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**SOUTHEAST ASIAN POPULATION
AND POLICE SERVICE DELIVERY
BY THE YEAR 2004**

TECHNICAL REPORT

MARK W. HERDER

**COMMAND COLLEGE CLASS XX
PEACE OFFICER STANDARDS AND TRAINING
SACRAMENTO, CALIFORNIA**

APRIL, 1995

Running Head: SOUTHEAST ASIAN POPULATION

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

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

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

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N. I. J. ABSTRACT

Southeast Asian Population and Police Service Delivery by the Year 2004.

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The future of police service delivery relating to the Southeast Asian community is examined. The study encompasses an overview of current Southeast Asian demographics in the United States and California. Included are graphs detailing Asian refugee arrivals, their distribution in the United States, and those receiving AFDC, (Aid For Dependent Children.)

A model strategy for implementing neighborhood police facilities in Southeast Asian neighborhoods is described. Significant trends and projected events are analyzed which would impact police service delivery by the year 2004 in a Southeast Asian community.

Future state scenarios are proposed that include a transition management plan. Also included is a management model for conducting cultural awareness training for law enforcement personnel.

CHAPTER ONE

INTRODUCTION

Today, many Americans live in cities and in increasingly uncivilized environmental circumstances (Kennedy, Moore, & Sparrow, 1990). To alter this environment, police service delivery in many communities is changing. This is occurring for different reasons. In some communities, citizens are demanding more face-to-face interaction with the police. Others want a larger say in how the community is policed, and some communities simply want more control over the police department. Regardless of why this shift in policing styles is occurring, it is apparent that in the future, a community must police itself. At best, the police will only assist in this task.

To envision what future methods might be used to deliver police services, we should briefly review the past. Previous assumptions regarding police service delivery have proven to be wrong. Preventive patrol has traditionally been the central component of police operations. It is frequently referred to as the *backbone* of policing (Cordner & Hale, 1992).

Two traditional styles of policing--preventive patrol and rapid response--were believed by most police to be important in controlling crime. Two ground-breaking experiments conducted in 1972 and 1977 focused on police service delivery in Kansas City, Missouri.

In the 1972 study, preventive patrol was analyzed. Three areas of the city were given different styles of patrol service. The first area received no patrol service at all. Emergency calls were answered, but no preventive patrol was conducted. The second area was patrolled

two or three times more than normal. The third area received preventive patrol as normal. These variations in patrol seemed to have no impact on the levels of crime or fear of it. The residents in the three areas did not notice anything different in their neighborhoods (Kennedy et al., 1990).

In 1977, Kansas City conducted an experiment focusing on rapid response. It was determined that by the time the police arrived at a crime scene, it was generally far too late. If victims waited more than five minutes to call police, the suspect was gone. Most victims waited much longer. "Only two percent of the department's serious crime calls seem to merit rapid response" (Kennedy et al., 1990). Thus, law enforcement has slowly abandoned the *traditional* policing style of preventive patrol and rapid response.

In the 1970s and 1980s, the rate of violent crime in America spiraled. Increased media coverage tended to broaden the fear of crime and social disorder. During this period of law enforcement, many departments continued with their traditional policing style. Beginning in the 1990s, police departments began adopting a community-oriented policing philosophy, and implementation has been swift.

Community-Oriented Policing

Presently, community-oriented policing exists under many different names. In some agencies, it is known as C.O.P.P.S. (Community-Oriented Policing and Problem Solving), C.R.A.C. (Community Resources Against Crime), or Practical Center Policing. In Stockton,

California, community-oriented policing is referred to as the *Safe Stockton Plan*. It consists of two main components--the *Safe Neighborhoods Program* and the *Safe Schools Program*.

The Safe Neighborhoods Program is a neighborhood-based, quality-of-life program. It is used in targeted neighborhoods where several City departments work in conjunction with members of the community; providing services directed at reducing or eliminating criminal activity and cleaning up the area by towing abandoned vehicles and removing trash and debris.

The Safe Schools Program is managed by a deputy city manager. The Program involves placing police officers at selected schools in a non-threatening role. The officers serve as role models, attempt early intervention in stopping or reducing street gang membership, and conduct drug awareness and prevention education.

Regardless of the name, community-oriented policing is not new. It involves the community in developing both short- and long-term solutions to the social problems that contribute to crime and deterioration in specific neighborhoods. While police officers continue to make arrests and answer calls for service, their goal is to create greater interaction between police officers and the community, working together to develop innovative ways to reduce and prevent crime. Recognizing the many definitions of community-oriented policing, it is defined for this study as follows:

A philosophy which recognizes the interdependence and shared responsibility of the police and members of the community to build a safe and more liveable environment. As a method of policing, it encourages the development of public/ private partnerships whose

members identify community safety issues, determine available resources, develop and apply innovative strategies to create and sustain healthy, vital neighborhoods. Furthermore, it reflects the values of: (a) community participation in decision making, (b) police accountability, and (c) deployment of police personnel at a level closer to the people in the neighborhood.

A community-oriented policing philosophy is often implemented with relative ease in neighborhoods consisting of the employed, property owners, or areas with a low crime rate. Implementation is not accomplished with such ease when the neighborhood consists of minority groups with language barriers, a high unemployment rate, and a high crime rate. Law enforcement throughout the nation is struggling with this issue. As such, it is a challenge to implement any type of community-oriented policing in predominantly Southeast Asian neighborhoods.

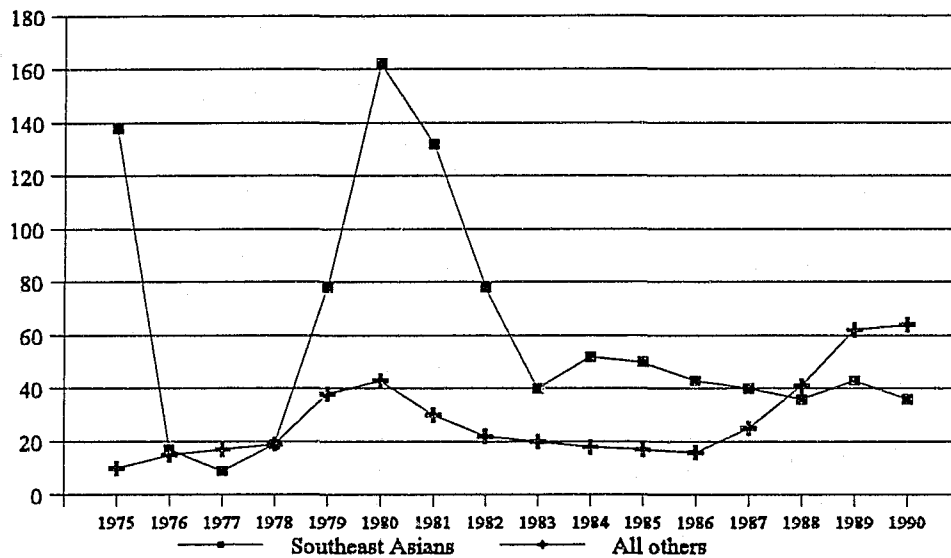
Broadly defined, Southeast Asia is the area between Europe and North America. It is comprised of 41 countries, 25 of which are in or border on the Pacific Ocean. This area includes roughly half of the world's population (Wong, 1993). People from these countries, thousands of which were refugees and former political prisoners, began immigrating to America at the end of the Vietnam War. These included Vietnamese, Cambodian, Laotian, Thai, and Hmong (Berry, 1994). They comprise the majority of the Southeast Asian population seen in the United States today.

Overall, Southeast Asians in the United States number approximately 7.3 million. Since 1980, the Southeast Asian-American population has more than doubled and is expected to continue its rapid growth. Today, immigrants from Southeast Asia comprise 40% of all immigrants to this country. Due to the high rates of continuing immigration, a large

proportion of Southeast Asian-Americans are foreign born, and English is their second language (U. S. Commission on Civil Rights, 1992).

Figure 1

Refugee Arrivals into the U.S.



Note. From *The State of Asian Pacific America: Economic Diversity, Issues & Policies* (p. 117) by E. Blumenberg and P. Ong, 1994, U.S.A: LEAP Asian Pacific American Public Policy Institute and UCLA Asian American Studies Center.

Demographics

Most Southeast Asian groups settle in the western United States (U. S. Commission on Civil Rights, 1992). As of 1990, 44 counties in the United States had Southeast Asian populations exceeding 5%. In *California's Forecasts*, it is predicted California's population will be 36.2 million by the year 2000 (Kiplinger, 1992). Southeast Asians and Hispanics will

post the major population gains, while the Caucasian population will decline and the African-American population will remain stable (Kiplinger, 1992).

Table 1

Distribution of Southeast Asians in U. S.

STATE	1990 CENSUS	
	TOTAL NUMBER	% OF TOTAL
California	453,363	45.3%
Texas	85,029	8.5%
Washington	36,724	3.7%
Minnesota	36,459	3.6%
Massachusetts	33,732	3.4%
Virginia	27,178	2.7%
Pennsylvania	23,788	2.4%
Wisconsin	23,010	2.3%
New York	22,619	2.3%
Florida	20,379	2.0%
TOTAL	1,001,054	
<i>Census figures do not include Chinese born in Southeast Asia.</i>		
<i>Source: U. S. Bureau of the Census, 1990 Census Report.</i>		

Note. From *The State of Asian Pacific America: Economic Diversity, Issues & Policies* (p. 119) by E. Blumenberg and P. Ong, 1994, U.S.A.: LEAP Asian Pacific American Public Policy Institute and UCLA Asian American Studies Center.

The influx of Southeast Asians to the United States has not diminished. Political upheavals and natural disasters motivated many Southeast Asians to enter the United States during the 1980s (see Table 1).

Today, 29 California cities with populations exceeding 50,000 people have ethnic pluralities but no ethnic majority (Staff, 1991). Table 2 presents a partial list of these cities.

Table 2

California Cities with Ethnic Pluralities

<u>City</u>	<u>Total Population</u>	<u>Caucasian %</u>	<u>Hispanic %</u>	<u>Asian %</u>	<u>Black %</u>
Los Angeles	3,485,398	37.3	39.9	9.8	14.0
San Jose	782,248	49.6	26.6	19.5	4.7
San Francisco	723,959	46.6	13.9	29.1	10.9
Long Beach	429,433	49.5	23.6	13.6	13.7
Oakland	372,242	28.3	13.9	14.8	43.9
Fresno	354,202	49.4	29.9	12.5	8.3
Stockton	210,943	43.6	25.0	22.8	9.5
San Bernardino	164,164	45.5	34.6	4.0	16.0
Chula Vista	135,163	49.8	37.3	8.9	4.6
Ontario	133,179	47.0	41.7	3.9	7.3

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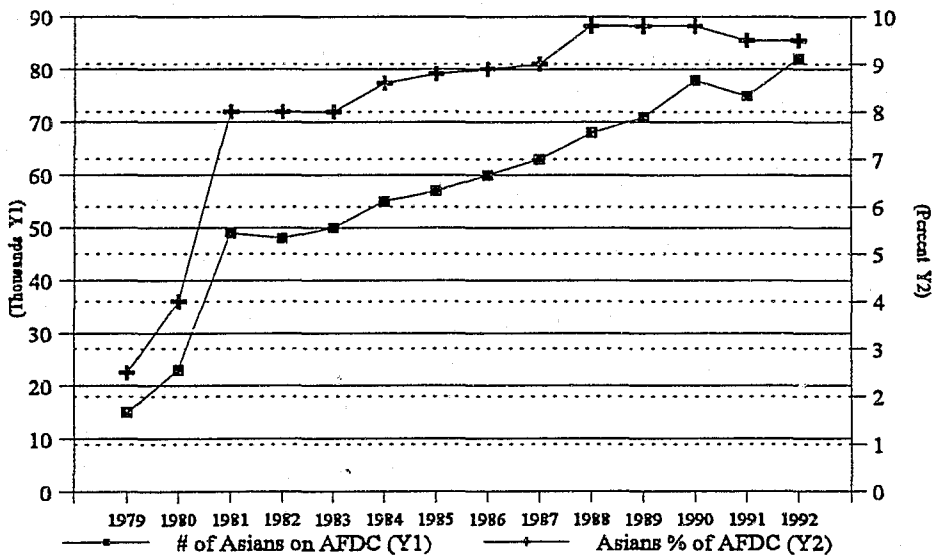
By the year 2000, it is estimated that the Southeast Asian population in California will be 12% (Kiplinger, 1992). This increase in the Southeast Asian population will have a significant impact on the economy.

In 1991, the median household income for Asian-Americans in the United States was \$36,449, compared to Caucasians at \$31,569, Hispanics at \$22,691, and African-Americans at \$18,807. Still, in 1991, 13.8% of the Southeast Asian population lived in poverty. This represents approximately one million Asians ("Asians and Pacific Islanders," 1991).

Unlike other ethnic or racial groups, Southeast Asians have been channeled into welfare programs as part of a national strategy to facilitate their economic assimilation (Blumenberg & Ong, 1994). This is most evident in California, where 80% of the Southeast Asians receive Aid For Dependent Children--AFDC (Blumenberg et al., 1994).

Figure 2

California Asians on AFDC



Note. From *The State of Asian Pacific America: Economic Diversity, Issues & Policies* (p. 115) by E. Blumenberg and P. Ong, 1994, U.S.A: LEAP Asian Pacific American Public Policy Institute and UCLA Asian American Studies Center.

Although many perceive them as the affluent *model minority*, Asian-Americans are just as likely to be impoverished and disadvantaged as they are to be economically successful (Brooks, 1994).

Southeast Asians are already having an impact on education. During the past seven years, 40.4% of Southeast Asian-Americans were eligible for admission to the University of California, compared to only 20.5% of Caucasian students. In the California State University system, 61.5% of Southeast Asian-Americans were eligible for admission, as opposed to 38.2% of the Caucasian students (Wong, 1993).

On January 16, 1994, *The Stockton Record* reported that the first Southeast Asian-American was to be appointed to the Federal Communications Commission. The appointee was educated and raised in Stockton, California (Barth, 1994). The future in California and the nation indicates a clear trend--Southeast Asian-Americans will have a greater economic, political, and social impact; specifically, the new arrivals.

The vast majority of people feel that there is more crime in their communities than a year ago and an overwhelming percentage of the population fears becoming a victim of crime (Meddis, 1993).

The Southeast Asian population is not immune to this fear of crime and victimization. Because of their past experiences with certain law enforcement agencies (e.g., agencies dealing with anti-Southeast Asian immigration laws, health/sanitation code violations in restaurants), as well as perceived unresponsiveness by police, Asian-Americans are reluctant to report crimes and may not seek police assistance (Harris, Levine, Shusta, & Wong, 1995).

The literature, both present and past, signals an urgent need to research this future impact on law enforcement. The question is not whether Southeast Asians will impact our future, but how law enforcement will prepare to meet it. This challenge forms the framework within which this research began to focus.

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AUTHOR: MARK W. HERDER.

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In the early 1990's, many Americans live in cities and in increasingly uncivilized environmental circumstances (Kennedy, Moore, & Sparrow, 1990). To alter this environment, police service delivery in many communities is changing, for varied reasons. In some communities, citizens are demanding more face-to-face interaction with the police. Others want a larger say in how the community is policed, and some simply want more control over the Police Department. Regardless of why this shift in policing styles is occurring, it is apparent that in the future, a community must police itself. At best, the police will only assist in this task.

To envision future methods of delivering police services, we should briefly review the past. Previous assumptions of service delivery have proven to be wrong. Preventive patrol, the *backbone* of policing, has traditionally been the central component of police operations (Cordner & Hale, 1992).

Two traditional styles of policing--preventive patrol and rapid response--were believed by most police to be important in controlling crime. Two ground-breaking experiments conducted in 1972 and 1977 focused on police service delivery in Kansas City, Missouri.

In the 1972 study, preventive patrol was analyzed. Three areas of the city were given different styles of patrol service. The first area received no patrol service at all. Emergency calls were answered, but no preventive patrol was conducted. The second area was patrolled two to three times more than normal. The third area perceived preventive patrol as normal. These variations in patrol seemed to have no impact on the levels of crime or fear of it. The residents in the three areas did not notice anything different in their neighborhoods (Kennedy et. al, 1990).

In 1977, Kansas City conducted an experiment, focusing on rapid response. It was determined that, by the time the police arrived at a crime scene, it was generally far too late. If victims waited more than five minutes to call police, the suspect was gone. Most victims waited much longer. Only two percent of the department's serious crime calls seem to merit rapid response (Kennedy et al., 1990). Thus, law enforcement has slowly abandoned the *traditional* policing style of preventive patrol and rapid response.

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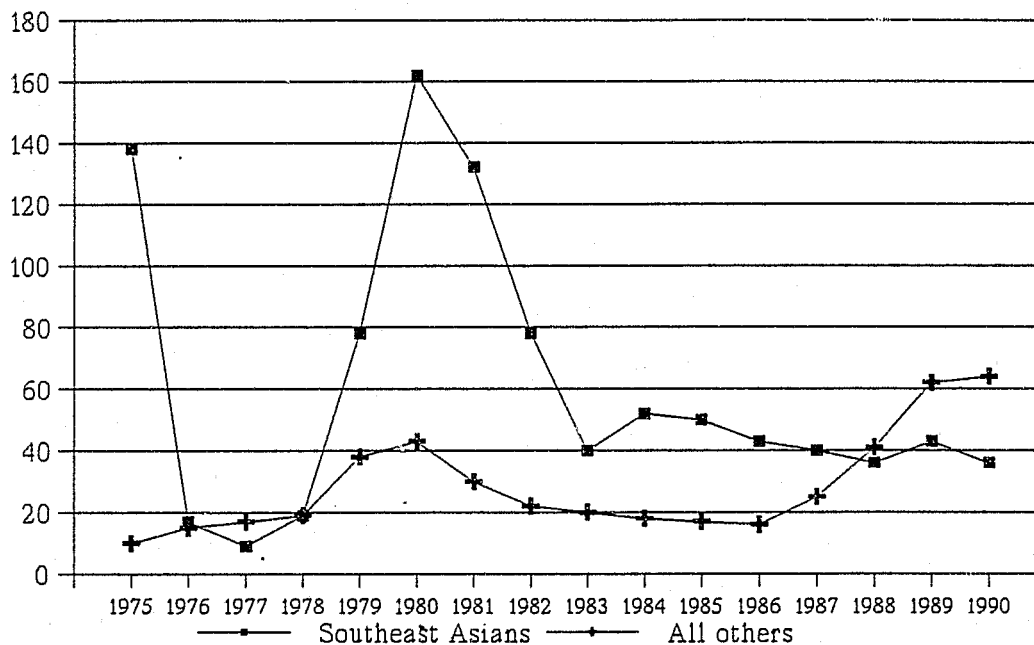
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Overall, Asians in the United States number approximately 7.3 million. Since 1980, the Asian-American population has more than doubled and is expected to continue its rapid growth. Today, immigrants from Southeast Asia comprise 40% of all immigrants to this country. Due to the high rates of continuing immigration, a large proportion of Southeast Asian-Americans are foreign born, and English is their second language (U. S. Commission on Civil Rights, 1992).

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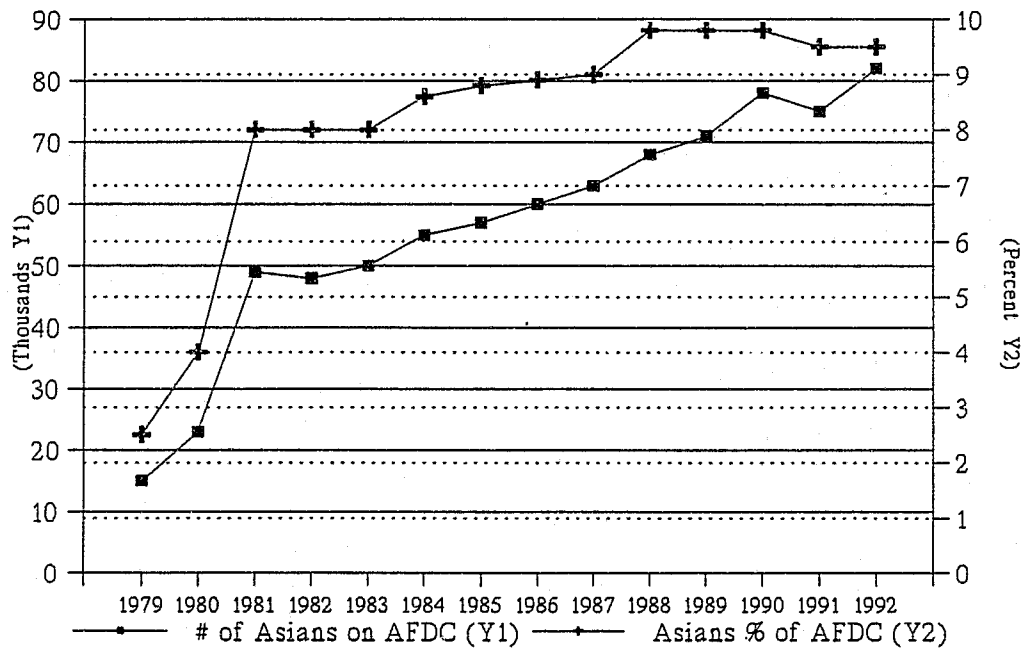
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Southeast Asians are already having an impact on education. During the past seven years, 40.4% of Southeast Asian-Americans were eligible for admission to the University of California, compared to only 20.5% of Caucasian students. In the California State University system, 61.5% of Southeast Asian-Americans were eligible for admission, as opposed to 38.2% of the Caucasian students (Wong, 1993).

On January 16, 1994, *The Stockton Record* reported that the first Southeast Asian-American will be appointed to the Federal Communications Commission. The appointee was educated and raised in Stockton, California (Barth, 1994). The future in California and the nation indicates a clear trend--Southeast Asian-Americans will have a greater economic, political, and social impact.

The vast majority of people feel there is more crime in their communities than a year ago, and most fear becoming a victim of crime (Meddis, 1993). The Southeast Asian population is not immune to these feelings. Because of their past experiences with certain law enforcement agencies (e.g., agencies dealing with anti-Southeast Asian immigration laws, health/sanitation code violations in restaurants), and the perceived unresponsiveness of police, Southeast Asian-Americans are reluctant to report crimes and may not seek police assistance (Harris, Levine, Shusta, & Wong, 1995).

The literature, both present and past, signals an urgent need to research this future impact of Southeast Asians on law enforcement and discover how law enforcement will prepare to meet that need.

