

# Smart Policing Initiative: Increasing Police Legitimacy and Reducing Victimization Against Immigrants in Lake Worth

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**Herman Goldstein Award Submission  
Excellence in Problem-Oriented Policing**  
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# Smart Policing Initiative: Increasing Police Legitimacy and Reducing Victimization Against Immigrants in Lake Worth

## Summary

### Scanning

The City of Lake Worth, which has a population of 36,725 and is comprised of many undocumented Hispanic residents from Central and South America<sup>i</sup>, experienced a significant upward trend in robberies to the Hispanic populace starting in 2002. In 2008, there was a 28% increase in robberies, from 223 to 287<sup>ii</sup> and the violent nature of these crimes also rose. The Palm Beach County Sheriff's Office (PBSO) recognized a need for intervention and attained a grant from the Bureau of Justice Assistance for the Smart Policing Initiative (SPI). The goal of the SPI was to ameliorate the robbery problem using "out of the box" crime fighting strategies.

### Analysis

The research partner, along with crime analysts from PBSO, assessed the problem and implemented evaluation procedures and instruments. Survey materials were produced, a tracking system for contacts was initiated, and reports with measured planning, survey components, goals, and evaluations were formalized (See Appendix X).

It was determined that there are risk factors associated with victims' profiles. These include: poor migrant day labor workers, language barriers, mistrust of law enforcement stemming from experiences in their countries of origin, and undocumented status resulting in fear of deportation. Consequently, victims are unlikely to report crime or come forward as a

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<sup>i</sup> Census data showed approximately 30% of the population within the City of Lake Worth was Hispanic or Latino, with more than 50% being from Central America, specifically from Guatemalan and Mayan descent

<sup>ii</sup> Source: FDLE UCR Crime Report. The main victims of these cases were the Hispanics.

witness. As a result, criminals who prey on this group know that successful prosecution is unlikely.

### **Response**

The Lake Worth Police Department merged with the PBSO in October 1, 2008 and became PBSO District 14. PBSO attained a grant in October 2009 from the Bureau of Justice Assistance for the SPI. It is ongoing in District 14 and unincorporated parts of Lake Worth. The centerpiece of the SPI involved hiring a civilian community liaison and the re-assignment of a dedicated robbery detective to the target area.

### **Assessment**

The SPI has had a positive impact. Specifically it has cultivated trust and collaboration with the community and empowered residents to report crimes and take proactive stances against victimization. Results show an increase of reported crime rate and eventual decrease in crime and robbery rates within the target district. Results will continue to be measured to help define best practices for other agencies.

### **Description**

#### **Scanning**

The Palm Beach County, Smart Policing Initiative (SPI) addressed robberies in the Guatemalan community in Lake Worth using strategies that reflect core principles of Community Policing: data-driven analysis of the problem, community engagement, problem solving, and partnerships. Analysis showed that many of the robbery victims are day laborers, who make easy targets for criminals because they tend to carry cash payments from their labor on their person; they solicit employment from potential, but unknown employers; and they loiter in public places at night, often engaging in public consumption of alcohol. This problem is complicated by a trust gap between law enforcement and the Guatemalan community, due to

language and cultural barriers, as well as a variety of complications linked to illegal immigration, migrant workers, and enforcement of immigration laws. The Palm Beach County Sheriff's Office (PBSO) SPI included targeted efforts to increase police legitimacy, to improve residents' awareness of their victimization risk, and to empower residents to embrace crime prevention in their community (White, Ainbinder, & Silva, in press, p. 2).

Recent increases in robbery in the city of Lake Worth, Florida have been concentrated in neighborhoods where many of the residents are migrant workers of Guatemalan (and Mayan) descent (For case summaries see Appendix W). The Palm Beach County Sheriff's Office (PBSO) and its research partner at Lynn University sought to address this robbery problem, as well as general challenges surrounding policing in immigrant communities, through their Smart Policing Initiative (SPI) (White, Ainbinder, & Silva, in press, p. 3). The initiative examined the high incidents of the robberies in a small geographic region enabling PBSO to tackle the specific problem in a contained area.

### **Analysis**

This strategic plan outlines and organizes the initiatives discussed to meet the set goals for the SPI. This plan provides timelines, action steps, and evaluation measures in the hopes of assuring consistency and awareness of all members of the SPI team. A goal of this strategic plan is to enhance the opportunities for success of the proposed initiatives through thorough documentation, consistent implementation, and comprehensive evaluation. Throughout the two year grant period, this strategic plan should be assessed for compliance and its validity to the current work at any given time. A suggested assessment schedule would be at least every six months.

Following the Inaugural SMART Grant meeting, the grant team decided to work towards a coordinated focus. Within this focus, it was decided to develop a strategic plan and intervention

implementation timeline. It was also decided to use District 1 as a control group for the efforts of the community liaison but to continue the same law enforcement efforts in both identified districts of the grant.

The grant area includes a section in District 14 and a section in District 1. These sections can be considered similar in their demographics and their crime statistics. For this reason, it was decided to use the grant area in District 1 as a comparison group with the grant area in District 14 (experimental area). The comparisons will be made based upon all goals. The intervention difference will be the Community Liaison whose primary work will be in District 14.

In 2010, PBSO and the research partner implemented the following changes to the SPI initiatives. The research partner produced a tracking system for contacts with Victims in the Grant area; produced survey materials to be administered by the community liaison at each contact with a robbery victim in the Grant area; produced a report entitled PBSO Outcome Measure Planning a corresponding report entitled PBSO Survey Components based on Stated Goals; submitted a report on the evaluation plan as discussed with the community liaison and the District 14 command; and produced and submitted a community satisfaction survey to be given to the community members that the community liaison contacts either through topic specific meetings, community events, or focus group presentations This survey will serve as the pre-test surveys for community satisfaction with law enforcement.

The instruments developed to satisfy the above objectives included an Intervention Proposal Form and Tracking Sheet; Strategic Plan; Implementation Strategy; Procedural Plan; SPI Implementation Strategy Timeline; Report on Performance Measures; and Updated SPI Implementation Strategy Timeline. The researcher gathered the crime data collected by PBSO for the targeted area including: robberies and other violent crimes; “quality of life”

offenses/incidents; victim data (demographics, location, legal status, etc.); offender data (criminal history, demographics, location, etc.); and community/victim resources.

