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**WHAT IMPACT WILL SOUTHEAST ASIAN  
AND LATIN AMERICAN IMMIGRATION  
HAVE ON CONTRA COSTA LAW ENFORCEMENT AGENCIES?**

**THE DEVELOPMENT OF  
A MODEL PLAN FOR  
CALIFORNIA CITIES  
EXPERIENCING MULTI-CULTURAL  
IMPACT**

by



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A Model Plan for Cities Experiencing  
Multi-Cultural Impact

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Robert Shusta, Lieutenant  
Concord, California, Police Department

Discusses cities and counties that are evolving into very ethnically diverse communities with resultant positive and negative impacts. This study develops model plans for law enforcement of any community that is experiencing multi-racial and ethnic transitions.

The report presents an overview of the major demographic changes, trends and critical events taking place now or predicted in the future for the world, United States, and California that impact the ethnic or racial composition of communities.

Key trends identified lead to an in-depth discussion of crimes motivated by race, religion, and/or ethnic background. The report provides insights into what successful approaches have been used to address this problem such as law enforcement cultural awareness training and the implementation of policies, procedures, and training on "hate" crimes motivated by race, religion, ethnic background, or sexual orientation.

Two case studies are presented summarizing the transition that two southern California communities, Monterey Park and Garden Grove, went through due to a heavy influx of Asians.

The report concludes with strategic, implementation, and transition management plans that could be used as guides for any law enforcement agency planning for changes in the racial and/or ethnic composition of their community.

1987 132 pp plus extensive appendix exhibits sponsoring agency:  
California Peace Officer Standards and Training - Command College

This Command College Independent Study Project is a **FUTURES** study on 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.

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

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

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## **PREFACE**

A philosopher once said, "If you don't know where you're going, any road will take you there!" I would add that you also won't know when you've arrived! One might say that if you don't like where you are, then you must have taken the wrong road.

The Command College teaches that if organizations fail to plan, i.e., define the future, develop strategic and transition management plans and consider the financial and human resources involved, they will most assuredly take the wrong road. The results of this independent study are intended to be a road map for California Law Enforcement to contend with the issues related to immigration.

### **"A Model Plan for Cities Experiencing Multi-Cultural Impact"**

To develop this model, one of the steps involved personal research and interviews in two Southern California cities, Garden Grove and Monterey Park. These two cities have experienced the effects, both positive and negative, of influxes of Asians. Another step in the development of the model involved bringing together a panel to forecast trends and events relating to cultural impacts in California and using Contra Costa County as a specific study area. From those forecasts and a cross impact analysis, scenarios were developed leading to the development of policies and strategic plans and, hence this model.

There is no hard and fast answer to the issue of community evaluation. The model developed here will require modifications and flexibility to fit other communities, now and in the future. A city, county, or organization attempting to use this model must continually evaluate where they are and evaluate that position against holistic images of ongoing trends, events, and foreseeable changes. We must continually look ahead and evaluate our options. This will not only increase confidence in our direction, but also increase the likelihood that we are on the right road.



## ACKNOWLEDGEMENTS

Research of this magnitude requires the assistance of many persons. I wish to acknowledge those who have taken their valuable time to assist me on this project.

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## **EXECUTIVE SUMMARY**

## EXECUTIVE SUMMARY

### INTRODUCTION

Many California cities and counties are evolving into very ethnically diverse communities. This is a study attempting to predict if Contra Costa County will experience dramatic increases in Southeast Asian and Hispanic populations and what impact this would have on law enforcement agencies.

The approach used in this study and the material presented could be used as a model for agencies anticipating ethnic minority increases in their communities.

### DEMOGRAPHICS

#### International and National:

Severe economic problems in Mexico and Central America, along with civil war in some of those countries, are seen in this study as possibly contributing to increasing numbers of Latinos entering the United States, both legally and illegally. War in southeast Asia and/or political refugees still in holding camps in Indochina are seen as another source of immigrants to America, predominantly into California. The United States changed its immigration laws and quotas in the past based upon changing politics, war or economic circumstances.

#### California:

California, with a population of more than 25 million, is the nation's most populous State. Figures show that last year, California grew by an average of 1,707 new residents a day. These increases (not counting births) recently consisted of about half domestic migrants (moving from other states to California) and half foreign (from other countries).

The number of Asians in California will double by the year 2000 (1.3 to 3 million or 10.6% of California's total population). The Latino population by the year 2000 will represent approximately 29.2% of California's total population (from 5.8 million in 1985 to 9.6 million in the year 2000).

#### East Bay Counties - Contra Costa and Alameda:

Projections are that the East Bay will grow from 1.9 to 2.2 million, an increase of 15.7% by the year 2000; that Contra Costa County will spawn new jobs faster than any other Bay Area County, or approximately 141,000 new jobs by 2005. Efforts to create sufficient affordable housing in Contra Costa County to accommodate the number of jobs is underway. These factors, and the pleasant environment in Contra Costa County, are forecasted as trends that will entice more foreign-born persons, either as secondary migrants or refugees/immigrants, to this area.

### FORECASTING THE FUTURE - CONTRA COSTA COUNTY - YEAR 2000

#### Key Trends:

A long list of trends in Contra Costa County projected to the year 2000 were reduced to the five felt to be the key or emerging issues. They were: 1) shrinking fiscal resources; 2) increased racially motivated crimes; 3) emergence of Asian crime groups; 4) Asian and

Hispanic immigration; and 5) Contra Costa County employment growth. Using a cross impact matrix event and trend evaluation process, the key trends impacting upon law enforcement in Contra Costa County were:

1. Shrinking fiscal resources - that many cities and the County are facing increased costs to operate and/or reduced revenues.
2. Increased racially motivated crimes - that the number of crimes and violence motivated by race, religion or ethnic background (hate crimes) appear to be increasing in the County, and this perception produces fear and frustration in the minority community.

#### Critical Events:

A long list of events that could influence trends in Contra Costa County, projected to the year 2000, were reduced to five. Those five were: 1) a tax increase; 2) growth restrictions; 3) mandated cultural awareness training; 4) lawsuit forcing affirmative action; and 5) mandated reporting of crimes motivated by race, religion, or ethnic background (RRE). Again, using the cross impact matrix process, three events were found to be critical to the issues and trends:

1. A tax increase - that many cities will have to increase taxes to reverse the trend of shrinking public fiscal resources.
2. Mandated cultural awareness training-- for city/county personnel, including cross training with minority and majority community.
3. Mandated RRE reporting - that a system of reporting and tracking crimes motivated by race, religion and ethnic background be implemented by all law enforcement agencies.

These critical events and the key trends became the targets of my research and the focus of policy to impact (change the direction and/or level of the trend) on the main issue of this project - the increasing ethnic diversity of the community.

#### Policies:

From the many alternative policies considered, three were determined to be both economically and politically feasible. They also could be implemented in a timely fashion and that could shift events and trends forecasted in the desired direction:

1. Agency mandates establishing a program for law enforcement to interact/outreach with minority groups including developing the skills of interested officers in Asian and Hispanic culture and crime.
2. Agency mission statements to include focus on minority issues and concerns.
3. Media policy to focus a better image of the ethnic community to the public.

#### Reference Scenarios:

Three scenarios were developed describing a future state from three different perspectives: a "turbulent" future, a "stable" future, and a "nominal" future. The nominal scenario was selected as being the most desired or most likely description of the future of Contra Costa County and was, therefore, used to develop strategic, implementation, and transition management plans to achieve that future.

### Critical Event and Key Trend - Research and Discussion:

This section contains research on key trends and critical events predicted as impacting upon Contra Costa County law enforcement. This section should be referred to for an analysis of each trend and event, and their current state.

### Two (2) Case Studies - Garden Grove and Monterey Park:

These case studies are brief descriptions of two Southern California cities whose law enforcement services were impacted by influxes of ethnic minorities.

### STRATEGIC PLAN

An analysis of Contra Costa County and, specifically, the City of Concord was made leading to an analysis of its external and internal resources, its government, and its law enforcement organizations - in general terms. This included an analysis of the stakeholders and snaildarters (again, generally) that would be targeted to do commitment planning. Basic (generic) courses of action are discussed that would assist agencies, especially with shrinking fiscal resources, to address issues of increasing numbers of ethnic minorities within their community.

### IMPLEMENTATION PLAN

The Implementation Plan discusses the importance of the Chief Executive Officer and his staff in the administration and control of the strategic plan. The section also discusses, in general terms, the processes involved in developing a commitment plan based upon a critical mass analysis. The types of planning systems to consider using when implementing a strategic plan are also discussed.

### TRANSITION MANAGEMENT PLAN

This section discusses the management structure that could help law enforcement agencies manage a planned transition from a community with proportionally few immigrants to a community with many and/or a community with increasing numbers of crimes motivated by race, religion, or ethnic background. Also included are the "supporting technologies." that should be conducted to support and facilitate the transition.

**I. INTRODUCTION**

**PROJECT BACKGROUND**

**DEMOGRAPHICS AND HISTORY**

## **INTRODUCTION**

### **PROJECT BACKGROUND**

What will the population of Contra Costa County look like by the year 2000? What community evolutions will take place? More specifically, for this project, will Contra Costa County experience major influxes of immigrants from the Southeast Asian and/or Latin American countries? If so, what will the social, political, and economic environment be for immigrants and migrants between now and the year 2000? Will crimes motivated by ethnic background and race increase? Will socio-economic conditions be such that there are jobs, affordable housing, and support services for immigrants/migrants? What will be the impact on city and county Law Enforcement Agencies?

### **HOW DOES IMMIGRATION IMPACT ON LOCAL COMMUNITIES?**

In Southern California, many cities have experienced recent influxes of Southeast Asian and/or Hispanic immigrants. This resulted in major demographic changes in some communities, such as Monterey Park, where Anglos are now the minority. Many of these impacted cities, like Garden Grove, experienced racial tensions and crimes as existing minorities, primarily Hispanic, struggled for services, housing, jobs, and educations with Southeast Asians competing for the same needs.

This study will include an analysis of what some of these communities did or did not do to prepare for influxes of immigrants.

The necessity for such a study stems from the fact that many of the necessary changes to prepare for large numbers of immigrants will largely be the result of local community policies. Many of these policies are under the direct control of local agencies

and organizations, while the others may be the functions of State or Federal policy.

What are these policies?

Early anticipation of future conditions such as ethnic diversity, can lead to the development of the kind of policies and plans that should be adopted to prepare for these demographic shifts. We must approach the task of analyzing the future cautiously with an understanding that it is not possible to anticipate the exact outcome in an uncertain environment. Urban evolution is very complex and we do not have a total understanding of these complexities or how policies implemented at local, State and Federal levels affect change.

The procedure employed by this study, the development of scenarios based upon the assumption of continuity of current trends in immigration/migration, jobs, education, housing, race crimes, discrimination and the like, is a valid way to examine the future and develop policy.

Hopefully, the policies and the model developed can be used by city and county law enforcement agencies, P.O.S.T., police academies, and support agencies/organizations to deliver services and provide training for changing communities. Nothing like this exists to date in Northern California that deals with planning, policy, and training for such an event. Southern Californians wish they had had a plan prior to the massive immigration in the '70s. Therefore, the development of a model plan is appropriate.



## INTRODUCTION

### DEMOGRAPHICS AND HISTORY

No study has researched or predicted the level of influx of immigrants and/or refugees from Southeast Asia or Latin American countries into Contra Costa County and their impact upon law enforcement.

Before developing the objectives required of this study, first a discussion of demographic trends and history. This will be an overview, not only of the macro picture of what is occurring internationally, nationally, and statewide, but also the micro picture of what is occurring in Contra Costa County. Trend predicting is often based upon demographics. A review of the demographic trends is therefore an important step in any study.

#### International

Mexico is very pessimistic about their economic troubles (and so are economic forecasters of other nations) and whether they can recover. Their recession deepens every day due to falling oil prices, meager farm production, lack of jobs, food and clothing. It is estimated that more than 50% of the Mexican work force is unemployed. The peso, worth 26 to the dollar in 1981, had broken the 1,000 to the dollar mark as of March of 1987. Political change to reverse the downward trend may be revolutionary as the Mexicans become more disenchanted with their political system (not necessarily with their President, Miguel de la Madrid). The party in power has prevailed for 57 years and rigidly controls the electoral process to stifle budding political opposition.

A New York Times report (December 21, 1986) estimates that Mexico's population will increase from 79.7 million in 1985 to 112.8 million by the year 2000 - a population too great for the nation to handle. Coupled with Mexico's current economic problems, illegal entries (even with new immigration law) from that country into the United States could

be expected to continue and probably increase. Mexico's economy may collapse and/or a revolutionary uprising against the government in power may occur. Either event will impact significantly upon the United States.

Mexico isn't alone as other Latin American countries are in deep recessions - many unable to continue repayment of large loans to creditor nations. The majority of the 23 Latin American countries have high unemployment rates, their industrial sectors are stagnating and creditors are at their doorsteps. Nicaragua and El Salvador have the added problems of civil war occurring within their borders with obvious political and economic impacts upon the United States. We may be flooded with refugees from these countries as in the past when we supported regimes that failed - Vietnam, for one.

Political activities and events in Southeast Asia could have a significant impact on the United States in regard to immigration and refugee relocation. Political activities such as the number of refugees from Laos and Vietnam that are in holding camps waiting to be accepted by other countries, or the events such as the return of Hong Kong to the Peoples' Republic of China in 1997 could result in changes in United States' immigration/refugee quotas.

#### National

The Oakland Tribune (September 26, 1986) carried an article written by Los Angeles Times writer, Kenneth Reich, as follows:

**The Latino population of the United States will more than double by the year 2020 and will rise from the current 7% of the national population to 19 by 2080.**

Who are the Latinos and where do they live in the United States? As one can see from Figure 1, the majority are from Mexico (59.4%) and the majority have settled in California (29%).

# HISPANICS

## Country Of Origin And State Of Residence

-5-

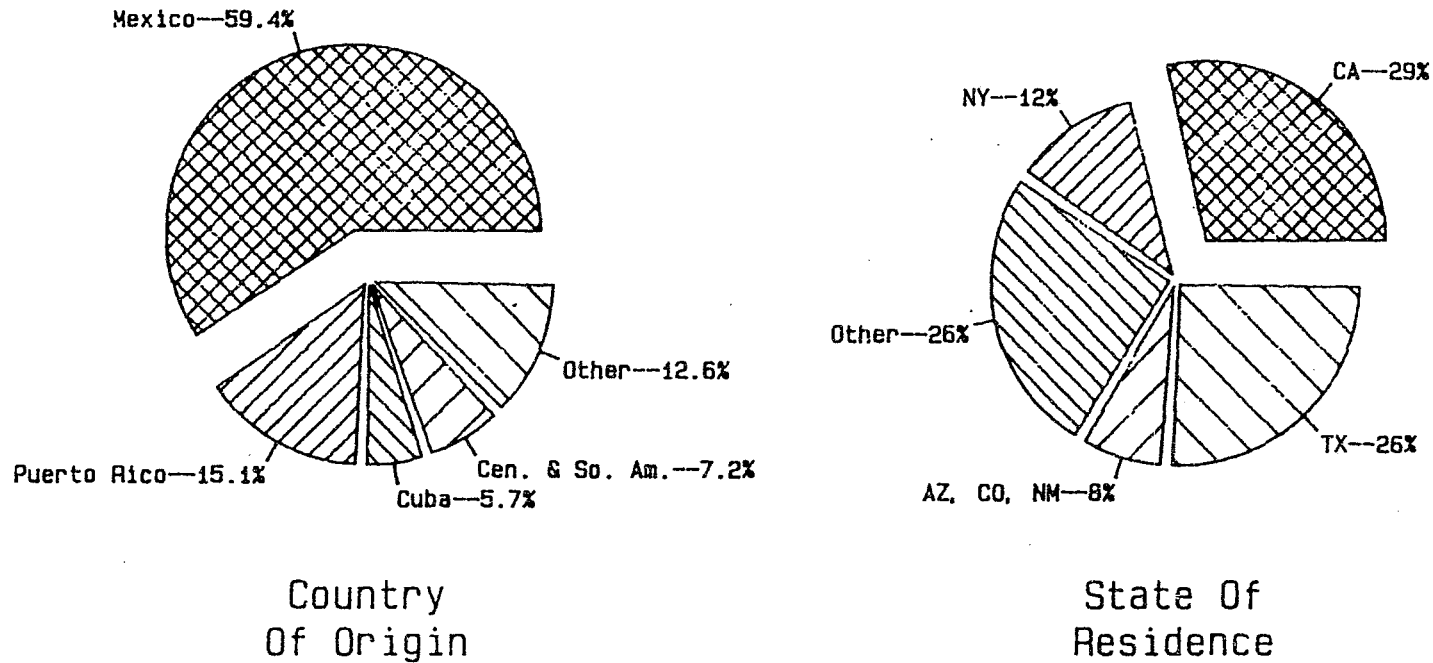


Figure 1

Source: Immigrants, Refugees, and U.S. Policy (p.59)

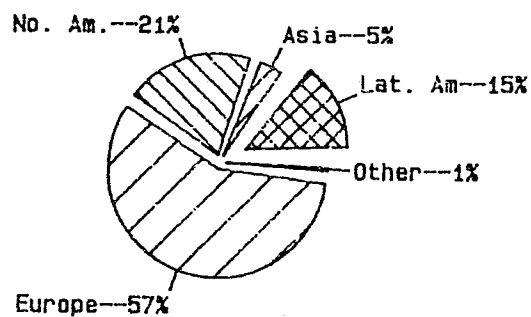
The United States has been unsuccessful, to date (pre-Immigration Act of 1986), in controlling its borders, particularly with Mexico. The U.S. Department of Justice reports that over one million illegals are apprehended in the United States each year, the majority in California.

The Asian population in the United States has also increased significantly in the past decades or in numbers from 1.4 million in the 1970 census, to 3.5 million by the 1980 census. The Vietnam Conflict resulted in the United States allowing many refugees from that area to come to this country. Asian Americans in the United States could approach 10 million by the year 2000, subject to any changes in immigration law.

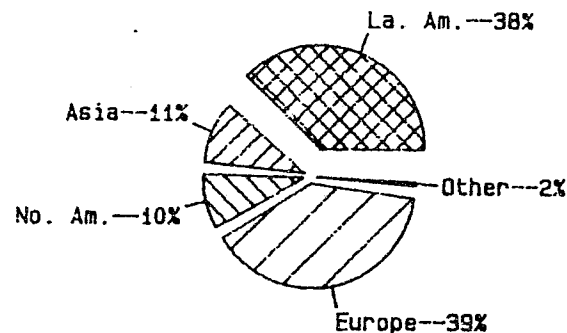
Figure 2 shows ten-year increments of the world access to the United States. The figure clearly shows the significant increase of Asians admitted to the United States since 1931. The percentages have increased 43% in the 53 years depicted.

# LEGAL IMMIGRANTS

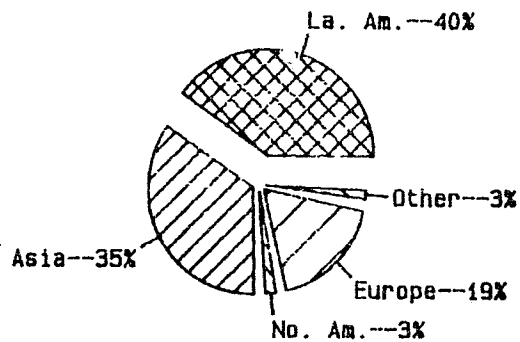
## Admitted To U.S. By Region Of Birth 1931 Through 1984



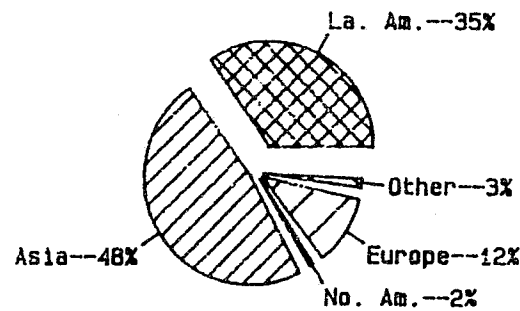
1931-1960



1960-1969



1970-1979



1980-1984

Figure 2

Source: U.S. Immigration and Naturalization Service

## California

Estimates are that over 15% of California's population is foreign born. Per Jeff Weir, staff writer for the Orange County Register (February 5, 1987):

**California, the nation's most populous state, grew by 623,000 last year... California grew by an average of 1,707 new residents per day... the largest net migration total in 30 years. Orange County, California's third most populous county, had a 2% growth rate, matching that of Contra Costa... (underline added for emphasis)**

Also see Appendix page A1 for a graph depicting California's population growth, 1970 to 2020 by race/ethnic group.

Domestic migration peaked in the 1950s, bottomed out in the early 1970s, and has been on the increase ever since. Recently, California's net migration has consisted of about half domestic and half foreign. (Source: Department of Finance.) Foreign migration in high numbers, especially when they cluster together, impact on local governments, particularly law enforcement.

Projections of minority populations are difficult due to current estimates being of uncertain quality and because misclassification is prevalent! According to the Department of Finance, births and legal migration are expected to bring the total number of Hispanics in California to between 8 to 9 million by the year 2000 or between 26.6 to 29.0%. The Latino population is largely native born Mexican-Americans and immigrants from Mexico and Central America. According to Valerie Mireles writing for the California Journal (January 1987):

**52 percent of the Latinos were born outside the United States and one-third of California's adult Latinos are not citizens.**

Estimates are that there are over one million undocumented persons residing in California with over 800,000 from Mexico.

Many studies also show that more than one-third of the Asians living in this country reside in California. They comprise the fastest growing population group in California. It is estimated that over a twenty-year period, 1980-2000, their number will double; in numbers, approximately 1.3 million to 3 million.

The Black population in California appears to be remaining static while the Anglo population is declining. Predictions are that by the year 2010, Anglos will be the minority population. A generation later, Hispanics and Anglos will each represent about 38% of California's population. The reason for the declining Anglo population is a declining birth rate. More women are working and more couples are electing to have fewer children, or none at all. Thus, the population demographics of California are shifting. Figure 3 reflects the changing California population.

The source and numbers of Latin American and Southeast Asian immigrants admitted to California, 1971 to 1985, appears in a chart, Appendix p. A2.

The chart reflects that between 1981-85, we admitted more persons from Central America, in particular, El Salvador, than ever before and we reduced the numbers of legal immigrants from Mexico to do so. This reflects how events in the world can change our immigration quotas from foreign countries.

Social Scientists Hayes-Bautista, Schink and Chapa at a Hispanic Legislative Conference in 1986 reported on the significance of "the aging Baby Boom generation". They said:

**One of the most important changes that will occur in the State (California) is the increase in the number of persons age 65 and over. Due to the enormous, almost disproportionate size of the Baby Boom generation (those born between 1946-1964) when that generation begins to age, it will create a disproportionate number of elderly in comparison to the rest of society. In 1980, the elderly were 10.1% of the State's population... the proportion of elderly will most likely increase to 22% by the year 2030; nearly one person in every four will be over 65.**

**This generation will require society's assistance in its older years, but such assistance will weigh heavily on the younger generations, simply because there will be so many older persons compared to younger persons.**

**Their report continued with an analysis of the growing Latino population:**

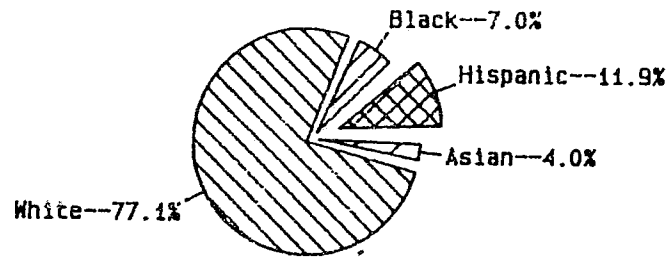
**The Latino population is growing rapidly. Fueled by high fertility and substantial immigration from Mexico and Latin America, Latinos form a significant part of the human resource picture: 19.3% of the State's population was Latino in 1980. By the same projection model used for the elderly, the proportion of Latinos in the population will most likely increase to about 35.8% by the year 2030.<sup>(1)</sup>**

The result, they report, is that not only are there two demographic dynamics at work (aging of the Baby Boomers and the Latino population growth), there is an important link between the two. The Baby Boomer generation is largely Anglo, thus the older generation will be largely Anglo. The Latino population is substantially younger, so that the younger working age generation of the future will be significantly composed of Latinos. (See Figures 4 and 5.)

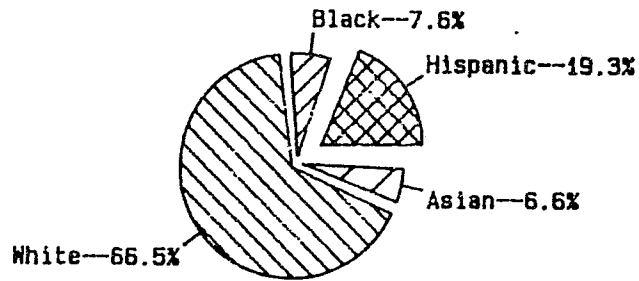
Both groups will place added burdens upon law enforcement services in the future and is a trend that should be monitored in each community. As one can see, the growth of Latinos is due not only to high numbers of immigrants but also the fact that the population is young and the fertility rate high. This growth will have a significant impact and influence on California's educational system, housing, social services, economy, labor and political structure which will be discussed later in this study.



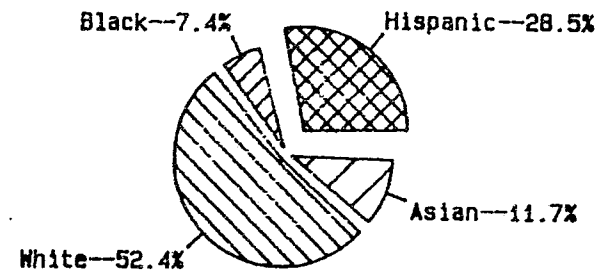
# CALIFORNIA POPULATION by Ethnicity 1970 Through 2000



1970  
19 Million People



1980  
23 Million People



2000  
32 Million People Forecast

Figure 3

Source: U. S. Immigration and Naturalization Service

# CALIFORNIA, 1980 - 2030

## Percent Of Total Population Elderly & Hispanics

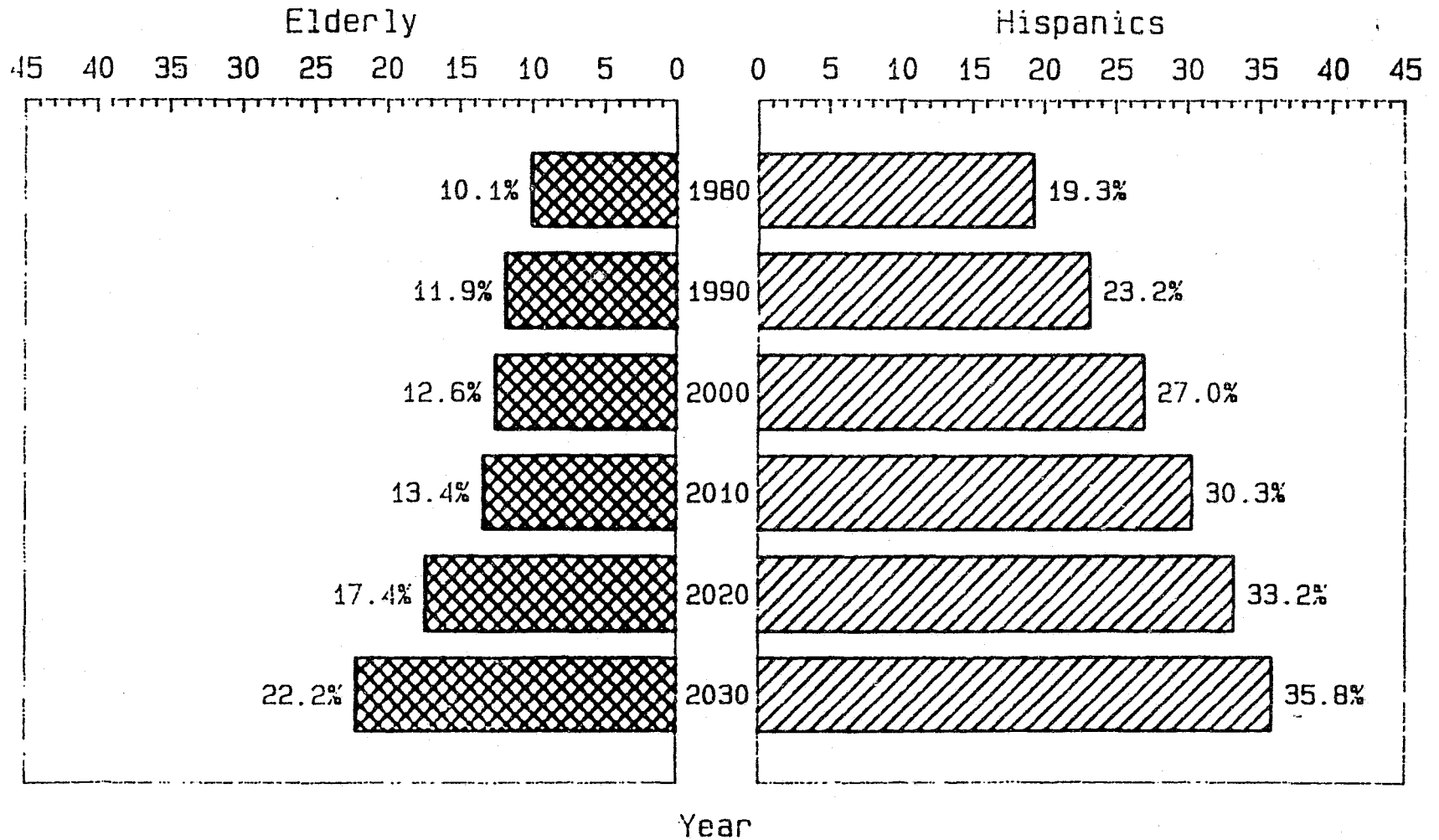


Figure 4

Figure 5

Source: 1980 Census and Hayes-Bautista, Schink and Chapa. 1986

### Los Angeles

A recent article projected that the Los Angeles area alone will have 18 million people by the year 2010, an additional 6 million people. Primary reasons, "... high levels of immigration, high birth rate and the region's economy is very strong..." according to the Southern California Association of Governments (SCAG). Los Angeles' growth rate is about twice the national average.

This factor is one of the major reasons for my primary hypothesis, that there will be a migration of people to Northern California to escape, and to come to future employment opportunities in the Bay Area. Many of these great numbers will be Hispanic and Asian.

### Bay Area:

Another recent newspaper article discussed the result of a Washington, D.C. study, "Population-Environmental Balance", which predicted that 6.7 million people will reside in the San Francisco-Oakland and San Jose areas by the year 2000, an increase of 18.5%. Increases in Hispanic populations are not occurring in the Bay Area as fast as they did in Southern California because of distance from the border and Southern California was able to provide more jobs, housing and services.

Leon Bouvier and Philip Martin, "Population Change and California's Future", indicated that San Francisco's Asian population will change from 8.7% of the total population in 1980 to 17.4% in the year 2000. A significant increase and the highest in the State.

As far as politics and voting, it was suggested, in a report by the League of California Cities in 1986, that the political clout of ethnic minorities will lag behind their growing numbers. Just in numbers, now and especially in the future, the California Hispanics have an enormous political potential. Potential, because an analysis of the last elections ('86) showed that Hispanics participated in politics, by registering and voting, at rates that

were less than half of those of non-Hispanic Californians. The reasons for the low level, participation are many: language barriers, lack of citizenship, lack of internal or external political organizational efforts, and turmoil between sometimes competing Hispanic power groups. This lack of political clout may cause the Hispanics difficulty (especially in the future) in effecting change pertinent to their needs in housing, education, employment, and social services. They (M.A.P.A., M.A.C.A.) must make efforts to gain political strength while not alienating other ethnic groups or Anglos.

Predictions, using computer studies of the California electorate, concluded that even when Anglos are a minority (in 20 years), they will still comprise at least two-thirds of the voters. Asians, it is predicted, will take a greater role in politics as they continue to move into what one writer calls the "overclass." Dan Walters, a Sacramento-based writer for the McClatchy News Service, writes about a two-tiered "new society in the 21st century made up of an Anglo and Asian "overclass" and a black and Hispanic "underclass". Dan Walters predicts that local officials won't be able to look to Sacramento for help in dealing with problems caused by poverty, racial tension, etc., State politicians will be too busy placating the overclass, as opposed to the frustrated, disenfranchised underclass.

#### Contra Costa County

The East Bay, which consists of Alameda and Contra Costa Counties, will grow from 1.9 million to 2.2 million, an increase of 15.7% by the year 2000. The majority of this population growth will be in Contra Costa County.

Predictions of race and ethnic population demographics for Contra Costa County in the year 2000 are not available from the County. In order to arrive at figures for Latino and Asian populations, projections from the State Department of Finance for California were used. To create these predictions, I made an assumption that Contra Costa County's ethnic population would increase proportionally to California's but be no more than 50% of

the State's increase. I also calculated a 25% increase and no percentage change, both proportional to California's increase.

If the pattern of growth of Asian and Hispanic populations continue in Contra Costa County, Hispanics will represent 12.9% and Asian 8.5% of the population.

	Percent of Total Population				
	1970	1980	% of State	Predictions for 2000	Nos.
<b>LATINO:</b>					
California	11.9%	19.3%	--	28-29.5%	--
Contra Costa	*9.3%	8.5%	if 50%	13-13.5%	117,525
			if 25%	9-10%	87,056
			if no change	8.5%	73,997

**ASIAN:**

California	4.0%	6.6%	--	10.6-11.7%	--
Contra Costa	2.1%	4.9%	if 50%	7.1- 7.7%	67,033
			if 25%	5.9- 6.2%	53,975
			if no change	4.9%	42,657

**CHART 1**

\*Percentage inflated  
Counted all Spanish Surname

Using figures provided by Contra Costa County demographer, Linda Moulton, and from the State Department of Finance, the following chart was constructed incorporating the above figures.

**Contra Costa County Population  
By Ethnicity  
1970 Through 2000**

Year	Total Population	White	Black	Hispanic	Asian	Other
1970	558,389	450,771	41,620	51,708	11,495	2,795
Percent	100%	80.7%	7.4%	*9.3%	2.1%	0.5%
1980	658,612	503,978	59,498	55,820	32,064	7,252
Percent	100%	76.5%	9.1%	8.5%	4.9%	0.8%
2000	870,558	Probably	Probably	73,997 to	42,657 to	--
Percent		70-78%	9-10%	117,525 8.5-13.5%	67,033 4-9-7.7%	

**CHART 2**

Linda Moulton doesn't foresee much increase in the next thirteen (13) years in the Hispanic population. She predicts more of an increase in the Asian population.

Using figures from the Department of Finance, chart number 3 was constructed which shows the numbers of refugees and undocumented persons entering the State. The chart depicts figures for Contra Costa and Los Angeles Counties, covering the period 1980 - 1986. The figures show a steady increase in refugees and undocumented persons into Contra Costa County, and that the numbers are proportionate to those entering Orange and Los Angeles Counties. Predictions are that this trend will continue and increase in Contra Costa County.

Unfortunately, a lack of affordable housing and traffic congestion (problems now) will impact upon this prediction. The Association of Bay Area Governments recently hypothesized that if local government does not make investments in infrastructures and affordable housing, the Bay Area will have major social problems by the 1990s.

STATE OF CALIFORNIA

REFUGEES & UNDOCUMENTED ENTERING  
STATE AND SELECTED COUNTIES  
1980 - 1986

	4/80 - 7/81	FY 81 - 82	FY 82 - 83	FY 83 - 84	FY 84 - 85	FY 85 - 86
<b>Contra Costa County</b>						
Total	3,674	2,602	3,030	3,228	2,946	2,985
% of State	1.3	1.3	1.4	1.5	1.4	1.5
<b>Orange County</b>						
Total	23,311	38,692	15,653	15,960	15,394	15,639
% of State	8.1	19.6	7.3	7.4	7.5	7.6
<b>Los Angeles County</b>						
Total	120,543	81,764	91,942	91,894	86,951	87,186
% of State	41.7	41.4	43.0	42.7	42.6	42.5
<b>State of California</b>						
(58) Counties	289,116	197,447	213,636	215,132	203,900	205,024

Above figures are numbers of refugees and known undocumented from other countries entering California and specifically Contra Costa compared to Orange County and Los Angeles County. Numbers migrating within or leaving State not considered.

Source: State Department of Finance

Chart 3



A study by Population-Environment Balance says the addition of more than 1 million new residents will double the costs of most goods, force sharp increases in taxes, worsen crime and traffic jams and generally make life in the region a lot less desirable. The Bay Area is already one of the most congested in the United States and is growing 44% faster than the rest of the nation. This will impact on the quality of life in the Bay Area. New residents will increase the demand for products and services and raise local inflation by as much as 20% (Contra Costa Times December 2, 1986)

Thus, influxes of immigrant/refugee or migrants are an emerging issue for the Bay Area which will impact upon law enforcement services. The new Americans in our communities will result, in many cases, in clashes of values; struggles for shrinking public fiscal resources; and competition for jobs, education, housing and services. These clashes and struggles will take their toll upon government and the community as we know it.

There are few community organizations or agencies in Contra Costa County that directly serve the needs of minority and/or immigrant/migrant/refugee residents, or act as advocates. The few agencies that do exist have limited resources and funding. Thus, the problems and needs for many minority/immigrant members will go unheard and unresolved.

A look at other societal factors is important, so a brief discussion of housing, employment, education and social service care in Contra Costa County follows.

### SOCIETAL FACTORS - BAY AREA

#### EMPLOYMENT:

The Association of Bay Area Governments (Oakland Tribune, February 3, 1987) recently announced that they foresee a labor pool shortage by the year 2005 according to growth projections. An aging work force and growth control policies that limit housing construction will cause serious shortfalls in the labor pool in some Bay Area counties - particularly in Santa Clara and Alameda counties. An analyst for ABAG predicted that by 2005 the Bay Area will create one million new jobs and will have to import 235,000 workers from outside the 9-county area to fill those positions.

The Contra Costa Times on February 2, 1987, reported that:

**Contra Costa County will spawn new jobs faster than any other Bay Area county during the next 18 years. At a 59.4% growth rate over 20 years, counting from 1985, Contra Costa could add 141,000 new jobs by the year 2005.**

Again, a reason for migration north from Southern California - we are expected to have jobs. (See Appendix page A3 for a chart of 1985 employment statistics by race/ethnic background.

Livermore, Pleasanton, and Dublin will be the hardest hit because of lack of affordable housing for the high concentration of businesses and industry along the I-680 corridor. ABAG indicates that Contra Costa County will not feel the effects as critically because of new housing developments, especially in the East County cities of Brentwood, Antioch, and Pittsburg. The problem is that to get to those jobs on the I-680 corridor, the work force living in East County is going to have to travel on roads already gridlocked at commute time.

Cities and counties will face difficult policy decisions to reverse the labor shortage trend. They can build new housing, expand roadways to handle commuters or decrease the land available for industry and offices. Either way, lots of money is needed, and for many of the cities already in financial difficulty, coming up with the financial resources (without much help from the Federal Government) will be next to impossible.

What does all this mean to City and County Governments' ability to devote financial resources for services for immigrants/refugees or migrants? The prospects don't look good! Again, many Asians and Hispanics will be among those workers migrating from Southern California to the Bay Area for the opportunity to find jobs. The majority will probably locate in East and West Contra Costa County because of published County reports indicating that's where affordable housing is or will be located.

A study completed for the City of Concord in 1985, for instance, summarized:

**During the next fifteen years, it will be difficult to meet the housing needs of new workers... The successful satisfaction of future housing needs of all households income levels in Concord will require close monitoring of market conditions. (3)**

With the arrival of documented and undocumented ethnic minorities come other problems.

The reaction of labor unions has been studied:

**Many labor unions - even those with undocumented aliens on their rolls - argue - that the willingness of undocumented aliens to accept low wages undermines their bargaining power because they are a source of cheap, unorganized labor. Those workers who won't join a union because they fear detection and deportation are being forced into a new underclass... But not all labor officials are as sympathetic toward the undocumented... a high ranking black official of the AFL-CIO has argued for tougher laws on the grounds that poor blacks are being hurt by the flood of undocumented aliens... (they) benefit from social services and schools already strained by declining tax rolls and inflation. (4)**

Competition for jobs by other protected classes of established American minorities has also been a critical issue. The percentage of black males permanently out of work jumped from 20 to 30% in the last decade - the same period that saw a big jump in legal and illegal immigration. New immigrants also are strong competitors for jobs. They took risks to come to this country and most are determined to make it. They will be very competitive for jobs with those already present in the communities. When established minorities and Anglos feel threatened by new immigrants competing for jobs and services, the frustrations and anger often surface in the form of discrimination and victimization of the new arrivals.

What are the economic consequences of immigration? In a study by George J. Borjas and Marta Tienda in Science, February 1987, the issues addressed were:

**As the volume and composition of recent (1965 to 1985) immigrant flows change, Congress, the academic community, and the public are reassessing whether the costs of immigration outweigh the benefits. Contemporary concerns hinge on four perceived "facts" about the economic consequences of immigration:**

1. **The immigrant volume has increased beyond the absorptive capacity of the U.S. labor market;**

2. **New immigrants displace native workers and lower their wages;**
3. **New immigrants are less easily assimilated in comparison with earlier arrivals; and,**
4. **Immigrants drain tax revenues through their receipt of transfer income.**

Their study, however, concluded that the economic consequences of immigration on the labor market and transfer income were:

1. **Although the volume of immigration has increased appreciably in recent decades, there is no basis for concluding that it has exceeded the growth rate or absorptive capacity of the U.S. labor force.**
2. **The negative impacts of immigrants on the earnings of native workers are quite small.**
3. **Immigrants who arrived during the 1970's are, on average, less skilled than those who arrived earlier, and their earnings do not rise as rapidly as previously thought, but this generalization varies according to national origin.**
4. **Hispanic and Asian immigrants as a group are more likely to receive transfer income than are natives. The result reflects the greater pervasiveness of poverty among the foreign-born, rather than a higher propensity of foreign-born persons to participate in public assistance programs compared to (statistically) comparable natives. (5)**

My interpretation of this study is that the United States can absorb more immigrants and refugees; there are few negative impacts on existing work forces; and, they are less skilled and, even though impoverished, do not participate in public service programs to any great degree. Some of these results are contrary to my study of the Asian impacts upon Garden Grove and Monterey Park--see those case studies in Section 3 of this paper. In essence, new foreign-born do impact upon jobs, and they do use up services.

### HOUSING:

#### Introduction:

**Local and State Governments have a responsibility to use their powers to facilitate housing development and make adequate provision for the housing needs of all economic segments of the community. (Article 10.6(d), Chapter 1143 of the California Statutes of 1980, AB 2853)**

According to population surveys conducted by the Census Bureau from 1975 to 1985, almost half the 4.7 million Asian and Hispanic legal immigrants who moved to the United

States from abroad in that 10-year period settled in suburban and non-metropolitan areas rather than in central cities. Thus many of the new immigrants are bypassing congested central cities and settling in affluent suburban neighborhoods, skipping what historically, studies show, had been the most difficult step of becoming assimilated into American life.

Many of these most recent immigrants (Asians, particularly) are well-educated with above-average incomes. They arrive in great numbers already able to speak fluent English and holding advanced degrees in professions and business. Leon F. Bouvier and Robert W. Gardner, in a new study for the Population Reference Bureau in Washington, wrote that because of current immigration laws and regulations, "generally only the better educated and better trained can hope to pay for and negotiate the hurdles that lie in the path of someone wishing to immigrate legally to the United States". Thus, the new Asian immigrants are spreading out within communities and assimilating, and this is occurring in Contra Costa County, with few exceptions. There are some areas that have established ethnic communities instead of assimilating into the mainstream population such as the Filipinos and Southeast Asians in Hercules.

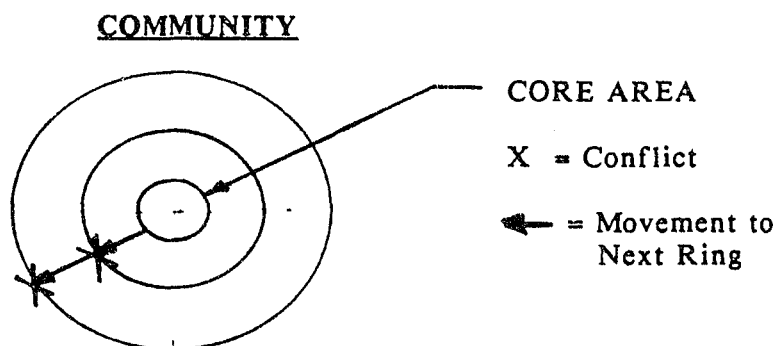
However, Latinos and Asians who arrive with limited resources and struggle with the English language, will find limited employment opportunities. They will continue to locate in clusters with others of like restrictions. In the past, immigrants from Europe, and later waves of refugees from war-torn Vietnam, Laos, etc., also settled in or created communities with their own people.

