

Recommendations for a small-mid size law enforcement agency to build trust and legitimacy in  
their community

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Recommendations for a small-mid size law enforcement agency to build trust and legitimacy in  
their community

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Adam Truman

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## **Abstract**

### **Recommendations for a small-mid size law enforcement agency to build trust and legitimacy in their community**

Adam Truman

Under the Supervision of Dr. Susan Hilal

#### **Purpose**

Recent incidents across the U.S. imply that the relationship between the police and some members of the community may be at a crossroads (Chapman & Martin, 2016). Several high-profile incidents between the police and community residents may indicate that there is a severe mistrust in each group toward each other. These incidents have caught the attention of the masses through media with phrases such as “Hands Up, Don’t Shoot” and “Black Lives Matter”. While the majority of contacts between law enforcement officers and the citizens do not result in use of force incidents; these taglines demonstrate the need for a plan for the police to build trust and legitimacy in their communities.

#### **Methods of Approach**

A review of secondary information is reviewed for this paper. The sources are derived from journals, textbooks, agency websites, and government reports. Specifically, material is reviewed from documents such as the National Initiative for Building Community Trust and Justice, the

President's Task Force on 21<sup>st</sup> Century Policing, and the Bureau of Justice Assistance, U.S. Department of Justice, Community Oriented Policing Services. The work that is currently being done with the six test sites (identified from President's Task Force on 21<sup>st</sup> Century Policing), is also explored. Since the test sites are in larger metropolitan areas, a recommendation on how small-mid size agencies can benefit from what is being implemented in the larger departments is made. Performance theory and two social justice theory concepts: *relative deprivation* and *procedural justice* is used to help ground the recommendations in what a small to mid-size agency can do to enhance trust and legitimacy in their community.

### **Findings**

The findings in this paper outline information and strategies that small and mid-size agencies can implement to build trust and legitimacy in their community. It was found that regardless of the size of the agency and community, specific key elements can be implemented in an organization to bridge the gap between the police and the community in which they serve.

Three specific key elements from the efforts of the Task Force that small and mid-size agencies can implement include:

- Learn from past and present injustices and discrimination within the community
- Establish a culture of transparency and accountability
- Initiate and publicize positive non-enforcement events to engage the community

Three specific key elements that small and mid-size agencies can learn and implement from the pilot programs include:

- Create curriculum and policies to learn how to deal with the sub-populations such as the LGBTQI and the youth
- Create diversion and restorative justice programs to reduce criminal arrests for minor offenses
- Integrate the tenets of procedural justice in the department conduct policy

In addition to these key elements, the Department of Justice is providing supplemental training and technical assistance to police departments and communities that are not part of the pilot program. Police agencies and communities, large or small, can request training, peer mentoring, and expert consultation through the Office of Justice Program's Diagnostic Center. Additionally, the DOJ created an online clearinghouse that includes information about what works to build trust between the public and the police. These elements and resources make it possible for small and mid-size agencies to build trust and legitimacy in their community.

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## **Section I**

### **Introduction: Recommendations for a small-mid size law enforcement agency to build trust and legitimacy in their community**

#### **Statement of the Problem**

Recent incidents across the U.S. imply that the relationship between the police and some members of the community may be at a crossroads (Chapman & Martin, 2016). Several high-profile incidents between the police and community residents may indicate that there is a severe mistrust in each group toward each other. These incidents have caught the attention of the masses through media with phrases such as “Hands Up, Don’t Shoot” and “Black Lives Matter”. These events around the country have highlighted the need for and importance of lasting collaborative relationships between local police and the public. Building trust and nurturing legitimacy on both sides of the police/citizen divide is the foundational principle underlying the nature of relations between the police agencies and the public they serve (The President’s Task Force on 21<sup>st</sup> Century Policing, 2015). According to Chapman and Martin (2016), there is evidence that indicate the majority of contacts between law enforcement officers and the citizens do not result in use of force incidents; however, these taglines demonstrate the need for a plan for the police to build trust and legitimacy in their communities.

According to the Bureau of Justice Statistics (n.d.), law enforcement in the U.S. is made up of about 18,000 federal, state, county, and local agencies. More than 12,000 local police departments with a population of less than 10,000 people were operating in the U.S. in 2012. There were approximately 4,900 agencies with a population between 10,000 and 100,000.

Banks, Hendrix, Hickman, and Kyckelhahn (2016) add that the most common type of agency is the small town police department with 10 or fewer officers.

Regardless of their size, police agencies around the country are facing increased attention on how they conduct every aspect of the business. Some of these aspects include training, communication, policy creation and implementation, hiring/firing, and discipline. All of these factors contribute to the way the public perceives the police and whether or not they trust them or view them as a legitimate entity. An agency could have all of the internal checks and balances such as solid policies and procedures; however, if the public does not “buy in” to what is being practiced; the law enforcement agency may never be viewed as legitimate.

In order to gain/maintain/improve trust by the public they serve, the police must be perceived as legitimate (Callanan & Rosenberger, 2011). Public trust and confidence in the police is also vital for police effectiveness. Positive contacts with the police could equate to the reduction and prevention of crime because the police count on citizens to report crime and to cooperate in criminal investigations. However, a lack of respect or confidence in the police may reduce the public’s desire to cooperate with them. Therefore, it is important for the police to understand the public’s perception and opinion of them so they can adjust strategies and policies to improve public relations.

### **Purpose of the Paper**

The purpose of the research provides recommendations to small-mid size law enforcement agencies in order to gain public trust and legitimacy. This paper will focus on what small and mid-size agencies (the vast majority of the police agencies in this country) can learn from the larger agencies. The research expands upon the frustrations the communities are

expressing with the police as well as training opportunities and changes police agencies can implement to create and maintain a positive relationship with the communities they serve.

## **Methods of Approach**

A review of secondary information is reviewed for this paper. The sources are derived from journals, textbooks, agency websites, and government reports. Specifically, material is reviewed from documents such as the National Initiative for Building Community Trust and Justice, the President's Task force on 21<sup>st</sup>. Century Policing, and the Bureau of Justice Assistance, U.S. Department of Justice, Community Oriented Policing Services. The work that is currently being done with the six test sites (identified from the President's Task Force on 21<sup>st</sup>. Century Policing), is also explored. Since the test sites are in larger metropolitan areas, a recommendation on how small-mid size agencies can benefit from what is being implemented in the larger departments is made. Procedural justice theory and social justice theory is used to help ground the recommendations in what a small to mid-size agency can do to enhance trust and legitimacy in their community.

