POLICE PERSPECTIVES

BUILDING TRUST IN A DIVERSE NATION

No.3

How to Support Trust Building in Your Agency

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

VERA
INSTITUTE OF JUSTICE

This project was supported by cooperative agreement number 2013-CKWX-K007 awarded by the Office of Community Oriented Policing Services, U.S. Department of Justice. The opinions contained herein are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice. References to specific agencies, companies, products, or services should not be considered an endorsement by the authors or the U.S. Department of Justice. Rather, the references are illustrations to supplement discussion of the issues.

The Internet references cited in this publication were valid as of the date of publication. Given that URLs and websites are in constant flux, neither the authors nor the COPS Office can vouch for their current validity.

Recommended citation:
Gokey, Caitlin, and Susan Shah, eds. 2016. *How to Support Trust Building in Your Agency.* Police Perspectives: Building Trust in a Diverse Nation, no. 3. Washington, DC: Office of Community Oriented Policing Services.

Published 2016

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Edited by Caitlin Gokey and Susan Shah

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Letter from the Director of the COPS Office

Dear colleagues,

As law enforcement agencies work hard nationwide to improve trust with their communities, policing in a diverse community can still be very challenging. Recent incidents have highlighted community concerns, and conversations about public safety priorities are often strained.

Recognizing the vital importance of trust to community cooperation, public safety, and national security, the Vera Institute worked with the Office of Community Oriented Policing Services to research and write *Police Perspectives: Building Trust in a Diverse Nation*. A three-part series dedicated to providing practical, real life strategies for building relationships of mutual trust between law enforcement agencies and diverse communities, it highlights strategies that are consistent with the report of the President's Task Force on 21st Century Policing, which used building community trust as its foundation.

How to Support Trust Building in Your Agency, the third guide in this series, is a valuable resource for agency leaders who want to engage with their diverse communities by adopting community policing practices and transforming their organizations. Readers will find practical strategies for diversifying their workforce, developing model leadership skills, and training officers in bias-free, culturally aware policing.

Most important, by combining tips and examples from the field with the expert advice of law enforcement leaders, the guide also provides implementable strategies that reflect the realities of today's agencies.

I commend the Vera Institute of Justice for the effort and dedication they devoted to developing what is sure to become an important tool for agencies seeking to build productive relationships with all members of their communities. And I thank the many police officers, organizations, and

experts who contributed to this guide. The lessons to be learned from their experiences can be of great value not only to law enforcement but also to social services, health, education, and other caring professional organizations—as well as to communities throughout the country.

We are at a pivotal time in American law enforcement, when relationships between minority populations and police can be transformed. It will take commitment, perseverance, and time, but it can be done. The future of law enforcement and all Americans depends on it, and this guide can be of great help as we work toward that goal.

Sincerely,

Ronald L. Davis
Director
Office of Community Oriented Policing Services

Letter from the President of the Vera Institute of Justice

Dear colleagues,

The face of America is changing as our nation's population grows more diverse by the day and racial and ethnic minority groups spread beyond traditional urban settings into the surrounding suburbs and small communities beyond. And while this diversity contributes to the rich tapestry of American culture, we have seen that tragedies can result when law enforcement agencies and diverse communities see one another as adversaries.

A police agency's commitment to community policing—building relationships with community members to foster an environment of trust between officers and the people they serve—can help officers meaningfully engage with diverse communities. In many law enforcement agencies, however, there has been little guidance on how to operationalize community policing initiatives.

Negotiating the cultural, religious, and language barriers that can exist between communities and law enforcement officers can yield significant benefits. Through regular meetings with residents, community-informed crime prevention strategies and programs, local partnerships, and an honest assessment of departmental strengths and weaknesses, police can gain a greater understanding of a community's public safety concerns. Not only does this approach allow police to tailor their services and enforcement efforts to meet local needs, but it also fosters a sense of shared responsibility for public safety in the community.

The Vera Institute of Justice has a long history of developing and encouraging innovative ways to strengthen the ties between police and the community. We are pleased to have produced this guidebook series with the U.S. Department of Justice's Office of Community Oriented Policing Services and are especially proud to have worked hand in hand with some of our nation's finest.

Law enforcement response to our initial solicitation was incredible, and we are proud to have worked so closely with so many talented officers, justice experts, and high-ranking police leaders. Each author eagerly offered lessons and strategies for cultivating community trust borne of their own experiences—both successful and otherwise. Through the essays, tips, case studies, and one-on-one interviews contained in this guide, their words reflect on the past, provide guidance for the present, and offer hope for the future of police-community relations in an increasingly diverse America.

Nicholas Turner
President
Vera Institute of Justice

Letter from the National President of the National Organization of Black Law Enforcement Executives

"Policing is one of America's most noble professions. The actions of any police officer, in an instant, can impact an individual for life and even a community for generations. Given this realization, every police officer must be centered on what is important. Service, justice, fundamental fairness—these are the foundational principles in which every police action must be grounded."

— Dr. Stephen R. Covey

Over the year 2015, there have been several instances where a life was lost during seemingly routine police encounters—encounters that called into question the character of policing. As a result of these events, a palpable divide was created between law enforcement and the communities that we serve. And for some who reside in our more diverse communities, this divide was arguably expanded. All of these encounters, whether they occurred in a large urban city or in a small suburban town, had one thing in common—they all caused our country and government officials to reexamine and rethink the way that police engage with our communities.

The National Organization of Black Law Enforcement Executives (NOBLE) is proud to have played a central role in our nation's efforts to improve the level of respect between police and citizens, by serving as a key member of President Barack Obama's Task Force on 21st Century Policing and by working closely with the United States Department of Justice and its Office of Community

Oriented Policing Services. NOBLE has sought to be a part of the discourse bringing a fresh look to how police can professionally engage with the communities they serve and how communities can respectfully engage with the police that serve them.

This commitment continues with our contribution to this important, timely work by the Vera Institute of Justice. As the policing profession goes through a much needed "organizational introspection," this guidebook series, *Police Perspectives: Building Trust in a Diverse Nation*, will provide industry professionals with a critical addition to the ever-expanding portfolio of promising practices they can reference in their efforts to "get it right" when engaging with and building trust within our nation's diverse communities.

I've worked in the law enforcement and public safety professions for more than 30 years, and have often had the opportunity to work with the leadership and research staff from the Vera Institute of Justice. It is no surprise to me that they had the foresight to develop and compile this important work before the events of 2015, events that many believe will serve as seminal moments in the policing profession.

As an organization that prides itself on being the "Conscience of Law Enforcement," NOBLE would like to acknowledge the men and women of law enforcement who contributed to the development of this guidebook series, many of whom are members of our organization. Their tireless efforts, combined with the wisdom and foresight of the Vera Institute of Justice, have created a one-of-a-kind training vehicle that provides promise for the hope of police officials reconnecting with and establishing strong ties within our nation's many diverse communities.

Sincerely,

Gregory A. Thomas
National President
National Organization of Black Law Enforcement Executives

Letter from the Founder of the New Jersey Asian American Law Enforcement Officers Association

Dear colleagues,

The New Jersey Asian American Law Enforcement Officers Association is honored to have contributed to the Vera Institute's series of guides focused on building trust with diverse communities. The association's participation was robust, with several members contributing to the effort, including Laila Cristobal, sergeant, Passaic Police Department; Dennis Lam, retired lieutenant, Madison Police Department; Joseph Luistro, officer, Edison Police Department; Robert May, retired detective, Port Authority of New York and New Jersey Police Department; Samantha Oh, investigator, Bergen County Sheriff's Office; and TJ Patel, detective, Piscataway Police Department.

The publication of these guides is timely and necessary, as the events of 2014 and 2015 necessitate a fresh look at the relationship between the law enforcement community and the public. These publications do just that. The association wishes to acknowledge the Vera Institute's efforts to seek out such a wide range of law enforcement professionals for this publication, including professional law enforcement personnel who happen to be of Asian-American background.

Sincerely,

Robert May
President Emeritus and Founder
New Jersey Asian American Law Enforcement Officers Association

Acknowledgments

The editors would like to thank the Office of Community Oriented Policing Services for providing us with the opportunity to document current promising and field-tested practices for working with diverse communities. In particular, we would like to thank our Program Manager, Toni Morgan-Wheeler, for her consistent support throughout this project. We hope that this resource, developed for police, by police, will serve as a practical, operational tool for officers seeking to improve relations with the communities they serve.

Throughout the course of this project, a number of individuals contributed to crafting this guidebook series. We would like to thank the following people: Chris Munzing, Patricia Connelly, Mary Crowley, and Michael Mehler for their communications support; Jasmine Eshkar for her help identifying project partners and coordinating outreach; Jim Isenberg and Charlane Brown-Wyands for their guidance and advisement; the National Organization of Black Law Enforcement Executives (NOBLE), the U.S. Department of Justice's Community Relations Service, the National Latino Peace Officers Association (NLPOA), the Hispanic American Police Command Officers Association (HAPCOA), and the New Jersey Asian American Law Enforcement Officers Association (NJAALEOA) for helping us identify potential contributors; retired Detective Robert May of the Port Authority of New York and New Jersey Police Department for his help organizing a focus group with NJAALEO members; and the International Association for Chiefs of Police (IACP) for hosting two focus groups with sergeants and executives on building trust with communities of color.

We wish to acknowledge the following experts and practitioners who actively participated in the peer review of the guidebook series:

- Charlane Brown-Wyands – Associate Chairman, Criminal Justice, Berkeley College; Retired Deputy Inspector, New York City Police Department
- Maurice Classen – Program Officer, MacArthur Foundation
- Dwayne Crawford – Executive Director, National Organization of Black Law Enforcement Executives
- Alison Edwards – Deputy Director, Orange County Human Relations
- Jim Isenberg – Executive Director, North American Family Institute – New York
- Rafael Kianes – Senior Police Officer, Austin (Texas) Police Department
- Anne Kringen – Assistant Professor of Criminology, University of New Haven
- Darrell Lowe – Lieutenant, Santa Monica (California) Police Department

- Robert May – President Emeritus and Founder, New Jersey Asian American Law Enforcement Officers Association
- Pradine Saint-Fort – Agency Attorney, New York City Police Department

Finally, we thank all of the police officials and other experts who contributed articles to this guidebook series. The lessons learned and best practices they share in this series are incredibly valuable, and our hope is that officers throughout the country can use this content to strengthen their work in connecting with diverse communities and communities of color. We are humbled by their dedication and passion for serving all members of their communities.

Introduction

AS FIRST RESPONDERS, law enforcement officers must be able to fairly and effectively engage with all communities in their jurisdiction. According to the 2010 Census, 37 percent of the U.S. population reported their race and ethnicity as something other than "non-Hispanic White alone."[1] This group, commonly referred to as *people of color*, increased by almost 30 percent between 2000 and 2010.[2] In about one-tenth of all counties in the United States, people of color constitute 50 percent or more of the total population. The Census Bureau estimates that the population of people of color will continue to grow and by 2060 will be nearly 60 percent of the country. Therefore, in most areas across the United States, ensuring public safety for all requires that officers cultivate trust and collaboration with communities that may have different cultures and languages. Law enforcement officers must be equipped to use any encounter with the community as an opportunity to build trust and cooperation.

