



FEBRUARY 2022



Final Report

# COMMUNITY POLICING EVALUATION OF THE CITY OF TULSA, OKLAHOMA

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This document contains the best opinion of CNA at the time of issue.

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# Acknowledgements

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We would like to offer special thanks to our community co-researchers, who offered their time, expertise, and skills to this evaluation: T'Erra Estes, Jennifer Solis, Obum Ukabam, and Tyler White. The community co-researchers served a crucial role, infusing community perspectives throughout the evaluation from beginning to end, engaging a broad range of community and police contacts to capture and report input and advice on community policing, and contributing to the analysis, findings, and recommendations discussed in the report. This report is much richer for their participation and contributions.

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# Executive Summary

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Community collaboration is at the heart of policing in the 21st century. Based on this premise, the City of Tulsa developed 77 recommendations for implementing community policing in its jurisdiction. These recommendations closely followed the substance and format of *The Final Report of The President's Task Force on 21st Century Policing*, a national report developed by policing experts and community collaborators in 2015. In order to determine whether the Tulsa Police Department (TPD) is making progress in this area, the City of Tulsa hired CNA's Center for Justice Research and Innovation to conduct a community policing evaluation; the project started in November 2020. CNA used the community-based participatory action research (CBPAR) model as the basis of the evaluation approach to promote the inclusion of input from a diverse range of TPD officers and community stakeholders from across the City of Tulsa. Four Tulsans with experience working with different community groups served as community co-researchers on the evaluation team.

The goal of the Tulsa Community Policing Evaluation was to gain an objective and in-depth understanding of TPD's community policing practices. More specifically, the evaluation was designed to determine whether TPD has made progress in collaborating with the community, identify what community policing should look like in Tulsa, and develop a roadmap for how to achieve the community policing vision. A key part of the evaluation was a community consultation process to get input, insights, and perspectives on policing and community safety issues. The process included individual interviews, focus groups, community meetings and dialogues, and a community survey. The evaluation also involved the collection and review of documents pertaining to community policing and an analysis of crime, calls for service, demographic, and complaint data.

This report presents insightful findings about community policing and actionable recommendations that TPD and the City of Tulsa can implement in order for TPD to become an effective and forward-leaning community policing organization. The 54 recommendations found in this report are organized by the six 21st Century Policing pillars—building trust and legitimacy, policy and oversight, technology and social media, community policing and crime reduction, training and education, and officer wellness and safety. These recommendations are based on the insights and perspectives learned through the community consultation, findings of *The Final Report of the President's Task Force on 21st Century Policing*, the evaluation team's knowledge of best practices and their experiences working in police agencies nationwide, and police reforms in cities where reforms are driven by teams of policing experts and criminal justice researchers.

Our key evaluation findings include the following:

- TPD has made positive changes and progress in many areas, including support for crime victims, relations with Hispanic community members, body-worn camera implementation, formation of the Community Engagement Unit, creation of Community Advisory Boards (CABs), implementation of new collaborative partnerships, and establishment of the Tulsa Sobering Center (TSC) as a jail diversion program.
- TPD's current emphasis on the term "collaborative policing" sets just the right tone for community policing in Tulsa.
- Officers and community members alike express that trust in policing is lower in marginalized communities.

- There are widespread perceptions in the community that TPD engages in disparities in how Black neighborhoods and individuals are treated.
- Many community members expressed frustration, saying that they know very little about the department's decisions and changes, and that they would like to see more transparency in many areas of TPD's operations.
- The creation of CABs is an important step forward, but the boards lack community leadership and transparency.
- TPD's performance evaluation system does not currently reflect the principles and practices of collaborative policing.
- TPD can use technology solutions to benefit community policing efforts.
- TPD does not currently have an accessible, dynamic, searchable website to provide information to the public.
- Many officers do not see community policing as part of their job. Community members expressed that TPD officers do not engage in enough casual, non-enforcement interactions with the community.
- TPD has a wide range of training courses relevant to community policing but lacks an overall vision and process to integrate training courses across training domains to support a holistic approach to community policing.
- Officer wellness programs and proactive activities support more effective community engagement.

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# Introduction

Collaboration with the community is fundamental to effective policing in the 21st century. As long ago as 1829, Sir Robert Peel, who created the first professional police force in London, England, viewed community collaboration as critical to policing and included it among his nine principles of law enforcement:

*“The police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police.”*

Since Peel’s era, policing priorities have shifted numerous times. However, it has never been more important to highlight and strengthen the cooperative bond that puts community collaboration at the heart of police work.

This report examines police-community collaboration in Tulsa, Oklahoma and evaluates the city’s efforts to foster community policing. The City of Tulsa is a diverse city located in northeast Oklahoma. With a population of just over 413,000, Tulsa is home to a growing Hispanic and immigrant community, as well as sizable Black and Native American communities (see Table 1). There are several historic districts in Tulsa with deep cultural meaning for the community—the revitalized Kendall

Whittier area, the new Main Street Global District, and the Greenwood District, an area formerly known as Black Wall Street. A vast majority of Tulsa resides within the boundaries of the Cherokee, Creek, and Osage nations.

The history of race relations in Tulsa is an important backdrop when assessing police-community collaboration. For decades, Tulsa ignored the events of May 1921, when a white mob targeted the prosperous Black businesses on Greenwood Avenue, looting stores, burning homes in the neighborhood, and killing several hundred Black residents, according to witness accounts. Much has changed in recent years, as “racial

reconciliation” has become the City’s unofficial mantra, with philanthropic efforts supporting Greenwood Rising, a new museum dedicated to the race massacre and the State of Oklahoma creating the 1921 Tulsa Race Massacre Centennial Commission, among other revitalization efforts. To this day, however, the Black community in Tulsa experiences high poverty and incarceration rates and is concentrated in sections of North Tulsa, in a less resourced area of the city.

Recognizing the importance of police-community collaboration, the City of Tulsa established a Commission on Community Policing, chaired by Mayor G. T. Bynum, to make recommendations on how to improve engagement and policy in this area. In 2017, the commission published the [Findings and Recommendations of the Tulsa Commission on Community Policing](#), a 10-page document outlining 77 recommendations for the Tulsa Police Department (TPD) to implement and improve community policing.

**Table 1 City of Tulsa Demographics**

Tulsa Race	2010	2020
Total population	391,906	413,066
White	62.06%	51.8%
Black or African American	15.9%	14.9%
American Indian and Alaska Native	5.3%	5.2%
Asian	2.3%	3.5%
Native Hawaiian and Other Pacific Islander	0.1%	0.2%
Another race	8.0%	9.8%
Two or more races	5.9%	14.6%
Tulsa Ethnicity	2010	2020
Hispanic or Latino	14.1%	19.1%
Not Hispanic or Latino	85.9%	80.9%

<https://data.census.gov/cedsci/table?q=Tulsa%20city.%20Oklahoma&tid=DECENNIALPL2010.P1>

The 77 community policing recommendations, provided in Appendix B, closely followed the substance and format of the *Final Report of The President's Task Force on 21st Century Policing*,<sup>1</sup> a national report developed by policing experts and community advocates, including former TPD Chief Chuck Jordan, published in 2015. Both reports were organized around six main topic areas or “pillars” related to successful policing: building trust and legitimacy, policy and oversight, technology and social media, community policing and crime reduction, officer training and education, and officer safety and wellness. A key recommendation in Tulsa’s report called for a community policing evaluation. The city responded by issuing a request for proposals for an evaluation project in February 2020.

The city hired a new chief of police, which also occurred in February 2020. Wendell Franklin, a 23-year veteran of TPD, is the first Black police chief in Tulsa. From the outset, a main focus of Chief Franklin’s tenure has been community engagement and community policing efforts.

Additionally, Tulsa initiated several projects in the last five years to identify and address community issues affecting trust and confidence in policing. The City of Tulsa and the Community Service Council developed [Tulsa Equality Indicators](#) in 2017 to measure and track disparities among subgroups of Tulsans over time. Of the five themes the indicators measure, the justice theme intersects with community policing by measuring indicators in arrests and law enforcement. The 2017 [New Tulsan Strategy](#) aimed to address challenges with Tulsa’s growing immigrant population. This strategy identified the negative effects that anti-immigrant policies and Tulsa County’s contract with US Immigration and Customs Enforcement (ICE) had on relations between immigrant communities and law enforcement. The [Resilient Tulsa Strategy](#), launched in 2018, developed a roadmap for addressing Tulsa’s most pressing challenges and focused on building capacity for a more resilient city. Challenges identified in this process and intersecting with community policing are (1) systemic racial inequality, and (2) implicit bias in the criminal justice system. Finally, the mayor announced a proposal for an Office of Independent Monitor (OIM), similar to one in Denver, Colorado, to help with policy and oversight of TPD. This proposal was put on hold after criticism and discussion by the City Council and some community leaders. Alternative measures offered in lieu of the OIM included an outside evaluation of community policing by an organization specializing in participatory action research.

The City of Tulsa awarded the community policing evaluation contract to CNA’s Center for Justice Research and Innovation, and CNA began work on the project in November 2020. The Tulsa Community Policing Evaluation was designed to measure whether TPD was making progress in collaborating with the community, identify what community policing should look like in Tulsa, and develop a roadmap for how to achieve the community policing vision.

This report presents the findings and recommendations of the Tulsa Community Policing Evaluation. The CNA evaluation team provides insightful findings about community policing and actionable recommendations that TPD and the city can implement—some immediately and some over time—to make TPD an effective community policing organization.

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<sup>1</sup> [https://cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

## Goals and objectives

CNA designed this evaluation to accomplish the following:

- Assess TPD's operations, policies, and procedures related to community policing and identify existing areas of performance and practice that need improvements.
- Provide recommendations defining community policing for citizens, police, and city leadership on:
  - How successful community policing in Tulsa could be actualized;
  - The drivers of effective community policing;
  - Strategies that equip communities and police to solve challenges together; and
  - Approaches to community policing that are evidence-based or considered best practice in other cities.
- Design an action plan that establishes specific goals, timeframes, and metrics to improve community policing performance, including:
  - Actions for the city and TPD;
  - Actions for city leaders and community members, including community advisory groups; and
  - Processes for continuous evaluation and public feedback loops.

## Evaluation areas of focus

The goal of this evaluation was to gain an objective and in-depth understanding of TPD's community policing practices. Using the pillars, recommendations, and action items established by *The Final Report of President's Task Force on 21st Century Policing*, the CNA evaluation team identified and assessed items related to law enforcement and TPD. The evaluation team reviewed TPD policies, operational practices, organizational structure and management, documentation, accountability systems, performance measures, communication and technology strategies, and community partnerships, and evaluated them against the 21st century policing recommendations and evidenced-based professional and academic resources on community policing.

Section 3 of this report is dedicated to each of the pillars from the 21st century policing report, describes Tulsa's current implementation efforts related to each pillar, and provides recommendations on how the department might advance community policing as it relates to each pillar.

## Approach and methodology

The CNA evaluation team used a robust, multi-level, community engagement evaluation approach to conduct this evaluation. CNA's approach to analysis is rooted in the same principles as community policing: partnerships, problem solving, and organizational transformation. This analysis leans on evidence-based research on effective best practices in community policing and the Center for Justice Research and Innovation's firsthand experience working with over 450 policing agencies across the country.

## CBPAR model

We based our approach on the community-based participatory action research (CBPAR) model to promote the inclusion of input from a diverse range of community stakeholders from across the City of Tulsa. CBPAR actively engages community members and organizations that have a personalized knowledge of the needs, concerns, and strategies impacting them. The intended result of such research is action-oriented, resulting in strategic actions to achieve community or organizational transformation and social change.

CNA selected four local Tulsans to serve as community co-researchers throughout the entire evaluation. These community co-researchers worked in partnership with CNA to lead several aspects of the evaluation that relied heavily on a deep understanding of the city or required a high level of consensus-building. They played a critical role in advising on the development of the evaluation approach and analytic framework, developing our survey, interview, and discussion protocols, leading and facilitating interviews, focus groups, and community meeting discussions, and contributing to the development of the findings and recommendations outlined in this report. An invitation to apply to serve as a community co-researcher was distributed by the City of Tulsa and TPD via social media and several media channels in November 2020. Out of 79 applicants, the CNA evaluation team conducted interviews with final candidates and selected four diverse individuals who demonstrated clear interest in helping to advance community policing in Tulsa, were highly effective communicators and displayed a commitment to elevating diverse voices and perspectives on community issues, showed a history of being collaborative in their approach to addressing community efforts, and were experienced in working with different community groups. The four community co-researchers for this evaluation were T'Erra Estes, Jennifer Solis, Obum Ukabam, and Tyler White.

## Methodology

The COVID-19 pandemic prevented substantial in-person engagement throughout the evaluation; most of the interviews and meetings were conducted using the online platform Zoom. The team coordinated with the City of Tulsa to plan out the use of online technology for engagement. When possible, the evaluation team conducted meetings with the City of Tulsa in person—namely, for the focus groups and community meetings as a part of the community consultation.

### *Community consultation*

Community consultation helps to confer legitimacy on a project by engaging in a process whereby the stakeholders—those people, institutions, and groups that have an interest in the project—may express their views and concerns. It can give communities power over some of the decisions that affect their lives by involving them in the design and implementation of programs and services that affect them. As a key part of the evaluation of community policing in Tulsa, we undertook a wide-ranging, multi-layered community consultation process to get input, insights, and perspectives on policing and community safety issues. The process included individual interviews, focus groups, community meetings and dialogues, and a community survey. Across the community consultation, we used a variety of methods to identify stakeholders and individuals to include in the consultation process.

### Interviews

The evaluation team conducted 55 semi-structured interviews—25 with TPD personnel and 30 with community leaders and members. The community members represented the City of Tulsa government leadership, service providers, community and cultural organizations, educational organizations, and institutions. The interviews with TPD personnel included command staff, supervisors, line-level officers, and civilian personnel. Within that group, interviews included recently hired personnel, recently promoted personnel, and personnel from patrol, administration, investigations, and specialty units. Some interviewees had been with TPD for 1 year; others had been with TPD for over 30 years.

To identify interview respondents to invite to participate in this process, we started with a list of key individuals provided by TPD and used “snowball sampling” to enlarge the group and extend our process

throughout the community. Snowball sampling allows the interview respondents to assist in identifying other potential stakeholders to consult so that the list of respondents grows continuously throughout the project.

Interviews were led by an experienced interviewer from our evaluation team, and many were co-led by a community co-researcher. Each used an interview protocol developed collaboratively by the evaluation team. The protocol ensured that interviews were conducted consistently across interviewees to support the analysis of key themes, focus the interview on topics related to community policing while allowing some open-ended dialogue. We used a non-attribution policy when conducting interviews, focus groups, and community feedback meetings. This report does not attribute information to any specific interviewee or participant to give space for candor during the community consultation.

### Focus groups

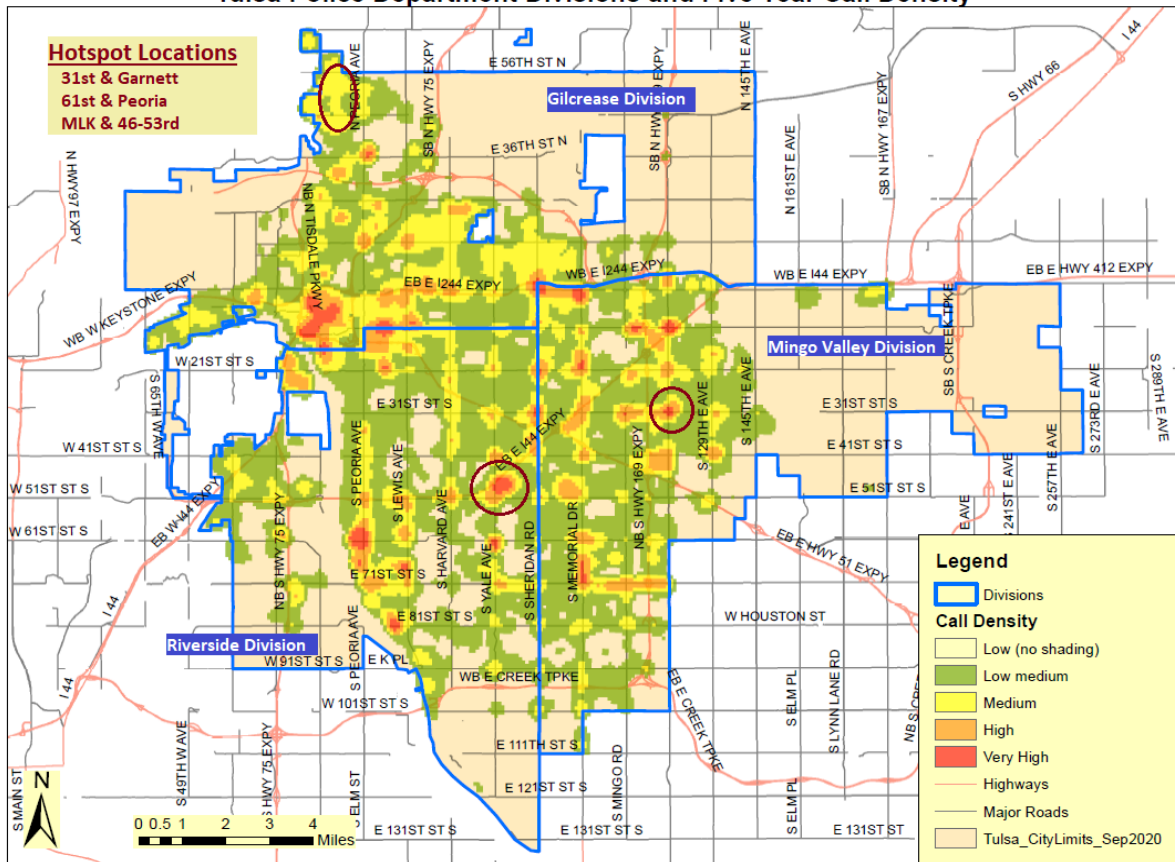
The CNA evaluation team conducted three in-person focus groups during October 7–9, 2021. In order to ensure that we heard the perspectives of marginalized communities and individuals who live in areas with higher levels of crime, and thus receive more police attention, we held the focus groups in areas considered hot spots, one in each police division. Marginalized communities are those that experience or have experienced discrimination and exclusion due to unequal power relationships; this includes disadvantaged groups. Factors typically used to identify marginalized communities or groups are race, ethnicity, wealth, immigration status, and sexual orientation.<sup>2</sup>

The hot spot areas where the focus groups were held were determined by reviewing a TPD map of call volume over the last five years and identifying areas with sustained call volume over time. These locations were then confirmed by TPD's uniform patrol division commanders as also being chronic hot spots, or geographic locations that experience high levels of violent crime. The evaluation team then conducted outreach to known community organizations in these areas to identify facilities to host the focus groups and help recruit participants. As seen on the map below, the red areas with a circle around them represent the identified hot spot areas where a focus group was conducted.

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<sup>2</sup> *Engaging Marginalized Communities: Challenges and Best Practices*, International City Management Association, September 2021. <https://icma.org/articles/pm-magazine/engaging-marginalized-communities-challenges-and-best-practices>

## Tulsa Police Department Divisions and Five Year Call Density



Tulsa Police Department Public Safety Analysis Unit (March 2021)

The focus groups were held at the Dream Center in the Gilcrease Division, Ellen Ochoa Elementary School in the Mingo Valley Division, and the South Tulsa Community House in the Riverside Division. The size of the groups varied from four to 14 individuals, but all had in-depth discussions based on a structured discussion guide, exploring topics related to trust in policing, knowledge of community policing efforts, access to information shared by TPD, direct experience with TPD officers, and their questions, concerns, or recommendations for expanding community policing in their neighborhoods. The group held at Ellen Ochoa Elementary School was held in both Spanish and English.

### Community meetings

CNA hosted two hybrid community meetings to provide the opportunity to engage with and hear input from community members. These meetings were held in person, with an option to join virtually through Zoom. The first meeting was held at the Central Center at Veterans Park on November 8, 2021; approximately 40 people attended in person and an additional 30 people participated virtually. The second meeting was held at the Rudisill Library on November 9; approximately 50 people attended in person and 28 people participated online via Zoom. Spanish interpretation was available during each session. These meetings were planned in coordination with the City of Tulsa. At the advice of community members engaged during the community consultation, one meeting was held in the evening and one meeting was held mid-day so that caregivers and residents working different shifts could participate. Locations were determined by the City of Tulsa.

The community meetings were advertised via social media by the City of Tulsa and TPD and further shared via local English and Spanish news channels. Additionally, we asked community members we had previously

spoken with to share the invitations within their community networks. We also reached out to the organizations that hosted the focus groups sessions and requested that they encourage members to join the virtual or in-person options for the community meetings.

During the community meetings, we shared some preliminary data from the community consultations and led a semi-structured discussion revolving around three overarching areas of inquiry: police-community relationships, the Community Engagement Unit (CEU) and Community Advisory Boards (CABs), and transparency and accountability. Community members were encouraged to share their thoughts and experiences with their discussion group then share themes with the whole group. Community input prompted follow-up questions on topics such as TPD's use of force, the complaint process, traffic and pedestrian stops, and police-community engagement activities. Community members could express input verbally during the in-person and virtual listening sessions and in written form via the Zoom chat feature during virtual sessions.

### *Survey*

Because the COVID-19 pandemic limited our ability to meet with stakeholders in person and hold early evaluation site visits, the evaluation team elected to create an online survey to solicit additional input from community members on their insights and perspectives on community policing in Tulsa. The CNA evaluation team administered an online community survey between June and August 2021. The survey was made available to all Tulsa residents in two versions: English and Spanish. The online link to the community survey was promoted through social media by the City of Tulsa and TPD and by the researchers, who made it available to community organizations that had been identified during the consultation. The survey results are based on a convenience sample, not a representative sample of Tulsa residents. Convenience sampling is a widely used method for surveys and enabled the researchers to receive a large response in a short period of time.

### *Document review*

The evaluation team worked with TPD and identified documents relevant to this community evaluation, beginning with the City of Tulsa's community policing dashboard, other community-wide evaluations, and relevant organizational documents from TPD. The evaluation team reviewed TPD's programmatic materials, training materials, and policies related to community policing. Programmatic materials included community engagement flyers, event summaries, tracking systems, evaluations, presentations, handbooks, and other materials. Training materials relevant to community policing included training outlines, course descriptions, and training materials, where available. Policies related to community policing were identified via TPD's public-facing policy manual. CNA reviewed these materials to identify elements and strategies aligned with community policing and conducted an analysis to determine whether written materials were in line with national standards and best practices we have seen with police departments nationwide.

### *Quantitative data*

The evaluation team's data analysis focused on four areas: crime data, calls for service, the demographics of TPD, and complaints. This data provides valuable context on crime trends, workload, workforce diversity, and officer accountability. We were able to analyze crime data from 2016 to 2020, calls for service data from 2015 to 2020, and complaint data from 2018 to 2020. More detailed analysis of the data was hindered by the data breach that the City of Tulsa experienced in May 2021.



## Overview of the report

The remainder of the report presents the results of the Community Policing Evaluation. There are three main sections. First, we discuss feedback and findings gleaned through the community consultation, followed by a discussion of the data analysis related to community policing. Finally, we provide a summary of Tulsa's current implementation of community policing across each of the six 21st Century Policing pillars, including strengths and gaps, along with our recommendations to advance community policing in each area. At the end of the report, we provide a roadmap for building out community policing in Tulsa, providing a list of all the recommendations in the report, resources necessary to accomplish each recommendation and our suggestion for the prioritization and timing of each recommendation so as to build upon current and future capacity, partnerships, and expertise. We also provide examples of the types of metrics that should be used to measure the effectiveness of each newly implemented action. In addition, the report includes three appendices that provide more information and resources that may be helpful in considering further implementation of community policing strategies in the City of Tulsa.

# Section 1: Community Consultation

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Community consultation is at the heart of the CBPAR model. The results of individual interviews, focus groups, community feedback meetings, and the community survey are presented below, divided into three major areas: police perspectives, community perspectives, and community survey analysis.

## Police perspectives

A wide-ranging group of TPD officers and civilians provided their input and perspectives on community policing, offering up and describing many strengths, challenges, and gaps. Some focused on progress the department is making in community policing and opportunities for future change. The following perspectives summarized what the officers said, organized into a section discussing strengths and opportunities and a section on challenges and gaps.

### Strengths and opportunities

**The CEU is a major strength.** Officers view the CEU, which began operating in June 2020, as a very positive change and key to the department's collaborative policing efforts. Community engagement officers reach out and engage with community members in all three divisions and are seen as helpful and building important relationships by the community and TPD. The CEU has created new youth programs and partnerships and built new relationships with the Hispanic community,<sup>3</sup> all seen as very valuable.

**The new Victim Services Unit (VSU) provides services and supports.** The VSU started in July 2020 to provide holistic supports for victims of crime, and officers believe it plays a key role in building community relationships, in addition to providing much needed support for survivors of crime. The unit increases support for victims, works to instill trust in the investigative process, and encourages community members to talk with police, resulting in better leads and greater victim/witness cooperation. A victim services coalition is also starting up for organizations providing victim services in Tulsa and nearby municipalities and those serving Native American victims and survivors. The plan is to develop a memorandum of understanding (MOU) to formalize the partnership, improve processes for victim referrals, and share information.

**New collaborative partnerships are improving TPD's responses.** In the last few years, TPD has established a number of collaborative partnerships with service provider agencies. Community consultation participants viewed these partnerships as improving TPD's handling of critical community issues such as homelessness, domestic violence, and mental health calls. Officers feel these partnerships help TPD be more effective, better understand others' concerns, and bring more community members to the table.

**Relationships with the Hispanic community are growing.** The Mingo Valley Police Division and the CEU are reaching out in various ways to Tulsa's growing Hispanic community. For example, community engagement officers are working with La Cosecha, a service organization for Hispanic families, to distribute food and other items of need on a weekly basis in order to show police are not the same as immigration enforcement. Additionally, patrol officers in Mingo Valley are attending community events organized by the Council of Safe Neighborhoods, the division commander appears on a weekly Hispanic radio talk show to discuss crime and

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<sup>3</sup> In this document, Hispanic refers to residents of Tulsa who are of Spanish-speaking background.

safety issues, and officers are participating in a cross-cultural program at Tulsa Community College to learn Spanish and better understand cultural differences.

**A new avenue for community input was created.** Many officers in the consultation identified the CABs as an example of community members and police meeting regularly to build relationships and get community input. TPD created the CABs to increase community engagement and provide an avenue for community input, comment, and reflection on TPD policies.

## Challenges and gaps

**Officers receive mixed messages on community policing.** Some officers feel that Chief Franklin is placing a great deal of emphasis on community policing, which has not occurred since the layoffs in 2010. Others do not see or feel any difference in their everyday job since the new chief was installed. It was suggested that community policing elements be added to the personnel evaluation so that officers know they should take community policing seriously.

**Officers may misunderstand what community policing means.** A number of officers mentioned the historical narrative that community policing is just reading to kids and playing basketball with them. This narrative, they felt, impedes understanding that community engagement and relationship building are part of policing and that all interactions with community members should be respectful and build trust. We heard one officer state, “Officers sometimes need to be reminded that we’re here to help people.” Additionally, a number of officers believe the term *community policing* is worn out.

**Lack of time for community engagement: Some agree, while others say it is a myth.** The sentiment that the department is understaffed and there is no time for officers to get out of their cars for community engagement was repeated throughout the consultation. Some officers felt this drumbeat has been repeated so many times over the years that it is accepted as true, even though it does not reflect reality. Others felt that patrol officers go from call to call to call and do not have time to develop community relationships unless they do so outside of normal working hours. Others believe this sentiment is reinforced by assigning a few officers to the CEU, so other officers can say community engagement is not their job.

**10-10 code captures data on community engagement but is used inconsistently and infrequently.** Several officers identified the need to document officer involvement in community engagement. We heard an officer state, “If it’s not documented, it didn’t happen.” Last year, the 10-10 code in the computer-aided dispatch (CAD) system was developed for this purpose. When used, the dispatcher manually enters a note in a freeform field for the type of activity the officer is engaged in, such as a community meeting or a reading workshop. Many officers said the 10-10 code is used inconsistently, if at all, and that officers need more clear and specific guidance on using it. Officers suggested that TPD should build a quick field interview form on self-initiated activity. Others mentioned that the upgrade of the CAD and records management system (RMS) later this year will present opportunities for collecting better data on community engagement.

**More training to support community policing needed.** Almost all officers identified the need for more training on community policing issues—problem solving, relationship building, communication skills, changing the mindset of officers from that of a warrior to that of a guardian, managing implicit bias, and other issues. Participants made suggestions for more in-service training on community engagement for officers with 10 years or more on the force, integrating community members in trainings to share stories and inspire connections, and more training on the effects of trauma, including vicarious trauma, on officers. There

was a general feeling that training had improved with two blocks of training devoted to collaborative policing (four or five hours) in the academy and a section of field training officer (FTO) trainings. Other officers said they could not remember an instance where they received training on community engagement. There was a recent in-service training on cultural diversity and implicit bias, which was also added to the academy. Some officers felt more training was needed overall, including a full 40 hours of in-service training, since cutbacks had reduced the hours for training.

**Current practices impede beat integrity.** Some officers believe it is helpful to spend a significant amount of time in the same beat in order to get to know the people who live there and take “ownership” of the area. However, the bid system for beats means that officers spend a year in one location and then typically move to another location. Officers also mentioned that paying overtime for hire-backs impedes beat integrity. For example, foot patrols and street crime units used to focus on hot spot areas—especially apartment complexes. The officers got to know the people that lived there, resulting in better communication, community relationships, and trust.

**Gaps exist in both internal and external communication.** Views on communication encompassed mixed opinions, with some good things occurring, such as the hiring of a civilian with media experience, increased Facebook followership, the creation of Instagram and Twitter accounts, and a plan to start on YouTube. There were also wide-ranging comments about the need for better communication to do the following:

- Get information to and from the public
- Update and share information across divisions in the department
- Improve internal marketing, so that everyone is aware of TPD’s own efforts
- Educate the public on safety, how the department functions, and the changes being made
- Promote positive stories of what officers do every day
- Have an ongoing dialogue with community members and answer questions
- Expand the department’s social media presence

**A shift in organizational culture is needed.** TPD has a lot of traditional officers who have an enforcement (rather than service-oriented mindset), many said. Although the department has hired a significant number of new officers in the last five years who come with service in mind, they are sometimes discouraged by the older generation officers, who consider community policing a weakness. We heard there is need for a shift in the mindset of officers—from one of a warrior to a guardian or protector—when implementing community policing and a phased-in approach that includes training, resources, and information to enable officers to improve community policing. We also heard about the importance of consistency in messaging to ensure that everyone in the department is on the same page and moving in the same direction.

