

# PUBLIC SAFETY PROGRAMS FOR THE IMMIGRANT COMMUNITY

17 Good Practices in U.S. Cities





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# Foreword

NLC's Municipal Action for Immigrant Integration (MAII) program is a unique nationwide effort dedicated to helping cities and city leaders address the issues surrounding immigrant integration. Part of this outreach involves research to identify existing good integration practices that can be replicated in other cities. For example, the two previous Municipal Innovations in Immigrant Integration reports, *Indianapolis Model, 2000-2007* and *20 Cities, 20 Good Practices*, both profiled innovative city programs working to incorporate immigrants into city life. This third installment continues this effort with a focus on the issue of public safety.

Amidst the national debate surrounding the role of local law enforcement in immigration enforcement, local and federal officials alike need to remember the important role public safety personnel play in immigrant integration and outreach. Police often provide one of the first lines of response in interacting with and informing new immigrants about the rights and responsibilities associated with living in American cities. From a public safety perspective, this police-immigrant relationship is essential for effective community policing; police need to know what is happening within the entire community, including the immigrant population. Likewise, public safety outreach is crucial for immigrants accustomed to different cultures and police expectations.

Unfortunately, miscommunication and distrust too often strain these police-immigrant relationships and prohibit effective information exchange. To overcome these barriers, police departments across the country are implementing innovative strategies to reach out and expand public safety to their immigrant populations. *Public Safety Programs for the Immigrant Community* highlights 17 of these initiatives from cities of varying geography and size. The report also includes a more in-depth case study reprinted from the *Indianapolis Model 2000-2007* report, as well as a list of overall lessons and recommendations for developing your own immigrant public safety programs.

I would like to recognize Donald J. Borut, executive director of the National League of Cities, and Christopher Hoene, director of the Center for Research and Innovation, for their input and support of the Municipal Action for Immigrant Integration program. I want to thank Michelle Burgess, research and publications senior intern, Lara Malakoff, senior associate for outreach and Alexander Clarke, manager of creative design and production. Special thanks also go to Edwin Maldonado, president of the National Latino Peace Officers Association; Officer Rick Robles, immigrant liaison officer at the Fort Wayne Police Department; Ana Cody, external affairs manager at the National Center for Missing and Exploited Children; The Hon. Oscar Alvarez, Honduran minister of security; and to all of my fellow participants at the public safety training missions to Mexico and Central America and the FBI Citizens Police Academy for all their input and advice regarding public safety issues affecting the immigrant and refugee communities in the United States. Special thanks to the John S. and James L. Knight Foundation for its generous support of the MAII program.

This newest publication is designed to provide city leaders and public safety officials with a springboard of ideas for similar programs and further innovations. We hope you find the information useful as you work to develop your own immigrant integration and community policing initiatives. This report is dedicated to all police and fire personnel working with immigrant communities across the country.

Sincerely,

**Ricardo Gambetta**

Manager, Immigrant Integration Programs  
Center for Research and Innovation, National League of Cities



# Introduction

Public Safety requires the involvement of a city's entire community, including its immigrant population. Police need to remain aware of the people and problems within their district to mitigate crime and address its causes. For community policing to function well, relationships and open communication with immigrant communities are essential for gathering information and knowing the community.

Challenges to trust and the police-immigrant relationship exist in barriers of miscommunication over language and cultural differences and in fears of police or deportation. However, the programs included in this report highlight initiatives designed to overcome these hurdles. Each program established a public safety program that reaches out to build trust and integration within a city's immigrant communities.

The successes of these programs suggest frameworks for other cities and police departments facing the challenges of demographic change. Their overall lessons provide helpful suggestions for public safety programs including:

**Communication:** Create two-way communication channels to share information between the police department and the immigrant community.

- Appoint an immigrant affairs liaison officer for the police and fire departments.
- Increase the availability of language access through bilingual officers or community liaisons or through translation services.
- Translate public safety signs to Spanish and other languages spoken by the local immigrant community.
- Prepare and distribute multi-lingual brochures and presentations to disseminate information regarding public safety and police policy.
- Increase the number of bilingual staff at 911 and emergency services agencies.
- Develop a working relationship with ethnic and immigrant media.
- Organize regular media round table discussions between senior public safety officials and members of the local ethnic and immigrant media.
- Offer bilingual press releases to reach out to immigrant communities.

**Outreach and Community Relations:** Provide informal and formal spaces for positive police and immigrant interaction.

- Engage in and develop relationships with local immigrant and ethnic organizations and their leaders.
- Organize regular community meetings, town halls or advisory councils for police-community dialogue between top public safety officials and members of the local immigrant communities.
- Offer tours of police stations or officer meet-and-greets to introduce immigrants to police policy and practices.

- Develop fire and crime prevention programs for immigrant communities.
- Appoint ethnic minorities and representatives of immigrant communities in public safety task forces, merit police and fire and citizens complaints boards.
- Expand the police athletic league and other similar programs to reach out to immigrant children and youth.
- Oppose proposals regarding the use of local police in the enforcement of federal immigration laws.

**Diversity:** Improve representation and understanding within a city's public safety forces.

- Provide Spanish and other language training programs to police officers and firefighters, as well cadets and recruits.
- Incorporate cultural competence training programs and diversity training as a part of the police and fire academies' curricula.
- Implement a comprehensive effort to recruit bilingual and ethnic minorities in the police and fire departments to reflect the diverse population that they serve in the city.
- Consider the use of ethnic and immigrant media in police and fire marketing recruitment efforts.

**Collaboration:** Organize partnerships to strengthen programs, outreach, and resources.

- Collaborate with other city agencies on programs and referrals.
- Work with other non-profit or immigrant organizations to enhance communication, services and outreach to the immigrant community.
- Establish key partnerships with the private sector to develop and fund public safety programs and initiatives toward the immigrant population.
- Promote the exchange of ideas and good practices with other cities that may be facing similar demographic changes and challenges.

Improved relationships between public safety and immigrant communities increase public safety for the entire community. With that goal in mind, we hope cities use the ideas from the following programs and practices to establish their own public safety initiatives.

# BROOKLYN CENTER, MINNESOTA

## Joint Community Police Partnership

### Population

The cities of Brooklyn Center and Brooklyn Park and Hennepin County occupy an area just north of Minneapolis. Brooklyn Center has a population of 27,348, with 5,443, (20%) foreign-born individuals. Twenty-six percent come from Asia, 38 percent from Africa and 31 percent from Latin American countries.<sup>1</sup> Brooklyn Park contains a population of 70,729, with 13,261 (19%) foreign-born individuals. Forty-three percent come from Asia, 38 percent from Africa and 14 percent from Latin America.<sup>2</sup> In both Brooklyn Center and Brooklyn Park, roughly a fourth of the population speaks a language other than English at home. Forty-five percent of that group reports that they speak English less than “very well.” In Hennepin County, 135,574 (12%) of the 1,136,224 residents are foreign-born individuals. Twelve percent come from Europe, 33 percent from Asia, 23 percent from Africa and 29 percent from Latin America.<sup>3</sup>

### Police

The Brooklyn Center Police Department employs about 50 sworn officers, while the Brooklyn Park Police Department employs 101 sworn officers and 48 part-time and full-time personnel.<sup>4</sup>

In response to the area’s growing immigrant and refugee populations, the cities of Brooklyn Center and Brooklyn Park, Hennepin County and the Northwest Hennepin Human Services Council collaborated to establish the Joint Community Police Partnership (JCPP).<sup>5</sup> JCPP funding comes primarily from Hennepin County and the Minnesota Department of Public Safety. The partnership works to build trust between law enforcement and multicultural communities through enhanced communication and understanding.

Under the motto, “Working together to build safer communities,” JCPP strives to improve community knowledge of police procedures and laws, to improve police officers’ understanding of the diverse cultures within their communities and to provide more opportunities for positive interaction and two-way communication between police officers and community members.

