

CNA Out Front: Policing in the 21st Century – The changing role of police in our democratic society

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Background

CNA—a not-for-profit organization that focuses on operations and applied research to solve tough issues that communities and governments face at all levels—has been involved in policing research; training and technical assistance programs for police agencies; and police agency innovation and reform for more than a decade. Leaders at CNA, like Tim Beres, James K. “Chips” Stewart, Dr. James Coldren, and Stephen Rickman, have spent their professional careers promoting research, technical assistance, and reform in policing. Today, they agree—as do many other policing leaders at all ranks—that policing in America stands at a threshold in its evolution.

This threshold moment in policing in America arrives in the midst of the nation’s pride and optimism, as well as its anger, disappointment, and skepticism on all sides. As a nation, we can—and do—take pride in what policing has accomplished in America, for much progress has been made in police operations, management, and constitutional areas. Our police keep peace, hold offenders accountable, and serve the public every day, mostly earning praise for their work. Most good leaders are not satisfied, however, and we (the police and the public) are not satisfied with the progress made in policing, particularly as it relates to police shootings, police use of force, and police-community relations, generally.

This is not a dilemma. This is the nature of change, and the nature of organizational evolution in an institution like policing is impacted by what goes on around it, as well as by what its practitioners do internally.

Change and innovation must be purposeful, however. We shouldn’t sit back and wait for this organizational evolution to take its course. We should be purposeful about how we want policing to change and how we can all assist and promote such change. This was one of the primary goals of the President’s Task Force on 21st Century Policing, a broad and diverse group of experts that recently produced the roadmap for upcoming changes in American policing.

To support the national movement toward reform in American policing, CNA convened an Executive Session on July 09, 2015, the third such session held at CNA since September 2014. This session brought together police leaders, police trainers, government agency leaders, police researchers, and community advocates (several of whom served on the President’s Task Force) to engage in a guided discussion on the future of policing in America, with the President’s Task Force report as the backdrop.

CNA invited such leaders to participate in the Executive Session to address several key questions on the minds of many:

- What is your future vision for policing in America?
- What needs to happen to make progress toward this vision?
- What is happening currently in this regard?
- How can we support efforts to make these needed changes?

This report lays out the responses provided to these questions—as well as the ensuing dialogue our presenters had with Executive Session participants—in a way that helps us all reach a better understanding of the changes needed in American policing, the changes coming, and how to stay in front of them.

Please note that this CNA Executive Session was the third 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 the changing role of police in society.

Opening the Session, Laurie Robinson, Co-Chair of the President’s Task Force on 21st Century Policing and Crime and Public Policy Professor at George Mason University, introduced the topic of policing in a democratic society. She then introduced the Session’s keynote speaker, Ron Davis, Executive Director of the President’s Task Force and Director of the Office of Community Oriented Policing Services (COPS Office). He discussed how the policing profession has progressed over the past two decades but has failed to change in some ways, which has undermined its success.

Following Director Davis, two panels discussed the challenges they see for policing in the 21st Century; their future visions for policing in America; and the evolving role of police in the 21st Century, including early trends, how to move things in the right direction, and how prospective funders can facilitate these reforms. These panels comprised leadership from the Philadelphia Police Department, the National Institute of Justice (NIJ), members of the President’s Task Force, and a CNA research scientist. James K. “Chips” Stewart facilitated the Executive Session. Denise O’Donnell, Director of the Bureau of Justice Assistance, provided the closing summary.

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 panelist answers.

Policing in a Democratic Society

Introduction: Laurie Robinson, Co-Chair of the President’s Task Force on 21st Century Policing and Professor of Crime and Public Policy at George Mason University

The Executive Session’s introductory speaker, Laurie Robinson, introduced the topic of policing in a democratic society, noting that it has become a central focus of

public discussion, resulting in fundamental shifts in terrain that the policing community now needs to navigate in our country.

Robinson commented on her opportunity to co-chair the President's Task Force, noting it an enormous honor and the most rewarding work she has undertaken during her long career in criminal justice. The Task Force provided her with the opportunity to work with real stars in the field, such as Commissioner Ramsey, from the Philadelphia Police Department.

Robinson explained that the Task Force was expected to complete a lot of work in a short period of time under the direction of a hard-driving Staff Director, COPS Office Director Ron Davis. She described two points regarding the Task Force's report and recommendations.



Laurie Robinson

First, it is important work that must not be taken out of historical context. Robinson entered the U.S. Department of Justice (DOJ) in the early 1990s under the leadership of former U.S. Attorney General Janet Reno, when crime was high and rising. The public and elected officials were concerned over drug and youth violence. The public was looking to the DOJ for solutions. The U.S. Congress came up with a host of responses, from the three-strikes law, to

prison building and Midnight Basketball. In fact, the COPS Office is the lasting legacy of this 1994 legislation. Robinson noted that it was community policing in the 1990s that was the glue that helped make this legislation work (e.g., the Weed-and-Seed Program). Community Policing was in the lead during this time, and soon a focus on evidence-based approaches and data analysis began to emerge as science was being made the center of the policing agenda. While lawyers and judges were slow to do this, there were always examples of law enforcement at the forefront of adopting such research practices. So, while policing is certainly facing challenges today, Robinson encouraged thinking of the police community as leaders.

Second, she noted that Washington, DC is great at issuing reports, but that it sometimes falls short on implementation. For the Task Force report, developing implementable recommendations was a huge challenge for the Task Force, as there are over 18,000 local and state law enforcement agencies for which they provided recommendations. Because of this, the Task Force had to reach some sort of consensus for each of those recommendations. While the Task Force was diverse, they reached a consensus on all of the recommendations; there were no dissents filed in the document.