Since 2014, there has been a national focus on how police respond to contentious encounters, how and when they use force, and the disparate impact of policing on people of color. As part of the nation's interest in fair and effective policing, the President's Task Force on 21st Century Policing developed a national blueprint for improved community policing for cities and towns seeking to build trust between law enforcement and the communities they serve.[3]

There is a need to bridge the gap between the policy recommendations and practices on the ground. Likewise, there is a need for informing law enforcement practice in a way that focuses not only on what law enforcement is doing wrong but also on what it is doing right. Police officers typically have a spectrum of encounters with people of color that range from extremely positive to highly contentious, and there is a need for a policing guide that accounts for this reality and fosters progress. There is an equivalent need to recognize that some members of policing agencies identify as individuals of color, have deep connections with communities of color in their jurisdiction, or both. These police personnel can serve as in-house resources who might understand the unique public safety needs and concerns of various communities.

This three-part series seeks to fill the knowledge and practice gap in effectively policing diverse communities by highlighting practical, field-informed approaches for building trust with various segments of our multiracial, multiethnic population. The majority of the contributions in this series are from law enforcement officers of color who, because of their personal and professional experiences, often have an especially nuanced and intimate understanding of the nature of community mistrust among communities of color, as well as what is needed to overcome it. Although the practices and

strategies featured in this series may focus on building relationships between police agencies and specific communities, the majority of these insights are dynamic enough to be applied with multiple racial and ethnic groups.

The descriptions of programs and practices, together with multiple tips detailed in this guidebook series, are intended to be a resource for officers of all levels—from the patrol officer interacting with a specific racial or ethnic community to the police chief seeking to transform his or her agency into one that embodies community policing and facilitates community trust building at all levels.

This *Police Perspectives* series is divided into three companion guides, each of which covers multiple topics, agency practices, and recommendations for improving community trust in law enforcement on many fronts. Each guide also includes biographies for all contributing authors, as well as a user guide intended to help police officers of all ranks identify the articles that may be most relevant to their work. The three guides cover

- how to increase cultural understanding;
- how to serve diverse communities;
- how to support trust building in your agency.

This third guide in the series, *How to Support Trust Building in Your Agency*, is a resource for agency leadership who recognize that building trust with diverse communities is essential to effectively carrying out their public service duties but also know that moving from policy to practice can be challenging. This guide orients police officials seeking to integrate a community policing philosophy into their work, build institutional capacity and knowledge, and ensure their agency is representative of the diverse communities they serve.

DEFINING TERMS

This series uses the term "people of color" to refer to any and all peoples of African, Latino/Hispanic, Native American, Asian, or Pacific Island descent, and its intent is to be inclusive. The terms "communities of color" and "diverse communities" are used interchangeably, depending upon the preference of the individual contributor(s). Finally, this series also addresses effective policing practices with other groups that, like communities of color, have historically had their public safety and justice needs ignored or poorly served, such as youth, immigrants, and transgender people.

EDITORIAL METHODOLOGY

Vera identified potential authors for this guide by issuing a solicitation through its law enforcement networks and contacts, as well as to the NLPOA, NOBLE, HAPCOA, and the U.S. Department of Justice's Community Relations Service. Additional authors were referred to Vera by representatives of these entities.

Vera asked interested respondents to share their topic ideas for an article on building trust with communities of color and in limited instances directly approached people to write articles on particular subjects. Vera also invited respondents to submit excerpts of previously published work. Vera then grouped accepted articles into three topic categories (i.e., how to increase cultural understanding, how to serve diverse communities, and how to support trust building in your agency).

Vera edited each submitted article collaboratively with the author, who then responded to editors' feedback and signed off on the final version of his or her article. When multiple authors covered similar topics, Vera's editors paraphrased and combined their articles into a single piece. Each contributor to a combined article reviewed and approved the content and received credit.

Integrating Community Policing

Contributions by Lee P. Brown, PhD; Christopher W. Ortiz, PhD, Deputy Chief, Glen Cove (New York) Police Department; and Sheryl Victorian, PhD, Lieutenant, Houston (Texas) Police Department

SINCE THE 1970S, the philosophy of community policing has been hailed as one of the most effective policing strategies for building community trust and safety. By prioritizing police-community relationships and working collaboratively with community members to proactively address and solve problems, community policing works to promote positive interactions with the community, provide equitable police services to all community members, and lay the foundation for a stronger, more effective police force.

Glenn Sylvester

A San Francisco Police Department cadet prepares giveaways at a 2015 community Easter egg hunt

For the community policing model to be holistically and successfully integrated into a police agency, leadership must be prepared to lead their agency through an organizational transformation. Organizational transformation includes a process of

- examining the organizational structure of an agency;
- testing new methods for delivering police services;
- empowering key personnel to make decisions and take on leadership responsibilities.

This transformation may also include a critical assessment of an agency's recruitment practices, as well as the development of "new recruitment and selection methodologies that are consistent with the goals of community policing."[4]

Leading an agency through an organizational transformation must include efforts to train officers to communicate with people, solve community problems, and develop an appreciation of cultural and ethnic differences. Through the development of communication and cultural sensitivity skills, officers are more likely to have positive interactions with people who live or work in the neighborhoods they patrol.

Three types of skills are required for an effective community policing strategy:

1. **Communication skills.** In addition to oral communication skills, police officers must have good writing and public speaking skills. Officers should feel comfortable speaking with representatives of business organizations, civic organizations, religious groups, block associations, tenant groups, and others. Priority should be given to helping officers develop strong communication skills, which will aid in their community policing efforts.
2. **Interpersonal skills.** Officers must be able to speak tactfully and convincingly in a number of community-based settings where they are called upon to explain department procedures, policies, and practices.
3. **Problem solving.** Beat officers are encouraged to initiate creative responses to neighborhood problems. To do so, officers must become actively involved in the affairs and concerns of the communities they serve. Empowering officers in this manner encourages them to work collaboratively and productively with their communities.

In the community policing model, police officers are not just evaluated on the number of arrests that they make; they are also assessed on their ability to

- solve individual and neighborhood problems;
- resolve disputes in the community;
- prevent crime;
- reduce disorderly activities;
- get to know community members in their assigned areas.

WHAT IS COMMUNITY POLICING?

The U.S. Department of Justice, Office of Community Oriented Policing Services identifies community partnerships, problem solving, and organizational transformation as the three essential components of modern community policing that together "proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime." For more information about community policing, visit www.cops.usdoj.gov. ■

Glenn Sylvester (2)

Officer answers questions from woman at 2015 San Francisco Police Department community Easter egg hunt *(above)*

Officer paints child's face at 2015 San Francisco Police Department community Easter egg hunt *(left)*

Equally important, officers must be rewarded for their problem-solving abilities and the absence of crime. Community policing presents an opportunity to establish new criteria for evaluating police departments. This type of evaluation is far more complex but should include the following:

- **Crime reduction.** Reported crime, as measured by calls for service and published in Uniform Crime Reports, is not an adequate measure of the level of crime. If it is done properly, community policing will increase community confidence and therefore may result in increased crime reporting, even if the actual number of incidents does not change or is reduced. To fully understand crime rates, a baseline rate of victimization must be developed so that rates of victimization can be measured going forward.
- **Fear reduction.** A neighborhood's fear of crime should decline as police officers assist community members in resisting crime and enhancing order.
- **Community and government support for police initiatives.** This is perhaps the most important measure of community policing effectiveness. The public's perception of police will determine its willingness to cooperate with any crime control, problem solving, and quality-of-life maintenance initiatives.
- **Success at problem solving.** Problem solving is best achieved if the problems are reduced to a manageable size and are addressed on a neighborhood, rather than citywide, basis. Programs created to tackle community problems should be designed and implemented with engagement from community members at all phases, from identification of the problem to program conception, design, and implementation.

CONCLUSION

As police officers grow and advance in their law enforcement careers, it is important that they remember the lessons of community policing they learned as rookie officers. Although community policing is largely implemented by patrol officers, policing professionals of all ranks benefit greatly when community policing philosophies are integrated into their police agencies.

The relationship between law enforcement and communities of color has been problematic for centuries.[5] Although some improvements have been made, police officers often experience difficulty in gaining mutual respect with the communities they serve. By prioritizing community policing strategies, law enforcement agencies demonstrate that they are taking a proactive approach to successfully connect with communities of color. Agencies that promote community involvement and connect with community leaders are more prepared to respond to community problems and build trust with often underserved communities.

TIPS FROM THE FIELD: COMMUNITY POLICING AT ALL LEVELS

Community policing should be an integral part of every sworn officer's duties throughout the law enforcement hierarchy. The community policing orientation for various ranks is included here.

- **Patrol officer**—Problem solving with the community and building strategic community partnerships is critical to preventing crime.
- **Supervisor**—Community policing occurs both inside and outside the agency. Inside the agency, supervisors must obtain and cultivate trust from their staff. Outside the agency, supervisors should provide opportunities for staff to engage with community leaders.
- **Executive**—Engagement in the community is essential for maintaining organizational legitimacy and community trust. To be effective, executives must engage with police, civic, community, and political leadership and be available to listen and explain. ■

Glenn Sylvester

San Francisco Police Department officers prepare to hand out toys at a community housing development, 2014

POLICE PERSPECTIVE: COMMUNITY POLICING AND FERGUSON*

Lee P. Brown, Former Mayor of Houston; Chief of Police, Houston, Texas; and Retired Commissioner, New York City Police Department

As someone who has made law enforcement his professional career, I was saddened and bewildered as I witnessed events unfold in Ferguson, Missouri, in 2014.† Local law enforcement's initial response in that city was reminiscent of the 1960s when many police agencies responded to urban unrest, or the threat of it, by arming themselves with military equipment not unlike what our armed forces use to engage an enemy in combat. Such tactics should not be used by American law enforcement agencies against members of our communities.

I believe that community policing could have prevented the events that have occurred in Ferguson. When implementing community policing strategies, every officer must demonstrate that they support the community. Under the concept, residents become allies and not targets. Officers are hired in the "spirit of service" and not in the "spirit of adventure." The police agency should also mirror the racial composition of the community.

Community policing demands that officers interact with people who live or work in the neighborhoods they patrol. Officers are trained to communicate with people, solve community problems, and develop an appreciation of cultural and ethnic differences. In fact, under community policing officers are not just evaluated on the number of arrests that they make. They are also assessed on, and rewarded for, their problem solving abilities and the absence of crime.

Community policing is also value driven. For example, every police agency should have as its core value the importance of human life. They must understand that deadly force is only to be used when their lives or the life of a citizen is at risk.

In the 1980s, I pioneered the community policing philosophy while serving as Chief of Police in Houston, Texas. I implemented principles of the concept in a city in which the police and the citizens were at odds and were alienated from one another. The city's police had a national reputation for brutality and racism, but implementing community policing strategies helped transform the police department into one of the most respected police agencies in the nation.

In 1990, I was appointed Police Commissioner of New York City. A crack-cocaine epidemic had engulfed the city, and crime was at an all-time high. Community policing was implemented as

the cornerstone of then Mayor David Dinkins' Safe Streets, Safe City program. In the police department, we introduced the principles of community policing as our style for the delivery of police services to the people of New York City. After one year, crime went down in every index category over the previous year, the first time in more than 40 years that the city saw such a decrease.

Based on my own experiences, I am convinced that if the Ferguson Police Department had adopted and implemented community policing as their dominant style of delivering police services to the citizens of Ferguson, the recent events would not have occurred. I believe that community policing is the most effective and prudent method of policing, and, if properly adopted and implemented, community policing can prevent events such as those that occurred in Ferguson. ■

*This article is an excerpt from Lee P. Brown, "Brown: Community Policing Lowers Crime, Prevents Police Brutality," Houston *Chronicle*, last modified August 29, 2014, http://www.chron.com/opinion/outlook/article/Brown-Community-policing-lowers-crime-prevents-5722205.php.

