

Making Cities Safe Through Community Policing

A Meeting of Mayors and Police Chiefs to Examine the Value of Effective Community Policing in the Nation's Cities



OCTOBER 8-9, 2014 ■ CLINTON PRESIDENTIAL CENTER, LITTLE ROCK



COPS
Community Oriented Policing Services
U.S. Department of Justice



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The United States Conference of Mayors
Office of Community Oriented Policing Services
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Letter from the Director

Dear colleagues,

The Office of Community Oriented Policing Services (COPS Office) is pleased to partner with the U.S. Conference of Mayors in publishing the proceedings of an important and timely meeting of mayors and police chiefs that examined community policing in America's cities as our COPS Office reached a 20-year milestone. In the wake of the August 2014 Ferguson, Missouri, incident, this meeting tackled what are arguably the toughest issues confronting this nation's cities and police departments today—community trust and transparency, among them.

The mission of the COPS Office is to advance public safety through community policing. We are dedicated to the concept that trust and mutual respect between police and the communities they serve are critical to public safety. As the very foundation of community policing, this concept has been bringing police and community stakeholders together to partner in solving crime challenges in cities throughout the nation. Today, in executing the U.S. Attorney General's Smart on Crime Initiative, the COPS Office is focusing on fairer enforcement, crime prevention, and the improvement of relationships with minority populations.

Over the last 20 years, the COPS Office has made significant investments in community policing officers, resources, training, and technical assistance. Since 1994, approximately \$14.7 billion has gone toward adding officers to the nation's streets; enhancing crime-fighting technology; supporting crime-prevention initiatives; and providing training and technical assistance to help advance community policing. The programs and initiatives developed have provided funding to more than 13,000 of the nation's 18,000 law enforcement agencies. These efforts have helped create a community policing infrastructure for the nation, and research continues to show that community oriented policing strategies produce positive public safety outcomes. When police and communities work together, they are more effective in addressing underlining issues, changing negative patterns, and focusing resources.

The U.S. Conference of Mayors has long advocated for community policing, and mayors were gratified when the concept was embodied in the 1994 Crime Bill. When President Clinton called upon mayors to support his progressive proposal, their response was immediate and enthusiastic. It was fitting, therefore, that a meeting of the nation's mayors and police chiefs to assess community policing at the 20-year mark would be held by the Conference at the William J. Clinton Presidential Center in Little Rock, and that President Clinton himself would be there to address the participants.

The COPS Office was privileged to play a role in this event and to continue to support the U.S. Conference of Mayors' strong commitment to community policing—past, present, and future.

Sincerely,



Ronald L. Davis, Director

Office of Community Oriented Policing Services

Foreword

In the early 1990s, mayors and their police departments in cities across America were grappling with record rates of violent crime. A new federal program that would add resources to their local crime-fighting arsenals was something that mayors and police executives would work hard to create—and they did.

When he was developing the Violent Crime Control and Law Enforcement Act of 1994, President Bill Clinton reached out to the nation's mayors and law enforcement leaders and the organizations that represented them. He drew on their experience and expertise to craft a response to the crime problems gripping their cities—a response that included the hiring of thousands of police officers and a new approach to policing that called for much greater community involvement. And when the Crime Bill had been drafted, he drew upon the mayors' support to secure its passage.

The U.S. Conference of Mayors was actively engaged at every stage of the development and passage of the new law and its community-oriented approach to policing. I was privileged to accompany the Conference's large delegation of mayors on that sunny September day in 1994 when President Clinton brought us together on the White House lawn with police executives and officers and other local leaders from across the country to witness his signing the bill into law.

It was a memorable day for all of us and, as history has shown, an important one for all Americans. The bill was to have a significant impact over the next two decades on their personal safety, both in their homes and within their neighborhoods, as people saw on their streets approximately 125,000 more police officers trained to reach out to them as partners in a new approach to keep those streets safe.

Of even more immediate importance to people's lives, Americans would see crime rates start to fall as the additional police officers established their presence following the implementation of community policing. Ten percent of the total drop in crime between 1993 and 1998 was directly attributable to the 1994 Crime Bill's community policing expenditures, according to the Government Accountability Office. A Yale University study found that community policing expenditures were responsible for 6 to 8 percent of the total drop in crime in the decade following the passage of the bill. Other studies produced similar findings.

The U.S. Justice Department established the Office of Community Oriented Policing Services (COPS Office) to administer the community policing provisions of the crime bill and, over two decades, it has proven to be a valuable partner for mayors and police chiefs throughout the nation. Beyond strengthening the ranks of police officers and bringing down the crime rate, the COPS Office has helped mayors and chiefs understand and appreciate the police-community partnership forged by community policing—how it works to prevent crime and reduce the atmosphere of fear which crime creates, how it earns the trust of the community and involves residents in achieving their own safety, and how it enables police officers to better understand and address both the needs of the community and the factors that contribute to crime.

The U.S. Conference of Mayors has enjoyed a strong and enduring partnership with the COPS Office since it was established. The Conference's October 2014 meeting of mayors and police chiefs in Little Rock to celebrate the accomplishments of the COPS Office and examine the keys to successful, effective community policing is only the most recent dividend this partnership has paid to our cities, and we thank the COPS Office and Director Ronald L. Davis for their support.

What happened in Ferguson, Missouri, following the police-involved shooting of Michael Brown is the antithesis of community policing. I have to believe that, had effective community policing practices been in place there, the outcome for all involved would have been very different. And I have to believe that, in the wake of the Ferguson incident, renewed awareness of the true value of community policing would be the best possible outcome for all of America's cities.



Tom Cochran
CEO and Executive Director
The United States Conference of Mayors

Introduction

On September 13, 1994, President Bill Clinton signed the Violent Crime Control and Law Enforcement Act of 1994, a sweeping \$30.2 billion response to the record levels of violent crime the nation was experiencing in the early 1990s. The bulk of the \$10.8 billion authorized to strengthen local and state law enforcement over the next six years went to community policing “cops on the beat,” which enabled law enforcement agencies to hire officers and to implement a cooperative approach to policing that involved working with citizens and community agencies to share responsibility for community security.

The bill was passed with the strong support of mayors and police executives in cities throughout the nation. In conjunction with its passage, the U.S. Department of Justice established the Office of Community Oriented Policing Services (COPS Office) to administer the new community policing initiative.

On October 8, 2014, the U.S. Conference of Mayors, with the support of the COPS Office, brought nearly 40 mayors and more than 30 police chiefs to the William J. Clinton Presidential Center in Little Rock to commemorate the 20th anniversary of the establishment of the COPS Office. For two days, these leaders discussed and assessed current community policing practices to prevent and reduce crime and violence in the nation’s cities.

Planning for the meeting in Little Rock had been underway for nearly a year before the police-involved shooting of an unarmed teenager in Ferguson, Missouri on August 9 and the violent protests that followed on that city’s streets. With those events, it became clear that the meeting’s agenda would have to accommodate discussion of the police response to the protests and how that response might affect policing in other jurisdictions. Most of the meeting was devoted to panel presentations and open discussion of six subjects judged by the U.S. Conference of Mayors and the COPS Office to be both timely and relevant to mayors and police chiefs who share responsibility for public safety in the nation’s cities today.

The panel discussions were preceded by an opening session in which Acting U.S. Associate Attorney General Stuart Delery, U.S. Attorney General Eric Holder, and President Bill Clinton, the architect of the COPS Office, addressed the conference. This session was open to the media; the balance of the two-day meeting was not. Presiding throughout was Sacramento Mayor Kevin Johnson, the president of the U.S. Conference of Mayors.



Former President Bill Clinton addressing Little Rock community policing meeting. Left to right are COPS Office Director Ron Davis, Conference of Mayors CEO and Executive Director Tom Cochran, Conference President and Sacramento Mayor Kevin Johnson, Clinton, U.S. Attorney General Eric Holder, Little Rock Mayor Mark Stodola, and Acting Associate Attorney General Stuart Delery.

Opening Remarks

Sacramento Mayor Kevin Johnson



Conference President and Sacramento Mayor Kevin Johnson at the podium during Little Rock community policing meeting

“We are here to commemorate the 20th anniversary of the establishment of the COPS [Office] in the U.S. Justice Department and to recognize how the program has changed policing in our country,” Mayor Kevin Johnson announced in opening the Little Rock event. The program, he told the assembled mayors and police chiefs, has “led to the institutionalization of community policing in departments large and small throughout our nation.” This accomplishment, Johnson said, is “indeed something for us to celebrate. It’s something in which the U.S. Conference of Mayors takes particular pride because of the key role that we played in working with the Clinton Administration and with

the nation’s police chiefs to see this program enacted and implemented.”

The mayor warned, however, that much work remains to be done. Referring to Ferguson, he said, “Recent events have shown us that, despite our accomplishments, there are instances of mistrust between the police and the communities they serve and protect. There are instances when the system breaks down and rioting and violence result.” He added that, “despite the significant reductions we have seen in the crime rate over the last 20 years, violent crimes, particularly homicides—particularly those involving boys and young men of color—remain at unacceptable levels in some of our cities.”

Mayor Johnson acknowledged the leaders of the International Association of Chiefs of Police, the Major Cities Chiefs Association, and the Police Executive Research Forum who were participating in the Little Rock meeting, and concluded by recognizing three people who played critical roles in making the meeting possible: COPS Office Director Ronald L. Davis, whose office provided support for the meeting; Little Rock Mayor Mark Stodola, the meeting’s host, who was actively involved in developing the meeting’s agenda; and U.S. Conference of Mayors CEO and Executive Director Tom Cochran.

Little Rock Mayor Mark Stodola

In his welcoming remarks, Mayor Mark Stodola said that he was looking forward to a day and a half of substance, candor, and the opportunity for mayors and police chiefs to speak with and learn from one other because, collectively, “as public servants, whether we’re mayors or elected officials, or whether we’re police officers or police chiefs or sheriffs, we know that public safety is our fundamental responsibility.”

“If we don’t have public safety, then all the rest of the stuff that we want to do, the quality of life issues that are so very important to our communities, can never be accomplished and fulfilled to their maximum,” said Stodola. People need to know, he said, that “they’re safe on their streets, in their schools, and in their neighborhood.”

The context in which the COPS Office was created, the mayor explained, was the serious gang problem shared by the nation's cities at that time. The effect of the 1994 legislation, he said, was that "it brought 100,000 new police officers to our streets around the country—100,000 new police officers and billions of dollars were committed by the federal government to put community oriented policing on our streets. It made a tremendous difference."

The COPS Office legislation, Stodola said, "has made our streets safer, it's made our communities safer, it's made our jobs easier, frankly, and now we've got to continue" by pursuing "new techniques, new opportunities, and new ideas about what we can do about this."

U.S. Conference of Mayors CEO and Executive Director Tom Cochran



CEO and Executive Director Tom Cochran reflected on the first time the U.S. Conference of Mayors brought mayors and police chiefs together in a 1984 meeting in Tampa. At the time, he noted, mayors and police chiefs did not seem to work together as well as they do today. This was underscored, he said, by former Tampa Mayor Bob Martinez, who lamented at the meeting that his police chief "can't come to my house and cook hamburgers." Cochran recalled thinking, "There's something wrong with this picture."

Conference CEO and Executive Director Tom Cochran at the Little Rock community policing meeting

Cochran then described the context in which the Crime Bill and the COPS Office came into being a decade later: "We had this situation in the '90s, as you remember: the drive-by shootings, the violence, the school shootings. And we had a young President who said, 'Let's do something about this. Let's don't talk about it—let's do something about it.' For the first time, as mayors, we had a young President who was infusing federal money into our police departments for personnel. It was a defining moment, I believe, for this organization and for the other organizations here today, because it was lined up the right way, in the way it should be."

"I've been here for a while," Cochran concluded, and "it's good to have a Justice Department that works with you. It's good to have an attorney general who works with you. This is an incredible relationship that we have with the COPS Office. We thank you, Ron [Davis, COPS Office director], for being here. We thank your team for giving us support."

Opening Addresses

Acting U.S. Associate Attorney General Stuart Delery

In his remarks, Acting U.S. Associate Attorney General Stuart Delery recognized “the strong leadership role” that the U.S. Conference of Mayors demonstrated in the wake of the events in Ferguson.

“I think the hallmark of great leadership,” Delery said, “was aptly expressed by former First Lady Rosalynn Carter, who once said, ‘A leader takes people where they want to go. A great leader takes people where they don’t necessarily want to go but ought to be.’ The powerful joint statement issued by a number of your leaders on behalf of this organization in August exemplifies a commitment for standing for what is right, even when it’s not easy.”

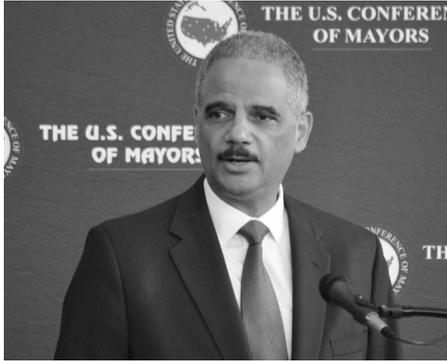
Quoting the Conference’s statement, Delery said, “The Conference pledged to work with member mayors and police chiefs to, ‘identify policy recommendations to address the root causes of the problems that contributed to the tragic events in Ferguson and to identify actions that can be taken in our cities and by our federal government to avoid catastrophic consequences in the future.’” With this statement, he said, “the U.S. Conference of Mayors signaled that it’s ready to take up the difficult task of ensuring that our communities take the opportunities to grow through the response to tragedy, rather than allowing tragedy to drag them backwards. At the U.S. Department of Justice, we share that commitment and are eager to work with all of you to identify best practices and policing and to make them a reality.”

