



COPS

COMMUNITY ORIENTED POLICING SERVICES
U.S. DEPARTMENT OF JUSTICE

Enhancing Community Policing with Immigrant Populations

Recommendations from a Roundtable Meeting of
Immigrant Advocates and Law Enforcement Leaders

Enhancing Community Policing with Immigrant Populations

Recommendations from a Roundtable Meeting of Immigrant Advocates and Law Enforcement Leaders

New Orleans, Louisiana
August 27–28, 2008

This project was supported by Grant Number 2007-CK-WX-0021 awarded by the Office of Community Oriented Policing Services, U.S. Department of Justice. The opinions contained herein are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice. References to specific agencies, companies, products, or services should not be considered an endorsement by the authors or the U.S. Department of Justice. Rather, the references are illustrations to supplement discussion of the issues.

The Internet references cited in this publication were valid as of the date of April 2010. Given that URLs and web sites are in constant flux, neither the authors nor the COPS Office can vouch for their current validity.

Contents

Letter from the Director 4

Introduction 5

Challenges to Community Policing with Immigrant Populations and Strategies to Address these Challenges 6

Overall Recommendations 17

Conclusion 20

Endnotes 21

Appendix: Roundtable Participants 23

Letter from the Director

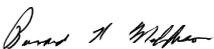
Dear Colleague,

Since 1996, the Office of Community Oriented Policing Services (the COPS Office) has been assisting law enforcement agencies by supporting programs that create or strengthen local programs that build trust with the communities they are sworn to serve and protect. As more people from foreign countries seek the opportunities of our great country, the United States is becoming increasingly diverse. Unfortunately, some immigrant communities face barriers to interacting with officers that go beyond just language differences.

The National Sheriffs' Association and the COPS Office recognized this challenge and partnered to host a roundtable discussion of law enforcement leaders and immigration advocates who developed recommendations for enhancing community policing and ensuring equity in the delivery of law enforcement services to immigrant populations. This publication, *Enhancing Community Policing with Immigrant Populations: Recommendations from a Roundtable Meeting of Immigrant Advocates and Law Enforcement Leaders*, is the result of those discussions.

The COPS Office understands the importance of information sharing and is pleased to share this resource with you. We hope you will find this publication helpful in your local efforts, and we encourage you to share this publication, as well as your successes, with other law enforcement practitioners.

Sincerely,



Bernard Melekian
Director

Introduction

The U.S. Department of Justice Office of Community Oriented Policing Services (the COPS Office) partnered with the National Sheriffs' Association (NSA) to convene a roundtable of immigrant advocates and law enforcement leaders. The goal was to develop recommendations for enhancing community policing and ensuring equity in the delivery of law enforcement services to immigrant populations.

To foster mutual trust and collaboratively address public safety concerns, law enforcement agencies across the United States have built partnerships with the individuals and organizations they serve through the implementation of community policing. Implementing community policing with immigrant populations, however, can be challenging:

- ❖ The foreign-born population of the United States now totals more than 38 million people.¹
- ❖ Immigrants living in the U.S. today are more diverse in their countries of origin and more geographically dispersed across the nation than ever before.² While communities are becoming increasingly multicultural, many law enforcement officers have had only minimal experience and training in interacting with people from other countries.
- ❖ Recent immigrants often face barriers to interacting with officers that go beyond cultural and language differences. They can be reluctant to call U.S. law enforcement for help or cooperate with officers trying to help them because law enforcement officers in their native countries may be corrupt or abusive. They also are less likely to report their victimization, or access support services in the aftermath of a crime, than is the native-born U.S. population.³ This is especially tragic because immigrants are more vulnerable to crime in part because those who prey on them know about their fear of law enforcement.
- ❖ The increased national focus on immigration enforcement since the terrorist attacks of September 11, 2001 is another reason that immigrants avoid contact with law enforcement because they worry that they and/or their family members may be turned over to immigration authorities.

