

# SUBJECT TO DEBATE

A NEWSLETTER OF THE POLICE EXECUTIVE RESEARCH FORUM



Members of the President's Task Force  
on 21<sup>st</sup> Century Policing listen to testimony  
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## PERF Members Testify Before President's Task Force on 21<sup>st</sup> Century Policing

PRESIDENT OBAMA RELEASED THE FINAL REPORT of his Task Force on 21<sup>st</sup> Century Policing on May 18. The Task Force was co-chaired by Charles Ramsey, Philadelphia Police Commissioner and PERF President, and Laurie Robinson, Professor of Criminology, Law and Society at George Mason University.

The Task Force's nine other members included four PERF members: Susan Rahr, Executive Director of the Washington State Criminal Justice Training Commission; Roberto Villaseñor, Chief of Police in Tucson, AZ; Sean Smoot, Director of the Police Benevolent and Protective Association of Illinois; and Cedric L. Alexander, National President of the National Organization of Black Law Enforcement Executives.

COPS Office Director Ronald L. Davis served as Executive Director of the Task Force.

More than 30 PERF members testified before the Task Force during public hearings in Cincinnati, Phoenix, and Washington, D.C.

The hearings were organized in a series of general topics: Building Trust and Legitimacy; Policy and Oversight; Technology and Social Media; Community Policing and Crime; Training and Education; Officer Safety and Wellness; and the Future of Community Policing.

On the following pages, this issue of Subject to Debate provides brief excerpts from these public statements. Witnesses were asked to make specific recommendations rather than general statements. The witnesses' full statements are available online at <http://www.cops.usdoj.gov/default.asp?Item=2761>.

The Final Report of the Task Force is available at: [http://www.cops.usdoj.gov/pdf/taskforce/TaskForce\\_FinalReport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf)

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### Thanks to All My Colleagues at PERF

By Commissioner Charles Ramsey,  
Philadelphia Police Department  
PERF President

Since January 2010, I have been privileged to lead the Police Executive Research Forum as your elected president. As my term comes to an end this June, I would like to take a moment to express my genuine gratitude and appreciation to my treasured friends and incomparable colleagues of PERF.

Let me begin by acknowledging the extraordinary leadership of PERF's Executive Director, Chuck Wexler. Under

his perceptive and intuitive guidance, PERF's membership is currently upwards of 2,000. Chuck has successfully positioned PERF as a worldwide leader in law enforcement policy, critical thinking, and valuable research.

I particularly want to thank my fellow Board Members—such an exceptional group of leaders: Tom Manger, Scott Thomson, Roberto Villaseñor, Dan Oates, Bill Blair, Janeé Harteau, and Sir Peter Fahy. These chiefs have set the standard for PERF's commitment to the global development of outstanding leadership.

To my fellow PERF members, please accept my sincere thanks for your loyalty and support these past few years. Any success we have achieved can be



directly attributed to your tireless dedication and collaborative efforts.

I look forward to working with all of you as PERF continues to lead, guide, and educate the world on effective and innovative policing.

## **CO-CHAIRS CHARLES RAMSEY AND LAURIE ROBINSON:**

### *Recent Events Underscore the Need for Collaborations Between Police and the Public*

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

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

## **COPS OFFICER DIRECTOR RONALD L. DAVIS:**

### *21<sup>st</sup> Century Policing Requires Trust*

As the Executive Director for the Task Force, I participated in many [Task Force] discussions. And while each community brings its own perspectives, a common theme we heard is that 21<sup>st</sup> Century Policing requires trust. Individuals are more likely to obey the law when they trust that those who enforce it will treat them equally with dignity and respect, regardless of what they look like, where they live, or whom they love. Individuals who trust law enforcement are also more likely to call for help when they need it, or to provide other critical information that helps to prevent and solve crimes.

## **Building Trust and Legitimacy**

## **HENNEPIN COUNTY (MN) SHERIFF RICH STANEK:**

### *We Can't Do Our Jobs Without Community Support*

Sheriffs understand the 'community engagement and dialogue' area very well, given our position in the community. We have a firsthand understanding of the importance of positive community relations and the role that these relations play in solving crime and building safer communities. In fact, we couldn't do our jobs without the support, engagement and cooperation of the public.



**President Obama with members of the President's Task Force on 21<sup>st</sup> Century Policing.**

## **Policy and Oversight**

## **LOS ANGELES CHIEF CHARLIE BECK:**

### *To Bridge the Divide in Our Communities, We Must Embrace Community Oversight*

A large part of building and maintaining the trust of the community lies in the ability of government to demonstrate transparency and accountability. In Los Angeles, we are fortunate enough to have a well-established civilian oversight system in place that not only sets broad policy and holds the Chief accountable, but also encourages collaboration.

When it works, and I would argue that it is working in Los Angeles, civilian oversight comes down to collaboration, activism, and outreach:

**Collaboration:** In Los Angeles, civilian oversight differs from the traditional notions of a civilian review board, police auditor, or ombudsman approach. Civilian oversight means working collaboratively with the Mayor and City Council; the Board of Police Commissioners and the Inspector General; community groups, the media, and activists. It means working with police management, the rank and file and with our union.

**Activism:** We've found that working with activists directly reduces anxiety and anger. During my career, I have had a long term and productive relationship with many activists and advocacy groups, including Connie Rice's Advancement Project. Connie went from suing the police department quite regularly on behalf of her clients, to working hand in hand with us to improve conditions in some of our toughest neighborhoods.