This is important for getting the buy-in needed for implementation. When the Task Force turned in its report, the President directed every federal agency to implement them to the extent practicable. The report contains 155 recommendations and action steps; 63 (41 percent) of them require federal action. For example, item 5.5 calls for the Federal Bureau of Investigation to modify its National Academy curriculum to include prominent coverage of subject areas addressed in the Task Force. However, the main action needs to occur at the local and state levels. There are many challenges with this because there are over 18,000 police agencies in America, with different collective bargaining agreements, and different orientations to change and to community relations; thus achieving reforms will require education and outreach. She concluded by applauding CNA, noting that events such as this Executive Session are critical. She also applauded CNA for its long-time leadership in policing through pivotal efforts such as the Collaborative Reform Initiative and Smart Policing Initiative.

Robinson noted that the COPS Office will be a central leader in driving the implementation of the recommendations outlined in the report.

Keynote Address: Ron Davis, Executive Director of the President's Task Force on 21st Century Policing and Director of the COPS Office

The Executive Session's keynote speaker, Ron Davis, discussed how the policing profession has progressed over the past two decades but has failed to change in some ways, which has undermined its success.



Ron Davis

Davis remembered becoming a police officer 30 years ago and remarked that he has seen a lot of changes in the field of policing. He noted that policing has made advancements in technology and that the law enforcement profession has advanced community policing over the past 20 years. He urged people to not let anyone deny the progress the field of policing has made over the past few decades, and to not forget the positive contributions the field has made to our society.

Davis continued by quoting Sir Robert Peel, , “The ends do not justify the means.” He explained that the ability of the police to perform its duties is dependent upon public approval of police actions. According to Peel’s philosophy, the policing field should not cater to public opinion. If means are disparate, police will lose legitimacy, despite the level of success they have achieved, especially in communities of color that are victimized to meet the ends. Davis remarked that police chiefs and officers struggle with this concept because they volunteered to make our communities safe, so they

do not understand why the community would view their actions in the community negatively. This is because of history, he explained. History has created generational distrust through police actions and high-profile incidents, and the U.S. highest incarceration rate in the world. As a result, progress that has been made in the field of policing has been undermined by the unintended consequences of practices.

Davis suggested that the outrages over police shootings we are currently facing has created the most defining moments of policing in the past three decades. He noted that whether police chiefs and officers think this is fair is almost irrelevant, because this outrage has sparked a new civil rights movement in this country that will ultimately transform the criminal justice system as the public so demands it. However, Davis noted that this civil rights movement can and will be different from that of the past, because police are among the loudest voices in communities experiencing disparities by color. Police have become a voice for social change. In the past, police used power to oppress free speech and suppress demonstrations. Today, they are working to protect the First Amendment right in the communities they work with and serve.

Davis noted that the COPS Office is working to identify where we fall short of these goals, through things such as the Ferguson After-Action Report. This is because we want to learn as a nation how to improve the policing profession, which requires police chiefs opening their departments to criticism, as those in the report did. Davis also noted that a police chief's voice can bring credibility to the law enforcement voice and awaken the conscience of the nation. For example, police chiefs that embrace re-entry have allowed society to change their thinking, understanding that people matter and deserve second chances, and that sound re-entry practices can reduce recidivism rates.

Davis then commented on how the Task Force was able to build consensus. This is important, because people from unions and demonstrations, as well as chiefs and many others in the police community, are encouraged to read the Task Force report. Because of this, Davis thinks it should

“Change is coming—it is inevitable. The real question is: what role should you play in this change?”
--COPS Office Director Ron Davis

serve as a roadmap for this country. He noted that the COPS Office will assist with the implementation of the recommendations outlined in the report through the newly created section in the COPS Office, Policing Practices and Accountability. In addition, the COPS Office will release \$163 million in grant funding shaped around the Task Force recommendations to incentivize local and state law enforcement agencies. Davis also noted the COPS Office will work closely with the local and state law enforcement agencies to provide technical assistance for these recommendations so that the agencies can succeed.

Davis remarked that the changes coming are inevitable, and suggested taking advantage of the fact that there is no longer a partisan view surrounding sentencing reform, criminal justice reform, and other system reforms. Davis remarked that these changes will require courage, which does not necessarily mean the absence of fear, but rather means doing something in spite of fear. He noted that this is what law enforcement embodies, and that as law enforcement faces these changes, we will need to tap into that same law enforcement courage. Davis also noted that the challenge will be to stay in a room and talk about race and police accountability, including what we are doing well and what we are not.

Davis suggested the promotion of community policing practices and turning to Sir Robert Peel's description of the police as citizens in uniform. He remarked that we need to embrace the concept of procedural justice and embrace new ideas that make us uncomfortable, such as sentencing reform. Davis noted doing these things is necessary so that we can reinvest funds where it makes a difference. This is also important for reducing disparity and avoid undermining the legitimacy of the police in order to heal the rift that divides the police and the community.

Davis concluded by noting the President's launch of the 'My Brother's Keeper' initiative last year to create opportunities for young men of color. He noted that this captures who law enforcement is and should be: your brother's, your sister's, and your nation's keeper.

Audience Questions:

1. An audience member noted that while the nation and law enforcement agencies focus on community policing, some places are experiencing spikes in crime that they seek to decrease. The member asked how to marry these two goals.

Davis responded that we must first not make any rash judgements as to the reasons for the crime spikes. He encouraged staying the course of using analysis to identify why crime rates increase and not allowing this to be used for anything other than what it potentially represents, such as tying it into the civil rights movement, because doing so creates a nexus for which there is no science to support.

Robinson added that crime rates have to be looked at over a period of time, so to say that there is a new surge in crime in a city might be a mistake. She noted that the media loves these kinds of stories because this gets them viewership, and that type of news coverage feeds itself. She agreed with Davis that police leaders should be cautious about this and need to educate the public in this regard.

