

What role will mid-size law enforcement agencies play in managing an open border between the United States and Mexico by the year 2003?

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Abstract

This study consists of three sections: A futures study of the role mid-size law enforcement agencies will play in managing an open border between the United States and Mexico by the year 2003; a model strategic plan using the city of Santa Barbara; and a transition management plan. Five prominent trends will increase in ten years: Language and cultural concerns, immigration's impact on the criminal justice system, changes in community expectations, community problem solving policing, and street crime by homeless immigrants. High probability events that would impact law enforcement are: California unprepared for border opening, Hispanics become majority population, crime families in California and Mexico link, race riots beyond law enforcement control, and CLETS links with equivalent Mexican data system. Policy recommendations emphasize local law enforcement efforts to provide language and cultural awareness training to police employees, and a phased implementation process. The model strategic plan includes action steps and implementation guidelines. The transition management plan presents a feasible management structure and supporting technologies. Technical data and forecasting results and graphics included in the text; with additional references and bibliography.

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WHAT ROLE WILL MID-SIZE LAW ENFORCEMENT AGENCIES PLAY IN MANAGING AN OPEN BORDER BETWEEN THE UNITED STATES AND MEXICO BY THE YEAR 2003?

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

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

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

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

INTRODUCTION

This Command College project is a futures study to determine "what role mid-size California law enforcement agencies will play in managing an open border between the United States and Mexico by the year 2003".

DEFINITION

Open Border: For purposes of this study, an open border is defined as having no regulations or check points on the United States border with Mexico beyond a normal pattern of traffic control, routine calls-for-service and initiated activity.

WHY THIS ISSUE IS IMPORTANT

It is estimated that some sixty million people in the world are currently "on the move". This figure includes people displaced by war, civil strife, political repression, environmental catastrophe, the threat of starvation, economic hardship or the desire to better their circumstance.¹

Many world leaders are calling for the expulsion of unwanted immigrants, while others are calling for increased efforts to solve the economic problems in the regions from which the immigrants come so that the flow will be stopped at the source. In some countries pressure is mounting to stop virtually all immigration.²

The concerns underlying these attitudes are complex, ranging from fear that immigrants will steal jobs, engage in criminal activity, be a burden on social services, to xenophobia and even racism.

The debate over immigration in America has become a national issue. In the next century America's population will change considerably. According to demographers, in less than 100 years white dominance of the United States population will end as the growing number of blacks, hispanics and Asians together become a new majority.³

There are still other trends developing, or that may develop, in America that warrant a need for a futures study on the research issue of an open border between the United States and Mexico:

- 1) The world's economy is evolving into a global economy.
- 2) Globalization of production (final product assembly all over the world).
- 3) Globalization of consumer markets (goods assembled in one nation, sold in many others).
- 4) Rise of international trading blocks (such as the North American Free Trade Agreement, or the Southern Cone trading block in Latin America).
- 5) Prices and jobs are moving medium and low skilled workers across national borders worldwide.

Globalization is a deliberate policy promoted by developed nations, major international institutions, and even some less developed nations to promote political stability, progressive policies on education, low wages and other incentives to attract investors and promote exports.⁴

Mexico is likely to gain in the near future from globalization due to the size of its labor force, industrial infrastructure and access to the United States. Demographers and economists predict a coming world labor shortage. A "baby bust" will soon shake industrialized economies worldwide. Companies will grow increasingly desperate for young workers. To cope, countries must start encouraging immigration and discouraging early retirement. The first gentle tremors have already begun, and barring an immediate and sustained upswing in American birthrates, a most unlikely prospect, the labor shortage will strike with gathering force at the turn of the century. No country is better positioned to cope with demography's future shocks than the United States. The future American work force will be more diverse than any in America's post war history. Netting out arrivals

and departures, over 80% of the additions to the work force in the 1990's and beyond will be blacks, Hispanics, recent immigrants and women.⁵

In a 1990 Heritage Foundation symposium, thirty-nine conservative leaders addressed the question, "What should be the ten most important foreign and internal policy priorities for the conservative movement in the 1990's?". One surprising response was to greatly increase immigration to America. They said in nations with free market economies people are a resource, not a burden. Immigrants bring life, skills, youth and a love of freedom to freedom's home: America. It is America's greatest comparative advantage. Japan's attitude about racial culture forbids life-giving immigration, that will be its death knell as a world power in the 21st Century. The large immigration to America gives the back of the hand to America's largest critics. After all, who immigrates to Iran, the Soviet Empire or social democratic Sweden? The symposium also suggested to expand America's free trade zone. The United States has long been the largest free trade zone in the world. Hence, its growth and prosperity; now the United States must build on this advantage to include not only Mexico, but the Caribbean, Canada and free trade market nations in South America and the Orient.⁶

NORTH AMERICA HYPERNATION

Just imagine if North America was one nation, the center of its population would be somewhere in west Arkansas. Its largest metropolitan area would be in Mexico, and much of its high-priced housing would be in Canada.

Global competition was the driving force that triggered meetings that began in Toronto in June 1992. Representatives of the United States, Mexico and Canada began discussing a three-nation free trade agreement that would eliminate most tariffs and economic border restrictions between the three countries.

If our northern and southern borders were erased, the new North American Hypernation would exceed the European economic community in population size and economic clout. The 358 million people who live in North America create six trillion dollars in economic activity each year, more than one and a half times the size of the entire European economy.

A three-nation free trade agreement would add seven new metropolitan areas of more than one million population to the lists of major markets for United States businesses. The markets are Mexico City, Toronto, Montreal, Vancouver, Guadalajara, Monterey and Puebla.⁷

No one can snap their fingers and make national borders go away. But the borders between the United States, Canada and Mexico are melting anyway, most noticeably in the very towns built to defend them. Cities like Ciudad Juarez are already the gateways to Mexico, and with free trade they will take on even more importance than they have now. The same is happening up north, Vancouver and its close neighbor Seattle economically and culturally have a lot more in common than Vancouver and its distant kin Toronto.

University of Chicago sociologist Doug Massey says most free trade agreements are about the movement of goods and capital, but people are what make a market. An agreement would probably increase the pace of Mexican immigration to the United States because the driving force behind immigration is employment, and people are attracted to California for jobs.

Like the European dream of economic unity which has eliminated many national borders, the effort to bring North America together is based on the faith that free markets matter more than politics or culture. But politics and culture could turn out to be powerful obstacles to the dream of a big, peaceful trading bloc.⁸

The North American Free Trade Agreement was passed into law in the United States, Mexico and Canada in December 1993, and will become national policy in 1994.⁹

CALIFORNIA IMPACT

An open border will bring a merging of cultures as a growing number of people begin migrating and having duties on both side of the border. In an effort to focus this study only the border between California and Mexico was chosen for study.

Differences in our history, religion, race and languages serve to complicate the American and Mexican relationship, contrast the individual ways of doing business, and widen the gulf of understanding that separates these two nations. But all these variables are overshadowed by the inescapable and unique fact that a vulnerable developing country shares a 2,000 mile border with the world's richest and strongest power.

However, living next to the United States has also brought Mexico economic opportunities and has enabled the country to save on defense expenditures. Few Mexicans express hostility toward American qualities of honesty, efficiency and democracy that seem lacking in Mexico. Mexico's growing middle class enthusiastically adopts American consumer patterns, teaches their children English and vacation in the United States when possible. Poorer Mexicans stream across the northern border into a strange land that offers them hope of finding jobs that are not available at home.¹⁰

In the United States the perception exists that the Country is being overrun by illegal immigrants and that any restrictive measure, however costly, is warranted. During periods of recession the American labor movement automatically blames immigrants for high unemployment. The Anglo-population also fears that the United States' traditional values, culture and even language are being

subverted by new waves of immigrants, the majority being from Mexico. But the farms of the southwest, the "sweatshops", restaurants and construction sites of all major cities depend on cheap Mexican labor to remain profitable. Involving so many push-and-pull factors in both countries, the immigration issue has long resisted solution.11

Current United States immigration policy gives first priority to reuniting families. The next largest category of legal immigrants admitted include those given preference on the basis of their education and occupation. More than half of all immigrants from Mexico and South America reside in just two states, California (34%) and Texas (22%).12

LAW ENFORCEMENT IMPACT

All of these issues have obvious implications for law enforcement, particularly, in delivering service to newcomers clustered together in poor neighborhoods with existing high crime rates. The police, and the population at large, must guard against stereotyping. The past national experience of the United States should also remind Americans that race constitutes the biggest barrier to full participation in the American dream. In particular, the black experience has been unique from the beginning because most African-Americans did not come here seeking freedom or greater opportunity, but were brought to this country as slaves.

The obvious obstacles in building trust between the police department and immigrants is the mutual misunderstanding of each other's culture and developing the capacity to speak to new immigrants in their native tongue when necessary. It is often easier in theory than in practice to recruit qualified bilingual candidates from immigrant populations, especially since many came from countries where police work may not be a respected career.

A changing society also demands that the police remain responsive to the issue of how to serve people who exhibit racial, ethnic, religious and cultural diversity. This implies that departments must establish and enforce guidelines to ensure that officers discharge their duties with care and concern. It also means that departments must recruit candidates who are best capable to handle the increasing challenge posed by the future. Most importantly, it illustrates the need for a community policing problem-solving approach to community problems. This emerging philosophy and organizational strategy proposes that only by decentralizing and personalizing service will law enforcement be able to meet the needs of a diverse society. Law enforcement, as never before, will be faced with new training and recruitment issues in an effort to serve the community, as well as having the community represented throughout its ranks.

Finally, increased migration in both directions across the border will inevitably impact both criminal justice systems. Immigrants will become victims as well as perpetrators of crimes, and law enforcement will need to coordinate their efforts to identify and apprehend mobile criminals who have committed serious crimes.

Sub-issues that must be considered related to opening the border are:

- * What will be community expectations of law enforcement?
- * What ways can law enforcement agencies effectively address the issue of alien crime as a result of an open border?
- * What additional training of law enforcement personnel will be necessary?

LITERATURE SEARCH

Research for literature on the subject of an "open border" between the United States and Mexico revealed little written material, if any exists. The Department of Justice, the Federal Bureau of Investigation and the Immigration and Naturalization Service, along with other national literature search services and organizations such as the Police Executive Research Forum, International Association of Chiefs

of Police and the National Sheriff's Association have no studies on this issue.

The incidence of crime among immigrants, both legal and illegal, has been little-studied, according to a report by the United States Accounting Office (Chelimsky and Grant 1993). Reasons for the paucity of research in this area may be related to the unavailability of statistics and lack of systematic procedures for identifying individuals as illegal. Simply put, there are no reliable data bases, uniform collection methods, or requirements to maintain records by either the Immigration and Naturalization Service, or any city government.¹³

In 1986 the San Diego Association of Governments received funding from the National Institute of Justice to study "The Impact of Illegal Immigration on the Criminal Justice System", in San Diego County in California and El Paso County in Texas. Findings indicated that undocumented aliens accounted for 12% of the surveyed felony arrest population in San Diego and 15% in El Paso during fiscal year 1985 and 1986. Costs for justice processing of undocumented persons in San Diego alone was just over fifteen million dollars.¹⁴

A 1992 study by the Los Angeles County Internal Services Department said that public services for illegal aliens cost the county and area schools \$1.4 billion in 1991. Illegal aliens reportedly paid \$904 million in taxes during fiscal year 91-92, but only \$55.8 million was returned to the county.

In Los Angeles County, the average cost of providing health, welfare and other non-educational services to each illegal immigrant is about \$440 a year, about 40% more than the cost for the rest of the population, and therefore a taxpayer burden.¹⁵

Meanwhile, the immigration into California continues to grow. Between 4.2 million and 4.5 million immigrants are residing illegally in the United States, according to David Simcox, Executive Director

of the Center for Immigration Studies in Washington, D.C. This permanent population is conservatively estimated to grow by about 300,000 each year. However meritorious, requests for more money from Washington undoubtedly will prove a hard sell. With the federal budget deficit ever-increasing, Congress will be hard-pressed to find any additional funds for state and local governments.¹⁶

RESEARCH CONCLUSIONS

The research indicates that North America will develop into a three-nation marketplace, and the future may see crossing the United States border from Canada and Mexico as easy as crossing the street. However, local communities will bear the ever-increasing burden, and responsibility for providing services for new immigrants entering California as a result of an open border. Law enforcement's role, in particular, will be to accept these new challenges and to do more without government financial aid or increased resources. At least, this has been the economic pattern affecting law enforcement operations the past several years of budget crisis, and there is every expectation that it will continue.

As California law enforcement moves into the next decade, it is also apparent that there is no administrative model for law enforcement agencies to use to determine what role mid-size agencies will play in open border management. This study will be used to examine and describe conditions that are likely to impact law enforcement's role in open border management in the future, and provide a model management strategy to be used by police administrators in a medium size agency.

DEVELOPING A FUTURES SCENARIO

A futures study was conducted to identify and evaluate images of the future. A "most likely" futures-driven scenario was created to serve as the foundation on which to build a strategy to deal with change.

The City of Santa Barbara, California, was selected as the location of the scenario. This city is a world-famous coastal resort area with a rich Hispanic heritage, both in culture and architecture. Santa Barbara's worldwide reputation was greatly increased during the eight years President Reagan made the surrounding mountains his Western White House. The city draws thousands of tourists from all over the world each year. Tourism is the fuel that drives the engine of the local economy, and Santa Barbara has suffered from the current recession principally because of reduced tourism and the reduction of defense-related local employment.

The city has a resident population of 87,500 living inside twenty-one square miles. Approximately 31% of the population is Hispanic, 2% is black and 1% is a mixture of other ethnic populations.

From the 1990 census data the average median income of city residents is 6.3% less than the California average. These figures are surprising and do not support the world's perception that Santa Barbara is a wealthy city, in reality the wealth is predominantly outside the city limits.

The police department has a sworn strength of 137 and 82 civilian personnel. The annual calls-for-service has increased from 35,000 in 1970 to 150,000 in 1992. The department prides itself as being a progressive department dedicated to improving the quality of life of all residents through progressive and innovative policing strategies.

The scenario depicts a fictitious chief of police as a thirty-year veteran of the department who has headed the organization for ten years.. As he reads the morning headlines, the chief looks back on the events and trends that affected the department and what the department did to prepare for the border opening.

Santa Barbara News Press, October 1, 2003.

"Popular Police Chief to Retire. Hispanic Leaders Praise his Decade of Leadership."

Setting the morning newspaper aside, Chief Smart sighs contentedly and ponders his future retirement in Santa Barbara, his adopted home of thirty years. Early retirement, and Oregon, are distant memories but not the circumstances that will allow him to retire in a beautiful and stable community that has weathered one of the most turbulent decades in California history. Lingerin^g over his coffee, the chief reflects back in time on how proud he was to make chief, yet how difficult the job became.

In 1993 immediately after assuming the chief's position, trends and events began taking place that would soon dramatically alter California and law enforcement.

Mexican President Carlos Salinas told America's presidential candidates, and the world, that he intended to move Mexico out of the third world. He envisioned Mexico as a first world country, sharing in world development, growth and opportunity; in partnership with the United States.

Democrat Bill Clinton agreed to that partnership and campaigned in support of free trade and economic change, and pledged to support the proposed North American Free Trade Agreement. He said President Salinas' most convincing argument was a simple statement of fact, that he intended to export goods, not people. But if he could not create jobs for Mexicans in Mexico, they would merely walk across the border looking for jobs in the United States, and the American worker would probably lose his job anyway.

U.S. officials in support of a free trade agreement claimed that the United States stood to participate in a North American trade market of 360 million people with an annual economy of six trillion dollars.¹⁷

After the inauguration economic experts advised President Clinton that America could not reduce its huge trade and budget deficits

without taking bold steps, which included greater globalization of U.S. markets, and investments in Mexico.

President Clinton boldly reaffirmed his support of a North American Free Trade Agreement during his first months in office. One hour after this dramatic speech, the president of the strongly democratic AFL-CIO blasted the proposal and the President for promoting economic disaster. Americans were divided on the issue and public debate and reaction became intense.

Congressional debate raged on the short term prospect that the United States, particularly Texas and California, would lose jobs as companies took advantage of the treaty to relocate assembling and manufacturing operations to Mexico. However, the prevailing congressional opinion was that this was a "win-win" proposition, citing statistics that export economics create far more new jobs than are lost to business relocation.

In the final month of the 1993 congressional term, the North American Free Trade Agreement became national policy. Political hopes ran high that this agreement would boost productivity in both nations and reduce illegal immigration.

Throughout 1994-1995 Santa Barbara's economic productivity did increase and laborers in Mexico, having learned new skills and gained work experience, began moving their families to Santa Barbara to fill new job opportunities. The social impact was a growing resentment and anger over the free trade agreement and towards new immigrants. Law enforcement responded to labor-related demonstrations and increased incidents of racial violence in increasingly overcrowded crime-ridden and densely populated neighborhoods. Language and cultural difficulties in dealing with ethnic groups became a tremendous law enforcement concern, though, fearing deportation, many new immigrants kept a low profile towards authority. Many criminal acts went unreported, particularly if their level of victimization was from within their own culture, however neighborhood fear increased. There were various social, political and ethnic groups that

began promoting their single-issue ethnic and political viewpoints, and as a result communities became more polarized, and law enforcement officers felt like the 1960's had returned as they continually policed various mass demonstrations for a variety of causes.

In 1994 Santa Barbara Police officials, attempting to address these issues, adopted community-oriented-problem-solving policing in an effort to work more closely with the community. However, no other law enforcement agency in the county adopted this policing philosophy.

Throughout 1994-1995 the overall American export economy did improve significantly and the federal deficit finally began to shrink. Federal and state governments, and large corporations invested heavily in Mexico in an effort to put the United States economy on the fast track. Politically, Hispanic labor groups, and major corporations that faced shortages of skilled workers jointly lobbied for immigration reform to allow skilled workers unrestricted access into the United States to fill jobs.

President Clinton, safely re-elected in 1996, immediately opened immigration reform talks with the Mexican president, and with the advice and consent of congressional leaders, signed an executive order setting a 1997 date for opening the border to immigrants seeking employment in the United States. Experts predicted that, with the Mexican economy flourishing, only skilled workers looking for specific job opportunities would immigrate to the United States. The executive order called for the closing of border check points and the reassignment of agents. Employers would be required to aid new immigrant employees in acquiring and completing work permits; no other restrictions were imposed.

Chief Smart recalled his feelings of apprehension at the President's announcement, and throughout the law enforcement community there was great concern that not only was law enforcement not prepared for a new wave of immigration, neither was the State of California.

Chief Smart personally championed for the need for a unified approach to work together, share resources, and form common goals and as result a Santa Barbara County "border opening" conference was held at the Santa Barbara Police Department. This small conference broke new ground and allowed city and county government and community groups to brainstorm potential problems that could arise, and to break into working groups to resolve identified problems. Within the discipline of law enforcement, many potential problems were identified and solutions initiated well before the border opened. Local government and community agencies had taken the first steps to support the "open border" policy, address the impact on the community as well as the criminal justice system, and initiate community-policing-and-problem-solving-policing programs throughout the county.

One law enforcement issue could not be resolved locally. Therefore, the issue was presented jointly at the 1997 California Chiefs Association and the California Sheriff's Association annual convention. The need to establish a workable information sharing and criminal tracking system between California and Mexico became a priority that resulted in CLETS linking with the equivalent Mexican data base before the border opening.

The border opening fooled the experts. What was not anticipated was the lure the United States continued to have for people throughout Mexico and the world. The open Southern California border immediately became the entry point for thousands of people of all ethnic groups who moved into the state. Santa Barbara, both as an attractive well-known coastal city and an emerging employer, became a major settling point. Most Southern California communities were not prepared for a new wave of immigrants, Mexican immigrants soon became the majority population, not only in Santa Barbara but throughout California.

Oregon and its rural life and cool clean waters sporting a variety of game fish, almost became the escape hatch, Smart remembered, for the stress the open border placed on his law enforcement career.

By the end of 1997 communities throughout California now had different expectations of law enforcement, and law enforcement served a majority population that it did not understand very well and could barely speak to. The number of homeless immigrants increased dramatically as did their commission of street crimes. Throughout 1998-1999 criminal families in both nations expanded their criminal enterprise and the role of law enforcement in dismantling these criminal associations was fragmented, disorganized and largely ineffective. By the turn of the century law enforcement became mostly reactionary as internal and external economic disputes and third world investments fueled public concerns about the economy and the price of an open border. As a result, mass demonstrations, even riotous behavior, occurred that at times was beyond the ability of law enforcement to control.

The 1997 border opening caught many communities were unprepared for increased immigration and its consequences to the community, however Santa Barbara was not. Diligent work by law enforcement, local government officials, merchants and community leaders had identified potential problems and agreed to solutions beyond their own immediate concern, and those of special interest groups. The years between 1997-2003 still saw many tough issues to resolve locally, such as developing local programs to effectively teach law enforcement officers Spanish and provide cultural training, establishing problem-solving partnerships in minority communities that naturally feared authority, particularly the police, in order to determine community needs and expectations regarding service, recruitment and mentoring of potential minority officers, and finally providing acculturation training so new immigrants would fit into the community.

What a frustrating, yet exhilarating ride of ten years as chief of a municipal police agency, and keeping one's sanity and the integrity of the profession above the morass of conflicting interest of which law enforcement was always in the middle. Chief Smart smiled with pride, the greatest achievement of his administration had been acting as the catalyst to bring his profession and the community together to

solve problems, reduce fear and achieve racial stability, through an effective community problem solving policing program. The department's language and cultural awareness training program involving adult education and community mentors had significantly reduced language and cultural differences. Finally, the department nearly resembled the community and through other successful programs the future looked peaceful and bright.

Other communities had not been as fortunate, in fact border-related events from 1997 and beyond were still impacting California and law enforcement, such as the latest national debate and demands for a single national identity card. Yet, Santa Barbara would weather this storm as well. In fact, the efforts of Santa Barbara are now being emulated by many other communities, who are desperately seeking to resolve similar community concerns.

MISSION STATEMENTS PROMOTE ORGANIZATIONAL VISION

As a result of the scenario a framework was provided to take the first step to develop a strategy to reach the "most likely" future. A macro-mission statement was developed to express the values of the Santa Barbara Police Department, serve as foundation for strategies and decision, and to guide the behavior of department employees. The macro-mission statement developed for the Santa Barbara Police Department is:

"The motto 'dedicated to serve' states the essential purpose of the Santa Barbara Police Department. Our purpose is to protect the rights of all people within our jurisdiction, keep them free from criminal attack and to allow them to live in peace. Our mission is accomplished within the moral and legal standards of society, and our strength is derived from involved citizens who strive with us through a partnership to defeat crime and maintain order and peace."

Additionally, a micro-mission statement was developed as the foundation to develop department programs to support organization-wide

transformation to manage the border opening in Santa Barbara. The following micro-mission statement was developed to be a blueprint for organization-wide transformation:

"We believe in county-wide collaborative community-policing-and-problem-solving with concerned government agencies, community groups and concerned citizens to identify ways of dealing with neighborhood problems, issues and activities which directly impact the quality of life in our communities.

We believe the department can perform its law enforcement function in a more efficient and professional manner by recognizing the values of having greater cultural awareness and communication ability with Santa Barbara's diverse ethnic communities. The community itself will be better served by participating in this process of language and cultural education and taking a greater part in overcoming cultural differences that exist between the police and the community.

We are committed to continuous improvement in our department and in our city. We measure our success by the quality of life throughout the city, our ability to work together on problems, the reduction of fear, increased order, crime control and the satisfaction of our citizens with the police service we provide."

PREFERRED STRATEGY

A number of alternative policy strategies were then developed, and narrowed to three that would assist the Santa Barbara Police Department in managing an open border.

Before a single preferred strategy was selected, an analysis of the department's external environment and organizational capabilities was conducted. Key stakeholders were then identified, along with their

assumptions about the alternative policy issue. Stakeholders are defined as individuals or groups who impact decisions, are themselves impacted by those decisions and care about them. The most important stakeholders to the issue and the plan are:

The chief of police, city administrator, police employee association, minority rights groups, and teacher's union.

The preferred strategy is: The chief of police would appoint a senior member of his staff to be the project manager. The project manager would form a task force representative of the organization. The task force's job will be to evaluate existing foreign language and cultural training programs available in the community, through POST, as well as programs nationally. The findings and recommendations of the task force will be evaluated by the chief and his staff. The program director will then form a law enforcement/education/community advisory and development committee. The task of the committee will be to develop a formal, comprehensive, interactive Spanish language and cultural awareness program that also involves the community in mentoring department employees who participate as students.

As a result, the department would form a partnership with adult education and the community to provide ongoing Spanish language and cultural awareness training for department employees.

The committee would then select the police employees to participate in the ongoing training, and monitor the program to ensure that program goals and student development is in concert with the organization's macro-mission and micro-mission statements.

TRANSITION MANAGEMENT PLAN

In order to implement the preferred strategic policy, a transition management plan was developed. Contained within this transition management plan are techniques that make the plan viable and realistic, and are intended to move the Santa Barbara Police

Department from its present state to the desired future state in an orderly fashion.

One technique is identifying key stakeholders and members of the department, who based on their ability and influence will provide the needed energy for change, they are identified as the critical mass. The group includes: The chief and deputy chief of police, police employees association president, program director, Hispanic business council chairperson and the program director of adult education Spanish language program.

After the critical mass was identified, another technique identifies each person's capability and commitment to the strategy was discussed. This is critical to achieving harmony within the management team as they begin to negotiate with other key actors to achieve the desired commitment and support.

MANAGEMENT STRUCTURE

The management structure designed to facilitate the implementation of this strategy needs to have both formal power, as well as persuasive power to lead the various components affected by the change in harmonious manner.

Within the police department a task force should be set up under the leadership of a captain who will be the program director. This task force should have a staff of sworn and non-sworn positions throughout the department.

The role of the program director will be to wield the necessary executive power to manage the change, and to exercise good interpersonal skills and persuasive abilities to develop the program and, aided by the deputy chief of police, obtain the necessary buy-in.

The program director will form a law enforcement/education/community advisory/committee. This group will consist of members from the police department, adult education and other education professionals,

representatives from the Hispanic business council and other Spanish speaking community groups and at-large community members. The task of the committee will be to develop a formal, comprehensive, interactive language and cultural awareness program that involves the community in mentoring department employees who participate as students. The program director will be the chairperson of the committee which will meet regularly in a participative manner to discuss issues and concerns.

This management structure is desirable, as it is based on a participatory program development approach and involves representatives with diversified experience, resources and responsibilities. This structure will enable the change to take place with minimal territorial disputes and will dispel incorrect perceptions and rumors both inside and outside the police department concerning the goals and motivations of the program.

Following this procedure, the chief of police and the program director must work with the city administrator and city council to secure two year funding costs. These costs can be legally obtained using funds from the police department special operations account (drug asset seizure monies) in support of a non-budgeted law enforcement program. Additionally, the search for future years funding through donations, and grants, should be coordinated by the business manager, who is a member of the chief's staff. This procedure is prudent because the business manager has the overall responsibility of maintaining these accounts and ensuring the integrity of fund raising is maintained.

TECHNOLOGIES AND METHODS

A variety of technologies and methods will be utilized to minimize the high uncertainty and low stability that occurs during organizational change. These technologies and methods include:

1. Regular meetings of the law enforcement-education-community advisory committee to evaluate feedback.

2. Regular briefings to department management team.
3. Updating department personnel through newsletter.
4. Post committee's "responsibility chart".
5. Host "open forum" discussion regarding the program.
6. Survey department employees to determine interest in program.
7. Legally secure funding for program through police department special operations account.
8. Maintain law enforcement - education - community advisory committee as a standing committee.

CONCLUSIONS/RECOMMENDATIONS

The changing face of America has become a matter for debate. There are those who argue that a new wave of immigrants from the third world will change California for the better and that it is America's moral obligation to accept new immigrants. Others argue that the United States can no longer accept new immigrants because the country doesn't need them and cannot afford them. Yet, economically the United States has elevated Mexico to its third largest trading partner behind only Canada and Japan, and has adopted a three nation marketplace through an exclusive North American Free Trade Agreement with Mexico and Canada. The die has been cast, American economic future is now very closely tied to Mexico and its people, and the future may see crossing the United State border from Canada and Mexico as easy as crossing the street.

Currently, there are no proposals before the government of either the United States or Mexico to "open" the border. Such a proposal is entirely limited to this academic project. However, the United States is a global economic capitalist power, and the business of America is "business". Therefore immigration can be considered a

tremendous resource for the United States by ensuring an abundant and stable work force for the 21st century, arguably our greater competitive advantage with competing world economic powers. This study concludes that the economic necessities of the United States and Mexico will inevitably lead to dramatic changes in the immigration policies in this hemisphere.

In summary, law enforcement agencies must productively and creatively look for ways to respond to the effects of the border opening, determine community expectations and deliver service to the community regardless of the racial/cultural composition. The law enforcement role must evolve into agents of change to solve a wide-range of community problems, law enforcement in an open border environment will not be successful simply as traditional regulators and enforcers of the law.

Therefore, it is critical that modern, progressive and future thinking police administrators begin to look for alternative methods to perform their public safety mission, and develop innovative training programs to overcome department shortcomings, such as language and cultural training programs.

This study has resulted in the development of alternative strategies and policies which offer some solutions to meeting the challenge to an "open border" of the future. There are no guarantees that the border will ever officially become an "open border", but there is every indication that the number of immigrants entering the United States will increase in many communities and could challenge the ability of law enforcement to properly manage their impact.

