

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

# IACP National Policy Summit on Community-Police Relations:

Advancing a Culture of Cohesion and Community Trust





INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

# IACP National Policy Summit on Community-Police Relations:

ADVANCING A CULTURE OF COHESION AND COMMUNITY TRUST

*January 2015*





---



# Table of Contents

ACKNOWLEDGMENTS.....	vii
EXECUTIVE SUMMARY .....	ix
IACP NATIONAL POLICY SUMMITS .....	1
The International Association of Chiefs of Police (IACP) .....	1
Background on National Policy Summits .....	1
Summit Structure/Process .....	1
COMMUNITY-POLICE RELATIONSHIPS .....	3
Why Are We Having This Conversation...Again? .....	3
Community Complexities .....	3
A Tale of Two Perspectives .....	5
THE PROMISE OF COMMUNITY POLICING .....	11
Community Policing Background .....	11
The State of Community-Police Relations Today .....	11
CONCEPTUAL ELEMENTS OF SUSTAINABLE COMMUNITY-POLICE RELATIONS .....	15
Communication, Understanding, Education, and Transparency .....	15
Partnership and Collaboration .....	15
Trust .....	16
WE CAN DO BETTER—IMPROVING COMMUNITY-POLICE RELATIONS .....	19
Improving Communication, Understanding, Education, and Transparency .....	19
Improving Partnership & Collaboration .....	21
Building and Sustaining Trust through Equity and Justice .....	21
Defining & Measuring Success .....	22
MOVING FORWARD: RECOMMENDED STRATEGIES AND ACTION STEPS	
FOR LAW ENFORCEMENT EXECUTIVES .....	25
RECOMMENDED ACTION STEPS FOR STAKEHOLDERS .....	31
For Community Groups, Advocacy Groups, Community Leaders, Business Leaders .....	31
For Law Enforcement Executive Organizations .....	32
For County/City/Municipal Political Leaders .....	32
For Law Enforcement Line Officers and Line Officer Organizations .....	32
For Law Enforcement Training Institutions .....	32
State-Level PolicyMakers .....	33
For the Federal Government .....	33
For Researchers/Academic Institutions .....	33
CONCLUSION .....	35
APPENDIX A: PARTICIPANTS .....	37
APPENDIX B: STAFF AND CONSULTANTS .....	39
APPENDIX C: MEASURES OF EQUITY .....	41



*“...Years of effective, proactive, and progressive policing efforts by federal, state, and local law enforcement agencies have transformed our neighborhoods to safer, more secure communities. However, as police leaders, we recognize that no single factor has been more crucial to reducing crime levels than the partnership between law enforcement agencies and the communities they serve. We know that in order to be truly effective, police agencies cannot operate alone; they must have the active support and assistance of citizens and communities....”*

**- From Statement of Yost Zakhary, IACP President, August 2014.**

*“...Recognizing the vital role community trust and partnerships play in policing, the IACP convened a National Policy Summit on Community-Police Relations: Creating a Culture of Cohesion/Collaboration. The summit brought together a wide range of law enforcement officials, community leaders, academic researchers, and policy experts to discuss issues and concerns, which shape and impact the relationship between police departments and the communities they serve. Significantly, many of the actionable recommendations that developed as a result of the summit are reflected in the actions the President outlined today... We look forward to actively participating with the Administration in order to build sustainable community-police relations....”*

**- From Statement of Chief Richard Beary, IACP President, December 1, 2014.**





---



# Acknowledgments

The IACP gratefully acknowledges the participation of the many highly qualified, committed, and talented individuals and organizations that made the IACP National Police Summit on Community and Police Relations a success.

The experience and skill set of each attendee brought perspectives to the meeting that enabled participants to review and evaluate a broad set of challenges and consider unique, realistic, and practical solutions for immediate implementation.

In particular, we thank:

- Then IACP President Yousry “Yost” Zakhary for his vision, leadership, and for making it a priority to address community and police relations on a national level during his tenure as President.
- This major initiative had IACP Board of Officer oversight at all times. Their constant and insightful counsel to IACP staff as the summit process unfolded was essential to its success.
- Several IACP committees and sections provided a law enforcement leadership perspective, helping guide the design and content of the summit itself.

Our gratitude extends especially to Dr. Lori Fridell, who served as the facilitator for the summit, and to Jennifer Zeunik, who took the lead in writing the summit report.

The summit succeeded in greatest part due to the candidness of our summit participants (listed in Appendix A). We thank each of the more than 40 individuals who came to the summit ready to serve and for bringing with them an open mind, vast field expertise, and a determination to work collectively to develop recommendations. Their hard work is reflected in the event itself and the content of this final report.

Through collaboration and sense of common purpose, participants in the National Policy Summit had a most dynamic and productive conversation on an argient and complex issue. In the end, the recommendations put forward by summit participants take a broad view of that issue and focus on strategic actions toward a clear goal of measureable benefit.



---

# Executive Summary

Law enforcement executives recognize the importance of maintaining strong ties with all segments of their communities. Many have invested immeasurable energy and resources in building relationships through community policing efforts. It is also clear from recent events in Missouri, New York, and Ohio that strained community-police relationships continue to exist. Looking beyond those incidents to the entire American policing community, it is cause for concern when any segment of any community lacks confidence or trust in their local police. Wherever that mistrust exists, high-profile incidents between officers and citizens like those in recent months serve only to inflame emotions and erode trust. As we have seen, the aftermath of these incidents can lead to cycles of anger and civil unrest, further damaging the relationship between the police and the citizens they serve.

Law enforcement leaders across the U.S. strive daily to build strong, trusting community-police relationships. Although many departments have made great strides in community policing, it is clear that there is still more to be done. True change in the area of perceived or real social injustice will take time and commitment from the police profession and their communities. Recent events are a strong reminder that we must never be complacent in our efforts to sustain trust across police and the communities they serve. We must continue to reevaluate, recommit, and renew our focus on sustaining trusting relationships with all segments of the community. This movement is not “revolutionary,” but rather, “evolutionary.” It is change that takes time, patience, and, when successful, results in the betterment of all. This is an

opportunity to lead for both police and community leaders that cannot go unattended.

In response to events in Ferguson (MO), New York City (NY), and Cleveland (OH), the IACP held a National Policy Summit on Community-Police Relations in October 2014 to open dialogue regarding ways to build and sustain trusting community-police relationships. The summit brought together police chiefs from around the nation, national leaders of community- and faith-based organizations, researchers, and representatives from nationally renowned and distinguished professional organizations such as the American Civil Liberties Union (ACLU), the Leadership Council on Civil Rights, the Police Foundation, the National Association for the Advancement of Colored People (NAACP), Lawyers Committee for Civil Rights, and the National Organization of Black Law Enforcement Executives (NOBLE) to discuss and debate this challenge. This document is the resulting summit report. It is a call to action for every police executive and every police agency to take stock and recommit to the principles of justice and freedom as set forth in the Constitution and its amendments. Each citizen’s safety and civil rights are at the core of the oath that police officers take at the outset of their careers.

The report is designed to serve as a roadmap for law enforcement, communities, and stakeholders to build meaningful, sustainable, trusting, and effective working relationships. Summit participants outlined three conceptual elements of building community-police relationships. The report defines those elements—communication, partnerships,

and trust—and provides recommendations for improvement in each.

In addition, the report outlines a series of tangible strategies and steps for law enforcement executives to begin to build trust in their communities. Those strategies include the following:

**Recommended Strategy 1:** Begin to redefine policing in a 21st century democratic society utilizing shared definitions of roles, responsibilities, and priorities. Understanding law enforcement’s role of enforcing rule of law, state laws/statutes, and municipal ordinances changes in the world we live in requires adjustments to our approach to policing. Law enforcement leaders must take the lead in working with the community to define innovative ways to police in the 21st century.

**Recommended Strategy 2:** Strengthen and/or rebuild the capacity of police agencies to develop legitimate, sustainable relationships with their communities, and with unique segments within the community.

**Recommended Strategy 3:** Implement meaningful ways to define and measure success in community-police relationships as a community.

Finally, the report acknowledges that the challenges facing law enforcement with regard to developing relationships with the community were not created in a vacuum, and will not be solved by law enforcement alone. Instead, the solution lies in making progress in a number of areas, and requires coordination and collaboration at all levels. Therefore, recommendations for key stakeholders are also included in this report.

---

# IACP National Policy Summits

## THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE (IACP)

The International Association of Chiefs of Police (IACP) is the world's largest association of law enforcement executives. Founded in 1893, the IACP has over 23,000 members in 100 countries around the world. The IACP's mission is to advance professional police services; promote enhanced administrative, technical, and operational police practices; and foster cooperation and the exchange of information and experience among police leaders and police organizations of recognized professional and technical standing throughout the world. Additionally, the IACP champions recruitment and training of qualified persons in the police profession and encourages all police personnel worldwide to achieve and maintain the highest standards of ethics, integrity, community interaction, and professional conduct. To this end, the IACP prioritizes addressing, in an honest and open way, those issues that potentially interfere with policing services, the ability to keep communities safe, or that cause harm to the profession of policing.

## BACKGROUND ON NATIONAL POLICY SUMMITS

Deliberation of critical policing policy and practices is an important aspect of the IACP's mission. For more than 20 years, the IACP and its members have been leaders in bringing together diverse perspectives and expertise to examine, debate, and address complex criminal justice and policing issues through IACP National Policy Summits. During these summits, experts and leaders from law enforcement, academia, law, federal government, as well as other

criminal justice and social policy and practice fields from around the nation come together during structured one- to two-day meetings to discuss and debate issues in professional, facilitated settings. The goal of the summits is to arrive at a set of recommendations intended to advance the field of policing. Critical information and recommendations are then publicized, providing law enforcement executives, stakeholders, and the public with key points of the discussions, as well as strategies for advancement. Over the years, critical issues such as offender reentry, police response to individuals with mental illness, intelligence sharing, public-private partnerships, violent crime, and addressing youth issues have been topics of IACP National Policy Summits.<sup>1</sup>

## SUMMIT STRUCTURE/PROCESS

Summit topics are critical, current, and complex challenges to police executives, identified by IACP members. They are issues that federal, state, local, campus, and tribal law enforcement agencies, among others, encounter across the country. The Summit on Community-Police Relations was no different. Organized by the IACP, the summit was held on Thursday, October 23, 2014, in Orlando, FL. Among the forty (40) attendees were police chiefs from around the nation, national leaders of community- and faith-based organizations, researchers, and representatives from nationally renowned and distinguished professional organizations such as the American Civil Liberties Union (ACLU), the Leadership Council on Civil Rights,

---

<sup>1</sup> A full list of IACP Policy Summit Reports can be found at <http://www.theiacp.org/National-Policy-Summits>.

the Police Foundation, the National Association for the Advancement of Colored People (NAACP), Lawyers Committee for Civil Rights, and the National Organization of Black Law Enforcement Executives (NOBLE). During the summit, facilitated by Dr. Lorie Fridell, participants discussed the role law enforcement plays in the community; examined the conceptual elements of strong community-police relationships; and defined progressive steps to improve police relationships with the communities they serve. This report, resulting from summit deliberation, is designed to serve as a roadmap for law enforcement, communities, and stakeholders to build meaningful, trusting, and effective working relationships.

