of the department as the focus on the study issue.

6. Promotional Opportunities for Mexican-American Employees:

The best methods for encouraging Mexican-Americans to take part in the promotional process formulated and identified by the prior planning process will be implemented during the first two years of the project. The primary resistance to a plan to promote Mexican-Americans will come from the non-minority employees. These employees will fear discrimination, loss of promotional opportunities, and the promotions of unqualified individuals. To overcome this resistance representatives of these groups will be asked to participate in all aspects of the formulation of the plan. The promotional plan will be drafted using the following steps:

- Career development was one of the strengths of the department identified in the strategic planning process. This program will be examined to determine if it is ethnic and gender neutral and will be stressed in all evaluation counseling sessions.
- Educational assistance will be offered through the local community college, national scholarships and local groups to help fund the educations of Mexican-Americans who commit to a career in local law enforcement.
- The city attorney will be asked to provide legal direction to the department so that the promotional plan will be legal.
- Community groups such as MAPA will be encouraged to help recruit educated Mexican-American applicants for the department.
- Employees will be encouraged to obtain college educations in preparation for promotions.
- POST training for career development will be prioritized in the spending of discretionary training funds.

7. Daily Operational Management:

The final implementation plan will be in place within two years after the start of the project. The captain will be responsible for the continued daily operation of the project during the formative stages. After the programs have been developed and placed in action, the captain can turn over the completed aspects to the patrol lieutenants and the training/personnel sergeant. They will then be responsible for the daily operational management of the project along with the overall COPS programs. Each segment of the transition management plan will be reviewed at six month intervals with written evaluations submitted to the captain and the chief.

Conclusions: (Sociological Implications for Police Departments)

In the past several months the economic conditions in Mexico have continued to worsen. The peso has lost an additional 30% of its value against the dollar forcing many Mexicans to turn to migration into the U.S. in search of a means to survive and feed their families. In the months of September and October, 1995, the Border Patrol reported record numbers of apprehensions of undocumented Mexicans entering the U.S. seeking work and economic stability.²¹

This new increase in migration will cause the Mexican-American population of California to grow at an even faster rate than what is now projected by demographic studies. This latest downturn in the Mexican economy has also increased the investment and interest of multinational corporations in building and expanding manufacturing plants associated with the North American Free Trade Act (NAFTA). As the value of the Mexican peso falls, labor costs are reduced by a corresponding percentage. However, the price of goods manufactured in Mexico and shipped into the U.S. for sale remains constant and multinational corporations that own the manufacturing plants in Mexico reap windfall profits at the expense of the Mexican worker and U.S. consumer.

These recent events reinforce the position that the economic forces driving the majority of Mexican migration into California are expanding. The result will be a faster rate of growth for California's Mexican-American population and the attendant political power base for Mexican-Americans in California.

The importance of Mexican-American political involvement was evident in the 1992 presidential election. California has 54 electoral votes or 20% of the total needed for election. In 1992 California had 1.7 million registered Hispanic voters. President Clinton received 71% of California's Hispanic vote which represents approximately 15% of the votes he received in California. More importantly these votes represented about 35% of his final victory over George Bush²².

In the 1994 mid-term election, Dianne Feinstein beat her opponent Michael Huffington by about 160,000 votes. The Southwest Voter Research Institute estimates that Feinstein received 420,000 more Hispanic votes than Huffington did.²³ This election is another indicator of the growing importance of the Hispanic vote to the electoral process in California. The current state of Mexican-American political influence and projected Mexican-American population increases suggest they will increasingly influence governance in California throughout the identified study period. California law enforcement's mission of providing sound social control and safety for its citizens cannot be accomplished without the assistance, participation and representation of all ethnic groups especially Mexican-Americans.

The importance of the inclusion of all segments of society in the process of social control and enforcement have been a part of the study of modern urban society for several decades. Sociological studies examining police use of force and perceived threats have found that when a minority holds limited power and position in a community, they are perceived as a threat by the police and the incidents of police use of force against members of the minority group increase. As the minority population grows and the minority becomes more prevalent in the community, the perceived threat to the community's social order is seen as being more widespread and the use of force by police officers increases for all people in the community. However, when the ethnic group that was the minority becomes the majority in a community, and a proportionate share of their members become criminal justice employees, the incidents of police use of force diminish for all members and groups in the community.²⁴

The ability to reduce the incidents of police use of force by itself is sufficient reason to plan for the inclusion of minorities in police departments. However, when the issue of use of force is coupled with the values of trust,

responsibility and commitment to providing professional police services to all citizens, the building of an inclusive work force is of paramount importance.

The root of criminal behavior is to be found in the fabric of society and the police at best can only hope to maintain reasonable order. In the long run strengthened families, the revitalization of neighborhoods and economic stability are the answers to permanent reductions in crime and safer communities.²⁵ The COP strategies outlined in this paper will help police departments build the types of community partnerships and relations to better address the role police agencies need to play in social control and identify the community partnership that will have to be built in our state over the next ten years.

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