“Our commitment to supporting your efforts in your cities and towns to improve relationships between police forces and the communities they serve is personified by COPS Office Director Ronald L. Davis and his colleagues at the COPS Office who are dedicated to advancing public safety through community policing,” Delery said. “Many agencies, represented here and across the country, know what it means to truly embrace community policing; and [they] view it not as something merely measured by the number of officers on the beat but, rather, what those officers are doing on the beat to improve the quality of life of the citizens that they serve and to investigate and address the root causes of crime.”

As far as the field of community policing has advanced, Delery said, “there’s still much to be done in institutionalizing community policing so that partnerships and collaboration and analytical problem-solving aren’t just a set of specific programs within a law enforcement agency but, rather, are those guiding principles that define and run through everything that the agency does. Community policing represents a proven and effective public service model well suited for the demands of the 21st century and the challenges facing law enforcement. That’s why the resources the COPS Office provides, resources above and beyond the grant dollars, are so vitally important.”

Delery, who was recently appointed the third-ranking official at the U.S. Justice Department, oversees the COPS Office and other grant-making components, along with other sections of the department.

U.S. Attorney General Eric Holder



U.S. Attorney General Eric Holder at the podium during the Little Rock community policing meeting

U.S. Attorney General Eric Holder told the mayors and police chiefs that working together, “block by block and city by city,” has resulted in “really tremendous progress” in crime reduction since the COPS Office was established. Just six years after President Barack Obama took office in 2009, he noted, “we’ve seen both crime and incarceration decline considerably. This is the first time that these two critical markers have gone down at the same time in more than 40 years.”



COPS Office Director Ronald L. Davis and Conference CEO and Executive Director Tom Cochran

“Thanks to the Smart on Crime initiative that we launched just over a year ago,” the attorney general said, “the robust anti-violence partnerships that are in place in so many of the cities that are represented here today, and the strong and steady leadership of the mayors and public safety professionals in this room, it’s clear to me that we stand poised to build upon these successes and to further institutionalize the gains that we have seen in the days ahead.”

Still, he said, advances in law enforcement have not been entirely uniform. “Too many of America’s communities, including some within our most vibrant cities, are not sharing in these gains,” he said. “In some places, despite the valiant efforts of elective leaders and public safety officers at every level, social ills like poverty, unemployment,

and widespread lack of opportunity continue to trap people in lives of criminality and lives of incarceration.” These conditions, the attorney general warned, “can give rise to tense and often tragic circumstances in which systemic violence can take root.” This was seen clearly in August in Ferguson, Missouri, when “a shooting of an unarmed African-American teenager sparked widespread unrest and focused a national spotlight on the rifts that can develop between police officials and the citizens they are entrusted to protect.”

The attorney general’s remarks included a summary of COPS Office investments over the past 20 years: more than \$14 billion for more than 126,000 officers who have served in nearly three-fourths of the nation’s law enforcement agencies; approximately 39,000 grants to state, local, tribal, and territorial law enforcement agencies; and training for more than 700,000 law enforcement personnel, community members, and government leaders.

Attorney General Holder said that the new round of COPS Office grants would be providing nearly \$124 million to support the hiring and retention of 944 officers at 215 agencies and municipalities. He also announced that the COPS Office was awarding a \$100,000 grant to the U.S. Conference of Mayors to advance its work on reducing youth violence.

“With the recent launch of our national initiative for building community trust and justice, the COPS Office and other U.S. Justice Department agencies are taking major steps to help resolve long-standing tensions and to continue the pioneering work that a number of our law enforcement partners are leading,” U.S. Attorney General Holder said. “After all, the events in Ferguson reminded us that we cannot—and we must not—allow tensions which are present in so many neighborhoods across America to go unresolved. With this gathering of leaders, thanks to the promise of community policing, we are declaring together that we will not.”

Under the leadership of the COPS Office, the attorney general said, “the Justice Department is working with major police associations to conduct a broad review of policing tactics, techniques and training, so that we can help the field swiftly confront emerging threats, better address persistent challenges, and thoroughly examine the latest tools and technologies to enhance the safety and the effectiveness of law enforcement.” This effort, Holder said, would provide “strong national direction on the scale not seen since President Lyndon Johnson’s commission on law enforcement nearly half a century ago.”

President Bill Clinton

“I still think being a mayor’s the best job in American politics,” President Bill Clinton said, “but it also carries a heavy responsibility, because you get a chance, day in and day out, just like you do if you run a police department, to redefine the terms of our interdependence in positive ways.” The interdependence the former President referred to was a central theme of his remarks, defined by questions such as: “How are we going to deal with each other? How are we going to get along?”

“We cannot afford not to know our neighbors,” President Clinton said. “It doesn’t matter if they don’t vote the way we do. It doesn’t matter if they don’t worship the way we do. It doesn’t matter if they don’t look like we do. We cannot afford not to listen to, and know, our neighbors. Every mayor has to do that because that’s how you get elected.”

The context for creation of the COPS Office, the President reminded the audience, included a tripling of violent crime over a 30-year period while the nation’s police forces increased only 10 percent during the same period. “Nobody thought we could increase the size of police forces by 300 percent,” he said, but an approach being implemented in New York City at that time offered a model: mapping precincts for crime on a daily basis, deploying resources accordingly, and putting police officers on the street to establish ongoing relationships with people in the communities.

“The idea,” he continued, “was to enable people like you to change the way you related to the community: to have physical presence and trust in relationships, create an environment that would reduce the number of crimes being committed in the first place, as well as to enable you to solve them as quickly as possible, with a minimum amount of violence and a maximum amount of cooperation. I don’t think there’s any question that it had a significant impact on what happened.”

President Clinton told the mayors and chiefs that he sees “a genuine chance at bipartisan cooperation” in the growing debate on the over-institutionalization of people who did not commit serious crimes: “Too many people in prison for too long.”

"We basically took a shotgun to a problem that needed a .22," the President admitted, referring to the courts doling out long prison sentences for both serious crimes and lesser offenses and not discriminating between criminals who need to remain behind bars and those able to return to society if helped to do so. "It's important for all of you to weigh in on this," President Clinton implored his audience of mayors and police chiefs. "Can't we do a better job of identifying the people who are a serious threat to society? . . . If we're going to shorten these prison terms, couldn't we take the savings and spend a little more money on putting those education programs back into the prison system?"

"I think that if we are going to try to address this problem," he concluded, "we need to do it with the same kind of community approach that was in the community policing law. It's a great opportunity for us, and it will say something about us as a country, and about each of your communities, if we can do this in the right way."

In closing, President Clinton returned to the theme of interconnectedness and interdependence: "To me, the whole import of this whole community policing deal is, it doesn't make us naïve, it doesn't make the police put down their guns, it doesn't mean some people don't need to go to jail for a very long time. It just means we all have to see each other. We have to know where we are, who we're with, what we can get done, and that we have to do it together. That was the real genius of the community policing program, and it is the great promise of America."

Panel Presentations

This section of the report summarizes the Little Rock meeting's six panel presentations:

- The Mayor–Police Chief Partnership
- What We Can Learn from Ferguson
- Partnering with Local Broadcasters to Strengthen Police-Community Relations
- Community Policing Strategies to Reduce Homicides, Gun Violence, and Gang Violence
- Community Policing Strategies to Reduce Domestic Violence and Human Trafficking
- Effective City-Police-School Partnerships

The panelists' presentations are condensed, using verbatim excerpts from those presentations. The aim is to report their presentations in their own words. In some cases, lengthy statements have been collapsed for the sake of brevity and clarity. With the exception of minor edits have been made to some excerpts, the content of the presentations has not been altered.

The Mayor–Police Chief Partnership

The first of the meeting's six panel discussions focused on the importance of the mayor-police chief relationship and on how a mayor and chief can and should work together. The presentations were made by Charleston, South Carolina, Mayor Joseph P. Riley, Jr., and by the city's police chief, Gregory Mullen.

- Joe Riley is a past president of the U.S. Conference of Mayors and is considered the "Dean of America's Mayors," having been elected to the office 10 times, beginning in 1975. Mayor Riley was present at the White House when then-President Clinton signed the 1994 Crime Bill and launched the COPS Office.
- Greg Mullen's law enforcement career began in 1982 in the Air Force Office of Special Investigations. He joined the Virginia Beach (Virginia) Police Department in 1985 and rose through the ranks to become deputy chief of police. He was named Charleston's chief by Mayor Riley in 2006.

A successful mayor-chief partnership, the panelists stressed, is an essential element in successful public safety efforts overall and contributes to building trust between police departments and the communities they serve. Both presentations included examples of the elements of the close working relationship that exists between Charleston's mayor and chief.

Charleston Mayor Joseph P. Riley, Jr.

The quality of the city's police chief is central to the success of the city. For the mayor, the most important decision that we will make is picking the right, the best person to lead the police department.

I've had the opportunity to pick two police chiefs during my time as mayor. Each time I worked extremely hard to pick the right person. The second time was with Chuck Wexler's help. [Wexler is executive director of the Police Executive Research Forum and was a participant in the Little Rock meeting.] Each time I hit home runs. And now, with Greg Mullen, we have a fabulous leader of our department.

We work hard on that because all of us know that, of all the things that we do . . . the most important thing is to provide for the safety of our citizens. It is the foundational requirement for success and for freedom in our community.

Our police have the first call on our resources. Everybody knows that. The citizens know that. Our police chief knows that I have his back. The citizens know that I have his back. The members of the police department know that I have his back. We can't allow any separation and any distance between the mayor and the chief of police.

The way we work together is this: We meet regularly every Tuesday with department heads. Greg's call is first priority of any call that I receive. We meet regularly, additionally, with my staff on matters of the police department. I get on my iPhone with every violent crime that happens in the city. We stay in contact on a regular basis.

When I call Chief Mullen in his office, I tell his assistant that if he is in an important police training session, do not interrupt him—unless it's urgent—because I want Chief Mullen and the members of the department to know that his training and their training is important to the success of the city.

I encourage and support Chief Mullen's pursuing inventive and new approaches to law enforcement. I get all the reports. I get his weekly report. I know the strategy of each team and the action plan of each team, but I know that a mayor should not try to micromanage the police department. You hire a great chief, give them the support, and let them do that.

We have teams, as all of you have. Within our teams, Chief Mullen developed community action teams, a layer of additional community support and engagement. We all learned a long time ago the solution isn't to send in the troops. It scares the hell out of everybody when there's a current problem in the neighborhood. Rather, it is—as we've talked about already today—building those relationships of communication, understanding, and respect.

These community action teams are in our high crime neighborhoods and they build those relationships. When I go in there, you see it happen: the cops talking to the kids and the citizens, and they know them and they know their names.

Charleston Police Chief Gregory Mullen



Conference past President and Charleston Mayor Joe Riley discussing his partnership with Charleston Police Chief Greg Mullen

From my perspective as a police chief for the last eight years, there are three really important things for me in terms of the relationship and the partnership that I have with my mayor. The first one, as he mentioned very early on, is the support. There's not been a single day that I've been in the city of Charleston where I did not feel like I had 100 percent support of the mayor.

If I wanted to do any project, if I wanted to change the way we deployed resources, if I wanted to add resources, he was there for me. When we were in the worst part of the economic decline, we were adding police officers because it was important for us to do that.

From a police chief's perspective, I think that it is critical, in terms of the partnership, that you listen to one another.

We've had some difficult decisions that we've had to make. We've had some difficult encounters that we've had to deal with. In all of those situations, the mayor has been there for me. He's been there with me. It's been very rewarding for me because, many times, when I'm going through some of the most difficult times, his is the first call I receive in the morning, just to see how I'm doing: "How's everything going with you?" Not "how are things going with the police department," but "how are things going with you?"

The second thing that I think really builds the relationship between the mayor and me, and that has helped us to really accomplish things in the city, is his availability. He really helps to reinforce me when we talk about community policing, and we talk about integrity, and we talk about going out and really communicating and building the relationships with the community.

When he comes to events—and I'm not talking about press events or events where there's lots of dignitaries or other invited guests—but when he comes to events like our promotional ceremonies and our award ceremonies and our roll calls and just steps in and talks to the officers and thanks them for the things that they're doing every day, it lets them know that he's hearing comments from the community, not about the fact that they're out doing crime-fighting, which they are doing, but more specifically, the things that they're doing that are not necessarily in that crime-fighting role.

The final thing that I think is very important really has nothing to do with law enforcement but it has everything to do with community policing, from my perspective. That is the mayor. He has got to present to the entire city government that partnership in problem solving is the way we operate.

What we've been able to create is basically a community government, where the parks department, the recreation department, the police department, and the fire department all work collectively in one common goal, and that is to resolve issues within our community.

What We Can Learn from Ferguson

The August 9 shooting of 18-year-old Michael Brown by Ferguson Police Officer Darren Wilson triggered community protests, many of them violent, which continued through August and September. The protests were fueled initially by conflicting reports of what led to the confrontation between Brown and Wilson and of how that resulted in the unarmed Brown being shot multiple times. In addition, following the shooting, Brown's body was left in the street for over four hours as evidence was being collected. (In a public apology to Michael Brown's family several weeks later, Ferguson Police Chief Tom Jackson acknowledged that the body had been left in the street "just too long.") Adding to bystanders' anger, a makeshift memorial to Brown, assembled in the street that night, was later crushed by police vehicles.

On the following day, memorial events began peacefully but became disorderly and destructive in the evening with businesses being vandalized and looted. A force of about 150 area police officers was assembled in an effort to block off the area and control the violence. The police response included the use of riot gear, armored vehicles, and helicopters, and more than 30 arrests were made. Community

protests, many accompanied by violence, continued for a full week following the shooting, and police responded with riot-control measures including tear gas and rubber bullets. Arrests continued to be made. On August 16, Missouri Governor Jay Nixon declared a state of emergency in Ferguson and instituted a curfew. On August 18, the governor lifted the curfew but activated the National Guard to help control the situation.

