

POST Command College/Executive Leadership  
Institute Class 25

Is “Community Oriented Policing and Problem Solving” a Viable Strategy for Law Enforcement to Prevent Violence Between Natural and Foreign Born People of Hispanic Origin

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## **I. Introduction**

There is a problem in many of our California communities. A problem that few are willing to acknowledge, and even fewer are willing to talk about, especially the people it effects the most. The problem is “fratricide” in the Hispanic community<sup>1</sup>. The dictionary defines fratricide as the killing of a brother, sister or fellow countryman thought of as family. For purposes of this paper fratricide refers to the killing of a person of Hispanic national origin by another person of Hispanic national origin with whom the perpetrator shares a sense of family or comradeship.

There is abundant circumstantial statistical information that supports the existence of this pattern of violence, but yet you will find very few studies that address the issue directly. Why, you ask. Because violence between natural born U.S. Hispanic community members and foreign born Hispanic community members is a subject that relates to a culture that does not easily allow the intervention or interest of strangers in private matters<sup>2</sup>, as well as being a topic which relates to a very large and growing group of people who are struggling to achieve equal status in the social, political and economic environments of this country<sup>3</sup>.

This report will focus on the violence between persons of Hispanic national origin, which is defined as a person of Mexican, Puerto Rican, Cuban, Central or South American or other Spanish culture or origin, regardless of race. The report will also focus on the best strategy available to law enforcement to stop and prevent this cycle of violence.

During the research of this project there were five distinct factors identified which appear to have significant influence on the continuation of this inter- national origin violence cycle; demographics, the nature of violence, the Hispanic culture, gangs and the type of policing used for crime prevention. Each of these topics shall be addressed through this report.

The following scenario represents a possible worst-case future environment faced by some Hispanic members of the community if certain current trends continue, or occur.

## **II. Scenario #1.**

As Carlos, 19 years old, stood behind the wall his father and brother had built of scrap material off the alley to their rented garage to block the view of rival gangs doing drive-by shootings, he wondered where he would get his morning supply of heroin. Now that heroin was legal he didn't have to bother finding a supplier, but that didn't mean he had the money to buy it. Since the new laws were passed that kept undocumented aliens from getting any work or government benefits, he had been getting most of his money from stealing.

Carlos knew of a neighborhood on the east side of town that had a number of possible targets for a quick burglary, but to get there he would have to ride his bicycle through at least three rival gang areas before he could start worrying about a house to burg, rather than worrying about being the victim of gang violence. It doesn't seem to matter which neighborhood he rode through the local gangs were out to get him. What made it even harder to accept was that most of the gang members are just kids, younger than his 14 year old brother Enrique. And, the fact he and his family were born in El Salvador made them a target for gangs that hate Hispanics as well as other Hispanic people that hate Hispanics born outside of the United States.

Ever since the population of the Hispanic community had doubled, and become the single largest ethnic group in the state it seemed the competition for everything in the barrio had gotten much worse. Even though his people's share of the state's population had increased, it's share of the state's wealth had not. The increase in population has mostly increased the number of lower income, under-educated people. This was because the majority of the increase in population in

California has been in the form of immigration from Mexico, much of it undocumented aliens who can't work, get medical services, or go to school because of the new laws. The rest of the population growth has come from natural births, many of which are the off-spring of undocumented Hispanics. Seems like nobody is moving into California from the rest of the states any more, only people leaving, chasing their dreams in a stronger economic environment in the new "white" enclaves of the Northwest and the South. And, now that many controlled substances have been legalized many of the people who had made their meager living from the sale of drugs are now looking for other illegal ways to get money, which usually means preying on fellow Hispanic barrio member.

Carlos was being especially careful today because of that kid who was shot and killed a couple of weeks ago outside the little store at Fifth Street by a surenos gang member. Man, that had really started a war. He had been born and raised here in town, and all his homies are out to do a foreign born Hispanic, gang member or not.

Well, I don't really care that he died, but I wish it was easier to get my dope. If I can just get enough money to buy this mornings load I can forget all this shit and dream a little. Dream about when my family and I first came to the United States, when work and "family" were our only goals in life. Before I joined a gang to protect myself on the street, and I got hooked on "chiva". Then I can worry about where I get this afternoons money. Maybe my homeboys and I can catch somebody playing with their kids at the park and snatch a purse or a car.

Thank goodness we don't have to worry about anyone identifying us to the police. Since that new Chief of Police was hired and he got rid of that community policing bullshit it's like old times again. Nobody talks to the man, much less trust him. How they going to catch any of us if

nobody helps them find us. If they think arresting us on bullshit misdemeanor charges are going to keep us off the street they don't know nothing about us at all. Well, I might as well stop worrying about it. It's just another day on the hard streets, and it's only getting worse every day with no hope in sight.

### **III. The Impact of Demographics**

A number of current demographic trends, and a like number of projected demographic trends provide a clear picture of why this is an issue that must be addressed. As of July 1, 1997 the total population of the United States of America was estimated at (267,645,000) Two hundred Sixty-Seven Million Six Hundred Forty-Five Thousand.<sup>4</sup> The total population is projected to increase to (285,981,000) Two hundred eighty-five million nine hundred eighty-one thousand by the year 2005.<sup>5</sup> The State of California is currently the most populated state in the union, and will remain the most populated state in the USA For the foreseeable future.<sup>6</sup> By the year 2025 California will increase from being home to 12% of the US population to being home to 15% of the US population. The population of the western region of the United States will grow double the rate of the rest of the country over the next 30 years.<sup>7</sup> Currently, the eight fastest growing states in terms of population are in the western region of the US.<sup>8</sup> The western region has the greatest number of births and the lowest number of deaths in the country, which has a significant effect on forecasted population projections since California has seen a decrease in the amount of domestic migration into the state, and this trend is expected to continue.<sup>9</sup> California has twice as many births as deaths.<sup>10</sup> This trend also has a significant effect on the population of California when it is considered along with the large number of Hispanic immigrants projected to enter California during the next 30 years.<sup>11</sup>

As a group, the Hispanic population has a greater than average birth rate when compared with most other US groups.<sup>12</sup> 1992 was the first year since records have been kept that Hispanic births outnumbered non-Hispanic white births in California.<sup>13</sup> By the year 2025 30% of the California population will be younger than 20 years of age.<sup>14</sup> This will become a very important statistic later in the report when rates of violence related to the age of victims and perpetrators is discussed.

