



Strengthening Law Enforcement and Community Relations Grant: 10 Collaborative Approaches to Improving Community-Police Relations.

JANUARY 2019

California Board of State and
Community Corrections



Table of Contents

| | |
|---|-----------|
| EXECUTIVE SUMMARY | 1 |
| EXECUTIVE STEERING COMMITTEE..... | 4 |
| OVERVIEW | 5 |
| FUNDING | 7 |
| PROJECT SUMMARIES | 8 |
| FINAL LOCAL EVALUATION REPORTS | 11 |

“There is a lot of reasons people feel that law enforcement is not on their side and they should be feared. This is what a lot of kids are taught since they are young, so it is going to take a lot of time for that opinion to change. That is why the work law enforcement is doing to connect with the community is so important.”

Alameda County Community Member



EXECUTIVE SUMMARY

The BSCC administered the Strengthening Law Enforcement and Community Relations Grant from July 1, 2016 to June 30, 2018, following a year-long grant development process. The grant funded collaborative law enforcement-community approaches to improve, strengthen, establish or reestablish positive meaningful relationships between law enforcement and the communities they serve. The 2015 State Budget Act appropriated \$6,000,000, which funded ten grants to urban and rural law enforcement agencies in partnership with the communities they serve.

On December 18, 2014, former President Barack Obama signed Executive Order 13684 establishing the Task Force on 21st Century Policing. In establishing the task force, the President spoke of the distrust that exists between police departments and communities.

“When any part of the American family does not feel like it is being treated fairly, that’s a problem for all of us,” said the former President. “It’s not just a problem for some. It’s not just a problem for a particular community or a particular demographic. It means that we are not as strong a country as we can be. And when applied to the criminal justice system, it means we’re not as effective in fighting crime as we could be.”

Inspired by the [President’s Task Force on 21st Century Policing Report](#), each proposal addressed at least one Pillar outlined in the President’s Report (Table 1).



Table 1. President’s Task Force on 21st Century Policing: Six Pillars

| Pillar | Summary |
|---|--|
| 1. Building Trust and Legitimacy | Building trust and nurturing legitimacy on both sides of the police/citizen divide is the foundational principle underlying the nature of relations between law enforcement agencies and the communities they serve. |
| 2. Policy and Oversight | If police are to carry out their responsibilities according to established policies, those policies must reflect community values. Law enforcement agencies should collaborate with community members, especially in communities and neighborhoods disproportionately affected by crime, to develop policies and strategies for deploying resources that aim to reduce crime by improving relationships, increasing community engagement, and fostering cooperation. |
| 3. Technology and Social Media | The use of technology can improve policing practices and build community trust and legitimacy, but its implementation must be built on a defined policy framework with purposes and goals clearly delineated. |
| 4. Community Policing and Crime Reduction | Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should, therefore, work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community. |
| 5. Training and Education | Today’s line officers and leaders must be trained and capable to address a wide variety of challenges including international terrorism, evolving technologies, rising immigration, changing laws, new cultural mores and a growing mental health crisis. |
| 6. Officer Wellness and Safety | The wellness and safety of law enforcement officers is critical not only for the officers, their colleagues and their agencies but also to public safety. |

The BSCC’s competitive Request for Proposals (RFP) resulted in grant awards of between \$193,000 and \$850,000 for a two-year period to the following agencies:

| Agency | Funding Allocation |
|--|--------------------|
| Alameda County Sheriff's Office | \$599,966 |
| Bakersfield Police Department | \$517,213 |
| Contra Costa County Sheriff's Office | \$442,061 |
| Gonzales, Soledad, Greenfield, & King City Police Departments (Joint Application) | \$850,000 |
| Long Beach Police Department | \$600,000 |
| Monrovia Police Department | \$193,171 |
| Richmond Police Department | \$600,000 |
| Salinas Police Department and Monterey County Sheriff's Department (Joint Application) | \$850,000 |
| Stockton Police Department | \$600,000 |
| Vallejo Police Department | \$447,589 |
| | \$5,700,000 |

With the BSCC’s RFP and the President’s Task Force on 21st Century Policing Report as a guide, the law enforcement-community partnerships invested in Community Police Academies; Community-Police and Youth-Police Dialogues; Crisis Intervention Trainings; Cultural Competency Trainings; Gun and Gang Diversion Programs; Implicit Bias Trainings; Juvenile Diversion Programs; Mentoring; Procedural Justice Trainings; Spanish Immersion Training for Law Enforcement; and Youth Engagement and Leadership Opportunities.