Commissioner Ramsey, Philadelphia Police Department, responded that some of these increases in crime rate claims are a result of the way we measure year-to-date

crime statistics. He explained how the media shows an uptick in crime today through a big story about how homicides are high, but the next day you could be even or down in crime rates. So, a false picture is painted, and we have allowed that to happen because that is how crime is reported. Ramsey remarked that we are not looking at crime rates meaningful to us. He noted that crime rates are at historic lows in most cities, so we need to break out of this pattern and take a look at data before drawing conclusions.

2. An audience member suggested a more significant push regarding the Warrior to Guardian shift in the materials coming out of the Task Force. The member asked what the marketing plan is.

Davis responded that the materials coming out of the Task Force are like a call-to-action to promote nationally. This is also why the COPS Office created a new section to adopt the principles coming out of the Task Force.

Robinson responded that the Major Cities Chiefs Police Association, along with a number of other law enforcement associations, organizations, and agencies, are setting up community policing institutes that will serve as vehicles for these principles. She noted that the COPS Office will be central to finding ways to get these messages out.

Current Challenges – Facing the Future

Panel 1: Charles Ramsey, Co-Chair of the President's Task Force and Commissioner of the Philadelphia Police Department; Sean Smoot, member of the Task Force and Chief Legal Counsel of the Police Benevolent and Protective Association of Illinois

This panel addressed the significant shift in expectations regarding police performance and how police leaders face challenges in preparing their organizations to respond to the evolving expectations of the communities they serve. A forward-thinking police chief (Ramsey) and a national leader in police collective bargaining (Smoot) discussed the challenges they see for policing in the 21st Century, as well as their future visions for policing in America.

Charles Ramsey discussed challenges facing the policing community and why implementing change is so hard. Ramsey then remarked that the COPS Office staff who were made available to the Task Force provided logistical support that was invaluable as they worked through sessions on getting a consensus on recommendations. He remarked that there was not always consensus, and that this took time, skill, and effort. Ramsey noted that the Task Force's success in delivering a solid report to the President was the easy part, and that implementation would be the hard part.



Charles Ramsey

Ramsey discussed the collaborative reform taking place across the country in various cities. He saw recommendations made for the Las Vegas Metropolitan Police Department that he thought would apply to the Philadelphia Police Department. This example, coupled with his positive experience with the District of Columbia Metropolitan Police Department (which also asked the DOJ in the 1990s to take a look at the department's use of force policies and

training), encouraged Ramsey to seek collaborative reform through the COPS Office. He noted that transformation of the department would not have occurred otherwise.

Ramsey remarked that implementation is hard for two key reasons:

- Nobody fundamentally likes change; and
- People in the community do not really know what they want.

Overcoming these challenges, according to Ramsey, requires letting people within the department know how the changes will help make them successful, as well as communicating what is going on regarding the changes internally and externally.

Ramsey also remarked on the success policing has seen. The 1970s brought Problem-Oriented Policing (POP) and the beginnings of community policing. This occurred during the emergence of Crack Cocaine, and many wondered whether POP would work. Later, data-driven policing emerged, and police started focusing on problematic areas and how to get criminals off the street. A lot of strategies were successful, so numbers went down. Then, there was a lot of collateral damage that occurred as a result of these efforts that no one thought about ahead of time. He recommended assessing damage that could potentially be caused in the community before starting a program by sitting down and talking with members of the community. He suggested that policing had not done a good job of setting the stage for community members in the past. He also noted that how police went about doing things is often why people are upset. In addition, police are the most visible arm of the government, so all the of the ills of society fall on their shoulders. Ramsey remarked that people are not frustrated just at the police, but that they are also upset about a lot of things and see the police as the keeper of arms. He noted that this is complicated, that there is a lot to do, but that these issues are fixable, concluding that training and education are key.

Ramsey continued by remarking that one of the Task Force's recommendations pushes for a task force or mission to look at the broader criminal justice system, because changing a few things in the police community is like putting a bandage on a bullet wound. He also noted that there are some bad people that need to be taken off the streets, but there needs to be a way to do this without disrupting the community at large. He noted that this is where the "guardian versus warrior" debate is at play and that police departments must recruit people who have the capacity to be both a guardian and a warrior, as there will be a time and place for both. Ramsey added that the deciding factor between the two depends on circumstances. He remarked that we have not fundamentally changed and taught our officers what it really means to be an officer.

**"We have to look at the broader criminal justice system, because changing a few things in the police community is like putting a bandage on a bullet wound. It won't work."
-Commissioner Charles Ramsey**

Ramsey concluded by noting the importance of training police officers on how to handle stress, danger, and power. He remarked that different points in time were critical to the evolution of policing in our country. From chasing slaves, to the Civil War and Bloody Sunday, police enforced discriminatory laws. As a result, the police acquired some baggage for not having always stood on the right side of justice. He stressed the need to understand this and how policing in a more perfect union has evolved before we can move forward and further improve policing. Ramsey suggested that policing needs to continuously evolve, because society is dynamic and always changing.

Sean Smoot discussed current challenges facing the future of the policing profession.



Sean Smoot

Smoot remarked that police officers have received conflicting messages over the past 25 years. For example, if you were hired as a police officer 20 years ago, your role was one of a soldier for the wars on drugs, poverty, and violence. You were hired to be a crime fighter. Then, philosophy changed in policing, as it has many times over the years, with the roles of social worker, counselor, peace keeper,

community leader, code enforcer, revenue generator/tax collector, mental health provider, or medical technician added to the job description. Smoot remarked that this is the short list of roles officers are expected to fill today. Changing the police

culture as the result of the Task Force recommendations may result in another significant change in the police officer job description.

Smoot noted one of the challenges with the many different roles police officers are expected to play is measuring success. While statistics are relied upon to measure success, Smoot suggested focusing more on the public's perception of safety in their community. This is more difficult to measure, but he suggested it is a better gauge of whether policing is successful.

