Police Executive Leadership Series

Discussions on the President's Task Force on 21st Century Policing

How police agencies are using the report, how police agencies are implementing the recommendations, police agencies' reactions to the recommendations, and the value of understanding historical context

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Letter from the Director of the COPS Office

Dear colleagues,

In December of 2014, President Obama issued an Executive Order creating a President's Task Force on 21st Century Policing "to identify the best means to provide an effective partnership between law enforcement and local communities that reduces crime and increases trust." This task force listened to and read testimony from hundreds of witnesses and from that unanimously developed nearly 60 recommendations to pave the path toward the administration's two-part goal: crime reduction and building trust between law enforcement and the communities they serve.

The President also made it clear that he wanted the recommendations to be realistic and tenable, and I am pleased to report that since the *Final Report of the President's Task Force on 21st Century Policing* was published in May 2015, there has been significant progress in implementing its recommendations. Police agencies across the nation are reviewing policies and procedures in recruitment, training, community policing, and technology. Communities and agencies together are working to calibrate their expectations of law enforcement in our American democracy with the report standing as both a benchmark and a road map for change.

One important key to this successful implementation of the recommendations has been the support and partnership of national law enforcement organizations like the Major Cities Chiefs Association (MCCA). They have taken a leading role in advancing the professional discussion of the report and supporting implementation at the local level with meaningful models for change.

To discuss challenges ahead, share ideas, and explore new ways forward, MCCA partnered with the COPS Office and organized three Police Executive Leadership Series meetings that brought law enforcement leaders and task force members together to discuss the changes they have seen as well as those they hope to see. It is these meetings that are captured in this publication.

I encourage not only law enforcement leaders but also local government leaders and other stakeholders to read this report, and I hope it inspires even further implementation at the local level. The excellent suggestions for adopting the task force report's recommendations and the descriptions of innovative programs and lessons learned can be of great value to all law enforcement agencies and their communities.

Sincerely,

Ronald L. Davis
Director
Office of Community Oriented Policing Services

Letter from the Executive Director of the MCCA

Dear colleagues and members of the community,

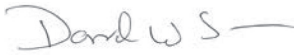
The primary goal of the United States' police leaders is to foster safe communities, where people don't have to worry about their safety and where they know that the police are there to help them. While a certain component of successful policing will always require finding and arresting people who are breaking the law and endangering our safety, police leaders primarily want to accomplish their goals through positive and collaborative relationships with their communities—the true marker of community policing. At the forefront of everything a police officer will ever do is a commitment to follow the constitution and the laws of the United States. Nothing less is acceptable.

Communities also have the same goal of creating safe environments free from crime and threats, and they want police to accomplish this while at the same time respecting civil rights and civil liberties. Communities also want to have a voice in the policing process, and they want to feel that their input is respected and incorporated into policing practices. To achieve this common goal of creating safe communities, police and communities need each other. Police need the support and input from their communities, and communities require the protection of the police. There are some communities where this connection between police and communities has broken down. Restoring this connection and restoring trust in one another is the challenge communities and their police agencies face today.

Every major city police chief in United States is considering how the recommendations of the President's Task Force on 21st Century Policing impact their agencies, and they are directing their agencies to see where they can improve on what they already do or where they need to think about doing things differently. This examination includes acknowledging past and ongoing mistakes and holding our agencies and our officers accountable. Police officers fulfill an honorable role in our communities that often puts them in harm's way, so they also need to be acknowledged for the good work they do that is the hallmark of the majority of officers. They are proud to be guardians of their community, and they too are looking for ways to better connect with their communities.

Thanks to the support of the COPS Office, this Police Executive Leadership Series project provided the opportunity for police leaders to share lessons learned on how to work toward implementing the recommendations of the task force. While there are difficult discussions that need to be had between police agencies and their communities, we know this is just a start. We know we must work together to find common ground and move towards a common vision. Major cities police chiefs look forward to continuing to be a part of that dialogue and continuing to serve and protect our communities.

Thank you,



Darrel Stephens
Executive Director
Major Cities Chiefs Association

Acknowledgements

The Major Cities Chiefs Association (MCCA) would like to extend a special thank you to the three police chiefs and their agencies that hosted each of the Police Executive Leadership Series meetings.

- Chief Steve Anderson, Nashville (Tennessee) Police Department
- Chief Will Johnson, Arlington (Texas) Police Department
- Chief Roberto A. Villaseñor, Tucson (Arizona) Police Department

Executive Summary

The Major Cities Chiefs Association (MCCA) Police Executive Leadership Series involved three round table sessions hosted in Nashville, Tennessee; Arlington, Texas; and Tucson, Arizona, with attendees that included police executives representing major city police agencies from around the country. In addition, police agencies neighboring the host cities were included in the sessions to address the recommendations of the President's Task Force on 21st Century Policing as a whole community and represent different approaches that may work better for different types of agencies. The sessions provided an opportunity for the participants to take the work of the *Final Report of the President's Task Force on 21st Century Policing* and continue to build on it to improve policing and to share what they are doing to implement the task force recommendations in their departments.

Each of the three round table discussions was structured in a similar manner. Participants were provided background on the President's Task Force members and the process they used to complete their work.

The discussions focused on eight recommendations selected for the round table because of the challenges associated with their implementation. Five of the eight recommendations selected were discussed at all of the meetings. The other three recommendations were different at each meeting, so a total of 14 task force recommendations were a part of the discussions.

The participants in each session related many of the same experiences and examples. The sentiments, challenges, and successes shared among participants provide a singular opportunity to develop solutions that can apply nationwide while still allowing agencies to tailor approaches to meet their own needs.

The executive sessions were very productive because they helped to demonstrate that agencies have already implemented a lot of the task force recommendations or they are looking to improve upon what they are already doing based on best practices they are learning from other agencies. The sessions also provided an opportunity for an exchange of ideas on how to approach

Patricia Williams

A speaker addresses attendees at one of the sessions

recommendations that still need to be implemented, especially where challenges are expected. A summary of the takeaways from each pillar is highlighted here.

Pillar One—Building Trust and Legitimacy. Agencies are working to make sure the guardian mindset and procedural justice are incorporated through all aspects of the organization, including recruitment, promotions, training, officer accountability and discipline, and mission and values. Acknowledgment of past injustices can open communications with communities and create the opportunity for agencies to explain how they are making sure such injustices will not happen again. Agencies are working to publicly release policies, incident information, and agency statistics to increase the transparency of police operations and foster communications that will be the basis for developing trusting relationships.

Pillar Two—Policy and Oversight. Agencies are establishing meaningful avenues for incorporating public input into police practices, especially for those policies that are of greatest interest to the public. As a good practice and in response to interest from the public, many agencies have already incorporated aspects of the task force recommendation that call for independent investigation and prosecution of officer-involved shootings and use of force incidents (action item 2.2.2).[1] The different structures of justice systems in different jurisdictions require a variety of approaches; the formation of partnerships with state police or other jurisdictions and the implementation of investigative task forces are the most common solutions. In regard to the recommendation for incorporating civilian oversight, some departments already have some form of civilian oversight (recommendation 2.8).[2] Agencies acknowledged they had reservations about this oversight recommendation, but they were looking to find ways to be responsive to the strong sentiment from some community members and civil rights groups that civilian oversight would improve community confidence. Agencies also want to be able to conduct nonpunitive peer review of critical incidents as a way to continue to improve but are concerned about liability and feel it is important to seek protections similar to those afforded to the medical profession.

Pillar Three—Technology and Social Media. Social media has become a valuable tool for agencies to communicate with the public and to increase transparency. Particularly during critical incidents, agencies are using social media to provide the public with the most accurate and up-to-date information. It has also become an avenue for agencies to share stories of positive police activities. Body-worn cameras are the technology tool that most agencies are currently in the process of implementing to increase accountability and transparency. Policies have been developed to guide the use of these cameras, but they are a work in progress as best practices are developed with increased use.

Pillar Four—Community Policing and Crime Reduction. Community policing and crime reduction are not mutually exclusive efforts, and agencies are looking for ways to focus on their core mission of working with the community to increase public safety. Departments are creating ways to increase engagement with the public and to give communities the opportunity to increase participation in public safety and their understanding of policing. In agencies' efforts to increase engagement and communication with youth, they have found that young audiences have a high level of enthusiasm for finding and proposing solutions to problems. Agencies are also looking for ways to increase the quality of the services they provide.

Pillar Five—Training and Education. Training and education relate to all aspects of the task force recommendations and policing. Agencies are increasing the use of real-life scenarios in training to better prepare officers for situations that will require their judgment. Agencies are also considering ways to increase community involvement in training environments, especially for new hires, to help foster the development of community relationships from day one. Ultimately, training and trainers need to exemplify the core values of the agency and need to stay current with new policy developments and lessons learned from the field. Leadership training also needs to be provided across the organization to prepare all members to be leaders in their individual roles.

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1. 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), 21, http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf.

2. Ibid., 26.

Pillar Six—Officer Wellness and Safety. Developing a trusting and collaborative relationship with communities will improve officer safety. Given the inherent and increasing stresses of policing, agencies also need to consider ways to physically and psychologically support their officers. Providing for officer safety requires a conscious investment. Participants suggested many different avenues for promoting safety and wellness, including psychological services, fitness programs, regular medical examinations, a mandatory seat belt and vest policy, and driving training. Others suggested that the emphasis on procedural justice ends up improving officer safety when it results in more positive interactions with communities.

Many of the session participants emphasized the importance of police following through and taking a leadership role to implement the task force recommendations. All of the chiefs understood that they need to be able to tell their communities what they are doing to prevent negative outcomes and establish and maintain the core values of their agencies. One participant said he feels a burning sense of urgency to address the task force recommendations and that police need to move quickly on these issues. The Police Executive Leadership Series contributed to meeting that need and accomplished its goal of pushing forward the recommendations to continue to improve policing.

Background

President's Task Force on 21st Century Policing

On December 18, 2014, President Barack Obama signed an Executive Order establishing the President's Task Force on 21st Century Policing.[3] He asked the task force to develop recommendations to promote strong and collaborative relationships between police and the communities they serve while still promoting effective crime reduction. The task force members reached a consensus in the development of every one of the 59 recommendations and 92 action items. Forty-one percent of the recommendations are directed at the Federal Government to encourage support for state and local police implementation.

The task force was diverse. Members brought different perspectives to the issues, which required significant give and take but strengthened their final recommendations. As the work of the task force progressed, members learned from one another and from both written and oral testimony presented at listening sessions. Their recommendations reflect that learning in the sense that as a group they pushed the envelope further in some areas and not quite as far as they might have when acting as individuals. Their work reflects the development of a level of mutual respect for one another.

The task force framed its work around six pillars that addressed many of the issues facing policing in the United States today. The first two pillars (Pillar One: Building Trust and Legitimacy and Pillar Two: Policy and Oversight) provide a foundation for the other pillars and the task force work. The third pillar addressed the use of technology as a tool to improve efficiency and effectiveness of policing while enhancing community engagement. The fourth pillar emphasizes the importance of engaging the community in problem-solving partnerships and crime reduction initiatives. The fifth pillar stressed the importance of a continuous cycle of learning throughout an officer's career and, like the other pillars, recommended community engagement. The final pillar in the task force report addresses the importance of making officers' physical and psychological well-being a high priority.

