Building Police-Community Trust in the Latino Community of Southwood in Richmond, VA

AN APPLICATION OF THE 'INNOVATIONS IN POLICING' MODEL FOR INCORPORATING PROCEDURAL JUSTICE IN EVIDENCE-BASED POLICING

POLICE EXECUTIVE RESEARCH FORUM

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An Application of the 'Innovations in Policing' Model for Incorporating Procedural Justice in Evidence-Based Policing

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RESEARCH FORUM

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Executive Summary

This report documents the Richmond, VA Police Department's efforts to build partnerships through the application of a model approach for increasing police-community trust and reducing crime in predominately minority, high-crime areas. This work was funded through the "Innovations in Policing" initiative of the U.S. Department of Justice, Bureau of Justice Assistance (BJA). The Innovations Model described in this report was developed by the Police Executive Research Forum (PERF), in partnership with BJA and experts in policing, crime prevention, and procedural justice.

Background

BJA awarded PERF an Innovations in Policing cooperative agreement to explore how efforts to build police-community trust, based on the concepts of procedural justice, could be combined with evidence-based policing strategies to reduce crime and violence in largely minority and immigrant communities. From 2012 to 2015, BJA and PERF worked with the Minneapolis Police Department (MPD) to develop a strategy for implementing and testing the model's approach. This model was first implemented by the Minneapolis Police Department and local justice partners in the East African community of Cedar-Riverside in Minneapolis, with promising results.[1]

Based on the original work in Minneapolis, BJA provided supplemental funding to PERF to document the implementation and findings of the Innovations Model approach in another community. This report documents the Richmond Police Department's implementation of the model through its "Southwood Engagement Project," and how it was adapted and implemented to meet the needs of a very different, yet similarly-challenged community.

The Southwood Engagement Project in Richmond, VA

The Richmond Police Department (RPD) is committed to building positive police-community relationships in the city, particularly in support of the city's growing Latino populations. Richmond Chief of Police Alfred Durham[2] recognized that this initiative could be another step in improving police-community relationships and reducing violence in these communities, and he committed the department to this effort.

RPD focused its efforts on the Southwood community, home to the Communities at Southwood apartment complex, located on the south side of Richmond. Southwood is a small, residential area with a majority Latino and Spanish-speaking population. Historically, Southwood has been a highly transient, crime-challenged area of the Second Precinct, but has not had the resources and programmatic support of other, higher-crime areas of the city.

Project Goals

- Increased community vitality and livability;
- Increased trust between the community and the police;

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1. See *Operational Strategies to Build Police Community Trust and Reduce Crime in Minority Communities: The Minneapolis Cedar-Riverside Exploratory Policing Study*, at: http://www.policeforum.org/assets/MinneapolisCedarRiverside.pdf

2. Chief Durham retired from the Richmond Police Department in December 2018; he led the department throughout the Southwood Engagement Project.

- Increased connections among officers, community members, and other city agencies to collectively solve problems;
- Decreased violence in Southwood and improved perceptions of the legitimacy of the criminal justice system in Richmond;
- A practical understanding of community trust-building among officers; and
- Mutual respect and understanding between police (patrol officers and supervisors) and the community.

Project Partners

When attempting to combine the principles of procedural justice with evidence-based policing practices, community organizations and criminal justice partners play a critical role in successfully engaging community members. PERF encouraged Richmond police to engage various community stakeholders and justice system agencies throughout the project. Over the course of the year, RPD built and strengthened its relationships with many stakeholders, including:

- Southwood community groups (including community, business, and religious leaders);
- Richmond's Commonwealth Attorney's Office;
- University of Richmond School of Professional and Continuing Studies;
- Richmond Public Schools; and
- Department of Emergency Communications.

The project in Richmond followed a relatively short timeframe: a 12-month planning phase (May 2015 – April 2016) and a 12-month implementation phase (May 2016 – April 2017). This required project partners to rapidly implement new measures. All partners were attuned to the needs of the community and were willing to work with RPD in crafting an approach that fit the needs and concerns of the residents of Southwood.

Project partners met regularly to review progress, discuss challenges and issues, and revise the approach as necessary. Richmond structured and implemented this project in a different format from the Minneapolis approach, which demonstrates the adaptability of these concepts.[3]

Challenges and Results

Over the course of the project, the RPD project team experienced little turnover, which was a positive aspect in maintaining support and ensuring the team had consistent knowledge about the project. However, department-wide staffing and scheduling changes at RPD made it impossible to have a team of patrol officers who were consistently assigned to the project and who could offer input on strategy and decisions. The engagement of officers, and particularly the beat officers who worked with the Southwood community, proved to be a valuable component of the initiative, but it is unclear whether this support extended beyond the RPD personnel who were actively engaged with the community daily, or who embraced the model's concepts.

The work conducted in Richmond validated the critical components of the Innovations Model, as well as the more flexible aspects of the model. The goal of the Innovations Model is to infuse the principles of procedural justice into evidence-based policing practices to improve crime reduction in challenged communities.

It is important to note that when the Innovations Model was first being tested and evaluated in Minneapolis in 2015, the concept of procedural justice in policing was a new idea. (Procedural justice involves four basic duties for police: giving community members opportunities to express their concerns; applying laws and rules

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3. For example, RPD chose to utilize the Incident Command System (ICS) as a way to organize and administer work on the initiative. This is discussed in more detail in Chapter 2.

fairly and even-handedly; treating all community members with respect and dignity; and being transparent about police actions and processes.)

The Minneapolis project, as well as the Richmond project described in this report, were exploratory efforts to "operationalize" procedural justice, and to test whether it can have a positive impact on communities and on police-community relationships.

Many of the lessons learned in Richmond were also experienced in the Minneapolis Exploratory Study of the Innovations Model. After implementing the Innovations Model in two similar, yet unique, com¬munities with different approaches, there are several key lessons the PERF team has learned for success:

1. **Overcoming language and cultural barriers is an important first step.** Dedicated officers who speak the language and understand the local culture are essential to establishing trust in a community. In Minneapolis and in Richmond, the police departments each assigned two dedicated officers who spoke the language of the communities. Those officers quickly succeeded in conveying the message that the police department wanted to work with the communities.

   At the same time, it is important to realize that an initiative like this cannot suc¬ceed without buy-in and support from the entire department. It cannot rely entirely on a few officers. Police agencies must be quick to build upon the initial success of the dedicated officers.

2. **Supervisors must demonstrate a commitment to the project, so line officers will know that it is important.** From sergeants up to command staff, supervisors must explain to officers what the initiative is about, what the goals are, the strategies for achieving goals, and why the effort is important.

3. **Officers must be given freedom (with supervision) to be creative and explore various ways to approach challenges.** In Richmond, use of the Incident Command System (ICS) brought structure and organization to the project and helped to ensure that tasks were completed. The ICS clarifies who is assigned to do what, and when. This is very useful in projects that involve many people from different organizations trying to work together on various tasks.

   But the ICS is not the best mechanism for promoting creativity. So officers should be encouraged regularly to explore their own ideas for working with community members to solve problems.

4. **Community partners are integral to the Innovations Model.** Police certainly cannot carry out an initiative like this alone. Other criminal justice entities, social service agencies, and community leaders need to be involved and supportive of the effort.

   The involvement of various agencies will depend on the nature of the crime problems or quality-of-life issues in the community. In Richmond, for example, thousands of children live in the Southwood neighborhood, and there were few programs to keep children occupied after school and in the summer months. So the Richmond Police Department partnered with the public schools system and other organizations to host events such as soccer clinics and mentoring programs.

5. **Patience, time, and consistency will help this type of initiative to thrive.** It takes time for community members to learn about new police programs and for trust to build gradually.

This report provides guidance and strategies for jurisdictions that are considering a similar approach to working with immigrant and other minority communities.

Introduction

This report documents the Richmond, VA Police Department's efforts to build partnerships through application of a model approach developed through the Innovations in Policing initiative for increasing police-community trust and reducing crime in predominately minority, high-crime areas.

The "Innovations Model" was developed by the Police Executive Research Forum (PERF), in partnership with the United States Department of Justice, Bureau of Justice Assistance (BJA) and experts in policing, crime prevention, and procedural justice. PERF and BJA, working in collaboration with the Minneapolis Police Department and local justice partners, first implemented this model in 2012-2015 in the East African community of Cedar-Riverside in Minneapolis, with promising results.

Based on the original work in Minneapolis, BJA provided supplemental funding to PERF to document the implementation and findings of this model in another community. This report describes the model, the operational principles and core components underlying it, and how the model was adapted and implemented by the Richmond Police Department (RPD) to meet the needs of a very different, yet similarly-challenged community. The RPD applied the basic concept of the model: crime reduction through the principles of procedural justice. However, the plans and strategies to implement the model in the two sites were very different. These variations were essential to meet the unique needs of the individual departments and their communities. The flexibility of the model to accommodate variations in resource availability, department and community culture and history, and crime and social challenges was important to its validation.

History of the Project: The Minneapolis Exploratory Policing Study[4]

In 2011, BJA awarded PERF an "Innovations in Policing" cooperative agreement to explore how efforts to build police-community trust, based on the concepts of procedural justice, could be combined with evidence-based policing strategies to reduce crime and violence in minority and immigrant communities.[5]

From 2012 to 2015, PERF worked with the Minneapolis Police Department (MPD) to develop, implement, and test a model policing approach that combined the principles of procedural justice and evidence-based policing practices (e.g., hot-spots policing, problem-solving, etc.) in challenged communities. This project included an extensive planning phase and a 24-month implementation period during which the exploratory study was conducted.

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4. See the full report, *Operational Strategies to Build Police Community Trust and Reduce Crime in Minority Communities: The Minneapolis Cedar-Riverside Exploratory Policing Study*, at: http://www.policeforum.org/assets/MinneapolisCedarRiverside.pdf

5. "Evidence-based police practices" refer to practices and strategies to reduce crime based on the best available research into police work outcomes. Using evidence-based police practices means utilizing strategies that have been supported by research to address the needs and issues facing the department and community. Examples include directed patrol and targeting known offenders. For more information, see George Mason University's Center for Evidence-Based Crime Policy, http://cebcp.org/evidence-based-policing/

MPD focused its implementation efforts in the Cedar-Riverside community, home to the largest population of East African (primarily Somali) immigrants in the United States. This community was selected due to a number of unique policing challenges the department faced, including language and cultural barriers which made some residents reluctant or unwilling to report crime or share information with the police, and communications challenges for officers who were not familiar with the community. Many community members were unfamiliar with the law and were afraid or unwilling to engage with the police or to participate in the U.S. justice system.

PROCEDURAL JUSTICE— THE IMPORTANCE OF BUILDING COMMUNITY RELATIONSHIPS

The Minneapolis study originated with the goal of integrating trust-building techniques with evidence-based policing practices. The concepts of "procedural justice" (referred to as "trust building/building trust" in Minneapolis and "Communication Touch Stones" in Richmond; see page 22) are central to building relationships in any environment.

In policing, this involves applying the following four elements of legitimacy and procedural justice to formal and informal community interactions:[6, 7]

1. **Voice:** Providing community members an opportunity to voice their concerns or offer their explanation of a situation.

2. **Fairness:** Responding in a neutral way and applying rules even-handedly and consistently.

3. **Respect:** Treating all community members with respect and dignity.

4. **Transparency:** Explaining decision-making processes and systems, which improves community perceptions of the legitimacy of police officers and the police department.

JUSTICE SYSTEM PARTNERSHIPS

Because gaining community trust requires the involvement of the entire justice system to ensure transparency and consistency in the application of the law, MPD partnered with the Minneapolis Prosecutor's Office, the Hennepin County Prosecutor's Office, and the County Department of Corrections to identify the following issues of concern in the Cedar-Riverside community: robbery, assault, aggravated assault, trespassing, curfew violations, youth crime, and domestic violence.

The strategies developed to implement the project approach included:

- Ongoing collaborative information-sharing and discussion sessions,

- Bridging language and cultural barriers,

- Directed patrol,[8]

- A focus on chronic offenders, and

- Community outreach.

The partners met regularly to discuss the progress and impacts of these strategies and to make adjustments as needed.

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6. See *Legitimacy and Procedural Justice: A New Element of Police Leadership*. Police Executive Research Forum (2014). https://www.policeforum.org/free-online-documents

7. These four elements of procedural justice are referenced in the work of Dr. Tom Tyler and others (Lind, E. A., & Tyler, T. R. (1988). The social psychology of procedural justice. New York: Plenum).

8. Directed patrol involves intensive police presence and focus in high-crime areas. Officers are assigned to high-crime areas at high-risk times and are directed to conduct proactive investigation and enforcement. In Cedar-Riverside, project partners, including police, prosecutors, and probation officers, focused on crime "hot spots" in the community and developed specific problem-solving strategies for these areas. Officers made a concerted effort to build relationships with community members through formal and informal contacts in these areas. For more information on directed patrol, see http://cebcp.org/evidence-based-policing/what-works-in-policing/research-evidence-review/directed-patrol-for-gun-violence/

MINNEAPOLIS STUDY OUTCOMES

The exploratory study conducted in Minneapolis was one of the first of its kind, attempting to operationalize principles of procedural justice and blend these concepts with proven policing strategies.

The Minneapolis study created the foundation for the model approach, as well as the practical guidance for implementing it. The initiatives used in Minneapolis yielded promising results for communities and police departments nationally, and through the process, the project team learned a number of important lessons that impact how other communities may adapt these efforts to their local conditions.

Determining whether specific policing strategies and behaviors actually impacted community perceptions of police and the justice system, and ultimately reduced crime in Cedar-Riverside, required many forms of process assessments, as well as impact data collection and analysis.

Feedback from community surveys and other methods of gauging the community's perceptions of the police was generally positive, but the numbers of responses were too small to provide statistically significant conclusions.

The project's most compelling evidence of success was found in the testimony of the MPD officials, community members, and others who participated in the project. In particular, the patrol officers who participated in the project seemed to be most positively impacted by the experience. Over the course of the intervention, officers reported substantial increases or improvements in:

- the officers' perceptions of how actively community members protect themselves from crime,
- non-emergency crime reports in identifying neighborhood crime-related problems,
- the relationship between police and community members in the neighborhood,
- how well the officers understand the needs and concerns of the East African community, and
- how comfortable community members became in approaching police for assistance.

Minneapolis police officials observed that following implementation of the program, residents were more willing to report crime, and that they had a better understanding of the criminal justice system. The officers involved in the project became more engaged and effective at doing their jobs, with many of the project officers receiving promotions and moving up in the organization as a result of their experiences and knowledge gained from implementing the project.

LESSONS LEARNED

The initiative in Minneapolis yielded promising results for communities and police departments, and through the process, the project team learned a number of important lessons that impact how other communities may replicate these efforts. The project team learned that building trust cannot be viewed or addressed in a vacuum. Building trust requires involvement of many other criminal justice system agencies, which also benefit from the increased support from the community. Additionally, this project required officers to think creatively and develop responses based on the abstract concept of procedural justice. The team learned that giving officers opportunities to practice these skills can help make the abstract concepts real, and officers can implement them in a challenging community environment.

Application of the Innovations Model in Richmond

Given the positive feedback from the community members who were involved in the Minneapolis project, BJA awarded PERF supplemental funding to determine whether the model was transferable to other communities facing similar challenges.

For BJA and PERF, the goals for implementing this type of project in another city were:

1. To demonstrate whether the model developed in the initial project could be customized to meet the needs of another community and police department,

2. To assess whether this approach would improve police-community trust and reduce crime, and

3. To document the approach, its implementation, and findings to build on the knowledge gained in the initial study, and to share these results with other police departments nationwide.

PERF and BJA explored approximately 20 potential application sites. Criteria for the new site included: a police chief executive who was committed to the project; a readiness of the department and community; and no major obstacles or other interventions occurring in the department or proposed neighborhood.

Richmond's "Southwood Engagement Project"

The Richmond, VA Police Department (RPD) and the city's Southwood community were selected to carry out the application of the Innovations Model. RPD's "Southwood Engagement Project" adapted the core components of the model to the Southwood community.

Many of the challenges that Richmond police face in Southwood are like those experienced by the Minneapolis police in Cedar-Riverside. The community members in these communities have similar concerns regarding community safety and working with the police. But the departments and communities are different geographically, culturally, demographically, and in terms of the availability of local services and resources.

The national debate on immigration policy influenced the implementation of the Southwood Engagement Project. Uncertainty regarding federal immigration enforcement priorities increased Southwood residents' fears about engaging with the local police. Some residents did not necessarily differentiate members of RPD from federal law enforcement agents. RPD officials made concerted efforts throughout the project to distinguish themselves from federal officers and to reach out to community members to clarify RPD's policies related to federal immigration law enforcement. This outreach was critical for increasing trust in the community.

Purpose and Organization of This Report

This report provides an overview of the methodology, implementation, and findings from the Southwood Engagement Project. The challenges, successes, lessons learned, and implications for further development and use of the Innovations Model are also discussed, with the goal of helping other agencies successfully implement similar approaches in their own communities.

- **Chapter 1** discusses the Southwood community and the history of Latinos in Richmond.

- **Chapter 2** discusses the project outline, implementation process, and partners.

- **Chapter 3** describes the findings and evaluation of the project.

- **Chapter 4** describes the challenges and lessons learned.

- **Chapter 5** discusses implications for future applications of the Innovations Model.

CHAPTER 1:
Richmond's Southwood Community

The goal of this project was to build and strengthen community relationships with the police, using the concepts of procedural justice and evidence-based crime reduction techniques. Police departments across the country are working with their communities to foster trust. Building trust can be especially challenging in minority communities, particularly those with residents who come from countries with diverse cultures, languages, and criminal justice structures, and those who have experienced or heard about negative experiences with police or other justice officials in those countries.

About Richmond, VA and the Richmond Police Department

Richmond, the capital of Virginia, is a diverse city. According to the U.S. Census Bureau, 48.8 of the city's 223,000 residents identify as black or African-American alone, and 45.9 percent identify as white alone. The remainder identify as other races or as two or more races. Hispanics and Latinos make up about 6.7 percent of the city's population.[9]

The Richmond Police Department (RPD) has approximately 750 sworn and 170 civilian personnel.[10] The department strives to make the city safer through community policing and engagement. Chief Alfred Durham was appointed in February 2015. He oversaw all aspects of the department throughout the duration of the project. (Chief Durham retired in December 2018; William C. Smith was appointed Interim Chief.) Chief Durham was supported by two deputy chiefs. Deputy Chief Eric English directed Support Services, Critical Incident Management, and Watch Commanders (Deputy Chief English was named chief of the Harrisonburg, VA Police Department in July 2018). Deputy Chief Steve Drew directed Patrol Services and Business Services and provided the executive oversight for this project (Deputy Chief Drew was named chief of the Newport News, Virginia Police Department in July 2018).

