Building Relationships of Trust

Moving to Implementation

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U.S. DEPARTMENT OF JUSTICE
OFFICE OF COMMUNITY ORIENTED POLICING SERVICES

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COPS

Dear colleagues,

Successful policing depends heavily on building and maintaining trust across the diverse communities that a law enforcement agency serves. Even under ideal circumstances, sustaining that trust is challenging and requires continuous effort. The tragic events of September 11, 2001 raised new responsibilities for local police agencies. New challenges for police executives included protecting jurisdictions from national security threats; working to counter violent extremism; and protecting Arab, Muslim, and South Asian communities from the unfortunate backlash of hate crime.

Under an atmosphere of elevated levels of surveillance and heightened suspicion in the immediate post-9/11 environment, some observers wondered whether local agencies could still afford the "luxury of community policing." However, many police agencies in the wake of the attacks affirmed that community policing approaches, which proved vital to achieving and sustaining trust, were needed "now more than ever." The same community policing approaches that had been successfully used in addressing traditional crime and public safety problems were being effectively applied to the new responsibilities and challenges of protecting the homeland.

It is within this context that I am pleased to announce *Building Relationships of Trust: Moving to Implementation*. This publication builds off previous building communities of trust documents published by the Office of Community Oriented Policing Services and the U.S. Department of Homeland Security. It showcases key principles of developing relationships of trust, particularly with minority and immigrant communities, and provides contemporary and practical examples from model initiatives across a diverse array of police jurisdictions. This publication demonstrates, in highly practical terms, how agencies have implemented traditional community policing strategies to help immigrant communities overcome their "inherent" distrust of police that often is grounded on negative experiences with policing in their homeland. This publication also showcases how progressive departments have overcome cultural misunderstandings and obstacles to help new immigrant communities better appreciate the distinctive role and legitimacy of the police in a democratic society and work collaboratively with police agencies.

Sincerely,

Ronald L. Davis, Director
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Acknowledgments

Building Relationships of Trust: Moving to Implementation would not have been possible without the participation and guidance of community, police, and federal government leaders from across the country. The following individuals contributed to the ideas set forth in this publication:

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Introduction

Building Relationships of Trust: Moving to Implementation provides guidance to federal, state, local, and tribal law enforcement agencies; fusion centers; community members; civic groups; and other interested parties on developing relationships of trust, particularly with minority and immigrant communities. It also expands on the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) publication, *Guidance for Building Communities of Trust* (BCOT),[1] which focused on providing guidance for fusion centers and law enforcement agency relationships primarily in relation to suspicious activity reporting. This publication focuses on law enforcement agencies and their relationships with community members in relation to building community confidence, increasing police legitimacy, addressing neighborhood problems of crime and disorder, and improving the quality of life in all communities.

"[This publication] provides guidance to federal, state, local, and tribal law enforcement agencies; fusion centers; community members; civic groups; and other interested parties on developing relationships of trust, particularly with minority and immigrant communities."

In developing this publication, the Institute for Intergovernmental Research (IIR) identified select urban police agencies that developed effective relationships with communities in their jurisdictions through initiatives that other police agencies could replicate. IIR invited these agencies to a workshop in Raleigh, North Carolina, where each agency described its approaches. To create this publication, the authors drew upon material from that session and reached out to other police agencies that undertook notable efforts. In reviewing these initiatives, IIR identified general approaches that police agencies can readily use to build trusting relationships with communities and to create social capital.

Each of the police agencies that attended the Raleigh workshop has adopted somewhat different strategies for community policing. Some saw community policing as a philosophy that drove all police

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1. Robert Wasserman, *Guidance for Building Communities of Trust* (Washington, DC: Office of Community Oriented Policing Services, 2010), http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P194.

> *"Relationships of trust cannot develop simply from police initiatives; rather, law enforcement must find community partners with whom it can work to achieve common goals."*

activities. Others had designated special community liaison officers, police officers who worked closely with defined neighborhood leadership to establish trusting relationships and engage in efforts to address concerns prioritized with the community. Other agencies had adopted particular problem-oriented approaches to address key problems in specified areas of their cities. Still others had adopted aspects of all these approaches.

Those in attendance in Raleigh generally agreed there is no single, best approach to community policing, but all consistently articulated core elements. All concurred that involving communities in police policy development, identifying strategies and tactics aimed at solving neighborhood problems, and developing a better understanding of community perceptions and priorities among police officers are essential in forming strong community-police relationships of trust.

In any locale, relationships of trust cannot develop simply from police initiatives; rather, law enforcement must find community partners with whom it can work to achieve common goals. The key actors in building relationships of trust include the following:

- Police management personnel, including the chief of police, who liaise with key community leaders and lay the foundation for the following:
  - Transparency
  - A commitment to collaborating with the community
  - An understanding of cultural dynamics that the police need to understand
  - Articulation of the commitment to meaningful partnerships in producing a safe and secure community
- Police line officers who maintain relationships and represent their agencies in their daily interactions with residents, either as patrol officers or as community liaison officers
- Credible community leaders who listen to concerns about community security and other issues from their peers, relay them to police community liaisons or others in the department, and work with the police department to develop a plan to address neighborhood concerns
- Other government personnel and contractors, including fusion center personnel, who provide guidance and resources to local, state, and tribal police agencies

Building relationships of trust works best when there is strong cooperation and collaboration among all of these groups. Furthermore, developing a genuine sense of interdependence helps to build and sustain trust.

Trusting Relationships as the Core of Community Policing

While particular organizations employ distinct values, strategies, and tactics in their community policing, the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) identifies three core and common pillars of community policing: partnerships, problem solving, and organizational transformation.[2] While this can encompass a wide variety of actual police practices, all community policing approaches involve relying on community members to identify problems in their neighborhoods; to decide, in conjunction with police, which problems should merit a law enforcement response and what that response might entail; and to develop responses that involve police, community, and other agencies in problem-solving activities. Collaboration and partnership between the police and community form the basic fabric of this effort, which drives most police activities.

This model differs from the type of policing predominant at the end of the twentieth century in which law enforcement is expected to develop priorities and strategies without community involvement and in which "social problems and other neighborhood issues [are] not of police concern unless they threaten the breakdown of public order."[3] Conversely, in community policing, legitimacy and procedural justice rather than just the law build police authority in the eyes of the community. Thus, community policing necessitates building relationships of trust between communities and their police organizations.

Law enforcement agencies can instill a philosophy of community policing in numerous ways. Most important, executive leadership must commit to establishing throughout the agency that a strong

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2.   See *Community Policing Defined* (Washington, DC: Office of Community Oriented Policing Services, 2012), http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P157.

3.   Robert Wasserman and Mark H. Moore, "Values in Policing," *Perspectives on Policing*, no. 8 (November 1988), https://www.ncjrs.gov/pdffiles1/nij/114216.pdf.

relationship with the community is a top priority and that treating every person with respect, regardless of ethnicity, gender, or religion, is key to effective policing. Committing to collaboration with the community in determining policing strategies and tactics is also a necessary ingredient of community policing.

Over the last 50 years, some evolutions in American policing created a separation between the community and the police. The placement of officers in vehicles, with a focus on responding to radio calls for service, withdrew officers from the community and dramatically reduced communication between officers and residents. The diversification of American cities with the influx of new populations created a need for increased community-police contact, but the structure and strategies of law enforcement agencies made this difficult.

Community policing is a means of bridging the gap. Conceived by David Couper, Madison (Wisconsin) chief of police, and Dr. Lee P. Brown, Houston (Texas) chief of police, and further developed at Harvard Kennedy School's John F. Kennedy School of Government's *Executive Sessions on Policing*, the original conception of community policing spelled out the key issues that law enforcement needed to address. To add momentum to the new style of policing capturing the imagination of both communities and law enforcement executives, in 1994 the U.S. Department of Justice created the COPS Office, which was responsible for coordinating the Clinton administration's funding of 100,000 new police officers who were expected to practice community policing. Communities and police agencies that received federal funding needed to implement community oriented policing strategies, and in each case, community collaboration and problem solving were central tenets.

To date, police agencies across the country have implemented an enormous variety of community policing initiatives. Some police agencies, such as the Raleigh (North Carolina) Police Department, have relied on specialist community outreach officers. Others agencies, like the Cambridge (Massachusetts) Police Department, have empowered the entire police organization to assume responsibility for community outreach in the geographic areas to which they are assigned. Both models appear to have had success, particularly where the organizations have made concerted efforts to address the issues of legitimacy, officer professionalization, and community collaboration to engage in problem solving within a particular neighborhood.

Under any variation on this general model, trusting relationships are the key underlying element of successful efforts because community policing relies heavily on community members' knowledge of happenings in their own neighborhoods to guide police actions and resource allocations. Without trusting relationships, community members will be less likely to engage with police officers. When community members do not collaborate with police officers in community policing models, officers lack the basic information necessary to carry out the tailored crime prevention and problem-solving strategies that make community-based initiatives successful.

Trusting relationships can be defined by the degree of cooperation and collaboration that exists between law enforcement agencies and communities. In trusting relationships, citizens voluntarily approach police officers with information or problems because they trust that law enforcement represents their best interests. At a minimum, they are willing to guide police activity through structured forums or meetings, and information they pass along will often pertain to substantive crime issues in their communities. Likewise, police officers trust that community members wish to aid them in their efforts to promote security and safety in the neighborhood. Police officers can also be confident that information they acquire from community members will be useful in accomplishing this task. Most important, when this level of collaboration occurs, the community will share responsibility for the effectiveness of the strategies implemented. Interdependence and reciprocity are key concepts underlying meaningful and effective community policing efforts.

A number of factors can make developing trusting relationships challenging. Police agencies may lack knowledge, contacts, or information about immigrant or minority communities, particularly those recently established as a result of immigration from other sections of the country, even internationally. Some police personnel may even harbor false notions about such communities, for example, that most members support the gang activity that occurs in the neighborhood or that most community members support violent extremism. Some officers may also believe that most community members simply don't respect the police or care about crime. Other officers may not support or may be unwilling to participate in developing relationships of trust, believing inaccurately that these communities are populated primarily by people who are enemies of the government and, in the worst cases, potential terrorists.

As David M. Kennedy writes in *Don't Shoot: One Man, A Street Fellowship, and the End of Violence in Inner-City America*:

> There is a powerful conventional wisdom in the law enforcement circles that I live in: that these communities are at heart uncaring, complicit [in neighborhood crime], corrupt, destroyed. Nobody cares about the crime, the law enforcement narrative goes, or they'd raise their kids right, get them to finish school, have them work entry-level jobs—like I did, like my kids do—instead of [selling drugs on the street]. They don't care about the violence; nobody will even tell us who the shooters are . . . . Nobody cares about the drugs because everybody's living off drug money . . . .[4]

Preexisting distrust of police officers is also common among many American immigrant and minority communities, sometimes because of prior police actions (e.g., a perceived racial bias incident) or cultural attitudes toward government authority (e.g., immigrant communities wherein members were persecuted by authorities in their countries of origin). In many cases, a number of members of minority communities with high crime rates have been arrested, have seen friends or family members arrested, or frequently see individuals on the street being arrested for various crimes; consequently, they often believe—with some degree of accuracy—that such arrests are more common in their high-crime neighborhoods than in more affluent (and usually white) communities.

