In a Challenging Year for Policing, PERF Members Led the Way

2016 was another important year in the policing profession, and it was a busy year for PERF. Following are some of the highlights of PERF’s activities over the last 12 months:

New Board Members

PERF welcomed two police executives to the PERF Board of Directors in 2016: Seattle Chief of Police Kathleen O’Toole, and Nóirín O’Sullivan, Commissioner of An Garda Síochána, the National Police Service of Ireland. And PERF thanked two chiefs who completed their terms on the Board: Tucson Chief of Police Roberto Villaseñor, and Sir Peter Fahy, Chief Constable of the Greater Manchester, UK Police.

“The PERF 30” Guiding Principles on Use of Force

With support from the Motorola Solutions Foundation, PERF held a national conference in Washington, D.C. in January 2016, in which nearly 200 police chiefs and other experts discussed a draft version of PERF’s “30 Guiding Principles on Use of Force.”

The Guiding Principles begin with a statement that “the sanctity of human life should be at the heart of everything a police agency does.” Working from that core value, the Guiding Principles provide guidance to police agencies about how to protect the lives of community members as well as police officers by re-engineering policies, tactics, and training in ways that de-escalate many types of encounters between police officers and members of the public.

The Guiding Principles had a foundation in many years of work by PERF on use-of-force issues, such as PERF’s landmark 2012 report on minimizing use of force during incidents involving persons with mental illness. More recently, PERF convened several national and regional conferences that...
PERF began work on developing a Training Guide to help law enforcement agencies implement the Guiding Principles and related materials. In March 2016, PERF assembled a Working Group of more than 60 professionals representing law enforcement agencies and other organizations from across the country. The Working Group met at the New York City Police Academy on April 11–15 to discuss the key concepts, review an early draft of a Training Guide, and develop scenario-based training, which is used extensively in teaching officers how to de-escalate and manage difficult encounters.

Immediately following publication of the Guiding Principles on Use of Force, again with support from Motorola Solutions, PERF began work on developing a Training Guide to help law enforcement agencies implement the Guiding Principles and related materials.

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PERF then completed a full draft of its Training Guide, submitted it for review by a panel of 10 policing experts from across the country, and refined the draft. Next, PERF obtained the assistance of police agencies in seven jurisdictions for pilot-testing of the training. The pilot sites were the Baltimore Police Department; the Bay Area Rapid Transit Police Department; the Burlington, VT Police Department; the Camden County, NJ Police Department; the Daytona Beach, FL Police Department; the Houston Police Department; and

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1. For details, see Defining Moments for Police Chiefs and Re-Engineering Training on Police Use of Force. All reports are available without charge on PERF’s website at http://www.policeforum.org/free-online-documents.
the Prince William County, VA Police Department. These training sessions were conducted in late summer and fall of 2016. PERF obtained quantitative and qualitative feedback about the training from police officers and instructors in these seven departments, and used that feedback in developing the final “ICAT” report, which was released in October.\(^5\)

The ICAT guide provides materials for discussion and scenario-based training and other exercises in six modules: Introduction; Critical Decision-Making Model; Crisis Recognition and Response; Tactical Communications; Operational Safety Tactics; and Integration and Practice.

On December 13-14, more than 400 police officials and other experts from more than 160 agencies nationwide traveled to New Orleans for a PERF training session on ICAT. Teams of officials from each agency received instruction and demonstrations on how to conduct ICAT training in their departments.

**Building Successful Partnerships Between Law Enforcement And Public Health Agencies to Address Opioid Use**

Working with the COPS Office and the Office of National Drug Control Policy (ONDCP), PERF held a national conference in April 2016 to examine how law enforcement and public health organizations can build successful partnerships to address opioid abuse. PERF released a report on our findings in September, during the inaugural National Heroin and Opioid Awareness Week.\(^6\) Topics of the report include: model programs in which police have worked with drug treatment and recovery service agencies; law enforcement agencies that use naloxone to save lives of persons who are overdosing; mitigating the consequences of injection drug use; and improving access to data and intelligence.