---

# Community-Police Relationships

## WHY ARE WE HAVING THIS CONVERSATION...AGAIN?

Summit participants began their discussion by acknowledging that recent events necessitate a candid conversation about the state of community-police relationships around the country. Most recently, coverage of events in Ferguson (MO), New York (NY), and Cleveland (OH) provide stark examples of the culmination of rising tensions between the police and the communities they serve.

The group recognized that incidents like these serve as jolting reminders of the perception that some subgroups of communities have about police in the United States – that despite community policing efforts, departments have not built community confidence (and resulting consent of the people to be policed) in many communities, or segments of those communities. The incidents also serve as examples of missed opportunities on the part of law enforcement and the community to build and sustain relationships on a daily basis that could either prevent or mitigate such incidents in the future. Images of these types of incidents spread across television, newspapers, and the Internet, erode the trust and legitimacy of law enforcement in the United States.

However, many summit participant were left to ask, “Haven’t we already had this conversation many times before?” In the 40 years since community policing philosophies were introduced, police departments and the federal government have focused considerable resources on developing and implementing strategies that foster relationships with community groups and members. Many police

departments continue to make great strides in building strong ties with their communities. Still, a glimpse at regularly scheduled or all-day Internet news coverage shows that regardless of the progress made through community policing efforts, there is still more work to be done. Police departments must constantly review their relationships with the communities they serve; regularly renew their commitment to just and fair policing; and create or enhance cultures of trust within local communities.

## COMMUNITY COMPLEXITIES

Any thorough discussion of community-police relationships must be set in the context of the relationship’s complexity. First, jurisdictions in the United States (US) are comprised of a complicated amalgam of cultures, ethnicities, religions, and beliefs. Any one community in the US can and does contain segments that include communities of color; women; youth; lesbian, gay, bisexual, and transgender individuals; veterans; faith-based communities; immigrant communities; individuals with mental illness; the homeless; previously incarcerated individuals; and even ‘virtual communities’ that form around a cause or an ideology. Each of these communities has unique needs and challenges, requiring police to consider how they engage this rich diversity in a way that is inclusive of all unique elements of the community.<sup>2</sup> At the same time, the policing community is also a complex set of law enforcement agencies and other social/human service organizations, including municipal police departments, county sheriffs, state

---

<sup>2</sup> Throughout this document we will refer to these groups as ‘unique subgroups’, ‘segments’ or ‘communities of distinction.’

police agencies, federal law enforcement, tribal police, transit police, campus police, and more that serve in one aspect within the broad expanse of the U.S. criminal justice system. These organizations use varying policies and procedures to enforce the rule of law and keep the peace. Diverse police organizations and practices, coupled with unique communities, accentuate the complexity of community-police relationships.

Second, the ability for the community to build relationships with police must also be examined and responded to in a historical context. On this, the 50th anniversary of the Civil Rights Act of 1964, police and the communities they serve have made significant progress on addressing civil rights issues documented in the Act some 50 years ago. Unfortunately, in many communities, particularly communities of color, prior decades of real or perceived mistreatment by police and the justice system has led to underlying fear, resentment, and anger, culminating in distrust. This history of tensions has at times led to clashes with police, further intensifying the community's feelings of marginalization and mistreatment by police and other governmental entities, including the entire criminal justice system.

The complexity of the community-police relationship is further intensified by police involvement in myriad interactions with, and needed connection to, many governmental social and human service agencies and organizations

(public and private) that are also viewed with distrust and frustration by some community members. Historically, and in some places currently, unique segments of the community, particularly communities of color, have experienced a host of real or perceived injustices that span throughout social systems. Some of those inequities include the following: disparities in education (or at least access to equitable education); economic challenges; inequitable wealth distribution; and deficits in resource and service allocation. These issues erode relationships between unique groups within the community and the social/human service systems of which the police are a component. No one group or system owns the problem, and no one group or system will provide the entire solution. Committed engagement across groups and systems is necessary, not only to strengthen community-police relationships, but also to reaffirm trust and legitimacy in all the governmental social/human service systems. Summit participants agree that a large part of building trusting community-police relationships will lie in making progress in all social systems (including criminal justice), and mitigating issues of systematic disparity.

Recognition and response to the aforementioned complexity lies at the heart of building sustainable trusting community-police relationships in the US. However, the variation and individuality of each community of distinction demands that police employ myriad tools, strategies, protocols, and training to address the needs of each. It

### ***Successful Approaches to At-Risk Youth***

In one community, the Juvenile Diversion Detective program works with 'at-risk' youth as an alternative to court punishment. In some cases, the juvenile may have been contacted for some lower-level property misdemeanor type crimes, but usually they are going through the criminal justice system for a crime they have committed. The Juvenile Diversion Detective (JDD) connects with the youth and the youth's parents to talk about what the youth is currently doing, and the choices the youth is making. Both youths and their parents enter into a written contract that spells out conditions that must be met to stay in the program. Conditions include no negative contacts with police officers, no arrests, no drug use, etc. In addition, the contract includes that the youth must stay in school, maintain grades, and be respectful to teachers and adults. The JDD invests heavily in the youth and the family. The JDD not only works with the youth, but in many cases, the JDD is teaching the parents to parent and/or strongly encouraging them to do so. Regular meetings between the youth, the parents, and the JDD are held to ensure the youth is staying on track. If any of the conditions of the contract are broken, the youth is removed from the program immediately and any criminal charges that might have been pending progress through the criminal justice system.



also requires that all community segments and their police join forces to create safe, peaceful neighborhoods in all communities. If progress is to continue, law enforcement must not be daunted by community complexity, but rather, leverage the unique contributions of each segment to address community challenges. As one summit participant commented, “in the end, the people are all that matter.”

## A TALE OF TWO PERSPECTIVES

It is important to understand that the complexity of community-police relationships contributes to the unique lens through which each group perceives engagement. This is true for each distinct community segment, as well as law enforcement groups. Each carries its own ideas and perceptions

### ***Youth Community<sup>3</sup> Engagement***

The youth community represents just one of many unique community subgroups; and the importance of law enforcement engagement of this unique community cannot be overlooked. America’s youth will develop into the leaders of tomorrow, and will bring with them their perceptions and understanding of the world around them – including their understanding of police. While the youth community provides a potential pool of future police officers and police leaders; some are being raised to fear or hate police. Police agencies have the opportunity to re-direct that trajectory through interaction and engagement targeted to today’s youth.

Understanding the differences of and within the youth community can help lay the foundation for positive engagement. The brains of youth operate differently, causing them to think differently than adults. They are not “little adults,” and should not be treated as such. Unfortunately, youths of today are being put in positions of making adult decisions at early ages, exposed to extremely dangerous and provocative situations. They are expected to make the right choices without being given an accurate moral compass from which to navigate. It is important to understand that although at-risk youth do exist, particularly in low-income communities, not all are destined to criminality.<sup>4</sup> Making assumptions based on race, dress, and other cultural differences only further distances youth.

Early, positive engagement by law enforcement can have significant impact on the growth and development of youth. Youths will find gateway opportunities through police-led programs, such as youth citizen academies and Police Athletic Leagues. These provide positive interactions with police as well as opportunities to be involved. Youth will also benefit greatly from guidance, mentoring, and conversations with officers in their neighborhoods, as well as positive interactions with school resource officers.

Some other keys to positive youth engagement include the following:

- Understand ways to reach youth effectively. For example, use of social media to engage this unique group is imperative.
- Educate department staff on differences in youth thinking and behavior, including how to de-escalate a situation in which youths are involved.
- Model respectful relationships for youth to foster officer and community safety.

---

<sup>3</sup> The IACP offers resources in juvenile justice reform and engagement of the youth community. <http://www.theiacp.org/jjsummitreport>

<sup>4</sup> In fact, some summit participants advocate using the strength-based term, ‘at-promise youth’ in place of ‘at-risk youth’ in an effort to counter negative connotations that may be associated with the term ‘at-risk’ youth.

## ***Rebuilding in the Wake of Ferguson***

From the Headlines: Ferguson, MO. When a young unarmed black man was shot and killed by a white police officer on August 9, 2014, the Ferguson community was outraged. In the days after the shooting, angry protests sparked violent confrontations between police and community members. Through the weeks that followed, protesters destroyed the property of Ferguson business owners, and engaged in violent encounters with police and others in the community. Police, dressed in riot gear and perched on military-grade vehicles, pointed weapons at the crowd in an effort to subdue protesters. They imposed strictly enforced curfews and arrested members of the media, and others, for violating restrictions.

On November 24, 2014, the grand jury in Ferguson rendered its decision not to indict Officer Darren Wilson for the shooting of Michael Brown. The decision ignited another round of protests in Ferguson and surrounding communities, again accompanied by violence and destruction. In addition, more peaceful protests also spread across the country. Organizers in communities from New York to Los Angeles took to the streets to voice their disapproval of the grand jury's decision through a wide array of protests.