Often combined with a historical legacy of overt racism by police officers in many locales (even if this racism has long since been reduced or eliminated), this dynamic feeds a deep-seated distrust for law enforcement in many communities. According to Kennedy:

> This is just the conventional wisdom in [high-crime] neighborhoods. The drugs and the guns don't come from here. Somebody's bringing them in. The government could keep them out if it wanted. The dealers are standing out in plain sight . . . and nobody's doing anything about it. We see the police cars drive right by. We call 911 on the crack house next door, nobody ever does anything. Somebody else is making all the money; our kids certainly aren't getting rich. The white folks drive in and buy [drugs],

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4. David M. Kennedy, *Don't Shoot: One Man, a Street Fellowship, and the End of Violence in Inner-City America* (NY: Bloomsbury USA, 2011), 17–18.

but they're not getting arrested and their doors aren't getting kicked in. There's more [drugs] in the suburbs than there is here, but the police and the government don't care about that.[5]

In addition, some police actions can reinforce negative perceptions of police officers in these communities and can damage or destroy evolving relationships of trust. These actions typically involve insensitivity toward neighborhood residents or undermining their role in the partnership by creating the perception that they are excluded from decision making.

The former category includes racial, ethnic, religious, country-of-origin, or other types of illicit profiling against "discrete groups." It is important to note that community perceptions of police officers are often created by law enforcement en masse. The efforts of community policing officers to develop and maintain relationships might be undermined by other officers not directly assigned to community policing functions (e.g., investigators) or by officers from other agencies.

"Some police actions can reinforce negative perceptions of police officers in these communities and can damage or destroy evolving relationships of trust."

The latter category can include instances where law enforcement actually excludes residents from decision-making processes or where residents perceive that law enforcement is excluding them. This can arise from poor communication with residents (e.g., law enforcement took residents' opinions into account but did not relay the outcomes to them) or poor coordination among police units (e.g., another unit conducted a major police action under direction from headquarters without consulting the officers assigned to the community-policing function or officers assigned to the neighborhood involved). To avoid undermining the community's role in community oriented policing processes, police agencies should consult with community leaders *before* engaging in major police actions, whenever possible. After agencies take such actions, they should reach out to community leaders *before* contacting the media.

"Thinking community" in relation to most police activities is critical but not easy for many police agencies. Fostering a community-centered focus is vital in all realms, even those traditionally thought of as enforcement actions. For instance, when police agencies undertake drug raids in urban neighborhoods, many residents naturally come out of their homes to see what is happening. Rather than ignoring the bystanders or perceiving them as nuisances, agencies should assign a small group of neighborhood officers not involved in the action to brief the residents on what is happening. The officers directly involved in actions such as drug raids or services of warrants where resistance might be expected cannot always pay attention to those who come to watch (and often tell those with questions to "step back" or "don't bother us"). Absent an explanation, some

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5. Ibid., 131.

residents will assume the police are acting improperly or without concern for the neighborhood; thus, residents are more likely to perceive the police as "occupying forces" rather than as partners in promoting public safety and community wellbeing.

Another factor that creates challenges in developing relationships of trust reflects an old truism. Police officers respond to thousands of complex situations every day that involve disputes, crimes, and violent events. When the public does not understand how its police agency conducts business in the community, these gaps in the public's knowledge create a vacuum that harmful speculation and rumor often fill, even though such misinformation may not be of malicious design. While many police agencies work hard to ensure they handle every situation professionally and with competence, in a few instances, things go wrong. This is almost inevitable given the sheer number of incidents and the complexity of the situations in which the police intervene.

"Relationships of trust are social capital. . . . When crises occur, police agencies can ask the community to assist in reviewing what occurred and ask it to collaborate in implementing needed procedural improvements."

In these situations, the community may be upset over what appears to be police ineffectiveness or incompetence. To prevent the public from forming inaccurate images of police failure, the chief executive must get in front of the situation, with full transparency about what occurred, and ensure the agency has social capital (i.e., relationships of trust) in the bank from which the chief can withdraw as the situation evolves. Establishing community trust *before* these isolated events occur is vital to preventing community perceptions and reactions from escalating in seriousness.

Relationships of trust are social capital. During a crisis or major situation, strong relationships mean that the chief of police or other police officials can contact the community leaders with whom they have established such relationships and advise them of what happened, showing a commitment to full transparency and noting actions that can prevent similar occurrences in the future.

For example, in a northeastern city some years ago, police officers raided the wrong address and killed a minority resident when he jumped off the living room couch with what turned out to be a pipe in his hand. Within an hour or two of this tragic incident, the chief of police, who had spent many years working hard to establish relationships of trust with the community's minority leadership, received numerous calls from this leadership, who expressed concern and asked how they could help the chief address the situation. Such relationships become social capital if the partners maintain them long term. When crises occur, police agencies can ask the community to assist in reviewing what occurred and ask it to collaborate in implementing needed procedural improvements. This involvement with the community strengthens relationships of trust.

While social capital is important, police agencies also must prepare and make contingency plans for unanticipated events and outcomes. Absent relationships of trust between police agencies and the community, agencies will often face severe pressure from the public or media as a result of negative fallout from these events, which can demoralize both police agencies and the community members who cooperated with them.

Issues That Affect Legitimacy and Trust

In community policing, police authority stems not only from the law but also from its legitimacy in the eyes of the community. Legitimacy secures the cooperation of community members in identifying the most pressing issues of law and order within neighborhoods, including those related to violent radicalization. Thus, legitimacy is key to efficacy in community policing.

The degree to which community members trust police agencies depends on the degree to which they perceive that police officers exercise legitimate (not just legal) authority. Legitimacy means that ordinary citizens feel that the police have a right to police—the fact that the law grants law enforcement agencies policing powers does not ensure that ordinary citizens will trust these police agencies with protecting the welfare of the community.

Trust and legitimacy indicators include the volume of tips, leads, and other information provided by community members; the degree to which neighborhood leaders keep in touch with police leadership; and the rapport that a particular department enjoys within a given neighborhood among ordinary citizens.

Community members view a police agency as legitimate when they believe its police officers carry out their duties lawfully, fairly, and in accordance with the community's best interests. However, too many police officers believe that community members expect officers merely to deter crime by arresting criminals for breaking the law. Arresting certain individuals is certainly part of effective policing, but a growing body of academic research from scholars such as Tom Tyler and Tracey Meares shows that building legitimacy creates a sustainable sense of community wellbeing.[6] Without legitimacy, there is no trust; without trust, community members will not help police officers solve problems in their

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6.   Tracey L. Meares, "The Legitimacy of Police among Young African-American Men," Faculty Scholarship Series, paper 528 (New Haven, CT: Yale Law School, 2009); Tom R. Tyler and Jeffrey Fagan, "Legitimacy and Cooperation: Why Do People Help the Police Fight Crime in Their Communities," *Ohio State Journal of Criminal Law* (2008).

neighborhoods or share information with police officers about crime, violence, and suspicious activities—regardless of how troubling those situations are to residents.

Because trust stems from legitimacy, agencies should seek to understand how the communities and neighborhoods they serve perceive them. The degree to which community members view local police agencies and their practices as legitimate can be determined in a number of ways. While there is no standard litmus test for assessing perceptions of legitimacy, police agencies must strive to obtain a candid assessment of where they stand. Trust and legitimacy indicators include the following:

- The volume of tips, leads, and other information provided by community members—a high frequency of voluntary community calls to police agencies, particularly regarding crimes and community threats, indicates a high degree of trust

- The degree to which neighborhood leaders (religious, civic, business, etc.) keep in touch with police leadership

- The rapport that a particular department enjoys within a given neighborhood among ordinary citizens

Agencies can assess these indicators via surveys but should remember legitimacy cannot simply be quantifiably ascertained. Agencies must also strive to gauge the potentially unique perceptions of discrete groups or minority populations within the jurisdiction. Without specific or qualifying questions, group-specific views cannot be discerned from broader jurisdiction-wide surveys or other community-wide assessment efforts. Assessing legitimacy in the field requires police personnel with strong observational and social skills who will have to make a final determination as to the degree of trust that exists between police agencies and the community. It is also useful to assess the manner in which community members interact with the police in public settings.

Creating legitimacy and trust between police officers and residents may be more or less challenging depending on the community. Challenges are often particularly acute among communities that have a substantial population of residents from countries with oppressive police or governmental institutions. Such residents, or people they know, may have been victimized by law enforcement institutions in their countries of origin and thus maintain a general, abiding distrust of law enforcement or government institutions. In the United States, too, some police agencies and the institution of American policing itself have had a checkered past (and some feel they still have a checkered present) in the treatment of racial and ethnic minorities, particularly Latinos and African Americans.

Histories of police abuse—even when not associated with a department undertaking a building relationships of trust initiative—may create initial distrust of law enforcement within a particular community and an additional barrier that police agencies must breach to ensure the success of building relationships of trust. However, agencies must understand that historical perceptions about police tactics and actions are difficult to change when they are part of a community's historical lore.

Based on these perceptions, community members sometimes believe that police agencies are solely focused on arresting lawbreakers and are not concerned about the welfare of the community. These communities do not have a sense that police officers care about the youth of the community or that they want to prevent crime before it occurs. On the other side of the coin, police agencies often perceive

that communities take little responsibility for the actions of their youth, noting the disproportionate prevalence of minority-on-minority crime and violence in some neighborhoods. Clearly, distrust exists on both sides of the divide, making establishing trusting relationships a challenging matter.

Law enforcement agencies should carefully plan strategies to overcome initial distrust and increase their departments' perceived legitimacy, particularly within immigrant and minority communities. Individuals who initially exhibit distrust or even contempt for police personnel should not be treated accusatively; rather, agencies should earn these individuals' trust through sustained, positive interaction. Officers who make frequent contact with immigrant and ethnic minority communities should familiarize themselves with the cultural practices of those communities. This will help officers to better understand the neighborhoods and residents they serve. Making an effort to understand the behaviors and culture of residents from the "neighborhood perspective" will help officers better distinguish between ordinary activity and that which may be genuinely suspicious.

Furthermore, police agencies can gain a foothold in neighborhoods with which they have little prior positive contact by getting to know community leaders and asking them to introduce police representatives to the community. These leaders must be credible community voices who already have the community's trust. Typically, they can be found leading religious or civic groups (e.g., activist groups and community boards) or business organizations (e.g., business councils and community associations).

Police agencies should also implement specific strategies to increase the awareness of personnel not assigned to community policing functions about the importance of legitimacy in improving policing effectiveness. All personnel should understand the significance of the contributions that community members make toward policing objectives and that these contributions depend on police agencies earning legitimacy. Agencies, at the very minimum, should instruct personnel on how to conduct their respective functions (e.g., dispatchers answering calls for service or civilian employees issuing parking tickets) with sensitivity toward individuals in immigrant and minority communities. Preferably, all police personnel should receive training that is infused with the elements of building relationships of trust and that identifies why building such relationships is essential. All personnel in the agency should embrace the objective of earning legitimacy and recognize its importance for attaining community cooperation.

