

# Recommendations on Advancing Community Policing in the Pasco Police Department



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



POLICE EXECUTIVE  
RESEARCH FORUM





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# Acknowledgments

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# Executive Summary

This report provides guidance to the Pasco (Washington) Police Department (PPD) regarding community policing initiatives, officer training, and other challenges stemming from the fatal shooting of Antonio Zambrano-Montes by three Pasco officers on February 10, 2015.

The Police Executive Research Forum (PERF) was asked by the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) to facilitate training and technical assistance shortly after the COPS Office received a request for assistance from the PPD.

Over a period of several months, PERF implemented and documented a series of training and technical assistance efforts; and identified the findings and recommendations presented in this report. The lessons learned in the aftermath of the shooting of Zambrano-Montes have implications in many areas of law enforcement, but the scope of this project was limited to advancing community policing and building relationships with community members.

While the guidance in this report is specific to Pasco, much of it can also be applied to police agencies across the nation that are facing challenges similar to Pasco's. There has been an upheaval in the policing profession since the summer of 2014. This upheaval started with the events in Ferguson, Missouri, in August 2014 and has continued with numerous other high profile controversial uses of force in other agencies including the shooting of Zambrano-Montes.

At national conferences and other events over the last year, leading law enforcement executives have been developing new strategies, policies, approaches to officer training, and ideas about building relationships of trust with their communities. Most of this activity is aimed at answering questions such as, "How can we find ways to better manage and de-escalate situations in which there are alternatives to deadly force and to ensure the safety of everyone—officers and community members? How can we demonstrate that we put the highest value on the sanctity of human life? And how can we build and sustain community trust in this environment?"

Increasingly, members of the public are making their own assessments of use of force encounters, guided in many cases (such as Pasco) by the presence of cell phone video recorded by third parties or by police dashboard camera or body-worn camera (BWC) footage that is then distributed via social media and provided to the news media. As more of these encounters are captured on video, community members are demanding that law enforcement agencies take additional steps to hold personnel accountable and prevent some of these deadly uses of force from occurring in the future.

In Pasco, community members and others in the region held a number of vigils and protests in response to the shooting death of Zambrano-Montes. Four days after the shooting, nearly 700 individuals demonstrated peacefully in a local park and then marched to the site of the shooting.<sup>1</sup> Another protest occurred two months later, with four individuals arrested for refusing police orders to remain on the sidewalk.<sup>2</sup> Other events have been held monthly until August 2015 and then again on the first anniversary; all events were peaceful with approximately 20 people at each event.

The demonstrations and protests that occurred in the aftermath of this incident made it clear that a portion of the community has concerns, frustrations, and a lack of trust in the police department. There is a need to strengthen relationships and improve the police department's credibility, especially in the Spanish-speaking community. The department monitors community satisfaction with the police department by reviewing responses to a city-sponsored community satisfaction survey. Recent survey results indicate an improvement in satisfaction with the police, and the department plans to continue to monitor these surveys in an effort to routinely gauge community perceptions of the police.

## *Technical assistance provided*

PERF worked with the COPS Office to provide immediate training to the PPD as well as long-term technical assistance to assist the department in enhancing its relations with community members—both during daily interactions and specific incidents such as after an officer-involved shooting and demonstrations. The first training conducted was on “Coffee with a Cop,” a program that focuses on building relationships between police and community members through informal interactions—over a cup of coffee.<sup>3</sup> The next training focused on procedural justice for law enforcement. This session included training tailored for both supervisors and line officers.

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1. Pasco Police Department, “Peace March,” news release, February 14, 2015, <http://www.pasco-wa.gov/DocumentCenter/Home/View/54717>; see also Nick McGurk, “Huge Protest in Pasco for Man Shot, Killed By Police,” KIRO-7, last modified February 14, 2015, <http://www.kirotv.com/news/news/huge-protest-pasco-man-shot-killed-police/nkBsm/>.

2. City of Pasco, “April 11 Protest,” press release, April 13, 2015, <http://www.pasco-wa.gov/DocumentCenter/Home/View/55023>.

3. “Coffee with a Cop,” accessed May 16, 2016, <http://coffeewithacop.com/>.

Peer-to-peer exchanges were conducted as part of the technical assistance provided to the PPD. These exchanges allowed PPD leaders to receive advice from police executives who have experienced situations similar to the shooting death of Zambrano-Montes and its aftermath. PERF and the COPS Office also worked to initiate conversations among the PPD, Hispanic community leaders, and other stakeholders. Information from these meetings informed the development of recommended strategies for advancing community policing with a focus on expanded outreach to the Spanish-speaking community. One specific strategy identified early on was the need for the PPD to develop a social media presence in both English and Spanish. A COPS Office law enforcement fellow assisted the PPD in building and maintaining Twitter and Facebook accounts. PERF worked with the fellow and reviewed emerging practices to create a social media strategy that provides recommendations for furthering the PPD's social media presence and virtual outreach to the residents of Pasco.

## *Summary of findings and recommendations on improving community policing*

The purpose of this project was to advance community policing. Part of this effort entailed looking at some of the PPD's policies and training but did not involve a comprehensive assessment of these areas. This report focuses on the site work and assistance provided that is directly related to assisting the PPD in developing strategies to strengthen community relationships and to create a comprehensive community policing plan.

Toward that end, PERF identified findings and recommendations to improve the department's practice of community policing in the following areas:

- Institutionalizing community policing throughout the department
- Increasing department capabilities in Spanish language and cultural competency
- Diversity in the department
- Officer training
- Outreach to specific populations

**Institutionalizing community policing throughout the department.** Departments are constantly shifting resources to address many new and competing priorities. Police leaders must make an ongoing effort to ensure that community policing and the agency's relationships with the various communities it serves are top concerns. The PPD needs to ensure that its community policing efforts permeate the organization's culture and practice and reach all of Pasco's diverse communities. Conversations with police officials and a variety of community members indicate a divide in community relationships and less positive perceptions of the police department in Pasco's Hispanic and Spanish-speaking communities.

To bridge this gap, the department must focus on its community relationships at every level of the organization and during every interaction and communication with its constituents. Recommendations include focusing on the principles in the *Final Report of the President's Task Force on 21st Century Policing* and taking concrete steps to improve procedural justice in encounters with community members. The training programs provided by the COPS Office and the recommendations in this report are important steps for the PPD. Additional recommendations include broadening the makeup of the chief's advisory committee, expanding the department's outreach and programs for youth, and leveraging existing resources such as the community policing mini-stations that were established in the 1990s but which have not been fully used in recent years.

