Arlington, TX: A Community Policing Story

A guide for law enforcement and community screenings

by Sonia Tsuruoka

Partners in stopping hate

NOT IN OUR TOWN
STOP HATE. TOGETHER.

COPS
Community Oriented Policing Services
U.S. Department of Justice

Photo credit: Arlington Police Department

Deputy Police Chief Leland Strickland and local youth at Arlington's 2016 National Night Out

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Photo credit: Arlington Police Department

Police Chief Will Johnson and a community member at Arlington's 2016 National Night Out

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This film would not have been possible without the cooperation and participation of Arlington residents, students, and leaders who shared their views about policing in their city and their stories of joint activities to create respectful and productive community-police relations.

To the families and their supporters of lost loved ones depicted in this program, we know that the film neither reflects your profound sense of loss nor represents your story. We hope that in some way this film and the discussions that follow can help avoid future tragedy.

In memory of

- Christian Taylor,
  Arlington teen
- Carl Wilson,
  Arlington teen
- Senior Corporal Lorne Ahrens,
  Dallas Police Department
- Officer Michael Krol,
  Dallas Police Department
- Sergeant Michael Smith,
  Dallas Police Department
- Officer Brent Thompson,
  DART Police Department
- Officer Patricio "Patrick" Zamarripa,
  Dallas Police Department

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Many thanks to the staff and leaders of the U.S. Department of Justice's COPS Office for supporting the production and distribution of this film.

Photo credit: Not In Our Town

Lieutenant Tarrick McGuire and students at a Sam Houston High School pep rally in 2016

Introduction

The film *Arlington, TX: A Community Policing Story*, which runs for 28 minutes, examines the challenges of policing in the 21st century, particularly at a time when the public has been increasingly examining and challenging the fraught—and sometimes tumultuous—relationship between law enforcement and communities of color.

The film follows the Arlington Police Department as it navigates a series of widely publicized and profoundly challenging tragedies: the gang-related homicide of 18-year-old Carl Wilson,[1] the death of 19-year-old Christian Taylor in an officer-involved shooting,[2] and the deaths of five officers ambushed in the neighboring city of Dallas, Texas.[3] Arlington Chief Will Johnson emphasizes the perennial importance of clear-eyed, organizational leadership during this time of national introspection in which "the American people are renegotiating the social contract [of] what it means to police in [our country]." The film identifies these present-day tragedies, compounded by historical circumstances, as an opportunity rather than a roadblock for law enforcement leaders, criminal justice practitioners, academic researchers, and community advocates around the country to challenge and subsequently reimagine the landscape of the criminal justice system—especially at times of widespread public scrutiny.

> *"The police and community are very familiar with one another. You can talk to any of these residents, and they'll tell you who their beat officer is, who their sergeant is, who they call."*
>
> ***— Deputy Chief LaTesha Watson***
> *Arlington Police Department*

As a key element of this reimagining, trust building between law enforcement agencies and the communities they are sworn to serve remains not only a fundamental principle of community-oriented policing but also a cornerstone for crisis management in the 21st century. Indeed, as Chief Johnson states, "that basic relational bridge is the glue that keeps communities together when they're dealing with circumstances that nobody wants to go through." This perspective and the Arlington Police Department's community policing initiatives, particularly its coordination of National Night Out and its Mentoring Arlington Youth (MAY) Program,

1. Ryan Osborne, "Killer of Arlington Martin Football Player Gets 30 Years," *Star-Telegram*, February 19, 2016, http://www.star-telegram.com/news/local/community/fort-worth/article61323007.html.
2. Patrick McGee and Manny Fernandez, "Arlington, Tex., Officer is Fired in Fatal Shooting of Christian Taylor," *New York Times,* April 11, 2015, https://www.nytimes.com/2015/08/12/us/arlington-tex-officer-is-fired-in-fatal-shooting-of-christian-taylor.html.
3. "Sniper Ambush Kills 5 Officers, Injures 7 in Dallas Following Peaceful Protest," *NBC 5*, July 7, 2016, https://www.nbcdfw.com/news/local/Protests-in-Dallas-Over-Alton-Sterling-Death-385784431.html.

are why the department was selected by the U.S. Department of Justice and the Office of Community Oriented Policing Services (COPS Office) as "an exemplary implementation model for the . . . Task Force on 21st Century Policing."[4]

Law enforcement agencies, civic leaders, and community organizations can incorporate a screening of the film *Arlington, TX: A Community Policing Story* into police-community events, internal training sessions, and other meetings to

- strengthen relationships between law enforcement and communities through investment in trust-building events, practices, and programs;
- establish transparency, accountability, and opportunities for sustained dialogue between law enforcement and communities in times of crisis;
- discuss relationship building as a foundation for crime prevention, violence reduction, and other local issues in the context of community-oriented policing.

This film and its accompanying screening guide are a part of a project titled The Guardians: Stories of 21st Century Policing, a collaboration between Not In Our Town (NIOT) and the COPS Office. To access all available film resources and tools, visit NIOT's online hub at www.NIOT.org/COPS.

The Guardians: Stories of 21st Century Policing

As views of law enforcement and the communities it serves become increasingly polarized around the country, NIOT is collaborating with the COPS Office to share real-life examples of police-community partnerships that build public trust, reduce crime, and increase safety for residents and officers alike.

Based on recommendations from The Task Force on 21st Century Policing, which President Obama appointed in 2014, resources from The Guardians: Stories of 21st Century Policing initiative include an online hub at www.NIOT.org/COPS, a series of new films and guidebooks highlighting successful practices, and a network of law enforcement leaders committed to spreading community policing strategies that promote safety and inclusion for all.