**Problem-solving processes are rarely used.** Most officers said they lacked experience in the problem-solving process. There were few examples of problem-solving processes being initiated at the neighborhood level, and most said they did not seek community input in their beat projects. Some said only supervisors were involved in problem-solving projects. Others admitted they needed more ideas on how to develop and focus beat projects.

**Officers’ role in sharing community resources is limited.** Officers talked about encountering people needing help, but most felt they had limited knowledge or information about community resources and services. We

heard that the information available to officers, such as a list of city resources found on the internal network, is not in an easy-to-use format and is not used nearly often enough. Some officers in North Tulsa thought that sharing information on community resources and making referrals to service agencies would show community members that they care and are willing to help. One officer said, “Problem behavior or bad decisions are a cry for help.” Officers also suggested follow-up after a referral is made to see if people accessed the resources and if they need additional help.

**Trust in police is much lower in marginalized communities.** Many officers acknowledged that trust between community members and police was lowest in marginalized communities. Since Tulsa is a very segregated city, there are areas such as North Tulsa with higher concentrations of people of color. It is in these areas where trust of the police is low, particularly with the Black community, where the relationship is viewed as strained. We heard that misconceptions can start in the academy, where officers view North Tulsa as “Black Tulsa.” We also heard that some officers are not fully aware of the history of race relations in Tulsa.

**Engagement practices should be authentic.** Officers talked about the need to build community relationships and trust through face-to-face conversations, showing concern and commitment to the people, treating people well in all interactions, and showing a willingness to provide more than enforcement. These were the things that would make a difference—more meaningful and sustained community connections, particularly in marginalized communities—and were considered authentic interactions.

**Town halls can educate the public and share information on change.** Officers stated repeatedly the notion that “people don't always understand what we do or why we do it.” They suggested that the department invite the community to meet with TPD in a town hall format to provide a forum for educating people on the department, reporting on changes in policy and practice, and discussing what the community can do to help. A number of officers believed it is important for the community to be part of the change process in policing. Town halls can give community members a voice and inform the police about what matters to the community.

**Hot spot areas need holistic approaches to prevention.** It is clear to many officers that the same geographic areas of Tulsa have been crime hot spots for many years, if not decades. In these areas, there is a need to address the root causes of crime in a holistic approach; police officers cannot just show up and take enforcement action. A broader approach is needed where city services, local nonprofits, and service provider agencies work together, helping with education, after-school programs, life skills training, and other services. There are examples of these approaches—the Vibrant Neighborhood Steering Committee, Working in Neighborhoods, and the River West initiative—but more resources are needed to address hot spot areas.

## Community perspectives

Community stakeholders from across the city and residents from hot spot areas provided open and candid discussions on a range of issues concerning policing. Many were supportive of TPD but were open about areas where they wanted to see change. Some of these changes involve new commitments from the City of Tulsa as well as TPD. The following are key perspectives voiced by the community and organized into two sections, one on strengths and opportunities and one on challenges and gaps.

## Strengths and opportunities

**Partnerships with clinicians are growing; community supports even more.** Stakeholders felt that partnerships between clinicians and police were growing stronger. Clinicians are embedded in TPD's Crisis Response Team (CRT) and in a pilot program to improve responses to mental health calls in the 911 center. If the Community Outreach Psychiatric Services (COPES) Team perceives danger in a situation, police will send an officer as part of the team response. At the Family and Children's Services (FCS) crisis center, there is a dedicated sallyport for police to drop off individuals in crisis. The community expressed a need for additional efforts like these. We heard coordinated responses among partner agencies could still be improved and there is much to gain from cross-training between officers and clinicians. Clinicians can impart how to be more accepting of people with mental illness, how to communicate better with these individuals, and how clinicians and police can complement each other in the field. We heard that people are crying for help and assistance and want to be connected with resources. This can be facilitated through police-clinician partnerships.

**TPD's senior leaders are building stronger relationships.** A number of stakeholders said their relationships with the police improved since working with TPD's current senior leadership. One service provider said that "the arc of collaboration" has changed—from the previous adversarial relationship to meetings and discussions with TPD's senior leaders that are "super helpful" with "good feedback."

**CEU does great things, but there are mixed perspectives.** Community respondents viewed CEU officers very positively. A number of stakeholders reported the CEU officers changed their perspectives on police and they were grateful for the assistance provided. TPD needed more teams like this, they said. But other stakeholders felt a separate engagement unit with the department's best officers seemed "antiquated" and compartmentalized something all officers should be doing. With the advent of the CEU, they said, relationship building is no longer a responsibility of the typical officer. Instead, *all* officers should be involved in relationship building.

**Efforts to expand Hispanic outreach are appreciated.** Hispanic stakeholders reported improved relationships and trust in TPD and appreciated the work of community engagement officers. One community member noted, "While I always had respect for police, my perspective has changed. They are like friends; I'm very grateful, need more teams like this." On the contrary, stakeholders also reported that they felt some TPD officers viewed undocumented immigrants as criminals simply because they were in the US illegally, and some immigrants viewed police as adversaries, often because of negative experiences in their native countries. Hispanic focus group participants felt there was a lack of police presence in their neighborhoods and some community members were fearful that the police were involved with ICE. Community members offered suggestions for officers to gain a better understanding of cultural differences, to talk with community members and become familiar with them, to share information in Spanish, and to hire more bilingual officers.

## Challenges and gaps

**Community engagement should be consistent, frequent, and positive.** Effective community engagement needs to be consistent, frequent, and positive, we heard. Police should find different entry points into the community by identifying leaders like pastors and other influencers. Respondents said they would like to see officers meet with leaders and attend existing programs and events, rather than creating new programs. Community members stated that they relate more to officers that demonstrate empathy, and these officers should be the ones to train other officers on community engagement. One problem is the lack of continuity

in engagement, which happens when an officer successfully builds positive relationships and then is suddenly transferred to another division, leaving disappointed residents.

**Authentic interactions are key to building positive relationships.** We heard repeatedly that police should walk and talk with the people, get to know the community, and have more authentic interactions with residents. Moreover, officers should be familiar with the community, impart resources to residents in need, and exercise a level of “community competency.” One interviewee stated, “If you know people and their intentions, it’s easier on both sides. If police are with the people, they are seen as more human.” One stakeholder felt that Black officers more often live in the community and consequently have lower rates of use of force. Across the board, relationships mean a lot to community members. Since the City Council passed an ordinance requiring that police carry business cards to hand out to community members, we heard that TPD should follow through on printing and distributing the cards.

**TPD should engage with those seen as detractors.** We heard from many stakeholders that they would like to work with TPD as a team to find solutions together. From their perspectives, TPD decides which organizations will help its image and listens to them; police do not choose to listen or work with organizations that criticize TPD actions and are seen as detractors. In order to improve relations, these stakeholders say, the police should engage with those they view as detractors, even if its uncomfortable in the beginning. TPD should seek out the loudest critics, not ignore them. We heard numerous times that TPD has a history of not wanting to engage on the tough issues, and that people feel this pattern needs changing.

**Community concerned that some officers do not show empathy.** Time and time again, community members discussed the need for officers to show empathy, help people, and offer alternatives to arrest. For example, a community member said she had multiple experiences in which TPD officers responding to domestic violence situations were dismissive, condescending, and discouraging about getting a protective order, even though she clearly communicated that her husband would kill her one day. She called the police for help and protection, but received neither. Other community members said that officers could show empathy by saying such things as “I care,” “I want you to be safe,” and “I care for your safety.”

**Limited opportunities for community to give input.** There was widespread belief that TPD should give the community more of a voice, ask the community for input on policies, and be more transparent about agency decisions. Several stakeholders mentioned that they had actually given input in specific situations—for example, on body-worn cameras (BWCs) and as members of the new CABs. Many more people said they had never been asked to give input.

**Community knows little or nothing about the CABs.** While a few stakeholders in the consultation were CAB members, most knew little or nothing about the new advisory boards or CABs. Those who were CAB members felt it was a positive experience. Those not serving on the boards wondered who the members were, how representative of the community they were, and why those who have been concerned for years with policing issues were not asked to serve. One CAB member said, “I can definitely tell members were hand-picked to not rock the boat too much.” Others said the initiative has not reached the community and that it was launched without talking with the community. We heard from one community member, “They say what community engagement looks like instead of asking us. They never got around to asking who should be selected. They want their own people.”

**Officers should be both accountable and rewarded for community policing.** We heard that TPD should hold officers accountable for community policing activities. For example, the department should have specific expectations for officers, such as logging a certain number of hours of community engagement and handing out a certain number of business cards to residents. Community members felt it was important for TPD to make community policing a factor in promotional processes and performance reviews and to create an awards program that highlights and rewards officers that do exceptional community policing work.

**More accountability and transparency needed.** A number of stakeholders pointed out that accountability is lacking. One community member noted, “People don’t feel they can file complaints since they never see officers get disciplined.” People would like to see “bad apple” officers out of the department, including officers with the “old cop mentality.” Some people said they do not know what to do when they have a negative interaction, they need to know about feedback opportunities. We also heard that if a complaint is filed, no one comes back with the outcome of the complaint. Communication is poor. A community member said, “if you report something, it goes into an abyss.” Some suggested independent monitoring or a public board would go a long way toward rooting out complaints. Another community member noted, “Without accountability, community policing means nothing.”

**More diverse recruitment should be a priority.** We repeatedly heard the suggestion to recruit a more diverse workforce, particularly bilingual officers. Officers from diverse backgrounds and different racial and ethnic groups would bring varying perspectives to the force and would help build trust with communities of color. Participants mentioned that women and people of color may be more amenable to community policing and open to better communication and relationship building.

**TPD needs more and better training.** Stakeholders believe TPD needs more training on cultural diversity and implicit bias and should integrate community representatives in both course development and the delivery of training to help build trust from the beginning of an officer’s career. It was suggested that cultural diversity training be offered in smaller groups and not be siloed. For example, TPD could hold trainings with other departments or multi-professional groups to prevent groupthink among officers. We heard that for this training to be effective, it should be robust and continuous. We heard that training is needed to help officers understand what it means to live in poverty, which creates a totally different “normal.” Many felt that officers need more empathy and understanding of people living in poverty. Training in cultural sensitivity and verbal de-escalation would help. A stakeholder suggested TPD consider a simulation training called Bridges Out of Poverty.<sup>4</sup> Public relations training would also help teach officers what is and not appropriate to say to community members. This would help officers understand the need to be accurate and not sensational. One stakeholder said he heard an officer make a statement at a public meeting, “that person is a druggie and doesn’t want housing,” which the person felt was a personal opinion on addiction, rather than a reflection of the actual circumstances.

**Stakeholders suggest listening sessions with the community.** A number of stakeholders would like to see TPD hold listening sessions. TPD could invite the community to these sessions and say, “we want to hear from you.” If officers do not agree with what people say, they can listen and address it later. One community member pleaded, “Let people say what they feel without fear.” Another noted, “The purpose would be to ask people, how we can serve you better?” We heard that listening sessions are a good way for police to show

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<sup>4</sup> <https://www.nemcsa.org/services/bridges-out-of-poverty-education.html>



empathy. Since people hold a great deal of trust in their church, respondents suggested that such programs be held in churches, particularly in communities of color. If TPD is willing to engage with grassroots organizations in this way, it would be a great start for gaining trust in low-trust areas. A suggestion was made for police to attend out of uniform, and that this would help show their humanity.

**Community supports more diversion from the system.** Stakeholders talked about the need for TPD to support diversion programs and expand the ones that exist. For example, Operation Direct and Connect (ODC) involves police partnering with clinicians two to three times per year to reach out to homeless encampments and offer people who owe fines or fees or who have outstanding warrants an alternative way to address them. There is also a stakeholder committee working on a proposal to establish a community court in North Tulsa. The court would provide people who cannot afford to pay fines and fees alternative ways to resolve them.

**Perceptions of disparities in policing Black neighborhoods are widespread.** Many stakeholders believe Black community members are treated differently by police and they provided examples to illustrate the problem. They feel North Tulsa is over-policed, yet they said when people call 911, police are slow to respond. The low level of trust between police and the Black community seems to be rooted in the history of race relations, starting with the race massacre that occurred in Tulsa 100 years ago. Many participants expressed the belief that the police are not serving and protecting them, and that poverty is being criminalized. Suggestions were made that police should show humility and admit their mistakes, which would go a long way toward healing.

**Skepticism due to previous studies.** A number of studies examined TPD in recent years, stakeholders mentioned, resulting in a long list of recommendations. This includes reports by the National Association for the Advancement of Colored People (NAACP) Legal Defense and Educational Fund, MetCares Wakanda Summit, Terence Crutcher Foundation, and the City University of New York (CUNY) Institute for State and Local Governance. As a result of this work, the City Council formed three workgroups to explore issues related to TPD and develop recommendations focusing on trust and accountability, data collection, and fines and fees in North Tulsa. Stakeholders asked, “What is more data going to do?” “Will it be another report to prove what the community already knows?” and “It’s like the battle of the studies.” Many feel that Tulsa has the data already and would like to see TPD “just do the work.”

## Community survey analysis

Community surveys are an important tool for gaining insights and perspectives directly from local residents. The evaluation team administered an online community survey between June and August 2021. The survey was made available to all Tulsa residents in two versions: English and Spanish. See Appendix D for a copy of the survey.<sup>5</sup>

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<sup>5</sup> The survey was developed through collaboration between the evaluation team and our community co-researchers and with input from the city’s chief resilience officer and TPD. Our survey design attempted to emulate the terminology used in the census. Because TPD does not collect race and ethnicity data that the Census does, the labels in the survey do not align exactly with the labels used throughout the rest of this report. Additionally, in a conscious effort to keep labels simple and not allow for personally identifiable responses, we will retain all race labels in the survey for the purpose of survey analysis.

## *Administration*

The evaluation team worked in collaboration with the community co-researchers to provide community members an opportunity to provide feedback to the TPD. The questions provided in the survey included a mix of open-ended questions (e.g., “What does TPD do well when engaging the community?”) and a series of close-ended questions using a Likert scale (e.g., “TPD listens to community members and understands their concerns,” rated on a 5-point Likert scale from “strongly disagree” to “strongly agree”). The survey also provided an optional opportunity to collect basic demographic information to allow for more in-depth analysis, but demographic information was limited to prevent any risk of unintentional attributable use of responses. The survey was made available in English and Spanish. A bilingual researcher on the evaluation team translated the Spanish responses.

The survey was created with Checkbox, hosted on a secure CNA server, and was accessible via a public URL from June 29, 2021, through August 31, 2021. The City of Tulsa and TPD publicized the survey via Facebook and Twitter. Mayor Bynum and Chief Franklin amplified the posts advertising the survey on their respective accounts. The evaluation team, including community co-researchers, shared the link for the survey directly with individuals that had participated in the community consultation to share within their social networks.

We start with a discussion of the characteristics of the survey respondents and a summary of their perceptions and outlooks on community policing in Tulsa. In general, the responses varied across different racial and ethnic groups when looking at overall support of the TPD. Although the survey results differed across groups, it highlighted the community’s views about what TPD could do in the future to improve its community policing practices.

## *Survey respondents*

A total of 473 individuals completed the survey, with eight of those completed in Spanish.<sup>6</sup> Of the 803 individuals who opened the online survey, 330 did not answer any questions.

A total of 285 individuals identified their racial identity as white (62 percent), 56 as Black or African American (12 percent), 54 as American Indian or Alaska Native (12 percent), 18 as another race (4 percent), and 3 as Asian (less than 1 percent). Ten percent of respondents preferred not to answer the question (see Figure 1).

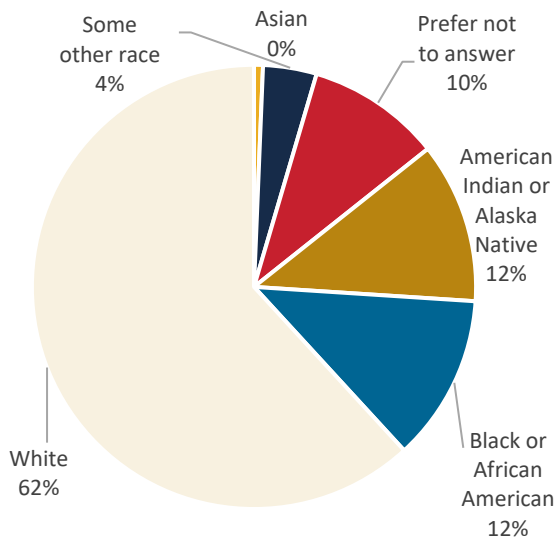
A total of 297 individuals identified their ethnic identity as Not Hispanic/Latino (68 percent) and 33 as Hispanic/Latino (7 percent). Thirteen percent of individuals noted they were some other ethnicity and 12 percent preferred not to answer the question (see Figure 2).

Almost half of the respondents were 45 years and older, and the majority of those individuals were white. In all, 136 individuals identified in the 55 years old and above category (30 percent), 132 in 35 to 44 years old (29 percent), 89 in 25 to 34 years old (19 percent), 87 in 15 to 24 years old (19 percent), 15 in 18 to 24 years old (3 percent), and only 1 individual identified as 17 years old and below (see Figure 3). The majority of Black or African American individuals that responded to the survey were 35 years or older, and the majority of American Indian or Alaska Native individuals that responded were between 25 and 44 years old.

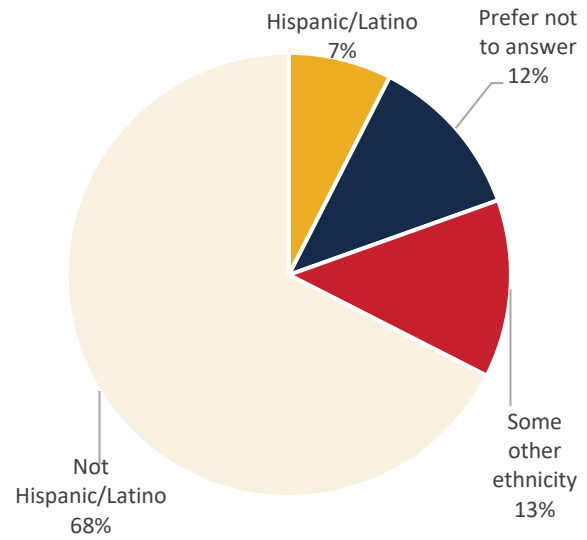
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<sup>6</sup> Please note that analysis from one question in the survey was omitted. This question asked respondents who did not grow up in Tulsa, and how many years they have lived or worked in Tulsa. More people answered this question than the response count for those who said they did not grow up in Tulsa. Due to the contradiction in response counts, we were unable to perform any descriptive analysis using this survey item.

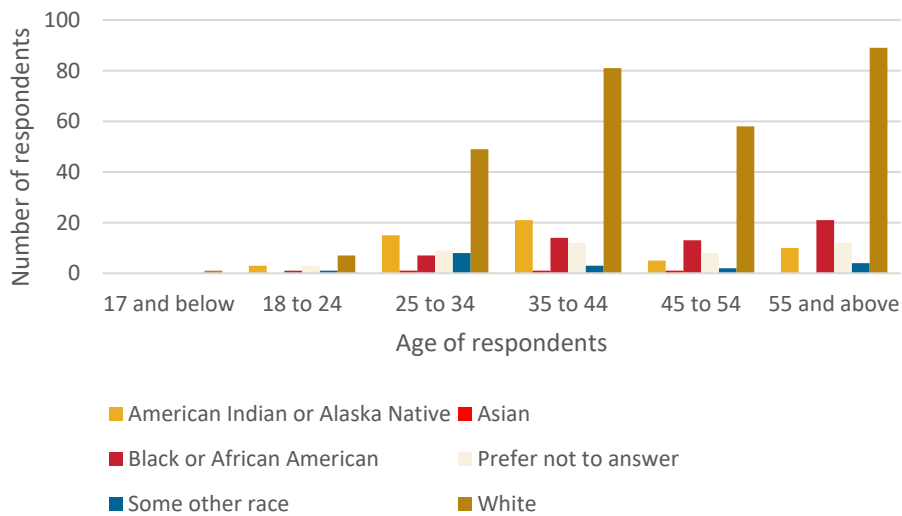
**Figure 1. Racial identity of survey respondents<sup>7</sup>**



**Figure 2. Ethnic identity of survey respondents<sup>8</sup>**



**Figure 3. Age<sup>9</sup> and racial identity of survey respondents**



A total of 249 individuals noted they grew up in Tulsa (46 percent). Thirty-one percent (n=143) of individuals that responded grew up in Tulsa and identified as white, nine percent (n=43) grew up in Tulsa and identified as American Indian or Alaska Native, seven percent (n=33) grew up in Tulsa and identified as Black or African American, and less than one percent (n=1) grew up in Tulsa and identified as Asian. Eight individuals identified as another race, while nearly five percent preferred not to answer.

<sup>7</sup> 461 individuals responded to this question.

<sup>8</sup> 440 individuals responded to this question.

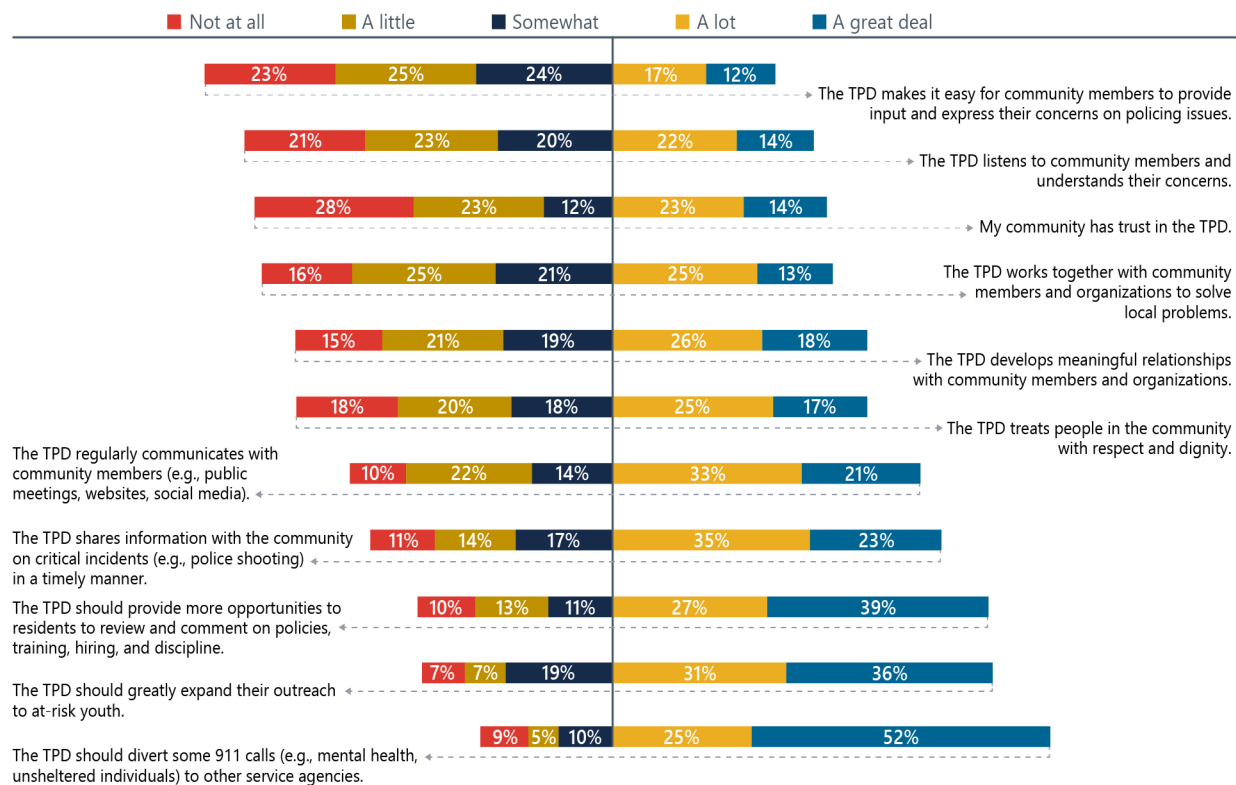
<sup>9</sup> 460 individuals responded to this question.

## Perceptions of and outlooks on TPD

The first survey question asked respondents, “To what extent do you agree with the following statements?”, followed by a list of direct statements regarding TPD’s actions and proposed changes.<sup>10</sup> Over half of the statements had a majority response that were either “Not at all,” “A little,” or “Somewhat.” The respondents overwhelmingly selected three statements that provided an action for TPD.

As seen in Figure 4 below, community respondents strongly agreed with diverting some 911 calls to other service agencies (77 percent), greatly expanding outreach to at-risk youth (67 percent), and providing more opportunities for residents to review and comment on policies, training, hiring, and discipline (66 percent). Additionally, over half (58 percent) of community respondents did note that they felt TPD shares information with the community regarding critical incidents. On the contrary, while community respondents felt strongly that TPD does not make it easy or somewhat makes it easy for community members to provide input and express their concerns on policing issues (72 percent), many felt that TPD does not or only somewhat listens to community members and understands their concerns (64 percent), and others either did not or somewhat felt that the community has trust in the TPD (63 percent).

**Figure 4. To what extent do you agree with the following statements?**



To further understand the responses from different demographic groups, responses to each statement were analyzed for American Indian or Alaska Native, Black or African American, and white individuals. The tables

<sup>10</sup> See Appendix D for the entire survey question and direct statements.

below show the responses to each statement by grouping. Note that all percentages in a red box indicate they were the largest difference from the respondents overall for that question.

**Table 2. The TPD develops meaningful relationships with community members and organizations**

	Not at all	A little	Somewhat	A lot	A great deal
All responses	15%	21%	19%	26%	18%
American Indian or Alaska Native	13%	31%	9%	24%	22%
Black or African American	33%	27%	15%	16%	9%
White	11%	20%	21%	29%	18%

Thirty-three percent of respondents that were Black or African American believe that TPD does not develop meaningful relationships with community members and organizations, which was the biggest difference from the overall survey sample for this specific question.

**Table 3. The TPD regularly communicates with community members (e.g., public meetings, website, social media)**

	Not at all	A little	Somewhat	A lot	A great deal
All responses	10%	22%	14%	33%	21%
American Indian or Alaska Native	11%	25%	8%	34%	23%
Black or African American	24%	35%	11%	24%	7%
White	5%	20%	17%	35%	23%

Twenty-four percent of respondents that were Black or African American believe that TPD does not regularly communicate with community members or communicates a little, which was the biggest difference from the overall survey sample for this specific question.

**Table 4. The TPD listens to community members and understands their concerns**

	Not at all	A little	Somewhat	A lot	A great deal
All responses	21%	23%	20%	22%	14%
American Indian or Alaska Native	26%	32%	6%	19%	17%
Black or African American	30%	38%	9%	20%	4%
White	16%	21%	25%	24%	14%

Thirty percent of respondents that were Black or African American believe that TPD listens to community members and understands their concerns “not at all,” while 38 percent believe TPD listens to community members and understands their concerns “a little,” which was the biggest difference from the overall survey sample for this specific question.

**Table 5. The TPD treats people in the community with respect and dignity**

	Not at all	A little	Somewhat	A lot	A great deal
<b>All responses</b>	18%	20%	18%	28%	17%
<b>American Indian or Alaska Native</b>	21%	21%	11%	21%	26%
<b>Black or African American</b>	27%	30%	14%	21%	7%
<b>White</b>	13%	17%	21%	33%	16%

Twenty-seven percent of respondents that were Black or African American believe that TPD treats people in the community with respect and dignity “not at all,” and 30 percent believe TPD treats people in the community with respect and dignity “a little,” which was the biggest difference from the overall survey sample for this specific question. Twenty-six percent of respondents that were American Indian or Alaska Native believe that TPD does this a great deal.

**Table 6. The TPD makes it easy for community members to provide input and express their concerns on policing issues**

	Not at all	A little	Somewhat	A lot	A great deal
<b>All responses</b>	23%	25%	24%	17%	12%
<b>American Indian or Alaska Native</b>	30%	19%	19%	20%	13%
<b>Black or African American</b>	33%	36%	16%	7%	7%
<b>White</b>	18%	24%	28%	18%	11%

Thirty-six percent of respondents that were Black or African American believe that TPD makes it easy for community members to provide input and express their concerns on policing issues “a little,” while 33 percent believe it does not do this at all, which are the two biggest differences from the overall survey sample.

**Table 7. The TPD should provide more opportunities to residents to review and comment on policies, training, hiring, and discipline**

	Not at all	A little	Somewhat	A lot	A great deal
<b>All responses</b>	10%	13%	11%	27%	39%
<b>American Indian or Alaska Native</b>	22%	9%	6%	15%	48%
<b>Black or African American</b>	13%	7%	5%	27%	47%
<b>White</b>	5%	15%	15%	32%	34%

Twenty-two percent of respondents that were American Indian or Alaska Native believe that TPD should not provide more opportunities to residents to review and comment on policies, training, hiring, and discipline, which was the biggest difference from the overall survey sample.

**Table 8. The TPD works together with community members and organizations to solve local problems**

	Not at all	A little	Somewhat	A lot	A great deal
<b>All responses</b>	16%	25%	21%	25%	13%
<b>American Indian or Alaska Native</b>	19%	28%	13%	26%	15%
<b>Black or African American</b>	32%	32%	11%	20%	5%
<b>White</b>	11%	23%	25%	27%	14%

Thirty-two percent of respondents that were Black or African American believe that TPD does not work together with community members and organizations to solve local problems, which was the biggest difference from the overall survey sample.

**Table 9. My community has trust in the TPD**

	Not at all	A little	Somewhat	A lot	A great deal
<b>All responses</b>	28%	23%	12%	23%	14%
<b>American Indian or Alaska Native</b>	33%	19%	7%	19%	22%
<b>Black or African American</b>	50%	18%	13%	9%	11%
<b>White</b>	20%	26%	12%	30%	14%

Fifty percent of respondents that were Black or African American believe that their community does not have trust in the TPD, which was the biggest difference from the overall survey sample.

**Table 10. The TPD shares information with the community on critical incidents (such as police shootings) in a timely manner**

	Not at all	A little	Somewhat	A lot	A great deal
<b>All responses</b>	11%	14%	17%	35%	23%
<b>American Indian or Alaska Native</b>	7%	17%	15%	33%	28%
<b>Black or African American</b>	18%	21%	20%	27%	14%
<b>White</b>	8%	13%	16%	40%	22%

Eighteen percent of respondents that were Black or African American believe that the TPD does not share information with the community on critical incidents in a timely manner, and 21 percent believe that it shares this information a little. These represent the biggest differences from the overall survey sample for this specific question.

**Table 11. The TPD should greatly expand their outreach to at-risk youth**

	Not at all	A little	Somewhat	A lot	A great deal
<b>All responses</b>	7%	7%	19%	31%	36%
<b>American Indian or Alaska Native</b>	7%	17%	19%	26%	31%
<b>Black or African American</b>	4%	12%	10%	31%	44%
<b>White</b>	6%	5%	21%	32%	35%

Seventeen percent of respondents that were American Indian or Alaska Native believe that TPD should greatly expand its outreach to at-risk youth a little, which was the biggest difference from the overall survey sample for this specific question.