For Patrol operations, the city is divided into two areas consisting of four precincts and 12 sectors.[11] Both areas are overseen by a police major, each precinct is led by a commander, and sectors are led by lieutenants. The Southwood community is in Area 1, Second Precinct, Sector 212.

9. U.S. Census Bureau. "Quick Facts: Richmond city, Virginia (County)." https://www.census.gov/quickfacts/fact/table/richmondcityvirginiacounty/PST120216. Accessed on March 8, 2019.

10. "Frequently Asked Questions," City of Richmond, accessed March 8, 2019. http://www.richmondgov.com/Police/faq.aspx

11. "Patrol Services," City of Richmond. http://www.richmondgov.com/Police/Operations.aspx
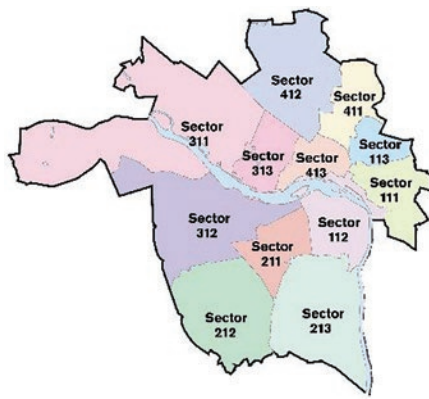
Figure 1: Richmond, VA Sector Map, Richmond Police Department
The Southwood Engagement Project involved personnel in Sector 212.

Figure 2: Hispanic Ethnicity in Richmond, 2010 Census.[12]

Latinos in Richmond and Southwood

Latino migration to the greater Richmond area[13] is a fairly recent occurrence. Few, if any, references to Latino settlements in central Virginia exist prior to 1970.[14] In 1990, there were fewer than 9,000 Latinos in the Richmond area. Over the next decade, that number increased by 165 percent to almost 24,000. Growth in the Latino population accounted for roughly 11 percent of the overall Richmond-area growth from 1990-2000.[15] By 2014, there were more than 70,000 Latinos living in the Richmond area.[16]

Latinos relocated to Richmond in two distinct waves. The first wave was small and included Latino professionals and businesspeople. This wave was followed by a second migration, comprised largely of less-skilled laborers.[17]

From 2001-2002, Debra J. Schleef and H.B. Cavalcanti conducted a survey of 143 Latino immigrants living in Richmond. Although Richmond has not historically been a port of entry for immigrants, nearly 20 percent of Latinos surveyed came directly to Richmond from their home countries. Another 17 percent of respondents came to Richmond from New York City. The remaining individuals came from other locations across the United States.[18]

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12. Map courtesy City of Richmond. While 2016 Census numbers are available, the 2010 Census maps are the most current available from the City.

13. This includes the counties of Charles City, Chesterfield, Dinwiddie, Goochland, Hanover, Henrico, New Kent, Powhatan, and Prince George; and the cities of Colonial Heights, Hopewell, Petersburg, and Richmond. The total population of this area in 2014 was 1,189,443.

14. Schleef, D.J., and Cavalcanti, H.B. *Latinos in Dixie: Class and Assimilation in Richmond, Virginia*. Albany, NY: SUNY Press, 2009, pp. 37.

15. Cavalcanti, H.B., and Schleef, D. "The Case for Secular Assimilation? The Latino Experience in Richmond, VA. *Journal for the Scientific Study of Religion, 44,* 4: 2005.

16. Pew Research Center. "Hispanic Population Growth and Dispersion Across U.S. Counties, 1980-2014." September 6, 2016. http://www.pewhispanic.org/interactives/hispanic-population-by-county/

17. Schleef, D.J., and Cavalcanti, H.B. *Latinos in Dixie: Class and Assimilation in Richmond, Virginia*. Albany, NY: SUNY Press, 2009, pp. 45-47.

18. Ibid,, pp. 44-45.
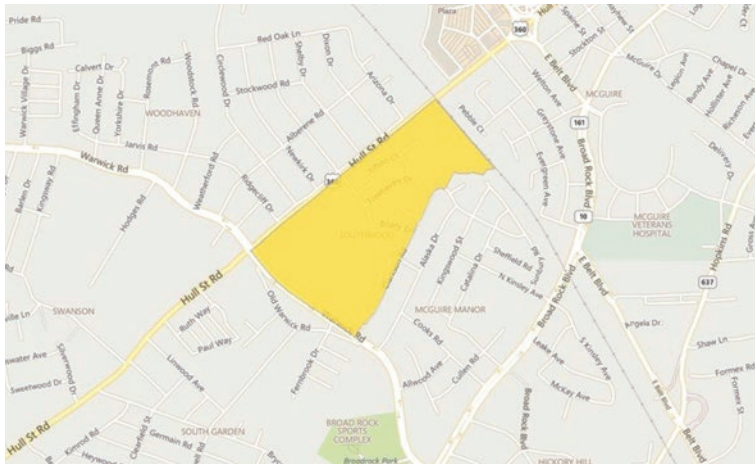
Southwood

Figure 3: Map of Southwood

SOUTHWOOD POPULATION AND DEMOGRAPHICS

Southwood is a small residential neighborhood located on the south side of Richmond, approximately five miles southwest of downtown, in RPD's Sector 212 (within the Second Precinct). It is less than one-quarter of a square mile in area,[20] bordered on the north by Hull Street, which is lined with many Hispanic businesses, including restaurants, nightclubs, and stores. Roughly 2,700 people live in Southwood. Southwood is approximately the 19th most populous of 141 neighborhoods in Richmond, and the fifth in terms of population density.[21]

Latinos comprise approximately 6 percent of Richmond's population. In Southwood, this number is significantly higher, with at least 70 percent of the population being Latino.[22] This figure fluctuates, because Southwood is a very transient community, and has been estimated to be 90 percent or more Latino at times.[23]

Southwood includes The Communities at Southwood, an apartment complex. Built in 1965, this complex has 1,286 units, 91 percent of which are occupied.[24]

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19. Ibid., pp. 47.

20. Ibid.

21. Statistical Atlas. "Population of Southwood, Richmond, Virginia (Neighborhood). http://statisticalatlas.com/neighborhood/Virginia/Richmond/Southwood/Population

22. Statistical Atlas. "Race and Ethnicity in Southwood, Richmond, Virginia (Neighborhood). http://statisticalatlas.com/neighborhood/Virginia/Richmond/Southwood/Race-and-Ethnicity

23. This is an unofficial estimate provided by the Communities at Southwood apartment staff, residents and RPD officials who work in the community, and it reflects the disparity between reported population and personal observations while living and working in the community.

24. Data provided by The Communities at Southwood.

Southwood Demographics	Estimate[25]
Total Population	2,692
Citizenship	
U.S. Born/Naturalized Citizen	1,732 (64%)
Non-Citizen	946 (35%)
Country of Birth	
Mexico	362 (13%)
Guatemala	287 (11%)
El Salvador	116 (4%)
Honduras	113 (4%)
Language other than English spoken at home	1,468 (55%)
Spanish Spoken at Home	1,022
Spanish Speakers- Speak English "very well"[26]	140
Spanish Speakers- Speak English less than "very well"	882

CRIME IN RICHMOND

Violent crime, including murder/non-negligent manslaughter, rape, robbery, and aggravated assault, has steadily decreased since 2010 in Richmond. The city saw a 30-percent reduction in the rate of violent crime from 2010-2015,[27] compared to an 8 percent reduction in the national violent crime rate during the same years.[28] Richmond's violent crime rate is similar to that of other cities of its size. Homicides in Richmond in recent years have largely been driven by arguments and by robberies.[29]

Gun violence is a major concern for the city, as 132 victims were shot in violent crimes in the first six months of 2017, compared to 105 during the same time frame in 2016. Crime occurs across the city, although there is a concentration of violent crimes occurring north of the James River, in Sectors 411 and 113. In the first six months of 2017, RPD seized more firearms in this area than in any other part of the city.[30]

In recent years, Richmond has seen an increase in motor vehicle thefts, commercial burglaries, and theft of motor vehicle parts and accessories, among other property offenses.[31]

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25. Data compiled from the 2010 U.S. Census and the 2009-2013 American Community Survey. http://statisticalatlas.com/neighborhood/Virginia/Richmond/Southwood/Overview

26. This is based on self-reporting assessments of language skills.

27. Crime rates provided here do not include rates for 2016 and 2017, due to the RPD's transition from reporting crime data through the Uniform Crime Reporting Program (UCR) to the National Incident-Based Reporting System (NIBRS). UCR data consist of summary crime counts of offenses reported to the police, whereas NIBRS collects data on each individual criminal offense and arrest. Under UCR, an armed robbery incident that results in a homicide would be counted only as a murder (since it is the more serious crime of the two); under NIBRS, that same incident would be recorded as both a robbery and a murder. As a result, NIBRS data show higher incidents of crimes and crime rates as compared to UCR. The FBI is transitioning all reporting agencies to NIBRS by 2021, but some agencies have already started the process, including Richmond. Therefore, 2016 and 2017 crime data are not comparable to data from 2010-2015. 2018 data was not available at the time this report was published.

28. Federal Bureau of Investigation: Uniform Crime Report. "Crime in the U.S." https://ucr.fbi.gov/crime-in-the-u.s

29. "2016 Report to Community." City of Richmond. http://www.richmondgov.com/Police/documents/2016CommunityReport.pdf; "2017 Mid-Year Report to Community." City of Richmond. http://www.richmondgov.com/Police/documents/2017MidYearReport.pdf

30. "2017 Mid-Year Report to Community." City of Richmond. http://www.richmondgov.com/Police/documents/2017MidYearReport.pdf

31. "2017 Mid-Year Report to Community." City of Richmond. http://www.richmondgov.com/Police/documents/2017MidYearReport.pdf

THE NATURE OF CRIME IN SOUTHWOOD

According to RPD officials, Southwood residents are disproportionately the targets of robberies, aggravated assaults, and to a lesser extent, homicides. The Southwood neighborhood is a relatively poor and transient area that has struggled with high rates of violent crime for years. Offenders know that recent immigrants often carry cash or keep large sums of money in their homes. For community members who are undocumented,[32] it can be complicated open a bank account. Other individuals do not trust the American banking system and do not wish to deposit money at a bank. Many robberies also occur as individuals are walking to business establishments with cash, often planning to wire money to relatives in their home country.

These factors also make Southwood residences the target of burglaries and home invasions. The violent and property crimes occurring in Southwood are typically committed by offenders, both adult and juveniles, from outside the neighborhood. Offenders also target community members who are walking home from local bars and may be under the influence of alcohol and thus are more vulnerable. A row of single-family homes along the back of the Southwood apartment complex is hidden from the main thoroughfare and makes an easy entry and exit point for criminals on foot.

Gang activity has also become a concern in the area; major Latino gangs are present, and smaller "crews" have started to develop. Violent crime in this area, especially robbery, is often gang-related, according to RPD officials.

Less serious offenses, such as drinking in public and smoking marijuana, also were identified as concerns for residents throughout the course of the project.

OTHER POLICING CHALLENGES IN SOUTHWOOD

The Southwood community poses a variety of policing challenges. Because most residents are recent Latino immigrants, many residents speak very little English, which makes communication difficult and limits informal interactions between community members and local police officers. More than half (55 percent) of the population of Southwood speaks a language other than English at home.[33] Of those 1,468 people, 70 percent speak Spanish. Among those who speak Spanish, only 13.7 percent report they speak English "very well."[34]

As of 2016, RPD had 32 Hispanic officers,[35] making up approximately 4.5 percent of the 714 sworn officers at that time.[36] While this is fairly close to the percentage of Latino/Hispanic residents in Richmond, it limits the number of Hispanic officers available to respond to calls in Southwood. In March 2015, RPD assigned two Spanish-speaking officers to Southwood. However, there are times where these officers are not on duty, and residents of Southwood need help in communicating their needs to the police.

According to RPD officials, many Southwood residents are unwilling or reluctant to report crimes or share information with the police. In general, there is a lack of trust and understanding between the police and the community. Many residents are uninformed about the role of the local police and the criminal justice system and think that the police will not help them. Unfortunately, this belief can be reinforced during encounters with officers who are unable to communicate because of the language barrier, or who do not understand the diverse cultural backgrounds and concerns within the community.

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32. The U.S. Census figures estimate 35 percent of residents in Southwood are undocumented, although this is likely underreported. http://statisticalatlas.com/neighborhood/Virginia/Richmond/Southwood/National-Origin
33. Statistical Atlas. "Languages in Southwood, Richmond, Virginia (Neighborhood). http://statisticalatlas.com/neighborhood/Virginia/Richmond/Southwood/Languages
34. Ibid.
35. Not all Hispanic officers speak Spanish, and not all Spanish-speaking officers are Hispanic.
36. "2016 Report to Community." City of Richmond. Page 38. http://www.richmondgov.com/Police/documents/2016AnnualReport.pdf

Some immigrants have a general mistrust of police because they come from countries with corrupt police forces. Some may be in the United States illegally or have an undocumented family member, and they may fear local police because they believe that local police help enforce immigration laws. Community members may not distinguish between the responsibilities of federal officials who enforce immigration laws and local police. Because contacts with Immigration and Customs Enforcement (ICE) are initiated by the jail (operated by the sheriff's office), Richmond police are not always immediately informed of changes to enforcement priorities. RPD officers do not inquire about an individual's immigration status, but because the community often cannot differentiate between RPD and federal law enforcement officers, this distinction has not always been clear to the community. Throughout the project, RPD officials made concerted efforts to distinguish themselves from federal law enforcement officers and to reach out to community members to clarify their policies related to federal immigration law enforcement.

Because of fear, distrust, and communication barriers, crime is likely significantly underreported in Southwood. This is not unique to Southwood or to Richmond. In 2013, the University of Illinois at Chicago released a report detailing the results of a survey of Latinos from cities across the country. Researchers found that "44 percent of Latinos surveyed reported they are less likely to contact police officers if they have been the victim of a crime because they fear that police officers will use this interaction as an opportunity to inquire into their immigration status or that of people they know."[37] A 2015 study of domestic violence and sexual assault reporting in Hispanic communities produced similar findings.[38] Sometimes abusers threaten to call immigration authorities if the victim resists. Some victims also fear that police will turn suspicions toward them if they report a crime.[39]

All of these factors – persistent crime levels, underreporting of many offenses, and distrust and even fear of the police – combined to create a challenging environment for implementing the Southwood Engagement Project.

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37. Theodore, N. "Insecure Communities: Latino Perceptions of Police Involvement in Immigration Enforcement," (University of Illinois at Chicago, Department of Urban Planning and Policy, 2013, pp. 5). http://www.policylink.org/sites/default/files/INSECURE_COMMUNITIES_REPORT_FINAL.PDF
38. "New Study of Domestic Violence and Sexual Assault in the U.S. Latin@ Community Reveals Barriers to Reporting and High Willingness to Intervene to Help Survivors." No More Press, April 21, 2015. https://nomore.org/press-release/no-mas-study-pr/
39. Ibid.

CHAPTER 2:
Goals and Implementation of the Southwood Engagement Project

The Southwood Engagement Project sought to increase community trust and community perceptions of police legitimacy, while reducing crime in the Southwood community. The initiative focused specifically on reducing robberies, aggravated assaults (including domestic-related assaults), homicides, and burglaries.

The Police Executive Research Forum (PERF) and the Richmond Police Department (RPD) worked to build upon the Innovations Model for evidence-based violence reduction in Southwood. This model is rooted in improving community-police relationships by combining the principles of trust-building with evidence-based policing strategies. This chapter details the design and implementation strategies of the project.

The Richmond project team exercised flexibility to overcome obstacles and keep the project focused. As detailed below, the Southwood Engagement Project was adjusted in various ways over the course of the one-year implementation period.

Project Goals and Initial Steps

The Richmond Police Department has long recognized the importance of working collaboratively with its diverse communities and has implemented a variety of partnerships and initiatives over the years to reduce crime and strengthen its involvement in the city's growing Latino and Spanish-speaking population.

Police Chief Alfred Durham, appointed in February 2015, made a specific commitment to further the department's efforts to build police-community relationships in Richmond, particularly in the Southwood area. While programs and services existed to assist the Latino population in Richmond as a whole, the Southwood area was largely underserved.

As an initial step to meet the needs of Southwood, RPD in March 2015 assigned two Latino, Spanish-speaking officers to serve as beat officers in the neighborhood. Officers Erica Loor and John Perez began working to build trust and rapport with community members, with significant success. (For more information on RPD's efforts in place before this project began, see sidebar on page 15.)

The commitment demonstrated by RPD is one of the reasons PERF contacted Chief Durham to discuss the suitability of the community and the police department for testing the Innovations Model in Southwood. Chief Durham recognized that this initiative could be another step in improving police relationships and reducing violence in Southwood, and he committed the department to this initiative.

Through conversations with Chief Durham and personnel in the Second Precinct, the PERF team identified the following "big-picture" goals for the project:

- Increased community vitality and livability;

- Increased trust between the community and the police;

- Increased connections among officers, community members and other city agencies to collectively solve problems; and

- Reduced violent offenses in Southwood and improved overall perceptions of justice system legitimacy.

Additional goals for the department included developing a practical understanding of community trust-building among officers serving Sector 212, and establishing mutual respect and understanding between police (patrol officers and supervisors) and the community.

RPD's Initial Efforts in Southwood

RPD began working with the Latino community in Richmond and Southwood before PERF approached Chief Durham about this project. As the demographics of the city began to shift and the department noticed an increase in the Latino population, RPD personnel recognized that they needed to develop a long-term strategy to work with this community. As a result, there were many efforts already in place before the Southwood Engagement Project began.

Before Officers Erica Loor and John Perez (two Spanish-speaking officers) were assigned to Southwood, Officer Juan Tejeda was working with the Latino population in Richmond as the Hispanic Liaison Officer.[40, 41]

Officer Tejeda worked to educate the community about the roles and responsibilities of police officers, and to teach police officers about Hispanic/Latino cultures and customs. RPD personnel credited Officer Tejeda with building many initial relationships with the Hispanic/Latino community of Richmond, which assisted Officers Loor and Perez in their outreach to residents of Southwood.

Officers Loor and Perez identified challenges within the Southwood community, and took steps to mitigate these problems. First, they noticed that many residents were being robbed and houses were being burgled due to the amounts of cash that residents were carrying and keeping in their homes. In many cases, this was due to residents' distrust of banks and the perceived inability to open a bank account because of their immigration status. Officers Loor and Perez partnered with neighborhood banks with Spanish-speaking employees to explain the laws, rules, and documentation needed to open a bank account. (While opening a bank account can be more complicated for undocumented immigrants than for U.S. citizens, there are a number of ways it can be done.[42]) Police and bank officials spoke with residents to help them understand the options available to them to keep their money safe.