As a condition of the grant award, each grantee was required to evaluate its program and complete a Final Local Evaluation Report describing if the program was effective in meeting its goals.

Below is a sampling of results:

City of Long Beach

Adult-Police Dialogue Survey: Community Perceptions of Police

| Variable | Pre-Test Mean | Post-Test Mean | Mean Change |
|---|---------------|----------------|-------------|
| I want to work to improve community-police relations. | 4.51 | 4.64 | + 0.13 |
| I trust the police. | 3.77 | 4.17 | + 0.40 |
| In general, I feel safe around police officers. | 3.86 | 4.31 | + 0.45 |
| I respect the police. | 4.20 | 4.50 | + 0.30 |
| Police respect the community. | 4.05 | 4.17 | + 0.12 |
| If I or someone I knew was in danger, I would approach a police officer for help. | 4.68 | 4.69 | + 0.01 |
| I am aware of the challenges faced by police. | 4.21 | 4.46 | + 0.25 |
| I understand how police officers feel. | 3.74 | 4.46 | + 0.72 |

City of Greenfield

Sample Survey Response:



"I think the community policing academy is a great way to bring community members and police officers together to build trust. I would like to see the police department initiate a grandparents program, similar to the one in Salinas, where grandparents can play an important role in preventing youth violence and criminal behavior."

Alameda County



Survey Responses

Whatever the Sheriff's Office is doing, they're actually doing what the police should do. It makes me feel proud. It's rare. It makes a difference. Get involved in the community! People have a fear of the police. They have a fear of people. When they [the police] come with a smile, it's a beautiful thing.

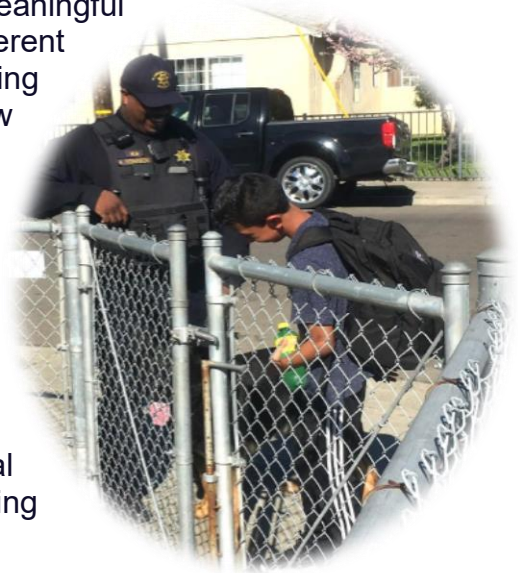
I guess I want people to realize that there's more work to do. By that I mean, more educating the community on how they can help and empowering them to do so. ... I want people to know that, this place, Ashland, can change for the better. It will! But it takes all of us to work together to do that.



Program sites were also encouraged to share lessons learned that could help others. The themes most often noted in terms of lessons learned were the length of the grants (2-years) being too short and the desire for additional time to understand. Many sites experienced delays at the onset of the grant as new staff were hired and trained; service delivery contracts were executed; and new relationships were formed. Additionally, sites required a longer evaluation period to correlate changes in community-police relations to grant-funded approaches.

The BSCC offered technical assistance and ongoing support to program sites over the length of the grant. BSCC staff visited each site and met with program managers, providers, and the community. The BSCC has posted the Final Local Evaluation Reports on its website so that everyone can benefit from learning of the results of this important grant.

California's Strengthening Law Enforcement and Community Relations Grant reflects a collaborative approach to establish and sustain meaningful community-police relationships. We hope the different approaches identified in this report improves upon existing knowledge and best-practices for Strengthening Law Enforcement-Community Relations.