The films (1) capture the nuance and difficulty of real police work, (2) provide realistic and meaningful examples of how community-oriented policing works and why it is effective, and (3) serve as tools to spark discussion and action through officer trainings and community screenings. *Arlington, TX: A Community Policing Story* is the second film released through the project.

4. Arlington Police Department, "Arlington Police Chosen to Lead Efforts in Advancing Policing Practices around the Country," News, City of Arlington, May 26, 2016, http://www.arlington-tx.gov/news/2016/05/23/arlington-police-chosen-to-lead-efforts-in-advancing-policing-practices-around-the-country/.

Getting Started: Key Concepts and Definitions

Building public trust between law enforcement and communities

A series of controversial, widely publicized officer-involved shootings around the country—including the deaths of 18-year-old Michael Brown in Ferguson, Missouri, and 25-year-old Freddie Gray in Baltimore, Maryland—has brought heightened attention to the "fundamental underlying gap in the ways in which Whites and Blacks view police."[5] Indeed, for more than three decades, Gallup polls have underscored stark differences between the percentages of U.S. White and non-White respondents who reported "confidence in the ability of their local police to protect them." For example, combined data from 2014 through 2016 found a staggering 29 percent point gap in which 58 percent of White respondents reported "a great deal" or "quite a lot" of confidence in the police, compared with 29 percent of Black respondents.[7]

> *"We can be law enforcement officials, and we can be advocates for civil rights—in fact, we should be the best advocates for civil rights."*
>
> — ***Chief Will Johnson***
> *Arlington Police Department*

In 2016, then president of the International Association of Chiefs of Police, Terrence M. Cunningham, who at that time was also the police chief of the Wellesley (Massachusetts) Police Department, apologized "for the actions of the past and the role that [the law enforcement] profession has played in society's historical mistreatment of communities of color."[8] In this statement, Cunningham underscored the origins of today's pervasive crisis in confidence:

> There have been times when law enforcement officers, because of the laws enacted by federal, state, and local governments, have been the face of oppression for far too many of our fellow citizens. . . . While this is no longer the case, this dark side of our shared history has created a multigenerational—almost inherited—mistrust between many communities of color and their law enforcement agencies.[9]

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5. Frank Newport, "Public Opinion Context: Americans, Race and Police," Gallup, July 8, 2016, http://news.gallup.com/opinion/polling-matters/193586/public-opinion-context-americans-race-police.aspx.
6. Justin McCarthy, "Nonwhites Less Likely to Feel Police Protect and Serve Them," Gallup, November 17, 2014, http://www.gallup.com/poll/179468/nonwhites-less-likely-feel-police-protect-serve.aspx.
7. Newport, "Public Opinion Context" (see note 5).
8. "Statement by IACP President Terrence M. Cunningham on the Law Enforcement Profession and Historical Injustices," International Association of Chiefs of Police, news release, October 17, 2016, http://www.theiacp.org/ViewResult?SearchID=2690.
9. "Statement by IACP President Terrence M. Cunningham," IACP (see note 8).

Photo credit: Not In Our Town

Officer DeAndrel Scott (left), parent Lisa Dagley (right), and her son, Malik (center), at a Mentoring Arlington Youth Program dialogue circle at Sam Houston High School in 2016

His statement, undoubtedly the most high-profile public acknowledgment of the decades of harm visited upon communities of color by the criminal justice system, encouraged law enforcement to recognize—and subsequently invest in—public trust as a formal metric of departmental success.

However, a renewed emphasis on public trust does not constitute a new direction in policing; on the contrary, this emphasis can be traced back to the nine principles of policing established by Sir Robert Peel of the London Metropolitan Police District in 1829. His model, which serves as the foundational philosophy behind community-oriented policing, argues in his second principle that "the ability of the police to perform their duties is dependent upon public approval of police actions."[10] This principle, and the larger framework for ethical policing it represents, remains "unique in history and throughout the world because it derive[s] not from fear but almost exclusively from public co-operation with the police, induced by them designedly by behaviour which secures and maintains for them the approval, respect, and affection of the public."[11]

10. 'Sir Robert Peel's Nine Principles of Policing," *New York Times*, April 15, 2014, https://www.nytimes.com/2014/04/16/nyregion/sir-robert-peels-nine-principles-of-policing.html?mcubz=1.

11. Charles Reith, *A New Study of Police History* (London: Oliver & Boyd, 1956), 140.

Supporting Peel's second principle, decades of academic research have established that public trust contributes to greater public deference when the police have personal interactions with members of the community,[12] increased compliance with the law,[13] higher levels of cooperation with police efforts to manage crime,[14] and stronger institutional support for police departments.[15] Perhaps more importantly, academic research has also underscored the critical disadvantages of public mistrust. For example, recent studies suggest that "high-profile cases of police violence—disproportionately experienced by Black men—may present a serious threat to public safety if they lower citizen crime reporting" and thus undermine the ability of law enforcement to fulfill public safety objectives; for example, after Milwaukee officers severely beat Frank Jude, an unarmed Black man, the police department received approximately 22,000 fewer calls for service, particularly from Black residents, over the next year.[16]

On the other hand, an organizational commitment to building public trust, particularly among marginalized communities, is essential to achieving public safety objectives. Indeed, the Task Force on 21st Century Policing—which comprised law enforcement executives, criminal justice practitioners, academic researchers, and community advocates—identified its first pillar, building trust and legitimacy, as "the foundational principle underlying [the task force's] inquiry into the nature of relations between law enforcement and the communities they serve."[17] Following the Arlington Police Department's selection as one of 15 law enforcement agencies identified as an "exemplary implementation model" for the task force, Chief Johnson similarly emphasized trust building as an urgent, albeit long-term, objective within the profession:

> Trust is not built during a crisis; it is not built quickly, and no matter how much trust you build, it can erode over time. Building public trust requires constant devotion, a focus on relationships, and a demonstrated commitment to achieve community goals through personal and organizational actions.[18]

In establishing public trust as a formal metric of success, law enforcement agencies should invest not only in community-based policies, practices, and programs but also in an agency-wide framework that supports and ultimately sustains trust building as a priority.