**Increasing department capabilities in Spanish language and cultural competency.** Effective communication is fundamental to positive police-community relationships. The PPD has struggled to maintain a demographic and linguistic composition that is reflective of the diverse communities in Pasco. To communicate effectively with its large population of Spanish-speaking residents, the department needs to provide more opportunities and incentives to further officers' Spanish-language capabilities and to attract more Spanish-speaking officers. In addition, more department materials and forms need to be presented in both English and Spanish.

The department must also seek to provide its officers with an understanding of cultural diversity, and along the same lines, the role of implicit bias in policing. Implicit biases develop as a result of our everyday interactions and influences. There are subconscious feelings, attitudes, and stereotypes that elicit positive or negative thoughts about a group. These feelings are not purposefully intended, as explicit biases are, but they can result in discrimination. The science of bias has revealed that everyone has biases regardless of the professionalism they display outwardly. Countering these biases by recognizing them and increasing positive interactions with diverse communities is important to fair and constitutional policing efforts.

**Diversity in the department.** In addition to needing more Hispanic and Spanish-speaking officers, the PPD also faces a severe lack of female sworn employees within the department. This is extremely problematic by industry standards for the department and the community. PPD needs to ensure recruiting efforts include strategies to attract a more diverse set of applicants including women. Strategies such as greater use of social media, targeted advertising, coordination with local civic organizations, and greater community involvement in the hiring process are all recommended.



**Officer training.** While a full in-depth review of policies and procedures was outside the scope of this project, it was necessary for PERF to explore the PPD's recruit and in-service training and their implications for community policing and trust building. PERF's review found that, like police in most agencies across the nation, PPD officers could use more training in how to handle situations like the one they encountered on February 10, 2015.

While PERF recognizes that a positive outcome for everyone is not always possible in every police-community member encounter, officers need to have multiple options and must know how to choose among them when they face a person with a mental illness or other condition that causes them to engage in erratic or potentially dangerous behavior. The PPD needs to emphasize training that focuses on recognizing and responding appropriately to individuals who have a mental illness or may be intoxicated (or both). Officers need additional training on tactical communications and other de-escalation skills so they are versed in strategies that allow them to create time and distance and to reach out for additional resources to help de-escalate these types of situations.

The PPD has already taken a number of steps since the shooting death of Zambrano-Montes to provide additional mental health training to its officers. It is further recommended that the department increase its focus on de-escalation skills training and reinforcing this through its in-service training program.

The PPD is in the process of reviewing and should look to incorporate the recommendations contained in PERF's *Guiding Principles on Use of Force* document, released on March 30, 2016.<sup>4</sup> This document presents 30 guiding principles on police use of force as well as a critical decision-making model for managing critical incidents. These guiding principles are based on 18 months of research and discussion among policing professionals and other experts, and they represent a fundamental shift in how most departments approach use of force policy, tactics, training, and equipment. Adopting these principles takes a comprehensive approach but will help police departments ensure that their culture, policies, and training emphasize the sanctity of all human life, improve officer and community safety, and focus on building trust with the community.

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4. *Guiding Principles on Use of Force* (Washington, DC: Police Executive Research Forum, 2016), <http://www.policeforum.org/assets/guidingprinciples1.pdf>.

**Outreach to specific populations.** Pasco community members want more engagement from the PPD. Focus group participants stressed the desire to see officers interacting with youth and Spanish-speaking populations more often, and many organizations volunteered to assist the department as it works to increase outreach to these segments of the population. One example of community outreach currently in place in Pasco is the Law Enforcement Explorers program. This program is a point of pride for the department. Recommendations for extending its outreach efforts include expanding partnerships and programming with Boys and Girls Clubs and the Police Athletic Leagues; engaging with recent immigrants through programs such as a “New Arrivals Academy;” and continuing to expand and improve the PPD’s use of social media.

## *Conclusion*

Police executives have long recognized that in the aftermath of a critical incident, the community can be your biggest supporter or your biggest critic based on the relationships you have built with residents before the incident occurred. Decades’ worth of credibility and confidence can be lost during one situation that causes the community to lose trust in the department or its leaders.

The recommendations in this report are designed to help the PPD build relationships with diverse segments of the community and to provide specific strategies for improving outreach and training efforts. While the recommendations are tailored for Pasco, they are applicable to police departments of all sizes across the nation. Most important, this report is aimed at helping the PPD and other agencies build and reinforce trust with the community so that if or when a critical incident such as an officer-involved shooting occurs, the police are in a stronger position to manage that incident and sustain their community policing efforts for the long term.

# Introduction

## *Background on Pasco, Washington, and the Pasco Police Department*

Located at the confluence of the Snake and Columbia Rivers in southeastern Washington State, Pasco began as a small railroad town. During World War II, the population doubled in size as a result of wartime activities. After the war, agriculture began to develop rapidly on the land surrounding Pasco, spurred by the Columbia Basin Project, which provided irrigation water to a large portion of land north of the Columbia River. This growth significantly boosted Pasco's population and economy.<sup>5</sup>

With an estimated 2014 population of 68,648, Pasco has doubled in size since 2000, making it the fastest-growing city in the state of Washington. Approximately 55 percent of the population is Hispanic or Latino, 39 percent is White, 2 percent is Black, and 2 percent is Asian.<sup>6</sup> The growing agricultural economy attracted many migrant workers in the years following World War II, which is reflected in the diverse demographic makeup of the community today.

The Pasco Police Department (PPD) has worked to keep pace with its growing and increasingly diverse city. In 1995, the PPD had approximately 35 officers. Today there are approximately 76 officers. Fourteen (18 percent) of those officers are Hispanic, and 18 (24 percent) speak fluent Spanish. This compares with U.S. Census Bureau estimates that more than 50 percent of Pasco residents speak a language other than English at home.<sup>7</sup>

The department has been led by Chief Robert Metzger since October 2011.

Although outside of the technical assistance provided to Pasco, Washington, the shooting death of Antonio Zambrano-Montes prompted several reviews and investigations.<sup>8</sup>

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5. Information on Pasco's history was gathered from interviews with residents, the U.S. Census Bureau, and the City of Pasco's website at "History and Highlights of Pasco," City of Pasco, accessed May 16, 2016, <http://pasco-wa.gov/428/History-and-Highlights-of-Pasco>.

6. "State and County QuickFacts: Pasco (city), Washington," U.S. Census Bureau, accessed May 17, 2016, <http://www.census.gov/quickfacts/table/PST045215/5353545>.