SIX PILLARS OF PRESIDENT'S TASK FORCE

Pillar One—Building Trust and Legitimacy

Pillar Two—Policy and Oversight

Pillar Three—Technology and Social Media

Pillar Four—Community Policing and Crime Reduction

Pillar Five—Training and Education

Pillar Six—Officer Wellness and Safety

The task force accomplished a tremendous amount of work in a short period of time. There were eight listening sessions hosted throughout the country with more than 120 witnesses testifying during the sessions. The listening sessions and public conversations held throughout the country involved a diverse group of people, which allowed the group to gather perspectives from members of the community as well as those in law enforcement. Each listening session focused on one of the pillars and included a panel on the future of policing. The diversity of those that testified during the listening sessions is a model for conversations that should continue to take place.

The task force submitted an initial report to the President on March 2, 2015, and released the final report on May 18, 2015.

The task force report is meant to be a guide for improving policing in the United States. The Office of Community Oriented Policing Services (COPS Office) has resources it will continue to make available to law enforcement to support implementation of the task force recommendations. The COPS Office has produced the *President's Task Force on 21st Century Policing Implementation Guide* to assist communities

3. Exec. Order No. 13,684, 79 Fed. Reg. 246 (Dec. 23, 2014), https://www.gpo.gov/fdsys/pkg/FR-2014-12-23/pdf/2014-30195.pdf.

with implementation of the recommendations.[4] It has also created a web page that provides implementation resources and includes a map providing examples of how communities are addressing the recommendations.[5]

Major Cities Chiefs Association Police Executive Leadership Series

The MCCA Police Executive Leadership Series was made possible through a cooperative agreement with the COPS Office with the goal of encouraging police agencies around the country to examine the task force recommendations and identify how they will implement them in their departments. The sessions provided an opportunity for the participants to continue to build on the work of the task force to improve policing.

Each of the three round table discussions was structured in a similar manner. Participants were provided background on the President's Task Force members and the process they used to complete their work. The discussions focused on eight recommendations selected for the round tables because of the challenges associated with their implementation. Five of the eight recommendations selected were discussed at all of the meetings. The other three recommendations were different at each meeting, so a total of 14 task force recommendations were a part of the discussions.

Two task force members and three task force support staff participated in the MCCA Police Executive Leadership Series and were able to provide background on the deliberations and the development of the recommendations. Task force members and staff who attended the leadership series meetings included the following:

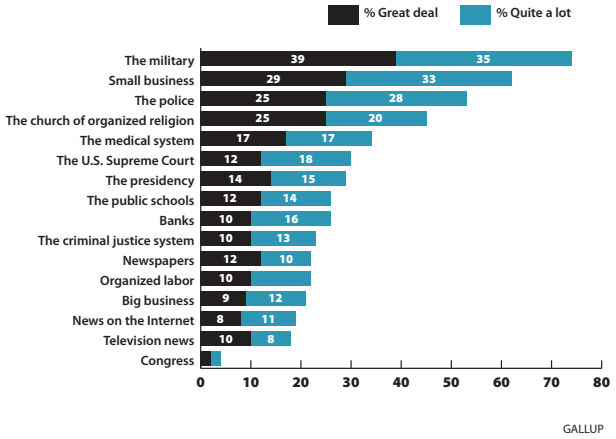
- Commissioner Charles Ramsey, Philadelphia Police Department, co-chair of the President's Task Force on 21st Century Policing

4. *President's Task Force on 21st Century Policing Implementation Guide: Moving from Recommendations to Action* (Washington, DC: Office of Community Oriented Policing Services, 2015), http://www.cops.usdoj.gov/pdf/taskforce/Implementation_Guide.pdf.

5. "President's Task Force," Office of Community Oriented Policing Services, accessed June 13, 2016, http://www.cops.usdoj.gov/policingtaskforce.

Figure 1. Gallup poll on confidence in institutions.

I am going to read you a list of institutions in American society. Please tell me how much confidence you, yourself, have in each one — a great deal, quite a lot, some or very little?



Source: Adapted from "Confidence in Institutions" (see note 6).

- Chief Roberto A. Villaseñor, Tucson Police Department, task force member
- Ronald L. Davis, Director of the Office of Community Oriented Policing Services, task force executive director
- Melanca Clark, Chief of Staff of the Office of Community Oriented Policing Services, task force chief of staff
- Darrel Stephens, Executive Director of the Major Cities Chiefs Association, task force technical advisor

The discussion of the task force recommendations in pillar one in all of the sessions was preceded by a presentation of aggregated data from a recent Gallup poll[6] (see figure 1) to provide perspective on the level of public confidence in policing. Generally, the polls show that the public has a higher level of trust in their local police than in police nationally. This helped demonstrate that law enforcement needs to address issues on a national level; work at the local level is not enough. The polls also provided valuable insights for law enforcement because they distinguish public confidence in the police from public confidence in the criminal justice system. The poll results were also revealed that minorities and

6. "Confidence in Institutions," Gallup, June 5–8, 2014.

young people have a very different view from White people and older people. With this information to frame the discussion, the attendees talked about some of the challenges and difficulties they are facing and what they are doing and plan to do to implement the recommendations in this first pillar.

Before the groups addressed the specific recommendations, the participants were asked to share the steps their agencies are taking to implement the task force recommendations. Once the round table report-outs were completed, the group then delved into discussions on a specific set of the task force recommendations.

HISTORICAL IMPACTS: NASHVILLE LIBRARY'S CIVIL RIGHTS ROOM TOUR

During the Nashville, Tennessee, session, the attendees were treated to a special tour of the Nashville Library's Civil Rights Room. The room was specially designed to foster reflection and discussion. Many attendees sat around a circular seating area that was meant to mimic the feeling of the lunch counters found in Nashville in the 1960s. From those seats it was easy to glance around the room to examine the pictures that circled the room documenting many of the civil rights events that took place in and around Nashville. At the front of the room, etched in glass, is a memorable and relevant quote from Dr. Martin Luther King, Jr.:

"I came to Nashville not to bring inspiration but to gain inspiration from the great movement that has taken place in this community."

Jeffrey Blackwell

Andrea Blackman speaks to Nashville, Tennessee, attendees at the Nashville Library Civil Rights Room, June 16, 2015

The library director, Kent Oliver, welcomed the attendees to the room and introduced Andrea Blackman, who oversees the Civil Rights Room, to share information about the room and its significance. The room design is meant to highlight Nashville's soul. It tells the story of the civil rights movement and houses the library's civil rights collection, including oral history recordings. She explained most people will look at the pictures around the room and assume that one thing is happening, but until they listen to the oral recordings they really do not know what took place nor can they understand the perspectives of the participants. She said that Nashville has always wanted to be a "civil" city, and even in the wake of many recent national events the dialogue is continuing. The civil rights room is a place for the community to feel comfortable discussing these issues.

The Nashville Metropolitan Police Department has partnered with the library to provide training to new recruits. Captain Keith Stephens, Director of Training, talked to the group about how this training helps recruits to learn about the history of civil rights, which helps to set them on the right path in their jobs from day one. They get the message that all are equals and that the department will stand for nothing less than treating everyone as equals. Many issues can be improved if human dignity is prioritized. The training helps new officers to understand that some people in the community have been mistreated, and that may influence their interactions with the police.

Nashville Police Chief Steve Anderson closed out the session by expressing to the group that they are the police and the public looks at them that way, no matter when and no matter where. Police have the responsibility to make a difference, and they need to look at things from that perspective.

How Agencies Are Using the Final Report of the President's Task Force on 21st Century Policing

Many agencies agreed that the task force report is clearly a living document that was intended to be used. They said they are taking the task force report as an opportunity to examine their agency practices to see how many of the recommendations they are currently practicing; most agencies reported they are already doing many of the things recommended but there is still opportunity to improve based on additional information in the report. Some agencies are examining the report as part of an overall policy review.

Agencies are also finding that the report is helpful in starting conversations with their elected leaders, their command staff, their officers, and the community. Some agencies have distributed or are planning to distribute the report to their entire staff.

As a part of a formal review of the report some agencies have created a matrix to track which recommendations they have fulfilled, which recommendations they need to address, and which ones they are already fulfilling but want to improve upon. Agencies are finding that if they make specific individuals responsible for particular recommendations they do not fall through the cracks. Some agencies are also creating a matrix that aligns the task force recommendations with other other U.S. Department of Justice (DOJ) initiatives such as collaborative reform reports or consent decrees. They are also identifying which policies will need updating as adjustments are made and tracking the changes as they are fulfilled because there are many interrelated aspects of these updates. Participants said they are making good progress implementing recommendations that were not already addressed.

Patricia Williams

Attendees listen to a speaker at one of the sessions

Report Recommendations

Pillar One—Building Trust and Legitimacy

Promoting trust and ensuring legitimacy through procedural justice, transparency, accountability, and honest recognition of past and present obstacles.

Recommendation 1.1.

Law enforcement culture should embrace a guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs' departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens[7] they serve.

Embracing a guardian mindset

Participants agreed that policing by its very nature is about being guardians who serve and protect. However, some aspects of police agencies, like recruiting videos that include military-like equipment and terminology related to war, do not convey the guardian mindset. The warrior ideas may be coming from police academies that are overly militaristic. Some recruiting materials focus on helicopters, K-9 units, drug takedowns, and other more violent images that are not typical police activities. Participants said they did not think the majority of police think about their job in this way.

Establishing a guardian mindset needs to be approached throughout an entire organization. While the vision of an agency's chief filters down and influences the attitude of the officers, it is likely the first-line supervisor who has the most direct influence. Officers work to meet the expectations of their immediate supervisors because they complete the officers' evaluations.

Participants also agreed that it is important for police agencies and their communities to have a conversation about what makes a good officer. Previous thinking may have valued officers that made a higher number of arrests. Agencies may need to overcome these types of previous mindsets that did not support positive community outreach. Officers need to know that they have the support from their agency leadership and their peers to make positive community outreach a core part of their jobs to protect the community. Some agencies are using Blue Courage videos[8] to reinforce this message and remind officers why they chose policing as a career.

Participants said that agencies must consider how to integrate the guardian mindset into their departments and how to reinforce that mindset on a daily basis. For example, agencies could recognize officers for the things they do with the public that are consistent with the values of the department. In the past, agencies may have given awards to officers who made major arrests rather than acknowledging the officers who handled a situation without shooting. This type of incident, where an officer can de-escalate a situation without finding it necessary to shoot, may truly exemplify the guardian mindset that an agency is trying to encourage. Rewarding this may then go further to getting other officers to embrace these approaches. Along these lines, Chief Janeé Harteau of the Minneapolis (Minnesota) Police Department expressed that agencies get what they reward and deserve what they tolerate.

Recruitment of officers with a guardian mindset and who reflect the community

Agencies also noted that previous classes of new recruits may not have been inclined to embrace the guardian mindset. Philadelphia Police Commissioner Charles H. Ramsey said, "The type of people we brought in was not always consistent with serving the community."

7. This report follows the task force report's convention of using "citizen" to refer to all individuals who are not sworn law enforcement officers or government officials. It should not be understood to refer only to U.S. citizens.

8. "Blue Courage," Blue Courage, accessed June 13, 2016, http://www.BlueCourage.com.

Police agencies need to hire individuals who will both support the guardian mentality and be representative of the demographics of the community. However, it is difficult to recruit from the communities with the lowest level of trust in law enforcement, although those communities may need greater representation in the agency. The perception of police needs to be changed to help improve recruitment in those communities. One participant expressed the belief that minority officers have the most difficult position in the organization. When minority officers return to their communities they can be ostracized for promoting policing, so they feel negativity from the community at work and at home. Agencies might have greater success with minority recruitment by increasing engagement with the communities and asking for their help. It will help if the community sees an agency's commitment to reform, but the community's involvement is needed to achieve all of the agency's goals. Community members have said that they want people who look like them in key leadership positions, and helping with initial recruitment is one way they could help make that happen.