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12. Tom R. Tyler and Yuen J. Huo, *Trust in the Law: Encouraging Public Cooperation with the Police and Courts* (NY: Russell-Sage Foundation, 2002).
13. Tom R. Tyler, "Procedural Justice, Legitimacy, and Compliance," in *Why People Obey the Law* (Princeton University Press, 2006).
14. Tom R. Tyler and Jeffrey Fagan, "Why Do People Cooperate with the Police?" *Ohio State Journal of Criminal Law* 6 (2008): 231–275, http://moritzlaw.osu.edu/osjcl/Articles/Volume6_1/Tyler-Fagan-PDF.pdf.
15. Jason Sunshine and Tom R. Tyler, "The Role of Procedural Justice and Legitimacy in Shaping Public Support for Policing," *Law and Society Review* 37, no. 3 (2003): 513–548, https://doi.org/10.1111/1540-5893.3703002.
16. Matthew Desmond, Andrew V. Papachristos, and David S. Kirk, "Police Violence and Citizen Crime Reporting in the Black Community," *American Sociological Review* 81, no. 5 (2016): 857-876, https://doi.org/10.1177/0003122416663494.
17. President's Task Force on 21st Century Policing, *Final Report of the President's Task Force on 21st Century Policing* (Washington, DC: Office of Community Oriented Policing Services, 2015), 9, https://ric-zai-inc.com/Publications/cops-p311-pub.pdf.
18. Arlington Police Department, "Arlington Police Chosen to Lead Efforts" (see note 4).

Legitimacy's role in building public trust

Legitimacy, a central objective of building public trust, is defined within social science research as "a psychological property of an authority, institution, or social arrangement that leads those connected to it to believe that it is appropriate, proper, and just."[19] However, in the context of the law enforcement profession, legitimacy can be described simply as "a feeling of obligation to obey the law and to defer to decisions made by legal authorities."[20]

Traditional crime prevention models, particularly those designed by deterrence theorists, advocates enforcement-based policing, in which public compliance is achieved by emphasizing the consequences—usually formal punishment—of incompliance.[21] Legitimacy-based policing, grounded in decades of research, emphasizes that public compliance relies upon whether individuals believe the law is just and whether they believe the authorities enforcing the law are entitled to do so.

Perceptions of legitimacy and, by extension, illegitimacy are a powerful determinant for public behavior that the legal system as a whole requires to function, including compliance with the law, cooperation with legal authorities, and support for the empowerment of the law.[22] For example, at the most fundamental level, researchers hypothesize that negative perceptions of illegitimacy result in "declining feelings of obligation to obey the police, the courts, and the law,"[23] suggesting that "the loss of popular legitimacy for the criminal justice system produces disastrous consequences."[24]

Legitimacy-based policing . . . emphasizes that public compliance relies upon whether individuals believe the law is just and whether they believe the authorities enforcing the law are entitled to do so.

19. Tom R. Tyler, "Psychological Perspectives on Legitimacy and Legitimation," *Annual Review of Psychology* 57, no. 1 (2006): 375–400, https://doi.org/10.1146/annurev.psych.57.102904.190038.
20. Tom R. Tyler and Jeffrey Fagan, "Legitimacy and Cooperation: Why Do People Help the Police Fight Crime in Their Communities?" *Ohio State Journal of Criminal Law* 6, no. 231 (2008): 231–275, http://moritzlaw.osu.edu/osjcl/Articles/Volume6_1/Tyler-Fagan-PDF.pdf.
21. Kevin C. Kennedy, "A Critical Appraisal of Criminal Deterrence Theory," *Dickinson Law Review* 88, no. 1 (1983-1984), https://digitalcommons.law.msu.edu/facpubs/42/.
22. Tom R. Tyler, "Procedural Justice, Legitimacy, and the Effective Rule of Law," *Crime and Justice* 30 (2003): 283–357, https://pdfs.semanticscholar.org/9005/35b8beeabda52e9373107ccb95be3e0769b8.pdf.
23. Tyler, "Procedural Justice, Legitimacy," 291 (see note 22).
24. James Q. Wilson, et al., *Perspectives on Crime and Justice: 1996–1997 Lecture Series* (Washington, DC: National Institute of Justice, 1997), 55, https://www.ncjrs.gov/pdffiles/166609.pdf.

The paradigmatic shift from enforcement-based to legitimacy-based policing represents a fundamental re-imagination of the relationship between law enforcement agencies and the communities they are sworn to serve, as this shift encourages officers to transition from a warrior to a guardian mentality during interactions with members of the public, securing voluntary—as opposed to involuntary—forms of public compliance, including deference to police decisions, assistance in police investigations, and participation in crime reporting.[25] Therefore, law enforcement agencies "gain leverage for the co-production of security by inculcating the popular perception that their actions and decisions are legitimate," ultimately prioritizing the cultivation of collaborative, rather than adversarial, relationships with the public.[26] This approach, particularly in the context of community-oriented policing, supports efforts to build relationships not only with individuals but also with community organizations, government agencies, and other relevant stakeholders to improve problem-solving around public safety issues.