7. Ibid.

8. For more information, see R.D. Maynard, "Case Number 15-05491 PPD," supplemental police report, May 28, 2015, [http://siu15-05491.com/index/Release%2007-01-2015/documents/SIU%20INVESTIGATION\\_ZAMBRANO-MONTES%20RELEASE%207-1-15.pdf](http://siu15-05491.com/index/Release%2007-01-2015/documents/SIU%20INVESTIGATION_ZAMBRANO-MONTES%20RELEASE%207-1-15.pdf); "The Police Policy Studies Council," The Police Policy Studies Council, accessed May 17, 2016, <http://www.theppsc.org/>; American Civil Liberties Union of Washington, *Keeping Everyone Safe: Changes Needed to Pasco Police Practices* (Seattle, WA: American Civil Liberties Union of Washington State, 2016), <https://aclu-wa.org/sites/default/files/attachments/ACLU-WA%20Pasco%20Police%20Report.pdf>.



# 1. Overview of this Project and its Findings

## *Background on the Critical Response Technical Assistance program*

This report was prepared under the auspices of the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS Office). Specifically, this project was conducted through the COPS Office's Critical Response Technical Assistance (CRTA) program, which provides "targeted technical assistance to law enforcement agencies dealing with incidents, events, or sensitive issues."<sup>9</sup> This assistance is provided in the form of peer-to-peer exchanges, strategic plan development, and facilitated conversations, among other strategies.

The COPS Office asked the Police Executive Research Forum (PERF) to facilitate training and provide technical assistance to the Pasco Police Department (PPD) after receiving a request from PPD. PERF was asked to provide services to the PPD to assist in strengthening police-community relationships and expanding community policing in the aftermath of the February 10, 2015 officer-involved shooting of Antonio Zambrano-Montes.

## *Scope of work*

At the heart of this project is promoting police-community relationships and improving the PPD's credibility in the Spanish-speaking community to help prevent another such incident in the future.

The scope of this technical assistance was limited to relationship-building strategies that may help prevent another incident like this in the future. The overarching goal of this technical assistance was to identify ways to expand community policing in Pasco, particularly through the adoption of procedural justice strategies and enhanced social media outreach.

## *Assistance provided*

The COPS Office requested that PERF provide immediate training and technical assistance to the PPD to help ensure the department's response in the aftermath of the shooting was based on best practices. Immediately following this type of incident, it is critical that departments reflect a willingness to work with the community and be transparent about the investigative process. The trainings and dialogues facilitated by PERF with the PPD and community leaders were designed to assist the department in demonstrating that willingness to the community members of Pasco.

- **Training**

A key purpose of the CRTA program is to provide immediate assistance in the form of training. The COPS Office, through PERF, provided two on-site training programs as a part of the CRTA program. These trainings were designed to provide officers with tools and techniques to improve daily interactions with all community members in Pasco.

1. **Coffee with a Cop.** The first training was on the "Coffee with a Cop" program. On May 26–27, 2015, Captain Keith Kauffman and Sergeant Robbie Williams of the Hawthorne (California) Police Department traveled to Pasco and met with members of the PPD to conduct the nationally-recognized Coffee with a Cop training. This program focuses on building relationships between the police and the community

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9. "Critical Response," Office of Community Oriented Policing Services, accessed May 17, 2016, <http://www.cops.usdoj.gov/Default.asp?Item=2806>.

## PPD Officers Participate in Community Outreach Through “Coffee With a Cop” Events



A PPD officer meets with community members during a Coffee with a Cop event

Photo courtesy of Pasco Police Department Facebook page

On May 27, 2015, the PPD hosted its first Coffee with a Cop event. At this event, there were four or five protesters standing outside of the McDonald’s with signs relating to the shooting of Antonio Zambrano-Montes. The protesters entered the restaurant and spoke with the Pasco officers and Chief Robert Metzger. The Pasco officers spoke candidly with the protesters for approximately 30 minutes over coffee. The PPD has since hosted three additional Coffee with a Cop events.\*

\* For more information on the Coffee with a Cop training, see appendix B on page 41.

through informal, personal interactions—over a cup of coffee.<sup>10</sup> The representatives from the Hawthorne Police Department spent one day training officers on effective communication strategies such as maintaining eye contact and personal space, positive facial expressions, and controlling voice tone. On the second day, the PPD held its first Coffee with a Cop event at a local McDonald’s restaurant.

2. **Procedural justice.** The second training was a procedural justice program. On September 15–17, 2015, trainers from the King County (Washington) Sheriff’s Office and the University of Illinois at Chicago (UIC) Center for Public Safety and Justice traveled to Pasco to conduct training for PPD officers and supervisors. The first day of training was specifically for supervisors, in a course called “Procedural Justice for Law Enforcement Agencies: Organizational Change through Decision Making and Policy.” Line officers were divided into two groups, and each group attended a class entitled “Procedural Justice for Law Enforcement” on one of the next two days. Training consisted of discussions about community policing, internal and external procedural justice, and how these concepts all relate back to officer safety. Instructors used a variety of teaching strategies including videos, lectures, and group discussions.<sup>11</sup>

- **Technical Assistance**

Another part of the CRTA program is to assist departments by providing both short- and long-term technical assistance through peer exchanges, facilitated conversations with community stakeholders, strategic planning development, and targeted reviews and analysis to produce recommendations. In Pasco, this effort focused on three key areas.

1. **Peer-to-peer assistance.** PERF and the COPS Office facilitated offsite peer-to-peer assistance by hosting two conference calls of law enforcement executives who have dealt with situations similar to the shooting death of Zambrano-Montes and its aftermath. The purpose of these calls was to advise Pasco police leaders of the challenges faced, best practices followed, and lessons learned from these other cities. The first of these calls was designed to help the PPD prepare for mass demonstrations, including the possibility of demonstrators from across the nation converging in Pasco (see appendix A on page 37). The second call convened a small group of law enforcement executives who have recently concluded internal reviews of controversial use of force incidents.
2. **Strategic planning assistance for community policing.** PERF and the COPS Office worked to initiate conversations with the police department, local Hispanic leaders, and other community stakeholders on how to build relationships and improve community policing and other collaborative efforts.

10. “Coffee with a Cop” (see note 3).

11. For more information on the procedural justice trainings, see appendix C on page 43.



## Law enforcement leaders from across the nation provide expert advice and guidance to PPD officials

On July 14, 2015, PERF hosted a peer-to-peer conference call to allow the PPD to tap into the experience of some of the nation's top law enforcement leaders from Chicago, Los Angeles, Philadelphia, Seattle, and other cities. These leaders discussed many important aspects in preparing for mass demonstrations and protests. Advice included the following:

- Use social media to communicate during a demonstration. "Identify which groups you had in past protests and see which groups are going to attach themselves and try to come to your city with a different agenda. Really research that to try to get a good read."
- Preparation. One chief recommended speaking with the city's public works department and local construction companies to clear streets of debris before a demonstration occurs so that lumber, for example, is not available to be used to break windows and trash is not available to fuel fires if rioting occurs.
- Communication with the community. "Talk, talk, talk, and more importantly, listen, listen, listen."
- Communication within the department. "I would be having conversations with them and soliciting ideas from them so they feel engaged. The more conversations you can have about the process, internally and externally, the better."
- Mutual aid agreements with other law enforcement agencies. One chief highlighted the need to have mutual aid agreements in place with other agencies. In Pasco, it was suggested that the Washington State Police, Spokane Police Department, and Seattle Police Department should be asked for help as needed.
- Use a tiered approach. One chief said that in order to keep tensions low during a large-scale demonstration, a tiered or graduated approach should be used in which officers deployed first have a "soft" appearance free of riot gear and heavy weaponry.\*

\* For more information on the peer-to-peer assistance provided, see appendix A on page 37.