These points also apply to improving the recruitment of female officers. Arlington (Texas) Police Chief Will Johnson reported that his department sponsors a leadership speaking series for women to help advance its own female officers and to increase recruitment opportunities. Agencies noted that many of their first generation college-educated officers feel a burning desire to help their communities and create opportunities for their fellow community members, and community-oriented recruitment practices can help connect agencies with such individuals.

Several agencies expressed that some qualification requirements have had to be adjusted in order to be able to find any potential candidates from any demographic group. The prohibition of marijuana use has been one of the requirements that has been adjusted by some agencies. It is difficult to find recruits, especially those with college experience, who have not experimented with marijuana. Some agencies said they have revised their policies to allow prior marijuana use but not within a specified period of time (e.g., 6 to 12 months) prior to employment. At the same time, some agencies said some candidates with clean records have had a rigid mentality that may not be suitable for community-oriented police work. Candidates need to be carefully vetted to ensure their suitability.

Adopting procedural justice

The participants discussed how procedural justice encompasses the way law enforcement agencies treat both the public and their own officers. Procedural justice ensures equal protection under the law for officers as well as citizens. An officer will have a different experience with a community that feels it has a voice in the process and where there is transparency in the agency's actions than with a community that feels it has no voice in the process and where the agency's actions are unexplained. Voice and transparency are among the components that help to establish trust between the community and the police agency and are the basis for a safer environment for the community and the officers. Chief Janeé Harteau of the Minneapolis Police Department said her department has implemented procedural justice internally and externally to promote public trust and racial reconciliation. Chief Steve Conrad of the Louisville (Kentucky) Metropolitan Police Department said his department uses its mandated in-service training to focus on procedural justice.

Agencies agreed that procedural justice needs to be part of an agency's core values. Agencies will not be successful until internal legitimacy issues are addressed. Some agencies said there had been concern about whether their personnel would accept procedural justice principles, but once officers understood that it helped improve officer safety they embraced it. Arlington (Texas) Chief Johnson explained how an officer who leaves a service call without applying procedural justice with an individual sets the stage for a potentially dangerous interaction for the next officer who has an interaction with that same person.

Internal procedural justice

An agency's use of procedural justice with its community will be much more successful if procedural justice is practiced within the organization. The way law enforcement agencies have historically treated their own officers, especially with regard to discipline, may not have been procedurally just. Tough and punitive personnel approaches may cause officers to carry tough and punitive practices into the way they treat their communities. If the goal is to change behavior, punishment may not always be the answer.

Philadelphia Commissioner Ramsey explained one method his department has used to levy punishment in a way that is intended to encourage good behavior. If an officer commits a minor infraction but has previously had a good record, discipline (likely a suspension) is put on hold. If the officer does not have another incident within a year, the suspension does not have to be served. Other agencies said their chief might sit down with a good officer who has committed a minor infraction to review the situation. Some agencies suggested adding a letter to an officer's file for an infraction, but if there are no further disciplinary actions after 30 days the letter is shredded. Little measures such as these help build procedural justice within an agency and can allow an agency to address infractions while acknowledging that good officers may have missteps.

If officers' past behavior is used to determine whether they qualify for these types of discipline, inconsistency and favoritism are avoided. Officers are still held accountable, but the agency gives them an opportunity to demonstrate when one infraction is an anomaly in otherwise good behavior. Part of these arrangements might also include having officers acknowledge their missteps.

Departments reported that beyond holding officers accountable, they are also holding supervisors accountable for things like officers who do not turn on their body-worn cameras.

Recommendation 1.2.

Law enforcement agencies should acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust.

Participants agreed that police agencies' frequent disregard of the importance of acknowledging past injustices is a big problem. It is something that needs to be discussed, but it needs to be done in a way that can support a free exchange of ideas without fear of offending people. When people are offended it is more difficult to deal with the root issue.

Cincinnati (Ohio) Police Chief Jeffrey Blackwell, when talking about younger members of minority communities, explained, "They have an attitude of conviction and anger. Officers are dealing with their own attitude and anger. We have to rise above that problem and recognize what role we have played in that. We need to develop programs that break those barriers down and develop real trust." Acknowledgement can include providing an explanation of an agency's understanding of history and how the agency will make sure past injustices do not happen again in the community. Prince George's County (Maryland) Police Chief Mark Magaw provided additional explanation on this topic when he said, "We have a majority African-American community, and I am a White chief. We had a meeting with 60 pastors and they were mad. We pointed out that what we were 30 years ago and what we are today are two different departments and cultures. We also acknowledged sins of the past and that changed the whole demeanor. When you acknowledge those things it helps. We are coming together to figure out where they want to go as a community. If you do not acknowledge where you have been people will not want to listen to where you want to go."

The majority of law enforcement today was not involved in or responsible for those historical injustices, and the majority are not a part of current conflicts, but police cannot ignore that these things have happened. Those affected, particularly minorities, have not forgotten, and the police need to own the wrong that has been done. Even though young community members may not have experienced the historical injustices, they have still seen the images of fire hoses and dogs being used against people, and that sticks with them.

Agencies admitted that errors have been made in the past in the way officer-involved shootings were dealt with. Agencies need to get out and talk about these past incidents and then continue to do so when new incidents occur.

EXAMPLES IN THE FIELD: YOUNG ADULT CITIZENS POLICE ACADEMY, PRINCE GEORGE'S COUNTY POLICE DEPARTMENT

To reach a traditionally underserved segment of the population, a segment that is likely to feel disaffected, the Prince George's County (Maryland) Police Department started a police academy for young adults. The first class included participants who ranged from 18 to 27 years old. The program exposes the group to the what, when, and why of a police agency, including covering information on the judicial system and criminal investigations. The participants have the opportunity to do a ride-along and then discuss their experiences and observations with the group. A recent success for the program was the trust the participants showed for the police department when graduates of the program approached the agency to talk about their interest in traveling to Baltimore to protest after the death of Freddie Gray. This provided an opportunity for good dialogue and for the department to help the young people find a safe and effective way to demonstrate their convictions.

Designing training to address past injustices

Some agencies shared how they are structuring their new recruit training and continuing education to address issues of trust and legitimacy based on past injustices. Agencies are taking new recruits to historically significant locations, like the Washington (D.C.) Metropolitan Police Department and the Philadelphia Police Department taking new recruits to the Holocaust Museum, the Philadelphia Police Department going to the National Constitution Center, and the Metropolitan Nashville (Tennessee) Police Department going to the Nashville Library's Civil Rights Room as a way to help recruits identify with how democracy and policing have evolved and to understand how police have not always stood on the right side of justice. This training helps them understand why they may experience more tension and mistrust from certain communities. These sessions are also opportunities to address how immigrant and international community members may be coming from countries where their experience with police has not been good, so police in the United States also carry baggage because of what police have done in other countries. Police may need to deal with these communities differently because of their history. Conducting these trainings in collaboration with the community will ideally help both police and community members understand these past injustices together and connect and relate to one another.

EXAMPLES IN THE FIELD: PHILADELPHIA POLICE DEPARTMENT RECRUIT TRAINING AT NATIONAL CONSTITUTION CENTER

In 2015 the Philadelphia Police Department started taking its new recruits to the National Constitution Center as a part of the training academy to learn about the Constitution and what policing was like when the Constitution was created. This helps the group examine the historical baggage of policing and why the police feel more tension from some communities than others. The training also teaches that to be able to move forward it helps to understand the past. During this four-hour visit, the recruits are broken into groups and asked to facilitate a discussion on what they see in policing and what they are looking for as new police candidates. Philadelphia started this program with new recruit classes and at the time of writing had plans to put its veteran officers through the training in 2016. As of June 2015, six recruit groups had completed the training.

Recommendation 1.3.

Law enforcement agencies should establish a culture of transparency and accountability in order to build public trust and legitimacy. This will help ensure decision making is understood and in accord with stated policy.

Participants observed that when trying to achieve transparency, the amount of information released is never enough. The public often does not understand that some information cannot be divulged without compromising the investigation.

Transparency of policies

Most agencies reported that they post their policies online to increase transparency and to solicit feedback, but there has been very little public feedback when

policies have been posted. Many agencies also said they post their general crime data, and some are looking for ways to break down the data based on different demographic criteria as a way to better understand the information and to increase transparency. Most agencies said that community members should be involved in review and development only of those policies that are most meaningful for the community. Policies that were mentioned included immigration, use of force, and body-worn cameras. Many other policies have not been of interest to communities. While agencies noted that they want to keep the door open to input on policies, there was concern about community involvement becoming more of a political discussion than one about providing guidance and direction to officers on the street.

However, it is not always appropriate to make all departmental policies available to the public. Interim Chief Rhonda Robertson of the Fort Worth (Texas) Police Department explained that her department's legal division has asked that policies not be put online. The legal division has gone to the state attorney general's office to argue that some of the policies are strategies, so they should not be posted online. Chief Chuck Jordan of the Tulsa (Oklahoma) Police Department said his department releases policies whenever asked except for tactical strategies.

Different areas of the country had particular types of policies that were of greater interest to communities. Immigration policies were particularly mentioned by agencies in southwestern states. On immigration issues, many participants said that their communities have been affected by the debate on sanctuary cities. Several agencies reported that their communities have been falsely labeled as being sanctuary cities, which has created confusion and concern among community members. Agencies also expressed concern about pending legislation that would take away federal funding from cities that are listed as sanctuary cities.

Some agencies are documenting each encounter with the public to help increase transparency and opportunities for evaluation and accountability. The public may not be aware of these efforts, and there should be steps taken to inform the public so they are aware of the full scope of police activities. The publishing of police policies may be one way to achieve that goal. Metropolitan Nashville Police Department Deputy Chief Todd Henry provided an example: His agency provides a copy of the completed encounter form to individuals stopped so they are aware that the activity is recorded.

In the past during major incidents, police have often told gathering crowds that there was nothing going on. That does not make sense to communities and now agencies are trying to engage the surrounding crowds to explain why they are there and what they are doing. This seems to help meet some of the community's needs for transparency and their understanding of how police actions are in accordance with policies.

Many participating police agencies indicated that they are responding to public requests for increased transparency by releasing summary information on officer-involved shootings and other types of incidents. However, participants indicated they need to do a better job of updating those summaries in the weeks and months after an incident to reflect new information. Participants provided additional suggestions for improving transparency on these high-profile incidents, including providing updated investigative summaries as information changes, and making it clear to the public that information released soon after an incident is preliminary and may change over the course of investigations.

Press conferences and proactive communications for incidents and daily operations

Many agencies talked about the use of press conferences and proactive communications to increase transparency and public understanding during or right after an incident. In the experience of the participants, waiting to hold press conferences seemed to contribute to mistrust. Chief Steve Anderson of the Metropolitan Nashville Police Department and Assistant Chief James Waters of the Indianapolis (Indiana) Police Department suggested that press conferences held within a couple of hours after an incident are good opportunities to provide available and accurate information to the public and to prevent rumors from taking hold. It is important in these early press conferences to stress that the information presented is preliminary and could change as the investigation continues.

Press conferences are also an opportunity to explain the process and policy for investigating a specific incident, especially a police shooting or use of force incident. In addition, some agencies use the press conferences to release any available video, which is an opportunity to show a complete video segment rather than the short clip that might be shown by the media. However, the participants acknowledged that releasing video then creates the expectation that video will be available for future incidents.