A Futures Study was conducted, looking at the Southeast Asian population and police service delivery in the year 2004. Part of this study included a Strategic Plan and Transition

Management Plan to assist law enforcement in their efforts. The following is a synopsis of that research.

The Future of the Issue

The success of law enforcement depends on the effect that various trends and events could have on the Southeast Asian population and police service delivery in the year 2004. To identify the important trends, a brainstorming process known as a Nominal Group Technique (NGT) was used, which involved members from the local Southeast Asian population as participants. It also included an educator and law enforcement commanders. The Nominal Group members were asked to identify trends that could bear on the role of law enforcement's service delivery to the Southeast Asian population by the year 2004.

The Nominal Group selected the following ten trends as those which would most likely affect the future of this issue:

1. Level of Cultural Awareness Training - This would reflect the amount of actual training of cultural issues being done by law enforcement.
2. Level of Crime Reporting by Southeast Asians - The change in the total number of crime reports filed by Southeast Asians.
3. Status of Traditional Family Values - The change from Third-World values, mores, traditions, and the rapid adoption of the Western culture.
4. Level of Trust Between the Police and the Southeast Asians - This would reflect the amount of interaction between law enforcement and the Southeast Asian population.

5. Cultural Barriers Versus the Law - The degree to which the Southeast Asian culture clashes with law enforcement service delivery..
6. Level of Southeast Asian Representation in Law Enforcement - The change in law enforcement to reflect the diversity of the community served.
7. Value Shift to Western Culture - The negative feelings of not fitting into this new culture.
8. Level of Southeast Asian Community Leaders or Representatives - This reflects the lack of political positions and community leadership roles filled by Southeast Asians.
9. Level of Available Social Services - The overall level of social services available to the Southeast Asian community.
10. Focused Recruitment - This reflects the actual efforts and results of law enforcement to hire Southeast Asian officers.

The Nominal Group also identified ten events which they perceive as being critical to the future issue. The events the Group selected were as follows:

1. Southeast Asian Woman Elected to the City Council - City elections are held and Southeast Asian voter turnout brings a Southeast Asian female to the City Council.
2. Mandated Program to Promote Cultural Integration - This would accelerate cultural understanding and integration of Southeast Asians.
3. New Police Chief with Southeast Asian Background - This would greatly reduce the lack of trust the Southeast Asian community harbors for law enforcement.

4. Cultural Bias Eliminated from Entry-Level Law Enforcement Exams - This would accelerate hiring of Southeast Asian police officers.
5. Welfare System Eliminated - A sense of community is difficult to establish in a neighborhood whose existence is based on welfare.
6. Mandated Cultural Training for Law Enforcement Officers - Law enforcement must be educated on the diversity of the community they serve.
7. Southeast Asians Accede to Domestic Violence Laws - This would reduce the level of domestic violence in the Southeast Asian population.
8. Civil Suit Charging Police with Cultural Harassment - A potential method to reduce the perceived harassment of Southeast Asians by law enforcement.
9. Peace Returns to Southeast Asia - Older refugees would return to Southeast Asia, disrupting the family values and culture for the Southeast Asian-American population.
10. Police Department Achieves Labor Force Parity - Southeast Asians are well represented within the ranks of law enforcement.

Scenario

Using these trends and events, alternative future scenarios can be developed. What follows is how the Stockton Police Department may appear in the year 2004:

In November, 1995, a new entry-level police officer examination, in which cultural bias was eliminated, was introduced in Stockton (E-4). Diverse groups--i.e., Hispanics, African-Americans, Southeast Asians, Caucasians, Indians, etc.--scored equally well on the examination. Throughout California, cities began to certify diverse lists of candidates for entry-level police officer.

During 1997, mandated cultural training for all federal, state, and local government agencies became law (T-1), and many Southeast Asians participated in

developing and conducting this training for public employee groups. Additionally, many Southeast Asians became more westernized themselves, obtaining firsthand insight into the American culture and moving further from their own traditions (T-7).

In 1999, after the state legislature mandated focused recruitment for minority police officers (T-10), Stockton reached labor force parity with its work force (E-10). Parity as it related to African-Americans, Hispanics, and other ethnic groups, was attained with relative ease in other City departments. As Stockton's Southeast Asian population experienced rapid growth, however, Southeast Asian representation in the Police Department was slow in coming, despite rapid growth in the Southeast Asian population, which represents 35% of Stockton's population. Through comprehensive recruiting and mandatory hiring of only Southeast Asian police officers, parity within the Police Department became a reality. Southeast Asian police officers now are very visible in the Stockton Police Department's command staff and rank and file (T-6).

It was evident that trust and understanding of law enforcement was beginning to be established. In 1999, Southeast Asian women began reporting crime and domestic violence (T-2) in unprecedented numbers.

As many Southeast Asians gained political influence over the last ten years, Southeast Asian street gangs were reduced 10%. To the community's satisfaction, a Southeast Asian was appointed Police Chief (E-3).

Chief Tran established neighborhood police substations and expanded community-oriented policing in Stockton. Emphasis was continually placed on increasing the level of trust between the Southeast Asian community and the Police Department (T-4).

In the year 2000, young-adult Southeast Asians began taking a visible leadership role in the Stockton community and many are now Neighborhood Watch Captains. Peace simultaneously returned to Southeast Asia, and many of these new leaders' parents and elderly grandparents immigrated back to their Southeast Asian homeland (E-9). The status of maintaining the traditional Southeast Asian family values (T-3) was impacted once again, and a significant amount of family strife was experienced in the Southeast Asian communities.

The City of Stockton Police Department has achieved a community-wide sense of security as it relates to crime. Part One crimes (burglary, auto theft, robbery, larceny, arson, rape, murder, assault) have not registered a significant increase for two years. As Year 2003 ends, newly elected City Council member Sovanna Nguyen (E-1) announced that community-oriented policing has significantly contributed to reducing crime, and community members' fear of it, in Stockton (T-8). Currently, five neighborhood police facilities are operating in the city, three of which are located in Southeast Asian neighborhoods. Community-oriented policing has been in existence in the city of Stockton for ten years, and the community is working in partnership with the police. Councilmember Nguyen publicly thanked all community leaders for actively working with the Police Department in making community-oriented policing a citywide success. She emphasized how well community-oriented policing has been embraced by the Southeast Asian community.

The Stockton Police Department achieved labor force parity, continued its community-oriented policing model, and realized trust and support from the Southeast Asian community. The department is continuing with cultural training for all officers and management staff. Community unity appears on the horizon.

Strategic Planning

Strategic planning is a means of achieving a desired future state by comprehensive analysis of the environment and current conditions. Key players and stakeholders are identified, and their concerns are analyzed for their influence on the issue. Alternative strategies are developed, and the one that appears to have the greatest potential for success is identified.

The organization focused on is the Stockton Police Department, which has 543 employees, 375 of which are police officers. The Department serves a population of 240,000 residents. The community is ethnically diverse, composed of 44% Caucasian, 24% Hispanic, 22% Southeast Asian, 9% African-American, and 7% American Indian. Stockton is a city with succinct neighborhoods, whose boundaries are based on social and economic factors; one service area for patrol officers may include several different ethnic groups. Since 1991, the Stockton Police Department has moved toward a community-oriented policing philosophy for service delivery. As part of this study, a mission statement was developed, focused on the Southeast Asian community. It is as follows:

The Stockton Police Department's mission is to create a safe environment for the community that honors, values, and embraces our cultural diversity. We seek to improve the quality of life for each citizen while working in partnership with the community. We commit to working with all segments of the community in a long-term problem solving. We will strive to utilize personnel and fiscal resources both efficiently and effectively while remaining responsive to our community's needs. To realize this mission, an environmental and organizational analysis must be considered.

Environmental Analysis

An analysis was conducted of the Stockton Police Department's organization environment as it specifically relates to the Southeast Asian population and future police service delivery. This included the consideration of the positive opportunities for achievement, as well as the threats which would impede progress.

In the Southeast Asian community, many members are becoming the new, young professionals. The Southeast Asian culture is highly motivated toward attaining college education, and this new Southeast Asian generation will not be as strongly bound by Third-World traditions. Federal and state funds targeted for cities with high crime and a community-oriented policing philosophy are now available. As the Southeast Asian population ages and more members obtain education, they will purchase more business licenses and pay higher property taxes, thereby creating another funding source in the community, and fewer will remain dependent on the welfare system. A community-oriented policing philosophy directed toward the Southeast Asian community will become an achievable opportunity.

Immigrant bashing, immigration quotas, racial/cultural conflicts, and changing family values will continue to contribute to disharmony in the Southeast Asian community. As Southeast Asians become westernized, they may adopt the prejudices and biases toward law enforcement which impede communication. This could include non-support of neighborhood watch, recruitment, or criminal investigation efforts. Without open communication, a community-oriented policing philosophy will be difficult or impossible to implement.

Additionally, political leaders may withhold support for the Southeast Asian community's move into the future, as the complexity of different cultures, language barriers, and lack of communication sometimes causes hostility and suspicion. Some political leaders may feel other issues warrant more attention and may not support the use of public funds to promote the interests of the Southeast Asian community.

Organizational Analysis

To achieve the mission described in this study, an analysis of the Stockton Police Department's strengths and weaknesses was conducted, focusing on the Department's capabilities to implement a community-oriented policing philosophy, specifically in the Southeast Asian section of the city. Strengths and weaknesses were identified as follows:

Strengths

Political support for implementing a citywide community-oriented policing philosophy is strong. In 1992, the Stockton City Council and Chief of Police implemented the Safe Stockton Program, which is based on problem-solving and community-oriented policing and is now evolving into a departmental model of policing in the future. Today, community-oriented policing teams are working in four separate high-crime neighborhoods, none of which are densely populated by Southeast Asians.

Weaknesses

Other City departments are reducing their budgets, staffing, and services to afford public safety, which generates animosity between certain City departments and the Police Department. Citizens are also complaining about reduced City services and a decline in their quality of life.

Key Stakeholders

No strategy can succeed without stakeholders who could affect the future role of the police and their service delivery. For Stockton, this group includes the City Council, the City Manager, the Chief of Police, the command officers, the police officers, the Southeast Asian community, other City departments, other ethnic groups, and the city at large.

Various assumptions were assigned to each stakeholder. For all police personnel, including the command staff, there would be support for enhancing service delivery to the Southeast Asian population as long as it reduced problems and did not overburden more traditional service commitments. For councilmembers, it was assumed there would be some support for the new police role, but that the police could do more with existing services without appreciable cutting. The City Manager and Chief of Police were assumed to be generally supportive of an active police role in increasing service delivery. Concerns were raised about the drain of resources on other City services.

Key Strategies Considered

Alternative strategies were analyzed for their short- and long-term desirability, implementation feasibility, costs, and stakeholders' support; and two key strategies were identified. The first was to use a trained cultural-awareness facilitator, addressing the Southeast Asian population through education of the law enforcement officers. The second was opening neighborhood police facilities in the Southeast Asian neighborhoods. This would offer communication and education to the Southeast Asian community. It was easy to see that these two strategies could be combined and supported with an appropriate implementation plan.

Implementation Plan

The implementation plan will develop and possibly accelerate the Southeast Asian population's trust of law enforcement (which may require a decade to acquire). Based on selected strategies, the plan would be implemented in three phases, as follows:

Phase 1 - Internal Needs Assessment

- Assessment of Support and Commitment from Command Staff
- Identification/Allocation of Funds for Cultural Training Instructor
- Selection of Transition Team and Chairperson
- Identification of Southeast Asian Community Leaders to Assist in the Training

Phase 2 - Program Development

- Cost Analysis for the Cultural Awareness Training Facilitator
- Cost Analysis for Neighborhood Police Facilities and Personnel, with Emphasis Placed on Utilizing Existing Structures Located in City Parks
- Identify Learning Methods to Include Role Playing, Group Discussions, and Interactive Video
- Develop Cultural Awareness Training Scheduling, Including all Department Members

Phase 3 - Preparing for Change

- Contract Negotiating with the Cultural Awareness Training Facilitator
- Facilitator Training and Final Goal Selection
- Overview Demonstration of Training Objectives and Course Content

- Finalize Cost Estimates for Neighborhood Police Facilities and Personnel
- Develop an Evaluation Process to Monitor Achievements and/or Failures

Transition Management

A transition management plan is a process for getting from today's situation to the selected future scenario. During the transition phase, an organization can experience disruption as old policies and practices are modified or abandoned in favor of new ones. This can result in internal chaos, uncertainty, and stress.

Key individuals will comprise what is known as the *critical mass*, or those who will deliver the requisite stakeholders' support. Key stakeholders were identified as having the power to significantly bolster the success of the strategic plan. Stockton's critical mass would be these individuals: Mayor, Chief of Police, Deputy Chief of Police, President of the Stockton Police Officers' Association, and two leaders from Southeast Asian neighborhood associations.

Critical Mass Analysis

Stockton's Mayor could deliver the City Manager, most of the City Council, and many neighborhood associations. The Mayor's support is critical to the success of the transition.

The current Chief of Police is the first minority police chief in the history of Stockton. He is personally aware of the perception shared by certain minority groups regarding police service delivery. Through the Chief's leadership, the Police Department can move into a partnership with the Southeast Asian community.

The Deputy Chief of Police is a highly-visible, community-oriented, minority command officer. He also understands Stockton's diverse communities.

The police union and its president, whose support is needed, have endorsed the community-oriented policing philosophy and the strategic plan. As Southeast Asians become police officers and community service officers, they will expect support for the Southeast Asian community. The union president needs to be a role model and facilitate the union membership's acceptance of this plan.

The director of one of Stockton's largest housing projects for the Southeast Asian population is a member of the critical mass. She is suspicious of the Police Department and does not understand slow police response, telephone reports, or call priority systems. One way to develop her understanding of the Police Department is to include her in the Police Department's Citizens Academy. Law enforcement issues that members of the Southeast Asian community do not understand are included in the curriculum.

The last member of the critical mass is a Laotian community leader. He is Director of the Refugee Center which assists Southeast Asians with problems in criminal and civil law, immigration laws, social services, and other areas of concern. The Refugee Center is funded by San Joaquin County and several federal grants. This individual should also participate in the Citizens Academy.

The latter two members should also be appointed to a cultural awareness advisory committee, established by the Police Department.

Finally, the Chief of Police should appoint the Deputy Chief of Police as the transition team chairperson. Such action would demonstrate a long-term commitment to the Southeast Asian community through community-oriented policing and service delivery.

Transition Management Structure

A temporary management structure is needed for the transition from the current state to the future state. The management team envisioned would include representatives from throughout the Police Department. Personnel selected would possess a strong, people-oriented management style. The transition team chairperson would be someone well respected, familiar with the community, and knowledgeable with the formal and informal processes within the Police Department. The current Deputy Chief of Police is the best choice for chairing the transition team. He has the requisite clout, resources, and inter-personal skills necessary to implement this strategic plan. The transition team would be comprised of the following:

- Deputy Chief of Police, Chairperson
- Captain (1) - Field Operations Division
- Lieutenant (2) - Field Operations Division (1), Personnel and Training (1)
- Sergeant (3) - Field Operations Division (1), Community Services Section (1), and Investigations Division (1)
- Police Officers (3) - Field Operations Division (1), Special Operations Division's Community-Oriented Policing Team (1), and Investigations Division (1)
- Representative (1) - Stockton Police Officers' Association

Selected personnel would represent the cultural diversity of both the department and the community. Whenever possible, natural leaders should be selected for this team.

Internal and external consensus building would be necessary. The transition team would provide leadership, vision, and personal commitment. By appointing a cross-section of personnel, communication will be enhanced and rumor-driven anxiety reduced. Additionally, the anxiety level of the Southeast Asian community should be reduced as the result of dealing with police officers of varying color and culture.

Intervention Techniques

Team building, focus groups, education intervention, and forced collaboration are intervention strategies and techniques which can help secure the commitment of various stakeholders, especially the members of the critical mass.

Team Building

Team building should establish clearly the team goals and open lines of communication between members. Group and individual exercises should be incorporated by the facilitator.

Focus Groups

Public meetings led by transition team members with small focus groups of 10 to 20 Southeast Asians should be implemented. The goal would be developing trust and establishing a partnership with the Southeast Asian community.

Educational Intervention

Classroom instruction directed toward the stakeholders should occur internally and externally. The Police Department conducts annual officer-involved training for the officers

and sergeants; part of this should be committed to cultural awareness of the Southeast Asian community, including community-oriented policing strategies.

Forced Collaboration

This intervention strategy requires opening a neighborhood police facility in a predominantly Southeast Asian niche of the community. Unfortunately, prejudice still exists in America in small portions of communities and among some law enforcement employees. Resistance to the Southeast Asian culture could be reduced in law enforcement by assigning officers to a neighborhood police facility. Additionally, this grassroots daily contact with the Southeast Asian community is a low-risk intervention strategy which opens lines of communication and reduces suspicion.

Conclusion

The Southeast Asians do not have an understanding of law enforcement's role in America, as many are recent immigrants to America, desperately trying to cling to their traditional values. They do not trust law enforcement and fear the criminal justice system; however, those Southeast Asians who were interviewed or participated in the data-collection processes for this project were extremely cooperative. No single approach seems to be the absolute answer to improved police service delivery to the Southeast Asian population, but a comprehensive community-oriented policing model would be effective in that regard. It is clear the Southeast Asian community must be educated in terms of law enforcement within the community. The scenario within this article demonstrated a strategy using a neighborhood police facility to immerse police officers directly into the Southeast Asian community. Through this strategy, both the police officers and the Southeast Asians would be exposed to

different cultures on a face-to-face basis, which would begin breaking down stereotypes, biases, and prejudices.

Law enforcement must plan for service delivery to the Southeast Asian population. As the Southeast Asian population increases, so too will Southeast Asian political, economic, and social influence.

Recommendations for Future Study

Issues worthy of future study include:

- What type of community surveys most effectively meet the needs of the Southeast Asian population?
- What methods of instruction should be employed for delivering cultural awareness training?
- What impact will community-oriented policing have on community partnerships?

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CHAPTER TWO

ISSUE IDENTIFICATION

If the predication that the Southeast Asian community will critically impact American society is accepted, then numerous questions and issues present themselves for consideration. Through informal discussions with police leaders, business community leaders, service providers, and community members, this writer explored what *model* law enforcement was specifically providing for service delivery to a Southeast Asian community. Research conducted through these informal discussions indicate there is no single strategy being used by law enforcement. More significant is the fact that few law enforcement agencies are preparing at all for the impact Southeast Asians will have on their communities.

Development of Major and Sub-Issues

To consider the questions raised, a focus group of police executives was brought together. This group consisted of:

- Chief of Police Edward J. Chavez, Stockton Police Department
- Lieutenant David Whiteside, Hughson Police Department
- Captain Ralph Womack, Stockton Police Department

- Lieutenant Mark Gantt, Stockton Police Department
- Lieutenant Richard Sabath, California Highway Patrol

The basic premise of what was to be achieved was explained. This included background information and results of the literature scan provided in the introduction of this paper. The result of this group's efforts was the development of many ideas and the identification of the major issue of this study:

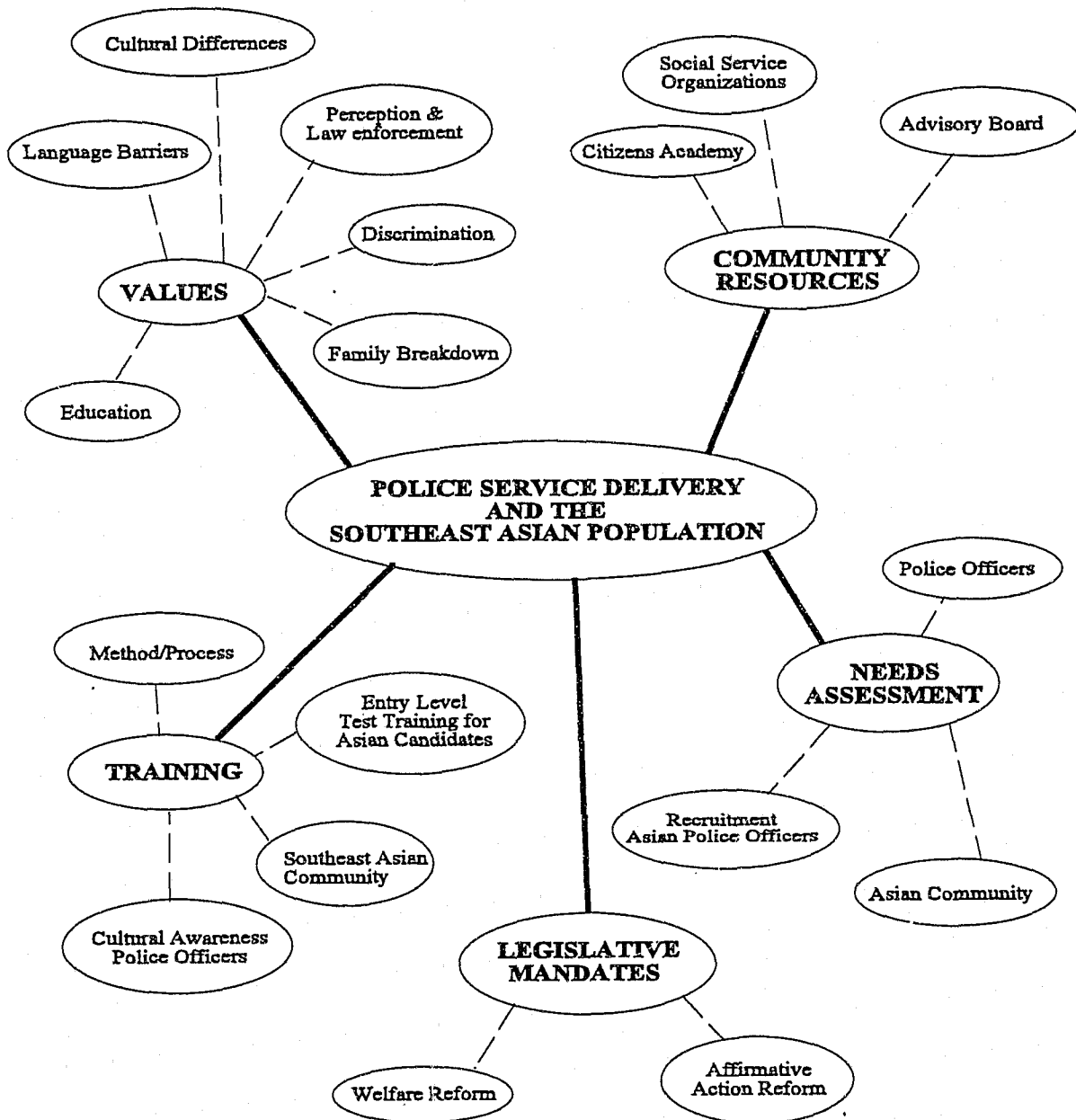
What approach will law enforcement use for service delivery to the Southeast Asian community?