To manage the border opening, or other immigration issues in a professional manner, law enforcement must form a partnership with local governments, other local law enforcement agencies, and with the public and private sector to provide for the orderly management and coordination of activities to support national immigration policies. Failure to do so will make it impossible to successfully

meet the complex demands and challenges that law enforcement will face in the year 2003.

RECOMMENDATIONS

The issue discussed in this study focused on open border management. During this study other subjects were of interest for additional research and future application toward open border management. These subjects were: Technological advances in language translation devices, community policing-and-problem solving in the 21st century, and additional law enforcement recruiting and mentoring programs for nationalized immigrants.

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**WHAT ROLE WILL MID-SIZE LAW ENFORCEMENT
AGENCIES PLAY IN MANAGING AN
OPEN BORDER BETWEEN THE UNITED STATES
AND MEXICO BY THE YEAR 2003?**

**TECHNICAL REPORT
BY
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SACRAMENTO, CALIFORNIA
JANUARY 1994**

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

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

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

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

SECTION I - INTRODUCTION

AN OVERVIEW OF LAW ENFORCEMENT'S ROLE RELATIVE TO AN OPEN BORDER WITH MEXICO.

SECTION II - FUTURES STUDY

WHAT ROLE WILL MID-SIZE LAW ENFORCEMENT AGENCIES PLAY IN OPEN BORDER MANAGEMENT BY THE YEAR 2003?

SECTION III - STRATEGIC MANAGEMENT

A MODEL PLAN FOR OPEN BORDER MANAGEMENT IN A MID-SIZE CITY.

SECTION IV - TRANSITION MANAGEMENT PLAN

OPEN BORDER MANAGEMENT - HOW DO WE GET THERE FROM HERE?

SECTION V

CONCLUSION, RECOMMENDATION AND FUTURE IMPLICATIONS

OPEN BORDER MANAGEMENT - THE FUTURE WILL SOON BE THE PRESENT.

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SECTION I

INTRODUCTION

AN OVERVIEW OF LAW ENFORCEMENT'S ROLE RELATIVE TO
AN OPEN BORDER WITH MEXICO

I N T R O D U C T I O N

DEFINITION

Open Border:

For purposes of this study, an open border is defined as having no regulations or check points on the United States border with Mexico beyond a normal pattern of traffic control, routine calls-for-service and initiated activity. Currently, there are no proposals before the government of either the United States or Mexico to "open" the border. Such a study is entirely limited to this academic project.

DISCUSSION

It is estimated that some sixty million people in the world are currently "on the move". This figure includes people displaced by war, civil strife, political repression, environmental catastrophe, the threat of starvation, economic hardship or the desire to better their circumstance.¹

Potential migrants are heavily concentrated in the poor regions of the south - in the previously colonized nations of Africa, Asia, the Caribbean and Latin America, as well as in the southern regions of the Soviet Union. They move not only to neighboring countries within their own region, but, more and more, they are seeking to move to industrially-advanced regions such as Europe, Australia and North America.

Many world leaders are calling for the expulsion of unwanted immigrants, while others are calling for increased efforts to solve the economic problems in the regions from which the immigrants come so that the flow will be stopped at the source. In some countries pressure is mounting to stop virtually all immigration.²

The concerns underlying these attitudes are complex, ranging from fear that immigrants will steal jobs, engage in criminal activity, be a burden on social services, to xenophobia and even racism.

The debate over immigration in America has become a national issue. In the next century America's population will change considerably. According to demographers, in less than 100 years white dominance of the United States population will end as the growing number of Blacks, Hispanics and Asians together become a new majority.³ As America approaches the 21st century, demographers already see white America growing grayer. In fact, more people of retirement age live in the United States now than were alive in this country during the Civil War.

There are still other trends developing, or that may develop, in America that warrant a need for a futures study on the research issue of an open border between the United States and Mexico:

- 1) The world's economy is evolving into a global economy.
- 2) Globalization of production (final product assembly all over the world).
- 3) Globalization of consumer markets (goods assembled in one nation, sold in many others).
- 4) Rise of international trading blocks (such as the North American Free Trade Agreement and the Southern Cone trading block in Latin America).
- 5) Prices and jobs are moving medium and low-skilled workers across national borders worldwide.

Globalization is a deliberate policy promoted by developed nations, major international institutions, and even some less developed nations to promote political stability, progressive policies on education, low wages and other incentives to attract investors and promote exports.⁴

Mexico is likely to gain in the near future from globalization due to the size of its labor force, industrial infrastructure and access to the United States. Demographers and economists predict a coming world labor shortage. A "baby bust" will soon shake industrialized economies worldwide. Companies will grow increasingly desperate for young workers. To cope, countries must start

encouraging immigration and discouraging early retirement. The first gentle tremors have already begun, and barring an immediate and sustained upswing in American birthrates, a most unlikely prospect, the labor shortage will strike with gathering force at the turn of the century. No country is better positioned to cope with demography's future shocks than the United States. The future American work force will be more diverse than any in America's post war history. Netting out arrivals and departures, over 80% of the additions to the work force in the 1990's and beyond will be blacks, Hispanics, recent immigrants and women.⁵

In a 1990 Heritage Foundation symposium, thirty-nine conservative leaders addressed the question, "What should be the ten most important foreign and internal policy priorities for the conservative movement in the 1990's?". One surprising response was to greatly increase immigration to America. They said in nations with free market economies people are a resource, not a burden. Immigrants bring life, skills, youth and a love of freedom to freedom's home: America. It is America's greatest comparative advantage. Japan's attitude about racial culture forbids life-giving immigration, that will be its death knell as a world power in the 21st Century. The large immigration to America gives the back of the hand to America's largest critics. After all, who immigrates to Iran, the Soviet Empire or social democratic Sweden? The symposium also suggested to expand America's free trade zone. The United States has long been the largest free trade zone in the world. Hence, its growth and prosperity; now the United States must build on this advantage to include not only Mexico, but the Caribbean, Canada and free trade market nations in South America and the Orient.⁶

If North America was one nation, the center of its population would be somewhere in west Arkansas. Its largest metropolitan area would be in Mexico, and much of its high-priced housing would be in Canada. Global competition was the driving force that triggered meetings that began in Toronto in June 1992. Representatives of

the United States, Mexico and Canada began discussing a three-nation free trade agreement that would eliminate most tariffs and border restrictions between the three countries.

If our northern and southern borders were erased the new North American hypernation would exceed the European economic community in population, size and economic clout. The 358 million people who live in North America create six trillion dollars in economic activity each year, more than one and a half times the size of the entire European economy.

A three-nation free trade agreement would add seven new metropolitan areas of more than one million population to the lists of major markets for United States businesses. The markets are Mexico City, Toronto, Montreal, Vancouver, Guadalajara, Monterey and Puebla.⁷

No one can snap their fingers and make national borders go away. But the borders between the United States, Canada and Mexico are melting anyway, most noticeably in the very towns built to defend them. Cities like Ciudad Juarez are already the gateways to Mexico, and with free trade they will take on even more importance than they have now. The same is happening in the north, Vancouver and its close neighbor Seattle economically have a lot more in common than Vancouver and its distant kin, Toronto.

University of Chicago Sociologist Doug Massey says most free trade agreements are about the movement of goods and capital, but people are what make a market. An agreement would probably increase the pace of Mexican immigration to the United States because the driving force behind immigration is employment, and people are attracted to California for jobs.

Like the European dream of economic unity which has eliminated many national borders the effort to bring North America together is based on the faith that free markets matter more than politics or

culture. But politics and culture could turn out to be powerful obstacles to the dream of a big, peaceful trading bloc.⁸

The North American Free Trade Agreement was passed into law in the United States, Mexico and Canada in December 1993, and will become national policy in 1994.⁹

CALIFORNIA IMPACT

Differences in our history, religion, race and languages serve to complicate the American and Mexican relationship, contrast the individual ways of doing business, and widen the gulf of understanding that separates these two nations. But all these variables are overshadowed by the inescapable and unique fact that a vulnerable developing country shares a 2,000 mile border with the world's richest and strongest power. When confronting its northern neighbor, history has taught Mexico that it has few defenses.

Mexico has not come to terms with having lost half of its territory to the United States (Treaty of Guadalupe Hidalgo, 1848), with Washington's frequent meddling in its political affairs, with the United States' hold on its economy and with growing cultural penetration by the American way of life. Historically, Mexico has failed to persuade the United States to give it special attention.¹⁰

However, living next to the United States has brought Mexico economic opportunities and has enabled the country to save on defense expenditures. Few Mexicans express hostility toward Americans as individuals and many openly admire the American qualities of honesty, efficiency and democracy that seem lacking in Mexico. Mexico's growing middle class enthusiastically adopts American consumer patterns, teaches their children English and vacation in the United States when possible. Poorer Mexicans stream across the northern border into a strange land that offers them hope of finding jobs that are not available at home.

When United States and Mexican presidents meet, as they do most years, a series of concrete bi-lateral issues are always discussed. The oldest problem, the century-old question of illegal migration, is the most difficult. From the Mexican point of view there is embarrassment that, more than seven decades after their revolution, hundreds of thousands of people must leave the country each year to work in the United States, and some Mexicans quietly celebrate the informal "re-conquest" of territories lost in the nineteenth century. Mexico insists that the silent invasion is smaller than claimed in the United States, and it fears the social and political consequences of mass deportations or a sealing of the border, although neither is probable.¹¹

In the United States the perception exists that the United States is being overrun by illegal immigrants and that any restrictive measure, however costly, is warranted. During periods of recession the American labor movement automatically blames migrants for high unemployment. The Anglo-population also fears that the United States' traditional values, culture and even language are being subverted by new waves of immigrants, the majority being from Mexico. But the farms of the southwest, the "sweatshops", restaurants and construction sites of all major cities depend on cheap Mexican labor to remain profitable. Americans of Mexican decent also argue that, in the absence of a national identity card, an idea which has been strongly opposed by Congress, legislation placing sanctions on employers of illegals will inevitably result in job discrimination against them. Involving so many push-and-pull factors in both countries, the migration issue has long resisted solution.¹²

Current United States immigration policy gives first priority to reuniting families. The next largest category of legal immigrants admitted include those given preference on the basis of their education and occupation. More than half of all immigrants from Mexico and South America reside in just two states, California (34%) and Texas (22%).¹³

LAW ENFORCEMENT IMPACT

All of these issues have obvious implications for law enforcement, particularly, in delivering service to newcomers clustered together in poor neighborhoods with existing high crime rates. The police, and the population at large, must guard against stereotyping. The past national experience of the United States should also remind Americans that race constitutes the biggest barrier to full participation in the American dream. In particular, the black experience has been unique from the beginning because most African Americans did not come here seeking freedom or greater opportunity, but were brought to this country as slaves.

The obvious obstacles in building trust between the police department and immigrants is the mutual misunderstanding of each other's culture and developing the capacity to speak to new immigrants in their native tongue when necessary. It is often easier in theory than in practice to recruit qualified bilingual candidates from immigrant populations, especially since many came from countries where police work may not be a respected career.

A changing society also demands that the police remain responsive to the issue of how to serve people who exhibit racial, ethnic, religious and cultural diversity. This implies that departments must establish and enforce guidelines to ensure that officers discharge their duties with care and concern. It also means that departments must recruit candidates who are best capable to handle the increasing challenge posed by the future. Most importantly, it illustrates the need for a community policing problem-solving approach to both law enforcement and community problems. This emerging philosophy and organizational strategy proposes that only by decentralizing and personalizing service will law enforcement be able to meet the needs of a diverse society. Law enforcement, as never before, will be faced with new training and recruitment issues in an effort to serve the community, as well as having the community represented throughout its ranks.

Finally, increased migration in both directions across the border will inevitably impact both criminal justice systems. Immigrants will become victims as well as perpetrators of crimes, and law enforcement will need to coordinate their efforts to identify and apprehend mobile criminals who have committed serious crimes.

The focus of this study is to determine what role will mid-size law enforcement agencies play in managing an open border between the United States and Mexico by the year 2003. Future policy issues that must be considered are how should law enforcement prepare for new waves of immigration, how can law enforcement determine community expectations and deliver quality service to culturally diverse communities, how can law enforcement overcome language and cultural awareness difficulties, and finally, how can law enforcement be representative of a rapidly changing community?

LITERATURE SEARCH

Research for literature on the subject of an "open border" between the United States and Mexico revealed little written material, if any. The Department of Justice, the Federal Bureau of Investigation and the Immigration and Naturalization Service, along with other national literature search services, and organizations such as the Police Executive Research Forum, International Association of Chiefs of Police and the National Sheriff's Association have no studies on this issue.

However, the impact of legal and illegal immigration on the United States and Mexico has been extensively studied, and numerous professional service and education data bases, publications, news articles, papers and reports were located. Research of literature on this subject was conducted to obtain an overview of border related issues. A futures file was utilized, which became a resource of a variety of articles on trends and events occurring on a global, national and local level. A scanning process was used to identify issues related to this study.

Few people in the United States would disagree that immigration has a profound impact on the social, political and economic systems in the United States. The primary responsibility for enforcement of immigration law rests with the federal authorities. Yet, municipal law enforcement has a role as well, that, in recent years has generated some uncertainty, confusion and controversy. The reason for increased attention by local law enforcement appears to be because foreign nationals are staying in border cities, seeking employment or more frequently passing through on their way north and east; their visibility in the west has noticeably increased. Local law enforcement agencies, with their mandates to ensure public safety, enforce the law, and prevent crime, have experienced more contacts with aliens than in previous years.¹⁴

The incidence of crime among immigrants, both legal and illegal, has been little-studied, according to a report by the United States Accounting Office (Chelimsky and Grant 1993). Reasons for the paucity of research in this area may be related, to the unavailability of statistics and lack of systematic procedures for identifying individuals as illegal. Simply put, there are no reliable data bases, uniform collection methods, or requirements to maintain records by either the Immigration and Naturalization Service, or any city government.¹⁵

In 1986 the San Diego Association of Governments received funding from the National Institute of Justice to study "The Impact of Illegal Immigration on the Criminal Justice System" in San Diego County in California and El Paso County in Texas. Findings indicated that undocumented aliens accounted for 12% of the surveyed felony arrest population in San Diego and 15% in El Paso during fiscal year 1985 and 1986. Costs for justice processing of undocumented persons in San Diego alone was just over fifteen million dollars.¹⁶

In January 1991, the County of San Diego Transborder Affairs Advisory Board released a report titled "The Cost and Benefits of Immigration in the San Diego Region: The Need for a Local

Response". This report made several recommendations for the region as a whole: 1) Determine what effects the proposed North American Free Trade Agreement (NAFTA) between Mexico and the United States will have on the San Diego region. 2) Determine the County of San Diego's proper role in immigration issues. 3) Support a county-wide forum of public agencies, one designed to develop an action agenda addressing transjurisdictional issues, cultural awareness, and the development of a unified approach to promote local needs and interests.¹⁷ The law enforcement recommendations were to: 1) Ensure an effective and coordinated law enforcement response to immigration issues by communicating and interacting on a continuing basis. 2) Recognizing that much of the responsibility of the federal government has been shifted to the local criminal justice system, which is constricted by limited resources and authority. Local communities nevertheless need to initiate immigration-related programs designed to suit local crime reduction needs. 3) Recognizing that criminal justice and law enforcement immigration-related impacts are difficult to determine, it is clear that there are many developments occurring that will not be reimbursed by the federal government.¹⁸

A 1992 study by the Los Angeles County Internal Services Department said that public services for illegal aliens cost the county and area schools \$1.4 billion in 1991. Illegal aliens reportedly paid \$904 million in taxes during fiscal year 91-92, but only \$55.8 million was returned to the county.¹⁹

Another perspective of that same study printed in Business Week said that immigration has become a taxpayer burden. In Los Angeles County, the average cost of providing health, welfare and other non-educational services to each illegal immigrant is about \$440 a year - about 40% more than the cost for the rest of the population.

Education represents the best way to integrate immigrants and their children into American society, but the flood of newcomers is putting enormous stresses on already taxed school systems. Public

schools in Dade County, Florida, were overwhelmed last year by some 75,000 non-English speaking immigrant children, many illegal. That meant an \$80 million bill for special programs in Spanish and Creole. The taxpayer is also bearing the burden of these and other costs. The percentage of immigrants on welfare in California rose from about 8.6% in 1980 to 10.4% in 1990, according to George Borjas, an economist at the University of California at San Diego. At least 25% of the jail population in southern California, and perhaps much more, consists of illegal aliens, according to Kenneth J. Elwood, an assistant director of the Immigration and Naturalization Service in Los Angeles.²⁰

Meanwhile, the migration into California continues to grow. Between 4.2 million and 4.5 million immigrants are residing illegally in the United States, according to David Simcox, Executive Director of the Center for Immigration Studies in Washington. This permanent population is conservatively estimated to grow by about 300,000 each year. However meritorious, requests for more money from Washington undoubtedly will prove a hard sell. With the federal budget deficit ever-increasing, Congress will be hard-pressed to find any additional funds for state and local governments.²¹

CONCLUSIONS

The research indicates that North America will develop into a three nation market place, and the future may see crossing the United States border from Canada and Mexico as easy as crossing the street. However, local communities will bear the ever-increasing burden, and responsibility for providing services for new immigrants entering California as a result of an open border. Law enforcement's role, in particular, will be to accept these new challenges and to do more without government financial aid increased resources. At least, this has been the economic pattern

affecting law enforcement operations the past several years, of budget crisis, and there is every expectation that it will continue.

As California law enforcement moves into the next decade, it is also apparent that there is no administrative model for law enforcement agencies to use to determine what role mid-size agencies will play in open border management. This study will be used to examine and describe conditions that are likely to impact law enforcement's role in open border management in the future, and will provide a model management strategy to be used by police administrators in a medium size agency.

SECTION II

FUTURES STUDY

WHAT ROLE WILL MID-SIZE LAW ENFORCEMENT AGENCIES PLAY
IN MANAGING AN OPEN BORDER BETWEEN THE UNITED STATES
AND MEXICO BY THE YEAR 2003?

ISSUES AND SUB-ISSUES

Part of the research strategy for this project includes a FUTURES STUDY to identify and evaluate images of the future. Plans and policies can be then implemented to create or promote a desired future state, or mitigate a potentially undesirable future.

The issue question in this project is:

What role will mid-size law enforcement agencies play in managing an open border between the United States and Mexico by the year 2003?

The sub-issues were developed through research and collaboration with law enforcement colleagues, academics, professionals, and community leaders using brainstorming and modified delphi techniques. This same group of eleven professionals were used in the nominal group technique (NGT) panel. The sub-issues were further redefined through review and discussion with the Command College faculty and an academic advisor. The sub-issues are:

- * What will be community expectations of law enforcement?
- * What ways can law enforcement agencies effectively address the issue of alien crime as a result of an open border?
- * What additional training of law enforcement personnel will be necessary?

FUTURES METHODOLOGIES

A nominal group technique (NGT - brainstorming exercise), and modified delphi process (future forecasting exercise) was used as the research method to develop trends and events relevant to the issue in a manner designed to elicit information from a diverse group in an efficient and expedient manner.

The panel was comprised of eleven selected participants:

1. Mike Malloy
Resident United States Border Patrol supervisor.
2. Marty Mailes
Elementary school principal in local minority neighborhood.
3. Jerry P. Johnson
Hospital director with extensive experience in service requirements for immigrants.
4. Sybil Daily
Immigration attorney and expert in related immigration matters.
5. Abbe Kingston
Immigration attorney and immigration law specialist.
6. Bobatunde Fodayemi
Federal Housing Authority, Resident Services Program Assistant.
7. Gilbert Zuniga
Santa Barbara Police Department traffic sergeant. Active in community projects and a University of California at Santa Barbara student majoring in Chicano studies.
8. Brian Abbott
Santa Barbara Police Department training and recruitment sergeant.
9. Nick Katzenstein
Santa Barbara Police Department Administrative Services Division lieutenant, assistant commander. Command College graduate.
10. Rich Glaus
Santa Barbara Police Department public information lieutenant. Command College student.
11. Dave McCoy
Santa Barbara Police Department, lieutenant, evening patrol watch commander.

A wide range of expertise and focus was represented and all of the panel had some familiarity and interest in the issue. The typical

applications of an NGT exercise are to identify the elements and policy actions relevant to the research question. This is a six step process where:

- Step 1) The panel silently generates individual ideas in writing.
- Step 2) Round-robin recording and numbering of ideas; one from each person without detailed discussion.
- Step 3) Serial discussion of each item for clarification.
- Step 4) Preliminary vote on items to establish list of top ten.
- Step 5) Discussion of preliminary vote - asking do we believe these are the most important trends/events, and is there a need to re-vote.
- Step 6) Final vote for top ten trends and events.

Identification and Definition of Trends

The basic definition of a trend is a series of related events over time. There were 33 trends identified by the NGT panel. The following is a complete listing, not in priority order:

- 1. Concern of the general public that political issues differentiated by race.
- 2. Willingness of law enforcement to institute community problem-solving policing.
- 3. Changes in community de-centralization.
- 4. Changes in law enforcement criminal investigative procedures.
- 5. Concern of local government regarding illegal housing.
- 6. Changes in local immigration patterns from urban to rural communities.
- 7. Fear of general public of exposure to new communicable diseases.
- 8. Demands by immigrant groups for increased representation in law enforcement.
- 9. Concern of local government in developing economic resources to support national open border policy.
- 10. Changes in the number of hate crimes.
- 11. Changes in law enforcement administrative tasks.

12. Changes in intelligence collection/sharing among law enforcement agencies.
13. Changes in the economy as a result of the free trade agreement.
14. Demand for national policy on immigration.
15. Concern for law enforcement language and cultural awareness problems.
16. Changes in foreign language communication technology.
17. Changes in the number of school crimes.
18. Concern how administration of social service programs will impact law enforcement.
19. Demands for new training programs for potential law enforcement officers.
20. Willingness of community to provide formal assimilation acculturation training for new immigrants.
21. Demand for law enforcement data base to track criminals and property equally across border.
22. Concern that new political interest groups will impact community.
23. Changes in the number of street crimes by homeless immigrants.
24. Changes in community expectations regarding law enforcement services.
25. Fear of general public that foreign criminal organizations will impact community.
26. Changes in traffic flow.
27. Level of concern of poor with economic opportunity.
28. Changes in drug abuse education.
29. Changes in community view of law enforcement.
30. Level of satisfaction of dispersion of new immigrants.
31. Demand for federal government to finance educating new immigrants to California laws and culture.
32. Changes in the nations labor force.
33. Concern of law enforcement regarding the impact of new immigrants on the criminal justice system.

Delphi Process

The Delphi Process is the most common of all techniques associated with futures research. The NGT panelists in an anonymous fashion were allowed to express their opinions on each trend over time and through a facilitator there was controlled feedback and discussion. Repetition of this estimation/feedback process continued until consensus had been achieved on the past as well as the future of each trend. The mathematical process of establishing high, low and median measures of dispersion allowed each panelist to rethink and understand the trends better, and moved the group toward a truer answer.

Trend Evaluation

Table I shows the top ten trends identified by the NGT panel. The trends are listed by priority 1 through 10, with 1 being the most important. The panel, using the delphi process, was asked to use a rating scale to forecast trend levels over time, based on their opinion and expertise. The value assigned to the present (today) was 100. An estimate equal to today is 100, less than today would be less than 100 and greater than today would be more than 100. Each trend has also been individually portrayed on a graph expressing three values. The use of upper and lower mean deviations from the median value softens the possibility of a single individual, or small group on the delphi panel, from skewing the data. This process was used on all graphs even though there may have been a close consensus on the issue. The significance of each trend in relation to the research issue is explained through the discussion below each graph.

TABLE I

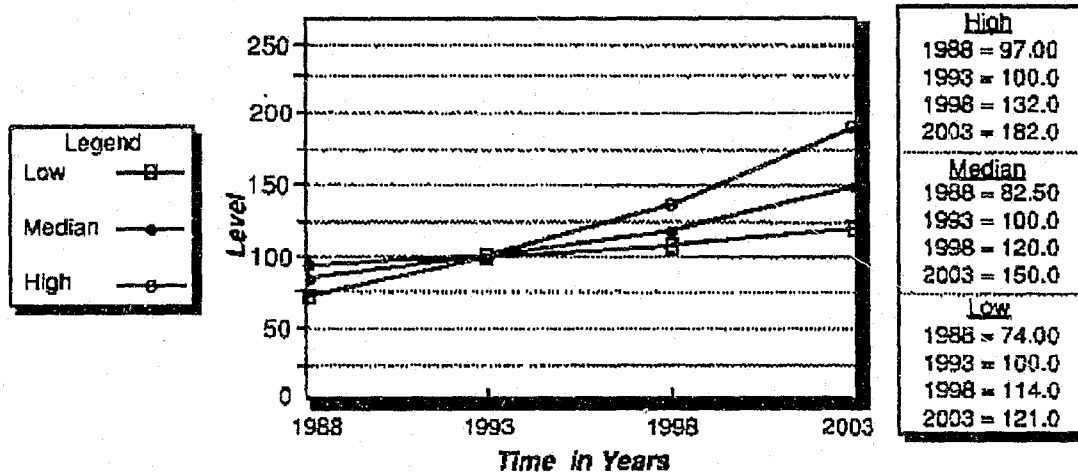
TREND EVALUATION

TREND STATEMENT		LEVEL OF THE TREND (TODAY = 100)			
TREND #	(Abbreviated)	FIVE YEARS AGO (1988)	TODAY	FIVE YEARS FROM NOW (1998)	TEN YEARS FROM NOW (2003)
1	Concern of law enforcement regarding the impact of immigration on the justice system	H 97 M 82.5 L 74	100	H 132 M 120 L 114	H 182 M 150 L 121
2	Changes in community expectations regarding law enforcement services	H 95 M 85 L 67	100	H 124 M 117.5 L 105	H 148 M 145 L 127
3	Concern for law enforcement language and cultural awareness problems	H 95 M 82.5 L 61	100	H 138 M 120 L 112	H 184 M 140 L 117
4	Willingness of law enforcement to institute community problem solving policing	H 93 M 77.5 L 30	100	H 135 M 117.5 L 107	H 161 M 125 L 113
5	Demand for national policy on immigration	H 109 M 90 L 66	100	H 127 M 112.5 L 105	H 162 M 127.5 L 113
6	Demands for new training programs for potential law enforcement officers	H 93 M 87.5 L 75	100	H 128 M 115 L 108	H 162 M 132.5 L 116
7	Changes in law enforcement investigative procedures	H 99 M 85 L 63	100	H 128 M 115 L 105	H 156 M 125 L 110
8	Demand for federal government to finance educating immigrants to California laws and culture	H 91 M 57.5 L 42	100	H 144 M 115 L 101	H 182 M 145 L 110
9	Changes in the number of street crimes by homeless immigrants	H 95 M 77.5 L 68	100	H 127 M 120 L 112	H 164 M 142.5 L 117
10	Concern of local government in developing economic resources to support an open border policy	H 85 M 70 L 35	100	H 124 M 112.5 L 106	H 146 M 125 L 117

H - High Deviation M - Median L - Low Deviation N = 11

CONCERN OF LAW ENFORCEMENT REGARDING THE IMPACT
OF NEW IMMIGRANTS ON THE CRIMINAL JUSTICE SYSTEM

TREND 1



TREND 1

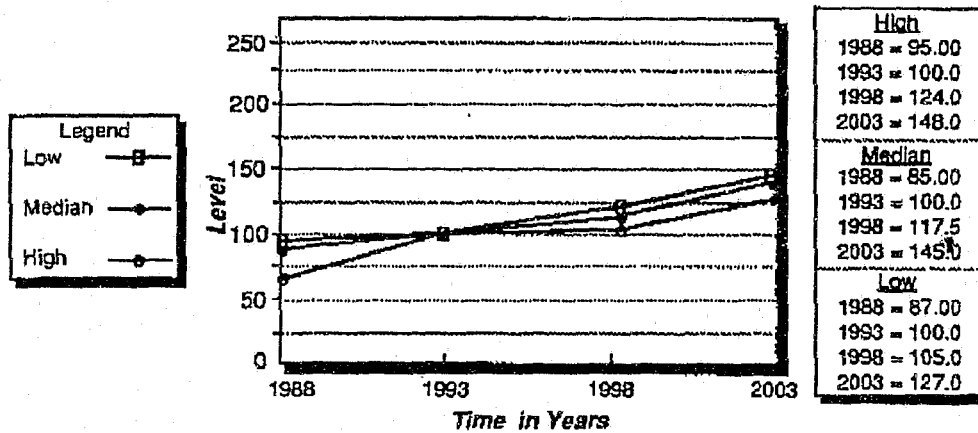
The panel felt that immigration has become a national issue for the United States, and a major future issue as well. The Hispanic population in the United States grew 34% between 1980 and 1988, compared to a 7% increase in the rest of the population. About half of that growth was attributed to legal immigration, and more than half of all Hispanics in the country reside in California and Texas.

California is currently in a deep and lingering financial crisis. The jails and prison are already overcrowded to the point where some criminals are receiving less secure alternative community sentences, and violent criminals are being released early from custody. Of all industrialized nations, the United States already has the highest per capita rate of imprisonment.

The panel agreed the criminal justice system is currently stressed, and a future wave of new immigrants may saturate the system. The median forecast shows the agreement of the panel that these concerns will increase for the next ten years. The deviation lines indicate panel disagreement on the issue of criminal justice system response. Half the panel felt the criminal justice system would be able to cope, and be able to stay slightly ahead of any crisis. The other half of the panel disagreed and feared the crisis would overwhelm the system and make it ineffectual.