Aware of these challenges to community policing presented by immigrant populations, Sheriff Craig Webre of Lafourche Parish, Louisiana, determined that the enhancement of community policing with immigrant populations would be one of the special initiatives of his 2007–2008 presidency of the National Sheriffs' Association. During Sheriff Webre's term as president, the NSA received funding for this initiative from the COPS Office. In August 2008, the NSA convened a 2-day roundtable meeting as a first step, asking participants—immigrant advocates and law enforcement leaders on the local, state, regional, and federal levels—to provide the following:

- ❖ Identify the major challenges to community policing with immigrant populations
- ❖ Brainstorm ideas for new strategies to address the challenges
- ❖ Recommend a course of action for implementation by NSA, in partnership with national law enforcement and immigrant advocacy organizations, to enhance community policing with immigrant populations.

This report summarizes the outcomes from the roundtable.

Challenges to Community Policing with Immigrant Populations and Strategies to Address these Challenges

Broad interrelated challenges identified by the roundtable included: (1) A lack of law enforcement resources to meet the policing needs of immigrant populations; (2) Language barriers; (3) Immigrant distrust of law enforcement; and (4) Immigrant concerns about deportation and U.S. Immigration and Customs Enforcement (ICE) actions.⁴ Although the law enforcement and immigrant advocacy representatives sometimes had differing perspectives on the nature, cause, extent, and impact of the challenges to community policing with immigrant populations, both groups saw the need for a multifaceted approach to these complex issues and generally supported one another's suggestions for how to begin to address the challenges.

The roundtable offered these suggestions on how to initially establish a framework within the local law enforcement agency that is supportive of enhancing community policing with immigrant populations:

- ❖ *Recognize that immigrants are as interested as any other population in getting crime off the streets.* This desire for safer communities can serve as a shared aspiration of local law enforcement and immigrant populations, as well as a key reason to overcome any mutual distrust.
- ❖ *Show that law enforcement leadership promotes outreach to immigrant populations.* Leadership can show its support by expecting officers to take extra time to build positive relations within the immigrant community. Although finding time for such outreach is challenging, the payoff in reduced tension between immigrants and law enforcement is worth the commitment of time.
- ❖ *Proactively recruit individuals from immigrant populations into law enforcement careers.* Hiring immigrants for both sworn and civilian positions can generate significant goodwill toward the agency from the immigrant communities.
- ❖ *Acknowledge that law enforcement needs outside assistance in overcoming the reluctance of immigrants to communicate with officers.* The persons best able to provide assistance are individuals in the community who already have the trust of, and channels to communicate with, immigrants. They may include leaders in the faith community; social service providers; immigrant advocates; and other individuals who work for entities that regularly interact with immigrants. They may be willing to collaborate with law enforcement if they feel a partnership could serve immigrant interests and not jeopardize their own or their organization's credibility with the immigrant communities.
- ❖ *Be aware of the frustrations that officers may face in performing the dual tasks of community policing with immigrant populations and enforcement of immigration law.* Solicit input from officers about these challenges and their ideas on how to overcome them.

Once a law enforcement agency has established an organizational framework that is supportive of enhancing community policing with immigrant populations, the agency can work on strategies to address the four major challenges to community policing with immigrant populations that were identified by the roundtable:

1. Lack of law enforcement resources

There has been considerable growth during the past several years of the immigrant populations in small and rural communities.⁵ The roundtable discussed how, in spite of decreasing resources and increasing need for services, local law enforcement can still enhance its community policing efforts with immigrants. Participants suggested that agencies can do the following:

- ❖ *Recruit existing staff who are willing to take on the challenge of, and who see the value in, building relations with immigrant populations.*
- ❖ *Partner with other government agencies that work with immigrants.* For example, staff at the local health department may be able to inform law enforcement about the incidence of sexual assault and domestic violence in the immigrant community as well as encourage immigrant victims to report these crimes to law enforcement and access victim services.
- ❖ *Seek the assistance of leaders within, and advocacy groups for, the local immigrant populations, as well as businesses that market to immigrant consumers.* Members of the clergy who minister to immigrant congregations can be mutual points of contact for law enforcement and immigrants with crime issues. Volunteers within an immigrant population can provide interpretation and translation services. And local immigrant advocacy groups can cosponsor community gatherings and act as intermediaries for law enforcement to address crime issues with immigrants. These groups can also appeal to ethnic media outlets for positive coverage of immigrant/law enforcement relations.