The focus group determined that this was a critical issue for both American society and the future evolution of law enforcement service delivery.

The group then participated in a brainstorming session, which resulted in a *Futures Wheel* (Figure 3). The purpose of this portion of the exercise was to establish parameters for the research and to identify supporting issues. During the exercise, stakeholders were identified, and their relevance to the issues was discussed. This provided the research inquiry a foundation from which to develop further direction.

Figure 3

Futures Wheel



With this information, it was apparent that the scope of the study needed to narrow for the results to be of value. Therefore, the study question concentrates on mid-sized agencies. This is defined as police agencies with 200 to 600 total employees. Additionally, to focus the study question within a time frame, the year 2004 was chosen. The title for this study had developed into:

Southeast Asian Population and Police Service Delivery in the Year 2004.

Reviewing the information discussed with the focus group and the data generated by the Futures Wheel, three sub-issues were selected to complement the main topic. These were as follows:

- **What training will police officers need to deliver police service to a Southeast Asian community?**

- **What process will be used to assess the special policing needs of the Southeast Asian community?**

- **What methods will be used to deliver police services to a Southeast Asian community?**

Defining the Future

The future cannot be predicted with any certainty; however, it is possible to forecast possible significant *trends* and *events* which might occur that could impact a given strategy or projected scenario. This is a common application for leaders to utilize in developing a vision of the possible future.

Nominal Group Technique

The Nominal Group Technique (NGT) was chosen to forecast future trends and events for this study. An NGT is designed to solicit information from a group on any given topic. It is designed to encourage equal participation, with all participants having equal weight in the identification of issues based on the criteria given. The next three sections describe the preparation, process, and conclusion of the NGT exercise.

Preparation

First, a group of eight individuals was selected. The group consisted of a *diagonal slice* of the Southeast Asian community, an educator, and law enforcement commanders. The Nominal Group included:

- John Phillips, Ph.D. - Dr. Phillips is a Professor of Sociology at University of The Pacific (UOP) in Stockton, California. Through UOP, he is the liaison with Stockton's Cambodian community. His academic background is in law enforcement.
- John Muok - Mr. Muok is a 20-year-old Cambodian junior at UOP. His major is criminology, and he is a police cadet at the Stockton Police Department.
- Tia Noun - Ms. Noun is a 23-year-old Cambodian senior at UOP, majoring in business law. She is the Cambodian Student Body Association President. Her family immigrated to the United States in 1979.
- Sovanna Koeurt - Ms. Koeurt is a 35-year-old Cambodian businesswoman. She has developed an expertise in writing federal grants and obtaining funds for Southeast Asian community projects. Ms. Koeurt is a Cambodian community leader and is its liaison with both city and federal government agencies. She immigrated to the United States in 1978 with only two children; the remainder of her family still lives in Cambodia.
- Robert Khoonsrivong - Mr. Khoonsrivong is a Laotian community leader. He is the director of the Southeast Asian Refugee Center in Stockton, California. The Refugee Center assists all Southeast Asians with any problems they may be experiencing, such as criminal law issues, civil lawsuits, language assistance, the obtaining of social services, etc.

- Tito Hen - Mr. Hen is a 17-year-old Cambodian high school honors student. He is a student body officer and was recently accepted as a freshman at St. Mary's College, Moraga, California. He is very active in both the Southeast Asian community and the city of Stockton.
- Lieutenant Richard Sabbath - Lieutenant Sabbath is a manager in the California Highway Patrol (CHP). The CHP has more contact with the Southeast Asian community statewide than any other California law enforcement agency.
- Lieutenant David Whiteside - Lieutenant Whiteside is a commander with the Hughson Police Department, a small law enforcement agency situated in the central portion of San Joaquin County. His community is diverse but lacks resources to address the special needs of the Southeast Asian community. Lieutenant Whiteside is a participant in the Peace Officer Standards and Training (P.O.S.T.) Command College.

Each member of the Nominal Group was sent a letter confirming the date and time of the meeting. The letter included the issue question, a brief description of the NGT, the purpose of the NGT, and definitions and examples of both trends and events. The Nominal Group convened at the UOP campus.

Process

Three staff persons from the Stockton Police Department were enlisted to assist in the facilitation of the meeting. The NGT process began with an explanation of the issue and sub-issues identified for study. To provide clarity and direction, each one was written on a page of an easel pad, which was then placed on the wall, visible to each participant. The group then reviewed the materials provided for use during the exercise. These materials included the definition of trends and events, an explanation of a Nominal Group, and identification of the individuals' role in process of the Nominal Group Technique.

Trends.

Each member of the group was given time to generate five trends silently and write them down. (A trend is a series of events that are related, occur over time, and can be forecasted.) These were then collected and listed on easel pad pages and placed around the room for all to view. Through this process, 33 separate trends were identified:

1. Home Robberies/Invasions
2. Status of Traditional Family Values
3. Level of Southeast Asian Community Leaders or Representatives
4. Strategies for Combatting Southeast Asian Gang Violence

5. Level of Southeast Asian Representation in Law Enforcement
6. Cultural Barriers Versus the Law
7. Response Time to Calls from Citizens
8. Focused Recruitment
9. Cultural Bias of Testing Process
10. Cultural Marginality
11. Level of Available Social Services
12. Staffing Level of Police Agencies
13. Level of Cultural Awareness Training
14. Younger Generation Used as a Cultural Bridge
15. Southeast Asian Professionals
16. Lack of Role Models
17. Southeast Asian Gang Integration
18. Economic Separations/Geographic Variation (Inter and Intra)
19. Role Change -- Southeast Asian Families
20. Southeast Asian Population
21. Younger Gang Members
22. Members of Community Returning to Homeland
23. Opportunities for Jobs
24. Availability of Community Centers
25. Training Integration in Police Departments

26. Southeast Asian Stereotypes
27. Value Shift to the Western Culture
28. Alienation/Disorientation
29. Educational Gap
30. English Becoming Primary Language
31. Intergroup Violence (Ethnic Groups/Drive-by Shootings)
32. Level of Trust Between the Police and the Southeast Asians
33. Level of Crime Reporting by Southeast Asians

The group discussed the trends, clarifying each one and consolidating trends when necessary. This was a valuable part of the process and one which unified the group. Using the Modified Delphi methodology, the Nominal Group members were asked to select what each felt were the top ten trends. The original list of 33 trends was pared to the following ten by the group:

1. Level of Cultural Awareness Training - This would reflect the amount of actual training on cultural issues being done by law enforcement.
2. Level of Crime Reporting by Southeast Asians - The change in the total number of crime reports filed by Southeast Asians.
3. Status of Traditional Family Values - The change from Third World values, mores, traditions, and the rapid adoption of the Western culture.

4. Level of Trust Between the Police and the Southeast Asians - This would reflect the amount of interaction between law enforcement and the Southeast Asian population.
5. Cultural Barriers Versus the Law - The degree to which the Southeast Asian culture clashes with law enforcement service delivery.
6. Level of Southeast Asian Representation in Law Enforcement - The change in law enforcement to reflect the diversity of the community served.
7. Value Shift to Western Culture - The negative feelings of not fitting into this new culture.
8. Level of Southeast Asian Community Leaders or Representatives - This reflects the lack of political positions and community leadership roles filled by Southeast Asians.
9. Level of Available Social Services - The overall level of social services available to the Southeast Asian community.
10. Focused Recruitment - This reflects the actual efforts and results of law enforcement to hire Southeast Asian police officers.

Using the Policy Analysis Company's Trend Evaluation Form, each Nominal Group member was asked to project, independently, a direction for each trend. The group was told to assume that 100 represents the status of each of the top ten trends today (meaning March, 1994). In the following order, the panel was requested to assign a numeric value to the status

of each trend for five years ago (1989), a numeric value for the trend five years from now (1999), and a value for the trend ten years from now (2004). Table 3 indicates the median for the scores the Nominal Group assigned to this instrument.

Table 3

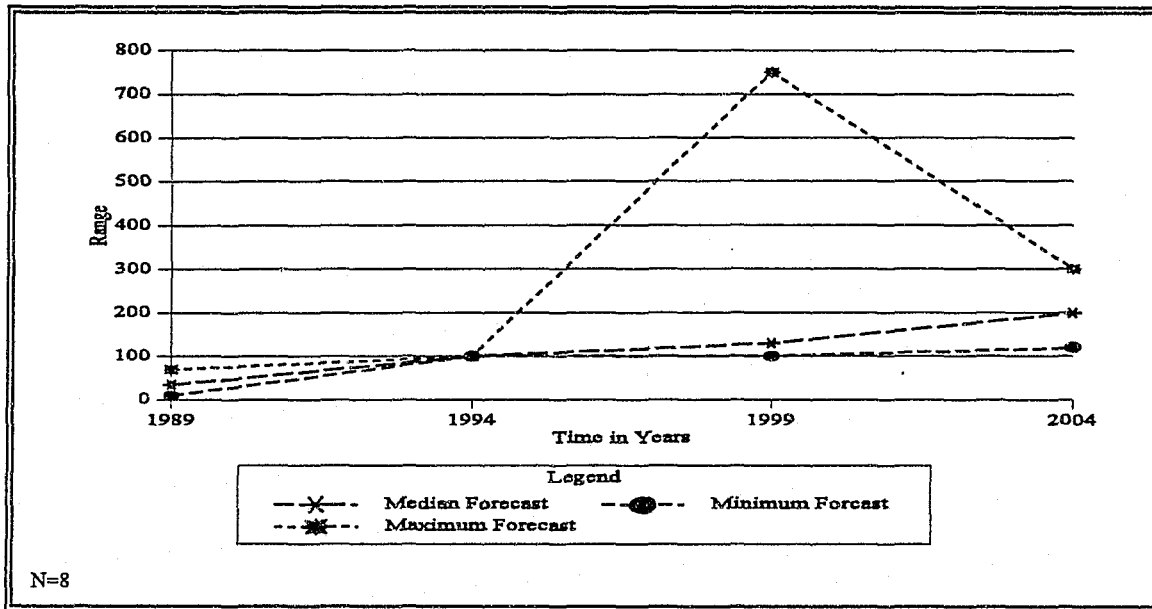
Nominal Group Forecasts

TREND STATEMENT	LEVEL OF TREND - PANEL MEDIANS TODAY = 100			
	5 Years Ago (1989)	Today (1994)	5 Years From Now (1999)	10 Years From Now (2004)
1. Level of Cultural Awareness Training	35	100	130	200
2. Level of Crime Reporting by Southeast Asians	65	100	147	200
3. Status of Traditional Family Values	57	100	144	270
4. Level of Trust Between the Police and the Southeast Asians	40	100	136	185
5. Cultural Barriers Versus the Law	35	100	138	215
6. Level of Southeast Asian Representation in Law Enforcement	23	100	150	275
7. Value Shift to Western Culture	47	100	164	250
8. Level of Southeast Asian Community Leaders or Representatives	26	100	137	190
9. Level of Available Social Services	53	100	138	200
10. Focused Recruitment	45	100	173	300

Median forecasts - N = 8

Figure 4

Trend 1 - Level of Cultural Awareness Training



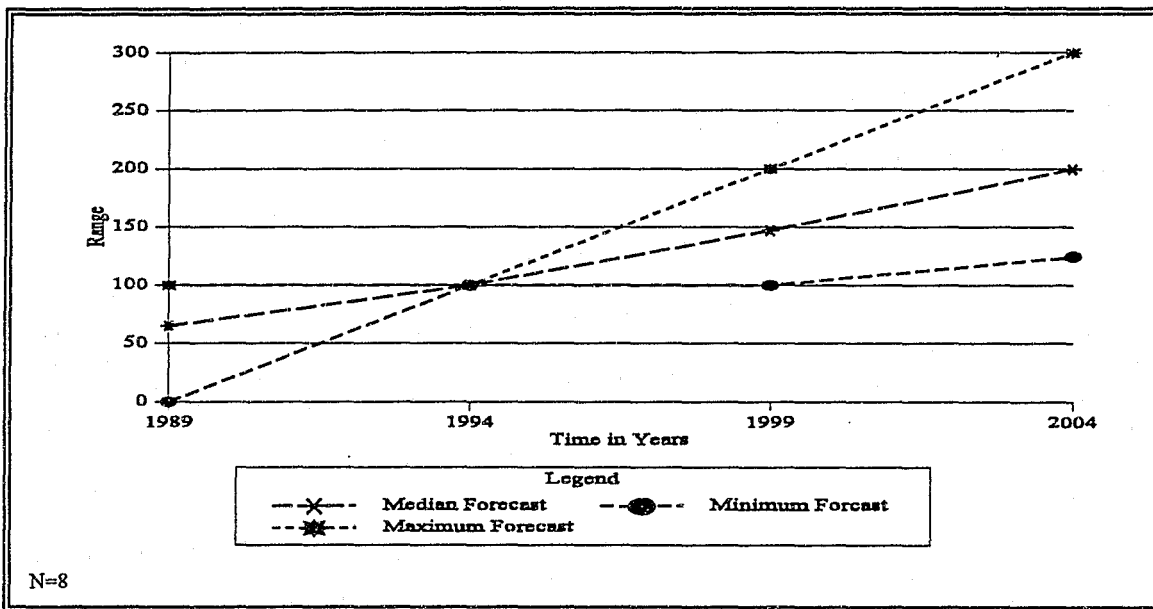
Projected Median Trend 5 Years Ago	35
Projected Median Trend in 1999	130
Projected Median Trend in 2004	200

The NGT Group perceived police officers as having an insensitive attitude toward Southeast Asians. They stated that providers of both social and law enforcement services do not understand the Southeast Asian culture. The group members are active in the community, yet they stated they have not participated in or heard of cultural training for non-Southeast Asians. They believe that until this educational process begins, Southeast Asians will continue to be treated in a substandard fashion by law enforcement and social service agencies.

The group expected that the future for enhancing police service delivery requires Southeast Asian community members to participate actively in cultural awareness training of non-Southeast Asians. This must include social, educational, and law enforcement disciplines.

Figure 5

Trend 2 - Level of Crime Reporting by Southeast Asians



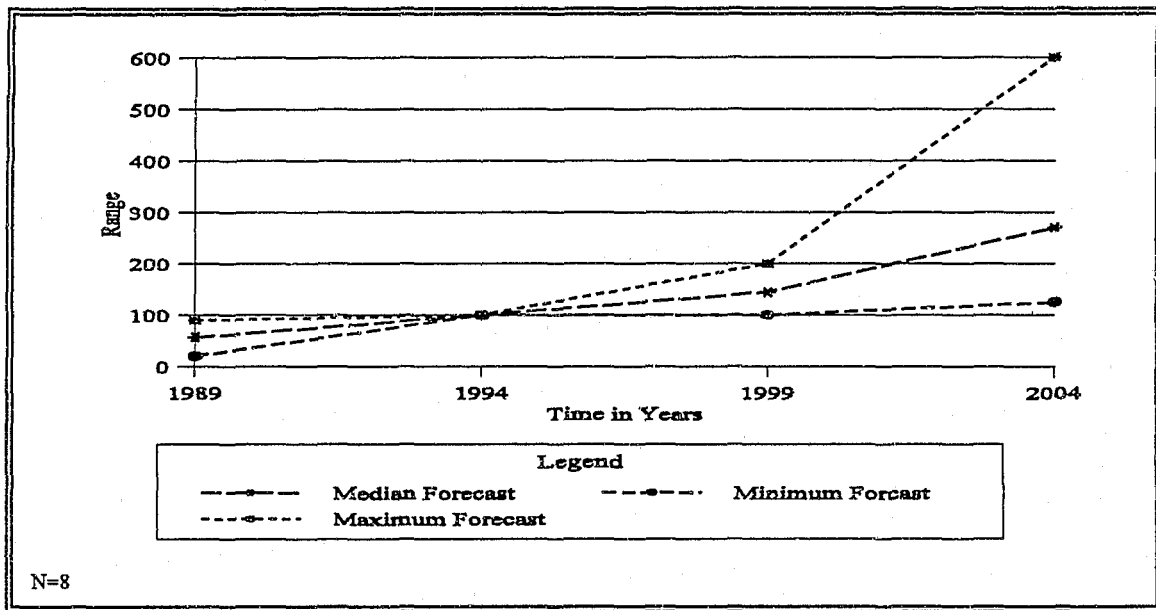
Projected Median Trend 5 Years Ago	65
Projected Median Trend in 1999	147
Projected Median Trend in 2004	200

The trend within the Southeast Asian community is not having any type of contact with the police. This includes not reporting being a victim of a crime. The group explained

that their community looks down on a Southeast Asian family if the police become involved in a matter. The Southeast Asian community's perception is that the family should be able to deal with the problem without outside intervention. Another factor leading to Southeast Asians' fear of reporting incidents to the police is the fear of telling the entire truth to the police and the fear of retaliation by the suspects, which the group discussed in length.

Figure 6

Trend 3 - Status of Traditional Family Values

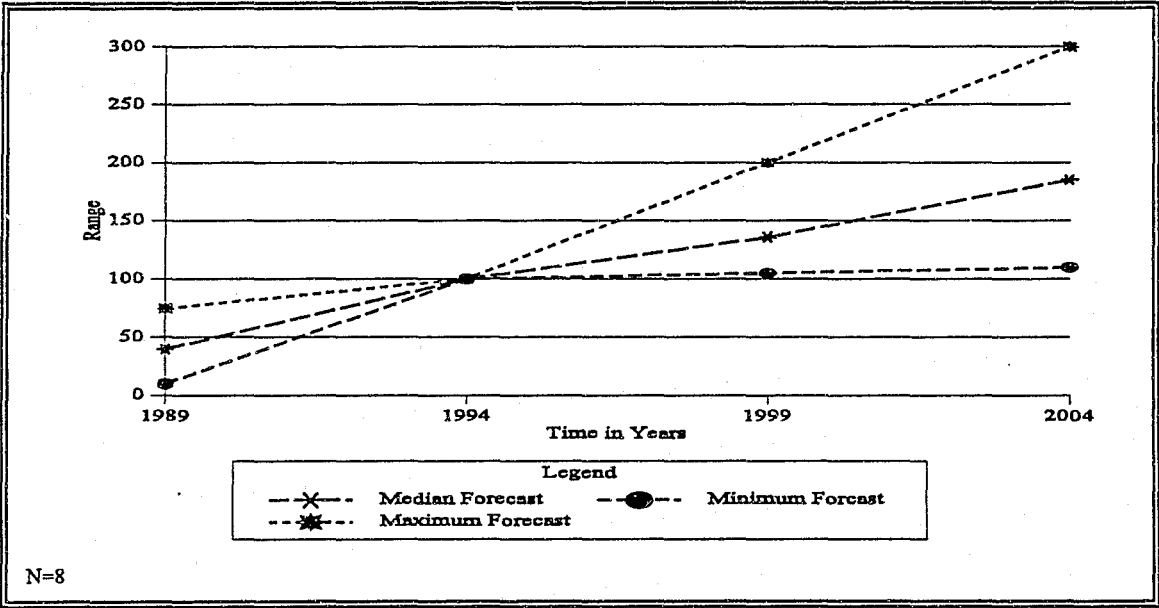


Projected Median Trend 5 Years Ago	57
Projected Median Trend in 1999	144
Projected Median Trend in 2004	270

The members of the Nominal Group stated that the fast pace in America is changing the traditional Southeast Asian family value system. It was pointed out that younger Southeast Asians are rapidly adopting Western values and are disregarding those values brought from Southeast Asia. Today, the older generation is relying on their children to function as liaisons with the world outside their homes. Additionally, gangs are replacing the family for many Southeast Asian youth.

Figure 7

Trend 4 - Level of Trust Between the Police and the Southeast Asians

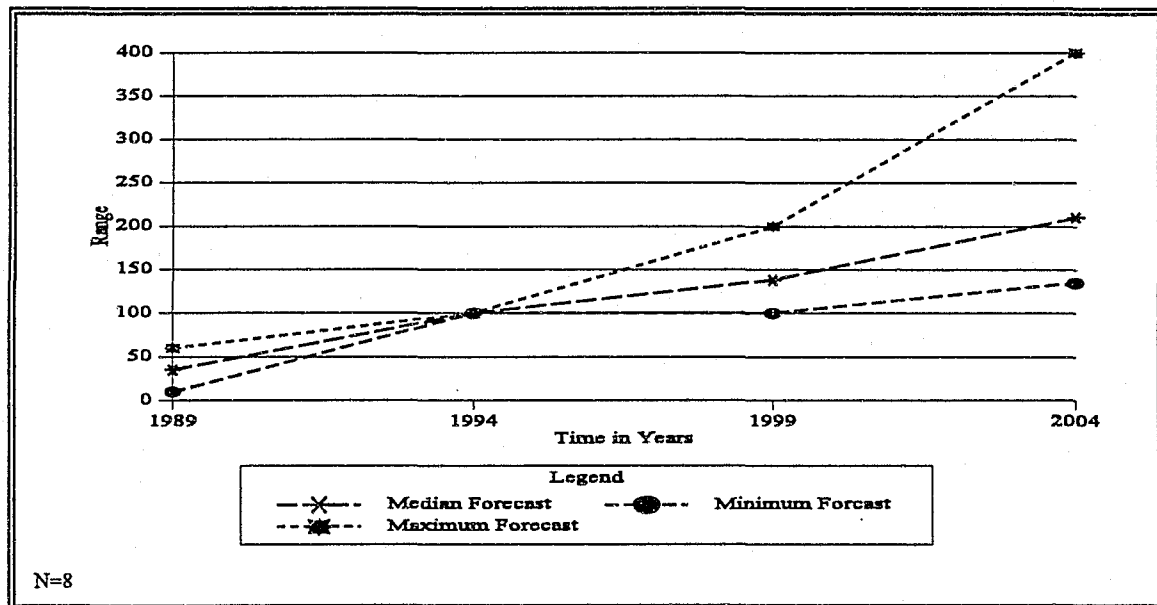


Projected Median Trend 5 Years Ago	40
Projected Median Trend in 1999	136
Projected Median Trend in 2004	185

The group stated that the trend in Southeast Asia is never to trust the police. This is a deep-rooted belief. The group explained that this attitude is very strong in the local Southeast Asian communities. Of this group, only the Police Cadet had visited the Police Department. This meeting was the first face-to-face encounter with a police officer for one participant since immigrating to America. Each group member admitted that they were apprehensive about meeting a police officer and discussing the trends and events identified in this paper.