CHANGES IN COMMUNITY EXPECTATIONS REGARDING LAW ENFORCEMENT SERVICES

TREND 2



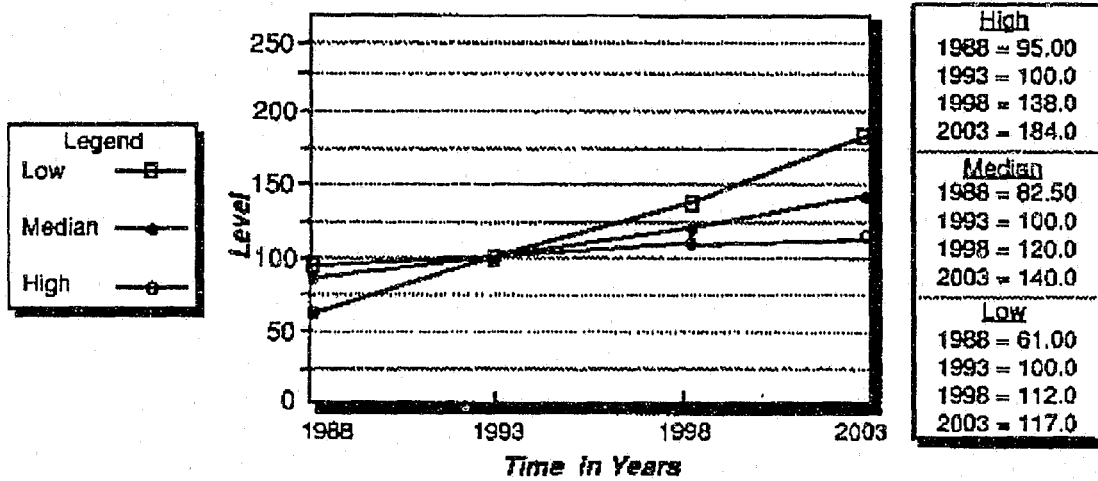
TREND 2

The panel agreed that immigrants face all the problems, and more, that everyone in the United States culture faces. The primary challenges for law enforcement will be to find ways to meet their needs with special concern for their racial, ethnic, cultural and religious diversity, and their specific vulnerabilities. However, the panel felt many immigrant groups will find the path to full assimilation difficult. The struggle for them will be to blend in without losing their unique cultural identities. The expectations of the entire community will be altered by new immigrants, especially those immigrants who come from places where the police are feared and not respected. The last thing they would be likely to do is ask an officer for help or share any information.

The median line represents the panel's feeling that while most U.S. citizens have their whole lives to understand the written and unwritten rules of society, with all their nuances, it is unreasonable to expect new immigrants to absorb these cultural characteristics in even a few years. The panel agreed that community expectations of law enforcement will increase during the next ten years in terms of service delivery, cultural sensitivity and language requirements. Law enforcement will be required to deploy innovative, self-disciplined and self-motivated officers directly into the community as outreach specialists and community problem-solvers. The traditionalists in the panel, even while in agreement with the majority, argued that law enforcement must never lose sight of its "crime fighting" mission, even when performing community policing.

CONCERN FOR LAW ENFORCEMENT LANGUAGE AND CULTURAL AWARENESS PROBLEMS

TREND 3



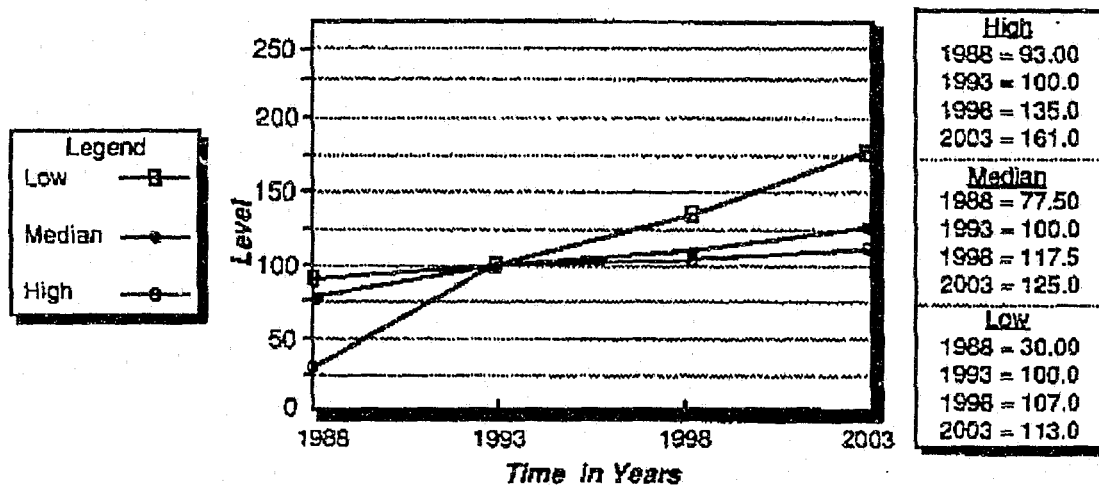
TREND 3

The panel agreed that dramatic changes in the overall makeup of American society, because of new immigration, will have profound implications for law enforcement. Because people of Mexican heritage are the largest group of new Hispanic immigrants, they tend to overshadow other Hispanic groups. The differences among these groups, including Cubans, Puerto Ricans, Salvadorians, Nicaraguans, Costa Ricans, Panamanians and even Spanish are striking. They speak their own Spanish dialects, have different cultures and customs and are diverse in values, attitudes and lifestyles. This comparison can be legitimately made for Asian immigrants as well. The panel agreed that race is the biggest barrier to full participation in the American dream. New immigrants who cannot speak English will find their race may work against them.

The median line represents the panel's feeling that these language and cultural concerns are a legitimate ten-year law enforcement concern. However, the panel had different views on resolving these difficulties. The lower deviation numbers reflect a body of opinion that the future will see a lowering of law enforcement hiring standards in order to hire minority applicants from various ethnic groups, and that the Commission on Peace Officers Standards and Training (POST) and other higher education institutions will subsidize language training for police officers. The higher deviation numbers represent disagreement that minority hiring through lower standards will produce desired results. Some panel members argued that hiring less qualified officers will lead to more disciplinary actions, negative community reaction to dismissals and hiring quota systems. They argued that language and cultural training will be the responsibility of law enforcement and expensive training programs will not be subsidized by federal or state agencies.

WILLINGNESS OF LAW ENFORCEMENT TO INSTITUTE
COMMUNITY PROBLEM SOLVING POLICING

TREND 4



TREND 4

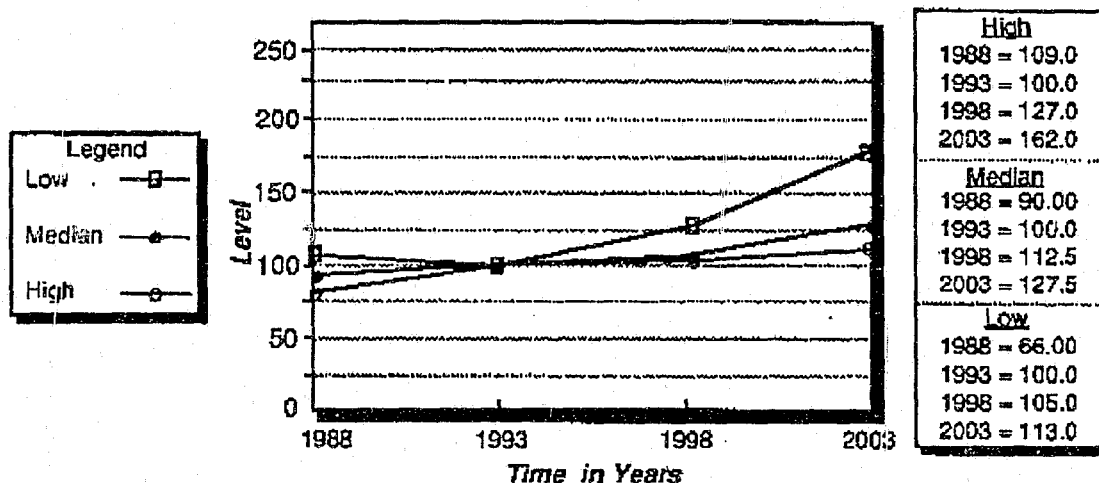
The panel felt it will be critical for diverse cultural communities to be participatory partners in law enforcement programs and have a say in what services are important to them. The law enforcement members discussed community policing and problem-solving as a new philosophy and organizational strategy that offers law enforcement agencies flexibility in tailoring services to meet local needs through community input, interaction and decentralization. This form of personalized police service is relatively new and only a handful of law enforcement agencies have experimented with it.

To facilitate peaceful assimilation of new immigrants by virtue of an open border, community expectations must be a vital consideration in setting police policy. Communities must form partnerships to serve community concerns that are not always criminal concerns, and the role of law enforcement must be as the catalyst and facilitators of these partnerships. Sworn community officers must be freed from the isolation of their patrol cars so they can interact with people face-to-face in the same areas every day in order to develop the rapport and trust necessary to encourage people to become active in the process of policing themselves.

The median line represents panel consensus that traditional policing will not be successful in diverse cultural communities. The high deviation forecast is from the law enforcement panelists who have been exposed to community policing and problem-solving policing and enthusiastically believe that philosophy will be a key to future stability. The non-law enforcement panelists, while conceding the merits of community policing and problem solving, assert that not all law enforcement will be willing to adopt this philosophy and will doggedly stick to traditional policing.

DEMAND FOR NATIONAL POLICY ON IMMIGRATION

TREND 5



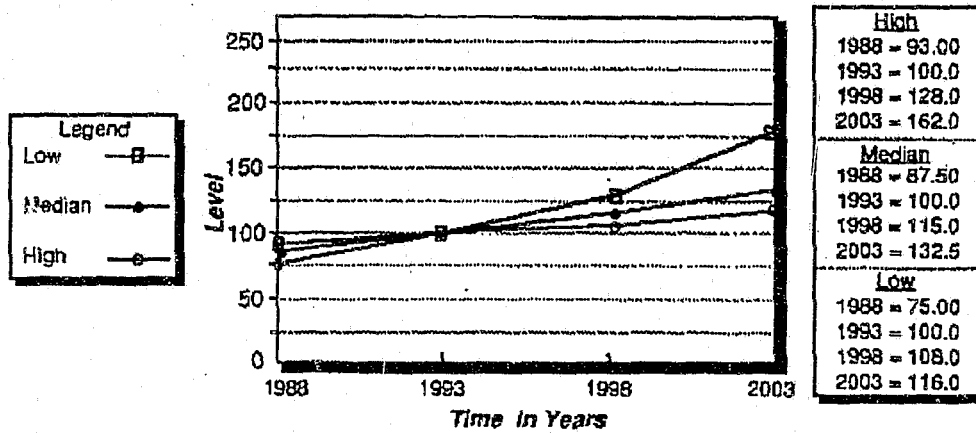
TREND 5

The panel was not in agreement regarding border problems of five years ago. The majority felt the immigration problem was less, though the minority view was that the problem was actually worse and cited the Simpson Bill's (1986) enactment by the U.S. Congress which sanctions employers of illegal aliens as an example, a bill which was followed closely by other legislation concerning "guest worker" immigration issues.

However, the panel agreed that an open border policy in conjunction with a North American Trade Agreement would lead to a demand for a new comprehensive national policy on immigration for identification and benefit payments. The median and low deviation lines are surprisingly low, and in discussion a quote attributed to U.S. Senator Simpson was offered which adequately summarized why, "You know this immigration problem is like a stucco bathtub...rough as a stucco bathtub". Even though the panel feels the United States/Mexico border is out of control in 1993, and the problem will get worse before it gets better, there has been no easy way to solve the problem in the past, and it will not get much easier in the future. The high deviation is the optimistic point of view that there are ways to bring the law into conformity with reality, and that trade agreement and border opening discussions will prompt the American voting majority to influence politicians to re-think and re-shape immigration policy for the national well-being.

DEMAND FOR NEW TRAINING PROGRAMS FOR
POTENTIAL LAW ENFORCEMENT OFFICERS

TREND 6

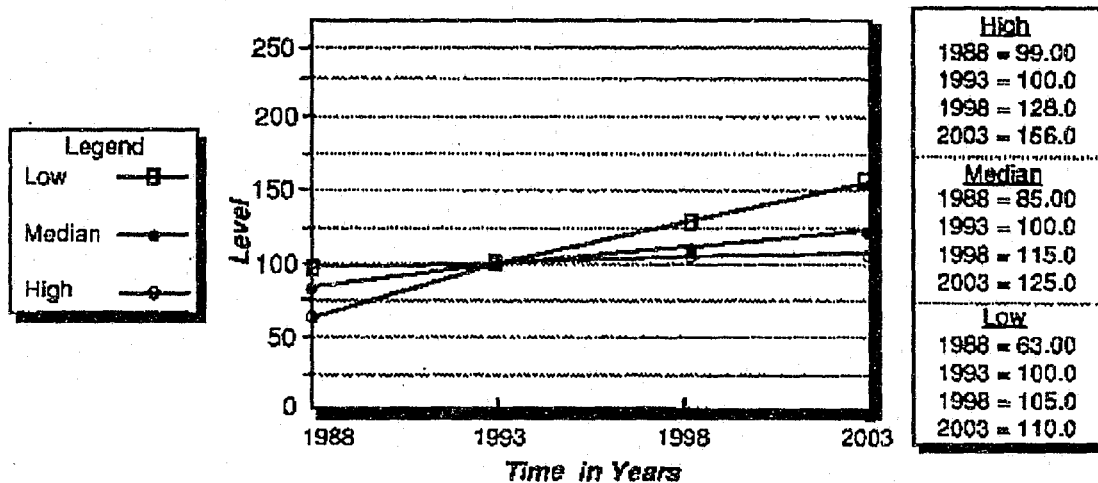


TREND 6 The panel agreed that changing demographics in California will require that police agencies increase their recruitment and selection of minority officers. The philosophy that an effective law enforcement agency must reflect the population it serves will not change. However, the panel agreed that it is easier in theory than in practice to recruit qualified minorities, particularly from new immigrant populations. Therefore, law enforcement must be the catalyst to develop pre-employment training programs to ensure equal community representation. Yet, current law enforcement programs (explorer, cadet, reserve corps) do very little to prepare sufficient minority members for a law enforcement career. The panel agreed that court-ordered quotas are an unacceptable last resort to satisfy hiring equality. The most practical solution is to begin law enforcement recruitment in junior and senior high schools, making entry requirements known and begin mentoring potential candidates at the initial point of interest. Administration of Justice and academy preparation classes in high school and junior college should be accessible to minority students, as well as creating entry level trainee positions in law enforcement.

The median line represents the panel's agreement that a level of pre-employment training is necessary. The deviation high and low focuses on one issue - can three separate entities, law enforcement, public education and junior college, agree to radical shift in philosophy? Junior and senior high school recruitment and training programs were viewed in the same light as ROTC, and ROTC programs are not always popular with school administrators. Law enforcement mentoring and trainee positions were also viewed as time consuming and expensive. The high deviation panel members felt a comprehensive program should be developed and adhered to with full commitment from both law enforcement and academia. The low deviations numbers represent skepticism that any such program could survive three administrations, funding disputes and political influence.

CHANGES IN LAW ENFORCEMENT INVESTIGATIVE
INVESTIGATIVE PROCEDURES

TREND 7



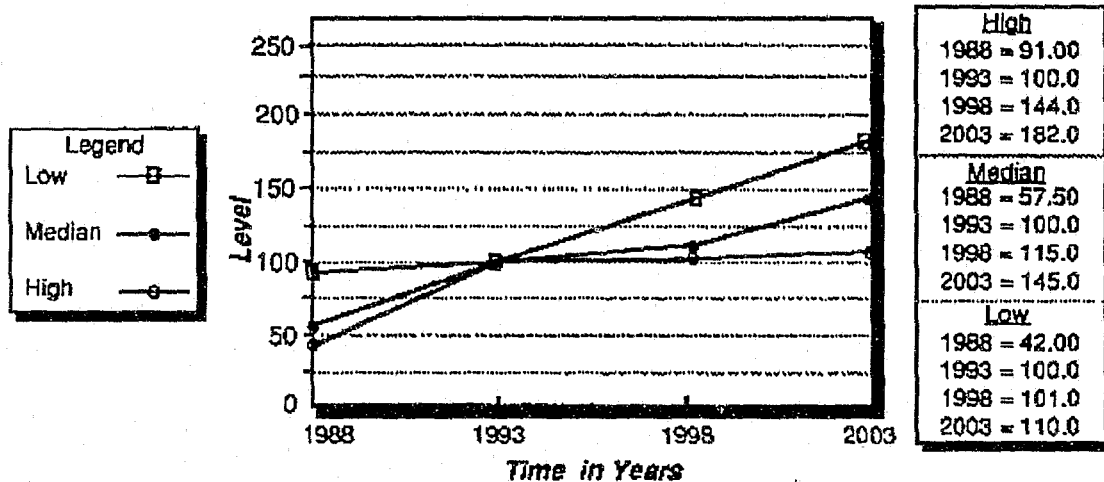
TREND 7

Every wave of immigration in American history has changed the way the United States looks, lives and works; largely for the better. However, each new wave of immigration has also introduced new types of criminals, new crimes and has required law enforcement to adopt new investigative procedures. Two current examples are organized gangs, smuggling Asian aliens into the U.S., and the proliferation of hate crime legislation and subsequent police investigations throughout the nation.

The median and low deviation line suggests a moderate amount of change in the next ten years. The high deviation expresses concern between the 5-10 year future where political associations form and the single focus, "my tribe, right or wrong" influence is exerted on government, and that laws may be enacted where cumbersome procedures must be followed to pacify special interest groups. The example cited is the current court decree in the City of Los Angeles against pain compliance holds during social protests. The overriding fear is that these types of procedures for a variety of special interest groups would become so restrictive as to make enforcement ineffectual.

DEMAND FOR FEDERAL GOVERNMENT TO FINANCE EDUCATING
NEW IMMIGRANTS TO CALIFORNIA LAW AND CULTURES

TREND 8



TREND 8

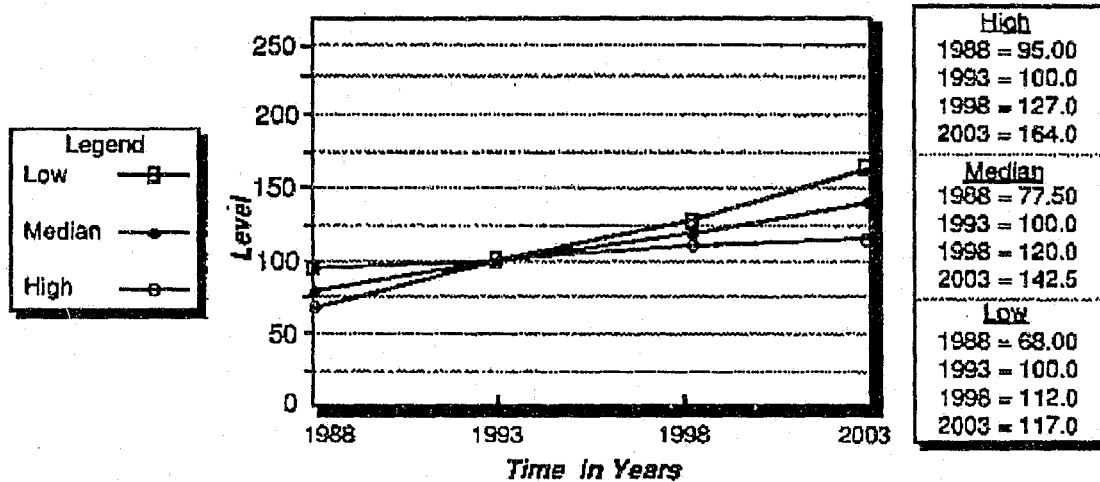
This was the most controversial of the trends; what should new immigrants coming to California be taught? The three general areas of consensus were, 1) there was very little demand for government intervention and financing of immigrant education programs five years ago; 2) there will be some increased demand in the future; 3) law enforcement agencies will have a role in their respective community.

The median line represents modest growth and is a compromise level between two distant schools of thought. The high deviation panel members insist that any new wave of immigration should begin with a mandatory nationally sponsored program of socialization and acculturation of new immigrants into California society. The low deviation panel members agreed only that the government should subsidize local socialization and acculturation efforts, but should play no role in requiring participation or teaching.

The panel then agreed that current community-based programs are limited financially, and not very effective overall. The suggested compromise was to make government seed money available to institute community socialization and acculturation programs and publicize successful programs for use in other communities. However, the compromise during re-voting did little to narrow the deviation.

CHANGES IN THE NUMBER OF STREET CRIMES BY
HOMELESS IMMIGRANTS

TREND 9



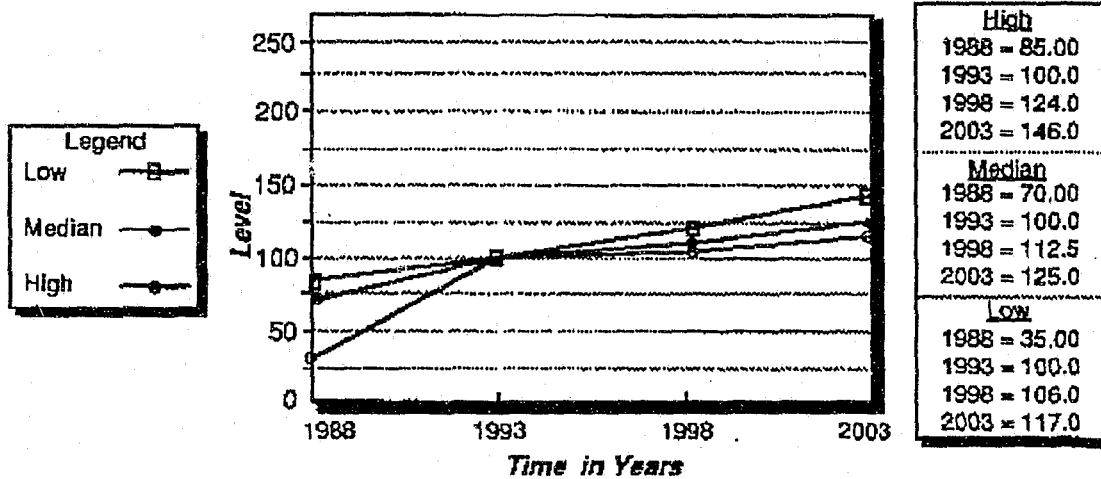
TREND 9

The panel agreed that a dramatic increase in immigration will also lead to an increase in homeless immigrants. They cited that economists and social scientists have long been concerned with the questions regarding optimal size for cities, particularly in terms of housing and employment. Many California cities, including Santa Barbara, have nearly reached the theoretical point of maximum growth, a size at which they are likely to exceed, even without an open border in the next ten years. Communities that experience an excessive concentration of new immigrants, will increase their homeless population, and once at the theoretical point of maximum growth, will not have the economic infrastructure to absorb the additional population. Those homeless immigrants forced by economic necessity to commit crimes will generally do so.

The median line forecasts that street crimes will increase over the next ten years. The high deviation school of thought was that communities will have an increase of homeless immigrants involved in street crime, and that it will be strictly a community problem, state and federal assistance will not be available, and the crime level will be just below "crisis" level. The low deviation panel members insist that national social programs will take center stage during the next 8+ years of national democratic leadership and that programs similar to those of the Great Depression of the 1930's will keep new immigrants working and away from street crime. However, they conceded that increased population will always lead to some increase in immigrant crime, just not at the level forecast by the high deviation believers.

CONCERN OF LOCAL GOVERNMENT IN DEVELOPING ECONOMIC
RESOURCES TO SUPPORT OPEN BORDER POLICY

TREND 10



TREND 10

The panel was in complete agreement that local governments cannot continue bloated status quo budgeting and be caught unprepared for state or national economic downturns, or population driven demands for government services. Entrepreneurial budgeting and greater interaction and cooperation among local governments will be necessary for future survival.

The median line discussion suggests the ten year future will see increased local government interaction during budget preparation in order to support state and national policies at the local level.

The high deviation panelists' position was more dramatic because they had been exposed to budgeting cutbacks in the past several years. They were more knowledgeable and enthusiastic about the success of entrepreneurial types of budgeting, and insisted that it will become the standard for future local government survival.

Another major discussion was how to identify and develop economic resources to prepare for the future. The common responses were, 1) work closely with local government to determine priorities - service levels, 2) seek professional assistance through internal/external consulting services; 3) develop a strategic plan; 4) take appropriate risks; 5) follow the plan.

The panel was unanimous in supporting the position that preparing for an open border policy will first require the collaboration of local governments. Federal and state assistance is not guaranteed, but is more likely to be offered to communities who have prepared and can demonstrate an actual need for assistance.

Identification and Definition of Events

The basic definition of an event is a discrete, one-time occurrence. Events can be internal (over which one has some control) or external (over which one has no control). There were 41 events identified by the NGT panel. The following is a complete listing (not in priority order).

1. United States adopts a national identification card system applicable to all persons in the country.
2. California recession begins, unemployment rate passes 20%, with no end predicted for several years.
3. Trade dispute between the United States and Mexican government causes delay of trade reform policy.
4. United States government declares war in the middle east and closes borders.
5. Presidential executive order repeals Mexico immigration sanctions, immigrants from all over the world to travel to Mexico.
6. Mexico closes American border to keep professional and skilled laborers in Mexico.
7. Criminal justice summit called to standardize legal procedures between United States and Mexico.
8. Underground cheap labor economy weakens California construction industry.
9. Middle east fuel embargo imposed against United States.
10. Canadian government closes border with United States and demands equal trade status with United States.
11. California unprepared for border opening and thousands of immigrants settle in border cities.
12. Public school system closes access to new immigrants due to overcrowding.
13. Construction labor union strikes, closes new housing projects.
14. South American drug cartels attempt political coup in Mexico.
15. Mexican army closes its southern border to immigration.

16. California state legislature passes law prohibiting foreign ownership of real estate and business take-overs in state.
17. Pacific Rim investment in Mexico exceeds investments in California just before border opening.
18. Spanish declared official second language of government in United States.
19. Crime families in California and Mexico link.
20. Border opening gridlocks San Diego and Santa Ana freeways.
21. Hospitals and clinics close walk-in services to new immigrants.
22. California adopts immigration policies contrary to national policy.
23. White power demonstrations counter increase in non-white population.
24. Race riot occurs which is beyond the ability of law enforcement to control
25. Social Security system goes bankrupt, forcing mass migration of elderly.
26. Hispanics become majority in California ten years earlier than demographic studies predict.
27. Narcotics violators no longer sentenced to prison.
28. Mexico applies for statehood.
29. U. S. Congress cancels free trade agreement due to human rights violations in Mexico.
30. California economy weakened, thousands of workers jobless after free trade agreement scrapped.
31. All closed American military bases converted to prisons.
32. Mexican president resigns following corruption scandal.
33. CLETS links with equivalent Mexican data system.
34. Tuberculosis epidemic spreads through California school system.
35. Fruit fly infestation destroys California orange crop.
36. United States and Mexican Drug Enforcement Administration merge into one organization.

37. Rate of heroin and cocaine use among high school students reaches all time high.
38. Northern California becomes a separate state.
39. Water wars occur between California counties.
40. Mexico legalizes/classifies marijuana as an agricultural crop.
41. California pollution laws relaxed to attract new paying manufacturing jobs.

Event Evaluation

Table II shows the top ten events identified by the NGT panel. The events are listed by priority 1 through 10, with 1 being the most important. The panel, using the delphi process, was asked to forecast each event by probability of occurrence (0 to 100%) for five years and ten years from now. The panel also listed years until the probability first exceeds zero and the positive and negative impact of the event on the research issue. Each event has also been individually portrayed on a graph, expressing three values. The use of upper and lower mean deviations from the median value softens the possibility of a single individual, or small group on the delphi panel, from skewing the data. This process was used on all graphs even though there may have been a close consensus on the issue. The significance of each event in relation to the research issue is explained through the discussion below each graph.

