



As can be imagined, our changing society has created unchartered territory for police forces and for residents as the dynamic between “street” and “shield” is continually shifting. In attempting to work with diverse and sometimes vulnerable communities, police officers often must adjust in a variety of ways, as must the communities they serve.

While there are a number of models that are utilized within law enforcement for policing the community, to better understand the evolution of police relationships with the community, we have evaluated three models that demonstrate how both the police and the community have responded to our rapidly changing society. Three such models are the “Breaking Windows” model, Community Policing, and Stop and Frisk. Each of these models has the potential to impact communities both positively and negatively by law enforcement agencies.

The model of policing referred to as “Broken Window” was described by James Wilson and George Kelling first in 1982; a theory which used the terminology “broken Window” as a metaphor to represent disorder within a neighborhood. A building with a broken window that has been left unrepaired will give the appearance that no one cares and no one is in charge. This theory linked disorder within a community to potential subsequent occurrences of serious crime. The theory is based on the belief that disorder within a community will cause fear in residents, therefore making them resign to this fear, thus permitting more crimes to occur. By focusing on small criminal acts, police hoped to encourage residents to create informal social control, set the standard allowing the residents to take control of their neighborhood and consequently prevent more serious corruptions.

This theory was very influential on changing the perception of the police department and the community particularly in NYC back in the 1990s. At that time, the police department was focused on the bigger crimes, such as murder, grand larceny theft and drug trafficking. This focus and avoidance of the smaller crimes allowed the residents of the city to essentially be abused by panhandlers, vandalism and theft as well as the homeless who were loitering, drunk and sleeping in subways. This behavior, not rising to the level of police intervention wreaked great havoc on the people within the community. Visitors hesitated to come to the city in fear of having their family exposed to disruptive behavior with no police intervention. A person could hardly drive one block through the city without being subjected to panhandlers washing their windows or begging for money. The result: people stopped visiting the city and the city seen a major decline in their tourism numbers and significant negative impact financially. So in the 1990’s the breaking window model was adopted and police officers began addressing these smaller crimes, making people feel safer to walk the streets and not be exposed to the disruptive behavior. For NYC, crime rates overall began to decrease, police began being seen as positive figures in the community and the reputation of the city began to change; a more positive experience for visitors and the city again saw their tourism number begin to climb.

Although a very positive outcome for NYC, this model can also have a negative effect on the community if not managed properly. Given the authority to enforce the smallest rules,

police may be tempted to cross the line in performing their duties. It may go as far as harassing individuals especially minorities and the poor. With that being said, managed, this has been seen as a successful model for community engagement within the police force.

The Stop-and-Frisk has been a contentious police practice since first approved by the Supreme Court. In *Floyd v. City of New York*, the U.S. District Court for the Southern District of N.Y ruled that New York City's stop-and-frisk practices violate both the Fourth and Fourteenth Amendments. table for providing a professional behavior when interacting with the public. "Stop and frisk" is when police temporarily detain somebody and pat down their outer clothing when there are specific articulable facts leading a reasonable police officer to believe a person is armed and dangerous. A "frisk" by definition, is a type of search that requires a lawful stop. This has been a contentious police practice since first approved by the Supreme Court. In *Floyd v. City of New York*, the U.S. District Court for the Southern District of N.Y ruled that New York City's stop-and-frisk practices violate both the Fourth and Fourteenth Amendments.

Determining factors for stop-and-frisk CCR's analysis of stop-and-frisk data clearly indicates that race is the primary factor in determining who gets stopped by the NYPD. Most stops occur in Black and Latino neighborhoods and Black and Latino people are significantly more likely to be stopped than White people, even in areas where populations are racially mixed or mostly White. Blacks and Latinos are treated more harshly than Whites, being more likely to be arrested instead of given a summons when compared to White people accused of the same crimes, and are also more likely to have force used against them by police. Besides race, other determining factors for stopping individuals include age, gender, LGBTQ, non-conforming individuals, homeless, low income, and immigrant populations. As you can imagine, this process has severely damaged community and police relations in New York City.

Another model of policing is community policing. Community policing emphasizes proactive problem solving in a systematic and routine manner. It is a concept which encourages the 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. In an interview with a former police chief in Newburgh and a former police chief in Michigan, a description of the implementation of community policing was discussed. He spoke about the implementation of a concept called verbal judo where police officers were trained to remain professional in their interaction at all cost; to follow an 8 step script when interacting with the public inclusive of introducing self, explaining why they are asking questions, not using harassing tone, not using foul language and basically approaching the situation in a positive non threatening manner.