Procedural justice's role in building public trust

According to the National Initiative for Building Community Trust and Justice, *procedural justice* "focuses the way police and other legal authorities interact with the public, and how the characteristics of those interactions shape the public's view of the police, their willingness to obey the law, and actual crime rates."[27]

In other words, "the most common pathway the police use to increase citizen perceptions of legitimacy is through the use of procedural justice."[28] Psychologists, sociologists, and criminologists have analyzed procedural justice—specifically in the context of police-citizen interactions—across four central dimensions: citizen voice and representation in the process, transparency and openness of the process, impartiality and unbiased decision-making, and fairness and consistency of rule application.[29] Regarding the last dimension, academic

The most common pathway the police use to increase citizen perceptions of legitimacy is through the use of procedural justice.

25. Tyler and Fagan, "Legitimacy and Cooperation" (see note 20).
26. Tyler and Fagan, "Legitimacy and Cooperation," 235 (see note 20).
27. "Procedural Justice," Resources, National Initiative for Building Community Trust and Justice, accessed January 8, 2018, https://trustandjustice.org/resources/intervention/procedural-justice.
28. Lorraine Mazerolle, et al., *Legitimacy in Policing*, no. 10 of Crime Prevention Research Review (Washington, DC: Office of Community Oriented Policing Services, 2013), 4, https://ric-zai-inc.com/Publications/cops-p262-pub.pdf.
29. Laura Kunard and Charlene Moe, *Procedural Justice for Law Enforcement: An Overview* (Washington, DC: Office of Community Oriented Policing Services, 2015), https://ric-zai-inc.com/Publications/cops-p333-pub.pdf.

researchers suggest that community members base their opinions—i.e., their assessments—about a specific interaction not only on the outcome of that encounter but also on the process of the encounter itself; in fact, the perceived fairness of the process, in many cases, is found to outweigh the outcome of the process.[30] For example, one study found that recipients of a traffic citation from an officer who had treated them fairly not only viewed the police more favorably but also were more willing to cooperate with the police than they had been before their traffic citation.[31]

> *"The most important thing that a police chief can do in a moment of crisis is try to address the information needs the best that you can."*
>
> ***— Chief Will Johnson***
> *Arlington Police Department*

If procedural justice is closely linked with public compliance, then procedural injustice is also closely linked to public incompliance. Studies have demonstrated that exposure to procedural injustice among juveniles, particularly among at-risk youth of color, is positively associated with participation in risky lifestyles, which is "a well-established predictor of victimization."[32] Therefore, "making both the style and substance of police practices more 'legitimate' in the eyes of the public . . . may be one of the most effective long-term police strategies for crime prevention."[33]

Likewise, procedural justice also influences officer behavior and actions. Research demonstrates, somewhat intuitively, that officers exposed to internal procedural justice—i.e., fair and transparent relationships between officers, their colleagues, and their leaders—are more likely to comply with departmental policies, protocols, and decision-making. Moreover, these officers are also more likely to incorporate external procedural justice in to their interactions with the public, thereby improving the community's perception of the agency's legitimacy.[34]

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30. Tyler and Huo, *Trust in the Law* (see note 12).
31. Tyler and Fagan, "Legitimacy and Cooperation" (see note 20).
32. Scott E. Wolfe and Kyle Mclean, "Procedural Injustice, Risky Lifestyles, and Violent Victimization," *Crime and Delinquency* 63, no. 11 (2017): 1383–1409, https://doi.org/10.1177/0011128716640292.
33. Lawrence W. Sherman and John E. Eck, "Policing for Crime Prevention," in *Evidence-Based Crime Prevention* (New York: Routledge, 2002), 295–329.
34. Kunard and Moe, *Procedural Justice for Law Enforcement* (see note 29); President's Task Force on 21st Century Policing, *Final Report* (see note 17).

Lieutenant Tarrick McGuire Discusses Arlington's Police-Youth Engagement Programs

Lieutenant Tarrick McGuire of the Arlington Police Department and Principal Inelda Acosta of the Arlington Independent School District were awarded the 2016 L. Anthony Sutin Civic Imagination Award by then Director Ronald L. Davis of the COPS Office for their coordination of the Mentoring Arlington Youth (MAY) Program, which focuses on at-risk junior high male students. The police department also created the Coach 5-0 program to engage high school male athletes.

Q: What inspired you to create the MAY Program?

I was inspired to start the MAY program after a life-changing experience from earlier in my policing career. After arresting a young man for drug possession, I learned he was going through some issues. For example, he had dropped out of school, been kicked out by his mother, and had a child on the way. So I encouraged him to repair his relationship, re-enroll in school, and get a job.

Several months later when I was sitting in a patrol car, he knocked on my window. He said that what I told him changed his life and that he had gone back to school, moved back in with his mother, and found a job to take care of his daughter. I understood, in that moment, what community policing was about: the value of balancing enforcement activity and meeting the community's needs.

> *"It became clear pretty quickly that [these kids] already got all the attributes for leadership there. It's just whether or not they've got the people in their life to help them succeed and grow."*
>
> — ***Detective Hayden Perdue***
> *Arlington Police Department*

Q: What is the methodology of the MAY Program?

I grew up in Oak Cliff, an inner city area of Dallas, so I knew what African-American men and other minorities went through to achieve success and that their view of success was either playing sports or selling drugs. I knew that the young men we were arresting were mostly minorities who were doing violent crimes, and I wanted to start a mentoring program for them that didn't center around athletics. Instead, I wanted to design a program that was evidence-based—focusing on the issue from a research perspective—in order to build the real-life skill sets of at-risk young men in Arlington, Texas. I knew that if we could create for these youth an alternative process for and measure of success prior to them engaging in a cycle of illegal activity, the outcomes would be better for their families and our overall community health.

