

COMMUNITY ORIENTED POLICING REPORT

AUGUST
2018





August 2018

This report fulfills the City of Columbia City Council Resolution R 23-18 declaring support for community oriented policing, and its directive to the City Manager to design a citywide Community Oriented Policing program for the Columbia Police Department, a transition plan, timeline, and budget for modifying current CPD policies, procedures, and operations and implementing the new program; as well as an evaluation process that includes goals, objectives, and measurable outcomes.

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1.0 Introduction

This report fulfills the directive from the Columbia City Council to the city manager in Resolution R23-18 directing the City Manager to design a citywide Community Oriented Policing Program for the Columbia Police Department (CPD).

This report is compiled from five months of research by Sgt. Robert Fox of the Columbia Police Department with the assistance of Eryka Neville, principal of Douglass High School - Columbia Public Schools; Chris Van Alstyne, Department of Justice - Community Relations Service - Kansas City; Don Love, Empower Missouri - Human Rights Task Force; the local chapter of the NAACP; several police departments, including: Lincoln, Nebraska; Gainesville, Florida; Boulder, Colorado; Bellevue, Washington; Plano, Texas; Cary, North Carolina; and Olathe, Kansas. Valued input was received from Columbia Police Chief Ken Burton and his command staff, officers and sergeants of the Columbia Police Department.

This report contains a transition plan, timeline, and budget for modifying current CPD policies, procedures and operations. Also discussed is an evaluation process including goals, objectives and measurable outcomes, as directed in the resolution R23-18 signed on Feb. 19, 2018.

While the resolution is specific and detailed in its directive to the city manager, this report is an attempt to provide options, examples and overarching community oriented policing strategies rather than specific restrictive recommendations. Examples have been provided from both the Columbia Police Department and other U.S. cities to illustrate and demonstrate topics, issues and themes.

Reciprocity is required to make any partnership work. Columbia Police officers generally have excellent relationships with the neighborhoods they serve, officers report receiving compliments and gratitude regularly from Columbia residents. Officers know many, and are friends with people in their assigned areas. Use of force is rare and complaints even rarer.

In 2017, CPD made 147,660 citizen contacts through calls for service (73,849) and self-initiated contacts (73,811). From these contacts in 2017, the police only received 52 complaints, of which only five were sustained (or 0.003 percent). By comparison with other cities Columbia Police Department uses less force and receives less complaints than most (Benchmark city data, 2017). Who could imagine a business, hospital, restaurant or school that serves that many people, often in very difficult and tense circumstances, and receive only five sustained complaints? That is a record any city would be proud of, and Columbia should be proud of its Police Department and the quality of service it provides.

However, even with this excellent performance, CPD must acknowledge that not all members of the community agree with this sentiment. For some, the police function is thought of primarily as the coercive power of the state; it's core use to oppress groups of people to implement the

policies of a cruel city, state and nation. Images of police officers using clubs, attack dogs and high pressure water hoses, still inform memories of the civil rights struggles of the 1960s. The news format many television stations and newspapers have adopted is referred to by them as “crime all the time” and “if it bleeds, it leads.” Local news outlets lead nearly every broadcast with crime stories, no matter where they happen; and, most days, they are reporting on crimes that occur outside of Columbia. Because of these realities, there is a diverse population that sees police officers and policing differently and when they interact with officers, they meet them with a myriad of reactions, from joy and relief to great fear and aggression. Most consumers of news believe crime is out of control and a major problem, even as it reaches a 30 year low (here in Columbia and nationwide).

If Columbia and its police department transition to a citywide Community Oriented Policing model, it starts from a good place. Despite being increasingly under resourced over the last 20 years, and without competitive pay raises for over 10 years, its officers are motivated to do good work for the right reasons. There is a benefit from being a three university town employing highly educated officers, the majority holding bachelor’s degrees, many master’s degrees and even Ph.D.s. CPD recruits officers from other departments and fill every vacancy. CPD actively recruits officers to reflect the community demographics which CPD serves. The Community Outreach Unit, patrol officers and specialty units (when they have time) do great community policing every day in the city, helping make Columbia the best place to live, work, learn and play.

1.1 Executive Summary of Recommendations

The implementation of Community Oriented Policing is essentially an agreement between partners; the community, the City Council, City management, and every member of the Columbia Police Department. It is a partnership, and as such, it will not succeed without commitment from all parties. The Police Department is ready, and it is willing. Unfortunately, it is not able. The community must provide the resources to create that ability if it wants policing to truly be community oriented. This report provides a plan to deliver community oriented policing. The community only has to commit to it, or decide that they simply don't want to pay for it.

Recommendation 1: For a Community Oriented Policing philosophy to be implemented citywide (thus departmentwide) it requires every rank, from chief to officer, to be on board and a Community Oriented Policing philosophy to be part of every command staff meeting, shift meeting, training, annual evaluation appraisal, and promotion or specialty assignment process within the department. This transition doesn't happen overnight and studies have shown three to five years is normal. However, the emphasis must be pervasive.

Recommendation 2: Should resources be available to implement Community Oriented Policing, the administration of the Police Department would need to make a conscious step-change towards Community Policing to bake it into the DNA of the Department. A visit to, and hosting of Lincoln, Nebraska command staff would be a good starting point.

Recommendation 3: The Columbia Police Department School Resource Officer program should be expanded jointly with Columbia Public Schools to provide officers in middle schools and teaching or visiting with elementary schools.

Recommendation 4: Officers should be assigned to beats long term to establish ownership and relationships with residents. Beats can be further subdivided and areas assigned to individual officers using the "chief of two blocks" model further developing ownership, relationships, and proximity between police and citizens.

Recommendation 5: CPD and the City of Columbia GIS Office should use the Tucson Stress Index to identify three or four further areas for small geographic beats to be policed intensely similar to the Community Outreach Unit model while remaining part of patrol and responding to calls for service. The current three Strategic Plan Neighborhoods and the fourth area added by CPD should become beats the same as these other areas with assigned patrol officers. These small geographic areas allow for Community Oriented Policing to continue and be done in other areas based on need.

Recommendation 6: There is no reason to modify current CPD policies or to interfere with the CALEA accreditation process which should continue towards accreditation of department policies and practices. This accreditation should assist with trust and efficacy of the police department as a CALEA department. The citizens of Columbia will know the department has

been inspected and met the high bar of CALEA accreditation, and will be able to count itself among the best departments in the nation.

Recommendation 7: *Increase staffing within the Columbia Police Department by 12 officers per year for the next five years to reduce calls for service per officer per year towards the average which would sufficiently staff the department to enable the transition to a Community Oriented Policing philosophy.*

Recommendation 8: *For a successful transition to Community Oriented Policing the problem of officers pay needs to be addressed. Asking officers to do more - Community Oriented Policing, yet providing such meager raises that don't even match inflation, is untenable. Competitive pay for current staff should be part of any future public safety ballot.*

Recommendation 9: *Annual evaluations for all CPD employees should include a review of Community Oriented Policing work and set community oriented policing goals for the following year. This is crucial for the transition to a Community Oriented Policing philosophy throughout the department.*

Recommendation 10: *Include and value evidence of Community Oriented Policing and additional responsibilities in the promotion process both in the written exam and in the interview and presentation. This is crucial for the transition to a community oriented policing philosophy throughout the Department.*

Recommendation 11: *Community Oriented Policing philosophy should be a consistent theme throughout the training calendar year without reducing training time of core and fundamental skills. This has resource implications, but the department should be cautious of reducing other training and emphasis. Community Oriented Policing needs to be taught in addition to, not instead of.*

Recommendation 12: *Columbia Police Department should maintain its availability of counselling services to officers, develop a peer support program, consider psychological evaluations as part of regular medical evaluations, and implement an annual physical fitness standard such as the Cooper Institute physical fitness standards. Collectively, this develops officer wellness beyond officer survival and helps with transparency, trust and accountability.*

1.2 Policing in the 21st Century in Columbia, Missouri

The city of Columbia covers an area of 65 square miles and has an estimated population in 2018 of 119,000. The city also has a significant commuter population with thousands of people working and studying in the city commuting from “bedroom towns” including Ashland, Hallsville and Centralia. Columbia has a population Density of 1,700 per square mile although this fluctuates through the year and through the day with students and commuters.

In 2010, Census data counted the racial makeup of the city as 79.0 percent White, 11.3 percent African American, 0.3 percent Native American, 5.2 percent Asian, 0.1 percent Pacific Islander, 1.1 percent from other races and 3.1 percent from two or more races. Hispanic or Latino of any race were 3.4 percent of the population. Due to the amount of poverty in the city, the young population, and the high percentage of college students living in the city, drug and alcohol abuse is a significant factor driving crime and use of police resources. A Center for Disease Control study in 2017 listed Columbia as the “Drunkest city in Missouri.” This is particularly impressive when St. Louis was rated “8th most drunken city in the USA” by CBS in 2018. Alcohol abuse effects police resources through multiple crimes from domestic abuse to fatality car collisions, it reduces the department’s ability to implement Community Oriented Policing and reduces quality of life in the city.

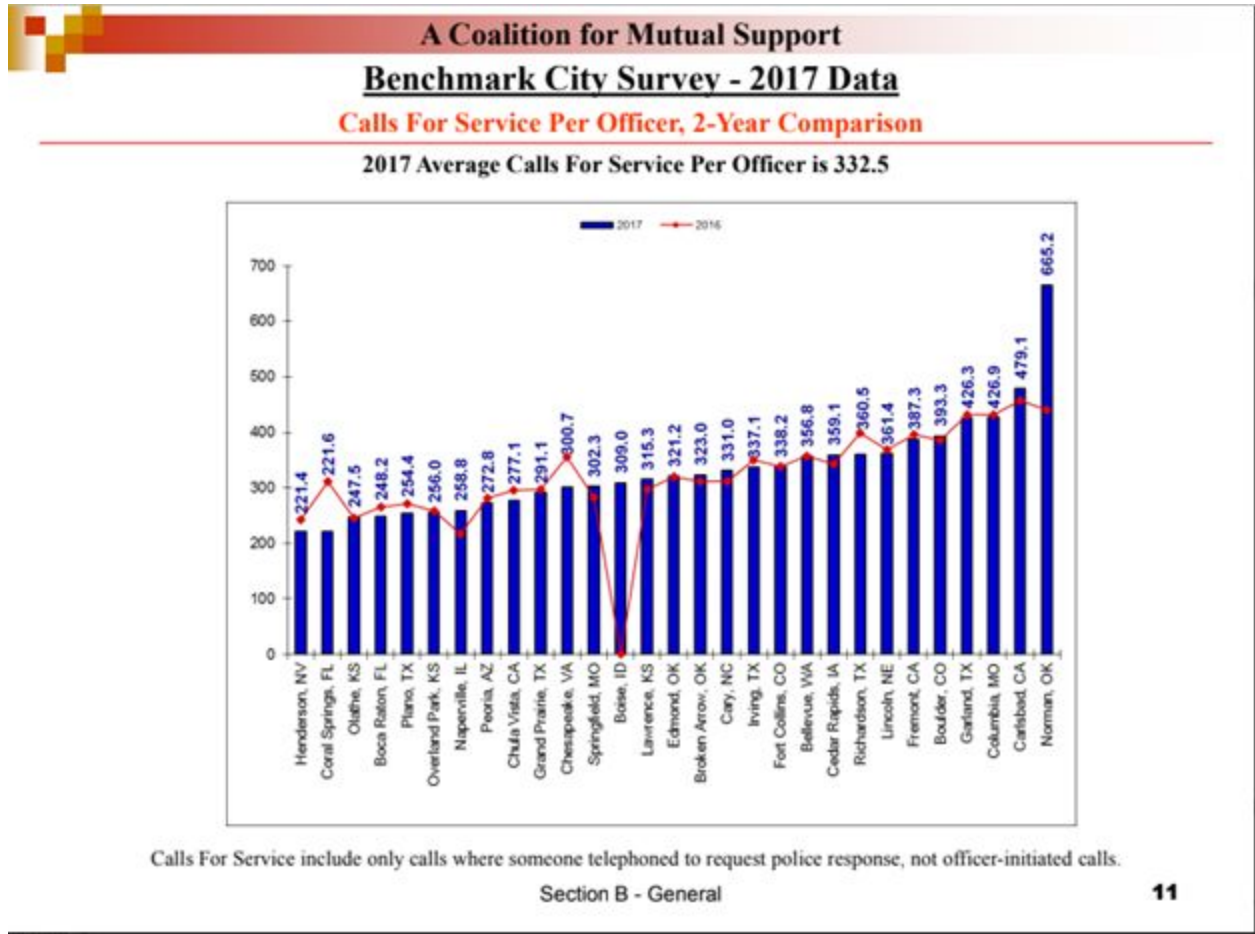
Similarly, marijuana use is prevalent and widespread in Columbia. While City Ordinance has made possession of small amounts of marijuana a low priority for CPD, the violence connected to the distribution of marijuana and the cash flow it creates has resulted in most of the homicides and dozens of shootings over the last 10 years. Predominantly, the victims are young black males. These marijuana related violent crimes have often been met with little to no cooperation from neighborhoods, often for fear of retaliation. The “stitches for snitches” culture has prevented several investigations from reaching convictions. Community Oriented Policing by patrol officers, street crimes detectives and the Community Outreach Unit has assisted with this and resulted in key pieces of information and witnesses coming forward. Columbia sits at the intersection of I-70 and U.S. Highway 63, connecting both the cities and criminal gangs of St. Louis, Kansas City, Memphis and Chicago.

Columbia Police have an authorized strength of 173 sworn officers which fluctuates between 150-170 actually filled at any given week. At time of writing, CPD had 168 of these roles filled. Sixty-eight officers are assigned to working patrol. Officers typically work 10 hour shifts on a two week rotating schedule including an all-squad day allowing for training and special assignments. The Criminal Investigations Division (CID) has 12 detectives, the same number the department had 20 years ago. CID also has two grant funded Domestic Violence Detectives since 2000. An additional detective position was recently added.

CPD recently reduced its educational requirement and does not require a college degree if applicants have prior law enforcement experience or four years of active duty military service. Most departments in Missouri only require a high school diploma. Psychological evaluations are

completed prior to being hired. Columbia Police do not currently have a physical fitness standard.

CPD is part of a Benchmark Cities network of similar size departments and cities. Of the 30 participating agencies, Columbia experiences the third highest call volume per officer per year.



Response time to high priority calls is comparatively long while having a smaller geographic area compared to cities with shorter response times. Columbia also spends the average on overtime compared to other cities. The average cumulative pay raise for benchmark cities for the past 10 years is around 14.5 percent. Columbia Police officers received a little over 10 percent over that time. Collectively, the combination of high calls for service without officers working high amounts of overtime, long response times, and small pay raises illustrates the Police Department has been doing more with less year after year, for many years.

The combined factors of growing population, increasing call volume, disproportionately low staffing, pay effectively dropping for many years when cost of living and health insurance increases accounted for, and no more being spent on overtime than other cities in far better

situations, has a serious effect on morale and creates burnout. This reality is not conducive to Community Oriented Policing or healthy City employees.

With all of these challenges, the City Council adopted a Strategic Plan in 2015 that called for the following (among other items):

- Conduct optimization study and seek innovative methods to decrease officer workload and increase officer discretionary time in order to implement and support geographic-based community policing plan
- Seek sales tax ballot initiative to increase staffing by 70 officers within three years to fully implement geographic-based community policing programs
- Target “hot spot” areas by analyzing potential changes to physical or other environments that may improve crime rates, crime prevention and feelings of safety

To prove the concept of community policing, City Manager Mike Matthes asked Chief Burton to assign three officers, one per Strategic Plan Neighborhood, to demonstrate what a community policing program can accomplish from the lens of crime prevention, feelings of safety, and crime rates. Chief Burton outperformed that challenge and assigned six officers, a sergeant, and a lieutenant to give the concept the maximum chance for success.

That team was called the Community Outreach Unit and it has worked beautifully in the geographic areas in which it was assigned. Those officers, their sergeant, and their lieutenant, partnered with civilian City employees from other departments and worked tirelessly to approach the work with a guardian mentality, taking ownership of the neighborhood, caring about the people who live there. Most importantly, they were given the one thing CPD does not have to give to the rest of the police department; time. If you know many employees in the Columbia Police Department, you will find many who already exhibit the guardian mentality, almost all take ownership of their beats, and work diligently to make Columbia safe. The reason COU has been able to accomplish so much over the last two years, is they were given the luxury of time.

CPD has completed two years of neighborhood-based community policing and the results are impressive. Seven of the eight categories of crime the City worries about the most are down. They have fallen by double digits. This is outside the standard deviation. It is not normal variation from year-to-year.

Strategic Plan Neighborhoods equate to about 4.5 percent of the geographic area of the city and just under 14 percent of the city’s population. Since CPD started this community policing, these neighborhoods are responsible for half of the drop in crime citywide.

- 519 fewer calls to 911
- 11 percent reduction in shots fired calls
- 24 percent reduction in rape
- 47 percent reduction in robbery

- 50 percent reduction in aggravated assault
- 46 percent reduction in burglary
- 0.5 percent increase in larceny-theft (from 187 to 188 incidents)
- 16 percent reduction in motor vehicle theft

If you add all of these together, the community experienced a 22 percent drop in crime in just two years in the Strategic Plan Neighborhoods. This kind of work sends ripples throughout the city. When crime drops this far in a part of the city, it drops in all of the city.

These results allows CPD to say, with their own evidence, Community Oriented Policing works. It prevents crime, which lowers the crime rate, and people feel safer in their neighborhoods because of it.

1.3 What is Community Oriented Policing?

Community Oriented Policing varies depending on which article or text book you read and which police department you speak to. A useful definition comes from the Department of Justice (DOJ):

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

The DOJ definition brings together consistent themes of academics and police work in community oriented departments across the country. The concept of Community Oriented Policing being a philosophy, an organizational strategy, a way of working, an organizational culture, ethos and “the way we do things here” can be seen repeatedly. While many departments have community policing units or teams, including Columbia’s Community Outreach Unit, less departments make it an organizational philosophy. For it to be a departmentwide philosophy it must become part of the daily function of every part of the department. Community Oriented Policing is more than police, community relations or a specialized unit. Every training must be linked to the underlying philosophy. Every command staff meeting agenda item linked back to the philosophy. Every shift meeting communicating an expectation and explanation of Community Oriented Policing. For a community oriented philosophy to be implemented, Community Oriented Policing must be a drum that is beaten by every rank, so there is no doubt about the expectations of the way citizens are treated, the way officers police neighborhoods, the way CPD constantly looks for opportunities to help citizens and build bridges with every part of the community and every demographic served.

While most officers and departments don’t realize it, the underlying principles of Community Oriented Policing can be seen in a sociological, psychological and criminology theory called

Intergroup Contact Theory. This was started in the 1950s by an American psychologist Gordon W. Allport. The hypothesis goes that with groups experiencing conflict, under appropriate conditions interpersonal proximity is one of the most effective ways to reduce prejudice between majority and minority group members. If one has the opportunity to communicate with others, they are able to understand and appreciate different points of view involving their way of life. As a result of new appreciation and understanding, prejudice should diminish. Issues of stereotyping, prejudice and discrimination are commonly occurring issues between rival groups. Allport's proposal was that properly managed proximity between the groups should reduce these problems and lead to better interactions.

Contact and interaction fails to cure conflict when contact situations create anxiety for those who take part. Contact situations need to be long enough to allow this anxiety to decrease and for the members of the conflicting groups to feel comfortable with one another. When both groups work towards common goals, when differences are diminished, when equal status is present, the benefits of reduced conflict increase. Additionally, if the members of the two groups use this contact situation to trade insults, argue with each other, resort to physical violence, and discriminate against each other, then contact should not be expected to reduce conflict between groups.

Interpersonal contact theory studies of 1930s Germany, The Balkans in the 1990s and conflict between Catholic and Protestants in Northern Ireland argue that contact and proximity prior to conflict or a high stress incident are likely to result in reduced bias and humanizing of the outlying group, even in a conflict or high stress interaction.

If individual officers and departments as a philosophy seek out opportunities, of almost any kind, to have low stress, non-enforcement contact with residents and groups in the neighborhoods they serve creating positive contact through any medium, then theory and practice suggest the conflict between the two groups will reduce. This can be seen in Columbia and around the country in almost every Community Oriented Policing function, including the Community Outreach Unit. For example, the viral video of a beat officer playing basketball with teenagers in Gainesville, Florida is simply an officer playing basketball with neighborhood kids. But he is also engaging with a group across boundaries and working towards a common goal (the game) with more equal status and their differences are ignored for a short time. Should that officer have to return to that neighborhood to make an arrest - high-stress interaction - their previous proximity benefits the officer, the neighborhood and the community. This enables a conversation to be had with parents, neighbors and onlookers and procedural justice can be delivered.

Recommendations from multiple reports and after action review of the events in Ferguson, Missouri in 2014 all advocate for departments to build those relationships ahead of time. Locally, the Mayor's Task Force on Community Violence report repeatedly advocated for relationship building between the police and community (Recommendation 16 and 17 et al).

The President's Task Force on 21st Century Policing repeatedly recommended police departments engage with the community outside of enforcement activities.

“Community policing starts on the street corner, with respectful interaction between a police officer and a local resident, a discussion that need not be related to a criminal matter. In fact it is important that not all interactions be based on emergency calls or crime investigations.”

Camden County, New Jersey Police Chief J. Scott Thompson testimony to the President's Task Force on 21st Century Policing.

Community Oriented Policing has 10 common principles. These give explanation to the philosophy and provide goals and objectives for Columbia should the city choose to emphasize Community Oriented Policing further.

Change. Change is constant in policing. Implementation of Community Oriented Policing should be seen as an opportunity for officers to move away from the reactive fire fighting model of policing that Columbia has been reduced to and an opportunity to become part of the community and the neighborhoods they serve. The old adage of there are two things cops hate; change and the way things are, still rings true and alludes to the challenge this transition presents.

Leadership. For community oriented policing to be implemented as a departmentwide philosophy requires it to be driven top down within the organization. Detractors and naysayers need to be addressed swiftly while the philosophy constantly emphasized. It also implies leading inside and outside the police department building relationships and partnerships with the community and stakeholders.

Vision. For Community Oriented Policing to be implemented there has to be a clear vision established at the command level and consistently and uniformly communicated throughout the Department. The vision is the ideal of how the City is going to make Columbia the best place to live, work, learn and play through community policing.

Partnership. Though labor intensive and frustrating, the goal is to work in partnership with the community to resolve issues and improve quality of life. The growing issue of police being the default phone call lends itself to partnership working as police officers simply cannot be all things to all people. Columbia Police Department and other departments around the country have developed partnerships with social services, mental health organizations, juvenile offices and domestic violence shelters. The principle of partnership working in Community Oriented Policing illustrates the need for reciprocity through multiple agencies and organizations. The police cannot implement Community Oriented Policing alone.

Problem Solving. As a principle and goal, this refers to an organizational commitment to go beyond the initial police report and case number and to address the cause of the problem in

collaboration with the complainant, in partnership with the neighborhood, in collaboration with other agencies and community resources.

Equity. An equitable police department refers to the delivery of service in an equitable manner, meaning police services are delivered irrespective of race, ethnicity, gender, sexual orientation or any other difference. This is not an issue within Columbia Police Department and there is no evidence of lack of service or poor service based on caller's diversity. However, promoting this equity within police service is important as people's perceptions of police service in Columbia are sometimes very different from reality and showing how CPD treats people is important.

Trust. Trust is both internal and external of the Police Department. It is built over time and, unfortunately, is easier to damage and reduce than to build. Officers in the Community Outreach Unit alluded to being assigned to an area for an extended period of time was key to building trust with the Strategic Neighborhoods. Residents were hesitant to engage with them believing they would have a different officer next year.

Empowerment. Empowerment in Community Oriented Policing is referring to the empowering of line officers to make decisions in collaboration with members of the community. Two departments spoke of the subdividing of beats and officers being assigned to those areas becoming the police contact for those areas. This "chief of two blocks" concept requires officers to be empowered to make decisions and hold meetings, etc. in partnership with residents.

Service. The Columbia Police Department's mission statement starts "To protect and serve..." Service has always been part of the police job. In Community Oriented Policing this principle emphasizes the need for tailor-made police service relevant to the neighborhoods and responsive to their needs and history. Not all neighborhoods receive the same amount of police service and it is based on the needs of the area. By getting to know the residents of their assigned neighborhood, police can determine and recognize their need for service. The service being decentralized and pushed out into the neighborhoods is another factor and goal of community oriented policing. The construction of the north precinct building will assist with this in Columbia.

There are a list of principles promoted by the father of modern day policing Sir Robert Peel, the first commissioner of the Metropolitan Police Department in London, England in 1829. While they are part of the origins of modern policing, it has been argued policing has moved away from them over the last 190 years, but especially in the 1960s and 1970s with the introduction of increasing technology. They are being advocated again as a return to the original principles of policing and almost read as values and instructions for Community Oriented Policing.

They read as follows:

1. The basic mission for which the police exist is to prevent crime and disorder.
2. The ability of the police to perform their duties is dependent upon public approval of police actions.
3. Police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public.
4. The degree of co-operation of the public that can be secured diminishes proportionately to the necessity of the use of physical force.
5. Police seek and preserve public favour not by pandering to public opinion but by constantly demonstrating absolute impartial service to the law.
6. Police use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient.
7. Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.
8. Police should always direct their action strictly towards their functions and never appear to usurp the powers of the judiciary.
9. The test of police efficiency is the absence of crime and disorder not the visible evidence of police action in dealing with it.

1.4 History of Community Policing in Columbia

Community policing isn't new to Columbia. In fact, Columbia has historically been one of the leading community oriented policing agencies in the Midwest (staff interviews). In April 1994, Michael F. Brown and Carol A. Veneziano, professors at Southeast Missouri State University, submitted an "Evaluation of Community Oriented Policing Programs in Eight Missouri Law Enforcement Agencies" to the Missouri Department of Public Safety. The 142 page report praised Columbia Police Department as a Community Oriented Police Department and its newly implemented downtown foot patrol program and when polled, 75 percent of citizens in the area reported officers performed well or very well. Twenty years later, the downtown unit and traffic unit were reduced to staff the Community Outreach Unit. Columbia has a long and proud history of community oriented policing. However, the growth of the city, and the resulting

increase in the demand for police services, has, over time, forced CPD to become largely reactive. Many days, simply responding to 911 calls (and creating the reports that result) is the only task officers have the time to do. The officer to 1,000 population ratio steadily increased with growth until 2007, but has reduced every year since. Columbia outgrew its Police department.

Geographic policing, a core Community Oriented Policing principle, and use of assigned areas neighborhoods or beats has been in place in Columbia since at least the early 1990s. Officers are expected to know people in their assigned area, know the sex offenders living there, know the pastors, know the elderly and know the career criminals, their vehicles and their associates. In a college town this was possible in the smaller beats. As the city became a mid size city it became increasingly unrealistic and the need for systematic intelligence function grew.

The use of Police officers in schools as SROs has historically been one of the strengths of CPD. Uniquely placed in the community to be a bridge between schools and law enforcement, both organizationally and in the relationships the officers build with young people and children, the role of the SROs is key to increasing non-enforcement contact between police and young people. In the past, Columbia have had officers assigned to all high schools and middle schools and worked with children in the elementary schools. Long-time Columbia School Resource Officer, now retired, John Warner advocates for officers being involved in elementary schools as, he believes, this is where the police-student interaction can have the most impact. Between 2005 and 2015 the number of SROs was reduced to fill staffing needs on patrol. Despite Columbia Public Schools funding 50 percent of the SRO position, the Police Department funding wasn't sufficient to keep those SROs. Interestingly, several comparable departments are increasing the number of SROs. Lincoln, Nebraska recently decided to place six more SROs in their schools. Returning to emphasis on SROs is a national trend in response to multiple recent school shootings, but also an opportunity for Community Oriented Policing.

Columbia Police Department's Street Crimes Unit was set up at the request of City Council in 2008 and officers are tasked with arresting parole absconders and career criminals in Columbia. Often tasked to assist federal law enforcement in Columbia, their local knowledge of gang members and violent criminals has been key in reducing violent crime in the city. Last year, street crimes officers took 41 stolen guns off the streets, which if left the hands of angry young men could easily have increased homicide rate significantly. If 20 percent of criminals commit 80 percent of crime then knowing those criminals and their associates focuses police attention more accurately and increases community engagement by not stopping the hard working single parent travelling home from their third job with a tail light out, yet legally stopping the gang member or career criminal with a tail light out whenever possible based on sound intelligence. Street Crimes have been instrumental in the arrest and conviction of many murder suspects since 2008 in Columbia.

Citizen's Academy is a program widely used across the country as a Community Oriented Policing tool. It offers citizens the opportunity to attend training on elements of the police officers

training and gain an understanding of the issues and legal context of police officers' work. Use of force simulators and search and seizure are parts of the program. It is an opportunity to create advocates for the department in the community and another opportunity for non-enforcement contact and interaction with citizens. Columbia Police Department no longer has a citizens academy.

2.0 Process and Research

2.1 Timeline and Road Map of Project

The resolution was unanimously voted on by City Council on Feb. 19, 2018 with a deadline of Aug. 31, 2018. This is the roadmap that was developed at the start of the process to gather input and collect best practice recommendations for City Council on the implementation of Community Oriented Policing:

*** DRAFT * Road map to the Community Oriented Policing report for Council. * DRAFT ***

Phase One: March

- Meet and introductions to City Council members. Monthly meetings. Collection of reports and examples of similar process to the Columbia City Council resolution.
- NAACP meeting, introduction of Sgt. Fox, presentation by Chief Burton and Andree Cook, training officer for the Police Department.
- Community Oriented Policing research to develop expertise in Community Oriented Policing.
- Meet with COU Sgt. Mike Hestir and Lt. Geoff Jones to review progress of COU project and make use of their COU experience. Capture the local experience of Community Oriented Policing implementation.
- Writing of questionnaires based on input from COU and research of similar projects outside the City of Columbia.

Phase Two: April

- Seek input from key stakeholders through meetings, interviews and emails. Including but not limited to: residents of high-crime neighborhoods; residents of neighborhoods that do not have high-levels of crime; residents of neighborhoods who have experienced racial disproportion of traffic stops and searches; groups with expertise in race relations, implicit bias and Community Oriented Policing; members of the former Mayor's Task Force on Community Violence; representatives of Columbia Public Schools, University of Missouri, Chamber of Commerce, Heart of Missouri United Way and social service providers; the City of Columbia Citizens Police Review Board, Human Rights Commission and other advisory boards; representatives of the Columbia Police Officers Association; the police chief and officers of all ranks.
- Attend stakeholder meetings and seek input.
- Have stakeholders complete questionnaires.
- Community Oriented Policing research to develop expertise in Community Oriented Policing.
- Ongoing monthly meeting with COU Sgt. Hestir and Lt. Jones.
- Draft interim report to City Manager Mike Matthes.

- Visits to cities that have implemented Community Oriented Policing (Lincoln, Nebraska and Fort Collins, Colorado).

Phase Three: May

- Continue to seek input from key stakeholders through meetings, interviews and emails. Including but not limited to: residents of high-crime neighborhoods; residents of neighborhoods that do not have high-levels of crime; residents of neighborhoods who have experienced racial disproportion of traffic stops and searches; groups with expertise in race relations, implicit bias and Community Oriented Policing; members of the former Mayor's Task Force on Community Violence; representatives of Columbia Public Schools, University of Missouri, Chamber of Commerce, Heart of Missouri United Way and social service providers; the City of Columbia Citizens Police Review Board, Human Rights Commission and other advisory boards; representatives of the Columbia Police Officers Association; the police chief and officers of all ranks.
- Community Oriented Policing study.
- Interviews with Columbia Public Schools safety coordinators. Interviews with Columbia Police SROs. Interviews with homeless shelter managers. Interviews with Missouri Psychiatric Center management. Interviews with Phoenix House management.
- Interviews with Community Outreach Unit officers, including Sgt. Hestir and Lt. Jones.
- Interviews with Columbia Police Department officers and chain of command.

Phase Four: June

- Collate and condense themes and key issues from research into tangible actions for the Police Department, City management and City Council towards a transition plan with timeline and budget for modifying current procedures and operations and implementing the new program; as well as an evaluation process that includes goals, objectives and measurable outcomes.
- Community Oriented Policing research to develop expertise in Community Oriented Policing.

Phase Five: July

- Completion of research. Final interviews. Collate and condense themes and key issues from research into tangible actions for the Police Department, City management and City Council towards a transition plan with timeline and budget for modifying current CPD policies, procedures, and operations and implementing the new program; as well as an evaluation process that includes goals, objectives and measurable outcomes.
- Writing of draft proposed citywide Community Oriented Policing program and transition plan. Draft to city manager.

Phase Six: August

- Writing and editing of final report to Council. Final input from stakeholders.

2.2 “World Café” Community Meetings

A major part of the research for this report was the attempt to gain feedback from the public through seven community meetings using a “world café” style format. After an introductory explanation and situation update on the police in Columbia, examples of local and national Community Oriented Policing were presented. The meeting then broke into small groups and addressed three questions taken directly from the resolution. A scribe was assigned to each small group to record participants’ feedback. These scribes were officers of the Community Outreach Unit and staff from the City Manager’s Office and police command ranks.



The feedback is presented in the following pages as it was recorded by table scribes. Divided by date and location:

Public Feedback from Community Meetings: May 23, 2018

Daniel Boone Library, Ward 4

Q: What would you like to see within the Community Oriented Policing plan?	Q: What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?	Q: What are some ways that you would measure the success of implementing your community policing ideas above?
<p>-Working with youth in “Dare” type programs to build trust and relationships with young people. Working with neighborhood associations to hear about and help us with the basic issues that some residents call 911 for that aren't necessarily high priority to reduce those type of random calls in the long run. (Would help what calls residents should be making to the police.)</p>	<p>-I Love Art. But if your asking for funds for Police or Art the Police should be the priority. Neighborhood – Utilize the universities for education programs. -Funds from Arts and Parks. Utilize parks programs for education with residents.</p>	<p>-Blank.</p>
<p>-The Officer at our table did a wonderful job of summarizing and taking notes. Philosophy – down with warrior attitude.</p>	<p>-Cooperating with job point, career center, high school auto centers to fix minor things on cars like headlights out. Churches. Fit it workshops. No funding or little funding required.</p>	<p>-Absence of crime and disorder.</p>
<p>-Focused deterrence programs. -Use of landlord’s housing associations, neighborhood watch programs and ride along programs.</p>	<p>-Funding should be provided out of the city budget (General funding) -A priority should be given to and funding provided by the city general / budget funds to the neighborhood watch program.</p>	<p>-Blank.</p>
<p>-Input from Police Officers - whats working for them. -Officer application process may have questions that will lead you to hire community policing minded officers. -Reminders of community policing regularly.</p>	<p>-Diversity training. Make your priority community policing when it comes to \$. -Budget oversight and reallocations. Look at current budget – are there ways to use current \$ over the whole city differently to focus on this priority.</p>	<p>-Arrests proportional to population demographics and not skewed towards race/gender. -Reduction of crime calls and arrests. -Less violent policing. -No transfer of crime from implication of community policing just overall reduction.</p>
<p>-Patrolling around all streets -More direct communication in neighborhoods. Get to know residents by name. -Know the people. Increase trust with Police. -Training for unconscious bias. (2X) -Training in defusing situations -Train how to do community policing -Admit there are racial biases -Have officers that patrol neighborhoods attend homeowners associations’ yearly meetings to give brief updates /crime statistics of what happens in the neighborhood, and also give suggestions</p>	<p>-More Police Officers – More Taxes. Less fluff. -Improvement in police bias, then increase funds. -Budget time rather than money. Tap into local resources i.e. neighborhood watch. -Youtube videos of officers going above and beyond. -Fix a car workshops -Connecting local resources to people in need (No Funding) -“Thin blue line” merchandise to sell. -Get kids involved (Free!)</p>	<p>-If the community has trust in the Police -Reduction in complaints = more time on the street -Increase police -Reduction in priority calls -Checking police reports for data</p>

to prevent crime and incidents.

-Utilize grants in in different neighborhoods differently. -Usually used for "fun" use them for more constructive things that neighborhood needs and "mini grants"

-Community activity
-North Carolina – Better communication
Nebraska
-Family
-Coffee with a cop.

-Property Tax

-Citizen satisfaction
-Response time
-Citizen perception of safety
-Calls for service – drop but must be quantified
-Officer training? Properly -Train them

-Effective communication... more door to door, activities in the park, BBQ etc, more of that.
-Interested in the North Carolina program, brought about better communication than other plans.
-In Nebraska, educating Public.
-Important to reach out to both kids and parents.
-Listening session like coffee with a cop, monthly or quarterly.
-NEED MORE POLICE OFFICERS!
-Lack of capacity to do what CPD thinks is being asked to... compensation benefits not healthy. Chief Burton looking at 50 Officers.
If there are beats, need to be incentive programs to maintain time in a beat, time to build relationships. So? -Need sufficient resources, have been to Lincoln NE it works, take time building relationships and trust. Don't -Know what you have until there's an incident.
-COMPENSATION

-Support a property tax (2 People), Only support once this philosophy is implemented.
-There used to be community policing, (1994, 1999, several years, BBQ's)
-Rare to ever see a police officer in one participant's neighborhood.
-The philosophy and the culture of CPD is important but it won't get there until officers are not ran ragged. -Want officers to have a decent life with less anxiety.
-The bad guys common vernacular sense that police feel that everyone is a bad guy or until proven otherwise... the officers shaved heads is a trigger.
-Beat cops who build relationships and trust will have more cooperation.
-A split a property tax and a sales tax. E.g. parks and rec a half cent = \$6 million? -Sales tax fading, a lot of people need police services, many have mistreated here (not always for the good) e.g. hurricane Katrina (meals housing... "When are you all going home?")
-Love Columbia, families, resources, but a lot of people are here who don't contribute.
-Education requirements have lowered to allow for diversity and for community service officers.
-Foundation /Upbringing matters in quality of Officers.
See a decline in last 40 plus years (stress, expectations) job has gotten more sophisticated and nuanced.

-Response time to priority calls, not just "priority 1 calls" how to build positive... WE NEED MORE OFFICERS.
-Citizen satisfaction, response to calls is part of the perception.
-Came home, House had been broken into... it is TRAUMA when this happens. Apartment complex near neighborhood where burglaries are likely. Citizens are aware who belongs in a neighborhood. -Same thing a beat cop can do if resources allow.
-POP projects for Officer – preventative policing, "Broken windows" and work to improve neighborhood (e.g. basketball court) CPD put one up.

-Know a police officer /acknowledgement by police in non-enforcement.
-Would take a lot of people.

-Philosophy
-Thinks funding is a cop out – can be done without.

-Comment that complaints are "pain in the ass" "Harassment" of officer.
-Quality of time spent

-Would vote if had more faith in chief/city management
-Acknowledgement of racism.
-Community conversations about racism.
Language used to describe
"Communities" wonders what they say in private – can see numbers
-Doesn't believe in numbers.
-What has been done internally to address
-Systematic change – inside cpd.
-Address internal change – COU by all officers
-Police the poor same as the rich neighborhoods
-Is there more crime due to over policing
-Different levels of enforcement
-Why do you think community policing?
-How do you measure performance metrics of success
-Have to hear from top management.

-How to attract
-How are we on-boarding officers – philosophy?

-Response time
-Relationship formed versus calls
-City wide implementation.

Public Feedback from Community Meetings: May 24, 2018

Gentry Middle School, Ward 5

Q: What would you like to see within the Community Oriented Policing plan?	Q: What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?	Q: What are some ways that you would measure the success of implementing your community policing ideas above?
<ul style="list-style-type: none"> - Stability – Program for a year then yank it – keep consistent programs/ units. - Every officer philosophically identifies as COU. -Every officer rotate through COU. -Make COU a part of field training – Mandatory. -Social Work Model -Targeting predecessors of crime. -Social workers / clergy / mediators ride with officer. -Chicago PD – Designated conflict mediators that can be called out. -Trained caseworker for social jobs. -Social Workers -Negotiators to coordinate resolve of non-enforcement. 	<ul style="list-style-type: none"> -Stopped doing drug possession cases → Connecticut -Redirect resources to other priorities -Violence Intervention -Use resources available -What neighborhoods met thresholds → expand to 8 neighborhoods? -Property Tax? -Would money be sequestered tax? Keeps people from voting for it? Trust issue. -Community policing priority over drug enforcement. -Property tax with exemption up to certain level. -Focus on personnel over militarized gear. 	<ul style="list-style-type: none"> -Benchmarks -Peelian Principles – Use them as baseline for questions -Bi-annual -Evaluations based on Peel Principles -Interview citizens -Reliable instrument? -Face to face? -Trained and neighborhood pollsters? / To conduct interviews → Ministers/ Pastors someone who can be trusted. -Relationship? – How comfortable do citizens feel speaking with officers -Public document summarizing all input? -Do citizens know officers
<ul style="list-style-type: none"> -Clear direction first -Response shown to all -Direction and value -Developing relation with children -Monday morning bus stop -Crayon with books -Plan needs to be flexible: <ul style="list-style-type: none"> -Problem in one area may not be there today, but shows up tomorrow. - Sensitive training for cops minority youth -Working with social workers -Trust vs transparency -Coffee with cop evening -Get back into the community – face to face 	<ul style="list-style-type: none"> -Work with juveniles given pri. -Working with homeless -Presence in middle schools -Focused budgeting -Sunset on all taxes so voters can say whether they approve the use of the money. -Public education about what we do vs needs 	<ul style="list-style-type: none"> -Survey citizens target area -Officer survey (work culture) -Officer retention comparison -Juvenile survey -Drug uses, police interaction -Arrest and uses of force survey (increase vs decrease) -Community involvement
<ul style="list-style-type: none"> -Have to have philosophy -List set of principles -Joint responsibility of police of community -Citizens being involved with creating strategic plan -Philosophy for entire community -Community has to buy in -Businesses play a big role -Reduce potential for crime 	<ul style="list-style-type: none"> -Reject that we need to hire more officers to implement community policing -Community based strategic planning -Start with top down - No problem then passing taxes needed -Trust building exercise -Massively underfunded pension plan for PD -Use money for funding the dept. more -Property taxes to fund pension 	<ul style="list-style-type: none"> -Gauge how much community are calling into police -How engaged they are with police -Measurement of training -Effectiveness/ retained -Benchmarks -Shorter evals – every 30 days -Timeline could take years (5) -Legitimacy based on trust and can't command that

- Let city workers be eyes/ ears also
- Resource so businesses/ people know who to contact
- Police can't do everything
- Provide good public service
- Resource officers back in school
- Direct money back into schools
- Starts with kids and then parents
- Train your leaders – train officers to be leaders
- Team of people
- Not just be guys that respond to calls
 - Leaders: men/ women know what they're doing
- Acknowledge body language
- Officers know how to police
- Need customer service
- Change way to evaluate
- Officers who follow rules – follow protocols – reward them
- Change culture, mindset of people – starts with top/ down

- Look at other city programs ex. City buses
- Are we getting more bang for buck
- Move resources around
- Look at cutting other services
- If you want to add other PD programs such as school resource officers will take away from other programs or will need resources
- Funding different training
- Evaluation system supports new philosophy
- Stick to beats and be in charge of beat
 - discretion leads to mistakes
- Starts in field training
- Supervision issue
- Consent searches put officers at risk
- If you don't have probable cause then don't search
- Want to go to academies that don't insist cops are the oppressed
- POST teaches how to enforce law – field training teaches philosophy of department
- Influence POST training – too much about law enforcement

- 90's Douglas Park no trust – 6 months later there was trust
- Longer term – higher citizen satisfaction
- Problems are within department – leadership training for officer
- Through the City not POST
- Change culture – mission, vision
- Field training, etc. takes a long time.
- Community based strategic plan – mission, vision
- Community has to want to participate
- Community tell police what they expect from them
- Community policing in 2000's – chief went away, so did community policing
- Want community policing to stay embedded in culture despite change in council, chief, mayor, etc.
- Coffee with cop – not meaningful

- Stability of programs over time.
- Consistency
- Every officer is a community policing.
- Rotations through COU
- New officers shadowing COU (mandatory)
- Social work model
- Connect people with resources
- An ounce of prevention
- Social worker and clergy going on ride alongs
- Conflict resolution training
- Neighborhood conflict mediators on call to help police service investigators
- Power with mentality vs power over

- Stop doing drug possession arrests
- Focus on violent crime
- Prioritize violence prevention and intervention
- Use the resources you have to address the most crime areas
- What are the resources needed to address all the high crime areas (COU teams)
- 3 – 4 more
- Property tax dedicated
- Prevention model
- Partnerships with social workers
- More money for personnel less for equipment

- Trends moving in right direction
- Crime reduction
- Survey data on Peelian principles
- Reliable instruments on interviewing people
- Measuring the relationship
- How much anxiety do police engender

Public Feedback from Community Meetings: May 30, 2018

Columbia/Boone County Department of Public Health & Human Services, Ward 1

Q: What would you like to see within the Community Oriented Policing plan?	Q: What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?	Q: What are some ways that you would measure the success of implementing your community policing ideas above?
<ul style="list-style-type: none"> -Culture shift within the dept. Every person on street needs to be having a meaningful interaction with officers, more general with officer who polices their neighborhood and knows the people they serve. -City government and police dept. Participating in trainings such as equity training NCCJ -Be able to stop out of house and not feed immediately judged by officers in interaction, wave and not just drive by -Day-to-day interactions should be positive and not punitive -Dept needs to weed out officers who are racist and rude -Officers not representative of people they service, mentoring young kids -Actions that speak louder than words -Command staff should be out on the street to see what happens first hand between people and officers 	<ul style="list-style-type: none"> -No tax increase, management needs to prioritize -Following through with initiatives voters have actually voted for. Nonprofits should pay tax increases -Send 1 officer to NCCJ training to be certified and train other officers -No more budget until the CPD proves they are worthy of it and it will be used property 	<ul style="list-style-type: none"> - Face-to-face collection of citizen satisfaction surveys handed out at different locations like the Health Dept. or project Homeless Connect -Resource officers in schools hand out surveys -Utility bills and surveys -Partnering with MU to reach student population -Measurement of call/crime rates, citizen sentiment should improve -Measurement of internal feelings of police -Police also give feedback to community
<ul style="list-style-type: none"> -Emphasis on de-escalation -More MH aid/crisis intervention training. Social service oriented -Better crime reporting/statistical gathering; did a crime get reported - not just was a report taken -Mission statement specifically for community policing -More programs humanizing police (e.g. coffee with a cop) -Humanization of residents, takes both sides -Multistage judicial process (MH help; education; drug treatment; etc. instead or in addition to sentence) -Abuse of prescription medicine - address this -More activities where cops go to people (e.g. barbershop rap) -More emphasis on establishing relationships -Communications between residents and police -> residents know their neighborhood better - take care of 	<ul style="list-style-type: none"> -A philosophy should not cost more money - it just requires more work -The goal is that community oriented policing will reduce calls for service - residents protect themselves from being victims -Accountability model with Columbia Housing Authority - adopt similar models with landlords -Give higher priority to social service (e.g. drug treatment, job training, etc.) -Funding is needed but difficult without a plan to analyze 	<ul style="list-style-type: none"> - Surveys neighborhood/SP areas in person -What is the outcome of a call to measure success -CHA example - lowered police calls for service per month from 400 to 50 -Vehicle stops report disparity index - improve more in line with population -Quality of life throughout the city: measure pre/post -Types of calls for service (violent vs nonviolent) -In person vs phone contact

smaller issues and ask/report more severe crime activity to police
 -Activities/places for police to interact: grocery stores, utility bill surveys/online surveys, art in the park
 -Police officers need to be responsive

-More foot patrol, face to face conversation
 -more professionalism, more training on community policing
 -more understanding that a person is a person regardless of color/race/creed/etc
 -More community events
 -Less them vs. us
 -Less forced to be face to face (outreach unit) and more genuine beat officers in the area; more officers assigned to beat reaching out
 -More like Cathy Dodd - really knowing people in the area in which they work
 -Put aside color, class, etc and focus on people talking to people
 -Breaking down bias
 -More community engagement, meeting with real citizens in the actual community
 -Better dissemination of info about community; meetings opportunities to have voices heard
 -More SROs/DARE in elementary and middle aged kids/schools
 -More positive interactions between kids and police at young ages

-Connect MUPD and CPD financially and responsibly wise
 -Re-allocate tax revenues to public safety
 -Apply for federal grants and funds from private sources and government agencies
 -Move money from other city sources to public safety
 -Bond initiatives; property tax increase
 -Private donors (bake sales)
 -Get Chamber of Commerce more involved in education and marketing of need for tax raise
 -Business/Hotel tax, taxes for events
 -Chamber has good knowledge of the available funds and businesses in Columbia/Boone County

-More community forums and public talks
 -Mailed surveys
 -Online survey
 -No police going door-to-door to talk to people about how they feel about police services
 -Talking more about public safety in the community
 -More online forums
 -Visible in seeing people talking and interacting more together
 -Have more higher-ups do ride alongs to gauge public engagement with the police
 -More public attending park and community organized events

-Can elementary schools be a location for these services after school (community schools partner with nonprofits)
 -Do a community based strategic planning process
 -Outreach - meet people, get to know them so they are not an outsider in the community. Getting to know the kids is a big piece of the puzzle
 -SRO at every school with small substation, focus on bullying
 -Peel's principles are key to the philosophy
 -Prefer stops that don't require much effort from the public. Those come but start with things like beat accountability
 -Mid MO Legal Services style services for folks who cannot navigate court (can't represent anymore than 1 member of the family)

-Philosophy 1st, then use savings to implement with community based strategic planning
 -Need benchmarks for any of these programs, Xbox with a Cop for one
 -Job Point - highlight on that open up a plumbing course etc teach the trades
 -increase use of Career Counter, get scholarships to troubled kids, etc
 -Property tax would be needed for SROs but people would see benefits
 -People won't vote for tax for traditional policing - the Rob Sanders approach

-Use metrics we already have (from Job Point, etc)
 -# of ADT systems sold (cost less to get a cop from an ADT service)
 -3rd grade test scores - put more \$ in preK - 3rd grade
 -Phase in costs/taxes to see dividends early
 -Measure outcomes in 3 neighborhoods reduced calls for neglected properties reduced unemployment, 911 calls, school attendance and truancy
 -Timelines = ? 12 month min
 -That community policing surveys the change of leadership
 -Absence of crime and disorder
 -Use of force
 -Measure each of Peel's principles especially #7
 -Get people to embrace the Peel Principles

Public Feedback from Community Meetings: May 31, 2018 Boone County History & Culture Center, Ward 6

Q: What would you like to see within the Community Oriented Policing plan?	Q: What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?	Q: What are some ways that you would measure the success of implementing your community policing ideas above?
<ul style="list-style-type: none"> -Police interacting with community -Columbia not Mayberry -Keep up with food bank (widen reach to community to make sure people have basic needs taken care of) -Homeownership, middle income, know neighbors leads to safer neighborhoods - Know neighbors so really have own neighborhood watch (geographically set up to know neighbors) - Have police involved in inclusive journey (Nikki McGruder) at least one of these sessions -Expand school resource officers -Get cops out of cars – bike/foot patrol, downtown officers that work with citizens -Connect with dogs/animals through cops/public 	<ul style="list-style-type: none"> -Keesha train all officers (have officers shadow her) - Publicize that more (videos through social media) -Youth Kindness Ambassadors to engage with PD -Redistributing/restructuring of debt -Presentation of police as occupying force is bad presentation of self -Prioritize in groups: 2-3 to respond to crime, 2-3 to do community police work -Army vehicles feels like invading neighborhoods: explain the Bearcat to community members, no weapons - Utilize citizen handbook -Have CERT volunteers to answer 911 calls - Communication is issue with PD & public (communications officer) - Keep dialogue going between everyone -Population expanding 	<ul style="list-style-type: none"> - Citizen satisfaction: people generally happier -# of compliments to officers -Direct human interaction -Have officers log success; let them define success, turn in to supervisor - Keep morale up -ASAP for timeline -Volunteer to give officers journal or clicker to count positives -Good news stories shared frequently everyday “comogoodnews.org” -Project-partner with youth -Build relationships between CPD and community members -Train all officers with community outreach program (perception that some officers don’t care about community, just doing job)
<ul style="list-style-type: none"> -Wants to see more friendly police in neighborhood -Wants to see more traffic enforcement throughout city - Fire mean police -Stop fewer black people 	<ul style="list-style-type: none"> -Stop frivolous spending on officer things -Rebuild current infrastructure before we continue to grow out -More local jobs in Columbia instead of overseas - Sell green spaces to poor people instead of rich people -Give incoming jobs to locals - Get rid of Matthes and city government 	<ul style="list-style-type: none"> - Does not wish to answer
<ul style="list-style-type: none"> -Expansion of SROs at least to middle schools -Involvement in homeowner association meetings (make connection with programs like neighborhood watch) -Involve CALEA ISO 9001/2014 cert. -Obstacle course for kids vs. cops 	<ul style="list-style-type: none"> -Convert a lot of positions to civilian positions to free up officer positions -Build more volunteer positions -When someone calls 911 from cell phone in Boone county they are charged a few dollars 	<ul style="list-style-type: none"> -Quality measurement, i.e. complains and where they come from (from “suspects” on a complaint out) -Specific survey for public safety -Reduction of response times -Reduction in crime -Increase in public’s input (i.e. info of criminal activities)
<ul style="list-style-type: none"> -Social services interact with police, figure out which to best address situation -Hand situation off -Cathy Dodd-type police officers -All of CPD have an outreach type attitude 	<ul style="list-style-type: none"> -Tax increase -Cut other city projects -Cut least profitable to city -Trade overtime for new positions? -Not bounce call to call -Civilians to take non-priority calls 	<ul style="list-style-type: none"> -Reduction in calls -Disparity numbers, rise/decrease -Trends not benchmarks -Measure crime by type/trends -Evaluate policing skills by community oriented policing philosophy

-Know community

-Priority: 1-4 – Sworn officers
6-10 – council vote not to go to
low priority calls
-Similar to snow removal

-Philosophy adopted by whole
department

Public Feedback from Community Meetings: June 14, 2018 Hanover Village Apartments, Ward 1

Q: What would you like to see within the Community Oriented Policing plan?	Q: What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?	Q: What are some ways that you would measure the success of implementing your community policing ideas above?
<p>-I think it's so important for officers to be more visible. People in the community should think of you as people and vice versa. Attending community events is a good start! Being visible online. Perhaps having online profiles. I like the idea of having names, pictures, emails, and phone # for beat police. Walking around in areas would be good too.</p>	<p>-I really think they city should be covering the costs for any community policing program. If taxes need to be raised, I understand, but perhaps there should be a trial first so people can see how important is it first before voting to pay for it via increased taxes.</p>	<p>-Holding meetings like these are an important way to "measure" contact. Log time spend walking around neighborhoods, just interacting with the community. After implementing programs, hold monthly or quarterly town halls to get people's' thoughts. Set up an online website or survey that people can fill out.</p>
<p>-I would like to see and hear about police officers being advocates for the community. They need to be equipped with resources to educate and community and to provide community members with information that can help them.</p>	<p>-Programs such as policing bars for MIPs could be given less priority to provide funding to more important matters, such as community policing</p>	<p>-Additional training for officers so they are familiar with minority groups that exist in our community. -Specific training for LGBTQ related issues -Do they know contact info of social workers and other resources to share with community members?</p>
<p>-An increase in de-escalation and a decrease in arrests in situations where not reasons. -more training in techniques for dealing with specific populations (LGBTQ)</p>	<p>-More officers trained for/about the populations they serve on their specific beats -Tax fund training</p>	<p>-Arrest rate -911 call rate</p>
<p>-Outreach and functions for people with disabilities – coming to Woodhaven, talking to caregivers -Asking members of disabled community for places to meet that work for them -Training on dealing with someone with a disability</p>	<p>-Tax online shopping -Increase police budget – earmarking funds for community building specifically</p>	<p>-Not sure</p>
<p>-CPD needs to show initiative in getting to know the community's fears, needs, and desires -Philosophies: inclusivity, intentionality, mindfulness, vulnerability</p>	<p>-Self-awareness/bias training -Police brutality information session and history -Mindfulness/self-awareness training</p>	<p>-Give community members evaluations/assessments -Implicit bias/racial intolerance questions</p>
<p>-Regular beat officers for communities -Activates where we can interact with police which are not emergencies -opportunities for the community to give feedback with follow up from CPD</p>	<p>-I am fine to pay higher property taxes to improve policing</p>	<p>-Reduction in number of complaints to police -Reduction in number of arrests/calls</p>
<p>-Address the problem, not just the crime -Have Dale Roberts apologize for his</p>	<p>-I want to see real change from all people in the department before I will</p>	<p>-More actual answers, not disassembling and PR speak</p>

previous social media behaviors	raise my taxes for more officers. Burton needs to admit problem with traffic stop data	-Culture change in department -Change in how department evaluates police officers to emphasize learning and growth -I would love to see officers as part of this. Sabbaticals.
<p>-CPD and community members working together to learn mediation and de-escalation, etc, to build relationships, trust on both sides, and empowering community to address needs that police are either unsuited, unnecessary, or unbudgeted to handle</p> <p>-Re-evaluation/co-counseling or similar to create space where we can compassionately hear each other (both police and citizens) and our challenges in our relationships with one another to heal and build trust and learning (esp. citizens) the true work police do</p>	<p>-Re-evaluation is a low-cost and incredibly powerful resource for healing communities</p> <p>-Collaborating with artists to create engaging events that shed new light on our relations with one another, and reach people who might not be interested in going to something like a BBQ. One example: the Open Mic Night at Café Berlin reaches many young people of varying diversity. Let's share our stories together. It feels to me that one perception of police is that they are unreachable on a human level, having to create a certain aura of authority. If we saw the humanness, the vulnerability, and the strength and empowerment of the police's ability to support citizens, our perception could shift dramatically.</p>	-I would need to sit with this more. How do we measure the quality of our relationships? Surveys to begin with...

Public Feedback from Community Meetings: June 23, 2018 City Hall, City of Columbia

Q: What would you like to see within the Community Oriented Policing plan?	Q: What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?	Q: What are some ways that you would measure the success of implementing your community policing ideas above?
-Fundraiser for other issue	-Collab w/ communities that may have stereotypically poorer relationship with police, e.g. collab community event with black church	- None
<ul style="list-style-type: none"> -Police to apologize publicly if have wronged individuals -Build trust and bridge gap -Relationship focused - team effort for police and community -Don't want to be judged by worst day -1/3, 1/2, 2/3 (ideally) - last 1/3 not proactive but answering calls -What are we doing now that we need to change? -Ask retired officers for past programs --Like SP now because they are giving power to community members -building relationships -cops can't do it all -Poverty has to be addressed -Contact theory - exposed to people with background different than them -police officers reach out through faith community - attend church in community -At church would have opportunity to present on current events -Have to watch attitude if attended -As a citizen I don't know who to call to get help, don't want to call cops b/c worried about what will happen 	<ul style="list-style-type: none"> -Until I see improvement, no more \$ -Will have to have commitment to this plan -Different decades when tried to do this(% of budget police have received over the years, has CPD shrunk?) -Can't keep cops (takes two years to hire, leave after 1) -Rotation for cops (desk assignments, etc) Turnover rate -Ways to retain -Cops need to face public/openness -radio show 	<ul style="list-style-type: none"> - Perception of crime is pointless -Crime isn't as bad except for particular areas -Poverty is an issue -Teaching teenagers that police won't come for accidents b/c no traffic enforcement -If this is expected w/ traffic then what will happen with people committing crime -Short cops so won't answer/come -feels like you're on your own -A lot of issues to address to bring crime down -Traffic, domestic violence, shots fired, poverty, etc -Which do you address first? Columbia isn't ready for amount of people we have -Police get sabbaticals- help them do a better job -Implicit bias has to be addressed -How gov uses resources -Measure of de-escalation -Citizen survey - change questions
<ul style="list-style-type: none"> -More knowledge of what police department offers -Better understanding of what police does -Who police partners with within community 	<ul style="list-style-type: none"> -More involvement of community events activities -Build rapport with community, businesses, facilities -If people are satisfied their more willing to support 	<ul style="list-style-type: none"> -Have people share their personal experience of interacting with a Columbia officer Give a shout out
<ul style="list-style-type: none"> -More officers with compact beats that see on foot -Meet as many people as possible -Don't make a lot of empty promises -Solve problems -Officers need to be mobile -No key stakeholders are involved (citizens) 	<ul style="list-style-type: none"> -Eliminate 2 man cars -Are we being effective with our resources? -Take a look at hiring requirements -Hire someone who can "schmooze" talk with people -More relationship building -Stop annexing new portions of the city 	<ul style="list-style-type: none"> -The impact of crime, call of service -How many officers -Stakeholder happiness -Racial disparities in traffic stop -CPD needs to analyze why numbers are high -Face time -Morale survey of police officers

- We have to listen better
- Long term, create a diverse officer set
- Recruit youth, use wow factor
- Foster more connections
- Seems we are hiring for law enforcement skills
- Include key stakeholders
- Consistent beats
- Live in neighborhoods
- Walking/bike beats
- More neighborhood liaisons
- Train all officers in Community Policing Procedures
- Assistance for poor to any

-Increase officer pay

- Leadership in CPD that believes it (C.O.P.)
- Chief Burton seems disconnected ; can't lose temper

Public Feedback from Community Meetings: June 28, 2018 Sunrise Optimist, Ward 2

Q: What would you like to see within the Community Oriented Policing plan?	Q: What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?	Q: What are some ways that you would measure the success of implementing your community policing ideas above?
<ul style="list-style-type: none"> -Continue existing programs - coffee with a cop -Stronger marketing for events and programs to increase relationship building between police and the community -More non-enforcement contact from police with residents -Officers be more approachable -Increase the number of SROs -Officers to attend more community events to build relationships -Officers proactively engaging in block parties or events that come across while on patrol in their beats 	<ul style="list-style-type: none"> -Property tax increase with stipulation that the increase by specifically designated for certain purpose as it related to increasing the number of police officers -More people would buy into supporting the increase of officers if they were more aware of officer programs that support relationship building with residents. -Look into donations from local businesses and look into available grant funding -City consider other programs or sources where money goes that could be reduced or eliminated and reallocating those funds 	<ul style="list-style-type: none"> -Reviews of statistical data -Review of employee engagement and overall morale of the department -Citizen satisfaction survey -Partnering with community organizations to collect input/perceptions of underprivileged population to gauge their satisfaction -Measure success of awareness efforts to engage community -Measure community involvement/participation during planning meetings and other activities -Collect "shout out" video through use of media, collecting positive stories from citizens, sharing their contacts/experiences with police officers
<ul style="list-style-type: none"> -Take ownership of negative situations; market information on Review Board/complaint process better -Combine policing & social services better → get experts working on the problem -Better educate the public on their rights and responsibilities, focus in high schools -Possibly refer calls to social service agencies depending on nature of call → work would need to be done with training of disparities -Reallocate existing staffing and responses based on call priority -Train officers on sympathetic responses to domestic violence calls → fear of repercussions from police leave many women to never make needed calls 	<ul style="list-style-type: none"> -Prioritize training and identify peer reviewed programs that effectively prepare officers for community policing -Require portion of mandatory training to be in community policing -Make sure officers are using their time wisely and attending community events. Officers should also represent the demographics of the community -Expand COU model into other neighborhoods -Resources need to be reallocated from other city departments to police -Pass property tax levy increase to fund additional officers and enhanced training Utilize mental health tax 	<ul style="list-style-type: none"> - Track crime numbers → decreasing numbers indicate success -Put particular emphasis on higher priority crimes (domestic abuse, homicides, burglaries, robberies, vehicle violence) -Track service calls → decreased call volume = success. -Track trends with juvenile crimes → this is a major focus of COUs -Figure a way to measure community involvement with CPD -Track referrals from officers to social services & the outcomes of those referrals -Look into citizen satisfaction surveys
<ul style="list-style-type: none"> -Reach younger people 1st; prevent escalation -Specific officers working same areas; people know the police -Will require more people -Shorter shifts -Positive relationships with youth -Speciality units to fulfill specific tasks -Prevent extreme behaviors; but not 	<ul style="list-style-type: none"> -Online sales tax revenue -City add-on tax for online sales tax -Get rid of city manager and use his salary -Tap into "swiss" bank account to pay for it -Take away Dave Parmele TIF -Make vote during regular election 	<ul style="list-style-type: none"> -Citizen reaction - reduced fear -More meetings to allow interactions and understanding of what police do -Analytics - social media, google analytics to track the success of city and policing efforts -Racial disparity index more demonstrates populations -Entire community not afraid

<p>nitpick</p> <ul style="list-style-type: none"> -Meeting to discuss situations 		<ul style="list-style-type: none"> -Survey data -Start with meeting and feedback -Police need to not be so negative - be honest and not so appearing angry - be a protector not intimidating -Be mindful of facial expressions
<ul style="list-style-type: none"> -Work with other organizations more -How to build trust between the youth and the police "find a way" -More police officers -Inclusion and diversity for the police department, not just the COU -Citywide department wide philosophy on how police interact with citizens 	<ul style="list-style-type: none"> -People don't believe in the number of police officers Columbia needs 	<ul style="list-style-type: none"> -Does not think Vision Zero is worth it -Raise traffic ticket fines -Reduce number of calls police have a guardian mindset -No one will support police with the disparity rate with blacks getting pulled over
<ul style="list-style-type: none"> -Longer time from for COU to see positive effects and see how it works with juveniles -Deescalation skills -More SROs -Include court systems to JO's 	<ul style="list-style-type: none"> -Internet sales tax -More tax one way or another 	<ul style="list-style-type: none"> -Look at crime numbers from COU (data from COU) -Look at 5 year trends -# of arrests per COU -# of calls per COU -Log contacts + or - like COU

2.3 Online Questionnaires

In another attempt to gather input from residents and citizens in Columbia an online questionnaire mirroring the questions used in the “world café” community meetings were posted online at the City of Columbia website, CoMo.gov. The questionnaire responses are attached to this report as an Appendix.

2.4 Benchmark Cities

The benchmark city survey was originally designed in 1997 by a core group of police chiefs from around the country. These chiefs sought to establish a measurement tool to help ensure their departments were providing the best service possible within their respective community. The survey provides a wide range of information about each department. With that information, the participating agencies can set better goals and objectives, and then compare their performance in the various areas.

The Overland Park, Kansas Police Department has taken the lead in compiling the survey results, and make the final benchmark city survey report available to to all participants at an annual chiefs summit hosted by participating agencies on a rotating basis.

2.5 Meetings with Stakeholders

The resolution listed several groups to consult, all of which were contacted and asked to meet to provide input on this report. Few responded. However, the input received was positive and supported the themes from the “world café” input.

2.6 Meetings with Police Rank and File

Sgt. Fox met with the command staff of the Columbia Police Department individually and interviewed them individually regarding the resolution and the implementation of community oriented policing.

Sgt. Fox also met with officers and sergeants individually and in shift meetings to gain their input.

2.7 Door-to-Door Interviews

Door-to-door interviews were conducted to gain anecdotal input from residents on Community Oriented Policing in Columbia. These were often enlightening and contrasted with input

received from the “world café” meetings and other input. This was done in different areas of town as requested in the resolution.

2.8 NAACP Community Meetings on Community Policing and Racial Profiling

Prior to the resolution being voted on, the local NAACP held several community engagement meetings with the assistance of the City Manager's Office in 2017. On Aug. 22, 2017, the topic was “Community Policing and Racial Profiling.” From this meeting priorities were formulated and listed here:

What do we want community policing to be?

- The philosophy of it
- Community oversight and other models
- COU involvement

Cultural diversity

- Training
- Interaction
- How the media presents the black community and vice versa
- Training for law enforcement should include cultural diversity (Currently mandatory by POST)
- Facilitated by experienced individuals (professional trainers are used)
- Ongoing (it is required to be ongoing)
- More meetings for those directly impacted

Staffing (CPD)

- Criminal justice administration internships
- Educate CPD as well as community
- Media and biases
- Hiring practices
- Acknowledgement by leadership
- Complaints
- How are they handled?
- Are they addressed?

Lack of acknowledgement

- Acknowledgement of racial profiling and why CPD is defensive
- Is there a method of tracking?
- More in-depth analysis of current data
- What good is the data without knowledge?
 - Rights
 - Ways of transparency

These NAACP meetings also covered policing and mental health services and had recommendations for mental health services. These break out sessions and the feedback has

fed into the racial profiling report to Council and become part of that work which has recently been addressed in Council work sessions.

The full recordings from these meetings are include in the Appendix of this report.

3.0 Recommendations

The following recommendations are responses to questions in the resolution from the City Council. They are also recommendations from research and successful examples within the Columbia Police Department and other cities which became apparent as important elements to the successful implementation of Community Oriented Policing.

A citywide, departmentwide Community Oriented Policing philosophy requires complete buy in and total immersion of the Department. Separate units or community teams are not recommended both by departments and academics as a way to implement Community Oriented Policing departmentwide. Disparities in service provision, divisions between employees, and lack of career path for community police officers are some of the reasons it is not recommended.

While resources were not the focus of this report, the comparisons and review of the department confirmed suspected shortfalls in staffing throughout and comparatively low pay among all ranks.

3.1 Philosophy

“There are no ordinary people; you have never talked to a mere mortal.”

- C. S. Lewis. The Weight of Glory

“When I chose Sgt. Fox to assist me with the work of creating this report, I did so for very specific reasons. He is a street-level leader who cares deeply about officer health and safety, understands profoundly the challenging nature of policing, and implemented an approach to policing for his team that is a perfect example of the Community Oriented Policing philosophy. Sgt. Fox requires the officers that report to him to have at least one non-enforcement interaction with the public each shift. This is not always possible of course, but his team has done a laudable job accomplishing this goal. Sgt. Fox makes sure his team is creating relationships with residents who are not the victim or perpetrator of a crime. It is an opportunity for positive interaction which every officer needs for their own mental health. It provides a bit of balance to a job that can be overwhelmingly negative at times. Fox understands that community oriented policing is equally valuable to police officers themselves as it is to the community they serve.”

Michael Matthes
City Manager, City of Columbia

Community Oriented Policing, at its core, is an organizational philosophy, a guide to how to police a community. It is often hard to define because it is not what police do, but how they do it. Done well, it should permeate every interaction. Or as Lincoln, Nebraska assistant chief of police put it, "It's a thousand different little things we do, that becomes this big thing that's just what we do, how we police." It is the little extra that can make the world of difference to the way people feel they have been treated and the way people want to be policed and see their neighborhoods policed. It can be as seemingly insignificant as a conversation with a passenger about her life choices seated in the rear of a patrol car, which 20 years later leads her to compliment the officer and department, thanking them for the change it created in her. Or as clear as a beat officer effecting the arrest of a burglary suspect who committed a burglary in that officer's assigned neighborhood which she has ownership of as the officer who has worked there for a long time and was motivated to work the case to its conclusion. Police departments around the country report that having community units within a department does not create a Community Oriented Policing philosophy. At its best, Community Oriented Policing is a philosophy which results in a department culture, not just a program. It is a philosophy where police and community cooperate with one another to ascertain the problems and needs in a community and then work together to address those needs. In order for the philosophy to work, there must be total immersion of all ranks; there must be total commitment. An agency cannot compartmentalize a Community Oriented Policing program and expect it to change the whole department's culture. That model is doomed to failure because of its internal divisiveness and lack of career path for the officers involved. It cannot be the work of officers dedicated to "community affairs." It must be the work of an entire department and each of its subdivisions (Gentile, J. 1995, p.2). The officers and sergeant of Columbia's Community Outreach Unit have alluded to this divisiveness and felt their successes both in building relationships and reducing crime have not been recognized within the department, while patrol officers have alluded to frustration handling call after call then seeing Community Outreach Unit officers at barbecues and hanging out with residents in neighborhoods.

A compartmentalized approach results in service that is not provided equally throughout the city. A few resident will get quality time with community policing officers, while most would get a very busy officer who is usually already needed elsewhere by the time they arrive at your call. To be a success it has to be department wide, and for it to be department wide it has to be heavily advocated by the entire command staff, and will not end, the message has to be constant.

Recommendation 1: For a Community Oriented Policing philosophy to be implemented citywide (thus departmentwide) it requires every rank, from chief to officer, to be on board and a Community Oriented Policing philosophy to be part of every command staff meeting, shift meeting, training, annual evaluation appraisal, and promotion or specialty assignment process within the department. This transition doesn't happen overnight and studies have shown three to five years is normal. However, the emphasis must be pervasive.

- ↪ *Mirrors President's Task Force on 21st Century Policing recommendation 4.2*
- ↪ *Mirrors Mayor's Task Force on Community Violence recommendation 16*

3.2 Leadership

The importance of leadership and its requirement to implement Community Oriented Policing cannot be overstated. Leadership at all ranks is needed to transition to a department where it becomes “Just what we do...”

At no point in the last 10 years has Chief Burton or his predecessor, Chief Randy Boehm, decided to stop or reduce community policing. In fact, they have committed resources to the extent they could to prove the concept. The City's recent approach in Strategic Plan Neighborhoods has done that beyond any doubt. Community Oriented Policing works. However, the growth of the city is increasingly disproportionate with the size of the Police Department, which has led to necessary cuts to police services including programs and initiatives most similar departments use as tools to deliver community oriented policing. By default, the department has been moved away from Community Oriented Policing and become reactive to crime and calls for police service. Like a tight household budget, the luxuries have had to go. Responding to the calls to 911 must come first.

While a shift of emphasis to Community Oriented Policing by the leadership is possible, any real transition is largely resource dependent. The City, like a person, has a hierarchy of needs. Until the most important needs are met there cannot be a progression to non-essential functions, however highly valued. Unfortunately, this reactive police service has been the norm for longer than most patrol officers have worked there so a methodical and deliberate transition is required.

The role of leadership and leaders both formal and informal in this transition to Community Oriented Policing cannot be understated. Research into the importance of the chief in a transition to Community Oriented Policing has found their role to be critical. It is described as beyond the role of traditional chief of police and to be a leader of both the police and the community. Promoting a set of values and beliefs both the department and the community agree on. Defining the common ground and inviting officers, citizens and cynics to meet there. Highlighting the expectations and realities of all sides and navigating towards the policing all stakeholders can agree on, with compromise and acceptance of differences, history, and bias. Internally, officers may think their leaders have lost their minds. Externally, people may not believe the attempts are valid. However, over time, and with perseverance, it is possible. There are examples around the country of gentle leadership towards Community Oriented Policing relentlessly applied, which, over time, have resulted in transitions to an organizational and community philosophy of Community Oriented Policing. Lincoln, Nebraska Police Department, often referred to as a Midwest department with a Community Oriented Policing philosophy, have spent 40 years promoting internal and external Community Oriented Policing, and they are still

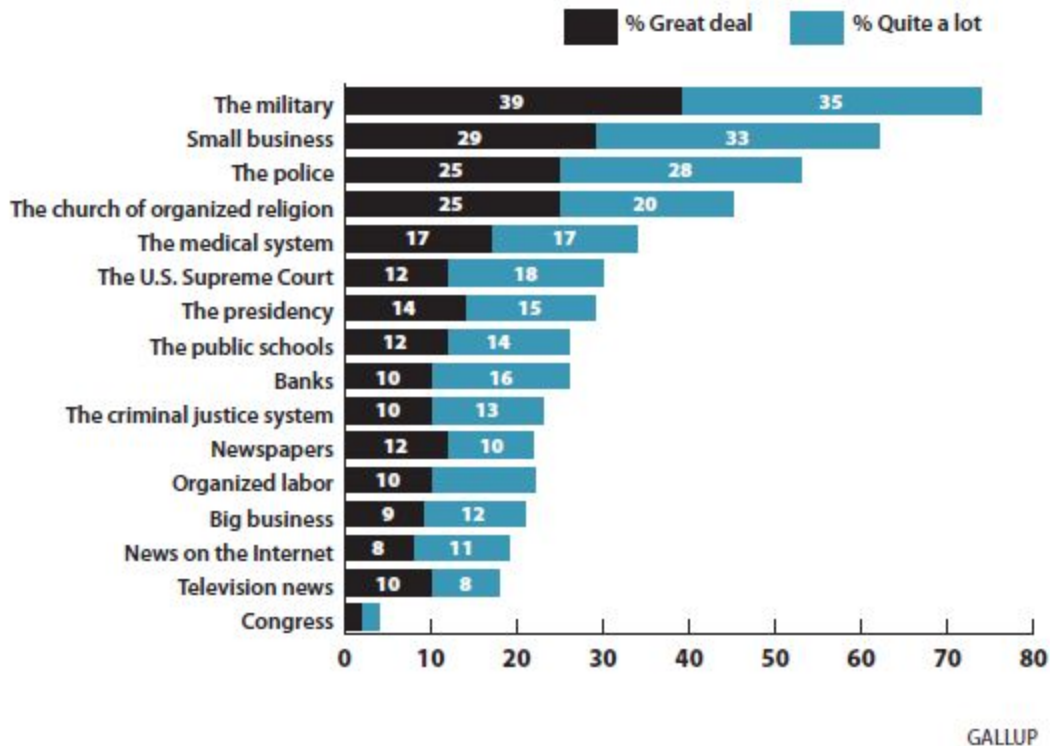
working on it. Their chief, Jeff Bliemeister, is the latest in a string of community oriented police chiefs who have engrained the principles of Community Oriented Policing and a generalist policing model into the department. For officers in Lincoln, Nebraska, it is simply the way things are.

Recommendation 2: Should resources be available to implement Community Oriented Policing, the administration of the Police Department would need to make a conscious step-change towards Community Policing to bake it into the DNA of the Department. A visit to, and hosting of Lincoln, Nebraska command staff would be a good starting point.

3.3 Community Engagement

Community Oriented Policing is, in many ways, a long-term relationship. Relationships require reciprocity. For Community Oriented Policing in Columbia to be effective, the community and the City will need to support the Police Department in its efforts. Police departments across the country have become far more aware of their need to establish legitimacy through being open and accountable to their communities and neighborhoods recently. Police departments have begun using social media strategically to develop followers so in a time of crisis they receive the message from the department, not from media with intentional or unintentional anti-police bias. Wise departments use cat videos and officers doing “lip sync challenges” to reach younger audiences through social media and engage with their actual and online communities. However, these efforts require reciprocity from the communities and neighborhoods to continue in a real sense. Even motivated community oriented police officers still have a point of “what's the point?” if well intentioned Community Oriented Policing is only met with criticism. In any effective long-term relationship, there must be a sense of reciprocity. If one partner always gives and the other always takes, the one who gives will feel taken advantage of, and the one who takes will feel superior and entitled. In such a climate, cooperation is virtually impossible (Kouzes and Posner, 2012). University of Michigan Political Scientist Robert Axelrod demonstrated the power of reciprocity in the well known study ‘The Prisoner's Dilemma.’ His study showed the maximum payoff for individuals or groups comes not from “I win, you lose” but from cooperation and reciprocity (Axelrod, R. 2012). Community Oriented Policing is not the responsibility of the police department alone and to be implemented requires the support, engagement, and reciprocity of the community and neighborhoods officers are serving. A recent national Gallup poll shows that public confidence in the police is higher than some would have us believe, locally the seven community meetings created feedback that was similar.