The city of Lake Worth is located in central Palm Beach County and has a population of approximately 35,000 residents.<sup>iii</sup> U.S. Census data from 2010 indicate that 40 percent of the city's residents are Hispanic or Latino. Though Census data does not specifically identify the Guatemalan population, nearly three-quarters of Latino residents indicated that they were not Mexican, Puerto Rican, or Cuban. The PBSO notes that the majority of these residents are of Guatemalan descent, and they estimate that there are an additional 10,000 undocumented immigrants in the Lake Worth area (White, Ainbinder, & Silva, in press, p. 3).

Notably, this area of Palm Beach County has experienced a steady increase in robberies since 2002. Figure 1 (See Appendix T) shows, for example, that in 2009, a significant portion of the area's robberies were concentrated in Lake Worth (the SPI target area) and involved Hispanic victims. (Note that the SPI target area is composed of two police districts. District 14 encompasses the city of Lake Worth [shaded area in Figure 1] (See Appendix T), and District 1 is the area surrounding Lake Worth). Intelligence from the Palm Beach County Violent Crime Task Force (VCTF) shows that many of the suspects in these robberies are gang members from outside of Lake Worth who are drawn specifically to this area because of the vulnerability of this immigrant population (White, Ainbinder, & Silva, in press, p. 3-4).

This immigrant population is challenging for law enforcement for numerous reasons. First, the population is both migrant and mobile. Most do not have a permanent residence, and many move in and out of Palm Beach County based on available employment that changes often. This mobility makes it very difficult for police to gather information on crime and to follow up with victims. Second, communication with the residents in this community is complicated by

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complex culture and language barriers, as well as by high rates of illiteracy. The Guatemalan neighborhoods are rich with customs and values that are unique to their culture, and though many residents do speak and understand Spanish, it is not their native language. For example, there are 23 different dialects in the Mayan population, and all are spoken in the Lake Worth target area. Third, many of the residents in this community have had negative interactions with police in their native country, and these past experiences have colored their views of local police in Palm Beach County. Finally, a significant portion of this population is in the country illegally, and fear of deportation leads many individuals to avoid contact with police, even if they have been the victims of crime. These fears are then exacerbated by state-level immigration legislation. As a result, police efforts to engage the immigrant community, to reduce their risk of victimization, and to enhance their views of police legitimacy are seriously challenged (White, Ainbinder, & Silva, in press, p. 3).

### **Response**

The centerpiece of the Palm Beach County SPI involved the hiring of a Community Liaison and the re-assignment of a dedicated robbery detective to the target area. The Community Liaison served as a community advocate and as an intermediary between law enforcement and the immigrant community. For this project, the Community Liaison was a Guatemalan-born naturalized citizen who speaks English, Spanish, and the Mayan language, Kanjobal. His central goal was to build a bridge between PBSO and the migrant community by engaging residents and law enforcement in positive outreach events. He also collaborated extensively with the line and leadership levels of the PBSO, the Guatemalan Consulate, community-based organizations, banks, business leaders, and the media. In addition, a dedicated robbery detective investigated all robberies in the target community, worked closely

with the Community Liaison, conducted proactive patrols throughout the target area, and monitored known offenders and ex-offenders (White, Ainbinder, & Silva, in press, p. 2).

The Community Liaison, Benito Gaspar, was vetted and chosen for the position because of his unique history and qualifications to work with the immigrant population in the target community. At the age of 3, Benito Gaspar traveled across the border to California with 9 other family members including 6 other siblings; he has since become a naturalized citizen. Gaspar, 32, speaks three languages including English, Spanish and Kanjobal (a Mayan language), and holds bachelor's degrees in public administration and criminal justice and a master's degree in juvenile justice all from the University of Central Florida.

In order to bridge the gap between local law enforcement and the immigrant community, PBSO's PSI initiatives included various community, law enforcement, government, local organizations, and media events (White, Ainbinder, & Silva, in press, p. 6):

- *Regular Meetings with the Assistant State Attorney beginning in April 2012, assisted in joint partnership with the appointed district robbery detective.* The State Attorney assisted the detective in establishing protocols to ensure proper case management.
- *U-VISA Protocol.* A UVISA protocol was adopted to assist individuals in obtaining temporary status in order to aid in the prosecution of a criminal case they are involved in.
- *A kick-off picnic in July 2010 that formally introduced the liaison to the community and initiated a dialogue over victimization, crime prevention, and availability of social services.* More than 250 residents attended the picnic, which also included representatives from community-based organizations, the Palm Beach County Health Department, banks, and the media. (See Appendix B)
- *Two Guatemalan Consulate events in August 2010 and May 2011, each of which drew more than 2,000 Guatemalan citizens.* The events focused on providing information regarding at-

risk behaviors, crime prevention, opening bank accounts, and securing formal documentation. At the 2010 event, more than 1,600 individuals were able to obtain identification cards and passports (which facilitate opening a bank account). (See Appendix E)

- *La Copa Unidad; Unity Soccer Cup Tournaments, planned and facilitated by the Community Liaison.* The first tournament in March 2011, eight local teams competed against one another—including a team fielded by the PBSO, and more than 800 people attended the event.<sup>iv</sup> A second soccer tournament was held in September 2011. The third edition of the Copa Unidad (Unity Cup) was held in May 2012. The soccer matches were held Friday evenings and Saturday all day. There were over 3,500 spectators and 80 surveys were administered. There were eight teams that participated with team Jaguares winning the tournament. These events served dual purposes; the gap is closed between local law enforcement officials and immigrant community members, and the same immigrant community members who are victims of robbery and violent crime are removed from the areas where most of the violent crimes occur (See Appendices K & L).
- *Quarterly meetings between the liaison and clergy and business leaders, as well as regular spots on two local Spanish radio stations (one bi-weekly and one bi-monthly).* The Community Liaison answers questions from callers and discusses topics such as how to report anonymous tips through Crime Stoppers, available resources in the community, immigration issues, and upcoming outreach events.
- *A Town Hall Forum held in July 2011 at the Sacred Heart Catholic Church, which was attended by more than 200 individuals.* The Forum served a dual purpose for residents to

voice their concerns to the PBSO and for the PBSO to educate residents about their efforts with the community. (See Appendix G)