*"At this crucial time, it is imperative that law enforcement and community leaders, both in Missouri and throughout the United States, make every effort to reduce tensions and ensure a peaceful and lawful response to today's decision. Only by working together to create a constructive dialogue can law enforcement and community leaders establish effective police-community partnerships that are at the heart of safe communities. To assist in this effort, the IACP has created an online resource for building sustainable community trust. I urge both law enforcement and community leaders to take advantage of these resources as they strive to reduce tensions and work together to build strong police-community partnerships."* - **Statement of IACP President Richard Beary, (following the grand jury's decision not to indict Officer Darren Wilson).**

*"The events in Ferguson, Missouri, should be a wake-up call for law enforcement departments across the nation to create and reinforce outreach efforts to their communities. Police Foundation researchers have found that community-oriented policing practices increase the level of communication between officers and citizens, and provide the means to reduce tension during times of turmoil. The Police Foundation supports the efforts of the DOJ Office of Community Oriented Policing Services in Missouri and elsewhere to help law enforcement develop a constructive dialogue with their communities."* - **Statement of Jim Bueermann, Police Foundation President, (following the grand jury's decision not to indict Officer Darren Wilson).**

of the role of police in the community, shaped by historical and other contextual influencers.

The perspective of members of some communities<sup>5</sup> across the country is one of being marginalized, targeted, and mistreated by police. From the vantage point of one group, communities of color, that perspective is rooted in years of contentious relationships with police, born out of the history of race relations in the U.S. It continues with constantly emerging stories of real or perceived biased policing

and unnecessary use of force against community members.

In his book, *Pulled Over: How Police Stops Define Race and Citizenship*, Charles Epps explains that members of communities of color experience traffic stops very differently than those in the white community due to disparities in the basis for police stops in those communities. According to Epps,

*"No one likes to be pulled over, but police stops teach different lessons to African-Americans and whites. They teach African-Americans that police stops are unpredictable, arbitrary, and a tool of surveillance. They teach whites that*

---

<sup>5</sup> While many of the summit participants represented communities of color, the lessons learned during the discussion can be applied to other communities of distinction.

*police stops are predictable consequences of unsafe driving, and, remarkably, that even well-deserved stops may lead to being let off with a warning if the driver is respectful and polite to the officer.”<sup>6</sup>*

In another example, ‘stop and frisk’<sup>7</sup> policies employed by police across the country have had negative effects on communities of distinction including communities of color, faith-based communities, and the LGBT community. A September 2014 report from the NAACP, entitled *Born Suspect: Stop-and-Frisk Abuses & the Continued Fight to End Racial Profiling in America* provides a number of accounts of stop and frisk encounters as described by members of these communities.<sup>8</sup> While these policies are clearly intended to reduce crime, the unintended consequences are often a reduction in perceptions of police fairness, legitimacy, and effectiveness.

The lack of trust in the police, and their practices, can run so deep in segments of communities that interactions with law enforcement bring with them building anger and resentment over real and perceived procedural injustice and inequity. Adults wanting to protect their young people against police are raising a new generation who fear and distrust, rather than accept and respect the police.

---

The police perspective is very different. Law enforcement officers face substantial threats every day; and officers cannot continue to serve the

community if they are not able to keep themselves from harm. As one summit participant commented, “We cannot lose sight of the fact that there are people who want to hurt us [police] and others in our community.” Vigilance is imperative. Growing anger and disrespect toward officers from members of the community further thwart attempts to keep the peace.

Additionally, depleted resources in social/human service systems, and in law enforcement agencies, have forced police to take on more responsibilities and more complex work, and to do so with fewer resources. Police departments are not just responding to crime, overt violence, and disruption, but also to homeland security concerns, cybercrime, an exponential increase in non-criminal crisis calls, and more. These responsibilities take time and resources away from patrols and community policing duties. In addition, officers are challenged to fully understand, and address the needs of every segment of their community when deploying policing strategies to reduce crime. Reporting on the challenges facing officers in dealing with individuals with mental illness, one New York Times article stated, “In towns and cities across the United States, police officers find themselves playing dual roles as law enforcers and psychiatric social workers.”<sup>9</sup> The growing complexity of communities makes the task of responding appropriately to every encounter nearly impossible. Officers are expected to focus on the most egregious problems with efficiency and acumen, sometimes missing opportunities to build trust with the community, or worse, damaging that trust because of an officer’s split-second decision under the most difficult of circumstances.

Finally, most police believe that citizens want a community free of crime and fear of crime, and the definition of successful policing reflects this understanding. Police performance is not often measured in community engagement and trust building duties. Police success is measured in metrics such as arrests made, decreases in crime rates, and cases solved. Often times, political and

---

<sup>6</sup> Epps, Charles. *Pulled Over: How Police Stops Define Race and Citizenship*.

<sup>7</sup> La Vigne, Nancy G., Pamela Lachman, Shebani Rao, and Andrea Matthews. 2014. *Stop and Frisk: Balancing Crime Control with Community Relations*. Washington, DC: Office of Community Oriented Policing Services. “[W]hereas traditionally conducted stops or searches are a response to observed indications of criminal behavior or a perceived threat to officer safety by a specific individual, ‘stop and frisk’ promotes the use of pedestrian stops and searches as a tactic or deterring future criminal activity rather than as a tool for interrupting specific crimes in progress.” p. 10.

<sup>8</sup> National Association for the Advancement of Colored People (NAACP). “Born Suspect: Stop-and-Frisk Abuses & the Continued Fight to End Racial Profiling.” September 2014. Downloaded from [http://naacp.3cdn.net/9312d4a4f8ed7681ff\\_fnm6b22xw.pdf](http://naacp.3cdn.net/9312d4a4f8ed7681ff_fnm6b22xw.pdf).

<sup>9</sup> Santos, Fernanda and Erica Goode. “Police Confront Rising Number of Mentally Ill Suspects.” *The New York Times*. April 1, 2014. Downloaded from [http://www.nytimes.com/2014/04/02/us/police-shootings-of-mentally-ill-suspects-are-on-the-upswing.html?\\_r=2](http://www.nytimes.com/2014/04/02/us/police-shootings-of-mentally-ill-suspects-are-on-the-upswing.html?_r=2).

departmental leaders judge police performance on the same. Alienation of segments of a community may be the collateral consequences of well-intentioned police practices intended to reach one view of 'success' in policing (such as reducing the crime rate).



Given the challenges, how can police officers protect themselves and others, while building relationships with their communities, particularly those who feel mistreated or misunderstood by police? Can there be vigilance without fear and bias? Can community trust be built while decreasing crime rates?

Law enforcement leaders' and their agencies' focus on understanding and engaging communities of distinction could ameliorate some of these challenges and serve as a catalyst for more effective policing.

The Summit on Community-Police Relations provides a starting point from which to begin the difficult task of understanding each other's perspective; reexamining and recommitting to the implementation of philosophies of community policing; making strides to continue to engage each other; and improving policing and community safety in the process.

### ***Violence Against the Police*** <sup>10</sup>

- A Florida sheriff's officer, responding to a report of a domestic disturbance at a residence, was shot and killed by someone inside the home.
- An Iowa police officer was shot and killed while attempting to serve an arrest warrant.
- A Michigan state trooper was fatally shot during a routine traffic stop.
- A West Virginia sheriff was ambushed and fatally shot in the head while he was eating his lunch in a marked car.
- Four New York City police officers were attacked by a man wielding a hatchet, while the officers stopped to pose for a picture on a busy street in Queens. Two of the officers were injured, one officer in the head and the other in the arm, during the unprovoked incident, as was one bystander. Eight days later in Washington, DC, another officer was attacked with an axe as he sat in his police cruiser."<sup>11</sup>
- In December 2014, two NYPD officers were shot and killed, execution style, while sitting in their parked patrol car in Brooklyn, NY. Prior to the shooting, the gunman professed online his desire to kill police.<sup>12</sup>

<sup>10</sup> Official statistics regarding deaths and injuries incurred by law enforcement officers captured by the Federal Bureau of Investigation (FBI) in the Law Enforcement Officers Killed and Assaulted (LEOKA) report. These descriptions are taken from the most recent publication available at <http://www.fbi.gov/about-us/cjis/ucr/leoka/2013/leoka-home>.

<sup>11</sup> Nuckolus, Ben. "Man Swings Ax at DC Officer in Unprovoked Attack," *ABC News*. October 31, 2104. Downloaded from <http://abcnews.go.com/WNT/photos/video-washington-dc-police-officer-attacked-ax-26616022>.

<sup>12</sup> Holley, Peter, "Two New York City Police Officers are Shot and Killed in a Brazen Ambush in Brooklyn," *Washington Post*, December 20, 2014. [http://www.washingtonpost.com/national/two-new-york-city-police-officers-are-shot-and-killed-in-a-brazen-ambush-in-brooklyn/2014/12/20/2a73f7ae-8898-11e4-9534-f79a23c40e6c\\_story.html](http://www.washingtonpost.com/national/two-new-york-city-police-officers-are-shot-and-killed-in-a-brazen-ambush-in-brooklyn/2014/12/20/2a73f7ae-8898-11e4-9534-f79a23c40e6c_story.html)

## ***The Dynamics of Successful Communication***

True and effective community engagement requires that police and community leaders follow rules of strong communication, as well as rules of effective meetings. Even more importantly, all involved should be educated on ways to handle difficult conversations. A difficult conversation exists where (1) stakes are high; (2) opinions vary; and (3) emotions run high. This requires a unique set of communication skills that enables effective exchange of critical information even when messages are delivered and/or received through anger and resentment. They are critical when addressing controversial or emotional topics.

An Internet search for ‘rules for tough conversations’ produces a plethora of information on ways to best handle these situations. Some include the following:

1. Be clear about the issue.
2. Know your objective.
3. Adopt a mind-set of inquiry.
4. Manage emotions.
5. Be comfortable with silence.
6. Preserve the relationship.
7. Be consistent.
8. Develop conflict resolution skills.
9. Choose the right place to have the conversation.
10. Know how to begin.
11. Train other leaders on how to handle difficult conversations.<sup>13</sup>

It is important for police and community members to educate themselves on how to have these critical conversations, and to develop a set of rules that work best in their community, particularly when communicating through anger or conflict.

One officer suggested the following rules specific to engaging community members.

1. Get to know each other (police and community members) to include viewpoints and cultures.
2. Listen intently and understand the viewpoints of members of the community.
  - Solicit input, ideas, and expectations on controlling crime from community members. This fosters ownership of community crime and how to fix it.
  - Solicit input regarding what police can do to make community members feel safer. Sometimes this is more important than controlling crime.
3. Identify obstacles in the relationship between police and the community and work with community members to develop a plan to effectively address the obstacles and move on.
4. Explain to community members what is in place to hold police accountable.
  - Be transparent on the internal investigation process and results and offer feedback on outcomes.
  - Establish a Citizen Oversight Panel for internal investigations.
5. Find out if there is anything the government can do to assist with community concerns.