RPD also partnered with Substance Abuse Free Environment, Inc. (SAFE)[43] to post signs discouraging individuals from drinking and smoking marijuana in public places, including a market at the entrance to the Southwood property. SAFE is a drug abuse prevention organization based in Chesterfield County, just south of Richmond. SAFE has a Latino Coalition[44] focused specifically on the Latino population in Chesterfield County and Richmond. The Latino Coalition advocates for resources and programs that have been proven to help reduce substance abuse in the Latino community.

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40. "Hispanic Liaison Officer." City of Richmond. http://www.richmondgov.com/Police/HispanicLiaisonOfficer.aspx
41. Officer Kenia Marte Santana was assigned to this position in October 2018. https://wtvr.com/2018/10/02/richmond-police-hispanic-liaison/
42. See, for example, "How Immigrants Can Open Bank Accounts in the U.S." https://immigrantfinance.com/can-immigrants-open-bank-accounts/
43. "Substance Abuse Free Environment, Inc." http://chesterfieldsafe.org/
44. "Latino Coalition." http://chesterfieldsafe.org/safe-latino-coalition/

Finally, Officers Loor and Perez developed a relationship with the local Spanish-language newspaper, Metro Periódico Hispano. The newspaper ran quarter-page advertisements with pictures of the officers and their contact information. The newspaper also printed articles detailing the work that Officers Loor and Perez were doing in the Southwood community, encouraging residents to work with the officers and RPD.

These early initiatives, as well as Officers Loor and Perez's initial engagement, laid the foundation for the Southwood Engagement Project.
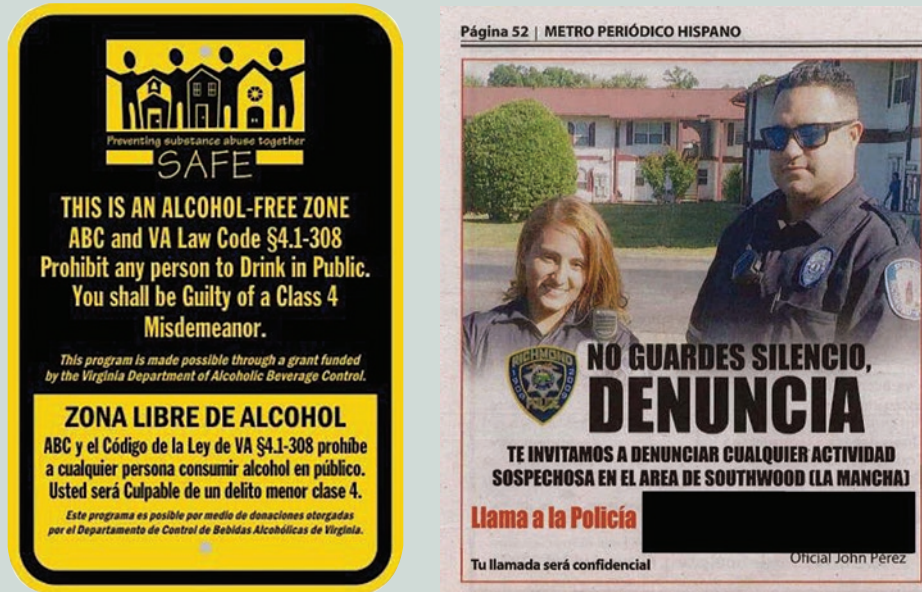
Figure 4: These signs have been posted at outlets, such as the market at Southwood, indicating that location is a SAFE partner. Photos courtesy of SAFE.

PRELIMINARY FIELD WORK

In May 2015, PERF began working with RPD officials to assess the needs of the department and the Southwood community to support an "Innovations in Policing" project.

Prior to Chief Durham assigning Spanish-speaking officers to regular beat assignments in Southwood, there was no consistent presence of officers, and particularly Spanish-speaking officers, in the community. Assigning Spanish-speaking beat officers to the community on a regular basis had an almost immediate impact.

Officers Erica Loor and John Perez were tasked with building partnerships with the Latino community to reduce crime. They were asked to "think outside the box" and create an innovative model that would engage the community, especially youths, and reduce crime.

For example, the new beat officers quickly realized that their police uniform was too formal and that it deterred some community members from engaging with them. In consultation with the precinct's supervisors and command staff personnel, the officers received approval to wear less-formal, department-issued polo shirts, which were less intimidating to the community. This relatively minor adjustment to their appearance improved the willingness of the community to engage and share information with them on community crime challenges. Shortly after this modification, the beat officers began to receive calls from community members on their cell phones to report crime, community concerns, and suspicious activity in Southwood.

The trust built with these two officers and the precinct supervisors, who continued to champion these efforts, began to open the lines of communication with community members. This increased communication helped

RPD to identify and arrest some of the individuals preying on Southwood residents, which helped to reduce some residents' fear of the police. This initial work provided an important foundation for the implementation of the Southwood Engagement Project.

However, even though the beat officers had begun to build trust with community members, this trust did not extend to the rest of the RPD or to prosecutors, courts, and other elements of the justice system. Many community members were still too fearful to report crimes to 9-1-1 or to provide information to other officers.

Following the direction of Chief Durham and his command staff, Second Precinct Captain Mike Snawder and Lieutenant W. Michael Phibbs worked daily with the beat officers to identify and reach out to community leaders. These officials invited the people with a stake in Southwood to help the department develop solutions to address crime and other problems in the community. Lieutenant Phibbs helped build these relationships, and he ensured follow-through by telling Captain Snawder and RPD command staff about Southwood's concerns. This resulted in Southwood getting access to other precinct personnel and resources, including crime analysts and detectives.

Top police officials, including Chief Durham, Deputy Chief Steve Drew, Major Sydney Collier,[45] Captain Snawder, were engaged in leading community meetings. This was another critical step.

RPD built relationships with many stakeholders, including:

- The Southwood community (including residents and businesses);

- The faith community (especially Sacred Heart Catholic Church and the Sacred Heart Center);

- The Richmond Commonwealth Attorney's Office (including the local prosecutor and victim/witness assistance officials);

- The University of Richmond School of Professional and Continuing Studies;

- Richmond Public Schools;

- Richmond Ambulance Authority; and

- The Department of Emergency Communications (to ensure that residents who call 9-1-1 for police assistance are connected to a Spanish-speaking representative quickly).

PERF'S INITIAL SITE ASSESSMENTS AND OBSERVATIONS

The Innovations Model and PERF's experience working with police departments have demonstrated the importance of executive-level commitment to building relationships in challenged minority communities. One of the key site selection criteria for this project was "a dedicated chief who was likely to remain in the position for the duration of the project." Chief Durham expressed his commitment at the outset of the project. He also assigned command staff at every level to engage in the project. Deputy Chief Steve Drew and Major Sydney Collier provided overall guidance to the project and worked to secure funding and approval for different aspects of the initiative. Captain Michael Snawder (who oversees the Second Precinct) and Lieutenant W. Michael Phibbs (who oversaw Sector 212 during the project) were the driving forces behind the initiative. They organized all meetings and events and oversaw the various partners involved in the project.

As part of the initial site assessment, PERF conducted interviews and focus groups with Chief Durham, members of his command staff, supervisors assigned to the Second Precinct and Sector 212, Southwood beat officers, and other officers in the precinct to gain a thorough understanding of the crime and other challenges to policing the Southwood community. PERF also toured the Southwood neighborhood, participated in ride-alongs with sector officers, and observed interactions between Southwood residents and officers. The PERF project team worked

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45. Major Collier was promoted to Deputy Chief in December 2018.

closely with RPD personnel, specifically precinct supervisors and beat officers, to understand their perceptions of the community, its needs, culture, and common issues and concerns, as well as the lessons the officers had learned in their time assigned to the community.

As the precinct is currently configured, officers assigned to Sectors 211 and 213 can respond to calls in 212 (and vice versa). In other words, any officer in the Second Precinct can answer a call in Southwood. While this increases the number of Spanish-speaking officers who may respond to calls for service in Southwood, it also means there is less consistency in the officers responding to the area. Additionally, it increased the number of officers who would have influence on this project and therefore needed to be involved and included in training activities. Having a larger group of officers, all with the potential to influence this project, proved to be a challenge throughout the initiative.

The site assessment yielded the following observations, which provided the basis for the project design:

- Communication barriers between Latino community members and justice system partners cause misunderstandings and a reluctance to interact.

- Latino-American beat officers helped make important inroads in building police-community relationships, but more work needed to be done to involve other officers.

  - At the outset of the project, most Second Precinct officers relied on the Spanish-speaking beat officers and other officials who had a better understanding of the culture and language, rather than trying to make connections themselves. This was also true of officers from contiguous precincts. Initially, many saw this as an activity that was the responsibility of the beat officers. But the involvement of all officers is critical to the department's consistency of service, which is required for the community to trust the Police Department as an institution, not just the individual officers they know.

- Crime is a problem in Southwood, especially robberies, burglaries, and gang activity.

- There is a large youth population in Southwood that is not engaged by the police year-round.

- Residents have difficulty distinguishing between RPD officers and federal Immigration and Customs Enforcement (ICE) agents (or any other law enforcement in the community wearing nondescript "Police" jackets or unfamiliar plain-clothed officers).

  - Furthermore, while there is a robust multiagency partnership through the local High Intensity Drug Trafficking Area (HIDTA),[46] there is a lack of de-confliction efforts and partnerships between RPD and ICE. RPD does not always know when ICE is acting in the Southwood community.

- Many officers were unfamiliar with the concept of procedural justice and how to operationalize it in routine police interactions.[47]

  - Many officers were opposed to using the term "procedural justice" at all, so the team referred to it as "trust-building." RPD renamed the training portion of the program "Communication Touch Stones" and referred to the concepts using that term throughout the project (see page 22).

From these initial meetings and other team activities, PERF developed a draft of the project's framework, key activities, goals, and potential outcome measures and indicators of success. PERF worked with RPD officials to refine the proposed initiative, and to present it to the Southwood community and RPD's other partners and stakeholders for additional input.

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46. HIDTA is a federal program through the White House Office of National Drug Control Policy. The goal of HIDTA is to provide resources to federal, state, local, and tribal agencies to help them coordinate activities to address drug trafficking in specified areas of the country. For more information, see https://www.dea.gov/hidta.

47. For detailed explanations of procedural justice, *see Legitimacy and Procedural Justice: A New Element of Police Leadership.* Police Executive Research Forum (2014). Pp. 9-11.

In December 2015, RPD hosted a community meeting in Southwood to discuss the project and to gather input and suggestions on the project's design from the community. Participants included local business owners, city officials, and service providers who work with the Southwood community and residents. This meeting also included a reporter from a local newspaper serving Richmond's Spanish-speaking community.

The Southwood Engagement Project Design and Implementation

Through the site assessment and technical assistance outlined in the previous section, the Richmond Police Department and the Southwood community created the "Southwood Engagement Project," and established the following project objectives and strategies.

PROJECT OBJECTIVES:

- Increase officers' understanding of strategies that **build community trust;**

- Improve officers' understanding of the **community, language and cultural issues,** and crime issues and community concerns;

- Increase **officer behaviors** that reflect trust-building principles;

- Increase the number of collaborative **police-community programs;**

- Increase the number of **police-stakeholder-community** programs;

- Improve community **perceptions** of the police; and

Richmond Police Department
July 6, 2016

Yesterday, Chief Alfred Durham led his Command Staff on a community walk in the Southwood neighborhood complex. Members of Richmond Police knocked on doors, offered information and spoke with residents about safety concerns.

"We're working to develop crime prevention efforts and reduce criminal activity in Southwood," Sector 212 Lt. Michael Phibbs said. "In May, we launched the Southwood Community Partnership and we are working with local organizations to reduce crime and build trust within the community."

Figure 5: Facebook story depicting an RPD community walk. Photo courtesy RPD Facebook

- Increase **community behaviors** that demonstrate trust in the entire police department (such as an increase in willingness to provide statements, increased crime reporting, and an increase in official calls for service, rather than informal calls for service to officers' cell phones).

IMPLEMENTATION STRATEGIES:

- **Address language and cultural barriers** within the department through the Communication Touch Stones series taught by beat officers;

- **Address crime issues** using collaborative problem-solving strategies and evidence-based crime prevention and enforcement techniques;

- Identify and **address other challenges** to community engagement with police, and create additional opportunities for communications with the community and informal police-community interactions; and

- Identify police department and partners' capabilities to provide innovative **solutions to community concerns.**

The Incident Command System: History and Organization

The Southwood Engagement Project involved many partners and coordination among all parties. Organization and communication are important, so Captain Snawder and Lieutenant Phibbs suggested utilizing the Incident Command System (ICS) structure to manage all the project's moving parts:

HISTORY

The Incident Command System (ICS) was originally developed in the late 1970s after wildfires plagued Southern California, highlighting weaknesses in emergency response. Many agencies responded to the fires, but there were no unifying systems to coordinate communication and information-sharing. Different departments had different nomenclature for equipment, and agencies were being dispatched to fires that might have been better covered by closer departments. The confusion that ensued from these events underscored the need for a management system that could be utilized to organize departments in multi-jurisdictional incidents.[48]

While originally designed for fire emergencies, ICS has since evolved and been used by other public safety agencies, including police and sheriffs' departments. The ICS became widely used following the terrorist attacks of September 11, 2001, as a way to organize and manage public safety resources during major events.

Richmond Police Captain Michael Snawder and Lieutenant W. Michael Phibbs had ample experience in operating under ICS, and saw it as a useful structure to manage the pieces of the Southwood Engagement Project.

STRUCTURE

ICS structure is built around five functional areas[49]:

- **Command** is responsible for setting priorities and objectives, and is responsible for overall command of the incident/project;

- **Operations** is responsible for all tactical operations necessary to carry out the plan;

- **Planning** is responsible for the collection, evaluation, and dissemination of information concerning development and status of all available resources;

- **Logistics** is responsible for providing facilities, services, and materials; and

- **Finance** is responsible for costs and financial considerations.

One of the major benefits of ICS is that it is easily customizable. If an incident is relatively small in scale, some of the functional areas may not be necessary, or multiple areas may be the responsibility of a single officer. **For the Southwood Engagement Project, it was determined that only the Command, Operations, and Planning functions were needed.**

INCIDENT ACTION PLAN

Within the ICS, Incident Action Plans (IAPs) are used to document all events and phases within the incident/project and to identify who is responsible for the various tasks. For the Southwood Engagement Project, IAPs were created on a 28-day cycle, with a Tactics Meeting held at the beginning of the period to outline goals and objectives. The IAPs acted as a guide to remind all partners of what was to be accomplished each

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48. Cole, D. et al. "The Incident Command System: A 25-Year Evaluation by California Practitioners." 2000. http://www.alnap.org/resource/9484

49. U.S. Department of Homeland Security: FEMA. "IS-100.HE: Introduction to the Incident Command System, ICS-100 for Higher Education, Instructor Guide." November 2008. https://training.fema.gov/emiweb/is/is100he/instructor%20guide/I1_ics100highered_ig.pdf

period, and who was responsible for carrying out the different activities. The IAPs also helped the project team to gauge whether initiatives were successful, and to identify any project components that were facing challenges. The IAPs were distributed to all Second Precinct officers each month to keep everyone informed about the project components.

As the project evolved and tasks were completed, the IAPs were edited during the monthly Tactics Meeting to reflect new goals and objectives. One component remained the same, however. The "Command Emphasis," stating the purpose behind all the actions within the IAPs, always read, "Increase trust between the Southwood Latino Community and the Richmond Police Department through positive interactions." A sample IAP from the project can be found in Appendix A.

Project Operational Areas and Summary of Key Implementation Strategies

Using the ICS structure, RPD designated four "operations" groups for the project:

1. LANGUAGE AND CULTURE

Language barriers and a lack of understanding of the diverse Latino cultures within Southwood were two of the biggest challenges to building relationships and trust. Improving officers' understanding of language and culture was a key operational focus area, because police officers are the "face" of the local justice system. Unlike prosecutors, defense attorneys, judges, and other officials, police officers are in the community, encountering residents on a daily basis.

RPD developed a plan to provide all Second Precinct officers with basic Spanish language education, and offered an in-person "conversational" Spanish class for a smaller group of interested officers. The goal was to ensure that every officer who might respond to calls in the Southwood area would be able to communicate on a basic level.

RPD used "Español for Law Enforcement" provided by the National Institute of Justice (NIJ).[50] This online course provides officers with a basic vocabulary and common phrases in Spanish specifically related to situations they may encounter on the job. All Second Precinct officers were instructed to complete this course.

Officers who were interested in learning and practicing conversational Spanish beyond the NIJ-provided course were invited to participate in a class taught by Mary Catherine Raymond, Senior Program Manager at the University of Richmond's School of Professional and Continuing Studies. The class was developed specifically for law enforcement officers to address scenarios they may encounter while on duty. For example, participants received pocket brochures with Spanish terminology for "I need to see your driver's license" and "I am a police officer." Classes were offered weekly at two different times to accommodate officers' shift schedules. Approximately 15 officers participated regularly in classes. The course ran for 10 weeks, with several review sessions conducted after its conclusion. For more information on this course, see page 30.

The PERF project team heard that many adults in Southwood would like to learn English, but do not have the time or resources to attend a class. RPD began discussing additional ways in which officers could conduct English language classes for community members.

Officers also were provided with information and training points on Latino culture, provided by the Southwood beat officers during roll call meetings (see Communications Touch Stones training, described below).