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*ABOVE: December 2016 PERF training session in New Orleans on ICAT
RIGHT: Denver Police Chief Robert C. White at the AG’s Summit*
Identifying and Preventing Gender Bias
In Law Enforcement Response To Sexual Assault and Domestic Violence

• PERF worked with the COPS Office, the U.S. Attorney General’s Office, the DOJ Civil Rights Division, and the DOJ Office on Violence Against Women to address the issue of gender bias in the law enforcement response to sexual assault and domestic violence. The report on this project was published in March 2016. The report states, “Sexual assault and domestic violence constitute a significant portion of total violent crime, but two out of three victims of such offenses do not seek law enforcement assistance,” the report states. “It is incumbent upon law enforcement agencies to provide support for victims of sexual assault and domestic violence who wish to pursue criminal charges, and agencies should create an environment in which victims feel comfortable and respected.”

For example, the report calls for officer training that recognizes the effects of trauma on victims. “Trauma, which is ubiquitous in cases of sexual assault and domestic violence, has been demonstrated to have profound effects on victims, including fragmented memory and other difficulties in memory recall,” the report states. “This understanding has important implications for officers investigating sexual assault and domestic violence who wish to pursue criminal charges, and agencies should create an environment in which victims feel comfortable and respected.”

As part of a separate project for the COPS Office, PERF also has written a report on building interdisciplinary partnerships to prevent violent extremism. This report, which is based in part on a conference that PERF held in Minneapolis, is expected to be released soon.

Another PERF report, about a program for Countering Violent Extremism in Montgomery County, MD, will soon be released. The program is unusual in that it is led by a private organization, the World Organization for Resource Development and Education. The Montgomery County Police Department plays key roles in the program. The report outlines promising practices identified by PERF researchers who conducted more than 30 interviews and attended community meetings and trainings.


Challenges in Hiring 21st Century Police Officers

Never has the hiring of police officers been a more important issue than today. The essence of policing and police agencies’ relationships with the communities they serve is a reflection of the people who have been hired to be police officers. There is an increasing recognition that the strategies and approaches of police agencies today have evolved considerably from what they were a generation ago. Thus, it is important for police agencies to ensure that their systems and processes for hiring employees are designed to recruit, hire, and train officers who have the values, aptitudes, and skills that will be needed to advance the policing profession.

It is also important to ensure that hiring practices do not alienate the best candidates and discourage them from becoming police officers. For example, today’s young people are accustomed to using technology to obtain what they want—whether it is information, entertainment, or goods and services—in a matter of days, minutes, or even seconds. So if the process of applying to become a police officer takes many months, relies on cumbersome, bureaucratic procedures, and is “opaque,” providing little or no feedback to the applicant, good candidates may consider an alternate profession that seems more in line with their expectations.

The COPS Office asked PERF to explore these issues, and PERF conducted research and held a forum of police officials and other experts in September 2016. PERF has drafted a report on our findings, which the COPS Office expects to release soon.

Changes in the Nature of Mass Demonstrations

PERF held a forum in April 2016 on the changing nature of mass demonstrations and changes in police agencies’ strategies for managing demonstrations. Today’s demonstrations are often about protesting uses of force by police or other police actions, as opposed to past demonstrations that were more often about issues of economic or social justice. And

Lake City; and Chattanooga, TN. PERF held a December 2016 conference where these cities discussed these issues, and will be publishing a final report detailing this work.

Advice from Police Chiefs and Community Leaders On Building Trust

This report, released in March 2016 with support from the Motorola Solutions Foundation, details a PERF Critical Issues in Policing initiative on strategies for rebuilding trust between police and their communities. In this project, PERF invited police chiefs to participate in a national conference, and to invite a community leader from their city to participate as well. PERF asked the chiefs to choose a community leader who is not necessarily a fan of the police, but who has a constructive attitude about improving relationships with the police.

Seventy-five police chiefs and 75 community leaders participated, and the discussions were respectful but frank. For example, Dr. Joe Marshall of the Omega Boys Club in San Francisco called on police departments to establish a “duty to intervene” when officers witness misconduct by other officers, saying, “The community does not believe that the police will police themselves. I have seen cops standing right there and not intervene when it’s clear that another officer is doing something wrong. A lot of these incidents are on video. But if the video were to show another officer stepping in and stopping the misconduct, do you know what that could do to improve relations between police and community? If you really want to fundamentally change the way people think about the police, you have to see blue checking blue.”

in the past, demonstrations often were organized by established organizations such as civil rights groups, but today’s demonstrations often emerge spontaneously via social media. PERF’s report on the conference discussions and related research is expected to be released early in 2017.