EXECUTIVE STEERING COMMITTEE

The Strengthening Grant ESC included 15 representatives from community organizations, law enforcement, academia, and advocacy groups. Between 2015 and 2016, the ESC met five times to design the RFP, develop proposal rating criteria, review proposals, and made funding recommendations to the BSCC Board.

ESC Roster

- David Bejarano, ESC Co-Chair, Former BSCC Board Member, Chula Vista Police Department, retired Chief of Police
- B J Davis, Psy.D., ESC Co-Chair, Strategies for Change, Executive Director
- Cornelius Bowser, San Diego Organizing Project *
- Corey Dantzler, Challengers Boys & Girls Club, President & CEO
- Frances Devins, Fresno County Sheriff Department, Lieutenant
- Jessica Ellis, Centinela Youth Services, Director*
- Sarah Emmert, Santa Cruz County's Youth Violence Prevention Task Force, Community Coordinator
- Evin Johnson, Sacramento Violence Intervention Program
- Mary Maguire, California State University Sacramento, Professor and Chair, Division of Criminal Justice
- Kelly McMillin, Salinas Police Department, Chief of Police*
- Ernesto Olivares, California Cities Violence Prevention Network, Executive Director
- Marc Philpart, PolicyLink, Director
- Laura Ridolfi, W. Haywood Burns Institute, Director of Policy*
- Lamine Secka, San Diego State University, Chief of Police
- Chauncey Smith, ACLU of California, Racial Justice Advocate

**Denotes representative withdrew from the ESC process prior to its conclusion.*

OVERVIEW

The Budget Act of 2015 allocated \$6,000,000 to the BSCC to administer a new grant program, known as the Strengthening Law Enforcement and Community Relations Grant (Strengthening Grant). The Budget Act, in pertinent part, provided:

The Board of State and Community Corrections shall provide grants to local law enforcement for programs and initiatives intended to strengthen the relationship between law enforcement and the communities they serve, including, but not limited to, providing training for front-line peace officers on issues such as implicit bias; funding for research to examine how local policing services currently are being delivered; assessing the state of law enforcement-community relations; comparing the status quo with the best practices in the policing profession; and receiving recommendations for moving forward, including the identification of policing models and operational options to improve policing; problem-oriented policing initiatives such as Operation Ceasefire; restorative justice programs that address the needs of victims, offenders, and the community; behavioral health training and any one-time costs associated with implementing, expanding, and maintaining a program designed to capture peace officer interactions with individuals in the community. The Board of State and Community Corrections may use up to 5 percent of the total amount available in this item to administer this program.

A Request for Proposals (RFP) was released in February 2016, key details included:

- The Strengthening Grant was intended to fund collaborative law enforcement-community approaches that aim to improve, strengthen, establish or reestablish positive meaningful relationships between law enforcement and the communities they serve;
- Eligible applicants were California municipal police departments, sheriff's departments and cities that contract for law enforcement services;
- Police and sheriff's departments were required to partner with one or more community partner(s) in order to submit an application;
- The RFP was built on the principles outlined in the *President's Task Force On 21st Century Policing* report;
 1. Building Trust and Legitimacy
 2. Policy and Oversight
 3. Technology and Social Media
 4. Community Policing and Crime Reduction
 5. Officer Training and Education
 6. Officer Safety and Wellness
- Proposals were required to address Pillar One (Building Trust and Legitimacy). In addition, applicants were required to address at least one other Pillar;
- The grant period was July 1, 2016 through June 30, 2018;
- Individual applications could request up to \$600,000 and joint applicants could request up to \$850,000;
- All applicants were required to provide a 20 percent match;
- A minimum of 30 percent of the total grant award was required to be passed through to one or more of the community partners; and
- Applicants were required to self-certify compliance with Penal Code Section 11108, which is a requirement to report certain stolen, lost and found property.



COMMUNITY ENGAGEMENT



A core component of the Strengthening Grant was interspersing community engagement at all stages of the project. The success of any effort to strengthen law enforcement-community relations depends on strong support, communication, and collaboration between both parties. Law enforcement cannot problem solve without help from its communities; likewise, communities cannot understand the complexities of police work without engaging its law enforcement partners.