In addition, he spoke about the implementation of a process of police officers "owning" zones within the community. In this program, police are assigned to zones and for the duration of their employment they basically own that zone. Their role is to get to know the community within the zone, understanding the workings of businesses within this section of the community, concerns within the zone and struggles and barriers to their residents

success. The outcome: police officers becoming part of the community, embedded in the welfare of the zone, being recognized as a positive figure, helpful and embraced as a leader in the community. He told the story of how the community would let the officers into “the know” regarding crime, opening up to informing the police regarding drugs, and crime pockets with the zone. The separation between police and the community dissolved and they became one. He also described an initiative whereby he had his officers wearing microphones and cameras in their cars. He would record every stop and interaction the officers had with the public. Goal was to assure that the police department was representing the department in a manner that was expected as well as to protect the police officer when citizen complaints were brought forward. When a complaint came into the precinct against an officer, he would invite the public into a room where he would allow them to view the tapes. He would ask them that after they viewed the tapes they could either walk across the hall to internal affairs and file the formal complaint or just leave if they felt after watching and listening to the tapes they no longer wanted to file the complaint. He described the norm being the citizen dropping the charge and apologizes for misunderstanding the situation and just leaving. This became a very helpful and positive message to the community that the police department holds their department accountable.

Bridging the gap between the police and the community requires first recognizing that there is, in many instances, a gap to be filled. Many community members that have frequent interactions with the police suffer from specific issues or conditions (substance abuse, domestic violence, sexual assault, disabilities, etc.) that the officers may not recognize or be trained to handle. There is also the compounding factors of race and socioeconomic status. In many communities, the officers who patrol are not community residents, nor do they share much in common with the community in terms of race or income level. Even if the officer grew up in the community but no longer lives there, there may be a perception that the officer doesn't know about or understand community issues, a presumption that in many cases proves to be true. In these kinds of communities, an everyday interaction is already slightly charged by the “us and them” dynamic already at play.

In addition to the various biases inherent to some communities, there is also a culture issue that overlaps the quantifiable differences between populations. By design, police work is not always transparent; whether to preserve the rights of assault victims or to preserve the accused's presumption of innocence, much of what happens between the initial police contact and the closing of a case happens behind closed doors. This is even more common with police forces who see regular accusations of misconduct. Even in communities that have instituted Civilian Review Boards, and even where these “CRBs” are extremely high-functioning, the perception in the public is that cases are rubber stamped and that CRB meetings serve only as lip service to the communities they represent. This sort of secrecy leads to further mistrust by community residents, but they are not alone-- police officers, especially in urban areas, are seeing the nature of their jobs leaning further from “quality of life” issues and more towards responding to drug overdoses, reported violence, etc. Proponents of CRBs, suggest that a proactive approach is needed. Often, CRB's are activated or established in response to a

misconduct issue. This does not have to be the case. A CRB can be established proactively, particularly in communities that have decent relationships with their police departments. In this scenario, key stakeholders from both the community and law enforcement come together to establish an entity that works to protect both the community and the police, fostering trust and communication as the foundation on which to build upon.

We have also noted the discrepancy between the type of training police officers get, and the type they need. In order to carry out what have always been considered the bulk of their job responsibilities, annual training is mandated in Use of Force, Firearms, CPR/ First Aid, Defensive tactics, and Legal Updates, among other courses mandated by the Department of Criminal Justice Services and the local municipality (Workplace Violence and Sexual Harassment Prevention, Blood borne Pathogens, etc.) Each officer on a given force requires more than 100 hours of paid, on-the-job training each year; with budgets already stretched and bare bones staffing as the new normal, it would appear nearly impossible to supplement these trainings with the kind of material Social Service agencies believe would best improve relationships between community members and police departments. While strain on a department's overtime budget is one aspect of this proposition from a financial standpoint, another is the cost of community-specific trainings. One particular training that came up many times from both residents and police departments was "Implicit Bias" training, which is meant to help officers identify the biases they carry and to acknowledge how these biases may affect them in the course of their job duties. Dr. Bryant Marks of Morehouse College is considered the premiere trainer on this subject, and a 2016 inquiry placed his weekly fee over the \$10,000 mark before accounting for travel and accommodations. For most mid-sized police departments, an investment of this magnitude for a training that no one requires is out of the question, to say nothing about the short-term service reduction of a department who would need to cycle each officer through the full course material. For departments In New York State, the costs associated with training is particularly hampered by the Tax Cap legislation--there is little room for a department, or for their training budget, to grow under these constraints.