Response by Police and Other Organizations To Migrant Deaths Along the Southwest Border

Since the late 1990s, migrants from Mexico and Central America have been dying by the thousands as they cross into the United States through the deserts of the Southwest United States. With support from the Ford Foundation, PERF has explored the issue of migrant deaths along the Southwestern border and identified strategies to reduce these fatalities. PERF staff members travelled to Mexico City and South Texas to meet with practitioners, and conducted in-depth interviews of experts and stakeholders from nonprofit organizations, local and federal law enforcement agencies, medical examiners’ offices, and universities. In June 2016, PERF held an unprecedented meeting in Washington, D.C. to discuss interdisciplinary partnership-building and strategies to reduce migrant deaths, and improve processes for identifying and repatriating migrants’ remains.

In August, PERF released a report detailing this research and findings. It highlights the factors that contribute to the migrant deaths crisis; identifies the key stakeholders in the field and the resources that they represent; examines the partnership-building efforts that are already in place along the border to increase successful rescues of migrants in distress and improve identifications of those who perish; and presents new opportunities for collaboration and information-sharing moving forward.

Immigration Issues:
U Visas and Policing in Refugee Communities

With support from the Carnegie Corporation, PERF has conducted research on many issues related to police departments’ roles on immigration issues. Currently, PERF is researching local police agencies’ practices and protocols regarding the use of “U visas,” which are special visas set aside for victims of certain types of crime, such as domestic violence, sexual assault, and human trafficking. In another project, PERF is exploring effective strategies for police outreach to refugee communities, which can have a positive impact on public safety and building trust between police and the communities they serve. In September, PERF organized a conference in which police officials from across the nation and other experts addressed their best strategies for building relationships in refugee communities.

Issues for Police Agencies in Garrison Communities

PERF held a conference in Fayetteville, NC to discuss issues faced by police agencies in communities with a large military presence, which often are referred to as garrison communities. Increasingly, civilian police executives in garrison communities are collaborating with base command and military police to respond to issues of joint concern. At the PERF meeting, participants found common ground on critical issues, such as how to respond quickly and effectively to an active shooter situation on a military installation, and how to work together to prevent suicides by members of the armed forces. Participants also discussed jurisdictional issues, prescription drug abuse issues, human trafficking, and other matters. Civilian police and military leaders agreed that by working together,


they are able to take important steps towards protecting service members, veterans, and military communities. The final report detailing the results of this project was released in December.

**Forum on Building Community Trust and Reducing Violence in Chicago and Baltimore**

In October 2016, with support from the MacArthur Foundation, PERF convened a forum in Chicago for top police officials from Chicago and Baltimore, along with rank-and-file officers, union representatives, and community leaders, to discuss the challenges the two cities are facing with violent crime and building relationships of trust with their communities. Representatives from the New York City Police Department, the Los Angeles Police Department, and the New Orleans Police Department also participated in the forum, which included discussions about how to effectively manage the federal oversight and consent decree process. Chicago and Baltimore face similar challenges, including high levels of violence, Justice Department investigations, and officer morale issues. A follow-up meeting is being planned for Spring 2017 in Baltimore.

**Increasing Homicide Clearance Rates**

With support from the U.S. Justice Department’s Bureau of Justice Assistance, PERF has provided four cities with technical assistance on improving homicide investigations and increasing homicide clearance rates. The issues facing the four cities (Pittsburgh, Baltimore, Cleveland, and Miami) range from understaffing of homicide investigation units and lack of funding for technology to weaknesses in training of homicide investigators by means other than informal on-the-job training. Coordination with other agencies, such as prosecutors’ offices and medical examiners’ offices, also can be improved in some jurisdictions.