---

<sup>13</sup> <https://www.americanexpress.com/us/small-business/openforum/articles/top-ten-tips-for-handling-the-difficult-conversation>.



---

# The Promise of Community Policing

## COMMUNITY POLICING BACKGROUND

“Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.”<sup>14</sup> It focuses on the three key components of community partnerships, organizational transformation, and problem solving to promote crime reduction through strong community-police relationships.

Community policing strategies are designed to strengthen police legitimacy, while also controlling crime. “In community policing, legitimacy and procedural justice rather than just the law build police authority in the eyes of the community.”<sup>15</sup> These strategies address community problems in concert with the community and position community members as force multipliers to the police department in keeping the community safe and addressing community-defined issues. A community that is engaged and feels heard by its police department is likely to be more supportive of its police department. That support can translate into the community providing the resources necessary for police departments to do their job, which in turn contributes to the city’s economic strength and viability. Indicators of strong relationships with the community include community members who provide critical information and intelligence to

the police during investigations, as well as those who are willing to testify in criminal cases when necessary. Since the advent of community policing in the 1980s, law enforcement agencies have implemented community policing strategies to promote a collaborative approach to crime between the community and the police. These community policing efforts are rooted in the promise of building legitimate authority through mutual trust and respect between the police and the public.

## THE STATE OF COMMUNITY-POLICE RELATIONS TODAY

During the summit, participants discussed the status of community-police relations around the country today. To begin the discussion, Dr. Fridell asked the question, “Where are we [law enforcement community] on the continuum of progress toward strong community relationships? What are the successes and challenges?” The group conceded that there is no “end game” in developing relationships with the community, meaning it will continue to be an ongoing effort. They also agreed that, unfortunately, there is no shared standard of success in building strong relationships with the community. While law enforcement may define success from its own perspective, community perceptions are often not included in a shared definition, making defining success difficult. Instead, the group discussed progress and impediments toward strong community-police relationships.

### *Successes*

The law enforcement community has made promising strides in implementing strategies to build

---

<sup>14</sup> “Community Policing Defined.” Office of Community Oriented Policing Services, 2012. Washington, DC.

<sup>15</sup> Wasserman, Robert & Ginsburg, Zachary. “Building Relationships of Trust: Moving to Implementation.” Office of Community Oriented Policing Services. Washington, DC. 2014.



relationships of trust with the communities they serve. Indeed, community policing philosophies and strategies are pervasive throughout the ranks of many police departments. The October 2013 edition of the *Police Chief* magazine<sup>16</sup> describes just a few examples of how departments are engendering community policing philosophies, and are forming strong bonds with their communities. Whether addressing violent extremism or family violence or departmental strategic planning, police departments are partnering with their communities to solve community problems, and to conduct the business of policing. Also, law enforcement leaders have proven that they are open to discussions about the best ways to engage and include disenfranchised communities. They are implementing evidence-based strategies that have proven to make the community part of the work of the police department. According to one summit participant, “Law enforcement has proven itself to be a true early adopter — implementing more evidence-based approaches than any other sector in criminal justice.”

## **Challenges**

However, police departments have been challenged to fully reach the promise of community policing as it was intended for a number of reasons.

First, resource shortages have made consistent, sustained community policing efforts difficult or impossible in many departments. Police departments continue to take on more responsibilities, making it difficult to recruit and retain the skills and resources necessary to address issues facing individual communities. In addition, many law enforcement leaders assert that “time on task” to undertake community policing strategies is often longer than traditional policing strategies, absorbing personnel and resources. While community policing advocates argue that when implemented correctly community policing reduces crime, therefore reducing time needed to engage in traditional policing strategies; community policing ‘duties’ are often sacrificed when budget

cuts or other resource deficiencies require reductions. These resource challenges contribute to inconsistencies in sustained community policing efforts.

Second, community demographics and changes in how communities operate make it difficult for many police departments to find ways to partner with unique segments. Almost every jurisdiction is experiencing increased diversity, becoming home to people of every nationality, culture, and religion. In many situations, communities are also becoming less cohesive and more ‘loosely coupled,’ creating a challenge for the bureaucracy of a police department to effectively engage. In addition, it is difficult for police departments to engage with community segments and individuals who have expressed interest in harming the police and other community members. Community groups or individuals that rely on threats and fear to engage police create a dangerous quandary for law enforcement leaders as they attempt to build relationships.

Finally, lack of a full understanding and/or engenderment of community policing philosophies have stifled the ability for law enforcement to fully reach the promises of building bonds of respect and trust with all segments of the community. While thousands of departments have implemented community policing programs over the past two decades, not all have truly integrated community policing into their department’s culture. This lack of assimilation of community policing principles into the fiber of law enforcement agencies inhibits true community-police cohesion, posing a challenge to police and community leaders alike.

## **Technology’s Influence on Community Policing**

A number of contemporary technological factors impact the ways that police relate with their community. First, technology can both facilitate and inhibit building community bonds. While privacy concerns loom with regard to video recording the public, the push for law enforcement agencies to

---

<sup>16</sup> Articles can be found at [http://www.policchiefmagazine.org/magazine/index.cfm?fuseaction=archivecontents&issue\\_id=102013](http://www.policchiefmagazine.org/magazine/index.cfm?fuseaction=archivecontents&issue_id=102013).



invest in body-worn cameras<sup>17</sup> to record officer interactions with the public continues.<sup>18</sup> Second, traditional media and social media have a powerful influence on how communities, and the nation, perceive police. ‘Virtual communities’, often created and dissolved within a matter of days or weeks in response to a news story or event, can leave lasting scars on the reputation of police. On the other hand, police agencies that utilize traditional and social media to communicate and educate about the work that they conduct to keep their communities safe, can bolster understanding, and their standing with the community.

## ***Community Policing’s Future***

While progress has been made, police departments must continue to strengthen sustainable trust with communities, particularly those communities or groups of citizens within those communities that feel mistreated or disenfranchised. Summit participants agree that the appropriate time for self-reflection and improvement of community policing efforts is not when a problem presents itself, or when people complain; rather, they stress that community policing needs to be an active, ongoing engagement that should permeate all levels of the police organization. For that reason, now is the time to reevaluate, reinvigorate, renew, re-instate, rebuild, and restart departmental efforts to build meaningful community-police relationships. It is time to stop ‘doing’ community policing, and to start the process of institutionalizing strategies that will build cultures of trust and inclusion.

---

<sup>17</sup> A number of resources designed to assist law enforcement in investigating, procuring and implementing body-worn camera technology, including Body Worn Camera Model Policy can be found at <http://www.theiacp.org>.

<sup>18</sup> On December 1, 2014, President Obama announced that as part of White House efforts to strengthen community policing, he is allocating \$263 million to increase police use of body-worn cameras. More information can be found at <http://www.whitehouse.gov/the-press-office/2014/12/01/fact-sheet-strengthening-community-policing>.



---

# Conceptual Elements of Sustainable Community-Police Relations

While summit participants agreed that no shared definition of successful community-police relationships exists due to the complexities mentioned above, they did agree on a conceptual framework for what strong community-police relationships should include. These elements provide the foundation on which meaningful relationships with the community can be built. Based on the discussion, the three overarching conceptual elements of strong community-police relations are communication, partnership, and trust.

## COMMUNICATION, UNDERSTANDING, EDUCATION, AND TRANSPARENCY

Strong communication is critical to building relationships with the community. Transparency in all areas is key. Open, accessible reporting of statistics, arrest information, and any other law enforcement data is expected, even when the information provided does not paint the best picture. Internally, education and training should consistently promote community inclusion at all levels and ranks. Open communication tells the community that there is nothing to hide.

In times of crisis or critical incident, communication must happen quickly, frequently, and honestly. Quality communication requires that police leaders must fully engage, give as much information as possible, and take responsibility for actions that may have contributed to issues or incidents of concern. Chiefs should pick up the telephone and have personal conversations with community leaders. Personal conversations, particularly during difficult times, bolster the perception that police

leaders genuinely want to be open and honest. As mentioned previously, strict adherence to rules or guidelines for strong communication, particularly with groups that feel disenfranchised, is necessary for sustaining community-police relationships.

## PARTNERSHIP AND COLLABORATION

Genuine partnership and collaboration are cornerstones of a strong relationship with the community. Literature on the subject of partnerships in public administration offers a number of perspectives on when and how public input is incorporated into government. In his 2012 book, *Citizen, Customer, Partner: Engaging the Public in Public Management*, John Clayton Thomas advances a model for how public administrators most often interact with the public. In particular, Thomas presents three distinctive roles of public participation, each with a corresponding implication for public management.<sup>19</sup> First, in the role of customer, the public plays a passive role where government reacts and must be responsive to the requests of customers to provide specific services. Next is the citizen role, which Thomas argues might be the most important role. As citizens, the public engages with public managers to co-deliberate, co-formulate, and co-design the programs that government should provide and the direction that government should go in delivering programs and services. It is the role of citizen that requires public organizations to be accountable to the public. The final role is partner. In this capacity the public

---

<sup>19</sup> Thomas, John Clayton. *Citizen, Customer, Partner: Engaging the Public in Public Management*. M.E. Sharpe Publishing, Armonk, New York. 2012.

assists public organizations and their managers with producing and delivering public services. This role improves the efficient operation of public organizations. Whitaker calls this partnering role co-production and posits that the goal of co-production is to increase the efficiency and effectiveness of public service delivery.<sup>20</sup> Dr. Brian N. Williams, a professor at the University of Georgia's School of Public and International Affairs in Athens, GA, argues that a fourth role of 'committed critic' should be added. In the policing context, this role provides for citizens to engage in constructive criticism to encourage continuous improvement of community-police relations.<sup>21</sup>

Building relationships with the community requires meaningful inclusion of and partnership with community members in conducting the business of the police department. More than simply participating in ancillary programs, true partnership describes institutionalized inclusion of citizens in the business of the police department. This partnership not only demonstrates transparency within the department, but also provides perspective from community members who may have traditionally been excluded. Quality partnerships foster the community's perception of the chief of police, not just as chief, but also as a member of the community (e.g., father/mother, son/daughter, Little League coach), leveling the playing field, and setting the tone for equal participation when solving problems. Law enforcement executives should be asking themselves, "How can we incorporate a diverse representation of citizens in developing policies, guiding implementation, and evaluating results of meaningful community-police relationships?"

