2016
The State of Policing in the United States

Volume 1

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

CONTENTS

Dear Colleagues,

Tragic events over the last few years have highlighted the challenges facing policing in the United States. In response to the events in Ferguson that so dramatically exposed rifts in the relationships between local police and the communities they protect and serve, President Obama created the Task Force on 21st Century Policing, chaired by Laurie Robinson and Charles Ramsey, and charged it with identifying best practices and offering practical recommendations on how policing practices can promote effective crime reduction while building public trust.

The final report of the task force provides more than 60 concrete recommendations and action steps, including that the COPS Office publish an annual report on the state of policing in the United States. The COPS Office is honored to fulfill that request by presenting this inaugural report, which reviews a seminal year in the history of American law enforcement.

We expect this to be the first in a long-running series that will identify contemporary issues in the field and provide discussion and examples of community policing programs that have shown positive results. It seeks to capture the national dialogue and expound on it with links to the latest research and resources for the implementation of innovative law enforcement strategies that emphasize prevention and evidence-based solutions.

Many years ago former commissioner and law enforcement executive Patrick Murphy asked if we are a vocation or a profession. I believe we are a profession, and as such that means we're going to live by and adhere to a body of standards—of core values—that hold us accountable to ourselves and the public. A publication like this provides an important forum for the review and discussion of what is critical to both agencies and communities across the country. It is a tool for building the national coherence that is necessary to move the policing profession forward and is a must-read not just for agency leaders but also for every officer and civilian who serves in our nation's nearly 18,000 law enforcement agencies.

The year captured in this report was a time of challenge, yes. But it was also a time of unique opportunities to build relationships and further advance the law enforcement field. I hope in your reading and discussion of this and future volumes you find both the contextual understanding and the practical inspiration that is crucial to the continued advancement of our noble profession.

Sincerely,

Ronald L. Davis, Director
Office of Community Oriented Policing Services

On Saturday, August 9, 2014 18-year old Michael Brown was shot and killed by a police officer in Ferguson, Missouri. His death, and the deaths of Eric Garner, Laquan McDonald, and Tamir Rice (among others) at the hands of police in 2014 reignited the national conversation about police use of force—especially deadly force, and especially force against people of color. 2015 saw additional high-profile incidents of police use of force against Blacks and African Americans, including Walter Scott, Freddie Gray, Sandra Bland, Samuel DuBose, and the children attending a pool party in McKinney, Texas.

These events, and other high-profile police shootings and in-custody deaths in 2015, drew public attention from traditional media, social media, and activist groups like Black Lives Matter and Campaign Zero. They sparked local and national protests with sweeping implications for criminal justice and law enforcement. And they exposed the absence of trust within some communities—particularly in Black and African-American communities and other communities of color—for the law enforcement agencies that are sworn to protect and serve them. As Director Ronald Davis of the U.S. Department of Justice Office of Community Oriented Policing Services (COPS Office) previously noted in his letter introducing the After-Action Assessment of the

Police Response to the August 2014 Demonstrations in Ferguson, Missouri "[i]n many ways, the demonstrations that followed the shooting death of Michael Brown were more than a moment of discord in one small community; they have become part of a national movement to reform our criminal justice system and represent a new civil rights movement."

Federal, state, local, and tribal policymakers, along with a number of law enforcement agencies and law enforcement associations across the country, have responded with introspection and action on law enforcement priorities, policies, and practices. Leading the response to this national upheaval in January 2015 was the President's Task Force on 21st Century Policing (Task Force). Made up of 11 members, including leaders from law enforcement, police unions, academia, youth movements, and civil rights organizations, its mission was clear: "[t]he Task Force shall, consistent with applicable law, identify best practices and otherwise make recommendations to the President on how policing practices can promote effective crime reduction while building public trust."

For three months, the Task Force conducted seven public listening sessions across the country and received testimony from more than 100 witnesses, including a wide range of law enforcement officials, civil rights advocates, community and faith leaders,

academics, and others. The Task Force also considered more than 200 written submissions. Following extensive discussion and analysis of the testimony by this diverse range of voices, the Task Force produced the Final Report of the President's Task Force on 21st Century Policing (Task Force Report) in May 2015. The Task Force Report included 59 concrete recommendations and 92 action items. The recommendations and action items provided a blueprint for cities and towns to use to develop strategies for building trust between law enforcement agencies and the communities they serve and for enhancing public safety.

> "TRUST BETWEEN LAW ENFORCEMENT AGENCIES AND THE PEOPLE THEY PROTECT AND SERVE IS ESSENTIAL IN A DEMOCRACY. IT IS KEY TO THE STABILITY OF OUR COMMUNITIES, THE INTEGRITY OF OUR CRIMINAL JUSTICE SYSTEM, AND THE SAFE AND EFFECTIVE DELIVERY OF POLICING SERVICES."
>
> — TASK FORCE REPORT

One recommendation was for the COPS Office to "publish an annual report on the 'State of Policing' in the United States." This is the first annual report

President Barack Obama joins members of the President's Task Force on 21st Century Policing for a group photo in the Oval Office, March 2, 2015.
Official White House Photo by Pete Souza

on the State of Policing in the United States. It is intended to be a snapshot of the important topics in the field of policing from January 2015 to March 2016. Since then there have been additional developments as well as tragedies, including the slayings of police officers in Dallas and Baton Rouge, which will be covered in volume two. This report offers a reflection of both the challenges and the successes in the field during a watershed time of transition for the profession. Some of the important topics in the policing world in 2015 were front-page news; some of them received less national attention. This report aims to offer resources for more in-depth analysis of these topics and promising practices as the nation asks, "What does 21st Century Policing look like?"

Just as external and internal pressure required law enforcement to searchingly examine and ultimately transform its priorities, policies, and practices in response to the civil rights era of the mid-20th century, and again in response to the 1991 videotape of the police beating Rodney King, this new civil rights era requires us all—not just those in the law enforcement community—to take stock of the state of policing and decide our shared way forward. It is a shared obligation because the priorities, policies, and practices of law enforcement should be shaped by careful deliberation and the democratic process to reflect community values. We must not be distracted by the idea that the police and the community are different or even opposing

groups; the police are part of the community they protect and serve and the will of the electorate is expressed through the police.

This inaugural report on the State of Policing in the United States is organized into three sections. Each topic within each section, however, impacts the others.

The first part of this report identifies the many ways in which the field was tested. Police use of force was a critical topic in 2015. High-profile incidents in which law enforcement officers used force, especially deadly force, against people from vulnerable populations profoundly affected the communities and agencies in which they occurred. They highlighted the need for a national clearinghouse for timely and reliable information about police performance. The incidents reverberated through the national consciousness, the media, public discourse, and law enforcement agencies nationwide—even those that have otherwise positive relationships with the communities they serve. One response to the use-of-force incidents was mass demonstrations across the country; the police response to the mass demonstrations, particularly with military-style equipment, itself became news. Another response was the focus on recording police interactions with members of the public, either through law enforcement use of body-worn cameras or with video-enabled mobile phones.

Law enforcement also contended with violent crime in 2015, including mass casualty events. Agencies nationwide worked to create community resiliency to violent extremism and to prevent violent crime from happening. Complex law enforcement work was required to combat the traffic in opiate drugs, including heroin, but interactions between law enforcement and persons with addiction began under some circumstances to shift toward treatment rather than punishment. On tribal lands, the primary challenges in 2015 were drug trafficking, sexual assault, and domestic violence.

The first section of this report also reviews the most common interactions between federal agencies and local law enforcement agencies in 2015, all of which were taken with the goal of ensuring adherence to law, enhancing officer safety, and improving police effectiveness. The Department of Justice's Civil Rights Division took a prominent role in 2015, as did technical assistance and funding from the COPS Office and the Office of Justice Programs (OJP).

The second section recognizes the everyday efforts from law enforcement agencies and officers in 2015 to keep the peace and fight crime in the communities they serve. Many law enforcement agencies used principles of community policing and procedural justice to both engage their communities and enhance public safety. Some agencies implemented training on implicit bias

or developed cultural competency for officers in other ways. These practices showed dedication to increasing transparency and accountability within law enforcement agencies nationwide.

The third section reflects the impact that meeting the challenges of the complex work of policing had on law enforcement officers in 2015. As in many professions, law enforcement agencies face increasing rates of retirement of experienced leaders and officers. At the same time, agencies face the challenge of recruiting and retaining the officers they need to meet the demands of 21st century policing. In 2015, there was renewed attention to the physical, mental, and emotional effects of the work of policing on officers themselves. Officers faced death or serious injury on the job—either from a deliberate attack or from a preventable error—as well as the mental, emotional, and physical effects of the constant stressors of police work. In 2015, however, agencies began or continued promising programs to integrate officer wellness and safety as a core agency value.

Throughout the report, we have included resources for further research and examples of law enforcement agencies and officers working together with their communities to improve lives and public safety. We offer these promising practices to inform the vital conversations happening between and among policymakers, law enforcement agencies, unions, activist groups, neighbors, and families about the future of policing in our diverse communities.

Many individuals contributed to the compilation of this report, and they recognize that in the large and varied world of policing, with so many different stakeholders and so many resources available, others might identify different topics as the most important of 2015 or might take a different approach to these topics than this report. Importantly, this report does not address the larger systems that impact policing and in which policing plays a role, like the criminal justice system as a whole. Further, a topic that is covered in this report may be an area of great concern in one agency or community, but not in another. A topic may resonate with a school resource officer, but not with a patrol officer or a detective, even if they work in the same agency. A small business owner might be interested in a particular topic more than a retiree, a community activist, or a legislator.

In the interest of inclusiveness, the COPS Office collaborated with our Department of Justice colleagues to develop this report, particularly those at OJP and its components, including the Bureau of Justice Assistance (BJA), the Bureau of Justice Statistics (BJS), the National Institute of Justice (NIJ), and the Office of Juvenile Justice and Delinquency Prevention (OJJDP); we also reached out to police executive organizations, policing affinity groups, unions, rank and file officers, and national advocacy groups that address issues in policing. We look forward to expanding our outreach efforts for future editions, in collaboration with policing stakeholders. We welcome feedback on this report and ideas for the direction and content of the next annual State of Policing Report at stateofpolicing@usdoj.gov.

Police use of force

THE CALL FOR DATA, AND THE RESPONSE

A consistent theme in 2015 was the general lack of comprehensive, reliable, and timely data on police use of force events from federal, state, local, and tribal law enforcement agencies. Crowd-sourced data and media outlets filled this gap. Crowd-sourced data collection efforts introduced or available in 2015 include Fatal Encounters, Killed By Police, and Mapping Police Violence. In the summer of 2015, two traditional media companies published databases on police use of fatal force. The Washington Post initiated Fatal Force, a database that seeks to track all fatal shootings of people during the process of arrest or in police custody. The Guardian published The Counted, which seeks to collect information about all arrest-related deaths. Each database has different criteria for inclusion, mechanisms for research, and validation of the information collected. The Task Force, joined by many other voices, has called upon the federal government to collect, analyze, and disseminate this data in a comprehensive and timely way.

The federal government, drawing on partnerships with state, local, and tribal law enforcement agencies and other policing stakeholders, has responded to these calls for data in multiple ways. Through the White House's Police Data Initiative (PDI), participating law enforcement agencies are now sharing internal data sets with the public, including data on officer use of force and officer-involved shooting incidents. Among the agencies that have shared data about officer-involved shootings or use of force incidents are the Dallas Police Department, the Los Angeles County Sheriff's Department, the Philadelphia Police Department, the Fayetteville Police Department, and the Indianapolis Metropolitan Police. Law enforcement agencies have also provided data sets on crime incidents, calls for service, stops, traffic citations, arrests, and assaults on officers through the PDI. In addition to the PDI, the federal website Data.gov offers additional open-source government data on a wide range of topics, including criminal justice.

The federal government is not alone in promoting open data standards. A growing number of local agencies, states, and other organizations are now publishing criminal justice data for purposes of improving transparency and accountability and to inform public policy. California's OpenJustice initiative, for instance, shares data on crime and clearance rates, arrest rates, clearance rates, arrest-related deaths, and law enforcement officers killed or assaulted. And in February 2016, the Sunlight Foundation launched a searchable inventory, called the Hall of Justice, which provides links to nearly 10,000 publicly available criminal justice datasets and documents from across municipal, county, state, and federal government agencies.

Both BJS and the FBI are evaluating methods for collecting national information on police use of force incidents. In June 2015, the Bureau of Justice Statistics initiated a new pilot study based on its Arrest-Related Death (ARD) program, which initially ran from 2003 to 2013. The ARD program was an attempt to develop a census of all deaths of civilians that occurred during the process of arrest or during an attempt to obtain custody by a state or local law enforcement agency in the United States. The new pilot study is designed to determine the most efficient and comprehensive means of (1) identifying arrest-related deaths by reviewing currently available public information and (2) collecting information about the arrest-related deaths. BJS's ARD data does not include "[a]ny deaths that occurred while the decedent was incarcerated in a jail or prison, or any deaths where the decedent was in the custody of federal or tribal law enforcement agencies," as those are accounted for in other data collection efforts that are part of the Deaths in Custody Reporting Program.

Attorney General Loretta E. Lynch, student peace ambassadors, and officers discuss police-community relations at a youth town hall at Miami-Dade County's Booker T. Washington High School Thursday, February 11, 2016. Credit: Andrea M. Olguin for the Federal Bureau of Investigation-Miami Division

In the fall of 2015, FBI director James Comey introduced the Bureau's plans to collect comprehensive data about use of force incidents involving civilian deaths. As the Washington Post reported in a December 8, 2015 article, the new tracking system will include data on all fatal shootings and in-custody deaths, and will also include any incidents in which an officer's use of force resulted in serious bodily injury to civilians and any incidents in which a firearm is discharged by an officer. Data will be made available to the public in near-real time rather than in aggregate report at the end of the year. The FBI plans to implement the new system by January 2017. According to Director Comey's introduction to Crime in the United States 2014, "[the FBI] hope[s] this information will become part of a balanced dialogue in communities and in the media—a dialogue that will help to dispel misperceptions, foster accountability, and promote transparency in how law enforcement personnel relate to the communities they serve."

THE CALL FOR CHANGES IN POLICY AND PRACTICE, AND THE RESPONSE

Another major conversation within the field of policing and among activist groups during 2015 and early 2016 was (and continues to be): how substantial a change is required in policy and practice around use of force? According to Police Executive Research Foundation (PERF) Executive Director Chuck Wexler in *Re-Engineering Training on Police Use of Force*, "leading police chiefs are saying that our practices need to change dramatically." Accordingly, in 2015 and early 2016, PERF published a series of reports on the subject, including 30 Guiding Principles on the Use of Force (30 Principles). The 30 Principles can be applied to any use of force situation, but they are particularly directed to police use of force when neither the police nor the public are threatened by a person with a firearm and when police encounter persons "who have a mental illness, a developmental disability, a condition such as autism, a drug addiction, or another condition that can cause them to behave erratically or threateningly." The 30 Principles sparked a continuing debate within policing about the standard to which law enforcement agencies should hold themselves and their officers when using force.

Among the most controversial recommendations from PERF is that although *Graham* v. *Connor*'s "objective reasonableness" test for when and whether police may use force "outlines broad principles regarding what police officers *can legally do* in possible use-of-force situations, . . . it does not provide specific guidance on what officers *should do*." PERF noted that *Graham* "allows for significant variations in police agencies' individual policies and practices" on use of force, and that

"many police agencies have policies, practices, and training on issues such as de-escalation and crisis intervention strategies, while others do not." According to PERF, an agency that chooses to "go beyond the minimum requirements of *Graham* . . . can help prevent officers from being placed in situations that endanger themselves or others, where the officers have no choice but to make split-second decisions to use deadly force."

In response to this recommendation, the International Association of Chiefs of Police (IACP) and the Fraternal Order of Police (FOP) issued a statement on use of force standards rejecting "any call to require law enforcement agencies to unilaterally, and haphazardly, establish use-of-force guidelines that exceed the 'objectively reasonable' standard set forth by the U.S. Supreme Court nearly 30 years ago (*Graham* v. *Connor*). They stated, "Officers are not just taught how to shoot or how to restrain a violent suspect—they are trained to use their best judgment to resolve any given situation and to do so with the safety of the public, the officer, and the suspect as their foremost objectives." IACP offers its own resources on use of force, including model policies available to its members.

INDIVIDUAL DEPARTMENT EFFORTS

Consistent with both internal and external calls for change, in 2015 many law enforcement agencies across the United States reviewed their policies,

practices, and training programs on use of force. These efforts include the following:

▶ In June, the Fairfax County (Virginia) Police Department (FCPD) published its Use-of-Force Policy and Practice Review. This far-reaching review, conducted by PERF, incorporates the many of the 30 Guiding Principles adding a statement on the sanctity of life and a duty to intervene clause into department policy.

▶ In September, the Philadelphia (Pennsylvania) Police Department updated its use of force policy after its engagement in the collaborative reform process with the COPS Office. New provisions include the requirement that officers who witness inappropriate or excessive force have a duty to report such violations to a supervisor and to internal affairs.

▶ In December, the New Orleans (Louisiana) Police Department implemented an updated use of force policy in response to a consent decree from the U.S. Department of Justice, Civil Rights Division. The new policy includes many reforms, such as a statement that promotes the human life, dignity, and liberty of all persons, as well as language that expressly requires officers to report other officers who violate use of force policies.

Campaign Zero

The activist organization Campaign Zero has published on its website what it calls "a comprehensive package of urgent policy solutions informed by data, research, and human rights principles" that can help change the way the police serve communities. These include specific suggestions for limiting police use of force, including strengthening use of force policies, developing improvements in reporting use of force data, and providing better monitoring of police officers.

The Seattle Police Department also finalized new policies establishing de-escalation as a departmental priority, part of ongoing work resulting from the 2012 consent decree with the Civil Rights Division.

POLICE USE OF FORCE AND VULNERABLE POPULATIONS

People in mental health or behavioral crisis

Still another facet of the issue centered on the use of force, especially deadly force, against persons with mental illness, an intellectual disability, or a developmental disability. For example, The Washington Post reported that 250 of the 990

deadly officer-involved shooting incidents that it identified for 2015 involved a suspect who was reported to demonstrate "signs of mental illness."[1]

In 2015, police executives and law enforcement agencies took steps to maintain and improve their officers' capacity to effect good outcomes in their encounters with people with mental illness. By implementing best practices in policy and training, law enforcement agencies can preserve the health and safety of both members of the communities they serve and their officers.

A commonly cited best practice for law enforcement agencies to equip officers to interact with people with mental illness is to develop Crisis Intervention Teams (CIT). The "Memphis Model" of CIT, as one example, helps law enforcement officers recognize when they are faced with someone who may have mental illness, de-escalate the situation, and hold space safely at a scene until experts in mental illness arrive. This CIT certification training includes 40 hours of officer training on recognizing presenting symptoms of mental illness in suspects, de-escalation, and working with organizations that support people with mental illness.

Although there is no national data-gathering effort on encounters with successful outcomes between police and people in a mental health or behavioral crisis, research shows that CIT training is valuable. In particular, research has found that CIT-trained

officers showed higher levels of competency in de-escalation and personal agency when confronted with potential mental illness[2] and felt far more prepared to engage with people with mental illness than officers from the same department who had not received CIT training[3]. Further, departments with CIT-trained officers are less likely to report using force in the face of escalating resistance from a person with mental illness.[4]

The use of CITs is well-regarded, but the practice is far from universally available. University of Memphis CIT Center reports that there are 2,628 local programs and 344 regional CIT programs. But there are an estimated 18,000 law enforcement agencies in the United States. Moreover, some departments may have all of their officers CIT-trained, while other departments may have only one or two trained officers. The broadening discussion about CIT in 2015 led to questions regarding the appropriateness of training all officers within a department in CIT versus training a subset of CIT specialists. It is also an open question whether other less time-intensive programs, like the National Council for Behavioral Health's mental health first aid program, could be just as effective for a large majority of officers. Courses akin to mental health first aid are shorter, often eight hour sessions, while CIT is 40 hours. Departments that cannot afford to put all officers through CIT training, or that decide they only need a subset of officers CIT certified, may find that they still benefit from running more

Avoiding Deadly Force

J. Scott Thomson, Camden County (New Jersey) Police Chief and President of the PERF Board of Directors described in 30 principles a successful example of his department's choice to slow down an interaction with a man on the street armed with a knife:

Our Camden officers didn't rush toward this man or rigidly put themselves in a position where they had to use deadly force. Instead, they maintained flexibility to reposition themselves throughout the entire incident, until they were eventually able to safely arrest him when he dropped the knife. No shots were fired, and no one was injured. We enveloped him with officers, we protected the public, and we were willing to walk with him as far as he wanted to walk that night . . . . Fundamentally, we created and utilized opportunities to slow things down and not escalate the situation. Clearly this individual was disturbed, and clearly he had the ability to inflict serious harm or death.