## **Significance of the Research**

Recent events around the country have highlighted the need for and importance of lasting collaborative relationships between local police and the public. Building trust and nurturing legitimacy on both sides of the police/citizen divide is the foundational principle underlying the nature of relations between the police agencies and the public they serve (The President's Task Force on 21<sup>st</sup>. Century Policing, 2015). The study will assist law enforcement agencies with objectives and ideas to implement in their own small and mid-size departments.

## **Section II**

### **Literature Review**

The following literature review begins with two case examples that set the stage for the next section which is the creation of the President's Task Force on 21<sup>st</sup> Century Policing. The last section focuses on six pilot test sites around the country which were a direct result from the recommendations and action items from the Task Force. The project is titled, "National Initiative for Building Community Trust and Justice".

### **Case Examples**

The fatal shooting of Michael Brown, a black teenager, in August of 2014 by a white police officer in Ferguson, Missouri, and the death of Eric Garner, a black man who died after being put into a choke hold by a New York City police officer in July of 2014, led to a fury of protests under the slogan "Black Lives Matter". Many blacks viewed these two deaths and the failure to indict the officers involved as reflecting a lack of concern for black lives (Lee, 2016).

The U.S. Department of Justice report on the Ferguson Police Department (FPD) may shed light on why the small town of Ferguson with a population of just over 21,000 residents (U.S. Census Bureau, n.d.) was a prime location for protests and civil unrest over law enforcement practices. The practices include aggressive enforcement of municipal ordinances to generate revenue, inadequate training and supervision as it relates to use of force issues, and a pattern of racial bias in policing that diminished trust in the police by African-Americans. The racial makeup of Ferguson had seen a reversal in the past two decades. In 1990, the city's population was 74% white and 25% black but by 2010 the white population fell to 29% while the black population rose to 67%. The significant increase in the black population was accompanied by rising poverty and unemployment rates.

Some research finds police killings are associated with the quantity of the minority population, while others find they are more prevalent in areas with higher poverty and unemployment rates. Gabrielson, Jones, and Sagara (2014) found that young black males were at an increased risk of being shot by the police, 21 times greater, than their white counterparts. The 1,217 fatal police shootings from 2010 to 2012 showed that blacks, age 15-19, were killed at a rate of 31.17 per million verses 1.47 per million white males of the same age group.

Although the DOJ reported that many FPD officers were quick to escalate encounters with subjects they perceived to be disobeying their orders, the DOJ concluded that Officer Wilson's actions were not objectively unreasonable under federal law which permits the use of deadly force by an officer when he/she believes a suspect's actions place him/her, or others, in imminent danger of death or serious bodily injury. The Ferguson shooting and subsequent "Black Lives Matter" movement initiated a national dialogue about the use of deadly force (Rosenfeld, 2015) and perhaps a catalyst for the creation of the President's Task Force on 21<sup>st</sup> Century Policing.

### **The President's Task Force on 21<sup>st</sup> Century Policing**

In the wake of recent events that drew heavy media attention and exposed conflict in the relationships between local police and the communities they protect and serve, on December 18, 2014, President Barack Obama signed Executive Order 13684 which established the Task Force on 21<sup>st</sup> Century Policing. While creating the eleven member task force, the President spoke of the distrust that is present between many police departments and communities. He noted that too many people, particularly young people of color, do not feel as if they are being treated fairly in a country where our basic principle is equality under the law. The philosophical foundation of

the task force was to provide recommendations to build trust between citizens and their peace officers so that all components of a community are treating each other fairly and justly; and are invested in maintaining public safety in a place of mutual respect (Final Report of the President's Task Force on 21<sup>st</sup> Century Policing, 2015)

Decades of research and practice portrays that the public cares as much about how law enforcement interacts with them as much as they care about the outcomes that legal actions produce. People are more likely to be law abiding when they believe those who are enforcing it have the right and legitimate authority to tell them what to do. Therefore, building trust and legitimacy is not just a policing issue; it encompasses every component of the criminal justice system and is intertwined with other issues affecting the community such as poverty, education, and public health (Final Report of the President's Task Force on 21<sup>st</sup> Century Policing, 2015).

The mission of the task force is to explore ways of fostering strong, collaborative relationships between local law enforcement and the communities they protect as well as to make recommendations to the President on ways policing strategies can encourage effective crime reduction while building public trust. Task force members were selected by the President based on their ability to contribute to its mission due to their relevant perspective, experience, or subject matter expertise in policing, law enforcement and community relations, civil rights, and civil liberties (Final Report of the President's Task Force on 21<sup>st</sup> Century Policing, 2015).

The task force had 90 days to conduct hearings, review research, and make recommendations to the President. It had to focus on defining the most significant issues affecting police-community interactions, questioning the contemporary relevance and truth about assumptions in reference to the nature and methods of policing, and identifying the areas where

research is needed to showcase examples of evidence-based policing practices compatible with current realities (Final Report of the President’s Task Force on 21<sup>st</sup> Century Policing, 2015).

To accomplish the mission, the task force had several listening sessions to hear testimony and create recommendations for action, from government officials, law enforcement officers, academic experts, technical advisors, leaders from established non-governmental organizations such as grass-root movement members, and any citizen who wanted to submit comments. The sessions were held in January and February on 2015 at various locations around the country. Additional White House listening sessions engaged other groups of people to include people with disabilities, the LGBTQ community, and members of the armed forces (Final Report of the President’s Task Force on 21<sup>st</sup> Century Policing, 2015).

Each of the listening sessions addressed a specific area of policing and police-community relations and cumulatively covered the six major topics which are referred to as “pillars”. The six pillars are:

Pillar 1 – Building Trust and Legitimacy

Pillar 2 – Policy and Oversight

Pillar 3 – Technology and Social Media

Pillar 4 – Community Policing and Crime Reduction

Pillar 5 – Training and Education

Pillar 6 – Officer Wellness and Safety

The task force recommendations, each with action items, are organized around these six pillars. The task force also submitted two overarching recommendations: 1) the President should support and provide funding for the creation of a National Crime and Justice Task Force to review and evaluate all components of the criminal justice system for the purpose of making recommendations to the country on comprehensive criminal justice reform; 2) the President should promote programs that take a comprehensive and inclusive look at community-based initiatives that address the core issues of poverty, education, health, and safety (Final Report of the President's Task Force on 21<sup>st</sup> Century Policing, 2015).