Some agencies said they have had a difficult relationship with the media. They have had some success in minimizing inaccurate stories by pointing out the inaccuracies through the agencies' own media sites. Chief Eric Ward of the Tampa (Florida) Police Department explained, "situations can quickly get spun out of control by the media. The work of the social media team helps to de-escalate the situation." Commissioner Ramsey of the Philadelphia Police Department explained that "the media can be brutal" about officer-involved shootings, use of force incidents, and other high-profile incidents so his department has changed its media policy in order to be able to better handle the situation. Mark Gwyn, Director of the Tennessee Bureau of Investigation (TBI), talked about how the TBI has changed its media interaction after an officer-involved shooting, saying, "Now we have at least one public information officer at the scene very quickly. No longer will there be a 'no comment' response. We will get out there early even if it is just to express how we will proceed." Commander Matt Murray of the Denver (Colorado) Police Department discussed how his department was tired of everyone else telling its story so it now has its own media enterprise in the department to get out stories every day and to combat negative stories right away. He went on to explain that they now wear microphones when doing interviews with the media to record the interaction.

Commander Murray also explained that accuracy matters and members of his department "have found that the media stops when we call them out. It changes the dynamic with how they deal with us." Chief William Citty of the Oklahoma City Police Department explained that developing his relationship with the media is very important, but that his department also uses social media to get the truth out. Chief Robert Luna of the Long Beach (California) Police Department shared how his officers are approaching the media during an incident and his department is making sure that "every lieutenant has media training to be able to tell the media what is going on during an incident. Before this training, our officers had been afraid to talk to media."

Releasing body camera video

Release of body-worn camera video is being promoted as a way to increase transparency and accountability, but policies vary among departments on the release of video from dashboard cameras and body-worn cameras. Departmental policies are influenced by both state public records laws and local practice. Typically, following an officer-involved shooting, an investigative process influences the release of evidence, and the investigative process can take an extended period of time. The public has become frustrated with waiting for the investigation to be completed and is demanding the information be released sooner. Some agencies are working with prosecutors to release video prior to the investigation being completed.

A state's public records law will influence what a law enforcement agency does. Agencies expressed a variety of reasons for releasing video, including wanting to be transparent about officer actions and wanting to be responsive to public demand, especially where there is a concern about public unrest. For agencies that are releasing video, they emphasize the ongoing nature of the investigation and that the videos are not meant to provide a final assessment of an incident. Agencies reported that they can be in conflict with their district attorneys over the release of video footage. The district attorney wants to be able to control the release, and the police department may want to release the video to meet the public's interests.

Officer viewing of video

There is not a consensus on allowing officers to view video of incidents before they provide their statements or write their reports. The discussion from the participants indicated that there may be some consensus developing on this topic toward letting officers view the videos before providing their statements. Many participants mentioned a recent report[9] by the Police Executive

9. Lindsay, Miller, Jessica Toliver, and Police Executive

Research Forum (PERF) that recommends letting officers see the videos in advance of giving their statements. Some agencies and state and district attorneys give officers a window of time (e.g., 72 hours) before they have to make a statement.

Participants noted that video is treated as evidence, so everyone including the officer is going to see it eventually, which supports the idea of officers being able to see the video. Some participants said the video should be treated like any other piece of evidence, which can support the officer or the civilian depending on the circumstances. It was suggested that the whole point of investing in video is to be able to see it. There is no easy answer, but the question is one of transparency.

Releasing officer information

There are increasing calls from the public for the release of names of officers involved in shootings or other high-profile use of force incidents. Union contracts and state laws vary widely and complicate releasing the names of officers. Agencies are responding to these calls for increased transparency but taking steps such as informing the officers in advance so they have the opportunity to prepare—for example, by ensuring their social media account settings do not allow access by or comments from the general public. Chief Citty of the Oklahoma City Police Department said that they do not release pictures of officers and that they do not release officers' names if there are threats against them. In Philadelphia, the union filed a complaint alleging unfair labor practices in response to a change in policy on releasing officers' names.

Research Forum, *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned* (Washington, DC: Office of Community Oriented Policing Services, 2014), http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P296.

Recommendation 1.6.

Law enforcement agencies should consider the potential damage to public trust when implementing crime fighting strategies.

The roots of waning trust

While police strategies may have a positive impact on crime, they may have a detrimental effect on public trust. That level of trust differs across communities, and the level of trust tends to be lower in African-American communities than in White communities and among younger community members than among older ones. The level of trust in a community's own police is generally higher than police on a national level. Nevertheless, the police compare favorably to other institutions in measures of public confidence.[10]

It was suggested that more aggressive policing tactics have been an outcome of more data-driven departments' crime reduction programs. Unfortunately, the collateral damage that has been done by some of these programs was not anticipated. The lesson is that departments need to engage the community in the process of responding to hot spots or spikes in crime.

Communicating strategies to the public

Many agencies thought their policies and practices themselves might not be damaging their relationship with the public; the community's lack of knowledge regarding what the police are actually doing might be what is causing the damage. Some agencies are working to improve communications with neighborhoods and to make sure they keep the public better informed about the great police work that officers are doing. The important thing is to explain to individuals and the community why the police are doing what they are doing while also giving people a voice. Deputy Superintendent Rannie Mushatt of the New Orleans (Louisiana) Police Department said his department's CompStat is open to the public as an additional way to increase transparency and communication.

10. "Confidence in Institutions" (see note 6).

Agencies reported that they have refined how they communicate with the public about their actions and tactics. Arlington (Texas) Chief Johnson said his department has a traveling road show with special weapons and tactics (SWAT) team gear where they talk about the purpose of each piece of equipment. They talk about how face masks are worn because people throw feces or acid when police enter houses. They explain the history of how the patrol rifle was introduced into service after officers were shot during several high-profile bank robberies because they did not have the weaponry to respond. Some agencies, like the Sacramento (California) Police Department, use a Shots Fired video to help them understand how to respond to active shooter situations. As these practices are put into agency policies, some agencies have found it helpful to share the information about the program with the public as a way to keep them informed on the policies and the reasons for taking certain actions during active shooter scenarios.

Where good strategies have fallen short

There was also discussion about the level of attention that police should pay to minor infractions committed by individual citizens. As an example, if an officer stops a community member for drinking a beer in public and then discovers that the person has a gun and has just been released from jail for shooting someone, that stop turns out to be more productive than the officer would normally expect a stop for a minor infraction to be. Superintendent Garry McCarthy of the Chicago Police Department said his department took the top four public complaints—public consumption of alcohol, public urination, gambling, and marijuana—and has focused on addressing those relatively minor issues. Commissioner Ramsey of the Philadelphia Police Department explained, "We need to think about what we're doing and whether we're applying that concept across the board in different parts of town. If no, then think about it because people notice that. Part of the problem with Broken Windows was that we didn't have a strategy in place when the window was repaired so we did the same enforcement actions. That's when it crosses the line into harassment."

Chief Roberto Villaseñor of the Tucson (Arizona) Police Department explained that there are practices, like the Broken Windows approach, that have been corrupted from their original design. While the practices were originally effective and accepted by communities, subsequent changes have made them unacceptable. Policies and practices need to be audited on a regular basis to make sure they have not been corrupted and to maintain the consistency required to truly assess their effectiveness.

Police tactics: "Can" versus "should"

Just because an officer can do something does not mean they should. It was suggested that sometimes officers engage in poor tactics that put themselves in places where they have to fire their weapons. Participants recommended that departments should always be thinking about Sir Robert Peel's principle that "the police are the people and the people are the police." Along those lines, one participant suggested asking officers if they would like to meet themselves on the street. Basic principles of policing, including those that (1) embrace a guardian mindset, (2) enable officers to "protect and serve," (3) follow procedural justice, and (4) were established by Sir Robert Peel need to be conveyed beginning at recruitment and continuing through an officer's career. Participants emphasized the importance of police protecting the constitutional rights of all people.

Moving officers back to patrol

Participants contended that police departments have become overspecialized with narcotics or gang task forces or even patrol task forces. In many cases, agencies said much of the growing distrust from communities has been due to some of the tactics used by these specialized units. As a result, agencies said, they have disbanded some of these specialized units and put their officers back on regular patrol. With the focus on general patrol and general response teams the agencies are working to connect more with their communities. This greater connection means that they are stopping fewer people, but each stop has a greater impact.

Recommendation 1.7.

Law enforcement agencies should track the level of trust communities have in their police just as they track changes in crime. Annual community surveys, ideally standardized across jurisdictions and with accepted sampling protocols, can measure how policing in that community affects public trust.

Many participants reported that they have been conducting regular community surveys to measure community sentiment toward the police. Some agencies said they are administering surveys annually, others on a less frequent basis. Surveys are aimed at learning how safe people feel, what crimes they are experiencing, how they perceive their local police, and how they feel about community policing measures. Chief Conrad of the Louisville Police Department and Chief Blackwell of the Cincinnati Police Department are both also rolling out a mobile survey app to get real-time feedback on officers. They hope the app will also help them gather information from the community about the positive things officers are doing. Some agencies send out surveys as follow-ups to calls for service and as part of the Commission on Accreditation for Law Enforcement Agencies (CALEA) accreditation process. Agencies use a variety of partners to conduct surveys, including private companies, nonprofits like Code for America, and universities. Agencies that are not doing regular surveys said the cost was a barrier.

Surveys offer an opportunity to measure community satisfaction and see how the community feels they have been treated. With that baseline information agencies can see based on real data rather than just anecdotal information how changes like training or supervision on the street have made an impact. The information can be broken down at different levels to examine the satisfaction level of different races, neighborhoods, or ages. The surveys, whether done on an annual basis or as calls for service are completed, can be collected to conduct quality assessments and then over time to conduct longitudinal analysis, which can keep the agency aware of any individual issues or developing trends before they become a larger problem.

Pillar Two—Policy and Oversight

Developing comprehensive and responsive policies on key topics while also implementing formal checks and balances and data collection and analysis.

Recommendation 2.2.

Law enforcement agencies should have comprehensive policies on the use of force that include training, investigations, prosecutions, data collection, and information sharing. These policies must be clear, concise, and openly available for public inspection.

Action item 2.2.2. These policies should also mandate external and independent criminal investigations in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

Action item 2.2.3. The task force encourages policies that mandate the use of external and independent prosecutors in case of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

Policy development and public input

Many agencies reported that they were in the midst of reviewing and updating their use of force policies. Some such updates involved rewriting policies to make them more straightforward and easier for the public to understand. Agencies named a variety of different partners they are using to help them develop and review their use of force policies, including the U.S. Department of Justice (DOJ), the Office of Justice Programs, and PERF. Many agencies, including the San Antonio (Texas) Police Department, the Sacramento Police Department, the Portland (Oregon) Police Department, and the San Francisco Police Department, said some of their policy reviews included getting input from the community. Commander Robert O'Sullivan of the San Francisco Police Department said, "The mayor gave us six million dollars to work with the community, including public defenders and different ethnic groups to create policy."

Agencies are also forming a variety of different types of task forces to review use of force and other high-profile policies. Commissioner William Evans of the Boston Police Department said his department has established a social justice task force to examine its use of force and stop and frisk policies and that it is now planning to use the task force as a forum to examine negative outcomes in use of force incidents in the field. Participants in Boston's task force include universities, the National Association for the Advancement of Colored People (NAACP), the Urban League, community leaders, and clergy. There is also a hope that this group will be able to examine an incident and release a message to the community about what really took place.

Some agencies acknowledged that they have been good about making policies public once they are adopted but may not have been good about taking policies to the public as part of their development and review process. For those agencies that are forming task forces to incorporate public input, some are bringing in the most vocal critics of the police department. Other agencies said they have other advisory boards, like a chief's community advisory board, that they are considering using as a forum for getting public input on policies.