Video of the Camden incident can be found on YouTube.

officers through a shorter, though subject-specific, training. Additional research is needed to determine whether, and how much, mental illness training will continue to prove effective for both law enforcement agencies and the communities they serve.

The critical importance of these efforts to slow police encounters with people with mental illness who are not immediately threatening public safety was underscored by the early-2016 opinion from the U.S. Court of Appeals for the Fourth Circuit

in *Armstrong* v. *Village of Pinehurst*. Ronald H. Armstrong, a man with mental illness, died while being taken into police custody on an involuntary commitment order by the Pinehurst (North Carolina) Police Department in 2011. His estate sued officers for using unconstitutionally excessive force. According to the Fourth Circuit, "when Officer Gatling deployed his taser [five times in two minutes, in drive-stun mode], Armstrong was a mentally ill man being seized for his own protection, was seated on the ground, was hugging a post to

ensure his immobility, was surrounded by three police officers and two [h]ospital security guards, and had failed to submit to a lawful seizure for only 30 seconds." Under the facts and circumstances of the case, the Fourth Circuit concluded that the officers had engaged in an unconstitutional excessive use of force with the Taser. But because the constitutional right "not to be subjected to tasing while offering stationary and non-violent resistance to a lawful seizure" was not "clearly established" at the time of the incident in 2011, and although the officers "were treading close to the constitutional line," the officers sued were granted qualified immunity. The Fourth Circuit put law enforcement officers on notice, however: "Where, during the course of seizing an out-numbered mentally ill individual who is a danger only to himself, police officers choose to deploy a taser in the face of stationary and non-violent resistance to being handcuffed, those officers use unreasonably excessive force."

Youth

Use of force against youth, particularly within schools, was also scrutinized in 2015. Video footage of a Kentucky deputy handcuffing an 8-year-old boy with disabilities and of a South Carolina school resource officer flipping a 16-year-old female student out of her desk led to questions about the role of police in schools and the "school-to-prison

pipeline." It also brought national attention to an ongoing call to minimize or eliminate the presence of law enforcement in schools.

Disproportionate contact, discriminatory policing, and implicit bias can result in minority youth facing higher probabilities of being arrested, referred to court intake, held in short-term detention, petitioned for formal processing, adjudicated delinquent, and confined in a secure juvenile facility. In his testimony to the Task Force, Nicholas Peart of Brotherhood-Sister Sol spoke about his

interactions with law enforcement and cautioned, "aggressive policing is alienating an entire generation of young people." Phoenix native Jose Gonzales shared that he had a chaotic childhood and was first detained at age nine. He said, "[I]t is important that law enforcement be sensitive to the issues that can exist in a young person's life."

Their statements are borne out by recent research. The Council of State Governments' School Discipline Consensus Report found that Black, Hispanic, and American Indian students are suspended at up to twice the rate of their White peers; 20% of secondary school students with disabilities were suspended in a single school year, compared to fewer than 2% of their peers without disabilities; and LGBT youth are up to three times more likely to experience harsh disciplinary treatment than their heterosexual counterparts.[5] Research also shows that Black youth are arrested for delinquency offenses at twice the rate of their White counterparts and detained at a rate of 1.4 times. To address the overrepresentation of minority youth in the juvenile justice system, researchers are exploring where disparity occurs across juvenile justice decision points, with particular focus on youth's initial contact with law enforcement.[6]

While these disparities have led some to claim that there is no role for law enforcement in schools, others believe that there can be a role for properly trained law enforcement officers to support school

discipline and engage with youth in a positive manner. In October, the OJJDP hosted a workshop at the IACP's 122nd Annual Conference and Exposition to explore successful ways to implement a school resource officer program. Moses Robinson, a school resource officer in Rochester, New York, shared his experience building a stronger community by engaging with his students and parents with respect and compassion based on his training with the National Association of School Resource Officers. Then Deputy Commissioner Kevin Bethel described Keeping Kids in School and Out of Court, the innovative Philadelphia pre-arrest diversion program that provides comprehensive, intensive early intervention programming for youth exhibiting high risk or at-risk behaviors.

The latest resources available to assist law enforcement's efforts to effectively engage with youth, improve local responses to justice-involved youth, and accelerate progress toward more successful outcomes for youth, families, and communities include the following:

▶ OJJDP's Police and Youth Engagement: Supporting the Role of Law Enforcement in Juvenile Justice Reform grant program. In partnership with the Yale Child Safety Center, the IACP is hosting youth and law enforcement roundtables to inform the development of a National Law Enforcement Leadership Institute on Juvenile Justice.

Mental Health Crisis Guidance

It's a call that no one wants to make. But if a family member is in a mental health crisis and you need to call the police, what should you say to the dispatcher? To the officer who responds? The National Alliance on Mental Illness offers guidance for friends and family members* in that hard situation, to ensure that the responding officer can provide the best possible assistance.

*Herb Cotner, "Ask a Cop: What Should I Say When I Call 911 for a Loved One?," NAMI, January 31, 2014.

- U.S. Departments of Justice and Education's Supportive School Discipline Initiative. It targets harsh and exclusionary school disciplinary policies and in-school arrests that push youth out of school and into the justice system and promotes awareness and knowledge about evidence-based and promising policies and practices among state judicial and education leaders.

- The IACP's "Law Enforcement's Leadership Role in Juvenile Justice Reform: Actionable Recommendations for Practice and Policy." This guide stems from the IACP National Summit on Law Enforcement Leadership in Juvenile Justice and offers promising practices to improve law enforcement interactions with youth.

- The Urban Institute's Locked In: Interactions with the Criminal Justice and Child Welfare Systems for LGBTQ Youth, YMSM, and YWSW Who Engage in Survival Sex. The report focuses on LGBTQ youth who become involved in the commercial sex market to meet basic survival needs, describing their experiences with law enforcement, the criminal justice system, and the child welfare system.

ADDITIONAL RESOURCES ON POLICE USE OF FORCE

The COPS Office has published reports and lessons learned about use of force policies and practices for the benefit of agencies nationwide. They include the following, which were issued in partnership with CNA:

- Collaborative Reform Model: A Review of Use of Force Policies, Processes, and Practices in the Spokane Police Department.

- Collaborative Reform Initiative: An Assessment of Deadly Force in the Philadelphia Police Department.

Academic researchers also published papers on police use of force in 2015 and early 2016:

- Police Use of Less Lethal Force: Does Administrative Policy Matter? (Terrill and Paoline, *Justice Quarterly*, March 2016). After assessing use of force incidents across three U.S. cities, the authors found that officers working within the most restrictive policy framework used force less readily than officers who operated within more permissive policy environments.

- Increases in Police Use of Force in The Presence of Body-Worn Cameras Are Driven by Officer Discretion (Ariel et al., *Journal of Experimental Criminology*, 2016). This paper suggests that officers wearing body-worn cameras were less likely to use force when discretion to turn off cameras was low.

- A Training Method to Improve Police Use of Force Decision Making (Andersen and Gustafsberg, SAGE Open, April-June 2016: 1–13). This paper concluded that stress-reduction training for officers resulted in improvements in officers' use of force decision-making and could translate into potential life-saving benefits for both police and citizens.

To support continued research on police use of force, in early 2016 the NIJ announced a solicitation for Research and Evaluation in Support of the Recommendations of the President's Task Force on 21st Century Policing. Among the identified focus areas are research on use of force simulator training and research on the various effects of use of force and de-escalation training, including whether they reduce incidents of use of force and injury.

Mass demonstrations

Often in response to police use of force against people of color, cities and counties across the United States saw a surge in mass demonstrations in 2015, including events in Baltimore, Maryland; Dearborn, Michigan; Milwaukee, Wisconsin; North Charleston, South Carolina; McKinney, Texas; Roseburg, Oregon; Cleveland, Ohio; Washington, DC; and Minneapolis, Minnesota. Protesters took to the streets, government buildings, malls, and even airports across the country to express their views about local and national events. Numerous localities also saw mass demonstrations regarding issues like chemicals in food, corporate policies and wealth, politics, and sports team victories and losses. The local law enforcement response to the different mass gatherings often received national attention.

In any mass gathering, a participant may engage in First Amendment–protected activity like protest or civil disobedience. The ACLU offers protesters guidance on what behavior is protected by the First Amendment (and what behavior is not). But a different participant might take advantage of the mass gathering to engage in public disorder or violence. Still another individual may simply be observing the events without participating. Yet others may engage in more than one of these behaviors during any one mass gathering event. According to PERF, in its publication Managing Major Events: Best Practices from the Field, "police must differentiate the law-breaking protesters from those who are peaceful."

With each mass demonstration there is an opportunity to reflect on the lessons that could be learned from the experience. For example,

Terminology Matters

Using terms like "professional protestors," "activists," or "outsiders" versus "community members" or "residents" to describe participants in activity protected by the First Amendment may create improper distinctions among people at a mass demonstration. Everyone has the right to peacefully assemble, no matter where they are from or what their motive.

upon invitation by Chief Jon Belmar of the St. Louis County Police Department, the COPS Office assessed the police response to the mass demonstrations in Ferguson, Missouri, during the first 17 days of the mass gatherings after the shooting death of Michael Brown. The COPS Office, working with the Institute for Intergovernmental Research, published its report, After-Action Assessment of the Police Response to the August 2014 Demonstrations in Ferguson, Missouri (COPS Office After-Action) in September 2015. The report includes 48 findings and 113 lessons learned to help agencies across the United States examine their local policies and practices regarding mass gatherings to ensure they are engaging in good practices in a way that best fits each community.

An overarching theme of the recommendations is that a law enforcement agency that prepares in advance for mass demonstrations, rather than simply reacting to a demonstration already formed, will respond in a more predictable and practiced manner. An important component of this advance preparation is the long-term cultivation of healthy relationships with all facets of the community served by the law enforcement agency, including those most critical of law enforcement. The agency that plans in advance is less likely to engage in ineffective or even unconstitutional conduct. Communication, leadership and continuity of response are critical for effectively dealing with mass demonstrations.

The mass demonstrations in 2015 were fueled by the activism of grassroots organizations, amplified through social media. A primary example of this phenomenon is the Black Lives Matter movement which, although founded in 2012, came to widespread national attention during the aftermath of the shooting death of Michael Brown by Ferguson Police Department Officer Darren Wilson. According to the Black Lives Matter website, it is a "national organization working for the validity of Black life" and "a call to action and a response to the virulent anti-Black racism that permeates our society." Black Lives Matter chapters across the United States are involved in local and national direct action, teach-ins, panels, and social media.

The mass demonstrations of 2015 also brought new attention to officer safety and wellness during events. Officers responding to mass demonstrations, especially long-term demonstrations, require adequate food, water, breaks, rest, medicine, access to restrooms, and the ability to communicate with their families. Rotating officers from the front line helps with fatigue and emotional stress. A law enforcement agency must also be aware of, and protect against, malicious technological attacks on the agency, its officers, and officers' families. Identity theft, publication of officers' personal information ("doxing,") and other cyberattacks on both agencies and officers are a very real risk to law enforcement.

Some of the most searing images from the police response in Ferguson were those that showed law enforcement officers in military-style gear, using military-style equipment. Officers require equipment that will keep them protected from the violence that they face in doing their jobs, especially from individuals and groups who exploit mass gatherings to commit violent crime. At the same time, the exercise of First Amendment rights may be chilled or the protests even escalated if demonstrators view police as an occupying force. After the demonstrations and violence in Ferguson, law enforcement agencies, federal policymakers, and activist groups confronted the issue of the militarization of law enforcement, often recommending that agencies calibrate the level of their response based on circumstances so as to maintain officer safety while at the same time not unnecessarily escalating the situation.

A focal point of the debate quickly became the transfer of federal assets to local law enforcement agencies. In May, at the direction of the President, a federal interagency Law Enforcement Equipment Working Group issued a report and recommendations on the transfer of federal equipment to state, local, and tribal law enforcement agencies. The federal government has multiple programs that make equipment like office supplies, clothing, weapons, and vehicles available to local law enforcement agencies, including through grant initiatives and the Department of

Defense's 1033 Program. These programs have provided local agencies with equipment that they need for things like hostage rescue and terrorism response, especially during lean fiscal years with reduced budgets. According to the Working Group, the equipment has enhanced both officer safety and public safety, by rendering law enforcement better able to respond to volatile situations.

Pursuant to the Working Group's report and its recommendations, which took effect in 2015, certain equipment is prohibited from being transferred because of "the substantial risk [that] misusing or overusing these items, which are seen as militaristic in nature, could significantly undermine community trust and may encourage tactics and behaviors that are inconsistent with the premise of civilian law enforcement."

Other equipment, such as armored vehicles, helicopters, explosives and pyrotechnics, and riot batons and helmets, can be seen as militaristic in nature and may adversely impact community trust in some instances, but the Working Group concluded it also may have "significant utility for law enforcement operations," including officer safety and public safety during situations with active shooters or explosives. Therefore, this equipment is still available to local law enforcement agencies that "provide expanded justification for its acquisition, including a description of how the equipment would be deployed, the agency's policies and protocols on

Law Enforcement Equipment Working Group Recommended Prohibited Equipment List

LEAs should not be authorized to acquire the following equipment via transfer from Federal agencies or to purchase it using Federally-provided funds:

» *Tracked Armored Vehicles*: Vehicles that provide ballistic protection to their occupants and utilize a tracked system instead of wheels for forward motion.

» *Weaponized Aircraft, Vessels, and Vehicles of Any Kind:* These items will be prohibited from purchase or transfer with weapons installed.

» *Firearms of .50-Caliber or Higher*

» *Ammunition of .50-Caliber or Higher*

» *Grenade Launchers:* Firearm or firearm accessory designed to launch small explosive projectiles.

» *Bayonets:* Large knives designed to be attached to the muzzle of a rifle/shotgun/long gun for the purposes of hand-to-hand combat.

» *Camouflage Uniforms:* Does not include woodland or desert patterns or solid color uniforms.

deployment, and verification of training provided to [law enforcement agencies] on the appropriate use of such controlled equipment."

Still other equipment, like "service-issued handguns, rifles, and shotguns used for non-specialized activities and bulletproof vests and other body armor," is not subject to heightened reporting requirements for acquisition through existing federal programs.

The federal government is not the only source for local law enforcement agencies to acquire military-style equipment, however. An agency can use local funds to buy such equipment from various suppliers. Many agencies deploy such equipment in ways that improve crime-fighting, officer safety, and public safety, and without an adverse impact on community trust.

Body-worn cameras and videoing police

One of the responses to the national attention on police use of force was an urgent conversation among law enforcement agencies, community groups, unions, think tanks, and lawmakers about whether and how police should use body-worn cameras. Body-worn camera footage can be a powerful tool to increase safety, transparency and to build trust. But video from a body-worn camera, like video from a bystander, may not resolve every

question about an incident between the police and the public. As featured in the April 1, 2016 New York Times, research from Seth W. Stoughton, a law professor at the University of South Carolina, shows how events captured by body-worn cameras can be interpreted differently. Further, the images from a body-worn camera are limited by the scope of the camera's view and they cannot capture what an officer is thinking and sensing through the lens of training and experience. Moreover, a body-worn camera may have "better vision" than the officer wearing it, if it is fitted with enhanced night vision capabilities.

Any law enforcement agency or state or local government considering whether and how to implement body-worn cameras must strike a balance among sometimes-competing interests and issues. The Task Force recommended that policy makers collaborate with unions, citizen groups, and other necessary stakeholders when confronting decisions like these. Some of the key considerations include

▶ how, when, and under what conditions an officer has the discretion to turn the camera on and off, and the consequences for unauthorized recording or unauthorized blackouts;

▶ how, when, and whether to release footage recorded by a body-worn camera to the public, either in response to a public records request or by the agency's choice to proactively release the footage;

▶ what kind of data cataloging, retention policies, and security practices should govern the footage from body-worn cameras, and how to manage these costs.

Many resources have developed in recent years to assist decision-making on these issues. The Bureau of Justice Assistance launched an online Body-Worn Camera Toolkit in May 2015. The Toolkit is a comprehensive clearinghouse for criminal justice practitioners interested in planning and implementing a body-worn camera program in an effort to strengthen community trust and confidence in the justice system and improve officer and community safety. Other resources from the Department of Justice include "Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned" (written by the Police Executive Research Foundation) and an OJP Diagnostic Center review of body-worn video camera technology in Police Officer Body-Worn Cameras: Assessing the Evidence.

Other organizations and practitioners have recently published materials for the consideration of law enforcement personnel and the communities they serve regarding police use of body-worn cameras. The National Fraternal Order of Police published Body-Worn Cameras: Privacy, Professionalism, & Protection, in October 2014. The ACLU produced Police Body-Mounted Cameras: With Right Policies in Place, a Win For All in March. In August, the Urban Institute hosted an online

debate Evaluating the Impact of Police Body Cameras. The Cato Institute published Watching the Watchmen: Best Practices for Police Body Cameras in October. In January 2016, the Police Foundation, the IACP, the Major Cities Chiefs Association (MCC), and SafeGov.org hosted a day-long symposium entitled "Body-Worn Cameras: Building a Secure and Manageable Program for Law Enforcement." The IACP also offers its members resources on body-worn cameras, including a model policy for using them.

Numerous state legislatures took up the issue of police use of body-worn cameras in 2015. The National Conference of State Legislatures noted trends in state legislation on police use of body-worn cameras as part of its Law Enforcement Overview for 2015. The Urban Institute compiled state-by-state information about current and pending legislation applicable to or specifically about body-worn cameras.

Where state laws regarding body-worn cameras were not enacted, or where such laws left room for discretion, local governments and law enforcement agencies took action. For example, in July, the New Jersey Attorney General published a set of directives that all local law enforcement agencies must follow when coming up with their own policies. In March 2016, the Minneapolis Police Department published a draft of its policy on body-worn cameras and invited public comment on it

before it is fully implemented in October. According to the MPD, it "considered recommendations from the Police Conduct Oversight Commission, American Civil Liberties Union, International Association of Chiefs of Police, League of Minnesota Cities, Fraternal Order of Police, and the International Municipal Lawyers Association before putting together its preliminary draft on standard operating procedures."

The footage from body-worn cameras can also provide powerful evidence in criminal prosecutions and in administrative proceedings. Such evidence can result in early disposition of criminal cases, which expedites the criminal process and reduces the criminal docket. In investigations internal to a law enforcement agency, it can provide similar clarity.

For example, the shooting of Samuel DuBose by University of Cincinnati Officer Raymond Tensing, in July 2015, highlighted how body-worn camera footage could provide an account of an incident of police use-of-force that differs from the information reported by the officer involved. According to independent investigators hired by the University of Cincinnati, footage from Tensing's body-worn camera did not corroborate Tensing's explanation for having shot DuBose. Tensing has been charged with murder for killing DuBose, and legal proceedings are ongoing. But, as reported by the October 13, 2015 Christian Science Monitor after a March 2015 police-involved shooting incident

Research on Body-Worn Cameras

Initial research on police use of body-worn cameras suggests that the cameras can improve police-community interactions; this was the result reported by Ariel, Farrar, and Sutherland in the September 2015 *Journal of Quantitative Criminology*. **However, Lum et al., in a 2015 report for the Laura and John Arnold Foundation, stress that additional research is needed to more fully understand the impact that the cameras have on police interactions with the community, crime reduction, and community trust.**

in Cleveland, footage from officers' body-worn cameras showed that their use of deadly force was justified in response to an assailant who was armed and dangerous.

The push for body-worn cameras for law enforcement officers comes at a time when numerous incidents with police officers have been caught on mobile phone video, to be later uploaded to social media, played on 24-hour news channels, and even used in criminal proceedings against the officers. The idea of recording police actions as an accountability tool is not new; one of the most famous such videos is of the police beating of Rodney King in 1991. The revolutionary change in recent years is the ubiquity of cameras on mobile phones, which millions of people carry with them at all hours of the day and night. The near-universal availability of mobile phones, combined with the ability to instantaneously share videos with millions of people through social media, result in a new reality for police: at any time, during any interaction, they may be filmed and the video could go "viral." A picture or photograph can cause an outrage or even spark a social movement. The question the field faced in 2015, and continues to face, is how to navigate the public interest in filming police officers as an accountability method and continue to protect the safety of the community.

Even with the increased public interest in filming police activities, the law on recording officers can be unclear under some circumstances. This lack of clarity has resulted in court cases about how the First Amendment and state law apply to the person recording an interaction involving the police. Among the issues that have arisen are the legality of mobile phone searches, the scope of a person's right to record police officers, and police officers' privacy rights. In response, as the NCSL reported in June 2015, some states have offered legislation aimed at clarifying when recording officers is legal.

Violent crime in 2015

In the summer of 2015, a number of media outlets reported on what appeared to be a surge of murders and non-fatal shootings in some major American cities. Other reports refuted the idea of a statistically meaningful surge, suggesting more comprehensive national data would be necessary before such an assertion could be justified.