### **Pillar 1: Building Trust and Legitimacy**

Building trust and nurturing legitimacy on both sides of the police-community divide is the first pillar and the foundational principle underlying the inquiry into the nature of relations between the police and the communities they serve. Even though policing has become more effective, better equipped, and better organized to fight crime in the past few decades, Gallup polls indicate that the public's confidence in police work has remained stagnant, and among certain populations of color, confidence has decreased (McCarthy, 2014). McCarthy found that in 2014, 60% of whites were more trusting in the police's confidence to protect them from violent crimes compared to 49% of non-whites. The percentage of non-whites was only a few points off from what it was in 1985 which indicated that confidence had not improved much over the last three decades. Newport (2016) reported, from a subsequent Gallup poll, that 56% of Americans currently have confidence in the police which is up from the 22 year low of 52% in 2015. In 2016, the percent of whites' confidence in the police rose to 62% while non-whites dropped to 39%. Newport noted that overall, confidence in the police is essentially back to where it was before several highly publicized incidents involving white police officers and young black men.

The Report contends that the decline in non-white confidence in the police may be contributed to the idea that the poor and people of color have felt the most impact of mass incarceration. Muller and Schrage (2014) studied the relationship between mass imprisonment and trust in the law. They offer that when a state incarcerates its citizens at comparatively and historically unprecedented rates, it may begin to lose its resident's trust. Two facets that might separately contribute to the decline in the trust of the criminal justice system are 1) the U.S. imprisonment rate between 1970 and 2010 rose from approximately 100 per 100,000 residents to 500 per 100,000 residents. They argue that no other nation incarcerates such a large percent of its population. 2) As the U.S. imprisonment rate increased, it retained a noticeable racial disparity. The authors note that African Americans are imprisoned approximately six times the rate of white people. The high disparity has meant that the experience of incarceration directly pervades the lives of the African Americans whom are confined as well as indirectly through ties to the imprisoned friends and family members. Muller and Schrage predict that the consequences from reductions in trust in the criminal justice system could result in political resistance, more crime, and avoidance of authorities. They conclude with the idea that African Americans who have been involved directly or indirectly with the criminal justice system believe the racial disparity in incarceration stems from law enforcement targeting young black men and from the courts' willingness to convict them. However, they also conclude that the white population's relative insulation from the experience of imprisonment has begun to diminish. The white incarceration rate has increased and subsequently, white residents' opinion that the courts are too harsh. Growing white dissatisfaction with criminal justice institutions could increase the volume of the political constituency opposing mass incarceration. However, previous scholars

suggest that those who believe the law is just are more likely to abide by it (Muller & Schrage, 2014).

Kaeble, Glaze, Tsoutis, and Minton, U.S. Department of Justice (DOJ) Statisticians (2016), found that at the end of 2014, there were over 6.8 million people under supervision in the U.S. adult correctional system. Over 1.5 million were in a state or federal correctional facility; about 744,600 were in a local jail; over 3.8 million were on probation; and about 856,900 were on parole. About 1 in 36 adults in the U.S. was under some form of correctional supervision at that time which is the lowest rate observed since 1996 when there were 1.3 million fewer offenders.

DOJ statistician Carson (2015), reported that in 2014, 6% of all black males between 30 and 39 years old were in prison, compared to 2% of Hispanic and 1% of white males in the same age group. Approximately 516,900 black males were in state or federal prison at the end of 2014, accounting for 37% of the male prison population. White males made up 32% (453,500) followed by 22 % of Hispanic males (308,700). White female state and federal prisoners (53,100) outnumbered black (22,600) and Hispanic (17,800) females.

Carson (2015) also noted that compared to violent and property offenders, inmates serving time for drug offenses in state prisons showed minimal racial disparity at the end of 2013 (most current data). The percentage of white (15%), black (16%), and Hispanic (15%) state prisoners sentenced for drug offenses were similar; however, a smaller percentage of whites were in prison for violent offenses (48%) than blacks (57%) and Hispanics (59%).

## **Pillars 2-6**

Pillar 1, Building Trust and Legitimacy, is the focus of this paper; however, pillars 2-6 intricately intertwine with pillar 1. According to the President's Task Force on 21<sup>st</sup> Century Policing Final Report (2015), Pillar 2, Policy and Oversight, emphasizes that law enforcement should create policies that reflect the values in the community. This is accomplished by collaborating with community members, especially those in areas that are disproportionately affected by crime. It is recommended that all policies be made public to ensure transparency. Pillar 2 also highlights a key point of this paper which is to focus on how smaller and mid-size agencies can build trust and legitimacy in their community. It is recommended in pillar 2 that the DOJ's COP's program provide technical assistance and incentive funding to cities with small police agencies that take steps toward interagency collaboration, shared services, and regional training.

Technology ties into pillar 3 in that the Final Report states technology can improve policing practices as long as the implementation is built on defined policies. The technology component addresses equipment such as body worn cameras that promote transparency; as well as social media which can also be used to be transparent by educating the public about topics like policies, key issues facing the agency and community, and police tactics (*why* the police respond to certain situations the way they do).

Social media is an extremely powerful tool that could assist with the components of pillar 4, *Community Policing and Crime Reduction*; and pillar 5, *Training and Education*. Community policing encourages working with neighborhood residents to co-produce public safety and reduce crime. The Final Report states that as the scope of law enforcement's responsibilities

expand, the need for more effective training is critical. Police officers and leaders must be trained to address a plethora of new challenges to include terrorism, changing technologies, immigration, changing laws, cultural mores, and a growing mental health crisis.

Lastly, pillar 6, *Officer Wellness and Safety*, highlights the importance of promoting wellness and safety at every level in an organization and to make it a multi-partner effort with the DOJ's multi-faceted officer wellness and safety initiative. The Final Report gives examples to accomplish better officer wellness and safety to include being provided with tactical first aid kits and ballistic vests, as well as adopting policies to require the use of wearing the vests and seatbelts. It is also recommended that the federal government develop programs to provide financial support for police officers to pursue educational opportunities.

### **Recommendations and Action Items of the Report**

Improving communication across diverse groups of people is important to modern policing and a continuous theme in the Final Report of the President's Task force of 21<sup>st</sup> Century Policing (Dixon & Shoss, 2016). Some of the Report's recommendations highlight the importance of cross-cultural communication for implementing key pillars of the strategy, including: building trust and legitimacy; policy and oversight; and improving officer training. For example, the Illinois General Assembly passed laws that mandate training to all police officers in the state which includes topics such as cultural competency, implicit bias, and racial and ethnic sensitivity. The new training requirements were effective beginning in January of 2016; however, the Illinois Law Enforcement and Training Standards Board (ILETSB) were left without resources to develop the training (Dixon & Shoss, 2016).