**Table 12. The TPD should divert some 911 calls (e.g., mental health, unsheltered individuals) to other service agencies**

	Not at all	A little	Somewhat	A lot	A great deal
<b>All responses</b>	9%	5%	10%	25%	52%
<b>American Indian or Alaska Native</b>	19%	4%	13%	15%	50%
<b>Black or African American</b>	7%	2%	11%	30%	50%
<b>White</b>	7%	6%	7%	27%	51%

Nineteen percent of respondents that were American Indian or Alaska Native believe that TPD should not divert some 911 calls to other service agencies, the biggest difference from the overall survey sample for this question.

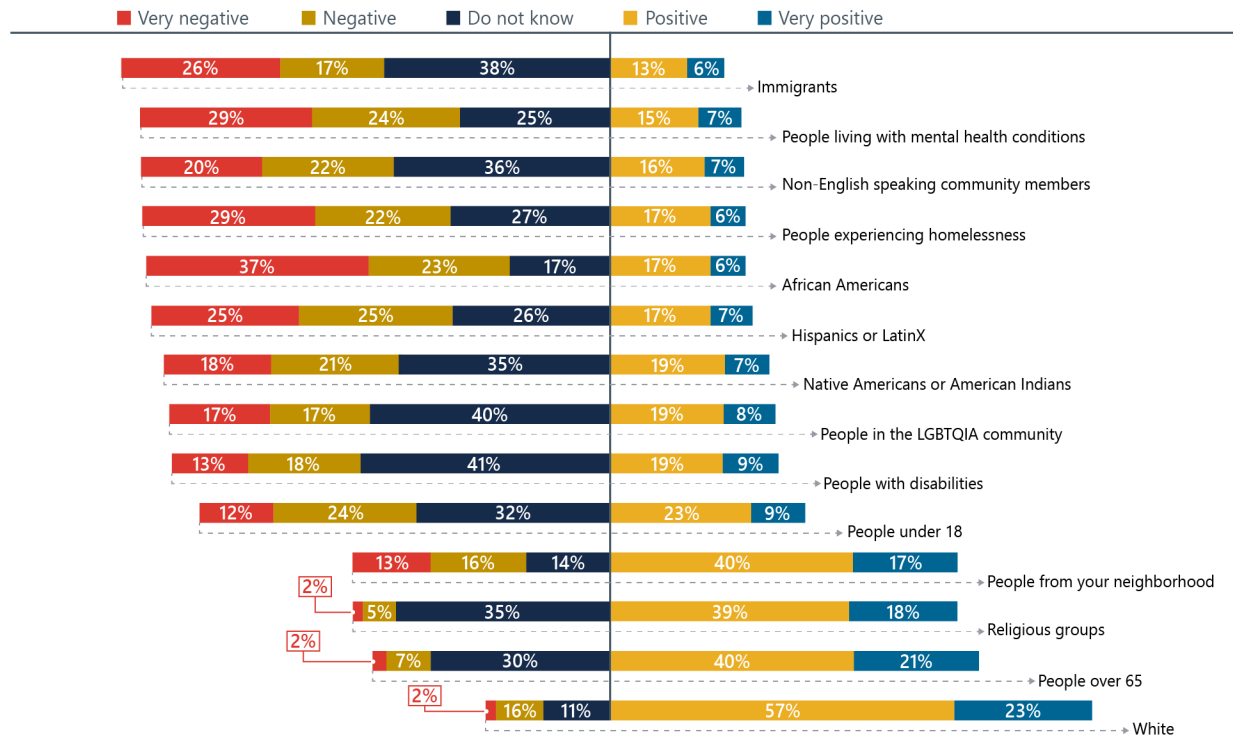
The second question asked respondents **“How would you rate the relations between TPD and the following groups in the community?”** and provided a list of various groups in the community.<sup>11</sup> Nearly 75 percent of the groups listed had a majority response that were either “Very negative,” “Negative,” or “Do not know.” The only groups that did not have a negative or neutral response were “People from your neighborhood,” “Religious groups,” “People over 65,” and “White.”

Figure 5 shows a breakdown of the responses from all survey respondents. As seen in Figure 5 below, many of the responses for TPD’s relations with marginalized groups showed a negative or unknowing relationship. Eighty-one percent (81%) of respondents either did not know or felt that TPD's relations with Immigrants were negative. Seventy-eight percent (78%) felt the same sentiment for people living with mental health conditions, for non-English speaking community members, and for people experiencing homelessness. In addition to the negative or neutral relations with African Americans, Hispanics or LatinX, and Native Americans or American Indians, 74 percent felt the same negative or neutral sentiment for people in the LGBTQIA community and 72 percent felt the sentiment for people with disabilities.

<sup>11</sup> See Appendix D to see the entire survey question and direct statements.



**Figure 5. How would you rate the relations between TPD and the following groups in the community?**



### Qualitative response analysis

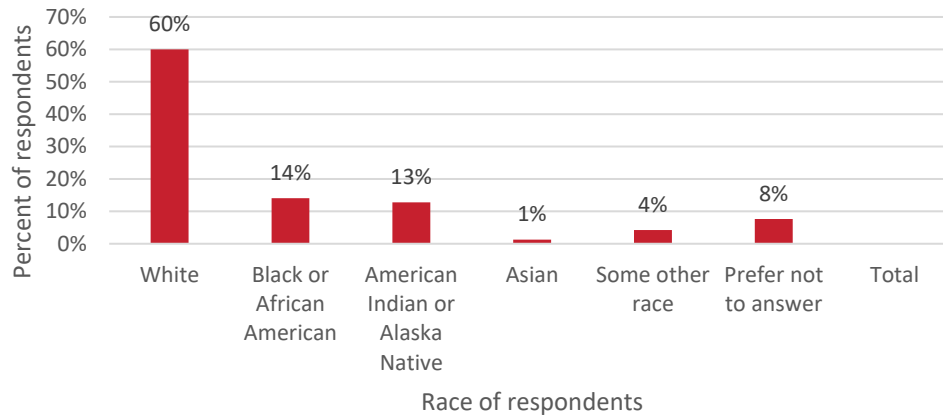
In this section, we present the results of our analysis of the survey’s two open-ended questions, known as qualitative responses. It is important to note that the information gleaned from the qualitative responses is not reflective of all survey respondents; rather, it is a sub-sample from respondents that chose to answer the open-ended questions. The information from the open-ended questions supplemented what the evaluation team learned during interviews, focus groups, and community feedback meetings. All themes mentioned in the analysis were chosen based on the responses from the community members—the evaluation team did not select them prior to analyzing the survey. All themes presented are those that were mentioned the most by community members that responded to the specific questions. Finally, there were five responses to each open-ended question where the respondent answered in Spanish. The evaluation team translated those responses, and they are embedded within the below analysis.

#### *What does the TPD do well when engaging the community?*

Respondents were asked **what they believe the TPD does well when engaging the community**. A total of 235 responses were provided by survey respondents for this question, which means almost 50 percent of survey respondents responded to this question.

Of the responses, 141 were from individuals that identified as white, 33 were from individuals that identified as Black or African American, 30 were from individuals that identified as American Indian or Alaska Native, three were from individuals that identified as Asian, and 10 were from individuals of another race. Another 18 individuals preferred not to identify their race.

**Figure 6. Racial identity of respondents**



Our team analyzed the number of instances of specific themes in the qualitative responses and examined the sentiment of the responses. These categories included positive or approving, neutral, negative or disapproving, and both positive and negative. The evaluation team felt it was important to call out responses that included both a positive response and a negative response rather than counting it twice in the analysis. It is important to understand that even though community policing practices were the most mentioned theme, it does not mean that all mentions stated that TPD executes its community policing practices well. This sentiment follows with each remaining theme. To better understand the differences in responses between various demographic groups, our analysis further broke down the responses by each category: white, Black or African American, American Indian or Alaska Native, Asian, another race, and prefer not to answer. Table 12 provides the breakdown of overall sentiment of responses by racial identity. Table 13 provides a breakdown of overall sentiment of responses by theme.

*Themes:*

**Community Policing Practices** – This theme reflects responses that mentioned TPD’s attendance at community events, public meetings, parades, block parties, and other engagements at various events throughout the City of Tulsa. Additionally, it included responses that mentioned the creation of the CEU and either the improvements or decreases the respondents have seen in community policing practices. Finally, this theme included mentions of the current sentiment of community policing practices, the need for officers to present themselves in a non-enforcement manner, and the current way officers present themselves in a non-enforcement manner. This was the most common theme throughout all responses for this question (n=84).

**Social media presence and public-facing communication** – This theme reflects responses that mentioned various communication means, including advertising, social media (Facebook and Twitter), educational videos, and news releases. Additionally, these responses included mentions of transparency regarding various components of the department, specifically including communication during events (e.g., officer involved shootings, high-profile crimes). Finally, community members mentioned educational videos and educating the public on TPD’s policies, practices, and operations. This theme was mentioned the second most throughout all responses for this question (n=54).

**No positive response** – This theme reflects responses that either stated that TPD does nothing well at all, indicated they have a lack of experience with TPD in general and were unable to provide something they do well, or responses that included negative experiences they or their fellow community members have had with the TPD in the past that make them think TPD does nothing well. This theme was mentioned the third most throughout all responses for this question (n=34).

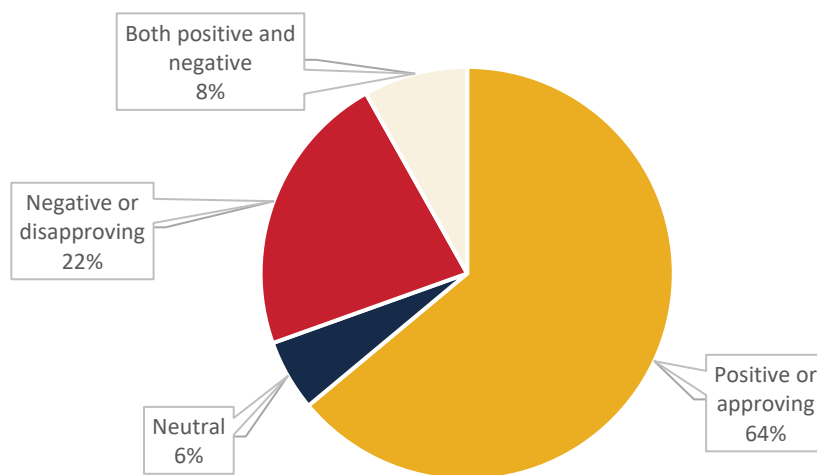
**Discussion of race and diversity** – This theme reflects responses that mentioned race and diversity in various ways, including ways that TPD is or can be helpful to certain races or ethnicities in the City of Tulsa, the mistreatment of certain individuals solely based on their race or ethnicity, and circumstances where certain populations were targeted by TPD. This was tied as the fourth most common theme throughout all responses for this question (n=20).

**Authentic and consistent engagement** – This theme reflects responses that mentioned their lack of trust in TPD as a whole while trusting certain officers. These responses reflect that some citizens do not believe that the sentiment of “good policing” is instilled from the highest-ranking executive level down to the low-level officers out in the field. Additionally, these responses mentioned the mistreatment some citizens receive and noted stories of different treatment by TPD officers based on the officer the citizen encountered or the specific attitude the officer employed that day. This theme was tied for the fourth most mentioned theme throughout all responses for this question (n=20).

**Interactions and programs with youth** – This theme reflects responses that mentioned specific outreach and programming with youth, as well as the need for this type of programming in Tulsa. This was the fifth most common theme (n=17).

Overall, 63 percent of responses (n=149) were positive or approving, six percent (n=13) were neutral, 22 percent (n=52) were negative or disapproving, and eight percent (n=19) mentioned both a positive and a negative.

**Figure 7. Overall sentiment of responses**



See Table 13 for a breakdown of overall responses by identified racial identity. For example, 141 individuals that identified as white responded to this specific question. Of those individuals, 72 percent were positive or

approving responses, 5 percent were neutral responses, 13 percent were negative or disapproving responses, and 10 percent were both positive and negative responses.

**Table 13. Sentiment of responses by racial identity**

	Positive or Approving	Neutral	Negative or Disapproving	Both Positive and Negative	Total Responses
White	72%	5%	13%	10%	141
Black or African American	48%	9%	33%	9%	33
American Indian or Alaska Native	57%	7%	33%	3%	30
Asian	33%	0%	33%	33%	3
Another race	30%	20%	50%	0%	10
Prefer not to answer	56%	0%	44%	0%	18

The overall sentiment of responses shows that individual respondents that identified as white tend to have more positive and approving responses than individuals of other races. Excluding Asians, another race, and individuals that preferred not to identify their race due to low sample size, individuals that are Black or African American and American Indian or Alaska Native were more likely to respond with a negative or disapproving response than white individuals.

See Table 14 for a breakdown of responses by identified themes. For example, of all individuals that mentioned community policing practices (n=84), 81 percent were positive or approving responses, two percent were neutral responses, six percent were negative or disapproving responses, and 11 percent were both positive and negative responses.

**Table 14. Sentiment of responses by identified themes**

	Positive or Approving	Neutral	Negative or Disapproving	Both Positive and Negative	Total Mentions
Community policing practices	81%	2%	6%	11%	84
Social media presence and public-facing communication	70%	2%	19%	9%	54
No positive response	0%	3%	94%	3%	34
Discussion of race and diversity	40%	0%	30%	30%	20
Authentic and consistent engagement	30%	0%	20%	50%	20
Interactions and programs with youth	88%	0%	0%	12%	17

The overall sentiment of responses shows that the majority of mentions of community policing practices were positive or approving; however, 11 percent included both a positive and negative response. Additionally, the other themes that were overwhelmingly positive were mentions of social media presence and public-facing communication, as well as interactions and programs with youth. Of the responses that did not mention a positive response, 94 percent were labeled as negative or disapproving. These responses either did not include a positive response towards the department or they include a positive and negative

response. Mentions of race and diversity and mentions of authentic and consistent professional engagement were split fairly evenly between positive and negative responses.

To better understand the varying sentiments listed in the responses, below are a few quotes from individuals that reflect the varied responses across the themes.

*“Overall I think in a positive way, but I don’t really know. So much depends on the individual policeman and his beliefs, biases. These need to be found out before hiring.”*

*“I have noticed an increased effort in the Facebook page that shows a lot of transparency, provides insight to the crimes they are dealing with and community intervention efforts that are being made.”*

*“I don't know that they do engage with the community unless it is something set up for public relations to appear that they do.”*

*“Don’t really have an answer because whatever TPD does is primarily behind closed doors and solely under their terms and control. TPD should employ the major policy best practices in policing that are proven to change culture rather than just the feel good community relation activities that does not build long-term sustained trust and accountability.”*

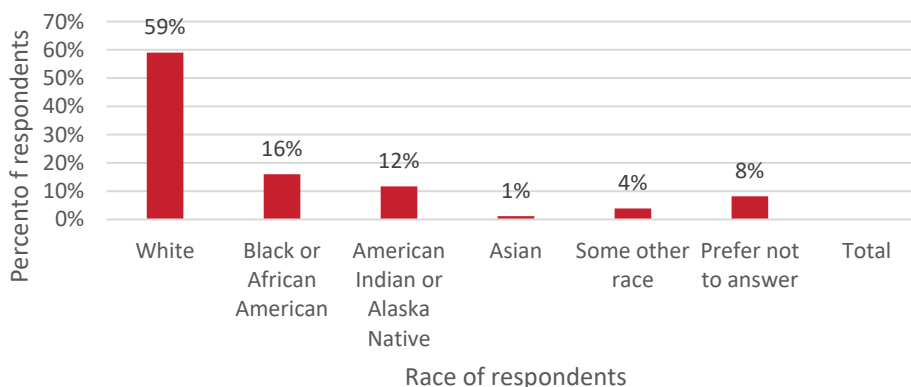
These quotes show the community’s support but also its desire to see TPD evolve into a department that truly supports the community. Community members were able to point out areas of concern, but also areas for improvement, a testament to the community’s desire to see change in the processes at TPD.

*What recommendations do you have for improving how TPD engages with community members?*

Respondents were also asked for **recommendations for improving how TPD engages with community members; respondents were able to provide up to three recommendations**. A total of 256 respondents answered this question, which means 54 percent of survey respondents responded. Out of the 256 responses, 18 responses went above and beyond and included more than three recommendations.

Of the responses, 151 were from individuals that identified as white, 40 were from individuals that identified as Black or African American, 30 were from individuals that identified as American Indian or Alaska Native, three were from individuals that identified as Asian, and 11 were from individuals of another race. Another 21 individuals preferred not to identify their race.

**Figure 8. Racial identity of respondents**



Our team analyzed the instances of specific themes and examined whether a recommendation was provided.

*Themes:*

**Specific styles of community policing** – This theme reflects responses that mentioned recommendations for different types of community policing (e.g., foot patrol, engaging with the community in non-enforcement ways, attendance at community events, holding forums where community members can speak to officers, including information on the TPD website in Spanish for non-English speaking community members). This was the most common theme (n=63).

**Recognize diversity and bias issues** – This theme reflects responses that mentioned recommendations regarding how officers treat people based on race and citizenship status and the mistreatment of people in certain parts of Tulsa. Additionally, community members called for TPD to recognize that the racial makeup of the department does not match the demographics of the City of Tulsa. Community members also recommended that TPD keep these issues of diversity in mind when hiring and selecting individuals for promotions. This was the second most common theme (n=57).

**More training** – This theme reflects responses that mentioned recommendations for TPD regarding various types of training that community members would like to see TPD either increase or begin deploying. The list of various trainings included, but were not limited to, *code of conduct, communication skills, community policing, cultural competency, cultural diversity and equality, de-escalation, education on addiction and poverty, implicit bias, interacting with unsheltered persons and those with disabilities, less lethal options, mental health and behavioral health, negotiations, supporting domestic violence victims, and trauma-informed policing*. Additionally, this theme reflected responses in which community members recommended they be involved in developing training or administering training to TPD members, as well as recommendations for TPD to provide training to the community on various aspects of its policies, practices, and operations. This was the third most common theme (n=48).

**Improve communication** – This theme reflects responses that mentioned recommendations for TPD to improve various forms of communication, including its social media presence. Some community members expressed a shared sentiment that social media posts in the past have targeted or mocked certain individuals; some recommendations were asking TPD to stop this practice. Additionally, some community members recommended that TPD promote more accountability and transparency and show more authenticity in its communication. Finally, the community would like to see TPD improve its communication during high-profile incidents. This was the fourth most common theme (n=32).

**Alternative models to policing** – This theme reflects responses that mentioned recommendations for TPD to change its response to calls involving individuals with mental illness or experiencing homelessness. Community members recommended diverting these calls to mental health care providers or social workers that are on staff with TPD or to partner organizations. Additionally, they recommended developing different responses for calls that involved other social service agencies. This was the fifth most common theme (n=30).

**Community oversight** – This theme reflects responses that mentioned recommendations for TPD to develop, implement, and sustain a community oversight entity through a panel or a board. The community would like to be involved in various aspects of policy creation, training development, accountability, and transparency through some form of oversight. This theme was tied for sixth (n=21).

**Distribution of public funds** – This theme reflects responses that mentioned recommendations for TPD to either move current funds in the budget to various different parts of the department and city and recommendations for completely defunding the TPD. This theme was tied for sixth (n=21).

**Decrease response times for calls** – This theme reflects responses that mentioned recommendations for TPD to improve its response time to calls for service. These recommendations cited stories of either lack of responses or extremely long wait times. This was the seventh most common theme (n=18).

**Improve use of force practices** – This theme reflects responses that mentioned recommendations about TPD’s use of force practices. Some recommendations included reviews of all uses of force within TPD and recommendations to be transparent with the public regarding this review process. There were also recommendations for TPD to utilize less lethal options and not choose deadly weapons as a first move during an encounter. This was the eighth most common theme (n=16).

See Table 15 for a breakdown of recommendations by identified themes. For example, there were 63 individuals that mentioned recommendations regarding specific styles of community policing.

**Table 15. Mentions of identified themes**

	Total Mentions
Specific styles of community policing	63
Recognize diversity and bias issues	57
More training	48
Improve communication	32
Alternative models to policing	30
Community oversight	21
Distribution of public funds	21
Decrease response times for calls	18
Improve use of force practices	16

The recommendations narrowed down the various areas where community members feel TPD could improve its engagements with the community. The themes identified in the recommendations were heard throughout interviews, focus groups, and community feedback meetings and added to the body of data the evaluation team conducted. Although there were varying recommendations for each theme, the community shared a similar sentiment: it wants to see TPD improve and be responsive to the community.

The following quotes from individuals reflect the varied recommendations across the themes.

*“Be kind, compassionate, listen to the individual, & remember that shooting shouldn’t be a first resort.”*

*“1. Every three months have a community town hall meeting in several of the adjacent communities of Tulsa.*

*2. Meet with local ministers in the community.*

*3. Meet with local neighborhood associations in the community [to] address high incidents of shootings and crime.”*

*“Deploying social workers instead of armed officers when a mental health situation is happening would be a great place to start, evaluating and suspending officers that have had multiple complaints*

*against them regarding unnecessary force, and then sending officers with multiple complaints of racism into in depth counseling.”*

*“Divert funds from TPD to social workers, mental health providers, and other helpful agencies. Not every situation needs to involve a cop with a gun.”*

*"1) Real community policing. Know the people on your beat. Get out of your cars and walk the hood. Talk to people.*

*2) Support a real citizen review board with subpoena power for oversight of excessive/deadly force incidents.*

*3) Improve/extend current implicit bias and trauma informed trainings and practices."*

These quotes show the community's desire for change within TPD. The recommendations offer valuable sentiments to help TPD improve its relationship with the community.



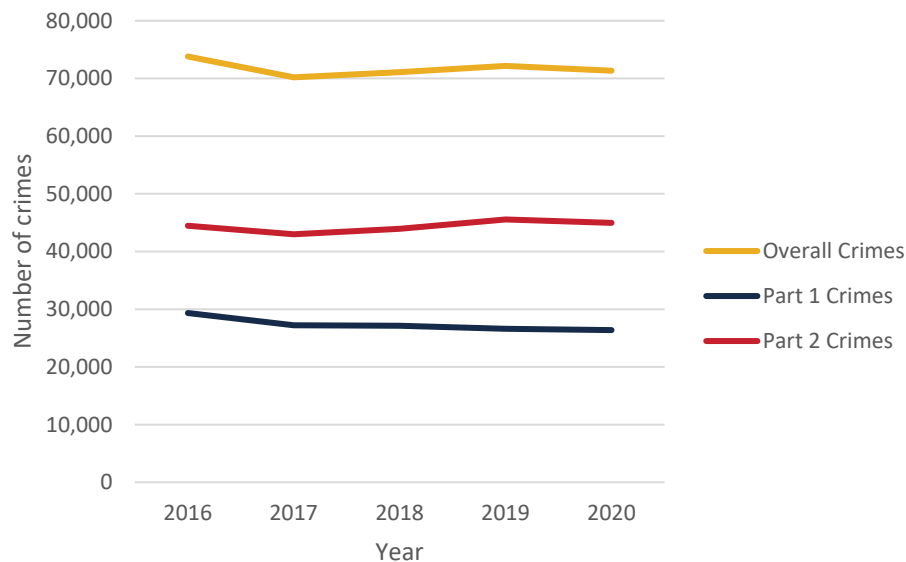
## Section 2: Data Analysis

In addition to the community consultation, the evaluation team analyzed data provided by TPD to provide a basic understanding of crime in Tulsa, TPD’s workload, the composition of its staff, and the outcomes of community complaints. These are the areas most related to community policing and the issues of concern in the evaluation. Each area is discussed in more detail below.

### Crime in Tulsa

Between 2016 and 2020, TPD recorded 358,569 crime incidents within its jurisdiction. As seen in Figure 9, the number of crimes overall decreased by 3.3 percent from 2016 to 2020. Even though crimes increased slightly in 2018 and 2019, crime still shows a downward trend during the five-year period. The more serious crimes, called Part 1, follow a similar trend, with a decrease of 10 percent over time. Part 2 crimes actually increased over time by 1.1 percent. Notably, Part 1 crimes occurred significantly less often than Part 2 crimes.

**Figure 9. Reported crime over time**



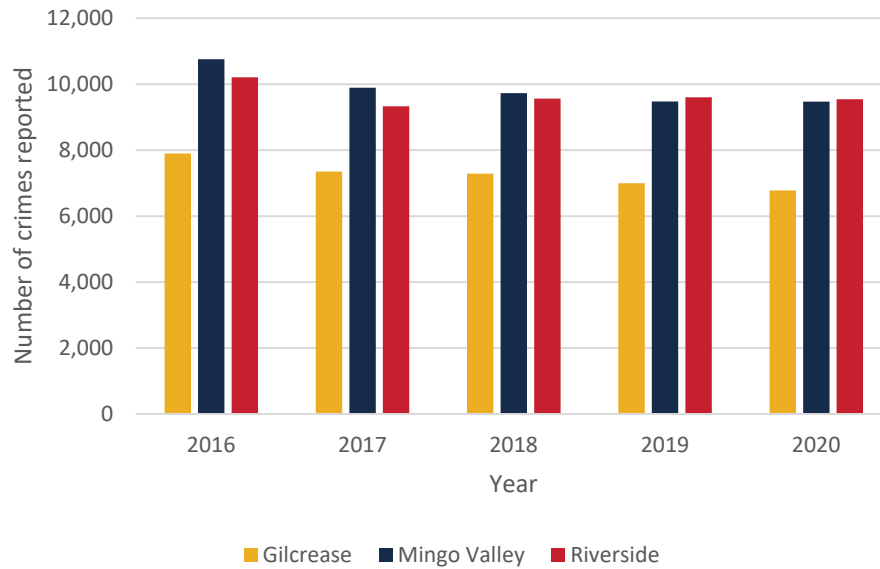
To further understand the location of crime and the effect it may have on the various divisions within TPD, we analyzed the breakdown of certain crimes that the evaluation team felt directly affect community policing.<sup>12</sup> The data is presented by police division (Gilcrease, Mingo Valley, and Riverside). Additionally, not all crimes listed a division within TPD in the data received;<sup>13</sup> therefore, we removed those records from this specific analysis.

<sup>12</sup> The evaluation team omitted the following crime types collected by TPD: arson, DWI-APC, embezzlement, family, forgery, gambling, sex, and sex offender registration.

<sup>13</sup> In the entire dataset, less than 3.5 percent of crimes were not tagged with a division.

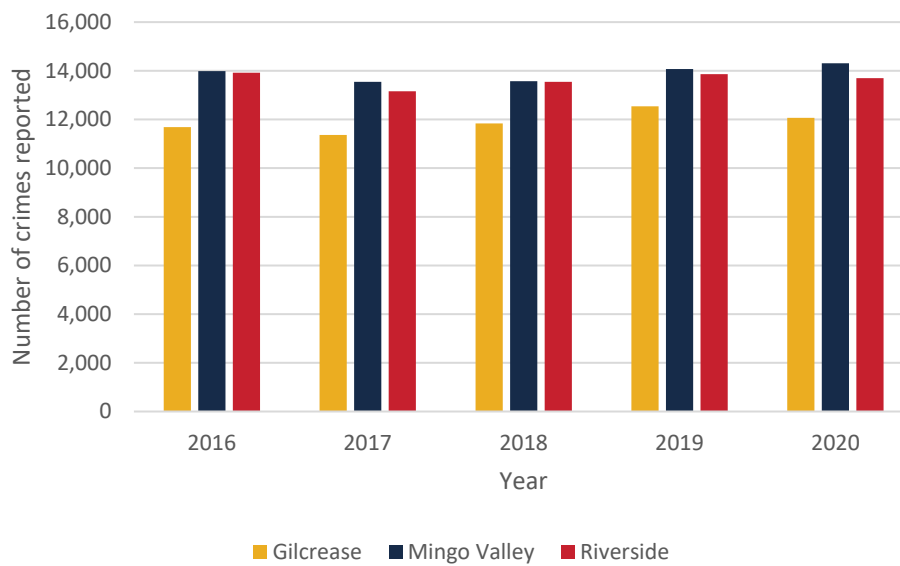
Part 1 crimes are the more serious crimes, such as homicide, aggravated assault, and burglary. As seen in Figure 2, the Mingo Valley Division has the most reported Part 1 crimes and the Gilcrease Division has the fewest Part 1 crimes.

**Figure 10. Part 1 crimes by division**



Part 2 crimes are less serious in that they focus more on crimes against property not people. As seen in Figure 3, Part 2 crimes follow the same trend as Part 1 crime. The Mingo Valley Division has the most reported Part 2 crimes out of the three divisions; the Gilcrease Division has the least.

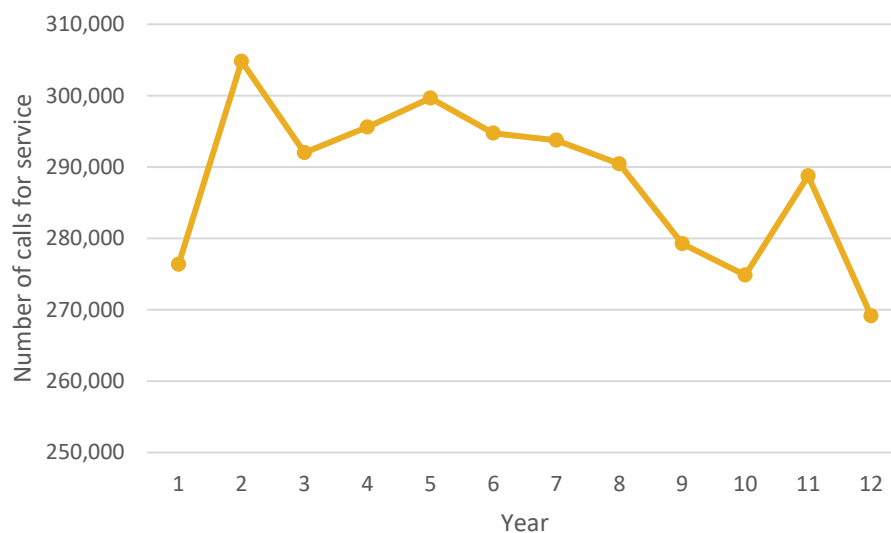
**Figure 11. Part 2 crimes by division**



## Calls for service

We analyzed TPD’s calls for service over a 12-year period (from 2009 to 2020) using data provided by the department’s director of policy, planning, and quality control. As seen in Figure 12 below, the number of calls for service decreased by 2.6 percent from 2009 to 2020. However, in 2010 calls for service spiked, and while they decreased in 2011, the overall number stayed high until 2013, when a downward trend occurred through 2018. The number of calls for service in 2020 were at a 12-year low. However, it is important to note that the calls for service in 2020 may be affected by the COVID-19 pandemic. Over time, the calls for service appear to be on a downward trend, but they rose by 5 percent in 2019, which again highlights the need to cautiously interpret the findings from the 2020 dataset.