It is readily apparent that even when the composition of the total US and California populations is not an issue, the sheer numbers of people living in these areas will constitute a significant challenge to all aspects of the government, including law enforcement. A closer examination of the current and projected California Hispanic population provides insight into why the problem of violence among natural and foreign born Hispanics has the potential for becoming a larger issue among western region communities, and for local law enforcement agencies.

The Hispanic population is projected to account for 44% of all national growth by the year 2025, equating to 32 million people.<sup>15</sup> The California Hispanic population is projected to more than double during the same period accounting for 36% of the total US Hispanic population growth.<sup>16</sup> The projected total California Hispanic population by the year 2005 could reach 12,268,000.<sup>17</sup>

International immigration will play a major role in the growth of the entire Western region over the next 30 years. If the expected projections occur California will have added 8 million immigrants by the year 2025, one third the total growth of the country.<sup>18</sup>

Mexican immigrants comprise the largest Hispanic immigrant group entering California, and the country.<sup>19</sup> In 1996 17.9% of legal immigrants coming to the US were from Mexico,

approximately 163,572 people.<sup>20</sup> A greater number of undocumented Hispanics enter the country and California from Mexico every year. It is estimated an average of 230,000 undocumented Mexicans enter the USA every year, which is more than 50% of the annual total undocumented aliens that enter the US.<sup>21</sup> There is an estimated 5.4 million undocumented aliens in the US today. California has an estimated 40% of the nations undocumented aliens residing in the state, more than any other state. Mexican nationals account for 54% of the nations total undocumented alien population.<sup>22</sup> The three countries that account for the largest numbers of undocumented aliens are all Hispanic in origin. Only 16% of Mexican undocumented aliens are “over stays”, versus 91% of undocumented aliens from all other countries.<sup>23</sup> The majority of Mexican undocumented aliens come into the country without inspection, entering covertly.

A significant aspect of the Hispanic population is that it is relatively young, and that by the year 2010 a larger ratio of the Hispanic population is projected to be younger than today.<sup>24</sup> This is relevant when considered with the statistical evidence that a significant number of violent crime victims and perpetrators are 12-25 years of age.

Based on the demographic projections available for review, it would seem reasonable to deduct the following trends could have some significant effect on the foreseeable future:

- A. The Hispanic population will grow significantly over the next 30 years.
- B. A large part of the Hispanic population growth will be due to international immigration, and a large part of that international growth will be undocumented aliens.
- C. A growing portion of the Hispanic population will be getting younger in relation to the overall age of the group.

D. The high rate of natural births attributed to California will assure a significant number of both natural and foreign born Hispanic community members susceptible to the tradition of violence currently seen in the Hispanic community.

#### **IV. The Nature of Violence**

The next part of this problem is the “violence” aspect of the equation. Many statistics are gathered which define the probability of who will be a victim of serious violence. Males are more likely to victims of violent crime than females.<sup>25</sup> In 1996 50% of victims of violent crime were under 25 years of age.<sup>26</sup> In 1996 one third of violent crime victims are between the ages of 12 and 19. Between 1992 and 1994, the group of people aged 12 to 24 comprised less than 25% of the population, but accounted for 49% of victims of violent crime.<sup>27</sup> This same group accounted for 35% of murder victims.<sup>28</sup> The chance of being a victim appears to increase through adolescence, and peaks at about 20 years of age.<sup>29</sup>

This is compounded for the Hispanic community where statistics reveal Hispanics are at higher risk to be a victim of violent crime than non-Hispanic whites of all comparable age groups. Serious violence indicators specifically addressing the Hispanic community include The fact that the age groups 12 to 24 have a significantly higher ratio of aggravated assaults per 1000 people than other age groups, and Hispanics in these age groups have a higher rate per 1000 (13.6) of being a victim of violent crime than non-Hispanics (8.2).<sup>30</sup> Another aspect of aggravated assaults affecting the Hispanic community is that households with a gross annual income less than \$7,500 have a higher ratio per 1000 people than households with greater incomes, which has a direct correlation with many undocumented Hispanic families.<sup>31</sup>

The specific issue of violence between Hispanics is further collaborated by the statistical evidence that the victim of violent crime is most likely to be victimized by a perpetrator of the same sex, race, age and the victim and perpetrator will know each other.<sup>32 33</sup> There has also been shown a correlation between a higher rate of violence in conjunction with poverty.<sup>34</sup>

A significant research project was conducted by Daniel Lockwood titled “Violence Among Middle School and High School Students: Analysis and Implications”. Some implications identified in this study would appear to mirror behavior I have seen while investigating violence between Hispanics. Lockwood states that the violence perpetrated by juveniles is supported by a value system that holds violence is an acceptable response to certain behavior, rather than the violence being the product of a lack of values on the part of the perpetrator. Also identified by the study was that “retribution” for some type of action was the single most frequent reason for violence. This violent response is justified 84% of the time by the perpetrator as being an appropriate reaction to a situation initiated by the victim.

Lockwood discovered that the majority of violent acts occurred in response to a trivial act or event that escalated to violence after a challenge was offered and the parties could not back down because that would cause them to “lose face”. This pattern is seen frequently in violence between Hispanic groups who share a cultural characteristic commonly referred to being “macho”. A personal sense of honor and respect, as defined in the Hispanic culture, is a highly valued among many Hispanic community member according to Sergeant Garcia of the Redlands Police Department. Sergeant Garcia was born and raised in Mexico, and has extensive experience working with both sides of this problem.