Using the information gathered from the dialogues with police and community leaders, the CRTA team developed a series of recommended strategies for building and maintaining community policing in Pasco, which included a significant focus on strategies for developing outreach to Spanish-speaking communities.

3. **Social media communications.** The COPS Office requested specific assistance in helping the PPD to use social media to better engage the community, especially the city's Spanish-speaking population. COPS Office Fellow Sergeant Chris Cognac of the Hawthorne (California) Police Department began working with the PPD in April 2015 to bolster its social media presence. With Cognac's assistance, the police department created Facebook and Twitter pages in English and Spanish.

Sergeant Cognac continues to maintain contact with the department, providing advice and guidance on how to create and effectively use social media platforms. As part of the technical assistance provided to PPD, PERF consulted with Sergeant Cognac, reviewed national best practices and model policies, and monitored the PPD's progress to create a comprehensive social media strategy for the department to use in expanding its current online efforts and outreach.

The CRTA approach used to develop the findings and recommendations of this report incorporates multiple methodologies for the collection of information. These include interviews of city and police officials and community leaders; collection, review, and analysis of available documents related to community policing; and on-site observations. PERF and the COPS Office coordinated with the PPD to gather input from diverse community groups and constituencies, to facilitate focus groups, and to involve representatives from these groups in the process for developing recommendations.

The principal goal of these efforts was to assist the PPD in creating a comprehensive approach to community policing.

## PPD Expands Community Outreach Through Social Media

Since PPD's Facebook and Twitter pages initially launched in April 2015, the department has expanded its expertise with these platforms, and the results are evident in the quantity and quality of material posted. Following are suggested areas to build on the progress made by PPD officers and to construct a policy and strategy to make this presence sustainable.\*

- Institutionalizing social media in the department. The PPD should determine how it can best use social media given the size and available resources of the agency. There are many platforms on the Internet that are considered social media. The PPD should consider which sites would most effectively carry out its goals.
- Communicating messages of the department. Agencies can use social media such as Twitter and Facebook to communicate important information to the community. Social media can also provide an avenue for collaborative problem solving.
- Investigations / Intelligence. The PPD should develop a policy that clearly defines how investigators can gather evidence or intelligence from social media without violating individuals' privacy and civil liberties.<sup>†</sup>
- Community outreach. Law enforcement agencies can use social media to improve communications, provide access to information, and foster transparency.<sup>‡</sup> The PPD conducted a virtual ride-along in July 2015, employing the Tweet-along technique. Comments online indicated that community members enjoyed this event. The PPD should continue to host virtual ride-alongs as a way to engage community members and demonstrate the realities of patrol.
- Recruitment. To help interested applicants find and apply for jobs with the PPD, a section of the PPD website should be dedicated to recruitment and employment opportunities for sworn and civilian personnel. The PPD should clearly outline city and state requirements and attributes that are potential or automatic disqualifiers. The PPD should create and continually update videos for recruitment that accurately portray and promote the department's commitment to community policing. The department's social media platforms should be used to drive traffic to the recruiting website.

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\* The social media strategy is included as appendix D (page 45).

† *Developing a Policy on the Use of Social Media in Intelligence and Investigative Activities: Guidance and Recommendations*, Global Justice Information Sharing Initiative (Washington, DC: Global Advisory Committee, 2013), <http://www.iacpsocialmedia.org/Portals/1/documents/SMInvestigativeGuidance.pdf>.

‡ Mary Lou Leary and Mary Rappaport, *Beyond the Beat: Ethical Considerations for Community Policing in the Digital Age* (Washington, DC: National Centers for Victims of Crime, 2008).

## *Interviews, focus groups, and observations*

PERF's technical assistance efforts included two site visits. During these visits, PERF and COPS Office personnel met with police department officials, city officials, and community stakeholders to gain insight into the department's community policing strategies and tactics and any specific issues or concerns. The interviews and focus groups took place June 25–26 and September 15–16, 2015, at which time the site team met with more than 50 individuals. The site team included PERF staff members and former San Jose (California) Police Chief Robert Davis from Hillard Heintze, a Chicago-based law enforcement consulting group.

During these visits, the project team met with the following government officials and community leaders individually or in focus group settings, as appropriate:

- Pasco City Manager
- Pasco Police Chief
- Senior leaders of the PPD
- The PPD Citizens' Advisory Committee
- PPD employees, sworn and civilian, at all ranks and positions
- Consejo Latino, a community organization in Pasco
- The Washington State Commission on Hispanic Affairs
- The Mexican Consulate Office in Seattle
- Faith leaders
- Local business owners
- Other Pasco officials and community leaders

## *Review of documents*

The technical assistance PERF provided focused on community policing in Pasco. An in-depth review of departmental policies and procedures was beyond the scope of this project. However, because officer training is so closely related to how a department approaches community policing and builds community trust, a limited review of Washington State recruit training and PPD in-service training was conducted to better understand the training officers receive on community policing and how officers are instructed to respond to critical incidents. The following documents were obtained and reviewed:

- In-service training memo schedules for every session from January 1, 2015 to October 7, 2015
- Washington State Criminal Justice Training Commission Basic Law Enforcement Training Academy Syllabus (July 2010–current)

In addition, the project team asked to review PPD's policies and procedures related to community policing and engagement, but the department did not have specific written documents on these topics.

The rest of this report focuses on the assistance provided in support of developing a comprehensive approach to community policing for the PPD and recommended next steps for moving forward.



## 2. Recommendations and Next Steps for Advancing Community Policing in Pasco

The fatal shooting of Antonio Zambrano-Montes and the community reaction that followed underscored the need for the Pasco Police Department (PPD) to commit to community policing as a department-wide philosophy. This has a number of significant implications for department policies, practices, and training.

As many law enforcement agencies nationwide have recently discovered, a controversial use of force incident—in particular one captured on video—can have an immediate and dramatic negative impact on community trust and community policing. Thus, agencies must redouble their efforts to restore trust in the aftermath of such an incident.