Studies have shown that new immigrants initially tend to locate "or cluster" where people of their own ethnic and racial background are already established. One such study was completed by Dr. Steven Wallace for the University of California, San Francisco. He stated that, generally:

...for the first generation or two, ethnic communities are helpful because they provide a sense of continuity for immigrants while easing subsequent generations into American values and society... The existence of an ethnic or immigrant community is obvious evidence that a group has not assimilated. A community represents a place where immigrants are able to associate with others like themselves. An immigrant community provides a safe place to engage in these activities that deviate from dominant norms such as speaking a language other than English, honoring 'foreign' symbols of pride, and exhibiting other non-Anglo behavior. Commonly located in low-rent districts, ethnic communities are functionally found where members can afford to live while they work at low wage jobs. (2) (pp.88-89)

Dr. Wallace also indicates that the rewards of better education and jobs come with assimilation into the mainstream society. Further, that ethnic communities, especially for wealthier immigrants, are just temporary as they branch out/assimilate into society and become more like Americans to gain those economic and educational advantages. Developments in the East Bay will attract those types of people from Southern California to our communities.

The following is socioeconomic theory or concept that should be understood by the community preparing for ethnic and racial minorities that do settle together. Dr. Ron Martinelli (a published criminologist and San Jose Police Officer) introduced me to the theory called "Target Zoning", or as sociologists call it, the "Concentric Zone Theory".



It is a simplistic model of urban ecology that explains the dynamics of what takes place when new ethnic minorities settle in an existing core area that is often already economically depressed. These core areas are where lower socioeconomic class White, Black, Hispanic and/or established immigrant have already located because housing is cheap (or government subsidized), employment or welfare services are available and/or to live

with people of their own race or culture. These areas are sometimes impoverished ghettos, with substandard, older housing, frequently overcrowded with high incidents of social conflict and crime, including gang activity.

The theory is that as new minority/ethnic immigrants move into the core area, they come into conflict with existing members of that community, a phenomena that has been going on for generations. The newcomer and the established community member(s) come into conflict over housing, jobs, financial resources (welfare, food stamps, etc.), overcrowded schools, language barriers, and gang activity. Those established want to move out, not just to improve their lot, but to get away from conflict, thus they move to the next ring out in the concentric circle. The whole process is then repeated as those in the next circle out want to move to outer circles because of the arrival of the previous core individual(s)/groups. A simplistic model, agreed, but it can be seen occurring in some geographical areas in Costa County already and certainly has occurred in other cities across the Nation for generations.

For example, Dr. Frank Dowell, Crimes Analyst for the Concord Police Department, recently completed a computer analysis of the demographics of the various areas of Concord - Chart 4. He discovered that Concord's perpetually high crime area had characteristics that would make it a "core area". Using 1980 Concord census data and recent crime activities for Census Tract 3361 (high density, lower cost apartments), he discovered the following:

**CITY OF CONCORD  
CENSUS TRACT 3361**

1980 Census Tract Population = 7,235 Persons of Which:

<u>Race/Ethnicity</u>	<u>% of Total City Population (103,255)</u>
White	6.28
Black	15.27
East Indian	11.85
Asian	6.69
Hispanic	8.75
	Of Which:
Foreign Born	8.32
Non-U.S. Citizen	19.20
Unemployed	10.18
Rent	91.54
Median Age - 26.4	85.99
City - 30.4	

and this small area of the City has 9.17% of the total police incidents not including traffic.

Thus, Census Tract 3361:

Is Poorer	31%
Pays - The Same Rent	91%
Is More Unemployed	45%
Is Younger	14%
Is Less Educated	8-18%
Has More Households	38%
Has Fewer Families	15%
Has More Single Parents	Male 82% - Female 28%
Has More Foreign Born	19%
Has More Recent Immigrants	274%
Is Less White	10%
Has More Blacks	218%
Has More East Indians	69%
Has More Hispanics	24%
Has Fewer Asians	5%
Has More Non-Traffic Police Incidents	31%

CHART 4

When I first became a police officer in Concord twenty-two years ago, this area was mid-to upper-middle class with little crime. Those people were displaced outward.



To allow for assimilation and to avoid the negative aspects of "clustering" or "target zoning" dynamics, affordable housing must be available throughout the county. A study of affordable housing must be completed by communities projecting increases in foreign-born populations. A study of rental housing for Contra Costa County in 1982 arrived at some conclusions and recommendations:

The Commission found that there is a critical need for the production of additional affordable rental housing in Contra Costa County. Currently, there is a county-wide waiting list of more than 11,000 low and moderate income families who need housing. By 1985, it is projected that 17,531 affordable housing units will be needed by low and moderate income families. This affordable housing crisis comes at a time when the Federal Government is retreating from its responsibility of providing financial support for housing programs which assist low and moderate income families. In addition, the State of California's continued involvement appears uncertain because of serious financial problems and the uncertainty of the housing policy of the new State administration. Therefore, the Commission found that it is imperative that the County and other local governments use their powers to ease the critical affordable housing crisis. (6)

The Commission recommended to the County Board of Supervisors:

1. Authorize and issue tax-exempt bonds for the construction of affordable rental housing.
2. Identify, acquire and/or set aside specific tracts of land on which to construct affordable rental housing.
3. Establish a Contra Costa County Affordable Rental Housing Development Fund.
4. Initiate joint ventures with the Private Sector to develop affordable rental housing.
5. Develop a network of housing advocates.

On March 12, 1987, Mr. Richard Martinez, Executive Director of the Contra Costa County Housing Authority, told me that the most effective recommendation has been tax-exempt bonds - in fact, they had exceeded their goals and expectations. However, recent legislation may make tax-exempt bonds less attractive and not a viable mechanism for the development and construction of affordable housing.

Also, a recent Contra Costa Times article (April 7, 1987) by Craig Jarvis states:

**The Bay Area could lose a third of its low income housing over the next 20 years as landlords pull out of federally subsidized rent programs according to a study by a business think tank. If the nationwide trend develops locally, 2,060 families in Contra Costa County...could find their apartments converted to market-rate housing, the Bay Area Council report says. In the nine-county Bay Area, 18,820 families could be affected...Contra Costa County hasn't had widespread problems yet, but local officials anticipate it will be in the next several years.**

Affordable housing is a critical issue to arriving immigrants and refugees and to employment. Our County/City is planning ahead, but how much of this planning will be impacted by shrinking fiscal resources? An arriving population that will be racially, culturally and ethnically different from the majority of residents will require extensive planning!

#### EDUCATION:

Fewer than twenty-five to thirty years ago, Latino immigrants who arrived in the United States saw little point in sending their children to school. The children worked and maintained the cultural heritage and language of their homeland. Consequently, there was, until recently, an apathy toward education. This was replaced in the 1970s by an insistence on Spanish-speaking teachers/ESL programs. Hispanics, however, still must overcome the trend that they have a statistically high, educational institution drop-out rate. A study in 1984 indicated that 48% of California's Latinos between 18 and 24 were without high school diploma compared with 21.9% of the Anglos.

Asian immigrants, while sometimes consisting of many without much education, still included many more college graduates than any other population group entering the country. Using figures received from the State Department of Finance and the State Department of Education, a chart was prepared showing the public school enrollment by racial and ethnic distribution. The distribution was for kindergarten through grade twelve in Contra Costa, Orange, and Los Angeles Counties for the period 1969 to 1986. (See

Appendix, A4). The increase for Asian enrollment went from 1.4% in 1969 to 5.7% in 1985, of the total school enrollment while Anglo enrollment decreased. For Hispanics, the increase was from 5.8% in 1969 to 9.2% in 1985, of the total school enrollment.

The public mood or trend in California today, appears to be, - should public education (taxpayers) continue to provide instruction in foreign languages to non-English speaking students? The recent passage of Proposition 63 is witness to that mood. The question is being asked, since the passage of Proposition 63, and due to fiscal cutbacks, what impact will there be on English as a second language (ESL) classes, programs, and related services for Latinos and Asians, both adult and youth? Non-English speaking persons need English to survive in our society and to enter the job market.

Some Southeast Asian and Latino immigrants and refugees came to this country with professional backgrounds, but were unable to continue in their profession due to language barriers, licensing, etc. They end up taking positions of lower status than they are capable of, which results in lowering of self-esteem, a loss of their talents, and an increase in welfare use. They need ESL programs to make employment transitions.

Public education is provided to all children in California regardless of their country of origin or legal status. Thus, bicultural/bilingual school personnel are needed to reach immigrants who speak little English. Lack of funds, teachers, and facilities to provide ESL classes, plus the apparent public attitude that they are on their own to learn English is a critical problem, one that must be ironed out in all counties in California.

California Proposition 63: English California's Official Language - Unfortunately, this proposition became known as the "English-only initiative" and not a movement to make English the official language of the State. The Proposition is still a very controversial issue with those groups and individuals who opposed its passing (73% of the electorate

supported it by vote). The opponents of its passage fear that: 1) it would do away with bilingual services; 2) it implies an anti-foreign bias; 3) it would eliminate bilingual dispatchers on 9-1-1 telephone lines; and 4) it would weaken or eliminate public school programs which teach English to minority/immigrant children. School enrollment statistics, kindergarten through 12th grade, of those with limited English proficiency (1986) in Contra Costa County show that we have approximately 1% of the total in the state. (See Appendix p. A5)

The arguments in favor of Proposition 63 were that a common language is essential to communication and understanding, which in turn are crucial to keeping Californians of disparate racial, ethnic and cultural backgrounds together. "A common language is a bond that unites society, enabling all of its members to participate in institutions and decision-making processes" was an editorial statement by Dean Lesher of the Contra Costa Times. These are pretty strong arguments as an inability to communicate invites misunderstanding, distrust, fear and ethnic separatism and conflict. One of the United States' strengths has always been the millions of immigrants, whether from Europe, Asia, or Latin America, who have willingly learned or are learning English in order to participate in our culture. Most immigrants realize the value of knowing English and are eager to learn - witness the packed newcomer classes.

Proposition 63 did not call for witch hunts to eliminate foreign languages (spoken or written) from emergency services, signs, courts, schools and public announcements nor has this happened since. The passage of Proposition 63 is seen by its proponents as a signal to immigrants that they need to assimilate by learning the language of the majority and its victory will probably bolster efforts for a similar Federal Constitutional Amendment.

Those opposed have been called anti-assimilationists. Their resistance is on the basis of rejecting the melting pot concept as a betrayal of their ancestral culture. They wish to maintain their ethnic institutions, heritage and culture. Their demands for government funding to subsidize ethnic and cultural programs, however, come at a time when the United States is receiving the largest wave of immigration in its history. What can the Federal, State and Local Governments afford?

But what has happened since Prop 63 passage:

State Senator Art Torres (SB 9) proposed a new \$5.5 million bilingual education program for adults. "We have to make sure that bilingual education is not destroyed. We need to assure our children become productive citizens (by teaching them English)", Torres said. "My role is to implement English-only in a positive and productive way." The bill does not seek any additional State dollars, but rather calls for "redirecting" unspecified existing adult education and bilingual education funds which Torres said were being wasted. (Contra Costa Times December 2, 1986)

State Assembly Speaker Willie Brown in a recent speech to the California Association for Bilingual Education, castigated Governor Deukmejian for his November 1986 veto of a bill to extend mandated bilingual programs past their designated June cutoff. (Brown has re-introduced legislation to extend.) He also urged teachers, administrators, students and parents to flock to Sacramento to raise their voices in support of bilingual education. "I want to see you become so politically active that the wave of sit-in demonstrations at the Governor's office will exhaust the jail space," Brown told 5000 bilingual teachers. (Orange County Register, January 31, 1987)

Assemblyman Frank Hill has introduced legislation aimed, apparently, at dismantling bilingual programs. He has the support of U.S. Education Secretary, William Bennett, who called for the elimination of Federally-funded programs to teach immigrant students in their native language. He proposed cutting \$49 million for bilingual programs, saying that studies conclude they do not work.

To date, the results of the passage of Proposition 63 have not resulted in any immediate negative impact upon any minority/immigrant group. There are some positive activities related to education taking place in the private sector.

Service, Employment and Redevelopment-Jobs for Progress - is a nonprofit organization founded in 1964 by the League of United Latin American Citizens and the American G.I. Forum, two of the nation's oldest and largest Hispanic organizations. It provides employment and training assistance to 110 communities across the country. Recently:

Members... announced that they plan to create 80 learning centers around the country - including one in Santa Ana - to teach Latinos English and help them find jobs. Members of the group, as well as representatives from major corporations including IBM and General Motors, met with Vice President George Bush and other government officials to seek \$3 million in Federal funding to open 40 of the centers. The remaining centers will be privately funded, and several Fortune 500 companies already have contributed \$375,000 to start 10 of them. 'Once we get started, we can find sufficient funding through the private sector', said national president Edward Franco.

Major companies support the learning center project because Hispanics of working age with basic English-language skills are 'essential to industries, which will face a major labor shortage starting in 1990 and peaking in 1993,' Franco said.

'The official language in this country is English and if anyone thinks otherwise, they are mistaken', Franco said. 'If you can't speak English, read English, or compute, the likelihood of holding down a job in this country is practically nil.' (Orange County Register, February 6, 1987)

Franco also said he interpreted the California referendum in November to make English the State's official language as a "mandate for the government to provide funds to teach (Hispanic) people to speak English." He has asked, through his organization, that the California legislature do just that!

The organization is currently running three pilot learning centers that, according to staff reports, have shown significant results in teaching basic reading, writing, and computing skills. The California locations would be in Santa Ana, Chula Vista, El Centro, Fresno, Hawthorne, eastern and western Los Angeles, and Pico Rivera.

The implications of this information is that the Bay Area should encourage and support, with some private sector funding and combined local government subsidy, the placement of a learning center here.

## SOCIAL CARE AND SERVICES:

In the early 1980s, the Federal Administration commenced massive Federal spending cuts for social programs as part of a Federal economic recovery program. This was a reflection of a changing social philosophy. The elimination of social supports and programs that had been in place for decades which had emanated from the Federal level.

Audrey Harris, writing in a study "LA 200 + 20", stated:

**There was a distinct shift, therefore, from Federal to State and local control. By 1982, the responsibility for maintenance of many major social programs was variously and locally determined. The result was unemployment, particularly among the marginal income groups (the working poor) as a result of the termination of programs. (7)**

Cuts in social programs have direct impact upon new immigrants when those eligible cannot get food stamps, financial assistance, health care, language help, etc. The elimination of health care for illegal aliens may present a major health threat. At a time when diseases, like tuberculosis, has nearly been wiped out, the threatened elimination of screening services almost assures that a new TB epidemic will appear. As health experts have testified at all budget hearings around the country, the elimination of health services for the undocumented is "penny wise and pound foolish". The potential health hazards from the cutback in services will fall disproportionately on the minority, especially the Latino populations. This, in turn, relates to the immigration policy and what can happen to California if the potential for another Vietnam develops in Central America, unleashing a wave of new immigrants and refugees who represent competition for the basic ingredients inherent in economic survival; i.e., jobs, health care, education, and the like!

A recent study of persons below the poverty level in California determined:

Persons below poverty:	Percent
Total: 3,606,636	14.1
White - 1,368,557	8.3
Black - 453,804	26.4
Spanish - 1,344,377	25.7
Other - 439,798	19.3

(Source - State of California, 1985 Current Population Survey Report)

Reductions in benefits to citizens who are poor and/or unemployed, puts them in competition for services, housing, jobs, education with non-citizen immigrants. This phenomena has occurred in Southern California communities for years, particularly Garden Grove, Westminster, and Monterey Park, and will occur more frequently in the Bay Area.

The Southern California study, "LA 200 + 20", determined that, although many Asians and other ethnic groups consist of some privileged, well-educated and prosperous persons, most minority group new Americans are recipients of in-place social services. This report and the case studies in Garden Grove and Monterey Park support this theory and not the findings reported in the February issue of "Science" reported earlier.

The trend at the Federal level and now the State, is to reduce or eliminate the funding of programs and nonprofit organizations that provide services. For instance, in 1981 approximately \$20 million was cut from social service programs, and over the next four years an estimated \$127 billion additional dollars was also lost. These cuts severely stressed State, local, and private (nonprofit) organizations, resulting in reduction in programs, services, and in some cases, elimination.

One of the few nonprofit agencies in Contra Costa County is the Center for New Americans. Started four years ago by concerned citizens in the County, and without any public funds, the Center now offers an integrated system of cross-cultural services, community and immigrant education, counseling and aid to refugees and immigrants now living in Contra Costa County. Today, it is funded from multiple sources: County and City subsidies; foundation grants; church service clubs; and individual donations. They are struggling for their existence. One of the largest contributors, the City of Concord, will probably have to cut back on subsidizing the organization due to its own shrinking resources.



Recent newspaper articles reflect this continued problem of funding social services programs, and some of the abuses:

**The Deukmejian administration on Wednesday cautiously proposed temporarily cutting state funding for Medi-Cal services to low-income Californians and delaying non-critical health care. (Contra Costa Times, December 18, 1986)**

**President Reagan told Americans... we must make dramatic changes in the old unworkable government programs... Reagan offered no detailed plan, but made it plain that his approach would be to give greater flexibility to states and cities to deal with local welfare problems. We know that solution to welfare dependency must come from states and communities. (Los Angeles Times, February 8, 1987)**

**Thousands of Southeast Asian refugees throughout California are collecting welfare benefits while illegally earning thousands of dollars a year in a vast underground economy... This refugee underground economy is not only costing the government millions of dollars in welfare fraud and lost revenues, but has helped create the highest welfare dependency rate in the nation for Indochinese refugees. More than ten years after the United States opened its doors to Southeast Asians fleeing war and persecution, 50% of California's estimated 400,000 refugees, making up 43,500 families, are fully reliant on welfare, according to the State's Office of Refugee Services. (Los Angeles Times, February 9, 1987)**

Those receiving benefits, for many reasons, cannot find jobs that pay as well or provide the same benefits. There is little incentive to work because they make little money and they lose the cash assistance benefits, while still probably working at low, menial jobs that barely support them and their family.

Those looking at the "Immigrant Effect" from a perspective of costs and benefits of social services sometimes draw wrong conclusions. They think that immigrants consume more social services than they pay in taxes. What is overlooked is that even most undocumented immigrants pay taxes. One estimate is that some 70% of undocumented workers have social security as well as federal and state income taxes withheld from their paycheck by employers who want to give the appearance of using legal labor. One study showed that many undocumented workers pay more in taxes than social services used.

Assumed competition for finite government resources, scarce jobs by Blacks and established Hispanics and Asians stirs a negative reaction on their part because of the perception of displacement.

California had received 150,000 to 200,000 Indochinese refugees. This was probably 40% of the nation's total, and the burden of providing social services was fiscally at the State and local levels. Now that the State is proposing cutbacks, who will provide the necessary services? How will government identify the truly needy or will private organizations, partially subsidized by government, provide the bulk of services in the future? Is local government going to become involved in entrepreneurial enterprises or raise taxes to provide any sort of funding in the future and/or defer to private agencies?

I project that, in the future, there will be a coalition of political and social factions, both private and public, networking to provide services - to fill the gaps created by the withdrawal of federal funding. Organizations like the Mexican American Political Association (M.A.P.A.), or the Mexican American Cultural Association (M.A.C.A.), to name two, will take an even more dominant role in providing assistance for Hispanics - caring for their own! There is also a strong argument that State and local governments should campaign for renewed and/or a continued Federal commitment to pay all or a great percentage of the costs of health, welfare and other programs related to resettlement of refugees in this country, especially California. Contra Costa County is closely monitoring State and Federal activities as they relate to funding social programs.

Now, with an understanding of the project background, demographics and history, an explanation of the project research methodology follows.

## **II. PROJECT METHODOLOGY**

**RESEARCH**

**FORECASTING**

**DEFINITION OF TERMS**

## METHODOLOGY

The description of the multi-step methodology used to implement this study and achieve each of the objectives outlined is as follows:

### STEP 1 - RESEARCH:

The idea for my topic and material used to generate the future's portion of this study was derived in an analytical process that began with looking at the environment. With the realization that the region composed of the City of Concord, Contra Costa County, and the Bay Area was experiencing a change in racial, cultural, and ethnic composition of its population, I commenced an extensive local literature search to collect demographics. Newspaper and magazine articles confirmed my observations that changes were taking place. The composition of the population was changing. Race crimes and victimization of foreign born persons were increasing. Asian and Hispanic support and political organizations were looking for assistance. A "Futures Wheel" was completed to show the various impacts of immigration. (Appendix B1)

Surveys were sent to 75 law enforcement agencies in California with over 100 sworn officers and to 16 police academies to determine the nature and extent of cultural awareness training for police officers taking place in the State. The Commission on Peace Officer Standards and Training (Appendix C44) P.O.S.T., was the source of additional literature on training issues and other research was obtained from interviewed key officials.

I visited the Department of Justice where I learned the current status of studies by that agency including pending legislation concerning race, religion, and ethnic crimes investigation and reporting.

Research in Southern California, particularly Monterey Park and Garden Grove, heightened my interest and provided additional resources for this study. My Southern California research included a full day at the University of Southern California, Center for Futures Research.

## STEP 2 - TREND/EVENT FORECASTING:

This step involved an all day workshop employing the nominal group technique (NGT) process. This involved bringing "knowledgeable" people together to forecast the impact upon law enforcement of a changing population in Contra Costa County. The panel consisted of local law enforcement managers, city and county planners, and representatives including the Immigration and Naturalization Service, County Social Services, Bay Area Governments, and Asian and Hispanic political and support agencies. Two of the workshop members were from Southern California law enforcement agencies that had already been significantly impacted by immigrants and refugees. (See Appendix Pages B2 to B8)

The workshop members had completed work in advance of the meeting which consisted of listing past trends and events (1975 to 1986); current trends and events (1987); and future/emerging trends/issues and events relating to immigration/migration of Hispanics and Asians into Contra Costa County. This process was instrumental in expediting the brainstorming part of forecasting trends and events using NGT. (See page 41 for NGT definition.)

The first order of business at the workshop was that each participant had his past trends and events placed on flip charts. Next, the group was introduced to the project and the NGT process. We then reviewed the past events and trends from the flip charts. Reviewing the past is essential to see where one has been in order to make educated forecasts about the future.

The second order of business involved forecasting trends and events. We prioritized and reduced the long list generated to those five which were most critical to the issue and those that were policy relevant. Using trend evaluation forms, we determined the level of each trend fifteen (15) years ago using the arbitrary value of 100 for "today". The same process was employed to forecast where we "will be" if current forces continue and where we "could be" if the strategic planning/policies are implemented.

The event probability and impact for each of the five identified as most critical to Contra Costa County was then estimated. Each participant independently rated the probability by 1995 and 2000 using a scale of 0 to 100. The net impact of each event was then estimated for the issue and law enforcement using a scale of -10 to +10. The total was averaged to arrive at estimates of probability and net impact.

### STEP 3 - POLICY GENERATION AND CROSS IMPACT ANALYSIS:

The NGT group then brainstormed the types of policies that should be implemented to reach our desired future and assessed which of the five events and trends were impacted by each policy. Those policies that had the greatest impact or impacted on more than one event or trend were separated from the others. These policies were felt to be the most important to develop in the strategic plan. The policies were contrasted with the events and trends in a cross impact analysis process to analyze their impact. Each person, independently, estimated the new probability of each of the impacted events on the assumption that the impacted event had occurred first. The same process was used for evaluating the impact of each event on each trend using a scale of +15 to -15.

The workshop panel also brainstormed the stakeholders and snaildarters (see Definitions, page 41) and assessed their level of commitment. This was invaluable to the later step of formulating an implementation and transition management plan.

#### **STEP 4 - DEVELOPMENT OF SCENARIOS:**

From the direction provided by the workshop, three future scenarios were generated - looking back from the year 2000. The three scenarios incorporate the events, trends, and the results of the cross impact analysis. They depict a "turbulent", "nominal", and "stable" future. The most likely nominal future was used to build a strategic and transition management plan. That future was selected based upon its probability, its acceptability to the public and governmental bodies, and its usefulness to city and county governments, police academies, P.O.S.T. and to immigrants/migrants/refugees and their support organizations.

#### **STEP 5 - DEVELOPMENT OF A STRATEGIC PLAN:**

My independent work continued with the development of a strategic plan. The material to formulate the plan was based upon this research, and used the direction provided by the workshop. The WOTS-UP, the Strategic Four Factor Analysis, and the Recommended Course of Action were reviewed with my colleagues in law enforcement and some of the NGT Panel for their insight.

The strategic plan prioritizes the work to be done to address each issue or objective.

The plan involves a statement of mission, objectives, and goals and includes how each will be accomplished, by whom, and with what. It also deals with individual and community needs and financial resources.

#### **STEP 6 - DEVELOPMENT OF A TRANSITION MANAGEMENT PLAN:**

The implementation and transition management plans were then assembled. The process involved commitment analysis, critical mass analysis, and responsibility charting. The most likely future scenario was used to develop not only the strategic plan but also the transition management plan to project city and county Police Departments to the year 2000. This also involved an analysis of the technologies required to be used to facilitate

the transition. The plan includes a comprehensive description of training that should be implemented by police departments and academies and the policies/laws regarding race, religion, and ethnic crimes reporting and investigations which should be developed. The core mission statement is what would need to be defined by city and county leaders.

The rough draft model was sent to each of the NGT members and reviewed with selected police management staff for their input before finalization.



## **DEFINITIONS/TERMS DEFINED**

**Culture** - The sum total of all the learned behaviors of a group of people that are passed on from generation to generation. This includes behavior, attitudes, values, verbal communication and nonverbal communication.

**Refugee** - One who flees from persecution or danger in his own country to seek refuge elsewhere.

**Immigrant** - One who comes, mainly voluntarily, to a new country in order to settle. For the purpose of this study, Southeast Asians: Vietnamese, Thai, Cambodian, Hmong; Latin Americans: Mexico, South and Central America.

**Migrant** - Person(s) who move from, for the purpose of this report, another state to California or from one part of California to another.

**Latino** - Person(s) from Mexico, Central and South America.

**Southeast Asians** - Vietnamese, Cambodians, Thais, Laotians, and Hmong (does not include: Chinese, Japanese or Filipino).

**Minority** - 1) A racial, religious or political group that differs from the larger, controller group; 2) A part of a population differing from others in some characteristics and often subjected to differential treatment.

**Crimes Motivated by Race, Religion or Ethnic Background (RRE)** - An act, or attempted act, by any person or group of persons against the person or property of another individual or group which may in any way constitute an expression of racial, religious or ethnic hostility/hatred.

**Nominal Group Technique (NGT)** - A structured group process which follows a prescribed sequence of steps such as brainstorming trends and events; prioritizing, voting and establishing levels and directions of trends and events by using a cross impact evaluation system.

**INS** - Immigration and Naturalization Service.

**M.A.P.A. and M.A.C.A.** - Mexican American Political Association and Mexican American Cultural Association.

**P.O.S.T. and P.O.R.A.C.** - Peace Officers Standards and Training and Peace Officers Research Association of California.

**Stakeholder(s)** - Individual(s) or group(s) that have a stake or interest in the outcome of an organization's activities.

**Snaildarter(s)** - Individual(s) or group(s) that blocks or thwarts the direction of the organization.

### **III. FORECASTING THE FUTURE**

#### **CONTRA COSTA COUNTY - YEAR 2000**

**TRENDS**

**CRITICAL EVENTS**

**CROSS IMPACT ANALYSIS**

**POLICY FORMULATION**

**REFERENCE SCENARIOS**

**INCREASED RACIALLY MOTIVATED CRIMES - TREND**

**MANDATORY RACE, RELIGION, AND ETHNIC  
REPORTING - EVENT**

**CASE STUDIES:**

**· MONTEREY PARK  
· GARDEN GROVE**

**CONTRA COSTA COUNTY**

**TRENDS**

## **FORECASTING THE FUTURE**

### **TRENDS**

As indicated in the Methodology section, the NGT panel was asked to consider all current trends relating to immigrants, migrants, and refugees settling in Contra Costa County. We then prioritized them relative to their degree of impact upon law enforcement now and to the year 2000.

The five trends, in order of importance, were established as:

1. Shrinking fiscal resources (Trend #5)
2. Increased racially motivated crimes (Trend #12)
3. Emergence of Asian crime groups (Trend #6)
4. Asian and Hispanic immigration (Trend #1)
5. Contra Costa County employment growth (Trend #18)

NOTES: 1) The full lists of past, current and future trends generated appear in the Appendix, pages C-1 to C-3.

2) The candidate trend voting summary appears in the Appendix, page C-4.

An explanation of these trends is:

1. Shrinking fiscal resources - Many cities and the County are facing increased costs to operate and/or reduced revenues.
2. Increased racially motivated crimes - The number of crimes and violence motivated by race, religion, and/or ethnic background ("hate") appears to be increasing in the County and this perception produces fear and frustration in the minority community.
3. Emergence of Asian Crime Groups - The numbers of Southeast Asians settling in Contra Costa County is increasing. Other counties with similar demographic shifts have experienced increased Asian criminal activity.
4. Asian and Hispanic Immigration - Contra Costa County may see increases in secondary migration and/or immigrants and refugees from other countries, primarily Mexico and Central America.
5. Contra Costa County Employment Growth - The County will see a tremendous increase in available jobs and labor shortages are predicted.

An analysis, using a trend evaluation form, of the level of the trends for 15 years ago, today and "will be" or "could be" in 15 years was also completed (see Chart 5). A graphic analysis of each trend appears in the Appendix, pages C-5 to C-9.

TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (RATIO: TODAY = 100)			
	15 Years Ago	Today	"Will be" in 15 Years	"Could be" in 15 Years
# 5 Shrinking Fiscal Resources	15	100	130	92
#12 Increased Racially Motivated Crimes	16	100	128	72
# 6 Emergence of Asian Crime Groups	2	100	138	60
# 1 Asian Immigration	10	100	100	78
#18 Contra Costa County - Employment Growth	31	100	131	120

NOTE: "TODAY" = 100 (arbitrary value)  
 "WILL BE" = Level if current forces/decisions continue  
 "COULD BE" = Level if the world behaves as responsibly as it would if it really wanted to! Are there policies that could be implemented to achieve "could be" position/level.

**CONTRA COSTA COUNTY**

**CRITICAL EVENTS**

## FORECASTING THE FUTURE

### CRITICAL EVENTS

The NGT group created a list of 24 candidate events. They then, using a "candidate event" evaluation form, rank-ordered them and reduced them to five (5). Those five (5) were felt to be the most critical and policy relevant to law enforcement. The group independently assigned "probability" of occurrence values (0-100%) and impact on law enforcement values (-10 to +10). The net (average) results are indicated below:

<u>EVENT</u>	<u>YEAR 2000 PROBABILITY</u>	<u>NET IMPACT L.E.</u>
1. Tax Increase (Event #2)	79%	+7.8
2. Growth Restricted (Event #1)	82%	+5.2
3. Mandated Cultural Awareness Training (Event #14)	91%	+7.4
4. Lawsuit Enforcing Affirmative Action (Event #13)	62%	+2.1
5. Mandated Race, Religion and Ethnic Crimes Reporting (Event #27)	83%	+6.8

- NOTES: 1) See Appendix, pages C-10 to C-11, for full list of past, current and future events.
- 2) See Appendix page C-12 for complete chart and "Net Impact on Issue" values.

An explanation of these events is:

1. Tax Increase - Many cities and the County will require tax increases due to shrinking fiscal resources.
2. Growth Restricted - Most cities in the County, due to popular demand, are restricting or will in the future restrict growth.
3. Mandated Cultural Awareness Training - Due to the increasing cultural, ethnic, and racial diversity within the County, cultural awareness training should be mandated for law enforcement agencies.
4. Lawsuit Enforcing Affirmative Action - Protected classes, dissatisfied with the slow progress of cities and the County to hire and promote women and minorities, will bring lawsuits to force goals and timetables.



5. **Mandated Race, Religion, and Ethnic Crimes Reporting** - Currently, there are no statistics being collected to monitor and address this issue; thus, it will be mandated.

A graphic analysis of each event appears in the Appendix on pages C-13 to C-32.

**CROSS IMPACT**

**ANALYSIS**

## FORECASTING THE FUTURE

### CROSS-IMPACT ANALYSIS

A cross-impact analysis estimates the impact of one event upon another, or one event upon a trend. The impact will normally increase or decrease the probability of the event under consideration occurring. The impact of an event upon a trend can change the amount or level of the trend and/or the direction of the trend. Values/estimates were assigned to each event establishing the probability of that event occurring by the year 2000. Below are the estimates of what impact one event occurring first would have on events to follow. The same method was used with events on trends but then the change in level/amount and/or direction was estimated using a scale of -15 to +15.

The evaluations are as follows:

#### EVENTS ON EVENTS:

1. If a tax increase occurs at Federal, State and/or local (Contra Costa County) level(s)...

##### THE PROBABILITY OF...

- Growth restricted	(82%)	Decreases to 65%
- Mandated cultural awareness training	(91%)	Increases to 98%
- Lawsuit enforcing affirmative action	(62%)	Decreases to 30%
- Mandated race, religion and ethnic crimes reporting	(83%)	No change

2. If growth is restricted in most Contra Costa cities due to economic, traffic, political, etc., reasons...

##### THE PROBABILITY OF...

- A tax increase	(79%)	Increases to 90%
- Mandated cultural awareness training	(91%)	No change
- Lawsuit enforcing affirmative action	(62%)	No change
- Mandated rate, religion and ethnic crimes reporting	(83%)	No change

3. If cultural awareness training is mandated in Contra Costa cities and county...

##### THE PROBABILITY OF...

- A tax increase	(79%)	No change
- Growth restricted	(82%)	No change
- Lawsuit enforcing affirmative action	(62%)	Decreases to 35%

- Mandated race, religion and ethnic crimes reporting (83%) Decreases to 70%
4. If lawsuit(s) enforcing affirmative action affect hiring, promotions, etc., in Contra Costa County and cities...

**THE PROBABILITY OF...**

- A tax increase (79%) No change
  - Growth restricted (82%) No change
  - Mandated cultural awareness training (91%) No change
  - Mandated race, religion and ethnic crimes reporting (83%) No change
5. If race, religion and ethnic (RRE) crimes reporting is mandated...

**THE PROBABILITY OF...**

- A tax increase (79%) No change
- Growth restricted (82%) No change
- Mandated cultural awareness training (91%) Increases to 98%
- Lawsuit enforcing affirmative action (62%) No change

**EVENTS ON TRENDS**

1. If a tax increase occurs at Federal, State and/or local (Contra Costa County) level(s)...

**THE DIRECT IMPACT ON THE TREND WOULD BE...**

- Positive on shrinking fiscal resources +15 (would reverse the trend)
- No change to the increase of racially motivated crimes 0
- No change to the emergence of Asian crime groups 0
- No change to Asian immigration 0
- Positive on employment growth in Contra Costa County +10 (would increase the trend)

2. If growth is restricted in most Contra Costa cities due to economic, traffic, political, etc., reasons...

**THE DIRECT IMPACT ON THE TREND WOULD BE...**

- Negative on shrinking fiscal resources -15 (would increase the trend)
- No change to the increase of racially motivated crimes 0
- No change to the emergence of Asian crime groups 0
- Negative on Asian immigration - 5 (would reverse the trend)
- Negative on Contra Costa County employment growth -12 (would reverse the trend)

3. If cultural awareness training is mandated in Contra Costa cities and county...

THE DIRECT IMPACT ON THE TREND WOULD BE...

- Negative on shrinking fiscal resources - 5 (would increase the trend)
- Positive on increased racially motivated crimes + 8 (would reverse the trend)
- No change on the emergence of Asian crime groups 0
- Positive on Asian immigration into Contra Costa County + 5 (would reverse the trend)
- No change on Contra Costa employment growth 0

4. If lawsuit(s) enforcing affirmative action affect hiring, promotion, etc., in Contra Costa County and cities...

THE DIRECT IMPACT ON THE TREND WOULD BE...

- Negative on shrinking fiscal resources - 5 (would increase the trend)
- Negative on the increase of racially motivated crimes - 5 (would increase the trend)
- Positive on the emergence of Asian crime groups + 5 (would reverse the trend)
- Positive on Asian immigration + 5 (would increase the trend)
- Positive and negative on Contra Costa employment growth 0 (positive and negative cancel each other)

5. If race, religion and ethnic (RRE) crimes reporting is mandated...

THE DIRECT IMPACT ON THE FOLLOWING TRENDS WOULD BE...

- Negative on shrinking fiscal resources - 8 (would increase the trend)
- Positive on increase of racially motivated crimes +10 (would reverse the trend)
- No change on the emergence of Asian crime groups 0
- Positive on Asian immigration into Contra Costa County + 5 (would increase the trend)
- Positive on Contra Costa employment growth + 5 (would increase the trend)

CROSS IMPACT EVALUATION FORM

EVENT	EVENT PROBABILITY (Estimate) By Year 2000	EVENTS					TRENDS				
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1 TAX INCREASE	79%	X	65	98	30	--	+15	--	--	--	+10
E2 GROWTH RESTRICTED	82%	90	X	--	--	--	-15	--	--	-5	-12
E3 MANDATED CULTURAL AWARENESS TRAINING	91%	--	--	X	35	70	-5	+8	--	+5	--
E4 LAWSUIT FORCING AFFIRMATIVE ACTION	62%	--	--	--	X	--	-5	-5	+5	+5	--
E5 MANDATED RACE, RELIGION AND ETHNIC CRIMES REPORTING	85%	--	--	98	--	X	-8	+10	--	+5	+5
P1 MEDIA POLICY -PRO IMMIGRATION		--	--	90	90	90	--	+15	+15	+15	+15
P2 MISSION STATEMENT - PRO IMMIGRATION		--	--	95	20	90	--	-5	-5	+15	+10
P3 INTERACTION/NETWORKING W/IMMIGRANTS		--	--	100	20	95	--	-5	-5	+10	--

A  
C  
T  
O  
R

R E A C T O R

TRENDS

- T1= SHRINKING FISCAL RESOURCES
- T2= INCREASED RACIALLY MOTIVATED CRIMES
- T3= EMERGENCE OF ASIAN CRIME GROUPS
- T4= ASIAN IMMIGRATION
- T5= CONTRA COSTA COUNTY -EMPLOYMENT GROWTH

Chart 6

**POLICY FORMULATION**

## FORECASTING THE FUTURE

### POLICY FORMULATION

#### ACTOR AND REACTOR EVENTS AND TRENDS:

An analysis of the cross impact matrix, Chart 6, Page 50 was completed by counting the number of "hits" first in each row (horizontal) and then in each column (vertical). This provided insights into "actor" and "reactor" events and trends. Events and trends with the highest total of "hits" in a row are actor events or trends. Events and trends with the highest total of "hits" in a column are reactor events or trends.

#### Events

The most critical actor events were determined to be:

- |   |                 |
|---|-----------------|
| - A tax increase<br>(City/County raises taxes due<br>to shrinking fiscal resources) | 5 out of 9 hits |
| - Mandated cultural awareness training  | 5 out of 9 hits |
| - Mandated RRE reporting  | 5 out of 9 hits |

The most critical reactor events were determined to be:

- |   |                 |
|---|-----------------|
| - Mandated cultural awareness training                  | 2 out of 5 hits |
| - Lawsuit of enforcing affirmative action<br>employment | 2 out of 5 hits |

#### Trends

The most critical reactor trends were determined to be:

- |                              |                 |
|------------------------------|-----------------|
| - Shrinking fiscal resources | 5 out of 5 hits |
| - Asian immigration          | 4 out of 5 hits |



## **POLICY FORMULATION:**

In light of the matrix results, the critical actor events became the prime targets of policy formulation toward building an action plan.

An additional source of policy alternatives were those that the NGT group had brainstormed. Using the five (5) events and trends generated, the group was told to brainstorm policy using the criteria: 1) costs to implement; 2) political feasibility; 3) timing to implement; and 4) impact. (See Worksheets in Appendix on pages C-33 to C-36.)

Those policy alternatives that impacted upon the three actor events, which were economically and politically feasible, and could be implemented in a timely manner were:

- Program for Law Enforcement to interact/outreach with minority and majority groups including developing the skills of interested officers in Asian and Hispanic crime and cultural awareness.
- Redefine mission statement of agency to include all minorities
- Reassess and revamp media policy.

The above three policy alternatives were, therefore, selected to plug into the cross impact matrix. Their impacts upon trends and events were measured and found to be positive--in the direction desired. These three policies, and others, are therefore included in the Strategic Plan.

**REFERENCE SCENARIOS**

## **FORECASTING THE FUTURE**

### **REFERENCE SCENARIOS**

#### **INTRODUCTION**

Three scenarios were developed taking into consideration the key trends and events forecasted utilizing the cross impact analysis. The NGT group that brainstormed the events and trends were provided some conditions or assumptions about our world, nation, and state prior to the process. The conditions or assumptions were that until the year 2000 there will be no major:

- War involving the United States;
- Economic changes caused by oil supply;
- Earthquake in the United States;

The reason for these ground rules was to avoid these types of predictions because we, local government, have little or no control over them!

The NGT panel provided some interesting trend predictions for Contra Costa County. They were combined with those that surfaced during my independent research.

The three reference scenarios that follow narrow the scope to Contra Costa County and present a picture looking back from the year 2000 of a turbulent, stable, and nominal future.

**International:** International trends and events may be the most important features to watch that will have the most significant impact within the next 10 - 15 years. The economic crisis in our neighboring country, Mexico, may well lead to an even more dramatic flow, both unmetered and uncontrolled, of undocumented persons into the United States. Civil wars and economic conditions in Nicaragua and other Central American countries may result in refugees abandoning their country for the United States. As in

the past, the United States may change immigration quotas to accommodate these people, along with those displaced from Afghanistan, Vietnam, Cuba, to name a few.

United States: The year 2000 will see full employment as everyone who wants to work can find a job within four to six months. The Civilian Conservation Corps has been revitalized to include work for welfare. Most federally funded social service programs, except those that assist the physically and mentally disabled, have been eliminated and/or shifted to state and local governments.

United States Immigration laws are strictly enforced through a combination of massive border controls and compulsory worker identity cards. Worker identity cards were issued in 1988 and employers caught with undocumented workers are fined up to \$1,000.00 per violation. The flow of illegals has slowed to a trickle as demands for their services have collapsed. Immigration quotas, however, had been changed dramatically during the early 1990's to accommodate large numbers of refugees from civil war torn Central American countries.

California: The 1990's were a true test of California law enforcement and governmental bodies as increased ethnic minority populations brought added social and interracial tensions and economic problems. The ever increasing numbers of minorities and non-English speaking persons in California by the late 90's resulted in fewer commonly held goals and values. There was increased friction and open racial conflict among and between ethnic, Anglo, and racial groups. These increased social tensions and conflicts, combined with more crimes involving ethnic minorities as responsible and victims, sorely taxing the limited financial resources available at local levels to resolve such problems. An increase of private organization funding and management of social programs that commenced in 1995 to augment limited government resources was the band-aid that got us to the 21st century.

Central cities have become, in large part, repositories of populations "left behind," i.e., older persons, ethnic minorities, unemployed and underemployed persons who didn't (or couldn't) move to the suburbs. As we approached the year 2000, we saw a decline in Anglo influence, both politically and economically, as their numbers decreased and minorities, in particular Asians, increased. Minorities, especially Asians, became more assertive due to the power position they achieved in government, businesses, and political organizations. The economic influence and impacts of the Pacific Rim countries upon California, felt in the late 80's, became a dominant factor in the 90's.

## CONTRA COSTA COUNTY, 1987 - 2000

### "THE TURBULENT SCENARIO"

Reflecting back from June 18, 2000, over the years since 1987, one can see that Contra Costa County has experienced some challenging times. The various governmental bodies, both city and county, had to cope with many deeply disturbing trends and events, some of which happened without warning and, thus, without adequate preparation.

Critical events in Central America, particularly Nicaragua, and in South East Asia, resulted in major changes in immigration law/policy in the United States. The major change was to allow refugees from Central America, whose governments we had supported, to flee for their lives to the United States. The Central American Sandanistas, with communist support, had completely overrun the American-backed Contras. Political pressures, due to "Irangate" in the late 1980's, resulted in an inability for the United States to respond militarily in Nicaragua. As occurred in Cuba and Vietnam, we shunned confrontation and again made room for political and economic refugees within our borders.

Around that same time, the United States was pressured into accepting the hundreds of thousands of refugees left to languish in relocation camps in Indochina. These refugees were the remainder of those who had fled Vietnam. Other countries wouldn't or couldn't take them. Economic failures in Mexico resulted in continual immigration from that country, both legal and illegal. Of those located in California, the majority of the refugees (South East Asian and Latino) were brought to northern California due to political pressure from the southern part of the state. The refugees were located at Camp Parks in Pleasanton and slowly released. Other abandoned military bases in the north were also utilized.

Neither Contra Costa County nor any city in the County had prepared for the numbers of refugees who came from the relocation centers and had moved into low-cost rental housing in their communities. Unfortunately, the trend observed by demographers in 1986 of the need for low-cost housing was never resolved. As many as three and four families were found to be sharing small apartments and homes. There was a lack of governmental assistance to communities due to fiscal shrinkages. Culture shock between the existing population and the new arrivals reminded many of us of what had occurred in Garden Grove and Westminster between 1976 and 1980.

The result of this influx were pockets of South East Asians and Hispanics clustered in low-cost housing in Richmond, Antioch and Pittsburg, and to some extent in Concord and El Sobrante. As had happened in Concord in 1987-88, and other cities during that period (finally suffering the impacts of Proposition 13), there had been major cutbacks in services and staffing due to vanishing resources. By popular vote, building growth was virtually stopped in 1990. Revenues were down and the public would not support a tax increase.