**Outreach:** The Community Safety Partnership is a good example of engaging the community and building trust where it is needed most, in the public housing projects in Watts. Instead of an invading army to suppress crime, we assigned 45 officers to serve for five years at three housing projects in Watts and at an additional housing project in East Los Angeles. The officers go into the housing developments with the intent NOT to make arrests, but to create partnerships, create relationships, to hear

the community and see what they need and then work together to make those things happen.

There is a divide in America today, and much of it comes down to mistrust and a lack of understanding. In order to bridge that divide, we as police leaders must fully embrace true and meaningful community oversight.

We must not retreat and grow defensive in the face of criticism and conflict. We need to rise to the occasion, reach outside of our “command and control” comfort zone, and develop new ways to connect to the people we police AND to our officers who are out there every day working to improve conditions and protect our communities.

### **CHICAGO SUPERINTENDENT GARRY MCCARTHY:**

#### *We Have Learned How to Manage Large-Scale Demonstrations Effectively*

Law enforcement officers need to continuously train for pre-planned and spontaneous events where large crowds gather. Large crowds can become unruly, and riots can ensue if law enforcement officers are not trained properly in crowd control tactics and techniques. In June of 2011, the City of Chicago was notified that it would have the honor of hosting the North Atlantic Treaty Organization (NATO) Summit in May of 2012.

There were four pivotal points of the crowd control training leading up to the NATO Summit that I would like to emphasize.

The first is recognizing, understanding, and granting the citizens of Chicago and all visitors to the city their First and Fourth Amendment rights. The First Amendment of the United States Constitution grants citizens the right to assemble, communicate ideas, and share problems and desires. The Fourth Amendment gives people the right to be secure in their persons and that unreasonable searches and seizures will not be tolerated.

The second point is using the appropriate and reasonable amount of force. Police officers need to use an amount of force reasonably necessary based on the totality of the circumstances to perform a lawful task, effect an arrest, overcome resistance, control a subject, or protect themselves or others from injury.

Third, the team concept was instilled into the training courses because working as a team builds confidence and reinforces proper reaction.

The fourth point is that strong leadership must be provided from all supervisors. This on-the-ground leadership lends itself to more timely and accurate decisions, as well as flexibility in responding to situations.

### **PERF EXECUTIVE DIRECTOR CHUCK WEXLER:**

#### *Here's What Our Research Has Taught Us About Reducing and Preventing Use of Force*

In addition to reviewing particular use-of-force incidents after the fact, we need to acknowledge that some of these incidents could have been prevented, and we must try to find ways of preventing those incidents in the first place.

In other words, leading police chiefs are saying that we need to “go upstream” to the minutes *before* a controversial

shooting or other use of force happened, to analyze what occurred and why, examine all of the factors that were involved, and ask whether the officer may have missed opportunities to de-escalate the situation.

So instead of focusing solely on the narrow issue of whether a use of force was legally justifiable under the circumstances, we should also look at whether other choices were available that could have prevented those circumstances from developing.

More specifically, following are some of the lessons we have learned from PERF's research over the years that can help prevent unnecessary uses of force:

**Policies matter:** Strict, carefully written policies can stop unnecessary uses of force.

**Tactics matter:** Over the last year or two, there has been a growing discussion about tactics for officers to de-escalate or disengage from low-level confrontations. The goal is to avoid putting officers in a position where they will have no alternative but to use deadly force.

**De-escalation skills are critical:** Sometimes the best tactic for dealing with a minor confrontation is to step back, call for assistance, de-escalate, and perhaps plan a different enforcement action that can be taken more safely later.

**“Respect” is often at the heart of conflict:** Often, issues of respect figure in low-level confrontations between police officers and people on the street.

**Learning from incidents is not “second-guessing”:** Today's police departments know that it is not “second-guessing” to learn from tragic incidents in order to prevent the next incident from happening.

**Persons with mental illness:** Police encounters with mentally ill persons occur so often that most police departments have developed a variety of protocols to reduce the chances that force will be used.

**Integrated training:** We need to re-engineer how police training is conducted, so that it integrates all aspects of police work in ways that mirror what actually happens on the street.

**Diversifying police forces:** Having a department that reflects the community brings different perspectives to the police department, and it helps to build relationships with communities.

**Comprehensive approaches:** With proper policies, training and supervision of officers, and critiquing of incidents, we can reduce use of force. Good policing is the sum of all of these elements, which must be done simultaneously and continuously.

### **CHARLOTTE-MECKLENBURG, NC CHIEF RODNEY MONROE:**

#### *For a Large-Scale Event, Focus on Training and Resources*

The Charlotte-Mecklenburg Police Department's overall philosophy during the Democratic National Convention was to provide a safe environment for attendees, citizens, and officers, so that the democratic process could occur while providing everyone an opportunity to peacefully have their voices heard.

The following are fundamental recommendations that

other law enforcement agencies, regardless of size, should consider when handling mass demonstrations.

#### **Implementing Comprehensive Training Strategies:**

Having officers properly trained for mass demonstrations is crucial. For the DNC, the overall focus was on facilitating peaceful and lawful demonstrations by using tactics that kept demonstrators, the public, and officers safe.

**Using Resources Efficiently:** To sustain any long term demonstration, an agency must capitalize on local and regional resources to staff the demonstration while still providing daily police services.

**After-Action:** As with any mass demonstration, after-action is always important. The CNA Group was contracted by the Bureau of Justice Assistance to develop a best practices document to guide other cities hosting future conventions.

### **LAS VEGAS ASSISTANT SHERIFF KIRK PRIMAS:**

#### ***A Spike in Officer-Involved Shootings Prompted Us to Get Help from the COPS Office***

In 2010 our agency had 25 officer-involved shootings (OIS). This was this highest number of OISs in the agency's history. Six of those shootings involved unarmed persons; four were African-American males.