† Lee P. Brown, *Policing in the 21st Century: Community Policing* (Bloomington, Indiana: AuthorHouse, 2012)

TIPS FROM THE FIELD:
HOW TO PROMOTE POSITIVE INTERACTIONS WITH THE COMMUNITY

Sheryl Victorian, PhD, Lieutenant, Houston (Texas) Police Department

Promoting positive interactions is a critical component of community policing, particularly when working in communities of color. Promoting positive interactions involves direct community involvement, developing relationships that facilitate mutual respect, and publicizing positive interactions.

Encourage community involvement and positive daily interactions. Law enforcement agencies must be proactive in their efforts to be more involved in the community and encourage positive daily interactions with community members. Officers should make themselves known to the community by attending community meetings, as well as showing support for neighborhood activities such as sporting events, carnivals, and school events. When participating in or attending extracurricular events, officers should be allowed to wear plain clothes whenever appropriate, as this may help them appear more approachable.

Identify and build relationships with influential members of diverse communities. Community leaders have the ability to influence the communities around them. Law enforcement should make efforts to develop relationships with religious leaders, community leaders, school principals, business owners, and others who are well-respected in the communities they serve. Relationships with these individuals take time to develop and must be nurtured consistently. Whenever possible, leaders of police organizations should meet with leaders of communities of color to obtain input on ways to improve relationships and build mutual respect. Influential persons should be made aware that they play an integral role in ensuring public safety and bridging the gap between police and communities of color. Involving community leaders in the community policing process allows these leaders to become part of the solution and positively influence those members of the community who may be skeptical.

Use public and social media outlets to publicize positive interactions. The public relations units of law enforcement agencies should frequently publicize instances of police officers making a difference in their communities. Often, public media outlets emphasize negative images of the police, which fosters negative feelings and perceptions. Public relations units should take advantage of popular social media outlets such as Facebook, Instagram, YouTube, and Twitter to publicize positive interactions between law enforcement and the communities they serve. ■

TIPS FROM THE FIELD: HOW TO PROVIDE EQUITABLE SERVICES

Sheryl Victorian, PhD, Lieutenant, Houston (Texas) Police Department

It is every police agency's responsibility to provide equitable services to all community members. One of the most common complaints from communities of color is that they do not receive the same service or respect as others in their community. Law enforcement agencies must recognize when people in their community hold this belief and must focus on improving response times to calls for service, providing prompt follow-up investigations, and developing crime initiatives for specific crime problems affecting communities of color.

- **Improve response times and conduct timely follow-up investigations.** Whether or not a police agency believes that it responds to all members of the community fairly, if a particular racial or ethnic group feels neglected by the police, community trust in the police agency begins to deteriorate. Improved response times to calls for service and timely follow-up on investigations play an important role in changing the negative perceptions communities of color have regarding the quality of services received. Every effort should be made to respond to all calls within a reasonable timeframe. When follow-up is required, it is important that immediate contact be made with the complainant, even if the case is considered a low priority. Investigators should contact the complainant to assure them that every effort will be made to give the investigation its due diligence within a reasonable time period. Immediate contact shows complainants that the police are genuinely concerned about their particular case and establishes a point of contact if further information is obtained by the complainant.

- **Identify and develop crime initiatives for crimes affecting diverse communities.** Police agencies have the ability to track the types and locations of common crimes and establish crime initiatives to combat those problems. However, using statistics to determine what is important to a community is not beneficial if the community prioritizes a certain crime more than a police agency might. In addition, when agencies develop crime strategies in communities of color without input from those residing in the communities, the agency appears to be specifically "targeting" members of the community. Law enforcement agencies should allow community members to participate in crime strategy meetings and provide input into the crimes of most concern. ■

Michael Cabezes

Through a 2015 partnership with the Channel Islands Bicycle Club and a grant from the California Office of Traffic Safety, the Oxnard (California) Police Department was able to provide free bicycle helmets to children in the community

Diversifying Law Enforcement Agencies

Contributions by Marc Amon, Sergeant, Oxnard (California) Police Department; Dwight L. Bower; Theron Bowman, PhD; Laila Cristobal, Sergeant, Passaic (New Jersey) Police Department; Dennis Lam, Retired Lieutenant, Madison (New Jersey) Police Department; Joseph Luistro, Officer, Edison (New Jersey) Police Department; Robert May; Samantha Oh, Investigator, Bergen (New Jersey) County Sheriff's Office; TJ Patel, Detective, Piscataway (New Jersey) Police Department; Glenn Sylvester; and Mark A. Villasenor, Sergeant, University of Pittsburgh Police Department

TO FOSTER TRUST AMONG COMMUNITY MEMBERS, a police department should mirror the community it serves. A diverse police agency—one that includes women and people of color, as well as multicultural and multilingual representatives—can help navigate cultural and religious differences and reduce racial or ethnic tensions that may exist between police and the community.

Diversifying a law enforcement agency requires management to set diversification goals and come up with a comprehensive plan to achieve those goals, including recruiting and retaining qualified and diverse staff. This requires agency leadership to

- acknowledge the past and its impact on present day recruitment;
- examine agency policies and practices that may hinder recruitment;
- understand what attracts specific ethnic groups to policing;
- recruit through community engagement;
- develop a strategic plan to increase diversity;
- measure results.

This chapter describes each of these strategies.

TIPS FROM THE FIELD: MAKING THE MOST OF RECRUITMENT AT COLLEGE CAMPUSES

When recruiting on college campuses, police personnel should keep in mind the tips described here.

- **To diversify recruitment, focus recruiting trips on universities with higher percentages of minority student enrollment.**
- **Develop relationships with university faculty who can act as referral sources for your agency.**
- **Report back any successful recruits from the university to your contacts. A track record of hiring and retaining referred students is essential in maintaining this relationship.** ■

ACKNOWLEDGE THE PAST AND ITS IMPACT ON PRESENT DAY RECRUITMENT

Police executives who want to commit their agencies to diversity recruitment strategies must face the reality that women and minorities have largely been excluded from police recruitment. That reality creates a challenge in and of itself. How can you attract individuals from diverse backgrounds into a profession perceived to be antiminority?

Too often, police departments decide to start up massive recruitment campaigns without addressing historical rifts with ethnic communities. Images of police activity in minority and immigrant communities 30 to 40 years ago, as well as more recently, often vividly depict the police as racist and oppressive. No amount of pay, promises, or professionalism will overcome the impact of history unacknowledged, unaddressed, and unresolved. Overcoming these historical barriers requires a significant investment of energy and focus.

TIPS FROM THE FIELD: KEY COMPONENTS OF COMPREHENSIVE RECRUITMENT*

Lee P. Brown, PhD, Former Mayor of Houston; Chief of Police, Houston, Texas; and Retired Commissioner, New York City Police Department

1. **Mission statement.** Similar to any other major management process, police recruiting should have well-defined short- and long-term goals that are made clear to all members of the department. The goals should specifically state the desirable characteristics of all recruits. These goals should become a part of agency policy and should be reevaluated periodically.

2. **Oversight and administration.** One person should be responsible for managing agency recruitment. This person should have demonstrated a commitment to agency goals prior to taking on this position. All staff who are assigned to recruiting must be trained and possess similar attitudes and commitment.

3. **Community engagement.** Just as in other community policing efforts, community members should be engaged as volunteers to assist with recruitment. Representatives from all parts of the community, particularly those underrepresented in the agency, should be sought out.

4. **Recruitment materials.** Recruitment materials should be developed for all media channels and be designed to attract recruits with the desired characteristics.

5. **Clearly defined recruitment strategies with an annual timeline.** A variety of strategies must be developed to effectively achieve recruitment goals. These strategies may include the following promising practices:

   - Identify officers who represent the type of person being recruited, who can serve as spokespeople during recruiting activities.
   - Involve community organizations that serve the type of person being recruited.
   - Uniformed officers with good communication skills should be the face of recruitment.

Follow-up. A member of the recruiting team must promptly follow up with anyone who expresses an interest in the department, with a phone call and written correspondence. ■

* Lee P. Brown, *Policing in the 21st Century: Community Policing* (Bloomington, Indiana: AuthorHouse, 2012)

EXAMINE AGENCY POLICIES AND PRACTICES THAT MAY HINDER RECRUITMENT

The next step in minority recruitment is adopting a philosophy that diversity is a necessity, not just the "in" thing to do. Policies and practices should be reviewed, and any policies, practices, or processes that discourage, inhibit, or adversely affect nontraditional groups of employees should be discarded. Implementing policies that prohibit sexual harassment, racial jokes, and other forms of discrimination is essential and indicates your commitment to achieving a professional work environment.

Once policies are in place, agencies should take stock of the many ways recruitment can happen. Recruiting efforts should be targeted and focused and should utilize best practices that have been tested for your department or similar departments.

UNDERSTAND WHAT ATTRACTS SPECIFIC ETHNIC GROUPS TO POLICING: VIEWS OF ASIAN OFFICERS

When working to diversify a police agency, it is important to understand what attracts particular racial and ethnic groups into a law enforcement career. While recent years have seen an increasing number of Asian Americans joining the law enforcement profession, numbers of Asian-American officers are still relatively low. Agencies seeking to recruit and retain more Asian-American officers should think about what draws them to this profession. Following are perspectives collected during a focus group with the New Jersey Asian American Law Enforcement Officers Association.

Michael Schirling

Burlington (Vermont) Police Department recruiter hands out information to a community member at the community barbecue, 2015

TIPS FROM THE FIELD: RECRUITMENT DO'S AND DON'TS

These tips should be considered when aiming to recruit the best candidates into the policing profession.

- Do come prepared with statistics about the number of officers of color and women in the department and in management and command staff positions. Recruits want to know if they will be able to advance to higher positions once they join a department.
- Don't send human resources personnel to recruiting events. Develop and train law enforcement officers, including officers of color and female officers, to do the recruiting. Potential recruits want to see themselves in the agency representative.
- Do highlight the job security, pension, and other benefits that may not be apparent to civilians. For some ethnic groups, the benefits and expectations of the law enforcement profession are completely unknown.
- Don't use the same recruiting pitch for all groups. Think about what is most important to the potential recruits and include this in the recruiting pitch. ■

"Building a solid police work force involves lots of hard work, but it does not involve lowering standards. We didn't accept the fable that lower hiring standards were necessary to increase departmental diversity. Low standards send a message to minority communities that the department believes they are not capable of performing at high levels."

— Theron Bowman, PhD, Former Chief, Arlington Police Department

What was your path to becoming a police officer?

For a number of the officers, policing was not the first career choice they considered:

- "I started off in marketing and then when the mortgage industry tanked and I lacked job security, I realized that I needed to find a better job. I had some friends in another department and they told me that my department was hiring. At that time, there were three or four other Asian-American officers in my county."
- "I joined the department later in life after an unfulfilling career in banking. I was making six figures, but I couldn't look at myself in the mirror. I then decided to move into public service and joined a Park Traffic Enforcement agency. When it was clear that I wasn't afraid of writing tickets, I was recruited to join my agency as the first and only Asian officer, in a community where seven percent of the total population of one million is Korean."

For others, the path is more typical:

- "I grew up in an urban area where there were gangs and violence around me. There was a lack of guidance and support for kids who wanted to stay out of trouble. I saw that there was a huge need for positive role models. This is what got me into policing."
- "A number of us Filipinos grew up together in this town and decided to go into law enforcement."
- "I decided I wanted to become a police officer because of TV. There was an Asian character on 21 Jump Street who was really cool. His name was H.T. Ioke, and I wanted to be like him."