Our police department collaborated with multiple institutions—such as the school district, judge's office, and business leaders—and began to develop a core curriculum for a 12-month cycle where officers, educators, professionals, and many others would come together to mentor young men in junior high school. The program, launched in July 2015, provides leadership, team building, education, and career development to primarily African-American and Hispanic male students in the seventh and eighth grades, supporting them in everything—from preparing for college, to learning how to properly tie a tie, to interacting with the police.

Q: What inspired the creation of the Coach 5-0 program?

Coach 5-0 was created by Arlington Police Chief Will Johnson and former Arlington Independent School District Athletic Director Kevin Ozee following a local tragedy, where Carl Wilson—a promising 18-year-old football player at Martin High School—was shot and killed on January 12, 2015. This program is designed to be a show of partnership between coaches and the police department, where officers are paired with athletic teams at different schools to build relationships with students. The idea is for officers to come out of their uniforms—to be present at student athletic events, lift weights with athletes, and encourage students in their natural environment—in order to build trust with young people.

> *"I lost my father at a young age, so . . . this program ensures that father figure [in] your life, someone that you can talk to every day, someone that's gonna work out next to you, run with you—it's an amazing chance."*
>
> — ***Christian***
> *Coach 5-0 youth participant*

Similar to the MAY Program, Coach 5-0 is designed to show young people that police officers are here to support them and that we're a part of the community; however, the Coach 5-0 program focuses on high school athletes, as opposed to the MAY Program, which focuses on at-risk youth in junior high school.

Q: What were some of the challenges you encountered?

In many minority communities, a primary challenge is that people do not trust the police. This mistrust can originate from one person having a negative experience or from secondary generational trauma. As such, minority communities can be very suspicious of the police and want to understand why we, as officers who would normally choose enforcement action if their child broke the law, want to mentor their youth instead. We assured parents that we would be there as active members of the community to support their child, whether he or she is doing something good or something bad, regardless of the circumstances.

Photo credit: Not In Our Town

Martin High School athletes and their mentor, Officer Richard Morris, from the police department's Coach 5-0 program

We had some kids get in trouble at school, but their police mentor was able to call them on the phone, visit them at their house, or meet them at school to support them and encourage them to change their lives. This, as a result, increases our police legitimacy with their families, their school, and the community. When we started, a lot of young people didn't see the police as an ally. Now, because officers have had a chance to interact with students in a nonuniform capacity, students are not only happy to see them but also happy to participate in school activities with them.

Q: Why should departments prioritize trust building?

In the final report from the Task Force on 21st Century Policing,[35] the first pillar (i.e., building trust and legitimacy) is linked to the sixth pillar (i.e., officer safety and wellness). For example, there is no guarantee that a tragedy will not occur in a community. Many incidents concerning police use of force have been televised nationally over the last several years. The public has questioned not only the officer's actions but also the police department's efforts in establishing and strengthening community trust. Research has shown that the public is more concerned with the legitimacy and fairness of the process versus the outcome.[36] Just as the first and sixth pillars are linked, I believe that when police departments prioritize building trust, officers are less likely to encounter resistance, which helps to increase officer safety and improve a community's overall health.

35. President's Task Force on 21st Century Policing, *Final Report* (see note 17).
36. Tyler and Huo, *Trust in the Law* (see note 12).

Q: Do you have any advice for departments creating mentoring or trust-building programs?

First, police departments and communities must believe that public safety is a coproduction: Any community program should be a byproduct of the police department and community stakeholders working together. And the greatest investment a community and its police department can make is in youth. Community-oriented policing efforts should be strategic and long-term, and you need to consider the fact that 20 years from now youth will be your citizens. The impact you make on youth today will determine their relationship with the police as they move into adulthood. Youth mentoring among vulnerable populations creates a preemptive approach to addressing generational cycles of poverty, education, and mass incarceration. Youth are more likely to go to college rather than commit a crime because they had a mentor in their life.

Second, when you're creating a mentoring program, you should understand that it is important for it to be not only evidence based but also tailored to the demographics you will be serving. You should also understand that there's a meaningful difference between spending time with individuals and investing in them: An investment is becoming a part of their lives. More than just an activity, mentoring is a relationship that is built to be sustainable over time.

Third, you should remember to make an effort to document your success stories and share them with the public because transparency is a key ingredient in building community trust. Policing is constantly evolving, and the public wants more transparency to know what its police department is doing. Creating community-engagement programs, using social media platforms, writing editorials, and soliciting feedback allow the public to become an active participant in the public safety process.

> *"I want [my son] to be able to approach a police officer and not be afraid, or have a police officer approach him and not be afraid."*
>
> ***— Lisa Dagley***
> *Mother of MAY Program youth participant*

Preparation for Facilitators

Event facilitators, who may be with a law enforcement agency or a community group, play an important role in leading the audience through the process of viewing the film, understanding the lessons, and taking action in their community. Whoever facilitates the screening or moderates the discussion must be able to emphasize that the event or training provides a safe space for all attendees to interact and share their thoughts. The following ideas can help event facilitators prepare for organizing and leading the discussion:

Preview the film

The facilitator should watch the film in advance of the screening and discussion and allow time to process his or her response to the film. What are the key messages? Why is this film relevant to the audience and the issues they are facing?

Know the audience

Think about who will be in attendance, and develop ways to reach a broad range of community members and different levels of law enforcement. The facilitator should also be aware of the hate and bias issues that currently exist in the community, its history of division or tension, and some of the positive work being done to address these issues.