### Community Meetings

JCPP’s efforts include translations of brochures on police services, Q&A sessions and community meetings to improve the community’s knowledge of laws and police practices. The program holds these meetings at community locations, including apartment complexes, churches, residents’ homes and English Language Learner (ELL) classes. Each session addresses the role of police in the community, but presenting officers can tailor the topics to the needs and interest of the audience. Past meetings have had audiences as small as 15 to 20 people or as large as 300 people.

<sup>1</sup> Brooklyn Center, U.S. Census, U.S. Department of Commerce

<sup>2</sup> Brooklyn Park, U.S. Census, U.S. Department of Commerce

<sup>3</sup> Hennepin County, U.S. Census, U.S. Department of Commerce

<sup>4</sup> Brooklyn Park Police Department

<sup>5</sup> Joint Community Police Partnership

## New Americans Academy

The New Americans' Academy provides a six-week class for adult community members who want to learn more about police procedures and laws. Sessions include information on traffic stops, when to call 911, city code enforcement, domestic violence and gangs. JCPP also coordinates with area elementary and high schools to provide similar academies for children and youth, giving them a chance to learn more about the police, Internet safety, bullying, illegal drugs, gangs and dating violence.

## Cultural Understanding and Communication

For police, the program provides officers with language and cultural training and works towards diversifying the police departments through hiring multicultural cadets and community service officers. Two community liaisons focus on building relationships with immigrant populations, while a thirteen member Multicultural Advisory Committee helps to address community concerns through monthly meetings of two-way communication between the police and the community.

For more information, contact Monique Drier, community liaison, at (763) 503-3265 or [mdrier@ci.brooklyn-center.mn.us](mailto:mdrier@ci.brooklyn-center.mn.us).

# NEWPORT NEWS, VIRGINIA

## Hispanic Outreach Initiative

### Population

Located in Southeastern Virginia, Newport News has a population of 192,635, with 12,319 (6%) foreign-born individuals.<sup>6</sup> About a third of this immigrant population comes from Latin America, with approximately another third coming from Asia and another fourth from Europe.

### Police

Under the leadership of Chief of Police James Fox, the Newport News Police Department is organized into three major bureaus: the Administration and Support Operations Bureau, Community Operations Bureau and Investigations Bureau.<sup>7</sup> The Community Operations Bureau is the largest division, with each of Newport News' three precincts providing patrol services to its geographical area. The Newport News Police Department is the fourth largest municipal police department in Virginia, authorized for 440 sworn officers and 153 civilian personnel.

The Newport News Police Department started its Hispanic Outreach Initiative in 2004 with the recognition that its growing Hispanic population represented a vulnerable combination of individuals more likely to carry cash or their paychecks and less likely to trust police. This put members of the Hispanic community at risk for becoming victims of crimes, such as theft. These crimes were underreported, because victims feared deportation and often expected the police brutality of their home countries. The Hispanic Outreach Initiative addresses these concerns by reaching out to the Hispanic population to improve communications and build trust.

The program includes outreach to the immigrant community, cultural training for officers and regular appearances on the local Hispanic radio station. The success of these projects spurred the city to continue its outreach efforts with a Hispanic Advisory Committee. Further collaboration with the neighboring city of Norfolk created the innovative outreach strategy of soccer matches between police teams from Newport News and other Hampton Roads localities with teams from the Hispanic community.

### Outreach

The Newport News Police Department goes into Hispanic communities impacted by crime to teach residents about police policies and relieve fears originating in immigrants' experiences in their home country or deportation concerns. Officers run community meetings for residents and hand out Spanish language crime prevention brochures.

After establishing the program, the department expanded to use public information vans during Hispanic outreach to meet residents and conduct public relations. Today, the program has two mobile units — the original, a 16-foot police van used within neighborhoods, and a new 45-foot mobile command post used at special events where officers set up tables with brochures and videos produced by the department.

For police officers, the program provides cultural awareness training and educational programs to help improve communication and understanding.

<sup>6</sup> U.S. Census, U.S. Department of Commerce

<sup>7</sup> Newport News Police Department

This outreach effort establishes ties in the community and promotes recruitment of police officers from the Hispanic community. Since 2004, the program has resulted in increased crime reporting and crime reduction, as police can now adequately understand and address issues within the community.

## Hispanic Advisory Committee

In 2007, the Hispanic Outreach program expanded into a citywide initiative with the creation of a Hispanic Advisory Committee. Composed of 12 actively involved Hispanic community members, the committee works with various city agencies to improve communication and access to city information. Police representatives meet monthly with the Hispanic Advisory Committee.

## Partnership with the City of Norfolk

Since Newport News and Norfolk face similar immigrant integration challenges, the two police departments decided to work together to address the issue. They use the local area Hispanic radio station in Norfolk to broadcast information about the police, crime fighting tips and answers to community questions.

Both departments form their own soccer teams for a tournament with soccer teams from the Hispanic Community. This inventive form of outreach has proven very effective, 200 to 400 members of the Hispanic community from diverse backgrounds and socio-economic standing attending events.

For more information, contact Sergeant Xavier Falero, supervisor for Special Operations Unit, at (757) 928-4288 or [faleroxo@nngov.com](mailto:faleroxo@nngov.com).

In 2010, the City of Newport News won one of NLC's Awards for Municipal Excellence for its programming and outreach to the Hispanic community. In addition to the public safety outreach described here, the city held a public listening forum, developed informational tools and partnered with community groups and public agencies to identify and address gaps in the delivery of services to the city's Hispanic community. The City of Newport News was also featured in the Cities of Migration April 2011 webinar: Community Policing: Finding Common Ground with Immigrant Communities. Co-sponsored by the National League of Cities, this event focused on successful outreach strategies in community policing.

# NORFOLK, VIRGINIA

## Hispanic Resource Officer

### Population

Norfolk, a city in Southeastern Virginia, has a population of 236,071 composed of 14,740 (6%) foreign-born individuals.<sup>8</sup> About 40 percent of this immigrant population comes from Asia, with an additional 30 percent from Latin America and 15 percent from Europe.

### Police

Chief of Police Bruce Marquis leads the Norfolk Police Department. In 2009, the department ran under an operating budget of \$63 million, with 757 sworn officers and 128 civilian employees.<sup>9</sup> Norfolk Officers are trained and committed to community policing.

The Norfolk Police Department designates an officer as the Hispanic Resource Officer. This officer has the primary responsibility of conducting outreach to foster trust and mutual cooperation between the police and the Hispanic community. Outreach efforts include attending community meetings, churches, schools and workplaces to conduct public relations, encourage crime reporting and inform residents that police officers are interested in local law enforcement, not immigration violations or deportations.

The Norfolk Police Department also provides Spanish versions of its monthly crime prevention newsletters to provide further outreach to the immigrant community.

### Partnership with the City of Newport News

The Norfolk and Newport News Police Departments work together to deal with their immigrant integration challenges. Using the Norfolk-based Hispanic radio station, the departments broadcast information about the police, crime fighting tips and answers to community questions. Both departments also participate in a soccer tournament with teams from the Hispanic community.

For more information, contact Damaso Medel, Hispanic Resource Officer, at (757) 664-6931 or [damaso.medel@norfolk.gov](mailto:damaso.medel@norfolk.gov).

<sup>8</sup> U.S. Census, U.S. Department of Commerce

<sup>9</sup> Norfolk Police Department



# LAS VEGAS, NEVADA

## Hispanic American Resource Team

### Population

The Las Vegas metro area has experienced a significant increase in its Spanish-speaking population in the last decade. Hispanics now comprise the city's largest minority group, although exact numbers are unknown due to the large population of undocumented Hispanics in the area. Las Vegas is a city of 557,604 residents, 121,168 (22%) of whom are foreign-born individuals.<sup>10</sup> A little less than 70 percent of this immigrant population comes from Latin America, with another 20 percent from Asia. Almost a third of the city speaks a language other than English at home, with about half of that group reporting that they speak English less than "very well."