In response to concerns about this apparent surge in deadly violence, police executives and the Department of Justice convened practitioners and

Recording the Police

The following were among the powerful videos that circulating in the national consciousness in 2015:

» On April 4, 2015, North Charleston Police Officer Michael Slager pulled over Walter Scott for a broken tail light. Moments later, Slager shot Scott in the back while Scott was running away. Slager told investigators that Scott tried to grab the officer's gun. Mobile phone video of the incident shows a brief physical encounter and then Slager firing eight shots, killing Scott. As a result of the video, Slager was immediately fired and arrested.

» On December 2, 2015, police responded to a non-fatal stabbing in San Francisco's Bayview neighborhood. Five police officers approached Mario Woods, responding to a description matching the stabbing suspect. Woods was in possession of a kitchen knife. The officers surrounded Woods and attempted to disarm him using less-lethal weapons. When Woods tried to walk away, the officers fired at least 15 shots at Woods, killing him. The video was captured via mobile phone. The case is currently under investigation and the officers involved have been put on administrative leave.

other stakeholders at two events to address the issues and confront challenges. The Major City Chiefs Association (MCCA) held the National Summit on Violence in America and the Attorney General convened a Summit on Violent Crime Reduction. Among other suggestions, both groups recommended that improved public availability of timely and accurate data about violence, particularly homicides and non-fatal shootings, could be vital in combating violent crime and in building community trust.

Meanwhile, researchers worked with existing data to better understand what was happening. In early 2016, the Brennan Center for Justice at New York University School of Law published data on homicides in 2015 for the 25 of the 30 largest U.S. cities for which it was able to find published data. Across these 25 cities, there was a 13.2% overall increase in the per capita rate of homicide in 2015 compared to 2014. But the trends varied markedly across cities. Five cities experienced increases greater than

50%, including Denver (70.2%), Oklahoma City (64.4%), Baltimore (62.9%), Louisville (56.2%), and Washington, D.C. (51.2%). Several cites, however, experienced substantial declines, including Austin (-33.1%) and Boston (-27.4%). The Brennan Center concluded that while murder rates had increased significantly in many of the nation's largest cities, there was not yet sufficient evidence to conclude these data reflect a national trend or one that will persist in the future.

NATIONAL DATABASES ON CRIME

The two currently available nationwide crime databases run by the federal government cannot provide high-quality and promptly available data about the incidence of crime.

The primary source of crime data to identify trends at national or regional level is the Uniform Crime Report (UCR) Summary Reporting System (SRS). The FBI has been collecting UCR-SRS data since 1930. Nearly all local law enforcement agencies voluntarily report data through UCR-SRS. But the data only capture aggregate level counts on the seven major index crimes and reflect only crimes known to law enforcement agencies. Reports from data collected in UCR-SRS are made public but are often not published until 18 months after the end of a calendar year. As a result, UCR data are not useful for identifying trends in real time.

Federal Initiatives to Combat Youth Violence

Young people in the United States are profoundly impacted by violence around them. According to the Department of Justice's Defending Childhood Initiative, "[c]hildren's exposure to violence, whether as victims or witnesses, is often associated with long-term physical, psychological, and emotional harm. Children exposed to violence are also at a higher risk of engaging in criminal behavior later in life and becoming part of a cycle of violence." The issue of youth exposed to violence is particularly acute on tribal lands, according to the Attorney General's Advisory Committee on American Indian/Alaska Native Children Exposed to Violence. The Defending Childhood Initiative, which is just one of the federal government's efforts in response to violence against youth, supports efforts to expand the base of knowledge about children's exposure to violence, develop comprehensive strategies to prevent violence against children, and support evidence-based interventions for children affected by violence.

Another federal initiative is the National Forum on Youth Violence Prevention. Its fourth National Summit, held in May 2015, focused on reducing violence and building communities. Representatives from the National Forum site cities shared their comprehensive strategies to prevent youth violence and reduce gang violence.

The second crime database operated by the FBI, which began as an effort to address the limitations of UCR, is the National Incident Based Reporting System (NIBRS). According to the FBI NIBRS Overview, "only about a third of all U.S. law enforcement agencies currently participate in NIBRS. Transitioning to the new system can be somewhat costly, and—because of the greater level of reporting specificity in NIBRS—it can initially appear that an agency has higher levels of crime after switching to NIBRS." Although NIBRS has had its challenges, FBI Director James B. Comey has announced that the FBI will transition from UCR to NIBRS within five years and plans are being considered to make NIBRS reporting a requirement in order for law enforcement agencies to receive DOJ grant funding. NIBRS "can provide more useful statistics that will promote constructive discussion, measured planning, and informed policing." In August 2015, the IACP, MCC, National Sheriffs' Association, and Major County Sheriffs' Association advocated for the transition from UCR to NIBRS in a joint position paper supporting modernizing the nation's law enforcement data.

A substantial effort to enhance contributions to NIBRS began to take form in 2012 with the establishment of the National Crime Statistics Exchange (NCS-X). Led by the BJS, the goal of NCS-X is to harvest incident data from existing records management systems in individual law enforcement agencies across the country in ways that

can use and supplement data already being collected through the NIBRS program to generate statistically representative national estimates of crime known to law enforcement agencies.

In May, BJS released a FY 2015 competitive grant solicitation to provide Phase I of NCS-X that would support expanding NIBRS contributions. In FY 2016, BJS awarded a total over $5.5 million dollars to support such efforts in Alabama, Louisiana, Maine, Missouri, Nebraska, New York, Pennsylvania, Washington, and Wyoming.

MASS SHOOTINGS AND COMMUNITY RESILIENCY

Although they are a small portion of all homicides, mass casualty events and terrorist attacks understandably captured a disproportionate share of the public's attention and generated a tremendous amount of media attention in 2015.

Mass casualty events

High-profile mass casualty events in 2015 included the following:

▶ On June 17, in Charleston, South Carolina, a man opened fire with a Glock 45 on a bible study group at Emmanuel African Methodist Episcopal Church, killing nine and injuring three. A grand jury indicted him on thirty-

three federal counts, including murder in the first degree and hate crimes. Legal proceedings are ongoing.

▶ On July 16, in Chattanooga, Tennessee, a man opened fire on a military recruitment station, killing five people and wounding two. He was killed by members of the Chattanooga Police Department in the ensuing conflict.

▶ On October 1, in Roseburg, Oregon, a student at Umpqua Community College shot and killed one teacher and eight other students before turning the gun on himself. Nine others were wounded.

▶ On November 27, in Colorado Springs, Colorado, a man opened fire opened fire with a semi-automatic rifle in the Colorado Springs Planned Parenthood. He killed three people and wounded nine. He was charged with first-degree murder and legal proceedings are ongoing.

▶ On December 2, in San Bernardino, California, a married couple opened fire on a Department of Public Health event in the Inland Regional Center. They killed fourteen people and injured twenty-two before being killed in a shoot-out with law enforcement later that day.

As reported by numerous media outlets, however, these high-profile incidents are far from the only mass casualty events that occurred. PBS NewsHour, for example, published an interactive

map of shootings when at least four people were killed or wounded, based on data from shootingtracker.com (now the Gun Violence Archive). USAToday's Behind the Bloodshed reported on mass *killings* (not just shootings), in which four or more people were killed.

As with other data-related topics in this report, there is a clear need for consistent, reliable, and real-time information about mass killings in the United States, including mass shootings, so that we may better understand the trends and work to prevent additional tragic deaths. To that end, in July, the Congressional Research Service (CRS) published Mass Murder with Firearms: Incidents and Victims, 1999-2013. Although mass public murder with firearms is fairly rare compared to other homicides, according to CRS, "the days between incidents [of mass public shootings] have become fewer over [the] years and the incidents have become more prevalent. From 2010 through 2013, for example, there were on average 74 days between mass public shooting incidents. For the 2000s, there were 88 days between incidents; for the 1990s, 94 days; for the 1980s, 152 days; and the 1970s, 282 days."

Since the mass shooting in Columbine, Colorado, law enforcement's tactical response to a mass killing in progress has changed and continues to evolve with each new set of lessons learned. In 2015, the COPS Office, the Department of Homeland Security's Federal Law Enforcement Training

Centers, and the Johns Hopkins University School of Education released a report entitled Community-Based Approaches to Prevention: A Report on the 2014 National Summit on Preventing Multiple Casualty Violence. The report, which built on two prior reports, Strategic Approaches to Preventing Multiple Casualty Violence and Strategic

Approaches to Information Sharing: A Report on the 2013 National Summit on Preventing Multiple Casualty Violence, featured a prevention toolkit that is adaptable to individual communities. Law enforcement agencies can also implement promising practices to support officer mental health before and after a mass casualty event.

FIGURE 1. CRS ANALYSIS OF DAYS BETWEEN MASS PUBLIC SHOOTINGS, 1970-2013
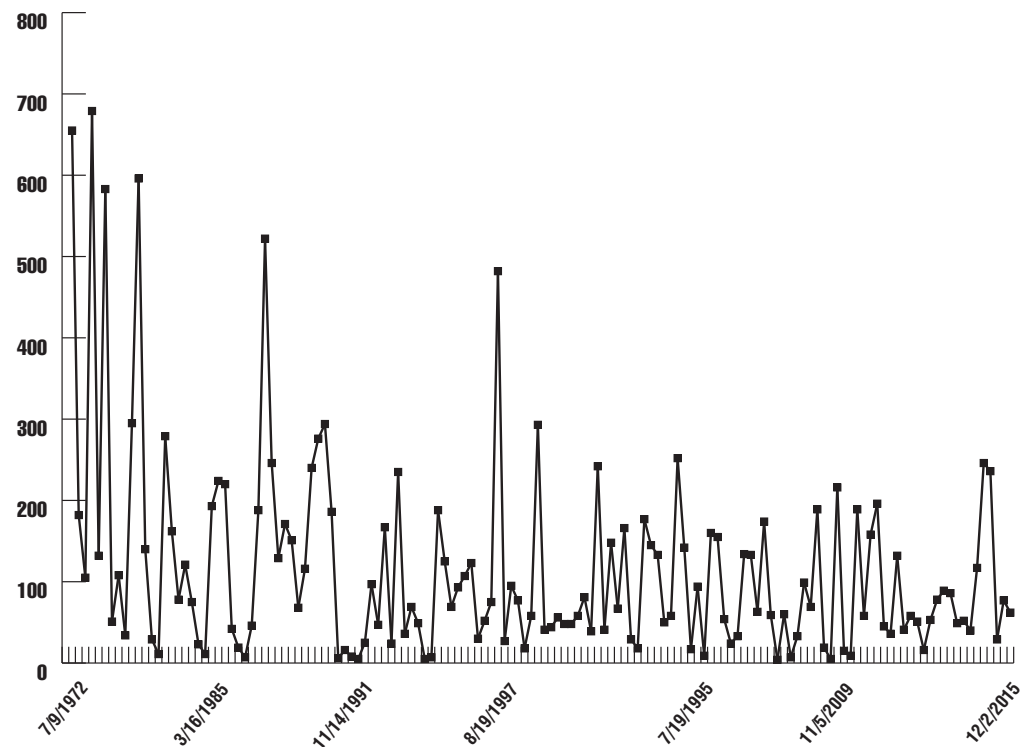
Source: CRS, Mass Murder with Firearms: Incidents and Victims, 1999-2013, 2015.

The effects of violent extremism

The mass killings in Charleston, Colorado Springs, Chattanooga, and San Bernardino have been attributed to violent extremists. Local law enforcement officers were among the first responders in every case.

According to a 2015 report from the Duke University Triangle Center on Terrorism and Homeland Security, most law enforcement agencies recognize that the primary extremist threat within their jurisdictions is "anti-government violent extremism." Local law enforcement officers themselves have become the specific target of violent extremists, as in the 2014 ambush and execution of two Las Vegas Metropolitan Police officers by anti-government extremists in 2014. The assailants were aligned with the "sovereign citizens" movement, which has

DHS Active Shooter Preparedness

The Department of Homeland Security updated its "Active Shooter Preparedness" website in 2015, "to enhance preparedness through a 'whole community' approach by providing training, products, and resources to a broad range of stakeholders on issues such as active shooter awareness, incident response, and workplace violence."

FBI Resources on Violent Extremism

The FBI's "Don't Be A Puppet" website is an interactive resource for learning about foreign and domestic violent extremism. It provides information on international extremist groups that have been designated terrorist organizations by the U.S. government and domestic violent extremist ideologies which have led to violent crimes.

 "It is important to note that it is legal to have hateful or extremist beliefs as long as you don't commit crimes or violence based on those beliefs. The right to assemble (or gather) in groups is also protected by the U.S. Constitution."

– FBI, "Domestic Extremist Ideologies"

anti-law enforcement views. On the morning of the attack, the assailants told a friend that that they were planning to "go kill cops." They left a Gadsden flag, a statement of sovereign citizen ideology, and a swastika pin with the officers' bodies. The assailants also killed a bystander at a nearby retail store.

The early 2016 standoff at the Malheur Wildlife Refuge in Oregon illustrated that anti-government groups are willing to target even non-law-enforcement government employees. In the resulting indictment, the defendants were charged

with crimes including using "force, intimidation, and threats, officers and employees of the United States Fish and Wildlife Service and the Bureau of Land Management, agencies within the United States Department of the Interior, from discharging the duties of their office at the Malheur National Wildlife Refuge and other locations." Legal proceedings are ongoing.

Local law enforcement may be in the direct line of fire for violent extremists, but local law enforcement is also uniquely positioned to initiate and maintain

THE FLORIDA SHERIFF'S ASSOCIATION PRODUCED "SOVEREIGN CITIZEN TRAINING FOR LAW ENFORCEMENT," A VIDEO ABOUT SOVEREIGN CITIZEN BELIEFS, THE RISKS TO LAW ENFORCEMENT OF VIOLENCE FROM SOME PEOPLE WHO SUBSCRIBE TO THOSE BELIEFS, AND OPTIONS FOR SAFELY INTERACTING WITH SUCH PEOPLE WHILE ENFORCING THE LAW.

relationships of trust with the communities they serve and help prevent them from radicalization and recruitment by violent extremists. In 2011, the White House released its "Strategic Implementation Plan For Empowering Local Partners To Prevent Violent Extremism In The United States," which designated Boston, Los Angeles, and Minneapolis, as pilot sites for innovative efforts to counter violent extremism (CVE). In 2015, the COPS Office, in partnership with the Federal Law Enforcement Training Center and the National Consortium for the Study of Terrorism and Responses to Terrorism, hosted forums to learn from the experiences of the pilot cities and to engage new local government partners in the CVE effort.

The Department of Justice and the Department of Homeland Security initiated the CVE Task Force in early 2016 to coordinate federal efforts and partnerships to counter violent extremism in the United States. The CVE Task Force comes at a time when the field has only a small sample of incidents and subjects for research. More research is needed to bolster prevention efforts by establishing baseline information about how to prevent radicalization and build community resilience against violent extremism; how to generate evidence-based CVE models for law-enforcement and community members; and how to work with "formers" (formerly radicalized actors) to understand how men and women radicalize and de-radicalize.

The Strong Cities Network, an international initiative to help jurisdictions better respond to terrorism and prevent radicalization to violent extremism, launched in September 2015. The initiative is intended to focus on community-based interventions, provide avenues for grant funding for novel programs, and link cities around the globe (including Atlanta, Denver, and Minneapolis) in the fight against terror by facilitating peer exchange of promising practices and information.

Use of technology in crime detection and solving

Predictive policing has generated a great deal of interest among law enforcement practitioners, scholars, and software developers in the last few years. Some in the media have touted predictive policing as a revolutionary advancement that can stop crime before it starts. Others in the media, as well as civil rights advocates, have raised concerns about its "big data" implications and see predictive policing as emblematic of growing government surveillance.

While predictive policing is popularly conceived of as a set of advanced analytical techniques that predict future crime activity, it has its roots in the existing analysis of existing crime data. Indeed, some believe that predictive policing is not much different than traditional crime analysis, just faster and using more efficient methods to better identify places or persons at higher risk of committing crime.

Concerns about predictive policing relate primarily to effectiveness and ethics. For instance, the New York Times' November 2015 opinion piece on the subject was titled "Can Predictive Policing Be Ethical and Effective?" In it, six commentators offered six different perspectives on the fundamental questions about predictive policing:

▶ Are the techniques labeled as predictive policing effective in reducing crime? Are they any more effective than the approaches crime analysts traditionally have used?

▶ What are the ethical implications of predictive policing? Does predictive policing adversely impact citizen's privacy and civil rights? Can predictive policing undermine police legitimacy?

With respect to effectiveness, predictive analytics can be used to determine locations at risk for future crime as well as persons at risk of becoming offenders or victims. But place-based predictive policing tools are designed simply to point police officers to the places and times that crime is most likely to occur. These tools do not define what actions police should take in those areas. The actual police response within those areas will be a primary driver of how effective a particular approach might be in reducing crime.

With respect to the ethics of predictive policing, advocates of the practice suggest that predictive policing might actually result in more equitable

Research on Predictive Policing

Two major studies of self-identified predictive policing approaches have been published to date. The first is a 2014 evaluation by the Rand Corporation of a predictive policing intervention that the Shreveport, Louisiana police department developed in-house with funding provided by the National Institute of Justice.[*] The evaluation found no difference in property crime reduction between treatment police districts where predictive hot spot techniques were deployed versus control districts where traditional hot spot policing based on past crime was deployed. However, officers in treatment areas did report improvements in community relations and Rand researchers found some evidence of improved cost effectiveness in treatment districts.

A second formal evaluation of a predictive policing implementation was published in January 2016 edition of the Journal of the American Statistical Association.[†] The study examined the accuracy and efficacy in crime reduction of predictions made using an innovative predictive analysis called near real-time epidemic-type aftershock sequence (ETAS), so named because it was adapted from statistical techniques used to predict the locations and times of aftershocks following earthquakes. Overall, the authors found that the average reduction in crime volume was 7.4% when ETAS forecasts were used while no statistically significant effect occurred when crime analysis forecasts were used.

[*] Priscillia Hunt, Jessica Saunders, and John S. Hollywood. *Evaluation of the Shreveport Predictive Policing Experiment* (Washington, DC: RAND Corporation, 2014).

[†] George O. Mohler, Martin B. Short, Sean Malinowski, Mark Johnson, George E. Tita, Andrea L. Bertozzi, and P. Jeffrey Brantingham. "Randomized controlled field trials of predictive policing." Journal of the American Statistical Association 110, no. 512 (2015): 1399-1411.

policing because, in their perspective, data and statistical algorithms are objective and unbiased, unlike patrol officers, detectives, or even crime analysts. But many media accounts, civil rights advocates, and legal scholars have raised concerns about predictive policing's potentially adverse effects on privacy, civil liberties, and police legitimacy. Some critics argue that predictive policing will inevitably exacerbate the problem of racial and class-based bias in criminal enforcement.

A Potawatomi Nation Police Department officer laughs with elderly community members.

Principles for Working with Tribes

In December 2014 the DOJ issued principles for working with federal recognized Indian tribes. Included in the overarching principles is that "The Department of Justice respects and supports tribes' authority to exercise their inherent sovereign powers, including powers over both their citizens and their territory." The principles illustrate the DOJ's commitment to protecting all Native Americans from violence and building relationships between tribes and state, local, and private partners in law enforcement and public safety.

For example, the authors of Predictive Policing and Civil Rights, presented at the 2015 Data and Civil Rights conference in Washington, D.C., argue that because most predictive policing algorithms rely on existing crime data to generate predictions, those predictions might be tainted by the biases that already exist in the underlying data. If officers spend more time in areas that have been designated high crime, traffic and pedestrian stops may likely increase. The authors wondered to what extent predictive policing approaches are self-fulfilling statistical prophecies.

Tribal policing

The primary law enforcement challenges on tribal lands in 2015 related to drug trafficking, sexual assault, and domestic violence. The rate of sexual assault and domestic violence against American Indian and Alaska Native women and children is higher than for any other racial or ethnic group in the United States. Further, drug trafficking onto tribal lands fuels addiction and violence. Efforts to combat these serious crimes on native lands are hampered by complex laws governing which sovereign (tribal, state, or federal) may exercise jurisdiction over both the crime and the suspect.

On March 7, 2015, the Violence Against Women Reauthorization Act (VAWA) of 2013 took effect in Indian country. VAWA 2013 recognized tribes' inherent power to criminally prosecute non-Indians who assault Indian spouses or dating partners or violate protection orders in Indian country. VAWA 2013 represents the first recognition of inherent tribal authority over non-Indians since it was limited by the Supreme Court in *Oliphant* v. *Suquamish Indian Tribe*, 435 U.S. 191 (1978). The law is a step toward accomplishing the first recommendation in the Indian Law and Order Commission's 2013 report to the President and Congress of the United States, A Roadmap For Making Native America Safer: that Congress provide a way to promptly recognize a tribe's inherent criminal jurisdiction over all persons – not just tribe members – within the tribe's lands.