Dixon and Shoss (2016) acknowledge that police departments across the U.S. have constantly been challenged with interacting with communities of color. These interactions have often led to friction and diminished relationships. As these concerns have increased, police agencies have sought tools to bridge the gap. There is a critical need to build community relations through better communication. In this present day of technology, we have tools such as instant messaging, social media, and cell phone cameras to help understand the dynamics of culturally learned responses to conflict. The demand for better cultural understanding and advanced ability to communicate efficiently and effectively is prevalent across the law enforcement profession. Administrators such as police chiefs and city policymakers need to have a better cultural understanding in the creation of policy. Operationally, managers should understand cultural issues as they allocate their limited resources while responding to community concerns. De-escalation strategies are important at the tactical level where police officers need to maintain their safety and the safety of others.

Dixon and Shoss (2016) stated that in order to build trust in different cultural communities while gaining the public's respect, it is vital that law enforcement personnel at all levels be cognitive of their own bias, their communication styles, and culturally learned responses to conflict. This foundation will enable them to adapt their strategies, tactics, and actions while being better prepared to de-escalate dangerous situations in the diverse communities they are patrolling. This adaptation is a crucial element to building trust and gaining respect from the public.

There are 9 recommendations within Pillar 1 in the final report of the President's Task Force on 21<sup>st</sup> Century Policing. Each recommendation is followed by one or more action items.

In summary, the recommendations and action items promote *procedural justice* as the guiding principal for internal and external policies and practices.

According to Callanan and Rosenberger (2011), two key tactics have been developed to justify studying the public's perception of the police. The instrumental approach is the first and it assumes that if law enforcement is effective in their work, citizens will gain more confidence in them. This approach often examines the public's satisfaction with different aspects of police performance, such as response times to calls for service, and solving crimes. The second approach, procedural justice, assumes that if the public believes they have been treated fairly by the police, they will have more trust in them. This approach asks individuals about their opinion of procedural fairness including how they were treated by the police officers during an encounter and unethical behavior, such as excessive use of force. Regardless which approach is employed, studies have tended to focus on individual's experiences with law enforcement and have overlooked the importance of the media in forming attitudes towards the police (Callanan & Rosenberger, 2011).

The Task Force encourages a *guardian mindset* to build trust and legitimacy. They recommend acknowledging and learning from past and present injustices and discrimination. A follow up action item states that the U.S. Department of Justice should develop and disseminate case studies that provide examples where past injustices were publicly acknowledged by law enforcement agencies in a manner to help build community trust.

Rahr and Rice (2015) note that as a profession, the police have strayed away from Sir Robert Peel's idea of, "The police are the people, and the people are the police" to a culture and mindset more like warriors at war with the people the police are sworn to protect and serve. American law enforcement seems to have strayed off the course of building intimate community

ties towards creating a distance from the community, despite two decades of aspiring to implement community policing. In some communities, the friendly neighborhood police officer, the community guardian, has been turned into the urban warrior. Trained for battle and equipped with the sophisticated technology and weaponry of modern warfare, officers can lose sight of the benefits of building close community relationships.

Gross (2016) adds that police officers often regard noncompliance with their orders as a provocation that justifies the use of force. For decades, officers had the mentality that they were fighting the “war on crime”. Their firearms and defensive tactics training reflected that mentality while virtually ignoring crisis intervention and de-escalation strategies. Police departments were militarized with the help of the Defense Department which provided local agencies with body armor, assault rifles, grenade launchers, and armored vehicles. This militarization helped transform police officers from guardians into warriors. The Task Force recognized the need to alter the culture of law enforcement from a warrior to a guardian mindset.

The Task Force suggested police agencies should establish a culture of transparency and accountability. One action item suggests that the agencies make all department policies available for public review and regularly post information about stops, arrests, reported crime, and other law enforcement data. It also suggests that when serious incidents occur, including alleged police misconduct, departments should communicate with the media in a timely and open manner while respecting areas where the law requires confidentiality.

Hopkins (2015) highlighted a concerning ‘use of force’ and ‘non-transparency’ trend with the Metropolitan Police Department (MPD) in the District of Columbia. The media picked up on the issue in 1999 when the Washington Post discovered that officers in the MPD shot and killed more people per resident in the 1990’s than any other large police department in the U.S.

The Post found that in many cases the police were investigating themselves and failed to conduct a thorough investigation. The Post investigation found that shooting incidents were under-reported or misreported by 33%.

The Department of Justice (DOJ) conducted an independent investigation and revealed there was, in fact, a pattern or practice of the use of excessive force by MPD officers. They also found that MPD's complaint system was not equipped to conduct thorough, fair, and timely investigations or promote accountability. The Human Rights Watch (HRW) group also did an investigation and labeled the root problem as a system-wide lack of transparency and accountability. As an example, HRW's request for information from the MPD remained unanswered for two years. One explanation for the delay was that the data was not tracked. HRW also found cultural and linguistic barriers to interactions with the Latino population as well as inadequate firearms training. D.C.'s Latino task force portrayed that there was a real or perceived pattern of widespread, endemic racism and physical and verbal abuse by the MPD against the Latino citizens.

As a result, the DOJ monitored the MPD from 2002 to 2008. MPD had to enter into a Memorandum of Agreement and drastically change their practices. The MPD implemented non-lethal force technologies which reduced the deaths and injuries from shootings by 78%. The number of times MPD officers fired their weapons decreased by 48%. MPD revamped their complaint and investigation system. They also collected and tracked all use of force data. In 2008 MPD brought their compliance level with the MOA up to 80% at which point the DOJ agreed to stop monitoring the MPD (Hopkins, 2015). Being transparent and holding everyone accountable for their actions are two key components to a procedurally just agency.

Four other key recommendations and action items suggest that 1) the police should initiate and then publicize positive non-enforcement events to engage the community. 2) The use of physical control equipment and techniques against vulnerable populations (children, the elderly, etc.) should be used as a last resort. 3) Law enforcement agencies should track the level of trust the communities have in them via surveys. A follow up action item suggested that the government develop standardized models as not to place a financial burden on the departments. 4) Law enforcement agencies should strive to create a diverse workforce that has a combination of different races, genders, languages, life experiences, and cultural backgrounds in an attempt to improve the understanding and effectiveness of the community. The Task Force suggested that the government create a Law Enforcement Diversity Initiative to assist with the diversification which will better reflect the demographics of the community. They also suggest that successful police agencies should be celebrated while others with less diversity should be offered technical assistance to facilitate the change. It is also recommended that discretionary federal funding for law enforcement programs could be influenced by the department's efforts to improve their diversity and cultural responsiveness.

