CNA Out Front: Engaging Communities of Color in Positive Policing

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Background

CNA—a not-for-profit organization that focuses on operations and applied research to solve tough issues facing communities and governments at all levels—has worked with more than 50 police agencies over the past 10 years, on issues relating to use of force, deadly use of force, community policing, citizen complaints, ambushes of police officers, violence reduction, innovative practices, police-community engagement, and rigorous evaluation of police initiatives.\(^1\) For several years, predating the publicized police shootings of civilians (or deaths in custody) in 2014 in Ferguson, MO; New York, NY; and Cleveland, OH (2014), CNA, through its work with the Bureau of Justice Assistance (BJA) Smart Policing Initiative and the Violence Reduction Network, and with the Office of Community Oriented Policing Services (COPS) Collaborative Reform Initiative, heard from police officers at all ranks about their desire for better approaches to community collaboration and how to develop productive relationships with communities of color (i.e., communities that often experience the focus of the police agency's harshest enforcement measures). With the movement toward evidence-based policing, police agencies have delivered their resources to the concentrated geographic areas that experience the highest levels of violent crime, in some cases angering community residents while in the pursuit of one of their most important missions—protecting community members from violence.

This apparent dilemma—aggressive pursuit of public safety that angers residents in communities at the greatest risk of harm—prompted CNA to convene an Executive Session on March 31, 2015 in Arlington, VA, titled *Engaging Communities of Color in Positive Policing*. The Executive Session included panels of speakers representing different perspectives on this issue, and explored the following questions:

- “What do residents want?”
- “What should the police be doing?”
- “What has been tried that has worked—and that has not worked?”

\(^1\) For more information on the work CNA has conducted on this and other similar topics, please visit [www.cna.org](http://www.cna.org)
• “What is the pathway forward to bridging the gap between police work and community expectations?”

With confidence that the answers to these questions were not “We don’t know,” or “There is nothing to be done about this problem,” CNA asked a diverse group of practitioners, researchers, and analysts to step forward and discuss these important questions. They responded, and they did so with heartfelt sincerity, in many cases reaching back to their own childhoods and experiences with law enforcement, then bringing the lessons learned home to our audience with emotion and intelligent thought.

We hope you read this report with interest, curiosity, and an open mind, and—in this manner—respect the forthrightness of our presenters and audience participants. Lamentably, rare are the sincere, civil, data-informed, and productive discussions on matters such as these facing our nation, though such conversations are happening with increasing frequency, as our federal partners who participated in this Executive Session explain below.

Please also note that this CNA Executive Session was the second in a series that we will continue to convene, so long as the nation has diverse and informed practitioners, community members, and decision-makers willing to engage in these important dialogues. The participants in this Executive Session offered numerous suggestions for topics of future sessions, which we will consider. If, after reading this summary, you have additional topics to suggest, please send your suggestions to CNA Managing Director Chip Coldren at coldrej@cna.org.
Executive Session Purpose and Speakers

This Executive Session provided a venue for representatives from law enforcement, research, the local community, and the federal government to discuss their experiences and perspectives regarding relations between law enforcement and communities of color.

Opening the Session, First Deputy Commissioner Benjamin Tucker of the New York City Police Department (NYPD) discussed his experiences with police as a youth, as well as the various ways NYPD is increasing its capacity to engage communities of color through initiatives such as enhanced training, listening sessions, the use of technology/social media, and outreach to youth.

Following Deputy Commissioner Tucker, two separate panels addressed the challenges of engaging communities of color, as well as successful engagement strategies. A final panel included leadership from the U.S. Department of Justice’s Community Relations Service, the Office of Community Oriented Policing Services, and the Bureau of Justice Assistance, who spoke about their respective contributions toward enhancing the relationship and dialogue between law enforcement and communities of color.

Each component of the Executive Session included an opportunity for Session participants to ask questions of the presenters. On the pages below, we review each panel session, and include a summary of participant questions and panelists’ answers.

What Police Can Do to Engage Communities of Color

Speaker 1: Ben Tucker, First Deputy Commissioner of the New York Police Department

The Executive Session’s first speaker, Deputy Commissioner Tucker, discussed NYPD’s efforts to engage communities of color and initiatives undertaken toward
positive engagement. He noted that the NYPD leadership's prior focus on decreasing crime numbers put them in a difficult position. NYPD police officers made close to 700,000 stops in 2011 using the stop-and-frisk method, resulting in three lawsuits challenging this tactic. The federal judge in *Floyd v. City of New York* determined that NYPD engaged in unconstitutional practices. Under that approach, recent graduates from the police academy were assigned to foot patrols in the most challenging neighborhoods. Deputy Commissioner Tucker suggested that neighborhoods where violence is high need to be policed by experienced cops who have the requisite training.

Tucker remarked that changes at NYPD were necessary because they faced the challenge of repairing the trust of the community, especially in communities of color. The lack of trust in the police department was exacerbated by the cases of Eric Garner, Akai Gurley, Ramarly Graham, and Michael Brown. In addition, the assassinations of NYPD police officers Rafael Ramos and Wenjian Liu further escalated tensions.

