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ILLEGAL IMMIGRATION, CRIME AND LAW ENFORCEMENT'S
RESPONSE IN SAN DIEGO, CALIFORNIA
BY THE YEAR 2000

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by

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COMMAND COLLEGE CLASS IX
PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

1990

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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 this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

PART ONE - A FUTURES STUDY

ILLEGAL IMMIGRATION, CRIME AND LAW ENFORCEMENT'S RESPONSE IN SAN DIEGO, CALIFORNIA BY THE YEAR 2000.

PART TWO - STRATEGIC MANAGEMENT

A model plan for San Diego, California.

PART THREE - TRANSITION MANAGEMENT

A description of a management structure to prepare a San Diego City law enforcement agency for influxes of Latino immigrants into its community.

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EXECUTIVE SUMMARY

The passage of the Immigration Reform and Control Act (IRCA) of 1986 was believed to be a major step forward in the control of illegal immigration. Little did the authors of the legislation know that the evolution of the act would create an increased burden on municipal governments.

There is evidence that the economic livelihood and demography of illegal immigrants will continue to change as they become more visible during the next ten years. As United States lifestyles change and the employer sanctions of IRCA are applied, illegal immigrants will be found more frequently in nontraditional unskilled labor positions, or resorting to criminal activities.

In this document, the author presents a futures study and a strategic plan that includes futures scenarios demonstrating the possible impacts of existing trends and potential events as developed by a panel of knowledgeable professionals.

As the plan develops, the report presents an examination of the present organizational situation and significant stakeholders, while selecting desirable and feasible policy alternatives. An analysis of the policy selection and recommended implementation is provided.

Policies were chosen that create a prototype cultural training program to deal with the increasing numbers of immigrants, as well as a networking system with federal agencies to identify and apprehend illegal immigrant criminals. The cultural training

incorporates a concentrated language program which is reinforced by bilingual training officers during routine enforcement activities. The networking system relies upon computer linkages to a common data base by participating agencies.

The final segment of the strategic plan identifies the steps to be taken while guiding the organization through the transitional period from the initial proposal into the year 2000.

In conclusion, the author recommends that policy makers act now to establish cultural training and agency networking systems to respond to increasing immigrant visibility and criminality.

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INTRODUCTION

CHANGING REGION

The City of San Diego, California covers some 330 square miles between the Mexican border and the northern extremes of the County of San Diego. The San Diego border community of San Ysidro is geographically separated from the heart of the city by the smaller municipalities of National City and Chula Vista.

There is heavy economic dependence between Tijuana, Mexico and San Diego, particularly due to the maquiladora or twin plant industrial concepts where component parts are shipped from the corporate headquarters in San Diego for assembly in Mexican plants. Otay Mesa, a rapidly developing industrial community within San Diego located along the southeast portion of the United States/Mexico border region, has become the jewel of twin plant industrial development. The growth of tourism and commerce between the United States (USA) and Mexico has caused the Otay Mesa area to begin to emerge as a future "border metropolis." "Economic linkages began to translate into functional interdependence as larger and larger volumes of goods, people, technology, and capital moved back and forth across the border on a daily basis."¹

The rapid development of this international industrial area overburdened the San Ysidro Port of Entry, causing the development of the Otay Mesa Port of Entry in 1985. There were a total of 14,579,718 vehicle and 10,201,404 pedestrian crossings at the two

ports of entry during 1988.² At the same time the U.S. Border Patrol reported 431,592 arrests for illegal entry for the same region during that year.³

Nonindustrial development of residential communities, marched on at a record breaking pace also. This massive development movement created new employment opportunities and substantially reduced the unemployment rate. The demand for labor validated the would be illegal immigrant's view that the USA was truly the land of opportunity. "The irresistible lure of jobs is the magnet drawing in the newcomers."⁴ The concern for uncontrolled development led to initiatives for growth control in almost every city in San Diego County during 1988. This was a conscious effort on the part of communities to limit the consumption of open space and agricultural land. The concept of restricting growth was dealt a deadly blow when only a regional planning proposition survived election day. This planning group is restricted to an advisory function.

While the San Diego region was experiencing an economic boom, Mexico continued to experience worsening socioeconomic conditions. Inflation increased at a rapid pace as the life styles of middle class families eroded and they joined the ranks of the poor.

San Diego County has long been the gateway to a better life for the impoverished living south of the Mexican/American border. "During 1980 legal migration to California was between 150,000 and 200,000, part of a total population increase of 450,000."⁵ The actual number of illegal entries can only be estimated. The lack

of any real control of illegal immigration adjacent to the border prompted the Immigration Reform & Control Act of 1986. The "act," often referred to as the "amnesty program," has been implemented in phases which included legalization of immigrants presently in the USA and the imposition of sanctions against employers of illegal immigrants. The full impact of the act has not been realized.

THE NEED FOR STUDY

The study of the illegal immigrant population whose origin is in Mexico is important. While it is recognized that there are many other nationalities entering the USA illegally, the overwhelming majority are of Mexican descent. During the period from October 1, 1988 to September 30, 1989, the United States Border Patrol arrested 366,757 illegal immigrants in the San Diego sector. Only 11,016 were other than Mexican. It is reasonable, then, to limit the scope of the study to immigrants of Mexican descent.

A number of studies dating back to 1979 have been conducted on illegal immigration. None, however, has focused on the law enforcement relationship to illegal immigration. There has been no consideration of where this relationship might be ten years into the future. There are many factors which will influence the numbers, motivation for immigration and criminality of the illegal immigrants of the future. These factors must be explored to identify the crime fighting technologies, skills, talents and abilities necessary to confront this issue during the next century.

The purpose of this study is to develop a model to structure this issue, systematically viewing the existing conditions, identifying alternatives and recommending implementation of policy to positively affect the future environment of the issue. The model will focus on the exploration of these dimensions and related issues using San Diego, California as the environmental reference.

Although, this study is specific to San Diego, the factors are not unlike those of other metropolitan areas in Southern California.

PART ONE

**ILLEGAL IMMIGRATION, CRIME AND LAW ENFORCEMENT'S
RESPONSE IN SAN DIEGO, CALIFORNIA
BY THE YEAR 2000**

WHAT WILL THE LAW ENFORCEMENT RESPONSE
BE TO ILLEGAL IMMIGRATION AND CRIME IN
SAN DIEGO, CALIFORNIA BY THE YEAR 2000?

STATEMENT

In Part One the question of the law enforcement response to illegal immigration and crime in San Diego, California, by the year 2000 will be analyzed along with its sub-issues to produce three possible futures scenarios. These scenarios will be based upon the forecasted data from a panel of experts.

For the purpose of this study, "response" is defined as an action(s) which law enforcement may take to counter the negative effects of illegal immigration and crime within the future environment.

Looking ahead to the year 2000, the sub-issues potentially impacting the futures scenarios are the following:

- * What will the economic livelihood of illegal immigrants be?
- * What will the demography of illegal immigrants be?
- * Will improved communication cause immigrants to demand their human rights?
- * What will be the attitude of police toward illegal immigrants in general, and Latinos in particular?
- * What will the cultural attitude of Latin Americans toward

authority be?

The most significant forerunner issues relevant to local law enforcement are the following:

- * The growth in numbers and higher visibility of undocumented immigrants within the city/county.
- * The impact on residential communities and concern caused by an apparent lack of employment.
- * The perception of neighborhood crime associated with nearby immigrant communes.
- * The victimization of undocumented immigrants by Mexican criminals as immigrants cross the open border or by smugglers while they transport the immigrants into the United States.
- * Local law enforcement's inability to deal directly with the illegal immigration issue.

METHODOLOGY

The scanning process for this study began during January 1988. After extensive literature gathering, 29 interviews were conducted to identify forerunner issues, future sub-issues, trends and events which might impact the issue area. The interview questions were designed around the issue question to determine the following:

- * Where is law enforcement now?
- * Where should law enforcement be?
- * What should law enforcement do to get there?
- * What trends and events might affect law enforcement's ability to get there?

These questions assisted to narrow the research field and focus attention on those areas which will influence policy considerations.

Interviews

Interviews with the chiefs of police for Carlsbad, San Diego and Escondido provided valuable insight into the future state of the police response to illegal immigration and produced further interview leads. The chiefs generally agree on the following:

- * Factors driving illegal immigration are the political and economic conditions in Mexico.
- * Illegal immigration is a federal responsibility, that affects municipal government.
- * Illegal immigration is a sensitive issue due to local, state, federal and international politics.
- * Congressmen and senators must be more involved in funding immigration programs and problem resolution.
- * Local agencies must work with federal agencies to identify criminal immigrants.
- * The human rights of immigrants must be protected.
- * Law enforcement does not presently have sufficient resources to investigate immigrant crime and interact with the immigrant community.
- * Law enforcement must develop the skills to address criminality and the social impacts associated with immigrant presence.
- * Changing sources of income, such as "day labor" will cause immigrants to spread over greater parts of the community
- * Immigrants are becoming more aware of advocacy groups and are challenging police authority through them.
- * Agencies must create positive working relations with advocacy groups.

- * Officers will become increasingly frustrated with immigrants until they have the cultural understanding and communication skills to interact and perform their duties within the immigrant community.

In addition to these concerns, federal representatives believe the future evolution of the Immigration Reform and Control Act will determine the extent of the problem for local enforcement agencies. Three immigrants who were interviewed disagree with this theory and believe reforms within Mexico will have greater influence. Representatives from the Immigration and Naturalization Service, United States Border Patrol and United States Customs believe there is a possibility the agencies will be merged into one to manage border issues. There was consensus between agricultural growers, immigrants and federal agents that a guest worker program limiting immigration restrictions and permitting a freer flow of laborers from Mexico will be necessary in the future. A Mexican economist felt strongly that the development in the maquiladora industry would substantially reduce the number of undocumented immigrants entering the United States by increasing employment opportunities in Mexico.

Interviews with other nonenforcement individuals produced the same general categories of concern, but with more emphasis on nonenforcement approaches to the issue. For example, they place a high priority on greater cooperation with advocacy groups.

Literature

The importance of this issue to San Diego can be found in the

sheer number of articles in daily newspapers alone. In addition, there have been a number of governmental studies dating back to 1979 on the various impacts of illegal immigration.

The Immigration Reform and Control Act (IRCA) will be important to the flow of undocumented immigrants as the more restrictive phases are implemented. Its relative effectiveness continues to be subject to debate. Opponents argue it will not be effective in the years to come and cite the "de facto repeal" of the 1971 California employer sanctions law as an example.⁶ During July 1989, the Center For U.S.-Mexican Studies and the Foundation For American Communications held the Ninth Annual Briefing Session For Journalists. The differing views as to the effectiveness of IRCA again surfaced. The Immigration and Naturalization Service Commissioner argued that IRCA was working and employer sanctions were a deterrent.⁷ Wayne A. Cornelius, Director, Center for U.S.-Mexican Studies countered the commissioner's assessment with a study by the Center focusing on the Mexican side of immigration which found that only a minority of the interviewees cited IRCA as a reason preventing them from entering the U.S. illegally.⁸

The growth in San Diego County has caused a higher visibility of the undocumented immigrant. "San Diego County is, in fact, the fastest growing major metropolitan area in California and is fourth nationwide."⁹ This expansion has reduced the agricultural base and encroached on migrant encampments which were formerly hidden from public view. The livelihood of the undocumented immigrant is changing as they can be observed offering

their labor from street corners to anyone who will pay them. Day labor, as this is called, is becoming increasingly more desirable for both documented and undocumented immigrants. This form of employment limits the enforcement of employer sanctions, since the laborers may work for a different employer each day. Contractors and homeowners most frequently use their services, and the immigrants find it advantageous to congregate near busy thoroughfares. This has contributed to the increased visibility of illegal immigrants,¹⁰ complaints from citizens,¹¹ and erratic patterns of employment.

For the undocumented, day labor is a viable alternative to agricultural and light industry work as employer sanctions make owners of these businesses less willing to employ them.¹²

Political and economic reform are the primary factors influencing emigration from Mexico. The first indications of political reform came as a result of the 1989 state elections in which opposition parties gained representation. The importance of political reform is characterized by Cornelius, Gentleman and Smith in "Mexico's Alternative Political Futures":

Mexico approaches the 1990's with a broad array of political options, but the basic process of change toward a more competitive system is irreversible, even though subject to short-term setbacks and periods of immobilism. Whatever else happens, in other words, Mexico cannot revert to its traditional status quo ante.¹³

The domestic debt issue is critical to economic recovery within Mexico. It has been described as the most serious macro-economic problem the Mexican government faces.¹⁴ In Valdemar de

Murguia's 1986 study on capital flight from Mexico, he discovered that Mexican exiles brought approximately \$3 billion with them to San Diego. During confidential interviews of 28 exiles, he discovered many were in the U.S. illegally and intended to make San Diego their permanent home.¹⁵

The importance of Mexico's economic recovery can be seen in the liberalization of foreign investment, the expansion of the tourist industry and the privatization of government monopolies.¹⁶ In its effort to stimulate the economy and create new jobs, Mexico approved more than 100 foreign-financed projects with a total value of more than \$1 billion in the two months prior to July 1989.

Wage recovery is expected to be slow, and as can be seen in Table I, there was a net loss of 19.6 percent in wages during the period 1986 through 1988. A 7.0 percent drop in real wages was forecast for 1989. The annual average real increases in wages are

Table I REAL WAGES

REAL WAGE GROWTH					
	1985	1986	1987	1988	1989*
BILLION PESOS	1410.5	1342.6	1233.1	1151.3	1070.7
CHANGE %	2.6%	-4.8%	-8.2%	-6.6%	-7.0%
	1990*	1991*	1992*	1993*	1994*
CHANGE %	2.4%	2.4%	2.4%	2.4%	2.4%

*Projected

Data Source - CIEMEX-WEFA July 1989

expected to be 2.4 percent during the 1990-94 period.¹⁷ Assuming the forecast for a 7.0 percent drop in wages for 1989 is accurate, and the 2.4 percent increase occurs during 1990-94, then wage earners will remain 14.6 percent behind 1986 wages at the end of 1994. Realistically, if this forecast holds true, it will be the year 2001 before workers reach 1986 real wage levels.

The Mexican government established the maquiladora program in 1965 as part of its Border Industrialization Program. Maquiladora assembly operations are primarily low skill and labor intensive, and combine Mexican labor with foreign technology and capital.¹⁸ In July 1988, the maquiladora industry consisted of 1259 plants and employed 322,743 people. This represents a 114 percent increase in plants and a 165 percent increase in employment since December 1982.¹⁹ Today, these plants assemble medical, electronic, automotive and other component parts for use in the United States. Future development and employment growth in the industry will be limited by water, utilities, housing and transportation.

The issue of undocumented immigrant criminality has been a heavily debated issue. Advocacy groups are actively critical of statistics involving undocumented criminality. For example, a local congressman was the target of public criticism for alleged unsupported statements of undocumented immigrant crime and later for the manner he attempted to gather statistics.²⁰

Daniel Wolf's 1988 study, "Undocumented Aliens And Crime - The Case of San Diego County,"²¹ focused on the presence and community perceptions of immigrants as the true source of concern.

Since there was little statistical data available, he recommended a more reliable system of record keeping by law enforcement officials to accurately determine the extent of undocumented criminality.

In July 1989, the San Diego Association of Governments' (SANDAG) study, "The Impact Of Illegal Immigration On The Criminal Justice System," found that undocumented immigrants were responsible for 12 percent of San Diego County felony crimes.²² This study is the most comprehensive to date; however, it too identified the need for future statistical research.

The appearance of undocumented immigrants in new areas such as Balboa Park adjacent the San Diego Zoo has caused the emergence of a new crime trend. For example, a San Diego Union article reported that "police arrested 16 undocumented aliens in connection with a series of armed robberies in Balboa Park over July and August."²³ Crime along the U.S.A./Mexican border has also become more violent and has caused a change in the operation of the Border Crime Prevention Unit.²⁴

During May 1989, National Guard troops participated in an operation supporting customs inspectors to stem the flow of narcotics. Since that time there have been meetings between law enforcement and politicians on the relative effectiveness of National Guard deterrence of violence and the flow of illegal drugs across the border. During August 1989, a congressional representative announced support for a year-round National Guard presence at the border.²⁵

Police officers frequently encounter emergency situations when the ability to communicate with immigrants can become a life or death matter.²⁶ Different agencies have responded to this need in varying manners. In San Jose, classroom fees are paid for officers willing to learn Vietnamese. In Santa Clara County and the City of Richmond, public agencies are forming committees with their Asian communities to provide translation services and develop cultural understanding. In Oakland there is an Asian Advisory Committee On Crime. Other cities such as San Rafael and San Diego offer bilingual pay for a second language.