Police executives must recognize that a key factor that determines the trust a community will have in its police agency is the degree of respect and dignity that officers treat every person with whom they come in contact, regardless of the circumstances. This means all persons, regardless of whether they are indigent, involved in crime, uneducated, or imbued with a dislike of police authority. Furthermore, treating these individuals with respect does not require that officers adopt a rigid, formal manner but rather that they be polite, respectful, and communicative in every contact. Showing respect also means treating victims with compassion following a criminal act. In fact, studies show that victims are more concerned with how police treat them than with the outcome of the investigation into the criminal act.[7]

Some common practices that police recruits are taught in most police academies present a major obstacle to the public perceiving that officers treat them with respect. For example, recruits are often taught that they must "maintain control" in every interaction with the public. Many officers, for instance, are trained to ask for the vehicle registration and license as a first order of business and to not tell the driver why he or she has been stopped until these documents are in the hands of the officer, so if the

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7.   Tracey L. Meares, "The Legitimacy of Police among Young African-American Men," Faculty Scholarship Series, paper 528
      (New Haven, CT: Yale Law School, 2009).

driver flees, the officer already has a means of identifying the individual. However, many, when stopped, want to know why the officer stopped them—even if they know they have violated a traffic law.

Because few people drive off during such a stop, officers who do not start a conversation with a violator by telling him or her the reason for the stop create tension between the citizen and officer. When citizens do not know why they were stopped, the encounters lack closure and reinforce the perception that police officers are insensitive and authoritarian.

Likewise, in stop, question, and frisk circumstances, the demeanor of the officer can determine whether the citizen views the stop as demeaning and offensive. Every contact—whether just a casual interaction with a person or during a more formal interaction such as a stop, question, and frisk—must be seen as an opportunity to establish a positive relationship with the individual who is stopped. Every such contact must be done with respect for that individual and full transparency of what the officer is doing and why. Officers who treat persons during stops with respect and dignity, who advise persons of why they have been stopped (such as issues in the neighborhood that are of concern to the public and the police), create little controversy around the stop. Many officers know how to do this, but many others do not. When officers are not well trained in how to make these stops properly or do not follow training protocols, the stop process can become a major community issue, one that is detrimental to establishing strong relationships of trust.

Assessing Police Department Standing

Building trust, particularly with ethnic and minority communities that feel disenfranchised, requires a conscientious effort to assess the standing of a police agency in the community. Police agencies with a history of discrimination allegations may find it more difficult to establish relationships with immigrant and minority communities.

Charges of discrimination and improper policing action not only degrade legitimacy but also may be grounds for a U.S. Department of Justice (DOJ) "pattern or practice" lawsuit or a civil suit and ensuing consent decrees or settlement agreements. Past lawsuits and settlements provide useful information about a number of indicators that reflect poor practices. Understanding the practices and organizational deficiencies that prompted these lawsuits helps other agencies to better understand what to avoid. The remedies and responses to these legal actions often point to promising practices that enhance trust and legitimacy.

Police agencies of all sizes and across the country have been accused of biased policing, lacking procedural fairness, and other discriminatory or unconstitutional policing practices. In some instances, even agencies that believed they enjoyed good standing among community members and fully complied with the law have been cited. Until now, there have been few widely disseminated standards against which a department could measure itself to determine whether it might be in violation of laws that might result in such charges. While careful research can help one to determine what standards the DOJ commonly applies, the DOJ has not widely publicized these standards in a manner that encourages every police agency to assess itself against them.

If unconstitutional policing does exist within a given jurisdiction, developing communities of trust within that jurisdiction will be difficult when charges against the department are then publicized

> *"Charges of discrimination and improper policing action not only degrade legitimacy but also may be grounds for a U.S. Department of Justice (DOJ) 'pattern or practice' lawsuit or a civil suit and ensuing consent decrees or settlement agreements."*

through suit or allegations from the government. As such, many police agencies that have been so charged, normally by the Civil Rights Division, have willingly and forthrightly addressed the issues of concern—often under a formal consent decree or less formal cooperative agreement with independent oversight from a "monitor." These legal remedies usually require specific conditions that must occur before the monitoring is lifted. In some jurisdictions, reform-minded government executives have used the legal actions to leverage support and resources for meaningful changes. In numerous jurisdictions, these legal actions have contributed substantially to police agencies developing communities of trust with minority communities in their jurisdictions. This process, however, sometimes takes several years and concerted efforts on the part of police leadership.

Select federal statutes and constitutional amendments enable the DOJ to sue police agencies for noncompliance with U.S. constitutional law, usually following complaints of civil rights violations and improper police actions. Such complaints often result in a review by the Civil Rights Division. Typically, these allegations are settled though consent decrees or memoranda of understanding. In either case, these legal vehicles are negotiated agreements developed between the DOJ and the police agency and are monitored by the court with the assistance of a court-assigned monitor who closely oversees the stipulated conditions.

Many police departments have worked collaboratively with the DOJ and the federal court authorities to negotiate—within the parameters allowed by federal authorities—on various matters. Negotiations typically include the specific conditions that will be monitored, the metrics that will be used to track and define compliance, and the expert assigned by the court who will be responsible for the monitoring.

If the DOJ finds a violation and the police agency does not negotiate such an agreement, the DOJ can sue the agency in federal court, seeking a mandated settlement. Private parties or local governments can also bring civil cases against police agencies for alleged constitutional violations. The DOJ typically brings pattern or practice actions against police agencies allegedly engaging in any of the following four categories:

- Excessive use of force
- Unconstitutional search or seizure
- Biased policing
- Biased personnel management

However, pattern or practice lawsuits are remedial; they do not involve the imposition of fines and have no other aim than to force a police department to reform its policies and practices to be in line with constitutional standards and professional practices.

While those four categories can be cause to initiate pattern or practice lawsuits, DOJ investigations typically cover all aspects of police agencies' operations. Ensuing consent decrees may address issues as broad as jailing, departmental discipline and internal affairs, supervisory oversight, training, recruitment, corruption, performance evaluations, officer support services, interrogation practices, and lack of community oriented policing.

The cost of consent decrees can also be enormous, running into the millions of dollars. Some critics have suggested that consent decrees are motivated by financial profit because the monitors stand to collect millions of dollars throughout the duration of the consent decree; yet there is some evidence to show that without monitoring, police agencies clearly violating the law with improper practices might not move quickly to correct abuses. Experiences with consent decrees and monitoring have varied greatly across the country.

It has also become common for some monitors to provide technical assistance to the police agency, though this appears increasingly problematic. Settlement outcomes risk creating an impression that the monitor has a vested stake in noncompliance when the monitor seeks both to 1) broaden the monitoring function to cover issues not originally within the scope of the agreement and 2) begin monitoring new issues that are outside the initial agreement. This noncompliance would, in turn, result in a need to extend the monitoring contract—at substantial cost to the jurisdiction.

Ideally, monitoring should cover only the elements of the consent decree or monitoring agreement. Monitoring should determine only whether the agency is or is not in compliance with that agreement. Furthermore, the standard upon which compliance is based should not change over time and thus should not be subjected to new interpretations presented by the monitor.

However, by mandating monitoring by outside experts and steps to improve policing services, consent decrees can be a springboard for police department improvements. In some agencies, the police executive might view a monitor's presence and a new collaborative agreement as a "cover" that enables the

department to implement changes previously desired but impossible because of internal resistance or a lack of funding to support necessary training or other improvements.

The collaborative agreements, memoranda of understanding, and other documents produced pursuant to consent decrees commonly have concrete goals, and the act of formulating these agreements often lays the groundwork for clear and meaningful improvements by bringing all sides together in collaboration. Indeed, a number of police agencies have successfully used consent decrees to substantially improve their operations and rapport with the communities in their jurisdictions.[8,9]

Cincinnati Police Department's (CPD) reforms, following its 2002 consent decree, which found a pattern or practice of excessive use of force, are an example of a highly successful implementation. Private parties filed a class-action lawsuit against the city in 2001 for alleged civil rights and use-of-force violations, and the resulting consent decree identified numerous unconstitutional policing practices relating to use of force, including lack of a clear use-of-force continuum, and a wide array of other policy deficiencies. Using the consent decree as a catalyst for major departmental reform, CPD contracted outside experts to conduct a major overhaul of its community-policing services, becoming a national model for building relationships of trust-style policing. (See the "Cincinnati Police Department" model initiative on on page 33.) CPD also reformed a gamut of other departmental practices and procedures. The DOJ's Civil Rights Division subsequently ceased its investigation of CPD and lifted the consent decree in 2007.[10]

While the categories of poor police conduct that may result in litigation and consent decrees are clear, the precise actions that may result in pattern or practice suits are not. In some instances, police agencies allegedly engage in unconstitutional policing consisting of several separate patterns of action before attracting DOJ scrutiny; in other instances, police

8.   Robert C. Davis et al., *Turning Necessity into Value: Pittsburgh's Experience with a Federal Consent Decree* (New York: Vera Institute of Justice, 2002).
9.   William Bratton, commissioner of the New York Police Department and former chief of the Los Angeles Police Department, has often noted that this was the case in Los Angeles under its consent decree.
10. See Saul A. Green and Richard B. Jerome, "City of Cincinnati Independent Monitor's Final Report" (December 2008), www.cincinnati-oh.gov/police/linkservid/97D9709F-F1C1-4A75-804C07D9873DC70F/showMeta/0/.

agencies violate only one or a few specific guidelines that attract a pattern or practice lawsuit.

Use of force examples the DOJ has cited as causes for action in findings letters and other "pattern or practice" documents include the following:

- Unclear guidelines and policies over use of force, especially regarding "use of force continuum," nonlethal devices, and canines
- Inadequate use of force investigations, reporting, and training
- Lack of an early warning or early intervention system that addresses officers' problematic behavior and seeks to remedy it before it escalates into larger problems

Search and seizure examples include the following:

- Inadequate training and policies over probable cause and due process
- Inadequate mechanisms to ensure that searches and seizures adhere to legal standards
- Unconstitutional detention or interrogation practices of witnesses or inmates

Biased policing examples include the following:

- Systematic, disparate targeting or treatment of racial, ethnic, or religious minorities; women; lesbian, gay, bisexual, or transgendered (LGBT) individuals; or any other discrete group, or targeting or treatment including retaliation against any members of such groups who complain about police practices (e.g., traffic stops, which are often an indicator)
- Haphazard or uncoordinated immigration enforcement
- Noncompliance with state or federal laws designed to prevent racial profiling, including reporting mandates
- Inadequate policies designed to prevent biased policing
- Disregard for consular rights of detained immigrants
- Refusal to meaningfully engage with members of discrete communities
- Inadequate services for limited-English proficiency inmates, detainees, or other individuals
- Use of unverified constituent complaints about members of certain groups
- Reduction of policing services to a discrete community
- Failure to adequately investigate sexual assault or domestic violence
- Outdated policies or training on sexual assault or domestic violence
- Inadequate reporting or analysis on arrest rates, stop rates, and other figures pertaining to discrete groups

Biased personnel management examples include the following:

- Biased promotions
- Biased hiring
- Biased terminations and discipline
- Biased pay and benefits

Police executives would be well served to undertake an independent review of their department's reputation, perception in the community, quality (and availability) of policies in the areas described in the previously listed examples, and adherence to those policies on a regular basis. There are a number of ways to conduct such a review.

First, departments could contract with an independent consultant who has experience in implementing and/or monitoring police compliance with agreements and consent decrees. Numerous individuals and organizations have such experience. The advantage of an independent consultant is impartiality—there will not be a bias, as might be the case with internal reviews that may assume the status quo is correct and proper.