- *A City Benches Initiative, whereby crime information was prominently advertised on two city benches in the target area.* The information, which was advertised from June–November 2010, was in Spanish and offered tips on how to avoid becoming a victim of robbery and other violent crimes. (See Appendix D)
- *A Business Camera initiative organized by the Community Liaison.* From June 2010 through July 2011, surveillance cameras and signage were placed outside two convenience stores as a deterrent for robberies.
- *Monthly presentations to ESOL classes (English for Students of Other Languages) at the local high school that provided information on behaviors that increase risk of victimization.* The PBSO SPI team has developed a structured curriculum, as well as pre-post survey instruments to gauge participants' learning. Approximately 1,100 residents have attended these sessions. (See Appendix F)
- *Engagement with the Sheriff's office at both the line and leadership levels to raise awareness of the plight and needs of this community.* This includes regular reporting to PBSO leadership and collaboration with both robbery detectives and patrol officers. For example, the liaison started an Alcohol Awareness campaign that involves a partnership with patrol officers in the target area. The liaison and a patrol officer walk through the community in the evenings when many at-risk behaviors are likely to occur, where they talk informally with residents regarding safety, crime prevention, and available resources for alcohol and substance abuse. They also raise awareness regarding the PBSO's outreach efforts. (See Appendices A & H)

As part of the SPI, "The PBSO assigned a dedicated robbery detective to investigate all robberies in the target community. The detective, who is fluent in Spanish, works very closely

with the Community Liaison to follow up with crime victims, educate them regarding the investigation process, and encourage them to cooperate with the criminal justice system. The detective also conducts proactive patrols throughout the target community to communicate with residents, identify at-risk behaviors, and gather intelligence on offenders. For example, the robbery detective teamed up with the Community Liaison and the District's Community Policing Team to participate in a nightly Alcohol Awareness campaign (See Appendix A). He also meets weekly with the PBSO's Strategic Intelligence Unit to identify and track individuals released from jail and state prison who return to the target community. The detective makes contact with ex-offenders through "knock and talks" to make sure that they are complying with any court-ordered conditions and to refer them to any services they may need to facilitate their re-entry into the community. From 2010–2011, the robbery detective followed up with 81 ex-offenders from the target area. The overall objective of assigning a dedicated robbery detective to the target area is to increase crime reporting and victim cooperation with police, and, as a result, to improve the PBSO investigation of robberies in the target community (White, Ainbinder, & Silva, in press, p. 7).

### **Assessment**

The target area is composed of two police districts, which include the city of Lake Worth (District 14) and surrounding areas (District 1). The districts are comparable in terms of size; geography; race and ethnicity of residents; crime levels; and socio-economic indicators.<sup>v</sup> Given the size of the target area, the PBSO labeled District 14 as the treatment area in which all SPI-related activities were focused, including all of the Community Liaison's efforts, the community engagement events, the dedicated robbery detective's work, and the coordinated

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<sup>v</sup> District 1 is 3.42 square miles and has a population of 30,674. Residents' income per capita is \$13,975. The racial/ethnic breakdown is 54 percent Hispanic, 29 percent White, and 14 percent Black. District 14 is slightly larger, at 5.87 square miles, and has a population of 34,910. Residents' income per capita is \$18,918. The racial/ethnic breakdown is 40 percent Hispanic, 38 percent White, and 20 percent Black.

efforts of the liaison with the detective. District 1 received none of the SPI-related strategies, and it served as the comparison area.<sup>vi</sup> As a result, the key outcomes that the PBSO sought to achieve can be examined in two ways: first, by examining change in the intervention area over time (District 14), and, second, by comparing the outcomes of District 14 to District 1. The key outcomes that the PBSO is seeking to achieve are improved immigrant attitudes toward the PBSO and a reduction in robberies (White, Ainbinder, & Silva, in press, p. 2). The displacement of the problem is not a significant concern because the victim population will remain in the same location irrespective of this initiative.

**Immigrant attitudes toward the PBSO.** The PBSO SPI team developed and administered surveys at each of the scheduled events.<sup>vii</sup> All surveys that were completed at events from April–September 2010 (n=134) were considered the “early-intervention period.” These events included a community picnic (See Appendix B), an event at the Guatemalan Consulate (See Appendix E), and presentations at ESOL classes (See Appendix F). All surveys completed at events from October 2010 through December 2011 (n=246) were considered the “mid-intervention period.”<sup>viii</sup> These events included the Unity Soccer cup Tournament (See Appendices K & L), an event at the Guatemalan Consulate, and an event at the local Swap Shop (See Appendix I).<sup>ix</sup> Table 1 (See Appendix S) shows the results of several survey items in District 14 during the early and mid-intervention periods (note that a smaller mean score

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<sup>vi</sup> Although all community engagement events were held in the target area (District 14), residents of other areas were permitted to attend. For example, the Consulate events drew Guatemalan citizens from across the State of Florida. The SPI team administered surveys as part of each of these events, and as a result, was able to determine which attendees resided in the target area.

<sup>vii</sup> The Community Liaison and student volunteers working under his direction delivered the surveys in Spanish. Individuals were able to complete the survey and place it in an envelope for confidentiality (no identifying information was collected). If an individual was unable to read the survey, the Community Liaison would read the survey items and mark the appropriate responses.

<sup>viii</sup> The first six-month period is considered “early intervention” because, during this time, the PBSO SPI was in the process of being developed and implemented. For example, the liaison was hired and the robbery detective re-assigned in April 2010. The mid-intervention period represents the time when the SPI was fully operational.

<sup>ix</sup> The authors recognize that this survey methodology is not ideal. More methodologically rigorous approaches were ruled out because of the mobility of the migrant population (i.e., nearly impossible to do multiple administrations by individual) and the difficulty of engaging individuals through “cold” contacts on the street (i.e., their reluctance to speak to police, strangers, etc.).

represents higher levels of agreement). All of the items indicate improved views toward the police in the mid-intervention period, with several reaching statistical significance.

More specifically, individuals in the mid-intervention period reported higher levels of satisfaction with police, greater levels of comfort with regard to speaking to police and reporting crimes (i.e., greater levels of trust), and greater agreement with the statements that “police treat people with respect” and “police are a good resource in their community.” Of note, they also reported similar improved attitudes among other people they know.

Interestingly, individuals who attended the events and completed a survey but who did not live in the intervention area (e.g., live in District 1) also showed improved views of the police over time (see Table 2 on Appendix S) (White, Ainbinder, & Silva, in press, p. 8).