As important, incidents of this kind also underscore the importance of developing and sustaining strong relationships with the community *before a critical incident occurs*. Ongoing efforts to build trust and develop partnerships with the community create a reservoir of good will, credibility, and confidence that can be tapped in the event of an officer-involved shooting or similar incident. Embracing community policing as a philosophy and practicing that philosophy day in and day out can go a long way toward developing the types of relationships that will help police departments and communities weather unforeseen controversies.

In the months since the shooting death of Zambrano-Montes, PPD leaders have taken several important steps, including sending officers to mental health training, implementing social media outreach, expanding outreach to local faith-based organizations, and working collaboratively with the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) through its Critical Response Technical Assistance (CRTA) program.<sup>12</sup> Through CRTA, Pasco police officials have participated in a series of training programs to help encourage more positive, informal community interactions. These training programs have provided officials with strategies they can use to build relationships with minority community members on a daily basis. The training also explained procedural justice concepts to ensure that official interactions with community members strengthen, not weaken, these relationships.

However, to provide a series of trainings without the underlying guidance needed to sustain these strategies for the long term would be stopping short of the goal of the program. CRTA is designed not only to deliver immediate assistance but also to provide agencies with a roadmap for maintaining their progress and building on initial efforts. That is why advancing community policing within the PPD is so important.

Project findings were used to construct recommendations to strengthen the department's community policing efforts. The rest of this report provides the CRTA program's recommendations and next steps for the PPD as it continues to transform its approach to community policing with the goal of partnering effectively with all of its diverse communities. These recommendations are applicable to any agency seeking to strengthen its policies and improve its overall practice of community policing.

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12. "Pasco Police Department Internal Investigation Related to Feb. 10 Shooting," press release, City of Pasco, September 23, 2015, <http://www.pasco-wa.gov/DocumentCenter/View/55869>.

## *Institutionalizing community policing throughout the department*

Community policing is an organizational philosophy that encompasses all aspects of policing; it is not merely an isolated program or event. This philosophy is based on three core concepts: community partnerships, problem solving, and organizational change.<sup>13</sup> For a law enforcement agency to truly practice community policing, these three concepts must permeate the entire agency's operations and must be supported by policies, performance measures, and systems that reinforce the concepts. These concepts apply not only to interpersonal encounters but also to agency priorities, culture, and decision making on issues such as how it allocates its resources and how policies are written and applied.

It is important to note that it is now widely accepted that agencies must maintain an ongoing focus on these issues to preserve police-community relationships. That means that these principles are reinforced on a daily basis and at all levels of the agency's operations, both internally (within the agency) and externally (in encounters between officers and community members).

Controversial use of force incidents can cause community members to question the accountability and the legitimacy of the police, undermining the community's trust in their police department. When a community begins to lose trust in their police, residents are less likely to work in partnership with the police, which can corrode the relationships needed to make policing successful. Without public trust, law enforcement agencies will struggle to form community partnerships, thus limiting the ability of officers to problem-solve with residents. It is necessary to rebuild community trust after a controversial incident through a demonstrated commitment to community policing, emphasizing transparency and information sharing with the public.

The shooting death of Zambrano-Montes emphasized the importance of revamping and revitalizing Pasco's community policing efforts. Some focus group members mentioned they are unhappy with the way the incident was handled and would like to see more outreach and communication from the police department. Several community groups expressed a willingness to help rekindle those relationships with the PPD, and department personnel expressed an interest to move forward and grow.

The project team identified the following findings and recommendations to help the PPD ensure a full commitment to a community policing philosophy and institutionalize the approach in its daily practice moving forward.

### **Finding 1**

#### **Some parts of the community believe that the PPD is in denial about the challenges stemming from the fatal shooting of Antonio Zambrano-Montes.**

As reflected in several of PERF's meetings with community stakeholders, there were strong feelings of frustration about how the shooting was handled by the police department. While community members acknowledged that it takes time to conduct investigations, some did not have a clear understanding of the investigative process.

Some community members also said they felt the department did not understand the impact of the shooting on a large segment of the Pasco community. Several community members wished for better communication and release of information that would indicate that the department recognized the seriousness of the incident. Some remarked that there seemed to be little sense of accountability on the part of the PPD for the events of February 10, 2015 or for the conduct and transparency of the internal investigation.

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13. *Community Policing Defined* (Washington, DC: Office of Community Oriented Policing Services, 2014), <http://ric-zai-inc.com/Publications/cops-p157-pub.pdf>.



Other members of the community disagreed with these sentiments. These individuals were satisfied with the information released through the Franklin County Prosecutor's Office, believed the department acted appropriately, and did not have any issues with how the investigations were conducted. They expressed hope that Pasco could become a national model for how to handle critical incidents based on the actions taken by the department in the immediate and continuing aftermath of the incident.

Better communications from law enforcement leaders to all segments of their communities following a critical incident is one of the post-Ferguson best practices that has emerged in the policing profession. Many police executives speak of the need to release information as quickly as possible following a controversial shooting or other incident, in order to demonstrate transparency and build community trust.<sup>14</sup> Having accurate and timely information can help members of the community approach the situation knowledgeably, and everyone will appreciate the ability to discuss the incident openly and candidly.

### **Recommendation 1.1**

***The PPD must clearly state its commitment to community policing as defined by the President's Task Force on 21st Century Policing.***

The PPD should formally commit to community policing in its mission and values statements and update its official written agency policy to recognize the importance of the core values of procedural justice to community policing. The core values of procedural justice include fairness, respect, transparency, and accountability. To fully implement community policing, all of the PPD's internal and external operations must reflect these values. The department should use the *Final Report of the President's Task Force on 21st Century Policing*<sup>15</sup> as a guide for developing the specific language for updating these policies and statements and to provide department officials with the guidance needed to implement the rest of the recommendations provided in this document. The new policy statement should refer personnel to the department's comprehensive plan.

### **Recommendation 1.2**

***The PPD should develop a comprehensive community policing strategy and implementation plan.***

The PPD's comprehensive community policing strategy should define what community policing means in Pasco and spell out the organizational and operational elements of that strategy and how they will be accomplished. The implementation plan should keep in mind the operational realities of policing in Pasco and detail the training that will be provided to officers. It should define the activities and outcomes personnel will be held accountable for and how their performance will be measured and evaluated. The plan should detail how the core principles of procedural justice will provide the foundation of the PPD community policing strategy and implementation plan, and the PPD should work with a wide range of community stakeholders, such as its advisory committee and others, to draft and review these documents.