Predictions by city and County officials in 1987 of massive labor shortages by the year 2000 in Contra Costa County proved to be unfounded. Infrastructures could not keep pace with the rapid growth of the 80's. For example, limited resources for improving streets and highways resulted in roads at peak capacity with most gridlocked at commute time. The multitude of high-rises and overabundance of office space which were created never attracted the number of major businesses to the "suburbs" as expected, and many still remain vacant. Lowered rents and redevelopment/rejuvenation of downtown Oakland and San Francisco in the late 80's and early 90's resulted in many organizations not moving to Contra Costa County as predicted. Licensed child care centers are of insufficient number, many having gone out of business due to rising insurance costs and lack of support from cities. The single parent refugees are unable to afford child care, reducing their

opportunities to find work. Illegal child care centers had sprung up like weeds bringing overcrowding and unsanitary conditions with them.

Many of the immigrant and refugee support organizations had been struggling to exist in 1988. With extreme cuts to their budgets, many folded in 1989 when outside funding was completely stopped. The new arrivals were left on their own and many could not assimilate into the main stream population. They continued to speak in their native tongue, as ESL programs had been phased out in the years following the "English only" popular vote of Proposition 63 in 1986. Without proper orientation to their new environment, many of the refugees had limited knowledge of such things as toilets, shopping in supermarkets, employment that could bring a living wage, driving an automobile, and protection from victimization. The result was culture shock and conflict. Proposition 63 had a noticeably negative impact on all services provided ethnic minorities. Health care for immigrants is almost nonexistent. Motor vehicle operation publications are no longer printed in Spanish. Interpreters are few and far between, limiting significantly the ability of other cultures to be absorbed into the California mainstream. They want to learn but the resources no longer exist!

BART was never extended to Antioch or Pittsburg in the East Bay. Highway 4 improvements never materialized. Those jobs that did become available and attracted ethnic minorities to the County cannot be easily reached due to massive traffic congestion on all freeways and surface streets.

In 1990, the redevelopment agencies of all cities in the County were out of business due primarily to growth restrictions. The money they had generated was already spent, primarily on widening streets and land purchases, and not on upkeep of existing streets, sewers, etc.



Contra Costa law enforcement and the rest of the criminal justice system were unprepared for the resulting impacts upon services. Communities in the 1990's had experienced increases in crimes committed by Asians and Hispanics as they struggled to survive and maintain their identity. Asian gangs emerged as a major problem in 1995, as they became more sophisticated in their criminal activities. Since 1970, the East Bay has seen a near 150% increase in Asian gang activity. They victimize primarily their own people. Many of them have national and international connections. There has been open conflict between the Asians and Hispanics. Both groups contend for jobs, services, housing, and space for their children in crowded schools.

Calls for service and reported crimes involving the ethnic community increased in the 1990's and drained already scarce resources. Cultural barriers, language barriers, and differences in the refugee settlement areas resulted in extended periods of case-handling time for officers, leaving little time for the surrounding community.

The media, by spotlighting/sensationalizing nearly every event involving the refugees, had stirred the public against them. For the last decade, Contra Costa County communities have been like pressure cookers that have had the heat turned up and the steam release valve closed. Attempts to find permanent solutions to the problems of the Asian and Hispanic populations have turned out to be only stopgap measures, usually resisted by the majority population.

Cultural awareness training classes, recommended for all city and County personnel in the late 80's never materialized. A lack of funds and a noticeable resistance on the part of labor unions, due to competition for jobs, were the main reasons for this lack of instruction.

Affirmative action goals were thwarted when agencies, due to economic crises during 1987-90, laid off lower seniority persons, most of whom were women and minorities. This was a major setback to the voluntary outreach recruitment efforts for minorities and women in public agencies in the 80's. In 1990, a lawsuit was filed against the County and many of its cities to force affirmative action hiring and promotions. The suits were brought by the Mexican American Political Association in an attempt to recover the ground they had lost with so many Hispanics "laid off" in previous years. Injunctions leading to long-term court battles had stopped what limited hiring had been taking place, and there were no promotions between 1990 and 1992 within the County or any of its cities.

## CONTRA COSTA COUNTY 1987 - 2000

### "THE STABLE SCENARIO"

Contra Costa County entered the year 2000 by celebrating its County-wide, fifteen-year-old strategic growth plan, "Century 21." The plan was the product of a two-year task force comprised of city and County officials, representatives from minority groups, law enforcement, the business community, educators and environmentalists. They were able to reach common agreements on issues that impacted each other relating to growth, including a plan for the assimilation of ethnic minorities into the County. The communications and planning network resulted in what has been a very progressive and positive tool that has been used repeatedly. Their ability to look forward and resolve differences provided workable plans that were acceptable to the majority of Contra Costa's population.

The civil war in Nicaragua managed to resolve itself, although we had continued to support the Contras. For economic and political reasons, many Latinos fled to the United States. We, as in the past, had increased our immigration/refugee quotas from that country. At the same time, many more Vietnamese and Laotian refugees, who had been in resettlement camps in Indochina were admitted to the United States when other countries refused them admittance.

California worked with the Federal Government on an agreeable refugee relocation plan. Then, both branches of government worked with the local administrations where resettlement would occur. The majority of refugees were located in northern California due to political pressures from southern California to stop additional refugees from being placed there. Immigration, both legal and illegal, continued from Mexico. Many Hispanics and Asians, dissatisfied with the southern Californian environment and competition for jobs and services, migrated north when they heard predictions of abundant jobs and

affordable housing. The masses of migrants were temporarily located at abandoned military bases in the north where they were oriented to the area. Then, largely due to adequate local government preplanning, they assimilated into communities.

Federal, State and local government consortiums provided mutually funded (private and public) health services, occupational counseling, total immersion English classes, and orientation. This included bilingual officers, both Hispanic and Asian, teaching, for example, the police role in society, police procedures, and motor vehicle law. Both Asian and Hispanic refugees are encouraged to learn and use English while still maintaining their own cultural heritage.

Placement into the various Contra Costa communities was carefully preplanned to ensure that no one area was heavily impacted. Plans that commenced in Contra Costa County in 1984, namely "Affordable Housing," were expanded to include many more workable alternatives and recommendations for providing housing.

Some smaller cities had incorporated with larger, adjoining cities and there had been some consolidation of services into districts, especially in the Central County. In the early 1990's, there was a privatization of some services previously provided by local government including animal control and the checking of sounding alarms by private security. Concord incorporated the expansive Naval Weapons Station (NWS) property in 1995, when "Star Wars" defense capabilities, perfected in 1994, made this major ordinance storage and shipping facility obsolete. The redevelopment area provided by the NWS property included a port where clean industries were located between 1995 and the present which brought jobs and revenues to the area. The planned residential and shopping centers on the sprawling NWS property are still under construction, also providing thousands of construction jobs. By law, twenty percent of this new construction had to include low cost, but attractive housing. The area is being settled by persons from all ethnic

backgrounds, including the refugees. Other similarly planned communities had sprung up in the East and West County providing economic recovery to the areas plus jobs, schools and social services.

A tax increase, approved by the voters in almost all cities of the County in 1990, allowed for governments to continue to fund important social programs. The tax increase allowed for the rehiring of most of those persons laid off in 1987-88 due to shrinking fiscal resources. Cities did not restrict growth, but worked with their constituents to determine acceptable planned growth limits that included required support infrastructures.

The new State College in Concord opened in 1996. Preplanning between the City of Concord, adjacent cities and the College resulted in the required road widening and improvements, as well as the mass transit system needed to handle the traffic related to the new campus. A well-trained campus security force has policed the College very well in the past four years, with little impact upon adjoining police agencies. The college offers courses in Asian and Hispanic culture and language which became quite popular on the West Coast when its economy and business successes became so tied to Pacific Rim countries in the late 80's and early 90's.

Following a year of well-planned community-involved assessments of needs, public education programs, and cultural awareness seminars were presented in city facilities. They are ongoing since 1989. Predictions of increasing immigration and migration of Hispanics and Asians into Contra Costa County in 1987 resulted in a well-structured strategic plan for the County. This included education and cultural awareness in schools. The media was heavily involved in a positive education program and meetings with top management of the local media stopped the practice of sensationalizing events involving the ethnic minorities and rehashing old events with the new.

Networking programs were established between the ethnic minority community and the criminal justice system, labor, education, and business. It included crime prevention block captains from throughout each city. Vocational training and counseling for new arrivals was handled by some expansion of city and County services, but primarily from private organizations whose funding was continued. The County and cities therein had adopted reasonable affirmative action programs in 1988 with outreach recruitment and career planning. Lawsuits involving hiring and promotions of women and minorities threatened in 1987-88 following layoffs of those protected classes were never filed. This was due to the aggressive, proactive affirmative action practices adopted.

As the Asians and Hispanics were successfully integrated into the communities, law enforcement did not have the negative impacts found in high-density, low-income, high minority areas. Mandated cultural awareness training combined with mandated reporting and special handling of crimes motivated by race, religion or ethnic background has improved law enforcement's response to its ethnic community. Ethnic gang task forces created within the County, utilizing an intelligence sharing network aided by computers, effectively stopped the predicted emergence of those Asian and Hispanic bands. Few ever developed in Contra Costa County.

Law enforcement was prepared to work with and for the diverse ethnic population because of networking with them. Training and the strategic law enforcement plans were adopted county-wide by the Chiefs of Police Association in 1988.

## CONTRA COSTA COUNTY, 1987-2000

### "THE NOMINAL SCENARIO"

Looking back from June 18, 2000, the past thirteen years for Contra Costa County have been reasonably good years. The various governmental bodies, city and County, had independently adopted long-term strategic plans, necessitated by fiscal shortages in the late 1980's. This included providing for forecasted changes in demographics, employment, social and welfare needs, housing and infrastructure needs, education, and law enforcement. The County and individual cities had formed a coalition with educators, business, social services, law enforcement, and representatives of the community, including minorities, to prepare the strategic plans.

#### DEMOGRAPHICS:

The population of Contra Costa County has considerably more persons between the ages of 50 and 65 than ever before. The Hispanic population has increased to 12.5% of the total population with the majority being in their early 20's. Both age groups place additional demands upon service providers, including law enforcement. Asians represent approximately 7% of the County's population. Immigration quotas had been increased slightly to allow additional Vietnamese and Laotian refugees along with South American and Mexican emigrants into the United States. Although Mexico was on the road to economic recovery with the discovery of vast oil deposits in 1992, still many Mexicans entered the U.S. illegally to find work. This flow slowed to a trickle in 1997 due to a combination of stricter and more enforceable immigration laws and Mexico's economic improvements.

Close liaison with the Federal and State governments by city and County officials had resulted in extensive preplanning for the influx of Hispanics and Asians. The influxes

were made up of refugees from relocation camps in Indochina, and South American countries experiencing economic plight in the midst of civil war between 1989 and 1993.

Northern California was selected for their relocation because of political pressures and resistance from Southern California cities and counties which had been greatly impacted by an Asian influx between 1970 and 1980. They refused to let it happen again. History repeats itself as we recall that between 1910 and 1940, Chinese emigrating to the United States were detained at the Angel Island Station in San Francisco Bay for two weeks to two years.

Inflation continued into the 90's, resulting in more two wage earner families. There were more single parent providers who demanded more child care and produced more "latch-key" children; also, fewer children were born, especially Anglo.

#### SOCIAL SERVICES:

The conservative philosophy of social responsibility that existed in the late 1980's and early 1990's was reserved in 1992, following that year's presidential election. That philosophy had been that responsibility for programs and funding should be transferred from Federal to State and local governments with emphasis on self-help and local control. Due to increased Immigration and Naturalization Service immigrant and refugee quotas, (and popular demand) the Federal government is again funding programs to assist ethnic minorities (much to the chagrin of black political power groups).

Recall that in 1981, approximately 20 billion dollars was cut from social programs and over the following four years, an additional 127 billion dollars had been cut from local service providers. The years 1986 through 1988 had seen many non-profit organizations cut back on programs and services, and some ceased to exist. Federal and State service programs have been augmented by a coalition of volunteers, including those from ethnic minority



support organizations, religious institutions, business, and industry. Cultural and recreational programs are available to the aging Anglo population and Hispanic youth; and, to the surprise of taxpayers, these programs have been basically self-supporting.

#### HOUSING AND INFRASTRUCTURES:

The East Bay counties and cities had, in the late 1980's correctly assessed the housing needs of their communities. Sufficient housing was constructed for all income levels throughout Contra Costa, Alameda and Santa Clara Counties which reversed the labor shortage predicted for this year. Tax increases, high yield bonds, creative entrepreneurial cities, and developer requirements all contributed to sufficient monies for affordable housing and supporting infrastructures.

Drawing upon the experiences of Southern California cities, Contra Costa cities experiencing influxes of large numbers of Asians had established density and zoning laws. This reduced the opportunity for wealthy Asians to increase business density by increasing the volume of business per square foot of building space. Monterey Park discovered that the result was over-utilized parking lots and surface streets, a problem Contra Costa cities were able to avoid. It also provided needed laws to control the number of persons residing in residences, to wit, two and three ethnic minority families to an apartment or small home.

Other infrastructure improvements made possible due to Federal funding, and State and local efforts involved the following: 1990 -- another bridge joining Martinez and Benicia was constructed; 1991 -- the interchange at Highway 680 was improved; 1992 -- an east/west freeway (passing near the State College at Newhall) was completed; 1995 -- a light rail system (modeled after that of Sacramento) joined Pittsburg, Concord, Walnut Creek, Pleasant Hill, and Pleasanton, utilizing the abandoned Southern Pacific Railroad

right-of-way. The latter connected major areas of employment with areas of affordable housing and relieved freeway congestion.

### EMPLOYMENT:

Employment opportunities in Contra Costa County have been almost unlimited since about 1995. Anyone wishing to work can find a job usually within a month that correlates to his/her skill level. The I-680 corridor continued to grow with major businesses and corporations located along that freeway. The light rail system connecting Pittsburg with Pleasanton in 1995 was extended to Oakland through Hayward in 1999, tying into BART.

Another high tech "silicon valley" had grown up in various communities along the freeways, running from Richmond south and east through Oakland to Santa Clara County -- another source of thousands of jobs. Workfare programs, combined with other programs created in the 1988 election year, resulted in the reconstruction of welfare programs which greatly encouraged the unemployed to find work.

### EDUCATION:

Major efforts in the early 1990's by State and local governments, educators, business, and Hispanic political and cultural organizations resulted in intensive education and stay-in-school programs for Hispanics. ESL programs, once funded totally by taxpayers, are now augmented by a combination of private businesses, grants, volunteer programs, etc., to assist Hispanics in mastering English and, thereby, attain more fulfilling employment through better education.

## **LAW ENFORCEMENT:**

Most agencies in Contra Costa in 1988 had to seriously reassess what services they furnished to the public due to shrinking fiscal resources. This involved entrepreneurial enterprises, some consolidation and merging of services for greater efficiency at reduced costs. A tax increase was approved by voters in 1989.

The 1990's saw a rise in street crimes and an emergence of some Asian crime groups. The street crimes consisted of: gambling, extortion, prostitution, narcotics, burglary, and robbery which included ethnic minorities as responsables and victims.

Law enforcement in the County, instead of clinging to its historical, traditional role of ensuring the status quo and suppressing change, had become facilitators of social change. The role change occurred in 1987-88 when agencies sent representatives to lobby at the State legislature for mandatory reporting, investigation, and victim assistance of crimes motivated by race, religion, and ethnic origin. At the same time, law enforcement representatives from Contra Costa County worked with P.O.S.T. to create standards for mandatory cultural awareness training to include networking with the minority community. With the passage of these mandates, law enforcement was placed on notice that one of its priorities is the protection of civil rights. Such an approach required a change in law enforcement philosophy that became apparent in the early 1990's, as policing required a service rather than a legalistic orientation. Progressive cities in Contra Costa County had been on the cutting edge of this change.

Another high priority during this same period involved city and County police getting involved in networking, cross-training, and involvement in social issues and planning with the minority community. A County task force on ethnic gangs was also created and involved liaison with the minority community. Both of these activities are what city and County administrators point to as the reason why the negative impacts of ethnic

minorities moving into their communities (as occurred in most Southern California cities)  
did not occur in Contra Costa County.

**INCREASED RACIALLY MOTIVATED CRIMES - TREND**

**MANDATORY RACE, RELIGION, AND ETHNIC CRIMES REPORTING - EVENT**

**CASE STUDY - CONTRA COSTA COUNTY (Concord, California)**

**RACIAL AND RELIGIOUS VIOLENCE: A MODEL**

**LAW ENFORCEMENT RESPONSE -- NOBLE**

**RACIAL, ETHNIC AND RELIGIOUS CRIMES PROJECT (R.E.R.C.)**

## FORECASTING THE FUTURE

### INCREASED RACIALLY MOTIVATED CRIMES - TREND

### MANDATORY RACE, RELIGION, AND ETHNIC CRIMES REPORTING - EVENT

#### INTRODUCTION

The Bay Area seems to be witnessing an increase of crimes motivated by race, religion and ethnicity, or at least more of what has always existed is being reported, giving the impression of a major problem. Whichever opinion on the subject experts have, it matters little when the perception of the minority members of our community is one of fear - that crimes against them are increasing. In the opening of the study, I predicted that more immigrants and migrants will be settling in Contra Costa County. These people and the cultures, businesses and needs they bring with them, are very apparent in our cities and county. People who are offended by their presence (especially as ethnic minority numbers increase) either due to differences in race, culture, religion, etc., sometimes vent their frustrations and prejudice upon these people through discriminatory practices and physical assaults - crimes.

The NGT panel of experts I brought together felt that the level of racially motivated crimes was low 15 years ago in Contra Costa County, establishing (average) a level of 16 using an arbitrary value of 100 for today. The group predicted that the problem will increase if we don't do anything to reverse the current direction of this trend. They were confident, however, that if the right programs, policies and laws are implemented, this trend direction can be reversed and reduced to a "could be" of 72. What are some of those programs, policies and laws?

#### A. CASE STUDY - CONTRA COSTA COUNTY (Concord, California)

A case study of events that occurred in Concord will provide the background that

led to action steps that were implemented to reduce crimes motivated by race or ethnic background. (NOTE: All references to racial problems in the following materials includes ethnic problems as well.)

### Introduction

On April 22, 1985, the State of California Fair Employment and Housing Commission held a public hearing on racial and ethnic discrimination, conflict and violence in Contra Costa County - specifically, Concord. The purpose was to conduct an investigation and hearing to provide a forum where problems experienced by minorities (Hispanic, Black, Asian, etc.) could be raised and to arrive at recommendations and solutions for the problems.

### Background

In February of 1986, the Regional Director of the NAACP had formally requested that the Fair Employment and Housing Commission (FEHC) hold a public hearing on racial and ethnic violence in Contra Costa County. The reason for the request was based upon a perception by the minority community of increasing numbers of crimes motivated by race or ethnic background perpetrated against them in Contra Costa County. The final "straw" for the minority community was two incidents on November 1, 1985. A young black man named Timothy Lee was found hanging from a tree near the Concord BART Station. The Concord Police ruled Lee's death a suicide (and do to this day), but his family and the NAACP believed Lee had been murdered, and suspected that the murder was racially motivated. On that same night, two young black men were stabbed during a fight outside a Concord bar by two white men wearing Ku Klux Klan robes and possessing Klan membership cards. The minority community, however, felt that both these events might involve the Ku Klux Klan. These incidents, and others, caused many

minorities, including Hispanics and Asians, to be fearful for their safety. They questioned law enforcement's response, especially in Concord, to their safety needs and investigative practices of race and ethnic crimes.

After meetings within the minority community and with the Police Department, the minority community, represented by NAACP, requested FEHC to conduct an investigation. The Commission acquired information through testimony at hearings, interviews conducted prior and subsequent to the hearing, and by receipt of written documents.

Findings of FEHC:

The FEHC's findings documented that there were racial and ethnic problems, both perceived and experienced by minority citizens. In some cases, there was a difference in perception or opinion between minorities and local officials about the extent and nature of racial and ethnic problems in the community.

Recommendations of the type contained in the FEHC summary should be incorporated into any strategic plan that addresses problems of increases of RRE motivated crimes in a community.

Racial Incidents - Recommendations - (FEHC):

1. Law enforcement needs to establish programs to increase communication and trust between the Police Department and the minority community, including discussion of racial problems in general and in particular with law enforcement personnel.
2. Law enforcement training, at both the Academy level and on an in-service basis, should emphasize the following: human relations skills in a multi-ethnic community, a knowledge of sections dealing with racially motivated incidents, the identification of the needs of victims and a familiarity with the appropriate available referral resources and the identification of situations in which routine complaints and disturbance calls are warning signals of further racially motivated incidents.



3. Law enforcement and community groups should consider using an ombudsman or conflict resolution mediator to communicate and resolve differences as they occur.
4. Law enforcement needs to increase minority representation on the officer work force.
5. Law enforcement needs to formally adopt a systematic approach for preventing, reporting and investigating racially motivated crimes.
6. Precursors to serious racially motivated crimes should be taken seriously and should not be dismissed merely as youthful pranks or vandalism. Such incidents should be reported and carefully tracked and immediately resolved.
7. Law enforcement should report both criminal and non-criminal racial incidents to the local human rights commission, as they occur, and follow-up with the final disposition of each incident.
8. Law enforcement should provide immediate assistance to victims of racial crimes.
9. Victims of racial crimes and incidents should be referred to the local human rights commission.
10. Law enforcement should quickly and effectively communicate its investigative action and final disposition of racial crimes to victims of these crimes and to citizens who file complaints of police misconduct.

**FEHC Report Further Recommended:**

1. Neighborhood and community support is crucial to the elimination of racial violence and harassment.
2. Community, neighborhood, business, labor, civil rights and religious organizations should actively work together to improve racial relations through programs in their organizations and through outreach to their membership.
3. Both public and private sector employers should review their employment practices to ensure current compliance with State and Federal civil rights laws. Managers and supervisors must be educated and made aware of discriminatory and unlawful practices.
4. Establishment of human rights commission - City and County.
5. Schools - report and discipline acts of discrimination/harassment. (8)

**B. RACIAL AND RELIGIOUS VIOLENCE: A MODEL LAW ENFORCEMENT RESPONSE - NOBLE**

To respond to the trend projected by the NGT workshop, "Increased racially motivated crime", I also reviewed a study prepared by the National Organization of Black Law

Enforcement Officers. Their findings and recommendations are also pertinent:

**Violence against racial and religious minorities has been a persistent social problem in the United States. After a number of years of what seemed to be a decline in such violence, the news media and several police departments were able to document... (an increase in incidents)"... Law enforcement officials have had no choice but to enhance their response to this special category of crime. Many incidents are reported to the police, who are expected to not only apprehend the perpetrator but to show sympathy for the plight of the victim. Some law enforcement agencies, nevertheless, have found themselves inadequately prepared to respond to increased incidents of racial and religious violence. They have found that routine reporting and investigation methods are insufficient. Unable to fulfill many of the demands being placed upon them by politicians and community leaders, law enforcement officials are searching for new ways to prevent and respond to hate violence. (9) (P. vii NOBLE)**

The report indicated that the initial step in developing a law enforcement response to crimes motivated by race, religion or ethnic background is development of departmental policy and procedure. Secondly, and equally important, is development and implementation of training covering reporting, criminal and administrative investigations, and victim assistance.

Their finding was also that "hate" crime is not just a law enforcement problem - the total society must address the issues, including private and public agencies. They made training recommendations similar to those found in the FEHC report.

### C. RACIAL, ETHNIC, AND RELIGIOUS CRIMES (R.E.R.C.) PROJECT

#### Introduction:

A report to the Governor completed in 1986 indicated:

**Crimes motivated all or in part by race, ethnicity, and religion occur throughout California. A State task force concluded that this type of crime has intensified in some parts of California and has permeated society to a greater degree than is commonly believed. (10) (p.1)**

In that same report, the Task Force on Civil Rights stated:

**Early in our work, we were struck by the lack of data base we could work with in analyzing racial, ethnic, and religious violence...a comprehensive mechanism for monitoring incidents of racial, ethnic, and religious violence does not exist. (Ibid, (p. 2)**

The report quotes the findings of the 1984 California Fair Employment and Housing Commission report, "Public Hearing on Racial and Ethnic Discrimination and Violence in North San Diego County":

....Federal and State authorities should develop workable reporting systems that will produce an accurate and comprehensive measurement of the extent of criminal activity that is clearly based on racial and/or religious motivations. Uniform definitions, guidelines, and procedures must be developed if the data are to be reliable, comparable, and useful.  
(Ibid, p. 5)

The problem is that there is no requirement to collect data on RRE crimes by local/State law enforcement agency and thus a few agencies currently collect data on such crimes. Therefore, the scope of the problem is unknown and immeasurable. To change this, legislation has been introduced in the State legislature:

Senate Bill 2080:

Introduced by Senator Diane Watson to remedy this situation, the bill specifically directed the Attorney General to develop a program model to collect, compile, and analyze information about racial, ethnic, and religious crimes, and to submit a report to the Legislature on January 1, 1986.

Assembly Bill 63:

Assemblyman Tom Bane, D-Van Nuys, introduced AB 63 in January of 1987, endorsed by Attorney General John Van de Kamp, which is a bill to curb racial, religious and sexually motivated violence.

Senate Bill 39 was introduced in January of 1987, as a direct result of SB 2080. It was introduced by Calderon and Watson, et al. The bill requires that the Department of Justice not only collect data, but also perform some investigations. At this time, the Legislative Unit of the Department of Justice does not support

the bill as they do not have sufficient staff to do investigations. According to Don Perry of the Department of Justice, no local law enforcement agency in the State except for Concord and Fresno County, is collecting RRE data.

For additional information regarding Senate Bill 2080 and the guidelines and forms involved, see Appendix pages C37 through C40 which include: 1) Senate Bill 2080; 2) Uniform Definitions and Guidelines for identifying crimes motivated by race; 3) religion, or ethnic background; 4) RERC Data - Victim Card; 5) RERC Data - Suspect Card; and 6) RERC Crime Coding.

### CONCLUSION

As indicated in the opening comments of this section, there is a perception that "hate" crimes against minorities in Contra Costa County are increasing. As more ethnic minorities arrive, speculation is that more crimes motivated by hate will occur. Law enforcement agencies could use the findings of the Concord Case Study, the NOBLE report, and the Governor's Task Force Project to create policy, procedure and training to address this problem. The State should be encouraged to pass legislation requiring law enforcement agencies to document RRE incidents and submit the statistics to the Department of Justice so that the level and direction of this trend can be determined and monitored.

**FORECASTING THE FUTURE**

**MANDATED CULTURAL AWARENESS TRAINING - AN EVENT**

**POLICE DEPARTMENTS**

**POLICE ACADEMIES**

**PEACE OFFICERS STANDARDS AND TRAINING**

**THE CONCORD POLICE DEPARTMENT -**

**CULTURAL AWARENESS TRAINING:**

**A DEVELOPMENTAL MODEL**

## MANDATED CULTURAL AWARENESS TRAINING - EVENT

### INTRODUCTION

Throughout our nation's history, minority groups (both ethnic and racial) and government have clashed, and, on occasion, violently--witness the late 1960s and early 1970s. Considerable public attention was focused on the problem, especially upon law enforcement. Research was conducted on the subject of community/human relations training following the conflicts of those years. The emphasis on community/human relations, however, seems to have faded, some say perhaps because of the mistaken impression that such training is no longer needed; that the newer, more educated officer will not have a problem dealing with diverse groups of people.

Minority populations, however, are still too often confronted with prejudice, discrimination and racially/ethnically/religious crimes as recent events across this nation reflect. Training is a very important component of the approach to reducing the problem!

In 1983 the California Commission on Peace Officers' Standards and Training submitted a report to the Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence, wherein they described basic training for California Law Enforcement in community relations/cultural awareness as being limited. The study indicated that training in this subject area is lacking in Advanced Officer and Executive courses. To assess the level and nature of cultural/community/human relations training in State of California, research using surveys and personal interviews was conducted.

### POLICE DEPARTMENTS

To determine police departments' perceptions of the impacts of any influxes of ethnic minority immigrants, refugees and/or migrants and training provided, in August of 1986 surveys were sent to 75 law enforcement agencies in the State of California.

Concentration was primarily upon agencies with over 100 sworn (Appendixes C41 through C46).

Survey Statistical Breakdown

Number of agencies sent survey		= 75
Number of agencies responding		= 58
Percentage response		= <u>77.3%</u>
Total agencies responding with greater than 100 sworn	= 42	
Northern agencies		= 18
Southern agencies		= 24
*Total agencies responding with less than 100 sworn	= 16	
Northern agencies		= 15
Southern agencies		= 1

\*The response was skewed because I sent a survey to all Contra Costa County agencies, the majority of which have less than 100 sworn, and received a 100% response. North was divided from South at Bakersfield with that city being considered South.

Survey Questions (synopsis of)

1. Does your city/county police agency provide in-service cultural awareness/human relations training to police officers?
2. Does your city/county have policies... on cultural awareness/human relations or race crimes laws and the investigation of race crimes or discrimination?
3. Is your city/county experiencing an influx of minorities immigrants?
4. Is your city/county experiencing an increase of crimes perpetrated by these minorities or new immigrants?
5. Is your city/county experiencing an increase in racial incidents - discrimination, victimization of minorities/new immigrants?
6. Does your city/county have support organizations/agencies that assist new immigrants?
7. Does your field training officer program include anything on cultural awareness/human relations training beyond the P.O.S.T. guidelines; i.e., that has been added?
8. Are your hiring efforts aimed at recruitment of minorities, or immigrants?
9. Does your city/county have a Human Relations Commission?
10. Does your department have a Community Relations Unit?

## LAW ENFORCEMENT AGENCIES

### Analysis of Survey:

<u>Question</u>	<u>Agencies &gt; 100 Sworn</u>				<u>Agencies &lt; 100 Sworn</u>			
	<u>North</u>		<u>South</u>		<u>North</u>		<u>South</u>	
	<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>
1. Training	15	3	23	1	6	9	1	0
2. RRE Policies	12	6	11	23	6	9	1	0
3. Influx immig.	11	7	17	7	8	7	0	1
4. Increase in ethnic (R) crime	11	7	13	11	5	10	0	1
5. Increase in RRE crime (V)	4	14	8	16	2	13	0	1
6. Support Organ.	11	7	15	9	7	8	0	1
7. FTO cultural aware. training	5	13	8	16	1	14	0	1
8. Minority hiring outreach	13	5	15	9	8	7	0	1
9. Human Relations Commission	13	5	15	9	6	9	0	1
10. Dept. Community Relations Unit	15	3	18	6	7	8	1	0

### CHART 7

#### Discussion of Survey Results and Recommendations:

Subject to each respondent understanding/perceiving the questions the same as the others and also answering truthfully, I would arrive at the following conclusions: (due to the limited response from Southern California agencies of less than 100 sworn, no analysis was made of that grouping).

1. Cultural Awareness Training: Agencies North and South with greater than 100 sworn are providing some form of Cultural Awareness training to officers. Judging from written comments on the surveys, it appears there is no consistency or standard used. Most agencies in Northern California with less than 100 sworn are not providing such



training.

**Recommendation:** P.O.S.T. formalize cultural awareness training standards for Basic Academy, Advanced Officer, Executive Development courses.

2. **Race, Religion and Ethnic (RRE) Crimes Policy and Reporting:** Although the majority of the survey responders from agencies greater than 100 sworn from Northern California indicate they have RRE policies and reporting procedures in place, most of those contacted by phone to verify actually had no formalized/written policy and procedure. The majority of agencies in Southern California with greater than 100 sworn indicate they have no formalized policy and procedure and the same is true of agencies with less than 100.

**Recommendation:** Law enforcement agencies should support legislation mandating that agencies adopt standardized policies and procedures on RRE reporting and investigating crimes including victim assistance; that the Department of Justice collect such statistical data; that agencies adopt policies and procedures and provide training to all departmental personnel; P.O.S.T. standardize training and implement in appropriate courses; that media be used to publicize law and policy/procedure of law enforcement agency.

3. **Influx of Immigrants/Ethnic Minorities:** The majority of agencies responding in both North and South report increases in immigrants/ethnic minorities.

**Recommendation:** See all other recommendations.

4. **Increase in Crimes where Ethnic Minorities are Responsible:** Agencies with more than 100 sworn in Southern California are almost equally divided on this issue, and

probably have a better handle on the problem (due to experiencing it at greater levels for a longer period) than the North. Northern California agencies report experiencing greater numbers of crimes (robbery, burglary, gang activity, gambling, narcotics, and prostitution) perpetrated by ethnic minorities. No attempt was made to collect statistical data that would prove or disprove whether RRE crimes are increasing because few, if any, agencies collect such data. Most Northern agencies with less than 100 sworn, report no increases, a response apparently based upon their perception and not statistics.

Recommendation: That agencies monitor and statistically track such crimes to respond to problems individually or collectively as a task force (multi-agency including non-law enforcement). That law enforcement should utilize the media for community awareness education. That law enforcement should create crime awareness units for victims using sworn and/or non-sworn officers of the same ethnic background.

5. Increases in Race, Religion and Ethnic Crimes where Ethnic Minorities are Victims (RRE Crimes): Agencies both North and South and with more or less than 100 sworn, report their perceptions that RRE crimes are not increasing. An interesting survey would include some means of assessing the ethnic minority community perception in each city or county on this same issue. In Concord, California, the ethnic and racial minorities made it very clear through the media and complaints to the City, N.A.A.C.P., and F.H.E.C. Commission that their perception was that RRE crimes were increasing. The Police Department did not share that perception. (See case study in RRE section of this report.)

Recommendation: Same as 2., above. These crimes must be tracked, monitored and aggressively investigated by law enforcement agencies to respond to the ethnic minority community needs.

6. Support Organizations: Most of the agencies, North and South with greater than 100 sworn, report that their community has established ethnic minority support organizations. With many agencies confronted with shrinking fiscal resources, many of these organizations will be struggling for their existence.

Recommendation: City/county subsidize organizations to the degree possible. Law enforcement network with support organizations. Provide officers and victims with referral information/handbooks.

7. Field Training Officer (FTO) Cultural Awareness Training: Most agencies contacted indicated that they have not expanded their in-service recruit field training program to include specific cultural awareness training about the ethnic minorities in their communities. Of those who indicated "yes", the majority were contacted, but could not provide me anything in writing.

Recommendation: Each agency create its own FTO recruit training program on cultural awareness to specifically fit its community. The Concord Police Department can provide theirs as an example or resource. P.O.S.T. should provide standards and guidelines - general.

8. Minority Outreach Hiring: The majority of agencies in the State, regardless of size, indicate they are doing outreach recruitment - to wit, advertising, attending job fairs, attending cultural activities, etc.

Recommendation: Law Enforcement agencies should adopt affirmative action hiring practices and actively recruit, test and hire the best possible applicants before sanctions are forced upon them by the courts.

9. Human Relations Commissions: The majority of those agencies with greater than 100 sworn report having a Human Relations Commission, while smaller agencies do not.

Recommendation: None; each community needs will vary, however, those agencies experiencing increases in minority population should create a Human Relations Commission.

10. Department Community Relations Unit: Except for the smaller agencies, the majority of agencies in California responding indicated that they have a Community Relations Unit.

Recommendation: It is imperative that every agency experiencing increases in minorities within their community and/or increases in RRE crimes have a Community Relations Unit.

### POLICE ACADEMIES

There are thirty three (33) agencies in California that provide law enforcement training. To determine the level and type of cultural awareness training provided in basic and advanced courses, in October of 1986, I sent a survey to 16 police academies in California. (See sample of survey, Appendix Pages C47 through C48)

#### Survey Statistical Breakdown:

Number of Police Academies sent survey	= 16
Number of Police Academies responding	= 11
Percentage response	= <u>69%</u>

#### Survey Questions (synopsis of):

Does your academy provide cultural awareness/human relations training to:

1. Police Academy recruits: \_\_\_\_\_  
Total hours \_\_\_\_\_  
General subject matter and time:
2. Advanced officer: same as basic.  
Total hours \_\_\_\_\_  
General subject matter and time:

**POLICE ACADEMIES  
ANALYSIS OF SURVEY**

<u>AGENCY</u>	<u>Cultural Awareness Training Provided</u>	<u>No. Hrs.</u>	<u>Basic Academy</u>	<u>No. Hrs.</u>	<u>Advanced Officer</u>
<b>NORTH</b>					
Santa Rosa Center	Yes	1	General Info Minority Groups	-	None
Central Coast Counties (Gilroy)	None	-	-	-	None
College of Redwoods	Yes	12	General (10) Blk/Hisp/Asian (2)	-	None
Modesto Regional Justice	Yes	1	Spanish	-	None
Butte Center	Yes	3	Follows POST Guide	-	None
San Jose Comm. College District	Yes	4	Asian/Hisp/Blk	-	None
Los Medanos	Yes	4	Asian/Hisp/Blk	-	None
Oakland Police Academy	Yes	55	Extensive - All Minorities	-	None
<b>SOUTH</b>					
Golden West College Reg. Crime Justice Center	Yes	12	Minority Cultural Awareness (4) Vietnamese (8)	8	Various Subjects Modular
Rio Hondo Regional	Yes	3	Hispanic Gangs; Black/Asian	-	None
Kern County Regional Justice	Yes	4	Blk/Hisp/Filipino	-	None
Los Angeles Police Academy	Yes	12	General + Asian & Hispanic	-	None
<b>STATEWIDE</b>					
California Highway Patrol	Yes	9	General + Asian & Hispanic	6	General + Asian & Hispanic

### Discussion of Survey Results and Recommendations:

Of those eleven (11) academies responding to the written questionnaire, and the two (2) academies I personally contacted, the number of hours devoted specifically to cultural awareness/human relations training subjects varied from no hours to a maximum of 55 hours in the basic academy. Excluding the Oakland Academy (55 hours), as it was a major deviation from the norm, the average number of hours is 4.8 hours. With one exception, no hours are devoted to such training in advanced officer courses. This seems inadequate in a state with such a diverse ethnic/racial community.

Recommendation: That police academies/regional justice training centers work with P.O.S.T. and/or local police/sheriff departments to identify the community needs and expand the number of hours dealing with cultural/human relations issues. (See P.O.S.T. recommendations and Concord Police Model.)

### PEACE OFFICERS STANDARDS AND TRAINING (P.O.S.T.):

On April 18, 1987, I interviewed two P.O.S.T. representatives at their facility in Sacramento, California.

Doug Thomas told me that:

**Cultural awareness training is a very sensitive subject. P.O.S.T. and the Attorney General's Office have been working on the issues, and many are still unresolved. A task force was assembled on the subject by Governor Jerry Brown in the early 1980s. The Task Force recommended P.O.S.T. increase cultural awareness training in the basic academy and that pertinent subjects be included in advanced and executive development courses. Development is ongoing.**

Ron Allen told me also about the task force study which involved meetings and seminars involving P.O.S.T., PORAC and CPOA, to name a few, on the subject of crimes motivated by race, religion, and ethnic background. An additional subject was law enforcement cultural awareness/human relations training in the State. Mr. Allen was the P.O.S.T. representative to the Task Force. A change in administration delayed the final report

which came out in April of 1986 and, per Mr. Allen, made the following general recommendations:

1. Agencies must develop policies and procedures related to relations with the minority community.
2. An assessment of the minority community needs, concerns, and issues must be completed for each specific area.
3. Training needs for each police jurisdiction must be determined specifically and in conjunction with the community assessment.
4. P.O.S.T. must be involved in determining training standards for cultural awareness training/human relations in basic, advanced, management and executive courses.

### THE CONCORD POLICE DEPARTMENT

#### CULTURAL AWARENESS TRAINING: A DEVELOPMENTAL MODEL:

In 1986-87, sixteen (16) hours of the cultural awareness training was provided all police personnel of the City of Concord. Planning for these sessions actually started in 1983, and was to be included in an in-service, ongoing crisis/conflict management course. The intended cultural awareness program was modified and expedited because of events that appeared racially motivated in Concord in 1985-86 wherein the responsiveness of the Police Department to the minority community was questioned.

The processes used by the Concord Police Department with the assistance of our minority community is provided as a model in this study of how policy, procedure and training may be developed concerning racial, religious and ethnic issues and education. The actual policies, procedures and training development can be found in Appendix pages C42 through C65.

The following is an outline only:

1. Research what other agencies and academies are teaching in cultural awareness programs, including who the instructors are.
2. Hire a cross-cultural communications specialist.

3. **Design, disseminate and analyze training needs assessment survey form. Involve minority community representatives in design. (See Appendix pages C49 through C57)**
4. **Select minority community representatives/spokespersons and outline goals and objectives of department.**
5. **Hold meetings with minority community representatives:**
  - a. **Design departmental needs assessment form.**
  - b. **Review results of needs assessment.**
  - c. **Assess minority community needs.**
  - d. **Assess minority community resources to assist in cultural awareness training.**
  - e. **Design course.**
6. **Have cross-culture communications specialist and Police Department representatives design course curriculum.**
  - a. **Review with minority community representative and Chief of Police.**
  - b. **Identify Instructors and review their preparation/materials.**
7. **Develop and implement program:**
  - a. **General Order - "Response to Racial, Religious and Ethnic Incidents". (Appendix Pages C58 through C64)**
  - b. **Training Bulletin - "Interpreters". (Appendix Pages C64 through C66)**
  - c. **Training Bulletin - "Response to Racial, Religious and Ethnic Incidents". (Appendix Pages C67 to C71)**
  - d. **Cultural Issues Manual.**
  - e. **Modify Recruit Training Manual to include a block on cultural awareness on Concord community. (Appendix Page C72)**
8. **Ongoing meetings with minority community representatives.**
9. **Implementation of training.**
10. **Evaluation of training - ongoing with modifications.**



## **CONCLUSION:**

Cultural awareness or human relations training at police/sheriffs' departments in-service programs and at police/sheriffs' academies, should be to increase the police/sheriffs' awareness of the needs of the community. This training should also include civilian police/sheriff personnel. The training should serve to educate law enforcement personnel to the different cultures and subcultures that s/he encounters to make him/her more aware of the needs of the community s/he is policing. The training should concentrate on cultural education; interactions between minority ethnic groups, other minority groups, and the police; communications skills; officer safety; conflict resolution; referral resources; and in general, work on changing attitudes toward people of all ethnic, racial, and cultural backgrounds. The ideal course on community relations would identify both the diverse needs of the community and the needs of the police organization. Mandatory training must be instituted, certified by P.O.S.T., in the area of cultural awareness and human relations in basic, advanced, and executive courses.

**FORECASTING THE FUTURE**  
**KEY TRENDS & CRITICAL EVENTS**  
**ANALYSIS & RESEARCH**

The P.O.S.T. Command College instructs its students on methods to define the future; that to make educated predictions about the future one must analyze the past. One of the major drivers of change, we learned, is demographic shifts. Examples of demographic shifts that impacted upon law enforcement services occurred in Monterey Park and Garden Grove, California. In order to develop a model, I went to Garden Grove and Monterey Park and interviewed persons who were present during the city's transition period. I also made personal observations by going into each of the communities to see first hand the changes. The facts that follow are by no means meant as a complete study of each community, but are highlights to stimulate thought on the part of the reader.

**CASE STUDY**

**MONTEREY PARK**

The majority of the material that follows was gleaned from interviews with Captain Joe Santoro and from his Command College Independent Study for Class III. According to Captain Santoro, the change in Monterey Park did not occur overnight, but gradually - primarily between the late 70s and early 80s.

<b><u>Demographics:</u></b>	<b><u>1960</u></b>	<b><u>1986</u></b>
Total Population	32,300	60,200
Percent: White	85%	22%
Hispanic	12%	37%
Asian	3%	40%

As one can see, there had been a tremendous ethnic population shift in just twenty three years. The Asian population that came to Monterey Park were primarily Chinese from China, Hong Kong and Taiwan. Most of them had considerable financial resources and selected Monterey Park because of weather and social climate, business opportunities, housing, and proximity to L.A.s Chinatown.

**Personal Observations:**

When I went to Monterey Park to interview Captain Santoro and others, I was very impressed with the attractiveness of the community, or "Chinese Beverly Hills" as it has become known. It was obvious from the development of the community that I saw, that the transition was a smooth one. Even though the evolution was gradual, the city worked to provide a good transition and managed the change. City government, especially the Police, have always had a good working relationship with the Chinese community. Captain Santoro and others showed me long lists of programs developed over the years to meet the needs and evolution of their community. These included programs in the areas of: social services, education (cross cultural), the media, crime prevention, and many more. Cultural and economic needs of the Chinese were met by their own development of Asian shopping centers, medical buildings, residential areas, markets, etc. Everywhere I looked, there were signs in Chinese - street signs; banks, restaurants, business, markets. I was told that there are 142 restaurants in the city, 95 percent being Asian. There are more banks per capita with higher assets than any other area in California and probably the nation.

**Law Enforcement:**

I learned that the transition of the community to one with many Chinese did not result in tension or conflict between the established population and the new arrivals. It appears,

however, that the 63% decrease in white population meant that either many moved out or their numbers didn't change significantly, or the total increase in population was Chinese and Hispanics between 1960 and 1986.

The Police Department has no policy and procedure for investigating and reporting crimes motivated by race, religion, and ethnic background. They indicate that those crimes are few and far between in Monterey Park. Also, in Monterey Park, minorities are actually the majority population. The only discrimination in the city, per Captain James Strait, is the "have" Asians looking down at the "have not Asians".

The Chief of Monterey Park started an Asian Crimes Task Force in 1980, which at the time was very progressive. The Task Force works with victims and investigates crimes involving Asians. The unit has Asian and Anglo officers including non-sworn and volunteer personnel.

The department has done outreach recruitment for ethnic minorities to join the force and use ethnic minority reserves and volunteers extensively. Like most agencies in the State, attracting Asian applicants to police work has been next to impossible. The city has a general plan of affirmative action without any community pressures for quotas and timetables.