Figure 8

Trend 5 - Cultural Barriers Versus the Law

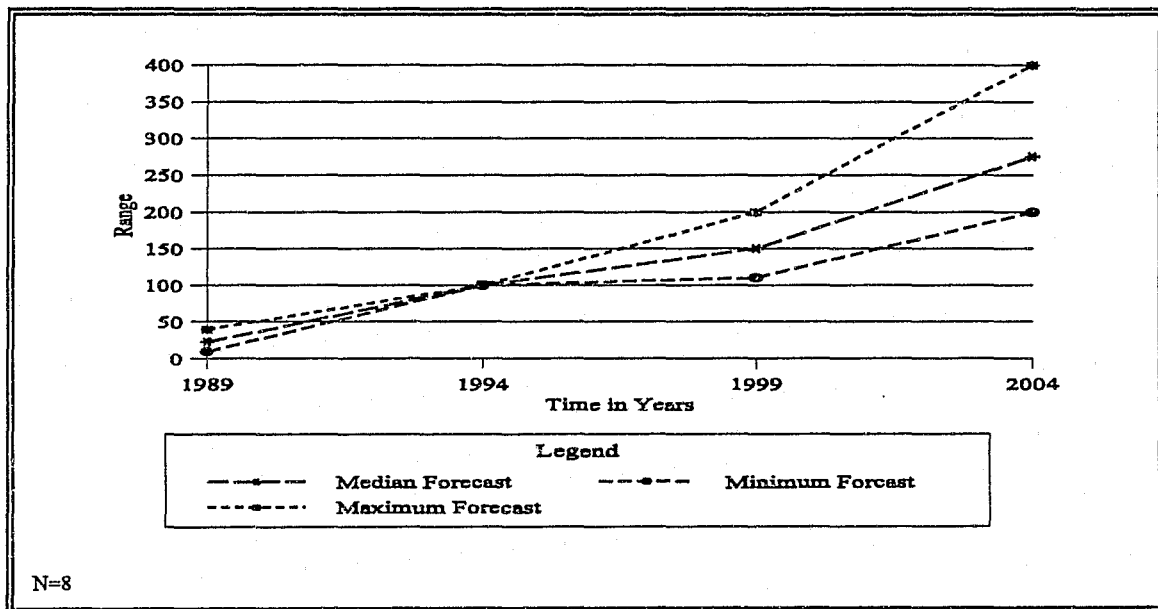


Projected Median Trend 5 Years Ago	35
Projected Median Trend in 1999	138
Projected Median Trend in 2004	215

Group members explained certain traditions within their culture that clash with law enforcement's service delivery. The most important of these is the tradition of speaking their native language in their homes. Clearly, they feel that the language barrier impacts everything they attempt to do. It is the barrier which forces young Southeast Asians into the role of family communicator outside the home. The group also spoke about their traditions of gambling, use of alcohol, excessive tobacco abuse by males, family discipline which violates domestic violence laws, and medical practices which can be perceived as child abuse.

Figure 9

Trend 6 - Level of Southeast Asian Representation in Law Enforcement

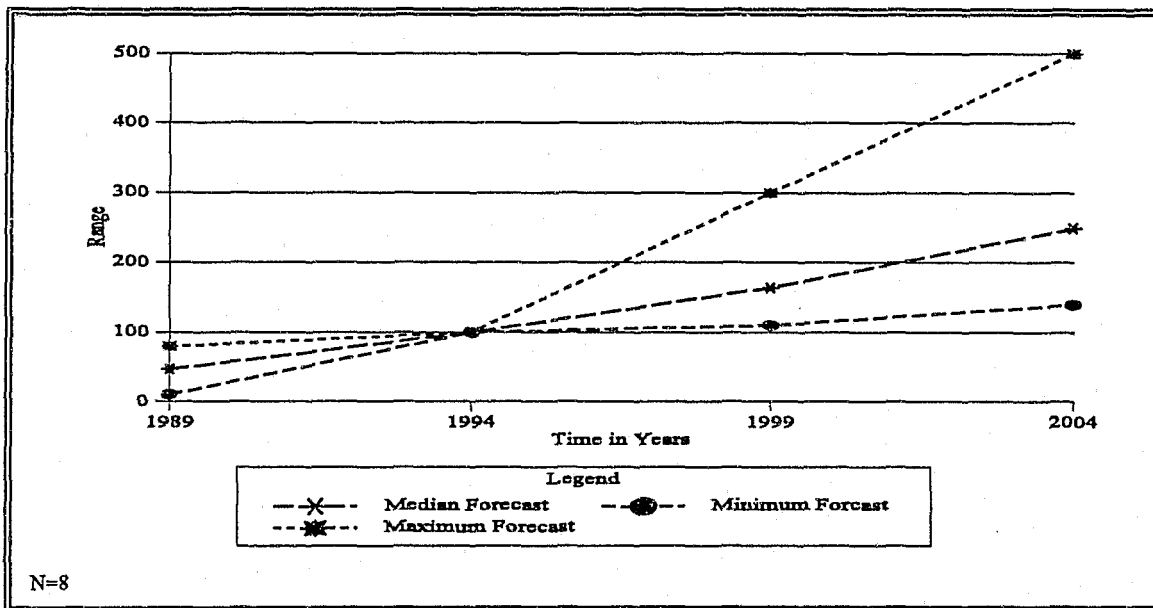


Projected Median Trend 5 Years Ago	23
Projected Median Trend in 1999	150
Projected Median Trend in 2004	275

Clearly, the future trend is to hire Southeast Asian police officers. The group believes the best service delivery in their neighborhoods will be provided by Southeast Asian police officers. The officers' presence will drastically reduce the lack of trust being experienced today. Additionally, many of the gang prevention programs that the community members currently hear about, but in which they do not participate, could be implemented.

Figure 10

Trend 7 - Value Shift to Western Culture

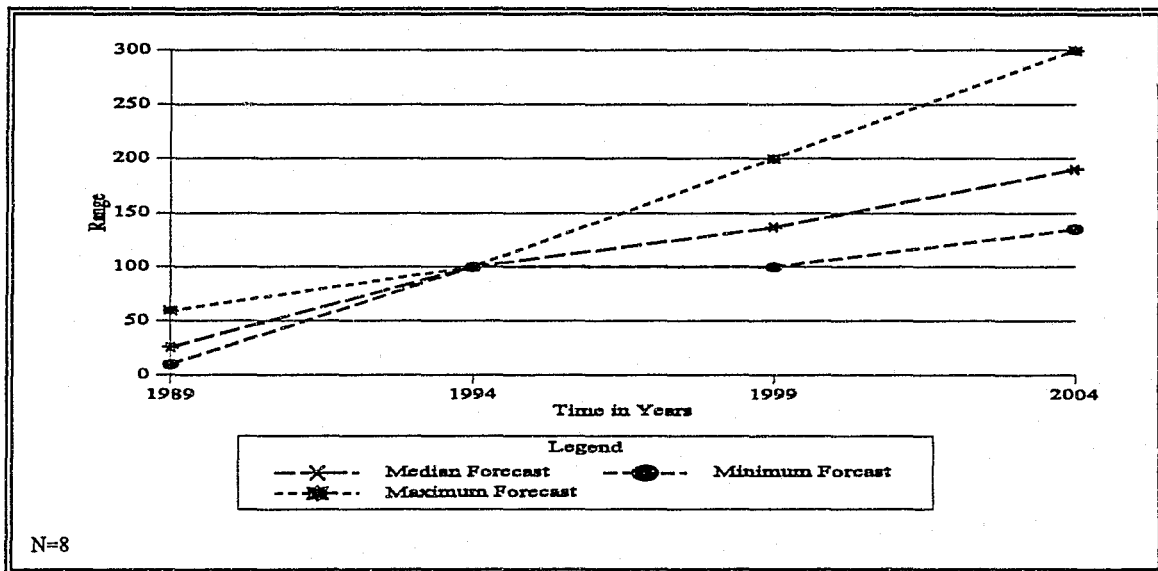


Projected Median Trend 5 Years Ago	47
Projected Median Trend in 1999	164
Projected Median Trend in 2004	250

The group stated that the Southeast Asian community is rapidly adopting the Western culture. They expressed feelings of not being able to fit into this new culture. By adopting the Western culture, they believe that some of the Southeast Asian stereotypes will diminish. They stated that the second Southeast Asian generation has now lost its traditional culture to America. Half of the group described themselves as the "1.5" generation of the Southeast Asian community.

Figure 11

Trend 8 - Level of Southeast Asian Community Leaders or Representatives



Projected Median Trend 5 Years Ago	26
Projected Median Trend in 1999	137
Projected Median Trend in 2004	190

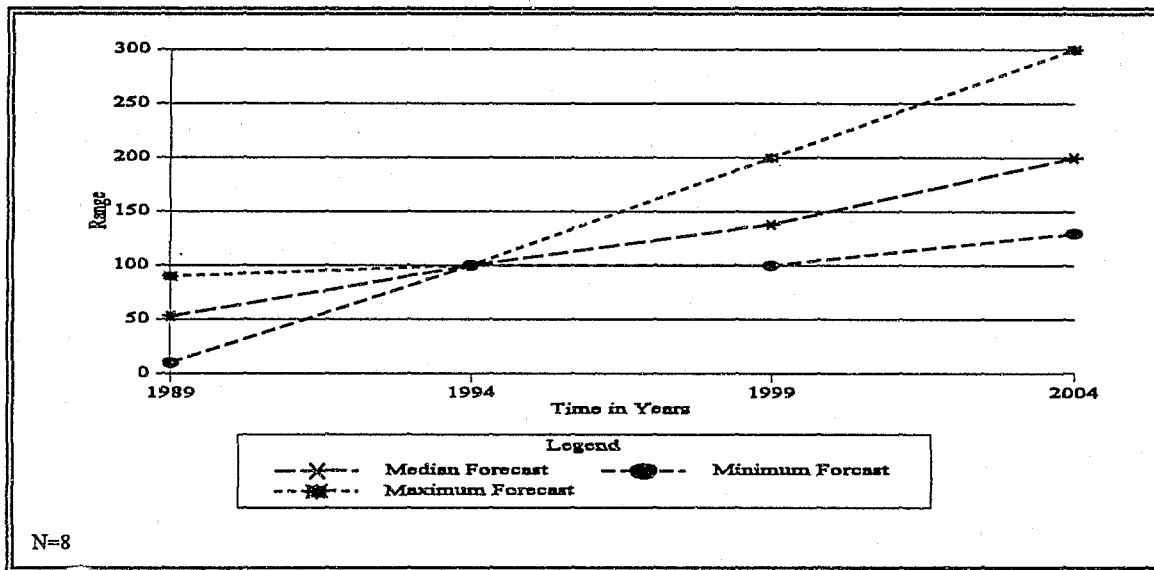
The group agreed that the Southeast Asian community is basically a leaderless group within the general public. They acknowledged that within the Southeast Asian community,

there are different cultures and customs. Additionally, each ethnic group has different values, attitudes, and lifestyles.

The group indicated that, until Southeast Asians obtain political positions in the community, Southeast Asians will lack representation in critical issues pertaining to their community. The group described their community leaders as “undeclared.” Their input is given to the leader by the community in which he/she resides. The group indicated that this power structure is useless in America and must change.

Figure 12

Trend 9 - Level of Available Social Services



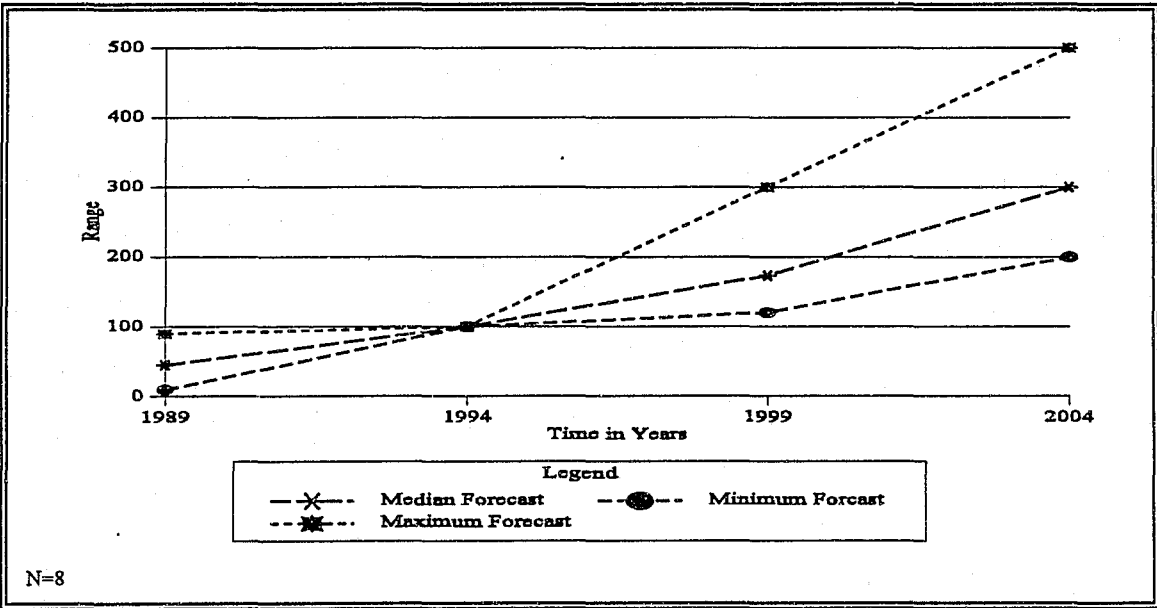
Projected Median Trend 5 Years Ago	53
Projected Median Trend in 1999	138
Projected Median Trend in 2004	200

The group perceived social services as lacking for Southeast Asians. It was their belief that services to new immigrants are purposely made difficult to access. Half the group expressed disillusion with the application forms, attitudes, and long wait associated with obtaining public social services.

The group also stressed that there are many myths regarding Southeast Asians and social services. They have been accused of receiving government loans targeted only for Southeast Asians and of receiving higher welfare payments than other recipients, in addition to receiving preferential consideration for housing subsidies.

Figure 13

Trend 10 - Focused Recruitment



Projected Median Trend 5 Years Ago	45
Projected Median Trend in 1999	173
Projected Median Trend in 2004	300

The group was unanimous in its belief that there are not enough Southeast Asian police officers. They believe that Southeast Asian police officers must be part of the future before police service delivery can be improved. The group emphasized that community trust can only be truly achieved when Southeast Asian police officers deliver at least 40-50% of the police services to the Southeast Asian community. The group also stated that discrimination is preventing the hiring of Southeast Asian police officers. Events.

The same format used to identify the trends was again followed to identify significant events. (An event is a one-time occurrence that can have an impact on the issue.) The initial round produced 43 events. They were as follows:

1. Police Officer Had to Shoot -- Southeast Asian Killed
2. Stability in Homeland
3. Unfortunate Budget Cut For the City Results in Loss of Officers
4. Southeast Asians Accede to Domestic Violence Laws
5. Seven Years from Now, Cambodia Breaks Out Into Another Civil War/Political Tension
6. New Police Chief with Southeast Asian Background
7. Peace Returns to Southeast Asia
8. Stockton Police Department Develops Task Force to Address Southeast Asian Gang Violence

9. Presidential Candidate Favors Southeast Asian Ideals
10. Mandated Program to Promote Cultural Integration
11. Level of Taxation
12. Southeast Asian Police Officers Form Separate Police Benevolent Association
13. Southeast Asian Gangs Declare Truce on Drive-by Shootings
14. The National Medical Care Reform Becomes a Reality
15. Southeast Asian Business Association Establishes a Southeast Asian Officer
Scholarship Fund
16. Tobacco Becomes Illegal
17. Beetle Nut is Legalized
18. United States Government Gets Involved in Southeast Asia, Sending People
Over to Help Restructure
19. Cultural Bias Eliminated from Entry-Level Law Enforcement Exams
20. Southeast Asian Elected to Board of Supervisors
21. Increased Level of Southeast Asian Dropouts
22. Southeast Asian Cop Goes Bad
23. Cambodian Drug King Arrested
24. Police Department Involved in Southeast Asian Community Outreach
25. Southeast Asian Graduates from Command College
26. Welfare Department Suspends Asset Limitations
27. Increased Level of Southeast Asian Businesses

28. Southeast Asian Honored as Business Person of the Year
29. UOP Teaches Southeast Asian Class to Stockton Police Officers
30. Southeast Asian Gang Shoots Two Police Officers
31. New Immigration Laws to Prevent Number of Immigrants--*Immigration Quotas*
32. Legalization of Drugs
33. Increase in Government Funding for Internship Program
34. Increase in Southeast Asian School Programs
35. Police Department Achieves Labor Force Parity with the Community
36. Civil Suit Charging Police with Cultural Harassment
37. Southeast Asian Woman Elected to the City Council
38. Anti-Immigrant Political Agitation--*Immigrant Bashing*
39. Mandated Cultural Training for Law Enforcement Officers
40. First Southeast Asian Female Officer Selected as Stockton Police Department's
Officer of the Year
41. Southeast Asian Partnerships
42. Welfare System Eliminated
43. Community Policing Fails

The Modified Delphi methodology was used to reduce this list to the top ten events.

Significant events identified through this process were:

1. Southeast Asian Woman Elected to the City Council - City elections are held and Southeast Asian voter turnout elects a Southeast Asian female to the City Council.
2. Mandated Program to Promote Cultural Integration - There is a mandated program to accelerate cultural understanding and integration of Southeast Asians.
3. New Police Chief with Southeast Asian Background - This would greatly reduce the lack of trust the Southeast Asian community harbors for law enforcement.
4. Cultural Bias Eliminated from Entry-Level Law Enforcement Exams - This would accelerate hiring of Southeast Asian police officers.
5. Welfare System Eliminated - A sense of community is difficult to establish in a neighborhood whose existence is based on welfare.
6. Mandated Cultural Training for Law Enforcement Officers - Law enforcement must be educated on the diversity of the community they serve.
7. Southeast Asians Accede to Domestic Violence Laws - This would reduce the level of domestic violence in the Southeast Asian population.
8. Civil Suit Charging Police with Cultural Harassment - This was viewed as a potential method to reduce the perceived harassment Southeast Asians receive from law enforcement.

9. Peace Returns to Southeast Asia - Older refugees would return to Southeast Asia again, disrupting the family values and culture for the Southeast Asian-American population.
10. Police Department Achieves Labor Force Parity - Southeast Asians are well represented within the ranks of law enforcement.

A projection was made of each of the ten events identified during the NGT process, based on several factors, including:

- Years Before Probability of Occurrence First Exceeds "0"
- Probability of the Event Occurring Five Years from 1994 and Ten Years from 1994
- Positive Impact
- Negative Impact

An Event Evaluation Chart (Table 4) that shows the range variations was developed.

The average, rather than the median, score was used regarding the positive or negative impact.

Table 4

Event Evaluation Chart

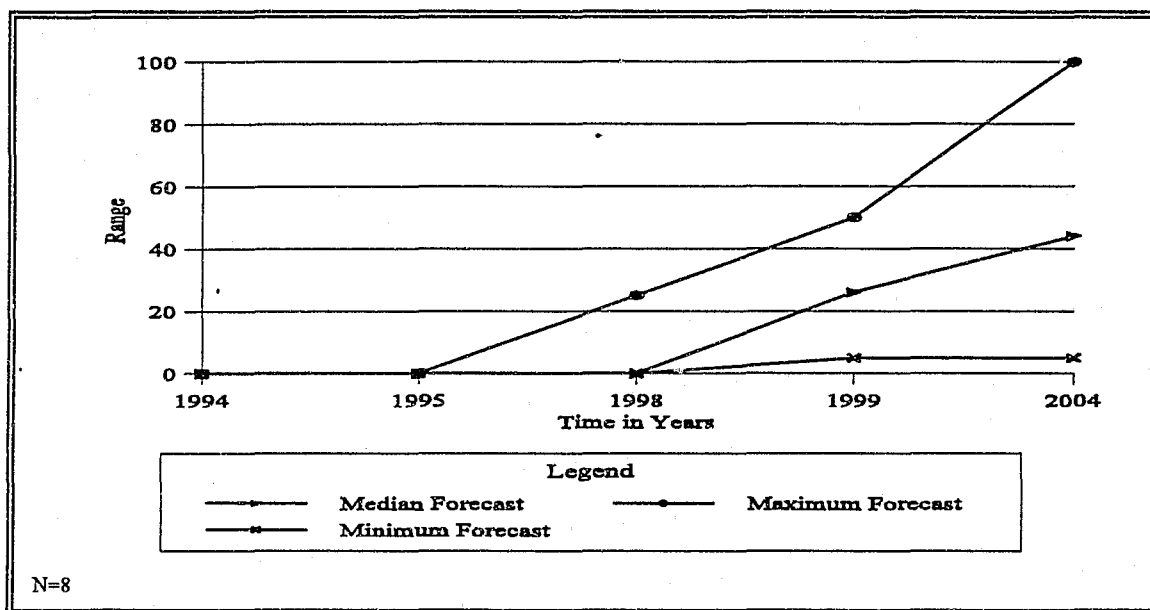
Event Statement	Years Until Probability Exceeds Zero	Probability		Impact on Issue Area If Event Occurred	
		5 Years from 1994 0 - 100	10 Years from 1993 0 - 100	Positive 0 - 10	Negative 0 - 10
1. Southeast Asian Woman Elected to the City Council	1	26%	44%	8.25	0.50
2. Mandated Program to Promote Cultural Integration	4	55%	71%	2.25	8.50
3. New Police Chief with Southeast Asian Background	4	46%	71%	2.50	7.50
4. Cultural Bias Eliminated from Entry-Level Law Enforcement Exams	4	45%	57%	3.25	6.50
5. Welfare System Eliminated	3	38%	56%	5.60	5.60
6. Mandated Cultural Training for Law Enforcement Officers	4	50%	77%	4.25	6.75
7. Southeast Asians Accede to Domestic Violence Laws	4	41%	75%	5.90	6.90
8. Civil Suit Charging Police with Cultural Harassment	3	24%	39%	7.50	3.30
9. Peace Returns to Southeast Asia	4	54%	69%	2.50	7.50
10. Police Department Achieves Labor Force Parity	5	36%	54%	1.30	7.00

Median forecasts - N = 8

The following is an analysis of the ten events selected by the Nominal Group. Graphs depicting the maximum, median, and minimum probability of each occurring were prepared with comments from the Nominal Group.

