

CNA Out Front: The Impact of Policing Reforms on Local Government

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Approved by:

September 2016

A handwritten signature in black ink that reads "James R. Coldren, Jr.".

James R. Coldren, Jr., Managing Director
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Background

Police reform is a national topic and interest. The term has been used for decades to encompass the many changes within policing and law enforcement departments across the country, yet it is still important and valuable today to evaluate police practices and learn how to bring about change—both intended and unforeseen. To have comprehensive evaluations and a holistic view of advancement in policing, involvement from local organizations and government agencies is crucial. Local governments play a large role in implementing resources for police departments, and their understanding and interpretation of police reform needs to be assessed as the country pushes for more departmental development.

CNA, a not-for-profit organization focused on using operational analysis and applied research to solve complex issues faced by law enforcement, communities, and governments at all levels, is involved in police reform on a number of fronts. In August 2016, CNA hosted an Executive Session in Arlington, VA, to facilitate a discussion among a diverse group of representatives of local agencies and law enforcement practitioners on the impact of policing reforms on local government.¹ Law enforcement practitioners discussed the growing demand for departments to achieve more in areas such as training and technology. Representatives from local government expressed their need for a police force to reach the standards illustrated in the *Final Report of the President's Task Force on 21st Century Policing*², but they also discussed the constraints that limited the agencies to allocating more resources. Each group of participants engaged with candor and, in many cases, expressed complementary ideas and solutions.

In summarizing this Executive Session, we hope to garner greater interest, stimulate curiosity, and foster open-mindedness regarding the future of policing in America. We encourage readers to appreciate the forthrightness of the presenters and audience participants. Partnerships between law enforcement agencies and local government are prevalent due to organizational structures, yet discussions about direct impacts have not always been communicated between both parties, though such conversations are happening with the help of agencies such as CNA to facilitate them.

The August 2016 Executive Session, titled *The Impact of Policing Reforms on Local Government*, was the sixth in a series sponsored by CNA. The participants in this Executive Session offered numerous suggestions for future session topics, which we are currently considering. If you are able to suggest any additional topics after reading this summary, please send them to the CNA Justice Team at SMARTJustice@cna.org.

¹ CNA Executive Session on Policing: The Impact of Policing Reform on Local Government, August 24, 2016.

² The President's Task Force on 21st Century Policing: Final Report, U.S. Department of Justice, Office of Community Oriented Policing Services, available at: http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalREport.pdf

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Executive Session Purpose and Speakers

The August 2016 Executive Session provided a venue for representatives from local governments and law enforcement associations to discuss their experiences with and perspectives on the impact police reform has had on local government.

Katherine McGrady, President and CEO of CNA, welcomed our panelists and guests and provided a history of CNA. Dr. James “Chip” Coldren, Managing Director within CNA’s Safety and Security Division for the Institute for Public Research, facilitated the Session and provided commentary throughout.

Ron Gould., Former City Manager, Santa Monica, CA and Senior Manager for Training, Center for Public Safety Management, opened the Session by introducing the topic of why police reform is so important in the 21ST century. As society’s confidence is diminishing due to recent high-profile use of force cases, such incidents threaten both police departments and local governments as they try to serve their communities. He explained the necessary items that should be implemented within departments and crucial specialized partnerships that would foster positive interactions with the community and its stakeholders. As challenges will always be present, having these key factors would enable a strong foundation within the community and local government agencies.

Following Ron Gould’s opening address, two groups of panelists defined police reform and then the cost and benefit of such reform. These panels comprised leaders from:

- Arlington, TX City Manager’s Office;
- Center for Public Safety Management;
- Charlotte-Mecklenburg, NC Police Department;
- CNA’s Institute for Public Research;
- Fayetteville, NC Police Department;
- Kansas City, MO Mayor’s Office;
- Kansas City, MO Police Department;
- Office of Community Oriented Policing Services (COPS Office);
- Tampa, FL Police Department; and
- Vera Institute of Justice.

Each Executive Session panel included an opportunity for session participants to ask questions of the presenters.

Finally, Jane Castor, former Chief of the Tampa Police Department, closed the Session by discussing in detail the reforms that need to take place for police departments to succeed, but also how departments need to work alongside local government agencies on appropriate budgets and resource allocation.