While this was occurring, our agency, like so many others in the country, was facing a significant budget deficit. Morale diminished and many employees were concerned about stable employment, even though the Sheriff made it very clear there would be no layoffs.

Compounding a work environment of uncertainty, the agency struggled with a policing philosophy that was putting us at odds with our community: Are we warriors or guardians? Many of us knew the answer, yet how does an organization convince its workforce, during a particular time of stress, that a shift in policing style was necessary for us to be successful?

Recognizing the need to reform a culture that has been resistant to change, the Las Vegas Metropolitan Police Department entered into a first ever Collaborative Reform Process through the Community Oriented Police Service (COPS) Office.

To organize our reform model, we separated our work into four primary areas: (1) developing robust policies that reflect community inclusion, transparency, and clear expectations; (2) developing a training curriculum based on real-life scenarios; (3) developing investigative protocols that clearly demonstrate our desire to get to the root of decision-making and problem-solving; and (4) developing an accountability model that was process-driven, not people-driven.

### **OAKLAND, CA CHIEF SEAN WHENT:**

#### ***Policies, Procedures, and Training Help Ensure Successful Major Events***

The Oakland Police Department is dedicated to facilitating peaceful protests, demonstrations, and marches. We have implemented policies, procedures and training that reflect our dedication to this mission.

**Planning:** Required planning meetings with all possible stakeholders before event.

**Crowd Control Coordinator Position:** This individual is responsible for all training, planning and policy compliance issues involving crowd control.

**Mutual Aid:** All mutual aid agencies must report to the staging area and will not self-deploy.

**After-action:** After action reports are completed for major events so they can be used to measure performance and improve responses to the next event.

#### **Practices**

- All crowd control ops plans, briefings and after-action reports are stored on a secure server.
- All officers receive training once a year, and commanders receive training at least 2 to 3 times a year on policy, lessons learned, and table top exercises.
- Commanders are specifically trained on proper gas plans, and those plans are communicated to the gas deployment officers.
- Mobile Field Forces use a variety of vehicles to deploy from during crowd control. Armored vehicles are not deployed for crowd control.
- Undercover officers are used to safely facilitate the arrest of violent individuals during large crowd demonstrations.

### **DALLAS DEPUTY CHIEF MALIK AZIZ:**

#### ***National Black Police Association Offers Guidance on Police-Community Partnerships***

The National Black Police Association (NBPA) offers our recommendations to enhance positive community-police partnerships. The core of each point is ARTT (Accountability, Responsibility, Transparency, & Trust):

- The NBPA recommends that police-involved force incidents resulting in death NOT be handled solely by the involved agency.
- The NBPA calls for all police departments to review their policies and training on deadly force.
- Disciplinary systems and Early Intervention Programs should be required for all departments.
- A National Repository should collect data on deadly encounters, racial profiling (vehicles and pedestrians stops), diversity demographics of law enforcements agencies, internal affairs investigations, use of force involving less-lethal devices, and officers assaulted or killed in the line of duty. This data should be available in one location maintained by the DOJ.
- The NBPA Calls for the DOJ to develop template policies governing releases of names of suspects and officers involved in deadly force encounters and that all police agencies adopt a policy on releasing this information.
- The NBPA calls for all departments to meet the demographics of the community in which they serve and protect. A plan of action should be in place to immediately recruit and retain police officers of color.

- The NBPA supports the establishment of Civilian Review Boards or Civilian Commissions.
- The use of military equipment obtained through the 1033 program is of great concern to the NBPA. We believe that the government should require proof of why the equipment is needed, the policy that will govern its use, and the ability to maintain the equipment for a period of time.

**UNIVERSITY OF CONNECTICUT CHIEF BARBARA O’CONNOR:**  
*NAWLEE Calls for Strategies  
 To Increase the Number of Women in Policing*

NAWLEE (the National Association of Women Law Enforcement Executives) agrees that our police agencies should mirror the diversity of the communities we serve. The national average of women serving as police officers has remained stagnant at 12 percent. Overall, [research] findings support assertions that women and men perform policing duties differently, and that hiring more women as police officers may help to reduce excessive force.

**Recommendation 1:** Conduct an in-depth new study to update past data to clearly identify and define the practices and techniques that have been proven to be effective [in reducing use of force], and train all officers, regardless of gender, in those techniques.

**Recommendation 2:** Enhanced communications skills will lead to less force. Integrate into training and ongoing in-service education the art of effective communications skills.

**Recommendation 3:** As part of the new training, we must also add more emphasis on mediation, facilitation, and interpersonal skills, along with emotional intelligence, cultural competency, unconscious bias, and dealing with emotionally disturbed people.

**Recommendation 4:** We must place greater emphasis on problem-solving policing.

**Recommendation 5:** The profession must shift its recruitment strategies to recruit more women and at the same time, we must ensure our profession makes the changes necessary to take advantage of the unique skills which women bring to policing.

**FAYETTEVILLE, NC CHIEF HAROLD MEDLOCK:**  
*We Must Give Officers Training  
 That Goes Beyond State Minimums*

The primary goals of most law enforcement agencies are to reduce crime and protect the citizens. These issues are essential to the policing mission, but officers won’t be effective in their mission if they lack the necessary training. Every officer should be equipped with leadership skills and advanced training to [handle] the tasks they’ve been assigned.

Some would argue that advanced training should be reserved for command staff or other highly ranked officers, but this line of thinking limits the strengths of an agency to its top executives. Patrol officers and detectives spend an enormous amount of time in the streets interacting with the public. We

would fail these officers if we limited their training to the minimum courses mandated by the state.