Deputy Commissioner Tucker also noted that there were record lows in crime numbers following NYPD’s new work, such as the in index crime, shootings, subway crime, use of force arrests, and officer-involved shootings.

Even though crime numbers are down, the public perception indicates a level of dissatisfaction with law enforcement, especially in communities of color. According to an opinion poll, 80 percent of the public felt very safe or somewhat safe. However, only 50 percent of those surveyed felt that the NYPD was doing a good job. Forty-three (43) percent of whites, but only 11 percent of blacks, felt that different races are treated the same way by law enforcement.

Deputy Commissioner Tucker described a number of new initiatives at NYPD aimed at improving police-community relations:

- **Listening sessions:** NYPD held 450 listening sessions to gain additional insight into community engagement by talking to the media and elected officials. In addition, they surveyed law enforcement, youth, business organizations, and members of the LGBT community. These listening sessions proved to be critical; they helped broaden perspectives regarding who is part of the community, and how challenges regarding engagement could be addressed.

- **Geographical perspective:** A community engagement strategy is an incremental process and may take two to three years to implement. As NYPD
looked at community policing from a geographical perspective, they examined the borough commands and the precinct commands. They looked at the groups of people in those areas who had both concerns to express and assets to offer, including the clergy and community-based organizations. He stressed that these groups need to be heard and to feel that they are being dealt with in a respectful manner by law enforcement.

- **Use of technology and social media:** NYPD is encouraging officers to use Twitter and smart phones to enhance communication with the community. The Commissioner uses Twitter to engage with the community and has a large number of followers. The use of technology increases the availability of data that every officer on patrol needs instantly as he or she responds to calls for service, and assists in the tactical decisions that they need to make.

- **Neighborhood policing model:** NYPD is increasing capacity for the neighborhood policing model, and is changing the mindset of officers so that they are more engaged with issues outside of law enforcement. Tucker noted the constant challenge to move from reactive to proactive policing, and to focus on the quality versus the quantity of work. In this respect, law enforcement needs to be evaluated differently.

- **Sensitivity relating to diversity:** Law enforcement has to examine its own challenges with insensitivity, including how they have dealt with some events in past years. There are also issues with bullying among youth, hate crimes toward the Jewish community, and insensitivity with the LGBT community that police must understand and respond to with sensitivity. Law enforcement must understand the gravity of these groups’ concerns.

- **Training:** Commissioner Bratton and Deputy Commissioner Tucker have talked about the notion of maintaining a relationship with the public. Officers must understand that every interaction is an opportunity for engagement, so that the public feels respected, so these concepts are introduced in basic officer training.

- **Outreach, especially with youth:** NYPD must be strategic about outreach, especially with youth. While they have isolated programs addressing this issue at NYPD, they now recognize the need to expand these resources citywide with youth outreach.

**Audience Questions:**

1) An audience member asked how Deputy Commissioner Tucker has changed training so that the police interact with the community.
Tucker responded that NYPD is changing the platform of recruitment training. Currently, training includes tools for de-escalation and ideas around procedural justice and implicit bias. These concepts are emphasized not only for recruits, but also from the top down, including chiefs, executives, and cops on the beat.

2) An audience member asked if Deputy Commissioner Tucker has looked at arrests as a metric.

Tucker responded that the NYPD is now more concerned about the quality of the policing and that arrest numbers are not the focus. He noted that shootings are up this year, and they are examining that activity.

3) An audience member referred to a TV show about an African-American father having a conversation with his son about how to interact with the police, and asked how many of these conversations happen within the African American community.

Tucker said that this conversation is part of police training; they educate officers about how to interact with youth. He noted that the conversation mentioned happens with African-American males, but also in Hispanic families. Deputy Commissioner Tucker remarked that even the Mayor had a conversation to that effect with his son.

Challenges in Engaging Communities of Color in Positive Policing

Panel 1: Dr. Rod Brunson (Rutgers School of Criminal Justice), Stephen Rickman (CNA Senior Project Advisor), and Chief Cathy Lanier (Washington, DC Metropolitan Police Department [MPD])

This panel addressed the challenges that police organizations face when attempting to establish meaningful collaboration with communities of color that face chronic and severe violent crime problems.

Dr. Brunson spoke about the nature and complexity of interactions between police and members of the community. He noted that research on police-community encounters focuses on adult experiences with police, though youth suffer disproportionate numbers of negative police encounters. Most research on police encounters focuses on suspect demeanor, and few studies account for how officer actions and police demeanor affect suspect behavior. He noted that to better understand community distrust, research must address the selection of
police officers, and also how law enforcement stops are conducted. He noted the importance of procedural justice in minority encounters with police officers, and suggested that it is unlikely that minority suspects are treated fairly. Residents of disadvantaged communities say that although they need policing, they want to be treated with more humanity in their police interactions. These studies do not reflect the complexity of the issues, and future studies should more closely examine the impact of these interactions between law enforcement and the public.

Stephen Rickman spoke about five barriers to achieving police reform.

1) **Historical antecedents** – As with any relationship, past actions can affect current actions. He noted that law enforcement has a long history of serving as an instrument of oppression, and that there is a collective consciousness among African-Americans concerning the longstanding history of this oppression. In addition to their own sets of experiences with police, African-American’s perceptions are also shared from the collective perspective of police interactions with communities of color.