A pattern frequently attributed to juvenile violence is that it is commonly committed by a group, in reverse of adult violence which is commonly a individual act.<sup>35</sup> Contributing to this aspect of the violent act is that peers encourage or join the act 60% of the time.<sup>36</sup> This group-think type action detracts from a very powerful opportunity to stop violence, and that is intervening at the start of the incident before it escalates to a violent act. Lockwood described this as intervening in the “opening moves” by the people who are present at the initial stages.

Another area of violent behavior that reflects the high risk Hispanics face for violent crime is the statistics kept on “hate crime”. Hate crime is defined by the Department of Justice as “a criminal offense against a person or property which is motivated in whole, or in part, by the offender’s bias against race, religion, ethnic/national origin, or sexual orientation group”. Even though the collection of statistics on hate crime have been limited to this point in time, a number of significant factors are available. According to the Federal Bureau of Investigations, in 1993, 8,987 hate offenses were committed. 85% of the victims were people, versus organizations at 15%. During 1993 71.8% of ethnic/national origin crimes were committed against persons of Hispanic origin. A 1988 study estimated 50% of all hate crimes are committed by people between the ages of 16 and 25.

## **V. The Role of Culture**

The role of culture among people of Hispanic origin is very complicated. This is due in part to the fact that people of Hispanic origin come from so many different countries that have very diverse customs, traditions and values. Mexico, Puerto Rico and Cuba are very different in their traditions and political structures, and yet they are all considered of Hispanic origin and frequently the people of these Spanish speaking countries find themselves considered one same

race by many of the people in the USA. A common perception among non-Hispanic members of the community is that since all people of Hispanic origin are the same, why can't they get along? This is compounded by the attempt of natural and foreign born Hispanics to show a united front, when in fact, a deep division does exist between these groups at all age groups.<sup>37</sup>

Hispanic culture in the US is constantly being rejuvenated, and refreshed by new groups of immigrants entering the country. These immigrants bring with them unadulterated family and work values of their parent culture.<sup>38</sup> Specific aspects of this culture include the fact that members of the Hispanic community are less likely to be dependent on government support, due to cultural beliefs as well as the fact many members of the Hispanic community are in the country illegally.<sup>39</sup> They are more likely to be employed, and they are twice as likely to have a married couple as the foundation of the family.<sup>40</sup> The Hispanic culture relies heavily on the "family" to predicate what is acceptable social behavior. This is in stark contrast to mainstream US culture, where peers tend to be the predicator of behavior. A major problem with Hispanic immigrants in California has been the process of acculturation. It would appear that the longer an immigrant youth is in the country, and is absorbed in to the mainstream US culture, they tend to cultivate the negative traits associated with poverty and delinquency.<sup>41 42</sup> Even though traditional Hispanic culture deters delinquency, the pressures of living in the barrio makes it difficult to preserve ethnic identity, and frequently there is a loss of "family" control over younger immigrants.<sup>43 44</sup> The pressures encountered in the barrio routinely include immigrants being shunned by indigenous Latinos who berate them with names like "chuntaro", a person who doesn't have any social graces, and "mojados" or "wetbacks". The meaning of these terms implying that the immigrants are socially inferior to indigenous Hispanics because the immigrants had to swim across the river

to get into the US. Yet, it is not only the indigenous Hispanic people who make verbal insults about their foreign counter parts. The foreign born Mexican people started the use of the term “cholo” for US Hispanics. This term refers to the American Hispanics having “new” money and education, but that they can’t buy respect for themselves.<sup>45</sup>

A serious point of contention between the natural and foreign born Hispanics is how the Foreign born perceive the indigenous Hispanics look down on them for no valid reason. Actually, the foreign born Hispanics believe it should be the other way around. The immigrant person believes they know their own identity, it comes from their country of birth. The foreign born perceive that the indigenous Hispanics have no identity. Most Americans think the indigenous Hispanics are Mexican, when they are not. The indigenous Hispanic frequently has limited or no understanding of the Spanish language. The foreign born see many famous indigenous people of Hispanic origin forced to change their Spanish language surnames to something more acceptable to the general American public, such as Vicki Carr and Anthony Quinn. Initially, many foreign born Hispanic people feel pity for the indigenous Hispanic, considering their position that of a sub-race. Then they become offended and subsequently angry when faced with the aggressive, and superior attitude of the indigenous Hispanics.

These situations are compounded by long observed abuse of alcohol and drugs in the Hispanic community.<sup>46</sup> These pressures in the living environment of the immigrant and natural born Hispanic community often lead to frustration, which is taken out on loved-ones and neighbors, which is a major predicator of the widespread fratricide in the Latino community.<sup>47</sup>

When the immigrant youths enter school many of these same negative pressures from the neighborhood are encountered at school, leading to additional isolation and high dropout rates

among immigrant students.<sup>48 49</sup> This situation is compounded by bilingual education programs which many times provide a less than adequate education. This lack of education leads to additional discredit from their peers who have been in this country longer and have been assimilated into the mainstream culture to a greater extent. These negative forces tend to cause the immigrant Hispanic youths to band together with like individuals who are suffering the same pressures for safety and social reasons.