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50. National Institute of Justice. "Training: Español for Law Enforcement." https://espanol.training.nij.gov/usermanagement/login_form?came_from=https%3A//espanol.training.nij.gov/&retry=&disable_cookie_login__=1

2. COMMUNITY ENGAGEMENT

In addition to efforts to improve officers' daily interactions in the community by improving their language skills and cultural awareness, the project gave officers guidance on building public trust and increasing the opportunities for them to have positive informal interactions with community members.
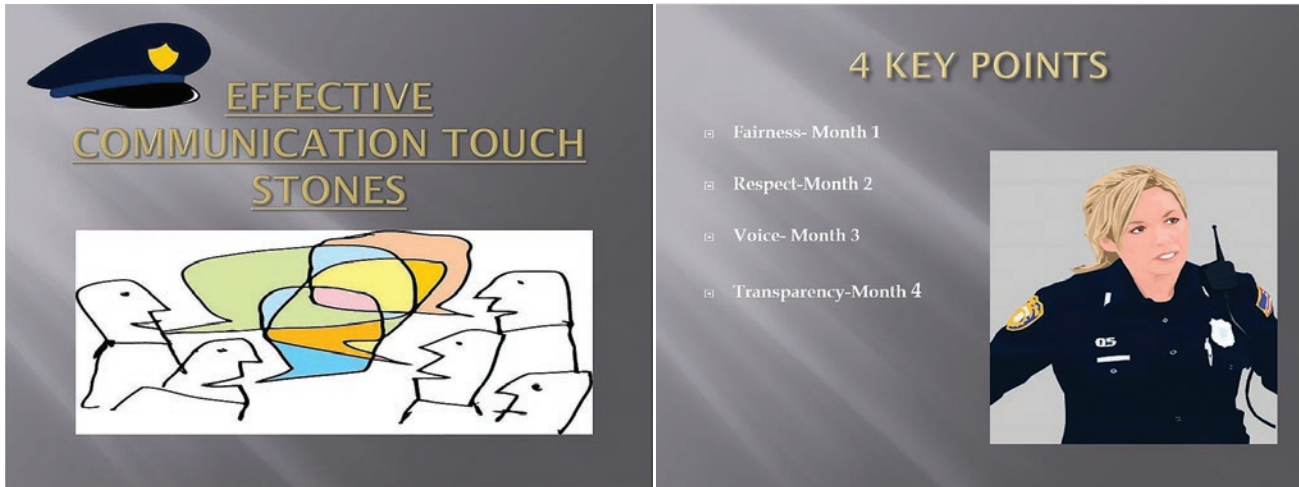
Figure 6: Excerpt from Communication Touch Stones presentation

Officer Training:

To improve officers' understanding of trust-building strategies and how to operationalize them in daily interactions, the project team developed a series of roll call trainings highlighting the four key pillars of procedural justice, which were referred to as "Communication Touch Stones" during the project (see "Procedural Justice – The Importance of Building Community Relationships," page 5). This included facilitated discussions about how to put these principles into practice, using case examples that were culturally relevant to the Southwood community.

Each pillar was presented individually during roll calls over the course of eight months, and each training included a review of the previous pillars before introducing the next concept and case examples for discussion. Officer John Perez and Sergeant James Hale produced these training sessions, with input from the PERF team, and delivered each presentation during roll call. Officer Perez and Sergeant Hale are trained in procedural justice, making them well qualified to tailor the concepts to the RPD. As one of the beat officers working in Southwood, Officer Perez was able to provide feedback that was directly relevant to officers' questions about working with the community, and to offer current, culturally-relevant examples of the application of these touchstones.

Community Services and Resources:

Police officers can build trust with community members is by providing them with services and helping them solve community problems. Helping community members also gives officers a sense of satisfaction that they are providing solutions to problems, rather than only making arrests and telling residents that their problem "is not a police matter."

To help community members with their problems, officers need to be familiar with the services that are available in their jurisdiction, including youth services, school programs, social services, domestic violence shelters, health education and clinics, etc. Police also have a natural role in educating residents about how to avoid being a victim of crime, the types of assistance that are available if a person is victimized, and the benefits that accrue to a community when crime victims report their crimes and community members engage with the police to solve crime problems.

For this element of the project, officers were tasked with increasing community education and outreach in Southwood regarding the services offered by project partners, and providing appropriate referrals to residents.

For example, RPD began working with the Family Engagement Manager of the "Communities in Schools" program in Richmond. Communities in Schools works to help keep children in school by bringing community resources into the schools, which makes the services more accessible and coordinated.[51]

Community Questionnaire:

It is also important for police to know what the community perceives as the most important crime concerns in their own neighborhoods, so RPD developed an informal questionnaire to gain a better understanding of the residents and their crime concerns.

Respondents were asked about a variety of different areas related to crime and police-community relationships, including satisfaction in police patrols; professionalism of officers in Southwood; language barriers with the police; and level of concern about several crimes, such as robberies, domestic violence, and drunk drivers. Beat officers and other RPD personnel canvassed door-to-door in Southwood with iPads to administer the questionnaire in April 2016. The responses received from this effort helped inform other elements of the project, such as a focus on domestic violence resources and partnerships.

Community Events:

RPD worked with its project partners on a series of community events to let the community meet the local police and project partners, and to inform community members about project initiatives and the role of the police.

The team organized a project kickoff event in Southwood in May 2016 to introduce the community to the initiative, and to solicit input on services and programs that residents would like to see in the neighborhood. The event was attended by more than 100 members of the community. It included music, food, activities for children, and information provided by the Richmond Fire Department and the Richmond Ambulance Authority. Police recruits were in attendance, blowing up balloons for children and handing out police badge stickers. Chief Alfred Durham participated, along with other members of the project team and several Second Precinct officers, including the beat officers. Officers also gathered questionnaire responses from individuals they had not reached during their door-to-door canvassing.

On August 31, 2016, RPD participated in a back-to-school event in conjunction with the Southwood apartments property manager, Carroll Steele. Approximately 200 youths attended. RPD handed out backpacks with school supplies, and local businesses provided clothes, food, haircuts, and other "give-aways."

RPD also began hosting neighborhood watch meetings in Southwood to provide a platform for candid conversations between residents and the police department about crime issues and solutions. These meetings were led by Lieutenant W. Michael Phibbs. RPD provided updates on enforcement and crime prevention activities that the community had requested, as well as crime issues that had come to RPD's attention. The first Southwood community meeting was held in June 2016, and meetings continued monthly throughout the duration of the project.

On June 17, 2017, RPD and Richmond Public Schools hosted a summer kickoff gathering outside the Southwood pool house. This event provided books to children; offered food, drinks, and music; and featured assistance from legal organizations, the Richmond Ambulance Authority, and an RPD recruiting booth. The RPD Mounted Unit brought horses.

PERF attended this event and gathered feedback about changes in police-community relationships from police and community members in attendance.

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51. Communities in Schools of Richmond. "Who We Are." https://www.cisofrichmond.org/about-us/

Figure 7: Major Sydney Collier, Officer John Perez, and Officer Erica Loor talk with community members during the summer kickoff event.

3. CRIME

Many Southwood residents have been victims of burglaries, robberies, aggravated assaults, or other crimes. Gang activity is also an issue, with major Latino gangs present as well as smaller "crews."

Figure 8: Southwood Robbery "Hot Spots"
Source: RPD

Table 1: Select Reported Crimes in Southwood, 2010-2015

	2010	2011	2012	2013	2014	2015
Homicide	2	0	2	1	1	1
Robbery	23	16	21	22	20	34
Aggravated Assault	7	14	9	4	8	12
Burglary	9	9	20	8	13	10

Crime Prevention Through Environmental Design

RPD knew that many violent crimes and burglaries occurring in Southwood were being committed by offenders from outside the neighborhood. RPD also had determined that certain areas of the neighborhood were victimized more often than others (see Figure 8). To gain a better understanding of why this was occuring, RPD performed a Crime Prevention Through Environmental Design (CPTED) analysis of the neighborhood. CPTED is a multidisciplinary approach to deterring criminal behavior through assessing and modifying the surrounding environment.[52]

Two key issues were identified from this analysis.

First, there were several security cameras in the neighborhood that were ineffective because the views from the cameras were obstructed. RPD moved one of the cameras to a location near the entrance to the Communities at Southwood complex, to help identify suspects who entered and exited the property to commit crimes. Another camera was repositioned to a better angle to increase its clarity.

The second finding from the CPTED analysis was that there was a primary pass-through street that criminal suspects from outside the community used to enter and exit the neighborhood to commit crime. RPD explored the possibility of putting up a hard barrier (such as a concrete divider) to prevent this, but other public safety agencies objected, saying that would prevent access by emergency vehicles. RPD did install "No Through Traffic" signs.

Hot-Spot Policing/Beat Patrol

Another strategy that RPD employed to combat crime was random 10-15 minute walking assignments for officers. This practice was derived from a study conducted by Dr. Christopher Koper, who has found that random walking assignments by police help to reduce crime and disorderly behavior.[53] This strategy has the added benefit of giving officers a visible presence in the community, which has been shown to increase community trust and satisfaction.[54]

Police Presence Reduces Crime and Disorder in "Hot Spot" Locations

Dr. Christopher Koper, co-director of the Center for Evidence Based Policing at George Mason University, studied "hot spots" of crime in Minneapolis. Specifically, his study recorded approximately 17,000 instances of "police presence" (blocks of time when at least one officer was present at a crime hot spot), and 4,000 instances of criminal or disorderly behavior at the hot spots.

Koper found that the likelihood of criminal or disorderly behavior occurring within 30 minutes after police drove through a hot spot was 16 percent.[55] But if officers stopped for 10 to 15 minutes in a hot spot location, there was only a 4-percent chance that criminal or disorderly behavior would be observed during the 30 minutes after the police stop.

52. For more information see: www.cpted.net or https://www.bjatraining.org/media/blog/what-cpted-and-how-can-it-help-your-community
53. Koper, C.S. "Just Enough Police Presence: Reducing Crime and Disorderly Behavior by Optimizing Patrol Time in Crime Hot Spots." *Justice Quarterly* 12(4)(1995): 649-672. http://cebcp.org/wp-content/onepagers/KoperHotSpots.pdf
54. Ibid.
55. Koper, C.S. "Just Enough Police Presence: Reducing Crime and Disorderly Behavior by Optimizing Patrol Time in Crime Hot Spots." *Justice Quarterly* 12(4)(1995): 649-672. http://cebcp.org/wp-content/onepagers/KoperHotSpots.pdf

Koper recommended that officers stop in hot spot locations intermittently and randomly, rather than on a scheduled and predictable basis.[56]

In Richmond, Second Precinct officers were required to stop in Southwood and walk for 10-15 minutes. This had to be done by at least one officer within every two-hour block of time, and officers were instructed to choose their routes randomly. Officers were instructed to note any times when they were not able to meet these requirements. To ensure accountability, Master Police Officers (MPO) oversaw the program and reported any missed assignments to the sector lieutenant. The MPOs worked with officers to determine what constituted an acceptable reason for missing a walking beat.

In addition to the potential benefits of reducing criminal activity, the walking beats gave officers opportunities to practice their Spanish-speaking with residents. And the involvement of Master Police Officers helped those officers to develop their leadership and management skills.

Collaborative Problem-Solving

A key element of the Southwood Engagement Project was collaborative problem-solving. During community meetings, RPD officials asked residents what crime issues they were seeing in the neighborhood, and then discussed how RPD could work with the community to address them.

For example, at one meeting, community members told officers that they noticed individuals smoking marijuana and drinking at the bus stop nearby. They were also concerned about people speeding through the neighborhood, especially along the road that runs along the southeast border of the neighborhood near the community's pool house. As a result, RPD added objectives to the Incident Action Plan (IAP) to address those issues. Officers patrolled the area near the bus stop and the southeast road and issued citations. Within a few months, officers reported seeing less of the reported activity, and community members agreed that there was an improvement.

Later in the project, residents reported concerns about the safety of youths walking to their school bus stop in the mornings. It concerned parents and residents to have children walking through the community and parking lots while it was still dark outside. RPD responded to these concerns with extra patrols in the morning to escort children to the bus stop. Community members said they appreciated the increased police presence.

Collaboration within the department was also integral to the success of this project. Officers in the Second Precinct knew that gang activity was a major challenge in Southwood, but they did not have an effective way of sharing information with RPD's Intervention-Prevention Unit (IPU), which is responsible for identifying gang members and engaging them before they commit crimes or enter the criminal justice system. RPD's Information Technology Services Division created a folder on a shared computer drive, accessible to the IPU and to Second Precinct detectives, where information and resources could be shared. This led to less duplication of efforts and more open communication between officers and members of the IPU.

Offender-Focused Policing

RPD created a component of the project to focus on the offenders who were suspected of targeting victims in Southwood. Lieutenant Tommy Lloyd and Sergeant Frank Scarpa, who run RPD's "Focused Mission Team (FMT)," oversaw the development of this component, using an offender-focused policing strategy.[57] Offender-focused policing is a style of hot-spots policing in which police identify individuals who are suspected of being

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56. Police Foundation. "5 Things You Need to Know About Hot Spots Policing & the 'Koper Curve' Theory." https://www.policefoundation.org/wp-content/uploads/2015/07/PF_FiveThings_HotSpotsPolicing_Handout_Rev6.23.15.pdf

57. According to George Mason University's Center for Evidence Based Crime Policy, Offender-Focused Policing is rated as an effective tool for focused and proactive policing. *See* Groff *et al* (2015). "Does What Police Do at Hot Spots Matter? The Philadelphia Policing Tactics Experiment." https://cebcp.org/evidence-based-policing/the-matrix/micro-places/micro-places-groff-et-al-2015-offender-focused/

involved in violent crime in a specific area, and focus additional attention on those offenders. Officers make frequent contact with identified offenders. A study of this method in Philadelphia found that offender-focused policing reduced violent crime by approximately 42 percent, compared to control sites.[58]

RPD created a "top 10 known offenders" list – people suspected by RPD's gang unit, patrol officers, and supervisors of frequently victimizing Southwood residents. Notes were added to RPD's Records Management System (RMS) for these offenders, instructing officers to notify a sergeant when they encountered these individuals. This helped to build cases that could eventually take the offenders off the street. During weekly meetings, investigators and crime analysts shared intelligence and discussed incidents with beat officers and sector leaders to identify new suspects.

4. OUTREACH TO SPECIFIC POPULATIONS

Domestic Violence Victims

Domestic violence is a significant concern in Southwood, so the Southwood Engagement Project included measures to identify victims and connect them with community resources. The project team worked closely with the Commonwealth Attorney's Office (CAO) on many aspects of the project (see page 29), especially its victim/witness team. Specialists from this CAO group reach out to every victim of domestic violence to provide resources and support, which is why RPD identified them as strong partners for the project.

Youths

The youth population of Southwood was another group identified for special engagement efforts. During PERF's initial meeting with Southwood Property Manager Carroll Steele, she estimated that there were approximately 3,000 children in the neighborhood. At the beginning of this project, there were few activities to keep these youths engaged. A Cub Scout program operated within the community, but there were not many other active programs. Thus, when school was not in session, the youths did not have many options to occupy their time. Because gang activity was identified as a problem in the neighborhood, RPD personnel were concerned about youths being unoccupied and in some cases unsupervised, particularly in the afternoons and during the summer months. RPD wanted to find ways to expand engagement with youths.

Figure 9: Soccer Clinic Flyer. RPD was diligent in ensuring all flyers and informational posters were produced in English and Spanish.

58. Groff, E.R. et al. "Does What Police Do at Hot Spots Matter? The Philadelphia Policing Tactics Experiment." *Criminology* 53(1)(2015): 23-53. http://onlinelibrary.wiley.com/doi/10.1111/1745-9125.12055/full

RPD approached youth engagement in several ways. First, the Police Department conducted a weekly soccer clinic in Southwood for approximately 30 youths from August to October 2016. This clinic was run by two precinct officers, Oscar Reyes and Efrain Villalobos, who had extensive experience playing and coaching soccer. The soccer clinic ran for eight weeks, culminating in a scrimmage tournament among the teams. The RPD Police Athletic League helped get T-shirts for the youths. This was a successful program; the youths, parents, and police volunteers all expressed satisfaction with the clinic. RPD repeated this clinic in February 2017. The clinics were open to youths age 6 to 12 in Southwood, and youths were encouraged to participate in the second round even if they had attended the first session.

RPD also worked with Mary Catherine Raymond from the University of Richmond to provide art and martial arts classes to interested youths. Raymond works with the youth of Richmond through a variety of organizations and programs. She connected RPD with the "Young Rembrandts" program[59] and Broken Wing Enterprises.[60] On February 20, 2016 these organizations provided art and martial arts classes in Southwood. After receiving positive feedback from community participants, the instructors returned to provide three days of classes over spring break. The youths participated in art activities, wrote stories, built crafts, and learned about bullying.

In addition to providing the young people of Southwood with fun and educational activities, these outreach efforts helped to build longer-term relationship among youths, their families, and the RPD.

Figure 10: Youths in Southwood learn about martial arts. Photo by W. Michael Phibbs.

Partnerships with Other Organizations

Building community trust in challenged communities requires a comprehensive approach and an array of partner organizations in criminal justice, the community, and the field of service providers. RPD tapped into its existing relationships to create a community-wide and system-wide approach to building trust in Southwood. This network gave the RPD project team and officers who worked in Southwood a more comprehensive set of resources that could provide assistance to officers and to community members.

A key step in developing the project's design was involving potential partners to gain support and the resources to support this type of initiative. RPD, supported by PERF and BJA, met with a variety of stakeholders to discuss the concerns and needs of the Southwood community prior to launching the project. These stakeholders were essential in helping RPD officials and PERF to understand the key issues for residents and the resources needed in the community. Many participants at this meeting worked closely with the team throughout the duration of the project.

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59. "Young Rembrandts" is a private-sector program that teaches drawing skills to children ages 3-12. https://www.youngrembrandts.com/metrorichmond-va/default/

60. Broken Wing Enterprises is a private-sector program that teaches children martial arts, stressing non-violence and focusing on removing one's self from a situation rather than fighting. http://www.tateandtini.com/aboutus.html

SUPPORT FROM THE COMMUNITY

The beat officers had been assigned to the Southwood community for nine months prior to the first Southwood Engagement Project meeting of stakeholders. So the officers were able to ask community leaders to be involved with the project. The manager of the Communities at Southwood, Carroll Steele, was enthusiastic. When RPD and PERF first met with Ms. Steele during the initial site visit, she provided a thorough overview of the community and its concerns. She described the resources and social services that were needed, and the need to educate residents about crime, the police, and the local justice system. Throughout

Southwood community meeting. Photo by PERF.

the project, Steele was an important resource and conduit to the community. She assisted RPD in arranging community events, including the initial consensus-building meeting with project stakeholders, the ongoing Neighborhood Watch meetings, the project's kick-off community event, and other gatherings.

Several local faith leaders also were eager to participate in the project. Ministers from the churches that serve Southwood residents were engaged in the project's events and provided information about the needs of the community.

Additionally, through this partnership, RPD was able to attend church gatherings to talk to community members in a setting where the residents felt safe. This provided for open dialogues and opportunities for RPD to share information. The Sacred Heart Catholic church is outside of the Second Precinct, but many residents attend Sacred Heart, so RPD worked to establish a strong relationship with the church. Sacred Heart Church also runs the Sacred Heart Center, a nonprofit community center that serves community members in Southwood and other parts of Richmond.[61] RPD project members reported that without the relationship they built with Sacred Heart, it would have been difficult to gain trust with the residents.