### Police

Douglas Gillespie became sheriff of the Las Vegas Metropolitan Police Department in 2007 after 27 years of service. For the 2009-2010 year, the police department employed 2,981 sworn officers and 1,511 civilians.<sup>11</sup>

Faced with significant demographic changes over the past few years, the Las Vegas Metropolitan Police Department (LVMPD) needed to develop ways to serve and protect a culturally diverse community, including the segments of its population hindered by language barriers and fear of the police. The LVMPD therefore established the Hispanic American Resource Team (H.A.R.T.) and the Hispanic Recruitment Council.

### Hispanic American Resource Team (H.A.R.T.)

H.A.R.T. consists of six officers fluent in both Spanish and English. They work from three of the area's command posts and provide five-day-a-week service to the community. The team works to build and improve relations between Las Vegas police and its Hispanic community. It encourages mutual respect and understanding by promoting interaction between police officers and community members of different cultures and backgrounds.

As the police representative of the Spanish speaking community, H.A.R.T. organizes preliminary and follow-up investigation of criminal activities affecting the undocumented Spanish-speaking community and works to assess crime trends and potential solutions for these issues. H.A.R.T.'s duties also extend to education, as the team implements educational programs for the immigrant community as well as for other LVMPD officers on issues related to policing immigrant communities.

### Sheriff's Hispanic Recruitment Council

In 2001, the LVMPD established an eight-member Sheriff's Hispanic Recruitment Council. The council today includes around 100 members with representatives from the police force, Hispanic businesses and local community leaders. The council works toward increasing the number of Hispanic LVMPD employees so that it is equal to the proportion present in the community by helping to prepare Hispanics for a police career and educating Hispanic youth about police careers.

<sup>10</sup> U.S. Census, U.S. Department of Commerce

<sup>11</sup> 2009 Annual Report, Las Vegas Metropolitan Police Department

For more information, contact H.A.R.T.'s Northeast Area command at (702) 828-3111 or its downtown area command at (702) 828-1999.

## PORTLAND, OREGON

### Arab and Muslim Police Advisory Council (AMPAC) and Newcomer Meet and Greets

#### Population

Portland has a population of 548,988, with 71,434 (13%) foreign-born individuals.<sup>12</sup> A little less than 40 percent of Portland's immigrant population comes from Asia, with about another 30 percent from Latin America and 25 percent from Europe. Eighteen percent of Portland's population speaks a language other than English at home.

#### Police

Chief of Police Roseanne Sizer leads a department of 1,300 sworn officers and 295 civilian personnel.<sup>13</sup> During the 2008-2009 fiscal year, Portland's Police Department operated with a budget of \$153 million.

The Portland Police Department reaches out to its immigrant community by creating avenues of communication between police officers and immigrant community members. Programs include the Arab and Muslim Police Advisory Council (AMPAC), Newcomer Meet and Greets and Living Room Dialogues.

### Arab and Muslim Police Advisory Council (AMPAC)

After September 11, 2001, Portland's Police Department established the Arab and Muslim Police Advisory Council to improve understanding and communication between Arab and Muslim communities and the Portland Police Bureau. The council allows police and community member to work together and gives the immigrant community a public platform for their concerns.

Assistant Chief Eric Hendricks meets monthly with AMPAC to discuss issues. During these meetings, police gain community input and share information with the community regarding crime in the area.

### Police-Immigrant Interaction

To further improve relationships between police and new immigrants, the department also runs Newcomer Meet and Greets and Living Room Dialogues to give immigrants a chance to meet and interact with officers. Newcomer Meet and Greets let immigrant families meet precinct officers and command staff. Police staff introduces themselves and share information about police services. Living Room Dialogues introduce groups of Latino, Somali and Hmong immigrants to Portland Police Officers in the homes of community members. The ensuing discussions create a space for immigrants to share their stories and police officers to explain their motivations for entering the police force. The police and immigrants also share expectations and discuss ways to improve communication and relations.

For information on AMPAC, please contact the bureau staff contact, Barbara Erspamer at (503) 823-0990.

<sup>12</sup> U.S. Census, U.S. Department of Commerce

<sup>13</sup> Portland Police Bureau 2008 Statistical Report, Portland Police Department



# CHELSEA, MASSACHUSETTS

## Community Action Teams and the Newcomer Program

### Population

An urban inner suburb of Boston, Chelsea has a total population of 36,166, with 13,747 (38%) foreign-born individuals.<sup>14</sup> Sixty four percent of Chelsea's population speaks a language other than English at home. An overwhelming majority (81%) of these immigrants is from Latin America, and 53 percent of the city's entire population speaks Spanish at home.

### Police

Established in 1834, the Chelsea Police Department is one of the oldest in the country. Today, Brian Kyes serves as the department's 20<sup>th</sup> permanent police chief, keeping his department committed to a best practices approach of community-based problem solving and policing. In 2009, the Chelsea Police Department ran under a budget of \$8 million, with 95 sworn officers and nine civilian personnel.<sup>15</sup>

The City of Chelsea has always acted as a gateway for refugees and immigrants entering the United States, and the Chelsea Police Department recognizes the value of this diversity. The city and its police department are committed to promoting safety and providing proactive community policing services to all their residents. To that end, the Chelsea Police Department has implemented Community Action Team meetings and a Newcomer Program to provide outreach and services for Chelsea's immigrant community.

### Community Action Team (CAT) Meetings

A top priority of the Chelsea Police Department focuses on increasing outreach to the Hispanic community in order to increase crime reporting and promote mutual cooperation. CAT meetings provide the framework for this outreach and build relationships with the primarily Spanish-speaking community. Operated by the community resource officer, each monthly meeting promotes order, introduces neighbors and solicits community feedback on law enforcement policies. Community meetings are advertised on city websites, cable TV, newspapers and on the Department of Public Works electronic bulletin board. The community resource officer is a trained mediator, established resident and Spanish speaker within the department who acts as the liaison between the police and neighborhood communities and partners with community service groups in Chelsea.

### Newcomer Program

Chelsea's refugee population similarly prompted the creation of the Newcomer Program and the hiring of a newcomer advocate in 2009. The newcomer advocate works to improve community knowledge about Chelsea's immigrant and refugee populations while also providing outreach to new residents. Chelsea's refugee population includes large groups from Iraq, Bhutan and Somalia. Through referrals and outreach, the advocate has also worked with Central American individuals and families from Algeria, Haiti, Morocco, Cuba, Congo, Ethiopia, Eritrea, Afghanistan and Bosnia.

<sup>14</sup> U.S. Census, U.S. Department of Commerce

<sup>15</sup> Annual Report 2009, Chelsea Police Department

Newcomer Program projects include cultural awareness workshops for the police force, a multi-language brochure of “What to Expect When Stopped by the Police,” public safety events, meet and greets and police orientation, police station tours and a women’s self defense course designed for Muslim women who are trauma survivors. The program supports the city’s World Refugee Day celebration and its National Night Out. A system of referrals and home visits allows the newcomer advocate to help resolve issues including tenant/ landlord concerns, crime reporting, finding interpreters, school enrollment, etc.

For more information on CAT meetings, contact Sammy Mojica, community resource officer, at (617) 466-4855, ext. 62861 or [smojica@chelseama.gov](mailto:smojica@chelseama.gov). For more information about the Newcomers Program, contact Carrie Nedzipovik, newcomer advocate at, (617) 466-4816 or [cnedzipovik@chelseama.gov](mailto:cnedzipovik@chelseama.gov).

# SAINT PAUL, MINNESOTA

## A Community Outreach Program (ACOP)

### Population

Saint Paul, the capital of Minnesota, has a total population of 278,342, with a foreign-born population of 42,303 (15.2%).<sup>16</sup> Saint Paul's minority population increased from 9 percent of the population in 1990 to 20 percent in 2005.<sup>17</sup> About 50 percent of this immigrant population comes from Asia, with an additional 25 percent from Latin America and 19 percent from Africa. Twenty-three percent of Saint Paul's population speaks a language other than English at home.