**Technology and Social Media**

**BAY AREA RAPID TRANSIT CHIEF KENTON RAINEY:**  
*Body Cameras Increase Transparency,  
 And That Advances Community Policing*

The BART Police Department started its research into body cameras in September 2011, and formal implementation began in June 2012. Based on my experience, the following are key recommendations I would advise any agency leaders to consider before undertaking this type of program:

**Recommendation 1:** Review the document by the COPS Office and the Police Executive Research Forum, “Implementing a Body-Worn Camera Program, Recommendations and Lessons Learned.”

**Recommendation 2:** Develop a policy that governs all recording devices, whether or not you provide body camera equipment for your personnel.

**Recommendation 3:** When exploring whether you want to implement a body camera program, make sure you research how much it costs to implement and maintain a program, and then begin to identify possible funding sources. Generally, cameras are affordable; however, the storage of the video footage can be cost-prohibitive.

**Recommendation 4:** Include your Information & Technology (IT) and Finance Departments in every discussion with all vendors.

**Recommendation 5:** Once you select a product, roll the program out incrementally in phases. Review and evaluate product performance, and seek constructive feedback and criticism after each phase.

**Recommendation 6:** Once you have fully implemented a body camera program, make sure you regularly monitor and track your “enforcement output data” to determine if the program has had a negative impact on officer performance and productivity. More importantly, you need to continuously monitor and track your citizen complaints and incidents of use-of-force data to determine if your body camera program is producing the desired conflict resolution outcomes you are seeking.

**GREENVILLE (SC) CHIEF KEN MILLER:**  
*Body Camera Issues Vary by Jurisdiction,  
 So Policies, Training, and Resources Will Also Vary*

In Greensboro, we implemented police body cameras across more than 500 field officers in 2013. We worked through a litany of privacy, legal, retention, training, and financial concerns to ensure we met community expectations.

**Recommendation 1:** Avoid mandatory body-worn camera laws. The many policy, legal, training and resource concerns vary by jurisdiction and must be locally resolved. Poor implementation will create more problems than are solved.

**Recommendation 2:** Require grant-funded agencies to adopt policies, practices and training that produce fair and impartial policing.

**Recommendation 3:** Require state justice academies to integrate these three training programs into recruit and in-service programs: fair and impartial policing; conflict resolution; and legitimacy and procedural justice.

**Recommendation 4:** Conduct longitudinal studies to determine body worn camera impact upon frequency of force and complaints.

**Recommendation 5:** Prior to implementing body worn cameras, police agencies must develop a comprehensive policy that addresses the variety of legal, retention and release, and privacy concerns.

### **POLICE FOUNDATION PRESIDENT JIM BUERMANN:**

#### *Body-Worn Cameras Have Perceived Benefits, But They Are Not a Panacea*

Perceived benefits of police body worn cameras include increased police transparency and legitimacy, improve police and citizen behavior, compelling evidence in criminal cases and contributions to the resolution of lawsuits and complaints. Concerns about this technology include potential compromises to the privacy of both officers and citizens, reluctance on the part of citizens to speak to officers if they think they are being recorded, the requirement of significant financial investments to acquire cameras and storage capacity that meet strict evidentiary requirements and the potential misuse of police video imagery.

As we advance our understanding of body worn cameras, it is important to remember that no single technology is going to serve as the panacea to the tension that exists today between the police and many of the communities they protect. Ultimately, this is a human issue—not a technological one.

### **IACP DIRECTOR OF RESEARCH AND PROGRAMS HASSAN ADEN:**

#### *Social Media Can Help Police To Reach Communities in New Ways*

Law enforcement agencies of all sizes across the United States are using many forms of social media in innovative and effective ways. Social media allows law enforcement agencies to reach a broad, diverse audience, quickly, and in an unfiltered manner. These platforms also allow police to reach out in conversational ways to open lines of communication and show examples that break down stereotypes.

It is vital that agencies craft a social media strategy and develop their social media presence sooner than later. During or immediately following a crisis situation is not the time to begin using social media.

Social media can help break down stereotypes by showing the humanity of police officers and providing insight into the challenges law enforcement officers face and how they operate. These opportunities make law enforcement officers more

approachable, which in turn allows for more two-way communication between the agency and other community members.

### **LAURI STEVENS, FOUNDER, LAWS COMMUNICATIONS:**

#### *It Is Because of Social Media That Policing Incidents Are So Widely Known*

Controversial events like police use of force incidents and officer-involved shootings were something that we didn't necessarily hear about in the past, beyond the local area in which they occurred, in most cases. And the very good work done by police in their communities went largely unnoticed beyond the neighborhood or town it happened within.

It's because of the existence of social media, and the somewhat sophisticated use of it by citizens, activists and other observers, that the incidents in Ferguson, New York City, Cleveland and New Jersey are known so widely.

In order for there to be a partnership between citizens and their police officers, the police must embrace social media strategically and proactively and immerse the entire police agency at every operational level into the new open-source communication landscape.

## **Community Policing and Crime Reduction**

### **CAMDEN COUNTY, NJ CHIEF SCOTT THOMSON:**

#### *The Starting Point: A Respectful Interaction Between an Officer and a Community Member*

This is a watershed moment for American policing. We must acknowledge the grievances of the public, take inventory of ourselves, be committed to redress, and invite the community to have a hand on the steering wheel as we seek a new destination.

If we assume a defensive stance and "circle the wagons," we risk losing the public's confidence.