2016 Gallup poll on confidence in institutions. Police ranked third highest:



3.4 School Resource Officers

Columbia has had Police officers in Columbia Public Schools for over 30 years. These are jointly funded by the Police Department (50 percent) and CPS (50 percent). Due to lack of resources, the number of SRO have been reduced over the last 10 years to enable more officers to work patrol to answer emergency calls for service. Currently, there are officers in Rock Bridge High School, Hickman High School, and Battle High School, and an officer who splits time across middle schools and Douglass High School.

Research for this report showed a consistent request from the public to increase the number of SROs in schools. This has also become a heightened issue after recent mass shootings of school children around the country such as the Marjory Stoneman Douglas High School in Parkland, Florida shooting on Feb. 14, 2018 where 17 students were killed and 17 others wounded. School resource officers present in schools have been shown to be a major deterrent against potential school shooters. Florida recently passed legislation requiring school boards to have police officers in all their schools.

All Columbia Police officers train on active shooter incidents such as a school shooter, however, having an officer present at the school is both a deterrent and saves valuable seconds in the event of an incident. School resource officers also are an excellent way to implement Community Oriented Policing. They are a bridge between the police and the community through the school and create proximity with young people. This has benefits for the police by developing trust with students and parents and provides an opportunity for proximity and trust building with police in non-enforcement and non-confrontational situations. These relationships and trust has benefits for all officers who meet those students and parents having had a positive experience with an officer.

Another more recent benefit of school resource officers is the social media aspect. Parents with children in Columbia schools are usually members of online school groups or “like” school Facebook pages. This is an opportunity for police to show the non-traditional work they do in schools with children, staff and parents. In this way, it is visible to parents, some of whom may not be supportive of the police, and interrupt their media feed with positive images and videos of police in proximity with students and parents working together in a positive way.

Police community relations are especially susceptible to the social media phenomenon. The algorithms of electronic devices lead everyone down paths based on preferences and “likes” resulting in having each person’s view of the world confirmed and reinforced rather than challenged or counterpoint being discussed. Police departments are coming to terms with the effect of this and are catching up with this modern day issue. Having officers in schools is a way of helping to address this along with a public information strategy.

Recommendation 3: The Columbia Police Department School Resource Officer program should be expanded jointly with Columbia Public Schools to provide officers in middle schools and teaching or visiting with elementary schools.

↪ *Mirrors President's Task Force on 21st Century Policing recommendation 4.7*

↪ *Mirrors Mayor's Task Force on Community Violence report recommendation 13.*

3.5 Geographic Policing and Beat Integrity

For over 30 years, Columbia Police have used assigned beats, areas or neighborhoods to individual officers. This geographic responsibility is a key element of Community Oriented Policing. Chief Burton has consistently demanded officers are held responsible for their beats and work those areas. The rub has been supervisors needing an officer to respond to a high-priority call take officers out of their assigned area to respond to that call if the beat officer is already on a priority call. This happens repeatedly and all officers can quickly become out of pocket. Insufficient staffing results in geographic policing and beat integrity being undermined on regular basis and this undermines Community Oriented Policing.

Northwest Geographic Division 10/20				Northeast Geographic Division 30/40			
Lt. Jason Jones 573-864-7676				Lt. Geoff Jones 573-999-6833			
Sgt. D. HAWKINS / Sgt. R. HORRELL 10				Sgt. S. LENGER 30			
2P10		2316	A. Lucas	2P32		2546	S. Decker
2P11		1964	J. Mueller	2P33		1939	L. Simpson
2P12		2129	N. Glandon	2P35		2291	B. Wolf
2P13		2099	M. Kile	2P34		2032	K. Mabe
3P10		2256	D. Calkinara	2P35		2265	M. Wright
3P11		2258	C. Gibbs	3P32		2274	T. Gaytan
3P13		2259	C. Thompson	3P33		2249	J. Teegarden
4P12		2168	C. Hobbs	4P34		2269	C. Haney
4P13		2223	K. McIliff	4P35		2224	C. Gilstrap
4P17		2228	S. Mosby	4P36		2252	K. Thomsberry
				4P37		2286	A. Bowne
Sgt. C. Nickelson 20				Sgt. C. Nickelson/Sgt. A. MEYER 40			
2P21		2303	J. Forck	2P43		2387	C. Brown
2P22		1979	M. Palmer	2P44		2063	R. Evans
2P21		2145	C. Mosby	2P45		1978	K. German
2P23		2270	K. Tarranta	2P46		2247	D. Nicolarescu
2P24		2197	P. Moersel	3P43		2257	J. Grillo
				3P44		2231	K. Joseph
3P22		2205	J. Morvae	4P45		1692	K. Brunstrom
3P23		1823	T. Schuster	4P46		2174	R. Loatza
4P21		2307	M. Parsons				
4P24		1879	C. Papineau				
4P25		2225	N. Wulff				
Southwest Geographic Division 50/60				Southeast Geographic Division 70/80			
Lt. Matt Stephens 573-825-0498				Lt. Eric Hughes 573-424-2424			
Sgt. A. BISHOP 50				Sgt. C. SINCLAIR/Sgt. C. GOODCH/Sgt. D. DOLLENS 70			
2P54				2P76			
2P55		2113	S. Stevens	2P77		2243	J. Hopper
2P56		2028	J. McCulloch	2P78		1420	J. Dye
2P57		2192	D. Moore	2P79		2237	C. Barrett
3P54		2272	J. Payne	3P75		2251	M. Jacobs
3P55		2179	C. Williams	3P77		2185	D. Duong
4P56		2208	S. Hill	3P78		2748	J. Waldrup
4P57		2229	K. Stevens	4P71		2239	A. Wagenhauser
				4P72		2289	T. Goodspeed
				4P78		2253	T. Miles
Sgt. A. MUSCATO / Sgt. M. YOUTSEY 60				Sgt. B. HOUSTON 50			
2P65		2580	J. Jackson	2P80		2134	J. Thomas
2P66		2019	B. Holtz	2P87		2288	T. O'Block
2P60		2267	B. Williams	2P88		1847	T. Rowland
2P62		2290	N. Minks	2P80		2246	A. Odell
2P67		2017	A. Kaneasfar	2P89		2020	K. Whitmire
3P65		2273	R. Christy	3P87		2250	D. Kelly
3P66		2248	J. Yarnall	3P88		2204	C. Hammond
4P67		2221	A. Nelson	4P82		2238	Z. Beringer
4P68		2292	P. Spellman	4P89		2056	C. Dawkins

These beats have traditionally been defined by major roads or highways and not necessarily match school boundaries, Council Wards or neighborhoods as defined by residents. Some departments break beats down further into areas assigned to an individual officer giving them responsibility and accountability for that area. That officer is expected to know the who, what, and where of that area and be aware of problems in the area and either have a plan to solve them or be seeking a solution.

“We effectively make officers the chief of two blocks, if an officer thinks they need to hold a meeting or the police need to attend a meeting then they go. Traditionally, the role of the chief or a captain the beat officer attends and gives updates on what is going on and takes comments from residents.” Deputy Chief of Police, Boulder, Colorado, Curtis Johnson.

Similarly, Lincoln, Nebraska Police Department has “team areas” - roughly four quarters of the city and a central team. Within that they have small areas they assign to a specific officer to

work often for several years. Those officers become the “chief of two blocks” for that area. Supported by the department and other city departments they work with residents to address the issues they are concerned about and use multiple agencies as necessary.

Recommendation 4: Officers should be assigned to beats long term to establish ownership and relationships with residents. Beats can be further subdivided and areas assigned to individual officers using the “chief of two blocks” model further developing ownership, relationships, and proximity between police and citizens.

3.6 Tucson Stress and Poverty Index

A key step in the success of the Community Outreach Unit locally was the use of the Tucson Stress and Poverty Index by the City’s GIS Office to identify neighborhoods of most need. The Tucson Stress Index is a complicated equation and it was modified slightly to fit local needs, but the use of data to identify areas of need and apply assigned police officers to those areas appears to have been a crucial step in their success. Transferring this success to a departmentwide model could include the use of the same process to define beats or assigned neighborhoods where officers are assigned.

By having small beats, strategically defined based on data, small enough to free officers time to implement Community Oriented Policing but remaining generalist officers and part of patrol would bridge the gap between pure Community Oriented Policing and the beat officers handling calls without time to engage with their neighborhoods. This is the difference between a community oriented department and a department with community units. Not all neighborhoods need or want the intensity of policing the Strategic Plan Neighborhoods have received. But using the stress index to identify areas needing attention has shown to be an effective use of resources significantly reducing calls for service and building relationships with residents in those neighborhoods.

An early step toward a citywide Community Oriented Policing program would be to include the Strategic Plan Neighborhoods as beats and have the current COU officers assigned to them, continue their work, but also become part of the patrol function and respond to calls for service in those areas. This would cut friction between officers and develop Community Oriented Policing department wide rather than compartmentalizing it.

Recommendation 5: CPD and the City of Columbia GIS Office should use the Tucson Stress Index to identify three or four further areas for small geographic beats to be policed intensely similar to the Community Outreach Unit model while remaining part of patrol and responding to calls for service. The current three Strategic Plan Neighborhoods and the fourth area added by CPD should become beats the same as these other areas with assigned patrol officers. These small geographic areas allow for Community Oriented Policing to continue and be done in other areas based on need.

4.0 Transition Plan

Firstly, it is important to note that the Columbia Police Department currently has many elements of Community Oriented Policing and have been engaged in aspects of community policing for decades. The number of uses of force and complaints compared to number of citizen contacts alone show CPD officers are not abusing their powers or excessively using force. Officers and the community report good relations and Chief Burton has consistently demanded officers treat people the way they would want their family members to be treated, and this expectation has been communicated throughout the ranks.

However, a transition is required in order to make Community Oriented Policing part of the philosophy of the Department due to the department moving away from Community Oriented Policing out of necessity.

This transition is a top-down process, requiring every rank but especially supervisors to be committed to Community Oriented Policing.

“This is work, its relentless, you have to push it everyday until it becomes just the way we do things. You have to force cops to do it. But then they like it. They enjoy being appreciated by kids, they enjoy talking to people in their neighborhoods that support them, and it’s so much easier to work those areas when they have built those relationships and every cop in the department benefits. If we have a community event and I contact the gang unit sergeant he will be there with his detectives with their vest on mixing with the kids. He was my sergeant when he was first promoted and its normal here. That’s beneficial to them as they get to see the children they are protecting from the drug dealers and gangs. Its motivating” - Captain Michael Woolman; Lincoln, Nebraska Police Department.

A transition could start with a visit to other departments by Chief Burton and his command staff including Lincoln, Nebraska and Gainesville, Florida. The experience of seeing departments doing the same work but with a different philosophy could be enlightening and this would be a good starting point. The steps in a transition from there would be the work of the police administration and their years of expertise and talent should be respected. Other recommended steps in a transition include:

- Command staff work sessions to refocus on Community Oriented Policing
- Directives to lieutenants and sergeants on implementation of Community Oriented Policing flowing from the command staff shared vision and plan which could include:
 - Permanent beat assignments
 - Expectations for discretionary time when available
 - Subdividing beats into sub-beats and assigning to one officer

- Update of City website to have contact information and picture of neighborhood officer
- Insistence on non-enforcement contact every shift
- Development of generalist officer model with reduced use of specialists such as detectives
- Expectation of follow-up on own cases including felonies and violent crime
- Development of officer wellness beyond officer safety through increased training; peer support and suicide awareness; counselling services; supervisor development and training; and fitness program
- Continue to proactively recruit black and female officers to the department to reflect the community served
- Standardized Community Oriented Policing objectives for annual evaluations
- Evidence of Community Oriented Policing and additional responsibilities scoring for promotion processes

5.0 Timeline

Columbia Police are starting from a place of too many calls per officer per year to allow for discretionary time. Commanders in Lincoln Police Department were consistent and adamant that Community Oriented Policing is “work and requires a lot of investment of time.” There is no spare left within Columbia Police Department. The police officers to population ratio has been dropping since 2007. The philosophy is essential, but will become empty words without the time to implement it. Time means more officers, and more officers means more money. Therefore, the timeline for implementation starts with decisions regarding funding of the required time to implement a transition to community oriented police department.

The major block to a timeline for implementing Community Oriented Policing in Columbia is the situation with staffing versus call volume ratio. Of 30 comparable cities, all of whom have the same challenges and accountability Columbia does, Columbia police have the third highest emergency calls for service of those 30 cities. This means officers discretionary time - which would be used for Community Oriented Policing activities - is reduced to a level that is non-existent. This data comparison shows the Police officers in Columbia have become predominantly reactive and conducting administrative tasks related to those calls. Additionally, these officers have not received a competitive pay raise in 10 years, lagging behind the average of 14.5 percent cumulative for all benchmark cities. The facts are, comparatively, Columbia police, like other City departments, have become increasingly overworked and underpaid. While Community Oriented Policing is a philosophy and way of working, to expect any City department to deliver without sufficient resources to complete the task is unrealistic.

Should CPD be in a situation where it is staffed in proportion to the city and its demands for police service, it has been shown by studies of multiple departments that a transition will take several years. One factor with a timeline of implementation is the training cycle of officers within the department. Once command staff have developed the department Community Oriented Policing philosophy, the training of officers on the new orientation would take at least 12 months due to scheduling. The training calendar is planned six to 12 months in advance and being a 24/7 operation with multiple demands for officers training time to remain current and meet all POST standards, this will require careful planning. Therefore, a 24 month timeline for implementation of first steps would be ambitious.

An important element of Community Oriented Policing is that there isn't a finite timeline for its implementation, meaning it is a continuous process. It's implementation is never completed. Lincoln, Nebraska Police Department claims to have been doing Community Oriented Policing for over 40 years and it is still implementing it.

This established, the following timeline is plausible:

Aug. 31, 2018 - Delivery of the draft report requested by the City Council

September - October 2018 - Discussion of the report resulting in any changes requested by the Council

November 2018 - Final report submitted to Council for adoption as a policy objective

December 2018 - Draft ballot language delivered to Council

April 2019 - Ballot vote could occur as early as this date though Council may prefer an August ballot

September 2019 - Upon passage of the ballot, begin the philosophy and departmentwide training rollout

2020 - First of five year plan for increased staffing levels - training continues

2021 - Second of five year plan for increased staffing levels - training continues

2022 - Third of five year plan for increased staffing levels - training continues

2023 - Fourth of five year plan for increased staffing levels - training continues

2024 - Fifth of five year plan for increased staffing levels - training continues

6.0 Budget

While Community Oriented Policing focuses on the way police services are delivered, the philosophy of a department, the organizational culture of a police department, the reality and testimony of community oriented departments and the Community Outreach Unit, it is a time intensive operation to deliver Community Oriented Policing departmentwide and citywide. A department sufficiently staffed and resourced could transition to Community Oriented Policing by simply adopting the philosophy and maintaining focus on Community Oriented Policing for the long term.

However, Columbia Police Department is not in that situation. Already considerably behind the growth of the city, it has no spare time to implement additional Community Oriented Policing activities. There are other strong demands for resources outside of patrol officers delivering Community Oriented Policing within the Department. Columbia Police are dealing with a deadly increase in heroin and Fentanyl use, like the rest of the country. Detectives within the Department carry unrealistic caseloads in excess of both state and national average. YouTube and the smartphone social media age have created the need for public information specialists within police departments. Columbia Police have two positions both currently vacant. Therefore, while Community Oriented Policing isn't about resources, in Columbia it highlights an outstanding need for police resources which prevents Community Oriented Policing being implemented; officers simply do not have time to engage in anything more than they are doing now. Additional tasks require additional resources.

Having looked at multiple ratios and equations for calculating staffing by population, call volume, division of officers time and length of call for service, and considering the practicalities of hiring and training officers, it is recommended the following incremental increasing of police capacity over the next five years be considered to enable citywide Community Oriented Policing. Because time is what is needed to buy, the goal is to add officers such that calls per officer are reduced, allowing about a third of every officer's time to be spent on Community Oriented Policing. To accomplish this, 60 additional officers are required, plus the associated support roles needed (lieutenants, records clerks, evidence technicians, fleet mechanics, etc.)

FY 2019 Police Position Cost Information

Police Officers	
Year 1 cost Per Police Officer (\$20,260/hour or \$42,141/year)	
\$42,141	Permanent Position
\$3,224	Social Security
\$18,449	Police Pension
\$131	LT Disability
\$8,916	Health Insurance
\$42	Life Insurance
\$789	Parking
\$73,691	FY 2018 Annual Salary + Benefits
\$1,440	Uniform
\$2,300	Leather and other equipment
\$5,600	Body Camera, Gun, Taser, Portable Radio
\$21,193	Vehicle + Equipment in Vehicle (1/3 cost - we add 1 car per every 3 officers)
\$104,225	Salary, Benefits, Vehicle, Equipment
\$4,500	Academy and other first year training costs
\$1,267	Fuel (1/3 amount - we use 1 car per every 3 officers)
\$2,133	Vehicle Maintenance (1/3 amount - we use 1 car per every 3 officer)
\$112,125	Total first year cost of adding an officer
	** Note: This does not include any overtime for court appearances, etc.
Annual On-going	
\$73,691	Salary + Benefits
\$5,116	Vehicle + Equipment Replacement (Replaced every 4 years /2 since we have 1 car per every 2 officers)
\$1,000	On-going training
\$1,267	Fuel (1/3 amount - we use 1 car per every 3 officers)
\$2,133	Vehicle Maintenance (1/3 amount - we use 1 car per every 3 officer)
\$83,207	Total ongoing annual cos
	** Note: This does not include any overtime for court appearances, etc.

Police Sgts	
Year 1 cost Per Police Sergeant (\$29,782/hour or \$61,947/year)	
\$103,745	FY 2018 Annual Salary + Benefits
\$9,340	One-time costs (uniform, portable radio, gun, vest, leather)
\$31,790	Vehicle + Equipment in Vehicle (1/2 cost - we add 1 car per every 2 Sgt)
\$144,875	Salary, Benefits, Vehicle, Equipment
\$4,500	Academy and other first year training costs
\$1,990	Fuel (1/2 amount - we use 1 car per every 2 Sgts) - generally travel fewer miles/year than Sgts
\$1,847	Vehicle Maintenance (1/2 amount - we use 1 car per every 2 Sgts) - fewer miles/year = less maint. needed
\$153,212	Total first year cost of adding a sergeant
	** Note: This does not include any overtime for court appearances, etc.
Annual On-going Costs Per Police Sgt	
\$103,745	Salary + Benefits
\$5,116	Vehicle + Equipment Replacement (Replaced every 4 years /2 since we have 1 car per every 2 officers)
\$1,000	On-going training
\$1,990	Fuel (1/2 amount - we use 1 car per every 2 Sgts) - generally travel fewer miles/year than Sgts
\$1,847	Vehicle Maintenance (1/2 amount - we use 1 car per every 2 Sgts) - fewer miles/year = less maint. needed
\$113,698	Total ongoing annual cost per sergeant
Vehicle Costs	
Tahoe/Interceptors (Fully Equipped)	Total Cost 4 Annual Cost \$12,325
Radar	\$0 10 \$0
Vehicle Radio	\$3,650 10 \$365
Mobile Video cameras	\$5,000 4 \$1,250
Mobile Data Terminals (MDTs) & Service	\$4,130 4 \$1,033
Mobile Printer/Card Reader	\$1,500 4 \$375
Total Vehicle Replacement Costs	\$63,580 \$15,348
Divided by 1 car per 3 officers	3 3
Vehicle + Equipment Costs Per Officer	\$21,193 \$5,116
Avg. Maintenance Costs/Vehicle	\$3,800
Avg Fuel Costs/Vehicle/Year	\$6,400

Year / Additions	2020	2021	2022	2023	2024	Total
12 Officers, 2 Sergeants.	12 officers, (\$1,345,500) 2 Sergeants. (\$306,424)	\$998,484 \$227,396	\$998,484 \$227,396	\$998,484 \$227,396	\$998,484 \$227,396	\$6,555,444
24 Officers, 4 Sergeants, 1 Lieutenant.	-	12 Officers. (\$1,345,500). 2 Sergeants. (\$306,424) 1 Lieutenant.	\$998,484 \$227,396	\$998,484 \$227,396	\$998,484 \$227,396	\$5,329,564
36 officers, 6 Sergeants, 1 Lieutenants.	-	-	12 Officers, 2 Sergeants.	\$998,484 \$227,396	\$998,484 \$227,396	\$4,103,684
48 Officers, 8 Sergeants, 2 Lieutenants	-	-	-	12 Officers, 2 Sergeants, 1 Lieutenant.	\$998,484 \$227,396	\$2,877,804
60 Officers, 10 Sergeants, 3 Lieutenants, 1 Assistant Chief.	-	-	-	-	12 Officers, 2 Sergeants, 1 Assistant Chief.	\$1,651,924
Total:	\$1,651,924	\$2,877,804	\$4,103,684	\$5,329,564	\$6,555,444	\$20,518,420

Thus, a bit over \$1.3 million additional revenue would be needed each of five years, for officer and sergeant positions to implement a citywide Community Oriented Policing program. When the associated support functions (lieutenants, records clerks, evidence technicians, and fleet mechanics) are included, the total rises to \$7 million by year five.

Also needed are pay increases and expanded Fire Department staffing. To fully fund the City Council's pay plan, the City needs approximately \$2.2 million more each year in revenue in the General Fund. With a five year phase in, this would total \$11 million in year five. A minimum of 15 additional firefighters are needed to adequately staff all 11 fire stations. This amounts to \$1.5 million per year in needed additional funding.

These three elements then total \$19.5 million needed by the end of five years, or \$3.9 million added each year for five years. A property tax rate increase of 0.1891 each year would be necessary to achieve these three goals (appropriately staff Police and Fire Departments and provide all staff with appropriate raises). Realtor.com lists the median home value in Columbia at \$215,000. Thus, $\$215,000 \times 0.19 = \$40,850 / 100 = 408.5 \times 0.1891 = \77.25 per year increase to property tax, or \$6.44 per month. Over the course of five years, the total annual increase in property taxes for the average homeowner would be \$386.24 (a little over \$32 per month). (\$139 per year for Community Oriented Policing - \$11.58 per month, \$218 for pay raises - \$18.17 per month and \$30 to adequately staff fire stations - \$2.50 per month)

7.0 Policies

The Columbia Police Department is currently working towards accreditation by CALEA (the Commission on Accreditation for Law Enforcement Agencies). CALEA is the gold standard for law enforcement agencies and was set up in 1979 as the accrediting agency for several executive law enforcement groups including:

International Association of Chiefs of Police (IACP)

National Organization of Black Law Enforcement Executives (NOBLE)

National Sheriffs' Association (NSA)

Police Executive Research Forum (PERF)

Nothing in this accreditation process prevents or hinders the implementation of Community Oriented Policing and it is an important step in getting the Police Department nationally accredited. Nothing in current CPD policy prevents Community Oriented Policing and many policies enable support and encourage Community Oriented Policing, including the bias-free policing policy and the response to resistance policy. There are strong liability and best practice reasons for CALEA accreditation.

Recommendation 6: There is no reason to modify current CPD policies or to interfere with the CALEA accreditation process which should continue towards accreditation of department policies and practices. This accreditation should assist with trust and efficacy of the police department as a CALEA department. The citizens of Columbia will know the department has been inspected and met the high bar of CALEA accreditation, and will be able to count itself among the best departments in the nation.

8.0 Evaluation Process

Resident Survey

Evaluation of Community Oriented Policing may be the most difficult step of this process. Being a philosophy and way of working rather than a program or unit makes measurable outcomes difficult to identify. Officers willing and directed to stop and have a conversation with a resident may leave the resident with a positive impression of that officer and an improved impression of the Department, but how can that be captured or measured? Citizen surveys conducted by the City on all City departments are dependant, like all surveys, on the citizen being motivated to complete the survey. Sadly, people happy with service often see no reason to complete a survey. That said, surveying residents on their satisfaction with service provision will be important.

Crime Statistics

There is a temptation to see crime statistics as a measure of Community Oriented Policing success. However, studies show mixed results of Community Oriented Policing reducing crime. Community Oriented Policing is about the police community relationship more than the reduction in crime. It's about how policing is delivered and delivered in partnership. Locally, the Community Outreach Unit experienced reductions in calls for service and reductions in crime in the strategic Plan neighborhoods they were assigned to. However, there was a statistical whiplash effect in following years with some areas have seen a small rise despite the trend being lower. CPD should be wary of the statistics if they value the relationship.

Service Audits

One method that is employed by the Lincoln Police Department is what they call Quality Service Audits or QSAs. While being labor intensive, this is an excellent way to have feedback on the service the department is providing. It also helps them make improvements and identify problems. Recruit officers and college interns recontact 150 people a month who have been stopped by the police, been arrested or received service. This involves several sliding scale questions and an opportunity to make a comment like, "Officer was respectful and professional, keep up the good work" etc. Like any business, restaurant, or service provider, this is a feedback function that is a command and management tool to assess and implement change as needed. For implementation of Community Oriented Policing, it would be very useful.

Regular Reporting of Progress

In addition to these, Police Department public information officers should be tasked with regularly reporting progress on implementing this plan. It should also include results to-date on the efforts.

9.0 Personnel

9.1 Staffing

There are several ratios for staffing police departments by population. They are adjusted for populations above and below 50,000 and 100,000 population etc. These are crude guides as populations vary from area to area and city to city in their policing needs. A retirement community of 100,000 doesn't need as much police service as a college town of 100,000. Population density is also a factor in staffing levels, as density appears to correlate with crime (they rise together).

Therefore, calls for service are a more accurate measure of the number of officers required. In Columbia, both the population and the calls for service measure for staffing show the city has outgrown the Columbia Police Department over the last 20 years. This situation is on track to worsen over the next five years as the population increase accelerates by over two thousand residents a year and funding for City services depletes with the reduction of income from sales tax, the major revenue source for City services.

Any transition to Community Oriented Policing will require considerable additional time and effort from a department already struggling to provide basic service. If the Police Department were directed to implement Community Oriented Policing without additional officers, any changes or gains in that direction would be short lived as the demand and population increase force the police to reduce further to only responding to emergency calls. In five years by current growth Columbia, will be a city of over 135,000 population. The Police Department as is cannot provide community oriented police services to a city with that population and the number of calls for service. In fact, with no new funding, the community policing CPD does now will have to be scrapped over time (a few years) as they become a 100 percent reactionary policing department, by the necessity of responding to 911 as the highest priority.

Additional resources are required across the department, not just officers in the public eye. For example, the detective unit has not increased in size in the same time the city population has increased by the size of Jefferson City. Should Columbia decide to increase the number of officers to serve the city, then CPD will be in need of more field training officers, sergeants, lieutenants, fleet mechanics, custodial staff, clerical support, evidence technicians, etc.

The Vice Narcotics and Organized Crime Unit (VNOC) is experiencing the national increase in opiate abuse and opiate-related deaths. The marijuana legalization debate has little to do with the national spike in heroin and Fentanyl deaths. While the addiction could, and often is, treated as a medical not a criminal matter by referral to the drug court, the distribution is a criminal and deadly activity in the city. In 2017, Columbia suffered 17 opiate-related deaths of young people. VNOC attempted to reduce this with three detectives. Two detectives are

seconded to federal agency task forces. More detectives are urgently needed to address the threat to life from the opiate epidemic.

Increasing the number of officers in Columbia will benefit the black community as they are disproportionately victimized by crime. The police having the time to work with communities of color to address the problems they identify is beneficial to the black community more than any other racial group in the city. Violent crime especially disproportionately effects the black community and proactive policing informed by good local knowledge with the support of the neighborhoods they work would benefit the black community in Columbia. More officers would create time in officers' shifts to have non-enforcement contact and build relationships with members of the black community, and also have time to follow up and give explanations for police actions and incidents allowing for procedural justice.

Recommendation 7: Increase staffing within the Columbia Police Department by 12 officers per year for the next five years to reduce calls for service per officer per year towards the average which would sufficiently staff the department to enable the transition to a Community Oriented Policing philosophy.

- ↪ *Mirrors Mayor's Task Force on Community Violence report recommendation 19 and 13.*
- ↪ *Mirrors Race Matters, Friends report on Community Oriented Policing 2018. Page 16, para 2.*
- ↪ *Mirrors Eric Anderson's report on the Columbia Police Department 2012. Page 7.*
- ↪ *Mirrors MU Organizational analysis of CPD November 2006. Page 7 Recommendation 7.*
- ↪ *Mirrors Columbia's Strategic Plan.*

9.2 Retention

It is impossible to gauge whether the Columbia Police Department has a retention problem or not. Of the last 20 officers to leave the Department prior to retirement, a large number have left for jobs outside law enforcement. Police officers nationally and locally are choosing to leave the profession. Recent changes to the pension, a big factor in retaining officers long term, may have increased the number of people leaving although several recent resignations were on the old, better pension. Several resignations are understood to be for family reasons or relocations based on significant others better paid employment requiring a relocation of the family. Columbia Police Department currently has better retention of employees than other City departments. Debate about the nature of millennials being a more transient workforce may or may not be another factor.

However, the Columbia Police Department has lost four officers and detectives to St. Louis County Police Department who have significantly better pay and raises for time served and specialist skills. St. Louis County achieved this by a ballot "Proposition P" solely for law enforcement officers, pay raises, vehicles, training and equipment. The ballot was strongly supported by the public in St. Louis County and passed with a 63 percent "yes" vote.

Interestingly, there is a similar level of support in the community for a public safety ballot but requires support from the Police Officers Association to pass.

“Fifty-eight percent of residents surveyed, who had an opinion, were ‘very likely’ or ‘likely’ to support a new permanent property tax to fund 30 additional police officers and 15 additional firefighters in the City of Columbia; 8 percent were ‘neutral,’ 13 percent were ‘not likely,’ and 22 percent were ‘not likely at all’ to support a new permanent property tax.” - 2017 Citizen Survey of Columbia residents

A somewhat unintended consequence of Community Oriented Policing is, in theory, it should help to retain officers. A varied and stimulating work environment where officers engage in non-enforcement contacts regularly and interact with the public to achieve shared goals and problem solve with the neighborhoods they serve is far healthier than repeatedly taking reports of each caller’s worst day, knowing you are unlikely to be able to follow up on the case.

Having the time and being directed to work a case through to its conclusion is far more satisfying than taking initial report after initial report and not seeing the outcome or the satisfaction of solving a crime in the officer’s area. True Community Oriented Policing helps retain quality officers and Community Oriented Policing requires quality officers.

Retention of veteran female officers may be an issue within the department. Several female officers have left recently with over five years experience. Statistically, this is concerning and should be looked into. Officers reflecting their community is important and retaining veteran officers is important for Community Oriented Policing.

9.3 Pay

Nobody becomes a police officer for the money. Those that do quickly learn there are easier and more sociable ways to make the same and more money without having to work nights, weekends, holidays, and children’s birthdays, ballgames and graduations. The starting salary for a Columbia Police officer is competitive with other comparable departments. There is significant differences, however, between a three, five, 10, and 15 year officer and sergeant at CPD compared to other departments (Benchmark city comparison). Officers pointed out several times that senior police officers training new officers were being paid the same. A comprehensive review of pay and comparison is outside the scope of this report. However, it is a significant issue within the department, as it is with all City departments, and officers and sergeants have not received a significant pay raise in the last 10 years. The average combined raise for benchmark city police departments over the same period is 14.5 percent. There is a small increase for shift differential but not for working weekends or holidays. A comparison with hospital nurses shift differential and holiday pay should be considered when pay is addressed. Officers do not receive any additional pay for extra responsibilities such as becoming a police training officer or a member of the SWAT team or other specialist skills requiring additional

responsibility and exposure to liability. When combined with a growing population, Columbia Police officers are expected to do more each year for less pay. Not a situation conducive to engaged motivated employees in any department, and certainly not conducive with Community Oriented Policing.

Recommendation 8: For a successful transition to Community Oriented Policing the problem of officers pay needs to be addressed. Asking officers to do more - Community Oriented Policing, yet providing such meager raises that don't even match inflation, is untenable. Competitive pay for current staff should be part of any future public safety ballot.

↪ Mirrors Mayor's Task Force on Community Violence report recommendation 20.

9.4 Performance Evaluations

“Performance evaluations need to be more meaningful and play a bigger role in advancement within the department. Officers should attain a certain level of customer service expertise before they can advance. Many evaluation criteria focus on the tactical part of policing, and very little accounts for how officers interact with their communities.”

- Major Cities Chiefs Association. 2016. Discussions on the President's Task Force on 21st Century Policing.

Currently, the Columbia Police Department uses a generic evaluation process from the City's Human Resources Department. This does not fit the police function well and officers and sergeants reported it should be changed to a more practical and applicable system. The process is seen to have little value as the result of the evaluation, good or bad, produces the same outcome; and due to a lack of funding, no performance-based raises have occurred or will for the foreseeable future. Also, It is not a significant factor when applying for promotion or specialty assignment. For Community Oriented Policing philosophy to be ingrained in the Department, it needs to be included in the annual evaluation process and Community Oriented Policing goals be consistently set across the Department.

Recommendation 9: Annual evaluations for all CPD employees should include a review of Community Oriented Policing work and set community oriented policing goals for the following year. This is crucial for the transition to a Community Oriented Policing philosophy throughout the department.

9.5 Promotions

Currently, the Police Department promotion process, from officer to sergeant, uses a scoring system based on an exam, timed written essay, and interview, including a presentation. Promotion from sergeant to lieutenant and above follow a similar format. While these do measure talents that are important for Community Oriented Policing, it could be improved. Currently, the content of an officer's career, including Community Oriented Policing, instructing, being a training officer, etc. does not give officers an advantage or score points in the process. An officer can do the minimum throughout their career and perform well in the exam, interview well, and become the top candidate despite a mediocre career which shows no body of Community Oriented Policing work or additional responsibility. For the Police Department to transition to a Community Oriented Policing department, it needs to demonstrate it values Community Oriented Policing throughout its promotion process by placing scored value on it, and it be known it is required for progression through the Department.

Recommendation 10: Include and value evidence of Community Oriented Policing and additional responsibilities in the promotion process both in the written exam and in the interview and presentation. This is crucial for the transition to a community oriented policing philosophy throughout the Department.

9.6 Training

"In crisis, we don't rise to the level of our expectations, we fall to the level of our training."

- Achilochos

Commissioned peace officers in the state of Missouri are required to complete a minimum of 24 hours of certified "Continuing Law Enforcement Education," the majority of this is delivered through "in-service training." Officers must complete this each year to maintain their certification as peace officers. Most officers train more than the minimum hours. Currently, the requirements include:

- Two hours on officer well-being, including mental health and/or physical health awareness
- Two hours on fair and impartial policing practices, including implicit bias recognition
- Two hours on handling persons with mental health or cognitive impairment issues
- Two hours on tactical training, which must include one or more of the following areas:
 - De-escalation techniques
 - Crisis management
 - Critical thinking
 - Social intelligence
- Training on racial profiling

This is the state required minimum to maintain certification. Columbia officers' total training throughout the year often far exceeds this. This training attempts to cover all aspects of the officer's job and maintain all their skills and certifications. Scheduling this training is a major task as every officer in training has to be covered by an officer working the street. Being short staffed generally, puts a strain on training and every hour has to be valuable and justified. When the Department becomes low on officers for whatever reason, this becomes increasingly difficult.

For police, training is constant and part of their supervision. In order to transition towards a Community Oriented Police department, the training of police officers and on-going training by supervisors in Community Oriented Police and the department philosophy is essential. It has been commented on by several police commanders in different departments that it takes the entire chain of command to implement Community Oriented Police, but only one or two supervisors to prevent its implementation. Department training is reflection of the philosophy, culture, and ethos of the department; and for police, training is part of their ongoing supervision.

A warning from history: JonBonet Ramsey homicide (Boulder, Colorado)

Boulder, Colorado has a population around 100,000 and a police department of 180 sworn officers. It is a state university town and, in many ways, comparable to Columbia. In 1993, Boulder got a new chief of police, Tom Koby. He was a community oriented police chief and pushed Community Oriented Policing as a philosophy throughout the department. The department's training became predominantly about Community Oriented Policing subjects and with training time constraints, other core skills training time was reduced.

On Dec. 25, 1996 Boulder Police responded to the scene of a missing child, JonBonet Ramsey. What happened in the next few hours is still a source of contention but it is agreed there were significant errors in the handling of the crime scene, control of the crime scene and the taking of initial witness statements.

Through a review of the incident by the Boulder Police Department, several lessons were learned. While Community Oriented Policing has value it cannot, and should not, replace the core and fundamental skills required of police officers. Officers' development and training should progress, covering essential skills to do the job towards Community Oriented Policing skills. Similar to Maslow's Hierarchy of Needs, an officer needs to become competent and familiar with the basics before progressing. Boulder Police command staff believe it is dangerous to let an enthusiasm for Community Oriented Policing reduce the emphasis and training time for officers on core and fundamental skills. It must be in addition to.

- Conversation with Deputy Chief Curtis Johnson of Boulder, Colorado Police Department

Several people suggested, both in the community meetings and through the online questionnaire, officers be trained on subjects that are now already mandatory requirements by POST, such as racial profiling awareness and mental health. However, for the Department to transition to a departmentwide philosophy of Community Oriented Policing, each training topic must be explained in the context of the Department's Community Oriented Policing philosophy without losing focus on the subject. For example, a defensive tactics class can teach wrist locks and takedowns and still be taught as part of a bigger picture of treating everyone with respect and only using those techniques when persuasion, advice and warning is found to be insufficient to obtain public co-operation (Peelian Principle six.) Not every training should be Community Oriented Policing, but every training can be framed in the Department philosophy, culture, ethos and context of Community Oriented Policing.

Recommendation 11: Community Oriented Policing philosophy should be a consistent theme throughout the training calendar year without reducing training time of core and fundamental skills. This has resource implications, but the department should be cautious of reducing other training and emphasis. Community Oriented Policing needs to be taught in addition to, not instead of.

- ↪ *Mirrors President's Task Force on 21st Century Policing recommendation: 5.6, 5.7, 5.8, 5.9*
- ↪ *Mirrors Mayor's Task Force on Community Violence recommendation; 17.*
- ↪ *Mirrors Race Matters, Friends report on Community Oriented Policing 2018. Page 5, para 5.*

10.0 Media, Social Media and Public Information Officers

“One of the dangers of the internet is people can have entirely different realities. They become cocooned in their information which reinforces their current biases.”

- President Barack Obama, 2017 interview

Policing in 2018 is coming to terms with the reality and power of social media to both engage with their communities and turn their communities against them and even create riots. The truth has become less important than being first and being selashious and shocking. Cities and departments can easily become victims of hate campaigns based on incidents that happened in other cities and even other countries or just flat falsehoods. The role of the public information officer has emerged as crucial to any police department trying to build positive relationships with their community and any department trying to implement Community Oriented Policing.

A recent online phenomenon is police departments participating in a “lip sync challenge.” While senior officers may scratch their heads and wonder if police officers are now expected to be entertainers as well as parents and social workers, the “lip sync challenge” does have many benefits for departments. A major problem departments have, and with a journalism school in Columbia, CPD has suffered from it more than most, is media making editorial decisions to be anti-police. Whatever information is provided to them it seems they negatively present the police. Social media provides a shortcut to people’s media feeds and a chance for departments to get the full story, context and message to them without it being edited or cut to fit the anti-police narrative. A cop and a cat video may seem silly and irrelevant but it can create tens of thousands of likes, shares, and new people subscribing and following the department page. This means thousands of people getting the full body camera video with the events leading up to a use of force, not just the few seconds the media present that makes the police officer look heavy handed.

There is also evidence building relationships with local media and having a “bank of goodwill” that can be drawn on when their cooperation is needed for major crimes or major events can be very beneficial. But, the work has to be done on the front end. Expecting cooperation without the relationship is less fruitful. The role of the public information officer in police departments has become essential. In Columbia, with its journalism school and young population it is especially valuable. CPD currently has two public information officer positions. These positions should focus on communication with the latest social media tools including Facebook Live, Instagram, Twitter, etc. Also, as awkward as it can sometimes be, the Department should become more accessible to all, by producing videos and printed material that allow the public to see the humanity of officers.

11.0 Officer Safety and Wellness

The Columbia Police Department recruiting process is lengthy. The background check involves interviews with family and friends. There is medical screenings, criminal background checks and psychological assessments to assess suitability for police work. An applicant's personal life must be unsullied. Drug use must be confessed to and not recent or major. A voice stress analysis (similar to a polygraph) is used to detect deception. Should applicants be successful, they face months of police academy training followed by months more of training and assessment by a unimpressed senior police officer or field training officer.

Having found these rare gems in communities who are willing to subject themselves to a career in law enforcement and managed to meet all the requirements, pass all the physical and academic tests of police training, the Columbia Police Department sends young rookie officers into the community to be dispatched to every kind of dysfunction stress, and horror the city has to offer. Injury accidents that may be the most intense and traumatic event in an adults year, or even entire life, are witnessed by officers frequently. Officers experience the secondary trauma of witnessing these incidents and exposed to the sadness and pain of others. The combination of domestic violence, assaults, injury, loss, death, children in poverty, neglect, abuse and, unfortunately, sometimes all three, has a damaging effect on the officers' morale, motivation and perspective. At the same time, shift patterns and weekend and holiday work is damaging their relationships, marriages and non-law enforcement friendships. "Office survival" as well as "officer survival" creates added wellness issues, referring to the internal department stressors created by perceptions of mistreatment and unfairness, communication problems and disrespect by superiors. Over time, and without being actively managed and recognized, this becomes damaging. And damaged officers can do damage to others in the community they are responsible for. If the community wants Columbia Police officers to deliver Community Oriented Policing, they have to be well enough to deliver it. To expect officers to be imaginative, lateral thinking, happy, problem solving employees, building relationships in neighborhoods is not realistic if their blood pressure goes up each day they come to work.

"My mission in life is not merely to survive, but to thrive; and to do so with some passion, some compassion, some humor, and some style."

- Maya Angelou

"Given the inherent and increasing stresses of policing, agencies also need to consider ways to physically and psychologically support their officers. Providing for officer safety requires a conscious investment. Participants suggested many different avenues for promoting safety and wellness, including psychological services, fitness programs, regular medical examinations, a mandatory seat belt and vest policy and driving training."

- Major Cities Chiefs Association. 2016. Discussions on the President's Task Force on 21st Century Policing.

11.1 Peer Support

Suicide is now the biggest killer of police officers in the United States. A 2018 study from the Ruderman Family Foundation reported the number of police officers who died by suicide was more than triple that of officers who were fatally shot in the line of duty. National Occupancy Mortality Surveillance found that police officers die from suicide 2.4 times more than from homicides. Officer suicide is a major issue for police commanders. A healthy workplace with an internal culture of trust, respect and emphasis on officer wellness beyond just officer survival is important in the implementation of Community Oriented Policing. Peer support programs have been shown to be effective as part of this and would be part of not just a community oriented police department, but a modern law enforcement agency generally.

11.2 Counseling Services

Community Oriented Policing requires stable, engaged and motivated officers. Due to the nature of the job and the trauma officers are constantly exposed to, there is often a need for officers to have access to counseling services. As a profession, police officers reportedly have a higher than normal divorce rate and the Columbia Police Department isn't an exception. Because of this, access to counselling services for officers in crisis, because of the job and its effect on officers lives, is necessary. The City and Police Department currently contract with Boone Hospital to provide an Employee Assistance Program (EAP) for officers and civilian employees. This is initially eight weeks for free, however, can be extended. This service is completely confidential and police supervisors are not made aware of a subordinate using this service. Officers report this is a quality service and have no doubts or fears of its confidentiality.

11.3 Psychological Evaluations

Applicants to become a police officer are subject to a thorough psychological examination and have to be approved by a psychiatrist for police work before being hired. However, this is not repeated unless requested as part of a fitness for duty, such as after an officer experiences a traumatic event.

Regular psychological evaluations have been called for repeatedly in recent years as part of public questioning of police use of deadly force around the country. Some departments now use a short psychological screening as part of their annual or bi-annual medical exam. Columbia Police Department should consider introducing such a screening to the annual physical exam. This may help to build trust and confidence in the Department.

11.4 Physical Fitness Standard

Few would disagree a healthy police officer is a happier police officer and more likely to engage in sports with neighborhood kids or be comfortable walking miles of sidewalk of their assigned neighborhood. Police work can be sedentary, interspersed with minutes of extreme physical activity. The sedentary workplace of desk and patrol car result in overweight officers with back and other health issues while simultaneously requiring officers to be able to sprint in heavy equipment and wrestle a combative suspect into custody is an issue. This paradox results in costly injuries both on patrol and in training. Not only does good health result in healthier employees, in the case of police officers it is a physical requirement of the job. The police officer job description states an officer must be able to run in equipment and effect a forcible arrest.

The Columbia Police Department currently does not have a physical fitness standard for employed officers.

Officers reported that having obese police officers is not a professional image for the department and had concerns about them being able to assist with a combative suspect.

Departments in Jefferson City, Springfield, the Kansas City area and the St. Louis area all have physical standards for police officers.

Recommendation 12: Columbia Police Department should maintain its availability of counselling services to officers, develop a peer support program, consider psychological evaluations as part of regular medical evaluations, and implement an annual physical fitness standard such as the Cooper Institute physical fitness standards. Collectively, this develops officer wellness beyond officer survival and helps with transparency, trust and accountability.

- ↪ *Mirrors President's Task Force on 21st Century Policing recommendation 6.2*
- ↪ *Mirrors Race Matters, Friends Community Oriented Policing report 2018. Page 19 para 2*

12.0 Conclusion

“Every society gets the kind of criminal it deserves. What is equally true is that every community gets the kind of Law Enforcement it insists on.”

- Robert Kennedy

The implementation of Community Oriented Policing is essentially an agreement between partners; the community, the City Council, its management and every member of the Police Department. It is a partnership, and as such, it will not succeed without commitment from all parties. The Police Department is ready, and it is willing. Unfortunately, it is not able. The community must provide the resources to create that ability if it wants policing to truly be community oriented.

As a gentleman commented at one of the neighborhood meetings “Is anyone against this?” Probably not. But as can be seen in other departments, it takes a lot of work, perseverance and most critically, time. Time that currently is in woefully short supply. However, loud the demand for Community Oriented Policing, without sufficient time, it can not be provided. Alternatively, a token resourcing of the Police Department can not provide a citywide solution. In that system, perversely, one must live in the most stressed neighborhoods to receive the best quality policing. Similarly, sufficient resources, without the right philosophy, gently but relentlessly applied throughout the department, will do nothing to transition to, or return to, a Community Oriented Policing department. This report has attempted to illustrate that the resources and the philosophy delivered together through strong commitment at all levels of the Department and supported by stakeholders is required. If Columbia wants a community oriented police department, it is completely within CPD’s power to make that so. This report provides the required elements to deliver it. The community only has to commit to it, or accept that they simply don’t want to pay for it.

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Appendix List

Appendix A: Final Report of the President’s Task Force on 21st Century Policing

Appendix B: Columbia Police Department Strategic Plan 2016-2019

Appendix C: Lincoln, Nebraska Police Department Strategic Plan 2017-2021

Appendix D: Mayor’s Task Force on Community Violence Recommendations November 2014

Appendix E: Department of Justice Office of Community Oriented Policing, Community Policing Defined

Appendix F: St. Louis County, Missouri Proposition P

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Appendix H: Race Matters, Friends Community Oriented Policing in Columbia Policy Report #1

Appendix I: Chief Ken Burton Paper on Community Policing

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Appendix K: Community Feedback

Appendix A

Final Report of the President's Task Force on
21st Century Policing

FINAL REPORT OF

THE PRESIDENT'S TASK FORCE ON
21ST CENTURY POLICING

MAY 2015

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FROM THE CO-CHAIRS

We wish to thank President Barack Obama for giving us the honor and privilege of leading his Task Force on 21st Century Policing. The task force was created to strengthen community policing and trust among law enforcement officers and the communities they serve—especially in light of recent events around the country that have underscored the need for and importance of lasting collaborative relationships between local police and the public. We found engaging with law enforcement officials, technical advisors, youth and community leaders, and nongovernmental organizations through a transparent public process to be both enlightening and rewarding, and we again thank the President for this honor.

Given the urgency of these issues, the President gave the task force an initial 90 days to identify best policing practices and offer recommendations on how those practices can promote effective crime reduction while building public trust. In this short period, the task force conducted seven public listening sessions across the country and received testimony and recommendations from a wide range of community and faith leaders, law enforcement officers, academics, and others to ensure its recommendations would be informed by a diverse range of voices. Such a remarkable achievement could not have been accomplished without the tremendous assistance provided by the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office), led by Director Ronald L. Davis, who also served as the executive director of the task force. We thank Director Davis for his leadership, as well as his chief of staff, Melanca Clark, and the COPS Office team that supported the operation and administration of the task force.

We also wish to extend our appreciation to the COPS Office's extremely capable logistical and technical assistance provider, Strategic Applications International (SAI), led by James and Colleen Cople. In addition to logistical support, SAI digested the voluminous information received from testifying witnesses and the public in record time and helped facilitate the task force's deliberations on recommendations for the President. We are also grateful for the thoughtful assistance of Darrel Stephens and Stephen Rickman, our technical advisors.

Most important, we would especially like to thank the hundreds of community members, law enforcement officers and executives, associations and stakeholders, researchers and academics, and civic leaders nationwide who stepped forward to support the efforts of the task force and to lend their experience and expertise during the development of the recommendations contained in this report. The passion and commitment shared by all to building strong relationships between law enforcement and communities became a continual source of inspiration and encouragement to the task force.

The dedication of our fellow task force members and their commitment to the process of arriving at consensus around these recommendations is also worth acknowledging. The task force members brought diverse perspectives to the table and were able to come together to engage in meaningful dialogue on emotionally charged issues in a respectful and effective manner. We believe the type of constructive dialogue we have engaged in should serve as an example of the type of dialogue that must occur in communities throughout the nation.

While much work remains to be done to address many longstanding issues and challenges—not only within the field of law enforcement but also within the broader criminal justice system—this experience has demonstrated to us that Americans are, by nature, problem solvers. It is our hope that the recommendations included here will meaningfully contribute to our nation's efforts to increase trust between law enforcement and the communities they protect and serve.

Charles H. Ramsey
Co-Chair

Laurie O. Robinson
Co-Chair



President Barack Obama joins members of the President's Task Force on 21st Century Policing for a group photo in the Oval Office, March 2, 2015.

OFFICIAL WHITE HOUSE PHOTO BY PETE SOUZA

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PHOTO: BRANDON TRAMEL

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Cincinnati Police Chief Jeffrey Blackwell welcomes the task force to the University of Cincinnati, January 30, 2015.

PHOTO: DEBORAH SPENCE

EXECUTIVE SUMMARY

Trust between law enforcement agencies and the people they protect and serve is essential in a democracy. It is key to the stability of our communities, the integrity of our criminal justice system, and the safe and effective delivery of policing services.

In light of recent events that have exposed rifts in the relationships between local police and the communities they protect and serve, on December 18, 2014, President Barack Obama signed an executive order establishing the Task Force on 21st Century Policing. The President charged the task force with identifying best practices and offering recommendations on how policing practices can promote effective crime reduction while building public trust.

This executive summary provides an overview of the recommendations of the task force, which met seven times in January and February of 2015. These listening sessions, held in Washington, D.C.; Phoenix, Arizona; and Cincinnati, Ohio, brought the 11 members of the task force together with more than 100 individuals from diverse stakeholder groups—law enforcement officers and executives, community members, civic leaders, advocates, researchers, academics, and others—in addition to many others who submitted written testimony to study the problems from all perspectives.

The task force recommendations, each with action items, are organized around six main topic areas or “pillars:” Building Trust and Legitimacy, Policy and Oversight, Technology and Social Media, Community Policing and Crime Reduction, Officer Training and Education, and Officer Safety and Wellness.

The task force also offered two overarching recommendations: the President should support the creation of a National Crime and Justice Task Force to examine all areas of criminal justice and pro-

pose reforms; as a corollary to this effort, the task force also recommends that the President support programs that take a comprehensive and inclusive look at community-based initiatives addressing core issues such as poverty, education, and health and safety.

Pillar One: Building Trust and Legitimacy

Building trust and nurturing legitimacy on both sides of the police/citizen divide is the foundational principle underlying the nature of relations between law enforcement agencies and the communities they serve. Decades of research and practice support the premise that people are more likely to obey the law when they believe that those who are enforcing it have authority that is perceived as legitimate by those subject to the authority. The public confers legitimacy only on those whom they believe are acting in procedurally just ways. In addition, law enforcement cannot build community trust if it is seen as an occupying force coming in from outside to impose control on the community. Pillar one seeks to provide focused recommendations on building this relationship.

Law enforcement culture should embrace a guardian—rather than a warrior—mindset to build trust and legitimacy both within agencies and with the public. Toward that end, law enforcement agencies should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with rank and file officers and with the citizens they serve. Law enforcement agencies should also establish a culture of transparency and accountability to build public trust and legitimacy. This is critical to ensuring decision making is understood and in accord with stated policy.

Law enforcement agencies should also proactively promote public trust by initiating positive non-enforcement activities to engage communities that typically have high rates of investigative and enforcement involvement with government agencies. Law enforcement agencies should also track and analyze the level of trust communities have in police just as they measure changes in crime. This can be accomplished through consistent annual community surveys. Finally, law enforcement agencies should strive to create a workforce that encompasses a broad range of diversity including race, gender, language, life experience, and cultural background to improve understanding and effectiveness in dealing with all communities.

Pillar Two: Policy and Oversight

Pillar two emphasizes that if police are to carry out their responsibilities according to established policies, those policies must reflect community values. Law enforcement agencies should collaborate with community members, especially in communities and neighborhoods disproportionately affected by crime, to develop policies and strategies for deploying resources that aim to reduce crime by improving relationships, increasing community engagement, and fostering cooperation.

To achieve this end, law enforcement agencies should have clear and comprehensive policies on the use of force (including training on the importance of de-escalation), mass demonstrations (including the appropriate use of equipment, particularly rifles and armored personnel carriers), consent before searches, gender identification, racial profiling, and performance measures—among others such as external and independent investigations and prosecutions of officer-involved shootings and other use of force situations and in-custody deaths. These policies should also include provisions for the collection of demographic

data on all parties involved. All policies and aggregate data should be made publicly available to ensure transparency.

To ensure policies are maintained and current, law enforcement agencies are encouraged to periodically review policies and procedures, conduct nonpunitive peer reviews of critical incidents separate from criminal and administrative investigations, and establish civilian oversight mechanisms with their communities.

Finally, to assist law enforcement and the community achieve the elements of pillar two, the U.S. Department of Justice, through the Office of Community Oriented Policing Services (COPS Office) and Office of Justice Programs (OJP), should provide technical assistance and incentive funding to jurisdictions with small police agencies that take steps toward interagency collaboration, shared services, and regional training. They should also partner with the International Association of Directors of Law Enforcement Standards and Training (IADLEST) to expand its National Decertification Index to serve as the National Register of Decertified Officers with the goal of covering all agencies within the United States and its territories.

Pillar Three: Technology & Social Media

The use of technology can improve policing practices and build community trust and legitimacy, but its implementation must be built on a defined policy framework with its purposes and goals clearly delineated. Implementing new technologies can give police departments an opportunity to fully engage and educate communities in a dialogue about their expectations for transparency, accountability, and privacy. But technology changes quickly in terms of new hardware, software, and other options. Law enforcement agencies and leaders need to be able

to identify, assess, and evaluate new technology for adoption and do so in ways that improve their effectiveness, efficiency, and evolution without infringing on individual rights.

Pillar three guides the implementation, use, and evaluation of technology and social media by law enforcement agencies. To build a solid foundation for law enforcement agencies in this field, the U.S. Department of Justice, in consultation with the law enforcement field, should establish national standards for the research and development of new technology including auditory, visual, and biometric data, “less than lethal” technology, and the development of segregated radio spectrum such as FirstNet. These standards should also address compatibility, interoperability, and implementation needs both within local law enforcement agencies and across agencies and jurisdictions and should maintain civil and human rights protections. Law enforcement implementation of technology should be designed considering local needs and aligned with these national standards. Finally, law enforcement agencies should adopt model policies and best practices for technology-based community engagement that increases community trust and access.

Pillar Four: Community Policing & Crime Reduction

Pillar four focuses on the importance of community policing as a guiding philosophy for all stakeholders. Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should, therefore, work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community. Specifically, law enforcement agencies should develop and adopt policies and strategies that reinforce the importance of com-

munity engagement in managing public safety. Law enforcement agencies should also engage in multidisciplinary, community team approaches for planning, implementing, and responding to crisis situations with complex causal factors.

Communities should support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all—especially the most vulnerable, such as children and youth most at risk for crime or violence. Law enforcement agencies should avoid using law enforcement tactics that unnecessarily stigmatize youth and marginalize their participation in schools (where law enforcement officers should have limited involvement in discipline) and communities. In addition, communities need to affirm and recognize the voices of youth in community decision making, facilitate youth participation in research and problem solving, and develop and fund youth leadership training and life skills through positive youth/police collaboration and interactions.

Pillar Five: Training & Education

As our nation becomes more pluralistic and the scope of law enforcement’s responsibilities expands, the need for expanded and more effective training has become critical. Today’s line officers and leaders must be trained and capable to address a wide variety of challenges including international terrorism, evolving technologies, rising immigration, changing laws, new cultural mores, and a growing mental health crisis.

Pillar five focuses on the training and education needs of law enforcement. To ensure the high quality and effectiveness of training and education, law enforcement agencies should engage community members, particularly those with special expertise, in the training process and provide leadership training to all personnel throughout their careers.

To further assist the training and educational needs of law enforcement, the Federal Government should support the development of partnerships with training facilities across the country to promote consistent standards for high quality training and establish training innovation hubs involving universities and police academies. A national postgraduate institute of policing for senior executives should be created with a standardized curriculum preparing participants to lead agencies in the 21st century.

One specific method of increasing the quality of training would be to ensure that Peace Officer and Standards Training (POST) boards include mandatory Crisis Intervention Training (CIT), which equips officers to deal with individuals in crisis or living with mental disabilities, as part of both basic recruit and in-service officer training—as well as instruction in disease of addiction, implicit bias and cultural responsiveness, policing in a democratic society, procedural justice, and effective social interaction and tactical skills.

Pillar Six: Officer Wellness & Safety

The wellness and safety of law enforcement officers is critical not only for the officers, their colleagues, and their agencies but also to public safety. Pillar six emphasizes the support and proper implementation of officer wellness and safety as a multi-partner effort.

The U.S. Department of Justice should enhance and further promote its multi-faceted officer safety and wellness initiative. Two specific strategies recommended for the U.S. Department of Justice include (1) encouraging and assisting departments in the implementation of scientifically supported shift lengths by law enforcement and (2) expanding efforts to collect and analyze data not only on officer deaths but also on injuries and “near misses.”

Law enforcement agencies should also promote wellness and safety at every level of the organization. For instance, every law enforcement officer should be provided with individual tactical first aid kits and training as well as anti-ballistic vests. In addition, law enforcement agencies should adopt policies that require officers to wear seat belts and bullet-proof vests and provide training to raise awareness of the consequences of failure to do so. Internal procedural justice principles should be adopted for all internal policies and interactions. The Federal Government should develop programs to provide financial support for law enforcement officers to continue to pursue educational opportunities. Finally, Congress should develop and enact peer review error management legislation.

Implementation Recommendations

The administration, through policies and practices already in place, can start right now to move forward on the recommendations contained in this report. The President should direct all federal law enforcement agencies to implement the task force recommendations to the extent practicable, and the U.S. Department of Justice should explore public-private partnership opportunities with foundations to advance implementation of the recommendations. Finally, the COPS Office and OJP should take a series of targeted actions to assist the law enforcement field in addressing current and future challenges.

Conclusion

The members of the Task Force on 21st Century Policing are convinced that the concrete recommendations contained in this publication will bring long-term improvements to the ways in which law enforcement agencies interact with and bring positive change to their communities.

INTRODUCTION

“When any part of the American family does not feel like it is being treated fairly, that’s a problem for all of us.”

—President Barack Obama

Trust between law enforcement agencies and the people they protect and serve is essential in a democracy. It is key to the stability of our communities, the integrity of our criminal justice system, and the safe and effective delivery of policing services.

In light of the recent events that have exposed rifts in the relationships between local police and the communities they protect and serve, on December 18, 2014, President Barack Obama signed Executive Order 13684 establishing the Task Force on 21st Century Policing.

In establishing the task force, the President spoke of the distrust that exists between too many police departments and too many communities—the sense that in a country where our basic principle is equality under the law, too many individuals, particularly young people of color, do not feel as if they are being treated fairly.

“When any part of the American family does not feel like it is being treated fairly, that’s a problem for all of us,” said the President. “It’s not just a problem for some. It’s not just a problem for a particular community or a particular demographic. It means that we are not as strong as a country as we can be. And when applied to the criminal justice system, it means we’re not as effective in fighting crime as we could be.”

These remarks underpin the philosophical foundation for the Task Force on 21st Century Policing: to build trust between citizens and their peace officers so that all components of a community are treating one another fairly and justly and are invested in maintaining public safety in an atmosphere of mutual respect. Decades of research and practice tell us that the public cares as much about how police interact with them as they care about the outcomes that legal actions produce. People are more likely to obey the law when they believe those who are enforcing it have the right—the legitimate authority—to tell them what to do.² Building trust and legitimacy, therefore, is not just a policing issue. It involves all components of the criminal justice system and is inextricably bound to bedrock issues affecting the community such as poverty, education, and public health.

The mission of the task force was to examine ways of fostering strong, collaborative relationships between local law enforcement and the communities they protect and to make recommendations to the President on ways policing practices can promote effective crime reduction while building public trust. The President selected members of the task force based on their ability to contribute to its mission because of their relevant perspective, experience, or subject matter expertise in policing, law enforcement and community relations, civil rights, and civil liberties.

2. T.R. Tyler, *Why People Obey the Law* (New Haven, CT: Yale University Press, 1990); M.S. Frazer, *The Impact of the Community Court Model on Defendant Perceptions of Fairness: A Case Study at the Red Hook Community Justice Center* (New York: Center for Court Innovation, 2006).

The task force was given 90 days to conduct hearings, review the research, and make recommendations to the President, so its focus was sharp and necessarily limited. It concentrated on defining the cross-cutting issues affecting police-community interactions, questioning the contemporary relevance and truth about long-held assumptions regarding the nature and methods of policing, and identifying the areas where research is needed to highlight examples of evidence-based policing practices compatible with present realities.

To fulfill this mission, the task force convened seven listening sessions to hear testimony—including recommendations for action—from government officials; law enforcement officers; academic experts; technical advisors; leaders from established nongovernmental organizations, including grass-roots movements; and any other members of the public who wished to comment. The listening sessions were held in Washington, D.C., January 13; Cincinnati, Ohio, January 30–31; Phoenix, Arizona, February 13–14; and again in Washington, D.C., February 23–24. Other forms of outreach included a number of White House listening sessions to engage other constituencies, such as people with disabilities, the LGBTQ community, and members of the armed forces, as well as careful study of scholarly articles, research reports, and written contributions from informed experts in various fields relevant to the task force's mission.

Each of the seven public listening sessions addressed a specific aspect of policing and police-community relations, although cross-cutting issues and concerns made their appearance at every session. At the first session, **Building Trust and Legitimacy**, the topic of procedural justice was discussed as a foundational necessity in building public trust. Subject matter experts also testified as to the meaning of “community po-

licing” in its historical and contemporary contexts, defining the difference between implicit bias and racial discrimination—two concepts at the heart of perceived difficulties between police and the people. Witnesses from community organizations stressed the need for more police involvement in community affairs as an essential component of their crime fighting duties. Police officers gave the beat cop's perspective on protecting people who do not respect their authority, and three big-city mayors told of endemic budgetary obstacles to addressing policing challenges.

The session on **Policy and Oversight** again brought witnesses from diverse police forces (both chiefs and union representatives), from law and academia, and from established civil rights organizations and grass-root groups. They discussed use of force from the point of view of both research and policy and internal and external oversight; explained how they prepare for and handle mass demonstrations; and pondered culture and diversity in law enforcement. Witnesses filled the third session, on **Technology and Social Media**, with testimony on the use of body-worn cameras and other technologies from the angles of research and legal considerations, as well as the intricacies of implementing new technologies in the face of privacy issues. They discussed the ever-expanding ubiquity of social media and its power to work both for and against policing practice and public safety.

The **Community Policing and Crime Reduction** listening session considered current research on the effectiveness of community policing on bringing down crime, as well as building up public trust. Task force members heard detailed descriptions of the methods used by chiefs in cities of varying sizes to implement effective community policing in their jurisdictions over a number of years. They also heard from a panel of young people about their encounters with the criminal justice system

and the lasting effects of positive interactions with police through structured programs as well as individual relationships. The fifth listening session considered **Training and Education** in law enforcement over an officer's entire career—from recruitment through basic training to in-service training—and the support, education, and training of supervisors, leaders, and managers. Finally, the panel on **Officer Safety and Wellness** considered the spectrum of mental and physical health issues faced by police officers from the day-to-day stress of the job, its likely effect on an officer's physical health, and the need for mental health screening to traffic accidents, burnout, suicide, and how better to manage these issues to determine the length of an officer's career.

A listening session on the **Future of Community Policing** concluded the task force's public sessions and was followed by the deliberations leading to the recommendations that follow on ways to research, improve, support, and implement policies and procedures for effective policing in the 21st century.

Many excellent and specific suggestions emerged from these listening sessions on all facets of policing in the 21st century, but many questions arose as well. Paramount among them was how to bring unity of purpose and consensus on best practices to a nation with 18,000 separate law enforcement agencies and a strong history of a preference for local control of local issues. It became very clear that it is time for a comprehensive and multifaceted examination of all the interrelated parts of the criminal justice system and a focused investigation into how poverty, lack of education, mental health, and other social conditions cause or intersect with criminal behavior. We propose two overarching recommendations that will seek the answers to these questions.

0.1 OVERARCHING RECOMMENDATION: The President should support and provide funding for the creation of a National Crime and Justice Task Force to review and evaluate all components of the criminal justice system for the purpose of making recommendations to the country on comprehensive criminal justice reform.

Several witnesses at the task force's listening sessions pointed to the fact that police represent the "face" of the criminal justice system to the public. Yet police are obviously not responsible for laws or incarceration policies that many citizens find unfair. This misassociation leads us to call for a broader examination of such issues as drug policy, sentencing and incarceration, which are beyond the scope of a review of police practices.

This is not a new idea.

In the 1967 President's Commission on Law Enforcement and Administration of Justice report, *The Challenge of Crime in a Free Society*, one of the major findings stated, "Officials of the criminal justice system . . . must re-examine what they do. They must be honest about the system's shortcomings with the public and with themselves."³

The need to establish a formal structure to take a continuous look at criminal justice reform in the context of broad societal issues has never faded from public consciousness. When former Senator Jim Webb (D-VA) introduced legislation to create the National Criminal Justice Commission in 2009, a number of very diverse organizations from the Major Cities Chiefs Association, the Fraternal Order of Police, the National Sheriffs Association, and the National District Attorneys Association to Human Rights Watch, the American Civil Liberties Union,

3. The President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society* (Washington, DC: U.S. Government Printing Office, 1967), 15, <https://www.ncjrs.gov/pdffiles1/nij/42.pdf>.



A panel of community voices with Allie Bones, Renaldo Fowler, Keeshan Harley, Andrea Ritchie, and Linda Sarsour, Phoenix, February 14, 2015.

PHOTO: DEBORAH SPENCE

and the National Association for the Advancement of Colored People all supported it. This legislation would have authorized a national criminal justice commission to conduct a comprehensive review of the criminal justice system by a bipartisan panel of stakeholders, policymakers, and experts that would make thoughtful, evidence-based recommendations for reform. The bill received strong bipartisan support and passed the House but never received a final vote.

More recently, a number of witnesses raised the idea of a national commission at the task force's listening sessions—notably Richard Beary, president of the International Association of Chiefs of Police (IACP), who said,

For over 20 years, the IACP has called for the creation of a National Commission on Criminal Justice to develop across-the-board improvements to the criminal justice system in order to address current challenges and to increase the efficiency and effectiveness of the entire criminal justice community. A deep dive into community-police relations is only one part of this puzzle. We must explore other aspects of the criminal justice system that need to be revamped and further contribute to today's challenges.⁴

4. Listening Session on Building Trust and Legitimacy (oral testimony of Richard Beary, president, IACP, for the President's Task Force on 21st Century Policing, Washington, DC, January 13–14, 2015).

And Jeremy Travis, president of John Jay College of Criminal Justice, added, in the final listening session,

You said it is time to look at the criminal justice system, and actually I would broaden the scope. We have this question of how to reintegrate into our society those who have caused harms . . . It is not just the system but these big, democratic, societal questions that go to government functions and how we deal with conflict as well.⁵

0.2 OVERARCHING RECOMMENDATION:

The President should promote programs that take a comprehensive and inclusive look at community-based initiatives that address the core issues of poverty, education, health, and safety.

As is evident from many of the recommendations in this report, the justice system alone cannot solve many of the underlying conditions that give rise to crime. It will be through partnerships across sectors and at every level of government that we will find the effective and legitimate long-term solutions to ensuring public safety.

5. Listening Session on the Future of Community Policing (oral testimony of Jeremy Travis, president, John Jay College of Criminal Justice, for the President's Task Force on 21st Century Policing, Washington, DC, January 24, 2015).

PILLAR 1. BUILDING TRUST & LEGITIMACY

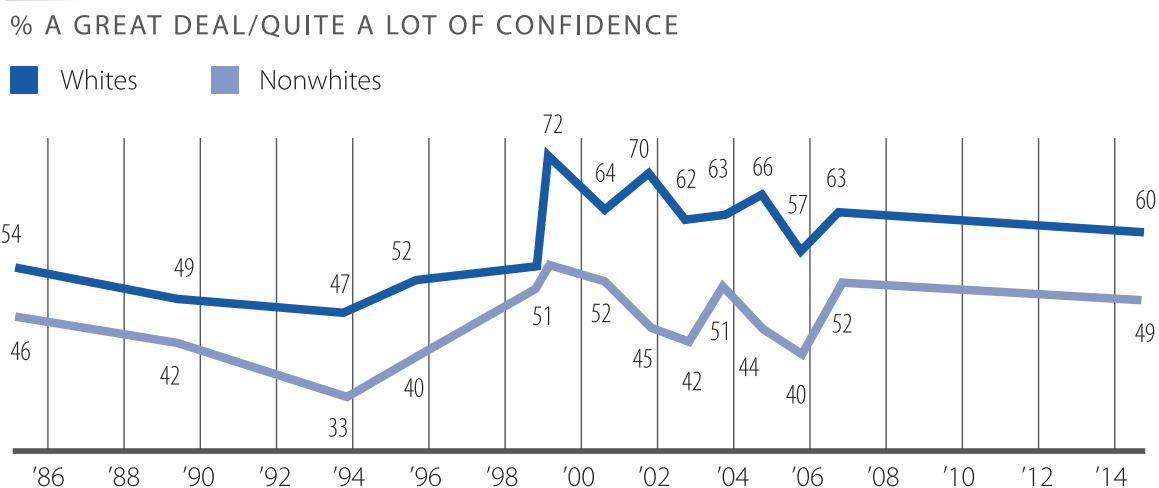
People are more likely to obey the law when they believe that those who are enforcing it have the legitimate authority to tell them what to do The public confers legitimacy only on those they believe are acting in procedurally just ways.

Building trust and nurturing legitimacy on both sides of the police-citizen divide is not only the first pillar of this task force’s report but also the foundational principle underlying this inquiry into the nature of relations between law enforcement and the communities they serve. Since the 1990s, policing has become more effective, better equipped, and better organized to tackle crime. Despite this, Gallup polls show the public’s confidence in police work has remained flat, and among some populations of color, confidence has declined.⁶

This decline is in addition to the fact that non-Whites have always had less confidence in law enforcement than Whites, likely because “the poor and people of color have felt the greatest impact of mass incarceration,” such that for “too many poor citizens and people of color, arrest and imprisonment have become an inevitable and seemingly unavoidable part of the American experience.”⁷ Decades of research and practice support the premise that people are more likely to obey the law when they believe that those

Figure 1. Confidence in police to protect them from violent crime, U.S. Whites vs. non-Whites

How much confidence do you have in the ability of the police to protect you from violent crime—a great deal, quite a lot, not very much, or none at all?



Source: Justin McCarthy, “Nonwhites Less Likely” (see note 6).

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6. Justin McCarthy, “Nonwhites Less Likely to Feel Police Protect and Serve Them,” *Gallup: Politics*, November 17, 2014, <http://www.gallup.com/poll/179468/nonwhites-less-likely-feel-police-protect-serve.aspx>.

7. Bryan Stevenson, “Confronting Mass Imprisonment and Restoring Fairness to Collateral Review of Criminal Cases,” *Harvard Civil Rights-Civil Liberties Law Review* 41 (Summer 2006): 339–367.

who are enforcing it have the legitimate authority to tell them what to do. But the public confers legitimacy only on those they believe are acting in procedurally just ways.

Procedurally just behavior is based on four central principles:

1. Treating people with dignity and respect
2. Giving individuals “voice” during encounters
3. Being neutral and transparent in decision making
4. Conveying trustworthy motives⁸

Research demonstrates that these principles lead to relationships in which the community trusts that officers are honest, unbiased, benevolent, and lawful. The community therefore feels obligated to follow the law and the dictates of legal authorities and is more willing to cooperate with and engage those authorities because it believes that it shares a common set of interests and values with the police.⁹

There are both internal and external aspects to procedural justice in policing agencies. Internal procedural justice refers to practices within an agency and the relationships officers have with their colleagues and leaders. Research on internal procedural justice tells us that officers who feel respected by their supervisors and peers are more likely to accept departmental policies, understand decisions, and comply with them voluntarily.¹⁰ It

follows that officers who feel respected by their organizations are more likely to bring this respect into their interactions with the people they serve.

External procedural justice focuses on the ways officers and other legal authorities interact with the public and how the characteristics of those interactions shape the public’s trust of the police. It is important to understand that a key component of external procedural justice—the practice of fair and impartial policing—is built on understanding and acknowledging human biases,¹¹ both explicit and implicit.

All human beings have biases or prejudices as a result of their experiences, and these biases influence how they might react when dealing with unfamiliar people or situations. An explicit bias is a conscious bias about certain populations based upon race, gender, socioeconomic status, sexual orientation, or other attributes.¹² Common sense shows that explicit bias is incredibly damaging to police-community relations, and there is a growing body of research evidence that shows that implicit bias—the biases people are not even aware they have—is harmful as well.

Witness Jennifer Eberhardt said,

Bias is not limited to so-called “bad people.” And it certainly is not limited to police officers. The problem is a widespread one that arises from history, from culture, and from racial inequalities that still pervade our society and are especially salient in the context of criminal justice.¹³

8. Lorraine Mazerolle, Sarah Bennett, Jacqueline Davis, Elise Sargeant, and Matthew Manning, “Legitimacy in Policing: A Systematic Review,” *The Campbell Collection Library of Systematic Reviews* 9 (Oslo, Norway: The Campbell Collaboration, 2013).

9. Tom Tyler, Jonathon Jackson, and Ben Bradford, “Procedural Justice and Cooperation,” in *Encyclopedia of Criminology and Criminal Justice*, eds. Gerben Bruinsma and David Weisburd (New York: Springer, 2014), 4011–4024.

10. Nicole Haas et al., “Explaining Officer Compliance: The Importance of Procedural Justice and Trust inside a Police Organization,” *Criminology and Criminal Justice* (January 2015), doi: 10.1177/1748895814566288; COPS Office, “Comprehensive Law Enforcement Review: Procedural Justice and Legitimacy,” accessed February 28, 2015, <http://www.cops.usdoj.gov/pdf/taskforce/Procedural-Justice-and-Legitimacy-LE-Review-Summary.pdf>.

11. Lorie Fridell, “This is Not Your Grandparents’ Prejudice: The Implications of the Modern Science of Bias for Police Training,” *Translational Criminology* (Fall 2013):10–11.

12. Susan Fiske, “Are We Born Racist?” *Greater Good* (Summer 2008):14–17.

13. Listening Session on Building Trust and Legitimacy (oral testimony of Jennifer Eberhardt for the President’s Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

To achieve legitimacy, mitigating implicit bias should be a part of training at all levels of a law enforcement organization to increase awareness and ensure respectful encounters both inside the organization and with communities.

The first witnesses at the task force sessions on the first pillar also directly addressed the need for a change in the culture in which police do their work: the use of disrespectful language and the implicit biases that lead officers to rely upon race in the context of stop and frisk. They addressed the need for police officers to find how much they have in common with the people they serve—not the lines of authority they may perceive to separate them—and to continue with enduring programs proven successful over many years.

Several speakers stressed the continuing need for civilian oversight and urged more research into proving ways it can be most effective. And many spoke to the complicated issue of diversity in recruiting, especially Sherrilyn Ifill, who said of youth in poor communities,

By the time you are 17, you have been stopped and frisked a dozen times. That does not make that 17-year-old want to become a police officer The challenge is to transform the idea of policing in communities among young people into something they see as honorable. They have to see people at local events, as the person who lives across the street, not someone who comes in and knows nothing about my community.¹⁴

The task force's specific recommendations that follow offer practical ways agencies can act to promote legitimacy.

14. Listening Session on Building Trust and Legitimacy (oral testimony of Sherrilyn Ifill, president and director-counsel, NAACP Legal Defense and Educational Fund, Inc., for the President's Task Force on 21st Century Policing, Washington, DC, January 13, 2015); "Statement by the NAACP Legal Defense and Educational Fund, Inc." (written testimony submitted for listening session at Washington, DC, January 13, 2015).

1.1 RECOMMENDATION: Law enforcement culture should embrace a guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs' departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens they serve.

How officers define their role will set the tone for the community. As Plato wrote, "In a republic that honors the core of democracy—the greatest amount of power is given to those called Guardians. Only those with the most impeccable character are chosen to bear the responsibility of protecting the democracy."