**Frequency of Robbery.** The PBSO SPI team examined the nature and prevalence of robbery in the target area. Table 3 (see Appendix S) illustrates robbery trends by intervention period: pre-intervention (15 months before the SPI), the early-intervention period (six months), and the mid-intervention period (15 months). From January 2009 through March 2010, before the SPI began, the average monthly number of robberies in District 14 was 8.1 (121 robberies over 15 months) (See Appendices U & V) (White, Ainbinder, & Silva, in press, p. 8)

Surveys of residents in the target area indicate that immigrants’ attitudes toward the police improved notably during the SPI, including higher levels of satisfaction, and greater levels of comfort speaking to police and reporting crimes (i.e., greater trust). Crime data indicate a short-term spike in robberies during the initial phase of the project, possibly resulting from increased reporting due to successful engagement of the residents, followed by a longer-term decline in robberies. The Palm Beach County SPI highlights a number of lessons that may be useful for other law enforcement agencies seeking to engage immigrant communities, such as the importance of hiring a Community Liaison; coordinating with state and federal

immigration authorities; anticipating brief spikes in crime as a result of greater crime reporting; and understanding the “big picture” with regard to community engagement, police legitimacy, and increased cooperation and compliance with the law (White, Ainbinder, & Silva, in press, p. 1).

It is important to recognize that local efforts by police to engage immigrants in an open dialogue on crime and victimization occur within the context of cultural and language barriers, and against the larger backdrop of state and national politics on immigration policy. For example, state laws that target illegal immigration, such as SB1070 in Arizona and proposed Senate Bill 2040 in Florida, often impede local law enforcement efforts to engage immigrant communities in problem-solving and crime prevention, and negatively affect immigrants’ views of the police. Once police legitimacy is compromised, the ability of law enforcement to prevent and respond to crime in these neighborhoods is weakened, leading to less effective policing and greater risk of victimization for residents. The PBSO SPI successfully dealt with many of these challenging issues, and their experiences provide important lessons for law enforcement in the United States and abroad (White, Ainbinder, & Silva, in press, p. 3).

During the SPI early-intervention period (from April–September 2010), the average monthly number of robberies actually increased to 9.2, representing an increase of more than one robbery per month.<sup>x</sup> This increase may be a consequence of the PBSO SPI team’s outreach efforts, which may have successfully engaged the migrant community, improved their attitudes toward law enforcement (see survey results above) and led to an increase in the reporting of crime. During the SPI mid-intervention period, from October 2010 through December 2011, the average monthly number of robberies dropped to 7.3 (109 robberies over 15 months), representing a decrease of two robberies per month from the early-intervention period, and one

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<sup>x</sup> Monthly averages are used because the lengths of the different time periods vary (from 6 to 15 months). The final-intervention period (2012) represents the last year of the PBSO SPI; it is currently being examined and will be added to the analysis at a later date.

robbery per month from the period before the SPI began” (See Appendices U & V) (White, Ainbinder, & Silva, in press, p. 10).

Results from the program remain positive and will be monitored continuously. The objective of the research is to use the data from the SPI to help inform other agencies combating similar issues in the community.

## **Key Project Team Members**

### *Palm Beach Sheriff's Office*

Captain Rolando Silva, ESQ  
Lieutenant David Moss  
Lieutenant Patrick Johnson  
Sergeant Enrique Ponce  
Sergeant Oscar Cardenas  
Detective Rafael Bejarano  
Janet CID, *Section Manager*  
Charity Raba, *Section Manager*  
Michelle Miclea, *Criminal Intelligence Analyst*  
Benito Gaspar, *Community Liaison*

### Lynn University Research Partner

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## References

White, M. D., Ainbinder, D., & Silva, R. (in press). Palm Beach County, Florida Smart Policing Initiative: Increasing Police Legitimacy and Reducing Victimization in Immigrant Communities.

## Appendix A

PBSO Community Liaison Benito Gaspar leading alcohol awareness campaign in Lake Worth



## Appendix B

PBSO Captain Rolando Silva and Community Liaison Benito Gaspar at a community appreciation picnic



**Appendix C**

**PBSO Crime Prevention Presentation at Highland Elementary School in Lake Worth**



**Appendix D**

Lake Worth city benches, PBSO advertising the occurrence of robbery and what numbers to call for assistance



**Appendix E**

Lake Worth Guatemalan Consulate Event in which over 1,000 individuals attended



## Appendix F

PBSO Lake Worth — Addressing students of an ESOL night class about terminology that is used by the police when they are being interviewed after an incident



## Appendix G

PBSO Lake Worth community meeting at Sacred Heart Church regarding crime prevention



## Appendix H

PBSO Community Liaison Benito Gaspar walking the streets of District 14 Lake Worth and talking to residents about issues that pertain to them



## Appendix I

PBSO Community Liaison Benito Gaspar administering community satisfaction surveys at the Swap Shop in Lake Worth



**Appendix J**

PBSO Community Liaison Benito Gaspar speaking to the media about the SMART 2<sup>nd</sup> Annual Soccer Tournament



## Appendix K

PBSO Community Liaison Benito Gaspar talking to the spectators about the reason for the Unity Soccer Cup Tournament, La Copa Unidad



## Appendix L

The Guatemala Squad winners of the second Unity Soccer Cup Tournament, La Copa Unidad 2011



The Juguales Team winners of the third Unity Soccer Cup tournament, La Copa Unidad 2012



## Appendix M

# Lake Worth area crackdown targets those who rob immigrants

By **WILLIE HOWARD**

*Palm Beach Post Staff Writer*

Updated: 8:57 p.m. Monday, Jan. 18, 2010

Posted: 6:35 p.m. Monday, Jan. 18, 2010

LAKE WORTH — Criminals often target Guatemalans and other immigrants because they tend to carry cash and have traditionally been reluctant to report crimes.

The Palm Beach County Sheriff's Office hopes to change that.

The sheriff's office recently won a two-year, \$500,000 grant from the U.S. Justice Department that will be used to educate the city's immigrants about crime and more vigorously prosecute gang members and other criminals who prey on them.

"The suspects know if they wait it out long enough the victims won't show up for the prosecution," said Capt. Rolando Silva, commander of the sheriff's District 14 office, which covers Lake Worth. "It's a huge injustice."

By March, the sheriff's office plans to hire a community liaison, a non-uniformed, bilingual civilian who will be charged with reaching out to the city's undocumented immigrants — those who might be reluctant to talk to uniformed deputies for fear of deportation.

The sheriff's office also plans to hire a robbery detective who will follow up on crimes against immigrants in two target areas — one in the heart of the city, another between Congress Avenue and Military Trail.