Studies repeatedly recommend training to overcome cultural barriers. During SANDAG's study, 66 percent of the persons interviewed believed specialized training was necessary for criminal justice personnel with respect to the immigrant issue.²⁷ In a survey conducted for the North County Immigration Study Group during June 1988, 62 percent of the law enforcement officers responding listed the language barrier as their major concern when dealing with undocumented immigrants.²⁸ Recommendations to law enforcement from the study group included hiring more Spanish speaking officers, creating cultural training, and offering incentives to personnel for Spanish language capabilities. In a March 1988 Staff Report to the Carlsbad City Council, recommendations were made in response to their Immigration Study Task Force Report. Those recommendations included the recruitment of bilingual employees and a bilingual incentive program for safety employees.²⁹

The Regional Growth Forecast for the San Diego County predicts an increasing Hispanic influx. Table II reflects the San Diego

Table II Regional Growth Forecast

HISPANIC	POPULATION	GROWTH
YEAR	TOTAL POPULATION	HISPANIC
1988	2,355,747	400,477 (17%)
2000	2,948,400	699,600 (23.7%)
INCREASE	592,653	299,123 (12.7%) (50.5% OF TOTAL) (INCREASE)

Data Source SANDAG

County population for 1988 and the forecast for the year 2000. It also reflects the Hispanic component for 1988 and the forecast for the year 2000. The Hispanic component for 1988 stood at 17 percent of the total population and is forecast to increase to 23.7 percent by the year 2000. The most important factor is that the Hispanic population increase will account for 50.5 percent of the total population growth.

Political representation and support is important at all levels of government to secure funding and develop coalitions for passage of legislation favorable to local immigration issues. The 1990 census will reshape congressional districts in compliance with the U.S. Supreme Court's prior landmark one-man, one-vote, ruling and impact the level of federal funding local governments receive. If undocumented immigrants are included as planned, California is

projected to gain five seats in the House of Representatives.³⁰

The Supreme Court has ruled that undocumented immigrants are entitled to certain public benefits, many of which are provided by federal funding. In Los Angeles alone it has been estimated that nearly \$110 million in federal funding will be lost if undocumented immigrants are not counted, and the cost of public benefits will be born by local governments.³¹ For example, a 1980 San Diego County study identified approximately \$2,000,000 in unrecovered medical expenses for undocumented immigrants and similar findings were made in a 1988 study.³²

Many trend areas and potential events were identified during the literature scan, interviews and field research. A list of 23 potential trends and 22 potential events was developed (Appendixes A & B) and later refined for further study during the Modified Conventional Delphi process. Many valuable sources of information are listed in the bibliography section of this study.

FIELD RESEARCH

Because of their geographic locations within San Diego County and because of their varied economies, the cities of Carlsbad, Escondido and San Diego were originally targeted for field research. During the normal course of travel, site visits were made to Encinitas, Alpine and El Cajon in San Diego County and El Paso, Texas. An increased awareness of immigrant issues caused this interviewer to conduct additional field research in Alpine and El Cajon while the visit to Carlsbad overlapped into Encinitas.

A recently completed study by the San Diego Association of Governments (SANDAG)³³ on illegal immigration in San Diego and El Paso and an unrelated personal visit to El Paso provided the opportunity for additional field research.

A byproduct of the legalization of immigrants by IRCA has been the creation of a new subculture of homeless. The day labor phenomena has caused many immigrants to move into areas which they have not previously frequented. This interviewer noted this during all site visits. Conditions in El Paso were similar to those found in the San Diego area. In Penasquitas, a rapidly growing community in the northern portion of the city of San Diego, a large group of day labor immigrants has taken up residence in an undeveloped field adjacent a shopping center. Their shanties are flanked on the perimeter of the field by \$200,000 homes. The council district representing this area frequently sends citizen complaints to the area police station regarding the activities of immigrants in these communes. Though citizen complaints are frequent, criminal violations by immigrants are rare.³⁴

MODIFIED CONVENTIONAL DELPHI

Once the lists of trends and events were finalized, twelve Delphi panel members were selected. The issue is complex and, therefore, the panel was selected to provide the widest possible perspective on the issue. The members represented the fields of United States-Mexican Studies, County Planning and Research, binational business law, Immigration and Naturalization, Binational

Affairs, Mexican economics, Trans Border Affairs, city management, law enforcement management, latino rights, Customs, and criminal justice research (Appendix C). A Modified Conventional Delphi was the method of choice due to the limited availability and travel distances required for a face-to-face meeting with the experts.

The members were identified during the scanning process and asked to participate in the forecasting portion of the study. At the conclusion of the scanning process they were provided with a package of materials that included information on the study and process, candidate trend and event definitions, candidate trend and event evaluation forms, as well as instructions on how to use the forms (Appendix D pp 98-107).

All twelve of the first round delphi packages were returned. The responses were charted to verify there was a clear understanding of the questions asked and if there were findings of short term significance.

FIRST ROUND DELPHI TREND AND EVENT SELECTION

The final selection of five trends was based upon the degree of consensus among the panel on the velocity, relative value and clarity of definition for the trends. Table III on the following page reflects the median first round trend data. Though the actual number value assigned to the selected trends varied slightly between the panel members, there was a consensus in the level of change in velocity over time. This was true in both the "will be" and "should be" forecasts.

The five final trends selected were as follows:

1. Level of Implementation of Immigration Reform and Control Act (IRCA) -
Although varying phases of the act have been under way for

Table III Trend Forecasting - Delphi Round One

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	Will Be In 10 Years	Should Be In 10 Years
Implementation of Immigration Reform & Control Act	0	100	125	200
Level of Mexican people's satisfaction with their government	85	100	102.5	145
Level of development in the Maquiladora industry	50	100	150	150
Number of crimes committed by undocumented immigrants	65	100	120	37.5
Number of California law enforcement agencies with cultural training programs	72.5	100	150	175

Note: Panel Medians

some time, the full impact of the act has not been felt. For purposes of this study the trend includes all phases from application through enforcement of employer sanctions during the next ten years in both the "will be" and "should be" forecasts.

2. Level of Mexican people's satisfaction with their government - This trend is considered in both the economic and political sense. The economics can be judged by the willingness of citizens to return their capital investments to Mexico and the extent to which Mexican employment can provide an acceptable standard of living. Political satisfaction is reflected by the extent to which the people believe reform is creating a legitimate, stable multi-party system.
3. Level of development in the maquiladora industry - Maquiladoras are commonly referred to as "twin plants." One plant is on the U.S. side and one on the Mexican side. Tariffs are waived on materials and products exchanged between the two plants. This trend is based upon an increase or decrease in the number of maquiladoras in the San Diego/Tijuana border area.
4. Number of crimes committed by undocumented immigrants - This includes the crimes committed for survival after they arrive and those committed by those who come to the U.S.A. for the purpose of committing crime.
5. Number of California law enforcement agencies with cultural training programs - This trend is based upon those agencies that have structured training programs to address cross cultural differences within the community.

Table IV reflects the final set of events. The selection was based upon the degree of consensus among the panel on the level of probability, relative value differential in the five and ten year forecast, and a minimum of 50 percent median probability of occurrence over the ten year period. Although there was a vast differential in the high and low response to the probability of occurrence, the absolute percentage differential between the five-year and ten-year forecast for all panel members varied only

slightly. The median ratings in Table IV do not reflect the disagreement on the positive or negative impact on the central

Table IV Event Forecasting - Delphi Round One

EVENT STATEMENT	PROBABILITY OF OCCURRENCE			IMPACT ON ISSUE AREA IF THE EVENT OCCURRED	
	First Year Exceeds Zero	By 1995 (0-100)	By 2000 (0-100)	Positive (0-10)	Negative (0-10)
National Guard deployed to stop illegal immigration	1989	50	35	3.5	3.5
California gains seats in the House of Representatives because illegal immigrants included in 1990 census	1991	37.5	50	5	2
Creation of a National Border Agency	1991	32.5	62.5	7	.7
Immigration Reform Act modified to allow guest workers	1992	50	60	6	2
Reform of Mexico's socioeconomic & political structure	1990	50	75	8	2

Note: Panel Medians

issue, should an event actually occur. The only agreement within the panel was that the final five events had a greater positive rating than negative rating .

The final five events selected were as follows:

1. National Guard deployed to stop illegal immigration -This occurs when agitation within California reaches the point that citizens force the government to deploy the National Guard along the U.S./Mexico border to stem the flow of illegal immigrants.
2. California gains seats in the House of Representatives because illegal immigrants included in 1990 census - This event occurs if California gains seats when reapportionment is effected and it can be demonstrated that illegal immigrants have been included in the 1990 census.
3. Creation of a National Border Agency - This occurs when federal legislation is passed which consolidates the personnel of the Immigration and Naturalization Service, the Border Patrol and Customs into one agency.
4. Immigration Reform Act modified to allow guest workers - This will occur when the available labor force is inadequate to meet agricultural or other unskilled labor demands and a guest worker program is required to supply legal immigrant workers.
5. Reform of Mexico's socioeconomic & political structure - These conditions occur because of foreign debt rescheduling, economic reforms, the growth of the multi-party system and improvement in job/wage conditions. This causes political stability which promotes confidence in internal investment and stems the outward flow of capital from Mexico.

DELPHI SECOND ROUND - FINAL RATING

The same twelve panel members were sent packages for the second round evaluation (Appendix D pp 98-107). They were provided with a "group picture" of the first round ratings for the final five trends and events. They were asked to reevaluate their

original ratings in light of the group's first round median ratings and any environmental changes which might impact the issue.

Eleven of the second round packages were returned. This number of returns continued to provide the diversity desired to maintain a wide perspective on the central issue. The panel's variation in actual number value of each trend was less in the second round; however, the level of trend velocity over time remained constant.

Table V reflects some shifting in value rating, but it had no impact on the final direction of the trend. The revised ratings affected "will be" and "should be" trend forecasts equally, except Trend 1. The "will be" forecast for the level of implementation of the Immigration Reform and Control Act (IRCA) was unchanged from round one. The level of four trends for "5 Years Ago" was revised marginally downward, except for the implementation of IRCA. The differential between high and low response was less than in round one.

Table V

Trend Forecasting - Delphi Round Two

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	Will Be In 10 Years	Should Be In 10 Years
Implementation of Immigration Reform & Control Act	0	100	125	150
Level of Mexican people's satisfaction with their government	80	100	80	120
Level of development in the Maquiladora industry	25	100	200	200
Number of crimes committed by undocumented immigrants	60	100	140	60
Number of California law enforcement agencies with cultural training programs	50	100	125	150

Note: Panel Medians

Table VI presents the second round median event forecasts. The high and low range of event rating responses was also less in round two. The differential between the five-year and ten-year forecasts for all panel members continued with only a slight variation. The lack of consensus continued with respect to

Table VI

Event Forecasting - Delphi Round Two

EVENT STATEMENT	PROBABILITY OF OCCURRENCE			IMPACT ON ISSUE AREA IF THE EVENT OCCURRED	
	First Year Exceeds Zero	By 1995 (0-100)	By 2000 (0-100)	Positive (0-10)	Negative (0-10)
National Guard deployed to stop illegal immigration	1989	50	45	7	3
California gains seats in the House of Representatives because illegal immigrants included in 1990 census	1991	45	50	5	3
Creation of a National Border Agency	1991	50	75	9	1
Immigration Reform Act modified to allow guest workers	1992	50	77.5	8	3
Reform of Mexico's socioeconomic & political structure	1990	45	65	8	1

Note: Panel Medians

the impact on illegal immigration, should the event actually occur. The second round produced a dominant positive impact rating for each event though the level of impact continued to vary widely. The level of negative impact remain relatively constant. The forecast of the earliest year for each event to occur remained

constant.

The second round produced a much higher probability for the creation of a National Border Agency by 1995 and a slight increase by 2000. The probability of the Immigration Reform Act being modified to allow guest workers by 2000 was 17.5 percent greater during round two, but the probability for socioeconomic reform in Mexico declined by 10 percent.

The final five trend ratings and a brief discussion of each follow:

IMPLEMENTATION OF IMMIGRATION REFORM AND CONTROL ACT - The

Immigration Reform and Control Act (IRCA) was passed in 1986, so there is less than five years of historical data. Figure 1 represents a zero level in 1984 and is then plotted to 1989 (today=100). The level of enforcement is forecast to increase as the implementation of IRCA continues.

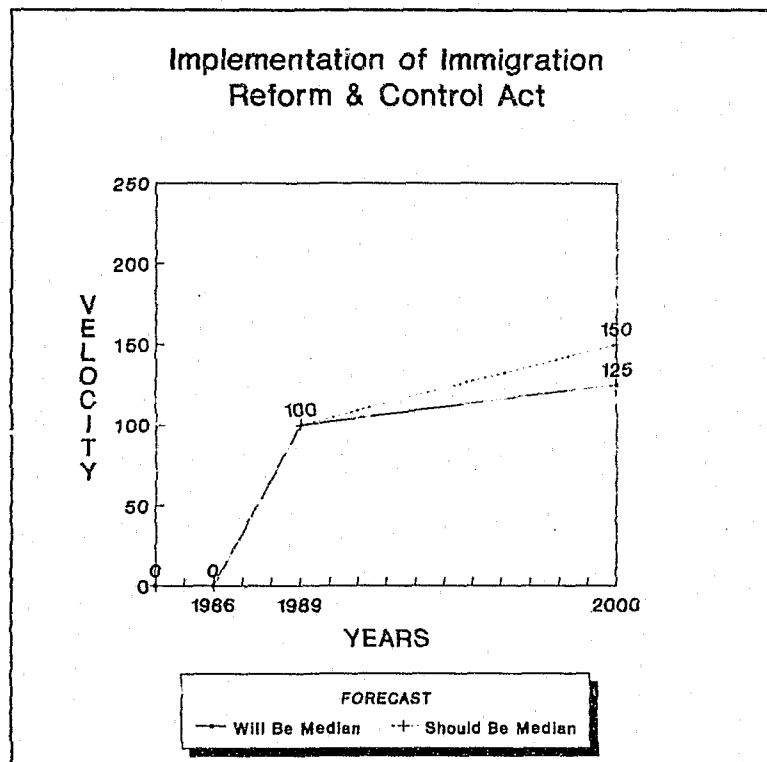


Figure 1

Opponents and proponents of IRCA were represented on the Delphi panel. In Figure

1 the panel median reveals a moderated level of continued enforcement during the next ten years for the "will be" forecast. The high response varied only slightly from the panel median. The low respondent believed there would be a decline in the level of enforcement of IRCA during the forecast period.

The "should be" forecast for the year 2000 was revised downward fifty points during round two. The spread between the high and low response remained constant; however, the low response was fifty points higher than the "will be" low.

LEVEL OF MEXICAN PEOPLE'S SATISFACTION WITH THEIR GOVERNMENT

Figure 3 reflects the panel median response for this event. The panel median shifted somewhat from the first round ratings. Several events occurred between rounds one and two which may have caused the lower ten year satisfaction rating for the "will be" forecast.