The Monterey Park Police has been involved in legislative lobbying for social services and program funding for their ethnic community. For example, Captain Joe Santoro is on the Board of Directors for the Asia Pacific Family Center, a center to deal with Asian emotional problems. According to Joe, there had been little support or assistance for Asian mental health problems. He worked within the county and city for funding for the Center. He has been involved in strategic planning to assist the Asians. The Police Department has not sat back and been reactionary to problems in their ethnic community.

The Family Center and Police Department are in the process of preparing a cross training program on Asian culture and Police procedures.

Asian extortion crime victims have been hard to convince to identify, arrest and prosecute suspects who are usually of the same ethnic background. This has been in some cases due to extreme victim intimidation. The Chinese feel it is safer in the long run to pay for protection and/or not prosecute. According to Captain Santoro, it is hard to convince wealthy Chinese to get involved with the police when they are victims, "a gap that must be bridged". Crime prevention programs (neighborhood watch, etc.) have been difficult to implement as they have not been able to get much participation from the Asian community. Their philosophy, per Joe, is, "It's not my place to watch my neighbors property, the role belongs to the police." It also involves revealing too much of their own personal life and Asians are very reserved, Joe said.

Community Resources:

Bill Gay, a civilian Juvenile Diversion Officer, told me that in approximately 1978, the Police Department took the initiative and started to network with the ethnic community to determine how the department was going to provide services (level and type) to such a diverse community. Plans were formulated and carried out. They still meet once a month to generate new ideas - a proactive/positive approach.

They had an interpreter program in place by 1978. They have 260 volunteer translators (32 languages) available on a 24-hour basis. Social service providers are provided office space at the City Hall/Police Department complex without charge. This established a central location, tied to the city, for services and users no longer had to hunt for service offices in various places downtown.

The police department provides traffic safety classes - they had discovered that Asians have higher numbers of traffic accidents and insurance rates went up in the city because of it. Monterey Park Police received a traffic grant as a result of such statistics.

The city has cultivated ethnic newspapers in Monterey Park so that events that occur are not interpreted differently or become political agendas.

**Conclusion:**

Monterey Park appealed to wealthy Chinese and the City experienced what appears to have been a positive demographic shift with little conflict. Adequate pre-planning by the city with and for new arrivals led to their success. Contra Costa County, with its exclusive and lower income areas, its climate, its business and cultural opportunities, its nearness to SF Chinatown and Pacific Rim economics, may be as attractive to affluent and non-affluent ethnic minorities from IndoChina and South America as is Monterey Park.

**CASE STUDY**

**GARDEN GROVE**

The material that follows is based on interviews with Captain Stan Knee, Captain John Robertson, Lt Dave Abrecht and Sergeant Dan Lyons of the Garden Grove Police Department. Both Captains Knee and Robertson are graduates of the Command College and their Independent Studies were on the changing demographics of their city.

According to these men, the ethnic shift occurred over a shorter period of time than Monterey Park and resulted in conflict within the community and impact upon the Police Department.

<b><u>Demographics:</u></b>	<b><u>1976</u></b>	<b><u>1986</u></b>
<b>Total Population</b>	120,000	130,000
<b>Percent: White</b>	80%	72%
<b>Hispanic</b>	16+%	15%
<b>Asian</b>	3%	10-12%

According to Captain Knee, Vietnamese (primarily) started to arrive in the city in large numbers in 1976 from the relocation camp at Camp Pendleton where they were relocated following the fall of Saigon. He indicates that management at the Police Department/city were unaware that the ethnic community was changing so dramatically until two years later when patrol officers drew it to their attention.

#### **Law Enforcement:**

The new arrivals had little money, little knowledge of American customs and standards regarding cooking, toilet use, building occupancy density, etc., and they soon came into conflict with established minority groups and Anglos. The Vietnamese had come to Garden Grove looking for low cost housing, jobs and a community where ethnics (hispanics) had already located. They competed for services, jobs, welfare, education, and housing with established Hispanics who did not like the new arrivals or want them there. The Federal Government (INS or other) did not work with Garden Grove on the relocation or even notify officials of their coming. Thus, according to Captain Knee, they had few resources in place and no advanced planning or training. It was a surprise!

The City of Garden Grove experienced an increase in racial disputes and violence on the streets and in the schools. The number of incidents were never tracked and are a part of the total number of assaults (simple and aggravated) reported each year to the FBI and thus no statistical comparisons by year is available. Captain Knee indicates that the

volume of hate crime seems to be down. However, the general tone of the community appears to be, "...these people don't belong here", therefore there is still discrimination and tension according to Captain Knee.

Recruitment of Asians has been difficult for a multitude of reasons. According to Captain Knee, Asians don't consider law enforcement a respectable occupation due to the belief that the job is too dangerous, and they don't like the cultural conflict of dealing with Anglos - a minority in an Anglo society. Garden Grove has one Vietnamese and one Korean Sworn Officer. Their adjoining city, Westminster, has one Vietnamese Officer. Captain Knee believes that is the total of Asian officers in Orange County, one of the counties in California with the highest numbers of Asians.

According to Captain Knee, immigrants create an enormous drain on law enforcement services and resources. He indicates that calls take five (5) times longer for an officer to handle than in an Anglo community/individual due to language and cultural differences. This leads to officer frustration and management concern - manpower.

Captain Knee told me about the evolution of Asian crime gangs in the city. He indicated that at first they were highly visible (due to apparel and actions) and most had prior military experience in Vietnam. These groups stayed together in relocation camps in Asia and at Camp Pendleton and these associations continued into the community. These visible groups were not hard to manage by the Police due to the group's lack of sophistication. Those groups have faded out (aged) and have been replaced by younger, roving gangs who are more sophisticated and much more difficult to deal with by the Police.



Captain Knee indicates that the major "distractors" to the demographic shift that occurred in Garden Grove were:

**Media - Sensationalism** of any Vietnamese event then recapping that same event over and over with each new event. This type of reporting created an atmosphere of danger and fear in/of the Asian community.

**Communicable Diseases - Fears and rumors** that Southeast Asians had come to this country with many communicable diseases and presented a health threat to their communities. All refugees were carefully screened prior to admittance to the United States.

**Community Resources:**

Housing in Garden Grove was a major problem. As Asians moved into the community, they displaced established Hispanics and they moved out to other cities.

Jobs and social services slowly evolved to meet the needs of the new arrivals. Many of the social services are provided by Churches in the community. The police department created a large number of informational pamphlets printed in Vietnamese to assist them such as: "Safe Driving Hints", "How to Call the Police", "Operation Identification", "Neighborhood Watch", "Robbery Awareness", "Burglary Awareness", and many more.

There is a Vietnamese Chamber of Commerce and they have ads listing what services they provide. The Police Department created a substation in the totally Asian, Bolsa mini-mall in Garden Grove staffed by regular officers on a drop-in basis and civilian, Vietnamese police personnel full-time. The substation is for police-Asian community networking as well as a report center. The Asian media is used as a community educational vehicle on many subjects.

**Conclusion:**

Garden Grove, because of its climate, affordable housing and jobs, appealed to a vast number of Vietnamese when they left the nearby Camp Pendleton relocation center. Their arrival was a surprise and therefore, little advanced planning was possible by the city/police. The city has recovered from the initial shock and from all appearances has made the proper plans to accommodate the new arrivals. Contra Costa County cities are not that dissimilar to Garden Grove in environmental factors and, therefore, could be a place where immigrants and refugees will settle.

**IV. STRATEGIC PLAN**

**A MODEL**  
**FOR**  
**CITY OR COUNTY LAW ENFORCEMENT AGENCY**  
**EXPERIENCING**  
**MULTI-CULTURAL IMPACT**

**SITUATION**  
**MISSION STATEMENT**  
**EXECUTION-RECOMMENDED COURSES OF ACTION**

## STRATEGIC PLAN

This strategic plan provides the basis for preparing a City/County law enforcement agency for influxes of immigrants, refugees and/or ethnic migrants into their community. The Strategic Plan involves an analysis of the situation, a statement of the mission and a plan for execution. Aspects of administration and logistics and required planning and control features appear in the Implementation Plan.

The "model" used as a reference for the Strategic and Implementation Plans will be Contra Costa County and the City of Concord.

## SITUATION

### ENVIRONMENTAL ANALYSIS - EXTERNAL TO THE ORGANIZATION:

Contra Costa County is becoming more and more ethnically diverse due to the slow, but steadily increasing number of Hispanics and Asians settling in many of its communities. The critical trends identified (by an NGT group and independent research) as being of concern and which will be impacted or influenced by this demographic change are: shrinking fiscal resources, increases in racially motivated crimes, Asian and Latin immigration, and the emergence of Asian crime groups. The most important events identified by the NGT and my own personal research as having the highest impact on law enforcement were established as: the need for tax increases, the possibility of lawsuits enforcing affirmative action, and mandated race, religion, ethnic crimes reporting and investigating.

The resources available in the community should be considered and later compared, evaluated and added to the resources of the law enforcement agency serving that community. Individuals and groups representing the ethnic/minority community and the

service providers must be involved with City/County representatives in doing a needs assessment and in preparing and implementing the strategic plan developed.

An example of the process, using Contra Costa County, would include an analysis of the environment. This would include assumptions about those segments of the community (private and public) who could be counted on as supportive or non-supportive of any plan to assist new arrivals settling in the community.

### Stakeholder and Snaildarter Analysis

#### Introduction

Stakeholders are those individuals or groups that have a stake or interest in the outcome of an organization's activities. The snaildarter is the individual or group that blocks or thwarts the direction of the organization. Stakeholders or snaildarters can be internal or external to the organization. They can be overt or covert in their efforts to carry out or thwart the organization's desired direction or goals. An organization formulating any strategic plan must identify these individuals and groups to successfully line up the forces so that the plan can be carried out, i.e., so a prepared course of action, based on our analysis of their position and power is within our ability to manage, lead, persuade, outflank, overpower, or ignore them!

Prior to the NGT workshop, based upon my research and experience, a list of ten (10) stakeholders and snaildarters was prepared. The NGT was introduced to the snaildarter and stakeholder concept and we brainstormed additional lists. A commitment analysis was completed that will be discussed in the Implementation Plan.

The stakeholders identified as being critical to the success or hinderance of Asian and Hispanic immigration/migration into Contra Costa County and their respective positions are

identified below. Also included are brief descriptions of the assumptions for their position (support, opposed, or mixed) for each of those identified.

For example, citizens can be stakeholders or snaildarters because they either see themselves as promoters or financiers of social, economic and political events in their community. In Southern California, Monterey Park, the Chinese influx was not met with organized resistance, while in Garden Grove, the new Americans encountered some negative citizen reaction.

As stakeholders, they can be supportive allies, have mixed and sometimes conflicting positions, or be competitors. Evaluating and plotting each of their positions is an important tool for those managers or change agents, etc., wanting to implement strategy. Each stakeholder can impact/affect, positively or negatively, policy or goals and must, therefore, not be overlooked. How will the various elements of Contra Costa County react to influxes of Southeast Asian and/or Latino people?

### Stakeholders

#### 1. LAW ENFORCEMENT

##### A. Police Chief/Sheriff - Support position

- Politics - suicide to oppose
- Avoid lawsuits - civil rights - affirmative action
- Mission of Department - equal protection/rights

##### B. Police Management - Support position

- Support Chief
- Avoid lawsuits
- Mission of Department
- Promotion

##### C. Police Officers/Association - Mixed position

- Fear loss of jobs to minority/immigrants - affirmative action
- Fear loss of promotions - affirmative action
- Bigotry/prejudice
- Vietnam veterans
- Belief in civil rights/Department mission statements

**D. Police Reserves - Mixed position**

- Career Reserves - support
- Want-to-be cops - oppose - competition for jobs - affirmative action

**E. Civilian Employees - Mixed position**

- Fear loss of jobs to minority/immigrant - affirmative action
- Fear loss of promotion - affirmative action
- Bigotry/prejudice
- Belief in civil rights

**2. CITY AND COUNTY GOVERNMENT**

**A. Mayor/County Supervisor - Support position**

- Politics - suicide to oppose
- Avoid lawsuits - civil rights - affirmative action
- Establish policy and control

**B. City Manager/County Administrator - Support position**

- Politics - suicide to oppose
- Avoid lawsuits - civil rights - affirmative action
- Establish policy and control

**C. City Council/County Supervisors - Support position**

- Politics - suicide to oppose
- Avoid lawsuits - civil rights - affirmative action

**D. Human Relations Commission - Support position**

- Reason for existence
- Vested interests/represent minorities rights

**3. CITIZENS**

**A. Immigrant/Refugee Support Organizations - Support position**

- Reason for existence - however, competition for public and private funds to operate occur
- Vested interests - the service has value and is required by society

**B. Non-Asian and Non-Hispanic Citizens - Oppose position**

- Ethnic/cultural differences
- Competition for jobs, housing, education and services
- Racial tensions/conflict with Hispanics and/or Asians
- Bigotry and prejudice
- Fear of tax increases to support
- English only issue/philosophy

C. Chamber of Commerce - Support position

- Creates more businesses
- Creates more business users
- Growth of community

D. Asian and Hispanic Citizens and Political Power - Support position

- Vested interest - "US" - "Our People"
- Political power - reason for existence
- Family (extended) - together

E. Black Citizens and Political Power - Mixed position

- Civil rights for all
- Competition for jobs, housing, education and services
- Racial tension/conflict with Hispanics and/or Asians

F. Human Rights Groups - Support position

- Reason for existence
- Civil rights for all

G. Taxpayers' Association(s) - Oppose position

- Increase taxes
- Competition for shrinking resources
- Represent own interests only

H. Organized Labor/Job Market/Unions - Oppose position

- Competition for jobs - especially unskilled
- Employers hire undocumented (pre-Immigration Act 1986)
- Unemployment increases
- Welfare abuse and usage increases

I. Established Immigrant/Refugee Groups - Oppose position

- Ethnic/cultural differences - tension/conflict
- Competition for jobs, housing, education and services
- Racial tension and conflict

4. MEDIA

A. Contra Costa Times - Mixed position

- Advertising influence
- Controversial issues - expose sensationalism/repeat history with each new event

B. Asian and Hispanic Publications - Support position

- Vested interests
- Advertising influence



## 5. EDUCATION

### A. Local School Administration - Support position

- Equal education for all
- Politics
- Financial - more money (ADA/student)
- School crowding (class size) - shrinking fiscal resources - English as 2nd language and the expanding enrollment in private schools are difficult issues for Administrators, yet must support

### B. School Students - Mixed position

- Racial tension and conflict
- Bigotry and prejudice
- Gangs
- Class size
- Cultural/ethnic differences
- Versus interracial/cultural friendships

### C. Parents' Club(s) - Oppose position

- School crowding(class size)
- English as 2nd language - costs/philosophy
- Bigotry and prejudice
- Concern about racial tensions/conflict and gangs
- Tax increases
- Versus open-minded - interracial/cultural friendships

## Snaildarters

### 1. LAW ENFORCEMENT

#### A. Police Officers

- Some due to bigotry, status quo/old guard, job and promotion fears, will overtly or covertly oppose

#### B. Civilian Employees

- Some due to bigotry, status quo/old guard, job and promotion fears, will overtly or covertly oppose

### 2. CITIZEN

#### A. Non-Asian and Non-Hispanic Citizens

- Some, due to ethnic/cultural differences and bigotry and prejudice, will oppose
- Some due to fear of competition for jobs, housing, education and services - fear of tax increase
- Some due to "English only" philosophy

**B. Taxpayers' Association(s)**

- Increase taxes
- Competition for shrinking resources

**C. Organized Labor/Unions**

- Competition for jobs
- Unemployment increases
- Welfare abuses and increases

**D. Established Immigrant Groups**

- Racial tension and conflict
- Ethnic/cultural differences - tension/conflict
- Competition for jobs, housing, education and services

**3. EDUCATION**

**A. School Parents' Clubs**

- School overcrowding (class size)
- English as 2nd language - costs/philosophy
- Bigotry and prejudice
- Concern about racial tensions/conflict and gangs
- Tax increases

**PLOTTING STAKEHOLDERS AND SNAILDARTERS**

A graphic display of the position of each of the stakeholder and snaildarter individual(s) or group(s) (generic in this study) appears in the quadrants following. The reason for plotting each of their positions is that these individuals or groups have a vested interest (are claimants) in the goals or direction of the organization, both personally and organizationally. Their behavior or actions are affected by immigration and therefore they require leadership and/or management.

**Quadrant Explanation:**

Quadrants I and II - require management monitoring

- I = orderly maintenance
- II = evolution; doesn't require much leadership

Quadrants III and IV - require leadership, direction (stay on top)

- III = revolution
- IV = precarious maintenance

EASY

(CERTAIN)

QUADRANT I

QUADRANT II

- \*Asian/Hispanic Media
- \*Human Relations Commission
- \*Immigrant/Minority Support

\*School Administrators

\*Chief/Management

\*Mayor/Manager/Council

\*Chamber of Commerce

\*Human Rights Groups

\*Media

\*Reserves and Non-Sworn

\*Black Power

SAME

CHANGE

(LESS IMPORTANT)

(MORE IMPORTANT)

\*Parents' Clubs

\*Officers

\*Non-Asian Citizens

\*School Students

\*Non-Hispanic Citizens

\*Taxpayer Associations

\*Organized Labor/Unions

\*Established Minorities/Immigrants

(QUADRANT IV)

(QUADRANT III)

DIFFICULT

(UNCERTAIN)

## CAPABILITIES AND RESOURCES ANALYSIS - INTERNAL TO THE ORGANIZATION:

The internal resources of the City/County, particularly law enforcement agency, should be analyzed to determine its capabilities to carryout any plan developed. This step involves assessing the resources of one of the law enforcement agencies to address each of the issues identified, i.e., shrinking fiscal resources, etc.

Using the City of Concord as a model, I performed a WOTS-UP analysis as an example of the type of process that should be used.

### WOTS-UP Analysis

A WOTS-UP analysis is an acronym for an evaluation of weaknesses, opportunities, threats and strengths within an organization.

The WOTS-UP analysis was designed to aid the strategist to find the best match between the environmental trends and internal capabilities of any organization (generally or specifically) that will impact the issue - in this case immigration influx into Contra Costa County and its impact upon law enforcement.

### Definition Of Terms:

Opportunities - any favorable situation;

Threats - any unfavorable situation;

Strengths - a resource or capacity used to achieve objective(s);

Weaknesses - limitations, faults or defects.

## OPPORTUNITIES

- Police Department is leader in presenting cultural awareness training to all employees.
- Police Department is leader in race, religion and ethnicity crimes investigation and reporting.
- Commitment to proactive response.
- Willingness of minority community members to help government/police respond to cultural issues.
- Improve networking.
- Improve public image.

## STRENGTHS

- Progressive/open-minded management.
- Willingness to address new issues.
- Open communications (bridge building) with minority community.
- Desire to provide services to all citizens.
- Good relationship with press.
- Good minority employees willing to assist City in recruitment and be representative of City.

## THREATS

- Rapid ethnic population change.
- Insensitive personnel - race, minorities, immigrants.
- Lower employment and/or promotional standards.
- Increased discrimination and bigotry.
- Lawsuits to force affirmative action hiring and promotions.
- Increased demands for services with limited resources - budget cuts.
- Local minority political power groups and individuals - credibility attacks.
- Internal resistance to change.
- Public pressure groups.

## WEAKNESSES

- Few bilingual employees.
- Lack of financial resources/budget cuts-personnel and program.
- Bureaucratic procedures make change slow/not timely.
- Traditionalist/Isolationist and we/they mentality and thinking.
- Overreacting to minority political pressure.
- Need for more minority employees vs. employee layoffs/no hiring.

## MISSION

Using the Concord Police Department as a model, the basic mission (purpose and objective) is described in our policy manual as, "...to protect life and property, prevent crimes; repress unlawful activities; apprehend violators...", etc. Recently, the mission statement was expanded to include a "Departmental Philosophy and Values Statement" by the Chief. Quoting the most important elements, they are as follows:

**We constitute an organization whose very existence is justified solely on the basis of community service. Our mission must be clearly expressed to both members of the Department and to the community. The mission must be continually re-examined and updated in the context of the community served...**

**Our broad philosophy must embrace a wholehearted determination to protect and support the doctrine of individual rights while providing for the security of persons and property in the community...**

**People are the community's most valuable asset...The community has demonstrated its demand for a well-trained cooperative, responsive, humanistic and professional police department. The department, therefore, has a continuing obligation to demonstrate to the community that it is worthy of such trust and to provide the type of police service expected. (quoted from Concord Police Department Manual)**

## EXECUTION

The following courses of action to consider when a city/county law enforcement agency is confronted with increasing numbers of ethnic minorities in the community and/or those minorities are victims or those responsible of crimes would include those listed below. They were distilled from a more lengthy list compiled by the NGT workshop and my independent research. To narrow the scope of such a broad issue, I will deal only with the critical, actor events identified and use the material generated in the "nominal" future scenario.

## CITY/COUNTY SITUATION AND COURSE OF ACTION - POLICY

### Shrinking Fiscal Resources

In brief, and probably a too simplistic analysis, the concern is that Proposition 13 effects upon city and county government in Contra Costa has finally and more fully impacted upon them. Cities and the county governments are experiencing shrinking fiscal resources. Besides Proposition 13, there has been increased demand for services upon cities/County; revenue reductions or poor projections; and the costs of providing services have risen substantially - wages, insurance, etc. There is more competition for funds amongst departments within government, between agencies, between private service providers. The Federal Government also continues to reduce the number of programs it funds and its level of services, passing the responsibility to local governments.

### Alternative Courses of Action/Policy Options

Tax increase - a very difficult initiative to pass in any California city/county. Due to Proposition 13 type attitudes, followed closely by Proposition 61, we live in an era of fiscal limits. Recall that Proposition 13, passed in 1978 by a majority of the people in California, significantly reduced property tax revenues for cities and counties. Proposition 61, passed in 1986, will not permit any new taxes without two-thirds approval of the voters. The likelihood of causing a tax increase is slim and would require extensive/active campaigning to convince the public of its necessity.

Service delivery changes/prioritization - could include methods to increase agency productivity (more bang for buck -"lean and mean") or reduction in number, type or level of service. Could include a different delivery system. Different parts of the city/county may choose varying levels of services and/or contract with private providers for street cleaning, etc. They could form their own assessment district (geographical parts of the city) and determine the level of service they want and pay for it.

Consolidation of services - two or more government entities undertake to provide a particular service for all persons living within the boundaries of both (or all) government units. Ambulance, fire, animal control, etc - districts.

Entrepreneurship of city/county - research and implement alternative sources of income such as user fees. The costs associated with providing a service is computed (false alarms, traffic accidents, accidents involving drunk drivers, etc.) and the user of that service is charged accordingly.

Privatizing - identify and prioritize the level and type of service your agency is going to provide the community. Receive city/county council/supervisor support and publicize. Encourage private agencies to fill in the gaps as they can often deliver many of those services for less money and, in the case of law enforcement, they can concentrate on crime.

Contracting out - the agency contracts with a private provider of a service that does not require law enforcement attention, This reduces the number of public employees (Permanent work force) and costs associated such as: training and retraining; vacation and sick leave; retirement and pension plans; etc.

Economic development - some cities/counties have done very well by forming redevelopment agencies which encourage growth by attracting industry and/or commercial enterprise to locate in the community. New development provides some opportunities to finance needed public works or infrastructures from developer contributions.



## Programs of Interaction with Minority Community

### Alternative Courses of Action/Policy Options

Network with community groups (minority/immigrant, etc) to access training needs and develop a task force of officers and community people to develop and present the training. Get commitment of any identified stakeholder/snaildarter to let or help it happen - community cultural awareness training.

Mission and value statement of agency shall include proactive and positive direction for the department concerning minorities, civil rights, and community service.

Information bulletins and some appropriate forms printed in other languages covering such things as: police policy & procedure; immigration law (INS); victim assistance; pertinent vehicle codes; etc.

Interpreters identified within the agency as well as community resources for language translations both in emergency situations and planned interviews.

P.O.S.T. encouraged to develop additional cultural awareness training programs and standards including tests.

Law enforcement - in general, take a more active role in assessing community needs in regard to minorities/immigrants and task forcing with other service providers to ensure law enforcement issues/concerns addressed.

Ongoing "Outreach" program for law enforcement (especially at line level) to interact with the minority/immigrant groups, and in some cases the majority group - attend meetings and share information, cross educate, and establish dialogues.

Identify and develop the skills of interested officers in the area of cultural awareness and use them in training, outreach meetings/programs, and recruitment of minority/immigrant members of community into the city/county work force.

Create a futures panel - a city/county wide panel of knowledgeable, influential persons of all races and ethnic background to study and plan for the future growth of the community(ies). Include representatives of education, business, neighborhood block captains, media, support services agencies.

Media usage for public education programs including local T,V,, on cultural events, information exchange, awareness, etc, on racial and cultural issues. At the same time, the media must be sensitized to the minority community, its culture and heritage. Sensationalistic journalism should be discouraged.

Outreach recruitment - prioritize recruitment of minorities using a realistic affirmative action plan.

### Mandated Race, Religion and Ethnic (RRE) Crimes Reporting

#### Alternative Courses of Action/Policy Options

Legislation - support State legislation mandating RRE reporting. Agencies should adopt policy and procedure regarding criminal and administrative investigation of RRE incidents and victim assistance.

Police Community Relations Unit - establish a Community Relations Unit and establish policy and procedure for its effective administrative handling of RRE incidents. Trained community relations personnel who can work with victims and interact with the minority

members of the community. They also network with ombudsman and conflict resolution people and agencies.

Mission & Value statement of agency incorporates progressive and proactive policy on RRE incidents.

Agency policy and procedure - regulations and training bulletins incorporate agency position on RRE criminal and administrative investigative policy and procedure and victim assistance,

Training - Agency implement training programs on RRE investigation, both criminal and administrative, including victim assistance procedures.

Crimes task force - agency creates a task force to combat types of minority and/or immigrant crime occurring in community, e.g., Asian crimes task force to deal with Asian gangs, etc., since many prey on their own people. Task force ideally includes other disciplines such as building department, health department, housing authority, etc. for code/violation enforcement.

Shared criminal intelligence - improve and increase the sharing of criminal intelligence about RRE incidents and criminal acts involving minority/immigrant groups or individuals as victims and responsables.

Law enforcement computers - expanded/increased utilization of computers to track RRE crimes, gangs, crimes involving minorities/immigrants as victim(s) or responsible(s).

Media - effectively use/incorporate the medias into reporting RRE incidents accurately and assisting in reducing RRE crimes in the community. Encourage them to avoid

sensationalism and to work closely with the community and the police to avoid instigating/inciting problems through the press.

### Asian and Hispanic Immigration

#### Alternative Courses of Action/Policy Options

City and County Coalition - the establishment of a urban coalition as a vehicle to promote community participation in the future decision-making in the community. It would serve as a delegate assembly to both city and county governments providing a semi-official umbrella for the key stakeholders in the community. Representatives would be appropriate city and county officials, ethnic and racial group spokespersons, delegates from the chambers of commerce, organized labor, educators, law enforcement, and other key stakeholders. They should meet quarterly and they would institutionalize relationships amongst the various representatives promoting intercommunity communications, cooperation and coordination. This coalition would provide a good vehicle for futures planning and would afford the ethnic and racial groups within the community an opportunity to become involved for the benefit of all. The coalition would have a positive and productive influence on the growth of Contra Costa County.

Liaison and Monitoring System - establish liaison with the Immigration and Naturalization Service, the Governor's Office and the Legislature in order to monitor and thus be aware of immigration laws and quotas, and the placement of refugees in California. This is a vehicle to provide advanced warning to allow for planning and preparation.

Land Use/Density Zoning Laws - those cities/counties anticipating influxes of Southeast Asians and/or Hispanics should study the need for establishing ordinances restricting the number of persons that can inhabit a residential dwelling. Other ordinances should establish the number and size of businesses on a parcel of land. (Monterey Park found

this necessary as the Chinese that moved into their city remodeled business areas such that there was increased density of units without consideration of parking and traffic flow).

Neighborhood & Business Watch Programs - involvement of Southeast Asians and Hispanic persons in business and residential crime prevention programs. The success of these programs depends on personal contact of Southeast Asians and Hispanics by law enforcement personnel of the same ethnic background. The emphasis would be to educate the new arrivals of crime prevention programs and how to keep from becoming a victim.

**V. IMPLEMENTATION PLAN**

**IMPLEMENTATION STRATEGY**

**CRITICAL MASS/COMMITMENT PLAN**

**IMPLEMENTATION PLAN**  
**ADMINISTRATION AND LOGISTICS**

**Introduction**

The Chief Executive Officer of the Law Enforcement Agency will have the responsibility of establishing the major departmental goals and objectives. S/he will also provide the direction and leadership for the strategic plan. S/He will ensure that there is a continuous critical review and control of the strategic and implementation plans developed by his/her staff. S/He will clarify with managers the key objectives of each action plan that they are responsible for and hold them accountable.

The strategic plan, once drafted, will be reviewed and revised by the organization periodically. The plan will be distributed to every worker within the organization. It will then be the responsibility of Division Commanders, Middle Managers, and line supervisors to review the plan frequently, retracing goals and objectives with the work force.

The City Manager and City Council (County Administrator and Board of Supervisors) will be provided a copy of the department strategic plan. They will be provided progress reports and recommendations on an regular basis.

**Critical Mass and Commitment Planning**

A continuation of the process of identifying stakeholders and snaildarters performed earlier, is to develop a commitment plan. This is done by analyzing the stakeholders and snaildarters in terms of their expected/assumed position or commitment to the change (plan/program, etc.) you are trying to implement. You then prepare a commitment plan describing the strategy in terms of action steps that need to be employed to secure the support of key individuals/group to effect the change desired. The number of key individuals/group needed to actively support the change is known as the critical mass.

The NGT group worked independently to identify the critical mass figures and the level of commitment of each. (See Appendix Pages D1 through D3) The chart developed from this process, "Commitment Planning Worksheet", is a useful tool for an organization to identify the individuals or group(s) who should be targeted or influenced in order to gain the required support. The chart we developed is generic; i.e., without specific individuals identified because it is to be an example or model of the process a city/county should go through. In a real time analysis, the worksheet would include actual names of individuals.

#### Critical Mass & Type of Commitment

<u>Target Individual/Group</u>	<u>Type of Commitment</u>
Police Chief/Sheriff	Help change happen
Non-Asian & Non-Hispanic Citizens	Block change
Taxpayers' Associations	Block change
Organized labor/unions	Let - block change
Established immigrant groups	Block change
School parent clubs	Block change
School students	Let change

#### Design Action Steps/Strategy to Get Commitment

The commitment plan strategy to move the target individuals/group (critical mass) to either non-blocking or make change happen positions is as follows:

#### Police Chief & Sheriff

Chiefs and the County Sheriff support Asians and Hispanics assimilating into Contra Costa County. Preparing for an influx of Asians and Hispanics requires a make change happen commitment. Planning, and leadership is required on the part of Chiefs and Sheriffs.

#### Steps

1. Chiefs and Sheriffs should be involved in educational activities (awareness raising).
2. Function as Role Models and thus assume a make change commitment. The rewards would be improved public relations and cooperation. They must be convincing in seeking an increased training budget from the City Manager and Council and involve management staff in planning for an influx of immigrants.



### Non-Asian and Non-Hispanic Citizens

A community experiencing an influx of persons ethnically and racially different from themselves and/or the majority population has, in many cases, individuals and groups that resent and block change. Often there are social and racial tensions and conflicts. These persons will be some of the most difficult to gain support. Just moving them from blocking to letting change happen will take patience and major efforts because, in some cases, strong emotions and prejudices are involved.

### Steps

1. Educational Activities - News media cooperation on public education, cultural awareness, and understanding.
2. Educational Activities - City (including police) cultural awareness training/understanding and educational, community seminars, luncheons, displays, history weeks, etc.
3. Educational Activities - Private support organizations - cultural awareness, educational community seminars, luncheons, displays, etc.
4. Human relations commissions, investigation of complaints - forced collaboration and problem finding activities.
5. Police Department aggressively investigating and prosecuting responsables of racial, religious, or ethnic crimes - forced collaboration.
6. Police Department Community Relations Unit working with victims and responsables of race/religious/ethnic crimes. Administrative resolutions - treating hurting systems; forced collaboration; educational activities; and problem finding activities.

### Taxpayers' Associations

The Taxpayers' Association will need special attention in this changing atmosphere as they have little allegiance to any organization or individual with control over them. Their purpose is simply to oppose the high costs of government. With many cities facing

shrinking fiscal resources, more will have to be done regarding immigrant assistance by privately funded organizations. To move them from blocking to let change happen may involve:

### Steps

1. Educational activities - Keeping taxpayer groups informed of costs and sources of funds for programs and show them the programs are cost effective.
2. Changing rewards - What does the taxpayers' association want in return for support - if it is reasonable and affordable, allow it!
3. Involvement in planning for influx of immigrants.

### Organized Labor/Unions

Their position is seen as fluctuating between "let change happen", to "block change from happening". As indicated previously in this study, their concern is competition for jobs, especially with masses of unskilled laborers (although Asians are commanding highly skilled positions and most Hispanics in Contra Costa County work in white collar positions). Just moving them to "let change happen" will take tremendous efforts, such as:

### Steps

1. Educational activities - Use of media and governmental studies to keep labor/unions aware of the true impact of the Asian and Hispanic work force.
2. Government Functioning as a role model in its own hiring/employment practices; affirmative action practices, goals and timetables.
3. Involvement in planning for influx of immigrants.

### Established Immigrant Groups

Established immigrant groups sometimes reject new arrivals as they are seen as threats - competition for jobs, education, housing, and services. Sometimes it's due to actual

cultural/ethnic differences between groups such as Hmong and Laotian or Vietnamese. To get commitment from opposing groups could involve the following:

### Steps

1. Educational Activities - Cultural awareness training seminars, classes, etc., conducted by private organizations and government agencies.
2. Forced Collaboration - Aggressively enforcing laws where minorities/immigrants discriminate against or victimize others.
3. Involvement in planning for influx of immigrants.

### Parent/School Clubs

School parent clubs conceivably could be in a blocking position to any major influxes of Asians and Hispanics. Reasons given earlier in this study include such issues as school/class overcrowding, English as a second language, concern about race conflict and gangs, prejudice, and financial costs. They are also concerned about perceived or actual drops in the already established standards to allow ethnic children to participate. These perceptions are not easily overcome, but some methods might include:

### Steps

1. Educational Activities - Encourage school administrators to provide cultural awareness and education programs to parent groups.
2. Forced Collaboration - Hispanic and Asian political groups pressuring school administrators to control parent groups, to provide education, to monitor/control class size, race relations, etc.
3. Involvement in planning for influx of immigrants.

### School Students

School students are visualized as being in a let change happen; however, creative,

progressive school administrators could capitalize on this resource by moving them to help change happen. This may be a bit idealistic, but a student body, the majority of which is tolerant/supportive of new arrivals, can be an asset. I believe that this can be done by:

#### Steps

1. Educational Activities - School provides cultural awareness programs to students.
2. Reward System - Encourage participation in cultural/student exchange programs; rewards for involvement in programs that assist new Americans.
3. Involvement in planning for influx of immigrants.

## PLANNING SYSTEM

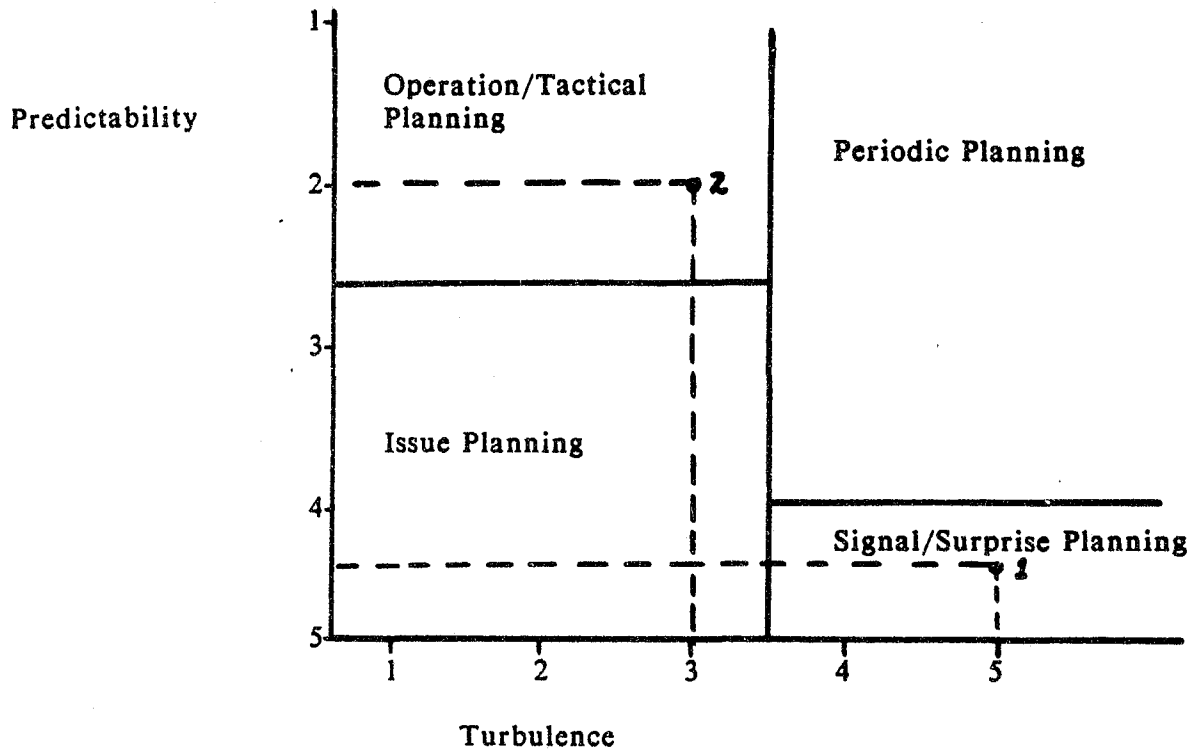
The appropriate Planning System to fit city and county Law Enforcement agencies for increases in ethnic minorities in their community would be periodic planning. Planning should be completed yearly, however, initially a minimum of five-year strategic and implementation plan should be developed. The monitoring of events relating to immigration and relocation of refugees would be important to avoid surprises that destroy periodic planning systems which result in surprise or reactionary planning. Occasionally, events in the real world result in situations not provided for in the strategic/periodic plan. The planning system would then involve the operational and/or tactical planning or sometimes surprise planning.

The dimensions an agency could use when studying their environment to determine the appropriate planning system would involve the use of a graphing system called "predictability and turbulence charting". The process involves using established values for the predictability of changing events in the environment being studied. The following dimensions and values would be used to chart the results and establish the type of planning system to utilize:

<u>Turbulence</u> <u>No. of Changes</u>		<u>Predictability (visibility)</u> <u>of Future</u>	
Number of Changes	1	Recurring	1
A few changes	2	Trend Forecast	2
Changes on a Regular Basis	3	Predictable Threats	3
Many changes	4	Partially Predictable	4
Almost Continuous Change	5	Unpredictable	5

**Predictability vs. Turbulence Environmental Dimensions**

A graphic representation of the use of this system would look like this:



Examples of how this system would be used:

1. A community/agency with many changes that were not predicted. An example would be cities and counties in the state of Florida that were suddenly impacted (surprised) by the release of prisoners by Castro from Cuba.

Turbulence            5.0  
 Predictability        4.5 (or higher)        (see chart)

Thus, surprise or signal planning is used - reactionary.

2. A community/agency with few demographic changes and predictable threats would have the following values:

Turbulence            3.0  
 Predictability        2.0                                (see chart)

Thus, operational/tactical planning is used.

## CONTROL SYSTEM - REVIEW AND UPDATE

The Chief Executive Officer of the Law Enforcement agency needs to decide upon a system to ensure control, review and update of the strategic plan. A suggestion would be the use of responsibility charting and the use of action plans covering each aspect of the strategic plan.

### TIMING:

Action Plans Progress reported quarterly (or as indicated in the Action Plan) at primary management meeting.

Strategic Plan Progress reviewed bi-annually by the task force (diagonal slice of organization plus community representatives). Task force reviews master plan with respect to all environments: political, social, economic, and technological. The Project Manager and appropriate Division Commanders provide report(s) to the Chief Executive Officer on the status of each program in the strategic plan.

### WHO:

Responsibility charting (see Appendix Page D4) would be used to assign and determine responsibility for programs.

Action Plans Assigned to Division Commanders.

Strategic Plan Assigned to the Project/Transition Manager

**VI. TRANSITION MANAGEMENT PLAN**

**MANAGEMENT STRUCTURE  
SUPPORTING TECHNOLOGIES**



## **TRANSITION MANAGEMENT**

### **MANAGEMENT STRUCTURE**

A description of the management structure that could help law enforcement agencies manage a planned transition from a community with proportionally few immigrants to a community with many would follow this format:

#### **Priority Set by Chief/Sheriff**

The Chief describes what the mission of the Police Department will be in reference to minorities/immigrants. He provides the vision - the general direction, he foresees the department taking and provides motivation and momentum to those who plan and carry out that vision. This includes a priority that all crimes motivated by race, ethnicity and religion will receive top priority investigation; that cultural awareness training will be provided to all department personnel on an ongoing basis; that the City/Police Department will not tolerate discrimination abuse or crimes motivated by race, religion or ethnic background against any of its minority and/or immigrant community members.

The Chief will also stress the hiring of minorities to achieve protected class parity within the work force. The Chief will personally set an example (model behavior) of good relationships with the minority/immigrant community.

The Chief will require his management staff to continually monitor progress on all programs involving racial, ethnic/cultural groups to ensure their success. He will take quick steps to correct deficiencies and to discipline intentional aberrations of the system.

#### **Selection of a Transition Manager and "Diagonal Slice" of the Department**

##### **Transition Managers:**

While the Chief/Sheriff is instrumental as indicated above, he must also depend upon a project/transition manager and a team of departmental personnel, (a "diagonal slice"), to see that all the components of the strategic plan are executed. These people would be

responsible not only for carrying out many of the programs/policies, but also for continually reviewing progress, brainstorming and problem resolving. The transition manager would be responsible for reporting back to the Chief, periodically, on the status of all programs.

The Chief/Sheriff will name a Lieutenant as transition manager. Initially, s/he may have to be detached from normal duties to develop all the necessary programs. Programs covered in the strategic plan would probably include cultural awareness training; networking with the minority community; RRE reporting and follow-up system. The transition/project manager would work not only with the "diagonal slice" acting as facilitator/leader but also with the minority/immigrant community, acting as liaison for the department. This would include eliciting their input and providing them with the needs assessment, etc., completed by the "diagonal slice" task force.

The transition manager will be sent to all training and planning courses necessary to carry out his/her assignment/responsibilities.

The Chief/Sheriff will select a Lieutenant who has the ability to coordinate and organize a large volume of work on multiple programs; an individual who works well (networks) with community members of all races and ethnic background.

Organizational "Diagonal Slice":

The "diagonal slice" will involve volunteer/interested employees from all levels and functions, both sworn and non-sworn, of the organization. The task force will have an appropriate name and meet frequently. The "diagonal slice", through the department structure, lends itself to getting a commitment from employees to be involved. It also involves multiple levels, backgrounds, and skills in planning and capitalizes upon the internal resources of the department.

The rationale for the structure proposed is that the chief carries the authority and uses his inspiration to see that the plans developed are implemented. The transition manager assisted by interested, "diagonal slice" members of the department is the work horse to see that the plans are developed. Involvement of the minority community elicits their input and provides them a stake in the outcome.

## **TRANSITION MANAGEMENT PLAN**

### **SUPPORTING TECHNOLOGIES**

Certain processes should be conducted to support and facilitate the transition; these processes are called supporting technologies.

#### **Environmental Analysis**

The project manager/transition manager studies the community through literature scanning, personal observations and meetings with the community to gather data for the next steps.

#### **Workshops:**

**WORKSHOP 1 -** The "diagonal slice" task force should be brought together by the Chief/Sheriff and transition manager to accomplish the following:

1. The Chief/Sheriff provides the task force with a mission (each program that should be implemented) and a vision statement. He provides a general direction and structure for the task force and reporting (control) system. It includes general statements from the minority/ethnic community representatives as to their concerns.
2. The task force brainstorms and uses NGT process to determine trends and events in the community prioritizing them, including addressing the concerns of the minority/ethnic community.
3. The task force completes a cross impact analysis of policy relevant to trends and events.

**WORKSHOP 2 -** The "diagonal slice" task force meets and:

1. Reviews cultural awareness questionnaires completed by total department.
2. Policy and program alternatives are discussed and prioritized.

The information generated is reviewed with Chief/Sheriff by transition manager. Chief and transition manager meet with minority/ethnic community (many times).

**WORKSHOP 3 -**

1. Transition manager provides feedback from Chief of Police/Sheriff and minority ethnic community.
2. Departmental resources analysis completed.
3. Community resources analysis completed.

4. Programs and procedures outlined.

**Strategy Plan and Program Reviewed**

Strategic plan and programs developed are reviewed with COP/Sheriff to include:

- Timetable for executing strategic plan;
- Control and follow-up system - monitoring, review and evaluation procedure;
- Roles of individuals - responsibility charting.