## **6 Pilot Test Sites**

The National Initiative for Building Community Trust & Justice (National Initiative) was established to improve relationships and increase trust between communities and the criminal justice system ([trustandjustice.org](http://trustandjustice.org), n.d.). The National Initiative is a three year project that is funded by the Department of Justice. Its focus is also to advance the public and scholarly understandings of the issues contributing to those relationships. The National Initiative highlights three concepts that have potential for concrete and rapid progress:

- *Reconciliation* facilitates conversations between communities and law enforcement that allow them to address past tensions, grievances, and misconceptions. It also promotes a fresh start and new relationships.
- *Procedural Justice* focuses on how the characteristics of law enforcement interactions with the community form the public's views of the police, their willingness to obey the law, and actual crime rates. Procedural justice is reviewed in more detail in Section III.
- *Implicit Bias* draws attention on how largely unconscious psychological processes can shape police actions and lead to racially disparate outcomes even where actual racism is not present.

The National Initiative combines current and newly developed strategies informed by these concepts in six pilot sites around the country. The six pilot sites include Minneapolis, MN; Stockton, CA; Pittsburgh, PA; Fort Worth, TX; Birmingham, AL; and Gary, IN. Each of the six sites were selected due to their willingness and capacity to engage in the National Initiative's research, intervention, and evaluation process, as well as the size of the jurisdictions, ethnic and religious composition, and population density (trustandjustice.org, 2016).

The National Initiative will also create and implement interventions for victims of domestic violence and other crimes, youth, and the LGBTQI community; conduct research and evaluations; and create a national clearinghouse where information, research, and technical assistance are available for community leaders and those in the criminal justice field. The initiative is guided by a board of advisors from different backgrounds to include law enforcement leaders, academia and faith-based groups, as well as community leaders and civil rights advocates.

## National Initiative Implementation Plan

According to the National Initiative's Implementation Plan, each agency will receive a customizable procedural justice curriculum based on the Chicago Police Department (CPD) model. Agency instructors traveled to Chicago at the end of October, 2015 for five days to participate in a train-the-trainer event. During the first segment they were made aware of procedural justice concepts and learned how to incorporate those ideas into their daily routine, particularly when dealing with the public. Participants also had a session on the historical perspective on policing, which has been identified by the National Network for Safe Communities (NNSC) as a crucial first step in the development of the reconciliation process. Implicit bias training was also incorporated through the five days. Workshops for agency command staff were conducted and designed after the National Initiative principles ([trustandjustice.org](http://trustandjustice.org), n.d.).

Climate Assessment and Attitude Behavior Matching surveys will be conducted as part of the implementation plan. The surveys will measure officer's perceptions, opinions, and biases. Both sets of surveys will allow the project team to understand departmental climate as well as the relationship between attitudes, biases and policing behavior. The results will help guide the development and implementation of new policies, programs, and practices.

The CPD will collect data on use of force, pedestrian stops, and vehicle stops from each agency and submit the information into the National Justice Database (NJD). The data collected will be standardized across all of the pilot sites and other law enforcement agencies that participate in the NJD project. The goal is to facilitate the identification of those areas where intervention is needed. Interventions may include training, policy changes, or changes in

practices that the police are accustomed to during their daily routine. After reviewing the NJD results, the surveys, and policies and procedures, a resource list of model policies that have been adopted across the country will be provided to each agency.

As part of the implementation plan, the National Initiative team will create a reconciliation and truth-telling process tailored specifically to each agency and their marginalized communities, including an acknowledgment of historical harms, narrative sharing, and a commitment to reform. Small reconciliation groups of agency leaders and influential community members will meet in an attempt to change the culture and practices in law enforcement.

Technical assistance will be provided to each agency to implement the NNSC's Group Violence Intervention (GVI) which has demonstrated that violence can be dramatically reduced when a partnership of community members, the police, and social service providers engage with the active members of street groups such as gangs. A clear message against violence and the legal consequences are communicated with the street groups as well as a genuine offer of assistance is extended to those members who want it. The National Initiative team will also implement interventions to address specific targeted subpopulations that have historically troubled and/or distrustful relationships with the police ([trustandjustice.org](http://trustandjustice.org), n.d.).

### Minneapolis, Minnesota

Minneapolis is the largest city in Minnesota with over 58 square miles. In 2014, Minneapolis had a population of 394,424. Of those, 66% were white; 18% were black; and 10% were Hispanic or Latino. At that time, the median household income was \$50,767 and the median housing value was \$205,200. 23% of the population was in poverty. Eighty-nine

percent of the population had a high school degree or higher. Twelve percent of the population did not have health insurance (U.S. Census Bureau, n.d.).

The Minneapolis Police Department (MPD) is led by Chief Janee Harteau. She is in charge of approximately 840 sworn officers and 300 civilian employees. The tasks of her office are to create an organizational environment that is most conducive to superior performance by individual department employees in their responsibilities. Another main objective is to maintain the professional integrity of employees. In 2015 the agency reported 47 homicides, 407 rapes, 1,896 robberies, 2,045 aggravated assaults, 3,555 burglaries, 12,069 thefts, 1,717 motor vehicle thefts, and 116 arsons (Federal Bureau of Investigations, n.d.).

According to the 2016 National Initiative Status Report, which is a report that describes the city's progress at the midpoint of the project's second year, the National Initiative team and the MPD implemented a comprehensive curriculum on procedural justice tailored specifically for Minneapolis. The curriculum highlights several modules that define the concept of legitimacy, procedural justice and its benefits; reviews current relationships between the police and community; and assist MPD officers understand the role history has played in diminishing legitimacy. In addition, it contains modules that explore the real-life application of procedurally just policing principles and provides a detailed package of discussion points, exercises, videos, and photographs that help officers recognize when, where, and how the principles should be applied. The National Initiative team is assisting with the implementation of the curriculum into MPD's Training Academy. All sworn members had completed the curriculum and are now equipped with the principles, understanding, and best practices necessary for procedurally just policing that focus on giving the public a voice, employing neutral decision-making with an

emphasis on transparency, demonstrating respect for citizens' rights and dignity, and increasing trust within the police department.