In the following sections, we summarize the opening address; each of the three panel sessions, including participants’ questions and panelists’ responses; and the closing address.

Opening Address: The Future of Police Reform Efforts in the United States

Rod Gould, Former City Manager, Santa Monica, CA, and Senior Manager for Training, Center for Public Safety Management



The Executive Session's first speaker, Ron Gould, discussed how police departments are facing a crisis in confidence. The confidence in American policing drops and outrage ensues each time there is a police-involved shooting of a person of color. According to Gallup Research in their Public Opinion Context poll, there is a 29-percentage-point gap in the percentage of whites and blacks who have a great deal or quite a lot of confidence in the police. Fifty-eight percent of whites have confidence in the police, compared with 29 percent of blacks.³ Gould voiced that the advent of handheld technology has made it too real and too public what has been occurring in our society. He also stated that the majority of police officers honor the badge and act fairly, but as communities grow more fearful of police, the legitimacy of police departments are lost. He stated that there has never been more time than now that demands and requires high levels of judgement and emotional maturity. So, the question was posed, how do we make sense of the adverse trends and facts?

Gould went on to state that reexamination of policies was a must. With law enforcement commitment to comprehensive reform and a revamping of law enforcement agencies by addressing the malignant police culture and prevalent tragedies, law enforcement would gain its rightful place in society again. To learn how to do this, he explained that the *Final Report of the President's Task Force on 21st Century Policing*⁴ is great guideline. Along with the recommendations listed in the report, Gould listed some prominent reforms that would contribute to police departments.

The first was government relations. He stated that the police are the public and the public are the police. To that end, whether you operate a strongly elected or appointed form of government, his belief is that there needs to be engagement on a deeper level with policing because stakes have never been higher; this could be done with a civilian oversight board. There will be differing approaches to the appropriate involvement of the community, but involving the public more in functions otherwise closed off is helpful for recruiting, training, policy-making, and ongoing dialogues. Having citizens review critical policies is essential. Both the Police Executive Research Forum (PERF) and the International Association of Chiefs of Police have made recommendations on how to engage the community on issues such as use of force. Having the input from the community on tactical policies can lend itself to training opportunities for officers. For example, Gould stated that feedback on the search and seizure policies would be beneficial, as the community can help shape interactions with transgender individuals.

³ Public Opinion Context: Americans, Race, and Police, Gallup Research, July 2016, available at: http://www.gallup.com/opinion/polling-matters/193586/public-opinion-context-americans-race-police.aspx?g_source=poll&g_medium=search&g_campaign=tiles

⁴ Final Report of the President's Task Force on 21st Century Policing, U.S. Department of Justice, Office of Community Oriented Policing Services, May 2015, available at: http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Gould also emphasized establishing performance measures; conducting audits frequently of data collection and reporting; recognizing the need for technology within departments, such as body worn cameras; and enhancing officer training. According to Gould, there are ways to improve all of these functions that would establish a true 21st-century police department. Gould specified “that too often, police departments operated in silos,” while having a strong partnership between the local government and its citizens would prevent crime and maintain order in communities. Interactions need to exist outside of arrests and citations. Reformation includes a cost; yet as Gould identified, “departments run the risk of losing more money due to consequences from a poorly run police department,” such as lawsuits and citations, “that cost is far too great.” Law enforcement has to take action to reform, but also work in conjunction with local agencies around them to establish traction in a way that would benefit all.

Audience Questions:

- 1) *What sort of local resources are available to do training to take officers off the street? Also, how can we address the problem of answering calls for service and having officers available to interact with community?*

This is where the Chief and Manager have to be clear; local resources need to be clearly established. Some of these trainings that are necessary for officers are very expensive; however, if you form consortiums among local governments, it can be done, such as with simulators. Departments have to make time for officers to work on them. Decisions have to be made with budget in mind as the city and county work together to establish that allotment.

- 2) *What percentage of the general fund is allocated to the police-fire budget?*

The police-fire budget fund represents the majority of the budget, at about 60-70 percent.