All of these issues make the immigrant vulnerable to the influences of people who understand their isolation and frustration, and are willing to provide a more secure and accepting quasi-family environment, namely gangs.<sup>50</sup>

## **VI. Gangs**

It is important to understand that the gang culture is not Hispanic culture. Gangs are formed from the ranks of the disenfranchised and disenchanting, not the unassimilated.<sup>51</sup> It is from the gang culture that many immigrant youths learn the value of “might makes right”, that violence is an acceptable means of maintaining the social hierarchy or pecking order.<sup>52</sup>

Gangs are present in all 50 states, but California has more gangs than any other state. In 1990 it was stated that approximately 33% of all gangs were comprised of Hispanic members. The only larger ethnic group associated with gangs were the African-American gangs which account for approximately 55% of the total gangs.<sup>53</sup> The average age for a gang members is 12-25 years, with the peak age being 17 years. A 1995 survey of 2007 law enforcement agencies stated that 49% of the agencies believed their gang problem is getting worse.<sup>54</sup> Gang activity is believed to occur more frequently under social deprivation conditions, with the primary purpose of being a gang member identified as being: recognition, status, safety, security and power.<sup>55</sup>

Some studies believe gang activity relates to chronic social problems associated with race, social class and immigration. In most cases the development of gangs follow a common pattern.<sup>56</sup>

Groups of youth hang around together and then become involved in physical conflicts with other groups involved in the same activity. Soon graffiti is seen and recruitment begins. As assaults intensify the gang crystallizes and the mold is set.

It is evident that many of the challenges faced by immigrant Hispanic youth make them prime candidates for joining or forming their own gang. The gang would appear to provide many of the traditional “family” values that they find missing in their new home in the US. In fact some families foster, or implicitly approve gang membership because it reflects the traditional values of loyalty, honor and fellowship found in the Hispanic culture.

A negative side to gang life is that violent offenses are 3 times more likely for gang members than non-gang members.<sup>57</sup> It offers a validation for the near ritual exhibitions of manhood frequently associated with Hispanic violence.<sup>58</sup> In the case of some immigrants they join the gang because they are automatically associated with fellow immigrants who are gang members. The need for protection overcomes the issue of right or wrong, or the issue of wanting to be a member.<sup>59</sup>

Gangs are certainly some of the most violent organizations in society. The structure of a gang would appear to be very inviting for those Hispanic immigrant youths who find themselves faced with numerous pressures and problems that they, through no fault of their own, are unable to deal with in a constructive, meaningful way. The proliferation of gangs in the western region of the US has certainly provided an opportunity by which both immigrant and indigenous Hispanic youth can justify and further the continuation of violent assaults against each other.

## **VII. Policing Strategy**

Community Policing is a policing strategy which can trace its roots through a series of earlier strategies which failed to meet the needs of the public. The recorded history of modern law enforcement in the US begins with a period commonly referred to as the “political era”.<sup>60</sup> During this period officers patrolled on foot in designated geographical areas. The problem with the political era was that police on a beat conducted their activities at the direction of politicians, who frequently had other than honorable motivations behind the directed patrols of the police. Frequently, community oriented policing is confused with the political era because community policing is identified in many instances by its use of “foot” patrol as a tool for opening channels of communication with community members. Out of this period developed a strong distrust of the police by the community, who knew where the officer’s loyalties lay, and in most cases it was not in support of the citizens. In response to this relationship with the public another policing strategy was developed. This is termed the Reform Era. During this period the police centralized their services to better control the actions of the officers. Part of the purpose was to make policing more efficient and objective. This process had the effect of isolating the officers from the community. What was described as professionalism, mainly a reliance on statistics, was really a process of giving the public what the police thought was appropriate police service. Officers became dependent on motor vehicles in order to minimize response times, and greater importance was placed on crime rates and Part-One crimes than on what the public was concerned with. High-tech scientific investigations left the “people” function out of police work. In response to these failures in policing strategy the police began a process of befriending the community. This was the Era of Community Relations, Crime Prevention and Team Policing. Law Enforcement

made significant efforts to contact the public in person, but it was a one-way communications system. The police were still telling the community what was good for them, rather than listening to what was important to the community.

The next strategy effort by police is what is commonly referred to as Community Oriented Policing and Problem Solving(COPPS). This is a combination of two police strategies, Community Oriented Policing, and Problem Solving Policing. The two most significant differences in community oriented policing and it's predecessors being law enforcement's perception that policing is now a "marketing" approach, meaning, meeting the stated needs of the community rather than selling the community on a police product, and that real solutions to many problems will need to be the result of collaboration between interested community individuals and organizations and the police.<sup>61</sup> Problem solving refers to the use of processes such as the "SARA" model for scanning, analyzing, response and assessment. It pushes officers to be creative and innovative in their response to community issues. It is a proactive approach to solving root causes, rather than a reactive response to symptoms of root problems.

The most basic value of COPPS is that it demands law enforcement be responsive to the needs and concerns of the community, flexible in its development and implementation of responses to analysis, while involving the community in collaborations that solve core problems not symptoms. The strategy also requires the community to take responsibility for the problems that exist in their own community. This premise requires a transitional period where the community is educated to their personal responsibility, and the process of becoming a partner in setting priorities and developing solutions. As many in law enforcement have always known, the communities perceptions are the communities reality. This strategy forces the community to

confront their perceptions, and in many cases recognize through dialogue that a paradigm shift may be the beginning to the solution process.

Lastly, community policing is not soft on crime, or limited to merely counseling. Community policing strategy takes the enthusiastic, highly trained police officer who has always solved crime through professional investigations and arrests, and puts them in a community based environment where “traditional” policing is just one tool in a tool box shared by the officer and the community they serve.

Recent evaluations of preventive policing strategies have shed light on both the potential benefits of community oriented policing, and some negative aspects of traditional police enforcement strategies. New information suggest that the greatest future success in policing will be based on focusing resources on risk factors rather than random or scattered efforts.<sup>62</sup>

Community policing without a clear focus on what crime or fear factor is being specifically addressed generally shows no effect on crime.<sup>63</sup> This conclusion specifically demonstrates that random activity, such as traditional marked patrol units cruising a given area, has no documented effect on crime. Patrols that are specifically directed at high risk factors do show evidence of having a positive effect.<sup>64</sup> This risk focused activity is most usefully employed after a process similar to Problem Oriented Policing is used to formulated the directed patrol effort.