The starting point is on a city street corner with a respectful interaction between a police officer on the beat and a member of that community. These are the beginning variables in the equation of community policing. It is the most effective prescription to put us on the path of healing our current affliction.

Community policing cannot be just a program, unit, strategy or tactic. It must be the core principle which lies at the foundation of a police department's culture. Community policing is not an option, it's an affirmative obligation.

How do police get people to take that leap of faith and venture onto their front steps or walk down their streets where criminals seemingly operate with a sense of impunity? The answer, in a single word, is *trust*.

Here are the lessons learned in the transformation of Camden, that apply to any challenged community:

- Building trust between community and police is essential.
- Police must interact with the community more than in times of crisis.
- Arrest and incarceration need to be tools of last resort.
- Procedural justice and police legitimacy must be core curriculum in an officer's training.

- Focused deterrence lessens community victimization.
- Ensure officer health/safety through mentoring, monitoring, and supervision.
- The community's sense of safety is more valuable than statistical outputs.

### **RICHMOND, CA CHIEF CHRIS MAGNUS:**

#### *Community Policing Must Be Practiced Throughout the Entire Department*

Richmond has struggled with historically high rates of crime and has often been among the nation's most violent cities, even when crime has decreased nationally. Public safety and a longstanding distrust of the police have been top concerns of residents for many years.

In response to these concerns, the Richmond community committed to addressing violent crime as a public health crisis. Like most public safety agencies a number of years ago (and even now), Richmond PD believed it was practicing "community policing," although quality relationships between most residents (especially residents of color) and police officers were largely non-existent or strained at best. Community policing was synonymous with "public relations," and a small, select group of officers did the majority of the department's community outreach.

Since 2006, the department has made a number of changes to address these issues and build a more effective partnership with residents.... Common threads woven throughout these changes have included a commitment to accountability (e.g., a more accessible/rigorous complaint process, and follow-through on commitments and projects), approachability (e.g., getting cops out of cars, engaged at community events, being friendly, and recognizing the importance of demonstrating empathy), as well as transparency (e.g., providing access to the media, advocacy groups, and others to policy development, crime-fighting strategies).

### **BALTIMORE COMMISSIONER ANTHONY BATTS:**

#### *We Have Set Out to Right the Wrongs And Repair Fractures That Are Generations Deep*

The conversation taking place in the United States today about law enforcement is a conversation that began two years ago in Baltimore. A comprehensive evaluation of the Baltimore Police Department's relationship with the community was conducted. It became immediately apparent that the culture of the organization was not in alignment with the expectations of the people of Baltimore.

We set out to right those wrongs. Cultural norms needed to be changed and community values understood. A new bureau headed by a Deputy Police Commissioner, the Professional Standards and Accountability Bureau, was created. This bureau was tasked with rooting out corruption, holding officers accountable, and implementing national best practices for polices and training. A new Internal Affairs Chief, a new Professional Development and Training Academy Director, a new Equal Opportunity and Diversity Director, and new Chief of Legal Affairs were

all appointed. Most importantly, a use-of-force review structure based on the Las Vegas model was implemented.

Training is being used as a means of inculcating change in the organization. This training includes Empathy Training (teaching officers to how to maintain professional distance while remaining empathetic), Bias-Based Policing / Impartial Policing (teaching officers to recognize internal biases), and Emotional Intelligence training (teaching officers to recognize emotional responses to stimuli in themselves and others and how to overcome it).

### **CINCINNATI CHIEF JEFFREY BLACKWELL:**

#### *New Policies, Training, and Practices Have Proved Successful in Cincinnati*

Since the conclusion of Cincinnati's Collaborative Agreement with the Justice Department in 2007, the Cincinnati Police Department has continued to live by the framework established in 2002 and has made significant progress in the following areas. Tremendous work among thousands of concerned stakeholders helped us to rise from a low point and grow steadily into a premier police agency in this country.

**Use of Force Policies/Training:** Use of force policies were revised, training developed, and use of force protocols improved.

**Deadly Force:** The use of deadly force by CPD members against African American citizens and all others has been dramatically reduced.

**Injuries to Police Officers:** Injuries to police officers during arrests have been dramatically reduced.

**Interactions with Mentally Ill Persons:** Response to mentally ill citizens has improved due to training and deployment of Mental Health Response Teams.

**Citizens Complaint Authority:** Officers are more accountable through investigations by the Citizens Complaint Authority.

**Videotaped Traffic Stops and Contact Cards:** Traffic stops are taped through in-car video cameras mounted in every patrol car, and field contact cards are completed with traffic stop data that is analyzed routinely.

**Employee Traffic Solutions System:** Nineteen types of officer conduct, performance, and activity are carefully tracked and evaluated regularly through a comprehensive tracking system.

**Publicized Police Policies:** Police policies and crime statistics are available and accessible to the public.

### **PHILADELPHIA DEPUTY COMMISSIONER KEVIN BETHEL:**

#### *Ending Zero Tolerance Policies in Schools Must Be a Top Priority*

We all agree that safety in and around our schools across the country is paramount. However, a "zero tolerance" policy that results in children being arrested for minor offenses does not contribute to maintaining a safe environment. It does contribute to the disparity in arrests (disproportionate numbers of students

of color are arrested). The collateral consequences of arrest stay with the student into adulthood, potentially affecting future employment and creating numerous other hurdles.

To prevent any school-to-prison pipeline, the Philadelphia Police Department collaborated with the critical stakeholders surrounding this critical issue. Stakeholders agree that it is in the best interest of students and community members that certain misdemeanor delinquent acts be handled by the school system, in conjunction with supportive services, without the filing of a delinquency complaint with the court.