Lastly, to address on the national level the challenge of limited local law enforcement resources, law enforcement organizations like the National Sheriffs' Association, the International Association of Chiefs of Police, and others can work in partnership with prominent immigrant advocacy organizations. Together, these national entities can identify, develop, and promote low-cost, capacity building initiatives supportive of local law enforcement efforts to be more responsive to immigrant policing needs. This final point was the primary objective of the roundtable meeting.

2. Language barriers

Language differences can greatly challenge law enforcement's response to immigrants. To systematically address this most basic issue, the roundtable recommended that NSA and other national law enforcement agencies work with the Commission on Accreditation for Law Enforcement Agencies (CALEA) to adopt standards on language response with limited English proficient (LEP) persons; develop related accreditation requirements; and provide training and technical assistance to local agencies in formulating these requirements into policies. Other suggestions for local law enforcement to overcome language challenges with immigrants include the following:

- ❖ *Provide officers with easy access to language interpretation and translation through multilingual and multicultural staff, contracts with local interpreting/translating services, and/or national language lines (for telephonic interpreting).*
- ❖ *Provide information to recent immigrants about local resources for learning English.*
- ❖ *Encourage and provide incentives for officers to enroll in basic language training courses in the dominant non-English languages of the locality.*
- ❖ *Obtain language tools for officers.* Booklets are available to help identify the language of non-English speaking persons. Also, for immediate, simple translations, there are many free translation engines online (called Machine Translation) that can be helpful for basic communication; for example, www.microsofttranslator.com, www.free-translator.com, <http://babelfish.yahoo.com>.

- ❖ *Translate existing brochures on crime prevention, victim assistance, court procedures, and other such topics into the dominant non-English languages of the locality.* Use professional translation services that are familiar with the terminologies in these fields.
- ❖ *Publicize the agency's mission and policies to uphold the rights of all people living in its jurisdiction, regardless of their language capacities;* otherwise, LEP immigrants may be reluctant to contact law enforcement. Widespread publicizing of these agency policies mandating and facilitating the fair treatment of persons with LEP is also critical to establishing, maintaining, and promoting within the agency a staff culture supportive of proactive community policing with immigrant populations.
- ❖ *Support, promote, and share information on innovative approaches to addressing LEP by law enforcement agencies.* The U.S. Department of Justice, through the COPS Office and other funding agencies, should continue to support creative local solutions to overcoming language barriers.⁶

3. Immigrant distrust of law enforcement

Inherent to most problems discussed at the roundtable was a lack of trust between the immigrant and law enforcement communities. As immigrant populations have grown in size and diversity, bridging communication gaps and combating negative immigrant perceptions of law enforcement have become increasingly difficult. To add to these challenges, the current political contentiousness on the issue of immigration reform can make it even more difficult for immigrants and law enforcement to interact comfortably. In strategizing on how law enforcement can build trust with immigrant populations, the roundtable listed its suggestions under the following topical headings: identify community partners; develop agency policies locally; train law enforcement officers; and conduct proactive outreach to immigrant populations.

Identify community partners

- ❖ *Identify community leaders and organizations that advocate for and serve immigrants.* The individuals and organizations that law enforcement agencies reach out to should reflect the diversity of the local immigrant population. In jurisdictions whose immigrant populations are from multiple countries, law enforcement should not expect one culturally-specific immigrant advocacy group to speak for or advocate on behalf of the entire immigrant population. Law enforcement can also reach out to local government and community-based entities that interact with and provide services to immigrants. These entities can provide information on immigrant needs, assist in sharing accurate information with immigrants about law enforcement services, and provide a contact for immigrants when they have crime-related concerns. If immigrant advocacy organizations do not exist in a community, law enforcement can promote their creation but should not develop them. An advocacy organization is more likely to best represent the needs of immigrants if it is formed by them, independently of a law enforcement agency. Another option is to identify immigrant advocacy organizations in the region or state that can advise local law enforcement.

Develop agency policies locally

- ❖ *Develop and implement proactive policies on working with immigrant populations, balanced with clear policies on agency response to immigration enforcement.* Local law enforcement agencies, with input from immigrants and immigrant advocacy organizations, can review the impact of these policies on preventing and investigating crime in immigrant neighborhoods and providing services to immigrant crime victims. Agencies should be careful to ensure that their practices match their newly developed or revised policies because the consequence of saying one thing and doing another will cause a further loss of trust within the immigrant population. Request the assistance of immigrant advocacy organizations to inform

immigrants about these policies and dispel rumors related to agency policy and practice. Establish contact persons within the immigrant populations who can relay immigrant concerns to the agency leadership. This approach can provide a foundation for maintaining positive relations between law enforcement and immigrant populations, even when tensions arise.