On July 23, 1989, the much-anticipated Mexican debt-reduction package was finalized; however, the internal

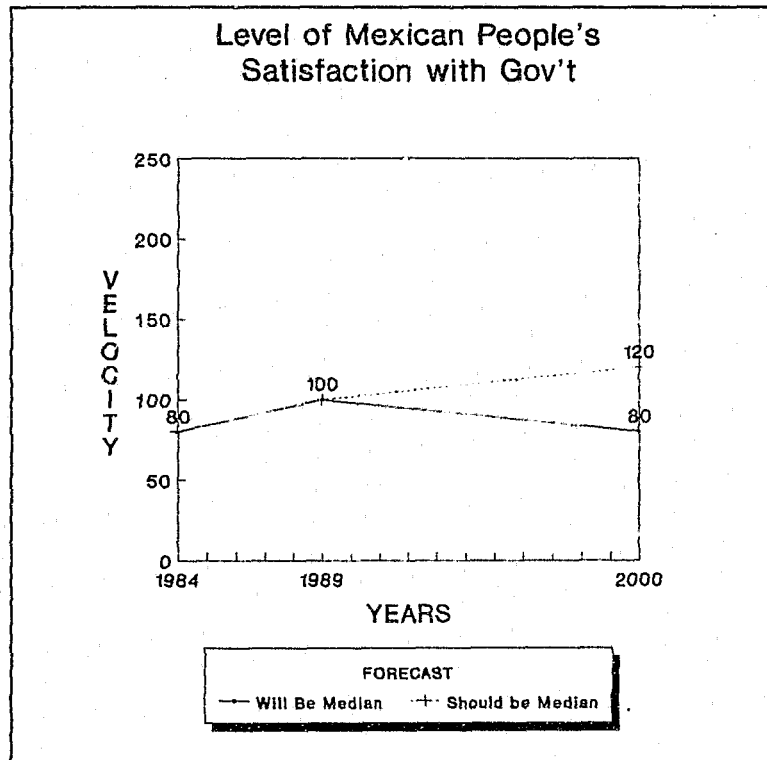


Figure 2

debt crisis surfaced. The most optimistic response for the "will be" forecast was only a marginal increase in the level of satisfaction. The low response indicated a substantial decline during the ten year forecast.

The desirable median rating for the "should be" forecast was revised downward during round two. The changes in the environment may have caused the panel's less optimistic forecast. The high response was a very optimistic doubling of the level of satisfaction while the low response forecast was below today's level.

LEVEL OF DEVELOPMENT IN THE MAQUILADORA INDUSTRY

The delphi responses suggest optimism about the future of the maquiladora industry. The "will be" and "should be" ratings received a fifty point upward revision during round two. The panel ratings for both the "will be" and "should be" forecasts were identical and are reflected in Figure 3.

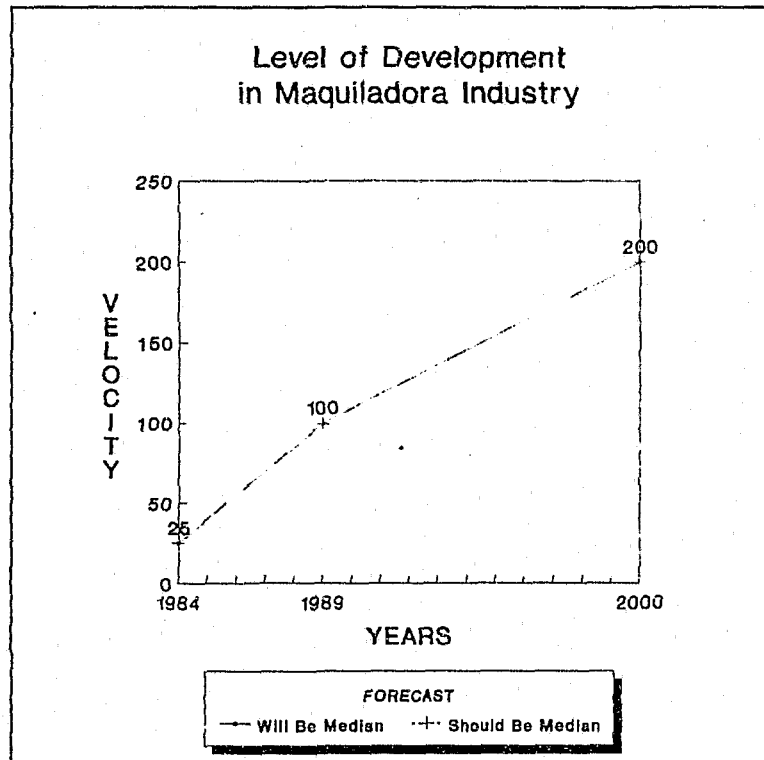


Figure 3

The low, high and median responses were similar for both forecasts. The low, median and high ratings for "5 Years Ago" reflected slightly more variation; however, the range of ratings was very small. The panel forecast appears consistent with all available data.

NUMBER OF CRIMES COMMITTED BY ILLEGAL IMMIGRANTS

The panel medians were increased during round two and as Figure 4 indicates, there will be an upward trend in the number of crimes committed by undocumented immigrants. The high and median responses revealed a pattern of rising criminality among illegal immigrants, while the low response saw a drop from today's level by the year 2000. The panel, when making their "should be" forecast, reflected a belief that a decrease in the level of migrant criminality is desirable by the year 2000.

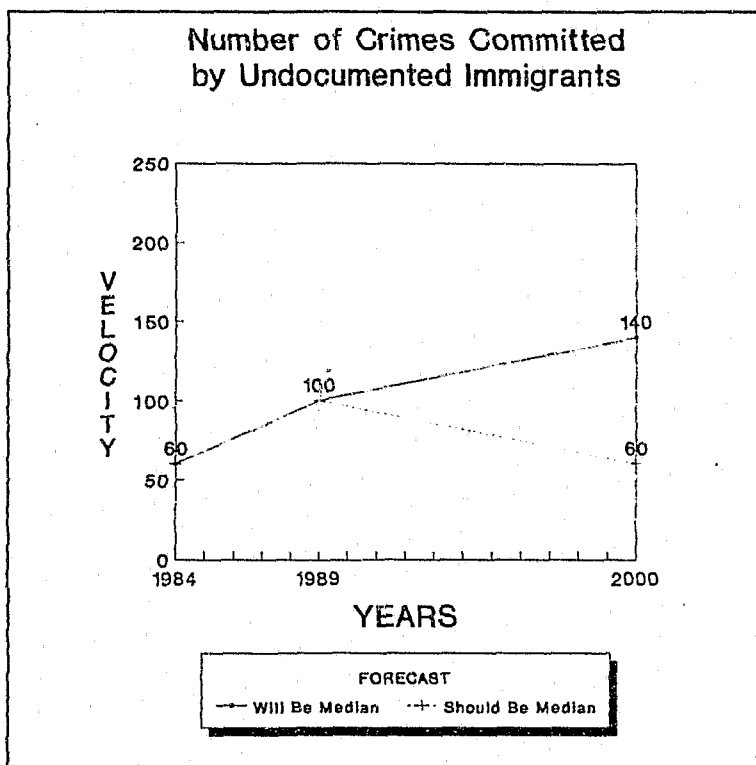


Figure 4

NUMBER OF CAL LAW ENFORCEMENT AGENCIES/CULTURAL TRAINING PROGRAMS

The panel recognized the need for cultural training programs and forecasted a moderate increase in the level of this trend during the next ten years. Figure 5 reflects the median response. There was an extremely low response that indicated one member believed there would be less cultural training in the year 2000 than there is today. All other panel responses forecasted increasing levels of training. The panel median forecast for the desired "should be" level of cultural training in the year 2000 is more optimistic.

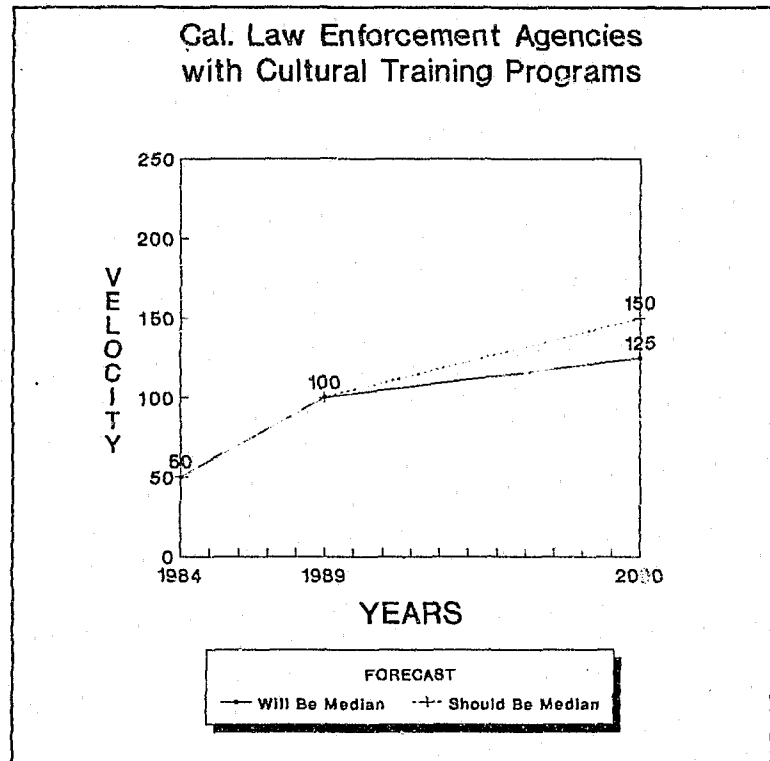


Figure 5

EVENTS

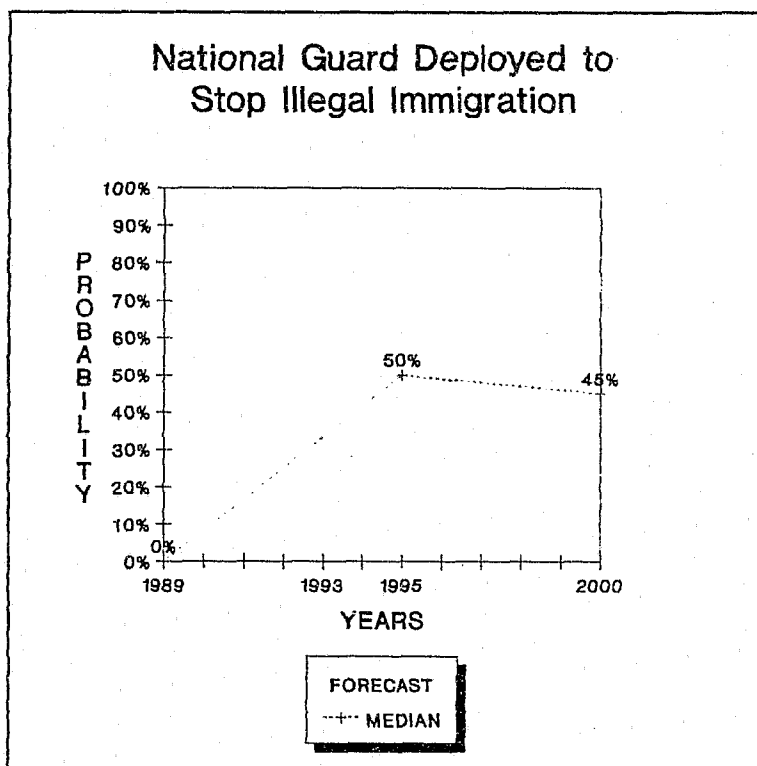
The final five events and an analysis of each follow:

NATIONAL GUARD DEPLOYED TO STOP ILLEGAL IMMIGRATION

This will occur when there is a conscious decision at the federal level to openly deploy troops along the U.S.A./Mexican border for the control of illegal immigration.

The Delphi panel, as shown in Figure 6, believed there was a 50 percent probability of this occurring by 1995, **Figure 6**

but a declining probability by the year 2000. Both the low and median forecast selected 1989 as the earliest this event could occur.



CALIFORNIA GAINS SEATS IN THE HOUSE OF REPRESENTATIVES BECAUSE UNDOCUMENTED IMMIGRANTS INCLUDED IN 1990 CENSUS

The controversy surrounding reapportionment is reflected in the panel's probability forecast for this event. Figure 7 reflects the median probability for this event's occurrence. Of all the panel members, only the high respondent was certain the event would occur by the year 2000. The group responses were otherwise lower and in a narrow range. The 50 percent median probability

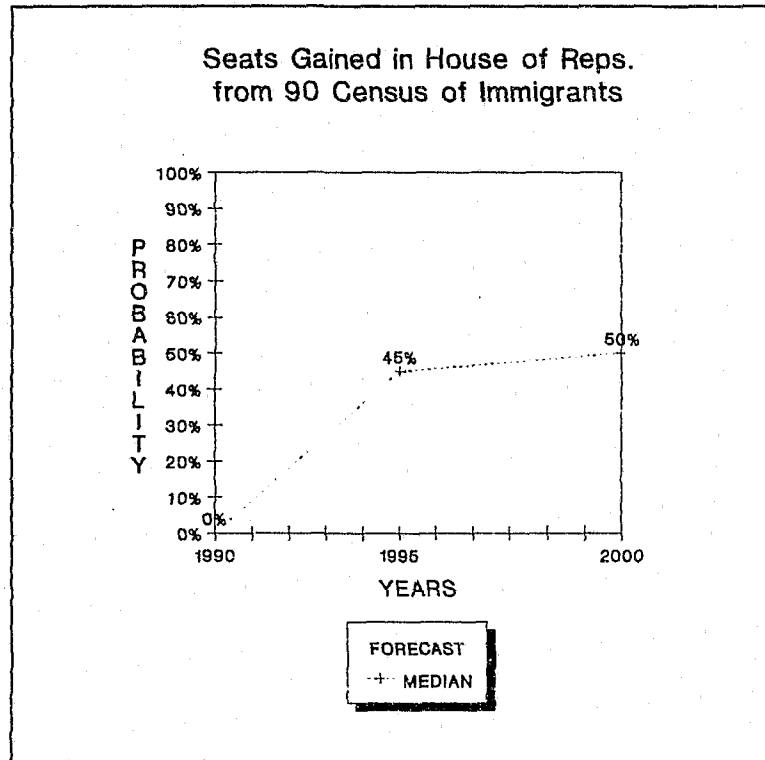


Figure 7

forecast for occurrence by the year 2000 indicates the belief that the controversy will not be resolved quickly.

CREATION OF A NATIONAL BORDER AGENCY

This event occurs through federal legislation by consolidating the responsibilities and personnel of the Immigration and Naturalization Service, the Border Patrol and Customs into one agency.