### Police

Chief Thomas Smith leads the Saint Paul Police Department. In 2009, the department operated under a budget of \$99.4 million with 556 sworn officers and 80 civilian personnel.<sup>18</sup>

Saint Paul's Police Department works with the city's Public Housing Authority to run A Community Outreach Program. Based on the idea of community policing, this program increases police presence and communication within Saint Paul's public housing. These public housing complexes include a number of residents who are recent immigrants, including a large number of Hmong and, more recently, Karen Burmese refugees.

### A Community Outreach Program (ACOP)

ACOP operates in four of the city's family development public housing areas, as well as in its public housing high rises. The program is staffed by a sergeant, 12 officers and two community liaison officers (CLO). CLOs are bilingual students enrolled within a law enforcement training program who anticipate entering the police force. Their positions provide support services for ACOP and act as a recruitment tool to increase diversity within the department.

ACOP focuses on improving relationships between residents of public housing and the police. By increasing police presence and communication, the program improves the delivery of police services to the area and encourages residents to become more active in public safety issues.

ACOP officers patrol the housing developments on foot or bike and respond to calls from within the area. They also assist families with law enforcement issues, crisis intervention and family counseling.

Outreach programs include community development activities, such as the Police Athletic League, the Summer Youth Employment Program and various other projects to engage with youth living in these housing developments. Officers also attend Resident Council meetings and resident orientation meetings to provide further communication opportunities between police and community residents.

<sup>16</sup> U.S. Census, U.S. Department of Commerce

<sup>17</sup> Vander Schaff, Mark. "Demographic Trends and Housing in the Twin Cities Area," City of Saint Paul

<sup>18</sup> 2009 Annual Report, Saint Paul Police Department

## Officer in Residence Program (OIR)

The Saint Paul Public Housing Authority also offers free rent to officers who live in any of its high rise buildings in exchange for additional police services similar to those of ACOP. These officers in residence connect with the community to provide public safety and improved community-police relations. Their take-home squad cars likewise provide a deterrent to crime within the area.

For more information from the Saint Paul Police Department, contact Sergeant Larson at (651) 558-2305 or [Sheila.larson@ci.stpaul.mn.us](mailto:Sheila.larson@ci.stpaul.mn.us). For more information from the Saint Paul Public Housing Authority, contact Kim Nguyen at (651) 298- 4263 or [kim.nguyen@stpha.org](mailto:kim.nguyen@stpha.org).

# FORT WAYNE, INDIANA

## Hispanic/Immigrant Liaison Officer

### Population

Located in northeast Indiana, Fort Wayne has a population of 252,524, with an immigrant population of 16,069 (6%).<sup>19</sup> Almost half (44%) of this immigrant population comes from Latin America, primarily Mexico. Another 18 percent comes from Europe and 29 percent from Asia, with large groups of Indian immigrants and Burmese refugees. About 10 percent of Fort Wayne's population speaks a language other than English at home.

### Police

Police Chief Rusty York leads the Fort Wayne Police Department. The department remains committed to Community-Oriented Policing with a system of Neighborhood Councils, Area Partnerships and a Community Services Council. In 2009, the department had a budget of approximately \$48 million and an authorized strength of 460 sworn officers.<sup>20</sup>

Fort Wayne's Hispanic/Immigrant Liaison Officer (HLO) is dedicated to working with the city's multicultural community and providing a direct link to the police department. The program has expanded to offer services not only to Fort Wayne's Latino community but also to its other diverse populations, including many refugees.

### Outreach

The HLO facilitates presentations focused on public safety issues to community groups, churches, schools and service agencies. During these sessions, HLO provides language translation and helps new residents understand the legal process, criminal and traffic cases. Other educational efforts include radio and TV programs as well as tours of the Public Safety Academy. Meanwhile, the outreach program, "Amigos in Azul," allows FWPD to operate a satellite office at the United Hispanic-American Inc., to spread further information and services to the Hispanic community.

The HLO also participates in the Fort Wayne Community Schools showcase to educate parents about drugs and Allen County School Safety meetings to provide additional outreach and information.

The HLO's involvement in a local student organization, Hispanos Unidos, further builds relationships between police and the Hispanic community, especially its youth. In turn, these relationships help encourage immigrant youth to think about a future with city employment and over time increase diversity both within the city and within the police force.

### Collaboration

Fort Wayne's HLO recognizes that success in immigrant integration depends on working with other organizations dedicated to advocacy and human development. By acting as a board member for organizations like the American Red Cross, Mayor's Social Service Committee, Hispanic Leadership Coalition of Northeast Indiana, African Immigrant and Social Development Agency and the Hispanic Social

<sup>19</sup> U.S. Census, U.S. Department of Commerce  
<sup>20</sup> 2009 Annual Report, Fort Wayne Police Department

Services Network, the HLO networks with other agencies to help address and coordinate immigrant concerns and services.

HLO involvement in Indiana University–Purdue University Fort Wayne’s (IPFW) Multicultural Council has helped develop bilingual household cards for first responders, a court advocacy training session, a disaster panel discussion and naturalization training. Similar involvement with the Burmese Advocacy Center allows HLO to act as a consultant on issues of public safety, while cooperation with the Center for Non-Violence created a satellite walk-in office at the center to address domestic violence concerns within the Hispanic community.

## Partnership with Allen County Board of Health

Fort Wayne’s HLO worked with the Allen County Board of Health to address the H1N1 flu pandemic and its impact on the non-English speaking community. As part of the communications committee, the HLO worked to promote outreach to diverse communities by coordinating a presentation by the Board of Health Director for the Spanish speaking community, advocating for Spanish billboards with flu information and acting as the program manager for Spanish speaking flu vaccination clinics.

These efforts have made the HLO the “go-to” officer for agencies seeking to disseminate important information quickly. The HLO has displayed it can effectively and efficiently reach out to target groups, building on preexisting trust and relationships.

## Partnership with National Center for Missing and Exploited Children

As part of its collaboration with the MAII program at the National League of Cities, Fort Wayne participated in the Immigrant Child and Youth Safety Initiative, a partnership between NLC's MAII program and the National Center for Missing and Exploited Children (NCMEC).

A University of Miami study (2006) estimates that nearly 15 million U.S. children are either foreign-born or living in immigrant families. By 2050, this number will likely have increased by 33 percent.<sup>21</sup> Children of immigrant families are at an increased risk of mistreatment, sexual abuse and exploitation due to the stress, behaviors and pressure experienced during the immigration and acculturation processes. These issues can also revolve around different cultural norms, including relationships between older men and younger girls, mistrust of law enforcement and situations related to trafficking of minors.

Many cities are not well prepared for these challenges of immigrant child safety. As a result, cities, immigrant families and local agencies serving these families often remain unaware of resources available to improve the protection of their children.

The Immigrant Child and Youth Safety Initiative works to ensure cities understand the issues surrounding missing and exploited children, learn strategies to address these issues and recognize resources to prevent these problems. The collaboration provides cities with specialized training, educational materials and technical assistance to establish working relationships with immigrant and refugee communities and minimize child safety concerns. Participant cities additionally receive a "City Toolkit" containing resources to support and evaluate their continuing integration efforts.

In Fort Wayne, the partnership provided public safety training as well as organization for an annual National Child Safety Day. This child safety fair, Take 25/Toma 25, involves around 50 community partners and approximately 3,500 participants, with a focus on at risk populations including Latinos and African Americans. The event provides prevention education, fingerprinting and photo identification for children to promote future child safety.

Other MAII target cities,<sup>22</sup> such as Grand Forks, North Dakota, have also participated in this NCMEC partnership. New cities can still participate, as the collaboration is currently in the process of expanding to other cities. If your city is interested in learning or participating in the Immigrant Child and Youth Safety Initiative, please contact Ana Luisa Cody, manager, external affairs at NCMEC at [ACody@NCMEC.ORG](mailto:ACody@NCMEC.ORG).