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14. See, for example, Institute for Intergovernmental Research, *After-Action Assessment of the Police Response to the August 2014 Demonstrations in Ferguson, Missouri*, Critical Response Initiative (Washington, DC: Office of Community Oriented Policing Services, 2015), 93–95, <http://ric-zai-inc.com/Publications/cops-p317-pub.pdf>; "Releasing the Name of an Officer and Other Critical Information," *Defining Moments for Police Chiefs* (Washington, DC: Police Executive Research Forum, 2015), 9–17, <http://www.policeforum.org/assets/definingmoments.pdf>.

15. President's Task Force on 21st Century Policing, *Final Report of the President's Task Force on 21st Century Policing* (Washington, DC: Office of Community Oriented Policing Services, 2015), [http://www.cops.usdoj.gov/pdf/taskforce/TaskForce\\_FinalReport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf).

## Finding 2

### **There are many partners within the community who are available and willing to assist the police department in many capacities including outreach and engagement.**

Through focus groups and other discussions, a number of organizations (including several new organizations) offered to assist the PPD in any way they could. Members of these organizations noted they had not been approached in the past for partnerships or assistance requests from the department, but they would respond positively if this were to occur. These organizations would be excellent partners to reach some of the more isolated and underserved segments of the community.

#### **Recommendation 2.1**

*The PPD should engage with both internal and external constituencies to explain what community policing and procedural justice mean in the PPD and to seek input.*

To promote cultural change within the department, PPD leaders must hold internal dialogue sessions with their members to discuss what community policing and procedural justice mean and how they can be implemented in the PPD. In addition, the department's mission and values statements and community policing philosophy should be constantly reinforced in agency directives, correspondence, and other communications. To promote community understanding and buy-in, the PPD must go through a similar process with the community, explaining and reinforcing the principles of community policing and procedural justice and seeking the public's feedback and input.

#### **Recommendation 2.2**

*The PPD should improve transparency and accountability in part by expanding and diversifying its community advisory committee and giving its members new roles and responsibilities for advancing community policing.*

The PPD already has some elements of this concept in place, including a Citizens' Advisory Committee that was established in 1997<sup>16</sup> and, more recently, an informal advisory group of local faith leaders created in the summer of 2015 with the goal of "improving relations and understanding."<sup>17</sup> While these efforts are laudable, the PPD should take the ideals of transparency, accountability, and community engagement to the next level.

This can be achieved, first by renaming the Citizens' Advisory Committee to the Community Advisory Committee (CAC). This would help send the message that the PPD welcomes input and support from all elements of the community, not just those who are U.S. citizens. In addition, the PPD should look to recruit new members to the CAC, to ensure that all segments of Pasco's diverse community have a seat at the table. Many members of the current advisory committee have been on the panel for 10 years or more, and key populations are missing from its membership, including migrant workers and youth.

Finally, the role of the CAC should be expanded beyond its current mission to "address community concerns and assist in developing strategies for implementation of Community Oriented Policing components." The CAC should be tasked with helping the PPD develop and write its mission and values statements and formulate its community policing strategy and implementation plan and should have input on key department policies. CAC members could also be more directly involved in the PPD's recruiting and hiring processes to help ensure a diverse pool of candidates who possess the character traits and skills that the community is looking for in its police officers.

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16. "Citizen's Advisory Committee," City of Pasco, accessed May 17, 2016, <http://www.pasco-wa.gov/759/Citizens-Advisory-Committee>.

17. "Pasco Police Department Internal Investigation" (see note 12).

## Procedural Justice and Police Legitimacy

The concepts of procedural justice and police legitimacy are at the heart of modern community policing. But just what do these terms mean? And how do they apply to the situation in Pasco?

The *Final Report of the President's Task Force on 21st Century Policing*, which is based on testimony from a wide range of experts and stakeholders from around the nation, specifically discusses the importance of procedural justice and legitimacy in policing. There are four components of procedural justice in the context of policing.

1. Fairness. Police should treat others neutrally and without bias and should apply rules consistently.
2. Respect. Police must treat people with dignity.
3. Voice. Police should give community members an opportunity to be heard, to “tell their side of the story.”
4. Trustworthiness. People react favorably when they believe the police are benevolent, caring, and sincerely trying to do what is best.\*

Legitimacy flows from procedural justice. When community members feel that the police are treating them in a procedurally just manner, they are more likely to view the police as a legitimate authority and a trusted partner. When that happens, residents are more inclined to accept and follow police directions and also to assist and partner with the police in community policing and problem-solving efforts. That is why the dual concepts of procedural justice and legitimacy are so fundamental to the practice of community policing.

“In essence, legitimacy and procedural justice are measurements of the extent to which members of the public trust and have confidence in the police, believe that the police are honest and competent, think that the police treat people fairly and with respect, and are willing to defer to the law and to police authority.”<sup>†</sup> Community members make their own judgments about whether officers’ actions, including their uses of force, are “legitimate.” Police agencies must understand and acknowledge these judgments, because the success of an agency depends in large part on the public’s willingness to cooperate and work with the police.

These principles should be evident in policy, department systems and processes, and training. It is important that agencies ensure their policies and training are consistent with one another and that both are reinforced in daily practice. This is especially important with regard to police encounters with persons with behavioral health issues and police use of force.

Ideally, policies will include language that enables the department to create indicators and mechanisms for assessing community policing performance. Personnel evaluations, for example, should be based on the community policing activities that are expected of an officer. First-line supervisors should establish clear expectations for community interactions and problem solving on a daily basis. Officer performance measurement systems should include indicators of activities that support community policing such as the time an officer spends working with community members to remedy a problem that facilitates crime or that detracts from quality of life in a neighborhood.

A useful resource when exploring policy and procedure changes is the community oriented policing checklist. Two leading researchers in the field of community policing developed a checklist to assist departments in gauging progress and effectiveness of community policing initiatives. The checklist includes questions related to values and mission, ethics, management and top command, the role of line officers, information management, and more. This checklist can be used as a point of reference to gauge current actions and as ideas for additional efforts.<sup>‡</sup>

\* Tom R. Tyler, “Enhancing Police Legitimacy,” *The Annals of the American Academy of Political and Social Science* 593, no. 1 (May 2004), 84–99, doi: 10.1177/0002716203262627.

† Craig Fischer, ed., *Legitimacy and Procedural Justice: A New Element of Police Leadership* (Washington, DC: Police Executive Research Forum, 2014), 2, [http://www.policeforum.org/assets/docs/Free\\_Online\\_Documents/Leadership/legitimacy%20and%20procedural%20justice%20-%20a%20new%20element%20of%20police%20leadership.pdf](http://www.policeforum.org/assets/docs/Free_Online_Documents/Leadership/legitimacy%20and%20procedural%20justice%20-%20a%20new%20element%20of%20police%20leadership.pdf).

‡ Gayle Fisher-Stewart, *Community Policing Explained: A Guide for Local Governments* (Washington, DC: Office of Community Oriented Policing Services, 2007), <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P136>.