### **ATLANTA CHIEF GEORGE TURNER:**

#### *Excerpts from a Checklist of Ideas For Building Public Trust*

##### Actions that build public trust:

- Embracing the core principles of community policing, by developing partnerships and encouraging participation at every opportunity.
- Transparency in investigations of complaints against police officers; timely information.
- Identifying the needs and unique challenges of vulnerable populations in a community, i.e., elderly, gay, youth, minorities, and non-English speaking people.

##### Constitutional policing:

- Ensuring the rights of citizens to fair and impartial treatment is the cornerstone to effective community relations.
- To violate constitutional laws in the commission of one's duty is the ultimate breach of trust, and casts a cloud over the agency as a whole.

##### Community policing:

- Technological advances have afforded agencies the convenience of communicating through social media such as Facebook, Twitter, and neighborhood-based "Nextdoor."
- Tactical Homicide Canvassing is a technique used by the Atlanta PD that involves police personnel, community members, elected officials, and others in walking door to door and business to business to gather information regarding homicides that have occurred in the area. This tactic has been very beneficial in forging relationships and solving crimes.

### **SANFORD, FL CHIEF CECIL SMITH:**

#### *We Have Made Progress Since the Shooting of Trayvon Martin*

The events which took place in 2012 involving Trayvon Martin and George Zimmerman were the straw that broke the camel's back. Race relations in the city of Sanford had been a concern for 100 years before this event occurred.

Fourteen months after the death of Trayvon Martin, I took over as the Chief of Police at the Sanford Police Department.

Many disenfranchised members of the community strongly felt disrespected by the police and other government entities. We all understand the Golden Rule—to treat others as you wish

to be treated. We base our encounters on the "Platinum Rule"—to treat others as *they* want to be treated. In this way, you meet others' expectations, which may be different from your own.

Recruiting within our department had to change. We had to go out and look for those who reflect the community and recruit the best candidates from within those groups. The communities we focus on are black, Hispanic, Muslim and Asian-Americans. The purpose of the newest diverse class of officers is to restore the community's trust and confidence in the department. In Sanford, all of our recruiting procedures have been overhauled to place a greater focus on evaluating communication skills.

We are now one of the most diverse law enforcement agencies in Central Florida, in comparison to the demographics in our county and the size of our agency.

### **GELLER & ASSOCIATES DIRECTOR BILL GELLER:**

#### *Police Should Use Their Credibility and Skills To Help Communities Improve Their Neighborhoods*

After 40 years of working with police, community organizations, government agencies, civil rights advocates and researchers on a variety of police-community challenges, I have reached a few conclusions that I hope will help you strengthen policing in our free society:

- Arresting criminals is one way to arrest community decline, but police have other problem-solving options. For example, they can help community groups overcome program implementation obstacles; vouch for the community groups with government agencies, potential funders, opinion leaders and others who can make or break the groups' success; and invest tangible resources to enhance the community groups' impact on neighborhood well-being.
- Some of the capabilities police can deploy are their intimate knowledge of community assets and liabilities; their credibility among government decision-makers; their "can-do" attitude and creativity in working around bureaucratic obstacles; and their ability to influence people to behave in ways that bolster community well-being.
- Catalyzing community-led progress often puts police in supportive roles in which the traditional police "command presence" is unhelpful. Cops' brains and hearts may be more useful than their guns and badges.

### **UNIVERSITY OF ILLINOIS CHICAGO PROFESSOR DENNIS ROSENBAUM:**

#### *An Updated Version of Foot Patrol Could Improve Policing in Minority Communities*

Community policing has come a long way, but we have failed to address the core problem of what goes on at the street level in the war on crime, drugs and guns. We have failed to acknowledge that the aggressive tactics for suppressing crime in hot spots (which has been quite effective) has caused significant collateral damage in minority communities.

I propose a solution to this problem that could have a



transformative effect on American policing. I will call it “Respectful Engaged Patrol,” or REP policing. This is a new version of foot patrol that acknowledges the positive aspects of hot spots policing and broken windows policing, but also incorporates the key elements of community and problem oriented policing. Here are the basic components:

**Training:** The REP policing would begin by thoroughly training officers in the social competencies required for effective human communication and rapport-building. This includes everything from social etiquette and procedural justice to resolving interpersonal conflict.

**Implementation:** REP trained officers would seek out opportunities for positive contact with people on the street, under the supervision of experienced trainers. Officers would engage the public, especially young people, with no immediate intention of investigating particular crimes or discerning criminal activity.

**Evaluation and Feedback:** Individual and organizational change requires strong feedback loops that continually shape behavior. First, I propose that REP officers, as part of training, wear body cameras. Second, REP officers will use smart phones to collect contact information (name, phone number, location, and type of interaction, and other details) to build a knowledge base about the community, and to generate a brief online customer satisfaction survey.

## Training and Education

### **MILWAUKEE CHIEF EDWARD FLYNN:**

#### *Who Are the Police and What Do We Expect of Them?*

The police do not exist to stop cars, write tickets, make arrests and apprehend criminals. The police exist to prevent crime. The police exist to help society maintain order. The police exist to do “something” about those “things” that should not be happening but are happening right now and about which “something” should be done by “someone.” The police exist to intervene in acts of disorder, crime and violence on behalf of their public in the most diverse, challenged democracy on earth.

The mission of the Milwaukee Police Department is: “In partnership with the community, we will create and maintain neighborhoods capable of sustaining civic life.” This, at its core, is a form of nation building right here at home. Unlike the military, our frontline staff are authorized leaders. They are not privates following orders. We expect them to be ethical decision-makers not for fear of being caught, but out of a chosen responsibility for both the culture of which they are a part and for creating relationships to fight crime, violence, fear and disorder.