Malora Duplantis

Palm Beach County (Florida) detective meets with community members during the sheriff's office's "Park, Walk, and Talk" initiative, 2015

What most influenced your job choice?

For some Asian-American police officers, getting parental support for their career choice was very important but not initially easy:

- "My parents did not understand that law enforcement can be a career option for highly educated students. They said, 'We sent you to Boston College and now you are becoming a police officer?!?'"
- "Indians perceive police to be corrupt, largely because police in India lack education, resources, and financial means. My parents did not know that it is different in the United States."
- "My parents were very upset when I told them I was going into law enforcement. They only knew about how corrupt police are in China and Hong Kong."

SPOTLIGHT ON:
RAISING EDUCATIONAL STANDARDS IN ARLINGTON

In Arlington, Texas, rapid population growth resulted in major demographic changes in the city population. When the police department began focusing its recruitment efforts on the community's growing minority population, some questioned whether the department's high education standards for recruits might hamper diversification efforts. The Arlington Police Department, which serves one of the most racially and ethnically diverse cities in the United States,* has the highest entry-level standards in Texas—and in fact, police leadership found that the bachelor's degree requirement enhanced its workforce diversification efforts more than any other qualification.

Starting in 1986, new recruits without police experience were required to have a bachelor's degree, while those with at least two years of police experience needed a minimum of an associate's degree. The policy was updated in 1999 to require all new hires, regardless of prior experience, to hold a four-year college degree. By the beginning of 2000, candidates in all promotional processes were required to have four-year college degrees.

The ethnic composition of the police department has changed markedly since 1987 and is now representative of the community it serves. Raising educational standards helped make way for a more educated, empowered, diverse, and productive workforce than ever before. In addition, a more educated workforce is able to more readily accept change and handle difficult situations, solve complex problems, and learn and grow continuously.

As Theron Bowman, former chief of the Arlington Police Department, said, "Building a solid police work force involves lots of hard work, but it does not involve lowering standards. We didn't accept the fable that lower hiring standards were necessary to increase departmental diversity. Low standards send a message to minority communities that the department believes they are not capable of performing at high levels." ■

*Richie Bernardo, "2015's Most Diverse Cities in America," WalletHub, accessed December 21, 2015, https://wallethub.com/edu/most-diverse-cities/12690/.

- "I was told that I would 'shame' the family if I became a police officer."
- "The day I graduated from the police academy, my father said, 'Well, you may be able to protect and serve, but who is going to protect you?'"

What are some challenges you experience as an Asian-American officer?

Some Asian-American officers have had to endure misunderstandings and bias in their own agencies:

- "My agency thinks I was only hired because I am Korean. I am seen as the sheriff's 'token.'"
- "There is another Asian officer, but he gets mocked because he acts out stereotypical Asian behaviors to get a laugh and make friends. He was even videotaped by other officers, because they thought it was so funny. I tell him that he should 'not let them laugh at you, but instead laugh with you.' The stereotypes can be challenging to break."
- "It's clear that you have to prove yourself. You don't fit the mold, at least visually."
- "The biggest issue for Asian-American officers is promotions. They are perceived as not being as aggressive about their career development compared to other ethnic and racial groups. There is a mentality that 'if I do a good job, I will get recognized for my abilities.'"

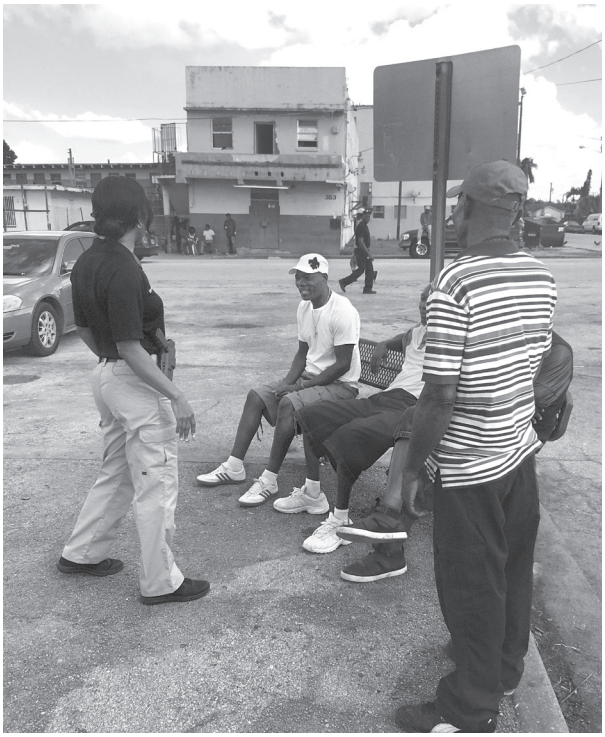
> *"Thirty years ago, I had to correct my fellow officers on their choice in calling Asian Americans Chinamen, slant eye, towel head, and dot head. In addition, any East Asian people (such as Japanese or Koreans) were identified by police as Chinese. In correcting these misperceptions, I was at times accused of not being part of the team. Of course, this was ignorance rearing its ugly head. This is changing now and there is a growing greater understanding."*
>
> — Robert May, Founder and President Emeritus, New Jersey Asian American Law Enforcement Officers Association and Retired Detective, Port Authority of New York and New Jersey Police Department

RECRUIT THROUGH COMMUNITY ENGAGEMENT

For law enforcement recruiting initiatives to succeed within culturally diverse communities, trust must be established between recruiting officers, community leaders, and prospective applicants. Holistic community outreach and engagement is far more than a team of recruiting officers speaking before a church youth group, refereeing at a youth league sports tournament, or distributing brochures at a high school career day. It also includes

- the crime prevention officer educating a neighborhood watch association about emerging crime trends;
- the defensive tactics instructor coaching a college women's group on self-defense strategies;
- the duty officer supervising a holiday sobriety check point;
- the patrol officer practicing community policing by demonstrating integrity, fairness, and service through actions taken and words spoken to all community contacts.

If the local law enforcement agency embraces community engagement as an integral part of recruiting a culturally diverse workforce and holds itself transparently accountable for achieving progress toward more diverse representation within its ranks, then opportunities may arise to recruit from previously inaccessible diverse applicant pools.



Malora Duplantis

Palm Beach County (Florida) detective meets with community members during the sheriff's office's "Park, Walk, and Talk" initiative, 2015

STRATEGIC PLANNING TO INCREASE DIVERSITY

Strategies to diversify a police agency should be included in the overall strategic planning of the agency to ensure that these strategies are effectively integrated at all levels. As part of their recruitment strategies, many agencies are working with their local communities to engage and recruit diverse applicants. In Fairfax County, Virginia, the police department formed a diversity recruitment council composed of approximately 30 community leaders, including local business owners, staff from local colleges, community service providers, the local chapter of the NAACP, and others. The council assisted the police department in developing a clear, outcome-oriented strategic plan that included a commitment to diversifying its recruitment strategies.

Michael Schirling

Burlington (Vermont) Police Department officer chats with a community member at the community barbecue, 2015

POLICE PERSPECTIVE: SOLVING PROBLEMS IN ASIAN COMMUNITIES

Robert May, Founder and President Emeritus, New Jersey Asian American Law Enforcement Officers Association and Retired Detective, Port Authority of New York and New Jersey Police Department

Gaining Asian victim cooperation in robbery cases

In a southern New Jersey town, a crime pattern in which transient Vietnamese field laborers were being assaulted and robbed of cash was emerging. Local police were unable to make much headway in getting the assistance and cooperation of the victims. An Asian-American police officer from another agency was called in to assist. This officer understood the cultural dynamics of this tight-knit Vietnamese group and suggested reaching out to elders in the community, who could help facilitate trust building with these victims. After engaging with the elder community members and clarifying the police purpose of assisting the victims, these individuals were more willing to cooperate with police, and arrests of the perpetrators were made.

Overcoming language barriers in a missing persons case

On a cold winter night, an elderly woman was found on a bus from a New Jersey suburb to New York City without a coat or shoes. An Asian-American detective identified her to be of Korean descent with no comprehension of the English language. After bringing in an officer fluent in Korean, police learned that the woman did not know where she lived but was able to describe the building where she resided with her son. Police were able to find the building and alert the woman's family to her whereabouts. By marshalling cultural and language assistance, law enforcement was able to prevent a potentially tragic situation. ■

TIPS FROM THE FIELD: HOW TO ENSURE A CULTURALLY SENSITIVE INTERVIEW PROCESS

Dwight L. Bower, Fairfax County (Virginia) Police Department

Police agencies must ensure that the interview process for new applicants is rigorous yet dynamic enough to avoid unintentionally disqualifying otherwise qualified applicants because of certain cultural misunderstandings. The following are some tips to keep in mind when designing a culturally sensitive interview process:

- Recognize that the interview does not need to be carried out like an interrogation. The role of the interviewer is to learn as much as possible about the applicant with an eye toward cultural sensitivity.
- Before you begin asking questions, think about how people may respond to each type of question. Recognize that phrasing questions poorly can cause people to react negatively and become defensive.
- Be clear about why you ask certain questions. Share the questions up front so that the applicant is not surprised if you ask personal questions. You need to explain why the questions matter in this context, particularly with individuals who may historically have distrusted police.
- When interacting with community members, provide examples of behaviors or experiences that typically lead to applicants becoming disqualified in the hiring process. Be as transparent and candid about hiring criteria as possible so applicants can prepare accordingly. ■

MEASURE RESULTS

The Fairfax County Police Department tracks agency diversity over a multi-year period. Specifically, the agency looks at hired personnel for the standard job or position and compares them to census data, not just to the applicant pool. Many agencies just look at the average applicant flow as a point of comparison, but by comparing agency data to population data, an agency can strategically look at how effective their diversity recruitment and hiring processes are from beginning to end. Sample diversity score cards, showing the demographic composition and diversity tracking of the Fairfax County Police Department compared to the county at large, are included as table 1 on page 27.

Table 1a. Fairfax County, Virginia Police Department Racial / Ethnic Composition, November 8, 2013 – October 19, 2015*

	White		Black		Asian / Pacific Islander		Hispanic (any race)		American Indian / Alaska Native		Total	Vacant
	N	%	N	%	N	%	N	%	N	%	N	N
November 2013	1125	83.3	107	7.9	54	4.0	63	4.7	2	0.2	1351	53
February 2015	1165	83.2	105	7.5	63	4.5	68	4.9	0	0.00	1401	27
Change in diversity	-0.12		-0.43		+0.50		+0.19		-0.15			

Table 1b. Fairfax County, Virginia Racial / Ethnic Composition, 2012–2013*

	White	Black	Asian / Pacific Islander	Hispanic (any race)	American Indian / Alaska Native	Other / multiracial
U.S. Census, American Community Survey Data, 2012	62.8%	9.0%	18.0%	16.1%	0.2%	10.0%
U.S. Census, American Community Survey Data, 2013	63.6%	9.7%	18.4%	16.2%	0.2%	8.1%

* Adapted from Ad Hoc Police Practices Review Commission, "Fairfax County Police Department Sworn Diversity Score Card," appendix D in *Recruitment, Diversity, and Vetting Subcommittee Report*, October 2015, 18–19, http://www.fairfaxcounty.gov/policecommission/subcommittees/materials/report-recruitment-diversity-vetting-subcommittee.pdf.

CONCLUSION

In order to build public trust and legitimacy, police agencies must work to ensure that officers are representative of the racial, ethnic and gender composition of the communities they serve. By making concerted efforts to recruit diverse applicants and create clear paths to promotion, law enforcement agencies are more likely to attract and retain a diverse group of officers committed to public service.