**Cybercrime Issues**

- Working with the RAND Corporation, PERF conducted a case study of the Utah Department of Public Safety’s efforts to investigate and prevent cybercrime. Utah was the site for the initial piloting of “Operation Wellspring,” in

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people who called the police to report a crime) rated officers more highly on legitimacy, professionalism and satisfaction than individuals who had “involuntary” interactions (e.g., crime suspects).

National Gun Violence Research Center

With support from the Joyce Foundation, PERF established the National Gun Violence Research Center (NGVRC), which serves as a clearinghouse of research and information about gun violence, firearms laws on background checks and other issues, and policing strategies for reducing gun violence and removing illegally possessed guns from circulation. The NGVRC can be accessed at http://gunresearch.org/.

In 2016, PERF conducted case studies of how the police departments in Denver, Milwaukee, and Chicago are working with the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) to use eTrace and the National Integrated Ballistic Information Network (NIBIN) as real-time investigative tools for identifying suspects in gun-related crimes. PERF will soon release a report documenting these findings.

PERF also completed a project with ATF and Chicago-area law enforcement agencies on an “Illegal Firearms Abatement Initiative,” to promote collective data-sharing to support gun crime investigations. Participating agencies included ATF, the Cook County Sheriff’s Office, the Illinois State Police, the Cook County State’s Attorney’s Office, the Lake County, IN Sheriff’s Department, and the U.S. Attorney’s Office for the Northern District of Indiana. PERF will be developing an investigative reference guide for these agencies.

Building Police Legitimacy and Reducing Violent Crime

• **Minneapolis:** With support from the Bureau of Justice Assistance, PERF conducted a study of an intensive effort by the Minneapolis Police Department to build community trust and reduce crime in a community of East African immigrants known as Cedar-Riverside. At the beginning of the initiative, Minneapolis Police Chief Janeé Harteau noted, residents had little trust in the police and the local
Providing Technical Assistance To Police Departments Facing Critical Incidents

With support from the COPS Office, PERF and a group of subject matter experts have provided guidance to police agencies facing difficult challenges, including the following examples:

- **Cleveland**: In advance of the Republican National Convention in Cleveland in July, PERF organized and moderated a one-day, executive-level roundtable discussion to assist the Cleveland Division of Police with its preparations. PERF assembled a team of experienced police professionals from across the country (many of whom had recently handled political conventions or other major events) to review Cleveland's operational plans and offer advice and suggestions. PERF also helped rewrite the department's policy on managing large-scale demonstrations and helped create a new policy on recording of police activities by the public.

- **Dearborn, MI**: PERF reviewed the Dearborn Police Department's policies on use of force and de-escalation, developed a recruiting strategy to increase diversity in the department, and provided training and workshops on related topics.

- **Baton Rouge, LA**: Following demonstrations about an officer-involved shooting, PERF arranged an executive-level, peer-to-peer conference call for police leaders in Baton Rouge and a group of police leaders from across the country to discuss management of large-scale protests, with an emphasis on protecting First Amendment rights as well as public safety.

- **Pasco, WA**: Following a controversial officer-involved shooting incident, PERF assessed the Pasco Police Department’s community policing and public information practices, and facilitated training of officers on procedural justice and community engagement. PERF also recommended that the department increase its focus on de-escalation skills training and officers’ critical decision-making skills in the criminal justice system. Often, immigrants' perceptions of the police are based on their experiences with repressive police regimes in their countries of origin. However, the Minneapolis Police Department launched a multi-faceted program to increase foot patrols and community engagement events, focus on the local issues and problems that community members consider most critical, and work with other justice agencies and community organizations to build trust. As a result, residents of Cedar-Riverside today are more willing to report crime and trust the police. PERF is finalizing a report on this project.