Smoot discussed the implementation of the Task Force recommendations and the role police unions can play to ensure that these recommendations come to fruition. He discussed what his police organization has done to implement several of the recommendations. Since a department-by-department tactic would have been time-consuming, his police organization went through the Illinois State Legislature. Smoot noted getting a consensus from the Chairmen of the Judiciary Committees in both chambers, the Fraternal Order of the Police in Illinois, police chiefs, sheriffs, and other stakeholders regarding what reasonable reforms would constitute. As a result, the Improving Police Community Relations Act now sits on the Governor of Illinois' desk after passing both chambers of the state legislature. If the bill is signed, the changes coming to police departments in Illinois include:

- An individual review of all officer-involved shootings;
- Appointment of special prosecutors;
- Requirement for law enforcement agencies to track and report shootings that occur, as well as arrest-related deaths;
- A change to the Basic Training Curriculum to include procedural justice, implicit bias, use of force, dealing with disease of addiction, dealing with sexual assault victims, and dealing with individuals with mental health problems;
- Required annual in-service training that has to be completed every three years, to include topics such as use of force and cultural competency;
- An address of choke holds and tighten definitions for when force can and cannot be used;
- A database for law enforcement to identify and track officers who are either fired for gross misconduct or resign under investigation; and
- A commission on police professionalism so that this groundwork can be expanded upon.

Smoot commented on the number of ways a police union can implement these recommendations. His police organization mirrored the Task Force by bringing all interested groups together in a room and going through pros and cons to establish common ground. He remarked that this would not have happened if not for the leadership of police unions, which would be crucial for other police organizations.

Audience Questions:

1. An audience member asked how Commissioner Ramsey engages with the private sector and forms partnerships.

Ramsey responded that he engaged with the private sector by reaching out largely through organizations that exist, such as hotel and restaurant associations, as well as small businesses. As a result, police services developed to include monthly meetings with a Lieutenant and Sergeants, where, oftentimes, school principals brought issues of concern to them. Ramsey recommended holding smaller meetings because the community is worried about what is happening in their area.

Smoot responded that police associations are good at reaching out to the community, particularly youth. Meetings such as Coffee with a Cop, participating in various school programs, and the Citizen Police Academies help the public understand what the police do.

2. An audience member asked Commissioner Ramsey what he sees as the most significant thing that a police department can do in supporting police officers to recognize stress.

Ramsey responded that police departments have to first recognize that stress exists. For those officers that recognize its existence and seek help, they then face the fear of stigmatization. He noted that we must find ways in which a police officer can become more resilient, as they are going to have stress. He believes there are things police departments can do to be more proactive in providing a place for people to go to provide some relief other than alcohol, to get what you need to be a functional police officer.

Smoot responded that the rank-and-file aren't meeting their responsibility, as they don't provide a hotline on a local, state, or national level. He thinks there should be a place to give officers this opportunity. For example, in his police organization, when a colleague went through a divorce, the attorneys were able to use a hotline that put the police officer in touch with a police officer who went through a similar situation. Smoot suggested that associations have not stepped up and filled this role, not only in terms of identifying stress, but also in providing services and reaching agreements in providing mental health services to alleviate it. Smoot thinks that if the unions would sponsor a plan, people would be more likely to use such services.

3. An audience member asked the panel how they are helping drive what the future will look like if the police are responding today to issues that may not be relevant 20 years down the road.

Ramsey responded that this process starts with building relationships. He noted that history and baggage will always be present, because of the nature of history. He explained that police need to be able to live with this without getting stuck in neutral (being able to move forward). He noted a saying that the reason the rear view mirror is smaller is because you have to glance back every now and then but need to keep your eyes forward. He remarked that the police community is always a step or two behind the private sector, but this doesn't mean that they can't be constantly changing. However, these changes should be so gradual that they are not really noticeable. Ramsey remarked that while law enforcement agencies need to embrace technology, the bottom line is touching people, as they are responsible to even those committing crimes.

Smoot responded that the most important element is acknowledging history, which has not been done in the vast majority of places. For example, a police officer who joined the force 5 to 10 years ago probably does not understand policing history in this country with regard to various communities. If history is not acknowledged, it can never be comprehended. He noted that this created the biggest chasm between the community and policing today.

Making Change Happen – What Must be Done

Panel 2: Sue Rahr, member of the President's Task Force on 21st Century Policing and Executive Director of the Washington State Criminal Justice Training Commission; Nancy Rodriguez, Director of the National Institute of Justice; Laura Kunard, Senior Research Scientist at CNA



Sue Rahr

This panel discussed the evolving role of police in the 21st Century, including early trends, how to move things in the right direction, and how prospective funders can facilitate these reforms.

Sue Rahr identified early trends already seen as a result of the Task Force report, as well as how to move policing in the right direction.

Rahr noted that some law enforcement

leaders are taking the recommendations from the Task Force report and trying to implement them without basic knowledge. She remarked that the Tempe Police Chief said he has already read the Task Force report and implemented all of the recommendations. Rahr suggested the need for understanding that these recommendations are guideposts.

Rahr added that the verbiage of the Task Force report has a guardian mindset, and is particularly pleased with the first recommendations, as they address how law enforcement agencies view their role in the community. She noted that law enforcement leaders are quick to jump on board with the recommendations outlined in the report, but the rank-and-file find their portrayal unjust. She suggested finding ways to highlight what good police officers have always done when talking about reform, particularly in the following ways:

- **Political.** Figure out political undertones because people view the report through a political lens, especially the media.
- **Future.** Figure out how to move things forward and how to implement culture change.
- **Evaluation.** Figure out ways to measure and evaluate these programs. Remind law enforcement leaders to build in evaluation processes, because change is hard and resistance is strong, but empirical data is effective.
- **Leadership.** Figure out how to get political leaders on board.
- **Innovation.** Figure out how to diffuse innovation. Turn to experts in organizational change when trying to implement it. When transforming a culture, do not change everyone at once, but rather identify innovators and early adopters and focus support there.
- **Funding.** Find prospective funders to move things forward.
- **Public trust.** Figure out some effective and reliable methods of tracking and measuring public trust.
- **Partnerships.** The police need interpreters (i.e., people who can take this rich body of academic research and summarize it and get it out in the field).