## TRUST

Trust is the third conceptual element to community-police relationships, and is essential to sustainable relationships with communities. Trusting community-police relationships are built on mutual respect and understanding of each other's needs and perspective. Trust is earned through a sincere and genuine interest in inclusion and a commitment

to justice. It is the culmination of transparency and collaboration.

Most importantly, trust between the police and the communities they serve is built through a consistent commitment to social equity in all of its forms, in all practices and procedures. The emphasis on equity and its implications for trust offer an additional element in defining police success. Local law enforcement success is no longer an exclusive measure that reflects the absence or reduction of crime, but must also include the presence of justice and trust as perceived by members of an attentive public. The National Academy of Public Administration (NAPA) defines four distinct criteria for measuring equity:

- Procedural fairness – implications for due process, equal protection, and equal rights for policies, practices, and programs
- Access and distributional fairness – access to and/or distribution of current policies and services
- Quality and process fairness – consistency in the level of quality of existing services delivered to groups and individuals, and
- Outcome fairness – consistency in outcomes for distinct populations or groups<sup>22</sup>

These criteria serve as the basis for conducting an equity inventory with public organizations. The Social Equity Panel of the National Academy of Public Administration has developed specific guidelines and sample questions for conducting an equity inventory for local governments and their departments.<sup>23</sup>

In order to build and sustain trust with the community, law enforcement leaders must also understand the modern science of bias and the potential impact of implicit bias on the department's personnel, as well as on community members.

<sup>20</sup> Whitaker, 1980.

<sup>21</sup> Williams, Brian. 2014.

<sup>22</sup> Svara, James. "Conducting a Local Government Equity Inventory." National Academy of Public Administration. NAPA provides guidance for local governmental and departmental leaders in conducting equity inventories to assess social equity within organizations like police departments. 2005.

<sup>23</sup> The full NAPA Equity Inventory is included as Appendix C of this report.

Implicit bias has been described as, “Predilections held by all that operate largely outside of one’s awareness.”<sup>24</sup> According to contemporary research, hidden biases can impact individuals’ perceptions and behavior. “Social psychologists have shown that implicit bias can impact what people perceive and do. It works below consciousness and manifests even in people who consciously hold non-prejudiced attitudes.”<sup>25</sup> In policing, this means that even well-intentioned officers may make decisions impacted by fears, feelings, perceptions, and stereotypes that exist outside conscious awareness. Police executives can mitigate the impact of implicit bias through attention to the issue in recruitment, training, policy, and leadership.

---

<sup>24</sup> Gove, Tracey. “Implicit Bias and Law Enforcement.” *The Police Chief*, vol. LXXVIII, No. 10, October 2011. Alexandria, VA, [http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display\\_arch&article\\_id=2499&issue\\_id=102011](http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=2499&issue_id=102011).

<sup>25</sup> Fridell, Lorie. “This Is Not Your Grandparents’ Prejudice: The Implications of the Modern Science of Bias for Police Training.” Downloaded from <http://fairandimpartialpolicing.com/docs/not-your-granparents-prejudice.pdf>.



---

# We Can Do Better—Improving Community-Police Relations

Summit participants discussed the gap between the conceptual elements of strong community-police relationships, and what actually takes place in some communities. While some practices are not intentionally exclusionary or alienating, they may be perceived that way by some segments of the population, and can be mitigated through a clear focus on, and leadership in, relationship building in the community. Understanding that each jurisdiction is unique, encompassing a number of individual communities of distinction, summit participants identified a number of ways that law enforcement agencies can begin to mold a culture of trust and inclusion and improve community-police relationships.

## IMPROVING COMMUNICATION, UNDERSTANDING, EDUCATION, AND TRANSPARENCY

- Educate the community about police practices.
  - Utilize proactive outreach to assist in balancing negative perceptions of police. Many law enforcement officers will report that, “for every negative story, there are 1,000 positive ones.” Publicize them. The media will do a fine job of capturing negative, sensational stories. Leverage the media or social media to also publicize honest, positive stories of daily police work, including ways in which the police are working directly with the community to solve community problems. Strong personal relationships and direct communication with community leaders
- and members can also help educate the community on police practices.
- Ensure community members understand what the police are able to share, and/or not able to share due to legal restrictions (such as union contracts or privacy laws). Engage community members to utilize this knowledge and understanding to assist in effectively reducing crime. Engaged community members are more likely to be willing to serve as witnesses and sources of information and to testify in legal proceedings.
- Be transparent with all information and data (as appropriate by law), particularly arrest and demographic data. Ensure that data is easily accessible by everyone in the community.
- Communicate consistently and honestly with the community. Ensure that the message is truthful, even if the truth is perceived as negative, or places the department in a negative light. Take responsibility for decisions. Make information easily accessible even if it is a ‘negative story.’
- Leverage relationships with key community members to quickly disseminate accurate information to members of communities of distinction.
- Create an environment that welcomes dissent and difficult conversations. For example, ensure that your department’s process for submitting a citizen’s complaint is open, accessible, and free of inhibitors.

## ***Citizen Police Academies***

Citizen police academies (sometimes referred to as ‘community police academies’) offer an opportunity for citizens to be educated about the inner workings of the police department. It is important to ensure that citizen police academies are representative of the community, including communities of distinction. Some jurisdictions develop targeted academies, such as youth academies and reentry academies that target interactions to the unique group who will be attending. Other communities have held police academies for community business owners that provide training about security, false alarms, and prevention of robberies.

## ***Engaging Key Community Leaders***

Following a critical incident, one chief called the NAACP leader in his community into his office to provide accurate, honest information regarding the situation. That leader was able to go back to the community with the truth to counter inaccurate information that was being spread. This worked because the relationship between the NAACP leader and the chief was in place long before the critical incident occurred. It’s important to note here that these conversations, setting the record straight, need to happen good or bad, regardless of public perception.

## ***Sending Clear, Personal Messages to New Officers***

One police chief commented that she talks directly with officers about her expectations of respect, ethics, and building relationships with the community. She meets with every newly hired officer during the first week of the department’s Field Training Program. They hear directly from her about the value system and philosophy as it relates to community-police relations, arresting expectations, and what it means to walk in integrity as a police officer. She believes that if the new officer understands the core values of positive community relations from the leader, this will set the tone for future relationships with the community. No other supervisor or field training officer teaches the ethics or philosophy section to new officers. This core value must come from the leader of the department. The chief meets with recruits continually thereafter to ensure that they consistently hear directly from her about expectations.

- Communicate internally.
  - Require continual, consistent departmental training and retraining that reinforces expectations for community relationship building, and provides education on strategies to do so. As an example, providing implicit bias training throughout the ranks of your department can provide members with information on the potential implications of implicit bias on policing.
  - Law enforcement leaders should ensure that their officers know what is expected of them with regard to building relationships with the community, particularly how they need to face the challenges of interacting with citizens in difficult or emotionally charged situations.
- As much as possible during critical incidents, communicate promptly, frequently, and clearly. Allow key community members access to information about the situation at the scene as opposed to waiting until later. In times of critical incident or controversy, communicate early and often.



## ***Citizen Surveys***

In one city, the police department regularly surveys citizens on the community's perception of the police. Partnerships with nearby universities help to develop and disseminate surveys of the community and analyze survey findings. This particular chief found that his jurisdiction's opinion of how the police were doing was divided along racial lines. This information provided the foundation to determine a course of action that would improve community-police relationships.

### **IMPROVING PARTNERSHIP & COLLABORATION**

- Identify meaningful ways to engage and partner with the community. Beyond ancillary programs, develop legitimate opportunities to include the community in shaping and directing the business of the police department, such as including them in the department's strategic planning process.
- Consider a citizen advisory board (or similar body) that provides structured community input into hiring decisions, citizen complaints, and other department operations. Work with the board to develop or expand a role that is meaningful and appropriate for your community. Creating a citizen advisory board is an opportunity to share power in productive, meaningful ways.
- Galvanize the community's understanding that you, and members of your staff, are also part of the community, not just members of the police department. Community members can more easily relate to officers who live, work, shop, and play in the same community as they do.
- Choose appropriate community member partners with whom to engage. Understand your community enough to know who truly represents those who should be engaged, as opposed to a self-appointed "leader." If not possible, develop strategies to work with those who will work with you.
- Conduct meetings in a congenial, productive, and efficient manner. Leave meetings with a list of action items for everyone ... police, community leaders, political leaders. Foster shared responsibility.

- Identify a plan of action if something goes wrong and/or a critical incident occurs. Ensure that the plan includes partnerships with the community.

### **BUILDING AND SUSTAINING TRUST THROUGH EQUITY AND JUSTICE**

- Demand a culture of respect and inclusion toward all segments of the community from police department personnel. Ensure your interactions with members of the community are respectful.
- Identify and acknowledge context of engagement with unique communities (such as race relations). Clearly define problems and challenges to community-police relations.
- Do what it takes to ensure transparency, partnership, and equity is pervasive within the department. Instill philosophies in the department that transcend programmatic lifespan and departmental leadership.
- Establish consistency in efforts to build community-police relationships. Focus on sustained equity, justice, and constitutional policing.
- Employ technology to promote oversight and accountability (such as implementation of body-worn cameras, vehicle dash cams, and firearm scope cameras).
- Ensure transparency and accountability when incidents do happen. Share what can be shared—and do it quickly. Provide as much information as possible to internal affairs investigations. Often, regardless of the original situation or decision made, if the chief clearly communicates what happened—

why police took a particular action; basis for its procedures; and any disciplinary actions taken – trust can be established and sustained. The department’s response to an incident can be as, or more, impactful than the original incident in sustaining trust.

## **DEFINING & MEASURING SUCCESS**

Summit participants concluded that in addition to improving communication, partnerships, and trust, the policing community must create a common understanding of success in community-

police relationships. They must devise a set of metrics that will measure success, from the shared perspective of both the police and the community, in building strong relationships. This effort will provide a baseline from which communities can work to improve relationships prior to a critical incident and will facilitate consistent improvement in community engagement. Departments must be vigilant to routinely and honestly self-assess; to continuously improve based on evidence of best practices and metrics; and to be transparent about the practice and results.