RPD also established a relationship with a local Spanish-language radio station that provided information to listeners about upcoming community meetings and events. Officers Oscar Reyes, Erica Loor, and John Perez and Lieutenant W. Michael Phibbs went on the air regularly to share information and answer questions. This provided a platform for the Latino community in Richmond to communicate comfortably with the police.

RICHMOND COMMONWEALTH'S ATTORNEY'S OFFICE

One goal of this project was to help address crime concerns in Southwood. The Richmond Commonwealth's Attorney's Office (CAO) was integral to efforts to reduce crime in the neighborhood. At the first stakeholder meeting, then-Assistant Commonwealth Attorney Anne Lloyd[62] and a victim/witness specialist from the CAO offered their support for the project. Both are fluent in Spanish, and their support continued throughout the project.

CAO's victim/witness services unit was important to this project, because domestic violence is a common crime within the Southwood community. As RPD began engaging more closely with the community, they found

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61. "Sacred Heart Center." https://shcrichmond.org/en/
62. Anne Lloyd took a new position in the Office of the Attorney General of Virginia as the Assistant Attorney General in August 2018.

that very often a husband or boyfriend heads the household and provides all the income, so female victims, especially those who do not work and do not speak English, are afraid of losing their financial support if they call the police and the abuser is arrested. Some victims also may fear the deportation of the abuser or themselves.[63]

To overcome these obstacles, it is important to encourage victims to report their crimes to the police and to support them when they do report. The CAO's victim/witness specialists reach out to every victim of domestic violence to provide resources and support. However, the office only has a limited number of Spanish-speaking specialists, so sometimes getting the appropriate resources to a victim can be delayed by language barriers. As a result, during one of the project's weekly meetings, the CAO requested that officers note the victim's primary language in every domestic violence report. Since the victim/witness specialists review these reports prior to calling victims, knowing the victim's language facilitates the routing of cases to an appropriate specialist. RPD implemented this recommendation department-wide. While this was a small change in how RPD operates, it had an important impact on how the CAO connects with victims.

A CAO specialist led an effort to develop a brochure for officers to hand out at the scene of a sexual assault or domestic violence incident. The brochure explains the steps that occur after someone is arrested. Information about what victims can expect following an arrest and what resources are available is invaluable in supporting the victim. These brochures were translated into Spanish and provided to the entire department for dissemination (See Appendix B).

THE UNIVERSITY OF RICHMOND

Addressing the language barrier in Southwood was one of the primary objectives for building trust and reducing crime in Southwood. To begin to address these barriers, the RPD project team sought ways for officers to learn basic Spanish. Lieutenant Dave Naoroz contacted several nearby universities to discuss opportunities for language classes for officers. Mary Catherine Raymond, Senior Program Manager at the University of Richmond's School of Professional and Continuing Studies, put together a proposal. Raymond has experience providing Spanish language instructions to other organizations in Richmond and was willing to work with RPD to develop a course tailored to law enforcement. There was a nominal

Figure 11: Officers participate in Spanish language classes run by Mary Catherine Raymond.

cost for the course, and RPD received permission to use training funds to cover that cost. Raymond also donated time to help officers learn the material.

Raymond began with the Workplace Spanish for Law Enforcement[64] workbook as a take-home tool for interested officers. Additionally, she developed PowerPoint presentations on different topics weekly to help officers retain new words and phrases. Raymond worked closely with Spanish-speaking officers to develop vocabulary lists

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63. National Latin@ Network. "Contextual Factors." https://nationallatinonetwork.org/learn-more/facts-and-statistics/contextual-factors

64. "Workplace Spanish for Law Enforcement." https://www.amazon.com/Workplace-Spanish-Law-Enforcement-Sutula/dp/1930134754

and pocket cards with phrases that officers use in day-to-day interactions with the community. Raymond refined the curriculum throughout the course. During the weekly classes, Raymond and Spanish-speaking officers walked through sample dialogues and role-play scenarios. Raymond also demonstrated how building Spanish language skills aligns with the principles of Building Trust (see Figure 12).

Figure 12: Slide from Spanish course highlighting the overlap between the Communication Touch Stones and learning Spanish

RICHMOND DEPARTMENT OF EMERGENCY COMMUNICATIONS

Project staff members learned from community members that some mistrust in the police stemmed from difficulties in calling 9-1-1. The City of Richmond's Department of Emergency Communications (DEC) is independent of the Richmond Police Department. The DEC manages emergency and non-emergency calls for police, fire, and medical services.[65] Like many emergency communications agencies, the DEC is short-staffed, especially with bilingual employees. DEC uses language lines to connect non-English speakers with a call-taker who can translate for them. Callers to these lines reported wait times of almost two minutes before being connected to someone who spoke Spanish and were unsatisfied with the service, particularly in emergency situations.

RPD worked with the DEC to issue a request for proposals and select a new vendor for language line services. One major stipulation of the new contract was answer times of less than 30 seconds. The DEC awarded a new contract in 2017, and reported that they stopped hearing any community members mention difficulties when calling 9-1-1.

RICHMOND PUBLIC SCHOOLS

Many Southwood residents are school-aged, so from the beginning of this project, RPD developed relationships with Richmond Public Schools. Officers worked in Greene Elementary School and other schools participating in the "lunch buddy" mentoring program. Beat officers also spent time walking through the school and getting to know the children. Greene Elementary was supportive of the project and allowed RPD to use its facilities for soccer as needed.

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65. "Department of Emergency Communications." City of Richmond. http://www.richmondgov.com/EmergencyCommunications/index.aspx

About halfway through the project, a representative from the Communities in Schools of Richmond joined the project team. Communities in Schools of Richmond works with school districts to get parents involved with school activities and help parents obtain resources.

Figure 13: From left to right: former Richmond Public Schools Superintendent Dr. Dana Bedden, Major Sydney Collier (RPD), Deputy Chief Steve Drew (RPD), and Angela Jones (a psychologist with Richmond Public Schools), at a community event in Southwood, June 2017; Photo by PERF.

Figure 14: An officer with RPD's mounted unit introduces his horse to a Southwood youth at a community event in the neighborhood, June 2017; Photo by PERF

In addition, RPD partnered with Richmond Public Schools for a "summer kickoff" event on June 17, 2017 with food, music, resources, and books for youths in Southwood. This event also concluded the project's official implementation period and offered PERF an opportunity to speak directly with RPD officials, partners, and community members about the impact of the program.

The Southwood Engagement Project was multi-faceted and relied on many stakeholders. One of the project's strengths was RPD's ability to connect with a wide variety of service providers and community leaders. In developing the initiative, RPD worked to accomplish the project goals using innovative practices, and formed lasting relationships with a range of partners. RPD's approach allowed for an assessment of how the principles of procedural justice (or "trust-building") could be implemented in Southwood. The next chapter assesses the implementation of those measures in Southwood and discusses major project findings.

CHAPTER 3:
Evaluation and Findings

The project design included a review of the implementation and outcomes of the project. Qualitative and quantitative data were collected as part of that review, although it was clear from the outset that it would be difficult to draw definitive conclusions from the data.

Most of the qualitative assessments and anecdotal evidence suggest a positive impact on the community and on the RPD officials who were closely involved in the project.

The PERF project team gathered input from community members about the project using post-implementation questionnaires and personal interviews. PERF also conducted pre- and post-implementation questionnaires of officers regarding their perceptions of crime and the Southwood community's trust in the police. PERF also obtained longitudinal crime data for Southwood and two other small, demographically-similar areas of the city.

Evaluation Design

The Southwood initiative was a constantly evolving project. With only one year to carry out the approach, elements of the project were implemented on a rolling basis. Flexibility was necessary throughout the project, as the team met different challenges and obstacles. This impacted the ability to draw definitive conclusions from outcome measures.

When designing the project, the team opted for measures that would be possible to analyze within a short timeframe.

The strategies used to assess the project process and outcomes were:

1. Weekly meetings/progress updates
2. Informal interviews of officers and community members
3. An officer questionnaire
4. A community questionnaire
5. Crime data impact assessment

1. MEETINGS/PROGRESS UPDATES

The use of the Incident Command System (ICS) for the Richmond project dictated its organization and communication structures. Even with this structure, close oversight and constant communication were necessary to manage the many moving pieces. The Tactics Meetings (held monthly) and the Command and General Staff Meetings (held weekly) kept the team moving forward.

Each Tactics Meeting set the course for the next month, and Command and General Staff Meetings were used to check in throughout the month on the tasks and goals set at the most recent Tactics Meeting.

The weekly meetings were led by Captain Michael Snawder and Lieutenant W. Michael Phibbs. Participants included the ICS "Operational Group" leaders (RPD personnel) and city and community partners. At the meetings, the project partners discussed updates, challenges, and ideas. PERF participated in all meetings via conference call to monitor progress and provide advice and assistance as necessary. Regular meetings helped to refine the approach in real time. Some pieces of the project met with complications, and having all the stakeholders assembled provided an opportunity to work together to identify problems and find innovative solutions.

In late October 2016, at approximately the halfway point of the project, the PERF team conducted a site visit and attended a Tactics Meeting in person. At this meeting, the beat officers, a crime analyst, investigators, and others discussed all elements of the project and categorized each one as "currently successful," "still in progress," or "challenges." Based on that categorization, the team was able to develop the objectives for the following month's Incident Action Plan (see sidebar below for a sample of the results of this meeting).

Progress on Project to Date: Mid-Point Tactics Meeting

The following summarizes some of the project elements discussed during the mid-point Tactics Meeting held on October 27, 2016:

AREAS IDENTIFIED AS "SUCCESSFUL"

Language and Culture

- The University of Richmond developed and pilot-tested a Spanish language class for officers. Reports from participants, supervisors and the instructor indicate the program was very successful. The first session of this class has ended, and the University of Richmond has agreed to offer this program again in the spring.

Community Engagement

- RPD has conducted Communication Touch Stones presentations (procedural justice/ trust-building) during roll calls.

- The community has been more involved in police-sponsored events.

- The department has led monthly community meetings in Southwood since June 2016.

Crime

- The random walking beats continue to occur regularly. The master police officers (MPOs) ensure accountability for these beats.

- Security cameras have been moved to more useful locations in the community.

Outreach to Specific Populations

- A youth soccer program has been established to engage with the Southwood youth.

AREAS IDENTIFIED AS "STILL IN PROGRESS"

Community Engagement

- Neighborhood Watch – a community coordinator is needed to establish this program.

Outreach to Specific Populations

- Domestic Violence team – Further discussion with the Commonwealth Attorney's Office is needed to expand the program.

- More involvement is needed from other city services, including the Richmond Ambulance Authority and the Department of Emergency Communications.

AREAS IDENTIFIED AS "CHALLENGES"

- RPD needs to identify a community member to take over monthly community meetings in Southwood. Identifying this individual has been a challenge.

RECOMMENDATIONS MOVING FORWARD

- Continue to address the community's misperception of RPD as being connected to Immigration and Customs Enforcement (ICE). This can be advanced by communication with advocacy groups and the news media.

- Work with the Department of Emergency Communications to provide immediate assistance to Spanish-speaking callers. Currently, Spanish-speaking individuals who call 911 may experience one- to two-minute wait times before being connected to someone who speaks Spanish. This is deterring individuals from calling 9-1-1.

- Identify ways to assess the perception of crime in the community, from the residents' standpoint and from officers' standpoint.

- Work to engage more officers in informal interactions with Southwood community members.

2. INFORMAL INTERVIEWS WITH OFFICERS AND COMMUNITY MEMBERS

During the Richmond Engagement Project, PERF conducted informal interviews of officers following roll calls, during ride-alongs, and at project events, in order to assess how officers viewed the project and how elements were being implemented.

For example, during PERF's site visit in October 2016, the team participated in multiple ride-alongs during different shifts. During these rides, PERF staff members spoke to different officers about their opinions on the project and suggestions for improving it. One officer said that community members had expressed appreciation that some officers are learning Spanish.

The PERF team also spoke with a supervisor who identified challenges with the project, including difficulty with scheduling, because officers were being taken off the street for language classes and other elements of the project. Another supervisor asked officers who volunteered for the Spanish class whether they felt the class was worth the department's investment, and all of the participants said that the course had already helped them on the job. The supervisor said that more officers would like to take part in the training, and the officers in the class thought all officers should be taking it.

Figure 15: Officer John Perez demonstrates how to swing a baseball bat to a youth in Southwood. Photo by PERF

The PERF team also heard that many officers did not have an in-depth understanding of all components of the project. Officers were aware of components that they were involved in, but did not know about the broader goals of the project, or even that monthly community meetings were being held at Southwood.

In response, PERF worked with RPD to share more information about the project internally. This effort included developing a project briefing sheet for officers, and having PERF staff members tell officers about the project during roll calls.

The PERF team also spoke with residents during community meetings and events. Residents expressed a favorable impression of the officers walking beats in Southwood. However, they also said that while the community *felt* safer, there were still problems in the neighborhood. For example, people said that vandalism and gang activity seemed to be increasing. Many also said some people were afraid to call the police when they saw these offenses occurring, because they didn't want to be labeled as a "snitch" within the community.

To feel comfortable calling the police, the community needed assurance that the police will not respond to their house if they call and report something suspicious. These concerns were relayed to RPD and discussed with residents in community meetings. RPD worked to address these concerns, discuss these sensitivities to other officers in the precinct, and assure community members that they can call the police without fear.

3. OFFICER QUESTIONNAIRES

Several RPD officers focused on working in Southwood and implementing elements of the Richmond Engagement Project, but under RPD's deployment structure, any officers assigned to the Second Precinct could interact with Southwood community members or respond to calls for service in the area.

To capture the impact of this project on all officers in the Second Precinct, PERF delivered hard copies of a survey to Second Precinct officers during roll call for all shifts in May 2017. Fifty-one officers received the questionnaire, and all 51 returned completed questionnaires. This sample size reflects approximately half of the patrol officers assigned to the Second Precinct.

Officers were asked a series of questions about their perspectives on crime, community interactions, neighborhood participation in crime prevention efforts, general perceptions of the Southwood community, and whether they had noticed changes in the department or community during the past year. Among the officers who responded:

- Almost 25 percent said that Southwood community members became more active in working with the police to solve problems, and 19 percent said community members became more active in reporting crimes to the police in the 12 months of the project;

- Seventy percent indicated that in-person conversations with community members are very important in identifying neighborhood problems such as graffiti, drinking in public, etc.;

- Nearly 60 percent said that they understand the needs and concerns of Southwood. Among these individuals, 30 percent said that their understanding had improved in the last 12 months;

- Eighty percent agreed that it is important to make frequent informal contacts and outreach to the people in Southwood to strengthen relationships; and

- Sixty-four percent agreed that community members of Southwood know more about what goes on there than the officers who patrol the neighborhood.

The questionnaire also revealed that some officers were constantly working to overcome the fear of police among many Southwood residents stemming from their bad experiences with police forces in their home countries. Some officers expressed frustration at the level of crime in Southwood, but other officers indicated that youth programs,

such as the soccer program, help to reduce crime, improve residents' perceptions of the police, and increase their willingness to work with the police to address community issues.

Results of the officer questionnaire can be found in Appendix C.

4. COMMUNITY QUESTIONNAIRE

The project team also disseminated a community questionnaire about the project to residents of Southwood. In June 2017, RPD and Richmond Public Schools hosted a "summer kickoff" gathering outside the Southwood pool house. This event provided books to children, food, drinks, music, and resources from community and legal organizations. RPD set up a recruiting booth, and the department's Mounted Unit brought horses. PERF attended this event and spoke with community members about their perceptions of the department over the last year.

At this event, PERF asked community members who attended the gathering and those who passed by to complete a short form on their thoughts about the police. Response cards were completed anonymously and returned to a sealed drop box. Residents were asked to provide their opinions on their recent interactions with RPD, including whether they were treated with respect and dignity, allowed to express their thoughts and opinions, and if they trust RPD. Additionally, community members were asked if this level of trust had increased, decreased, or stayed the same over the previous 12 months (the project's implementation period). This questionnaire was provided in English and Spanish (see Appendix D for a copy of the community questionnaire).

PERF interacted with more than 60 adult residents and received 56 completed responses. While the sample size was small and represented only the opinions of the individuals who were willing to interact with PERF staff during the community event, the responses were positive:

- 90 percent said that RPD officers treated them fairly;

- 94 percent said RPD officers treated them with respect and dignity;

- 85 percent said that RPD officers gave them an opportunity to express their opinions.

- 82 percent said they trusted RPD, and

- 50 percent of respondents said that their trust in the police had increased over the 12-month implementation period.

5. CRIME DATA IMPACT ASSESSMENT

One of the goals of the Southwood Engagement Project was to reduce crime in the Southwood neighborhood by increasing the trust between the community and the police. The study sought to determine whether increased trust and confidence in the police would reinforce evidence-based policing strategies and lead to measurable decreases in crime. To answer this question, PERF collected and analyzed violent and property crime data for the Southwood neighborhood.

It should be noted that in communities where trust between the community and police may be lacking, analysis of reported crime statistics can be complicated, because if a community's trust in the police increases, the number of reported crimes may *increase* as the community becomes more comfortable reporting crime to the police.

Figure 17 and Table 1 display monthly violent and property crime data in Southwood between May 2012 and April 2017.

Because the implementation period for the Southwood Engagement Project was May 2016 – April 2017, yearly data is displayed from May 1 to April 30 for each year.

(Violent crime includes aggravated assault, forcible rape, murder/non-negligent manslaughter, robbery, sexual battery, and simple assault. Property crime includes arson, larceny, burglary, motor vehicle theft, and other types of theft.)