The Delphi panel viewed this event as having the most favorable impact on this study's issue question. The panel's positive ratings were clustered in the 9 and 10 range on the scale of 0-10. Only one score with a negative rating greater than one on the 0-10 scale was forecast. This was the lone exception to the rating conflicts cited earlier with respect to the panel's view of positive and negative impacts. The probability of this event's occurrence was increased almost 30 percent during round two. The high and low ratings were extreme; however, the overall range of responses was smaller. Figure 8

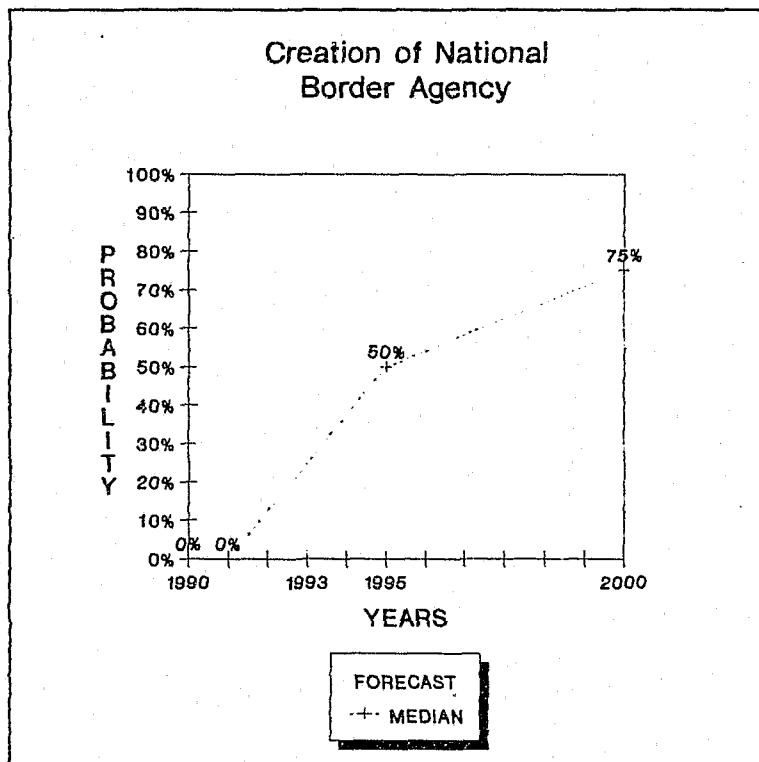


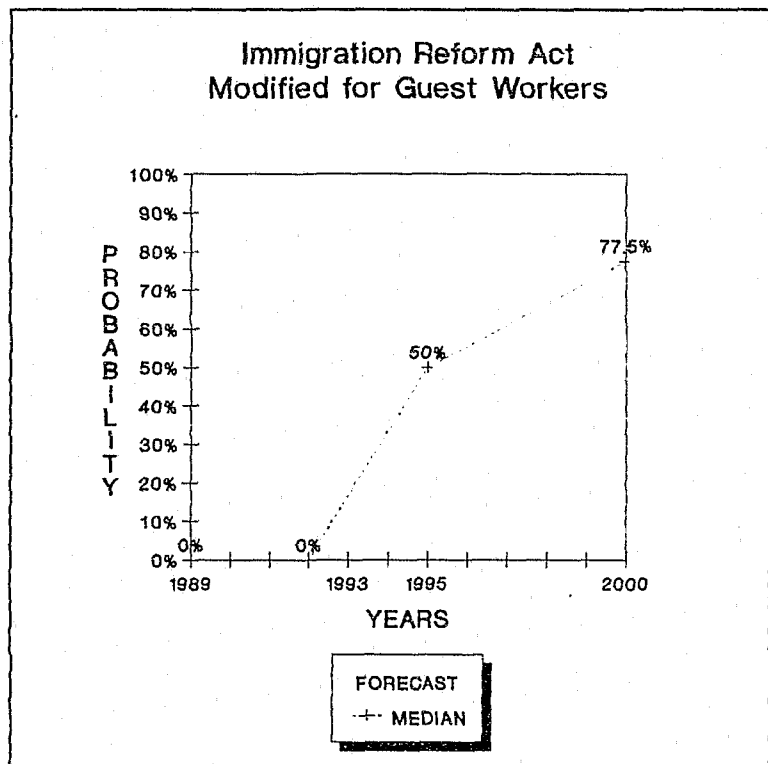
Figure 8 displays a 50 percent median probability of this occurring by 1995 and 75 percent probability by the year 2000.

IMMIGRATION REFORM ACT MODIFIED TO ALLOW GUEST WORKERS

All Delphi panel members saw an increasing probability of this event's occurrence during the 10-year forecast. The probability forecast for the year 2000 was increased 17.5 percent during round two.

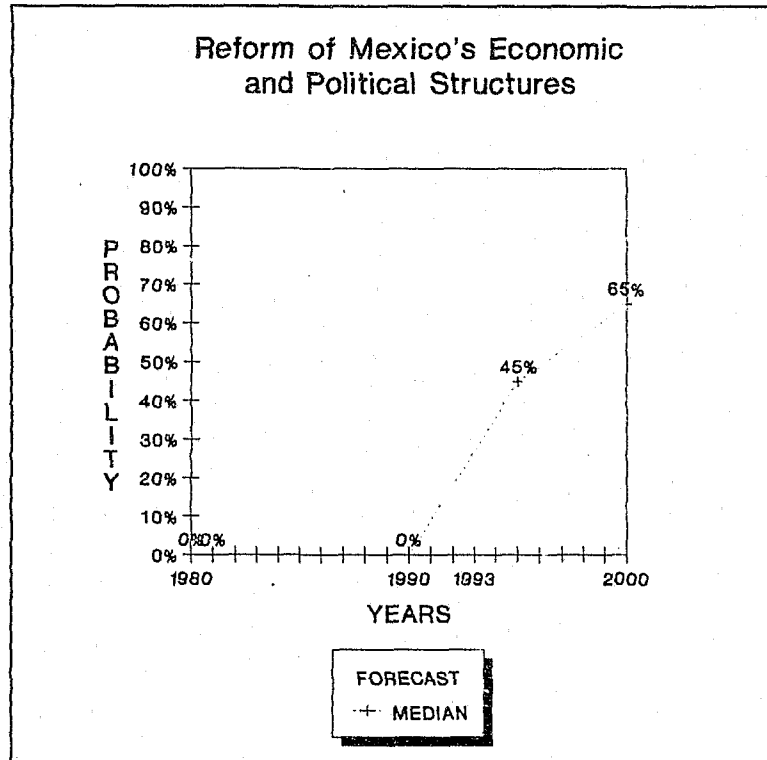
As Figure 9 reveals, the median forecast is nearly an 80 percent probability of occurrence by the year 2000. Although, the rating levels of positive and negative impact on the study's issue question were erratic,

the occurrence of this event was generally viewed in favorable terms.



REFORM OF MEXICO'S SOCIOECONOMIC AND POLITICAL STRUCTURE

This is a "trend based" event which revolves around politics and economics. The 1989 election campaigns in Mexico provide an example of this relationship.³⁵ Politics, foreign and domestic debt were major issues during the campaigns. The Mexican government is the greatest provider of jobs and the country's economic conditions impact the ability of politicians to create new jobs.



The probability **Figure 10** forecast was revised slightly downward during round two. As can be seen in Figure 10, the Delphi panel median gives the occurrence of this event a 45 percent probability by 1995 and a 65 percent probability by the year 2000. There was a panel consensus on the relative increase in probability of occurrence by the year 2000.

CROSS-IMPACT ANALYSIS: The Interrelationship

During the second round, members of the Delphi panel were provided a rating matrix to record their opinions of the possible interactions of the trends and events. Table VII portrays the level of impact of events on each other as well as the level of impact of events upon trends.

Table VII CROSS-IMPACT EVALUATION

Suppose that this event actually occurred...

V	How would the probability of the events below be affected?					How would the level of these trends be affected?				
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1		0	5	20	-50	37.5	-15	0	25	0
E2	0		10	5	0	0	0	0	0	5
E3	50	0		25	-10	37.5	0	10	10	0
E4	70	0	50		30	40	0	0	2.5	7.5
E5	-5	5	10	10		5	40	55	0	0

Note: Values = + or - the median 10 year nominal forecasts of the panel N=11

EVENTS

- E-1 National Guard deployed to stop illegal immigration
- E-2 California gains seats in the House of Representatives because illegal immigrants included in 1990 census
- E-3 Creation of a National Border Agency
- E-4 Immigration Reform Act modified to allow guest workers
- E-5 Reform of Mexico's socioeconomic & political structure

TRENDS

- T-1 Level of implementation of Immigration Reform & Control Act
- T-2 Level of Mexican people's satisfaction with their government
- T-3 Level of development in the Maquiladora industry
- T-4 Number of crimes committed by undocumented immigrants
- T-5 Number of California law enforcement agencies with cultural training programs

The following events (abbreviated titles) are forecast to be "actors" due to their number of impacts in the matrix:

- Event 1 National Guard - impacts three events and three trends
- Event 3 National Border Agency - impacts three events and three trends
- Event 4 Immigration Reform/Guest Workers - impacts three events and three trends
- Event 5 Reform in Mexico - impacts four events and three trends

The following trends and events (titles abbreviated) are considered to be "reactors" due to the number of events which impact them:

- Event 1 National Guard - impacted by three events
- Event 3 National Border Agency - impacted by four events
- Event 4 Immigration Reform/Guest Workers - impacted by four events
- Event 5 Reform in Mexico - impacted by four events
- Trend 1 Implement Immigration Reform Act - impacted by four events
- Trend 4 Crimes by undocumented immigrants - impacted by three events

The most significant impacts involve the interaction of the events. Event 1 will be used as an example of how an event's occurrence interacts in the matrix. The deployment of the National Guard would:

- reduce the probability of reform in Mexico by 50 percent
- increase the probability of a guest worker program (Event 4) by 20 percent
- increase the probability of a National Border Agency by 5 percent
- increase undocumented immigrant crimes (Trend 4) by 25 percent
- increase implementation of immigration reform (Trend 1) by 37.5 percent
- reduce the level of satisfaction with the Mexican government (Trend 2) by 15 percent

The Trend 1 will be used as an example of how trends are impacted by events. The implementation of the Immigration Reform and Control Act would be as follows:

- increased 37.5 percent by the deployment of the National Guard (Event 1)
- increased 37.5 percent by a National Border Agency (Event 3)
- increased 40 percent by a guest worker program (Event 4)
- increased 5 percent by reform in Mexico (Event 5)

The remaining interactions can be viewed in a similar fashion. All trend and event impacts are related to the central issue of the law enforcement response to illegal immigration.

FUTURES SCENARIOS

**Possible Futures of the Law Enforcement Response
to Illegal Immigration and Crime by the Year 2000**

SCENARIO ONE

NOMINAL SCENARIO

None of the events have occurred, and the trends play out in a "surprise free" exploratory mode as the panel has forecast.

DECEMBER 31, 1999

It's New Year's eve, December 31, 1999, and as we near the end of this century, the great debate over illegal immigration rages on. Statistics showing a 40 percent increase in undocumented alien crime since 1989 fuel the fire. The law enforcement response to illegal immigration and crime has been limited during the past ten years due to limited language skills and cultural understanding.

Economic conditions in Mexico have continued to push immigrants here. Although economic reform has moved along at a rapid pace, and the number of workers employed at maquiladoras has doubled since 1989, wage earners have not recovered the real wage losses of the 1980s. The lack of infrastructure improvements to support rapid maquiladora expansion in border regions has kept the standard of living extremely low for workers living there.

The Immigration Reform and Control Act of 1986 brought unanticipated side effects. The day labor movement began just as employer sanctions were being imposed. Both documented and undocumented workers began selling their labor from street corners. They were regularly employed by homeowners and contractors as they became greater in number and more visible. As migrant numbers increased so did complaints from the community. Many of the communities followed the lead of the city of Encinitas after a day labor hiring hall immigrant workers was established there in 1989. The hiring halls reduced the number of complaints, but they drew

the criminal element as halls became socializing and drinking centers.

The Border Patrol continued to be understaffed, so their proactive enforcement was restricted to apprehensions along the border and employer sanctions. They managed to increase their enforcement of employer sanctions approximately 25 percent during the past ten years. The Border Patrol was of little assistance around the halls due to limited manpower for enforcement away from the border and the difficulty separating the undocumented from the documented in a crowd of three hundred people..

Crime suppression and prevention efforts have been difficult because of the hiring halls. Most crime occurs away from the halls; however, criminals use the halls as a sanctuary to avoid police contact like drug dealers used the methadone clinics of the 1970s and 1980s. Arguments from activists and migrant rights associations have limited police presence at the halls. Frequent complaints resulting from contacts with officers who could not communicate with migrants supported those arguments. A successful but costly alternative has been to follow criminals away from the halls until they commit a crime.

The department recognized the need for additional bilingual officers to improve crime prevention near the halls; however, the normal recruiting efforts were minimally successful. The increase in cultural awareness training for officers improved their ability to understand some immigrant issues but did not replace the need for effective communication. The department is only now evaluating new methods to interact with this community and effectively investigate immigrant crimes.

SCENARIO TWO

HYPOTHETICAL SCENARIO

What if the National Guard Were Deployed?

The Hypothetical Scenario is created from data generated by the Delphi panel on the "Cross-Impact" of events on events and events on trends.

"WORST CASE"

The 1990 census was a pivotal point in the battle against illegal immigration. The inclusion of undocumented immigrants in the census caused thirteen states to lose seats in the House of Representatives and California to gain five seats. The years of uncontrolled immigration produced a windfall of representation for California and caused paranoia among politicians from other states. The end result was the 1993 deployment of the National Guard along the U.S.A./Mexican border.

The assistance of the National Guard along the border freed Border Patrol personnel to enforce employer sanctions of IRCA and deport thousands of undocumented immigrants from San Diego. The Border Patrol efforts further inland initially reduced complaints about the presence and visibility of immigrants; however, immigrants just dispersed to be picked up at different locations each day. The complaints returned, and the undocumented became much less passive when they were apprehended. There was an increase in crime, but the undocumented criminals were more difficult to locate. Our inability to network with immigration officials and the lack of an adequate number of Spanish speakers prevented us from identifying many of the career criminals.

With the approach of the 1994 Mexican elections, the atmosphere was tense in the border regions. People became more aggressive in their attempts to enter the U.S.A., and violence was directed at border officials. The spread of violence along the border corridor inflated city crime statistics, drawing calls for the consolidation of the Border Patrol, Immigration and Naturalization Service and Customs into a National Border Agency.

As alien smugglers became more sophisticated in forgery of immigration documents and alternative entry methods, the Border Patrol was forced to abandoned its inland enforcement. The fear of massive illegal immigration prevented the removal of the National Guard but prompted a proposal for a guest worker program to provide a legal method of entry for those who would otherwise enter illegally or resort to crime along the border. Unfortunately, it was not enacted prior to the 1994 Mexican elections. The elections brought allegations of ballot manipulation, leading to widespread unrest.

The five seats California gained in the House of Representatives provided a boost to gain additional enforcement funding and create the National Border Agency, which in 1995 took on the added responsibilities of administering the guest worker program and crime prevention along the border. Crimes occurring in the border corridor became federal offenses and were prosecuted in the federal system.

The climate became right for a permanent border barrier to prevent entry of contraband and to permit the removal of the National Guard. The guest worker program eliminated credible opposition to the barrier and construction began during 1998.

The department was unprepared to deal with the sudden influx of immigrants caused by the guest worker program. In San Diego County the cost of housing continued to be one of the highest in the nation causing many of the immigrants to set up housekeeping in canyons as they had done in the past. The hiring halls became major social gathering locations, and our limited cultural interaction capabilities severely limited effective intervention.

SCENARIO THREE

NORMATIVE: DESIRED AND ATTAINABLE

None of the events have occurred, and the scenario is based upon the Delphi panel's desirable trend forecast.

BEST NATIONS

As Sergeant Smith drives to work he listens to the Spanish speaking news personality on the radio, thinking it is humorous that seven years ago he could not speak Spanish and now teaches two classes each week at different substations. This morning he will teach a two-hour class at the Southern Area Station.

In 1990 the census and population forecast got everyone's attention when it revealed San Diego County would exceed the 50 percent increase in the Hispanic population. Smith discovered that only ten percent of the police applicants indicated they were bilingual, and only two tenths of one percent of the total applicants successfully passed the bilingual test. When he realized it would not be possible to recruit sufficient Spanish speaking applicants to serve the community's needs during the 21st century, he proposed a basic Spanish class for all officers.

As amnesty applicants from the 1986 Immigration Reform and Control Act (IRCA) became more visible, they came in contact with officers more often, and the language barrier resulted in frequent complaints. The language program has virtually eliminated such complaints because of less infringement of rights and better cooperation with Spanish speaking officers.

The language program has provided greater career opportunities for officers who previously did not speak Spanish and has boosted our crime fighting efforts. The Burglary Suppression Unit was created five years ago and was staffed with all Spanish speakers.

They targeted crime along the trolley lines and around the local day labor hiring halls. The officers quickly developed sources of information from the immigrant community which led them to the criminals responsible for a series of crimes. Their ability to interview these criminals in their native language increased our conviction rate and is one of the reasons for the 40 percent drop in undocumented immigrant crime during the past ten years.

Our coordination with federal agencies on both sides of the border appears to be a major factor in the drop of border violence to a twenty-year low. The Immigration and Naturalization Service's linkage to the computerized fingerprint identification system has enhanced these efforts and contributed to the department's crime fighting efforts farther inland.

As Sergeant Smith turns into the Southern Area Station he gazes toward Tijuana where the development has nearly reached the border. Maquiladoras have doubled since 1989, and it appears they will continue to grow. There are less illegal immigrants now due to the maquiladora industry and improvements in the pay scales in Mexico. It seems there will always be a wage differential between the U.S. and Mexico which will cause some to immigrate.

It is 8:00 a.m. and Sergeant Smith enters the training classroom. Today is the twenty-sixth two-hour class for the officers, and they have made remarkable progress. After a review of last week's material the students translate English sentences to Spanish and Spanish sentences to English on the chalkboard. As the class progresses, Smith reflects on the many encounters he has had during his career when the ability to speak Spanish and better understand the culture would have made his job easier.