In 2012, the DOJ's Office of Community Oriented Policing Services (COPS Office) announced completion of an eight-month review of the Las Vegas Metropolitan Police Department's use-of-force policies and practices. The police department collaborated with a consultant—CNA, a not-for-profit research and analysis organization—to develop a series of recommendations that would address serious issues that had been of concern to the Las Vegas community. The collaboration resulted in the police agency moving quickly to implement the recommendations without the conflict that often has accompanied more formal monitoring (often perceived as an exercise in "gotcha" by the agency under the consent decree).[11]

Second, police agencies could approach a local university or college criminal justice program or law school faculty, asking for a group of senior graduate students to undertake the review under the guidance of a faculty member. If the review is a class project, the cost might be minimal, and the review might be highly instructive for the students. It is important to note, however, that this review would require substantial faculty oversight to be done well.

Third, departments could appoint an internal group of officers to conduct the assessment. The officers should be relieved from current duties and trained in the standards of concern. The police executive or other command staff members should emphasize that review group members would not be punished for their findings, no matter how adversely the agency might be portrayed.

Fourth, departments can make use of social media platforms such as Facebook and Twitter. Social media can provide more rapid feedback on community and citywide issues than other methods. It can also allow wide, quick, and inexpensive dissemination of information, with citizens instantly forwarding information released by departments along with citizens' own input on the issues at hand. When police use social media to gather public perception, citizen opinions can mount quickly, giving departments

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11. James K. Stewart et al., *Collaborative Reform Model: A Review of Officer-Involved Shootings in the Las Vegas Metropolitan Police Department* (Washington, DC: Office of Community Oriented Policing Services, 2013), http://ric-zai-inc.com/Publications/cops-p273-pub.pdf.

a broad barometer of public opinion; however, social media can also erode public confidence if the agency proves unresponsive to such input.

Regardless of the method selected, police agency reviews should include a survey of public perceptions and a survey of police officer attitudes that can flag items of concern regarding areas of performance. Undertaking such an assessment will keep police agencies ahead of the ball; that is, they will be able to flag issues before they escalate into large-scale problems that might otherwise result in outside review by other authorities. It will also identify ways in which police agencies can continue to improve their standing among communities, even when agencies already enjoy solid communities of trust.

Elements of Meaningful Relationships

Communities that view police agencies as legitimate will establish relationships of trust with them. Law enforcement agencies can create meaningful relationships by steering trust between police officers and the community to tackle neighborhood concerns on neighborhood safety and security. In a meaningful relationship of trust, community members will come to police officers with information about neighborhood problems relating to ongoing criminal activities, suspicious behavior, community members who may be becoming radicalized to violence, and more.

These advanced, collaborative relationships start with basic relationships of trust between police agencies and communities that view police agencies as legitimate. Meaningful relationships of trust are structured—they are centered in scheduled exchanges of information in regularly coordinated groups. These groups are created both by communities (e.g., community groups that invite police participation at their meetings) and by police agencies (e.g., police advisory councils). In effective relationships of trust, community members not only trust police agencies and vice versa but also provide information that guides departmental actions in the neighborhood, resulting in an improvement of policing services.

Meaningful relationships of trust are signified by different actions at various levels and functional areas of police organizations. For officers assigned to neighborhood policing and patrol duties, whether or not their department specifically designates them as community policing officers, trust is best achieved when community members and police personnel feel comfortable approaching each other with information, through both formal official channels and informal personal relationships. Patrol officers

"For community policing officers assigned to specific neighborhoods, community members often come to know and trust these officers and feel comfortable giving them information. Community police officers are also aware of a neighborhood's cultural practices, viewpoints, and problems, and they have working relationships with neighborhood leaders."

who are sensitive to the dynamics of the police and community relationship know or find out that their active presence in communities furthers building relationships of trust objectives.

For community policing officers assigned to specific neighborhoods, community members often come to know and trust these officers and feel comfortable giving them information. Community police officers are also aware of a neighborhood's cultural practices, viewpoints, and problems, and they have working relationships with neighborhood leaders.

In addition to these elements, a supervisor for a neighborhood's district will know how to direct police resources to solve problems brought to him or her by community members or by officers, and the supervisor will proactively report any developments to the community and subordinates. In addition, the supervisor will regularly meet with community leaders and relay information to the command staff as needed.

With the aim of creating meaningful and effective relationships of trust, police agencies should implement commitments to building relationships of trust that are genuinely department-wide. Most critically, this means ensuring that all personnel understand the importance of relationships of trust and understand their role in creating these relationships. All police academies should integrate building relationships of trust training into their curricula, and almost all personnel should receive a periodic, brief course outlining building relationships of trust principles. Finally, the command staff should ensure that they—middle managers, supervisors, and officers assigned to both patrol and community liaison activities—understand their roles in building relationships of trust and how it relates to ordinary community oriented policing practices.

However, a number of barriers can threaten such a department-wide initiative. For instance, personnel may not buy into it—that is, they may not initially believe that it will be effective for combating crime (e.g., they harbor perceptions that these are soft-on-crime, "hug-a-thug" approaches). Personnel also may be disenfranchised by their perceptions of community attitudes—they may think that the community at large will not work with police officers no matter what (e.g., personnel believe community members think that working with the police is snitching or will continue to think that the police are just out to arrest them for no good reason, no matter what). Like community members, personnel with such attitudes should not be treated accusatively but should be exposed to the community in such a manner that their opinions change naturally.

Evolving Issues and Challenges

Different types of police agencies face different challenges in building relationships of trust, even when they serve the same communities. Local law enforcement agencies typically have much closer relationships with neighborhoods in their jurisdictions than do state or federal personnel.

"Different types of police agencies face different challenges in building relationships of trust, even when they serve the same communities."

However, the increased level of contact between these departments and their communities does not always mean a high level of trust, particularly in instances where communities perceive that their local police officers have improperly profiled or otherwise mistreated community members. Overcoming a history of distrust stemming from prior incidences can be challenging for some police agencies, particularly those serving urban jurisdictions with minority and immigrant populations that have historically felt disenfranchised by the police.

Federal and state law enforcement personnel, in contrast, face a different set of challenges. The nature of their agencies, the sizes of the populations they serve, and finite resources can make it difficult for them to establish close relationships with many communities. However, federal and state law enforcement agencies should ensure that their officers understand the dynamics of building relationships of trust and provide training designed to sensitize them to frequent issues of concern to immigrant and ethnic minority. The agencies should be transparent about policies designed to protect civil rights and civil liberties; should prevent racial, ethnic, or religious profiling; and should ensure that their personnel understand the importance of building relationships of trust and how to comport themselves in the field accordingly. By collaborating with local law enforcement partners to reach out to these communities, federal, state, and other agencies can build social capital that can be used to further objectives in their jurisdictions or to diffuse potential or actual crises.

While the mechanisms of building relationships of trust engagement will differ between police agencies of different types and locales, all personnel who interact with community members should be knowledgeable about some basic qualities and techniques that can help their agencies overcome challenges to implementing and sustaining building relationships of trust programs. Three broad qualities that should be reflected in all building relationships of trust initiatives and in the actions of personnel in police agencies with building relationships of trust initiatives are proactivity, responsiveness, and sensitivity.

Proactivity means that personnel share a commitment to improving relationships of trust that is reflected in the way they carry out their regular duties. It requires that all personnel use their creativity to think of the best ways to strengthen ties with the community and to use those ties to deter crime and improve policing services.

At the most basic level, proactivity means that officers have a "felt presence"[12] in the neighborhoods they serve. In other words, residents are aware that officers who patrol the neighborhood care about the people they pass and what happens in the neighborhood. Police agencies can help improve felt presence by encouraging more interaction between officers and community members. This can include ensuring that officers assigned to patrol cars keep their windows down so that they are approachable to passersby and that two officers patrolling together acknowledge and make eye contact with citizens rather than simply conversing with their partners.

"Three broad qualities that should be reflected in all building relationships of trust initiatives . . . are proactivity, responsiveness, and sensitivity."

Community oriented policing specialists, line officers, and supervisors should attempt to identify relationships that might be formed, both with members of communities with which the department has substantial contact and with communities with which the department has little contact, and should encourage ordinary citizens to get involved.

The second quality, responsiveness, means that all personnel recognize that building relationships of trust and community oriented policing require police agencies to be service-oriented, meaning they measure success by legitimacy and the manner in which they carry out their responsibilities. All personnel must also recognize that procedural fairness is a critical ingredient in a community's willingness to trust the police.

This perspective requires officers to think in terms of professional service models and beyond just conformance with the law. Line officers should demonstrate diligence in responding to the concerns of all residents. They should never become defensive about departmental policy, and if they do not have an answer to a question, they should gather contact information and return with an answer when and if able. All personnel should be transparent and open about building relationships of trust and their objectives in the neighborhood. Whenever possible, supervisors should speak with community leaders before agencies implement major police actions. After such actions occur, supervisors should speak to community leaders before addressing the media.

The third quality, sensitivity, means that all personnel are knowledgeable about and respectful of communities and their members, including cultural differences. Perceptions of law enforcement are often more intertwined with how police officers treat individuals than the reason for their interaction

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12.   George L. Kelling and James Q. Wilson, "Broken Windows: The Police and Neighborhood Safety," *The Atlantic*, March 1982, www.theatlantic.com/magazine/archive/1982/03/broken-windows/304465/.

with those officers (including among individuals who are arrested).[13] For this and other reasons, it is paramount that officers treat everyone they encounter with dignity, respect, fairness, and a view toward the broader mission of building trust and instilling a sense of legitimacy.

Police agencies should also ensure that personnel are knowledgeable and respectful of the cultural practices of immigrant and minority groups within their jurisdictions. For example, officers should know to remove their shoes before entering mosques (and do so). All personnel should take care to ensure that no individuals feel they are subject to law enforcement scrutiny based on religion, race, gender, sexual orientation, country of origin, etc. Supervisors should emphasize that building relationships of trust initiatives are not intelligence-oriented but rather are aimed at collaborating with neighborhood partners to address issues related to the safety and security of the area. (Of course, when the relationships are developed, community members will more likely volunteer information pertaining to ongoing criminal activity that concerns them.) It is important to emphasize to the community that the building relationships of trust initiative involves a sincere commitment to transparency and community cooperation.

In addition to these three qualities that can help agencies overcome implementation challenges, one of the most important objectives for police agencies is working with neighborhoods to create a neighborhood "moral voice" that indicates that the community members do not accept the existence of crime and violence—from their peers, family members, or other residents of the area. This moral voice will motivate community members—who are usually disgusted by and fearful of neighborhood crime and violence—to action.

If the community collaborates with police in identifying problems that affect the neighborhood's sense of safety and security and a tipping point is reached where many people decide to speak out against these problems, there is a substantial chance that much of the crime and violence will disappear. For this to occur, the community and the police agency must become true partners. The adverse perceptions of the community toward police and the police toward the community, described so accurately by David Kennedy (see "Trusting Relationships as the Core of Community Policing" beginning on page 3), must be changed

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13. Tom R. Tyler and Jeffrey Fagan, "Legitimacy and Cooperation: Why Do People Help the Police Fight Crime in Their Communities," *Ohio State Journal of Criminal Law* (2008).

both within the community and among the police agency. At that stage, the community will share responsibility for addressing these problems, and a healthy partnership can evolve.