- ❖ *Communicate with neighboring jurisdictions to understand each other's policies.* Determine and address inconsistencies in law enforcement response that could be problematic for immigrant populations and agencies.

Train law enforcement officers

- ❖ *Train officers on the complexities involved in working with immigrant populations.* Trainings should be practical and provide tools that help officers be more effective in their interactions with immigrants; for example, train officers on agency policies and practices related to working with immigrants, and make sure to give them a list of useful community referral contacts. Train officers on when and how to use the U and T visas⁷ with immigrant victims of crime. And train on how to cope with language issues. Finally, explain the reasons why immigrants may not cooperate with law enforcement, and encourage officers not to become disillusioned if their efforts to build trust with immigrant populations do not bring quick results.
- ❖ *Formalize opportunities for immigrant advocates to teach officers about the cultures of the local immigrant populations and to talk about immigrant needs and concerns.* Including these advocates in law enforcement trainings, for example, through the police academy or roll call, will also serve to acquaint officers with the individuals and organizations they can call on for help in investigating crimes and assisting victims in immigrant communities.

Conduct proactive outreach to immigrant populations

- ❖ The community policing philosophy of long-term assignment of officers to specific neighborhoods or areas and the geographic deployment of officers to facilitate contact with residents should remain core practices for local law enforcement. Other creative outreach efforts, such as officers spending a day helping immigrant residents in their community remove graffiti, can have immediate, short- and long-term benefits. In addition to making physical improvements to the neighborhood, officers convey the message that local law enforcement wants to address crime in this particular community. Furthermore, those officers and residents who work on such an event become acquainted and can more easily call on one another in the future. To build and sustain long-term trusting relationships with immigrants, especially in light of their deportation fears, more community policing strategies are needed. Roundtable suggestions for proactive outreach to immigrant populations included the following:
 - ❖ *Establish and maintain regular contact with immigrant populations.* Many jurisdictions have found that community meetings between law enforcement officers and immigrants are a useful forum in which to connect immigrants with specific officers, voice immigrant and law enforcement concerns, share information, dispel rumors, identify potential problems and solutions to problems, and celebrate partnering successes as they occur. The following are some tips for coordinating these meetings:
 - ◆ Ask immigrant advocacy groups for assistance to maximize immigrant participation in the meetings and to ensure the comfort of those attending. Use interpreters, as needed; hold the meetings in a community location, such as a recreation center, library, or church social hall, not at the law enforcement offices; make the meetings structured; follow an agenda based on input from both the immigrant population and law enforcement; focus on broad, common goals, such as building a safer immigrant community; and consider using a facilitator.

- ◆ Make the meetings ongoing rather than a one-time event.
 - ◆ Try to have the same law enforcement representatives attend the meetings because they will become for the immigrants “their own officers” to whom they can turn in times of need.
 - ◆ Schedule meetings far in advance and publicize them through media outlets popular with immigrant residents. Provide photographs from the last meeting to ethnic newspapers to promote attendance at the next meeting.
 - ◆ Involve the business community in marketing and sponsoring the meetings. Businesses may be willing to donate food and drink—ideally, ethnic cuisine—to entice immigrants to attend the meetings and to advertise the sponsors’ businesses.
- ❖ *Seek out and create opportunities to educate immigrants and their advocates about U.S. laws; law enforcement agency structures, policies, and practices; and services available to residents.* Invite immigrant advocates to ride along with patrol officers so they can better understand officers’ responsibilities, the nature of calls for service received, and the challenges officers encounter in policing immigrant communities. Some jurisdictions offer citizen academies to: familiarize interested residents about the role of law enforcement and services available; address law enforcement-related rumors and media reports; and solicit community support. These citizen academies, with the help of immigrant advocacy organizations, can be the model for immigrant academies that include an overview of U.S. laws, the American judicial system, and related topics. Other settings in which to proactively reach out to immigrant populations are: Neighborhood Watch meetings; school and after-school programs and community recreation center activities; gatherings of faith-based organizations; English as a Second Language classes; and day labor employment sites. Finally, develop informational materials in the appropriate languages for distribution at these settings.