SPOTLIGHT ON: FAIRFAX COUNTY, VIRGINIA'S DIVERSITY COUNCIL STRATEGIC PLAN (FY 2015)*

This sidebar outlines the strategic plan created by the Fairfax County Diversity Recruitment Council. This strategic plan links to the departmental strategic plan and references agency-wide strategies to ensure that recruitment efforts align with other organizational goals.

Council mission statement: Guide and advise the chief of police and police department leadership team on how to achieve the department's diversity recruitment goals.

Goal 1. Provide support to the department's efforts in diversity recruitment

- **Objective 1.1.** Collect and evaluate data on police officer applicant flow
- **Objective 1.2.** Provide feedback to the department on recruitment processes
- **Objective 1.3.** Refine definitions of diversity
- **Objective 1.4.** Assist the department to develop recruiting goals and success measures

Linkage to department strategic plan

- **Strategy 4.3.1.** Seek systemic improvements to enhance the recruiting and hiring processes.
- **Strategy 4.3.4.** Continue to enhance the recruitment of diverse officer candidates.

Goal 2. Enhance communication and collaboration between the department and the diverse communities in Fairfax County

- **Objective 2.1.** Involve council members in established department outreach efforts (Auxiliary Police Officer, Citizens Advisory Committees, Citizens Police Academy, Future Women Leaders in Law Enforcement, Law Enforcement Explorer Posts, Neighborhood Watch, Police Cadet Program, Teen Police Academy, Volunteers in Police Service, 2015 World Police and Fire Games)
- **Objective 2.2.** Facilitate by council member referral and invitation opportunities for department representation at community events
- **Objective 2.3.** Facilitate outreach and linkages between the department and faith communities
- **Objective 2.4.** Coordinate a series of community issue forums in various neighborhoods throughout Fairfax County

Linkage to department strategic plan

- **Strategy 2.3.2.** Maintain and expand outreach efforts to diverse communities within Fairfax County.
- **Strategy 2.4.3.** Seek out and use opportunities to market the department. ■

* Fairfax County, Virginia, "Chief's Diversity Council Strategic Plan FY 15," accessed February 10, 2016, http://www.fairfaxcounty.gov/police/inside-fcpd/fy15strategicplan.htm.

CHECKLIST: RECRUITING BEST PRACTICES

- Hire those who understand that policing is a people profession; if they do not like people, they are in the wrong job.
- Hire the best and the brightest through a fair and transparent process.
- Hire people who have or want to have a stake in the community and who have a strong desire for public service.
- Hire those who see themselves as community problem solvers.
- Avoid at all costs people who appear to want to be in law enforcement for the wrong reason. One bully with a badge can taint an entire agency and decrease community trust in police. ■

Darrell Lowe

Fourth of July Parade on Main Street, Santa Monica, California

Valuing Community Policing Principles in Career Development

Contributions by Theron Bowman, PhD; Charlane Brown-Wyands; Kim Dine, Chief of Police, United States Capitol Police; Michael J. Nila; Dwayne Preston; Barry Schwartz; and Kenneth Sharpe.

THE IDEAL POLICE RECRUITS should see law enforcement as a vocation in which they can serve their communities and develop successful, purpose-driven careers. To this end, police executives should make efforts to provide career development opportunities targeted at building police officers' skills and retaining those officers most committed to public service.

This chapter outlines strategies that encourage career development, such as the following:

- Ensuring promotional processes support organizational diversity goals
- Focusing on building the skills of underrepresented officers
- Aligning community engagement with crime enforcement activities
- Modeling leadership skills

ENSURE PROMOTIONAL PROCESSES SUPPORT ORGANIZATIONAL DIVERSITY GOALS

Successfully recruiting, retaining, and promoting for diversity starts with a philosophy of accepting and valuing a diverse workforce. This philosophical underpinning, similar to that of community policing, should serve as the foundation for deploying effective diversity recruitment and promotion strategies.

Police agencies often favor selection systems that award points based on seniority, but those systems tend to adversely impact minorities and women, many of whom have been excluded from senior positions or are relatively new entrants into the police profession. Seniority-based systems tend to favor older, less-educated employees or are based solely on written examination scores. This neglects to consider real world experience or ability to perform at the tested rank. Rather than relying solely on a written examination, promotional processes should combine a written exam with other assessment criteria to ensure a more equitable assessment of an individual's skill set.

By eliminating antiquated barriers and instituting a more holistic approach to assessments and promotions, police agencies can encourage increased gender, racial, and ethnic diversity in leadership ranks. Agencies can also offer courses to help prepare for promotion and demystify the promotional process and build essential supervisory cognitive and emotional skills.

FOCUS ON BUILDING THE SKILLS OF UNDERREPRESENTED OFFICERS

Developing junior officers, particularly those from diverse backgrounds, is key to establishing a police agency that mirrors the community it serves. Police leadership should look for opportunities to build the capacity of its staff by offering skills training and community engagement tasks and assigning leadership roles in appropriate settings. By making career development opportunities a priority, an agency can inspire and motivate junior officers to see law enforcement as a lifelong career.

Agencies should also offer junior law enforcement officers opportunities to seek guidance from mentors, who provide career advice and support, and from sponsors, who advocate for a person and his or her career goals.

ALIGN COMMUNITY ENGAGEMENT WITH CRIME ENFORCEMENT

Police leaders face significant pressure from community members, political leaders, and media to reduce crime and provide real-time information about crime trends to the community. However, complex community issues can take months and even years to fully address and can only be solved through ongoing engagement and partnerships with community members.

TIPS FROM THE FIELD: HOW TO FIND MENTORS AND SPONSORS

Charlane Brown-Wyands, Professor, Berkeley College and Retired Deputy Inspector, New York City Police Department

Mentors and sponsors can be helpful to younger officers seeking advancement within their agencies, as well as to senior officers seeking additional advancement opportunities. Police officers can use the following tips to help identify potential mentors and sponsors:

- **Make a list of possible mentors or sponsors, considering individuals both inside and outside the agency.**
- **Seek out opportunities to get noticed by, and make contact with, individuals who hold ranks or titles to which you aspire.**
- **Become involved in fraternal and professional organizations. These organizations provide informal settings for interactions and networking with police leaders.**
- **Recognize that the relationship development process with mentors and sponsors will take time to cultivate and requires an investment from both parties.** ■

Leaders in law enforcement must resist the urge to focus solely on the immediate problem of crime reduction, losing sight of the need to establish and maintain a strong relationship with the communities they serve. Establishing long-lasting community relationships can serve the dual purpose of building public trust in the police force and contributing to crime reduction activities. Yet building these mutually beneficial relationships requires a cultural shift for most police departments as well as a time investment while community trust is developed.

Police officers cannot be effective in developing relationships with the communities they serve if they do not understand community needs, concerns, and cultures. This understanding can best be achieved by becoming part of, and being active in, the community. Police executives should encourage officers to engage with their communities in one or more of the following ways:

- Attending civic association meetings
- Participating in neighborhood watches
- Liaising with business owners
- Working with local political leaders

MODEL LEADERSHIP SKILLS

To effectively lead the department and earn officers' respect and response, police executives must "walk the walk," and lead by example. Executives should demonstrate fair and equitable treatment of the public; internally, they should clearly communicate to staff members the agency's expectations and how they relate to decisions regarding transfers, promotions, and discipline.

Setting clear expectations for the department is critical, as it teaches officers the "rules of engagement." Performance expectations need to be consistently communicated and displayed throughout an agency. These expectations may be communicated through organizational goals for carrying out the agency's mission, plans for community engagement, and articulation of crime response strategies.

Likewise, police leadership must model expected behavior in core policing functions, setting expectations for how to respond to calls for service and during traffic stops, how to appropriately interact with community members in various scenarios, and how to proactively address community issues.

The leadership of a police department must be a visible, tireless force in the community—the face of the agency. The chief of police must earn the trust not only of elected officials and members of the agency but also of the community. The chief should be accessible to the public while productively using the chain of command to help solve problems. The chief must lead the agency's efforts in building relationships and partnerships with community leaders and residents, setting the tone for the department's relationship with the community.

CONCLUSION

Retaining qualified, committed officers must be a priority for all police executives seeking to build trustworthy, community-centered agencies. By building an agency that provides career development opportunities to all officers, police executives are more likely to attract ideal candidates dedicated to a lifetime of public service.

> *"Officers should use their discretion when working to connect with community members but should understand that doing so is a mandate from agency leadership."*
>
> — Dwayne Peterson

TIPS FROM THE FIELD:
LEADERSHIP EMBODIED—BLUE COURAGE AND PRACTICAL WISDOM

Michael J. Nila; Barry Schwartz, Dorwin Cartwright Professor of Social Theory and Social Action, Swarthmore College; and Kenneth Sharpe, Blue Courage

A number of agencies are infusing their training with a focus on the "how" of effective policing. Some agencies—including the New York, San Francisco, and Atlanta Police Departments, U.S. Secret Service, and Maricopa County (Arizona) Sheriff's Office—have worked with Blue Courage, an organization that teaches the concepts of "Blue Courage" and "Practical Wisdom."

Training on Blue Courage and Practical Wisdom focuses on "the mindsets and behaviors that cause police agencies and officers trouble, erode community trust, place officers at greater risk, or tarnish the image of policing."* These trainings are considered a continuing educational process that seeks to reinforce culture and leadership, emphasizing the character and nobility expected of modern day police officers.

The Blue Courage training, typically delivered during a two-day workshop, focuses on learning the habits of courage, empathy, good listening, fairness, and patience, as well as the practical wisdom skills to know when and how to integrate these habits as part of the exercise of good discretion every day. Developing leadership skills from a foundation of courage and wisdom requires both training and experience. Ensuring that police agencies encourage practical wisdom and courage requires police chiefs and other police leaders to embody these traits themselves and to model appropriate discretion and decision making. ■

* "Philosophy: Serving and Protecting Those Who Protect and Serve," Blue Courage, accessed December 24, 2015, http://bluecourage.com/wp-content/uploads/2015/10/Blue-Courage-Philosophy_3.pdf?0a4f2f.

Training to Build Trust with Diverse Communities

Contributions by Fae Brooks; Sandra Brown; Kim Dine, Chief of Police, United States Capitol Police; Lorie Fridell; Zachary Ginsburg; Sherman Lee Hopkins, Officer, Camden County, New Jersey, Prosecutor's Office; Marcus Jones, Commander, Montgomery County (Maryland) Police Department; Guillermo Lopez; Vincent Starks, Officer, Homewood (Illinois) Police Department; Lisa Thurau; and Robert Wasserman.

"When police stop individuals for reasons not clear and refuse to explain why, these citizens have their worst fears confirmed: They have no rights and no power and are at risk of the worst possible outcomes."

— Lisa Thurau, Executive Director, Strategies for Youth

WHILE POLICE OFFICERS HAVE ACCESS TO NO SHORTAGE OF TECHNICAL TRAINING OPPORTUNITIES, relatively little training is focused on sensitivity and cultural awareness in spite of the fact that police spend most of their time interacting with citizens. Without an understanding of the unique characteristics of different races, religions, cultures, and ethnicities, officers will lack crucial knowledge and skills that could help them effectively connect with diverse communities and perform other community policing tasks. Training officers so they have a greater, more nuanced knowledge of the people and cultures they serve can prevent contentious incidents between police and community members from occurring, thereby making the community safer and fostering a more positive police-community relationship.

This chapter details key community engagement training content that can be integrated into any agency's training program: specifically community-based academy training, multicultural awareness, de-escalation skills, and bias-free policing.