SUMMARY

In Part One futures research was performed using scanning techniques and a Modified Conventional Delphi for the development of trends and events that could affect the law enforcement response to illegal immigration and crime in San Diego, California. The Modified Conventional Delphi group identified a potential interrelationship between these trends and events through the year 2000.

Three scenarios were created from these data. Two scenarios provided dim views of the future. The scenario "Best Nations" provided a desirable and attainable future state based upon the desired future trend forecasts of the Delphi panel.

PART TWO

THE DESIRED COURSE

**Strategic Plan For Law Enforcement
Management Of Expanded Migration Into San Diego**

THE DESIRED COURSE

STATEMENT

The examination of the future is concluded and now an analysis of the present must be done to develop an appropriate policy to achieve the optimal future scenario.

In the first part, trends and events were examined which could impact the law enforcement response to illegal immigration over the next ten years. The examination produced three scenarios which demonstrated the interrelationships of the sub-issues.

This objective will produce a strategic plan for creating the desired future as described in the scenario "BEST NATIONS." The strategic plan provides the basis for preparing a San Diego City law enforcement agency for influxes of Latino immigrants into its community. This involves an analysis of the **situation**, a statement of the **mission** and a plan for **execution**. The plan also has implications for the agency response to sudden migration of other ethnic or foreign populations.

THE COMMUNITY

The model selected as a reference for the Strategic and Implementation Plans will be the City of San Diego, California, with a population of 1,086,592 people. Public and safety services are provided through a council/manager form of government. The city is one of the fastest developing regions in the country; its

city council is concerned about the management of future growth. Individual communities within the city range from the poverty level to upper class neighborhoods.

The crime problems receiving the greatest amount of attention are gang violence, drug activity and auto thefts. Black and brown gangs are prevalent in the lower income communities. The proximity to the Mexican border is considered a major factor in the level of drug activity and the number of auto thefts. On the other side of the international border is the large urban area of Tijuana with a population of 1.5 million people. A regional approach to public problems on both sides of the border is only beginning to emerge.

THE DEPARTMENT

The police department has a budgeted strength of 1,918 sworn officers and just under 678 civilian employees. The budget for FY 1990 was in excess of \$139,850,000. The department uses a "leader-manager" management model, which is a departure from traditional police hierarchies. Under this model the chief is the leader. He spends time in the community and makes himself available to employees throughout the organization. The assistant chief manages the day-to-day operations of the department. This concept extends through all ranks to the first-level supervisors. Deputy chiefs lead their offices, commanders manage individual commands, captains lead their divisions, lieutenants manage sections, and sergeants lead their units.

Street level enforcement is provided by seven area commands

and a traffic division. Investigative functions are performed at each command for juvenile crimes, crimes against property, and crimes against persons (except commercial robbery, sex crimes and homicide). Auto theft, narcotics and gang investigations are all centralized functions.

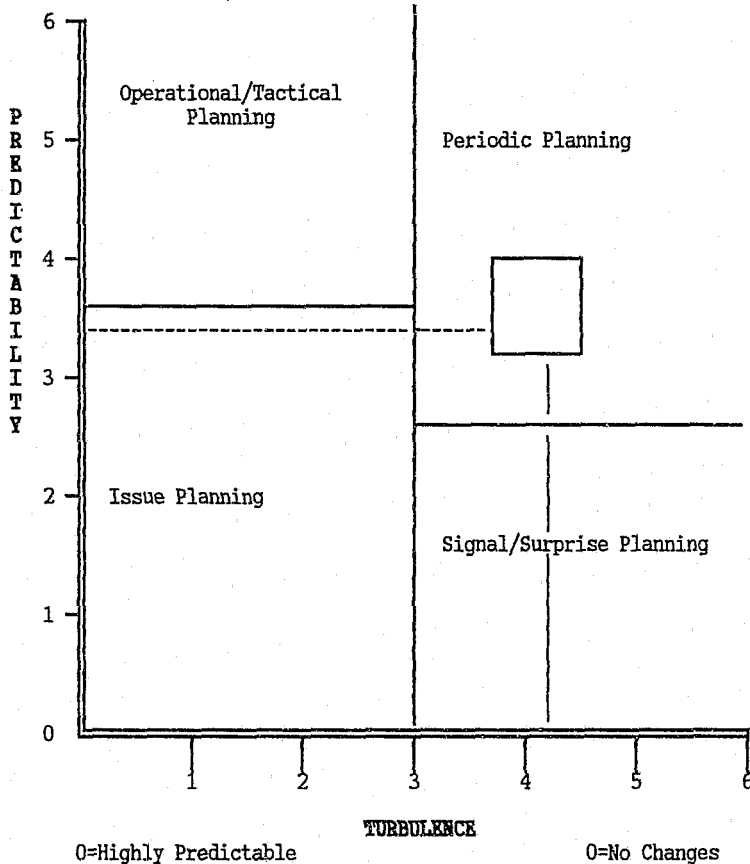
The department has a history of innovative crime fighting techniques. During 1988, drug asset seizures were utilized to create a helicopter program. The Auto Theft Strike Unit was formed to focus on professional auto thieves, auto theft series, chop shops and vehicles used for alien smuggling. During the summer of 1988, the Gang Suppression Task Force was created to combat increased gang violence while school was not in session. The department also received federal grants for Problem Oriented Policing and a Crack Abatement Team during 1988. The department has maintained cooperative working relationships with federal and local agencies through such programs as the Border Crime Prevention Unit, Operation Alliance and the San Diego County Narcotic Task Force.

PLANNING SYSTEM

The appropriate planning system for cities dealing with the effects of illegal immigration and rapid increases in the Hispanic population of the community is periodic planning. Planning should be done for the organizational "grand" strategy. A five year strategic and implementation plan should be developed with annual planning updates. This permits the monitoring of changes in

immigration patterns to avoid surprises that would require reactionary planning.

Figure 11 depicts a graphing system called "predictability and turbulence charting," and represents a method by which an agency may



SOURCE: POST Command College

Figure 11 PLANNING SYSTEM DESIGN

identify the appropriate planning system. The

graph plots values for the number and predictability of changes in the environment. In

Part One the introduction described a history of many changes in illegal

immigration. In its trend forecast, the Delphi panel projected a continuation of change

(Table V, p 25) during the next ten years. If the trends continue as

forecast, the changes will be frequent but moderately predictable.

In Figure 11 the highest predictability and lowest turbulence (number of changes) are represented by the value zero. When plotted, the anticipated future environment makes periodic planning the appropriate

planning system.

ENVIRONMENTAL SITUATION

The changing environment will create threats or provide opportunities to the organization. The weaknesses and strengths of the organization are important factors when meeting the threat or taking advantage of the opportunity. An assessment of the Weaknesses, Opportunities, Threats and Strengths is a necessary step in the planning process. The WOTS-UP analysis provides the vehicle to accomplish this task.

WOTS-UP ANALYSIS

I. Threats and Opportunities

The impact of these trends and events must be considered during the development of a strategic plan. Their collective impact will shape the future environment. They create both threats, to be guarded against and opportunities of which to take advantage. The following analysis was accomplished with input from a four-member group representing three different management ranks and is based upon information developed through interviews, site visits and the Delphi process. The shortened titles of the trends and events are underlined in the following analysis:

- A. There is increasing implementation of IRCA with greater emphasis on employer sanctions for hiring illegal immigrants.

Impact:

1. Threat of increased crime due to fewer employment opportunities for illegal immigrants.
2. Threat of increasing violent resistance by illegal immigrants to physical arrest.
3. Threat of less immigrant cooperation during criminal investigations.
4. Threat of large scale counterfeiting of official government documents, such as California driver's licenses and identification cards.
5. Opportunity to improve liaison systems with Immigration and Naturalization Service, Border Patrol and Customs to identify and track career criminals.
6. Opportunity to minimize complaints from individuals who have been detained by improving officer expertise on government documents and counterfeit documents.
7. Opportunity to gain local political support for special programs.
8. Opportunity to acquire federal grants for crime prevention and training programs.

- B. There will be an increase in the number of crimes committed by illegal immigrants.

Impact:

1. Threat of continued conflict with advocacy groups over the actual crime statistics.
2. Threat of the emergence of anti-immigrant activism and conflict between opposing groups.
3. Threat of hate crimes directed at Hispanics in general.
4. Opportunity to identify criminal networks on both sides of the border.
5. Opportunity to create a county-wide method of identifying illegal immigrant crime without discriminating against noncriminals.

6. Opportunity to obtain federal reimbursement for criminal justice costs associated with illegal immigrant crime.
7. Opportunity to use noncriminal government and community resources to reduce the potential for crime.
8. Opportunity for federal crime prevention funding.

C. There will be an increasing number of police agencies with cultural training programs.

Impact:

1. Threat of insufficient funding.
2. Threat of personnel insensitive to minorities and immigrants.
3. Threat of local minority political power and pressure groups attacking the credibility of the program.
4. Opportunity to create a model program for California law enforcement cultural training.
5. Opportunity to use existing personnel talents.
6. Opportunity to improve networking with community groups.
7. Opportunity to improve public image and contribute to cultural synergy in the community.

D. There is a great probability that California will gain seats in the House of Representatives.

Impact:

1. Threat of political power groups lobbying to reduce police powers.
2. Threat of legislation to limit the police agency's internal control of policy relating to illegal immigration.
3. Threat of reduced cooperation from local advocacy groups.

4. Opportunity to gain support for federal grants.
 5. Opportunity to generate increased support for federal reimbursement for criminal justice costs associated with illegal immigrant crime.
 6. Opportunity for support for funding to hire additional officers to participate in a task force with federal authorities to prevent crime and prosecute immigrant criminals.
- E. There is general consensus that IRCA will be modified to allow guest workers.
1. Threat to the crime rate because immigrants predisposed to commit crime will have greater access to the U.S.
 2. Threat of increased noncriminal calls for police assistance due to higher visibility of immigrants.
 3. Threat of higher crime within the immigrant subculture.
 4. Opportunity to initiate special programs to deal with influx of immigrants.
 5. Opportunity to hire more officers for special programs.
 6. Opportunity for reduced rate of survival crimes and increase of patrol officers proactive enforcement time.
 7. Opportunity to create greater liaison with immigrant community.

ORGANIZATIONAL CAPABILITY AND RESOURCES

The next step in the WOTS-UP analysis is an assessment of the organization's weaknesses and strengths. An internal survey was conducted using the rating categories depicted in Table VIII and Table IX. Twelve evaluators were selected from a cross-section of management and nonmanagement personnel within the department. The

tables reflect the evaluator's assessment of the department's present strengths and weaknesses, and the ability to initiate change. The tables reflect the average response for each category.

The perceptions were reasonably consistent across the categories, and the absence of extreme high and low ratings indicated the need to

use this assessment for policy development.

Table VIII Capability Analysis: Rating One

- I Superior. Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve.

Table VIII reflects manpower, sworn to nonsworn ratio and turnover as resource categories which are below average. These resource shortages also limit the management of calls for service, citizen complaints and traffic enforcement. Pay, benefits and sick leave are average. The management of limited resources, support services and personnel skills are all viewed as strengths within the agency.

Category	I	II	III	IV	V
Manpower	---	---	---	4.6	---
Technology	---	2.6	---	---	---
Equipment	---	2.8	---	---	---
Facility	---	2.5	---	---	---
Money	---	2.8	---	---	---
Calls for Service	---	---	3.8	---	---
Supplies	---	2.8	---	---	---
Management Skills	---	2.5	---	---	---
P.O. Skills	---	2.3	---	---	---
Supervisory Skills	---	2.5	---	---	---
Training	---	2.5	---	---	---
Attitudes	---	---	3	---	---
Image	---	2.5	---	---	---
Council Support	---	2.8	---	---	---
C.M. Support	---	2.5	---	---	---
Growth Potential	---	2.6	---	---	---
Specialties	---	2.5	---	---	---
Mgmt. Flexibility	---	2.5	---	---	---
Sworn/Non-sworn Ratio	---	---	3.8	---	---
Pay Scale	---	2.8	---	---	---
Benefits	---	2.9	---	---	---
Turnover	---	---	3.1	---	---
Community Support	---	2.9	---	---	---
Complaints Rec'd	---	---	3.1	---	---
Enforcement Index	---	2.8	---	---	---
Traffic Index	---	---	3	---	---
Sick Leave Rates	---	2.9	---	---	---
Morale	---	2.8	---	---	---

Table IX Capability Analysis: Rating Two

- I Custodial - Rejects Change
- II Production - Adapts to Minor Changes
- III Marketing - Seeks Familiar Change
- IV Strategic - Seeks Related Change
- V Flexible - Seeks Novel Change

Category	I	II	III	IV	V
TOP MANAGERS:					
Mentality/Personality				4.1	
Skills/Talents			3.3		
Knowledge/Education				4.4	
ORGANIZATION CLIMATE:					
Culture/Norms		2.9			
Rewards/Incentives		2.8			
Power Structure			3		
ORGANIZATION COMPETENCE:					
Structure		2.8			
Resources			3.1		
Middle Management		2.8			
Line Personnel		2.8			

Table IX demonstrates the respondents' belief that management has the personality, knowledge and skills to create an atmosphere for change. The top managers must improve the line-level capability for change by promoting the need for change along with the creation of a more innovative incentive or reward program.

The implementation of policy will require the

interaction and cooperation of command staff. Consistency throughout the individual area commands is critical for the successful implementation of any policy. Although the line personnel react well to minor changes, they will require guidance and convincing to ensure their participation.

MISSION STATEMENT

To create a frame of reference for the analysis of the present organizational capability relating to illegal immigration, a micro mission statement must be extracted from the organizations overall, (macro) mission statement. The macro statement is as follows:

TO MAINTAIN A PEACEFUL AND ORDERLY COMMUNITY, TO PROTECT THE LIVES AND PROPERTY OF ITS CITIZENS, TO REDUCE OPPORTUNITIES FOR CRIMINAL ACTS, AND TO APPREHEND INDIVIDUALS SUSPECTED OF COMMITTING CRIMINAL ACTS.

The micro mission statement can be found in the existing undocumented immigrant policy:

"All people shall be treated equally, without regard to their nationality."

The mission statements create the guidelines for the response to illegal immigration issues in the future.

STAKEHOLDER ASSUMPTIONS

Prior to the development of policy, those individuals or groups who have a stake or interest in the outcome of the organization's activities must be identified. These stakeholders, either internal or external to the organization, can be allies or obstructionists in an organization's movement toward a goal. To prepare a course of action to manage, lead or persuade these stakeholders some educated assumptions must be made about their positions. The relative importance of each stakeholder and the certainty of the assumption must also be a consideration in the amount attention each stakeholder will be given.

The Stakeholder Assumption Surfacing Technique (SAST) using input from the four member WOTS-UP Analysis group was used to conduct this analysis. The following is a listing of the most significant stakeholders and the assumption for each.