- 3) *Is it your impression that governments need to be sold on the reforms, or is it more about finding the right resources?*

There are still quite a few elected and appointed officials who believe that the terrible things happening in other cities won't happen in theirs. Their focus isn't on police reform.

Panel 1: Defining Policing Reform

Panel 1: Noble Wray, Chief, Policing Practices and Accountability Initiative, COPS Office; Major Joseph McHale, Kansas City (MO) Police Department; Harold Medlock, Chief, Fayetteville (NC) Police Department; Rodney Monroe, Chief (Ret.), Charlotte-Mecklenburg (NC) Police Department

Each of the panelists' agencies has shown progress toward and is leading the way in police reform. They each were able to express what reform meant to them and their respective departments.

The panel's first speaker, Noble Wray, shadowed Ron Gould in discussing why reform was needed. He has a part in leading police practices across the country and has had several conversations that reflect why departments are afraid to change, but would rather self-initiate the change than be mandated by the U.S. Department of Justice (DOJ) to do so. Wray defined police reform in two categories: constant improvement and transformation. "Constant improvement is collective belief that you want to do better, and transformation consciously knows there is a changing dynamic in the agency," he explained. Wray stated that there are challenges presented by these factors, and to counteract them, there needs to be total quality management. This would include improving the process and systems that are in place before a person is blamed. "The work is customer-driven," explained Wray. "Every contact an officer has with a citizen should serve as a time to improve customer exchanges, as well as an opportunity to improve training and communication. Constantly assessing the agency and asking where each officer should want to be in 2-4 years and working collectively to get there is crucial to success", indicated Wray. He also explained that constantly assessing where the department stands is needed for transformation. There are changing dynamics in every community, and with that, there needs to be police departments shifting to match those changes.



Police reform—both systemic and personal—is “trying to get evidence-based approaches out of reforms, as well as constitutional policing”; this would include increasing diversity within law enforcement agencies, along with improving data collection and transparency. Police reform such as collaborative reform is attached to different topics and issues. Wray stated that it gives the field a chance to view and assess the collective wisdom. The President's Task Force Report provided recommendations that stated where the field should be in policing. Collaborative reform gives those same agencies a guide on how to get there, as it includes a process.

Wray also expressed that there are challenges to this. The field is reluctant to begin reform, yet pushes forward quickly, as they think if they don't adjust, they will in turn get in trouble, which according to Wray, is the wrong mindset. If agencies didn't overemphasize formal aspects that contribute to the loss of informal culture, then there would be room for more officer buy-in. A policy can be amended, but are officers truly changing their behavior to match that newly added policy?

According to Wray, it is not possible to create a systemic change without local government support, and having community stakeholders watching and holding people accountable; the rank and file must also be part of the accountability mechanisms. Another challenge to the reform process stems from the recent high-profile tragedies. Agencies need to find a way toward reconciliation without blame. Wray continued by expressing how the Las Vegas Metropolitan Police Department was a great example of this. As part of the collaborative reform process, the department was given recommendations on how to improve the agency. They are currently 98-percent complete with the

recommendations. There are now 10 departments across the country using what they have done as a guide. Wray concluded by stating that, “having used this collaborative reform process to initiate transformation, the agency now has significantly fewer officer-involved shootings.” This was done as a joint effort alongside local government agencies.

The next panelist to speak was Joseph McHale, Major in the Kansas City Police Department. He began by stating how Kansas City was known to be one of the most dangerous cities in the United States. He attributes the successes of crime reduction to the joint work the department was doing with local government. The department has been able to “engage in resources and lend support to those deemed most at risk of criminal behavior” due to the connections made. The Task Force report which is made up of 6 Pillars or 6 main topic areas was mentioned again, as it aided the agency in making great strides, specifically in the recommendations listed under Pillar 1 which pushed for community involvement in policy-making and practice.