The goal — catching and prosecuting those who prey on immigrants — should reduce crime overall in greater Lake Worth, Silva said. "These suspects don't exclusively target these types of victims," he said. "Putting away these offenders helps reduce other crimes."

Guatemalans often don't open bank accounts because they're afraid of being documented by the banks, said Ruth Doran, executive director of the Guatemalan-Maya Center in Lake Worth. Criminals know that.

Immigrants also tend to engage in behaviors that make them easy targets.

Some linger on street corners looking for work. They also spend time socializing on the streets in small groups at night.

The sheriff's office liaison is expected to teach immigrants how to avoid becoming victims and that they can report crimes in several languages without fear of being deported.

To raise awareness about crime, the sheriff's office plans to hold monthly meetings at churches, the Lake Worth Resource Center and other places that help immigrants. The liaison also will track down victims when they're needed to testify in court.

Lake Worth Commissioner Cara Jennings, an immigrant rights advocate, said she is glad the sheriff's office will be taking a more aggressive approach. She recalled attending the funeral of a Mayan man, the relative of a friend, who was shot and killed at Second Avenue South and F Street.

Lt. David Moss said the multi-pronged approach is a moral issue as much as a legal one.

"It hits home when you see them in the hospital disfigured for life when they're just trying to make life better for their families back home," Moss said.

Lynn University researchers will measure the effectiveness of the initiative using crime statistics and resident surveys about the safety of neighborhoods. If it's effective, Silva said, the Lake Worth program could become a model for other cities.

## Appendix N

# Lake Worth liaison builds trust between city's immigrants, law officers



Thomas Cordy/The Palm Beach Post

Benito Gaspar speaks English, Spanish and Kanjobal, a Mayan language. His work as community liaison for the sheriff's office in Lake Worth is supported by a \$500,000 federal grant.

By **WILLIE HOWARD**

*Palm Beach Post Staff Writer*

Updated: 11:22 p.m. Sunday, March 11, 2012

Posted: 10:50 p.m. Sunday, March 11, 2012

LAKE WORTH — Benito Gaspar has been working for nearly two years to build trust between the city's immigrants and the Palm Beach County Sheriff's Office. By educating immigrants about crime prevention and encouraging them to report crimes, the sheriff's office hopes to establish lines of communication in sections of Lake Worth that will lead to the arrests of more criminals.

But persuading immigrants to trust men and women in uniform is a tall order. Many of Lake Worth's undocumented residents fear that reporting crime to the authorities could lead to deportation. Guatemalans, in particular, learned to fear authority during that country's civil war, when the army killed and kidnapped them by the tens of thousands.

A Guatemalan-born naturalized citizen, Gaspar is the community outreach liaison for the sheriff's District 14 office in Lake Worth. The sheriff's office created the position in 2010 after receiving a \$500,000 Smart Policing Initiative grant from the U.S. Department of Justice. The grant recently was extended through the fall of 2013. Gaspar, who speaks English, Spanish and the Mayan language Kanjobal, uses a variety of tools to reach immigrants. He distributes brochures in Spanish that explain victims' rights as well as how to use 911 and the Crime Stoppers tips line.

Calls to Crime Stoppers from Lake Worth increased 25 percent last year compared with 2010, which the sheriff's office attributes in part to Gaspar's efforts. Gaspar takes to the airwaves to speak to immigrants in Spanish at 11:30 a.m. every other Wednesday on WWRF-AM 1380, also known as Radio Fiesta. He speaks to immigrants at Spanish-language church services and has reached them by organizing two Unity Cup soccer tournaments at Memorial Field that attracted hundreds of spectators.

Gaspar recently established a satellite office inside the Intermex money transfer office at 1302 Lake Ave. He encourages immigrants to stop by on Wednesday and Friday evenings to talk and learn. Lt. David Moss of the sheriff's office said surveys show that Lake Worth's immigrants are becoming more willing to report crimes to authorities.

After a Guatemalan man was stabbed in Lake Worth in December, Gaspar visited him in the hospital and encouraged him to call the sheriff's office with information about the crime. Soon after he returned home, the victim saw his assailant riding a bicycle and called 911.

The man on the bicycle was arrested, and the victim is expected to testify against him in court using a U-visa, a type of visa that grants temporary legal status to immigrant victims who help law enforcement. Catching criminals who prey on immigrants reduces crime throughout the community, Moss said. "The people committing these crimes commit them everywhere," he said. "Today it might be a Guatemalan, but tomorrow it might be a senior citizen."

## Appendix O

# PBSO reaching out to Lake Worth Guatemalans with one of their own

March 20, 2011|By Jerome Burdi, Sun Sentinel

Lake Worth — The Palm Beach County Sheriff's Office's new community outreach liaison has a message for the migrants in the city: You have rights.

All too often, undocumented migrants are victims of crime and do not report it to the police, deputies said, for fear of federal authorities sending them back to their home country.

Over the years police departments and the Sheriff's Office have tried to build a bridge into the largely Guatemalan community with a Spanish-speaking officer. But the badge and culture gaps still got in the way.

The Sheriff's Office wants that to change.

"We're there like every other community [agency]," Sheriff Ric Bradshaw said. "We want them to be able to feel comfortable calling us."

The Sheriff's Office is trying to open communication with the distrustful migrants using a two-year \$500,000 federal grant that in part hired outreach liaison Benito Gaspar. He's a civilian who fled the bloody civil war in Guatemala with his family about 30 years ago. He arrived in California, undocumented, but Gaspar's family was granted political amnesty in the 1980s.

"My background emulates theirs in the sense that I came here undocumented and throughout the years I became a citizen," Gaspar, 32, said. "We came from the same culture. They are introverts — they keep to themselves and try to not make too much noise."

Prior to working with the Sheriff's Office, Gaspar worked as a prenatal and postnatal care supervisor at the Guatemalan Maya Center in Lake Worth. He also has a master's degree in juvenile justice from the University of Central Florida.

But one of his greatest skills is that he speaks more than Spanish: For many Guatemalans, Spanish is a second language, after speaking an indigenous tongue. Gaspar speaks Kanjobal.

He does outreach at places such as the Bridges at Highland, a Children's Services Council program, where locals go to learn English and computer skills while their children attend pre-kindergarten there.

"One of the things we focus on is education," Gaspar said, "educating on how to avoid becoming a victim of crime and educating on quality of life issues."