New curriculum is also being developed for MPD to address and reduce implicit bias. All sworn officers will be trained on the new curriculum in the fall of 2016. The officers will be aware of the many factors that go into decision making; how police officers can make better choices when conscious of the biases and stereotypes that exist especially in marginalized populations; and be mindful of the many challenges by actively trying to reduce the effects of implicit bias. The subpopulations for Minneapolis have been identified by the National Initiative team as the youth, immigrant communities, LGBTQI, and victims of domestic violence. MPD also plans on offering training to the public that will highlight the National Initiative curricula to provide a greater understanding of how all people contribute to societal implicit bias (trustandjustice.org, n.d.).

Other positive outcomes of the National Initiative efforts so far are:

- MPD implemented a new policy, “Interactions with Transgender and Gender-Nonconforming Individuals” to improve the quality of interactions between officers and transgender individuals.
- Members from MPD have attended “Enhancing Law Enforcement Response to Violence Against Women” training as well as a Crisis Intervention Teams (CIT) for youth training.
- Trust building with the Native American population continue with meetings to include meetings with the Narcotics Unit.
- A program to replace court appearances for disorderly conduct arrests will be replaced with a meeting between the arresting officer and offender to try to talk through the issue

- A policy for all officers to wear body cameras is in progress
- A collaboration to reduce detention for low-level offenses through an Adult Detention Initiative will be implemented.

### Stockton, California

Stockton is the 13<sup>th</sup> largest city in California with over 64 square miles. In 2014, Stockton had a population of 297,223. Of those, 45% were white, 12% were black, and 41% were Hispanic or Latino. At that time, the median household income was \$45,347 and the median housing value was \$166,800. Twenty-six percent of the population was in poverty; 75% had a high school degree or higher; and 17% of the population did not have health insurance (U.S. Census Bureau, n.d.).

The Stockton Police Department (SPD) is led by Chief Eric Jones. He is in charge of approximately 377 sworn officers and 226 civilian employees (stocktongov.com). In 2015, the agency reported 49 homicides, 135 rapes, 1,144 robberies, 2,794 aggravated assaults, 2,891 burglaries, 8,119 thefts, 1,988 motor vehicle thefts, and 103 arsons (Federal Bureau of Investigations, n.d.).

According to the 2016 National Initiative Status Report, SPD is unique among the six pilot sites for already having an existing procedural justice training program (trustandjustice.org). Chief Jones' "Principled Policing" training program is about real and sustainable efforts to make a difference within the community (Jones, 2016). Jones added that in 2012 SPD began efforts to reach out to the community after huge staffing cuts, skyrocketing violent crime, and emergence from municipal bankruptcy.

At the beginning of 2015, Jones introduced Principled Policing as an organizational theory which refers to the overall philosophy that intertwines organizational structure, culture, and strategies. SPD trains with the Oakland Police Department and the California Partnership for Safe Communities to develop an ongoing and comprehensive training policy. Together they are implementing the principles into crime fighting tactics and strategies, policies and procedures, and into their performance management and crime analysis functions. They are also acknowledging and coming to terms with the historical perspectives of the minority groups and immigrant communities.

An example of Principled Policing in SPD is the evidence-based violent crime reduction strategy known as Ceasefire, which incorporates community involvement and increases their trust in the police. The Principled Policing training also reminds officers why they swore their oath and helps them with wellness and stress issues. Four main tenants of the training are 1) giving others a voice, 2) neutrality in decision making, 3) respectful treatment, and 4) trustworthiness (Jones, 2016).

The 2016 National Initiative Status Report highlights some of the significant progress SPD has made to include ([trustandjustice.org](http://trustandjustice.org)):

- Including language into officer, sergeant, and field training officer evaluations that requires documentation of procedural justice practices
- Requiring supervisors to evaluate their officers' understanding and application of procedural justice in transfer requests and promotional exams
- Adding the tenets of procedural justice to the department's conduct policies
- Revising K-9 policy to be more civilian-friendly

- Requiring officers to receive annual mental health training

### Pittsburgh, Pennsylvania

Pittsburgh is the second largest city in Pennsylvania with 58 square miles. In 2014, Pittsburgh had a population of 306,045. Of those 67% were white, 25% were black, and 3% were Hispanic or Latino. At that time, the median household income was \$40,009 and the median housing value was \$91,500. Twenty-three percent of the population was in poverty; 91% had a high school diploma or higher; and 10% of the population did not have health insurance (U.S. Census Bureau, n.d.).

The Pittsburgh Bureau of Police (PBP) is led by Chief Cameron McLay. Chief McLay is in charge of 900 sworn officers to include 3 Assistant Chiefs whom oversee the Operations Division, Investigations Branch, and Administration Branch (pittsburghpa.gov). In 2015, the agency reported 57 homicides, 82 rapes, 858 robberies, 1,170 aggravated assaults, 2,197 burglaries, 7,097 thefts, 601 motor vehicle thefts, and 172 arsons (Federal Bureau of Investigations, n.d.).

According to the 2016 National Initiative Status Report, PBP has been making progress. The following are seven new key specific areas (trustandjustice.org, 2016):

- As a result of a transgender working group involving the police, city representatives, and members of the LGBTQIA community, a new policy was created titled “Interactions with Transgender Gender-Nonconforming Individuals”.
- In conjunction with the Pittsburgh Law School, a Youth Police Advisory Committee was developed to improve the relationship with the police and youth with a focus *dialogue*,

*cultural literacy, positive interaction, and youth with disabilities.* Chief McLay attends the monthly meetings.

- Crisis Intervention Team (CIT) training is conducted regularly with a specialized focus on the youth.
- In an effort to collaboratively improve services and outcomes for underserved youth including homeless and LGBTQIA, PBP participates in citywide, multi-agency initiatives to include *My Brother's Keeper*, *Cities United*, and *Door to Door Safety Meetings*.
- Joined forces with the Allegheny County Jail to prevent LGBTQIA harassment in detention, to seek LGBTQIA representation on the jail's intake board, and to coordinate transgender sensitivity training.
- PBP hosts meetings with the American Disabilities Association to improve services for members of the community with disabilities; to implement new technology to help the police connect the homeless to services; and to work with community organizations on a "Lethality Assessment Program" for victims of domestic violence and/or sexual assault.
- PBP is working on creating an "Office of Professional Standards" as well as an "Early Warning System" for police misconduct.