- **Richmond, VA**: PERF also has undertaken a project to replicate elements of the Minneapolis project in the largely Hispanic Southwood neighborhood of Richmond, VA. The Richmond Police Department is creating new opportunities for police-community events such as youth soccer games, providing officers with training on procedural justice and the Spanish language and culture, and undertaking strategic law enforcement initiatives to reduce violent crime. PERF is documenting the implementation of this project and will produce a report in 2017.
for managing critical incidents, in order to prevent incidents from escalating to the point where a use of force is necessary. In August, PERF released a final report detailing the findings and recommendations.15

Senior Management Institute for Police

PERF’s Senior Management Institute for Police, a three-week leadership training and educational program for police executives that is held each summer in Boston, continues to break records. All three sessions for the summer of 2016 were filled shortly after PERF began accepting applications in October 2015. To meet the increasing demand, SMIP added a fourth session for 2016, and those 84 additional seats were filled within a week. A total of 342 students from the United States, Canada, Scotland, Hong Kong, and Singapore completed SMIP in 2016. Since SMIP was created, nearly 5,000 police officials have completed this course. PERF is planning four SMIP sessions again in 2017, and began accepting applications on October 1. For more information, visit http://www.policeforum.org/smip.

Center for Applied Research and Management

In 2016, PERF’s Center for Applied Research and Management worked directly with the following agencies on management services projects: the Nassau County, NY Police Department; the Palm Beach County, FL Sheriff’s Office; the Fairfax County, VA Police Department; the Columbus, OH Department of Public Safety; the Miami-Dade, FL Police Department; the Eugene, OR Police Department; and the Winslow, AZ Police Department.

The subjects of the reviews varied from ethics and internal affairs policies and practices to use of force, organizational structures, and public information policies following critical incidents.

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National Crime Statistics Exchange

Working with RTI International, IACP, SEARCH, and IJIS, PERF has assisted in building a statistical database from a nationally representative system of incident-level crime records, with the ultimate goal of making the FBI’s National Incident-Based Reporting System (NIBRS) nationally representative. Thus, the detailed information about crimes that is collected through NIBRS will become more useful, even if most police agencies are unable to report the full range of crime data under NIBRS.

School Law Enforcement Personnel Survey

PERF is working with RTI International to develop and implement the Survey of Law Enforcement Personnel in Schools (SLEPS). Data collection will be conducted with law enforcement agencies and with officers who work in schools.

Survey of Attitudes Towards and Resources For Traffic Safety Enforcement

PERF, again working with RTI, will develop and field an officer-level survey concerning attitudes and behaviors toward traffic enforcement.

2016 Annual Meeting

PERF’s Annual Meeting, held in May in New York City, was a success. The meeting once again was held jointly with the Major Cities Chiefs Association and FBI National Executive Institute Associates.

PERF’s annual Leadership Award was given to two police chiefs this year: Milwaukee Chief Edward Flynn and Metropolitan Nashville Chief Steve Anderson.

The Gary P. Hayes Award was given to Burlington, VT Police Chief Brandon del Pozo.
Executive Search

PERF has assisted or is currently assisting with the executive search processes in Tucson, AZ; Kirkland, WA; Boston University; Wilmington, DE, and Sunset Beach, NC.

PERF Daily Clips

PERF’s Daily Clips news service continues to be one of the most popular benefits of PERF membership. Each working day, PERF sends an email to all PERF members with about 10 of the day’s most important news media articles or broadcast news segments. The Clips also serves as a way for PERF to make announcements to our members.

PERF Membership Reaches Record High

PERF membership reached a record high in 2016, with 2,628 registered general, subscribing, and sustaining members, 401 of whom are general members serving the largest jurisdictions. PERF also established a new lifetime membership category for retirees who have been members for over 20 years.

Research Advisory Board

PERF’s recently-established Research Advisory Board met for the first time in New York City during the 2016 PERF Annual Meeting. Meetings of the Board, which is chaired by Prof. Charles Wellford of the University of Maryland, will be held twice per year.

News Media Coverage of PERF

PERF was featured in an average of 723 U.S. news stories and 58 international news stories per month in the first nine months of 2016. One highlight was an op-ed by PERF President Scott Thomson and PERF Executive Director Chuck Wexler in the March 2, 2016 edition of the New York Times, titled “Making Policing Safer for Everyone.”

And in August, Wexler wrote an article for Irish Central about the late John Timoney and his national leadership role in policing. Timoney’s remarkable career began in New York City, where he immigrated from Ireland as a teenager. He joined the NYPD and rose quickly through the ranks to the position of Deputy Commissioner. He also served as Commissioner of Police in Philadelphia and as Chief in Miami. Chief Timoney was an active member of PERF and served as PERF President from 2007 through 2009.

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