Law enforcement cannot build community trust if it is seen as an occupying force coming in from outside to rule and control the community.

As task force member Susan Rahr wrote,

In 2012, we began asking the question, "Why are we training police officers like soldiers?" Although police officers wear uniforms and carry weapons, the similarity ends there. The missions and rules of engagement are completely different. The soldier's mission is that of a warrior: to conquer. The rules of engagement are decided before the battle. The police officer's mission is that of a guardian: to protect. The rules of engagement evolve as the incident unfolds. Soldiers must follow orders. Police officers must make independent decisions. Soldiers come into communities as an outside, occupying force. Guardians are members of the community, protecting from within.¹⁵

There's an old saying, "Organizational culture eats policy for lunch." Any law enforcement

15. Sue Rahr, "Transforming the Culture of Policing from Warriors to Guardians in Washington State," *International Association of Directors of Law Enforcement Standards and Training Newsletter* 25, no. 4 (2014): 3–4; see also Sue Rahr and Stephen K. Rice, "From Warriors to Guardians: Recommitting American Police Culture to Democratic Ideals," *New Perspectives in Policing Bulletin* (Washington, DC: National Institute of Justice, 2015), NCJ 248654, <http://www.hks.harvard.edu/content/download/76023/1708385/version/1/file/WarriorstoGuardians.pdf>.

organization can make great rules and policies that emphasize the guardian role, but if policies conflict with the existing culture, they will not be institutionalized and behavior will not change. In police work, the vast majority of an officer's work is done independently outside the immediate oversight of a supervisor. But consistent enforcement of rules that conflict with a military-style culture, where obedience to the chain of command is the norm, is nearly impossible. Behavior is more likely to conform to culture than rules.

The culture of policing is also important to the proper exercise of officer discretion and use of authority, as task force member Tracey Meares has written.¹⁶ The values and ethics of the agency will guide officers in their decision-making process; they cannot simply rely on rules and policy to act in encounters with the public. Good policing is more than just complying with the law. Sometimes actions are perfectly permitted by policy, but that does not always mean an officer should take those actions. Adopting procedural justice as the guiding principle for internal and external policies and practices can be the underpinning of a change in culture and should contribute to building trust and confidence in the community.

1.2 RECOMMENDATION: Law enforcement agencies should acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust.

At one listening session, a panel of police chiefs described what they had been doing in recent years to recognize and own their history and to change the culture within both their police forces and their communities.

16. Tracey L. Meares, "Rightful Policing," *New Perspectives in Policing Bulletin* (Washington, DC: National Institute of Justice, 2015), NCJ 248411, <http://www.hks.harvard.edu/content/download/74084/1679313/version/4/file/RightfulPolicing.pdf>.

Baltimore Police Commissioner Anthony Batts described the process in his city:

The process started with the commissioning of a study to evaluate the police department and the community's views of the agency The review uncovered broken policies, outdated procedures, outmoded technology, and operating norms that put officers at odds with the community they are meant to serve. It was clear that dramatic and dynamic change was needed.¹⁷

Ultimately, the Baltimore police created the Professional Standards and Accountability Bureau, tasked with rooting out corruption, holding officers accountable, and implementing national best practices for polices and training. New department heads were appointed and a use of force review structure based on the Las Vegas model was implemented. "These were critical infrastructure changes centered on the need to improve the internal systems that would build accountability and transparency, inside and outside the organization," noted Commissioner Batts.¹⁸

1.2.1 ACTION ITEM: The U.S. Department of Justice should develop and disseminate case studies that provide examples where past injustices were publicly acknowledged by law enforcement agencies in a manner to help build community trust.

1.3 RECOMMENDATION: Law enforcement agencies should establish a culture of transparency and accountability in order to build public trust and legitimacy. This will help ensure decision making is understood and in accord with stated policy.

17. Listening Session on Community Policing and Crime Reduction: Building Community Policing Organizations (oral testimony of Anthony Batts, commissioner, Baltimore Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

18. *Ibid.*

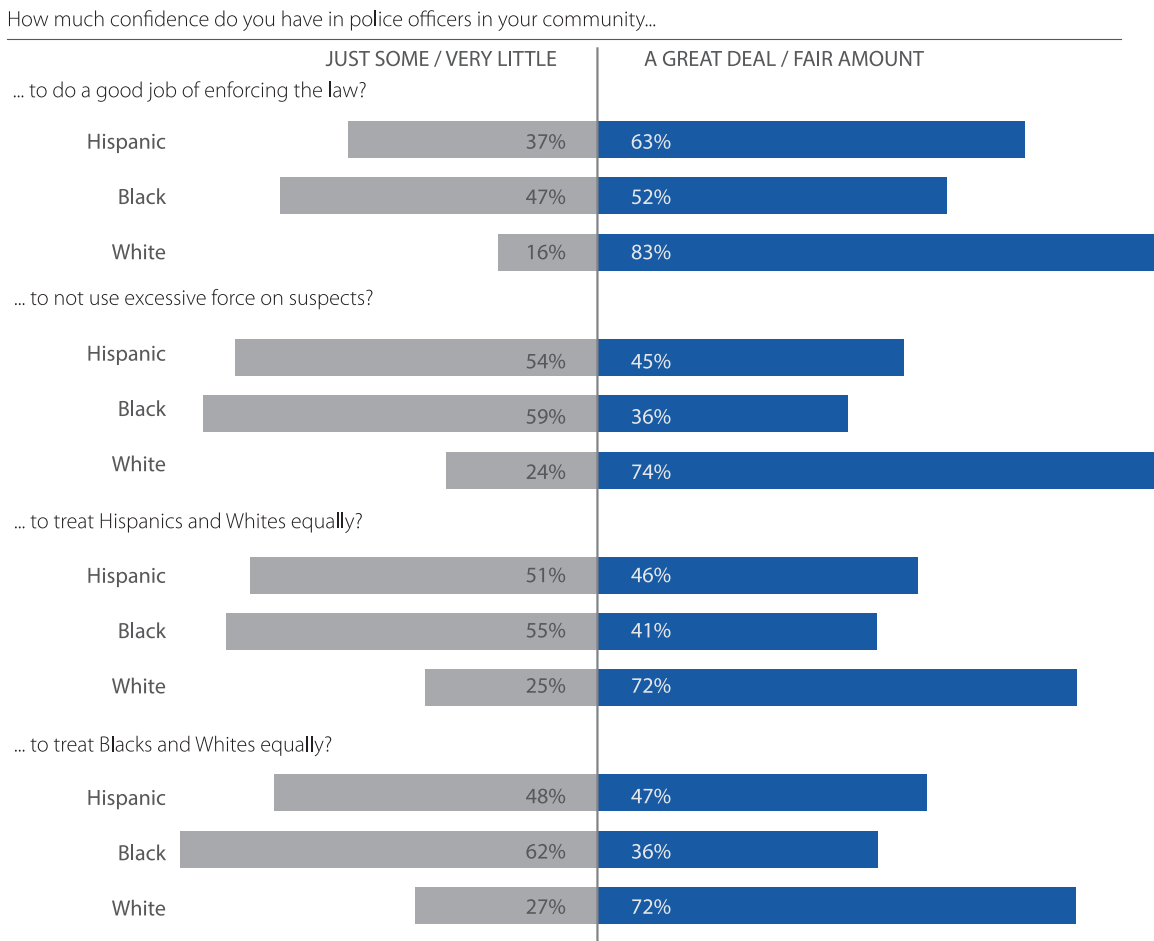
1.3.1 ACTION ITEM: To embrace a culture of transparency, law enforcement agencies should make all department policies available for public review and regularly post on the department’s website information about stops, summonses, arrests, reported crime, and other law enforcement data aggregated by demographics.

with citizens and the media swiftly, openly, and neutrally, respecting areas where the law requires confidentiality.

One way to promote neutrality is to ensure that agencies and their members do not release background information on involved parties. While a great deal of information is often publicly available, this information should not be proactively distributed by law enforcement.

1.3.2 ACTION ITEM: When serious incidents occur, including those involving alleged police misconduct, agencies should communicate

Figure 2. Community members’ confidence in their police officers



Note: Survey conducted August 20–24, 2014. Voluntary responses of “None” and “Don’t know/Refused” not shown. Blacks and Whites include only non-Hispanics. Hispanics are of any race.

Source: Jens Manuel Krogstad, “Latino Confidence in Local Police Lower than among Whites,” Pew Research Center, August 28, 2014, <http://www.pewresearch.org/fact-tank/2014/08/28/latino-confidence-in-local-police-lower-than-among-whites/>.

1.4 RECOMMENDATION: Law enforcement agencies should promote legitimacy internally within the organization by applying the principles of procedural justice.

Organizational culture created through employee interaction with management can be linked to officers' interaction with citizens. When an agency creates an environment that promotes internal procedural justice, it encourages its officers to demonstrate external procedural justice. And just as employees are more likely to take direction from management when they believe management's authority is legitimate, citizens are more likely to cooperate with the police when they believe the officers' authority is legitimate.

Internal procedural justice begins with the clear articulation of organizational core values and the transparent creation and fair application of an organization's policies, protocols, and decision-making processes. If the workforce is *actively* involved in policy development, workers are more likely to use these same principles of external procedural justice in their interactions with the community. Even though the approach to implementing procedural justice is "top down," the method should include all employees to best reach a shared vision and mission. Research shows that agencies should also use tools that encourage employee and supervisor collaboration and foster strong relationships between supervisors and employees. A more effective agency will result from a real partnership between the chief and the staff and a shared approach to public safety.¹⁹

1.4.1 ACTION ITEM: In order to achieve internal legitimacy, law enforcement agencies should involve employees in the process of developing policies and procedures.

19. Tim Richardson (senior legislative liaison, Fraternal Order of Police), in discussion with Ajima Olaghare (research assistant, COPS Office, Washington, DC), October 2014.

For example, internal department surveys should ask officers what they think of policing strategies in terms of enhancing or hurting their ability to connect with the public. Sometimes the leadership is out of step with their rank and file, and a survey like this can be a diagnostic tool—a benchmark against which leadership can measure its effectiveness and ability to create a work environment where officers feel safe to discuss their feelings about certain aspects of the job.

1.4.2 ACTION ITEM: Law enforcement agency leadership should examine opportunities to incorporate procedural justice into the internal discipline process, placing additional importance on values adherence rather than adherence to rules. Union leadership should be partners in this process.

1.5 RECOMMENDATION: Law enforcement agencies should proactively promote public trust by initiating positive nonenforcement activities to engage communities that typically have high rates of investigative and enforcement involvement with government agencies.

In communities that have high numbers of interactions with authorities for a variety of reasons, police should actively create opportunities for interactions that are positive and not related to investigation or enforcement action. Witness Laura Murphy, for example, pointed out that when law enforcement targets people of color for the isolated actions of a few, it tags an entire community as lawless when in actuality 95 percent are law abiding.²⁰ This becomes a self-reinforcing concept. Another witness, Carmen Perez, provided an example of police engaging with citizens in another way:

20. Listening Session on Building Trust and Legitimacy (oral testimony of Laura Murphy to the President's Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

In the community [where] I grew up in southern California, Oxnard, we had the Police Athletic League. A lot of officers in our communities would volunteer and coach at the police activities league. That became our alternative from violence, from gangs and things like that. That allows for police officers to really build and provide a space to build trusting relationships. No longer was that such and such over there but it was Coach Flores or Coach Brown.²¹

In recent years, agencies across the county have begun to institutionalize community trust building endeavors. They have done this through programs such as Coffee with a Cop (and Sweet Tea with the Chief), Cops and Clergy, Citizens on Patrol Mobile, Students Talking It Over with Police, and the West Side Story Project. Joint community and law dialogues and truth telling, as well as community and law enforcement training in procedural justice and bias, are also occurring nationally. Some agencies are even using training, dialogues, and workshops to take steps towards racial reconciliation.

Agencies engaging in these efforts to build relationships often experience beneficial results.²² Communities are often more willing to assist law enforcement when agencies need help during investigations. And when critical incidents occur, those agencies already have key allies who can help with information messaging and mitigating challenges.

1.5.1 ACTION ITEM: In order to achieve external legitimacy, law enforcement agencies should involve the community in the process of developing and evaluating policies and procedures.

21. Listening Session on Building Trust and Legitimacy—Community Representatives: Building Community Policing Organizations (oral testimony of Carmen Perez, executive director, The Gathering for Justice, for the President’s Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

22. Constance Rice and Susan K. Lee, *Relationship-Based Policing: Achieving Safety in Watts* (Los Angeles: The Advancement Project, February 2015), <http://67.20.108.158/sites/default/files/imce/President%27s%20Task%20Force%20CSP%20Policy%20Brief%20FINAL%2002-27-15.pdf>.

1.5.2 ACTION ITEM: Law enforcement agencies should institute residency incentive programs such as Resident Officer Programs.

Resident Officer Programs are arrangements where law enforcement officers are provided housing in public housing neighborhoods as long as they fulfill public safety duties within the neighborhood that have been agreed to between the housing authority and the law enforcement agency.

1.5.3 ACTION ITEM: Law enforcement agencies should create opportunities in schools and communities for positive nonenforcement interactions with police. Agencies should also publicize the beneficial outcomes and images of positive, trust-building partnerships and initiatives.

For example, Michael Reynolds, a member of the Youth and Law Enforcement panel at the Listening Session on Community Policing and Crime Reduction, told the moving story of a police officer who saw him shivering on the street when he was six years old, took him to a store, and bought him a coat. Despite many negative encounters with police since then, the decency and kindness of that officer continue to favorably impact Mr. Reynolds’ feelings towards the police.²³

1.5.4 ACTION ITEM: Use of physical control equipment and techniques against vulnerable populations—including children, elderly persons, pregnant women, people with physical and mental disabilities, limited English proficiency, and others—can undermine public trust and should be used as a last resort. Law enforcement agencies

23. Listening Session on Community Policing and Crime Reduction: Youth and Law Enforcement (oral testimony of Michael Reynolds, co-president, Youth Power Movement, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

should carefully consider and review their policies towards these populations and adopt policies if none are in place.

1.6 RECOMMENDATION: Law enforcement agencies should consider the potential damage to public trust when implementing crime fighting strategies.

Crime reduction is not self-justifying. Overly aggressive law enforcement strategies can potentially harm communities and do lasting damage to public trust, as numerous witnesses over multiple listening sessions observed.

1.6.1 ACTION ITEM: Research conducted to evaluate the effectiveness of crime fighting strategies should specifically look at the potential for collateral damage of any given strategy on community trust and legitimacy.

1.7 RECOMMENDATION: Law enforcement agencies should track the level of trust in police by their communities just as they measure changes in crime. Annual community surveys, ideally standardized across jurisdictions and with accepted sampling protocols, can measure how policing in that community affects public trust.

Trust in institutions can only be achieved if the public can verify what they are being told about a product or service, who is responsible for the quality of the product or service, and what will be done to correct any problems. To operate effectively, law enforcement agencies must maintain public trust by having a transparent, credible system of accountability.

Agencies should partner with local universities to conduct surveys by ZIP code, for example, to measure the effectiveness of specific policing strategies, assess any negative impact they have on a community's view of police, and gain the community's input.

1.7.1 ACTION ITEM: The Federal Government should develop survey tools and instructions for use of such a model to prevent local departments from incurring the expense and to allow for consistency across jurisdictions.

A model such as the National Institute of Justice-funded National Police Research Platform could be developed and deployed to conduct such surveys. This platform seeks to advance the science and practice of policing in the United States by introducing a new system of measurement and feedback that captures organizational excellence both inside and outside the walls of the agency. The platform is managed by a team of leading police scholars from seven universities supported by the operational expertise of a respected national advisory board.

1.8 RECOMMENDATION: Law enforcement agencies should strive to create a workforce that contains a broad range of diversity including race, gender, language, life experience, and cultural background to improve understanding and effectiveness in dealing with all communities.

Many agencies have long appreciated the critical importance of hiring officers who reflect the communities they serve and also have a high level of procedural justice competency. Achieving diversity in entry level recruiting is important, but achieving systematic and comprehensive diversification throughout each segment of the



Task force members, along with Executive Director Ronald L. Davis, listen to testimony, Washington, D.C., February 23, 2015.

PHOTO: BRANDON TRAMEL

department is the ultimate goal. It is also important to recognize that diversity means not only race and gender but also the genuine diversity of identity, experience, and background that has been found to help improve the culture of police departments and build greater trust and legitimacy with all segments of the population.

A critical factor in managing bias is seeking candidates who are likely to police in an unbiased manner.²⁴ Since people are less likely to have biases against groups with which they have had positive experiences, police departments should seek candidates who have had positive interactions with people of various cultures and backgrounds.²⁵

1.8.1 ACTION ITEM: The Federal Government should create a Law Enforcement Diversity Initiative designed to help communities diversify law enforcement departments to reflect the demographics of the community.

24. Lorie Fridell, "Racially Biased Policing: The Law Enforcement Response to the Implicit Black-Crime Association," in *Racial Divide: Racial and Ethnic Bias in the Criminal Justice System*, eds. Michael J. Lynch, E. Britt Patterson, and Kristina K. Childs (Monsey, NY: Criminal Justice Press, 2008), 51.

25. *Ibid.*, 51–52.

1.8.2 ACTION ITEM: The department overseeing this initiative should help localities learn best practices for recruitment, training, and outreach to improve the diversity as well as the cultural and linguistic responsiveness of law enforcement agencies.

National and local affinity police organizations could be formally included in this effort. This program should also evaluate and assess diversity among law enforcement agencies around the country and issue public reports on national trends.

1.8.3 ACTION ITEM: Successful law enforcement agencies should be highlighted and celebrated and those with less diversity should be offered technical assistance to facilitate change.

Law enforcement agencies must be continuously creative with recruitment efforts and employ the public, business, and civic communities to help.

1.8.4 ACTION ITEM: Discretionary federal funding for law enforcement programs could be influenced by that department's efforts to improve their diversity and cultural and linguistic responsiveness.

1.8.5 ACTION ITEM: Law enforcement agencies should be encouraged to explore more flexible staffing models.

As is common in the nursing profession, offering flexible schedules can help officers achieve better work-life balance that attracts candidates and encourages retention, particularly for officers with sole responsibility for the care of family members.

1.9 RECOMMENDATION: Law enforcement agencies should build relationships based on trust with immigrant communities. This is central to overall public safety.

Immigrants often fear approaching police officers when they are victims of and witnesses to crimes and when local police are entangled with federal immigration enforcement. At all levels of government, it is important that laws, policies, and practices not hinder the ability of local law enforcement to build the strong relationships necessary to public safety and community well-being. It is the view of this task force that whenever possible, state and local law enforcement should not be involved in immigration enforcement.

1.9.1 ACTION ITEM: Decouple federal immigration enforcement from routine local policing for civil enforcement and nonserious crime.

The U.S. Department of Homeland Security should terminate the use of the state and local criminal justice system, including through detention, notification, and transfer requests, to enforce civil immigration laws against civil and nonserious criminal offenders.²⁶

26. Listening Session on Building Trust and Legitimacy: Civil Rights/Civil Liberties (oral testimony of Maria Teresa Kumar, president and CEO, Voto Latino, for the President's Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

In 2011, the Major Cities Chiefs Association recommended nine points to Congress and the President on this issue, noting that “immigration is a federal policy issue between the U.S. government and other countries, not local or state entities and other countries. Any immigration enforcement laws or practices should be nationally based, consistent, and federally funded.”²⁷

1.9.2 ACTION ITEM: Law enforcement agencies should ensure reasonable and equitable language access for all persons who have encounters with police or who enter the criminal justice system.²⁸

1.9.3 ACTION ITEM: The U.S. Department of Justice should not include civil immigration information in the FBI's National Crime Information Center database.²⁹

The National Crime Information Center (NCIC) database is an electronic clearinghouse that law enforcement officers can access in the field. It contains data submitted by agencies across the country aimed at helping officers identify people, property, and criminal histories. At one time, NCIC also included civil immigration detainers (nonmandatory temporary hold requests issued by a federal immigration officer), although the FBI has indicated that the practice of accepting this information was discontinued and that the information does not currently exist in the database. The U.S. Department of Justice should ensure that this remains the case.

27. “Major Cities Chiefs Association Immigration Position October 2011,” accessed February 26, 2015, http://majorcitieschiefs.com/pdf/news/immigration_position112811.pdf.

28. Listening Session on Building Trust and Legitimacy (written testimony of Nicholas Turner, president and director, Vera Institute of Justice, for the President's Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

29. Listening Session on Community Policing and Crime Reduction (written testimony of Javier Valdes, executive director, Make the Road New York, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13–14, 2015).

PILLAR 2. POLICY & OVERSIGHT

Citizens have a constitutional right to freedom of expression, including the right to peacefully demonstrate.

The issues addressed in the first pillar of this report, building trust and legitimacy between law enforcement agencies and the communities they serve, underlie all questions of law enforcement policy and community oversight. If police are to carry out their responsibilities according to established policies, these policies must be reflective of community values and not lead to practices that result in disparate impacts on various segments of the community. They also need to be clearly articulated to the community and implemented transparently so police will have credibility with residents and the people can have faith that their guardians are always acting in their best interests.

Paramount among the policies of law enforcement organizations are those controlling use of force. Not only should there be policies for deadly and nondeadly uses of force but a clearly stated “sanctity of life” philosophy must also be in the forefront of every officer’s mind. This way of thinking should be accompanied by rigorous practical ongoing training in an atmosphere of nonjudgmental and safe sharing of views with fellow officers about how they behaved in use of force situations. At one listening session, Geoffrey Alpert described Officer-Created Jeopardy Training, in which officers who had been in situations where mistakes were made or force was used came to explain their decision making to other officers. Some explained what they did right and how potentially violent situations were resolved without violence. Other officers told what they did wrong, why they made

mistakes, what information was missing or misinterpreted, and how they could have improved their behavior and response to suspects.³⁰

Data collection, supervision, and accountability are also part of a comprehensive systemic approach to keeping everyone safe and protecting the rights of all involved during police encounters. Members of the Division of Policing of the American Society of Criminology recently wrote, “While the United States presently employs a broad array of social and economic indicators in order to gauge the overall ‘health’ of the nation, it has a much more limited set of indicators concerning the behavior of the police and the quality of law enforcement.”³¹

That body noted that Section 210402 of the Violent Crime Control and Law Enforcement Act of 1994 requires the U.S. Attorney General to “acquire data about the use of excessive force by law enforcement officers” and to “publish an annual summary of the data acquired under this section.”³² But the U.S. Department of Justice (DOJ) has never been allocated the funds necessary to undertake the serious and sustained program of research and development to fulfill this mandate. Expanded research and data collection are also necessary to knowing what works and what does not work, which policing practices are effective and which

30. Listening Session on Policy and Oversight: Use of Force Research and Policies (oral testimony of Geoffrey Alpert, professor, University of South Carolina, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

31. “Recommendations to the President’s Task Force on 21st Century Policing,” Listening Session on Training and Education (written testimony of Anthony Braga et al., Ad Hoc Committee to the President’s Task Force on 21st Century Policing, Division of Policing, American Society of Criminology, February 13–14, 2015).

32. Ibid.

ones have unintended consequences. Greater acceptance of the Federal Bureau of Investigation's (FBI) National Incident-Based Reporting System could also benefit policing practice and research endeavors.

Mass demonstrations, for example, are occasions where evidence-based practices successfully applied can make the difference between a peaceful demonstration and a riot. Citizens have a constitutional right to freedom of expression, including the right to peacefully demonstrate. There are strong examples of proactive and positive communication and engagement strategies that can protect constitutional rights of demonstrators and the safety of citizens and the police.³³

2.1 RECOMMENDATION: Law enforcement agencies should collaborate with community members to develop policies and strategies in communities and neighborhoods disproportionately affected by crime for deploying resources that aim to reduce crime by improving relationships, greater community engagement, and cooperation.

The development of a service model process that focuses on the root causes of crime should include the community members themselves because what works in one neighborhood might not be equally successful in every other one. Larger departments could commit resources and personnel to areas of high poverty, limited services, and at-risk or vulnerable populations through creating priority units with specialized training and added status and pay. Chief Charlie Beck of the Los

33. Listening Session on Policy and Oversight: Mass Demonstrations (oral testimony of Garry McCarthy, chief of police, Chicago Police Department, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015); Listening Session on Policy and Oversight: Mass Demonstrations (oral testimony of Rodney Monroe, chief of police, Charlotte-Mecklenberg [NC] Police Department, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

Angeles Police Department (LAPD) described the LAPD's Community Safety Partnership, in which officers engage the community and build trust where it is needed most, in the public housing projects in Watts. The department has assigned 45 officers to serve for five years at three housing projects in Watts and at an additional housing project in East Los Angeles. Through a partnership with the Advancement Project and the Housing Authority of the City of Los Angeles, the program involves officers going into the housing developments with the intent *not* to make arrests but to create partnerships, create relationships, hear the community, and see what they need—and then work together to make those things happen.³⁴ The work in Watts has been documented in an Advancement Project report presented to the task force.³⁵

2.1.1 ACTION ITEM: The Federal Government should incentivize this collaboration through a variety of programs that focus on public health, education, mental health, and other programs not traditionally part of the criminal justice system.

2.2 RECOMMENDATION: Law enforcement agencies should have comprehensive policies on the use of force that include training, investigations, prosecutions, data collection, and information sharing. These policies must be clear, concise, and openly available for public inspection.

2.2.1 ACTION ITEM: Law enforcement agency policies for training on use of force should emphasize de-escalation and alternatives to arrest or summons in situations where appropriate.

34. Listening Session on Policy and Oversight: Civilian Oversight (oral testimony of Charlie Beck, chief, Los Angeles Police Department, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

35. Rice and Lee, *Relationship-Based Policing* (see note 22).

As Chuck Wexler noted in his testimony,

In traditional police culture, officers are taught never to back down from a confrontation, but instead to run *toward* the dangerous situation that everyone else is running away from. However, sometimes the best tactic for dealing with a minor confrontation is to step back, call for assistance, de-escalate, and perhaps plan a different enforcement action that can be taken more safely later.³⁶

Policies should also include, at a minimum, annual training that includes shoot/don't shoot scenarios and the use of less than lethal technologies.

2.2.2 ACTION ITEM: These policies should also mandate external and independent criminal investigations in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

One way this can be accomplished is by the creation of multi-agency force investigation task forces comprising state and local investigators. Other ways to structure this investigative process include referring to neighboring jurisdictions or to the next higher levels of government (many smaller departments may already have state agencies handle investigations), but in order to restore and maintain trust, this independence is crucial.

In written testimony to the task force, James Palmer of the Wisconsin Professional Police Association offered an example in that state's statutes requiring that agency written policies "require an investigation that is conducted by at least two investigators . . . neither of whom is employed by

a law enforcement agency that employs a law enforcement officer involved in the officer-involved death."³⁷ Furthermore, in order to establish and maintain internal legitimacy and procedural justice, these investigations should be performed by law enforcement agencies with adequate training, knowledge, and experience investigating police use of force.

2.2.3 ACTION ITEM: The task force encourages policies that mandate the use of external and independent prosecutors in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

Strong systems and policies that encourage use of an independent prosecutor for reviewing police uses of force and for prosecution in cases of inappropriate deadly force and in-custody death will demonstrate the transparency to the public that can lead to mutual trust between community and law enforcement.

2.2.4 ACTION ITEM: Policies on use of force should also require agencies to collect, maintain, and report data to the Federal Government on all officer-involved shootings, whether fatal or nonfatal, as well as any in-custody death.

In-custody deaths are not only deaths in a prison or jail but also deaths that occur in the process of an arrest. The Bureau of Justice Statistics (BJS) implemented the Arrest Related Deaths data collection in 2003 as part of requirements set forth in the Deaths in Custody Reporting Act of

36. Listening Session on Policy and Oversight: Use of Force Investigations and Oversight (oral testimony of Chuck Wexler, executive director, Police Executive Research Forum, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

37. Listening Session on Policy and Oversight (written testimony of James Palmer, executive director, Wisconsin Professional Police Association, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30–31, 2015).

2000 and reenacted in 2014. Although states receiving grants under the Edward Byrne Memorial Justice Assistance Grant Program are required to provide this data to BJS, the Arrest Related Deaths data collection is a voluntary reporting program for law enforcement agencies. Access to this data is important to gain a national picture of police use of force as well as to incentivize the systematic and transparent collection and analysis of use of force incident data at the local level. The agency-reported data should include information on the circumstances of the use of force, as well as the race, gender, and age of the decedents. Agency data should be reported to the U.S. Department of Justice through the FBI's Uniform Crime Reporting System or an expansion of collections managed by the BJS.

2.2.5 ACTION ITEM: Policies on use of force should clearly state what types of information will be released, when, and in what situation, to maintain transparency.

This should also include procedures on the release of a summary statement regarding the circumstances of the incident by the department as soon as possible and within 24 hours. The intent of this directive should be to share as much information as possible without compromising the integrity of the investigation or anyone's rights.

2.2.6 ACTION ITEM: Law enforcement agencies should establish a Serious Incident Review Board comprising sworn staff and community members to review cases involving officer-involved shootings and other serious incidents that have the potential to damage community trust or confidence in the agency. The purpose of this board should be to identify any administrative, supervisory, training, tactical, or policy issues that need to be addressed.

2.3 RECOMMENDATION: Law enforcement agencies are encouraged to implement nonpunitive peer review of critical incidents separate from criminal and administrative investigations.

These reviews, sometimes known as "near miss" or "sentinel event" reviews, focus on the improvement of practices and policy. Such reviews already exist in medicine, aviation, and other industries. According to the National Institute of Justice (NIJ), a sentinel event in criminal justice would include wrongful convictions but also "near miss" acquittals and dismissals of cases that at earlier points seemed solid; cold cases that stayed cold too long; wrongful releases of dangerous or factually guilty criminals or of vulnerable arrestees with mental disabilities; and failures to prevent domestic violence within at-risk families.

Sentinel events can include episodes that are within policy but disastrous in terms of community relations, whether or not everyone agrees that the event should be classified as an error. In fact, anything that stakeholders agree can cause widespread or viral attention could be considered a sentinel event.³⁸

What distinguishes sentinel event reviews from other kinds of internal investigations of apparent errors is that they are nonadversarial. As task force member Sean Smoot has written,

For sentinel event reviews to be effective and practical, they must be cooperative efforts that afford the types of protections provided in the medical context, where state and federal laws protect the privacy of participants and prevent the disclosure of information to anyone outside of the sentinel event review . . . Unless the sentinel event

38. James M. Doyle, "Learning from Error in the Criminal Justice System: Sentinel Event Reviews," *Mending Justice: Sentinel Event Reviews* (Special Report from the National Institute of Justice, September 2014): 3–20.



Barbara O'Connor, President of the National Association of Women Law Enforcement Executives, speaks during a panel on diversity in law enforcement, Cincinnati, January 30, 2015.

PHOTO: DEBORAH SPENCE

process is honest and trustworthy, with adequate legal protections—including use immunity, privacy, confidentiality, and nondisclosure, for example—police officers, who have the very best information about how things really work and what really happened, will not be motivated to fully participate. The sentinel event review approach will have a better chance of success if departments can abandon the process of adversarial/punitive-based discipline, adopting instead “education-based” disciplinary procedures and policies.³⁹

2.4 RECOMMENDATION: Law enforcement agencies are encouraged to adopt identification procedures that implement scientifically supported practices that eliminate or minimize presenter bias or influence.

A recent study by the National Academy of Sciences, *Identifying the Culprit: Assessing Eyewitness Identification*, studied the important role played by eyewitnesses in criminal cases, noting that research on factors affecting the accuracy of eyewitness identification procedures has given an increasingly clear picture of how identifications are made and, more important, an improved understanding of the limits on vision and memory that can lead to failure of identification.⁴⁰ Many factors, including external conditions and the witness’s emotional state and biases, influence what a witness sees or thinks she sees. Memories can be forgotten, reconstructed, updated, and distorted. Meanwhile, policies governing law enforcement procedures for conducting and recording identifications are not standard, and policies and practices to address the issue of misidentification vary widely.

39. Sean Smoot, “Punishment-Based vs. Education-Based Discipline: A Surmountable Challenge?” in *Mending Justice: Sentinel Event Reviews* (Special Report from the National Institute of Justice, September 2014): 48–50.

40. Samuel R. Gross et al., “Rate of False Conviction of Criminal Defendants who are Sentenced to Death,” *Proceedings of the National Academy of Sciences of the United States of America* 111, no. 20 (2014): 7230–7235. <http://www.pnas.org/content/111/20/7230.full.pdf+html>.

2.5 RECOMMENDATION: All federal, state, local, and tribal law enforcement agencies should report and make available to the public census data regarding the composition of their departments including race, gender, age, and other relevant demographic data.

While the BJS collects information on many aspects of police activities, there is no single data collection instrument that yields the information requested in this recommendation. Demographic data should be collected and made available to the public so communities can assess the diversity of their departments and do so in a national context. This data will also be important to better understand the impact of diversity on the functioning of departments. Malik Aziz, National Chair of the National Black Police Association (NBPA), reminded the task force that the NBPA not only urges all departments to meet the demographics of the community in which they serve by maintaining a plan of action to recruit and retain police officers of color but also has called for the DOJ to collect the annual demographic statistics from the 18,000 police agencies across the nation. “It is not enough to mandate diversity,” he stated, “but it becomes necessary to diversify command ranks in departments that have historically failed to develop and/or promote qualified and credentialed officers to executive and command ranks.”⁴¹

41. Listening Session on Policy and Oversight: Law Enforcement Culture and Diversity (oral testimony of Malik Aziz, chairman, National Black Police Association, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

2.5.1 ACTION ITEM: The Bureau of Justice Statistics should add additional demographic questions to the Law Enforcement Management and Administrative Statistics (LEMAS) survey in order to meet the intent of this recommendation.

2.6 RECOMMENDATION: Law enforcement agencies should be encouraged to collect, maintain, and analyze demographic data on all detentions (stops, frisks, searches, summons, and arrests). This data should be disaggregated by school and non-school contacts.

The BJS periodically conducts the Police-Public Contact Survey, a supplement to the National Crime Victimization Survey. The most recent survey, released in 2013, asked a nationally representative sample of U.S. residents age 16 or older about experiences with police during the prior 12 months.⁴² But these surveys do not reflect what is happening every day at the local level when police interact with members of the communities they serve. More research and tools along the lines of Lorie Fridell’s 2004 publication, *By the Numbers: A Guide for Analyzing Race Data From Vehicle Stops*—to help local agencies collect and analyze their data, understand the importance of context to the analysis and reporting process, and establish benchmarks resulting from their findings—would improve understanding and lead to evidence-based policies.

42. Lynn Langton and Matthew Durose, *Police Behavior during Traffic and Street Stops, 2011*, Special Report (Washington, DC: Office of Justice Programs Bureau of Justice Statistics, 2013), NCJ 242937; Matthew Durose and Lynn Langton, *Requests for Police Assistance, 2011*, Special Report (Washington, DC: Office of Justice Programs Bureau of Justice Statistics, 2013), NCJ 242938.

2.6.1 ACTION ITEM: The Federal Government could further incentivize universities and other organizations to partner with police departments to collect data and develop knowledge about analysis and benchmarks as well as to develop tools and templates that help departments manage data collection and analysis.

2.7 RECOMMENDATION: Law enforcement agencies should create policies and procedures for policing mass demonstrations that employ a continuum of managed tactical resources that are designed to minimize the appearance of a military operation and avoid using provocative tactics and equipment that undermine civilian trust.

Policies should emphasize protection of the First Amendment rights of demonstrators and effective ways of communicating with them. Superintendent Garry McCarthy of the Chicago Police Department detailed his police force training and operations in advance of the 2012 NATO Summit at the height of the “Occupy” movement. The department was determined not to turn what it knew would be a mass demonstration into a riot. Police officers refreshed “perishable” skills, such as engaging in respectful conversations with demonstrators, avoiding confrontation, and using “extraction techniques” not only on the minority of demonstrators who were behaving unlawfully (throwing rocks, etc.) but also on officers who were becoming visibly upset and at risk of losing their composure and professional demeanor.⁴³

43. Listening Session on Policy and Oversight (oral testimony of Garry McCarthy, Chicago Police Department, to the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

2.7.1 ACTION ITEM: Law enforcement agency policies should address procedures for implementing a layered response to mass demonstrations that prioritize de-escalation and a guardian mindset.

These policies could include plans to minimize confrontation by using “soft look” uniforms, having officers remove riot gear as soon as practical, and maintaining open postures. “When officers line up in a military formation while wearing full protective gear, their visual appearance may have a dramatic influence on how the crowd perceives them and how the event ends.”⁴⁴

2.7.2 ACTION ITEM: The Federal Government should create a mechanism for investigating complaints and issuing sanctions regarding the inappropriate use of equipment and tactics during mass demonstrations.

There has been substantial media attention in recent months surrounding the police use of military equipment at events where members of the public are exercising their First Amendment rights. This has led to the creation of the President’s Interagency Law Enforcement Equipment Working Group.

That group has been tasked by the Executive Order 13688 of January 16, 2015 with a number of issues, including ensuring that law enforcement agencies adopt organizational and operational practices and standards that prevent the misuse or abuse of controlled equipment and ensuring compliance with civil rights requirements resulting from receipt of federal financial assistance.

44. Listening Session on Policy and Oversight (written testimony of Edward Maguire, American University, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

2.8 RECOMMENDATION: Some form of civilian oversight of law enforcement is important in order to strengthen trust with the community. Every community should define the appropriate form and structure of civilian oversight to meet the needs of that community.

Many, but not all, state and local agencies operate with the oversight or input of civilian police boards or commissions. Part of the process of assessing the need and desire for new or additional civilian oversight should include input from and collaboration with police employees because the people to be overseen should be part of the process that will oversee them. This guarantees that the principles of internal procedural justice are in place to benefit both the police and the community they serve.

We must examine civilian oversight in the communities where it operates and determine which models are successful in promoting police and community understanding. There are important arguments for having civilian oversight even though we lack strong research evidence that it works. Therefore we urge action on further research, based on the guiding principle of procedural justice, to find evidence-based practices to implement successful civilian oversight mechanisms.

As noted by witness Brian Buchner at the Policy and Oversight Listening Session on January 30,

Citizen review is not an advocate for the community or for the police. This impartiality allows oversight to bring stakeholders together to work collaboratively and proactively to help make policing more effective and responsive to the community. Civilian oversight alone is not sufficient to gain legitimacy; without it, however, it is difficult, if not impossible, for the police to maintain the public's trust.⁴⁵

45. Listening Session on Policy and Oversight (oral testimony of Brian Buchner, president, National Association for Civilian Oversight of Law Enforcement, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

2.8.1 ACTION ITEM: The U.S. Department of Justice, through its research arm, the National Institute of Justice (NIJ), should expand its research agenda to include civilian oversight.

NIJ recently announced its research priorities in policing for FY 2015, which include such topics as police use of force, body-worn cameras, and procedural justice. While proposals related to research on police oversight might fit into several of these topical areas, police oversight is not highlighted by NIJ in any of them. NIJ should specifically invite research into civilian oversight and its impact on and relationship to policing in one or more of these areas.

2.8.2 ACTION ITEM: The U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) should provide technical assistance and collect best practices from existing civilian oversight efforts and be prepared to help cities create this structure, potentially with some matching grants and funding.

2.9 RECOMMENDATION: Law enforcement agencies and municipalities should refrain from practices requiring officers to issue a predetermined number of tickets, citations, arrests, or summonses, or to initiate investigative contacts with citizens for reasons not directly related to improving public safety, such as generating revenue.

Productivity expectations can be effective performance management tools. But testimony from Laura Murphy, Director of the Washington Legislative Office of the American Civil Liberties Union, identifies some of the negative effects of these practices:

One only needs to paint a quick picture of the state of policing to understand the dire need for reform. First, there are local and federal incentives that



Co-chair Laurie Robinson asks a panelist a question, Phoenix, February 13, 2015.

PHOTO: DEBORAH SPENCE

instigate arrests. At the local level, cities across the country generate much of their revenue through court fines and fees, with those who can't pay subject to arrest and jail time. These debtors' prisons are found in cities like Ferguson, where the number of arrest warrants in 2013—33,000—exceeded its population of 21,000. Most of the warrants were for driving violations.⁴⁶

2.10 RECOMMENDATION: Law enforcement officers should be required to seek consent before a search and explain that a person has the right to refuse consent when there is no warrant or probable cause. Furthermore, officers should ideally obtain written acknowledgement that they have sought consent to a search in these circumstances.

46. Listening Session on Trust and Legitimacy (oral testimony of Laura Murphy, director of the Washington Legislative Office, American Civil Liberties Union, for the President's Task Force on 21st Century Policing, Washington, DC, January 13, 2015); Joseph Shapiro, "In Ferguson, Court Fines and Fees Fuel Anger," NPR.com, last updated August 25, 2014, <http://www.npr.org/2014/08/25/343143937/in-ferguson-court-fines-and-fees-fuel-anger>; *In For A Penny: The Rise of America's Debtors' Prisons* (New York: American Civil Liberties Union, 2010), http://www.aclu.org/files/assets/InForAPenny_web.pdf.

2.11 RECOMMENDATION: Law enforcement agencies should adopt policies requiring officers to identify themselves by their full name, rank, and command (as applicable) and provide that information in writing to individuals they have stopped. In addition, policies should require officers to state the reason for the stop and the reason for the search if one is conducted.

2.11.1 ACTION ITEM: One example of how to do this is for law enforcement officers to carry business cards containing their name, rank, command, and contact information that would enable individuals to offer suggestions or commendations or to file complaints with the appropriate individual, office, or board. These cards would be easily distributed in all encounters.

2.12 RECOMMENDATION: Law enforcement agencies should establish search and seizure procedures related to LGBTQ and transgender populations and adopt as policy the recommendation from the President's

Advisory Council on HIV/AIDS (PACHA) to cease using the possession of condoms as the sole evidence of vice.

2.13 RECOMMENDATION: Law enforcement agencies should adopt and enforce policies prohibiting profiling and discrimination based on race, ethnicity, national origin, religion, age, gender, gender identity/expression, sexual orientation, immigration status, disability, housing status, occupation, or language fluency.

The task force heard from a number of witnesses about the importance of protecting the safety and dignity of all people. Andrea Ritchie noted that

gender and sexuality-specific forms of racial profiling and discriminatory policing [include] . . . Failure to respect individuals' gender identity and expression when addressing members of the public and during arrest processing, searches, and placement in police custody.⁴⁷

Invasive searches should never be used for the sole purpose of determining gender identity, and an individual's gender identity should be respected in lock-ups and holding cells to the extent that the facility allows for gender segregation. And witness Linda Sarsour spoke to how

an issue plaguing and deeply impacting Arab-American and American Muslim communities across the country is racial and religious profiling by local, state, and federal law enforcement. We have learned

through investigative reports, Freedom of Information Act (FOIA) requests, and lawsuits that agencies target communities by religion and national origin.⁴⁸

2.13.1 ACTION ITEM: The Bureau of Justice Statistics should add questions concerning sexual harassment of and misconduct toward community members, and in particular LGBTQ and gender-nonconforming people, by law enforcement officers to the Police Public Contact Survey.

2.13.2 ACTION ITEM: The Centers for Disease Control should add questions concerning sexual harassment of and misconduct toward community members, and in particular LGBTQ and gender-nonconforming people, by law enforcement officers to the National Intimate Partner and Sexual Violence Survey.

2.13.3 ACTION ITEM: The U.S. Department of Justice should promote and disseminate guidance to federal, state, and local law enforcement agencies on documenting, preventing, and addressing sexual harassment and misconduct by local law enforcement agents, consistent with the recommendations of the International Association of Chiefs of Police.⁴⁹

2.14 RECOMMENDATION: The U.S. Department of Justice, through the Office of Community Oriented Policing Services and Office of Justice Programs, should provide technical assistance and incentive funding to jurisdictions with small police agencies that take steps towards shared services, regional training, and consolidation.

47. Listening Session on Training and Education (oral testimony of Andrea Ritchie, founder of Streetwise and Safe, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

48. Listening Session on Training and Education (oral testimony of Linda Sarsour, Advocacy And Civic Engagement coordinator for the National Network for Arab American Communities, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

49. IACP, *Addressing Sexual Offenses and Misconduct by Law Enforcement: Executive Guide* (Alexandria, VA: International Association of Chiefs of Police, 2011).

Half of all law enforcement agencies in the United States have fewer than ten officers, and nearly three-quarters have fewer than 25 officers.⁵⁰ Lawrence Sherman noted in his testimony that “so many problems of organizational quality control are made worse by the tiny size of most local police agencies . . . less than 1 percent of 17,985 U.S. police agencies meet the English minimum of 1,000 employees or more.”⁵¹ These small forces often lack the resources for training and equipment accessible to larger departments and often are prevented by municipal boundaries and local custom from combining forces with neighboring agencies. Funding and technical assistance can give smaller agencies the incentive to share policies and practices and give them access to a wider variety of training, equipment, and communications technology than they could acquire on their own.

2.15 RECOMMENDATION: The U.S. Department of Justice, through the Office of Community Oriented Policing Services, should partner with the International Association of Directors of Law Enforcement Standards and Training (IADLEST) to expand its National Decertification Index to serve as the National Register of Decertified Officers with the goal of covering all agencies within the United States and its territories.

The National Decertification Index is an aggregation of information that allows hiring agencies to identify officers who have had their license or certification revoked for misconduct. It was designed as an answer to the problem “wherein a police officer is discharged for improper conduct and loses his/her certification in that state . . . [only to relocate] to another state and hire on with another police department.”⁵² Peace Officer Standards and

Table 1. Full-time state and local law enforcement employees, by size of agency, 2008

Size of agency	Number of agencies	Total number of full-time employees
All agencies	17,985	1,133,915
1,000 or more officers	83	326,197
500–999	89	94,168
250–499	237	133,024
100–249	778	174,505
500–99	1,300	136,390
25–49	2,402	124,492
10–24	4,300	98,563
5–9	3,446	32,493
2–4	3,225	11,498
0–1	2,125	2,585

Source: Brian A. Reaves, “State and Local Law Enforcement Agencies” (see note 50).

50. Brian A. Reaves, *Census of State and Local Law Enforcement Agencies, 2008*, Bulletin (Washington, DC: Office of Justice Programs Bureau of Justice Statistics, 2011), NCJ 233982.

51. Listening Session on the Future of Community Policing (oral testimony of Lawrence Sherman, Cambridge University, for the President’s Task Force on 21st Century Policing, Washington, DC, February 24, 2015).

52. “National Decertification Index—FAQs,” accessed February 27, 2015, https://www.iadlest.org/Portals/0/Files/NDI/FAQ/ndi_faq.html.



Bill Schrier of the Office of the Chief Information Officer for the state of Washington used PowerPoint to demonstrate how agencies can use Twitter for engagement, Cincinnati, January 31, 2015.

PHOTO: DEBORAH SPENCE

Training (POST) boards can record administrative actions taken against certified police and correctional officers. Currently the criteria for reporting an action on an officer is determined by each POST independently, as is the granting of read-only access to hiring departments to use as part of their pre-hire screening process. Expanding this system to ensure national and standardized reporting would assist in ensuring that officers who

have lost their certification for misconduct are not easily hired in other jurisdictions. A national register would effectively treat “police professionals the way states’ licensing laws treat other professionals. If anything, the need for such a system is even more important for law enforcement, as officers have the power to make arrests, perform searches, and use deadly force.”⁵³

53. Roger L. Goldman, “Police Officer Decertification: Promoting Police Professionalism through State Licensing and the National Decertification Index,” *Police Chief* 81 (November 2014): 40–42, http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=3538&issue_id=112014.

PILLAR 3. TECHNOLOGY & SOCIAL MEDIA

Implementing new technologies can give police departments an opportunity to fully engage and educate communities in a dialogue about their expectations for transparency, accountability, and privacy.

We live in a time when technology and its many uses are advancing far more quickly than are policies and laws. “Technology” available to law enforcement today includes everything from body-worn cameras (BWC) to unmanned aircraft to social media and a myriad of products in between.

The use of technology can improve policing practices and build community trust and legitimacy, but its implementation must be built on a defined policy framework with its purposes and goals clearly delineated. Implementing new technologies can give police departments an opportunity to fully engage and educate communities in a dialogue about their expectations for transparency, accountability, and privacy. But technology changes quickly in terms of new hardware, software, and other options. Law enforcement agencies and leaders need to be able to identify, assess, and evaluate new technology for adoption and do so in ways that improve their effectiveness, efficiency, and evolution without infringing on individual rights.

Thus, despite (and because of) the centrality of technology in policing, law enforcement agencies face major challenges including determining the effects of implementing various technologies; identifying costs and benefits; examining unintended consequences; and exploring the best practices by which technology can be evaluated, acquired, maintained, and managed. Addressing these technology challenges by using research, accumulated

knowledge, and practical experiences can help agencies reach their goals,⁵⁴ but law enforcement agencies and personnel also need to recognize that technology is only a tool for doing their jobs: just because you have access to technology does not necessarily mean you should always use it.⁵⁵

BWCs are a case in point. An increasing number of law enforcement agencies are adopting BWC programs as a means to improve evidence collection, to strengthen officer performance and accountability, and to enhance agency transparency. By documenting encounters between police and the public, BWCs can also be used to investigate and resolve complaints about officer-involved incidents.

Jim Bueermann, retired chief of the Redlands (California) Police Department and President of the Police Foundation, told the task force about a seminal piece of research that demonstrated a positive impact of BWCs in policing. The researchers used the gold standard of research models, a randomized control trial, in which the people

54. Elizabeth Groff and Tom McEwen, *Identifying and Measuring the Effects of Information Technologies on Law Enforcement Agencies: The Making Officer Redeployment Effective Program* (Washington, DC: Office of Community Oriented Policing Services, 2008), <http://www.cops.usdoj.gov/Publications/e08084156-IT.pdf>; Christopher S. Koper, Cynthia Lum, James J. Willis, Daniel J. Woods, and Julie Hibdon, *Realizing the Potential of Technology in Policing: A Multi-Site Study of the Social, Organizational, and Behavioral Aspects of Implementing Police Technologies* (Washington, DC: National Institute of Justice, 2015), <http://cebcp.org/wp-content/evidence-based-policing/ImpactTechnologyFinalReport>.

55. IACP Technology Policy Framework (Alexandria, VA: International Association of Chiefs of Police, 2014), <http://www.theiacp.org/Portals/0/documents/pdfs/IACP%20Technology%20Policy%20Framework%20January%202014%20Final.pdf>.

being studied are randomly assigned either to a control group that does not receive the treatment being studied or to a treatment group that does. The results of this 12-month study strongly suggest that the use of BWCs by the police can significantly reduce both officer use of force and complaints against officers. The study found that the officers wearing the cameras had 87.5 percent fewer incidents of use of force and 59 percent fewer complaints than the officers not wearing the cameras. One of the important findings of the study was the impact BWCs might have on the self-awareness of officers and citizens alike. When police officers are acutely aware that their behavior is being monitored (because they turn on the cameras) and when officers tell citizens that the cameras are recording their behavior, everyone behaves better. The results of this study strongly suggest that this increase in self-awareness contributes to more positive outcomes in police-citizen interaction.⁵⁶

But other considerations make the issue of BWCs more complex. A 2014 Police Executive Research Forum (PERF) publication, funded by the Office of Community Oriented Policing Services (COPS Office), reporting on extensive research exploring the policy and implementation questions surrounding BWCs noted:

Although body-worn cameras can offer many benefits, they also raise serious questions about how technology is changing the relationship between police and the community. Body-worn cameras not only create concerns about the public's privacy rights but also can affect how officers relate to people in the community, the community's

perception of the police, and expectations about how police agencies should share information with the public.⁵⁷

Now that agencies operate in a world in which anyone with a cell phone camera can record video footage of a police encounter, BWCs help police departments ensure that events are also captured from an officer's perspective.⁵⁸ But when the public does not believe its privacy is being protected by law enforcement, a breakdown in community trust can occur. Agencies need to consider ways to involve the public in discussions related to the protection of their privacy and civil liberties prior to implementing new technology, as well work with the public and other partners in the justice system to develop appropriate policies and procedures for use.

Another technology relatively new to law enforcement is social media. Social media is a communication tool the police can use to engage the community on issues of importance to both and to gauge community sentiment regarding agency policies and practices. Social media can also help police identify the potential nature and location of gang and other criminal or disorderly activity such as spontaneous crowd gatherings.⁵⁹

The Boston Police Department (BPD), for example, has long embraced both community policing and the use of social media. The department put its experience to good and highly visible use in April 2013 during the rapidly developing investigation that followed the deadly explosion of two bombs at the finish line of the Boston Marathon. The

56. Listening Session on Technology and Social Media: Body Cameras-Research and Legal Considerations (oral testimony of Jim Bueermann, president, Police Foundation, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015); Ariel Barak, William A. Farrar, and Alex Sutherland, "The Effect of Police Body-Worn Cameras on Use of Force and Citizens' Complaints Against the Police: A Randomized Controlled Trial," *Journal of Quantitative Criminology* 2014.

57. Lindsay Miller and Jessica Toliver, *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned* (Washington, DC: Office of Community Oriented Policing Services, 2014), vii, <http://ric-zai-inc.com/Publications/cops-p296-pub.pdf>.

58. *Ibid.*, 1.

59. Police Executive Research Forum, *Social Media and Tactical Considerations for Law Enforcement* (Washington, DC: Office of Community Oriented Policing Services, 2013), <http://ric-zai-inc.com/Publications/cops-p261-pub.pdf>.

BPD successfully used Twitter to keep the public informed about the status of the investigation, to calm nerves and request assistance, to correct mistaken information reported by the press, and to ask for public restraint in the tweeting of information from police scanners. This demonstrated the level of trust and interaction that a department and a community can attain online.⁶⁰

While technology is crucial to law enforcement, it is never a panacea. Its acquisition and use can have unintended consequences for both the organization and the community it serves, which may limit its potential. Thus, agencies need clearly defined policies related to implementation of technology, and must pay close attention to community concerns about its use.

3.1 RECOMMENDATION: The U.S. Department of Justice, in consultation with the law enforcement field, should broaden the efforts of the National Institute of Justice to establish national standards for the research and development of new technology. These standards should also address compatibility and interoperability needs both within law enforcement agencies and across agencies and jurisdictions and maintain civil and human rights protections.

The lack of consistent standards leads to a constantly spiraling increase in technology costs. Law enforcement often has to invest in new layers of

technology to enable their systems to operate with different systems and sometimes must also make expensive modifications or additions to legacy systems to support interoperability with newer technology. And these costs do not include the additional funds needed for training. Agencies are often unprepared for the unintended consequences that may accompany the acquisition of new technologies. Implementation of new technologies can cause disruptions to daily routines, lack of buy-in, and lack of understanding of the purpose and appropriate uses of the technologies. It also often raises questions regarding how the new technologies will impact the officer's expectations, discretion, decision making, and accountability.⁶¹

Inconsistent or nonexistent standards also lead to isolated and fractured information systems that cannot effectively manage, store, analyze, or share their data with other systems. As a result, much information is lost or unavailable—which allows vital information to go unused and have no impact on crime reduction efforts. As one witness noted, the development of mature crime analysis and CompStat processes allows law enforcement to effectively develop policy and deploy resources for crime prevention, but there is a lack of uniformity in data collection throughout law enforcement, and only patchwork methods of near real-time information sharing exist.⁶² These problems are especially critical in light of the threats from terrorism and cybercrime.

60. Edward F. Davis III, Alejandro A. Alves, and David Alan Sklansky, "Social Media and Police Leadership: Lessons from Boston," *New Perspectives in Policing* (Washington, DC: National Institute of Justice, March 2014), <http://www.hks.harvard.edu/content/download/67536/1242954/version/1/file/SocialMediaandPoliceLeadership-03-14.pdf>.

61. Koper et al., *Potential of Technology in Policing* (see note 54).

62. Listening Session on Technology and Social Media (oral testimony of Elliot Cohen, Maryland State Police, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).



All of the task force listening sessions were streamed live and can still be viewed at the task force website.

PHOTO: DEBORAH SPENCE

3.1.1 ACTION ITEM: The Federal Government should support the development and delivery of training to help law enforcement agencies learn, acquire, and implement technology tools and tactics that are consistent with the best practices of 21st century policing.

3.1.2 ACTION ITEM: As part of national standards, the issue of technology's impact on privacy concerns should be addressed in accordance with protections provided by constitutional law.

Though all constitutional guidelines must be maintained in the performance of law enforcement duties, the legal framework (warrants, etc.) should continue to protect law enforcement

access to data obtained from cell phones, social media, GPS, and other sources, allowing officers to detect, prevent, or respond to crime.

3.1.3 ACTION ITEM: Law enforcement agencies should deploy smart technology that is designed to prevent the tampering with or manipulating of evidence in violation of policy.

3.2 RECOMMENDATION: The implementation of appropriate technology by law enforcement agencies should be designed considering local needs and aligned with national standards.

While standards should be created for development and research of technology at the national level, implementation of developed technologies should remain a local decision to address the needs and resources of the community.

In addition to the expense of acquiring technology, implementation and training also requires funds, as well as time, personnel, and physical capacity. A case in point is the Phoenix Police Department's adoption of BWCs mentioned by witness Michael White, who said that the real costs came on the back end for managing the vast amount of data generated by the cameras. He quoted the Chief of the Phoenix Police Department as saying that it would cost their department \$3.5 million to not only outfit all of their officers with the cameras but also successfully manage the program.

3.2.1 ACTION ITEM: Law enforcement agencies should encourage public engagement and collaboration, including the use of community advisory bodies, when developing a policy for the use of a new technology.

Local residents will be more accepting of and respond more positively to technology when they have been informed of new developments and their input has been encouraged. How police use technology and how they share that information with the public is critical. Task force witness Jim Bueermann, president of the Police Foundation, addressed this issue, noting that concerns about BWCs include potential compromises to the privacy of both officers and citizens, who are reluctant to speak to police if they think they are being recorded. And as the task force co-chair, Charles Ramsey, noted, "Just having the conversation can increase trust and legitimacy and help departments make better decisions."

3.2.2 ACTION ITEM: Law enforcement agencies should include an evaluation or assessment process to gauge the effectiveness of any new technology, soliciting input from all levels of the agency, from line officer to leadership, as well as assessment from members of the community.⁶³

Witnesses suggested that law enforcement agencies create an advisory group when adopting a new technology.⁶⁴ Ideally, it would include line officers, union representatives, and members from other departmental units, such as research and planning, technology, and internal affairs. External stakeholders, such as representatives from the prosecutor's office, the defense bar, advocacy groups, and citizens should also be included, giving each group the opportunity to ask questions, express their concerns, and offer suggestions on policy and training.

3.2.3 ACTION ITEM: Law enforcement agencies should adopt the use of new technologies that will help them better serve people with special needs or disabilities.

3.3 RECOMMENDATION: The U.S. Department of Justice should develop best practices that can be adopted by state legislative bodies to govern the acquisition, use, retention, and dissemination of auditory, visual, and biometric data by law enforcement.

63. Sharon Stolting, Shawn Barrett, and David Kurz, *Best Practices Guide for Acquisition of New Technology* (Alexandria, VA: International Association of Chiefs of Police, n.d.), <http://www.theiacp.org/portals/0/pdfs/BP-NewTechnology.pdf>.

64. Listening Session on Technology and Social Media: Body Cameras—Research and Legal Considerations (oral testimony of Michael White, professor, Arizona State University, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

These model policies and practices should at minimum address technology usage and data and evidence acquisition and retention, as well as privacy issues, accountability and discipline. They must also consider the impact of data collection and use on public trust and police legitimacy.

3.3.1 ACTION ITEM: As part of the process for developing best practices, the U.S. Department of Justice should consult with civil rights and civil liberties organizations, as well as law enforcement research groups and other experts, concerning the constitutional issues that can arise as a result of the use of new technologies.

3.3.2 ACTION ITEM: The U.S. Department of Justice should create toolkits for the most effective and constitutional use of multiple forms of innovative technology that will provide state, local, and tribal law enforcement agencies with a one-stop clearinghouse of information and resources.

3.3.3 ACTION ITEM: Law enforcement agencies should review and consider the Bureau of Justice Assistance's (BJA) Body Worn Camera Toolkit to assist in implementing BWCs.

A Body-Worn Camera Expert Panel of law enforcement leaders, recognized practitioners, national policy leaders, and community advocates convened a two-day workshop in February, 2015 to develop a toolkit and provide guidance and model policy for law enforcement agencies implementing BWC programs. Subject matter experts contributed ideas and content for the proposed toolkit while a panel composed of privacy and victim advocates contributed ideas and content for the toolkit to broaden input and ensure transparency.

3.4 RECOMMENDATION: Federal, state, local, and tribal legislative bodies should be encouraged to update public record laws.

The quickly evolving nature of new technologies that collect video, audio, information, and biometric data on members of the community can cause unforeseen consequences. Public record laws, which allow public access to information held by government agencies, including law enforcement, should be modified to protect the privacy of the individuals whose records they hold and to maintain the trust of the community.

Issues such as the accessibility of video captured through dashboard or body-worn cameras are especially complex. So too are the officer use of force events that will be captured by video camera systems and then broadcast by local media outlets. Use of force, even when lawful and appropriate, can negatively influence public perception and trust of police. Sean Smoot, task force member, addressed this by recalling the shooting of a Flagstaff, Arizona, police officer whose death was recorded by his BWC. Responding to public record requests by local media, the police department released the graphic footage, which was then shown on local TV and also on YouTube.⁶⁵ This illustration also raises questions concerning the recording of police interactions with minors and the appropriateness of releasing those videos for public view given their inability to give informed consent for distribution.

3.5 RECOMMENDATION: Law enforcement agencies should adopt model policies and best practices for technology-based community engagement that increases community trust and access.

65. Listening Session on Technology and Social Media (Sean Smoot, task force member, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

Table 2. What types of social media does your agency currently use, and what types of social media do you plan to begin using within the next 2 to 5 years?

Social media type	Percent of responding agencies currently using	Percent of responding agencies planning to begin using in 2 to 5 years
Agency website	100	—
Facebook	82	14
Twitter	69	18
YouTube	48	20
LinkedIn	34	20

Note: PERF, with the support of the COPS Office and Target Corporation, disseminated a “Future of Policing” survey in 2012 to more than 500 police agencies; nearly 200 responded.

Source: Police Executive Research Forum, *Future Trends in Policing* (Washington, DC: Office of Community Oriented Policing Services, 2014), <http://ric-zai-inc.com/Publications/cops-p282-pub.pdf>.

These policies and practices should at a minimum increase transparency and accessibility, provide access to information (crime statistics, current calls for service), allow for public posting of policy and procedures, and enable access and usage for persons with disabilities. They should also address issues surrounding the use of new and social media, encouraging the use of social media as a means of community interaction and relationship building, which can result in stronger law enforcement. As witness Elliot Cohen noted,

We have seen social media support policing efforts in gathering intelligence during active assailant incidents: the Columbia Mall shooting and the Boston Marathon bombing. Social media allowed for a greater volume of information to be collected in an electronic format, both audibly and visually.⁶⁶

But to engage the community, social media must be responsive and current. Said Bill Schrier, “Regularly refresh the content to maintain and engage the audience, post content rapidly during incidents to dispel rumors, and use it for engagement,

not just public information.”⁶⁷ False or incorrect statements made via social media, mainstream media, and other means of technology deeply harm trust and legitimacy and can only be overcome with targeted and continuing community engagement and repeated positive interaction. Agencies need to unequivocally discourage falsities by underlining how harmful they are and how difficult they are to overcome.

Agencies should also develop policies and practices on social media use that consider individual officer expression, professional representation, truthful communication, and other concerns that can impact trust and legitimacy.

3.6 RECOMMENDATION: The Federal Government should support the development of new “less than lethal” technology to help control combative suspects.

The fatal shootings in Ferguson, Cleveland, and elsewhere have put the consequences of use of force front and center in the national news.

66. Listening Session on Technology and Social Media: Technology Policy (oral testimony of Elliot Cohen, lieutenant, Maryland State Police, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

67. Listening Session on Technology and Social Media: Technology Policy (oral testimony of Bill Schrier, senior policy advisor, Office of the Chief Information Officer, State of Washington, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).



Rev. Jeff Brown speaks on restoring trust between police and communities, Phoenix, February 13, 2015.

PHOTO: DEBORAH SPENCE

Policies and procedures must change, but so should the weaponry. New technologies such as conductive energy devices (CED) have been developed and may be used and evaluated to decrease the number of fatal police interventions. Studies of CEDs have shown them to be effective at reducing both officer and civilian injuries. For example, in one study that compared seven law enforcement agencies that use CEDs with six agencies that do not, researchers found a 70 percent decrease in officer injuries and a 40 percent decrease in suspect injuries.⁶⁸ But new technologies should still be

subject to the appropriate use of force continuum restrictions. And Vincent Talucci made the point in his testimony that over-reliance on technological weapons can also be dangerous.⁶⁹

3.6.1 ACTION ITEM: Relevant federal agencies, including the U.S. Departments of Defense and Justice, should expand their efforts to study the development and use of new less than lethal technologies and evaluate their impact on public safety, reducing lethal violence against citizens, constitutionality, and officer safety.

68. Bruce Taylor et al., *Comparing Safety Outcomes in Police Use-Of-Force Cases for Law Enforcement Agencies That Have Deployed Conducted Energy Devices and A Matched Comparison Group That Have Not: A Quasi-Experimental Evaluation* (Washington, DC: Police Executive Research Forum, 2009), <https://www.ncjrs.gov/pdffiles1/nij/grants/237965.pdf>; John M. MacDonald, Robert J. Kaminski, and Michael R. Smith, "The Effect of Less-Lethal Weapons on Injuries in Police Use-of-Force Events," *American Journal of Public Health* 99, no. 12 (2009) 2268–2274, <http://www.ncbi.nlm.nih.gov/pmc/articles/PMC2775771/pdf/2268.pdf>; Bruce G.

Taylor and Daniel J. Woods, "Injuries to Officers and Suspects in Police Use-of-Force Cases: A Quasi-Experimental Evaluation," *Police Quarterly* 13, no. 3 (2010): 260–289, <http://pqx.sagepub.com/content/13/3/260.full.pdf>.

69. Listening Session on Technology and Social Media (oral testimony of Vincent Talucci, International Association of Chiefs of Police, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

3.7 RECOMMENDATION: The Federal Government should make the development and building of segregated radio spectrum and increased bandwidth by FirstNet for exclusive use by local, state, tribal, and federal public safety agencies a top priority.⁷⁰

A national public safety broadband network which creates bandwidth for the exclusive use of law enforcement, the First Responder Network (FirstNet) is considered a game-changing public safety project, which would allow instantaneous communication in even the most remote areas whenever a disaster or incident occurs. It can also support many other technologies, including video transmission from BWCs.

70. Listening Session on Technology and Social Media: Technology Policy (oral testimony of Bill Schrier, senior policy advisor, Office of the Chief Information Officer, State of Washington, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).



President Barack Obama delivers remarks to the press following a meeting with members of the President's Task Force on 21st Century Policing in the Roosevelt Room of the White House, March 2, 2015.

OFFICIAL WHITE HOUSE PHOTO BY CHUCK KENNEDY

PILLAR 4. COMMUNITY POLICING & CRIME REDUCTION

Community policing requires the active building of positive relationships with members of the community.

Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.⁷¹

Over the past few decades, rates of both violent and property crime have dropped dramatically across the United States.⁷² However, some communities and segments of the population have not benefited from the decrease as much as others, and some not at all.⁷³ Though law enforcement must concentrate their efforts in these neighborhoods to maintain public safety, sometimes those specific efforts arouse resentment in the neighborhoods the police are striving to protect.

Police interventions must be implemented with strong policies and training in place, rooted in an understanding of procedural justice. Indeed, without that, police interventions can easily devolve into racial profiling, excessive use of force, and other practices that disregard civil rights, causing negative reactions from people living in already challenged communities.

71. *Community Policing Defined* (Washington, DC: Office of Community Oriented Policing Services, 2014), <http://ric-zai-inc.com/Publications/cops-p157-pub.pdf>.

72. "Crime Statistics for 2013 Released: Decrease in Violent Crimes and Property Crimes," Federal Bureau of Investigation, last modified November 10, 2014, <http://www.fbi.gov/news/stories/2014/november/crime-statistics-for-2013-released/crime-statistics-for-2013-released>.

73. Listening Session on Community Policing and Crime Reduction: Building Community Policing Organizations (oral testimony of Chris Magnus, chief, Richmond [CA] Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

Yet mutual trust and cooperation, two key elements of community policing, are vital to protecting residents of these communities from the crime that plagues them. Community policing combines a focus on intervention and prevention through problem solving with building collaborative partnerships between law enforcement agencies and schools, social services, and other stakeholders. In this way, community policing not only improves public safety but also enhances social connectivity and economic strength, which increases community resilience to crime. And, as noted by one speaker, it improves job satisfaction for line officers, too.

In his testimony to the task force, Camden County, New Jersey, Police Chief J. Scott Thomson noted that community policing starts on the street corner, with respectful interaction between a police officer and a local resident, a discussion that need not be related to a criminal matter.⁷⁴ In fact, it is important that not all interactions be based on emergency calls or crime investigations.

Another aspect of community policing that was discussed in the listening session on this topic is the premise that officers enforce the law *with* the people not just *on* the people. In reflecting this belief, some commented on the negative

74. Listening Session on Community Policing and Crime Reduction: Using Community Policing to Reduce Crime (oral testimony of J. Scott Thomson, chief, Camden County [NJ] Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

results of zero tolerance policies, which mete out automatic and predetermined actions by officers regardless of extenuating circumstances.

Community policing requires the active building of positive relationships with members of the community—on an agency as well as on a personal basis. This can be done through assigning officers to geographic areas on a consistent basis, so that through the continuity of assignment they have the opportunity to know the members of the community. It can also be aided by the use of programs such as Eagle County, Colorado's Law Enforcement Immigrant Advisory Committee, which the police department formed with Catholic Charities to help the local immigrant community.⁷⁵ This type of policing also requires participation in community organizations, local meetings and public service activities.

To be most effective, community policing also requires collaborative partnerships with agencies beyond law enforcement, such as Philadelphia's successful Police Diversion Program described by Kevin Bethel, Deputy Commissioner of Patrol Operations in the Philadelphia Police Department in his testimony to the task force.⁷⁶ This partnership with the Philadelphia Department of Human Services, the school district, the District Attorney's office, Family Court, and other stakeholders significantly reduced the number of arrests of minority youths for minor offenses.

Problem solving, another key element of community policing, is critical to prevention. And problems must be solved in partnership with the

75. Listening Session on Community Policing and Crime Reduction: Building Community Policing Organizations (oral testimony of Chris Magnus, chief, Richmond [CA] Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

76. Listening Session on Community Policing and Crime Reduction: Using Community Policing to Reduce Crime (oral testimony of Kevin Bethel, deputy police commissioner, Philadelphia Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

community in order to effectively address chronic crime and disorder problems. As Office of Community Oriented Policing Services Director Ronald L. Davis has said, "We need to teach new recruits that law enforcement is more than just cuffing 'perps'—it's understanding why people do what they do."⁷⁷

In summary, law enforcement's obligation is not only to reduce crime but also to do so fairly while protecting the rights of citizens. Any prevention strategy that unintentionally violates civil rights, compromises police legitimacy, or undermines trust is counterproductive from both ethical and cost-benefit perspectives. Ignoring these considerations can have both financial costs (e.g., lawsuits) and social costs (e.g., loss of public support).

It must also be stressed that the absence of crime is not the final goal of law enforcement. Rather, it is the promotion and protection of public safety while respecting the dignity and rights of all. And public safety and well-being cannot be attained without the community's belief that their well-being is at the heart of all law enforcement activities. It is critical to help community members see police as allies rather than as an occupying force and to work in concert with other community stakeholders to create more economically and socially stable neighborhoods.

4.1 RECOMMENDATION: Law enforcement agencies should develop and adopt policies and strategies that reinforce the importance of community engagement in managing public safety.

77. Faye Elkins, "Five COPS Office Directors Look Back and Think Forward at the 20th Anniversary Celebration," *Community Policing Dispatch* 8, no. 1 (January 12, 2014), http://cops.usdoj.gov/html/dispatch/01-2015/cops_office_20th_anniversary.asp.

Community policing is not just about the relationship between individual officers and individual neighborhood residents. It is also about the relationship between law enforcement leaders and leaders of key institutions in a community, such as churches, businesses, and schools, supporting the community's own process to define prevention and reach goals.

Law enforcement agencies cannot ensure the safety of communities alone but should seek to contribute to the strengthening of neighborhood capacity to prevent and reduce crime through informal social control. More than a century of research shows that informal social control is a much more powerful mechanism for crime control and reduction than is formal punishment. And perhaps the best evidence for the preventive power of informal social control may be the millions of unguarded opportunities to commit crime that are passed up each day.⁷⁸

4.1.1 ACTION ITEM: Law enforcement agencies should consider adopting preferences for seeking “least harm” resolutions, such as diversion programs or warnings and citations in lieu of arrest for minor infractions.

4.2 RECOMMENDATION: Community policing should be infused throughout the culture and organizational structure of law enforcement agencies.

Community policing must be a way of doing business by an entire police force, not just a specialized unit of that force.⁷⁹ The task force heard testimony from Police Chief J. Scott Thomson of Camden County, New Jersey, who noted:

78. Lawrence Cohen and Marcus Felson, “Social Change and Crime Rate Trends: A Routine Activities Approach,” *American Sociological Review* 44 (August 1979): 588–607.

79. Tracey Meares, “Praying for Community Policing,” *California Law Review* 90 (2002): 1593–1634, http://digitalcommons.law.yale.edu/fss_papers/518/.

Community policing cannot be a program, unit, strategy or tactic. It must be the core principle that lies at the foundation of a police department's culture. The only way to significantly reduce fear, crime, and disorder and then sustain these gains is to leverage the greatest force multiplier: the people of the community.⁸⁰

This message was closely echoed by Chris Magnus, the police chief in Richmond, California. To build a more effective partnership with residents and transform culture within the police department as well as in the community, the Richmond police made sure that *all* officers, not just a select few, were doing community policing and neighborhood problem solving. Every officer is expected to get to know the residents, businesses, community groups, churches, and schools on their beat and work with them to identify and address public safety challenges, including quality of life issues such as blight. Officers remain in the same beat or district for several years or more—which builds familiarity and trust.⁸¹

Testimony from a number of witnesses also made clear that hiring, training, evaluating, and promoting officers based on their ability and track record in community engagement—not just traditional measures of policing such as arrests, tickets, or tactical skills—is an equally important component of the successful infusion of community policing throughout an organization.

80. Listening Session on Community Policing and Crime Reduction: Using Community Policing to Reduce Crime (oral testimony of J. Scott Thomson, chief, Camden County [NJ] Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

81. Listening Session on Community Policing and Crime Reduction: Building Community Policing Organizations (oral testimony of Chris Magnus, chief, Richmond [CA] Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

4.2.1 ACTION ITEM: Law enforcement agencies should evaluate officers on their efforts to engage members of the community and the partnerships they build. Making this part of the performance evaluation process places an increased value on developing partnerships.

4.2.2 ACTION ITEM: Law enforcement agencies should evaluate their patrol deployment practices to allow sufficient time for patrol officers to participate in problem solving and community engagement activities.

4.2.3 ACTION ITEM: The U.S. Department of Justice and other public and private entities should support research into the factors that have led to dramatic successes in crime reduction in some communities through the infusion of non-discriminatory policing and to determine replicable factors that could be used to guide law enforcement agencies in other communities.

4.3 RECOMMENDATION: Law enforcement agencies should engage in multidisciplinary, community team approaches for planning, implementing, and responding to crisis situations with complex causal factors.

Collaborative approaches that engage professionals from across systems have emerged as model practices for addressing community problems that are not resolvable by the police alone. These team approaches call upon law enforcement agencies, service providers, and community support networks to work together to provide the right resources for the situation and foster sustainable change. Multiple witnesses before the task force spoke of departments coordinating mental health response teams that include mental health professionals, social workers, crisis counselors, and

other professionals making decisions alongside the police regarding planning, implementing, and responding to mental health crisis situations. But this model is applicable to a number of community problems that regularly involve a police response, including homelessness, substance abuse, domestic violence, human trafficking, and child abuse. Ultimately, the idea is for officers to be trained and equipped to make use of existing community resources in the diffusion of crisis situations.

4.3.1 ACTION ITEM: The U.S. Department of Justice should collaborate with others to develop and disseminate baseline models of this crisis intervention team approach that can be adapted to local contexts.

4.3.2 ACTION ITEM: Communities should look to involve peer support counselors as part of multidisciplinary teams when appropriate. Persons who have experienced the same trauma can provide both insight to the first responders and immediate support to individuals in crisis.

4.3.3 ACTION ITEM: Communities should be encouraged to evaluate the efficacy of these crisis intervention team approaches and hold agency leaders accountable for outcomes.

4.4 RECOMMENDATION: Communities should support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all, especially the most vulnerable.

The task force heard many different ways of describing a positive culture of policing. David Kennedy suggested there could be a Hippocratic



Chief Edward Flynn of the Milwaukee Police Department, Phoenix, February 14, 2015.

PHOTO: DEBORAH SPENCE

Oath for Policing: First, Do No Harm.⁸² Law enforcement officers' goal should be to avoid use of force if at all possible, even when it is allowed by law and by policy. Terms such as *fair and impartial policing*, *rightful policing*, *constitutional policing*, *neighborhood policing*, *procedural justice*, and *implicit bias training* all address changing the culture of policing. Respectful language; thoughtful and intentional dialogue about the perception and reality of profiling and the mass incarceration of minorities; and consistent involvement, both formal and informal, in community events all help ensure that relationships of trust between police and community will be built. The vision of policing in the 21st century should be that of officers as guardians of human and constitutional rights.

4.4.1 ACTION ITEM: Because offensive or harsh language can escalate a minor situation, law enforcement agencies should underscore the

82. Listening Session on Community Policing and Crime Reduction: Using Community Policing to Reduce Crime (oral testimony of David Kennedy, professor, John Jay College of Criminal Justice, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

importance of language used and adopt policies directing officers to speak to individuals with respect.

4.4.2 ACTION ITEM: Law enforcement agencies should develop programs that create opportunities for patrol officers to regularly interact with neighborhood residents, faith leaders, and business leaders.