This evidence is supported by studies which show the mere number of officers assigned to an area alone does not effect crime.<sup>65</sup> Nation wide studies also reveal that reactive arrests without being focused on risk factors get lost in the crime prevention effort, and that there is evidence that minor arrests, commonly used to “sweep an area” to force crime out of an area, tend to provoke a response by the offender making them more likely to commit future crime than

if they had not been arrested.<sup>66</sup> This arrest activity may have a greater effect on juveniles than other age groups.

The second major factor in the prevention of crime which is showing statistical success is “police legitimacy”. Evidence is building to support a significant relationship to the perceived legitimacy of police activity and the willingness of people to obey the law.<sup>67</sup> This area of studies goes even further and states that the police can create a risk factor by using bad manners, and being less respectful. This police created risk factor is even more relevant when dealing with high-risk juveniles.<sup>68</sup> A significant number of studies show that legitimacy is based in great part on a persons belief they were treated with respect during their previous encounters with the police, and were the police being responsive to the persons needs.<sup>69</sup> The best way to increase police legitimacy appears to be through personal, one-on-one positive contact between the officer and the person, such as through door-to-door contacts.

In the case of violence between natural and foreign born Hispanics, a traditional policing strategy is probably the worst long-term strategy. Based on a number of strong cultural beliefs held by the Hispanic community, it is very unlikely they are going to allow law enforcement to tell them, or sell them on what their problem is, and how to solve it. All of the negative ramifications or side effects related to traditional policing stated in the previous paragraphs can be compounded when considered in an environment so heavily reactive to culture as the Hispanic community. Certainly, enforcement and suppression activities are a reasonable and expected police reaction to violent crime, but it has a very low potential for preventing, or stopping the continuation of this violent cycle in the long term if it is not coupled with a risk oriented community approach. Especially, when the Hispanic community already tends to be less supportive of the police, and

believe the police are discriminating and use excessive force.<sup>70</sup> As was stated earlier, perceptions of a community group are their reality, and that the solution lies many times with a paradigm shift. The way police resources are used to address a problem in a community may be better received by the community if the decisions effecting the issue are based on qualitative input from the community which along with other things demonstrate the desires of the community and their opinions on priorities and needs.<sup>71</sup>

Based on the review of the literature dealing with Community Policing it would appear that it is a flexible strategy that involves sophisticated methods of identifying and analyzing root causes of problems and utilizing substantive collaboration with the community in determining priorities, needs and solutions to the problems. It includes all of the traditional uses of police tactics and enforcement, but implements them in a risk-factor based, community oriented, problem solving process which legitimizes law enforcement, and as a side effect can result in improved community relations.

#### **VIII. Forecasting of Trends and Events**

As part of this research project a Nominal Group Technique(NGT) was conducted in order to provide information on probable futures. The process was conducted with the assistance of community members who have significant expertise on the subject of violence between natural and foreign born Hispanics. Panel members included people of Hispanic origin, born both in the United States and in Mexico, and people with relatives born in countries of Hispanic-origin other than the US. Community activists, who are heavily involved in representing the interests of both natural and foreign born Hispanics, and gang counselors.

Juvenile Probation and Parole were represented along with local law enforcement experts in violent crime and Hispanic community relations.

The panel selected eleven trends for discussion from a large number of possible trends they initially identified as having potential for having some ramification on the future. These projected trends represented diverse views on the perspective of future Hispanic relations. The group in general focused on the social and cultural aspects of the Hispanic people in the future and paid minimal attention to the involvement of law enforcement in general. No trends dealing with policing strategy, other than hiring Hispanic officers, were identified by the group during their discussions. It was my interpretation of the groups interactions and discussions that the majority believed the trends affecting the potential future of this problem would be determined not by police intervention or reaction, but by forces affecting the Hispanic community on a grander scale. One area the group did not identify as a future trend for discussion in this process was the size of either the total Hispanic population, or the immigrant Hispanic population. I disagree with the group over their decision to dismiss these trends beyond simply acknowledging their existence. All evidence points to the fact that both of these statistical projections shall be extremely large and may have overwhelming significant effect on the potential escalation of the violence between natural and foreign born Hispanics.

The 11 trends identified by the panel were:

1. Degree of cultural differences between natural and foreign born Hispanics
2. Number of single, “supportless” Hispanic immigrants

3. Degree of legislative restraints on undocumented Hispanic immigrant public benefits
4. Degree of lack of trust in law enforcement by Hispanic immigrant population
5. Hispanic immigrants band together for protection, substitute for family
6. Degree of perception among Anglos that they can not trust Hispanic youth
7. Evolution of educational setting brings natural and foreign born Hispanics together
8. Number of educational opportunities that affect self esteem of Hispanic youth
9. Degree of exposure to cultural values of foreign born Hispanics
10. Degree of hiring of Hispanic origin police officers
11. Volume of media exploiting stories that develop feelings between natural and foreign born Hispanics

**Summary Trend Table**

	<b><u>-5yrs</u></b>	<b><u>today</u></b>	<b><u>+5yrs</u></b>	<b><u>+10yrs</u></b>	<b><u>concern 1-10</u></b>	<b><u>+ OR -</u></b>
T-1	90	100	122	124	8.2	+
T-2	75	100	112	129	5.6	-
T-3	53	100	147	169	8.4	-
T-4	115	100	120	126	8	-
T-5	110	100	140	145	6.2	+
T-6	120	100	126	113	8	-

T-7	100	100	110	135	7.4	+
T-8	92	100	120	161	9.2	+
T-9	117.8	100	102	143	5.8	+
T-10	86	100	135	135	8.2	+
T-11	65	100	117	110	7.2	-

The panel then selected 10 Events to discuss after identifying a pool of possible future events they felt would have ramifications on the project title. These events are identified as:

1. Killing of either natural born or foreign born Hispanic by the opposite group
2. Change in the pro-community policing Chief of Police
3. Loss of bilingual education
4. Election of Hispanic City Council member
5. Reduction in Immigration & Naturalization Service requirements for citizenship in the US
6. Implementation of mandatory school class bringing natural and foreign born Hispanics together
7. Appointment of Hispanic to highly visible important government position
8. All public schools adapt mandatory dress uniform
9. Post-high school enrollment of Hispanics in college equals 50% less than today's rate
10. Law passed that states deportation of immigrant no longer required after felony conviction

Summary Event Table

	Yr>0	+5yrs	+10yrs	Impact 1-10	+ OR -
E-1	1.75	85	87.5	8.25	-
E-2	4.5	75	77.5	7	-
E-3	3.25	56.25	66.25	8	-
E-4	2.75	55	75	7.25	+
E-5	5	42.5	47.5	5.25	+/-
E-6	4	58.75	65	7.75	+
E-7	2.75	73.75	82.5	8	+
E-8	4	67.5	72.5	8.25	+
E-9	4.75	45	58.75	6	-
E-10	3.5	55	61.25	8.25	+/-

The following best case and surprise free future were developed based on the projection identified by the NGT panel.

**IX. Scenario #2**

“This meeting of the Lugonia City Council is now in session” pronounced Mayor Gonzales. He was joined by Council Members Salvador, Ruiz, Hernandez and Blanchard on the stage. It was the second meeting of March 2005, and it was packed. There were at least 200 people waiting to here the discussion of what the City planned to do about the recent outbreak of vandalism at the new Oddie Martinez High School. Since the implementation of the Hispanic Cultural Appreciation component at the school almost all violent crime had stopped. The

students were giving each other respect, and the audience wanted to know if this was an indication things were reverting to the old ways. The vast majority of the spectators are Hispanic homeowners living in the new development over where the old projects used to be, and their kids will attend the new school. They now represent the majority of voters in that district and mean to get some answers.

The first speaker is Mr. Reynosa. He wants to know if the police are enforcing the new daytime loitering ordinance passed by the council last month. He says that when he and all his neighbors were attending their last neighborhood improvement team meeting the community policing officer in his area promised she would begin enforcement this month. He also thanked the council for assigning a Spanish speaking officer to his area since many of the older residents still preferred to speak Spanish. The next speaker was Mrs. Morales, Chairperson of the recently appointed Cultural Arts Commission. Mrs. Morales offered to provide community re-beautification activities for the vandalism suspects if they are ever caught and brought to justice.

Later came Mr. Gomez, who lives about 5 miles from the victimized school. Mr. Gomez wants to offer the services of his neighborhood's Citizen Volunteer Patrol Unit to assist with extra patrol in the area of the crime. Since he received his final immigration documentation, and was able to join the police department sponsored unit he wants to put in as much time as he can spare.

As Mayor Gonzales watched and listened to these comments he recalled a similar situation which occurred about 5 or 6 years ago, before the growth in the Hispanic community and their success in becoming the majority on the City Council. Before the Hispanic community took an active participation in local government. At that time there were no Hispanic council members.

The Hispanic community could expect less than 10 percent of their Hispanic community to vote in elections. Few people attended neighborhood meetings and even less would attend a city council meeting. The Hispanics felt the predominately white council, and the community that voted them in, didn't trust their Hispanic community counter parts. But, now it is different. With the majority of council members being of Hispanic origin the Hispanic community has rallied around their local politician and become active in all types of community programs. All of this the result of a growing Hispanic population, and the efforts of a few community activists to organize the younger, better educated middle class Hispanic community members. Now they are the holders of their own destiny, and in a position to mold the City's response to cultural and ethnic situations. Mayor Gonzales readied to respond to the speakers, and begin a process that he hoped would unite all the people living in Lugonia and meet the special needs of the Hispanic community that has waited for representation for so long.

**X. Scenario #3**

Captain Moses sat and wondered as he waited for the start of briefing, where do we go from here? All the planning and preparing we have done over the past four years has brought us to a divide in the road. Most of our predictions came true. The Hispanic population has continued to grow. They have made significant inroads towards influencing the political environment, but yet they come nowhere near to being the financial power their population size might allow them to be. There are still large numbers of undocumented aliens smuggled into the country every day, and they are resented by many of the Hispanic community who are legal citizens here.

Juvenile Hispanic gangs have grown in proportion to the general population, a thorn in the side of community activists who are trying to increase political participation of traditional Hispanic households.

The department has continued to follow a strategy based on risk factoring in a community based policing approach. Encouraging the City to hire officers that mirror the ethnic population of the local population. Community meetings are conducted in neighborhoods throughout the entire city on weekly basis. Communication between community groups is preached and fostered by all units within the department, but is it enough wonders the Captain.

There is still only limited community involvement of the Hispanic community outside their individual neighborhoods. They still feel the white community doesn't trust them or their kids. As the juvenile population has grown the percentage of Hispanic youths being suspended or expelled from school has stayed consistent compared to prior years. The local political structure has left the majority of power in the hands of the traditional wealth political groups. The legalization of some drugs has contributed to a continuing unemployment rate and a high rate of domestic violence. When they took away the bilingual educational program 5 years ago it slowed the educational progress of some immigrant kids, but the implementation of the cultural awareness classes really brought the natural and foreign born kids together and stopped a lot of the needles violence at school. But, the poverty level immigrants kids who can no longer attend public schools are still banding together and fight with the natural born Hispanic youths in the barrio.

Yet, the solution is within our grasp. Increasing numbers of Hispanic businesses are being opened throughout the City. More Hispanic families are moving to the area and are buying homes. A larger number of Hispanic high school students are going on to college. An increase in

Hispanic professionals working in the region has provided opportunities for Hispanic youth to identify positive role models earlier in their educational process.