For more information, contact Ricardo Robles, police liaison officer, at (260) 427-5267 or [ricardo.robles@cityoffortwayne.org](mailto:ricardo.robles@cityoffortwayne.org).

<sup>21</sup>Peguero, A. A. (2006). *The Victimization and Vulnerability of Immigrant Children. The Importance of English Proficiency.* University of Miami.

<sup>22</sup> MAII target cities network with each other and with the NLC office to implement MAII initiatives, including the NewCITYzen Naturalization Campaign and the CITYzenship Community Forum. These selected cities receive technical assistance and support from the NLC office to help in their efforts to implement immigrant integration initiatives.



# WASHINGTON D.C.

## Special Liaison Branch

### Population

The national capital of Washington D.C. has a total population of 588,433, with 73,670 (13%) foreign-born individuals.<sup>23</sup> These immigrants come from diverse origins, about 50 percent from Latin America, 18 percent from Asia, 17 percent from Europe and 14 percent from Africa. Fifteen percent of D.C.'s population speaks a language other than English at home.

### Police

Cathy Lanier was appointed D.C. chief of police in 2007.<sup>24</sup> She leads a force of more than 4,400 members, including about 3,800 sworn officers and more than 600 civilian personnel. Approximately 70 percent of these officers are black, Hispanic or Asian, allowing DC's Metropolitan Police Department (MPDC) to reflect the diversity of the city it serves.

### Latino Liaison Unit (LLU)

DC's Latino Liaison Unit (LLU) works to develop trust between the Latino community and MPDC and to provide for the safety needs of the Latino community. This 10-person team provides resources for Latino residents in all D.C. neighborhoods.

Outreach efforts include: home, business and school visits; public safety forums; lectures; and trainings directed toward the Latino Community to share information about the services offered by MPDC and the LLU. The LLU also represents MPDC at community events, civic meetings and government functions and uses D.C.-area Latino radio programs to further share information with the Latino community.

The LLU provides interpretation and translation assistance to MPDC and local law enforcement agencies. Other relationships and partnerships, including those with the U.S. Attorney's Human Trafficking Task Force, the Hate/Bias Crimes Task Force, the Gang Intervention Partnership Unit, Ward 1 Youth Council and the Latino Advisory Council, among other government and non-profit organizations, allow LLU to share further training and information on police services with D.C.'s Latino community.

### Asian Liaison Unit (ALU)

Established in 1996, the Asian Liaison Unit (ALU) acts as the primary link between the Police Department and D.C.'s Asian community. Staff for the unit includes a sergeant, one community outreach specialist and five sworn officers who together speak Korean, Vietnamese, Chinese Cantonese and Thai. The unit does not operate a full police station but instead deploys officers to serve in all seven of D.C.'s police districts.

ALU is responsible for outreach to D.C.'s Asian community including efforts to provide translation to patrol officers and detectives and to attend community meetings, workshops and safety seminars. ALU officers assist patrol service officers during community meetings with Asian residents and encourage those residents to attend meetings. ALU officers also conduct follow up investigations for crimes involving Asians as the complainant or perpetrator.

<sup>23</sup> U.S. Census, U.S. Department of Commerce

<sup>24</sup> MPDC

## Anonymous Crime Tipline

To help increase crime reporting and further reduce violent crime within D.C., the police department runs a toll-free, anonymous tip line. Tipline reference cards have been translated into Amharic, Chinese, French, Korean, Spanish and Vietnamese. This initiative reaches out to DC's immigrant populations while also strengthening the foundation of community policing.

For more information on the Latino Liaison Unit, contact [latinoliasion.unit@dc.gov](mailto:latinoliasion.unit@dc.gov) or (202) 673-4445. For more information on the Asian Liaison Unit, contact [Asian.Liasion@dc.gov](mailto:Asian.Liasion@dc.gov) or (202) 724-8009.

## DALLAS, TEXAS

### Office of Community Affairs and Employee Communications: Asian American Unit

#### Population

Dallas is a city of 1,269,204, with a foreign-born population of 322,171 (25%).<sup>25</sup> An overwhelming majority (83%) of these immigrants come from Latin America, with 38 percent of Dallas's population speaking Spanish at home. Another 9 percent of immigrants come from Asia. Only 20 percent of Dallas's immigrant population is comprised of naturalized U.S. citizens.

#### Police

Chief David Brown leads the Dallas Police Department, which is staffed with 3,640 sworn officers and 565 civilian personnel.<sup>26</sup>

In 1991, the Dallas Police Department's Office of Community Affairs and Employee Communications began a program to help integrate members of the city's Asian community. The initiative began citizenship classes taught by bilingual police employees fluent in various Asian languages.

In 1996, the program expanded into an Asian American Unit within the Office of Community Affairs and Employee Communications. The Office of Community Affairs and Employee Communications works to foster improved police and community relations with the responsibility of maintaining vital communications links and ensuring quality race relations in the department. Its Asian American Unit consists of five Asian, non-sworn employees who collectively are bilingual in Cambodian, Korean, Laotian, Thai and Vietnamese. Together they work toward addressing the concerns of Asian immigrant and refugee communities within Dallas.

With the creation of the Asian American Unit, Dallas's outreach effort expanded from citizenship classes to include translations of materials on topics like child safety, robbery, holiday safety and family violence, an annual Asian American National Night Out and radio outreach and information programs targeted at immigrant communities.

The unit also organizes Asian business and neighborhood crime-watch groups and collaborates with various Asian agencies and organization to help spread information to immigrant communities. These efforts have helped educate the Asian community about community and police services and have helped increase the diversity of the Dallas Police force through recruitment of Asian police officers.

For more information, contact the Office of Community Affairs and Employee Communications at (214) 671-4045.

<sup>25</sup> U.S. Census, U.S. Department of Commerce

<sup>26</sup> Dallas Police Department



# DES MOINES, IOWA

HONRA / AORO

## Population

Des Moines, the capital of Iowa, has a population of 196,521, with 18,679 (10%) foreign-born individuals.<sup>27</sup> About 15 percent of its population speaks a language other than English at home. Half of the city's immigrant population comes from Latin America with another 30 percent coming from Asia.

## Police

Des Moines' police force is the largest and most urban law enforcement in the state.<sup>28</sup> Under the leadership of Chief of Police Judy Bradshaw, the police department employs 379 sworn officers and 110 civilian support personnel. The department divides into the Operations Division and the Investigations Division and remains committed to the practice of community policing.

The Des Moines Police Department created the Hispanic Outreach Neighborhood Advocate (HONRA) in 2000 to help serve its growing Hispanic population. In 2007, the department established a similar program for its Asian population, the Asian Outreach Resource Officer (AORO).

Both programs provide a primary contact within the police department for Des Moines immigrant populations. HONRA provides the community with a bicultural senior-level officer who is bilingual in English and Spanish, while AORO provides an officer fluent in Lao, Thai, Thai Dam and Hmong and supported by the resources of eight other Asian officers within the department. Each program works toward improving relations between immigrant populations and the police department with outreach through schools, churches, neighborhood associations and various social service organizations.

HONRA's program has also expanded to provide police representation and outreach part time at the Hispanic Outreach with Legal Assistance (HOLA) program. This citywide collaboration offers a one-stop shop for immigrant concerns and provides HONRA with a satellite location.

For more information about HONRA, contact Lt. Joe Gonzalez, Hispanic outreach neighborhood resource advocate, at (515) 237-1531 or [jagonzalez@dmgov.org](mailto:jagonzalez@dmgov.org). For more information about AORO, contact Office Doua Lor, Asian outreach resource officer, at (515) 971-0792.

<sup>27</sup> U.S. Census, U.S. Department of Commerce

<sup>28</sup> Des Moines Police Department



# LOWELL, MASSACHUSETTS

## Cambodian Community Liaison

### Population

Lowell is the fourth largest city in Massachusetts with a population of 103,077 comprised of 25,461 (25%) foreign-born individuals.<sup>29</sup> About half of this immigrant population comes from Asia, including a large number of Cambodian refugees. Another fourth of the immigrant population come from Latin America. Forty percent of Lowell's population speaks a language other than English at home and about half of those individuals report speaking English less than "very well."