## Measuring Effectiveness in Community Policing

Community policing success can be difficult to measure. PERF recommends reviewing *Community Policing Explained: A Guide for Local Governments*\* for ideas on how to measure community policing initiatives. This document, written by the International City/County Management Association and the COPS Office, provides information for communities seeking to further explore community policing. It offers guidance on how to tailor community policing to local needs and resources.

The Pasco Police Department (PPD) should implement strategies for measuring community policing effectiveness, including the following:

- Track different indicators of community policing, such as solutions (programs, events, etc.) that have been implemented, quality of police-community relationships, types of problems solved, employee satisfaction, crime patterns, and citizen complaints about police.
- Set measurable, attainable goals and objectives that are in line with the department's mission and vision statements.
- Choose specific community policing performance measurements. Track the outcome of specific programs and initiatives and note how the outcome was obtained. Recording the outcome as well as the process for a given program or strategy allows the department to assess what works and what doesn't, making it easier to replicate or alter initiatives in the future.
- Conduct surveys at least once a year on indicators of community policing.<sup>†</sup> Use community resources, such as organizations and churches, to distribute and gather the surveys.
- Track case clearance rates (based on the idea that an engaged community will provide detailed information to officers and detectives investigating crimes).
- Maintain a clearly defined and funded community involvement program, like the PPD's citizens academy.<sup>‡</sup>

Another method to continually gauge the success of community policing initiatives is to add community engagement and problem-solving techniques to internal discussions about crime issues and strategy. By routinely discussing crime issues and strategies to engage community members in solving those issues, officers will be better prepared to work collaboratively with community members to address problems. In addition, officers will be able to bring problems with community engagement to the attention of supervisors, managers, and command staff.

In addition, the PPD should address barriers that prevent officers from proactively engaging with the community. For example, officers may feel that they do not have time or permission to walk through businesses or stop by schools just to check in and talk. Openly discussing barriers such as these can help address obstacles and lead to more opportunities for community policing engagement. This also helps to ensure that expectations and performance management measurements are reasonable and attainable.

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\* Gayle Fisher-Stewart, *Community Policing Explained: A Guide for Local Governments* (Washington, DC: Office of Community Oriented Policing Services, 2007), <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P136>.

<sup>†</sup> The PPD has been tracking community sentiment through surveys conducted at the city level. The COPS Office has a community survey available in both English and Spanish: "Community Survey on Public Safety and Law Enforcement" (Washington, DC: Office of Community Oriented Policing Services, 2014), <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0743>; "Community Survey on Public Safety and Law Enforcement - en Español" (Washington, DC: Office of Community Oriented Policing Services, 2016), <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0807>.

<sup>‡</sup> The team did not evaluate the academy, but having a community academy is generally a good practice.

### **Recommendation 2.3**

*The PPD should use the release of this report as an opportunity to increase its transparency and accountability to the community by establishing a mechanism for routinely updating the community on the department's progress in implementing these recommendations.*

Since the shooting of Zambrano-Montes, the PPD has made a concerted effort to release updates on its efforts to improve communications and relationships in the community. The PPD should continue this practice by adopting these recommendations and reporting back to the community on its progress in implementing them as major milestones are achieved.

### **Finding 3**

**Officers and sergeants who participated in training sessions see the events surrounding the shooting death of Zambrano-Montes as an opportunity to improve and grow as a department.**

The shooting of Zambrano-Montes was a tragic event. Many members of the PPD acknowledge this and have taken advantage of the services and trainings offered to them as a result of this tragedy. Officers and sergeants expressed the desire to improve the department and grow as a team. This incident exposed deficits in community engagement, and the department wishes to work toward addressing those and building a stronger community. Immediate steps taken include PPD's outreach to the COPS Office for assistance and participation in the CRTA program and its trainings. In addition, the department has indicated a commitment to sending officers to additional trainings, such as Supervisor's Response to Critical Incidents.<sup>18</sup>

### **Recommendation 3.1**

*The PPD should ensure that under its community policing philosophy, patrol officers are actively engaged in outreach and partnership efforts.*

The PPD has a number of individual community policing initiatives in place, including Business Watch and Neighborhood Watch programs. But these are generally considered to be the purview of the Crime Prevention Unit, not regular patrol officers. Under true community policing, all officers—and especially the officers who regularly patrol particular communities—should be instructed to stop and engage with business owners and neighborhood leaders who participate in the Business Watch and Neighborhood Watch Programs. Officers can also stop by businesses and neighborhoods not participating in the programs to introduce themselves, discuss issues, and encourage these communities to participate in the programs. While limited resources can make this more challenging for some agencies, police departments that have committed to this approach have been successful at developing creative solutions, such as requiring brief 10-to-15-minute walking beats or school or business walkthroughs in specific locations for officers during each shift. Not all officers may have a walking assignment depending on staffing or the volume of calls during the shift, but these become the exception rather than the rule.

One opportunity for increasing community engagement would be for officers on patrol in these areas to briefly check in with the landlords and talk with residents. For example, Pasco officers meet every six months with the landlords participating in the Crime-Free Multi-Housing Program. These informal discussions build rapport and offer a chance for officers to learn about issues. They can also be used as an opportunity to present the program to owners or managers of other properties and to encourage their participation.

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18. Sergeant Brian Vaught, training memo to Squad Supervisors, August 6, 2015, internal document.

Regular, informal outreach and engagement are at the heart of true community policing that is anchored by procedural justice. The PPD's community policing strategy and implementation plan should direct patrol officers to engage in these activities as opportunities present themselves. In addition, supervisors should support and enable engagement activities by the officers they supervise, and officers should be evaluated and rewarded on how well they perform these activities.

### **Recommendation 3.2**

*The PPD should increase its use of liaison officers who have trust and rapport with the predominantly Spanish-speaking communities to partner with other officers working in these areas. Liaison officers can work with their peers to help break down language and cultural barriers and build cultural understanding, trust, and collaborative relationships in the community.*

The PPD currently has a handful of officers who have developed a strong rapport with Hispanic and Spanish-speaking community members. The department should more effectively use these and additional officers who have built relationships with community members, especially in Pasco's largely Hispanic neighborhoods. These officers can introduce other officers to key stakeholders and help familiarize them with the main issues in the community. All levels of the department should also support and emphasize proactive work in predominately Spanish-speaking neighborhoods and other areas in need of police outreach. This focus should also be consistently reinforced by top leaders. These strategies can help officers build confidence in their interactions with the community by establishing an initial rapport with the key community members and continued engagement through different activities and events.