Figure 14

Event 1 - Southeast Asian Woman Elected to the City Council

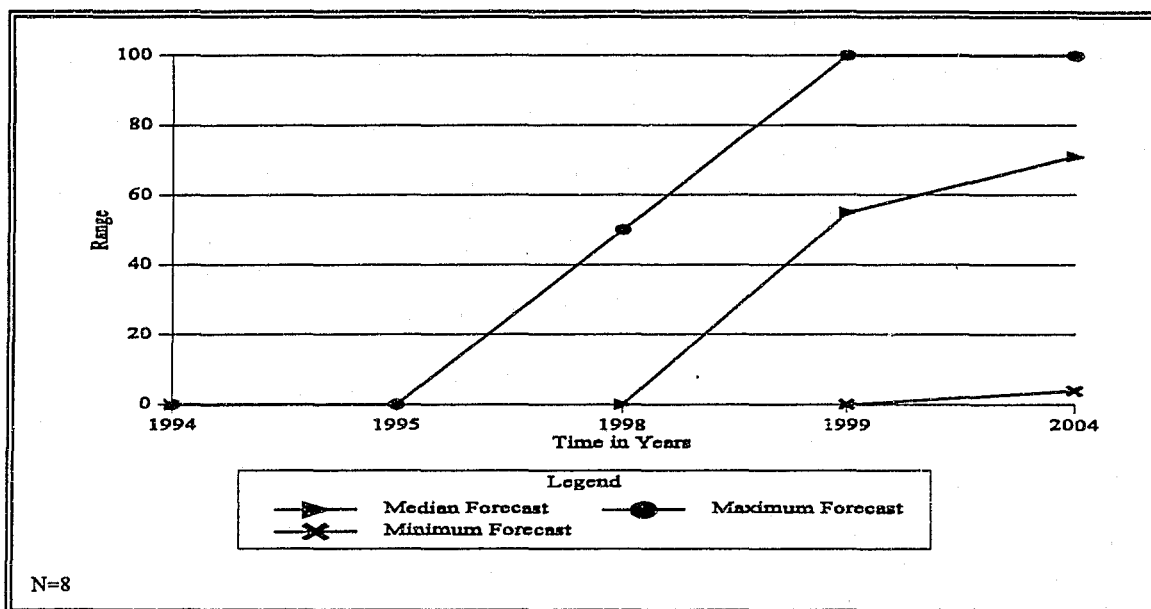


Median Number of Years Before This Event Exceeds Zero	1
Projected Probability of This Event Occurring in Five Years	26%
Projected Probability of This Event Occurring in Ten Years	44%
Average Positive Impact if This Event Were to Occur	8.25
Average Negative Impact if This Event Were to Occur	0.50

The NGT Group expressed that they have no representation on the federal, state, or local government level. They believed it would strengthen their community if a Southeast Asian woman were elected to at least a City Council position. Once attained, this position would give the person a direct influence over police service delivery.

Figure 15

Event 2 - Mandated Program to Promote Cultural Integration



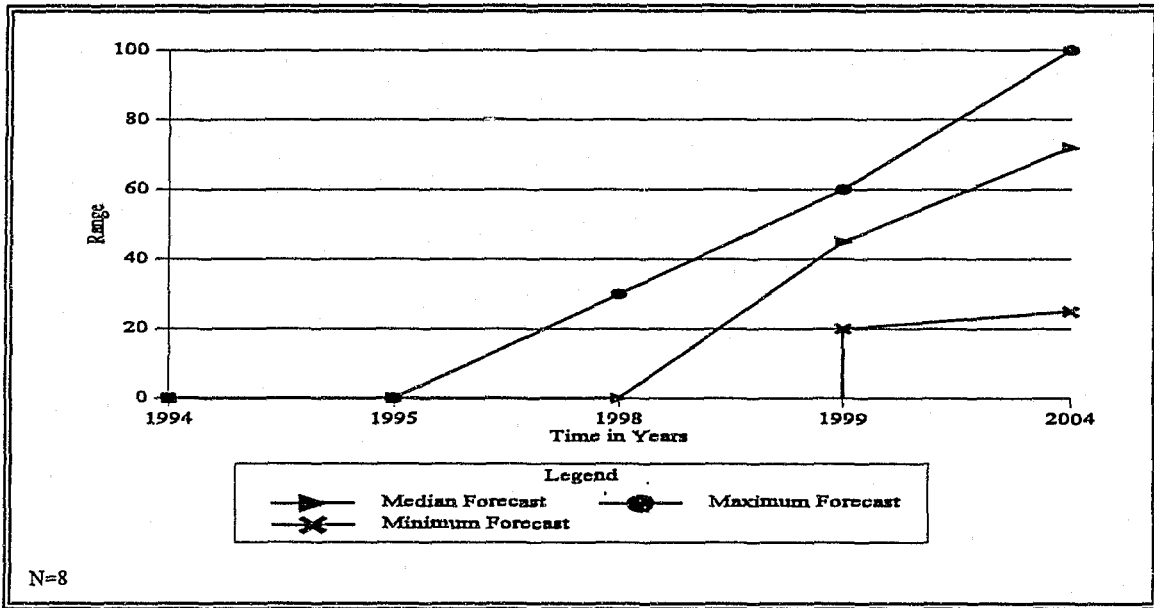
Average Number of Years Before This Event Exceeds Zero	4
Projected Probability of This Event Occurring in Five Years	55%
Projected Probability of This Event Occurring in Ten Years	71%
Average Positive Impact if This Event Were to Occur	2.25
Average Negative Impact if This Event Were to Occur	8.50

The NGT Group believed that the United States Government has responsibility to develop a program to promote cultural integration on the local level. They expressed the opinion that communities of the future will accelerate their diversity. Without cultural integration and, most importantly, cultural understanding, the group envisions increased hate

crimes, gang activity, and a decline of values. They expect that this will occur as communities become more segregated and closed to outsiders.

Figure 16

Event 3 - New Police Chief with Southeast Asian Background



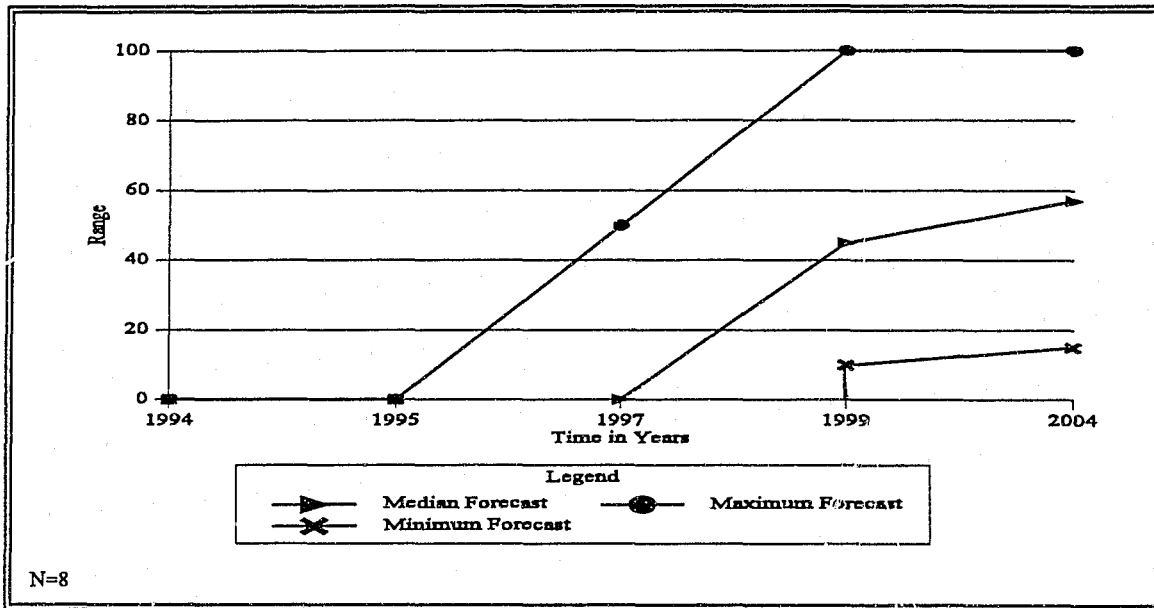
Average Number of Years Before This Event Exceeds Zero	4
Projected Probability of This Event Occurring in Five Years	46%
Projected Probability of This Event Occurring in Ten Years	71%
Average Positive Impact if This Event Were to Occur	2.5
Average Negative Impact if This Event Were to Occur	7.5

The group strongly believed that a police chief of Southeast Asian ancestry would accelerate the process of enhancing police service delivery. The element of trust could easily

be established. Culture and language barriers would diminish or not exist. A Southeast Asian police chief would be a role model that young Southeast Asians could respect and emulate.

Figure 17

Event 4 - Cultural Bias Eliminated from Entry-Level Law Enforcement Exams



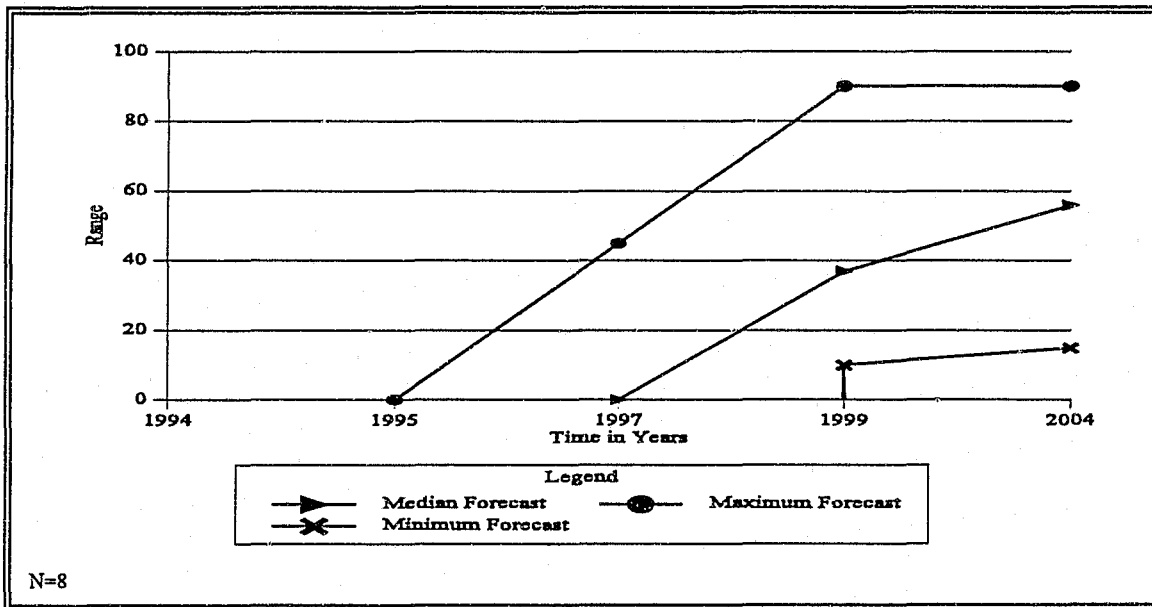
Average Number of Years Before This Event Exceeds Zero	4
Projected Probability of This Event Occurring in Five Years	45%
Projected Probability of This Event Occurring in Ten Years	57%
Average Positive Impact if This Event Were to Occur	3.25
Average Negative Impact if This Event Were to Occur	6.50

The group hesitantly expressed feelings of prejudice, bias, and discrimination that they have experienced individually. It was evident that they believe a cultural bias exists in the

United States which negatively affects Southeast Asians in competitive examinations. The group believes that until cultural bias is eliminated from civil service exams, the employment of Southeast Asian police officers in the future was uncertain. They also mentioned a strong belief that a "glass ceiling" exists for Southeast Asians in business and government positions.

Figure 18

Event 5 - Welfare System Eliminated

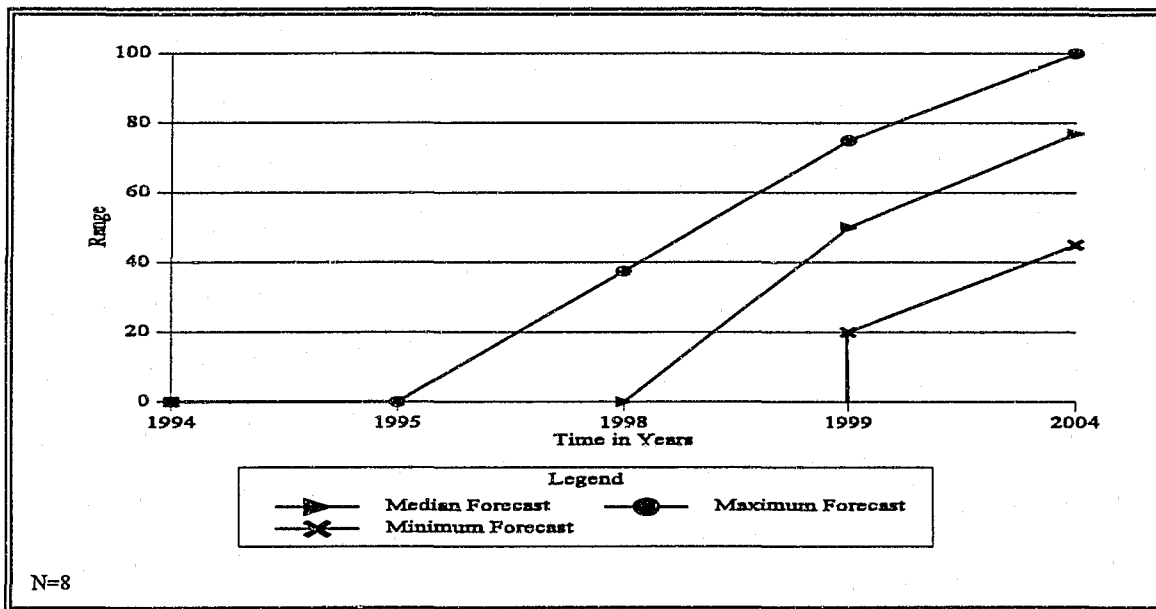


Average Number of Years Before This Event Exceeds Zero	3
Projected Probability of This Event Occurring in Five Years	38%
Projected Probability of This Event Occurring in Ten Years	56%
Average Positive Impact if This Event Were to Occur	5.6
Average Negative Impact if This Event Were to Occur	5.6

Each Southeast Asian group member or his or her family received welfare at some point after immigrating to America. They expressed a strong dislike for the welfare system. They think that all members of the Southeast Asian community should be self-supporting. The group stated that it is difficult to develop a sense of community when the majority of a neighborhood is supported by welfare. The group looks forward to having no Southeast Asians on welfare in this country.

Figure 19

Event 6 - Mandated Cultural Training for Law Enforcement Officers

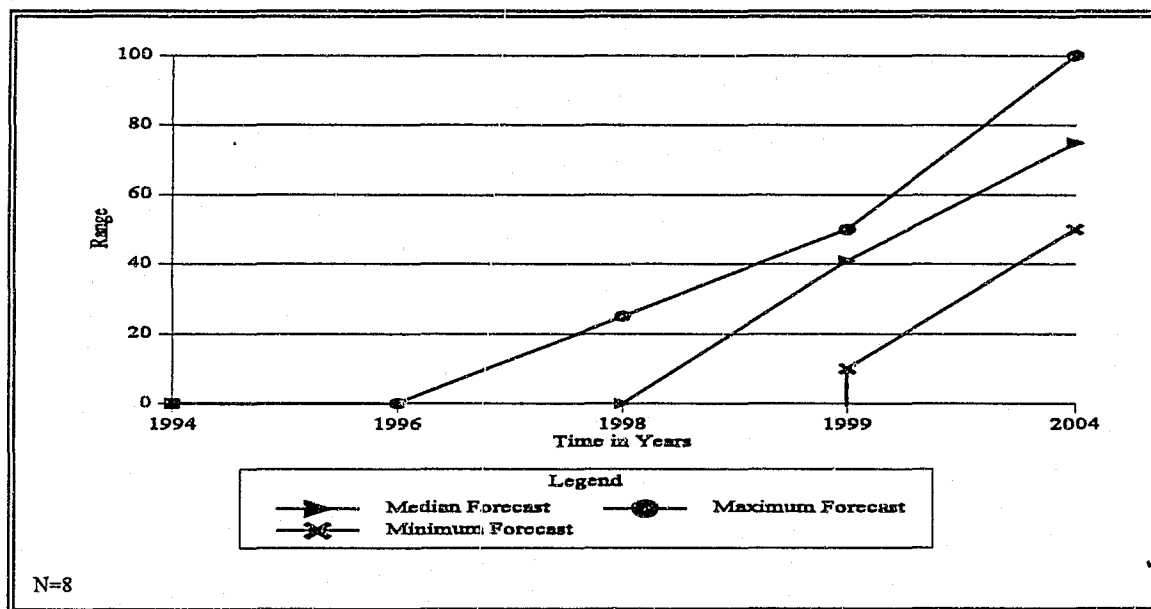


Average Number of Years Before This Event Exceeds Zero	4
Projected Probability of This Event Occurring in Five Years	50%
Projected Probability of This Event Occurring in Ten Years	77%
Average Positive Impact if This Event Were to Occur	4.25
Average Negative Impact if This Event Were to Occur	6.75

The group visualized California's future as multi-cultural, filled with diverse communities and neighborhoods, each with upwardly spiraling social problems. The group believed that law enforcement today is insensitive to, and lacks specific knowledge of, the Southeast Asian culture. The group believed specific, mandated cultural training should commence in law enforcement. They believe that any cultural training accomplished so far with law enforcement has been superficial and ineffective.

Figure 20

Event 7 - Southeast Asians Accede to Domestic Violence Laws

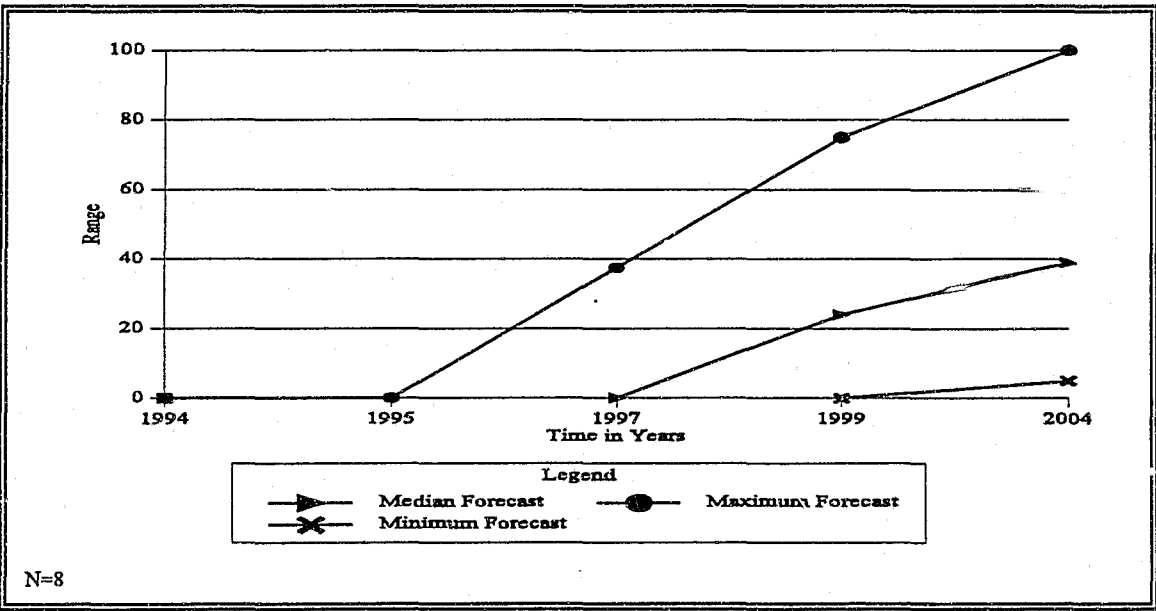


Average Number of Years Before This Event Exceeds Zero	4
Projected Probability of This Event Occurring in Five Years	41%
Projected Probability of This Event Occurring in Ten Years	75%
Average Positive Impact if This Event Were to Occur	5.9
Average Negative Impact if This Event Were to Occur	6.9

The group stated that the Southeast Asian culture clashes with many criminal laws in California. This has resulted in increased stress, confusion, and fear in Southeast Asian communities. They think that the future police service delivery must include specific training on California law in Southeast Asian neighborhoods. The group stressed the importance of Southeast Asian police officers conducting this training for optimum effectiveness.

Figure 21

Event 8 - Civil Suit Charging Police with Cultural Harassment

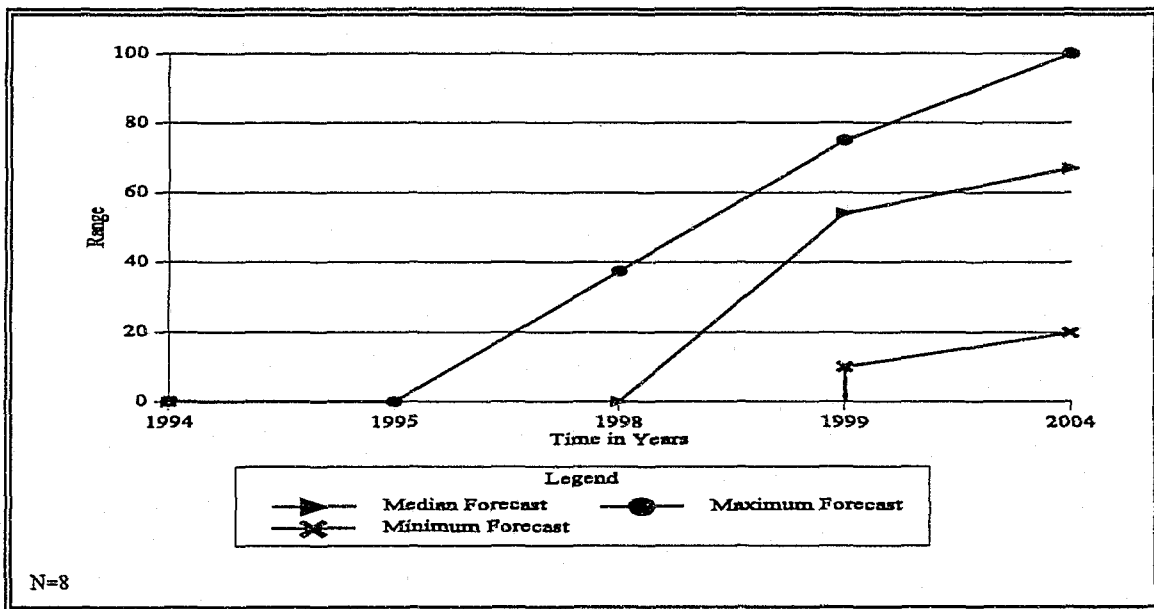


Average Number of Years Before This Event Exceeds Zero	3
Projected Probability of This Event Occurring in Five Years	24%
Projected Probability of This Event Occurring in Ten Years	39%
Average Positive Impact if This Event Were to Occur	7.5
Average Negative Impact if This Event Were to Occur	3.3

The Southeast Asian group members described a sense of harassment from law enforcement. Their answer to dealing with this frustration was filing some type of cultural harassment civil suit for damages. The group spoke of wrongful death cases, arrests of the wrong Southeast Asian due to a person having the same name and date of birth of a suspect. Again, it was stressed that a general feeling of insensitive treatment is their perception of law enforcement.