### Police

Under the direction of Police Superintendent Kenneth Lavallee, Lowell's police department focuses on community-based policing and works with the community to identify and solve problems. The department operates in neighborhood precincts to allow officers to interact and immerse themselves in the communities and neighborhoods they serve. As of 2009, Lowell's police force included 228 sworn officers and 92 civilian positions.<sup>30</sup> Of those 228 officers, 31 were Hispanic and seven were Asian, helping to add to the diversity of the police department.

To build relationships with Lowell's Cambodian community, Lowell's Police Department established a civilian position for a bilingual community liaison. The liaison acts as the initial link between the police and the Cambodian community, building cooperation and communication to strengthen Lowell's community based policing strategy.

The liaison accompanies officers working in Cambodian communities and helps on service calls and criminal incidents that involve non-English speaking residents. To overcome some residents' imported negative perceptions of the police from their negative experiences with Cambodian police, the liaison gives one-hour tours of the police department and informs residents about police services and what information residents need to provide in certain situations. Each month, the liaison participates in a race-relations council meeting with representatives from law enforcement and community multi-cultural groups.

For more information, contact Sara Khun, Community Liaison, at (978) 970-4023 or [skhun@lowell.ma.gov](mailto:skhun@lowell.ma.gov).

<sup>29</sup> U.S. Census, U.S. Department of Commerce

<sup>30</sup> 2009 Annual Report, Lowell Police Department



# STORM LAKE, IOWA

## Community Service Officers

### Population

Storm Lake is a city of 9,564, with a foreign-born population of 2,280 (23.8%).<sup>31</sup> Almost 40 percent of Storm Lake's population speaks a language other than English at home, with 68 percent of that sub-group reporting they spoke English less than "very well." Roughly 75 percent of Storm Lake's immigrant community comes from Latin America, with an additional 20 percent of Asian origin, including a large population from the country of Laos. Seventy-five percent of Storm Lake's immigrant population remains un-naturalized.

### Police

Storm Lake's Police Department includes 19 sworn officers, several of whom can speak Spanish and a small amount of Lao.<sup>32</sup>

Storm Lake experienced increases in its Laotian and Latino immigrant populations in the 1990s. To deal with this influx, the police department began a Community Service Officer (CSO) program establishing two staff positions to provide interpretation and translation services.

One CSO speaks Spanish, while the other speaks Lao. The CSO program uses civilian positions, because civilians who already have the required language skills proved easier to recruit, hire and train. The police department also added Spanish and Lao public signs around the department and coordinates Focus Groups with the Hispanic and Lao populations throughout the year.

For more information, please contact Mark Prosser in the public safety division of Storm Lake's Police Department at (712) 732-8010 or at [prosser@stormlake.org](mailto:prosser@stormlake.org).

<sup>31</sup> U.S. Census, U.S. Department of Commerce

<sup>32</sup> Storm Lake Police Department



# GARDEN GROVE, CALIFORNIA

## Bilingual Community Service Officers

### Population

Located just south of Los Angeles, Garden Grove is a city of 164,530, with nearly half of the population (48%) comprised of foreign-born individuals.<sup>33</sup> About 65 percent of Garden Grove's population speaks a language other than English at home. Within this immigrant population, 55 percent come from Asia, with a significant portion from Vietnam, while another 42 percent come from Latin America.

### Police

The Garden Grove Police Department is under the leadership of Chief Kevin Raney and consists of three bureaus: the Community Policing Bureau, the Support Services Bureau and the Administrative Services Bureau.<sup>34</sup> To meet its mission of providing a sense of safety and security to the community members, the department today employs more than 170 sworn officers.

The Garden Grove Police Department employs two bilingual community service officers (CSO) to act as liaisons with Garden Grove's growing Asian population. Working from a police substation within the immigrant neighborhood, the CSOs reach out to the immigrant community through presentations in schools and businesses about crime prevention.

CSO outreach uses technology with liaisons hosting a question-and-answer radio program in Vietnamese. An overwhelming positive response has allowed the length of the program to increase from one to two hours. Meanwhile, a bilingual telephone hotline that does not require the callers to leave their names has recorded an increase in crime reporting.

For more information, contact Captain Travis Whitman at (714)741-5235 or [travisw@ggpd.org](mailto:travisw@ggpd.org).

<sup>33</sup> U.S. Census, U.S. Department of Commerce

<sup>34</sup> Garden Grove Police Department



# NEW HAVEN, CONNECTICUT

## Elm City Immigration Project: Public Safety and Police Outreach

### Population

New Haven has a total population of 123,628, with 20,450 (17%) foreign born individuals.<sup>35</sup> About 50 percent of this immigrant population comes from Latin America, with an additional 24 percent from Asia and 15 percent from Europe. Roughly a third of New Haven's population speaks a language other than English at home.

### Police

New Haven's Police Department is headed by Chief Frank Limon and divided into 10 policing districts. The department remains committed to working with the New Haven community to build a safe and inclusive city.

New Haven's Elm City Immigration Project began in response to the needs of the city's growing immigrant population. Its purpose focused on strengthening relationships between immigrant communities and the city and on improving public safety. Launched in 2005, the program represents a collaboration between the city, faith-based organizations, financial and educational institutions, community members, non-profit community-based organizations, the New Haven Police Department and Yale Law School.

The project has worked to establish an Office of New Residents, create multi-purpose ID cards, improve immigrant crime reporting and relations with law enforcement, facilitate immigrant access to financial services and translate city documents. The City of New Haven provides the staffing for these initiatives, while private and foundational funding has helped launch the identification program. Since its start, the Elm City Immigration Project has built new coalitions, improved public safety and increased communication and participation from the city's immigrant communities.

### Multi-Purpose ID Cards

New Haven's multi-purpose ID cards are available to all residents regardless of their immigration status. Each card contains basic information and a photograph of the resident and serves as a library card, access card to public beaches, golf course and recycling center and a debit card for parking meters, garages and participating stores. The children's version includes an option to add emergency contact information.

These ID cards improve public safety by facilitating child safety and increasing crime reporting by having witnesses with proper identification. The program also increases immigrant bank access and access to city services.

### Strengthening Immigrant Relationships with Law Enforcement

In an effort to encourage crime reporting and improve the relationship between police and immigrant communities, New Haven passed General Order 06-02 to prohibit New Haven police from enforcing immigration laws outside of the context of a criminal investigation. The police department accompanied this new ordinance with extensive police training as well as community outreach and education through community dialogues and public education materials.

<sup>35</sup> U.S. Census, U.S. Department of Commerce

To improve relationships further, the New Haven Police Department held community meetings aimed specifically at immigrant communities. Approximately 300-400 immigrant residents attended these meetings. Results of these discussions include measures to encourage crime reporting by immigrant victims, mechanisms to increase communications and the development of bilingual materials about rights education and law enforcement procedures.

## Finance and Banking

New Haven worked with area banks to change their identification requirements to accept Mexican Consular identification cards as sufficient identification to open a bank account. The city also provided financial literacy training by collaborating with First City Bank to create a curriculum on financial literacy for low income and immigrant residents.

Increased financial access not only will help increase city economic growth, it will also help improve public safety by decreasing the number of immigrants carrying large amounts of cash or keeping it stored in their homes, which makes them more susceptible to crimes like theft.

For more information, contact Dr. Chisara Asomugha, community service administrator, at (203) 946-7907 or [casomugh@newhavenct.net](mailto:casomugh@newhavenct.net).

In 2007, the City of New Haven won one of NLC's Awards for Municipal Excellence for its Elm City Immigration Project. Through this project, the city implemented a series of innovative, comprehensive and far-reaching policies and initiatives aimed at strengthening the relationship between the city and its immigrant community. The success of this project has generated national attention, with New Haven being recognized as a model for its welcoming approach to immigrants.