The Sheriff's Office partnered with Lynn University in its "Smart Policing" grant, awarded by the U.S. Department of Justice in October 2009. It was one of 10 police agencies across the country to get one. Lynn will help evaluate whether the goals of crime reduction and community outreach are successful.

"Research shows that effective policing requires a tightly focused, collaborative approach that is measurable; based on sound, detailed analysis; and includes policies and procedures that promote and support accountability," the Department of Justice said about the grant in a media release.

## Appendix P

# PBSO liaison helps immigrants avoid becoming victims of crime

**By: Willie Howard**  
**Palm Beach Post**

Benito Gaspar has an important job.

As the community outreach liaison for the Palm Beach County Sheriff's Office District 14 headquarters in Lake Worth, Gaspar communicates with immigrants and shares information that helps them avoid becoming victims of crime.

Born in Guatemala, Gaspar, 32, traveled across the border to California at age 3 and has since become a naturalized citizen. His job is to bridge the gap between Central American culture and that of the streets of Lake Worth, where criminals prey on immigrants and the victims, fearing deportation, are reluctant to report crimes.

Gaspar speaks three languages –English, Spanish and Kanjobal, a Mayan language. He holds bachelor's degrees in public administration and criminal justice and a master's degree in juvenile justice, all from the University of Central Florida.

He was hired through a two-year, \$500,000 grant the sheriff's office received from the U.S. Department of Justice.

Gaspar, who started his job in April, speaks to immigrants at the Lake Worth Resource Center and has met with members of clergy and business owners in the grant target area. He teaches residents about laws on domestic violence, how to avoid being robbed and how to look for descriptive details about criminals that will help deputies catch them.

While meeting with immigrants on the streets of Lake Worth, Gaspar often encounters people who have been victims of crimes but have not reported them.

A recent case involved a woman who was robbed after selling her belongings to a pawn shop to raise money for a sick brother. The woman who snatched her purse was caught after the victim described the thief to deputies.

"We're able to prevent future crimes by catching the perpetrators," Gaspar said. "That's through education."

## LAKE WORTH

### **Sheriff's office honors community**

The Palm Beach County Sheriff's Office will hold a community appreciation day from 10 a.m. until 2 p.m. today on F Street south of Lake Avenue. Sheriff's deputies and members of the Florida Highway Patrol will meet with residents in the outreach event, which will include a demonstration by the sheriff's K-9 unit and a display of the SWAT Unit truck. Food vendors, music, a bounce house for kids and social service agencies will be at the outreach event, which is intended to introduce immigrants to sheriff's deputies and other law-enforcement officers. It's free except for food. For information, call Benito Gaspar at (561) 202-9629.

— *Willie Howard*

## Appendix R

ALCEE L. HASTINGS  
23RD CONGRESSIONAL DISTRICT  
FLORIDA

PERMANENT SELECT COMMITTEE  
ON INTELLIGENCE  
VICE-CHAIRMAN

RULES COMMITTEE

SUBCOMMITTEE ON LEGISLATIVE  
AND BUDGET PROCESS  
CHAIRMAN

UNITED STATES  
HELSINKI COMMISSION  
CO-CHAIRMAN

FLORIDA DELEGATION  
CO-CHAIRMAN

SENIOR DEMOCRATIC WHIP



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July 1, 2010

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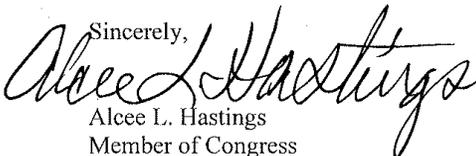
[www.alceehastings.house.gov](http://www.alceehastings.house.gov)

Mr. Benito Gaspar  
Community Outreach Liaison  
Palm Beach County Sheriff's Office  
120 N. G Street  
Lake Worth, FL 33460

Dear Mr. Gaspar:

I am writing to commend you for the fine work you are doing as Community Outreach Liaison with the Palm Beach County Sheriff's Office. I am very impressed with the valuable service you are providing to Lake Worth's immigrant community and to your county. I know how grateful the people who depend on your assistance and advice are, and I share their gratitude.

Thanks to your hard work, people striving to make a home in the United States for themselves and their families have a better chance of achieving their dream. You are an excellent role model for us all, the kind of person to whom everyone can point with respect and admiration. Thank you for all are doing to make our world a better place. I'm very proud of you!

Sincerely,  
  
Alcee L. Hastings  
Member of Congress

ALH:dl

## Appendix S

**Table 1. Survey Results in Target Area (District 14)**

Survey Question	Early Intervention	Mid Intervention
How comfortable are you talking to police or sheriff's officers?	2.43 (125)	2.14 (246)*
Would you be comfortable reporting a crime to police?	2.29 (124)	2.07 (242)
Would others be comfortable reporting a crime to police?	2.67 (122)	2.36 (241)*
How satisfied are you with the police that serve your neighborhood?	2.20 (134)	2.07 (240)
How satisfied are others with the police that serve your neighborhood?	2.40 (132)	2.22 (241)
Police treat people with respect.	1.30 (101)	1.23 (211)
Do you feel the Sheriff's Office is a good resource in your community?	1.92 (119)	1.64 (231)*

\*significant at  $p < .05$  (t-test)

**Table 2. Survey Results in Comparison Area (District 1)<sup>xi</sup>**

Survey Question	Early Intervention	Mid Intervention
How comfortable are you talking to police or sheriff's officers?	2.8 (41)	1.9 (56)*
Would you be comfortable reporting a crime to police?	2.6 (41)	1.9 (55)*
Would others be comfortable reporting a crime to police?	2.9 (40)	2.4 (53)
How satisfied are you with the police that serve your neighborhood?	2.5 (41)	2.1 (56)
How satisfied are others with the police that serve your neighborhood?	2.6 (40)	2.4 (57)
Police treat people with respect.	1.3 (36)	1.2 (48)
Do you feel the Sheriff's Office is a good resource in your community?	2.3 (38)	1.7 (53)*

\*significant at  $p < .05$  (t-test); note that the smaller n in this table affects statistical significance.

<sup>xi</sup> Recall that individuals who resided outside the target area were permitted to attend the District 14 events (e.g., they were open to the public). This may indicate that the SPI positively affected the views of migrants who reside outside of District 14.