Throughout the early days of the post-incident unrest in Ferguson, the police department, with 54 sworn officers, was widely criticized by political, government, law enforcement, and community leaders across the nation for its military-style confrontation of the protesters in the streets. Images of police using riot gear and armored vehicles came to characterize the city and its police force, as did images of people on the streets with their hands raised and their signs and chants: “Hands up. Don’t shoot.” Also damaging to Ferguson was its characterization as a city whose nearly exclusively White local officials and police did not remotely reflect the racial makeup of the predominantly African-American community they were elected and sworn to serve.

Arrests continued to be made as protests extended through August and September and into October. In several instances, journalists were among those arrested, resulting in even more media attention and criticism, local and national, being directed to the Ferguson police.

On this panel, COPS Office Director Ronald L. Davis, Philadelphia Police Commissioner Charles Ramsey, St. Louis Mayor Francis Slay, and St. Louis (City) Metropolitan Police Department Chief Sam Dotson—all of whom had been involved in providing assistance to officials responding to the events in Ferguson—discussed lessons which can be learned from what happened there and changes that police departments may need to make to avoid the occurrence of similar events in the future.

- Ronald L. Davis became director of the Office of Community Oriented Policing Services within the U.S. Justice Department in November 2013. For eight years prior to that he was chief of police in East Palo Alto, California, having previously served for 20 years with the Oakland Police Department, where he rose to the rank of captain.
- Charles Ramsey has 45 years of law enforcement experience, serving since 2008 as the police commissioner of Philadelphia and, prior to this, as chief of Washington, D.C.’s, Metropolitan Police Department from 1998 to 2006. He currently serves as president of both the Police Executive Research Forum and the Major Cities Chiefs Association.
- Francis Slay has served as mayor of St. Louis since 2001. Last year he made city history as the first mayor elected to a fourth four-year term—and by a wide margin.
- Sam Dotson joined the St. Louis Metropolitan Police Department in 1993, rising through the ranks to become chief of police in 2012. Prior to being named chief, he served as the operations director for St. Louis.

Issues covered in their presentations included the need to

- build trust and improve police-community relations, including relations in the midst of a crisis;
- ensure sensitivity in responding to a tragic event so that the response lessens rather than increases community tensions;
- understand and avoid the consequences of a “war on terror” response to a demonstration;
- equip police chiefs to engage in appropriate crisis management and provide them outside help and consultation during a crisis;

- ensure complete transparency with the public and the news media regarding events which have occurred, including providing information as soon as it is available;
- train officers, not just in the technical aspects of policing, but also in constitutional policing, in the role they should play in a democratic society, and in the importance of treating everyone with whom they come into contact with dignity and respect;
- improve recruitment so that police forces better reflect the communities they serve and better understand residents' rights and needs.

In a statement introducing this panel, Sacramento Mayor Kevin Johnson said, "What happened in Ferguson beginning on August 9, and what is continuing to happen, has highlighted real social issues that must be addressed. The issues are the same issues that we all have in our communities. They are issues of race, class, prejudice, and public safety that are often difficult for people to talk about.

"We cannot let Michael Brown's death become just another statistic, another story. We must learn from this painful experience as mayors and police chiefs so that we can be sure it never happens again. It is our responsibility to ensure that, in our respective communities, we don't wait for a tragedy like this to happen in order to take action. It is our responsibility to proactively address these issues, to face them head-on, so that we can put in place safeguards to avert such tragedies. Our young men of color face very serious challenges in our cities and, as leaders, we must be prepared to take them on, swiftly and justly."

COPS Office Director Ronald L. Davis

When I look at it, I would say, starting from the shooting itself, one of the lessons learned would be how we actually respond to tragic events in our communities. On one hand, we know that, legally, we would have the right to process the scene, to leave the victim on the scene, and we could probably make some very good arguments why. From a community perception and engagement and relationship point of view, it was very counter-productive and started a lot of tension.

Then, once the demonstrations started, how the police responded to the demonstration—clearly, the way we responded ignited more tensions.

I think some of the lessons that were learned, if I could put them in certain categories that stand out, would be, first, the area of trust. We all talk about having this bank of trust, a reserve that we can draw upon when things go bad. As I like to express it, that trust provides what most chiefs would desire in a time of potential crisis in a community: a moment of pause. A moment of pause is the time after such an incident occurs but before people hit the streets. The moment when they'll pause and have confidence that you, as the chief [and] as the leadership, will basically be fair, that you'll conduct an objective investigation, and that they definitely will have a legitimate venue in which to air their grievances.

Some of the lessons learned from Ferguson would be, even if you didn't have the relationship (with the community), which is very problematic, there are still ways to use the crisis to engage, especially when the community is reaching out and trying to help and trying to respond. What we saw on the ground was that many people in the community were, in fact, still trying to engage.

I'm going to borrow a phrase from my good friend, [Philadelphia Police Commissioner] Chuck Ramsey, when he says that optics, what things look like, matter. The community is judging law enforcement based on that. That's another lesson.

The other area I think is going to be a big one is crisis management. The size of the city is not the determining factor for the crisis that may occur. Whether you have five cops or 5,000, we need to start thinking about how to do this. One of the big things that will come out of lessons learned, in my opinion, is equipping chiefs to deal with crisis management.

We need to talk about establishing a unified command once you have multiple agencies. We need to understand why you have one single point of contact for the media, understand how to respond to the demonstration, how to treat the media in a demonstration, understand thinking through each step that we take. Does it make sense to release a tape at this time? Does it make sense to do an apology in person or on videotape? Does it make sense to engage the community? If so, how and who?

I think there are a lot of lessons that come out of this. Many of the demonstrations are probably going to be formed through social media. The ability to monitor it, to communicate through it, to set the standards, to tell people what you're doing—I think we have to start learning about how to use social media.

Are we a vocation or a profession? As we look at the lessons that come out of Ferguson, we should do so through the lens of what can the profession of law enforcement learn, how do we use it to advance it, and how does community policing come into play.

In my opinion, there were warning signals and alarm bells going off for years. . . . One would be how do you learn, how do law enforcement and elected officials now actually listen to people. The President talked about seeing people. A part of that is listening to them and, quite frankly, hearing them.

Philadelphia Police Commissioner Charles Ramsey

I'm not going to rehash a lot of the things that [COPS Office Director] Ron Davis said. I agree with him 100 percent. There are a lot of lessons here. One of my deputies likes to use the term "lessons taught," because it remains to be seen whether or not we learn anything from the events that take place.

I think if Ferguson and incidents like Ferguson have shown us anything, it's that we've patted ourselves on the back about all the good things we've done in community policing. In reality, in my opinion, I think we miss the mark.

I think a lot of it goes back to how we train officers and how we help them understand their role in a democratic society. We're very good at teaching police officers the technical aspects of policing: criminal law, what report you make out if you have this particular incident occur, how you make a felony car stop, how you handcuff folks, how you do all these kinds of things. We're very good at that.

We do not spend any time, or certainly not enough time, helping police officers understand their role in a democratic society, how to engage in constitutional policing—that, as police officers, we have a responsibility to protect the constitutional rights of all people. If we can get officers to understand that, then the rest of this stuff starts to fall into place.

Community policing is more than just one officer forming a relationship, because there's a deep-seated mistrust of police and of government in many of our challenged neighborhoods and, unfortunately, for good reason. We have got to find a way to get at that. Real community policing means that we've made inroads in our most challenged communities. And folks, we haven't, in many instances. But I do know that this next decade of community policing has to be devoted to making inroads in those very communities.

Eighty-three percent of my homicide victims are Black. We've got to face the fact that we've got some issues that have to be addressed. We have to face those issues and we have to find a way to do it, and police can't do it by themselves. Mayors can't do it by themselves. We have to do it together, folks. We have that responsibility. Whether you're elected or appointed, we all have one thing in common and that is, trying to make our communities stronger, trying to make our communities safer.

President Clinton said something when he said, "You look at a person. I see you." I'd add one thing to that: I see you and I respect you. It's the lack of respect, in many instances, that gets us into trouble.

Dignity and self-respect are all some people in our society have left. If you do something, do your job, do what you have to do, but never, ever do anything that takes away that person's (dignity and respect). They will fight you to hold onto it because that's all they got left.

We need more meetings like this, with chiefs and mayors together talking about these issues. This can't be an occasional thing. We need to be doing it on a regular basis because we are in a connected world now. What happens in one city affects all of us. It's going to take a collective effort for us to really make a difference.

St. Louis Mayor Francis Slay

We have to make sure that we talk about Michael Brown. This was an 18-year-old African-American young man who just graduated from high school. He was walking in his neighborhood and he was shot by a police officer in the middle of the day on a very hot day. His body was left lying on the ground in the middle of the street for hours, in front of the community. He was a son, with two grieving parents. He had a lot of grieving relatives. He was part of a community that was in shock and angry about what they saw or what they heard happened.

Any time you talk about this as a police chief or as a mayor or even as a reporter, any way you do it, you have to make sure that you keep that high level of sensitivity about what really happened. This is a human life. This is a tragedy, regardless of why it happened or what anybody did. That's something to keep in mind.

The other thing is communication. That's also related to the level of sensitivity. Communicating what happened is important [so] that the community has a level of confidence that they're getting accurate information, they're getting someone who is demonstrating a level of respect, a level of concern and compassion for the tragedy that just occurred.

For far too long there has been a view that St. Louis County or the St. Louis region, and I'm not happy to say this, is one of the most segregated regions in the state of Missouri. The city of St. Louis that I represent is—in terms of Blacks and Whites living on the same block—one of the most integrated cities in America. But the region is one of the most segregated regions in America.

Some of the things that we're looking at, and to be very clear about some of the issues we're talking about, is that the shooting has really brought to the surface, really magnified, many, many deep-seated and long-held concerns and issues about racial profiling and targeting, excessive use of force, and overall racial disparities in health, education, and economic opportunities.

People of color are disproportionately stopped, pulled over, incarcerated, do longer terms or sentences in jail. They're victims of violent crime. They go to failing schools, are more likely to be unemployed, live in poor housing, and are suffering from and dying from treatable diseases. These disparities have really taken the emotion and anger to really high levels. [They] have caused the protests and some of the violence and riots that we've seen in Ferguson, in particular.

It would be a mistake to broadly characterize the protesters. The protesters are racially diverse and ethnically diverse. They are people from all over the region, all over the country, and are representing various organizations. Their concerns are real.

At the core of what's really happening are generally people of color saying, "We're tired of being powerless and we're tired of being treated as if we have no value as human beings." Rightly so. They don't just want to be heard, they don't just want us to listen to them. They want positive change, meaningful change that's going to change the way that we deal with each other.

President Clinton said that we cannot afford not to listen to and know our neighbors. That's part of what we're talking about here. U.S. Attorney General Holder talked about strong relationships founded on mutual respect that will build trust and safer neighborhoods. That's what we're looking for. We're looking for strong relationships founded on mutual respect.

St. Louis Police Chief Sam Dotson

Communities most impacted by crime need law enforcement the most. But those communities have come to fear law enforcement and fear the police as an occupying force. In some communities, police have become the face of government because government has failed to provide even the most basic services. This creates a cycle of mistrust, and we want to talk about that cycle.

We talk about representative policing. However, really limiting the conversation to police doesn't do the conversation justice. The criminal justice system needs to be representative of the community that we live in. When I say live in, I don't just mean where we lay our heads. Where we go to sporting events, where we vacation, where we dine, all need to be reflective of the community.

Law enforcement agencies must look for qualified applicants, ones that understand their implicit bias and ones that are reflective of the community they serve. I think we all can agree: qualified applicants are a challenge, but they are the key to our successes.

Representative policing is not just about the uniform. It's about justice, safety, and the rights we all share. We look for opportunities to keep our communities safe. One of those rights is the right to dissent. Another is the public's right to know.



Former President Bill Clinton at the podium during community policing meeting at Clinton Presidential Center in Little Rock

Recent experiences with both social media and mainstream media have helped to reinforce an old lesson that my mother taught me: It's better to tell the truth than to let her find out and discover it on her own. It's better to face the criticism and answer it than to let charges and rumors run rampant and go unchecked. The old days of saying "no comment" are gone. People expect to know and, if we don't keep them adequately supplied with real information, they won't wait. They'll start guessing and speculating and creating a narrative, as we saw in Ferguson. Transparency used to be a choice for law enforcement. Now it's a fact.

The war-on-terror-style response that they saw created an optic that we can't ignore and we have to be able to address. But, as police chiefs, we know there are situations when special weapons and tactics are absolutely necessary. But I also know that these cannot be the first or the only tools in our toolbox. We must be very careful and very creative in seeking ways to prevent violence without preventing democracy.

There will be a Ferguson effect that scholars will write about in years to come. The question is, what will that effect be? Up until this point, the Ferguson effect has meant many negative things: emboldened criminals, frightened citizens, distrustful juries, weary public servants, confrontational media.

That is not how the story has to end. If we do things right, years from now, people will speak about the Ferguson effect as an important turning point in America's civic life. They will look back on this as a historic moment of reform where real change occurred, but only if we, in this room, do it correctly.

The word "police" has become generic in some conversations. The conversation is not just about specific issues like workforce diversity, profiling, civilian oversight, or body cameras. It's about having a justice system and a process that works for all, including Black, White, male, female, gay, lesbian, disenfranchised, rich or poor. Representative policing is about having a system that works for all of us.

The Importance of Communication

Following the panel presentations on Ferguson, Santa Barbara Mayor Helene Schneider asked the panelists, “When something happens . . . how do mayors and law enforcement work together in communicating the right message at the right time to the community, to the media?” Below are excerpts of their responses.

COPS Office Director Ronald L. Davis

I think the old way of waiting until you get all the facts to provide something to the media just doesn’t work. I think you have to provide the public—and I’m going to say “the public” and “the media” interchangeably—a timely response. I think you tell them what you know. I think you make it clear. I think Chief Dotson did this in St. Louis, which worked very well.