### ***Blending Policy and Technology***

In one department, the chief has married successful completion of Crisis Intervention Training (CIT) with issuance of Tasers. This ensures that all officers authorized to deploy Tasers have had training in the intricacies of crisis intervention and are educated in protocols of responding to situations involving individuals with mental illness.

### ***Rewarding Meaningful Community Interaction***

In one department, the Community Safety Partnership Police Program prioritizes officers’ meaningful engagement with the community. A dozen plainclothes officers are assigned to historically gang-controlled projects for five years at a time. They aren’t rewarded for making arrests. Instead, they’re rewarded for planting gardens, chaperoning kids to class, ensuring access to preschool, and organizing sports teams. Due, at least in part, to the Community Safety Partnership Police Program, the handful of murders that have occurred in the major housing projects over the last three years were all solved with the assistance of the community. In addition, the city’s gang crime has been cut in half over the last five years also partially attributed to the Community Safety Partnership Police Program.

In the same department, as part of regular department commendations, officers can earn the Community Policing Medal. The Community Policing Medal is awarded to department personnel who have solved a significant community problem, included the community in the problem-solving process, and/or shown a commitment to the department’s community policing philosophy. Recommendations for the medal may come from the community, peers, or supervisor.

## ***Leveraging Body-Worn Camera Technology***

Body-worn cameras have recently emerged as a significant tool in documenting law enforcement and citizen behavior in community engagements. Research suggests that body-worn cameras can influence the behavior of both officer and citizen, reducing the use of force and citizen complaints, much like the introduction of in-car cameras in the 1980s.<sup>26</sup> The Rialto Police Department (CA) found that citizen complaints regarding officer conduct decreased by 88% and the number of use of force incidents decreased by 60% department-wide during the year in which they piloted body worn cameras.<sup>27</sup> The Mesa Police Department (AZ) had similar outcomes as they evaluated their body-worn camera program, with 40% fewer complaints against officers assigned to wear body cameras and 75% fewer complaints against these officers regarding their use of force.<sup>28</sup>

Members of departments who had implemented a body-worn camera program felt that the cameras made citizen complaints easier to resolve because the video footage could be used to gain an accurate picture of the police contact. Additionally they felt that body-worn camera footage was useful in protecting officers in cases of unfounded complaints. According to Chief Ron Miller of Topeka (KS), “We’ve actually had citizens come into the department to file a complaint, but after we show them the video, they literally turn and walk back out.”<sup>29</sup>

The adoption of body-worn cameras requires careful planning and thorough policy development governing how the devices will be deployed and used, whether consent to record is required, who may access the videos and data, how long the videos and data will be retained, how requests for public release will be handled, and how privacy can be maintained while providing sufficient transparency. The IACP recently published a model policy on body-worn cameras, which provides guidance for agencies seeking to deploy this technology.<sup>30</sup>

---

<sup>26</sup> IACP. *The Impact of Video Evidence on Modern Policing: Research and Best Practices from the IACP Study on In-Car Cameras*, available at: <http://www.theiacp.org/Portals/0/pdfs/WhatsNew/IACP%20In-Car%20Camera%20Report%202004.pdf>.

<sup>27</sup> Farrar, William. “Operation Candid Camera: Rialto Police Department’s Body-Worn Camera Experiment.” *The Police Chief*. January 2014. Downloaded from <http://nationaluasi.com/dru/Operation-Candid-Camera-Rialto-Police-Department%E2%80%99s-Body-Worn-Camera-Experiment-012514>.

<sup>28</sup> Rankin, L. *End of Program Evaluation and Recommendations: On-Officer Body Camera System*. Mesa, Arizona: Mesa Police Department. December 2013.

<sup>29</sup> Police Executive Research Forum. *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned*. 2014. Washington, DC: Office of Community Oriented Policing Services. Downloaded from <http://www.justice.gov/iso/opa/resources/472014912134715246869.pdf>.

<sup>30</sup> IACP. *Model Policy and Concepts & Issues on Body-Worn Cameras*. Alexandria, VA: IACP.



---

# Moving Forward: Recommended Strategies and Action Steps for Law Enforcement Executives

**B**ased on the discussion regarding ways to improve on conceptual elements of community-police relationships, summit participants developed mandates for action that law enforcement executives should undertake now to improve relationships with all segments of the community and create a culture of inclusion. These strategies can also play a significant role in enhancing the reputation of, and strengthen the legitimacy of, the police throughout the nation.

**Recommended Strategy 1:** Begin to redefine policing in a 21st century democratic society utilizing shared definitions of roles, responsibilities, and priorities. Understanding law enforcement's role of enforcing rule of law, state laws/statutes, and municipal ordinances, changes in the world we live in require adjustments to our approach to policing. Law enforcement leaders must take the lead in working with the community to define innovative ways to police in the 21st century.

- Commit to building relationships with the community and community leaders through a continuous and sustainable approach. Trust cannot be built in a crisis.
- Reevaluate what is working, and what is not working. Review departmental policies to ensure both the actual intent of the policy, as well as the implementation of the policy, considers community policing values, and does not contribute to marginalizing any community of distinction.
- Use surveys to gain input from the community, line officers, and other important stakeholders.<sup>31</sup> Use information gathered from surveys to resolve issues prior to them erupting into major incidents.
- Engage union groups and other stakeholder groups, such as the district attorney's office to further identify strategies and mitigate impediments to community engagement.
- Gain input from your community in defining law enforcement's role, as well as the community's role. What will police be accountable for? What will the community be accountable for with regard to crime?
- Ensure community policing principles and practices are incorporated into all levels of training from the academy to in-service and beyond.
- Create an environment both within and outside of the department that fosters exchanges about topics that may be difficult or uncomfortable. Do not shut down or walk away. Continue to try to develop solutions, and overcome challenges as they arise.
- Position yourself and other department members to be seen not only as law enforcement representatives, but also as part of the community. For example, she is not only

---

<sup>31</sup> Conducting successful community surveys is a science. The IACP provides a number of resources to help law enforcement conduct community surveys. These can be found at <http://www.theiacp.org/International-and-Community-Surveys>.

## ***Citizen Input into Strategic Planning:***

In one jurisdiction, community members were included in the police department's strategic planning process.<sup>33</sup> The chief of police personally invited members of the community who had not previously collaborated with the police department. He chose a venue to meet that accommodated the needs of all participants – centrally located, near public transportation, neutral, and comfortable. The strategic planning session was professionally facilitated and produced a shared mission and strategy for the department. The process fostered a culture of inclusion with segments of the community that were traditionally dissociated from the department.

---

<sup>33</sup> Hassan Aden, "Inviting the Community into the Police Strategic Planning Process," *The Police Chief* 80 (October 2013): 28–31. [http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display\\_arch&article\\_id=3142&issue\\_id=102013](http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=3142&issue_id=102013).

the chief of police in this community; she is also a parent, a sister, a track coach, and a dog owner in the community. This can equalize relationships, and foster the role of the chief executive as a partner in solving community issues.

- Continue the call to create a National Commission on Criminal Justice. The US Department of Justice is currently working on a gap analysis that will evaluate all aspects of the justice system since the 1965 Johnson Commission.<sup>32</sup> This will provide national context for issues, and will engage communities of distinction in a national discussion on policing.

---

<sup>32</sup> In July 1965, President Lyndon Johnson issued an executive order establishing the Commission on Law Enforcement and Administration of Justice. The commission and its recommendations marked the beginning of a sea change in our methods for dealing with crime and the public and built the framework for many of the exemplary programs that continue today. <http://www.theiacp.org/Portals/0/pdfs/DOH-A-Roadmap-for-the-Future.pdf>.

***Recommended Strategy 2:*** Strengthen and/or rebuild the capacity of police agencies to develop legitimate, sustainable relationships with their communities, and with unique segments within the community.

- Identify, recruit, and retain officers with the skills, abilities, and characteristics to foster relationships with the community.
  - Define skills and personality traits necessary to build relationships with all segments of the community. Officers need to be able to problem solve, communicate, deescalate, and, then if necessary, defend.
  - Review and revise recruiting, selection, and training to attract and retain individuals with skills necessary to build strong relationships with community members. Ensure that training cultivates those skills.
  - Ensure recruiting materials and hiring decision points are inclusive of a focus on the ability to create and sustain relationships with diverse community members.
  - Recruit and hire individuals representative of the community, particularly communities of distinction.
  - When feasible, hire and retain officers who are part of the community and/or have roots in the community they serve –

## ***Incentivizing Community Policing Practices:***

The Police Portfolio plan, implemented by one police chief, embeds community policing performance outcome measures as pay incentives for police officers during quarterly performance appraisal reports. Officers build a portfolio that quantifies how they are reaching community policing goals, giving them ownership of their efforts to build relationships within their communities.

In order to develop organizations that embrace community policing at every level, law enforcement executives must develop systems focused on creating a culture that values individual ownership of problems at the street level by the officers, and is reinforced by rewards and acknowledgment by the police chief.

- outside of their duties of a police officer. Having some number of officers who live, shop, play, and/or have children in schools in the community they serve lends itself to creating strong community-police bonds. Think creatively about how to incentivize officers to live in the community they serve.
- Empower commanders to empower line officers to work with the community to solve problems. Officers will determine success or failure of true community engagement.
- Ensure that the community understands the process by which officers are commended for the good work they do and held accountable for their mistakes.
- Require training, throughout the department, that consistently reinforces the values of community policing not only during the academy, but also frequently thereafter.
- Prioritize de-escalation training for police officers. Every first responder must fully understand how their actions can help de-escalate or escalate tense interactions.
- Utilize evidence-based strategies proven to cultivate relationships with the community. Numerous resources are available to guide law enforcement executives in identifying and understanding evidence-based research strategies that can be tailored for each community.<sup>34</sup>
- Renew your commitment to all forms of equity: procedural, access/distributional, quality, and outcome. Rebuild your agency's internal focus on equity and procedural justice and counter those officers who may detract from the focus. Understand and mitigate the effects of implicit bias.
- Design meaningful ways to engage the community in all neighborhoods.
- Implement programs and incentives to encourage officers to focus on building relationships with the community. For example, design award or incentive programs that reinforce officer efforts to form and retain meaningful relationships with the community.
- Cultivate leaders in your department by creating an environment for them to excel. Be proactive in developing middle managers and first-line supervisors who engender the conceptual elements of building strong relationships with the community.
- Review your agency's complaint intake process to ensure that it is open and accessible to the community. For example, create the ability for community members to submit complaints online, by telephone, by text, and in person.
- Focus programs on the unique needs of specific distinctive communities. Be aware of the individuality of each of these groups.
- Manage up. Help political leaders understand issues in the community and how those issues effect reelection, economic development, and the city's viability.