Beyond training, it is important to note that many factors outside of police control contribute to difficult situations that compromise the safety and wellbeing of everyone involved. Law enforcement is dealing with issues today that could have never been imagined a mere 25 years ago, while issues of discrimination against marginalized communities continues to be a harsh reality. Exacerbating this dynamic is a US social welfare and health care system that is woefully in adequate in providing resources for mental health and substance abuse. Police alone can not be responsible for solving these problems. The future of successful community policing will depend on greater collaboration amongst key stakeholders beyond law enforcement departments. Social service agencies, faith based organizations and local government can play a significant role in facilitating the mutual understanding, trust and communication that is necessary to preserving social justice and community safety.

In researching this subject, we discovered a variety of information which is often conflicting. The media portrayal of policing is contrasted with both positive and negative representations. As a result, a complex relationship exists between media consumption and public attitudes towards the police. The purpose of one study conducted by the Department of Criminology, Wilfred Laurier University, was to test the impact that media consumption had on attitudes toward police misconduct and discrimination. The findings revealed that heavy consumers of network news were more likely to believe that police misconduct was a frequent event. This was especially true for minority respondents. Similarly, minority respondents that frequently viewed network news were more likely to believe that Whites received better treatment by the police. Finally, the findings revealed that frequent viewers of police dramas believed that the wealthy received preferential treatment from the police. Conversely, frequent viewers of crime solving shows believed that the wealthy did not receive preferential treatment.

Another study by the University of Illinois at Chicago, purpose being two-fold: (1) to assess the impact of an incident of racial profiling on residents' attitudes about profiling; and (2) to examine the effects of exposure to a video clip of deliberation about the incident on residents' beliefs about the causes of profiling. All residents, White and minority, were less likely to believe that Chicago police officers engaged in profiling after the incident. These findings suggest that attitudes about the prevalence of racial profiling are susceptible to the manner in which the media construct incidents of police misconduct. Exposure to a video clip was not related to differences in residents' beliefs about the causes of profiling, but was related to differences in perceptions of the dangerousness of traffic stops. The findings highlight the need for more research on how media constructions of police misconduct influence attitudes about profiling and impact community-police relations.

Police agencies in the U.S. have faced a major legitimacy crisis resulting from a series of high-profile use of force incidents, many involving minority citizens. Media headlines emphasize that there is now a "war on cops" and that police officers are facing increasing levels of hostility and violence fueled by a growing anti-police sentiment. In the aftermath of events in Ferguson, Missouri in August 2014, some media commentators claim that the number of police officers feloniously assaulted and killed in the line of duty has increased sharply. Using time series analysis of data from the Officer Down Memorial Page, this claim was determined to be unsubstantiated, that events in Ferguson were associated with an increase in the number of police officers murdered in the line of duty. Results provide no evidence for a "Ferguson Effect" on the number of U.S. police officers murdered in the line of duty as of March 2016.

To be sure, there is much work yet to be done to heal the rift in our communities between the police and the public. However, the challenges are not insurmountable, and there are many strategies being employed by police departments and communities throughout the Hudson Valley that may help to narrow the divide and get our neighborhoods to work more cooperatively. To address some of the social challenges, one widely recommended strategy stems from increased neighborhood engagement and the encouragement of positive police interaction. Any positive interaction with a police officer can be significant, whether school districts deploy School Resource Officers to spend time on campus,

assigning a detail to visit a day camp, or even just walking down Main Street as opposed to driving through. To get at the root of the misunderstanding between these two distinct populations, officers must be approachable and get to know the individuals who make up the community they serve. At the same time, community members should get used to seeing police officers on a regular basis, not just when a crime has been committed or where there is a conflict. Some more innovative efforts have included “Coffee with a Cop” programs, where officers visit a local coffee shop or diner at scheduled times and make themselves available to the public in a low-pressure situation-- this can also be adapted into “Cocoa with a Cop,” which can be instituted in elementary and middle schools, and is especially helpful if the school is not equipped to hire a regular School Resource Officer. Police Athletic League (PAL) programs are also effective in this way-- having officers participate in community activities helps to build connections, and dispel the myth that police officers are different from the groups they serve. If a department is able to incentive participation in a PAL program, it is to the benefit of not just the community, but the officers themselves. All of these strategies are helpful in reminding the community that sometimes bad things happen, but when they do, the police are people who are friendly, approachable, and want to help fix the problem.

To address the communication gap inherent in police/community culture, one strong recommendation is for a community to institute a Civilian Review Board, and to do so proactively whenever possible-- when a community is not experiencing strain between their police and residents is the ideal time to open communications, develop expectations and craft a process by which incidents can be reviewed in a way that assures the community that everyone is on the same team while maintaining confidentiality when necessary. As for the composition of such a Board, smaller is usually better, but a mix of local residents, religious leaders, social service providers, and law enforcement representation is ideal. This Board should also have subpoena power to demonstrate that the Board has “teeth”, and that the formation of such Board is not just paying lip service to the community. Minutes of meetings (again, with respect to confidentiality when necessary) should be provided to the community on a regular basis.