COMMUNITY-BASED ACADEMY TRAINING

When police recruits graduate from the police academy and step out into the real world, they often find an environment vastly different from that described in their training. In training, police recruits typically encounter colleagues who are helpful and understanding. On patrol, however, police recruits may encounter fellow officers who are reluctant to speak with them, standoffish, and even cynical about their work.

Being in uniform in a congested urban area can seem daunting, particularly for recruits who have little personal experience or academy training in interacting with people from different backgrounds. Their peers and supervisors may have accrued biases over many years on the job and thus may not be as helpful as the academy instructors were. The values implicit in their words or instructions may contradict the values espoused by their trainers or agency leadership, sometimes even insinuating a cynicism for the community in which they police. In addition, problems encountered on the job are not black and white like they were in the academy but rather are filled with complexities that cannot be addressed with textbook responses.

Compounding these problems, police recruits are often unfamiliar with cultural norms in the communities they serve. They may not know what life is like or how people typically behave in certain communities and cultures, as they may have had few previous encounters with people of different races, ethnicities, or religions. This lack of understanding may cause officers to be fearful of what they do not know, which in turn causes them to become closed off to the community around them. When walking in a neighborhood on foot patrol, they may just march through, not really looking at

Timothy Emerick

Los Angeles Police Department officers meet with community members, 2015

TIPS FROM THE FIELD: LESSONS FROM FERGUSON REGARDING OFFICER TRAINING NEEDS

Lisa Thurau, Executive Director, Strategies for Youth

The fatal shooting of Michael Brown and the resulting unrest in Ferguson, Missouri, showed the country what can happen when police are not adequately trained in how to safely and effectively engage with communities of color. The U.S. Department of Justice's review of the Ferguson Police Department found that "years of unlawful and unfair law enforcement practices" by the Ferguson Police Department, as well as insufficient training of police officials, contributed to a breakdown in community trust of the police department, particularly among Ferguson's African-American citizens.*

In many American cities, there exists a tinderbox of resentment and rage built up from disrespectful treatment and harassment by police, especially where force reigns as the primary approach to resolution of conflict.

When police stop individuals for reasons not clear and refuse to explain why, these citizens have their worst fears confirmed: They have no rights and no power and are at risk of the worst possible outcomes. From their point of view, there are no options, no way out, just a demand to accept. This suffocating reality raises individuals' anxiety and fear to extreme levels and heightens their reactivity to authority.

Many people experience these interactions as dignity violations. For people who feel violated by police, their only weapon is argument, and unfortunately, this fuels some officers' need to establish control through use of force and arrest. Police-community interactions are too often a painful dance of asserting authority by demanding submission. There is a reason young men of color feel they have no rights and no power because in many interactions, they don't. There is no reasonable suspicion, no probable cause, just a demand for accountability and submission to authority.

Solutions do exist, however, including those detailed in the training-related recommendations of President Obama's Task Force on 21st Century Policing (some of which can be found throughout this guide).† These recommendations emphasize the importance of including community members in the training process, the need to focus on multicultural and de-escalation skills, issues related to bias-free policing, and the importance of providing ongoing training opportunities throughout an officer's career rather than primarily upon a new officer's entrance into the field. ■

* *Investigation of the Ferguson Police Department* (Washington, DC: Civil Rights Division, 2015), http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf.

† President's Task Force on 21st Century Policing, *Final Report of the President's Task Force on 21st Century Policing* (Washington, DC: Office of Community Oriented Policing Services, 2015), http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf.

Timothy Emerick

Los Angeles Police Department officers meet with community members, 2015

those they pass or engaging in conversation. This can engender distrust among community members, who come to view the police as an occupying army whose presence in their neighborhood is illegitimate and counterproductive to their community's well-being.[6]

Some departments have sought to break the wall between the police academy training and the real world of policing, but more progress is needed. Only by promoting cultural awareness and community relationship building among recruits can police agencies overcome the mistrust prevalent in so many urban, minority, and immigrant neighborhoods, much of which can be traced in some form to a history of actual and perceived discrimination by police. While many academies today stress that discrimination (including racial or ethnic profiling) will not be tolerated, recruits hoping to realize nondiscriminatory practices in the field still face a variety of roadblocks, including

- supervisors or peers who may undermine these lessons;
- limited understanding of implicit bias and its effect on an officer's actions;
- lack of an immersive, community-centric teaching method to assist officers in developing partnerships with their communities.

Steps should be taken to ensure that police recruits are provided with training that exposes them to the realities of working in diverse communities. Rather than focusing on the theoretical, academy training must include practical, community-based components that provide recruits with access to critical community resources and strategies for effectively building trust with community partners. Steps to consider when designing community-based trainings are outlined here.

Step 1. Get recruits out of the classroom and into the community early

One element of community-centered teaching should be getting recruits out into the real world early. Many jurisdictions do not immerse recruits in communities until they have graduated. This is much too late. Recruits should spend time as observers in police units throughout of their academy training and bring the experience of real world complexities and the questions they raise back into the classroom. This will help contextualize discussions about diverse communities so that recruits will feel more comfortable being in a place that might previously have felt unfamiliar to them. If possible, departments should facilitate this observation period through a field-training program in which the field trainers are also part of the academy training. This will ensure that they can provide a link between field training and the classroom.

For community-centered programs to thrive, police need to find reliable partners that represent the neighborhoods in which recruits will work. To do this, departments should develop community partnership programs to identify community leaders, residents, and businesspeople who can join recruits and provide community perspective. Police agencies should focus on engaging community members who represent the voice of the community and who are willing to partner with law enforcement to make their community safer. Both police agencies and community partners must be committed to regular, constructive dialogue.

Step 2. Get the community into the classroom

Police academies should encourage community leaders to become involved not only in presentations and panels but also in the academy's curriculum design. Since the priorities of a police agency should mirror those of the community it serves, departments should make efforts to involve their communities in curriculum planning. Involving the community in this way will help

- demonstrate to new recruits the department's commitment to community priorities;
- emphasize the importance of community policing practices;
- allow new recruits an opportunity to connect policing theory with field experience.

In particular, community leaders should be involved in cultural awareness training—which teaches recruits how to distinguish between unfamiliar cultural norms and suspicious behavior and is described in greater detail later in this section—as well as how to connect with diverse communities. For instance, members of some immigrant communities may not look officers in the eyes when they are speaking with them. While many Americans would assume that they are hiding something, in many cultures, looking someone in the eye may be considered disrespectful, especially when speaking with an authority figure. Understanding cultural factors such as these is essential to understanding and communicating with such communities.

Step 3. Get to the recruits before they are told, "Forget that academy stuff"

New recruits are often cautioned by their more seasoned colleagues that lessons taught in academy training do not work in the real world and that veteran officers—many of whom are years removed from more modern, community-focused policing tactics—should be considered models of good police behavior. Police recruits should be prepared to meet other officers and supervisors whose words or actions might contradict academy training. To address this issue, some academy training has pointed trainees to distinct personality types of peers and supervisors to help recruits understand veteran officers' perspectives. Seasoned officers are often affected by biases accrued on the job, and they may not have had community-oriented policing training commensurate with that of new recruits. Training should thus urge recruits to try to understand why seasoned officers might express particular attitudes that do not seem to conform to training standards on community issues. Providing recruits with this information just before they go into the field allows for better follow-up class discussion regarding the impact of these personality types and can make recruits less vulnerable to being overly influenced by officers and supervisors with problematic perspectives.

Preparing officers to implement community-oriented approaches also requires officers who have led such policing approaches in the past to teach the new generation. Departments should be careful to select instructors who have policed recently and successfully in neighborhoods with large immigrant or diverse populations. These officers command more credibility from their students, and their advice is based on the practicalities of having actually "been there."

CULTURAL AWARENESS TRAINING

Cultural awareness relates to knowing and understanding the many cultures within any community and recognizing the history of police-community relations within that community. Understanding the history between various communities and law enforcement will provide police officers with greater insight on how to address different issues. For example, in the African-American community, a large percentage of men and boys have had exposure to some form of police action, from arrest (their own or a family member's) to being searched on the street or during a traffic stop without even understanding why they were stopped. The way in which those previous encounters unfolded can significantly influence a community's perception of law enforcement and should be recognized by all officers working in communities of color.

All communities have their own cultures and distinct perceptions of law enforcement based on their own experiences and knowledge. Cultural awareness trainings, sometimes called diversity trainings, should make efforts to help officers understand these perceptions and how their actions and words in the community may either perpetuate or defy those beliefs.

TIPS FROM THE FIELD: CULTURAL AWARENESS TRAININGS DO'S AND DON'TS

Fae Brooks, Retired Chief of Police, King County (Washington) Sheriff's Office and Director, National Coalition Building Institute, and Guillermo Lopez, Co-Director, National Coalition Building Institute

Trainings are most successful when they include no more than 40 staff and include mixed levels, ranks, and positions within the agency. Training organizers should consider the following do's and don'ts:

- **Do allocate time for authentic dialogue through which law enforcement can explore their own biases and make individual decisions about what they need to change.**
- **Don't ignore that law enforcement has its own unique culture and that law enforcement officers should be treated as a specific cultural group.**
- **Do coordinate agency-wide trainings (sworn and civilian) on customer service principles that are applicable to law enforcement professionals.**
- **Don't focus too heavily on what officers are doing wrong or readily point out officer mistakes. Highlight success stories whenever possible.**

DE-ESCALATION SKILLS

Developing clear and effective communication skills is critical to a successful policing strategy, particularly in high-stress moments. Teaching de-escalation skills is essential to keeping situations under control while maintaining a positive or constructive interaction. Individuals must see more than shows of force towards them from law enforcement. Officers should not be initiators or agitators but should instead always focus on remaining calm, respectful, and transparent.

Effective de-escalation skills should enable officers to provide citizens with adequate explanations for why they have been stopped by the police. If an officer mistakenly identifies someone as participating in an illegal activity, that officer should quickly apologize and provide a clear explanation as soon as he or she realizes the mistake. Apologizing does not suggest weakness or wrongdoing; rather, it promotes mutual understanding and allows the officer to maintain a professional interaction with the citizens in question.

BIAS-FREE POLICING

The efforts of law enforcement agencies to promote fair and impartial policing need to include training for supervisors in identifying bias—both explicit and implicit—among the officers they supervise.[7] Supervisors need to know when to intervene and take corrective action to enhance an officer's ability to effectively protect and serve the community.

An officer who displays *explicit* biases, such as racist behavior, through his or her behavior on the job must be held accountable. If formal processes will not produce accountability (e.g., there is not sufficient evidence to sustain a complaint), the supervisor should still make it clear to this officer that biased speech and behavior is unacceptable and that continued noncompliance will result in appropriate disciplinary action. The supervisor should document all future, relevant observations to produce a record that could allow for more formal intervention.

While explicit bias is typically overt, even the most well-intentioned officer's behavior can display *implicit* biases, and supervisors must be attentive to this as well. The Office of Community Oriented Policing Services invested in the development of a training program called Fair and Impartial Policing for first-line supervisors.[8] Among other things, the program teaches supervisors how to recognize signs that a subordinate has, for instance, an implicit bias against Black men that leads to treating all African-American men and boys with suspicion or all wealthy individuals are law abiding and honest.

To identify implicit bias in their subordinates, supervisors can observe them in the field or on video, listen to their radio transmissions, and review external and internal complaints made against them. But *proving* an officer's implicit bias can be challenging, as the supervisor will rarely have definitive information indicating bias. Behavior is biased if the officer's *motivation* involves the inappropriate consideration of race or other demographics. Two officers might exhibit the same behavior, but maybe only one officer's is biased.