Figure 22

Event 9 - Peace Returns to Southeast Asia

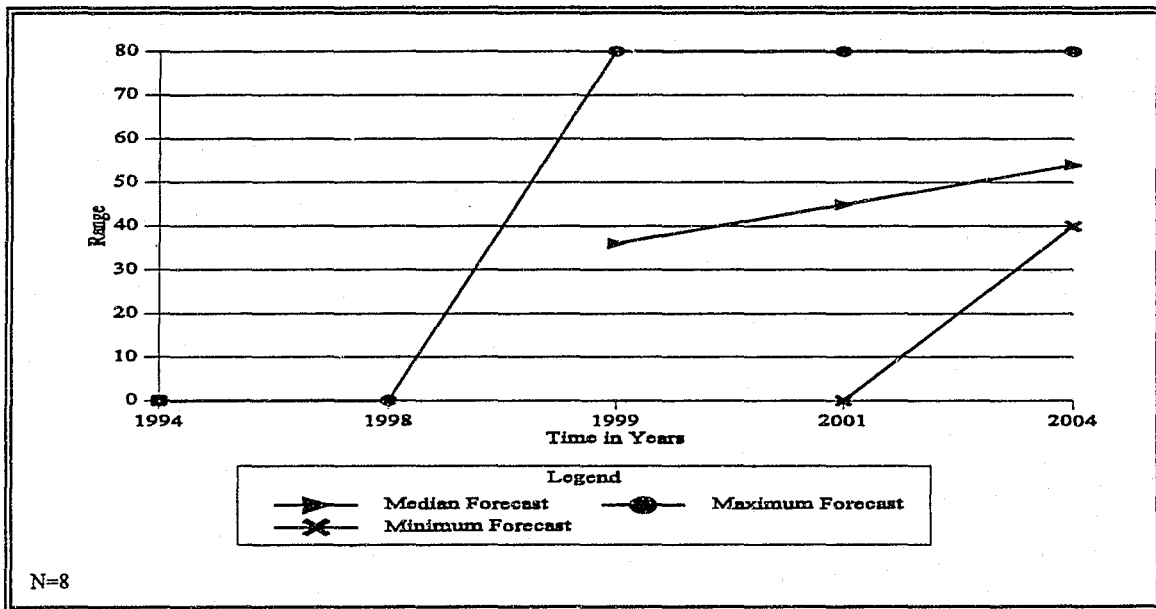


Average Number of Years Before This Event Exceeds Zero	4
Projected Probability of This Event Occurring in Five Years	54%
Projected Probability of This Event Occurring in Ten Years	69%
Average Positive Impact if This Event Were to Occur	2.5
Average Negative Impact if This Event Were to Occur	7.5

The group thought that an immigration back to Southeast Asia could occur if the area obtained peace. They perceived that this immigration would include only the older refugees, and that this would be a severe hardship on those returning to Southeast Asia. Many were farmers who once owned land, but all was lost when they immigrated to the United States. The group believed that this event would again disrupt the values and family cultures for Southeast Asians--a second time that their families would be torn apart due to immigration.

Figure 23

Event 10 - Police Department Achieves Labor Force Parity



Average Number of Years Before This Event Exceeds Zero	5
Projected Probability of This Event Occurring in Five Years	36%
Projected Probability of This Event Occurring in Ten Years	54%
Average Positive Impact if This Event Were to Occur	1.3
Average Negative Impact if This Event Were to Occur	7.0

The group perceived the future including labor force parity as essential for implementation of community-oriented policing. Again, they spoke of trust, language barriers, and lack of sensitivity by law enforcement agencies.

Cross-impact analysis.

The median probabilities for the ten events were determined by the Nominal Group. The median probabilities were then entered into a matrix (Table 5). Lieutenant David Whiteside and Lieutenant Richard Sabath--two Nominal Group members--and the author estimated the impact of one event on another. The process consisted of assuming an event occurred and then projecting the impact on the probability already forecast by the Nominal Group. These figures were entered into the matrix, and the Cross-Impact Software Program, X-MPACT, calculated a final probability of occurrence of each event. Each of the ten events showed an increase of probability of occurrence.

Table 5

Event-to-Event Cross-Impact

EVENT	NGT	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final Cross-
	Median Probability											Impact Probability
E1 - Southeast Asian Woman Elected to the City Council	44%	X	5	7	1	1	3	4	8	5	8	71%
E2 - Mandated Program to Promote Cultural Integration	71%	5	X	5	4	5	5	3	1	2	5	92%
E3 - New Police Chief with Southeast Asian Background	72%	7	5	X	3	2	5	5	4	3	7	96%
E4 - Cultural Bias Eliminated from Entry-Level Law Enforcement Exams	57%	1	4	3	X	2	4	4	3	1	9	76%
E5 - Welfare System Eliminated	56%	1	5	2	2	X	3	6	5	8	8	81%
E6 - Mandated Cultural Training for Law Enforcement Officers	77%	3	5	5	4	3	X	2	8	1	6	98%
E7 - Southeast Asians Accede to Domestic Violence Laws	75%	4	3	6	4	6	2	X	1	3	2	93%
E8 - Civil Suit Charging Police with Cultural Harassment	39%	9	1	4	3	1	8	1	X	2	5	60%
E9 - Peace Returns to Southeast Asia	67%	5	2	3	1	8	1	3	2	X	4	84%
E10 - Police Department Achieves Labor Force Parity	54%	8	5	7	9	8	6	2	5	4	X	86%

N = 2

Interviews

In an attempt to generate additional information and bring focus to this study, six interviews of Southeast Asians were conducted. The interviews were loosely structured to allow freedom in the answers. Those selected were randomly picked from the telephone book, based on their listed address. Care was taken to survey Southeast Asians whose residential address indicated they resided in a predominantly Southeast Asian neighborhood in Stockton, California.

Telephone interviews were selected as this is a common survey methodology and would allow those interviewed a state of anonymity. Whoever answered the phone and indicated they were an adult was interviewed. The interviews focused on two broadly defined topics:

- Southeast Asian Trust of Law Enforcement
- Strategies Law Enforcement is Using for Service Delivery to the Southeast Asian Community

Basically, each interviewee stated the same general, non-committal information. Each was guarded in the response as he or she hesitantly acknowledged the lack of trust the Southeast Asian population has for law enforcement. None were familiar with law enforcement service delivery strategies. Their fear of speaking about law enforcement was

apparent during the interviews. Each Southeast Asian contacted wished to remain anonymous and would not allow the use of his/her name in this study. Most stated they arrived in the United States in the late 1970s or mid-1980s. An attempt was made to obtain specific information; however, it was found that few in the Southeast population understand law enforcement beyond the role of enforcement. Continuing the telephone interview process would not provide sufficient objective data to include in this research. DR. John Phillips, UOP, Stockton, California, recommended the author contact a former doctoral student of his whose thesis research involved Laotian Youths. This former student, Daisy Lee, afforded further insight into the Southeast Asian culture by providing the following information.

Ms. Lee arrived in America as an 18-year-old foreign exchange student from Hong Kong. She had received a full scholarship to a liberal arts college in West Virginia. She earned her bachelor's degree and obtained a master's degree from Ohio State University.

Ms. Lee is currently the vice principal at C. K. McClatchy High School in Sacramento, California. She received her doctoral degree from UOP on a fellowship grant. The focus of her doctoral research was the Laotian students' language proficiency and how it affected high school attendance in California's education system. Her doctoral study involved interviews of recently immigrated Southeast Asian families and high school students. Ms. Lee speaks three Chinese dialects and learned English in Hong Kong. She vividly recalls being a new arrival in the United

States, and understands the Southeast Asian population's fears and problems in adopting a new culture. She projects that an entire generation must pass before today's Southeast Asian immigrants become westernized. She believes this will occur within 10 years at best and would require 20 years at worst.

Ms. Lee perceives a major shift occurring in family values within the Southeast Asian communities. She sees a rapid diminishment of respect for Southeast Asian elders, and Southeast Asian teenagers are placing an increased emphasis on money and material items. Parents of Southeast Asian teenagers express regrets for immigrating to the United States. Early marriage and childbearing prior to age 18 are still occurring, especially within the Laotian community. This makes Southeast Asian women particularly dependent upon Southeast Asian males and negatively impacts the Southeast Asian family structure.

Ms. Lee believes that fear of law enforcement continues with many barriers in existence, and that earning the trust and respect of the Southeast Asians will be a long, tenacious process for law enforcement. She was not aware of any formal strategy for enhancing police service delivery within the Southeast Asian population and stated that, to her knowledge, none exist.

Scenarios

Scenario writing is a method for describing a series of trends and events in a way that provides the reader an opportunity to envision a possible future. Data developed during the NGT process and Cross-Impact Analysis was used as the framework for three different scenarios.

The ten events identified by the Nominal Group were entered into the SIGMA software program provided by POST and Policy Analysis Company, Inc., Washington, D.C. The scenarios included those events which occurred plus those which did not. From the SIGMA Program, 30 possible scenarios were generated. These scenarios generally fell into one of three ranges: Normative (desired and attainable), Nominal (most likely), and Hypothetical (worst case). Based on this criteria, three sets of iterations generated by the SIGMA Program were selected for the scenarios.

Scenario profile.

In the city of Stockton, California, diversity has reached an all-time high. The economy is agricultural-based, and the city's population continues to increase annually. Stockton's statewide image is improving, as thousands of commuters to the San Francisco Bay Area reside here. A new cultural center on the downtown waterfront was constructed and is open, and the city's central business district has been successfully revitalized. A community-

oriented policing model has been fully implemented and transitioned into the Police Department. Crime and its impact on the community continue to be publicized through the media.

African-American, Caucasian, and Hispanic populations are remaining stable, while Stockton's Southeast Asian population is increasing dramatically. This increase is attributed to both the arrival of new immigrants and an accelerated Southeast Asian birth rate. Southeast Asians are striving to achieve both economic and political clout, and the Southeast Asian influence is changing Stockton forever.

Normative scenario (desired and attainable).

1. November, 1995 - Cultural Bias Eliminated from Entry-Level Law Enforcement Exams (E-4)
2. March, 1997 - Mandated Cultural Training for Law Enforcement Officers (E-6)
3. April, 1999 - Police Department Achieves Labor Force Parity (E-10)
4. November, 1999 - Southeast Asians Accede to Domestic Violence Laws (E-7)
5. April, 2000 - New Police Chief with Southeast Asian Background (E-3)
6. November, 2000 - Peace Returns to Southeast Asia (E-9)
7. January, 2003 - Southeast Asian Woman Elected to City Council (E-1)

In November, 1995, a new entry-level police officer examination, in which cultural bias was eliminated, was introduced in Stockton (E-4). Diverse groups--i.e., Hispanics, African-Americans, Southeast Asians, Caucasians, Indians, etc.--scored equally well on the examination. Throughout California, cities began to certify diverse lists of candidates for entry-level police officer.

During 1997, mandated cultural training for all federal, state, and local government agencies became law (T-1), and many Southeast Asians participated in developing and conducting this training for public employee groups. Additionally, many Southeast Asians became more westernized themselves, obtaining firsthand insight into the American culture and moving further from their own traditions (T-7).

In 1999, after the state legislature mandated focused recruitment for minority police officers (T-10), Stockton reached labor force parity with its work force (E-10). Parity as it related to African-Americans, Hispanics, and other ethnic groups, was attained with relative ease in other City departments. As Stockton's Southeast Asian population experienced rapid growth, however, Southeast Asian representation in the Police Department was slow in coming, despite rapid growth in the Southeast Asian population, which represents 35% of Stockton's population. Through comprehensive recruiting and mandatory hiring of only Southeast Asian police officers, parity within the Police Department became a reality. Southeast Asian police officers now are very visible in the Stockton Police Department's command staff and rank and file (T-6).

It was evident that trust and understanding of law enforcement was beginning to be established. In 1999, Southeast Asian women began reporting crime and domestic violence (T-2) in unprecedented numbers.

As many Southeast Asians gained political influence over the last ten years, Southeast Asian street gangs were reduced 10%. To the community's satisfaction, a Southeast Asian was appointed Police Chief (E-3).

Chief Tran established neighborhood police substations and expanded community-oriented policing in Stockton. Emphasis was continually placed on increasing the level of trust between the Southeast Asian community and the Police Department (T-4).

In the year 2000, young-adult Southeast Asians began taking a visible leadership role in the Stockton community and many are now Neighborhood Watch Captains. Peace simultaneously returned to Southeast Asia, and many of these new leaders' parents and elderly grandparents immigrated back to their Southeast Asian homeland (E-9). The status of maintaining the traditional Southeast Asian family values (T-3) was impacted once again, and a significant amount of family strife was experienced in the Southeast Asian communities.

The City of Stockton Police Department has achieved a community wide sense of security as it relates to crime. Part One crimes (burglary, auto theft, robbery, larceny, arson, rape, murder, assault) have not registered a significant increase for two years. As Year 2003 ends, newly elected City Council member Sovanna Nguyen (E-1) announced that community-oriented policing has significantly contributed to reducing crime, and community members' fear of it, in Stockton (T-8). Currently, five neighborhood police facilities are operating in

the city, three of which are located in Southeast Asian neighborhoods. Community-oriented policing has been in existence in the city of Stockton for ten years, and the community is working in partnership with the police. Council member Nguyen publicly thanked all community leaders for actively working with the Police Department in making community-oriented policing a citywide success. She emphasized how well community-oriented policing has been embraced by the Southeast Asian community.

The Stockton Police Department achieved labor force parity, continued its community-oriented policing model, and realized trust and support from the Southeast Asian community. The department is continuing with cultural training for all officers and management staff. Community unity appears on the horizon.

Nominal scenario (most likely).

1. March, 1996 - Mandated Program to Promote Cultural Integration (E-2)
2. June, 1998 - Southeast Asians Accede to Domestic Violence Laws (E-7)
3. April, 2000 - Police Department Achieves Labor Force Parity (E-10)
4. November, 2003 - New Police Chief with Southeast Asian Background
(E-3)

Resulting from Southeast Asian political efforts in 1996, Governor Edward Sanchez signed into law mandated cultural training that must specifically emphasize Southeast Asian

cultures (E-2). This mandate was prompted by a widely reported police gang shooting, wherein three Southeast Asians were shot and killed by non-Southeast Asian police officers. Southeast Asians throughout the state perceived racism as a factor in the shooting. Young, professional Southeast Asians demanded government intervention in law enforcement training. Through political maneuvering, they pressured the governor's office to mandate this training.

In 1998, reports of domestic violence were dramatically reduced. Through community-oriented policing efforts, the Southeast Asian community was educated about domestic violence laws, which they embraced (E-7). This education process occurred at the three neighborhood police facilities located in their neighborhoods.

After struggling for decades, the Stockton Police Department achieved labor force parity in the year 2000 (E-10). The department was being threatened by a coalition of minorities with a consent decree of command. Community-oriented policing is the standard for police service delivery. A visible public/private partnership exists in each niche of the community. Every language and dialect spoken in Stockton can be communicated by a sworn police officer (E-6). The Southeast Asian community is eminently visible in Stockton.

With their increased influence in the business and professional communities, more Southeast Asians are finding that social services have become available (T-9). Entire business districts are catering to the Southeast Asian market. Southeast Asians now obtain small business loans routinely, and Southeast Asians are increasingly becoming residential property owners in Stockton. Today, less than 10% of the Southeast Asian residents are receiving

welfare aid in San Joaquin County. Employment is up, and the city's business tax base is increasing.

The Southeast Asian Business Association is recruiting charter members. They have already established a Southeast Asian police officer fund, which is being used to pay tuition for Southeast Asian law enforcement candidates at the basic police academy. To identify future Southeast Asian police officers and assist the Southeast Asian business community, the Police Department implemented a Southeast Asian community outreach program. This partnership dramatically increased the trust of the Southeast Asian community with the Police Department.

The first Southeast Asian police lieutenant graduated from the POST Command College. She was appointed as Stockton's Deputy Chief of Police at the end of 2003.

Hypothetical scenario (worst case).

1. March, 1997 - Mandated Cultural Training for Law Enforcement Officers (E-6)
2. February, 1999 - Welfare System Eliminated (E-5)
3. November, 2001 - Peace Returns to Southeast Asia (E-9)
4. August, 2004 - Police Department Achieves Labor Force Parity (E-10)

Stockton's population is now 450,000. Year 2004 is half over, and the crime rate is spiraling upward citywide. Community-oriented policing is failing due to budget and staffing

cuts. All the neighborhood police facilities are closed. These cuts have resulted in the Police Department again being dominated by Caucasian males, and labor force parity appears hopeless (E-10).

The city is now divided between the *haves* and the *have-nots*. Another gated community has been authorized by the City Council, and Stockton is experiencing home invasion robberies on a nightly basis. Though these robberies previously occurred only in the Southeast Asian or lower socioeconomic neighborhoods, they are common throughout the city today. Suspects are not only Southeast Asians, but cut across every ethnic line.

Community unrest and dissatisfaction with the Police Department is increasing. Community leaders are concerned about the lack of sensitivity the police are displaying in regard to crime and service delivery. Cultural training is suggested for all officers but, due to budget restraints, is not possible. POST can no longer fund local training of this nature (E-6).

Congress implemented a national health care plan this year. The welfare system was restructured in an effort to balance the budget and implement the health care plan. In some cases, welfare has been eliminated completely (E-5). Southeast Asians and all new immigrants to America no longer are eligible for welfare. The prevalent attitude in Stockton is that Southeast Asians appear to be politically involved business owners and should take care of their own. This attitude is spreading across America. The Southeast Asian community has withdrawn and is further isolated. Southeast Asia is unstable economically and politically, and war appears to be on the horizon (E-9).

Since abandoning community-oriented policing and closing the neighborhood police facilities, crime problems--especially with the Southeast Asian community--are increasing. Seldom do Southeast Asians report crime when victimized. Many Southeast Asian cultural traditions (i.e., child medical care, treatment of women, substance abuse, etc.) continue to clash with California law (T-5). The number of Southeast Asian arrests are increasing, and Southeast Asians are becoming increasingly vocal in criticizing the Police Department's service delivery in their isolated neighborhoods. Communication outside the Police Department is low with all segments of the community, but it is non-existent with the Southeast Asian community. Increasingly, police officers are responding only to felony-type service requests. Stockton's sense of security is being quickly replaced with a sense of fear.

Summary

Through the NGT process, the Nominal Group identified trends and events which will affect the future of law enforcement. A common theme in the trends and events is that Southeast Asians want to be part of the community. The data reflects that they are frustrated, confused, and in some respects, disillusioned with America. Their family structures are in a crisis state. Traditional Southeast Asian values are being cast aside by the youth for the Western culture. The slow Southeast Asian pace is being replaced by a faster, more disposal-oriented culture. These changes are having an impact on the elderly, the baby-boomer Southeast Asian adults, and Southeast Asian youths.

The Nominal Group envisioned older Southeast Asians returning to their homeland if peace were to return to all of Southeast Asia. This further lends to the feeling of instability among Southeast Asian families.

California demographics indicate that the Southeast Asian population is rapidly growing. New Southeast Asian immigrants are settling in California and the Western United States. As the Southeast Asians adapt to American culture, more will become professionals. Southeast Asians are beginning to influence political decisions and California's economy.

Today, many law enforcement agencies are implementing a community-oriented policing model. Without a specific strategy for implementation in the Southeast Asian community, law enforcement will either fail, or provide ineffective service for that portion of the population.

Southeast Asians do not have a clear understanding of law enforcement service delivery. The challenge is how this can be changed, both now and in the future, and what type of future state will provide the means to accomplish this task.

CHAPTER THREE
STRATEGIC PLANNING

Strategic planning is a means of achieving a desired future state by a comprehensive analysis of the environment and current conditions. Key players and stakeholders are identified, and their concerns are analyzed for their influence on the issue. Alternative strategies are developed, and the one with the best chance of success is identified. The Normative Scenario (desired and attainable) is the model for this segment of the research. It was selected for development of a strategic plan.

This strategic plan is structured for use by the Stockton Police Department. It can serve as a model for other law enforcement agencies and communities with a significant Southeast Asian population.

The following Scenario Supplement describes the future, as of Year 2003, in regard to the Stockton Police Department's strategic management of service delivery to a Southeast Asian neighborhood.

Scenario Supplement

It is the year 2003, and the Stockton Police Department has achieved a community wide sense of security as it relates to crime. The Safe Stockton community-oriented policing philosophy is embraced by department members and each segment of the community.

To include the Southeast Asian population in a community-oriented policing style of service delivery, two key strategies were adopted: training with a cultural-awareness facilitator focused on Southeast Asians, and establishing neighborhood police facilities in Southeast Asian neighborhoods. These two strategies increased trust and expanded the role of law enforcement in the local Southeast Asian community. Today, Southeast Asians support, participate, and--most importantly--understand law enforcement's role in their community.

Organizational Description

The City of Stockton and its Police Department are the model used for this strategic plan. Stockton is the largest city in San Joaquin County. Its population now exceeds 240,000 residents, and its community is ethnically diverse. The racial composition consists of approximately 44% Caucasian, 25% Hispanic, 22% Southeast Asian, 9% African-American, and 7% American Indian.