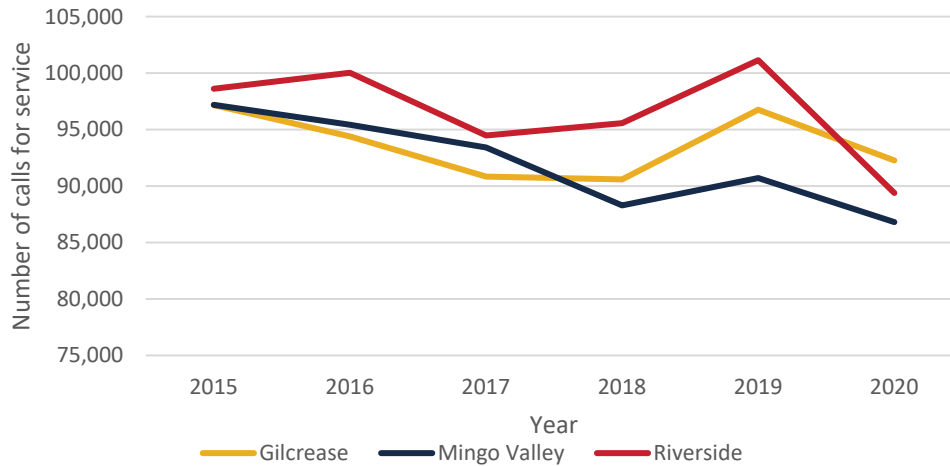
**Figure 12. Calls for service over time**



To further understand where in Tulsa the calls for service are coming from, we analyzed the calls for service by patrol division. TPD tags the calls for service by different categories; however, for the purposes of this evaluation, we only analyzed calls for service tagged to one of the three patrol divisions.

As seen in Figure 13 below, the Riverside Division received the most calls for service from 2015 to 2020 (579,201 calls for service). Over time, the Riverside Division experienced a nine percent decrease in calls for service. In 2020, the number of calls for service the Riverside Division received dropped below the number of calls for service that the Gilcrease Division received. Over time, the Gilcrease Division also experienced a decrease in calls for service (5 percent). Contrary to the analysis on crimes, the Mingo Valley Division received the fewest calls for service, even though it reported the most Part 1 and Part 2 crimes from 2016 to 2020. This division experienced an 11 percent decrease in calls for service over time.

**Figure 13. Calls for service by division between 2015 and 2020**



## TPD personnel demographics

At the time of this evaluation, TPD employed 1,027 personnel, of which 835 are sworn officers and 192 are civilian personnel. Based on the 2020 Census Bureau population<sup>14</sup> for the City of Tulsa, this represents a ratio of 2 sworn officers per 1,000 community members. This is below the national average of 2.4 sworn officers per 1,000 community members as of 2019.<sup>15</sup>

As seen in Table 16 below, TPD personnel do not closely represent the community demographics in Tulsa. Please note that because the Pacific Islander racial category represented less than .5 percent, we excluded it from the analysis.

**Table 16. All TPD personnel by race versus citywide demographics**

Race <sup>16</sup>	All TPD Personnel	City of Tulsa Demographics 2020 <sup>17</sup>
<b>White</b>	73.2%	51.8%
<b>Black</b>	8.3%	14.9%
<b>Hispanic<sup>18</sup></b>	5.5%	19.1%
<b>Native American</b>	9.7%	5.2%
<b>Asian</b>	1.6%	3.5%
<b>Two or More Races</b>	1.7%	14.6%

<sup>14</sup> <https://data.census.gov/cedsci/table?q=Tulsa%20city,%20Oklahoma&tid=DECENNIALPL2020.P1>

<sup>15</sup> <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/topic-pages/police-employee-data>

<sup>16</sup> For clarity, the evaluation team used the race labels that TPD uses, which are not aligned exactly with the labels used by the Census Bureau. The evaluation team aligned the labels to ensure they are in the correct categories.

<sup>17</sup> <https://data.census.gov/cedsci/table?q=Tulsa%20city,%20Oklahoma&tid=DECENNIALPL2020.P1>

<sup>18</sup> TPD and the Census Bureau collect data differently regarding individuals that identify as Hispanic. TPD collects this variable as a race, while the Census Bureau collects it as an ethnicity. Please note that because TPD collects it in the race category, we also included Hispanic in the race category for the Census data. The total percentage will exceed 100 percent in the Census demographics column.

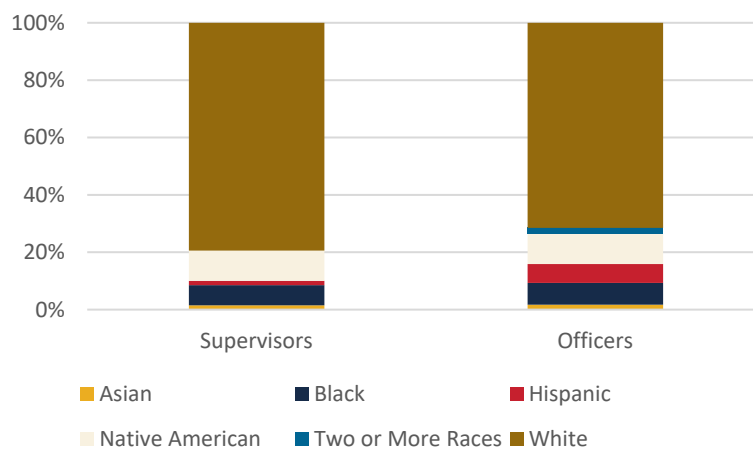
When considering only sworn personnel, as seen in Table 17, TPD personnel still do not closely represent the community demographics in Tulsa.

**Table 17. Sworn TPD personnel by race versus citywide demographics**

Race <sup>19</sup>	Sworn TPD Personnel	City of Tulsa Demographics <sup>20</sup>
White	73.3%	51.8%
Black	7.4%	14.9%
Hispanic	5.4%	19.1% <sup>21</sup>
Native American	10.4%	5.2%
Asian	1.7%	3.5%
Two or More Races	1.7%	14.6%

The evaluation team also analyzed the demographic makeup of personnel in supervisory roles versus other officers. As seen in Figure 14 below, those in supervisory roles within TPD reflect a less diverse demographic makeup versus the demographic makeup of the entire department. Almost 80 percent of all personnel in supervisory roles are white, while 72 percent of officers are white.

**Figure 14. Personnel by race**



According to the FBI,<sup>22</sup> 72.8 percent of nationwide law enforcement employees are male; 27.2 percent are female. As seen in Figure 15 below, TPD is close to these percentages in terms of the overall workforce.

<sup>19</sup> The evaluation team used the race labels that TPD utilizes, which are not aligned exactly with the labels used by the Census Bureau. The evaluation team aligned the labels to ensure they are in the correct categories.

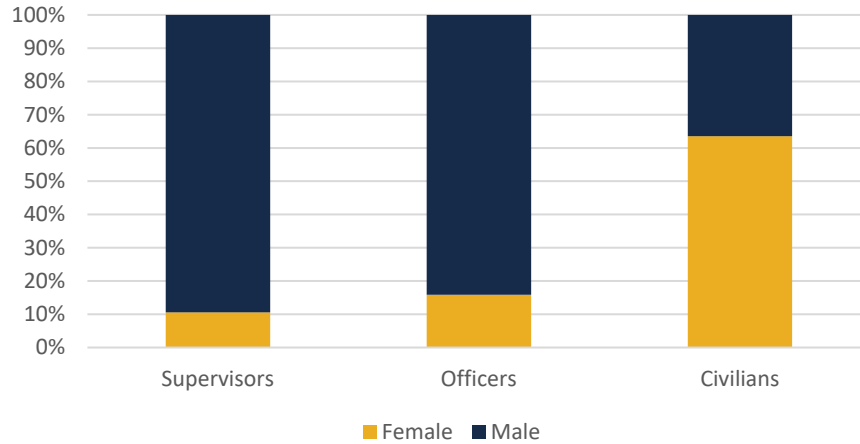
<sup>20</sup> <https://data.census.gov/cedsci/table?q=Tulsa%20city,%20Oklahoma&tid=DECENNIALPL2020.P1>

<sup>21</sup> TPD and the Census Bureau collect data differently regarding individuals that identify as Hispanic. TPD collects this variable as a race, while the Census Bureau collects it as an ethnicity. Please note that because TPD collects it in the race category, we also included Hispanic in the race category for the Census data. The total percentage will exceed 100 percent in the Census demographics column.

<sup>22</sup> <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/tables/table-74>

However, the disparity in female representation in supervisory and officer roles is apparent. Eleven percent of supervisor positions and 12 percent of officer positions are held by females.

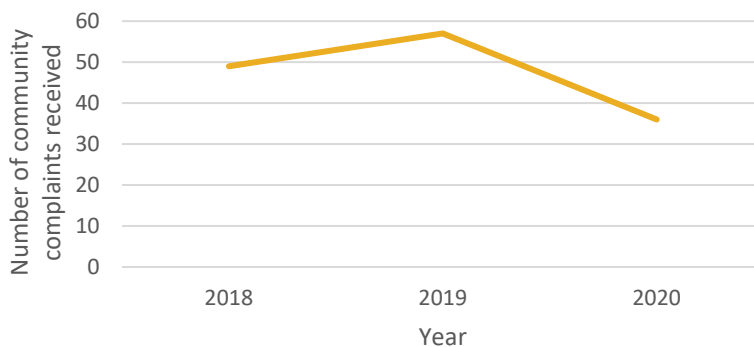
**Figure 15. Personnel by gender**



## Complaints against officers

TPD received 142 complaints against officers from community members between 2018 and 2020. Although there were 142 complaints, there were 167 total complainants who submitted complaints.<sup>23</sup> The 142 complaints were against 244 different TPD officers. Community complaints received peaked in 2019, with 57 community complaints and were lowest in 2020, with only 36 community complaints, as seen in Figure 16. During the three-year period, overall community complaints decreased by 27 percent.

**Figure 16. Complaints over time**

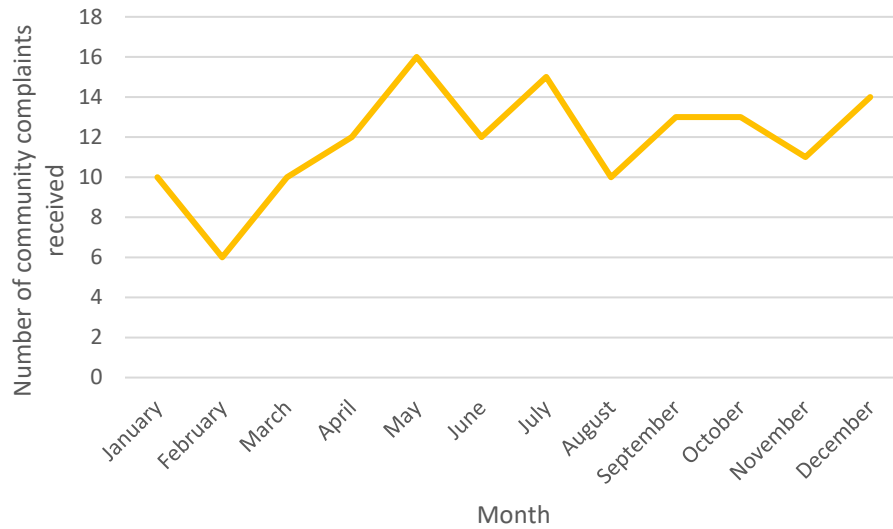


The number of community complaints received monthly was relatively unstable over time, ranging from one community complaint per month to eight. There were fewer complaints at the beginning of the year, with the period between January and March representing 18 percent of all community complaints. During the

<sup>23</sup> Three complaints did not have an associated community member in the dataset provided by TPD and are not included in the count of total community complainants.

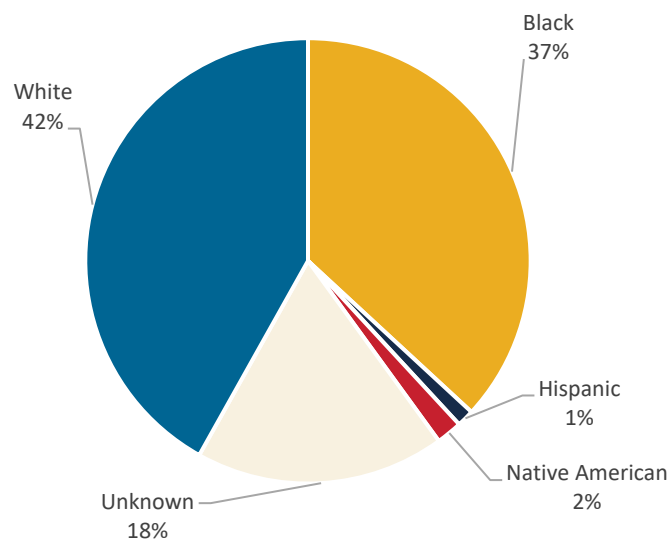
summer months of May through July, 30 percent of community complaints were received. Figure 17 details the change in the number of community complaints received in total between 2018 and 2020 by month.

**Figure 17. Complaints per month**



Most complaints came from white community members (42 percent), while 37 percent were from Black community members, who make up only about 15 percent of the Tulsa population. As shown in Figure 18, eight complainants did not have a race listed with their complaint.

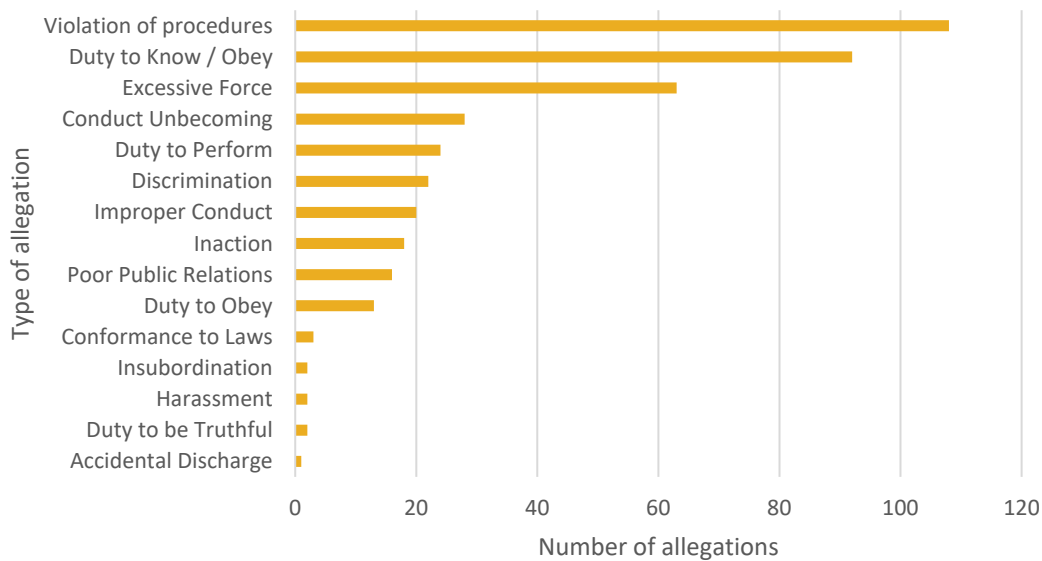
**Figure 18. Complaints by race of community member complainant**



TPD assigns multiple allegations to a single complaint where it is appropriate. For example, one community member can make a complaint against one officer with four different allegations. Of the 142 total community complaints, there are 425 associated allegations. Eleven allegations were not associated with a type of complaint and were not included in this analysis. Allegations were broken down into 23 different categories,

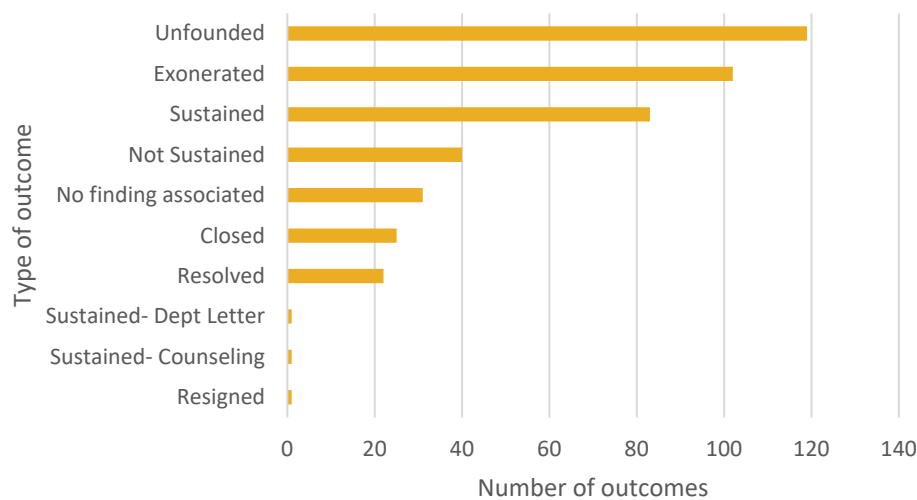
including nine categories specific to “violations of procedures.” The complaints tagged as violations of procedures were analyzed as one group. Figure 19 shows the frequency of types of allegations made by community members against officers between 2018 and 2020.

**Figure 19. Complaints by allegation, 2018-2020**



For the 425 allegations, most complaints were marked as unfounded (28 percent), as seen in Figure 20. Thirty-one allegations did not include an associated outcome (“no finding associated”).

**Figure 20. Complaint outcomes**

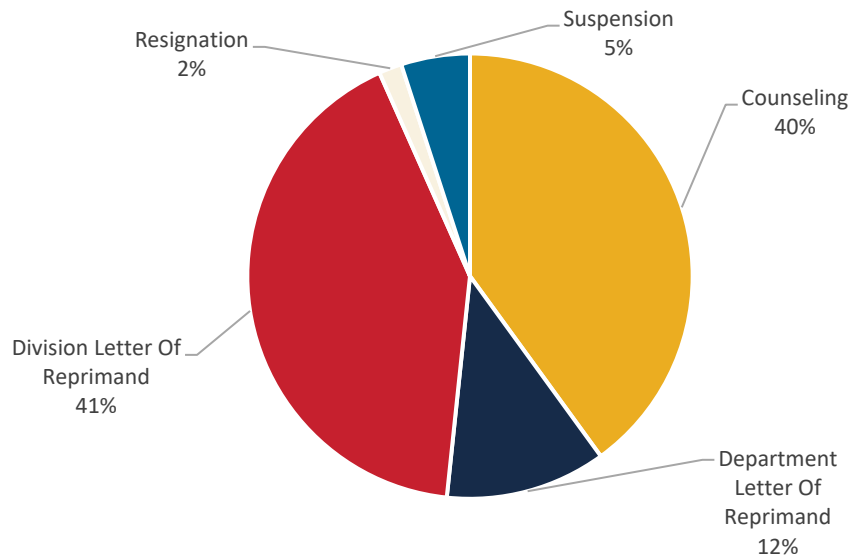


Of the 425 allegations, 78 percent did not include an associated action taken against the officer. A total of 92 actions were taken against 60 officers. Some officers received multiple allegations, and therefore had multiple actions taken against them. For example, an officer could have had three allegations that each



resulted in counseling. That outcome is counted as one officer and three allegations. The most common action was division letter of reprimand, with 25 actions taken, followed closely by counseling, with 24 actions taken. Only one officer resigned because of a community member complaint and three were suspended, as seen in Figure 21.

**Figure 21. Allegations resulting in actions taken against an officer**



## Section 3: Findings and Recommendations

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This section presents our main findings and recommendations based on all the research activities of the Tulsa Community Policing Evaluation. The findings and recommendations are presented by the six 21st century policing pillars. Four key sources of information, research and practice serve as the basis of our findings and recommendations:

- Insights and perspectives from the consultation with TPD and the community
- Recommendations in *The Final Report of the President’s Task Force on 21st Century Policing*
- Evaluation team’s knowledge of the research base on policing and their experiences working in hundreds of police agencies nationwide
- Police reforms in cities under consent decrees—cities subject to court mandated reforms driven by teams of policing experts and based on the most recent research

### The definition of community policing in Tulsa

Early in the evaluation project, the evaluation team asked city officials about their perspectives on the community policing dashboard. What we heard was that the dashboard was never fully adopted by the officers in the department and was not integrated into the police culture. The dashboard was created without training to operationalize the model and without full leadership commitment or an accountability process. The City and TPD were looking for this evaluation to provide further guidance on the implementation of community policing.

We start the presentation of findings and recommendations with a discussion of what community policing means and consider a definition for TPD based on both the policing literature and the expressed desires and aspirations of Tulsa stakeholders.

The formal definition of community policing, as presented by the Office of Community Oriented Policing Services (COPS) within the US Department of Justice, says, “community policing is a philosophy that promotes organizational strategies that support the use of partnerships and problem-solving techniques to proactively address the conditions giving rise to public safety issues and concerns. Furthermore, the COPS Office identifies three community policing components: community partnerships, organizational transformation, and problem solving.”<sup>24</sup>

The *Final Report of the President’s Task Force on 21st Century Policing* discussed what it means for community policing to serve as a guiding philosophy. It states, “Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should, therefore, work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.”

When Tulsa stakeholders were asked what they feel community policing means, we heard clear and specific concepts, including collaboration and partnership, relationship building, everyone doing their part to make

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<sup>24</sup> Community Policing Defined, Office of Community-Oriented Policing Services, U.S. Department of Justice. First published 2012, Revised 2014.

the community thrive, finding solutions together, creating deep trusting relationships, and compassionate service.

When Chief Franklin came on board, he called the move toward community policing in TPD “collaborative policing.” We believe this is an appropriate name that sets just the right tone for community policing in Tulsa. We offer up a definition of collaborative policing for TPD, based on the above discussion:

***Collaborative policing focuses on community collaboration, problem-solving processes, and evidence-based practices to achieve more effective and long-lasting public safety results.***

Key elements of collaborative policing in Tulsa should include the following:

- Collaboration and partnership between police and the community
- Building deep and trusting relationships
- Police and community working together to develop solutions for public safety challenges
- Using positive approaches that help the community address origins of crime and social disorder
- Engaging in fair, impartial, and compassionate service

## Pillar 1: Trust and legitimacy

It is crucial for police agencies to build trust with the communities they serve and for community members to believe the police have legitimate authority to provide leadership and tell them what to do. Building trust and legitimacy is a foundational principle for 21st century policing. This section examines a number of issues related to trust and legitimacy and presents both progress that TPD has made in this area and recommendations for how it can improve.

### Progress made in building trust and legitimacy

TPD made positive changes in several key areas: support for victims, Hispanic relations, and BWC use. In July 2020, the VSU began providing services and support to victims of crime. The unit provides substantial support for crime victims as they navigate the justice system and encourages victim and witness cooperation. The unit is funded by grants from the Office for Victims of Crime (OVC) and the Oklahoma Victims of Crime Act, both of which end in 2022, making the certainty of future funding unclear. A new victim services coalition is encouraging collaboration among victim serving organizations in Tulsa, nearby municipalities, and organizations serving Native American victims of crime to improve victim support processes and share information.

In recent years, the department has increased outreach to the growing Hispanic community, which now comprises close to a fifth (19 percent) of Tulsa’s population. In 2019, TPD Officer Jesse Guardiola, who serves as the department’s Hispanic liaison, received a Distinguished Service in Policing award for his work in developing a comprehensive Hispanic outreach in policing model. Recent outreach efforts include community engagement officers distributing food to Hispanic families on a weekly basis. The Mingo Valley Division, which has a high concentration of Hispanic residents, encourages officers to attend community meetings and events, and the division commander appears on a Hispanic radio talk show to discuss crime and safety issues. TPD officers also participate in a cross-cultural program at Tulsa Community College, a language line is in

place and can be accessed by anyone in TPD, and the training division provides survival Spanish-language training and education on immigrant culture.

Like many police agencies around the nation, TPD has implemented BWCs to increase transparency in interactions between officers and community members. All TPD officers interfacing with the public wear BWCs, including patrol officers and those in the crime gun unit, the strategic intervention unit (formerly gang unit), CEU, and traffic/motorcycle units.

TPD has made progress in a few additional areas. In order to link residents in need with local agencies that can help, TPD developed a list of community resources and placed it on the internal network and printed it in pamphlet form. In an effort to diversify the police force, the department held a Women in Policing workshop to encourage female recruitment.

## How to build on progress and facilitate change

While TPD made progress in this area, there is more work to do to build trust and legitimacy in all communities in Tulsa, particularly in communities of color. We offer a number of recommendations based on the latest research evidence, best practices, and aspirations expressed by Tulsa community members.

### **Finding 1.1: Officers and community members alike express that trust in policing is lower in marginalized communities.**

In the consultation, officers acknowledged that trust between community members and police was lowest in marginalized communities. This is reflected in the community survey, which shows that 68 percent of Black respondents and 52 percent of Native American respondents indicated they had little or no trust in TPD. What's more, many survey respondents rated the relationships between TPD and marginalized groups as negative or very negative – 60 percent did so for TPD relations with African Americans, 51 percent for people experiencing homelessness, 50 percent for Hispanics, 43 percent for Immigrants, 39 percent for Native Americans, and 34 percent for people in the LGBTQIA community.

The calls for service data also indicate lower levels of trust or knowledge of 911 in the Mingo Valley area. A large proportion of Tulsa's Hispanic community resides in the Mingo Valley Police Division, with pockets of other multicultural communities, such as the Hmong, living in the area. The low number of calls for service, when crime levels are higher than in other divisions, may indicate low levels of trust in the community or simply lack of knowledge of how and when to call 911. Mingo Valley residents said that they rarely saw a police presence and that rumors of police involvement with ICE put fear in the community, even when that involvement was with the sheriff's office. Furthermore, these residents voiced concern that they are not able to talk to a Spanish-speaking person when calling 911 and are not sure they will be able to speak to an officer in their language in person.

More intentional outreach and engagement with the Hispanic community is needed, as are more bilingual officers and 911 call takers, who could help communicate and engage with non-English-speaking residents. There was no mention of TPD's Hispanic Liaison program in the interviews with Hispanic stakeholders or the Mingo Valley focus group. More coordination is needed to link the various efforts occurring across the department and between the police and the Hispanic community. The Mingo Valley focus group mentioned specifically that the police could work with local churches, schools, and community organizations—groups

that have the community's trust—to share information and plan community events. It is best to communicate via radio and television, Spanish-language flyers, and billboards near the freeway.

TPD's new VSU can help build trust and stronger relationships with those who live and work in marginalized communities. Showing support for victims of crime is an important way to gain trust and legitimacy from those directly affected by crime and the justice system. However, research indicates that resources dedicated to crime victims do not always reach people from marginalized areas and communities of color.

Focus group participants said:

*"In the neighborhood I live in, the police don't do anything to help us."*

*"My interactions with police have been fine and they have been helpful, but I present as white."*

*"I think there is a lot of racism on the part of the police."*

**Recommendation 1.1.1: TPD should implement foot patrols in marginalized neighborhoods to increase officer visibility and opportunities to speak with residents to identify problems and concerns, identify and meet with community leaders, and link residents with community resources and support. Special emphasis should be given to regular patrols and positive engagement in apartment complexes where community members tend to live in marginalized areas.**

**Recommendation 1.1.2: TPD should step up outreach to the Hispanic community, specifically in Mingo Valley, to build trust and knowledge in the 911 system.**

**Recommendation 1.1.3: TPD and the City of Tulsa should ensure the VSU is fully funded and sustainable. Special efforts should be made to reach out and address the needs of victims from marginalized neighborhoods and communities of color.**

**Finding 1.2: There are widespread perceptions in the community that TPD engages in disparities in how Black neighborhoods and individuals are treated.**

Many participants in the consultation expressed their belief that TPD treats Black residents and neighborhoods in North Tulsa differently. These perceptions give voice to data from various sources. According to Tulsa Equality Indicators, Black juveniles were more than three times more likely to be arrested in 2020 than white juveniles. Black adults were more than 2.54 times more likely to be arrested and 2.65 times more likely to experience use of force than white adults. In a 2018 Gallup-Tulsa Citivoice Index poll, only 18 percent of Black residents said they trust the police "a lot," compared with 49 percent of white residents, and 46 percent of Black Tulsans said they trust TPD "not at all" or "not much," compared with 16 percent of white Tulsans.

One stakeholder in the consultation commented:

*"I like least the criminalization of communities of color. I have seen them harass youth for jaywalking, even when there's no sidewalk, and they made a joke of it."*

And another said:

*"I've experienced it numerous times, even when my children are in the car. Now, I don't leave my house after a certain time. They wait in construction zones to pull people over but not in other areas. When I'm pulled over, I'm treated like I'm involved in criminal activity."*

Others said North Tulsa is over-policed, yet when people call 911, the police are slow to respond. The high level of distrust between police and the Black community seems to be rooted in part to the history of race relations in Tulsa.

Throughout the consultation, we heard there had been a number of studies conducted on disparities in policing in Tulsa, but very few changes had been made as a result. And, in fact, leaders from the Black community voiced concern they were ignored by TPD and were unaware of any progress in collaborative policing or engagement. The community is ready for action, we heard.

We recognize the frustration of some in the community, but believe TPD should consider undertaking an additional study—a racial bias audit. A number of police departments across the nation are funding racial bias audits to examine policies and administrative data on arrests, traffic stops, field interviews/contacts, complaints, and use of force to identify evidence of racial bias in the actions of their officers. The studies then make recommendations for addressing the findings.

**Recommendation 1.2.1: TPD should seek community input on training and consider involving members of the community in the development and presentation of cultural diversity training.**

**Recommendation 1.2.2: TPD should give priority in recruitment efforts to hiring a more diverse workforce to focus on hiring more bilingual and female officers and people of color.**

**Recommendation 1.2.3: TPD should hire an independent, objective firm to conduct a racial bias audit to examine whether there is evidence of racially disparate policing practices among TPD personnel.**

**Finding 1.3: Many community members expressed frustration, saying that they know very little about the department's decisions and changes and they would like to see more transparency in many areas of TPD's operations.**

Comments on these issues were repeated again and again in the consultation. While police officers felt the community did not understand what they do or why they do it, members of the community mentioned the need for TPD to listen and hear what they had to say about policing and to inform them of any changes. For example, most community stakeholders reported that they knew little or nothing about the newly instituted CABs, which are now the main avenue for community input. In the recent past, TPD held town halls attended by the division commanders to share information with the public, but mostly in response to external requests. In the last two years, with the advent of the COVID-19 pandemic, community meetings have not taken place.

There is a clear need for TPD to increase information sharing with all segments of the community and increase transparency in its decisions on policy and practice. A key recommendation of the Task Force on 21st Century Policing is for police agencies to establish a culture of transparency to build public trust and legitimacy. Holding town halls on a regular basis would be a good path forward, but TPD should plan and initiate the town halls, ensure key members of the command staff are present, and partner with various

community organizations, particularly those that have built trust with marginalized groups and can turn out residents. Partner organizations could include churches, service organizations, or grassroots groups.