Next, Nancy Rodriguez provided remarks from the scientific agency's perspective on how to move policing reforms in the right direction.

Rodriguez discussed what NIJ can do to move policing reforms in the right direction. She noted that NIJ operates within its own unique context. As a scientific research arm, NIJ must respond to the Office of Justice Programs (OJP), but must be mindful of the community, federal government, and Congress.

She remarked at how the discussion today is taking place around the country, highlighting challenges that affect the relationship between the police and their communities. She noted that these relationships are not new, and suggested to those who use science to inform practice to:

- Set research priorities;
- Understand the role of leadership in managing;
- Understand the impact of training;
- Understand the impact of accountability systems on police behavior;
- Know the role of aggressive citizen efforts; and
- Know that community surveys can provide significant information.



Nancy Rodriguez

Rodriguez also noted that law enforcement needs to be part of the scientific enterprise, beginning at the Police Academy. She commented on the need to study body-worn cameras, noting that NIJ provided funding to CNA to study the use of body-worn cameras in the Las Vegas Metropolitan Police Department. She noted that there are many other police research studies in progress. She remarked that fostering transparency and accountability in a community is demanding. For instance, 17 papers came out of a session at Harvard University that sparked ideas in policing—thoughtful papers that are influencing today’s discussion.

Rodriguez concluded by explaining the role of science and innovation in policing in the 21st Century, in that research allows the police community to clarify and prescribe. They can then use this inspired knowledge that will allow executives to frame and implement effective crime-reduction strategies that will increase transparency, accountability, and culture change.

As the final panelist, Laura Kunard discussed current trends in policing, how to move things in the right direction, and how agencies can facilitate these reforms.

Kunard cited a newspaper headline from March that read, “When Police Are the Problem.” She remarked that while having seen evidence of problematic behavior, many agencies are focused on solutions to these problems. She suggested the need to improve legitimacy to the profession as a whole.



Laura Kunard

Kunard discussed how law enforcement agencies can move forward through creative and collaborative problem-solving, which is one of the three pillars of community-oriented policing. She noted this as a philosophy that must be adopted for reforms to take place. She discussed how the Task Force report mentioned problem-solving and making recommendations about how to implement this philosophy. She remarked that these vexing problems will require creative and compassionate solutions, as well as involvement from the community, as this leads to a sense of community and higher levels of efficacy through informal meetings and problem-solving.

Kunard cited several positive examples of how problem-solving moved policing in the right direction:

- **Camden, NJ** started community policing on the street corner with a respectful interaction between a police officer and community member.
- **Indio, CA** took a new approach to homelessness and realized good results.
- **Cambridge, MA** trained police officers in social work.
- **Joliet, IL** joined with the local mental health community to tackle interactions with people with mental illness.

Kunard noted that these all exemplify when police are problem-solvers, not the problem. She believes if agencies embrace this, they will improve community relations, reduce crime, and advance notions of procedural justice.

Audience Questions:

1. An audience member asked how to reconcile guardianship mentality with equipment that can seem scary.

Rahr responded that while policing is moving from a warrior to guardian mentality, it is not necessarily one or the other. She noted needing to help the public understand that police using equipment from the military doesn't make them a warrior. Guardian is a mindset. She noted this is hard to convey to the public.

2. An audience member asked what the driver is to educating the public on this notion of warriors and guardians—hearts and mind, or laws and policies?

Rahr responded that all of these must be examined, as this doesn't exist as an independent entity, and it is important to deal with this in a political context. She noted this has to be dealt with on different levels, but it starts on the first day at the Police Academy. Recruits coming in the door have a guardian mindset, and it must be protected, because—once in the field—they will interact with disgruntled vets. She noted that internally, police leaders need to behave like guardians. We need to trust officers inside the agency if want to trust them on the street.

Closing Remarks

Denise O'Donnell, Director of the Bureau of Justice Assistance

Denise O'Donnell reflected upon the statements and comments made during the session. She remarked on Robinson's comments that police have been leaders in police innovations. She also noted Davis' comments that times are different now from other times in our nation's history, so the police response is different. Police leaders are allowed a voice for social change and are open to hearing and learning, and are aware of the importance of collaborative reform.



Denise O'Donnell

O'Donnell also responded to some of the other comments made during the session—for example, that public safety is not the absence of crime, but rather the presence of justice; and that the means of policing is just as important as the end.

O'Donnell noted that Smoot informed participants of the importance of acknowledging our history and of building consensus. She noted that Ramsey discussed the challenging times faced by and defining the policing profession. He encouraged all to look at collateral damage of police operations that all have been a part of. She remarked that while the situation is complicated, it is fixable and that we need to deal with officer stress and wellness, danger, and power. O'Donnell referred to a program called Destination Zero that collects the best law enforcement programs dealing with wellness. She noted that the focus now is on de-escalation training, such as that for body-worn cameras and Naloxone (Naloxone is used to reverse the effects of narcotic drugs used during surgery or to treat pain), and suggested looking to the mental health community to further develop such de-

escalation training. O'Donnell noted this being particularly important, given the power and authority that the police have in our democratic society.

Ultimately, O'Donnell agreed with Ramsey regarding the need to reform the entire criminal justice system. She shared credit with CNA in working hard with over 40 police departments for the Smart Policing Initiative, which she believes to be a roadmap to the future of policing. She noted that this initiative has changed the mindset of a lot of police departments around the country in terms of growing knowledge and working with researchers. For example, Mothers in Charge, a group in Kansas City, MO that reaches out to the relatives of murdered victims, now understand their role in policing in solving homicide investigations. Another example, Portland, Oregon, originally focused its project on hot spot policing until the community started pushing back. They then figured out a creative way to focus on hot spots that sat better with the community. These provide examples of using research and science through the policing lens, but what remains to be answered is why police do their jobs in communities but communities still do not accept them, and why people in communities of color continue to fear and hate the police.