2) **Accountability and transparency** – The perception from minority communities is that many law enforcement officers who break rules go unpunished. He noted that very few police accused of misconduct are charged with crimes, and there is minimal documentation of law enforcement use of deadly force. For example:

   • Of all complaints filed against police, about 8 percent are sustained;\(^2\) and

   • White drivers are ticketed and searched at lower rates than Black and Hispanic drivers.\(^3\)

Research indicates that very few police are charged for shooting unarmed suspects, and even fewer are convicted. There is no national database on police shootings, and many departments do not systematically document these incidents. Mr. Rickman noted that we know more about shark attacks in the United States than we know about police shootings of civilians.

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3) **Training priorities** – A training gap exists: large agencies embrace training, whereas smaller ones do not have the resources to support ongoing training on a broad number of issues. Police training priorities across the board should include:

- Fair and Impartial Policing Practices (e.g., Procedural Justice);
- Implicit Bias Training;
- Reality-based (Scenario-based) Training; and
- Crisis Intervention Training (including engagement of people with mental illness).

4) **Policing tactics with discriminatory impacts** – The police have choices regarding the priorities of tactics used. Police demonstrated aggressive enforcement in the Eric Garner case (2014), which resulted in his death. Policing tactics with discriminatory impacts include:

- Disproportionate number of traffic stops involving persons of color;
- Disproportionate arrests of blacks for marijuana use, though blacks and whites have been found to use marijuana at similar rates;
- Heavy enforcement of nuisance crimes in communities of color; and
- Excessive use of SWAT teams and jump-out squads in communities of color.

5) **The threat environment** – Minority community members are much more likely to assault officers. However, Mr. Rickman noted that there is a low probability that an officer will be subject to injury, while fear of injury or death is often offered as a justification for high rates of police shootings. The threat perception does not match reality. He also noted that in spite of the news coverage of numerous police shootings and deaths in custody, officer involved shootings, at least in New York City, are substantially less than they were 25 years ago and continue to show a downward trend.

Mr. Rickman said the bigger threat for police is job-related stress, as exemplified by the statistics below:

- Between 2011 and 2013, there were 17 officer suicides by firearm in New York City.⁴

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• Between 2011 and 2013, one officer was killed by an assailant in New York City.\(^5\)

• Police officers have higher alcoholism rates (up to 25 percent of the workforce), high divorce rates, higher drug abuse rates, and shorter life expectancies than the average American.\(^6\)

**Chief Cathy Lanier** spoke about her perspective on community relations. She serves as the public face of the DC MPD, and during her first two years as Chief, went to every homicide scene. She described several cases that demonstrated her philosophy on forging relationships with the community:

• She went to a crime scene in a minority neighborhood where a boy had been shot. As the police working the case gathered inside the yellow “crime scene” tape and sent bystanders away from the crime scene, Chief Lanier consoled the mother of the victim. They engaged in conversation, and, as a result, Lanier learned some key information about the case that led to its resolution.

• In another neighborhood where the community is known to dislike the police, Chief Lanier and other police were there to investigate a case. Chief Lanier came across two women talking outdoors and drinking from open containers. Although open containers are not allowed in DC, Chief Lanier focused on engaging them in conversation. These two women did not want to speak to her or provide any information, because they felt they only saw the police when there were big problems in the community. Chief Lanier responded that she was trying to make the community better and gave them her business card. A month later, she received a call from one of the women who directed the police to a hidden weapon they were looking for.

Chief Lanier remarked that these cases show that if you engage with people and treat them with humanity and respect, you will get positive results. Recognizing each person’s humanity helps build trust between law enforcement and the community.

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\(^5\) Ibid

Audience Questions:

1) An audience member asked how Chief Lanier was able to get the philosophy of community policing to resonate with the troops.

Chief Lanier responded that the philosophy resonates because of peer pressure. Police officers see that her approach is effective for getting information, and since they want to solve cases, they adopt her approach.

2) An audience member noted that there was a change in command level and asked what Chief Lanier did to turn that around.

Chief Lanier responded that the mentality is that you earn your way up the ranks. She noted that sometimes people were promoted by seniority alone. Chief Lanier said employment in command ranks is at will, so no one has a right to stay in his or her position if not effective. She noted that she wants police from her department out in the neighborhoods and interacting with the community, just as she does. Chief Lanier said that she has demoted people during her tenure as Chief.

Approaches to Engaging Communities of Color in Positive Policing

Panel 2: Captain Will Scott (Bolden Area Command, Las Vegas Metropolitan Police Department), Chief Chris Magnus (Richmond, CA Police Department); Former Chief Noble Wray (Madison, WI Police Department; Interim CEO of the Urban League of Greater Madison), and Amin Muslim (Director of Constituent Services for Washington, DC Councilmember Yvette Alexander)

This panel discussed instances in which some measure of success has been realized within policing regarding meaningful collaboration with communities of color.