TPD needs to increase transparency in the complaint process. In the consultation, community members said they did not know how to file a complaint, those who do file a complaint do not receive information on the resulting actions from the complaint, and they do not know if officers are held accountable for their actions. Indeed, the data analysis shows that the vast majority of complaints (78 percent from 2018 to 2020) resulted in no actions taken.

**Recommendation 1.3.1: TPD should hold regular town hall meetings, in partnership with various community organizations, to educate the community on changes it is making and to field questions from community members about those changes.**

**Recommendation 1.3.2: TPD should improve transparency in the complaint process by:**

- Making a description of the formal complaint process publicly available in relevant languages, including how and where to file a complaint, estimated timelines for complaint resolution, and how the complaint result is reported back to the complainant
- Making this information available in public locations, in addition to the department’s website
- Educating officers to provide relevant information when asked.

**Finding 1.4: TPD lacks a mechanism to regularly solicit feedback from citizens after contact with police.**

TPD maintains accreditation by the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA), a nationally recognized law enforcement credentialing authority. One of the over 450 standards is to conduct a community survey, which TPD does bi-annually. This survey is typically disseminated through social media and through local social media, business, and resident organization channels.

Nevertheless, community members frequently noted during the community consultation that they had never completed a survey from TPD and did not know of any formal channel to provide feedback or input to TPD. When asked if they knew how to provide feedback to TPD, several community members simply stated, “You can’t.” TPD personnel also noted the limitations of such a survey and expressed a desire to create a survey and a survey methodology that would result in receiving input from a broader range of Tulsans—those that have positive and negative perceptions of the police, those that rarely have a need to request police services, and those that frequently have contact the police—and to gain a more diverse set of feedback, experiences, and points of view.

Community survey methods to enhance police and community relations have continued to evolve in sophistication and ease of use over time. Surveys have the potential to assess various factors about police or interactions with the police, including confidence, satisfaction, legitimacy, performance, attitudes, awareness, collaboration, victimization, community challenges, fear, and sense of safety, among others. Survey research is a dedicated field with specific standards and considerations; partnerships with universities or research firms can help TPD create effective surveys to garner community feedback.

Many police departments use a post-contact satisfaction survey, in which a person who has recently been in a traffic stop, for example, would receive an automated phone survey or online survey by email. This provides the benefit of garnering input directly from people who have had recent contact with law enforcement to examine experiences in more depth.

**Recommendation 1.4.1: TPD should establish a research partnership with an external agency to conduct surveys on a regular basis using an appropriate methodology and sampling frame. Research partners can provide TPD with in-depth analysis on community perspectives, trust, and satisfaction with police services.**

## Pillar 2: Policy and oversight

Police agencies should have policies that reflect community values. The policies should be clearly articulated to the community and implemented in a transparent way so police have credibility with the residents they serve. This section examines issues concerning department policy and oversight and presents both progress that TPD has made in this area and recommendations for how it can improve.

### Progress made in policy and oversight

TPD made progress in this area by establishing CABs as part of the new policy on partnerships in policing. The CABs create an opportunity to increase community engagement and serve as an avenue for community input. There is one CAB per patrol division, with five to 10 residents serving on each board. The division commander organizes the meetings and serves as board chair. The Crime Prevention Network, a non-profit organization providing crime prevention education and public safety services to Tulsa residents and public safety providers, helped TPD identify and recruit community members to serve on the boards. CAB members received training from TPD and began meeting monthly in late spring 2021.

In an effort to improve transparency, TPD placed its policy manual, which includes the use of force policy, on the department's website. It also releases data on the demographic composition of the department's workforce in the Tulsa Police Department Internal Affairs Annual Report, which can also be found on the TPD website.

### How to build on progress and facilitate change

**Finding 2.1: The partnerships in policing policy is an important step forward in defining how TPD is implementing community policing; however, a number of revisions would better align the policy with best practices.**

TPD first approved the partnerships in policing policy in March 2019 and updated two years later, in March 2021. The policy contains many strengths:

- Emphasizing officers and citizens working together in collaborative efforts to identify problems and develop solutions that address the underlying causes of crime.
- Identifying the problem-solving process as a tool to be used by department employees in concert with the citizens to address the conditions causing crime and improve quality of life.
- Requiring TPD to actively solicit input from citizens and officers regarding policing services.
- Creating the CEU for building relationships and trust.
- Creating a CAB for each of the three police divisions.
- Requiring an evaluation of all youth programs annually and all crime prevention programs every two years.
- Mandating a community survey, to be conducted biennially, for ascertaining citizen views of competency, performance, attitudes, and behavior and suggestions for improvements.



The policy is an important start, although it contains a few gaps that should be addressed. These include the identification of training requirements for officers involved in collaborative policing, methods for tracking and reporting on non-enforcement contacts, and references to procedural justice.

All stakeholders in the consultation emphasized the importance of supporting officers through robust training that continues throughout an officer's career, especially training in cultural diversity/awareness, implicit bias, and de-escalation. Specifying the training requirements to effectively implement this policy would be an important addition.

Collecting data on non-enforcement encounters with the public is key to holding officers accountable for community engagement. The 10-10 code was developed for documenting through dispatch when an officer is involved in a community contact, whether it is a community meeting, reading workshop with children, or an informal conversation. A number of officers said the 10-10 code is used inconsistently, if at all, and officers need more clear and specific guidance on using it. The policy should specify the method and process for documenting non-enforcement encounters and how this information will be reported to the public.

The policy does not refer to the principles of procedural justice. Decades of research show that people who perceive they are treated fairly and respectfully by police report positive impressions of law enforcement, even if the interaction results in a sanction. The Task Force on 21st Century Policing recommends that police agencies adopt procedural justice as the guiding principle for all interactions with community members they serve. The procedural justice principles guiding police-citizen interactions state the following: treat people with dignity and respect, allow for community members to have 'voice' in their contacts with the police, and demonstrate fairness, neutrality, and trustworthiness. We suggest including references to procedural justice in the policy.

We applaud TPD for requiring regular evaluations of youth programs and crime prevention initiatives. This is key to developing programs that are effective and meet both TPD's and the community's goals. However, it would be best to engage a civilian analyst with experience in program evaluation to work collaboratively on such evaluations, rather than just the community engagement lieutenant, as the current policy dictates. Program evaluation is a science; it should not be performed solely by those who are not formally trained to perform such assessments.

**Recommendation 2.1.1: TPD should specify within the partnerships in policing policy the type and frequency of training required for officers to effectively conduct community engagement.**

**Recommendation 2.1.2: TPD should specify within the partnerships in policing policy the method and process to be used to document non-enforcement contacts between officers and community members and how this information will be reported to the public.**

**Recommendation 2.1.3: TPD should add two key elements to the partnerships in policing policy as part of the list of issues to be measured by the required community survey, namely trust in policing and adherence to procedural justice practices.**

**Recommendation 2.1.4: TPD should revise the partnerships in policing policy to assign a civilian evaluation specialist with experience in program evaluation to conduct the required evaluations of youth and crime prevention programs (not the community engagement lieutenant).**

**Finding 2.2: The creation of CABs is an important step forward, but the boards lack community leadership and transparency.**

CNA reviewed and assessed two documents related to the CABs, including the partnerships in policing policy which establishes the CABs and the Tulsa Police Department CAB manual. The CAB manual outlines the board responsibilities, meeting frequency, attendance, and terms of office.

In the consultation, community stakeholders expressed a strong sentiment that TPD should seek input from community members on all significant policies and be more transparent in decision-making. When asked about the CABs, most community members had not heard of the boards, did not know who was serving on them, did not have an opportunity to give input to the boards on policing issues, and wondered when they would be informed of board activities and outcomes. Involving the community in developing and evaluating police policies and procedures is a key principle of the 21<sup>st</sup> Century Policing Task Force and an emphasis among police agencies undergoing court-ordered reforms.

Based on our experiences attempting to improve community relationships and implement reforms in other jurisdictions, TPD should re-consider several key issues concerning the structure and operations of the CABs. The first issue concerns board leadership. As structured currently, the division commanders set the board meeting agendas and act as board chair. This structure should be revised so that community members are part of leadership on any community board. This can be done through a co-chair arrangement (i.e., the division commander and a community member working together) or a community member serving as board chair and the division commander serving as an information resource.

The second issue concerns transparency. TPD should clarify with the community the purpose of the boards, the member selection process, and the communication process for how the wider community is informed of board discussions and outcomes. We suggest TPD and current board members develop more in-depth guidelines that specify how transparency will be improved. Particularly for the CAB member selection process, it is important for the community to have a say in who represents them on these boards. One possibility is for subsequent selections of board members to be led by current board members. TPD and the current board members may want to develop bylaws with specifics on member removal procedures, decision-making rules, and other operational guidelines.

The third issue concerns community input and how non-board members can give input to board discussions and decisions. At this point, the CABs serve as the community voice on TPD policy and practices. TPD and the CABs should develop policy and operational guidelines for how public comment is taken and considered by the CABs, how TPD will respond to recommendations made by the CABs, and how the public will access final decisions and recommendations of the CABs. Adding a responsibility to the CABs that specifies the purpose of any recommendations made by the boards to TPD would be helpful. For example, a board responsibility could be “to make recommendations to build community trust and improve police operations.” Adding a process for how TPD would handle recommendations made by the CABs would also be helpful. For example, TPD could be required to make a written response to the boards within a set period of time concerning any recommendation. The response could agree to implement the recommendation, ask for more information, or explain why the recommendation cannot be implemented.

Since the community expressed skepticism toward the CABs, it is crucial for TPD to consider the concerns raised above and make changes accordingly, in consultation with the current CAB members. Community

boards like the CABs provide important opportunities to advance collaborative processes and build trust, more so than community oversight entities, and they have proven effective in other cities such as Albuquerque, New Mexico and Seattle, Washington.

**Recommendation 2.2.1: TPD should change the policy and operational guidelines of the CABs to strengthen community leadership, improve overall transparency and membership selection, and develop processes for community input, public comment and responses to recommendations made by the CABs.**

**Finding 2.3: The prohibition against bias-based policing policy provides a strong statement prohibiting bias in TPD operations, but a few additions would strengthen the policy and align with best practices.**

The prohibition against bias-based policing policy states very clearly that “no officer shall engage in bias-based policing,” which is defined as “the detention, interdiction or disparate treatment of an individual solely on the basis of the gender, sexual orientation, age, ethnicity, disability, political affiliation, religion, national origin, economic status, cultural group, gender identity/expression or race.”

The policy is in line with effective policies in law enforcement agencies across the country, though it contains two gaps that should be filled. First, the policy identifies no training that supports or assists officers in identifying ways to mitigate bias in policing. Best practices indicate that policies on bias are most effective when they specify training requirements on concepts and mitigation practices for implicit and explicit bias and the implementation of fair and impartial policing.

Second, TPD should add to this policy a process for TPD and the community to follow when there is an allegation that an incident of bias policing occurred. This process should focus on (1) the complaint system as a way for community members to report incidents of bias, (2) regular reports on complaints categorized as related to bias that are disseminated to the public and TPD, (3) how TPD should document and investigate allegations of bias, and (4) educating the community on how to file complaints of bias.

**Recommendation 2.3.1: TPD should revise the prohibition against bias-based policing policy to include specific training requirements, including a minimum of four hours of implicit bias or fair and impartial policing training initially, with at least one hour of annual in-service refresher training.**

**Recommendation 2.3.2: TPD should revise the prohibition against bias-based policing policy to add a process for community members and TPD to follow on reporting and investigating complaints related to bias in policing.**

**Finding 2.4: TPD’s performance evaluation system does not currently reflect the principles and practices of collaborative policing.**

For TPD’s officers to change their mindsets and practices toward collaborative policing, they will need to see that the department requires these changes and that they will be evaluated based on this new policing model. Therefore, we recommend that the performance evaluation system incorporate the principles established in the partnerships in policing policy and that the criteria for evaluating officer performance include critical skill sets and collaborative policing practices.

The principles should include, at a minimum, officers and citizens working together, building relationships and trust, adopting procedural justice principles as a guide for community interactions, and using the problem-solving process to address community issues.

The new performance criteria should include the following:

- Respect for people and public trust—focusing on an officer’s ability to apply principles of collaborative policing (e.g., sharing information, communicating effectively, and fostering partnerships).
- Impartial policing—interacting with members of the public in a way that positively shapes the public's view of policing, enforces the law, and incorporates procedural justice principles.
- Problem solving—focusing on an officer’s ability to recognize and diagnose problems accurately, effectively, and in a timely manner, while using appropriate discretion to resolve the issues.

**Recommendation 2.4.1: TPD should revise the performance evaluation policy so that it establishes a performance evaluation system reflecting the principles of collaborative policing and incorporates collaborative policing performance criteria.**

**Finding 2.5: The use of force policy has many strengths, but the policy could be better aligned with best practices and provide the community a role.**

Similar to the discussion of bias in policing, the evaluation team felt it was important to review TPD’s current use of force policy in light of the community’s widespread concern about disparate policing. TPD’s current use of force policy was benchmarked against the policies of three other departments that are under consent decrees, as well as recommendations in the 21st Century Policing Task Force Report. In addition, we reviewed the 2019 report *A Multi-Method Investigation of Officer Decision-Making and Force Used or Avoided in Arrest Situations: Tulsa, Oklahoma Police Department Administrative Data Analysis Report* for background and context.

The policy is clear and specific. It identifies and defines levels of force and when each level is appropriate. The policy aligns with court rulings that limits applications of deadly force and includes a Force Review Board with delineated roles and responsibilities. The following changes will strengthen even more the use of force policy.

**Recommendation 2.5.1: TPD should consider the following use of force policy changes:**

- Clarify the language used to state that a fleeing suspect or suspect resisting arrest who poses no immediate threat should not be subject to deadly force.
- Include community representation (appropriately oriented) on the Incident Review Board in instances of application of level four or deadly force.
- Consider drawing a weapon and pointing it at someone a level one use of force.
- Make all reported use of force incidents eligible for the employee tracking system.
- Expand data collection on use of force incidents, including specific data points not explicitly stated in the policy.
- Require an annual refresher training for all sworn officers on use of force and de-escalation.
- Require an independent review by another policing agency for incidents involving use of force that result in the death of the suspect.

## Pillar 3: Technology and social media

The use of technology, including social media, can help to build community trust and legitimacy, but only if its implementation is built on a defined policy framework with its purposes and goals clearly delineated and

shared. This is another key principle discussed in the 21st Century Policing Task Force report. This section discusses TPD's progress in technology and social media and identifies additional avenues for improving in this area and increasing the community's role in it.

## Progress made in technology and social media

TPD has made progress in a number of areas related to technology and social media, particularly concerning the dashboard recommendation that TPD should seek out training and expertise from national organizations to learn about and implement technology tools consistent with the 21st Century Policing Task Force recommendations. TPD participated for several years with the Bureau of Justice Assistance's (BJA) BWC training and technical assistance program as it implemented BWCs. In 2019, BJA's National Public Safety Partnership Program conducted a technology assessment for TPD that identified several opportunities to improve technology support and project management within TPD, within the City of Tulsa, and between both entities to build the core infrastructure needed to sustain a modern, efficient police department aligned with 21st century policing principles.

TPD has made significant strides on many fronts in the technology arena. TPD is involved in a multi-year process of implementing a new RMS and CAD application for officers in the field. TPD will significantly enhance its capabilities by phasing out the now 40-year-old TPD-designed Tulsa Regional Automated Criminal Information System (TRACIS) RMS for an upgraded expansive, complimentary RMS and CAD system. This will ultimately have a positive effect on interactions between police officers and community members.

All of these developments have contributed to the development and refinement of a much more robust pre-deployment research and testing process. New technology projects now involve internal working groups of officers of all ranks and assignments, and TPD works toward the acquisition selections and policy development in a structured manner.

TPD has also created a formal communications unit that reports directly to the chief of police and designated a captain to supervise the unit. In 2021, TPD expanded this unit by hiring a civilian communications staff. TPD is growing its social media platform, focusing on Facebook, Instagram, and Twitter.

## How to build on progress and facilitate change

**Finding 3.1: TPD lacks a mechanism to solicit community questions and feedback about new technology implementation projects.**

As TPD considers implementing any new technology projects, it should build out a series of processes in the project management timeline to provide information to the public and answer questions from community members and its own personnel. As stated in the 21st Century Policing Task Force report, law enforcement agencies should include an evaluation or assessment process in the implementation of new technology that includes input from department personnel, from line officer to leadership, and from members of the community.

TPD should develop a communications strategy for new technology projects that includes executive leadership, the communications unit, patrol, and community policing personnel. Since community engagement officers often have regular contact with the community, they are likely to receive questions about new technologies that the community sees in action by the police, and therefore should be fully

briefed on the need for the technology, the timeline and process for implementation, and the overall use of the technology.

TPD could share this information with the public in a variety of modes and methods: creating short videos for the public, creating one-page overview documents, and posting on the website or social media to describe the overall goals, use, and benefits of the technology. These strategies should be viewed as two-way communication channels. TPD can provide information up front about the goal and intent for new initiatives, while soliciting questions and input from the community. The CABs would be another important touch point to incorporate into the implementation process, but they should not be the sole source of community engagement. Community meetings would provide another opportunity to share information in person, answer questions from the public, and solicit community input on new or ongoing technology projects. TPD should ensure that it is seeking community input and incorporating it *during* the pilot phase and policy development, as opposed to after solidifying all policies and processes. This will help to garner greater community understanding of the intent and use of the technology and to increase confidence in TPD.

TPD should continue thorough post-implementation evaluations to assess the effectiveness of new technologies. These evaluations may be conducted internally or in conjunction with external partners, such as local academic institutions or technology experts. These evaluations should assess whether the community is aware of the technology, gauge community perceptions of the technology's effectiveness, and identify and address challenges or concerns.

**Recommendation 3.1.1: TPD should develop a community consultation process for all new technology projects of significant size, and technology evaluations to inform the public, solicit community feedback, and answer questions.**

**Finding 3.2: TPD can use technology solutions to benefit community policing efforts.**

Several officers noted the need to document officer involvement in community engagement activities. One interviewee noted, *"If it's not documented, it didn't happen."* The existing TRACIS RMS has historically lacked a mechanism to do this. In 2020, TPD created a 10-10 code to bridge this gap. When used, the dispatcher manually enters a note into the free form field for the type of activity the officer is engaged in, such as a community workshop. However, the code is used inconsistently by officers, and not always accurately. The 10-10 code had just started to be used more consistently and effectively before the city's data breach; it has not gotten back up to speed since. The new RMS will have the ability to more effectively capture this information. In the meantime, TPD should provide clearer and more frequent reminders of how and why to use the 10-10 code, and on a semi-regular basis run reports on 10-10 data and provide key findings to the department as well as the community.

Some officers felt that the 10-10 code was helpful but that they lacked the ability to easily enter the kinds of information that would be helpful to others in the department. One officer suggested creating a short field interview form for self-initiated activity, such as attending a community event or talking with business owners during discretionary time between calls for service. Some police departments, including the Portland Police Bureau and the Albuquerque Police Department, have developed smartphone apps to collect information on positive community interactions, engagements, and events.

Other opportunities to leverage technology solutions to further community policing would include facilitating community-based referrals. TPD's CEU personnel and some patrol officers offer referrals to community-

based services (e.g., referrals to local shelters, victim service programs, mental health services). Yet, when asked about the availability of local services or information about local referrals, many officers noted that these referrals were not made nearly often enough or as frequently as they could be. Some information about local community-based services have been compiled into printed brochures, but this creates challenges with disseminating paper copies to all TPD personnel and ensuring that information is up to date.

TPD could partner with a local organization, university, or business to create a straightforward mobile app that officers could use on department-issued smartphones to quickly identify relevant available resources and provide information to community members. Mobile apps would have the benefit of being able to readily update contact information for local organizations, make note of current capacity, link to service request forms, provide information in multiple languages, and allow for more accurate reporting of the number and types of referrals or information provided to residents on an annual basis. These mobile apps should always be supplemented with an offline method of accessing information. This could be facilitated in two ways: (1) officers, patrol division personnel, and others being able to access the information via the app on demand, with written information available as needed or (2) keeping updated brochures available at patrol stations and other community centers.

**Recommendation 3.2.1 TPD should track and document positive, non-enforcement-oriented community interactions and report on progress in community engagement annually. TPD should explore app-based approaches for documentation.**

**Recommendation 3.2.2: TPD should consider software applications to facilitate more frequent and easier community referrals and information exchange with residents who need support and services.**

**Finding 3.3: The community receives information from the media or by word of mouth, not from TPD.**

TPD and community members nearly all agreed that TPD could do a better job of providing timely information about the department, public safety, and recent events. One of the most consistent themes across the community consultation was a desire to learn more about the police department. Many residents stated that they learned about public safety from the media or word of mouth, not from TPD. People who regularly used social media were more likely to access TPD posts, but interviewees stated that there is still an opportunity for growth. There is a strong desire by the public to be more informed and more invested in co-creating public safety, and that this starts with information.

Chief Franklin has consolidated the various communications personnel from throughout the department to create a formal communications unit that reports directly to him and designated a captain to supervise the unit. This has been an important first step to standardize the department's approach to communications. TPD has vastly expanded the role and reach of the public information officers (PIOs). TPD has an on-call PIO process to allow for PIOs to respond to crime scenes and to ensure timely sharing of information with media markets across the city. In 2021, TPD expanded this unit by creating a civilian communications staff position.

The department is in the process of developing an overall communications strategy that responds to the community's desire for more information in more formats and on more topics. The recommendations that follow provide suggestions for how to maximize this effort and to integrate community policing as an important facet of communications and community engagement. Community members and TPD officers alike noted that conflicting messages are sometimes disseminated internally and externally, either through

word of mouth or from differing sources. TPD should create a shared understanding of what community policing is, why it is important, and how it affects everyone within the department and the community. This can be institutionalized through training and policies, but it starts with communication.

A comprehensive communications strategy would include a set of core messages that describe TPD as an organization. This is a necessary framework for all social media, written communications, presentations, and online engagement. All forms of public communications should exemplify one of these messages. This strategy should be rooted in the principles of community policing.

A communications strategy would also involve the business practices necessary to create and disseminate communications products. This requires having the right set of expertise at the table. Placing this unit in the chief's office demonstrates the department's commitment to expanding and improving its communications strategy and capabilities. As the communications strategy is formulated, it should consider the input of officers from all facets of the department and the general public.

TPD as a whole should continue to grow its reach across social media platforms. Each patrol division should also have a unique communications plan. This can take various forms, such as having members of the communications unit be assigned to a patrol division to support the division's communication strategy or designating supervisors and officers with the training and authority to post to social media for the division. Presently, only supervisors can give statements to the press, but social media posts go through a centralized portal for publication. Some, but not all, senior leaders maintain social media to engage the public individually and on behalf of their unit. Divisions do not have their own accounts.

In 2010, TPD created a media portal based off of a model in use at the time by the Los Angeles Police Department (LAPD), which has restricted access to vetted media personnel. TPD supervisors or the communications unit can send out alerts and summaries of recent events to all media outlets at the same time. While pushback was initially expected because it eliminated potentials for exclusives, this system has been found to elevate access for smaller outlets and Spanish-speaking channels and serves as a force multiplier.

A similar format could be used to disseminate information related to community policing from the CEU and patrol divisions. A channel could be set up with voluntary inclusion for local businesses, associations, and community groups to receive communications announcements about upcoming events, surveys, community-specific, problem-oriented policing successes and partnerships, and other information.

Community members noted that not everyone likes social media or has the technology needed to access information online or via social media. Methods that should be used to supplement and complement social media posts include the following:

- Radio and television (including Spanish-language channels)
- Handing out flyers through community walks, canvassing, or regular citizen contacts
- Bulletin boards at local organizations, libraries, and businesses
- Billboards near interstates
- School newsletters
- Elevating messages through trusted messengers within city government and community leadership



**Recommendation 3.3.1:** TPD should develop a comprehensive communications strategy that identifies a set of core messages that speak to collaborative policing, includes multiple methods for communicating and sharing information with the public, and provides a role for all functions of TPD.

**Recommendation 3.3.2:** TPD should consider developing a communications announcement system similar to the one created for media outlets for interested community organizations, businesses, and other entities.

**Finding 3.4:** TPD does not currently have an accessible, dynamic, searchable website to provide information to the public.

A website is an online reflection of the police department; TPD's current website reflects TPD as being outdated, not citizen-friendly and easy to engage. The City of Tulsa should invest in the resources and expertise needed to create a fully searchable, accessible website that meets all of TPD's needs. The website should integrate features to accommodate the information needs of Tulsa residents and be able to host interactive features, such as photos/videos, community calendars, and feedback forms.

The evaluation team recognizes that this effort is underway at the time of writing this report. TPD's website exists within the larger City of Tulsa's website framework and is therefore managed by the City. TPD's page is visually and structurally outdated and is difficult to navigate. Community members and officers alike expressed frustration about how hard it is to find any information on the website—like how to make an online report, find or post crime statistics, locate victim/witness information, or to support recruiting efforts. As a result, TPD has resorted to creating separate, unlinked websites to achieve some of the department's communications goals: [www.jointpd.com](http://www.jointpd.com) is the hub for all recruiting efforts and [www.tulsapolice.org](http://www.tulsapolice.org) has become the hub for all community-oriented initiatives, including collaborative policing, patrol, press, and the CABs. However, if members of the community do not know to look for these websites, they may assume they do not exist.

As of the time of this report, the calendar function on TPD's website is not functional; it links to the City's calendar of events, not TPD's events. A calendar feature should be searchable, provide a snapshot of event details, and allow for community submission.

A regular practice of law enforcement agencies to solicit community feedback is to have a readily assessable survey or feedback form available on the main page of their website, and to include this link on all business cards, department flyers, or informational materials. We recommend that TPD include this feature prominently on the new website and plan for the administrative review, response, and integration of feedback received.

**Recommendation 3.4.1:** TPD should develop a new website that makes it easy for users to find information about the department, includes a functional calendar identifying both TPD and community events, and adds a community feedback form.

**Recommendation 3.4.2:** TPD should conduct an assessment of community feedback received through the website on a regular basis and make the results publicly available.

### Finding 3.5: TPD can enhance its use of social media platforms for community engagement.

TPD's primary social media platform is Facebook, on which TPD has over 190,000 followers. Posts on Facebook receive much more engagement through shares, likes, and messages than any other platform. TPD currently also utilizes Twitter and Instagram, though it has a much smaller reach on both of these platforms.

A social media strategy should focus on the most important kinds of content. Generally, it is a best practice to find a balance of the following types of content:

- **Positive community engagement.** This includes posts about CEU activities and community events where TPD personnel are supporting the community. TPD's posts in this category typically involve candid shots of officers and community members; take a lighter, more joyful tone; and focus on highlighting officers and community members as approachable and compassionate.
- **Crime information to generate community tips about unsolved crimes and to share important public safety messages.** TPD's posts in this category typically involve requesting tips to identify wanted persons in conjunction with a crime (e.g., a robbery or shooting). Overwhelmingly, these posts from TPD include security camera footage or mugshots of wanted or recently arrested individuals.
- **Posts about the department and its partnerships.** This can include "behind the badge"–style content highlighting officers' past experiences or personal interests and hobbies, posts about recent trainings or recruitment events, and posts demonstrating what officers in various units do in their day-to-day work.

In general, community members expressed an interest in seeing TPD expand their engagement online and on social media platforms. Community members had several recommendations about how to make social media engagement more productive:

- **Find the right tone for the message TPD wants to convey.** Different types of messages can successfully utilize different tones (e.g., lighthearted humor in community event posts vs. serious factual tones in enforcement-oriented posts). Overall, community members remarked that TPD often comes across as defensive in public communications. One person noted, "*The police are supposed to serve and protect, but they seem like they want to control.*" Another said that over time, "*there has become an us vs. them mentality,*" and "*they should proactively try to break this divide.*" Another expressed concern about social media posts on persons of interest, noting that sarcasm or attempts at using humor are not appropriate for these kinds of posts, and will rarely be taken in the manner they were intended.
- **Communicate with youth in ways that youth find inviting.** This includes training school resource officers (SROs) and others to navigate and use social media. The 2021 viral posts about potential school violence or viral monthly challenges create a need for law enforcement to be aware of content circulating among youth. These platforms also present an opportunity to engage with youth in a non-enforcement context, build trust and credibility with young people, and share information about crime prevention with young people.
- **Social media posts are not intended to be a one-time dissemination strategy.** TPD can better use comment sections to respond to general questions, correct misinterpretations that spread through online platforms, and uplift community members and partners.

- **Include social media posts in other languages.** TPD has a number of officers who are fluent in languages such as Spanish, American Sign Language, Chinese, Vietnamese, and Hmong, among others. TPD has recently started posting event flyers in Spanish, which is much appreciated by the Hispanic community, but there is much more that TPD can do to increase engagement with residents whose first language is not English. Officers who are fluent in other languages would be a valuable asset to engage the community via social media and other communications. TPD’s videos should include subtitles in English and other languages. TPD should seek community input on other strategies to increase accessibility of communications via online platforms.

**Recommendation 3.5.1: TPD should develop a more comprehensive social media strategy that engages different segments of the Tulsa community and includes languages other than English.**

## Pillar 4: Community policing and crime reduction

Community policing involves building positive relationships with members of the community. To accomplish this, police agencies use organizational strategies that support partnerships, community engagement, and the use of problem-solving techniques for proactively addressing public safety issues. This section examines the implementation of community policing in TPD—what progress has been made, how to build on this progress, and what changes still need to occur.

### Progress made in community policing

TPD has made significant changes in the last two years regarding partnerships and collaboration with the community. A major step was creating the CEU. Starting in June 2020, the unit began operating “to build relationships and trust between the TPD and all communities in Tulsa by actively engaging in community outreach, collaborative policing, crime prevention and education.” The unit is comprised of the Community Outreach, Resource, and Education (CORE) Team (8 officers); the Mental Health Unit (1 supervisor, 3 officers); and the Bike and River Patrol (1 supervisor, 3 officers). The CORE team engages in non-enforcement activities to develop community relationships particularly with youth, focusing on high-crime, low-trust areas in each of the police divisions.