This challenge has implications for what supervisors can and should do if they suspect biased behavior. The nature of the intervention must recognize that an officer whose behavior is produced by his or her implicit biases will be better served by guidance and not discipline. The intervention should be viewed as a training opportunity where the supervisor presents collected information to the officer and asks what he or she makes of it. There may, in fact, be a bias-free explanation for what the supervisor has observed. If not, the supervisor should convey his or her concern—highlighting how the potentially biased behavior, even if unintentional, could negatively impact the officer's effectiveness.

This will be uncomfortable and difficult, but engaging in challenging tasks is part of the first-line supervisor's job. Sergeants must have the courage to engage in difficult conversations in order to get their subordinates back on track, as doing so will result in a more effective police force and safer communities.

SPOTLIGHT ON: TEAM AWARENESS MULTICULTURAL TRAINING IN MONTGOMERY COUNTY, MARYLAND

Montgomery County, Maryland, is widely known for its racial, ethnic, and religious diversity. The county became a minority-majority community in 2012, with 49 percent of its population Caucasian, and county residents speak nearly 132 different languages. For several years prior to 2006, the Montgomery County Police Department (MCPD) initiated diversity training for its police officers in an attempt to improve upon community relationships and respond to community demands. Initial trainings were met with some resistance and were not necessarily developed with cultural understanding in mind.

After September 11, 2001, the MCPD sought to implement a new multicultural training approach, which began by engaging with employees from diverse backgrounds to develop topics that were relevant to the training. The training was renamed "TEAM Awareness," short for Teaching Educational Awareness on Multicultural Concerns. The concept emphasizes the department's revitalized efforts to better understand the communities they serve.

The objectives of TEAM Awareness training are to

- identify the people the department serves;
- identify their customs, behaviors, and attitudes;
- dispel fear through institutional knowledge and understanding;
- provide insight on different cultures for officer safety;
- improve relations between police and citizens. ■

CONCLUSION

While police agencies may be increasingly turning to community policing to improve all manner of operations within their jurisdictions, they need more concerted and innovative training strategies to ensure that agencies have a rank and file that can support such endeavors. Police training must be comprehensive and continuous: from training recruits on cultural awareness to training patrol officers on effective communication techniques to training supervisors on identifying and responding to bias. Investing in continuous training at all levels of a police department allows for the development of a more skilled, community-centered police force.

TIPS FROM THE FIELD: HOW TO AVOID PROFILING BY PROXY

Bob Stewart, Former Chief, Ormond Beach (Florida) Police Department and former Executive Director, National Organization of Black Law Enforcement Executives; and Lisa Thurau, Executive Director, Strategies for Youth

When an individual calls the police and makes false or ill-informed claims of misconduct about persons they dislike or are biased against—e.g., ethnic and religious minorities, youth, homeless people—police must be careful to avoid "profiling by proxy."

This problem can arise when police officers rely on the emergency dispatcher's recitation of what a biased caller claims has happened rather than making an independent and professional assessment of the caller's claims. Police should professionally and accurately evaluate the facts and risks of each individual case—beyond the legal hearsay of the transmitted complaint. Otherwise, a biased caller's original implications can generate accusatory claims by police and outraged denials of wrongdoing by the accused.

Especially in time-critical situations, this can lead to behavior by all parties that is based on bias-fueled fear and can lead to unjust outcomes. To avoid profiling by proxy, officers as well as dispatchers should undergo antibias training. For officers, this will help them become aware of potential biases or motivations of complainants. Is the caller reporting actual criminal conduct, or do they just not like members of a certain ethnic group hanging out near the local train station? Dispatchers—the gatekeepers of law enforcement response—are often excluded from this training, but their need for it is critical, to ensure that deployed officers are not misdirected by inaccurate and dangerous assumptions.

Antibias training will also help officers become aware of their own biases. For example, when police receive calls or requests about behavior the complainant may dislike but is not illegal—e.g., two men kissing in a park, "too many" black teenagers in the subway station—they face two quandaries. First, they must determine whether to prioritize the needs of the caller or those of the subject of the complaint. Second, police must address their obligation to "fix" the situation by characterizing either the behavior or the caller's reaction as a problem.

When an officer's perception of inappropriate behavior aligns with the caller's, the officer is more likely to meet the needs of the caller—e.g., stop the men in the park from kissing—even in the absence of criminal conduct. In these situations, officers are likely to act on their own bias to address the matter or find a pretext to disperse the persons at issue to serve the caller's agenda. When an officer's perception of behavior differs from that of the caller, however, the officer is more likely to recognize the caller's bias and dismiss the complaint.

The following are three ways police agencies can avoid profiling by proxy:

1. Encourage agency dispatchers to use proven call screening methods when assessing the true nature of the call.
2. Participate in training on bias-free policing to become aware of the possibility of inaccuracies and biases of individual complainants.
3. Ensure the demographic composition of a law enforcement agency reflects the diversity of the community it polices to help ensure that officers are able to read situations accurately and without bias.

Avoiding profiling by proxy requires vigilance by everyone involved in law enforcement. Recent research on bias and its effect on decision making (for overviews of this research, see Staats 2013; Staats 2014; and Staats et al. 2015)* has been illuminating and needs to be shared with police officers and the communities they serve. The lessons learned should be a part of the police-management discussion when exploring ways in which to connect more meaningfully to communities and avoid interactions that disrupt opportunities for developing trust. ■

* C. Staats, *State of the Science: Implicit Bias Review 2013* (Columbus, OH: Kirwan Institute for the Study of Race and Ethnicity, 2013); C. Staats, *State of the Science: Implicit Bias Review 2014* (Columbus, OH: Kirwan Institute for the Study of Race and Ethnicity, 2014); C. Staats et al., *State of the Science: Implicit Bias Review 2015 (*Columbus, OH: Kirwan Institute for the Study of Race and Ethnicity, 2015).

TIPS FROM THE FIELD:
EFFECTIVE COMMUNICATION STRATEGIES FOR BUILDING LOCAL TRUST

Sherman Lee Hopkins, Camden County, New Jersey, Prosecutor's Office

The communication strategies described here can be used by officers working to build or strengthen police-community relations.

- **Be patient.** Officers must recognize that they are often not seen as welcomed outsiders but as an invading force. Many officers get angry or frustrated because of the initial response to their presence at the side of the car, on a street corner, or in someone's living room, and that does not help the situation. True or not, people may feel they have been mistreated by the justice system in the past, and officers must work consistently to show that they will treat people with respect.
- **Keep your cool.** Some officers on motor vehicle stops or at the active scene of a crime lose their patience when faced with resistance from members of the community who are trying to antagonize them. Officers must maintain their composure and remain professional and calm when responding to the scene of a crime or engaging with community members. Again, be fair, but be stern when the situation calls for it.
- **Be knowledgeable.** Ignorance of the law is never an excuse, and this applies to police officers as well. Officers should understand case law and be able to calmly explain the law to people they encounter.
- **Be alert.** In the age of technology, officers should assume that their words and actions are always being recorded either by body cameras, by surveillance cameras, or by members of the public. Although most officers know this, many continue to act as if no one will see them. Community members typically regard video footage as an unbiased account of what happens, and officers must recognize this and use these opportunities to model best practices in policing. As long as an officer remains calm and professional and is doing his or her job correctly, video and audio recordings will only serve to exonerate, not condemn, an officer.
- **Know your community.** Officers who patrol communities composed of individuals who differ from them by race, color, creed, nationality, etc. must be willing to learn the culture of that particular community. Police officers are not soldiers and should not act as an occupying force. Officers must develop a rapport with their community in order to effectively carry out their duties. ■

Final Thoughts

While moving from a theoretical understanding to a practical application of community policing may be challenging, it is in the application of these principles that a police agency can truly see the benefits of this philosophy. By tracking diversity goals and providing officers with the training and career development opportunities to advance their careers, police executives can work to build agencies that embody community policing principles.

Contributors' Biographies

Contributors' titles may have changed since this series was prepared.

Marc Amon is the Personnel and Training Sergeant for the Oxnard (California) Police Department. He is a Filipino American and started his career in law enforcement in 1996. Amon grew up in Oxnard and, like many of the local Filipino families in his area, his parents immigrated to America via service in the U.S. Navy.

Dwight Bower serves as a management analyst with Fairfax County (Virginia) Police Department's Planning and Research Bureau in the Office of the Chief. He is a contributing member of the Major Cities Chiefs' Human Resources Committee. In addition to 14 years with the Fairfax County Police Department, he has served eight years with the Department of Maryland State Police as an Employee Selection Specialist and Personnel Administrator and nearly five years with Fairfax County's Department of Human Resources, developing and validating public safety promotional examinations.

Theron Bowman, PhD, is the Deputy City Manager/Director of Public Safety in Arlington, Texas. He has more than 30 years of experience in law enforcement, including serving as the Chief of the Arlington Police Department for nearly 14 years. During that time, he also served as an International Association of Chiefs of Police Executive Committee Member and Commissioner with the Commission on Accreditation of Law Enforcement Agency. A graduate of the FBI National Academy and the National Executive Institute, Bowman has a doctorate in urban and public administration.

Fae Brooks is the director of the National Coalition Building Institute. She retired after 26 years of service as Chief of the Criminal Investigations Division with the King County (Washington) Sheriff's Office, where she focused on building police-community relationships. She has served as a policy advisor to the mayor of the City of Seattle and trained police and community members in 14 states and in London, England, on policing for safer communities and customer service.

Lee P. Brown, PhD, is the author of *Policing in the 21st Century: Community Policing* (2012). He has had a nearly four-decade career in public service dedicated to law enforcement, holding various positions including Commissioner of Public Safety (Atlanta, Georgia); Chief of Police (Houston, Texas); and Commissioner of Police (New York City). In addition, he served as Director of the White House Office of National Drug Control Policy in President Bill Clinton's Cabinet from 1993–1996 and as mayor of the City of Houston from 1998–2004. Brown is the former president of the International Association of Chiefs of Police and a founder of the National Organization of Law Enforcement Executives and the Police Executive Research Forum.

Sandra Brown is the principle trainer for the Fair and Impartial Policing program. She is a retired lieutenant from the Palo Alto (California) Police Department. In her 24 years of service, she managed the professional standards division and the internal affairs team and was the department spokesperson. She enjoys the opportunity to share the science of human bias with police agencies throughout the United States and Canada.

Charlane Brown-Wyands is an attorney, consultant, and Associate Chairman of Criminal Justice at Berkeley College. She is a retired New York City Police Deputy Inspector, former commander of the NYPD Youth Services Unit, and former captain of the NYPD Community Affairs Unit. She has extensive experience in patrol, investigations, training, personnel matters, assessment centers and police-community relations.

Laila Cristobal is a sergeant with the Passaic (New Jersey) Police Department's Juvenile Bureau, where she has served since 2000. Between 2003 and 2009, Cristobal worked in Passaic's Major Crimes Unit as a Detective for Adult Cases. She graduated in 1996 with a bachelor's degree in business.

Kim C. Dine is the Chief of the United States Capitol Police. He started his police career in 1975 with the Metropolitan Police Department in Washington, D.C., where he spent 27 years and rose through the ranks to Assistant Chief of Police. He led the Frederick (Maryland) Police Department for more than 10 years, where he devised and implemented numerous community policing, bridge building, and intelligence-led policing strategies resulting in strong community-police relations that helped significantly to increase trust with the community and reduce crime.

Lorie Fridell, PhD, is the director of the science-based Fair and Impartial Policing training program and faculty in the department of criminology at the University of South Florida. She is a former director of research at the Police Executive Research Forum.