EXAMPLES IN THE FIELD: CLERGY POLICE ACADEMY, MEMPHIS POLICE DEPARTMENT

The Clergy Police Academy (CLPA) is an educational awareness program that was designed after the agency director met with ministers to support and strengthen collaborative partnerships between the faith-based community and law enforcement. The CLPA is a five-week, 10-hour curriculum that consists of classroom instruction and group discussion to emphasize some of the most common law enforcement– and crime-related issues that may impact clergy and their congregation.

Chief Blackwell of the Cincinnati Police Department mentioned that when his department developed its plan to reduce violence it hosted three community input

sessions. The department also worked with the pastors in the communities to ask them to contribute to the development of the plan. Agencies said civilian input could be productive if it included the participation of true community anchors. The words of those community leaders mean much more to the community than the same words would mean if they came from the police. Even agencies without formal committees pull together citizen groups to contribute to the review of significant draft policies and to express concerns. This community involvement has helped agencies identify areas they need to revisit before finalizing policies. Some agencies mentioned that they invite individuals who have completed their citizens' academies to participate in community policy input.

While policies are reviewed on a regular basis, many agencies said they also reexamine policies following significant events to see if adjustments need to be made. Multiple agencies explained that in response to civil unrest situations they have changed their use of force policies. Superintendent McCarthy of the Chicago Police Department said his department's policy was changed so that only the chief could authorize certain means of force, such as tear gas. Others said they changed the gear they wore, including wearing softer looking gear because every time they arrived in their black riot gear suits the crowds would just come after them.

Agencies also said they are being challenged by social justice organizations about some of their practices, including the constitutionality of stops. Agencies are working with these organizations to ensure that they are satisfied with the policies in place and that they can see the consistency of their implementation in the actions of officers.

Avenue for public complaints

Participants suggested that agencies should make sure communities know how to report issues they have with officers to the agency. Many agencies said they have specific offices established for accepting and investigating police complaints, most of which are located organizationally and physically outside of the police agency. Deputy Chief Kimberly Chisley-Missouri of the Washington (D.C.) Metropolitan Police Department indicated that Washington, D.C., has an Office of Police Complaints whose director is a nonvoting member of the investigative task force.

In some agencies the office of citizen complaints conducts an independent investigation that often includes sending an investigator to a crime scene as it is being processed. Deputy Chief Ken Bernard of the Sacramento Police Department said that in his department, an office of public safety accountability receives and monitors complaints and use of force incidents but does not independently investigate officers.

External and independent officer-involved shooting investigations

Investigation of officer-involved shootings was by far one of the most controversial and discussed aspects of the task force report. Many if not most agencies have some external or independent element to investigations of officer-involved shootings, use of force incidents, or deaths in custody. While there are some common threads in the structure or operations of these investigations, there is a tremendous amount of variation. In some cases, independent investigations and prosecutions are now required by state law, especially in the case of police shootings. Commander Murray of the Denver Police Department indicated that in the wake of the protests following the shooting death of Michael Brown in Ferguson, Missouri, Colorado state law requires independent investigations by an outside agency for police shootings. Participants reported a variety of investigative arrangements, ranging from the police agencies continuing to handle the criminal component of the investigation, the investigation being handled in conjunction with other agencies, and the investigation being handled by an outside agency. Participants accepted the idea of having observers be a part of the investigation process.

Because the justice system works differently in different jurisdictions it is hard not only to develop a solution that meets the needs of every jurisdiction but also to explain the nuances of such a solution to the public. However, it is important to educate the community on how the system works and what is being done to address the calls for independent investigations and oversight.

The following is a sampling of the arrangements:

- Especially with regard to officer-involved shootings, some participants said they have task forces that are involved in the investigation or review.
- Some police agencies are working out partnering arrangements with their state police. State police agencies are serving an investigative role in officer-involved shootings for major metropolitan areas and for smaller agencies.
- In many cases, major metropolitan police agencies are helping smaller jurisdictions with investigation of their incidents.
- Some agencies are trying to create investigative groups to handle all officer-involved shootings. Such an investigative group would handle the criminal side of the incident and internal affairs would take care of the administrative inquiry.
- Chief Jordan of the Tulsa Police Department explained that use of force investigations are referred to the district attorney's office. He also said the department has officers on a peer panel who determine if an action under investigation was within policy or not. His department's experience is that peers can be tougher than the agency would otherwise be at the staff level.
- Superintendent McCarthy of the Chicago Police Department said an independent police review authority handles use of force or specialty cases.
- Chief Eden of the Albuquerque Police Department said the state police, district attorney, and nearby metropolitan and county agencies may respond to an officer-involved shooting. The agency with officers involved in the shooting is the lead agency and the other responding agencies are paired up with the lead agency and given assignments. By the fifth business day after the shooting, the entire team presents its findings to the participating agencies; these findings are compiled into a report.
- Assistant Chief Michael Crebs of the Portland Police Department said his department uses homicide detectives and the major crimes unit to conduct some of the interviews in officer-involved shootings.
- Commissioner Ramsey of the Philadelphia Police Department said his department has an office of professional standards that addresses internal matters related to an incident.
- Major Jeff Cotner of the Dallas Police Department explained that his department has a special investigation unit that handles officer-involved shootings. It completes an investigation and presents it to the district attorney, who then begins the investigation. In a recent change, the civil rights unit will respond to the scene if the shooting is questionable or if it results in a fatality. The district attorney conducts an independent criminal investigation and can re-interview involved citizens but not the involved officers.
- Assistant Chief Kenneth Dean of the Fort Worth Police Department said his department has two investigations that run simultaneously. Officers are asked if they have an attorney before the investigators talk to them. In most situations the officers will decline to talk until they speak with their attorney. If a community member is shot, the district attorney's office gets involved. The agency is working toward establishing an independent review process.
- Deputy Superintendent Mushatt of the New Orleans Police Department and Commander Murray of the Denver Police Department explained that their departments have independent police monitors that provide independent review for the departments in officer-involved shootings.
- Many agencies said grand juries review investigations to determine whether to indict.

In some states, legislatures are examining how law enforcement agencies are handling these issues, and they may be trying to establish legislation to mandate how agencies will handle these incidents. Colorado recently passed a law requiring a law enforcement agency to partner with another agency to conduct officer-involved shooting investigations. While the agency where the incident took place is still the lead agency, the partner agency assigns investigators to provide an outside perspective.

Participants raised a variety of concerns about independent officer-involved shooting investigations that will need to be addressed:

- Not all state police agencies and other outside agencies that might respond have the expertise to handle officer-involved shooting investigations. One area where experience is lacking is in training on the nuances of investigations and interviews in officer-involved shootings and use of force cases. It was recommended that a working group of police agencies be convened to develop a training curriculum.
- There are concerns about the ability of an independent agency to respond in a timely fashion to begin the investigation.
- Participants were concerned about involved agencies' ability to keep the public and political leadership informed about investigations conducted by independent agencies.

Despite these concerns, participants in the President's Task Force who also participated in these police executive forums noted that there were members of the President's Task Force, especially the civil rights advocates, who felt very strongly about independent officer-involved shooting investigations. Agencies are capable of conducting their own investigations, but the public often does not trust the outcome. When an agency has multiple shootings that are all found to be justified, the public becomes skeptical. While it may be difficult to find to implement this recommendation, agencies are seriously considering how to incorporate independent parties into the process.

The recommendation was not to create a mandate, and the language used says agencies "should" (rather than "must") have comprehensive policies. Some participants said their communities seem reasonably satisfied with what agencies are already doing, so they do not anticipate that changes will be needed. However, others pointed out that there is a difference between relationships being cordial and having the community truly trust a department. Even among agencies that have great relationships with their communities, there is recognition that some community members will push for implementation of the recommendation to adopt independent prosecutors and investigations.

External and independent prosecutors

The suggestion to involve external and independent prosecutors was less controversial among police participants than the suggestion to involve external agencies in investigations, because that part of the justice system is out of their control. Some participants, including Chief Jerry Dyer of the Fresno (California) Police Department, wondered whether the district attorney or county prosecutor is really seen by the public as an independent body given those offices' daily interaction with police. Other participants also agreed that some members of the community question whether or not district attorneys can be neutral parties because they work with the police on a daily basis.

Data collection and analysis

Some agencies reported that they already collect data on citizen contacts. They collect data on calls for service, stops, search requests and searches, arrests, and use of force. Many agencies are also increasing the demographic information they are collecting to include race, gender, ethnicity, and age. This practice has allowed these agencies to provide a basis for evaluation of police programs and policies. The public wants to know if one group is more prone to stops or a use of force than others, and this data can help provide insight into that concern. These data can also be a source of information for training purposes. Some agencies also use the data to help establish a baseline from which they can examine the impact of new policies and programs.

The data have been an important resource for agencies to articulate why they are making a stop and what actions were taken as a result, which has helped to address the concerns of civil rights groups. Agencies reported that they publicly release this information and that the data are included in annual reports.

A few agencies expressed concerns about the cost of such data collection and said they do not have existing mechanisms to collect all the recommended data. There was also some concern that the time consuming nature of data collection takes away from other policing efforts. Agencies are finding ways to address this concern by giving their officers the capability to enter the information into records management systems using tablets issued to officers in the field.

National databases

Participants strongly supported the need for national databases that track use of force data and officers whose employment has been terminated. An officer who has been decertified in one state should not be allowed to police in another state. A national database to track officer use of force would help agencies benchmark themselves against agencies of similar size nationally.

Recommendation 2.3.

Law enforcement agencies are encouraged to implement nonpunitive peer review of critical incidents separate from criminal and administrative investigations.

Nonpunitive review / Sentinel events review

The sentinel events review concept was explained as a way to conduct a review of an incident that is similar to an "autopsy" of the event. It involves a no-holds-barred discussion and looks at an incident in a nonblaming way but allows for the acknowledgment of mistakes that might have been made. This type of review is done in hospitals but not generally used in policing except for SWAT team debriefings. It is a critical self-assessment of the incident to learn what could be changed to improve the response and avoid mistakes in the future. It is not focused on finding someone or something to blame. SWAT briefings are also usually conducted immediately after an incident while events are still fresh in the minds of officers so that any failures in tactics, training, or policies can be addressed. It is valuable to discuss these operations openly without the concern for punishment and blame. The Police Foundation's Near Miss project was mentioned as a national effort that gives people the ability to contribute near miss stories that can be analyzed to provide information to avoid future incidents and contribute to officer safety. Peer review is helpful in looking at a wide range of incidents.

Participants discussed challenges to implementing peer review. The lack of a peer review process could be rooted in a desire not to hurt feelings or to admit mistakes. Among rank-and-file officers, there is a concern that these reviews are perceived as being a Monday morning quarterback exercise, so a participant suggested emphasizing that these efforts are meant to improve the response and enhance officer safety. Others suggested that it is important to emphasize the nonpunitive aspect of the approach. Ultimately, for law enforcement to advance as a profession it must be able to examine its own agencies, policies, and operations.

City attorneys have pushed back on this concept out of concern for liability. Some argue that without these reviews an agency may be more liable in the future because it will not have addressed the issues. Chief Dyer of the Fresno Police Department said his department's peer review process is the result of litigation that was critical of the lack of a timely mechanism to provide feedback to officers because there was an agency requirement to wait for criminal investigations to be completed before any type of other review could be conducted. The Fresno Police Department has implemented a peer review committee that includes the squad commander and representatives from the training division and the police officer association. The committee does not look simply at whether there has been a violation; it also provides a verbal report to the agency chief and feedback to the officer involved along with developing a roll call training briefing—all within 10 days of the incident.

There was concern that one of the biggest challenges to overcome would be that this type of review would be subject to disclosure. There is special protection for doctors that gives them the ability to have these types of nonpunitive post-incident conversations to implement better practices that also protect confidentiality.[11] Police do not have those protections, and it is worth trying to obtain that kind of protection for law enforcement even if it would be difficult to achieve. There was also some question about how a nonpunitive review could be conducted in cases in which there was found to have been a policy violation.