Captain Scott spoke about the Sherman Gardens initiative, which is located in the Bolden Area Command. He described the area as ethnically diverse (69 percent Black, 11 percent White, 18 percent Multiple Race/Other, and 23 percent Hispanic), with over 50 percent of households earning less than $24,999 per year and having low educational attainment and high unemployment.
LVMPD began an initiative to reduce crime in Sherman Gardens in 2010. They instituted a number of new initiatives, such as the Sheriff’s African-American Advisory Council, enhancement to Diversion Court criteria to make it available to a greater number of youth, bi-monthly Community Council meetings focusing on community policing, and a community partnership with re-entry programs. As a result of these initiatives, from 2010 to 2012, the Sherman Gardens area experienced a 75-percent decrease in robberies and a 60-percent decrease in calls for targeted crimes, such as robberies, fights, murders, stabbings, persons shot, and gunfire (including an 88-percent decrease in calls for gunfire).

Based on LVMPD’s experience with CNA and the Collaborative Reform Initiative, Captain Scott noted five practices that increased transparency and police legitimacy in the community:

1) Establish mutual expectations and a process for the release of information on officer-involved shootings.

2) Create a policy to institutionalize transparency regarding reviews relating to police use of deadly force.

3) Develop a formal communications strategy for officer-involved shootings.

4) Implement body-worn cameras for patrol officers.

5) Develop community-policing strategies.

Chief Chris Magnus spoke about his approach to community policing and how that philosophy is filtered from the leadership down the ranks. He noted that Richmond is a city with large Latino and Black populations and that has one of the highest per capita crime rates in the country.

He explained how the implementation of community policing in their police department is a work in progress. He said he had a good discussion with youth and advocates on youth radio. While he is comfortable in these scenarios, police officers may not be as comfortable communicating with the public. Chief Magnus emphasized the importance of all police having the ability to communicate effectively with the public, and said the real challenge is how these ideas of community policing filter down from the leadership through the ranks.
Noble Wray believes effective partnerships should be a three-way partnership composed of the police, the community, and service providers. He explained that when there are issues in a neighborhood, the police analyze the issues; pass information along to community; and, ultimately, develop a plan for the neighborhood. He noted that there will never be success with community engagement without people being empowered and connected.

Amin Muslim works for the elected representative of Ward 7 on the City Council of the District of Columbia. His definition of community policing is building relationships to engage the community in non-law enforcement contact opportunities. He explained that, in Washington, DC, there are daily opportunities to create contact with the community, and provided examples where he—in his role as Director of Constituent Services—and MPD put that philosophy into practice:

- The MPD places police officers that are known to the community in locations where they can interact and play with children. When Mr. Amin witnesses these interactions, he engages with the officers and passes these stories of community building to Chief Lanier. He also sends this information to the council members so they know that the process of building community relationships is working.

- A person contacted the council to say that an officer had been heavy-handed. Mr. Muslim convened a meeting at a local school (over 200 residents attended) so that key stakeholders would be involved.

- At Christmastime, several community members contacted Mr. Muslim for help to get holiday meals for residents in need. The MPD connected the community with resources, and marked MPD cars delivered turkeys, which helped develop community respect.

- Mr. Muslim was invited to speak at a funeral of a community member, and MPD officers attended, as well. The officers engaged with the community members and distributed their business cards. He noted that these examples of community outreach are creative.

- MPD employs non-sworn members in the capacity of Community Outreach Coordinators. These Coordinators work directly in the community building relations that create pathways for sworn members to enter a more congenial atmosphere.
On a monthly basis the Outreach Coordinator and members of the Command Staff convene PSA meetings throughout Ward 7/6D. These meetings provide residents the opportunity to meet their PSA Officials, learn of the latest crime fighting initiatives, and to have crime issues specific to their community addressed.

Another unique feature of the MPD Community Policing Model is the relationship that has been created with the Councilmember's Office. The Outreach Team/Command Staff/Officers and the Councilmember's office meet and or communicate on a daily basis. Supporting each other in community meetings and legislative hearings has translated into bolstering constituent confidence. They feel their concerns are being worked on collaboratively.

Audience Questions:

1) An audience member noted that after the Ferguson grand jury did not indict the police officer for the killing of Michael Brown, there was a peaceful march in Richmond, and Chief Magnus held up a sign that said “Black Lives Matter.” The audience member asked what leaders can do to say that black lives matter.

Chief Magnus said he created a dialogue by holding up the sign. The chief and his command staff chose to talk to the community, and had a series of positive conversations with the protesters. One woman said she had never had that type of positive dialogue with the police. Chief Magnus said that, ultimately, he had to engage in a way that was right for his community. He said that, to a degree, saying “black lives matter” was a political statement, yet one that was consistent with the beliefs of the city. Chief Magnus noted that the difficult part was acknowledging that there are gaps between the black community and the police department.