I think part of it is a timely release of information so that it appears, and it is the reality, that the department is being transparent. I think crisis management is probably the easier part, but that makes the assumption that people actually knew they were in a crisis. I think crisis recognition is where we fail—the ability to know right then and there that you’re actually in a crisis before the demonstrations [and] before it gets out of control.

Philadelphia Police Commissioner Charles Ramsey

It’s very important that there be close coordination and communication between the mayor and the police chief, with regular updates to the public—not just in front of a camera, but also utilizing and leveraging social media to get information out. You know, you have to get as much out as possible in a responsible way. I think that we need to make it clear and constantly tell people that, as more becomes known through the course of an investigation, certain facts may change.

The first story is never the right story. I guarantee you, there are going to be some differences as time goes on. People need to understand that. I think they do understand that. You can’t wait to have just your regular hourly or two-times-a-news-cycle updates, depending on the severity of it. You have to be able to have your finger on the pulse of the environment. I think, as police, we have to be willing to sometimes change protocol when it’s appropriate.

Everybody shouldn’t be talking to the press, but make sure that people who need to be spokespersons have the information they need to be able to pass it on to the public in any format that’s available, whether it’s TV, Twitter, or whatever it may be.

St. Louis Police Chief Sam Dotson

We also went into the neighborhood and started talking to individuals in the neighborhood, and Mayor Slay began calling opinion leaders in our community. They had the information firsthand. It’s not just with the media. It’s actually almost a door-by-door, block-by-block conversation that’s going on in our neighborhoods.

St. Louis Mayor Francis Slay

It doesn't start with the tragedy itself. One thing our chief has done very well: he is out in the community all the time, going to community meetings. He is talking with the press, and being forthright, and addressing issues. He has built a level of credibility within the community generally, so when something does happen and he does talk, he talks with a higher level of trust and credibility.

The reality is, incidents are going to happen—whether it's Baltimore, Philadelphia, [or] St. Louis. And it's what you do, not *during* the incident but *before* the incident.

Partnering with Local Broadcasters

One of the basic building blocks of successful community policing is effective communication between the community and its police officers. On a day-to-day basis, the news media have a central role to play in this communication. In times of crisis and unrest, when public safety depends on timely and accurate information, this role becomes critical. A panel on how law enforcement agencies can partner with local broadcasters to strengthen police-community relations included John Seabers, group manager of the Sinclair Broadcast Group (SBG); Sheriff Susan Pamerleau of Bexar County, Texas; and Police Chief Yost Zakhary of Woodway, Texas.

- John Seabers, general manager of the SBG and general manager of WOAI TV in San Antonio, is responsible for nine television stations in six markets. He has nearly 30 years of experience in television and has served as general manager of various Sinclair stations in San Antonio for the past 15 years.
- Susan Pamerleau, elected Bexar County sheriff in November 2012, is the first woman to hold this office. During a distinguished career in the Air Force, she attained the rank of major general, serving in the Pentagon and with NATO, among other high-level assignments. Her military career was followed by a private-sector career in which she held top-level positions in the insurance industry.
- Yost Zakhary started his law enforcement career in Woodway in 1979 and was appointed chief in 1985. He also serves as director of the city's Public Safety Department. Chief Zakhary has served as president of the Texas Police Chiefs Association and as chair of the Texas Police Chiefs Foundation and, at the time of the COPS Office meeting, was president of the International Association of Chiefs of Police.

Panelists described a variety of successful television news segments alerting the community to at-large criminals or particular crimes in their areas, with guidance on what to look out for. Also described were media efforts to help the sheriff's office recruit women and minorities, promote the sheriff's work with children in at-risk communities, and encourage the community to take responsibility for identifying problems and getting help. The sheriff's office sees media relations as a two-way street, sharing information that needs to be shared and also responding to the community's interests. Chief Zakhary stressed the importance of building relationships between the police and the news media, citing as examples his teaching college journalism classes and involving reporters personally in police department initiatives.

Sinclair Broadcast Group General Manager John Seabers

[Note: John Seabers's presentation began with a brief video illustrating SBG programs designed to aid law enforcement in San Antonio and Bexar County.]

As an example of some of the ongoing projects that we work closely with law enforcement on in San Antonio, we have a weekly "On the Run" segment that is coordinated through the sheriff's office. I think we're currently running about an 88 percent capture rate of criminals that are profiled inside there, so this is a very strong element in our newscast and, obviously, the viewers are responding to it. The "Crime Trackers" that was mentioned [in the video] is a series that alerts viewers to crimes that are happening in their general areas with highlights and some guidance on what to do, what to look out for.

The weekly "Marshal's Most Wanted," which worked with the local U.S. marshal in the Texas District and which also highlights criminals that are on the run, has a significant arrest rate to it. Multiple times every week we do "Crime Stoppers" segments that are featured on all of our newscasts.

For the sheriff's office, in particular, we've done a number of things, one that helps with the diversity that we were looking at earlier [in the video], which was a campaign to help recruit minority candidates, and especially women candidates, to law enforcement in the county, and which I think had some fairly good success.

In reaching out to the community a little bit and trying to change some of the image and profile, especially the negative image and profile in some of the at-risk communities, the sheriff this past year organized a toy drive for inmates' children at the Bexar County Hospital. We became part of that. It was a tremendous success, but it also puts the sheriff's department in a completely different light in these at-risk communities, and especially for the children that are involved. I think it was the sheriff who said, "The children aren't the ones in jail," and so the community supported that very, very significantly.

Additionally, through the police department, we also make available to the chief and to the sheriff airtime as necessary for them to articulate their initiatives in the marketplace. If they need help or if they want to share information along the way, we have an open forum and they feel comfortable being able to reach out to the station for the airtime that's necessary to be able to do that.

We created an "Ask a Cop" segment in which viewers could ask questions, live, directly to a police officer, which appears regularly on our lifestyle shows. That's had a lot of good results. The questions varied tremendously from caller to caller, but getting good, solid answers very quickly, immediately, from a police officer is a true benefit to the community, we think.

The pro-bono, six-minute video that we created for the police department to use as a training tool for their own resources and to share with large offices in companies in San Antonio, we think, was a great opportunity to highlight what the coordination between a broadcast television station and a law enforcement community can achieve. It's been used, and it continues to be used widely, as a training tool in San Antonio.

Now, that's a lot of stuff . . . and we're proud of all of it. But most of it, as you look at it, you'll see that it's reactive and that there are examples of opportunities that have already taken place. You found the criminal, we helped you catch him, you've identified him—the viewers are good at that. We decided, through the efforts of the sheriff's department and the county, to bring a more proactive approach [shown on a slide]: "The Difference between Right and Wrong is You." Basically, it's a community affairs program that asks people to take some personal responsibility. San Antonio is a great place to live, but it's got the same issues that all large cities do, and we're asking if there's a way that we can get people to the resources quicker, identify problems quicker.

Bexar County (Texas) Sheriff Susan Pamerleau

As an elected official, many of you here have a bully pulpit and we should use it to strengthen our communities, and we can't do that by ourselves. What we've found, especially with Sinclair Broadcast Group in the three stations in San Antonio, are partners that help us tell our story.

Now, that doesn't mean that we give them something and they just run it *carte blanche*. But there are things that we know are important to the community. [For instance,] our mental health unit, because 20 percent of the population of our jail has some level of diagnosed mental illness. How do we deal with those with mental illness in the community so that they don't become part of the criminal justice system and [how do we] help them get into intervention programs? It's sharing with the community those other things—specialized units that contribute to the wellbeing of our community—and people want to hear about that. It also says to the community that we are partners with them.

By highlighting these programs, by highlighting the relationship between the law enforcement agency and the community and those community services that are being provided, we make our community stronger. We talked about special units. Recruiting: We brought in over 300 individuals through the recruiting efforts that we partnered with Channel 4 and Fox 29, and we are continuing to benefit from that partnership.

Again, talking about diversity, our departments have to reflect the community in order for us to be sensitive to that. I believe the director from the Department of Justice said it's not just about diversity, it's also about the relationship our officers have with the community.

To that end, we've even highlighted training for crisis intervention when dealing with mental illness, PTSD. We're a community with a lot of veterans, as many of yours are. Every single one of our officers—police, corrections, and detention—is trained for 40 hours in crisis intervention, as well as the constitutional civil rights that are their responsibility as public servants in law enforcement.

It's a matter of getting out in front of the message. In the first 27 days of my term, I had three officers and one civilian charged with DWIs, which effectively terminated their careers. The issue wasn't hiding from that. The issue was stepping up and saying, "Here's what we're going to do and we expect a higher standard." In the same way, bad things happen, but it's in how we respond, how we address how we're going to fix them and then take that action. The media is a big help in sending that message. The other part is that I ask for advice from some of the media anchors, from executives in

media: “So, what are you hearing? What’s your perspective on this?” There are often times that I get a different perspective from hearing their views instead of just thinking, “Okay, this is what we want the public to hear.”

How we work with the media to share what needs to be shared, but also respond to the interests of the community, is a two-way street. For that purpose, I hired his [Seabers’s] best assistant news director as my communications officer. There’s a whole strategy about the media, how you work with them, how you engage with them so they’re real partners, not just, “If it bleeds, it leads.”

Woodway (Texas) Police Chief Yost Zakhary

I’ve worked in the same market now for 35 years—probably because I can’t find a job anywhere else or because I can’t find somebody who will pay me as well as what I’m getting paid and allow me to do the things that I’m doing. It’s been a great career.

We have all four stations: Fox, CBS, NBC, and ABC. And we have a couple of news reporters. We also have Baylor University . . . They [Baylor’s journalism students] write a lot, and they have to write stories because that’s how they get their names out.

Our strategy, and it seems to have worked to collect drug dealers, is to infiltrate their market, so I managed to find a way to teach some classes at Baylor University. I’m talking to some of the journalism students and I’m talking to the communications students. We start the education process early, when they come to the junior classes. Some of it works, some of it doesn’t.

I have the cell numbers of every one of our news directors and every one of the key people in our news media area. It’s only maybe 10 phone numbers that are key in our market, but it makes a difference because you can call and you have direct contact. You’re not going through the 1-800 number or the voice operator to get to a newsroom.

Know your directors. Know your people. We invite them every year to the good events and we invite them to the bad events. When we have a bad incident, we invite them there because a lot of the TV stations are right on the edge of our community, right outside of Waco. They go live with their cameras; if we don’t talk to them quickly, they’re going live on a major crash. They’ve got the cameras up on top of buildings and they’re going straight to those scenes. What we’re doing is trying to develop relationships [that] we ask them to respect. But as soon as we notify next of kin, we give them the names; we give them the information as quick as we can.

We invite them to be members of our Citizens Police Academy. We had our “National Night Out” last night and we invited all the news media to come ride in the squad cars. Again, it’s all about building relationships. Any community event we have, we invite them to it. Some come, some don’t.

We team up with our Rotary Club, our Lions Club. If they’re doing something, we help them out because the news media likes to cover the good things that the Lions Clubs and the Rotary Clubs and the Kiwanis Clubs do. If they’re cleaning up the street, we’re there helping them with traffic control. If they’re doing a planning project, we’re giving them some traffic direction.

I was told this early in my career, as a young sergeant: The news media has to have the story. The best way to get the news media off your back is give them something that's accurate and truthful, so that they can go back to their news director and say they've gotten the story.

Strategies to Reduce Homicides, Gun Violence, and Gang Violence

Three mayors and their cities' police chiefs described a number of successful programs and initiatives in their cities to reduce homicides, gun violence, and gang violence. The panelists were Baltimore Mayor Stephanie Rawlings-Blake and Baltimore Police Commissioner Anthony Batts; Philadelphia Mayor Michael Nutter and Philadelphia Police Commissioner Charles Ramsey; and New Orleans Mayor Mitch Landrieu and New Orleans Interim Police Superintendent Michael Harrison.

- Stephanie Rawlings-Blake was sworn in as Baltimore's 49th mayor in February 2010 and was elected to her first full term as mayor in November 2011, receiving 87 percent of the vote in the general election. She is currently the vice president of the U.S. Conference of Mayors.
- Anthony Batts was appointed police commissioner of Baltimore in September 2012. In Long Beach, where he rose through the ranks and served as chief for 10 years, he established an Office of Community Policing. As chief in Oakland from October 2009 to November 2011, he is credited with reforming the city's police agency to focus on data-driven policing.
- Michael Nutter was elected mayor of Philadelphia in 2007 and reelected in 2011. When first elected, Mayor Nutter pushed for a reorganization of the police department that made it more streamlined, accountable, and better focused on customer service. This included development of partnerships that promote neighborhood-based policing.
- Charles Ramsey, as described in an earlier introduction, has 45 years of law enforcement experience and, since 2008, has served as the commissioner of police for the city of Philadelphia. At the time of the meeting he served as president of both the Police Executive Research Forum and the Major Cities Chiefs Association, the only law enforcement professional to hold both positions simultaneously.
- Mitch Landrieu was elected mayor of New Orleans in 2010 after serving as Louisiana's lieutenant governor and took office with a commitment to make his city safer by reforming a troubled police department and launching NOLA For Life, a comprehensive strategy to reduce murders.
- Michael Harrison was appointed interim superintendent of police by Mayor Landrieu in August 2015. A 23-year veteran of the department, he most recently served as commander of the Seventh District, which, under his command, achieved crime reductions in 2012 and again in 2013. [Five days after the Little Rock meeting, Mayor Landrieu named him superintendent of police.]

