

HOW WILL CALIFORNIA LAW ENFORCEMENT BENEFIT
FROM THE TRAINING OF MEXICAN POLICE DEPARTMENTS
BY THE YEAR 2011?

A project presented to
the California Commission on
Peace Officer Standards and Training

By
Lieutenant Jerry Williams
Riverside County Sheriff's Department

Command College Class XXXI

Sacramento, California

November 14, 2001

This Command College 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 and 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).

TABLE OF CONTENTS

	Page
LIST OF TABLES	iii
CHAPTER I	
ISSUE IDENTIFICATION	
Introduction	1
Demographics	2
History of United States and Mexican Law Enforcement Cooperation	4
The Border	7
Military and Law Enforcement	9
Mexican Law Enforcement	11
Corruption and Abuse	13
Case Study I: San Diego, California	20
Case Study II: Riverside County Sheriff's Department	25
Case Study III: Orange County District Attorney's Office	29
Case Study IV: United States Border Patrol	30
CHAPTER II	
FUTURES STUDY	
Introduction	33
Nominal Group Technique	33
Trends	35
Events	41
Cross Impact Analysis	47
Alternative Scenarios	
Scenario One: Negative	49
Scenario Two: Positive	51
Scenario Three: Normative	53
CHAPTER III	
STRATEGIC PLAN	
Introduction	55
Obstacles	56
Opportunities	57
Threats	58
Strengths	58
Stakeholders	58
Snaildarters	61
Strategies	62

CHAPTER IV	
TRANSITION MANAGEMENT	
Introduction	65
Stakeholders	65
Transition Plan	66
CHAPTER V	
IMPLICATIONS AND CONCLUSION	
Leadership Implications	69
Budgetary Implications	69
Evaluation Process	70
Recommendations	72
Conclusion	74
NOTES	76
BIBLIOGRAPHY	78

LIST OF TABLES AND CHARTS

Table		Page
1	Percent of Hispanic Population by County	3
2	Hispanic Population in the United States	4
3	Trends Effecting Cooperative Training Between the United States and Mexico	36
4	Events Effecting Cooperative Training Between the United States and Mexico	43
5	Cross Impact Analysis	48

CHAPTER ONE

ISSUE IDENTIFICATION

It is not the strongest species that survive, nor the most intelligent, but the one most responsive to change. Charles Darwinⁱ

Introduction

In 1998, during one of her many public speaking engagements, Attorney General Janet Reno made the comment that if the American Government was a body, law enforcement would be the face on that body. That was a very good analogy of law enforcement in not just the United States, but throughout the world. Law enforcement is the first level of government encountered by most people, regardless of where they live or their level of income. However, in California the face is a little different from the rest of the body, as evident by the 2000 United States Census. For the first time since 1860, when the census was first counted, whites are no longer the majority. The majority referred to is a total of all minorities of which Mexicans are the largest group. Yet, take a look at any law enforcement agency in the state and the majority of the officers are white and non-Spanish speaking. In fact, most of them know very little about Mexico or the Mexican culture.ⁱⁱ

The United States of Mexico borders California to the south and shares two-thousand miles of border with the United States of America. There is an undeniable mixture of cultures, especially along the border states. Law enforcement on both sides of the border are forced to depend on the other for cooperation with investigations and exchange of information. Unfortunately, there is a history of little to no cooperation, in fact, there is more of a history of distrust and confrontation.

A few agencies in the border states of California, Arizona, New Mexico, and Texas are making attempts to break the cultural and bureaucratic barriers by creating officer exchange and training programs with law enforcement in Mexico.

The purpose of this project is to examine the issues faced by California agencies and address the challenges, review history, and discuss the benefits of developing training programs with Mexico. The impact such programs will have on California law enforcement by the year 2011 will also be studied.

Demographics

The original California natives were Mexicans living in a northern isolated part of Mexico. Spain laid claim to the area known today as California, but Spanish settlements never really developed. Mexico fought and gained their independence. In an effort to increase the non-Indian population, foreigners of all types were admitted. Soon a sizable minority of Yankees grew, dominating the merchant class and entering into important positions in the political and social structure.ⁱⁱⁱ

California was officially made a territory with the end of the Mexican-American war on February 2, 1848, nine days before gold was discovered at Sutter's Mill. A gold mania swept the United States resulting in the Forty-Niner migration, causing the population to soar, quickly and brutally, overwhelming the Mexicans, or Californios, and Indians.^{iv}

Since the California Gold rush, the majority in California has been non-Hispanic whites. However, since 1970, the United States Hispanic population has more than quadrupled to 10.9 million from 2.4 million, climbing from 12.1 percent of the population to 32.4 percent. Nearly one-third of all Hispanics in the USA today live in California.^v As represented in the chart on the following page, most of the Hispanic population is located in the southern counties of

California. The information is from the United States Census Bureau and is current as of 1999 estimates and 2000 census information.

Table 1
Percent of Hispanic Population by County

County	Population	% Hispanic
<i>Imperial</i>	142,361	72.20%
<i>Los Angeles*</i>	9,519,338	44.6%
<i>Riverside**</i>	1,545,387	36.2%
<i>Orange</i>	2,846,289	30.8%
<i>San Diego</i>	2,813,833	26.7%

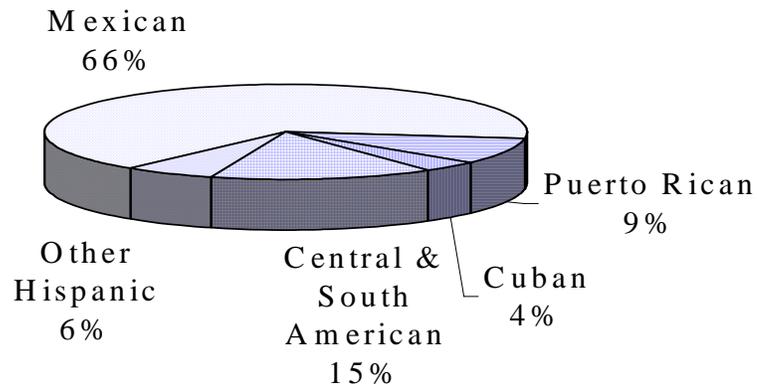
*Los Angeles County is the most populous county in the United States
 ** Riverside County is the fastest growing county in California

All five of the counties listed in the chart above are in Southern California and are the most heavily populated with Hispanics. Los Angeles County is the most populous county in the United States and has the largest number of Hispanics. Imperial County, while having a smaller overall population, has a higher percentage of Hispanics.

In March 2000, 32.8 million Hispanics lived in the United States. People of Mexican origin comprise approximately 66 percent of the Hispanic population. The pie chart on the following page demonstrates how the Hispanic races are divided up in the United States.^{vi} The two larger populations consisting of Mexican and those from Central and South America, are most populated along the states that border Mexico. The Cubans and Puerto Ricans are more heavily populated in Florida and along the East Coast.

Chart 2

Hispanic Population in the United States



Peter Morrison, a demographer at the Rand Corporation, a Santa Monica think tank, says California provides an early glimpse of the USA in the future, a time late in the century when some states will still have non-Hispanic white majorities, but most won't. Mr. Morrison went on to state, "California is a place where people are learning what it's like to live politically, socially and economically with no majority group."^{vii}

History of United States and Mexico Law Enforcement Cooperation

On April 27, 2000, Mr. M. Delal Baer, Chairman of the Mexico Project Center for Strategic and International Studies made a presentation to the United States Senate Subcommittee on Western Hemisphere Narcotics and Terrorism. The following comment sums up an attitude of the Mexican government and their fortunate position as the neighbor of the United States:

For many decades, the United States had a stunted and quasi-adversarial relationship with Mexico. Five hundred years of history had convinced Mexico that little good would come from outside its borders. This reticence vis a vis the outside world springs from a sense of vulnerability dating from the Spanish Conquest, reinforced by the 19th century French installation of the Hapsburg emperor and United States conquest of Mexican territory. Mexico viewed the United States as its greatest natural enemy, an attitude summed up in the famous saying, “Poor Mexico, so far from God and so close to the United States.” The United States, from its lofty perch of superpower status, did not do a great deal to alleviate Mexico’s concerns. United States attitudes ranged from benign neglect to arrogant unilateralism.^{viii}

Contrary to the popular belief by most citizens of the United States today, the relationship with Mexico has often been a turbulent one. There has been a history of distrust and conflict since the borders were established.

The basic shape of the current United States and Mexican border was established in conflict more than 150 years ago. In 1836, the creation of the Texas territory was out of conflict with annexation in 1845. The 1846 war with Mexico resulted in the Treaty of Guadalupe Hidalgo in 1848, and led to more than half the territory of Mexico becoming one third of the territory of the United States.^{ix} These conflicts, while not necessarily conflicts to establish a new border, have continued into the 20th century with the 1910-1920 Mexican Revolution. The often-romanticized 19th and 20th century history briefly addressed above has receded into the past, but still stands as an illustration of the intense relations along the United States and Mexican border. For many Mexicans and some Mexican-Americans; however, the period is regarded as one of North American abuse and disenfranchisement, making current border law enforcement and control initiatives all the more sensitive.^x

The United States began assisting foreign law enforcement agencies in the 1950’s. The level of assistance expanded in the early 1960’s when the Kennedy administration became concerned about growing communist insurgent activities and established a public safety program

within the Agency for International Development (AID) to train foreign police. By 1968, the United States was spending sixty-million dollars a year to train police in thirty-four countries in areas such as criminal investigation, patrolling, interrogation and counterinsurgency techniques, riot control, weapon use, and bomb disposal. The United States also provided weapons, telecommunications, transportation, and other equipment.

In the 1970's, Congress became concerned over the apparent absence of clear policy guidelines and the use of program funds to support repressive regimes that committed human rights abuses. As a result, Congress determined that it was inadvisable for the United States to continue supporting any foreign police organizations. In 1973, Congress enacted legislation that prohibits United States agencies from using foreign economic or military assistance funds to assist foreign police, but it subsequently granted numerous exemptions to permit assistance in some countries with various aspects of police force development.

Congress enacted the Foreign Assistance Act of 1973, prohibiting the use of foreign assistance funds for police training and related programs in foreign countries. However, the amendment applies only to funds appropriated to carry out the purposes of the Foreign Assistance Act, and does not apply to other agencies' appropriations. Nor does it apply to any Drug Enforcement Agency (DEA) or Federal Bureau of Investigation (FBI) activity.

In addition to the exemptions previously discussed, there are other authorities that waive the prohibition on assistance to police forces of foreign countries. For example, the President may authorize foreign assistance when it is important to the security interest of the United States.^{xi}

The above acts and policies are all federal legislation, provided to show that foreign police assistance has been an involvement of the federal government for years. However, these

acts, policies, and legislation do not impose the same restrictions on local agencies who are providing assistance in the cooperative training programs.

The Border

If an average American who lives in a state that borders Mexico were asked if they have ever been to Mexico, most would reply yes, and talk about their trip to a border town, usually Juarez, Tijuana, or Mexicali. While technically correct, they did visit the country of Mexico, but it was a culture that is a blend of the Mexican culture and the culture of the United States. Increasingly, specialists characterize the border region as an area different from both the United States and Mexico, an area where the border is disappearing and a new culture is emerging.^{xii} Indeed, the press and public affairs minister for the Mexican Embassy in Washington, Jose Antonio Zabalgoitia, opined, “The border is the third country between Mexico and the United States. It’s the fourth member of NAFTA.”^{xiii}

The border is the common merging point for California and Mexican law enforcement. The United States Border Patrol and United States Customs are the primary law enforcement agencies responsible for enforcing laws at the border.

The United States Border Patrol celebrated its 77th anniversary on May 28, 2001.^{xiv} This old and distinguished federal law enforcement organization performs an increasingly demanding and complex mission of preventing the smuggling and unlawful entry of undocumented aliens into the United States, apprehending immigration law violators, and serving as the primary agency responsible for drug and contraband interdiction between ports of entry. These challenges exist in all of the Border Patrol’s twenty-two United States and Puerto Rican sectors,

but the two thousand miles of shared border with Mexico remain the most critical, most publicly visible, most dangerous, and the most rapidly evolving.

The United States and Mexico border today remains a dangerous environment for law enforcement officers, with armed confrontations and planned or random shots frequently fired from across the border, often with deadly consequences. Eighty-six Border Patrol agents and pilots have been killed in the line of duty since the force was created, six of them in 1998.^{xv}

Efforts to deal with the changing nature of illegal immigration have been mostly increasing the Border Patrol from around six thousand agents in 1996 to over eight thousand today. More than seven thousand of them on the United States-Mexican border.^{xvi}

Views on the significance of United States-Mexico border security problems and proposals for remediation differ sharply. On one hand, the security environment along the border is viewed by some as an existing national security emergency requiring immediate action, even the dispatch of thousands of troops in roles not previously sanctioned for military. Others characterize border law enforcement primarily as a manageable public safety problem that can be met with better law enforcement. By most objective standards such as, numbers of arrests, drugs and other contraband seized, illegal immigrants detained, incidents of cross-border violence or other statistics. Border security is a far more serious problem than it was just a few years ago. Since the border is a vector for the most pernicious forms of transnational security threats, the position of border security as an important element of homeland defense seems assured.