Throughout 2015, tribal, state, and federal agencies worked together to improve enforcement coordination and data sharing to overcome jurisdictional complexities. Some examples of these efforts include the following:

▶ In a 2015 article in the COPS Office Dispatch, Chief Bill Denke of the Sycuan Tribal Police Department (California) noted his department's struggle (for more than a decade) to gain access to the state, regional, and local law enforcement databases to improve officer and public safety on tribal lands. But "[b]ecause of strong support from the leadership of the BIA, the San Diego County Sheriff's Department, the California [Office of Attorney General], local municipal police departments, and the Sycuan Tribal Government," Denke wrote, "the Sycuan Tribal Police Department now has the ability to input and query multiple robust information systems" with local, regional, state, and federal law enforcement databases."

▶ In May 2015, a five-tribe law enforcement consortium in Maricopa County, Arizona established a tribal-specific multi-agency criminal intelligence database entitled "Tribal RISS7." This is the first multi-tribe partnership to successfully envision and activate a shared, secure, and standardized criminal intelligence database.

▶ On August 19, 2015, the DoJ launched the Tribal Access Program (TAP). TAP provides federally-recognized tribes access to national crime information databases for both civil and criminal purposes, allowing tribes to more effectively serve and protect their communities.

▶ After an increase in violent crime on the Mescalero Apache Reservation perpetrated by methamphetamine users, the Drug Enforcement Administration (DEA) and Bureau of Indian Affairs (BIA) led an 18-month investigation into methamphetamine trafficking on the reservation. Eighteen defendants, including five members of the Mescalero Apache Tribe and 13 non-Natives, were charged in six indictments, and a criminal complaint was filed in the U.S. District Court for the District of New Mexico in November and December 2015. Sixteen other members of the Mescalero Apache Tribe were charged in tribal criminal complaints approved by the Mescalero Apache Tribal Court.

Federal efforts to enhance public safety in Indian Country include providing best-practices resources for tribes and their partners. Resources from BIA include "Crime-Reduction Best Practices Handbook – Making Indian Communities Safe 2012" and a Recidivism Reduction Initiative piloted on three reservations. Resources from the Department of Justice include Public Safety Partnerships in Indian Country, a 2015 publication from the COPS Office and the National Criminal Justice Training Center of Fox Valley Technical College, which describes the experiences of the Mendocino County Sheriff's Office and Round Valley Indian Tribes in developing partnerships to address public safety issues. The Tribal Access to Justice Innovation website highlights successful justice-related programs in Indian Country and provides tribal justice practitioners information about how other tribes address common challenges. In July BJS produced its annual "Tribal Crime Data Collection Activities" report. It summarizes the results of BJS' efforts to collect and report on crime data in Indian country.

The IACP's Indian Country Law Enforcement Section is one of the few national level organizations focused exclusively on policing in Indian country. The section held two meetings in 2015, discussing information sharing initiatives, BIA Special Law Enforcement Commissions, and recent cases in Indian county, among other topics. The section also discussed challenges in Indian country, such as substance abuse and gangs, which often strain law enforcement resources. The United Southern and Eastern Tribes, Inc. also highlighted substance abuse on tribal lands and passed a resolution in late 2014 supporting additional drug enforcement agents for Indian country.

Opiates crisis and response

More Americans now die from drug overdoses than from motor vehicle crashes. In 2014, the Centers for Disease Control and Prevention (CDC) reported 28,647 deaths from prescription opioids and heroin (with the majority from prescription medications),[7] which set a new record for deaths from those drugs. As President Obama stated at an October 21, 2015 roundtable discussion with community members in Charleston, West Virginia, law enforcement and healthcare officials, "The thing about substance abuse [is] it doesn't discriminate. It touches everybody, from celebrities to college students to soccer moms to inner-city kids—white, black, Hispanic, young, old, rich, poor, urban, suburban, men, and women." And it affects the daily work of law enforcement agencies and officers in numerous ways.

COMPLEX POLICE WORK TO COMBAT TRAFFICKING

According to the National Institute on Drug Abuse, research suggests that the most common pathway to heroin addiction is through prescription pain-killers. A patient may be initially prescribed an opioid for a legitimate medical reason, such as an injury or surgery. When a prescription runs out, pills are both difficult and expensive to purchase, whether legally or illegally. Heroin, however, delivers the same effects as prescription opioids and is both less expensive and easier to obtain.

In a September 24, 2015 article, The Washington Post reported, that heroin's lower cost and greater availability stems from the business-like tactics of the cartel-driven drug trade from Mexico. The Drug Enforcement Administration concluded in its 2015 National Drug Threat Assessment Summary that "Mexican transnational criminal organizations (TCOs) remain the greatest criminal drug threat to the United States; no other group can challenge them in the near term." The TCOs "actively seek to maintain low profiles and avoid violent confrontations between rival TCOs or U.S. law enforcement." The system compartmentalizes its operators, who know only of their own function; they have no knowledge of any other aspects of the process of importing, transporting, and delivering heroin within the United States.

Further, due to the widespread availability of mobile phones, the TCOs' networks can operate in a "supply chain system that functions on an as-needed basis" and can deliver heroin directly to users in places like the parking lot of a shopping mall, a gas station, or a street corner in the suburbs. This so-called "pizza-delivery model" makes traditional surveillance and narcotics operations, "logistically, a nightmare" for officers like Captain Mike Brem of the Montgomery County (Ohio) Sheriff's Office, as he told Washington Post reporter Todd Frankel.

In partnership with the National Network for Safe Communities (NNSC) the COPS Office published "Drug Market Intervention: An Implementation Guide." This guide is part of an ongoing series which offers practical tools for engaging communities in law enforcement efforts to close drug markets. The NNSC's core crime reduction strategies—the Group Violence Intervention and the Drug Market Intervention— bring area leaders, law enforcement personnel, and service providers together with drug dealers and their families to minimize arrests and foster positive police-community relations while re-establishing public safety.

RESPONDING TO OVERDOSES

One promising overdose intervention, naloxone, rose to the forefront of the national discussion in the last year and half. A drug previously marketed under the trade name "Narcan," naloxone blocks or reverses the effects of opioid medication. Many

law enforcement agencies across the country have begun deploying their officers with naloxone, enabling them to reverse overdoses that would otherwise likely result in death. A recent study showed that officers surveyed wanted to be able to help overdose victims, and felt that training on naloxone administration would allow them the ability to deal effectively with an overdose.[8]

The year also saw new resources for law enforcement agencies and communities considering using naloxone. The Bureau of Justice Assistance's naloxone training toolkit is a one-stop clearinghouse designed to answer the most frequent questions about naloxone and provide resources, such as sample standard operating procedures and training materials, to support law enforcement agencies in establishing an overdose reversal program. And the National Sheriff's Association launched a pilot program to support the training of front line officers on the use of naloxone. In October 2015, President Obama announced public and private sector efforts to address prescription drug abuse and heroin use, including the expansion of naloxone dispensing programs and training on using naloxone kits. As part of the initiative, the FOP pledged to provide its 330,000 members with an Opioid Overdose Resuscitation card to help officers identify and respond to overdoses and to train thousands of its members in overdose prevention over the next year. The IACP agreed to host several educational sessions on the role of law enforcement in overdose prevention at its annual conference and to provide an overdose prevention training webinar for its members.

According to the National Conference of State Legislatures (NCSL), in 2015 nearly every state enacted legislation addressing the abuse of opioids, including heroin and prescription drugs, and many of those laws aimed at protecting persons from civil and criminal liability if they administer naloxone. More information about these state laws is available at Law Atlas and the NCSL.

PROMOTING ALTERNATIVES TO INCARCERATION

The national dialogue about how to treat persons with addiction has increasingly shifted to focus on treatment rather than punishment. President Obama's 2015 National Drug Control Policy emphasized the important of taking a "smart on crime" approach to drug enforcement, focusing less on criminalizing the individual drug user, and more on strategies proven to help break the cycle of drug use, crime, arrest, and incarceration.

In January 2015 the IACP convened a Drug Issues Symposium which brought together professionals from IACP, the National Alliance for Model State Drug Laws (NAMSDL), local and federal law enforcement, medical professionals, and drug policy experts to discuss issues of addiction, its impact on communities, and law enforcement's role in responding to addicted individuals. As a result of this symposium, IACP published a report, "Addressing 21st Century Drug Issues: Law Enforcement's Leadership Role" which focused on the Task Force's recommendations of focusing drug policy initiatives to "stress education, prevention, and treatment to effectively reduce drug use and addiction and related criminal activity."

The IACP report also noted promising practices like the ANGEL Program in the Gloucester (Massachusetts) Police Department (GPD). According to GPD's website, if a person with addiction comes in to the department and asks for help, that person will not be arrested, charged, or imprisoned. Instead, the person will be taken to the hospital and given support to recover from the addiction. As the IACP report notes, "[a]t the end of 2015, the [ANGEL] program has directed 350 people to treatment with a 31% drop in drug-related and/or ancillary crimes. They have partnered with 50 departments in 15 states, 100 treatment centers, and insurance providers for follow-up when individuals leave the treatment centers."

"This new turn to a more compassionate view of those addicted to heroin is welcome," Kimberlé Williams Crenshaw, a professor at Columbia School of Law and UCLA School of Law told Katharine Seelye in an October 30, 2015 New York Times article. "But one cannot help notice that had this compassion existed for African-Americans caught

up in addictions and the behaviors it produces, the devastating impact of mass incarceration upon entire communities would never have happened."

ADDITIONAL EFFORTS AND RESOURCES TO COMBAT OPIOID ADDICTION

In March 2015, as directed by Congress, the Department of Justice and the Office of National Drug Control Policy (ONDCP) convened the National Heroin Task Force, charged with developing a comprehensive response to the nation's opioid crisis. Its Final Report and Recommendations "incorporates essential components of prevention, education, treatment, recovery, investigation and prosecution," and provides "a framework for national, regional, state, tribal, and local efforts to both restrict heroin supply and reduce heroin use."

In April, the National Drug Abuse Summit, in partnership with the ONDCP's High Intensity Drug Traffic Areas (HIDTA) Program, brought together over 1,400 participants from over 46 states, the District of Columbia, Canada and Uganda to focus on ways to "Make an Impact" in the fight against prescription drug abuse.

The Partnership for Drug-Free kids launched their Safe Drug Disposal Guide. This guide, created by the Partnership in collaboration with the COPS Office, ONDCP, and the Drug Enforcement Administration (DEA), is aimed at helping communities take steps to safely dispose of medicines including opioid

IN 2015, THE DIVISION INITIATED INVESTIGATIONS OF THE CHICAGO (ILLINOIS) POLICE DEPARTMENT, THE BALTIMORE (MARYLAND) POLICE DEPARTMENT, AND THE VILLEPLATTE POLICE DEPARTMENT AND EVANGELINE PARISH SHERIFF'S OFFICE IN LOUISIANA.

painkillers, protecting their citizens from accidental use, intentional abuse, and environmental damage.

Federal actions with respect to law enforcement agencies

CIVIL RIGHTS DIVISION

Overview of the Civil Rights Division's pattern or practice police reform work

In 2015, the Department of Justice's Civil Rights Division continued its work to investigate and remedy patterns and practices of unlawful conduct within law enforcement agencies. The Civil Rights Division has conducted investigations and worked to bring about meaningful reform in communities across the nation—in departments as small as six officers to as large as 17,000—to reform serious patterns and practices of excessive force, biased policing, and other unconstitutional practices by law enforcement. Depending on what information prompts an investigation, the Division may assess whether a police department has engaged in a pattern or practice of stops, searches, or arrests that violate the Fourth Amendment; the use of excessive force in violation of the Fourth Amendment; discriminatory policing in

violation of the Fourteenth Amendment; conduct that violates First Amendment protections; or conduct that otherwise violates the constitutional and federal rights of individuals.

Investigations and investigation findings reports

The Division conducts a thorough and independent investigation to determine whether a given law enforcement agency is engaging in a pattern or practice of misconduct. As part of each of its investigations, the Division reviews documents and specific incidents relevant to the subject of the investigation, observes officer activities through ride-alongs and other means, and hears directly from police officers and other city officials. The Division also seeks to hear directly from community members regarding their experiences with law enforcement. In conducting these investigations, the Division typically consults with retained law enforcement experts, including current and former chiefs of police, and also draws upon its own experience in working to bring about constitutional policing in jurisdictions around the country.

At the conclusion of an investigation, the Division issues a public report detailing the findings. If the investigation finds no systemic violations of constitutional or federal statutory rights by the law enforcement agency, the Division will make its determination public and close the investigation. If, on the other hand, there are findings of a pattern or practice of unlawful conduct, the Division will issue a public report describing its findings.

Securing and implementing appropriate reforms to remedy identified patterns and practices of misconduct

If an investigation reveals patterns or practices of unlawful policing, the Division seeks to work with the jurisdiction—with input from community stakeholders—to effectively and sustainably remedy any unlawful practices. This usually takes the form of a negotiated agreement that incorporates specific remedies and that becomes a federal court order (sometimes called a consent decree) overseen by an independent monitor. If the Division is unable to reach such a negotiated reform agreement, then it has authority to initiate a lawsuit to secure reforms. In all of the Division's cases, it endeavors to include remedies that form the foundation for policing that is consistently constitutional, as well as remedies that are carefully tailored to the specific problems identified during the investigation.

In 2015, the Division won partial summary judgment against the Maricopa County (Arizona) Sheriff's Office (MCSO), which aided the Division in entering in entering a consent decree with the MCSO and intervening in a parallel lawsuit, *Melendres* v. *Arpaio*, which allows the Division to enforce that court's injunction requiring numerous reforms of the MCSO. Also in 2015, the Division successfully reached a settlement with the City of Cleveland regarding the Cleveland Police Department, which was approved by a federal court and entered as a court order. And in April 2016, the United States District Court for the Eastern District of Missouri approved a comprehensive consent decree between the United States and the City of Ferguson regarding the Ferguson Police Department and Municipal Court. Each of these agreements sets forth achievable requirements for meaningful reform that, with diligent and determined implementation, have the capacity to remedy the specific problems identified by each respective investigation.

The Civil Rights Division stays involved throughout the implementation of remedies to ensure that meaningful and sustainable change occurs. The duration of this process depends upon a number of factors, including the commitment of local leadership to making required changes. In addition to remedying unlawful conduct, the reform process initiated by a pattern-or-practice investigation can help repair mistrust between the community and the police, and bring about policing

Civil Rights Division report of findings in Ferguson Police Department

In March 2015, the Division issued a public report detailing the findings of its investigation of the Ferguson (Missouri) Police Department. The Division's report—which followed an extensive civil investigation separate and independent from the criminal investigation of the August 9, 2014 shooting of Michael Brown—included detailed findings that the Ferguson Police Department engaged in a pattern or practice of conducting stops without reasonable suspicion and arrests without probable cause, as well as by using excessive force, in violation of the Fourth Amendment; interfering with the right to free expression and the right to record public police activity in violation of the First Amendment; prosecuting and resolving cases within Ferguson's municipal court without adhering to due process or equal protection requirements; and engaging in discriminatory policing in violation of the Fourteenth Amendment, as well as the Safe Streets Act and Title VI.

that is not only lawful, but effective and responsive to community needs. The process can also help police officers, both by ensuring that they have the policies and training they need to police safely and by helping to foster the community confidence they rely on in performing their duties.

As part of this reform process, law enforcement agencies around the country are making significant progress toward remedying longstanding systemic misconduct and strengthening their departments and the standing of those departments in the communities they serve. Highlighted in the following section are several of the significant developments from 2015 in the Division's cases.

Seattle Police Department: De-escalation and crisis intervention

Pursuant to the 2012 consent decree between the Division and the City of Seattle, the Seattle Police Department (SPD) has made significant strides toward implementing the use of "de-escalation" tactics in recent years. In 2015, the SPD finalized policies that establish de-escalation as a departmental requirement and priority. These policies make clear that de-escalation is more than a set of disparate skills; it is an overarching approach to incident resolution that seeks to mitigate the immediacy of potential threats, increase officer and subject safety, reduce community complaints, and promote the perception of procedural justice.

SPD officers also received scenario-based, hands-on training on the tactics and techniques that allow them to put that policy into practice.

Concurrently with its new focus on de-escalation, the SPD also implemented organizational and operational changes to how its officers engage with individuals in behavioral crisis, which can include persons in crisis because of mental illness, substance abuse, or other personal trauma. In 2015, this effort included the creation of a Crisis Intervention Team program with dedicated

command-level supervisors; providing all officers and communications personnel with a foundational level of crisis training, and providing a cadre of highly qualified officers with specialized training; and enhancing data tracking on officer encounters with those in crisis. This effort has also included establishing new avenues for input from the relevant mental health and social services community. Initial data collected by the independent Federal Court Monitor shows that SPD officers now use force against individuals in crisis less than 2% of the time they interact with

FIGURE 2. COPS OFFICE COLLABORATIVE REFORM

persons in crisis; use less severe levels of force when force is used; and are making strong efforts to guide people in crisis into the Seattle's social service system, as opposed to arresting and jailing them.

New Orleans Police Department: Community-Police Mediation Program

2015 marked the first full year of implementation of the New Orleans Community-Police Mediation Program. The program, which is managed by the Office of the Independent Police Monitor and is required by the Division's 2012 consent decree regarding the New Orleans Police Department (NOPD), was developed in order to build understanding and improve relationships between NOPD officers and the community members with whom they interact. Under the program, eligible complaints regarding officer conduct may—if both the complainant and the officer consent— be resolved through a mediation process instead of the traditional complaint investigation process.

As part of the mediation process, every mediation session is facilitated by two community mediators with at least 50 hours of professional mediation training.

The mediators ask each participant to share their respective views regarding the interaction in question. Through this exchange, the participants are able to develop a better understanding of each other's concerns and priorities for police-community

interactions. Sometimes, participants brainstorm solutions to identified problems, or develop their own agreements about what they want to see happen in future interactions.

Over twenty mediation sessions took place in 2015. Participating officers and civilians alike uniformly reported that the process was useful and informative. Officers participating in mediation sessions agreed that the mediation session helped build mutual respect and found that the process helped them gain a better understanding of the civilian's point of view. Similarly, participating civilians found that the process helped them gain a better understanding of policing, and survey data shows that participating civilians had greater confidence in the police after going through the mediation process.

As the NOPD continues to implement the consent decree and build community trust in the department, the Police-Community Mediation Program will continue to facilitate enhanced communication between police officers and community members and help restore mutual respect between officers and civilians.

Detroit Police Department: Termination of consent decree

In early 2016, the Division's reform efforts regarding the Detroit Police Department (DPD) came to a successful conclusion. In 2003, the Division entered a consent decree with the City of Detroit that was aimed at addressing the pattern or practice of unconstitutional use of force within the

---

Collaborative Reform Sites

In 2015, the following agencies engaged in Collaborative Reform assistance from the COPS Office:

» Calexico (California) Police Department

» Fayetteville (North Carolina) Police Department

» Las Vegas (Nevada) Metropolitan Police Department

» Milwaukee (Wisconsin) Police Department

» Philadelphia (Pennsylvania) Police Department

» Salinas (California) Police Department

» Spokane (Washington) Police Department

» St. Louis County (Missouri) Police Department

For more information about the status of collaborative reform in police departments around the country, to read the reports of findings and recommendations, or to submit feedback to the COPS Office about those police departments, please visit the COPS Office website.

DPD that was identified by the Division's earlier investigation. As a result of careful implementation of the decree, the DPD has revised its policies to provide officers appropriate guidance on the use of force, including by prohibiting some types of force like spraying handcuffed prisoners and shooting at moving vehicles, and encouraging alternatives to force such as verbal commands and de-escalation tactics. The DPD improved its training practices, and successfully developed and implemented a comprehensive risk management system to track and correct officer behavior. Finally, the DPD overhauled its methods of documenting, supervising, and investigating officer uses of force and other encounters with members of the public.

These policy and procedure have resulted in significant changes to officers' encounters in practice, and the patterns and practices of unconstitutional conduct identified by the Division's original investigation are no longer present. The Division's thorough review of data and information collected pursuant to the decree underscored the effectiveness of reforms. There was a sharp decline in the rate of fatalities from officer involved shootings, and of shootings at persons overall, since the consent decree was first entered. The DPD greatly diminished its reliance on the use of chemical spray, particularly against individuals who are already handcuffed or otherwise restrained. And the DPD engages in a thorough process for reporting, reviewing,

and tracking the entire spectrum of officers' uses of force, from low level physical force such as compliance controls, strikes, kicks and takedowns, to critical incidents like officer-involved shootings.