For building relationships of trust, this is the true end game: community policing represented by a new and greatly increased degree of community involvement, with police officers and community members sharing responsibility for the outcomes achieved by their partnership and moving toward the aforementioned tipping point.

For example, in the mid-1990s, New York City experienced such a transition. Before that time, Manhattan was rife with minor street-level disorder and serious crime, but new policies implemented under then-Police Commissioner William Bratton changed the environment. While many of the reforms pertained to intradepartmental policy, the community strongly endorsed them. When Bratton later became chief of the Los Angeles Police Department (LAPD), he strategically elicited community support to help shift departmental policy. LAPD's exemplary "Skid Row" initiative, which began under Bratton, is but one example. Such experiences show that the building relationships of trust approach can have a major impact.

The Importance of Geography

Building relationships of trust throughout the police organization is difficult unless the police organization structures itself with a geographic focus, with a police manager accountable for and in charge of a clearly defined geographic area. When the basis of the police organization is only shift-based, there is little geographic 24/7 focus for policing neighborhoods. Officers and their commanders are focused only on what is happening on their shifts, not what is happening over time throughout the geographic area. The movement toward effective community policing and problem solving requires such geographic focus and assignment.[14] Community policing and problem-solving efforts are optimized when both officers and community members share a sense of ownership of "their neighborhood" and when they jointly address problems defined and prioritized at a local level.

"Community policing and problem-solving efforts are optimized when both officers and community members share a sense of ownership of 'their neighborhood.'"

Accordingly, to support the geographic orientation of the policing structure, agencies must move away from centralized control and a high degree of specialization in headquarters units. Commanders in charge of geographic areas must be given a broad array of authorities, including control of all resources working in the area. Through a CompStat-like process, the commander must show that he or she is aware of what is happening in that area and that he or she has a viable strategy in place to address local concerns. In the best sense of partnership, any CompStat-like performance meeting should involve the community because citizens must come to share responsibility for the conditions in their neighborhoods. A geographic focus on distinct communities, coupled with direct involvement in communities, dramatically supports, sustains, and strengthens relationships of trust.

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14. For an excellent description of the geographic approach to policing neighborhoods, see David Weisburd, "Placed-Based Policing," *Ideas in American Policing* 9 (2008), www.policefoundation.org/content/place-based-policing.

The Importance of Accountability

There has been some confusion between the concept of responsibility and that of accountability. Responsibility generally refers to those items for which one is answerable, such as a series of tasks or activities. When performing these tasks or activities, a person is held *accountable* for the results obtained, usually from the outcomes of his or her actions. Police officers might be *responsible* for responding to calls for service in a general area with diligence, sensitivity, and competence. They are *accountable* for the results of those activities; thus, they are held to account for the quality of policing and its impact on the perceptions of the community.

Accountabilities within a police department differ between ranks. Every police officer has certain accountabilities; sergeants have additional accountabilities, lieutenants others, and the chief of police has even more still. As a guide to officers regarding how their performance will be judged, the Cambridge (Massachusetts) Police Department has developed a list of accountabilities for all ranks in the organization. Appendix C provides a list of the department's accountabilities, which can serve as a starting point for others developing such lists and definitions. Each agency should develop its own list of accountabilities tailored to its own organizational and jurisdictional characteristics.

Communities also need to be held accountable for their actions, and in relationships of trust, both sides have distinct accountabilities. When collaborating and forming partnerships, it is worthwhile for police agencies and community groups to consider listing the accountabilities each will assume. This helps create a clear delineation between the two groups' responsibilities. Once both have defined those accountabilities, each side can report on their accomplishments in their area each time the partnership team meets.

Partnership and Collaboration

Partnership and collaboration are essential in establishing relationships of trust. These relationships consist of far more than simply reaching out to the community, talking about policing issues, and listening to what the community has to say. In terms of relationships of trust, partnership means that there is essentially an equal-power relationship. Establishing relationships of trust is more than a policing agency simply calling in people to talk about a problem or issue and then developing a plan after these "outsiders" leave. Partnership means real joint involvement at the table and working through solutions.

"In a true partnership, the partners collaborate on a course of action generally agreed upon by all. In this way, the partners are responsible for what is done."

Likewise, collaboration is an offshoot of partnership. Partners collaborate on problem solving. In building relationships of trust, partners have equal say in offering ideas about how things need to be done. Their ideas are taken seriously. While the chief of police eventually must make the decision in what gets done, in a true partnership, the partners collaborate on a course of action generally agreed upon by all. In this way, the partners are responsible for what is done.

In the law enforcement context, many police agencies have had difficulty understanding that partners with whom they are collaborating must be brought into the decision-making process whenever undesirable conditions exist that relate to the objective of a partnership. For example, if a police agency has an existing partnership with community members regarding how to address violent crime, when violent crime spikes, police agencies should bring the community (and federal partners, if they are a part of the partnership) immediately to the table to participate in developing the course of action. And when the police agency decides to undertake an action (such as a series of raids aimed at key drug dealers),

the agency must inform the partners of what is about to happen before it makes headlines. To do otherwise conveys to the partners that the police do not trust them.

Partnership is about trust, and collaboration is about jointly developing solutions to problems. Police agencies have to think about how they continually engage with their partners. Because cooperation is a key component of partnership, agencies should take care to ensure that their chief executives are not solely responsible for these efforts. Toward this end, the agency might consider assigning future collaboration and partnership follow-up to a ranking officer who ensures that partners are fully engaged.

Model Initiatives

An increasing number of law enforcement agencies are getting the building relationships of trust initiative right. The following cases describe a number of initiatives that have been instrumental in developing such relationships. Even though this section presents only a few examples of how police agencies have implemented the concepts described in this publication, they point to readily implementable approaches that other police agencies can consider replicating or adapting to meet local circumstances.

In each of the following cases, the results have significantly altered the relationships between the police agency and the community it serves. It is important to note that while these initiatives are significant, a commitment by the most senior executives is vital to make building relationships of trust a high priority for the agency.

Austin Police Department

The Austin Police Department's (APD) planning efforts in creating the Austin Regional Intelligence Center (ARIC) exemplify the importance of building relationships of trust before major policy decisions are put into place. In 2009, APD, like other law enforcement agencies across the United States, confronted initial opposition to its planned fusion center; Austin citizens told the APD they were concerned fusion centers would "unlawfully [target] constitutionally protected areas of free speech and assembly." In response, APD consulted with a variety of civic and government groups, including the Austin City Council, the American Civil Liberties Union, and the U.S. Department of Homeland Security, to review the proposed ARIC privacy policy before it was finalized and implemented. In discussion with these groups, APD also

- adopted governance and oversight provisions outside ARIC's direct management;
- established protocols for privacy policy violations by partner police agencies and ARIC personnel;
- designated a privacy officer responsible for investigating alleged privacy policy violations;
- established an annually convened Privacy Policy Advisory Committee.

This first APD case example is noteworthy given the extent to which the police department was able to ameliorate initial public distrust of a potentially controversial new policing initiative by consulting interested parties before its execution.

In addition, in 2010, APD developed a "Narcotics Interdiction in an Open Air Drug Market" initiative, using similar building relationships of trust principles. APD deliberately began this targeted prosecution effort—devised after traditional interdiction methods had failed—with a presentation to community members on the criminal justice process and other topics, followed by a month of weekly community meetings and tracking of criminal cases by community activists. After establishing this foundation, community members next met with the Downtown Austin Alliance and the district attorney to request that the district attorney not waive Drug-Free Zone felony enhancements for targeted prosecution cases. The collaborative partnership building that spawned this new policy led to an even greater and extraordinary degree of cooperation between APD and area residents. According to the APD (unpublished data):

> Patrol was inspired by the community's commitment and began to go on weekly walks around the downtown area, which allowed the community to directly address concerns to [patrol officers]. Patrol also began to know the members of the community personally and was able to educate the citizens [on] identifying criminal activity. Several [community members] identified that they had an advantage from their high-rise balcony in spotting the gang members dealing narcotics. They began to covertly videotape the narcotics transactions, keep logs of the events, and relay all of the information to police.

As a result of this cooperation, all those prosecuted received prison time rather than a stint at the county jail. This second APD case is noteworthy because of the extent to which the department was able to improve policing services by partnering with the community to develop mutually beneficial new policies and the degree of citizen activism.

Los Angeles Police Department

The Los Angeles Police Department's (LAPD) efforts to bolster law and order in the Central City East ("Skid Row") neighborhood of downtown Los Angeles centered on cooperation with the local Central City East Business Improvement District (BID) and city social services. LAPD's efforts included a Safer Cities Initiative, designed around the "broken windows theory," that

- brought in social services and targeted hard-core career criminals for arrest;
- harnessed private sector interests via the BID;
- organized neighborhood walks with community members via the BID;
- coordinated Community Impact Teams with city attorneys and community groups to improve communications between the LAPD and the other parties;
- implemented public relations efforts and social networking to improve community outreach;
- placed surveillance cameras funded by the BID;
- designed various community events, cohosted with the BID, to introduce police officers to residents.

LAPD's partnership with the BID and other parties increased business investment in the area, decreased lawlessness, reduced population, increased community involvement, and lowered crime inter alia. The LAPD case is especially noteworthy given the extent to which the department was able to successfully partner with the private sector to improve policing services.

The LAPD has a substantial number of other initiatives directed toward strengthening relationships with its many diverse communities. The department has come to recognize that working to establish these relationships when there is no crisis creates social capital reserves in the bank for when something occurs that requires community understanding and support. As LAPD Deputy Chief Michael Downing has noted, doing this work in a "green" environment, when there is no crisis, means the community will collaborate with law enforcement when a crisis arises. The key lesson: establishing these relationships needs to occur prior to a crisis. And in policing, crises will always occur.

San Diego Police Department

The San Diego Police Department (SDPD) developed its Multi-Cultural Community Relations Office (MCCRO) to build partnerships and promote trust between the SDPD and the city's Southeast Asian and East African refugee communities. Staffed by eight community oriented civilian police service officers drawn from those communities and one sworn supervisor, the MCCRO provides translation assistance to patrol officers and investigators in seven languages, participates in community meetings, directs youth programs, facilitates neighborhood watch programs, provides a detailed cultural guide to departmental personnel with information about customs and practices in San Diego's immigrant communities, gives workshops on personal protection and crime prevention, assists state and federal investigations, and much more.

The SDPD first established the MCCRO in the mid-1980s to help address the specific needs of a growing refugee and immigrant population in San Diego. These refugees and immigrants initially distrusted police officers because of the oppressive reputation of law enforcement in their countries of origin. In addition, the SDPD saw a dire need to bridge the cultural gap because some police practices common in these countries are illegal in the United States (e.g., kidnapping for arranged marriages and bookmaking).

Today, the MCCRO serves thousands of individuals from many cultural backgrounds that otherwise would not be able to access law enforcement and other city services. The MCCRO remains continually involved in a wide variety of community-focused law enforcement initiatives and conducts multilingual community meetings when new crime trends emerge. The MCCRO is noteworthy because of its long duration and the ingenuity of its activities and its approach to reaching out to communities with divergent cultures and overcoming their initial distrust for law enforcement.