Invite diverse community members

For community screenings, work with the event planners to invite diverse community members, particularly those from groups who may be vulnerable to hate crimes or bias incidents. Reach out to local faith-based organizations, civil and human rights groups, schools, and other law enforcement agencies. It is important to ensure that every audience member has equal time to participate. Also, understand that there may be tensions between different community groups or between groups and law enforcement. Setting ground rules (see page 14) could help alleviate potential issues that arise.

Review the goals and objectives

Discuss with the event organizers their goals for this screening and their objectives for accomplishing those goals. The facilitator should be mindful of these objectives and ensure that the goals are met. Being attentive to time management and staying on task with the agenda are critical to facilitating a productive dialogue. However, flexibility is needed to allow for issues to arise organically and for people to be able to express their ideas and share their stories.

Plan the program

If working with a co-facilitator, review this guide, and discuss roles and responsibilities, including how to support each other and how to manage time. Facilitators and sponsors should discuss who might perform other key roles such as additional speakers, hosts, greeters, or note takers.

Know what's next

With the event sponsors, plan the follow-up to any action ideas generated from the discussion, including the time and location of a next meeting, who will transcribe a summary of the discussion, and who will distribute that summary to the group following the screening.

Set ground rules

For all discussions, state ground rules to ensure respectful conversations. Posting these ground rules around the room can be helpful. Develop and adapt the rules for every unique context, depending on age, region, and other relevant factors; however, the following common ground rules can serve as a starting point:

- Listen actively. Respect others when they are talking.
- Speak from your own experience instead of generalizing. (For example, say *I* instead of *they*, *we*, and *you*.)
- Do not be afraid to respectfully challenge one another by asking questions, but refrain from personal attacks. Focus on ideas.
- Participate to the fullest extent of your ability. Community growth depends on the inclusion of every individual voice.
- Instead of invalidating somebody else's story with your own spin on her or his experience, share your own story and experience.
- The goal is not to agree but to gain a deeper understanding.
- Be conscious of body language and nonverbal responses. These can be as disrespectful as words.

Law Enforcement Screenings and Discussion Questions

The film *Arlington, TX: A Community Policing Story* can be used in an internal training seminar to initiate and sustain conversations around the prioritization of police-community trust building, the central principles of legitimacy-based policing, and the importance of internal and external procedural justice.

These film screenings should be accompanied by on-the-ground changes based on feedback from law enforcement personnel. However, considering each department's and community's differing needs, the practice of police-community trust building does not and cannot prescribe a one-size-fits-all solution for every local context; instead, departments and communities are encouraged to initiate dialogue with each other to collaboratively identify their desired objectives and how to best achieve them.

For example, a commitment to police-community trust building could involve the creation of school-based partnerships and mentoring programs to build support systems for at-risk youth, an investment in community engagement training, and clearly defined opportunities for meaningful dialogue and feedback between officers and community members.

To establish organizational commitment, consider organizing a series of film screenings throughout the agency, beginning with members of command staff who can impress the importance of the film's message before screenings among rank-and-file officers. The film can also be incorporated, wherever appropriate, into the curriculum delivered to new recruits at local and regional law enforcement academies.

Suggested discussion questions also depend on respective audiences; for example, members of command staff may be better positioned to address questions about high-level departmental priorities, policies, and practices, whereas rank-and-file officers may be better positioned to identify specific public safety concerns within communities.

Discussion questions should initially focus on the basic concepts presented in the film, followed by further discussion on the application of those concepts, and conclude with questions about possible next steps the audience can take:

Overview of basic concepts

- What kind of challenges did the police department face in the film? How did the department address these challenges under community-oriented policing?
- What were some examples of community partnerships and relationships in the film? In your opinion, what were the immediate and long-term benefits of these community partnerships?

Application of basic concepts

- How would you define community-oriented policing for your law enforcement agency? What are the ways in which your agency could or does benefit from community policing practices?
- What are the ways in which you measure success as a law enforcement agency? Going forward, are there ways your agency could measure success differently?
- What do you think it means to shift from a warrior to a guardian mentality? What do you think this shift would look like, both on an agency-wide and individual level?
- In your opinion, what is the role of command staff in implementing community-oriented policing strategies? What is the role of rank-and-file officers?
- How would you describe your and your agency's relationship with the communities you serve? What are the ways in which this relationship could be improved to increase public trust?

Next steps

- How can your agency implement changes that reflect community policing policies and practices? What are the obstacles to implementing these changes? How can these obstacles be overcome?
- What is your agency already doing to implement community-oriented policing? In your opinion, what is working? What continues to be a challenge?
- What are some examples of changes in policies, practices, and training that could support community policing in your agency?
- How can your agency work with your officer association or union to implement practices that build trust between law enforcement and the community?
- What are some community organizations or government agencies that could serve as partners? What infrastructural support is needed to support these partnerships?

Community Screenings and Discussion Questions

Community groups and law enforcement agencies can host public screenings of the film *Arlington, TX: A Community Policing Story* for a variety of audiences—such as government agencies, community organizations, and other relevant stakeholders—to initiate conversations on trust building, procedural justice, and institutional legitimacy, as well as the essential role each of these concepts play in building collaborative partnerships to improve public safety.

For any audience, consider organizing participants into small breakout groups for part of the discussion. Especially with large audiences, difficult or open-ended questions might make some people feel uncomfortable or shy about speaking out; these individuals might share more openly in a smaller group. One person from each group can be responsible for reporting to the larger audience about the experiences, perceived challenges, proposed strategies, or other issues raised in the breakout session.

In a theater setting where breakout sessions are logistically difficult, ask a discussion question and then encourage attendees to hold a five-minute conversation with the person in the next seat. Consider concluding the segment by asking three or four pairs to share their findings with the larger audience. Taking about 10–15 minutes on this exercise may serve as a useful warm up for those who are reluctant to speak in groups.