Kansas City Police Department has used several methods to lower its crime. McHale mentioned the use of social network analyses to identify individuals who are central to the violent network: “The efforts then turn from arrest to deterrence. Yet the cost for such technology is about \$5,000.” Having data that supports the use of such technology has also put strains on the local government for more funding, but having more “precise methods to reduce crime is key,” stated McHale. This includes training for officers, as officers are not trained to “retreat”; officers should be taught to evaluate other options other than lethal force. McHale continued to state that by allowing more training, the culture of departments would create a positive change. Such a shift took place in Kansas City, and the role of a Community Interaction Officer (CIO) was eliminated, as it became a position that “hampered other officers from engaging with the community; in a sense, it became a crutch,” as other officers would assume any community involvement and interaction would be conducted by CIOs.

Police officers are guardians of the community and should be interacting with the public in arenas that don’t include giving citations. In having the officers become more involved in the community, residents should also “understand the demands the job of an officer entails.” There are challenges that officers face, and the community should understand those challenges and expectations and assist in creating an environment where officers can cope. For example, an officer “will have a use of force call one minute and, once, that is complete, they are off to the next call without any form of coping mechanism or time to detach from incidences.” McHale stated that many officers are on board with certain changes, yet they likely do not have the time to “read a document like that Task Force Report that is over 100 pages; but how does an agency ensure these recommendations are taking place and changes are in fact being made and practiced?” McHale’s answer was through great leadership and strong ties to the community, which also involve local government agencies.



McHale was followed by Harold Medlock, Chief of the Fayetteville Police Department. Chief Medlock was brought into his role to help assist with the divide between the communities and police. He stated that there was a huge disconnect between the community and the police that lead to mistrust. As he began to make changes in the police department, it came down to will; the will of the leader to want to make a change “had to be unyielding and unbending.” Upon his arrival, the department had “12 officer-involved shootings, and since October 2013, there has only been one officer-involved

shooting.” Chief Medlock explained that he faced opposition from commanders and the rank and file. He said it stemmed from the department having a culture of closed rank for 20-30 years. According to Medlock, this means “everything from the officers’ perspective looks good, and since the officers are the professionals, whatever is being said by the community must be wrong.”

Upon learning about the collaborative reform process, and recognizing that there was an opportunity for the department to have a fresh look at what they were currently doing in the city, Medlock asked DOJ to become a part of that program. Medlock explained that this is highly unusual, as “it is similar to going to the IRS and requesting an audit of your taxes.” In this case, Medlock wanted to be forward-thinking about progress and met with more disapproval. Citizens and city government assumed he was trying to get an agency “to rubber stamp their actions over the years and white-wash their problems.”

Every member in the command staff was engaged in the process, stated Medlock. There were 76 recommendations given by DOJ, and they are currently still working on completing them. Throughout the reform process, many of the officers and community members “began to understand and believe in the changes.” The department has completed 90 percent of the recommendations. With the help of DOJ and CNA, Chief Medlock said, “the department was transformed, and the department became more than what they were.” For example, community meetings end with hugs, which is a large improvement from a community who did not want interactions with the police. Medlock explained that through policing in a legal and policy-driven way, officers again were a part of the community since “they are doing the right things for the right reasons.” The motto for the department is “One agency, one community, one family.”

The next panelist was retired Chief Rodney Monroe. He began by stating that he viewed the job of a Chief as a servant position, “to help transition the department to become more engaging.” Through 15 years as Chief, Monroe explained that he continuously asks himself the same three questions:



- 1) Does the public trust the police?
- 2) Are there rifts in the community as it relates to police?
- 3) Do all facets of the community believe they are being treated fairly?

Monroe was firm about needing to be honest about the possible answers to these questions. A use of force incident should not be the primary factor to making a change within the department. There have been reports that have highlighted the mistrust among minorities, the homeless, the mentally ill, and ex-offenders. According to Monroe, “if you look at the barometer of trust, you will always have the opportunity to have that trust, especially by looking at the engagement with the community.” According to Monroe, the President’s Task Force Report was “revolutionary, as it brought people from all different walks of life together to speak about the issues and concerns in policing.” During these sessions, the information being brought up were not new concepts, yet it helped solidify these agencies and contribute to a national report.