The role of the Border Patrol expanded in the 1980's, but mainly for reasons of greater protection of the United States economy from a Mexican invasion of illegal workers, a Canadian-American equivalent of which is absent. Assisted by many other law enforcement

agencies, the Border Patrol's means of policing have expanded and become more sophisticated to target the United States-Mexico border as a war zone. The Immigration Naturalization Service (INS) also made the United States-Mexico border its top priority because the drug trade has shifted to that country. The Canadian border in comparison, accounts for only one percent of all Border Patrol arrests.^{xvii}

A spectrum of federal, state, and local law enforcement organizations join the Border Patrol in many aspects of border region policing, particularly drug interdiction. But the most controversial partner, as viewed from both sides of the border, clearly has been the United States Military.^{xviii}

Military and United States Law Enforcement

For years, United States active and reserve component military support to drug law enforcement along the border has sparked protests in the United States and from Mexican official and media sources.^{xix} Charges that the border is being militarized became increasingly common in the mid-1990's.^{xx} These protests peaked in May 1997, when a United States Marine patrol/observation team supporting the Border Patrol near Redford, Texas, shot and killed an eighteen year-old American citizen, Esquiél Hernández, who had fired in their direction.^{xxi} The incident has become a familiar topic in debates about using United States military forces to support law enforcement.^{xxii}

The United States House of Representatives approved an amendment to the National Defense Authorization Act for Fiscal year 2000 that would modify Title 10 rules governing military support to law enforcement. The House identified the United States-Mexican border as a weak point in protecting the United States homeland from a range of transnational threats.

This amendment would explicitly extend military support beyond counter drug duties and include preventing the entry of terrorists and illegal aliens as well as other law enforcement functions. It would not, however, bestow powers of arrests and search and seizure.^{xxiii} There was some negative domestic reaction, but the most rapid and vociferous response was from Mexico. The Mexican media characterized it as unacceptable militarization of the border, offensive and disproportionate.^{xxiv}

The military is only one of a myriad of United States federal agencies working to protect the United States at the Mexican Border. There are other agencies that work on both sides of the border.

The United States Drug Enforcement Administration (DEA) was established in 1973 and plays the leading role in United States world policing and has more officers abroad than any other American police agency.^{xxv} The Southwest Border project in particular, is a major investigative anti-drug effort involving FBI and DEA at the United States-Mexico border, where nearly one hundred DEA agents are currently stationed to target the operations of the Mexican drug cartel.^{xxvi}

But the DEA is not the only United States law enforcement agency that has officers and agents working in Mexico. The FBI has a system of legal attaches, called the LEGATs, to provide assistance and training for foreign law enforcement operating in Mexico. The United States Coast Guard patrols the coasts for drug smugglers; the Bureau of Alcohol, Tobacco and Firearms works to prevent smuggling of firearms into the country. The United States Postal Inspection Service, the Justice Department's Criminal Division's Office of International Affairs, and the Bureau of Diplomatic Security all have working relations with Mexico for enforcement purposes.^{xxvii}

The United States State Department is increasingly involved in international police matters because the United States Government views the international crime problem as a component of foreign policy and national security, not just a law enforcement issue. The State Department has a division specializing in International Narcotics and Law Enforcement Affairs and its Bureau of Diplomatic Security has agents at embassies and consulates throughout the world.^{xxviii}

There are various pros and cons of American participation in international law enforcement. Reviewing these, mention can first be made of the uneasy membership of the United States in Interpol. The international organization has often been criticized for a number of reasons, including its Nazi past, its negligence in fighting terrorism and Nazi war criminals and its inclusion of nations suspected of involvement in terrorism. Interpol often also faces local resistance and limits placed by host governments. From the United States point of view, there has never been much enthusiasm for Interpol, because the network is thought to be slow and dependent on the cooperation of national governments.^{xxix}

Mexican Law Enforcement

In Mexico, there are three basic levels of police agencies: Municipal, State, and Federal, as compared to four levels of law enforcement in the United States: Federal, State, County, and Municipal. A municipal, or municipio, police agency in Mexico serves the purpose of both the city and county agency. Below is a more detailed description of each of the Mexican Law Enforcement agencies.

Federal Agencies

- * Federal Judicial Police (Policia Judicial Federal - - PJF): These officers usually wear black uniforms. They enforce the federal laws throughout Mexico, such as drugs, and smuggling.
- * Federal Fiscal Police (Policia Fiscal Federal - - PFF): These Officers are the armed customs inspectors one would encounter at the border and at some checkpoints on the southern edge of Mexico's border zone, such as Kilometer 21 south of Nogales. They usually wear blue and black uniforms, and they belong to the Secretariat of Treasury and Public Credit that encompasses customs.
- * National Migration Institute (Instituto Nacional de Migracion - - INM): These officers usually wear green uniforms and issue tourist permits at the border and staff checkpoints on the southern edge of the border zone.
- * Federal Preventative Police (Policia Federal Preventiva - - PFP): This is a new police agency, established in 1999, that took over for the federal highway patrol (Policia Federal de Caminos) and expanded its numbers and powers. Agents, dressed in green uniforms and other colors, patrol highways and enforce laws at the airports.
- * Military: The Mexican army enforces drug laws and patrols the border. They wear green uniforms, carry machine guns and frequently staff checkpoints (puestos militares) throughout Mexico, but especially near the border areas.

State Law Enforcement

- * State Judicial Police (Policia Judicial Estatal - - PJE): This is the primary investigative agency in each individual state. This agency investigates all felony crimes in each of the

municipios. A municipio is closely related to a county in the United States. The municipio is also responsible for patrolling and enforcing laws on the highways.

Municipal Law Enforcement

* Municipal Police: The municipal police are divided into two agencies, one for responding to calls for service, such as disturbing the peace, and other misdemeanor type crimes. The other agency does traffic enforcement, directing traffic in intersections and writing traffic citations.

Each level of these law enforcement agencies are involved in the cooperative training programs with the various law enforcement agencies in the border states of the United States. The municipal level agency is the least respected by the other agencies because they complete no formal training like State and Federal officers complete. In fact, many municipal officers can not even read or write. However, they are all required to participate on an equal level in the current training programs, put on by various agencies, in the United States.

One of the first questions asked by someone introduced to the training programs with Mexico is, what about the problem with corruption? There is no doubt the problem of corruption is at the forefront of concerns when dealing with Mexican officials. However, when it comes to the training programs, the biggest problem with corruption is the lack of knowledge possessed by most United States citizens.

Corruption and Abuse

For the first time in Mexico, a peaceful transfer of power occurred after President Vincente Fox won the election on July 2, 2000. The new President vowed to tackle the corruption issue head-on, beginning with a reorganization of the federal police. He is not

talking about changing a policy or a procedure, he is talking about changing a system where corruption is thoroughly institutionalized and abuse is an accepted practice as a way of doing business.

“Mexico has never had a democratic professional police force. Its first federal police corps, the Rurales, was made up of bandits in the mid-1800s,” said Ernesto Lopez Portillo, an organized-crime expert at the National Institute of Penal Studies in Mexico City. “In exchange for doing the dirty work of politicians, the police were permitted to engage in crime themselves. That trade-off continued through the seventy-one year rule of the Institutional Revolutionary Party, or PRI.”^{xxx}

During the seven decades of single-party rule now ending, many Mexican institutions, ranging from the police to the courts and from comptrollers’ offices to environmental inspection departments, were under funded, under equipped and under staffed. And that, say analysts, is exactly how the government wanted them. ^{xxxi} “The institutions protected the political regime,” said Ernesto Lopez Portillo. ^{xxxii} For decades, little effort was made to train, pay, or equip them well. “There was no political necessity to do it. It wasn’t thought that the police had to be professional to carry out their function.”^{xxxiii}

As a result, the Mexican police became brokers of criminal activity. As United States bound drug traffic exploded in Mexico during the past thirty years, police became a vital part of it, in effect imposing a private tax on traffickers. And the spoils were shared, from beat cop to top state and federal officials. One former United States anti-drug official points to the classic case: Mexican police officers would routinely pay huge sums to be named commander in a city bordering the vast United States Drug market. Budgets were paltry; commanders often had to

pay expenses such as salaries out of their own pockets. But the commanders would leave the job a few years later as multimillionaires, thanks to drug bribes.^{xxxiv}

Police corruption has been widely alleged at every level of administration and in every Mexican state. There is scarcely a criminal enterprise, major or minor, commonplace or bizarre, in which police complicity has not been charged.^{xxxv} In the Federal District, specifically in Mexico City, some observers have asserted that six out of every ten crimes involve policemen. Alleged police collusion with drug and other criminal organizations, extortion, bribery, and the commission of robberies, assaults, and kidnappings are all among the charges made, and in numerous cases proven. In addition to sustaining an utter lack of public confidence in a key institution, corruption and criminality have more recently raised profound questions about the ability of Mexico City police to meet increasing threats to the Mexican Capital, as well as other cities, from terrorists, insurgents, and well armed criminal groups.^{xxxvi}

As a consequence of these collective concerns, Mexican authorities began a dramatic restructuring of the Federal Capital's Public Security Secretariat (Secretaria de Seguridad Publica – SSP) in the late spring of 1996. To reorganize this important institution, virtually every major SSP official was removed and replaced by a military officer. At the top was General Enrique Tomas Salgado Cordero, a highly respected officer, who was well versed in the complex security problems. He subsequently set out an ambitious 21-point program for Federal District police reform. The program called for a full review of SSP structure and personnel selection policies; undertaking intensified training and professionalism programs; seeking and facilitating citizen support in the battle against crime, acquiring increased economic resources, demanding integrity and uprightness on the part of police personnel, and adhering to legal and human rights. By November of 1996, General Salgado's cleanup campaign was resulting in the

punishment of some fifteen capital police officers a week. He also stressed the SSP was working closely with the Federal District's Human Rights Commission regarding police attention to human rights.^{xxxvii}

Because of the results achieved by General Salgado, Mexico has used the military to work with law enforcement throughout Mexico. Overall, some form of military involvement in law enforcement is present in most of Mexico's thirty-one states in addition to the Federal District.^{xxxviii} But it didn't always work out with the military either. In 1997, General Jesus Gutierrez Rebollo was named to head the National Institute to Combat Drugs. He was described in the most positive terms as an "extremely forceful and focused commander."^{xxxix} He was known for coming head to head with drug dealers and appeared to have well-developed views on the problems of police corruption. Regrettably, within weeks after his appointment, Gutierrez Rebollo's reputation as a tough, honest, commander with more than forty-two years of distinguished military service was shattered when Mexican authorities in early 1997 announced his arrest as a direct collaborator of the notorious head of the Juarez cartel, Amado Carrillo Fuentes.

The most outrageous part is the role the police and military thugs are believed to play in the crime wave. "We're approaching a state of jungle law," says Guillermo Fernandez, a twenty-three year old Mexico City marketing executive who says he was recently mugged, with a uniformed officer assisting the assailants.^{xl} Roy Godson, a national security expert at Georgetown University says, "The old rules in Mexico have broken down." Nowhere worse than in Mexico City where crime in the capital has risen a staggering 30 percent for the past three years. Worse, a study has found that 90 percent of the city's crimes go unpunished, probably because police are committing so many of them.^{xli}

On the international level, lack of cooperation and distrust between American law enforcement officers and police of Mexico is an even more poignant problem. Particularly troublesome to American law enforcement is the lack of professionalism and the corruption in Mexico. In fact it is for this reason the United States DEA and FBI have forgone cooperation altogether and have worked in Mexico unilaterally. But that hasn't worked so well either. Take the case of Alvarez-Machain.

On February 7, 1985, drug traffickers in Guadalajara, Mexico kidnapped DEA Agent Enrique Camarena-Salazar, and tortured and killed him. Several Mexican nationals were tried and convicted for the crime. Humberto Alvarez-Machain, a Mexican physician, was suspected to have aided in the torture. In 1990, DEA abducted Alvarez-Machain and brought him to the United States where he was tried. The case went through the United States courts for a violation of the extradition treaty with Mexico. The end result was that Mexican officials threatened to suspend any cooperation with United States officials. Other nations were angry, fearing the United States would violate their treaties as well. The United States and Mexico agreed upon a "Treaty to Prohibit Trans-border Abductions," and Doctor Alvarez-Machain went back to Mexico, the case being dismissed for lack of evidence.^{xlii}

The Mexican authorities have their hands full fighting the corruption and the drug cartels. In fact, they are fighting five primary drug cartels located throughout the country, in Ciudad Juarez, Tijuana, Sinaloa, Guadalajara, and Matamoros. But drugs are not the only form of corruption; physical abuse of its citizens by police and government officials is a major problem in Mexico. Worse yet, the courts will accept a confession made as a result of torture. Amnesty International's 1992 report on human rights violations around the world stated that in Mexico in 1991:

The widespread use of torture and ill treatment by law enforcement agents continues to be reported.... Torture was frequently used throughout the country by law enforcement agents, principally by the state and federal judicial police. Confessions extracted under duress continued to be admitted as evidence in courts. Torture methods reported included beating, electric shocks, near-asphyxiation in polluted water or by covering the head of the victim with a plastic bag containing ammonia or other irritants, forcing carbonated water with chili pepper into the nose, and psychological torture.^{xliii}

Officials in the United States feel a lot more comfortable when they can point a finger at other countries, such as Mexico, and say it is a cultural problem that will take many years to clean up. Then, look at our own problems and call them aberrations, isolated incidents, or the result of one bad apple. However, a focused look at the history of corruption in law enforcement in the United States will tell another story. There is no comparing Mexican law enforcement and United States law enforcement when it comes to the degree of corruption; however, the basis for corruption is built on the same foundation.