Much of the panel discussion focused on what police departments need to do to improve the relationship between their officers and the communities they serve; to reduce fear of the police, particularly in lower income neighborhoods; and to build trust between residents and the police. Among other issues discussed was the need to

- recognize the disproportionate share of young African-American men who are perpetrators as well as victims of homicides and other violent crimes, and the critical importance of acknowledging this problem and doing something about it;



Panel on Community Policing Strategies to Reduce Homicides, Gun Violence, and Gang Violence: (l. to r.) Conference Vice President and Baltimore Mayor Stephanie Rawlings-Blake, Conference past President and Philadelphia Mayor Michael Nutter, and New Orleans Mayor Mitch Landrieu



Panel on Community Policing Strategies to Reduce Homicides, Gun Violence, and Gang Violence: (l. to r.) Baltimore police Commissioner Anthony Batts, Philadelphia Police Commissioner Charles Ramsey, and New Orleans Police Superintendent Michael Harrison.

- recognize that the lives of young African-American men must be valued in the same way as those of all other Americans;
- change how police department success is measured by adopting measurement systems that look beyond rates of reported crimes and arrests to also reflect the community policing culture and the importance of prevention;
- pass effective federal gun-control legislation that will reduce the number of guns on the streets and, with this, the homicide rate.

Baltimore Mayor Stephanie Rawlings-Blake

We followed the evolution of policing strategy that happened all over the country. We had zero-tolerance policing in Baltimore, basically resulting in mass arrests. We moved to a strategy of targeting the most violent repeat offenders, which again showed results. Crime went down. We still have the strategy today, but it had to evolve.

Because there was a unit that was responsible for an overwhelming majority of the arrests of repeat offenders, but also the majority of excessive-force complaints and police misconduct, when I hired Commissioner Batts, we decided to disband it. Part of the philosophy of community policing is, as we know, to build the community partnership with our stakeholders.

However, with these types of policing strategies, we didn't have the buy-in that we had hoped to have. In 2011, we got the homicide rate down to the lowest it had been since the early '70s—a rate that most people, when I was coming up, would think was impossible. I really felt like I was going to get very positive responses in some of the neighborhoods, particularly those that had significant reductions.

When I went to those communities, yes, the crime was down, but they were mad about it. In some communities in Baltimore, they hated the crime but hated the police more. We knew that we had to do something to change that. The commissioner has been stressing the need to regain that trust. We know we can't do it alone. We have to be tough on crime but it can't be at the expense of the community. We can't allow citizens to feel mistreated and under siege in their own communities and then expect those same community members will want to work with us in partnership.

We've been trying very hard to repair those relationships. In fact, last year we tripled the citizens calling in with tips to the police, and I'm encouraged with the progress we've made. Recently, unfortunately, like many cities across the country, we've had some incidents of police misconduct that were caught on tape and that erode the public trust. It feels like we've taken three steps forward and two steps back.

A lot of the things we're talking about and the other mayors are going to be talking about—none of these happened overnight, and to change is going to take a long time. I know it's a long process, but I'm also committed to making those changes and to collaborate with the community because I think that's the only way.

Baltimore Police Commissioner Anthony Batts

What I'm going to talk about today is a little counterintuitive. In Baltimore, crime is down in every category. From violent crime to property crime, crime is down. Use-of-force complaints—down 45 percent. Internal affairs complaints—dramatically down. Lawsuits—down. Trust—almost nonexistent. So we could have all of these metrics say we're doing a good job, but the bottom line is, there's the lack of trust within this city as it relates to my police department.

As my mayor said, in some communities there's almost a visceral hatred of this uniform that I wear. I want to be very clear in what I say. I'm a police officer; I just happen to hold the rank of commissioner. If you cut me, I bleed blue. This is what I do. This is what I've always done. This is what I believe in. I am a police officer, and I love being a police officer.

Another thing is that I grew in South Central L.A. I grew up a poor kid: holes in my pants, holes in my shoes, eating fried baloney sandwiches for dinner. That's the family I came from. Drugs, prostitution, all the dysfunctionality that's in many environments—that's where I grew up.

In my neighborhood, they hated the Los Angeles Police Department. In my neighborhood, they didn't like police, period. I remember April 29, 1992. Riots started in the city that I grew up in. In South Central Los Angeles, 11,000 people were arrested, 2,000 injured, 53 dead. Pain is what they were trying to get across. It didn't start that day, on April 29, 1992. It started five years before, it started 10 years before.

In August 2014 we had a young man who lost his life in Ferguson. It didn't start on that day. Those riots didn't come from that. It started five years before. It started 10 years before.

When I was growing up in South Central L.A., I wondered, did anybody give a damn whether I lived or died? Did anyone value my life? That pain that you saw in South Central L.A., the pain that you see in Ferguson, the pain that we're talking about—does anybody give a damn about Black lives being lost?

We, as police departments, have been part of the problem, and that's a counterintuitive statement. We have been part of the problem in our communities because we feel that we've been doing God's work. We've been going out and making an arrest when a community says, "Do something." When raw cocaine is impacting our neighborhoods, drive-by shootings are taking place, people are dying, they're saying, "Do something." We responded with the only tool that we knew at that time, which was to arrest people. By arresting large groups of African-American males we decimated those communities, but we felt we were doing God's work with the tools that we had.

We made it worse, and it comes to a point where we have to say that we've been part of the problem. Until we say we've been part of the problem, we cannot start to become part of the solution. It's not about programs . . . it's about trust and care. Police departments today genuinely have to care about the people.

Philadelphia Mayor Michael Nutter

Eighty-five percent of the homicides in the city of Philadelphia are committed with a gun. We are seemingly paralyzed to have any more discussion anymore about the fact that illegal weapons on the streets of our cities are responsible for the overwhelming majority of homicides and violent crime in our cities. We cannot give up on the fact that we have to attack that issue.

I can tell you about a three-year-old girl who was sitting on steps getting her hair braided a couple of months ago. Knucklehead starts shooting. Stray bullet kills her. I can tell you about a 15-year-old girl coming home from school. Argument breaks out half-a-block down the street. Stray bullet hits her in the back. She's dead. The list goes on and on.

One of the proudest days of my entire 20-plus years of elective office . . . on my 100th day in office as mayor, I was sued by the NRA. One of the proudest moments of my entire elected political career. You're known by your enemies.

We had the audacity to put forward five pieces of legislation, one of which was that you have to at least report a lost or stolen weapon . . . We didn't see what the burden was, requiring people to report their lost or stolen weapon. We were sued. We won. We cannot be afraid to take on the great challenge of illegal guns in our cities across the United States of America.

Somewhere between 30 and 40 people will be killed, murdered, in the United States of America today and tomorrow and the next day, because every 15 days in this country, 435 people are murdered in United States of America. Now, that 435 number may ring a bell with you: it's the exact same number of seats in the U.S. House of Representatives. You will not see that at the bottom of the ticker tonight on CNN. You will not see that tonight on the bottom of the scrolling ticker on MSNBC. There will not be Dateline news programs about that fact.

We have a violence problem in the United States of America. We need to recognize it, own it, and then come up with a plan like we do for everything else that we care about in this country. [We need] to fight it because 10, 11, 12, 13,000 Americans mostly needlessly die at the hands of other Americans, most of whom they know. And just because the person may have been engaged in illegal activity or was considered a bad person, [it] doesn't mean that that life was not valuable. Every life is precious in the United States of America, and we should act like it.

Philadelphia Police Commissioner Charles Ramsey

Something that Commissioner Batts said, I think, is terribly important: The larger the organization, the more difficult it is to really align everybody with whatever strategy you have, and we certainly have a strategy in Philadelphia that has been articulated. We constantly pound it; we constantly try to get people to understand it. It's very difficult, but once you achieve it, you start to see results. I like to compare it to

a symphony. When you get there early, all the musicians are tuning their instruments and it just sounds like a lot of noise. When the conductor gets there and begins the actual concert, it's beautiful music.

For years and years in policing we've measured success based on stats. Everybody wants those stats, and they're not looking at the outcome. It's time that we focus and change what we use to measure success. Not that the number of crimes occurring is not important, but what difference does it make if, in the course of trying to achieve that, you alienate the very community that you are supposed to be serving, that you're supposed to be helping? That seems to be what's happening in many instances. It's not across the board but, in many instances, [it is] particularly [true] in our more challenged neighborhoods.

How police view themselves influences how they behave. When we talk about the role of police in a democratic society, we talk about constitutional policing. We do not do nearly a good enough job of reinforcing how they view themselves. Do [we] want to be seen as a warrior or as a guardian? Are we law enforcement or do we refer to ourselves as police having a much broader definition than just enforcing laws? Are we the thin blue line or are we really a thread woven throughout the communities we serve that actually helps hold together the very fabric of that community?

How we perceive ourselves influences how we behave, and so we can quote crime numbers and crime stats, and [and cheer that the] numbers are down. The bottom line is, a lot of people are fearful, but they're not fearful just of crime. They're also trapped because they're also a little fearful of police. They're fearful of the measures that we may take in order to regain control of the streets. That will impact them, impact their kids, and so forth.

I think that the recession actually was a good thing in that it really forced us to refocus our energies within departments or reorganize because we simply don't have the personnel to waste. We had to really think about what we're doing, and how we're doing it, and how [well] we're doing it. We need to think about how it impacts the communities that we serve. If we really want true community policing, then we have to do these things.

New Orleans Mayor Mitch Landrieu

I believe the chickens are coming home to roost in America as it relates to the fact that we do not value the lives of young African-American men. I believe that they're telling us this every day: in the ways that they act, properly and improperly; in the ways that, when they're killed, if we don't handle the investigation or the things that go on appropriately, you have a message that continues to almost be yelled at us across the community.

It can be very confusing because I think there is a reason why we don't report 40 murders [the number of gun-related murders committed on average each day in the nation]. It's not like you dropped a bomb on a neighborhood in Palestine or in Israel and you can see the 40 bodies at once. As a matter of fact, you can't see them at all because the media picks it up as individual media stories all over the country, and nobody connects it.

I think that we live in peril if we do not figure out how to get to the essence and the spirit and the soul of what it is we're talking about. Our teams have worked on this very issue. It's hard to talk about, it's politically dangerous to talk about, it's uncomfortable to talk about, and it is essentially

almost impossible to get to the truth because we won't recognize where we've been and where we need to get. In terms of how we talk about things, we have to get much smarter and much better and really change the spirit of what we do as mayors and as police officers to get back and heal the community.

In my city, we're at a 30-year low on murder and I, like the Mayor [Rawlings-Blake], was expecting people to say "Hey, attaboy! Good job!" You know, that did not come and, instead of being disappointed, I have to ask: Why didn't that come? Why, if we're really working hard, isn't it getting there? Because even on the best day that we've had in 30 years, which is what we're having now, we are still so bad. We're still not doing the right things by the community when we talk about opportunity gaps and all the things that have happened in the community that do not give young men of color and other folks even the opportunity. From the day they're born, they're way behind.

At some point in time—and I think it happens around six or seven—the lights start to go off, and it becomes really clear that something is different about the way they're living versus somebody else. Every one of you goes to a wonderful little pre-day or summer program and you see beautiful little children. They will run up to you and they will hug you, they will love you and they will look in your eyes. You ask them, "What do you want to be when you grow up?" "I want to be an astronaut." "I want to be a doctor." "I want to be a nurse." "I want to be the President of United States."

If you go back to the summer camp, at nine, 10, or 11, when you talk to young boys, the lights start to dim, the excitement starts to go away. If you go back when they're 12 or 13 or 14, you're likely to find them some place other than where they had been. This goes on and on and on.

We have a very, very serious problem in this country and, as President Clinton said, I hope that we're arriving at the moment where we can speak about it honestly and forcefully. Because, let me tell you something, our future really depends on it. I don't know about your city, but I'm telling you that, in my city—65 percent African American—there's no way that the city will survive, notwithstanding all of the great things that are going on there, unless we solve this essential problem that will keep more than half of the community behind.

New Orleans Police Superintendent Michael Harrison

Having served in my younger days as a narcotics detective, then later in my career as a commander of narcotics vice intelligence, I understand the gang and drug dynamic that leads and promotes this culture of violence. We have a murder reduction initiative in the city that's very robust. As the mayor said, we are at a 30-year low. That's our top priority. But I have, as the new chief, quite a few top priorities, [including] growing a shrinking department and improving the relationship between the police department and the community.

I see improving the relationship in two ways: Rebuilding relationships that were never built and repairing the ones that were broken. It can't just be me; it has to be every officer in the police department, so right now we are rebuilding and rebranding the New Orleans Police Department. While many departments are shrinking, we are actually growing. We're trying to reach a level of 1,600 by 2018. Today, we are at 1,145.

To give you some history of problems that are not this mayor's fault: Before he came into office, there were some problems that bled over to us. We weren't able to hire for three years but, through attrition, we lost 100 officers a year. To get to 1,600 by 2018, we have a very aggressive recruitment strategy. So, in this murder reduction plan, I have to grow a police department and get us back to community policing, where we're going.

Right now we have two classes that are going in the academy, one of which graduates early November, the other in February. We hope to start another class the week after this first class graduates. As a result of our recruiting efforts, we anticipate increasing, if not doubling, class size and class frequency, which is going to help us beat this attrition rate of 100 a year. We weren't able to hire for three years, but we've turned the ship around and now it's moving forward, thanks to a COPS Office grant of \$1.8 million that we were awarded just last week. We're going to be able to hire 15 officers exclusively for community policing.

We're enhancing our training at every level, from technical and tactical to leadership and career development, and we're investing in new equipment and in technology to help our officers perform their jobs better. For example, this May, we implemented one of the largest, if not the largest, body-worn camera programs in the country, with over 400 cameras on the street. And we're buying more cameras this year. Since May, we have exonerated over 25 officer complaints, and there were only one or two that found that our officer actually did something wrong. It's really working in our favor.