What kind of person can handle the emergency, the rapid response, the crime fighting, the communication, and the constant urgent need to build neighborhood capacity? A leader. A flexible, dynamic, insightful, thoughtful, ethical leader who is able to partner with community members to develop the informal social control and social capital required for a civil society to flourish. This takes a leader every bit as sophisticated as a Peace Corps member or a member of the Special Forces in some village in Afghanistan.

### **COLUMBUS, OH CHIEF KIM JACOBS:**

#### *Our Nation’s Commitment to Police Training Has Been Inconsistent*

Excellent community policing requires continuous training. Yet in late 2010, USA Today reported that nearly 70 percent of police agencies cut back or eliminated training programs. Public officials and police chiefs must be consistent in their message. If they believe training is important, and I trust they do, they must support it financially.

**Values based training:** All training courses offered by police agencies must explicitly emphasize how the material aligns with the agency’s values and how it will impact the community.

**Integrating communications skills, de-escalation, and use-of-force training:** Training in de-escalation and interpersonal communications skills is as important as physical defense and firearms training, but historically has not been given as much attention.

**Help the mentally disturbed with more Crisis Intervention Training:** Crisis Intervention Training is nationally recognized as an effective training program that prepares officers to professionally and effectively deal with a significant public health issue in our communities.

**Higher education:** Tuition reimbursement for higher education will ideally be a part of all police agency budgets, so officers have access to college and the benefits of that experience.

**Access to regional high-quality training:** Establish a national resource that provides police leaders a catalog of training programs offered throughout the country.

**Grants to fund leadership training:** Grants from funding sources such as the DOJ COPS office, NIJ, or state agencies should be obtainable every year to cover tuition, housing and travel costs to send police managers and supervisors to high-quality but costly leadership schools.

### **LOYOLA UNIVERSITY NEW ORLEANS**

#### **PROFESSOR RONAL SERPAS:**

#### *Treating Violence as a Health Issue Can Help Us to Build Safe, Healthy Communities*

In communities where violence and crime are endemic, law enforcement has sometimes taken a warrior mentality. As police officers, we were taught to “fight” crime and to lead the “war on drugs.” We have, at times, treated these communities as combatants, and it should therefore be no surprise that there is now a fractured relationship between law enforcement and far too many communities in America.

A health perspective offers an understanding of the causes of violent behavior that is based in the latest science. This science tells us that violent behavior is transmitted between individuals for all types of violence—including child abuse, community violence, and intimate partner violence.

My specific recommendation for this task force and for President Obama is that we need to implement training in the health approach to violence for all law enforcement officers.

Further, we need to make this training available to the community. This training would serve three main purposes:

- First, health training increases our officers' and communities' understanding of how violent behaviors are formed, including the dynamics in the community, the experiences of individuals in the community, and the traumatic effects of exposure to violence.
- Second, fostering this understanding of violence helps us to identify treatment needs for both law enforcement and the entire community.
- Third, this training can help our law enforcement officers learn methods for deescalating violence, addressing high-risk individuals, and partnering with the community to change behaviors and norms that perpetuate violence.

## **POLICE FOUNDATION EXECUTIVE FELLOW ELLEN SCRIVNER:**

### *Training and Education Are Critical to Reform*

Training and education is a critical area since it can lay the foundation for how police, very early in their careers, can learn about their communities, and how their responses may be perceived when providing police services to their communities.

#### Recommendations to Achieve Transformational Goals:

- Focus on “learning,” rather than training, since learning to collaborate with the community is far different from being trained in a skill, such as shooting a firearm.
- Create a National Law Enforcement Learning Network, with learning centers across the country that include the best of existing models and which also provide trust-building experiences and comprehensive programs where the community is an integral partner.
- Incorporate police reforms and police “patterns and practices” into this network that are based both on the law and on scientific evidence reflective of constitutional policing.
- Strive to achieve end product goals: shifting of police culture to a “guardian” versus “warrior” mentality; growing police legitimacy; and enhancing greater trust in the police.
- None of this means that police will go soft on crime. Quite in contrast, they will work more closely with community to solve problems and control crime.

## **Officer Safety and Wellness**

### **TAMPA CHIEF JANE CASTOR:**

#### *We Must Address Head-On The Trauma that Officers Experience*

From where I stand, there are three key points that, as law enforcement leaders, we should focus upon:

**Real-time information for officers responding to in progress calls:** With the proliferation of cell phones, information moves at lightning speed. We recently had a high-profile theft at a busy mall. In the minutes following the event, we

received more than 100 phone calls to 9-1-1. This is the new normal for law enforcement. So officers are arriving on scene much quicker, while the offense is in progress. While this increases the chance of apprehension, it also places officers in increasingly dangerous situations.

To enhance officer safety in these situations, we must put information in our officers' hands at comparative speeds. We've been able to do this at the Tampa Police Department, in part, through a software solution that we helped develop. It provides officers with real time, actionable data on suspects, zone activities, hot spots, alerts and bulletins—without delay.

**Community relationships:** In law enforcement, we are only as strong as our relationship with the community. In 2013, we opened a new safe haven for kids known as the RICH House in a historically high-crime neighborhood. I can tell you in the last 10 years, we attempted every known tactic or strategy to combat the crime in that community. Last year, for the first time ever, crime dropped significantly. Without a doubt, that after school program made the difference. Officers connected with the kids and their guardians. The neighborhood could see the officers cared, and that's what made the difference.