The economy is strongly based in agriculture. Asparagus, corn, milk, tomatoes, grapes, and cherries are major agricultural commodities contributing to Stockton's economic base. Manufacturing, financial institutions, and service industries have also made substantial economic gains in the last decade. The unemployment rate in San Joaquin consistently falls between 8-14% per year, with unemployment dropping to its lowest levels during the harvest season.

Stockton is a city with distinct neighborhoods. Neighborhood boundaries are based on social and economic factors. Some neighborhood areas are densely populated with Hispanics, while others are densely populated with Southeast Asians or African-Americans. One service area for patrol officers may include several different ethnic groups in bordering neighborhoods. Students in Stockton Unified School District speak nearly 140 languages (Staff, 1995).

The Police Department has a total of 543 employees, 365 of which are police officers. The Chief of Police is appointed by the City Manager. The Police Department was reorganized in 1993, resulting in the decision-making process being delegated to the five captains commanding the Administrative Services, Field Operations, Special Operations, Investigative, and Support Services Divisions. Two of three deputy chief positions were eliminated. Since 1990, the Police Department has hired 118 new officers. Most positions are being funded locally; however, the department has pursued and been successful in obtaining state and federal funding for new positions as part of Stockton's community-oriented policing efforts. Reported Part One crimes for 1994 totaled 27,051, which is 4.55% less than those reported in 1993.

Presently, the Stockton Police Department does not have a comprehensive strategic plan to guide and expand police service delivery within the Southeast Asian community of Stockton. The strategic plan is intended to address that need.

Mission Statement

A mission statement articulates what is important to the organization, what the function of the organization is, and whom the organization serves. A *macro* statement represents the organization's overall mission on behalf of its public constituency, and a *micro* statement identifies its commitment to cultural diversity.

Macro

Our mission is to promote quality of life in the city of Stockton, working in partnership with the community to provide a safe and secure environment, recognizing and respecting the diversity and uniqueness of the citizens of our community, being sensitive and responsive to the public without bias or prejudice, utilizing personnel and financial resources in an efficient and effective manner, and responding to the ever-changing needs of our community.

Micro

The Stockton Police Department's mission is to create a safe environment for the community that honors, values, and embraces our cultural diversity. We seek to improve the quality of life for each citizen while working in partnership with the community. We commit to working with all segments of the community at long-term problem solving. We will strive to utilize personnel and fiscal resources both efficiently and effectively, while remaining responsive to our community's needs.

Situational Analysis

Four members from the Stockton Police Department--Captain Ralph Womack, Lieutenant Mark Gantt, Sergeant Edward Wunsch, and Sergeant Ed Belcher--were assembled to participate in a Modified Delphi Exercise of situational analysis, identifying stakeholders, stakeholder assumptions, and strategy selection. An examination of the internal and external environment of the Stockton Police Department, as it relates to the issue, was conducted. The STEEP (Social, Technical, Economic, Environment, and Political trends and events affecting an issue) and the WOTS UP (Weakness, Opportunities, Threats, Strengths, Underlying, and Planning) processes were used for final analysis. This information was utilized in developing the designated strategy.

STEPP Analysis

An analysis was conducted of the Stockton Police Department's organizational environment as it specifically relates to the Southeast Asian population and future police service delivery. This included the consideration of the positive opportunities for achievement, as well as threats which would impede progress. The trends and events identified by the Nominal Group were reviewed. The STEEP Model was used to classify the opportunities and threats for each STEEP category. They are as follows:

Social

- **Opportunities** - In the Southeast Asian community, many members are becoming the new, young professionals. The Southeast Asian culture is highly motivated toward attaining college education. During the past seven years, 40.4% of Southeast Asian-Americans were eligible for admission to the University of California, compared to only 20.5% of Caucasian students. In the California State University system, 61.5% of Southeast Asian-Americans were eligible for admission, as opposed to 38.2% of the Caucasian students (Wong, 1993). As more Southeast Asians obtain college educations and enter the business community, they will become westernized. This will afford law enforcement the opportunity to focus on a Southeast Asian generation not as strongly bound by Third-World traditions. A community-oriented policing philosophy directed toward the Southeast Asian community will become an achievable opportunity.
- **Threats** - Immigrant bashing, immigration quotas, racial/cultural conflicts, and changing family values will continue to contribute to disharmony in the Southeast Asian community. As Southeast Asians become westernized, they may adopt prejudices and biases toward law enforcement which impede communication. This could include non-support of neighborhood watch, recruitment, or criminal investigation efforts. Without open communication, a community-oriented policing philosophy will be difficult or impossible to implement.

Technical

- **Opportunities** - Many Southeast Asians have demonstrated an aptitude for computer technology. As law enforcement continues to adopt computer technology and computer-based information systems, increased employment opportunities for which Southeast Asians could compete will be created. This would include both police officer and civilian management positions. Technical expertise within the law enforcement community will empower Southeast Asians and include them in the management decision process.
- **Threats** - Southeast Asians hired by law enforcement could become specialized in the area of computer technology. This would greatly reduce their visibility and their impact on implementation of a community-oriented policing philosophy in the Southeast Asian community.

Economic

- **Opportunities** - Federal and state funds targeted for cities with high crime and a community-oriented policing philosophy are now available. As the Southeast Asian population ages and more members obtain an education, they will purchase more business licenses and pay higher property taxes, thereby creating another funding

source in the community. As Southeast Asians become more financially successful, fewer will remain dependent on the welfare system.

- **Threats** - Funding sources continue to decline, both nationally and locally. Law enforcement agencies tend to be flattening as opposed to increasing in size. If layoffs became necessary, employees with the least amount of seniority would be dismissed first. In many cases, these employees would be from racially and culturally diverse groups who were hired most recently, which would include Southeast Asians. POST training funds are also declining, and cultural training may no longer be economically feasible.

Environmental

- **Opportunities** - Involvement of the Southeast Asian population with law enforcement should lower crime rates and provide a safer community. The Southeast Asian population also affords recruitment opportunities for Southeast Asian police officers.
- **Threats** - This is another segment of the community which could demand that affirmative action plans be reviewed for performance.

Political

- **Opportunities** - Political leaders are responsive to concerns related to ethnic and cultural issues. As Southeast Asians establish themselves as professionals and/or business owners, political entities may provide support for such things as Southeast Asian partnerships, cultural diversity training, and focused recruitment of Southeast Asian police officers.
- **Threats** - Political leaders may withhold support for the Southeast Asian community's move into the future. The complexity of different cultures and language barriers sometimes causes hostility and suspicion due to a lack of communication with political leaders. Some political leaders may feel other issues warrant more attention and may not support the use of public funds to promote the interests of the Southeast Asian community.

WOTS UP Analysis

To achieve the mission described in this study, an analysis of the Stockton Police Department's strengths and weaknesses was conducted, focusing on the department's capabilities to implement community-oriented policing; specifically, in a Southeast Asian section of the city. Analysis was also directed toward the department's political, economic,

and administrative support to accomplish this mission with the Southeast Asian community.

Strengths and weaknesses were identified as follows:

Political

- **Strengths** - Political support for implementing a citywide community-oriented policing philosophy is strong. In 1992, the Stockton City Council and Chief of Police implemented the Safe Stockton Program, which is based on problem solving and community-oriented policing and is now evolving into a departmental model of policing in the future. Although the community-oriented policing philosophy is not accepted department wide or citywide, it is implemented.
- **Weaknesses** - The City Council has vigorously supported community-oriented policing and the Safe Stockton Program. Due to term limits, however, four City Council members were replaced this year. Each of the new candidates are presently supporting Safe Stockton and community-oriented policing; however, this support could diminish or disappear during the implemented time line.

Economic

- **Strengths** - Economically, the City of Stockton is operating within its budget. New growth and business have maintained the tax base necessary to support the City

services, while some City departments have reduced services. The budget priority in Stockton for the last three fiscal years has been public safety.

- **Weaknesses** - Other City departments are reducing their budgets, staffs, and services to support public safety, which generates animosity between certain City departments and the Police Department. Citizens are also complaining about reduced City services and the decline in their quality of life as city residents.

Administrative

- **Strengths** - In August, 1993, the first minority Chief of Police in Stockton was appointed. This is considered a strength because it generated a new confidence in the Police Department from the minority communities. The new chief reorganized the department, which included eliminating two deputy chief positions and empowering management personnel to make more decisions. Both management and police personnel have been transferred to each division so they ethnically reflect the community. A new Mission and Values and Ethics Statement was adopted, which provides a clear vision for the future. The Chief and the department have committed to adopting a community-oriented policing philosophy. Today, community-oriented policing teams are working in four specific high-crime areas. Their impact has been positive with the City Council and, most importantly, the community. A final administrative strength is that the labor contract continues until 1998.

- **Weaknesses** - A significant administrative weakness is the promotional process for managers and first-line supervisors. All promotions for captain and below are based on the *rule of one* from a civil service eligibility list. The Police Chief's ability and judgment for developing a management team is completely eliminated by this selection process. Consequently, each police chief faces the difficult or impossible task of developing a cohesive management team, all working toward achieving the same goal. Nothing in the promotional system requires management personnel to support City or Police Department programs. This is also true for first-line supervisors. As a community-oriented policing philosophy is adopted, a percentage of disruptive veteran managers, supervisors, and officers are unimpressed with this change. Administratively, it is difficult to motivate employees at each level in the organization. No one group completely supports any proposed change in the Department. This increases operating costs and extends many implementation time lines further than necessary. This weakness in the promotional process adversely affects the department's decision-making process, employee morale, and operating costs.

Stakeholder Analysis

Stakeholders are individuals, groups, or organizations whose support or lack of support can influence an organization's plan to change policies, training methods, or focus. The author utilized the previously listed Stockton Police Department members and a Modified

Delphi Process to identify ten significant stakeholders related to this issue, each of which could raise additional, unforeseen issues, or objections:

1. City Council
 - a. Is sensitive to each ethnic group's need to receive equal police service.
 - b. Anticipates participation from all ethnic groups in the community.
 - c. Vigorously supports adopting a citywide community-oriented policing philosophy.
2. City Manager
 - a. Is sensitive to the need to support the community-oriented policing philosophy citywide.
 - b. Anticipates all department heads cooperating in providing support for community-oriented policing's service demands.
3. Chief of Police
 - a. Expects full support from all City departments.
 - b. Anticipates full support from all members of the Police Department.
 - c. Is concerned about obtaining the confidence and trust of the Southeast Asian community.
4. Command Officers
 - a. Are concerned that budget restraints will adversely influence their commitment to community-oriented policing

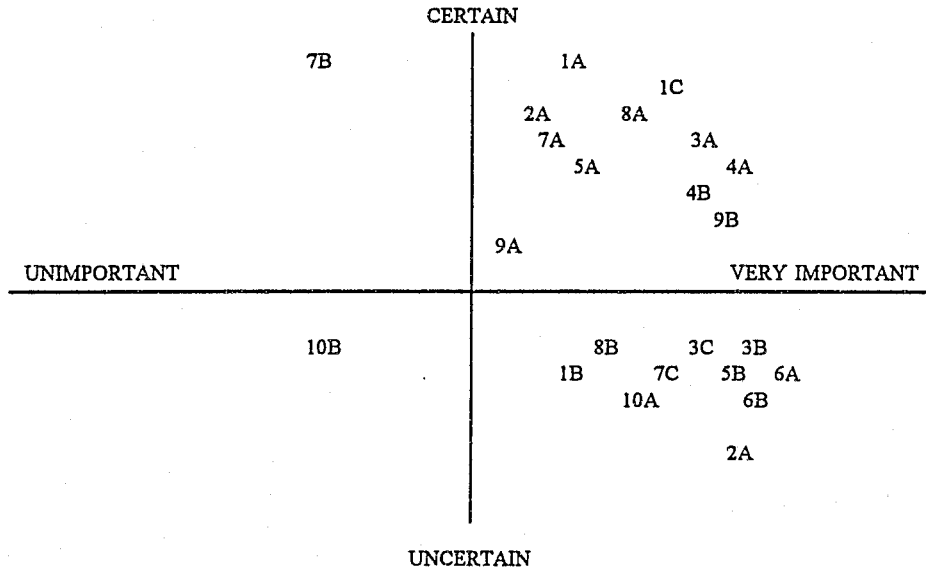
- b. Support strategies perceived to make the community safer
- 5. Police Officers Association
 - a. Is split in its support of adopting a community-oriented policing philosophy.
 - b. Strongly opposes programs which reduce officers responding to calls for service.
- 6. Sergeants
 - a. Believe management is not in touch with field environment.
 - b. Have the strongest influence and most direct contact with the work force.
- 7. Southeast Asian Community
 - a. Believes that issues involving cultural values and language barriers will impede implementation.
 - b. Lacks political influence in City government.
 - c. Supports police intervention in their communities.
- 8. Other City Departments
 - a. Perceive community-oriented policing as a further drain on their diminishing budgets and personnel.
 - b. Internally oppose expanding a community-oriented policing philosophy into every city neighborhood.
- 9. Other Ethnic Communities

- a. Concerns will exist regarding one ethnic community receiving additional police service.
 - b. They will support citywide community-oriented policing when clearly included in future implementation strategies.
10. Community at Large
- a. Concerns regarding tax increases to support community-oriented policing may develop.
 - b. Affluent segments of the community may perceive excessive police resources being expended primarily in poor, minority neighborhoods.

To further understand the stakeholders' influence, the Strategic Assumption Surfacing Technique was used. Each stakeholder's support was analyzed as certain, uncertain, very important, or unimportant. Additionally, assumptions of each are listed in the legend (see Table 6).

Table 6

Strategic Assumption Surfacing Technique



STAKEHOLDER LEGEND

1. **City Council:**
 - a. Is sensitive to each ethnic group's need to receive equal police service.
 - b. Anticipates participation from all ethnic groups in the community.
 - c. Vigorously supports adopting a citywide C.O.P. philosophy.
2. **City Manager:**
 - a. Is sensitive to the need to support the C.O.P. philosophy citywide.
 - b. Anticipates all department heads cooperating in providing support for C.O.P.'s service demands.
3. **Chief of Police:**
 - a. Expects full support from all City departments.
 - b. Anticipates full support from all members of the Police Department.
 - c. Is concerned about obtaining the confidence and trust of the Southeast Asian community.
4. **Command Officers:**
 - a. Are concerned that budget restraints will adversely influence their commitment to C.O.P.
 - b. Supports strategies perceived to make the community safer.
5. **Police Officers Association:**
 - a. Is split in its support of adopting a C.O.P. philosophy.
 - b. Strongly opposes programs which reduce officers responding to calls for service.
6. **Sergeants:**
 - a. Believes management is not in touch with field environment.
 - b. Have the strongest influence and most direct contact with the work force.
7. **Southeast Asian Community:**
 - a. Believes that issues involving cultural values and language barriers will impede implementation.
 - b. Lacks political influence in City Government.
 - c. Supports police intervention in their communities.
8. **Other City Departments:**
 - a. Perceive C.O.P. as a further drain on their diminishing budgets and personnel.
 - b. Internally oppose expanding a C.O.P. philosophy into every city neighborhood.
9. **Other Ethnic Communities:**
 - a. Concerns will exist regarding one ethnic community receiving additional police service.
 - b. They will support citywide C.O.P. when clearly included in future implementation strategies.
10. **Community at Large:**
 - a. Concerns regarding tax increases to support C.O.P. may develop.
 - b. Affluent segments of the community may perceive excessive police resources being expended primarily in poor, minority neighborhoods.

Developing Alternative Strategies

Identification of Alternative Strategies

The author worked with a group of sworn personnel from the Stockton Police Department to identify, develop, and analyze alternative strategies. Each level of the organization was represented. The Modified Delphi methodology was used to accomplish this task, and the following alternative strategies were identified:

- Hire Southeast Asian Consultants to Assist in the Development of Community-Oriented Policing Implementation Strategies in Southeast Asian Neighborhoods
- Develop Cultural Training Facilitators Specializing in Southeast Asian Culture/Values
- Assign Police Lieutenants the Responsibility of and Accountability for Individual Southeast Asian Neighborhoods
- Sponsor Forums for Southeast Asians to Share Cultural Background with Law Enforcement
- Celebrate Southeast Asian Holidays by Having Departmental Theme Days
- Develop Neighborhood Police Facilities in Southeast Asian Neighborhoods
- Create Southeast Asian Advisory Boards to Develop Cooperative Partnerships with the Police Department

- Reorganize Patrol Service Delivery from Traditional Beat Configuration to Sectors to Broaden Community-Oriented Policing Efforts
- Implement Social Controls in the Southeast Asian Community (i.e., Work with Southeast Asian Parents to Control Youth Gangs, Runaways, and Other Behavioral and Family-Related Problems)
- Conduct Problem-Solving Forums with Other City Departments

Analysis Criteria

Six criteria were used by the group of sworn personnel to analyze the previously listed alternative strategies. They were as follows:

1. Police Department Support
2. Desirability - Long Term
3. Southeast Asian Community Support
4. Cost
5. Feasibility
6. Stakeholder Support

Using a 1-4 range, with 1 being low and 4 being high, the group rated each of the nine alternative strategies against this criteria.

Highest Ranked Alternatives

The Modified Delphi Process panel selected the following two alternative strategies as the highest rated.

1. **Develop Cultural Awareness Training Facilitators** - Developing cultural awareness training facilitators specializing in Southeast Asian traditions, culture, and values was rated highest. Facilitators would be police officers and managers with specialized training on the Southeast Asian population.
 - **Pros** - The pros include cost reductions as law enforcement personnel would conduct the training, emphasizing the Department's mission of developing community partnerships, improving the Southeast Asian community's quality of life, and embracing the cultural diversity. An increased level of departmental sensitivity to cultural awareness would be achieved. This would cross all cultural lines and impact each ethnic group.
 - **Cons** - The cons for cultural awareness training facilitators are the training curve and program operations cost. Undoubtedly, other ethnic groups would also want facilitators. This issue could become politically sensitive, both internally and externally, for the Chief of Police.

The stakeholders would support cultural awareness training facilitators focused on Southeast Asians. It would be perceived as positive for both the department and the community.

2. **Problem-Solving Forums with Other City Departments** - Community crime problems cross lines of responsibility with almost every other City department. Each department's costs are escalating while demands for service are increasing. Public safety budgets are seldom cut, which generates animosity with other City departments.

- **Pros** - Intra-City department problem-solving forums increase City efficiency, effectiveness, and communication. Forums afford each City department a grassroots contact and provide an avenue for feedback from all segments of the community. Results are measurable, and City department partnerships are formed.
- **Cons** - Forums require a strong facilitator with negotiating skills. They are labor intensive, time consuming, and costly. Egos often will influence final results, and ill feelings between departments could surface in time.

At least half the stakeholders would have mixed feelings regarding problem-solving forums. For community-oriented policing to be effective, departments would have to embrace it as one alternative for citywide service delivery. As budgets and services are being cut, this makes the concept difficult to embrace.

Controversial Alternative Strategy

The opinions of the group members were mixed as they related to developing neighborhood police facilities in Southeast Asian communities. The concept consists of officers being assigned to a specific neighborhood and working from an office in that area.

- **Pros** - Neighborhood police facilities are well received in communities, and different policing strategies are easily implemented. Strong community/police partnerships develop, and communication with the community is at a premium.
- **Cons** - Neighborhood police facilities are costly and labor intensive. Once established, they are politically difficult to modify or discontinue. Results are often difficult to measure.

The majority of stakeholders would have mixed feelings relating to neighborhood police facilities. The cost, location, and staffing would generate controversy in a diverse, high

service-demand city. Politically, every segment of the city would request and demand this specialized police service.

Preferred Strategy

The combination of a trained cultural awareness facilitator and neighborhood police facilities is the preferred strategy. Developing a community-oriented policing philosophy requires flexibility and modifications for specific types of neighborhoods. No single strategy is all-inclusive or fulfills the proposed mission of enhancing service delivery to the Southeast Asian community. By combining both, a comprehensive, sensitive strategy could be developed.

As diversity and crime in California have steadily increased, law enforcement's long-term problem-solving abilities have decreased. Communities are demanding police intervention in both social and crime problems. Long-term problem resolution will require expert knowledge of the Southeast Asian culture, values, and traditions. Valuable insights, relationships, and knowledge could be obtained by law enforcement working in a Southeast Asian neighborhood police facility. This daily contact would evolve into a Southeast Asian community and police partnership. Once established, a new generation of trust between law enforcement and the Southeast Asian community would emerge.

Implementation Plan

The implementation plan will develop and possibly accelerate the Southeast Asian population's trust of law enforcement (which may require a decade to acquire). This is a major obstacle for law enforcement and may require a decade to accomplish. As the Stockton Police Department enters the era of community-oriented policing, this strategy affords the opportunity to accelerate Southeast Asian trust of law enforcement. Those responsible for implementation of this strategy include the City Council, City Manager, Chief of Police, and command staff. Based on the selected strategies, the plan would be implemented in three phases, with the following policy considerations.

Policy Considerations

Phase 1 - Internal Needs Assessment

The time line for implementation is conservatively estimated at two to four months for analysis of tasks for Phase 1. These include:

- Assessment of Support and Commitment from Command Staff
- Identification/Allocation of Funds for Cultural Training Instructor

- Selection of Transition Team and Chairperson
- Identification of Southeast Asian Community Leaders to Assist in Training

Phase 2 - Program Development

Program development will require seven months or more due to the training schedule and funding requests. The following steps and action will be required:

- To Complete a Cost Analysis for Cultural Awareness Training Facilitator, with the Budget Consisting of the Following:

Facilitator	\$10,000
Materials/Supplies	2,500
Lodging/Per Diem	<u>1,500</u>
Total Costs	<u>\$14,000</u>

- To Complete a Cost Analysis for Neighborhood Police Facilities and Personnel, with Emphasis Placed on Utilizing Existing Structures Located in City Parks
- To Identify Learning Methods, Including Role Playing, Group Discussions, and Interactive Video
- To Develop Cultural Awareness Training Schedule, Including All Department Members
- To Conduct Informational Meetings with Stakeholders

Phase 3 - Preparing for Change

Phase 3 would begin upon program design and funding approval. The time line for accomplishment is a minimum of two months.

- Negotiate a Contract with the Cultural Awareness Facilitator
- Train a Facilitator and Select a Final Goal
- Overview the Demonstration of Training Objectives and Course Content
- Finalize Cost Estimates for Neighborhood Police Facilities and Personnel
- Develop an Evaluation Process to Monitor Achievements or Failures

Summary

Improving service delivery to the Southeast Asian community is achievable. Many of the bad perceptions, poor attitudes, and mistrust Southeast Asians are expressing were present in African-American, Hispanic, and other non-Caucasian neighborhoods. Although total harmony is not achieved in every non-Caucasian neighborhood, tremendous progress with law enforcement has been attained.