### Fort Worth, Texas

Fort Worth, Texas is the fifth largest city in Texas covering approximately 350 square miles. In 2014, Fort Worth had a population of 778,573 (the largest of the test sites). Of those, 65% were white, 19% were black, and 34% were Hispanic or Latino. At that time, the median household income was \$52,492 and the median housing value was \$122,100. Nineteen percent of the population was in poverty; 80% of the population had a high school diploma or higher; and 23% of the population did not have health insurance (U.S. Census Bureau, n.d.).

The Fort Worth Police Department (FWPD) is led by Chief Joel Fitzgerald whom is in charge of over 1,500 sworn officers (fortworthpd.com). In 2015, the agency reported 56 murders, 516 rapes, 981 robberies, 2,806 aggravated assaults, 6,005 burglaries, 21,489 thefts, 2,258 motor vehicle thefts, and 142 arsons (Federal Bureau of Investigations, n.d.).

According to the 2016 National Initiative Status Report, the FWPD is working with the National Network for Safe Communities to implement a Drug Market Intervention (DMI) designed to eliminate open-air drug markets and minimize associated violence and disorder, while reducing incarceration and strengthening relationships between police and the community. Fort Worth is unique among the other pilot sites in that the DMI features a tailored reconciliation framework with neighborhood-level police-community dialogue to address past tensions, grievances, and misconceptions that added to the mutual mistrust. FWPD officers are also exposed to minority citizens in a non-confrontational, positive learning environment as part of a multicultural committee's goal to remove misconceptions and build familiarity to promote effective and just policing (trustandjustice.org, 2016).

### Birmingham, Alabama

Birmingham, Alabama covers approximately 152 square miles. In 2014, Birmingham had a population of 211,705. Of those, 23% were white, 73% were black, and 4% were Hispanic or Latino. At that time, the median household income was \$31,217 and the median housing value was \$86,100. Thirty-one percent of the population was in poverty; 84% of the population had a high school diploma or higher; and 17% of the population did not have health insurance (U.S. Census Bureau, n.d.).

The Birmingham Police Department (BPD) is led by Chief A.C. Roper. Chief Roper is in charge of 912 sworn officers and 325 professional staff members (police.birminghamal.gov). In 2015 the agency reported 79 murders, 159 rapes, 1,114 robberies, 2,355 aggravated assaults, 3,146 burglaries, 8,838 thefts, 1,515 motor vehicle thefts, and 145 arsons (Federal Bureau of Investigations, n.d.)

According to the 2016 National Initiative Status Report, BPD has been making progress. Unique from other test sites, BPD is having their School Resource Officers (SRO) attend specialized training at Auburn University to address the adolescent brain, mental health issues, and substance abuse. SRO's now focus on in-school diversions which aims to use the school system to reduce arrests rather than using the criminal justice system.

BPD partnered with the District Attorney's Office, Crisis Center, and YWCA to provide victim services through the Family Justice Center for victims of domestic violence and/or sexual assault. BPD reinforced their commitment by hosting the International Association of Chiefs of Police (IACP) "Law Enforcement Response to Violence Against Women" training which focused on best practices. The District Attorney's Office is also implementing a training protocol for officers, court personnel, advocates, and prosecutors due to a U.S. Department of Justice grant for a "Sexual Assault Justice Initiative".

#### Gary, Indiana

Gary, Indiana spans over 57 square miles and is approximately 25 miles from Chicago, IL. In 2014 Gary had a population of 79,165. Of those, 12% were white, 83% were black and 6% were Hispanic or Latino. At that time the median household income was \$27,458 (the lowest of the 6 test sites) and the median housing value was \$65,500. Thirty-nine percent of the

population was in poverty (the highest of the 6 test sites); 83% of the population obtained a high school diploma or higher; and 19% did not have health insurance (U.S. Census Bureau, n.d.).

The Gary Police Department (GPD) is led by Chief Larry. In 2015 the agency reported 50 murders, 25 rapes, 204 robberies, 176 aggravated assaults, 990 burglaries, 2,027 thefts, 380 motor vehicle thefts, and 52 arsons (Federal Bureau of Investigations, n.d.).

According to the 2016 National Initiative Status Report, the unique progress of the GPD includes the recent creation of Teen Court where the police identify individuals for pre-arrest intervention, and coordinate with social services to provide behavioral therapy and community work treatment plans (trustandjustice.org, n.d.). Laundra, Rodgers, and Zapp (2013) studied the effects of restorative justice principles in a teen court setting. The criminal justice system has continued on a path of increased costs for law enforcement and ultimately the tax payers. Restorative justice programs such as *teen court* have proven to be less costly. Beyond the monetary concerns, the historical responses to crime such as harsher laws and longer sentences, does not seem to be effective in minimizing juvenile crime. The program enables the victim, the offender, and other members of the community to be directly involved with addressing the crime and determining an outcome with the assistance of a professional facilitator. Juveniles who complete the programs do not face criminal charges or sanctions. Qualitative results suggested that, overall, teen court was a valuable experience for the offenders and their parents (Laundra, Rodgers, & Zapp, 2013).

## Section III

### Theoretical Framework

The following information addresses two theories associated with a community's (dis)trust with the police. The first section provides information about *performance theory*, and the following sections highlight two social justice theories, *relative deprivation* and the *procedural justice-based model*.

#### Performance Theory

Performance theory relates trust and distrust to good and bad performance of government. There are two types of performance theories, macro and micro. Macro-performance theory states that trust in the authorities stem from the differences in the range of social phenomena for which they are responsible for such as the unemployment or crime rate. The theory suggests that the confidence that the public places in the police is based on the degree to which they are bothered by crime, disorder, and feelings of insecurity. The assumption is that the public expects a safe, crime-free community and they view the police as the key component responsible for bringing this about. Micro-performance theory is linked to the actual outcome of services by the authority and whether they met or failed to meet expectations. The more the public's expectations are met, the more confidence they will have with the authorities (Van Craen, 2013).

Jackson, Bradford, Hohl, and Farrall (2009), argue that trust in the police is heavily influenced by concerns of disorder. The authors suggest that the public creates an opinion of the police, not on whether they fear for their own safety, but rather on the extent to which they believe the police are addressing the moral consequences of criminal activity. People rely on the

police to strengthen moral structures and they expect the police to defend community values and norms. Antisocial behavior, disorder, and incivilities undermine trust in the police because they lead people to believe that the police are no longer symbols of moral authority. Performance theory focuses on outcome criteria; however, the procedural just based-model focuses on the way in which the public is treated by the police as a gauge of trust in them.