Pillar 1, titled Building Trust and Legitimacy, is crucial, according to Monroe, both internally and externally. Communities need to trust the officers, but officers, too, need to believe that they can trust the agency. This notion of legitimacy goes hand-in-hand with procedural justice, giving everyone an opportunity for their voice and opinions to be heard. Monroe then continued to explain other staples needed for reform to take root within a department: (i) *Respect*. Make sure everyone is being treated with the same level of respect, as it goes a long way; (ii) *Neutrality*. Since we all have

biases going into a situation, one should be able to explain his/her purpose for how he/she operates; and (iii) *Understanding*. Monroe stated that “officers should understand with empathy, and be helpful, as that is...the difference between a guardian and a warrior.” A guardian, according to Monroe, is an officer who gathers the facts with the main purpose of protecting the community, while a warrior is preparing for a confrontation. Embracing that a guardian is “strong and trusting,” a department will be able to adopt those characteristics.

In strengthening the principals mentioned above, Monroe stated that having support programs for the community will enforce positive interactions, such as having diversion programs for the youth, being able to provide an alternate path that diverts them from further criminal behavior, supporting ex-offender programs, and holding individuals accountable, which in turn reduces future crime.

“Being open and honest throughout the department and community is part of the reform process,” stated Monroe. Incorporating many pieces of the reform puzzle cannot be done overnight, but the time and effort to reconstruct a department will leave lasting impressions on both officers and community members.

Audience Questions

1) *How has involvement in reform changed metrics in your department?*

Monroe used training as an example, measuring use of force training, and being honest about an officer’s performance in decision-making and judgement, which can capture outcomes that allow everyone to understand where the department has challenges and allows for an opportunity to show all the officers the value of training.

Medlock responded by stating that self-awareness was the most telling aspects, as an officer’s willingness to become more transparent grows the more self-aware and comfortable they are with slowing down. His department currently celebrates when officers take a more active role in service calls, which acknowledges the good work officers are doing day in and day out. Having this recognition their performances begins to reach a higher level.

McHale stated that metrics and violent crime go hand-in-hand. The metrics need to be changed to what will achieve the common goal of the agency.

Wray believes that the metric is the national standard, as he doesn’t think there is any police chief that doesn’t know how to operate in the 21st century. There are books, commissions, and agencies like CNA, PERF, and the COPS Office that take information and line it up against national best practices. Getting everyone involved and showing willingness to get to that national standard will also take courage.

2) *What is the importance of transparency and transformation, and what is the difference it makes in the department and outside. Have any of your department done any third-party surveys internally or of communities externally?*

Monroe explained that, currently, an assessment is being conducted. The department can now measure the effects of the recommendations, as they help serve as guideposts with pillars, recommendations, and completion guidance. This allows other agencies to learn how to get their organizations to begin 21st-century policing. The department also uses the University of Charlotte for research studies. Medlock stated that formal surveys are tricky, as most of the time, the only people who respond are those that look like the department, and typically, the

responses are not coming from the individuals the officers are interacting with daily. A better system has to be identified.

McHale expressed that his department has a survey, and it serves its purpose. They provide reports and give areas of improvement. The City Manager's Office constructs the survey, and the data is collated and pushed out by the Innovations Office.

Panel 2: The Cost and Benefits of Police Reform

Panel 2: Rebecca Neusteter, Director of Policing, Vera Institute of Justice; Sly James, Mayor, Kansas City, MO; Theron Bowman, Deputy City Manager, Arlington, TX; Leonard Matarese, Director of Research and Project Development, Center for Public Safety Management



Rebecca Neusteter began the panelist discussion by confirming the sentiments of Ron Gould. She stated that there was a current crisis in policing and also a crisis in confidence. It is lacking in both directions from the police and the community. Neusteter stated that “no community is immune to the problems we have seen in the media.” She continued by affirming that cost and benefits are more profound at this point than we have ever seen. There is a clear need for reform, but what kind and how? The Vera Institute works with other agencies to share their visions and improve injustices. Neusteter explained that there will be a minority-majority in the country, and as the climate changes, we as practitioners need to think about due process.