Federal Perspectives

Panel 3: Gilbert Moore (Deputy Director of the U.S. Department of Justice Community Relations Service [CRS]), Tawana Elliott (Senior Program Specialist in the Office of Community Oriented Policing Services [COPS Office]), and Alissa Huntoon (Senior Policy Advisor in the Bureau of Justice Assistance [BJA])

This panel featured representatives from several federal agencies currently sponsoring a number of crime-prevention and violence-reduction initiatives in local communities, each of whom spoke about his or her agency’s efforts to improve relationships between law enforcement and communities of color.
Deputy Director Moore discussed his office’s engagement with local communities in conflict regarding race, religion, disability, national origin, gender, and sexual orientation. CRS was founded in 1964 alongside the Civil Rights Act, and now Deputy Director Moore’s office works on approximately 650 to 750 cases per year, with about 75 percent of those cases involving law enforcement. He said that the work with the large law enforcement agencies differs from the work with small law enforcement agencies, because they face different types of problems, and they have differing levels of resources available to address those problems. CRS serves as a neutral third party to help resolve conflicts that have erupted into crises. For example, his office has been involved in Ferguson, MO since the beginning of the shooting incident. Mr. Moore remarked that he now sees more meaningful conversations between law enforcement agencies and communities of color. He concluded by saying that law enforcement realizes, by and large, that something needs to change, and that there should be a shifting and sharing of responsibilities between law enforcement officers and community residents.

Tawana Elliott said it was encouraging to hear about creating better relationships between law enforcement and communities of color. She discussed COPS Office’s resources available to help with this and other concerns, which include the following:

- **Emerging Issues Forum** – The COPS Office conducted an Emerging Issues Forum in April 2014 to strengthen the relationship with law enforcement and communities of color, resulting in useful feedback from forum participants on racial profiling and reconciliation.

- **Constitutional Policing Session** – Academic professionals, policymakers, and law enforcement representatives convened a session on Constitutional policing.

- **Community Policing Self-Assessment Tool (CP-SAT)** – This web-based, agency-wide survey helps law enforcement agencies measure their progress in implementing community policing. The CP-SAT confidentially captures information about community partnerships, problem-solving, and organizational impact.

- **Community Engagement Forums** – These forums convene residents from particular
neighborhoods to address problem-solving tactics and how to eradicate issues they have identified.

- **The West Side Story Project** - This project uses themes from the musical to create opportunities for dialogue and role-playing to help improve relationships between youth and police.

- **Technical Assistance** - The COPS Office offers publications and peer-to-peer trainings to law enforcement in a variety of areas.

- **Collaborative Reform Initiative** - This is a long-term initiative that relies on data analysis, evidence-based practices, community policing, and transparency to solve problems regarding police-community relationships.

Ms. Elliot concluded by saying that more information on these and other COPS Office programs can be found at www.cops.usdoj.gov.

**Alissa Huntoon** works with the BJA Byrne Criminal Justice Innovation and Building Neighborhood Capacity programs. She noted that BJA works with adults in the criminal justice system; however, BJA is looking for change throughout the system. She said that the goals of the program include: 1) Strengthening partnerships with state, local and tribal stakeholders; 2) Ensuring integrity of, and respect for, science, including a focus on evidence-based, "smart on crime" approaches in criminal and juvenile justice; and 3) Administering Office of Justice Program's grant awards through a fair, accessible, and transparent process.

Ms. Huntoon provided examples of BJA programs and inter-agency resources, including the following:

- **Building Neighborhood Capacity Program Resource Center** - This program has been implemented by BJA in four cities and eight neighborhoods, and helps the communities with childhood poverty and low unemployment.

- **Byrne Criminal Justice Innovation Program** - This technical assistance program is for local and tribal partners to address neighborhood-level crime.

- **Smart Policing Initiative** - This is a collaboration between BJA, CNA, and over 40 law enforcement agencies that are testing solutions to serious crime problems in their jurisdictions.

- **Blue Courage** - This two-day workshop focuses on developing police leadership.
• **Executive Session on Police Leadership** – This multi-year endeavor (2010–2014) aims to develop innovative thinking that helps create police leaders uniquely qualified to meet the challenges of a changing public safety landscape.

• **Violence Reduction Network** – This is a comprehensive approach to violence reduction that complements the U.S. Attorney General’s Smart on Crime Initiative by leveraging the vast array of existing resources across U.S. Department of Justice components to reduce violence in some of the country's most violent cities.

• **National Center for Building Communities of Trust** – This initiative aims to enhance procedural justice, reduce bias, and support racial reconciliation.

• **My Brother's Keeper** – This initiative addresses persistent opportunity gaps that boys and young men of color face, and helps to ensure that all young people can reach their full potential.

Ms. Huntoon recommended the following website to the audience: www.Findyouthinfo.gov.

**Audience Questions:**

1) An audience member asked how we can better serve smaller to mid-sized police departments.

Ms. Elliot explained that the COPS Office website has information and technical assistance resources in this area. Mr. Moore added that, as a result of the Ferguson case, his office took available resources on the road to those smaller police departments to increase awareness. Ms. Huntoon then noted that BJA convened a meeting of rural and tribal representatives to discuss justice system improvements.
Conclusion

A theme emerged among the panels at this Executive Session and in the speakers' comments about how to better achieve meaningful engagement with communities of color. Several presenters noted that to establish relationships with the community, police officers must have empathy and treat grieving parents as they would treat one of their own relatives who lost a child to a sudden, violent death (even if they have been troublesome). Establishing caring and sincere relationships, person by person, furthers every goal of law enforcement, including building trust, obtaining helpful information to solve crimes, obtaining sincere feedback on the organization, having a positive influence on youth, protecting vulnerable populations, recruiting quality officer candidates, and training officers well.