Prior to submitting a Strengthening Grant proposal, law enforcement applicants were asked to collaborate with organizations and/or representatives of the communities they serve in the planning, development, and implementation of the proposed approach. They were to engage community partners in the identification of needs facing the community; the development of a plan to best address those needs; and the selection of activities or strategies to implement that plan. Sample questions to aid in those discussions included:

- What outreach was done to engage the community in planning for the Strengthening Grant?
- How did the applicant ensure that it reached out to those communities most impacted by the need, including system-involved individuals and their families?
- How did the applicant and community partner(s) develop a partnership that would be mutually beneficial?
- How did the applicant and community partner(s) decide on the approach that would be used in the Strengthening Grant?
- What steps will the applicant and community partner(s) take to ensure mutual involvement in all stages of the planning, development and implementation of the proposed approach?

In addition, law enforcement agencies selected for funding were required to pass through a minimum of 30 percent of the total grant award to one or more community partner to demonstrate a shared partnership rooted in community engagement and economic equity.

FUNDING

The BSCC received 43 proposals requesting more than \$24 million. Applicants spoke at length about historical practices, officer shortages, “bad apples” and other incidents that comprised public trust over the years. Of the \$6,000,000 allocation in FY 2015-16, five percent was retained to administer the Strengthening Grant and the remaining \$5,700,000 was allocated as follows:

| Agency | Funding Allocation |
|--|---------------------------|
| Alameda County Sheriff's Office | \$599,966 |
| Bakersfield Police Department | \$517,213 |
| Contra Costa County Sheriff's Office | \$442,061 |
| Gonzales, Soledad, Greenfield, & King City Police Departments (Joint Application) | \$850,000 |
| Long Beach Police Department | \$600,000 |
| Monrovia Police Department | \$193,171 |
| Richmond Police Department | \$600,000 |
| Salinas Police Department and Monterey County Sheriff's Department (Joint Application) | \$850,000 |
| Stockton Police Department | \$600,000 |
| Vallejo Police Department | \$447,589 |
| | \$5,700,000 |

PROJECT SUMMARIES

A synopsis of each site's approach for strengthening police-community relationships is detailed in the following pages.

1. **Alameda County Sheriff's Office** applied for funding to support and expand Ashland-Cherryland Rising, an existing multi-sector initiative aimed at fostering greater vitality and safety in the urban unincorporated neighborhoods of Ashland and Cherryland. Program elements focused on neighborhood improvement, civic engagement projects, creating a center of community, and relationship-based policing. The grant expanded local efforts to provide seed funding and staff support for neighborhood groups to become anchors of community support and leadership, engage with law enforcement as partners to co-create solutions to local issues, build leadership and civic engagement, and increase public safety and a sense of community pride and belonging. Significantly, the grant also helped to provide jobs and volunteer opportunities for local youth and adults that contribute to the vitality of the neighborhood, provide valuable training and life skills, and created positive opportunities for residents to interact with law enforcement.
2. **Bakersfield Police Department** strengthened police-community relationships by engaging a diverse group of community partners. Program elements focused on reducing gang violence through Operation Ceasefire, training together in procedural justice and implicit bias, and establishing community expectations of participation and involvement in law enforcement. Police and the community worked alongside one another in the Cops, Clergy, and Community (3C) program as they trained in and presented an alternate policing option (Operation Ceasefire); educated police and community members about the mutual benefits of procedural justice, police legitimacy, and community expectations; engaged in behavioral health training to benefit those in law enforcement and the community experiencing mental health issues; and supported Operation Ceasefire by developing capacity for community organizations to provide peer mentoring, parenting skills, and mental health training in an area suffering from long-term low opportunity.
3. **Contra Costa County Sheriff's Office** and the Housing Authority of Contra Costa County developed a relationship based policing model through the presence and building of relationships between the Office of the Sheriff and the residents and community partners. Program elements focused on issues of poverty, education, at-risk youth, health, and public safety. The program was designed with three strategic elements. First, reorient operations with less reliance on the patrol car and more emphasis on face-to-face interactions. Second, derive information from proactive community outreach efforts and collaboration with community partners to gain a better understanding of the issues facing the residents. Finally, authenticate information and conduct risk assessment related to identified issues and trends and determine appropriate responses, resource allocation, intervention strategies, preventative tactics, maintenance of relationships, and measurable outcomes.
4. **Gonzales, Soledad, Greenfield, and King City Police Departments** worked collaboratively to strengthen law enforcement and community relations. Program elements supported a regional approach in rural California that molded a culture of trust and inclusion between law enforcement agents and community members, reduced crime, increased law enforcement's understanding of the cultural values of the