4.5 RECOMMENDATION: Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.

As Delores Jones Brown testified, "Neighborhood policing provides an opportunity for police departments to do things with residents in the co-production of public safety rather than doing

things to or for them.”⁸³ Community policing is not just about the behavior and tactics of police; it is also about the civic engagement and capacity of communities to improve their own neighborhoods, their quality of life, and their sense of safety and well-being. Members of communities are key partners in creating public safety, so communities and police need mechanisms to engage with each other in consistent and meaningful ways. One model for formalizing this engagement is through a civilian governance system such as is found in Los Angeles. As Chief Charlie Beck explained in testimony to the task force,

The Los Angeles Police Department is formally governed by the Board of Police Commissioners, a five-person civilian body with each member appointed by the mayor. The commission has formal authority to hire the chief of police, to set broad policy for the department, and to hold the LAPD and its chief accountable to the people.⁸⁴

Community policing, therefore, is concerned with changing the way in which citizens respond to police in more constructive and proactive ways. If officers feel unsafe and threatened, their ability to operate in an open and shared dialogue with community is inhibited. On the other hand, the police have the responsibility to understand the culture, history, and quality of life issues of the entire community—youth, elders, faith communities, special populations—and to educate the community, including its children, on the role and function of police and ways the community can

protect itself, be part of solving problems, and prevent crime. Community and police jointly share the responsibility for civil dialogue and interaction.

4.5.1 ACTION ITEM: Law enforcement agencies should schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.

4.5.2 ACTION ITEM: Law enforcement agencies should engage youth and communities in joint training with law enforcement, citizen academies, ride-alongs, problem solving teams, community action teams, and quality of life teams.

4.5.3 ACTION ITEM: Law enforcement agencies should establish formal community/citizen advisory committees to assist in developing crime prevention strategies and agency policies as well as provide input on policing issues.

Larger agencies should establish multiple committees to ensure they inform all levels of the organization. The makeup of these committees should reflect the demographics of the community or neighborhood being served.

4.5.4 ACTION ITEM: Law enforcement agencies should adopt community policing strategies that support and work in concert with economic development efforts within communities.

As several witnesses, including Bill Geller, testified, public safety and the economic health of communities go hand in hand.⁸⁵ It is therefore important

83. Listening Session on Community Policing and Crime Reduction: Community Policing and Crime Prevention Research (oral testimony of Delores Jones Brown, professor, Department of Law, Police Science & Criminal Justice Administration, John Jay College of Criminal Justice, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

84. Listening Session on Policy and Oversight: Civilian Oversight (oral testimony of Charles Beck, chief, Los Angeles Police Department, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

85. Listening Session on Community Policing and Crime Reduction: Community Policing and Crime Prevention Research (oral testimony of Bill Geller, director, Geller & Associates, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

for agencies to work with local, state, and federal partners on projects devoted to enhancing the economic health of the communities in which departments are located.

4.6 RECOMMENDATION: Communities should adopt policies and programs that address the needs of children and youth most at risk for crime or violence and reduce aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.

The past decade has seen an explosion of knowledge about adolescent development and the neurological underpinnings of adolescent behavior. Much has also been learned about the pathways by which adolescents become delinquent, the effectiveness of prevention and treatment programs, and the long-term effects of transferring youths to the adult system and confining them in harsh conditions. These findings have raised doubts about a series of policies and practices of “zero tolerance” that have contributed to increasing the school-to-prison pipeline by criminalizing the behaviors of children as young as kindergarten age. Noncriminal offenses can escalate to criminal charges when officers are not trained in child and adolescent development and are unable to recognize and manage a child’s emotional, intellectual, and physical development issues. School district policies and practices that push students out of schools and into the juvenile justice system cause great harm and do no good.

One witness told the task force a stunning story about what happened to him one day when he was a high school freshman:

As I walked down the hall, one of the police officers employed in the school noticed I did not have my identification badge with me. Before I could explain why I did not have my badge, I was escorted to the office and suspended for an entire week. I had to leave the school premises immediately. Walking to the bus stop, a different police officer pulled me over and demanded to know why I was not in school. As I tried to explain, I was thrown into the back of the police car. They drove back to my school to see if I was telling the truth, and I was left waiting in the car for over two hours. When they came back, they told me I was in fact suspended, but because the school did not provide me with the proper forms, my guardian and I both had to pay tickets for me being off of school property. The tickets together were 600 dollars, and I had a court date for each one. Was forgetting my ID worth missing school? Me being kicked out of school did not solve or help anything. I was at home alone watching Jerry Springer, doing nothing.⁸⁶

4.6.1 ACTION ITEM: Education and criminal justice agencies at all levels of government should work together to reform policies and procedures that push children into the juvenile justice system.⁸⁷

86. Listening Session on Community Policing and Crime Prevention (oral testimony of Michael Reynolds for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

87. For more information about such policies and procedures, see the U.S. Department of Justice’s Civil Rights Division and U.S. Department of Education’s Office for Civil Rights, “Joint ‘Dear Colleague’ Letter,” last updated February 4, 2014, <http://www2.ed.gov/about/offices/list/ocr/letters/colleague-201401-title-vi.html>.

4.6.2 ACTION ITEM: In order to keep youth in school and to keep them from criminal and violent behavior, law enforcement agencies should work with schools to encourage the creation of alternatives to student suspensions and expulsion through restorative justice, diversion, counseling, and family interventions.

4.6.3 ACTION ITEM: Law enforcement agencies should work with schools to encourage the use of alternative strategies that involve youth in decision making, such as restorative justice, youth courts, and peer interventions.

The Federal Government could incentivize schools to adopt this practice by tying federal funding to schools implementing restorative justice practices.

4.6.4 ACTION ITEM: Law enforcement agencies should work with schools to adopt an instructional approach to discipline that uses interventions or disciplinary consequences to help students develop new behavior skills and positive strategies to avoid conflict, redirect energy, and refocus on learning.

4.6.5 ACTION ITEM: Law enforcement agencies should work with schools to develop and monitor school discipline policies with input and collaboration from school personnel, students, families, and community members. These policies should prohibit the use of corporal punishment and electronic control devices.

4.6.6 ACTION ITEM: Law enforcement agencies should work with schools to create a continuum of developmentally appropriate and proportional consequences for addressing ongoing and escalating student misbehavior after all appropriate interventions have been attempted.

4.6.7 ACTION ITEM: Law enforcement agencies should work with communities to play a role in programs and procedures to reintegrate juveniles back into their communities as they leave the juvenile justice system.

Although this recommendation—and therefore its action items—specifically focuses on juveniles, this task force believes that law enforcement agencies should also work with communities to play a role in re-entry programs for adults leaving prisons and jails.

4.6.8 ACTION ITEM: Law enforcement agencies and schools should establish memoranda of agreement for the placement of School Resource Officers that limit police involvement in student discipline.

Such agreements could include provisions for special training for School Resource Officers to help them better understand and deal with issues involving youth.

4.6.9 ACTION ITEM: The Federal Government should assess and evaluate zero tolerance strategies and examine the role of reasonable discretion when dealing with adolescents in consideration of their stages of maturation or development.



Task force executive director Ronald L. Davis and co-chairs Laurie Robinson and Charles Ramsey, Washington, D.C., February 23, 2015.

PHOTO: DEBORAH SPENCE

4.7 RECOMMENDATION: Communities need to affirm and recognize the voices of youth in community decision making, facilitate youth-led research and problem solving, and develop and fund youth leadership training and life skills through positive youth/police collaboration and interactions.

Youth face unique challenges when encountering the criminal justice system. Law enforcement contacts for apparent infractions create trauma and fear in children and disillusionment in youth, but proactive and positive youth interactions with police create the opportunity for coaching, mentoring, and diversion into constructive alternative activities. Moving testimony from a panel of young people allowed the task force members to hear how officers can lead youth out of the conditions that keep them in the juvenile justice system and into self-awareness and self-help.

Phoenix native Jose Gonzales, 21, first went to jail at age nine and had a chaotic childhood, but in turning his life towards a productive and healthy future, he vividly remembers one officer who made a difference:

Needless to say, I have had a fair amount of interaction with law enforcement in my youth. Some has been very positive. Like the time that a School Resource Officer got me involved in an after school club. Officer Bill D. helped me stop being a bad kid and assisted with after school activities. He sought me out to be a part of a club that included all sorts of youth—athletes, academics—and helped me gain confidence in reaching out to other social circles beyond my troubled community. The important idea I'd like to convey is that approach is everything.⁸⁸

88. Listening Session on Community Policing and Crime Reduction: Youth and Law Enforcement (oral testimony of Jose Gonzales for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

4.7.1 ACTION ITEM: Communities and law enforcement agencies should restore and build trust between youth and police by creating programs and projects for positive, consistent, and persistent interaction between youth and police.

4.7.2 ACTION ITEM: Communities should develop community- and school-based evidence-based programs that mitigate punitive and authoritarian solutions to teen problems.

PILLAR 5. TRAINING & EDUCATION

Hiring officers who reflect the community they serve is important not only to external relations but also to increasing understanding within the agency.

As our nation becomes more pluralistic and the scope of law enforcement's responsibilities expands, the need for more and better training has become critical. Today's line officers and leaders must meet a wide variety of challenges including international terrorism, evolving technologies, rising immigration, changing laws, new cultural mores, and a growing mental health crisis. All states and territories and the District of Columbia should establish standards for hiring, training, and education.

The skills and knowledge required to effectively deal with these issues requires a higher level of education as well as extensive and ongoing training in specific disciplines. The task force discussed these needs in depth, making recommendations for basic recruit and in-service training, as well as leadership development in a wide variety of areas:

- Community policing and problem-solving principles
- Interpersonal and communication skills
- Bias awareness
- Scenario-based, situational decision making
- Crisis intervention
- Procedural justice and impartial policing
- Trauma and victim services
- Mental health issues
- Analytical research and technology
- Languages and cultural responsiveness

Many who spoke before the task force recommended that law enforcement partner with academic institutions; organizations such as the International Association of Chiefs of Police (IACP), the Major Cities Chiefs Association (MCCA), the National Organization of Black Law Enforcement Executives (NOBLE), and the Police Executive Research Forum (PERF); and other sources of appropriate training. Establishing fellowships and exchange programs with other agencies was also suggested.

Other witnesses spoke about the police education now offered by universities, noting that undergraduate criminal justice and criminology programs provide a serviceable foundation but that short courses of mixed quality and even some graduate university degree programs do not come close to addressing the needs of 21st-century law enforcement.

In addition to discussion of training programs and educational expectations, witnesses at the listening session made clear that new approaches to recruitment, hiring, evaluation, and promotion are also essential to developing a more highly educated workforce with the character traits and social skills that enable effective policing and positive community relationships.

To build a police force capable of dealing with the complexity of the 21st century, it is imperative that agencies place value on both educational achievements and socialization skills when making hiring decisions. Hiring officers who reflect the

To be effective in an ever-changing world, training must continue throughout an officer's career.

community they serve is also important not only to external relations but also to increasing understanding within the agency. On the other hand, task force member Constance Rice described the best line officer she knew—White, but better at relating to the African-American community than his Black colleagues. Her recommendation was to look for the character traits that support fairness, compassion, and cultural sensitivity.⁸⁹

The need for understanding, tolerance, and sensitivity to African Americans, Latinos, recent immigrants, Muslims, and the LGBTQ community was discussed at length at the listening session, with witnesses giving examples of unacceptable behavior in law enforcement's dealings with all of these groups. Participants also discussed the need to move towards practices that respect all members of the community equally and away from policing tactics that can unintentionally lead to excessive enforcement against minorities.

Witnesses noted that officers need to develop the skills and knowledge necessary in the fight against terrorism by gaining an understanding of the links between normal criminal activity and terrorism, for example. What is more, this training must be ongoing, as threats and procedures for combatting terrorism evolve.

The need for realistic, scenario-based training to better manage interactions and minimize using force was discussed by a number of witnesses. Others focused more on content than delivery: Dennis Rosenbaum suggested putting procedural justice at the center of training, not on the

89. Listening Session on Training and Education (Constance Rice, task force member, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

fringes.⁹⁰ Ronal Serpas recommended training on the effects of violence not only on the community and individual victims but also on police officers themselves, noting that exposure to violence can make individuals more prone to violent behavior.⁹¹ And witnesses Bruce Lipman and David Friedman both spoke about providing officers with historical perspectives of policing to provide context as to why some communities have negative feelings toward the police and improve understanding of the role of the police in a democratic society.⁹²

Though today's law enforcement professionals are highly trained and highly skilled operationally, they must develop specialized knowledge and understanding that enable fair and procedurally just policing and allow them to meet a wide variety of new challenges and expectations. Tactical skills are important, but attitude, tolerance, and interpersonal skills are equally so. And to be effective in an ever-changing world, training must continue throughout an officer's career.

The goal is not only effective, efficient policing but also procedural justice and fairness. Following are the task force's recommendations for implementing career-long education and training practices for law enforcement in the 21st century.

90. Listening Session on Community Policing and Crime Reduction: Community Policing and Crime Prevention Research (oral testimony of Dennis Rosenbaum, professor, University of Illinois at Chicago, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

91. Listening Session on Training and Education: Special Training on Building Trust (oral testimony of Ronal Serpas, advisory board member, Cure Violence Chicago, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

92. Listening Session on Training and Education: Special Training on Building Trust (oral testimony of David C. Friedman, director of National Law Enforcement Initiatives, Anti-Defamation League, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015); Listening Session on Training and Education: Special Training on Building Trust (oral testimony of Bruce Lipman, Procedural Justice Training, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).



Task force members Jose Lopez and Brittany Packnett listen to testimony, Phoenix, February 14, 2015.

PHOTO: DEBORAH SPENCE

5.1 RECOMMENDATION: The Federal Government should support the development of partnerships with training facilities across the country to promote consistent standards for high quality training and establish training innovation hubs.

A starting point for changing the culture of policing is to change the culture of training academies. The designation of certain training academies as federally supported regional “training innovation hubs” could act as leverage points for changing training culture while taking into consideration regional variations. Federal funding would be a powerful incentive to these designated academies to conduct the necessary research to develop and implement the highest quality curricula focused on the needs of 21st century American policing, along with cutting-edge delivery modalities.

5.1.1 ACTION ITEM: The training innovation hubs should develop replicable model programs that use adult-based learning and scenario-based training in a training environment modeled less like boot camp. Through these programs the hubs would influence nationwide curricula, as well as instructional methodology.

5.1.2 ACTION ITEM: The training innovation hubs should establish partnerships with academic institutions to develop rigorous training practices, evaluation, and the development of curricula based on evidence-based practices.

5.1.3 ACTION ITEM: The Department of Justice should build a stronger relationship with the International Association of Directors of Law

Enforcement (IADLEST) in order to leverage their network with state boards and commissions of Peace Officer Standards and Training (POST).

The POSTs are critical to the development and implementation of statewide training standards and the certification of instructors and training courses, as well as integral to facilitating communication, coordination, and influence with the more than 650 police academies across the nation. This relationship would also serve as a pipeline for disseminating information and creating discussion around best practices.

5.2 RECOMMENDATION: Law enforcement agencies should engage community members in the training process.

Not only can agencies make important contributions to the design and implementation of training that reflects the needs and character of their communities but it is also important for police training to be as transparent as possible. This will result in both a better informed public and a better informed officer.

Where appropriate and through managed programs, the community would

- learn about and evaluate the existing training within departments;
- provide input into shaping that some training content and delivery;
- in some cases, participate in training alongside officers.

5.2.1 ACTION ITEM: The U.S. Department of Justice should conduct research to develop and disseminate a toolkit on how law enforcement agencies and training programs can integrate community members into this training process.

5.3 RECOMMENDATION: Law enforcement agencies should provide leadership training to all personnel throughout their careers.

Standards and programs need to be established for every level of leadership from the first line to middle management to executive leadership. If there is good leadership and procedural justice within the agency, the officers are more likely to behave according to those standards in the community. As Chief Edward Flynn of the Milwaukee Police Department noted, "Flexible, dynamic, insightful, ethical leaders are needed to develop the informal social control and social capital required for a civil society to flourish."⁹³ One example of leadership training is Leading Police Organizations, a program developed by the IACP and modeled after the West Point Leadership Program, which offers training for all levels of agency management in programs based on a behavioral science approach to leading people groups, change, and organizations, focusing on the concept of "every officer a leader."

5.3.1 ACTION ITEM: Recognizing that strong, capable leadership is required to create cultural transformation, the U.S. Department of Justice should invest in developing learning goals and model curricula/training for each level of leadership.

This training should focus on organizational procedural justice, community policing, police accountability, teaching, coaching, mentoring, and communicating with the media and the public. Chief Kim Jacobs noted this in her testimony discussing current issues with training on reviewing investigations of police actions and prepare comprehensive reports for all stakeholders,

93. Listening Session on Training and Education (oral testimony of Edward Flynn, chief, Milwaukee Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

including the media and citizens.⁹⁴ These standards should also influence requirements for promotion and continuing/ongoing education should also be required to maintain leadership positions.

5.3.2 ACTION ITEM: The Federal Government should encourage and support partnerships between law enforcement and academic institutions to support a culture that values ongoing education and the integration of current research into the development of training, policies, and practices.

5.3.3 ACTION ITEM: The U.S. Department of Justice should support and encourage cross-discipline leadership training.

This can be within the criminal justice system but also across governments, nonprofits, and the private sector, including social services, legal aid, businesses, community corrections, education, the courts, mental health organizations, civic and religious organizations, and others. When people come together from different disciplines and backgrounds, there is a cross-fertilization of ideas that often leads to better solutions. Furthermore, by interacting with a more diverse group of professionals, police can establish a valuable network of contacts whose knowledge and skills differ from but complement their own. This opportunity does exist for front-line staff on a variety of specialized topics but also needs to happen at decision/policy maker levels. For example, the National Alliance for Drug Endangered Children is an especially appropriate model for the value of cross-discipline training. Their written testimony to the task force explains how their training approach focuses on the formation of community partnerships that

94. Listening Session on Training and Education (oral testimony of Kim Jacobs, chief, Columbus [OH] Division of Police, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

engage law enforcement and professionals from multiple disciplines to collaboratively identify and protect drug endangered children and their families.⁹⁵

5.4 RECOMMENDATION: The U.S. Department of Justice should develop, in partnership with institutions of higher education, a national postgraduate institute of policing for senior executives with a standardized curriculum preparing them to lead agencies in the 21st century.

To advance American law enforcement, we must advance its leadership. To that end, the task force recommends the establishment of a top quality graduate institute of policing to provide ongoing leadership training, education, and research programs which will enhance the quality of law enforcement culture, knowledge, skills, practices and policies. Modeled after the Naval Postgraduate School in Monterey, California, this institute will be staffed with subject matter experts and instructors drawn from the nation's top educational institutions, who will focus on the real world problems that challenge today's and tomorrow's law enforcement, teaching practical skills and providing the most current information for improving policing services throughout the nation. This institute could even, as witness Lawrence Sherman proposed, "admit qualified applicants to a three-month residential course for potential police executives, concluding in an assessment center and examination that would certify qualified graduates to serve as chief police executives anywhere in the United States."⁹⁶

95. Listening Session on Training and Education (written testimony of the National Alliance for Drug Endangered Children for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

96. Listening Session on The Future of Community Policing (oral testimony of Lawrence Sherman, Wolfson Professor of Criminology, University of Cambridge, and Distinguished University Professor, University of Maryland, for the President's Task Force on 21st Century Policing, Washington, DC, February 24, 2015).

5.5 RECOMMENDATION: The U.S. Department of Justice should instruct the Federal Bureau of Investigation to modify the curriculum of the National Academy at Quantico to include prominent coverage of the topical areas addressed in this report. In addition, the COPS Office and the Office of Justice Programs should work with law enforcement professional organizations to encourage modification of their curricula in a similar fashion.⁹⁷

The Office of Community Oriented Policing Services (COPS Office) and the Office of Justice Programs (OJP) should work with the law enforcement professional organizations to encourage modification of their curricula—for example, the Senior Management Institute for Police run by PERF and the Police Executive Leadership Institute managed by the Major Cities Chiefs Association.

5.6 RECOMMENDATION: POSTs should make Crisis Intervention Training (CIT) a part of both basic recruit and in-service officer training.

Crisis intervention training (CIT) was developed in Memphis, Tennessee, in 1988 and has been shown to improve police ability to recognize symptoms of a mental health crisis, enhance their confidence in addressing such an emergency, and reduce inaccurate beliefs about mental illness.⁹⁸ It has

97. Listening Session on Training and Education: Supervisory, Leadership and Management Training (oral testimony of Kimberly Jacobs, chief, Columbus [OH] Division of Police, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015); Listening Session on Training and Education (e-mail of Annie McKee, senior fellow, University of Pennsylvania, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13–14, 2015); Listening Session on Training and Education (written testimony of Anthony Braga et al. for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13–14, 2015).

98. Natalie Bonfine, Christian Ritter, and Mark R. Munetz, "Police Officer Perceptions of the Impact of Crisis Intervention Team (CIT) Programs," *International Journal of Law and Psychiatry* 37, no. 4 (July–August 2014): 341–350, doi:10.1016/j.ijlp.2014.02.004.

been found that after completing CIT orientation, officers felt encouraged to interact with people suffering a mental health crisis and to delay their "rush to resolution."⁹⁹ Dr. Randolph Dupont, Chair of the Department of Criminology and Criminal Justice at the University of Memphis, spoke to the task force about the effectiveness of the Memphis Crisis Intervention Team (CIT), which stresses verbal intervention and other de-escalation techniques.

Noting that empathy training is an important component, Dr. Dupont said the Memphis CIT includes personal interaction between officers and individuals with mental health problems. Officers who had contact with these individuals felt more comfortable with them, and hospital mental health staff who participated with the officers had more positive views of law enforcement. CIT also provides a unique opportunity to develop cross-disciplinary training and partnerships.

5.6.1 ACTION ITEM: Because of the importance of this issue, Congress should appropriate funds to help support law enforcement crisis intervention training.

5.7 RECOMMENDATION: POSTs should ensure that basic officer training includes lessons to improve social interaction as well as tactical skills.

These include topics such as critical thinking, social intelligence, implicit bias, fair and impartial policing, historical trauma, and other topics that address capacity to build trust and legitimacy in diverse communities and offer better skills for gaining compliance without the use of physical

99. Kelly E. Canada, Beth Angell, and Amy C. Watson, "Crisis Intervention Teams in Chicago: Successes on the Ground," *Journal of Police Crisis Negotiations* 10, no. 1–2 (2010), 86–100, doi:10.1080/15332581003792070.



Task force member Bryan Stevenson asks a panelist a question, Phoenix, February 13, 2015.

PHOTO: DEBORAH SPENCE

force. Basic recruit training must also include tactical and operations training on lethal and nonlethal use of force with an emphasis on de-escalation and tactical retreat skills.

5.8 RECOMMENDATION: POSTs should ensure that basic recruit and in-service officer training include curriculum on the disease of addiction.

It is important that officers be able to recognize the signs of addiction and respond accordingly when they are interacting with people who may be impaired as a result of their addiction. Science has demonstrated that addiction is a disease of the brain—a disease that can be prevented and treated and from which people can recover.

The growing understanding of this science has led to a number of law enforcement agencies equipping officers with overdose-reversal drugs such as naloxone and the passage of legislation in many states that shield any person from civil and criminal liability if they administer naloxone.

The Obama Administration's drug policy reflects this understanding and emphasizes access to treatment over incarceration, pursuing "smart on crime" rather than "tough on crime" approaches to drug-related offenses, and support for early health interventions designed to break the cycle of drug use, crime, incarceration, and re-arrest.¹⁰⁰ And the relationship between incarceration and addiction is a significant one. A 2004 survey by the U.S.

100. *A Drug Policy for the 21st Century, July 2014*, accessed February 27, 2015, <http://www.whitehouse.gov/ondcp/drugpolicyreform>.

Department of Justice estimated that about 70 percent of state and 64 percent of federal prisoners regularly used drugs prior to incarceration.¹⁰¹

5.9 RECOMMENDATION: POSTs should ensure both basic recruit and in-service training incorporates content around recognizing and confronting implicit bias and cultural responsiveness.

As the nation becomes more diverse, it will become increasingly important that police officers be sensitive to and tolerant of differences. It is vital that law enforcement provide training that recognizes the unique needs and characteristics of minority communities, whether they are victims or witnesses of crimes, subjects of stops, or criminal suspects.

Keeshan Harley, a young Black man, testified that he estimates that he's been stopped and frisked more than 100 times and that he felt that the problem is not just a few individual bad apples, but the systemic way policing treats certain communities—including low-income and young people, African Americans, LGBTQ people, the homeless, immigrants, and people with psychiatric disabilities. In so doing, police have produced communities of alienation and resentment.¹⁰² He is arguably not alone in his opinions, given that

research has shown that “of those involved in traffic and street stops, a smaller percentage of Blacks than Whites believed the police behaved properly during the stop.”¹⁰³

And in a 2012 survey of LGBTQ/HIV contact with police, 25 percent of respondents with any recent police contact reported at least one type of misconduct or harassment, such as being accused of an offense they did not commit, verbal assault, being arrested for an offense they did not commit, sexual harassment, physical assault, or sexual assault.¹⁰⁴

5.9.1 ACTION ITEM: Law enforcement agencies should implement ongoing, top down training for all officers in cultural diversity and related topics that can build trust and legitimacy in diverse communities. This should be accomplished with the assistance of advocacy groups that represent the viewpoints of communities that have traditionally had adversarial relationships with law enforcement.

5.9.2 ACTION ITEM: Law enforcement agencies should implement training for officers that covers policies for interactions with the LGBTQ population, including issues such as determining gender identity for arrest placement, the Muslim, Arab, and South Asian communities, and immigrant or non-English speaking groups, as well as reinforcing policies for the prevention of sexual misconduct and harassment.

101. C. Mumola and J.C. Karberg, *Drug Use and Dependence, State and Federal Prisoners, 2004* (Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2007), <http://www.bjs.gov/content/pub/pdf/dudsfp04.pdf>.

102. Listening Session on Training and Education: Voices in the Community (oral testimony of Keeshan Harley, member, Communities United for Police Reform, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015); see also Tracey L. Meares, “Programming Errors: Understanding the Constitutionality of Stop-and-Frisk as a Program, Not an Incident,” *University of Chicago Law Review* (forthcoming).

103. Langton and Durose, *Traffic and Street Stops, 2011* (see note 42).

104. Listening Session on Policy and Oversight (written testimony of Lambda Legal for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30–31, 2015); Lambda Legal, *Protected and Served? Survey of LGBTQ/HIV Contact with Police, Courts, Prisons, and Security, 2014*, accessed February 28, 2015, <http://www.lambdalegal.org/protected-and-served>.

Table 3. College degree requirements for full-time instructors in state and local law enforcement training academies, by type of operating agency, 2006

Primary operating agency	Total percentage of academies with a minimum educational requirement that included a college degree	Percentage of academies requiring a 4-year degree	Percent of academies requiring a 2-year degree
All types	19	11	8
State Peace Officer Standards and Training	13	13	0
State police	11	7	5
Sheriff's office	2	0	2
County police	5	0	5
Municipal police	7	4	3
College/university	35	22	13
Multiagency	15	2	13
Other types	8	8	0

Source: Brian A. Reaves, *State and Local Law Enforcement Training Academies, 2006, Special Report* (Washington, DC: Bureau of Justice Statistics, 2009), <http://www.bjs.gov/content/pub/pdf/slleta06.pdf>.

5.10 RECOMMENDATION: POSTs should require both basic recruit and in-service training on policing in a democratic society.

Police officers are granted a great deal of authority, and it is therefore important that they receive training on the constitutional basis of and the proper use of that power and authority. Particular focus should be placed on ensuring that Terry stops¹⁰⁵ are conducted within constitutional guidelines.

5.11 RECOMMENDATION: The Federal Government, as well as state and local agencies, should encourage and incentivize higher education for law enforcement officers.

While many believe that a higher level of required education could raise the quality of officer performance, law enforcement also benefits from a diverse range of officers who bring their cultures, languages, and life experiences to policing.

105. *Terry v. Ohio*, 392 U.S. 1 (1968).

Offering entry level opportunities to recruits without a college degree can be combined with the provision of means to obtain higher education throughout their career, thereby ensuring the benefits of a diverse staff with a well-educated police force and an active learning culture. Current student loan programs allow repayment based on income, and some already provide tuition debt forgiveness after 120 months of service in the government or nonprofit sector.

5.11.1 ACTION ITEM: The Federal Government should create a loan repayment and forgiveness incentive program specifically for policing.

This could be modeled on similar programs that already exist for government service and other fields or the reinstatement of funding for programs such as the 1960s and 70s Law Enforcement Education Program.

5.12 RECOMMENDATION: The Federal Government should support research into the development of technology that enhances scenario-based training, social interaction skills, and enables the dissemination of interactive distance learning for law enforcement.

This will lead to new modalities that enhance the effectiveness of the learning experience, reduce instructional costs, and ensure the broad dissemination of training through platforms that do not require time away from agencies.

This would be especially helpful for smaller and more rural departments who cannot spare the time for their officers to participate in residential/in-person training programs. Present day technologies should also be employed more often—web-based learning, behavior evaluations through body worn camera videos, software programs for independent learning, scenario-based instruction through videos, and other methods. This can also increase access to evidence-based research and other sources of knowledge.

5.13 RECOMMENDATION: The U.S. Department of Justice should support the development and implementation of improved Field Training Officer programs.

This is critical in terms of changing officer culture. Field Training Officers impart the organizational culture to the newest members. The most common current program, known as the San Jose Model, is more than 40 years old and is not based on current research knowledge of adult learning modalities. In many ways it even conflicts with innovative training strategies that encourage problem-based learning and support organizational procedural justice.

5.13.1 ACTION ITEM: The U.S. Department of Justice should support the development of broad Field Training Program standards and training strategies that address changing police culture and organizational procedural justice issues that agencies can adopt and customize to local needs.

A potential model for this is the Police Training Officer program developed by the COPS Office in collaboration with PERF and the Reno (Nevada) Police Department. This problem-based learning strategy used adult learning theory and problem solving tools to encourage new officers to think with a proactive mindset, enabling the identification of and solution to problems within their communities.

5.13.2 ACTION ITEM: The U.S. Department of Justice should provide funding to incentivize agencies to update their Field Training Programs in accordance with the new standards.

PILLAR 6. OFFICER WELLNESS & SAFETY

The wellness and safety of law enforcement officers is critical not only to themselves, their colleagues, and their agencies but also to public safety.

Most law enforcement officers walk into risky situations and encounter tragedy on a regular basis. Some, such as the police who responded to the carnage of Sandy Hook Elementary School, witness horror that stays with them for the rest of their lives. Others are physically injured in carrying out their duties, sometimes needlessly, through mistakes made in high stress situations. The recent notable deaths of officers are stark reminders of the risk officers face. As a result, physical, mental, and emotional injuries plague many law enforcement agencies.

However, a large proportion of officer injuries and deaths are not the result of interaction with criminal offenders but the outcome of poor physical health due to poor nutrition, lack of exercise, sleep deprivation, and substance abuse. Yet these causes are often overlooked or given scant attention. Many other injuries and fatalities are the result of vehicular accidents.

The wellness and safety of law enforcement officers is critical not only to themselves, their colleagues, and their agencies but also to public safety. An officer whose capabilities, judgment, and behavior are adversely affected by poor physical or psychological health not only may be of little use to the community he or she serves but also may be a danger to the community and to other officers. As task force member Tracey Meares observed, “Hurt people can hurt people.”¹⁰⁶

106. Listening Session on Officer Safety and Wellness (comment of Tracey Meares, task force member, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

Commenting on the irony of law enforcement’s lack of services and practices to support wellness and safety, Dr. Laurence Miller observed in his testimony that supervisors would not allow an officer to go on patrol with a deficiently maintained vehicle, an un-serviced duty weapon, or a malfunctioning radio—but pay little attention to the maintenance of what is all officers’ most valuable resource: their brains.¹⁰⁷

Officer suicide is also a problem: a national study using data of the National Occupational Mortality Surveillance found that police died from suicide 2.4 times as often as from homicides. And though depression resulting from traumatic experiences is often the cause, routine work and life stressors—serving hostile communities, working long shifts, lack of family or departmental support—are frequent motivators too.

In this pillar, the task force focused on many of the issues that impact and are impacted by officer wellness and safety, focusing on strategies in several areas: physical, mental, and emotional health; vehicular accidents; officer suicide; shootings and assaults; and the partnerships with social services, unions, and other organizations that can support solutions.

107. Listening Session on Officer Safety and Wellness (oral testimony of Laurence Miller, psychologist, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

Physical injuries and death in the line of duty, while declining, are still too high. According to estimates of U.S. Bureau of Labor Statistics, more than 100,000 law enforcement professionals are injured in the line of duty each year. Many are the result of assaults, which underscores the need for body armor, but most are due to vehicular accidents.

To protect against assaults, Orange County (Florida) Sheriff Jerry Demings talked about immersing new officers in simulation training that realistically depicts what they are going to face in the real world. "I subscribe to an edict that there is no substitute for training and experience . . . deaths and injuries can be prevented through training that is both realistic and repetitive."¹⁰⁸

But to design effective training first requires collecting substantially more information about the nature of injuries sustained by officers on the job. Dr. Alexander Eastman's testimony noted that the field of emergency medicine involves the analysis of vast amounts of data with regard to injuries in order to improve prevention as well as treatment.

In order to make the job of policing more safe, a nationwide repository for [law enforcement officer] injuries sustained is desperately needed. A robust database of this nature, analyzed by medical providers and scientists involved in law enforcement, would allow for recommendations in tactics, training, equipment, medical care and even policies/procedures that are grounded in that interface between scientific evidence, best medical practice, and sound policing.¹⁰⁹

108. Listening Session on Officer Safety and Wellness: Officer Safety (oral testimony of Jerry Demings, sheriff, Orange County, FL, for the President's Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

109. Listening Session on Officer Safety and Wellness: Officer Safety (oral testimony of Dr. Alexander Eastman, lieutenant and deputy medical director, Dallas Police Department, for the President's Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

Poor nutrition and fitness are also serious threats, as is sleep deprivation. Many errors in judgment can be traced to fatigue, which also makes it harder to connect with people and control emotions. But administrative changes such as reducing work shifts can improve officer's feelings of well-being, and the implementation of mental health strategies can lessen the impact of the stress and trauma.

However, the most important factor to consider when discussing wellness and safety is the culture of law enforcement, which needs to be transformed. Support for wellness and safety should permeate all practices and be expressed through changes in procedures, requirements, attitudes, and behaviors. An agency work environment in which officers do not feel they are respected, supported, or treated fairly is one of the most common sources of stress. And research indicates that officers who feel respected by their supervisors are more likely to accept and voluntarily comply with departmental policies. This transformation should also overturn the tradition of silence on psychological problems, encouraging officers to seek help without concern about negative consequences.

Partnerships are another crucial element. An agency cannot successfully tackle these issues without partners such as industrial hygienists, chaplains, unions, and mental health providers. But no program can succeed without buy-in from agency leadership as well as the rank and file.

The "bulletproof cop" does not exist. The officers who protect us must also be protected—against incapacitating physical, mental, and emotional health problems as well as against the hazards of their job. Their wellness and safety are crucial for them, their colleagues, and their agencies, as well as the well-being of the communities they serve.



Elliot Cohen of the Maryland State Police speaks about technology usage while Madhu Grewal of the Constitution Project waits her turn to testify, Cincinnati, January 31, 2015.

PHOTO: DEBORAH SPENCE

6.1 RECOMMENDATION: The U.S. Department of Justice should enhance and further promote its multi-faceted officer safety and wellness initiative.

As noted by all task force members during the listening session, officer wellness and safety supports public safety. Officers who are mentally or physically incapacitated cannot serve their communities adequately and can be a danger to the people they serve, to their fellow officers, and to themselves.

6.1.1 ACTION ITEM: Congress should establish and fund a national “Blue Alert” warning system.

Leveraging the current Amber Alert program used to locate abducted children, the Blue Alert would enlist the help of the public in finding suspects after a law enforcement officer is killed in the line of duty. Some similar state systems do exist, but there are large gaps; a national system is needed. In addition to aiding the apprehension of suspects, it would send a message about the importance of protecting law enforcement from undue harm.

6.1.2 ACTION ITEM: The U.S. Department of Justice, in partnership with the U.S. Department of Health and Human Services, should establish a task force to study mental health issues unique to officers and recommend tailored treatments.

Law enforcement officers are subject to more stress than the general population owing to the nature of their jobs. In addition to working with difficult—even hostile—individuals, responding to tragic events, and sometimes coming under fire themselves, they suffer from the effects of everyday stressors—the most acute of which often come from their agencies, because of confusing messages or non-supportive management; and their families, who do not fully understand the pressures the officers face on the job. And as witness Laurence Miller said, “When both work and family relations fray, the individual’s coping abilities can be stretched to the limit, resulting in alcohol abuse, domestic violence, overaggressive policing, even suicide.”¹¹⁰

110. Listening Session on Officer Safety and Wellness (oral testimony of Laurence Miller, psychologist, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

To add to the problems of those suffering from psychological distress, law enforcement culture has not historically supported efforts to treat or even acknowledged mental health problems, which are usually seen as a sign of “weakness.” The challenges and treatments of mental health issues should therefore be viewed within the context of law enforcement’s unique culture and working environment.

This task force should also look to establish a national toll-free mental health hotline specifically for police officers. This would be a fast, easy, and confidential way for officers to get advice whenever they needed to; and because they would be anonymous, officers would be more likely to take advantage of this resource. Since nobody understands the challenges an officer faces like another officer, it should be peer driven—anononymously connecting callers to officers who are not in the same agency and who could refer the caller to professional help if needed. An advisory board should be formed to guide the creation of this hotline service.

6.1.3 ACTION ITEM: The Federal Government should support the continuing research into the efficacy of an annual mental health check for officers, as well as fitness, resilience, and nutrition.

Currently, most mental health checks are ordered as interventions for anger management or substance abuse and are ordered reactively after an incident. Mental health checks need to be more frequent to prevent problems. Because officers are exposed to a wide range of stressors on a continuous basis as part of their daily routines, mental and physical health check-ups should be conducted on an ongoing basis. Furthermore, officer nutrition and fitness issues change with time, varying widely from those of the new academy graduate

to those of the veteran who has spent the last five years sitting in a squad car. Many health problems—notably cardiac issues—are cumulative.

6.1.4 ACTION ITEM: Pension plans should recognize fitness for duty examinations as definitive evidence of valid duty or non-duty related disability.

Officers who have been injured in the line of duty can exist in limbo, without pay, unable to work but also unable to get benefits because the “fitness for duty” examinations given by their agencies are not recognized as valid proof of disability. And since officers, as public servants, cannot receive social security, they can end up in a precarious financial state.

6.1.5 ACTION ITEM: Public Safety Officer Benefits (PSOB) should be provided to survivors of officers killed while working, regardless of whether the officer used safety equipment (seatbelt or anti-ballistic vest) or if officer death was the result of suicide attributed to a current diagnosis of duty-related mental illness, including but not limited to post-traumatic stress disorder (PTSD).

Families should not be penalized because an officer died in the line of duty but was not wearing a seat belt or body armor. Though these precautions are very important and strongly encouraged, there are occasions when officers can be more effective without them.¹¹¹

A couple of situations were mentioned by task force member Sean Smoot, who described the efforts of an officer who took off his seat belt to tend to the injuries of a victim in the back of the car as his partner sped to the hospital. Another

111. Listening Session on Officer Safety and Wellness: Voices from the Field (oral testimony of William Johnson, executive director, National Association of Police Organizations, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

scenario he mentioned was the rescue of a drowning woman by an officer who shed his heavy body armor to go into the water. Charles Ramsey, task force co-chair, also noted that these types of situations could be further mitigated by the invention of seatbelts that officers could quickly release without getting tangled on their belts, badges, and radios, as well as body armor that is lighter and more comfortable.

6.2 RECOMMENDATION: Law enforcement agencies should promote safety and wellness at every level of the organization.

Safety and wellness issues affect all law enforcement professionals, regardless of their management status, duty, or tenure. Moreover, line officers are more likely to adopt procedures or change practices if they are advised to do so by managers who also model the behavior they encourage. According to witness David Orr, buy-in from the leaders as well as the rank and file is essential to the success of any program.¹¹²

6.2.1 ACTION ITEM: Though the Federal Government can support many of the programs and best practices identified by the U.S. Department of Justice initiative described in recommendation 6.1, the ultimate responsibility lies with each agency.

112. Listening Session on Officer Safety and Wellness (oral testimony of David Orr, sergeant, Norwalk [CT] Police Department, to the President's Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

Though legislation and funding from the Federal Government is necessary in some cases, most of the policies, programs, and practices recommended by the task force can and should be implemented at the local level. It is understood, however, that there are no "one size fits all" solutions and that implementation will vary according to agency size, location, resources, and other factors.

6.3 RECOMMENDATION: The U.S. Department of Justice should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement.

It has been established by significant bodies of research that long shifts can not only cause fatigue, stress, and decreased ability to concentrate but also lead to other more serious consequences.¹¹³ Fatigue and stress undermine not only the immune system but also the ability to work at full capacity, make decisions, and maintain emotional equilibrium. Though long shifts are understandable in the case of emergencies, as a standard practice they can lead to poor morale, poor job performance, irritability, and errors in judgment that can have serious, even deadly, consequences.

6.3.1 ACTION ITEM: The U.S. Department of Justice should fund additional research into the efficacy of limiting the total number of hours an officer should work within a 24–48-hour period, including special findings on the maximum number of hours an officer should work in a high risk or high stress environment (e.g., public demonstrations or emergency situations).

113. Bryan Vila, *Tired Cops: The Importance of Managing Police Fatigue*, (Washington, DC: Police Executive Research Forum, 2000); Mora L. Fiedler, *Officer Safety and Wellness: An Overview of the Issues* (Washington, DC: Office of Community Oriented Policing Services, 2011), 4, <http://cops.usdoj.gov/pdf/OSWG/e091120401-OSWGReport.pdf>.



Christina Brown of Black Lives Matter Cincinnati speaks about mass demonstrations while Superintendent Garry McCarthy of the Chicago Police Department looks on, Cincinnati, January 30, 2015. PHOTO: DEBORAH SPENCE

6.4 RECOMMENDATION: Every law enforcement officer should be provided with individual tactical first aid kits and training as well as anti-ballistic vests.

Task force witness Dr. Alexander Eastman, who is a trauma surgeon as well as a law enforcement professional, noted that tactical first aid kits would significantly reduce the loss of both officer and civilian lives due to blood loss. Already available to members of the military engaged in combat missions, these kits are designed to save lives by controlling hemorrhaging. They contain tourniquets, an Olaes modular bandage, and QuikClot gauze and would be provided along with training in hemorrhage control. Dr. Eastman estimated that the kits could cost less than \$50 each and require about two hours of training, which could be provided through officers who have completed “train the trainer” programs.¹¹⁴

This would be a national adoption of the Hartford Consensus, which calls for agencies to adopt hemorrhage control as a core law enforcement skill and

114. Listening Session on Officer Safety and Wellness: Officer Safety (oral testimony of Dr. Alexander Eastman, lieutenant and deputy medical director, Dallas Police Department, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

to integrate rescue/emergency medical services personnel into community-wide active shooter preparedness and training. These activities would complement the current “Save Our Own” law enforcement-based hemorrhage control programs.¹¹⁵

To further reduce officer deaths, the task force also strongly recommends the provision of body armor to all officers with replacements when necessary.

6.4.1 ACTION ITEM: Congress should authorize funding for the distribution of law enforcement individual tactical first aid kits.

6.4.2 ACTION ITEM: Congress should reauthorize and expand the Bulletproof Vest Partnership (BVP) program.

Created by statute in 1998, this program is a unique U.S. Department of Justice initiative designed to provide a critical resource to state and local law enforcement. Based on data collected and recorded by Bureau of Justice Assistance staff,

115. M. Jacobs Lenworth, Jr., “Joint Committee to Create a National Policy to Enhance Survivability from Mass Casualty Shooting Events: Hartford Consensus II,” *Journal of the American College of Surgeons* 218, no. 3 (March 2014): 476–478.

in FY 2012 protective vests were directly attributed to saving the lives of at least 33 law enforcement and corrections officers.

6.5 RECOMMENDATION: The U.S. Department of Justice should expand efforts to collect and analyze data not only on officer deaths but also on injuries and “near misses.”

Another recommendation mentioned by multiple witnesses is the establishment of a nationwide repository of data on law enforcement injuries, deaths, and near misses. Though the Federal Bureau of Investigation (FBI) does maintain a database of information pertinent to police procedures on officers killed in the line of duty, it does not contain the medical details that could be analyzed by medical providers and scientists to improve medical care, tactics, training, equipment, and procedures that would prevent or reduce injuries and save lives. The Police Foundation, with the support of a number of other law enforcement organizations, launched an online Law Enforcement Near Miss Reporting System in late 2014, but it is limited in its ability to systematically analyze national trends in this important data by its voluntary nature.¹¹⁶

6.6 RECOMMENDATION: Law enforcement agencies should adopt policies that require officers to wear seat belts and bullet-proof vests and provide training to raise awareness of the consequences of failure to do so.

According to task force witness Craig Floyd, traffic accidents have been the number one cause of officer fatalities in recent years, and nearly half of those officers were not wearing seat belts.¹¹⁷ He

116. Deborah L. Spence, “One on One with LEO Near Miss,” *Community Policing Dispatch* 8, no. 2 (February 2015), http://cops.usdoj.gov/html/dispatch/02-2015/leo_near_miss.asp.

117. Listening Session on Officer Safety and Wellness (oral testimony of Craig Floyd, National Law Enforcement Officer Memorial Foundation, for the President’s

suggests in-car cameras and seat belt sensors to encourage use along with aggressive safety campaigns. Some witnesses endorsed mandatory seat belt policies as well.

The Prince George’s County (Maryland) Arrive Alive Campaign initiated by task force witness Chief Mark Magraw to promote 100 percent seat belt usage relied on incentives and peer pressure for success. The message was, “it is not just about you, it is also about your family and your department.”¹¹⁸

There were also many calls for mandatory requirements that all officers wear soft body armor any time they are going to be engaging in enforcement activities, uniformed or not. It was also suggested that law enforcement agencies be required to provide these for all commissioned personnel.

6.7 RECOMMENDATION: Congress should develop and enact peer review error management legislation.

The task force recommends that Congress enact legislation similar to the Healthcare Quality Improvement Act of 1986¹¹⁹ that would support the development of an effective peer review error management system for law enforcement similar to what exists in medicine. A robust but nonpunitive peer review error management program—in which law enforcement officers could openly and frankly discuss their own or others’ mistakes or

Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

118. Listening Session on Officer Safety and Wellness (oral testimony of Mark Magraw, chief, Prince Georges County [MD] Police Department, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

119. The Health Care Quality Improvement Act of 1986 (HCQIA), 42 USC §11101 et seq., sets out standards for professional review actions. If a professional review body meets these standards, then neither the professional review body nor any person acting as a member or staff to the body will be liable in damages under most federal or state laws with respect to the action. For more information, see “Medical Peer Review,” American Medical Association, accessed February 28, 2015, <http://www.ama-assn.org/ama/pub/physician-resources/legal-topics/medical-peer-review.page>.

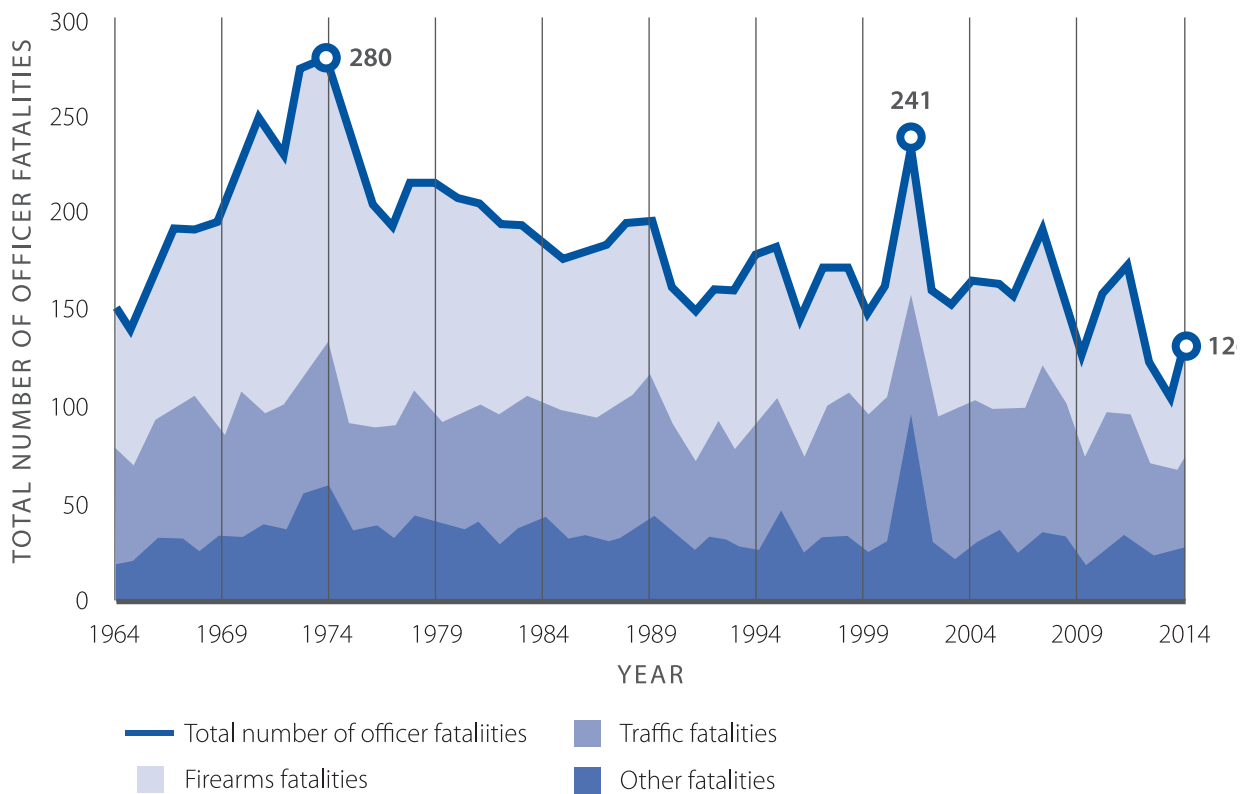
near misses *without fear of legal repercussions*— would go a long way toward reducing injuries and fatalities by improving tactics, policies, and procedures. Protecting peer review error management findings from being used in legal discovery would enable the widespread adoption of this program by law enforcement.

The Near Miss anonymous reporting system developed by the Police Foundation in Washington, D.C., currently collects anonymous data that can be very helpful in learning from and preventing mistakes, fatalities, and injuries—but a program that enabled peer review of errors would provide even more valuable perspectives and solutions.

6.8 RECOMMENDATION: The U.S. Department of Transportation should provide technical assistance opportunities for departments to explore the use of vehicles equipped with vehicle collision prevention “smart car” technology that will reduce the number of accidents.

Given that the FBI’s 2003 to 2012 Law Enforcement Officers Killed in Action report showed that 49 percent of officer fatalities were a result of vehicle-related accidents, the need for protective devices cannot be understated. New technologies such as vehicle collision prevention systems should be explored.

Figure 3. Total law enforcement fatalities from 1964–2014



Source: “126 Law Enforcement Fatalities Nationwide in 2014,” *Preliminary 2014 Law Enforcement Officer Fatalities Report* (Washington, DC: National Law Enforcement Officers Memorial Fund, December 2014), <http://www.nleomf.org/assets/pdfs/reports/Preliminary-2014-Officer-Fatalities-Report.pdf>.

IMPLEMENTATION

The members of the President’s Task Force on 21st Century Policing are convinced that these 59 concrete recommendations for research, action, and further study will bring long-term improvements to the ways in which law enforcement agencies interact with and bring positive change to their communities. But we also recognize that the Administration, through policies and practices already in place, can start right now to move forward on the bedrock recommendations in this report. Accordingly, we propose the following items for immediate action.

7.1 RECOMMENDATION: The President should direct all federal law enforcement agencies to review the recommendations made by the Task Force on 21st Century Policing and, to the extent practicable, to adopt those that can be implemented at the federal level.

7.2 RECOMMENDATION: The U.S. Department of Justice should explore public-private partnership opportunities, starting by convening a meeting with local, regional, and national foundations to discuss the proposals for reform described in this report and seeking their engagement and support in advancing implementation of these recommendations.

7.3 RECOMMENDATION: The U.S. Department of Justice should charge its Office of Community Oriented Policing Services (COPS Office) with assisting the law enforcement field in addressing current and future challenges.

For recommendation 7.3, the COPS Office should consider taking actions including but not limited to the following:

- Create a National Policing Practices and Accountability Division within the COPS Office.
- Establish national benchmarks and best practices for federal, state, local, and tribal police departments.
- Provide technical assistance and funding to national, state, local, and tribal accreditation bodies that evaluate policing practices.
- Recommend additional benchmarks and best practices for state training and standards boards.
- Provide technical assistance and funding to state training boards to help them meet national benchmarks and best practices in training methodologies and content.
- Prioritize grant funding to departments meeting benchmarks.
- Support departments through an expansion of the COPS Office Collaborative Reform Initiative.
- Collaborate with universities, the Office of Justice Programs and its bureaus (Bureau of Justice Assistance [BJA], Bureau of Justice Statistics [BJS], National Institute of Justice [NIJ], and Office of Juvenile Justice and Delinquency Prevention [OJJDP]), and others to review research and literature in order to inform law enforcement agencies about evidence-based practices and to identify areas of police operations where additional research is needed.
- Collaborate with the BJS to
 - establish a central repository for data concerning police use of force resulting in death, as well as in-custody deaths, and disseminate this data for use by both community and police;



PHOTO: BRANDON TRAMEL

- provide local agencies with technical assistance and a template to conduct local citizen satisfaction surveys;
- compile annual citizen satisfaction surveys based on the submission of voluntary local surveys, develop a national level survey as well as surveys for use by local agencies and by small geographic units, and develop questions to be added to the National Crime Victimization Survey relating to citizen satisfaction with police agencies and public trust.
- Collaborate with the BJS and others to develop a template of broader indicators of performance for police departments beyond crime rates alone that could comprise a Uniform Justice Report.
- Collaborate with the NIJ and the BJS to publish an annual report on the “State of Policing” in the United States.
- Provide support to national police leadership associations and national rank and file organizations to encourage them to implement task force recommendations.
- Work with the U.S. Department of Homeland Security to ensure that community policing tactics in state, local, and tribal law enforcement agencies are incorporated into their role in homeland security.

APPENDIX A. PUBLIC LISTENING SESSIONS & WITNESSES

The President's Task Force on 21st Century Policing hosted multiple public listening sessions to gain broad input and expertise from stakeholders. The information collected in these meetings informed and advised the task force in developing its recommendations.

Listening Session 1. Building Trust & Legitimacy

Washington, D.C., January 13, 2015

Panel One: Subject Matter Experts

Jennifer Eberhardt, Associate Professor of Psychology, Stanford University

Charles Ogletree, Jesse Climenko Professor of Law, Harvard Law School

Tom Tyler, Macklin Fleming Professor of Law and Professor of Psychology, Yale Law School

Samuel Walker, Emeritus Professor of Criminal Justice, University of Nebraska Omaha

Panel Two: Community Representatives

Carmen Perez, Executive Director, The Gathering for Justice

Jim St. Germain, Co-Founder, Preparing Leaders of Tomorrow, Inc.

Jim Winkler, President and General Secretary, National Council of Churches of Christ in the USA

Panel Three: Law Enforcement Organizations

Richard Beary, President, International Association of Chiefs of Police

Chuck Canterbury, National President, Fraternal Order of Police

Andrew Peralta, National President, National Latino Peace Officers Association

Richard Stanek, Immediate Past President, Major County Sheriffs' Association

Panel Four: Civil Rights / Civil Liberties

Sherrilyn Ifill, President and Director-Counsel, National Association for the Advancement of Colored People Legal Defense and Educational Fund

Maria Teresa Kumar, President and CEO, Voto Latino

Laura Murphy, Director, Washington Legislative Office, American Civil Liberties Union

Vikrant Reddy, Senior Policy Analyst, Texas Public Policy Foundation Center for Effective Justice

Panel Five: Mayors

Kevin Johnson, Sacramento

Michael Nutter, Philadelphia

Stephanie Rawlings-Blake, Baltimore

Listening Session 2. Policy & Oversight

Cincinnati, Ohio, January 30, 2015

Panel One: Use of Force Research and Policies

Geoffrey Alpert, Professor, University of South Carolina

Mick McHale, President, National Association of Police Organizations

Harold Medlock, Chief, Fayetteville (North Carolina) Police Department

Rashad Robinson, Executive Director, Color of Change

Panel Two: Use of Force Investigations and Oversight

Sim Gill, District Attorney, Salt Lake County, Utah

Jay McDonald, President, Fraternal Order of Police of Ohio

Kirk Primas, Assistant Sheriff, Las Vegas Metropolitan Police Department

Chuck Wexler, Executive Director, Police Executive Research Forum

Panel Three: Civilian Oversight

Charlie Beck, Chief, Los Angeles Police Department

Brian Buchner, President, National Association for Civilian Oversight of Law Enforcement

Darius Charney, Senior Staff Attorney, Center for Constitutional Rights

Panel Four: Mass Demonstrations

Christina Brown, Founding Organizer, Black Lives Matter: Cincinnati

Garry McCarthy, Superintendent, Chicago Police Department

Rodney Monroe, Chief, Charlotte-Mecklenburg (North Carolina) Police Department

Sean Whent, Chief, Oakland (California) Police Department

Panel Five: Law Enforcement Culture and Diversity

Malik Aziz, National Chairman, National Black Police Association

Hayley Gorenberg, Deputy Legal Director, Lambda Legal

Kathy Harrell, President, Fraternal Order of Police, Queen City Lodge #69, Cincinnati, Ohio

Barbara O'Connor, President, National Association of Women Law Enforcement Executives

Listening Session 3. Technology & Social Media

Cincinnati, Ohio, January 31, 2015

Panel One: Body Cameras—Research and Legal Considerations

Jim Bueermann, President, Police Foundation

Scott Greenwood, Attorney

Tracie Keese, Co-Founder and Director of Research Partnerships, Center for Policing Equity

Bill Lewinski, Founder and Director, Force Science Institute

Michael White, Professor, School of Criminology and Criminal Justice, Arizona State University

Panel Two: Body Cameras—Implementation

Johanna Miller, Advocacy Director, New York Civil Liberties Union

Ken Miller, Chief, Greenville (South Carolina) Police Department

Kenton Rainey, Chief, Bay Area Rapid Transit, San Francisco

Richard Van Houten, Sergeant, Fort Worth (Texas) Police Officers Association

Panel Three: Technology Policy

Eliot Cohen, Lieutenant, Maryland State Police

Madhu Grewal, Policy Counsel, The Constitution Project

Bill Schrier, Senior Policy Advisor, Office of the Chief Information Officer, State of Washington

Vincent Talucci, Executive Director / Chief Executive Officer, International Association of Chiefs of Police

Panel Four: Social Media, Community Digital Engagement and Collaboration

Hassan Aden, Director, Research and Programs, International Association of Chiefs of Police

DeRay McKesson, This is the Movement

Steve Spiker, Research and Technology Director, Urban Strategies Council

Lauri Stevens, Founder and Principal Consultant, LAWS Communications

Listening Session 4. Community Policing & Crime Reduction

Phoenix, Arizona, February 13, 2015

Panel One: Community Policing and Crime Prevention Research

Bill Geller, Director, Geller & Associates

Dr. Delores Jones-Brown, Professor, John Jay College of Criminal Justice, City University of New York

Dr. Dennis Rosenbaum, Professor, University of Illinois at Chicago

Dr. Wesley G. Skogan, Professor, Northwestern University

Panel Two: Building Community Policing Organizations

Anthony Batts, Police Commissioner, Baltimore Police Department

Jeffrey Blackwell, Chief, Cincinnati (Ohio) Police Department

Chris Magnus, Chief, Richmond (California) Police Department

Patrick Melvin, Chief, Salt River Police Department (Salt River Pima-Maricopa Indian Community)

Panel Three: Using Community Policing to Reduce Crime

Kevin Bethel, Deputy Police Commissioner, Philadelphia Police Department

Melissa Jones, Senior Program Officer, Boston's Local Initiatives Support Corporation

David Kennedy, Professor, John Jay College of Criminal Justice, City University of New York

J. Scott Thomson, Chief, Camden County (New Jersey) Police Department

George Turner, Chief, Atlanta Police Department

Panel Four: Using Community Policing to Restore Trust

Rev. Jeff Brown, Rebuilding Every City Around Peace

Dwayne Crawford, Executive Director, National Organization of Black Law Enforcement Executives

Justin Hansford, Assistant Professor of Law, Saint Louis University School of Law

Cecil Smith, Chief, Sanford (Florida) Police Department

Panel Five: Youth and Law Enforcement

Delilah Coleman, Member, Navajo Nation (Senior at Flagstaff High School)

Jose Gonzales, Alumnus, Foster Care and Crossover Youth

Jamecia Luckey, Youth Conference Committee Member, Cocoa (Florida) Police Athletic League

Nicholas Peart, Staff Member, The Brotherhood-Sister Sol (Class Member, *Floyd, et al. v. City of New York, et al.*)

Michael Reynolds, Co-President, Youth Power Movement

Listening Session 5. Training & Education

Phoenix, Arizona, February 14, 2015

Panel One: Basic Recruit Academy

Arlen Ciechanowski, President, International Association of Directors of Law Enforcement Standards and Training

William J. Johnson, Executive Director, National Association of Police Organizations

Benjamin B. Tucker, First Deputy Commissioner, New York City Police Department

Dr. Steven Winegar, Coordinator, Public Safety Leadership Development, Oregon Department of Public Safety Standards and Training

Panel Two: In-Service Training

Dr. Scott Decker, Professor, Arizona State University

Aaron Danielson, President, Public Safety Employee Association/AFSCME Local 803, Fairbanks, Alaska

Dr. Cheryl May, Director, Criminal Justice Institute and National Center for Rural Law Enforcement

John Ortolano, President, Arizona Fraternal Order of Police

Gary Schofield, Deputy Chief, Las Vegas Metropolitan Police Department

Panel Three: Supervisory, Leadership and Management Training

Edward Flynn, Chief, Milwaukee (Wisconsin) Police Department

Sandra Hutchens, Sheriff, Orange County (California) Sheriff's Department

Kimberly Jacobs, Chief, Columbus (Ohio) Division of Police

John Layton, Sheriff, Marion County (Indiana) Sheriff's Office

Dr. Ellen Scrivner, Executive Fellow, Police Foundation

Panel Four: Voices in the Community

Allie Bones, MSW, Chief Executive Officer, Arizona Coalition to End Sexual and Domestic Violence

Renaldo Fowler, Senior Staff Advocate, Arizona Center for Disability Law

Keeshan Harley, Member, Communities United for Police Reform

Andrea Ritchie, Senior Policy Counsel, Streetwise and Safe

Linda Sarsour, Executive Director, Arab American Association of New York

Panel Five: Special Training on Building Trust

Lt. Sandra Brown (retired), Principal Trainer, Fair and Impartial Policing

Dr. Randolph Dupont, Professor and Clinical Psychologist, University of Memphis

David C. Friedman, Regional Director of National Law Enforcement Initiatives, Anti-Defamation League

Lt. Bruce Lipman (retired), Procedural Justice /Police Legitimacy Training

Dr. Ronal Serpas, Advisory Board Member, Cure Violence Chicago

Listening Session 6. Officer Safety & Wellness

Washington, D.C., February 23, 2015

Panel One: Officer Wellness

Dr. Laurence Miller, Clinical Forensic Psychologist and Law Enforcement Educator

David Orr, Sergeant, Norwalk (Connecticut) Police Department

Dr. Sandra Ramey, Assistant Professor, University of Iowa College of Nursing

Dr. John Violanti, Research Professor, State University of New York Buffalo

Yost Zakhary, Public Safety Director, City of Woodway, Texas

Panel Two: Officer Safety

Jane Castor, Chief, Tampa (Florida) Police Department

Jerry L. Demings, Sheriff, Orange County (Florida) Sheriff's Office

Dr. Alexander L. Eastman, Lieutenant and Deputy Medical Director, Dallas Police Department

Craig W. Floyd, Chairman and Chief Executive Officer, National Law Enforcement Officers Memorial Fund

Panel Three: Voices from the Field

Dianne Bernhard, Executive Director, Concerns of Police Survivors

Robert Bryant, Chief, Penobscot Nation

Chuck Canterbury, National President, Fraternal Order of Police

William J. Johnson, Executive Director, National Association of Police Organizations

Jonathan Thompson, Executive Director, National Sheriffs' Association

Panel Four: Labor/Management Relations

Dr. Chuck Wexler, Executive Director, Police Executive Research Forum

Karen Freeman-Wilson, Mayor, Gary, Indiana

Mark Magaw, Chief, Prince George's County (Maryland) Police Department

James Pasco, Executive Director, Fraternal Order of Police

Dustin Smith, President, Sacramento (California) Police Officers Association

Listening Session 7. Future of Community Policing

Washington, D.C., February 24, 2015

Panel: Future of Community Policing

Dr. Phillip Goff, Professor, University of California, Los Angeles

Jim McDonnell, Sheriff, Los Angeles County Sheriff's Department

Dr. Daniel Nagin, Teresa and H. John Heinz III Professor of Public Policy, Carnegie Mellon University

Dr. Lawrence Sherman, Director of the Institute of Criminology of the University of Cambridge, United Kingdom

Jeremy Travis, President, John Jay College of Criminal Justice, City University of New York

APPENDIX B. INDIVIDUALS & ORGANIZATIONS THAT SUBMITTED WRITTEN TESTIMONY

In addition to receiving testimony from those individuals that appeared as witnesses during public listening sessions, the President's Task Force on 21st Century Policing accepted written testimony from any individual or organization to ensure that its information gathering efforts included as many people and perspectives as possible. The task force thanks the individuals and organizations who submitted written testimony for their time and expertise.

This list reflects organizational affiliation at the time of testimony submission and may not represent submitters' current positions.

Individuals

Robert Abraham, Chair, Gang Resistance Education & Training (GREAT) National Policy Board

Phillip Agnew, Executive Director, Dream Defenders

Kilolo Ajanaku, National Executive Director, World Conference of Mayors' Dr. Martin Luther King, Jr. American Dream Initiative

Barbara Attard, Past President, National Association for Civilian Oversight of Law Enforcement

Paul Babeu, Vice President, Arizona Sheriffs Association

Monifa Bandele, Communities United for Police Reform

Dante Barry, Executive Director, Million Hoodies

David Bayley, Distinguished Professor Emeritus, University of Albany

Michael Bell, Lt. Colonel (retired), United States Air Force

Michael Berkow, Chief, Savannah (Georgia) Police Department

Greg Berman and **Emily Gold LaGratta**, Center for Court Innovation

Angela Glover Blackwell, Founder and CEO, PolicyLink

Mark Bowman, Assistant Professor of Justice Studies, Methodist University

Eli Briggs, Director of Government Affairs, National Association of County and City Health Officials (NACCHO)

Cherie Brown, Executive Director, National Coalition Building Institute

Steven Brown, Journalist / Public Relations Consultant

Chris Calabrese, Senior Policy Director, Center for Democracy and Technology—with **Jake Laperruque**, Fellow on Privacy, Surveillance, and Security

Melanie Campbell, President and CEO, National Coalition on Black Civic Participation

Mo Canady, Executive Director, National Association of School Resource Officers (NASRO)

Hugh Carter Donahue, Adjunct Professor, Department of History, Rowan University

Anthony Chapa, President, Hispanic American Police Command Officers Association

Lorig Charkoudian, Executive Director, Community Mediation Maryland

Ralph Clark, President and CEO, SST Inc.

Faye Coffield, CJ Federal Task Force

The Hon. LaDoris Cordell, Office of the Independent Police Auditor, San Jose, California

Jill Corson Lake, Director of Global Advising, Parsons The New School for Design

David Couper, Chief of Police (retired), Madison (Wisconsin) Police Department

Madeline deLone, Executive Director, The Innocence Project—with **Marvin Anderson**, Board Member

Jimmie Dotson, Police Chief (retired), Houston Independent School District / GeoDD GeoPolicing Team

Ronnie Dunn, Professor, Cleveland State University

Lauren-Brooke Eisen and **Nicole Fortier**— Counsel, Justice Program, Brennan Center for Justice at NYU School of Law

Christian Ellis, CEO, Alternative Ballistics

Jeffrey Fagan, Professor of Law, Columbia Law School

Mai Fernandez, Executive Director, National Center for Victims of Crime

Johnny Ford, Founder, Alabama Conference of Black Mayors and Mayor, Tuskegee, Alabama

Lisa Foster, Director, Access to Justice Initiative, U.S. Department of Justice

Neill Franklin, Executive Director, Law Enforcement Against Prohibition

S. Gabrielle Frey, Interim Executive Director, National Association of Community Mediation

Lorie Fridell, Associate Professor of Criminology, University of South Florida

Allen Frimpong, Activist—Malcolm X Grassroots Movement: New York's Self-Defensive Campaign

Ethan Garcia, Youth Specialist, Identity Inc.

Michael Gennaco, Principal, OIR Group

Al Gerhardstein, Civil Rights Attorney

James Gierach, Executive Board Vice Chairman, Law Enforcement Against Prohibition

Fred Ginyard, Organizing Director, Fabulous Independent Educated Radical for Community Empowerment (FIERCE)

Mark Gissiner, Past President, International Association for Civilian Oversight of Law Enforcement

Becca Gomby, SDR Academy

Rev. Aaron Graham, Lead Pastor, The District Church

Fatima Graves, Vice President, National Women's Law Center—
with **Lara S. Kaufmann**, Senior Counsel and Director of Education Policy for At-Risk Students

Virgil Green, Chairman, Future America National Crime Solution Commission

Sheldon Greenberg, Professor, School of Education, Division of Public Safety Leadership, The Johns Hopkins University

Robert Haas, Police Commissioner, Cambridge (Massachusetts) Police Department

David Harris, Distinguished Faculty Scholar and Professor of Law Associates Dean for Research, University of Pittsburgh School of Law

W. Craig Hartley, Executive Director, CALEA

Steven Hawkins, Executive Director, Amnesty International USA

Louis Hayes, The Virtus Group, Inc.

Wade Henderson, President and CEO, The Leadership Conference on Civil and Human Rights—with **Nancy Zirkin**, Executive Vice President

Maulin Chris Herring, Trainer/Consultant, Public Safety

Sandy Holman, Director, The Culture CO-OP

Zachary Horn and **Kent Halverson**, Aptima, Inc.—
with **Rebecca Damari** and **Aubrey Logan-Terry**, Georgetown University

Tanya Clay House, Director of Public Policy, Lawyers' Committee for Civil Rights Under Law

Susan Hutson, Office of the Independent Police Monitor, New Orleans

Ingram Janaye, Executive Director, National Action Network

Melanie Jeffers

Megan Johnston, Executive Director, Northern Virginia Mediation Service

Nola Joyce, Deputy Commissioner, Philadelphia Police Department

Keith Kauffman, Captain, Hawthorne (California) Police Department

Gwendolyn Puryear Keita, Executive Director, American Psychological Association, Public Interest Directorate

Stanley Knee, Chief, Austin (Texas) Police Department

Laura Kunard, Senior Research Scientist, CNA Corporation

David Kurz, Chief, Durham (New Hampshire) Police Department

Deborah Lauter, Director of Civil Rights, Anti-Defamation League—with **Michael Lieberman**, Washington Counsel

Cynthia Lum and **Christopher Koper**, George Mason University, Center for Evidence-Based Crime Policy

Bruce Lumpkins

Edward Maguire, Professor of Justice, Law & Criminology, American University

Baron Marquis, Member, Riverside Church, New York

Travis Martinez, Lieutenant, Redlands (California) Police Department

Mike Masterson, Chief, Boise (Idaho) Police Department

Andrew Mazzara, Executive Director, International Law Enforcement Forum—with **Colin Burrows** QMP (U.K.), ILEF Advisory Board Chair

R. Paul McCauley, Past President, Academy of Criminal Justice Sciences

V. Michael McKenzie

Harvey McMurray, Chair, Department of Criminal Justice, North Carolina Central University

Pamela Meanes, President, National Bar Association

Doug Mellis, President, Massachusetts Chiefs of Police Association—with **Brian Kyes**, President, Massachusetts Major City Chiefs Association

Seth Miller, President, The Innocence Network

Charlene Moe, Program Coordinator, Center for Public Safety and Justice, Institute of Government and Public Affairs, University of Illinois

Marc Morial, CEO, National Urban League

Richard Myers, Chief, Newport News (Virginia) Police Department

Toye Nash, Sergeant, Phoenix Police Department

Rebecca Neri and **Anthony Berryman** — UCLA Improvement by Design Research Group

Chuck Noerenberg, President, National Alliance for Drug Endangered Children

Newell Normand, Sheriff, Jefferson Parish (Louisiana) Sheriff's Office—submitted with **Adrian Garcia**, Sheriff, Harris County (Texas) Sheriff's Office; **David Mahoney**, Sheriff, Dane County (Wisconsin) Sheriff's Office; **Anthony Normore**, Ph.D., Criminal Justice Commission for Credible Leadership Development; and **Mitch Javidi**, Ph.D., International Academy of Public Safety

Gbadegesin Olubukola, St. Louis University

Patrice O'Neill, CEO/Executive Producer, Not In Our Town

Jim Palmer, Executive Director, Wisconsin Professional Police Association

Julie Parker, Media Relations Division Director, Prince George's County (Maryland) Police Department

George Patterson, Associate Professor, City University of New York

David Perry, President, International Association of Campus Law Enforcement Administrators (IACLEA)

Megan Price, Director, Insight Conflict Resolution Program, School for Conflict Analysis and Resolution, George Mason University

Sue Quinn, Past President, National Association for Civilian Oversight of Law Enforcement

Tess Raser, Teacher, Brooklyn, New York

Darakshan Raja, Program Manager, Washington Peace Center

Sir Desmond Rea and **Robin Masefield**, Northern Ireland Policing Board

Nuno Rocha

Edwin Roessler, Jr., Chief, Fairfax County (Virginia) Police Department

Jeffrey Rojek, University of Texas at El Paso

Iris Roley, Black United Front of Cincinnati

Julia Ryan, Community Safety Initiative Director, LISC

Robert Samuels, Former Acting Director, DOJ Executive Office for Weed and Seed

Kami Chavis Simmons, Professor of Law and Director of the Criminal Justice Program, Wake Forest University School of Law

Russell Skiba, Professor and Director, Equity Project at Indiana University

Ronald Sloan, President, Association of State Criminal Investigative Agencies

Samuel Somers, Jr., Chief, Sacramento Police Department

Brett Stoudt, Morris Justice Project and Professor, John Jay College of Criminal Justice

“Think Tank Johnny”

Don Tijerina, President, Hispanic American Police Command Officers Association

Nicholas Turner, President and Director, Vera Institute of Justice

James Unnever, Professor of Criminology, University of South Florida

Javier Valdes, Executive Director, Make the Road New York

Kim Vansell, Director, National Center for Campus Public Safety

Nina Vinik, Program Director, Gun Violence Prevention, The Joyce Foundation

Vincent Warren, Executive Director, Center for Constitutional Rights

Barbara Weinstein, Associate Director, Religious Action Center of Reform Judaism

Jenny Yang, Chair, U.S. Equal Employment Opportunity Commission

Organizations

American Friends Service Committee

American Society of Criminology, Division of Policing, Ad Hoc Committee to the President's Task Force on 21st Century Policing (Anthony Braga, Rod K. Brunson, Gary Cordner, Lorie Fridell, Matthew Hickman, Cynthia Lum, Stephen D. Mastrofski, Jack McDevitt, Dennis P. Rosenbaum, Wesley G. Skogan, and William Terrill)

Brooklyn Defender Services

The Bronx Defenders

Center for Popular Democracy

Civil Rights Coalition on Police Reform

CNA Corporation (George Fachner, Michael D. White, James R. Coldren, Jr., and James K. Stewart)

Color of Change

Dignity in Schools Campaign

Ethics Bureau at Yale (Lawrence Fox, Supervising Lawyer)

Evangelical Lutheran Church in America

Harvard Kennedy School (John F. Kennedy School of Government)

Illinois Coalition for Immigrant and Refugee Rights

Immigrant Defense Project

International Association for Human Values (IAHV) / Works of Wonder International

Latino Justice

Lawyers' Committee for Civil Rights Under Law (including A. Phillip Randolph Institute, Black Youth Vote, Empowerment Movement, Hip Hop Caucus, Leadership Conference on Civil and Human Rights, Muslim Advocates, National Association for the Advancement of Colored People [NAACP], NAACP Legal Defense Fund, National Coalition on Black Civic Participation, National Council of Churches of Christ in the USA, PICO National Network, and Rainbow PUSH Coalition)

Local Initiatives Support Corporation (LISC)

Major County Sheriffs' Association

Make the Road New York

National Action Network (NAN)

National Association for Civilian Oversight of Law Enforcement

National Association of Counties

National Association of Police Organizations

National Association of Women Law Enforcement Executives

National Collaborative for Health Equity, Dellums Commission

National Day Laborer Organizing Network

National Immigration Law Center

National Fraternal Order of Police

National Organization of Black Law Enforcement Executives (NOBLE)

National Sheriffs' Association

New Sanctuary Coalition of New York

Northern Manhattan Coalition for Immigrant Rights

Northwest Immigrant Rights Project

PICO National Network

Public Science Project

Santa Fe College and the Santa Fe College Police Department, Gainesville, Florida

Southern Poverty Law Center

Streetwise & Safe

Team Kids

Works of Wonder International

APPENDIX C. EXECUTIVE ORDER 13684 OF DECEMBER 18, 2014

By the authority vested in me as President by the Constitution and the laws of the United States of America, and in order to identify the best means to provide an effective partnership between law enforcement and local communities that reduces crime and increases trust, it is hereby ordered as follows:

Section 1. *Establishment.* There is established a President's Task Force on 21st Century Policing (Task Force).

Sec. 2. *Membership.* (a) The Task Force shall be composed of not more than eleven members appointed by the President. The members shall include distinguished individuals with relevant experience or subject-matter expertise in law enforcement, civil rights, and civil liberties.

(b) The President shall designate two members of the Task Force to serve as Co-Chairs.

Sec. 3. *Mission.* (a) The Task Force shall, consistent with applicable law, identify best practices and otherwise make recommendations to the President on how policing practices can promote effective crime reduction while building public trust.

(b) The Task Force shall be solely advisory and shall submit a report to the President by March 2, 2015.

Sec. 4. *Administration.* (a) The Task Force shall hold public meetings and engage with Federal, State, tribal, and local officials, technical advisors, and nongovernmental organizations, among others, as necessary to carry out its mission.