Fifty-five years ago, the Vera Institute helped those who were in need of a reform. Rigorous pilot testing was conducted. BJA funded the Cost- Benefit Analysis, and since its start, the Vera Institute has worked with community partners to strengthen relationships. The issues span a broad range of issues, such as police management, police use of resources, and police oversight. In the more recent work, Vera has worked with immigrant communities to help build positive relationship since 9/11. Evaluating police efforts is essential, yet measuring quality and defining it is difficult, according to Neusteter. She believes to start this, “police agencies need to engage with communities, especially those with vulnerable populations. And promote internal and external accountability.” Once a department redesigns performance tools and creates a consistent oversight entity, which would put agencies closer to establishing quality measures.



Mayor Sly James of Kansas City was next to present on the topic of costs and benefits of police reform. He explained the racial and economic divide that was present in Kansas City. Even once the physical line of division was removed, the emotional line was still present, he explained. “The power structure was controlled by police in a city that was 318 square miles; they had constraints, it has created underlying factors,” according to James, such as poverty, and unequal quality of education. In turn, it created an area that became “undereducated and underemployed, with incomplete homes, and high crime. Most of the high crime sits in 13 square miles in the city.”

The city budget is around \$1.2-1.25B, stated James, and it is divided into three parts: (i) enterprise areas, such as airports, where federal money goes in but it doesn't come out; (ii) the water department, schools and roads. “The sales taxes are always earmarked, but out of \$540M of the general fund, 72 percent is allocated to (iii) fire police and ambulance divisions.” According to James

it's beginning to be an issue; as the city government does a five-year projection, the percent needed by the police keeps going up and up. "As it goes up, it causes pressure; as the public wants local government to do more on the street, it becomes harder to do. The homicide rate is unacceptable. Do you solve that problem by more police officers or in other ways?" James stated he doesn't have an immediate answer but as the talk of reform continues and the cost associated with those reforms impact the city budget, he asks, how is that going to happen from a city standpoint? Of the police department's budget, 90 percent is spent on personnel. James believes that if it will solve the problem of crime and will cost a little more, then the city will find a way to do it, but James doesn't "see the direct causal link between more officers on the street and reduction of homicide rates."

As the city government looks at budgets, "they look at data on success and data on return investment. At some point, it has to level off, but in the last five years, it has gone to 69-72 percent. Every year there is a rise, the police department tells the city that they are underfunded." Until recently, Kansas City and St. Louis did not have control over their police departments: "The Board of commissioners are selected based on party affiliation, so to have a balance, those elected are good people but not necessarily coming from a place of knowledge on how to do policing."

The police department, in James' opinion, is extremely well trained and highly competent. The attention to the civilian population is necessary at this time. "You have to wonder from a cost-benefit analysis what's the best that can be done to make officers better and more productive but also allows other functions in the city to be performed." The benefit, according to James, is having a Police Chief who is focused on transforming, and inclusion in the ranks, as well as making sure there is a collaborative effort with the local government. Kansas City, stated James, is not immune to critical incidences, but it has done things to try to prevent them from occurring, such as "meeting with community organizations and churches, in an effort to be visible and present." It's a change from what used to happen. Aware of the current environment, "it's priceless," stated James.

Theron Bowman followed James. As the Deputy City Manager in Arlington, TX, he explained that the budget is deeply impacted by the fiscal and political environment. He stated that he has seen "a very much local economy, but at the same time, the political environment is making cities lower the tax rate. It results in increasing competition for limited funding."



According to Bowman, the police are always the highest-priority department, as they receive two-thirds of the city budget. Bowman pointed out that there are other professions and tools that are just as important but that receive less funding, such as "librarians who help decrease crime by fighting literacy, and parks and recreational facilities, [as] they are structured programs to keeps children off the street during criminal times." City Managers have to make decisions to balance the budget as the bigger whole, stated Bowman. There are both direct and indirect costs when discussing police reforms. Some direct costs and benefits in Arlington can be seen in some programs, such as the body-worn camera program. The department is looking at full implementation and completed a 90-day pilot project. The costs included "the equipment, storage, and implementation costs, along with software and new hires to evaluate footage. A \$4,500 camera is now a total of \$20,000 per camera."