Conclusion

The President's Task Force on 21st Century Policing provided a tremendous service to policing and communities in America, by taking stock of current challenges and providing solid, actionable recommendations for reform and improvement. The participation by Task Force Co-Chairs Laurie Robinson and Charles Ramsey, Task Force Executive Director Ron Davis, and Task Force members Sue Rahr and Sean Smoot in this Executive Session helped bring the Task Force recommendations to the forefront of the minds of those who will help bear the burden of implementing the recommendations, including police executives, policymakers, researchers, and community members. The other Session participants provided sound perspectives on the history and future of policing, and helped shine light on what needs to happen to move toward action on reform in American policing.

Several things seem clear—changes are coming in such areas as: (a) transparency regarding police use of force and police shootings; (b) strengthening the guardian mentality; (c) improving training and data-collection systems; and (d) collaborating more effectively within policing, within the justice system, and in the external environment around policing, to mention a few.

While it is popular to talk about how police don't warm up to change, we have evidence that the changes we seek are not only likely, but they are embraced by police. Sometimes, we find it is the police leading the charge for change.

There is resistance and anger, to be sure, among police and among communities of color, primarily. These represent challenges, and the Executive Session participants explained how these challenges can and will be overcome—through an acknowledgement of historically discriminatory practices by police in America, through courage needed to make such acknowledgements publically, through police training, and through police leadership by example. Research and police-research collaborations will also promote progress toward raising knowledge and awareness about these issues, and will build the evidence base to support police decision-making.

If the participants in this Executive Session (both presenters and question-askers, alike) represent the leadership and approaches that will support and contribute to innovation and reform in American policing, as the President's Task Force report suggests, then we can look forward to safer communities, safer police officers, and improved police-community relationships.

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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 who 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

Laurie Robinson - *Co-Chair of the President's Task Force on 21st Century Policing and Professor of Crime and Public Policy at George Mason University*

Laurie Robinson serves as the Co-Chair for the President's Task Force on 21st Century Policing and the Clarence J. Robinson Professor of Criminology, Law, and Society at George Mason University, a position she has held since 2012. She twice served as a Senate-confirmed, Presidentially-appointed Assistant Attorney General for the U.S. Department of Justice (DOJ) Office of Justice Programs (OJP), which is the research, statistics, and criminal justice-assistance arm of the Department. Her three years of service in the Obama Administration, coupled with seven years in the Clinton Administration, make her the longest-serving head of the agency in its 45-year history. Robinson's recent tenure heading the \$2.5 billion agency was marked by a focus on science: she set up a Science Advisory Board, launched an initiative to better integrate evidence into OJP's programs, and created a "what works" clearinghouse for the criminal justice field. Between her stints at DOJ, Robinson directed the University of Pennsylvania's Master of Science Program in Criminology and served as a Distinguished Senior Scholar in Penn's Jerry Lee Center of Criminology.

During her first tenure at DOJ in the 1990s, she led the federal government's engagement with states and localities on community-based crime control. Her agency's annual budget grew from \$800 million in 1993 to over \$4 billion in 2000, and she oversaw the largest increase in federal spending on crime-related research in the nation's history. She also spearheaded major federal initiatives in such areas as violence against women, drug treatment courts, and law enforcement technology. She has frequently testified before Congress and serves on a number of national boards, including those of the Vera Institute of Justice and the Center for Naval Analysis (CNA), a non-profit think tank. Robinson also serves as co-chair of the International Association of Chiefs of Police Research Advisory Committee.

Ron Davis - *Executive Director of the President's Task Force on 21st Century Policing and Director of the Office of Community Oriented Policing Services*

Ronald L. Davis was appointed by Attorney General Eric Holder in November 2013 to head the DOJ Office of Community Oriented Policing Services (COPS Office), which is responsible for advancing community policing nationwide and supporting the community-policing activities of state, local, and tribal law enforcement agencies. To

date, the COPS Office has invested more than \$14 billion to fund the hiring of more than 125,000 officers and deputies and to provide a variety of knowledge resources, including publications, CDs, training, technical assistance, conferences, and webcasts.

Director Davis' appointment follows eight years of serving the City of East Palo Alto as Chief of Police. Before becoming Chief, Davis served 20 years with the Oakland Police Department, where he rose to the rank of Captain and served in assignments such as Police Academy Director, Criminal Investigations Commander, Patrol Commander, and Inspector General.

In East Palo Alto, Davis led an organizational reform and community-policing effort that increased public trust and confidence in the police and achieved dramatic crime and violence reductions in a city once dubbed the murder capital of the United States. Over a six-year period, homicides dropped by over 50 percent, overall crime decreased more than 20 percent, and police and community relations dramatically improved. Davis also partnered with the California Department of Corrections and Rehabilitation to implement a pilot parole-reentry program that resulted in return-to-custody rates dropping from more than 60 percent to less than 20 percent.

Davis worked closely with the DOJ in the past, serving as a policing expert for the department's Civil Rights Division. While in this capacity, he served on two federal monitoring teams with oversight of police-reform consent decrees between DOJ, Washington, DC, and Detroit Police Departments.

Davis is the co-author of the Harvard University and National Institute of Justice (NIJ) publication, *Exploring the Role of the Police in Prisoner Reentry*, and the U.S. DOJ publication, *How to Correctly Collect and Analyze Racial Profiling Data: Your Reputation Depends on It*. He is a contributing author to the Police Executive Research Forum publications: *Chief Concerns: The Use of Force and Early Release of Prisoners and Its Impact on Police Agencies and Communities in California*.