On April 25, 1970, the New York Times published an article charging widespread police corruption in the city and official laxity in dealing with it. The mayor of the city established the Knapp commission to investigate the charges. The commission was funded by money from government and private sources.^{xliv}

The Commission concluded that it is a mistake to think of corruption in terms of the so called rotten apple theory. Corruption is not the result of a few morally weak individuals whose presence corrupts everyone else. It is the result of structures and the lack of structures that put police officers in situations where the rewards of illicit behavior far outweigh those of lawful behavior and where the motives and mechanisms for identifying and prosecuting improper behavior are weak or non-existent.^{xlv}

The Commission also noted that because of the nature of police work, the police develop feelings of isolation from the community and hostility towards everyone except the tight knit group they work with. The police develop intense group loyalty that breeds both powerful aversions to criticism from outsiders and an intense desire to be proud of the department. This mixture of hostility and pride created what the Commission described as, “the most serious roadblock to a rational attack upon police corruption, stubborn refusal at all levels of the department to acknowledge that a serious problem exists.”^{xlvi}

The Commission also made the following recommendations:

- Corrupt activity must be curtailed by eliminating as many situations as possible, which expose policemen to corruption, and by controlling exposure where corruption hazards are unavoidable.
- Temptations to engage in corrupt activity on the part of the police and the public must be reduced by subjecting both to significant risks of detection, apprehension, conviction, and penalties.
- Incentives for meritorious police performance must be increased.
- Police attitudes toward corruption must continue to change.
- A climate of reform must be supported by the public.

A review of some of the more notorious United States law enforcement corruption incidents, such as the Los Angeles Police Department, Rampart Division fit New York City’s definition for corruption. The same definition also describes the problems of corruption in Mexico. The problems are the same, just on a different scale.

A few agencies in California have had cooperative training partnerships with Mexico for several years. Below are examples of the programs that are currently being implemented.

Case Study I: City of San Diego

The City of San Diego has a population of 1,171,121 citizens, a police department with approximately 2,100 officers, and sits on the border of Mexico. Right across the border is the City of Tijuana with a population of approximately three million served by federal, state, and municipal agencies employing an unknown number of officers.

For the last four years, the San Diego Police Department has been working with Mexican police departments through the International Police Program. While there are no formal written program guidelines, the goals of the program are to establish professional working relationships with police departments throughout Mexico, share basic tactics training, and maintain a network of contacts with those departments.^{xlvii}

According to Lieutenant Manuel Rodriguez, of the San Diego Police Department, the program started as a request for assistance from the department's liaison unit that works with the Mexican Government on police related issues. The Mexican police departments had requested assistance for training their officers in basic police tactics, but the liaison unit was not staffed, or prepared, to provide the training. So Lieutenant Rodriguez, along with other officers, became involved in putting together training programs. The San Diego Police Department hosts a five-day training session several times a year, providing training for thirty-five to forty Mexican officers at a time. Most of the San Diego officer's time is volunteered and the logistical resources are donated. They feed one hundred eighty meals a day at a cost of about seven thousand dollars for one week of training. Coupled with other costs for linens and equipment

and supplies, the average cost for the week is approximately ten thousand dollars, almost all of which is donated by the community.

The guest officers are responsible for traveling to the Tijuana and San Diego Border. The San Diego Police Department then picks them up on a Monday, using a city bus that transports them to the Naval Training Center where they will be housed. Monday is the orientation day and is mostly for getting the guests settled in.

Starting Tuesday morning training begins for the Mexican officers at 5:30 a.m.; the guests begin with physical training, including defensive tactics. The rest of the day is spent in both classroom and practical training exercises. The group ends their training day late in the afternoon after an exhausting day of training. Lieutenant Rodriguez says the long hard training days are there for a reason. He explained that the typical day in Mexico is on a schedule. The first group they brought up for training started their training day at about 9:00 a.m. and ended at about 6:00 p.m. and put to bed at about 9:00 p.m. This turned out to be a problem because the Mexican Officers' normal hours for eating is breakfast at 10:00 p.m., lunch at 3:00 p.m., and dinner isn't eaten until about 9:00 or 10:00 p.m.. The guests were up and ready to go out and explore the area. Lieutenant Rodriguez says they learned fast to keep them busy and wear them out. He initiated the early morning exercise, a full day of training without the traditional afternoon break for a siesta. Now, by the time they get back to their sleeping quarters at 9:00 p.m., they are ready to go to bed.

According to Lieutenant Rodriguez, the favorite training for the guests is the scenario training. He explained that different scenarios are set up as typical calls the officers to respond. For example, using volunteers to act as role players, the guests may be responding to a domestic violence call, a burglary call, or even a robbery in progress call. Using paint ball guns and

protective gear, the officers are also trained in proper tactics. The Mexican police officers learn a lot about tactics and how to deal with difficult situations. They even have a table top exercise where they use a three dimensional map with toy cars and people. They will designate one of the guests as the incident commander and require the officer to communicate with the other responding officers and cordon off a particular area and set up a perimeter. They are instructed on hazards to watch for and how best to deploy units to resolved the problem and, most importantly, officer safety.

Officer safety is paramount in the minds of the Mexican officers. Since many of them receive no academy training, they have few skills to make it on the streets as a police officer. There were thirty-seven officers killed in the line of duty in the City of Tijuana, Mexico in one year. Most of them were killed while at work, but many were ambushed and killed on the way to or from work. Lieutenant Rodriguez says there is no scientific proof the training program has made a difference, but since the San Diego Police Department has been teaching them tactics and basic police training, the line of duty deaths have dropped seventy-two percent.

Lieutenant Rodriguez said the training, whether the officers are coming to San Diego, or the San Diego officers are going to Mexico, which they do several times a year, is always a learning experience. The two cultures are very different and the U.S. sends just as many criminal problems south of the border as they send north of the border. Lieutenant Rodriguez explained the typical gang member seen on the streets of California is traditional to the United States. However, we exported those problems to Mexico, and the Mexican officials were not sure how to deal with them. As a result, one of the classes taught is on gang members, their habits, and how to deal with them. Another problem is stolen cars; Americans always talk about cars being stolen and driven to Mexico. However a lot of cars are being stolen in Mexico and

driven into the United States. Until we work out a system for sharing that kind of information, it is going to continue to be a problem for both sides of the border.

Lieutenant Rodriguez explained there are several benefits to having the contacts and the networking system in Mexico. For example, there was a Mayor's conference in Mexico City. Susan Golden, the Mayor of San Diego at the time, went to Mexico City for the conference. There was supposed to be Chevy Suburbans and armed guards to pick the dignitaries up at the airport and transport them to the conference. However, when they arrived at the airport, there were no vehicles or guards, leaving several mayors and staff stranded at the airport in Mexico City. Lt. Rodriguez stated after receiving a call from the mayor, the liaison unit made a call to one of their contacts in Mexico City and within an hour, the Mayor of San Diego was picked up by armed guards and transported to the conference. The other city mayors had to fend for themselves because they didn't have the contacts that San Diego did. Lt. Rodriguez explained this is just one of many examples of how having the contacts in Mexico can help United States law enforcement officers get things done on a moment's notice.

Lieutenant Rodriguez said they get calls from the FBI and other agencies requesting assistance in working with Mexican officials. He emphasized that working with Mexican officials is about relationships. Without the contacts, you get nowhere. For example, a call to Miami P.D. for assistance in locating someone or service of a warrant wouldn't be a problem. They would provide whatever assistance was needed and ship the necessary paperwork. However, a similar call to some city in Mexico asking for a favor, would result in all kinds of promises and they would never be heard from again. But, if contacts are established with that department, they will render any assistance they can. It has nothing to do with corruption, it has

to do with the culture of that country, and if one doesn't understand the culture, it is very difficult doing business with the people of that country.

Lieutenant Rodriguez went on to talk about the subject of corruption in Mexico. He stated that the topic of corruption is approached very carefully in their training programs. They haven't, as of yet, done classes on ethics or pushed the issue. It is something they are considering, and will probably do in the near future. But the subject of corruption is another area where few Americans understand the concept of police corruption in Mexico. According to Lt. Rodriguez, police officers have to have a scam to survive in Mexico. Almost all the scams are some sort of corruption, the most obvious are doing business with the drug dealers or running prostitutes. But others involve recovering cars for insurance companies at four hundred dollars for a returned vehicle in good condition. When you take into consideration that the cost of living just across the border is only twenty percent less than it is here in the United States, and compound that with the monthly pay of an officer in Tijuana at three hundred dollars a month, there is no way to survive on that salary alone. Lieutenant Rodriguez believes most people, in the same predicament, would be willing to accept a bribe on a traffic stop. There are a lot of officers in Mexico who want more than anything to be respected as a professional law enforcement officer, but the design of the system, more than anything, doesn't allow for that to happen.

Lieutenant Rodriguez said if you are going to work with the Mexican government, especially when travelling there, one thing that you must remember, you are not in charge. You must remain flexible, be patient, and accept the fact that they go at their pace, not ours.^{xlviii}

Case Study II: Riverside County (AMIGOS)

The Riverside County Sheriff's cooperative training program with Mexico started from a Sister City program out of the City of Moreno Valley. Romelio Ruiz immigrated to the Moreno Valley area approximately forty years ago and raised his family in the area. Around 1995, he helped establish an exchange program with the school district and his hometown of San Juan de los Lagos, in the state of Jalisco, in central Mexico. That program grew into a Sister City program between the City of Moreno Valley and the Municipio of San Juan de los Lagos. As a result of the city governments getting involved in an exchange program, the police chiefs of both cities met when Chief Francisco Javier Martinez Espinoza traveled to Moreno Valley, met with Chief Richard Coz and requested assistance in training his officers in basic police tactics.

An exchange program began where the Moreno Valley Police Department, a contract city for the Riverside County Sheriff's Department, sent four officers to San Juan de los Lagos for ten days to train the police officers. The training consisted of basic police tactics, such as handcuffing techniques, vehicle stops, under the influence testing, and a lot of question and answer periods on what California law enforcement officers do as regular duties, and the equipment used to do the job. One of the biggest surprises to the officers first going on the exchange program was the lack of qualifications required to be a police officer in a typical Mexican municipality. While a few of the sixty officers were going to college to further their education, many officers could not read or write, some had never driven a car, and almost none of them had ever fired a gun.

The exchange occurs every six months and the second part of the exchange program is where the Mexican officers are sponsored by their city and flown to Tijuana where they are

picked up by officers of the Moreno Valley Police Department. They are then driven to the Sheriff's Academy where they are housed for ten days, during which they receive approximately ten to fourteen hours a day of training on police operations in Southern California. They receive extensive firearms training, not only on shooting, but also the care of the firearms and how to train others in the use and care of firearms. The officers then do ride-a-longs in the evenings with officers to learn aspects of how law enforcement is done in California.

In 1999, Sheriff Larry Smith made arrangements with the Sheriff's Ben Clark Training Center and the Moreno Valley Police Department to establish a training program for Mexican Police Executives. Out of that request came the American and Mexican International Governments Officer Support (AMIGOS) program. Under the AMIGOS program, approximately twenty-five to thirty-five police executives are invited to attend a nine day training program. The executives are responsible for their own travel to the Tijuana Airport where they are picked up by officers from the Moreno Valley Police Department. The police executives are picked up on a Saturday and transported to the Sheriff's Training Center where the first day is spent registering and getting them settled in. There is a welcome dinner planned on Saturday night and is usually hosted by the Hispanic Chamber of Commerce. On Sunday they are shown the sites of Southern California. Breakfast, lunch, and dinner are provided by groups donating the meals either at a restaurant or a planned meal at someone's residence. Monday morning begins the first training day. The guests are given a half day of classroom instruction on topics such as United States Law, organization of a typical California law enforcement agency, internal investigations, personnel issues, hiring and recruiting, training, and ethics. The second half of the day is spent on practical exercises and working with other law enforcement agencies in California, such as the California Highway Patrol, United States Border

Patrol, United States Customs, and Fish and Game. The other local agencies in Riverside County, such as Riverside Police Department and the California Highway Patrol assist in the planning and execution of the training program, making it a multi-agency cooperation.

During the practical part of the training day, which usually starts after the lunch break, the guests participate in firearms training and K-9 demonstrations in which they are invited to put the bite suit on and act as agitators for the dogs. They also participate in helicopter applications, in which some of them have the opportunity to ride in the helicopter, Emergency Services Team demonstrations, and Hazardous Device Team demonstrations. All classes are taught either in Spanish or in English with translators provided by the Riverside Community College Spanish Department.