We're strengthening our community policing program with smart deployment strategies that build time for officers to patrol in various places, to participate in activities to develop those community partnerships. I expect our residents to know who the officers are that are patrolling those streets and I expect our officers to know the residents they serve every day. We have officers and supervisors that are assigned to just quality of life enforcement. We have a supervisor whose only duties are to regularly meet with neighborhood associations and presidents and coordinate all the communication to and from neighborhood associations.

We're making progress, but there's more work to be done. We envision a police department that has officers on every shift every day that are totally dedicated to building community partnerships, from playgrounds to churches to businesses to schools, all the way to kitchen tables.

For too long we've delivered police services that we thought the citizens needed, in a way we thought we should deliver them. Going forward, we want to deliver the police services that the community and the police agree they need, and we want to deliver those services in a way we agree to deliver them—that is, to be tough on a problem, not on the people.

Strategies to Reduce Domestic Violence and Human Trafficking

A panel discussion of how community policing strategies can have an impact on the destructive problems of domestic violence and human trafficking included Houston Mayor Annise Parker; Martha Montalvo, executive assistant chief and chief of staff of the Houston Police Department; Salt Lake City Mayor Ralph Becker; and Salt Lake City Police Chief Chris Burbank.

- Annise Parker is in her third two-year term as Houston's mayor. Prior to her election as mayor she served for six years as a City Council member and six years as city controller. She is the only person in Houston history to hold the offices of councilmember, controller, and mayor. Mayor Parker serves as chair of the Conference's Criminal and Social Justice Committee.
- Martha Montalvo is executive assistant chief and chief of staff of the Houston Police Department. During her 34 years with the department she has risen through the ranks and has been the executive assistant chief for 10 years.
- Ralph Becker has been mayor of Salt Lake City since 2008. He had spent the previous 11 years in the Utah House of Representatives; for five of those years he served as minority leader. Recognized for his advocacy on social justice issues, he was elected to his second term as mayor in 2011, garnering 75 percent of the vote.
- Chris Burbank has been with the Salt Lake City Police Department since 1991 and has been chief of the department since March 2006. He has distinguished himself through his work on difficult problems such as police responsibility for immigration enforcement, and on racial profiling and other civil rights issues.

Houston is one of the nation's largest human trafficking hubs and the city's efforts to combat the problem include public awareness. The goal, explained Mayor Parker, is to "make sure that everybody understands what's happening, how to identify it, what to do if you see it, and that there is a coordinated police response." Also described was an innovative approach to financing anti-trafficking efforts: As part of a settlement, the owners of 16 topless clubs involved in litigation with the city are, in addition to other concessions, paying \$1 million per year for six years to fund a special human trafficking task force.

Executive Assistant Police Chief Montalvo described the police department's human trafficking unit, established in March, which already has brought 69 charges and made 52 arrests. She also described Houston's domestic violence victims unit, established some years earlier, which also stresses public awareness of problems and which combines more than 60 police officers with crisis counselors and investigative first responders.

Mayor Becker and Chief Burbank described their city's Family Justice Center, which brings together the police department's domestic violence detective staff, victim advocates, staff from the district attorney's office, a victims' shelter, day care services, and medical care in a newly constructed YWCA facility. Chief Burbank pointed out that, with the center, domestic violence victims are much less likely to get lost in the system, and that the center provides a place where people can go to discuss their problems at home before they develop into domestic violence.

Houston Mayor Annise Parker

Houston has been recognized, unfortunately, as one of the major hubs for human trafficking here in the United States. Part of it is that we're a major urban area, part of it is that we are a very, very large port, and part of it is that we are in a border state, and that has all converged to drive up our human trafficking numbers.



Conference Criminal and Social Justice Committee Chair and Houston Mayor Annise Parker discussing her city's efforts to reduce human trafficking

We are also one of the most international of U.S. cities. One in five Houstonians is foreign born, and a lot of those folks come legitimately and for jobs, and unfortunately, a significant number of them are brought in illicitly.

Human smuggling and human trafficking are very different things. Human smuggling occurs when you pay somebody to bring you across the border. You pay them, they take you across, you get to the other side, and you go on your way and they go on their way. Human trafficking is when you bring somebody in and you either take their money and, essentially, kidnap them, or you lure them in some way, and then you keep them in, literally, slavery or servitude where they are unable to act on their own. We have to, in this country, come to a consensus about calling human trafficking what it is, and calling out things that we don't necessarily lump under the term human trafficking, and begin to raise public awareness about it.

We have domestic human trafficking, which tends to be the sex trade, which could be one pimp working a girl or a couple of girls, or organized rings moving prostitutes in and out of the major cities. Then we have international human trafficking, which can be the sex trade, but also can be labor. Nannies, housekeepers, even semi-skilled groups of laborers come in to do construction or other things, but then they're confined to a camp, maybe their passports are taken, they're not allowed to circulate freely again. Those are victims of human trafficking.

In Houston, a lot of the women who are trafficked end up chained, and I use that word literally, chained in brothels, in cantinas, modeling studios, massage parlors, and nail salons. The problem is, the public doesn't see it, and when they do see it, they don't recognize it.

The most important things we can do, just as we do with domestic violence, is make sure that everybody understands what's happening, how to identify it, what to do if you see it, and that there is a coordinated police response.

We launched a public awareness campaign in Houston a year ago. We did a mass public event, heavy coverage of the media, live broadcasts actually on the steps of city hall. We had victims of domestic trafficking from across the various trafficked groups. We had some of the organizations and agencies that are most focused on it come. A lot of awareness, billboards across the city of Houston, and a tip line.

What I really want to talk about, however, is how you fund your human trafficking efforts. We did something that I think is pretty amazing in Houston last year. We had been in litigation with topless clubs in Houston for about 20 years. We had a really stupid ordinance that applied to topless clubs, and we had been tasked with defending it. We'd been litigating it for more than 20 years, and it had stuff in it about how close the dancers could be to the patrons, and that dancers had to wear IDs.

I have always hated that ordinance, but I was dutifully trying to enforce it, and my city attorney and I had an epiphany at one point. We looked at each other and said, "Why are we fighting these guys? They could help us stop human trafficking, because we know that a lot of the girls that work in the topless clubs are rotated through the topless clubs around the United States, and they want to end this litigation. Let's see if we can go cut a deal."

We did; we ended decades of litigation. The topless clubs in Houston—the 16 topless clubs that were part of the litigation—are now ponying up \$1 million a year for the next six years to fund a special human trafficking task force for the city of Houston. The owners of these topless clubs also agreed to take down all of the private rooms in their clubs to make it more difficult for prostitution to occur in their clubs. They also agreed to open their employment records and to not hire women into the clubs that were represented by managers or that were rotated from city to city.

Houston Executive Assistant Police Chief and Chief of Staff Martha Montalvo

I was one of the naysayers about the human trafficking unit, and I've completely turned around in my perspective in terms of how successful this program is. I believe in giving kudos when kudos are due, and I thank the mayor. It was a brilliant idea.

The unit started in March of this year, and consists of a lieutenant, a sergeant, nine officers, and two civilian analysts. Since March, we've had 69 charges, with 52 arrests. Part of what I really like about this agreement is, some of this money goes toward training of all employees, especially the dancers. They have to get training and watch videos of human trafficking and things that they can do to resolve those issues.

In terms of domestic violence, there are a lot of things that we've done in that arena. We're very fortunate that we have established solid relationships with various entities throughout the city, including the hospital districts, Adult Protective Service, Children's Protective Service, Aid to Victims of Domestic Abuse, the Montrose Counseling Center, the Harris County Domestic Violence Coordinating Council, and, of course, the Harris County District Attorney's Office.

Several years ago, the department did a massive media campaign, educating our community about domestic violence. We had billboards, public service announcement, information fairs. But the most important thing we did was to have the media come with us to serve domestic violence warrants. We feel that we got the message across and also put out information that assisted many victims.

As in human trafficking, a few years back we decided that we needed to place more attention on this problem, so a special victims' unit was created. It's about 60-plus officers. They're dedicated solely to domestic violence, as well as sexual assault victims. We're fortunate to have 11 crisis counselors in this unit who can attend to the victim's mental health needs while we conduct our investigation.

In addition to that, we have about 61 officers throughout the city who are investigative first responders. They respond to calls that have a high resolvability clearance opportunity. Domestic violence cases fall in that area, and for this year alone, these officers have handled over 700 of these domestic violence cases. Because victim participation is low in these types of cases, we emphasized training, not only for our investigators, but also for the first responders, the street officers on evidence-based investigations. We put an emphasis on photographs, witness statements, 911 tapes—types of evidence that are important because then we don't have to rely on the victim's cooperation which, in many cases, does not come.

Salt Lake City Mayor Ralph Becker

Domestic violence is, as we all know, just a huge issue in our communities and across society. In part of my distant past, I was a law enforcement officer for a brief period of time, and I remember going through the training, and I was instructed that the two most dangerous times for a law-enforcement officer are traffic stops and domestic violence situations, and I quickly learned and felt that was true. We all understand why, those who have been in that arena, because there's just so much uncertainty, there are so many wild cards at play, that it's difficult to protect yourself and others.

In Salt Lake, and in Utah in general, we have as much of a domestic violence problem as anywhere, and, as in most places, a lot of it is swept under the rug too often. It's particularly true in a culture, I think, like we have in Utah, where we like to paint such a pretty picture of our world and lives, and we see that in other arenas as well. But I've got to give enormous credit to our community. In the case of domestic violence, this is a place where members of our community have stepped up, privately and publicly, and invested enormously to provide the sheltering and the refuge and the support systems around victims of domestic violence.

We have the Family Justice Center. We have great cooperation in our social justice arena, both law enforcement and prosecution and protection through social services, and we seem to have, from my vantage point, great coordination and support in place. Now, there's no question in my mind that we still have an enormous problem, as is true around the country, with domestic violence and people who are caught in the trap of domestic violence and, for a whole variety of reasons, don't come forward. That's part of our challenge, I think: To keep the issue in the forefront of the public and to make sure people know that they have safe places to make contact with those of us who are in a position to provide help. I view that as kind of a big part of my role, so I participate in a number of events and activities to try to support the work we're doing.

Salt Lake City Police Chief Chris Burbank

What we see time and time again, statistically, is that we have individuals who start, not with the left hook to the face, but actually start with very simple manipulative, coercive behavior, oftentimes associated with money, oftentimes associated with access and the children. And that's where domestic violence begins.

The challenge that we have in law enforcement is, if someone were to call and say, "My husband is being a little manipulative tonight," what would your dispatch center tell that person? Would we actually send a police officer out? Chances are pretty good—probably not. If we did send a police officer out, how sympathetic would he or she be, and what avenues would they have to resolve the situation?

Our goal is to prevent crime from occurring. That always should be the measure. What crime do we not have because of the good work that we do?

One of the things that we've done in Salt Lake City that I'm really most proud of is a Family Justice Center model. We took our entire detective staff, those responsible for investigating domestic violence, our victim advocates, and moved them out of the police department and put them in the YWCA, which built a brand new building simply for the Family Justice Center. Now individuals who are involved in

domestic violence situations have a place that they can go in which they can receive police services, meet with the district attorney's office and victim advocates, get shelter, have day care services available, and receive a medical exam if it's a rape situation. It is a one-stop location.

What used to take place in Salt Lake City is that we would send an officer out in the middle of the night on a domestic violence situation and the officer would say, "Here you go, here's the case number." Oftentimes, because of laws mandating arrests, somebody would go to jail that night, follow up at some point in the future with the detective, the YWCA, and the district attorney's office. They'd walk in for an interview with our detectives in the police department, which had a lot of stigma attached to it. Then we would say, "Well, that's great, but now you need to go to the district attorney's office, repeat your statement, and make sure that they understand what's going on and, oh yeah, by the way, they're blocks and blocks away and you need to get down to that location."

What are they doing with the kids during this time? Who knows, because we really didn't have a good location for the children in the police department. The district attorney would be there, and we'd say, "Oh yeah, you want some advocacy? Well, the YWCA is over here, and that's another location that you need to stop by." We had a vicious cycle that took place, and we lost victims.

The nice thing about the Family Justice Center is that you actually have the opportunity to refer people who just want to have a conversation with somebody about what they are experiencing before it becomes a domestic violence incident and we have to respond to that. Your officers, if they know the Family Justice System model, can constantly refer people to that as they encounter them. We can start to stop that cycle of violence that more often than not becomes more violent as the days and weeks progress.

I will switch topics a little bit and move into human trafficking.

Salt Lake City had a vice squad a number of years ago, and we would spend most of our time going into massage parlors and seeing if we were touched inappropriately. In fact, it had gotten so bad that the district attorney's expectation in order to prosecute is that there had to be something overt, not just an agreement to engage in prostitution, but there had to be some physical contact, touching or anything else, taking place, where you had police officers who were being groped, touched, or exposing themselves. It's ridiculous when you consider the number of underage females engaging in prostitution and you potentially have a police officer sexually assaulting a minor in order to make a Class B misdemeanor arrest.

Someone sees people walking down the street and calls in and says, "We have prostitutes." We show up, we make an arrest for a Class B misdemeanor because they look the part. In Salt Lake City, they spend about two hours in our county Jail and then they're back out on the street and we haven't solved the problem.

We need to start thinking about human trafficking in very subtle terms. We have people in our cities every single day who are forced into a lifestyle because they either have drug or alcohol addictions, end up owing money to individuals, or are actually brought into this country illegally, undocumented, and it is the threat of deportation or the threat to their family that causes them to be put into this situation, and individuals are profiting from this.

As we made the change in our vice squad, we went away from simply making arrests. We use our interactions with those people who are engaged in prostitution-type activities or engaged in some of the massage parlors to find out who is making money from this. And we have put together some significant cases that go upstream, in some cases two and three levels, to individuals who are engaged in profiting from these people—the actual traffickers of humans in our society. Our focus should always be to stop the issue, to end the problem.