VOLUNTARY TECHNICAL ASSISTANCE FROM THE COPS OFFICE AND OJP

Two other components of the Department of Justice, the COPS Office and OJP, offered significant technical assistance to law enforcement agencies interested in improving their policies and procedures in 2015. Depending on the agency's level of need, and regardless of whether it is a grantee of either component, an agency may choose to seek one or more of the following options for technical assistance, at no cost to the agency.

The COPS Office

Collaborative Reform is the most in-depth form of technical assistance from the COPS Office. It is a long-term, holistic strategy to improve trust between police agencies and the communities they serve by providing a means to organizational transformation. An agency's participation in Collaborative Reform is voluntary, unlike a Civil Rights Division pattern-or-practice investigation, with which an agency can choose whether to cooperate, but cannot prevent by declining to participate. Even so, to be eligible for Collaborative Reform, an agency must

Requesting COPS Office Technical Assistance

If a law enforcement agency needs any form of technical assistance from the COPS Office, either the agency or a state or local government executive may submit a "Statement of Need" letter to the COPS Office via technicalassistance@usdoj.gov. An agency does not need to be a current COPS Office grantee to receive technical assistance. The letter should provide background on the issue or issues for reform. Please call 202-353-4400 for more information.

"demonstrate a commitment to address the recommendations and undertake significant reform efforts." Like the Civil Rights Division pattern-or-practice investigation reports, the reports issued from the COPS Office through Collaborative Reform benefit not just the requesting agency, but all law enforcement agencies across the country. Any agency can review all publicly available reports and recommendations and evaluate its own policies and practices to ensure consistency with best practices for policing.

While Collaborative Reform offers a more holistic level of review for an agency, the COPS Office Critical Response Technical Assistance provides narrower, and more rapid, technical assistance to a law enforcement agency faced with a specific high profile event, a major incident, or a particular sensitive issue. The kind of Critical Response Technical Assistance appropriate for an agency depends on the issue presented: it can take the form of peer-to-peer exchanges between and among police executives; strategic planning development; targeted in-depth review of an incident, analysis, and recommendations; and facilitated conversations between law enforcement and community groups. As with Collaborative Reform, Critical Response Technical Assistance projects result in a publicly available report with recommendations for both the site agency and law enforcement agencies nationwide.

In addition to its publicly available reports from Collaborative Reform and Critical Response Technical Assistance, the COPS Office provides other free, research-based resources for law enforcement agencies looking to implement best policing practices independently.

The Office of Justice Programs

OJP works in partnership with the justice community to identify crime-related challenges and to provide information, training, coordination, and innovative strategies and approaches for addressing them. OJP's Diagnostic Center is a technical assistance resource designed to help state, city, county, and tribal policymakers and community leaders use data to make critical decisions about criminal justice programming. For example, the Diagnostic Center supports the National Initiative for Building Community Trust and Justice, which is designed to strengthen the relationship between law enforcement and the communities they serve. Specifically, the Diagnostic Center works with law enforcement agencies interested in receiving training and technical assistance to develop customized response plans for enhancing procedural justice, addressing implicit bias, and facilitating racial reconciliation.

OJP's Bureau of Justice Assistance (BJA) also provides training and technical assistance directly to local law enforcement agencies. BJA's National Training and Technical Assistance Center (NTTAC) coordinates the delivery of rapid, data-driven, and strategically focused training and technical assistance to jurisdictions across the nation. It provides law enforcement agencies with an array of tools, resources, training, and support that allow them to meet the needs of their communities. In addition to a wide range of public safety programs, NTTAC supports training on collaborative problem solving and facilitating community engagement. It further provides technical assistance to help prevent violence against law enforcement officers and promotes officer resilience and safety.

Other OJP resources for law enforcement agencies looking to implement evidence-based policing practices independently include the following:

▶ CrimeSolutions.gov, a website that "uses research to rate the effectiveness of programs and practices in achieving criminal justice related outcomes in order to inform practitioners and policy makers about what works, what doesn't, and what's promising in criminal justice, juvenile justice, and crime victim services." The independent review process and rating system are intended to give practitioners a basis for gauging the quality of research evidence and assist them in adapting evidence-based solutions to local conditions.

▶ The National Criminal Justice Research Service, which offers justice and drug-related information to support research, policy, and program development worldwide. It is one of the largest criminal and juvenile justice libraries and databases in the world, with holdings from the early 1970s to the present. The NCJRS sponsoring agencies make available hundreds of reports and other information products each year.

▶ The Justice Technology Information Center (a component of the National Law Enforcement and Corrections Technology Center), which provides information to law enforcement agencies interested in learning more about evaluating, selecting, and buying equipment and technology.

FEDERAL FUNDING FOR LAW ENFORCEMENT AGENCIES IN 2015

In addition to the technical assistance it provides to law enforcement agencies, the Department of Justice provides funding through grants to support law enforcement activities, provide training and technical assistance, and to promote innovative programs that improve the criminal justice system through OJP, the COPS Office, and the Office on Violence Against Women (OVW). The DOJ posts information about current and future funding opportunities on its website.

OJP funding

The Office of Justice Programs, which includes the Bureau of Justice Assistance (BJA), the National Institute for Justice (NIJ), the Bureau of Justice Statistics (BJS), Office of Juvenile Justice and Delinquency Prevention (OJJDP), the Office of Victims of Crime (OVC), and the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking (SMART Office), awarded almost 3,000 grants and cooperative

agreements in FY 15 totaling more than $3.7 billion. Following are some of the highlights of awards that supported law enforcement activities in 2015.

OVC awarded a $2,145,327 Antiterrorism and Emergency Assistance Program grant to organizations providing support for the victims, witnesses, and first responders involved in the events surrounding the shootings at the Marysville-Pilchuck High School in October 2014.

Seventy-three local and tribal agencies in 32 states were awarded more than $23.2 million to expand the use of body-worn cameras and explore their impact. In May 2015, the body-worn camera pilot program included $19.3 million to purchase body-worn cameras, $2 million for training and technical assistance, and $1.9 million to examine the impact of their use.

The grants can be used to purchase equipment and require that applicants establish a strong implementation plan and a robust training policy before purchasing cameras. Each agency awarded a grant is responsible for developing a plan for long-term storage, including the cost of storing data.

The SMART Office granted states, territories and tribal governments more than $17 million to implement and enhance sex offender programming throughout the United States. The awards focus on

developing or enhancing sex offender registration programs, improving law enforcement and other justice agency information sharing as it relates to sex offender registration and notification, and implementing other efforts that further the objectives of the Sex Offender Registration and Notification Act, Title I of the Adam Walsh Act.

BJA's Smart Policing Initiative awarded more than $2 million to support four jurisdictions nationwide by helping them build evidence-based, data-driven tactics and strategies to ensure law enforcement agencies are effective, efficient, and economical. The initiative creates collaborations between law enforcement officials and researchers in 39 communities tasked with tackling public safety challenges such as neighborhood drug markets, gun violence, and domestic violence. It encourages innovative use of analysis, technology, and evidence-based practices, while seeking community input on ways to improve policing practices and increase transparency, accountability and legitimacy.

BJS awarded a total of $569,623 to six doctoral students under the new Graduate Research Fellowship Program. The grants funded doctoral research focused on crime, violence, and other criminal justice–related topics. The Fellowship Program facilitates collaboration between academic and government researchers in survey methodology, statistics, economics and social sciences. Fellows address substantive,

methodological, and analytical issues relevant to BJS programs and further the existing knowledge and understanding of the criminal justice system.

The Second Chance Act programs, administered through BJA and OJJDP, support state, local and tribal community organizations in their efforts to reduce recidivism, provide reentry services, and support research programs. Forty-five jurisdictions were awarded grants totaling $53 million to reduce recidivism among adults and youth returning to their communities after confinement.

BJA and OJJDP awarded grants of more than $41 million to increase the effectiveness of adult, family and juvenile drug courts across the country. These grants are intended to enhance training; establish statewide performance measures; and support local partnerships among judges, treatment and school programs, law enforcement, and others.

The NIJ awarded more than $29 million in research and development funding to over 60 recipients who proposed work designed to strengthen forensic science and advance criminal justice policy and practice.

COPS Office funding

The COPS Hiring Program (CHP) awards funding directly to state, local and tribal law enforcement agencies to hire career law enforcement officers in an effort to create and preserve jobs and increase community policing capacity and crime prevention efforts. CHP applicants are asked to identify a specific crime and disorder problem area and how funding would be used to initiate or enhance their capacity to implement community policing approaches. In 2015, the COPS Office awarded more than $107 million to nearly 200 law enforcement agencies through the CHP. The agencies hired 866 law enforcement officers using the funds.

As part of President Obama's commitment to engage with law enforcement and other members of the community to implement key recommendations from the Task Force Report, the COPS Office awarded nearly $12 million to fund grants to build on community policing efforts. The grants went to a wide variety of projects that will, among other things, develop innovative community policing strategies, including innovations from the field; recruit, train, and retain police officers; provide technical assistance to law enforcement agencies; and fund research on best practices for community engagement.

The COPS Office also awarded nearly $18 million in grants to combat violence due to methamphetamine, heroin and gangs. More than $6.1 million was awarded to seven state-level law enforcement agencies under the Anti-Methamphetamine Program. The agencies will use the funds to investigate illicit activities related to the manufacture and distribution of methamphetamine. Through the Anti-Heroin Task Force Program, the COPS Office awarded close to $5.8 million to six state-level law enforcement agencies to investigate illicit activities related to the distribution of heroin or unlawful distribution of prescriptive opioids. The COPS Office awarded nearly $5.8 million to nine multijurisdictional task forces under the Anti-Gang Initiative to combat gang activity through enforcement, prevention, education and intervention.

Office on Violence Against Women (OVW) funding

OVW awarded twenty-seven grants totaling $8.5 million to institutions of higher learning to enhance victim services and develop comprehensive programs to prevent, investigate, and respond to sexual assault, domestic violence, dating violence, and stalking on campus. Recipients are required to conduct mandatory prevention and education programming for all incoming students and to train campus law enforcement and all members of

campus disciplinary boards to respond effectively to sexual assault, domestic violence, dating violence, and stalking.

Under the Encourage Arrest Policies and Enforcement of Protection Orders Program, OVW awarded 44 grants totaling more than $26 million in funding. The grantees will create and enhance collaborative partnerships between criminal justice agencies; victim services providers; and community organizations that respond to sexual assault, domestic violence, dating violence and stalking.

Seven grants totaling $2.7 million were awarded through OVW's Sexual Assault Justice Initiative to improve how the justice system, and prosecution in particular, handles sexual assault cases. The seven pilot sites will implement performance measures that reflect promising practices for prosecuting sexual assault and promoting justice for victims, while receiving technical assistance. The demonstration initiative is designed to strengthen the justice system's response to sexual violence and enhance collaborations among sexual assault victim services providers, law enforcement agencies, and sexual assault medical forensic services providers.

Coordinated Tribal Assistance Solicitation (CTAS)

The Coordinated Tribal Assistance Solicitation (CTAS) is a joint initiative developed through OJP, the COPS Office, and OVW. The CTAS provides federally recognized tribes and tribal consortia the opportunity to develop a comprehensive and coordinated approach to public safety and victimization issues. In 2015, more than $97 million was awarded to 206 grantees, including American Indian tribes, Alaska Native villages, tribal consortia, and tribal designees.

The policing challenges discussed in Section One received a lot of attention in 2015. Outside of the spotlight, however, law enforcement agencies and officers across the country worked every day to keep the peace, fight crime, and build trust in their communities. They have engaged, and are engaging, people from all walks of life in addressing the important questions about the proper relationship between law enforcement and the community it serves.

Community policing

Community policing is a philosophy that most law enforcement agencies have adopted to varying degrees over the past few decades. At its core, community policing is a framework for problem solving through collaboration and partnerships. The COPS Office defines community policing as a philosophy that promotes organizational strategies that support the systemic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and the fear of crime. Community policing strategies can vary widely among agencies, depending upon the needs of each agency and its community, but the objective remains the same—solving problems through collaborative partnerships built on

Community Policing in Indian Country

Notable community policing efforts took place on tribal lands in 2015:

» The Gun Lake Department of Public Safety (Match-e-be-nash-she-wish Band of Pottawatomi) in Shelbyville, Michigan invoked the power of family, an integral tradition of the Gun Lake Tribe, to increase community trust in 2015 through casual and informal programs and events with tribe members. These included a ride-along program, an intern program, educational programs, and a bike rodeo. Since beginning these programs, more families have interacted with the Department of Public Safety in person and through social media. The positive community response has boosted officer morale.

» The La Jolla Band of Luiseño Indians (Pauma Valley, California) Tribal Police Department's record management services' data showed a high volume of calls involving domestic violence, a majority of which were related to alcohol and drug abuse. The department raised community awareness of these issues through a variety of programs, including Lunch with Cops, elder outreach, First Responders Day, and Youth and the Law Day. The Department successfully established a formal partnership with the tribe's Avellaka Program, which is dedicated to educating the community and organizing social change related to sexual assault, domestic and dating violence, and stalking. The Avellaka Program upholds the tribe's authority as a sovereign Indian nation to protect its female citizens by creating laws, policies, protocols, and providing advocacy services to counter intimate partner violence within the tribe.

More information on tribal policing initiatives can be found in *Successful Tribal Community Policing Initiatives: A Resource for Communities Developing Public Safety Programs and Strategies Vol. 2*, forthcoming from National Criminal Justice Training and the COPS Office.

President Barack Obama waves to the crowd after delivering remarks at the 122nd Annual International Association of Chiefs of Police Conference and Exposition at McCormick Place in Chicago, Ill., Oct. 27, 2015. (Official White House Photo by Pete Souza)

mutual support, trust, and respect based in part on empathy for all points of view and circumstances. The success of community policing relies in large part on positive community engagement in a non-enforcement context. Dwayne Crawford, Executive Director of the National Organization of Black Law Enforcement Executives (NOBLE), has observed that community policing is a necessary tool to counter feelings of distrust and disenfranchisement by many people of color.

The critical importance of implementing community policing through every level of a law enforcement agency was a consistent theme in 2015. The Task Force Report recommended that community policing "be infused throughout the culture and organizational structure of law enforcement agencies." The Task Force Report also provided action items for law enforcement agencies to consider as means to strengthen their approach to community policing. Two organizations for local officials, the National League of Cities and the United States Conference of Mayors, provided guidance and recommendations in 2015 on how local officials can support law enforcement in implementing the principles of community policing. Both emphasize the necessity of community policing as a comprehensive strategy for policing, rather than a standalone program within an agency.

Hennepin County Sheriff Rich Stanek checks in with a Somali shop owner in Minneapolis. Credit: Hennepin County Sheriff's Department

The IACP held a National Policy Summit on Community-Police Relations in 2015 to discuss how best to advance a culture of community trust. Summit participants acknowledged the importance of community policing and affirmed that the effort to build meaningful relationships between police and communities is a constant endeavor. The IACP noted that "while thousands of departments have implemented community policing programs over the past two decades, not all have truly integrated community policing into their department's culture. This lack of assimilation of community policing principles inhibits true community-police cohesion . . . ." The report from the Summit offers concrete recommendations for agencies interested in improving equity across numerous metrics.

The Department of Justice has long promoted community policing as a best practice. In 2015 and early 2016, Attorney General Loretta Lynch renewed this emphasis with her Community Policing Tour. Attorney General Lynch began her tour in Birmingham, Alabama, and has visited cities and communities throughout the nation to highlight collaborative programs and policing practices designed to advance public safety, strengthen police-community relations, and help foster mutual trust and respect. In the second phase of the Community Policing Tour, the Attorney General is visiting jurisdictions that are effectively implementing recommendations from the Task Force Report.

When done right, community policing can produce significant results and lead to healthy cultural shifts in the relationships between communities and law enforcement. For example, President Obama visited Camden County, New Jersey in May 2015 to highlight its police department's success. Chief Scott Thomson overhauled the agency with an emphasis on community policing in 2013. For many years prior, Camden was well known for high crime, violence, and drugs. But as a result of the dramatic changes and the specific emphasis on community policing, the President noted that by 2015 violent crime was down 24% and murder was down 47%.

And officers from the Hawthorne (California) Police Department created a program to fund, coach, and sponsor an ice hockey program for

local youth. The department reached out to the National Hockey League Players Association which, in turn, provided free equipment. Officers volunteered to coach and raise money to pay for ice rink rental. Two years later, the Hawthorne Force Ice Hockey Program has six teams with more than 80 participating youth, mostly from Latino and African American communities. Hawthorne Police Chief Robert Fager bluntly assessed the value of this kind of engagement in a June 2015 *Community Policing Dispatch* article: "To think that societal relationships are a secondary priority in running a public safety organization is professional suicide." Fager's advice is to "create offerings that move or attract people, then invest your staff in it."

It is particularly important that law enforcement work to build trust and understanding with youth. The Task Force Report noted that "proactive and positive youth interactions with police create the opportunity for coaching, mentoring, and diversion into constructive alternative activities," and offers a variety of action items for law enforcement consideration.

Some law enforcement agencies already have innovative programs to connect with youth. At Champions of Change: Building Bridges Between Youth and Law Enforcement, in September 2015, Vice President Joe Biden, Attorney General Loretta Lynch, and Senior Advisor to the President Valerie Jarrett recognized law enforcement and youth

Attorney General's Award for Distinguished Service in Community Policing

In early 2016, the Attorney General announced a new award to recognize individual state, local, or tribal sworn police officers and deputies for exceptional efforts in community policing. The Attorney General's Award for Distinguished Service in Community Policing will be awarded to law enforcement officers who have demonstrated active engagement with the community in one of three areas: Innovations in Community Policing, Criminal Investigations, or Field Operations.

across the nation for their work in building trust and improving public safety in their communities through non-enforcement interactions. The IACP recognized the New York City Police Department's Operation Conversation in 2015 for exceptional community policing. Operation Conversation

brings officers and inner-city youth together in live-performance workshops to share experiences and promote positive communication between them. Thousands of youth and officers have participated in more than 100 workshops since the program started, with positive results. Of the surveyed officers and youth who participated in the workshops, 84% said that the experience would "positively affect how they would interact in the future."

A police officer admires a child's costume. Credit: Abingdon Township police department

COMMUNITY POLICING AND TRUST-BUILDING EFFORTS ARE "NOT ONLY ABOUT WHAT LAW ENFORCEMENT CAN DO TO BRIDGE THE DIVIDE OF TRUST," ACCORDING TO KAROL MASON, ASSISTANT ATTORNEY GENERAL FOR THE OFFICE OF JUSTICE PROGRAMS, IN HER STATEMENT TO THE TASK FORCE. "[I]T'S ALSO ABOUT THE CIVIC OBLIGATION THAT COMMUNITIES HAVE IN ENGAGING WITH POLICE."

Procedural justice

In addition to principles of community policing, many law enforcement agencies continued to implement, or expanded their capacity for using, principles of procedural justice to build community trust while enforcing the law in 2015. The idea behind procedural justice is that a person's perception of police fairness is driven not only by the outcome of an interaction between that person and a police officer, but also by the fairness and consistency of the processes used to reach the outcome.[9] Thus, while it is critically important to ensure fair outcomes, by embracing procedural justice principles, an agency can promote positive organizational change, bolster better relations with the community, and enhance officers' and civilian employees' safety.

The national conversation about procedural justice, both within law enforcement agencies and externally in communities, significantly expanded in 2015. "When officers are treated fairly and respectfully inside of their organizations, they're much more likely to treat people they interact with in a similar fashion," observed Sue Rahr, the Executive Director of the Criminal Justice Training Commission in Washington State, in an interview on the COPS Office podcast *The Beat* in March 2015. "When treating people with dignity and respect as an organizational value, that kind of thinking permeates those behavioral expectations and operational decisions. The way people are treated inside an agency signals what the leaders expect them to treat people like out on the street."

A number of agencies have begun to incorporate procedural justice practices into their internal procedures. For example, according to the Columbia, South Carolina Task Force recommendation implementation plan, Chief W.H. "Skip" Holbrook hosts quarterly round-table meetings with line officers, during which they openly discuss "[c] urrent initiatives, issues and concerns." This practice creates greater transparency within the agency and gives non-command officers a voice. The Arlington (Texas) Police Department incorporates procedural justice into its process to promote officers to higher ranks. Candidates seeking promotion to sergeant are evaluated on their interactions with their subordinates. Lieutenant-level candidates and above

are evaluated based on their level of dialogue with the community.

Police Chief Will Johnson talked about the importance of external procedural justice on a January 2015 episode of *The Beat*, noting that, "[p]eople will accept a rising or falling crime rate, but they will not accept a police department that doesn't care, a police department that isn't fair, that doesn't listen to the concerns of its constituents, that doesn't act with impartiality." The Kalamazoo (Michigan) Police Department, for example, goes door-to-door in neighborhoods after a major incident occurs. This allows the department to be transparent with the community and help ease community fears or tension. It also allows time for honest conversation between the police and community members. Community members often share information about the incident, because they feel respected and that they have voice in the process.