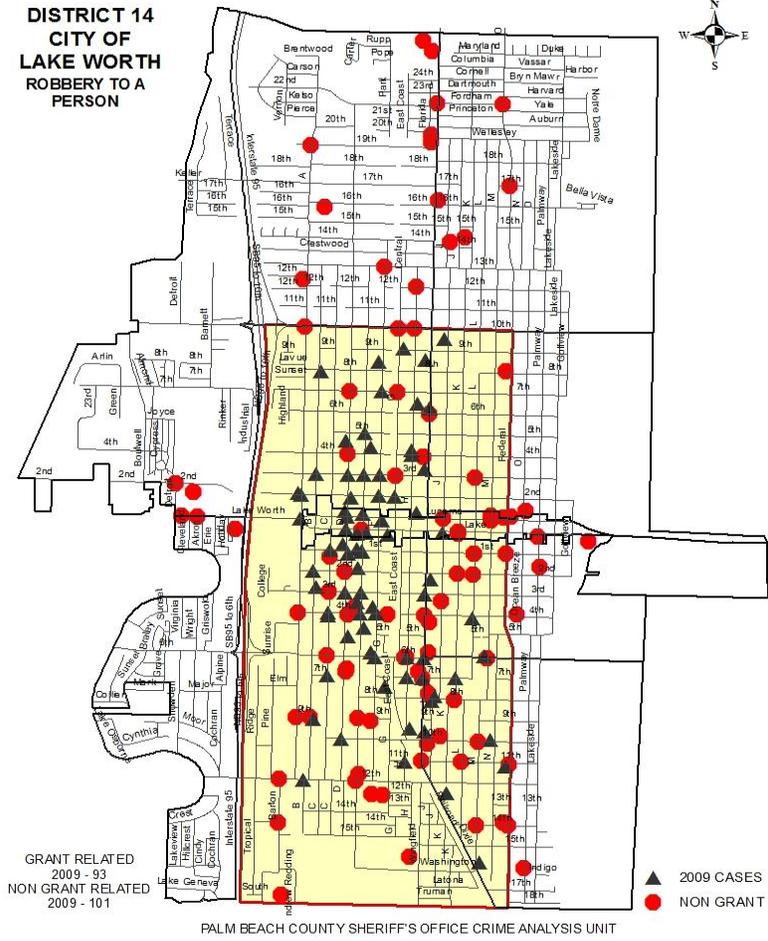
**Table 3. Average Monthly Number of Robberies by Time Period and District**<sup>xii</sup>

<b>Time Period</b>	<b>District 14</b>	<b>District 1</b>
Pre-SPI Intervention (1/09–3/10; 15 months)	8.1 (n=121)	2.7 (n=40)
Early SPI Intervention (4/10–9/10; 6 months)	9.2 (n=55)	1.8 (n=11)
Mid-SPI Intervention (10/10–12/11; 15 months)	7.3 (n=109)	2.6 (n=39)

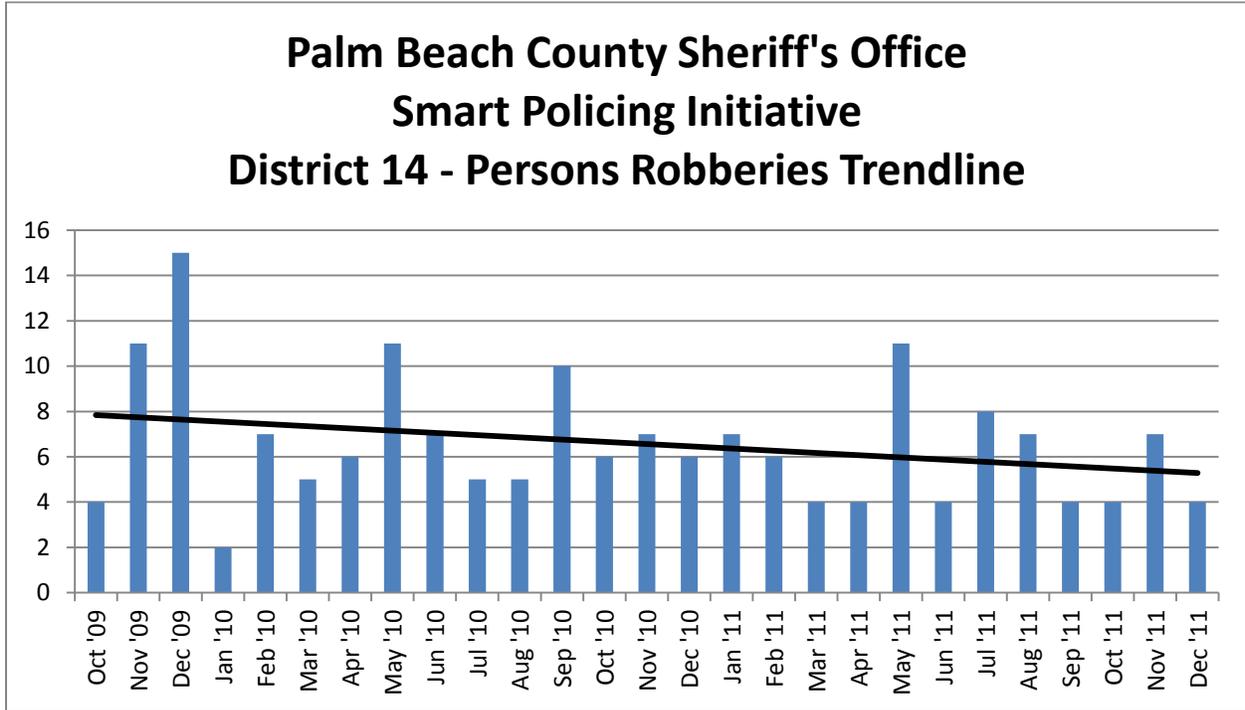
<sup>xii</sup> Note that Table 3 includes only “grant-related” robberies. See earlier definition.