Figure 17: Southwood Monthly Crime Data (May 2012 - April 2017)
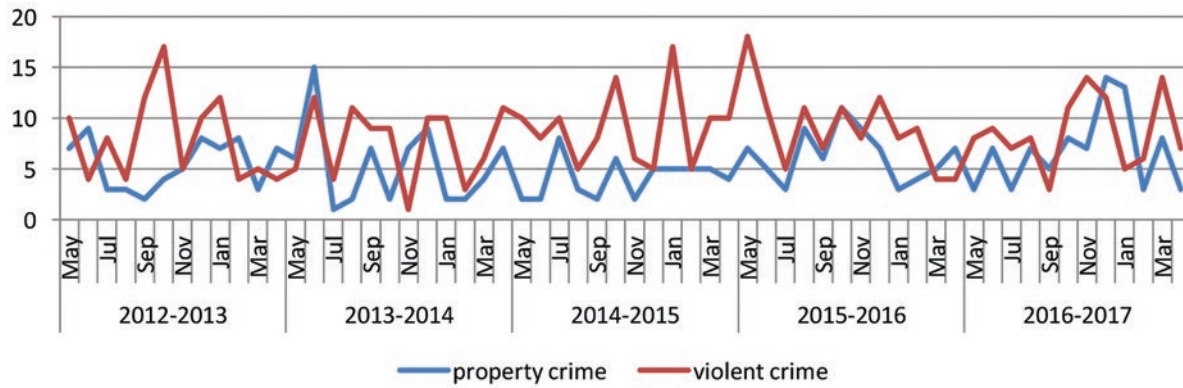
Table 1: Southwood Monthly Crime Data (May 2012 – April 2017)

Month	2012 – 2013		2013 – 2014		2014 – 2015		2015 – 2016		2016 – 2017	
	Property	Violent	Property	Violent	Property	Violent	Property	Violent	Property	Violent
May	7	10	6	5	2	10	7	18	3	8
Jun	9	4	15	12	2	8	5	11	7	9
Jul	3	8	1	4	8	10	3	5	3	7
Aug	3	4	2	11	3	5	9	11	7	8
Sep	2	12	7	9	2	8	6	7	5	3
Oct	4	17	2	9	6	14	11	11	8	11
Nov	5	5	7	1	2	6	9	8	7	14
Dec	8	10	9	10	5	5	7	12	14	12
Jan	7	12	2	10	5	17	3	8	13	5
Feb	8	4	2	3	5	5	4	9	3	6
Mar	3	5	4	6	5	10	5	4	8	14
Apr	7	4	7	11	4	10	7	4	3	7
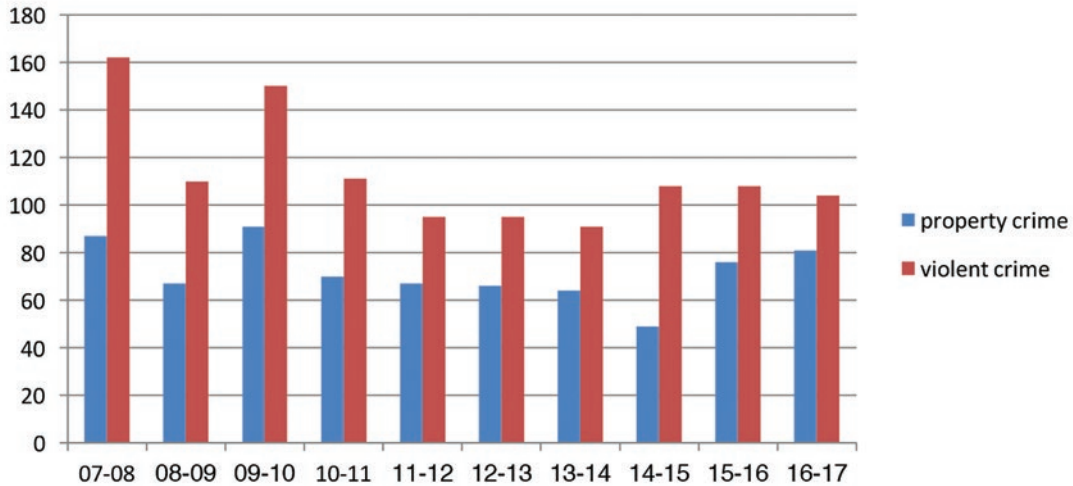
Figure 18 displays yearly property and violent crime data in Southwood over the past 10 years (from May 2007 to April 2017).

Reported violent crime peaked in years 2007-08 and 2009-10, declined until 2014, increased slightly in year 2014-15, and remained relatively stable after that. Property crime also fluctuated.

The implementation period for the Southwood Engagement Project was May 2016 to April 2017. In that year, reported violent crimes in Southwood declined slightly, and reported property crimes increased slightly. **PERF was unable to draw conclusions about any impact of the project on crime levels.**

It is noteworthy that two beat officers were assigned to Southwood beginning a year before the project, in March 2015. In the two years following that development, reported violent crimes declined slightly but reported property crimes increased rather sharply. It is possible that the presence of the officers in the neighborhood increased the trust community members had in the police, resulting in an increased willingness to call the police to report crimes. Anecdotally, Lieutenant W. Michael Phibbs indicated that several residents stated they would not have reported crime prior to the establishment of the "walking unit" that increased police officers' encounters with the community, and RPD's efforts to increase engagement.

CHAPTER 4:
Challenges and Lessons Learned

The Richmond Police Department's Southwood Engagement Project experienced many positive impacts and outcomes. It also faced several challenges, which yielded lessons for other agencies seeking to implement the Innovations Model.

Creativity and flexibility are crucial to the success of this kind of initiative. One project team member said, "Several times when we had good momentum, something would happen and it felt like the rug was pulled out from under our feet. We could quit or start again. We always started again. We used our creativity, adjusted, and moved forward."

Challenges

PROJECT TIMEFRAME

Having only 12 months to carry out the elements of the project was a challenge that required participants to quickly adapt to new measures. In some cases, the project came up against issues that could not be resolved quickly.

Fortunately, over the course of the project, there were few changes in the membership of the RPD project team. However, staffing and scheduling challenges at RPD made it difficult to consistently convene a group of the same patrol officers to discuss the project.

IMMIGRATION ENFORCEMENT

In Richmond and many other cities, there is often a perception in immigrant communities that all law enforcement agencies are closely connected to each other, so local police departments are sometimes viewed with suspicion that they are merely a branch of federal immigration enforcement authorities. In Richmond, this type of concern was exacerbated by the 2016 national election campaign. As inauguration day approached in January 2017, Southwood residents turned to the RPD beat officers in search of answers of how the new Administration might affect RPD's association with the federal Immigration and Customs Enforcement agency (ICE).

RPD and the City of Richmond committed to maintain the city's policy of promoting inclusion for all residents of the city. Mayor Levar Stoney issued a statement saying that "Richmond reaffirms its position … that we stand with all our residents as a welcoming city, inclusive and diverse," and that RPD would continue to not

participate in ICE 287(g) agreements, a program that deputizes local police officers to enforce federal immigration laws.[66]

However, rumors and stories of ICE raids from across the country circulated in Richmond, and police reported that some segments of the Latino population retreated from interacting with police, even in friendly, informal encounters. In a post-project questionnaire of officers that PERF conducted in June 2017, officers said this was a significant challenge to the project.

COMMUNICATION WITH THE SOUTHWOOD COMMUNITY

Advertising and keeping the community informed about the project was another challenge. Second Precinct personnel had to do much of their own online messaging related to the project. They were successful in creating relationships with the local Spanish-language newspaper and radio station, and the team utilized both of those outlets to spread the word about events and remain connected to Richmond's Latino community.

COMMUNITY MEETINGS

Attendance at Southwood community meetings fluctuated month to month. RPD saw as few as five and as many as 30 or more individuals at meetings. During PERF's October 2016 site visit, the team heard from some officers that they were not aware that meetings were being held. This sentiment was shared by members of the Southwood community as well. In some cases, meetings were held without much advance notice. RPD began making more timely announcements through the local Spanish-language radio station, and project partners noticed an increase in attendance after these notifications began.

TECHNOLOGY

The project team also experienced technical issues in accessing the National Institute of Justice "Español for Law Enforcement" course. Since this is an online course, it relies heavily on sound clips and videos to demonstrate pronunciation and phrases. The internet speeds and capabilities of the Second Precinct computers were subpar, which made the videos slow to load and the course difficult to complete. One officer (a native Spanish speaker) also noted that he took the course and said it was long and tedious, even for someone who knew the language. The same officer indicated the exposure to the language was beneficial, though, and having officers learn basic Spanish was a good idea.

Lessons Learned:

Following are some of the key lessons learned and broader challenges presented by the Southwood Engagement Project.

• **Lesson Learned: To engage a transient immigrant population, community development work must be conducted on an ongoing basis.**

Southwood's population is highly transient. For the Southwood Engagement Project, community partners and leaders are vital to engaging the community and working to build trust. With a transient community, though, it is difficult to identify and maintain the involvement of community partners over time. In Southwood, the attrition

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66. "Richmond mayor renews city's protection of illegal immigrants." *WTKR* (February 6, 2017). http://wtkr.com/2017/02/06/richmond-mayor-renews-citys-protection-of-illegal-immigrants/

of leaders and partners was a significant challenge. At times, progress on different elements of the project slowed down as partners left their positions.

It is imperative to continually work on community development in this type of project. Officers must be a regular presence in the community, getting to know residents and seeking out leaders. When there is turnover in the community, officers may have to establish new relationships. This can be seen as a setback and it may be frustrating. But if project leaders understand that it is simply part of the challenge of building and maintaining a worthwhile project, it becomes easier as they continually seek to identify and involve new participants.

- **Lesson Learned: Leadership and commitment from police supervisors must be in place as the foundation of the initiative.**

Commitment from the top of a police agency is imperative to beginning the work, but first-line supervisors (sergeants) and precinct leaders are the ones who can move a project forward on a daily basis. Working to build relationships with an immigrant community requires the involvement of supervisors, especially first-line supervisors.

In Southwood, after the beat officers were assigned to the neighborhood, other officers relied heavily on their expertise to handle any issues that arose in the community. Other officers assumed that the beat officers would be responsible for handling all issues raised by Southwood community members, because they already had the trust of the residents. RPD supervisors explained to them that the philosophy was about building relationships department-wide, and not relying solely on the beat officers to police the Southwood community.

RPD supervisors in the Second Precinct were invested in the project throughout its duration. Supervisors participated in all of the community meetings and gatherings, and some participated in the Spanish language classes.

- **Lesson Learned: Participation and input from *all* officers is critical for the project to move forward. Officers need to understand <u>what</u> they are expected to do differently, and <u>why</u> they are doing things differently.**

The initial relationships developed with residents of Southwood would not have been possible without the two beat officers who were assigned to the neighborhood. Having Spanish-speaking officers in the community helped to break down barriers that were preventing trust-building between the community and police.

Having beat officers who can make inroads with the community is a valuable way to begin to build trust with a community, but it is important to implement efforts to expand that trust to the rest of the department. During the Southwood Engagement Project, implementation did not always go as planned. The team was very enthusiastic and had many ideas for initiatives. At times, there were more ideas than could be effectively executed in the timeframe. As a result, momentum waned at times.

Because of staffing and scheduling issues, officers involved in the project were not able to meet periodically to discuss project challenges and successes. As a result, the majority of officers in the Second Precinct were not involved in offering input on strategies and programs, which is an important component of ensuring that officers have a sense of ownership in a project. So there was a lack of "buy-in" from some officers in Richmond. Some tended to "check the boxes" and simply do what they were instructed to do, rather than taking a larger role in the project. The project could have benefited from a broad training session at the beginning of the project, presenting officers with ideas about changes in their approach that could increase the quality of life of residents and improve the quality of their work as police officers.

- **Lesson Learned: The Incident Command System (ICS) can provide structure to a project and ensure accountability for completing tasks, but it may not foster creativity and an openness to new ideas.**

While the Incident Command System (ICS) provided a familiar model for organizing the project, it also made it difficult at times for officers to think creatively about their approaches to certain aspects of the project. RPD supervisors were well-versed in using ICS, and ICS helped organize the project and ensure accountability. The rigor of the ICS structure helped maintain focus and ensure that the project's key leaders followed up on tasks to be completed. Under ICS, however, officers may feel a need to ask permission to be creative in building relationships with the community.

ICS also is a good structure for accomplishing tasks, but it is less useful for exploring deeper issues such as changing the culture of a police department to promote innovation and trust-building.

Thus, officers must be told at the outset that they have permission to be creative and develop their own approaches to working with community members to solve problems.

Some officers participated in the project and excelled in it because they already supported the concepts of the project, such as the importance of building community trust in the police. Other officers did not support that philosophy and were not open-minded to the initiatives or tools that were being offered. The ICS structure dictated roles and responsibilities to those officers, which were met with some resistance.

Lessons Learned for the Innovations Model

Many of the lessons learned in Richmond were also experienced in the Minneapolis Exploratory Study of the Innovations model, conducted earlier. After implementing the Innovations Model in two similar, yet unique, communities with different approaches, there are several key lessons the PERF team has learned for success:

1. Overcoming language and cultural barriers is an important first step. Dedicated officers who speak the language and understand the local culture can make initial inroads, but an initiative like this cannot succeed without buy-in and support from the entire department.

2. First-line supervisors up to command staff need to demonstrate commitment to the project to show line officers the importance of the initiative. Supervisors must also explain to officers why the initiative is important.

3. Officers need to be given freedom (with supervision) to be creative and explore various ways to approach challenges. The Incident Command System (ICS) brings structure and organization to a project and helps to ensure that tasks are completed, but it is not the best mechanism for promoting creativity. So officers should be encouraged regularly to explore their own ideas for working with community members to solve problems.

4. Community partners are integral to the Innovations Model. Police certainly cannot carry out an initiative like this alone. Other criminal justice entities and community leaders need to be involved and supportive of the effort.

5. Patience, time, and consistency will help this type of initiative to thrive.

CHAPTER 5:
Conclusion

"With the Southwood Project, officers were directed to the neighborhood not on assignment, but just to get out, walk around, and speak to residents. This exposed the whole precinct to why it is important to develop trust in these communities. They were shown a different way to approach their jobs."

—Richmond Police Major Sydney Collier

The Southwood Engagement Project sought to combine principles of procedural justice and evidence-based policing practices, and apply them in a predominantly immigrant community. This was the second application of the Innovations Model in an immigrant community. The largely East African neighborhood of Cedar-Riverside in Minneapolis was chosen as the initial site for this initiative, because of its unique history, culture, demographics, and crime patterns. The Minneapolis Police Department had started to work with the community by assigning two Somali-American officers to the area, and the BJA/PERF project focused on building on those relationships. The community learned about the criminal justice system and policing in the United States, and officers learned more about the Somali culture and community. Officers explored how to apply trust-building principles to their everyday interactions with residents.

In Richmond, the largely Latino neighborhood of Southwood was chosen to test the Innovations Model in a second unique setting. Southwood is also a largely immigrant community with cultural and linguistic differences and issues of trust in the police.

Southwood in Richmond and Cedar-Riverside in Minneapolis are both vibrant communities. Like MPD, the Richmond Police Department embraced the Innovations Model and made it fit their needs and abilities. RPD, through its use of Incident Command System (ICS), highlighted how agencies can use tools that officers are already familiar with to help implement the model. However, Richmond's experience showed that ICS can aid in project management, but creativity is essential to ensuring commitment and success.

One lesson in both communities was the importance of overcoming language and cultural barriers. Both agencies initially addressed this by assigning two dedicated officers who spoke the language of the neighborhood to the communities. The assignment of these officers helped build initial trust with community members, and gave a jump-start to the initiative. However, MPD and RPD learned that this initial trust is just the beginning. Agencies seeking to implement an initiative like the Innovations Model need to build on the work that dedicated officers can start, and ensure that the entire department understands and embraces the new approach.

Overall, implementation of the Innovations Model in Richmond verified the significance of procedural justice and trust-building in the policing process. The policing profession relies on community partnerships to be successful, and the principles of procedural justice can help police build trust in communities where trust is lacking.

It is hoped that the lessons learned from the Minneapolis and Richmond projects will assist other agencies in adapting the Innovations Model to fit their communities and provide unbiased, fair, and respectful policing throughout all communities.

Sample Incident Action Plan (IAP) - September 2016

Southwood Engagement Project
Incident Action Plan
09/01/2016 – 09/30/2016

1. Incident Name: Southwood Engagement Project	Operational Period:	Date From: 09/01/2016 Date To: 09/30/2016 Time From: 0800 Time To: 0800

2. SMART Objective(s):
- Develop a communications plan which facilitates meeting all of the objectives.
- Develop a "brand" and actively pursue ways to share it with the public.
- Track the progress in reducing all murders, robberies, and assaults compared to the previous year.
- Reposition cameras to ensure optimal coverage.
- Conduct random walking assignments utilizing the Kuper Curve concept
- Implement changes to the traffic patterns as part of the overall CPTED plan
- Determine the issues which need to be overcome in order to use the ArcGIS collector app for the project.
- Provide Survival Spanish training for all officers in the Precinct.
- Implement the University of Richmond supplemental Spanish classes for the first 30 officers, and determine how many slots will be given to Chesterfield and 3rd Precinct.
- Conduct training on the 2nd pillar of the Communications Touch Points and Cultural Awareness training for all officers.
- Host a monthly Community Meeting and work towards getting a community leader to take the lead.
- Obtain approval to use the Boys and Girls Club for a "one stop" resource center.
- Please alerts in PISTOL for offenders who have targeted the Southwood Community
- Identify at risk youth who can participate in the soccer program
- Identify a group which can take the volunteer Domestic Violence Response Team

4. Operational Period Command Emphasis:

- Increase trust between the Southwood Latino Community and the Richmond Police Department through positive interactions.