- ❖ *Address immigrants' special vulnerability to crime through paid advertising, public service announcements, and other information outlets in the community.* Law enforcement and community groups, for example, could develop and distribute a fact sheet on the topic of employer nonpayment of wages and what to do if this occurs. Law enforcement can also partner with local banks, money transfer companies, convenience stores, churches, and other organizations to create and display posters publicizing how immigrants can protect themselves from thefts and financial scams when sending money home to family in foreign countries.

4. Immigrant concerns about deportation and ICE actions

Community policing efforts with immigrant populations can be challenging because of factors such as those discussed in the following paragraphs.

Fear of deportation. News of arrests (also known as “raids” or “sweeps”), detentions, and deportations of illegal immigrants by ICE travels fast across immigrant communities and even the country, sometimes spreading panic in immigrant populations. Within any immigrant family, there may be both documented and undocumented individuals. Regardless of their documentation status, immigrants may be afraid to go about their daily business for fear that they or their families will be subject to ICE actions and deportation.

Concern about local law enforcement's role in immigration enforcement. There is no federal law or regulations on what immigrants can expect from local law enforcement regarding immigration enforcement; and local agencies have vastly different policies. In one jurisdiction, law enforcement may have a policy of not asking about immigration status; while in another jurisdiction, 287(g)⁸ may be utilized but only in criminal investigations; and in yet another jurisdiction, law enforcement may pursue immigration

enforcement actively. It is often unclear to immigrants how their documentation status may affect law enforcement's response to crime, including whether undocumented crime victims will be turned over to immigration authorities. This uncertainty and concern about local law enforcement's role in immigration enforcement causes many immigrants to fear that any contact with officers could potentially bring about their deportation and/or that of undocumented family members. An avoidance of law enforcement, however, makes immigrants especially vulnerable to all types of crime and civil violations; for example, domestic violence, sexual assault, gang activity, human trafficking, nonpayment by employers, and financial scams.

Negative impact of news reports about ICE actions. The media—both mainstream and ethnic—sometimes distort and sensationalize the facts surrounding ICE actions. These distortions further exacerbate panic in immigrant communities and resentment toward law enforcement in general. News about ICE actions also triggers polarizing public debate about immigration issues, which can increase immigrants' sense of isolation from the larger community.

The roundtable had these suggestions for local law enforcement—and for ICE—to address immigrant concern about deportation and ICE actions:

- ❖ *Ensure that immigrants have accurate information about ICE.* Local law enforcement can work with immigrant advocates and ethnic media outlets to dispel rumors and reliably inform immigrant populations about: the policies of ICE; what situations trigger local law enforcement to contact ICE; and resources that may be available to assist immigrants and their families who are subject to ICE investigations, for example, U and T visas.
- ❖ *Establish avenues for routine communication between ICE and organizations that provide services to immigrants.* One avenue for facilitating an ongoing flow of information, as well as sharing concerns and troubleshooting problems, would be an ICE-sponsored listserv for immigrant advocates, service providers, and law enforcement agencies. In turn, the

immigrant organizations could correct misinformation circulating in immigrant communities about ICE actions and connect immigrants to resources they might need in the aftermath of those actions.

- ❖ *Discuss with immigrant advocates the most effective ways for ICE to assist in the rescue of human trafficking victims.* It would be useful for immigrant advocates, ICE, and other law enforcement officials to jointly discuss strategies for rescuing victims of human trafficking and protecting them from further exploitation and deportation.

Overall Recommendations

In the course of identifying major challenges to community policing with immigrant populations and brainstorming ideas for new strategies to address the challenges, roundtable participants offered a number of broad-based recommendations for NSA to consider in partnership with immigrant advocacy organizations and other national law enforcement leadership entities. The purpose of the recommendations, outlined below, is to advise these partners on how, at the national level, they might facilitate enhanced relations between law enforcement and immigrants on the local level and thereby improve crime prevention, investigation, and victim assistance with immigrant populations.