TABLE II

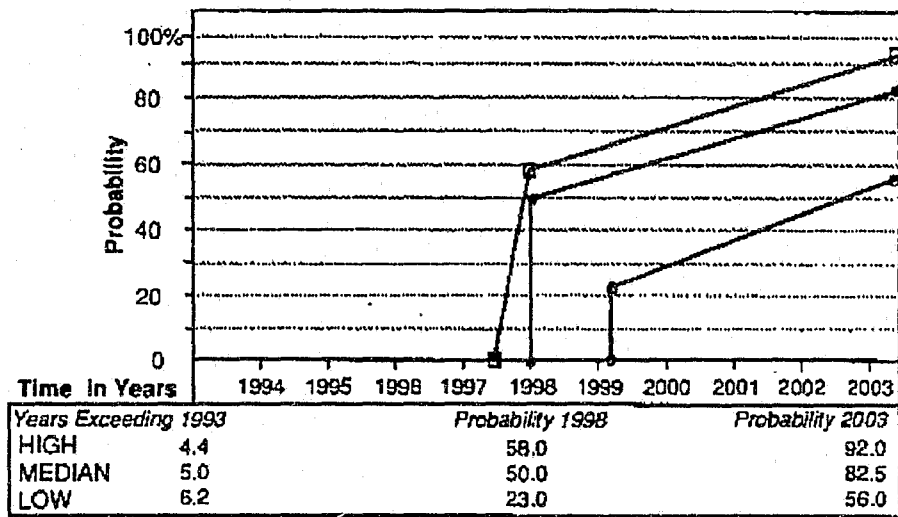
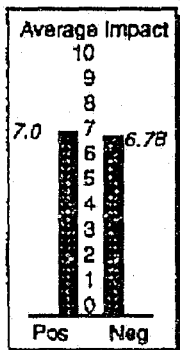
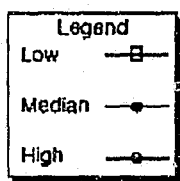
EVENT EVALUATION

EVENT STATEMENT		YRS UNTIL PROBABILITY FIRST EXCEEDS ZERO			PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
EVENT #	(abbreviated)	H	M	L	(average)		Positive (0 - 10)	Negative (0 - 10)
					Five Years From Now (0 - 100)	Ten Years From Now (0 - 100)		
1	Hispanics become majority in California ten years earlier than demographic studies predict	4.4	5	6.2	H 58 M 50 L 23	H 92 M 82.5 L 56	+7	-6.78
2	California unprepared for border opening as thousands of immigrants settle in border cities	1.2	2	4.8	H 83 M 57.5 L 21	H 86 M 60 L 35	0	-6.4
3	Pacific rim investments in Mexico exceed investments in California just before border opening	3	5	7.4	H 65 M 45 L 16	H 83 M 65 L 34	+6.1	-3.5
4	Trade dispute between the United States and Mexico causes delay of trade reform policy	2	3	3.6	H 66 M 50 L 34	H 86 M 72.5 L 40	0	-6
5	Race riot occurs beyond ability of law enforcement to control	1	2	4.2	H 76 M 55 L 42	H 93 M 82.5 L 67	0	-7.5
6	Crime families in California and Mexico link	1.8	3.5	4.6	H 76 M 50 L 36	H 98 M 82.5 L 61	0	-7.4
7	California economically impacted - thousands of workers jobless after free trade agreement scrapped	2.4	4	4.2	H 58 M 45 L 29	H 84 M 75 L 48	0	-7.3
8	California recession begins - unemployment rate passes 20% - no end in several years	1	1.5	3.4	H 60 M 50 L 41	H 84 M 75 L 59	+2	-6
9	CLETS links with equivalent Mexican data system	2.8	4.5	5.4	H 76 M 67.5 L 59	H 92 M 90 L 72	+7.1	0
10	United States adopts national identification card system applicable to all persons in the country	2	3	4.8	H 80 M 50 L 28	H 96 M 85 L 63	+6.55	-3

H - High Deviation M - Median L - Low Deviation

HISPANICS BECOME MAJORITY IN CALIFORNIA TEN YEARS EARLIER THAN DEMOGRAPHIC STUDIES PREDICT

EVENT 1



EVENT 1

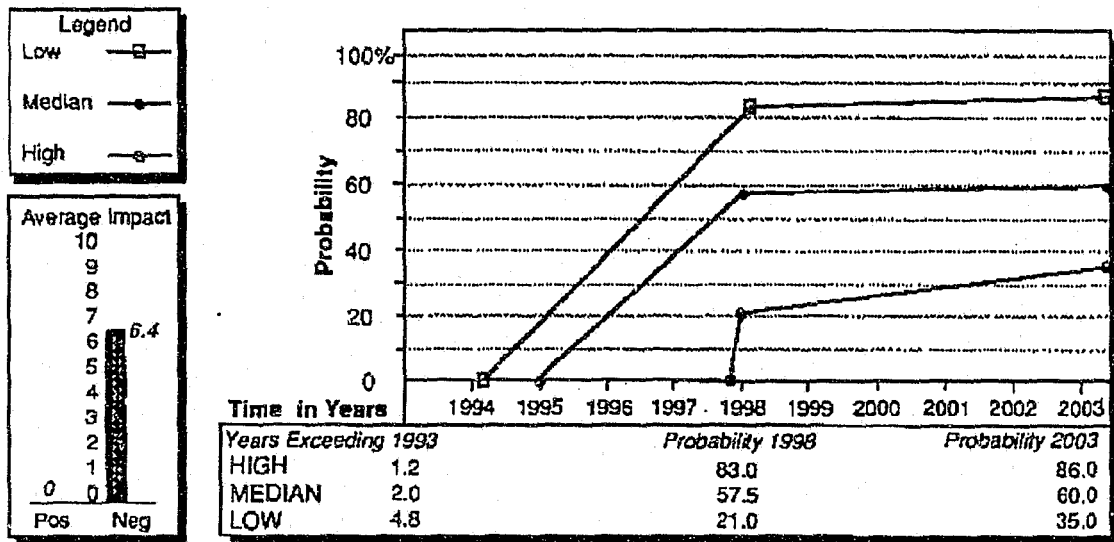
The panel unanimously felt that an open border would dramatically speed up the process of Hispanics becoming the majority population in California years before standard demographic studies predict, worse case scenario even in a few weeks.

The median number of years exceeding zero was five. The low median was 6.2 years; surprisingly the probability percentages were quite low in the low deviation range. The panel's rationale was that a lack of housing and employment opportunities in California could slow the rate of immigration. In addition, economic development in Mexico and trade agreements between Mexico and other South American nations could also slow immigration into California. The high deviation panelists felt economic development in Mexico and South America would be much slower and would eventually slow immigration into California, but not until Hispanics became the majority population in California.

The panel felt the impact on law enforcement would be in delivering service to a diverse community and struggling to achieve community representation in the agency.

CALIFORNIA UNPREPARED FOR BORDER OPENING AS
THOUSANDS OF IMMIGRANTS SETTLE IN BORDER CITIES

EVENT 2



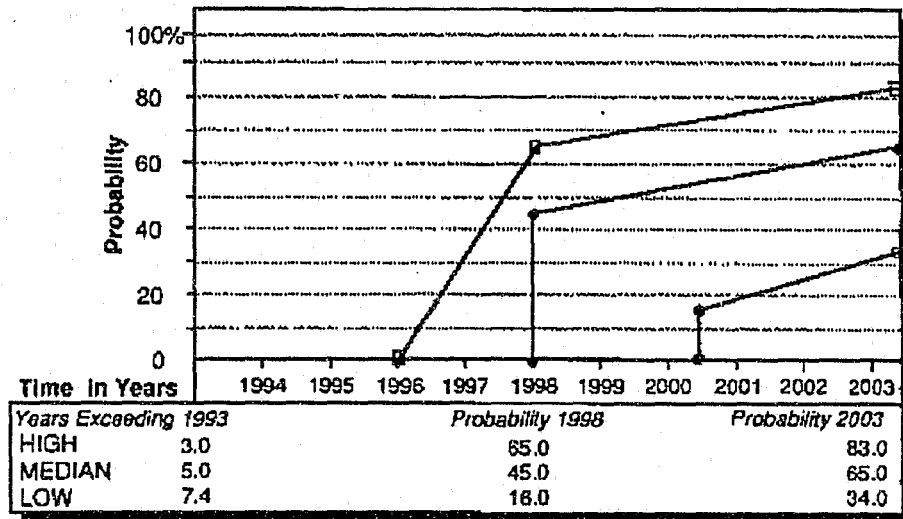
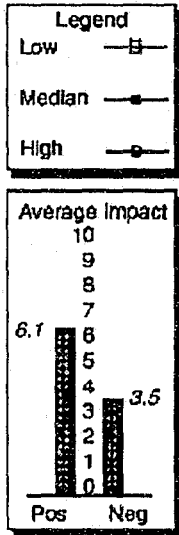
EVENT 2 The panel agreed that California could probably absorb a new wave of immigration evenly dispersed throughout the state. However, few communities would be prepared to provide services for an overwhelming ingress of immigrants. The low deviation body of thought simply does not believe that an unmanageable mass exodus of people would leave Mexico for California, and that sustained immigration over the next five to ten years would have to occur before communities felt real negative impacts. Three principle reasons are offered: 1) the border opening will undoubtedly be tied to increased American/Canadian investments in Mexico through new trade agreements and this will result in increased employment opportunities in Mexico; 2) California's lingering economic plight and lack of jobs will slow immigration, and 3) the Rodney King police brutality incident was well-documented throughout Mexico and fear of repressive law enforcement would slow the mass movement of "families" into California.

The high deviation body of thought believes that once the border is opened families will move into coastal cities, and absent housing and jobs, communities will be stretched to the limit to provide basic services. However, they also believe that new immigrants may become somewhat nomadic following seasonal work, or constantly moving throughout California.

The consensus of the panel is that the border opening will undoubtedly stretch community and law enforcement resources, particularly in coastal and border cities. However, with predictable economic events preceding the border opening, the impact may not exceed the ability of a majority of communities to endure.

PACIFIC RIM INVESTMENTS IN MEXICO EXCEED
INVESTMENTS IN CALIFORNIA JUST BEFORE BORDER OPENING

EVENT 3

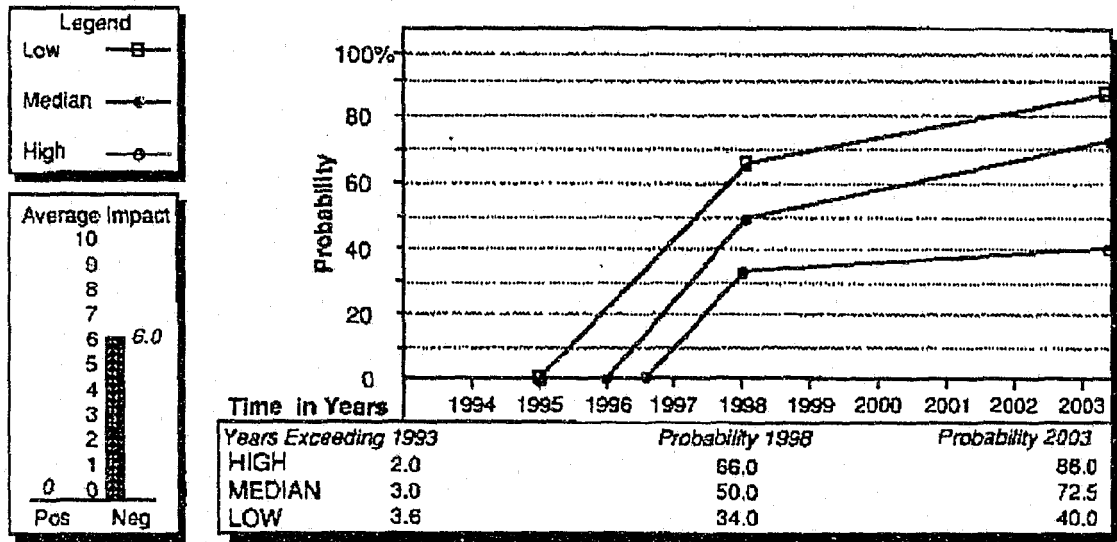


EVENT 3

The panel felt the unexpected transfer of investments to Mexico away from California by Pacific Rim nations, particularly Japan, would signal a new strategy to economically compete in the world market with the United States and any permanent new trading partners. Additional investments and job opportunities in Mexico just prior to the border opening would expand Pacific Rim influence in Mexico, negatively influence existing United States trade agreements and possibly slow labor force migration into California. The range of forecasts differed greatly among the group but everyone felt that the United States, by virtue of proximity is still more attractive as a permanent trading partner with Mexico than Japan and other Pacific Rim nations. This event may impact California in the short term in the loss of a few manufacturing jobs and skilled laborers, but heavy Pacific Rim investments in Mexico will take years to develop into a powerful economic loss for the United States. This event could be the first significant shot in economic combat between Japan and members of the North American Free Trade Partners.

TRADE DISPUTE BETWEEN THE UNITED STATES AND MEXICO CAUSES DELAY OF TRADE REFORM POLICY

EVENT 4

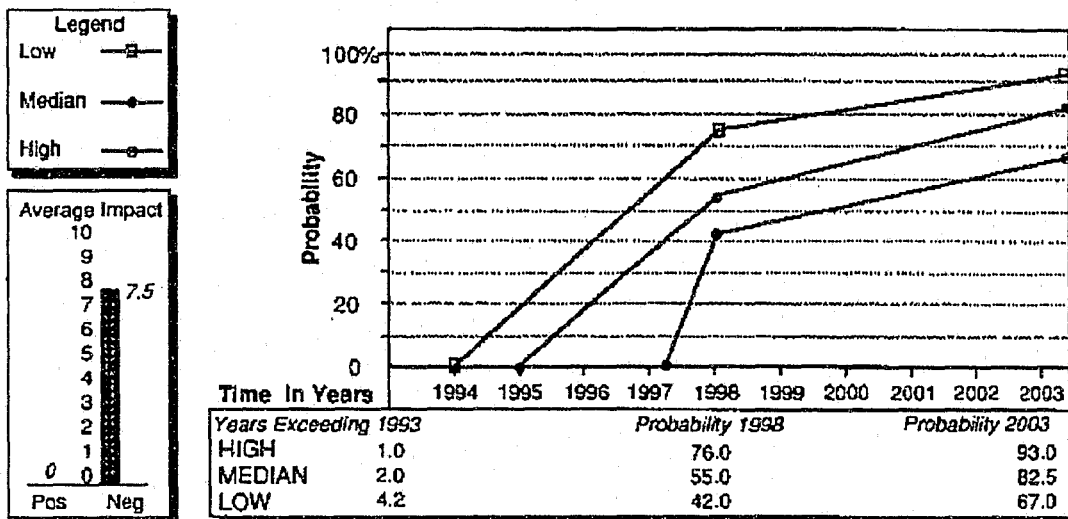


EVENT 4

The panel identified the establishment of trade reform policies and the inevitable disputes as an event with significant impact on the issue area. The earliest forecast was two years after the border opens, and the probability for major disputes significantly increasing over the next ten years. The high deviation body of thought felt such disputes will lead to labor strikes, violence, and even loss of American investments in Mexico and reciprocal employment opportunities in California. The low deviation panelists expressed belief that labor disputes were inevitable but would take longer to materialize, and that the economic future of both the United States and Mexico will be so intertwined by then that labor disputes over unforeseen issues will nevertheless be resolved. In any circumstance law enforcement will be in the middle of potential civil disobedience and be expected to keep the peace in yet another situation where it has no say in resolving the source of disobedience.

RACE RIOT OCCURS WHICH IS BEYOND THE ABILITY OF LAW ENFORCEMENT TO CONTROL

EVENT 5



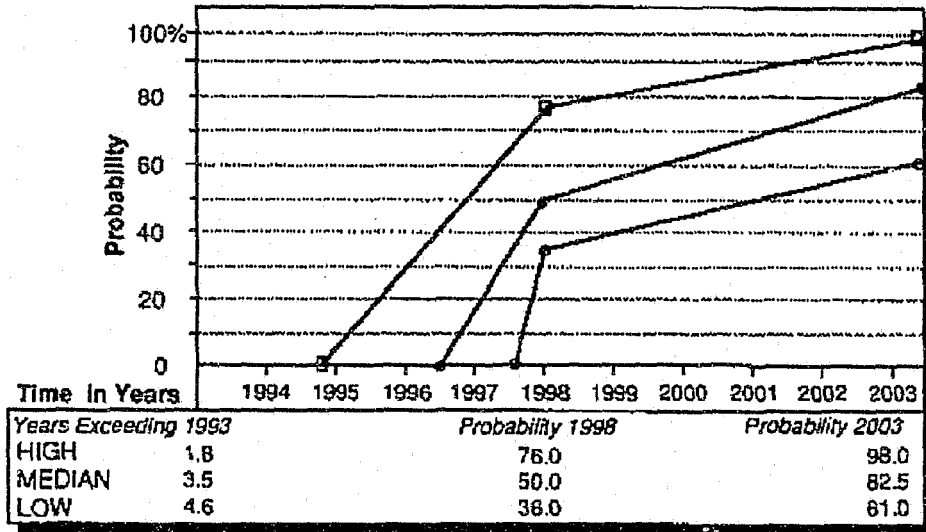
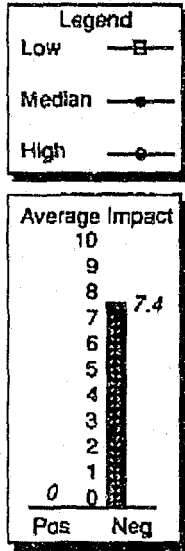
EVENT 5

A law enforcement member of the NGT panel cited a quote from the Crime Control Digest Volume 27, Issue 19, which says, "During the last 30 years the rate of violent crime in the United States has increased 371% - nine times faster than the population. All trends indicate that absent immediate and revolutionary interventions, violent crime will continue to increase.²² Additionally, when communication is weak or absent within police departments, between police and the community, between the community and elected officials, or even between the police chief and the mayor, the potential for violence in an already violent society becomes immense".

The panel unanimously agreed that some communities already face these problems and add the dynamics of new immigration policies, different languages and culture, poverty, overcrowding, lack of economic opportunity and frustration, and any spark involving police contact a riot or civil disorder is highly probable. That the riots are race-related, and will exceed the ability of law enforcement to prevent or control is a high probability. The 1992 riots in Los Angeles, Las Vegas and Miami can be cited as an example. The only disagreement in the discussion was when and where the next out-of-control riot will occur.

CRIME FAMILIES IN CALIFORNIA AND MEXICO LINK

EVENT 5

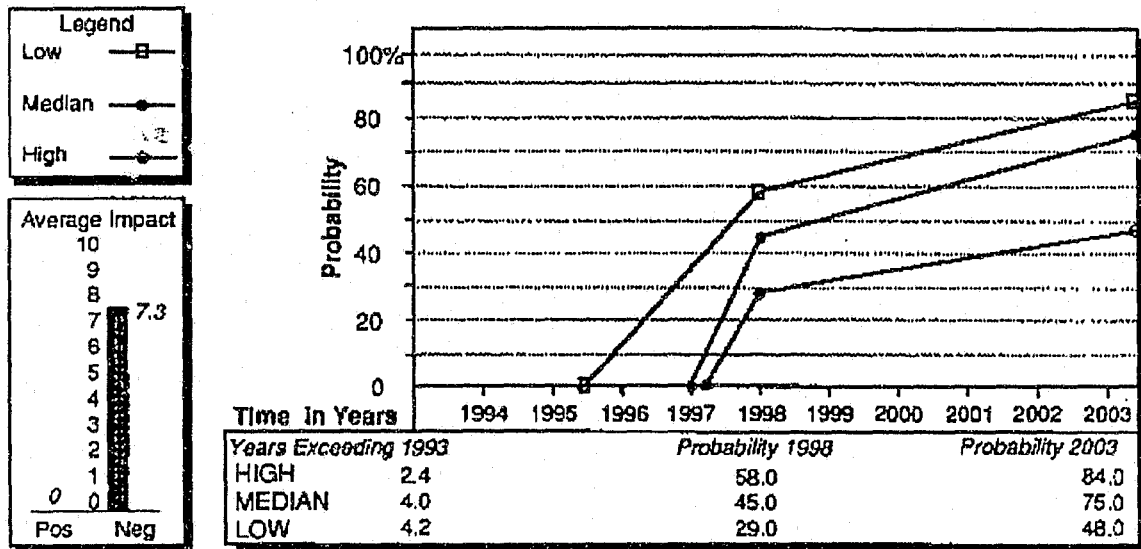


EVENT 6

The panel cited its greatest fear that greed and corruption among professional criminals in both the United States and Mexico will result in a formal linking of crime families and syndicates for mutual criminal enterprise. Such joint ventures now exist in a large fragmented way and are complicated by layers of international rules, regulations, and law enforcement agencies. The opening of the United States/Mexico border and easing of the international rules and regulations to promote trade and migration will also facilitate criminal enterprise. The path will be easier for criminals to form international alliances, and the panel strongly felt that these new partnerships were inevitable, and the repercussions will be felt almost immediately after the border opens.

CALIFORNIA ECONOMY IMPACTED - THOUSANDS OF WORKERS
JOBLESS AFTER FREE TRADE AGREEMENT SCRAPPED

EVENT 7



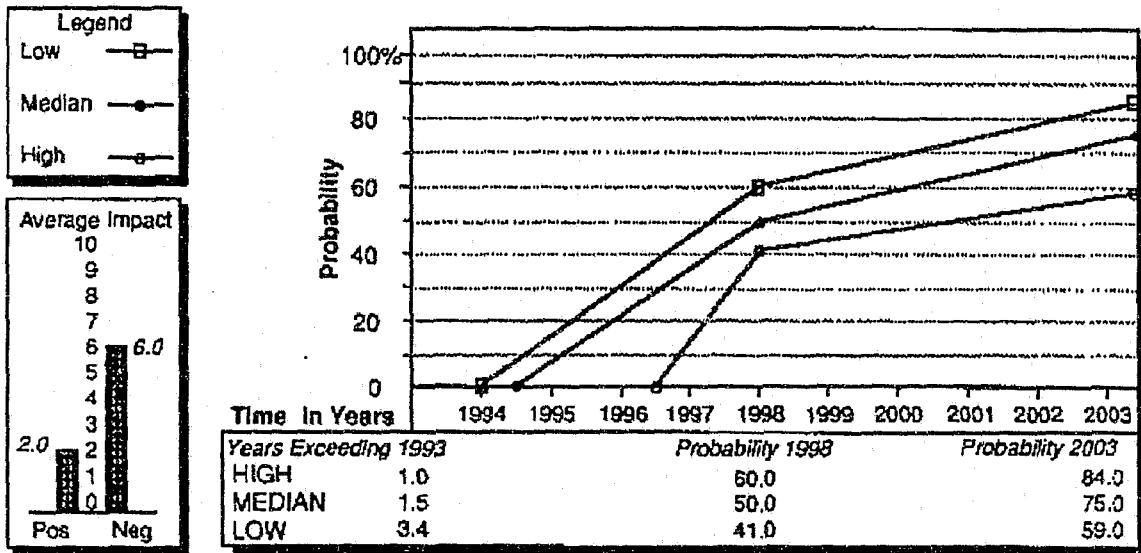
EVENT 7

The proposed North American Free Trade Pact was an issue that the panel felt might occur in the future and was one that would impact on the issue question. The scrapping of a free trade agreement could have a serious negative impact on the California economy. Poverty, homelessness and crime could increase as a result. Hardest hit will probably be the immigrant population.

The median number of years exceeding zero was four. The high deviation was 2.4. The early scrapping of a free trade agreement, once enacted, was viewed as not likely. However, over time the probability significantly increased. This, in itself, was surprising because the panel voiced support for a free trade agreement, but expressed concern that an agreement would survive Mexican political instability and corruption over time.

**CALIFORNIA RECESSION BEGINS - UNEMPLOYMENT DATE
PASSES 20% - NO END PREDICTED FOR SEVERAL YEARS**

EVENT 8



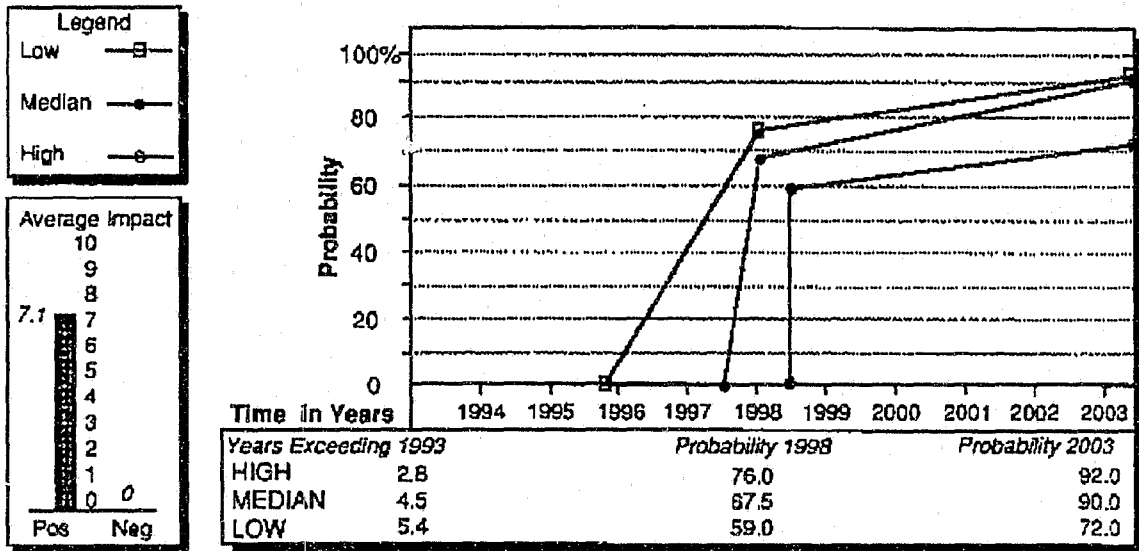
EVENT 8

The opening of the border is an event that will impact the California economy. If the economy cannot support new immigrants, that fact coupled with the continued loss of manufacturing and defense jobs, will increase unemployment rates causing the economy to decline.

The panel agreed the California economy in future years will be very fragile at best. The median number of years exceeding zero was 1.5, with the high and low deviation being very low numbers. The probability numbers increased over the next ten years. The panel expressed deep concern that an open border policy could immediately push the state economy into a recession.

CLETS LINKS WITH EQUIVALENT MEXICAN DATA SYSTEM

EVENT 9



EVENT 9

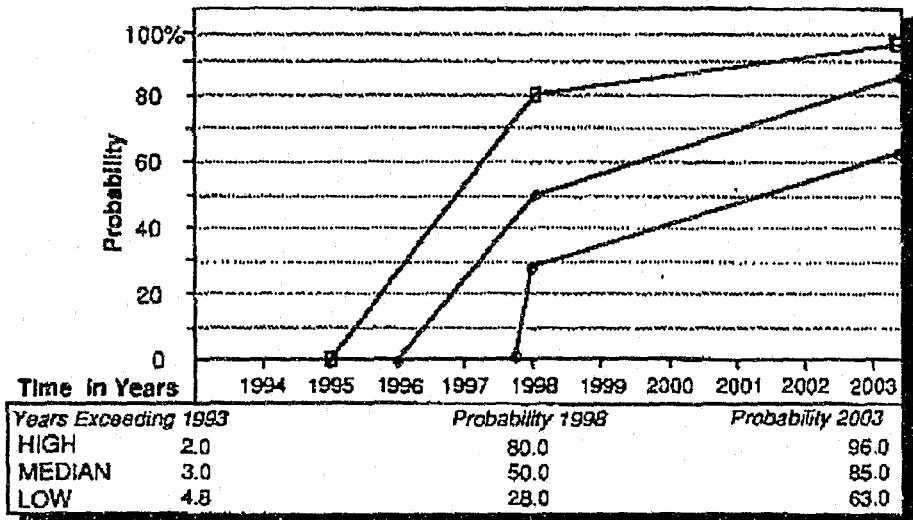
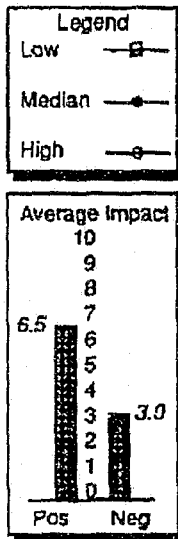
The United States and Mexico have two completely different criminal justice systems, national languages and very few formal information exchange networks. Yet, formalized trade agreements and the removal of border controls will require prompt, wide-spread exchanges of accurate information to combat crime in both nations.

The panel was in complete agreement that the linking of data bases between Mexico and the United states, particularly California will be essential for both nations. The only surprise was that the years exceeding zero (implementation time) is so high. The discussion focused on the major obstacles, which will be the purchasing and distribution of compatible hardware, software programming, and having real time machine aided text-to-text language translation (English/Spanish - Spanish/English) available.

The California Law Enforcement Teletype (CLETS) as well as the National Crime Information Computer (NCIC) will serve the United States well, but similar systems will need to be deployed throughout Mexico. The completion of a two nation crime information system that is fast, accurate and machine-aided bi-lingual will be an historic event for both nations.

UNITED STATES ADOPTS A NATIONAL IDENTIFICATION SYSTEM APPLICABLE TO ALL PERSONS IN THE COUNTRY

EVENT 10



	Years Exceeding 1993	Probability 1998	Probability 2003
HIGH	2.0	80.0	96.0
MEDIAN	3.0	50.0	85.0
LOW	4.8	28.0	63.0

EVENT 10

Many immigrants, both legal and illegal, reside in the United States and receive federal-state-local benefits under different names, yet pay no taxes, or avoid punishment for criminal misconduct in the same fashion. Immigration cards, Social Security cards, drivers license and other forms of popular identification have not yet proven to be successful forms of positive identification. The ability to positively identify people residing in the United States is an economic and security necessity. A national identity card, using "smart card" or other high tech measures will surely be opposed by groups such as the American Civil Liberties Union. However, the panel felt that overwhelming economic and security pressures will result in a more fool-proof personal identification system to defeat criminal behavior and tax cheats. The demand for a more fool-proof national identification card will be an event with significant impact on the issue area, and the panel assessed a high probability that this event will likely occur in the short-term after the border opens.

CROSS IMPACT ANALYSIS

The ten trends (Table I) and events (Table II) that the NGT panel believed had the greatest significance to the study issue were then examined in a cross impact analysis.

The basic definition of a cross impact analysis is a method that systematically integrates events and trends already forecasted individually. The purpose is to graphically depict how each forecasted event, if it occurred, would impact the other events and trends. The results also demonstrate which events have the greatest impact upon trends and other events. The results are then used to develop written scenarios of the future.