Addressing the training component seems to be one of the biggest hurdles, but, as it turns out, many of the associated issues can be solved by money. The types of trainings that most departments would wish to integrate all lend themselves to improved relationships with their community members, but all come at a price and choosing the right instructor is key-- someone without credibility, which usually means professionals who have never worked with law enforcement, tend not to be terribly well received and, in turn, are ineffective. Aside from the aforementioned “Implicit Bias” workshops, many wish to train their officers in cultural competency and different types of de-escalation trainings, including “verbal judo”, a tactical communication technique that emphasizes choosing the right words, explaining the problem, and giving options rather than making threats, all of which can diffuse a situation and potentially avoid a dangerous, and potentially deadly, altercation.

It is within the realm of possibility that police departments could institute a rotating schedule of what have been called “nice to have” trainings and complete them all once

within a ten year cycle; however, many local forces have relatively small staffing pools (100 officers or fewer) with high degree of turnover, so it is unlikely that all officers in a department would ever get through all of these courses during their tenure with a particular department. However, especially in New York State where so many communities have their own departments, budgets, back office expenses etc., it seems there is room for a regional solution, such as a consortium, that can target specific communities who require assistance and leverage their “group buying power” to access new avenues of funding. If each department in a particular service area (a county, for example), were to chip in a percentage of the training cost towards the building of a consortium, they would likely be deemed as more deserving of grant funding to pick up the remaining expenses. On an annual basis, each department could send half of their force to participate in a multi-day Training Academy inclusive of several of these training types. Pattern for Progress’ Urban Action Agenda program would be an ideal conduit for this model and the subsequent funding.

The other aspect of the training program that is harder to solve is the use of body cameras. Although more and more communities have insisted that the use of body cameras become part of the standard operating procedure, including the NYPD in 2017, there is a continued reluctance on the part of many officers and the unions that represent them to abide by this recommendation for a variety of reasons. However, research has shown that not only does the usage of a body camera help the community (strengthens police accountability, improves agency transparency and improves evidence documentation in the case of an investigation or prosecution), but also protects the officers themselves by helping to prevent confrontational situations and resolving behavior-related complaints, while also being useful as a training tool, and with the undeniable effect of enhancing both public and officer safety, thus reducing liability for departments. The institution of these cameras must be accompanied by a clear policy on when they are to be used and under what conditions they should be activated (many are tied to the lights on the police car, for example), as well as how incidents must be documented in the event that protocol has not been followed. Once adopted, these policies should be available to the public.

Finally, in order to address the media impact on the conversation, it is important to start a new conversation-- what is the collective “image” of a cop in the community? Social media presence can potentially change a community’s perception of a police department. With continuous challenges such as budget cuts and understaffing of departments, it’s hardly justifiable to consider social media a top priority. However, more and more departments are turning to the internet community, even designating department members to update and maintain their social networking accounts. Using social media to build valued, trustworthy relationships and creating a sense of community with residents is imperative to changing (and in some cases, stabilizing) the connection between those living in a community and those charged with policing it. In a time when one’s social media presence often dictates how that same person is perceived in real life, creating a Facebook, Twitter or Instagram persona for a police force can help residents feel connected to a nameless, faceless police officer in their community and expect that every officer feels, speaks and behaves in precisely the same way that their social media

presence does. Cultivating the image of a friendly, funny, inclusive officer paints the entire force with a broad brush, and helps the community feel like they know the men and women behind the badge, even if they have never met the officer with which they have direct contact. This strategy can be extended to providing community members/ followers with significant information about recent incidents or altercations that have taken place in their neighborhood. Aside from the tremendous value associated with the ability to contact hundreds of residents instantly about emergencies (weather events, fires, missing persons, etc.)-- being able to communicate frankly and openly (again, while being certain to maintain the privacy of individuals involved), and sometimes with a little humor, reminds residents that the police are aware of the situation and assures them that problems are being solved, while also demonstrating the willingness to share this information and demonstrate transparency and open communication. It would be naive to suggest that the quality of a police department could be measured by social media presence, but it is a free and fast way to positively affect community perception of police and improve interactions between residents and officers.

A strong community policing program is dependent on a commitment to problem solving that is not limited to the police, but also extends to the residents of a community. However, a program is only as good as the paper on which its written without buy-in from all affected parties. Utilizing the community policing as a springboard to confront the social, cultural, and financial divide, as well as integrating social media into the development strategy, is a model that will undoubtedly yield more positive results for our cities and towns going forward.