(b) The Director of the Office of Community Oriented Policing Services shall serve as Executive Director of the Task Force and shall, as directed by the Co-Chairs, convene regular meetings of the Task Force and supervise its work.

(c) In carrying out its mission, the Task Force shall be informed by, and shall strive to avoid duplicating, the efforts of other governmental entities.

(d) The Department of Justice shall provide administrative services, funds, facilities, staff, equipment, and other support services as may be necessary for the Task Force to carry out its mission to the extent permitted by law and subject to the availability of appropriations.

(e) Members of the Task Force shall serve without any additional compensation for their work on the Task Force, but shall be allowed travel expenses, including per diem, to the extent permitted by law for persons serving intermittently in the Government service (5 U.S.C.5701-5707).

Sec. 5. *Termination.* The Task Force shall terminate 30 days after the President requests a final report from the Task Force.

Sec. 6. *General Provisions.* (a) Nothing in this order shall be construed to impair or otherwise affect:

(i) the authority granted by law to a department, agency, or the head thereof; or

(ii) the functions of the Director of the Office of Management and Budget relating to budgetary, administrative, or legislative proposals.

(b) This order is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

(c) Insofar as the Federal Advisory Committee Act, as amended (5 U.S.C. App.) (the "Act") may apply to the Task Force, any functions of the President under the Act, except for those in section 6 of the Act, shall be performed by the Attorney General.

THE WHITE HOUSE,
December 18, 2014.

APPENDIX D. TASK FORCE MEMBERS' BIOGRAPHIES

Co-Chairs

Charles Ramsey

Charles Ramsey is the commissioner of the Philadelphia Police Department (PPD), a position he has held since 2008. Since 2010, he has served as president of the Major Cities Chiefs Association and the Police Executive Research Forum. Commissioner Ramsey began his law enforcement career in 1968 as a cadet with the Chicago Police Department (CPD). Over the next 30 years, he held various positions with the CPD, including commander of the Narcotics Division, deputy chief of the Patrol Division, and deputy superintendent, a role he held from 1994 to 1998. In 1998, he was named chief of the Metropolitan Police Department of the District of Columbia (MPDC), where he served until early 2007. In 2007, Commissioner Ramsey served on the Independent Commission on Security Forces of Iraq, leading a review of the Iraqi Police Force. In addition to his current role at the PPD, he also serves as a member of the Homeland Security Advisory Council. Commissioner Ramsey received a BS and MS from Lewis University.

Laurie Robinson

Laurie Robinson is the Clarence J. Robinson Professor of Criminology, Law and Society at George Mason University, a position she has held since 2012. She served as assistant attorney general for the Office of Justice Programs (OJP) in the U.S. Department of Justice (DOJ) from 2009 to 2012. Prior to that, Ms. Robinson served as the Principal deputy assistant attorney general for OJP and acting assistant attorney general for OJP. Previously, she was a member of the Obama-Biden Transition Team. From 2003 to 2009, Ms. Robinson was the director of the Master of Science Program in Criminology at the University of Pennsylvania. From 1993 to 2000, she served her first term as assistant attorney general for OJP. Before joining DOJ, Ms. Robinson spent over 20 years with the American Bar Association, serving as assistant staff director of the Criminal Justice Section from 1972 to 1979, director of the Criminal Justice Section from 1979 to 1993, and director of the Professional Services Division from 1986 to 1993. She is a senior fellow at the George Mason University Center for Evidence-Based Crime Policy and serves as co-chair of the Research Advisory Committee for the International Association of Chiefs of Police. She also serves on the board of trustees of the Vera Institute of Justice. Ms. Robinson received a BA from Brown University.

Members

Cedric L. Alexander

Cedric L. Alexander is the deputy chief operating officer for Public Safety in DeKalb County, Georgia, a position he has held since late 2013. Dr. Alexander is also the national president of the National Organization of Black Law Enforcement Executives. In 2013, he served as chief of police for the DeKalb County Police Department. Prior to this, Dr. Alexander served as federal security director for the Transportation Security Administration (TSA) at Dallas/Fort Worth International Airport from 2007 to 2013. And from 2006 to 2007, he was deputy commissioner of the New York State Division of Criminal Justice Services. From 2005 to 2006, Dr. Alexander was chief of the Rochester (New York) Police Department (RPD), where he previously served as deputy chief of police from 2002 to 2005. Before joining RPD, Dr. Alexander was a faculty member in the Department of Psychiatry at the University of Rochester Medical Center from 1998 to 2002. He began his career as a deputy sheriff in Florida from 1977 to 1981, before joining the Miami-Dade Police Department, where he was as an officer and detective from 1981 to 1992. He received a BA and MS from St. Thomas University in Miami, Florida, and a PsyD from Wright State University.

Jose Lopez

Jose Lopez is currently the lead organizer at Make the Road New York (MRNY), a Brooklyn-based non-profit community organization focused on civil rights, education reform, and combating poverty. He became lead organizer of MRNY in 2013. Mr. Lopez began his career in 2000 as youth organizer with Make the Road by Walking, which later merged with the Latin American Integration Center to form MRNY in 2007. He continued to serve as youth organizer with MRNY until 2009 when he became senior organizer. Since 2011, Mr. Lopez has represented MRNY on the steering

committee of Communities United for Police Reform, a New York City organization advocating for law enforcement reform. From 2001 to 2004, he was an active contributor to the Radio Rookies Project, an initiative of New York Public Radio. He received a BA from Hofstra University.

Tracey L. Meares

Tracey Meares is the Walton Hale Hamilton Professor of Law at Yale Law School, a position she has held since 2007. From 2009 to 2011, she also served as deputy dean of Yale Law School. Before joining the faculty at Yale, she served as a professor at the University of Chicago Law School from 1995 to 2007. She has served on the Committee on Law and Justice, a National Research Council Standing Committee of the National Academy of Sciences. She was appointed by Attorney General Eric Holder to serve on the inaugural U.S. Department of Justice, Office of Justice Programs Science Advisory Board. She also currently serves on the board of directors of the Joyce Foundation. Ms. Meares began her legal career as a law clerk for Judge Harlington Wood, Jr. of the U.S. Court of Appeals for the Seventh Circuit. She later served as a trial attorney in the Antitrust Division at the U.S. Department of Justice. Ms. Meares received a BS from the University of Illinois and a JD from the University of Chicago Law School.

Brittany N. Packnett

Brittany Packnett is currently executive director of Teach For America in St. Louis, Missouri, a position she has held since 2012. From 2010 to 2012, she was a director on the Government Affairs Team at Teach For America. Ms. Packnett was a legislative assistant for the U.S. House of Representatives from 2009 to 2010. From 2007 to 2009, she was a third grade teacher in Southeast Washington, D.C., as a member of the Teach For America Corps. Ms. Packnett has volunteered as executive director

of Dream Girls DMV, a mentoring program for young girls, and was the founding co-chair of The Collective-DC, a regional organization for Teach For America alumni of color. She currently serves on the board of New City School, the COCA (Center of Creative Arts) Associate Board, the Urban League of Metro St. Louis Education Committee, and the John Burroughs School Board Diversity Committee. Ms. Packnett received a BA from Washington University in St. Louis and an MA from American University.

Susan Lee Rahr

Susan Rahr is executive director of the Washington State Criminal Justice Training Commission, a position she has held since 2012. From 2005 to 2012, she served as the first female sheriff in King County, Washington. Ms. Rahr spent over 30 years as a law enforcement officer, beginning as a patrol officer and undercover narcotics officer. While serving with the King County Sheriff's Office, she held various positions including serving as the commander of the Internal Investigations and Gang Units; commander of the Special Investigations Section; and police chief of Shoreline, Washington. Ms. Rahr received a BA from Washington State University. She has served as a member of the National Institute of Justice and Harvard Kennedy School Executive Session on Policing and Public Safety; president of the Washington State Association of Sheriffs and Police Chiefs, and an executive board member of the National Sheriffs' Association.

Constance Rice

Constance Rice is a civil rights attorney and co-director of the Advancement Project, an organization she co-founded in 1999. In 2003, Ms. Rice was selected to lead the Blue Ribbon Rampart Review Panel, which investigated the largest police corruption scandal in Los Angeles Police Department history. In 1991, Ms. Rice joined the NAACP Legal Defense and Educational Fund, and she became co-director of the Los Angeles office in 1996. She was previously an associate at Morrison & Foerster and began her legal career as a law clerk to Judge Damon J. Keith of the U.S. Court of Appeals for the Sixth Circuit. Ms. Rice received a BA from Harvard College and a JD from the New York University School of Law.

Sean Michael Smoot

Sean Smoot is currently director and chief counsel for the Police Benevolent & Protective Association of Illinois (PB&PA) and the Police Benevolent Labor Committee (PBLC), positions he has held since 2000. He began his career with PB&PA and PBLC as a staff attorney in 1995, before becoming chief counsel of both organizations in 1997. Since 2001, Mr. Smoot has served as the treasurer of the National Association of Police Organizations and has served on the Advisory Committee for the National Law Enforcement Officers' Rights Center since 1996. From 2008 to 2009, he was a policy advisor to the Obama-Biden Transition Project on public safety and state and local police issues and was a member of the National Institute of Justice and Harvard Kennedy School of Government Executive Session on Policing and Public Safety from 2008 to 2011. Mr. Smoot served as police commissioner of Leland Grove, Illinois, from 1998 to 2008. He received a BS from Illinois State University and a JD from Southern Illinois University School of Law.

Bryan Stevenson

Bryan Stevenson is founder and executive director of the Equal Justice Initiative (EJI), a private, non-profit organization headquartered in Montgomery, Alabama. In addition to directing the EJI since 1989, he is a clinical professor at New York University School of Law. He previously has served as a visiting professor of law at the University of Michigan School of Law. Mr. Stevenson has received the American Bar Association's Wisdom Award for public service, the ACLU's National Medal of Liberty, and the MacArthur Foundation "Genius" Award Prize. Mr. Stevenson received a BA from Eastern College (now Eastern University), a JD from Harvard Law School, and an MPP from the John F. Kennedy School of Government at Harvard University.

Roberto Villaseñor

Roberto Villaseñor is chief of police for the Tucson (Arizona) Police Department (TPD), a position he has held since 2009. He joined the TPD in 1980 and has served as officer, sergeant, lieutenant, and captain and as assistant chief from 2000 to 2009. Chief Villaseñor was named Officer of the Year for the TPD in 1996 and has been awarded the TPD Medal of Merit three times. He also received the TPD Medal of Distinguished Service. Chief Villaseñor is the incoming president of the Arizona Association of Chiefs of Police and a board member of the Police Executive Research Forum (PERF). He received a BS from Park University and a MEd from Northern Arizona University.

APPENDIX E. RECOMMENDATIONS AND ACTIONS

0.1 OVERARCHING RECOMMENDATION:

The President should support and provide funding for the creation of a National Crime and Justice Task Force to review and evaluate all components of the criminal justice system for the purpose of making recommendations to the country on comprehensive criminal justice reform.

0.2 OVERARCHING RECOMMENDATION:

The President should promote programs that take a comprehensive and inclusive look at community-based initiatives that address the core issues of poverty, education, health, and safety.

1.1 RECOMMENDATION:

Law enforcement culture should embrace a guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs' departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens they serve.

1.2 RECOMMENDATION:

Law enforcement agencies should acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust.

1.2.1 ACTION ITEM:

The U.S. Department of Justice should develop and disseminate case studies that provide examples where past injustices were publicly acknowledged by law enforcement agencies in a manner to help build community trust.

1.3 RECOMMENDATION:

Law enforcement agencies should establish a culture of transparency and accountability in order to build public trust and legitimacy. This will help ensure decision making is understood and in accord with stated policy.

1.3.1 ACTION ITEM:

To embrace a culture of transparency, law enforcement agencies should make all department policies available for public review and regularly post on the department's website information about stops, summonses, arrests, reported crime, and other law enforcement data aggregated by demographics.

1.3.2 ACTION ITEM:

When serious incidents occur, including those involving alleged police misconduct, agencies should communicate with citizens and the media swiftly, openly, and neutrally, respecting areas where the law requires confidentiality.

1.4 RECOMMENDATION:

Law enforcement agencies should promote legitimacy internally within the organization by applying the principles of procedural justice.

1.4.1 ACTION ITEM:

In order to achieve internal legitimacy, law enforcement agencies should involve employees in the process of developing policies and procedures.

1.4.2 ACTION ITEM:

Law enforcement agency leadership should examine opportunities to incorporate procedural justice into the internal discipline process, placing

additional importance on values adherence rather than adherence to rules. Union leadership should be partners in this process.

1.5 RECOMMENDATION: Law enforcement agencies should proactively promote public trust by initiating positive nonenforcement activities to engage communities that typically have high rates of investigative and enforcement involvement with government agencies.

1.5.1 ACTION ITEM: In order to achieve external legitimacy, law enforcement agencies should involve the community in the process of developing and evaluating policies and procedures.

1.5.2 ACTION ITEM: Law enforcement agencies should institute residency incentive programs such as Resident Officer Programs.

1.5.3 ACTION ITEM: Law enforcement agencies should create opportunities in schools and communities for positive nonenforcement interactions with police. Agencies should also publicize the beneficial outcomes and images of positive, trust-building partnerships and initiatives.

1.5.4 ACTION ITEM: Use of physical control equipment and techniques against vulnerable populations—including children, elderly persons, pregnant women, people with physical and mental disabilities, limited English proficiency, and others—can undermine public trust and should be used as a last resort. Law enforcement agencies should carefully consider and review their policies towards these populations and adopt policies if none are in place.

1.6 RECOMMENDATION: Law enforcement agencies should consider the potential damage to public trust when implementing crime fighting strategies.

1.6.1 ACTION ITEM: Research conducted to evaluate the effectiveness of crime fighting strategies should specifically look at the potential for collateral damage of any given strategy on community trust and legitimacy.

1.7 RECOMMENDATION: Law enforcement agencies should track the level of trust in police by their communities just as they measure changes in crime. Annual community surveys, ideally standardized across jurisdictions and with accepted sampling protocols, can measure how policing in that community affects public trust.

1.7.1 ACTION ITEM: The Federal Government should develop survey tools and instructions for use of such a model to prevent local departments from incurring the expense and to allow for consistency across jurisdictions.

1.8 RECOMMENDATION: Law enforcement agencies should strive to create a workforce that contains a broad range of diversity including race, gender, language, life experience, and cultural background to improve understanding and effectiveness in dealing with all communities.

1.8.1 ACTION ITEM: The Federal Government should create a Law Enforcement Diversity Initiative designed to help communities diversify law enforcement departments to reflect the demographics of the community.

1.8.2 ACTION ITEM: The department overseeing this initiative should help localities learn best practices for recruitment, training, and outreach to improve the diversity as well as the cultural and linguistic responsiveness of law enforcement agencies.

1.8.3 ACTION ITEM: Successful law enforcement agencies should be highlighted and celebrated and those with less diversity should be offered technical assistance to facilitate change.

1.8.4 ACTION ITEM: Discretionary federal funding for law enforcement programs could be influenced by that department's efforts to improve their diversity and cultural and linguistic responsiveness.

1.8.5 ACTION ITEM: Law enforcement agencies should be encouraged to explore more flexible staffing models.

1.9 RECOMMENDATION: Law enforcement agencies should build relationships based on trust with immigrant communities. This is central to overall public safety.

1.9.1 ACTION ITEM: Decouple federal immigration enforcement from routine local policing for civil enforcement and nonserious crime.

1.9.2 ACTION ITEM: Law enforcement agencies should ensure reasonable and equitable language access for all persons who have encounters with police or who enter the criminal justice system.

1.9.3 ACTION ITEM: The U.S. Department of Justice should not include civil immigration information in the FBI's National Crime Information Center database.

2.1 RECOMMENDATION: Law enforcement agencies should collaborate with community members to develop policies and strategies in communities and neighborhoods disproportionately affected by crime for deploying resources that aim to reduce crime by improving relationships, greater community engagement, and cooperation.

2.1.1 ACTION ITEM: The Federal Government should incentivize this collaboration through a variety of programs that focus on public health, education, mental health, and other programs not traditionally part of the criminal justice system.

2.2 RECOMMENDATION: Law enforcement agencies should have comprehensive policies on the use of force that include training, investigations, prosecutions, data collection, and information sharing. These policies must be clear, concise, and openly available for public inspection.

2.2.1 ACTION ITEM: Law enforcement agency policies for training on use of force should emphasize de-escalation and alternatives to arrest or summons in situations where appropriate.

2.2.2 ACTION ITEM: These policies should also mandate external and independent criminal investigations in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

2.2.3 ACTION ITEM: The task force encourages policies that mandate the use of external and independent prosecutors in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

2.2.4 ACTION ITEM: Policies on use of force should also require agencies to collect, maintain, and report data to the Federal Government on all officer-involved shootings, whether fatal or nonfatal, as well as any in-custody death.

2.2.5 ACTION ITEM: Policies on use of force should clearly state what types of information will be released, when, and in what situation, to maintain transparency.

2.2.6 ACTION ITEM: Law enforcement agencies should establish a Serious Incident Review Board comprising sworn staff and community members to review cases involving officer-involved shootings and other serious incidents that have the potential to damage community trust or confidence in the agency. The purpose of this board should be to identify any administrative, supervisory, training, tactical, or policy issues that need to be addressed.

2.3 RECOMMENDATION: Law enforcement agencies are encouraged to implement nonpunitive peer review of critical incidents separate from criminal and administrative investigations.

2.4 RECOMMENDATION: Law enforcement agencies are encouraged to adopt identification procedures that implement scientifically supported practices that eliminate or minimize presenter bias or influence.

2.5 RECOMMENDATION: All federal, state, local, and tribal law enforcement agencies should report and make available to the public census data regarding the composition of their departments including race, gender, age, and other relevant demographic data.

2.5.1 ACTION ITEM: The Bureau of Justice Statistics should add additional demographic questions to the Law Enforcement Management and Administrative Statistics (LEMAS) survey in order to meet the intent of this recommendation.

2.6 RECOMMENDATION: Law enforcement agencies should be encouraged to collect, maintain, and analyze demographic data on all detentions (stops, frisks, searches, summons, and arrests). This data should be disaggregated by school and non-school contacts.

2.6.1 ACTION ITEM: The Federal Government could further incentivize universities and other organizations to partner with police departments to collect data and develop knowledge about analysis and benchmarks as well as to develop tools and templates that help departments manage data collection and analysis.

2.7 RECOMMENDATION: Law enforcement agencies should create policies and procedures for policing mass demonstrations that employ a continuum of managed tactical resources that are designed to minimize the appearance of a military operation and avoid using provocative tactics and equipment that undermine civilian trust.

2.7.1 ACTION ITEM: Law enforcement agency policies should address procedures for implementing a layered response to mass demonstrations that prioritize de-escalation and a guardian mindset.

2.7.2 ACTION ITEM: The Federal Government should create a mechanism for investigating complaints and issuing sanctions regarding the inappropriate use of equipment and tactics during mass demonstrations.

2.8 RECOMMENDATION: Some form of civilian oversight of law enforcement is important in order to strengthen trust with the community. Every community should define the appropriate form and structure of civilian oversight to meet the needs of that community.

2.8.1 ACTION ITEM: The U.S. Department of Justice, through its research arm, the National Institute of Justice (NIJ), should expand its research agenda to include civilian oversight.

2.8.2 ACTION ITEM: The U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) should provide technical assistance and collect best practices from existing civilian oversight efforts and be prepared to help cities create this structure, potentially with some matching grants and funding.

2.9 RECOMMENDATION: Law enforcement agencies and municipalities should refrain from practices requiring officers to issue a predetermined number of tickets, citations, arrests, or summonses, or to initiate

investigative contacts with citizens for reasons not directly related to improving public safety, such as generating revenue.

2.10 RECOMMENDATION: Law enforcement officers should be required to seek consent before a search and explain that a person has the right to refuse consent when there is no warrant or probable cause. Furthermore, officers should ideally obtain written acknowledgement that they have sought consent to a search in these circumstances.

2.11 RECOMMENDATION: Law enforcement agencies should adopt policies requiring officers to identify themselves by their full name, rank, and command (as applicable) and provide that information in writing to individuals they have stopped. In addition, policies should require officers to state the reason for the stop and the reason for the search if one is conducted.

2.11.1 ACTION ITEM: One example of how to do this is for law enforcement officers to carry business cards containing their name, rank, command, and contact information that would enable individuals to offer suggestions or commendations or to file complaints with the appropriate individual, office, or board. These cards would be easily distributed in all encounters.

2.12 RECOMMENDATION: Law enforcement agencies should establish search and seizure procedures related to LGBTQ and transgender populations and adopt as policy the recommendation from the President's Advisory Council on HIV/AIDS (PACHA) to cease using the possession of condoms as the sole evidence of vice.

2.13 RECOMMENDATION: Law enforcement agencies should adopt and enforce policies prohibiting profiling and discrimination based on race, ethnicity, national origin, religion, age, gender, gender identity/expression, sexual orientation, immigration status, disability, housing status, occupation, or language fluency.

2.13.1 ACTION ITEM: The Bureau of Justice Statistics should add questions concerning sexual harassment of and misconduct toward community members, and in particular LGBTQ and gender-nonconforming people, by law enforcement officers to the Police Public Contact Survey.

2.13.2 ACTION ITEM: The Centers for Disease Control should add questions concerning sexual harassment of and misconduct toward community members, and in particular LGBTQ and gender-nonconforming people, by law enforcement officers to the National Intimate Partner and Sexual Violence Survey.

2.13.3 ACTION ITEM: The U.S. Department of Justice should promote and disseminate guidance to federal, state, and local law enforcement agencies on documenting, preventing, and addressing sexual harassment and misconduct by local law enforcement agents, consistent with the recommendations of the International Association of Chiefs of Police.

2.14 RECOMMENDATION: The U.S. Department of Justice, through the Office of Community Oriented Policing Services and Office of Justice Programs, should provide technical assistance and incentive funding to jurisdictions with small police agencies that take steps towards shared services, regional training, and consolidation.

2.15 RECOMMENDATION: The U.S. Department of Justice, through the Office of Community Oriented Policing Services, should partner with the International Association of Directors of Law Enforcement Standards and Training (IADLEST) to expand its National Decertification Index to serve as the National Register of Decertified Officers with the goal of covering all agencies within the United States and its territories.

3.1 RECOMMENDATION: The U.S. Department of Justice, in consultation with the law enforcement field, should broaden the efforts of the National Institute of Justice to establish national standards for the research and development of new technology. These standards should also address compatibility and interoperability needs both within law enforcement agencies and across agencies and jurisdictions and maintain civil and human rights protections.

3.1.1 ACTION ITEM: The Federal Government should support the development and delivery of training to help law enforcement agencies learn, acquire, and implement technology tools and tactics that are consistent with the best practices of 21st century policing.

3.1.2 ACTION ITEM: As part of national standards, the issue of technology's impact on privacy concerns should be addressed in accordance with protections provided by constitutional law.

3.1.3 ACTION ITEM: Law enforcement agencies should deploy smart technology that is designed to prevent the tampering with or manipulating of evidence in violation of policy.

3.2 RECOMMENDATION:

The implementation of appropriate technology by law enforcement agencies should be designed considering local needs and aligned with national standards.

3.2.1 ACTION ITEM: Law enforcement agencies should encourage public engagement and collaboration, including the use of community advisory bodies, when developing a policy for the use of a new technology.

3.2.2 ACTION ITEM: Law enforcement agencies should include an evaluation or assessment process to gauge the effectiveness of any new technology, soliciting input from all levels of the agency, from line officer to leadership, as well as assessment from members of the community.

3.2.3 ACTION ITEM: Law enforcement agencies should adopt the use of new technologies that will help them better serve people with special needs or disabilities.

3.3 RECOMMENDATION: The U.S. Department of Justice should develop best practices that can be adopted by state legislative bodies to govern the acquisition, use, retention, and dissemination of auditory, visual, and biometric data by law enforcement.

3.3.1 ACTION ITEM: As part of the process for developing best practices, the U.S. Department of Justice should consult with civil rights and civil liberties organizations, as well as law enforcement research groups and other experts, concerning the constitutional issues that can arise as a result of the use of new technologies.

3.3.2 ACTION ITEM: The U.S. Department of Justice should create toolkits for the most effective and constitutional use of multiple forms of innovative technology that will provide state, local, and tribal law enforcement agencies with a one-stop clearinghouse of information and resources.

3.3.3 ACTION ITEM: Law enforcement agencies should review and consider the Bureau of Justice Assistance's (BJA) Body Worn Camera Toolkit to assist in implementing BWCs.

3.4 RECOMMENDATION: Federal, state, local, and tribal legislative bodies should be encouraged to update public record laws.

3.5 RECOMMENDATION: Law enforcement agencies should adopt model policies and best practices for technology-based community engagement that increases community trust and access.

3.6 RECOMMENDATION: The Federal Government should support the development of new "less than lethal" technology to help control combative suspects.

3.6.1 ACTION ITEM: Relevant federal agencies, including the U.S. Departments of Defense and Justice, should expand their efforts to study the development and use of new less than lethal technologies and evaluate their impact on public safety, reducing lethal violence against citizens, constitutionality, and officer safety.

3.7 RECOMMENDATION: The Federal Government should make the development and building of segregated radio spectrum

and increased bandwidth by FirstNet for exclusive use by local, state, tribal, and federal public safety agencies a top priority.

4.1 RECOMMENDATION: Law enforcement agencies should develop and adopt policies and strategies that reinforce the importance of community engagement in managing public safety.

4.1.1 ACTION ITEM: Law enforcement agencies should consider adopting preferences for seeking “least harm” resolutions, such as diversion programs or warnings and citations in lieu of arrest for minor infractions.

4.2 RECOMMENDATION: Community policing should be infused throughout the culture and organizational structure of law enforcement agencies.

4.2.1 ACTION ITEM: Law enforcement agencies should evaluate officers on their efforts to engage members of the community and the partnerships they build. Making this part of the performance evaluation process places an increased value on developing partnerships.

4.2.2 ACTION ITEM: Law enforcement agencies should evaluate their patrol deployment practices to allow sufficient time for patrol officers to participate in problem solving and community engagement activities.

4.2.3 ACTION ITEM: The U.S. Department of Justice and other public and private entities should support research into the factors that have led to dramatic successes in crime reduction in some communities through the infusion of

non-discriminatory policing and to determine replicable factors that could be used to guide law enforcement agencies in other communities.

4.3 RECOMMENDATION: Law enforcement agencies should engage in multidisciplinary, community team approaches for planning, implementing, and responding to crisis situations with complex causal factors.

4.3.1 ACTION ITEM: The U.S. Department of Justice should collaborate with others to develop and disseminate baseline models of this crisis intervention team approach that can be adapted to local contexts.

4.3.2 ACTION ITEM: Communities should look to involve peer support counselors as part of multidisciplinary teams when appropriate. Persons who have experienced the same trauma can provide both insight to the first responders and immediate support to individuals in crisis.

4.3.3 ACTION ITEM: Communities should be encouraged to evaluate the efficacy of these crisis intervention team approaches and hold agency leaders accountable for outcomes.

4.4 RECOMMENDATION: Communities should support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all, especially the most vulnerable.

4.4.1 ACTION ITEM: Because offensive or harsh language can escalate a minor situation, law enforcement agencies should underscore the importance of language used and adopt policies directing officers to speak to individuals with respect.

4.4.2 ACTION ITEM: Law enforcement agencies should develop programs that create opportunities for patrol officers to regularly interact with neighborhood residents, faith leaders, and business leaders.

4.5 RECOMMENDATION: Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.

4.5.1 ACTION ITEM: Law enforcement agencies should schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.

4.5.2 ACTION ITEM: Law enforcement agencies should engage youth and communities in joint training with law enforcement, citizen academies, ride-alongs, problem solving teams, community action teams, and quality of life teams.

4.5.3 ACTION ITEM: Law enforcement agencies should establish formal community/citizen advisory committees to assist in developing crime prevention strategies and agency policies as well as provide input on policing issues.

4.5.4 ACTION ITEM: Law enforcement agencies should adopt community policing strategies that support and work in concert with economic development efforts within communities.

4.6 RECOMMENDATION: Communities should adopt policies and programs that address the needs of children and youth most at risk for crime or violence and reduce aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.

4.6.1 ACTION ITEM: Education and criminal justice agencies at all levels of government should work together to reform policies and procedures that push children into the juvenile justice system.

4.6.2 ACTION ITEM: In order to keep youth in school and to keep them from criminal and violent behavior, law enforcement agencies should work with schools to encourage the creation of alternatives to student suspensions and expulsion through restorative justice, diversion, counseling, and family interventions.

4.6.3 ACTION ITEM: Law enforcement agencies should work with schools to encourage the use of alternative strategies that involve youth in decision making, such as restorative justice, youth courts, and peer interventions.

4.6.4 ACTION ITEM: Law enforcement agencies should work with schools to adopt an instructional approach to discipline that uses interventions or disciplinary consequences to help students develop new behavior skills and positive strategies to avoid conflict, redirect energy, and refocus on learning.

4.6.5 ACTION ITEM: Law enforcement agencies should work with schools to develop and monitor school discipline policies with input and collaboration from school personnel, students,

families, and community members. These policies should prohibit the use of corporal punishment and electronic control devices.

4.6.6 ACTION ITEM: Law enforcement agencies should work with schools to create a continuum of developmentally appropriate and proportional consequences for addressing ongoing and escalating student misbehavior after all appropriate interventions have been attempted.

4.6.7 ACTION ITEM: Law enforcement agencies should work with communities to play a role in programs and procedures to reintegrate juveniles back into their communities as they leave the juvenile justice system.

4.6.8 ACTION ITEM: Law enforcement agencies and schools should establish memoranda of agreement for the placement of School Resource Officers that limit police involvement in student discipline.

4.6.9 ACTION ITEM: The Federal Government should assess and evaluate zero tolerance strategies and examine the role of reasonable discretion when dealing with adolescents in consideration of their stages of maturation or development.

4.7 RECOMMENDATION: Communities need to affirm and recognize the voices of youth in community decision making, facilitate youth-led research and problem solving, and develop and fund youth leadership training and life skills through positive youth/police collaboration and interactions.

4.7.1 ACTION ITEM: Communities and law enforcement agencies should restore and build trust between youth and police by creating programs and projects for positive, consistent, and persistent interaction between youth and police.

4.7.2 ACTION ITEM: Communities should develop community- and school-based evidence-based programs that mitigate punitive and authoritarian solutions to teen problems.

5.1 RECOMMENDATION: The Federal Government should support the development of partnerships with training facilities across the country to promote consistent standards for high quality training and establish training innovation hubs.

5.1.1 ACTION ITEM: The training innovation hubs should develop replicable model programs that use adult-based learning and scenario-based training in a training environment modeled less like boot camp. Through these programs the hubs would influence nationwide curricula, as well as instructional methodology.

5.1.2 ACTION ITEM: The training innovation hubs should establish partnerships with academic institutions to develop rigorous training practices, evaluation, and the development of curricula based on evidence-based practices.

5.1.3 ACTION ITEM: The Department of Justice should build a stronger relationship with the International Association of Directors of Law Enforcement (IADLEST) in order to leverage their network with state boards and commissions of Peace Officer Standards and Training (POST).

5.2 RECOMMENDATION: Law enforcement agencies should engage community members in the training process.

5.2.1 ACTION ITEM: The U.S. Department of Justice should conduct research to develop and disseminate a toolkit on how law enforcement agencies and training programs can integrate community members into this training process.

5.3 RECOMMENDATION: Law enforcement agencies should provide leadership training to all personnel throughout their careers.

5.3.1 ACTION ITEM: Recognizing that strong, capable leadership is required to create cultural transformation, the U.S. Department of Justice should invest in developing learning goals and model curricula/training for each level of leadership.

5.3.2 ACTION ITEM: The Federal Government should encourage and support partnerships between law enforcement and academic institutions to support a culture that values ongoing education and the integration of current research into the development of training, policies, and practices.

5.3.3 ACTION ITEM: The U.S. Department of Justice should support and encourage cross-discipline leadership training.

5.4 RECOMMENDATION: The U.S. Department of Justice should develop, in partnership with institutions of higher education, a national postgraduate institute of policing for senior executives with a standardized curriculum preparing them to lead agencies in the 21st century.

5.5 RECOMMENDATION: The U.S. Department of Justice should instruct the Federal Bureau of Investigation to modify the curriculum of the National Academy at Quantico to include prominent coverage of the topical areas addressed in this report. In addition, the COPS Office and the Office of Justice Programs should work with law enforcement professional organizations to encourage modification of their curricula in a similar fashion.

5.6 RECOMMENDATION: POSTs should make Crisis Intervention Training (CIT) a part of both basic recruit and in-service officer training.

5.6.1 ACTION ITEM: Because of the importance of this issue, Congress should appropriate funds to help support law enforcement crisis intervention training.

5.7 RECOMMENDATION: POSTs should ensure that basic officer training includes lessons to improve social interaction as well as tactical skills.

5.8 RECOMMENDATION: POSTs should ensure that basic recruit and in-service officer training include curriculum on the disease of addiction.

5.9 RECOMMENDATION: POSTs should ensure both basic recruit and in-service training incorporates content around recognizing and confronting implicit bias and cultural responsiveness.

5.9.1 ACTION ITEM: Law enforcement agencies should implement ongoing, top down training for all officers in cultural diversity and

related topics that can build trust and legitimacy in diverse communities. This should be accomplished with the assistance of advocacy groups that represent the viewpoints of communities that have traditionally had adversarial relationships with law enforcement.

5.9.2 ACTION ITEM: Law enforcement agencies should implement training for officers that covers policies for interactions with the LGBTQ population, including issues such as determining gender identity for arrest placement, the Muslim, Arab, and South Asian communities, and immigrant or non-English speaking groups, as well as reinforcing policies for the prevention of sexual misconduct and harassment.

5.10 RECOMMENDATION: POSTs should require both basic recruit and in-service training on policing in a democratic society.

5.11 RECOMMENDATION: The Federal Government, as well as state and local agencies, should encourage and incentivize higher education for law enforcement officers.

5.11.1 ACTION ITEM: The Federal Government should create a loan repayment and forgiveness incentive program specifically for policing.

5.12 RECOMMENDATION: The Federal Government should support research into the development of technology that enhances scenario-based training, social interaction skills, and enables the dissemination of interactive distance learning for law enforcement.

5.13 RECOMMENDATION: The U.S. Department of Justice should support the development and implementation of improved Field Training Officer programs.

5.13.1 ACTION ITEM: The U.S. Department of Justice should support the development of broad Field Training Program standards and training strategies that address changing police culture and organizational procedural justice issues that agencies can adopt and customize to local needs.

5.13.2 ACTION ITEM: The U.S. Department of Justice should provide funding to incentivize agencies to update their Field Training Programs in accordance with the new standards.

6.1 RECOMMENDATION: The U.S. Department of Justice should enhance and further promote its multi-faceted officer safety and wellness initiative.

6.1.1 ACTION ITEM: Congress should establish and fund a national "Blue Alert" warning system.

6.1.2 ACTION ITEM: The U.S. Department of Justice, in partnership with the U.S. Department of Health and Human Services, should establish a task force to study mental health issues unique to officers and recommend tailored treatments.

6.1.3 ACTION ITEM: The Federal Government should support the continuing research into the efficacy of an annual mental health check for officers, as well as fitness, resilience, and nutrition.

6.1.4 ACTION ITEM: Pension plans should recognize fitness for duty examinations as definitive evidence of valid duty or non-duty related disability.

6.1.5 ACTION ITEM: Public Safety Officer Benefits (PSOB) should be provided to survivors of officers killed while working, regardless of whether the officer used safety equipment (seatbelt or anti-ballistic vest) or if officer death was the result of suicide attributed to a current diagnosis of duty-related mental illness, including but not limited to post-traumatic stress disorder (PTSD).

6.2 RECOMMENDATION: Law enforcement agencies should promote safety and wellness at every level of the organization.

6.2.1 ACTION ITEM: Though the Federal Government can support many of the programs and best practices identified by the U.S. Department of Justice initiative described in recommendation 6.1, the ultimate responsibility lies with each agency.

6.3 RECOMMENDATION: The U.S. Department of Justice should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement.

6.3.1 ACTION ITEM: The U.S. Department of Justice should fund additional research into the efficacy of limiting the total number of hours an officer should work within a 24–48-hour period, including special findings on the maximum number of hours an officer should work in a high risk or high stress environment (e.g., public demonstrations or emergency situations).

6.4 RECOMMENDATION: Every law enforcement officer should be provided with individual tactical first aid kits and training as well as anti-ballistic vests.

6.4.1 ACTION ITEM: Congress should authorize funding for the distribution of law enforcement individual tactical first aid kits.

6.4.2 ACTION ITEM: Congress should reauthorize and expand the Bulletproof Vest Partnership (BVP) program.

6.5 RECOMMENDATION: The U.S. Department of Justice should expand efforts to collect and analyze data not only on officer deaths but also on injuries and “near misses.”

6.6 RECOMMENDATION: Law enforcement agencies should adopt policies that require officers to wear seat belts and bullet-proof vests and provide training to raise awareness of the consequences of failure to do so.

6.7 RECOMMENDATION: Congress should develop and enact peer review error management legislation.

6.8 RECOMMENDATION: The U.S. Department of Transportation should provide technical assistance opportunities for departments to explore the use of vehicles equipped with vehicle collision prevention “smart car” technology that will reduce the number of accidents.

7.1 RECOMMENDATION: The President should direct all federal law enforcement agencies to review the recommendations made by the Task Force on 21st Century Policing and, to the extent practicable, to adopt those that can be implemented at the federal level.

- Provide technical assistance and funding to national, state, local, and tribal accreditation bodies that evaluate policing practices.
- Recommend additional benchmarks and best practices for state training and standards boards.
- Provide technical assistance and funding to state training boards to help them meet national benchmarks and best practices in training methodologies and content.

7.2 RECOMMENDATION: The U.S. Department of Justice should explore public-private partnership opportunities, starting by convening a meeting with local, regional, and national foundations to discuss the proposals for reform described in this report and seeking their engagement and support in advancing implementation of these recommendations.

- Prioritize grant funding to departments meeting benchmarks.
- Support departments through an expansion of the COPS Office Collaborative Reform Initiative.
- Collaborate with universities, the Office of Justice Programs and its bureaus (Bureau of Justice Assistance [BJA], Bureau of Justice Statistics [BJS], National Institute of Justice [NIJ], and Office of Juvenile Justice and Delinquency Prevention [OJJDP]), and others to review research and literature in order to inform law enforcement agencies about evidence-based practices and to identify areas of police operations where additional research is needed.

7.3 RECOMMENDATION: The U.S. Department of Justice should charge its Office of Community Oriented Policing Services (COPS Office) with assisting the law enforcement field in addressing current and future challenges.

For recommendation 7.3, the COPS Office should consider taking actions including but not limited to the following:

- Create a National Policing Practices and Accountability Division within the COPS Office.
 - Establish national benchmarks and best practices for federal, state, local, and tribal police departments.
- Collaborate with the BJS to
 - establish a central repository for data concerning police use of force resulting in death, as well as in-custody deaths, and disseminate this data for use by both community and police;
 - provide local agencies with technical assistance and a template to conduct local citizen satisfaction surveys;

- compile annual citizen satisfaction surveys based on the submission of voluntary local surveys, develop a national level survey as well as surveys for use by local agencies and by small geographic units, and develop questions to be added to the National Crime Victimization Survey relating to citizen satisfaction with police agencies and public trust.
- Collaborate with the BJS and others to develop a template of broader indicators of performance for police departments beyond crime rates alone that could comprise a Uniform Justice Report.
- Collaborate with the NIJ and the BJS to publish an annual report on the “State of Policing” in the United States.
- Provide support to national police leadership associations and national rank and file organizations to encourage them to implement task force recommendations.
- Work with the U.S. Department of Homeland Security to ensure that community policing tactics in state, local, and tribal law enforcement agencies are incorporated into their role in homeland security.

“When any part of the American family does not feel like it is being treated fairly, that’s a problem for all of us. It means that we are not as strong as a country as we can be. And when applied to the criminal justice system, it means we’re not as effective in fighting crime as we could be.”

—President Barack Obama

These remarks underpin the mission of the President’s Task Force on 21st Century Policing: to identify ways to build trust between citizens and their law enforcement officers so that all components of a community treat one another fairly and justly and are invested in maintaining public safety in an atmosphere of mutual respect.

U.S. Department of Justice
Office of Community Oriented Policing Services
145 N Street NE
Washington, DC 20530

To obtain details on COPS Office programs,
call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at www.cops.usdoj.gov.

Appendix B

Columbia Police Department Strategic Plan 2016-2018

Columbia Police Department Strategic Plan May 2016 - 2019									
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Mission									
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Our Mission is to protect and serve by partnering with the community to solve problems and responsibly enforce the law.									
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Vision									
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Our vision is a safe and successful community served by an innovative team of trusted professionals dedicated to providing excellent service and engaging our community as a valued partner.									
--	--	--	--	--	--	--	--	--	--

Core Values									
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Character: Through qualities such as honesty, courage, and integrity, we take great pride in this community and have the highest respect for its citizens, and will continue to provide the service our community deserves.									
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Professionalism: Our department values the continuous education of our officers and innovations that allow us to provide the highest level of service to our community. We will treat every citizen with fairness and respect.									
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Dedication: We are committed to partnering with the community to provide superior police services.									
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Appendix C

Lincoln Nebraska Police Department Strategic Plan 2017-2021

LINCOLN POLICE DEPARTMENT
Strategic Plan

2017-2021





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The Lincoln Police Department is a nationally accredited agency through the Commission on Accreditation for Law Enforcement Agencies (CALEA). In 1989, the Lincoln Police department was the first agency in the State of Nebraska to be accredited. In an effort to track advancements in our department, the Lincoln Police Department produced a five-year strategic plan. Our vision for the Lincoln Police Department is to continually offer our community consistent, fair and professional services and our employees a progressive and innovative workplace.

Captain Joy Citta and Sergeant Randy Clark were assigned in 2016 to create the department's Strategic Plan for 2017 through 2021. The plan encompasses four focus areas: Community Policing; Staffing & Facilities; Technology; and Training. Committees for each area were formed and consisted of commissioned and civilian personnel from LPD, representatives from local and state government as well as students from University of Nebraska-Lincoln. The committees met for several months to discuss, research, and create the Lincoln Police Department Strategic Plan.

The Lincoln Police Department is comprised of 328 commissioned and 144 civilian personnel. We continue as a leader within the law enforcement community in the areas of technology and innovative problem solving strategies. The Lincoln Police Department maintains a strong commitment to community and intelligence-led policing.

The City of Lincoln continues to grow, not only in population but in square miles, and the Strategic Plan will play a key role to ensure the Lincoln Police Department grows along with the community we serve.

Welcome

COLLABORATION

I am proud to present the Lincoln Police Department's latest five year strategic plan. This publication is the result of input from members of our community, government leaders, University of Nebraska students and Lincoln Police employees. It is important for our organization to hear the voices of our employees and those we are sworn to serve.

I want to thank everyone committed to the development of this plan for their dedication and willingness to create a pathway for the future success of our department.

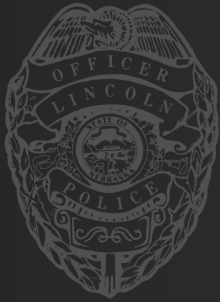
The Lincoln Police Department is accredited by The Commission on Accreditation for Law Enforcement (CALEA). We take pride in recognizing best police practices, striving for continuous improvement, and building on accomplishments from our past.

This plan focuses on enhancing trust through community policing, building sustainable infrastructure, effectively applying technology for efficiency in our practices, and providing our employees with the latest relevant training.

As we proceed with the implementation of this strategic plan we will continuously measure our progress, evaluate outcomes, and hold ourselves accountable to ensure we are meeting the goals and needs of the citizens of Lincoln. The strategic plan is our pledge to provide outstanding service to our community now and in the future.



Jeff Bliemeister, Chief of Police



Mission

VALUES & GOALS

"We, the members of the Lincoln Police Department, working with all people, are committed to providing quality services that promote a safe and secure community."

Life

We are committed to preserving life and enhancing the quality of life.

Empowerment

We are committed to an environment that encourages problem solving, both by ourselves and the community.

Accountability

We are committed to being responsible for our actions and taking ownership of our work.

Dedication

We are committed to our community, our profession and to each other.

Education

We are committed to educating ourselves and our community about the causes, resolution, and prevention of crime and disorder.

Respect

We are committed to human dignity and the worth of all individuals.

- o Ensure that all persons may pursue their lawful activities without fear or impediment by maintaining public order.
- o Reduce the impact of crime, fear of crime, and public disorder on the daily lives of Lincoln residents through patrol, crime prevention, criminal investigation, and law enforcement.
- o Respond to calls for service and other public needs promptly in order to provide services which resolve problems and protect persons and property.
- o Manage the fiscal, capital, information, and personnel resources of the department with efficiency and care.
- o Develop and maintain open relationships and communications with other agencies, organizations, and the public at large.
- o Protect safe and orderly transportation through traffic direction, law enforcement, and accident investigation.
- o Recruit and retain the best possible employees, reflecting the diversity of our population.
- o Provide employees with opportunities for meaningful work, challenging goals and growth throughout their career.

Focus Areas

The forty three members of the strategic planning committee were assigned to one of four subcommittees. Each group was comprised of sworn personnel, civilian staff, government employees and members of our community. Their charge was to develop attainable goals in their assigned focus area. Together they developed a common vision and course to aid the Lincoln Police Department for its future success.

1

COMMUNITY POLICING

Committee Members: Sergeant Brian Agnew (Chair); Captain Genelle Moore; Sergeant Jeff Sorensen; Sergeant Justin Armstrong; Officer Cassie Nissen; Jon Carlson, Mayoral Aide; Mike Dekalb, UPCO President; Benny Chavez, UNL student; and Natasha Riggleman, UNL student.

2

STAFFING & FACILITIES

Committee Members: Sergeant Jake Dilsaver (Chair); Sergeant Ben Seeman; Officer Max Hubka; Officer Tyler Dean; Fleet Superintendent Pat Wenzl; Communications Center Supervisor Brent Molthan; Forensics Manager Erin Sims; Roy Christensen, City Council Person; Kellon Johnson, UNL student; and MacKenzie Ehrenfried, UNL student.

3

TECHNOLOGY

Committee Members: Systems Manager Josh Meyer (Chair); Sergeant Shannon Karl; Sergeant Craig Price; Officer Andrew Vocasek; Crime Analysis Manager Jeff Peterson; Property Technician Dianne Campbell; Dan Schneider, Nebraska State Patrol IT Supervisor; Layne Sup, Binary Net CEO; Leirion Gaylor Baird, City Council Person; Morgan Padmos, UNL student; and Mason Gregurich, UNL student.

4

TRAINING

Committee Members: Sergeant Ryan Dale (Chair); Officer P.J. Lensing (Co-Chair); Sergeant Destry Jaeger; Sergeant Todd Kocian; Sergeant Ryan Witzel; Officer Dave Wunderlich; Officer Matt Stegman; Officer Chris Weber; Records Manager Heather Baker; Carl Eskridge, City Council Person; Kasey Moyer, Mental Health Association Associate Director; Ryan Duden, UNL student; and Tristan Kretsch, UNL student.

1

Community POLICING

SOCIAL MEDIA

Lincoln Police routinely utilize various types of social media to provide information to the Lincoln community. Social Media allows the department to reach a wide range of citizens with information on relevant events, activities, and recruitment. We recognize the impact this tool has and will continue to increase its use in our efforts to communicate with our community.

Recommendations

- o Expand social media technologies to communicate and educate the public we serve. Examples:
 - Twitter – Continue utilizing Twitter with recruits during Academy and FTO phases as a recruitment tool. Select a group of veteran officers to utilize Twitter as a virtual ride along.
 - Facebook – Fully utilize Facebook as a means of informing the public of our social events, officer commendations, recruitment cycles/video, and other information as deemed appropriate.
 - Including:
 - An event calendar listing to inform the public where they can meet and interact with officers.
 - Continue the Lincoln Emergency Communications Center Facebook page of recognition and information about their employees.
- o Conduct virtual Town Hall Community Steering Meetings with the uniformed policing teams.

RECRUITMENT

Recruit the best people from the Lincoln community to be police officers and support staff so we have employees who are invested in our city. The Police Department must utilize creative recruitment practices to attract competent and committed new employees.

Recommendations

- o Explore the possibility of offering a competitive starting salary for experienced officers wanting to transfer to LPD from other agencies.
- o Consider offering incentives to current staff who successfully recruit new employees.
- o Create a professional recruitment video to be posted on our website, Facebook, and Twitter accounts.
- o Create an account with Husker Hire at UNL to post job opportunities and internships. Review resumes posted on Husker Hire and target potential candidates for contact.
- o Increase the number of internship opportunities within the department.
- o Reach out to volunteers and retirees from LPD to assist in recruiting efforts.
- o Identify and work with high school students as prospective future applicants.
- o Consider an additional commissioned staff position dedicated solely towards recruitment.

1

Community POLICING

COMMUNITY OUTREACH/RELATIONS

Forming and maintaining strong relationships with community members is paramount to the success of a police department's ability to impact crime rates and crime trends. The promotion of a public safety partnership with the community helps build trust with those we serve and will enhance opportunities to prevent crime, resulting in a safer, more secure community.

Recommendations

- o Host Open Houses at the department to let the community and potential applicants learn more about their police department.
- o Continue to expand the department's efforts of engagement with the community. Consider Town Hall community meetings as well as interactions with other community groups to broaden our understanding of different cultures and beliefs.
- o Maintain a list of community events and encourage employees of all ranks to attend and interact with citizens.
- o Develop a selective to track attendance at community activities. Create a publicly posted Dashboard detailing opportunities to interact with personnel.
- o Encourage additional officer involvement with homeless adults and children, Drug and Veteran Court participants, and High School Police Clubs.
- o Continue hosting a Citizens Academy at least annually.
- o Continue transparency with the community by providing information regarding our daily functions and activities in a timely fashion.
- o Reinforce with employees the importance of their interactions with the community and the perceptions they leave with the community.



2

Staffing AND FACILITIES

POLICE/CITY GARAGE

The LPD police garage, built in 1930, is near the end of its life expectancy as needed repairs mount. In addition, the workload on garage personnel has expanded as all small city vehicles are now serviced by the police garage.

Recommendations

- o Research alternate locations for a new city garage that meet current and future needs.
- o Create a plan to fund the new facility.



EMERGENCY COMMUNICATIONS CENTER

While the Lincoln Emergency Communications Center (LECC) will go through extensive renovation in 2017 this will not meet all the future needs of the department, user agencies, and the community. While calls for service have trended down in recent years, actual calls to the LECC have continued to increase. It is believed this will be compounded with the introduction of Next Generation 911 into the Communications Center.

Recommendations

- o Continue plans to include the LECC in the City budget Capital Improvement Plan to fund a new co-located facility with another City or County agency.
- o Continue the implementation of the new radio system, new phone system and research future impacts and the introduction of Next Generation 911 and First Net.
- o Research the sustainability of and needed improvements to our current Computer Aided Dispatch (CAD) system.

2

Staffing AND FACILITIES

SOUTHEAST TEAM STATION

The citizens of Lincoln passed a bond initiative in 2015 for a co-located Police/Fire Station. Land has been purchased and funding is being acquired through the bond. This project will give the city its third team police station in the community by 2019.

Recommendations

- o Determine which architectural firm will design the building.
- o Initiate a bid process to identify a contractor to build the facility.
- o Plan for the facility to be built and operational by 2019.

TRAINING CAMPUS

The Lincoln Police Department has recently completed a range/training facility. There are continuing plans to build a new K-9 training area on the same site.

Recommendations

- o Begin construction on the K-9 training facility located on the Training Campus with a goal of being operational by 2018.

ELECTRONIC EVIDENCE UNIT

The Electronic Evidence Unit (EEU) processes electronic evidence for criminal cases. The unit is currently co-located with the Lancaster County Sheriffs Office EEU in the Hall of Justice. The unit will move to a large work area located inside 605 S. 10th Street after the remodeling of that building is completed.

Recommendations

- o Monitor the EEU workload as technology advancements are introduced. Additional staffing beyond an investigator and sergeant may become necessary in the future.

FORENSICS LAB

The LPD Forensics lab is responsible for the analysis of video, fingerprints, handwriting and various other physical evidence. The demands on the forensics lab continue to increase, particularly in the area of video evidence as more property owners have begun to utilize video surveillance cameras. In 2008, only 100 video requests were received; in 2015 there were 889 requests.

Recommendations

- o Monitor the workload of the Forensics Lab annually to determine if additional staffing is necessary to meet the demands of the Lincoln Police Department.

2

Staffing AND FACILITIES

MEASURING COMMUNITY INVOLVEMENT

Officers calls for service can be a measure of each officer's activity. However, not all officer activity is tracked each day. The absence of communication between the officer and dispatch makes it difficult to track how much down time an officer has each year.

Recommendations

- o Track officer's time spent outside of calls for service by developing a selective number list to identify time used for follow up investigations, report writing, etc., yet allow the officers to remain available for calls.
- o Modify the yearly Workload Analysis to reflect the amount of time officers are available. This process should be reviewed annually and the amount of time needed for other activities adjusted, if necessary.

TRACKING COMMUNITY OUTREACH

All employees receive an annual performance evaluation. These evaluations should reflect and encourage community engagement activities by employees.

Recommendations

- o Encourage officers to visit community recreation centers and other locations frequented by youth.
- o Urge officers to interact with citizens whenever possible to enhance community relations.
- o Continue support of our Boy Scout Explorers program where officers and high school youth participate in a structured introduction to the law enforcement profession.
- o Consider revisiting the Lincoln Police Cadet program. Under this program, young adults age 18 to 21 were employed by LPD until they were eligible to apply to be a police officer.
- o Work with other youth groups in the community in hopes of instilling a desire for young adults to consider a career in law enforcement.



2

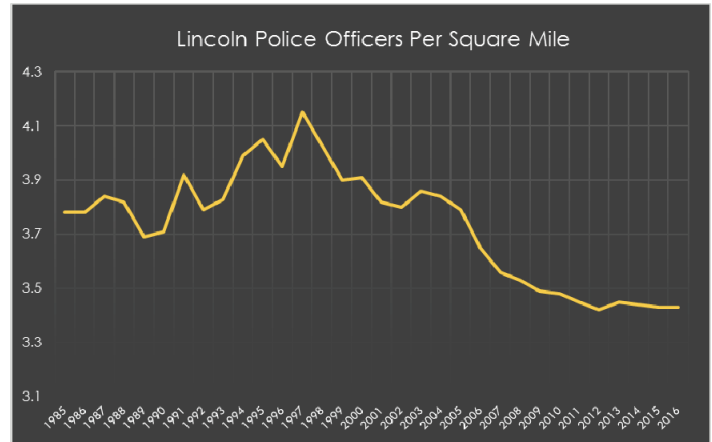
Staffing AND FACILITIES

STAFFING/NEED FOR ADDITIONAL OFFICERS

The Lincoln Police Department currently has 1.17 officers per 1,000 residents. Lincoln continues to grow in population and area, yet has proportionately fewer officers than twelve years ago. The geographic deployment of officers should be evaluated, based upon current and future staffing levels.

Fewer officers available to take calls for service may result in delays for arrival of officers to incidents.

With an average population growth of nearly 3,100 citizens and nearly 363 acres annexed annually, these current trends demand staffing that continues to grow with the city.



The number of officers per square mile since 1985, has declined from approximately 3.8 to 3.4.

Recommendations

- o Hire 5-7 additional officers annually above our current staffing level. This will not only maintain our personnel numbers with the growth of the city but also increase our officer per-citizen resident ratio.

2

Staffing AND FACILITIES

RECRUITING NEW EMPLOYEES

LPD's goal for recruitment is to ensure there is a candidate pool from which to hire an adequate number of officers and support staff, representing the diversity of the community we serve.

Recommendations

- o Engage potential applicants while still in high school, with additional recruitment efforts conducted during college. The University of Nebraska Job and Internship listing website is available to link openings for students. LPD should also consider partnerships with other educational institutions for education and training opportunities that would encourage students to join the law enforcement profession.
- o Continuously re-assess how to best deploy our officers. A redistricting or consolidation of teams may better serve the officers and the community.
- o Consider reaching out to potential applicants who could be laterally transferred to our department with an abbreviated training program.
- o Encourage civilian and commissioned staff to look for potential candidates not only while on duty but during their personal encounters.

RETENTION OF CURRENT EMPLOYEES

Once hired, it is important to have incentives to keep employees until retirement. The department must avoid losing employees due to job dissatisfaction.

Recommendations

- o Conduct annual research, at the team/unit level, on incentives to retain employees including:
 - o Alternative scheduling;
 - o Varied days off;
 - o Rotating schedules;
 - o Other agencies successes.
- o Conduct exit interviews with all employees and review the results with relevant staff.
- o Be more transparent with employees regarding issues facing the department.



3

Technology

BODY WORN CAMERAS

In the next few years, body worn camera usage will become more prevalent within law enforcement. In order to properly use this new technology, the Lincoln Police Department needs to prepare and plan for its implementation and sustainability.



Recommendations

- o Plan for technology to support the body worn camera system.
 - o Infrastructure such as storage, servers, and network must be in place and sized for a fully implemented system.
 - o Provide adequate support staff to maintain and operate the system.
- o Incrementally implement body worn cameras.
 - o Identify a team area for initial testing.
 - o Identify employees interested in the initial implementation.
 - o Conduct rigorous training.
 - o Mount an internal and external public relations campaign to educate users and the public.
- o Fiscal Dedication
 - o Initial cost to implement body cameras will be significant.
 - o Ongoing expenses, including staff time and replacement costs, should be budgeted to maintain sustainability.
 - o Consider the use of alternative funding options to off-set the initial expenses.

3

Technology

CRIMINAL JUSTICE INFORMATION SERVICES (CJIS) AND CYBER SECURITY

Security of electronic Criminal Justice information is an increasing concern for the Lincoln Police Department. Steps should be taken to ensure data is safe. Should there be an outside attempt to access our system we must have a procedure in place to protect our information.

Recommendations

- o CJIS (FBI) security compliance is required (28 Code of Federal Regulations Part 23) and should be an LPD priority.
 - o Token based 2 factor authentication should be implemented.
 - o An Audit Trail System should be reviewed.
 - o Cyber security training for all LPD employees should continue with training every two years.
- o Gain buy-in from stakeholders (i.e. Lincoln Emergency Communication Center staff, officers, FBI, NSP and citizens). LPD must articulate what systems we have and the consequence of a compromise to those systems. This can be provided through training.
- o LPD should formalize the Criminal Justice Information System compliance by adopting a policy in the General Orders.
- o Implementation of computer systems security is difficult and can be inconvenient. Any security solution should be implemented so as to minimize the impact on the employees daily activities.

CLOUD SERVICE STORAGE

Cloud Service provides the ability to save important data on servers outside the police department. This will help protect valuable information from being lost due to a cyber attack or a computer virus.

Recommendations

- o Continue to look toward moving services to the cloud.
- o Evaluate cloud based services to ensure that it meets CJIS security requirements.
- o Complete a cost analysis to determine if there is actually a cost savings to outsource versus providing in-house services.



3

Technology

MOBILE WORKFORCE

Officers would benefit from additional mobile access to the Lincoln Police Department's internal website. This would streamline the processes of preparing reports, accessing information, and would decrease time spent on calls for service.

Recommendations

- o Allow plain clothes officers increased access to mobile technology such as tablet-type devices and Mobile Data Terminals (MDTs).
- o Become more customer-oriented by using feedback from field officers regarding their usage of mobile technology to better target future mobile technology deployment.
- o Develop a policy on E-governing personal electronic device usage that conforms to the City Administrative Regulation.
- o Research and develop sustainability plans for our Records Management System (RMS) and our Computer Aided Dispatch (CAD).
- o Research and implement mobile device management per FBI CJIS requirements.

DISASTER RECOVERY OF DATA

A technology disaster recovery plan should be in place in the event of a loss of our information or other emergency information system, in order to minimize the effect on the operations of the Police Department.

Recommendations

- o Classify and tier each system to enable us to respond efficiently.
- o Back up electronic systems off site (at least 50 miles away) in the event one building is unavailable. Data would be available from the secondary location.
- o Explore partnering with other agencies, such as the Omaha Police Department or UNL, to co-locate servers offsite.
- o Develop a process to test backups and critical systems on a regular basis.



3

Technology

AUTOMATION

With the advancement of technology and automation the Lincoln Police Department must maintain the pace and continue to access automated systems to simplify the workload.

Recommendations



- o Ticketing System
 - o LPD's current paper ticket system should be computerized.
 - o This could potentially save the equivalent of 5 full time officers and 2 records staff time per year. We would re-task those positions based on current needs.
 - o Automation would allow tracking of warning tickets in order to enhance our records management system.
 - o The State Patrol's e-ticket system has the capability of allowing multiple agencies to use and see those agencies warnings and tickets. Timely and complete dissemination should be considered before implementation goes forward.
 - o In addition to the e-ticket system in cruisers, at the jail and the Bridge, each substation would be equipped with an e-ticket system.
- o Property Unit
 - o Consider eliminating hand-written property reports and replacing with an online form.
 - o Equip team stations having a property room with the necessary computers, scanners and printers.
 - o Research implementation of an on-line tow report.

4

Training

COMMISSIONED EMPLOYEE TRAINING

The department must continue providing quality training to officers. This must be done while maintaining staffing levels on the street when other officers are in training.

Recommendations

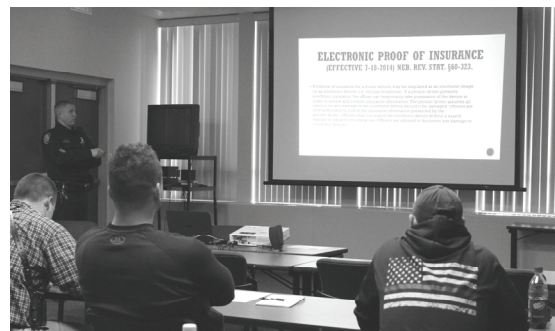
- o The Training Unit should continue to pursue available courses to satisfy the forty-hour annual requirement.
- o Modify the format from the current two-hour in-service training sessions including defensive tactics, firearms, and Taser to eight-hour sessions to address a variety of topics including those listed above. This would aid street staffing during training periods.

CIVILIAN EMPLOYEE TRAINING

It is important for the department to focus on the professional development of its civilian staff who often have different training needs than commissioned employees. Efforts to provide high-quality training opportunities for civilian staff is equally essential.

Recommendations

- o Consider requiring civilian employees to obtain a minimum of five hours of continued education/training annually. Up to two of the required five hours could be training offered to commissioned employees. Most of the commissioned employees training should be made available to civilian employees.
- o Provide civilian employees the opportunity to participate in Power DMS training that is provided to commissioned employees.
- o Offer a four-hour ride along to all civilian employees as part of their new employee orientation.



4

Training

SUPERVISOR TRAINING

Supervisors must be afforded effective training on all aspects of their new job as soon as possible after promotion. Training should continue throughout their career to maintain a high level of performance. Properly trained supervisors will promote growth and productivity in the employees they supervise.

Recommendations

- o Require Leadership in Police Organizations (LPO) training for all new commissioned and civilian supervisors. It should be encouraged for any remaining supervisors and command staff who have not yet attended. Additionally, it should be recommended for Field Training Officers, Internal Resource Officers, and any other employees who express an interest in the training.
- o Continue to hold semi-annual sergeant meetings with chiefs to remain informed and to address any existing concerns.
- o Continue to hold in-house training a minimum of once per year for supervisors. Training should cover various topics chosen by the Chief and /or Assistant Chief, pertaining to their leadership responsibilities.
- o Recommend supervisors consider other courses beneficial to them that pertain to their role.

RACIAL PROFILING

It is important for the department to continue monitoring officer and civilian contacts for the presence of racial profiling. This continued attention to our interactions with the public is critical in our efforts to be a fair police department. It is critical for LPD employees to keep an open mind to the possible impacts of all biases including those based on race.

Recommendations

- o Continue to monitor traffic stop data and discuss the outcomes with staff during yearly meetings and training.
- o Continue to offer diversity training as part of mandatory in-service training as well as additional optional course study.
- o Continue to hold open discussions about racial profiling at Sergeant meetings and command staff meetings yearly.



4

Training

PROCEDURAL JUSTICE

In order to maintain the trust of the public we serve LPD must remain transparent. Our employees must act in a professional and fair manner.

Recommendations

- o Ensure that actions or non-actions by officers on the street are consistent and fair. Employees should have training and information on proper and best practices while performing their jobs.
- o Review of motor vehicle pursuits by the Safety Committee for recommendations or policy changes and training needs.
- o Continue hosting a Citizen Academy, giving citizens an opportunity to interact with staff and learn about LPD.
- o Continue transparency with the public and the news media by publicly providing various statistics, including traffic stop data, through the city's open data portal.
- o Continue to encourage employees to attend and interact at neighborhood meetings and events.
- o Encourage employees to participate as board members for community centers, organizations, and community programs.
- o Continue to work with the Citizen Police Advisory Board (CPAB) to address issues brought forth by members of the community and annually release data from CPAB meetings.

DE-ESCALATION TRAINING

De-escalation techniques are critical tools for officers who encounter high-risk situations. It is important to keep this topic at the forefront of officers' minds in order to resolve conflict without any greater force than what is reasonable and necessary.

Recommendations

- o Continue to keep de-escalation as part of all aspects of training including defensive tactics, firearms, Taser, ethics, etc. Document this inclusion of de-escalation training as part of lesson plans.
- o Address the topic of de-escalation training at least once annually in their discussions.
- o Continue to offer and encourage employees to attend Behavioral Evaluation and Threat Assessment (BETA) Training. Include scenario-based training using role players.
- o Add to our General Orders and to training provided for commissioned staff the information of their "Duty to intervene" during use of force encounters.
- o Create a committee comprised of internal employees as well as community members, to review use of control incidents.

Progress

The Lincoln Police Department is committed to implementing goals suggested from our Strategic Planning Committees over the next five years. We understand some objectives from the committees cannot always become realizations. Yet, as we look to the future, we will do our best to meet these goals and recommendations. Our progress will be documented in this section.



Appendix D

Mayor's Task Force on Community Violence Recommendations

November 2014

City of Columbia

701 East Broadway, Columbia, Missouri 65201



Agenda Item Number: REP 103-15

Department Source: City Manager

To: City Council

From: City Manager & Staff

Council Meeting Date: 10/19/2015

Re: REPORT - Task Force on Community Violence Recommendation Status Update

Documents Included With This Agenda Item

Supporting documentation includes: Status Update on the Task Force on Community Violence Recommendations; REP-110-14: The Mayor's Task Force on Community Violence: Recommendations Report

Executive Summary

Per the request of Council, an update on the status of the Task Force on Community Violence's recommendations was generated.

Discussion

The attached report of status updates on the Task Force on Community Violence Recommendations, fulfills the Council request to generate a report that details the status of implementation of each of the Task Force on Community Violence's recommendations. This report includes the Task Force's recommendations, which Pillar and Theme(s) it falls under; who shall be charged with implementation, and the current status of implementation and dollar amounts currently allocated in the FY16 budget for each recommendation.

Fiscal Impact

Short-Term Impact: None.

Long-Term Impact: None.

Vision, Strategic & Comprehensive Plan Impact

Vision Impact: Not Applicable

Strategic Plan Impact: Not Applicable

Comprehensive Plan Impact: Not Applicable

Suggested Council Action

This report is informational only.

City of Columbia


701 East Broadway, Columbia, Missouri 65201

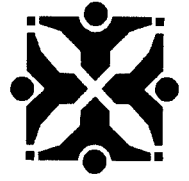


Legislative History

On August 5, 2013 a resolution was signed by Mayor McDavid, which created the Task Force on Community Violence. A final report was submitted to Council on November 17, 2014 that included the Task Force on Community Violence's recommendations for future action. On September 21, 2015, City Council requested that a status report on the progress of these recommendations be generated.


Department Approved


City Manager Approved



SUPPORTING DOCUMENTS INCLUDED WITH THIS AGENDA ITEM ARE AS FOLLOWS:

Status Update on the Task Force on Community Violence Recommendations
and

REP-110-14: Mayor's Task Force on Community Violence: Recommendations Report

Recommendation	Pillar	Theme	Implementation	Progress	FY 16 Funding	Future Action
Research Cure Violence and employ violence reduction strategies that treat violence like a disease, and support parenting and early childhood programs that insure the best start in Life for all Columbia residents (http://cureviolence.org/).	Prevention		Non-profits, social services, local and national coalitions	Public Health and Human Services received additional funding from the State Dept. of Health to expand the Healthy Families America program; an evidence based home visiting program for high risk families.	\$306,212 to Healthy Families America program (\$170,040 in County/City General fund, and \$136,172 in Missouri Department of Health and Senior Services funding).	
Increase awareness of existing job training programs and strengthen partnerships between the schools, the City, and nonprofits around job training. Examine and evaluate the effectiveness and accessibility of micro-loan, entrepreneurial and small business development programs for at-risk populations. Find ways to coordinate with companies outside of the Career Awareness Related Experience (C.A.R.E.) program (perhaps through Regional Economic Development Inc., Chamber of Commerce or other groups) to create job opportunities for youth and increase funding for C.A.R.E.	Prevention	Awareness, Coordination	Local non-profits, REDI, City, Chamber of Commerce, Columbia Public Schools	The new strategic plan includes many of these recommendations under the Economy priority. The City continues to provide economic opportunity services for at-risk populations through organizations such as Youth Empowerment Zone, Job Point, and CHA Low-Income Services. CDBG funding is being provided for vocational training for at-risk populations (e.g. Job Point's YouthBuild program) as well as for micro-lending and small business training. The City has been a primary leader of and investor, of both in-kind and cash resources, in the Cradle to Career Alliance which is addressing the educational and vocational achievement gap. https://www.gocolumbiamo.com/wp-content/uploads/2016-2019-Strategic-Plan.pdf	\$492,980 to C.A.R.E. \$50,000 over a 5-year period to Cradle-2-Career, \$110,000 CDBG funding.	
Develop and strengthen community and City communication tools that list and direct people to community resources and programming opportunities for youth and families. New and existing tools will require frequent updates to keep up with changing program availability.	Prevention	Awareness	Local nonprofits and City	The County has awarded funding for the Family Access Center for Excellence (FACE) which will be an excellent resource for referrals to programs. Public Health Human Services (PHHS) staff were involved in the development of the proposal and will be represented on the FACE board. PHHS will be partnering with FACE to provide and link families with resources. With the addition of the Putting Children First Sales Tax in 2012, funding is now available for organizations to provide mental health services, among others, without the need of a referral; which will grant access to programs for many in need. Local organizations have received funding for their youth services efforts. FACE has procured funding and contracts and is currently looking for a location to begin offering services. For more information regarding the Sales Tax: http://boonecountykids.org/ For more information on county-wide funded social services: https://www.showmeboone.com/communityservices/fundedorganizations.asp		Would like to see an all-inclusive web page created that lists all services and contact information provided by the City and local organizations; making it easy for citizens to get information.