In public discussions, questions should focus on the experience of the community members as much as possible, and they should have adequate time to speak about their experiences. Honest criticism can be a very important and constructive part of the discussion; however, verbal attacks should be discouraged. An experienced facilitator, particularly someone who has credibility with the community at large, can be a great benefit, especially with larger groups or in groups where tensions are known. Keep in mind that the goal is participatory conversation, and the opportunity for people to engage can be as important as anything in particular that might be said.

Discussion questions should initially focus on the basic concepts presented in the film and conclude with questions about possible next steps the audience can take:

Overview of basic concepts

- What crises did the police department face, particularly with respect to its public relationships? How did the department ultimately address the challenges associated with these crises?
- What challenges did the community face in the film, particularly with respect to public safety issues? How did the community ultimately address these crises?

- How did the department demonstrate its commitment to building public trust? What, in your opinion, were the immediate and long-term benefits of building trust?
- What were some examples of police-community partnerships in the film? What, in your opinion, were the immediate and long-term benefits of these partnerships?

Next steps

- How would you describe your department's relationship with the communities it serves? What are the ways in which this relationship could be improved?
- What are the ways in which your department serves youth, particularly at-risk youth? Does your department have partnerships within the larger school system?
- What, if anything, is your department already doing that qualifies as trust-building activities? What, in your opinion, is working, and what continues to be a challenge?
- How can your department initiate or prioritize trust-building activities within the communities it serves? What are the obstacles to implementing these activities?
- What are some examples of changes in policies, practices, and training that could support objectives focused on building trust and increasing procedural justice?

Takeaways and Next Steps

Engage in public trust-building activities

Law enforcement agencies, in establishing public trust as a formal metric of success, should invest not only in community-based policies, practices, and programs but also in an agency-wide framework that supports and ultimately sustains trust building as a priority. These external activities could, for example, include positive, non-enforcement activities in communities with high rates of investigative and enforcement actions; public distribution of departmental policies and data regarding stops, summonses, arrests, and crime; community involvement in the process of proposing, developing, and evaluating departmental policies; and transparent communication with communities regarding instances of serious police misconduct.

Establish public trust as departmental priority

To establish trust building as organizational prerogative, law enforcement agencies should incorporate public trust principles and practices into management, strategic planning, and decision-making; personnel hiring, training, evaluation, and promotion; and information systems. Moreover, agencies should implement mechanisms to measure and analyze levels of public trust (such as perceptions of institutional legitimacy) by, for example, administering annual community surveys or coordinating neighborhood-based listening sessions. Models include Vera Institute of Justice's CompStat 2.0,[37] National Police Research Platform's RespectStat,[38] and New York City Police Department's sentiment meter.[39]

Promote procedural justice as organizing principle

Law enforcement agencies may consider adopting procedural justice as a guiding principle for internal and external priorities, policies, and practices. This effort, at the most fundamental level, should also include investment in training. Agencies should also administer to both personnel and community members evaluations of existing policies, practices, and procedures and specifically inquire about the impact of those policies, etc. on internal and external perceptions of procedural justice. Moreover, consistent messaging from executive leadership, members of command staff, and other supervisors with respect to rank-and-file officers should reinforce procedural justice as principle: for example, supervisors could consider procedural justice in performance evaluations, thereby reinforcing an agency culture grounded in community engagement as opposed to enforcement.

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37. Rebecca Neusteter, "CompStat 2.0," Projects, Vera Institute of Justice, accessed January 9, 2018, https://www.vera.org/projects/compstat-2-0.
38. Garry F. McCarthy, "From CompStat to RespectStat: Accountability for Respectful Policing," *Police Chief* (August 2015), http://www.policechiefmagazine.org/from-compstat-to-respectstat-accountability-for-respectful-policing/.
39. Kevin Rizzo, "The NYPD's New Plan to Measure Community Safety: Will It Work?" *Law Street Media*, May 10, 2017, https://lawstreetmedia.com/blogs/crime/nypd-new-measure-community-safety/.

Photo credit: Not In Our Town

Sergeant VaNessa Harrison and a community member at Arlington's 2016 National Night Out

Resources

Films

Beyond the Badge: Profile of School Resource Officer

https://www.niot.org/cops/beyondthebadge

This short film follows Officer Ronald Cockrell, an SRO in St. Louis County, Missouri, during a school day at Central Middle School in the Riverview Gardens School District, six months after a police shooting and protests left North St. Louis County reeling. The story focuses on Cockrell's efforts to build relationships, listen to students at a school town hall address their fear of the police, mentor young people on how to deal with conflicts, and work with his colleagues to support a student whose father is murdered.

Camden's Turn: A Story of Police Reform in Progress

https://www.niot.org/cops/camden

After years of mistrust, violent crime, high arrests rates, and devastating poverty in Camden, New Jersey, the entire Camden Police Department was laid off in 2013, and Camden County Police Department took over policing in the city. Police Chief J. Scott Thomson has been working to bridge the divide by building relationships with the community he and his department serve. This short film looks at the challenges the agency faces as it works to build trust with the community, address bias, create new partnerships, and ultimately shift from a warrior mentality to that of a guardian and community builder.

Moses Robinson: School Guardian (Film)

https://www.niot.org/cops/moses-robinson-school-guardian

School Resource Officer Moses Robinson works to bridge the gap between students and police officers in Rochester, New York. This story focuses on Robinson's efforts to build relationships, listen to and mentor students, and work with his colleagues to promote positive youth development by creating a culture based on understanding and mutual respect.