**Officer Wellness:** One of my favorite sayings is that the upside of policing is that you get to see things that no one else gets to see, the down side is that you have to see things that no one should have to see. The beating death of a child, untold homicide scenes, the aftermath of deadly force, having to tell young parents that their child will not be coming home after pulling their broken body from the wreckage of an accident, or performing CPR on an officer who has been shot in the line of duty.

As a law enforcement executive, I have always felt that we fail our officers by not confronting, head on, the trauma they experience throughout their careers. To address these issues, we started the *First Responders Retreat*. The week long, in-house training involves educating officers on the physiological and emotional effects of trauma.

**Conclusion:** The underlying mission of law enforcement has changed very little since Sir Robert Peel authored the Principles of Law Enforcement in 1829. Every officer can find direction in those nine basic truisms.

What has evolved throughout history are the tasks that law enforcement has become responsible for performing. Today's officers have become the de facto mental health practitioners, social workers, and the front line dealing with those suffering with substance abuse.

As a result of officers taking on these new tasks, they also absorb a higher level of frustration and anger from citizens for our inability to solve these issues. We simply can't do it alone. They require societal solutions.

### **DALLAS DEPUTY MEDICAL DIRECTOR ALEX EASTMAN:**

#### *Training Officers in Hemorrhage Control Is Not Difficult, and It Can Save Lives*

Currently, I serve as a Dallas Police Department lieutenant, assigned to our SWAT Unit as its lead medical officer

and the Deputy Medical Director for the entire Dallas Police Department.

Over the last decade or so, there have been increasing efforts and interest in teaching law enforcement officers some of the techniques pioneered by the U.S. armed forces with regards to the care of the injured. Some of the medical techniques pioneered on the battlefield translate very well into helping our nation's law enforcement officers "save our own" during those times when serious injury occurs. And from a community policing perspective, there's no finer example of a police department engaged in the community when an officer applies his own equipment to save the life of a civilian.

For the most part, successful programs have focused on training and equipping officers with advanced hemorrhage control capabilities. While this may sound complicated and scientific, the investment lies at around \$50 per officer and maybe a half day or so of training.

Presently, there is no system to track law enforcement officer injuries in the United States. While many point to the FBI's Law Enforcement Officers Killed and Assaulted (LEOKA) database, the information contained there does not contain the granular, medical detail from which improvements in medical care for injured officers or improvements in officer safety can be gleaned.

### **NLEOMF CEO CRAIG FLOYD:**

#### *The National Officer Safety and Wellness Group Has Produced Many Recommendations*

I want to express my appreciation to Attorney General Holder for making officer safety and wellness one of his Administration's top priorities. One of the initiatives he launched was the National Officer Safety and Wellness Group, of which I am proud to be an active member.

The recommendations raised by members of the Group include:

- Create an environment that rewards officers for safe behavior.
- Must have unified safety messages with buy-in from the unions.
- Establish a national clearinghouse for best practices.
- Emphasize a safety message daily (e.g., wear your vest, wear your seatbelt, drive slower and safer, and never take any assignment for granted).
- Establish a hands-free policy for use of phones and other devices while vehicles are in motion. Make Bluetooth devices available to employees.
- Use blank screen technology where the laptop shuts down when vehicle gets to a certain speed.
- Agency heads/supervisors should lead by example.
- Get buy-in from elected officials. Show them cost-benefit data.
- Establish an officer safety committee comprised of union and management representatives.

- Hire a safety officer.
- Take a data-driven approach to safety—"If it matters, measure it."
- Bring families into the safety messaging.
- Change the culture. Do not accept/tolerate injuries and fatalities as "just part of the job."

## **The Future of Community Policing**

### **LOS ANGELES COUNTY SHERIFF JIM MCDONNELL:**


#### *Jails Are the Worst Possible Place To Attempt to Treat the Mentally Ill*

One of law enforcement's biggest challenges stems from how we interact with and manage the needs of those who are dealing with mental illness. Our jails in LA County house over 3,500 inmates in need of mental health services (from 17 to 21 percent of our total jail population), and we are running what amounts to the largest mental health facility in the nation. We have around 300 inmates in need of inpatient mental health treatment, but have only 40 licensed beds.

Jails were not built as treatment centers or with long term treatment in mind. Moreover, in California, and in particular in Los Angeles County, the mentally ill population has the highest recidivism rate of any offender group, averaging roughly a 74-percent return rate within a three-year period.

In short, jail is the worst possible place to house or attempt to treat the mentally ill. We simply cannot cope with a complex population that could be better served in a different setting, where more effective and efficient strategies would not only be more humane, but also better advance public safety.

The strategies that can enable us to change this paradigm exist and are in place in pieces around the nation, but have yet to be brought to scale throughout the country. We need:

1. Resources to support crisis intervention ("CIT") training so deputies working the streets (as well as within Custody) know how to identify and respond to individuals with mental disorders and, wherever possible, divert entry into the justice system.
2. Support for Mental Evaluation Teams, where we pair deputies with mental health clinicians and create a comprehensive response to those in crisis. In LA, these teams are few and far between. Often they operate only during business hours and can be as much as an hour away from a critical incident.
3. Support for community-based resource centers with multidisciplinary treatment in a therapeutic environment that avoids incarceration. These models exist elsewhere and, in the long run, result in improved outcomes as well as fiscal savings.
4. A new paradigm with strategies that focus on alternatives to incarceration—including mental health courts and other diversion strategies. 



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Thanks to All My Colleagues at PERF

By Commissioner Charles Ramsey, Philadelphia Police Department  
PERF President

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