According to Sheriff's Captain Richard Coz, the relationships are the keys to these programs. Not only are professional relationships developed with the law enforcement executives in Mexico, so too are personal friendships that outlast most job positions in Mexico. Those job positions change typically every three years, when elections are held. There are term limits on almost all the elected positions in Mexico. When a new Presidente del Municipio, equivalent to a city manager or mayor in the United States, is elected, usually all the other offices change also. With the exception of the city council, that is also elected, all the offices are appointed by the new Presidente, including the police and fire chief. However, the thing to remember here is that these people don't just disappear, they show up in new positions in different parts of Mexico, and they don't forget their contacts. In fact, they maintain their contacts here in the United States to make sure the relationship isn't forgotten. An example of that was when the Chief of Police for the City of San Juan de los Lagos was replaced during the last election, he became second in command for the City of Guadalajara, a city with a police

force of thirty-five hundred officers. Since then, he has called requesting a training relationship with the City of Guadalajara.

A very important aspect of the training for the officers when they return to Mexico is the certificate showing they have been to the United States and completed the training. Since there is no formal training for municipal police departments, these certificates carry a lot of weight when applying for new positions up to and including chief of police jobs.

Captain Coz stated it doesn't matter whether they are going there, or bringing officers here, they are very cautious about spending taxpayers' money on these types of training programs. The community, the businesses, special interest groups, and the local government become involved. The guests stay at either the Sheriff's training academy and eat at the academy cafeteria with the recruits going through basic training, or they stay at a hotel where the rooms are donated, along with breakfast. Special dinners and special trips for entertainment are all donated by groups wishing to help out with the program.

Captain Richard Coz said the Riverside County Sheriff's Department will probably continue to host officers from Mexico and send officers from California to Mexico to teach them in their own environment. The biggest benefit of going there is the cultural education the officers receive. The first trip to Mexico was difficult to get volunteers, because they had to take vacation time. However, after one trip, and the experience the officers shared with the other officers back in California, there is a list of officers waiting to volunteer their time to go. Even the Hispanic officers working here will come back and admit they really knew very little about their heritage. It is truly a cultural experience and an eye opener.^{xlix}

Case Study III: Orange County District Attorney's Office:

Cooperative training programs are not limited to police and sheriff's departments. Tony Rackauckas, the Orange County District Attorney, has had experience working with Mexican students for years. He has taught at Mexican law schools and recently started planning an exchange program with attorneys in Mexico. In the exchange program, Mexican lawyers would come to California and spend time with Orange County District Attorney's Office to learn about the California legal system.

According to Frank Lopez, Senior Investigator for the Orange County District Attorney's Office, implementing the program has recently been delayed because of other obligations. Investigator Lopez reiterated the interest by the District Attorney to get programs like this off the ground. He believes there is a real need for these types of relations and believes we will all eventually benefit from them. He has personally traveled to Mexico and trained investigators with the Ensenada Police Department in Baja, Mexico. In his opinion, one of the biggest problems faced by these training programs is the movement of personnel. The state and federal police in Mexico tend to be moved from station to station on a frequent basis. With the personnel constantly being rotated, it is difficult to maintain relations with most of the officers in a single station.

Currently, the Orange County program hasn't been formally established, named, or had guidelines established to determine funding or program operations.¹

Case Study IV: United States Border Patrol BETA Program:

The United States Border Patrol is first and foremost the agency that works with the Mexican officials and line level law enforcement officers in Mexico. The Border Patrol is the mobile uniformed law enforcement arm of the Immigration and Naturalization Service (INS), which is a branch of the Department of Justice. There are a few exchange training programs that are currently in place and facilitated by the Border Patrol. According to Agent Raul Garza of the San Diego's Sector and Liaison Office, the Liaison Unit for the Border Patrol is only about five years old, and was created to work with the officials from Mexico to establish better working relations. He said the level of distrust among the two countries' officials make it very difficult to get anything done. Below are a few of the current working programs being funded and provided by the Border Patrol:

- BETA – This is probably the original exchange program. It's been in effect for about ten years and consists of fifteen federal, fifteen state, and fifteen municipal officers from Mexico. They are trained in the basic operations of the Border Patrol and any other training that will assist the Mexican officials with their operations. Agent Garza said the word BETA is not an acronym, it is simply the military phonic for the letter B. Originally the group called themselves the Banditos, but administration decided to change the name to BETA.
- Border Operations Search and Trauma Rescue (BORSTAR) – The BORSTAR is a search and rescue program that actively goes out and rescues not only immigrants, but anyone who may become lost or trapped in a canyon or river, or from anywhere else that they may need to be rescued. Agent Garza said there is a cooperative training program through BORSTAR where they train the Mexican Officials in search and rescue. The

Mexican officials will travel to the United States and learn the basics of rescue operations.

- Critical Incident Investigation Team (CIIT) - This is the Internal Affairs unit of the Border Patrol. According to Agent Garza, the Mexican officials contacted the Border Patrol and advised them that their closure rate on internal investigations were almost non-existent because their investigators had no formal training. The Border Patrol set up a training program for the Mexican investigators and trained them on how to preserve evidence, interview techniques, investigative and documentation skills.

Agent Garza stated that it is no secret that tension has been around between the two governments for a long time. He says these types of training programs break down those barriers that prevent the two governments from working together. He says he now has contacts in Mexico that he can use, and also has made several lasting friendships.

Agent Garza says the programs were seen by most as a positive thing; however, when they were first implemented, there were a fair share of agents who were resistant to the programs because they were uncertain of the benefits to the United States Officers. He said the benefits are obvious to everyone now, in fact, other Border Patrol Sectors are starting to copy the programs that are being done out of the San Diego Office^{li}.

As each of the interviewees pointed out, these training programs are about relationships. The firsthand knowledge gained about the Mexican culture and personally experiencing all the parts that make up the culture is a unique experience in itself. It's very different from the Mexican culture in the United States, but is the foundation for the American culture. Also, the ability to make things happen in another country without dealing with the usual bureaucratic red tape is quite an accomplishment and could prove to be a very useful ability.

Obviously, the issue of training Mexican police officers evokes a wide variety of opinions, both positive and negative. Clearly, the future of law enforcement in California demands that the issue be addressed. The next chapter will discuss how the future of this issue can be forecast.

CHAPTER II

FUTURES STUDY

We judge ourselves by what we feel capable of doing, while others judge us by what we have already done. Henry Wadsworth Longfellow, 1807-1882^{lii}

Introduction

Leaders in every size community and all the levels of government have, and will continue, to experience change. These changes often present themselves as challenges in the years ahead. Consider some of the changes taking place now with the overwhelming change in demographics, NAFTA, global economies, and technology that is advancing at an exponential rate. Organizations that want to prosper must respond to these changes. Their plan may be to do what they have always done, only do it better. Or, it may involve important shifts in their organizational focus and actions. With the rapidly growing interconnectedness of the world, a change in one part of the world results in changes in other parts of the world. Some of the ways to prepare for and deal with those changes is to forecast and plan.

In order to assist in the construction of a model strategic plan, as well as identify and measure possible trends and events, for the issue of cooperative training between the United States and Mexico, the Nominal Group Technique was used. This technique was used to identify trends and events in a group process.

Nominal Group Technique

The Nominal Group Technique is a structured process facilitated by a person who identifies a problem or issue to be addressed. It is also used for managing participation in such processes as planning, performance improvement and measurement. The method is effective at gaining consensus with all types and levels of participants. The facilitator presents the issue and

the participants identify trends and events that affect the issue. The trends and events are then ranked by order of importance. The group may then discuss solutions to resolve the issue. By generating a prioritized consensual list of measures and improvement interventions, the issues are addressed and a strategic plan is developed through teamwork.

A group of citizens in the community were selected to assist with the nominal group technique (NGT). The citizens selected from the community consisted of persons who have some knowledge or expertise in the subject of training Mexican police officers or some expertise in exchange programs with Mexico. The panel consisted of:

- The Chief of Police for the Moreno Valley Police Department
- A Detective for the Moreno Valley Police Department
- An officer with the Moreno Valley Police Department
- An English as a Second Language (ESL) teacher with the Moreno Valley Unified School District
- A representative of the Moreno Valley Chamber of Commerce
- Two members of the Moreno Valley Sister City Committee

A letter was sent out to each participant explaining the nominal group technique (NGT), the issue to be discussed, and providing the definitions for event and trend. Each participant was asked to prepare a list of five trends and five events and bring them to the NGT.

The panel convened on March 5, 2001, at 1300 hours. The panel assembled at the Moreno Valley Police Department in the public conference room. Before the actual NGT process began, a Power Point presentation was done to again explain the NGT process, the issue, and again explain the definitions of event and trend to the panel members. This was also an opportunity to answer any questions and clear up any confusion on the process.

Trends

The panel was asked to identify emerging trends in relation to the issue of training Mexican police departments. The panel identified twenty-six trends from which the participants ranked the top ten in priority order as to their potential impact on the issue.

The panel was asked to provide additional information to chart an analysis of the information they previously provided. Assuming a value of 100 for the present year, 2001, the participants were then asked to individually estimate the value of the trend in relationship to the present. The trends were ranked for their relevance to the issue five years ago, in 1996; five years into the future, in 2006; and ten years into the future, in 2011.

The panel concluded that only four of the ten trends had increased since 1996; however, using median scores, the panel believed that Trend 9 would remain consistent between 2006 and 2011; and that Trend 2, 3, 4, 5, 7, and 10 would actually decrease in magnitude between 2005 and 2010.

The results shown on the following page reflect the median of the scores tabulated.

Table 3

Trends Effecting Cooperative Training Between the United States and Mexico

	-5 Years 1996	Today 2001	+5 Years 2006	+10 Years 2011	Concern 1-10*
Trend 1 (Corruption)	10	100	110	150	8
Trend 2 (NAFTA)	146	100	72	55	9
Trend 3 (Prosecution)	105	100	90	80	10
Trend 4 (Corruption)	157	100	95	82	10
Trend 5 (Police/Drugs)	137	100	117	100	10
Trend 6 (Open Border)	0	100	108	120	6
Trend 7 (Bush/Fox)	0	100	175	162	5
Trend 8 (Economy)	62	100	125	147	7
Trend 9 (Drugs)	137	100	100	125	9
Trend 10 (Assassinations)	162	100	112	90	8

1 indicates a score of **least** concern, while 10 indicates a score of **most** concern.

Trend 1: Local Border Corruption by Law Enforcement and Government Officials.

Corruption or abuse by law enforcement officers is probably the biggest concern of people crossing the border. Going south into Mexico, the concern, especially for Hispanics, is that the Mexican Authorities will rob them. When they come back across the border, their concerns with the United States officials are that they will be mistreated, in the sense that they are treated as less than legal immigrants or law bidding citizens of the United States. Complaints stem from being spoken to in a condescending voice, having their vehicles searched for illegal immigrants or contraband, and having to wait for long periods while they are confirmed as legal for entry into the United States. While the panel felt corruption would some day get better at the border, they felt it is so ingrained, that it would be more than ten years before we see a difference, and would get worse before it gets better.

Trend 2: Unregulated NAFTA Traffic at the Border.

The majority of NAFTA traffic that comes across the border into California is at the Otay Mesa border crossing in San Diego. At times, there are 20 to 50 trucks backed up waiting to enter the United States. As the volume of trucks entering the United States increases, the concern is that the quality of inspections will falter, allowing for more illegal immigrants and contraband to enter the United States. There was also concern that this was simply the first step in the direction of open borders. The data produced by the panel indicates that increased enforcement at the border would result in less unregulated trucks crossing the border.

Trend 3: Number of Mexican Citizens Fleeing the United States to Avoid Prosecution.

The panel members associated with law enforcement were well aware of this as a problem, but it was no mystery to the private citizens on the panel either. This has long been a problem for the United States Government. While some progress has been made, it is hoped

that for persons committing crimes in the United States, Mexico will no longer be a safe haven. With more cooperation between the two governments, the panel felt the persons fleeing across the border would decrease in the next ten years because of several informal agreements between the two governments that will allow criminals brought back for trial. Mexico will also prosecute Mexican citizens who commit level one crimes against Mexican citizens in the United States and then flee to Mexico to avoid prosecution in the United States.

Trend 4: Level of Corruption in the Mexican Government.

Anytime the subject of Mexico is brought up, corruption is at the forefront of the conversation. The articles on the subject are in every form of periodical. Corruption has filtered into every level of government in Mexico, from the office of the president, to the street cop, and every office in between. However, the topic of conversation is no longer how bad the corruption is, but instead how to clean it up. From the news articles on President Fox's efforts to eradicate political corruption at every level, to the personal experiences of California law enforcement officers working with Mexican police officers, the move is toward an ethical and professional relationship between the government and the people of Mexico.

The corruption in the United States is more often looked upon as a single bad apple or incident that is acted on immediately and cleaned up. Corruption in the United States government is nothing new, nor is it unheard of in law enforcement. The difference is the number of ethical politicians and officers who are dedicated to making sure their office or department remains untarnished. The panel believes that with the continued trend being spearheaded by President Vincente Fox, the same will someday be true for Mexico.

Trend 5: Level of Police Involvement in Drug Trafficking.

This is a problem of gigantic proportions in Mexico. When Mexican Police Officers can't afford to feed their families on the pay they receive from their employers, they turn to other sources of income, typically drug dealers. The officers provide protection for the drug dealers, and very often transport and sell the drugs. Unfortunately, this is not a rare occurrence in Mexico; in fact, it is common in the majority of the police departments throughout the country.