- ❖ *Determine if it would be useful to have an NSA policy statement that supports partnerships between law enforcement agencies and immigrant populations as well as training for law enforcement on immigrant/immigration issues.* Such a statement might also acknowledge the challenges to local law enforcement in balancing community policing with immigration enforcement.
- ❖ *Identify law enforcement policies at the national level that could enhance community policing with immigrant populations.* As mentioned earlier, NSA and other national law enforcement agencies might work with CALEA to adopt standards on language response with LEP persons, develop related accreditation requirements, and provide training and technical assistance to local agencies in formulating these requirements into policies.

- ❖ *Encourage national, state, and local immigrant advocacy organizations to initiate outreach to law enforcement.* Proactive outreach to law enforcement by these organizations could be a catalyst for immediate positive changes. In particular, advocates can relay accurate information about law enforcement and immigration-related issues to their constituents, and mediate and help reduce tensions between law enforcement and immigrants. This outreach, particularly on the local level, need not be limited to law enforcement. Immigrant advocacy organizations can also contact others in the community who work on crime issues, including elected leaders.
- ❖ *Develop tools and programs that support the capacity of local law enforcement to respond effectively to immigrant populations.* One tool could be a national directory that identifies and details model programs and promising practices for distribution to the law enforcement, crime victim assistance, and immigrant advocacy fields. Other tools and programs suggested by the roundtable are as follows:
 - ◆ A primer for law enforcement agencies and officers on initiating outreach to immigrant advocacy organizations (including tips on what to do if there is none in the service area) as well as on working with immigrant populations.
 - ◆ Informational pamphlets to assist officers in communicating in an appropriate manner with LEP immigrants.
 - ◆ A primer for immigrant advocates on initiating discussions and establishing partnerships with local law enforcement.
 - ◆ Trainings for local law enforcement officers to promote awareness of the challenges facing immigrants and of their policing needs.
 - ◆ A guidebook for law enforcement agencies and immigrant advocacy organizations on how to strategically engage the ethnic and mainstream media to promote constructive reporting by these outlets on issues of importance to law enforcement and immigrant populations.

Optimally, national law enforcement and immigrant advocacy organizations can jointly develop these tools and programs and conduct state and local trainings on them. This information could also be packaged in one comprehensive toolkit on enhancing community policing with immigrant populations.

- ❖ *Utilize the existing training programs and information distribution networks of national law enforcement and immigrant advocacy organizations to address the policing needs of immigrants.* The NSA, for example, has a nationwide training program for law enforcement on domestic violence. The training could be adjusted to include a segment on the potentially different dynamics (culture, immigration status) in a domestic violence situation involving immigrants. Also, NSA's nationally circulated *Sheriff and Deputy and Court Officer* magazines and its national conferences offer existing opportunities to facilitate dialog, conduct trainings, and disseminate information on the policing needs of immigrants.
- ❖ *Consider having national law enforcement and immigrant advocacy organizations jointly propose ideas to ICE regarding its creation of ongoing information-sharing mechanisms to ensure accurate dissemination of information—and fast clarification of misinformation—about ICE actions, particularly 287(g) to local immigrant advocacy organizations and law enforcement agencies.* Such mechanisms could help respond to immigrant concerns that any contact with local officers may lead to their deportation or that of family members, which has a negative effect on their willingness to report crimes to or seek assistance from law enforcement.
- ❖ *Continue the dialog started at the roundtable.* Many issues on enhancing community policing with immigrant populations were discussed at the roundtable. It would be beneficial if the original roundtable members, as well as other law enforcement and immigrant advocacy representatives, including allied professionals who serve immigrants,¹⁰ could continue the progress in addressing these issues in the following ways:
 - ◆ In-depth examination of the challenges, emerging issues, and solutions.

- ◆ Organizational relationship-building at the national level to identify model programs and promising practices at the local level and devise strategies for their replication.

Conclusion

Community policing in the United States has proven to be a successful philosophy and strategy for addressing public safety issues. Today, law enforcement is challenged to update community policing strategies to respond to the needs of a growing and increasingly diverse U.S. immigrant population. Fostering partnerships between immigrant advocacy organizations and law enforcement at the local, state, and national levels is a critical step in addressing these challenges. The new strategies must also carefully balance local law enforcement's role in immigration enforcement and the related immigrant fears of deportation. Ultimately, however, both immigrants and law enforcement want the same things: safe communities, with crimes prevented; the apprehension, prosecution, and incarceration of violent criminals; and assistance to crime victims.