When we look at local government, they provide for the health, safety, and welfare of the people. "We want to be prepared for critical incidences that may occur. It can be weather or a terrorist act. We want to be prepared for these traumatic events." Bowman continued by stating that resiliency is what can come from a strong relationship between local government and the police department: "Resiliency is being able to recover quickly from misfortune. Since we know these incidents are going

to occur, agencies should become more proactive so that the community has the ability to bounce back and is able to return to its original form.” As prepared as a city is for other incidents, they, too, should be prepared for police incidents.



Leonard Matarese followed Bowman, stating that, currently, police reform has human resource challenges. The diversity issue needs to be discussed when adopting reforms, stated Matarese. In Pillar 1 of the Task Force Report, recommendation 1.8 is one that law enforcement agencies strive to achieve, as there isn't a police department that has become fully integrated. Matarese has been involved in three decades' worth of consent decrees, collective bargaining agreements, etc., and has yet to achieve this for race, gender, and protective classes. He posed the question, "How much more difficult will it be to expand the criteria?" It will be an enormous challenge, he replied. Matarese went to further explain that if language, background, and life experience don't fall under a protected class system, how then do we move these different types of individuals into the police department? Also, according to Matarese, agencies are using outdated screening procedures. One is credit reporting: "No one has ever shown any correlation between credit scores and effective policing." The dismissal of people with minor drug use has also been puzzling to Matarese, since "people who have minor encounters with police, and minor arrest records can lend a different perspective to the agency. If we want people with broader life experiences, having these people in the police department would be beneficial."

In addition, the educational requirements have also been imposed on a lot of agencies. Some have a four-year requirement; "unfortunately, no one has ever demonstrated that 60 college credits would lend to a successful police officer. Worse, no one had identified what a successful police officer is." As these questions exist, Matarese explained there are ways to ensure development for agencies, such as hiring in the spirit of a service program "during the hiring process, emphasizing the role of police officers as peacekeepers." Matarese stated that one area that departments have the best chance to be successful is hiring more female police officers: "A lot of research shows bringing a different skill set, a better skill set, from a protected class, would improve police relations."

Matarese was able to express the challenges agencies faced in the human resources arena. There can be many benefits to having a more diverse police force that extends itself past protected classes, as they would then mirror the population the police are protecting and serving. An analysis of both the positive and negative effects would need to be created.

Audience Questions:

1) *Why is it important for city managers and mayors to take look at The Task Force Report?*

Bowman replied that city management and the mayor have to have the wellbeing of the city at heart to the extent that each should have gone through the report, to fully understand what the tenants and recommendations say. The recommendations can be integrated into different aspects of running other agencies, as well. Procedural justice is just as critical for those in all facets of the criminal justice system, and any area in which city members comes into contact with citizens.

James then indicated that if mayors are not aware of what is going on in policing, they are going to be at a critical disadvantage when people voice concerns and ask questions, such as "what is being done about the homicide rate?"

2) *What is it that you need in an analysis to make the investment to make the reform?*

Bowman answered that his concern lies within police culture. While there is a lot of talk about police reform, there isn't a lot of detailed, research-based evidence to help support it. He thinks it would be helpful to have some significant research and training and technical assistance on what changing police culture entails and how to do that.

James then added how it is now easier to recruit than retain good officers. Departmental culture is everything.

Closing Address: Recommendations for the Future of Police Reform Efforts in the United States

Jane Castor, Chief (ret.), Tampa Police Department



Jane Castor began by stating that the public perception of policing needed to change: “There are a number of surveys done that indicate that the positive perceptions of law enforcement typically go up and down, a constant fluctuation.” Unfortunately, Castor stated that it is something we have to live with, as the same does not apply to firefighters or doctors. Officers have to have citizens’ trust, she explained; if the public doesn’t trust what the police agencies are doing, then the agencies are essentially powerless. “It is beneficial for all to strengthen the bonds and promote

trust.”

Many people are requesting more reforms and more to be done, but the answers aren’t as simple as they sound, such as “just hire the right people—well, what does that mean? What are you looking for in an educational background? Does that include testing our law enforcement officers?” Currently, there isn’t a tool to help do that. Agencies used to screen candidates to see if officers have a special skill, but Castor said that during the hiring process, agencies are now seeing whether candidates have character and then train them on the skills needed. Yet, now, the question becomes, which skill is more important in relation to the others?