# NEW YORK, NEW YORK

## Police Immigrant Outreach

### Population

New York is the most populous U.S. city, with a total population of 8,302,659. It is also the most ethnically diverse city, with a population of 2,981,544 (36%) foreign-born individuals.<sup>36</sup> About 50 percent of this immigrant population comes from Latin America, with an additional 26 percent from Asia and 17 percent from Europe. Almost half of New York City's population speaks a language other than English at home, and more than 120 different languages are spoken within the city.

### Police

Police Commissioner Raymond Kelly leads the New York Police Department (NYPD) of approximately 34,500 officers. NYPD is one of the most diverse police departments in the world, with officers able to speak 64 foreign languages, including 10,110 Spanish speakers, 882 Chinese speakers, 646 Italian speakers, 336 Russian speakers and 140 Korean speakers.<sup>37</sup> About 20 percent of recruits from police academy classes are foreign-born, while the full police force is a third Hispanic, 18 percent black and 6 percent Asian.

NYPD recognizes the diversity within its city and works to ensure that all residents, regardless of immigration status or ethnicity, are treated with the same courtesy and respect. Programs focus on improving communications between immigrants and police, providing for the needs of immigrant communities, reducing fear through dialogue and educating immigrants about their rights and responsibilities.

### New Immigrant Outreach Unit

The New Immigrant Outreach Unit works as a link between the police department and new immigrant communities. Liaisons speak a variety of languages and are assigned to specific communities, including those with Arab/Muslim, Asian, Eastern European, Hispanic, South Asian and West African groups. The majority of liaisons are foreign-born themselves and can identify with the concerns and needs of immigrant communities.

These bilingual abilities provide the foundation for the New Immigrant Outreach Unit and allow the unit to create a presence within the community. Liaisons reach out to immigrant leaders and community organizations to build open communication and trust. Through this two-way communication, police can identify where immigrant communities are located, growing or moving, as well as issues of concern within immigrant communities.

The New Immigrant Outreach Unit coordinates with other city agencies to provide referrals and to address the concerns and needs of the immigrant community. Liaisons also spread public safety information through brochures, forums and presentations within the community and at the request of immigrant leaders or organizations.

<sup>36</sup> U.S. Census, U.S. Department of Commerce

<sup>37</sup> NYPD's Foreign Language Outreach

## Executive Order 41

During the New Immigrant Outreach Unit's events, liaisons emphasize Executive Order 41.<sup>38</sup> Passed in 2003, this order prevents city agencies from asking about immigration status unless it is required by law or for qualification for programs. For the police department, this means that officers will not question victims or witnesses of a crime about their immigration status.

## Police Training

NYPS offers "Streetwise: Language, Culture and Police Work in New York City" as a training program for new police officers. This program teaches officers about the role of culture in police-community interactions and provides basic language instruction to improve cross-cultural communication within New York's communities.

## Language Access Plan

In July 2008, New York City began a citywide initiative to increase language access to city services. The police implementation of the program provides residents with free language assistance services through its Language Line (phone translation service) and live interpreters.

Each station has dual handset phones to access Language Line interpretation. Each patrol supervisor likewise has a cell phone programmed with the Language Line number for field translation.

NYPD's interpreters come from its volunteer language program. This program certifies and registers department volunteers (both officers and civilians) for proficiency in foreign language. Operation Unit personnel use this information when situations require interpreting assistance. The program has 14,000 registered members who speak more than 50 different languages.

NYPD will translate essential public documents into baseline languages of Spanish, Chinese, Korean, Haitian Creole and Russian. Working with the city, the department will also work toward providing similar language access on its website. Meanwhile, multi-language signs posted within police stations advertise the availability of these services.

For more information about the New Immigrant Outreach Unit, contact Sergeant Lizbeth Villafane at (646) 879-5127 or [lizbeth.villafane@nypd.org](mailto:lizbeth.villafane@nypd.org)

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<sup>38</sup> New York City Executive Order 41

# WINSTON-SALEM, NORTH CAROLINA

## Spanish Translation Emergency Cards

### Population

Winston-Salem has a total population of 223,672, with 22,524 (10%) foreign-born individuals.<sup>39</sup> An overwhelming majority (74%) of these immigrants come from Latin America with an additional 15 percent from Asia. Fifteen percent of the population speaks a language other than English at home.

### Fire Department

Fire Chief Antony Farmer runs the Winston Salem Fire Department.<sup>40</sup> With 19 fire stations in three fire districts, the Winston Salem Fire Department employs 347 individuals.

Winston-Salem firefighters can communicate more easily with Spanish speaking residents since every city fire truck comes equipped with a set of English-Spanish translations cards. Each card includes phonetically spelled phrases commonly used in emergencies as well as a diagram of the human body for residents to point to specific body parts. Each card is also color coded by situation type: yellow for information; blue for medical; and green for women in labor.

The developing department staff used interviews with firefighters to learn which phrases were most important and continue to update the emergency cards with newly suggested phrases.

For more information, contact Jazmine Pierce, senior community educator, at (336) 773-7965 or [jpierce@cityofwfsfire.org](mailto:jpierce@cityofwfsfire.org).

<sup>39</sup> U.S. Census, U.S. Department of Commerce

<sup>40</sup> Winston-Salem Fire Department



# Indianapolis, Indiana 2000-2007

Public Safety chapter excerpt from the report *Municipal Innovations in Immigrant Integration: Indianapolis Model, 2000 – 2007* (National League of Cities, 2009).<sup>41</sup>

Between 1990 and 2000, Indianapolis experienced an almost 300 percent increase in its Latino population. Under the leadership of Mayor Bart Peterson, the city responded by making immigrant integration a priority and by creating the Mayor’s Commission on Latino Affairs (MCOLA) in 2000. This diverse, 20-member advisory panel worked to help develop programming to integrate the Latino community and to improve relationships and access to the city. One of its priorities focused on improving public safety and community relations within Indianapolis. The following case study, reprinted from MAII’s *Indianapolis Model, 2000 – 2007*, describes MCOLA’s efforts regarding public safety and Indianapolis’s immigrant community.

## Improve Public Safety and Community Relations

Public safety is a matter of concern for both residents and city officials, yet lack of communication and misperceptions can impede the effectiveness of public safety efforts. It is often difficult to establish trust between the immigrant community and local law enforcement agencies when mutual understanding and open lines of communication are not in place. Lack of trust can lead to underreporting of crime and avoidance of police assistance. Therefore, language and cultural competency training is critical.

Indianapolis’ foreign-born population more than doubled in the 1990s and this significant increase contributed to communication problems between the police and the immigrant community.<sup>42</sup> The change in population brought the city face-to-face with an issue for which it was unprepared — Latino gangs. City officials recognized this problem and engaged the police force in an educational campaign and cooperation with Central American authorities and U.S. Law enforcement agencies.

## Diversity and Representation

To ensure that positive relations exist between local law enforcement and immigrant communities, law enforcement agency hiring practices should reflect the diversity of the community. In 2002, the first Latino police liaison was appointed. The responsibilities of the liaison included working closely with the community on issues of crime prevention and CrimeWatch — an effort to educate residents about the importance of reporting crime; working regularly with MCOLA and others to help improve communications at every level; coordinating with Indianapolis Police Department (IPD) media relations for press conferences and news releases; and reaching out to Latino media. The first Latino police recruiter was also appointed to improve the status of representation of the immigrant community in the police force. A Latino Citizens Police Academy was created, and the first Indianapolis Fire Department (IFD) Latino spokesperson and first bilingual IPD spokesperson were appointed. In 2000, the IPD had only one Latino police officer, and by the end of 2007, there were more than a dozen Latino police officers.

