

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

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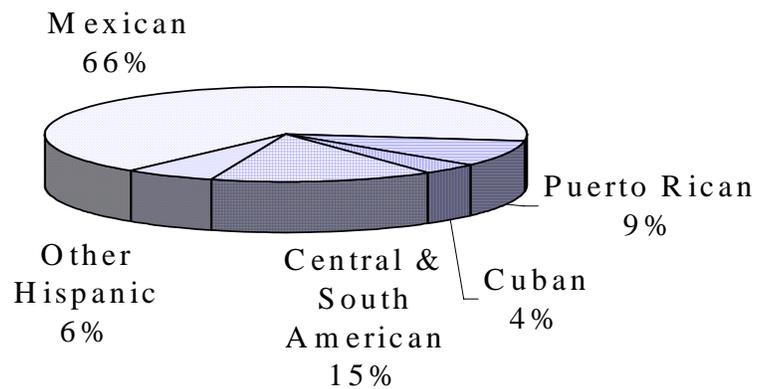
In 1998, during one of her many public speaking engagements, Attorney General Janet Reno made the comment that if the American Government was a body, law enforcement would be the face on that body. That was a very good analogy of law enforcement in not just the United States, but throughout the world. 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 U.S. 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.

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.ⁱ

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.

In March 2000, 32.8 million Hispanics lived in the United States. People of Mexican origin comprise approximately 66% of the Hispanic population. The pie chart below demonstrates how the Hispanic races are divided up in the United States.ⁱⁱ

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 distant 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."

If you ask most Americans if they have ever been to Mexico, they will reply, yes, and tell you about their trip to a border town, usually Juarez, Tijuana, or Mexicali. While technically correct, they did visit the country of Mexico, but they visited a culture that is

a blend of the Mexican culture and the culture of the United States. Increasingly, specialist 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.ⁱⁱⁱ Indeed, the press and public affairs minister for the Mexican Embassy in Washington, Jose Antonio Zabalgoitia, opined that, “The border is the third country between Mexico and the United States. It’s the fourth member of NAFTA.”^{iv}

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

But the DEA is not the only U.S. 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 U.S. 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^{vii}.

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). It is also responsible for patrolling and enforcing laws on the highways.

Municipal Law Enforcement:

- * Municipal Police: The municipal police are divided in to 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 the State and Federal officers complete. In fact, many municipal officers can't even read or write. However, they are all required, by the U.S. agencies to participate on an equal level in the current training programs while 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 U.S. 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^{viii}. “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.”

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 underhanded. And that, say analysts^{ix}, is exactly how the government wanted them. “The institutions protected the political regime,” said Ernesto Lopez Portillo^x. 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.^{xi}”

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.^{xii} In the Federal District, specifically in Mexico City, some observers have asserted that six out of every ten crimes involve policemen.

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 23 year old Mexico City marketing executive who says he was recently mugged, with a uniformed officer assisting the assailants^{xiii}. 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% for the past three years. Worse, a study has found that 90% of the city’s crimes go unpunished, probably because police are committing so many of them^{xiv}.

Officials in the United States feel a lot more comfortable when they can point the 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 U.S. law enforcement when it comes to the degree of corruption; however, the basis for corruption is built on the same foundation.

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.

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 different 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 2100, 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 respond to practice responding. 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 The U.S. and Mexico 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 U.S. 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 PD 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. 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.^{xv}

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 U.S. 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, U.S. Border Patrol, U.S. 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. The guests 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 taxpayer's 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.^{xvi}

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 consist 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 canyon, a 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 not only contacts in Mexico that he can use, but 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 resistant to the programs because they were uncertain of the benefits to the U.S. 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^{xvii}.

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 Mexican-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.

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 Study 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 \$2,500.00 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 California 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.

Any agency desiring to establish relations with Mexico with the prospect of developing a cooperative training program shouldn't re-invent the wheel. There are a lot of mistakes that have already been made by experienced agencies, that serves 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 community's police department is involved in a cultural program that relates to culture of the community. Accept the fact that not everyone will support the program, but it is in the best interest of the department and the community it supports.

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.

So, how will California law enforcement benefit from the training of Mexican police departments? 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 and administrators like Manuel Gonzalez of the San Diego Police Department. These leaders are watching 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 U.S. policymakers, even at the local government level. Despite historical events that continue to influence the attitudes of Mexicans and U.S. citizens alike, the prospects for enhanced relationships and educational partnerships have never been better.

ⁱ 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.

ⁱⁱ U.S. Census Bureau, 2000 Census data. <http://www.uscensus.com>

ⁱⁱⁱ Ruiz, Asymmetry; and Clint E. Smith, *The Disappearing Border: Mexico-United States Relations to the 1990s* Stanford Alumni Association, 1990.

^{iv} Kees, Beverly. *U.S. Mexico Border on its 150th Birthday is a Many Splintered Thing*, Freedom Forum, 1997.

^v *Unk. U.S. to Beef up Border Patrol Staff*, Reuter's Report, 23 March 1999.

^{vi} *Ibid*, 4.

^{vii} U.S. Department of Justice, Drug Enforcement Agency. *Foreign Cooperative Investigations*. <http://www.usdoj.gov/dea/programs/fci.htm>.

^{viii} Sheridan, Mary Beth. *As Fox Takes Reins, Police Corruption Will Be a Focus*. L.A. Times Staff Writer.

^{ix} 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

^x *Ibid*, 8.

^{xi} *Ibid*, 8.

^{xii} Ramirez, Raul. *Mexico Police Charged With Turtle Poaching* United Press International report, 18 October 1996.

Among recent, unusual charges are allegations that federal and/or state police personnel in Oaxaca protect poachers who have stolen hundreds of thousands of endangered Olive Ridely sea turtle eggs from the state's ecologically sensitive Pacific beaches. The eggs are sold on the black market for their presumed aphrodisiac qualities.

^{xiii} Padgett, Tim. *Laws of the Jungle*. Time Magazine. January 12, 1998. Vol.151 No. 1.

^{xiv} Deflem, Mathieu. *International Police Cooperation in Northern America*. Purdue University

^{xv} Rodriguez, Manual, Lieutenant. San Diego Police Department. Interview by Lt. Jerry Williams, tape recorded, March 2001, San Diego, Ca.

^{xvi} Coz, Richard, Captain. Riverside County Sheriff's Department. Interview by Lt. Jerry Williams, March 2001, Moreno Valley, Ca.

^{xvii} Garza, Raul, Agent. United States Border Patrol, Interview by Lt. Jerry Williams, Tape Recorded, March 2001, Moreno Valley, Ca.

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