The cross impact analysis was done with the assistance of several colleagues who sat on the NGT panel, three lieutenants and one sergeant. The process required the best judgement of the evaluators regarding the estimated impact of each event on each other and the effect of each event on each trend. The relationship among these events and trends are subject to debate, obviously, but it does give the reader the ability to recognize various probabilities and trends that have a likelihood of occurring.

Table III is an overview of the cross impact evaluation matrix. Each numerical value represents the percentage positive and/or negative impact each event/trend is projected to have. The results demonstrate which events are actors (those which have the greatest impact upon other trends and events) and which events are reactors (most impacted by the events).

The significant "actor" events depicted in the cells are identified as: (abbreviated)

- E1 Hispanics majority population in California
- E2 California unprepared for new wave of immigration
- E5 Race riot occurs beyond police control
- E7 Free trade pact scrapped
- E8 California recession - 20% unemployment

The significant "reactor" trends depicted in the cells are identified as: (abbreviated)

- T1 Impact of immigration on criminal justice system
- T2 Changes in community expectations regarding law enforcement services
- T3 Language/cultural problems for law enforcement
- T4 Law enforcement adoption of problem solving policing
- T6 Training programs for potential law enforcement officers
- T9 Street crimes by homeless immigrants

The significance of these events/trends was discussed and plotted on the cross impact matrix chart:

Event 1 Hispanics Become Majority Population in California. The effect of an open border between the United States and Mexico will certainly increase the Hispanic population faster than previously forecast. This event will have a significant impact on the ability of law enforcement to deliver service to an expanding culturally diverse constituency, and the sheer numbers of new Hispanics will negatively impact the criminal justice system. As the Hispanic population increases there will be increasing national demands to develop a national policy on immigration, and to teach newly arrived immigrants skills to help them assimilate and adapt to a new way of life, including serving as police officers. This event impacts trends 1, 2, 3, 4, 5, 6, and 8. This event will also impact California cities, are they prepared to deliver service to new immigrants. Cities will be forced to review strategic plans, budget priorities, review programs and services and combine and eliminate services where practical and necessary.

Event 2 California unprepared for new wave of immigration. A new wave of immigration can probably be absorbed statewide. However, few communities will be prepared to provide services to an overwhelming ingress of new immigrants in their community. Communities unprepared for new immigrants will suffer from inconsistent vision and faulty strategic planning which compounds

growing danger of inconsistent service delivery, lack of economic opportunities, poverty, overcrowding, and increase in number of homeless immigrants who, when necessary, will turn to crime to survive. This greatly increases the probability of civil disobedience that can easily be beyond the ability of law enforcement to control. Lack of community preparation will also facilitate ignorance and allow criminal enterprise to flourish and crime families between nations to link before law enforcement can respond. This event impacts trends 1, 2, 3, 4, 6, 8, and 10.

Event 5 Race riot occurs beyond police control. Unfortunately, America is already a dangerous society; violent crime has increased nine times faster than the population has increased in the past thirty years. The significance of this event is that many new immigrants may not share in the rewards of life in America. Those who remain impoverished, living in conditions similar to their third world countries, or even homeless, will be frustrated and any spark provided by a perceived negative law enforcement contact can touch off a major incident with people with whom law enforcement has been struggling to provide services, to whom they cannot speak, and probably do not understand very well. Following this event, law enforcement will still have the responsibility to provide service, as well as recruit law enforcement officers, from a culture of people who naturally fear police. This event impacts trends 2, 3, 4, 5, 6, and 8.

This event demonstrates the unpreparedness of the community to safely and effectively administer to the needs of new immigrants. The example of recent mob violence and destruction in Los Angeles in 1992 dramatically hurt the Los Angeles economy and added to the state's recession. Future acts of mob violence beyond the ability of law enforcement to control may very well impact trade agreements between the United States and other nations, as well as between national companies who may opt to move their business to a safer environment. This event impacts events 1, 2, 7, 8, and 10.

Event 7 Free Trade Pact Scrapped. A premise for opening the border between the United States and Mexico is to facilitate a free trade agreement. After opening the border the scrapping of a free trade pact would have a negative effect on the California economy, put more people at the poverty level, and undoubtedly increase homeless immigrant crime throughout the immigrant population. This, of course, will impact the criminal justice system. Where do you put new immigrant criminals, and who pays? Whenever the national economy is negatively impacted, national attention turns to immigration as one of the major factors, and America demands to know why the country has to use American resources for non-Americans. This event impacts trends 1, 4, 5, 8, 9, and 10.

This event would inevitably lead to continuing national and international trade disputes, increase the potential for civil disobedience and violence, and become recessionary. This event also impacts events 2, 8, and 7.

Event 8 California recession begins, unemployment rate passes 20%. Suppose the opening of the border between the United States and Mexico results in an influx of immigrants that California cannot absorb. The state economy remains weak, manufacturing and defense jobs continue to disappear and the unemployment rate skyrockets to 20% statewide. This event will impact trends 1, 2, 5, 8, 9, and 10, and events 1, 2, 4, and 7.

TABLE III

CROSS IMPACT EVALUATION MATRIX

N = 3 MAXIMUM IMPACT (% CHANGE ±)

IMPACTING EVENT	IMPACTED EVENT										IMPACTED TREND										IMPACT TOTALS	
	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10		
E1 Hispanic Majority		50	5	10	80	5	40	85	0	40	10	80	100	50	75	100	20	75	10	5	E1	18
E2 Calif. Unprepared	200		20	50	100	50	50	80	50	80	100	100	100	80	-10	120	40	75	100	120	E2	19
E3 Pacific Rim Investment	-10	-10		75	0	-5	20	40	0	-5	0	0	0	0	5	0	0	0	0	10	E3	9
E4 Trade Dispute	-10	-10	100		20	0	80	100	-5	0	10	5	5	10	0	0	0	5	10	10	E4	14
E5 Race Riot	0	-10	0	0		+5	10	30	25	35	80	70	90	50	75	80	25	30	20	50	E5	18
E6 Crime Families Link	0	0	10	10	0		-10	0	90	50	30	5	10	25	5	20	50	5	5	10	E6	16
E7 Free Trade Pact Scrapped	0	20	80	90	100	50		100	20	-10	120	20	20	-10	120	30	35	75	120	120	E7	18
E8 Calif. Recession	0	90	90	80	90	30	50		10	-5	100	80	10	5	80	35	20	70	80	80	E8	18
E9 CLETS Link With Mexico Data Base	0	0	0	0	0	-20	0	0		30	-10	20	10	10	0	10	75	0	20	0	E9	9
E10 US Adopts National I.D. Card	0	-10	0	0	80	-5	0	0	50		0	20	10	5	-10	10	25	70	-10	0	E10	12
IMPACTED TOTALS	E1 3	E2 7	E3 6	E4 6	E5 6	E6 8	E7 7	E8 6	E9 7	E10 8	T1 8	T2 9	T3 9	T4 9	T5 8	T6 8	T7 8	T8 8	T9 9	T10 8		

LEGEND (abbreviated from Table I)

- | | |
|-----------------------------------|--------------------------------|
| T1 Impact on Justice System | T6 Training Potential Officers |
| T2 Community Expectations | T7 Investigative Procedures |
| T3 Language/Cultural Problems | T8 Educating Immigrants |
| T4 Community Problem Solving | T9 Homeless Street Crime |
| T5 National Policy on Immigration | T10 Local Government Resources |

SCENARIOS

The final phase of Futures research is the development of possible Futures - called Scenarios. Scenarios are imaginative pictures of what could be, considering the previous study and discussion of forecasted trends, events, economic variables, social trends, political events, demographic changes and technological developments. Scenarios provide a context in which Futures planning can be accomplished by today's planners and policy makers.

The City of Santa Barbara, California, has been selected as the location of the Scenarios, and later in this report as the subject of the Strategic Management Plan. This city is a world-famous coastal resort area with a rich Hispanic heritage, both in culture and architecture. Santa Barbara's worldwide reputation was greatly increased during the eight years President Reagan made the surrounding mountains his Western White House. The city draws thousands of tourists from all over the world each year. Tourism is the fuel that drives the engine of the local economy, and Santa Barbara has suffered from the current recession principally because of reduced tourism and the reduction of defense-related local employment.

The city has a resident population of 87,500 living inside 21 square miles. Approximately 31% of the population is Hispanic, 2% is black and 1% is a mixture of other ethnic populations.

From the 1990 census data the average median income of city residents is 6.3% less than the California average. These figures are surprising and do not support the world's perception that Santa Barbara is a wealthy city. In reality the wealth is predominantly outside the city limits.

The police department has a sworn strength of 137 and 82 civilian personnel. The annual calls-for-service has increased from 35,000 in 1970 to 150,000 in 1992. The department prides itself as being a progressive department dedicated to improving the quality of life of all residents through progressive and innovative policing strategies.

Three scenarios will be presented. The first scenario will be the "most likely" future and it is the author's creation from the forecasts developed by the NGT and delphi panel.

A computer program was used to develop two additional alternative futures based upon the originally generated Trends and Events (ten each) from the NGT. The following data was entered to provide the tables from which to develop the alternative Futures:

- * Event-to-Event cross-impact matrix results
- * Event-to-Trend cross-impact matrix results
- * Cumulative Event probability for ten Events
- * Median forecasts of ten Trends

The program compiled and correlated the sets of input data and generated 100 iterations, or alternative futures. Two iterations were then selected from the 100, to be developed into scenarios to compliment the "most likely" scenario developed in the NGT. The two scenarios were selected for their unique and interesting Futures.

In the most likely scenario, the City of Santa Barbara will be portrayed as the author believes it to be, a future-thinking city that chooses to respond to appropriate national and international issues before they become a local crisis. The "most likely" Future begins with a headline of tomorrow.

SCENARIO #1

Santa Barbara News Press,
October 1, 2003.

"Popular Police Chief to retire. Hispanic leaders praise his decade of leadership".

Setting the morning newspaper aside, Chief Smart sighs contentedly and ponders his future retirement in Santa Barbara, his adopted home of thirty years. Early retirement, and Oregon, are distant memories, but not the circumstances that will allow him to retire in a beautiful and stable community that has weathered one of the most turbulent decades in California history. Lingerin over his coffee, the Chief reflects back in time on how proud he was to make chief, yet how difficult the job became.

In 1993 immediately after assuming the chief's position, trends and events began taking place that would soon dramatically alter California and law enforcement.

Mexican President Carlos Salinas told America's presidential candidates, and the world, that he intended to move Mexico out of the third world. He envisioned Mexico as a first world country, sharing in world development, growth and opportunity in partnership with the United States.

Democrat Bill Clinton agreed to that partnership and campaigned in support of free trade and economic change, and pledged to support the proposed North American Free Trade Agreement. He said President Salinas' most convincing argument was a simple statement of fact, that he intended to export goods, not people. But if he could not create jobs for Mexicans in Mexico, they would merely walk across the border looking for jobs in the United States, and the American worker would probably lose his job anyway.²³

U.S. officials in support of a free trade agreement claimed that the United States stood to participate in a North American trade market of 360 million people with an annual economy of \$6 trillion.

After the inauguration economic experts advised President Clinton that America could not reduce its huge trade and budget deficits without taking bold steps, which included greater globalization of U.S. markets, and investments in Mexico.

President Clinton boldly reaffirmed his support of a North American Free Trade Agreement during his first months in office. One hour after this dramatic speech, the president of the strongly democratic AFL-CIO blasted the proposal and the President for promoting economic disaster. Americans were divided on the issue and public debate and reaction became intense.

Congressional debate raged on the short term prospect that the United States, particularly Texas and California, would lose jobs as companies took advantage of the treaty to relocate assembling and manufacturing

operations to Mexico. However, the prevailing congressional opinion was that this was a "win-win" proposition, citing statistics that export economics create far more new jobs than are lost to business relocation.

In the final month of the 1993 congressional term, the North American Free Trade Agreement became national policy. Political hopes ran high that this agreement would boost productivity in both nations and reduce illegal immigration.

Throughout 1994-1995 Santa Barbara's economic productivity did increase and laborers in Mexico, having learned new skills and gained work experience, began moving their families to Santa Barbara to fill new job opportunities. The social impact was a growing resentment and anger over the free trade agreement and towards new immigrants. Labor-related demonstrations and incidents of racial violence increased, as well as increased overcrowding of already crime-ridden and densely populated neighborhoods. Language and cultural difficulties in dealing with ethnic groups became a greater concern, though, fearing deportation, most new immigrants kept a low profile towards authority. Many criminal acts went unreported, particularly if their level of victimization was from within their own culture. There were various social, political and ethnic groups that began promoting their single-issue ethnic and political viewpoints, and as a result communities became more polarized, and law enforcement officers felt like the 1960's had returned as they policed various mass demonstrations.

In 1994 Santa Barbara Police officials, attempting to address these issues, adopted community oriented problem solving policing in an effort to work more closely with the community. However, no other law enforcement agency in the county adopted this policing philosophy.

Throughout 1994-1995 the overall American export economy did improve significantly and the federal deficit finally began to shrink. Federal and state governments, and large corporations invested heavily in Mexico in an effort to put the United States economy on the fast track. Politically, Hispanic labor groups, and major corporations that faced shortages of skilled workers jointly lobbied for immigration reform to allow skilled workers unrestricted access into the United States to fill jobs.

President Clinton, safely re-elected in 1996, immediately opened immigration reform talks with the Mexican president, and with the advice and consent of congressional leaders, signed an executive order setting a 1997 date for opening the border to immigrants seeking employment in the United States. Experts predicted that, with the Mexican economy flourishing, only skilled workers looking for specific job opportunities would immigrate to the United States. The executive order called for the closing of border check points and the reassignment of agents. Employers would be required to aid new immigrant employees in acquiring and completing work permits; no other restrictions were imposed.

Chief Smart recalled his feelings of apprehension at the President's announcement, and throughout the law enforcement community there was great concern that not only was law enforcement not prepared for a new wave of immigration, neither was the State of California.

Chief Smart personally championed for the need for a unified approach to work together, share resources, and form common goals and as a result a Santa Barbara County "border opening" conference was held at the Santa Barbara Police Department. This small conference in early 1997 broke new ground and allowed city and county government and community groups to brainstorm potential problems that could arise, and to break into working groups to resolve identified problems. Within the discipline of law enforcement, and using NGT and Delphi techniques learned at Command College, many potential problems were identified and solutions initiated well before the border opened. Local government and community agencies had taken the first steps to support the "open border" policy, address the impact on the community as well as the criminal justice system, and initiate community-policing-and-problem-solving-policing programs throughout the county.

One law enforcement issue could not be resolved locally. Therefore, the issue was presented jointly at the 1997 California Chiefs Association and Sheriff's Association annual convention. The need to establish a workable information sharing and criminal tracking system between California and Mexico became a priority that resulted in CLETS linking with the equivalent Mexican data base before the border opening.

The border opening fooled the experts. What was not anticipated was the lure the United States continued to have for people throughout Mexico and the world. The open Southern California border immediately became the entry point for thousands of people of all ethnic groups who moved into the state. Santa Barbara, both as an attractive well-known coastal city and an emerging employer, became a major settling point. Most Southern California communities were not prepared for a new wave of immigrants, Mexican immigrants soon became the majority population, not only in Santa Barbara but throughout California.

Oregon and its rural life and cool clean waters sporting a variety of game fish, almost became the escape hatch, Smart remembered, for the stress the open border placed on his law enforcement career.

By the end of 1997 communities through California now had different expectations of law enforcement, and law enforcement served a majority population that it did not understand very well and could barely speak to. The number of homeless immigrants increased dramatically as did their commission of street crimes. Throughout 1998-1999 criminal families in both nations expanded their criminal enterprise and the role of law enforcement in dismantling these criminal associations was fragmented, disorganized and largely ineffective. By the turn of the century law enforcement became mostly reactionary as internal and external economic disputes and third world investments fueled public concerns about the economy and the price of an open border. As a result, mass demonstrations, even riotous behavior, occurred that at times was beyond the ability of law enforcement to control.

The 1997 border opening caught many communities unprepared for increased immigration and its consequences to the community, however not Santa Barbara County. Diligent work by law enforcement, local government officials, merchants and community leaders had identified potential problems and agreed to solutions beyond their own immediate concern, and those of special interest groups. The years between 1997-2003 still saw many tough issues to resolve locally, such as developing local programs to teach law enforcement officers Spanish and provide cultural training, establishing problem-solving partnerships in minority communities that naturally feared authority, particularly the police, in order to determine community needs and expectations regarding service, recruit-

ment and mentoring of potential minority officers, and finally providing acculturation training so new immigrants would fit into the community.

What a frustrating, yet exhilarating ride of ten years as chief of a municipal police agency, and keeping one's sanity and the integrity of the profession above the morass of conflicting interests of which law enforcement was always in the middle. Chief Smart smiled with pride, the greatest achievement of his administration had been acting as the catalyst to bring his profession and the community together to solve problems, reduce fear and achieve racial stability through an effective community problem-solving policing program. The department's Spanish language and cultural awareness program involving adult education and community mentors had significantly reduced language and cultural differences. Finally, the department nearly resembled the community and through other successful programs the future looked peaceful and bright.

Other communities had not been as fortunate, in fact border-related events from 1997 and beyond were still impacting California and law enforcement, such as the latest national debate and demands for a single national identity card. However, Santa Barbara would weather this storm as well. In fact, the efforts of Santa Barbara are now being emulated by many other communities, who are desperately seeking to resolve similar community concerns.

SCENARIO #2

In writing the second Scenario, the author chose iteration #2 from the XIMPACT computer run of 100 alternative Futures. In focusing on the worst case scenario, the author looked for events and trends that would quickly impact an unprepared Santa Barbara Police Department. The premise remains the same, the United States and Mexico, in the spirit of economic development, become trading partners. However, the California economy is not as robust as hoped, even though manufacturing and export jobs are available throughout California. In 1997 the border is opened by President Clinton in an effort to increase California productivity and events occur rapidly which produce the worst possible results.

The key events and trends are: (abbreviated)

- * California unprepared (E2)/street crimes by homeless immigrants (T9), institute community policing (T4).
- * Events de-stabilize a weak California economy, Pacific Rim investments (E3), trade disputes (E4), new training programs (T6) and ultimately the scrapping of the Free Trade Agreement (E7).
- * Hispanics become majority population (E1), Language/culture differences (T3), new training programs (T6).
- * Concerns of government/law enforcement reference "open border" policy (T1 - T10).

TABLE IV

TREND VALUES FOR XIMPACT ITERATION #2

	BEGINNING	END YEAR 1	2	3	4	5	6	7	8	9	10
TREND 1	100.0	104.0	105.2	225.2	201.5	173.8	173.6	173.6	248.1	245.9	241.4
2	100.0	4.2	2.8	112.4	83.3	100.6	94.8	90.0	96.1	90.5	84.0
3	100.0	30.0	31.7	101.7	74.5	108.7	104.3	101.7	110.1	107.0	103.9
4	100.0	510.0	639.9	717.3	722.2	761.7	770.0	789.5	801.3	819.8	848.3
5	100.0	73.0	71.8	44.1	46.3	73.1	60.5	48.3	111.5	98.9	85.4
6	100.0	52.0	55.0	158.8	132.9	156.1	152.3	150.4	168.7	167.5	167.8
7	100.0	6.0	4.7	42.4	38.5	36.3	33.5	30.6	50.5	47.8	45.0
8	100.0	110.0	138.0	255.8	268.7	286.6	274.6	263.4	263.9	227.4	189.5
9	100.0	105.0	132.8	279.4	285.7	295.1	266.6	254.0	317.2	299.7	280.4
10	100.0	110.0	117.8	252.1	232.4	220.1	206.2	193.2	256.1	242.8	228.2

TABLE V

EVENT OCCURRENCES FOR XIMPACT ITERATION #2

	YEAR 1	2	3	4	5	6	7	8	9	10
EVENT 1	0	0	0	0	1	0	0	0	0	0
2	0	0	1	0	0	0	0	0	0	0
3	0	0	0	0	1	0	0	0	0	0
4	0	0	0	0	1	0	0	0	0	0
5	0	0	0	0	1	0	0	0	0	0
6	0	0	0	1	0	0	0	0	0	0
7	0	0	0	0	0	0	0	1	0	0
8	0	0	1	0	0	0	0	0	0	0
9	0	0	0	0	1	0	0	0	0	0
10	0	0	0	0	1	0	0	0	0	0

LEGEND (ABBREVIATED)

- T1 Impact on Justice System
- T2 Community Expectations
- T3 Language/Cultural Problems
- T4 Community Problem Solving
- T5 National Policy on Immigration
- T6 Training Potential Officers
- T7 Investigative Procedures
- T8 Educating Immigrants
- T9 Homeless Street Crime
- T10 Local Government Resources

- E1 Hispanic Majority
- E2 California Unprepared
- E3 Pacific Rim Investment
- E4 Trade Dispute
- E5 Race Riot
- E6 Crime Families Link
- E7 Free Trade Pact Scrapped
- E8 California Recession
- E9 CLETS Links w/Mexico Data Base
- E10 U.S. Adopts National ID Card

WORST CASE SCENARIO

Santa Barbara News Press, January 1, 2000.

"Can anyone save our city?" Angry citizens blast police department for failure to keep order.

It is the first day of a new century, and officers of the Santa Barbara Police Department are about to begin another day of patrol. These grim-faced officers dress quietly in elaborate protective gear and arm themselves with a variety of lethal weapons. The watch briefing discussion is exclusively devoted to tactical movement into and out of several neighborhoods to answer calls-for-service. No officers receive beat assignments to these "squad" areas. The minimum squad area response is four three-officer units, each unit has a specific assignment, including visibly armed perimeter security, special weapons assault and entry team, gas and rescue team, and finally the legal and documentation team. The enormous increase in community violence by roving gangs of armed criminals, ethnic gangs, and even homeless immigrants, has necessitated these deployment tactics, and many officers are leaving law enforcement out of sheer terror. It is virtually impossible to persuade ethnic groups to become law enforcement officers and in fact all efforts to recruit and mentor ethnic candidates have stopped.

During the past decade police and citizen relations have deteriorated to an all-time low. The officers' attitude is an "us versus them daily battle for survival". Large segments of the community do not understand the Anglo culture/language and are afraid of the police, and most of the remaining community is angry that the police are unable to protect them and restore order. The quality of life throughout Santa Barbara has been severely degraded. The downtown street mall and all beaches are enclosed by metal fencing and patrolled by armed security guards, guard dogs and police officers. Entry into public shopping and recreation areas are strictly controlled and known criminals/gang members and those suspected of intended criminal behavior are denied access.

Recent legislation resulting from race riots and roving gang violence in the 1990's has drastically reduced the number of public gatherings allowed outside shopping and recreation zones. Spontaneous public

gatherings are now cause for great concern, and failure to promptly notify the police of a public social gathering of more than five persons is a criminal offense. Homelessness and vagrancy laws have passed Supreme Court challenges, and jails and prisons are overcrowded with non-violent immigrants, many of whom are victims of loss of jobs when the North American Free Trade Agreement was scrapped.

The tensions between the police and community is equal to the tensions between all the ethnic groups in the city's population, which is predominately Hispanic. Ethnic groups clash openly in public, and public order is maintained only through swift and often violent police reactions. Several neighborhoods are so dissatisfied with the police department, and fearful of criminal and racial violence, that they no longer call the police department. Citizens patrol these neighborhoods themselves and administer vigilante justice.

The dire consequences in Santa Barbara could have been avoided if only the local government, particularly law enforcement, had placed a greater emphasis on preparing for the future. World events that were going to have future impacts were viewed in their traditional fashion "We'll worry about it when it happens, and then we'll take care of it."

Santa Barbara was one of the most unprepared cities when the border opened, and immigration increased dramatically. The increased demands for government services negatively impacted an already weak economy. Police economic and tactical planning was devoted entirely to maintaining the status quo, and the police-community dialogue that existed previously deteriorated and virtually disappeared. To many people, the predominately white police department was viewed in the same light as police in South Africa, existing only to protect the economic dominance of white America. By the time law enforcement became concerned it was too late, not even community policing efforts helped. Criminals from Mexico were operating in Santa Barbara, their crime families linking with American crime families and organizations. Neighborhoods, one-by-one, were lost and outreach efforts were too-little-too-late. Law enforcement retreated to the safe haven of relying on technology to identify and track criminals through the CLETS link with Mexico and responding from one crisis to the next to the satisfaction of no one, including themselves.

SCENARIO #3

In writing Scenario #3, the author chose Iteration #50 from the XIMPACT run of 100 alternative Futures. The basic premise does not change, the United States and Mexico, in the spirit of economic development of North America, become trading partners and the border is opened. The focus of this scenario is to describe a technological future in which California law enforcement works cooperatively with Mexico.

The key events and trends are: (abbreviated)

- * Concern of law enforcement to support "open border" policy (T10)
- * California unprepared for border opening (E2)
- * Concern of law enforcement regarding impact of immigration on the criminal justice system (T1)
- * Changes in community expectations (T2)
- * Willingness of law enforcement to institute community policing (T4)
- * Language and cultural differences (T3)
- * Hispanics become majority population (E1)
- * Crime families in California and Mexico link (E6)
- * Demands for new training programs for potential law enforcement officers (T6)
- * Changes in law enforcement procedures (T7)
- * Street crimes by homeless immigrants (T9)
- * CLETS links with Mexican data base (E9)
- * Riots occur beyond law enforcement control (E5)
- * Free trade agreement scrapped (E5)
- * National identification card (E10)

TABLE VI

TREND VALUES FOR XIMPACT ITERATION #60

	BEGIN- NING	END YEAR 1	2	3	4	5	6	7	8	9	10
TREND 1	100.0	104.0	105.2	86.7	58.1	67.7	174.4	175	171.5	245.9	241.4
2	100.0	4.2	2.8	-14.9	-44.9	-31.5	89.4	84.9	78.0	88.1	84.0
3	100.0	30.0	31.7	13.6	-15.2	-3.5	101.5	99.2	94.5	105.8	103.9
4	100.0	510.0	639.9	648.5	649.3	701.7	767.5	787.5	805.8	819.2	848.3
5	100.0	73.0	71.8	73.5	74.9	-52.6	61.6	49.4	34.6	100.0	85.3
6	100.0	52.0	55.0	40.2	11.0	35.8	149.8	147.8	146.6	166.3	167.8
7	100.0	6.0	4.7	-1.8	-13.9	-12.7	20.4	17.5	14.7	44.8	45.0
8	100.0	110.0	138.0	154.8	166.9	181.8	265.3	254.4	206.2	218.4	189.5
9	100.0	105.0	132.8	152.1	157.6	184.4	264.6	252.5	237.7	300.9	280.4
10	100.0	110.0	117.8	108.3	87.0	93.6	205.5	193.1	178.0	242.7	228.0

TABLE VII

EVENT OCCURRENCES FOR XIMPACT ITERATION #60

	YEAR 1	2	3	4	5	6	7	8	9	10
EVENT 1	0	0	0	0	0	1	0	0	0	0
2	0	0	0	0	1	0	0	0	0	0
3	0	0	0	0	0	0	0	0	0	0
4	0	0	0	0	0	0	1	0	0	0
5	0	0	0	0	0	1	0	0	0	0
6	0	0	0	0	1	0	0	0	0	0
7	0	0	0	0	0	0	0	0	1	0
8	0	0	0	0	0	1	0	0	0	0
9	0	0	0	0	0	0	0	0	1	0
10	0	0	0	0	0	0	0	0	0	1

LEGEND (Abbreviated)

- T1 Impact on Justice System
- T2 Community Expectations
- T3 Language/Cultural Problems
- T4 Community Problem Solving
- T5 National Policy on Immigration
- T6 Training Potential Officers
- T7 Investigative Procedures
- T8 Educating Immigrants
- T9 Homeless Street Crime
- T10 Local Government Resources

- E1 Hispanic Majority
- E2 California Unprepared
- E3 Pacific Rim Investment
- E4 Trade Dispute
- E5 Race Riot
- E6 Crime Families Link
- E7 Free Trade Pact Scrapped
- E8 California Recession
- E9 CLETS Links w/Mexico Data Base
- E10 U.S. Adopts National ID Card

TECHNOLOGICAL FUTURE

Santa Barbara News Press, January 1, 1994

"Technology will aid United States and Mexican police with enforcement duties".

The 1992 election of democrat Bill Clinton on a platform of economic reform and change only mildly-impacted law enforcement agencies. However, economic developments and free trade agreements between the United States and Mexico soon had law enforcement officials in both nations concerned over border issues, particularly the impact a new wave of immigrants would have on the community and the criminal justice system. Appealing to their respective federal and state governments, a law enforcement summit meeting was called and convened in San Diego in 1994. The California director of POST chaired the meeting and, using the NGT and Delphi process, quickly established lists of law enforcement priorities following the voting process. The following were identified as the ten most important:

1. Secure cooperation from the military of both nations for the use of satellite and other technology for criminal tracking/surveillance. Establish command and protocol procedures.
2. Develop a California/Mexico regional information sharing system similar to the existing Western States Information Network (WSIN), capable of identifying and tracking crime families that link the two nations.
3. Enhance United States Law Enforcement Intelligence Unit (LEIU) data sharing to include Mexican major violators.
4. Link California Law Enforcement Teletype System (CLETS) and Department of Justice (DOJ) criminal information data base to equivalent Mexican systems. Develop switching, maintenance and input protocol.
5. Purchase and designate locations for installing language translation machines (real time text-to-text, English/Spanish). Vendor, Bell Laboratory "Dragon System", Washington, D.C.