# Appendix T

## Figure 1 Robberies in Lake Worth, 2009



Appendix U



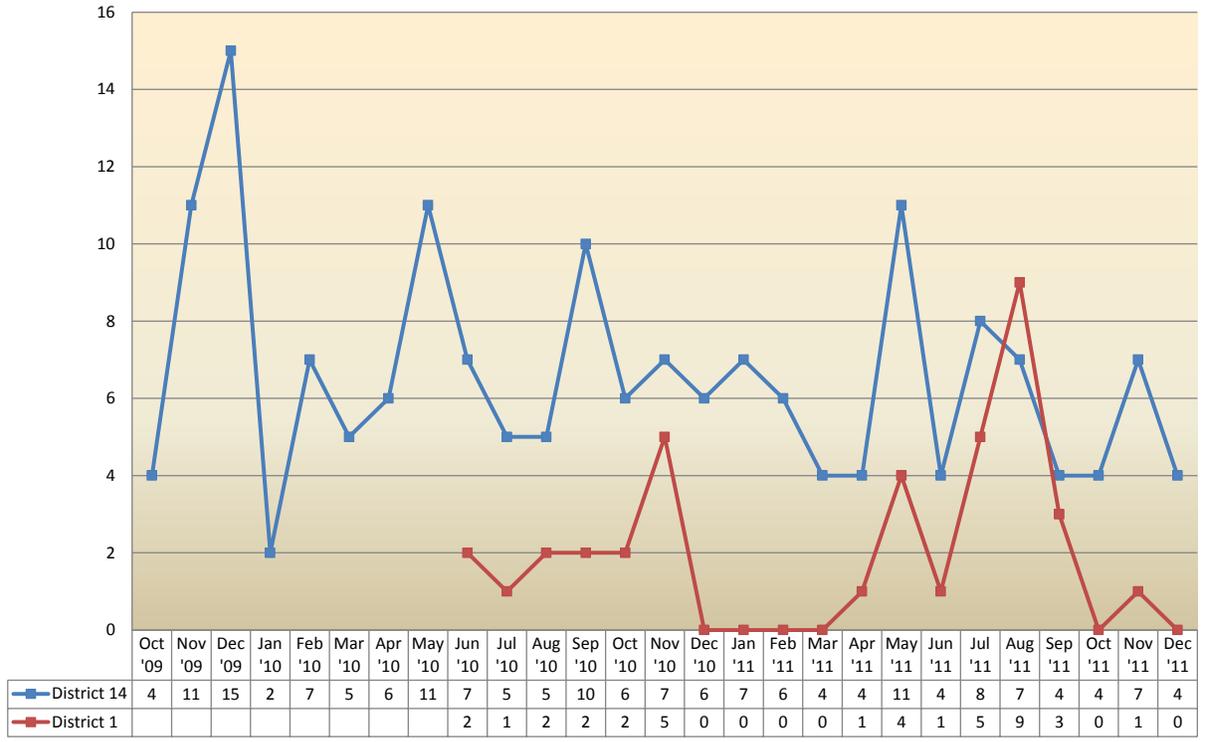
	Oct '09	Nov '09	Dec '09	Jan '10	Feb '10	Mar '10	Apr '10	May '10	Jun '10
District 14	4	11	15	2	7	5	6	11	7
District 1									2

Jul '10	Aug '10	Sep '10	Oct '10	Nov '10	Dec '10	Jan '11	Feb '11	Mar '11	Apr '11
5	5	10	6	7	6	7	6	4	4
1	2	2	2	5	0	0	0	0	1

May '11	Jun '11	Jul '11	Aug '11	Sep '11	Oct '11	Nov '11	Dec '11
11	4	8	7	4	4	7	4
4	1	5	9	3	0	1	0

# Appendix V

**Palm Beach County Sheriff's Office**  
**Smart Policing Initiative**  
**District 14 Treatment Grant Area created in October 2009**  
**District 1 Control Grant Area created in June 2010**



## Appendix W

### Case Summaries

Prior to the PBSO / Lake Worth Police Department merger and the Smart Policing Grant, migrant workers were targeted as robbery victims and at the same time, became victims of the violence that went along with the robberies. Below are just two examples.

#### Case #1:

On 05/19/2006 Pascual Lopez was walking home from Burger King when he was robbed by 2 black males. During the robbery Mr. Lopez was shot in the neck at point blank range. He managed to run to his cousin's house before collapsing. The suspects had robbed Mr. Lopez for his cell phone. Mr. Lopez survived; but suffered serious injuries, he had offered no resistance during the robbery. The two suspects received only a 4 and 6 year sentence. The first suspect was out of prison in 2 ½ years and the second is scheduled for release on 05/30/2012.

#### Case #2:

On 08/02/2008 Carlos Lopez was at a friend's house playing cards late at night. Carlos was going to walk back home after the game but his father was concerned and met Carlos to walk with him for safety. Police were already in the area of 1<sup>st</sup> Avenue South and South "D" Street watching out for suspicious activity since robberies and violence were common. As Carlos and his father were almost home, they were robbed. During the robbery, both Carlos and his father were shot and left lying in the street. Carlos would survive however his father died from his gunshot wound. The suspects were never caught.

**Appendix X**

PBSO—SPG  
Community Satisfaction Survey

1. In general, how satisfied are you with the police who serve your neighborhood?

Very dissatisfied    Dissatisfied    Unsure    Satisfied    Very satisfied

2. In general, how satisfied are others you know with the police who serve your neighborhood?

Very dissatisfied    Dissatisfied    Unsure    Satisfied    Very satisfied

3. How comfortable are you talking to the police or sheriff's officers?

Very comfortable    Comfortable    Unsure    Slightly uncomfortable    Not comfortable at all

4. Would you be comfortable reporting a crime or incident to the Sheriff's Office?

Very comfortable    Comfortable    Unsure    Slightly uncomfortable    Not comfortable at all

6. Would others you know be comfortable reporting a crime or incident to the Sheriff's Office?

Very comfortable    Comfortable    Unsure    Slightly uncomfortable    Not comfortable at all

7. Do you feel the Sheriff's Office is a good resource for you in your community?

Very good    Good    Unsure    Slightly good    Not a good resource  
resource    resource    resource

8. Do others you know feel the Sheriff's Office is a good resource for you in your community?

Very good resource      Good resource      Unsure      Slightly good resource      Not a good resource

9. Were you satisfied with this town meeting?

Very Satisfied      Satisfied      Unsure      Not Satisfied      Very Disappointed

10. How likely are you to attend another town meeting like this?

Very likely      likely      Unsure      Not likely      Very Unlikely

Please tell us a little about yourself:

11. Gender    Male    or    Female

12. Age \_\_\_\_\_

13. Ethnic Background    White    Hispanic      African-American

14. Do you live in Lake Worth? Yes    or    No

a. If yes, on which street \_\_\_\_\_ (Street name only NO ADDRESSES)

b. Do you live EAST or WEST of I-95?

15. Do you consider yourself a community leader? Yes    or    No

16. Have you completed a survey like this before for us? \_\_\_\_\_

Is there anything else we should know?

THANK YOU FOR ASSISTING US WITH THIS SURVEY.