General Situational Awareness

5. Site Safety Plan Required? Yes ☐ No ✔
  Approved Site Safety Plan(s) Located at:

6. Incident Action Plan (the items checked below are included in this Incident Action Plan):

		Other Attachments:
■ ICS 203	■ ICS 207	☐ _____
■ ICS 204	☐ ICS 208	☐ _____
☐ ICS 205	■ Map/Chart	☐ _____
☐ ICS 205A	☐ Weather Forecast/Tides/Currents	☐ _____
☐ ICS 206		

7. Prepared by: Name: <u>Michael A. Snawder</u>   Position/Title: <u>Planning Section Chief</u> Signature: _____

8. Approved by Incident Commander: Name: <u>Sydney Collier</u>_____   Signature: _____

ICS 202	IAP Page ___1___	Date/Time: _____

ORGANIZATION ASSIGNMENT LIST (ICS 203)

Incident Name: Southwood Engagement Project		**1. Operational Period:** Date From: 09/01/2016 Date To: 09/30/2016 Time From: 0800 Time To: 0800	
2. **Incident Commander(s) and Command Staff:**		**7. Operations Section:**	
IC/UCs	Sydney Collier	Chief	W. Michael Phibbs
		Deputy	
		Plan/OPS	
Deputy			
Safety Officer		**BRANCH**	
Public Info. Officer	Susan Rowland / Koury Wilson	Crime Group	Karrie Toland
Liaison Officer	Erica Hall	Language & Culture Group	David Naoroz
		Community Engagement Group	John Perez
3. **Agency/Organization Representatives:**		Special Enforcement Group	Tommy Lloyd
Agency/Organization			
PERF	Allison Heider		
PERF	Andrea Luna		
PERF	Charlotte Lansinger		
		BRANCH	
4. **Planning Section:**		Branch Director	
Chief	Michael A. Snawder		
Deputy			
Resource Unit			
RES Mgr.			
Situation Unit			
SIT Mgrs.			
DOCUL			
DEMOB		**BRANCH**	
GIS Specialist		Branch Director	
5. **Logistics Section:**			
Chief			
DLSC		**Air Operations Branch**	
FACL		Air Ops Branch Dir.	
		8. Finance/Administration Section:	
		Chief	
Service Branch		Deputy	
COML		Procurement Unit	
Asst COMUL			
Asst COMUL		Comp/Claims Unit	
FOOD		Cost Unit	

9. Prepared by: Name: Michael A. Snawder   Position/Title: PSC   Signature:

ICS 203	**IAP Page** 2	Date/Time: 9/5/2016 5:09 PM

ASSIGNMENT LIST (ICS 204)

1. Incident Name: Southwood Engagement Project	2. Operational Period: Date From: 09/01/2016 Date To: 09/30/2016 Time From: 0800 Time To: 0800	3. Branch: Division: Group: Crime Staging Area:

4. Operations Personnel:	Name	Contact Number(s)
Operations Section Chief:	W. Michael Phibbs	(804)-646-8143
Branch Director:		
Group Supervisor:	Karrie Toland	(804) 646-8165

5. Resources Assigned:

Resource Identifier	Leader	# of Persons	Contact (e.g., phone, pager, radio frequency, etc.)	Reporting Location, Special Equipment and Supplies, Remarks, Notes, Information
Random Walking Team	Jeff Urban	1		
Speed Enforcement Team	Stewart Hannah	3		
Marijuana / Drinking Team	John Barkley	3		
ArcGis Team	William Travers	2		
Camera Team	Larquel Way	2		

6. Work Assignments:

- **All Team Leaders will work closely with Karrie Toland who will report out at the C&GS Meetings**
- **Karrie Tolland** will continue to track progress in reducing all murders, robberies, and assaults compared to the previous year. The official start date for comparison purposes was 05/01/2016.
- **Jeff Urban** will continue to work with the Precinct Sergeants to ensure officers are complying with the 11-15 minute random walking assignments, with no more than 2 hours between.
- **Stewart Hannah** will ensure officers are conducting speed enforcement on the main roads
- **Sergeant John Barkley** will ensure officers are issuing summonses for drinking in public and smoking marijuana around the bus stop in the early morning hours. He will also look at video archive footage to see if additional trespassing charges can be filed against Christina Dubon.
 William Travers will continue to work through issues with Karrie Tolland and Larquel Way to eventually begin using the ArcGIS collector app for the project.
- **Larquel Way** will follow-up on purchase order for moving camera and work with William Travers on the Arc GIS project.

7. Special Instructions:

- Document your activity on an ICS 214 and submit it to the Planning Section Chief (PSC) at the end of each week electronically.

8. Communications (radio and/or phone contact numbers needed for this assignment):

Name / Function   Primary Contact: indicate cell, pager, or radio (frequency/system/channel)

_____ / _____   _____

_____ / _____   _____

_____ / _____   _____

_____ / _____   _____

9. Prepared by: Name: Michael A. Snawder	Position/Title: PSC	Signature:
ICS 204	IAP Page 3	Date/Time:

ASSIGNMENT LIST (ICS 204)

1. Incident Name: Southwood Engagement Project	2. Operational Period: Date From: 09/01/2016 Date To: 09/30/2016 Time From: 0800 Time To: 0800	3. Branch: Division: **Group:** Language and Culture **Staging Area:**

4. Operations Personnel: <u>Name</u>   <u>Contact Number(s)</u>

Operations Section Chief: W. Michael Phibbs   (804)-646-8143

Branch Director: _____

Group Supervisor: David Naoroz   (804) 646-8142

5. Resources Assigned:

Resource Identifier	Leader	# of Persons	Contact (e.g., phone, pager, radio frequency, etc.)	Reporting Location, Special Equipment and Supplies, Remarks, Notes, Information
University of Richmond Team	Mary Catherine Raymond	1		
Cultural Awareness / Communications Touch Points Team	James Hale	3		

6. Work Assignments:

- **All Team Leaders will work closely with David Naoroz who will report out at the C&GS Meetings**
- **David Naoroz** will confirm each Precinct Officer has started the NIJ Survival Spanish and identify the 30 officers who will go through the University of Richmond Training to include Chesterfield PD and 312 officers. He will then set a date which is prior to the end of this operational period. He will follow-up with Captain Powers regarding the potential for Career Development points and Continuing Education Units.
- **James Hale** will work with John Perez, PERF, and Sacred Heart to continue roll call training on the "Communications Touch Points" and Cultural Awareness. Training on the 2nd Pillar will begin this operational period.

7. Special Instructions:

- Document your activity on an ICS 214 and submit it to the Planning Section Chief (PSC) at the end of each week electronically.

8. Communications (radio and/or phone contact numbers needed for this assignment):

<u>Name / Function</u>   <u>Primary Contact: indicate cell, pager, or radio (frequency/system/channel)</u>

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9. Prepared by: Name: <u>Michael A. Snawder</u>   Position/Title: <u>PSC</u>   Signature:_____
ICS 204   IAP Page __4__   Date/Time:

ASSIGNMENT LIST (ICS 204)

1. Incident Name: Southwood Engagement Project	2. Operational Period: Date From: 09/01/2016 Date To: 09/30/2016 Time From: 0800 Time To: 0800	3. Branch: Division: Group: Community Engagement Staging Area:

4. Operations Personnel: <u>Name</u>   <u>Contact Number(s)</u>

Operations Section Chief: <u>W. Michael Phibbs</u>   (804)-646-8143

Branch Director: _____

Group Supervisor: <u>John Perez</u>   (804) 646-8143

5. Resources Assigned:

Resource Identifier	Leader	# of Persons	Contact (e.g., phone, pager, radio frequency, etc.)	Reporting Location, Special Equipment and Supplies, Remarks, Notes, Information
Southwood Manager	PM Carol	1		
Neighborhood Watch TL	Angeles Gustavo	1		

6. Work Assignments:

- John Perez will continue to work with Angeles Gustavo until he is ready to take the lead on future Community Meetings. The next meeting will occur on 09/28/2016. (Agenda Item: Confirm drinking in public is still a concern)
- John Perez will get a contact number for Mr. Hewitt from Carol regarding the use of the old Boys and Girls Club with the expressed intent of creating a "one stop" resource center for interested stakeholders.
- John Perez will coordinate with Angeles Gustavo to solicit volunteers to serve as block captains for the neighborhood watch program.

7. Special Instructions:

- Document your activity on an ICS 214 and submit it to the Planning Section Chief (PSC) at the end of each week electronically.

8. Communications (radio and/or phone contact numbers needed for this assignment):

<u>Name / Function</u>   <u>Primary Contact: indicate cell, pager, or radio (frequency/system/channel)</u>

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9. Prepared by: Name: <u>Michael A. Snawder</u>   Position/Title: <u>PSC</u>   Signature:_____
ICS 204   IAP Page __5__   Date/Time:_____

ASSIGNMENT LIST (ICS 204)

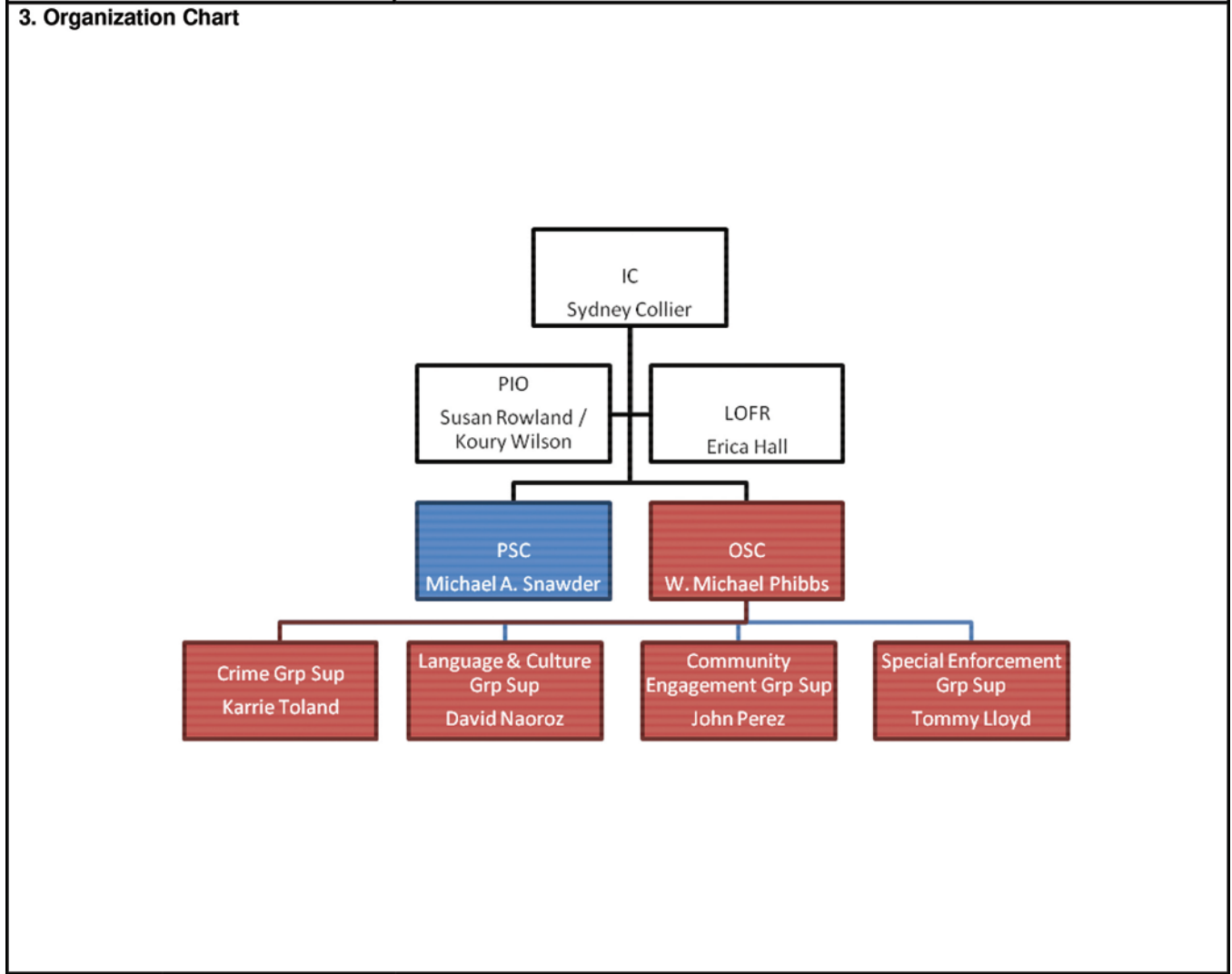| 1. Incident Name: Southwood Engagement Project	2. Operational Period: Date From: 09/01/2016 Date To: 09/30/2016 Time From: 0800 Time To: 0800	3. Branch: Division: Group: Special Enforcement Staging Area:

4. Operations Personnel: <u>Name</u>   <u>Contact Number(s)</u>

Operations Section Chief: <u>W. Michael Phibbs</u>   (804)-646-8143

Branch Director: _____

Group Supervisor: <u>Tommy Lloyd</u>   (804) 646-8144

5. Resources Assigned:

Resource Identifier	Leader	# of Persons	Contact (e.g., phone, pager, radio frequency, etc.)	Reporting Location, Special Equipment and Supplies, Remarks, Notes, Information
Focus Mission Team	Frank Scarpa	8		
Youth Intervention Team	Andy Wilkins	1		
Domestic Violence Response Team	Vilma Seymour	1		

6. Work Assignments:

- **All Team Leaders will work closely with Tommy Lloyd who will report out at the C&GS Meetings.**
- Frank Scarpa will set alerts in PISTOL for known offenders
- Vilma Seymour will look for an organization who can take the lead on the Domestic Violence Response Team project. (Mike Phibbs to meet with VCU on 09/19/2016.
- Andy Wilkins will start the soccer program targeting at risk youths.

7. Special Instructions:

- Document your activity on an ICS 214 and submit it to the Planning Section Chief (PSC) at the end of each week electronically.

8. Communications (radio and/or phone contact numbers needed for this assignment):

<u>Name / Function</u>   <u>Primary Contact: indicate cell, pager, or radio (frequency/system/channel)</u>

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9. Prepared by: Name: <u>Michael A. Snawder</u>   Position/Title: <u>PSC</u>   Signature:_____

ICS 204	IAP Page ___6___	Date/Time:

1. Incident Name: Southwood Engagement Project	2. Operational Period:	Date From: 09/01/2016 Date To: 09/30/2016 Time From: 0800 Time To: 0800

3. Organization Chart

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                            ┌───────────────┐
                            │      IC       │
                            │ Sydney Collier│
                            └───────┬───────┘
              ┌─────────────────────┼─────────────────────┐
        ┌─────┴─────┐                               ┌──────┴──────┐
        │    PIO    │                               │    LOFR     │
        │Susan Rowland/                             │ Erica Hall  │
        │Koury Wilson│                              └─────────────┘
        └─────────────┘
              ┌─────────────────────┬─────────────────────┐
        ┌─────┴─────┐                          ┌───────┴───────┐
        │    PSC    │                          │      OSC      │
        │Michael A. Snawder│                   │W. Michael Phibbs│
        └─────────────┘                        └───────────────┘
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PSC Michael A. Snawder	OSC W. Michael Phibbs

Crime Grp Sup Karrie Toland	Language & Culture Grp Sup David Naoroz	Community Engagement Grp Sup John Perez	Special Enforcement Grp Sup Tommy Lloyd

ICS 207	IAP Page _7_	4. Prepared by: Name: Michael A. Snawder Position/Title: PSC__ Signature: _

INCIDENT MAP PAGE

| 1. | Incident Name: Southwood Engagement Project | 2. | Operational Period: | Date From: 09/01/2016 | Date To: 09/30/2016 |
| | | | | Time From: 0800 | Time To: 0800 |

| 3. | Prepared by (SITL): | Date/Time: |
| 4. | Approved by (PSC): Michael A. Snawder IAP Page __8__ | |

Office of the Commonwealth's Attorney Victim/Witness Services Brochure

What's next?

Commonwealth's Attorney

- After someone is arrested for a crime (that person is called a defendant), they are taken to the Richmond Magistrate, who will make a determination about whether or not he/she will remain in jail until his/her court date.
- The defendant will be given a date for his/her arraignment – a formal reading and explanation of his/her charges.
- During the defendant's arraignment, a court date and time will be scheduled.
- You will be assigned a Commonwealth's Attorney who will represent your interests and be with you in court, free of charge. They will call you before the court date to discuss possible outcomes of the case.
- If you need to speak with your attorney before you receive a call from him/her, please call 804-646-2950.

¿Cuál es el próximo paso?

El Fiscal del Estado

- Después de que arrestan a alguien por un delito (esta persona se llama el acusado), le llevan al Magistrado de Richmond, el cual decide si el acusado permanece en la cárcel o está liberada hasta el día de la corte.
- Al acusado se le dará una fecha para la audiencia de lectura de cargos – una lectura formal con la explicación de los cargos que le enfrentan.
- Durante la lectura de los cargos, se programará el día y la hora de la corte.
- A usted se le asignará un Fiscal del Estado que representará sus intereses y estará con usted en la corte, sin costo. Ellos le llamarán antes del día de la corte para hablar sobre los posibles resultados del caso.
- Si usted necesita hablar con su abogado antes de que él/ella lo llame, marque el 804-646-2950.

Safety Planning Ideas

Have important phone numbers nearby for you and your children: police, hotlines, shelters, etc.

Tell a friend/neighbor about your situation; ask them to call the police if they hear angry noises.

Teach your children how to dial 911.

Plan a way to get out of your home safely. Practice this plan.

Find safer places in your home where there are exits and no weapons. If you feel abuse is going to happen, try to get your abuser to one of these safer places.

Try doing things that get you out of the house - taking out the trash, walking the pet, or going to the store.

Put together a bag of important documents and things you use regularly. Hide it where it is easily accessible.

Ideas para Medidas de Seguridad

Tenga a la mano una lista con números importantes tales como: la policía, emergencias, albergues, etc.

Cuéntele a un amigo/vecino acerca de su situación; pídales que llamen a la policía si escuchan gritos y/o discusiones acaloradas.

Enséñeles a sus hijos cómo marcar el 911.

Tenga un plan de escape para emergencias y practíquelo regularmente.

Identifique lugares en su casa donde haya salidas de emergencia y donde no haya armas. Si usted cree que va a haber violencia, trate de llevar al abusador a uno de estos sitios.

Trate de hacer actividades que le permitan salir de la casa – botar la basura, sacar la mascota, o ir al mercado.

Mantenga sus documentos importantes en una bolsa segura. Esconda la bolsa en un lugar de fácil acceso.

As the victim of a crime, there are protections in place to assist you.

- ChildSavers (trauma-informed mental health and child development services)
  www.childsavers.org
- Office of Multicultural Affairs (interpretation, community outreach, resources, etc.)
  www.richmondgov.com/multicultural
- U Visa (a nonimmigrant visa which is set aside for victims of crimes)
  www.uscis.gov/i-918
- YWCA of Richmond (emergency shelter, counseling, case management, etc.)
  www.ywcarichmond.org

Your Victim/Witness Specialist can help answer questions you may have about these resources.

Existen protecciones para ayudar a las víctimas de crimen.

- ChildSavers (servicios de salud mental y desarrollo infantil para las víctimas de traumas)
  www.childsavers.org
- Oficina de Asuntos Multiculturales (interpretación, eventos de educación y prevención comunitarios, recursos, etc.)
  www.richmondgov.com/multicultural
- U Visa (una visa no-inmigrante la cual se aplica a víctimas de crímenes)
  www.uscis.gov/i-918
- YWCA de Richmond (albergues de emergencias, consejería, manejo de casos de violencia, etc.)
  www.ywcarichmond.org

Su Especialista de Víctimas/Testigos le puede contestar a las preguntas que usted pueda tener con relación a estos recursos.

The police were called and someone was arrested—what's going to happen now?

La policía llegó y alguien fue arrestado-¿qué va a pasar ahora?

You are not alone. The Office of the Commonwealth's Attorney and Richmond Victim/Witness Services are here to help.

Usted no está solo. La Oficina del Fiscal General del Estado y los Servicios para Víctimas/Testigos de Richmond están aquí para ayudarle.

Phone: 804-646-7665
Teléfono: 804-972-0407

The Office of the Commonwealth's Attorney Victim/Witness Services

Oficina del Fiscal General del Estado Servicios para Víctimas/Testigos

Juvenile & Domestic Relations Court

1600 Oliver Hill Way Richmond, VA 23219
Phone/Teléfono: 804-646-2950
Fax: 804-646-3610

What is Victim/Witness Services?
We are people specially trained to help victims of crime through the court process.
We help them access resources and answer questions about what happens next so that they can be confident about the path forward.