Implementing procedural justice principles also promises to enhance officer safety by improving the perceived legitimacy of the department and its officers, thus improving interactions between officers and community members. As Kalamazoo Captain Jim Mallery described to the COPS Office, during a foot pursuit of a known gang member with a long history of violence and an outstanding arrest warrant, an officer in his department found himself in a precarious and deadly position. Trying to escape, the suspect turned into a backyard and hurled himself over an old five-foot fence. The officer followed and got hung up by his own gun belt atop the fence. The officer was looking straight down at the suspect who was reaching for the butt of his semiautomatic gun that had fallen out of his pants upon impact. The officer, seeing the gun, shouted "No!" The suspect recognized the officer and said, "I didn't know it was you! I wouldn't do that to you." The suspect laid his own gun on the ground and pushed it away. While the officer untangled himself from the fence, the suspect cooperated and submitted to handcuffing without resistance. As the officer walked the suspect to the patrol car he asked, "You weren't really going to shoot me, were you?" The suspect replied, "No, out of all the cops, you've always treated me decent."

One officer's actions may affect other officers' safety. For example, the way an officer treats someone during an encounter may not jeopardize his or her safety in the moment. But it could impact the community's views of the agency as a whole, and thus impact the nature of community interactions—and officer safety in those interactions—in the future. By treating everyone with respect, each officer does his or her part to keep others on the force safe.

Resources and research on procedural justice published in 2015 include the following:

- ▶ Procedural Justice for Law Enforcement: An Overview, by Laura Kunard and Charlene Moe. This COPS Office publication strives to create a national understanding of procedural justice in policing and to aid in institutionalizing the concepts throughout agencies across the country to build trust and confidence and advance public safety.

- ▶ Procedural Justice and Police Legitimacy: Using Training as a Foundation for Strengthening Community-Police Relationships, by Daniela Gilbert, Stewart Wakeling, Vaughn Crandall, Julia Reynolds, Editor. This working paper from the California Partnership for Safe Communities) describes an effective, affordable and versatile process for building police officers' ability to employ the principles of procedural justice to increase public trust and confidence in police–and help departments get work done on pressing crime problems.

- "Measuring procedural justice and legitimacy at the local level: The police–community interaction survey," by Dennis P. Rosenbaum, Daniel S. Lawrence, Susan M. Hartnett, and Jack McDevitt, *Journal of Experimental Criminology.* This article introduces and evaluates the Police–Citizen Interaction (PCI) Survey, the electronic survey component of the National Police Research Platform which is designed to measure the quality of police–citizen encounters at the local level. The article concludes that the survey appears to have utility for local jurisdictions, while at the same time providing standard metrics for cross-jurisdictional theory testing and benchmarking.

- "Street Stops and Police Legitimacy: Teachable Moments in Young Urban Men's Legal Socialization," by Tom R. Tyler, Jeffrey Fagan, and Amanda Geller, Journal of Empirical Legal Studies. This article examines the influence of street stops on the legal socialization of young men; it shows an association between the number of police stops they see or experience and a diminished sense of police legitimacy. These results suggest that the widespread use of street stops undermines legitimacy.

Implicit bias

Implementing conscious practices like community policing and procedural justice are not the only ways to improve policing outcomes and build

FBI Director Comey on Police-Community Relations

FBI Director James Comey spoke at Georgetown University about "hard truths" in police-community relations on February 12, 2015, and reminded police and community members that "[w]e simply must find ways to see each other more clearly." He exhorted law enforcement officers to "redouble our efforts to resist bias and prejudice. We must better understand the people we serve and protect—by trying to know, deep in our gut, what it feels like to be a law-abiding young Black man walking on the street and encountering law enforcement. We must understand how that young man may see us. We must resist the lazy shortcuts of cynicism and approach him with respect and decency." At the same time, Director Comey encouraged citizens to "really see the men and women of law enforcement. . . . to see the risks and dangers law enforcement officers encounter on a typical late-night shift . . . to understand the difficult and frightening work they do to keep us safe . . . [and] to give them the space and respect to do their work, well and properly."

trust among the diverse communities in every jurisdiction. In 2015, many in law enforcement took a searching look at why certain groups, particularly Blacks and African Americans, are disproportionately represented among those stopped, ticketed, arrested, prosecuted, incarcerated, and even killed by law enforcement. In recent years, experts in the field have noted that one possible explanation for these disparities is "implicit bias." Implicit bias describes the automatic association people make between groups of people and stereotypes about those groups. According to the National Initiative for Building Community Trust and Justice, "[i]mplicit bias focuses on how largely unconscious psychological processes can shape authorities' actions and lead to racially disparate outcomes even where actual racism is not present."

Although research, resources, and training on implicit bias have existed for a number of years, in 2015 they moved to the forefront of discussions on policing. The Task Force Report recommended implicit bias training as one of the tools law enforcement and agencies can implement and practice to strengthen trust between communities they serve.

The work of Jennifer Eberhardt, a psychology professor at Stanford University; Lorie Fridell of Fair and Impartial Policing; and Phillip Atiba Goff at the

A police volunteer speaks with a competitor at the Sumner County, TN Special Olympics. Credit: Gallatin police department

the topic. When they do, however, good results follow for both the community and the officers. Chief Jeff Hadley, of the Kalamazoo (Michigan) Department of Public Safety, commissioned a study of racial profiling in traffic stops by police in his city.[10] When the results showed disparate impact on Black motorists, Hadley told PERF in its 2015 report Defining Moments for Police Chiefs, "the officers initially were unhappy. They felt that I had hung them out to dry, and that people were pointing at them and calling them racist. No one was doing that, but that is how they felt." One of the actions Hadley took as a result of the study was to have Dr. Fridell give implicit bias training for the entire department. "Her training program helps officers to understand that this is not about blaming them," Hadley reported. "[I]t's about learning how our minds work and what we all can to do to understand and manage our human biases."

Cultural competency

While much of the discussion in 2015 was focused on racial bias, explicit and implicit biases exist for non-racial factors. Our neighborhoods, cities, and counties across the nation are made of a rich variety of people who belong to any number of different groups, including communities of color, youth, women and men, LGBTQ+ individuals, individuals with limited English proficiency, persons with physical disabilities, the aged, veterans, faith-based communities, immigrant

Center for Policing Equity has shown that it is possible to address and reduce implicit bias in law enforcement agencies through training and policy interventions. Research suggests that biased associations can be gradually unlearned and replaced with nonbiased ones. Consequently, through policy changes and training, it is possible to mend the harm that stereotypes do to our minds and our public safety. As law enforcement

is authorized by the state to use force, to apprehend, and even to kill, some argue that law enforcement has a particular obligation to ensure that those who wield that power are not swayed by unconscious biases.

Although implicit bias research and training for law enforcement are not new, not all of the nation's law enforcement agencies provide training on

communities, individuals with mental illness, the homeless, previously incarcerated individuals, and even "'virtual communities' that form around a cause or an ideology."[11] Law enforcement agencies across the nation recognize their obligation to consider the different needs and challenges of each of the diverse groups within their jurisdictions, and the groups' respective histories with law enforcement itself, to determine how best to engage these groups in a respectful and inclusive manner.

To support those efforts, the VERA Institute of Justice published a robust three-part series for law enforcement in early 2016, *Building Trust in a Diverse Nation*, which highlights the importance of community policing to build relationships of mutual trust between law enforcement agencies and diverse communities. The series offers law enforcement promising ways to increase cultural understanding, to serve diverse communities, and to support trust-building within each agency.

The National Initiative for Building Community Trust and Justice

The National Initiative for Building Community Trust and Justice is dedicated to improving relationships and increasing trust between communities and the criminal justice system. The National Initiative does this by exploring, advancing, assessing, and disseminating information about strategies intended to enhance procedural justice, reduce implicit bias, and support racial reconciliation. In 2015, the National Initiative created a series of briefs and created training that is specific to advancing promising practices in law enforcement, including an Issue Brief on implicit bias.

While each unique constituency has its own challenges and opportunities in its relationship with law enforcement, the growing trust between law enforcement and the LGBTQ+ community is one example of how mutual outreach can work effectively. The relationship began with a history of mistreatment of LGBTQ+ people by some in policing, "including profiling, entrapment, discrimination and harassment by officers;

victimization that often was ignored by law enforcement; and discrimination and even blanket exclusions from being hired by law enforcement agencies."[12] In some law enforcement agencies, the legacy of this mistreatment still exists. Lambda Legal offers recommendations for law enforcement agencies to reduce discrimination against lesbian, gay, bisexual, transgender people and people living with HIV in the United States, and to encourage

engagement with those communities. The Task Force also made a number of recommendations designed to improve relationships with the LGBTQ+ community.

Some police departments have already begun establishing, or have advanced efforts to establish positive connections with the LGBTQ+ community. The Atlanta Police Department, the

A Seattle police officer enrolls a local doughnut shop as a Safe Place, a refuge for victims of anti-LGBTQ+ crime and harassment.

DC Metropolitan Police Department (DCMPD), and the Orlando Police Department all have LGBTQ liaisons or dedicated liaison units. These roles seek to strategically empower the community and offer a forum for them to voice their concerns. In March, the DCMPD appointed the first transgender person to lead the department's Gay and Lesbian Liaison Unit. Further, the Detroit Police Department held a "LGBT[Q+] community chat" August 2015 and subsequently established a LGBTQ+ advisory board.

Justice Department resources for building law enforcement officers' cultural competency include the following:

▶ Building Stronger, Safer Communities: A Guide for law Enforcement and Community Partners to Prevent and Respond to Hate Crimes. This 2013 COPS Office guide provides leadership strategies and actionable tactics to help law enforcement agencies work with community partners. Real-life examples illustrate how agencies can work with community stakeholders to create an atmosphere where hate is not tolerated and take positive steps in the aftermath of a hate crime.

▶ The Community Relations Service (CRS) provides a number of resources particularly for the transgender community. One such program is the Law Enforcement and the Transgender Community – CRS Training Program. This 2015 training video gives law enforcement information, tools, and techniques to better understand individuals who are transgender and gender non-conforming.

▶ Responding to Transgender Victims of Sexual Assault. This 2014 online guide from the OJP Office for Victims of Crime (OVC) seeks to help responders, including law enforcement officers, deliver culturally sensitive, respectful care when working with transgender victims and their loved ones.

▶ Guidance from the Department of Justice released in December 2015, designed to help law enforcement agencies prevent gender

bias in their response to sexual assault and domestic violence. It highlights the need for clear policies, robust training and responsive accountability systems. At the release, Attorney General Lynch noted, "Gender bias, whether explicit or implicit, can severely undermine law enforcement's ability to protect survivors of sexual and domestic violence and hold offenders accountable." The final guidance was issued following a roundtable held in August at which CRT, OVW, and the COPS Office discussed a draft of the guidance with law enforcement executives and officers, victim advocates, academia, subject matter experts, and other stakeholders. The report from the roundtable proceedings was released in March 2016.

▶ In August 2015, the OVW launched the Center for Changing Our Campus Culture, a new comprehensive online clearinghouse on sexual assault, domestic violence, dating violence, and stalking on campus. This new website provides the latest information, materials and resources to improve campus safety for campus administrators, faculty and staff, campus and community law enforcement, victim service providers, students, parents and other key stakeholders.

Increasing transparency and accountability

For law enforcement to see and hear from the groups in the community it serves, through the practices described above, is one step towards building police-community trust. It is another step to push information out to those groups about an agency's priorities, policies, practices, and performance, especially during critical incidents. Still another trust-building step is collaborating with the community in the decision-making process about those priorities, policies, practices, and performance. In 2015, law enforcement agencies nationwide evaluated how they communicate with their communities.

Good communication contributes to the kind of transparency that is an important piece of accountability to the community.

One way in which police departments are able to increase transparency within the community is through making their policies available to the community on their public websites and allowing the community to comment and react. For example, many agencies have begun posting their use-of-force policies online. "It's about transparency. We prefer the public know the policies we operate under, and that's especially useful with the use-of-force policy," Jay Davies, police spokesman in Peoria, Arizona told USA Today in a December 5, 2012 article.

IACP National Policy Summit on Community-Police Relations

The report that issued from the IACP National Policy Summit on Community-Police Relations: Advancing a Culture of Cohesion and Community Trust, published in January 2015, observed that

the variation and individuality of each community of distinction demands that police employ myriad tools, strategies, protocols, and training to address the needs of each. It also requires that all community segments and their police join forces to create safe, peaceful neighborhoods in all communities. If progress is to continue, law enforcement must not be daunted by community complexity, but rather, leverage the unique contributions of each segment to address community challenges. As one summit participant commented, "in the end, the people are all that matter."

Some law enforcement agencies encourage community participation and process transparency by using citizen advisory boards. These boards are based on the idea that involving citizens in police policymaking promotes trust and legitimacy between law enforcement and the communities they serve. As an October 2015 article in *The Police Chief* noted, "A law enforcement organization can utilize a citizen advisory board for advice and input on a myriad of issues. A board may be asked to conduct research, generate new ideas or solutions, or provide informed recommendations on public policies and practices." Some advocacy groups want a greater role for community members than membership on an advisory board. For example, Campaign Zero has published policy recommendations focusing on civilian oversight, not just input, as a means to improve community trust in police.

Intersectionality

Human beings are complex and defy easy categorization. Law enforcement should take particular note of those who experience distinct but overlapping forms of bias along numerous dimensions—due to their race, their age, and their gender identity. This phenomenon, often referred to as "intersectionality," may have a complex impact on individuals' relationships with law enforcement. For example, Black Lives Matter is explicitly committed to, among other things, "doing the work required to dismantle cisgender privilege and uplift Black trans folk, especially Black trans women who continue to be disproportionately impacted by trans-antagonistic violence."

As this report makes clear, law enforcement officers shoulder a great deal of complex work. They overwhelmingly perform their jobs to the best of their abilities, while facing heightened scrutiny from policymakers, the media, and the communities they serve. In 2015, the law enforcement community addressed its own challenges to officer morale and wellness, often outside the national spotlight, and celebrated successful programs to improve both.

Effective staffing

Law enforcement agencies across the country face the continual challenge of maintaining appropriate staffing to effectively accomplish their mission. Countless law enforcement officers work long hours to enforce the law fairly in the spirit of community policing. But the ongoing and acute decline in staffing levels brought a particular emphasis in 2015 to recruiting, hiring, and retaining the high-quality officers required for 21st Century Policing in the nation's diverse communities.

The primary and pressing trend affecting staffing that many agencies have been discussing is the diminishing pool of experienced officers and leaders due to the retirement rate of baby boomers. Most boomers hired during the 1980's have reached or are approaching retirement eligibility.

An officer interacts with a youth at the Capitol Heights Police Department National Night Out. Credit: Capitol Heights PD

Demographic Challenges for Departments

In her May 4, 2015 testimony at a District of Columbia budget oversight hearing, Washington, D.C. Metropolitan Police Chief Cathy L. Lanier described the potential effect of the baby boomers' retirement on her staff:

In 1989, the MPD began a massive hiring effort that culminated in approximately 1,500 members being hired in less than two years. Since sworn members hired at that time are eligible for retirement once they have served 25 years and reached 50 years of age, we have an unprecedented proportion of the force eligible for retirement. By the end of 2015, more than one-third of lieutenants and detectives, and almost one-third of sergeants, will also be eligible to retire. More than 60% of the sworn command staff, comprising our assistant chiefs, commanders, and inspectors, will be eligible to retire.

Agencies are confronting a situation similar to many professions today: more recent generations of officers may not see policing as a life-long career and may not stay past three, five, or ten years. Increased turn-over creates less institutional stability and requires greater and more constant recruiting efforts from law enforcement agencies.

Further, as then-Philadelphia Police Commissioner Charles Ramsey noted in a September 1, 2015 interview with CBS Evening News, "right now, policing is not the most attractive occupation . . . [to] get into." Ramsey cited low pay, tougher application requirements, and high profile incidents as having a negative impact on recruiting and hiring efforts. In

A conservation officer teaches survival skills to a group of teens and young adults at the Michigan Department of Natural Resources Youth Conservation Academy. Credit: Michigan Dept of Natural Resources

The Impact of Women in Policing

"[I]ncreasing the numbers of women in police ranks" is a critical idea often overlooked in the conversation about excessive use of force by the police, according to a 2015 opinion piece for The Washington Post by Katherine Spillar, executive director of the Feminist Majority Foundation, who oversees the National Center for Women & Policing. Spillar cited studies conducted during the last forty years which report "that female officers are less authoritarian in their approach to policing, less reliant on physical force, and are more effective communicators. Most importantly, female officers are better at defusing potentially violent confrontations before those encounters turn deadly." She offers recommendations for law enforcement agencies interested in expanding their outreach to women.

light of the renewed emphasis on the need for law enforcement agencies to reflect the composition of the communities they serve, the focus on recruiting, hiring, and retaining, officers from typically underrepresented minority groups was particularly sharp. A report from the Bureau of Justice Statistics published in May 2015, Local Police Departments, 2013: Personnel, Policies, and Practices, showed that the national percentage of African American officers nationally remained flat, near 12%, between 2007 and 2013. The report also showed that the total percentage of all minority officers in the United States increased only slightly from 2007 to 2013, from 25% to 27%.

Two key recommendations from the Task Force Report provide direction to amplify agencies' personnel practices to both improve recruitment and to increase community trust: "Law enforcement

culture should embrace a guardian mindset to build public trust and legitimacy," and "Law enforcement agencies should strive to create a workforce that contains a broad range of diversity including race, gender, language, life experiences, and cultural background to improve understanding and effectiveness in dealing with all communities."

"DIVERSITY IN LAW ENFORCEMENT INCLUDES MORE THAN JUST RACIAL AND ETHNIC DIVERSITY; IT ALSO SHOULD INVOLVE CONSIDERATIONS OF SEX, NATIONAL ORIGIN, RELIGION, SEXUAL ORIENTATION, AND GENDER IDENTITY."

— DIVERSITY IN LAW ENFORCEMENT: A LITERATURE REVIEW, DOJ AND U.S. EQUAL EMPLOYMENT OPPORTUNITY COMMISSION (EEOC), JANUARY 2015

A San Jose police officer listens to a community member's concerns at a Coffee With a Cop event. Credit: San Jose PD

The two recommendations work together. As Andrew Peralta, President of the National Latino Peace Officers Association, observed in an August 2015 *Governing* article, the lack of diversity within law enforcement agencies "plays out in day-to-day interactions, with some citizens less likely to trust police. Once trust is eroded, everything deteriorates from there." For these reasons, the goal of increasing diversity in the law enforcement workforce should not be merely an add-on to an agency's existing hiring plan. Instead, it should be one of the orienting and motivating guideposts for a more holistic personnel management strategy that focuses not just on diversity in recruitment, but also on diversity in promotions and assignments to preferred positions. Police executive organizations made similar recommendations in a National Policy Summit on Community-Police Relations held by IACP and in a Town Hall meeting convened by PERF.

Research in the private sector shows that increasing diversity is not just a "feel-good" thing to do. In fact, greater workforce diversity leads companies to outperform less diverse companies in the United States by up to 35%, according to research conducted by McKinsey & Company.[13] As Debra Cohen McCullough and Deborah Spence noted in "How to Be Market Segment Savvy," a 2014 article in *The Police Chief*, law enforcement "[l]eaders need to take the time to assess whether their agency is truly representative of the community's diversity and determine how they can reach those populations who may be underrepresented in the department."

Many resources exist for law enforcement agencies striving to diversify their hiring practices. The IACP's discoverpolicing.org provides a nationwide

clearinghouse for both law enforcement agencies seeking new hires and prospective law enforcement officers. The RAND Corporation Center on Quality Policing runs a Police Recruitment and Retention Clearinghouse "to promote evidence-based personnel planning" for agency decision-makers. In addition to the publications listed there, the center also published a 2010 report with the COPS Office

Hiring in the Spirit of Service

Innovations in Police Recruitment and Hiring: Hiring in the Spirit of Service was published by the COPS Office and the Community Policing Consortium in 2006, but its observations about the challenges facing law enforcement agencies' personnel efforts still ring true today. This publication remains a helpful resource for an agency seeking to hire both entry-level and experienced candidates who appreciate that "ensuring public safety involves more than law enforcement 'catching bad guys' and making good arrests. It also involves a commitment to providing a service . . . . [T]hat appreciation may be the driving force that motivates law enforcement officers nationwide—the drive to make a difference and give something back to their communities."