1. POLICE CHIEF
 - Is supportive of efforts to reduce crime related to illegal immigration.

- Is supportive of technology to identify immigrant criminals.
 - Is cautious when approaching immigrant issues.
 - Is not supportive of officers making arrests for illegal immigration.
 - Is supportive of cultural training programs.
2. POLICE ASSOCIATION
- Sees illegal immigrant issues as unnecessary consumer of resources.
 - Is supportive of labor saving technology.
 - Is supportive of chief's policies if benefits are gained by the membership.
 - Wishes to be involved or consulted during decision making.
 - Believes officers should arrest for illegal immigration.
 - Is not supportive of mandatory cultural training.
 - Will use higher skill level as a negotiating tool for wages and benefits.
3. POLICE MANAGEMENT
- Is supportive of programs to better use personnel.
 - Is not supportive of reducing field strength for mandated training.
 - Is supportive of the organization's mission.
 - Is supportive of adding officers to combat crime.
4. CITY COUNCIL
- Is supportive of the police department.
 - Is supportive of cultural training for police.
 - Is not supportive of police enforcement of immigration laws.
 - Supports crime prevention programs.
 - Will avoid controversy over immigrant issues.
5. CITY MANAGER
- Is supportive of the police department.
 - Is not supportive of hiring more officers.
 - Is supportive of reassignment and better use of existing personnel.
 - Is supportive of crime prevention programs if the cost is reasonable.
 - Will support cultural training program if it can be done within existing budget.
 - Will not support additional skill pay as the result of departmental training.
6. COMMUNITY RESIDENTS
- Are supportive of crime prevention programs.
 - Believe officers should arrest for illegal immigration.
 - Would like joint sweeps of alien camps by police and

- Border Patrol.
 - Are not generally supportive of spending tax dollars on immigration issues.
 - Believe immigrants should adjust to U.S. culture and language.
 - Object to illegal immigrants receiving free public services and benefits.
 - Object to mere deportation of aliens when arrested for criminal acts.
7. HISPANIC ADVOCACY GROUPS
- Are generally not supportive of the police.
 - Oppose police enforcement of immigration laws.
 - Generally attack immigrant crime prevention programs as discriminatory.
 - Would support cultural training programs for other than immigration enforcement.
 - Would not be supportive of technology which could be used for immigration enforcement.
8. LATINO POLICE OFFICERS
- Would be supportive of a cultural training program that would utilize their talents.
 - Would pressure the police association to negotiate for additional compensation for use of their talents.
 - Would be supportive of crime prevention programs that would enhance their career opportunities.
9. CITIZEN'S ADVISORY BOARD ON POLICE COMMUNITY RELATIONS
- Is supportive of police.
 - Is supportive of new methods to improve community relations.
 - Would be supportive of cultural training.
 - Is primarily concerned with interaction between police and public.
10. CITIZEN'S REVIEW BOARD ON POLICE PRACTICES
- Is concerned about the type and causes of citizen complaints against officers.
 - Is generally supportive of the police.
 - Is interested in reducing citizen complaints.
 - Would be supportive of cultural training.
 - Would be supportive of technology and crime prevention programs which will minimize the negative encounters with citizens.

SNAILDARTER

The stakeholder analysis would not be complete without the

identification of a "snaildarter." The snaildarter is the individual or group that could block or obstruct the direction of the organization as it confronts the central issue. This tangential player could prevent the successful implementation of the plan. For example, the Asian community, through its increased public awareness and involvement, could impact the success of the department's plans. The Asian community could object to allocation of resources to the latino immigration problem when there are also needs within the Asian community. This community has traditionally had little involvement with law enforcement. Though the department has enhanced outreach efforts by using Indo-Chinese employees as liaison to the community, the linkages between the department and community are insufficiently developed to predict a reaction to any change in law enforcement service systems. Experience suggests there will be no reaction from this segment of the community to the proposed policy.

SAST MAPPING

The final segment of the SAST is the mapping of the importance and certainty of the stakeholder assumptions. The information gained from the two SAST components will assist with the development of the future negotiating strategy. Table X demonstrates the mapping concept. The table is divided into four quadrants (Q-1, Q-2, Q-3, Q-4) which represent different levels of certainty and importance. Stakeholders who fall in quadrants 1 and 4 require only monitoring for changes in their importance which

would require them to receive greater attention. For example, the Asian community would require direct attention if it suddenly opposed the new policy. Quadrant 2 requires maintenance to make sure the assumptions remain the same and Quadrant 3 requires the establishment of relationships to enhance certainty. The Hispanic

groups might be moved into Quadrant 2 (greater certainty) through the establishment of relationships.

EXECUTING THE PLAN

MODIFIED POLICY DELPHI

The Modified Policy Delphi process was used to identify and select policy alternatives. A captain, two lieutenants and two sergeants were selected as panel members based upon knowledge of immigrant crime and other immigration issues. They were provided with information on the issue, trends and the futures scenario "Best Nations." They were asked to provide a policy statement that would favorably impact the law enforcement response to illegal

Table X SAST Mapping

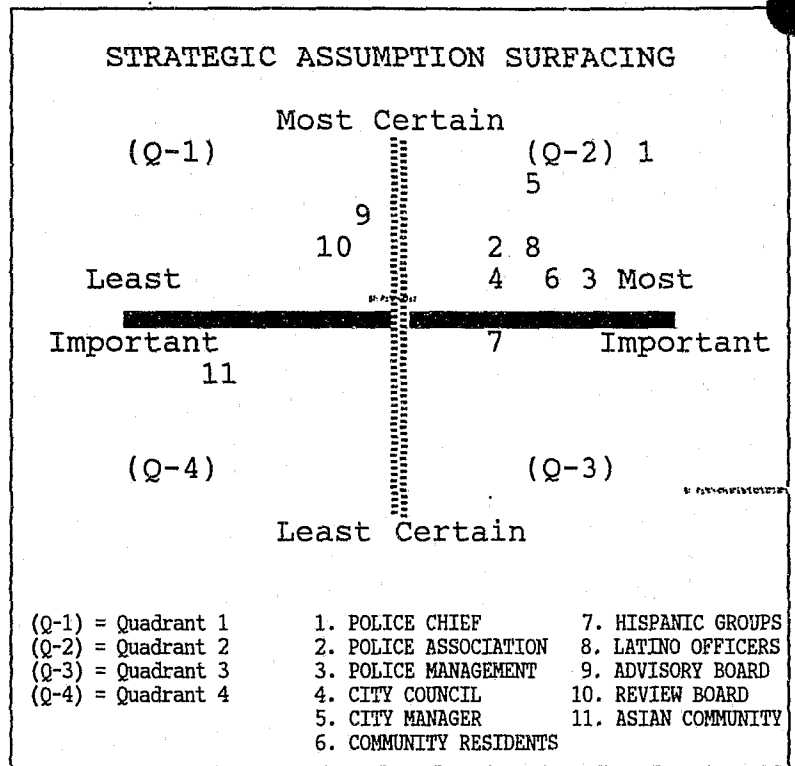


Table XI Policy Delphi Rating

ALTERNATIVE 1: Identify and develop skills of interested officers, in cultural awareness.					
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=25
Desirability	VD (3)	D (2)	U (1)	VU (0)	
ALTERNATIVE 2: Create a pilot language and cultural training program.					
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=27
Desirability	VD (3)	D (2)	U (1)	VU (0)	
ALTERNATIVE 3: Network with INS, B/P 7 Customs for immigrant criminals.					
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=25
Desirability	VD (3)	D (2)	U (1)	VU (0)	
ALTERNATIVE 4: County system for I.D. system & statistics.					
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=23
Desirability	VD (3)	D (2)	U (1)	VU (0)	
ALTERNATIVE 5: Seek grants for language training program.					
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=24
Desirability	VD (3)	D (2)	U (1)	VU (0)	
ALTERNATIVE 6: Networking with advocacy groups to present training.					
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=11
Desirability	VD (3)	D (2)	U (1)	VU (0)	
ALTERNATIVE 7: Work with planning/zoning re: density/health issues.					
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=15
Desirability	VD (3)	D (2)	U (1)	VU (0)	
ALTERNATIVE 8: Push legislation that requires immigrant employers to provide living quarters.					
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE=18

immigration during the next ten years.

The original list of eight alternatives was reduced to three by evaluating the desirability and feasibility of each. Table XI is the data table for this process. The two scoring the highest and the one most polarized (a lot of high and low scores) were selected.

DF=Definitely Feasible
 PF=Possibly Feasible
 PI=Possibly Infeasible
 DI=Definitely Infeasible

VD=Very Desirable
 D =Desirable
 U =Undesirable
 VU=Very Undesirable

Appendix E contains a detailed explanation of these rating categories.

SELECTED POLICY ALTERNATIVES

1. Create a pilot language and cultural training program at a designated area station which incorporates on-duty classroom training and field instruction by qualified Spanish speaking officers.

This policy incorporates aspects of Alternative 1 since the interest and skills of specific officers will be needed.

2. Become instrumental in the creation of a computer networking system with the Immigration and Naturalization Service, Border Patrol and Customs to identify and apprehend alien career criminals.

The most polarized alternative, or the one that the raters were most strongly for or against, is listed below.

3. Networking with advocacy groups to access training needs and develop a task force of officers and community people to present the training.

ALTERNATIVE ANALYSIS

Beyond the selection of alternatives, an analysis must be done based upon all the information and knowledge developed during this entire project. This section provides the author an opportunity to apply his knowledge and understanding of the central issue which was gained during the study. This final evaluation is a listing of the pros and cons associated with each alternative. The alternatives are abbreviated and listed as follows:

1. PILOT LANGUAGE AND CULTURAL TRAINING PROGRAM

PROS

1. The department can control the availability of Spanish speaking officers.
2. Greater cooperation from the Spanish speaking community.
3. More efficient use of personnel and no delays waiting for a Spanish speaking officer.

4. Prompt and more thorough investigations.
5. Improved public relations and fewer personnel complaints.
6. An additional performance anchor for evaluating officers.

CONS

1. Needs long term commitment.
2. Will require new funding or diversion of other dedicated funds.
3. Will require an independent management structure.
4. May not be socially acceptable by majority members of the community.
5. Police Association will insist on voluntary system.

2. COMPUTER NETWORK WITH INS, B/P AND CUSTOMS

PROS

1. Quickly identify career criminals, smugglers and auto theft suspects.
2. Advanced training on counterfeit and forged government documents.
3. Prompter processing of persons who rely upon immigration documents for identification.
4. Prompt response and better cooperation between agencies on issues of mutual concern.
5. Less repeat offenders entering the U.S.A.
6. Potential identification of crime networks on both sides of the border.
7. Reduction of illegal immigrant crime rate.

CONS

1. Bureaucratic obstacles between federal and local governments.
2. Identification of funding for municipal share of network.
3. Questions about credibility by activist groups and potential political ramifications.
4. Personnel costs for data entry.
5. System security at each facility.

3. NETWORKING WITH ADVOCACY GROUPS

PROS

1. Better working relationship between perceived adversaries.
2. Improved officer sensitivity to minority issues and views.
3. Reduced program costs by using community resources.

4. Improved relations in the minority community.
5. Politically advantageous image.

CONS

1. Reluctance of officers to trust advocates from community.
2. Potential for visible antagonism and animosity that would disrupt program.
3. Conflict between advocacy role and teaching role.
4. Lack of long term commitment by volunteer staff.
5. Potential for program sabotage.
6. May not create organizational credibility.

NEGOTIATION STRATEGY

The stakeholder assumptions become a valuable tool during negotiations. A reasonably close assessment of the stakeholder's needs will provide insight into the correct strategy. The final step prior to the commencement of negotiations is an individual stakeholder "needs assessment."

Police Chief

The chief of police will need to do the following:

- * Demonstrate the crime prevention and sociological benefits of the proposed policy to neutralize criticism that the policy will encourage officers to enforce illegal immigration violations.
- * Present the department as a culturally sensitive organization.
- * Be receptive to employee suggestions and input prior to implementation of the policy.
- * Be capable of exploring and assessing alternate sources of funding for training and technological support prior to proposing a budgetary increase.
- * Develop a management structure with checks and balances to ensure the support of the community.

- * Seek the support of police management and personnel to implement his/her policies.

Specific policy components and the implementation schedule will be negotiable. In his/her leadership role, the chief is expected to be flexible on the management structure, providing the structure maintains the credibility of the policy and is consistent with his/her vision of the future. He/she will negotiate on the source of funding he/she wishes to employ for technological and training support.

Police Association

The relative welfare and satisfaction of the membership is the primary goal of the association. They need to be represented during the decision making process. They will need to recognize the employee benefits prior to supporting the policy and will want to maintain a progressive and community-oriented image.

The association will negotiate on its form of involvement as long as its concerns are addressed during the decision-making process. The association will take a hard stand against mandatory cultural training; however, it will be soft on this issue if the development of skills is not used as an evaluation dimension. It will also argue that such training provides better skills for the identification of illegal immigrants, and officers should not ignore violations of law. The association will take a firm stand against any modification in the status of compensation for existing bilingual officers.

Police Management

Commanding officers will need to be convinced that the benefits offset the lost enforcement time due to training. They will believe they need the authority to suspend training programs if field staffing becomes critical. They need to be included in major decisions impacting the effectiveness of their commands. They will be supportive of the chief's policy but will need his/her support to expend overtime funds to maintain minimum staffing levels when necessary. They have a vested interest in the department's image in the law enforcement community.

They will negotiate on their level of involvement in the policy-setting and decision making process, provided a chosen peer represents their interests on policy and transition groups. They will form a united front to resist any reduction in field strength.

City Council

The city council needs to fund all departments of the city and needs to maintain a funding balance throughout the city. The council will opt for alternate funding prior to increasing the police budget and will want community involvement and support if the new program is to be funded by a budget increase. The council will need assurances that the program will not be for the arbitrary enforcement of immigration law. They will need the support of the community to ensure continued endorsement by voting constituencies. The city council needs to maintain a progressive image on cultural

issues.

The city council will negotiate on the specific programs, assignment of personnel and coordination with community groups. They will take a firm stand on the specific structure of any networking with federal agencies to prevent controversy on immigration issues.

City Manager

The city manager needs to maintain his/her control over the day-to-day operations of the city. He/she must balance the needs of all city departments and the wishes of the city council. He/she will need to be consulted on the development of new programs and potential sources of funding. He/she reserves the right to veto proposals before they reach the city council and needs to avoid personnel conflicts as new programs are implemented. He/she also needs to demonstrate that the city can develop new delivery systems while maintaining current staffing levels.

The city manager is a bottom line fiscal manager and will be firmly against adding additional staff to implement the proposed policy. Soft cost adjustments with existing personnel will not be blocked. He/she will be negotiable on one time costs and nonpersonnel expenses and will be flexible on the program structure if alternate funding sources can be found. He/she will take a hard stand against pay increases for those learning new skills at city expense.

Community Residents

Residents throughout the city need to understand the benefits they receive as the result of crime prevention and cultural training programs. They must know their safety is not negatively affected by the commitment of personnel to these programs. Groups not directly affected by illegal immigration will object to the expenditure of public funds if they believe it benefits illegal immigrants. They will need accurate and timely information but will not require direct negotiation.

Hispanic Advocacy Groups

Advocacy and rights groups need assurances that new policies are not intended to increase police involvement in immigration enforcement. Their support for immigrant rights will cause them to be critical of any close association with federal immigration agencies. They are likely to not negotiate on this issue.

Their quest for equality will cause them to cautiously negotiate for their support of a cultural training program. They need involvement in policy setting groups, but will settle for an advisory role.

Latino Police Officers

They need to know their talents are a valuable resource to the organization. They will strongly support new cultural programs; however, they will need assurances that their support and participation in training will provide future career benefits.

They will resist mandatory participation by members of the Latino Police Officers Association. They will need information, representation and consultation during policy and implementation discussions. They have a vested interest in the image and success of Latino officers within the organization and will pursue future economic compensation for their participation.

The Police Officers' Association will negotiate for future compensation on their behalf. They will be flexible on the type, level and time frame for future compensation. In the short term they will agree to voluntary participation without additional compensation if the credibility, image and recognition of the program can be assured. They will insist on involvement in any new crime prevention program which would benefit from their cultural talents.

Citizen's Advisory Board On Police Community Relations

They would need to be consulted prior to the implementation of any new cultural or crime prevention program relating to immigration issues. The board is a reflection of the community at large and needs to support new programs if they are to be accepted by constituencies within the community. The board needs to know that selected policies would improve relations between the police and community. Members of the board need to be seen as innovators in the police/community relations field.

The board has little interest in the administration or logistics of the programs. They would not negotiate on the public

image of the program or its overall intent. Without assurances that the program was to provide better services to the community without routinely enforcing immigration laws, the board would withhold its support.

Citizen's Review Board On Police Practices

The board consists of community leaders and exists to enhance police credibility within the community. The board's concern about the type and causes of citizen complaints against officers creates a need for assurances from the department that new programs will not precipitate increased complaints against police personnel. This will be a requirement to gain the board's support. Citizens must perceive the board as objective for the board to maintain credibility within the community and achieve its goal.

ADMINISTRATION AND LOGISTICS

The Modified Policy Delphi discussions revealed a concern that implementing policies requiring training would have a negative impact on field staffing. Despite the overall staffing concerns, there was consensus that a reallocation of resources and creative staffing concepts could minimize this impact. The driving force for this view is the macro goal of the protection of lives and property, maintaining a peaceful community, reducing criminal opportunities and the apprehension of suspected criminals.