The NSA will consider the suggestions and recommendations generated from this roundtable meeting to inform its future initiatives and partnerships related to enhancing community policing with immigrant populations.

Endnotes

- ¹ U.S. Census Bureau, *Census Bureau Data Show Characteristics of the U.S. Foreign-Born Population*, Press Release, February 19, 2009.
- ² Vera Institute of Justice, *Building Strong Police-Immigrant Community Relations: Lessons from a New York City Project*, Executive Summary, August 2005.
- ³ Office for Victims of Crime, *OVC Fact Sheet: Office for Victims of Crime International Activities*, p. 3: July 1999.
- ⁴ These challenge areas are similar to those identified in a study that focused on policing in Arab-American communities. See National Institute of Justice, *Policing in Arab-American Communities After September 11*, p. ii: July 2008.
- ⁵ Ibid.
- ⁶ See Vera Institute of Justice, *Overcoming Language Barriers: Solutions for Law Enforcement*. 2007.
- ⁷ Congress created the U and T visa classifications with passage of the Victims of Trafficking and Violence Protection Act in October 2000. The U visa is designated for victims of certain crimes who have suffered mental or physical abuse because of the crime and who are willing to assist law enforcement and government officials in the investigation of the criminal activity. The T visa was created to provide immigration protection to victims of severe forms of trafficking in persons. The U and T visa legislation was intended to strengthen the ability of law enforcement agencies to investigate and prosecute cases of domestic violence, sexual assault, trafficking of persons, and other crimes while, at the same time, offering protection to victims of such crimes. The legislation also helps law enforcement agencies to better serve immigrant crime victims.
- ⁸ Section 287(g), Immigration and Nationality Act; Delegation of Immigration Authority. This section authorizes the secretary of the U.S. Department of Homeland Security to enter into agreements with state and local law enforcement agencies, permitting designated officers to perform immigration law enforcement functions, pursuant to a memorandum of agreement, provided that the local law enforcement officers receive appropriate training and function under the supervision of sworn U.S. Immigration and Customs Enforcement officers.

⁹ The term “otherwise law-abiding undocumented immigrants” is taken from Chief (Mesa, Arizona) George Gason, [The Laws Cops Can’t Enforce](#), *The New York Times*/nytimes.com: July 31, 2008.

¹⁰ Other organizations specifically mentioned at the roundtable included the Hispanic American Police Command Officers Association, International Association of Chiefs of Police, National Conference of State Legislatures, National Organization of Black Law Enforcement Executives, Police Foundation, U.S. Chamber of Commerce, and U.S. Conference of Mayors. This list is by no means exhaustive.

Appendix: Roundtable Participants

Director (then) Carl Peed
Office of Community Oriented Policing Services (Funding agency and
cohost of the Roundtable)
U.S. Department of Justice

Sheriff Craig Webre
Lafourche Parish, Louisiana, Sheriff's Office (Cohost of the Roundtable)

Assistant Secretary (then) Edmund "Ted" Sexton (Roundtable
participant and guest speaker)
State and Local Law Enforcement
U.S. Department of Homeland Security (DHS)
(then on military leave to DHS from his position as sheriff of Tuscaloosa
County, Alabama)

Associate Attorney General (then) Kevin O'Connor (Guest speaker)
U.S. Department of Justice
Executive Director (then)

Jim Pendergraph (Roundtable participant and guest speaker)
Office of State and Local Coordination
Immigration and Customs Enforcement
U.S. Department of Homeland Security
(retired sheriff of Mecklenburg County, North Carolina)

Chief (then) David Bishop
Beaverton Police Department
Beaverton, Oregon

Captain Greg Brown
Loudoun County, Virginia, Sheriff's Office

Mr. Antonio Cube
National Manager
Justice for Immigrants Division
United States Conference of Catholic Bishops
Washington, D.C.