This challenges how police officers are socialized into their profession, at least in some, probably larger, urban police departments. The culture of policing sometimes promotes an “us vs. them” attitude, a mistrustful view of residents in violent communities, which are frequently communities of color. Even though, as Stephen Rickman illustrated, police deaths by assailants and police injuries from assaults have been trending downward for the past decade, police officers still express fear and wariness when working in violent communities. While this is certainly warranted in some cases, it is not warranted in all. We also know, through research on collective efficacy and social cohesion, that even in crime hot spots, a majority of residents report in surveys that they are willing to help out and intervene when community problems present themselves.7

We must find ways to change deeply engrained, potentially damaging cultural beliefs or practices in police organizations. This may not be easy, but lives are at stake. In addition, history leaves memories, and recent violence (on the parts of communities and police, alike) rekindles memories of past violence. As the panelists and participants noted in various ways during the Executive Session, achieving positive policing in communities of color involves training; experimentation and research; brave leadership; cultivation of mutually respectful attitudes; federal leadership; and willingness to form new relationships, perhaps with people that you know the least.

and fear the most. Experience tells us, in this realm, that familiarity breeds respect (not contempt), and the gradual building of respectful relationships will help to create productive relationships between police and communities of color.
Appendix A: About CNA

CNA is a not-for-profit research organization that has provided analytical support to federal and local government organizations for more than 70 years. CNA focuses its work on those areas most critical to our nation’s well-being and success. Today, across the world, CNA is deploying field analysts with our military to support counterterrorism efforts. CNA also supports planning and training for our national emergencies and disasters, develops and implements innovations in educational reform, and employs its research and analytic resources to bring needed reforms to our nation’s criminal justice systems.

The pairing of analysts that use data and observation with operators and commanders to solve problems in field settings has been the CNA way since World War II, when CNA helped the armed forces develop a strategy to defeat German U Boats. CNA has always believed in and performed what some call “practice-based research.” CNA more recently has applied these time-tested applied analytics to solve real-world problems in law enforcement and other community settings.

This report was written by CNA’s Safety and Security (SAS) Division, which uses research and analysis to deliver solutions that improve decision-making during crisis operations across the nation and to develop innovative answers to challenging safety and security problems.
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Appendix B: Speaker Biographies

Rod Brunson – Vice Dean for Academic Affairs, Ph.D. Program Director, & Associate Professor, Rutgers School of Criminal Justice

Dr. Rod Brunson’s research examines youths’ experiences in neighborhood contexts, with a specific focus on the interactions of race, class, and gender, and their relationship to criminal justice practices. He has authored or coauthored more than 50 articles, book chapters, and essays. His work appears in the British Journal of Criminology, Crime & Delinquency, Criminology, Criminology & Public Policy, Gender & Society, the Journal of Quantitative Criminology, Justice Quarterly, Sociological Quarterly, and Urban Affairs Review. He is the 2008 recipient of the New Scholar Award, American Society of Criminology, Division on People of Color and Crime. He also received the 2010 Tory J. Caeti Outstanding Young Scholar Memorial Award, Academy of Criminal Justice Sciences, Juvenile Justice Section. Dr. Brunson has a Ph.D. (2003) University of Illinois at Chicago in Criminology.

Tawana Elliott – Senior Program Specialist, Office of Community Oriented Policing Services, U.S. Department of Justice

Tawana Elliott is a senior program specialist on the Collaborative Reform Initiative at the U.S. Department of Justice’s Office of Community Oriented Policing Services. The Collaborative Reform Initiative is a program through which the COPS Office provides funding to technical assistance providers for the purpose of working with law enforcement agencies to assess issues that affect police and community relationships.

Alissa Huntoon – Senior Policy Advisor, Bureau of Justice Assistance, U.S. Department of Justice

Alissa Huntoon is a senior policy advisor at the Bureau of Justice Assistance supporting the Byrne Criminal Justice Innovation and Building Neighborhood Capacity programs. Both programs are part of the White House Neighborhood Revitalization Initiative, which assists communities with developing place-based, community-oriented strategies to reduce crime. Ms. Huntoon has worked for the International Association of Chiefs of Police in various capacities, including overseeing sex offender management initiatives and supporting the Volunteers in Police Service program. She also worked for Circle Solutions, Inc., providing research
and evaluation services for the COPS Office-supported Cops in Schools program. During graduate school, she interned with the National Institute of Justice. Prior to graduate school, she served as an AmeriCorps*VISTA with Habitat for Humanity in West Philadelphia. Ms. Huntoon earned her Bachelor of Arts degree in Sociology (with an emphasis on Criminal Justice) from the University of Minnesota - Twin Cities, and her Master of Public Policy degree from American University.

**Cathy Lanier** – Chief of Police, Washington, DC Metropolitan Police Department

Chief Lanier joined the Metropolitan Police Department of the District of Columbia in 1990 as a foot patrol officer. In 1994, she was promoted to sergeant, and, two years later, to lieutenant, before becoming a patrol supervisor. In 1999, she became a captain and, later that year, was promoted to inspector and placed in charge of the department's Major Narcotics Branch/Gang Crime Unit. In August 2000, she was promoted to commander-in-charge of the Fourth District of the city. In April 2006, she became the commander at the Office of Homeland Security and Counter-terrorism, Office of the Chief of Police in MPDC, overseeing, among other things, the bomb squad and the emergency response team.