11. James Doyle, "Learning from Error in the Criminal Justice System: Sentinel Event Reviews," *Mending Justice Sentinel Event Reviews*, special report (Washington, DC: National Institute of Justice, 2014), 3–19, https://www.ncjrs.gov/pdffiles1/nij/247141.pdf.

Agencies have been able to implement varying degrees of a peer-review component in slightly different ways. The following are some examples:

- A committee in the Cincinnati Police Department handles a review of tactics after the criminal and internal affairs investigations are complete. The committee examines whether the tactics were appropriate and whether they could have been better executed.
- A peer review committee in the Mansfield (Texas) Police Department is being convened to watch video footage from the field and provide a critique.
- A use of force review board in the Philadelphia Police Department has incorporated a nonpunitive review element. The findings are examined from a training perspective to make sure training is meeting the needs in the field. This examination has included a greater effort to look for reality-based training that includes scenarios that have been found to be challenges for officer judgment.
- An adult fatality review team in the Fort Worth Police Department is based on a nonpunitive review system to address mostly domestic violence–related deaths. Social workers with a family justice center are involved in examining the cases.
- A critical police incident review team in the Fort Worth Police Department looks at incidents from a training perspective.
- A nonpunitive peer review element is written into the Albuquerque Police Department's agreement with the DOJ to handle all serious use of force and officer-involved shooting incidents. Involvement from the command level is required.
- A critical incident review board in the Houston Police Department looks at all aspects of an incident, but there is an effort to include the involved officers. In the current environment, however, officers tend not to want to talk about what they could have done differently.

Recommendation 2.8.

Some form of civilian oversight of law enforcement is important in order to strengthen trust with the community. Every community should define the appropriate form and structure of civilian oversight to meet the needs of that community.

The participants understood that there are at least 200 groups across the country with civilian oversight.[12] The argument for these advisory boards is that civilian oversight improves accountability and increases people's trust in the police department. Many of the participating agencies said they already have civilian oversight boards, so there was interest in finding out if they are working. During the task force testimony, it was revealed that there is very little empirical research on the effectiveness of citizen oversight and whether it improves trust, so one of the task force recommendations asks for the DOJ to research this issue.

Participants who were also members of the President's Task Force reported that there were task force members who felt very strongly about making sure the recommendation to have civilian oversight was included in the final report. The task force recommendation recognizes that oversight should be tailored to meet each community's needs. Participants saw civilian oversight as something that needs to be discussed and felt that including the community in discussions to determine the core principles of these boards would acknowledge the expressed interest of communities.

A few agencies said that while they have citizens' review boards with which they have worked hard to collaborate, the relationship has actually been adversarial. Deputy Chief C.J. Davis of the Atlanta (Georgia) Police Department suggested that some of the problems with their citizen review board may stem from the fact that the chief still has the final decision-making authority despite what the review board discusses. Atlanta has a particularly challenging situation: A citizen group put up billboards around the city suggesting that police will shoot if people run from them. In this instance, the mayor had to intervene to ask that the billboards be taken down. Many executive forum participants expressed the view that it is very important that chiefs have the final authority on disciplinary decisions.

12. Martin Kaste, "Police Are Learning to Accept Civilian Oversight, But Distrust Lingers," NPR, last modified February 21, 2015, http://www.npr.org/2015/02/21/387770044/police-are-learning-to-accept-civilian-oversight-but-distrust-lingers.

The President's Task Force recommended that more research be conducted on the effectiveness of civilian oversight boards. The experience of the participants seemed to indicate that the boards tend to be much more lenient on the officers than the officers' own agencies would have been. One example of a board overruling a chief's decision involved an officer stealing while in uniform. The board overruled the chief's decision to fire the officer. Other departments said their boards may review and provide their perspective on a disciplinary action, but they do not have the authority to overturn it.

One observation was that the boards are all structured very differently, which makes it hard to assess their effectiveness or to point to any one structure or approach as a best practice. Many examples were provided for the structure, operations, and results of these civilian oversight bodies:

- Assistant Chief Crebs of the Portland Police Department said his department's civilian oversight board can choose the events they want to examine. The board was created as a part of an agreement with the DOJ. The board can interview officers if a request is made through the internal affairs unit.
- Commander O'Sullivan of the San Francisco Police Department said his department's office of citizen complaints can go to the police commission with findings, but if they are in conflict with the chief's own findings it can take years to reach resolution. Findings conflict on a regular basis but usually only regarding minor incidents.
- Chief Terry Rozema of the Marana (Arizona) Police Department said his department had a civilian oversight process, but because the recommendations made by the group were only advisory the group was eventually dissolved.
- Chief Dyer of the Fresno Police Department said his department's citizen advisory group has publicly released audit reports of internal affairs. It has been good to have an outside review, especially on high-profile incidents. The chief has asked the group to review informant files.
- Assistant Chief Don McKinney of the Houston Police Department said his department's chief issued an executive order to establish a civilian oversight board.
- Assistant Chief Abdul Pridgen of the Fort Worth Police Department explained that his department's citizen review board has been a good opportunity to hear the community voice, but community participants have provided feedback that they do not feel have the power to contribute to actual change.
- Deputy Superintendent Mushatt of the New Orleans Police Department reported that his department's public oversight bureau was established as a part of a consent decree and includes two embedded Federal Bureau of Investigation agents.
- Commissioner Ramsey of the Philadelphia Police Department explained that his department has a review board that includes civilian participation to review any new policies. The chief is not bound by their recommendations.

Pillar Three—Technology and Social Media

Balancing embrace of technology and digital communications with local needs, privacy, assessments, and monitoring.

Using social media

Participants said they are making a more concerted effort to tell their own story through social media and other avenues. Many agencies reported that they monitor social media and that they have someone in the agency responsible for putting out information through various social media outlets. They post positive stories, and they also try to quickly post any available information when there is an incident or negative story so that correct information is presented. Posting current information can help clear up misperceptions. Commander Murray of the Denver Police Department said his department's public information officer posts positive stories on a daily basis through podcasts, Twitter, videos, and Periscope. Arlington (Texas) Chief Johnson said based on feedback received during community events there seems to be growing interest among communities in following law enforcement Twitter feeds. Johnson explained that when he recently attended a DOJ town hall meeting a person in the audience said, "I know you. I follow you on Twitter." The fact that there is growing interest is good news, but Johnson emphasized that it is important to keep in mind that law enforcement is also being measured by this information.

In addition to taking advantage of social media to improve agency communications, agencies are also using it to monitor activities in their communities to investigate crimes, identify imminent threats, or identify disturbing trends. Many agencies said they are receiving good tips via their Facebook page. This type of monitoring has also been useful for identifying threats to police officers.

Private video feeds

Deputy Chief Davis of the Atlanta Police Department said his department has a video integration center to take advantage of private video feeds, which allows dispatch to guide responding officers through a facility and provides better real-time situational awareness. It also helps as a force multiplier and to help determine the level of response required, which helps to better allocate resources and protect officer safety.

Body-worn cameras

The majority of the participating agencies have body-worn cameras or are in the process of getting them. Some of the agencies implemented their programs in the last few years and are expanding the number of cameras. Participants said most of their officers are in favor of the cameras, and those who were initially skeptical have come around to embracing the use of the cameras especially after the video footage has helped them discount false citizen complaints. Contrary to their fears, officers are seeing that supervisors are not using the footage to aggressively find officer missteps.

Many agencies said they are working through the policies that will govern their use of body-worn cameras, and some agencies explained that they are finalizing their policies before they acquire the cameras. In addition to the issues of releasing video and allowing officers to view the video, the agencies were concerned about the maintenance time and cost that will be required to process and store the video. Agencies are also working through determining when to use the cameras and whether to notify members of the public when they are being recorded. Agencies reported that behavior of officers and citizens does seem to improve when they know the camera is recording. Some states will have no choice because they have two-party consent requirements. In those states, the officer must turn off the camera if the community member says they do not want to be taped. Many agencies are working with PERF to measure and evaluate the deployment of body-worn cameras.

Pillar Four—Community Policing and Crime Reduction

Encouraging the implementation of policies that support community-based partnerships in the reduction of crime.

Recommendation 4.1.

Law enforcement agencies should develop and adopt policies and strategies that reinforce the importance of community engagement in managing public safety.

Participants emphasized that community policing and crime reduction are not mutually exclusive efforts. Community activities have a multiplier effect. While there may be an immediate impact on the individuals that attend the event, when they return to their community and talk about their police interactions the word spreads through the community. This is especially true when community leaders attend activities and then spread the word among their constituents. Participants expressed that public trust is built in small ways.

Some participants explained that it is difficult to find ways to communicate with community activists and get them engaged in a dialogue. Often they are not from the community and take advantage of high-profile incidents to cause unrest. Participants suggested that there will be individuals and groups that may not be reachable, but that should not dissuade police from trying to reach the majority of the community.

Agencies, including the Sacramento and Chicago Police Departments, said they have developed community relations strategies to start to formally establish their outreach plans. One participant suggested that a good measure of success is when every level of the organization knows five community members on a personal level. Achieving that level of connection with the community requires a lot of outreach at the street level. Every member of the agency must represent the mission and vision of the agency in all of their interactions with the community. It is all about creating partnerships and engaging the community to help play a role in and manage its own safety.

Chief Tracy Aaron of the Mansfield Police Department explained that each time members of the department attend a community meeting they feel like they have 20 more connections into the community. Aaron also explained that his department has had success connecting to communities by exposing them to officer training, especially training that includes role-playing scenarios. The participating community members often express that that they had no idea how quickly officers have to make decisions and how much danger they are in on a regular basis.

Agencies discussed the community events that they either organize or attend as a part of their community outreach efforts. Participants provided many examples of the community policing and crime reduction activities they are using, all of which are designed to get officers out of their cars and interacting with the community in nonenforcement activities:

- General activities organized for the community include Santa Cops, food pantry fundraisers, department ice cream trucks, and flashlight walks.
- Chief Harteau of the Minneapolis Police Department said when her department receives a ShotSpotter notification, officers go out to knock on doors in a four-block radius of the shots fired. This practice has helped find information from community members who otherwise would not have come forward.
- Deputy Superintendent Mushatt of the New Orleans Police Department explained that in his department a sergeant is assigned to supervise crime prevention officers who try to engage with the community. Agencies have found it hard to get input from citizens who do not usually have a lot of engagement with the department.
- Assistant Chief McKinney of the Houston Police Department explained how his department's chief holds town hall–type meetings on a quarterly basis, rotates them throughout the city, and includes the entire command staff.

- Citizen police academies were frequently mentioned by participants as a way to engage with the community. Assistant Chief McKinney also shared that his department holds a 12-week academy twice per year. Citizen police academies can expose the community to real policing scenarios to more fully understand police operations.
- Chief Harteau said her department has "Chat with the Chief" and "Chat with the Troops" programs to address the community's biggest complaint, which is that they only see the police during a crisis.
- Interim Chief Robertson of the Fort Worth Police Department explained that her department's Citizens on Patrol program hosts sessions to talk through policing strategies and the potential damage they can cause to public trust. This program has allowed for wonderful interactions between officers and the community.
- Some agencies report conducting increased outreach to the lesbian, gay, bisexual, and transgender (LGBT) community to ensure that law enforcement is protecting communities.
- Listening tours have provided opportunities for the community to share their thoughts on policing, and agencies are starting to use this information to make adjustments.
- Assistant Chief Jose Bañales of the San Antonio Police Department indicated that his department organizes a Day of Understanding to encourage a dialogue and exchange of ideas between the police and the community.
- Agencies have emphasized getting their officers out of their cars and getting to know their communities and business owners. For one agency, the community's business owners have been the primary participants in their community advisory board that meets twice a year.
- At least one agency holds a clergy academy, much like a citizens academy, uniquely for community religious leaders.
- Attending community events like fundraisers, fun runs, and festivals shows support for community efforts.