Sheriff Todd Garrison
Dona Ana County, New Mexico

Executive Director Martin Gutierrez
Neighborhood and Community Services, Catholic Charities,
Archdiocese of New Orleans and Hispanic Apostolate Pastoral Services,
Archdiocese of New Orleans
New Orleans, Louisiana

Ms. Hiroko Kusuda, Esq.
Managing Attorney, Gulf Coast Immigration Project
Clinical Instructor, Catholic Legal Immigration Network/Loyola New
Orleans Clinic and Center for Social Justice
New Orleans, Louisiana

Mr. Alan Lai
Crime Victims Project Director
Chinese Information and Service Center
Seattle, Washington

Executive Director Chuck Lange
Arkansas Sheriffs Association

Executive Director Daphne Levenson
Gulf States Regional Center for Public Safety Information
Alabama Association of Chiefs of Police
Natchitoches, Louisiana

Ms. Julia Perkins
Coalition of Immokalee Workers
Immokalee, Florida

Ms. Gabriela Villareal
Immigration Advocacy Policy Coordinator
New York Immigration Coalition

Ms. Seema Zeya
Countywide Domestic Violence Coordinator
Department of Systems Management for Human Services
Fairfax County Government, Virginia

Ms. Laurel Matthews
Special Assistant (then) to the Director
Office of Community Oriented Policing Services
U.S. Department of Justice

Mr. Albert Pearsall III
Senior Policy Analyst
Office of Community Oriented Policing Services
U.S. Department of Justice
(Program Manager of the *Community Policing in Immigrant Communities* grant to NSA)
202.616.3298; Albert.Pearsall@usdoj.gov

Sgt. Valerie Martinez
Community Relations Officer
Lafourche Parish, Louisiana, Sheriff's Office

Sgt. Lesley Peters
Administrative Assistant to the Sheriff
Lafourche Parish, Louisiana, Sheriff's Office

Mr. Mike Brown
Program Manager
Executive and Community Programs
Homeland Security Initiatives
National Sheriffs' Association

Ms. Christine Galbraith
Director (then)
Domestic Violence Programs
National Sheriffs' Association

Mr. Chris Tutko
Director
USAonWatch/Neighborhood Watch
National Sheriffs' Association

Ms. Kristin Littel
Consultant (Facilitator for the Roundtable Meeting and coauthor of this report)

Mr. Timothy Woods
Division Director
Research, Development & Grants
National Sheriffs' Association
(Director of the COPS funded *Community Policing in Immigrant Communities* grant and coauthor of this report)
703.838.5317; twoods@sheriffs.org

About COPS

The Office of Community Oriented Policing Services (the COPS Office) is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territory, and tribal law enforcement agencies through information and grant resources.

Community policing is a philosophy that promotes organizational strategies which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

Rather than simply responding to crimes once they have been committed, community policing concentrates on preventing crime and eliminating the atmosphere of fear it creates. Earning the trust of the community and making those individuals stakeholders in their own safety enables law enforcement to better understand and address both the needs of the community and the factors that contribute to crime.

The COPS Office awards grants to state, local, territory, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime-fighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement. The COPS Office has produced and compiled a broad range of information resources that can help law enforcement better address specific crime and operational issues, and help community leaders better understand how to work cooperatively with their law enforcement agency to reduce crime.

Since 1994, the COPS Office has invested more than \$12 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing.

By the end of FY 2008, the COPS Office had funded approximately 117,000 additional officers to more than 13,000 of the nation's 18,000 law enforcement agencies across the country in small and large jurisdictions alike.

Nearly 500,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.

As of 2009, the COPS Office has distributed more than 2 million topic-specific publications, training curricula, white papers, and resource CDs.

The National Sheriffs' Association and the COPS Office partnered to host a national roundtable discussion of law enforcement leaders and immigration advocates that developed recommendations for enhancing community policing and ensuring equity in the delivery of law enforcement services to immigrant populations. This report documents this roundtable. We hope you will find it helpful in your local efforts, and we encourage you to share this publication with other law enforcement practitioners.



U.S. Department of Justice
Office of Community Oriented Policing Services
1100 Vermont Avenue, N.W.
Washington, DC 20530

To obtain details on COPS programs, call the
COPS Office Response Center at 800.421.6770

Visit COPS online at www.cops.usdoj.gov

April 2010

e041016266

ISBN: 978-1-935676-16-4