The collaborative partnerships established by TPD in the last few years were another key step forward. These partnerships include:

- The Impact Unit, which works with service providers and business groups to address people experiencing homelessness and mental illness in the downtown area
- The Domestic Violence Unit, which is co-located with Domestic Violence Intervention Services and the Family Safety Center, with plans for a new building and one-stop shop for victims to open in the fall of 2022
- The Bike and River Patrol, which engages in positive encounters in high traffic areas such as Brookside, Cherry Street, Gathering Place, and River Park Trails and developed the Bike with a Cop and Hike with a Cop programs
- The Mental Health Unit, which oversees partnerships with the Oklahoma Department of Mental Health and Substance Abuse Services, Family and Children Services and the Healthy Minds Policy Initiative. It operates the multi-disciplinary CRT, a collaboration of TPD, Tulsa Fire Department (TFD), and FCS’s COPES team, to provide mobile and immediate responses to people in mental health crisis

- The Random Acts of Kindness Initiative, a collaboration among the CEU, Burglary Unit, and Tulsa Police Foundation, which helps burglary victims restore their stolen and damaged vehicles and helps struggling families with gifts and food during the holidays

TPD has stepped up partnerships and programs engaging Tulsa youth, much of which has been facilitated by the CEU. These programs include the Tulsa Reading Patrol, the Mayor's Police and Community Coalition Youth Forum, the TPD-Youth Working Group (partnership with Tulsa Changemakers), Project Trust (partnership with Crime Prevention Network), Project Engage (partnership with FC Tulsa, a pro soccer club), Handle with Care (partnership with Tulsa Public Schools), Bowl with a Cop, Tulsa Police Explorers, and Junior Police Academy. In August 2021, TPD and TFD launched the Driven NFL Flag Football league in partnership with Crime Stoppers, Bank of Oklahoma, and Donald Driver.

TPD is also a partner in efforts to divert people from the justice system or offer services instead of jail. This includes the Drug and Mental Health Court, which uses a therapeutic approach to break the cycle of repeated contact with the criminal justice system and provides treatment options instead of criminal sanctions for offenders with mental illness, and the TSC, a jail diversion program for adults detained for public intoxication. Individuals entering the TSC can stay for a 10-hour period to "sleep it off" in a safe and clean environment and are connected with a continuum of care. TPD is also partnering with COPES in a pilot effort to provide alternative responses to calls for service involving mental illness. A COPES staffer sits in the 911 dispatch center and assesses mental health calls before an appropriate response is determined.

## How to build on progress and facilitate change

Our findings and recommendations are presented in three categories: community policing as a priority, authentic community engagement, and problem solving with partners.

### *Community policing as a priority*

#### **Finding 4.1: It is not clear to all TPD officers that community policing is a priority.**

In the consultation, officers talked about getting mixed messages on community policing and many were not sure of its priority in the department. We heard how some officers, mostly those who had been on the force for a decade or longer, viewed community policing as a weakness. While some officers viewed community engagement as a key part of their work, most others did not believe their role had changed since starting on the force and had not adopted more community-oriented practices.

Members of the community, on the other hand, were very clear. They place a high priority on community policing and would like to see more officers engaging in positive interactions and showing more compassion, empathy, and concern.

As a result, TPD should initiate a number of measures to indicate in a clear and consistent manner that community policing is a high priority. Community policing must be infused throughout the organization and community engagement must become a key part of officers' daily roles and responsibilities. While the CEU is a good start, and many positive efforts and programs resulted, it has created some ambiguity about the role of the typical patrol officer in community policing. In the consultation, community members mentioned by name a handful of officers who reached out in positive ways to get to know people in the community, demonstrated empathy, and were exemplary community policing officers. From the community's perspective, these officers set an example for all officers.

Adding community policing to the mission, values, and vision statements would be a good first step in clarifying the role of community policing and raising the importance of working with the community. For example, the New Orleans Police Department (NOPD) revised its mission statement to “NOPD will be committed to the philosophy of community policing as a means to inform organizational decisions, crime fighting efforts, and quality of life initiatives.”

**Recommendation 4.1.1: TPD should incorporate community policing values into its mission, vision, and values statements and integrate such values and concepts as sanctity of life, trust, accountability, problem solving, community partnership, transparency, teamwork, responsiveness, diversity and inclusion, and empowerment.**

**Finding 4.2: Many officers do not see community policing as part of their job. Community members expressed that TPD officers do not engage in enough casual, non-enforcement interactions with the community.**

Both police officers and community stakeholders give the CEU high marks for its extensive partnership and engagement with the community. But it is clear that the 16 officers in this unit can only accomplish so much in a city the size of Tulsa. While collaboration and engagement have increased, the community would like to see these efforts across the department, from patrol officers all the way to the chief.

Both officers and community members also made it clear that for TPD to become a community policing agency, it must encourage a cultural shift whereby officers understand the importance of service in addition to enforcement and dedicate time to community engagement. Everyone in the department should have a role in community policing. Patrol officers, in particular, should be having positive community interactions by greeting and talking to residents as they patrol their beats, providing helpful information on services available for crime victims, passing out safety tips to community members to help address crime issues, and attending community events.

To accept this change, officers need reinforcement that engaging with the community and building relationships are truly valued and a key part of an officer’s job. Additional steps in emphasizing the priority of community policing involve adding criteria on collaborative work to promotional processes and rewarding officers for exceptional work, such as building positive relationships or collaborating with partner agencies to address a neighborhood problem.

Officers voiced mixed messages about the time it takes to engage with the community. Some said they did not have time because of the call volume, that they go from responding to one service call, to the next, to the next without much time in between. Other officers, however, said that the notion of not having enough time for community engagement was a misnomer and that the bigger problem was officers who were traditionalists and saw their main job as enforcement.

The trends in calls for service data indicate there has not been an increase in work; in fact, there has been a slight decrease in calls for service over the last 12 years. Even in observations by the researchers, there was time for officers to have positive encounters. However, due to the effects of the pandemic and changes in the size of the workforce, it is not clear how much time officers have for community engagement. To better understand the time available to officers on patrol, TPD should conduct a staffing analysis so that it can make decisions with certainty. A future staffing analysis could consider the realities of time on patrol and the time

required for patrol officers to engage in proactive activities and problem-oriented policing within their assigned beats and to voluntarily attend community events.

**Recommendation 4.2.1: TPD should ensure that patrol officers dedicate time during their shifts to more meaningful community engagement activities.**

**Recommendation 4.2.2 TPD should hire an independent, objective firm to conduct a staffing analysis to better understand how officers spend their time and develop realistic expectations about how much time can be devoted to community engagement.**

**Recommendation 4.2.3: TPD should require demonstrated competency in community policing for promotion, such as the ability to form productive partnerships or the completion of a successful problem-solving project.**

**Recommendation 4.2.4: TPD should develop awards to commend officers who perform exceptionally in areas related to community policing.**

**Finding 4.3: Patrol officers are not encouraged to stay in the same beat for a significant amount of time.**

We heard from officers in the consultation that the bid system for beats and the process for hire-backs make it difficult for officers to stay in beats and get to know community members and stakeholders in their assigned area. If officers are constantly working different beats, they cannot build effective relationships.

The community would like something different, such as officers who belong to a neighborhood. When asked if they had contact information for officers patrolling their neighborhood, almost all community stakeholders responded that they did not, but felt it would be very helpful. We also heard of several examples of when a community engagement officer was assigned to their neighborhood, the community felt positive and protected, but when the officer was re-assigned to another area, the community felt the person disappear without any discussion of why or a replacement. That left a vacuum and the community feeling slighted. In addition, stakeholders mentioned the importance of officers having community competency—that is, understanding the community groups and social infrastructure in the area they are working in. Officers should know about community facilities and services in their beats and visit these places regularly to help build positive relationships. Knowing and meeting the community leaders and influencers in their beats would help officers gain entrée and credibility in the community and lead to further introductions. These influencers may be religious leaders, school administrators, activists, business owners, or formal group leaders.

If TPD would encourage beat integrity, this would lead to officers gaining a sense of beat ownership and knowledge. Ownership means the area “belongs” to the officer and that the officer is responsible for what goes on within the beat and is accountable to the citizens and businesses on the beat. Knowledge of the beat includes who the “problem people” are, where the hot spot areas are located, the primary community facilities and services in the area, and the community groups, leaders, and influencers.

**Recommendation 4.3.1: TPD should consider changing the bid system and hire-back process to encourage officers to commit to a single beat and stay for longer periods of time.**

**Recommendation 4.3.2: TPD should print business cards for patrol officers and encourage the officers to hand them out to community members in their beats.**

**Recommendation 4.3.3:** TPD should encourage patrol officers to gain community competency by identifying the community facilities and services in their beats and making regular visits to these facilities and services to get to know the personnel who work there and community members who visit.

**Recommendation 4.3.4:** TPD should encourage patrol officers to gain community competency by learning the community leaders and influencers in their beats.

### *Authentic engagement practices*

**Finding 4.4:** Community members expressed interactions with TPD officers frequently lacks authenticity and respect.

One of the most common community recommendations was for more frequent and positive engagement between residents and officers. Many mentioned that to be effective, this engagement must be consistent and authentic. Officers need to get out of their cars, walk in the neighborhoods they patrol, and engage in face-to-face conversations. One area of agreement among officers and community members was the need for interactions to be authentic, that is, officers show concern, empathy and commitment to the people they serve and a willingness to do more than enforcement. Consistency is also key to authenticity, that the same officers show up and engage on a regular basis. Authentic interactions benefit both sides. Police get to know community members and gain their trust. Community members get to know officers and see them as more human.

Community members identified a handful of officers who they felt excelled at relationship building by showing empathy and concern and a deep understanding of the community. These community policing officers could mentor other officers in effective engagement practices.

**Recommendation 4.4.1** TPD should provide officers with appropriate training and mentoring on effective communication and community engagement.

**Recommendation 4.4.2:** TPD should evaluate whether it is safe and appropriate for officers to wear plain clothes or tone down their dress when attending community events.

### *Problem solving with partners*

**Finding 4.5:** Patrol officers lack knowledge and experience in the problem-solving process.

In the consultation, officers said they rarely used problem-solving processes to address neighborhood issues. The few beat projects that occurred tended to involve supervisors rather than patrol officers, and community input had not been integrated in any efforts they knew of. This is unfortunate, considering that a key emphasis of community policing is proactive problem solving. Rather than responding to crime only after it occurs, community policing encourages police agencies to proactively develop solutions to the underlying conditions contributing to public safety problems.

Based on what we heard, there is substantial support for integrating problem-solving processes into TPD operations. Officers talked about the fact that police alone cannot solve crime problems and more holistic responses are needed—particularly in hot spot areas. The community talked about wanting solutions that can serve as alternatives to arrest and jail.

A common problem-solving method is the SARA model (scanning, analysis, response and assessment). Addressing community concerns and getting community input are at the heart of the SARA process, which

can be used to undertake beat projects that focus on problems contributing to crime in hot spot areas, involving the community in identifying these problems, and developing collaborative solutions. Tulsa has examples of current efforts along these lines—the Vibrant Neighborhood Steering Committee and the River West Initiative. While these are large efforts, beat projects can be simpler and require fewer resources, but still rely on partnerships with city government agencies, community organizations, and local residents. The blending of hot spots and the problem-solving process, paired with community strategies and partners, are recommended as especially effective by the Council on Criminal Justice.<sup>25</sup>

Some departments employ social workers to provide more service-oriented and holistic responses to problems such as drug overdoses, mental illness, and trauma. For example, social workers in the Cambridge Police Department provide follow-up services and referrals to individuals experiencing drug overdoses. The Salt Lake City Police Department employs social workers to connect people in crisis and their family members with triage, services, and support.

**Recommendation 4.5.1: TPD should encourage officers to initiate beat projects that use the problem-solving process, focusing on areas that are longtime crime hot spots.**

**Recommendation 4.5.2: TPD should provide officers with appropriate training on the SARA model and the problem-solving process to support implementation of beat projects.**

**Recommendation 4.5.3: TPD and the City of Tulsa should consider hiring social workers to work with officers on problem solving, developing collaborative responses to neighborhood problems, and providing follow-up to crisis situations (e.g., those involving drug overdoses or mental illness, children who witness violence, etc.).**

## Pillar 5: Training and education

Training is a foundational component of successful organizational transformation, in combination with standards and expectations codified through policy and upheld by fair and transparent accountability practices. Training is not only an opportunity for knowledge transmission; it is also an opportunity to examine beliefs, attitudes, and approaches toward policing and engagement with the community. Training can be provided in a variety of methods and modalities, from traditional police academy classroom instruction, to online self-paced training, to informal presentations and discussions at roll calls and on-the-job mentorship.

All stakeholders in the community consultation—law enforcement and community members alike—expressed a desire for more training opportunities across a wide range of topics. Several officers expressed a desire to see more frequent offerings and updates of community policing refresher in-service offerings throughout their career. Community members uniformly expressed an interest in hearing about the different kinds of training that TPD officers receive.

### Progress made in training

Members of the CEU have been instrumental in developing and providing training throughout the department in each member’s area of expertise and responsibility. This includes training on mental health

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<sup>25</sup> Meeting Bulletin #5: Law Enforcement Based Responses to Violence, Council on Criminal Justice, November 2021. <https://counciloncj.org/meeting-bulletin-5/>



and TPD's CRT program, interacting with youth, and officer wellness. The CEU also helped implement a four-hour academy course on collaborative policing and integrated collaborative policing into a section of FTO training. Officers spoke positively of these training additions and felt that they contributed to an improvement in training and officer preparedness to engage in community policing. In 2019, TPD introduced a new in-service course on cultural competency and provided a refresher training in 2020.

TPD continues to enhance the academy training and incorporate opportunities for recruits to learn about and experience collaborative policing. The TPD Academy class of 2021 participated in an educational walkthrough of the Greenwood Rising Museum in the Greenwood District and a community engagement event with the Tulsa Metropolitan Ministry and Harvard Avenue Christian Church to welcome new Afghan neighbors to Tulsa in November 2021. The newly formed CABs met with the academy class and shared information about the purpose and goals of the CABs for each patrol division. TPD shared posts via social media about these training events in late 2021 and received positive feedback.

## How to build on progress and facilitate change

**Finding 5.1: TPD has a wide range of training courses relevant to community policing, mandated by state law and required by the Oklahoma Council on Law Enforcement Education and Training (CLEET) and CALEA, but lacks an overall vision and process to integrate training courses across training domains to support a holistic approach to community policing.**

Community policing necessitates a holistic approach, one grounded in organizational culture, training, and collaborative processes. While TPD provides training to new recruits and seasoned officers on a range of topics related to community policing and a number of trainings specific to TPD's existing community policing initiatives, TPD would benefit from viewing the entire training program through a community policing lens to support efforts to expand community policing beyond the CEU and across the department.

Arguably, field training programs may be the most important point to solidify attitude and behavior changes aligned with community policing, collaborative problem solving, and cultural diversity.<sup>26</sup> Field training serves as a transition from academy courses to police work and is an important opportunity to solidify academy training during officers' first exposure to the day-to-day responsibilities of policing.

TPD would benefit from collaborating with partner organizations and the CAB members to offer insight into opportunities to enhance collaborative policing integration into the community policing training plan. The recommendations that follow support the development of a comprehensive training program fully informed by community policing.

**Recommendation 5.1.1: TPD's CEU and Training Division should conduct a review of TPD's academy, field training, and in-service trainings to develop a comprehensive community policing training plan.**

**Recommendation 5.1.2: TPD should provide training as both annual refresher and academy training to the entire department across a variety of formats on the following topics:**

- Guardian mindset for policing

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<sup>26</sup> Haarr, Robin. The Impact of Community Policing Training and Program Implementation on Police Personnel. <https://www.ojp.gov/pdffiles1/Digitization/190680NCJRS.pdf>

- Cultural awareness, equality, and the history of racial tensions in Tulsa and in policing
- Managing implicit bias in policing
- Procedural justice
- SARA model and problem solving
- Trauma-informed policing
- Communication and de-escalation training
- Interacting with marginalized populations (e.g., unsheltered persons, persons with disabilities)
- Interacting with youth
- Vicarious trauma and officer wellness

**Recommendation 5.1.3: TPD should engage community members in the training process to offer perspectives from lived experience, professional expertise, and involvement in Tulsa communities.**

**Recommendation 5.1.4: TPD should increase officers’ abilities to attend specific trainings relevant for their roles, with the expectation of bringing knowledge back to the department in a concrete way for future learning and inclusion.**

**Recommendation 5.1.5: TPD should enhance leadership training for new and existing supervisors to support organizational transformation and to incorporate community policing and procedural justice training and expectations for the FTO program.**

**Recommendation 5.1.6: TPD should share information with the public about recent TPD trainings, especially where there is a connection to the community.**

**Recommendation 5.1.7: TPD should implement a comprehensive training evaluation plan, potentially with an academic partner, to evaluate the effectiveness of the training content, methodologies, and instructors. The evaluation plan should have a long-term component to examine how officers’ knowledge and behaviors change immediately after training and over time.**

**Recommendation 5.1.8: TPD should present training proposals for the next three years to City Council and the City of Tulsa to request an increase in training funds, particularly where training needs related to community policing and engagement persist.**

## Pillar 6: Officer wellness and safety

A police department’s commitment to promoting the wellness and safety of officers is crucial. The Task Force on 21st Century Policing observed that “no department would allow an officer to go on patrol with a deficiently maintained vehicle, and un-serviced duty weapon, or a malfunctioning radio – but pay little attention to the maintenance of what is all officers’ most valuable resource: their brains”.<sup>27</sup> Just as on-the job stress can affect job performance and home life, so can outside pressures affect the job. Research has shown that a large proportion of officer injuries are driven by lack of sleep, nutritional deficits, lack of exercise, or unhealthy coping skills. Officer wellness and safety can have a critical effect on officer’s daily interactions with peers and with community members.

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<sup>27</sup> Final Report: The President’s Task Force on 21<sup>st</sup> Century Policing (May 2015). P.61

In fulfilling their duties, officers expose themselves to significant danger, high stress, and a wide spectrum of human tragedy. There is growing recognition that psychological and emotional wellness are critical to officers' health, relationships, job performance, and safety. TPD has an obligation to help TPD members cope with the consequences of their service to the public, including providing adequate support systems to treat members experiencing mental health issues, substance use, and other emotional challenges. TPD's obligations to members also include equipping them to do their jobs as safely as reasonably possible, ensuring that officers' safety is not jeopardized by equipment and technology that is outdated, broken, or in need of repair or replacement.

## Progress made for officer wellness and safety

TPD has a number of key initiatives that comprise the core officer wellness and safety program, including the following:

- An Employee Assistance Center (EAC) available to all TPD personnel.
- First Responder Support Services (FRSS) for voluntary therapeutic support for police officers, staff, and their family members, including treatment for post-traumatic stress disorder and vicarious trauma. FRSS also provides support to the Tulsa Fire Department, Tulsa Public Safety Communications, and Tulsa Emergency Services.
- A peer support program launched in 2017 as a result of recommendations from a member action group after a well-loved officer died by suicide in 2016. FRSS provides a 14-hour training to the selected peer support team, which holds informal conversations with colleagues and can connect peers with available resources, such as FRSS and the EAC. Many officers stated that the creation of this program helped reduce the stigma related to mental health services and ultimately led to a positive shift in formal agency action for officers in crisis.
- Membership in the Kilomodo fitness mobile app and provision of ergonomic office equipment upon request.
- Support from TPD's VSU specialists for TPD personnel and their families after officer deaths or injuries in the line of duty.
- Valor's Survive and Thrive training was provided to TPD in fall 2021. TPD will be adopting the full Valor for Blue Officer Safety and Wellness Training Suite within the next couple years, providing training to all ranks, including officers and executives.

## How to build on progress and facilitate change

Participants in the community consultation noted that the recent years have been unprecedented for everyone, including law enforcement. Both officers and community members remarked that this is not an easy time to be a police officer. The COVID-19 pandemic placed additional challenges on officers, while the 100th anniversary of the Tulsa race massacre brought past and present wounds to the forefront of public discourse. The deaths of multiple officers, including Officer Craig Johnson, who was killed in the line of duty in 2020, in service and from health reasons may add to the vicarious trauma and grief that officers experience. Community members recognized many of the strains that officers can face and the importance of having a robust wellness system. Some noted that they did not know what supports were offered to TPD officers, but hoped that they were comprehensive, frequent, and available without stigma.

**Finding 6.1: Officer wellness programs and proactive activities support more effective community engagement.**

Officers noted that new recruits and younger officers demonstrate a more positive outlook regarding mental health supports and are more likely to see mental wellness as a part of patrol readiness, just like tactical skills. This cohort views the integration of training on psychological and emotional readiness, such as understanding the flight or fight response, in a more positive light. FRSS annual reports find that TPD has started to comprise a larger share of its clientele, which the organization also views as a positive shift. Officers also reported perceptions that officers receiving this training or that acknowledge the importance of mental wellness have more effective interactions with community members. In addition, officers reported that officers who are better able to acknowledge, process, and express their emotional responses are better equipped to help others do the same in moments of crisis.

While officers receive regular training on crisis intervention, mental health, and psychology, and officer wellbeing during the academy and annual mandatory in-service training, officer wellness should be further integrated into supervisor training and the field training program. There is a distinction between the skills needed to manage one's own stress, emotions, and overall wellness and the skills needed to lead others in a way that promotes individual and collective wellness. Supervisors are vital to police accountability and to the wellbeing and performance of their direct reports. As such, the selection of supervisors is critical, and selection and training processes should fully explore how new supervisors display a commitment to healthy community engagement and promoting the wellbeing and safety of their reporting officers.

**Recommendation 6.1.1: TPD should promote officer wellness and expand services to address job-related trauma through roll calls, field training, and other means.**

**Recommendation 6.1.2: Supervisor training should elevate the priority of officer safety and wellness and the supervisor's role in promoting safety and wellness among their units.**

**Finding 6.2: Many officers believe that spending more time engaging community members in non-enforcement activities may improve overall mental health and wellness.**

Multiple officers noted that having additional time to be proactive within their assigned beats or to participate in community engagement would help bolster morale. Often, an officer's day involves responding to calls in which they interact with community members for enforcement efforts, seeing their fellow Tulsans on their worst days. Additionally, most calls end with a handoff or referral to another civil or community service, and individual officers do not often get to see the big picture or the ultimate outcomes for survivors of crime, local communities, or the people they come into contact with. Balancing this out with proactive engagement, to get to know their community and its residents, would help to shift officers' perspectives of the job and helps them see the positive impact of policing. Furthermore, community engagement events are often quite fun for all involved. Some officers recommended increasing the overtime allowed to attend community events or rotating officers regularly through the CEU. The latter would have the added benefit of expanding internal expertise on community policing, which can then be applied to all future roles and responsibilities.

**Recommendation 6.2.1: TPD should develop opportunities for officers to engage in community activities designed to reduce stress and build community relationships in conjunction with community stakeholders.**

**Finding 6.3: TPD can do more to integrate community policing principles into organizational culture and processes to support officer wellness and capacity to fully embrace community policing within their duties and to exemplify procedural justice, starting within the organization.**

Research has shown that organizational stress can contribute to officer stress, which can bleed into interactions with the public. As discussed in the findings related to policy and oversight, procedural justice helps to increase positive perceptions of law enforcement. The same principles of procedural justice and collaborative policing can be applied to internal operations, resulting in (1) a healthier and more satisfied workforce and (2) a workforce that is better equipped to practice procedural justice. The 21st Century Policing Task Force report notes that “just as employees are more likely to take direction from management when they believe management is legitimate, citizens are more likely to cooperate with the police when they believe the officers’ authority is legitimate”.<sup>28</sup>

Procedural justice is often demonstrated through a clear directive from executive leadership about the core values of the organization and a fair and transparent system for accountability for all policies, procedures, and performance. The principles of collaborative policing and procedural justice should be applied to examine processes and practices that are inconsistent with the values of the organization, gain candid input from all facets of the organization, and to encourage all members to embrace the values and process for organizational transformation from the inside out.

Furthermore, we heard from officers and others that the staffing and funding cuts over the last several years have had an effect on officer wellness, ability to execute on new initiatives proposed by officers to address crime concerns of the community, and ability to engage in proactive activities with community members. Officers reported burnout stemming from these staffing shortages and a perceived lack of discretionary time to “get off the call-to-call hamster wheel” to problem-solve or work with residents to address root causes of crime issues. Burnout and reduced morale are already having an effect on officer retention, further contributing to an over-extended workforce. Any future efforts to evaluate staffing needs should integrate an officer safety and wellness lens and consider the factors that contribute to officer stress or reduce TPD’s ability to embrace the shift toward proactive policing.

**Recommendation 6.3.1: TPD should take steps to examine internal processes and practices from the lens of internal procedural justice and make changes accordingly.**

## Community policing implementation

The 54 recommendations outlined above will provide the building blocks for TPD to become an effective collaborative policing agency. The CNA evaluation team understands that this represents a substantial amount of policy, practice, and organizational change. We believe that three additional recommendations related to management and administration will help with implementation issues. These three recommendations are discussed below.

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<sup>28</sup> Final Report: The President’s Task Force on 21<sup>st</sup> Century Policing (May 2015). P.14

## Change management

We propose that TPD assign a high-level person to oversee implementation and develop an accountability process. The person should be someone who has authority to make decisions and who can effectively facilitate change.

**Recommendation 7.1: TPD should assign a high-level individual with authority to make decisions and affect change in the department to oversee implementation of the recommendations in this report and use the collaborative policing roadmap to develop an accountability process.**

## Research and analysis

In this report, we have touched on a number of issues related to research and analysis. To fully implement these recommendations, TPD will need to strengthen its research and analysis capabilities. In today's policing environment, the use of data to guide all aspects of policing is more important than ever. To effectively use data, TPD will need a more comprehensive and sophisticated analytic function. Such a function would support the use of problem-solving techniques and beat projects, research partnerships and surveys, complaint data analysis, and the evaluation of prevention programs, training, and technology implementation projects. Research partners can be a helpful way to increase this capacity.

**Recommendation 7.2: TPD should develop a more comprehensive and sophisticated crime analysis and research function in the department.**

## Data concern

Based on the data analysis discussed in Section 2, the evaluation team identified an issue concerning data that TPD should rectify. The category labels TPD uses as identifiers for race differ from the labels used by the US Census. The Census categorizes Hispanic or Latino as an ethnicity; TPD labels Hispanic or Latino as a race. To be able to compare population demographics with TPD personnel demographics, TPD should use the same labels as the US Census.

**Recommendation 7.3: TPD should update all data systems to ensure they are compatible with US Census data.**

## Section 4: Collaborative Policing Roadmap

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Based on the findings and recommendations previously presented, we offer the City of Tulsa and TPD the following Collaborative Policing Roadmap. The Roadmap is designed to be a guide for fully implementing Collaborative Policing in Tulsa. The Roadmap provides an implementation guide for each recommendation listed in the report, including the timeframe for implementation, the responsible entity, and performance metrics. The Roadmap is presented as a three-year plan due to the complexities of change and the extent of the recommendations being made.

Along with each finding, we have designated a suggested timeframe for the City of Tulsa and TPD to implement the recommendation(s). Each designation is defined as follows:

- **Short-term:** Implementation is anticipated to be completed within 3–6 months of the start date.
- **Medium-term:** Implementation is anticipated to be completed within 6–18 months of the start date.
- **Long-term:** Implementation is anticipated to be completed within 18–36 months of the start date.

The implementation of community policing and these recommendations require the participation of all key stakeholder groups in the City of Tulsa, including TPD, the City of Tulsa, the CABs, and community groups. TPD should use this community policing roadmap to develop a comprehensive community policing implementation plan, including a robust evaluation plan. Examples of the kinds of performance metrics that should be built into an evaluation plan for assessing whether implemented actions are having a positive effect are offered in this roadmap.