6. Purchase and designate test sites for voice-aided language translation prototype mobil data translator (English/Spanish). Vendor Language Systems Incorporated (Rome Lab Division), Woodland Hills, CA.
7. Designate a technology fact-finding committee to seek out available technology applicable for law enforcement use. Viable new technology to be added to the Department of Justice equipment pool for loan to law enforcement agencies.
8. California Department of Justice to be lead agency for advising law enforcement agencies on technology available and, assisted by the National Guard, provide necessary training.
9. California POST to be lead agency in providing priority statewide training programs via POST television channel on:
 - A) Street survival Spanish language and cross cultural training.
 - B) Community and problem solving policing.
 - C) Tactics to determine community expecting regarding law enforcement services.
 - D) New procedures relative to investigating immigrant crime.
 - E) Efforts of other communities to prepare for border issues, particularly recruiting, mentoring and training minority law enforcement officers.
 - F) Broadcasting regional criminal information.
 - G) Expansion of programming to include commercial television and cable outlets for community training/problem solving discussions.
10. California Department of Motor Vehicles (DMV) to develop a smart card drivers license and identification card system that makes fool

proof tax and benefit requirements, and if necessary can be converted to a national identification card.

These actions many say are long overdue and are met with a positive response from California law enforcement. However, the American Civil Liberties Union again files suit claiming that it is unconstitutional for regular military and National Guard personnel to assist civilian law enforcement agencies. The use of military resources and personnel are, in their view, an abuse of a person's rights and civil liberties. However, the suit is quickly rejected again by lower courts and the U.S. Supreme Court refuses to hear the case.

President Clinton and the U.S. Congress, having cleared the ACLU challenge, embraced the law enforcement plan and offered financial assistance. Not to be outdone, the California and Texas state democratic governors made communities and law enforcement a priority and assisted with funding. The following year, President Clinton and the president of Mexico negotiated the opening of the California border.

The rapidly changing demographics during the past decade led to a dramatic increase in crime, particularly street crimes by homeless immigrants, crimes of violence, weapons and narcotics offenses. Hispanics became the majority population, and criminal offenders from both nations initially found anonymity and refuge once they crossed their national border. Street gangs from both nations murdered each other and innocent bystanders as well. Government, law enforcement and the military had to cooperate in order to survive. Information and technology sharing in Santa Barbara lead to greater law enforcement effectiveness in recognizing and apprehending offenders, particularly in those instances where crime families had to be tracked across the national border. Televised training in community and problem-solving policing, Spanish language and cultural awareness, (and other areas) allowed individual law enforcement agencies to better communicate and understand new immigrants and begin working with the community as opposed to for the community. This partnership also laid the foundation for the law enforcement response to the new wave of immigrants that settled into their chosen community. Law enforcement was able to exert a leadership role and become the catalyst to prepare the community for new immigrants, including those who choose law enforcement as a career

in their new home. Those who chose criminal and anti-social behavior were confronted by a well-prepared, cooperative, team approach to criminal behavior, that allowed Santa Barbara to avoid the riots that flared out of control in unprepared communities, particularly after the free trade agreement was scrapped.

It is Monday morning, March 21, 2000, the first day of spring in the new century. Following a typical roll call in the Santa Barbara Police Department, officers are briefed on the latest events in the county, then view a 30 minute live regional criminal update from the POST television network. The moderator is the deputy director of PCTM, the POST-California-Texas-Mexico Regional Information Sharing Network. Special warning is given to Santa Barbara Police that a murder suspect in Ensenada may be en route to a family in Santa Barbara, address unknown. Following roll call another day of work begins on foot, bike and vehicle patrol.

The police department's community service beat officers begin asking contacts in the community if they know the family of the suspect, and within a few hours the family is identified. A surveillance of the home begins, and shortly afterward a person matching the suspect leaves the residence and is contacted by officers.

The person does not have identification and cannot speak English. Using the English/Spanish mobile data translator from the police vehicle, the officer asks if the person will consent to a follow up investigation at the station. The person agrees and the officer asks the communications center via Mobile Data Terminal (MDT) to initiate an identification inquiry.

By the time the officer reaches the county jail interview facility, a police photo has been obtained electronically from PCTM, as well as a copy of the Ensenada crime report, in English text. A DMV inquiry provides a photograph and coded identity information from a Mexican fingerprint and retinal scan taken from the suspect's Mexican drivers license.

The person is tentatively identified as the suspect by the photos, but still refuses to confirm his identity. The suspect is processed by a

prisoner identification specialist and a fingerprint and retinal scan positively identifies him as the murder suspect.

The suspect is placed in an interview room, as the arresting officer in Santa Barbara confers with the case investigator in Ensenada by video phone. The video phone, equipped with a real time language translator, allows the two officers to discuss the case and plot the interview strategy. The suspect is then questioned by the two officers in the video phone interview room, and after waiving his universal rights, admits his identity and discusses the case.

Future technology has proven not to be the panacea for solving police and community problems. However, technology has played a significant role in controlling the impact of an open border on law enforcement, and the community as well. This technological partnership has developed because agencies have shared information, technology, resources and accepted the responsibility to mutually solve problems.

SECTION III

STRATEGIC PLAN

A Model Plan for Open Border Management in
a Mid-Size City

STRATEGIC PLAN

The most likely scenario (#1) in Section II, "Popular Police Chief to Retire. Hispanic Leaders Praise His Decade of Leadership," was selected for strategic planning and policy considerations. This portion of the research project develops a strategic management model for open border management in a medium-sized community. The scenario discussed positive results which are achievable, and may be modified to meet the needs of any sized city.

This strategic plan offered will be based on a situational analysis of an organization's capabilities and the impact projected future trends and events will have on the agency. One methodology to conduct such an examination is the WOTS-UP analysis, an acronym for Weaknesses, Opportunities, Threats, Strengths and the Underlying Planning. Also, included is a stakeholders analysis, proposed alternative policies and a structure for implementation.

SUBJECT OF STRATEGIC MANAGEMENT PLAN

The subject of this strategic management plan is the Santa Barbara Police Department, a mid-sized California law enforcement policing agency. The city is a world famous resort area with a distinctive Spanish heritage in architecture, and large Hispanic population.

In recent years Santa Barbara has experienced water shortages, and controlled growth. However, the city offers a wide-range of community activities and tourists attractions, and promotes a wide-variety of special events. As a result, thousands of tourists visit Santa Barbara and surrounding communities each year.

The past two years have seen the completion of the cross-town freeway construction project (U.S. Highway 101) and the opening of a downtown shopping mall.

However, the state budget difficulties have impacted Santa Barbara, and the city has to continually look for ways to provide an acceptable level of service, and maximize the efficient use of personnel and equipment resources.

The city has a resident population of 87,500 living inside twenty-one square miles. The police department is headed by a chief of police who serves at the pleasure of the city council and reports to the city administrator. The department is divided into three separate divisions: Administrative Services, Investigative and Operations. The police department has a sworn strength of 137 and 82 civilian personnel.

The department prides itself on being on the "cutting edge" of many new programs and modern philosophies including community-oriented policing and problem-solving.

MISSION STATEMENT

A formalized expression of the broad purpose and mission of an organization is called a macro-mission statement. The following macro-mission statement has been developed for the Santa Barbara Police Department.

"The motto 'dedicated to serve' states the essential purpose of the Santa Barbara Police Department. Our purpose is to protect the rights of all people within our jurisdiction, keep them free from criminal attack and to allow them to live in peace. Our mission is accomplished within the moral and legal standards of society, and our strength is derived from involved citizens who strive with us through a partnership to defeat crime and maintain order and peace."

Mission statements which define a specific organizational unit, activity or program are micro-mission statements. The micro-mission statement relating to the issue addressed in this study was developed with the assistance of three police lieutenants who sat on the NGT panel, and who are past, current and future Command College students (Lts. Katzenstein, Glaus and McCoy, respectively). The process of developing a micro-mission statement requires the best judgement of the evaluators regarding strategic thinking, and dealing with an uncertain future. The following micro-mission statement is intended to be a blueprint for organization-wide transformation.

"We believe in county-wide collaborative community policing and problem solving with concerned government agencies,

community groups and concerned citizens to identify ways of dealing with neighborhood problems, issues and activities which directly impact the quality of life in our communities.

We believe the department can perform its law enforcement function in a more efficient and professional manner by recognizing the values of having greater cultural awareness and communication ability with Santa Barbara's diverse ethnic communities. The community itself will be better served by participating in this process of language and cultural education and taking a greater part in overcoming cultural differences that exist between the police and the community."

We are committed to continuous improvement in our department and in our city. We measure our success by the quality of life throughout the city, our ability to work together on problems, the reduction of fear, increased order, crime control, and the satisfaction of our citizens with the police service we provide.

SITUATIONAL ANALYSIS

The first step in proposing change is to accurately assess the situation in which the change will occur. A panel consisting of one captain, two lieutenants and three sergeants used the NGT/Delphi processes to conduct the situational analysis. The first process was an examination of the external environment and the internal organization. In the second process, the panel identified stakeholders and the assumptions believed held by each.

The panel was comprised of members who had experience relating to the study issue and interest in the project.

1. Captain Edward Aasted - Santa Barbara Police Department (SBPD), Operations Division Commander and Command College graduate.
2. Lieutenant Richard Glaus - SBPD Public Information Lieutenant and Command College student.
3. Lieutenant Dave McCoy - SBPD Evening Watch Commander, future Command College student.

4. Sergeant Bob Lowry - SBPD Burglary Supervisor - Sergeants Leadership Institute student.
5. Sergeant Jim Lohse - SBPD Major Crimes Supervisor - future Sergeants Leadership Institute student.
6. Sergeant Wayne Simmons - SBPD Narcotics Supervisor and Sergeants Leadership Institute graduate.

WOTS-UP ANALYSIS

This process required two separate assessments. The first examined external environmental factors (opportunities/threats) that could impact the Santa Barbara Police Department's ability to respond to the issue of managing an open border between the United States and Mexico. Trends and events from the futures research paper are discussed in terms of those that support the achievement of this mission, and those that would inhibit the mission.

The second assessment was an organizational capability analysis of the strengths and weaknesses of the Santa Barbara Police Department. A strength is a capability that can be used to assist the organization obtain an objective. A weakness is a limitation or problem in the organization that may hinder reaching an objective.

EXTERNAL ENVIRONMENTAL ANALYSIS

SOCIOLOGICAL

Opportunities - An open border points towards increased immigration and cultural diversity in California. Law enforcement will voice legitimate concerns regarding the impact of increased immigration on the criminal justice system, community expectations and service delivery. However, increasing demands for police services can be viewed as an opportunity to develop plans and strategies to take a more active role in working with the community. The changing demographic patterns and social attitudes will contribute to a change in law enforcement's role from being primarily enforcers to being community problem solving coordinators and facilitators.

Threats - Increased immigration and cultural diversity will magnify law enforcement's existing language and cultural awareness difficulties. Law enforcement's professional inability to speak to segments of the community will increase the level of suspicions that immigrants harbor

toward the police. For many immigrants their ethnic/cultural background will be the biggest barrier to full participation in the American dream. New immigrants who cannot speak English will find that their ethnic/cultural background and only associating within their own race may work against them as well, causing further withdrawal from authority.

An open border immigration policy will spotlight law enforcement agencies that do not attempt to reflect the ethnic composition of the community in their work force. Minority rights and political interest groups will demand greater representation and employment standards, job relevancy issues and hiring quotas may result.

Criminal families in California and Mexico over time will eventually link and the implications for law enforcement are frightening. Cooperation in crime fighting efforts between two nations with a distinct difference in professionalism, expertise, resources, and justice systems will be a major threat to community wellness.

Increased immigration will also bring many communities to the theoretical point of maximum growth in terms of housing and employment, without the economic infrastructure to absorb the additional population. Those immigrants forced by economic necessity and homelessness to commit crimes to survive will generally do so. Immigrant street crimes will be a local law enforcement problem that in some communities may become similar to overcrowded communities in third world countries. Finally, poverty, overcrowding, lack of economic opportunity, racism and frustration are the common ingredients to civil unrest. Riots beyond the ability of law enforcement to prevent and control are a strong probability.

TECHNOLOGICAL

Opportunities - The application of high technology will help facilitate the management of law enforcement issues. Excellent equipment and a commitment to providing modern technology and quality support will enable the department to meet many complex challenges predictable in the future. Every wave of immigration in United States history has changed the way the United States looks, lives and works; largely for the better. However, each wave has also introduced new types of criminals, new crimes and has required law enforcement to adopt new tactics, investiga-

tive procedures and technologies. Two events from the futures study are illustrative of this. The first is a link between the California Law Enforcement Teletype System (CLETS) with the equivalent Mexican data system, and that the second is the adoption of a national identification card system (SMART card issued through the Department of Motor Vehicles). These are two examples of technology that will aid law enforcement in its mission. Other examples of future technology that will facilitate an open border cooperative law enforcement effort between nations are:

1. Satellite tracking available.
2. Regional information sharing, a data-base computer system between California and Mexico similar to the existing Western States Information Network (WSIN) in the southwestern United States.
3. Ability to exchange police reports via real time, text-to-text language translators (English/Spanish, Spanish/English). Once translated, they can be faxed to interested law enforcement agencies.
4. Real-time voice-aided language translation devices available in portable mobile data terminals for use in communications centers, jails, interview rooms and police cars.
5. Technology-sharing centers through the Department of Justice, military bases or directly from the manufacturer, that will make sophisticated equipment available on loan to law enforcement.

Technology is not the panacea that will solve all police and community problems. However, the partnership that results from sharing information, technology, and resources as well as the willingness to accept responsibility for the need to solve problems mutually will present much better opportunities for law enforcement success in a rapidly changing society than exist today.

Threats - Technology is expensive and changes so rapidly that attempting to continually purchase current technology is usually cost-prohibitive. Law enforcement has historically lagged behind the general public in the use of technology and in many cases because of inconsistent levels of technological sophistication, law enforcement is always playing "catch up" to new criminal developments.

Technology also creates training problems. The high costs and sophistication of new equipment requires additional training time and expense. Technology can also mean specialization, which either means that fewer officers do field work, or fewer officers do more work. In either case, technology can have a negative effect by moving officers away from direct community contact.

Technical data from information systems can be difficult to assess and faulty input assumptions can negatively effect service delivery. Input from specialists who are not law enforcement officers may lead to incorrect data interpretation, or input from officers may be correctly interpreted but either they or the department may lack the sophistication to manipulate the data base sufficiently. Thus, the information output becomes questionable and of little use, or is simply discarded.

Technology is like credit, a good friend - but a terrible master. Overdependence on technology can lead to the creation of non-traditional duties for officers and threaten their autonomy, resulting in lower morale. It can also widen the gap between better-educated officers and incoming recruits with lower educational achievements.

A wide variety of technology and services exists to assist law enforcement in combating crime associated with an open border. The use of technology and services must be well thought out, coordinated with multiple users and relate directly to the needs of the community.

ECONOMIC

Opportunities - The "most likely" scenario in the futures research project begins with Mexican President Carlos Salinas telling President-Elect Clinton that he intends to move Mexico out of the third world. He envisions Mexico as a first world country, sharing in world development, growth and opportunity; in partnership with the United States. President Salinas' most convincing argument is the statement that he intends to export goods, not people. However, if he does not manage to create jobs for Mexicans in Mexico, workers will merely cross the border looking for jobs in the United States and American workers will lose jobs.

Mr. Clinton campaigned for national office supporting the concept of free trade and economic change. This scenario embraces the concept that the United States, Canada and Mexico will enter into a formal trade agreement. President Clinton is convinced by his economic advisors that America cannot reduce the huge trade and budget deficits without taking bold steps, which includes greater globalization of the United States markets, and investments in Mexico. The North American Free Trade Agreement opens American participation in a trade market of 360 million people with an annual economy of six trillion dollars. Immigration reform to support the continued economic development of the United States and Mexico result in an "open border" policy to allow more skilled immigrants into the country.

The NGT discussions identified "concern of local government in developing economic resources to support an open border policy" as one of the trends to be subjected to analysis. This trend can be seen as an economic opportunity. Budgets tend to be inflated, designed to protect the status quo of the administrative entities representing individual components, wasteful and jealously protected. However, when faced with momentous challenge, Americans have a history of coming together and being cunning, innovative and resourceful. The events in the scenario provide the impetus for the city to self-examine its budget to improve the efficiency of city taxing and spending, and improve the effectiveness of service delivery. It provides opportunities for new ideas, programs, consistency and cooperation among departments. Under this pressure, wasteful services can be eliminated, other services can be consolidated, regionalized with other government entities, or privatized. In perspective, it will force the city to develop a long-term economic plan, discontinue bloated status quo budgeting, and be better prepared for state or nation economic downturns or population driven demands for government services. Strategic planning and entrepreneurial budgeting will be the cornerstone for future survival of a culturally diverse city with a growing population.

Threats - The greatest threat to the city, particularly its police department, lies in failure to prepare for an "open border" policy with a sense of urgency and teamwork. The worst possible situation is a city divided by in-fighting and intense competition for resources among various city departments.

Economic disputes will negatively impact the quality of executive decision-making, and reduce the overall efficiency and effectiveness of service delivery from line personnel in all city departments. The threat of employee association job action, or other forms of backlash increase substantially in this environment.

Outside economic threats may occur over which the city has very little influence. Agreements between governments and businesses can turn into disputes that result in loss of job or skilled workers. Global industry is competitive and unexpected alliances, investments, business transplants, and buy-outs can impact local economies and employment dramatically.

ENVIRONMENTAL

Opportunities - Santa Barbara survived a recent drought through water rationing and the construction of a desalination plant. The city recently voted to purchase state water and has financially contributed to the construction of a pipeline into the county. Recent rains have filled local dams, reservoirs and ground wells. Water, frequently a scarce commodity, has been assured in abundance for at least the near future.

Though the water shortage and rationing limited population growth, some economic development occurred. Santa Barbara's major outlying shopping center was remodeled in an effort to keep local shopper dollars from the cities of Ventura and Santa Maria, our closest competitors. The city also financed and had built a major city center shopping mall that is projected to dramatically increase sales tax revenue, which may provide an opportunity for additional police resources committed to area foot and bicycle patrols.

Santa Barbara is an internationally known city that has maintained its unique Spanish heritage, and has avoided inner city decay. While not totally free of crime, for the most part it is a safe and clean place to work and live. The city, nestled between the ocean and the mountains, is only 200 miles from the border between the United States and Mexico, and 31% of its current population is Hispanic, many of whom have relatives in Mexico who would migrate to the city with an open border policy.

Threats - Santa Barbara is generally a liberal community which is home to a major university and large community college, and has a long history of campus and community civil disobedience for a variety of political and social causes (Vietnam, abortion, animal rights, gay rights, etc.).

Currently heated discussions associated with off-shore oil drilling and oil tankering between the coast and the Channel Islands have generated new community activism. Santa Barbara, because of its international reputation and scenic beauty, is a focal point for environmental issues and protests. Unpopular immigration-related issues will certainly result in student reaction; additionally local residents are not comfortable with and are very vocal about their concerns over those who are homeless, transients, addicts and aliens polluting city streets, parks and beaches.

City housing is extremely limited and expensive. The city is at "build out", the theoretical maximum threshold for population at 85,500 residents. New home and apartment construction is not taking place because space is not available. Construction is limited to upgrading and remodeling of existing structures. Affordable and low income housing make up less than 5% of all available housing, with long waiting lists.

A substantial influx of new immigrants would drain traditional resources and services, but a major environmental threat would be those immigrants who end up homeless. The city's resources are not sufficient to house and feed the existing homeless, let alone any increase. They could pose a threat to the health and safety of the entire community, and would likely clash with local citizens, politicians and special interest groups intent on protecting the environmental beauty and scenic quality of Santa Barbara.

POLITICAL

Opportunities - The issue of trade agreements and an "open border" will be on everyone's mind, creating an environment necessitating preparation, cooperation and change. The chief of police, who has refined his political skills and, as a result, is well-respected as a department head and has the support of community and civil leaders, will play a

leading role in government, department and community efforts to plan for the future.

The chief, as a department head representing the police department in executive city planning discussions concerning additional resources, evaluation of existing resource allocations and service issues, will help create an environment of internal political cooperation and fiscal responsibility.

The chief, and members of his management team, will take on the task of involving the public in a broad array of social and political issues, the goal being to educate and gain additional community support for our current and future community problem solving efforts, and to increase community input and feedback on departmental performance as a policing agency. Public involvement also increases opportunities to involve special interest groups in the decision-making process and increases police department abilities to plan for and show sensitivity to differing viewpoints from diverse service populations.

The political environment provides an opportunity for the police department to truly act as leaders and improve the agency's professional image, serve as a role model for other law enforcement agencies to emulate, and to determine community concerns, needs and expectations. These mutual concerns are best resolved through community partnerships maintained to resolve future issues that will undoubtedly arise, such as training needs for police employees that were previously unidentified, ethnic recruitment, channels to divert civil or ethnic unrest or educating new immigrants into the local culture.

Threats - Leadership roles and cooperative efforts dissolve into power plays among city departments over resources and funding; and lobbying by special interest groups to protect their economic/political interests can be a roadblock to political stability and planning efforts.

Special interest groups on either side of the trade and border issue can politicize police operations through negative media campaigns, and demands for unreasonable services requiring costly training of police personnel.

Special interest groups, particularly ethnic or political minority opinion groups can demand input into police practices through human relations commissions, review boards or other forums which may constitute interference by biased individuals.

Adjoining law enforcement jurisdictions that interact with Santa Barbara on a professional basis may reject community policing and problem-solving approaches to criminal and community problems. These policing differences may have a negative effect on Santa Barbara's efforts, or perpetuate unwanted competition or comparisons between agencies.

Outside political threats may occur in which the city has very little influence. Trade disputes between the United States and Mexico can result in political disputes and economic reprisals. National political debate over immigration policy, federal funding for immigrant training and acculturation programs, or any number of similar issues places law enforcement in the middle of national issues that are not easily resolved, and that often result in protests, civil unrest, even violent crimes.

ORGANIZATIONAL CAPABILITY

Internal Strengths

Internal strengths can be used to obtain the objective of meeting the challenges of an open border impact on law enforcement. The chief of police was promoted from within the department and has had the opportunity to personally appoint his entire command staff and the majority of middle managers and supervisors. As a result, the management team is cohesive, well-educated, future-thinking and capable of working creatively to resolve border-related criminal and community-wellness issues.

Prior to the chief's appointment the community was looking for strong leadership and answers to community concerns which other public/private agencies are not providing. This provided a unique opportunity for the department to exercise initiative through community policing and problem solving policing, and to respond to community concerns about crime, and the simple fear of crime. Partnerships were formed to develop solutions and to monitor situations, so that appropriate and timely follow-up

action could be taken. Innovation and risk-taking was encouraged to solve complex criminal and social issues, and that attitude has become the "norm" within the department. Decision-making for community problems are now made at the lowest level that interacts with the public and associated government services.

The department's in-house and external training of employees is excellent. The department is widely recognized as a leader in innovative training methods and proactive education programs.

The department has kept up with advances in technology and has a sufficiently computerized office automation systems, records, computer-aided dispatch and laboratory identification systems. Santa Barbara is the central switching station for the Santa Barbara and San Luis Obispo regional computer services; thus, expansion of service is easily accomplished.

Because of Santa Barbara's scenic area, and professionally attractive police department, the department has a competitive advantage in attracting quality applicants, and hiring only quality people. As a result the agency has a small turnover rate.

The Police Officers Association is principally a benevolent organization and works well with the department management team in promoting the interests of the department. Labor problems are resolved in a constructive manner with few lingering resentments.

In summary, the Santa Barbara Police Department is a modern, professional and reasonably well-equipped agency. The motto "Dedicated to Serve" is proudly displayed on all police vehicles by an agency that works very hard with the community to provide quality service and timely response to community concerns and all calls for police service. The department is also in a unique position to provide leadership, and has a time-tested record of flexibility, innovation, future-thinking and willingness to lead and adjust to accommodate change. These are critical attributes for a law enforcement agency that will be required to respond to and facilitate the many changes an "open border" with Mexico will bring.

Internal Weakness That May Hinder Reaching Objective

The Santa Barbara Police Department faces potential under-staffing because of the financial environment in California. Staffing reductions mean increased individual employee response to calls for service and reduced free patrol time, insufficient personnel to support our community problem-solving programs, with the end result being overwhelmed, overworked personnel attempting to meet department goals and community expectations. The greater the demand for other government services to support an open border, the smaller the piece of the economic pie for law enforcement. The return to more traditional reactive patrol, while counterproductive, is possible.

The department lacks a sufficient number of personnel with Spanish language and multi-cultural skills to deal with the diversity of the existing population. Even though positive steps have been taken through active recruitment of minorities, the current work force only approximately resembles the composition of the community in most categories. The department is not representative in all minority categories and is severely under-represented in minority and female management positions. An open border would change the composition of the community, magnify the existing disparity and open the door for renewed political and special interest group calls for actions and court-ordered remedies.

Currently, careers in law enforcement are less attractive, so there is a very small labor pool of interested minority applicants. An open border would certainly increase the potential labor pool, especially to persons with multi-language and cultural skills, but might also reduce the educational skills and technical abilities of that pool. One very serious impact on hiring is the citizenship requirements and the high cost of home ownership and limited availability of affordable rental property.

The police facility, while having been remodeled, is overcrowded, and was not designed for expansion. This severely limits the agency's ability to facilitate community meetings, or allow community groups access to our facilities.

The department has lagged behind the technological curve in law enforcement regarding mobil data terminals. None are currently in use and will not be for years to come.

Current compensation and benefit programs for line personnel is comparable to cities of equivalent size. However, management salary and compensation has been frozen the past two years and is below average. Executive positions and chief's jobs outside Santa Barbara County may be sought by some in this category.

Like all law enforcement agencies in the wake of Rodney King, Santa Barbara is under scrutiny and any single incident threatens to create more special interest groups, to undermine all community outreach efforts and programs, and to challenge the chief and local politicians regarding their motives and efficiency. This is a national professional weakness over which the department has no control.

Finally, an open border will bring many new residents who know nothing of the professionalism of the Santa Barbara Police Department, bringing only their general fear of authority, especially the police. The ultimate challenge will be to apply agency strengths as a law enforcement agency, working with community groups, to overcome this new level of community fear and bias regarding police service.

STAKEHOLDER ANALYSIS

The same group which completed the WOTS-UP analysis compiled a list of stakeholders related to the strategic issue. Stakeholders are defined as individuals or groups who impact decisions, are themselves impacted by those decisions and care about them. Stakeholders can be supportive, opposed, indifferent or their position may be unknown. It is essential that stakeholders be identified and assumptions be made regarding their position on the issue prior to any negotiation. Within this group of stakeholders are individuals or groups who are less obvious or unanticipated. They are referred to as snail darters, and they can stop or hinder the direction of the organization and can ultimately cause serious problems with program implementation. The following is a list of stakeholders developed by the WOTS-UP group.

Stakeholders

1. Chief of Police
2. City Administrator
3. Mayor
4. City Council
5. City Department Head
6. Police Department Employees
7. Police Employee Association
8. Business Community
9. Minority Rights Groups
10. Political Special Interest Groups
11. Police Department Customers
12. Media
13. POST Commission
14. Environmentalists (snail darter)
15. Teachers Union (snail darter)

STAKEHOLDER ASSUMPTIONS

The WOTS-UP group, again using the NGT/Delphi process, was also asked to develop a list of assumptions as to the projected position and potential actions of each key stakeholder in relation to the central issue and sub-issues of this study. These assumptions can be either positive or negative in nature.

CHIEF OF POLICE

The chief of police supports the plan and is willing to take a stand with city and county officials as well as community leaders. Without the chief's full support the plan will not be successful. The chief personally:

- A) Supports pro-active law enforcement concepts which will reduce crime and develop community support for the Santa Barbara Police Department.
- B) Is willing to work with city and county officials, and community leaders to develop innovative programs to resolve broad-based community concerns and reduce community fear.

- C) Can react to special interest groups and political pressure by taking a stand; yet recognizes these groups are also a potential resource that must be cultivated and offered a share in community partnerships that the department forges in order to allow the department to work more efficiently.
- D) Supports innovative training programs for personnel that increase employees' proficiency to better understand and deliver service to the community.

CITY ADMINISTRATOR

The city administrator is supportive and favors a plan that will coordinate the activities of the private and public sector, provide adequate planning to develop long-term strategic decisions, to control events in the community as opposed to being controlled by the events, and finally, to provide cost effective operations. The city administrator will personally:

- A) Provide leadership to a group of department heads who will offer mixed support for new policy and budget decisions necessary for the city to support open border policy.
- B) Motivate the city management team to be cohesive and flexible, and provide key support for those strategies that will improve operating efficiencies and service deliver in all departments to support open border policy.
- C) Ensure that city government operates within the written goals of council and budget guidelines.
- D) Provide the direct link to mayor and council and collaborative government agencies regarding policy decisions.

MAYOR

The mayor will react to both public response and to the influence of special interest groups and other political entities. There will be support for some collaborative and consolidation issues that will improve public safety response, and resistance if less controversial options are available. The mayor will personally:

- A) Be motivated by desire for re-election, personal agenda and need to satisfy supporters.
- B) Support the city administrator and proposed policies, but can be subversive, through political naivete, or by simply playing politics to retain some control over police decisions.
- C) Support the use of police resources for non-traditional approaches to training, crime and community problem solving.