## CONCLUSION

Demographics alone do not determine the future, but demographic shifts can certainly impact upon a city and county and its law enforcement services. The future that this study forecasts is that Contra Costa County will experience a change in demography that will play a role in shaping city and county policy for the rest of the century. One of the demographic shifts discussed is that there is reason to believe there will be moderate increases of Southeast Asian and Hispanic persons into Contra Costa County.

The many events occurring in the world with respect to Southeast Asian and Latino populations will lead to increased immigration, both legal and illegal, into California and Contra Costa County. Secondary migration of those ethnic groups is also predicted to take place from Southern California to northern counties. A negative impact of these trends is the increase of crimes motivated by race, religion or ethnic background.

The report describes a "nominal" or most likely future from the standpoint of a county with increased ethnic diversity, and positive and negative factors associated with such a demographic shift. The study provides direction to cities experiencing these shifts - the right road.

Governmental bodies, city and county, must develop long-term strategic plans to compensate for shrinking public resources, while at the same time preparing for the future forecasted. The plan must address the need for affordable housing and delivery of social services to a much different population. Local government will be responsible for the design and control of social-welfare programs as the Federal Government will have phased themselves out, both financially and physically from them. New designs will involve such approaches as work-fare and a coalition of private and public agencies providing services through creative financing. The educational system will have networked with private

business and ethnic support groups to finance ESL programs so that New Americans can learn English and assimilate into mainstream Contra Costa County.

How law enforcement will arrive at this future will be through positive networking with the minority community. This will include their involvement in a coalition of city and county government officials along with representatives of the minority and majority communities, chambers of commerce, educators, organized labor, and other stakeholders. Cultural awareness training hours will be increased in the Basic Academy and added to Advanced and Executive Officer Courses. There will be mandatory reporting of crimes motivated by race, religion and ethnic background including improved investigative and victim assistance procedures. Outreach recruitment of Southeast Asian and Hispanic police personnel will be vital to law enforcement. The benefits of recruitment are to provide ethnic representatives and translators on the department; to reduce the likelihood of lawsuits and injunctions forcing affirmative action hiring and promotions; and to provide teachers and role models for the ethnic community and law enforcement.

Law enforcement in Contra Costa County in the future will emphasize a service rather than legalistic model. Agencies, because of limited resources and public demand, will change their methods of operation to focus on specific, prioritized problems in the community. This will include a progressive and positive approach to the minority population.

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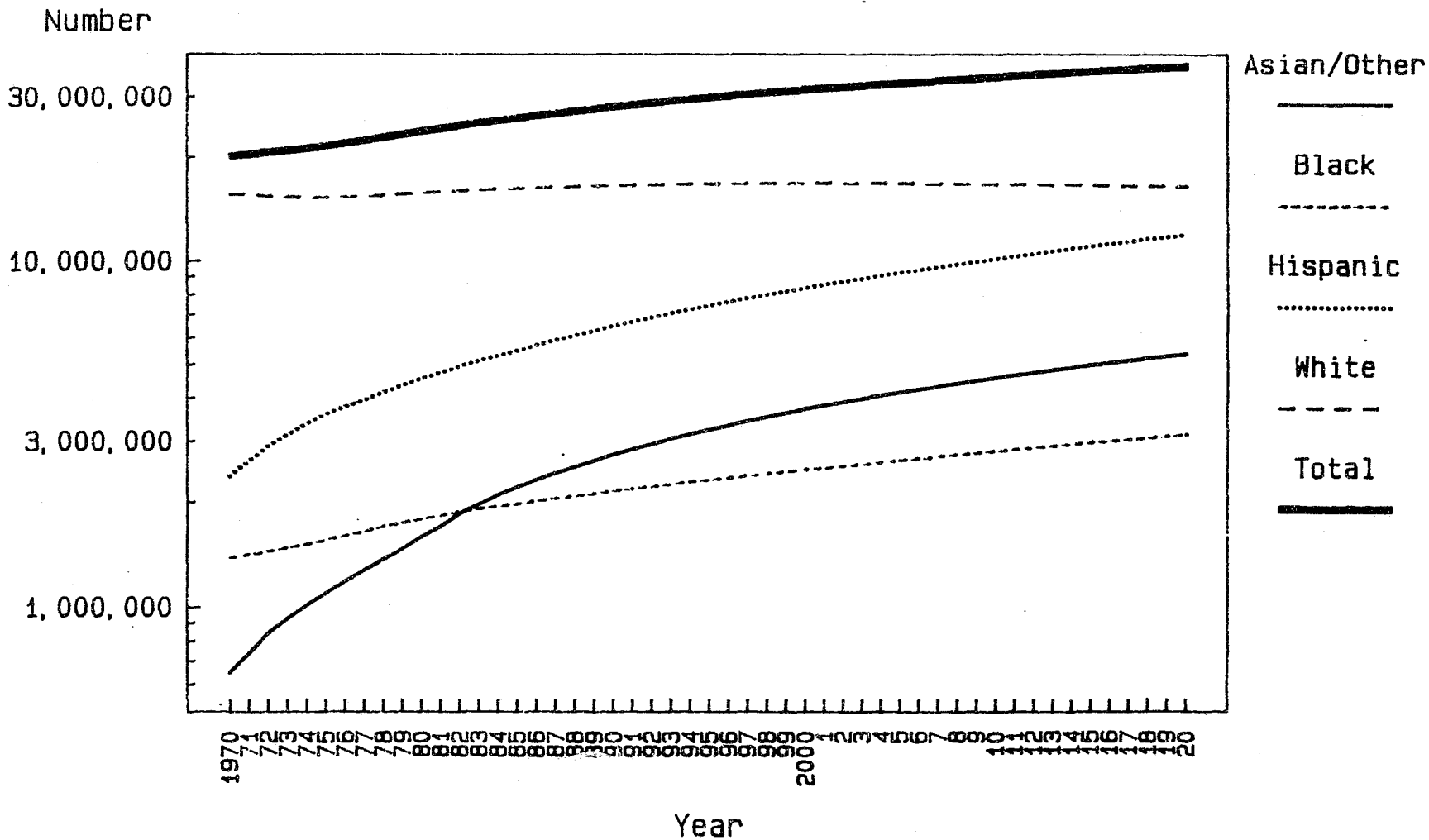
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# CALIFORNIA POPULATION, 1970 - 2020

## By Race/Ethnic Group & Total

Log Scale, 500K - 40M

APPENDIX A1



Source: State Department of Finance  
Population Research Unit  
February 1986

**LATIN AMERICAN & SOUTHEAST ASIAN  
IMMIGRANTS ADMITTED TO CALIFORNIA BY SPECIFIED COUNTRIES OF BIRTH**

Country of Birth	FY 1971 - 1976	FY 1976 - 1980	FY 1981 - 1985	TOTAL FY 1971 - 1985
<b>LATIN AMERICAN COUNTRIES</b>				
Columbia	1,602	2,933	2,924	7,459
Ecuador			445	445
El Salvador			14,694	14,694
Guatemala			1,782	1,782
Mexico	158,621	169,635	127,642	455,898
<b>TOTAL</b>	<b>160,223</b>	<b>172,568</b>	<b>147,487</b>	<b>480,278</b>
<b>SOUTHEAST ASIAN COUNTRIES</b>				
*Southeast Asian	45,000	84,011		129,011
Vietnam			28,900	28,900
Laos			13,070	13,070
Cambodian			61,762	61,762
<b>TOTAL</b>	<b>45,000</b>	<b>84,011</b>	<b>102,732</b>	<b>232,743</b>
<b>TOTAL SOUTHEAST ASIAN AND LATIN AMERICAN</b>	<b>205,223</b>	<b>256,579</b>	<b>251,219</b>	<b>713,021</b>
<b>TOTAL FROM ALL COUNTRIES</b>	<b>450,053</b>	<b>660,529</b>	<b>817,016</b>	<b>1,927,598</b>

SOURCE: Immigration & Naturalization Service  
Refugee Resettlement Program  
8/4/86

\*Country of Birth not broken down until 1981

STATE OF CALIFORNIA  
1985 CURRENT POPULATION SURVEY REPORT

EMPLOYMENT STATUS (MONTH OF MARCH; PERSONS 16+)

Civilian Labor Force:	White		Black		Other		Spanish		Total	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Employed	4,525,825	3,585,810	357,596	315,473	479,195	457,763	1,285,836	835,840	6,648,452	5,194,986
Unemployed	282,368	232,747	50,432	46,815	52,940	28,093	178,827	97,143	564,567	404,798
% Unemployed	5.9	6.1	12.4	12.9	9.9	5.8	12.2	10.4	7.8	7.2

Source: California State Census Data Center  
Department of Finance

Public School Enrollment By County-Racial & Ethnic Distribution

Total Kindergarten thru 12th Grade

1969 - 1986

COUNTY	ASIAN/ORIENTAL			HISPANIC *		
	1969	1979	1985-6	1969	1979	1985-6
CONTRA COSTA % of Total County Enrollment	2,024 1.4%	4,656 4.0%	6,557 5.7%	8,538 5.8%	8,720 7.0%	10,510 9.2%
ORANGE % of Total County Enrollment	4,089	Not Available	33,192 9.8%	34,941	Not Available	75,657 22.4%
LOS ANGELES % of Total County Enrollment	34,035 2.3%	Not Available	94,924 7.4%	264,841 18.1%	Not Available	568,500 44.3%

Total State	1969	4,559,609
Enrollment -	1979	4,068,020
All Race/Ethnic	1985-6	4,255,544
Group		

Statistics Source: 1) State of California  
Department of Finance  
Population Research Unit  
2) State Department of Education  
Bureau of Intergroup Relations

\*Spanish Surname

## PAST TRENDS

1. Availability of employment in labor and high-tech fields
2. Second migration to California
3. Federal Government effort to re-locate Southeast Asians
4. California as a "melting pot" of cultures and ethnic backgrounds
5. Political instability of Mexico and Southeast Asian countries
6. Local agency efforts to provide refuge in California
7. Increase in Hispanic population
8. Hispanic under-representation in professional and policy making decisions
9. Hispanic economic trends
10. Educational problems for Hispanic
11. Hispanic immigration into cities surrounding Concord
12. Fiscal impact for the cities
13. Emerging race relations issues
14. Hispanic unemployment trends
15. Crime trends
16. New immigration amnesty
17. Multi-lingual forms (ballots, CDL exam)
18. Multi-lingual media
19. Common border w/Mexico unenforceable
20. 1975-80 - Asians moving into Contra Costa County
  - 1) From other 8 San Francisco region counties = 7,159
  - 2) From outside regions = 7,574
21. 1975-80 - Hispanics moving into Contra Costa County
  - 1) From other San Francisco Bay region counties = 7,476
  - 2) From outside region = 5,489
22. Net migration of Hispanic origin 1975-80 = +4,540
23. Immigrants tend to locate near family & fellow countrymen
24. '76-'78 - large # of Iranian students coming to California
25. '82 to present - Iranian refugees/asylees coming to Calif.
26. 1980 - present - Afghan refugees coming to Concord
27. 1982 - Cutbacks in refugee services to minorities
28. Increase in Nicaraguan and El Salvadorian immigrants

N.G.T. PANEL - CURRENT TRENDS BRAINSTORMED

- 1 Asian Immigration
- 2/3 Socio-economic and political problems in Mexico and Central America
- 5 Shrinking fiscal resources
- 6/17 Emergency of Asian crime groups - national network; organized
- 7 Hispanic population growth
- 8/9 Changes in Hispanic labor force, education and services
- 10/11 Hispanic/Asian participation: Government; education; institutions
- 12/16 Increased racially motivated crimes and intolerance (resentment of) against Hispanics and Asians
- 13 Decreasing Hispanic minority business enterprises
- 14 Increased population density/congestion of some cities
- 15 Settled refugees sending for families
- 18 Contra Costa Co. rapid employment growth: services, retail, manufacturing
- 19 Contra Costa Co. housing - moderate cost in East and West County
- 20 Asian small business growth
- 21 Increase in residential robberies - victims and suspects Asian
- 22 Appearance of "Chinatowns" nationwide
- 23 Increasing competition for unskilled jobs
- 24 Marked decrease in Southeast Asian refugee immigration
- 25 marked decrease in Soviet refugees/immigration
- 26 Differential distribution of minorities throughout Contra Costa Co. will continue - clusterings
- 27 Conflict within immigrant families regarding Americanization

PRIOR TO MEETING

Instructions:

Please write down as many current trends and events (1987) that relate to multi-cultural/ethnic immigration of Hispanics and Southeast Asians into California - specifically Contra Costa County.

(See definitions on previous page.)

PRESENT: (List as many as you can.)

Current Trends:

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

Current Events:

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

PLEASE BRING THIS WORK SHEET TO MEETING



PRIOR TO MEETING

Instructions:

Please write down as many future/emerging trends and events you might predict relating to the issue(s) of Immigration/migration of Hispanic and Southeast to California/Contra Costa County.

Use Time Period 1987 - 2000  
(See definitions on previous page)

FORECASTS:

Future Trends

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

Future Events:

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

PLEASE BRING THIS WORK SHEET TO MEETING

PRIOR TO MEETING

INSTRUCTIONS:

Please write down as many past trends and events as possible that relate to multi-cultural/ethnic immigration/migration of Hispanics and Southeast Asians into California - specifically Contra Costa County.

CONSIDER THE PAST AS 1975 THROUGH 1986

Definitions:

"Trend" = Patterns of happenings over time.  
The curve that best describes the central tendency of a series of events over time.  
(Example - Economic Decline of Mexico)

"Event" = A discrete, one time occurrence at a moment in time (example - Castro released Cuban prisoners).

HISTORICALLY: (List as many as you can.)

Past Trends:

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

Past Events:

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

PLEASE BRING THIS WORK SHEET TO THE MEETING

NOMINAL GROUP TECHNIQUE  
PANEL MEMBERS

Lt. Dave Abrect	Garden Grove Police Department
Lt. Bob Becker	Richmond Police Department
Capt. James Strait	Monterey Park Police Department
David Still	Immigration and Naturalization Service
Peter Hirano	Planning Director City of Concord
Linda Moulton	Planning Department Contra Costa County
Janet Tompkins	Social Services Department Contra Costa County
Susan Hootkins	Association of Bay Area Governments
Wayne Luk	Center for Southeast Asian Refugee Resettlement
Vu-Duc Vong	Center for Southeast Asian Refugee Resettlement
Guity Kiani	Center for New Americans, Concord
Richard Lujan	Mexican American Political Association

February 5, 1987

TO:

FROM: Robert Shusta, Concord Police Lieutenant  
(415) 671-3258

SUBJECT: Meeting -

February 24, 1987  
0830 - 1630  
Concord Police Academy  
5060 Avila Road, (See Map Enclosed)

LUNCH PROVIDED

I wish to thank you for agreeing to participate in this research project - "A Model Plan for Cities Experiencing Multi-Cultural Impact."

To expedite the group processes, I have enclosed three (3) worksheets to be completed prior to the meeting.

AGENDA

0800 - 0930 - Introductions of participants and project

0930 - Noon - Trends prioritized and plotted  
Events prioritized and plotted

Noon - Lunch Provided

1300 - 1500 - Cross Impact Analysis

1500 - 1600 - Policy Development

1600 - 1630 - Wrap-up

- Discussion of Direction

. Scenarios Development

Again, I wish to thank you for your willingness to participate in this project and look forward to seeing you on February 24, 1987.

# City of Concord

PHONE: (415) 671-

December 23, 1986

## CITY COUNCIL

Ronald K. Mullin, Mayor  
Colleen Coll, Vice Mayor  
June V. Bulman  
Diane Longshore  
Stephen L. Weir  
Michael T. Uberuaga, City Manager

RE:           A Research Project -  
              "A Model Plan for Cities Experiencing  
              Multi-Cultural Impact"

### Meeting

February 24, 1987  
0830 - 1630  
Concord Police Department  
Willow Pass @ Parkside  
(415) 671-3258

Dear

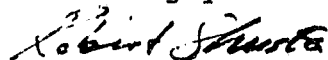
I am pleased you will be assisting me as a panel member on this research project. An executive summary of the project is attached. The first meeting will take place as indicated above. I will provide you a summary of historical and demographic data to review prior to February 24.

The purpose of this panel is to review the history and demographics of immigration in California. We will then brainstorm the trends and events relating to immigration. The panel will also assist in discussions of policy and service implementation to meet the anticipated influx of immigrants to Contra Costa County. The final panel process will be the development of future scenarios and policies.

From the information we generate, I will prepare a strategic and transition management plan that could be used as a model for any California city experiencing multi-cultural impact.

Copies will be available to all participants.

Thanking you in advance.



Robert Shusta, Lt.  
Concord Police Department  
(415) 671-3258

NGT WORKSHOP 02/24/87

AGENDA

- 0800 - 0830 - Coffee
- 0830 - 0900 - Introductions of Participants
- Appreciation For Time and Willingness to Participate - Multiple Backgrounds/Agencies and Organizations
  - Important That Each Provide Insights
  - Introduction of Project
    - From Proposal - Overview
    - "A Model" - City/County
  - Process: Project Must Follow Specific Format:
  - Problem Structure - (Overhead)
  - Model For Applied Futures Research - (Overhead)
  - Futures Wheel - (Overhead)
  - NGT - (Flipchart)
  - Charting Forecasts. - Assist From Dr. Dowell
  - Policy Generation
- 0900 - 0930 - Discussion/List on Flipchart
- Past Trends & Events (Reference Point)
    - Use Steep Typology
  - Current Trends & Events
    - Same
- 0930 - Noon - Trends Prioritized & Plotted
- Events Prioritized & Plotted
- Noon - Lunch
- 1300 - 1500 - Cross Impact Analysis
- 1500 - 1600 Policy Development
- + Add to Matrix
- 1600 - 1630 - Stakeholders/Snaildarters
- Critical Mass
- 1630 - Open discussion - Services Needed
- Concerns
  - Wrap-up
  - Assist on Scenarios/DELPH:
  - Another Meeting

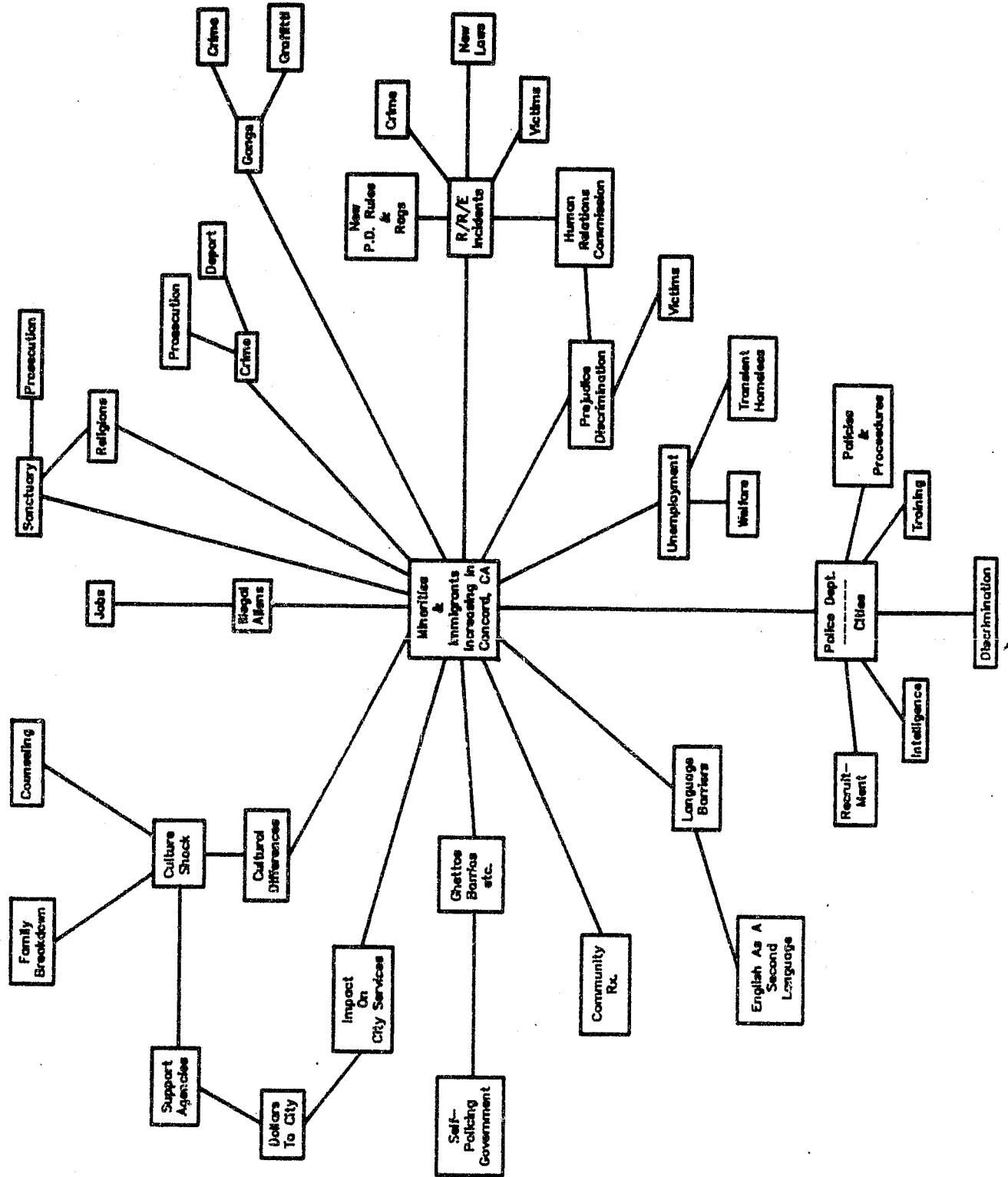
**SCHOOL ENROLLMENT - 1986**  
**LIMITED ENGLISH PROFICIENT**  
**KINDERGARTEN THRU 12TH GRADE**

<u>Language</u>	<u>State Total</u>	<u>Contra. Costa County</u>
Spanish	413,224	2,505
Vietnamese	30,592	398
Cantonese	19,784	132
Korean	9,927	107
Filipino/Tagalog	13,450	353
Portuguese	2,508	58
Mandarin	7,250	157
Japanese	3,946	66
Cambodian	13,907	2
Lao	8,959	254
All Other	<u>44,017</u>	<u>1,150</u>
TOTAL:	567,564	5,182
		.9% of State

Source: California State Department of Education  
 Bilingual Education Office



# FUTURES WHEEL



## N.G.T. PANEL - TRENDS FORECAST

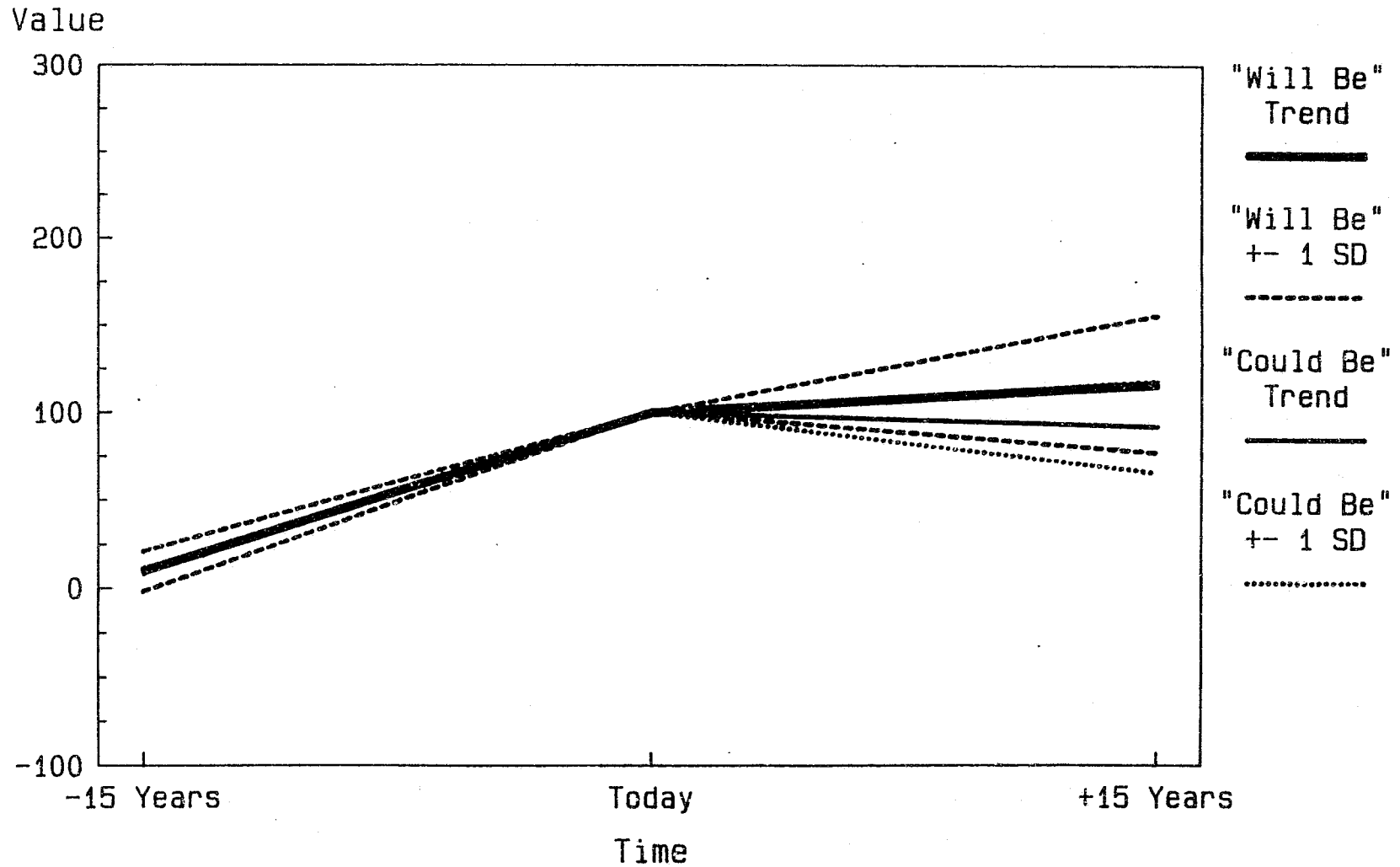
- \* Increasing minority population (non-white) throughout state
- \* Employment growth in service, retail trade & manufacturing
- \* Financial difficulties for Gov't social programs
- \* Immigrants more self supporting
- \* Political voting block of Southeast Asian people
- \* Continuing problems with housing
- \* Contra Costa Co. greater Asian/Hispanic participation on City Councils
- \* Growth of Asian small businesses
- \* Decreasing numbers of refugees & increasing numbers of immigrants
- \* Contra Costa Co. will have localized growth
- \* Current refugee programs phasing out
- \* Land use trends will involve increased density
- \* Asian organized crime networks will come to Contra Costa Co.
- \* Higher transportation costs (to individuals)
- \* Continued development of Southeast Asian/etc. cultural centers
- \* Continued traffic congestion problems
- \* Growth control efforts will increase
- \* Restricted immigration in Western Europe and Canada
- \* A white backlash as minority economic interests grow
- \* Newly legalized immigrants will greatly impact Contra Costa Co. Health and Welfare systems
- \* Formula for "New Society" developing in San Francisco Bay Area
- \* Greater need for mental health services for minorities
- \* Increased immigrant street crime
- \* Decline in Bay Area agricultural industry
- \* Increase in Asian successes in newspaper
- \* Increase in number of unskilled labor pool due to 1986 immigrants
- \* Aging mono-lingual (non-English) population service demands
- \* Hispanic labor force, increase
- \* Increased numbers of Southeast Asian youth
- \* More job opportunities by literate bilingual people in public institutions, private corporations
- \* Different age structure that impacts service needs
- \* Greater demands for rights
- \* Increasing influence of Pacific rim countries on our economy
- \* Future political instability in Mexico
- \* Second generation becoming professionals
- \* Changes in affirmative action policies and enforcement
- \* Job displacement due to "workfare"
- \* Development and use of S.A.V.E. program by Gov't and social service agencies
- \* Growth in Asian and Mexican prison gangs
- \* White collar crime increases
- \* Schools to address cross cultural understanding
- \* Increased need for L. E. cultural/language training
- \* Small scale targeted agricultural increase
- \* Continuation of roving Southeast Asian gangs without geographical base
- \* Media perception/presentation of Hispanic & Asian people improves

FINAL VOTE

CANDIDATE TREND	For purposes of planning, how valuable would it be to have a really good long-range forecast of the trend?				
	Priceless	Very Helpful	Helpful	Not Very Helpful	Worthless
1. #1 Asian Immigration	1	8	3		
2. #5 Shrinking Fiscal Resources	6	4	2		
3. #6 Emergence of Asian Crime Groups	3	7	2		
4. #7 Hispanic Population Growth	4	3	6		
5. #10 Hispanic & Asian Participation & #11 in Government, Education, etc.		5	7		
6. #12 Increased Racially Motivated Crime	3	7	2		
7. #18 Contra Costa County - Employment Growth	2	4	6		
8. #20 Asian Small Business Growth	1	1	10		
9. #23 Increasing Competition for Unskilled Job		6	5		
10. #27 Conflict Within Immigrant Families Regarding Americanization	1	6	5		
11.					
12.					
13.					
14.					
15.					

# TREND # 1 - ASIAN IMMIGRATION

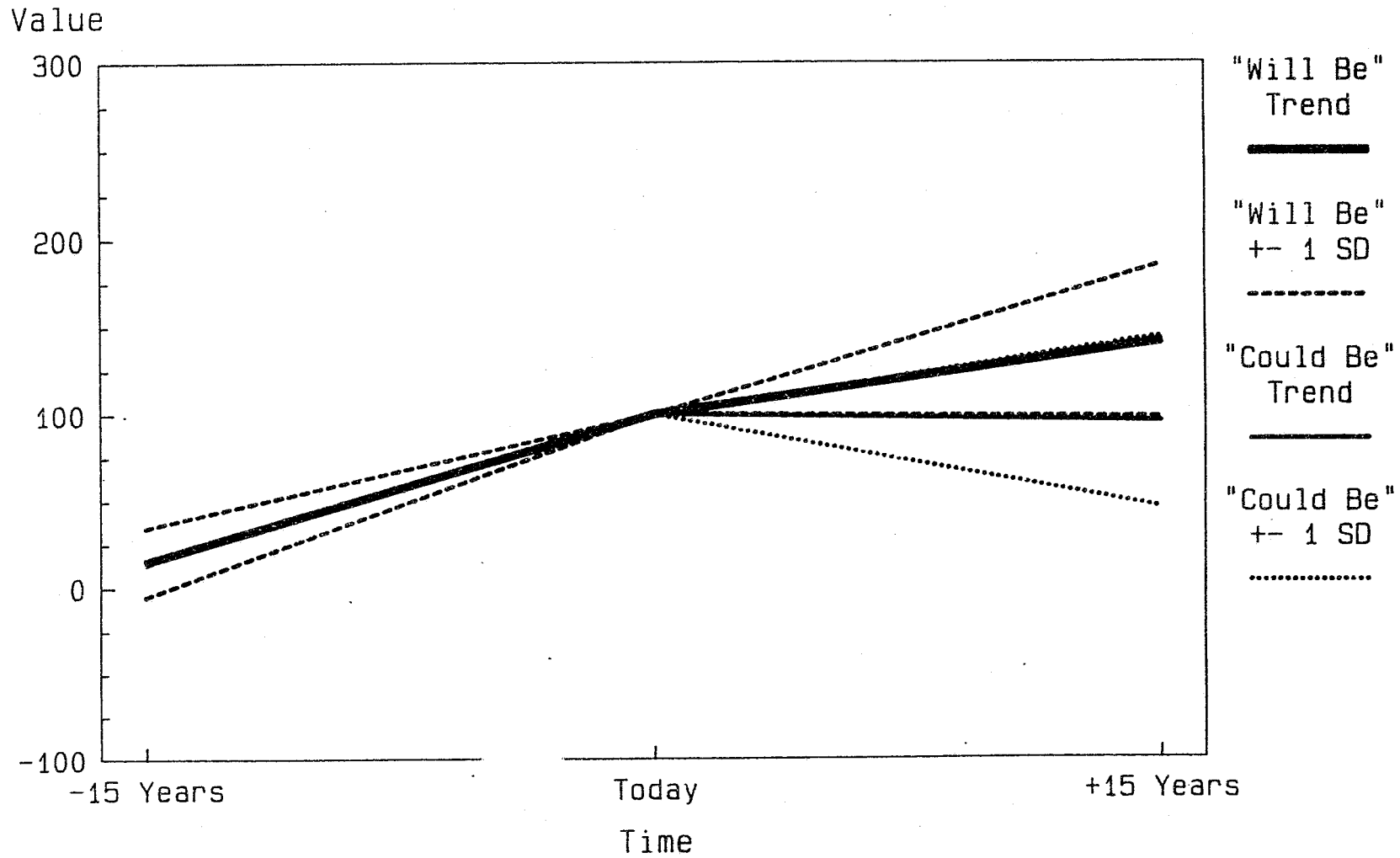
15 Years Ago, Today & 15 Years Hence  
Trends With 68% Confidence Bands



# TREND # 5 - SHRINKING FISCAL RESOURCES

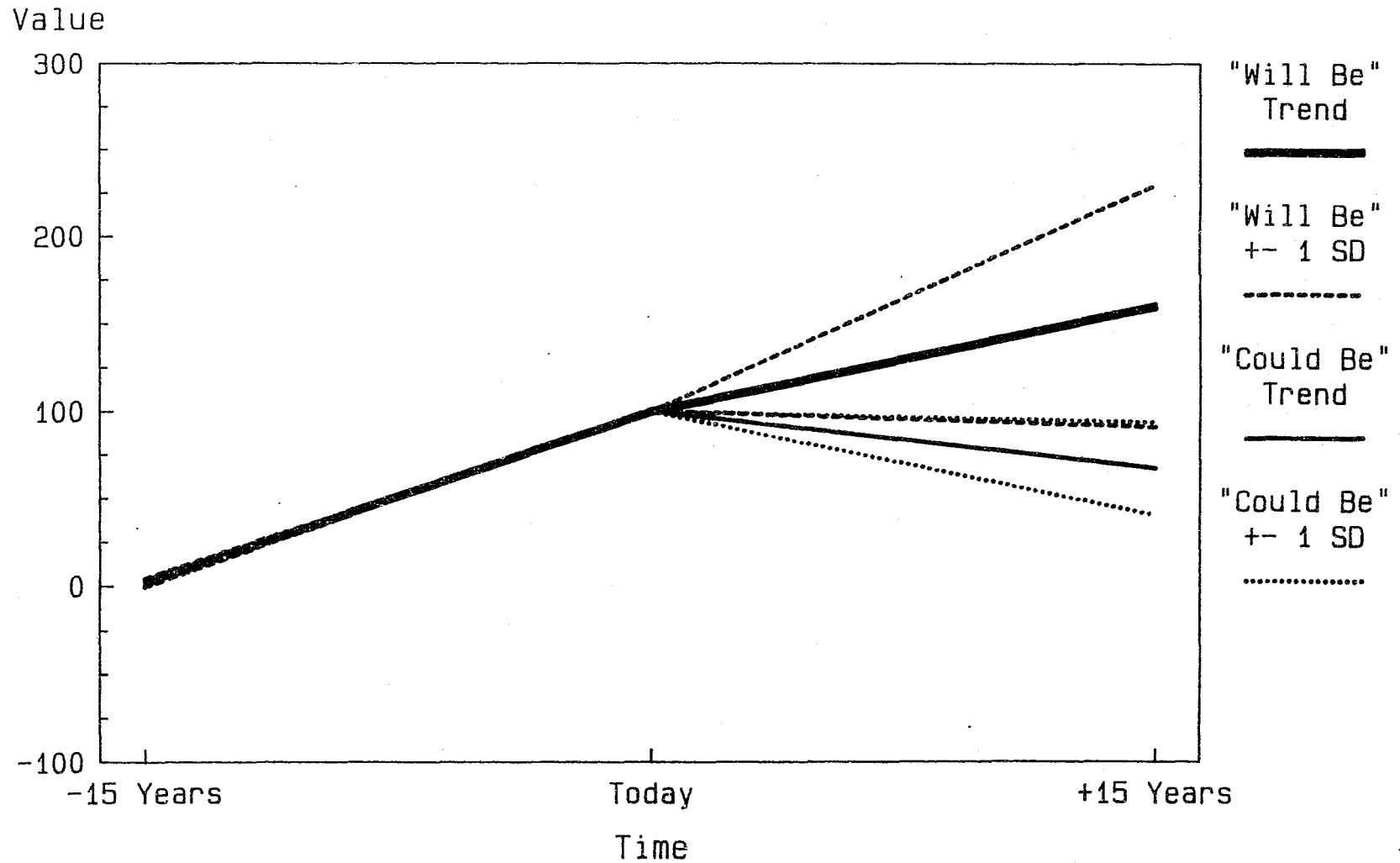
15 Years Ago, Today & 15 Years Hence  
Trends With 68% Confidence Bands

APPENDIX C6



# TREND # 6 - EMERGENCE OF ASIAN CRIME GROUPS

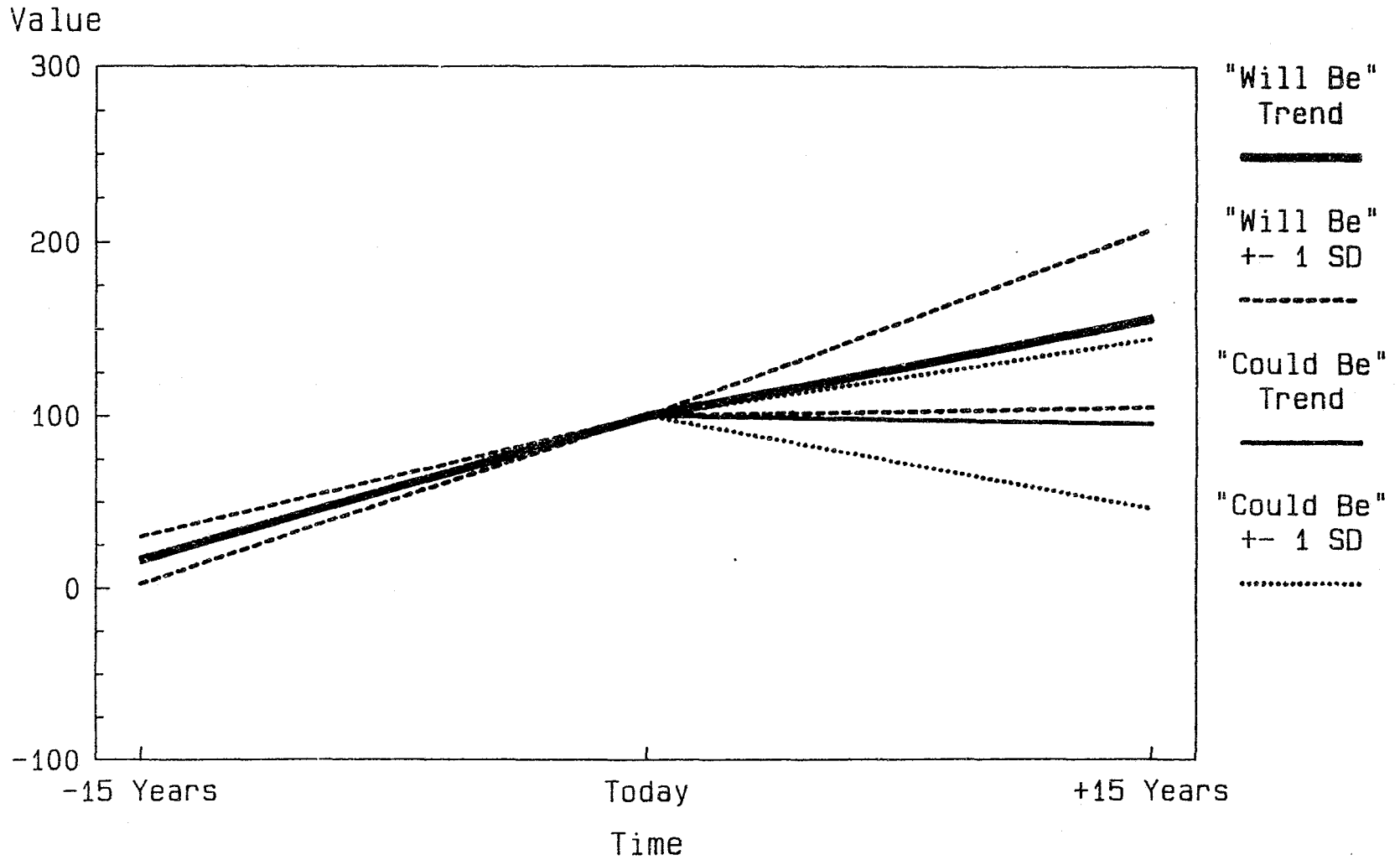
15 Years Ago, Today & 15 Years Hence  
Trends With 68% Confidence Bands



APPENDIX C7

# TREND # 12 - INCREASED RACIALLY MOTIVATED CRIME

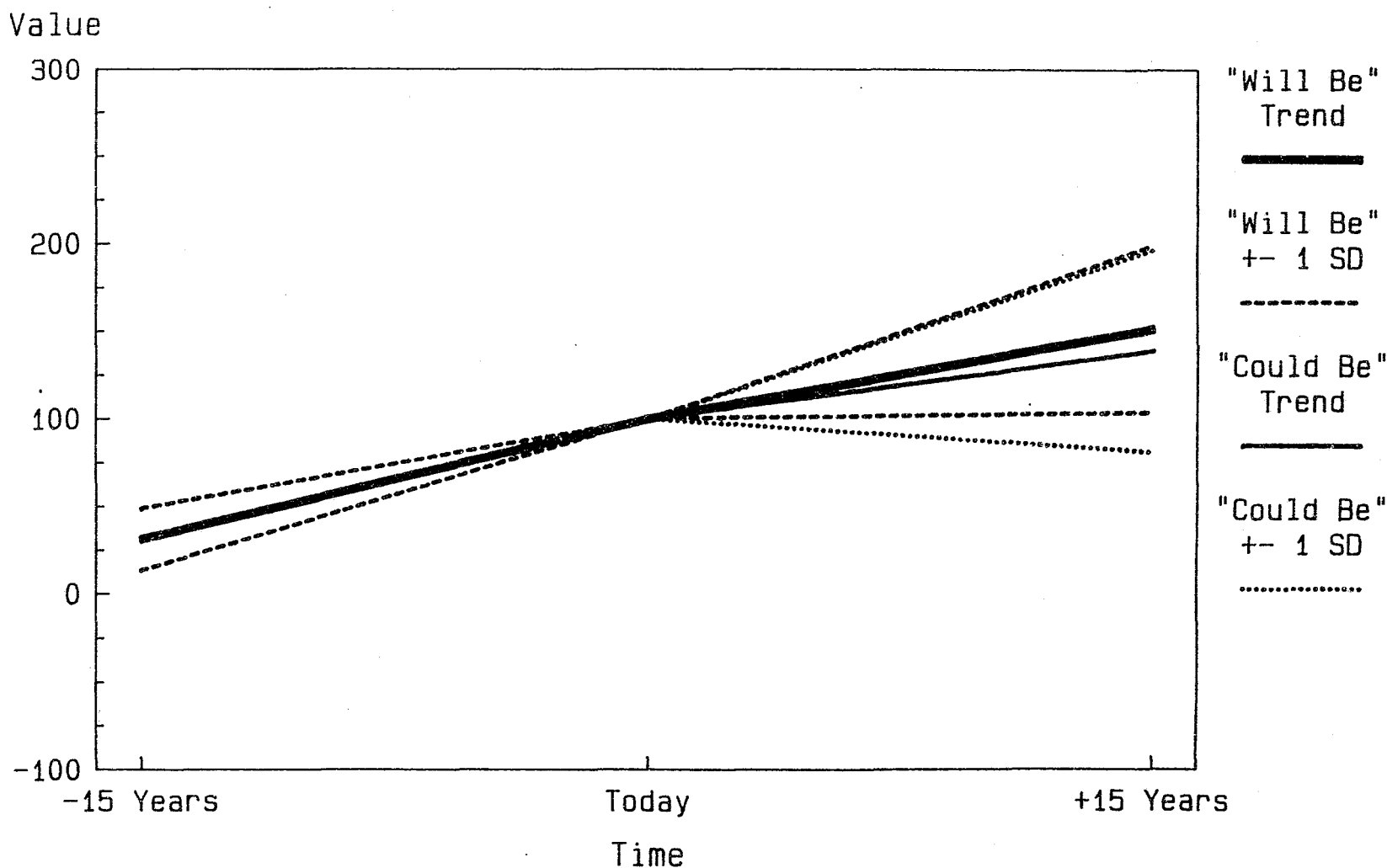
15 Years Ago, Today & 15 Years Hence  
Trends With 68% Confidence Bands



APPENDIX C8

# TREND # 18 - CONTRA COSTA CNTY EMPLOYMENT GROWTH

15 Years Ago, Today & 15 Years Hence  
Trends With 68% Confidence Bands



APPENDIX C9



## PAST EVENTS

1. 1980 census - 60,000 Hispanics in Contra Costa County
2. 1985 status of Hispanics in California education - less than 6% of teacher workforce
3. Under-representation of Hispanic professionals in county/-city agencies
4. 1985 - Hispanics comprise 28% of California's K-12 enrollment
5. Largest rate of school drop out (45%) for Hispanics
6. INS sweeps in Calif. and Contra Costa County 1982-84
7. 1984 - 57,000 new arrivals from Mexico
8. 1965 - 85 - people admitted to U. S. doubled. over same period, # of illegal aliens increased
9. 1980 California Hispanic population - median age - 23.1 yrs
10. North Vietnamese invasion of Cambodia - takeover of Laos
11. People left Vietnam and Cambodia, Laos, after war ended
12. Civil war in Nicaragua/El Salvador
13. Earthquakes in Mexico/Central America
14. Political repression in Indo-China
15. 1975 - Fall of Saigon
16. 1977 - Mass refugee to U. S. from Southeast Asia
17. 1978 - Boat people
18. 1979 - Afghanistan's problem
19. 1982 - Cut back in U. S. Government funding
20. 1979 - Iran revolution
21. 1980 - Muriel Cuban boat lift