Davis has been a member of the International Association of Chiefs of Police Research Advisory Committee, the California Endowment Youth Justice Policy Board, the California Board of State and Community Corrections Juvenile Justice Standing Committee, and the prestigious Harvard University and National Institute of Justice Executive Sessions on Policing and Public Safety. He possesses a Bachelor of Science degree from Southern Illinois University and has completed the Senior Executives in State and Local Government Program at Harvard University's John F. Kennedy School of Government.

Charles Ramsey - Commissioner of the Philadelphia Police Department

Commissioner Charles H. Ramsey leads the fourth largest police department in the nation, with 6,500 sworn and 800 civilian members. He was appointed Philadelphia

Police Commissioner in 2008. Commissioner Ramsey brings 46 years of law enforcement service, experience, and expertise to the post. Before taking the helm in Philadelphia, he served as Washington, DC Police Chief. While chief of the Metropolitan Police Department (1998–2006), crime rates in the nation’s capital declined by about 40 percent, and the District regained its reputation as a national leader in urban policing. Before DC, he was a Deputy Superintendent in the Chicago Police Department. There, he was instrumental in designing and implementing the Chicago Alternative Policing Strategy that became a nationally acclaimed model of community policing.

Commissioner Ramsey has worked diligently to advance the law enforcement profession. He has long been at the forefront of developing innovative policing strategies, evidence-based initiatives, organizational accountability, and neighborhood-based programs, while leading organizational change in police departments. As President of Major Cities Chiefs Association, Ramsey created the Leadership Executive Institute to help prepare police chiefs of the future. Working with the Anti-Defamation League and the U.S. Holocaust Memorial Museum, he led the creation of law enforcement & society: lessons from the holocaust. More than 90,000 local, state, and federal law enforcement personnel from across the country have gone to see the program. He is currently working with The National Constitution Center to develop a program for recruits and in-service training that focuses on the role of policing in a complex democratic society.

Under Ramsey’s leadership, the Philadelphia Police Department has continued to make significant progress in driving down violent crime in the city. From 2007 (when there were 396 homicides in Philadelphia) to last year (when 248 people were murdered in the city), the homicide rate dropped 37 percent, which was a 50-percent drop in homicides compared to the city’s 1990 peak of 500. In 2014, the city experienced fewer violent crimes than any time since 1985.

Commissioner Ramsey is nationally and internationally recognized among law enforcement peers for his law enforcement expertise. He currently serves as President of the Police Executive Research Forum and is immediate past president of the Major Cities Chiefs Association. He is the only law enforcement professional to have been president of both of these prominent positions simultaneously. He also serves on the on the International Association of Chiefs of Police Executive Committee.

Recently, President Obama called on Commissioner Ramsey to co-chair the President’s Task Force on 21st Century Policing as it sought ways to help strengthen police community relations across the country. He also serves on the U.S. Department of Homeland Security (DHS) Advisory Council, which provides advice and recommendations to the DHS Secretary, Jeh Johnson. In 2007, Ramsey was a security consultant to the U.S. Senate Sergeant of Arms and the Washington, DC Convention Center. During that year, he served on the Independent Commission on

Security Forces of Iraq, leading a prominent group of law enforcement professionals in a review of Iraqi Police Forces. The report they generated was submitted to the U.S. Congress and garnered international attention and praise.

A native of Chicago, IL, Ramsey served in the Chicago Police Department for nearly three decades in a variety of assignments. He holds Bachelor's and Master's degrees in criminal justice from Lewis University in Romeoville, IL. Commissioner Ramsey has lectured nationally on a wide range of law enforcement topics.

Sean Smoot – *Chief Legal Counsel of the Police Benevolent and Protective Association of Illinois*

Currently, Mr. Smoot serves as Director and Chief Counsel for the Police Benevolent & Protective Association of Illinois and the Police Benevolent Labor Committee. In those capacities, he is responsible for administering the provision of legal services for over 7,500 participants in legal defense plans.

As the organizations' primary legislative advocate, Mr. Smoot writes legislation, testifies before legislative bodies, and often speaks on police-related topics, such as Public Employment Labor Law, Pension & Benefits Law, Section 1983 Civil Rights Litigation, and Police Use of Force. Mr. Smoot has also written several articles for *The Policemen's Magazine*, as well as numerous police labor publications and newsletters. He co-authored "Police Leadership Challenges in a Changing World" in July 2012, and authored a contribution to the Special Report titled *Mending Justice: Sentinel Event Reviews*, published in September 2014, both by DOJ and NIJ.

Mr. Smoot also serves as the elected Treasurer of the National Association of Police Organizations, a national law enforcement advocacy group representing over 250,000 police officers. He has served on the Advisory Committee for the National Law Enforcement Officers' Rights Center in Washington, DC since 1996. He is a member of the Advisory Committee and a speaker at the Chicago-Kent College of Law's Annual Illinois Public Sector Labor Relations Law Program. He also serves on the Use of Force Advisory Committee, the Police Pursuit Advisory Committee, the Racial Profiling Advisory Committee, and the Task Force on Police Integrity for the Illinois Law Enforcement Training and Standards Board. Smoot speaks regularly at state, national, and international forums regarding community policing, public safety, and public employee labor issues. A proud veteran, himself, Smoot has also been a featured speaker at the National Academy of Arbitrators and several Continuing Legal Education programs regarding the Rights of Military Employees.

Mr. Smoot was selected for inclusion in Super Lawyers & Rising Stars 2008 & 2009 and has been recognized as one of the "Top Employment & Labor Attorneys in Illinois" by the publishers of *Chicago* magazine. He was admitted to the U.S. Supreme Court Bar in June 2011 and is honored to have served as a police and public safety policy advisor to the Obama-Biden Presidential Transition Team.