Recommendation No.	Pillar	Recommendation	Timeframe	Responsible Entity	Example Performance Metrics
1.1.1	Trust and Legitimacy	TPD should implement foot patrols in marginalized neighborhoods to increase officer visibility and opportunities to speak with residents to identify problems and concerns, identify and meet with community leaders, and link residents with community resources and support. Special emphasis should be given to regular patrols and positive engagement in apartment complexes where community members tend to live in marginalized areas.	Short-term	TPD	<ul style="list-style-type: none"> <li>• Pilot foot patrol program evaluation results, including officer and community feedback</li> <li>• Community survey results on trust in policing</li> </ul>
1.1.2	Trust and Legitimacy	TPD should step up outreach to the Hispanic community, specifically in Mingo Valley, to build trust and knowledge in the 911 system.	Short-term	TPD	<ul style="list-style-type: none"> <li>• Increase in number of positive community interactions in Mingo Valley</li> <li>• Change in calls to TPD coming through the 911 system</li> <li>• Community survey results on trust in policing</li> </ul>
1.1.3	Trust and Legitimacy	TPD and the City of Tulsa should ensure the VSU is fully funded and sustainable. Special efforts should be made to reach out and address the needs of victims from marginalized neighborhoods and communities of color.	Medium-term	City of Tulsa TPD	<ul style="list-style-type: none"> <li>• Growth of crime victims served by VSU staff each year, including victims from different demographic groups</li> <li>• Victim feedback on impact and quality of services</li> </ul>
1.2.1	Trust and Legitimacy	TPD should seek community input on training and consider involving members of the community in the development and presentation of cultural diversity training.	Long-term	TPD CABs Community Groups	<ul style="list-style-type: none"> <li>• Increase in number of trainings with community input and participation</li> <li>• Presenter feedback results post training</li> </ul>



					<ul style="list-style-type: none"> <li>Participant evaluation data from pre-/post-tests and evaluation over time</li> </ul>
1.2.2	Trust and Legitimacy	TPD should give priority in recruitment efforts to hiring a more diverse workforce to focus on hiring more bilingual and female officers and people of color.	Long-term	TPD City of Tulsa	<ul style="list-style-type: none"> <li>Increase in number of applicants, academy students, and hired officers who are bilingual, female and people of color</li> </ul>
1.2.3	Trust and Legitimacy	TPD should hire an independent, objective firm to conduct a racial bias audit to examine whether there is evidence of racially disparate policing practices among TPD personnel.	Short-term	TPD City of Tulsa	<ul style="list-style-type: none"> <li>Assessment data from a racial bias audit</li> </ul>
1.3.1	Trust and Legitimacy	TPD should hold regular town hall meetings, in partnership with various community organizations, to educate the community on changes it is making and to field questions from community members about those changes.	Short-term	TPD City of Tulsa Community Groups	<ul style="list-style-type: none"> <li>Increase in number of town hall meetings, participants, and community partners involved in these meetings</li> <li>Officer and community feedback on usefulness, timeliness, inclusiveness, and awareness of new TPD programs, initiatives, and policy/practices</li> </ul>
1.3.2	Trust and Legitimacy	TPD should improve transparency in the complaint process by: <ul style="list-style-type: none"> <li>Making a description of the formal complaint process publicly available in relevant languages, including how and where to file a complaint, estimated timelines for complaint resolution, and how the complaint result is reported back to the complainant</li> <li>Making this information available in public locations, in addition to the department's website</li> </ul>	Medium-term	TPD	<ul style="list-style-type: none"> <li>Number and source of complaints annually</li> <li>Feedback from complainant about the process following adjudication of complaint</li> </ul>

		– Educating officers to provide relevant information when asked			
1.4.1	Trust and Legitimacy	TPD should establish a research partnership with an external agency to conduct surveys on a regular basis using an appropriate methodology and sampling frame. Research partners can provide TPD with in-depth analysis on community perspectives, trust, and satisfaction with police services.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Establishment of research partnership</li> <li>• Community survey results on satisfaction with police services, quality of interactions with police and procedural justice practices, trust in police, and willingness to report crime</li> </ul>
2.1.1	Policy and Oversight	TPD should specify within the partnerships in policing policy the type and frequency of training required for officers to effectively conduct community engagement.	Short-term	TPD	<ul style="list-style-type: none"> <li>• Documentation and communication of policy change</li> <li>• Number and frequency of trainings</li> </ul>
2.1.2	Policy and Oversight	TPD should specify within the partnerships in policing policy the method and process to be used to document non-enforcement contacts between officers and community members and how this information will be reported to the public.	Short-term	TPD	<ul style="list-style-type: none"> <li>• Documentation and communication of policy change</li> <li>• Number and type of positive community interactions</li> </ul>
2.1.3	Policy and Oversight	TPD should add two key elements to the partnerships in policing policy as part of the list of issues to be measured by the required community survey, namely trust in policing and adherence to procedural justice practices.	Short-term	TPD	<ul style="list-style-type: none"> <li>• Documentation and communication of policy change</li> <li>• Community survey data on trust in policing and procedural justice practices</li> </ul>
2.1.4	Policy and Oversight	TPD should revise the partnerships in policing policy to assign a civilian evaluation specialist with experience in program evaluation to	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Documentation and communication of policy change</li> </ul>

		conduct the required evaluations of youth and crime prevention programs (not the community engagement lieutenant).			<ul style="list-style-type: none"> <li>• Evaluation data and analysis on youth programming, including participant, parent, school, and partner feedback</li> </ul>
2.2.1	Policy and Oversight	TPD should change the policy and operational guidelines of the CABs to strengthen community leadership, improve overall transparency and membership selection, and develop processes for community input, public comment and responses to recommendations made by the CABs.	Short-term	TPD CABs	<ul style="list-style-type: none"> <li>• Documentation and evaluation of process changes</li> <li>• CAB member satisfaction data about process</li> </ul>
2.3.1	Policy and Oversight	TPD should revise the prohibition against bias-based policing policy to include specific training requirements, including a minimum of four hours of implicit bias or fair and impartial policing training initially, and at least one hour of annual in-service refresher training.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Number of officers receiving initial and annual refresher trainings; number of training hours received</li> <li>• Participant and facilitator satisfaction feedback on quality of training</li> <li>• Decrease in complaints related to biased policing following implementation</li> </ul>
2.3.2	Policy and Oversight	TPD should revise the prohibition against bias-based policing policy to add a process for community members and TPD to follow on reporting and investigating complaints related to bias in policing.			<ul style="list-style-type: none"> <li>• Documentation of process changes</li> <li>• Number of complaints related to bias in policing</li> <li>• Community survey results on trust in policing</li> </ul>
2.4.1	Policy and Oversight	TPD should revise the performance evaluation policy so that it establishes a performance evaluation system reflecting the principles of collaborative policing and incorporates collaborative policing performance criteria.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Documentation establishing collaborative policing evaluation standards including:</li> </ul>

					<ul style="list-style-type: none"> <li>– Showing respect for people and developing public trust (i.e., lack of courtesy complaints, positive community contacts, and comments)</li> <li>– Problem-solving (e.g., identification and analysis of problems, developing and evaluating plans)</li> <li>– Completion of community policing training (e.g., attending annual refresher courses and outside CP training)</li> <li>• Addressing specific needs and concerns of marginalized groups</li> <li>• Performance data analysis</li> </ul>
2.5.1	Policy and Oversight	<p>TPD should consider the following use of force policy changes:</p> <ul style="list-style-type: none"> <li>– Clarify the language used to state that a fleeing suspect or suspect resisting arrest who poses no immediate threat should not be subject to deadly force.</li> <li>– Include community representation on the Incident Review Board in instances of application of level four or deadly force.</li> <li>– Consider drawing a weapon and pointing it at someone a level one use of force.</li> <li>– Make all reported use of force incidents eligible for the employee tracking system</li> </ul>	Long-term	TPD	<ul style="list-style-type: none"> <li>• Documentation of policy changes</li> <li>• Decrease in complaints related to use of force</li> <li>• Decrease in use of force</li> <li>• Community survey results on trust in policing</li> </ul>

		<ul style="list-style-type: none"> <li>– Expand data collection on use of force incidents including specific data points not explicitly stated in the policy.</li> <li>– Require an annual refresher training for all sworn officers on use of force and de-escalation.</li> <li>– Require an independent review by another policing agency for incidents involving use of force that result in death of the suspect.</li> </ul>			
3.1.1	Technology and Social Media	TPD should develop a community consultation process for all new technology projects of significant size, and technology evaluations to inform the public, solicit community feedback, and answer questions.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Number and type of TPD communications on new technology projects</li> <li>• Community feedback received related to technology use</li> </ul>
3.2.1	Technology and Social Media	TPD should track and document positive, non-enforcement-oriented community interactions and report on progress in community engagement annually. TPD should explore app-based approaches for documentation.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Annual reporting of positive community interactions and events</li> <li>• Evaluation results on impact of community engagement activities</li> </ul>
3.2.2	Technology and Social Media	TPD should consider software applications to facilitate more frequent and easier community referrals and information exchange with residents who need support and services.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Increase in the number of community referrals for information and services</li> </ul>
3.3.1	Technology and Social Media	TPD should develop a comprehensive communications strategy that identifies a set of core messages that speak to collaborative policing, includes multiple methods for communicating and sharing information with the public, and provides a role for all functions of TPD.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Quantitative data on community engagement through media and social media communications to include:</li> <li>• Increase in website hits, social media followers,</li> </ul>

					<p>social media engagement statistics</p> <ul style="list-style-type: none"> <li>• Changes in sentiment and perceptions of police and community safety, as indicated in community survey data and other community evaluation methods</li> </ul>
3.3.2	Technology and Social Media	TPD should consider developing a communications announcement system similar to the one created for media outlets for interested community organizations, businesses, and other entities.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Number of community organizations in the communications channel</li> <li>• Increase in community member awareness of TPD programs, new initiatives, and changes, as indicated in community survey data and other community evaluation methods</li> </ul>
3.4.1	Technology and Social Media	TPD should develop a new website that makes it easy for users to find information about the department, includes a functional calendar identifying both TPD and community events, and adds a community feedback form.	Medium-term	TPD City of Tulsa	<ul style="list-style-type: none"> <li>• Increase in community member awareness of TPD programs, new initiatives, and changes, as indicated in community survey data and other community evaluation methods</li> </ul>
3.4.2	Technology and Social Media	TPD should conduct an assessment of community feedback received through the website on a regular basis and make the results publicly available.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Assessment of community feedback received through the website</li> <li>• Increase in website traffic</li> </ul>

3.5.1	Technology and Social Media	TPD should develop a more comprehensive social media strategy that engages different segments of the Tulsa community and includes the use of languages other than English.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Social media engagement statistics</li> <li>• Changes in community awareness of TPD priorities and initiatives, as indicated in community survey data and other community evaluation methods</li> <li>• Increase in contacts from community members speaking languages other than English</li> </ul>
4.1.1	Community Policing and Crime Reduction	TPD should incorporate community policing values into its mission, vision, and values statements and integrate such values and concepts as sanctity of life, trust, accountability, problem solving, community partnership, transparency, teamwork, responsiveness, diversity and inclusion, and empowerment.	Short-Term	TPD	<ul style="list-style-type: none"> <li>• Documentation of community policing values integration into TPD's mission</li> </ul>
4.2.1	Community Policing and Crime Reduction	TPD should ensure that patrol officers dedicate time during their shifts to more meaningful community engagement activities.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Increase in number of positive community interactions and events across communities</li> <li>• Community and officer feedback regarding increased community engagement</li> </ul>
4.2.2	Community Policing and Crime Reduction	TPD should hire an independent, objective firm to conduct a staffing analysis to better understand how officers spend their time and develop realistic expectations about how much time can be devoted to community engagement.	Medium-term	TPD City of Tulsa	<ul style="list-style-type: none"> <li>• Staffing analysis results</li> </ul>

4.2.3	Community Policing and Crime Reduction	TPD should require demonstrated competency in community policing for promotion, such as the ability to form productive partnerships or the completion of a successful problem-solving project.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Process documents include community policing criteria in promotion evaluation materials</li> <li>• Personnel evaluation data on successful implementation of collaborative policing</li> <li>• Analysis of promotions by year</li> </ul>
4.2.4	Community Policing and Crime Reduction	TPD should develop awards to commend officers who perform exceptionally in areas related to community policing.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Commendation forms and documentation include community policing criteria</li> <li>• Analysis of commendations by year</li> </ul>
4.3.1	Community Policing and Crime Reduction	TPD should consider changing the bid system and hire-back process to encourage officers to commit to a single beat and stay for longer periods of time.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Length of time officers remain with their beats</li> <li>• Increase in community members knowledge of their beat officer, as indicated in community survey data and other community evaluation methods</li> </ul>
4.3.2	Community Policing and Crime Reduction	TPD should print business cards for patrol officers and encourage the officers to hand them out to community members in their beats.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Increase in community members knowledge of their beat officer, as indicated in community survey data and other community evaluation methods</li> </ul>
4.3.3	Community Policing	TPD should encourage patrol officers to gain community competency by identifying the community facilities and services in their beats	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Number and type of positive community</li> </ul>



	and Crime Reduction	and making regular visits to these facilities and services to get to know the personnel who work there and community members who visit.			interactions with community organizations by beat <ul style="list-style-type: none"> <li>• Feedback from community service and facility managers on community engagement with officers</li> </ul>
4.3.4	Community Policing and Crime Reduction	TPD should encourage patrol officers to gain community competency by learning the community leaders and influencers in the beats.	Medium-term	TPD Community Groups	<ul style="list-style-type: none"> <li>• Feedback from community leaders about community engagement and collaboration</li> <li>• Number of contacts with community leaders</li> <li>• Community survey results on trust in policing in specific neighborhoods</li> <li>• Number and types of new partnerships or collaborative events</li> </ul>
4.4.1	Community Policing and Crime Reduction	TPD should provide officers with appropriate training and mentoring on effective communication and community engagement.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Training evaluation data on communication and community engagement courses</li> <li>• Post-contact survey results on effectiveness of communication</li> </ul>
4.4.2	Community Policing and Crime Reduction	TPD should evaluate whether it is safe and appropriate for officers to wear plain clothes or tone down their dress when attending community events.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Community survey and feedback from community groups about effect of officer dress at community events</li> </ul>
4.5.1	Community Policing and Crime Reduction	TPD should encourage officers to initiate beat projects that use the problem-solving process, focusing on areas that are longtime crime hotspots.	Medium-term	TPD Community Groups City of Tulsa	<ul style="list-style-type: none"> <li>• Number of beat projects</li> <li>• Outcomes of beat projects</li> </ul>

					<ul style="list-style-type: none"> <li>• Impact of beat projects on trust in police and community safety</li> </ul>
4.5.2	Community Policing and Crime Reduction	TPD should provide officers with appropriate training on the SARA model and the problem-solving process to support implementation of beat projects.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Training evaluation data</li> <li>• Increase in number of beat projects using the SARA model</li> <li>• Community survey results by community about trust and perceptions of safety</li> <li>• Community and officer feedback on the impact of problem-solving</li> </ul>
4.5.3	Community Policing and Crime Reduction	TPD and the City of Tulsa should consider hiring social workers to work with officers on problem-solving, developing collaborative responses to neighborhood problems, and providing follow-up to crisis situations (e.g., those involving drug overdoses or mental illness, children who witness violence, etc.).	Long-term	TPD City of Tulsa	<ul style="list-style-type: none"> <li>• Number of service provider agencies involved in problem-solving initiatives including social workers</li> <li>• Number of referrals to community services</li> <li>• Type of trauma informed responses implemented and evaluation data on results</li> </ul>
5.1.1	Training and Education	TPD's CEU and Training Division should conduct a review of TPD's academy, field training, and in-service trainings to develop a comprehensive community policing training plan.	Short-term	TPD CABs	<ul style="list-style-type: none"> <li>• Comprehensive training plan developed</li> <li>• Documentation of where and how community policing is covered across the full TPD training suite</li> <li>• Feedback about strengths and weaknesses of community policing integration</li> </ul>

5.1.2	Training and Education	<p>TPD should provide as both annual refresher and academy training on a regular basis to the entire department across a variety of formats on the following topics:</p> <ul style="list-style-type: none"> <li>– Guardian mindset for policing</li> <li>– Cultural awareness, equality, and the history of racial tensions in Tulsa and in policing</li> <li>– Managing implicit bias in policing</li> <li>– Procedural justice</li> <li>– SARA model and problem-solving</li> <li>– Trauma-informed policing</li> <li>– Communication and de-escalation training</li> <li>– Interacting with marginalized populations (e.g., unsheltered persons, persons with disabilities)</li> <li>– Interacting with youth</li> <li>– Vicarious trauma and officer wellness</li> </ul>	Long-term	TPD Community Groups	<ul style="list-style-type: none"> <li>• Training evaluation data including officer and facilitator satisfaction and knowledge, attitude and behavior change over time</li> <li>• Increase in number of positive community interactions</li> <li>• Increase in officer commendations related to community policing</li> <li>• Decrease in complaints</li> <li>• Change in community sentiment on community policing through surveys and social media</li> </ul>
5.1.3	Training and Education	TPD should engage community members in the training process to offer perspectives from lived experience, professional expertise, and involvement in Tulsa communities.	Medium-term	TPD Community Groups	<ul style="list-style-type: none"> <li>• Training evaluation data including officer and speaker satisfaction and knowledge, attitude and behavior change over time</li> <li>• Increase in number of positive community interactions</li> </ul>
5.1.4	Training and Education	TPD should increase officers' abilities to attend specific trainings relevant for their roles, with the expectation of bringing knowledge back to the department in a concrete way for future learning and inclusion.	Long-term	TPD City of Tulsa	<ul style="list-style-type: none"> <li>• Number of trainings requested, funded, and received from TPD personnel</li> <li>• Training feedback evaluation data from these training courses</li> </ul>

5.1.5	Training and Education	TPD should enhance leadership training for new and existing supervisors to support organizational transformation, and to incorporate community policing and procedural justice training and expectations for the FTO program.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Training evaluation data to include officer and facilitator satisfaction and knowledge, attitude and behavior change over time</li> </ul>
5.1.6	Training and Education	TPD should share information with the public about recently delivered TPD trainings, especially where there is a connection to the community.	Short-term	TPD CABs	<ul style="list-style-type: none"> <li>• Increase in community awareness of TPD training and collaboration, as indicated in community survey data and other community evaluation methods</li> </ul>
5.1.7	Training and Education	TPD should implement a comprehensive training evaluation plan, potentially with an academic partner, to evaluate the effectiveness of the training content, methodologies, and instructors. The evaluation plan should have a long-term component to examine how officers' knowledge and behavior change immediately after training and overtime.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Training evaluation findings</li> </ul>
5.1.8	Training and Education	TPD should present training proposals for the next three years to City Council and the City of Tulsa to request an increase in training funds, particularly where training needs related to community policing and engagement persist.	Medium-term	TPD City of Tulsa	<ul style="list-style-type: none"> <li>• Increase in funding for training on collaborative policing</li> </ul>
6.1.1	Officer Safety and Wellness	TPD should promote officer wellness and expand services to address job-related trauma through roll calls, field training, and other means.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Increase in wellness services provided and used by TPD personnel</li> </ul>
6.1.2	Officer Safety and Wellness	Supervisor training should elevate the priority of officer safety and wellness and the supervisor's role in promoting safety and wellness among their units.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• Increase in use of wellness services</li> <li>• Increase in officer satisfaction and retention</li> </ul>

6.2.1	Officer Safety and Wellness	TPD should develop opportunities for officers to engage in community activities designed to reduce stress and build community relationships in conjunction with community stakeholders.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Increase in positive community interactions</li> <li>• Increase in officer satisfaction and retention</li> </ul>
6.3.1	Officer Safety and Wellness	TPD should take steps to examine internal processes and practices from the lens of internal procedural justice and make changes accordingly.	Long-term	TPD	<ul style="list-style-type: none"> <li>• Increase in officer satisfaction and retention</li> <li>• Increase in officer agreement that procedural justice is practiced within TPD, as indicated by internal officer surveys or other evaluation methods</li> <li>• Change in internal trust in TPD decisions and oversight practices</li> </ul>
7.1.1	Implementation	TPD should assign a high-level individual with authority to make decisions and affect change in the department to oversee implementation of the recommendations in this report and use the collaborative policing roadmap to develop an accountability process.	Short-term	TPD	<ul style="list-style-type: none"> <li>• 75% of recommendations implemented within three years</li> </ul>
7.2.1	Implementation	TPD should develop a more comprehensive and sophisticated crime analysis and research function in the department.	Medium-term	TPD City of Tulsa	<ul style="list-style-type: none"> <li>• Increase in evaluations, research partnerships and problem-solving support, including process- and outcome-based findings</li> </ul>
7.3.1	Implementation	TPD should update all data systems to ensure they are compatible with US Census data.	Medium-term	TPD	<ul style="list-style-type: none"> <li>• More accurate analysis of TPD demographics when compared outside of TPD</li> </ul>

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## Conclusion

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The Tulsa Police Department has made substantial progress implementing community policing in Tulsa. However, both officers and community members have mixed perspectives on several issues. Many officers are not clear on their role in community policing or what community policing means in terms of their everyday work and practices. Community members are very clear in their support of community policing and would like to see more officers regularly engaging in positive interactions and showing more authenticity, empathy, and concern. Both police and community stakeholders similarly describe the key elements of community policing: collaboration and partnership between police and the community, building strong relationships, and police and the community working together to develop solutions for public safety challenges.

Tulsa has a strong foundation and a caring community to build an effective and forward-leaning community policing agency. There have been numerous studies and initiatives conducted in Tulsa over the last five to six years, examining everything from racial disparities in policing to challenges with Tulsa's growing immigrant population to trust and accountability issues. The community recognizes the importance of these initiatives but is ready for action and change—and wants to be a part of that change.

This evaluation incorporated extensive information and data from numerous sources, resulting in 23 findings and 54 recommendations. CNA believes this report reflects all the information gathered during the evaluation process, best practices in policing, and the goals and aspirations of the Tulsa community. With this report, CNA provides the City of Tulsa and TPD with a clear and specific roadmap for change.

It is now up to the City of Tulsa and the Tulsa Police Department to determine the path forward so that, in the very near future, TPD can become a premier collaborative policing agency.

## Appendix A: Acronyms

Acronym	Definition
BJA	Bureau of Justice Assistance
BWC	Body-worn camera
CAB	Community Advisory Board
CAD	Computer-aided dispatch
CALEA	Commission on Accreditation for Law Enforcement Agencies, Inc.®
CBPAR	Community Based Participatory Action Research
CEU	Community Engagement Unit
CLEET	Council on Law Enforcement Education and Training (Oklahoma)
COPEs	Community Outreach Psychiatric Emergency Services
COPS	Office of Community Oriented Policing
CORE Team	Community Outreach, Resource and Education Team
CRT	Crisis Response Team
CUNY	City University of New York
EAC	Employee Assistance Center
FCS	Family and Children's Services
FRSS	First Responder Support Services
FTO	Field Training Officer
ICE	US Immigration and Customs Enforcement
LAPD	Los Angeles Police Department
MOU	Memorandum of Understanding
NAACP	National Association for the Advancement of Colored People
NOPD	New Orleans Police Department
ODC	Operation Direct and Connect
OIM	Office of Independent Monitor
PIO	Public Information Officer
PTSD	Post-Traumatic Stress Disorder
RMS	Records Management System
SARA	Scanning, Analysis, Response, Assessment Model
SRO	School Resource Officer
TFD	Tulsa Fire Department
TPD	Tulsa Police Department
TRACIS	Tulsa Regional Automated Criminal Information System
VSU	Victim Services Unit



## Appendix B: 2017 Tulsa Community Policing Dashboard

Community Policing Pillar	2017 Dashboard Recommendation
Building Trust and Legitimacy	Build on Tulsa Police Department's guardian mindset and culture by: Creating more safe and secure environments throughout Tulsa; Providing further transparency; Creating novel ways to engage the community; Working harder on procedural justice principles in training and in practice; Wearing body cameras
Building Trust and Legitimacy	Tulsa Police Department should continue to acknowledge the historical role of policing in shaping community perceptions about the work of police. This should include a list of initiatives that show how the Tulsa Police Department is working to change perceptions among citizen groups. Tulsa Police Department should also use resources through the COPS office that measure the extent to which community policing has been implemented.
Building Trust and Legitimacy	TPD will engage with the 1921 Tulsa Race Riot Centennial Commission to tell the story of the evolution of the Tulsa Police Department from the time of the Riot to the present.
Building Trust and Legitimacy	TPD will increase officer visibility (i.e., by increasing the frequency of neighborhood drive-throughs), as its workforce allows, so as to build trust.
Building Trust and Legitimacy	TPD will work to engage more citizens in developing and understanding crime-fighting strategies (i.e., consensus-building around crime fighting).
Building Trust and Legitimacy	TPD will continue to conduct surveys that measure citizen trust of the police, with a view toward collecting more district-centric data that highlight perceptions in particular communities and areas of the City. Consideration will be given to collaborations with universities with expertise in surveys and sampling.
Building Trust and Legitimacy	TPD will continue to work on the creation of a more diverse and inclusive workforce through enhanced outreach to, among others, Spanish-speaking communities in Texas and New Mexico and HBCUs (Historically Black Colleges and Universities).
Building Trust and Legitimacy	TPD will continue to innovate in terms of improving relations with immigrant communities through such practices as the increased use of translators and the addition of a separate, Spanish Language Question & Complaint Line.
Building Trust and Legitimacy	TPD should work to better integrate its officers into the community by providing officers with information about community resources that can be shared with citizens with whom they come in contact. In addition, Tulsa Police Department should engage with citizens on community events as appropriate.
Policy and Oversight	Tulsa Police Department should continue to collaborate with community members to develop policies and strategies in communities and neighborhoods disproportionately affected by crime for deploying resources that aim to reduce crime by improving relationships, greater community engagement, and cooperation.

**Community Policing Pillar**      **2017 Dashboard Recommendation**

Policy and Oversight	Tulsa Police Department should continue nonpunitive peer review of critical incidents separate from criminal and administrative investigations.
Policy and Oversight	Tulsa Police Department should continue its required annual Biased Based Police Training, and should follow through on its intention to implement outside instruction implicit bias training for all officers.
Policy and Oversight	Tulsa Police Department should continue to make its use of force policy accessible online and offer a frequently-asked-questions section.
Policy and Oversight	Tulsa Police Department should continue to report and make available to the public census data regarding the composition of the Department.
Policy and Oversight	Tulsa Police Department should continue to collect, maintain, and analyze demographic data on all detentions (including stops, frisks, arrests, searches, etc.).
Policy and Oversight	Tulsa Police Department should maintain policies for policing mass demonstrations that employ a continuum of managed tactical resources that are designed to minimize the appearance of a military operation and avoid using provocative tactics and equipment that undermine civilian trust.
Policy and Oversight	Tulsa Police Department should establish civilian oversight of law enforcement through semi-annual community meetings and community advisory groups in each Tulsa Police Division.
Policy and Oversight	Police Department should continue to refrain from practices requiring officers to issue a predetermined number of tickets, citations, or arrests for the purpose of generating revenue.
Policy and Oversight	Tulsa Police Department should continue to require that officers explain to the individual their rights to refuse a search without probable cause or a warrant. Ideally, the officer should seek both verbal and written consent.
Policy and Oversight	Tulsa Police Department should continue to require that officers identify themselves by their full name, rank, and command and provide that information in writing to individuals. In addition, officers need to state the reason for a stop/search if one is conducted.
Policy and Oversight	Tulsa Police Department should maintain policies that establish search and seizure procedures for the LGBTQ and transgender community.
Policy and Oversight	Tulsa Police Department should continually reinforce, through training, its policy which states "There shall be no bias in the operations of the TPD. The Department is committed to unbiased policing and will provide service and reinforcement in a fair and equitable manner."
Technology and Social Media	Tulsa Police Department should participate in national organizations that assist in the development and delivery of training to help law enforcement agencies learn, acquire, and implement technology tools and tactics that are consistent with best practices of 21st Century Policing.

## Community Policing Pillar 2017 Dashboard Recommendation

Technology and Social Media	Tulsa Police Department should adopt policies and accreditations that address technology's impact on privacy concerns in accordance with protections provided by constitutional law.
Technology and Social Media	Tulsa Police Department should deploy smart technology that is designed to prevent the tampering with or manipulating of evidence in violation of policy.
Technology and Social Media	Tulsa Police Department should encourage public engagement and collaboration - including the continued use of community advisory bodies - when developing a policy for the use of a new technology.
Technology and Social Media	Tulsa Police Department should include an evaluation or assessment process to gauge the effectiveness of any new technology, soliciting input from all levels of the Department and from members of the community.
Technology and Social Media	Tulsa Police Department should adopt the use of new technologies that will help them better serve people with special needs or disabilities.
Technology and Social Media	Tulsa Police Department should consult with civil rights and civil liberties organizations, as well as law enforcement research groups and other experts, concerning the constitutional issues that can arise as a result of the use of new technologies.
Technology and Social Media	Tulsa Police Department should utilize the Bureau of Justice Assistance's Body-worn Camera Toolkit to assist in implementing body-worn cameras.
Technology and Social Media	Tulsa Police Department should work to encourage federal, state, and local legislative bodies to update public record laws.
Technology and Social Media	Tulsa Police Department should adopt model policies and best practices for technology-based community engagement that increases community trust and access.
Community Policing and Crime Reduction	Tulsa Police Department should continue to develop and adopt policies and strategies that reinforce community engagement in managing public safety.
Community Policing and Crime Reduction	Tulsa Police Department should continue to identify and implement "least harm" resolutions, such as diversion programs or warnings and citations in lieu of arrest for minor infractions.
Community Policing and Crime Reduction	Tulsa Police Department should engage in multidisciplinary, community team approaches for planning, implementation, and responding to crisis situations with complex causal factors.

**Community Policing Pillar**      **2017 Dashboard Recommendation**

Community Policing and Crime Reduction	City of Tulsa should involve peer support counselors as part of multidisciplinary teams when appropriate, partnering with Oklahoma Mental Health Association or other entity to lead this initiative.
Community Policing and Crime Reduction	City of Tulsa should evaluate the efficacy of crisis intervention team approaches and hold agency leaders accountable for outcomes.
Community Policing and Crime Reduction	City of Tulsa and its citizens should support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all, especially the most vulnerable. Community education relative to the practice of policing is crucial in this regard.
Community Policing and Crime Reduction	Tulsa Police Department should continue working with neighborhood residents to co-produce public safety solutions for the community.
Community Policing and Crime Reduction	Tulsa Police Department should schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.
Community Policing and Crime Reduction	Tulsa Police Department should engage youth and communities in joint training with law enforcement, citizen academies, ride alongs, problem solving teams, community action teams, and quality of life teams.
Community Policing and Crime Reduction	Tulsa Police Department should work with Chief of Economic Development and Chief Resilience Officer to adopt community policing strategies that support and work in concert with economic development efforts within communities.
Community Policing and Crime Reduction	City of Tulsa should adopt policies and programs that address the needs of children and youth most at risk for crime or violence and reduce aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.
Community Policing and Crime Reduction	City of Tulsa should work with school districts to reform policies and procedures that push children into the criminal justice system.
Community Policing and Crime Reduction	Tulsa Police Department should work with schools to encourage the creation of alternatives to student suspensions and expulsion through restorative justice, diversion, counseling, and family interventions. To accomplish this, an increase in the number of school resource officers over time is also recommended.

**Community Policing Pillar**      **2017 Dashboard Recommendation**

Community Policing and Crime Reduction	City of Tulsa should work with schools to encourage the use of alternative strategies that involve youth in decision making, such as restorative justice, youth courts, and peer interventions.
Community Policing and Crime Reduction	Tulsa Police Department should work with schools to adopt an instructional approach to discipline that uses intervention or disciplinary consequences to help students develop new behavior skills and positive strategies to avoid conflict, redirect energy and refocus on learning. To accomplish this, the feasibility of a Tulsa Police Department mentorship program should be researched. Additional school resource officers will also be needed.
Community Policing and Crime Reduction	City of Tulsa should work with schools to develop and monitor school discipline policies with input and collaboration from school personnel, students, families, and community members. These policies should prohibit the use of corporal punishment and electronic control devices.
Community Policing and Crime Reduction	City of Tulsa should work with schools to create a continuum of developmentally appropriate and proportional consequences for addressing ongoing and escalating student misbehavior after all appropriate interventions have been attempted.
Community Policing and Crime Reduction	City of Tulsa should work with communities to plan a role in programs and procedures to reintegrate juveniles back into their communities as they leave the justice system.
Community Policing and Crime Reduction	Tulsa Police Department and schools should evaluate and possibly update existing memoranda of agreement for the placement of school resource officers that limit involvement in student discipline.
Community Policing and Crime Reduction	City of Tulsa should affirm and recognize the voices of youth in community decision making, facilitate youth-led research and problem solving, and develop and fund youth leadership training and life skills through positive youth/police collaboration and interactions.
Community Policing and Crime Reduction	Tulsa Police Department should restore and build trust between youth and police by creating programs and projects for positive, consistent, and persistent interaction between youth and police.
Community Policing and Crime Reduction	City of Tulsa should develop community and school-based evidence-based programs that mitigate punitive and authoritarian solutions to teen problems.
Training and Education	Tulsa Police Department should continue extensive use of scenario-based training throughout the academy, including instruction for mental health response, defensive tactics, de-escalation, patrol tactics, and report writing.