Part of allocating additional resources to a community or implementing new programs with a community focus is trying to determine their impact. Some agencies are working with universities to try to evaluate the impact of such programs.

Quality of service

Agencies explained that they are working to slow interactions down and to spend more time with people. The quality of service provided by an officer becomes the face of the department for the community. Participants expressed that they want there to be more emphasis on how officers respond to a call and what they do while they are there, rather than how quickly they respond. The challenge for police is to ensure that they engage more effectively without having a negative impact on responding to emergency calls for service. Agencies and officers are feeling the competing pressures of doing a better job connecting with the community and responding to all of the backload of calls quickly. Many agencies said they receive more pressure about response times from city councils and mayors than the public.

The role of the community

Participants noted that the President's Task Force report did not mention the role the community can play. Members of the task force who were in attendance for the MCCA/COPS Office Executive Leadership sessions reminded the participants that the mission of the President's Task Force was to look at policing. While some participants still felt that the community has a role to play, there was a general feeling that police have an opportunity to be a part of the solution and take a leadership role. There was also a suggestion that increasing police legitimacy will provide an opportunity to bring those social issues where the community can help have an impact to the forefront. Maintaining a safe community is a big challenge, and police agencies need to think more about how to get neighborhoods and communities to take responsibility for doing the things they can to increase their safety.

Recommendation 4.7.

Communities need to affirm and recognize the voices of youth in community decision making, facilitate youth-led research and problem solving, and develop and fund youth leadership training and life skills through positive youth-police collaboration and interactions.

Chief Anderson of the Metropolitan Nashville Police Department said his department has a program dedicated to strengthening families. Officers identify youth who are in trouble and offer sessions with them and their families. One of the goals of this program is to help children address whatever is causing them difficulty so they can start thinking about the future. It provides a good start to help them move forward.

A number of agencies said they have youth advisory boards. One participant expressed how much he looks forward to youth advisory board meetings because the members come with ideas whereas older adults who participate on advisory boards tend to come with complaints.

Assistant Chief Mike Soelberg of the Mesa (Arizona) Police Department said his department developed a youth leadership academy. This academy is an after-school program that includes one hour of fitness activities and one hour of classroom time with information related to drugs, gangs, and other issues that are relevant to youth. The academy was developed for at-risk youth, and each participant is partnered with a school counselor to help prepare them for college or to transition to the workforce. The format of the classroom work allows for students to practice public speaking and to discuss social issues. The agency also hopes that some of the participants will consider law enforcement careers. The program has received positive feedback from the kids; the most recent program had 46 participants. The department is trying to keep the graduates of the leadership academy engaged, so they will be encouraging them to be a part of a youth forum that will continue to provide a venue for discussing issues relevant to youth and the police.

Commissioner Ramsey of the Philadelphia Police Department shared information about his department's diverse youth advisory board, which meets quarterly. The young people were selected partially because of the standing they have in the community. Assistant Chief Bañales of the San Antonio Police Department explained his department's youth life skills academy, which focuses on things like decision making and how to handle peer pressure. The agency pairs officers with participants so they can start a dialogue and develop a connection.

Chief Derek Arnson of the Nogales (Arizona) Police Department said his department has paired youth with community service obligations with volunteer senior citizens to serve detention hours doing work at community parks. This program is working to reach some at-risk kids and to help them understand how to make better decisions. Arnson offered that programs like this may be a good way to introduce youth to a career in law enforcement.

EXAMPLES IN THE FIELD: JUVENILE JUSTICE JEOPARDY, INDIANAPOLIS METROPOLITAN POLICE DEPARTMENT

The Indianapolis Metropolitan Police Department has instituted a game night to engage with a diverse set of youth in the community and foster relationships of trust. Knowing that it can be hard to promote meaningful engagements with teenagers, the department uses the enticements of food, fun, and rewards. The department hosts game sessions for youth groups using the Juvenile Justice Jeopardy game developed by Strategies for Youth to help them understand their rights and the positive and negative outcomes of their actions. Food, usually pizza, is provided, and the kids are rewarded for participation with gift certificates provided by local businesses. The game uses Jeopardy-style question-and-answer scenarios to review common misconceptions about the law and interactions with law enforcement. It also uses role-playing exercises to identify how actions and attitudes can affect interactions with law enforcement.

Not only are positive relationships with law enforcement developed through these sessions but the goal is that the information learned will also help youth avoid situations that will result in violations or arrests. Organizers of these events say the attitudes of the participants change drastically from the beginning of the session to the end. They might come to the session reluctantly with scowls on their faces and arms crossed, but by the time they leave they have smiles on their faces and are shaking hands with the officers on their way out. There have been some immediate returns in the community after these sessions. Graduates of the sessions will openly greet officers on the street whom they have gotten to know through the game. There have also been instances in which graduates have been affected parties in later incidents, and they willingly approach the officers they have gotten to know to provide assistance and seek support. The program is having a tidal wave effect, with past participants sharing their experiences with their networks of friends so that the messages resonate through the community. The involvement of the local businesses also helps to foster a supportive community.

Commander O'Sullivan of the San Francisco Police Department described his department's summer youth internship program. At the beginning and end of the summer the interns were asked to provide their opinions about law enforcement. Initially they had unfavorable opinions, but as they went through the program their opinions became more positive. The feedback the interns provided was that they wanted to see more interactions between the police and youth. They suggested that youth could be invited to attend informal law enforcement gatherings and that officers could act as mentors. Interns also asked for better ways to communicate with law enforcement because they feel nervous about being seen interacting with officers in public. To address this anxiety, the interns took the initiative to create smartphone apps to help foster communications.

Many participants said they are looking for ways to reach youth in high poverty areas. Police athletic leagues, junior police academies, explorer programs, Boys and Girls Clubs, school resource officers, and programs for kids who have to stay after school in detention were just some of the ways that were mentioned. Many agencies have struggled to find the money to support school resource officers. One jurisdiction mentioned that when school is out those officers go back to doing patrols as a way to make it more financially viable to use them as school resource officers during the school year. Explorer and youth academies were also popular and can be valuable opportunities to guide and mentor all youth. Through these programs agencies are also trying to encourage girls' participation in policing.

Pillar Five—Training and Education

Emphasizing the importance of high quality and effective training and education through partnerships with local and national training facilities.

Training was a topic that cut across the discussion of all recommendations. An agency can establish the best possible policies, but the policies' impact will be limited if the agency does not provide proper training. Appropriate training with skilled trainers is needed to prepare officers to do their jobs effectively. Participants emphasized the need to ensure training for the entire organization on procedural justice, implicit bias, proper use of force, embracing a guardian mindset, fostering communication with communities, and de-escalation. Superintendent McCarthy of the Chicago Police Department mentioned that since his department has trained all of its officers in procedural justice, complaints against officers have fallen by 38 percent.

Chief Luna of the Long Beach Police Department said that training has been a big focus in his department, which has implemented implicit bias training that all officers have completed. De-escalation and mental health training has also been a priority. Long Beach was averaging about 10 officer-involved shootings a year, and since the training there have only been three. Assistant Chief Perry Tarrant of the Seattle (Washington) Police Department shared that his department is also focusing on de-escalation training. Similarly, Chief Joe Yahner of the Phoenix (Arizona) Police Department explained that his department's recent continuing education has addressed communications, active listening, de-escalation, taking someone into custody, and mental health signs and symptoms. Chief Conrad of the Louisville Metropolitan Police Department said his department's mandated in-service training focuses on procedural justice and legitimacy. Chief Ward of the Tampa Police Department shared that his department's anti-bias training teaches officers that everyone has biases and helps them find ways they can work on recognizing their own biases to get their job done. The lessons of this training are reinforced with refreshers on recognizing racial profiling in each session of their in-service training.

Agencies are also looking to increase the use of real-life scenarios to address situations that present the most difficult judgment calls for officers. The training needs to provide important guidance on how officers should follow agency policies. Assistant Chief Pridgen of the Fort Worth Police said his department's officers are being trained on problem solving so they can get to the root cause of an issue rather than continue responding to the same problems.

Not only are agencies providing these formalized trainings but they are also incorporating refresher training into roll calls and other everyday opportunities to keep the concepts fresh in the mind of officers and to provide necessary updates. Chief Rozema of the Marana Police Department explained that his department takes high-profile events from around the country, reviews what went right and wrong, and puts together a write-up that is reviewed at roll call.

Training review boards were a frequently mentioned forum for identifying training needs and examining whether critical incidents reveal a need for updates to training materials or a refresher of concepts to officers. Interim Chief Robertson of the Fort Worth Police Department and Chief Anderson of the Metropolitan Nashville Police Department said that their departments' critical incident review teams examine events from a training perspective so adjustments in training can be made if necessary. Commissioner Ramsey of the Philadelphia Police Department explained that his department uses the findings of its use of force review board to examine training and make sure it is still meeting the department's needs.

Agencies are using training to help instill values and beliefs, which includes establishing the foundation for officers treating everyone with respect. Acting Chief Amy Knoll of the Cleburne (Texas) Police Department said her department had previously contracted out its training but is returning to conducting training itself to be able to maintain a consistency in messaging and

content and to help ensure it instills the values and beliefs that are important to the department. Agencies also said their training is focusing on teaching processes that they expect will produce better outputs and outcomes.

Agencies are also developing some unique training formats to help cadets connect with the community from day one. Assistant Chief McKinney of the Houston Police Department explained that his chief takes the entire cadet class on a bus tour around the city to get out in the communities to meet people and discuss issues. Assistant Chief Pridgen of the Fort Worth Police Department said his department pairs its new officers with community members as a part of its multicultural committee, and they go out into the communities together. Agencies are also bringing in diverse community groups to talk to recruits. Commissioner Evans of the Boston Police Department shared that his department brought in a young mother who lost her son to gun violence to talk to new recruits. Boston has also brought in speakers from the LGBT community, clergy, and the NAACP.

Recommendation 5.3.

Law enforcement agencies should provide leadership training to all personnel throughout their careers.

Agencies gave examples of a variety of different programs they are using to provide leadership training to all personnel and throughout their careers. Assistant Chief John Levitt of the Tucson Police Department indicated that his department has adapted a leadership program from the U.S. Military Academy at West Point and has worked with the University of Arizona to produce another two-week program for commanders. Participants suggested that the curriculum should include budget and planning topics in addition to the traditional interpersonal components. Many participants mentioned the MCCA Police Executive Leadership Institute (PELI) program as being a wonderful option for leadership training for senior police executives who have a strong desire to be a police chief.

Deputy Chief Bernard of the Sacramento Police Department shared that his department regularly schedules motivational and leadership speakers as one way to reach the entire agency at a relatively low cost. Assistant Chief Soelberg of the Mesa Police Department said his department uses a six-week leadership training for experienced officers as an additional tool to evaluate them before promotions. Chief Harteau of the Minneapolis Police Department shared her agency's solution of the creation of a leadership and organizational development division that oversees performance management to solve the problem of supervisors who have never been taught how to be supervisors.

Chief Dyer of the Fresno Police Department said his department is trying to improve leadership by having officers who have tested for sergeant but are waiting for open positions serve for six months in the chief's office. In this role they have constant contact with the chief and help the chief fulfill leadership duties, including engaging with the community. Bringing sergeants into executive offices seemed to be a common practice among police agencies as a way to give them leadership exposure and experience.