### N.G.T. - FUTURE EVENTS BRAINSTORMING

- \* A no-growth policy - local legislation
- \* Tax Increase; repeal of Prop. 13
- \* Change in County welfare policy restricting benefits
- \* 1997 - Hong Kong returned to P.R.C.
- \* Amalgamation of cities to solve problems
- \* By 1995 - AIDS crisis peaks
- \* Availability of NWS land for development
- \* Establishment of county-wide Asian/Hispanic crime task force
- \* The Federal Gov't in Mexico goes bankrupt (now)
- \* First Asian police chief by 1997 - Contra Costa Co.
- \* Cities and counties mandated to provide employees with cultural awareness training
- \* Extension of BART to Antioch
- \* A lawsuit enforcing affirmative action practices city/county
- \* Future City Council dominated by "Minorities"
- \* Severe labor shortage by 1995
- \* Federal money to mitigate immigration impact
- \* Creation of user fees to benefit L. E. - city/county
- \* Regionalization of county-wide L. E.
- \* Next election in Mexico for president - positive or negative impact/results
- \* Sealing the U. S./Mexican border
- \* Interaction/alliance with sister city in Mexico
- \* Declaration of open U. S./Mexican border
- \* Off-shore oil development in N. California - energy crisis
- \* Mandatory race/religious/ethnic crime reporting

### N.G.T. PANEL - CURRENT EVENTS BRAINSTORMING

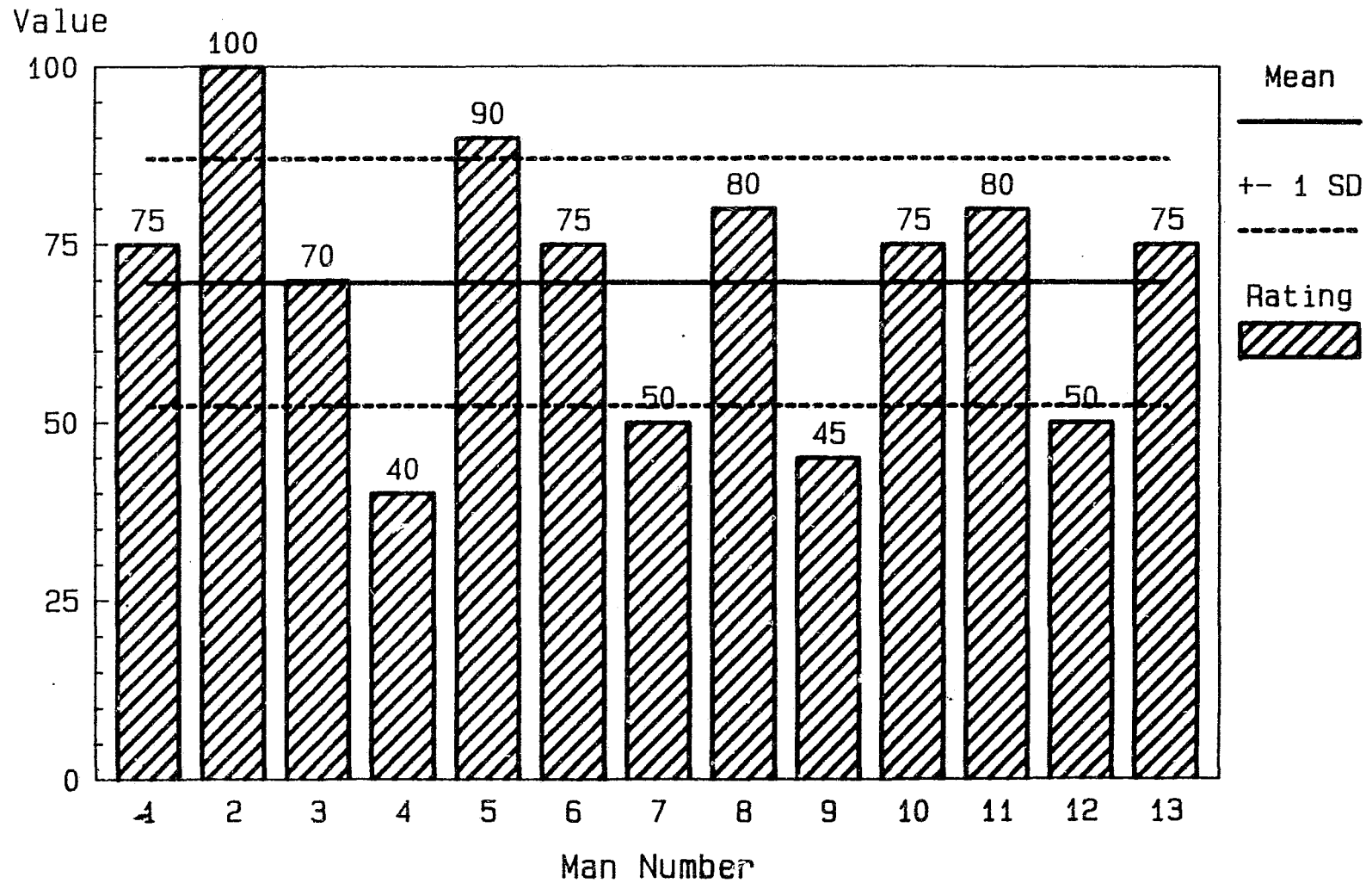
- \* English as a state language
- \* L. A. Times report - refugee welfare fraud (50%?)
- \* New U. S. Immigration Law ('86)
- \* Contra Costa Hispanic population - 106,000
- \* Congestion/overcrowding: schools, traffic, residential areas
- \* 1986: 50% Mexican (Mexico) unemployed
- \* 1986: 35% of Hispanic immigrants living in California
- \* Mexican-American Legal Defense E Fund suits filed against 1986 Immigration Law

EVENT EVALUATION FORM

EVENT CANDIDATE CONTRA COSTA COUNTY	Probability		NET IMPACT ON THE ISSUE (-10 TO +10)	NET IMPACT ON LAW ENFORCEMENT (-10 TO +10)
	By 1995 (0-100)	By 2000 (0-100)		
# 2 Tax Increase	68	79	+6.4	+7.8
# 1 Growth Restricted	70	82	+0.7	+5.2
#14 Mandated Cultural Awareness Training	83	91	+7.0	+7.4
#13 Lawsuit Enforcing Affirmative Action	62	62	+4.5	+2.1
#27 Mandated Race, Religious & Ethnic Crimes Reporting	82	82	+3.8	+6.8

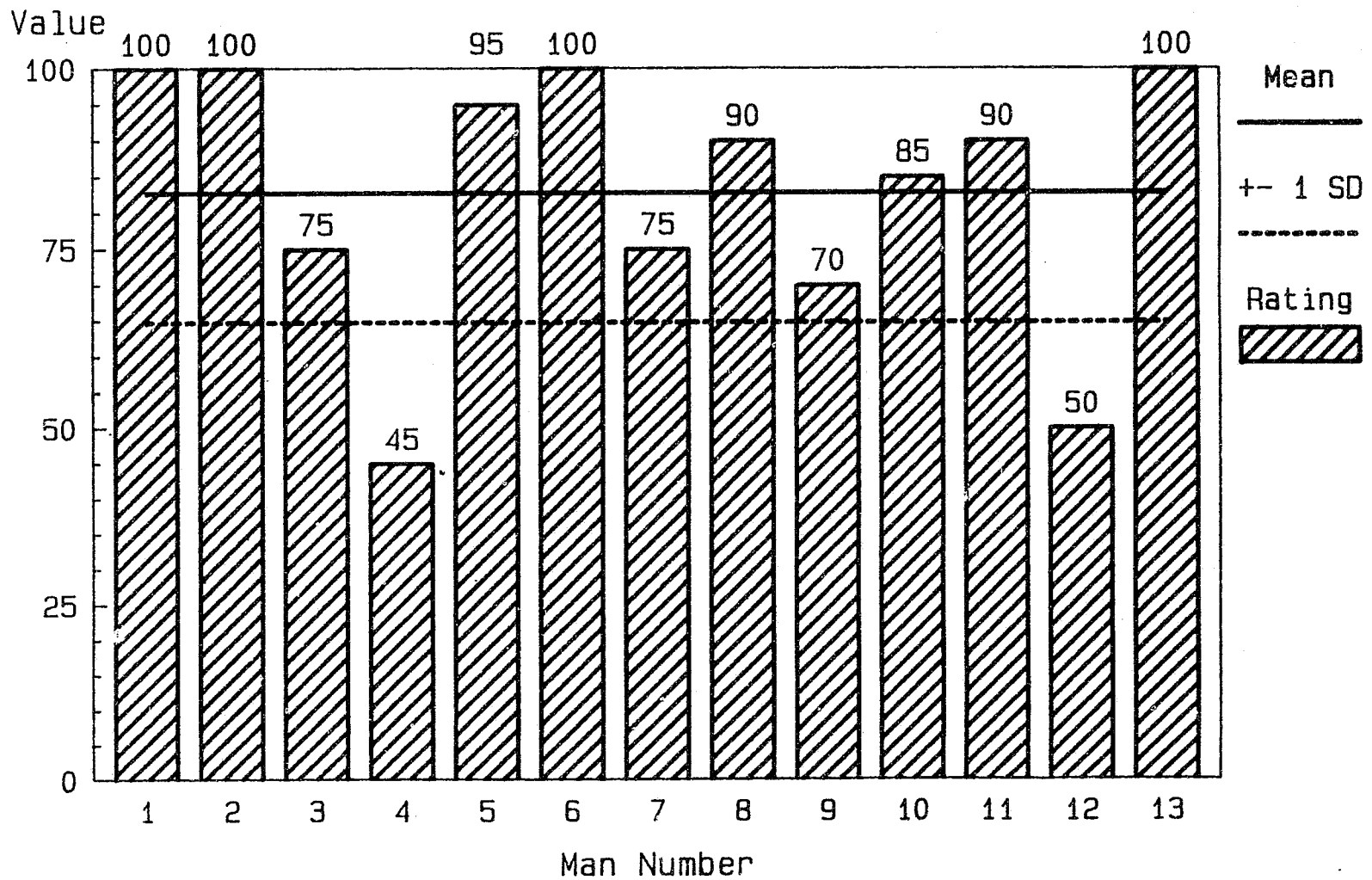
APPENDIX C12

**EVENT # 1 - GROWTH RESTRICTED**  
**Probability Of Occurrence By 1995**  
**With 68% Confidence Band**



Mean=69.62  
 Sd=17.37

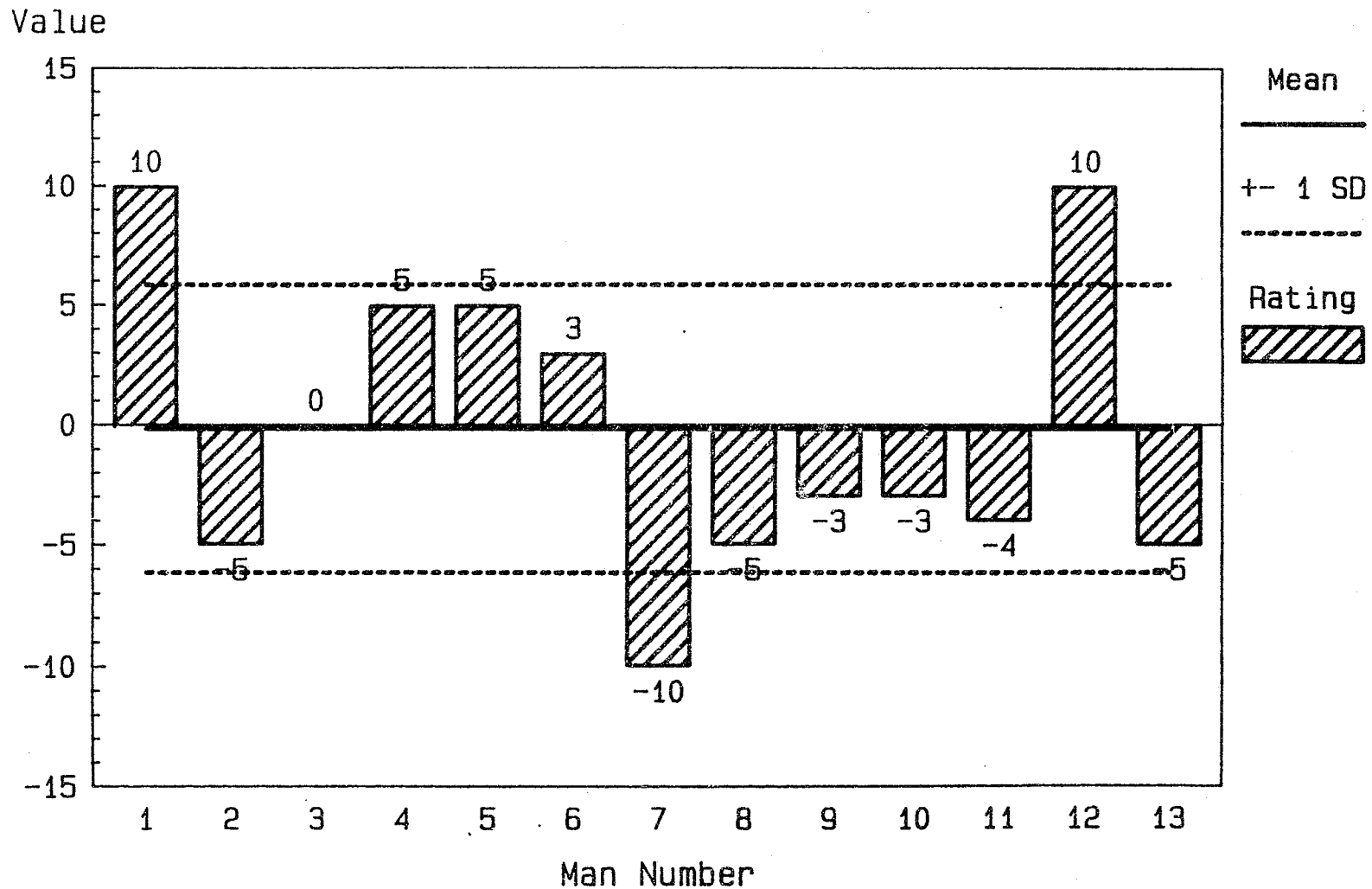
**EVENT # 1 - GROWTH RESTRICTED**  
**Probability Of Occurrence By 2000**  
**With 68% Confidence Band**



Mean=82.69  
 Sd=18.04

# EVENT # 1 - GROWTH RESTRICTED

Net Impact On The Issue Area  
With 68% Confidence Band

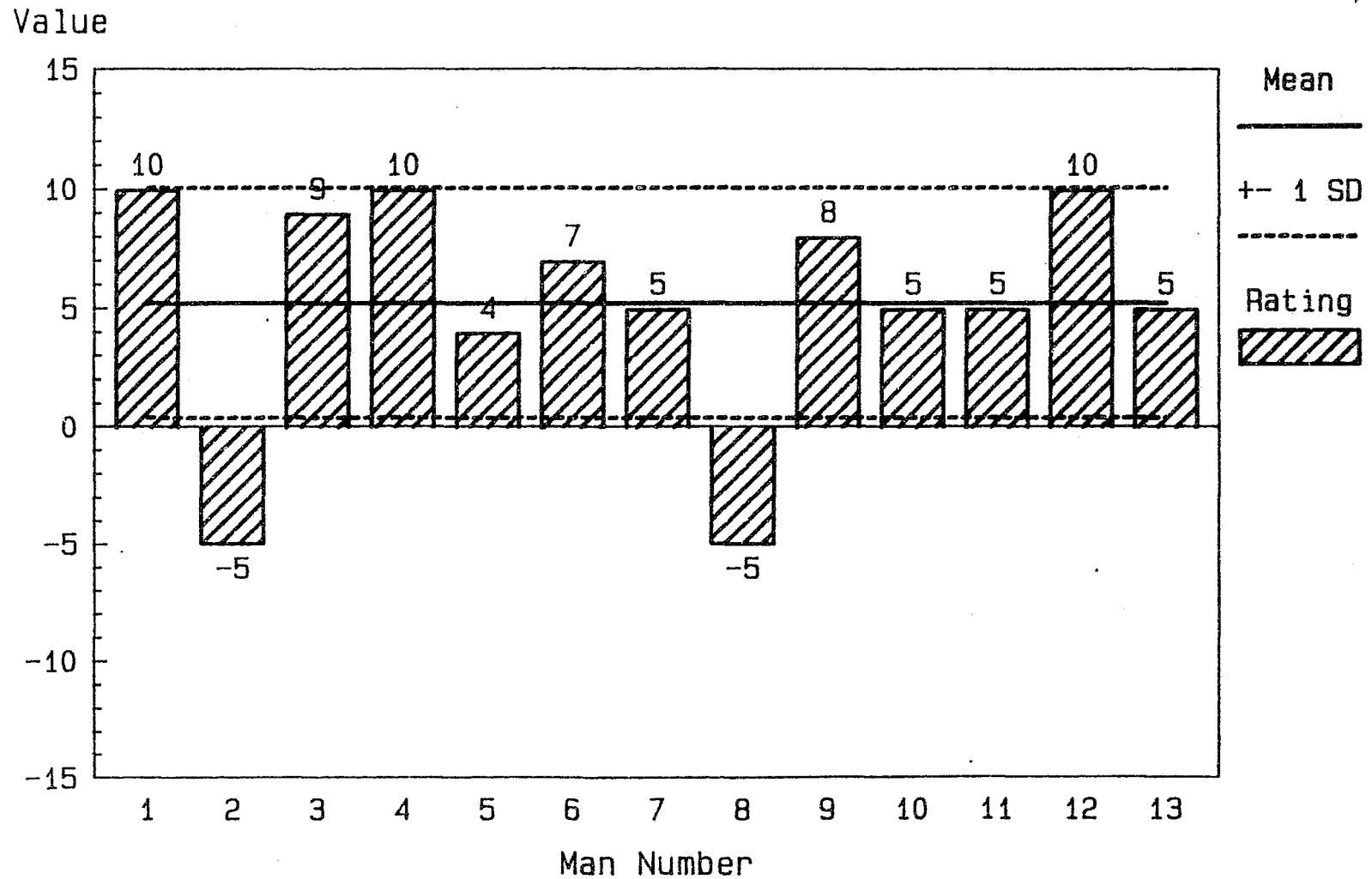


APPENDIX C15

Mean=-0.15  
Sd=6

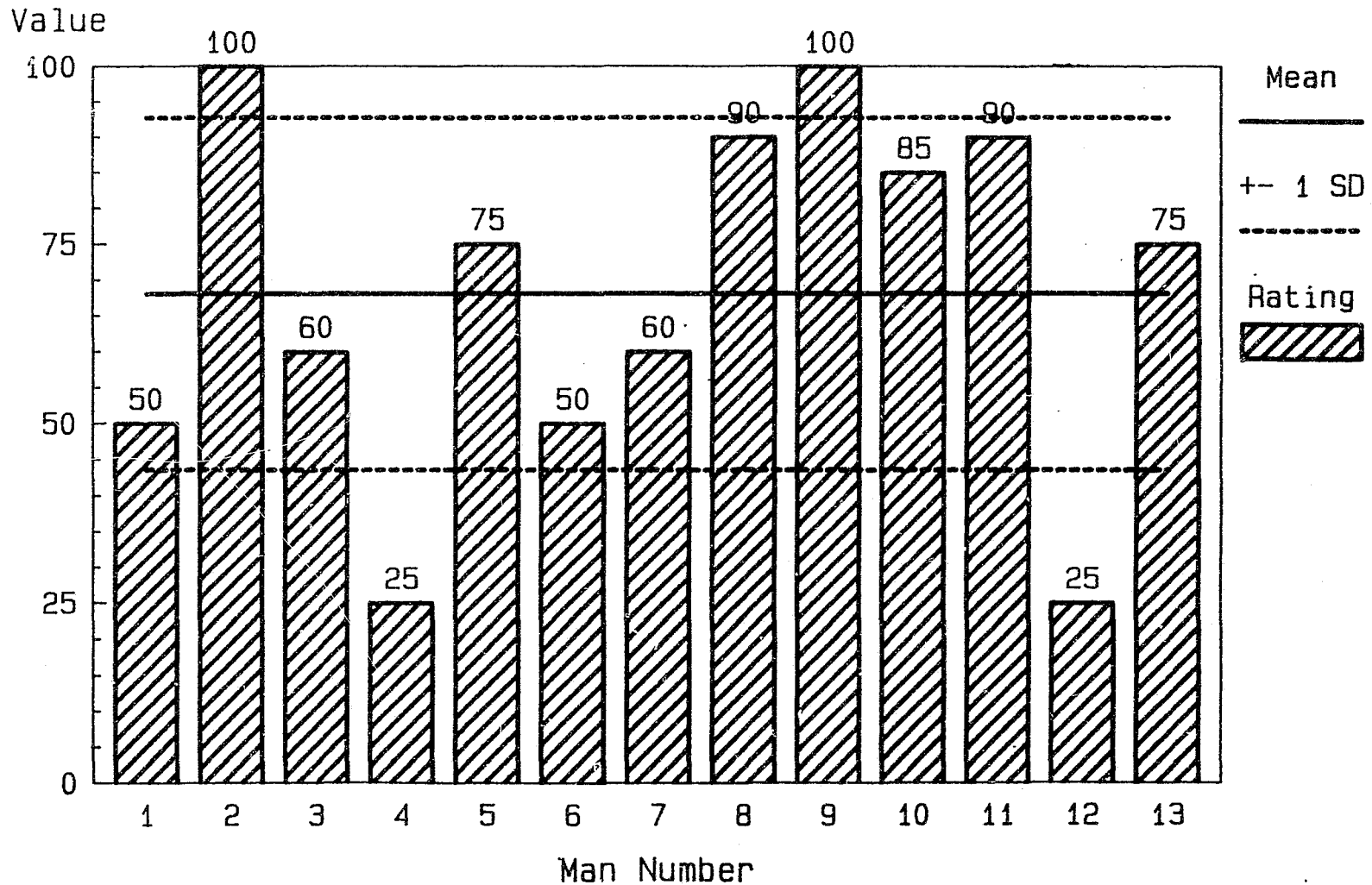
# EVENT # 1 - GROWTH RESTRICTED

## Net Impact On Law Enforcement With 68% Confidence Band



Mean=5.23  
Sd=4.84

**EVENT # 2 - TAX INCREASE**  
**Probability Of Occurrence By 1995**  
**With 68% Confidence Band**

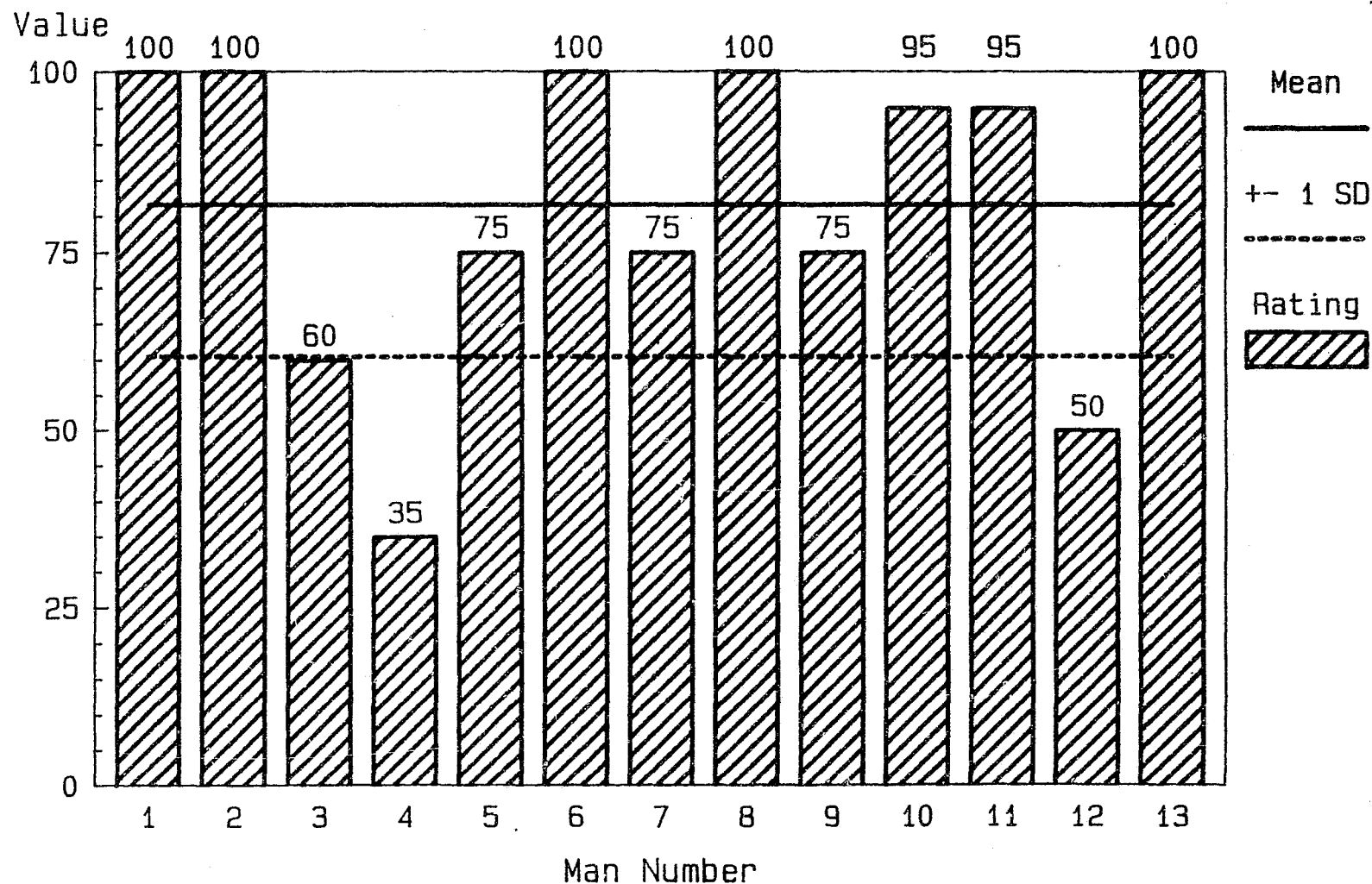


Mean=68.08  
 Sd=24.62



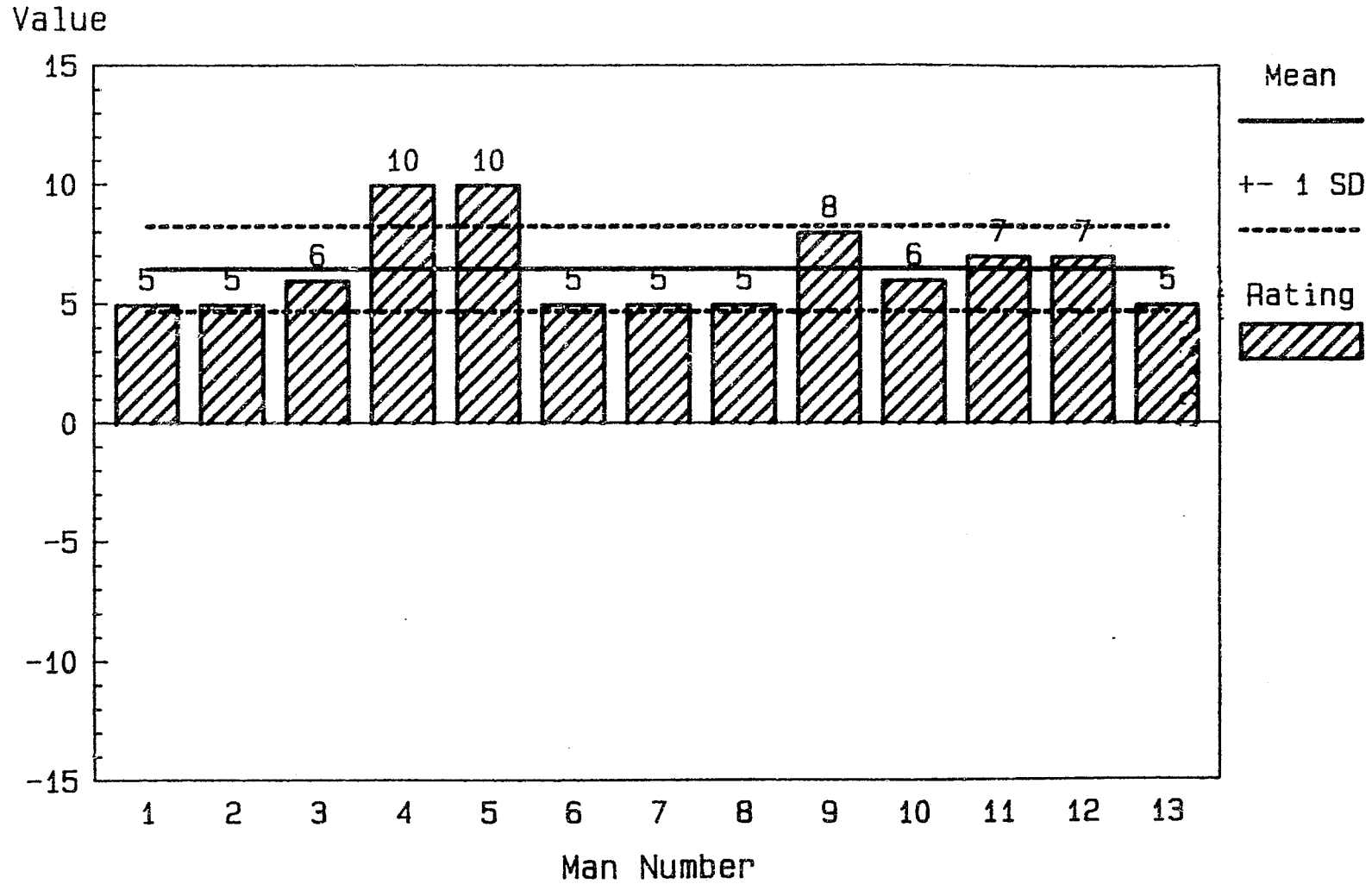
# EVENT # 2 - TAX INCREASE

## Probability Of Occurrence By 2000 With 68% Confidence Band



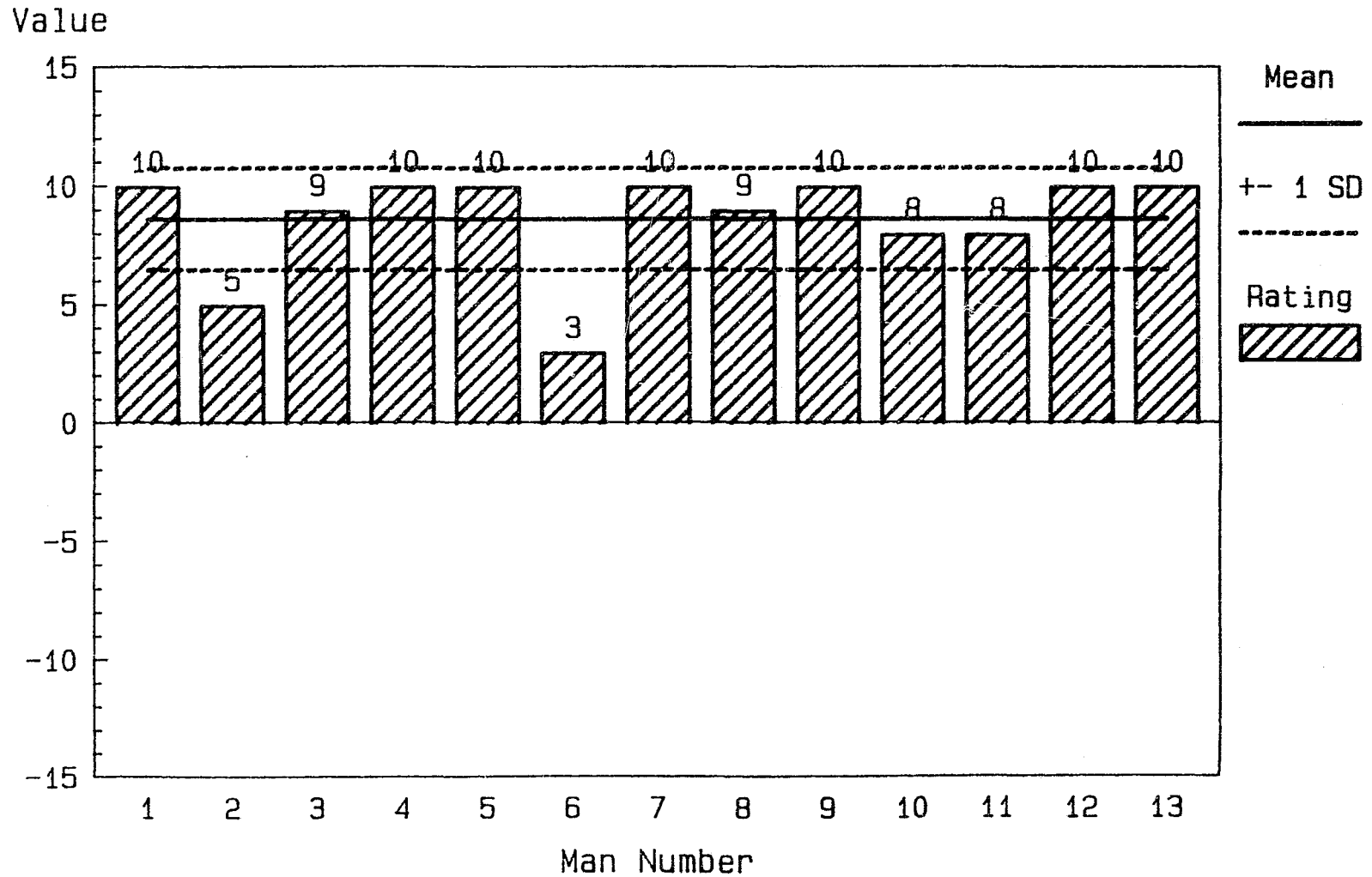
Mean=81.54  
Sd=21.16

**EVENT # 2 - TAX INCREASE**  
 Net Impact On The Issue Area  
 With 68% Confidence Band



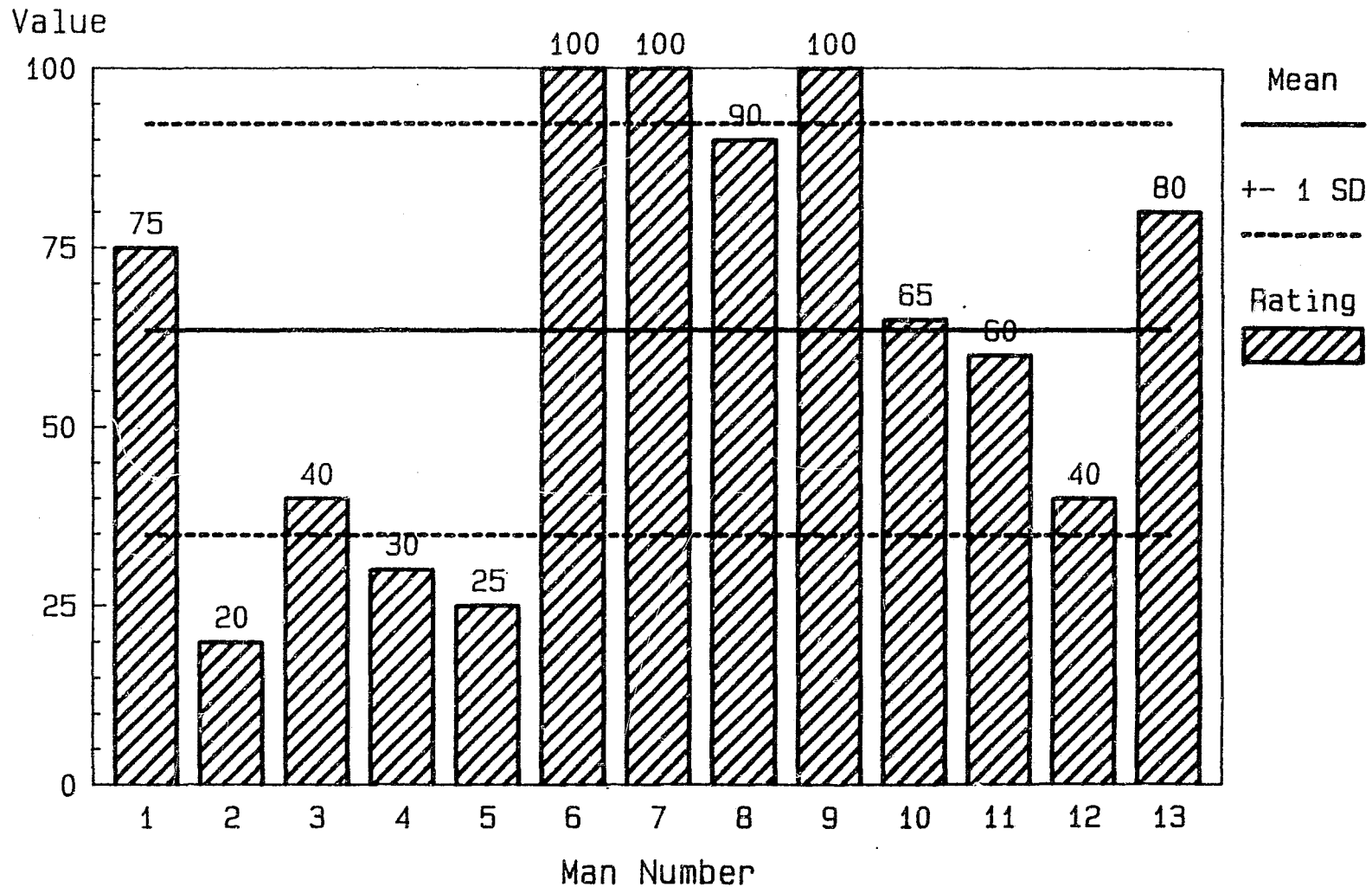
Mean=6.46  
 Sd=1.78

**EVENT # 2 - TAX INCREASE**  
Net Impact On Law Enforcement  
With 68% Confidence Band



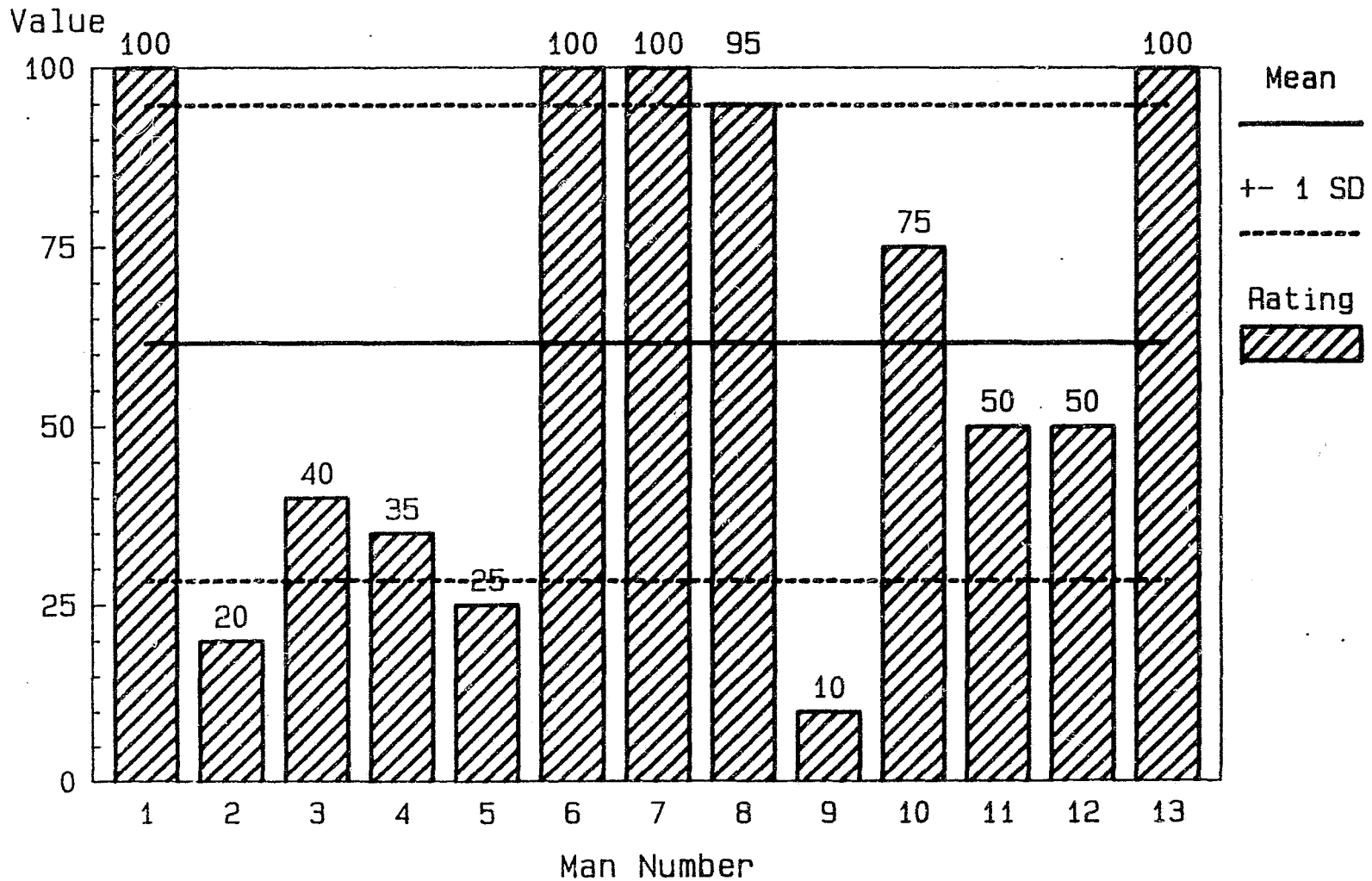
Mean=8.62  
Sd=2.13

**EVENT # 13 - LAWSUIT ENFORCING AFFIRM. ACTION**  
**Probability Of Occurrence By 1995**  
**With 68% Confidence Band**



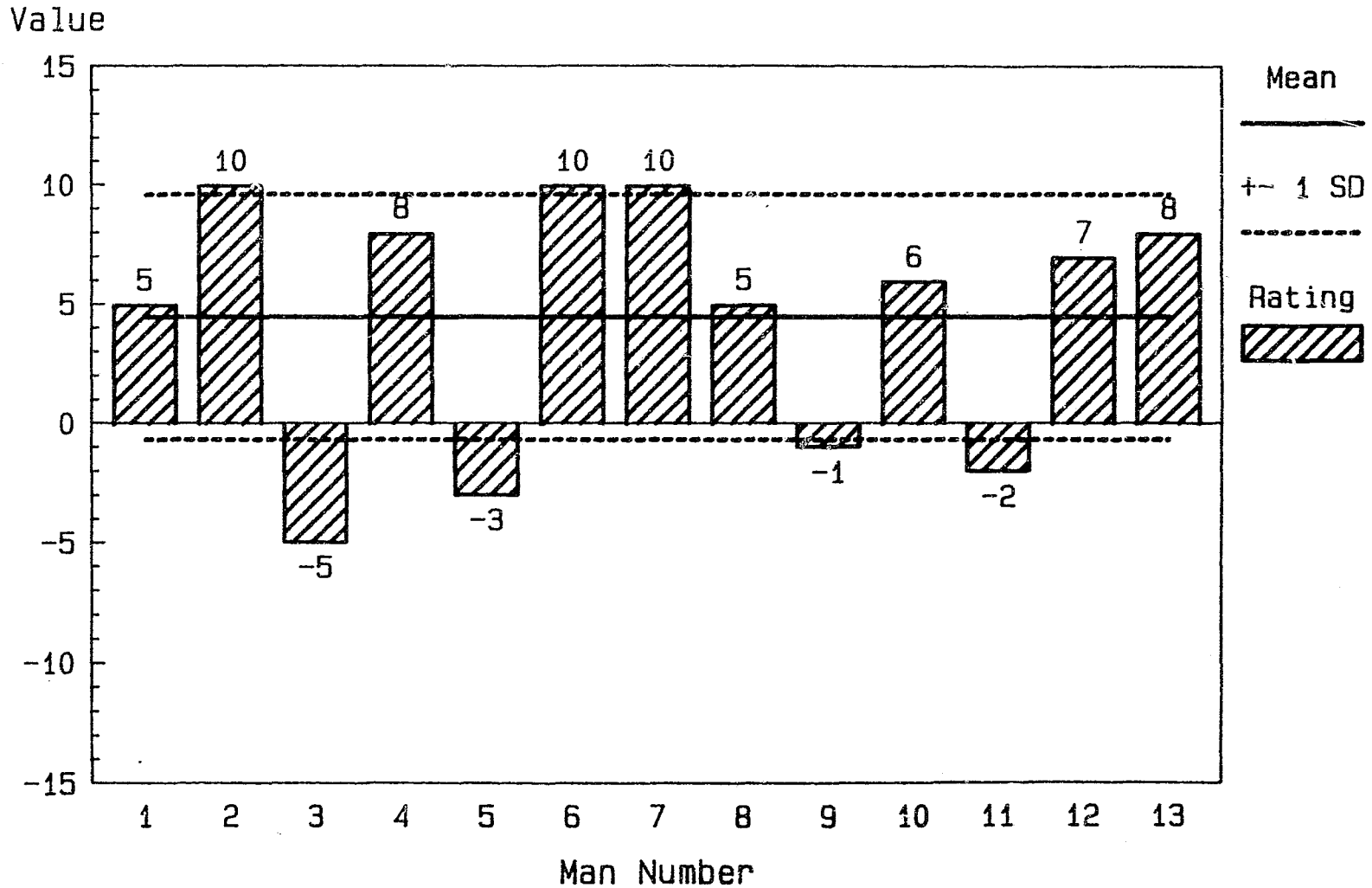
Mean=63.46  
 Sd=28.72

**EVENT # 13 - LAWSUIT ENFORCING AFFIRM. ACTION**  
**Probability Of Occurrence By 2000**  
**With 68% Confidence Band**



Mean=61.54  
 Sd=33.25

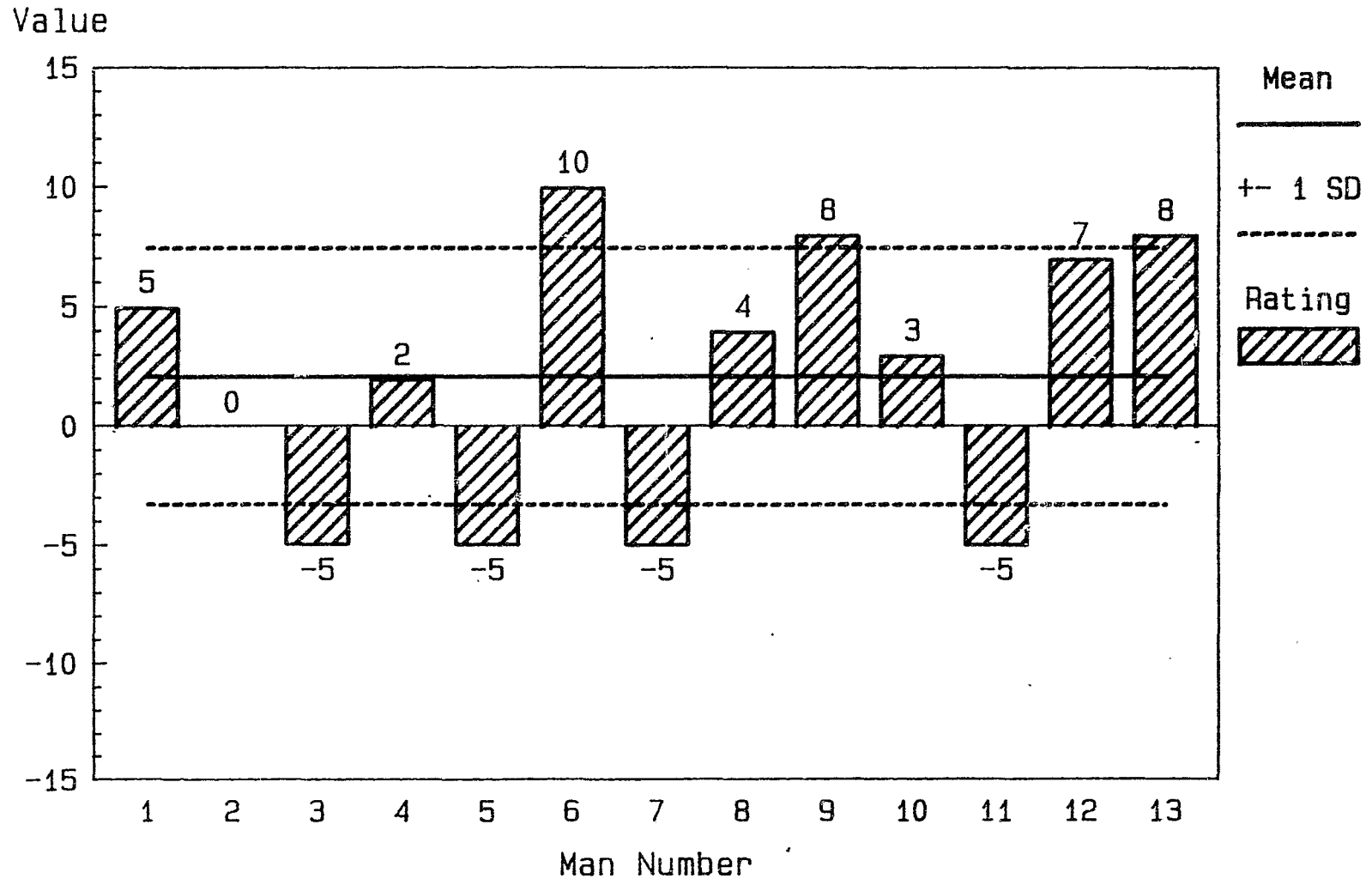
**EVENT # 13 - LAWSUIT ENFORCING AFFIRM. ACTION**  
**Net Impact On The Issue Area**  
**With 68% Confidence Band**