## Community Policing Pillar 2017 Dashboard Recommendation

Training and Education	Tulsa Police Department should explore additional partnerships with academic institutions focused on training, evaluation, and other evidence-based practices.
Training and Education	Tulsa Police Department should expand access to Citizens Police Academy by developing a condensed 8-hour one-day curriculum and inviting community leaders to participate. Greater involvement in the Citizens Police Academy will increase understanding of policing methods and will give officers insight into citizen opinions on practices.
Training and Education	Tulsa Police Department should expand leadership training beyond academies to offerings for all officers.
Training and Education	Tulsa Police Department should expand participation in external leadership programs beyond Leadership Tulsa to other programs such as Leadership Oklahoma and Lead North.
Training and Education	Tulsa Police Department should continue its practice of sending senior managers to the FBI's National Academy, PERF's Senior Management Institute for Police, and others.
Training and Education	Tulsa Police Department should expand Crisis Intervention Training beyond current academy to requirement for all patrol officers.
Training and Education	Tulsa Police Department should continue its basic academy curriculum focused on social interaction, communication, and de-escalation as components of tactical and overall police skills.
Training and Education	Tulsa Police Department should include discussion with those affected by addiction during basic academy training.
Training and Education	Tulsa Police Department should offer implicit bias training for all officers and City of Tulsa should offer for all employees and elected officials.
Training and Education	Tulsa Police Department should continue its practice of basic academy instruction that includes: a focus on cultural diversity; history of race relations in Tulsa; interaction with Hispanic community; interaction with non-English speakers; immigrant culture; and interaction with Muslim community. Tulsa Police Department should add interactions with LGBTQ community to this curriculum.
Training and Education	Tulsa Police Department should continue basic academy curriculum instruction on legal basis and practical interaction, including terry stops and the Fourth Amendment.
Training and Education	Tulsa Police Department should continue the routine evaluation of its Field Training Officer program, including updated training on adult education, current academy instruction, and training the next generation of police officers.
Training and Education	Tulsa Police Department should continue its historic standard of 40 in-service hours of training. Recent reductions have been made due to manpower levels, but the above recommendations reinforce the importance of continued in-service training for TPD officers to remain prepared for an ever-changing law enforcement

**Community Policing Pillar**      **2017 Dashboard Recommendation**

	environment. A reduction in hours does not afford officers the time to participate in the range of training sessions identified on top of those already mandated.
Officer Wellness and Safety	Tulsa Police Department should formalize an internal policy and response procedure for the Blue Alert system.
Officer Wellness and Safety	Tulsa Police Department should collaborate with local entities to offer wellness programming to officers. Examples include nutrition, financial fitness, stress and coping workshops, and collaboration with the OSU Center for Family Resilience.
Officer Wellness and Safety	Tulsa Police Department should pursue grant funding for equipment and training that allows officers to serve as safety and wellness instructors within the Department.
Officer Wellness and Safety	Tulsa Police Department should consider providing ergonomic work places, such as stand-up work stations.
Officer Wellness and Safety	Tulsa Police Department should provide better nutritional selections in work places.
Officer Wellness and Safety	Tulsa Police Department should complete its evaluation of shift lengths within a 24-hour period.
Officer Wellness and Safety	Tulsa Police Department should establish a committee to examine best practices relative to injuries and “near misses” of other law enforcement agencies.
Officer Wellness and Safety	Tulsa Police Department should follow through on its Peer Support Group by selecting members to be part of Peer 2 Peer and training peer counselors.
Officer Wellness and Safety	Tulsa Police Department should continue to promote on-going officer family wellness and resilience opportunities.

## Appendix C: Community Policing Resources

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To aid the TPD in understanding and implementing the recommendations in this report, the evaluation team suggests a range of supplemental resources and potential peer agencies. Each resource and peer agency is categorized by a topic or strategy discussed in this report. Please note, this list of resources is not comprehensive and is only intended to be a guide for TPD to use when understanding the report and implementing the recommendations. Additional recommendations may be identified by reaching out to the CNA evaluation team.

### 21st Century Policing

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<https://vrnclearinghousefiles.blob.core.windows.net/documents/IACP%20GMU%20Evidence%20Assessment%20Report%20FINAL.pdf>
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- International Association of Chiefs of Police. Starting with What Works: Using Evidence-Based Strategies to Improve Community and Police Relations. <https://www.theiacp.org/sites/default/files/all/s/StartingwithWhatWorksBrochureWeb.pdf>

### Community policing

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- Pearson, Juliana, Tammy Felix, Samantha Rhinerson, and Denise Rodriguez. 2021. Lessons to Advance Community Policing: More Case Studies from the Field. Washington, DC: Office of Community Oriented Policing Services. <https://cops.usdoj.gov/RIC/Publications/cops-w0939-pub.pdf>
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- Police Chief Magazine. 2017. Community-Police Relations. <https://www.policechiefmagazine.org/magazine-issues/march-2017/>

## Community partnerships

- McCampbell, Michael S. 2014. The Collaboration Toolkit for Community Organizations: Effective Strategies to Partner with Law Enforcement. Washington, DC: Office of Community Oriented Policing Services. <https://www.ojp.gov/ncjrs/virtual-library/abstracts/collaboration-toolkit-community-organizations-effective-strategies>
- Schweig, Sarah, Nazmia E.A. Comrie, and John Markovic. 2016. Co-Producing Public Safety: Communities, Law Enforcement, and Public Health Researchers Work to Prevent Crime Together. Washington, DC: Office of Community Oriented Policing Services. [https://www.courtinnovation.org/sites/default/files/documents/co\\_producing\\_public\\_safety.pdf](https://www.courtinnovation.org/sites/default/files/documents/co_producing_public_safety.pdf)
- Promising practices in peer communities:
  - Albuquerque Police Department, New Mexico (Police and Community Teams, PACT)
  - Cambridge Police Department, Massachusetts (Partnerships to address substance use)
  - Portland Police Bureau, Oregon (Virtual community-based service referral mobile app; Behavioral Health Response Team)
  - Salt Lake City Police Department, Utah (Crisis support by social workers)
  - Virginia Beach, Police Department, Virginia

## Community Advisory Boards

- Promising practices in peer communities:
  - Albuquerque Police Department, New Mexico
  - Seattle Police Department, Washington

## Community Surveys

- Rosenbaum, D.P., Escamilla, G.E., Christoff, T., and Hartnett, S.M. 2019. Results from the Police-Community Interaction (PCI) Survey. <https://www.ojp.gov/pdffiles1/nij/grants/253936.pdf>
- Rosenbaum, D. P., Maskaly, J., Lawrence, D. S., Escamilla, J. H., Enciso, G., Christoff, T. E., & Posick, C. (2017). The Police-Community Interaction Survey: measuring police performance in new ways. Policing: An International Journal of Police Strategies & Management.
- Center for Evidence-Based Crime Policing Surveying Communities Demonstration Project. <https://cebcp.org/evidence-based-policing/the-matrix/matrix-demonstration-project/surveying-communities/>

## Communications and Social Media

- COPS Office. Social Media and Neighborhood-Based Policing Officers: A Path Forward. [https://cops.usdoj.gov/html/dispatch/05-2016/social\\_media\\_and\\_neighborhood\\_police.asp](https://cops.usdoj.gov/html/dispatch/05-2016/social_media_and_neighborhood_police.asp)

- Hu, Xiaochen and Lovrich, N.P. 2019. Social Media and the Police: A Study of Organizational Characteristics Associated with the Use of Social Media.
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- Police1. 2019. Roundtable: How to Match our Agency's Social Media Strategy with Community Needs. <https://www.police1.com/community-policing/articles/roundtable-how-to-match-your-agencys-social-media-strategy-with-community-needs-LJrIB21CrcBFdx48/>
- Promising practices in peer communities:
  - Arlington Police Department, Texas (MyPD Mobile App for Officers)
  - Austin Police Department, Texas (Social Media)
  - San Jose Police Department, California (Language Access Plan)

## Diversity and Inclusion

- Mentel, Zoe. 2012. Office of Community Oriented Policing Services. Racial Reconciliation, truth-telling, and police legitimacy. <https://cops.usdoj.gov/RIC/Publications/cops-p241-pub.pdf>
- Policing in New Immigrant Communities. <https://cops.usdoj.gov/RIC/Publications/cops-w0764-pub.pdf>
- Promising practices in peer communities:
  - Harwood Heights Police Department, Illinois (Crime prevention seminars for seniors and non-English speaking community members)
  - San Leandro Police Department, California (Chinese Engagement Initiative)
- Promising practices in peer communities:
  - Chicago Police Department, Illinois (Post-contact surveys)
  - Northwestern University, Illinois (Community Surveys)

## Hiring & Retention

- Collaborative Reform Initiative Technical Assistance Center. 2020. Report out from Rhode Island regional roundtable on recruitment, hiring, and retention. Washington, DC: US Department of Justice. Retrieved from <https://cops.usdoj.gov/RIC/Publications/cops-w0899-pub.pdf>
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- Linos, E. 2018. More than public service: A field experiment on job advertisements and diversity in the police. *Journal of Public Administration Research and Theory*, 28(1), 67–85.
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- Shjarback, J., & Todak, N. 2019. The prevalence of female representation in supervisory and management positions in American law enforcement: An examination of organizational correlates. *Women & Criminal Justice*, 29:3, 129-147. Retrieved from <https://www.tandfonline.com/doi/pdf/10.1080/08974454.2018.1520674?needAccess=true>

- Todak, N. (2017). The decision to become a police officer in a legitimacy crisis. *Women & Criminal Justice*, 27:4, 250-270. Retrieved from <https://www.tandfonline.com/doi/pdf/10.1080/08974454.2016.1256804?needAccess=true>
- Promising practices in peer communities:
  - Denver Police Department, Colorado
  - Arlington Police Department, Texas

### Officer wellness and safety

- CNA (2020). Precision Policing Initiative Toolkit. Washington, DC: Office of Community Oriented Policing Services. Retrieved from [https://www.cna.org/CNA\\_files/centers/ipr/jri/policing-toolkit/PPI-Toolkit-FEB-27-2020.pdf](https://www.cna.org/CNA_files/centers/ipr/jri/policing-toolkit/PPI-Toolkit-FEB-27-2020.pdf)
- CNA and PRO Wellness Services (2020). Officer Readiness Assessment Tool. Retrieved from <https://www.cna.org/centers/ipr/jri/officer-readiness-assessment-tool>
- COPS: Development and Validation of a Resilience Training Model at the Academy. <https://vrnclearinghousefiles.blob.core.windows.net/documents/cops-w0872-pub.pdf>
- Hill, J., Whitcomb, S., Patterson, P., Stephens, W. D., & Hill, B. (2014). Making officer safety and wellness priority one: A guide to educational campaigns. Washington, DC: Office of Community Oriented Policing Services.
- Promising practices in peer communities:
  - Arlington Police Department, Texas
  - Baltimore Police Department, Maryland
  - Bexar County Sheriff's Office, Texas
  - San Antonio Police Department, Texas
  - San Diego Police Department, California
  - Sturgis Police Department, Michigan

### Personnel Evaluations and Promotion Practices Tracking

- Promising practices in peer communities:
  - Cary Police Department, North Carolina
  - Fayetteville Police Department, North Carolina
  - Sturgis Police Department, Michigan

### Patrol & Hotspot Approaches

- Scheider, M. C., Chapman, R., & Schapiro, A. (2009). Towards the unification of policing innovations under community policing. *Policing: An International Journal of Police Strategies & Management*, 32(4), 694–718
- National Network for Safe Communities at John Jay College. Considering the Place of Streetwork in Violence Interventions. <https://nnscommunities.org/wp-content/uploads/2014/04/NNSC-streetwork-final-2.pdf>
- Credible Messenger Justice Center. <https://cmjcenter.org/approach>
- Promising practices in peer communities:
  - Brooklyn Park, MN (Collective efficacy, hotspots)

- Camden County Police Department, New Jersey (Foot Patrols, hotspots)
- Indianapolis Police Department, Indiana (Public safety walks, foot patrols, roll call in-community)
- Nashville, TN (Post-shootings: TITANS and community engagement)
- St. Louis Metropolitan Police Department (Self-initiated patrol in hotspots)
- West Memphis Police Department, Arkansas (hotspots)

## Policy and Oversight

- See Baltimore, Maryland, Police Department's website at <https://www.baltimorepolice.org/policies> for an example of how feedback forms can be used for individual sections of policy.
- Promising practices in peer communities:
  - Albuquerque Police Department (Annual de-escalation training policy)
  - Las Vegas Metropolitan Police Department, Nevada (Impartial policing training policy, use of force policy)
  - New Orleans Police Department, Louisiana (Use of Force Policy)
  - LVMPD Training requirements for 4 hours implicit bias/fair and impartial training

## Problem-Solving

- Eck, John. 2011. Assessing Responses to Problems: An Introductory Guide for Police Problem Solvers. <https://cops.usdoj.gov/RIC/Publications/cops-p034-pub.pdf>
- COPS Office. 2011. Problem-solving Tips: A Guide to Reducing Crime and Disorder Through Problem-solving Partnerships. <https://cops.usdoj.gov/RIC/Publications/cops-p019-pub.pdf>
- Center for Problem-Oriented Policing Resources <https://popcenter.asu.edu/>
- Promising practices in peer communities:
  - Fairbanks Department of Public Safety, Alaska (Volunteers in Policing Program)

## Procedural Justice

- Branly, Shannon, Andrea Luna, Sarah Mostyn, Sunny Schnitzer, and Mary Ann Wycoff. 2015. Implementing a Comprehensive Performance Management Approach in Community Policing Organizations: An Executive Guidebook. Washington, DC: Office of Community Oriented Policing Services. <https://cops.usdoj.gov/RIC/Publications/cops-p331-pub.pdf>
- COPS Office. Community Oriented Trust and Justice Briefs: Procedural Justice. <https://cops.usdoj.gov/RIC/Publications/cops-w0795-pub.pdf>
- Kunard, Laura, and Charlene Moe. 2015. Procedural Justice for Law Enforcement: An Overview. Washington, DC: Office of Community Oriented Policing Services. <https://cops.usdoj.gov/RIC/Publications/cops-p333-pub.pdf>

## Technology

- Chapman, B. 2016. Research on the Impact of Technology on Policing Strategy in the 21<sup>st</sup> Century. <https://www.ojp.gov/pdffiles1/nij/grants/251140.pdf>
- Leventakis, G. and Haberfeld, M.R., eds. Societal Implications of Community-Oriented Policing and Technology. <https://link.springer.com/book/10.1007/978-3-319-89297-9>

- Task Force on 21<sup>st</sup> Century Policing. 2015. Using Technology and Data to Improve Community Policing: The Police Data Initiative. <https://obamawhitehouse.archives.gov/blog/2015/04/09/using-technology-and-data-improve-community-policing-police-data-initiative>
- Promising practices in peer communities:
  - Chicago Police Department, Illinois (Community Dashboards)
  - Santa Cruz Police Department, California (Community Engagement Mobile App)

## Training

- Blue Courage: <https://www.bluecourage.com/>
- Bridges Out of Poverty Training: <https://www.ahaprocess.com/bridges-out-of-poverty-strategies-for-professionals-and-communities/>
- Valor for Blue Training: <https://www.valorforblue.org/>
- The Kirkpatrick Model: The four levels of learning evaluation: <https://www.kirkpatrickpartners.com/the-kirkpatrick-model/>

## Trust and legitimacy

- Executive Research Forum. 2015. *Constitutional Policing as a Cornerstone of Community Policing: A Report by the Police Executive Forum, April, 2015*. Washington, DC: Office of Community Oriented Policing Services. <https://cops.usdoj.gov/RIC/Publications/cops-p324-pub.pdf>
- IACP. Building Trust Between the Police and the Citizens they Serve: Internal Affairs Promising Practices Guide for Local Law Enforcement. <https://cops.usdoj.gov/RIC/Publications/cops-p170-pub.pdf>
- Mazerolle, Lorraine, Sarah Bennett, Jacqueline Davis, Elise Sargeant, and Matthew Manning. 2013. Legitimacy in Policing. No. 10 of Crime Prevention Research Review. Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services. <https://cops.usdoj.gov/RIC/Publications/cops-p262-pub.pdf>
- Police Executive Research Forum. 2016. *Critical Issues in Policing Series: Advice from Police Chiefs and Community Leaders on Building Trust: Ask for Help, Work Together, and Show Respect*. <https://www.policeforum.org/assets/policecommunitytrust.pdf>
- Walker, Samuel, Carol Archbold and Leigh Herbst, *Mediating Citizen Complaints Against Police Officers: A Guide for Police and Community Leaders* Web Version (Washington, DC: Government Printing Office, (2002). <https://cops.usdoj.gov/RIC/Publications/cops-w0725-pub.pdf>
- NOPD mission statement: <https://nola.gov/nopd/>
- Promising practices in peer communities:
  - Boston Police Department, Massachusetts
  - Cleveland Police Department, Ohio
  - San Diego Police Department. California

## Appendix D: Survey Instruments

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### **Tulsa Community Survey**

The City of Tulsa has contracted with the CNA Center for Justice Research and Innovation to conduct an evaluation of Community Policing. The goal of this project is to identify what community policing should look like in Tulsa and develop a roadmap for how to get there. As part of this project, we are surveying Tulsa community members to get their input. It will take approximately 10 minutes of your time and is completely confidential. The information you provide in this survey will help inform our work.

NEXT

# Perceptions and Outlooks on the Tulsa Police Department (TPD)

To what extent do you agree with the following statements?

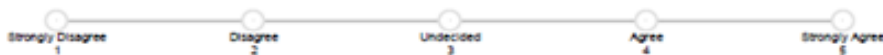
The TPD develops meaningful relationships with community members and organizations.



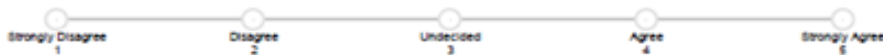
The TPD regularly communicates with community members (e.g., public meetings, websites, social media).



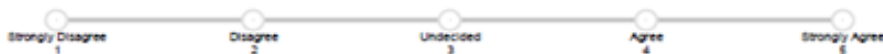
The TPD listens to community members and understands their concerns.



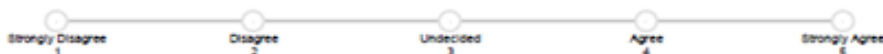
The TPD treats people in the community with respect and dignity.



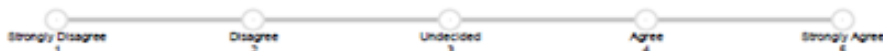
The TPD makes it easy for community members to provide input and express their concerns on policing issues.



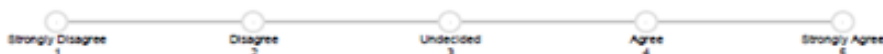
The TPD should provide more opportunities to residents to review and comment on policies, training, hiring, and discipline.



The TPD works together with community members and organizations to solve local problems.



My community has trust in the TPD.

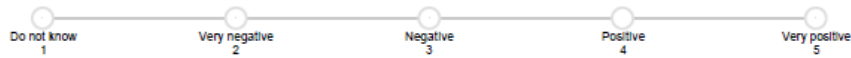


The TPD shares information with the community on critical incidents (such as a police shooting) in a timely manner.

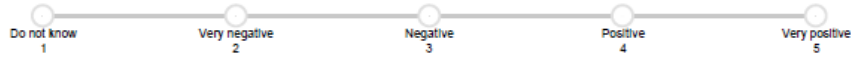


## How would you rate the relations between TPD and the following groups in the community?

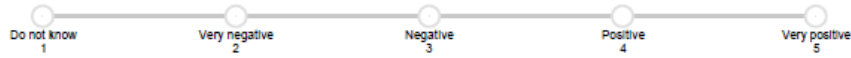
African Americans



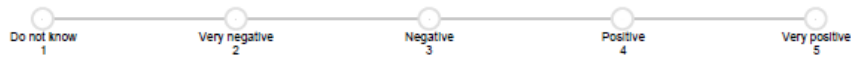
Asian Americans or Pacific Islander Americans



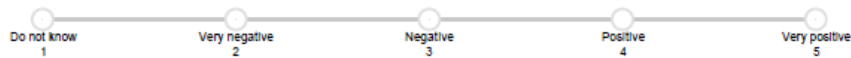
Hispanics or LatinX



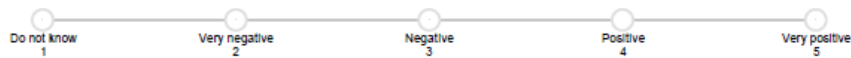
Native Americans or American Indians



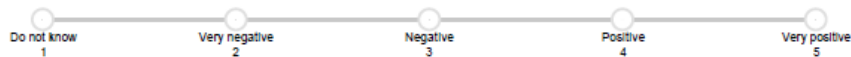
Whites



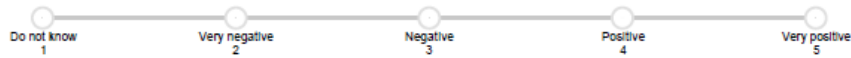
People under 18



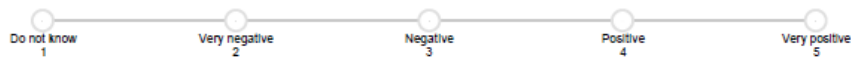
People over 65



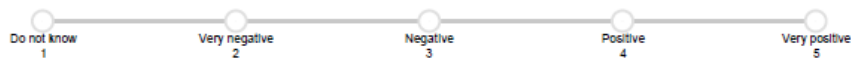
People experiencing homelessness



People with disabilities



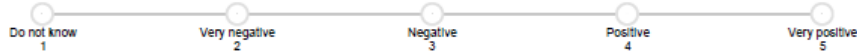
People living with mental health conditions



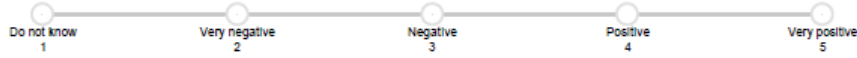


## How would you rate the relations between TPD and the following groups in the community?

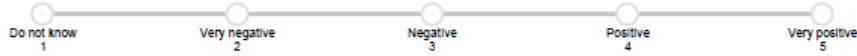
African Americans



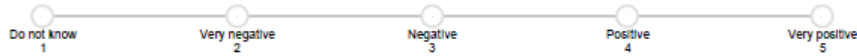
Asian Americans or Pacific Islander Americans



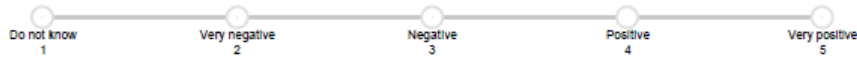
Hispanics or LatinX



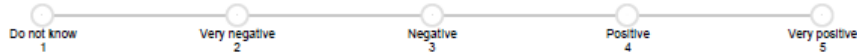
Native Americans or American Indians



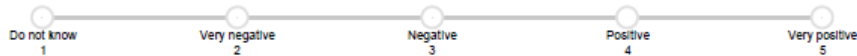
Whites



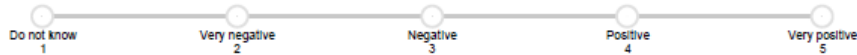
People under 18



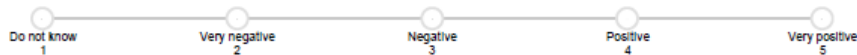
People over 65



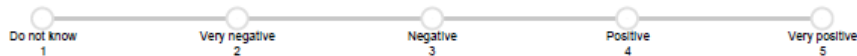
People experiencing homelessness



People with disabilities



People living with mental health conditions



## Demographics

Did you grow up in Tulsa?

- Yes
- No

If you did not grow up in Tulsa, how many years have you lived or worked in Tulsa?

- Less than 2 years
- 2 to 5 years
- 5 to 10 years
- 10 years or more

What is your age?

- 17 and below
- 18 to 24
- 25 to 34
- 35 to 44
- 45 to 54
- 55 and above

What is your racial identity?

- White
- Black or African American
- American Indian or Alaska Native
- Asian
- Native Hawaiian and Pacific Islander
- Some other race
- Prefer not to answer

What is your ethnic identity?

- Hispanic/Latino
- Not Hispanic/Latino
- Some other ethnicity
- Prefer not to answer

Thank you for taking the survey. The CNA project team and our community co-researchers appreciate the input from you. This survey will be open until August 31, 2021. Please share this survey link with your networks in the community.

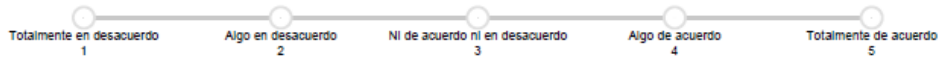
## Encuesta para la comunidad de Tulsa

La ciudad de Tulsa ha contratado al Centro de Investigación e Innovación de Justicia de la CNA para realizar una evaluación de la policía comunitaria. El objetivo de este proyecto es identificar cómo debería ser la policía comunitaria en Tulsa y desarrollar un camino sobre cómo llegar allí. CNA está utilizando varios métodos para buscar información para la evaluación. Esto incluye cuatro co-investigadores comunitarios que son parte del equipo del proyecto, que son residentes de Tulsa y que comparten información sobre todas las actividades del proyecto. También estamos haciendo esta encuesta para que los miembros de la comunidad de Tulsa puedan compartir sus percepciones y perspectivas sobre el departamento de policía de Tulsa. La encuesta tomará aproximadamente 15 minutos de su tiempo y es completamente confidencial. La información que provee en esta encuesta va a informar nuestro trabajo.

## Percepciones y perspectivas sobre el Departamento de Policía de Tulsa (DPT)

¿Estás de acuerdo o en desacuerdo con las siguientes afirmaciones?

Los oficiales de DPT desarrollan relaciones significativas con miembros y organizaciones de la comunidad.



Los oficiales de DPT comunican con los miembros de la comunidad de manera regular (por ejemplo, reuniones públicas, sitios web, redes sociales).

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

1 2 3 4 5

Los oficiales de DPT escuchan a los miembros de la comunidad y comprende sus preocupaciones.

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

1 2 3 4 5

Los oficiales de DPT tratan a las personas de la comunidad con respeto y dignidad.

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

1 2 3 4 5

Los oficiales de DPT facilitan que los miembros de la comunidad brinden información y expresen sus preocupaciones sobre cuestiones policiales.

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

1 2 3 4 5

El DPT debería brindar más oportunidades a los residentes para que revisen y comenten las políticas, la capacitación, la contratación y la disciplina.

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

1 2 3 4 5

El DPT trabaja junto con miembros y organizaciones de la comunidad para resolver problemas locales.

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

1 2 3 4 5

MI comunidad tiene confianza en el DPT.

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

1 2 3 4 5

El DPT comparte información con la comunidad sobre incidentes críticos (como un tiroteo policial) de manera oportuna.

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

1 2 3 4 5

El DPT debería hacer mucho más para conectar con los jóvenes en riesgo.

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

1 2 3 4 5

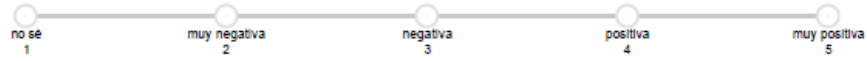
El DPT debería desviar algunas llamadas al 911 (por ejemplo, salud mental, personas sin hogar) a otras agencias de servicios.

Totalmente en desacuerdo  Algo en desacuerdo  Ni de acuerdo ni en desacuerdo  Algo de acuerdo  Totalmente de acuerdo

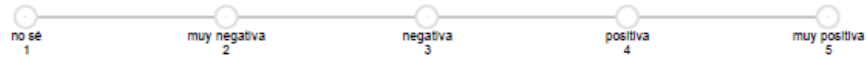
1 2 3 4 5

## ¿Cómo es la relación entre DPT y los siguientes grupos comunitarios?

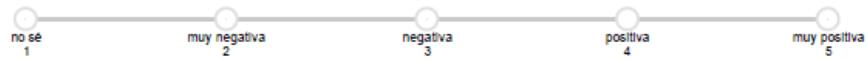
Afroamericanos



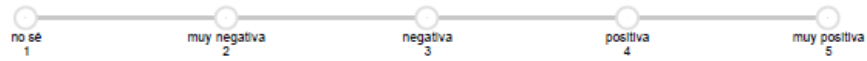
Americanos asiáticos o americanos de las Islas del Pacífico



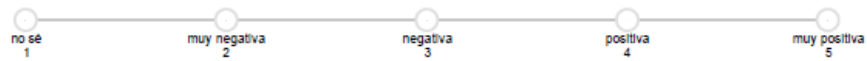
Hispanos/Latinos/LatinX



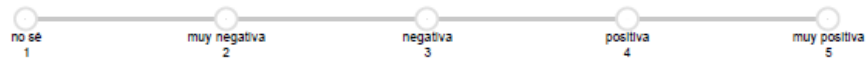
Nativos americanos o indios Americanos



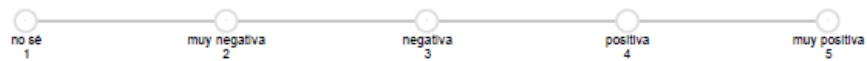
Blancos



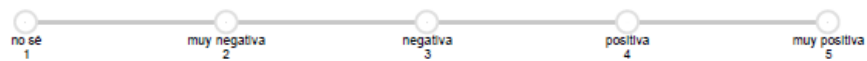
Menores de 18 años



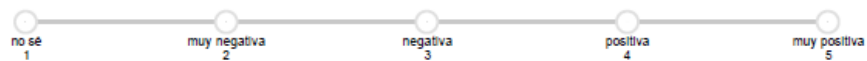
Mayores de 65 años



Personas sin hogar



Gente con discapacidades



Personas que viven con problemas de salud mental

no sé 1      muy negativa 2      negativa 3      positiva 4      muy positiva 5

Personas de la comunidad lesbiana, gay, bisexual, transgénero, queer, intersexual y asexual (LGBTQIA)

no sé 1      muy negativa 2      negativa 3      positiva 4      muy positiva 5

Grupos religiosos

no sé 1      muy negativa 2      negativa 3      positiva 4      muy positiva 5

Gente de su vecindario

no sé 1      muy negativa 2      negativa 3      positiva 4      muy positiva 5

Personas que no hablan inglés

no sé 1      muy negativa 2      negativa 3      positiva 4      muy positiva 5

Inmigrantes

no sé 1      muy negativa 2      negativa 3      positiva 4      muy positiva 5

**¿Qué hace bien el Departamento de Policía de Tulsa cuando se trata de trabajar con la comunidad? Proporcione ejemplos específicos, si es posible. (Escriba la respuesta )**

**¿Qué recomendaciones tiene para el Departamento de Policía de Tulsa cuando se trata de mejorar la participación de la comunidad? Proporcione hasta tres recomendaciones. (Escriba la respuesta)**

## Demografía

### ¿Usted se creció en Tulsa?

- Sí
- No

### Si no creció en Tulsa, ¿cuántos años ha vivido o trabajado en Tulsa?

- Menos de 2 años
- 2 a 5 años
- 5 a 10 años
- 10 años o más

### ¿Cuántos años tiene usted?

- 17 años o menos
- 18 a 24 años
- 25 a 34 años
- 35 a 44 años
- 45 a 54 años
- 55 años o más

### ¿Cuál es su raza?

- Blanco
- Negro o afroamericano
- Indio americano o nativo de Alaska
- Asiático
- Nativa de Hawái o isleño del Pacífico
- Otra raza
- Prefiero no responder

### ¿Cuál es su etnicidad?

- Hispano/latino
- No hispano/latino
- Otra etnicidad
- Prefiero no responder

Gracias por realizar la encuesta. El equipo del proyecto de la CNA y los co-investigadores de nuestra comunidad agradecen su contribución. Esta encuesta estará abierta hasta el 31 de julio de 2021. Le pedimos que comparta este enlace de la encuesta con sus redes en la comunidad.

CNA

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