In the United States, when an officer is caught selling, transporting, or manufacturing drugs, it is normally an isolated officer who is arrested by their own department or a special task force put together by DEA or FBI. Experience has shown even thieves, drug dealers, and common criminals do not like a crooked cop, and will eventually turn them into authorities. However, in order for them to do that, there must be authorities they can trust to respond to the problem appropriately. The panel felt that Mexico is headed in the right direction and there is so much focus on it by the president, that they feel there will start to be a decrease in the future between five and ten years. Until then, it will probably continue to increase.

Trend 6: Free Movement Between the United States and Mexico.

Long before NAFTA, there was talk of an open border. However, almost no one in the United States would support such a proposal. Even Mexico was against such an alliance with the United States of America. When NAFTA came into effect, many believed that was the first serious step toward an open border. There are other factors that must evolve before any chance of an open border could occur. Some of those are: better economic conditions in Mexico, better employment opportunities for the citizens of Mexico, and an end to the level of corruption. NAFTA is believed to be the first step toward the open borders because it promotes two out of three of the items mentioned. It provides better employment opportunities, which in turn helps the economy. Most Americans believe the open border theory will never happen, but then

again, they used to say the same thing about the PRI party being voted out of the presidential office. The PRI party held office for over seventy years before President Vincente Fox won the election.

Trend 7: Level of Collaboration Between Presidents Bush and Fox.

Shortly after Vincente Fox took over the office of the President of Mexico, he moved to establish a better working relationship with the President of the United States, George W. Bush. Unfortunately, the press reported that very little came out of the meeting between the two presidents. The panel believes this was only the first positive step in a long journey. It is in the best interest of both countries to improve relations and the first meeting was simply the first step. The panel felt it is in the interest of both countries to establish working agreements and several will probably follow, starting in the near future.

Trend 8: Level of Vitality of Mexico's Economy.

The Mexican economy rates just slightly above corruption when it comes to the question of the bigger problems facing Mexico. Most believe that if the economy improves, corruption will get better. The panel believed that to be partially true; however, they believed the economy belongs in a separate category since corruption is an ethical issue, not an economic issue. When the economy gets better, there will be more money to provide the law enforcement agencies for hiring, training, and maintaining qualified employees. It is also believed the economy is the answer to the illegal immigration problem in the United States; when the economy gets better in Mexico, the illegal immigration problem will cease or slow down.

Trend 9: Level of Drug Trafficking.

This is not a new trend, but it is getting more complex as technology advances. Drug dealing is more of a commercial business than ever before. The drug cartels are notoriously the

most feared group in Mexico. The fear among most agencies is that training Mexican Police Departments will cause the drug cartels to feel threatened, then there is the threat of retaliation. There is also the fear that the training we provide the Mexican Police Departments will end up being used as intelligence for the drug cartels, since they are the ones who can afford to pay the trained officers. The panel felt it was worse several years ago, has gotten better with the strong anti-drug campaigns, but will get worse again in the future. This is especially true with the attention of the United States directed to a war in Afghanistan.

Trend 10: Number of Assassinations of Head Law Enforcement Officers.

This appears to be more of a trend in the last decade. These assassinations make headlines around the world, but only confirms in the United States citizens, that their fears of violence in Mexico are founded. On March 23, 1994, Luis Donaldo Colosio, the candidate for the ruling party (PRI) was assassinated. A few months later, on September 28, 1994, the assassination of Jose Francisco Ruiz Massieu, also a member of the PRI party shook the nation of Mexico. It was later discovered these two assassinations were related and possible coming from within the PRI party itself.^{liii}

On February 27, 2000, the Chief of Police for the City of Tijuana was assassinated after leaving a Catholic Mass in Tijuana. His vehicle was riddled with bullets and he was pronounced dead at the scene. It is believed that he also was assassinated because of his determined efforts to crack down on drugs. The Mexican officials, fearing this would cause Americans to stop traveling to Mexico released a statement to the press. “This is not open fire in the streets of Tijuana, these are targets that have been chosen by people who either work in drug trafficking or organized crime,” Mexican Consul General Jose Luis Bernal told CBS 2. “It’s important for people to feel sure and secure that they can come (to Mexico).”^{liv} The panel felt that regardless

of the reason for the assassinations, citizens of the United States do not feel comfortable traveling to a country where the drug cartel is assassinating the political officials, that includes being cautious about sending our law enforcement officers there for training.

Events

The NGT Panel next identified several events they believed could occur over the next ten years that could have an impact upon the issue. Thirty-three events were identified by the panel that could potentially have an impact. Each of the events were discussed as to their relative impact upon the issue. Of these thirty-three events, the panel voted on the top ten most significant events, and then ranked them in order from 1 to 10, 10 being of the highest significance. After ranking the events, the NGT panel determined the first year, from today, that each of the events could possibly occur. They also rated a positive or negative impact an event would have on the issue. For instance, the majority of the panel believed there was actually little probability of open borders occurring in the next ten years. The panel also opined that NAFTA was likely to continue and be successful, but have less noticeable negative impact on law enforcement training than it would if it failed. The negative impacts tended to be the arrest or injuring of citizens by Mexican Police.

The results shown on the following page reflect the median of the scores tabulated.

Table 4

Events Effecting Cooperative Training Between the United States and Mexico

	First year event could occur	Probability of event occurring by 2006	Probability of event occurring by 2011	Positive or negative impact on the issue	Amount of impact 1-10
Event 1 (Open Borders)	5	35	40	+	10
Event 2 (U.S Official Arrested)	1	80	90	-	5
Event 3 (United States Teen Arrested)	1	90	95	-	5
Event 4 (United States Citizen Shot)	1	80	85	-	6
Event 5 (Suspect flees to Mexico)	1	100	100	-	4
Event 6 (Mexican Police Acad.)	5	45	50	+	8
Event 7 (Mexican Instructors)	5	55	60	+	8
Event 8 (Bush and Fox)	1	90	95	+	9
Event 9 (NAFTA fails)	1	40	50	-	6
Event 10 (Guns in Mexico)	3	10	20	+	7

Each of the events were discussed in detail by the panel. What follows are summaries of these discussions.

Event 1: Open Borders

When NAFTA became a reality, many people felt it was the first step toward open borders between the United States and Mexico. In the 2000 Mexican election, Vincente Fox became president of the United States of Mexico and has openly stated that he wants open

borders between Mexico and the United States. The panel felt the one event discussed that would probably have the biggest impact is open borders. This would create an open flow from one country to the other, and create an environment that would force law enforcement from the two countries to work together.

Event 2: United States Political Leader Arrested for Drug Trafficking.

In an interview with 60 Minutes, Vicente Fox stated that Americans always talk about the corruption in Mexico, but we are naive if we believe that it doesn't exist in our own country. We've heard news reports for years, about Mexican officials being arrested for cooperation with the drug cartels, but would be amazed if a high ranking politician or judge was arrested for the same in the United States. This type of event would not be detrimental to the training agreements between the United States and Mexico, but it would do wonders for leveling the attitudes about the level of corruption in one country as compared to the other. The panel felt the attitude about corruption is unfairly balanced by always pointing a finger at Mexico and ignoring the problems right here in the United States.

Event 3: United States Teen Arrested and Held for Bribe, Incident Publicized.

It's not news that Mexican police expect bribes when they stop and detain for every violation from traffic infractions to felony violations. The fact that it is well known to those who have been to, or travel to Mexico on a regular basis, makes it an almost acceptable risk. However, should the U.S media decide to make it a featured story for any length of time, it would have an impact on travel to Mexico, specifically in the border towns. Any elevated exposure would have an impact on the relations between the United States and Mexican police departments; however, the panel felt the impact weighed evenly between the good, exposure, and the bad results.

Event 4: Mexican Border Official Shoots United States Citizen.

Citizens from both countries have been shot on both sides of the border. But typically, they are not law abiding citizens. The panel felt that if an American tourist traveling into one of the border towns was shot, accidentally or otherwise, it would create apprehension between not only the citizens of the two countries, but also officers of the two countries. The civilian members of the panel expressed this more so than the law enforcement members of the panel.

Event 5: Major crime in San Diego and suspect flees to Mexico.

For years crossing the border has been a goal of most criminals trying to escape justice. Both Mexican and Americans who commit crimes in the United States flee across the border, knowing the complexities of extradition. The same thing occurs when citizens commit crimes in Mexico, they flee to the United States to avoid prosecution in Mexico. It wasn't two months after the panel discussed this, that it occurred. A Mexican national, who is also a United States Citizen, murdered several people and fled to Mexico. His location is known, right across the border in Tijuana, but Mexico refuses to even attempt to cooperate because the crime is a capital offense in which the suspect could receive the death penalty. Mexico doesn't have, nor does it support, the death penalty. While this is nothing new, the panel felt a particularly high profile crime, such as the assassination of an elected official where the suspect fled across the border, would bring the attention to the media.

Event 6: Mexico Funds New Police Academies and Requests U.S Cooperation.

This event would have a huge impact on the law enforcement relations between the U.S and Mexico. This would be an ideal situation for cooperation and working relationships, and would provide American officers with the opportunity to train in tactics, and familiarize Mexican

officials with United States customs and laws. It would also allow the law enforcement officers, who are training in Mexico, to become familiar with Mexican laws.

Event 7: United States Requests Mexican Instructors for Law Enforcement Academy.

This would be a follow up to event number 6. This would provide United States law enforcement officers with an opportunity to learn Mexican laws. With the influx of Mexican nationals to the United States, many of them don't understand the laws. When officers understand that, and have knowledge of Mexican laws and customs, it is easier for them to understand and explain to the Mexicans what the laws are, and why it is important they comply.

Event 8: Bush and Fox Reach a Formal Agreement on Extradition of Felons

When Vicente Fox became president of the United States of Mexico, one of the things he wanted to establish was better working relations with the United States. He had an initial meeting with President of the United States, George W. Bush, but the meeting was reported as uneventful. The panel felt that in order for there to be any gain for the training of Mexican Police Departments by United States law enforcement, they are going to have to establish some type of working agreement on the federal level.

Event 9: NAFTA Accord Shut Down.

While NAFTA has very little to do with the training of police departments, it is essential to a continued working relationship with Mexico. NAFTA was the first big step in establishing a relationship on mutual grounds, where both countries could gain equally. The panel felt that if NAFTA were to fail, it would be the symbolic equivalent of closing the door on opportunities for Mexico.

Event 10: United States Law Enforcement Officers Given Permission to Carry Guns in Mexico.

This was attempted several years ago, but on May 2, 1997, President Zedillo stated that two requests from United States law enforcement would be denied without any further discussion because they violated Mexican sovereignty. The right to carry guns in Mexico has been outlawed since 1992.^{lv} To allow this would require a national change of Mexican policy. To make a change of policy toward lesser restrictions on carrying guns, even by law enforcement, is unlikely.

Cross Impact Analysis

Since trends and events normally do not occur independent of each other, and could have definite impacts on each other, it is necessary to do a Cross Impact Analysis. Therefore, the panel was asked to consider the impact each event could have on each trend. A chart was developed using a scale of -5 to +5, -5 having the most negative impact on the issue, and +5 having the most positive impact on the issue, and 0 having a neutral effect. After these impacts are determined, a strategic plan could be developed that would attempt to have positive events occur, to have a positive impact on the issue. In other words, if the occurrence of Event 1 were to have a positive effect on the majority of the trends, it would be beneficial to attempt to cause Event 1 to happen. However, if the impact were negative on most of the trends, attempts should be made to prevent the event.

The table on the following page indicates the impact each event could have on each trend.

Table 5

Impact Analysis Chart

Trends ⇒	1	2	3	4	5	6	7	8	9	10
Events ↓										
1	+6	+8	+6	0	+4	0	0	+8	-6	-2
2	-4	-2	-1	-5	0	-2	-2	0	-5	0
3	-8	-2	0	-6	0	-4	0	0	-3	0
4	-6	0	0	-4	0	-6	0	0	-2	0
5	-4	0	-8	-6	0	-5	0	0	0	0
6	+6	+2	+4	+5	0	+5	+5	+2	+5	+2
7	+3	0	+2	+5	0	+1	+3	+2	+2	+2
8	+4	+5	+3	+2	0	+8	0	+8	+4	+2
9	-8	0	-5	-6	0	-8	-5	-9	-4	0
10	+2	0	+3	0	0	0	+3	0	+2	+1

Trends

1. Local Border Corruption by Law Enf. and Gov. Officials
2. Unregulated NAFTA Traffic at the Border
3. Number of Mex. Citizens Fleeing U.S. to Avoid Pros.
4. Level of Corruption in Mex. Gov.
5. Level of Police Involvement in Drug Trafficking
6. Free Movement btwn. U.S. and Mexico
7. Level of Cooperation btwn. Presidents Bush and Fox
8. Level of Vitality of Mexican Economy
9. Level of Drug Trafficking.
10. Number of Assassinations of Head Law Enf. Officials

Events

1. Open Borders
2. U.S. Political Leader Arrested for Drug Traff.
3. U.S. Teen Arrested and Held for Bribe
4. Mex. Border Official Shoots U.S. Citizen
5. Major Crime in San Diego and Susp. Flees to Mex
6. Mexico Funds New Police Academies
7. U.S. Requests Mex. Inst. For Police Academies
8. Bush and Fox Reach Extradition Agreement
9. NAFTA Accord Shut Down
10. U.S. Law Enf. Okay to Carry Guns in Mex.