Policy, leading from the present to the future, must create an effective response to illegal aliens without creating

controversy about the allocation of resources and immigration issues. A task-force to address expanded illegal alien crime could meet these needs.

PHASE I

The first phase would be the selection and assignment of a program coordinator to lay the preliminary groundwork for future phases. A qualified Spanish-speaking lieutenant would be ideal for the preliminary development of this program. This middle management position is the appropriate level for coordination with other agencies after conceptual consensus by the organizational heads.

The coordinator will have a number of broad goals to promote:

Language/Cultural Program

1. Identify area commands with a high concentration of Hispanic residents.
2. Assess the level of personnel skills/talents and management commitment within the target command.
3. Develop a training proposal based upon classroom instruction and field training by qualified Spanish-speaking officers.
4. Prepare a preliminary cost analysis based upon the utilization of department training personnel and an outside training contractor.
5. Identify funding alternatives from within the department/city and alternate external funding sources (foundations/grants).

Networking with Federal Agencies

1. Facilitate the development and coordination of a quality circle consisting of counterparts from the police Crime Analysis Unit, city Data Processing, Immigration and Naturalization, Border Patrol and Customs.

2. Identify data bases within each organization for intelligence gathering and identification of criminal aliens which could be networked for crime prevention and suspect apprehension.
3. Prepare a program proposal for placement, maintenance, access and security of the system.
4. Prepare a preliminary cost analysis based upon the relative use by participating agencies.
5. Identify funding alternatives from within the department/city and alternate external funding sources at the local and federal level.

It is anticipated that Phase I will take 12 months to implement.

PHASE II

The second phase will actually begin prior to the completion of Phase I. A training consultant should be hired to assist with structuring cultural and language programs for classroom and field training. From this structure, a personnel management plan will be developed to assign skilled field personnel most efficiently at the target command to carry out the training function. An academy format will be necessary to prepare the field language training personnel to coach and evaluate students. All logistical support systems should be developed during this phase. A target date for the completion of this phase is 15 months into the schedule.

Phase III

Phase III is the actual commencement of training for street-level personnel in either the cultural/language program or the criminal alien networking system. The desired outcome of this

phase is greater efficiency, a higher level of service to the growing Hispanic community, and improved crime fighting efforts against immigrant crime.

A 24 month evaluation period should be allowed for evaluation prior to expansion of the program to all area commands. The evaluation dimensions will include:

1. Level of employee support.
2. Level of effectiveness.
3. Number of bilingual officers.
4. Level of public acceptance.
5. Number of personnel complaints.
6. Level of illegal alien crime.
7. Number of criminal alien convictions.
8. Number of enforcement agencies in the networking system.

A re-examination of stakeholder needs should be conducted in conjunction with the 24 month evaluation to ensure the longevity of the programs.

SUMMARY

In Part Two, a context was set for future policy application to the community and department in San Diego, California. Weaknesses, opportunities, threats and strengths were analyzed within the context of this real-life model which examined assumptions about significant stakeholders. This was the basis for selecting policy which would create an effective response to undocumented immigrants in the future. That response was identified as a comprehensive cultural training and criminal alien identification program for the future.

Desirable and feasible policy was identified through a Modified Delphi Policy process. A three-phase implementation plan was developed to implement the desired policies.

OBJECTIVE THREE

MOVING FORWARD

**A Transition Plan For Law Enforcement Management
Of Undocumented Immigrant Criminality**

"MOVING FORWARD"

STATEMENT

The goal of this part is to build upon the alternatives and strategy developed in Part Two to design a method to facilitate the creation of a pilot language program and a federal agency networking system. This process will guide the organization's transition from the current state to the desired future state by utilizing the resources, technology and reward systems of the organization..

As Beckhard and Harris pointed out in their book, Organizational Transitions:

In any change there is always a future state - a place or condition one wishes to achieve; a present state - the current condition in relation to the desired state; and a transition state - the getting from the present to the desired state: the period during which the actual changes take place.³⁶

METHODOLOGY

NECESSARY ACTORS

1. **Critical Mass** - the key individuals or groups whose active support is needed to support the change.
2. **Readiness Analysis** - charting the critical mass actor's readiness and capability for change.
3. **Commitment Planning** - charting the critical mass actor's current commitment to the proposed change and the needed commitment.

NECESSARY STRUCTURES

1. **Management Structures and Control Systems** - techniques applied during the evolution of the plan, to maintain direction and minimize uncertainty.

2. **Responsibility Charting** - a method of establishing responsibility within the management structure for each activity.
3. **Reward System** - a method to recognize desired behavior through rewards or sanctions while managing the change.

IMPLEMENTATION

CRITICAL MASS

The "critical mass" is identified from among those stakeholders from inside and outside the department who might impact a selected policy. The participation of all stakeholders is not necessary to ensure a successful policy implementation. Those stakeholders not included in the "critical mass" will be kept informed of the policy progress to assure them that the policy is remaining on course.

The input of four officers representing three management ranks was utilized to identify the following key players as the critical mass actors:

1. The chief of police
2. Police Association representative
3. Latino Officer Association representative
4. Field operations captain
5. Training division captain
6. Program coordinator

This group will be responsible for implementation of the policy through the transition and into the future.

READINESS FOR AND COMMITMENT TO CHANGE

Each critical mass actor has personal assumptions about how law enforcement should respond to illegal immigrants. They also

have a personnel view of the desirability of cultural training and crime prevention programs. As a result of their personal beliefs, they have an individual level of readiness and capability for change.

During the course of research, potential persons for each of the critical mass positions were interviewed to assess their readiness for change. The captains of Training and Field Operations have traditionally been high energy, innovative and committed. These assignments change frequently so their readiness and commitment assessment is generic by position, not specific by personality. Assessments by present and past officers generally conclude that personnel resources impact readiness and commitment of these positions.

Likely representatives of the Latino and Police Associations were interviewed to gain insight into their readiness and commitment. A lead candidate for the program coordinator's position was interviewed for his readiness and commitment capabilities. Table XII is the assessment of the

Table XII Readiness & Commitment

CRITICAL MASS READINESS FOR & COMMITMENT TO CHANGE						
ACTOR	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
CHIEF OF POLICE	X			X		
POLICE ASSOCIATION			X		X	
LATINO POLICE ASSOC.	X			X		
FIELD OPS. CAPTAIN		X			X	
TRAINING DIV. CAPTAIN	X				X	
PROGRAM COORDINATOR	X			X		

present state of the actors' readiness and capability for change.

Based upon the discussions with these individuals, their general views have been assessed and assumptions have been made about the level

Table XIII Commitment Planning

COMMITMENT PLANNING
O WHAT YOU NEED FROM THE "CRITICAL MASS"
X WHERE THE "CRITICAL MASS" STANDS NOW ON THE CHANGE

TYPE OF COMMITMENT

CRITICAL MASS ACTORS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CHIEF OF POLICE				XO
POLICE ASSOCIATION		X----->O		
LATINO POLICE ASSOC.			X--->O	
FIELD OPS. CAPTAIN		X--->O		
TRAINING DIV. CAPTAIN			X--->O	
PROGRAM COORDINATOR			X----->O	

of expected commitment from the designated position. Table XIII reflects those assumptions and the movement necessary to successfully effect transition.

MANAGEMENT STRUCTURE AND CONTROL SYSTEMS

The successful implementation of the plan would require the use of a "Project Manager" form of management structure.³⁷ The chief must be free to maintain his/her leadership role within the organization and to interact with stakeholders external to the organization. By designating a project manager he/she remains free of the day-to-day coordination of the program.

The project manager should have the responsibility of coordinating the activities of other critical mass members and to assist with the coordination of activities with outside organizations.

SUPPORTING TECHNOLOGIES

A recommended technology is a task force approach within the critical mass. Each member represents constituencies capable of

generating support for policy implementation throughout the organization. These opportunities should be maximized.

As soon as negotiations are complete, the first meeting of the project representatives should occur. This first meeting should be a one-day team-building workshop. This gives the chief an opportunity to reinforce the group's goal and communicate his/her expectations. During this session, team development can be promoted by deemphasizing territorial priorities and reviewing the strategic plan to ensure it is consistent with stakeholder needs. The group should reach consensus on a desired future and create a well-defined list of objectives. General definitions of roles and responsibilities should be developed for discussion at the next meeting.

Between the first and second workshops each member has a responsibility to communicate with their constituencies to ensure the stakeholders are aware a major change is planned. This communication assists to sell the need for change and provides information on how that change might occur.

The second one-day workshop provides members with an opportunity to exchange feedback from their constituencies. Significant conflicts which might obstruct the process should be listed for resolution. During this session roles and responsibilities should be finalized and recorded for future reference.

The Responsibility Chart in Table XIV is a useful tool to record this information. The judgments listed in Table XIV are

based upon the current responsibilities of each position. Specific

Table XIV Responsibility Chart

RESPONSIBILITY CHART

ACTORS

ACTIONS	CHIEF OF POLICE	POLICE ASSOC REP.	LATINO POLICE ASSOC. REP.	FIELD OPS. CAPTAIN	TRAINING DIV. CAPTAIN	PROGRAM COORDINATOR
SELECT TARGET COMMAND	A	I	I	S	R	R
TRAINING FORMAT	A	I	I	I	R	R
FUNDING	S	X	X	I	R	I
COMPUTER NETWORK	S	I	X	R	I	I
TRAINING CONSULTANT	A	I	I	I	R	I
PERSONNEL MGMT. PLAN	A	I	I	R	I	I
ORGANIZATION COMMUNICATION	R	R	R	R	R	R
PROGRAM COMMENCEMENT	A	I	I	S	R	R
STATUS REPORTS	I	I	I	R	R	R
MODIFICATIONS	A	I	I	S	R	R

R=RESPONSIBILITY (NOT AUTHORITY) A=APPROVAL (VETO) S=SUPPORT (RESOURCES) I=INFORM (CONSULT)
X=NONE

responsibilities will be discussed later. As time passes and the program evolves this chart can be used as a reference to maintain consistency as members change.

The final component of the technology is the establishment of an evaluation procedure which will monitor the plan, track responsibilities and assure the chief that his/her expectations are being met. This procedure should provide each member with a clear

understanding of the plan's objectives and his/her particular role.

RESPONSIBILITIES

The following is a brief discussion of the critical mass actors who will assist with the transition management:

CHIEF OF POLICE

The chief of police has the lead role in the transition process. His/her support and motivating force is the key to moving from the present to the future. Through his/her participation he/she is the role model and sets the standard of behavioral expectation during the transition process.

The chief takes responsibility for department priorities and sets the context for negotiating with stakeholders. He/she is responsible for the selection of the transition manager and the program coordinator and shall be consulted and have veto power on the selection of a training consultant. He/she is the final authority for policy implementation and modification.

He/she has authority for final approval on the personnel management plans to be utilized during training periods. He/she should seek input on the selection of the target training command, but the ultimate decision should be based upon his/her assessment the community environment.

In his/her leadership role the chief should take responsibility for communicating the progress of the program internally to the organization and externally to the community.

He/she should prepare the organization for the implementation of the program and provide updates as time passes. He/she should give recognition and rewards for achievements during the transition period.

POLICE ASSOCIATION REPRESENTATIVE

During the study process, the Police Association Business Manager was interviewed to determine the potential commitment of such a position to change, and the level of support that might be expected should this policy be implemented. He/she should be an informational conduit to assist with the successful implementation of the policy. The primary role of the association manager should be to provide a line of two-way communication outside the normal chain of command.

LATINO POLICE ASSOCIATION REPRESENTATIVE

The Latino Police Officer's Association is a social organization which strives to improve career opportunities for its members. Support and participation of the department's Latino officers is critical to the success of the plan. A San Diego Officer from this association should fill a role similar to that of the manager of the police association. He/she should provide continuous feedback to the membership on progress and provide input to the transition team about the concerns of the department's association members.

FIELD OPERATIONS CAPTAIN

As the planning arm for the field divisions the Field Operations Office coordinates activities and staffing functions for all field services. The commanding officer should coordinate all statistical research for the policy implementation and be responsible for a management plan to create the greatest availability of personnel for a training program.

He/she should keep the remaining area commanding officers informed of the implementation progress during the weekly field operations meetings.

His/her staff should supply support for the field application of the computer networking proposal. While they would not oversee the technical aspects of the system's function, they would be valuable for field application design and coordination with data processing technicians.

This position should be responsible for program audits and status reports in his area of responsibility.

TRAINING DIVISION CAPTAIN

This position should be the "Project Manager" and principal facilitator of the program goals. He helps to shape policy and analyze implementation strategy.

He/she should be responsible for identifying the target training command for initial policy implementation and for recommending a training consultant for the curriculum development phase. He/she would also have initial veto power of the training

format to ensure it meets with the chief's stated expectations. His/her staff could be responsible for the cost analysis, funding and grant proposals, if appropriate.

The recommended program commencement date, program modifications, overall status reports and routine briefing of the chief should be the responsibility of this captain. He/she also shares responsibility for communicating the program's progress to the department through the video communication system.

PROGRAM COORDINATOR

This lieutenant will be the key person on the transition management team. He/she works directly for the Training Division Captain and coordinates all activities for which the captain is responsible. He/she should have the latitude to identify and recruit his supporting staff for the implementation phases.

His/her short term goal should be to:

- 0 analyze existing resources
- 0 review potential training formats for adoption
- 0 identify an appropriate target training command
- 0 prepare a suggested implementation schedule.

The majority of negotiations and discussions with external constituencies, and status updates to the management team, can be accomplished by this lieutenant.

As the program is implemented, he/she may make recommendations for modifications, and he/she should share the responsibility for communication within the organization.

REWARD SYSTEMS

The reward system for the implementation of this policy should be commensurate with the effort expended to ensure its success. A system of rewards should be clearly defined and presented when the policy is implemented. Positive, constructive criticism should be publicly recognized by the chief. No sanctions should be imposed against those who make a good faith effort, but fail. The first opportunity to recognize success should be used to create an atmosphere for the development of exponential support.

SUMMARY

Part Three builds upon the knowledge gained to manage the transition to the desired future.

The necessary actors of the critical mass were identified and analyzed for their readiness, capability and commitment to the proposed change. From this critical mass a management structure was designed which permits the assignment of responsibility to maintain direction and reduce uncertainty during the transition state.

**CONCLUSIONS
AND
RECOMMENDATIONS**

CONCLUSIONS

There is evidence that illegal immigration and immigrant criminality will continue. The Immigration Reform and Control Act will continue to be implemented; however, interviewed immigrants, other knowledgeable individuals and panel forecasts indicate that economic and political conditions in Mexico will continue to push immigrants to the United States.

The limited budgets of local agencies make it neither politically wise nor fiscally responsible to commit resources to the enforcement of immigration law. Yet local agencies must develop policies in response to evident federal inability to adequately regulate immigration. Through comprehensive language/cultural training and networking with federal agencies, local departments can enhance their capability to respond to the presence and criminality of undocumented immigrants.

Leaders must assist their departments to put aside the values of the present in an effort to identify those necessary to shape a more desirable future. They must design structures to manage the organizational resources and capabilities of the present to develop the skills, talents and abilities necessary in that future.

As immigrants move into different parts of the community their sources of employment will change. As they seek advice from advocacy groups they will be more conscious of their human rights and challenge traditional enforcement techniques. Police must reshape their attitude toward undocumented immigrants through understanding and education.

RECOMMENDATIONS

The findings of this study relative to the issue suggest:

- 0 San Diego Police Department should initiate an introductory language/cultural training program in the academy and carry it into advanced training at permanent duty assignments.
- 0 Interagency cooperation within San Diego County is necessary to address immigration issues within the community and to develop a reliable base of statistical information.
- 0 Cooperation and statistical information should be accessible to the county judiciary and prosecutorial offices.
- 0 Community relations programs such as Crime Stoppers and Neighborhood Watch should be utilized in crime prevention efforts.
- 0 Collaborative efforts are necessary with federal agencies of the United States and Mexico.
- 0 Open lines of communication with Hispanic organizations are necessary to maintain ongoing dialogue on immigrant issues.