Cincinnati Police Department

The Cincinnati Police Department (CPD) moved to rebuild trust with community members by implementing a number of community oriented policing programs pursuant to a 2002 cooperative agreement. CPD initiatives included creating a Community Police Partnering Center to assist police officers and community members in

- problem solving through social and other programs;
- designing and implementing a comprehensive "problem-solving project process;"
- creating a comprehensive policy on civilian volunteers and a separate policy on civilian observers (e.g., "ride-alongs");
- creating a Community-Police Advisory Board (CPAB);
- creating Neighborhood Enhancement Programs, which combine community oriented policing with broken windows-style blight improvement drives.

The efforts in Cincinnati are especially noteworthy given the extent to which the department has codified its community engagement principles, making training and policy objectives tangible and measurable. Also of note, the CPD leveraged the federal cooperative agreement to promote changes, recognizing that the enhancements they would be making actually stood to benefit the city and its service to citizens rather than just meeting minimum legal standards.

In the last year, the CPD has expanded its outreach to the community through increased public discussions, organization of police-clergy interactions, increasingly robust implementation of the violence reduction initiative with highly engaged community partners, and a host of other outreach efforts.

Philadelphia Police Department

The Philadelphia Police Department's (PPD) PhillyRising collaborative is a multiagency effort focused on neighborhoods with chronic crime and quality-of-life concerns. The program can operate in any of Philadelphia's diverse neighborhoods, meaning it can be tailored to those with high or low crime rates and with different levels of community involvement. Furthermore, PhillyRising encourages active participation by residents so that they ultimately "run" their neighborhood plans. This approach is designed to empower residents to take back their own neighborhoods and own their plans.

Perhaps most notably, the PPD and the City's Managing Director's Office designed PhillyRising to be cost effective and sustainable, emphasizing community capacity-building and improvements (including those not traditionally in the law enforcement domain). The program was designed to ensure that these efforts are sustained and do not leave the neighborhood. This collaborative was a marked

departure from traditional sweeps and other efforts that merely provided an infusion of resources for a short-term fix.

The PhillyRising process helps enhance relationships between police officers and targeted neighborhoods as residents come to see the PPD as the best avenue for implementing all kinds of neighborhood improvement. The enhanced credibility enjoyed by PPD in these neighborhoods has increased the volume of positive contacts, which has, in turn, improved law enforcement knowledge of criminal happenings in neighborhoods. It effectively has prompted many residents to voluntarily come forward to police officers, many for the first time, with information without being approached by the police. The initial, district-wide pilot program has enjoyed significant success and soon will be implemented in other districts.

The PhillyRising program is noteworthy given its ability to be tailored to any neighborhood, its emphasis on sustainability, and its ability to improve police credibility in high-crime neighborhoods through cooperation with other city services on quality-of-life issues.

Cambridge Police Department

The Cambridge (Massachusetts) Police Department (CPD) has implemented a number of initiatives that could serve as leading models for community engagement in support of building relationships of trust, including the following:

- The Cambridge Safety Net Collaborative, which works with city services and Cambridge Public Schools to identify and provide services to at-risk youths
- A homeless outreach initiative to provide services and reduce vagrancy
- External communication that heavily emphasizes technology and social networking
- A CompStat-inspired program called "BridgeStat," which discloses major findings publically once per month
- A multiagency Community Response Network that responds to major incidences and trains personnel in psychological first aid
- An alternative resolution and mediation training program
- A Commissioner's Advisory Group to ensure that perspectives from all communities are heard and that new policies are developed and then reviewed with the community before implementation
- For new police recruits, a week's assignment to a community organization in the area where the recruit will work for an orientation to the community and its leadership

The CPD has moved to implement trust-building community engagement principles as core tenets of its modus operandi, with a heavy emphasis on tailoring approaches to fit individual neighborhoods (CPD instituted a zone sergeant system in 1997) and resolving quality-of-life concerns.

The CPD case is noteworthy because of the degree to which the department has integrated community engagement and cooperation into all aspects of its everyday operations. To help maintain these relationships, the CPD assigns each member of its command staff responsibility for maintaining ties with a wide variety of community groups and other agencies. (See Appendix D for a listing of these assignments.)

Minneapolis Police Department

The Minneapolis Police Department's (MPD) community engagement initiatives in Minneapolis' Cedar-Riverside neighborhood targeted a high-crime neighborhood with a large Somali population. The initiatives, built around a community-government Safety Plan Agreement, include the following:

- Several initiatives intended for Somali youths to prevent truancy and delinquency and to promote education on the criminal justice system
- A "Step-Up Job Program" for graduates of MPD's Somali Youth Academy
- A day and night patrol-officer program consisting of individuals who are Cedar-Riverside residents
- A Cedar-Riverside Safety Center to provide a community meeting place
- A Somali women's workshop that covers 911 usage and domestic violence, among other subjects
- Somali elder meetings that "have progressed to clear and uninhibited communication between all attendees," according to the MPD (unpublished data)
- Mosque meetings wherein mosque leaders sit on a monthly panel with police officers to understand Somali parents' perspectives on police and youth
- Collaboration with city social services

This outreach to various parts of the Somali community coincided with a dramatic decrease of Part One crime in Cedar-Riverside from 2001 to 2009. The MPD's community engagement initiatives in Cedar-Riverside are noteworthy because of the degree to which the department was able to successfully reach out to various parts of an immigrant community to gain trust and cooperation.

Raleigh Police Department

The Raleigh (North Carolina) Police Department (RPD) uses a community oriented policing and multiagency approach coalesced by a dedicated community policing coordinator to target high-crime neighborhoods. In this program titled "Community-Directed Priorities," the RPD asked community members to identify three major public safety issues facing their neighborhoods, to prioritize them, and to develop a strategy

to address them. In 2008, the RPD established this program in Raleigh's College Park and Idlewild neighborhoods. In each of these neighborhoods, the RFD

* committed two designated community/patrol officers;
* partnered with Parks and Recreation in setting up a dedicated Neighborhood Field Office;
* developed a retired-officer mentor program in which retired officers volunteered to mentor neighborhood youths;
* began monthly meetings with designated city department representatives to launch a community oriented government initiative, called the "Southeast COG Team."

At the behest of residents, the RPD

* acted on a variety of quality-of-life complaints, including those pertaining to blight, drugs, building ordinances, and prostitution;
* instituted gang suppression and prevention programs;
* developed a prisoner reentry program with community partners;
* installed cameras in high-crime locations;
* expanded youth activities and developed a Youth and Family Services Unit;
* increased foot and bike patrols;
* helped facilitate a neighborhood watch;
* surveyed residents;
* asked the city, based on resident feedback, to consider restricting convenience stores' hours of operation.

In a community meeting, residents also alerted RPD and city authorities to the need to build a teen center. RPD assigned a police officer to the center, and following its construction, crime in the area decreased dramatically. As in other exceptional community policing initiatives, the RPD's program utilized neighborhood feedback to create sustainable and coordinated policing initiatives.

Furthermore, Raleigh is one of the first police agencies to establish a dedicated team of community liaison officers who are assigned full-time to each major neighborhood area of the city and who report to the district captain. These officers maintain regular contact with neighborhood residents, business people, and their leadership and attend a wide variety of community meetings. This enables them to translate community concerns into actionable items for beat officers, often with the assistance of community partners, and this collaboration supports police efforts because the partners feel the RPD is responding to their particular needs.

While all members of the RPD adopt the core commitments of community policing (procedural fairness, treating everyone with respect, etc.), under Raleigh's system every neighborhood has its own dedicated policing advocate. Beat officers often attend community meetings with the liaison officer when doing so can benefit issues being discussed. In addition, because the community liaison officers and the beat officers report to the district captain instead of a central community oriented policing commander, the captain becomes more knowledgeable about the needs of residents in her or his district, enabling tailored command decisions to match residents' vision for public safety in their communities. This system is noteworthy because of the degree to which community policing strategies can be tailored to fit individual neighborhoods.

Training Police in Building Relationships of Trust Elements and Strategies

For police officers working in urban neighborhoods with immigrant and ethnic minority populations to be effective, they must understand their residents' cultures and issues of concern. This is important not only in larger urban communities. In recent years, many immigrant communities have emerged suddenly in nonurban areas or small jurisdictions, as in Storm Lake, Iowa, and Dumas/Cactus, Texas.

However, police training programs for recruits and in-service officers provide little information relating to the dynamics of these immigrant and ethnic communities and how to establish relationships with members of those communities. Because many police officers have not received training in establishing relationships, they are not comfortable interacting with people not of their cultural background. In today's urban environment, it is critical that officers learn how to constructively interact with members of other communities, particularly with regard to concerns related to countering violent extremism.

There are numerous training materials available through the U.S. Department of Homeland Security (for countering violent extremism) and the U.S. Department of Justice's COPS Office. Model course outlines, lessons plans, and resource materials can be found that ease the task of developing such training.

When developing training related to ethnic minority and immigrant communities, police agencies should reach out to those communities and ask members to review available training materials and content. Agencies should then request that those members participate in the training. A police agency

that does not include the community in training programs signals to community members that their perspectives are not welcome in formulating how the police conduct their business, making establishing relationships of trust difficult.

The most effective training for police recruits is that which takes them into a community to receive an orientation to that community, to its residents and business people, to their concerns and issues, and to their perceptions of community threats and problems. Conducting training events in the community—outside the academy—has far more impact than just inviting community members into the academy classroom to make presentations. The outreach to these communities can be an important means of beginning discussions that will evolve into broader relationships of trust. The Cambridge (Massachusetts) Police Department has been a leader in implementing this type of training outreach (see page 34).

Sustaining Initiatives over Time

Maintaining relationships of trust is just as difficult as establishing them. Given the number of police-citizen contacts on a daily basis, some event that may negatively affect relationships is bound to occur. Even isolated incidents (e.g., perceived racial profiling) can damage relationships despite the presence of exemplary departmental building relationships of trust policies and past performance.

In addition, community partners change as communities evolve and individual circumstances change. As such, working relationships with key organizations and community associations usually must be rebuilt as police personnel retire or transfer and community leaders move or are otherwise unable to continue their relationship with police agencies. Sometimes, neighborhood demographic or socioeconomic circumstances may change, requiring an entirely new set of partnerships.

Police personnel can take some proactive measures to stem crises in relationships before they start:

- *Supervisors should ensure they get in front of situations when crises or their antecedents occur.*

- *Law enforcement agencies should ensure transparency in all community meetings and actions.*

- *Departments should take proactive measures to sustain advisory committees.*

Finally, departmental personnel and priorities change, which necessarily affects prior, established relationships. Sustaining initiatives becomes difficult once partners initiate programs and their attention drifts to other matters. This is especially likely to occur when community initiatives have required additional resources that later might be viewed as unnecessary when priorities change or when budget crisis develop. For example, when a community-policing initiative successfully reduces crime in a neighborhood to levels far below those of other neighborhoods, the expenditure of funds for the initiative may come to be viewed as unnecessary, resulting in resources being moved elsewhere.

Despite these sometimes unavoidable difficulties, police personnel can take some proactive measures to stem crises in relationships before they start. First, supervisors should ensure that they get out in front of situations when crises or their antecedents occur. This includes informing community leaders before major police actions occur and touching base with them before addressing the media.