**Chris Magnus** – Chief of Police, Richmond, CA, Police Department

Chris Magnus has been the police chief of Richmond, CA—a highly diverse, urban community of 110,000 residents in the San Francisco Bay Area—for the past nine years. He has been significantly involved in strengthening ties between the community and its police force, addressing historically high levels of crime, and implementing reforms within the police department. Both violent and property crime in Richmond are currently at their lowest levels in over a decade. Chief Magnus is involved in regional community corrections efforts, improving services for victims of domestic and sexual violence, and a myriad of youth programs and activities. Prior to taking the Richmond position, he was the police chief of Fargo, ND for six years. There, he played a key role in implementing the first two-state regional dispatch system in the nation, a forensic children's interview center, and a refugee liaison program for the area's many new immigrants and refugees. Most of Chief Magnus's public safety career was in Michigan, where he came up through the ranks of the Lansing Police Department—another urban community with a diverse population. He left there in 1999 as the captain of administrative services. Early in his career, Chief Magnus worked for several years as a deputy sheriff with the Livingston County Sheriff's Department. In addition to his police service, he worked as a paramedic for a hospital-based EMS provider in southern Lower-Michigan for 10 years. Chief Magnus has a Master's degree in Labor Relations and a Bachelor's degree in Criminal Justice from Michigan State University. He also attended the Senior Executives in State & Local Government program at Harvard’s Kennedy School. Chief Magnus is a board member of several nonprofit organizations serving youth, including the
Richmond Police Activities League. He is currently the board chair of the Child Advocacy Centers of California. He also served as the chairperson of the West Contra Costa County Police Chiefs’ Association for two years, and he was on the West County Family Justice Center Advisory Board. In addition, Chief Magnus was appointed for a two-year term on the Contra Costa County Community Corrections Partnership.

**Gilbert Moore** – Deputy Director, Community Relations Service, U.S. Department of Justice

The Community Relations Service is the department’s “peacemaker” for community conflicts and tensions arising from differences of race, color, national origin, gender, gender identity, sexual orientation, religion, and disability. CRS is not an investigatory or prosecutorial agency, and it does not have any law enforcement authority. Rather, it works with all parties, including state and local units of government, private and public organizations, civil rights groups, and local community leaders, to uncover the underlying interests of all those involved in the conflict and facilitates the development of viable, mutual understandings and solutions to the community's challenges. In addition, CRS assists communities in developing local mechanisms and community capacity to prevent tension and violent hate crimes from occurring in the future. All CRS services are provided free of charge to the communities and are confidential. CRS works in all 50 states and the U.S. territories, and in communities large and small, rural, urban, and suburban.

**Amin Muslim** – Director, Constituent Services, Ward 7 Councilmember Yvette Alexander

A native Washingtonian and lifelong resident of Ward 7, Amin Muslim grew up in the Kenilworth Courts Public Housing Development in far Northeast DC with the desire to help others. This passion and commitment to public service has characterized Amin throughout his life and is reflected in his contributions as the Director of Constituent Services for Washington, DC Ward 7 Councilmember Yvette M. Alexander, a position he has held for the last seven and a half years.

Prior to joining Councilmember Yvette Alexander’s office, Amin Muslim has served District communities in several capacities. Amin was the Community Resource Specialist for The Edgewood/Brookland Family Support Collaborative where he directed the Fatherhood Program. He served two years as the Vice-President of the USA Amateur Boxing Federation’s Potomac Valley Federation and the Co-Founder of the MPAC Boxing and Fitness Gym on Kenilworth Avenue NE, an organization aimed at providing athletic and academic alternatives to at risk youth.

Amin is a graduate of the DC Public School System and he completed 3 years of study in International Relations at Georgetown University. Amin received certification from Cornell University in Family Development; Southeastern University in
Structured Decision Making, Solution Focused Training, Risk & Safety Assessments: Family Assessment Form Training; and the National Center for Fathering Fatherhood curriculum. Amin currently serves on the Mayor's Commission on Re-Entry and Returning Citizens Affairs.

**Steve Rickman – Senior Subject Matter Expert, CNA**

Stephen Rickman has an exceptional record of hands-on experience in the management and direction of government programs and projects in support of government operations impacting all levels, from the federal government to local communities. He has more than 16 years of experience in high-level positions in the public safety and community support areas. His public service portfolio includes Director of Washington, DC’s Criminal Justice Statistical Analysis Center, organizer and Vice Chair of the Community Prevention Partnership, President of the Justice Research Statistics Association, Director of the Washington, DC Emergency Management Agency, Division Director for the U.S. Department of Justice's Bureau of Justice Assistance, Director of the Department of Justice's Weed and Seed Program, and Readiness Director for the White House Office of Homeland Security. For the last eight years, Mr. Rickman has served as Director of Homeland Security for CNA. During his tenure as the Crime Act Programs Division Director for BJA, he had oversight responsibilities for several national programs, including Drug Courts. He helped realize its initial national design and continued to interface with the program after moving on to become the national Weed and Seed Director. While serving as the Weed and Seed Director, he spearheaded the program's expansion from 16 sites to nearly 300 in four years and grew its budget from $16 million to more than $50 million. Under his leadership, the program was effectively marketed to hundreds of new sites, new partnerships were created at all levels of government, and much of the program's current infrastructure was established. Mr. Rickman has a long-standing history in community organizing and mobilization. While working for the District of Columbia, he established a network of community empowerment centers in distressed neighborhoods to improve the coordination of service delivery. He championed public-/private-sector partnerships while directing the Weed and Seed Program, working with community-development corporations and local nonprofit entities to leverage federal dollars to expand economic opportunities and enhance public safety in distressed communities.