The most underreported cases involve gay and lesbian interactions, both in domestic violence and in trafficking and prostitution situations. You have people who are being abused and severely beaten and, because of their sexual orientation, there is a stigma that comes with coming forward and saying, “Yes, this is what happened to me.”

We need to create avenues so that our police departments, our cities are more open to this. Oftentimes, the police department is not the best avenue, so we should look for partners such as the YWCA, such as Health and Human Services, those agencies that can engage some of these people in a non-enforcement activity where we can play a supportive role.

Effective City–Police–School Partnerships

A panel discussion of ways in which the mayor, the police, and the school system can work together to keep schools safe and to reach troubled young people and get them on the right track included Little Rock Mayor Mark Stodola and his city’s police chief, Kenton Buckner, and New Haven Mayor Toni Harp and her city’s police chief, Dean Esserman.

- During his two terms in office, Mark Stodola has worked to strengthen public school partnerships and to prioritize public safety as the city’s first and foremost obligation. Since he took office, the city’s homicide rate has fallen more than 50 percent and violent crime is down 34 percent. Before becoming mayor, Stodola served as Little Rock city attorney and as prosecuting attorney for the 6th District.
- Kenton Buckner was sworn in as chief of police in Little Rock in June 2015. He joined the Louisville Police Department in 1993 and was named assistant chief in 2011. In Louisville, he was a strong advocate of community policing. In Little Rock, he is committed to an intelligence-led policing model and to public involvement in the development of that model.
- Toni Harp became the 50th mayor of New Haven, and the city’s first female mayor, last November following more than two decades in the state Senate. Among her signature efforts in public service has been support for a responsive and effective public safety network working hand-in-hand with an equitable criminal justice system.
- Dean Esserman has been chief of the New Haven Police Department since November 2011. Prior to this, he served as chief of police in Providence and Stamford. His reputation as a champion of community policing began in New Haven, where, as deputy chief in the 1990s, the department implemented many elements of successful community policing models.

In both Little Rock and New Haven, a relatively small number of kids account for a significant number of the problems in the schools. Mayor Mark Stodola described his city’s two-decade-long effort to reach at-risk youth, including a youth intervention program that targets young people in gangs or

at highest risk of joining gangs. Neighbor-based after-school programs and mentoring programs are among a wide range of initiatives aimed at distancing at-risk youth from the criminal justice system. Chief Kenton Buckner focused on the challenges faced by school resource officers who often are put in the position of providing security, not resources, and whose opportunities to contribute to classroom learning are limited. Also described was the city's OK (Our Kids) Program, which is achieving success as a community-funded, voluntary after-school mentoring program for African-American boys.

New Haven has invested in identifying the kids that account for the bulk of problems in and out of school, and on information sharing among the various city agencies that interact with at-risk youth and their families. Mayor Toni Harp described these initiatives as well as her city's "stackable certificate" program that provides students with training and credentials that give them a head start in becoming police officers and firefighters following graduation. Chief Dean Esserman focused on the destructive effects of violence on children's lives and on the need to redefine who we understand to be victims of violence—the fact that young people who witness violence in their lives are as much victims as those on whom violence is perpetrated.

Little Rock Mayor Mark Stodola

In 1993, we were reporting over 27,000 UCR Part One crimes to the FBI. In 1993, I had 113 homicides in Pulaski County, 76 homicides in the city of Little Rock alone.

We had a huge gang problem. We had a problem keeping witnesses alive in order to testify. The citizens of the city decided that we were going to pass a sales tax then and we were going to try to do something about it. That's what led to us hiring more police officers, but the commitment was made by the community to take an equal amount of money and put it into prevention and intervention programming.

We have consistently put over \$3 million into community programming for prevention and intervention dealing with young people. I think we're probably one of the first cities around the country that, back in 1994, was putting that substantial amount of money into that kind of human capital programming. We developed the department of community programs and we have been working long and hard on that issue.

In 2011, I led another sales tax election in the middle of the recession. We talked very candidly with our citizens and we were successful in passing that sales tax for much-needed issues in our police department and public works—a variety of things—but most importantly, again, we added another \$3 million to our prevention and intervention programming. Now we're spending about \$6 million a year on trying to keep kids from getting into trouble in a very specific way.

We've got basically seven different program concepts that we deal with. One is a neighborhood-based program where we deal with kids after school, Monday through Friday. It is targeted toward youth that are ages six to 11, and also 12 to 17, and provides opportunities for them to receive some consistent caring: nurturing relationships with an adult . . . recreational and social activities with their peers, and trying to work with the families and the neighborhoods that they live in.

Also, learning and testing new skills through educational, cultural, and mentoring activities is one of our major programs. We've got 13 different providers; some of these are faith-based organizations, others are not.

Back in 1994, because of the gang problem I mentioned, we developed what we call a youth intervention program for the very highly at-risk individuals who are at greater risk of being recruited to go into gangs or actually are in gangs. We do enrichment and empowerment programs and we have coordinators that are on call 24 hours a day and that are targeted in geographic areas of the city.

Community service. Character building. We try to do some education and tutoring and, certainly, social and recreational activities, trying to prevent and to intervene in the cycle that so often our young people find themselves in. We've got about nine different providers for that, as well, targeted toward our adolescent teenagers.

I still challenge myself to see how effective these things are sometimes. When you're preventing somebody from getting in trouble, how do you know whether you have an evidence-based program that's really working? Are truancies going down, juvenile crimes going down, graduation rates going up? Is proficiency in third grade reading improving? You've got to take a look at some of those things, I think, to decide whether all these kinds of programs that we all work on are really effective.

Little Rock Police Chief Kevin Buckner

I'm sure you're familiar with our SRO program. I think often when we come to meetings such as this, we hear that new buzz, that new program that's going, and we rush out and we implement it. But then, if we go and take a look, is it actually being effective? Is it actually doing what we designed it to do?

In our School Resource Officer program, of course, the design was for us to, number one, protect the schools, to provide a safe environment for our kids to be able to learn and our teachers to be able to teach. Equally important is to improve the relationship between the police and some of these at-risk kids that are in the schools that we're actually coming into contact with.

What's paramount for me is that we have some kind of what I would call constructive contact with the kids that does not involve law enforcement. I think that there's a dire need for that with police and our young folks.

We want to talk to the kids about making good decisions, doing the right thing. It's very limited as to when we would have an opportunity to do some of the teaching with the kids. There is a push to keep as many kids as you possibly can in a seat in the classroom, which is frustrating for our officers who are trying to say, hey, this kid should not be here, we can't get anything done with this child in the room.

When you're arresting kids nine, 10 at a time, you're security. You're not providing resources; you are simply security. We've already had 60 fights in one particular school. To say that this is challenging in some of our schools is an understatement. We're seeing the same kids who get locked up multiple times coming right back into the school, into the learning environment. What about the few kids who are actually there trying to learn something? What are they going to learn in an environment where you have these kinds of things going on?

The people that I have as school resource officers, they're committed to what they're trying to do, but they're frustrated.

One program that we have that I've very proud of is our OK Program, which stands for "Our Kids." It is a program that's basically based on mentoring. It was founded in 1990 in Rancho Cordova, California. We have 193 kids in the program. Two middle schools are feeders to our high school. The good thing about this program is that the teachers refer the kids to our sergeant and the officer that will put on the program.

It's voluntary for the kids. The goal is to reduce incarceration and homicides among African-American boys but we will accept anyone into the program, especially with the increasing number of Hispanics that we're seeing in our community.

The teachers absolutely love it. Most of our private funding comes from one of our mega-churches here in the city. Role models that we call teammates help us to go out and meet with the kids. We meet with them every Saturday from 10:00 to 2:00 and we discuss a number of different things.

Guest speakers: A lot of times we try to get prominent African Americans in the community because it's extremely important for a young man to see someone from his background, that shares his pigment, that says, "Hey, I had some of your situations: My father was not in my home, my mother was addicted to drugs, but despite that, I went to college. Despite that, I was able to get out of public housing."

If I could give you any advice on how to get kids in your building so that you can try to corral them and provide resources for them, I would tell you to feed them. You would be surprised how many of these kids are hungry. That is probably the number one reason a lot of these kids are showing up for the services that we provide.

New Haven Mayor Toni Harp

New Haven has been very concerned about the impact of trauma on the lives of children in our community. Kaiser Permanente did a study over a decade ago that indicated five adverse childhood experiences are linked to chronic health and behavioral health problems.

In response to that finding, the New Haven Trauma Coalition was formed. It is comprised of community partners, the police department, mental health providers, child guidance clinics, social service providers, and New Haven Public Schools. The goal of the coalition is to develop trauma-informed care that positively impacts young people in our schools through promoting public safety, reducing violence, and empowering families.

The coalition piloted the "Alive Program," which was designed to reduce trauma in school. The school selected for the pilot had a baseline suspension rate of 700 suspensions per year. After two years, that school's suspension number was reduced to 29 for the school year. The program indicates that trauma-informed care reduces suspensions. Significantly fewer suspensions mean that there are fewer unsupervised kids in our community during the school day, which means less chaos in our streets.

We have developed a program called "Youth Stat" that is modeled after the police department weekly statistical review. Basically, what we have done is bring together all of the people who touch the lives of disengaged youth. We recognize that these young people don't just interact with the police department, and they don't just create problems for the school system. They are likely to be part of

the child protection system, the juvenile justice system, the youth probation and parole system, etc. We identified 400 young people who are disengaged in school, and we decided that it was important to reach out to their families.

We organized a community canvas comprised of teachers, police officers, firefighters, street outreach workers, and community volunteers. We knocked on the doors of homes of young people who are disengaged in the educational system without asking to speak to the youth. We wanted to talk to their parents, to find out if they needed any assistance because, so often, I hear as a mayor that it's the parents' fault: They're disengaged from their children's education, they don't care, and they don't come to school meetings. The parents were happy that we reached out and many agreed to work with us to re-engage their children or to solve some problem that impeded the child's connection with school.

Recognizing that so many agencies impact the lives of the most disengaged youth, we looked for a way for agencies to manage cases in concert with one another. We have an online emergency management system that links many departments and partners during major storm events. The system, VEOCI, developed by Gray Wall Software, Inc., allows multiple partners to communicate online during a big snow or a hurricane event. We asked the VEOCI software company to design a system for all of the agencies and organizations that contact these families to do real time collaborative service planning and intervention for the youth and his or her family. For the short time we have been using this system, it has proved promising in integrating the services provided to individuals by multiple partners.

On another note, we have the same problem that many of you have: Getting minority students thinking that public safety could be a real career for them. The Firebirds, an organization of African-American firefighters, advocated for and helped to implement an after-school program that offers fire safety certificates and other kinds of training that readies those interested in applying for Fire Fighter I positions. I recently learned that a best practice started in Denver, Colorado, was providing young people with stackable certificates that lead to job opportunities. I asked the superintendent to consider using this model in our high schools and to include police preparation as well. We began to plan for a public safety academy in one of our high schools.

We realized that the University of New Haven is recognized nationally for its criminal justice programs. We reached out to them and asked them to participate in our academy. They agreed, and the program provides college credit during high school for its participants. The program is also directly connected with Gateway Community College, so credits are transferrable there if students are not interested in pursuing a four-year degree.

Our goal is to make as many college credits as possible available to the participants so that, when they graduate from high school, they are ahead of the game, can attend college and graduate in less time, and can readily enter the public safety professions. It begins to give kids hope and opportunity. We implemented the Public Safety Academy in September.

New Haven Police Chief Dean Esserman

The cycle of violence needs to break much earlier than when one encounters it as an adult. Children exposed to violence are impacted in ways that we are just not willing to acknowledge or embrace. They are powerful and they are lasting.

What we learned over decades in New Haven is to redefine the definition of a victim, and it is hard to redefine the definition of a victim. It used to be the person who was shot by the bullet. Later . . . children who were exposed to that violence, domestic or acute, chronic or acute, are themselves victims.

It took a long time to acknowledge that most crime goes unreported. The FBI, which has the job of collecting the crime stats from the 50 states, now acknowledges most crime goes unreported. It turns out most shots fired go unreported. That's 75 percent of the shots in every neighborhood. No one ever calls the police.

Who is the victim? I would say what [Philadelphia Police Commissioner] Chuck Ramsey said yesterday about post-traumatic stress: An understanding that our officers who work with the mad, sad, and bad are significantly affected. How would you like to be a child growing up with fear? When you listen to fear like my mayor does, you understand that the definition of the victim changes dramatically. It isn't just how we codify the index offences for the FBI or how we redefine a close call. You're not really a victim: You didn't get shot.

It turns out children grow up with fear in many neighborhoods in the cities of America and our scientific partners have taught us that it's not a short term effect. You go to school that morning rattled. Do you think that child with that cacophony in their head is hearing anything going on in that class like someone else coming from a neighborhood where nothing happened that night?

For 23 years I go to schools, quietly, with no fanfare, and I read to kids most weeks. I've been doing that in four cities for 23 years, just like I go to every shooting. To this day, I go to every emergency room admission. I go to every wake. I go to every funeral.

I ask kids at the end of the day two questions. These are usually 9th and 10th graders, sometimes middle school kids. The one question I ask them is, "Does anyone know anyone who's been shot?" I have never been in a classroom where less than half the hands went up. You could have said that to me in 9th and 10th grade and nobody's hand would have gone up. Never in 23 years have I been in a classroom where less than half the hands went up.

To tie back to this earlier presentation about domestic violence, I tell them that they have a right to feel safe in their school, in their park and their neighborhood. Even in their home, they have a right to feel safe and, if they don't, if that home is not a sanctuary, if their bedroom is not a sanctuary, tell somebody.

When I walk out, I always whisper in the ear of the teacher, "Let me know when you get the first pull on your sleeve." More often than not, before the end of the day or the week, one of the kids in that classroom comes to tell their teacher or their coach or their counselor a secret they've been keeping in their house for a very long time.