Second, law enforcement agencies should ensure transparency in all community meetings and actions. Community meetings and relationships should never be used as a pretense for covert action, and only actions agreed upon by communities and police together should result from building relationships of trust processes.

Third, police departments should take proactive measures to sustain advisory committees, principally by ensuring that community leaders know they are truly involved in setting departmental policy and tactics. This will make community leaders more likely to pass on their responsibilities when they are no longer able to perform those duties. These three simple considerations can help safeguard relationships of trust from unforeseen crises.

Because personnel transfers also impact these relationships, it is important that an officer who has established trusting relationships has a designated "second" who is prepared to become the primary if the officer gets transferred or promoted. It is far easier for community members to accept a replacement officer if they already know that officer.

Where the police department has established a group of community officers specifically identified to perform liaison duties, it is important that these officers work to educate nonliaison officers as to why these relationships are important for all members of the department. In order to attract officers to liaison positions, which is important for sustaining these relationships, police agencies might mandate that officers must experience developing these relationships if they wish to seek promotion to a higher rank. Few actions are as important for effective policing as establishing and maintaining these relationships.

For example, the Massachusetts Bay Transportation Authority (MBTA) Transit Police in Boston sustained its StopWatch initiative over time because it was passionate about the strategy and assigned clear responsibility for sustaining the effort. The transit police developed this initiative in 2005 to address the continuing problem of youth disorder in transit system hubs following school. Rather than simply assigning transit police officers to these locations, the transit police department organized groups of civilians (such as school administrators, teachers, social agency personnel, and community representatives) to join them at these locations. From a master list of participants, a group is formed and scheduled every school day. Because many of the civilians know the students, disorder has reduced dramatically, and the number of juvenile arrests has also declined substantially. A transit police lieutenant coordinates the program, and the initiative has remained robust for almost nine years—every day, month after month.[15]

15. For project documentation and more information, see Lisa H. Thurau, "The MBTA Transit Police STOPWATCH Program," *Strategies for Youth*, February 1, 2012, http://strategiesforyouth.org/mbta-stopwatch-program/.

The Importance of Having a Vision for the Future

To secure lasting relationships of trust, police agencies must develop long-term goals solidified in a departmental vision for the future. The vision sets the goal for the type of organization the agency seeks to become. Vision statements look ahead and paint a picture of what the future might look like, and they model police behavior on overcoming impending challenges. Crucially, such statements also underscore the chief executive's commitment to a particular set of values in overseeing the provision of police services to the community.

"Vision statements look ahead and paint a picture of what the future might look like, and they model police behavior on overcoming impending challenges."

A police agency can articulate the vision in a number of ways. An executive might issue a "stretch goal," as Commissioner Bratton did when upon his first appointment as NYPD commissioner he announced that the NYPD would reduce crime by 10 percent during the first year. This was a vision of what could be and set the focus of the department on crime reduction in a way that had not occurred in the department for years.

Other chief executives have painted their visions through value statements, one of the first of which— "On This We Stand"—was produced by the Chicago Police Department in the early 1960s under Superintendent O. W. Wilson. It presented a view of what policing in Chicago would look like and how the department would carry out its responsibilities.

Upon appointment as chief of police in Cincinnati, Chief James Craig commissioned a review of the department that set forth a statement of his vision for policing Cincinnati regarding how policing would serve the community over the coming years. It described the types of relationships that would be needed for true collaboration between the police department and community (see "The Vision for Policing Cincinnati" sidebar below).

The Vision for Policing Cincinnati

The Cincinnati Police Department is well placed to achieve a level of excellence, community engagement, and effectiveness built upon the many positive initiatives undertaken over the last 10 years. The Collaborative Agreement, while distasteful to many in the department, put in place new systems that raised citizen confidence in the organization. Police outreach to community leadership flowing from the Collaborative Agreement has resulted in dramatically improved legitimacy of the department in the eyes of the community.

The current chief of police, James Craig, is committed to reinforcing the strengths of the department and moving the agency to new levels of excellence. The key characteristics of the department that will develop in the coming years are the following:

- Strong community collaboration with the department in areas of policy development, strategic and tactical development, transparency, and the sharing of responsibility between police and community for effective crime reduction and safety throughout the city

- A strengthened commitment to problem solving as a key means for reducing repeat situations of concern for the community and situations requiring police attention

- Internal police management practices that show respect for employees and value the work they do, pushing down authority within the organization to be creative problem solvers within policy guidelines

- A leaner police organization that provides value for money spent by the citizens of Cincinnati for policing services

- Strong performance management initiatives—including a problem-solving CompStat—that will ensure all employees are accountable for outcomes resulting from their activities

Every police agency should have a mission statement that guides its commitment to a strong, collaborative relationship with the communities in its jurisdiction. The challenge for police agencies is making that vision real. For that to happen, the vision must be continually reinforced within the department, not only by the chief of police but also by each manager throughout the organization. Recruits also must understand the vision and how they become key actors in its implementation.

- A community that truly shares responsibility for setting the standard for safety and security in every neighborhood—where community members are vocal that they will not tolerate aberrant criminal and deviant behavior that damages their neighborhoods' quality of life

- An effective crime prevention strategy with robust implementation of the Community Initiative to Reduce Violence (CIRV) process that has been so successful in years past

- Stronger integration between police and other city organizations in providing services to those who have problems that may result in violent or destructive behavior

- High levels of satisfaction with police performance in meeting community needs, resulting in higher levels of police legitimacy in the community and increased confidence that the police are treating everyone with respect, regardless of the circumstances

- Maximizing police officers assigned to neighborhood policing through reducing specialization of certain functions

- Widespread acknowledgement in the community that "cops count" in maintaining Cincinnati as a great place to live and work

- A strong commitment to assisting victims of crime to lessen the impact of criminal events on their lives and wellbeing

- Powerful ethics within the police organization, focused on truthfulness at all times and a commitment to excellence in community service through the organization's activities

Summary

Building relationships of trust is vital for community oriented policing. It requires above all else a commitment to working with community members to solve what they themselves perceive as their neighborhoods' most pressing challenges. Implementing and sustaining meaningful relationships of trust requires proactivity and responsiveness throughout law enforcement and government agencies as well as sensitivity to the nature of immigrant and minority communities.

Though police agencies should always tailor building relationships of trust initiatives to fit individual communities, agencies across the United States have developed a diverse array of exemplary initiatives, such as those highlighted in "Model Initiatives" on page 30, and many still continue to develop increasingly innovative and promising initiatives.

Appendix A. More about Model Initiatives

To learn more about model initiatives, contact or visit any of the following:

Cambridge (Massachusetts) Police Department
community@cambridgepolice.org

Austin Police Department
police3@austintexas.gov

Minneapolis Police Department
Police@minneapolismn.gov

Los Angeles Police Department
wwwpress@lapd.lacity.org

Philadelphia Police Department
police.co_26@phila.gov

Cincinnati Police Department
CPDPlanningSection@cincinnati-oh.gov

Raleigh (North Carolina) Police Department
policeinfo@raleighnc.gov

San Diego Police Department
SDPDPoliceChief@PD.SanDiego.gov
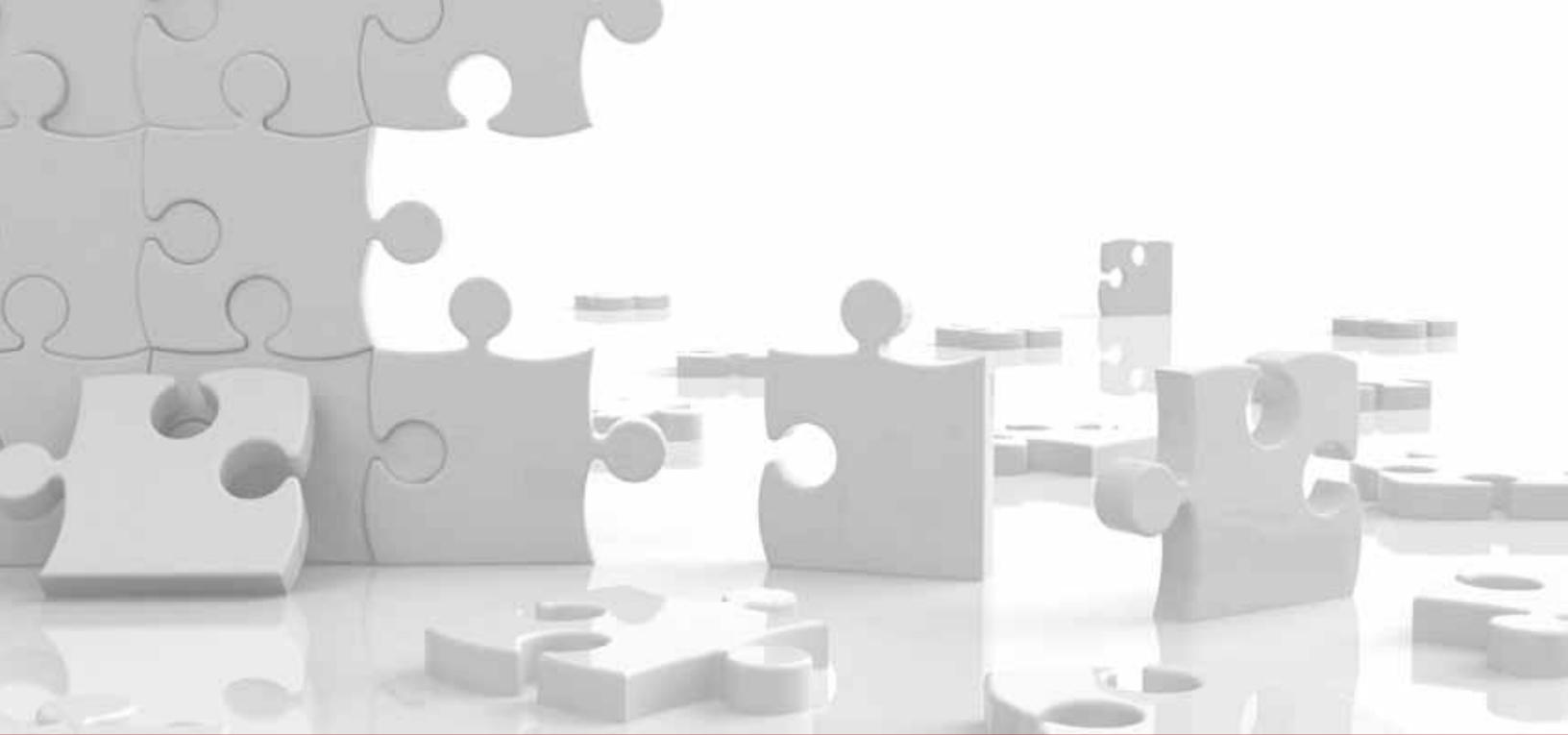
Appendix B. Sample Police Accountabilities

Cambridge (Massachusetts) Police Accountabilities

All police officers are responsible for addressing a wide range of public safety situations affecting the quality of life within the community. They are accountable for the following:

- The quality of their problem solving, decision making, and judicial use of discretionary authority
- The quality and professionalism of their communication and interactions with the community
- Exercising judgment in a manner that is reassuring and responsive to the community
- The treatment of victims and those in need of assistance in a manner that reflects the department's values
- The type of relationship the department has with the community
- The level of communication, cooperation, and coordination with their fellow officers
- Conducting themselves in a way that leads citizens to perceive their actions as legitimate