**Benjamin Tucker – First Deputy Commissioner, New York Police Department**

Benjamin B. Tucker was appointed NYPD's 43rd First Deputy Police Commissioner on November 5, 2014. He has more than four decades of experience in the fields of law enforcement and criminal justice. He left the NYPD in the 1980s to work for the city’s Civilian Complaint Review Board and held several other director positions with the Ed Koch administration. He also worked with former Manhattan Borough president
Ruth Messinger. He ultimately retired from the force in 1991. In September 1995, Deputy Commissioner Tucker was appointed by President Clinton and served as Deputy Director for Operations in the Office of Community Oriented Policing Services at the U.S. Department of Justice, where he was responsible for funding decisions and recommendations resulting in the awarding and oversight of grants (more than $5 billion) to state and local law enforcement agencies. Deputy Commissioner Tucker is a recognized expert in community policing. Prior to joining the Office of National Drug Control Policy, he served as a Professor of Criminal Justice at Pace University. He has also worked as a consultant to the Urban Institute, and as Director of Field Operations and as Senior Research Associate at the National Center on Addiction and Substance Abuse at Columbia University. Within government, Deputy Commissioner Tucker served as Deputy Director for Operations at the U.S. Department of Justice, Office of Community Oriented Policing Services; Executive Director of the New York City Commission on Human Rights; Deputy Assistant Director for Law Enforcement Services in the office of New York City mayor Michael Bloomberg; and as Chief Executive for School Safety and Planning at the New York City Department of Education. Deputy Commissioner Tucker holds a Bachelor of Science degree in Criminal Justice from the John Jay College of Criminal Justice, and a Juris Doctor from the Fordham University School of Law.

William Scott – Captain, Bolden Area Command, Las Vegas Metropolitan Police Department

William Scott received an associate of applied science degree in criminal justice from the College of Southern Nevada. He has been employed with the Las Vegas Metropolitan Police Department for over 23 years. Before his promotion to Captain in 2013, Captain Scott was assigned to the Investigative Services Division, Robbery/Homicide Bureau–Robbery Section. He has had a variety of assignments during his tenure with the LVMPD, including in Patrol Services, the Bike Unit, Gang Crimes, the Organized Crime Bureau, the Criminal intelligence Section, Homicide, and Robbery. He is also an instructor certified by the Commission on Police Officers’ Standards and Training and teaches “Preventing Police-on-Police Confrontations” and “Ethics in Leadership.” He recently developed a class, titled “Policing with Pride,” to reinforce organizational, personal pride and professionalism within the law enforcement community. Captain Scott was selected as a host instructor at the FBI Academy in Quantico, VA, for his successful work in covert operations, and has received numerous state and federal awards. In 2008, he developed the first and only community LVMPD Explorers Post #002, named after the first African-American Police Officer hired in Nevada (Herman Moody). The home base for Explorer’s Post #002 was within Nevada Partners, which is in the heart of historical West Las Vegas. Post #002 received the 2008 National Black Police Association Extended Hands Community Service Award.
Noble Wray – Former Chief of Police at Madison, WI, Police Department

(Retired) Chief Wray served with the Madison Police Department for almost 30 years. He was promoted through the ranks and appointed Chief of Police of Madison in 2004. Before becoming chief, he received Life Saving and Outstanding Service Awards as a member of the Madison Police Department. Chief Wray has been a very visible and active member of the Madison Police Department throughout his career. He led the department with an emphasis on building trust both inside and outside of the organization; he refers to this as “trust-based policing.” Chief Wray has also excelled as a nationally recognized consultant for law enforcement organizations, such as the Police Executive Research Forum and the Police Foundation, in the areas of problem-solving, community policing, and trust-based policing. From 1997 to 2004, he served as staff at the Police Leadership Institute at the University of Lowell Massachusetts, for a course he developed for police managers, called “Problem Solving Lessons Learned.” Chief Wray continues to be a national presenter on these topics. He is also a certified trainer/consultant for both Steven Covey and COPS Office Fair and Impartial Policing. Chief Wray also serves on a number of nonprofit boards in the Madison area. He just completed his tenure as board president for the United Way of Dane County, and he has served on numerous boards and commissions at the county and state levels. In 2007, Wisconsin Governor James Doyle asked Chief Wray to co-chair the State Commission on Reducing Racial Disparity in the Criminal Justice System. The governor was nationally recognized by the National Council on Crime and Delinquency for the Commission’s report in October 2008.
The CNA Corporation

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