## **Social Justice Theory**

Most criminological and sociological historians credit the origin of social structure theories to the research conducted during the Industrial Revolution in the early to mid-1800's by several European researchers. Societies were transforming from primarily agriculturally based economies to industrial based economies. The movement from rural farmlands to populated urban cities resulted in an increase in social problems (Tibbetts & Hemmens, 2010).

There are four bodies of social justice theories that seek to explore the importance of judgments about justice and injustice on feelings and attitudes: *relative deprivation*, *equity*, *retributive justice*, and *procedural justice* (Tyler & Smith, 1995). This section will highlight relative deprivation and the procedural just-based model.

### Relative Deprivation

Adolphe Quetelet (1796-1874) was a Belgian researcher who studied the relative stability of crime rates in France. He found that certain types of individuals were more likely to commit crimes such as young, poor, uneducated males as well as unemployed persons. Quetelet found that in addition to the demographics, opportunity played a major factor with where crime was concentrated. However, unique to prior researchers, Quetelet added that greater inequality or gaps between the wealthy and poor in the same place tended to fuel temptations and passions.

This concept is referred to as *relative deprivation* (Tibbetts & Hemmens, 2010). The authors gave the example that many areas of deprivation in the U.S. do not have high crime rates because everyone is poor, so people are basically content with their lives in relation to their neighbors. Contrarily, areas of the country that have both wealthy and poor people living in close proximity causes animosity and feelings of being deprived.

### Procedural Justice

According to Mazerolle, Bennett, Davis, Sargeant, and Manning (2013), procedurally just behavior is based on four key principles:

1. Treating people with dignity and respect
2. Giving individuals “voice” during encounters
3. Being neutral and transparent in decision making
4. Conveying trustworthy motives

Research indicates that these principles lead to relationships in which the community trusts that police officers are honest, unbiased, benevolent, and lawful. The authors conducted a systematic review of police-initiated interventions that sought to enhance citizen perceptions of police legitimacy. They found that the police can utilize a variety of initiatives to include conferencing, community-policing, problem-oriented policing, reassurance policing, informal police contact, and neighborhood watch groups. Mazerolle et. al. (2013) concluded that it is the procedurally just features of the training, direction, and organizational innovation that most fosters positive attitudes and legitimacy with the police.

There are both internal and external components to procedural justice in law enforcement. Internal procedural justice equates to the practices within a department and the

relationship officers have with their coworkers and supervisors. Studies on internal procedural justice revealed that officers who felt respected by their leaders and peers were more likely to understand, accept and comply with departmental policies (Haas, Van Craen, Skogan, & Fleitas, 2015). In turn, officers who felt respected by their agencies were more likely to portray this respect into their daily interactions with the community. Officer compliance with their supervisors and policies of the organization promote procedural justice and trust as well as reduces excessive use of force.

Haas et. al (2015), noted that the potential or actual use of force is a feature of police work. Police officers have limitations regarding the amount of force they can use and should only be employed as a last resort and reasonable given the circumstance. Excessive use of force denies citizens the right to be free from unjust and unwarranted government intrusion; makes them fearful of the police; and increases the risk of injury or death. Therefore, it is critical for police officers to follow their policies and procedures, and to use good judgment.

Gross (2016), acknowledged that a series of shootings started a national debate on the topic of the use of deadly force by police officers. He argued that although the debate had entered mainstream media, the law gives little guidance on when the use of force by police is justified. The Supreme Court has made it clear that the Fourth Amendment applies to questions about the use of deadly force, the court has never given any specific guidelines to the police on when the use of deadly force is justified; rather, the standard review the court has promulgated is highly dependent to the judgment of the officer. The courts take into consideration the reasonableness of the level of force used.

External procedural justice hones in on the ways officers interact with the community and how the characteristics of those interactions mold the public's trust of the police. An important factor of external procedural justice comprehends that fair and impartial policing is built on understanding and acknowledging explicit bias (a conscience bias about certain people based on race, gender, socioeconomic status, sexual orientation, etc.) and implicit bias such as the biases people are not aware that they have. Both explicit and implicit bias are harmful. Everybody has biases or prejudices as a result of personal experiences which may influence how they react in certain situations or with unfamiliar people. Studies have shown that implicit bias can be minimized through positive contacts with stereotyped groups and through counter-stereotyping where individuals are exposed to information that is the opposite of the cultural stereotypes about the group (Fridell, 2013).

## Section IV

### Conclusion/Recommendations

Recent events across the country show that the relationship between the police and some members of the community may be at a crossroads. The events have highlighted the need for and importance of lasting collaborative relationships between the local police and the public as well as a need for a plan for the police to build trust and legitimacy in their communities (Chapman & Martin, 2016). As one solution to satisfy this need, President Obama created The President's Task Force on 21<sup>st</sup> Century Policing. The philosophical foundation of the task force was to provide recommendations to build trust between citizens and their peace officers so that all components of a community are treating each other fairly and justly; and are invested in maintaining public safety in a place of mutual respect.

Three specific key takeaways from the efforts of the Task Force that small and mid-size agencies can implement include:

- Learn from past and present injustices and discrimination within the community
- Establish a culture of transparency and accountability
- Initiate and publicize positive non-enforcement events to engage the community

Organizations can also learn from the research conducted on larger agencies such as the Department of Justice's *National Initiative for Building Community Trust and Justice's* 6 pilot programs. The Justice Department created the National Initiative as part of President Obama's goal of creating opportunities for all young people in the country, regardless of their background, to improve their lives and reach their full potential. The initiative assesses the police-community relationship at each test site, as well as develops a specific plan that will enhance procedural

justice, reduce bias, and support reconciliation in neighborhoods where trust has been eroded (Department of Justice, 2015). The National Initiative highlights three concepts that have potential for solid and fast progress – reconciliation, procedural justice, and implicit bias.

In March of 2015, Attorney General Holder announced that the DOJ is providing additional training and technical assistance to police departments and communities that are not part of the pilot program. Police agencies and communities, large or small, can request training, peer mentoring, expert consultation through the Office of Justice Program’s Diagnostic Center. Additionally, the DOJ created an online clearinghouse that includes information about what works to build trust between the public and the police (Department of Justice, 2015).

Three specific key takeaways that small and mid-size agencies can learn and implement from the pilot programs include:

- Create curriculum and policies to learn how to deal with the sub-populations such as the LGBTQI and the youth
- Create diversion and restorative justice programs to reduce criminal arrests for minor offenses
- Integrate the tenets of procedural justice in the department conduct policy

Small and mid-size agencies can build trust and legitimacy in their community by following some of the above principles.

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