Sergeants are responsible for the consistency in officers' delivery of services. They are also accountable for the following:

- The quality of work of their subordinates, and communicating their strengths and weaknesses to them
- The level of communication between officers and their colleagues, clients, and the community
- Officers' understanding of and adherence to the department's mission and values
- Ensuring their subordinates are informed about situations or circumstances that may impact their assignments

Lieutenants are responsible for the general oversight and management of the units for which they have operational control and are also accountable for the following:

- The effective coordination among the various operational components of the department
- Ensuring clear and open lines of communication between the units that report to them

- The accuracy and timeliness of information provided to others in the department
- The identification of crime patterns and trends, and the development of intervention strategies to be carried out by their subordinates
- Thinking strategically in the development of problem-solving strategies that meet certain criteria
- The management of accurate, timely, and important information that is brought to the attention of the deputy superintendent

Deputy superintendents are responsible for ensuring consistency in the delivery of services of the shift commanders, unit commanders, and sector lieutenants, as well as providing constructive guidance to them (reinforcing that everyone is playing on the same team). They are also accountable for the following:

- The maintenance of staffing levels (ensuring proper staffing levels in order to maintain a safe and adequate delivery of police services)
- Defining and distributing informative and actionable intelligence and analysis
- Balancing expenditures associated with their areas of responsibilities so that they are consistent with the overall mission and needs of the department
- Ensuring victims and persons in need of assistance are treated in accordance with the values of the department
- The management of accurate, timely, and important information that is brought to the attention of the superintendent

Superintendents are responsible for establishing and maintaining a desired level of professional services, maintaining a high level of coordination of services with other agencies, and addressing perceptions of fear and other concerns in the community. They have the following accountabilities:

- The overall level of public trust and the professional reputation of the department
- The level of professionalism among all members of the department
- Transparency of operations and decisions in the eyes of the public
- The level of collaboration and the quality of the partnerships that exist among city departments, service providers, other external agencies, as well as the various boards and commissions
- The allocation of resources in order to maintain an adequate level of police services
- The provision of officers' needs for guidance, training, professional development, and resources
- The management of accurate, timely, and important information that is brought to the attention of the commissioner

The commissioner is also accountable for the following:

- Outlining the vision for the department
- Ensuring all members of the department are carrying out their duties in a manner that is consistent with the department's mission
- Instilling the core values by which the department holds itself
- Accepting the responsibility for the conduct of the members of the department, and taking decisive action that corrects any matters that impinge upon the reputation and effectiveness of the department
- Creating a working environment that is designed to carry out the department's overall mission
- The quality and effectiveness of the overall external and internal communication networks required to provide for the overall effectiveness of the police department's operations
- Providing for the proper and legitimate exercise of the department's official authorities

Appendix C. Sample Command Staff Liaison Responsibilities

Cambridge (Massachusetts) Police Department

Commissioner

Operational Assignments
- Office of the Commissioner
    - Professional Standards Unit
    - Personnel, Budget, and Planning

Administrative Assignments
- Cambridge License Commission
- Kid's Council
- State Law Enforcement Mobilization Planning Committee*
- Senior Policy Group on Homelessness
- Cambridge Safety Net Collaborative*

Superintendent A

Operational Assignments
- Operations Division Commander

Administrative Assignments
- Business Associations Coordination
- Central Square Business Association
- Harvard Square Business Association
- Cambridge Police and Private Security Dir.
- CASPAR Executive Board Member
- UASI Executive Committee
- Harvard University AODS Executive Committee*
- Peer Stress Team Coordinator (CE)
- Business/Corporate Communications Network* (PA)

Superintendent B

Operational Assignments
- Support Services Division Commander

Administrative Assignments
- Agenda for Children Steering Committee
- Human Rights Commission Liaison
- GBLT Commission Liaison
- Commission for Persons with Disabilities
- Community Engagement Team

Chief Administrative Officer

Operational Assignments
- Director of Planning, Budget, and Personnel
- Facilities Maintenance Admin. Oversight
- Special Projects and Planning

Administrative Assignments
- Cambridge Safety Net Collaborative*
- Cambridge Prevention Coalition
- Kid's Council Subcommittee Co-Chair
- Employee Assistance Program
- Harvard University AODS Executive Committee*

Deputy Superintendent A

Operational Assignments
- Professional Standards Unit Commander
  - Internal Affairs Investigations
  - Audits and Inspections
  - Background Investigation

Administrative Assignments
- Racial Profiling Data Collection and Analysis*
- Disorderly Conduct Arrest Data Collector
- Intelligence and Information Sharing UASI Subcommittee* (DW)
- Alternative Resolution/Mediation*
- Liaison Police Review Advisory Board (PRAB)
- CompStat*

Deputy Superintendent B

Operational Assignments
- Administrative Service Commander
  - Police Prosecution Unit
  - Training/Certification Unit
  - Records Management Unit
  - Off-Duty Employment Unit
  - Information Technology Unit

Administrative Assignments
- Arts Council Liaison
- Public Information Officer – Spokesman
- Property/Evidence System Project
- Election Commission Liaison

Deputy Superintendent C

Operational Assignments
- Criminal Invest. Section Commander
    - Criminal Investigations Units
    - Special Investigations Unit
    - Youth/Family Services Unit
    - Crime Analysis Unit
    - Criminal Identification Unit

Administrative Assignments
- Cambridge Housing Authority
- Just-a-Start Corporation
- Federal Management Corporation
- Winn Management Corporation
- Business/Corporate Communications Network*
- Special Response Team Coordinator
- Tactical Police Force Coordinator
- Crisis Negotiations Team Coordinator
- Critical Infrastructure UASI Subcommittee"
- Training and Exercise UASI Subcommittee*
- State Law Enforcement Mobilization Planning Committee*
- SMART Policing Grant Initiative
- CompStat Initiative*
- Business/Corporate Communications Network*
- Shannon Grant Liaison

Deputy Superintendent D

Operational Assignments
- First Platoon Operations Commander
- Community Relations Unit

Administrative Assignments
- Dept. of Human Service Commission
- Peace Commission
- Alternative Complaint Resolution Project*
- Police Legitimacy Project*
- "Tools for Tolerance"® Project
- Restorative Justice Project*
- Fair and Impartial Policing Initiative (Sector 2 and 3)
- Police and Mental Health Initiative
- Summer Youth Program Initiative
- Council on Aging Liaison
- Pedestrian and Bicycle Safety Committee
- Inman Square Business Association

Deputy Superintendent E

Operational Assignments
- Third Platoon Operations Commander
- Fourth Platoon Operations Commander

Administrative Assignments
- Special Exercises Coordinator
- Explosive Ordinance Team Coordinator
- Neighborhood Rep. – Sector 1
- East Cambridge Business Association
- Critical Infrastructure UASI Subcommittee*
- Cambridge Housing Authority Tenants Council
- Honor Guard Coordinator
- Line of Duty Injury/Death Protocols
- CompStat Initiative*

Deputy Superintendent F

Operational Assignments
- Second Platoon Operations Commander
  - Traffic Enforcement Unit
  - Fleet Maintenance Unit

Administrative Assignments
- Cambridge Health Alliance
- LEPC Committee Member*
- Sexual Harassment Coordinator*
- Racial Profiling Data Collection and Analysis*
- Planning and Preparedness UASI Subcommittee
- Med Surge and Pan Flu UASI Subcommittee*
- CBRNE UASI Subcommittee*
- Transportation and Booking Operations (SW)
- Front Desk Operations (SW)
- Neighborhood Rep. – Sectors 4 and 5
- North Cambridge Business Association
- Dignitary and Executive Protection Liaison
- Hackney License/School Subcommittee
- Police Chaplain Program

Lieutenant, Assistant to the Commissioner

Operational Assignments
- Aide to the Police Commissioner

Administrative Assignments
- Director of Cambridge Auxiliary Police
- Uniform and Equipment Standards/Supply
- Local Emergency Planning Committee*
- CBRNE UASI Subcommittee*
- Planning and Preparedness UASI Subcommittee
- Other Special Projects as may be Assigned

Director of Communications and Media Relations

Operational Assignments
- Public/Media Relations

Administrative Assignments
- Public Information
- Web/Facebook/Twitter Coordinator
- Citizen Observer Coordinator
- Code Red Coordinator
- City's Public Information Working Group
- City Web-Based Notification System
- Business/Corporate Communications Network*
- Community-based Notification Systems
- EGovernment Rep

Grants Administrator

Operational Assignments
- Administration of Grants

Administrative Assignments
- High-Risk Domestic Violence Grant
- Cambridge Safety Net Funding
- BJA Smart Policing Grant
- Federal Stimulus Funding
- Command Staff Strategic Initiative
- Safe Schools Grant
- Traffic Enforcement Grants
- Accounting/Financial Reporting for Grants
- Strategic Planning Initiative

* Shared responsibilities

About the Institute for Intergovernmental Research

The Institute for Intergovernmental Research (IIR) is a Florida-based nonprofit corporation specializing in criminal justice, homeland security, and juvenile justice issues. IIR has a proven history of promoting greater efficiency and effectiveness among federal, state, local, and tribal criminal justice agencies through customized training, technical assistance, and research. Areas of special competence include criminal justice information sharing, privacy and civil liberties, violence reduction, Gang Resistance Education and Training, anti-gang initiatives, officer safety and wellness, anti-terrorism initiatives, criminal intelligence systems, homicide and narcotics investigations management, and information technology and multimedia development.

IIR's standard of excellence, commitment to performance-based solutions, and trusted partnerships are the cornerstone for superior service delivery. For more information on IIR, please visit www.iir.com.

About the COPS Office

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

Community policing is a philosophy that promotes organizational strategies that support the systematic 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 fear of crime.

Rather than simply responding to crimes once they have been committed, community policing concentrates on preventing crime and eliminating the atmosphere of fear it creates. Earning the trust of the community and making those individuals stakeholders in their own safety enables law enforcement to better understand and address both the needs of the community and the factors that contribute to crime.

The COPS Office awards grants to state, local, territory, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime fighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement. The COPS Office has produced and compiled a broad range of information resources that can help law enforcement better address specific crime and operational issues, and help community leaders better understand how to work cooperatively with their law enforcement agency to reduce crime.

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

- By the end of FY2013, the COPS Office has funded approximately 125,000 additional officers to more than 13,000 of the nation's 18,000 law enforcement agencies across the country in small and large jurisdictions alike.

- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.

- As of 2013, the COPS Office has distributed more than 2 million topic-specific publications, training curricula, white papers, and resource CDs.

COPS Office resources, covering a wide breadth of community policing topics—from school and campus safety to gang violence—are available, at no cost, through its online Resource Center at www.cops.usdoj.gov. This easy-to-navigate website is also the grant application portal, providing access to online application forms.

Building Relationships of Trust: Moving to Implementation provides guidance to federal, state, local, and tribal law enforcement agencies; fusion centers; community members; civic groups; and other interested parties on developing relationships of trust, particularly with minority and immigrant communities in their jurisdictions. This guide is part of the broader Building Relationships of Trust Toolkit, which includes a check list of recommended steps for chief executives supporting such efforts, a video of police personnel and community members from selected jurisdictions with exemplary practices, a training manual, and a sample citizen's survey for assessing relationships of trust efforts.