The answer must be with in our grasp the Captain thinks. One road leads towards a continuing focus on ethnicity and nationality as the primary gathering point for peoples energy and efforts. The other road leads toward a more diverse consciousness of purpose. Provide less focus on ethnicity and nationality, and focus more on revealing individual community members potentials. Then provide appropriate training and counseling to that person to bring out the full extent of that potential. And, then there is the trail that leads between the roads. A trail that is harder to walk because it takes in the best and worst of both roads terrain.

As the Captain starts his briefing for the night patrol shift he begins with a short dissertation on being truly focused on the important risk factors out there and on “choice”, and how each of has the responsibility to choose the road we need to follow to continue making some type of progress on our journey of life. He thinks maybe the journey is all most of us will ever experience, and we should make the best of it as we can.

## **XI. Strategic Planning**

The preferred future as it pertains to law enforcement and the issue of violence between the natural and foreign born Hispanic population is clear. Seek to implement a truly risk-focused, community-based, legitimized police strategy which will minimize violence in the Hispanic community to the bare minimum. The period of time reasonable to project this goal would be seven years. This is based on the statistical factors available today, which project an increase in many of the factors having significant effect on the subject by the year 2005.

There are some potential future trends, and events regarding the issue of violence among natural and foreign born Hispanics that appear to have a high probability of occurring. These possible trends and events make it appropriate for law enforcement to develop a strategic plan that more closely follows the middle of the road scenario. Most certainly, the issue of violence between these people is a deeply rooted problem associated with both cultural and socio-economic factors that will persist which suggest a very long term solution will be necessary. On the other hand it does not appear that it is an issue which can not be affected through some type of coordinated effort by interested and dedicated individuals and organizations. Hence, my opinion that the surprise free future is the most likely candidate for our purposes in trying to define a future situation that we can in fact have some effect on.

During the first portion of this report a great deal of effort was made to define the current status of the external environment where the violence is occurring. Much of the literature reviewed defined a fairly clear picture of the future as it applies to the natural born and foreign born Hispanic population. Both parts of the population can be expected to see significant continuation of the annual growth that is currently occurring, especially in the western region, and most significantly in California. This growth is attributed to both foreign immigration and high rates of natural births. This growth can also be expected to produce a younger ratio among this population than is current today, which will only add more people to the age brackets where violent crime is most prolific, and gangs exist. The political situation is such that a number of negative events might very well occur which will only sensitize the difference between these groups. These events might include the exclusion of all government benefits to undocumented immigrants, including medical and education. The elimination of all bilingual education and the

implementation of English only as the official language of the US. The economic situation appears to have little hope for providing assistance to the people embroiled in this problem, and could very well get worse with the passage of anti-social services support systems such as the current limitations being applied to welfare recipients.

Internally, we currently have the beginnings of a strategy which can propel our future efforts against this problem. Community Policing is accepted in many police departments as a valuable tool, but there is a great deal of confusion over what Community Policing is. There is no accepted standardized agreement on its definition and potential. There are still many law enforcement leaders and practitioners who resist the philosophical movement away from traditional enforcement activities for police, towards a risk-factor, community based “marketing” approach of collaborating on activity that is necessary to prevent the causes of crime and fear in our communities. Additionally, it has been the authors experience that the ranks of most law enforcement agencies do not mirror the ethnic population they serve, an issue of contention among many minority community members. Lastly, most internal evaluations and promotions are based on the traditional method of counting arrests and perceptions of an officers loyalty to the organization. This mentality will need to be adjusted to include a culture that values the prevention and solving of problems before they become crimes, and which will recognize the benefit of activity which “banks” community “currency” for use in community interactions.

Stakeholders associated with this plan are numerous. Most obvious are the natural and foreign born Hispanic community members. Associated with the Hispanic community are those local, state and national advocates that regularly represent or want to represent the community. Educational institutions have a heavy interest in the planning and implementation of this strategy

since much of the intervention activity will stem from their participation, and the threat of violence on their campuses is very real. Local, State and Federal regulatory agencies such as law enforcement, INS, Corrections, Probation and the Courts will be effected by both their participation in the prevention strategy as well as by the success or failure of the strategy.

Snaildarters identified with this strategy include the Catholic Church, which counts most of the Hispanic community as it's members. The Church gives tacit approval for many of the activities that Hispanic families engage in. Their approval or disapproval in any "value" based programs could certainly mean the difference between people attending or not attending. Other snaildarters include ethnic support groups who's stated goal is to promote Hispanic solidarity and political independence. Their opposition to government or law enforcement involvement with Hispanic people, based on their mistrust of these organizations, could bring significant peer pressure to bear on people's willingness to participate. Traditional prison and street gangs would suffer significant loss of members if the strategy is successful. These two groups of outlaws could bring the threat of retribution against community members that attempt to dissuade Hispanics from joining or cause gang members to quit the gang.

The Mission Statement of the organization should stress law enforcement's position as facilitators of a process, and the use of collaborations with individuals, groups and organizations to solve the problem. The statement must also promote a "sense of community" in all aspects of every goal. Creativity, innovation, openness to new solutions and sensitivity should present a united front by which to address the issues of tradition and cultural biases that currently inhibit the change process. A sample Mission Statement might for a department might read, " We, the members of the Police Department, believe that our duty is the protection of life and property,

and the maintenance of order, along with building community partnerships to address the causes of crime and fear as well as other community issues. We are committed to delivering excellent service to each of our customers and treating all people equally, with dignity, respect and sincerity, as we would want to be treated”.

The key strategy in seeking to positively affect the future of violence between natural and foreign born Hispanics is the development of a Community oriented policing leadership structure that allows the necessary flexibility and decision making to encourage both non-traditional collaborations and appropriate enforcement activities in a “holistic” approach to analyzing the problem, developing solutions, implementing action plans and evaluating the entire process. This leadership structure would need to accept the challenge of redirecting resources towards a risk-factors based strategy, which will demand a total department effort to present the community with a new paradigm that shuns the traditional response-time/arrest mentality of many current evaluation processes.