<sup>34</sup> Resources can be found at <http://www.theiacp.org/EBP>.

**Recommended Strategy 3:** Implement meaningful ways to define and measure success in community-police relationships as a community.

- Create a shared definition and model of success for strong relationships with all segments of the community.
- Develop a scientifically rigorous, targeted approach to measure output and outcomes in creating relationships with the community.
- Engage in Citizen Relations Management (CRM).<sup>35</sup> Collect, capture and analyze data related to citizen engagement, involvement, and participation in coproduction of policing services.
- Capture metrics that matter to specific target groups. For example, when measuring police engagement with the community's youth, develop metrics that will measure how engagement contributes to healthy development of youth.
- Analyze traffic stop, use of force, and other appropriate data to evaluate social equity in department policies and procedures. Be transparent with the analysis and findings, and be open to discussions about this information with your community.
- Utilize the National Academy of Public Administration's *Guidelines for Conducting an Equity Inventory* to assess equity in your department.<sup>36</sup>
- Leverage partnerships with local colleges and universities for assistance in developing metrics, collecting, and analyzing data.
- Identify, quantify, and report ways in which law enforcement accreditation supports policies that promote professionalism and improve community relationships. Include an array of accrediting bodies including, state accrediting bodies, CALEA, and others.
- Move toward creating a data-driven, evidence-based 'picture' of crime in a jurisdiction. Address identified issues with a holistic approach. For example, one chief recommends measuring and mapping calls for service (of shootings, for example) overlaid with socio-economic indicators.
- Incorporate review of other social indicators such as public health disparities. Partner with other entities to saturate neighborhoods with needed services versus solely relying on enforcement efforts.

---

<sup>35</sup> CRM is a strategy that is enabled by the effective use of technology to collect or capture and analyze data that give public organizations an idea of how engaged or disengaged citizens are. Based on similar practices in the private sector, Customer Relations Management, provides information that allows organizations to make data-driven decisions that can have a positive effect on citizen involvement and participation. The main goal of CRM is to optimize citizen engagement in the coproduction of services by embedding their opinions throughout public administration. This approach leverages the assets that citizens are for the design and delivery of public services.

<sup>36</sup> Copy of NAPA's Equity Inventory is included as Appendix C.



### ***Capturing Data to Promote Community-Police Relationships:***

The summary Uniform Crime Reporting (UCR) Program, which was initially created by the International Association of Chiefs of Police (IACP) in 1929, and subsequently adopted by the FBI, continues to serve as the principal national measure of crime, criminality, and law enforcement performance.<sup>37</sup> Given contemporary calls for greater transparency and scrutiny of law enforcement operations and performance, particularly in light of recent events, it is clear that substantially more extensive and detailed information is needed in order to promote a meaningful dialogue between law enforcement and the community. Although summary UCR data has an enduring historical times series and benefits from the participation of thousands of law enforcement agencies nationwide, it is well recognized that existing data is limited in its ability to get to the heart of significant community issues.<sup>38</sup> The National Incident-Based Reporting System (NIBRS) is an important element in collecting more comprehensive crime incident data, and it builds upon the significant foundation created by the summary UCR program. BJS and the FBI are actively working to expand NIBRS implementation nationally, thru the National Crime Statistics Exchange (NCS-X) project, which includes the IACP, RTI International (RTI), Police Executive Research Forum (PERF), the National Consortium for Justice Information and Statistics (SEARCH), and the IJIS Institute (IJIS) as key partners.<sup>39</sup>

The Bureau of Justice Statistics (BJS) recently created the Crime Indicators Working Group (CIWG) to explore the use of new and emerging data sources and analytic models that can contribute to the development of a robust series of national indicators of crime, criminality, victimization, and law enforcement performance. A parallel effort is also underway at the National Academy of Sciences (NAS), which recently created the NAS Panel on Modernizing the Nation's Crime Statistics.<sup>40</sup> These initiatives will likely draw on data from not only law enforcement databases but from a variety of other sources within the community, such as health, education, economic, and social welfare organizations in order to create more comprehensive measures of community health and safety.

---

<sup>37</sup> The Uniform Crime Reporting program (UCR) is not the only data source that provides meaningful national data regarding crime and victimization. The Bureau of Justice Statistics also manages the National Crime Victimization Survey (NCVS), which gathers victimization data from 90,000 households annually, and this information is an important source of additional data. See: <http://www.bjs.gov/index.cfm?ty=dcdetail&iid=245>.

<sup>38</sup> David J. Roberts, "Advances in Law Enforcement Information Technology Will Enable More Accurate, Actionable Analysis," Technology Talk, *The Police Chief* 80 (February 2013): 58–59. See: [http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display&article\\_id=2873&issue\\_id=22013](http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display&article_id=2873&issue_id=22013).

<sup>39</sup> More information regarding the National Crime Statistics Exchange (NCS-X) project can be found at <http://www.bjs.gov/content/ncsx.cfm>.

<sup>40</sup> National Academy of Sciences, National Research Council, Committee on National Statistics, Panel on Modernizing the Nation's Crime Statistics. See: <http://www8.nationalacademies.org/cp/projectview.aspx?key=49591>.



---

# RECOMMENDED ACTION STEPS FOR STAKEHOLDERS

**W**hile summit participants focused their discussion mainly on what law enforcement leaders could influence, they also identified a number of recommendations for other organizations and groups that will facilitate development of sustainable relationships of trust with the community. All groups, organizations, and individuals have a role to play in strengthening community ties with police.

## **FOR COMMUNITY GROUPS, ADVOCACY GROUPS, COMMUNITY LEADERS, BUSINESS LEADERS**

- Continue to invite meaningful engagement with the police department. Take a leadership role in moving from passive to active engagement. Use strong communication strategies, even when discussions are tense or difficult. Involve members in meaningful ways. Understand how implicit or unconscious bias can impact police engagement.
- Develop, in partnership with police departments, criteria to be held accountable for regarding reducing crime and disorder in the community. Assign responsibility and follow up.
- Advocate for progressive changes that advance community-police relationships to help police departments navigate political terrain. This will need to be tailored to the specifics of each jurisdiction, but will include being a vocal supporter of ideas or strategies that a department can employ to further community-police relationships.
- Manage expectations. Changes often require compromise and patience.
- Act as committed, constructive critics.
- Support development of community incentives that encourage officers to interact with their communities in a meaningful way (particularly business leader organizations such as Chamber of Commerce). For example, encourage incentives for officers to live in the communities they serve to reduce housing segregation.
- Lay the foundation for developing values of interacting and engaging with police in the youth community (youth organizations – YMCA, Boys Clubs, Girls Clubs, etc.). Provide youth with a comprehensive picture of who police are and what they do.

### ***Officer Residential Incentives:***

In one community, the city's police foundation developed, negotiated, and manages a housing program designed to assist city police officers in buying a home in underrepresented communities. The police foundation works with banks, lenders, and other businesses to provide incentives and reductions in cost for police officers wishing to purchase a home in various neighborhoods within the city's jurisdiction. This effort positions officers to be members of the community they serve.

## FOR LAW ENFORCEMENT EXECUTIVE ORGANIZATIONS

- Continue the call to create a National Commission on Criminal Justice.
- Take a vocal position on the need to improve community-police relationships across the country, even on issues that may be controversial.
- Openly champion the recommendations herein.
- Lead efforts to enhance approaches to policing that engender community engagement, and develop a set of tools that will facilitate these approaches.
- Develop tools such as model community surveys to assist departments in gauging community needs and measuring community satisfaction with police for executives to adapt to their communities.
- Develop and conduct a national survey measuring communities' perspectives on police and the role that police and communities should play in controlling crime.
- Provide training that will help law enforcement leaders and agencies navigate the challenges of developing sustainable, trusting relationships with their communities. Examples may include training on the impact of implicit bias on policing, and training on ways to balance the diverse opinions of those representing the community.
- Continue to encourage accreditation in law enforcement agencies across the country.
- Devise model policies and procedures on utilization of technologies such as body-worn cameras that balance privacy and civil rights.
- Develop a comprehensive set of metrics that will measure how well communities are advancing on the continuum of progress toward strong community-police relationships.
- Support the Second Chance Act (P.L. 110-199). Designed to improve outcomes for people returning to communities after incarceration, this legislation authorizes federal grants

to government agencies and nonprofit organizations to provide support strategies and services designed to reduce recidivism by improving outcomes for people returning from prisons, jails, and juvenile facilities.<sup>41</sup>

## FOR COUNTY/CITY/MUNICIPAL POLITICAL LEADERS

- Broker and provide support necessary for police organizations to build relationships with the community. Take a leadership and oversight role in these efforts.
- Understand and address issues that exist in your jurisdiction to better understand and address them before they grow into major incidents.
- During budget deliberations, consider the impact of community-police relationships on improving community wellness and the city's economic viability.

## FOR LAW ENFORCEMENT LINE OFFICERS AND LINE OFFICER ORGANIZATIONS

- Join in backing change that fosters closer relationships with the community. Understand and engender community policing principles.
- Promote equity, neutrality, and justice in every aspect of policing.
- Use influence within the department to promote change necessary to improve community relationships.

## FOR LAW ENFORCEMENT TRAINING INSTITUTIONS

- Ensure that community policing philosophies and strategies are included in training taught at all levels of certified law enforcement training.

---

<sup>41</sup> <http://csgjusticecenter.org/nrrc/projects/second-chance-act>.

## **STATE-LEVEL POLICY MAKERS**

- Develop strategic partnerships with local law enforcement agencies, and devise ways to respond collaboratively to critical incidents.

## **FOR THE FEDERAL GOVERNMENT**

- Continue to design models of multi-disciplinary cooperation and approaches to build trust within communities.
- Provide support and incentives that promote evidence-based community building efforts.
- Sponsor efforts to conduct a national survey on community expectations of police.

## **FOR RESEARCHERS/ACADEMIC INSTITUTIONS**

- Work with law enforcement agencies in all areas of community-police relationship improvement, including development of evidence-based metrics and research.
- Take on more service-learning opportunities that benefit the community.