What law enforcement has learned from other ethnic groups must now be analyzed, improved upon, and implemented in Southeast Asian neighborhoods. The success of this strategy will improve an entire community's quality of life and reduce the mistrust that

Southeast Asians feel toward law enforcement. The following chapter proposes a transition management plan to further implement this strategy.

CHAPTER FOUR

TRANSITION MANAGEMENT

The identification of a preferred strategy requires a means of implementation with minimum disruption and maximum efficiency. Transition management is vital to the success of the strategy, as it is the foundation for the actual process. The first step is to analyze the key stakeholders and, within this group, the *Critical Mass*.

Stakeholders/Critical Mass

During the strategic planning process, the Modified Delphi Process panel identified key stakeholders who will have a significant impact on service delivery provided to the Southeast Asian community. The following twelve stakeholders were identified as those most likely to advance or impede service delivery to the Southeast Asian community:

1. City Council
2. City Manager
3. City Attorney
4. Chief of Police
5. Deputy Chief of Police
6. Command Officers

7. Police Officers' Association
8. Southeast Asian Community
9. Other City Departments
10. Ethnic Communities
11. Community at Large
12. Social Service Agencies

There are many styles of organizational management within the stakeholder group that could impede acceptance and commitment to this proposed strategic plan. Improving service delivery to the Southeast Asian community will be difficult to achieve without the support, commitment, and resources of these stakeholders. Adding to the difficulty for police management is the fact that the majority of the stakeholders are beyond the control of the police. This tends to increase implementation time lines and affects the response from the stakeholders outside the Police Department. Traditional styles of police service delivery have distanced the police from both the public and private sectors. This has also occurred with segments of the Southeast Asian community, who traditionally view the police with apprehension.

To implement this strategic plan, key individuals who can solicit the support of the stakeholders must be identified. This group, referred to as the Critical Mass, consists of specific individuals whose commitment is necessary for this plan to succeed. The Critical Mass is formed by the following individuals from the City of Stockton:

- Joan Darrah, Mayor
- Edward J. Chavez, Chief of Police
- Kenneth E. Wilbon, Deputy Chief of Police
- David Knickerbocker, President of the Stockton Police Officers' Association
- Sovanna Koeurt, Program Coordinator and Southeast Asian Community Leader
- Robert Khoonsrivong, Director of the Southeast Asian Refugee Center

The following Commitment Planning Chart (Table 7) depicts the current position of each person in the Critical Mass as well as the desired position:

Table 7

Commitment Planning Chart

Key Players	No Commitment	Let It Happen	Help It Happen	Make It Happen
Mayor		X-----	----->O	
Chief of Police			X----->O	
Deputy Chief of Police			X----->O	
Police Association President		X-----	----->O	
Sovanna Koeurt, Southeast Asian Community Leader		X-----	----->O	
Robert Khoonsrivong, Director, Southeast Asian Refugee Center			XO	

"O" indicates minimum commitment necessary for the change to occur.
 "X" represents their present degree of commitment.

Critical Mass Key Players

The commitment level to the strategic plan exists at a relatively high level. The following is an analysis of each Critical Mass member's current and minimum level of commitment to the strategic plan and includes an approach that could assist in shifting each individual to the minimum level of commitment to assure implementation of this plan:

Joan Darrah, Mayor

- **Current Level of Support** - The Mayor fully supports adoption of a community-oriented policing philosophy as proposed by the Chief of Police. The Mayor is presently willing to let it happen.
- **Minimal Support Level** - The Mayor's support is critical to the success of this plan. It is necessary for the Mayor to help it happen. Her support would ensure the active involvement of other City Council members, the City Manager, the police union, and other public and private agencies.
- **Approach** - Specific time lines for implementation should be provided to the Mayor, as well as the goals and objectives. The Mayor should be educated on the manner in which community-oriented policing is working in specific areas of the city. It must be emphasized that movement from a traditional-policing style to a problem-solving style is more efficient and cost effective for the City. The fact that Southeast Asians now

occupy residences in each Council District, and are requesting more police service, should be also be emphasized.

Edward J. Chavez, Chief of Police

- **Current Level of Commitment** - Chief of Police Edward J. Chavez is presently in the help it happen category. Chief Chavez is clearly a change-agent chief. The Police Department has been downsized under the direction of Chief Chavez, and he has empowered the lowest-level command staff with greater decision-making abilities. He is committed to implementing a community-oriented policing philosophy, and a new emphasis on service delivery and cost-effective management is present in the Department.
- **Minimal Level of Commitment** - Chief Chavez is the first minority Chief of Police in the history of Stockton, and he is personally aware of the perceptions shared by certain minority groups regarding police service delivery. Through Chavez's leadership, the Police Department has the ability to move into a partnership with the Southeast Asian community. Appointing a command officer as an ombudsman with the Southeast Asian community is an initial step toward making it happen. Presently, no command officer meets with the Southeast Asian community on a routine basis. The Chief needs to appoint command staff members to the Southeast Asian community, including the appointment of the Deputy Chief of Police as Transition

Team Chairperson. Such action would demonstrate to everyone a long-term commitment to the Southeast Asian community as it relates to community-oriented policing.

- **Approach** - It is clear that Chief Chavez is committed to implementing community-oriented policing, and that strong support exists for community-oriented policing by City policy makers. This includes both public and private sectors. The strategic plan could be proposed to the Chief as an additional component of his overall community-oriented policing implementation plan and then presented to the Critical Mass. The Chief should gain support from the City Council and Southeast Asian community leaders as a result of this proposal.

Kenneth E. Wilbon, Deputy Chief of Police, Program Manager:

- **Current Level of Commitment** - The Deputy Chief of Police is a highly visible, community-oriented, minority command officer. Like the Chief of Police, Wilbon understands growing up, residing in, and being part of Stockton's minority community, including both the positive and negative aspects. The Deputy Chief's appointment as Transition Team Chairperson would represent leadership from the Police Department, making him a visible role model to the Southeast Asian community. The Deputy Chief of Police would be willing to help it happen.

- **Minimal Level of Support** - At a minimum, the Deputy Chief of Police needs to make it happen.
- **Approach** - Accomplishing the implementation of community-oriented policing in the Southeast Asian community and opening a neighborhood police facility can only be achieved through the Chief's office. The Deputy Chief is the only command officer vested with the authority and respect to succeed. The Chief of Police would need to commit the technical, organizational, and fiscal resources for the Deputy Chief to implement the plan. Additionally, the Deputy Chief should serve as a role model for the command staff, as well as develop and implement advisory groups from within and outside the Police Department, focused on the Southeast Asian community.

David Knickerbocker, President, Stockton Police Officers' Association

- **Current Level of Support** - The police union president has endorsed the community-oriented policing philosophy. Therefore, he will let it happen.
- **Minimal Level of Support** - Clearly, the police union needs to support the strategic plan. As Southeast Asians become police officers, community service officers, and other members of law enforcement agencies, they will expect union support for the Southeast Asian community. The police union president needs to help it happen and secure the support of the union membership. He also needs to serve as a role model and facilitate the union membership's acceptance of this plan.

- **Approach** - The Department needs to train or contract with a cultural facilitator to conduct training on Southeast Asian cultures. This cultural training would include a diagonal slice of the Southeast Asian subgroups, including Vietnamese, Laotian, Cambodian, and Hmong. A combination of education and reinforcement of this plan will provide the field officers with increased job satisfaction and a sense of accomplishment.

Sovanna Koeurt, Southeast Asian Community Leader

- **Current Level of Support** - Ms. Koeurt is considered the most dominant Cambodian female residing in Stockton. Her housing programs have been awarded large federal grants to assist the Southeast Asian community in obtaining adequate housing. She does not understand American law enforcement and has publicly voiced her concerns relating to Southeast Asian public safety. She would be willing to let it happen.
- **Minimal Level of Support** - Ms. Koeurt has considerable influence in the Cambodian community and has been referred to as their mayor. She is suspicious of the Police Department and does not understand slow police response, telephone reports, or call priority systems. Ms. Koeurt can help make this change happen. Her support will have significant impact on how the Cambodian community views this proposal.
- **Approach** - The Police Department is developing a Citizens Academy. Law enforcement issues that members of the Southeast Asian community do not understand

are included in the proposed curriculum. Ms. Koeurt should be included in the first class. Additionally, she should be allowed on patrol ride-alongs to gain firsthand insight into the problems in the entire community with which officers are confronted.

Robert Khoonsrivong, Director, Southeast Asian Refugee Center

- **Current Level of Support** - Mr. Khoonsrivong is a Laotian community leader. As Director of the Southeast Asian Refugee Center, Mr. Khoonsrivong assists Southeast Asians with problems they may be experiencing with criminal and civil law, immigration, language barriers, social services, and other areas of concern. The Southeast Asian Refugee Center is funded by San Joaquin County and several federal grants. Mr. Khoonsrivong is knowledgeable in areas pertaining to government bureaucracy and is willing to help it happen.
- **Minimal Level of Support** - Mr. Khoonsrivong and the Southeast Asian Refugee Center are dedicated to assisting the Southeast Asians' transition into the American culture. Mr. Khoonsrivong's influence, political contacts, and resources will significantly assist in bringing the Laotian community into participation with Police Department programs. He is in the process of helping it happen.
- **Approach** - Mr. Khoonsrivong should also participate in the Citizens Academy. In addition, he should be appointed to a cultural awareness advisory committee established by the Police Department. An ineffective committee currently exists and

should be disbanded. Mr. Khoonsrivong supports police intervention in the Southeast Asian community and should be nurtured by the Chief's office and command staff to develop as an internal and external advocate.

Not all the actors within the Critical Mass are ready for the introduction of change. Individual adaptability to change varies from easily accepting change to total resistance. To analyze the Critical Mass actors' readiness for change, the author completed the following Readiness/Capability Chart (Table 8), listing each of the Critical Mass actors and their readiness/capability to commit to this change. The majority fall into the medium range.

Table 8

Readiness/Capability Chart

CRITICAL MASS ACTORS	READINESS			CAPABILITY		
	High	Med	Low	High	Med	Low
Mayor		X		X		
Chief of Police	X			X		
Deputy Chief of Police		X		X		
President, S.P.O.A.			X			X
Sovanna Koeurt, Southeast Asian Community Leader		X			X	
Robert Khoonsrivong, Director Southeast Asian Refugee Center		X			X	

Note: Data Based on Researcher's Opinion and Analysis.

Transition Management Structure

A temporary management structure is needed for the transition from the current state to the future state. The management team envisioned what would be a diagonal slice, with representatives from throughout the Police Department. Personnel selected should possess a strong, people-oriented management style. The Transition Team Chairperson should be someone well respected, familiar to the community, and knowledgeable of the formal and informal processes within the Police Department. The current Deputy Chief of Police is the best choice for chairing the Transition Team. He has the requisite clout, resources, and interpersonal skills to implement this strategic plan. The Transition Team would be comprised of the following:

- Deputy Chief of Police, Chairperson
- Captain (1) - Field Operations Division
- Lieutenant (2) - Field Operations Division (1), Personnel and Training (1)
- Sergeant (3) - Field Operations Division (1), Community Services Section (1), and Investigations Division (1)
- Police Officer (3) - Field Operations Division (1), Special Operations Division's P.O.P. Team (1), and Investigations Division (1)
- Representative (1) - Stockton Police Officers' Association

Selected personnel should represent the cultural diversity of both the Department and the community. Whenever possible, natural leaders should be selected for this Team.

The diagonal slice is proposed as the optimal management structure. This strategic plan proposes training in cultural awareness, reestablishing a neighborhood police facility, and designing a service delivery based on community-oriented policing for the Southeast Asian community. Each part of this plan is a significant change which impacts each division within the Police Department.

Internal and external consensus building would be necessary. The Transition Team must provide leadership, vision, and personal commitment. By appointing a cross-section of personnel, communication will be enhanced and rumor-driven anxiety will be reduced. Additionally, the anxiety level of the Southeast Asian community should be reduced as a result of dealing with police officers of varying colors and cultures.

Charting Responsibility

The Responsibility Chart (Table 9) assigns specific tasks and identifies levels of responsibility to individuals identified in the Critical Mass. The tasks generally reflect the activities in the transition management structure. The chart uses the acronym *RASI*, which identifies who is *responsible* for a task (R), who must *act* to approve a task (A), whose *support* must be secured (S), and who must be *informed* of the actions (I). The chart assists

with the transition management, as each person in the Critical Mass knows their responsibility.

Table 9

Responsibility Chart

TASK	Mayor	Chief of Police	Deputy Chief of Police	President, S.P.O.A.	Southeast Asian Community Leader	Director, Southeast Asian Refugee Center
Select Transition Team Chairperson	A	R	S	I	I	I
Identify Southeast Asian Community Leaders	S	S	S	I	R	R
Command Staff Support Assessment	I	S	R	S	I	I
Appoint Community Representatives	R	S	S	I	S	S
Study Cost Analysis	I	S	R	I	I	I
Identify Funding Sources Outside City Budget	R	R	S	I	I	I

Technologies and Techniques to Support and Implement Change

The Transition Team must use a variety of technologies and techniques for implementing their recommended changes. Responsibility to utilize these tools would be placed on the Critical Mass, as their commitment is most crucial.

Techniques

Team Building

Team building should establish clearly the team goals and open lines of communication between members. Group and individual exercises should be incorporated by the facilitator.

Focus Groups

Public meetings led by a Transition Team member with small focus groups of 10-20 Southeast Asians should be implemented. The goal would be developing trust and establishing a partnership with the Southeast Asian community.

Educational Intervention

Classroom instruction directed toward the stakeholders should occur internally and externally. The Police Department conducts annual Advanced Officer Training (POST sanctioned) for the officers and sergeants; part of this should be committed to cultural awareness of the Southeast Asian community, including community-oriented policing strategies. Southeast Asian leaders should also attend the Police Department's Citizens

Academy. Members of the Transition Team should be instructors in the Citizens Academy and assist in coordinating the training.

Role Modeling

The Chief of Police and Deputy Chief of Police should attend Southeast Asian holiday celebrations and publicly embrace that culture. Members of the Transition Team should also demonstrate their commitment in a like fashion. This behavior would indicate to all department members that this change activity has priority and is relevant to the organization.

Newsletter

A special Transition Team newsletter directed at the Southeast Asian community should be adopted. The newsletter would include crime prevention information, specific crime analysis profiles of crimes occurring in the Southeast Asian community, recruitment information, and other items of interest.

E-Mail/Voice Mail

This system would allow the Transition Team Chairperson (Deputy Chief) the opportunity to keep all members immediately informed of meetings, progress, and other

related issues. It would speed communication, enhance information sharing, and allow 24-hour communication between team members.

Forced Collaboration

This intervention strategy requires opening a neighborhood police facility in a predominantly Southeast Asian niche of the community. Unfortunately, prejudice still exists in America in small portions of communities and among some law enforcement groups. Resistance to the Southeast Asian culture could be reduced in law enforcement by assigning officers to a neighborhood police facility. Additionally, this grassroots daily contact with the Southeast Asian community is a low-risk intervention strategy which opens lines of communication and reduces suspicion.

Evaluation of the Preferred Strategies

Success of the cultural awareness training will be evaluated by pre- and post-examinations during the training exercise. The examinations will stress the specific differences between Southeast Asian and Western cultures. Quarterly evaluation reports would be required of the neighborhood police facility staff and would include:

- Review of Reported Crime to On-Duty Staff at the Facility
- Crime Analysis Profiles for the Adjacent Southeast Asian Neighborhoods
- Surveys of Southeast Asian Neighborhood Residents
- Level of Part One Crime Occurring in the Reporting District
- Level of Southeast Asian Community Participation in Facility-Sponsored Events
- Level of Southeast Asian Gang Activity
- School Attendance Records for Southeast Asian Youths in the Reporting District

Change Schedule

The purpose of this section is to assist with a managed transition plan. The time lines are flexible and may be adjusted as necessary.

Year 1 - Month 1

- Chief of Police Appoints Transition Team Chairperson

Year 1 - Months 2-4

- Chairperson Selects Transition Team Members
- Chief of Police Approves Composition of the Transition Team
- Team Building Workshop for Chairperson and Transition Team Members
- Transition Team Develops Work Plan for Implementation of Strategic Plan

Year 1 - Months 5-7

- Critical Mass Members Meet with Chief of Police and Transition Team Chairperson, the Proposed Strategic Plan is Reviewed and Discussed
- Problem-Finding Process is Used with Members of Critical Mass

Year 1 - Months 8-11

- Ongoing Meetings with the Critical Mass Members to Build Understanding and Buy-In for Community-Oriented Policing, Neighborhood Police Facilities, and Cultural Awareness Training
- Transition Team Chairperson and Work Group Members Identify Subcommittees Needed for Implementation
- Transition Team Develops Policies, Procedures, and Organizational Structure

- Technology Subcommittee Completes Project Cost Analysis, Including Costs for Neighborhood Police Facilities, Support Equipment, and Related Services

Year 1 - Month 12

- Resistance Analysis/Diagnosis is Completed by Transition Team, Accessing the Stakeholders' Current State

Year 2 - Month 1

- Draft Staff Report, Detailing Cost and Resistance Analysis, and Submit to Chief of Police for Review

Year 2 - Month 2

- Revise Staff Report
- Meet with Critical Mass to Review Findings of the Staff Report and Their Affect and Fiscal Impact on the Stakeholders
- Facilitate General Consensus, Focusing on the Core Mission

Year 2 - Months 3-4

- Negotiate a Cultural Awareness Course with POST, with Instruction that Spotlights Southeast Asian Culture

Year 2 - Months 5-12

- Transition Team Schedules Meetings with the Internal Stakeholder Groups (Which Include Both Sworn and Civilian Employees)
- Meetings Conducted with the Internal Stakeholders to Explain Cost Analysis and Research Findings
- Educational Intervention with External Stakeholders by Their Attendance in the Citizens Academy
- Educational Intervention with the Police Officers Attending Cultural Awareness at Advanced Officer Training

Year 3 - Month 1

- City Council Report Prepared on the Social and Fiscal Impact a Neighborhood Police Facility Would Have on the Southeast Asian Community

Year 3 - Month 2

- Report Submitted to the Critical Mass for Review
- Report and Implementation Plan Finalized

Year 3 - Months 3-4

- Selection Committee Conducts Impact Study on Various Locations for the Neighborhood Police Facility
- Report is Submitted from the Selection Committee, Detailing Their Decisions and Recommendations
- Report is Submitted to the Critical Mass for Review

Year 3 - Months 5-12

- City Council Approval is Obtained
- The Mayor, City Councilmembers, Chief of Police, and Critical Mass Meet with Southeast Asian Community Leaders to Establish a Joint Agreement Concerning the Neighborhood Police Facility
- The Neighborhood Police Facility Agreement is Finalized

- A Neighborhood Police Facility is Opened, Staffed by Both Sworn and Civilian Personnel, in a Southeast Asian Neighborhood
- Evaluation Plan is Developed and Implemented

Year 4 - Month 1

- Post-Implementation Resistance Analysis Report is Completed by the Transition Team Members
- Report is Submitted to the Chief of Police
- Crime Analysis Unit is Directed to Focus Crime Data Collection Efforts in the Area of the Neighborhood Police Facility
- Quarterly Evaluation Reports are Forwarded to the Chief of Police from the Transition Team Chairperson for One Year

CHAPTER FIVE
CONCLUSIONS AND RECOMMENDATIONS

The focus of this study has been to address the issue question:

What will be the police service delivery approach to the Southeast Asian community by the year 2004?

Conclusions

The research for this project demonstrated that the Southeast Asians do not have an understanding of law enforcement's role in America, as many are recent immigrants, desperately trying to cling to their traditional values. They do not trust law enforcement and fear the criminal justice system. During the research, however, those Southeast Asians interviewed or who participated in the NGT data collection processes were extremely cooperative. No one approach appears to be the absolute answer to police service delivery for the Southeast Asian population, but a comprehensive community-oriented policing model, including cultural training and neighborhood police facilities, would be effective with the Southeast Asian population.

Also examined were the following sub-issues:

- **What training will police officers need to deliver police service to a Southeast Asian community?**

Cultural diversity in California is approaching a level never before achieved. Research indicates Caucasians will be the new minority in California. A strong focus on the Southeast Asian community must be achieved. Southeast Asians will contribute to the economy, political environment, and crime rate. Law enforcement will require cultural-awareness training at an unprecedented level. The training should be presented in a non-threatening manner. Today, affirmative action is being challenged on the national and state level. New tension is on the horizon between our races. The training must be presented in such a way that past discrimination is not the issue, but rather what the future state will be.

- **What process will be used to assess the special policing needs of the Southeast Asian community?**

Research strongly indicated that the Southeast Asian population does not understand law enforcement. Likewise, much of law enforcement lacks a full comprehension of the Southeast Asian culture. Law enforcement

must take the lead in this area. Community surveys must be developed and distributed and analyzed from the Southeast Asian population. With this data, an education and service delivery model would be developed and implemented.

- **What methods will be used to deliver police service to the Southeast Asian community?**

The Southeast Asian community must be educated in terms of law enforcement within their community. The selected scenario demonstrated a strategy using a neighborhood police facility to immerse police officers directly into the Southeast Asian community. Both the police officers and Southeast Asians would be exposed to different cultures on a face-to-face basis, which would begin breaking down stereotypes, biases, and prejudices.

Recommended Actions

Law enforcement must plan for service delivery to the Southeast Asian population. As the Southeast Asian population increases, so too will Southeast Asian political, economic, and social influence. The following recommended actions should be considered for the future:

- Development and Implementation of Cultural Awareness Training, Addressing the Southeast Asian Culture
- Increased Recruitment for Southeast Asian Police Officers
- Development of a Community-Oriented Policing Model Designed to Include the Southeast Asian Population
- Development and Implementation of a Citizens' Academy for the Southeast Asian Population
- Assignment of a Command Staff Ombudsman to Serve as Liaison to the Southeast Asian Community Leaders

Recommendations for Future Study

Several issues appear worthy of future study:

- What type of community surveys most effectively meet the needs of the Southeast Asian population?
- What changes in technology will impact the Southeast Asian population and law enforcement?

- What methods of instruction should be employed for delivering cultural awareness training?
- What impact will community-oriented policing have on community partnerships?

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