Analysis of Cross Impact Table

When viewing the table above, you get a broad view of the impact each event has on the current trends. For example, event number one, the panel felt that open borders, will have a positive effect on the corruption of border officials because of increased exposure to the public. However, events two through five would all have negative impacts on the trend of corrupt border officials because it would only add to the stigma already on those officials. The impact of the

information compiled by the panel indicates that relations between the two countries will improve with continued pressure to clean up the corruption at every level of government. That will in turn have a positive impact on the cooperative training relationships between the two countries. The panel wasn't optimistic on changes happening at a rapid pace, but felt the majority of the positive results would be outside the, ten year scope of this study.

Alternative Scenarios

Based on the totality of what has been learned thus far, including an analysis of trends and events identified by the NGT, the following three scenarios were developed forecasting probable futures involving the training of Mexican Police Departments by California law enforcement officers. The first scenario depicts a negative future, and is based on the predication of the negative impacts of certain trends and events on the issue. This scenario predicts a future that should be prevented. The second scenario depicts a positive future and is based on the prediction of positive impacts of certain trends and events on the issue. This scenario predicts a future that should be encouraged. The third scenario depicts a surprise free future that would essentially be no different than it occurred under the current laws and conditions relating to United States law enforcement traveling to Mexico to train law enforcement officers.

Scenario One: Negative

August 13, 2004

Flight 1026 for the Mexicana Airlines is touching down in Mexico City's International airport. Officer Jose Cardenas is traveling to Mexico City from California to assist in the

training of Mexican police officers in Mexico City. Officer Cardenas has worked on this project for years, establishing connections in the Mexican Government and networking with hundreds of United States law enforcement officials and politicians. Officer Cardenas understands there is a blending of the two countries in the border states. In fact, he saw the need for programs like this years ago, but as usual, the law enforcement administrators dealt with problems they were facing right now, and didn't care to look at the problems that were five to ten years down the road. However, as the Hispanic populations grew, the residents rejected the mostly white police departments that patrolled their neighborhoods. The officers didn't understand the culture of the Mexican neighborhoods and the people who occupied them. It didn't matter if they were white, black, or even Hispanic, the officers knew very little about the Mexican culture. Few of them, including the Hispanic officers, spoke Spanish.

President Vincente Fox began to push the issue in his talks with President George W. Bush. Things had been tough for police and politicians on both sides of the border. NAFTA was still going strong, but the corruption at the border was out of control. Mexican Customs officials were extorting money from Mexican Nationals crossing back into Mexico. Once inside the Mexican border cities, the local police would prey on not only its own citizens, but tourists as a primary target; they all carried money. The police arrested a young teenage girl and actually held her to extort thousands of dollars from her wealthy parents. It made the news as an expose of the problems faced by tourists traveling to Mexico. However, the scales tipped back against the United States when a local congressman was arrested for his involvement with a drug cartel out of Mexico. These types of problems, compounded by the fact that the Mexican economy had not improved as significantly as expected when Vincente Fox took office several years ago, have not helped the programs put together by police departments in California to establish

training relationships with police departments in Mexico. But these were obstacles to be overcome by officers like Jose Cardenas and others like him who believe in the progress to be made for law enforcement in both countries.

The plane lands at the Mexico City International Airport and Officer Cardenas exits the plane. As he is going through Customs, he explains to the Customs officer his business in Mexico city is to meet with the chief of police and spend the next two weeks training the officers. The Customs agent looks at him with a surprised look and asked if he has heard the latest news. The Customs officer then tells him the chief of police was assassinated this morning, on his way to work. Officer Cardenas is shocked; he doesn't know what to say. He can't say that he is really surprised, ever since the new chief of police swore to rid the city of the drug and prostitution problems, he instantly made enemies with thousands who depend on those trades to keep them in a lavish lifestyle.

Officer Cardenas proceeds, by taxi, to the headquarters for the police department. As he arrives, he sees the place is in chaos. He finally contacts one of the senior officers and learns the training program has been suspended indefinitely and one of the four seconds in command have been named interim chief of police. This concerns Cardenas; he doesn't trust the second in command. As he rides back to the airport, he reminisces about comments made by the Chief of Police, how very few people in his organization can be trusted, especially those closest to him in rank.

Officer Cardenas boards his plane and flies back to Southern California. Years of planning and progress have gone down the tubes in a matter of hours. He knows this is no reason to give up; it's simply part of the problem that seems to perpetually block any progress in

the plan to clean up corruption in Mexico and to establish professional law enforcement organizations.

Scenario Two: Positive

August 13, 2005

It's about the halfway point for the latest class at the police academy. Sergeant Degas is on his way to listen to today's speaker for the class. Mr. Antonio Gomez Martinez, of the Mexican Attorney General's Office, is the latest guest speaker to address the recruits. His three days of instruction will cover Mexican law. He will provide instruction on how Mexican law enforcement enforces the laws in Mexico. He will also have detailed discussions on the problems faced by Mexican Police and why corruption is rampant throughout Mexico's police departments. He will compare how United States law enforcement serves the public as compared to the Mexican Police. The recruits will be surprised to learn that the laws in Mexico are much stricter than the laws in the United States, and often leave the police with no methods for investigating crimes. The recruits and guest students will learn from an expert why things are different in Mexico, why the attitudes about Americans and the United States exist in Mexico, and how second and later generations of Mexicans in the United States are different from their forefathers in Mexico.

This program is one that Sgt. Degas feels very strongly about. He has spoken to the recruits, of every race, who expressed how informative the class was to them. Even the Mexican-American recruits were surprised at how little they knew about their heritage and the laws in Mexico.

The second part of this program is where Sgt. Degas plays his important role. He travels to Mexico and teaches United States law to recruits in the academies there. He not only teaches United States law, but also the structure of law enforcement in the United States, and ethics as they apply to every law enforcement officer in the United States of America. The hopes are, that by sharing in a common bond of protecting and serving our communities, we will develop a greater appreciation of law enforcement from an international perspective and understand a little better, the culture of our neighbors to the south.

So far the program has worked. Academies throughout the border states have created exchange programs with Mexico. The programs are very popular in both countries, with the networking an added bonus. Sgt. Degas has developed a network of contacts in Mexico who have greatly helped him in not only teaching recruits at the academies, but in criminal investigations also. It's been a win-win relationship, and Sgt. Degas believes it is only going to get better.

Scenario Three: Normative

Press Release

August 13, 2011

Law Enforcement Training Partnership with Mexico Considered a Success, But Has Some Pitfalls.

RIVERSIDE - It's been six years since then California Governor Gray Davis signed the proclamation announcing the cooperative training agreement between the State of California and the Country of Mexico. The program is a spin off of the Riverside County Sheriff's American and Mexican International Governments Officer Support (AMIGOS) program. The program

was initially designed for senior law enforcement officials, from the various Mexican law enforcement agencies, to receive training in issues common to law enforcement agencies all over the world. Governor Davis decided to expand the program to include officers from every rank in the departments. The training includes everything from basic police tactics to personnel investigations and ethics training.

While the program has been called a success, it is not without controversy. Many United States citizens feel the money being spent on this training could be better spent right here at home. Mr. Jesse Salazar, a fourth generation Mexican-American says the program is a waste of time and taxpayers' money. Mr. Salazar feels the level of corruption in Mexico is too deeply embedded in the system and beyond repair. While many California residents agree with Mr. Salazar, most do not. In a recent poll, 61% of the population supported the program. It should be noted that the current population in Southern California is 56% Hispanic.

The progress of the program is even better in Mexico where citizens welcome a change in the way police departments work. A recent article in the Spanish language newspaper La Prensa, reported a marked improvement in the professionalism of the police departments all over Mexico. As part of the agreement with Governor Davis, the Mexican government raised the salaries of police officers in every agency to almost double what they were making. Governor Davis says that as long as we are making the progress that we have seen so far, the program will continue.

The information in this chapter has revealed several trends and potential events involving the training of Mexican law enforcement officers and discussing the benefits of those training

programs. The next chapter will discuss a strategic plan that could lead to the successful implementation of cooperative training programs between the United States and Mexico.

CHAPTER III

STRATEGIC PLAN

The first step toward change is awareness. The second step is acceptance.
Nathaniel Branden^{lvi}

Introduction

Strategic planning is not a substitute for effective leadership. There is no substitute for effective leadership when it comes to planning. Instead, strategic planning is simply a set of concepts, procedures, and tools designed to help leaders, managers, and others think and act strategically on behalf of their organizations' stakeholders. At its best, strategic planning helps leaders pursue virtuous ends in desirable ways so that the common good is advanced. At its worst, strategic planning drives out strategic thought and action, makes it more difficult for leaders to do their job, and keeps organizations from meeting their mandates and fulfilling their missions. Whether strategic planning helps or hurts depends on how leaders use it – or misuse it.^{lvii}

The purpose of this chapter is to develop a strategic plan for the implementation of a training program with Mexican Police Departments. This strategic plan will be based on Scenario Two, the positive scenario. No one can dispute the fact that the Hispanic population is quickly becoming the majority in California, Southern California in particular. Along with that growth comes Hispanic leaders, Hispanic run businesses, and a Hispanic community that will demand the public services assimilate to their specific needs. However, considering information obtained from the NGT panel, as well as literature review, and interviews with experts, both sides of the border will find it challenging, to say the least.

Managing change is one of the most stressful, but necessary requirements for living in this modern age. The lives of today's young and middle aged adults are significantly unlike that

of their parents. They think differently, act differently, travel differently, and work differently. Virtually everything about how they interact with the world around them has changed in just one generation. But how they feel about change, their attitudes toward it, will have much to do with how well they navigate through it. If they dislike change, resist it, ignore it, or resent it, they will lose. On the other hand, if they use it to their advantage, they will benefit from it.^{lviii}

This chapter will examine the impact several different influences could have on the issue of cooperative training programs with Mexico. A discussion will then follow on how to best mitigate these issues in planning for a positive future.

The external and internal influences on the issue will be discussed. This will include an identification of identifiable obstacles, opportunities, threats, and strengths as they relate to the issue. Also, relevant stakeholders and snaildarters will be identified and examined.

Obstacles

- Use of taxpayers' money for training police officers who are not United States citizens.
- Learning foreign laws that relate very little to California laws.
- Obtaining community support for funding and participation.
- Obtaining departmental support for time, training, and resources.
- Obtaining regional support from other law enforcement agencies for well-rounded law enforcement education.
- Recruiting law enforcement officers who are willing to contribute time and effort to the issue.
- Establishing a committee to facilitate meetings, scheduling, training, and coordinating with the Mexican Police Departments.

- Increased workload when requests are made by Mexican officials to assist in their investigations.
- Trying to convince officers living on the equivalent of three hundred dollars a month that accepting bribes is the wrong thing to do.

Opportunities

- Cultural education for officers involved in the training of the Mexican officers, both in California and Mexico.
- Positive public relations opportunities by inviting the press to cover the training.
- Opportunity to train officers in the Spanish language.
- Opportunity to learn the Mexican government and legal system.
- Ability to relate to the Hispanic community from experience of having been to their native country and experiencing the culture on a first hand basis.
- Recruiting advantage when dealing with the Hispanic community.
- Travel opportunities as reward system for officers' involvement.
- Contacts in Mexico for assistance in investigations where suspects have fled to Mexico to escape prosecution.
- Networking connections in Mexico to assist other agencies that have no contacts there.
- Opportunity for officers to act as goodwill ambassadors for not only their department, but also the State of California and the United States.
- Opportunity to involve communities in both countries and create partnerships.
- Providing the only certified training for Mexican law enforcement officers, where there are no similar training programs.

- Providing ethical training in an environment where ethics take a back seat to personal gain.
- Opportunity to take the lead in an issue that is still considered by most as an issue for the future of law enforcement in California.
- Demonstrating to local governments in Mexico that professional standards can be achieved in their public service agencies with training and resources.

Threats

- Special minority interest groups, other than Hispanic, may be opposed to the time and effort spent on a specific minority. These groups could wield political influence detrimental to the issue.
- Intolerant political officials could object due to sphere of influence outside of their control.

Strengths

- California law enforcement officers take pride in being the most progressive in the world.
- The majority of law enforcement officers do not want problem officers to continue in law enforcement, even if they are in another country, tarnishing the image of all.
- Maintaining ethical standards at every level of each department in California. The ability to teach those ethics only reinforces them.