<sup>41</sup> [http://www.nlc.org/ASSETS/2480CFC94CAB423AA6234B9735ADA148/MAIIAmericanCities\\_Indianapolis.pdf](http://www.nlc.org/ASSETS/2480CFC94CAB423AA6234B9735ADA148/MAIIAmericanCities_Indianapolis.pdf)

<sup>42</sup> Living Cities: The National Community Development Initiative and The Brookings Institution Center on Urban and Metropolitan Policy, *Indianapolis in Focus: A Profile from Census 2000* (Washington, D.C.: Living Cities and The Brookings Institution, 2003).

## Bridging the Gap: Reaching Out to the Community

To bridge the language and cultural gap between the immigrant community and the local police, mandatory Spanish language and cultural competency training were established at the police academy. English to Spanish language translation software was developed for use in the field. Designed to be used in patrol car laptops, the software allowed responding officers to communicate with Spanish-speaking citizens through a series of drop-down menus. Officers were also encouraged to use the program to memorize key Spanish phrases during their downtime.

The mayor's office and MCOLA developed a communications plan, which included regular appearances by the mayor, mayoral staff and the chief of police in local Latino media outlets.

Other efforts to work directly with the immigrant community included assigning a Latino detective to work cases within the Latino immigrant community, developing crime and fire prevention programs targeting the immigrant community and expanding a bike unit to support an increase in police presence in the Latino communities.

**The office of the mayor and MCOLA worked together with the Indianapolis Police Department to produce a series of initiatives addressing public safety in Indianapolis:**

- *Mexican I.D. Card:* Lack of valid identification prevents many immigrants from engaging in various activities, such as opening a bank account. It can also leave them vulnerable to theft and robbery. The Mexican Consulate in Indianapolis, which opened in 2002, began issuing an identification card known as a *matricula consular*, or consular card, to assist the local Mexican immigrant community. Sixty-four percent of the immigrant community in Indianapolis is Mexican. The consular cards, which identify the holder as a Mexican national living abroad, helped Mexican immigrants conduct routine business with banks and the city government. The I.D. card also helps bridge the communication gap between Mexican residents and law enforcement, fire and emergency responders, and health care professionals. The consular cards can also help boost the local economy by helping cardholders open savings accounts and purchase goods from local companies and vendors, which previously would not have been possible without acceptable identification.
- *International cooperation:* During Mayor Peterson's tenure, addressing Latino gang activity became an important issue for the city. Gang members in Indianapolis were primarily affiliated with Latino gangs from the Southwest and West Coast regions of the U.S.<sup>43</sup> Gang activity in Indianapolis included a range of criminal activities, from vandalism to drug trafficking. In response to this new and developing public safety threat, the mayor's office and MCOLA arranged a visit to Honduras to participate in a training program led by the minister of security and his team. During the program, IPD officers were educated about managing the threat of violent gangs in their city. Following this trip, in 2005, MCOLA provided funding for a delegation of experts from Honduras to visit Indianapolis to provide additional training for local police. The delegation also participated in MCOLA-organized community events with representatives of the immigrant community, the public school system and Latino media. The following year, a similar training opportunity allowed IPD officers to shadow the Gang Intervention Partnership Unit of the Metropolitan Police Department in Washington, D.C.

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<sup>43</sup> Indianapolis Police Department, "Hispanic Street Gangs," (bulletin, January 26, 2005).

The mayor's office and the chief of police arranged a police training mission to Chile later in 2005 in coordination with General Alberto Cienfuegos, the general director of the chief of uniformed Chilean police. The trip was funded through support from non-profit organizations and the business community in Indianapolis. During the trip, IPD officers received training in Spanish language and cultural competence. Similar training opportunities were extended to the Indianapolis Fire Department in an effort to improve relations with the Latino and immigrant communities.

- *Campaign against crime:* The campaign against crime in the Latino community featured programs on local television aimed at the Spanish-speaking community.<sup>44</sup> The campaign was the first of its kind in the city and garnered recognition from the National Latino Peace Officers Association. In response to crimes going unreported, a 24-hour Spanish language crime hotline was established. Callers could leave messages in English or Spanish and could either remain anonymous or leave a name and call-back number. Print and television advertisements were used to promote the hotline, including a print advertisement that featured a Spanish slogan: "Luchemos juntos contra el crimen" (Let's fight crime together).

A television series called, "Conversation with the Community: Public Safety in Indianapolis" was produced to educate the community about public safety issues. The 30-minute long program aired monthly and covered topics such as: Mayor Peterson's Crime Package Plan; a discussion panel on local and national crime issues; recommendations from the Mayor's Crime Prevention Task Force; the police merger; the criminal justice system; crime prevention; community policing; and other topics such as local government reform efforts and city services.

Due to their fear of immigration authorities, undocumented immigrants tend to not report hate crimes. In response to the unreported violence and prejudice between Latinos and other ethnic and racial communities, the issue of race relations was a focus of the mayor's office. Soon after taking office, the mayor organized the first race relations summit in the city's history with the participation of several hundred representatives from immigrant organizations, the private and non-profit sectors, the public school system and local government.

- *Latino media campaign against drinking and driving:* Due to high rates of alcohol-related auto accidents and DUI arrests among Latino men, the mayor's office instituted the Latino DUI Educational Campaign, a joint effort between MCOLA and the Governor's Council on Impaired and Dangerous Driving (GCIDD). MCOLA partnered with the GCIDD to develop the campaign, which focused on educating the immigrant community about the effects and consequences of driving under the influence of alcohol, as well as impaired driving laws and the consequences of violating them. This initiative became a pilot program for other cities in Indiana with sizeable Latino communities, such as Fort Wayne.

The theme of the campaign centered around the family and used images of those who may be affected by impaired driving, such as a crying child or a grieving woman, to illustrate the severe consequences of impaired driving. The campaign included media outreach through television, radio and billboard advertising, as well as grassroots components. The planning and development of this campaign also included leaders in the Latino community.

<sup>44</sup> Roberto Ponce (Ponce Publicidad), interview via telephone with National League of Cities, July 7, 2009.

- *Raising awareness about child safety:* The Hispanic Public Service Campaign on Child Safety was developed with the cooperation of a local advertising firm and featured Latino moms as champions of the protection of their families. The campaign was designed to educate the Latino community in Indianapolis about the importance of utilizing appropriate child restraints and the consequences of failing to do so. As part of the campaign, State Farm Insurance donated car seats and conducted clinics to teach parents how to install them in their cars. The campaign included a 60-second radio PSA titled “Rebeca” that aired on two Spanish-language radio stations in Indianapolis. “Rebeca” was also featured in California and North Carolina.

# About this Publication

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The National League of Cities is the nation's oldest and largest organization devoted to strengthening and promoting cities as centers of opportunity, leadership and governance. NLC is a resource and advocate for more than 1,600 member cities and the 49 state municipal leagues, representing 19,000 cities and towns and more than 218 million Americans.

Through its Center for Research and Innovation, NLC provides research and analysis on key topics and trends important to cities, creative solutions to improve quality of life in communities, inspiration and ideas for local officials to use in tackling tough issues, and opportunities for city leaders to connect with peers, share experiences and learn about innovative approaches in cities.

Municipal Action for Immigrant Integration (MAII) is a project in NLC's Center for Research and Innovation. The primary goal of the project is to promote civic engagement and naturalization among immigrant communities in cities and towns across the U.S. MAII is designed to be a resource for NLC members, fostering a knowledge-sharing network to help cities learn from the successes and mistakes of their counterparts across the country.

For the following MAII publications, please go to [www.nlc.org](http://www.nlc.org).

- Municipal Innovations in Immigrant Integration: 20 Cities, 20 Good Practices
- Civic Engagement and Recent Immigrant Communities:  
A Planning Guide for Local Officials and  
Other Community Leaders
- Financial Literacy Programs for Immigrants
- Municipal Innovations in Immigrant Integration: Indianapolis Model, 2000-2007
- Immigrant Affairs Committees and Councils
- Mayoral Immigrant and Latino Affairs Offices
- Citizenship and Naturalization Programs
- Employment and Business Ownership
- NewCITYzen Campaign Branding Guidelines
- National League of Cities International Programs: Helping City  
Leaders Respond to Global Change

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