communities they serve, trained law enforcement officers in the area of mental health, implementation of cultural competency, and Spanish language education for law enforcement officers.

5. **Long Beach Police Department** aimed to further advance efforts to foster open communication between law enforcement and the communities served. Program elements focused on community police academy programs, community- and youth-police dialogues and the implementation of a procedural justice and implicit bias training course. Long Beach Police Department engaged in positive non-enforcement activities with a particular emphasis on residents living in communities with high rates of police contact. These dialogues were facilitated and coordinated by community partner, the California Conference for Equality and Justice particularly in the realm of increasing cultural competency.
6. **Monrovia Police Department's** Achieving Community Trust (ACT) was a three-part strategy to build trust and relationships between law enforcement and the community. Program elements focused on open dialogue with community members at ACT meetings, teaching youth how to interact safely with law enforcement, and by training officers to make better decisions on the use of force when in contact with mentally ill individuals. Grant funds allowed for the creation of an interactive video scenario training tool to assess officers' ability to use the skills and tactics taught in training.
7. **Richmond Police Department** aimed to create safer neighborhoods by strengthening trusting relationships between law enforcement and the community. Program elements aimed to increase positive police practices through improved police policies, training and civilian oversight, and increasing community involvement through expansion of department activities and expansion of Richmond Ceasefire. Richmond Police Department has been trained in the Scotland Model, which stresses that any use of force be proportionate, legal, and necessary. Officers will disengage mentally ill subjects and will seek to de-escalate situations that might lead to violence. The department presented scenario-based training with a range of options and outcomes to assist officers in understanding situations they may face in the field.
8. **Salinas Police Department and Monterey County Sheriff's Department** worked with the community to improve, strengthen and reestablish positive meaningful relationships between law enforcement and the communities they serve. Program elements focused on education through the "Why'd You Stop Me" curriculum, increasing community trust, satisfaction, and cooperation with law enforcement; increasing positive two-way interactions and engagement between the community and police; and education and training for law enforcement on reducing acts of violence between the public and police.
9. **Stockton Police Department** proposed to strengthen its relationship with the community and reduce shootings and recidivism among young men at highest risk of violence. Program elements focused on three interlocking evidence-based initiatives that address practice and policy, training, and community engagement. One key component was developing an especially strong community engagement initiative, essentially a "leadership council," that includes young men, their families and other community members most affected by violence. This council worked in partnership with the police department on the development of departmental strategies as they relate to communities

that experience disproportionately high levels of violence and crime; practices and approaches for implementing the Ceasefire strategy; departmental training in procedural justice, police legitimacy and implicit bias; and community dialogue regarding trust and reconciliation.

10. **Vallejo Police Department** sought to expand and institutionalize community policing efforts by working with residents and stakeholders to build trust and strengthen relationships. Program elements focused on year-round youth engagement, creating and institutionalizing diverse collaboration opportunities and providing officer training and wellness.

FINAL LOCAL EVALUATION REPORTS

The project evaluations underscore the different approaches each site developed to address its self-identified need. As such project comparisons are not the intent or focus of this report, rather the project specific goals, outcomes, anecdotes, and lessons learned.

1. Alameda County Sheriff's Office
2. Bakersfield Police Department
3. Contra Costa County Sheriff's Office
4. Gonzales, Soledad, Greenfield, & King City Police Departments
5. Long Beach Police Department
6. Monrovia Police Department
7. Richmond Police Department
8. Salinas Police Department and Monterey County Sheriff's Department
9. Stockton Police Department
10. Vallejo Police Department