Stakeholders

Stakeholders are those people who may play a significant role in the success or failure of an issue. They can either be influential to the issue, or be influenced by the issue. Listed below

are those people, or groups of people, who must be involved in the planning of this issue if it is to be successful:

- **Elected Local Officials:** These officials must buy into the program to allow the officers to fly to another country, often requiring permission per local policy. They must also agree to the time and resources spent on the training of the Mexican officers. Significant dissention from local elected officials could have a detrimental effect on efforts to promote the issue.
- **Special Interest Groups:** These groups can consist of watchdog groups; racial equality groups, business groups, such as Rotary, Lions, Optimists, and Chamber of Commerce. These groups can be very beneficial, in fact are critical if they are the business groups that are donating hotel rooms, meals at restaurants, or money to support the program. However, the other special interest groups such as the watch dogs, that monitor police activities, and the racial equality groups can be detrimental to the purpose of the program if you don't keep them informed. Without the correct information, they start to form their own opinions and can become publicly opposed to any time or effort being spent on these types of programs.
- **Taxpaying Citizens & Businesses:** It is the taxpayers whom we ultimately serve and are making an effort to serve better by establishing these types of programs. In fact, without these two groups of taxpayers, it would be nearly impossible to implement a cooperative training program with Mexico. They very often will donate funds for travel to Mexico. Once there, the government in the local jurisdiction receiving the training will provide rooms and board for the officers. While training in the United States, it is the citizens and businesses that provide donations that keep the program alive. It is advisable to

keep these two groups involved in the program with a personal touch, by introducing them to the officers and explaining their contribution, and even inviting them along to observe some of the training.

- **United States Law Enforcement:** One of the first steps in a cooperative training program is to convince this group for the need. If the administration and the line level officers are not convinced of the need, and believe in the program, it will not be a success. The time and effort for a program like this requires a lot of work and donated time. The officers must appreciate the fact that there are other law enforcement officers in the world who look to them as the paradigm of what being a law enforcement officer is all about. Once they see the hunger for training displayed by the officers in Mexico, and the appreciation for what they receive, it is not difficult to get the United States officers to remain involved and push for a better program.
- **Mexican Elected Officials:** One of the problems faced by the groups going to Mexico to train, is that a number of Mexican officials do not want a professionally trained police department. The less trained they are, the less they are paid, the more control the government has over them. This seems to be changing for the better with the new officials coming into office, especially under the leadership of President Vincente Fox. However, there have been setbacks in some of the training programs where the newly elected government has the old way of thinking.
- **Mexican Law Enforcement:** With a well deserved reputation in the United States for being a country of corrupt officials out to victimize its citizens and tourists, the Mexican police departments have a tough reputation to overcome. However, there is a growing number of law enforcement officers who aspire to be professional and ethical officers and

desire to serve their communities with pride and will not settle for less. These officers have discovered a wealth of information and resources that are available, all for the asking. As long as there are officers in the United States who are willing to lend a hand to a fellow officer in need, these officers will be there to gratefully accept what the United States officers have to offer.

- Commission on Peace Officer Standard of Training (POST): POST has yet to become involved in any of the few existing programs that are currently active in California. Because the authority of the California POST is restricted to the State of California, only the programs run in the State of California would require POST approval for certification. However, the classes taught in Mexico are all classes that are POST approved for training in the State of California, so there would be no conflict, should POST approval be sought.

Snaildarters

A snaildarter is a stakeholder, event, or process that has yet to be identified, but could become an unexpected obstacle to the issue. Listed below are potential snaildarters.

- State Government: The state government could mandate certain conditions and training restrictions for training of law enforcement officers outside the State of California.
- Federal Government: The Immigration and Naturalization Service (INS) and United States Customs could petition for regulations regarding the transportation of equipment and personnel into the United States for training without special visas.
- Zapatistas: Rebel soldiers who fight the Mexican government on social, geographical, and political issues could bring the rebellion from Southern Mexico to Central and Northern

Mexico, creating an environment too hostile for transportation of United States law enforcement officers to those areas.

- Mexican Criminals: Mexican criminals could attempt to infiltrate the training partnership to have their personnel trained to protect their empire.

Strategies

Suggested strategies to be considered in order to implement training programs for Mexican Police Departments include:

A. Evaluate: Determine a need for building an alliance with Mexico, and if a need exists, to what extent? The following information concerning training partnerships with Mexico is presumed:

- California law enforcement personnel have achieved and maintain a level of expertise in basic patrol tactics and investigative procedures.
- The training partnerships are formed with a sense of law enforcement camaraderie and a desire to share basic expertise.
- Employees to be trained will be done so at the recommendation of, and requests by, Mexican officials.

Through the course of this project, the following aspects of cooperative training relationships with Mexico have been explored:

- The need for training relative to the cultural differences, resources, and ability to provide a professional public service.
- A historical perspective depicting demographics, corruption, the conditions of the United States-Mexican Border, and law enforcement agencies for both governments.

- The simplicity of putting a training partnership together, to the complexities of maintaining a successful program.
- The need for support from every level of the law enforcement agency through the local governments.

To make the cooperative training relationships a realization, these provisions must be enhanced.

- B. Communicate – Communication with the identified stakeholders is essential. While there are a few agencies that have established training programs with Mexico, to enhance and build on those programs will only occur if the stake holders are convinced of the need. Many of these groups could facilitate support through POST and local supervisors and city councils. Local authorities need to be aware that working with other agencies and sharing responsibilities through an alliance, reduces cost and provides a much higher level of resources.
- C. Command – As with any organization or unit, someone needs to be in command and delegate responsibilities and authority. Ideally, an administrator will be assigned to the exchange and cooperative training program as their sole duties; however, in reality, this is unlikely. The second best scenario is one where someone with a certain amount of expertise in these types of training relationships and the Mexican culture, is assigned to command the unit or program.
- D. Control – There are so many variables involved with travelling both directions across the border, coupled with customs, cultures, bilingual communications, and logistical support for guests, that the commander must make sure control is maintained at all

times. That requires the needed expertise as well as a support staff who can react and solve problems as they arise.

- E. Additional Research – This project is limited in time and scope. Further research should be conducted comparing similar programs in other border states, such as Texas, Arizona, and New Mexico. To date, no such research has been conducted. Additional study should also be conducted into how those states and departments that have developed and dealt with the transition, and any evaluation process to record successes and failures.

A strategic plan is an essential road map to direct law enforcement towards the goal of cultural awareness and shared professionalism through training. However, just having a road map is not enough. The travel must have an itinerary to help smooth the bumps along the way. In the following chapter, a transition management plan will be developed to serve as that itinerary to lead to the preferred future, one of bi-national cooperative training with Mexico.

CHAPTER IV

TRANSITION MANAGEMENT PLAN

Never doubt that a small group of thoughtful, committed citizens can change the world; indeed, it's the only thing that ever has. Margaret Mead^{lix}

Introduction

In order to guide the cooperative bi-national training program from its current state to the desired state, a Transition Management Plan is necessary. The Transition Management Plan will be used as the process to implement the strategic plan.

As determined through the NGT process, as well as interviews with experts, any attempt to establish a new program, or expand an existing program, is going to be met with a certain amount of resistance from administration and line level personnel who don't support such endeavors. Therefore, a Transition Management Plan is essential to make this process as smooth as possible.

Stakeholders

When developing a Transition Management Plan, those stakeholders whose active support of the strategic plan is critical must be identified:

- Elected Local Officials – The local city council or county board of supervisors are crucial to the success of a cooperative training program. Since most exchange programs are planned or performed by on-duty employees, it requires acceptance and approval. While most departments make an effort to not spend taxpayer's funds for the training programs, the planning and preparation often require a minimal amount of on-duty time, even when

agencies attempt to avoid this. Other agencies will allow a certain amount of time for planning and even fund certain expenses through discretionary funds.

- United States Law Enforcement – This is a required half of the equation. Without the California or United States law enforcement there would be no cooperative training program. Typically, the United States law enforcement provides the expertise in tactics, United States laws, and technology.
- Mexican law enforcement – This is the other half of the equation. Without the Mexican law enforcement there would be no cooperative training program. The Mexican law enforcement provides an audience of willing students and expertise on Mexican law.
- Taxpaying Citizens & Businesses – These groups are essential to a successful program. These groups are necessary for funding boarding for guest, transportation in both directions across the border, two to three meals a day, and special recognition events for guests. These groups are necessary on both sides of the border, since both United States and Mexican officials depend on donations to support the programs.

The Transition Plan

Desired changes are not completed by adoption of strategies and plans. Without effective transition, important issues will not be adequately addressed. Successful transition introduces desired changes quickly and smoothly and overcomes the typical causes of transition failure. It may involve either supported or staged transition. Supported transition works best when the time is right, the need is clear to a strong coalition of supporters and implementers, adequate resources are available, and there is a clear vision to guide the changes. Staged transition is advisable when policy makers, leaders, and managers are faced with less than a

majority of supporters, or face political difficulties. Staged transition involves organizing a series of small wins. Because the cooperative training partnerships are new, or in some cases, unheard of by administrators, and often not supported, it would fall under the staged transition process.

The specifics of the Transition Management Plan are as follows:

1. Identification of the current state of the issue – Based on the demographics released through the 2000 United States Census, the Hispanic population is increasing faster than any other group in the United States, especially in California. There is also a widening gap between police departments with mostly white officers and growing neighborhoods of first and second generations of Mexican families.
2. Identification of the future state of the issue – The Hispanic population continues to grow at a rate faster than other groups. Hispanic politicians continue to gain control of political offices and the move toward a push for better relations with Mexico. There is an increased NAFTA traffic and continued lessened restrictions on crossing of the United States and Mexico border by citizens. Stronger need for cooperation in investigations that cross the border and require assistance from officials on the other side.
3. Changes to be accomplished – Advertise not just the corruption that goes on within the Mexican government, but the thousands of professionals who want a government free of corruption and are willing to do what they need to get the training and resources. Sell the need for early establishment of relations with Mexico to stakeholders. Establish a network of contacts throughout Mexico who are willing to work with officials here in the United States.

4. Enhanced readiness level of stakeholders to accept needed changes – As determined by the NGT panel as well as the literature review and interviews with experts, not all the pertinent stakeholders are ready to establish cooperative training relationships with Mexican law enforcement. As stated in the staged transition process, a series of small wins are necessary. To enhance the readiness level of stakeholders, this strategy must be deployed. Using the established programs, such as those in the city of San Diego and the counties of Riverside, and Orange, establish contacts with officials in Mexico and introduce a few of them to as many of the stakeholders as possible. Educate the stakeholders on the needs of both countries, involve the stakeholders in the planning, and agree on a plan of action.
5. Communication – Once relations are established on both sides of the border, a regular source and method of communication should be set up to share information, enhance the training program, and dispel rumors. Emphasis should be placed on the continued growth of professionalism and ethical conduct in agencies on both sides of the border.

While the existence of a strategic and transition management plan certainly does not guarantee that transitioning to cooperative training partnerships would be without controversy, it does guarantee the process to flow more smoothly than taking a disorganized and chaotic approach. There will always be those who will feel threatened, or even offended by this type of program. However, by following the plan as detailed, most would understand and support the need to develop cooperative training programs between the United States and Mexico. This process of change will have leadership implications that must be considered if the transition is to be successful. These implications will be discussed in the next chapter.

CHAPTER V

IMPLICATIONS AND CONCLUSIONS

No person was ever honored for what he received. Honor has been the reward for what he gave.
Calvin Coolidge 1872-1933^{lx}

Leadership Implications

When considering cooperative training programs with Mexico, at the local level of government, there has been little leadership in the past to gauge as an effective example. However, the leaders in any local government who intend to implement a training program will be instrumental in the success or failure of the program. Below are the primary groups that are required to be involved and committed enough to not only work hard to make the program a success, but to sell the program to others:

Law Enforcement Administrators

It is the responsibility of law enforcement management to facilitate and provide the needed resources to accomplish whatever mission or goals the agency, or a particular unit of that agency, is focused toward achieving. Typically the upstart of a cooperative training program comes from a visionary member of the agency. However, without cooperation from the management of the agency, it will be very difficult to appropriate the necessary support from any other necessary element, such as city or county council, and will not receive the required authorization. While administration and management are not always the ones who initiate the cooperative training programs, their support of the program is imperative.

Line Level Law Enforcement

Often, the idea and development of a cooperative training program is done at the line level. Vision is not limited to the administrative level of government. In fact, the strongest

support for these programs, once they are implemented and working, typically comes from the line level officers.

These officers are the ones who make the program work and determine the success or failure. It is their commitment to the program that draws the support of other officers, administration, local government, citizens, and businesses. These officers will carry the bulk of the responsibility by acting as primary instructors, both in the United States and Mexico.

Without these officers, both U.S and Mexican, there would be no program.

Local Government Officials:

While all law enforcement agencies in California and the United States have their own budgets and essentially run their departments through their own administrations, they do answer to their local government officials. It is through those local officials, whether they are city or county councils, that the local law enforcement agency gets their budget and approval on the expenditures during the budget process. Therefore, while the local government officials typically have little to do with the operation of the program, their support during the planning stage is required.

Budgetary Implications

Government expenditures have always been closely guarded and watched by groups who feel it is important to keep a close eye on those charged with spending funds paid through the collection of taxes. There are all types of restrictions that dictate what you can and can't spend tax dollars on. For example, the Revenue and Taxation Code provides laws related to collection and expenditure of certain taxes. Property, income, and sales taxes fall under those guidelines.

Then there are special assessments, bonds, and utility taxes that must be passed by voters who determine how the funds will be spent.