Not In Our Town: On the Ground with Law Enforcement

https://www.niot.org/cops/not-our-town-ground-law-enforcement

This film highlights local Not In Our Town groups collaborating with their law enforcement agencies to build safe and inclusive communities. The NIOT group in Bloomington-Normal, Illinois, organized an event to revitalize the community's efforts to stand up to hate. In Davis, California, a mother brings the community and law enforcement together after her son was brutally beaten because of his sexual orientation. And in Marshalltown, Iowa, a coalition of law enforcement, school, faith, and business leaders launched a campaign to prevent bullying and hate.

Waking in Oak Creek

https://www.niot.org/cops/wakinginoakcreek

This short film reveals the powerful and inspiring community response to intolerance after deadly hate crime shootings at the Sikh Temple of Wisconsin. In the year following the attack, the mayor, police department, and community members are awakened and transformed by the Sikh Spirit of Chardi Kala, or relentless optimism.

Online resources

Building Relationships with the Muslim Community

https://www.niot.org/cops/resources/webinar-building-relationships-muslim-community

This hour-long webinar features three law enforcement professionals from around the country who discuss their agency's outreach efforts to the Muslim community, local elected officials, and diverse community members to de-escalate tensions and to foster safety and inclusion.

Publications

Coffee with a Cop

https://www.niot.org/cops/casestudies/coffee-cop-0

This article, centered around National Coffee with a Cop Day, highlights efforts around the country to break down barriers and build trust between law enforcement officers and the community members they serve. Both parties, amidst rising tensions at a national level, get to know each other—over coffee—and discover mutual goals for the communities they live in and serve.

The Collaboration Toolkit for Law Enforcement: Effective Strategies to Partner with the Community

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P221

Community leaders, researchers, and police officials know the police cannot substantially impact crime by themselves. Community involvement and collaboration is an integral part of any long-term, problem-solving strategy. At the most basic level, the community provides law enforcement agencies with invaluable information on both the problems that concern them and the nature of those problems. This toolkit helps law enforcement initiate partnerships within their communities to collaborate on solving crime problems at the neighborhood level.

Doing it Right: Proactive Community Engagement in Redlands, California

https://www.niot.org/cops/casestudies/doing-it-right-proactive-community-engagement-redlands-california

This article, originally published in the March 2014 *Community Policing Dispatch* from the COPS Office, highlights the Redlands Police Department and its mission to build and maintain strong ties with the community.

Engaging the Community in the Absence of a Crisis

https://www.niot.org/cops/casestudies/engaging-community-absence-crisis

This article, originally published in the July 2013 *Community Policing Dispatch* from the COPS Office, highlights the experiences of retired Long Beach (California) Police Commander Josef Levy, who served in the city's diverse, sometimes challenging, West Division.

Preventing and Addressing Bullying and Intolerance

https://ric-zai-inc.com/Publications/cops-p334-pub.pdf

This guide is a primary resource for law enforcement officers who play a large role in helping to educate children and adults about (1) problems resulting from bullying, (2) ways to prevent and intervene in bullying incidents, and (3) ways to transform student behavior. It includes key definitions of bullying and intolerance; strategies for law enforcement to partner with school leaders; and ideas for law enforcement officers, school and community leaders, and students to collaborate and take action together.

About the COPS Office

The **Office of Community Oriented Policing Services (COPS Office)** is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territorial, and tribal law enforcement agencies through information and grant resources.

Community policing begins with a commitment to building trust and mutual respect between police and communities. It supports public safety by encouraging all stakeholders to work together to address our nation's crime challenges. When police and communities collaborate, they more effectively address underlying issues, change negative behavioral patterns, and allocate resources.

Rather than simply responding to crime, community policing focuses on preventing it through strategic problem-solving approaches based on collaboration. The COPS Office awards grants to hire community policing officers and support the development and testing of innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders, as well as all levels of law enforcement.

Since 1994, the COPS Office has invested more than $14 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing. Other achievements include the following:

- To date, the COPS Office has funded the hiring of approximately 130,000 additional officers by more than 13,000 of the nation's 18,000 law enforcement agencies in both small and large jurisdictions.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office–funded training organizations.
- To date, the COPS Office has distributed more than eight million topic-specific publications, training curricula, white papers, and resource CDs and flash drives.
- The COPS Office also sponsors conferences, roundtables, and other forums focused on issues critical to law enforcement.

COPS Office information resources, covering a wide range of community policing topics such as school and campus safety, violent crime, and officer safety and wellness, can be downloaded via the COPS Office's home page, www.cops.usdoj.gov. This website is also the grant application portal, providing access to online application forms.

This guide is designed as a tool for law enforcement and community groups to facilitate screenings and discussions of the 28-minute Not In Our Town film *Arlington, TX: A Community Policing Story*. Produced in collaboration with the COPS Office, the film follows the Arlington Police Department as it navigates its own series of tragedies: a gang-related death and officer-involved shooting death of two teens and the deaths of five officers ambushed in the neighboring city of Dallas, Texas. Discussion of these tragedies provides law enforcement leaders, criminal justice practitioners, academic researchers, and community advocates around the country with an opportunity to challenge and subsequently reimagine the landscape of the criminal justice system.

This guide provides discussion questions and tips for organizing internal law enforcement agency and community screenings, information about procedural justice and legitimacy, and supplemental resources. Used together, the film and guide can help agencies work together with personnel and community members to initiate conversations about trust building, procedural justice, and institutional legitimacy in order to improve relationships between police and the communities they serve.

COPS
Community Oriented Policing Services
U.S. Department of Justice

U.S. Department of Justice
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To obtain details on COPS Office programs,
call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at **www.cops.usdoj.gov**.

NOT IN OUR TOWN
STOP HATE. TOGETHER.

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