Evaluating officers

Participants expressed that agencies need to improve the evaluation of officers. Performance evaluations need to be more meaningful and play a bigger role in advancement within the department. Officers should attain a certain level of customer service expertise before they can advance. Many evaluation criteria are still based on the tactical part of policing, and very little accounts for how officers interact with their communities. Agencies need to more closely align their performance evaluation criteria with what matters for the community and with what exemplifies the core values of the police organization. Arlington (Texas) Chief Johnson indicated that he has a meeting with every supervisor within one year of their promotion to review their performance.

Pillar Six—Officer Wellness and Safety

Endorsing practices that support officer wellness and safety through the re-evaluation of officer shift hours and data collection and analysis to help prevent officer injuries.

Recommendation 6.2.

Law enforcement agencies should promote safety and wellness at every level of the organization.

Participants suggested many different avenues for promoting safety and wellness, including psychological services, fitness programs, regular medical examinations, mandatory seat belt and vest policies, and driving training. Post-traumatic stress disorder (PTSD) was mentioned as a concern by a number of participants. Chief Nick Metz of the Aurora (Colorado) Police Department indicated that providing for officer wellness requires a conscious investment. Policing includes inherent stressors, which have increased in the current environment that includes staffing reductions and the national negativity against law enforcement.

Participants mentioned a number of challenges related to getting psychological support for officers. In some agencies and states, an incident must be ruled as critical before officers can receive psychological support. Agencies are trying to educate officers in advance of any need about the process for receiving help. Agencies want officers to know that they may initially be denied help if an incident has not been ruled as critical. Assistant Chief Soelberg of the Mesa Police Department shared his department's experience that once officers have been accepted for treatment they will probably have to be seen by three or four doctors before they will be determined to have PTSD. In the meantime, if they are on leave they are not receiving a paycheck, which causes increased stress.

The stigma that comes with seeking counseling may be one of the biggest hurdles for getting needed help. Safe Call Now is one program that was suggested as providing an avenue for officers to make a confidential call to seek help. Chief Metz said his department got rid of its departmental psychologist because doing so opened up other avenues for officers to seek help without the requirement of a formal process. Chief Dyer of the Fresno Police Department shared that his department has a program that allows officers' names to be submitted anonymously if there is a concern for their well-being.

Some agencies talked about emphasizing physical fitness by providing workout facilities, paid workout time, fitness trainers, free health testing, nutrition education, or other incentives. An educational component is important to let officers know that physical fitness can help reduce stress. Participants said there may also be a financial case to be made for supporting fitness to reduce the number of injuries and other contributors to lost time on the job. Chief Rozema of the Marana Police Department explained his department's physical fitness incentive program, which includes participation by all leadership. The agency decided to go with an incentive program rather than levying consequences for not participating with the idea that they would get greater participation. Commander O'Sullivan of the San Francisco Police Department said his department has a program that would allow officers to earn paid time off for their involvement in a physical fitness program. To support officer wellness, Chief Aaron of the Mansfield Police Department explained that his agency recommended providing medical checkups for officers, but the Mansfield City Council was concerned about the expense. However, the advisory board endorsed the effort and took it to the city council for its final approval.

Appendix. Participants

Nashville, Tennessee, June 16, 2015

- **Chief Steve Anderson**, Metropolitan Nashville (Tennessee) Police Department
- **Chief Al Ansley**, Clarksville (Tennessee) Police Department
- **Director Toney Armstrong**, Memphis (Tennessee) Police Department
- **Chief Kevin Arnold**, Smyrna (Tennessee) Police Department
- **Chief Donald Bandy**, Gallatin (Tennessee) Police Department
- **Chief Jeffrey Blackwell**, Cincinnati (Ohio) Police Department
- **Major Kimberly Burrus**, Baltimore (Maryland) Police Department
- **Deputy Chief Kimberly Chisley-Missouri**, Washington (D.C.) Metropolitan Police Department
- **Chief Glenn Chrisman**, Murfreesboro (Tennessee) Police Department
- **Melanca Clark**, Office of Community Oriented Policing Services
- **Billie Coleman**, Office of Community Oriented Policing Services
- **Chief Steve Conrad**, Louisville (Kentucky) Metropolitan Police Department
- **Deputy Chief C.J. Davis**, Atlanta (Georgia) Police Department
- **Chief Gary Goodwin**, Goodlettsville (Tennessee) Police Department
- **Mark Gwyn**, Director, Tennessee Bureau of Investigation
- **Chief James Hambrick**, Mt. Juliet (Tennessee) Police Department
- **Deputy Chief Todd Henry**, Metropolitan Nashville Police Department
- **Deputy Chief Damian Huggins**, Metropolitan Nashville Police Department
- **Deputy Chief Brian Johnson**, Metropolitan Nashville Police Department
- **Sheriff Jeff Long**, Williamson County (Tennessee) Sheriff's Office
- **Chief Mark A. Magaw**, Prince George's County (Maryland) Police Department
- **Commissioner Charles H. Ramsey**, Philadelphia (Pennsylvania) Police Department
- **Tara Richardson**, Lafayette Group
- **Debbie Savage**, Metropolitan Nashville Police Department
- **Darrel Stephens**, Executive Director, Major Cities Chiefs Association
- **Captain Keith Stephens**, Metropolitan Nashville Police Department
- **Assistant Chief Tommy Walsh**, Brentwood (Tennessee) Police Department
- **Chief Eric Ward**, Tampa (Florida) Police Department
- **Chief August Washington**, Vanderbilt University Police Department
- **Assistant Chief James Waters**, Indianapolis (Indiana) Police Department
- **Patricia Williams**, Associate Director, Major Cities Chiefs Association

Arlington, Texas, July 28, 2015

- **Chief Tracy Aaron**, Mansfield (Texas) Police Department
- **Chief Greg Allen**, El Paso (Texas) Police Department
- **Assistant Chief Jose Bañales**, San Antonio (Texas) Police Department
- **Officer Nate Bishop**, Arlington (Texas) Police Department
- **Chief William Citty**, Oklahoma City (Oklahoma) Police Department
- **Major Jeff Cotner**, Dallas (Texas) Police Department
- **Ronald L. Davis**, Director, Office of Community Oriented Policing Services
- **Assistant Chief Kenneth Dean**, Fort Worth (Texas) Police Department
- **Commissioner William Evans**, Boston (Massachusetts) Police Department
- **Assistant Chief Gary Fowler,** Mansfield Police Department
- **Assistant Chief Daniel Garcia**, Fort Worth Police Department
- **Chief Janeé Harteau**, Minneapolis (Minnesota) Police Department
- **Deputy Chief Tammie Hughes**, Dallas Police Department
- **Chief Gary Johnson**, Roanoke (Texas) Police Department
- **Chief Will Johnson**, Arlington Police Department
- **Chief Chuck Jordan**, Tulsa (Oklahoma) Police Department
- **Acting Chief Amy Knoll**, Cleburne (Texas) Police Department
- **Superintendent Garry McCarthy**, Chicago (Illinois) Police Department
- **Assistant Chief Don McKinney**, Houston (Texas) Police Department
- **Commander Matt Murray**, Denver (Colorado) Police Department
- **Deputy Superintendent Rannie Mushatt**, New Orleans (Louisiana) Police Department
- **Assistant Chief Abdul Pridgen**, Fort Worth Police Department
- **Commissioner Charles H. Ramsey**, Philadelphia Police Department
- **Interim Chief Rhonda Robertson**, Fort Worth Police Department
- **Darrel Stephens**, Executive Director, Major Cities Chiefs Association
- **Usha Sutliff**, Lafayette Group
- **Patricia Williams**, Associate Director, Major Cities Chiefs Association

Albuquerque, New Mexico, August 19, 2015

- **Chief Derek Arnson**, Nogales (Arizona) Police Department
- **Deputy Chief Ken Bernard**, Sacramento (California) Police Department
- **Assistant Chief Michael Crebs**, Portland (Oregon) Police Bureau
- **Chief Jerry Dyer**, Fresno (California) Police Department
- **Chief Gorden E. Eden, Jr.**, Albuquerque (New Mexico) Police Department
- **Christine Fountain**, San Francisco (California) Police Department
- **Assistant Chief Michael Kurtenbach**, Phoenix (Arizona) Police Department
- **Lieutenant James LaRochelle**, Las Vegas (Nevada) Metropolitan Police Department
- **Assistant Chief John Leavitt**, Tucson (Arizona) Police Department
- **Assistant Chief Matt Lively**, Glendale (Arizona) Police Department
- **Chief Robert Luna**, Long Beach (California) Police Department
- **Chief Nick Metz**, Aurora (Colorado) Police Department
- **Deputy Chief Walt Miller**, Flagstaff (Arizona) Police Department
- **Commander Robert O'Sullivan**, San Francisco Police Department
- **Commissioner Charles H. Ramsey**, Philadelphia Police Department
- **Tara Richardson**, Lafayette Group
- **Captain Dave Risley**, Sacramento Police Department
- **Assistant Sheriff Michael J. Rothans**, Los Angeles County (California) Sheriff's Department
- **Chief Terry Rozema**, Marana (Arizona) Police Department
- **Elizabeth Simpson**, Office of Community Oriented Policing Services
- **Assistant Chief Mike Soelberg**, Mesa (Arizona) Police Department
- **Darrel Stephens**, Executive Director, Major Cities Chiefs Association
- **Assistant Chief Perry Tarrant**, Seattle (Washington) Police Department
- **Chief Roberto A. Villaseñor**, Tucson Police Department
- **Sandra Webb**, Deputy Director, Office of Community Oriented Policing Services
- **Patricia Williams**, Associate Director, Major Cities Chiefs Association
- **Chief Joe Yahner**, Phoenix Police Department

About the Major Cities Chiefs Association

The **Major Cities Chiefs Association (MCCA)** is a professional association of chief police executives representing the largest cities in the United States, Canada, and the United Kingdom. MCCA membership comprises chiefs and sheriffs of the 67 largest law enforcement agencies in the United States, 10 largest in Canada, and two in the United Kingdom. They serve 91.4 million people (70 million in the United States, 11.5 million in Canada, and 9.9 million in the United Kingdom) with a sworn workforce of 241,257 (162,425 in the United States, 21,939 in Canada, and 56,893 in the United Kingdom) officers and nonsworn personnel. MCCA's strategic goals are to

- guide national and international policy that affects public safety and major cities;
- develop current and future police executive leaders;
- promote innovation and evidenced-based practices in policing.

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.

To discuss the progress made in implementing the recommendations of the Final Report of the President's Task Force on 21st Century Policing one year after its publication, the Major Cities Chiefs Association (MCCA) held three Police Executive Leadership Series meetings in May 2016. These round table sessions were hosted in Nashville, Tennessee; Arlington, Texas; and Tucson, Arizona, and were attended by law enforcement leaders, rank-and-file police officers, and task force members.

The sessions were highly productive: There was a spirited exchange of ideas, open sharing of experiences, and recommendations for overcoming obstacles. There was also mutual agreement on many issues. This report details the discussions and includes suggestions that can be helpful to local government and other stakeholders as well as law enforcement. In addition to practical guidance for adopting the task force report's recommendations, it provides descriptions of innovative programs and lessons learned that can be of value to all agencies and their communities.

U.S. Department of Justice
Office of Community Oriented Policing Services
145 N Street NE
Washington, DC 20530

To obtain details about 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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To obtain details about MCCA programs, call the Major Cities Chiefs Association at 202-828-1260.

Visit the Major Cities Chiefs Association online at **https://majorcitieschiefs.com**.

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