Mr. Smoot is a Member of the Executive Session on Policing and Public Safety at the Kennedy School of Government, Harvard University. He also holds several Certificates in Police Union Leadership from Harvard Law School.

Finally, Mr. Smoot was appointed to serve on the President's Task Force on 21st Century Policing.

Sue Rahr - Executive Director of the Washington State Criminal Justice Training Commission

Sue Rahr joined the King County Sheriff's Office (KCSO) as a deputy in 1979 and, for 25 years, worked her way up through the ranks until she was elected Sheriff in 2005. She served as Sheriff for seven years, retiring in 2012. She was responsible for managing over 1,000 employees, a \$150 million budget, and contract police services to 12 cities and transit policing for the Seattle/Puget Sound region. She led KCSO through successful Commission on Accreditation for Law Enforcement Agencies National Accreditation in 2010, and was awarded "2010 Elected Official of the Year" by the Municipal League. She has worked at the local, state, and national levels to improve the criminal justice system's response to people suffering from mental illness. She served as a member of the Executive Session on Policing at the Harvard Kennedy School from 2011-2014.

In April 2012, Rahr was appointed Executive Director of the Washington State Criminal Justice Training Commission. She is responsible for training all city and county law enforcement and corrections officers in the state, as well as many other criminal justice professionals. She is the architect of the cultural transformation of police training in Washington State described by the phrase "Moving from Warriors to Guardians." This shift in philosophy moves away from the traditional "boot camp" model to a training strategy based on critical thinking and decision-making. As a result of this work, she was appointed to the President's Task Force on 21st Century Policing in December 2014.

Rahr graduated Cum Laude with a Bachelor's degree in Criminal Justice from Washington State University and is a graduate of the National Sheriff's Institute and the Federal Bureau of Investigation National Executive Institute.

Nancy Rodriguez - Director of the National Institute of Justice

Nancy Rodriguez was sworn in as the director of NIJ on February 9, 2015. Her research expertise covers a wide range of criminal justice issues, including the collateral consequences of imprisonment; the intersection of race, ethnicity, crime, and justice; evaluations of drug courts; and restorative justice programs. Her most recent work includes a longitudinal study of families affected by maternal and paternal incarceration.

From 1998–2012, Dr. Rodriguez was a professor in Arizona State University's (ASU's) School of Criminology and Criminal Justice. She was named Associate Dean for Student Engagement in ASU's College of Public Programs in 2012.

A prolific writer, Dr. Rodriguez's work has appeared in numerous peer-reviewed journals, including *Criminology*, *Journal of Research in Crime and Delinquency*, *Criminal Justice and Behavior*, *Violence Against Women*, *Justice Quarterly*, *Crime & Delinquency*, and *Annals of the American Academy of Political and Social Science*. She has co-authored two books: *Just Cause or Just Because? Prosecution and Plea-bargaining Result in Prison Sentences of Low-level Drug Charges in California and Arizona* and, most recently, *Immigration Enforcement, Youth and Families: Policy in the Absence of Comprehensive Immigration Reform*. She was co-editor of the 2006 book, *Images of Color, Images of Crime: Readings*. Her work has been recognized by some of the nation's top criminal justice professional organizations. In 2011, the Division on People of Color and Crime of the American Society of Criminology gave her the Coramae Richey Mann Award, and ASU's College of Public Programs gave her the Anne Larason Schneider Faculty Endowment for Community Research Award. She received the W.E.B. DuBois Award from the Western Society of Criminology in 2010. In 2009, she was named Alumni of the Year by the College of Criminal Justice at Sam Houston State University, and, in 2015, she received the Outstanding Alumni Award from the Department of Criminal Justice and Criminology, Washington State University.

A native of El Paso, TX, Dr. Rodriguez earned a Bachelor of Science in criminal justice from Sam Houston State University. She received her doctorate from Washington State University, in Pullman, WA, where she concentrated in administration, justice, and applied policy. She was appointed by President Obama in October 2014 to head up NIJ, the scientific research arm of the DOJ.

Denise O'Donnell - Director of the Bureau of Justice Assistance

Denise E. O'Donnell was sworn in as the Director of the Bureau of Justice Assistance (BJA) on June 6, 2011, after being nominated for the post by President Obama and confirmed by the U.S. Senate. BJA is a national leader in the development and implementation of data-driven, research-based criminal justice policy and sound grant administration. BJA currently oversees a portfolio of over 10,000 open grants in excess of \$5 billion dollars.

In 1985, Director O'Donnell joined the U.S. Attorney's Office in the Western District of New York and worked as a career federal prosecutor for more than a decade. She was appointed U.S. Attorney by President Clinton in 1997 and served as the top federal prosecutor in western New York from 1997 to 2001. Director O'Donnell served as Vice Chair of the U.S. Attorney General's Advisory Committee in Washington, DC, where she was a member of the Investigations & Intelligence, Northern Border, and Civil Rights subcommittees.

Prior to joining BJA, O'Donnell served as Deputy Secretary for Public Safety in New York State, overseeing 11 homeland security and criminal justice agencies, and as Commissioner of the New York State Division of Criminal Justice Services, the state administrative agency for BJA funds. Director O'Donnell served as Chair of the New York State Commission on Forensic Science from 2009 to 2011, and as Chair of the New York State Commission on Sentencing Reform from 2010 to 2011. She was a member of the Conviction Integrity Advisory Panel for the Manhattan District Attorney's Office and of the Chief Judge's Wrongful Convictions Task Force in New York.

Director O'Donnell obtained a Master's Degree in Social Work from the State University of New York at Buffalo, and graduated summa cum laude from the University at Buffalo Law School.

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This report was written by CNA's Safety and Security (SAS) division.

SAS's work helps improve decision-making during crisis operations and fosters innovative answers to challenges in the areas of first response; emergency management; public health and agriculture; homeland security; risk-management policy development and operations; and response and recovery capabilities at a national level.





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