<p>Examine our process for Social Services Funding, and insure that it is fair and open. Educate and build capacity for new programs and organizations from the African-American community. Insure that a funding applicant's effort to provide cultural competency training to its staff is considered. Set aside increased funding towards violence prevention.</p>	<p>Prevention</p>		<p>City - Social Services</p>	<p>The City's social services funding process is highly transparent, fair, and open. There are no certification requirements to apply for City social services funding, such as those required by the United Way. The City's social services funding application process includes a capacity building component in which applicants are provided constructive feedback about proposals and then are allowed to submit revised information prior to funding allocations. The City has also provided or partnered to provide a variety of capacity building opportunities for local organizations in the areas of governance, performance management, and diversity and inclusion. City social services funding is at its lowest level since 2008. No additional City social services funding has been made available since it was decreased by 5% in 2008. For information on municipal social services: https://www.gocolumbiainfo.com/Health/HumanServices/Programs/Social_Service/socserv.php</p>	<p>\$893,556 funding for Social Service programs</p>	
<p>Increase support, promotion, and accountability of the Neighborhood Watch program to expand into new neighborhoods.</p>	<p>Prevention</p>	<p>Awareness</p>	<p>City</p>	<p>In FY14 there were 134 members trained in Neighborhood Watch. In May, June, July, and August of FY15 there have been 36 members trained. Currently the office of Neighborhood Services is in the process of updating the database for members and captains, as this has not been done for some time. After this is completed, it will become easier to encourage current members to remain enthusiastic about the program and recruit new members through emails and newsletters. For more information on Neighborhood Watch: http://columbianeighborhoodwatch.org</p>	<p>\$5,000 funding for NW</p>	
<p>The City shall host an annual forum involving neighborhood organizations, churches, public schools, CPD, Family Services Division and other interested parties to address social need, crime, and discrimination.</p>	<p>Prevention</p>	<p>Coordination</p>	<p>City</p>	<p>The Human Rights Commission (HRC) has no current plans to conduct a forum to address social need, crime and discrimination. In June 2015, the HRC had discussions about a community forum that the HRC used to be involved in long ago called the "Study Circles" program. These were monthly public forums to discuss difficult human relations issues facing our community. They were created in 2003 as a result of a recommendation by a Mayor's Task Force on Race Relations. The HRC provided a part time complaint investigator and outreach coordinator that assisted the staff person. During meetings, this staff person would serve as the moderator for the community forum discussions. After time, the interest diminished whereby it was the same people in attendance for all the meetings. The HRC at the time believed they could be more effective directing their time and resources to other projects. We do not believe that the HRC is opposed to partnering with another organization to conduct a forum in the future. But there is no current plan to hold a forum as recommended by the Task Force.</p>		<p>Awaiting further instruction from City Council. Would like to see something similar to the CPS annual meeting.</p>

<p>Use the City Channel in conjunction with Columbia Public Schools to create positive programming highlighting youth activities and involvement in the community.</p>	<p>Prevention</p>	<p>Awareness</p>	<p>City and Columbia Public Schools</p>	<p>The City Channel has promoted within the past twelve months: Columbia Values Diversity Celebration, Adopt-A-Rain Garden Summer Internship, Stormy's Meadow, C.A.R.E. Program, Leisure Times. What City Channel has promoted within the past five years: Job Point, Columbia Crawdads, Youth In Action, Hot Topic Night's, Teen Outreach Program, FitWIC, STD Reality Check, Safe Place Youth Runaway Prevention, Photo Voice, Columbia: A Caring Community for Young People, Columbia Builds Youth, Moving Ahead: Providing a Healthy Learning Environment, Safe Routes to School: Grant and Shepard Elementary Schools, Providing a Safe Learning Environment. It is important to remember however, that the Columbia Public Schools do have their own educational channel that gives them the capabilities to produce programs that highlight different youth activities. To view City Channel programs: https://www.gocolumbiamo.com/tcc/</p>		<p>Would like viewership data gathered on both the CPS stations and City Channel in order to compare the stations. If there is no cross viewership than one group will not receive the same programs as the other.</p>
<p>The community needs to expand youth oriented spaces, activities, and programs that focus on cultural and educational curriculum throughout the City. The parking lot adjacent to the Armory should be considered as an opportunity for the creation of a Youth Community Cultural Center where the staff and programing reflects the diversity of the community it serves.</p>	<p>Intervention</p>	<p>Facility</p>	<p>Community and Parks and Rec</p>	<p>The Teen Outreach Program (TOP) could fit into a couple of the recommendations, including approaching violence as a public health issue, and the group of recommendations that focus on community-building programs that are appealing to youth. After school programs like TOP provide a safe environment for youth from 3:00 p.m. - 6:00 p.m. on school days, which is the prime time for violent juvenile crime to occur. PHHS partners with the Youth Community Coalition and local school districts to provide TOP to nine Boone County Schools and currently has approximately 85 students enrolled. The Armory as well as outside organizations provide a myriad youth programs for little to cost such as seasonal athletics, mentoring and afterschool homework help, educational programs ranging from computer classes, to Black History presentations, to language courses, art programs such as Clay for Play, music programs ranging from instrument lessons to concerts, and faith-based programs. For more information on Armory and City programs: https://www.gocolumbiamo.com/ParksandRec/Activities_and_Programs/community-recreation.php</p>	<p>\$50,000 for scholarships for utilization of City facilities; \$90,917 to TOP (\$43,869 is funded by the Missouri Department of Health and Senior Services and \$47,048 by the Boone County Children Services Board).</p>	<p>Would like to look into the possibility of moving the Armory programming to another building, possibly the new sports complex. The Armory should function as a "true" Youth Center, as in Austin, TX, for example.</p>
<p>Support the implementation of a Family Access Center to provide a safe and neutral facility where youth and their families can obtain the necessary community services in an effort to divert negative behaviors in youth before they escalate. The center would also be a place that law enforcement could utilize to allow a child to obtain the necessary services without placing the child within the framework of the juvenile justice system.</p>	<p>Intervention</p>	<p>Facility</p>	<p>Community, City, and County</p>	<p>The County has awarded funding for the Family Access Center for Excellence (FACE). Public Health Human Services (PHHS) staff were involved in the development of the proposal and will be represented on the FACE board. PHHS will be partnering with FACE to provide and link families with resources. FACE has procured funding, through the 2012 Putting Children First Sales Tax, and contracts and is currently looking for a location to begin offering services.</p>		

Partner with the University of Missouri and local colleges to improve participation in mentoring programs and increase the number of minority mentors. This may be done through academic rewards, class credit, sorority and fraternity participation or other incentives. View quality mentors as a community resource that needs to be used effectively and allowed to grow. Processes are needed for including rehabilitated offenders as mentors.	Intervention	People	Local non-profit, local organizations, University of Missouri, Stephen's College, and Columbia College	Requesting further direction from Council regarding entities for the City to reach out to.		
Establish a program (based on best practices) where community members and school facilitators who facilitate violence interruption and mediation activities like the Chicago model, "Violence Interrupters" or "Street Soldiers".	Intervention	People	City	To implement this type of program, the City will need to acquire a permanent funding source. However, the City is currently looking into this type of program and how best to implement it.		
The Columbia Public School system should more actively engage in intervening in student's lives by identifying risk factors earlier (deficiencies in academic performances, attendance) and acting on these issues immediately with long term individual academic plans and before an Individualized Education Program is needed.	Intervention		Columbia Public Schools	Over the past several years, Columbia Public Schools has continued to increase our efforts to minimize any disproportionality regarding our discipline strategies and consequences for students. Those programs include: Alternative Continued Education (A.C.E.), Restorative Practices, Equity Training, Home School Communicators, and Memorandum of Understanding with CPD and Juvenile Offices (MOU). In addition, students who are disciplined for minor offenses can bring their "case" before the "teen court." This option is only available once a year per student and it teaches young students about accountability while educating students on the processes of the court system. This program is currently offered at Lange and West Middle Schools.		
School resource officers need to be in all middle schools and high school buildings as an opportunity for building a trusting relationship between the officers and the students.	Intervention	People	Columbia Police Department and Columbia Public Schools	The City Manager is authorized to execute an agreement with the Columbia Public School District concerning School Resource Officers. The most recent agreement was signed on August 15, 2015 and expires on July 8, 2016. Currently there are four School Resource Officers located in Hickman, Battle, and Rockbridge High Schools and Columbia Quest School as well as a new initiative for funding off-duty officers in all of the Columbia middle schools.	\$25,000 funding off-duty officer presence in the Columbia middle schools	

<p>Columbia Public Schools needs to adopt strategies that help minimize the negative impacts of students switching school district frequently. This may include standard curriculums on core academic studies (math, reading, etc.) and policies, especially discipline, that apply to all children in order to address the district wide mobility issues. A child should be able to move from one school to another and not become displaced in their academic studies.</p>	<p>Intervention</p>		<p>Columbia Public Schools</p>	<p>Currently Columbia Public Schools (CPS) allow students who are removed from a school within the school year to continue at their home school for the remainder of the year. If the child is determined to be homeless, Federal law mandates that the child be bussed to their original school for the remainder of that school year. Additionally CPS has created a "Curriculum Map" for all elementary and middle schools and would like to create something similar for high schools. The objective is to synchronize the curriculum so that each grade is learning the same material at the same time, thus making it easier for students to transfer schools without falling behind or being ahead of their peers. Currently all of the elementary and middle schools have this synchronized curriculum. SY16/17 CPS will begin a dialogue to develop the high school curriculum map with an implementation goal beginning SY17/18. Also, CPS is engaged in interim assessments for students. This process involves teacher collaboration to assess student needs throughout the school year.</p>		
<p>The Columbia Police Department should implement a system of accountability with independent verification of and public participation in their vision, mission, and goals. CPD should be provided the funding, staff, and leadership to move beyond responsive policing and positively engage the community.</p>	<p>Enforcement</p>	<p>Trust</p>	<p>Community and Columbia Police Department</p>	<p>Now that the City Council has adopted the City of Columbia's new Strategic Plan the Police Department will take time to update and modify its departmental plan based on the new direction and initiatives. The CPD strategic plan workgroup is made up of sworn and civilian personnel. They generally meet once per quarter to update progress on the plan and discuss any obstacles. These updates could be posted on the website for public viewing.</p>		
<p>The "trust gap" between the African American community and police needs to be aggressively addressed by the police department and the community. Building community trust may be the most cost effective way to extend the reach of our police department to both solve and prevent violent crimes. The move toward a Community Policing Model should be continued. Proactive messaging and respectful communications should be highlighted in every opportunity for communication from the department website, to press releases, to every interaction officers have with citizens. Further appearances of militarization should be avoided in the choice of equipment.</p>	<p>Enforcement</p>	<p>Trust</p>	<p>Columbia Police Department</p>	<p>The Columbia Police Department continues to work towards full implementation of the geographic-based, community policing model by pursuing available grants to bolster sworn staffing, requesting increases in personnel (sworn and civilian) each year in the budget process, and continuing civilianization of eligible positions. We also recently hired an outside consultant to study our efficiency capability, given current staffing, in order to determine if a different scheduling or other reorganization plan would help increase our ability to engage in community policing activities. This assessment is also intended to help determine the number of officers needed to fully implement a city-wide, geographically-based, community policing plan. Deputy Chief Jill Schlude has been tasked with creating and implementing a mechanism for regular, face-to-face interaction with the community to discuss crime, answer questions, and provide people an opportunity to discuss issues facing Columbia and what CPD could do to make an impact.</p>	<p>\$100,000 funding for community policy activities</p>	

<p>Cultural competency training should be robust and effective for the police department and public schools, involving diverse members of the community to both enhance training and provide another avenue for relationship building. Cultural competency training programs should be evaluated by an experienced third party, with an ongoing process of accountability that includes anonymous surveys by officers evaluating training programs. Retired officers in the community should be used as a resource for training and mentoring our young police force.</p>	<p>Enforcement</p>	<p>Trust</p>	<p>Columbia Police Department</p>	<p>Over the past few years we have engaged in alternative training programs, including biased-based policing and the recognition of the implicit biases we all have. One of the first training components included the "Unleashing the Power of Unconditional Respect" initiative from the Kansas City, Missouri Police Department. After a lengthy, competitive application process, the department was recently selected by the Department of Justice and the COPS Office to take part in their newly established "Procedural Justice" (PJ) RF training program. On August 20, 2015 all CPD supervisors (with the exception of three Lieutenants who were overseeing Patrol operations, and one Sergeant who was out of state) attended this training. We continue to seek out training opportunities and best practices in this area, and may be approached later for additional blocks of the PJ training (train-the-trainer, etc.).</p>		
<p>The Columbia Police Department should be provided with the resources and the leadership to attract, train and retain the best officers. A system of professional development and promotion should be instituted that rewards the softer skills of relationship building, community involvement, and cultural competency.</p>	<p>Enforcement</p>	<p>Trust</p>	<p>Community and Columbia Police Department</p>	<p>Will explore in budget preparation process for FY17</p>		<p>Council should increase social service funding and cultural competency of the applicants for city funding.</p>
<p>The Columbia community should develop programs to help officers feel appreciated and respected, to aid in recruitment of the highest quality officers that are representative of the diversity of Columbia. The City of Columbia should strive to provide the best pay and benefits to attract the best officers. Community events involving children and youths should be held to allow young people the opportunity to develop a positive view of the police. The community should create and expand homeownership and rental rebate programs to incentivize police officers to live in the neighborhoods they serve.</p>	<p>Enforcement</p>	<p>Trust</p>	<p>Community and Columbia Police Department</p>	<p>Although this is an external initiative, CPD has implemented the International Association of Chiefs of Police (IACP) "Why I Wear the Badge" initiative. This program seeks to humanize officers in the communities they serve by allowing them to tell their personal stories of why they became public servants. These videos are shared via social media.</p>	<p>\$100,000 funding for community policing activities; including programs for children and the community to gain trust.</p>	

<p>Identify offenders returning from prison to the Columbia area who are at the highest risk of committing violent crimes. Research suggests that 80% of the crime is committed by 20% of the people and the bulk of attention needs to be directed toward those with the highest risk to reoffend. Interventions are most effective with the highest risk offenders and evidence-based strategies with this population MUST begin with a valid and reliable assessment. Specific criteria need to be developed to identify this target group including violent history, conduct violations in prison, number of arrests, feedback from police, Probation and Parole (P&P), and community member feedback to name a few.</p>	<p>Re-entry</p>	<p>Higher level of accountability for our highest risk offenders</p>	<p>Phoenix Programs, JobPoint, Love, Inc., City</p>	<p>Will explore in budget preparation process for FY17</p>		
<p>Create a mandatory "City-Level" Reentry Supervision Program for high risk offenders. A team approach will include a designated Reentry Police Officer, P&P Officer, and a Community Liaison who will provide supervision in addition to state parole and will provide increased accountability as well connecting offenders to needed supports and resources. Research suggests that increased accountability as well as increased access to information, resources and support will reduce the likelihood one will reoffend. This strategy will also single out our most dangerous offenders and put them on notice that we are here to help, but they have been singled out for additional accountability and we will act quickly should they revert back to old behavior. The police department would need additional funds to designate police officer(s) to work with this target population. Community Liaisons will need to be identified as well as the criteria needed for these individuals to be effective. The authority of the city to impose sanctions will also need to be identified - for example, can the city place an offender in jail for one week for violating program expectations.</p>	<p>Re-entry</p>	<p>Higher level of accountability for our highest risk offenders</p>	<p>Columbia Police Department</p>	<p>Will explore in budget preparation process for FY17</p>		

<p>Require "Target Population" to attend and complete the Pathway to Change cognitive behavioral therapy program offered by the Division of Probation and Parole. Pathway to Change is an evidence based intervention shown to reduce recidivism in Missouri. Because dysfunctional behaviors are the result of dysfunctional thoughts, this cognitive restructuring program can be expected to reduce crime among violent offenders in the Columbia area. P&P has already indicated they presently have the capacity to immediately begin adding this target group to existing classes.</p>	<p>Re-entry</p>	<p>Higher level of accountability for our highest risk offenders</p>	<p>City</p>	<p>Will explore in budget preparation process for FY17</p>		
<p>Designate two city employees to actively participate on the Boone County Offender Transition Network (BCOTN), one of which is a police officer. The City of Columbia has yet to engage in BCOTN which is our community's only coalition of concerned citizens and service providers who meet monthly to share information and develop strategies to reduce the likelihood returning offenders will reoffend. Participation by the City in this effort is both needed and expected. The City will need to designate one police officer and one other appropriate staff member to participate in monthly BCOTN meetings.</p>	<p>Re-entry</p>	<p>Coordination</p>	<p>City</p>	<p>Steve Hollis from Public Health Human Services (PHHS) is a participant and PHHS has hosted BCOTN meetings since the group's inception. CPD has not yet identified an officer to participate in BCOTN.</p>	<p>There is no funding associated with this recommendation. Employee time and facility space is donated.</p>	

<p>Consolidated Plan and other Federal and State funding granted to the City: During the task force's process the City's Consolidated Plan was being updated. The Consolidated Plan is a planning document required by the Department of Housing and Urban Development (HUD). The Consolidated Planning process assesses affordable housing and community development needs and market conditions to determine how funds can best serve the community. The task force decided to issue a broad recommendation concerning the use of federal and state funds that could be used to reduce violence: "The City of Columbia and those operating on behalf of the City should make efforts which directly target the reduction of violence in the City of Columbia a priority. This priority shall apply to funding decisions including but not limited to state and federal dollars."</p>	<p>Other</p>		<p>City</p>	<p>Concerning the reformulation of the City's 5-Year Consolidated Plan, the newest plan for 2015-2019 addresses, among others, providing vocational training to 70 participants, particularly low-income youth, and acquiring, renovating, and expanding 5 community facilities providing services to youth, homelessness, ex-offenders, and mental health. For FY15 the following has been accomplished: Job Point completed expenditure of \$76,636 in City CDBG funds and provided HVAC Training to 10 students. The City also donated 106 Lynn and 110 Lynn to Job Point, as well as HOME funding for the development of 2 affordable owner-occupied single family homes. Job Point is utilizing students from its Youth Build program for the construction of those homes. Construction is currently underway. The City provided In2Action with \$50,000 in CDBG funds for the purchase of a facility serving ex-offenders in housing and reentry. The City provided Reality House with \$67,480 in CDBG funds for renovations to its Rangeline facility serving ex-offenders with housing and supportive services. The City also removed 3 vacant and dilapidated structures in lower income neighborhoods and will be replacing them with new affordable single family homes. Vacant structures attract crime, lower property values and destabilize neighborhoods. For more information regarding the Consolidated Plan: http://www.gocolumbiamo.com/community-development/neighborhoods/federal-housing-programs-cdbg-and-home/2015-2019-consolidated-plan/</p>	<p>\$76,636 CDBG funding to Job Point, \$50,000 CDBG funding to In2Action, \$67,480 CDBG funding to Reality House</p>	
<p>Ban the Box: "Ban the Box" aims to create a more level employment field for people returning to society from incarceration. The task force noted a strong correlation between recidivism rates and employment. Finding a job upon re-entry is one of the leading predictors they will not re-offend. Considering the large number of offenders returning to Boone County each year the task force saw increasing employment opportunities as a vital part of their task. If passed the proposed ordinance would amend Chapter 12 of the City Code to prohibit employers in Columbia from asking job applicants about their criminal history until after a conditional job offer has been made. Certain jobs would be exempt as required by federal and state statutes. The ordinance would also encourage employers to consider the severity of the offense, time since the offense, and rehabilitation efforts since the offense before making any final decisions.</p>	<p>Other</p>		<p>City and Business Community</p>	<p>City Ordinance Adopted; December 1, 2014 Ordinance #022286</p>		

<p>Home for the Blind Boone Highsteppers: Formed in 1979 the Blind Boone Highsteppers is a non-profit youth precision drill team. The group has struggled to find a facility to meet and practice in. Seeing value in a program that has served low-income and at-risk youth in the community, the task force asked the City to help the Highsteppers find a home.</p>	<p>Other</p>		<p>City and Community</p>	<p>City of Columbia staff efforts to find a free practice space for the Missouri Highsteppers began in June, 2014. Despite numerous outreach, the search for free available space was unsuccessful for various reasons. Consequently, at the November 17th, 2014 City Council meeting, Mr. Trapp made a motion to provide up to \$5,000 from the council reserve fund to pay for a site that would be willing to host the Missouri High Steppers for one year. Unfortunately, the staff search for a paid site was also unsuccessful. Therefore, at the December 15th City Council meeting, staff and council decided to pass the effort to find a Missouri Highsteppers' practice space, to be funded by the City Council, to the Director, Mr. Berry. Staff contacted Mr. Berry the week of December 15th to let him know that council would pay up to \$5,000 for any practice space that he identified as adequate for the Highsteppers. Staff contacted Mr. Berry again in March of 2015 to let him know the council offer for funds still remained, and he informed staff that he was still searching for a space.</p>	<p>\$5,000 funded to Highsteppers</p>	
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City of Columbia

701 East Broadway, Columbia, Missouri 65201



Agenda Item Number: REP 110-14

Department Source: City Manager

To: City Council

From: City Manager & Staff

Council Meeting Date: November 17, 2014

Re: Mayor's Task Force on Community Violence: Recommendations Report

Documents Included With This Agenda Item

Council memo

Supporting documentation includes: Mayor's Task Force on Community Violence: Recommendations Report

Executive Summary

The attached report fulfills the Mayor's Task Force on Community Violence's charge to provide Council a report outlining recommendations to reduce violence as stated in Council Resolution 149-13 on August 5th, 2013. The task force has worked diligently since last August, examining research and data, learning from local organizations and experts, and listening to the public. This report reflects their work and provides a framework for Council, local agencies and organization, and for the Community to take actions towards reducing violence in Columbia.

Discussion

Please see the attached report.

Fiscal Impact

Short-Term Impact: N/A

Long-Term Impact: N/A

Vision, Strategic & Comprehensive Plan Impact

Vision Impact: Community Pride and Human Relations, Health, Social Services and Affordable Housing

Strategic Plan Impact: Health, Safety and Wellbeing

Comprehensive Plan Impact: Not Applicable

Suggested Council Action

Informational

Legislative History

Mayor's Task Force on Community Violence was formed on August 5th, 2013 by Council Resolution

City of Columbia

701 East Broadway, Columbia, Missouri 65201



R 149-13.

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Department Approved

A handwritten signature in black ink, appearing to read 'Matty Matt' with a long horizontal stroke extending to the right.

City Manager Approved

City of Columbia

701 East Broadway, Columbia, Missouri 65201



**SUPPORTING DOCUMENTS INCLUDED WITH
THIS AGENDA ITEM ARE AS FOLLOWS:**

Mayor's Task Force on Community Development: Recommendations Report

Mayor's Task Force on Community Violence Recommendations



Image: "Columbia Rising" David Spear, 2006

Submitted to the City of Columbia, Missouri
Council: November 17th, 2014

Members:

Tyree Byndom, Steve Calloway, Chris Campbell, Cindy Garrett, Dan Hanneken, Pam Hardin, Mike Hayes,
Christopher Haynes, Lorenzo Lawson, Paul Prevo, Glenn Robertson, Jerry Taylor, David Thomas

Co-Chairs: Ward 2 Councilman Mike Trapp, Ward 5 Councilwoman Laura Nausar

Staff Liaison: Lelande Rehard

Recommendations in Brief

Columbia is fortunate to have many programs that address parenting skills, early childhood education, and job training. The task force sees a need for greater **COORDINATION** and **AWARENESS** of these programs. Coordination between programs can greatly increase everyone's impact on reducing violence. Many organizations that presented to the task force noted that one of the greatest challenges they face is making people who would benefit from their programs aware that they exist.

- Approach violence as a Public Health issue
- Coordinate job training programs
- Create and update communication tools for available programs
- Host an annual forum to address crime, social issues, and discrimination in our community

Throughout the task force's meetings and especially during the public forums there was a clear need to **CREATE YOUTH FACILITIES** and to **TRAIN PEOPLE** by providing safe places, trusted people to turn to, and engaging community-building programs that are appealing to youth. These facilities and people need to be reflective of our community's diversity so that everyone who uses them feels comfortable and welcomed.

- Create a Youth Community Cultural Center and Family Access Center
- Implement a Violence Interrupters program
- Increase the number of available mentors in the community
- Increase Columbia Public Schools ability to identify and help at-risk students.

TRUST between the community and local law enforcement agencies was a very clear theme throughout the task force's process. While the task force agrees the Columbia Police Department is headed in the right direction, there is still work to do to build trust- especially with the African American community. The task force agrees with CPD's push for more officers to pursue community policing, but emphasizes that greater cultural competency training will be needed to make community policing an effective tool to reduce violence.

- Community Policing Model and positive communication
- Cultural competency training
- Greater public involvement and accountability of the Police Department's vision, mission and goals
- Create greater community appreciation for police officers

There are about 40 ex-offenders returning to Boone County each month and about 20% of those are violent offenders. Those offenders returning to Columbia with a violent history are considered at high risk for future violent behaviors. A **HIGHER LEVEL OF ACCOUNTABILITY FOR OUR HIGHEST RISK OFFENDERS** in combination with greater access to supports and resources can be expected to reduce the likelihood they will reoffend.

- Identify high risk offenders
- Create and City-level re-entry supervision program
- Engage City staff in the Boone County Offender Transition Network.

Executive Summary

This report fulfills the Mayor's Task Force on Community Violence's charge to provide the City of Columbia, Missouri Council a report outlining recommendations to reduce violence as stated in Council Resolution 149-13 on August 5th 2013. The task force has worked diligently since August, 2013: examining research and data, learning from local organizations and experts, and listening to the public. This report reflects their work and provides a framework for the Council, local agencies and organizations, and for the Community to take actions towards reducing violence in Columbia.



Purpose

Despite dropping violent and property crime rates in Columbia, MO the community experienced several high profile and public acts of violence during the summer of 2013. In response to these incidents the Mayor and Council commissioned the Mayor's Task Force on Community Violence to provide recommendations to reduce violence both in the short and long term. This report is intended not just for the City Council, but for the entire Community and for other communities looking for a similar process to address violence.

Method

During the 15 months that the task force met they engaged in a vigorous process of research, understanding Columbia's local conditions, learning from presenters, and listening to the public. The resolution dictated the task force should consider evidence-based approaches to reducing violence. While the task force considered and reviewed numerous studies and reports it also felt that it needed to understand the local conditions that affect violence in Columbia, MO. After reviewing and summarizing the local conditions at their Spring Retreat the task force broke the work of creating recommendations into four groups: Prevention, Intervention, Enforcement, and Re-entry. These four areas cover the spectrum of approaches used to reduce violence and provided a framework for dividing work. In addition to numerous presentations and public testimony at regular meetings the task force reached out and listened to the public during three public forums.

Recommendations

The recommendations for each of the four areas (Prevention, Intervention, Enforcement, and Re-entry) are grouped around common themes that emerged as the task force refined their recommendations. These themes provide a big picture view of the issues that need to be addressed to reduce violence in our community. The recommendations to address these themes are in the following pages of this report. In addition to listing the recommendations they are organized in a table (see Appendix 1). This table provides details for the implementation and justification for each recommendation.

Beyond the Report

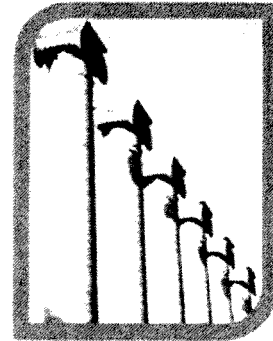
Going beyond the report the task force has decided to continue to meet autonomously as a citizens group on a regular basis to discuss issues concerning community violence and oversee the implementation of their recommendations.

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1.....	Recommendations in Brief
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12.....	Appendices

Method

Passed by a unanimous Council vote on August 5th 2013 Council Resolution R 149-13 commissioned the creation of the Mayor's Task Force on Community Violence with the purpose to, "evaluate available resources and provide recommendations...to decrease violent crime in the community".



Following the lead of other cities and national research the task force took a comprehensive look at violence reduction. They considered programs and efforts that look at the whole spectrum of the issue. To aid in this endeavor the task force broke their research into four groups: Prevention, Intervention, Enforcement, and Re-entry.

Prevention efforts attempt to head off violent behavior before it ever sets in; **Intervention** efforts come in when the risk for violence becomes apparent; **Enforcement** deals with how violence is handled by law enforcement; and **Re-entry** efforts help people coming out of the penal system successfully return to society. There is certainly overlap and holes in this approach but it provided a frame work to approach the monumental issue of violence. While the task force used this approach it spent its first 6 months trying to understand the local conditions in our community that have led individuals to be both suspects and victims in violence. The task force recognized that recommendations based only on research or the experiences of other cities would not carry weight unless they are grounded in our local conditions.

In addition to grounding their recommendations in the local conditions, the task force asked the public to provide their ideas for reducing violence in our community. Three Public Forums were held during the week of September 7th to 13th 2014. The "Let's Talk CoMo" Forums were each geared towards a different audience: September, 8th 2014 forum at the Health Department focused on the Community at large; September, 10th 2014 forum at the Progressive Baptist Church focused on parents; and the September, 12th 2014 forum at the Armory focused on youth. The feedback from these forums is included in the appendices of this report and weighed heavily on the task forces recommendations.

The purpose of this report is to communicate the task force's recommendations and provide the City Council, City Departments, and the Community a way forward for reducing violence in Columbia. Many recommendations overlap in definitions of the pillars. The pillars provide a framework for approaching the problem in a holistic way, not distinct categories for defining programs and recommendations. When the task force began to look closely at its own recommendations and back at all the presentations and information that it had been presented, they noticed emerging themes for each pillar. These themes represent the root issues and challenges for reducing violence in our community and the task force's recommendations are organized around them. The themes that emerged consist of the following: **Awareness** and **coordination** of existing programs; **expansion** and creation of facilities and people; **trust** between the police and community; and focusing on the **highest risk** returning offenders were the themes that came forward to the task force. The task force recognized that their specific recommendations may not be the only ways to reduce violence, but that the themes provide some of the big picture issues they found in their process.

The recommendations are presented both in a textual and tabular form. The Appendix 1 provides a quick guide for viewing the recommendations and gives insight into how these recommendations are tied to community resources and the task force's process.

The task force recognizes that violence reduction is not a one-time fix and that the pursuit of the recommendations given in this report will require accountability from government leaders, educational institutions, local non-profits, local businesses, and the citizens. Going beyond the report the task force has decided to continue to meet autonomously as a citizens group on a regular basis to discuss issues around community violence and oversee the implementation of the recommendations in this report.

Local Conditions

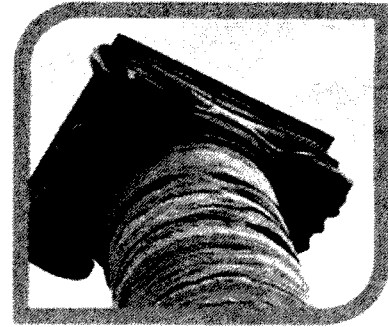
The task force felt that it was not only important to consider national research and research from other cities, but to also immerse their recommendations in the unique local conditions of Columbia. Members closely examined the life history of both violent offenders and victims implicated in homicides in Columbia. The task force studied local data and learned from numerous local organizations, agencies and groups. During the 2014 Spring Retreat the task force settled on 12 consensus points from all the information they had obtained over the previous 6 months.

THE TWELVE CONSENSUS POINTS:

1. Drugs and alcohol are major contributing factors.
2. There is a negative perception of the police by community members.
3. Lack of economic opportunity contributes to a lack of hope.
4. There is a need for adult basic education.
5. Almost all perpetrators have no job skills.
6. There is a lack of early childhood education.
7. Gangs exist in Columbia but it is difficult to tell how much of a factor they are.
8. Most perpetrators are men in their 20s.
9. Most homicides are conflicts between people who know each other.
10. Anti-social attitudes around "respect" and "justice" are a major factor.
11. We are not instilling in all of our children pro-social attitudes and values as well as an ability to obtain basic educational skills.
12. A majority of violent offenders have a previous and often extensive criminal history.



Columbia is fortunate to have many programs that address parenting skills, early childhood education, and job training. The task force sees a need for greater **COORDINATION** and **AWARENESS** of these programs. Coordination between programs can greatly increase everyone's impact on reducing violence. Many organizations that presented to the task force noted that one of the greatest challenges they face is making people who would benefit from their programs aware that they exist.



Research Cure Violence and employ violence reduction strategies that treat violence like a disease, and support parenting and early childhood programs that insure the best start in Life for all Columbia residents ().

Increases awareness of existing job training programs and strengthen partnerships between the schools, the City, and non-profits around job training. Examine and evaluate the effectiveness and accessibility of micro-loan, entrepreneurial and small business development programs for at-risk populations. Find ways to coordinate with companies outside of the Career Awareness Related Experience (C.A.R.E.) program (perhaps through Regional Economic Development Inc., Chamber of Commerce or other groups) to create job opportunities for youth and increase funding for C.A.R.E.

Develop and **strengthen community and City communication tools** that list and direct people to community resources and programming opportunities for youth and families. New and existing tools will require frequent updates to keep up with changing program availability.

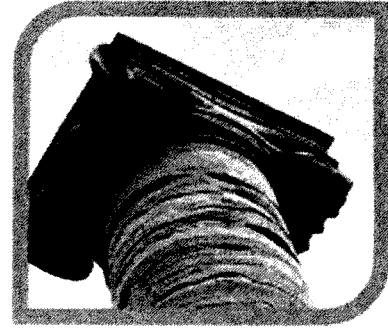
Examine our process for Social Services Funding, and insure that it is fair and open. Educate and build capacity for new programs and organizations from the African-American community. Insure that a funding applicant's effort to provide cultural competency training to its staff is considered. Set aside increased funding towards violence prevention.

Increase support, promotion, and accountability of the **Neighborhood Watch program** to expand into new neighborhoods.

The City shall host an **annual forum** involving neighborhood organizations, churches, public schools, CPD, Family Services Division and other interested parties to address social need, crime, and discrimination.

Use the **City Channel in conjunction with Columbia Public Schools** to create positive programming highlighting youth activities and involvement in the community.

Throughout the task force's meetings and especially during the public forums there was a clear need to **CREATE YOUTH FACILITIES** and to **TRAIN PEOPLE** by providing safe places, trusted people to turn to, and engaging community-building programs that are appealing to youth. These facilities and people need to be reflective of our community's diversity so that everyone who uses them feels comfortable and welcomed.



The community needs to expand youth oriented spaces, activities, and programs that focus on cultural and educational curriculum throughout the City. The parking lot adjacent to the Armory should be considered as an opportunity for the creation of a **Youth Community Cultural Center** where the staff and programming reflects the diversity of the community it serves.

Support the implementation of a **Family Access Center** to provide a safe and neutral facility where youth and their families can obtain the necessary community services in an effort to divert negative behaviors in youth before they escalate. The center would also be a place that law enforcement could utilize to allow a child to obtain the necessary services without placing the child within the framework of the juvenile justice system.

Partner with the University of Missouri and local colleges to improve participation in mentoring programs and increase the number of minority mentors. This may be done through academic rewards, class credit, sorority and fraternity participation or other incentives. View quality mentors as a community resource that needs to be used effectively and allowed to grow. Processes are needed for including rehabilitated offenders as mentors.

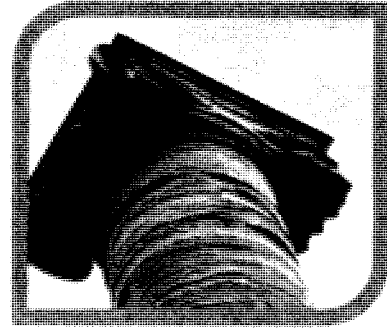
Establish a program (based on best practices) where community members and school facilitators who **facilitate violence interruption and mediation activities** like the Chicago model, "Violence Interrupters" or "Street Soldiers".

The Columbia Public School system should **more actively engage in intervening in student's lives** by identifying risk factors earlier (deficiencies in academic performances, attendance) and acting on these issues immediately with long term individual academic plans and before an Individualized Education Program is needed.

School resource officers need to be in all middle schools and high school buildings as an opportunity for building a trusting relationship between the officers and the students.

Columbia Public Schools needs to adopt strategies that help **minimize the negative impacts of students switching school district frequently**. This may include standard curriculums on core academic studies (math, reading, etc.) and policies, especially discipline, that apply to all children in order to address the district wide mobility issues. A child should be able to move from one school to another and not become displaced in their academic studies.

TRUST between the community and local law enforcement agencies was a very clear theme throughout the task force's process. While the task force agrees the Columbia Police Department is headed in the right direction, there is still work to do to build trust- especially with the African American community. The task force agrees with CPD's push for more officers to pursue community policing, but emphasizes that greater cultural competency training will be needed to make community policing an effective tool to reduce violence.



The **"trust gap"** between the African American community and police needs to be aggressively addressed by the police department and the community. Building community trust may be the most cost effective way to extend the reach of our police department to both solve and prevent violent crimes. The move toward a Community Policing Model should be continued. Proactive messaging and respectful communications should be highlighted in every opportunity for communication from the department website, to press releases, to every interaction officers have with citizens. Further appearances of militarization should be avoided in the choice of equipment.

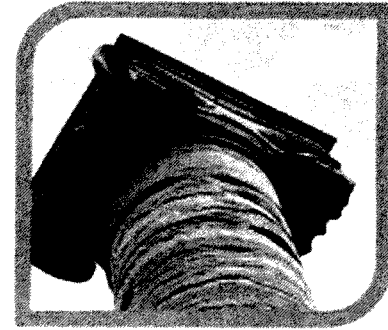
Cultural competency training should be robust and effective for the police department and public schools, involving diverse members of the community to both enhance training and provide another avenue for relationship building. Cultural competency training programs should be evaluated by an experienced third party, with an ongoing process of accountability that includes anonymous surveys by officers evaluating training programs. Retired officers in the community should be used as a resource for training and mentoring our young police force.

The Columbia Police Department should **implement a system of accountability** with independent verification of and public participation in their vision, mission, and goals. CPD should be provided the funding, staff, and leadership to move beyond responsive policing and positively engage the community.

The Columbia Police Department should be provided with the resources and the leadership to **attract, train and retain the best officers**. A system of professional development and promotion should be instituted that rewards the softer skills of relationship building, community involvement, and cultural competency.

The Columbia community should develop programs to **help officers feel appreciated and respected**, to aid in recruitment of the highest quality officers that are representative of the diversity of Columbia. The City of Columbia should strive to provide the best pay and benefits to attract the best officers. Community events involving children and youths should be held to allow young people the opportunity to develop a positive view of the police. The community should create and expand homeownership and rental rebate programs to incentivize police officers to live in the neighborhoods they serve.

There are about 40 ex-offenders returning to Boone County each month and about 20% of those are violent offenders. Those offenders returning to Columbia with a violent history are considered at high risk for future violent behaviors. A **HIGHER LEVEL OF ACCOUNTABILITY FOR OUR HIGHEST RISK OFFENDERS** in combination with greater access to supports and resources can be expected to reduce the likelihood they will reoffend.



Identify offenders returning from prison to the Columbia area who are at the highest risk of committing violent crimes. Research suggests that 80% of the crime is committed by 20% of the people and the bulk of attention needs to be directed toward those with the highest risk to reoffend. Interventions are most effective with the highest risk offenders and evidence-based strategies with this population **MUST** begin with a valid and reliable assessment. Specific criteria need to be developed to identify this target group including violent history, conduct violations in prison, number of arrests, feedback from police, Probation and Parole (P&P), and community member feedback to name a few.

Create a mandatory "City-Level" Reentry Supervision Program for high risk offenders. A team approach will include a designated Reentry Police Officer, P&P Officer, and a Community Liaison who will provide supervision in addition to state parole and will provide increased accountability as well connecting offenders to needed supports and resources. Research suggests that increased accountability as well as increased access to information, resources and support will reduce the likelihood one will reoffend. This strategy will also single out our most dangerous offenders and put them on notice that we are here to help, but they have been singled out for additional accountability and we will act quickly should they revert back to old behavior. The police department would need additional funds to designate police officer(s) to work with this target population. Community Liaisons will need to be identified as well as the criteria needed for these individuals to be effective. The authority of the city to impose sanctions will also need to be identified - for example, can the city place an offender in jail for one week for violating program expectations.

Require "Target Population" to attend and complete the *Pathway to Change* cognitive behavioral therapy program offered by the Division of Probation and Parole. Pathway to Change is an evidence based intervention shown to reduce recidivism in Missouri. Because dysfunctional behaviors are the result of dysfunctional thoughts, this cognitive restructuring program can be expected to reduce crime among violent offenders in the Columbia area. P&P has already indicated they presently have the capacity to immediately begin adding this target group to existing classes.

Designate two city employees to actively participate on the Boone County Offender Transition Network (BCOTN), one of which is a police officer. The City of Columbia has yet to engage in BCOTN which is our community's only coalition of concerned citizens and service providers who meet monthly to share information and develop strategies to reduce the likelihood returning offenders will reoffend. Participation by the City in this effort is both needed and expected. The City will need to designate one police officer and one other appropriate staff member to participate in monthly BCOTN meetings.

Other Recommendations

Before the completion of this report the task force made recommendations that were timely and had full support from the entire group.

Consolidated Plan, and other Federal and State funding granted to the City: During the task force's process the City's Consolidated Plan was being updated. The Consolidated Plan is a planning document required by the Department of Housing and Urban Development (HUD). The Consolidated Planning process assesses affordable housing and community development needs and market conditions to determine how funds can best serve the community. The task force decided to issue a broad recommendation concerning the use of federal and state funds that could be used to reduce violence: "The City of Columbia and those operating on behalf of the City should make efforts which directly target the reduction of violence in the City of Columbia a priority. This priority shall apply to funding decisions including but not limited to state and federal dollars."

Ban the Box: "Ban the Box" aims to create a more level employment field for people returning to society from incarceration. The task force noted a strong correlation between recidivism rates and employment. Finding a job upon re-entry is one of the leading predictors they will not re-offend. Considering the large number of offenders returning to Boone County each year the task force saw increasing employment opportunities as a vital part of their task. If passed the proposed ordinance would amend Chapter 12 of the City Code to prohibit employers in Columbia from asking job applicants about their criminal history until after a conditional job offer has been made. Certain jobs would be exempt as required by federal and state statutes. The ordinance would also encourage employers to consider the severity of the offense, time since the offense, and rehabilitation efforts since the offense before making any final decisions.

Home for the Blind Boone High Steppers: Formed in 1979 the Blind Boone High Steppers is a non-profit youth precision drill team. The group has struggled to find a facility to meet and practice in. Seeing value in a program that has served low-income and at-risk youth in the community, the task force asked the City to help the High Steppers find a home.

Appendices

1. Recommendations Table
2. Resolution 149-13 Creating the Mayor's Task Force on Community Violence
3. Captured Feed Back from Public Forums
4. Boone County Offender Data
5. Data for suspects and victims of recent homicides in Columbia
6. Biographies of Task Force members
7. Timeline of Task Force's Process
8. Selected References and Resources used by the Task Force

Recommendation	Pillar	Theme	Implementation	New, expansion, promotion, or evaluation	Justification
Research Cure Violence and employ violence reduction strategies that treat violence like a disease, and support parenting and early childhood programs that insure the best start in Life for all Columbia residents (http://cureviolence.org/).	Prevention		Non-profits, social services, local and national coalitions	New	Various Research Materials
Increases awareness of existing job training programs and strengthen partnerships between the schools, the City, and non-profits around job training. Examine and evaluate the effectiveness and accessibility of micro-loan, entrepreneurial and small business development programs for at-risk populations. Find ways to coordinate with companies outside of the Career Awareness Related Experience (C.A.R.E.) program (perhaps through Regional Economic Development Inc., Chamber of Commerce or other groups) to create job opportunities for youth and increase funding for C.A.R.E.	Prevention	Awareness, Coordination	Local non-profits, City, REDI, Chamber of Commerce, Columbia Public Schools	Expansion, Promotion	Presentation by Job Point, Public Forums
Develop and strengthen community and City communication tools that list and direct people to community resources and programming opportunities for youth and families. New and existing tools will require frequent updates to keep up with changing program availability.	Prevention	Awareness	Local non-profits, City	Expansion	Various Presentations by Local Non-profits
Examine our process for Social Services Funding, and insure that it is fair and open. Educate and build capacity for new programs and organizations from the African-American community. Insure that a funding applicant's effort to provide cultural competency training to its staff it considered. Set aside increased funding towards violence prevention.	Prevention		City-Social Services	Evaluation, Expansion	Task Force Discussion
Increase support, promotion, and accountability of the Neighborhood Watch program to expand into new neighborhoods.	Prevention	Awareness	City	Expansion	Neighborhood Watch
The City shall host an annual forum involving neighborhood organizations, churches, public schools, CPD, Family Services Division and other interested	Prevention	Coordination	City	New	Public Forums, "What If" Presentation - Matt Murrie

parties to address social need, crime, and discrimination.					
Use the City Channel in conjunction with Columbia Public Schools to create positive programming highlighting youth activities and involvement in the community.	Prevention	Awareness	City, Columbia Public Schools	New	Prevention Work Group
The community needs to expand youth oriented spaces, activities, and programs that focus on cultural and educational curriculum throughout the City. The parking lot adjacent to the Armory should be considered as an opportunity for the creation of a Youth Community Cultural Center where the staff and programing reflects the diversity of the community it serves.	Intervention	Facility	Community, City-Parks and Rec	New, Expansion	Public Forums
Support the implementation of a Family Access Center to provide a safe and neutral facility where youth and their families can obtain the necessary community services in an effort to divert negative behaviors in youth before they escalate. The center would also be a place that law enforcement could utilize to allow a child to obtain the necessary services without placing the child within the framework of the juvenile justice system.	Intervention	Facility	Community, City, County	New	Research by Cindy Garrett, and first hand observation of facilities in Colorado
Partner with the University of Missouri and local colleges to improve participation in mentoring programs and increase the number of minority mentors. This may be done through academic rewards, class credit, sorority and fraternity participation or other incentives. View quality mentors as a community resource that needs to be used effectively and allowed to grow. Processes are needed for including rehabilitated offenders as mentors.	Intervention	People	Local non-profits, Local organizations, University of Missouri, Stephen's College, Columbia College	Expansion	Task Force Discussion
Establish a program (based on best practices) where community members and school facilitators who facilitate violence interruption and mediation activities like the Chicago model, "Violence Interrupters" or "Street Soldiers".	Intervention	People	City	New	Various Research Materials
The Columbia Public School system should more actively engage in intervening in student's lives by identifying risk factors earlier (deficiencies in academic performances, attendance) and acting on these issues immediately with long term individual academic plans	Intervention		Columbia Public Schools	Expansion	Presentations and Discussions with Columbia Public Schools

and before an Individualized Education Program is needed.

School resource officers need to be in all middle schools and high school buildings as an opportunity for building a trusting relationship between the officers and the students.

Intervention People

City-Police Dept, Columbia Public Schools

Expansion

Presentations and Discussions with Columbia Public Schools

Columbia Public Schools needs to adopt strategies that help minimize the negative impacts of students switching school district frequently. This may include standard curriculums on core academic studies (math, reading, etc.) and policies, especially discipline, that apply to all children in order to address the district wide mobility issues. A child should be able to move from one school to another and not become displaced in their academic studies.

Intervention

Columbia Public Schools

Expansion

Presentations and Discussions with Columbia Public Schools

The Columbia Police Department should implement a system of accountability with independent verification of and public participation in their vision, mission, and goals. CPD should be provided the funding, staff, and leadership to move beyond responsive policing and positively engage the community.

Enforcement Trust

City-Police Dept

Expansion

Presentations and Discussions with Columbia Police Dept

The "trust gap" between the African American community and police needs to be aggressively addressed by the police department and the community. Building community trust may be the most cost effective way to extend the reach of our police department to both solve and prevent violent crimes. The move toward a Community Policing Model should be continued. Proactive messaging and respectful communications should be highlighted in every opportunity for communication from the department website, to press releases, to every interaction officers have with citizens. Further appearances of militarization should be avoided in the choice of equipment.

Enforcement Trust

Community, City-Police Dept

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Presentations and Discussions with Columbia Police Dept, Public Forums

Cultural competency training should be robust and effective for the police department and public schools, involving diverse members of the community to both enhance training and provide another avenue for relationship building. Cultural competency training programs should be evaluated by an experienced third party, with an ongoing process of accountability that

Enforcement Trust

City-Police Dept

Expansion

Presentations, Public Forums, Discussions with Columbia Police Dept

includes anonymous surveys by officers evaluating training programs. Retired officers in the community should be used as a resource for training and mentoring our young police force.

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Enforcement Trust

Community, City-Police Dept

Expansion

Presentations and Discussions with Columbia Police Dept, Public Forums

Enforcement Trust

Community, City-Police Dept

New, Expansion

Presentations and Discussions with Columbia Police Dept

Re-entry

Higher level of accountability for our highest risk offenders

City

New

Power Law Distribution and Solving the Crime Problem: *By Tim Hegarty,*

National Institute of Corrections:
<http://nicic.gov/theprinciplesofeffectiveinterventions>

Re-entry

Higher level of accountability for our highest risk offenders

City-Police Dept

New

CRIMINAL JUSTICE AND CRIME PREVENTION: *By Doris Layton MacKenzie*

Maryland Department of

<p>supports and resources. Research suggests that increased accountability as well as increased access to information, resources and support will reduce the likelihood one will reoffend. This strategy will also single out our most dangerous offenders and put them on notice that we are here to help, but they have been singled out for additional accountability and we will act quickly should they revert back to old behavior. The police department would need additional funds to designate police officer(s) to work with this target population. Community Liaisons will need to be identified as well as the criteria needed for these individuals to be effective. The authority of the city to impose sanctions will also need to be identified - for example, can the city place an offender in jail for one week for violating program expectations.</p>						<p>Public Safety and Correctional Services: http://www.dpscs.state.mo.us/initiatives/kcs/index_KCS_cs-new.shtml</p>
<p>Require "Target Population" to attend and complete the <i>Pathway to Change</i> cognitive behavioral therapy program offered by the Division of Probation and Parole. Pathway to Change is an evidence based intervention shown to reduce recidivism in Missouri. Because dysfunctional behaviors are the result of dysfunctional thoughts, this cognitive restructuring program can be expected to reduce crime among violent offenders in the Columbia area. P&P has already indicated they presently have the capacity to immediately begin adding this target group to existing classes.</p>	<p>Re-entry</p>	<p>Higher level of accountability for our highest risk offenders</p>	<p>City</p>	<p>New</p>	<p>National Institute of Justice: http://www.nij.gov/journals/265/Pages/therapy.aspx</p> <p>Meetings with District-6 P&P Officer Kim Foster</p>	
<p>Designate two city employees to actively participate on the Boone County Offender Transition Network (BCOTN), one of which is a police officer. The City of Columbia has yet to engage in BCOTN which is our community's only coalition of concerned citizens and service providers who meet monthly to share information and develop strategies to reduce the likelihood returning offenders will reoffend. Participation by the City in this effort is both needed and expected. The City will need to designate one police officer and one other appropriate staff member to participate in monthly BCOTN meetings.</p>	<p>Re-entry</p>	<p>Coordination</p>	<p>City</p>	<p>New</p>		<p>Request from the Boone County Offender Transition Network leadership for City employee participation</p>
<p>Consolidated Plan, and other Federal and State funding granted to the City: During the task force's process the</p>	<p>Other</p>		<p>City</p>	<p>Expansion</p>		<p>Presentation by Randy Cole-CDBG Funds and</p>

Consolidated Plan

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Home for the Blind Boone High Steppers: Formed in 1979 the Blind Boone High Steppers is a non-profit youth precision drill team. The group has struggled to find a facility to meet and practice in. Seeing value in a program that has served low-income and at-risk youth in the community, the task force asked the City to help the High Steppers find a home.

Other

City, Business Community

New, Expansion

Presentation by Dr. Mitchell, National Employment Law Project: <http://www.nelp.org/page/content/banthebox/>

Other

City, Community

Promotion, Expansion

Request from Blind Boone High Steppers

Permanent Record
Filed in Clerk's Office

Introduced by McDavid Council Bill No. R 149-13

A RESOLUTION

establishing a task force on community violence.

WHEREAS, engaging in a study and evaluation of violent crime in Columbia in order to ensure a safe and secure community will benefit all citizens of Columbia.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF COLUMBIA, MISSOURI, AS FOLLOWS:

SECTION 1. There is hereby established the Mayor's Task Force on Community Violence. Its purposes include determining the history, trends and current status of violent crime in Columbia together with a study of various community strategies to decrease violent crime.

SECTION 2. The Task Force shall evaluate available resources and provide recommendations on what can be done by city government and by citizens themselves working in a cooperative way to decrease violent crime within the community. The evaluation shall include, but not be limited to:

- Early childhood strategies;
- Role model mentoring programs;
- Alternative activities;
- Curfew effectiveness;
- Prior offender re-entry programs; and
- Youth engagement.


SECTION 3. The Task Force shall consist of thirteen (13) members appointed by the Mayor. In addition to the Task Force members, Michael Trapp and Laura Nauser shall serve as co-chair persons. A quorum to hold a meeting shall consist of seven (7) members plus one (1) co-chair. All meetings shall be open to involvement and participation by as many additional interested community members who desire to attend.

SECTION 4. The Task Force shall make a report to the City Council of its findings and recommendations by November 15, 2014. The Task Force shall be dissolved upon submitting its final report.

SECTION 5. The Task Force shall be provided reasonable staff support and shall submit a budget to cover reasonable and necessary expenses.

ADOPTED this 5th day of August, 2013.

ATTEST:

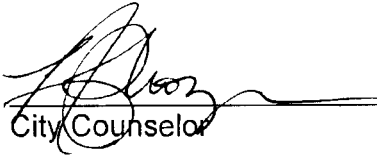


City Clerk



Mayor and Presiding Officer

APPROVED AS TO FORM:



City Counselor

Parent's Forum

Prevention	Intervention	Enforcement	Re-entry
Bringing neighborhoods, organizations and businesses together to work on this problem	We know we do background checks, but can we make businesses accountable for unlawful use of firearms? Feeling that younger people are getting firearms from older friends/family. State has overridden Governor's veto of teacher's carrying. The superintendent has the authority to choose. Why would we put persons with arms in public facilities with out training.	Communicate with children that parents are in charge. Parents need to enforce their own laws and then children will understand police.	Deck stacked against them. Need people who care and understand what they are going through.
Pro-attirmative action people of the community need to be involved. Community needs to be given a vested interest.	Historically tighter control resulted in gun violence (prohibition).	Police should be involved with educating the parent on how to keep children out of trouble.	Ban the Box
Community needs to address conditions of race.	Reduce number of liquor stores and get rid of drugs.	Police need to approach people with respect and be non-confrontational	Job training for internships, high schooler, mentorships, and college. Encouraging kids to follow their own path to a career. Helping them gain access to post high school education.
Need to bring people to the table that have the ability to make a change.	Affordable and accessible enrichment programs for kids (music, sports, etc.)	Reward officers who worked with Fun City. they respected the children which allowed the children to see police as approachable.	Connect people to the right mentor. We lack enoug mentors in neighborhoods for ex-offenders.
We need to have a vision and take real steps towards that vision.	Take back the streets to help our kids.	Would love to see community come together and change the "don't snitch" motto.	Need to do more to make the community aware of what resources are already out there.
Focus on birth to five years of age.	We need the older community with knowledge of our history to teach our community hope and change.	Concerns: Percent of youth not in school who are in the hands of police? Want NAACP involved with police, not just when something happens. Get children off the street if they drop out. they need a place to go. We need someone in the community so that the community knows who they are dealing with.	Ban the Box for all job applications
Teach the importance of education.	Use resources and get creative.	The term "enforcement" is problematic, "help create and maintain order" is the role of the police.	Separate non-violent offenders and expunge their record after probation (like Kansas).
Need to teach youth self empowerment.	Involve the faith community to volunteer. They are willing to work, want to be included in schools and neighborhood programs.	Need to support trusting the police.	Do not profile for identification of target interventions for target populaiton.
Law enforcement needs cultural education and to be better integrated into the community	We have to go in with love.	It is hard to believe that every night some, or many, black males are doing something worthy of having a police presence. We appreciate the efforts in Douglas Park, but would like to see it spread out to other areas.	If family support isn't available the community needs to step up to support them. Mentors are important for children who do not have family support.
Parenting skills classes.	How do we prevent violence in the classroom when we see it in the streets?	Need for trust with police.	Legitimate alternatives have to be avialbe (family needs support too), church, family, teachers, conselors

Community coming together to raise a community.	It starts early -- sit down and reason with kids early to teach them to solve their own problems	Cultural training for police.	Distinguish between violent criminals and other crimes.
Survey for parents to ask what needs they have, maybe give an incentive to participate.	Stand up as a community and say, "Oh no!" to guns in schools carried by teachers.	Reach out to the youth, maybe via arts?	Use University student organizations as a source for mentors.
Pair children with mentor's that share similar interests.	A living wage is not available to everyone. Why are we paid so little in this town, how can we find ways to intervene?	We need more proactive police. Citizens are afraid to step up and stop violence with out fear of getting trouble themselves.	Resources to get to a job, group, or someone to talk to.
Low income parents who do not have a post secondary education need to know the process for getting their children into a post secondary education.	The people at the bottom of the pay scale across Columbia do not make enough to pay their bills. That stress is passed on to their children.	Many are happy with Douglas Park and would like to see that spread to other parts of the community.	Group, club (boxing, etc.) to belong to that is available with out cost.
New programming for kids in the 21st century: Create your Peace is a 8 week music course, Youtube Youth community forum, Youth Paper teaches kids journalism skills and publishing skills.	After school tutoring programs are available in the faith community.	Black men are always targeted because of perception. While officers do not understand the black community they police.	Role models and mentors
	In Columbia if you don't have an education it feels as if you are not valued.	Officers need to have respect for the person. Black men are hostile sometime because they know they are being profiled.	Create a supervised reentry with institutional support and advocates.
	We need culturally competent teachers.	Officers can't be afraid of the people they police.	Expunge records after time is served.
	Recruit parents who are able to help. They can't because they are working.	Laws need to change so parents can discipline their children as they see fit.	
	A vision with out resources is a hallucination.	Needs SROs in every school.	
	There are likely parents who couldn't make it tonight because of obligations and add to our vision.	Intervention needs to start in pre-k and kindergarten.	
	Parenting classes and political education in the community.	Neighborhood Watch needs to be expanded.	
	We will rehash this issue over and over with out resources.	Need more officers to build relationships.	
	Bright Futures Program in Joplin - There are people who want to give. Uses Social media to connect resources to needs.		
	The kid that acts out is the one who needs the most support.		

Community Forum

Prevention	Intervention	Enforcement	Re-entry
Youth Center needed. ARC was supposed to be that but prices keep out the kids it was supposed to attract.	More volunteer opportunities for businesses and agencies.	Need for trust between community and police.	Add an "advocate" to reentry teams.
Night programs might solve the curfew issues.	More after school programs.	Really need to have more officers of color. May need to provide raining and colloboration with universities and colleges to recruit.	Remove stigma of marijuana
Find a place for the high steppers.	Ask kids what they would like to do after school.	More colloboration with universites and colleges.	Use former offenders and college students as mentors.
More teachers of color	Avoid transportation issues by having activities in the neighborhoods.	A curfew should be a tool to but kids on the radar not as a punishment.	More educational opportunities.
Find a place for the high steppers.	Interventions that identify youth with substance abuse and mental health issues.	Opposed to curfews	Peer and community member support
ARC free for kids	Educate parents that is not ok for their kids to drop out of high school and teach kids the consequences of crime.	Curfew could be a good way to reach out to youth with creating a criminal record.	Provide legitmate opportunities.
Use some of the funds from the new proerty tax to put resources into prevention programs.	Interventions that occur before kids leave school.	Curfew would not prevent crime and would discriminate places for kids to go.	Ban the Box and create a process to remove misdemeanor from record.
Open up schools for free fun activities	Makes what is already avaiable better known and easier to access.	Junior police	
High steppers need a place to practice.	Coordinate and collaboration for all interventions.		
Children develop ownership of the activities they do .	Neighborhood watch and activities that help people know the kids in their area and build a sense of community.		
Retaining teachers of color.	Help faith communities become a part of the solution.		
Manage environment to create places where youth can access things that light them up.	Put resources into youth activities.		
Help get jobs for AA families.	Mentorship: led by schools, hospitals, and churches. Really needs leadership from schools to connect kids to mentors.		
Effective programs are scattered need a youth facility.	Address issue of 16 year olds signing out of school.		
Help parents have conversations about alcohol usage.			

Youth Forum

Prevention	Intervention	Enforcement	Re-entry
The conversation needs to continue.	Youth sports teams would be a great way to bring kids and students together	Police should have mandatory training where they listen to people or say Hi to at least 30 people.	Get ex-felons back to work.
Putting names on a list serve and have people come together to do community projects.	Mentoring	Demilitarize police.	Jail and police should point ex-felons in the right direction.
Community Center	More entertainment and activities for youth.	Police should be more approachable.	
Find a way to communicate with youth.		Police need to recognize prejudice through training.	
Find a way to get youth interested in something outside of TV and electronics.			
Show kids that there are other ways to get respect instead of fighting. Show them positive role models.			
Role models help steer kids away from violence.			
Commitment to longterm goals and mentors in our neighborhoods.			

EDUCATION SCORE

Grade Level	ECODE	COUNT
HSD/GED	1	12
6-8th Grade	3	4
4-5th Grade	4	2
0-3rd Grade	5	6
TOTAL		24

DRUG SCORE

	SACA	COUNT
No SA	1	3
Mild SA	2	3
Moderate SA	3	11
Intensive SA	4	6
Severe SA	5	1
TOTAL		24

VOCATIONAL SCORE

Skill Level	VCODE	COUNT
Skilled	2	1
Semi-skilled	3	7
Unskilled	4	9
No Skills or Training	5	7
TOTAL		24

CONVICTIONS

Convictions	Offender Count
1	2
2	8
3	5
4	4
5+	5
TOTAL	24

VIOLATIONS	OFFENDER COUNT
0	2
1-5	7
6-10	4
11-20	6
21-25	2
26-30	1
31+	2
TOTAL	24

Department of Corrections aggregate data for 24 offenders from Columbia presently incarcerated

	MEDICAL SCORE	
	MCODE	COUNT
No Medical Problems	1	15
Routine Sick Calls	2	9
	TOTAL	24

MENTAL HEALTH		
	MHCODE	COUNT
No MH Problems	1	13
Mild Impairment	2	8
Clinical Care/Medication	3	3
	TOTAL	24

NUMBER OF INCARCERATIONS	OFFENDER
	COUNT
1	14
2	3
3	3
4	1
5+	3
TOTAL	24

MOCODE DESCRIPTION	OFFENDER
	COUNT
10021 MURDER 1ST DEGREE	1
10031 MURDER 2ND DEGREE	9
10036 MURDER 2ND DEGREE - FELO	2
10041 VOLUNTARY MANSLAUGHTER	2
12010 ROBBERY 1ST DEGREE	2
12020 ROBBERY 2ND DEGREE	4
14020 BURGLARY 2ND DEG	1
31010 ARMED CRIMINAL ACTION	2
32465 DIST DEL MANUF CONTR SUB	1
TOTAL	24

Columbia Missouri Homicides January 2008 through July 2013

report number	date	victim				suspect					
		name	age	race	gender	juv record?	name	age	race	gender	juv record?
2013-007986	7/14/2013	MARSHALL, TREVEON JERMAINE	17	B	M	Y					
2013-006982	6/23/2013	UNGER, ANTHONY MICHAELS	25	W	M		BROWN, JOYCELYNN RENEE	22	B	F	
							BUTLER, SAMUEL DETRICK	26	B	M	
2013-005423	5/19/2013	COLEMAN, BRANDON R	25	B	M						
2013-003762	4/10/2013	DANIELS, BRIAN ALAN	46	W	M		THOMPSON, JAMES ROBERT	24	W	M	
2013-001264	2/2/2013	HILL, ROBERT OLENE	79	W	M		PEREZ, RUDY JR	33	W	M	
2012-003903	4/7/2012	RANKIN, BRYAN KEITH	17	B	M	Y	MAYFIELD, LAMAR TERRELL JR	15	B	M	
2012-002785	3/12/2012	JOHNSON, DEAUDRE ORLANDO	17	B	M	Y	GRAVES, ANTHONY TYREE	19	B	M	
2012-002459	3/4/2012	SARGENT, LAMONT ANDRE	39	B	M		BANKS, LARELL MONTEZ	19	B	M	
2011-015009	12/20/2011	JONES, TIMOTHY RAY	43	B	M						
2011-000621	1/18/2011	PORTER, JAMES LEON	31	B	M		PETERSON, ZACHARIAH JOEL	22	B	M	
2010-012837	10/24/2010	SCHNEIDER, JERRY EDWARD	55	W	M		BIRKHEAD, TRAVIS GRANT	49	W	M	
							GADDY, RICKY LEE	57	W	M	
2010-012747	10/23/2010	HOBSON, AARON DWAYNE	22	B	M		CARTER, LEE WYATT	23	B	M	
							PEAL, DARRON MARTEZ	23	B	M	
							PEAL, DARRIS ARLANDO	21	B	M	
							HOUSTON, DESHON JOSEPH ALEXA	20	B	M	
							LEWIS, TONY L	27	B	M	
							ROLAND, LEO DEMARCUS	19	B	M	
							MARSHALL, PATRICK RASHAD	17	B	M	
2010-010268	9/6/2010	WILLIAMS, CRESTFUL JOE	21	B	M		JAMISON, ERIC D	22	B	M	
2009-013168	10/8/2009	CRUMBY, NICOLE SUE	25	W	F		LOGAN, BLAKE N	18	B	M	
2009-002017	2/16/2009	BROWN, RONALD CORNELL	18	B	M		WADLOW, NIKOLAUS STORM	16	B	M	
							LEE, ANDRE JOSHIA	21	B	M	
							MCHENRY, MICHAEL LESHAWN	17	B	M	Y
							WEAVERS, NICHOLAS JAMES	21	B	M	
							WEGER, ASHTIN LEVI	19	W	M	
							ENYART, BRADLEY EDWARD	16	B	M	Y
							WADLOW, NIKOLAUS STORM	16	W	M	
2009-000259	1/7/2009	DAILEY, MARK D	50	W	M						
2008-014522	11/4/2008	HEARD, MILES QUILMAINE	28	B	M		DORTCH, GRADY FRANKLIN JR	28	B	M	
2008-010837	8/21/2008	FLORES-RAMIREZ, ANTONIO	29		M		HARRIS, ANTOINE JOSEPH	31	B	M	
2008-010496	8/14/2008	SANDERS, HELEN CECILIA	53	W	F		SANDERS, DANIEL AARON	18	W	M	
2008-007953	6/25/2008	JOHNSON, CORTEZ CHAQUADRE	2	B	M		JOHNSON, HORACE CORTEZ	25	B	M	
2008-007209	6/10/2008	BENTLEY, NATHANIEL J	22	B	M		JACO, MICHAEL JHA-RHON	17	B	M	Y
							WASHINGTON, MALCOLM ALEXANDE	26	B	M	
							SMITH, DENZELL LAVONTE	17	B	M	Y

Task Force Biographies

Laura Nauser

I have lived in Columbia since 1992. I graduated from Columbia College with a BA in Political Science. I served two previous terms on city council from 2005 to 2011. I am currently serving a 1 year term on the city council to fill the vacancy of the previous council member. I was elected twice to serve as Mayor Pro Tem. I currently work at the Robert L. Perry Juvenile Justice Center as a program assistant. I am currently on the board for the Boys and Girls Club. I am an active member on the following working groups: the Anne E. Casey Juvenile Detention Alternative Initiative, the Disproportionate Minority Contact committee, Cradle to Career and Workforce Readiness groups. I am a Court Appointed Special Advocate (CASA) advocating for children in the foster care system. I feel that I offer a unique perspective regarding some of the issues are at risk youth face as I have had the unique opportunity to simultaneously work as an elected official as well as in the juvenile system, a volunteer advocate and part of a non-profit agency. One area that I enjoy is research.

Pamela Hardin

I attended Stephens College in Columbia, Mo. for fashion design and merchandising, and Central Mo State University, for Business Administration. I am a licensed Master Barber, attending International Barber and Style College. I am currently the (WMU) Women's Missionary Union President for the Mt. Carmel District, serving 12 Churches. I am the Missouri State NAACP Youth Advisor, have served as the Youth Director, & Assistant Youth Director for 2nd Missionary Bapt. Church. I have worked for the State of Mo. as a Youth Specialist working with 14 to 17 year old troubled and abused Juvenile Offenders. I have recently been appointed to the Mayor's Anti-Violence Task Force. I am a wife and mother.

Jerry Taylor

I have worked for MFA Oil for the past 32 years and served as President and CEO for the past 11 years. I assisted Lorenzo Lawson in organizing a board for the Youth Empowerment Zone and served as its first chairman. Also, served on Job Point board as well as United Way. My first involvement in community affairs goes all the way back to the early 1970's, recruiting minority business for the United Bank of Denver in Denver Colorado.

Tyree Byndom

From high school, I joined the USMC, came back to Columbia, MO and worked as a Recruiter and HR Manager for 15 years with Express Employment, which ended last year. Resigned after the owner Retired and, and helped local company Beyond Meat, hire two shifts of factory workers, and then started my consulting firm, BSA, Byndom, Stanton and Associates LLC to offer some solutions and be a catalyst to the local economy. I am on the radio every Saturday from 2-6pm and do three different shows. Lokal Vokalz, which is a tool to keep the local hip hop community united, Straight Talk, which is a portal into the local urban community, and Kore Issues, which shares information on gaining faith perspective and soul development. I am the current Secretary and invigorator of the Douglass Park Neighborhood Association. Core competencies: Consultation, Research, Mediation, Communication and Facilitating Dialogue.

RHP SECURITY DIRECTOR: Michael Hayes

I am a native of Columbia have been employed with Reality House Programs Inc. since July of 2011 as the Federal Social Services Coordinator. My job responsibilities included the monitoring and accountability of the federal offenders, and assisting them with obtaining housing, employment and anything else needed to make their transition back into society . In May of 2012 I was promoted to Security Director of the Reality House Facility. Prior to joining the Reality House staff I was a Police officer with the Columbia Police Department for 20 years. Prior to retirement from the Columbia Police Department, I served in the Patrol division, Crime Prevention Unit, Canine Unit, and the Community Policing Unit (fourth squad). I received my Bachelor Degree from Western Illinois University with a major in Sociology and a minor in Law Enforcement Administration. I feel that my contribution to the task force would be my law enforcement experience and knowledge of crime prevention as well as my many years of community service and working with the at risk population. And with several years of working with alternative sentencing programs, and ex-offenders (in my current position) I feel that this would be added insight into the re-integration phase.

Dan Hanneken, LCSW

Dan graduated with his Masters in Degree in Social Work from MU in 2008 with an emphasis in Policy, Planning, and Administration. Mr. Hanneken began working as a substance abuse counselor after graduation before accepting a position with the Missouri Department of Corrections as the Reentry Coordinator for the state. Mr. Hanneken is an experienced grant writer, has served as a peer reviewer for the U.S. Department of Justice, is a published author and has presented on various issues surrounding incarceration and reentry at conferences around the country. He is presently working with in2Action, an agency which provides transition support to recently released offenders returning to Columbia and also serves as an adjunct professor at MU teaching classes on criminal justice, addiction, and interaction skills to undergrad and graduate students. With regard to the task force, Mr. Hanneken will bring expertise with regard to offender reentry, research, and evidence-base-practice.

Chris Haynes

I am a Community Outreach Coordinator at Phoenix Programs. I have extensive experience in substance abuse and recovery and working with ex-offenders. I rose out of crime and violence and have strong connections in the community. I have firsthand knowledge and the ability to reach out to at risk individuals.

Mike Trapp

I have a Master's degree in Sociology with an emphasis in Society and inequality. I have 25 years' experience in social services with expertise in domestic violence, substance abuse, and re-entry. I will facilitate the meetings and seek a consensus for positive action on the task force and in the community.

Cindy Garrett

Cindy Garrett received her Bachelor's in Science Education from Emporia State University, Kansas in 1991. Since 1991 she has worked the 13th Judicial Circuit Court Juvenile Division in many roles with increasing responsibility from a Deputy Juvenile Officer to Chief Juvenile Officer. Cindy's work experience brings a detailed knowledge of the juvenile justice system to the task force. In addition to her work, Cindy currently services on Interagency

Counsel for Child Abuse and Neglect and has also served on numerous other boards and coalitions concerning at-risk youth since 2000.

Paul Prevo

Owner of Tiger Tots Child Development Center and Tiger Tots Academy of Early Learning where we care for approximately 250 children ages birth through 12. Owner/Broker of Market Ready Realty, a real estate brokerage and appraisal company as well as Market Ready LLC a small real estate investment and rental company. Spent nearly 10 years as a voluntary church youth group leader as well as taught High School Government and Current Events classes - recognized in Who's Who in Education. Attended Columbia College for a degree in Political Science. Have served actively on local and community boards and commissions including Boone County Family Resources Board of Directors, Boone County Planning and Zoning, Boone County Parks and Rec, Columbia Historic Preservation Commission, C.A.R.E. Program Advisory Board, Chamber of Commerce Education and Early Childhood Education Committees, Board of Directors of Columbia Rugby Football Club.

Glenn Robertson

I have lived in Columbia for over 28 years. I received my undergrad at Columbia College and I am pursuing a Master's in Business. I have worked with at risk youth for over 13 years with DYS, The Intersection and other agencies as paid and volunteer. I currently have my own security business with contracts with Columbia businesses downtown, Lincoln University and private security. I also substitute teach for Adult Education and Literacy (G.E.D.). My experience working with the youth in Columbia, my passion to help the community along with my experience doing security and crime prevention helps me be an asset on the Task Force.

Lorenzo Lawson

Lorenzo, is a native of Columbia MO. He holds a B.S. in Sociology from the University of Missouri at St. Louis.

- In 2000, Founded Chosen Generation Ministries, a non denominational, inner-city, Christian Church in which he is currently the senior pastor.
- In 2004, Bishop Lawson was appointed director of the Columbia Disaster Recovery Center that assisted over 300 Hurricane Katrina and Rita survivors from New Orleans & Mississippi. For this work and countless other acts of service in the Columbia area and the City of Columbia awarded Bishop Lawson with the 2005, Dr Martin Luther King Jr. Columbia Diversity Award.
- Also, in 2005, Bishop Lawson created and is currently is the Executive Director of the Youth Empowerment Zone, a non-profit organization designed to empower inner-city, at-risk youth through education, mentoring and employment.
- In 2008, Bishop Lawson was appointed by the Mayor of Columbia, as a commissioner to the Columbia Vision Commission.
- In 2009, Bishop Lawson was selected to serve on the Governor's Missouri Reentry Steering Committee.
- In that same year, Bishop Lawson received the Stephens College's Dr. Martin Luther King Jr. 2009 Outstanding Service Award and the Youth Community Coalition's Hero for Youth Award.

-In 2010, Bishop was selected to serve on the University of Missouri's Institution Review Board.

Current – vice president of Minority Men Network

Also, Bishop Lawson is a board of director member of several other nonprofit boards including: Columbia Area United Way; Minority Men Network; Love Inc., Christian Coalition for Reentry, and Youth Community Coalition.

David C Thomas

David has a long history of leading numerous non-profits, associations, and government programs. Most recently he served as the CEO for Logos School in St. Louis, an organization that provides academic programing and individual planning for middle and high school students. David's efforts for Logos as CEO drastically improved the organization's outcomes. Before Logos David served in leadership positions for the International Medical Corps, United Soybean Board, Peace Corps, and the American Institute of Cooperation. Since moving to Columbia in 2011 David has become very active in our faith community and a member of the Airport Advisory Board. David brings a lot of experience as a leader and as an agent of change to the task force.

Mayor's Task Force on Community Violence Timeline

2013

August		September		October		November	December	
Council Meeting	First Meeting	Meeting	Meeting	Meeting	Meeting	Meeting	Meeting	Meeting
Resolution Creating Task Force			Police Dept. Presentation				Columbia Public Schools Presentation	

2014

January		February		March		April		
Meeting		Meeting	Meeting	Meeting	Meeting	Meeting	Meeting	Retreat
	Presentation by Dr. Mitchell				YC2-Results of Youth Survey	Community Policing Presentation-Police Chief Burton	Involved Persons Panel; Children First Fund, Kelly Wallis	
May	June		July		August	September		
Meeting	Meeting	Meeting	Meeting	Meeting	Meeting	Public Forums	Meeting	Retreat
	Consolidated Plan and CDBG Funds, Randy Cole; Ban the Box Report	"What If?" Matt Murrie			Job Point, Gary Taylor	Community, Parents, and Youth Listening Sessions		
October				November				
Meeting	Public Information Meeting	Retreat	Meeting	Meeting	Pubic Forum			
	Ban the Box				Presentation of Recommendations to Public			

Selected References and Resources

Fight Crime: Invest in Kids Report, “I’m the Guy you Pay Later”, Kansas Report, 2013

A New Majority Low Income Students in the South and Nation, Southern Education Foundation, October 2013

Gang Injunctions and Abatements, “Using Civil Remedies to Curb Gang-Related Crimes”, Matthew D. O’Deane, 2012

Community Betterment through Social Action, Junior Youth Spiritual Empowerment Program

Social Media Transforms the Way Chicago Fights Gang Violence, Governing, John Buntin, October 2013

Coming of Age with Stop and Frisk: Experiences, Self-Perceptions, and Public Safety Implications, Vera Institute of Justice Jennifer Fratello , Andrés F. Rengifo, Jennifer Trone, September 2013

Denver Public Safety to Begin Active Curfew Enforcement April 5, 2013, City of Denver Website:
<http://www.denvergov.org/safety/DepartmentofSafety/Newsroom/tabid/443376/newsid509264/7468/Default.aspx>

Collateral Damage: America’s Failure to Forgive or Forget in the War on Crime A Roadmap to Restore Rights and Status After Arrest or Conviction, National Assoc. of Criminal Defense Lawyers, May 2014

No Violence Alliance (NoVA) Project: San Francisco’s Model Adult Case Management Reentry Program, Center on Juvenile and Criminal Justice, Erica Duggan, October 2010

Strategies to Prevent Violence in Louisville Metro: Short and Long-term Recommendations, Submitted by Dr. LaQuandra Nesbitt, Co-Chair, Dr. J. Blaine Hudson, Co-Chair, of Counsel Violence Prevention Work Group, October 2012

Children Exposed to Violence, Robert L. Listenbee, Jr., et al, US Dept. of Justice, December 2012

An Organizational Review of the Columbia, Missouri, Police Department: Summary and Recommendations, Eric Anderson, February 2012

Navigating Waves of Change in Boone County, Missouri: Driving Academic Improvement Through Challenging Times, Sam Howe, Scholastic Inc., October 2013

Boone County Issues Analysis, Institute of Public Policy Truman School of Public Affairs University of Missouri.

Online Resources

Center for Disease Control's Evidence-Based Approach : <http://vetoviolence.cdc.gov/>

Nonprofit Management Collective Impact: http://www.ssireview.org/articles/entry/collective_impact

Fixing Juvie Justice: <http://www.wgbh.org/programs/Fixing-Juvie-Justice-2366/episodes/Fixing-Juvie-Justice-46510>

One in Seven: Ranking Youth Disconnection in the 25 Largest Metro Areas: <http://www.measureofamerica.org/one-in-seven>

Violence is Contagious: <http://www.theatlantic.com/magazine/archive/2013/10/violence-is-contagious/309459/>

Why Reading by the End of the Third Grade Matters :

http://www.aecf.org/~media/Pubs/Initiatives/KIDS%20COUNT/123/2010KCSpecReport/AEC_report_color_highres.pdf

Study Finds High Rate of Imprisonment Among Dropouts :

http://www.nytimes.com/2009/10/09/education/09dropout.html?_r=1&

A two-decade decline in violent crime appears to have ended. :

<http://www.usatoday.com/story/news/nation/2013/10/24/violent-crime-rising-in-united-states/3180309/>

St. Paul police and partners start new gang intervention program :

<http://www.startribune.com/local/east/229805081.html>

Poverty is America's #1 Education Problem : <http://www.alternet.org/education/poverty-americas-1-education-problem>

Gary Slutkin: Let's treat violence like a contagious disease:

http://www.ted.com/talks/gary_slutkin_let_s_treat_violence_like_a_contagious_disease.html

Junior Youth Spiritual Empowerment Program: <http://news.bahai.org/community-news/youth-conferences/video.html>

Easing the Pain Communities Must Act to Heal Wounds of African-American Boys and Young Men: http://www.policy-bridge.org/uploaded_files/Policy%20Bridge%20Easing%20the%20Pain%209_20_2013_file_1382635131.pdf

Juvenile Justice: <http://www.wrightslaw.com/info/jj.index.htm>

Study: Absence of Community Black Males Linked to Increased Youth Violence: <http://blackstarjournal.org/?p=3770>

ACLU Comment on Groundbreaking Federal School Discipline Guidance: <https://www.aclu.org/criminal-law-reform/aclu-comment-groundbreaking-federal-school-discipline-guidance>

Youth Focused Policing: <http://www.iacpyouth.org/ProgramImpactTools.aspx>

Effective Youth Diversion Strategies for Law Enforcement:

<https://www.nttac.org/index.cfm?event=trainingCenter.traininginfo&eventID=491&from=training>

Cleveland - Violent Crime Update Report: <http://www.cincinnati-oh.gov/police/linkservid/81E5280A-F1F2-7294-453E0E47BC735A5E/showMeta/0/>

Appendix E

Department of Justice Office of Community Oriented Policing
Community Policing Defined

Community Policing Defined



COPS

Community Oriented Policing Services
U.S. Department of Justice

The Primary Elements of Community Policing

Other Government Agencies

Community Members/Groups

Nonprofits / Service Providers

Private Businesses

Media

Agency Management

Organizational Structure

Personnel

Information Systems (Technology)

Community Partnerships

Organizational Transformation

Problem Solving

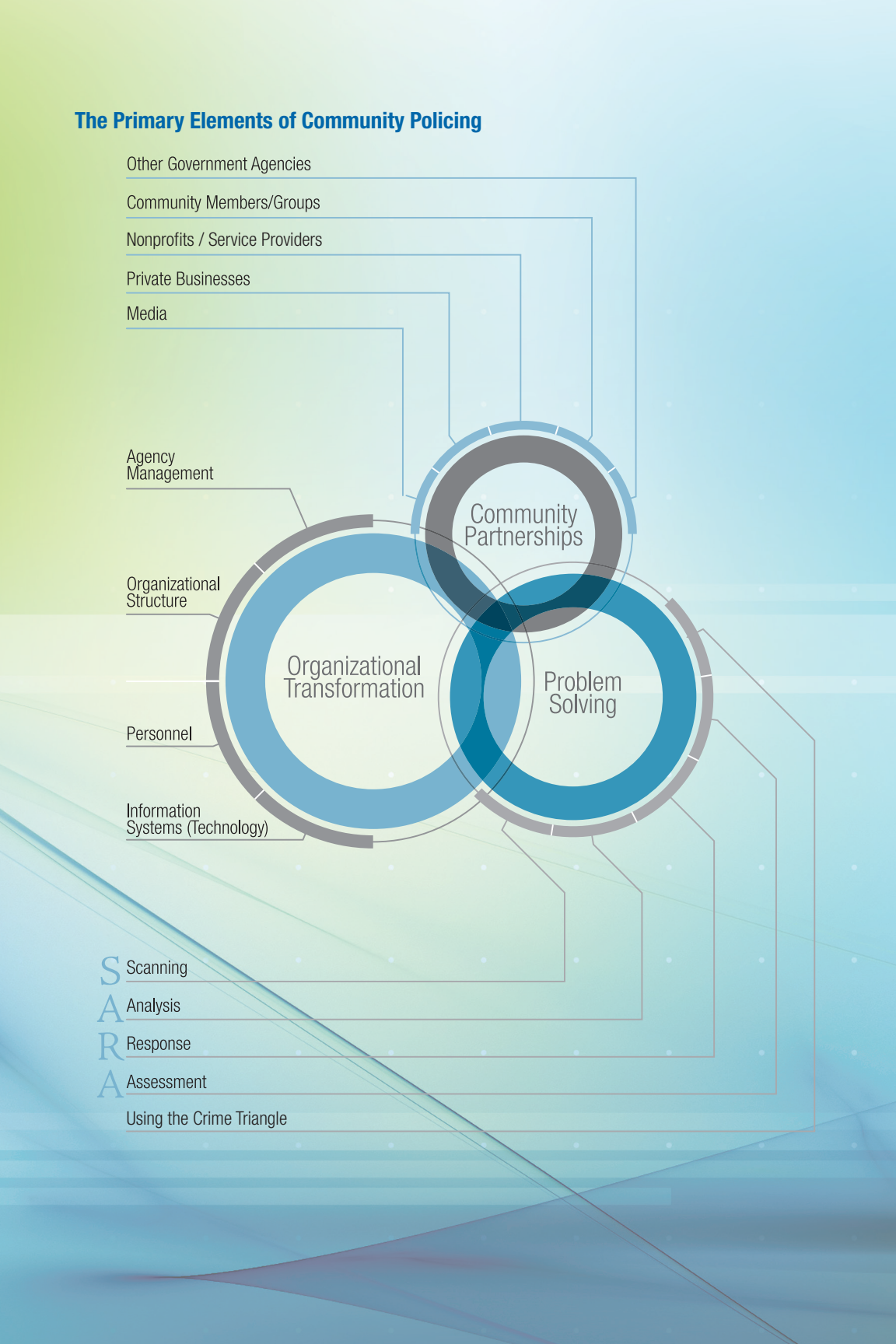
S Scanning

A Analysis

R Response

A Assessment

Using the Crime Triangle



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

Community policing comprises **three** key components:

Community Partnerships

Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase trust in police

Organizational Transformation

The alignment of organizational management, structure, personnel, and information systems to support community partnerships and proactive problem solving

Problem Solving

The process of engaging in the proactive and systematic examination of identified problems to develop and evaluate effective responses





Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase trust in police

Community policing, recognizing that police rarely can solve public safety problems alone, encourages interactive partnerships with relevant stakeholders. The range of potential partners is large, and these partnerships can be used to accomplish the two interrelated goals of developing solutions to problems through collaborative problem solving and improving public trust. The public should play a role in prioritizing and addressing public safety problems.