APPENDIXES

APPENDIX A

CANDIDATE EVENTS

- O Immigration Reform Act modified to allow guest workers
- O Development of high tech immigration enforcement system
- O National implementation of S.A.V.E. program(Systematic Alien Verification for Entitlement)
- O Amnesty reaches 70,000 for San Diego County
- O Federal funding eliminated for immigrant services
- O Another Mexican Revolution erupts
- O Law enforcement changes hands-off policy on illegals
- O War between Nicaragua and Honduras
- O Soviets take control of Nicaragua
- O Epidemic of diseases among illegal immigrants
- O Mexico defaults on all foreign debt repayment
- O U.S. employers stop hiring illegal immigrants
- O U.S. constructs a secure border barrier to prevent illegal entry
- O U.S. eliminates tax exempt status from churches providing sanctuary to illegals
- O California gains seats in the House Of Representatives because illegal immigrants included in the 1990 census
- O World banks refuse to exchange the Mexican Peso
- O Seventy-five percent of foreign investors liquidate holdings in Mexico.
- O Price of Mexican crude oil escalates to world high
- O National Guard deployed to stop illegal immigration
- O California requires Spanish language training for all police officers
- O Creation of a National Border Agency
- O Reform of Mexico's socioeconomic and political structure

APPENDIX B

CANDIDATE TRENDS

- O Implementation of Immigration Reform and Control Act
- O Numbers of illegal immigrants
- O Number of crimes committed by illegal immigrants
- O Border violence directed at immigration officials
- O Misdemeanor jail bookings for misdemeanor offenses
- O Level of immigrant employment in the agricultural industry
- O Level of change from agricultural to urban community
- O Safety and health code violations
- O Level of San Diego resident tolerance of immigrant presence in neighborhoods
- O Level of Mexican people's satisfaction with their government
- O Law enforcement assists health and zoning officials
- O Illegal immigrant sweatshops manufacture counterfeit goods
- O Involvement of young illegal immigrants in gang activity
- O Level of development in the maquiladora industry
- O Level of public services use by immigrants in San Diego
- O Peso exchange rate
- O Number of Latinos who are victims of hate crimes
- O Number of California law enforcement agencies with cultural training programs
- O Number of farm workers displaced by technology
- O Number of Border Patrol Agents
- O Number of illegal immigrants from other than Mexico
- O Level of full-time employment for undocumented immigrants
- O Level of hiring discrimination directed at Latinos

APPENDIX C

MODIFIED CONVENTIONAL DELPHI PANEL

DIRECTOR
CRIMINAL JUSTICE RESEARCH UNIT
SAN DIEGO ASSOCIATION OF GOVERNMENTS

TRANS BORDER AFFAIRS
PROJECT COORDINATOR
SAN DIEGO COUNTY

LIEUTENANT
SAN DIEGO POLICE DEPARTMENT

DIRECTOR U.S./MEXICAN
BORDER PROJECT FOR THE
AMERICAN FRIENDS SERVICE

ATTORNEY
BINATIONAL BUSINESS LAW

RESEARCH ASSOCIATE
CENTER FOR U.S.-MEXICAN STUDIES
UCSD

SENIOR IMMIGRATION INSPECTOR

SPECIAL PROJECTS ANALYST
SAN DIEGO COUNTY

INTELLIGENCE OFFICER
U.S. BORDER PATROL

PROFESSOR OF ECONOMICS
CENTER FOR U.S.-MEXICAN STUDIES
UCSD.

INTELLIGENCE RESEARCH SPECIALIST
U.S. CUSTOMS

DIRECTOR
BINATIONAL AFFAIRS
CITY OF SAN DIEGO

APPENDIX D

INFORMATION SHEET

This process is called a "Modified Conventional Delphi Panel." In this research method knowledgeable individuals analyze a complex issue and are able to make future forecasts based upon incomplete information. As one of eleven expert participants you will be asked to analyze information concerning an emerging law enforcement issue and later re-analyze the same information based upon the collective results of your group's response. Two rounds will be required to complete the process.

ROUND ONE

Enclosed in your packet are two instruments (Trend Evaluation and Event Evaluation) and an Issue Paper with "Introduction" at the top. The issue paper contains background information upon which you will make your analysis. After reviewing the issue paper, please refer to the Trend Evaluation instrument for a list of ten trends which might impact the issue.

TREND EVALUATION

There are ten trend statements with four rating boxes to the right of each. In each box place a number which reflects your estimate of the trend level. Today's level for each trend is set at 100. If you believe that a trend level was less five years ago than it is today, you would place a number less than 100 in the box "5 years ago." If you believe the level was greater five years ago then you would place a number greater than 100 in the box. The "Will Be" box is your estimate of the trend based upon your knowledge of the issue and your subjective assumptions. If you believe the same trend will increase or decrease in the next ten years, you will place a number higher or lower than 100 in the box "Will Be In 10 Years." If you believe the trend will neither increase or decrease, but will remain the same as today, then you will place a 100 in the box "Will Be In 10 Years." The "Should Be In Ten Years" box is your estimate of the trend based on the same assumptions, but with an optimistic outlook, as if you were able to alter the direction of the trend. Continue through the instrument until you have numbers in all boxes for each trend.

EVENT EVALUATION

This instrument contains ten event statements with five rating boxes to the right of each event. The first three boxes are your estimates of the probability of the event occurring. In the "Year That Probability First Exceeds Zero" box, indicate the first year that you believe it is possible for the event to occur. This could also include past years, since the box refers to the first year it was remotely possible (1 percent chance or greater) that the event could have occurred. For example, the first year that the probability of the federal government assessing fines against the City of San Diego for inadequate sewage treatment may have been

1984, even though it has not yet occurred. Threats of this were present, then based upon the federal standards; however, negotiations and other maneuvers have prevented it from occurring. Federal activity in this area continues to intensify and the probability of occurrence appears more likely as time passes.

In the box "By 1995" enter a number between 0 and 100 to indicate your percent estimate of the event occurring by that year. The higher the number, the greater the probability. Indicate your estimate of the event occurring by the year 2000 in the next box.

The last two rating boxes are your estimates of the event's impact on the issue and on law enforcement in general. The last two boxes are for the positive and negative impacts on the issue. Each event could have a positive impact, negative impact, both a positive and negative impact or no impact on the issue. If you believe an event will have a positive impact on the law enforcement response to illegal immigrants by the year 2000 then enter a number between 1 and 10 to indicate your estimate of the impact. If you believe the event will cause a negative impact then enter a number between 1 and 10 to indicate your estimate of the impact. The higher the number, the greater the impact. If you believe there is no positive impact, enter a zero. The same applies to the negative impact box.

This completes round one. The second round is a repeat of the same information with half the number of trends and events. The group will have identified the five most important trends and events. You will have an opportunity to re-evaluate your original ratings against the group picture during round two.

INTRODUCTION

How will law enforcement respond to illegal immigrants in the City of San Diego by the year 2000? Will law enforcement depend on the federal government for legislation and support or will it develop programs to cope with the illegal immigrants of the future?

The overwhelming majority of illegal immigrants affecting the City of San Diego are from Mexico and, therefore, provide the greatest opportunity for study.

San Diego County has long been the gateway to a better life for the impoverished living south of the Mexican/American border. The lack of any real control of illegal immigration adjacent to the border prompted the Immigration Reform and Control Act of 1986. The "act," often referred to as the "amnesty program," has been implemented in phases which included legalization of immigrants presently in the U.S. and the imposition of sanctions against employers of illegal immigrants. The full impact of the act has not been realized. The changing circumstances of illegal immigration could have a profound effect on the character, motivation and behavior of the illegal immigrant. Public interest and concern has developed over the presence of the illegal immigrant, resulting in demands that law enforcement take action. While some illegal immigrants engage in criminal conduct requiring police intervention, experience suggests the majority of public concern is over problems perceived due to their visibility. This creates a dilemma for a municipal agency that does not have the

training, manpower or responsibility for enforcing federal immigration law and is struggling to enforce criminal statutes in the City of San Diego. Future levels of illegal immigration are unknown at this time. The question to be answered is: "What will be the law enforcement response to illegal aliens in the City of San Diego by the year 2000?"

TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	Will Be In 10 Years	Should Be In 10 Years
Implementation of Immigration Reform & Control Act		100		
Level of immigrant employment in the agricultural industry		100		
Level of change from agricultural to urban community		100		
Level of Mexican people's satisfaction with their government		100		
Level of development in the Maquiladora industry		100		
Level of public services use by immigrants in San Diego		100		
Number of crimes committed by illegal immigrants		100		
Number of Hispanics who are victims of hate crimes		100		
Level of San Diego resident tolerance of immigrant presence in neighborhoods		100		
Number of California law enforcement agencies with cultural training programs		100		

TREND DEFINITION

1. Implementation of Immigration Reform and Control Act (IRCA) -
Although the phases of the act have been under way for some time, the full impact of the act has not been felt. Consider the level of impact on immigration before IRCA ("5 Years Ago"). Then consider ten years in the future for both "Will Be" and "Should Be" when each of the phases has been fully implemented. Your evaluation should be based upon the impact on the total number of illegal immigrants entering the U.S. for each rating box.
2. Level of immigrant employment in the agricultural industry -
This applies to either legal or illegal immigrants. Many in the agricultural industry believe the immigrants who successfully complete the amnesty process will move to sources of employment outside the agricultural industry. Evaluate the future of this trend based upon who will be available for work in the agricultural industry.
3. Level of change from agricultural to urban community - San Diego has experienced tremendous growth during the past ten years. Growth has consumed lands formerly used for agricultural purposes. Will this trend continue and, if so, to what extent?
4. Level of Mexican people's satisfaction with their government -
This trend should be considered in both the economic and political sense. The economics can be judged by the willingness of citizens to return their capital investments to Mexico and the extent to which Mexican employment can provide an acceptable standard of living. Political satisfaction is reflected by the extent to which the people believe reform is creating a legitimate, stable multi-party system.
5. Level of development in the maquiladora industry -
Maquiladoras are commonly referred to as "twin plants". One plant is on the U.S. side and one on the Mexican side. Tariffs are waived on materials and products exchanged between the two plants. This trend should be evaluated based upon an increase or decrease in the number of maquiladoras in the San Diego/Tijuana border area.
6. Level of public services use by immigrants in San Diego - Do immigrants use public services such as health and legal? If so, what will be the future level of use?
7. Number of crimes committed by illegal immigrants - This includes the crimes committed for survival after they arrive and those committed by those who come to the U.S. for

the purpose of committing crime.

8. Number of Hispanics who are victims of hate crimes - This relates to U.S. citizens, legal immigrants and illegal immigrants. Consider the level of crime directed at illegal immigrants which might strike other Hispanics.
9. Level of San Diego resident tolerance of immigrant presence in neighborhoods - This includes both legal and illegal immigrants. Residents complain about the presence of immigrants without regard for their immigration status. Immigrants are often found on neighborhood street corners seeking day labor.
10. Number of California law enforcement agencies with cultural training programs - This trend is based upon those agencies that have structured training programs to address cross cultural differences within the community.

EVENT EVALUATION

EVENT STATEMENT	PROBABILITY OF OCCURRENCE			IMPACT ON ISSUE AREA IF THE EVENT OCCURRED	
	First Year Exceeds Zero	By 1995 (0-100)	By 2000 (0-100)	Positive (0-10)	Negative (0-10)
Mexico defaults on all foreign debt repayment					
National Guard deployed to stop illegal immigration					
United States constructs a secure border barrier to prevent illegal entry					
California gains seats in the House of Representatives because illegal immigrants included in 1990 census					
Another Mexican revolution erupts					
Seventy-five percent of foreign investors liquidate holdings in Mexico					
California requires Spanish language training for all police officers					
Creation of a National Border Agency					
Immigration Reform Act modified to allow guest workers					
Reform of Mexico's socioeconomic & political structure					

EVENT DEFINITION

1. Mexico defaults on all foreign debt repayment - This event occurs when Mexico's reserves are insufficient to meet the schedule of debt service payments.
2. National Guard deployed to stop illegal immigration - This occurs when agitation within California reaches the point that citizens force the government to deploy the National Guard along the U.S./Mexico border to stem the flow of illegal immigrants.
3. United States constructs a secure border barrier to prevent illegal entry - This will have occurred when the U.S. begins construction of a barrier between the U.S. and Mexico which prevents unauthorized pedestrian border crossings or requires sophisticated means to defeat the barrier.
4. California gains seats in the House of Representatives because illegal immigrants included in 1990 census - This event occurs if California gains seats when reapportionment is effected and it can be demonstrated that illegal immigrants have been included in the 1990 census.
5. Another Mexican revolution erupts - This event occurs when there is a violent outbreak against authority which is designed to change Mexico's socioeconomic condition and to overthrow the ruling political party.
6. Seventy-five percent of foreign investors liquidate holdings in Mexico - This relates only to the maquiladora industry that employs Mexican citizens. This could be prompted by increased operational costs, or political or economic changes inside Mexico.
7. California requires Spanish language training for all police officers - This occurs when the State Commission on Police Officer Standards and Training (POST) establishes minimum Spanish language requirements for police officers.
8. Creation of a National Border Agency - This occurs when federal legislation is passed which consolidates the personnel of the Immigration and Naturalization Service, the Border Patrol and Customs into one agency.
9. Immigration Reform Act modified to allow guest workers - This will occur when the available labor force is inadequate to meet agricultural demands or the demand for unskilled labor in other fields requires legalized guest workers.
10. Reform of Mexico's socioeconomic and political structure - These conditions occur because of foreign debt rescheduling, economic reforms, the growth of the multi-party political system and improvement in job/wage conditions. This causes political stability which promotes confidence of internal investment and stems the outward flow of capital from Mexico.

(SECOND ROUND DELPHI)

INFORMATION SHEET
ROUND TWO

ROUND TWO

Enclosed you will find shortened versions of the Trend Evaluation and Event Evaluation with five statements in each category. After you review the groups's scores for these two instruments, please indicate your new score for trends and events. You may repeat your original scores or you may change your score based upon the group's analysis, either by agreeing or disagreeing. Please remember to fill in each rating square of each form.

CROSS-IMPACT EVALUATION FORM (Left half dealing with Events)

This part of the instrument evaluates the effect of one event (assuming that it happened) would have on the probability of another event occurring. For example, suppose that Event #1, "National Guard deployed to stop illegal immigration," actually occurred. What effect would that event have on the probability of Event #4, "Immigration Reform Act modified to allow guest workers," occurring? It might increase, decrease, or not change the probability of Event #4 occurring. Place a score in the box where the two events meet. This score is your estimate of the percentage of impact. Continue down the left hand column of the form until all events have been evaluated against each other event. If you believe that one event has no impact on the occurrence of another event, simply place an "X" in the box where the two events intersect on the form. Notice that this is the case on the form where the same event intersects itself.

CROSS-IMPACT EVALUATION FORM (Right half dealing with Trends)

This part of the instrument evaluates the effect events have on the Level of Trends. Place a rating of your estimate of the effect in the box where the event intersects with the trend. To evaluate an event's effect on each trend, start on the left hand side of the chart and answer each event question in this manner: Suppose that Event #1, "National Guard deployed to stop illegal immigration," actually occurred. How would the level of Trend #2, "Level of Mexican people's satisfaction with their government," be affected by that occurrence? If there is no effect, leave the box blank. Continue through each event to trend box until you have placed a score for each. These scores are your estimates of the percentage of effect based upon your expertise.

APPENDIX E

DESIRABILITY & FEASIBILITY RATING DEFINITIONS

Feasibility:

Definitely Feasible	no hindrance to implementation no R&D required no political roadblocks acceptable to the public
Possibly Feasible	indication this is implementable some R&D still required further consideration to be given to political or public reaction
Possibly Infeasible	some indication unworkable significant unanswered questions
Definitely Infeasible	all indications are negative unworkable cannot be implemented

Desirability:

Very Desirable	will have positive effect and little or no negative effect
Desirable	will have positive effect, negative effects minor beneficial justifiable as a by-product or in conjunction with other items
Undesirable	will have a major negative effect harmful may be justified only as a by-product of a very desirable item
Very Undesirable	will have a major negative effect extremely harmful

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