APPENDIX C23

Mean=4.46  
 Sd=5.14

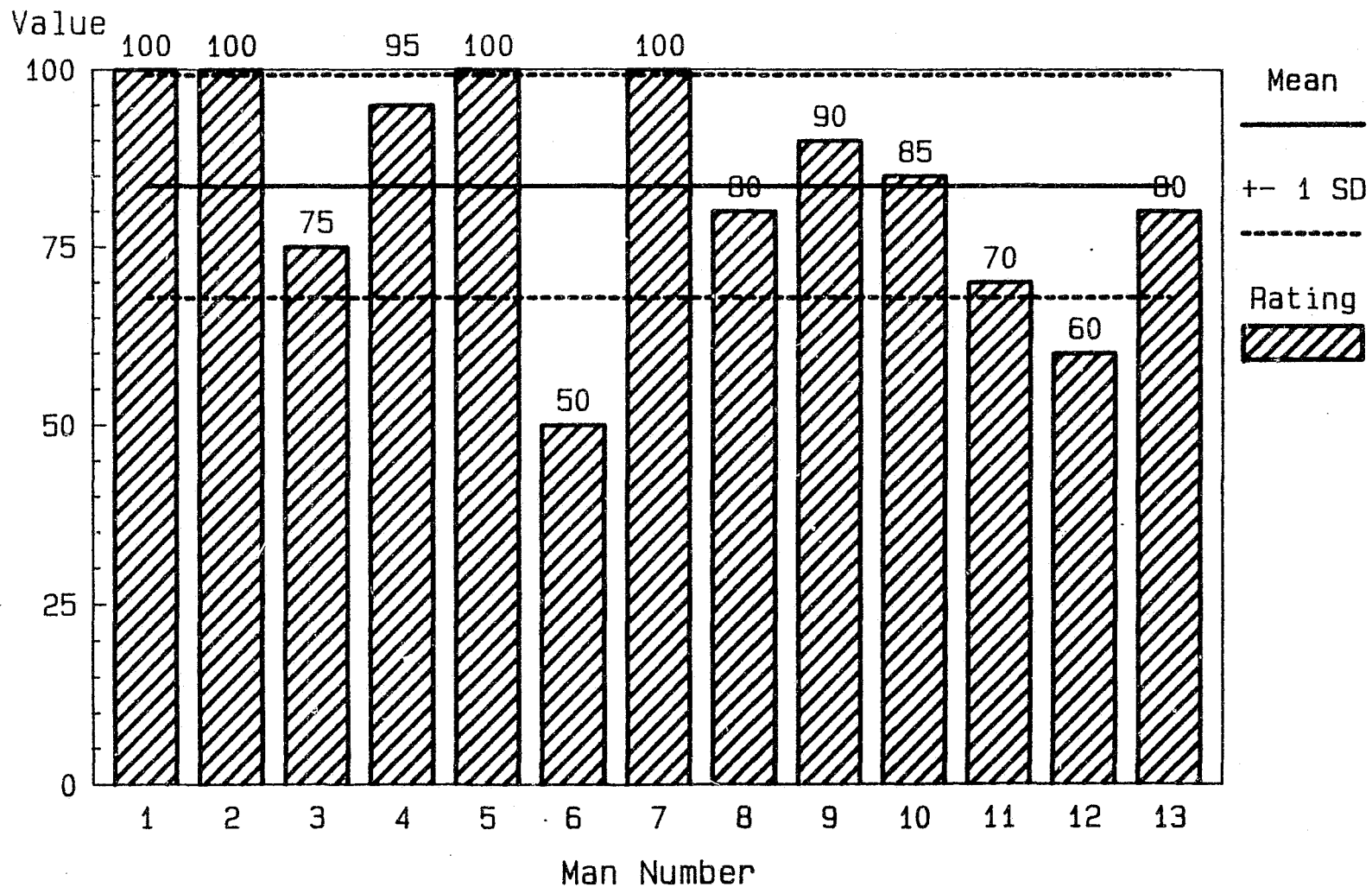
**EVENT # 13 - LAWSUIT ENFORCING AFFIRM. ACTION**  
**Net Impact On Law Enforcement**  
**With 68% Confidence Band**



APPENDIX C24

Mean=2.08  
 Sd=5.37

**EVENT # 14 – MANDATED CULTURAL AWARENESS TRNG.**  
**Probability Of Occurrence By 1995**  
**With 68% Confidence Band**

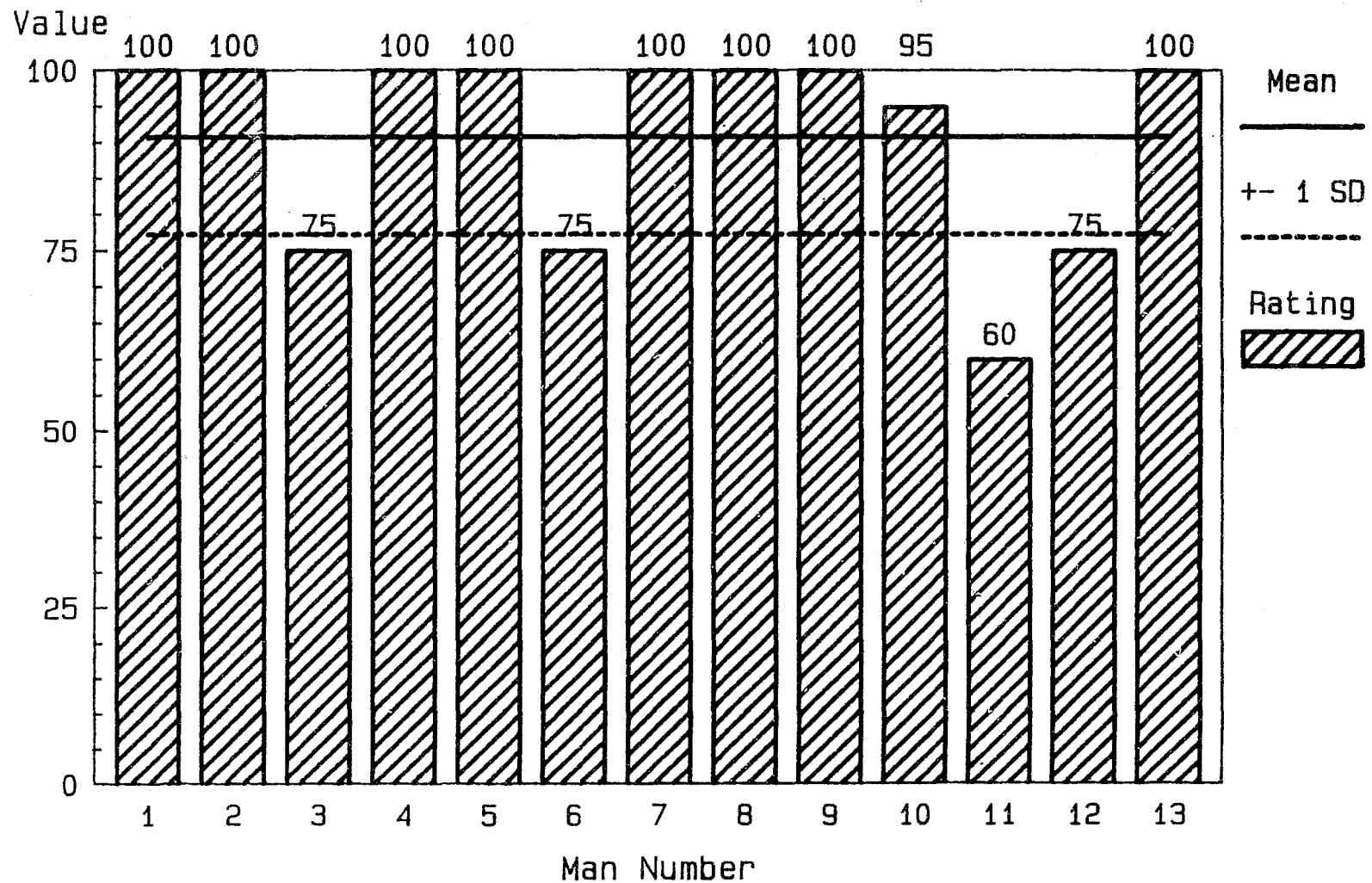


APPENDIX C25

Mean=83.46  
 Sd=15.74



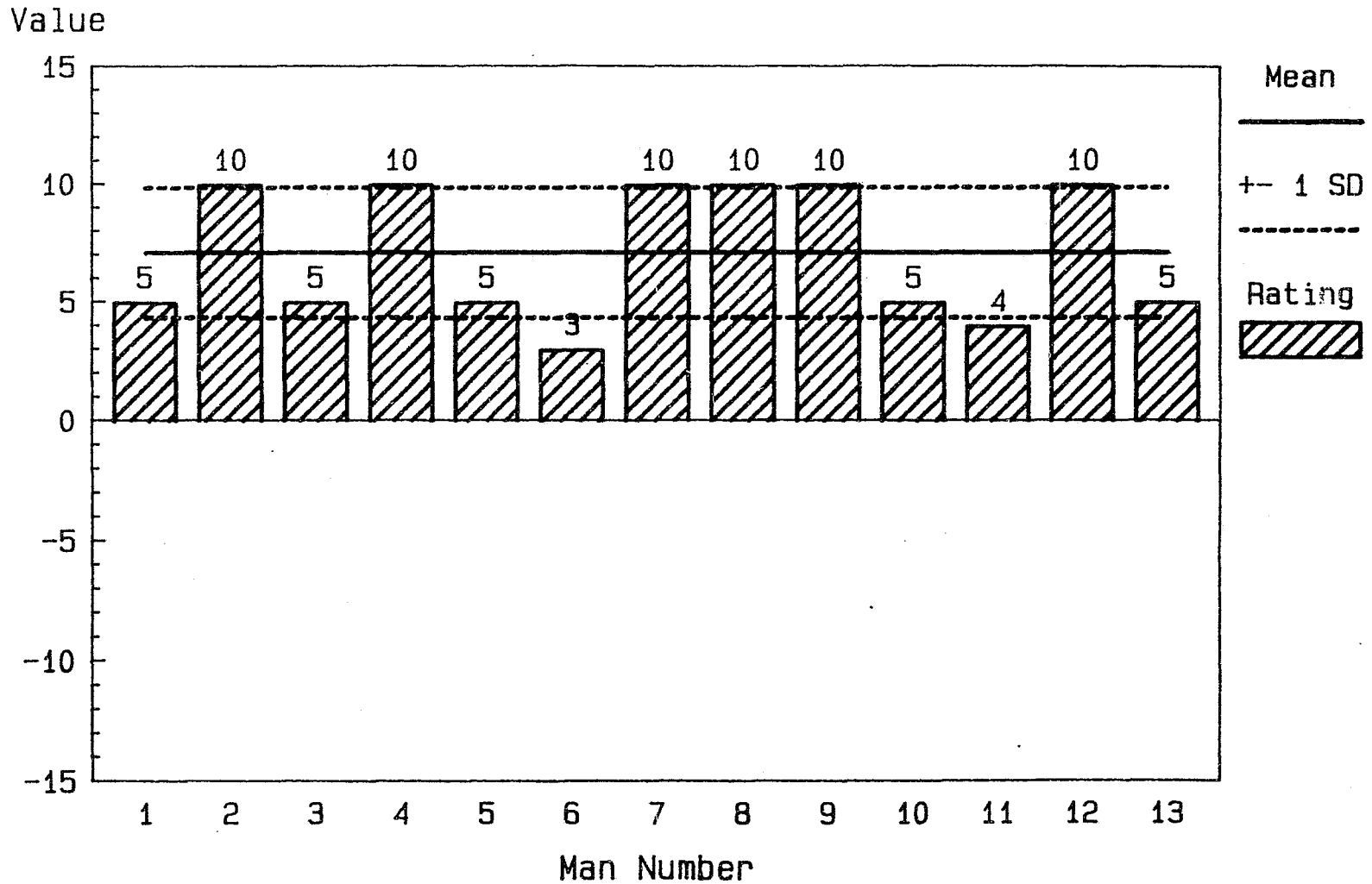
**EVENT # 14 - MANDATED CLUTURAL AWARENESS TRNG.**  
**Probability Of Occurrence By 2000**  
**With 68% Confidence Band**



Mean=90.77  
 Sd=13.57

# EVENT # 14 - MANDATED CULTURAL AWARENESS TRNG.

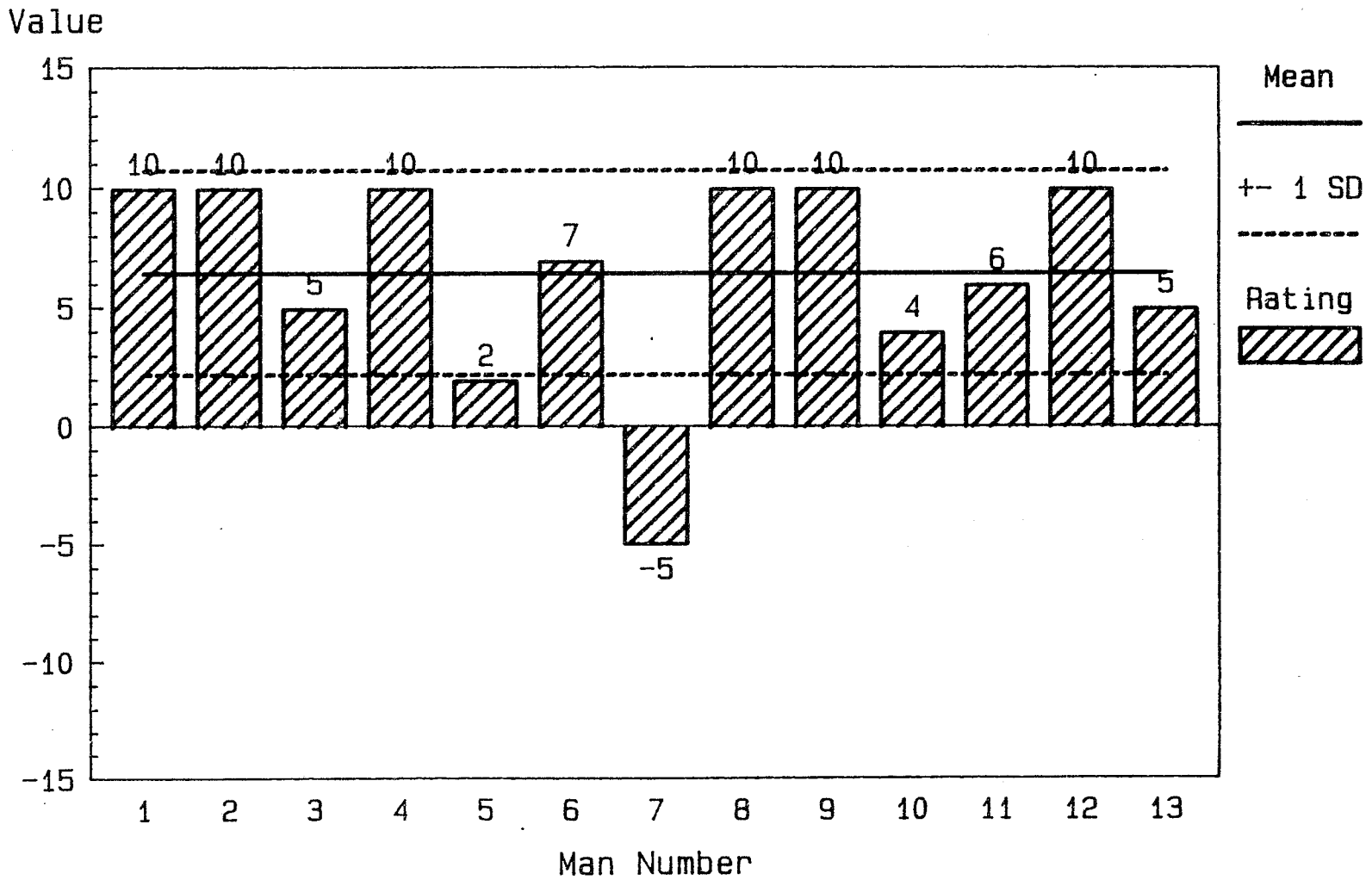
Net Impact On The Issue Area  
With 68% Confidence Band



APPENDIX C27

Mean=7.08  
Sd=2.76

**EVENT # 14 - MANDATED CULTURAL AWARENESS TRNG.**  
**Net Impact On Law Enforcement**  
**With 68% Confidence Band**

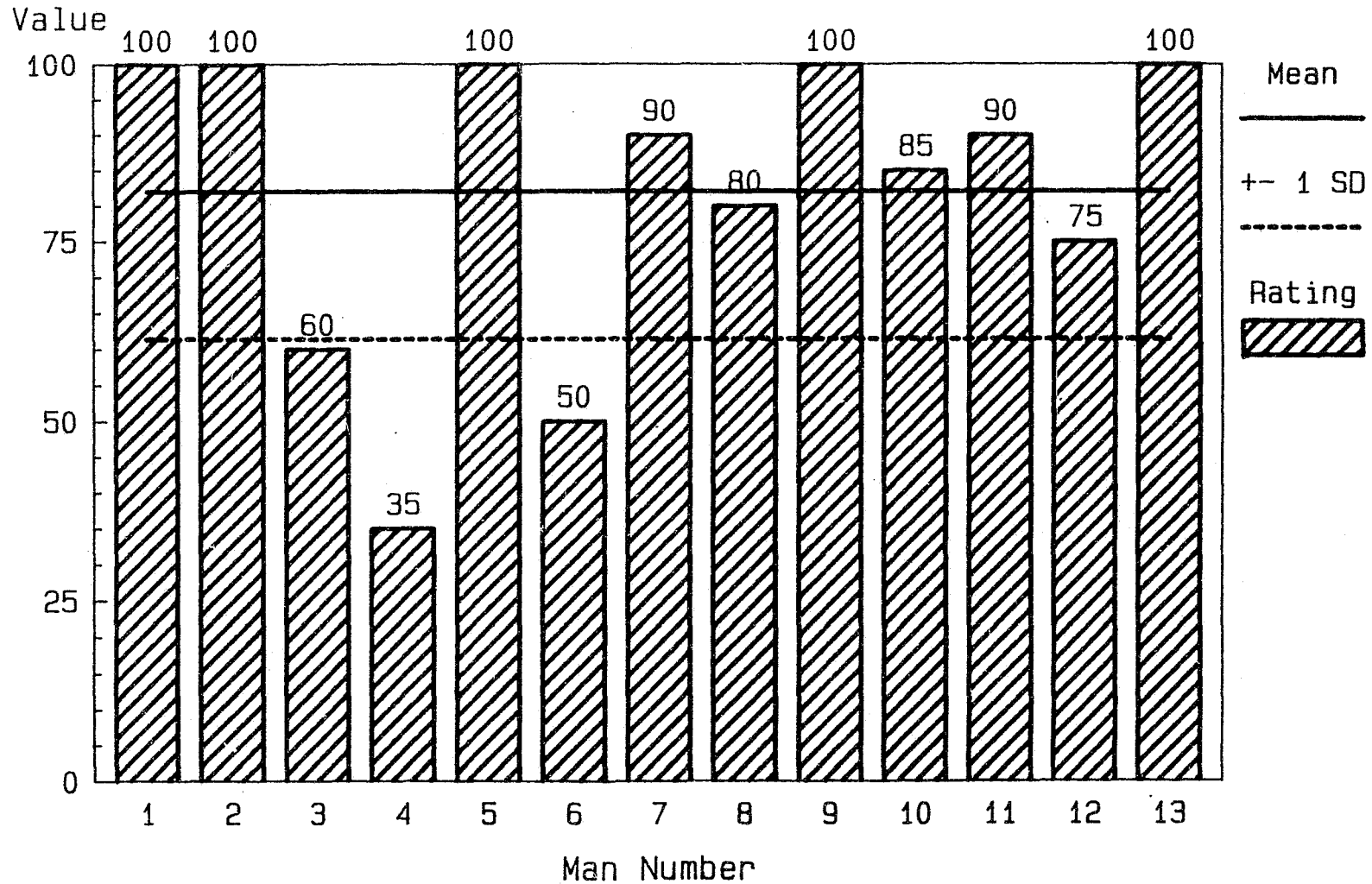


Mean=6.46  
 Sd=4.27

# EVENT # 27 - MANDATED RRE CRIME REPORTING

## Probability Of Occurrence By 1995

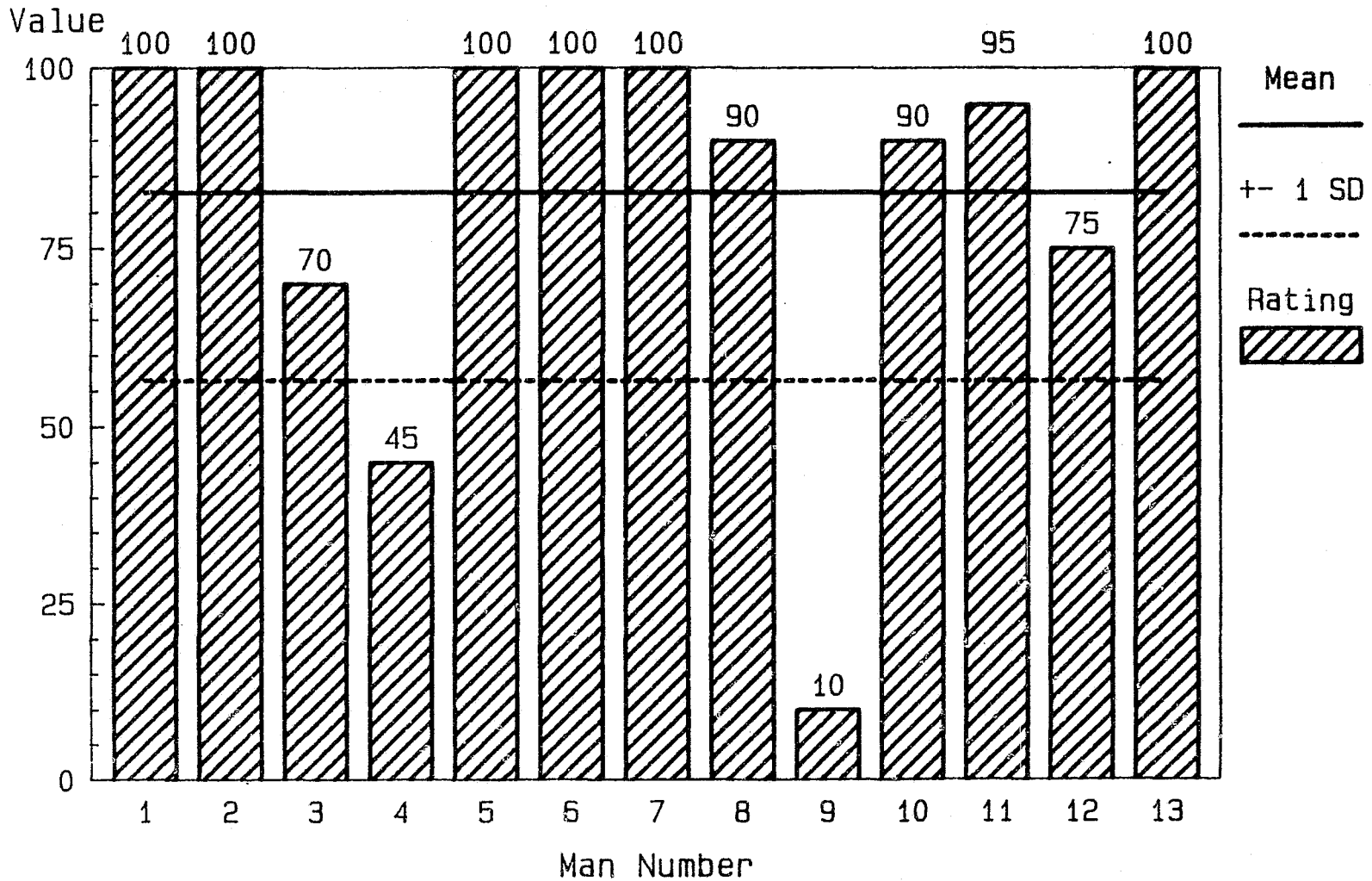
### With 68% Confidence Band



APPENDIX C29

Mean=81.92  
Sd=20.62

**EVENT # 27 - MANDATED RRE CRIME REPORTING**  
**Probability Of Occurrence By 2000**  
**With 68% Confidence Band**

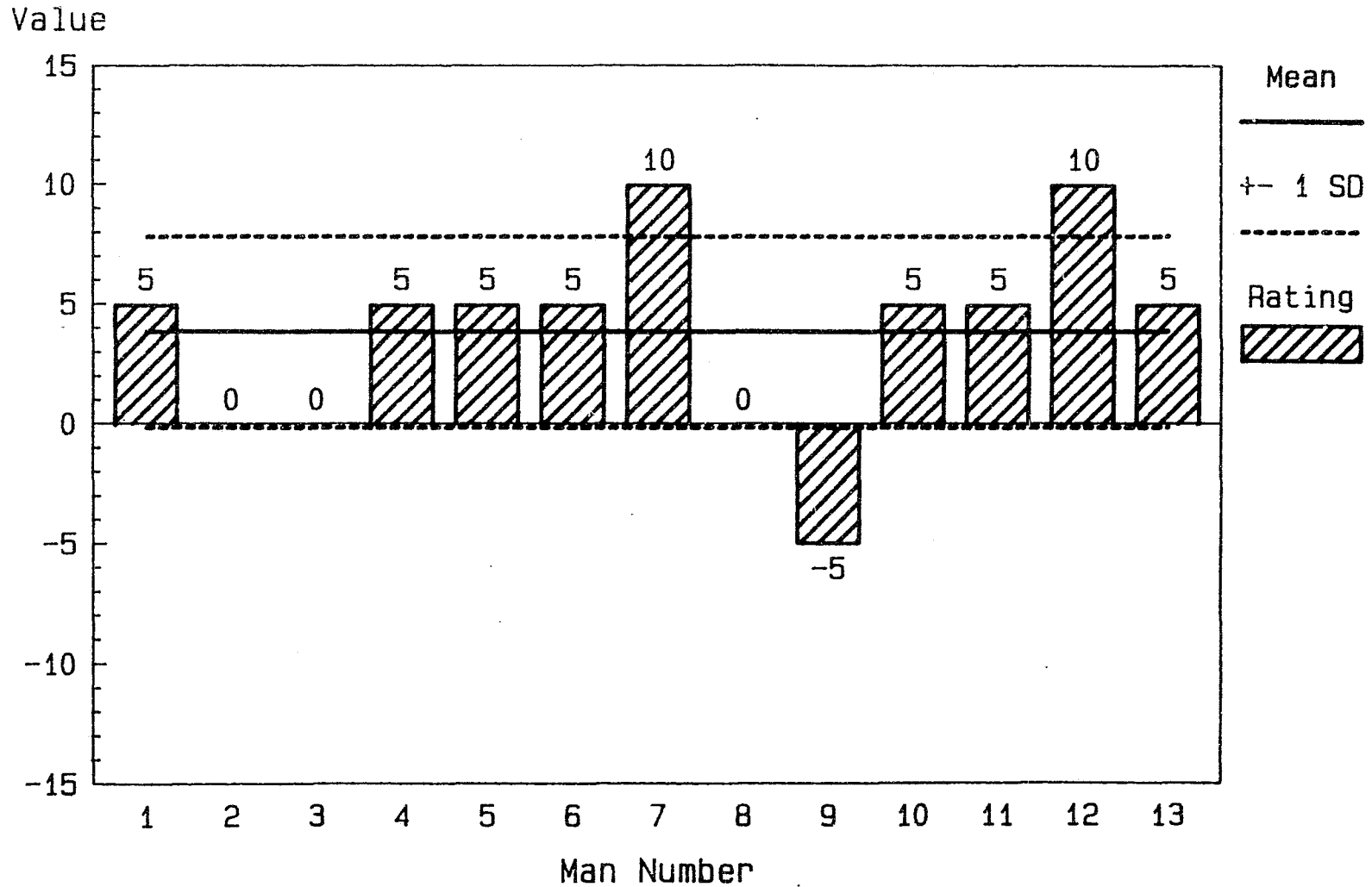


APPENDIX C30

Mean=82.69  
 Sd=26.28

# EVENT # 27 - MANDATED RRE CRIME REPORTING

## Net Impact On The Issue Area With 68% Confidence Band

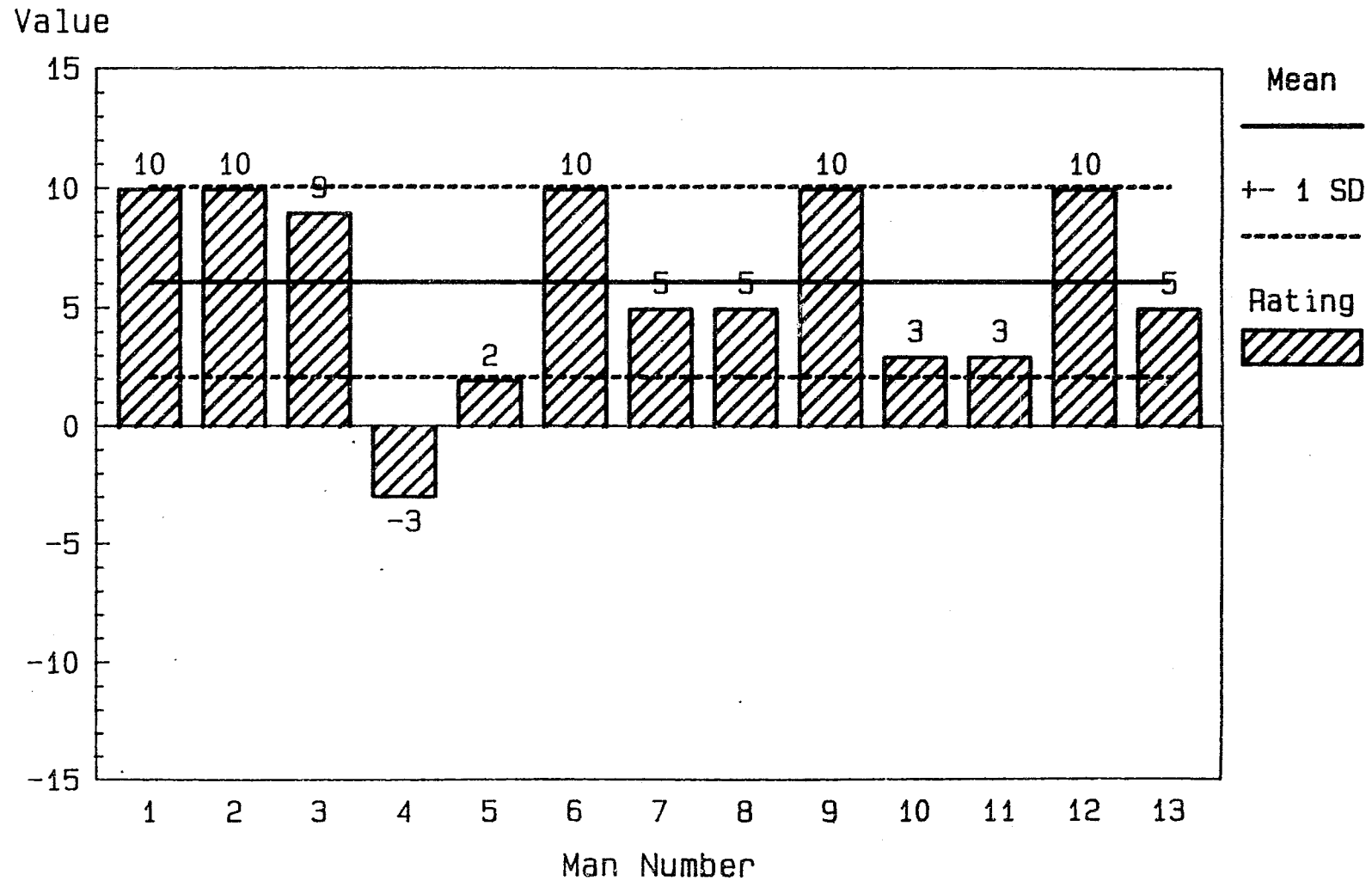


APPENDIX C31

Mean=3.85  
Sd=4

# EVENT # 27 - MANDATED RRE CRIME REPORTING

## Net Impact On Law Enforcement With 68% Confidence Band



Mean=6.08  
Sd=3.99

POLICY SETTING PROCESS

From those trends and events that we prioritized and analyzed using a cross impact matrix, what policies would you implement within your agency, organization and/or interest group to either avoid or achieve the desired future.

POLICY

TREND/EVENT IMPACTED

Example:

Cultural awareness training  
for police personnel

Immigration/migration increasing  
in Contra Costa County

1.	_____	_____
	_____	_____
2.	_____	_____
	_____	_____
3.	_____	_____
	_____	_____
4.	_____	_____
	_____	_____
5.	_____	_____
	_____	_____
6.	_____	_____
	_____	_____
7.	_____	_____
	_____	_____
8.	_____	_____
	_____	_____
9.	_____	_____
	_____	_____
10.	_____	_____
	_____	_____



### NGT Group Policy Brainstorming

The result was a list of 16 policies that were evaluated as to which of the five trends and events they impacted as follows:

<u>POLICY</u>	<u>IMPACT</u>	
	<u>EVENT</u>	<u>TREND</u>
1. Recruit minority candidates; bilingual; expand vocational counseling services; adopt Affirmative Action Plan; outreach recruitment.	13,14	6
2. Seek alternative revenue sources - user fees.	1,2	5
3. Assess needs to establish effective <u>cultural awareness training</u> - public schools, government (including police).	14	12
4. Project service levels and costs; police prioritize calls to reduce costs.	1,2	5
5. Increase all human services delivery to immigrants/refugees; establish task force to identify needs and providers - private and public - computerize.	2	5,12
*6. Program for law enforcement to interact/ outreach with minority and majority groups; develop the skills of interested officers in area of Hispanic/Asian crime and cultural awareness.	2,3,5, 13,14,27	1,6,12
7. Expand vocational training and counseling for immigrants/refugees.	2	5,18
8. More shared intelligence among L.E. agencies - task force.	2	1,5,6,12
9. Increased use of L.E. computers to prioritize and track crimes that are racially motivated.	27	5,6,12
10. Focus training through use of data sets.	14	5
11. Reevaluate service programs - consider MBE contracts.	1,2	5,18
12. Develop better input methods for fiscal/ environmental impact reports.	1	5
13. Annual review of personnel practices to ensure compliance with all State and Federal guidelines.	13	

POLICY	IMPACT	
	EVENT	TREND
*14. Redefine mission statement of agency to include all minorities.	All	All
*15. Reassess and revamp media policies.	2,14,27	12,18
16. Establish liaison with Welfare Department.		1,5

Senate Bill No. 2080

CHAPTER 1482

An act to add Chapter 8 (commencing with Section 13870) to Title 6 of Part 4 of the Penal Code, relating to crime, and making an appropriation therefor.

[Approved by Governor September 25, 1984. Filed with  
Secretary of State September 26, 1984.]

LEGISLATIVE COUNSEL'S DIGEST

SB 2080, Watson. Racial, ethnic, and religious crimes.

Under existing law, the Attorney General has various powers and duties relative to criminal justice.

This bill would require the Attorney General, for one year, to develop a program model to collect, compile, and analyze information about racial, ethnic, and religious crimes and submit a report to the Legislature, as specified.

The bill would appropriate \$75,000 to the Department of Justice for that purpose.

Appropriation: yes.

*The people of the State of California do enact as follows:*

SECTION 1. Chapter 8 (commencing with Section 13870) is added to Title 6 of Part 4 of the Penal Code, to read:

CHAPTER 8. INFORMATION ON RACIAL, ETHNIC AND RELIGIOUS CRIMES

13870. The Legislature finds that racial, ethnic, and religious crimes occur throughout California and that no single agency now either provides assistance or monitors the full range of this crime in the state on a consistent basis. The Legislature further declares that exposure of the facts about racial, ethnic, and religious crimes will lead to greater public awareness of the problem of bigotry and prejudice and will provide a foundation for developing remedies to the problem.

In enacting this chapter, the Legislature intends to take the preliminary steps needed to establish a statewide information center to receive and evaluate information reflecting racial, ethnic, and religious crime. It is intended that this information will provide a precise picture of the geographic distribution of these crimes and trends over time.

13871. The Attorney General shall, on January 1, 1985, commence a one-year project to develop a program model to collect, compile, and analyze information about racial, ethnic, and religious crimes. The project shall include, but not be limited to, all of the following duties:

(a) Develop uniform guidelines for consistent identification of racial, ethnic, and religious crimes.

(b) Recommend an appropriate means for statewide collection of data on racial, ethnic, and religious crimes.

(c) Recommend an appropriate state agency to implement collection of this information.

(d) Submit to the Legislature a final report describing the findings of the study by January 1, 1986.

13872. The crimes that shall be the focus of this chapter shall include a wide variety of incidents, which reflect obvious racial, ethnic, or religious motivations, ranging from vandalizing a place of worship to assaults between members of gangs, including, but not limited to, incidents that occur on school grounds and between gang members and any other incidents that law enforcement officers on a case-by-case basis identify as having a racial, ethnic or religious motivation. They shall not include incidents of discrimination in employment.

SEC. 2. The sum of seventy-five thousand dollars (\$75,000) is hereby appropriated from the General Fund to the Department of Justice for the purposes of this act. The funds appropriated by this section shall be available for encumbrance until January 1, 1986.

**UNIFORM DEFINITIONS AND GUIDELINES**  
**For Identification of Crimes Motivated, All or in Part, by**  
**Race, Ethnicity, Religion, and Sexual Orientation**

**DEFINITIONS**

**A reportable crime is any act or attempted act to cause physical injury, emotional suffering, or property damage, which is or appears to be motivated, *all or in part*, by race, ethnicity, religion, and sexual orientation.**

**Motivation** – Incentive, inducement, desire, emotion, or similar impulse resulting in some type of action.

**Race** – Any group or class of individuals with common characteristics distinguished by form of hair, color of skin and eyes, stature, bodily proportions, etc., that are genetically transmitted to classify it as a distinct human type.

**Ethnic Group** – Any group or class of individuals within a culture or social system that can be distinguished on the basis of variable traits including nationality, religion, linguistics, ancestry, traditions, attire, etc.

**Religion** – A personal awareness or conviction of the existence of a supreme being, supernatural powers, or influences controlling one's own humanity or all nature's destiny.

**Sexual Orientation** – The direction of sexual, emotional, and/or physical attraction and preference, which may be primarily towards persons of the opposite sex (heterosexuality), primarily towards persons of the same sex (gay, lesbian), or toward both in some proportion (bisexuality).

**GUIDELINES TO IDENTIFY REPORTABLE CRIMES**

**A. Criteria**

The following criteria should be used in determining whether a crime was motivated, *all or in part*, by race, ethnicity, religion, and sexual orientation. The criteria, which should be applied singularly and in combination, are not all inclusive but provide a general guideline for consistent identification of such crimes.

1. A symbol(s), word(s), or act(s) which is or may be offensive to a specific race, ethnic group, religious group, or persons with differing sexual orientation (swastika, cross burning, "nigger," "queer," etc.).
2. Statements/actions of the victim(s), suspect(s), and other involved parties.
3. Prior history of similar crimes in same area or against the same victim group.
4. Community response to the crime.

**B. Questions to Consider When Identifying Crimes Motivated, All or in Part, by Race, Ethnicity, Religion, and Sexual Orientation**

1. Did the crime occur *all or in part* because of racial, ethnic, religious, or sexual differences between the persons/groups or for other reasons (childish pranks, unrelated vandalism, school rivalry, etc.)?
2. Has the victim or victim group been subjected to repeated attacks of a similar nature?
3. Is the victim the only minority group member in the neighborhood or one of a few?
4. Did the victim recently move into the area; is the victim acquainted with neighbors and/or local community groups?
5. When multiple incidents occur at the same time, are all victims of the same race, ethnicity, religion, or sexual orientation?
6. Has the victim been associated with recent or past activities relating to his/her race, ethnicity, religion, or sexual orientation (e.g., gay rallies, demonstrations, holiday celebrations, conferences/conventions, religious meetings, etc.)?
7. Has there been prior/recent news coverage of events of a similar nature?
8. What was the manner and means of attack (e.g., color of paint, correctness of the spelling of words, symbols or signs used, etc.)? Is it similar to other documented incidents?
9. Is there an ongoing neighborhood problem that may have initiated or contributed to the act (e.g., could the act be retribution for some conflict with neighbors, area juveniles, etc.)?
10. Does the crime indicate possible involvement by an organized group? For example:
  - a. Is the literature printed or handwritten?
  - b. Does the name signify a "copy-cat" syndrome?
  - c. Is there any documented or suspected organized group activity in the area?
  - d. Was this group "involved" in a true sense, or as a fear or scare tactic?
11. Does the party(s) responsible have a true understanding of the impact of the crime on the victim or other group members?