Other Government Agencies

Law enforcement organizations can partner with a number of other government agencies to identify community concerns and offer alternative solutions. Examples of agencies include legislative bodies, prosecutors, probation and parole, public works departments, neighboring law enforcement agencies, health and human services, child support services, ordinance enforcement, and schools.

Community Members/Groups

Individuals who live, work, or otherwise have an interest in the community—volunteers, activists, formal and informal community leaders, residents, visitors and tourists, and commuters—are a valuable resource for identifying community concerns. These factions of the community can be engaged in achieving specific goals at town hall meetings, neighborhood association meetings, decentralized offices/storefronts in the community, and team beat assignments.

Nonprofits / Service Providers

Advocacy and community-based organizations that provide services to the community and advocate on its behalf can be powerful partners. These groups often work with or are composed of individuals who share common interests and can include such entities as victims groups, service clubs, support groups, issue groups, advocacy groups, community development corporations, and the faith community.

Private Businesses

For-profit businesses also have a great stake in the health of the community and can be key partners because they often bring considerable resources to bear in addressing problems of mutual concern. Businesses can help identify problems and provide resources for responses, often including their own security technology and community outreach. The local chamber of commerce and visitor centers can also assist in disseminating information about police and business partnerships and initiatives, and crime prevention practices.

Media

The media represent a powerful mechanism by which to communicate with the community. They can assist with publicizing community concerns and available solutions, such as services from government or community agencies or new laws or codes that will be enforced. In addition, the media can have a significant impact on public perceptions of the police, crime problems, and fear of crime.



Organizational Transformation

The alignment of organizational management, structure, personnel, and information systems to support community partnerships and proactive problem solving

The community policing philosophy focuses on the way that departments are organized and managed and how the infrastructure can be changed to support the philosophical shift behind community policing. It encourages the application of modern management practices to increase efficiency and effectiveness. Community policing emphasizes changes in organizational structures to institutionalize its adoption and infuse it throughout the entire department, including the way it is managed and organized, its personnel, and its technology.

Agency Management

Under the community policing model, police management infuses community policing ideals throughout the agency by making a number of critical changes in climate and culture, leadership, formal labor relations, decentralized decision making and accountability, strategic planning, policing and procedures, organizational evaluations, and increased transparency.

Climate and culture

Changing the climate and culture means supporting a proactive orientation that values systematic problem solving and partnerships. Formal organizational changes should support the informal networks and communication that take place within agencies to support this orientation.

Leadership

Leaders serve as role models for taking risks and building collaborative relationships to implement community policing, and they use their position to influence and educate others about it. Leaders, therefore, must constantly emphasize and reinforce community policing's vision, values, and mission within their organization and support and articulate a commitment to community policing as the predominant way of doing business.

Labor relations

If community policing is going to be effective, police unions and similar forms of organized labor must be a part of the process and function as partners in the adoption of the community policing philosophy. Including labor groups in agency changes can ensure support for the changes that are imperative to community policing implementation.

Decision making

Community policing calls for decentralization in both command structure and decision making. Decentralized decision making allows frontline officers to take responsibility for their role in community policing. When an officer is able to create solutions to problems and take risks, he or she ultimately feels accountable for those solutions and assumes a greater responsibility for the well-being of the community. Decentralized decision making involves flattening the hierarchy of the agency, increasing tolerance for risk taking in

problem-solving efforts, and allowing officers discretion in handling calls. In addition, providing sufficient authority to coordinate various resources to attack a problem and allowing officers the autonomy to establish relationships with the community will help define problems and develop possible solutions.

Strategic planning

The department should have a written statement reflecting a department-wide commitment to community policing and a plan that matches operational needs to available resources and expertise. If a strategic plan is to have value, the members of the organization should be well-versed in it and be able to give examples of their efforts that support the plan. Components such as the organization's mission and values statement should be simple and communicated widely.

Policies

Community policing affects the nature and development of department policies and procedures to ensure that community policing principles and practices have an effect on activities on the street. Problem solving and partnerships, therefore, should become institutionalized in policies, along with corresponding sets of procedures, where appropriate.

Organizational evaluations

In addition to the typical measures of police performance (arrests, response times, tickets issued, and crime rates), community policing calls for broadening police outcome measures to include such things as greater community satisfaction, less fear of crime, the alleviation of problems, and improvement in quality of life. Community policing calls for a more sophisticated approach to evaluation—one that looks at not only how outcomes are measured but also how feedback information is used.

Transparency

Community policing involves decision-making processes that are more open than traditional policing. If the community is to be a full partner, the department needs mechanisms for readily sharing relevant information on crime and social disorder problems and police operations with the community.

Organizational Structure

It is important that the organizational structure of the agency ensure that local patrol officers have decision-making authority and are accountable for their actions. This can be achieved through long-term assignments, the development of officers who are generalists, and using special units appropriately.

Geographic assignment of officers

With community policing, there is a shift to the long-term assignment of officers to specific neighborhoods or areas. Geographic deployment plans can help enhance customer service and facilitate more contact between police and citizens, thus establishing a strong relationship and mutual accountability. Beat boundaries should correspond to neighborhood boundaries, and other government services should recognize these boundaries when coordinating government public-service activities.

Despecialization

To achieve community policing goals, officers have to be able to handle multiple responsibilities and take a team approach to collaborative problem solving and partnering with the community. Community policing encourages its adoption agency-wide, not just by special units, although there may be a need for some specialist units that are tasked with identifying and solving particularly complex problems or managing complex partnerships.

Resources and finances

Agencies have to devote the necessary human and financial resources to support community policing to ensure that problem-solving efforts are robust and that partnerships are sustained and effective.

Personnel

The principles of community policing need to be infused throughout the entire personnel system of an agency, including recruitment, hiring, selection, and retention of all law enforcement agency staff, from sworn officers to civilians and volunteers. Personnel evaluations, supervision, and training must also be aligned with the agencies' community policing views.

Recruitment, hiring, and selection

Agencies need a systematic means of incorporating community policing elements into their recruitment, selection, and hiring processes. Job descriptions should recognize community policing and problem-solving responsibilities and encourage the recruitment of officers who have a “spirit of service” instead of only a “spirit of adventure.” A community policing agency also has to thoughtfully examine where it is seeking recruits, whom it is recruiting and hiring, and what is being tested. Agencies are also encouraged to seek community involvement in this process through the identification of competencies and participation in review boards.

Personnel supervision/evaluations

Supervisors must tie performance evaluations to community policing principles and activities that are incorporated into job descriptions. Performance, reward, and promotional procedures should support sound problem-solving activities, proactive policing, community collaboration, and citizen satisfaction with police services.

Training

Training at all levels—academy, field, and in-service—must support community policing principles and tactics. It also needs to encourage creative thinking, a proactive orientation, communication and analytical skills, and techniques for dealing with quality-of-life concerns and maintaining order. Officers can be trained to identify and correct conditions that could lead to crime, raise public awareness, and engage the community in finding solutions to problems. Field training officers and supervisors need to learn how to encourage problem solving and help officers learn from other problem-solving initiatives. Until community policing is institutionalized in the organization, training in its fundamental principles will need to take place regularly.

Information Systems (Technology)

Community policing is information-intensive, and technology plays a central role in helping to provide ready access to quality information. Accurate and timely information makes problem-solving efforts more effective and ensures that officers are informed about the crime and community conditions of

their beat. In addition, technological enhancements can greatly assist with improving two-way communication with citizens and in developing agency accountability systems and performance outcome measures.

Communication / access to data

Technology provides agencies with an important forum by which to communicate externally with the public and internally with their own staff. To communicate with the public, community policing encourages agencies to develop two-way communication systems through the Internet that allow for online reports, reverse 911 and e-mail alerts, discussion forums, and feedback on interactive applications (e.g., surveys or maps), thereby creating ongoing dialogues and increasing transparency.

Technology encourages effective internal communication through memoranda, reports, newsletters, e-mail and enhanced incident reporting, dispatch functions, and communications interoperability with other entities for more efficient operations. Community policing also encourages the use of technology to develop accountability and performance measurement systems that are timely and contain accurate metrics and a broad array of measures and information.

Community policing encourages the use of technology to provide officers with ready access to timely information on crime and community characteristics within their beats, either through laptop computers in their patrol cars or through personal data devices. In addition, technology can support crime/problem analysis functions by enabling agencies to gather more detailed information about offenders, victims, crime locations, and quality-of-life concerns and to further enhance analysis.

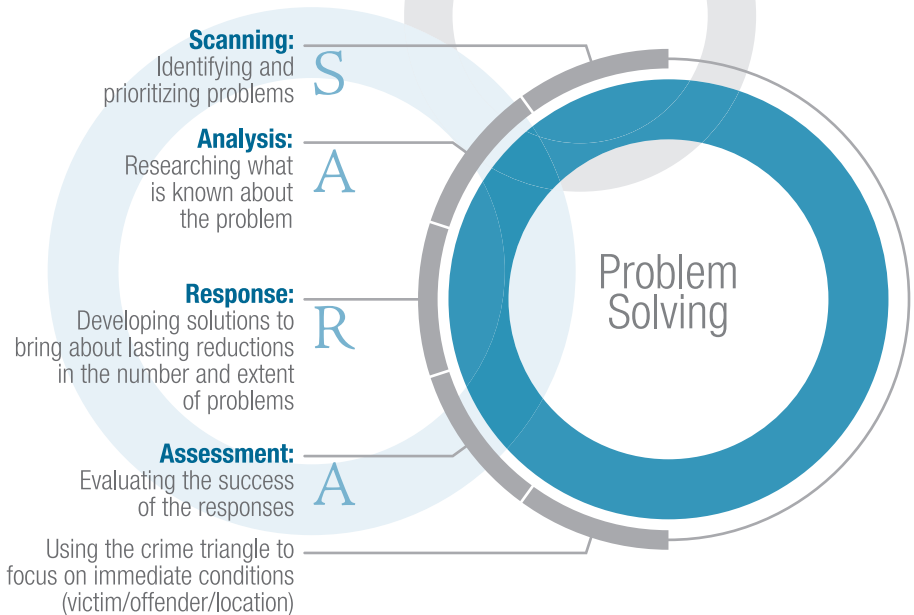
Quality and accuracy of data

Information is only as good as its source; therefore, it is not useful if it is of questionable quality and accuracy. Community policing encourages agencies to put safeguards in place to ensure that information from various sources is collected in a systematic fashion and entered into central systems that are linked to one another and checked for accuracy so that it can be used effectively for strategic planning, problem solving, and performance measurement.

Problem Solving

The process of engaging in the proactive and systematic examination of identified problems to develop and evaluate effective responses

Community policing emphasizes proactive problem solving in a systematic and routine fashion. Rather than responding to crime only after it occurs, community policing encourages agencies to proactively develop solutions to the immediate underlying conditions contributing to public safety problems. Problem solving must be infused into all police operations and guide decision-making efforts. Agencies are encouraged to think innovatively about their responses and view making arrests as only one of a wide array of potential responses. A major conceptual vehicle for helping officers to think about problem solving in a structured and disciplined way is the SARA (scanning, analysis, response, and assessment) problem-solving model.



Scanning: Identifying and prioritizing problems

The objectives of scanning are to identify a basic problem, determine the nature of that problem, determine the scope of seriousness of the problem, and establish baseline measures. An inclusive list of stakeholders for the selected problem is typically identified in this phase. A problem can be thought of as two or more incidents similar in one or more ways and that is of concern to the police and the community. Problems can be a type of behavior, a place, a person or persons, a special event or time, or a combination of any of these. The police, with input from the community, should identify and prioritize concerns.

Analysis: Researching what is known about the problem

Analysis is the heart of the problem-solving process. The objectives of analysis are to develop an understanding of the dynamics of the problem, develop an understanding of the limits of current responses, establish correlation, and develop an understanding of cause and effect. As part of the analysis phase, it is important to find out as much as possible about each aspect of the crime triangle by asking who, what, when, where, how, why, and why not about the victim, offender, and crime location.

Response: Developing solutions to bring about lasting reductions in the number and extent of problems

The response phase of the SARA model involves developing and implementing strategies to address an identified problem by searching for strategic responses that are both broad and uninhibited. The response should follow logically from the knowledge learned during the analysis and should be tailored to the specific problem. The goals of the response can range from either totally eliminating the problem, substantially reducing the problem, reducing the amount of harm caused by the problem, or improving the quality of community cohesion.

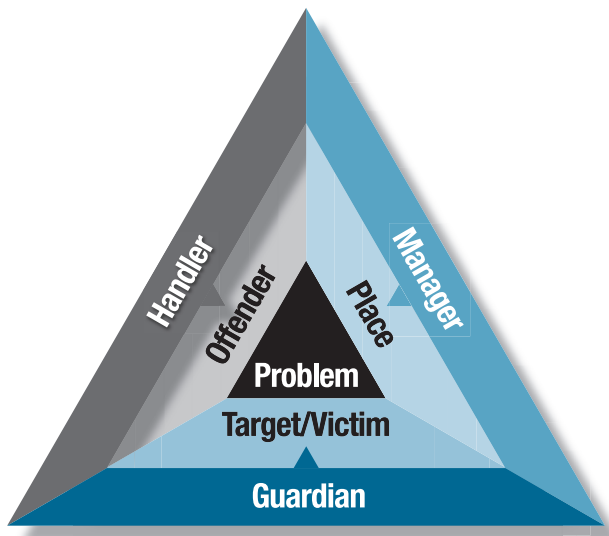
Assessment: Evaluating the success of the responses

Assessment attempts to determine if the response strategies were successful by understanding if the problem declined and if the response contributed to the decline. This information not only assists the current effort but also gathers data that build knowledge for the future. Strategies and programs can

be assessed for process, outcomes, or both. If the responses implemented are not effective, the information gathered during analysis should be reviewed. New information may have to be collected before new solutions can be developed and tested. The entire process should be viewed as circular rather than linear, meaning that additional scanning, analysis, or responses may be required.

Using the Crime Triangle to Focus on Immediate Conditions (Victim/Offender/Location)

To understand a problem, many problem solvers have found it useful to visualize links among the victim, offender, and location (the crime triangle) and those factors that could have an impact on them: for example, capable guardians for victims (e.g., security guards, teachers, and neighbors), handlers for offenders (e.g., parents, friends, and probation officers), and managers for locations (e.g., business merchants, park employees, and motel clerks). Rather than focusing primarily on addressing the root causes of a problem, the police focus on the factors that are within their reach, such as limiting criminal opportunities and access to victims, increasing guardianship, and associating risk with unwanted behavior.



John E. Eck, "Police Problems: The Complexity of Problem Theory, Research and Evaluation," in *Problem-Oriented Policing: From Innovation to Mainstream*, ed. Johannes Knutsson, vol. 15 of *Crime Prevention Studies* (Monsey, NY: Criminal Justice Press, 2003), 79–114.

About the COPS Office

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

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

COPS Office resources, covering a wide breadth of community policing topics—from school and campus safety to gang violence—are available, at no cost, through its online Resource Center at www.cops.usdoj.gov. This easy-to-navigate website is also the grant application portal, providing access to online application forms.





COPS

Community Oriented Policing Services
U.S. Department of Justice

U.S. Department of Justice
Office of Community Oriented Policing Services
145 N Street NE
Washington, DC 20530

To obtain details on COPS Office programs,
call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at www.cops.usdoj.gov.

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Revised 2014

Appendix F

St. Louis County Missouri – Proposition P

BILL NO. 265, 2016

ORDINANCE NO. 26,578, 2016

Introduced by Councilmember O'Mara

AN ORDINANCE

CALLING AND PROVIDING FOR THE HOLDING OF AN ELECTION IN THE COUNTY OF ST. LOUIS ON THE FOURTH DAY OF APRIL, 2017, FOR THE PURPOSE OF SUBMITTING TO THE QUALIFIED VOTERS OF ST. LOUIS COUNTY A PROPOSAL TO IMPOSE A COUNTY-WIDE SALES TAX OF ONE-HALF OF ONE PERCENT FOR THE PURPOSE OF PROVIDING FUNDS FOR PUBLIC SAFETY, IN ADDITION TO ALL OTHER SALES TAXES PRESENTLY LEVIED; AND IMPOSING SAID SALES TAX CONDITIONAL UPON APPROVAL OF THE PROPOSAL.

BE IT ORDAINED BY THE COUNTY COUNCIL OF ST. LOUIS COUNTY, MISSOURI, AS FOLLOWS:

SECTION 1. In addition to all other sales taxes presently levied, and conditional upon approval of the proposition set out in Section 3 at the election called pursuant to Section 2, a sales tax is hereby imposed pursuant to Section 67.547 R.S.Mo. upon all sales in St. Louis County that are subject to taxation under Sections 144.010 to 144.525 R.S.Mo., for the purpose of providing funds to improve police and public safety. This tax is in addition to any and all other sales tax allowed by law. Revenues from this sales tax shall be used as follows: an amount equal to three-eighths of the proceeds of the tax shall be distributed to the County and the remaining five-eighths shall be distributed to the cities, towns and villages and the unincorporated area of the County according to the percentage of their population relative to the entire County.

SECTION 2. An election shall be and the same is hereby called and ordered to be held in the County of St. Louis on the fourth day of April, 2017, for the purpose of submitting to the qualified voters of St. Louis County for adoption or rejection a proposal to allow St. Louis County to impose a county-wide tax of one-half of one percent as set forth in Section 1 of this ordinance.

SECTION 3. The following question is hereby submitted to the qualified voters of St. Louis County and shall be voted upon at an election to be held as hereinbefore provided. The question shall be in substantially the following form:

PROPOSITION P

Shall St. Louis County impose a one-half of one percent sales tax for the purpose of providing funds to improve police and public safety in St. Louis County and each of the municipalities within St. Louis County?

YES

NO

SECTION 4. The Administrative Director shall, within ten days of the adoption of this ordinance, forward a certified copy thereof to the Missouri Director of Revenue by United States registered or certified mail. The Administrative Director shall further certify the enactment of this ordinance to the Board of Election Commissioners of St. Louis County, and shall give notice of the election in the manner provided by Section 115.125 R.S.Mo.

SECTION 5. This ordinance shall be effective on the date it is approved by the County Executive.

ADOPTED: NOVEMBER 29, 2016 MICHAEL E. O'MARA
CHAIRMAN, COUNTY COUNCIL

APPROVED: NOVEMBER 30, 2016 STEVEN V. STENGER
COUNTY EXECUTIVE

ATTEST: GENEVIEVE M. FRANK
ADMINISTRATIVE DIRECTOR

APPROVED AS TO LEGAL FORM:

Peter J. Krane
COUNTY COUNSELOR

29-58

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Appendix G

Notes by City Staff at NAACP Meetings

NAACP Community Engagement on Policing, Equity and Civility August 22, 2017

Breakout Session: Community Engagement

1. "Coming Together" and Building Relationships
 - Getting to know each other so we can be proactive rather than reactive regarding community issues like this
2. Need to create opportunities to come together to talk, learn and share experiences.
 - Have fun together
 - Projects to work on
 - Share cultural activities
3. People need to be honest
 - Speak up
 - Hard conversations
 - More minorities visible
4. Identifying barriers
 - Small groups formed/ facilitated by those here today
 - Are facilitators necessary?
5. Engaging groups on the ground (those impacted by proposed actions)
 - Disenfranchised
 - Unheard
 - City needs to invest in this
 - Trust building

Breakout Session: Community Policing and Racial Profiling

6. What do we want Community Policing to be?
 - The philosophy of it
 - Community Oversight and Other Models
 - COU Involvement
7. Cultural Diversity
 - Training
 - Interaction
 - How the media presents the African American Community and vice versa
 - Training for law enforcement should include cultural diversity
 - Facilitated by experienced individuals
 - Ongoing
 - More meetings for those directly impacted
8. Staffing (CPD)
 - Criminal Justice Administration Internships
 - Educate CPD as well as community
 - Media and biases
 - Hiring Practices
 - Acknowledgement by leadership
 - Complaints
 - o How are they handled?

NAACP Community Engagement on Policing, Equity and Civility
September 26, 2017
Breakout Session Priorities Identified

Breakout Session: Community Engagement

- **Getting together to have fun**
 - Make sure these are strategic opportunities
 - Use them as a means to an end- develop trust and build relationships at these events
 - Understand what their needs are (How do you reach those that are most impacted?)
 - Go where they are
 - Hands on project (Covered bus shelter)
 - Community wants the police there
 - Can't have a 1 size fits all approach
 - Community garden
 - Fish fry
 - Have something for the kids (firetruck)
 - Activities that fill a need
 - A facilitator with cultural sensitivity- people won't listen if you try to tell them what they're going to do
 - Get the Greek community involved

Breakout Session: Mental Health

- **Task force created with**
 - Officers
 - mental health community experts,
 - people with diagnoses
 - city officials
- Data on current interactions with people with mental health conditions
- More CIT Training
 - 100% of Officers trained with basic knowledge of mental health
 - Renewed every year
- Bias training about people with mental health conditions

Breakout Session: Civility and Accountability

- More diversity training
 - Some from local leaders
 - Help youth to know how to interact with police
- Increase micro units and community engagement
 - See the youth
 - Build relationships
- **Accountability**
 - How police are held accountable
 - Better understanding how success is measured
 - What are the goals on performance of police
- Mentorship
 - Officers be mentors for youth and other officers
 - Choose appropriate officers for this role
- Community Policing
 - What is it? Define.
 - Understand what it is.
 - Model the correct behavior

Breakout Session: Employment

- Civil Rights Legislation passed by the state
 - Organize protests and petitions to get it repealed
- **Human Resources Hiring Practices not using name**
 - Use another identifier (number) until interview is held
 - Addresses implicit bias
 - Equity Training Required
 - CPS has implemented: every teacher required to complete
 - Require all officers to complete- attach to evaluation
 - Outcomes to assess effectiveness of training
- Access to Resources for Entrepreneurs
 - Fayetteville, AR has program where city pays for “streamer trailers” for startup businesses to use and helps them move into city owned commercial buildings when ready
 - City could purchase/subsidize commercial buildings so that small businesses could afford rent- this would look better in community than having empty storefronts
 - Small Business Institution at University has resources for entrepreneurs

- City has scheduled meetings for small business owners after normal working hours and will be surveying small businesses to find the times that work best to meet
- City will have an upcoming trade show featuring small businesses
- Reach out to Journalism students to feature small diversity owned businesses
- Federal workshops in Kansas City and St. Louis which offer information on loans and grants for small business owners
- EPIC- Chamber of Commerce- resources for small business owners
- Living Wages for jobs
 - Minimum wage can't be changed unless legislation is changed at state level
 - Can't do different wages for different ages such as teenager receiving minimum wage for fast food work compared to adult because that would be considered ageism
- Identifying and Assisting Youth at younger age to prepare them for jobs
 - Schools have Career Center and City has CARE Program
 - Focus on all students not just minorities
 - Not all students want to go to college
 - Other communities: Mayor/Governor has created trade programs to help students
 - Have Career Center not only focus on skill but also teach students how to be an entrepreneur with that skill
 - Jobs are open with robots- City should purchase robot and teach kids how to program them to have a well-paying job when they graduate
 - Have schools/city require volunteer/internship hours to graduate high school so that students have that experience

Breakout Session: Community Policing

- Adopting DOJ 6 Pillars
- **Requiring cultural diversity training for officers**
 - Have some training taught by local community members
- Lack of acknowledgement
 - Acknowledgement of racial profiling and why CPD is defensive
 - Acknowledgement by leadership
- Transparency and Accountability
 - Holding officers accountable and have the department be more transparent
 - Is there a method of tracking?
 - Complaints

- How are they handled?
 - Are they addressed?
 - More in depth analysis of current data
 - What good is the data without knowledge?
 - Rights
 - Ways of transparency
- Staffing (CPD)
 - Criminal Justice Administration Internships
 - Educate CPD as well as community
 - Media and biases
 - Hiring Practices

- Are they addressed?
- 9. Lack of acknowledgement
 - Acknowledgement of racial profiling and why CPD is defensive
 - Is there a method of tracking?
 - More in depth analysis of current data
 - What good is the data without knowledge?
 - Rights
 - Ways of transparency

Breakout Session: Mental Health and Community Policing

Mental Health and substance abuse co-occurring disorders

Children- not many resources- schools inundated

- School to prison pipeline

Traumatic brain injuries

- Veterans
- PTSD

Public safety- Homeless people with mental health issues

- No help for them

For adults- treatment options limited

- Inpatient and outpatient cost \$\$\$
- Number of sessions too short
- Insurance won't cover long term care

Love Inc.

- Doing good
- Ignoring mentally ill
- Stereotypes

Long term mental health

- Not jails

Focus on early years

- Combatting racism of white supremacist families
- Parents as Teachers?

Do police have de-escalation training?

More training for police.. CPD should follow county

General mental health or community policing

Football- more trainers and concussion checkers

"Verbal Judo" for de-escalation- give choices

Crisis Intervention team training- CPD started- county (60-65% trained)-

- Temporary crisis
- Long-term crisis
- For juveniles too so calling police is last resort- train SRO's
- Training police to recognize mental illness and controlled substances

Funding choices- more for health and human services

- Maybe Clarence Coates wouldn't have been on a roof with a gun if he'd had free counseling

Public Safety is about more than just police

Health and Human Services is fragmented

Community Policing = relationships with people with chronic mental illness

People walking around talking to themselves

- People feel unsafe

Most people with mental/behavioral health disorders are not a danger to community

Neo-Nazis are not the same as mentally ill: that's an insult to mentally ill

Good initiatives for older than 18

- Not timely
- Shortage of providers
- Facilities
- Money
- Stigma
- Access

Undiagnosed traumatic brain injury from sports

Maybe anger or frustration, not mental illness

- Toxic stress
- Poverty

Fear of police

Educate the public to let them know mentally ill usually not a threat

Youth may not know how to interact with mentally ill- volunteer

State legislature gutted gun laws

- permit less carry no screening for mental illness
- incomplete background checks
- VOTE

Nothing wrong with being on meds

- Pride stops people from seeking help

Medicaid expansion would help

Change Jeff City and National Government

Implicit bias training related to mentally ill

Officers don't have time to engage because understaffed

Foster kids

- Handle with care program

Police shouldn't be first responders

- Social workers, etc. should- if they're trained

Doesn't cost anything to adopt community policing philosophy

Force training for social workers

- Not 1 mental health liaison for 7 counties

Why call police for mental health?

- Crisis Intervention Trained Person

Mental Health for Police Officers

Breakout Session: Equity in Employment and Minority Entrepreneurship

1. State civil rights legislation

- Discrimination in employment
- Lobby/align organizational priorities
- Patronize minority/local businesses
 - o Make these businesses easier to find

2. Wage issues
 - Living wage
 - Challenge businesses to raise
 - Define living wage
 - Boycott non living wage businesses
 - Educate/raise awareness
 - Talk to Union leaders
 - Respect for employees
 - Start with the Publicly funded employers
 - Internet tax/tax credits
3. Sharp End
 - Revitalize district
 - Raise awareness of innovation hub
4. Resources for entrepreneurship
 - Sustainable mentorship programs
 - Business center
 - Small loans
 - Job skills training for minorities
 - Needs to be after hours
 - Offer child care
 - Improve website
 - Chamber of Commerce should help
 - Need resource list
5. Identify early talent in schools
 - Reduce Out of School Suspension (school to prison pipeline)
 - Minority students not involved in Career Center
 - Focus groups
 - Job Point alternative

Breakout Session: Civility and Accountability

To begin the breakout group on civility and accountability, Ms. Valerie Shaw shared a piece of paper with the group that contained the following information:

Civility comes from the Latin word “civilis” which means “Citizen”.

Civility is defined as polite remarks and courtesy. In terms of its relationship to citizenship it is more than mere politeness. It is disagreeing without being disrespectful, seeking common good as a starting point for dialogue about differences, listening past one’s own perceptions, and modeling this so that others will do the same.

“Civility costs nothing but buys everything.” --- *Mary Wortley Montagu*

The following is a list of things that the group discussed that the City government needs to start doing, needs to do a better job of doing, or is currently doing well and needs to continue doing:

- Street crimes unit (proactive policing units): more frequent rotation of people assigned to the unit (fresh eyes).
- Protocols enforced at every level and accountability.
- Training provided by people in the community (diversity/ cultural competency).
- Community policing.
- Mentorship: more seasoned, comfortable officers model for younger officers.
- Attitudes about who Columbia is and who the city values (my students vs. folks who live here – especially with people of color).
- Police department call out officers who do not behave with civility.
- More police interaction at community events.
- Inclusionary zoning.
- Train officers to increase sensitivity to others (emotional intelligence).

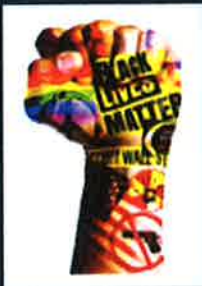
The following is a list of things that the group discussed that the Community needs to start doing, needs to do a better job of doing, or is currently doing well and needs to continue doing:

- Schools address gangs in schools.
- Take opportunities to meet new people and exhibit common courtesies.
- Make an effort/ get outside of comfort zone.
- At a personal level commit to smiling with those you don't know.
- Interact with the city's youth/ young adults – mentor/ model positive communication skills
- Invite officers to school and community events.
- Do not put people into negative stereotypes – get to know people.
- Be mindful of language – how do we speak about others.
- Address inappropriate behavior.

Appendix H

Race Matters, Friends Community Oriented Policing in
Columbia – Policy Report #1

COMMUNITY-ORIENTED POLICING IN COLUMBIA



Race Matters,
Friends
Policy Report
#1

Community-Oriented Policing in Columbia

A Policy Report by Race Matters, Friends

Citation: Race Matters, Friends. (2018). Community-Oriented Policing in Columbia (Policy Report #1). Columbia MO: Author.

Note: This is a living document. It will be posted on the RMF website at <https://www.racemattersfriends.com/> and periodically revisited and revised. Events, and our analysis of them, will continue to unfold. Community-Oriented Policing is not a rote formula but a process of responsiveness to a community.

Community-Oriented Policing in Columbia

It's great and it's what you and I have been preaching for decades: "We (the public) have categorically failed to offer clear guidance to policing agencies as to what they are to do (or refrain from doing)... The main arena for the radical changes necessary to save many hundreds of civilian lives . . . is the local police department... When there is transparency, when public dialogue occurs, policy unequivocally does change..." Barry Friedman¹

Overview: This report synthesizes 1) three years of study on community-oriented policing (COP) and 2) results of community reports and meetings in Columbia. It thus encompasses national and local levels to develop a vision for COP implementation adapted to the social context of our city.

Contents:

- What are the critical elements of a philosophy of COP?
- What is the history of COP in Columbia?
- Given what we know from community reports and meetings, what do people want to see in a COP program for Columbia?
- What should implementation of COP look like in Columbia?

A Philosophy of Community-Oriented Policing

The Need for a Philosophy. The old adage "You'd better stand for something or you will fall for anything" is a truism, but the importance of having a set of principles or explicit philosophy of community-oriented policing as a department cannot be overstated. A good philosophy statement outlines an organization's values, beliefs, and guiding principles. As Marvin Bower² argues, the purpose of organizational philosophy is to provide the rules both formal and informal by which members of an organization behave. To paraphrase, they make high principle a more explicit element of organizational life. "One element of a successful company philosophy is a sensitivity to the external forces affecting the business and to the need for adjustment to the environment in which the company operates."

This is why Race Matters, Friends has discussed philosophy with the City and CPD for the past three years. The adoption of a philosophy of Community-Oriented Policing (COP) provides the guidance for sworn officers, civilian personnel, and department leaders for "the way things are done around here." A philosophy requires a two-fold reckoning:

- First, with our local context around policing and marginalized communities;
- Second, with the ways in which those in the privileged part of our community have encouraged an emphasis on efficiency and a warrior as opposed to guardian mindset in CPD.

¹ Friedman, B. (2017). Unwarranted: Policing Without Permission.

https://www.policefoundation.org/wp-content/uploads/2017/10/PF-Report-Policing-Around-the-Nation_10-2017_Final.pdf

² Bower, Marvin (1966). *The Will to Manage*. McGraw Hill, New York, NY.

What do we want policing to look like in a free society as embodied in Columbia? We must have a shared vision of public safety as a reciprocal relationship between the communities served and police personnel wherein we seek to recognize each other's common humanity.

Critical elements of a Philosophy of COP³. The Department of Justice (DOJ), President's Task Force on 21st Century Policing centers trust and legitimacy as the foundational aspects of effective policing. "Building trust and nurturing legitimacy on both sides of the police-citizen divide is not only the first pillar of this task force's report but also the foundational principle underlying this inquiry into the nature of relations between law enforcement and the communities they serve."⁴

Trust: According to the dictionary trust is the belief that someone is honest and sincere and will not do anything deliberate to harm you.⁵ Building trust among officers, the department, and the community is essential to policing in a free society. But what does this look like in practice? From a community member's perspective this means that encounters with the police will be respectful and trustworthy. They should not see an officer and immediately fear harm. From an officer's perspective, they must trust that information is being shared with them by supervisors in an effective, timely, and respectful manner and that their well being as a member of the department is important.

Legitimacy: This means in accordance with the law and/or openly defensible as reasonable and justified. When institutions lose legitimacy with the public this precipitates a crisis. Police departments and their staff must recognize that their authority comes from the people and their representatives. Transparency in decision-making is paramount. Along with legitimacy with the public, staff must experience legitimacy within their organization. This includes clear and consistent implementation of policies such as promotions, salaries, and discipline, for example.

Alignment of policies with community values: The City Council has already adopted the Inclusive Excellence Principles of Community⁶. These include affirming the inherent dignity and value of every person; open expression within a climate of sensitivity and mutual respect; value of human diversity. CPD policies should be aligned with these principles.

Citizen as colleague: This is distinct from the notion of citizen "input," which implies a passive role for community members in which input may be received but never used. This even goes beyond "engagement." Viewing community members as colleagues in the work of public safety entails a partnership of equals. Collaboration involves citizens and police working *together* to settle disagreements, select policing strategies, and solve policing problems.

Community governance: there are many models for robust community governance of public safety. At minimum a police governance board would include citizens from each area of the city, representatives from neighborhoods with the most police presence, and representatives from other

³ Final Report of the President's Task Force on 21st Century Policing (2015), Department of Justice.;
⁶ essential tenets for effective community policing (2016),
<https://www.nlc.org/article/6-essential-tenets-for-effective-community-policing>; Couper, David S. & Scott, Michael (2012) Petition, On this We Stand.

<https://www.gopetition.com/petitions/on-this-we-stand-policing-our-nation.html>; Ray, John M. (2014). Rethinking community policing, LFB Scholarly Publishing, New York, NY.

⁴ Final Report of the President's Task Force on 21st Century Policing (2015), Department of Justice, pp 9.

⁵ <https://www.collinsdictionary.com/us/dictionary/english/trust>

⁶ <https://www.como.gov/principles-of-community/>

emergency providers and social service agencies, as well as the department itself. This board would hold community conversations about policing strategy, review policies, and have independent authority to hear and make decisions on police use of force and citizen complaints. The board would be responsible for reviewing data on the department's performance and making recommendations based on those metrics and other performance indicators.

Proactive/problem-solving: When officers building relationships with the neighborhoods they serve and ideally live in those neighborhoods themselves, they are personally invested in crime prevention. Being proactive involves analyzing meaningful local data/information and applying research and practical knowledge to identified problems. It means looking for root causes of crime and working with partners in the community and city/county government to develop solutions, and then evaluating those solutions. While this may seem like one of the more mundane aspects of a philosophy of community policing, proactive approaches will allow Columbia to make investments that take some pressure off the police to bear the burden of all social problems.

Officer well-being: Serious consideration of officers' concerns regarding the length of their shifts, their physical safety and emotional stress are priorities and should not be a cause for officers to fear reprisal or neglect by their supervisors. The community and the department leadership should develop policies and practices to promote both physical and mental well-being, including family support. Leadership should visibly participate in these programs as well to demonstrate their value and acceptability⁷

Peacemaker/protector⁸: In the prevailing warrior approach, "officers learn to treat every individual they interact with as potentially armed threat and every situation as a deadly force encounter in the making. Everyone is a threat until conclusively proven otherwise."⁹ Yet, violence in police/civilian encounters is relatively uncommon. Approaching encounters from a warrior mindset increases the likelihood that an officer will needlessly aggravate a situation, which in turn increases the likelihood of aggression in subsequent encounters. "The expansive version of the warrior mentality promotes the use of tactics that needlessly create use of force situations, and the fierce rhetoric that follows further fans the flames."

The peacemaker/protector mindset differs from the prevailing warrior mindset. The peacemaker, sometimes called guardian, mindset emphasizes communication over command. Short-term encounters are seen as a way to build *relationships* over the long-term. Interactions with the community are done to facilitate cooperation rather than to demand compliance. "And in the use-of-force context, the Guardian emphasizes patience and restraint over control, stability over action."

Commitment to equity and inclusion in hiring and management practices: The collaborative practices involved in the community/police relationship extend to the relationship between management and rank and file. Community policing is not compatible with a command and control management style. Leadership must actively listen to their officers, involving them directly in identifying and resolving department and community problems, and deciding training priorities. The department needs to create a hiring plan that views the recruitment, retention, and promotion of officers in a

⁷ <http://www.policechiefmagazine.org/presidents-message-engagement-physical-fitness/>

⁸ Stroughton, Seth, (2017). The "Warrior" Attitude: A Continuing Problem.

<https://improvingpolice.wordpress.com/2017/01/04/the-warrior-problem/>

⁹ <https://harvardlawreview.org/2015/04/law-enforcements-warrior-problem/>

holistic way and seeks to identify and eliminate barriers for historically underrepresented groups. Management at all levels should receive training and mentorship/coaching in inclusive practices as ongoing professional development.

Investment in officer training¹⁰: Training in de-escalation, countering one's implicit biases, and methods for identifying and solving problems proactively are essential. Field training should require new officers to spend set amounts time approaching civilians just to have meaningful conversations. These would be non-enforcement contacts wherein officers do not ask for ID, do not run criminal history checks, and do not makes arrests. These non-enforcement contacts should become an expectation and be built into performance reviews once officers transition out of field training.

Additionally, department practices should emphasize tactical restraint through training and after-action review of use-of-force situations. Tactical restraint calls on officers to approach situations with the intent to minimize the potential for violence. This improves both officer and civilian safety and increases the legitimacy of the department.

Technologically innovation: Being technologically innovative does not mean acquiring and deploying the latest military gear and tools for surveillance of civilians. Rather we mean the adoption of technology that seeks to improve officer and civilian safety, provide accountability in understanding the circumstances of officer/civilian encounters (such as the already implemented body cams), and technology that better helps us understand both patterns of crime and patterns/substance of police/civilian interactions.

History of Community-Oriented Policing: Columbia, Missouri

International and National Overview. A brief overview of at least some of the concepts informing Community-Oriented Policing shows that they are not recent.

"Peelian Principles." Authors of policing textbooks often trace the principles of COP to 19th century England. Traditionally these principles are labeled "Peelian" because they are attributed to British Home Secretary Sir Robert Peel in 1829. However, some scholars dispute this attribution (they find no evidence of it) and consider them an invention of 20th century policing textbook authors.¹¹ The principles give modern policing a positive "origin story," even though much of modern policing has *not* followed them.

Figure 1 shows the "Peelian Principles" with bold text added. Advocates of community policing cite these as the earliest statement of an ethic of community policing. The principles focus on a shift from repression by military force to crime prevention. They focus on police officers as citizens, the value of community approval and cooperation, and the decreased use of force. They make the case for an increase in public safety, not coercion, as the measure of effective policing. Whatever their origins, one could do worse than such a list.

Roots of U.S. Policing. However, the path to COP has been an obstacle course in the U.S. Ideas about policing reflect the historical political climate. While British policing became identified with the unarmed, idealized London "Bobbies" named for Robert Peel, policing in the U.S. for the most part

¹⁰ <https://harvardlawreview.org/2015/04/law-enforcements-warrior-problem/>

¹¹ Lentz, S.A. & Chaires, R.H. (2007). The invention of Peel's principles: A study of policing "textbook" history. *Journal of Criminal Justice*, 35, 69-79.

followed the path of “militaristic force” for a variety of reasons: Repression of slave escapes and revolts before the Civil War; suppression of labor unrest; fears of immigration from “undesirable” countries; social change/“disorder” and poverty accompanying urbanization; and racial conflict. The history of policing in the U.S. is deeply intertwined with social and racial inequity, protection of property, and service to those with power and wealth.¹²

- The basic mission for which the police exist is to **prevent crime and disorder**.
- The ability of the police to perform their duties is **dependent upon public approval** of police actions.
- Police must secure the **willing cooperation of the public** in voluntary observance of the law to be able to **secure and maintain the respect of the public**.
- The degree of **cooperation of the public that can be secured diminishes proportionately to the necessity of the use of physical force**.
- Police seek and preserve public favor not by catering to the public opinion but by constantly **demonstrating absolute impartial service to the law**.
- Police use physical force to the extent necessary to secure observance of the law or to restore order **only when the exercise of persuasion, advice and warning is found to be insufficient**.
- Police, at all times, should **maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police**; the police being **only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen** in the interests of community welfare and existence.
- Police should always direct their action strictly towards their functions and **never appear to usurp the powers of the judiciary**.
- The test of police efficiency is the absence of crime and disorder, **not the visible evidence of police action** in dealing with it.

Figure 1: “Peelian Principles” Source: http://www.peelinstitute.org/peels_principles.asp

Recent Policing Trends. In the 1980s a crime prevention approach called “broken windows” policing, advocated by Wilson and Kelling¹³ and taken up by New York City Mayor Rudy Giuliani, was based on the premise that if broken windows are not replaced people assume no one cares. Mayhem ensues. Cracking down on broken windows, graffiti, loitering, and other minor offenses, however, increased the police presence in marginalized communities. Instead of preventing crime, the approach increased mistrust and decreased approval and cooperation from the public. Broken windows policing was eventually discredited.¹⁴ New York also “led the way” with another get-tough policing approach, stop and frisk, shown to be both ineffective and legally discriminatory.¹⁵

In 1994 the U.S. Department of Justice created the Office of Community-Oriented Policing Services (COPS), which provided grants and awards to local departments to encourage implementation of Community Policing. While this office still exists, it was threatened in the 2017 budget process. After

¹² Potter, G. (2013). The History of Policing in the United States. Eastern Kentucky University Police Studies. <http://plsonline.eku.edu/insidelook/history-policing-united-states-part-1>; Vitale, Alex S. (2017). *The End of Policing*. Brooklyn NY: Verso.

¹³ Wilson, J. Q. & Kelling, G. E. (1982, March). Broken windows: The police and neighborhood safety. *Atlantic Monthly*.

¹⁴ Center on Juvenile and Criminal Justice. (1999, Dec.). Shattering “broken windows”: An analysis of San Francisco’s alternative crime policies. San Francisco: Author.

¹⁵ Fagan, J., & Davies, G. (2000) Street stops and broken windows: Terry, race, and disorder in New York City. *Fordham Urban Law Journal*, 28 (2), 457-504.

reactions to the Obama administration's attempts to intervene in police department practices, COPS has come to emphasize support for police departments more than communities.¹⁶

Policing in Columbia MO. In Columbia, we can trace community demands for changes in policing to address racial inequity at least to the 1980s. The timeline in Figure 2 shows the key events to date:

1985. CPD shooting of unarmed Black female Kim Lindzie
1990. CPD divides city into East and West neighborhoods, playing basketball with kids in Douglass Park
1996. Columbia Race Relations Task Force report
2006. MU Organizational Analysis Of City of Columbia Police Department
2008. Burton becomes Chief, institutes geographic and hot-spot policing
2009. Citizens Police Review Board created
2012. Eric Anderson Assoc. Organizational Review of the Columbia, Missouri, Police Department
2014. Mayor's Task Force on Community Violence Report makes recommendations
2014. Bias-Free policing policy, updated 2018
2015. Ferguson Report
2015. Community Outreach Unit (COU) created within CPD
2015. President's Task Force on Policing in the 21st Century and CPD's Response
2016-17. Listening Tour by City Manager, Police Chief, Command Staff
2017. Council passes Resolution for a "community engagement process" about policing
2018. Council passes Resolution demanding a plan for department-wide community policing
2018. Community Outreach Unit reports decrease in crime
2018. Release of survey of CPD officers reveals morale and cultural crisis

Figure 2: Timeline of COP in Columbia

1985. The history of policing in Columbia is marked by a 1985 event that African Americans remember painfully to the present day: The shooting death of Kim Lindzie.¹⁷ Lindzie was an unarmed 19 year old woman shot 14 times by a CPD officer in the course of a car chase. The NAACP brought suit against the city, but the city prevailed.¹⁸ While current CPD officers were not on staff at that time, this event and incidents since then influence how African Americans view CPD. The city never made a public apology to the community for a situation that was unnecessarily escalated.

1990s. In the 1990s, CPD practiced a version of community policing that divided the city into East and West regions, so that officers would be familiar with specific neighborhoods. Multiple changes in

¹⁶ See <https://cops.usdoj.gov/>

¹⁷ Hunt, D. (2011). *Black and White Justice in Little Dixie*. CreateSpace Independent Publishing Platform.

¹⁸ Finnie, C. (1986, July 7). City moves to end deadly force suit. *Chicago Tribune*.

http://articles.chicagotribune.com/1986-07-07/news/8602170982_1_internal-police-department-investigation-police-gunfire-police-vehicles

department leadership resulted in a variety of unsustainable approaches during this time, including officers playing basketball with kids in Douglass Park as an effort to improve community relations.

1996. The *Race Relations Report in Columbia*¹⁹ showed that the majority of African Americans polled felt that Blacks were treated unfairly in comparison to whites. No known actions were taken in response to this report.

2006. MU's Center for the Study of Organizational Change released their Organizational Analysis Of City of Columbia Police Department: Summary and Recommendations.²⁰ This striking quotation (emphasis added) illustrates the state of CPD culture:

In all levels of the organization, there are ***feelings of powerlessness, frustration and anger, which have led to disrespectful behavior and further resentment.*** At present, neither side appears to be able to empathize with or trust the other side enough to appreciate their unique perspective and experience. ***It is as if each group is unable to "see" the other's point of view.*** This culture also ***hinders the department's ability to learn from their experiences,*** and to detect and correct problems as they arise. ***The fragmentation between the Command Staff and the rest of the organization has led to the paradoxical desire for more active leadership and the rejection of leadership.*** All employees appear to respect the chain of command and express no interest in undermining it. Rather, those "on the street" would like to feel comfortable articulating their needs and to trust their leadership to advocate for resources. Also, ***they would like to be able to ask for clarification, make suggestions, or to some degree have input into decisions without being dismissed.*** Employees want leadership to address conflicts productively and be open about criteria for promotions and specialty assignments. Many believe that current personnel decisions are not merit based and are made on the basis of favoritism or in an effort to promote diversity within CPD. Employees also need strategic direction through the revision and implementation of a strategic plan.

The report outlined 7 recommendations:

1. Poor communication based on problematic organization can be improved by clarifying issues and roles for which command staff are responsible.
2. Clarify responsibility for flow of information between command staff and patrol officers.
3. Create an explicit vision and direction for the department.
4. Chief and Command Staff should encourage feedback and be accountable for its integration. Employees should not be punished for making recommendations.
5. Work with City's Human Resources Department to assess fair pay and salary compression.
6. Clear and explicit criteria for hiring and promotion. Inconsistencies and contradictions must be addressed by command staff.
7. Assessment of resources and facilities should be part of planning.

2008. Two years later Ken Burton became CPD's Chief, stepping into the toxic culture described above.

¹⁹ Columbia Race Relations Task Force. (1996). Report to the Mayor.

<http://www.columbiaha.com/wp-content/uploads/2016/01/Mayors-Columbia-Race-Relations-Task-Force-Report-1996.pdf>

²⁰ MU Center for the Study of Organizational Change. (2006, Nov. 29). Organizational Analysis Of City of Columbia Police Department: Summary and Recommendations.

<https://www.como.gov/Council/Commissions/downloadfile.php?id=12928>.

We do not know if he has ever been evaluated with respect to whether he addressed the MU report's recommendations. He brought a new focus on geographic policing (not on foot, however), and data analysis for "hot spots" which led to saturation policing. While many COP models encourage the mapping of areas in need of greater crime prevention, the suggestions are for an increased presence of officers on their feet, on bikes, or horses. Saturating an area with police inside vehicles, behind windows, creates the impression of the occupying military force Peelians hoped to dismantle.

2009. Columbia's Citizens Police Review Board (CPRB) was created, but unfortunately its structure has limited its role to making recommendations to the CPD, the bulk of which have been dismissed as unnecessary by the Chief. He has several times claimed publicly that CPD takes care of all complaints internally, precluding the need for a public review board. CPD has claimed that they receive no complaints of racial profiling and thus have no data on it. Yet journalists have accessed records of complaints about profiling which have not been shared with the CPRB.²¹

2012. Four years after Chief Burton's tenure began, Eric Anderson Associates submitted another review of CPD²² as a follow up to the 2006 MU study. Findings begin with this striking statement: ***"The conditions described in the 2006 report ... have not improved. They have gotten worse."*** The following findings are damning:

1. "They(officers) expressed their fear that this set of conditions will lead to situations that will result in injury or death to themselves or a member of the public through over- or under-reaction."
2. "The supervisory climate is inconsistent and threatening.."
3. "Communication within the department is very poor: incomplete and inconsistent. "
4. "Nor could officers or supervisors confidently and consistently identify the latest version of various important policies."
5. "Pay compression has been an important issue."
6. ".,the current process (for promotions) is viewed as ignoring performance on the job, both good and bad.
7. " Critical policies appear to the officers to change rapidly, with poor communication of the changes. "
8. " The current facility isolates supervisors and officers from one another and makes all of the management functions, including effective communication and supervision much more difficult."
9. "Since 2006, the Department has reduced required training to the state minimum of 24 hours per year (October, 2009). Although additional training does take place, this is inadequate for a Police Department that is expected to be of high quality. More importantly, it may leave officers unprepared for the most critical aspects of their jobs, consequently endangering themselves, their co-workers and the public. Finally, it creates a serious liability for the department, the city and the public."
10. "Additionally, there is no method of systematic performance management which reaches from the top of the organization to the street. There are isolated measurements efforts, such as the Blue Team. But, ambiguity about the purpose limits its effectiveness and creates unintended

²¹KBIA (2016, Dec. 22). Formal complaints to Columbia Police Department allege racial profiling.

<http://kbia.org/post/formal-complaints-columbia-police-department-allege-racial-profiling#stream>

²² Eric A. Anderson Associates (2012). An Organizational Review of the Columbia, Missouri, Police Department: Summary and Recommendations.

<https://drive.google.com/drive/folders/OBx2n6CBTpMw2RnVJS3BuZEICdkE?ths=true>

consequences: officers believing it to be for purposes of punishment rather than documentation, measurement or training.”

11. “Finally, the Complaint and Disciplinary procedures are viewed by a majority of the department as being arbitrary and capricious.”

The Anderson Report concluded with 14 recommendations based on these findings. We do not know if CPD acted on them.

2014. Beginning during Mayor Hindman’s administration, and completed during Mayor McDavid’s administration, the Mayor’s Task Force on Community Violence (MTFCV) met for nearly two years and submitted comprehensive recommendations approved by City Council in November of 2014.²³ Several recommendations relate specifically to community policing and name “trust” of CPD by the community as essential to improving public safety. However, the task force report was never translated into action. Race Matters, Friends has reminded the City frequently of the community effort invested in the task force and the value of the report. Ignoring such efforts results in citizen cynicism.

2014. CPD’s Bias-Free Policing policy²⁴ was published and sold to the city by Lexipol, rather than generated locally. The original policy was created by Lexipol in 2014 and updated in February 2018. Bias-free policing, as described in CPD’s Lexipol manual requires officers to report racial bias when they see it in their colleagues. This does not seem to be a likely scenario in CPD, given norms of the profession and the fact that the Chief has communicated that no one can actually “see” racial bias. The Lexipol program reflects a pattern of CPD adopting “canned” training programs sold by vendors. CPD leaders says that this is because such programs are designed to meet standards of POST (Police Officer Standards and Training). Our studies have shown that training curricula in the area of racial equity are inadequate and even counterproductive.

2015. The Ferguson Commission Report, *Forward Through Ferguson: a Path to Racial Equity*,²⁵ described how unfair ticketing, warrants, and arrests for minorities were motivated by city policies based on increasing revenue after the city lost much of its tax base. This report explained the systemic nature of racism and made recommendations for new policies in criminal justice systems and policing to address the inequities underlying public protests against the Ferguson PD following the police shooting death of Michael Brown.

In contrast to the analysis of racial disparities by the Ferguson Commission, CPD leadership has explained racial disparities as being the result of 1) “a few bad apples” among officers and 2) the “coincidence” between poverty, crime, and African American neighborhoods. The correlation between poverty and black neighborhoods is not a coincidence, but the result of a history of segregation and Jim Crow, real estate redlining, discriminatory employment and education opportunities, lack of health care, etc. Examining and changing policies that generate the greatest disparities is necessary and achievable, as explained in the Ferguson report.

²³ Columbia Mayor’s Task Force on Community Violence.

<http://www.como.gov/Council/Commissions/downloadfile.php?id=15874>

²⁴ Columbia Police Department (2018). Lexipol Curriculum on Bias Free Policing.

<https://www.como.gov/police/wp-content/uploads/sites/16/2016/07/Policy-402.pdf>

²⁵ Ferguson Commission. (2015). Forward through Ferguson: A path toward racial equity.

https://3680or2khmk3bzkp33juiea1-wpengine.netdna-ssl.com/wp-content/uploads/2015/09/101415_FergusonCommissionReport.pdf

2015. Following a successful delegation of two officers in Douglass Park, nicknamed “Starsky and Hutch,” CPD created the Community Outreach Unit with four officers. COU was increased to total of 6 officers in 2016 with two of these officers assigned to each of the three neighborhoods focused on as part of the city’s 2016 Strategic Plan. COU has 9 officers in 2018. Recently the COU reported measurable improvement to public safety in their annual report in 2018, in contrast to many of the same data point applicable for the rest of the city.²⁶

2015. The U.S. Department of Justice published the *President’s Task Force on 21st Century Policing*.²⁷ Organized around six themes essential to current best practices for crime prevention, the Task Force addresses the need to transform the culture of policing and outlines a means for doing so: Pillar 1: Building Trust and Legitimacy; Pillar 2: Policy and Oversight; Pillar 3: Technology and Social Media; Pillar 4: Community Policing and Crime Reduction; Pillar 5: Training and Education; Pillar 6: Officer Wellness and Safety. Race Matters Friends (RMF) members spoke about the Pillars at City Council meetings through the spring of 2016. CPD wrote their own responses to the six pillars, citing the many ways CPD does *not* follow them, including the failure of CPD to demonstrate a change from the traditional warrior mindset to a guardian mindset.²⁸ Despite this evidence of failure, the City Council did not publicly demand a response from the City Manager or Chief Burton.

In conversations with Chief Burton in summer of 2016, the Chief indicated that racial bias is something that cannot be witnessed because we cannot know what is in an officer’s “heart” regardless of their actions. Yet, except for reference to poverty, Burton and City Manager Matthes cannot explain why the 2017 Vehicle Stop Report²⁹ data showed that for the 17th year racial disparities in Columbia increased. The Columbia Police Department prioritizes responding to calls, or reactive policing, which prohibits their engagement in crime prevention, the state goal of Peelian principles. The acquisition of federal military equipment, the lack of staff available on foot, engaging the public in the street, and the reported lack of trust in the MTFCV describe the antithesis of COP.

Summary. COP has been discussed in the city and CPD since it became part of the national conversation on policing in the 1990s. Some steps have been taken toward COP (the COU), and Chief Burton claims to have both experience and knowledge of this approach. However, the problem in Columbia has been moving beyond verbal support to action. The city and police leadership express concerns about *funding* as the primary obstacle to implementing COP beyond COU. But “trust” (or lack of it), not funding, is the word that echoes throughout the history of community input on COP. This was documented in the city’s 1996 report on race relations and was the core theme of the MTFCV 2014 report. The Community Outreach Unit (COU) has demonstrated improved public safety data and believes their success comes from their emphasis on building trusting relationships.

²⁶ Columbia Police Department (2018). 2018 State of the Community Outreach Unit Report <https://www.como.gov/police/wp-content/uploads/sites/16/2018/06/Report-State-of-the-Community-Outreach-Unit-2018.pdf>

²⁷ President’s Task Force on 21st Century Policing (2015). Final Report. Washington, DC: Office of Community-Oriented Policing Services. <https://www.google.com/url?q=http%3A%2F%2Flearning-courses.net%2Fiacp%2Fhtml%2FwebinarResources%2F170926%2FFinalReport21stCenturyPolicing.pdf>

²⁸ Columbia responses to President’s Task Force on 21st Century Policing. (<https://www.como.gov/Council/Commissions/downloadfile.php?id=20178>)

²⁹ Columbia Police Department (2018, May 31). Press Release: 2017 Vehicle Stops Report to be released by Missouri Attorney General <https://www.como.gov/CMS/pressreleases/view.php?id=5632>

Community Perspectives on COP: The “Listening Tour” and Beyond

2016-17. By 2016 the MTF CV report, CPD responses to the President’s Task Force, and experiences of the COU had already generated information that could have been used to guide implementation of Community-Oriented Policing. However, in 2016-17 City Manager Matthes and Chief Burton undertook yet another process, a “Listening Tour” of stakeholder groups, to collect yet more information.

On Nov. 6, 2017 the City Manager presented the City Council and public with a 13 page Executive Summary of the 2016 Vehicle Stops Report and Listening Tour.³⁰ A recent Vehicle Stops Report from the Missouri Attorney General had again shown higher racial disparities between Black and White drivers. Four pages of the Executive Summary were the City Manager’s response to this disconcerting news, in which he attempted to explain disparities as the result of poor data definitions and poverty (linked to vehicle disrepair, expired licenses, etc.). Both explanations would absolve officers of racial bias.

The Executive Summary next reported results of city staff’s synthesis of notes from the 2016-17 Listening Tour, shown in Figure 3. While this was presented as an “analysis,” it is a list of items or ideas that do not provide a clear direction for change. Therefore, RMF decided to complete our own analysis to identify areas of consensus and how they relate to the philosophy of community-oriented policing.

- Communication methods: There are many different communication methods at the City’s disposal, use as many of them as possible to reach the greatest number of people.
- Verbal and nonverbal communication: What is said and how it is said is important.
- Personal, anecdotal stories: Place a value on others’ personal, anecdotal stories.
- Perception: A person’s perception is their reality.
- Perspective: The individual’s perspective (socioeconomic status, race, biases, experiences, etc.) impacts how they view things.
- Data: Analyze the data and focus on solutions.
- Fear: There is fear throughout the community.
- Searches / consent cards: There are a lot of questions regarding searches and the consent search policy.
- Officer recruitment: There needs to be an effort to recruit more minorities to the police force.
- Training: The training that CPD officers receive should include issues outside of traditional policing techniques (i.e. mental health, multicultural, verbal de-escalation, etc.) and incorporate local organizations and local experts to serve as trainers.
- Additional meetings: The NAACP discussed hosting a large meeting with multiple groups to review information and come up with potential solutions.

Figure 3: City Staff List of Findings from Listening Tour

Attached to the Executive Summary was an Appendix of over 600 pages of:

- 1) City staff notes on community responses from the “Listening Tour,”
- 2) Very brief notes from a series of NAACP-sponsored meetings including “Community Policing and Racial Profiling” as one of five topics of discussion,
- 3) Documents presented at information sessions conducted by Don Love of Empower Missouri,
- 5) E-mail exchanges (many also involving Don Love),
- 6) Articles and reports on a variety of topics.

³⁰ Columbia City Manager. (2017). Vehicle Stops and Listening Tour Summary.
<https://www.como.gov/wp-content/uploads/Vehicle-Stops-and-Listening-Tour-Summary2.pdf>

While City Manager Matthes presented this compendium to the council as a “600 page report,” most of the items in 3) through 6) were not mentioned in the Executive Summary and seem to have been simply collected to create an image of volume. Categories 1) and 2), the evidence of community engagement, represent only 45 pages of the Appendix.

Limitations. In this section we report our findings on 1) and 2) as the most recent first-hand community feedback on COP. Before reporting our analysis, we should mention serious limitations of the data and the process the City used for the Listening Tour.

- NAACP was the *only* community group consulted about planning the Listening Tour. NAACP met with city officials four times during the Listening Tour and then facilitated a series of monthly follow up meetings at the Second Baptist Church. NAACP leader Mary Ratliff spoke of herself as one of the central organizers of the process, and of NAACP and the city as close partners.
- Empower Missouri representative Don Love communicated at length with city leaders about his analysis of the VSR, even holding informational meetings to present his interpretations. Empower Missouri also positioned itself as an ally of the city. Therefore, Empower Missouri also had an outsized influence on the process.
- Comments do not represent *all* stakeholders, only those who attended meetings. We have no record of their residences, affiliations, or identities.
- All but one meeting (a Town Hall) involved an official “stakeholder” group (NAACP, Minority Men’s Network, Race Matters, Friends, and Empower Missouri) in their usual meeting place. While meetings were probably open to the public we believe only members were invited.
- The Town Hall was open to the public, but its location at City Hall may have discouraged attendance of many people most affected by current CPD practices. Still, more participants at this meeting recounted personal experiences with CPD.
- This information is also dependent on the quality and accuracy of notetaking of city staff.

Such haphazard public processes do not build citizen confidence in the City’s sincerity or our confidence in the data as representing the entire community.

What We Learn From the Listening Tour. The meetings in the Listening Tour were formatted somewhat differently, and the groups also positioned themselves differently in relation to City leaders. For example, both NAACP and Empower Missouri praised city efforts and positioned themselves as generally supportive allies of CPD (i.e. We commend you for undertaking this process. Any criticisms are meant to be helpful.) But NAACP did consistently refer to the VSR as the “racial profiling report,” despite the Chief’s denials and hedging about needing more data before using that term. Empower Missouri portrayed itself as understanding, supportive, and encouraging of CPD, counseling them to persist in spite of criticism. The Minority Men’s Network (MMN) and Race Matters, Friends (RMF) asked more pointed questions.

Tables 1 and 2 show what RMF gleaned from analysis of the Listening Tour. A full analysis of the notes will be available on our website at <https://www.racemattersfriends.com>. There is overlap with the city’s list, but we organized comments into more coherent categories. As late MU professor Peter Hall argued, participants in policy processes have intentions. Two basic kinds of intentions they express are Content Intentions (*what* they would like to happen) and Process Intentions (*how* they would like it to happen)

(Hall & McGinty, 1997).³¹ For short, we will call these *What* and *How* intentions. Looking at the philosophy of Community-Oriented Policing, this makes perfect sense. Citizens would like to see certain changes in police culture and practices, and they would also like for those changes to come about through a process of public governance.

Table 1: Content or “What” Intentions of Listening Tour Participants

What Should Happen
<p>Step Up Recruitment and Retention of Minority Officers</p> <ul style="list-style-type: none"> ● Improve minority recruitment and hiring, adopting programs and strategies known to work. Percentages in CPD should reflect percentages in Columbia. ● Examine salaries and education requirements to expand applicant pool. Perhaps CPD could pay for education. ● Examine why minority officers leave – Low salaries? Unfair treatment? Lack of advancement? Mentoring? The culture of CPD? CPD is not tracking this. ● Vet applicants more carefully. Some people should not be police officers. ● Publicize the Explorers program. Consider assigning juvenile committing minor offenses to the Explorers.
<p>Transform Content and Processes of Officer Training</p> <ul style="list-style-type: none"> ● Include a history of institutional and systemic racism in Columbia and U.S. ● Address racial bias and cultural differences in experiences and perceptions in depth. Mandatory multicultural training. ● Make time for community-oriented training involving local community members and trainers. Officers should listen to powerful stories that demonstrate profiling, trauma, and parent fears for their children. ● Use simulations of real world situations known to happen in Columbia. ● Instruct officers in realities of economic inequity and the conditions of poor families’ lives. E.g., children may be outside because the home is crowded. They are not looking for trouble. ● Lobby to update or supplement POST police academy training. Don’t use it as an excuse. ● Provide mental health training for officers and contract with mental health staff to respond to crisis incidents.
<p>Transform Officer Practices</p> <ul style="list-style-type: none"> ● People should not be treated differently because of biases about appearance, race, neighborhood. ● Officer attitudes and interactions in traffic stops should be respectful. ● Change the traffic stop protocol so as not to impact so many innocent people. Downplay stops for equipment issues. Remember that white drivers have more contraband. ● Employ the same de-escalation tactics for all races. Must officers shoot to kill? ● Saturation or “dragnet” policing in areas with more Black residents should be replaced with more effective approaches based in literature. ● CPD should participate in community events more.
<p>Strengthen Accountability and Data Collection</p>

³¹ Hall, P. M., and P. J. McGinty. 1997. Policy as the transformation of intentions: Producing program from statute. *The Sociological Quarterly*, 38(3):439-67.

- Examine data more closely. Consider hiring a third party to review data collection and analysis. For example: Look for units or officers who make more minority traffic stops; Analyze data on race and use of tasers.
- Institute strong consequences for incidents involving threatening citizens with guns, vulgar language, racial profiling, excessive force.
- Institute processes for officers who repeatedly stop and search, but do not find anything.
- Evaluate. Use metrics to determine that these changes are happening and are effective.
- Appoint a minority city employee to CPD internal affairs, but independent of CPD.

Communicate More Effectively about Policies and Practices

- Clarify why officers stop cars and pedestrians. Is “black male” really a sufficient description to stop someone?
- Clarify and publicize the written consent policy. Teach the public the difference between consent and nonconsent (probable cause) searches. Questions include: Is probable cause sometimes subjective (e.g., “I smell pot.”)? Why would officers ask to search if there is no probable cause? Should the officer articulate this or write it down? What about the intimidation/retaliation factor? Can people really refuse to consent?
- Clarify with the public how dashcam and body cam recordings are used, kept as evidence, and made available to the media.
- Improve flyers on “how to interact with law enforcement” and all public communications. The flyer is not as good as those in other cities. It tells citizens what they should do, not what they can expect from officers.
- Inform the public about ride-along opportunities.
- Offer training on COP to the public.
- Increase awareness of CRPB (and Internal Affairs). How are complaints handled?
- Chief should stop trying to dismiss the VSR data. Acknowledge problems and realities.

Table 2: Process or “How” Intentions of Listening Tour Participants

How Changes Should Happen
<p>Adopt More Effective and Meaningful Community Engagement Processes</p> <ul style="list-style-type: none"> ● Neighborhood and other “community engagement” meetings should not be held to “check off a box.” Comments and stories should be recorded, and something should happen. Share notes from meetings so people can judge fidelity of process. ● Employ a community approach with all levels of CPD, city staff, and community groups to revisit MTFCV recommendations. Do not allow this and other reports to be “shelved.” ● Hold more frequent open and honest dialogues between CPD and public. Listen to each others’ stories seriously and learn from them. ● Persist in these efforts. <p>Build Better Community Relations</p> <ul style="list-style-type: none"> ● Recruitment will improve when community perceptions of police improve. Look at why minorities do not want to be on this police force. ● Community members should not fear being shot by police. Take concrete actions to address fears of police, especially among children. ● Use different modes of communication for those without technology. Do better “marketing.” ● Deal with the larger fear of Black males in the community ● Officers need a customer service approach.

- CPD and the City Manager should consult with stakeholder groups on more issues and actions. The “community liaison” position was one example.

Build Legitimate Political Support

- Develop a proposal with specific policy changes, including changed practices and accountability, that would be implemented with more funding from a tax issue.
- Make a stronger case that change *necessitates* more funding, and if so how much.
- Address how hiring more officers would benefit the Black community.
- Meet with more groups to get buy-in.

Build a Knowledge Base for Change

- Look at what other cities with positive results have been doing.
- Meet with the Boone County Sheriff’s Department to see why people prefer interacting with them.
- Look to studies of what works. Consult knowledgeable people in Columbia and beyond.

Follow Up. In February 2017, City Council passed a resolution calling for a community engagement process about policing, to address staffing, officer safety and morale, and community-oriented policing. Council member Ian Thomas conducted a survey of stakeholder groups to provide input on this process, including groups on the Listening Tour but also many other groups and entities. Results showed near-unanimous support for the resolution but a lower level of consensus on specifics of the process and its purposes.

In May 2017 Council considered a \$70,000 contract submitted by Heart of Missouri United Way and New Chapter Coaching for outside consulting to facilitate a large final meeting. NAACP leader Mary Ratliff appeared before council and asserted that this plan undercut her group, because they understood from the city that *they* would facilitate the final meeting. In fact, such an understanding was expressed in Listening Tour and planning meetings with NAACP. There were other criticisms of consultant contract, as well as the idea of ending the process with “one big meeting.” Subsequently, NAACP was tasked with conducting a series of follow-up meetings. Thus, NAACP reasserted itself and continued to be positioned as central to the process.

NAACP Follow-Up Meetings. The NAACP follow-up meetings to the Listening Tour were held beginning in August 2017 in Second Baptist Church. Only cursory notes from the first two meetings were included in the Appendix of the City Manager’s report, and only some of those dealt with policing. NAACP had elected to organize the meetings with break out sessions on a number of topics. After an introduction in the sanctuary featuring Columbia NAACP President Mary Ratliff, Chief Burton, and City Manager Matthes, and any other city officials present, participants went to separate areas to discuss their chosen topics. Then the whole group reconvened for report-outs. The break out topics were:

- Community Engagement
- Community Policing and Racial Profiling (note that they used this term)
- Mental Health and Policing
- Equity in Employment and Minority Entrepreneurship
- Accountability and Civility

The notes from the report-outs were short bulleted lists that provided no elaboration. But they do include the same areas in Tables 1 and 2. Therefore, they in a sense “validate” what the groups in the Listening Tour had said, with the exception of more detailed comments on mental health. The mental health breakout group mentioned creating a task force for mental health and law enforcement, better Crisis Intervention Team training, homelessness,

Nothing that Columbians said in these meetings has not been suggested before, in the literature, in reports from other cities, or in previous Columbia processes and reports. None of the intentions expressed in the meetings could be labeled as extreme or radical. Yet it is striking that city representatives often either did *not respond* to comments or provided *defensive responses* about why a group member’s suggestion could *not* be done or was *already* being done. In each meeting Chief Burton cited a list of changes CPD had *already* made; likewise, the City Manager’s Executive Summary ends with a list of what the city is *already* doing to address racial disparities. Chief Burton also said to Empower Missouri that CPD had an opportunity to make change or changes will get made for them, signaling that he was feeling pressure to do something to avoid political threats and loss of control. This is not a reason to adopt COP.

Adopting a department-wide philosophy of Community-Oriented Policing, and moving toward department-wide implementation, would require effort and time, time that has been wasted in leaders’ denial and obfuscation and redundant community meetings. CPD has the community input it needs. Now it must find the will.

2018. In terms of Community-Oriented Policing, 2018 has been a year of both forward movement (at least on paper) and indications that structural and cultural barriers to implementation will be daunting. A Missouri Quality Feedback Award³² assessed and assigned scores to different areas of city government operations. To date the City Council has not addressed these serious findings:

- Specific workforce requirements have not been identified for key segments such as union-represented police, fire [and other groups]... no systematic processes exist for assessing current workforce capability and capacity, future needs, or how the City will manage the impact of changes on the workforce.
- City Leaders’ personal actions do not systematically model, reinforce, and recognize execution of values throughout the workforce, in interactions with 40 citizen boards and commissions, or with suppliers and partners. In addition, some City departments (e.g., Columbia Police Department and Utilities) have identified departmental core values that are different than those of the City, indicating a potential lack of alignment and gap in deployment.
- No process exists to modify actions if funding is not achieved for police officers to address the public safety strategic priority.
- The City lists drivers of employee engagement as two-way communication, timely service, and consistency. Through surveys, the City has identified additional engagement drivers as valuing public service and opportunities for development. There are gaps in the process to identify key drivers of engagement and how they differ by key workforce segments [including police].

³² Management Excellence Institute. (2017). *City of Columbia Missouri Quality Award Feedback Report*. <http://meetings.como.gov/LegislationDetail.aspx?ID=3334471&GUID=21328CB8-8F8B-4EB8-9CC1-1CE5C235A71A&Options=&Search=>

- Without identifying key drivers the City may not address the strategic challenges of workforce engagement and retention and achieving efficient government with opportunities for citizen involvement.

In February 2018, City Council passed a resolution charging the City Manager to issue by August 30 a detailed plan for transitioning CPD to Community-Oriented Policing.³³ Sgt. Robert Fox of CPD was reassigned to work with the City Manager generate the plan.

At this writing, Sgt. Fox has just completed yet another round of 7 city-sponsored community engagement sessions on COP (one for each ward and one citywide). In each meeting, Fox presents a brief overview of community policing, beginning with the Peelian Principles and three basic “models” of COP. He then asks tables of participants to discuss questions while city staff take notes. He makes clear by the end of these sessions that no matter how much citizens may favor COP, CPD would need additional funding to adopt a department-wide COP philosophy. This leaves the impression that gaining public support for a tax issue is at least one purpose for the meetings, because Fox already had a wealth of community input at his disposal, from the MTFCV and the Listening Tour. Findings from these latest sessions are not yet available.

Also at this writing,, the city released results of a 2016 City Manager’s survey of CPD officers.³⁴ The release was ordered by a judge in response to a lawsuit by the Columbia Police Officers’ Association (CPOA) under the Missouri Sunshine Law. The City Manager had argued that the surveys were identifiable personnel documents. He lost this argument after a costly legal battle. Responses to the survey echoed many of the findings in the 2006 and 2012 reports on CPD: poor communication of information, policies, and procedures; salary compression; lack of fairness in promotions; lack of responsiveness of leadership to officer feedback and ideas; and resistance to the idea that police are “biased,” as implied in the “Bias-Free Policing” curriculum. The survey responses address the first two pillars of the President’s Task Force: Pillar 1: Building Trust and Legitimacy; Pillar 2: Policy and Oversight.

Conclusions and Recommendations: Implementing Community-Oriented Policing In Columbia

This report has examined the philosophy of COP, the (often-forgotten) history of COP in Columbia, and what citizens say they would like to see in a plan for COP. In the course of writing the report, we identified problems in two areas that may affect adoption and implementation of COP.

Governance Problems

- Columbia mayors and city councils have over time conducted community engagement processes or authorized commissions/external studies to generate recommended change, but they do not act on the results. Deliberative democracy, consistent with COP, consists of more than collecting “input.”³⁵ And then ignoring it.

³³ Columbia City Council. (2018, Feb. 5). A Resolution Declaring the City Council's Support for Community-Oriented Policing, Defining the Parameters of Community-Oriented Policing, and Directing the City Manager to Design a citywide Community-Oriented policing model.

<https://www.como.gov/CMS/granicus/downloadfile.php?id=17394&type=attachment>

³⁴ Columbia City Manager’s Survey of Columbia Police Department.

<https://www.como.gov/CMS/pressreleases/downloadfile.php?id=2003>

³⁵ Ray, J. M. (2014). *Rethinking community policing*. El Paso: LFB Scholarly Publishing LLC.

- Related to this, people who participate in city meetings want to be believed, respected, and assured that their words and stories matter. Citizens become cynical when nothing happens as a result of their participation. Democracy is not a mere performance.
- Structural issues and legal constraints prevent the City Council from demanding directly for accountability or changes in behavior from Chief Burton. This does not bode well for implementation of COP. Council needs to pressure City Manager Matthes on this point.

CPD Problems

- Communication with the public about CPD policies (e.g. vehicle stops, consent forms) and how they work has been ineffective or lacking. CPD must improve community relations to build trust.
- African Americans in particular are concerned that the percentage of minority officers in CPD is lower than the percentage of minorities in Columbia. Yet CPD is not making extensive efforts to hire more minority officers and makes excuses for why this is difficult..
- Training of CPD officers does not reflect what Columbia residents would like them to know and be able to do. CPD buys training packages from vendors approved by POST (Peace Officer Standards and Training) rather than relying at least in part on local knowledge. Studies of these canned curricula show they are problematic. Chief Burton also said in the Listening Tour meetings that police academy training is not consistent with elements of COP, so that CPD would have to “undo” this training.
- Cultural problems in CPD make it a poor setting for organizational change. Problems of morale are longstanding and predate Chief Burton, but they have not improved during his tenure. Chief Burton must deal with the toxic culture evidenced in CPD. This should have been part of his performance evaluations. Again, this falls on the City Manager and City Council.

Recommendations. While it is discouraging to think this report could become yet another disregarded document gathering dust on city shelves or lost in the digital archives, we want to see the following in any plan for COP in Columbia:

- **A depth of thought and detail that reflects serious consideration of COP philosophy, as explained in the first section of this report.** For example, the plan should be built on a foundation of trust, legitimacy and community values that at present does not exist in relationships between CPD and communities of color, as expressed by people in the Listening Tour. Do not continue to patronize people or disregard their voices.
- **A plan for genuinely involving citizens in democratic governance of police processes.** People say they want better communication and more reporting of data on CPD performance for public accountability. Police departments are public entities under political control. Police will argue for professional control, but the Council should hold fast in demanding responsiveness to the public, their partners. Again, this is part of COP.
- **A plan for hiring minority officers.** It is time for the excuses about this to end.
- **A plan to train all officers thoroughly and on an ongoing basis for understanding and implementing COP.** Orienting new officers will be very important given their recent academy training. Citizens would like to see some training grounded in the context of Columbia rather than purchased from impersonal vendors.
- **Do not center the plan on CPD resources and staffing.** Studies show that investment in social services will have more of an impact on public safety.³⁶ Look at how the budget as a whole

³⁶ Center for Popular Democracy. (2017). *Freedom to Thrive: Reimagining Safety and Security in Our Communities*. <https://populardemocracy.org/news/publications/freedom-thrive-reimagining-safety-security-our-communities>

promotes public safety and equity. Consider more reallocation to civilian staff. Budget decisions will come when a thorough plan is in place.

CPD is one part of a U.S. policing culture that has emphasized militaristic control over communities of color and the poor, and protection of the interests of white people with power and wealth. Columbia is a city divided by wealth and racially segregated, where city government has been more responsive to the concerns of propertied citizens. Changes will take time, commitment, and effort. It is decades past time to get started.