In the end, this is about our children. Our children are affected more profoundly, the effects are more lasting, than as police we have acknowledged in a long time. It redefines the definition of victim.

Closing Comments

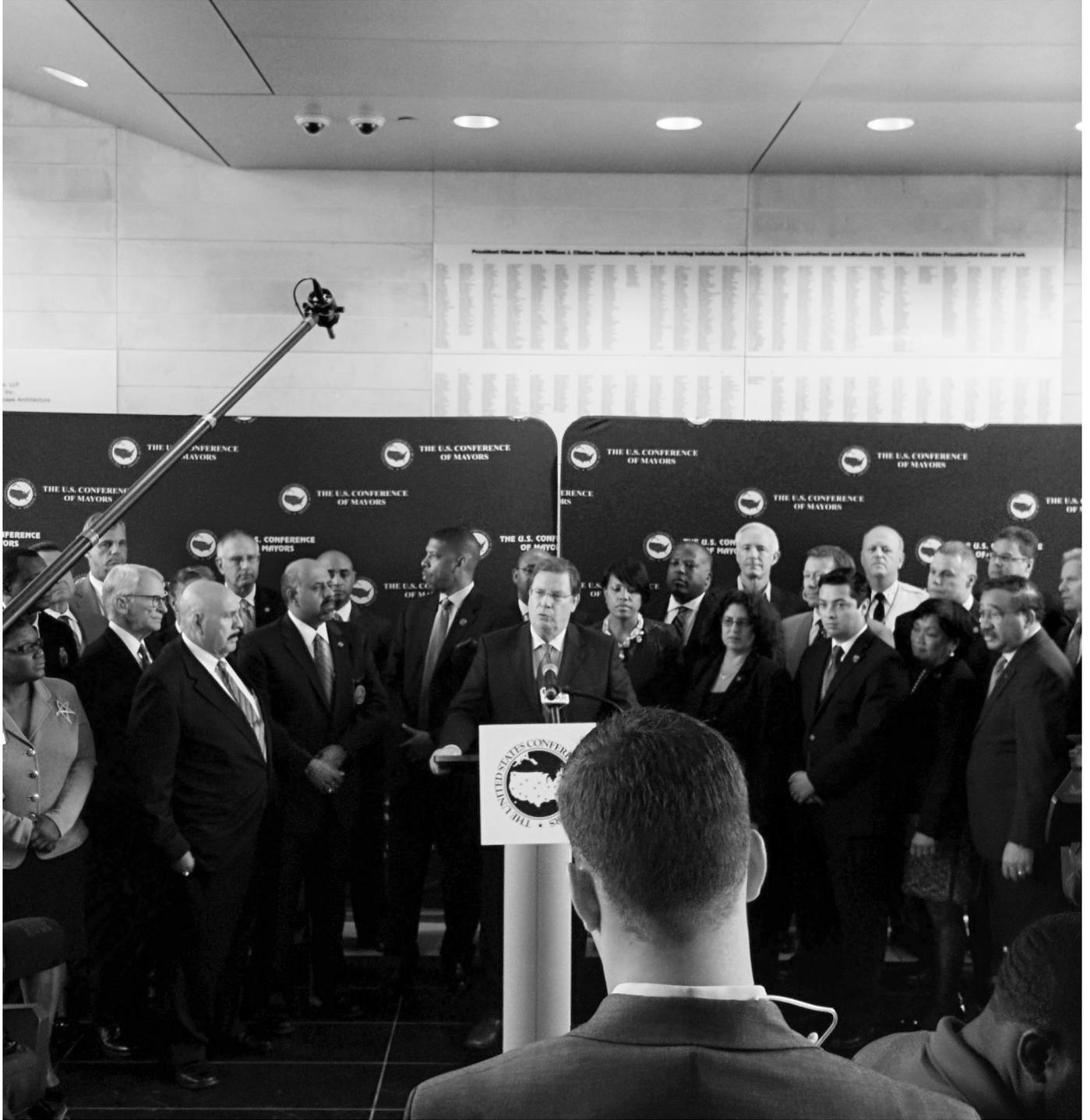
In concluding the Little Rock meeting, Sacramento Mayor Kevin Johnson highlighted several points that had surfaced during what he called a “really honest discussion.” They include the following:

- Mayors and police chiefs need to help the nation have an honest discussion on the proper balance between police responsibility and personal and community responsibility.
- As a community, we need to overcome barriers to relating to each other. As President Clinton said, “We can’t afford not to know our neighbors.”
- Every effort must be made to promote transparency in policing and investigations, including a thorough local understating of what can and will be shared with the community and under what timelines. This includes partnering with our media.
- Community engagement after an incident is too late. Trust must be built before things go bad.

COPS Office Director Ronald L. Davis commented that “the leadership in this room” created the COPS Office, will sustain the COPS Office, and will help the COPS Office lead law enforcement through a transformational process for the next 10 to 20 years.

U.S. Conference of Mayors CEO and Executive Director Tom Cochran called the meeting a “defining moment” in the future of American policing and said the Conference will work through its Criminal and Social Justice Committee and Mayor–Police Chief Task Force to bring together a working group of mayors and police chiefs to develop policy recommendations that will be presented at the Conference’s winter meeting in Washington, D.C., in January.

In concluding the meeting he had hosted, Little Rock Mayor Mark Stodola said that the most important thing mayors and police chiefs do as public servants is to try to keep citizens safe, which he called “tough stuff.” The tough stuff needed for this, he said, isn’t delivered in Congress or in the halls of state capitols, but on the streets of our cities. The idea of a commission to review American policing is important, he said, as is the ability of mayors and police chiefs to speak out and be a national voice, as occurred during the Little Rock meeting.



Little Rock Mayor Mark Stodola kicks off a press conference during the Little Rock community policing meeting

Press Conference

A press conference convened by Little Rock Mayor Mark Stodola and Sacramento Mayor Kevin Johnson following the opening session of the October 8 meeting gave mayors and police chiefs in attendance an opportunity to describe for reporters the impact community policing was having in their cities,



Charleston Mayor Joseph Riley at press conference during Little Rock community policing meeting

and plans to respond to problems such as the violence that flared in Ferguson following the Michael Brown shooting.

Charleston Mayor Joe Riley told reporters that he was “in office and on the South Lawn of the White House on a beautiful, memorable day when the COPS [Office] crime bill was signed by the President.” The bill has helped change America, Mayor Riley said. “It not only provided a lot of additional resources to police departments that our country badly needed to help rebuild and add to the police force, but it changed how we thought about providing police protection.”

“The city’s police force became the neighborhood residents’ police officer—a name, a cell number, somebody who looked you in the eye, the person you saw, not only in your neighborhood, but who welcomed your children as they were walking back from school in the afternoon,” Mayor Riley said.

Philadelphia Mayor Michael Nutter explained that President Clinton “laid out the case that community policing, not only from 20 years ago, but for many years to come, is about that interaction, that day-to-day interaction.” The President talked about the need for interdependence within the nation’s communities, recalled Mayor Nutter, adding, “the idea that ‘I see you. I see you in the community. I recognize you as a person. I’m engaged with you.’ ”

Mayor Nutter also described the President’s call for reform of the nation’s system of over-incarceration, the need to “reevaluate how long people, especially those in nonviolent categories, should be incarcerated, as well as dealing with people who are truly a menace, in some instances, to society, and how we deal with those individuals.”

Asked by a reporter what the U.S. Conference of Mayors would address in its plan of action on police-community relations following Ferguson to be presented to the U.S. Justice Department, Gary Mayor Karen Freeman-Wilson said, “It’s really a matter of preventing Ferguson-like events from happening in other communities.” Among issues to be considered, she suggested, are elevating the importance of recruitment and training of police officers; dealing with the issue of race in communities of varying diversity; examining the racial composition of the police department in comparison to the community; and asking how we engage the community in a way that allows citizens to have confidence in, respect for, and a positive relationship with police officers. “That’s really what community oriented policing is all about,” Mayor Freeman-Wilson said. As mayors, she said, “we are prepared [and] we are equipped to have those difficult conversations because we understand that there are no easy answers.”

Columbia (South Carolina) Mayor Stephen Benjamin said the U.S. Conference of Mayors would be working in partnership with many others on issues such as income and equality and lack of opportunities. "As we focus on the challenges of preventing another Ferguson, which I will tell you can happen in any city across America," Mayor Benjamin said, we attack root causes of problems and examine "exactly how we deal with poverty and how we deal with the lack of opportunity that many children all across this country face."

A reporter's question on how the decriminalization of certain drugs impacted police-community relations and allocation of resources was fielded by Woodway (Texas) Police Chief Yost Zakhary, who referred to one of President Clinton's central points in his address that morning: The need to discriminate in sentencing between serious offenders who should remain behind bars and those who would benefit from help in returning to their communities. Concluded Chief Zakhary: We should "put a little more money into education and training, and getting those guys and gals back out on the streets where they can be productive, rather than paying \$40,000 to \$50,000 for them to continue to stay in a cell where they're not productive to anybody. They're just creating havoc."

Asked by a reporter what he was going to take back to New Orleans from the meeting and what he had learned from Ferguson that related to problems that may exist in his city, New Orleans Mayor Mitch Landrieu said the first thing to be done was ask Congress to fully fund the COPS Office, which, since 1996, has suffered from an 88 percent reduction in funding. The program, he said, "gave us an opportunity to have a platform that today, 20 years later, we're all saying actually works. We should do more of it."

A second important issue discussed in the meeting, Mayor Landrieu said, is that Ferguson has highlighted the fact that, "in America, you cannot govern and you cannot police without the consent and the cooperation of those [who] are being governed. The one thing the COPS Office has taught us is that, as President Clinton said: 'I see you.' You have to know your neighbor." Landrieu said that where there is alienation between the police department and the community, and where there is distrust, "there is a much higher chance that there are going to be catastrophic consequences on the streets of America."

The mayor added that the "exclamation point" on what other mayors and police chiefs around the country have learned from experience and underscored during this conference is "how important it is for police officers to be well hired, well trained, well supervised, and that we have programs where the police and the community are one, not separate and distinct. I think that that message has been driven home from 20 years of experience and service."

About the COPS Office

The Office of Community Oriented Policing Services (COPS Office) is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territory, and tribal law enforcement agencies through information and grant resources.

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.

Rather than simply responding to crimes once they have been committed, community policing concentrates on preventing crime and eliminating the atmosphere of fear it creates. Earning the trust of the community and making those individuals stakeholders in their own safety enables law enforcement to better understand and address both the needs of the community and the factors that contribute to crime.

The COPS Office awards grants to state, local, territory, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime fighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement. The COPS Office has produced and compiled a broad range of information resources that can help law enforcement better address specific crime and operational issues, and help community leaders better understand how to work cooperatively with their law enforcement agency to reduce crime.

- Since 1994, the COPS Office has invested more than \$14 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing.
- To date, the COPS Office has funded approximately 125,000 additional officers to more than 13,000 of the nation's 18,000 law enforcement agencies across the country in small and large jurisdictions alike.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.
- To date, the COPS Office has distributed more than 8.57 million topic-specific publications, training curricula, white papers, and resource CDs.

COPS Office resources, covering a wide breadth of community policing topics—from school and campus safety to gang violence—are available, at no cost, through its online Resource Center at www.cops.usdoj.gov. This easy-to-navigate website is also the grant application portal, providing access to online application forms.

About the U.S. Conference of Mayors

Founded in 1932, The United States Conference of Mayors is the official non-partisan organization of cities with populations of 30,000 or more. There are 1,407 such cities in the country today. Each city is represented in the Conference by its chief elected official, the mayor.

The primary roles of The U.S. Conference of Mayors are to:

- Promote the development of effective national urban/suburban policy;
- Strengthen federal-city relationships;
- Ensure that federal policy meets urban needs;
- Provide mayors with leadership and management tools; and
- Create a forum in which mayors can share ideas and information.

The Conference holds its Winter Meeting each January in Washington, D.C. and an Annual Meeting each June in a different U.S. city. Additional meetings and events are held as directed by the Conference leadership.

Mayors contribute to the development of national urban policy by serving on one or more of the conference's standing committees. Conference policies and programs are developed and guided by an Executive Committee and Advisory Board, as well as the standing committees and task forces that are formed to meet changing needs.

During the Conference's Annual Meeting in June, standing committees recommend policy positions they believe should be adopted by the organization. At this time, every member attending the annual meeting is given the opportunity to discuss and then vote on each policy resolution. The policy positions adopted at the annual meeting collectively represent the views of the nation's mayors and are distributed to the President of the United States and Congress.

In addition to the ongoing work of the Conference's standing committees, mayors are organized into task forces to examine and act on issues that demand special attention, such as civic innovation, exports, hunger and homelessness, brownfields, and policing.

On October 8, 2014, The U.S. Conference of Mayors and the COPS Office brought nearly 40 mayors and more than 30 police chiefs to the William J. Clinton Presidential Center in Little Rock to commemorate the 20th anniversary of the establishment of the COPS Program and to discuss and assess, over two days, community policing practices currently being employed to prevent and reduce crime and violence in the nation's cities.

The events in Ferguson, Missouri, following the August 9, 2014, police-involved shooting of an unarmed teenager and its impact on policing dominated much of the discussion.

Former President Bill Clinton and then Attorney General Eric Holder addressed the gathering. Most of the meeting, however, was devoted to panel presentations and open discussion of six subjects judged by the Conference of Mayors and the COPS Office to be of value in assessing current law enforcement problems and in describing promising approaches to the most difficult challenges faced by mayors and police chiefs as they collaborate to serve and protect their city residents.



COPS

Community Oriented Policing Services
U.S. Department of Justice

U.S. Department of Justice
Office of Community Oriented Policing Services
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To obtain details about COPS Office programs,
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Visit the COPS Office online at www.cops.usdoj.gov.



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