Zachary Ginsburg is a Staff Associate at the Strategic Policy Partnership, LLC, an organization that assists police and government in addressing the challenges of policing and strengthening relationships and partnerships with the communities they serve.

Sherman (Lee) Hopkins, Jr., MSCJ, is a detective in the homicide unit of the Camden County, New Jersey, Prosecutor's Office. Hopkins previous worked as a patrol officer, community policing officer, and investigator with the Logan Township (New Jersey) Police Department.

Marcus Jones is a commander of the Montgomery County (Maryland) 3rd District Police Station in Silver Spring and a 29-year veteran of the department. Jones helped create an award-winning diversity training program, which he has presented to all sworn and civilian police department personnel and to all new academy classes. He is a former National Chairman of the National Black Police Association, which assists in bridging the gap between communities of color and police departments, and currently serves on the board of directors for the National Law Enforcement Memorial Fund, the Task Force on Mentoring for Montgomery County, and the Thin Blue Line Bike Ride.

Dennis Lam retired from the Madison (New Jersey) Police Department in November 2014 after 24 years of service. During his time with the Madison Police Department, he rose through the ranks as patrolman, detective, sergeant, detective sergeant, lieutenant and detective lieutenant. Lam has attended various leadership schools, including the New Jersey State Chiefs of Police West Point Leadership and Command School, and is a Certified Public Manager

Guillermo Lopez is the Co-Director of the law enforcement division for the National Coalition Building Institute. Lopez has trained and consulted on diversity and organizational development for more than 20 universities in 14 different states and on two different continents. He has coordinated Cops & Community Training programs aimed at strengthening police-community relations in Pennsylvania communities including Chester, Easton, Harrisburg, and Norristown.

Joseph Luistro is a patrol officer with the Edison (New Jersey) Police Department and President of the New Jersey Asian American Law Enforcement Officers Association. Luistro has more than 22 years of law enforcement experience, starting his career with the Rutgers University Police Department–New Brunswick Division in 1993 and joining the Edison Police Department (New Jersey) in 1999. Luistro previously served as Vice President of the National Asian Peace Officers Association and is an active member of Public Safety United.

Robert May retired in 2011 as a detective with the Port Authority of New York and New Jersey Police Department after 31 years of service. May has been recognized by the New Jersey State Legislature, American Red Cross, and various municipalities for his community engagement work within New Jersey and New York. He is the founder and president emeritus of the New Jersey Asian American Law Enforcement Officers Association and remains actively involved with police-community engagement initiatives in his community.

Michael Nila is the founder and Managing Partner of Blue Courage, a leadership development organization dedicated to enhancing the capacity of law enforcement professionals. He holds a master of business administration and a bachelor's degree in criminal justice management. Nila served in law enforcement for 29 years and retired as a police commander with the Aurora (Illinois) Police Department. Nila refers to the policing profession as his vocation and believes that policing is the noblest of professions.

Samantha Oh is an investigator with the Bureau of Criminal Investigation's Detective Bureau for the Bergen (New Jersey) County Sheriff's Office, where she has worked since 2012. Oh graduated from the Atlantic County Police Academy as an Alternate Route Candidate in 2010 and began her career with the Bergen County Sheriff's Office in the courts, followed by the Homeland Security Unit. Oh holds a bachelor's degree in biology from Boston College and is the first and currently the only Korean-American female officer in Bergen County.

Christopher W. Ortiz, PhD, serves as deputy chief of the Glen Cove (New York) Police Department and as a criminal justice lecturer at the New York Institute of Technology.

TJ Patel serves as a detective with the Piscataway (New Jersey) Police Department, where he has served since 2011. In this role, Patel conducts criminal investigations in narcotics, prostitution, and illegal gun activity. Patel has been an active member of the New Jersey Asian American Law Enforcement Officers Association since 2011.

Dwayne Preston is the Deputy Chief of the Bowie (Maryland) Police Department, a role he has held since January 2012. Prior to joining the Bowie Police Department, Preston served as Deputy Chief of Police, Bureau of Administration for the Prince George's County (Maryland) Police Department, where he served in various capacities for 21 years.

Barry Schwartz is the Dorwin Cartwright Professor of Social Theory and Social Action at Swarthmore College in Pennsylvania, specializing in psychology and economics. Schwartz is the co-author of *Practical Wisdom: The Right Way to Do the Right Thing* and the author of the New York Times best-seller *The Paradox of Choice: Why More Is Less*. Schwartz is a frequent lecturer at leading business and idea conferences around the world.

Kenneth Sharpe is the William R. Kenan, Jr., Professor of Political Science at Swarthmore College in Pennsylvania, specializing in ethics, public policy, foreign affairs, and Latin American politics. Sharpe is the co-author of *Practical Wisdom: The Right Way to Do the Right Thing* and *Drug War Politics: The Politics of Denial*. He lectures frequently on ethics, public policy, and practical wisdom.

Vincent Starks is a training officer for the Homewood (Illinois) Police Department and has served in law enforcement for more than 23 years. He is also an adjunct professor of criminal justice ethics at Governors State University. Starks has a bachelor's degree in law enforcement management from Calumet College St. Joseph and a master of public administration degree from Governors State University. Starks is currently a doctoral candidate in business administration at North Central University and is a member of Alpha Phi Sigma National Criminal Justice honor society.

Bob Stewart began his law enforcement career in the Washington, DC Metropolitan Police Department, retiring in 1991. A graduate of Howard University and the FBI National Academy, Stewart has served as the training director for the Louisville Metro Police Department, the interim public safety director at Rutgers-Newark University, and the interim police director in Camden, N.J. From 1997 to 2001, he served as the Executive Director of the National Organization of Black Law Enforcement Executives (NOBLE). He is currently serving on the team monitoring a federal consent decree in the U.S. Virgin Islands.

Glenn Sylvester is the president of the Filipino-American Law Enforcement Officers Association. In 2011 Sylvester retired as sergeant and inspector with the San Francisco Police Department after 32 years of service.

Lisa Thurau is the founder of Strategies for Youth, a national policy and training organization dedicated to improving police-youth interactions and reducing disproportionate minority police contact. Prior to her work with Strategies for Youth, Thurau first served as public policy specialist and then Managing Director of the Juvenile Justice Center at Suffolk University Law School. She received her bachelor's and master's degrees in anthropology respectively from Barnard College and Columbia University, and holds a law degree from Benjamin N. Cardozo School of Law of Yeshiva University.

Sheryl D. Victorian, PhD, is a lieutenant with the Special Victims Division of the Houston (Texas) Police Department. A 22-year veteran of the department, Victorian is also an adjunct professor in the Barbara Jordan-Mickey Leland School of Public Affairs at Texas Southern University.

Mark Villasenor is a sergeant with the University of Pittsburgh Police Department. Villasenor has a bachelor's degree in sociology and a master's degree in health services administration. He has held various roles throughout his law enforcement career, including patrol officer, detective, detective sergeant, and Special Emergency Response Team operator. He is a member of the Filipino-American Law Enforcement Officers Association and a graduate of the FBI Command School.

Robert Wasserman is the chairman of the Strategic Policy Partnership, LLC, an organization that assists police and government in addressing the challenges of policing and strengthening relationships and partnerships with the communities they serve. Wasserman previously held various roles in law enforcement, including commissioner and deputy commissioner for the United Nations International Police Task Force in Bosnia-Herzegovina and chief of staff for the Houston (Texas) Police Department.

User Guide

Chapter	Page number	Patrol	Patrol supervisor	Juvenile operations	Crime prevention and community involvement	Recruitment	Victim/wellness assistance	Policy development (specific policy implications) and enforcement	Agency leadership	Public information and media relations
Integrating Community Policing	5		x		x			x	x	x
Diversifying Law Enforcement Agencies	15		x			x		x	x	
Valuing Community Policing Principles in Career Development	31	x	x			x		x	x	
Training to Build Trust with Diverse Communities	37		x	x	x	x	x	x	x	

About Vera

The **Vera Institute of Justice (Vera)** is an independent, nonpartisan, nonprofit center for justice policy and practice with offices in New York City; Washington, D.C.; New Orleans; and Los Angeles. Vera's research, projects, and reform initiatives, typically conducted in partnership with local, state, or national officials, are located across the United States. For additional information, visit **www.vera.org**.

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, territorial, and tribal law enforcement agencies through information and grant resources.

Community policing begins with a commitment to building trust and mutual respect between police and communities. It supports public safety by encouraging all stakeholders to work together to address our nation's crime challenges. When police and communities collaborate, they more effectively address underlying issues, change negative behavioral patterns, and allocate resources.

Rather than simply responding to crime, community policing focuses on preventing it through strategic problem solving approaches based on collaboration. The COPS Office awards grants to hire community police and support the development and testing of innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders, as well as all levels of law enforcement.

Another source of COPS Office assistance is the Collaborative Reform Initiative for Technical Assistance (CRI-TA). Developed to advance community policing and ensure constitutional practices, CRI-TA is an independent, objective process for organizational transformation. It provides recommendations based on expert analysis of policies, practices, training, tactics, and accountability methods related to issues of concern.

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 the hiring of approximately 127,000 additional officers by more than 13,000 of the nation's 18,000 law enforcement agencies in both small and large jurisdictions.

- 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 eight million topic-specific publications, training curricula, white papers, and resource CDs.
- The COPS Office also sponsors conferences, roundtables, and other forums focused on issues critical to law enforcement.

The COPS Office information resources, covering a wide range of community policing topics—from school and campus safety to gang violence—can be downloaded at **www.cops.usdoj.gov**. This website is also the grant application portal, providing access to online application forms.

Endnotes

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4. Gayle Fisher-Stewart, *Community Policing Explained: A Guide for Local Governments*. (Washington, DC: Office of Community Oriented Policing Services, 2007), http://ric-zai-inc.com/Publications/cops-p136-pub.pdf.

5. For more on the history of law enforcement in the United States, please see Roy Alston et al., "Acknowledging Our History," in *How to Increase Cultural Understanding, Police Perspectives: Building Trust in A Diverse Nation*, no. 1, ed. Caitlin Gokey and Susan Shah (Washington, DC: Office of Community Oriented Policing Services, 2016).

6. For more on the relationship between legitimacy and police efficacy, please see Tracy L. Meares, "The Legitimacy of Police among Young African-American Men," Yale Law School *Faculty Scholarship Series* 528 (2009), http://digitalcommons.law.yale.edu/fss_papers/528/.

7. For additional information on bias-free policing, please see Lorie Fridell et al., *Racially Biased Policing: A Principled Response* (Washington, DC: Office of Community Oriented Policing Services, 2005), http://ric-zai-inc.com/Publications/cops-w0172-pub.pdf.

8. For more information on the Fair and Impartial Policing Training, please see "Ethics and Integrity Training," Office of Community Oriented Policing Services, accessed December 17, 2015, http://www.cops.usdoj.gov/Default.asp?Item=2618.

Recognizing the vital importance of trust to community cooperation, public safety, and national security, the Vera Institute worked with the Office of Community Oriented Policing Services (COPS Office) to research and write this three-part series, which provides practical, field-informed guidance for creating positive, productive relations with all members of our multi-racial, multi-ethnic American population.

This guide is a resource for agency leaders who want to build trust with the diverse communities they serve by adopting community policing practices and transforming their organizations. It provides practical strategies for diversifying their workforce, implementing and promoting community policing principles, and training officers in bias-free, culturally aware policing.

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 on COPS Office programs, call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at **www.cops.usdoj.gov**.

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e121503735
Published 2016