Castor then went on to discuss areas that are being requested from the public such as more training and departmental upgrades and addressed the realities and constraints each factor poses. She began by stating that technology, such as body-worn cameras, is not a panacea that will fix all the issues a department is having, and some agencies cannot afford to implement them as the cost in data storage is far too great for these cities to afford. “Physical violence is not pretty, and the general public is not going to like what they see. It will be a lot going on at times not at the right. There are advantages to implementing cameras, but as agencies across the country are seeing, there is still learning to be done by both the public and law enforcement agencies that would affect policies and practice.” As a supporter of the cameras, she believes it would improve the public’s behavior and the behavior of the police.

She then went on to discuss training, and, in her opinion, “there will never be enough training for the officers.” New situations arise, and officers should be skilled and taught and then retrained again on them. According to Castor, de-escalation is great training. An officer learns the ability to talk their way into and out of situations. This also includes reality-based training, as it is an “excellent measure of what the officer is capable of and where more training is needed.”

She also stated that a new strategy for hiring needs to take place and more protected populations should be represented, such as hiring more women. Within the hiring process, establish that fair and impartial policing should be mandatory. Agencies can provide the training and change the procedures, but as stated earlier, if there isn't officer buy-in, there is nothing that is going to change. "Changing the culture is the most difficult aspect to leading. A leader must be involved in and have true belief in the power of change they are making."

The next aspect Castor discussed was the relationship with the community. According to her, there always has to be a standard at reducing crime in the area, which is often turned into a quota. This is the opportunity to change law enforcement for the better and, as a profession, it has to change. Castor stated that the views of the community have to be taken seriously, as "their perception is their reality." Relating, empathizing, and understanding the sentiments of the community would dismantle negative perceptions. Collaborations with citizens need to take place frequently, stated Castor; "this includes having advisory groups, as they should be looking at what agencies are doing and taking that information back to the rest of the community." This is another avenue of positive communication that is streamlined through community members. Castor explained that officers need to go out of their way to go into the community, because people will "believe something from an individual they see as themselves." As community involvement evolves, the agency will become more transparent.

Lastly, she stated that officers should be working as one with the community and should "never lose site of the power that's in their badge." They now serve as guardians for all community members. The majority of actions displayed by officers are within the guardianship realm, but Castor expressed, "officers also need to be warriors at times." To her, they are not mutually exclusive terms and should be encompassed by every officer.

Castor concluded by stating that local government agencies need to understand that they "need to support law enforcement, but law enforcement needs to work with municipalities." In doing so, also establish tools to cut down on police department budgets since departments are growing every year, and there is going to be a point where that it can no longer be sustained for using proper resources in an effective manner. The work can only be completed if police departments and local government agencies work together to create a system that benefits all, especially the community they serve.

Conclusion

The themes that emerged from the panels at this Executive Session centered on the perspectives of several law enforcement agencies, practitioners, and local government agencies, on the impact of policing reforms on local government. Participants from law enforcement agencies discussed needed reforms to improve policing practices. Practitioners covered the programs and assistance they have been able to provide both to local police departments and to local municipalities through training and technical assistance. Local government representatives informed the audience about the direct costs and concerns police reform has had on them.

Providing training and technical assistance, having oversight boards, and working directly with one another, the reforms needed in policing can take place without causing a strain on local governments and, together, a systematic approach can be implemented. It is clear from the discussions that the desire for police reform from the community has expanded, especially after recent critical incidents, and, in having the Task Force's Final Report as a guideline, many departments have been able to take a step forward by implementing or revising their departmental structure. Understanding how costly some reforms are lends local governments to push back on requests for more funding. General funds have to be allocated to other agencies outside of law enforcement, yet the growing demands make it harder for cities to comply to have a fair distribution of funds.

When looking at the costs and benefits, many programmatic reforms will enhance police agencies and their standing with communities, yet when discussing resources and funds, it is imperative for such discussions to take place alongside government agencies. CNA has an emerging role in police reform and community involvement. Currently, we are working on several projects to provide training and technical assistance to improve community policing, including partnerships with local governments. As more data is provided over the years, the contributions of CNA to the field will also continue to grow.

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