¿Qué son los Servicios para Víctimas/Testigos?
Somos personas especialmente entrenadas para ayudar a víctimas de crímenes durante el proceso judicial. Les ayudamos a acceder a recursos y a responder a preguntas acerca de los pasos siguientes para que ellos se sientan más seguros sobre su camino en adelante.

What's next?

Victim/Witness Services

- If an Emergency Protective Order was issued, the defendant cannot contact you – directly or through a third party – for three days. Contact includes phone calls, texting, talking to you on social media, and coming to your house. If he/she does contact you, please notify the police.
- If you would like to extend your protective order, please go to the Oliver Hill Courts Building (1600 Oliver Hill Way) and a Victim/Witness Specialist will assist you.
- Within three days, a Victim/Witness Specialist should be contacting you, at the number you provided to the officer, to offer support, court information, and resources.
- The Victim/Witness Specialist will tell you the date and time of the court hearing. You are required to be in court on that date.
- If you do not hear from someone after three days, please contact 804-646-7665 to speak with a Specialist.

¿Cuál es el próximo paso?

Servicios para Víctimas/Testigos

- Si le dan una Orden de Protección de Emergencia, el acusado no puede contactarle a usted, ni directamente, ni a través de una tercera persona, por tres días. Esto incluye llamadas telefónicas, mensajes de texto, comunicación a través de medios sociales e ir a su casa. Si la persona le contacta, por favor informe a la policía.
- Si usted desea extender su orden de protección existente, por favor vaya a la Corte de Oliver Hill (1600 Oliver Hill Way) y un especialista de Víctimas/Testigos le ayudará.
- En un período de tres días, el Especialista de Víctimas/Testigos le contactará al número que usted le dio al oficial, para ofrecerle ayuda, información sobre la corte y sobre los recursos disponibles.
- El Especialista de Víctimas/Testigos le informará del día y la hora de la audiencia. Se requiere que usted asista a la corte en la fecha otorgada.
- Si nadie le ha contactado después de los tres días, llame al 804-646-7665 para hablar con un especialista.

APPENDIX C:
Officer Questionnaire

The Richmond Police Department (RPD) and the Police Executive Research Forum (PERF) are conducting a policing study for the Bureau of Justice Assistance (BJA). RPD is piloting a combination of community trust building techniques with evidence-based crime prevention practices in an effort to increase trust in the police and reduce crime in the Southwood community of the city. PERF is conducting an assessment of this initiative. Chief Durham has granted PERF permission to administer this survey to personnel at RPD. **The purpose of this survey is to gain an understanding of police perceptions of the Southwood community, and policing perspectives in general.**

This survey is confidential and will be submitted directly to PERF. We are not asking for your identity on the survey, and individual responses will not be reported to your agency or anyone else. The survey should take approximately 10 minutes to complete. Your <u>candid and honest responses</u> to the questions below are critical in assessing these program efforts. Thank you for your participation.

If you have any questions regarding this survey, contact Allison Heider at: aheider@policeforum.org.

*Please note: The following questions were adapted from prior police perception studies, primarily the Vera Institute's 2006 study "Assessing Police-Community Relations in Pasadena, California" and the collective work of Dr. Tom Tyler.

Instructions: Listed below are a number of statements specifically related to your job and policing in the Southwood community. Please respond by circling the response that most accurately describes your perspective.

Neighborhood Related Questions

1. In Southwood, how <u>active</u> are the community members in:

Reporting crime to the police? N=38	Not at all 2 Somewhat Active 31 Very Active 5

> *In the past 12 months, has this: N=47* Decreased 4   Stayed the same 34   Increased 9

Working with the police to solve problems? N=38	Not at all 4 Somewhat Active 31 Very Active 3

> *In the past 12 months, has this: N=47* Decreased 2   Stayed the same 33   Increased 12

Working with other community members N=41 to prevent crime?	Not at all 9 Somewhat Active 30 Very Active 2

> *In the past 12 months, has this: N=44* Decreased 3   Stayed the same 29   Increased 12

Reporting suspicious activity to the police? N=38	Not at all 13 Somewhat Active 32 Very Active 2

> *In the past 12 months, has this: N=46* Decreased 5   Stayed the same 29   Increased 12

| **Taking important steps to protect themselves from crime? N=40** | Not at all 15   Somewhat Active 24   Very Active 1 |

> *In the past 12 months, has this*: **N= 46**   Decreased 2   Stayed the same 38   Increased 6

2. Consider the crime-related problems in Southwood. How important/effective are the following sources of information in <u>identifying neighborhood problems</u> (e.g., graffiti, drinking in public, domestic violence, robberies, etc.)?

| **911 Communication/Calls for Service: N=49** | Not important 1   Somewhat Important 16   Very Important 32 |

| **Non-emergency crime reports: N=49** | Not important 3   Somewhat Important 25   Very Important 21 |

| **In-person conversations with N=51 community members:** | Not important 0   Somewhat Important 15   Very Important 36 |

| **Obtaining information from other police officers: N=51** | Not important 1   Somewhat Important 12   Very Important 38 |

| **Community meetings: N=51** | Not important 7   Somewhat Important 20   Very Important 24 |

| **Community surveys: N=51** | Not important 11   Somewhat Important 23   Very Important 17 |

| **Crime analysis data: N=51** | Not important 2   Somewhat Important 23   Very Important 26 |

| **Your observations: N=51** | Not important 1   Somewhat Important 16   Very Important 34 |

| **Supervisors/roll call briefings: N=51** | Not important 4   Somewhat Important 22   Very Important 25 |

| **Councilperson/elected leaders: N=51** | Not important 16   Somewhat Important 23   Very Important 12 |

| **Other city departments/agencies: N=51** | Not important 8   Somewhat Important 30   Very Important 13 |

Other, please list: **N=1**	
Informants _____	Not important 0 Somewhat Important 0 Very Important 1

Instructions: *Listed below are a number of general statements specifically related to Southwood and the Richmond Police Department. Please indicate the level to which you agree with each statement.*

Employee Perceptions of Southwood

3. In my opinion…

In general, community members in Southwood do not respect the police. N=50	Strongly Disagree 5 Disagree 10 Neutral 18 Agree 14 Strongly Agree 3

➡ *In the past 12 months, has this*: **N=44**   Declined 1   Stayed the same 38   Improved 5

The relationship between the police and the community members in Southwood is very good. N=50	Strongly Disagree 3 Disagree 6 Neutral 24 Agree 15 Strongly Agree 2

➡ *In the past 12 months, has this*: **N=45**   Declined 2   Stayed the same 35   Improved 8

Community members do not understand all of the types of problems that the Richmond Police Department must address. N=50	Strongly Disagree 0 Disagree 1 Neutral 9 Agree 25 Strongly Agree 15

➡ *In the past 12 months, has this*: **N=45**   Declined 2   Stayed the same 40   Improved 3

The community members in Southwood understand the role of law enforcement. N=51	Strongly Disagree 3 Disagree 14 Neutral 22 Agree 10 Strongly Agree 2

➡ *In the past 12 months, has this*: **N=45**   Declined 5   Stayed the same 36   Improved 4

The community members in Southwood understand how the criminal justice system works. N=51	Strongly Disagree 8 Disagree 16 Neutral 18 Agree 8 Strongly Agree 1

➡ *In the past 12 months, has this*: **N=45**   Declined 3   Stayed the same 38   Improved 4

| **I understand the needs and concerns of the community in Southwood. N=51** | Strongly Disagree 1 | Disagree 2 | Neutral 18 | Agree 21 | Strongly Agree 9 |

➥ *In the past 12 months, has this*: **N=44**   Declined 1 Stayed the same 33 Improved 10

| **The community members in Southwood are comfortable approaching police for assistance. N=48** | Strongly Disagree 4 | Disagree 12 | Neutral 17 | Agree 15 | Strongly Agree 0 |

➥ *In the past 12 months, has this*: **N=47**   Declined 4 Stayed the same 32 Improved 11

| **The police know better than community members which police services are required in Southwood. N=50** | Strongly Disagree 2 | Disagree 4 | Neutral 20 | Agree 21 | Strongly Agree 3 |

| **Police officers should make frequent informal contacts with the people in Southwood to strengthen police-community relationships. N=50** | Strongly Disagree 0 | Disagree 1 | Neutral 9 | Agree 32 | Strongly Agree 8 |

| **Police officers should try to help with other social issues (e.g., liaising with other city agencies, helping at-risk youth, providing referrals, etc.). N=50** | Strongly Disagree 2 | Disagree 7 | Neutral 13 | Agree 22 | Strongly Agree 6 |

| **Police officers should make outreach efforts to engage community members in Southwood. N=50** | Strongly Disagree 1 | Disagree 4 | Neutral 12 | Agree 28 | Strongly Agree 5 |

| **Community members know more about what goes on in Southwood than the officers who patrol there. N=50** | Strongly Disagree 0 | Disagree 6 | Neutral 12 | Agree 21 | Strongly Agree 11 |

| **The prevention of crime is the joint responsibility of the community and the police. N=50** | Strongly Disagree 0 | Disagree 1 | Neutral 6 | Agree 17 | Strongly Agree 26 |

Lowering community members' fear of crime should be just as high of a priority for this department as reducing crime. **N=50**	Strongly Disagree 0	Disagree 9	Neutral 7	Agree 24	Strongly Agree 10

In general, community members in Southwood appreciate the police. **N=50**	Strongly Disagree 2	Disagree 8	Neutral 21	Agree 16	Strongly Agree 2

4. How long have you worked in the Southwood community?

N=33

10 years
2 years
2 years
2 years
9.5 years
2 years
4-6 months
2 years
Infrequently over 7 years
5 years (on and off)
Over 3 years
4 years
4 years
15 years
13 years
2 years
21 years
8 years
I don't on a regular basis
7 years
15 years
4 years
19 years
2 years
1 year
2 years
20 years
Occasionally for 2.5 years
1 year
Do not patrol
10 years
None
12 years
2 years

5. In your current position, how would you categorize your level of involvement in the Southwood community? **N=48**

Never Involved 1	Rarely Involved 14	Somewhat Involved 25	Very Involved 8

Please provide any other general comments:

We continually work to overcome the cultural differences of their homeland police forces to our police forces and different levels of trust which this causes.

The problem is what the media puts on TV for all to think is the truth about police. Which is not the case at all. It's hard to try and get on top and gain trust with the people you serve when the media and society have no idea you're putting your life on the line every day you go to work and sadly the general public believes everything they see on TV.

Finding affordable programs for the youth will lower most of the crime in the area

I work in an adjacent patrol district to Southwood, so I am somewhat aware of the issues but I do not routinely respond to calls for service in that neighborhood

The recent election led to a decline/mistrust that was not the fault of R.P.D.

Southwood has been an issue/problem my entire career. The Dept. cannot be effective in combating crime when we are not (or encouraged not to) enforce the laws on the Hispanic community. (Drunk in public, trespassing). It needs to be addressed at a larger level with the corporate owners of the property to enforce their living standards and rules (evictions, etc.) Also to continue to put resources into this community severely cripples police involvement in the rest of the sector.

I have assisted with conducting a soccer program in the community. It has definitely had a positive outlook with the residents of Southwood. I think the soccer program should continue.

Southwood is one of our highest call generators of crime/calls for service. It's off the charts for crime ridden.

Since the presidential election, it seems the community trust has majorly declined. An example would be, citizens refusing to open the door for police, stating they were afraid it was I.C.E.

Thank you for participating in this important survey!

Community Questionnaire

(See page 37 for results.)

Southwood Community Interactions with the Richmond Police Department

Comunidad de Southwood
Interacciones con
el departamento de Policia de Richmond

Please note your responses will not be linked in any way with your identity and will not be reported to RPD.
Tenga en cuenta que sus respuestas no serán relacionadas de ninguna manera con su identidad y no serán reportadas a RPD.

Instructions: In thinking about your recent experiences with the Richmond Police Department (experiences occurring during the past 12 months), please indicate the level to which you agree with each of the following statements by circling a number between 1 and 5.

Instrucciones: Pensando en sus experiencias recientes con el departamento de la Policia de Richmond (experiencias que ocurieron durante los doce meses pasados), favor indicar el nivel en el que usted está de acuerdo con cada una de las siguientes declaraciones marcando con un círculo de 1 a 5.

1 = strongly disagree, 2 = disagree , 3 = neutral , 4 = agree , and **5 = strongly agree** . Please mark the question with an "X" if it does not apply to you or you do not know the answer. (Favor de marcar la pregunta con 'x' si no se aplica para Ud. ó si no sabe la respuesta.)

1 = no está totalmente de acuerdo / 2 = no está de acuerdo
3 = neutro
4 = está de acuerdo / **5 = está totalmente de acuerdo**

- During my recent interactions with the Richmond Police Department, the officer(s) treated me with respect and dignity. Durante mis recientes interacciones con el departamento de Policia de Richmond, el/los oficial(es) me trataron con respeto y dignidad.
  (1) (2) (3) (4) (5)

- During my recent interactions with the Richmond Police Department, the officer(s) gave me an opportunity to express my thoughts and opinions. Durante mis recientes interacciones con el departamento de Policia de Richmond, el/los oficial(es) me ofrecieron la oportunidad de expresar mis pensamientos y opiniones.
  (1) (2) (3) (4) (5)

- During my recent interactions with the Richmond Police Department, the officer(s) treated me fairly. Durante mis interacciones recientes con el departamento de Policia de Richmond, el/los oficial(es) me trataron con imparcialidad.
  (1) (2) (3) (4) (5)

- The Richmond Police Department upholds the law fairly and consistently. El departamento de la Policia de Richmond hacen respeto de la ley justamente y constantamente.
  (1) (2) (3) (4) (5)

- I trust the Richmond Police Department. Tengo confianza en el departamento de la Policia de Richmond.
  (1) (2) (3) (4) (5)

- Since May 2016, my level of trust in the Richmond Police Department has: Desde mayo 2016, mi nivel de confianza en el departamento de la Policia de Richmond:

Increased	ha aumentado
Stayed the Same	sigue siendo el mismo
Decreased	ha disminuido

- The justice system in Richmond works for the good and/or safety of the community. El sistema de justicia en Richmond trabaja para el bien y / o seguridad de la comunidad.
  (1) (2) (3) (4) (5)

APPENDIX E:
Project Timeline

September 2013
BJA awards PERF a cooperative agreement for supplemental funding to implement and document a project based on ongoing work in Minneapolis, MN to improve community perceptions of police legitimacy.

October 2014
Debrief meeting with BJA to discuss findings and outcomes from Minneapolis that would be applicable/beneficial in shaping the new project.

November 2014 – March 2015
PERF and BJA discuss project scope and site selection, and explore approximately 20 potential sites.

March 2015
PERF and BJA tentatively select Richmond, VA as the project site and begin exploratory discussions with the Richmond Police Department (RPD).

March 2015
RPD assigns officers John Perez and Erica Loor to a walking beat assignment in the potential project neighborhood, Southwood, to begin outreach to the community.

June 16, 2015
Project team conducts initial site visit to Richmond to meet with RPD leaders and Southwood beat officers to discuss the project and visit Southwood.

December 10, 2015
PERF, BJA, and RPD leaders meet with other community and justice system stakeholders about possible partnerships for the project.

March 10-11, 2016
PERF conducts a follow-up visit to meet with Second Precinct officers and participate in ride-alongs.

April 5, 2016
RPD conducts first "Command and General Staff Meeting" as part of the Incident Command Structure (ICS) format chosen to guide the project. These meetings are held weekly throughout the duration of the project.

April 2016

RPD administers an informal community questionnaire on community perceptions of the police in Southwood.

May 1, 2016

Project implementation officially begins; RPD conducts first "Tactics" meeting as part of the ICS structure.

May 7, 2016

RPD hosts a "kickoff" introductory meeting with the Southwood community.

May 2016

RPD begins 10-15 minute random walking assignments based on Dr. Christopher Koper's study to reduce crime and disorderly behavior.

June 27, 2016

PERF and BJA meet in Washington, DC to discuss project operations, successes and obstacles to date, and next steps.

June 2016

RPD presents roll call training on first trust-building principle: Fairness.

June 2016

RPD holds first community meeting in Southwood to gather feedback and discuss neighborhood concerns.

July 5, 2016

RPD and Chief Alfred Durham host a command walk in Southwood, where Chief Durham and other command staff went door-to-door to discuss community issues and concerns with residents.

July 2016

The Commonwealth Attorney's Office (CAO) becomes a regular presence at weekly Command and General Staff meetings and an official project partner.

August 31, 2016

The Southwood Property manager and RPD host a "Back to School" event for youth in Southwood. RPD hands out backpacks.

August 2016

RPD works to move two security cameras in Southwood to better capture surveillance information.

August – October 2016

RPD conducts a weekly soccer clinic for 30 youth in Southwood.

September 2016

RPD presents roll call training on second trust-building principle: Respect.

September – December 2016

Mary Catherine Raymond of the University of Richmond teaches Spanish language classes for officers who volunteered to take the course.

October 26-28, 2016
PERF team conducts a site visit to meet with Chief Durham and command staff, participate in roll calls and ride-alongs, and gather feedback from officers to aid in shaping project strategies.

October 2016
RPD presents roll call training on third trust-building principle: Voice.

October 2016
RPD compiles a list of offenders known to target Southwood and sets up alerts in their Records Management System (RMS).

November 2016
RPD officers throughout the agency begin noting in their reports if victims of domestic violence speak Spanish only, in order to aid the CAO in its outreach to victims.

November 2016 – January 2017
RPD works with the Department of Emergency Communications (DEC), responsible for 9-1-1 call answering and emergency dispatch, to shorten the time in which it takes for a translator to be available to a Spanish-speaking individual calling 9-1-1.

January 2017
RPD presents roll call training on final trust-building principle: Transparency.

February 20, 2017
RPD partners with the University of Richmond to bring in Young Rembrandts and Broken Wing Enterprises to provide art and martial arts classes to youth in Southwood.

April 10-12, 2017
RPD, University of Richmond, Young Rembrandts, and Broken Wing Enterprises partner again to provide three days of art and martial arts classes to youth during spring break.

May 1, 2017
Activity and data collection ends.

May 2017
PERF administers a project close-out questionnaire to Second Precinct officers on their perception of crime and community interactions in Southwood and any changes they have noticed over the last year.

June 17, 2017
Richmond Public Schools and RPD host a "summer kickoff" event in Southwood. PERF attends this event to interact with Southwood community members and distribute a questionnaire on perceptions of the department over the last year.

June 2017
Documentation of Richmond work complete; data analysis, review of findings, and final report initiated.

POLICE EXECUTIVE
RESEARCH FORUM

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We provide progress in policing.