IN 2015, SOME AGENCIES OFFERED HOLISTIC HEALTH AND WELLNESS SOLUTIONS FOR THEIR OFFICERS. THE ORANGE COUNTY (FL) SHERIFF'S OFFICE WON THE 2015 DESTINATION ZERO COMPREHENSIVE SAFETY AWARD WITH ITS MULTI-FACETED OFFICER SAFETY AND WELLNESS PROGRAM. ACCORDING TO THE NATIONAL LAW ENFORCEMENT OFFICERS MEMORIAL FUND (NLEOMF), THE PROGRAM INCORPORATES PHYSICAL ACTIVITY, NUTRITIONAL SUPPORT, EMOTIONAL SUPPORT, FINANCIAL FITNESS, AND HEALTHY RELATIONSHIPS WITH FAMILY AND COMMUNITY. THE COLUMBIA (SOUTH CAROLINA) POLICE DEPARTMENT HIRED A FITNESS COORDINATOR IN JULY 2015 TO DEVELOP A MULTI-FACETED OFFICER SAFETY AND WELLNESS PROGRAM FOR THAT DEPARTMENT.

speaking directly to the challenges of replacing baby-boomer retirees with younger officers, and retaining those younger officers: Police Recruitment and Retention for the New Millennium.

In 2015, PERF and the COPS Office published Collaborating to Address Key Challenges in Policing after a series of roundtable discussions with police executives and labor leaders. The publication recommends strategies to improve recruitment and retention of qualified candidates. In a June article in *The Police Chief*, police psychologist Cassi Fields offered creative recruiting strategies and related police programs that could aid in the recruitment of "high-potential" and diverse candidates. And in an April column for the VERA Institute of Justice's Current Thinking blog, Theron Bowman, former police chief of the Arlington (Texas) Police Department, provided concrete steps to increase the visibility of law enforcement as a career choice for non-traditional applicants and to effectively recruit them, including "recruiting youth from minority communities for

volunteer and internship opportunities that introduce them to a law enforcement career."

In addition, the U.S. Justice Department announced in December 2015 that it was launching a new research initiative in cooperation with the Equal Employment Opportunity Commission to "identify barriers that undermine diversity in law enforcement, and propose promising practices for promoting equal opportunity in recruiting, hiring, promoting, and retaining police officers." The research initiative will be led by the Center for Policing Equity. Also in 2015, the COPS Office awarded a community policing development grant of almost $300,000 to Howard University to better understand barriers to diverse law enforcement recruitment and engage college students in 21st Century policing.
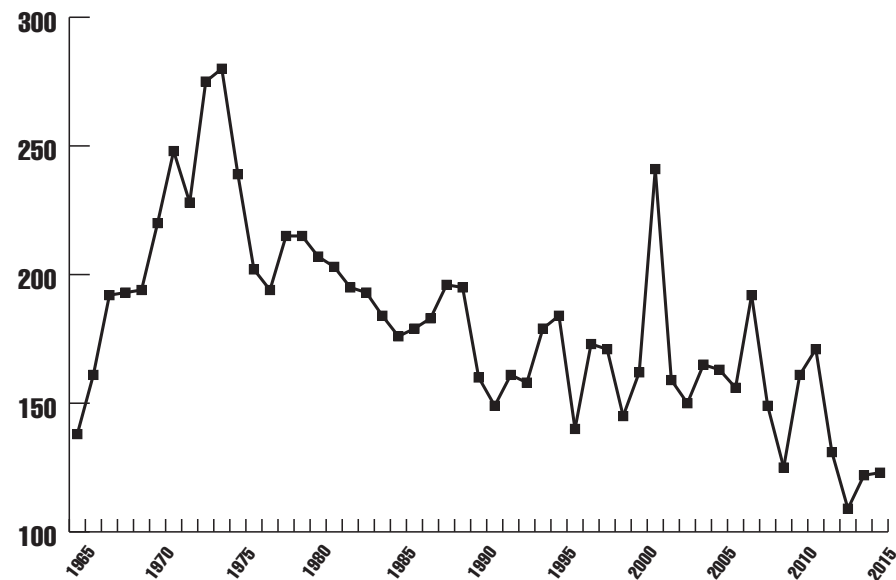
Officer wellness and safety

Ensuring the health, wellness, and safety of law enforcement officers is critical, not only for the officers themselves but also for their colleagues,

FIGURE 3. OFFICER FATALITIES 1965-2015

Source: NLEOMF, Preliminary 2015 Law Enforcement Officer Fatalities Report, 2016.

for their agencies, and for public safety. But "[w]hat is clearly missing" in most law enforcement agencies, according to *Health, Safety, and Wellness Program Case Studies in Law Enforcement*, "is a comprehensive, holistic framework or template that helps police agencies to organize their efforts and gauge their progress in tackling all of these issues." Without a comprehensive approach, "agencies tend to focus on one or a handful of specific health, wellness, and safety concerns while largely ignoring others." There are numerous promising practices and interventions that can be adapted to any agency to ensure its officers' basic physical and emotional wellness needs are met so that they can do their jobs safely and effectively.

OFFICER INJURY AND DEATH ON THE JOB

Police officers routinely enter dangerous situations to keep the peace. In most instances, they emerge safely. But in some instances, they are attacked and even killed. Any instance of a law enforcement officer killed or injured in the line of duty is a tragedy. In 2015, more officers were killed in action than in 2014. But the National Law Enforcement Officers Memorial Fund (NLEOMF) Preliminary 2015 Law Enforcement Officer Fatalities Report (Fatalities Report) showed that there is an overall downward trend in the number of officers feloniously killed.

The FBI's Law Enforcement Officers Killed and Assaulted (LEOKA) data shows a similar overall downward trend in officers assaulted and feloniously killed[14]:

Despite the generally decreasing trend of violence against law enforcement officers, the threat of injury or death on the job is still very real for officers nationwide, and preliminary 2016 data shows a noticeable uptick in the number of firearms-related officer fatalities. Resources about the conditions that lead to felonious killings, and how they can be mitigated, include the following:

▶ BJA's VALOR Program. Through onsite regional trainings, train-the-trainer programs, after-action reviews, and other resource materials, VALOR seeks to spread best practices for officers responding to threatening situations.

▶ Ambushes of Police: Environment, Incident Dynamics, and the Aftermath of Surprise Attacks against Law Enforcement. This 2015 COPS Office and CNA report examined environmental factors common to ambush situations, factors contributing to officer survival, and the policies and training programs departments can develop to improve outcomes following an ambush.

The Blue Alert Act of 2015

President Obama signed into law the Rafael Ramos and Wenjian Liu National Blue Alert Act of 2015 (Public Law 114–12) in May. The law requires the Attorney General to "establish a national Blue Alert communications network within the Department of Justice" to collect and disseminate information to state and local governments and law enforcement agencies when, for example, a law enforcement officer is seriously injured or killed in the line of duty and the suspects are at large, or there is "an imminent and credible threat that an individual intends to cause the serious injury or death of a law enforcement officer." The law was named after two New York City Police Department officers killed in an ambush in December 2014.

A majority of the officers killed in the line of duty in 2015, however, were not intentionally killed by another person. According to the Fatalities Report, "[a]utomobile crashes were the leading cause of non-felonious deaths in 2015 with 31 fatalities, followed by job-related illnesses, which accounted for 23 officer deaths. Six officers died in motorcycle crashes and four officers were struck and killed by a vehicle. Three officers were inadvertently shot and killed, two fell to their death, one was electrocuted, one was killed in an aircraft crash, and one drowned."

The non-intentional nature of these deaths does not make them any less painful for the law enforcement family, however, especially because so many such deaths are preventable. Numerous groups are working to decrease—and ultimately eliminate—the number of preventable officer deaths. The programs include the following:

▶ SafeShield. An initiative by the IACP Division of State Associations of Chiefs of Police, SafeShield seeks to identify problems and

ACCORDING TO THE NATIONAL LAW ENFORCEMENT OFFICERS MEMORIAL FUND (NLEOMF), THE DALLAS (TEXAS) POLICE DEPARTMENT, LIKE MANY LAW ENFORCEMENT AGENCIES, ISSUES ITS OFFICERS A DOWNED OFFICER KIT (DOK). EACH KIT CONTAINS LIFE-SAVING FIRST AID EQUIPMENT AND EQUIPMENT TO PROTECT AN OFFICER WHILE RENDERING FIRST AID. NLEOMF SAID THAT THE DEPARTMENT'S PROGRAM IS "UNIQUE BECAUSE OF THE COMPREHENSIVE TRAINING CURRICULUM DEVELOPED BY DR. ALEX EASTMAN, A TRAUMA SURGEON AND SWAT LIEUTENANT WITH THE [DEPARTMENT], AND THE CUSTOM INSTRUCTION ON THE PROPER USE OF THE DOK THAT WAS PROVIDED TO EACH AND EVERY OFFICER." THE DEPARTMENT WON THE 2015 DESTINATION ZERO GENERAL SAFETY AWARD FOR ITS DOK INITIATIVE.

TABLE 1. OFFICER ASSAULTS AND FELONIOUS DEATHS 2005-2014

Year	Number of Victim Officers Assaulted	Number of Officers Feloniously Killed
2005	57,820	55
2006	59,396	48
2007	61,257	58
2008	61,087	41
2009	58,364	48
2010	56,491	56
2011	55,631	72
2012	53,867	49
2013	50,802	27
2014	48,315	51

Source: FBI, "Law Enforcement Officers Feloniously Killed: Region, Geographic Division, and State, 2005–2014," UCR 2014.

threats impacting officer safety and find solutions that incorporate improved policies, training, equipment, and uniforms.

▶ Below 100. As described in Police Chief Magazine, the mission of Below 100 is "to reduce the number of U.S. law enforcement officers killed in the line of duty on an annual basis to fewer than 100" by mitigating the dangers of policing that officers have within their control, like wearing seat belts and wearing both body armor and reflective vests while operating in

and around traffic. The Yolo County (California) Sheriff's Office won the Destination Zero Officer Traffic Safety Award from NLEOMF in 2015 for its innovative traffic safety program, which combines information and materials from Below 100 with internal resources to greatly reduce unjustified speeding by officers.

▶ Drive Safely. This NLEOMF program brings national attention to officer safety issues, educating the public on best driving practices to decrease officer injuries and traffic fatalities.

Police Week

Established by President Kennedy in 1962, May 15 is designated as Peace Officers Memorial Day. The week around May 15 is known as "Police Week." Events during Police Week honor fallen police officers from around the country. For example, the Grand Lodge of the Fraternal Order of Police sponsors the National Peace Officers' Memorial Service, which includes a Candlelight Vigil and seminars throughout the week.

During Police Week 2015, President Obama spoke* at the National Peace Officers Memorial Service at the U.S. Capitol:

We cannot erase every darkness or danger from the duty that you've chosen. We can offer you the support you need to be safer. We can make the communities you care about and protect safer, as well. We can make sure that you have the resources you need to do your job. We can do everything we have to do to combat the poverty that plagues too many communities in which you have to serve.

We can work harder, as a nation, to heal the rifts that still exist in some places between law enforcement and the people you risk your lives to protect. We owe it to all of you who wear the badge with honor. And we owe it to your fellow officers who gave their last full measure of devotion.

Most of all, we can say thank you. We can say we appreciate you and we're grateful for the work that you do each and every day. And we can thank the families who bear the burden alongside you.

* "Remarks by the President at National Peace Officers Memorial" [White House press release], May 15, 2015. https://www.whitehouse.gov/the-press-office/2015/05/15/remarks-president-national-peace-officers-memorial

LAW ENFORCEMENT OFFICERS KILLED IN THE LINE OF DUTY IN 2015

According to the National Law Enforcement Officer Memorial Fund and the Officer Down Memorial Page, the following 128 law enforcement officers were killed in action in 2015:

Joseph James Abdella, Detroit (Michigan) Police Department

Gregory T. Alia, Forest Acres (South Carolina) Police Department

Darrell Lamond Allen, Marlin (Texas) Police Department

Adrian Arellano, El Paso (Texas) Police Department

James M. Bava, Missouri State Highway Patrol

Gregg Anthony Benner, Rio Rancho (New Mexico) Police Department

James Arthur Bennett, Jr., Housing Authority of New Orleans (Louisiana) Police Department

Sean Michael Bolton, Memphis (Tennessee) Police Department

Louis Michael Bonacasa, United States Air Force, Security Forces Directorate (Washington, DC)

Steven Bonano, New York City (New York) Police Department

Robert James Bowling, North Carolina DMV License & Theft Bureau

Michael Alan Brandle, Jefferson County (Ohio) Sheriff's Office

Vernell Brown, Jr., New Orleans (Louisiana) Police Department

Stacy Lynn Case, Columbia (South Carolina) Police Department

Trevor John Casper, Wisconsin State Patrol

Craig Anthony Chandler, Baltimore City (Maryland) Police Department

Eric Keith Chrisman, Kentucky State Police

Michael Anthony Cinco, United States Air Force, Office of Special Investigations (Maryland)

Neville S. K. Colburn, Honolulu (Hawaii) Police Department

David Lee Colley, Montgomery (Alabama) Police Department

Rodney Condall, Orleans Parish (Louisiana) Sheriff's Office

Ryan P. Copeland, McFarland (Wisconsin Police Department)

Gil C. Datan, Coos County (Oregon) Sheriff's Office

Christopher A. Davis, Texas Department of Criminal Justice

Timothy A. Davison, Texas Department of Criminal Justice

Benjamin Joseph Deen, Hattiesburg (Mississippi) Police Department

Nicholas Glenn Dees, Oklahoma Highway Patrol

Diane DiGiacomo, American Society for the Prevention of Cruelty to Animals Humane Law Enforcement (New York)

Daniel Neil Ellis, Richmond (Kentucky) Police Department

Eric Alan Eslary, Ligonier Township (Pennsylvania) Police Department

Juan Feliciano, New York City Police Department

Jared J. Forsyth, Ocala (Florida) Police Department

Carlos Diamond Francies, Contra Costa County (California) Sheriff's Office

Donald R. Fredenburg, Jr., New York State Police

Ricardo Galvez, Downey (California) Police Department

Eligio Ruiz Garcia, Jr., Texas Department of Criminal Justice

Johnny Edward Gatson, Warren County (Mississippi) Sheriff's Office

Juandre D. Gilliam, Sr., Jeanerette (Louisiana) Police Department

Darren H. Goforth, Harris County (Texas) Sheriff's Office

John Ballard Gorman, Mississippi Gaming Commission

Arthur Adolph Green, III, Michigan Department of Natural Resources

Terence Avery Green, Fulton County (Georgia) Police Department

Richard Allen Hall, Chatham County (Georgia) Sheriff's Office

Bryce Edward Hanes, San Bernardino (California) Police Department

Brent L. Hanger, Washington State Patrol

Steven Brett Hawkins, Harrison County (Missouri) Sheriff's Office

Rosario Hernandez de Hoyos, Puerto Rico Police Department

Randolph A. Holder, New York City Police Department

Daryle S. Holloway, New Orleans (Louisiana) Police Department

Carl G. Howell, Carson City (Nevada) Sheriff's Office

Michael Jeremiah Johnson, San Jose (California) Police Department

Tronoski Dontel Jones, Harris County (Texas) Sheriff's Office

Jaimie L. Jursevics, Colorado State Patrol

William Karl Keesee, Texas Department of Public Safety

Christopher Dan Kelley, Hutto (Texas) Police Department

Korby Lee Kennedy, San Angelo (Texas) Police Department

Sonny Lee Kim, Cincinnati (Ohio) Police Department

Paul John Koropal, Allegheny County (Pennsylvania) District Attorney's Office

Thomas Joseph LaValley, Shreveport (Louisiana) Police Department

Joseph G. Lemm, United States Air Force, Security Forces Directorate (Washington, DC)

Noah Aaron Leotta, Montgomery County (Maryland) Police Department

Anthony E. Lossiah, Cherokee Indian (North Carolina) Police Department

Scott Paul Lunger, Hayward (California) Police Department

Dwight Darwin Maness, McHenry County (Illinois) Sheriff's Office

Richard K. Martin, Houston (Texas) Police Department

Chester J. McBride, III, United States Air Force, Office of Special Investigations (Maryland)

Eli M. McCarson, New Jersey State Police

James Bryan McCrystal, Georgia Department of Corrections

John P. McKee, City University of New York Department of Public Safety

Roy D. McLaughlin, Yonkers (New York) Police Department

Eric O. Meier, Crawford (New York) Police Department

Gregory Dale Mitchell, Georgia Department of Corrections

Charles Kerry Mitchum, Loxley (Alabama) Police Department

Brian Raymond Moore, New York City Police Department

Gregory King Moore, Coeur d'Alene (Idaho) Police Department

Siegfred D.R. "Dove" Mortera,
Guam Police Department

William J. Myers, Okaloosa County (Florida)
Sheriff's Office

David Joseph Nelson, Bakersfield (California)
Police Department

Henry Andres Nelson, Sunset (Louisiana)
Police Department

George S. Nissen, Stone Park (Illinois)
Police Department

Ladson Lamar O'Connor, Montgomery County (Georgia)
Sheriff's Office

Roger Monroe Odell, Town Creek (Alabama)
Police Department

Nathan John Van Oort, Sr., Ohio University
Police Department

Kerrie Sue Orozco, Omaha (Nebraska)
Police Department

Miguel Jose Perez-Rios, Puerto Rico
Police Department

J. Cameron Ponder, Kentucky State Police

Brennan Roger Rabain, Prince George's County (Maryland)
Police Department

Jeffrey Emmons Radford, Bell County (Texas)
Constable's Office – Precinct 3

Anthony A. Raspa, New Jersey State Police

Lloyd E. Reed, Jr., St. Clair Township (Pennsylvania)
Police Department

Sean Patrick Renfro, Jefferson County (Colorado)
Sheriff's Office

Burke Jevon Rhoads, Nicholasville (Kentucky)
Police Department

Frank Roman-Rodriguez, Puerto Rico
Police Department

Elsa L. Rosa-Ortiz, Puerto Rico Police Department

Steven Martin Sandberg, Aitkin County (Minnesota)
Sheriff's Office

William C. Sheldon, Bureau of Alcohol, Tobacco,
Firearms, and Explosives (Washington, DC)

Rick Lee Silva, Chehalis (Washington)
Police Department

Iris J. Smith, Mississippi Department of Corrections

Nathan-Michael William Smith, Virginia State Police

Sonny Allan Smith, Johnson County (Arkansas)
Sheriff's Office

William Matthew Solomon, Georgia Ports Authority
Police Department

Luz M. Soto-Segarra, Puerto Rico Police Department

Michael Lynn Starrett, Jacksboro (Tennessee)
Police Department

John Scott Stevens, Ocean County (New Jersey)
Prosecutor's Office

Ronald Eugene Strittmatter, Lakeshire (Missouri)
Police Department

Garrett P. R. Swasey, University of Colorado
at Colorado Springs Police Department

Liquori Terja Tate, Hattiesburg (Mississippi)
Police Department

Peter Wagner Taub, United States Air Force,
Office of Special Investigations (Maryland)

Scott R. Thompson, Manchester Township
(New Jersey) Police Department

Taylor Joseph Thyfault, Colorado State Patrol

Kevin Jermaine Toatley, DeKalb County (Georgia)
Police Department

Zacarias Toro, Jr., United States Marshals Service
(Virginia)

Clifford Scott Travis, Bullitt County (Kentucky) Detention
Center

Peggy Marie Vassallo, Bellefontaine Neighbors (Missouri)
Police Department

Rosemary Vela, Madison County (Tennessee)
Sheriff's Office

Steven J. Vincent, Louisiana State Police

Adrianna Maria Vorderbruggen, United States
Air Force Office, of Special Investigations (Maryland)

Darryl Deon Wallace, Clayton County (Georgia)
Police Department

James Marvin Wallen, Jr., Hamilton County (Tennessee)
Parks and Recreation Department

Daniel S. Webster, Albuquerque (New Mexico)
Police Department

Josie Lamar Wells, United States Marshals Service
(Virginia)

Craig S. Whisenand, Tazewell County (Illinois)
Sheriff's Office

John James Wilding, Scranton (Pennsylvania)
Police Department

Robert F. Wilson, III, Philadelphia (Pennsylvania)
Police Department

Chad H. Wolf, Michigan State Police

Richard Glenn Woods, Pell City (Alabama)
Police Department

Alex K. Yazzie, Navajo (Arizona) Division of Public Safety

Kyle David Young, Vermont State Police

Police canines are invaluable partners to human officers in law enforcement agencies across the country. According to the Officer Down Memorial Page, 27 law enforcement K9s were killed in 2015:

K9 Barney, Tacoma (Washington) Police Department

K9 Baston, Savannah State University (Georgia)
Police Department

K9 Bella, Maryland Division of Correction

K9 Blue, Georgetown County (South Carolina)
Sheriff's Office

K9 Chewbacca, Hancock County (Mississippi)
Sheriff's Office

K9 Dingo, Maryland Division of Correction

K9 Dutch, Minneapolis (Minnesota)
Police Department

K9 Falko, Toledo (Ohio) Police Department

K9 Fritzie, Bath (West Virginia) Police Department

K9 Harry, Audubon County (Iowa) Sheriff's Office

K9 Hector, Hialeah (Florida) Police Department

K9 Hyco, Anderson County (South Carolina)
Sheriff's Office

K9 Igor, Kissimmee (Florida) Police Department

K9 Ike, Vancouver (Washington) Police Department

K9 Jimmy, Hialeah (Florida) Police Department

K9 Jimmy, King County (Washington) Sheriff's Office

K9 Jola, Jim Wells County (Texas) Sheriff's Office

K9 Koa, Lander (Wyoming) Police Department

K9 Kojack, Maryland Division of Correction

K9 Mako, Cleveland County (North Carolina)
Sheriff's Office

K9 Nitro, Stockton (California) Police Department

K9 Pepper, Wise County (Texas) Sheriff's Office

K9 Sultan, Riverside County (California)
Sheriff's Department

K9 Titus, Little Rock (Arkansas) Police Department

K9 Wix, Brown County (Wisconsin) Sheriff's Office

K9 Zane, Conyers (Georgia) Police Department

K9 Zeke, Muldrow (Oklahoma) Police Department

MENTAL HEALTH

The ever-present risk of injury or death on the job is just one of the factors that impact law enforcement officers' mental health and wellness. As the Task Force Report recognized:

Law enforcement officers are subject to more stress than the general population owing to the nature of their jobs. In addition to working with difficult—even hostile—individuals, responding to tragic events, and sometimes coming under fire themselves, they suffer from the effects of everyday stressors—the most acute of which often come from their agencies, because of confusing messages or non-supportive management; and their families, who do not fully understand the pressures the officers face on the job.