We close with these words:

Building trust requires embracing a philosophy from the top down and the bottom up about how people will be treated. This includes how officers are treated by their own hierarchy of leadership and how the poor, marginalized and POC are treated by those same officers. This philosophy is supposed to be visible and transformative. We can't afford to "police" our way into change. Treating people like they are human is a very good start. CPD should first clean up their own house and practice courage to fix a very toxic culture change. Finally, more officers won't fix a lack of philosophy driven leadership. You can't create a guardian-mindset when there is a cultural conflict between what their mission statement says and what is actually practiced. -- Traci Wilson-Kleekamp, President, Race Matters, Friends.

Appendix I

Chief Ken Burton Paper on Community Policing

Community-oriented policing in a multicultural milieu: the case of loitering and disorderly conduct in East Arlington, Texas

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ABSTRACT

For the past several decades, an innovation in policing, often controversial, has been emerging in the US. Specifically, community-oriented policing has been used to supplement more traditional forms of police work in preventing and reducing crime. This paper examines a community-oriented policing programme implemented in Arlington, Texas. A national demonstration grant was awarded by the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS). The purpose of the COPS project

reported here was to assess a policing problem that, rather than actual crime, was ultimately about (1) multicultural conflict, (2) fear of crime and (3) the effectiveness of this community policing programme in combating both actual incidences and perceptions of crime. We draw several conclusions about the ability to utilise and apply the community policing model and our research findings in other locations. Furthermore, the findings of this paper should have broad utility of international scope.

INTRODUCTION

Community-oriented policing (COPS) has been evolving over the past 30 years (Siegel, 2000). In part, the impetus for community-oriented policing arose from what some have considered a failure of police-community relations, a crisis that peaked in the US during the 1960s. For example, Parks (1976) documents conflicts between many immigrant groups and police within the US, conflicts in which the police essentially saw their role as protecting white, Anglo-Saxon, Protestants (WASPS) from members of the lower socioeconomic and ethnically diverse immigrant populations. The problem remained largely unresolved until the 1960s when events such as the 1968 Democratic Convention riots, the Attica Prison riot, and the shooting of students at Kent State during anti-Vietnam War protests all added middle-class pressures to the discontents of the urban lower classes with regard to dominant forms of policing and peacekeeping.

By the 1960s in the US, sociologists and criminologists began to conduct research on police work from a critical stance (see Skolnick, 1966). It was during this time in US history that the civil rights movement was under way, while violent crime was rising sharply. Skolnick's research addressed a need in a climate that wished to know how to eliminate racial bias from law enforcement and more effectively keep order for all Americans. In 1967, then US President

Lyndon B. Johnson had ordered a nationwide study of civil disorder, policing, and efforts to make the police more responsive to the needs of minority populations (Winslow, 1968). This commission report demanded improvements in policing and community empowerment to help reduce crime (Winslow).

While progress has been made since the 1960s, it is easy to see that a perfect solution has not yet been found. For example, Skolnick and Fyfe (1993) indicted some police on matters of police deception, brutality, and what the authors called the 'blue wall of silence'. The beating of Rodney King in 1991 by officers of the Los Angeles Police Department led to a major riot and further demands that the police find a way to repair mistrust by minorities. Community-oriented policing has been a major strategy increasingly widely adopted in the US to try to meet the demands of these types of situations.

Community policing is defined as 'a philosophy, management style, and organizational strategy that promotes pro-active problem solving and police-community partnerships to deal with crime and fear, as well as other community issues' (CAGCP, 2003, p. 1).¹ Trojanowicz (1994) lists a number of the primary features of community policing, including the following. First, community policing must reassess who is responsible for public safety. Ultimately, it redefines the roles and relationships between the police and the community.

Secondly, community policing requires cooperation in solving community problems that should involve a close partnership between the police and the community. Both must also participate in decision-making and accountability. Community policing establishes new public expectations and measurement standards for police effectiveness. These measures range from emergency response times and arrest/crime statistics to more non-traditional assessment

of quality of service, customer (community) satisfaction, responsiveness to community defined issues, and cultural sensitivity.

Thirdly, community policing shifts the focus of police work from responding to individual incidents to addressing specific problems identified by the community in addition to those noted by the police. It emphasises the use of problem-solving policing (POP) to supplement traditional law-enforcement methods. It requires constant flexibility to respond to all emerging issues and is proactive in style. In essence, the community policing strategy attempts to address the underlying conditions that cause community problems in order to prevent crime. As such, community policing strategy requires knowledge of available community resources and how to access and mobilise these resources. Also, the police must sometimes actually develop new resources within the community.

Finally, community policing often decentralises police services, operations, and management. It relaxes the traditional chain of command and often requires commitment to developing new skills through training. Examples of such skills would include problem-solving, networking, mediation, facilitation, conflict resolution, and increased cultural competency and literacy.

Trojanowicz (1994, pp. 14–17) also added a spatial element to the definition of community policing: 'Community policing is a philosophy of . . . policing where the same officer patrols and works in the same area on a permanent basis, from a decentralized place, working in a proactive partnership with citizens to identify and solve problems.' Trojanowicz's definition suggests why community policing seems often to be accompanied by an organisational shift towards geographic policing.² Additionally, community policing practices rely relatively less on arresting offenders and more on developing long-term ways to divert offenders, protect likely victims, and make

the premises, overflowing trash dumpsters, and rodent and insect infestations.

As a result of the problems in East Arlington, a new police substation was built there. The police had also implemented a new geographic policing programme. Officers were assigned to specific geographic areas within the community. The officers were responsible for getting to know the citizens in their respective geographic areas and learning about their community concerns. The City Manager's Office believed that the COPS grant would be helpful for increasing the community skills of the officer assigned to that station, and therefore sanctioned the COPS grant. The plan was highly publicised in the community in a series of newspaper articles about the sector plan in September of 1997 (Autrey 1997a, 1997b, 1997c, 1997d, 1997e, 1997f). As a part of the new community policing efforts, the new police substation included a 'community room' that was available to citizens for community meetings.

East Sector Leadership Committee

In 1996, the Arlington City Manager's Office approached Ms Sue Phillips, a long-time resident of East Arlington and a community activist, for assistance in forming the East Sector Leadership Committee (ESLC). To facilitate this, the City Manager's Office implemented Community Partner Teams (CPT). Each CPT consisted of approximately 10 members who were composed of (1) residents of a particular sector of the city, (2) relevant city employees, and (3) at least one city employee who lived in the target neighbourhood. The CPTs were appointed by the City Manager's Office. In East Arlington, the original CPT at the start of the project consisted of a community resident as chair of the team, three other community leaders active in the Citizens on Patrol programme, one apartment manager, one local small businessman, three

representatives of the Arlington Police Department East Arlington division, one representative of the city's code enforcement department, and one representative of the City Manager's Office who resided in East Arlington.

The community leaders were selected from those community residents who were a part of the existing 'Citizens on Patrol' groups already in existence. Citizens on Patrol represented a number of city residents who had attended some training by the police department, and assisted them in certain ways. Most particularly they watched for suspicious activity and then contacted the police dispatcher via hand-held radio to come to the scene.

The purpose of the East Sector Leadership Committee was to help assess the problems and the resources of that sector. Ms Phillips was already a founding member and president of the group known as the East Arlington Renewal Committee that had been formed in 1992 in order to address community problems. Ms Phillips helped to recruit other community activists to the ESLC. Many of the most vocal and active of these members were already members of Crime Watch and Citizens on Patrol groups in East Arlington. In all, a group of 23 community residents and city employees were recruited to serve on the ESLC.

By 1997, the ESLC, working in cooperation with the City Manager's Office and other city services, had identified 31 major objectives that needed to be addressed in East Arlington. These needs had been identified by use of surveys and focus groups. One of the objectives was to target apartments and rental properties to reduce code violations and crime. A sub-objective was to explore mandatory crime prevention activities at apartment complexes through registration programmes.

The ESLC had already implemented a very proactive programme of renewal by

implementing a strong city code enforcement programme in East Arlington. This tactic was intended to encourage the managers and owners of the low-income apartment complexes to clean up and maintain a minimal level of service in their properties.

COPS PROJECT

The US Department of Justice's 'Call for Proposals' had specified that community problems had to fit into one of four pre-specified areas. The problem area that fitted the Arlington project best was 'loitering and disorderly conduct'. This problem had been identified because a high percentage of calls for service for the whole city originated from the East Arlington apartment complexes. Grantees were required to have a community partner, a condition the ESLC fulfilled. Grantees were also required to have external evaluators to assess the impact of the project. To meet this condition of the grant, the APD partnered with local university faculty members with experience in evaluation research and community service projects.

The grantees were required to use a community problem-solving approach to address criminal behaviours. Consequently, police departments were encouraged to use non-traditional methods of reducing the targeted crimes; that is, doing something other than increasing the number of police officers in an area and making more arrests. Instead, police were encouraged to identify and address the root causes of crime problems. The grantees were also required to use the 'SARA model' (Scanning, Analysis, Response and Assessment). Each of the four phases of this project is discussed below.

Scanning phase

Scanning involves a process whereby police officers, working with community residents, identify and select the problem or

problems to be addressed. The grant proposal, submitted by the APD to the COPS program, indicated that the problems of 'loitering and disorderly conduct' in the nine target apartment complexes were identified as problems based primarily on repeated calls for service at the apartments, and by officer observations of the problem. Three major sources of information confirmed that 'loitering and disorderly conduct' in these apartments were also perceived as a priority for the community. These three sources were: (1) calls for service from citizens for problems in the target apartments; (2) increased requests from the apartment managers for police storefront offices located in the complexes; and (3) 'consistent complaints' from the surrounding neighbourhoods (Arlington Police Department, 1997).

After the grant funds were received, the evaluators on the projects toured the nine target apartment complexes, as well as the general East Arlington neighbourhood, with the police. The evaluators noted that the majority of the homeowners in the area were white, while most of the apartment residents were Hispanic or African American. It thus seemed to the evaluators that at least a part of the problem might involve a conflict of cultures between these three groups, especially the whites and the other two groups. This perception was reinforced when the evaluators had the first meeting with the ESLC. During this meeting, the members of the ESLC repeatedly referred to the fact that:

- crimes were most frequently committed by the minority residents in the apartments; and
- Hispanic language and cultural barriers created problems in the apartments.

As a result, the evaluators added two anthropology faculty members to the research team — a male and female — with

expertise and experience in working with the Hispanic communities. Both of the new team members were fluent in Spanish. A graduate student in sociology at one of the local universities assisted with observations with the African American residents.

A second task to be accomplished during the scanning phase was to identify the relevant stakeholders. At the first meeting of the ESLC, all the community residents at the meeting were white (non-Hispanic people of European descent). They were also primarily homeowners. No apartment residents were members of the ESLC. The members present did include one apartment manager. The apartment complex she managed was reputed to be the best managed of the nine target complexes. She had a good relationship with the police at the East Arlington substation. Other members of the ESLC included a local businessman, police officers, a representative from the City Manager's Office, and a representative from the City Code Enforcement office.

During the scanning phase, the ESLC was concerned with how to incorporate apartment residents into the problem-solving process. Barriers that were identified to participation by the apartment residents included: (1) apathy on the part of the apartment residents, (2) lack of time to attend meetings in the evenings because of other work and family obligations, (3) language barriers for the Spanish-speaking apartment residents, and (4) fear of the police and/or fear of deportation by the Immigration and Naturalization Service (INS) for the undocumented Hispanic apartment residents.

Fear of the INS was not unrealistic. During the project, the INS implemented a retroactive programme to identify immigrants — including those who were legal permanent residents of the US — who had three or more arrests for driving under the influence of alcohol and deport them. These convictions could have been as long

ago as 10 years. Many of the 400 immigrants in the state who were identified in the first week of the initiative had dependent wives and children who were left in the US after the offenders were deported (Trejo, 1998). Given the difficulty of getting apartment dwellers involved in the project at the outset, a major goal of the project was to find a way to involve this population in the planning, a goal that the project eventually was able to achieve, although not in the way the project leaders could have anticipated.

At the end of the scanning phase, the COPS programme held a national-level training session near Washington, DC. The purpose of this meeting was for the police/evaluator partners to help coordinate the evaluation of the projects across the 15 sites that had by then been chosen to be evaluated in depth. During that meeting, a major task was to develop a common definition of the problem to be evaluated; in this case, loitering and disorderly conduct. According to Curtis (1998), the following common definition was developed:

- Loitering and disorderly conduct include general disruptive behaviour in public places or behaviour not in public that affects public places or is *perceived* to affect public safety or public order.
- Loitering and disorderly conduct include behaviour that is disturbing, annoying, or alarming to the public and may include activities outside of criminal behaviour.

After lengthy discussion in this national COPS training session, an overall definition of loitering and disorderly conduct included a list of 22 specific 'core behaviours'. These behaviours included: drug use and/or evidence of drug use, graffiti, indecent exposure, loud and/or offensive behaviours, lower level street assaults, nuisance behaviours, obstructing the flow of vehicular

traffic, offensive or provocative behaviour, aggressive panhandling (begging), public congregation, public drug sales, public intoxication and or/consumption of alcohol, public urination or defecation, solicitation, suspicious persons and/or behaviour, trespassing, vandalism, verbal harassment and/or gestures, and weapon display.

Analysis phase

During the analysis phase of the project, the ESLC task was to attempt to analyse the loitering and disorderly conduct problem so that interventions could be tailored to fit the problem.

Methodology

The ESLC members, including APD officers and the evaluators, worked together to develop a three-pronged methodological approach to gathering information during the analysis phase, and again during the assessment phase. The three methodologies included: (1) collection of police data on calls for service, (2) collecting data from community stakeholders using focus groups, and (3) collecting information from the apartment residents using participant observation. Data were collected from all three sources during the analysis phase, and again in the assessment phase. It was hoped this would allow the ESLC to determine if the responses to the problems of loitering and disorderly conduct had produced any effects.

A simultaneous major new initiative for the APD, funded by the grant, was the purchase of a GIS (Geographical Information System) software package. The GIS software was able to record and analyse calls for service based on the type of 'crime' reported and the geographical location of the crime. These data could then be mapped to show patterns in time and space. A technical assistant was hired and trained

in the use of this system. Police data were coded using the 22 specific categories developed at the COPS workshop in Crystal City, Virginia.

Focus groups were then conducted with stakeholders who were known to perceive loitering and disorderly conduct as a problem in the apartments. These stakeholder groups included homeowners in the neighbourhoods, businesses near the apartment complexes, the police, and apartment managers. Two focus groups were conducted with homeowners ($n = 3$, $n = 5$), and one focus group was conducted with each of the other three groups — police officers ($n = 7$), apartment managers ($n = 5$), and business managers ($n = 3$). The ESLC members assisted the evaluators in the focus group process by developing questions, recruiting participants, and by participating in finding sites and interpreting the results.

Two of the evaluators who were familiar with Hispanic cultures from Mexico and Central America conducted participant/observation studies of the Hispanic apartment residents. A male was recruited to observe the Hispanic males and a female to work with the Hispanic women. An African American male conducted observations with the African American apartment residents.

Loitering and disorderly conduct

Table 1 contains a summary of the major problems as defined by each of the three methods. In the police calls for service, the major cause of calls for service was loud and/or offensive behaviour. Such problems had generated almost three times as many calls for service (159) in the six months before the grant began as did the second most common complaint. The second most common call for service was for suspicious persons and/or behaviour (59), with twice as many calls for this reason as for the third

Table 1: Major Loitering and Disorderly Conduct Activities as Defined by Each of the Three Methods, 1 October 1997–31 March 1998

<i>APD Calls for Service</i>	<i>Focus Groups</i>	<i>Participant Observation</i>
Loud/offensive behaviour (159 calls)	Noise/music (5 groups)	Alcohol abuse
Suspicious persons/behaviour (59 calls)	Criminal mischief/vandalism/graffiti (5 groups)	Property destruction
Vandalism (30 calls)	Litter (5 groups)	Trash
Lower level street assaults (25 calls)	Confrontational behaviour (4 groups)	
Public intoxication/consumption of alcohol (20 calls)	Alcohol (4 groups)	
Drug use/evidence of drug use (15 calls)	Offensive language (3 groups)	
Trespassing (11 calls)	Drugs (2 groups)	
Weapon display (10 calls)		
Verbal harassment/gestures (8 calls)		
Nuisance behaviour (8 calls)		
Public congregation (7 calls)		
Offensive or provocative contact (7 calls)		
Public drug sales (6 calls)		

most common reason. The next most common reasons for calls were vandalism (30), lower level street assaults (25), and public intoxication or consumption of alcohol (20).

In the focus groups, participants developed their own definitions of what was meant by 'loitering' and 'disorderly conduct'. Loitering was ultimately defined to mean 'hanging around, being in an area for no specific purpose or reason'. Disorderly conduct was defined as 'a disruption of the peace and tranquility of the neighbourhood that interfered with others' enjoyment of their neighbourhood'. It was also perceived to be 'a lack of respect and consideration for community and neighbours, a type of behaviour that leads to other crime, and creates a sense of uneasiness in others'.

The focus group participants reported that the three most common loitering and disorderly conduct (hereafter 'L/DC') problems with the residents of the apartment complexes were (1) noise and loud music,

(2) criminal mischief (including vandalism), and (3) graffiti and litter. The next most commonly mentioned problems to emerge from the focus groups were: (1) confrontational behaviour and (2) public use and abuse of alcohol. Drug use and offensive language used by the apartment residents were also mentioned. The two groups of apartment residents that emerged as the predominant participants in loitering and disorderly conduct were: (1) adult Hispanic males, and (2) teenagers, especially boys, of all racial and ethnic groups.

The Hispanic males were reported to engage in loitering and disorderly conduct behaviours after 5 pm during the week as well as at the weekends. The teenagers were reported to engage in these behaviours before and after school hours. Both groups were reported to increase their rates of L/DC behaviours during warm weather. The Hispanic males were reportedly observed in parking lots and on apartment balconies, or, in the case of rental houses, in the front yards. The teenagers, by contrast, were

more transient. They often moved between apartment complexes, sometimes through fences that made it hard for patrol cars to follow. They also congregated around telephone booths, convenience stores, shopping centres, and car washes. The focus group participants reported that they believed that the reason for the L/CD conduct of the Hispanic males was that the patterns are a part of 'Hispanic culture'. The teenage behaviours were attributed to boredom, lack of parental supervision, insufficient parks, no public transportation, cost of recreational activities, and no teenage curfew in the city.

The observations by the participant observer researchers of the Hispanics in the apartment complexes revealed that alcohol abuse, property destruction and improper disposal of trash and litter were the major problems observed. The evaluator/observers reported that everyday use of alcohol and alcohol abuse are not normative behaviours in Mexico (where most of the Hispanic immigrants originated), and that such behaviour is considered offensive in Mexico as well as in the US.

The evaluators described the cultural patterns that are normative in a Mexican village and suggested that some of the behaviours that the Anglo homeowners and the police observed were being misinterpreted. For example, it is common in Mexican villages for men to gather after work in public areas of the village to socialise, to discuss events, and to solve community problems, such as helping the men find new or better-paying jobs (Rodeheaver, 1999). Drinking during these gatherings is usually reserved for holidays and weekends and typically occurs in public places rather than within the home. The home is reserved for cooking activities of the women, who often prepare food in a communal kitchen for consumption by a group of families. Lack of communal space in the apartment complexes, as well as in the city

in general, is frustrating for the Mexican immigrants.

Arlington is a large city of more than 250,000 people, located within a larger metropolitan area of nearly six million people, but it has traditionally rejected attempts to implement mass transit systems. The result is that residents are often not readily able to leave their apartment complexes. They use the public parking areas as a substitute for the communal space in the village square that they would have used if still in Mexico. The observers also pointed out that in Mexico, there are two kinds of public parks, one for families to use for picnics and children's activities, and a second park for male sports activities. The men find it frustrating that they do not have similar separate parks in the US and do not consider it appropriate to use school playgrounds for sports activities.

Finally, language creates a serious barrier for the immigrants. The men are not able to participate in city-organised sports because they only speak Spanish. Because they do not speak English well or at all, the women have difficulty getting jobs and shopping, as well as helping their children with school activities.

The observers also noted a circular migration pattern in some of the apartments, associated with a return to Mexico in December and January for religious holidays, and in the summer months for agricultural work at home. This creates seasonal periods of high and low occupancy in some of the apartment complexes. Stereotypes of the Mexicans in the apartment complexes held that they were transient. The researchers found that to a great degree this was untrue. Instead, each apartment complex tended to correspond to a separate village in Mexico. Many residents in each complex had lived in that complex with stable neighbours for many years. Some might return to Mexico seasonally, and take a new apartment when they returned, but

even then they typically returned to the same apartment complex they had been living in beforehand.

Fear of crime

Focus group participants were asked about their fear of crime as a result of loitering and disorderly conduct. There was consensus that the residents and staff of the apartments, as well as the homeowners in the neighbourhood, were afraid to report offenders because of a fear of retaliation. There was a general concern for the safety of children playing outside both within the apartment complexes and in the neighbourhoods. People reported that they were afraid to use public parks, that they routinely locked their doors when at home, and that they stayed home at night because of their fear of crime.

Quality of life

Focus group participants were asked about their quality of life in East Arlington as a result of the loitering and disorderly conduct. They reported that they believed that it made living and working in the community less pleasant. They believed that it had resulted in a decline of the reputation of the community. They emphasised that it limited the freedom of the community residents.

Financial costs of loitering and disorderly conduct

The focus groups participants were asked to identify the costs associated with the L/CD behaviours in East Arlington. Costs mentioned included decreases in property values, lower rental rates for rental property, cost to clean up trash and graffiti in affected neighbourhoods, loss of tax revenues to businesses, and expenditures of tax funds for police to respond to calls for service in the area.

Response phase

Data collected using the three methodologies were shared with the ESLC. Participants reviewed the data on the perceptions of the problem, and brain-stormed possible solutions to the problems they had defined. As a result of their analysis, the ESLC identified six problems and developed specific responses tailored to those problems.

Insufficient police coverage

Insufficient police coverage in the apartment complexes was identified as the first problem to be addressed. The Arlington Police Department began to use two-person patrols.

Lack of responsibility by apartment owners

While several of the apartment managers attended the ESLC meetings over the course of the project, the owners never did take an active part. Most of the apartment complexes were owned by absentee landlords or corporations. Many owners were disinclined to make improvements in their complexes. They seemed aware that the immigrant population was fearful of the police and INS and they, therefore, could largely ignore their dissatisfaction with poor housing conditions. The major implemented solution was for the ESLC to send letters to the apartment owners, explaining the project to them and inviting them to participate. The ESLC also began a 'secret shopper' programme, wherein members would anonymously go through a complex as if looking over the property to live there. They would make lists of inadequacies they identified. These lists were eventually shared with the managers. It was hoped that managers would then pressure the owners to make improvements. However, it was important to reassure the managers that it was the owners whom the police and code enforcement officials sought to pressure. Otherwise, managers would become

increasingly fearful of the police and the whole notion of community policing would be subverted.

Poor lighting and poor visibility of addresses within the complexes

Police officers and others often commented on the difficulty of finding the right address in response to calls for service from the apartments. In response to these problems, the ESLC recommended that the apartment managers improve the lighting around the complexes and improve the visibility of the addresses within the complexes. The apartment manager who served on the ESLC was instrumental in preparing written documentation that installing new lighting or upgrading ageing systems is often cost efficient and can save owners considerable money.

Insufficient parks, youth activities and transportation

The ESLC members discussed the need for more parks in East Arlington, especially parks for children and parks with soccer fields that the Hispanic men could use. They also noted that it was difficult for teenagers in East Arlington to get to other parts of Arlington to participate in recreation activities because Arlington has no public transportation. The Arlington Youth Services programme was approached to provide more transportation from the apartment complexes for the young people.

Lack of parental involvement

The ESLC noted that parents, particularly Hispanic parents seemed not to be very involved with their children's school activities. Some solutions that were discussed included fining the parents when the children got into trouble or calling Child Protective Services (sometimes called 'the welfare department') and having the children removed from neglectful parents.

Another suggestion was to develop parenting classes. Also mentioned was the idea of educating parents about the needs of their children, particularly the Hispanic immigrant parents who were unfamiliar with the norms and values of the larger community. The solutions that the ESLC actually implemented included development of a school programme to increase parental awareness of the problems of loitering and disorderly conduct among teenagers. They also suggested increased family activities in the community in general. However, the real breakthrough in the entire project occurred serendipitously at this point in the project.

Amigos en Azul

Officer Henry Hernandez, a bilingual sergeant of Mexican American heritage, had been assigned to the police storefront office for the apartments. The storefront was located in one of the apartment complexes. 'Storefronts' seek to place one or two officers in the community in spots other than police stations or patrol cars. Sometimes a vacant apartment was used.

The APD leadership believed that it would be helpful to have an officer with a Hispanic heritage to occupy this position, especially an officer who spoke Spanish. Officer Hernandez was asked to take on the assignment, but he had never been comfortable with his role in the storefront. He often commented in the ESLC meetings that he became a police officer so that he 'could fight crime, not be a babysitter'. As a part of his duties as a storefront officer, he was expected to work the evening shift, and to attend community meetings related to the daily lives of the residents of the apartment complexes. This involved attending Parent-Teacher Association (PTA) meetings at the local schools.

In the course of attending his first PTA meeting, Officer Hernandez discovered that the Mexican mothers in attendance could

not understand the presentations that were being given in English. To help them, he gathered them around him and he began translating for them. When they discovered he was bilingual, they began to ask him questions that they had not been able to ask anyone else. Officer Hernandez was touched by their genuine concern for their children and by the difficulties they had adjusting to life in this new country. As a result of that meeting, Officer Hernandez organised a group of more than 40 Mexican American officers. They created a volunteer organization known as *Amigos en Azul* ('Friends in Blue').

These officers began to volunteer their time to work with the young Mexican children and teenagers, to help them learn about the culture of the US, to get them organised into sports, to help provide them with Christmas gifts, and to help them appreciate the value of getting an education, especially a college education. Since its inception, this initiative has expanded to include faculty and students at one of the local area universities who are now volunteering to help the organisation

and to provide mentoring and financial aid to promising members of the immigrant community.

Impact Assessment

Impact was assessed using measures that were parallel to measures used in the scanning and analysis phases of the project. These included data from the police calls for service, focus groups, and participant observation reports from apartment residents.

Calls for service

Overall, calls for service for specific behaviours defined as loitering and disorderly conduct increased from 373 calls in the baseline period to 444 calls in the impact assessment period, as shown in Table 2. However, if one looks at the specific behaviours targeted by the Arlington community, the picture is more positive. Calls for service for loud and/or offensive behaviour, the most common call for service during the baseline period, decreased by 21.4 per cent from the baseline to the impact assessment period.

Table 2: Arlington Police Department Calls for Service

<i>Behaviour</i>	<i>Baseline Measures</i>		<i>Impact Assessment</i>	
	<i>1 Oct. 1997–31 Mar. 1998</i>	<i>N</i>	<i>1 Oct. 1998–31 Mar. 1999</i>	<i>N</i>
Loud/offensive behaviour	159		125	
Suspicious persons/behaviour	59		80	
Vandalism	30		57	
Lower level street assaults	25		63	
Public intoxication/consumption of alcohol	20		3	
Drug use/evidence of drug use	15		22	
Trespassing	11		5	
Weapon display	10		9	
Verbal harassment/gestures	8		18	
Nuisance behaviour	8		23	
Public congregation	7		10	
Offensive or provocative contact	7		6	
Public drug sales	6		1	
				<i>Per cent Change</i>
				-21.4
				35.6
				90.0
				152.0
				-85.0
				46.7
				-54.5
				-10.0
				125.0
				187.5
				42.9
				-14.3
				-83.3

Another of the top five specific reasons for calls for service in the baseline period was 'public intoxication and consumption of alcohol'. Inappropriate use of alcohol had been one of the top five complaints from the community stakeholders' focus groups, and had been the major offence observed among the Hispanic male apartment residents by the participant observers. Calls for service for alcohol related behaviours were reduced by 85 per cent from the baseline to the impact assessment period. Other calls for service that decreased from the baseline to the impact assessment period were trespassing, weapon displays, offensive or provocative behaviour, and public drug sales. Calls that showed increases were suspicious persons and/or behaviour, vandalism, lower level street assaults, drug use or evidence of drug use, verbal harassment and/or gestures, nuisance behaviours, and public congregation.

Discussions with police officers indicated that they believed that the COPS model and increased police presence in the apartment complexes had made some residents feel more comfortable calling the police to report loud and disorderly conduct behaviours, thus increasing calls for service overall. This suggestion is consistent with many studies that show when relations with the police improve official statistics increase due to a greater willingness to report (Siegel, 2000).

Focus groups

Five focus groups were conducted in the impact assessment period with the same four groups of stakeholders as in the baseline period. Participants in the focus groups were kept as similar as possible in the baseline and impact assessment groups, with changes occurring only where key personnel had changed (the police) or a new player with a new agenda had become prominent (neighbourhood residents).

Perceptions of loitering and disorderly conduct

Most perceptions concerning loitering and disorderly conduct remained constant from the baseline to the impact assessment measures. During the baseline period, the predominant groups perceived to be engaged in L/DC behaviours were Hispanic adult males and teenagers. In the impact assessment period, three of the five groups (homeowners, police, and apartment managers) mentioned a new group — a white, transient adult male homeless population — as a significant part of the L/DC problem. Loitering by this group was centered on businesses, particularly businesses that sell alcohol, and temporary employment agencies.

Police officers involved in the project confirmed that there has been a very noticeable increase in homeless males in East Arlington due to the expansion of services to the homeless, and to the opening of temporary day labour offices associated with a religious charitable organisation in that sector. Day labour centers are places where men wait to meet employers who hire them by the day, so the men looking for work would be hanging around that office from early in the morning until evening. The police report that the residents affected by this problem were outraged and very vocal, more so than was ever the case with the L/DC problems in the target apartment complexes. They say that this is because the homeless population is much closer to the area in which the focus group participants themselves live, and therefore affects their daily lives much more than the behaviour in the apartment complexes.

Fear of crime

71 per cent of the focus group participants thought that their neighbourhood was safer as a result of the COPS project. Reasons cited by participants for the increased safety included added security, additional lighting

in apartments, apartment managers 'walking' their properties to check on residents and behaviour, community involvement in solving the problem, increased community awareness of the problems of L/DC, increased communication with the police, and consistent responses to problems from the police.

Quality of life

For all five focus groups, there was the perception that there has been some improvement in the quality of life. Use of two-person police patrols in the apartments was evaluated very positively. The police officers said that the two-person patrols resulted in increased arrests because the officers were more willing to approach and arrest offenders in two-person patrols as compared with single-officer patrols. The police officers also said that the project had encouraged some of the least responsible apartment owners to sell their property to new owners. Officer Henry Hernandez's efforts to establish a police volunteer organisation to work with the Mexican youth was evaluated particularly positively by all the participants.

Participant observations

Apartment residents

The observers found that the residents in the apartments in East Arlington continue to reside in what may be described as 'ethnic enclaves'; groupings of residents, based on kinship and on communities of origin in Mexico. They state that 90 per cent of the residents of apartments in East Arlington are Hispanic. The observers found that the Hispanic apartment residents were never aware of the COPS project. In spite of frequent suggestions by the evaluators that this would be a desirable strategy, apartment residents were never brought into the community problem-solving process and never attended meetings of the

ESLC related to COPS.⁵ The inability of the apartment residents to correlate the COPS programme culturally with anything within their cultural knowledge base, coupled with the fear or retribution over their participation, remained strong despite the presence of Latino police officers, improved services within their apartment complexes, and conversations with the anthropologists on the project. This is not an uncommon problem in urban areas where a distinct cultural neighbourhood is not visible and Mexican immigrants remain on the periphery culturally, linguistically, and politically. The general consensus of the residents of the apartments who were interviewed is that there had been no change in crime or in the quality of their lives over the 18 months of the project. Some residents noted that there seemed to be more of a police presence than before, although the apartment managers and custodial staff were more aware of this change than the residents. In general, the apartment residents stated that they were most concerned with making a decent living and 'getting by'. When there were specific complaints, they tended to draw more attention to problems associated with housing conditions.

Arlington Police Department

The observers believe that the police have developed a deeper appreciation of the complexity of the issues of cultural diversity in East Arlington. The observers made three major observations about the effect of the COPS project on the APD. First, there was an increased police presence in the neighbourhoods and this presence was perceived by many residents to be less hostile. Secondly, the project created and established new links and opportunities between the APD and the concerned neighbourhood residents and apartment managers. Thirdly, the project provided the opportunity for the foundation of the 'Friends in Blue' organisation initiated by Officer Henry Hernandez

which was leaning towards the creation of primary social control from within the immigrant population.

East Sector Leadership Committee

The observers noted that the ESLC was not successful in bringing the Hispanic apartment residents into the community building process. The observers believed that this was because the apartment residents were different culturally and ethnically from the ESLC members, and that the Hispanics were predominantly Spanish-speaking. The observers did note a certain amount of hostility toward the immigrants from some of the ESLC members. As pointed out by one of the anthropologists on the research team, the dominant culture in any situation almost always tries either to expel or isolate a population that is different, and failing this they try to absorb them through cultural assimilation. The response of the stakeholder groups as represented by the focus groups is entirely consistent with this observation. There was little recognition that the Hispanic population group would soon become the most numerous ethnic group in Texas and that this may require accommodation rather than assimilation in the long run.

CONCLUSIONS

The COPS project in East Arlington was successful in a number of ways. First, the project was largely successful in developing a community problem solving model that included community residents, the police, and other civil servants, working together to try to solve community problems at their source, using non-traditional solutions.

Secondly, the project was successful in getting the changing race and ethnic composition of East Arlington on the public agenda. For example, one Anglo homeowner who had been particularly intolerant of Hispanic immigrants at the beginning of

the project was subsequently overheard lecturing other community homeowners on Mexican culture and their (the homeowners') need for cultural tolerance.

Thirdly, at least one successful volunteer organisation has been formed by the Hispanic police officers, showing promise of bridging the cultural barriers between the Anglos and Mexican Americans on the one hand, and the new Mexican immigrants on the other. Organisations like '*Amigos en Azul*' can help young immigrants and their parents in the process of adaptation and assimilation. The '*Amigos en Azul*' project is reaching out to other partners that can potentially increase its success, including a local university with a strong commitment to increasing the educational attainment of the Hispanic population in the local area. This university has recently opened a Centre for Mexican American Studies and the new Director has taken a genuine interest in Officer Hernandez's work.

As noted above, a major strength of this project is that it occurred within the context of a larger effort at urban renewal in the city of Arlington that has broad-based political and community support. Because of that support, this project did not end when the COPS grant ended, but continues to affect the planning process in East Arlington.

Many police departments in the US are not yet involved in community-oriented and problem-oriented policing. The current study suggests that COP/POP approaches are valuable additions to the traditional set of tools available to the police. Traditional law enforcement is not well designed to address many of today's peacekeeping difficulties. This is especially true of those difficulties that arise because of rapid social change and pervasive increases in social diversity. While traditional policing models cannot, and should not, be abandoned in preference solely for COP/POP

approaches, police administrators and political officials ignore these new tools at the peril of their overall success.

However, in spite of certain successes, there were limitations. First, only one officer was involved in the programme. No additional police resources were used in the programme, nor could more resources be brought to bear for fiscal reasons. Secondly, the 'homeowner' residents (ie, stakeholders) in the ESLC were predominantly white, while the 'apartment' residents were mostly Latino. None of the apartment residents was included as a member of the ESLC. These Anglo homeowners/'stakeholders' made the decisions in concert with the police, with no input from the apartment residents. Thirdly, the methodology was different for the stakeholders who participated in focus groups; whereas the Latino apartment residents were 'observed' and, when possible, questioned by researchers.

While the current study is geographically narrow in scope, the findings should nonetheless be highly meaningful in many locations around the globe. The pace and magnitude of global migration is increasing rapidly around the world. Police in many places will be increasingly confronted with problems that do not grow out of deviant or inadequate personal socialisation, mental disorder, or individual greed. Instead they will confront more and more public order and peacekeeping issues arising out of new confrontations between long-established cultural traditions that will clash in new and unexpected ways. The use of COP/POP methods has the potential to identify such cultural discomfitures and plan interventions to deal with them early. Surely this is better than waiting until after the worst has happened and the only choice is to respond with the traditional, and less desirable policing methods.

END NOTES

- (1) The origins of community-oriented policing may be traced to the work of criminologists, Herman Goldstein (1990) and Robert C. Trojanowicz (1994). For example, in 1983, Trojanowicz founded the National Center for Community Policing at Michigan State University and served as its director until his death in 1994. Trojanowicz wrote several textbooks outlining community policing, culminating in his 1994 book.
- (2) Geographic policing refers to the use of crime mapping and analysis of data from these maps. This is combined with assigning officers to areas on a geographic basis ('natural areas' in the Chicago School urban sociology). For a detailed online description of geographic policing, see Burton (2002).
- (3) Much of the following discussion is based on earlier reports which may be found in Eve et al. (1998), Eve, Burton, et al. (1999) and Eve, Eve, et al. (1999).
- (4) SARA is an acronym standing for the four stages of problem-solving projects: Scanning, Analysis, Response and Assessment (US Department of Justice, 1996).
- (5) We suggest that this may be a major flaw in this project's design. The 'homeowner' residents (ie, stakeholders) in the ESLC were predominantly white, while the 'apartment' residents were primarily Latino. No apartment residents were included as members of the ESLC. These stakeholders made the decisions in concert with the police. The stakeholders were surveyed as part of focus groups. The Latino apartment residents were 'observed' and, when possible, questioned by researchers.

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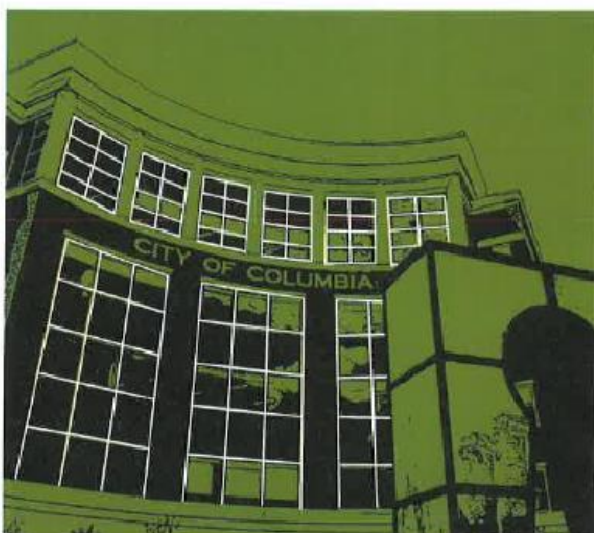
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Appendix J

City of Columbia Missouri Strategic Plan 2016 - 2019

Strategic Plan 2016-2019

City of Columbia, Missouri



October, 2015



CITY OF COLUMBIA

Vision

Columbia is the best place for everyone to live, work, learn and play.

Mission

To serve the public through democratic, transparent and efficient government.

Core Values

- Service:** We exist to provide the best possible service to all.
- Communication:** We listen and respond with clear, compassionate and timely communication.
- Continuous Improvement:** We value excellence through planning, learning and innovative practices.
- Integrity:** Our employees are ethical, fair, honest and responsible.
- Teamwork:** We achieve results by valuing diversity and partnerships within our own organization and the community.
- Stewardship:** We are responsible with the resources the community entrusts to us.

Core Competencies

- Full-service City
- Excellent customer service
- Opportunities for citizen involvement
- Strong financial management

We created the City's very first strategic plan in 2012 and, over the next three years, achieved solid success in five of seven priorities: customer-focused government; economic development; financial health; infrastructure; and workforce. Improvements in those areas are now part of our City culture. We held even in health, safety and well-being, lost ground in development and will dig deeper to learn what's essential for success.

This 2016 – 2019 strategic plan is dedicated to making Columbia the best place for *everyone* to live, work, learn and play. It's based on trends observed in the community, an assessment of external threats and opportunities and review of internal strengths and weaknesses. It represents the City's effort toward the common cause of making Columbia a place where all families cannot only live...*but thrive*.

What we've observed: Columbia, a Tale of Two Cities

With its vitality and high quality of life, Columbia continues to attract new residents and new investment. Because our local economy is mainly powered by education, health and insurance, we did not experience the type of suffering that some cities endured during the last recession.

There is, however, another story running beneath the economic recovery. At its peak in 2009 and 2010, Columbia's unemployment rate was about 6.5%, three points lower than the US rate. Looking more closely, the pain was not equally shared. In 2009, the white unemployment rate was 5.3%, and it improved to 4.4% in 2013. The 2009 black unemployment rate was 14.1% and is higher now—post-recession—at 15.7%. We're also seeing increased poverty, decreased per capita income and a growing gap between skills our employers need and skills our residents possess.

This imbalance is one of the greatest challenges we face in Columbia, our nation and across the globe. We prefer a community where everyone, including City employees, can thrive. We can't ignore this gap as long as there's something we can do to open economic and social opportunities, strengthen and secure neighborhoods and support our citizens with excellent service.

2016 – 2019 Strategic Priorities and Questions

1. Economy: Jobs that support families - How do we create more living wage jobs?
2. Social Equity: Improving the odds for success - How can we strengthen our community so all individuals thrive?
3. Public Safety: Safe wherever you live, work, learn and play - How can we improve citizen satisfaction with public safety?
4. Infrastructure: Connecting the community - How can we build the future today?
5. Operational Excellence: High-level service from engaged employees - How can we improve workforce performance, engagement and satisfaction?

Opportunities, Strengths and Core Competencies

Several factors will help move these priorities forward. Worldwide attention...from the news media, religious leaders, researchers, elected and appointed officials and public, private and not-for-profit organizations...is focused on the uneven recovery from the economic recession. That opens the door to community partnerships. Columbia's local economy is strong enough to create more jobs throughout all sectors. Because of our core competencies, City staff is uniquely qualified to make a difference through the work they do, the integrity with which they manage tax dollars and their relationships with citizens.

Threats and Weaknesses

Other conditions will challenge our ability to succeed. Unless we can stop revenue losses associated with untaxed online purchases, the gap between community needs and available sales tax resources will grow and hurt our ability to serve all citizens. Without proper funding, infrastructure imbalances will worsen, potentially hurting neighborhoods, businesses and institutions. The City's own pay structure may be affecting our employees' ability to thrive and provide for their families. We send a mixed message if we don't address their concerns while we're encouraging the rest of the community to pay a living wage.

In the private sector, something is "strategic" if it provides a competitive edge. We believe that applies here. These strategic priorities were selected because they are the right things to do. If done well, Columbia will have an edge. People will aspire to live here because it truly is the best place to live, work, learn and play.

Mike Matthes
City Manager

(R147-15 Amended and adopted as amended by City Council, on September 8, 2015)

Strategic Priority: Economy...Jobs that Support Families

Strategic Question: How do we create more living wage jobs?

Outcome Objectives and Actions

1. Establish a baseline of current living wage jobs, and increase the number of living wage jobs until baseline is established (number currently undetermined).
 - Attract new businesses and expand existing businesses that pay a living wage
 - Expand air service and build a new terminal
 - Align REDI incubator program with strategic plan
 - Make the city friendlier to disadvantaged business enterprises
2. Reduce the median wage gap between white and minority households in Columbia by 5% in three years.
 - Financial literacy training (household budgeting) available for all City employees
 - Explore living wage strategies
 - Increase City workforce jobs that pay a living wage
3. Reduce the skills gap in the labor market by 10% in three years.
 - Certified “work ready” community created
 - Create a larger pool of trained workforce by partnering and/or funding programs such as Project Lead the Way, Job Point, C.A.R.E. and Cradle to Career
 - Increase number of under-represented groups in City STARS and LADDERS training
4. Further develop the City’s M/WBE program, including implementation of new city software to track M/WBE outcomes
5. Increase labor pool with the necessary skills for current and upcoming job openings
 - Supplement existing Job Fair (Fall 2018) with a career exploration component that includes Boone County School Districts and CPS

Performance Measures

- Personal income per capita, by race
- Living Wage Calculator from Economic Policy Institute
- Annual median household income, by race
- Poverty rate, by race
- Child and family poverty rate
- Percentage of City jobs with living wages
- Labor, supply and demand graphs or measurements
- Qualified candidate graphs
- Four-year high school graduation rate
- Kindergarten readiness programs
- Develop tracking for minorities in City STARS and LADDERS program
- Employment data over time

- Incubator clients, by race
- Map actual gigabyte availability over time
- Track economic mobility of youth to target resources utilizing existing Boone Impact Group (Heart of Missouri United Way, City of Columbia, Boone County) via Boone Indicators Dashboard
- Track M/WBE outcomes through new city software

Strategic Priority: Social Equity...Improving the Odds for Success

Strategic Question: How can we strengthen our community so all individuals thrive?

Outcome Objectives and Actions

1. Strengthen three low-to-moderate income neighborhoods by increasing neighborhood activities.
 - Identify criteria for selecting three neighborhoods
 - Conduct neighborhood needs assessment using surveys and focus groups
 - Develop plan to work with neighborhoods based on needs and interests
 - Based on neighborhood needs, increase the number of existing neighborhood building programs in areas
 - Based on neighborhood needs, work with community partners to explore possible use of violence interruption programs
2. Strengthen three low-to-moderate income neighborhoods by increasing healthy eating and active living.
 - Identify criteria for selecting three neighborhoods
 - Conduct neighborhood needs assessment using surveys and focus groups
 - Develop plan to address neighborhoods' needs for healthy eating and active living
 - Based on neighborhood needs, identify and coordinate with key partners (faith community, neighborhood associations, businesses, etc.)
 - Review and revise plan annually to be consistent with changing community needs
3. Strengthen three low-to-moderate income neighborhoods by increasing access to health care.*
 - Identify criteria for selecting three neighborhoods
 - Conduct neighborhood needs assessment using surveys and focus groups
 - Develop plan to address neighborhood needs related to access to health care
 - Coordinate with key partners to reduce barriers to access to health care
 - Review and revise plan annually to be consistent with changing community needs

*Input from residents show a low need for this objective. Grant that funded staff to do this work ended although efforts to connect pregnant women with healthcare coverage will continue.
4. Strengthen three low-to-moderate income neighborhoods by increasing participation in outdoor and cultural activities.
 - Identify criteria for selecting three neighborhoods
 - Establish baseline and pre/post-evaluation tool; increase participation in neighborhoods
5. Help 50 low-to-moderate income, first-time home buyers achieve home ownership.
 - Increase funding for Home Buyer's programs
 - Increase awareness of program

Strategic Priority: Improving the Odds for Success (cont.)

6. Increase the stock of affordable energy-efficient, universal design homes in Columbia.
 - Increase funding for current program
 - Add 12 homes by redeveloping vacant lots
 - Inventory housing stock and acquire funds to purchase identified properties
 - Create more lots for redevelopment by purchasing and demolishing three vacant or dilapidated properties
 - Explore policies to create incentives for building affordable homes that are energy efficient and feature universal design
7. Reduce carbon footprint, with emphasis on reducing residential energy consumption: policy development will be part of climate action to adaptation process.
 - Increase participation in home energy efficiency programs
 - Create cost share programs for energy efficiency in rental properties
 - Explore policies to increase energy efficiency in housing units
 - Help eligible City employees participate in energy efficiency programs
8. Integrate Municipal Court community docket as we work with families in the strategic neighborhoods.
9. Integrate recreational and cultural activities in the neighborhoods.
10. Complete the transition of facilitating and managing neighborhood meetings to neighborhood leaders.

Performance Measures

- Create measurement tool to develop a baseline of existing levels of neighborhood services
- Activities include: neighborhood associations; Neighborhood Watch groups; neighborhood clean-ups; citizen-driven code enforcement and compliance activities; neighborhood social activities; community gardens; neighborhood-based health living activities, like walking groups
- Create measurement tool to develop a baseline of existing neighborhood levels of access to healthy eating and active living opportunities
- Create measurement tool to develop a baseline level of residents who have limited access to health care
- Create measurement tool to develop a baseline of existing neighborhood levels of participation in outdoor and cultural activities
- Number of minority and low-to-moderate income persons participating in selected Parks and Recreation and Office of Cultural Affairs programs
- Number of low-to-moderate income, first-time home buyers
- Number of affordable housing units
- Number vacant/dilapidated homes acquired and redeveloped
- Emissions inventory
- Number of participants in energy efficiency programs
- Residential energy consumption per capita

Strategic Priority: Public Safety...Safe Wherever you Live, Work, Learn and Play

Strategic Question: How can we improve citizen satisfaction with public safety?

Outcome Objectives and Actions

1. Increase citizen satisfaction with overall quality of police services by 6% by 2019.
 - Achieve CALEA accreditation
 - Conduct optimization study and seek innovative methods to decrease officer workload and increase officer discretionary time in order to implement and support geographic-based community policing plan
 - Implement needs assessment recommendations to construct police facilities in geographically strategic areas to decrease response times and increase opportunities for more frequent, positive interactions between officers and the community they serve
 - Seek sales tax ballot initiative to increase staffing by 70 officers within three years to fully implement geographic-based community policing programs
2. Increase citizen perception of safety by 6% by 2019.
 - Continue positive, proactive communications between the community and the Police Department via social media
 - Conduct “crime trends” press conferences and regularly scheduled media Q&A sessions
 - Target “hot spot” areas by analyzing potential changes to physical or other environments that may improve crime rates, crime prevention and feelings of safety
3. Increase the coverage area in order to decrease the percentage of calls outside the four-minute travel time for the Fire Department by 6% by 2019.
 - Evaluate and implement recommendations to construct fire facilities in geographically strategic locations in order to reduce travel time
 - Explore non-traditional methods to expand service coverage area and decrease travel time
 - Seek sales tax ballot to increase firefighter staffing by 30 within the next three years
4. Encourage and facilitate more COU/Patrol collaboration; deploy a program to bring these two units together and share skills. Develop a COU/Patrol ride along/work together day on all squad days.
5. Increase citizen interaction with the police. Suggested methods include: Radio show on Facebook live, podcast or other unknown methods. Provide these on a regular basis by targeting younger people. Travel to the locations where people congregate; Douglass Park, etc. Choose topics that are relevant; i.e., gun violence, robbery, etc.

Performance Measures

- Citizen satisfaction – annual citizen survey
- Citizen perception of safety – annual citizen survey
- Percentage of incidents that occur in areas outside four-minute travel time, according to Fire Department data

Strategic Priority: Infrastructure...Connecting the Community

Strategic Question: How can we build the future today?

Outcome Objectives and Actions

1. Improve transit ridership through focus of resources on key geographic areas.
 - Evaluate and implement recommendations from transit consultant
 - Partner with Social Equity and Public Safety strategy teams to identify three key areas
2. Improve roadway corridor by implementing a complete streets policy within identified neighborhoods.
 - Partner with Social Equity and Public Safety strategy teams to identify three key areas
3. Maintain current rate of acres of natural areas with diverse habitats per 1,000 persons.
 - Use land acquisition matrix that prioritizes and evaluates diverse habitats
 - Work with City staff, landowners and developers to identify potential natural areas
4. Increase public engagement on infrastructure needs and projects in the neighborhoods.
 - Host interested parties meetings, attend community meetings, etc. to seek input on the following infrastructure projects:
 - Transit consultant recommendations
 - Whitegate Park
 - Hinkson Trail to Clark Lane design/construction
 - Further define locations for needs including: traffic calming, lighting and sidewalks

Performance Measures

- Ridership per vehicle miles traveled
- Number of roadways with increased road condition index ratings
- Reduction of sidewalk gaps, increase in number of crosswalks and ADA-compliant ramps
- Increased accessibility to transit
- Lower incidence of storm water complaints and work toward elimination of sewer back-ups
- Percentage increase in natural area within the City of Columbia
- Comparative research showing diverse habitat preservation

Strategic Priority: Operational Excellence...High-Level Service from Engaged Employees

Strategic Question: How can we improve workforce performance, engagement and satisfaction?

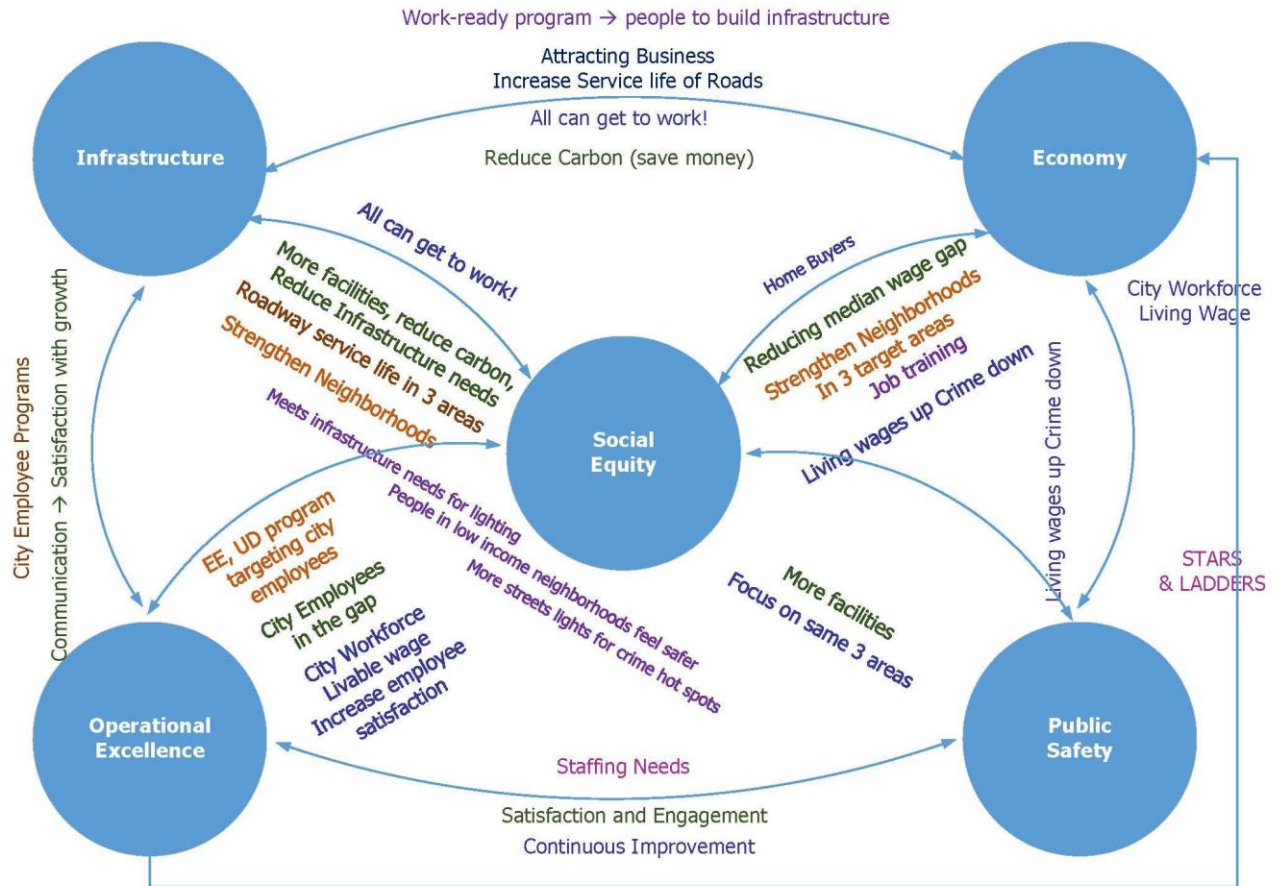
Outcome Objectives and Actions

1. Increase the City of Columbia's ability to recognize and address bias in its operations.
 - Create a process by which we evaluate internal processes, practices and policies for systemic and racial biases that contribute to inequity
 - Develop a plan to evaluate proposed policies that considers the needs of both dominant and minority groups
 - Implement an inclusion and diversity training program as a professional development priority
2. Increase City employee engagement and satisfaction by 3%
 - Create an employee engagement and satisfaction strategy
 - Create City employee satisfaction survey
 - Analyze and act on employee engagement and satisfaction surveys
 - Compensation Philosophy implementation
 - Continue Employee Reward and Recognition Program
3. Develop a baseline of Continuous Improvement (CI) opportunities in 2016.
 - Define and quantify CI opportunities
 - Create CI metrics
 - Adopt City-wide process improvement system
 - Integrate CI opportunities into performance evaluation and goals
4. Increase percentage of citizens who know who to contact for City services by 6% by 2019.
 - Public launch of Contact Center telephone number by 2018
 - City communication plan for internal and external audiences
5. Accredit as many departments as possible.

Performance Measures

- Number of staff trained in inclusion and diversity
- City employee survey results
- Continuous Improvement metric
- Citizen survey results

Strategic Connections



Appendix K

Community Feedback

Community Feedback for Community Policing

As part of the community policing efforts the City of Columbia is pursuing, there are seven public meetings scheduled to have a dialogue about community policing and gather feedback from Columbia residents.

Columbia Police Sgt. Robert Fox was chosen to lead the City's community policing efforts after the City Council directed City Manager Mike Matthes to design a citywide Community Policing Plan on Feb. 19, 2018. In August, the City Manager and Sgt. Fox will present a transition plan, timeline, and budget for modifying current CPD policies, procedures, and operations and implementing the new program.

For those who cannot attend the scheduled public meetings, this online form is an opportunity to provide input for the City's Community Policing Plan.

Discussion Questions

What would you like to see within the Community Policing plan? Some examples could include services that are offered, programs that are attended, philosophies that are adopted or ways in which trust can be strengthened between the CPD and community.

I'm worried about Police moral and the Dept backing the patrol officers, not just trying to keep the crybaby's happy. Let's enforce the law not bend it for criminals and crybaby's

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

How about it being paid for by the city instead of paying Mathis so much and get the good ol boy Network to stop spending rediculace money on pet projects.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Try the truth citizens first

Please provide any additional feedback.

Demographic Information

Responses to these questions are voluntary.

Please state your age

- Younger than 18
- 18-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65 and older

Please state your gender

- Male
- Female
- Non-binary/third gender
- Prefer not to say
- Other:

Please state your race/ ethnicity

- American Indian
- Asian
- Black
- Hispanic
- White
- Other:

What Ward of the City do you live in?

- Ward 1
- Ward 2
- Ward 3
- Ward 4
- Ward 5
- Ward 6
- Unsure

Contact Information

If you would like Sgt. Fox to follow up with you regarding the topic of Community Policing please enter your contact information below.

Name

Robert Shatlain

Email Address

Midmosarge@gmail.com

Phone Number

5733565459

This form was created inside of City of Columbia, MO.

Google Forms

Community Feedback for Community Policing

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Discussion Questions

What would you like to see within the Community Policing plan? Some examples could include services that are offered, programs that are attended, philosophies that are adopted or ways in which trust can be strengthened between the CPD and community.

I only see officers in vehicles with the windows up and tinted windows. They are never on the streets downtown. There is little effort to have officers known personally by community members downtown.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

They are already paid to patrol. Need to patrol in a way that gets them off their computer in their armored cars. First step - how about opening a windows? How about getting rid of tinted windows?

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Sooner change comes the better.

Please provide any additional feedback.

The few times an officer passes in his fortress downtown they are completely disengaged with what is going on the street. I have seen an officer drive past a brawl on the lawn of a church unaware people are calling for him to stop. What happens in COMO is not typical of what I see in other cities. We need officers engaged positively with the people on the streets.

Demographic Information

Responses to these questions are voluntary.

Please state your age

- Younger than 18
- 18-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65 and older

Please state your gender

- Male
- Female
- Non-binary/third gender
- Prefer not to say
- Other:

Please state your race/ ethnicity

- American Indian
- Asian
- Black
- Hispanic
- White
- Other:

What Ward of the City do you live in?

- Ward 1
- Ward 2
- Ward 3
- Ward 4
- Ward 5
- Ward 6
- Unsure

Contact Information

If you would like Sgt. Fox to follow up with you regarding the topic of Community Policing please enter your contact information below.

Name

John

Email Address

loryj@missouri.edu

Phone Number

573-823-9702

This form was created inside of City of Columbia, MO.

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Discussion Questions

What would you like to see within the Community Policing plan? Some examples could include services that are offered, programs that are attended, philosophies that are adopted or ways in which trust can be strengthened between the CPD and community.

Consistent patrol beats (ideally community policing officers live in patrol neighborhoods), every patrol officer has XXX discretionary time for outreach, more walking/biking patrols and less time in cars, more neighborhood liaisons such as Glenn Cobbins and Judy Hubbard; all officers must have communications training as well as implicit bias, cultural competency training; new policies that emphasize very lenient penalties, warnings, and actual support when people in poverty commit minor crimes; recruitment must attract officers with "guardian mentality" and appropriate skill-sets/interests, and reject those with "warrior mentality;" launch "Home-Grown Police Officers" program for long-term; thorough analysis of racial disparities in stops/searches data with an authentic desire to explain disparities

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

To decide how much to fund a community policing program, and what revenue sources to use, coordinate a large public forum on community policing, which includes presentations from other communities and facilitated small-group discussions around Columbia's version of community policing. Provide sample budgets for different models and collect feedback from the public.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Reduced crime, higher resident satisfaction with police, higher police officer morale; reduced racial disparities

Please provide any additional feedback.

Demographic Information

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Contact Information

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Name

Ian Thomas

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Google Forms

Community Feedback for Community Policing

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Discussion Questions

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Open dialogue and explanation on why African Americans are pulled over so much more often than white drivers. I'm a middle aged white guy that obviously benefits from the bias but I think it has to be fixed. Police have an extremely dangerous job but we need to do better to fix the systematic racism

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Track, report and improve the traffic stop bias on a quarterly basis

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Equity in treatment of citizens; stops for cause only.

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Apart from enhanced training, it does not appear that a great deal of additional funding is needed.

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Reduction of the ratio according to which African-American drivers are stopped more often than other drivers. Compilation of stops for cause (speeding, running stop lights, etc.) as opposed to other stops.

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I think the moral way to handle racial discrepancies within police actions, is to use data to find patterns. I think the city should hire a data scientist to review policy interactions with the public. I also think that if the enforcement interactions swing toward a particular race, than the community outreach projects need to be as geared toward that racial/neighborhood group to ensure police truly understand and empathize and build trust with the groups they're disproportionately targeting. I think that would lead to a decrease in bias, because you balance every negative interaction with a positive one.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

The first step forward is to understand how prolific the problem is. We can NOT simply say we'll investigate racial bias, and then do it in a lazy or unscientific way that makes it easy to say, "Nope, this is fine." Because it is clearly NOT fine. I think the budget should emphasize research and also that community members need to be involved with this part to feel included and like their concerns aren't being delayed. I think the areas that see the most police action need to be directly address in mailers or door to door to encourage public participation. This is where the money should be prioritized.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Well, you have to create a timeline for when the research's first phase is done. And then from there you can effectively measure the success in different outreach activities to see if it leads directly to greater trust and community appreciation of our police officers.

Please provide any additional feedback.

Data is key!

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Contact Information

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Name

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Phone Number

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1. Key outcomes desired from community policing. 2. Strategies to achieve increased trust and transparency between CPD and community. 3. Resources we have and need to achieve desired outcomes. 4. Key obstacles to achieving outcomes. 5. Focus group data on citizen attitudes towards CPD. 6. A measure of police officer engagement.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

I would be willing to pay a tax for the city-wide implementation of community policing.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

1. How quickly the City/CPD adopted a community policing plan. 2. How quickly the City/CPD gathered the resources/support necessary to implement the plan. 3. How quickly the CPD/City began implementation of the plan. 4. How effectively the plan reduced crime in the areas it was implemented. 5. How well trust was increased between CPD and citizens as a result of the adoption of the community policing model.

Please provide any additional feedback.

I've read that attendance is low for the community policing meetings. This suggests to me that the City isn't doing enough to generate turnout. It's hard work to get people to these kinds of meetings, but it can be done if you make it a priority to do so and do the work.

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I would suggest each council member station himself in the high crime area where most tickets are issued and see for himself which stops should not be made rather than making carte Blanche statements without first hand information. Statistics can be made to show any type results desired.

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Contact Information

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Name

Nancy Bradshaw

Email Address

nbmg2626@gmail.com

Phone Number

573 673 3817

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Discussion Questions

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More in depth analyzing of the data regarding the traffic stops as related to ethnicity.
Increased racial biased training for CPD officers - and community leadership.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

If there are racial disparities in how this community's police are enforcing the law, then there is no justice. The role of police in this community is to serve the community members. If further education or training or examination of how racial profiling plays a role in an officer's duty is required, then it needs to be done and set as a priority.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Data. Analyze the current stats. Increase training in racial bias. Gather more data in a specified time period and compare.

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More police, less firefighters

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Shift monies from fire department to police

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Less violent crime

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Police used to be called "flat foots" It would be nice if police could walk around in the neighborhoods to which they are assigned at times. However police are primarily for law enforcement and are not social workers. Knowing their people is always a good thing.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Look at the overall city budget and prioritize. Use a well balanced citizen's committee.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

crime reduction-response times to various types of calls police moral

Please provide any additional feedback.

Use committee leaders to promote respect for authority and put some religion back in the village square.

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573-445-5719

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Discussion Questions

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First, I appreciate the CPD officers who put their lives at risk and do their jobs well, with respect to the people they serve. But I would like to see the CPD changing its PHILOSOPHY of policing. CPD officers need to start seeing people (including poor Black and Latino young men) as humans with dignity and rights first, not just as potential criminals. I saw a video of a CPD officer harassing a young black man, CJ Stock, yelling at him that he couldn't be walking in the street, that he had to "move on," insulting him, and saying that he "probably had a gun". <https://www.riverfronttimes.com/newsblog/2016/08/17/cop-points-pistol-taunts-columbia-teen-in-newly-released-video> . In contrast, another officer interacted with the same young man in what I consider a more appropriate way (although I don't think it was a good use of resources to search his car, etc.): <https://www.youtube.com/watch?v=klyOYzxxu4> . People like CJ Stock are EXACTLY the kind of people that CPD needs to create a mutually trusting relationship with. He was once found with a gun belonging to his mother, and he had some traffic violations. He swore at police. But really, what has he done to endanger anyone? Why this use of resources to follow and harass this person just because he supposedly has "gang connections"? Why not use that officer time to build connections with people like him?

I also think of the case where a CPD officer was fired (rightly so) for assaulting a man in a jail cell because he was yelling or rattling the bars--and he was able to claim he did nothing against protocol, because the protocol itself is flawed. The job of police is to de-escalate conflict and peacefully apprehend people suspected of crimes, and keep passersby safe, not to yell at people, harass them, determine their guilt for those suspected crimes, or beat them up--ever. Changing this philosophy is likely to reduce tension and make police safer.

CPD should organize focus groups with young Black and Latino men about their interactions with police, and listen to their suggestions about how to de-escalate and make community-police relations better.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Changing philosophy does not require more money. In the example I gave above, the many officers dispatched to search CJ Stock's car could instead have used that time to form trusting relationships with him and other Black and Latino youth who have not committed any serious crime.

My other idea, organizing focus groups, is also not costly.

If money is spent, it should be spent on free mental health counseling (for officers and the public), substance abuse treatment programs, job skills programs--Health and Human Services. That is what will reduce crime, in combination with changing the philosophy of policing. More officers does not equal more safety--if the officers are doing what they did to CJ Stock.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

What I'm suggesting above takes time and a shift in officers' mentality, and I know that is not easy. Honestly, I think it would take years and years to get everyone to buy into a new philosophy. The important thing is that when new officers are recruited, they should be ones who value de-escalation and relationships over escalation, yelling, and beating suspects. One benchmark is that racial disparity in vehicle stops should be reduced within the next 2 years.

Please provide any additional feedback.

Thanks for asking for our opinions.

Demographic Information

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Asian

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Hispanic

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Other:

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Ward 1

Ward 2

Ward 3

Ward 4

Ward 5

Ward 6

Unsure

Contact Information

If you would like Sgt. Fox to follow up with you regarding the topic of Community Policing please enter your contact information below.

Name

Rosalie Metro

Email Address

rose.metro@gmail.com

Phone Number

5735294636

This form was created inside of City of Columbia, MO.

Google Forms

Community Feedback for Community Policing

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Discussion Questions

What would you like to see within the Community Policing plan? Some examples could include services that are offered, programs that are attended, philosophies that are adopted or ways in which trust can be strengthened between the CPD and community.

Have resource officers in every public school. This way the kids will trust CPD and will want to be helpful in the future.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

A small property tax increase.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

it will take time to build TRUST but it can happen

Please provide any additional feedback.

In this current environment a school resource officer with a police sub station in every school should be an easy sell to the voters with the current climate at schools. It takes a good guy with a gun to stop a bad guy with a gun. The resource officer would be a better approach than a teacher with a gun. The resource officer would also link needy families up with services they could use. Like hungry kids with the food bank. There will be large upfront cost with the infrastructure improvements. In the long run call times will be decreased and less time behind the wheel and increasing productivity.

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Name

Rex Campbell

Email Address

905 Edgewood

Phone Number

573 - 443 - 3098

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Please provide any additional feedback.

Police need to respond to citizens calls sooner. They are slow to responding. Hours to late.

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Change in police operations to allow assigned officers to actually interact with those in their beat and not just a special unit.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

As stated by the city manager - the city is experiencing a budget crisis. Therefore I see no reason to further burden the budgets of this city by adding another project that takes away from dwindling funds. Changing current operations should provide the necessary resources as far as police responsibilities.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

While measuring actual crime matters - the more important figure is perception of crime and confidence in CPD. This can be accomplished through surveys and partnering with the media to push such surveys to measure the entire community.

Please provide any additional feedback.

There are a lot of city programs that are for the good of the community that has terrible cost-to-benefit ratios (buses are the first that come to mind). Let's not let this project be another failed project that tried to do too much resulting in a disproportionate burden on the city.

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Training for new officers and those suffering from PTSD or others stress related psychological issues.

Training on proactive problem solving techniques, such as: <http://www.calea.org/calea-update-magazine/issue-101/police-training-officer-ptd-program>

How to engage with all members of the community respectfully, and mindful based approach to PTSD.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Have a training budget and free access to psychologists via insurance.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Survey people that have engaged with police officers. I have been in Columbia for 18 years, engaged with a police officer exactly 9 times. I am a Latin American and have been harassed 7 out of the 9 encounters.

Please provide any additional feedback.

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Name

Sândina Ponte

Email Address

sandinap@gmail.com

Phone Number

5738212234

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Ken Burton needs to retire.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Eliminate purchase of secondhand military equipment & fire Ken Burton.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

First, Ken Burton is gone. Second, the police officers of Columbia are listened to when they say they are unhappy. Police officers feeling unhappy and unsupported cannot participate in meaningful community policing.

Please provide any additional feedback.

FIRE KEN BURTON. "Pennies from heaven"? What a national embarrassment for Columbia.

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Officers are doing a great job reaching out to the community already.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

The city should provide more money to public safety.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Keeping the public updated on plans and timelines.

Please provide any additional feedback.

To successfully implement "community policing", it appears the staffing level is extremely low. Retaining officers with pay and other incentives will ensure steps in the right direction.

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A gradual roll-out and adaptation of current CPD community outreach practices over time, maybe five years. "Philosophy" is a somewhat confusing buzzword, but it is important to adopt an approach that balances effective law enforcement in partnership with community members, organizations, businesses and others. I suggest adopting the COU goals and objectives as the framework for the practice of policing, generally.

It won't get done, however, if CPD is not dedicated to giving every tool needed to the officers expected to bring peace and fairness to the community. Put the officer (and his or her family) at the center. Support with policies, training, equipment, coaching, supervision, leadership, pay, benefits, communication and nurturing (yes, "nurturing") so that each officer (and all in the person's command chain) can excel and feels part of a compelling, moral mission.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Assess all City resources assets available to CPD, including those contributed by other City staff members, organizations and the community (funds, capital, knowledge, time, advocacy, etc.). Determine what is needed to attain both the COU goals of practice and an excellent support system for officers (personnel, equipment, facilities, training, policies, advocacy, etc.). What's the gap between current and needed assets? What are realistic, acceptable levels of implementation over five years, and how much more is needed to reach each level? Personally, I would pay more in taxes, and property tax appears to be less volatile than sales tax. What about a utility fee? It's my understanding that, if voters approve an state fuel tax increase this fall, a portion of that funding can be used for local highways and policing (under Mo. Constitution). It's too early to say if the Supreme Court's recent ruling allowing sales tax on online purchases will increase local revenue.

There likely is little appetite to approve new taxes unless people trust the City to make good on its promises.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

If there are unrealistic goals subject to wide interpretation, "success" will be very hard to attain. The 2018 State of the COU report contains several measures, including those associated with the COU mission and goals. Very generally, I would want crime, citizen complaints and IA investigations to decline. I would want positive contacts with citizens to increase. I would want citizens to report higher levels of satisfaction with all aspects of police services. Important to identify what actions City can actually leverage to create change.

Please provide any additional feedback.

Enlightened, committed, sustained leadership from someone who truly loves and understands Columbia and its people is key. Avoid political solutions.

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I would like to see a change in the toxic culture that the CPD displays. I would like to see the predatory policing currently being practiced replaced with a guardian mindset philosophy that is more about how to help my neighbors and less about preying upon poor people, sucking them into the broken courts system, and robbing them of money/resources that they need to survive in our segregated community.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Until there is a change in the toxic culture, more money will only enable the toxic culture and promote the continuance of predatory policing in our impoverished neighborhoods. I object. Poor people cannot be a source of funding for our police and/or our court system. That is sick.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Gee, I don't know, maybe the easiest benchmark would be a reduction in the Vehicle Stops Report data that shows the % of black people pulled over in our community would be a start. Seeing fewer arrests and convictions would be a start. I never want to see someone spend a night in jail for a ticket that went to a warrant (because hello, people are poor) for a seatbelt violation, or a tail light violation, or a car registration violation. These are the easy low hanging fruit that regularly end people up in jail for the night and cost hundreds of dollars to fix. I object.

Please provide any additional feedback.

Chief Burton has created a toxic culture in our police department. The COU is ridiculed in that department as the BBQ brigade or something, which is unacceptable and indicative of the lack of respect department wide of the need for a change in philosophy. It is so broken. Nothing less than a change of leadership, and then an educating of our police force, will do the job. Burton is incapable and needs to be replaced, clearly. This is not rocket science.

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Stop carrying guns. Train officers to resolve problems with words.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Taxes. Honestly, how else do you fund the police? Bake sale? Companies need to pay more taxes. Companies do not pay their fair share.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Number of times officers have murdered people in the last year. Number of racial profiling incidents each year. The goal should be police not shooting anyone.

Please provide any additional feedback.

Make police resolve problems with words. Train officers in how to talk people down and resolve conflict with words. Police shouldn't carry guns.

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- Ward 1
- Ward 2
- Ward 3
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- Ward 5
- Ward 6
- Unsure

Contact Information

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Name

Email Address

Phone Number

This form was created inside of City of Columbia, MO.

Google Forms

Community Feedback for Community Policing

As part of the community policing efforts the City of Columbia is pursuing, there are seven public meetings scheduled to have a dialogue about community policing and gather feedback from Columbia residents.

Columbia Police Sgt. Robert Fox was chosen to lead the City's community policing efforts after the City Council directed City Manager Mike Matthes to design a citywide Community Policing Plan on Feb. 19, 2018. In August, the City Manager and Sgt. Fox will present a transition plan, timeline, and budget for modifying current CPD policies, procedures, and operations and implementing the new program.

For those who cannot attend the scheduled public meetings, this online form is an opportunity to provide input for the City's Community Policing Plan.

Discussion Questions

What would you like to see within the Community Policing plan? Some examples could include services that are offered, programs that are attended, philosophies that are adopted or ways in which trust can be strengthened between the CPD and community.

I would like to see police officers in a more educational setting. For example, I work with a group of students, and if I could have some officers come to the classroom and get to meet the students.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Unknown

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

Survey

Please provide any additional feedback.

Demographic Information

Responses to these questions are voluntary.

Please state your age

- Younger than 18
- 18-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65 and older

Please state your gender

- Male
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Be aware of officers that use their position to harass/target citizens for personal reasons. There have already been several instances of male officers sexually harassing female citizens, this is inappropriate and needs to stop, immediately.

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Fire officers engaging in illegal and unethical conduct--Officer Mitch Jones has sexually harassed/stalked various women around the community since around 2013, has been reported many times, and has managed to lie his way out of disciplinary action and/or termination. One of the IA officers, Sgt. Brian Tate, is/was also personal friends with Gamal Castille who was terminated for drug use and dealing--this is also highly suspect and should be looked in to; Someone responsible for investigating unethical behavior within the department should not, in my and many others' opinion, go on to have personal friendships with men/women who violated the code of conduct for LEO and the law.

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I would like to see a true transformation of street-level officers' perspectives. For example, rather than policing a community based on their idea of what needs policing, officers should understand how neighborhoods want to be policed.

For example, I'm not particularly concerned about non-violent drug dealers. The selling of drugs itself is not a crime that concerns me. I'm only bothered when drug dealing comes with property or violent crimes - sometimes drug dealing and other kinds of serious crimes go hand in hand, but sometimes they do not.

A portion of the Community Policing Program requires Sgt. Fox to outline a budget for implementing the program. What are some ways of funding the ideas listed above? Should certain programs or initiatives be given priority?

Everyone knows CPD needs more officers. CPD needs more officers even without community policing (though we do need community policing). I'm happy to pay a property tax, the most sustainable of all municipal taxes.

Another option would be an earnings tax similar to that in St. Louis, but I don't think that's even close to politically possible. I would support it, I do not think most people would support it.

I would like to take the chance to point out that, despite what some people believe, renters pay property taxes. My landlord owns the building, I pay him rent, and he uses part of that rent to pay taxes on the building. Anyone who thinks that renters do not contribute to property taxes is delusional.

I also often see students cast in a negative light, saying that they don't pay their fair share. If you think that students are a drain on the city budget, imagine what would happen without their hundreds of millions of dollars in the form of federal loans flowing into the city via taxes. Imagine university jobs going away. If you think online sales are hurting the budget, just imagine if students were out of the equation entirely. I think sometimes students are unfairly targeted as not contributing their share - they do contribute, and if you think there's a fiscal crisis now, imagine how bad it would be without the contributions of students or the jobs that universities in the area create.

The City Council has asked that benchmarks, goals, outcomes and a timeline for the Community Policing Program be established. What are some ways that you would measure the success of implementing your Community Policing ideas above?

- 1) Satisfaction with the police of the incarcerated
- 2) Satisfaction with the police of a representative random sample of the city
- 3) Satisfaction with the police of the homeless
- 4) A report that shows the different desires of different neighborhoods regarding how they would like to be policed - this would show where legwork was done to understand the different desires of different neighborhoods
- 5) A decrease in racial disparities in vehicle stops

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