---



## Conclusion

Over the past several decades, much progress has been made in policing, particularly on re-focusing policing efforts on community-centered philosophies and ideals. Nonetheless, communities continue to call for deeper, more meaningful relationships with their police. Listening and responding to that call requires an ongoing effort to re-evaluate and adjust policing practices to address the needs of communities served. True inclusion of all and appreciation for diversity will happen only when trust exists between public servants and all segments of the community.

Given the current focus on the issue of building community-police relationships throughout the country and at all levels of government, it is imperative that police executives take a leadership role in moving these efforts forward. This report is designed to serve as a roadmap for law enforcement, communities, and all stakeholders to build meaningful, sustainable, trusting, and effective working relationships. The recommendations herein serve as the foundation from which to launch continued efforts to assist law enforcement executives as they strive to improve ties with every citizen and community they serve.





---

# Appendix A: Participants

**Hassan Aden***Chief of Police*

Greenville (NC) Police Department

**Cedric Alexander***President*National Organization of Black Law Enforcement  
Executives**Barbara Arnwine***President & Executive Director*

Lawyers' Committee for Civil Rights Under Law

**Alvin Baker***Pastor*

New Bethel Missionary Baptist Church

**John Batiste***Chief of Police*

Washington State Patrol

**Richard Beary***Chief of Police*

University of Central Florida Police Department

**Jennifer Bellamy***Legislative Counsel on Racial Justice Issues*

American Civil Liberties Union

**James Bueermann***President*

The Police Foundation

**Terry Cunningham***Chief of Police*

Wellesley (MA) Police Department

**Ronald Davis***Director*

Office of Community Oriented Policing Services

**Donald DeLucca***Chief of Police*

City of Doral (FL) Police Department

**Jerry Demings***Sheriff*

Orange County (FL) Sheriff's Office

**Argatha Gilmore***Chief of Police*

Lake City (FL) Police Department

**Vince Hawkes***Commissioner*

Ontario Provincial Police

**Wade Henderson***President & CEO*The Leadership Conference on Civil and Human  
Rights**Dwight Henninger***Chief of Police*

Vail (CO) Police Department

**John Jeffreys***Athens Tutorial Program, Inc.*

East Athens Development Corporation, Inc.

**Nola Joyce***Deputy Commissioner*

Philadelphia (PA) Police Department

**Joseph Kistle***Advisor*

IACP National Center on the Prevention of Violence  
Against the Police

**Dale Landry***President*

NAACP Tallahassee Branch

**Mark Lomax***Executive Director*

National Tactical Officers Association

**Joseph Lumpkin, Sr.***Chief of Police*

Athens-Clarke County (GA) Police Department

**Mark Magaw***Chief of Police*

Prince George's County (MD) Police Department

**Karol Mason***Assistant Attorney General*

Office of Justice Programs

**Steven McCraw***Director*

Texas Department of Public Safety

**Cameron McLay***Chief of Police*

Pittsburgh (PA) Bureau of Police

**Walt McNeil***Chief of Police (Retired)*

Quincy (FL) Police Department

**Kathleen O'Toole***Chief of Police*

Seattle (WA) Police Department

**Charles Ramsey***Commissioner*

Philadelphia Police Department

**Cynthia Renaud***Chief of Police*

Folsom (CA) Police Department

**Laurie Robinson***Professor of Criminology*

George Mason University

**Bob Ross***President*

NAACP Prince George's County Branch

**Ronal Serpas, Ph.D.***Professor of Practice*

Loyola University, New Orleans

**Hilary Shelton***Director*

NAACP Washington Bureau 1156

**Lianne M. Tuomey***Chief of Police*

University of Vermont

**Brian Williams, Ph.D.***Associate Professor*

University of Georgia

**Yousry "Yost" Zakhary***Chief of Police*

Woodway (TX) Police Department

---

# Appendix B:

## Staff and Consultants

### IACP EXECUTIVE STAFF

**Vincent Talucci**  
*Executive Director*

**John Firman**  
*Director of Development*

**Gwen Boniface**  
*Deputy Executive Director*

**Gene Voegtlin**  
*Director of Policy, Outreach and Membership Services*

### IACP STAFF

**Rachel Apfelbaum**  
*Project Assistant*

**Joe Ghattas**  
*IACP Visiting Fellow*

**Ross Arends**  
*IACP Visiting Fellow*

**Nuyiri Kasbarian**  
*Conference Coordinator*

**Joey Benford**  
*IACP Visiting Fellow*

**Eileen LeFurgy**  
*Project Coordinator*

**Edward Bergin**  
*IACP Visiting Fellow*

**Courtney E. Mariette**  
*Project Manager*

**Jeanine Burchard**  
*Technical Support Specialist*

**Oneil Ormsby**  
*IACP Visiting Fellow*

**Meghann M. Casanova**  
*Project Manager*

**David J. Roberts**  
*Senior Program Manager*

**Carrie Corsoro**  
*Conference Manager*

**Casey Shellenberger**  
*Executive Assistant to the Executive Director*

**Jenny Gargano**  
*Project Coordinator*

**Erin Vermilye**  
*Senior Advisor to the Executive Office*

## EVENT AND REPORT CONSULTANTS

### **Lorie Fridell, Ph.D.**

*Moderator*

*Associate Professor Department of Criminology*

University of South Florida

### **Jen Zeunik**

*Principal Report Author*

*President*

Jennifer Zeunik Consulting, LLC

## NATIONAL SUMMIT OBSERVERS

### **Sakira Cook**

*Counsel*

The Leadership Conference on Civil and Human Rights

### **Blake Norton**

*Vice President*

The Police Foundation

### **Erica Gersowitz**

*Criminal Justice Manager*

The Laura and John Arnold Foundation

---

# Appendix C:

## Measures of Equity

*Developed by Social Equity Panel, National Academy of Public Administration.*

James H. Svara  
Department of Political Science & Public Administration  
North Carolina State University  
Raleigh, NC 27695-8102 / svara@ncsu.edu

### **Conducting a Local Government Equity Inventory**

Background: Measures of Equity Developed by Social Equity Panel,  
National Academy of Public Administration

- A. Access and Distributional Equity. Review access to and/or distribution of current policies and services. Measures of distributional equity include
- (1) simple equality—all receive the same level and amount of service. Examples: solid waste, water,
  - (2) differentiated equality—services provided to persons who meet selection criterion or who have higher need. Examples: low-income housing assistance grants; concentrated patrolling in areas with more calls for service.
  - (3) targeted intervention—services concentrated in a geographic area. Examples: community center or health clinic in low-income area.
  - (4) redistribution—effort to compensate for unequal resources. Examples: Housing vouchers and public assistance.
  - (5) In rare instances, services may be distributed in such a way as to attempt to achieve equal results, e.g., equal cleanliness or equal test scores, or to achieve fixed results, e.g., acceptable level in incidence of communicable disease.
- B. Procedural Fairness: Examination of problems or issues pertaining to groups of people in
- procedural rights: due process and participation
  - treatment in procedural sense: equal protection
  - determination of eligibility within existing policies and programs.

- C. **Quality and Process Equity.** Review of the level of consistency in the quality of existing services delivered to groups and individuals. Process equity requires consistency in the nature of services delivered to groups and individuals regardless of the distributional criterion that is used. For example, is garbage pickup the same in quality, e.g., extent of spillage or missed cans, in all neighborhoods? Do children in inner city schools have teachers with the same qualifications as those in suburban schools? Does health care under Medicaid match prevailing standards of quality? Presumably, a commitment to equity entails a commitment to equal quality.
- D. **Outcomes.** Disparities in outcomes for population groups (e.g., by race or income). The analysis should include consideration of how social conditions and individual behavior affect outcomes or limit the impact of government services, i.e., what underlying conditions contribute to differences in outcomes?

### **Equity Inventory at the Departmental Level**

1. What is the purpose of the department, what services does it provide, and whom does it serve? Identify any equity issues that have arisen recently. Meaningful citizen input should be included in the assessment process. What are the equity areas that are likely to be relevant to the department and its programs?
  - procedural equity
  - access and distributional equity
  - quality and process equity
  - equal outcomes
2. Assess agency procedures to identify any equity issues?
  - How well does the agency meet the procedural fairness standard in its current operations?
  - What changes are needed to improve procedural fairness?
3. Assess the nature and distribution of benefits and services distributed externally, e.g., services, benefits, enforcement activities, etc., or internally, e.g., hiring, promotions, access to training, etc.
  - What criteria for access/distributional equity are currently followed?
  - What criteria should be followed?
  - How well is the agency performing in terms of the preferred criteria?
  - What impact is the agency having on equity outcomes relevant to its purpose?
4. Assess the quality of services provided.
  - Are there differences in quality by area of the city or characteristics of the client?
  - What changes are needed to improve the uniformity in quality?
5. Assess the outcomes impacted by the department's performance, e.g., sense of security, cleanliness of area, job placement, or health.
  - Are there systematic differences in outcome indicators?
  - What changes are needed to reduce disparities in outcomes?

### **Equity Inventory at the Jurisdictional Level**

1. After reviewing departmental reports, what are the areas of strength and weakness in departmental equity results?
2. Are there systemic factors that explain the results across the city or county?
3. What factors produce success and shortcomings?
4. What policy and procedural changes are needed to promote social equity?





## Vision

*To Serve the Leaders of Today, Develop the Leaders of Tomorrow*

## Mission

*The International Association of Chiefs of Police* is dedicated to advancing and promoting the law enforcement profession and protecting the safety of law enforcement officers. Drawing on the expertise and experiences of its membership and professional staff, the IACP serves the profession by addressing cutting edge issues confronting law enforcement through advocacy, programs and research, as well as training and other professional services.

## Values

In our daily work, the IACP is guided by our core institutional values:

- **Integrity** - to live and work in accordance with high ethical standards
- **Respect** - to treat people fairly while safeguarding their privacy and rights
- **Customer Service** - to ensure that everyone we serve receives dedicated and thorough service
- **Continuous Improvement and Learning** - to constantly improve ourselves and our organization
- **Leadership** - to inspire, influence and support others in our organization and communities.



### INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

44 Canal Center Plaza, Suite 200 • Alexandria, VA 22314-2357  
703-836-6767 800-THE-IACP FAX: 703-836-4543

[www.TheIACP.org](http://www.TheIACP.org)