In this case, the implementation of a strategic plan that calls for training of all current officers in the philosophical goals of risk-factor based community policing, as well as a refocusing of recruiting efforts on officers who have the basic social and intelligence skills to succeed in a community policing environment. All officers will need extensive orientation in the studies showing the positive effects of the public’s perception of legitimized policing. The plan would require the decentralization of officers into geographical locations for extended periods of time. Resources would need to be utilized in such a way as that opportunities would be readily available for continuous interaction with all community groups, both residential and commercial in nature. Extra efforts would be necessary to provide appropriate representation in ethnic communities by

officers of similar ethnic origin, and preferably from the same community. The development of community advisory and discussion groups would be a priority for determining community issues and needs, and to begin the process of building a consensus between community groups and other involved parties on an acceptable quality of life and methods for attaining this standard.

## **XII. Transitional Management**

A number of important issues relate to the transition from a current state to a future organization which is structured and dedicated to solving problems in a community based fashion. The single most important issue is that of communication. If the transition is to be successful the majority of the organization's members must dedicate itself to the stated goals and objectives of the plan. Members will be much more likely to cooperate fully if they are fully aware of their responsibilities, and they have some type of personal interest or "buy-in" with the plan. This can only be accomplished through regular and thorough communications between all areas of the organization. These communications should begin with the Chief Executive Officer of the organization, and should express their total commitment to the success of the program. Members of the organization are then taught how the organizations reward systems will be tied directly to the success. This should directly convey the value of the community policing philosophy to the organization and begin the process of making community policing the foundation of the organizations culture. Efforts should be made to incorporate this philosophy into every members responsibilities, so as that no one develops an attitude that "it's the other guy's job". A schedule of involving all officers in community meetings and interactions with the organization will begin the change process necessary to eliminate the "them and us" attitude, and promote a "we" attitude towards risk-factor community based problem solving.

Each of these activities is conducted for the entire organization, and used as a selection process for individuals who exhibit unusually strong interpersonal skills that can be used to spearhead specific efforts to educate the community to the same values paradigm necessary to make the strategy successful. This process of adaptation is continued while the specifics of organizational structure are finalized and implemented.

### **XIII. Implications on Leadership**

Faced with daily exposure to life threatening situations, encounters with hostile or angry citizens, demanding compliance to laws and constantly responding to the same or similar negative situations it is easy for law enforcement personnel to assume a posture of superiority and isolation from the community they serve. Over time many officers tend to become skeptical and less sensitive to the feelings of others. Obviously, this type of attitude is never appropriate, but it would be devastating in an environment where relationships with the community are the foundation of developing solutions to problems. A sense of trust and cooperation is mandatory to succeed with this strategy.

Ultimately, it is the organizations leadership which is responsible for the behavior of its members. The most simple and successful method of developing appropriate behavior among the members of the organization is for every leader in the organization, from top to bottom, to project the desired behavior. "Walk the talk" as the saying goes. There needs to be communicated a sense of "urgency" at all levels of the organization by formal and informal leaders that this strategy is important, and it can only work if every member of the organization dedicates themselves to its success.

As part of its total commitment to the strategy department leaders need to tie organizational rewards to acceptance of the strategy and efforts to implement the strategy in each individuals area of responsibility when ever possible.

Then the organization's leadership needs to go into the community and relay the same message, and develop the same commitment of support for the strategy by community members. Remembering you don't get something for nothing, the organization has to be prepared to demonstrate the benefits of the strategy to the community, and be willing to follow through with its commitments. To achieve community buy-in the organization must be willing to share its authority, discretionary decision making and problem solving powers with the community. Joint identification of risk factors and possible interventions goes a long way towards developing a trusting relationship.

#### **XIV. Recommendations**

Based on the research process that was followed as part of this project it is apparent that the potential for violence among natural and foreign born Hispanic community members will remain as high, or get higher in the foreseeable future. Traditional law enforcement strategies employed at many agencies have proven successful in responding to the violence, but have not been as successful in preventing the reoccurrence of the violence or alleviating the causes of the violence. Due to the involvement of "culture" in the cycle of violence, a more flexible, collaborative and legitimized strategy is necessary to address the problem.

The following recommendations are offered for consideration as the basis of a strategy to stop violence between natural and foreign born Hispanics.

1. Adoption of a department-wide risk-factor Community Oriented Policing and Problem Solving strategy including:
  - a. Development of collaborative relationships between law enforcement, families, schools, courts, probation, corrections and social agencies, with a priority on communications.
  - b. Develop structure for collecting information from all concerned community members, and including this information in community specific strategies
  - c. Organize community mobilization, utilizing church, advocates and landlords.
2. Promote philosophy of “police legitimacy” throughout agency
3. Hire Hispanic Officers in numbers that mirror ratio of Hispanic people in the community, preferably from local community, and assign them to work in Hispanic communities.
4. Assign police officers to work with Hispanic youth in compassionate situations, such as athletic events and other social environments.
5. Develop “values” related educational classes to provide appropriate “role models”.  
Classes should include role playing, simulations and small group interactions.
6. Develop comprehensive conflict resolution training plan for students, including, reducing risk factors, peer counseling, anti-violence counseling, alternatives to violence and gang counseling. Change “violence is ok” value.
7. Provide after school alternatives to gang participation.

8. Offer parent and school personnel training in appropriate anti-violence strategies
9. Promote the families role in providing guidance and discipline.
9. Promote broad spectrum of graduated sanctions against violence, involving family in every step.
10. Provide training on preventing “opening moves” from escalating to violence.
11. Increase employment opportunities for Hispanic community youth and young adults.
12. Provide mandatory school class attended by natural and foreign born Hispanics students together to promote bonding activities, and develop personal self-esteem.
13. The development of financial sources, both public and private, to fund the research, development and implementation of the above recommendations.

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