CITY COUNCIL

There will be mixed support for some elements of the plan due to political agendas. However, the council supports the police department and will welcome measures to enhance fiscal control and improve coordination of efforts. Council members individually will:

- A) Support police department efforts to reduce crime, implement new training programs and enhance quality-of-life issues in community.
- B) Provide mixed support for some elements of policy and budget decisions to support open border policy due to individual political agendas.
- C) Will welcome measures that will enhance fiscal control and improve service delivery, efficiency and coordination of efforts among city and county departments.
- D) Will struggle to resolve disputes caused by city departments in competition for limited resources.
- E) Be subject to unexpected policy changes based on constituent complaints and public opinion polls.

CITY DEPARTMENT HEADS

Many department heads will insist on a degree of autonomy over services their departments will provide to the community. Some will even view any collaboration or consolidation efforts a threat to their position or authority. Department heads individually will:

- A) Provide creative solutions to community problems if strong leadership from the police chief and city administrator is provided.
- B) Be resentful of strong community support for and influence of police chief on city administrator.
- C) Be responsible as a group to do the majority of coordination, planning and programming regarding the cooperation between city and county agencies and community groups.
- D) Be motivated by the desire to protect their departments; however they are also fearful of changing social conditions in the community for which they know they must prepare in a cooperative environment.

POLICE DEPARTMENT EMPLOYEES

It is essential for the chief of police to have the support of the entire department to make the plan work, and that support will be mixed. For the administrative staff, the major task will be planning, program development, coordinating and liaison among all concerned internal and external entities. For the remainder of the employees, liaisons and community-based programs may be viewed as a threat to their autonomy, position and authority. They will support those elements of the plan in which they have input, are well-informed, and are assured their job function will not significantly change. Individually all:

- A) Command staff and managers will ultimately support the chief, but will worry about the impact on their individual budgets and personnel.
- B) Line personnel and civilian support staff will support most changes in the department if strong leadership at levels is provided.
- C) All levels of police department personnel are capable of creativity and innovation if given the opportunity to provide input in the decision making process.

- D) Police employees are fearful and frustrated by criminal and social conditions in the community and their inability to cause positive change and assist the community.

POLICE EMPLOYEE ASSOCIATION

The chief of police will need to keep the employee association well-informed regarding the plan and secure their buy-in. The association will provide mixed support on some elements of the plan unless they are assured there will be no reduction in sworn strength and are allowed to participate in the development of the plan. The employee association will:

- A) Generally be protective of members' rights and opposed to reductions in personnel, benefits and elimination of some traditional duties.
- B) May feel threatened by the involvement of immigrant and some special interest groups in police decision-making process, training and recruitment programs.
- C) Support department efforts to reduce crime and enhance quality of life in community.
- D) Be capable of creativity and innovation if management has secured their buy-in and if the association is provided opportunity to give input in the decision-making process.
- E) Possibly seek labor action to support their association's point of view.
- F) Be politically naive, and tend not to see issues in their entirety.

BUSINESS COMMUNITY

The business community has tremendous influence in local politics, pays a substantial amount of taxes, desires extensive service from local government without increased costs, and may resist elements of the plan that will negatively impact revenues. This group could actually become snail darters if elements of the plan negatively effect tourism, the city's main industry. The business community can be expected to:

- A) Desire increased revenues.
- B) Be fearful of crime and changing social conditions impact on business.
- C) Exert influence on city politicians regarding services and policy decisions.
- D) Generally support the city's efforts to reduce crime and enhance quality of life issues in community. However, they can be a snail darter if fears related to their business and customer safety are not dealt with.

MINORITY RIGHTS GROUPS

These groups and the splinter groups to which they give birth are prominent stakeholders. Their concerns and involvement can come from a variety of directions, and they tend to take positions on issues for which they have little knowledge and no workable solutions. Many of the groups are short-lived because they are self-serving, refuse to assume responsibility for developing solutions or accept the consequences of failure. There is a great potential for this group to become snail darters. Generally, minority rights groups will:

- A) Closely monitor and evaluate police activities related to minorities.
- B) Call for increased hiring of minorities, and cultural and language training for police employees.
- C) Exert political pressure and initiate legal action to gain objectives.
- D) Be unpredictable, and will likely offer mixed support until they see positive police response directly related to their cause.
- E) Generally support programs that reduce crime and enhances quality of life in their community.

POLITICAL SPECIAL INTEREST GROUPS

As soon as any controversial issue impacts the community, and there are no established political oversight groups in existence, new watch dog groups will be formed. These groups have the potential to affect other stakeholders, generate support and develop political clout. They then become important stakeholders in their own right, and as such they can either serve the community and the department constructively, or become snail darters. Generally, political special interest groups will:

- A) Closely monitor and evaluate police activities related to their political interest.
- B) Exert political pressure and initiate legal action to gain objectives.
- C) Have single issue motivation and will offer little or no support unless police accept their point of view.
- D) Be unpredictable and capable of civil disobedience.
- E) Vote for political candidates who will promote their views.

POLICE DEPARTMENT CUSTOMERS IN COMMUNITY

City residents must be kept informed of planned changes in service delivery. Residents will be concerned, and can exert tremendous influence if they feel there is a decrease in police presence, response, efficiency and effectiveness. Generally, our resident customers:

- A) Want to feel safe in their community.
- B) Will demand more officers and programs in their community.
- C) In some neighborhoods will fear immigrant groups and will hold them responsible for increased criminal conditions.
- D) Will support and participate in police training programs, and other programs that reduce crime, community tensions and concerns.

NEWS MEDIA

The media is of great concern because they are unpredictable, likely to raise unforeseen issues, and will offer mixed support at best. The media also has tremendous access and the ability to report a significant local event worldwide in minutes. The media is also a stakeholder that every other stakeholder is always concerned about, the universal question is how will the media react? Will the media be accurate, fair, objective, or biased for political and/or financial reasons? In Santa Barbara County the media will generally:

- A) Be unpredictable and not willing to serve as a public relations vehicle for law enforcement programs.
- B) Be supportive and provide accurate and unbiased reporting of law enforcement's role in community issues and events critical to facilitating open border policy.
- C) Attempt to raise unforeseen issues that can positively/negatively effect law enforcement.
- D) Be influenced by controversy and the ability to "scoop" media opposition, or enhance revenues.

POST COMMISSION (PEACE OFFICER STANDARDS AND TRAINING)

POST will likely be besieged by newly created and well-intentioned law enforcement training programs from around the state. Some programs developed at a local level may be beyond the scope of POST assistance, or could even be a threat to established POST programs. POST will struggle to find the most significant role that it should play in assisting law enforcement. POST, as a state funded agency will generally:

- A) Defend the status quo in training reimbursement and certification of newly-developed local law enforcement training programs until the state determines and funds POST's role following the border opening.

- B) Oppose some local training programs' if the programs open enrollment causes POST training classes to suffer.
- C) Recognize the need for change and success of some programs and will immediately support reimbursement and certification.
- D) Be future-thinking and desire to develop successful local border opening training programs into available training opportunities statewide.

ENVIRONMENTALISTS

Santa Barbara County is a strong environmentally conscious community which became nationally known after the 1969 oil spill that fouled local beaches. Environmental concerns related to a new wave of immigration and increased local pollution, including an increase of homeless immigrants will generate a new wave of "mystery groups" who will resist change, and likely become formidable opponents. History in Santa Barbara County has shown that these groups are single-issued, unyielding and likely to be snail darters. Environmentalists will:

- A) Possess strong media and public support capabilities.
- B) Support political candidates and special interest groups who support their perspective.
- C) See environmental issues more important than supporting city's open border initiatives, or law enforcement efforts in crime reduction, long-term community wellness programs, or language and culture training programs.
- D) Demand more police involvement in enforcing environmental laws relating to clean air, water, toxic waste, etc.

TEACHERS' UNION

This group of stakeholders were classified as snail darters because they tend to be very traditional, closed to outside influence and not easily persuaded to change existing education programs to support law enforcement's involvement in on-campus recruitment/mentoring or training programs. Generally, public education can be expected to:

- A) Oppose law enforcement involvement in training programs at schools (example: DARE is not accepted in all county schools).
- B) Oppose moving teachers or classes to make room for specialized classes involving recruitment, mentoring, language and culture training for law enforcement.
- C) Seek labor action to support their associations point of view.
- D) View themselves as politically astute, although they seldom are in relation to the "big picture".

STRATEGIC ASSUMPTION SURFACING

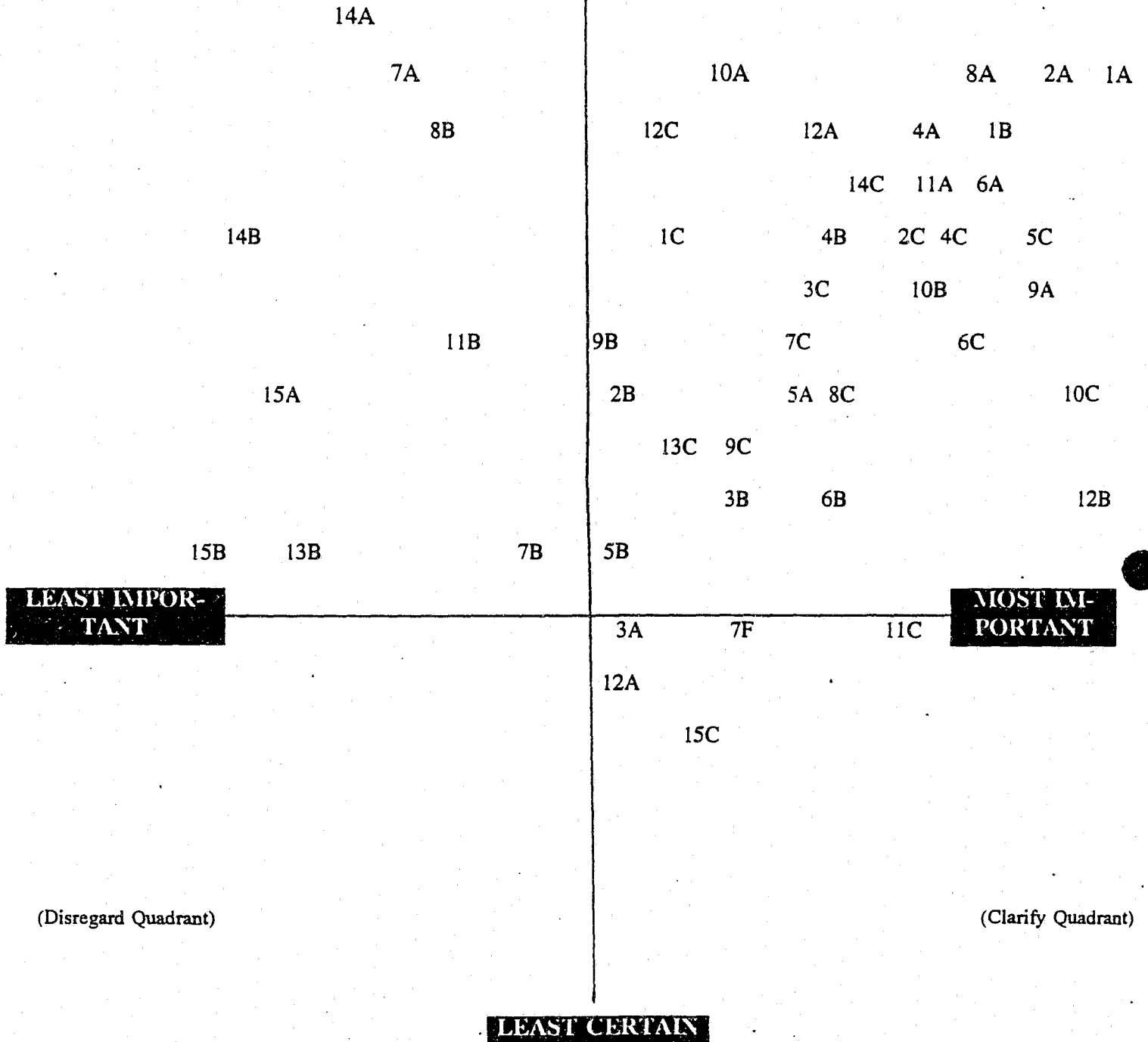
Illustration I identifies the stakeholder's assumptions identified during the WOTS-UP analysis. The final task for the panel was to plot the stakeholder's level of importance to the organization, to the research issue, and the degree of certainty and uncertainty that the assumptions made by the panel are correct. For the reader the number on the illustration identifies the stakeholder, and the adjoining letter identifies individual assumptions identified in the text.

ILLUSTRATION I STRATEGIC ASSUMPTION SURFACING MAP

MOST CERTAIN

(Acknowledge/File Quadrant)

(Build on/or Avoid Quadrant)



STAKEHOLDERS

- | | | |
|--------------------------|---------------------------------------|----------------------------|
| 1. Chief of Police | 6. Police Department Employees | 11. Police Dept. Customers |
| 2. City Administrator | 7. Police Employee Association | 12. Media |
| 3. Mayor | 8. Business Community | 13. POST Commission |
| 4. City Council | 9. Minority Rights Groups | 14. Environmentalist |
| 5. City Department Heads | 10. Political Special Interest Groups | 15. Teachers Union |

DEVELOPING ALTERNATIVE STRATEGIES

A NGT process and a modified delphi process was used to identify, analyze and select strategic policy alternatives. Using this process of brainstorming, prioritizing, discussing and voting, responses provided by eight law enforcement colleagues selected ten policy alternatives that would assist the Santa Barbara Police Department in managing the methods used to facilitate an open border policy.

The panel was comprised of members who had experience relating to the study issue and interest in the project.

1. Lt. Richard Glaus: SBPD Public Information Lieutenant, NGT and WOTS-UP panelist, command college student.
2. Sgt. Dick Green: SBPD Special Investigations Supervisor.
3. Sgt. Bob Lowry: SBPD Burglary Supervisor, WOTS-UP panelist and Sergeants Leadership Institute student.
4. Sgt. Jim Lohse: SBPD Major Crimes Supervisor, WOTS-UP panelist and future Sergeants Leadership Institute student.
5. Sgt. Wayne Simmons: SBPD Narcotics Supervisor, WOTS-UP panelist and Sergeants Leadership Institute graduate.
6. Detective Tom Eccles: SBPD burglary investigator.
7. Detective Mark Suarez: SBPD burglary investigator.
8. Detective Gary Burris: SBPD Polygrapher and crime lab specialist.

The policy alternatives identified were:

1. To participate in the development of a city-wide strategic plan that provides a clear mission and action plan for all city departments to mobilize resources and prioritize service delivery to support community enhancement programs in support of border opening.

2. To develop a law enforcement officer training-development-and-mentoring-program at an existing high school, supported by POST, and local agencies in an effort to qualify and hire local minorities.
3. To establish a community problem solving division within the police department to work with community groups to enhance their community.
4. To establish an administrative management position assigned to the chief's office to represent the police department's interests to all special interest groups and advisory boards.
5. To develop a local Spanish language and cultural awareness training program involving both police personnel and the community to improve police employees' communication and cultural awareness skills.
6. To develop, appoint and train a liaison officer responsible for direct law enforcement contacts with law enforcement in Mexico.
7. To pursue regionalization of duplicated law enforcement services (records, training, communications, narcotics enforcement) and the elimination of traditional services that do not support community enhancement programs.
8. To develop a comprehensive law enforcement strategy on community-oriented problem solving policing that will be implemented by all county law enforcement agencies.
9. To develop a citizen's advisory commission to help define police service priorities, and how to best provide assistance to law enforcement.
10. To develop a joint law enforcement and public education, acculturation and education class for new immigrants.

DELPHI PROCESS

The policy alternative panelists, in an anonymous fashion, were allowed to express their opinions on each strategy in a variety of categories, and through a facilitator there was controlled feedback, discussion and ultimately a vote to identify the top three alternative strategies. Repetition of this estimation/feedback/voting process continued until consensus had been achieved.

ALTERNATIVE STRATEGY EVALUATION

Table VIII shows the ten alternative strategies identified by the panel. The panel was then asked to use a rating scale to rank each strategy, based on their opinion and expertise. The value 1 represents the best strategy, and the value 4 represents the worst strategy. The cumulative totals were then divided to establish the initial priority ranking of alternative strategies. The value 1 represents the preferred policy and the value 10 represented the least preferred policy.

Table IX shows the top five alternative strategies selected by the panel. The controlled feedback, discussion and voting process was repeated using the same 1-4 rating scale to determine the panel's top three alternative strategies in priority. The priority strategy is ranked 1, with the remaining strategies ranked 2-5 respectively.

Rating Scale 1 through 4

1 = Good 4 = Bad

Priority Ranking Scale 1 through 10

1 = Preferred Policy

10 = Least Preferred Policy

RATING FORM

STRATEGY	DESIRABILITY SHORT-TERM	FEASIBILITY	COST	DESIRABILITY LONG-TERM	STAKEHOLDER SUPPORT	TOTAL SCORE	PRIORITY RANKING
1. Develop City Strategic Plan to Support Enhancement Programs	1131 1113 (12)	2121 1212 (12)	1221 1122 (12)	1111 1111 (8)	1122 1112 (11)	55	2
2. Law Enforcement Training Program at Local High School (hiring)	2122 1212 (13)	2221 1122 (13)	2133 2123 (17)	1111 1111 (8)	2121 1212 (12)	63	5
3. Community Problem Solving Div. Within Police Department	1112 1112 (10)	2323 2232 (19)	1234 1123 (17)	1113 1121 (11)	1223 1122 (14)	71	6
4. Establish Admin. Mgt. Position & Assign to Chief's Staff	2212 3212 (15)	1121 1122 (11)	3332 2333 (22)	2221 2112 (13)	3221 1322 (16)	77	8
5. Develop Language and Cultural Awareness Program	1111 1111 (8)	1121 1112 (10)	2132 2213 (17)	1211 1121 (10)	1111 2111 (9)	54	1
6. Develop a Liaison Contact for Law Enforcement in Mexico	1112 1311 (11)	2131 2211 (13)	2222 2322 (17)	1112 1111 (9)	2121 2211 (12)	62	4
7. Regionalization of Duplicated L.E. Svcs that Don't Support Community Enhancement Prog.	2332 3233 (21)	4332 2433 (23)	2223 2222 (17)	2112 1112 (11)	2122 2223 (16)	88	9
8. Develop Comprehensive COPS Strategy for County Wide Implementation	1111 1111 (8)	1122 1112 (11)	2134 2213 (18)	1112 2111 (10)	2111 1112 (10)	57	3

N = 8

ALTERNATIVE STRATEGIES - PRIORITY VOTING

Rating Scale 1 through 4
1 = Good 4 = Bad

Priority Ranking Scale 1 through 10
1 = Preferred Policy
10 = Least Preferred Policy

RATING FORM

STRATEGY	DESIRABILITY SHORT-TERM	FEASIBILITY	COST	DESIRABILITY LONG-TERM	STAKEHOLDER SUPPORT	TOTAL SCORE	PRIORITY RANKING
9. Develop a Citizens Advisory Commission to Define Police Priorities & Assist	2223 3224 (20)	2132 3122 (16)	2112 2211 (12)	2234 4322 (22)	1433 2233 (23)	93	10
10. Develop Joint Law Enf. & Public Education Acculturation and Education Class for New Immigrants	1121 2211 (11)	2323 2223 (19)	2234 3222 (20)	1112 1122 (11)	1223 2211 (14)	75	7

N = 8

ALTERNATIVE STRATEGIES FINAL - PRIORITY VOTING

Rating Scale 1 through 4
1 = Good 4 = Bad

Priority Ranking Scale 1 through 10
1 = Preferred Policy

10 = Least Preferred Policy

RATING FORM

STRATEGY NUMBER	STRATEGY	DESIRABILITY SHORT-TERM	FEASIBILITY	COST	DESIRABILITY LONG-TERM	POLICY WITH GREATEST IMPACT ON MANAGING OPEN BORDER ON L.E.	STAKEHOLDER SUPPORT	TOTAL SCORE	PRIORITY RANKING
1	Develop City Strategy to Support Enhancement Programs	1122 1113 (12)	2221 1212 (13)	1221 2122 (13)	1111 1111 (8)	2222 1222 (15)	1122 1112 (11)	72	3
2	Law Enforcement Training Program at Local High School	2222 1221 (14)	2222 3212 (16)	3233 2223 (20)	1121 1122 (11)	3223 3222 (19)	2122 3322 (17)	97	5
5	Develop Language and Cultural Awareness Program	1111 1111 (8)	1112 1112 (10)	2122 2212 (14)	1121 1121 (10)	1221 1211 (11)	1111 2111 (9)	62	1
6	Develop a Liaison Contact for Law Enforcement in Mexico	1112 1221 (11)	2122 2221 (14)	2222 2223 (17)	1111 1221 (10)	2121 2122 (13)	2211 1221 (12)	77	4
8	Develop Comprehensive COPS Strategy for County Wide Implementation	1111 1111 (8)	2122 2122 (14)	2134 2212 (17)	1112 1221 (11)	2111 1111 (9)	2111 1112 (10)	69	2

N = 8

STRATEGY 1

Participate in the development of a city-wide strategic plan that provides a clear mission and action plan for all city departments to mobilize resources and prioritizes service delivery to support community enhancement programs in support of border opening.

PROS

Clear understanding of overall mission and direction of city.

Clear understanding of individual roles and responsibilities.

Allows for meaningful discussion and input by department heads.

Cost effective and easier to accomplish city goals and work within city budget.

Public better served.

Foundation for county-wide forum to develop action agenda for county-wide use.

CONS

Decision-making by committee.

Power blocks and divisive alliances can form.

Inconsistent application of policies from department to department.

Mission statement can be too broad in relation to existing rules/regulations for line-level employees.

Reduction in some popular traditional services.

Slow, laborious process.

ANALYSIS

"The best defense is a good offense", is the most appropriate description of this strategy. Every aspect of the issues and sub-issues can be addressed using this strategy. By determining what effects the "border opening" between Mexico and the United States will have on local law enforcement, will aid the city of Santa Barbara in determining the role it must fill in regard to border opening issues. The city will then be able to support and host a county-wide forum of public agencies,

designed to develop an action agenda addressing transjurisdictional immigration issues, restructuring of local government services, project community needs, anticipate community reactions and expectations, determine cultural awareness and training needs and finally develop a strategic plan to promote local needs and interests.

STAKEHOLDERS' PERCEPTIONS OF STRATEGY

The city administrator would view this strategy with some concern. All city departments have a myriad of interests, and it is often difficult to exert bureaucratic control. However, he would rely on the leadership of a supportive chief of police to assist his efforts as the principle change agent. Their efforts will result in interagency cooperation committed to providing resources to the community in support of an "open border". Particularly in terms of public safety, some department heads may squabble over resources, privately disagree over new responsibilities, or become jealous over the influence of the chief in relation to the city administrator. However, the process of city government will be made more creative and streamlined towards cost effectiveness and efficiency. Mayor and council will enthusiastically support programs that reduce costs, waste and achieve council goals detailed in the city budget. The overall strategy will be supported inside city government and law enforcement and faces no direct opposition.

The business community and customers of city services are fearful of crime and changing social conditions and desire to feel safe in their homes and businesses. They will be supportive of services that will reduce crime and enhance quality of life issues in the community. But they will also be wary of new programs that replace traditional services, or reduce visible police presence. They can be expected to exert some political pressure if their perceived needs are not met.

Political special interest groups and minority rights groups will closely monitor and evaluate the use of resources and service delivery, particularly regarding law enforcement. Their reactions will be directly related to their concerns.

The city administrator, police chief, and selected city department heads will welcome the opportunity to host a county-wide response to an open

border. However, they will recognize the process of finalizing agreements will be a slow, intense process.

The media, as always, is unpredictable. Generally, fair and accurate reporting is likely, though they will not serve as a public relations unit for city government or law enforcement. The media thrives on controversy, scooping their counterparts and enhancing revenues. They can be expected to focus on unforeseen issues that will impact city services, particularly law enforcement, both positively and negatively.

Instead of reacting to a never-ending onslaught of new service requests, this strategy will allow city and county government to anticipate problems before they become a crisis, have many voices participate in policy decisions, and deliver flexible cost-effective service to the community, particularly public safety.

STRATEGY 2

To develop a comprehensive law enforcement strategy on community oriented problem solving policing that will be implemented by all Santa Barbara County law enforcement agencies.

PROS

CONS

Enhances city of Santa Barbara's community problem-solving efforts.

Some agencies may choose not to participate.

Increases the action and cooperation between law enforcement agencies.

Sheriff's Departments may try to charge for some resources and services.

Increases resource base for solving county-wide community concerns.

Program development, start-up and training costs to assist other agencies.

Increases networking and communication between communities and groups.

Public concerns resolved through traditional policing methods.

Public is better served through expansion of problem-solving policing.

Unwanted public comparison among participating/non-participating policing agencies.

ANALYSIS

The philosophy and organizational strategy of community oriented problem solving policing emphasizes cooperation between the police, public and other agencies. It helps to ensure that law enforcement considers and responds to a wide-variety of problems affecting the quality of life, not just crime. It also represents a fundamental change from incident-driven policing and suggests law enforcement must go beyond being a crime control and emergency services agency. Law enforcement must become the front line in a comprehensive human services system that includes the criminal justice system, other government agencies, private institutions and private citizens.

Making community oriented problem solving policing the standard method of policing throughout the county will focus law enforcement on public concerns, not solely on police administrations. The result will be a more effective and unified approach to crime and other troubling conditions. This philosophy and organizational strategy will impact every aspect of the issues and sub-issues of this research paper. Law enforcement in Santa Barbara County will be able to assess the impact of the border opening, the impact on communities and respond to community expectations from a variety of information sources and perspectives. This is the most appropriate law enforcement strategy to tackle crime and problems throughout the county, and finally, training deficiencies in the law enforcement discipline can be community concerns as well, and solved through public assistance.

STAKEHOLDERS' PERCEPTIONS OF STRATEGY

The majority of stakeholders will have a great deal of support for the implementation of this strategy. The Santa Barbara Police Department in particular will benefit from the increased cooperation from and interaction with allied law enforcement agencies who, to date, do not practice community oriented problem solving policing. Each of the supporting stakeholders see this strategy as the preferred method of delivering

police service, as well as an opportunity to expand the resource base available to local law enforcement. The public will be better served through the expansion of problem-solving policing, and new communities and businesses will prove willing to do their part if they believe there is a public benefit.

Some county law enforcement agencies may be resistant to change, though opposition can be overcome with concrete examples of successful law enforcement programs through community supported partnership.

This strategy will require the Santa Barbara Police Department to allocate funds and personnel to provide assistance in training, program development and organizing community support in other jurisdictions. The police chief will be very supportive of this strategy and will play a key role as charge agent.

STRATEGY 3

Develop a local Spanish language and cultural awareness training program involving both police personnel and the community to improve law enforcement employees' communication and cultural awareness skills.

PROS

Strong public support for program.

Law enforcement more responsive to minority community.

Promotes strong link between law enforcement and community.

Community input and active involvement in police training program.

CONS

Requires major commitment by police department.

Program development time.

Program costs and limited number of students who can be trained at one time.

No POST reimbursement plan.

Efficient vehicle for providing language training and overcoming cultural differences, and determining community expectations of law enforcement.

Bilingual officers enhance community oriented problem solving policing programs.

Personal gratification in learning a second language.

Ability to earn language proficiency pay.

Opposition by racist community groups.

Other languages and culture programs may need to be developed.

Other city/county employees excluded.

Increased budget expense to cover proficiency pay.

ANALYSIS

This strategy directly addresses one sub-issue, important additional training that law enforcement officers must receive, language and cultural training, to support an open border. It also indirectly aids in determining what expectations the community will have of law enforcement through greater contacts with the minority community, and provides potential access to information regarding community criminal concerns.

The premise of this strategy is that a local Spanish and cultural awareness class needs to be developed that will result in more effective language communication and greater cultural understanding between the police and the Spanish speaking community. The functional objectives will be participation by department personnel and "English as a second language" students in basic English and Spanish conversational, interactive classes developed through adult education programs. Recruitment of interested "host" families to provide cultural awareness to students through a series of activities and functions that the families and students would participate in together outside the classroom.

STAKEHOLDERS' PERCEPTION OF STRATEGY

This policy strategy has the greatest potential level of support and enthusiasm from the stakeholders because it's a community-based training program aimed at training police employees to serve the community more efficiently. The key stakeholders are police department employees, sworn and non-sworn, police department customers particularly in the minority community, and local adult education. The supporters of this strategy have a vested interest in ensuring that police employees are capable of communicating with and understanding the single largest non-English speaking population in the community, residents as well as new immigrants from Mexico who understand neither the language or the culture of the police who serve their neighborhoods.

More frequent and sustained contacts by police employees who can speak Spanish and understand the culture can break down these barriers that have produced fear, and lead to improved quality of life for all. This will also dramatically enhance community oriented problem solving efforts in minority communities and lead to personal relationships and formal community partnerships.

The city of Santa Barbara faces a financial crisis, and funding additional long-term and costly training programs will face political scrutiny. Start-up and first two years' costs can legally be provided by seized narcotics assets. However, funding for subsequent training years must come from other avenues such as government grants, innovation and excellence in government awards, and fund raisers and donations from community groups.

Most minority and political interest groups will support this policy strategy and react positively to the opportunity to participate. However, the singling out of a particular ethnic group for language and cultural training may be viewed as racist by hardcore extremists who believe in non-cooperation with law enforcement.

The California POST Commission recognizes the need for language and cultural training, but may be reluctant to offer certification, training points and reimbursement for local programs. However, successful local programs can develop into POST training classes available statewide.