Acknowledging these stressors and seeking help, however, are still often seen as weakness within the culture of law enforcement. Such judgment can increase the chances of an officer's developing PTSD or other mental health issues, such as depression.

NationalStressAwarenessMonth

"We as officers will continue to voluntarily insert our bodies and minds into these events [horrible tragedies] in an effort to help. Most of us will emerge and find a way to cope with what we've experienced, but some will not. Some will be scarred so deeply that the course of their lives will change indefinitely. For these officers it is our duty to ensure that the necessary services and coverage are provided for the wounds inflicted on their minds, just as if those wounds had been inflicted on their bodies."

Officer David R. Orr
Norwalk, Connecticut Police Department

Statement from Officer Orr's testimony before the President's Task Force on 21st Century Policing, February 23, 2015.

Mental Health Impacts on Benefits

What happens if an officer is unable to work because of mental or emotional trauma from policing itself? The panoply of state laws, insurance policies, and collective bargaining agreements across the country may mean that such an officer at one agency might receive workers compensation or disability benefits but an officer at a different agency may not. Conflicting interpretations of the governing documents may also lead to uncertainty for officers, unions, and state and local governments. For example, the Town of Newtown, Connecticut, and the police union disputed the disability benefits that a police officer, a first-responder to the Sandy Hook Elementary School shooting, was entitled to receive. As a result of the officer's experiences that day, he suffered from PTSD that resulted in his inability to continue working in law enforcement. In May 2015, as reported May 21 by the Hartford Courant, the State Board of Mediation and Arbitration ruled that the collective bargaining agreement required Newtown to pay disability benefits to the officer until the date he would have retired, not for just two years as Newtown had argued.

TABLE 2. OFFICER DEATHS COMPARED TO OFFICER SUICIDES, 2008-2015

Year	Line of Duty Deaths	Officer Suicides
2008	149	141
2009	125	143
2012	131	126
2015	123	102

Source: National Law Enforcement Memorial Fund,[15] Badge of Life.[16]

For this reason, and because of the lack of a comprehensive system for reporting on such data, there are varying and imprecise estimates of how many law enforcement officers suffer from PTSD. Without knowing the true extent of the mental health challenges facing law enforcement officers, it is difficult to determine how best to address them.

PTSD, depression, and other mental health challenges can, in tragic circumstances, lead to officer suicide. According to the available data, the rate of officer suicide is comparable to the rate of officers killed in the line of duty.

The IACP has developed multiple resources, including Developing a Law Enforcement Suicide Prevention Campaign Using Public Health Principles, produced in partnership with the Los

Tulsa and Oregon City Finalists for Destination Zero Officer Wellness Awards

The Tulsa (Oklahoma) Police Department (TPD) and the Oregon City (Oregon) Police Department (OCPD) were finalists for the 2015 Destination Zero Officer Wellness Award. Both departments' programs feature innovative functional fitness programs for officers.

According to NLEOMF, the Tulsa program (called TPDFIT, which stands for Total Physical Development Fitness) is a multifaceted, voluntary fitness program incorporating several unique elements that encourage and motivate participants. Sergeant Eric Sokoloski, a certified CrossFit trainer and the fitness supervisor for the TPD, offers daily workouts, nutrition information, and a variety of exercise routines for people at every level of fitness. Sokoloski also created the "Heroes Project," in which he named an individual workout for each of the 39 Tulsa Officers who have died in the line of duty in the department's history. The TPD has sought to negotiate on-duty workout hours. It also engaged the local FOP and insurance providers to increase incentives for officers who participate in the program and maintain good physical fitness. The department emphasizes CrossFit in recruit training and has seen excellent results in the fitness of rookie officers.

Chief James Band of the Oregon City Police Department, started CrossFit 1850 at his agency. According to the NLEOMF, Band often teaches the CrossFit classes and works out with his officers. He selected CrossFit as the physical fitness program because the workouts are similar to the physical dynamics of being a police officer; it is an alternating regimen that requires bursts of energy and endurance. At the same time, the workouts can be scaled to each person's physical ability. The group workouts build camaraderie among officers. The OCPD has both a certified trainer and a nutritionist available to help officers to reach their fitness goals. In the program's first year, Band estimates that the agency collectively dropped over 500 pounds. Since then, the program has grown. About 30% of agency employees regularly participate, along with several agency family members.

Angeles Police Department. It is a guide for law enforcement agencies interested in addressing mental health issues using proven strategies from other fields. Also, in partnership with the Officer Down Memorial Page (ODMP), IACP is working to create a national portal for reporting incidents of suicide among law enforcement professionals and develop resource materials for agencies, officers, and their families to combat law enforcement suicide and improve law enforcement mental health and resiliency. These initiatives are slated for delivery in 2016.

The National Alliance on Mental Illness (NAMI) has resources for building resiliency in officer mental health, with guidance for all members of the law enforcement community. Working with Newtown Police Chief Michael Kehoe, NAMI also developed a comprehensive guide for law enforcement executives on how to bolster officer mental health before and after a mass casualty incident, Preparing for the Unimaginable: The Chief's Role in Safeguarding Officer Mental Health After Mass Casualty Events.

The Indianapolis Metropolitan Police Department's Office of Professional Development and Police Wellness (OPDW) emphasizes that officer mental and physical wellness is critical not only for officers themselves, but also for the health and resiliency of the agency as a whole. Their innovative approach, led by Captain Brian Nanavaty and developed with FOP Lodge #86, won the Destination Zero 2015 Officer Wellness Award and was recognized by Attorney General Loretta Lynch on her Community Policing Tour. Resources from and more information about the OPDW are available from NLEOMF.

The Office of Justice Programs' National Institute of Justice awarded nearly $500,000 to RAND Corporation in September 2015 to examine how law enforcement agencies nationwide are attempting to prevent suicide among their employees. "Many law enforcement agencies lack the resources to prevent officer suicide and are unable to respond effectively when it occurs," said NIJ Director Nancy Rodriguez in an OJP press release. "We hope to find a strategy with proven results that could serve as a model for adoption by other law enforcement agencies."

PHYSICAL FITNESS

A key to maintaining good mental health and resiliency to injury is good physical fitness. Especially for law enforcement officers, good physical fitness includes not just exercise and yearly physicals, but also good sleep habits and high-quality nutrition. All of these factors impact officers' immediate quality of life and longevity, as the Reno (Nevada) Police Department (RPD) and its partners at SpecialtyHealth determined.

Maintaining good health is one priority of the Officer Safety and Wellness Group.

BJA and NIJ Resources on Officer Safety and Wellness

BJA has developed a comprehensive fact sheet on federal resources available to law enforcement agencies and officers about officer wellness and safety.

NIJ offers research and resources on officer work hours, stress, and fatigue.

There are many programs to help agencies improve officers' physical fitness.

<u>Their research</u>[17] suggests that unrecognized and untreated insulin resistance leads to heart attack and type 2 diabetes—two serious risks to law enforcement officers' physical health. The RPD and SpecialtyHealth developed a program for 15 officers to counteract the factors (like hypervigilance, sleep deprivation, lack of exercise, and intake of sugary foods) that lead to insulin resistance in police officers. The comprehensive wellness program includes support for improved nutrition, exercise, emotional health, and sleep for at-risk officers. When comparing the low cost for these preventative measures to the high cost of on-the-job heart attacks, former Reno Police Chief Steve Pitts estimated that his agency saved $20 for every $1 it spent through the resiliency program. Reno's program is replicable in departments throughout the United States and, as of 2015, pilot programs were underway in Kentucky, Hawaii, California, and Washington, D.C.

Law enforcement honors in 2015

Through all of the challenges, law enforcement officers across the country continued to work hard for the communities they serve. There are numerous national, state, and local awards that recognize law enforcement for their efforts. Here are a few of the awards made in 2015 to honor the bravery, heroism, and innovation of law enforcement officials and departments across the country.

The U.S. Department of Justice (COPS Office) awarded the L. Anthony Sutin Civic Imagination Award to Chief Scott Lewis Nadeau and Superintendent Kathy L. Kelly, from Columbia Heights, Minnesota.

Vice President Joseph R. Biden, Jr. and then Attorney General Eric Holder presented the Public Safety Officer Medal of Valor to the following recipients:

» Officer Gregory Stevens, Garland (Texas) Police Department

» Fallen Sergeant Robert Wilson III, Philadelphia (Pennsylvania) Police Department

» Officer Niel Johnson, North Miami (Florida) Police Department

» Special Agent Tyler Call, Federal Bureau of Investigation

» Deputy Joey Tortorella, Niagara County (New York) Sheriff's Office

President Barack Obama greets Top Cops in the State Dining Room prior to a ceremony to honor the National Association of Police Organizations Top Cops award winners in the East Room of the White House, May 12, 2014. Credit: Official White House Photo by Pete Souza

The International Association of Chiefs of Police and Target presented the Officer of the Year Award to Officer Scott Angulo of the Tallahassee (Florida) Police Department.

The National Law Enforcement Officers Memorial Fund presented awards to the following 4 police departments in 2015:

» The Officer Wellness Award was given to the Indianapolis (Indiana) Metropolitan Police Department.

» The General Safety Award winner was the Dallas (Texas) Police Department.

» The Officer Traffic Safety Award was given to Yolo County (California) Sheriff's Office.

» The Comprehensive Safety Award was presented to Orange County (Florida) Sheriff's Office.

The Police Executive Research Forum selected Police Commissioner Patrick Carroll (New York) to receive the 2015 PERF Leadership Award.

The Hispanic American Police Command Officer's Association presented 4 awards in 2015:

» The HAPCOA Bronze Medal for Community Service was given to Richard Perez, Assistant Supervisory Air Marshal in Charge (TSA, Dallas, Texas).

» Three honorees were selected to receive the HAPCOA Silver Medal for Meritorious Conduct: Inspector General David A. Montoya, U.S. Department of Housing and Urban Development (Washington, DC); Postal Inspector Miguel E. Montalvo, U.S. Postal Inspection Service (San Francisco, California); and Marisela Nash, Assistant Special Agent in Charge, Naval Criminal Investigative Service (San Diego, California).

» The HAPCOA Gold Medal of Valor was awarded to Deputy Sherriff Cindy Hernandez and Deputy Sheriff Michele Avila, Bexar County (Texas) Sheriff's Office.

» The HAPCOA Aguila Statue Award was presented to Bernardo Matias Perez, Special Agent in Charge, Federal Bureau of Investigations (retired).

The National Sheriff's Association presented several awards in 2015, including the following:

» Sheriff John Lenhart, Shelby County (Ohio) Sheriff's Office, received the Ferris E. Lucas Sheriff of the Year Award.

» Deputy Michael Norris and Deputy Jeff Wilson, Monroe County (Georgia), received the Charles "Bud" Meeks Valor Award for Deputy Sheriff of the Year Award.

» Master Deputy James Cole, Orange County (Florida) Sheriff's Office, received the Law Enforcement Explorer Post Advisor of the Year Award.

» Chaplain Gregory Clayton, Orange County (Florida) Sheriff's Office Chaplains Unit, received the Chaplain of the Year Award.

» Sergeant Richard Bailey, Pinellas County (Florida) Sheriff's Office, received the Corrections/Jail Innovations of the Year Award.

President Barack Obama places the Medal of Valor on Officer Robert Sparks, who is recognized with Officer Jason Salas, right, and Captain Raymond Bottenfield of the Santa Monica College Police Department, Calif., during a ceremony in the East Room of the White House, May 16, 2016. The Medal of Valor is awarded to public safety officers who have exhibited exceptional courage, regardless of personal safety, in the attempt to save or protect others from harm. Credit: Official White House Photo by Chuck Kennedy

» Sergeant Joe Thompsen, Wicomico County (Maryland) Sheriff's Office, received the Court Security Professional of the Year Award.

» Special Deputy Dean Allen Youngman, Daviess County (Kentucky) Sheriff's Office, received the Reserve Deputy Sheriff of the Year Award.

The International Association of Women Police honored Detective Jennifer Sattler, Holyoke (Massachusetts) Police Department, with an Excellence in Performance Award in 2015.

In 2015, the National Association of Police Organizations presented TOP COPS Awards to the following recipients:

» Officer Michael J. Lin, Phoenix (Arizona) Police Department

» Officer II April Lockhart, Los Angeles (California) Police Department

» Officer II Alberto Ortiz, Los Angeles (California) Police Department

» Officer Christopher Nebbeling, West Palm Beach (Florida) Police Department

» Officer Joseph D. Fernandez, Chicago (Illinois) Police Department

- » Officer Thomas R. Gorman, Chicago (Illinois) Police Department
- » Officer Anthony F. Munizzi, Chicago (Illinois) Police Department
- » Officer Brandon C. Murphy, Chicago (Illinois) Police Department
- » Detective Christopher M. Ross, Chicago (Illinois) Police Department
- » Captain Edward J. Kulbida, Chicago (Illinois) Police Department
- » Officer Gregory D. Milburn, Indianapolis (Indiana) Metropolitan Police Department
- » Officer Ryan J. Lenane, Boston (Massachusetts) Police Department
- » Officer William F. Traft, Boston (Massachusetts) Police Department
- » Sergeant Thomas J. Teahan, Boston (Massachusetts) Police Department
- » Officer John J. Bethard, Las Vegas (Nevada) Metropolitan Police Department
- » Officer Zachery Beal, Las Vegas (Nevada) Metropolitan Police Department
- » Officer Brett A. Brosnahan, Las Vegas (Nevada) Metropolitan Police Department
- » Officer David A. Corbin, Las Vegas (Nevada) Metropolitan Police Department
- » Officer Ryan Fryman, Las Vegas (Nevada) Metropolitan Police Department
- » Officer Timothy T. Gross, Las Vegas (Nevada) Metropolitan Police Department

Vice President Joe Biden and Attorney General Eric Holder with honorees at the 2015 Department of Justice Medal of Valor ceremony. Credit: DoJ

- » Officer Troy L. Nicol, Las Vegas (Nevada) Metropolitan Police Department
- » Officer Gregory A. Stinnett, Las Vegas (Nevada) Metropolitan Police Department
- » Sergeant Kurt McKenzie, Las Vegas (Nevada) Metropolitan Police Department
- » Sergeant Christopher S. O'Brien, Las Vegas (Nevada) Metropolitan Police Department
- » Officer Kenneth Healey, New York City (New York) Police Department
- » Officer Taylor R. Kraft, New York City (New York) Police Department
- » Officer Joseph Meeker, New York City (New York) Police Department
- » Officer Peter D. Rivera, New York City (New York) Police Department
- » Senior Officer Amador Gonzalez, Corpus Christi (Texas) Police Department
- » Officer II Curtis L. Allison, Norfolk (Virginia) Police Department
- » Officer II Toofan C. Shahsiah, Norfolk (Virginia) Police Department

1.   "990 people shot dead by police in 2015," *Washington Post*, accessed June 22. 2016, https://www.washingtonpost.com/graphics/national/police-shootings/. The Post did not report on non-fatal shootings, or other police uses of force upon people with mental illness.

2.   M.T. Compton, R. Bakeman, B. Broussard, D. Hankerson-Dyson, L. Husbands, S. Krishan, and A.C. Watson, "The Police-Based Crisis Intervention Team (CIT) Model: I. Effects on Officers' Knowledge, Attitudes, and Skills," *Psychiatric Services* 65, no. 4 (2014), 517-522.

3.   R. Borum, M. Williams Deane, H.J. Steadman, and J. Morrissey, J. "Police Perspectives on Responding to Mentally Ill People in Crisis: Perceptions of Program Effectiveness," *Behav. Sci. Law* 16: (1998), 393-405.

4.   M.S. Morabito, A.N. Kerr, A. Watson, J. Draine, V. Ottati, and B. Angell, "Crisis Intervention Teams and People with Mental Illness Exploring the Factors that Influence the Use of Force. *Crime and Delinquency* 58, no. 1 (2012), 57-77.

5.   Emily Morgan, Nina Salomon, Martha Plotkin, and Rebecca Cohen, *The School Discipline Consensus Report: Strategies from the Field to Keep Students Engaged in School and Out of the Juvenile Justice System* (New York: The Council of State Governments Justice Center, 2014).

6.   See also Office of Juvenile Justice and Delinquency Prevention Statistical Briefing Books at www.ojjdp.gov, including Estimated Number Juvenile Arrests, 2014; Demographic characteristics of juvenile arrests, 2014; and Juvenile Arrests by State, 2014.

7.   "Injury Prevention & Control: Opioid Overdose," Center for Disease Control and Prevention, last modified June 21, 2016, http://www.cdc.gov/drugoverdose/data/overdose.html.

8.   Bradley Ray, Daniel O'Donnell, and Kailyn Kahre, "Police officer attitudes towards intranasal naloxone training," *Drug and Alcohol Dependence* 146 (2015): 107-110.

9.   Tom Tyler, Jonathon Jackson, and Ben Bradford, "Procedural Justice and Cooperation," in *Encyclopedia of Criminology and Criminal Justice*, eds. Gerben Bruinsma and David Weisburd (New York: Springer New York, 2014) 4011–4024. http://papers.ssrn.com/sol3/papers.cfm?abstract_id=1907137.

10. Lamberth Consulting. "Traffic Stop Data Analysis Project: The City of Kalamazoo Department of Public Safety." September 2013.

11. IACP, *IACP National Policy Summit on Community-Police Relations: Advancing a Culture of Cohesion and Community Trust* (2015) 3.

12. Christy Mallor, Amira Hasenbush, and Brad Sears, "Discrimination and Harassment by Law Enforcement Officers in the LGBT Community," Williams Institute , UCLA School of Law (Los Angeles, CA, 2015). http://williamsinstitute.law.ucla.edu/wp-content/uploads/LGBT-Discrimination-and-Harassment-in-Law-Enforcement-March-2015.pdf.

13. Vivian Hunt, Dennis Layton, and Sara Prince, "Why Diversity Matters," McKinsey&Company, January 2015, http://www.mckinsey.com/business-functions/organization/our-insights/why-diversity-matters.

14. "2014 Law Enforcement Officers Killed & Assaulted," Federal Bureau of Investigation Uniform Crime Reports, accessed June 6, 2016, https://www.fbi.gov/about-us/cjis/ucr/leoka/2014/officers-feloniously-killed.

15. "Officer Deaths by year," National Law Enforcement Memorial Fund, accessed June 6, 2016, http://www.nleomf.org/facts/officer-fatalities-data/year.html.

16. "The Badge of Life: A study of Police Suicide 2008-2015," Badge of Life, accessed June 6, 2016, http://www.policesuicidestudy.com/. The officer suicide numbers represented the available study years. For 2015, Badge of Life conducted a six-month sample to extrapolate the annual result.

17. Kuhns, Joseph B., Edward R. Maguire, and Nancy R. Leach, Health, Safety, and Wellness Program Case Studies in Law Enforcement (Washington, DC: COPS Office, 2015), ch. 4.

One of the recommendations of the Final Report of the President's Task Force on 21st Century Policing was the delivery of an annual report on the state of American policing, which would provide an updated overview of events and changes in policies and practices, as well as their impact on police officers and the public.

This inaugural report reviews law enforcement activities and developments from January 2015 to March 2016 and offers research and other resources for more in-depth analysis. Divided into three sections, the first part identifies the many ways in which the field was tested, including topics such as excessive use of force. The second section discusses community policing approaches and other strategies that police used to engage their communities and enhance public safety. The third section examines the impact of events and policies on law enforcement officers and their work.