# RERC DATA

## VICTIM CARD

ELEMENT	FIELD SIZE	CODE	ELEMENT	FIELD SIZE	CODE
TRANSACTION	1		VICTIM-SUSPECT RELATIONSHIP - NO. 1	2	
JURISDICTION CODE	9		VICTIM-SUSPECT RELATIONSHIP - NO. 2	2	
BCS NUMBER	7		VICTIM-SUSPECT RELATIONSHIP - NO. 3	2	
VICTIM NUMBER	2		VICTIM-SUSPECT RELATIONSHIP - NO. 4	2	
NAME - LAST	14		DATE OF CRIME	6	
FIRST	10		DAY OF WEEK	1	
MIDDLE	8		TIME OF CRIME	2	
DATE REPORTED DOJ	4		LOCATION	2	
CRIME CASE NUMBER	8		WEAPON	2	
TOTAL VICTIMS	2		MOTIVATING FACTOR	1	
SEX	1		CRIME - NO. 1	3	
DATE OF BIRTH	6		CRIME STATUS	1	
RACE	1		CRIME DESCRIPTION	2	
ETHNICITY	2		CRIME - NO. 2	3	
NATIONAL ORIGIN	2		CRIME STATUS	1	
RELIGION	2		CRIME DESCRIPTION	2	
SEXUAL ORIENTATION	1		CRIME - NO. 3	3	
ORGANIZATION MEMBERSHIP OR AFFILIATION	2		CRIME STATUS	1	
SYNOPSIS OF CRIME:			CRIME DESCRIPTION	2	

# RERC DATA

## SUSPECT CARD

ELEMENT	FIELD SIZE	CODE	ELEMENT	FIELD SIZE	CODE
TRANSACTION	1		TOTAL SUSPECTS	2	
JURISDICTION CODE	9		SEX	1	
BCS NUMBER	7		DATE OF BIRTH	6	
SUSPECT NUMBER	2		RACE	1	
NAME - LAST	14		ETHNICITY	2	
FIRST	10		NATIONAL ORIGIN	2	
MIDDLE	8		RELIGION	2	
DATE REPORTED DOJ	4		SEXUAL ORIENTATION	1	
CRIME CASE NUMBER	8		ORGANIZATION MEMBERSHIP OR AFFILIATION	2	

SYNOPSIS OF CRIME:



NAME OF AGENCY	POPULATION	NO. OF SWORN/ NON SWORN	OFFICER PROVIDED TRAINING	TRAINING NEEDED	RRE POLICIES/PROCEDURES	INFLUX OF IMMIGRANTS/MINORITIES	INFLUX BY RACE/ETHNIC BACKGROUND							INC. IN CRIME YES/NO	TYPE OF CRIME	INCREASE IN RRE INCIDENTS YES/NO	YES - ETHNIC GROUP	SUPPORT ORGANIZATION FOR NEW AMERICANS	HUMAN RELATIONS COMMISSION	F.T.O. INCLUDE CULTURAL AWARENESS	HIRING EFFORTS AIMED AT MINORITIES/ IMMIGRANTS	OUTREACH	COMMUNITY RELATIONS UNIT	CRIME PREVENTION UNIT - RRE INVOLVED		
							BLACK	HISPANIC	ASIAN	FILIPINO	AFGHAN	IRANIAN	N. INDIAN												INDIAN	
Orange Co S/O	23,000	1131/2433	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
Pittsburg Police	40	56/10	Y		N	N																				
Richardson Police	74	172/33	Y		Y	N																				
Saltwater Co S/O	783	867/	Y		Y	Y	Y																			
Sacramento Police	780	560/152	Y		Y	N																				
S. San Francisco	52	75/35	Y		N	Y	Y	Y	Y																	
San Joaquin Co S/O	423	182/158	N		Y	N	Y	Y	Y																	
San Leandro	65	86/10	N		Y	N																				
San Luis Obispo	194	107/96	Y		N	N	Y																			
San Mateo Co S/O	600	350/110	N		N	Y	Y	Y																		
San Mateo Police	80	107/32	Y		Y	Y																				
San Pablo	20	35/14	Y		N	Y	Y	Y	Y																	
San Rafael	45	72/29	Y		Y	Y	Y	Y	Y																	
Santa Barbara S/O	152	228/103	Y		N	N																				
Santa Cruz Co S/O	220	107/113	Y		N	N																				
Santa Cruz Police	43	65/20	N		Y	Y	Y	Y	Y																	
Santa Rosa Police		117/50	Y		Y	Y	Y	Y	Y																	
Stockton Police	181	169/80	Y		Y	Y	Y	Y	Y																	
Sunnyvale	114	211/	Y		Y	Y	Y	Y	Y																	
Tulare Police	135	232/35	Y		Y	Y	Y	Y	Y																	
Vallejo Creek	60	73/35	Y		Y	Y	Y	Y	Y																	
West Contra Costa	90	113/42	N		Y	Y	Y	Y	Y																	
Long Beach		62/35	Y		Y	Y	Y	Y	Y																	
Monterey Co S/O	240	271/81	Y		Y	Y	Y	Y	Y																	
Monterey Police	29	52/14	N		Y	Y	Y	Y	Y																	





SURVEY/QUESTIONNAIRE  
CULTURAL AWARENESS TRAINING

The Concord Police Department is preparing a series of training programs dealing with cultural awareness/human relations issues and race crimes. This survey/questionnaire is to determine what other California cities and/or police departments and or/police academies are doing now in this area of training or what is planned for the future.

Please assist me by providing answers and, where appropriate, materials requested. I've tried to make the survey/questionnaire as brief as possible to reduce the time for completion and hope to have your response by September 5, 1986.

1. Does your city/police dept./academy provide cultural awareness/human relations training to:

Police officers'  Yes  No  
Other city employees  Yes  No

- 1) If yes, briefly describe the content and length (hours) of training: \_\_\_\_\_  
\_\_\_\_\_

- 2) If no, is training needed?  Yes  No

What type of training? \_\_\_\_\_  
\_\_\_\_\_

2. Does your city/dept./academy have policies, (General orders/procedures, etc.) training bulletins, or other materials on cultural awareness/human relations or race crimes laws and the investigation of race crimes or discrimination?  
 Yes  No

3. Is your city/county experiencing an influx of minorities/immigrants?  Yes  No

- 1) If yes, please indicate, by checking appropriate column, race/ethnic background and indicate approximate %.

Race/Ethnic Background	Yes	No	% of City/County Population
Black			
Hispanic			
Chinese			
Vietnamese			
Filipino			
Japanese			
Afghan			
Iranian			
Korean			
Native American Indian			
Polish			
Indian			
Other			

2) If yes, is your city experiencing an increase of crime perpetrated by these minorities or new immigrants?  
 Yes  No

If yes, type of crime:

Gangs  Crimes against persons

Graffiti  Crimes against property

Other: \_\_\_\_\_

4. Is your city experiencing an increase in racial incidents - discrimination, victimization of minorities/new immigrants?  
 Yes  No

If yes, which race/ethnic group: \_\_\_\_\_

Comments: \_\_\_\_\_

5. Does your city/county have support organizations/agencies that assist new immigrants?  Yes  No

6. Does your city/county have a Human Relations Commissions?  
 Yes  No

7. Does your Field Training Officer Program include anything on cultural awareness/human relations training beyond the P.O.S.T. guidelines, i.e., that has been added?  Yes  No

8. Are your hiring efforts aimed at recruitment of minorities and/or immigrants?  Yes  No

If yes, are you using any outreach recruitment/education methods?  Yes  No

If yes, please describe: \_\_\_\_\_

9. Does your department have a Community Relations Unit?  
 Yes  No

If yes, Name of Unit \_\_\_\_\_

Composition: Number sworn \_\_\_\_\_ Non-sworn \_\_\_\_\_  
Supervisor Rank \_\_\_\_\_

10. Does your Crime Prevention Unit deal with racial crimes, discrimination and victimization?  Yes  No

11. Do you have demographics for your city/county for the following?  Yes  No

Total Population	1960's	1980's	2000	(Predictions)
Black				
Hispanic				
Asian (Vietnamese, Chinese, Japanese, etc.)				

Agency responding \_\_\_\_\_

Population of city/county \_\_\_\_\_

Number of sworn \_\_\_\_\_ non-sworn \_\_\_\_\_

Person completing \_\_\_\_\_


Rank \_\_\_\_\_ Telephone # \_\_\_\_\_

Would you please provide me with any department policies, training bulletins, lesson plans/outlines on these subjects.

Would you like to have a copy/summary of my findings?

Yes  No

Thank you,



Lt. Robert Shusta

(415) 671-3258



2) Advanced Officer Yes \_\_\_ No  
If yes:

a) Total Hours \_\_\_\_\_.

b) General subject matters and time.

Subject	Time
_____	_____
_____	_____
_____	_____

3) My research to date with P.O.S.T. and via a survey of California Police Departments indicates very few agencies provide in-service training on Cultural Awareness or have included the subject in the Field Training Officer program. Do you have any information/comments on this statement?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4) Do you have recommendations on instructors in the field of cultural awareness?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

If you have outlines of (non P.O.S.T.) classes on Cultural Awareness training, would you provide them to me?

Thanking you in advance for your assistance which I hope I receive by October 22, 1986.

PERSON COMPLETING SURVEY

NAME \_\_\_\_\_ PHONE # \_\_\_\_\_

Lt. Robert Shusta  
Concord Police Department  
Willow Pass and Parkside  
Concord, CA 94519  
(415) 671-3258

July 3, 1986

TO: All Sworn & Non Sworn Personnel  
FROM: Chief George Straka  
SUBJECT: CULTURAL AWARENESS QUESTIONNAIRE

A series of cultural awareness training programs are being planned for all personnel of the police department. The first of the series will be Sept. 8, 15, 29 and Oct. 6, with all personnel being scheduled to attend one of the eight hour sessions.

The facilitator/trainer for the series is Mrs. Deena Levine, an intercultural communications specialist affiliated with the Intercultural Relations Institute. She brings to us an extensive background in personal credentials and education, and also the experience of conducting workshops and seminars on cross-cultural issues for many years.

One of the most important aspects of preparing a training seminar is to assess the needs of the participants. Deena Levine and Lt. Shusta, with the assistance of representatives of the minority community, prepared the attached questionnaire. The questionnaire is confidential and once placed into an envelope goes to Deena Levine for analysis of the data. No attempt will be made to identify the person completing the questionnaire.

We need 100% returns - I appreciate your assistance.

ALL RESPONSES WILL REMAIN CONFIDENTIAL

Cross-Cultural Awareness and Community Human Relations  
Needs Assessment for Seminar Preparation

There is a need to identify the problems officers are confronted with in our ethnically diverse community. To prepare a seminar relevant to the needs of law enforcement personnel and the community, we are requesting a 100% response to this questionnaire. (Please note that in the following questions the words 'ethnic,' 'minority' and 'culturally diverse' are used interchangeably.)

Please use the back of the page if necessary.

1. With what frequency do you encounter members of the following cultural, racial and ethnic groups? (Put the appropriate number in the blanks.)

1.....	2.....	3.....	4.....	5
Very Frequently	Often	Sometimes	Occasionally	Never
Black _____		Afghan _____		
Hispanic _____		Iranian _____		
Chinese _____		Korean _____		
Vietnamese _____		Native American Indian _____		
Filipino _____		Polish _____		
Japanese _____		Indian _____		
Other _____				

2. With what frequency do you encounter language/communication problems with the following language groups?

1.....	2.....	3.....	4.....	5
Very Frequently	Often	Sometimes	Occasionally	Never
Black _____		Afghan _____		
Hispanic _____		Iranian _____		
Chinese _____		Korean _____		
Vietnamese _____		Native American Indian _____		
Filipino _____		Polish _____		
Japanese _____		Indian _____		
Other _____				

3. Using the categories below, indicate the overall English language level of the groups listed. (Put the appropriate number in the blanks.)

- 1 - spoken English is excellent
- 2 - spoken English is fair
- 3 - spoken English is poor
- 4 - spoken English levels vary; cannot generalize

Hispanic _____	Chinese _____	Vietnamese _____	Filipino _____
Japanese _____	Afghan _____	Iranian _____	Korean _____
Native American Indian _____		Polish _____	Indian _____



4. What resources are you aware of that are available to you or the department to communicate with non-English speaking persons? \_\_\_\_\_

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5. Where do members of non-English speaking and other racial/ethnic groups seem to live and congregate (i.e., "hang out") in Concord? (Indicate beat or area, e.g, 4 Corners.)

LIVE

CONGREGATE

Black \_\_\_\_\_

Hispanic \_\_\_\_\_

Chinese \_\_\_\_\_

Vietnamese \_\_\_\_\_

Filipino \_\_\_\_\_

Japanese \_\_\_\_\_

Afghan \_\_\_\_\_

Iranian \_\_\_\_\_

Korean \_\_\_\_\_

Native American Indian \_\_\_\_\_

Polish \_\_\_\_\_

Indian \_\_\_\_\_

Other \_\_\_\_\_

6. Do members of non-English speaking and racial/ethnic groups from places other than Concord congregate in Concord? If so, indicate: a) which groups and b) where they congregate.

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7. What kind of crimes or police-related problems are people from culturally diverse groups typically involved in? Leave blank if you feel you cannot answer for particular groups.

Black \_\_\_\_\_  
\_\_\_\_\_

Hispanic \_\_\_\_\_  
\_\_\_\_\_

Chinese \_\_\_\_\_  
\_\_\_\_\_

Vietnamese \_\_\_\_\_  
\_\_\_\_\_

Filipino \_\_\_\_\_  
\_\_\_\_\_

Japanese \_\_\_\_\_  
\_\_\_\_\_

Afghan \_\_\_\_\_  
\_\_\_\_\_

Iranian \_\_\_\_\_  
\_\_\_\_\_

Korean \_\_\_\_\_  
\_\_\_\_\_

Native American Indian \_\_\_\_\_  
\_\_\_\_\_

Polish \_\_\_\_\_  
\_\_\_\_\_

Indian \_\_\_\_\_  
\_\_\_\_\_

8. In your contact with people from different cultural/ethnic/racial groups, have there been any incidents, conflicts or behavior that surprised or puzzled you? Describe briefly. Please indicate whether a particular incident occurred in Concord or outside Concord. (Use the back of the page, if necessary.)

Black \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Hispanic \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Chinese \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Vietnamese \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Filipino \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Japanese \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Afghan \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Iranian \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Korean \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Native American Indian \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Polish \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Indian \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Other \_\_\_\_\_

9. Do you have problems dealing with particular ethnic/racial/culturally diverse groups? (Check yes or no.) If yes, describe the problem(s) briefly on the back of the page.

	<u>YES</u>	<u>NO</u>
Black	_____	_____
Hispanic	_____	_____
Chinese	_____	_____
Vietnamese	_____	_____
Filipino	_____	_____
Japanese	_____	_____
Afghan	_____	_____
Iranian	_____	_____
Korean	_____	_____
Native American Indian	_____	_____
Polish	_____	_____
Indian	_____	_____
Other	_____	_____

10. How do members of minority and culturally diverse groups relate to you as a police officer? Mention attitudes, overall communication and general behavior of those with whom you interact. (Use the back of the page, if necessary.)

Black \_\_\_\_\_

Hispanic \_\_\_\_\_

Chinese \_\_\_\_\_

Vietnamese \_\_\_\_\_

Filipino \_\_\_\_\_

Japanese \_\_\_\_\_

Afghan \_\_\_\_\_

Iranian \_\_\_\_\_

Korean \_\_\_\_\_

Native American Indian \_\_\_\_\_  
\_\_\_\_\_

Polish \_\_\_\_\_  
\_\_\_\_\_

Indian \_\_\_\_\_  
\_\_\_\_\_

Other \_\_\_\_\_

11. Should police officers adapt their behavior, approach and communication style with people from different ethnic and cultural groups? Yes \_\_\_\_\_ No \_\_\_\_\_ Explain your answer. \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

12. Is there a need for cross-cultural awareness and community human relations training in the Concord police department? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, what would you like to gain from such a course? \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

13. Please indicate how important the following areas are for you in your daily work. Indicate with numbers as follows:

1.....2.....3.....4.....5  
very important not important

- \_\_\_\_\_ general information about cultural differences (values, customs, beliefs, nonverbal communication)
- \_\_\_\_\_ specific information relevant to police work on cultural backgrounds
- \_\_\_\_\_ an understanding of the nature of cross-cultural communication (e.g., miscommunication, cultural conflict and interaction)

- skills for improved communication with non-English speaking people
- an understanding of the difficulties of language learners and the process of language learning
- an understanding of culture shock and cultural adjustment
- an explanation of daily survival problems of refugees and immigrants

14. Which of the following aspects of culture are relevant to police work?

Check any that apply:

- nonverbal communication (e.g., gestures, eye contact, interpersonal distance)
- verbal communication (e.g., use of silence, asking and answering questions, directness in responses)
- perceptions of authority
- reactions to authority
- dealing with conflict
- family relationships
- male-female roles
- customs, taboos
- religious beliefs
- political, historical issues
- interethnic relationships/rivalries

15. Other comments? \_\_\_\_\_  
\_\_\_\_\_

Thank you for your cooperation. The results of this questionnaire will be summarized at the training.

PLEASE CIRCLE ONE:

SWORN

NON SWORN

July 7, 1986

To: All Police Department Personnel  
From: George J. Straka, Chief of Police

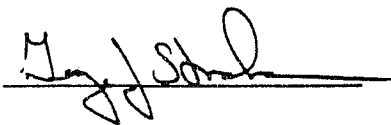
Subj: General Order, Racial/Religious Ethnic Related Crimes/Incidents

Recent events in this community beyond the control of the Police Department has created a perception of fear among the various ethnic, minority and racial groups residing and working in this community. Significantly a recent Commission established by the Attorney of California to study racial, ethnic and religious violence revealed that incidents of this type are increasing throughout the State.

Although some may believe the perception of violence and racially motivated incidents is incorrect, the facts are that in the eyes of the victims and their associates it exists and there is basis in fact of intolerance and related crimes. Racial, religious and ethnic motivated crime creates inordinate fear and apprehension within the victimized community. As the recipient for reports of this nature and as the initial investigative agency, we can do much to allay unreasonable fear.

Our Department has a reputation for innovation and capacity to respond to community needs. To enhance trust, to validate our responsiveness and to open our processes to the community the attached General Order has been adopted. It is modeled after guidelines recommended by the AG's Commission. It has become policy not because of pressure, but simply to verify to our minority community that we are indeed serious that acts of this nature or type will not be tolerated.

All employees are expected to follow this order as written and where possible to take extra steps to assure all residents that this is a safe community and that by working together it will continue to be so.

A handwritten signature in dark ink, appearing to read "G. J. Straka", is written over a horizontal line.



  
George J. Strata, Chief of Police

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**RESPONSE TO RACIAL, RELIGIOUS AND ETHNIC INCIDENTS**

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**A. GENERAL**

1. This General Order establishes a policy and department procedure for handling incidents of racial, religious, or ethnic harassment and/or violence.
2. City Council Resolution 86-29 resolved that the City of Concord will not tolerate the evils of racism, violence and bigotry, and Council has also resolved that a high priority for investigation and resolution of crimes involving racism and prejudice shall take place.
3. The Department shall support maximum prosecution of those who are apprehended for such acts.

**B. POLICY**

1. It is the policy of the Concord Police Department to ensure that rights guaranteed by State laws and the U. S. Constitution are protected for all people regardless of their race, color, ethnicity, or religion. When such rights are infringed upon by violence, intimidation, or other harassment, the Department shall take all available steps to identify responsible, arrest them, and bring them before the Courts.
2. All acts of racial or religious violence, intimidation, or harassment shall be viewed as serious, and investigation shall be considered high priority. Such acts tend to generate fear and concern among victims and the public. They have a potential for recurrence and escalating to the point of counterviolence.

**C. DEFINITIONS**

1. A racially or religiously targeted incident is an act, or attempted act, by any person or group of persons against the person or property of another individual or group which may in any way constitute an expression of racial or religious hostility. This includes threatening phone calls, hate mail, physical assaults, verbal abuse, vandalism, cross burning, fire bombing, etc.
  - .1 Committed acts having criminal sanctions are considered "hate crimes".
  - .2 A common sense approach should be taken toward this definition. If it appears the incident is racially, religiously, or ethnically based, it shall be reported under criteria established by this Order. Motivation is the key element in determining if an incident is racially, religiously, or ethnically targeted.
2. R/R/E - Refers to racial, religious, or ethnically motivated incidents.

**D. PROCEDURE**

- I. The proper investigation of R/R/E incidents is the responsibility of all Concord Police Officers and employees. Each employee must be sensitive to the feelings, needs, and fears that may be present in the community as a result of incidents of this nature. The primary personnel responsible for investigating these types of incidents are:
  - .1 Uniform Division - Preliminary investigation, evidence collection, and, where appropriate, the arrest of the responsible;
  - .2 Investigation Division - Follow-up investigation, arrest of responsible, filing of criminal complaints, and intelligence analysis;
  - .3 Administrative Services Division - Community liaison, records maintenance, and appropriate Department and public training.

**E. RESPONSIBILITIES**

- I. All R/R/E incidents are priority 1 calls and shall require dispatch of a patrol officer to the scene, unless the complainant specifically requests that an officer not respond. In that case, the call shall be dispatched to the beat officer, who shall make a phone call to the complainant for details of the report.
  - .1 When the assigned patrol officer arrives on the scene and determines that the incident may be R/R/E motivated, s/he shall:
    - .01 Request a field supervisor;
    - .02 Protect the crime scene and evidence;
    - .03 Stabilize the victim;
    - .04 Apprehend the responsible (if applicable);
    - .05 Conduct a preliminary investigation, including neighborhood survey for witnesses where appropriate;
    - .06 Provide assistance to the victim and refer to the appropriate legal or service agency;
    - .07 Collect and process evidence if the I.D. unit is unable to respond;
    - .08 Complete an Incident Report, with case number, and code the incident for later identification and retrieval consistent with Departmental Procedure No. 55.
      - .001 In Box 1, enter the number 1 if the incident is suspected but not confirmed to be RRE motivated. Enter the number 2 if there is evidence the incident is RRE motivated but does not involve a verbal confrontation or physical attack. Enter the number 3 if the RRE incident involves a verbal confrontation or physical attack.

.002 Enter "RRE" in Box 2 if the incident appears to be racially, religiously, or ethnically based.

.09 Complete your report with supervisor approval prior to completing your tour of duty. Direct copies to the Uniform and Investigation Divisions Commanders.

## 2. Patrol Field Supervisor

.1 Upon arrival at the scene of an R/R/E incident shall:

.01 Interview the officer receiving the complaint;

.02 Verify that the incident is an R/R/E;

.03 Determine if additional personnel are necessary and ensure that evidence collection occurs if available;

.04 Take steps to ensure that the incident does not escalate;

.05 Assist in stabilization of the victim;

.06 Supervise the preliminary investigation;

.07 Assure the victim that a total investigation will be conducted;

.08 Ensure that all physical remains of the incident are removed after processing is completed. If the remains cannot be removed (i.e., paint on walls), the supervisor shall attempt to impress upon building or property owners the need for complete restoration as soon as possible.

.2 Notify the Watch Commander or senior Supervisor on duty.

.3 Ensure that all reports are properly completed and submitted prior to the end of your tour of duty.

.4 Provide for increased patrol in the area for as long as necessary, but at least several days following the incident.

.5 Identify training needs relative to R/R/E incidents.

## 3. Watch Commander

.1 After being notified of an R/R/E incident, the Watch Commander shall:

.01 Immediately report to the scene if the incident is determined to be serious;

.02 Notify appropriate persons or units such as CDO, Investigations, etc., depending upon nature and seriousness of the incident;

.03 Ensure that the Chief of Police is notified in serious incidents;

- .04 Determine whether press releases should be made or press information officer notified.
- .2 Review all reports completed by patrol officers and/or field supervisor prior to their submission.
  - .01 Notify Chief of Police, Division Commanders, and Investigations Lieutenant through the computerized mail mask with a brief synopsis of the incident, including case number. Have a copy of the message printed;
  - .02 Direct surveillance and other appropriate activities to locate/identify suspects/responsibles and/or evidence.
- 4. Investigations
  - .1 Investigations Division Commander shall:
    - .01 Receive copies of all R/R/E Incident Reports and verify that a cross-referenced separate file is established and maintained;
    - .02 Verify that an immediate follow-up investigation is assigned and conducted by the appropriate unit;
    - .03 Coordinate the investigation with interdepartment units and outside agencies when appropriate;
    - .04 Keep the Chief of Police informed of status of current investigations; submit monthly and annual reports relative to total incidents, types, resolution, and any other patterns identified;
    - .05 Collect and collate R/R/E reports for presentation to appropriate City bodies reviewing these incidents;
    - .06 Maintain contact with community leaders when appropriate and keep them advised of the status of investigation;
    - .07 Ensure that symbols or remains of the incident that have not been removed at the time of patrol intercession are removed or covered. In the case of writing or symbols on privately-owned property, attempt to encourage the property owner to remove same;
    - .08 Immediately inform the Chief of Police of any patterns developing in R/R/E incidents.
  - .2 Assigned Investigator shall:
    - .01 Canvass the community to identify and interview witnesses;
    - .02 Coordinate investigative work with the Identifications unit;
    - .03 Conduct surveillance and other appropriate techniques to identify and apprehend perpetrators when appropriate;

- .04 Coordinate victim assistance with appropriate legal or service agency;
  - .05 Maintain liaison with original reporting officer and keep him or her apprised of the status of the case;
  - .06 Keep the victim informed through personal contact regarding case status;
  - .07 Prepare case for prosecution in Court and provide testimony.
- .3 Intelligence shall:
- .01 Assist in both investigations and prevention of R/R/E incidents by providing appropriate information to Patrol and Investigations units;
  - .02 Review all reports of R/R/E incidents with related analyses to detect patterns, suspects, or the participation of organized groups;
  - .03 Maintain liaison with Federal, State, local, and private intelligence agencies and, where appropriate, exchange information;
  - .04 Notify Chief of Police, Division Commanders, and Watch Commanders of patterns or anticipated movement of hate groups.
5. Crime Prevention/Community Relations shall:
- .1 Meet with neighborhood groups, residents in target areas, and other groups to allay fears, reduce the potential for counterviolence, and provide safety and protection information;
  - .2 Assist victims and their families where appropriate;
  - .3 Conduct public meetings on racial or religious threats and violence in general, and as it relates to specific incidents;
  - .4 Establish liaison with formal minority organizations and leaders;
  - .5 Provide preventive programs, such as anti-hate seminars for school children.
6. Training Unit shall:
- .1 Include human and cultural relations training programs in both in-service and advanced officers training programs;
  - .2 Use minority and community leaders' input for development of training programs;
  - .3 Prepare training bulletins relating to cultural and human relations subjects;
  - .4 Ensure that all officers attend assigned cultural and human relations in-service courses. Those failing to attend shall be identified to appropriate Division Commanders and remedial training provided;

- .5 Review and revise training programs to reflect changes in the community and in society;
- .6 Assist Field Training Officers in development of appropriate recruit training.



# TRAINING BULLETIN

CONCORD POLICE DEPARTMENT

GEORGE J. STRAKA, CHIEF OF POLICE

Volume VII Issue 26...

Date 5/2/86.....

## LANGUAGE TRANSLATION SERVICES

### INTRODUCTION

One of the fastest growing problems confronting the police today is how to communicate with non-English speaking persons during an emergency or during an interview or interrogation. The purpose of this training bulletin is to identify the sources of the translators and to establish policy and procedure on the use of these resources.

### EMERGENCIES

1. Police personnel should be aware that our dispatch center, via the 9-1-1 emergency line, has access, on a twenty-four hour basis, to interpreters for the following languages: Spanish, Cantonese, Vietnamese, and Filipino. This emergency service is available at no cost via:

EDEN INFORMATION AND REFERRAL  
800-448-3003 (24 HOURS)  
Business Phone: (916) 445-0911

2. The police department recently contracted with another source of twenty-four hour, seven day a week interpreters:

COMMUNICATION AND LANGUAGE LINE, INC.  
177 Webster Street  
Monterey, CA 93840  
800-821-8157  
Business Phone: (408) 646-0979

This service translates for 109 languages by telephone (see attached). An officer, with supervisor's approval, calls the 24-hour number indicated and follows this sequence:

1. Know what information you are trying to get before you dial the CALL number.
2. When the CALL central operator answers, give language request (if the language is not known, then say "unknown," follow this with general information such as "Oriental"), your agency ID number (#101016), and your badge or employee number or name.

3. Central operator will put you through to appropriate interpreter who will give you his ID number.
4. Tell translator exactly the information you need.
5. When translator has received your request, if you are not using conferencing, two phones or speaker phones, give the phone to the subject.
6. When translator has secured the information, he will instruct the subject to return the phone to you.
7. Translator will relay the information to you and await further requests. Miranda and Implied Consent readings are available upon request.
8. When you have concluded your use of the service, say "End of call."

#### INTERVIEWS AND INTERROGATIONS - INVESTIGATIONS

For investigations involving the interview or interrogation of non-English speaking persons, the following resources are available in our community:

1. CALIFORNIA TRANSLATION SERVICES, INC.  
2172 Grant St.  
Concord, CA 94520  
676-3330
2. THE CENTER FOR NEW AMERICANS  
1371 Detroit Avenue  
Concord, CA 94520  
798-3492

A supervisor's approval is required and both organizations require advanced arrangements, normally Monday through Friday between 8:00 a.m. and 5:00 p.m.



COMMUNICATION AND LANGUAGE LINE, INC.

031086

LANGUAGES

The following languages are available at all times:

Arabic	Hmong(Laotian Mountain Tribe)	Portuguese
Cambodian(Khmer)	Hungarian	Russian
Cantonese (Chinese)	Italian	Serbian (Yugoslavia)
Farsi (Iranian, Persian)	Japanese	Spanish
French	Korean	Tagalog (Philippines)
German	Laotian	Thai
Hebrew	Mandarin (Chinese)	Vietnamese

The following languages are available, but may require a few minutes' notice during daylight hours until further need is established:

AFGHANISTAN:

Dari  
Pashto

AFRICA:

Akan (Ghana)  
Amharic (Ethiopia)  
Bambara (Mali, Senegal)  
Chaga (Tanzania)  
Dagbani (Ghana)  
Ewe (Benin, Ghana, Togo)  
Hausa (Benin, Cameroon,  
Niger, Nigeria, Togo)  
Kamba (Kenya)  
Kikuyu (Kenya)  
Maasai (Kenya, Tanzania)  
Mandinka (Mali, Senegal)  
Mina (Benin, Togo)  
Somalian (Djibouti,  
Ethiopia, Kenya, Somalia)  
Swahili (Kenya, Mayotte,  
Tanzania, Uganda, Zaire)  
Tigrinya (Ethiopia)  
Twi (Ghana, Ivory Coast)  
Wolof (Gambia, Senegal)  
Yoruba (Benin, Nigeria)

Albanian  
Armenian  
Assyrian(Syria, Lebanon,  
Jordan)  
Azerbaijani (USSR, Iran,  
Turkey, Syria)  
Bulgarian  
Burmese  
Chamorro (Guamanian)

CHINA

Amoy  
Chao-Chou  
Chungshanese  
Fukienese  
Hakka  
Shanghai  
Szechuan  
Toyshanese

Czech  
Danish  
Dutch  
Fijian  
Finnish  
Greek  
Haitian Creole

INDIA (Asia):

Bengali  
Bhojpuri  
Bihari  
Gujarati  
Hindi  
Magahi  
Maithili  
Malaylalam  
Marathi  
Punjabi  
Sinhalese  
Tamil

INDONESIA:

Indonesian  
Javanese  
Malay

Khamu (Laos)  
Lithuanian  
Macedonian (Yugoslavia)  
Nepalese  
Marshallese  
(Marshall Islands)  
Norwegian

PHILIPPINE ISLANDS:

Aklan  
Cebuano  
Hiligaynon  
Ilocano  
Pampango  
Pangasinan  
Samarinio  
Visaya  
Waray

Polish  
Quechua (Peru)  
Romanian  
Samoan  
Sicilian  
Slovak  
Swedish  
Tibetan  
Turkish  
Ukrainian  
Urdu (Pakistan)  
Yiddish



# TRAINING BULLETIN

CONCORD POLICE DEPARTMENT

GEORGE J. STRAKA, CHIEF OF POLICE

Volume VII Issue 27

Date 9/1/86 (53)

## RESPONSE TO RACIAL, RELIGIOUS, AND ETHNIC INCIDENTS

### INTRODUCTION

As General Order #61 and City Council Resolution 86-29 have indicated, we must actively pursue investigations of racially or prejudicially motivated cases. In doing so, we assure the community that racism, violence, and bigotry will not be tolerated. This training bulletin is intended as an extension of General Order #61 providing guidelines to identify reportable crimes and the appropriate criminal and civil codes involved.

### DEFINITIONS

A reportable REE crime is any act or attempted act intended to cause physical injury, emotional suffering, or property damage, which is or appears to be motivated, all or in part, by race, ethnicity, religion.

Motivation - Incentive, inducement, desire, emotion, or similar impulse resulting in some type of action.

Race - Any group or class of individuals with common characteristics distinguished by form of hair, color of skin and eyes, stature, bodily proportions, etc., that are genetically transmitted to classify it as a distinct human type.

Ethnic Group - Any group or class of individuals within a culture or social system that can be distinguished on the basis of variable traits including nationality, religion, linguistics, ancestry, traditions, attire, etc.

Religion - A personal awareness or conviction of the existence of a supreme being, supernatural powers, or influences controlling one's own humanity or all nature's destiny.

## CRITERIA FOR REPORTING R/R/E INCIDENTS

The following criteria are to be used in determining whether or not an incident is of a racially, religiously or ethnically biased nature. The list is not all-inclusive. Some incidents may not clearly fit a specific definition. In those cases, a common-sense approach must be used: If it looks like an incident motivated by racial, religious or ethnic bias, it should be reported as such. Verification can be made later in the investigation.

Any criminal act which is directed at any racial, religious, or ethnic group (or individual within these groups). For example: (Refer to Penal Code Sections at the end of this Training Bulletin).

1. Burning cross or religious symbol
2. Explosives - perpetrated against a person or persons because of their race, religion, or ethnic origin.
3. Bomb threats - perpetrated against a person or persons because of their race, religion, or ethnic origin.
4. Destroying, injuring property of another - which is directed against racial, religious or ethnic groups because of their race, religion or ethnic origin.
5. Assault - Any assault and battery which is directed against a person/persons because of their race, religion or ethnic origin.
6. Disorderly conduct - (written or oral) communications directed against a person/persons because of their race, religion or ethnic origin.
7. Interrupting or disturbing religious meetings - directed against a person/persons because of their race, religion or ethnic origin.
8. Possession of firearm in proximity of public demonstration - which occurs at a public demonstration for racial, religious or ethnic purposes.
9. Unlawful use of the telephone - which is directed against racial, religious, or ethnic groups because of their race, religion or ethnic origin. Example: racial, religious, or ethnic slurs.

Any noncriminal act directed at any racial, religious or ethnic group (or individuals within these groups) which, while not criminal, is done with the apparent intention to:

1. Harass.
2. Intimidate.
3. Threaten.
4. Retaliate.
5. Create racial, religious or ethnic conflict.

The key criterion in determining whether these incidents fit into the definition of an incident of racial, religious, or ethnic bias is the motivation behind the act.

#### VICTIM ASSISTANCE

This department has taken the approach that the unique nature of these crimes requires special handling from our agency. We feel an obligation not only to investigate the criminal acts but to recognize and react in a positive manner to the emotional trauma experienced by the victims, families, and citizens of the community who have witnessed/suffered such incidents.

There is to be special emphasis placed on victim assistance and community cooperation in order to reduce victim/community trauma and fear.

Thus, officers should:

- Approach victims in an emphatic and supportive manner. Demonstrate concern and sensitivity.
- Attempt to effectively calm the victim and reduce the victim's alienation.
- Reassure the victim that every available investigative and enforcement tool will be utilized by the police to find and prosecute the person(s) responsible for the crime.
- Consider the safety of the victim(s) by recommending and providing extra patrol, and/or providing prevention and precautionary advice.
- Provide referral information such as counseling and other appropriate public support and assistance agencies.
- Advise the victim of criminal and civil options.

#### VICTIM REFERRALS

The following organizations/agencies provide assistance to victims of racial, religious, and ethnic incidents:

Housing Alliance of Contra Costa County  
1583 Galindo Street, Concord 825-4663

Services: Counseling and Investigation of Complaints in  
Housing Discrimination.

Fee: None Hours 8:00 - 5:00 M - F

Contra Costa County District Attorney's Office - Victim  
Assistance Unit

Fee: None Hours 8:00 - 5:00 M - F

Personal Crisis Line/Community Resource Center

1850 2nd Avenue, Walnut Creek (24 hours) 827-2111

Services: Referrals and Emotional Support by Telephone Only

Fee: None Hours: 7/days week 24 hours/day

Care Center

Telephone Only: (24 hours) 284-CARE

Services: Listening to Problems, Emotional Support & Advice

Fee: None Hours: 7/days week 24 hours/day

Center for New Americans

1371 Detroit Avenue, Concord 798-3492

Services: To assist refugees and immigrants of all  
nationalities to adjust to the American culture.

Fee: None Hours: 8:00 - 5:00 M - F

Black Families Association

P. O. Box 21481, Concord 825-9254

Services: To provide information and assistance to Black residents  
of Concord.

Fee: None Hours: Every day 8:00 a.m. - 10:00 p.m.

United Council of Spanish Speaking Organizations

518 Main Street, Martinez 229-1600

Services: Assistance to Hispanics

Fee: None Hours: 8:00 - 5:00 M - F

Concord Human Relations Commission

1950 Parkside Drive, Concord 671-3150/671-3364

Services: Discrimination in housing, employment, school, etc., due  
to race, religion, ethnic background, age, or sexual preference.

Referrals information.

Fee: None Hours: 8:00 - 5:00 M - F

Anti-Defamation League of B'nai B'rith

121 Steuart St., Suite 401, San Francisco

Services: Resolution of discrimination complaints; race relations,  
education, police-community relations; monitors extremist groups.

Fee: None Hours 8:00 - 5:00 M - F

CALIFORNIA PENAL CODE SECTIONS

Besides the standard Penal Code sections that apply to crimes committed regardless of race, religion, or ethnic background (i.e., 415, 242, etc.), the following Penal and Civil Code sections may apply:

- 1170.75. PC Felony attempted or committed because of victim's race, color, religion, nationality, or country of origin: aggravation of crime
- 1170.8 PC Arson, robbery, or assault in places of worship; aggravation of crime
- 11411. PC Terrorism: Burning or desecration of religious symbols; placement or display of physical impressions:
- 11412. PC Threats obstructing exercise of religion
- 11413. PC Terrorism: Use of destructive device, explosive or commission of arson; places of worship, places or meetings involving abortion;

NOTE:

OFFICERS SHOULD ALSO ADVISE VICTIMS, WHEN APPROPRIATE, OF THE PROCEDURES OF SECURING HARASSMENT TEMPORARY RESTRAINING ORDER AND INJUNCTIONS PURSUANT TO CALIFORNIA CODE OF CIVIL PROCEDURE, SEC. 527.6.

CALIFORNIA CIVIL CODE SECTIONS

- 51. CC Civil rights of persons in business establishments
- 51.5 CC Discrimination by business establishment prohibited
- 51.7 CC Freedom from violence or intimidation
- 52. CC Denial of civil rights or discrimination; damages; civil action by people or person aggrieved; intervention

(e) Actions under this section shall be independent of any other remedies or procedures that may be available to an aggrieved party.

RECRUIT OFFICER CHECKLIST

TRN'D      PERF

6. RESPONSE TO RACIAL, RELIGIOUS & ETHNIC INCIDENTS

The following references shall be utilized:

- 1) General Order #61 - Response to Racial, Religious and Ethnic Incidents
  - 2) Training Bulletin Vol. VII Issue 27 - Response to Racial, Religious, and Ethnic Incidents
- 
- a. Purpose, goal, attitude
  - b. Criteria for reporting R/R/E incidents
  - c. Uniformed officers role
  - d. Victim assistance
  - e. Victim referrals
  - f. California Penal Code sections:
    - (1) 1170.75 PC - Felony
    - (2) 1170.8 PC - Felony
    - (3) 11411 PC - Terrorism
    - (4) 11412 PC - Threats
    - (5) 11413 PC - Terrorism, Destructive Devices
  - G. California Civil Code Sections
    - (1) 51. CC - Civil Rights; business establishments
    - (2) 51.5 CC - Discrimination
    - (3) 51.7 CC - Freedom
    - (4) 52. CC - Denial of civil rights

7. CULTURAL AWARENESS ISSUES

The following references shall be utilized:

- 1) Training Bulletin Vol VII Issue 28 - Language Translation Services
  - 2) Cultural Issues Manual
  - 3) Video Tape (Training Bureau) -
    - a) Police Asian Relations
    - b) New Neighbors/New Challenges
- 
- a. Purpose, goal, attitude
  - b. Language translation services
  - c. General principles - cultural awareness
  - d. Black community
  - e. Mexican American community
  - f. Native Americans (Indians)
  - g. Asian community
  - h. The Gay community

Note: F.T.O.'s shall indicate in the "TRN'D" column the amount of time devoted to each subject matter.

REMARKS \_\_\_\_\_

COMMITMENT PLANNING WORKSHEET

Question: What level of support/non-support could you expect from each of the identified critical mass figures/groups/organizations.?

What is the "critical mass" necessary to ensure the change? Who in what role location(s), must be committed to the change in order for it to be effective?

TYPE OF COMMITMENT

ACTORS IN CRITICAL MASS	BLOCK CHANGE		LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Police Chief's & Sheriff's	2	(2)	4	5	3
City & County Managers	3	(1)	5	(1) 5	2
Immigrant/Refugee Support Organizations	1	(1)	2	6	7
Non-Asian or <sup>non-</sup> Hispanic Citizens	7	(3)	2	1	1
Asian Political Power				8	5
Hispanic Political Power				8	5
Black Political Power	3	(1)	3	(1) 7	
Police Officers/Associations	2	(1)	8	5	1
Human Relations Commissions				10	3
Human Rights Groups	1		1	7	3
Media/Contra Costa Times	5		3	7	3
Elected Officials/Bd of Supers City Council	2	(1)	4	5	3
Taxpayers Association(s)	7		3	1	
Organized Labor/Job Market/Unions	5		7		

Key: Each NGT participant independently decided what level of support, generically, individuals and groups would provide in Contra Costa County.



COMMITMENT PLANNING WORKSHEET - continued

Question: What level of support/non-support could you expect from each of the identified critical mass figures/groups/organizations.?

What is the "critical mass" necessary to ensure the change? Who in what role location(s), must be committed to the change in order for it to be effective?

TYPE OF COMMITMENT

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Local School Administration		7	5	
Established Immigrant Groups	8	5		
School Parent Club(s)	7	5		
School Students		7	5	

APPENDIX D2

A COMMITMENT PLAN WORKSHEET

CRITICAL MASS

The influx of S.E. Asians and Latinos into Contra Costa County would impact upon local, state and federal jurisdictions, agencies, and organizations, both public and private. Of primary concern, for the purposes of this study project, is the impact upon law enforcement services, procedures and training. Any changes to be made from current levels of service, etc. would involve a commitment of individuals and groups.

Development of a commitment plan is, therefore, a necessary part of this process and also involves identifying the critical mass figures.

As a member of the NGT workshop, please work independently (at first) to help me to first identify the critical mass figures, then second level of commitment of each.

CRITICAL MASS/STAKEHOLDERS & SNAILDARTERS

Example: Non-Asian & Non-Hispanic citizens

	<u>Critical Mass</u>	<u>Why?</u>
1.	_____	_____
2.	_____	_____
3.	_____	_____
4.	_____	_____
5.	_____	_____
6.	_____	_____
7.	_____	_____
8.	_____	_____
9.	_____	_____
10.	_____	_____
11.	_____	_____
12.	_____	_____

Definitions:

CRITICAL MASS is defined by those people/groups who if actively in support of the change ensure that the change will take place; (e.g., certain key executives, certain key group leaders, etc.

COMMITMENT PLAN is strategy described by series of action steps, devised to secure support of key subsystems identified as critical to change effort.

**RESPONSIBILITY CHART**

Example of Process

- R = Responsibility (not necessarily authority)
- A = Approval (right to veto)
- S = Support (put resources toward)
- I = Inform (to be consulted)
- = Irrelevant to this item

**Actors**

Decision	Actors														
	C.O.P./Sheriff	Div. Commanders	Project/Transition Manager	Diagonal Slice Department	Training Bureau	Crimes Analysis Unit									
Cultural Awareness Training	A	S	I	S	R	-									
RRE Policy & Procedure	A	R	I	-	R	-									
RRE Training	A	S	I	-	R	S									
Networking w/Ethnic Community	R	R	S	S	S	-									
Networking w/Support Organizations	S	S	S	S	S	-									
Translator Program	I	I	-	-	R	-									
Ethnic Crimes Task Force	I	I	-	-	-	S									

APPENDIX E1