PREFERRED POLICY STRATEGY

Each policy alternative was rated on its feasibility and desirability with Strategy 3 being rated by the panel as the preferred strategy for the Santa Barbara Police Department (Table IX). However, in reality strategy 3 in and of itself would not be the most significant strategy to prepare for and respond to the border opening. The significance of the border opening would require all three strategies to be implemented to manage an open border. Strategy 3, for this academic project was selected as the single preferred policy strategy because it can be undertaken immediately and directly complements Santa Barbara's ongoing community-oriented problem-solving policing style, and will directly enhance the department's efficiency and effectiveness as a law enforcement agency. The expected benefits from language and cultural training will build long-lasting relationships that will help solve other community problems over time. This strategy also gives minority community members the opportunity to have greater positive contacts with police employees, participate in a community training program that solves a department deficiency, and affords them greater access to law enforcement, and reduces long standing cultural differences between the police and minority community.

Despite the need, conversational language and cultural training in a single program is not available through traditional education programs, nor through POST training classes. Finally, this policy strategy was regarded as another opportunity for the department to show leadership and role model community solutions to police/community problems, and enhance the efforts to successfully implement Strategy 1 and 2 as well.

IMPLEMENTATION PLAN

In order to implement the preferred strategic policy, the following action steps, resource requirements and time lines are described.

The chief of police has the overall responsibility for implementing a plan to teach language and cultural awareness skills to police employees. He must openly acknowledge the importance of the issue, play a leadership role in the project, and be willing to commit resources and direct policy.

The project director, a senior police manager appointed by the chief of police, will play a key role in the development of the language and cultural awareness training program. He must visibly support the program, and garner support and resources for the program both within and outside the organization. The director must be willing to serve on the development committee and later the transition management team.

PHASE I

Evaluating the need for language and cultural training time line; can begin immediately and be completed in ninety days.

The phase includes:

Selection of a project manager by chief of police.

Determination of existing foreign language skills of all police employees.

Determination of predominant non-English languages being spoken community.

Determination of predominant non-English cultures residing in community.

Examination of existing foreign language and cultural training available in community.

Examination of existing foreign language and cultural awareness training programs specifically for law enforcement (POST, private classes, etc.).

Study of law enforcement non-English language and cultural training other agencies have undertaken.

Assessment of the need for developing foreign language and cultural training for police employees.

Survey of all department employees to determine level of interest in language and cultural training.

Liaison with academics, politicians, community groups to develop preliminary needs and goals for language and culture training.

PHASE II

Developing a training program time line; can begin in three months and be completed in nine months. This phase involves:

Selection of committee representatives from police department.

Selection of committee members from education and community groups.

Maintenance of communications with department employees to mitigate rumors, uncertainty about development process.

Selection of an education component for language training which includes some immersion training. (Situational training where only Spanish is spoken.)

Selection of cultural awareness component for cultural training which includes community mentor for each student (host family).

Merge of the language and cultural awareness training into one program.

Development of a micro-mission statement for the language and cultural awareness program.

Development of tangible incentives for employee and community participation.

Development of a budget for projected costs.

Presentation of the proposed program to department staff for consideration and approval.

Formal announcement by the chief of police of the program to the department.

Development of selection criteria for interested and qualified police employees.

Development selection criteria for community members who will mentor students in cultural awareness (host family).

PHASE III

Implementation plan time-line will begin at one year and take six additional months to complete training the first class.

This is the phase where the recommended policies and procedures are put into action.

The chief of police will introduce the plan to the community and help sell the concept that the department best serves the people of Santa Barbara and is more responsive to the needs of the community by having greater cultural awareness and language communication ability with Santa Barbara's diverse ethnic communities. The community, itself, will be better served by participating in this process of language and cultural education and taking a greater part in overcoming cultural differences that exist between the police and the community.

The project director and his committee will screen prospective students and submit an eligibility list to the department staff for consideration and final selection.

The project director and his committee will screen perspective cultural awareness community contacts and develop an eligibility list.

Student and community mentors will be assigned to work together based on a compatibility of interest survey.

Implementation of a six-month formal language program with outside classroom cultural training provided by host family.

Continuation of monitoring and evaluation of students and program process by the police department program director.

Administration of the city language proficiency examinations to each student as the final phase of language program. Passing ensures student conversational pay as established by their bargaining units memorandum of understanding.

Final phase of cultural exchange program is written critique by each individual participant and implementing proposed enhancements.

Program director and committee remain as standing committee for future language and cultural awareness classes.

SECTION IV

TRANSITION MANAGEMENT PLAN

OPEN BORDER MANAGEMENT - HOW DO WE GET THERE FROM HERE?

TRANSITION MANAGEMENT PLAN

The next goal of this research project is the development of a transitional management plan which will focus on the strategies necessary to make change. The success or failure of the change process depends on the management of the transition period between the current state and the desired state where the actual change process takes place. Contained within this transition management plan will be techniques which will make this plan viable and realistic, and move the department from its present state to the desired future state in an orderly fashion.

These techniques include:

1. The identification and analysis of the key players ("critical mass") that are relevant to the success of the strategic plan.
2. Evaluation of levels of readiness, capability and commitment of the key players to enact change, through readiness, capability and commitment charting and analysis.
3. Description of the management structure to manage the plan.
4. Description of the technologies to support and initiate the strategic plan.
5. Development of responsibilities for the key players using responsibility charting.

COMMITMENT STRATEGY DEVELOPMENT

CRITICAL MASS

The critical mass, and succeeding components of the transition management plan, were developed with the assistance of the three lieutenants of the Santa Barbara Police Department who sat on the NGT panel. The process required the best judgement of the evaluators regarding the identification of the key players (critical mass) required to bring about the desired change. Many are the same individuals who were

identified as stakeholders in the strategic plan. It is essential to assess their current level of readiness and capability to support this strategy and the planned approach to achieve the level of commitment required to bring about the desired change. In evaluating the strategic plan to meet the challenge of implementing a local Spanish language and cultural awareness program, the following six critical mass actors were considered most important. Their activities and influence provide the needed energy for change.

1. Chief of Police

As the head of the department, the chief establishes the values and policies of the department, and gains support from the community.

2. Deputy Chief

Directly oversees the department's day-to-day operations through close working relationship with the management team.

3. Employee Association President

Represents the sworn and non-sworn employees most affected by language/cultural issues.

4. Program Director

Senior police administrator responsible to develop and implement the strategy.

5. Hispanic Business Council Chairperson

Can assist the department in gaining community support, and recruitment of community members to mentor police employees.

6. Program Director Adult Education Spanish Language Programs

Can guide the department in the development and implementation of formal Spanish language training program for police employees.

Critical Mass Readiness/Capability Chart

Table X graphically depicts each critical mass actor's current readiness and capability to support this strategy.

TABLE X

CRITICAL MASS READINESS/CAPABILITY CHART

KEY PLAYER	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
Chief of Police	X			X		
Deputy Chief	X			X		
Employee Association President			X		X	
Program Director	X			X		
Hispanic Business Council Chairperson			X		X	
Prog. Director Adult Ed. Spanish Language Program		X		X		

N=3

COMMITMENT CHARTING

Table XI graphically depicts each critical mass actor's current level of commitment to the plan and where the evaluators determined they should be to ensure the success of the transition management process. The significance of each actor's level of commitment in relation to the plan is explained through discussion to follow.

**TABLE XI
COMMITMENT CHART**

CRITICAL MASS ACTORS	BLOCK CHANGE	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
Chief of Police				X O
Deputy Chief		X----->O		
Employee Association President	X----->			O
Program Director				X O
Hispanic Business Council Chairperson		X----->		O
Program Director Adult Education Spanish Language Program			X----->	O

X = Present Commitment
N = 3

O = Needed Commitment

CHIEF OF POLICE

The Chief of Police is approachable and responsive to data that demonstrates that this program is necessary, and that the benefits far outweigh the risks. As a graduate of Command College Class I, and a risk-taker by nature, he supports innovative training programs for department personnel that increases the ability to communicate with the community, determine their needs, aids in crime-fighting efforts and increases the department's ability to deliver service to everyone in the community.

The role of the police chief at the outset is a strong, make-it-happen inside-and-outside-the-organization player. The chief recognizes that for this program to be a success, it needs a strong champion whose leadership will help move other critical mass actors to the desired level of commitment. By assuming an active role he becomes a "make change happen" police administrator that will raise community support for the program and enable the department to continue to meet the goals of its mission statement.

The Chief was promoted through the ranks and enjoys respect and support from the members of the department, outside agencies, politicians, business groups and the community.

The Chief will also realize that this program has some implementation difficulties and political risks. These can be minimized by relying on his Deputy Chief of Police for internal support and selecting a positive and influential program director to oversee the development and implementation of the program.

DEPUTY CHIEF

The Deputy Chief of Police is also a graduate of Command College Class 1, and believes the program's benefits mean greater law enforcement opportunities for the department.

The role of the deputy chief at the outset is a "let it happen" player but must become a "help it happen" player, with direct hands on responsibility to move the police management team as a whole into that same category.

Police management are key members of the department and serve a crucial role in the development and implementation of any successful program.

The deputy chief must be empowered by the chief of police to play the key internal role of providing leadership and creating enthusiasm to support change.

Management must be an integral part of this program's development, and team-building facilitated by the deputy chief will be the best way to

develop consensus and clearly identify the need for change and obtain the commitment necessary for positive communication of goals and objectives. Without the Deputy Chief delivering a management team willing to accept the program, desiring to see it succeed and commitment to "help it happen", this program will see limited success, or most likely fail.

EMPLOYEE ASSOCIATION PRESIDENT

The Employee Association President, and therefore the actual employees both sworn and non-sworn, are initially portrayed on the commitment chart as "blockers of change". The Association President represents the group most affected by the program, and may feel threatened by the involvement of some special interest and immigrant groups in the program's development, and the police decision-making process.

However, all employees are fearful and frustrated by criminal and social conditions in the community and their inability to cause positive change and assist the community. Employees and their labor associations, including the president, want to effect the best possible performance, and have a history of supporting the department's efforts to reduce crime and enhance quality of life in the community.

The approach to move the employees association president, and therefore the employees, from "blocking change" to "help change happen" is to involve the employee association president. The president needs to be reminded that everyone is capable of creativity and innovation and that management is providing the association an opportunity for involvement and input in the decision-making process, and that employees cannot be allowed to sit back and fall into a half-hearted "let it happen" position. The benefits of a successful program to law enforcement in general and the Santa Barbara Police Department in particular will convince the association president, the association and therefore the employees, to increase their commitment to the "help it happen" level.

PROGRAM DIRECTOR

The program director is approachable and responsive to the need for a program that is new, unique and once developed will benefit the overall

good of the city and the law enforcement profession. The director is very supportive of the chief and the goals of the police department. The commitment from the outset is as a hands-on "make it happen" player. That will be the director's job, even though it will only be a collateral duty to a full-time regular assignment.

The program will be greatly facilitated by appointing a program director who will clearly communicate the vision and goals of the program, is able to develop an action plan that is economically feasible, will develop the concept into reality, develop proper internal and external support which includes the media, and finally will install follow-up and measurement systems that will be able to quantify results.

HISPANIC BUSINESS COUNCIL CHAIRPERSON

A definite member of the critical mass, the Hispanic business council chairperson represents the Spanish speaking community, who are the ultimate benefactors of language and cultural awareness programs initiated by the police department. Particularly with an increasing level of concern being voiced of late by non-English speaking residents about feeling safe in their communities, and are beginning to demand more bilingual officers and programs.

Currently, the Hispanic business council chairperson holds a "let change happen" position unless it affects the business council's special interest. The entire Spanish speaking community must be approached with an influential ally who can assist in properly planning a police training program that calls for community cultural mentoring of the students. The chairperson can garner the support of Hispanic community leaders who must be involved in the primary effort to mobilize community support to "make change happen".

There are members of the Spanish speaking community who will be in the "block change" category. Certain special interest groups, civil rights groups and citizen review groups will have little to gain by "helping change happen". However, law enforcement's task is to promote the concept that the proposed program is an honorable, pro-active approach to a department problem and a community need. It will be to law enforcement's advantage to keep these groups informed and offer them,

through the chairperson, an active part in the program. The best case scenario is that these groups will become key stakeholders and become "make it happen" players. The worst case scenario is that they become "let it happen" players who refrain from involvement yet fear criticism if they attempt to block the program.

PROGRAM DIRECTOR-ADULT EDUCATION SPANISH LANGUAGE PROGRAM

The general field of education generally opposes law enforcement involvement in training programs at schools, and their teachers union may oppose moving teachers and classes to make room for specialized classes. In fact, they may seek labor actions to defend the "status quo".

However, adult education classes administered by the local community college are already involved in language training through English as a Second Language programs (ESL), as well as Spanish language training. The program director of adult education's Spanish language program would take an initial position to "help change happen", in support of the proposed program as evidenced by past Spanish language training classes offered to local law enforcement without cost. However, approached as a contract education program that would be developed jointly, the adult education Spanish language program director would move into a "make change" position.

The adult education program director will likely feel that the time is right for developing an innovative and comprehensive language and cultural awareness training program at local government expense. The benefits to future adult education staffing and programming with a model conversational Spanish language class and cultural awareness component could be a great long-term financial benefit. Another motivating factor for the adult education Spanish language program director is that, if they do not support local law enforcement and "make change happen", law enforcement will develop the program anyway and contract with private teachers and recruit ESL participants through other programs such as local church sponsored programs.

TRANSITION MANAGEMENT STRUCTURE

The management structure designed to facilitate the implementation plan needs to have both formal power, as well as persuasive power to lead the various components affected by the change in a harmonious manner.

Within the police department a task force should be set up under the leadership of a captain who will be the program director. This task force should have a staff of a diagonal slice of sworn and non-sworn positions throughout the department. This design encourages participation and generates a diverse range of ideas. It also generates the least amount of stress to the organization and provides a clear-cut structure with formal power.

The task force will evaluate existing foreign language and cultural training available in the community, through POST, as well as known programs nationally. They will study law enforcement language and cultural training programs other agencies have undertaken. Finally, the task force will survey all department employees to determine their existing foreign language skills, and determine their level of interest in language and cultural training.

The findings and recommendations of the task force will be submitted to the chief of police and his staff. The chief of police must take personal responsibility for coordinating the change effort. He must provide both direction and leadership for the change, but the actual responsibility for the management of the change shall be delegated to the program director. The chief has the political clout, respect and interpersonal skills to gather the support from within the organization, community groups and local politicians.

The role of the program director will be to wield the necessary executive power to manage the change, and to exercise good interpersonal skills and persuasive abilities to develop the program and, aided by the deputy chief of police, obtain the necessary buy-in.

The program director will form a law enforcement/education/community advisory and development committee. This group will consist of members from the police department, adult education and other education

professionals, representatives from the Hispanic business council and other Spanish speaking community groups and at-large community members. The task of the committee will be to develop a formal, comprehensive, interactive language and cultural awareness program that involves the community in mentoring department employees who participate as students. The program director will be the chairperson of the committee which will meet regularly in a participative manner to discuss issues and concerns.

This management structure is desirable, as it is based on a participatory program development approach and involves representatives with diversified experience, resources and responsibilities. This structure will enable the change to take place with minimal territorial disputes and will dispel incorrect perceptions and rumors both inside and outside the police department concerning the goals and motivations of the program.

Following this procedure, the chief of police and the program director must work with the city administrator and city council to secure two year funding costs. These costs can be legally obtained using funds from the police department special operations account (drug asset seizure monies) in support of a non-budgeted law enforcement program. Additionally, the search for future years funding through donations, and grants, should be coordinated by the business manager, who is a member of the chief's staff. This procedure is prudent because the business manager has the overall responsibility of maintaining these accounts and ensuring the integrity of fund raising is maintained.

TECHNOLOGIES AND METHODS

A variety of technologies and methods will be utilized to minimize the high uncertainty and low stability that occurs during organizational change. Controlling the effects on the organization and its employees is a critical factor, considering that change tends to create stress, group conflict, unfocused energy, difficulty in letting go of old ideas, accepting new realities, learning new skills, adjusting to new policies and priorities, and accepting new relationships. These technologies and methods include:

1. Regular meetings will be held by the law enforcement-education-community advisory committee to receive feedback from the public and department personnel regarding program development and implementation issues.
2. Regular weekly staff meeting briefings to the chief, deputy chief and command staff regarding program development, implementation plans and anticipated obstacles and challenges that may occur.
3. Regular briefings and discussions with all management employees at the mandatory expanded monthly staff meeting. This briefing will focus on program development, implementation plans and anticipated obstacles and challenges that may occur. Of equal importance is the opportunity to receive management input and to ensure that management cooperation is not adversely affected by limited information. This also serves as a continuing team-building process where open and frank discussions will resolve conflicts and lead to shared vision of the program.
4. Updating of all department personnel on the progress and key issues involving the program through regular briefs in the department newsletter. The newsletter will also provide directions on where employees may submit anonymous ideas, comments and suggestions, and promote a future "open forum" discussion on the issues.
5. Post throughout the department, the law enforcement-education-community advisory committees "responsibility chart", so employees can see who has been assigned specific tasks and assignments. This can help to create access to committee members, provide better understanding for the project, and appreciation for the team efforts required for development and implementation.
6. Program director to host a departmental "open forum" discussion regarding the program in which the director answers the anonymous questions developed from the newsletter. The intent is to generate discussion and to educate and clarify issues in order to obtain employee support at all levels for the program.

7. Initiate an internal survey of all department employees to determine individual employee interest in participation in program, provide statistical data for analysis, aid in program development and establish criteria for community mentors' participation in the program. The survey is the final formal employee link in the program development information loop.
8. The program director will be responsible to personally monitor the progress of the individual members of the law enforcement-education-community advisory committee. At critical points, the director must hold direct meetings with individual members to clarify issues or provide assistance to resolve problems, and if necessary involve the chief of police or other resources.
9. The program director will have periodic meetings with the chief and deputy chief of police to discuss program development, liaison with community groups, funding, community perception and any unfiltered feedback regarding the program. Of critical importance is the coordination of efforts between the chief, deputy chief and the program director, and insurance that they share a common vision and strategy.
10. The first-year funding for the program can legally come from the police department special operations account to support an un-budgeted law enforcement program (drug asset seizure monies), but drawing from that account requires city council approval. A council agenda report will be prepared which will also serve as a press release to publicly announce the program. The chief, deputy chief and program director will request the appropriation before council, which will be covered by all local media as well as public access television. Following the council hearing, the public information officer will make the news release available, and assist in speaking to the media regarding the program. The chief, deputy chief, program director and public information officer will be the department spokespersons to provide follow-up stories and interviews, and begin the process for advertising for community mentors who are called "host families".

11. Finally, a follow-up council agenda report will be made, and the chief, deputy chief and the program director will appear before council to introduce and recognize all members of the law enforcement-education-community advisory committee and to ensure that council and the community are kept informed and current on committee efforts. This also provides council and the media the opportunity to ask questions of committee members.
12. During the first year of implementation, regular and frequent meetings of the law enforcement-education-community advisory committee will be held. As a standing committee, the intent is to continually assess the program, analyze results, consider alternate funding, and consider how to improve and promote the program for Year Two.

RESPONSIBILITY CHART

In order to carry this program into transition, a responsibility chart was developed which depicts the major actors and assigns them specific tasks and responsibilities. This process can serve to facilitate understanding and appreciation of individuals' roles and their attitudes toward them.

Table XII represents the charting process which begins with each member of the law enforcement-education-community advisory committee rating the involvement of fellow actors in relationship to group tasks, actions and decisions. Actors have been defined and labeled as follows:

- R = Responsibility to ensure completion.
- A = Approval necessary.
- S = Support essential to completion but approval required.
- I = Must be informed.
- = Unrelated.

Upon completion of individual responsibility charting, the group members would then meet and discuss their findings to reach consensus. This process is particularly useful whenever a committee contains more than one common group of people (such as law enforcement), and specific responsibilities need to be assigned for task completion and gaining understanding and cooperation by the committee regarding the roles others will play in the process.

SUMMARY

The goal of the transitional management plan is to provide the city of Santa Barbara with an efficient, well-managed, viable and cost-effective language and cultural awareness training program for law enforcement employees. By utilizing the concepts and strategies discussed law enforcement will be able to minimize the negative aspects of the effects of the change and implement a new training program utilizing community-based resources and developing a cohesive team approach. The advantages of the plan are that it provides a systematic method to define the objective, identify the critical mass who are vital to the success of the plan, obtain commitment and define responsibilities, and thereby manage the transition period.

**TABLE XII
RESPONSIBILITY CHART**

ACTORS							
DECISIONS TASKS	PROGRAM DIRECTOR	CHIEF OF POLICE	PROGRAM DIR. ADULT EDUCATION	DEPUTY CHIEF OF POLICE	POLICE TASK FORCE	HISPANIC BUSINESS COUNCIL CHAIR- PERSON	LAW ENFORC. ADVISORY COMMITTEE
DEVELOP FEASIBILITY PLAN	A	A	I	I	R	-	-
FORM LAW ENF. ADVISORY COMMITTEE	R	A	S	S	I	S	S
DEVELOP MISSION STATEMENT	A	A	S	S	I	S	R
DEVELOP LANGUAGE CURRICULUM	A	I	R	S	-	S	S
DEV. CULTURAL AWARENESS CURRICULUM	A	A	S	S	-	R	S
DEVELOP SPECIALIZED RESOURCES	R	A	S	S	S	S	S
STAFF TRAINING & DEPT. TEAM BUILDING	S	S	I	R	S	I	I
OBTAIN POST CERTIFICATION	R	A	S	S	S	I	I
GAIN CITY MANAGER SUPPORT	S	R	I	S	S	I	I
GAIN CITY COUNCIL FUNDING	R	A	S	S	I	S	S
MEDIA RELATIONS COMMUNITY INFORMATION	S	R	S	S	I	S	S
GAIN COMMUNITY SUPPORT	S	R	S	S	I	S	S
IMPLEMENT TOTAL PROGRAM	R	A	S	S	I	S	S
PROGRAM ADMINISTRATION	R	I	S	I	-	S	S
PROGRAM EVALUATION	R	A	S	S	I	S	S

SYMBOLS

R = RESPONSIBILITY
A = APPROVAL
S = SUPPORT

I = INFORMED
- = UNRELATED

SECTION V

CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS

Open Border Management - The Future Will Soon Be the Present

CONCLUSIONS/RECOMMENDATIONS

Most of the world is faced with a migration dilemma. What can be done with sixty million people who, for a variety of reasons, want to move from one country to another?

The complex emerging patterns of international migration have already impacted many nations worldwide, and will continue to do so well into the next century. California has been particularly affected by migration, and demographic experts predict continued migration will change the face of America from predominantly white to predominantly non-white toward the end of the 21st century.

The changing face of America has become a matter for debate. There are those who argue that a new wave of immigrants from the third world will change California for the better and that it is America's moral obligation to accept new immigrants. Others argue that the United States can no longer accept new immigrants because the country doesn't need them and cannot afford them. Yet, economically the United States has elevated Mexico to its third largest trading partner behind only Canada and Japan, and has adopted a three nation marketplace, the North American Free Trade Agreement with Mexico and Canada. The eye has been cast, the American economic future is now very closely tied to Mexico and its people.

This study has narrowed its focus on Mexico and has attempted to identify and evaluate images of the future in order to determine what policies and strategies would create a desired future state.

Currently, there are no proposals before the government of either the United States or Mexico to "open" the border. Such a proposal is entirely limited to this academic project. However, the United States is a global economic capitalist power, and the business of America is "business". Therefore migration can be considered a tremendous resource for the United States by ensuring an abundant and stable work force for the 21st century, arguably our greater competitive advantage with competing world economic powers. This study concludes that the economic necessities of the United States, Canada and Mexico will inevitably lead to dramatic changes in the immigration policies in this hemisphere.

However, immigration is already hotly debated, and further changes in immigration policies will have obvious implications for law enforcement, and present a multitude of challenges in the next decade.

The future study specifically addressed the issue of "what role will mid-size law enforcement agencies play in managing an open border between the United States and Mexico by the year 2003?"

The study demonstrates the role of law enforcement in managing an "open border" will change because:

1. Communities will place new, and greater demands and expectations on law enforcement.
2. Law enforcement, more than ever before, will be in the middle of political, social, economic, language and cultural conflicts that must be resolved at the local level to support community wellness.
3. Law enforcement will not be successful by continuing traditional reactive policing strategies.
4. Law enforcement will evolve from the roles of strictly enforcers and regulators of law and assume a primary responsibility to become coordinators and facilitators in partnership with the community to solve both law enforcement and community concerns.

In looking at the sub-issues the study shows that the following changes will likely occur. The study addressed the following sub-issue:

What will be community expectations of law enforcement?

Initial community expectations regarding law enforcement services will be mixed. Law enforcement will be challenged to find ways to meet the needs of communities that have dramatically altered their racial, ethnic, language, cultural and religious diversity. New immigrants will find it difficult to fully assimilate, and many will come from cultures that naturally do not respect law enforcement, and fear personal contact with the police. Some community members will resent new immigrants and

the changes they bring. The potential for community tension, conflict, even civil disobedience and riotous behavior is great.

As a result, law enforcement must:

1. Play a leading role in local government strategic planning to anticipate community expectations and jointly implement a strategic response.
2. Implement community-oriented problem solving policing county-wide.
3. Form problem solving partnerships with the community that allows direct input into police decision making process.
4. Work closely with the community to mutually set goals and service priorities.
5. Be pro-active and endeavor to solve the root-cause of community problems.
6. Deploy innovative, self-disciplined, motivated officers directly into the community as beat outreach-problem solving specialists.

The study addressed the sub-issue of:

"What ways can law enforcement agencies address the issue of alien crime as a result of an open border?"

The United States and Mexico have two completely different criminal justice systems, national languages and few formal information exchange networks. Yet, formalized agreements that remove border controls will require prompt wide spread exchange of accurate information to combat crime in both nations.

As a result, law enforcement must:

1. Participate in a county-wide conference focusing on how to prepare for an open border and implement a county-wide strategic plan to address response to crime issues.

2. Determine the anticipated effects of NAFTA locally.
3. Determine law enforcement's role in immigration issues and develop a unified approach to ensure an effective and coordinated approach on a continuing basis.
4. Develop and institute immigration-related programs designed to enhance local crime reduction efforts.
5. Liaison with federal and state government to help develop information sharing data bases (CLETS-NCIC) between the United States and Mexico.
6. Liaison with Mexican law enforcement to establish procedures to manage the activities of mutual crime families.
7. Liaison with military units, federal and state government to develop protocol for joint enforcement efforts and resource and technology sharing and development.
8. Overcome obvious obstacles in building community trust and involve community in crime fighting efforts.

The study addressed the sub-issue of:

"What additional training of law enforcement personnel will be necessary?"

Every wave of immigration in American history has changed the way the United States looks, lives and works, largely for the better. However, each new wave of immigration has also introduced new types of criminals, new crimes and has required law enforcement to adopt new investigative procedures. Additionally, people of Mexican and Spanish speaking heritage will constitute the largest group of new immigrants in California; language and cultural concerns therefore will become a legitimate long-term law enforcement concern.

As a result, law enforcement must:

1. Develop local conversational Spanish language and cultural awareness training programs for police employees.
2. Train employees to conduct law enforcement programs in Spanish, such as DARE, Citizens Academy, Neighborhood Watch, etc.
3. Teach all law enforcement officers community policing and problem solving techniques.
4. Teach employees new laws and procedures regarding arrest and detention of foreign nationals and relevant Mexican criminal procedures and court testifying procedures.
5. Teach new court-ordered procedures relative to border opening crime, immigrant groups and special interest groups.
6. Teach new procedures for sharing information and resources locally, as well as state, federal and military procedures.
7. Teach employees how to use new technology.
8. Teach employees police role in community acculturation training for new immigrants.

In summary, law enforcement agencies must productively and creatively look for ways to manage the effects of the border opening, determine community expectations and deliver service to the community regardless of the racial/cultural composition. The law enforcement role is evolving into agents of change and solving a wide-range of community problems, law enforcement in this environment will not be successful simply as traditional regulators and enforcers of the law.

Therefore, it is critical that modern, progressive and future thinking police administrators begin to look for alternative methods of performing their public safety mission.

This study has resulted in the development of alternative strategies and policies which offer some solutions to meeting the challenge to an "open border" of the future. There are no guarantees that the United States

border will ever officially become an "open border", but there is every indication that the number of immigrants entering the United States will increase in many communities and quite likely exceed the ability of law enforcement to properly manage their impact.

To effectively manage the border opening, or other immigration issues in a professional manner, we must form a partnership with local governments, local law enforcement and with the public and private sector to provide for the orderly management and coordination of activities to support national immigration policies. Failure to do so will make it impossible to successfully meet the complex demands and challenges that we will face in the year 2003.

FUTURE IMPLICATIONS

During this study, the following other subjects were of interest for additional research and future application toward open border management:

Technological Advances - A wide-variety of technological developments, particularly real-time language translators (English/Spanish) are in development, as are portable mobil data computers with language translators for police cars to be available to meet future needs. What other technology to assist in communication, tracking and criminal identification is just around the corner?

Community Policing and Problem solving in the 21st Century - This study emphasizes the role of police leadership in facilitating change in the community in preparation for a significant event, the opening of the border. However, what role will the community play in community policing and problem solving further into the 21st century?

Training Programs - An open border will dramatically change community demographics. What types of law enforcement programs should be developed to recruit, mentor, train and hire minority trainees for future law enforcement careers?

Whatever the future, the need for good planning, effective communication and coordinated use of resources will continue to grow along with other requests for police services.

This study has been a comprehensive overview of the role mid-size law enforcement agencies will play in managing an open border between the United States and Mexico, and provides strategies and policy alternatives to use in planning for future change.

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