When establishing a cooperative training program, funding is the fuel that keeps the machine running. Good intentions are well served, but without the funds to pay for all the costs that are incurred with these programs, it won't even get off the ground. As the case studies with San Diego Police Department and the Riverside County Sheriff's Department show, donations are key to the success of the program. Another avenue that is limited in scope is funds appropriated by the local government. Again, keeping in mind the restrictions that come with the spending of public funds, politicians are very skeptical about appropriating public funds for special programs without voter approval. One such example of an occurrence is the Moreno Valley Sister City Program where the city council voted to establish a fund for the program. By a unanimous vote, the city council agreed to establish an annual budget of two thousand five hundred dollars to assist the program. The council on a few other occasions has donated discretionary funds to assist with meals and airline costs. However, most agencies should not count on these types of funds being available when developing their own training program.

While these types of programs are relatively new at the local government level, the standard so far has been that the host government provides the housing and board for the guest agency. The guest agency is typically responsible for their own travel arrangements. As these programs become more prevalent throughout the State of California, variations will occur in the way they are run. Without a standard being established by an agency such as The Commission on Peace Officer Standards and Training (POST), budgetary and operational issues will be determined by the creativity of the agency and their ability to solicit support and donations by the community.

Evaluation Process

The lasting impact of a program is the ultimate evaluation of success or failure. There are evaluations that can be performed during the training and shortly after to determine whether or not the students are comprehending the subject material and are able to immediately implement it. However, when the standard of success is based on change within a culture of a country, government, or an agency, the test of success could take from a few years to decades.

Agencies working in cooperative training agreements with Mexico should have various types of evaluations during and after the training. Practical applications and scoring firearms training are good indicators of the success of the training. Evaluations of the program are also very important for feedback to the agency providing the training.

The agency must provide the guests with an opportunity to provide input on the training program. It is important that the guests understand the need for complete honesty when evaluating the program. Typically, the Mexican guests will be very polite and praise the program and express a great deal of gratitude for the experience. Unless prompted to provide constructive criticism, they will not. Often, the only way we are able to determine whether the training is practical for them to use when they return to Mexico is through this process. Once prompted, and the importance of the constructive criticism is explained, they will normally provide you with the necessary information to further customize the training program.

Recommendations

Regardless of whether agencies desire to get involved in a cooperative training program, or just work with the population of the communities that build up around them, it's evident such communities, specifically if they are in Southern California, will have a large population of

Hispanics. To ignore that culture and do business as usual is setting a course for serious future problems, years of turmoil, and the creation of an environment that could take years to undo.

Any agency desiring to establish relations with Mexico with the prospect of developing a cooperative training program shouldn't reinvent the wheel. There are a lot of mistakes that have already been made by the experienced agencies that serve everyone's best interest to not be repeated. An agency desiring to become involved in these types of programs should:

- Determine the need for a program within their community.
- Determine whether there is agreement between administration and the line level for the need for a program.
- Determine whether there is support from the local government.
- Determine whether there is community support for such a program.
- Determine if there is one already in operation in their region of California.
- Decide if a multi-agency program is preferential to an individual agency program.
- If this is a new program, contact an agency that already has a program for guidance and written copies of program guidelines, itineraries, class schedules, syllabuses, and evaluation processes.
- Once it is decided to join or develop a program, write a formal program manual to include a mission statement, vision statement, goals, guidelines, and evaluation process.

And finally, make the program well known. Advertise it by notifying the media and letting the community know the police department is involved in a cultural program that relates to their own culture. Accept the fact that not everyone will support the program, but it is in the best interest of the department and the community.

Conclusions

It takes a visionary to create a solution before the problem arrives, to develop programs, relationships, and watch the horizon for changes, and then adapt to make those changes work in the best interest of those he or she serves. That is one of the greatest qualities of a strong leader.

While the benefits to the Mexican Police Departments are fairly obvious, you have to look beyond the horizon and the bottom line to see the numerous benefits to be gained by the California Agencies. The educational, cultural, and networking benefits will be availed to every level of law enforcement officer, from the top administrators to the line level officer.

The current leaders of the cooperative training programs are the ones who are willing to step forward and develop programs that have not been done before, or do not have established guidelines. Those leaders at this time are people like Larry D. Smith of the Riverside County Sheriff's Department, Tony Rackauckas, of the Orange County District Attorney's Office, and administrators like Manuel Gonzalez of the San Diego Police Department. These leaders are watching beyond the horizon and can see the changes that are taking place in California. They are acting now, to create a positive scenario out of a situation that could easily turn into a problem in the future.

While some visionaries may have acted on it a few years ago, the future of the demographics of California have never been more clear than with the release of the 2000 Census. The demographics are not only changing to the expected Hispanic majority, it is doing it at an accelerated rate.

As the United States and Mexico move further into the 21st century, cooperation and positive relations will continue to be essential for the economic health and national security of both nations. Understanding the perspectives of Mexico and Mexican citizens, both here and in

Mexico, is therefore a critical task for United States policymakers, even at the local government level. Despite historical events that continue to influence the attitudes of Mexicans and United States citizens alike, the prospects for enhanced relationships and educational partnerships have never been better, and for law enforcement, there is no better vehicle than the cooperative training programs.

-
- ⁱ Angier, Michael. "Change Happens: How to accept, Navigate and Master Change." The Journal of Personal & Professional Development. <http://www.successnet.org/articles/changehappens.htm>
- ⁱⁱ This information seemed to be the consensus of those interviewed, by Lt. Jerry Williams, for this article.
- ⁱⁱⁱ "The History of How California Became a State, Spanish Period." California History Outline. <Http://www.ccnet.com/~laplaza/calhist.htm>.
- ^{iv} Ibid, 2.
- ^v Bayles, Fred. "Los Angeles County Again Nation's Most Populous." USA Today. Thursday, March 29, 2001.
- ^{vi} United States Census Bureau, 2000 Census data. <http://www.uscensus.com>
- ^{vii} Unknown, USA Today. <http://www.usatoday.com/news/census.ca.htm>. March 30, 2001.
- ^{viii} Baer, M. Delal. "Lessons of NAFTA for United States Relations with Mexico." Center for Strategic and International Studies. Testimony before United States Senate Subcommittees on Western Hemisphere, the Peace Corps, Narcotics, and Terrorism. April 27, 2000.
- ^{ix} Turbiville, Graham H. Jr. "US-Mexican Border Security:Civil-Military Cooperation." Department of the Army, Fort Leavenworth, KS. 1999 P.3
- ^x Turbiville, Graham H. "Law Enforcement and the Mexican Armed Forces." United States Army Foreign Military Studies Office, Fort Leavenworth, Kansas, USA.
- ^{xi} United States General Accounting Office, *Report to Congressional Requesters*, March 1992. Alan Cranston, Richard Lugar, Daniel Moynihan, Brock Adams, Thomas Dashle. P.4.
- ^{xii} Ruiz, Asymmetry; and Clint E. Smith,"The Disappearing Border: Mexico-United States Relations to the 1990s" Stanford Alumni Association, 1990.
- ^{xiii} Kees, Beverly. "United States Mexico Border on its 150th Birthday is a Many Splintered Thing," Freedom Forum, 1997.
- ^{xiv} Turbiville, Graham H. Jr. "Recognizing the United States Border Patrol's 75 years of service since its founding." Military Review. July-August 1999.
- ^{xv} Ibid, 11.
- ^{xvi} Unk. "United States to Beef up Border Patrol Staff," Reuter's Report, 23 March 1999.
- ^{xvii} Deflem, Mathieu. "International Police Cooperation in Northern America." Purdue University
- ^{xviii} Ibid, 14.
- ^{xix} Ibid, 11.
- ^{xx} Timothy J. Dunn. "The militarization of the United States-Mexican Border, 1978-1992: Low Intensity Conflict Doctrine Comes Home." Austin:CMAS Books, University of Texas, 1996.
- ^{xxi} Ibid, 17.
- ^{xxii} Ibid, 17.
- ^{xxiii} Ibid, 17.
- ^{xxiv} Ibid, 17.
- ^{xxv} Ibid, 13.
- ^{xxvi} Ibid, 13.
- ^{xxvii} United States Department of Justice, Drug Enforcement Agency. "Foreign Cooperative Investigations." <http://www.usdoj.gov/dea/programs/fci.htm>.
- ^{xxviii} Ibid, 13.

-
- ^{xxix} Anderson, Malcolm. "Interpol and the Developing System of International Police: Cooperation in Crime and Law Enforcement in the Global Village," edited by W.F. McDonald. Cincinnati, Oh: Anderson. 1997. . Pp. 89-102
- ^{xxx} Sheridan, Mary Beth. "As Fox Takes Reins, Police Corruption Will Be a Focus." L.A. Times Staff Writer.
- ^{xxxi} Ibid, 26.
- ^{xxxii} Ibid, 26.
- ^{xxxiii} Ibid, 26.
- ^{xxxiv} Ibid, 26.
- ^{xxxv} Ramirez, Raul. "Mexico Police Charged With Turtle Poaching." United Press International report, 18 October 1996.
- ^{xxxvi} Ibid, 14.
- ^{xxxvii} Ibid, 26.
- ^{xxxviii} Gregory Gross, "Mexican Army Takes Command of War on Crime." San Diego Union-Tribune, 5 December, 1996.
- ^{xxxix} Ibid, 15.
- ^{xl} Padgett, Tim. Laws of the Jungle. Time Magazine. January 12, 1998. Vol.151 No. 1.
- ^{xli} Ibid, 15.
- ^{xlii} Sheridan, Mary Beth. "As Fox Takes Reins, Police Corruption Will Be A Focus." Los Angeles Times. Staff Writer.
- ^{xliii} Amnesty International Report 1992. *A comprehensive Report on Human Rights Violations Around the World*. Amnesty International Publications. 1992. P. 186.
- ^{xliv} McDonald, William F. and Paromchik, Sergei. "Transparency and the police: External Research, Policing and Democracy." <http://www.wtvi.com/wesley/mexicansecurity.html>.
- ^{xlv} Ibid, 40.
- ^{xlvi} Ibid, 40.
- ^{xlvii} Rodriguez, Manual, Lieutenant. San Diego Police Department. Interview by Lt. Jerry Williams, tape recorded, March 2001, San Diego, Ca.
- ^{xlviii} Ibid, 46.
- ^{xlix} Coz, Richard, Captain. Riverside County Sheriff's Department. Interview by Lt. Jerry Williams, March 2001, Moreno Valley, Ca.
- ^l Lopez, Frank, Senior Investigator. Orange County District Attorney's Office. Interview by Lt. Jerry Williams, Tape Recorded, March 2001, Moreno Valley, Ca.
- ^{li} Garza, Raul, Agent. United States Border Patrol, Interview by Lt. Jerry Williams, Tape Recorded, March 2001, Moreno Valley, Ca.
- ^{lii} Shanahan, John M. "The Most Brilliant Thoughts of All Time." Cliff Street Books. 1999. P.212.
- ^{liii} Ibid, 7.
- ^{liv} Levoy, James. "Suspected Tie-Ins of Police with Traffickers Roil Mexico." Los Angeles Times. <http://www.publicbroadcasting.net/wbur/news>
- ^{lv} Ibid, 13.
- ^{lvi} Ibid, 1.
- ^{lvii} Bryson, John M. "Strategic Planning for Public and Nonprofit Organizations". Jossey-Bass Publishers. San Francisco, Ca. 1995. P211
- ^{lviii} Ibid, 49.
- ^{lix} Ibid, 1.

^{lx} Ibid, 47. P 216

Bibliography

- Baer, Delal. "Lessons of NAFTA for United States Relations with Mexico." Statement to the United States Senate Subcommittee on Western Hemisphere, the Peace Corps, Narcotics and Terrorism. April 27, 2000.
- Bayles, Fred. "Los Angeles County Again Nation's Most Populous." USA Today. March 29, 2001.
- Botello, Nelson Arteaga and Rivera, Adrian Lopez. "Everything in this Job is Money." World Policy Journal, Vol. 17, No. 3, Fall 2000, p. 61-70.
- Bryson, John M. "Strategic Planning for Public and Nonprofit Organizations." Jossey-Bass Publishers. 1995
- Deflem, Mathieu. "International Police Cooperation in Northern America: A Review of Practices, Strategies, and Goals in the United States, Mexico, and Canada." Lexington Books, 2001.
- Fryer, Wesley A. "Mexican Security." available at www.wtvi.com/wesley/mexicansecurity.html. site accessed February 15, 2001.
- Gamboa, Suzanne. "United States Downscales Mexican Trucking." Press Enterprise, Wednesday, April 18, 2001. P. A-9.
- McDonald, William F., Paramchik, Sergei. "Transparency and the Police: External Research, Policing and Democracy."
- Padgett, Tim. "Laws of the Jungle." Time Magazine. January 12, 1998. Vol.151 No. 1.
- Sheridan, Mary Beth. "As Fox Takes Reins, Police Corruption Will Be a Focus." Los Angeles Times, Staff Writer.
- "The History of How California Became a State." California History Outline. Web site 2000. Available at <http://www.cnet.com>. Internet accessed February 15, 2001.
- Turbiville, Graham H. Jr. "US-Mexican Border Security: Civil Military Cooperation." Military Review, July-August 1999.
- Turbiville, Graham H. Jr. "United States Army on Law Enforcement and the Mexican Armed Forces." April, 1997.

United States Department of Justice, Drug Enforcement Agency. "Foreign Cooperative Investigations." available from <http://www.usdoj.gov/dea/programs/fci.htm>. Internet accessed March 29, 2001.