### **Recommendation 3.3**

*The PPD should repurpose its "mini-stations" to be used by the entire department and community in support of community policing.*

In the mid-1990s, the PPD established four mini-stations "with the purpose of creating a more personalized relationship between the community and the police department."<sup>19</sup> The stations were intended to provide an opportunity for residents to approach an officer designated to their neighborhood with concerns and questions specific to that area. The idea was to allow officers to provide specifically tailored services based on the needs of each specific neighborhood.

As of September 2015, only two of the mini-stations were currently staffed by an area resource officer, and the original purpose and potential of the mini-stations have not been achieved.

These mini-stations provide a unique opportunity to enable officers to interact with members of the particular community they serve. The PPD needs to increase the use of existing stations to maximize these interactions. For example, the department could hold roll calls at the mini-stations and invite community members to listen and contribute. The department should host regular "meet and greet" sessions at the mini-stations with community members and the officers who serve that area several times a year. In addition, the PPD should encourage community groups to partner with the mini-stations. For example, mini-stations could be used as stops on a trick-or-treat route or as recruiting stations.

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19. "Mini-Stations," City of Pasco, accessed May 17, 2016, <http://www.pasco-wa.gov/388/Mini-Stations>.

### **Recommendation 3.4**

*The PPD should fully coordinate its social media efforts with its community policing strategy.*

In police departments across the country, the use of social media has become a key element of both community engagement and problem solving. In late 2015 and early 2016, the PPD has made important progress in developing its presence on Twitter and Facebook. Moving forward, the department should ensure that its social media efforts directly support the goals and priorities of its community policing strategy. For example, if a particular focus of community policing is on preventing auto theft, then social media content should emphasize auto theft prevention. Similarly, the PPD should ensure that it is using its social media platforms to provide timely information and demonstrate transparency during critical incidents and other emergencies. (See appendix D on page 45 for social media strategy recommendations proposed for the PPD.)

### **Recommendation 3.5**

*The PPD should continually measure and gauge the effectiveness of its overall community policing strategy and specific community policing initiatives.*

The PPD should review current community policing initiatives and new approaches after their implementation to ensure these initiatives are beneficial to the community and in line with the goals of the department. If a strategy is not proving to be as effective as desired, the PPD should use community feedback and measurements to adjust the initiative accordingly. For more information and tips on how to gauge the success of community policing approaches, see the sidebar “Measuring Effectiveness in Community Policing” on page 14.





### 3. Increasing Department Capabilities in Spanish Language and Cultural Competency

The U.S. Census Bureau<sup>20</sup> reported in 2014 that approximately 55 percent of Pasco's population is Hispanic; however, fewer than 20 percent of Pasco Police Department (PPD) officers are Hispanic and 24 percent speak fluent Spanish.<sup>21</sup>

The project team identified the following finding and recommendations to help the PPD better incorporate Spanish language and culture into the department.

#### Finding 4

**There is a need for further Spanish-language capabilities within the police department.**

The PPD's demographics are not representative of the Pasco community. Without more Spanish-speaking officers, it is often difficult for the department to communicate with many community members who speak only Spanish or are more comfortable conversing in Spanish. In addition, many community members mentioned that forms, crime prevention documents, and other community outreach materials were not available in Spanish. There was a desire by focus group participants to see the department expand officers' Spanish-speaking capabilities as well as the department's communication efforts to effectively serve the entire community.

#### Recommendation 4.1

*To demonstrate a commitment to transparency and dedication to the community, the PPD should present all information, forms, documents, and communication in both English and Spanish.*

Transparency and accountability in the field of policing mean that information must be shared openly and must be accessible to as many constituencies as possible. This is especially important in Pasco, where Census figures indicate that a language other than English is spoken in more than half of the city's households.

Recognizing the importance of ensuring that information is accessible to the Spanish-speaking community, the City of Pasco began releasing its bimonthly newsletter, *The Pulse*, in Spanish as well as English in August 2015. In addition, the PPD released the internal investigation results of the shooting of Zambrano-Montes in English and Spanish, as did the prosecutor's office with his charging decision. The independent investigator's report was translated into Spanish as well.

While these steps represent progress, PERF staff still heard from many community members during meetings and focus groups that not all of the forms and information from the PPD were available in both English and Spanish. All department forms and official communications need to be available in Spanish to maintain effective communication with all members of the Pasco community. It is important that correspondence responding to inquiries or complaints from community members be provided to the individuals in the language they used themselves. Both English and Spanish versions of all forms (and especially complaint forms), informational and educational materials, and basic department policies (to the extent possible) should be displayed prominently so they are accessible by all residents.

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20. "State and County QuickFacts: Pasco (city), Washington" (see note 6).

21. The department has 14 Hispanic officers and 18 Spanish-speaking officers. It should be noted that not all Hispanic officers speak Spanish, and not all Spanish speakers are Hispanic. However, in focus groups the project team heard that a portion of the population is uncomfortable speaking with a Hispanic officer who doesn't speak Spanish or a non-Hispanic Spanish-speaking officer.

### **Recommendation 4.2**

*The PPD should actively work to increase the number of officers who are fluent in Spanish.*

PPD has 18 officers (24 percent) who have tested fluent in Spanish. To increase that number, PERF recommends offering incentives for individuals who take Spanish classes and become fluent. Currently, the department offers pay incentives for those who are fluent in Spanish. This could be extended, on a smaller grade, to officers actively and consistently taking Spanish language classes. The department could also consider paying for classes or providing Spanish language classes to officers to help offset the cost of learning the language.<sup>22</sup>

The department can help officers develop their Spanish language skills by providing opportunities for immersion into Spanish-speaking communities. Events and programs in these neighborhoods can help officers build their language skills while they also build relationships with the community. Immersion is one of the most effective ways to learn a new language; this technique would also allow for officers to learn slang and cultural nuances used by members of Pasco's Spanish-speaking community. Officers could experience Spanish immersion by participating in walking beats in predominately Spanish-speaking neighborhoods or by conducting briefings or roll calls in both English and Spanish.

### **Recommendation 4.3**

*The PPD should promote the use of its language translation services through its Language Line.*

When reviewing policies, the department should ensure written directives instruct officers on how to act in situations with language barriers.<sup>23</sup> Language Line services can be especially helpful in providing police officers with interpreters in a variety of languages at any time of the day. This translation service can assist officers when a Spanish-speaking officer is unavailable, allowing them to provide immediate assistance and service.

### **Recommendation 4.4**

*The PPD should ensure that community programs are accessible to the Spanish-speaking community.*

The PPD has built a reputable citizen's academy to present members of the community with information about the department and how it operates. In February 2016, the PPD announced the adaptation of this curriculum to a Spanish language only academy. This is an important step. The Spanish-speaking community is a unique population that may shy away from the traditional citizen's academy because of language barriers but that could benefit from specifically tailored information. The Spanish language academy will help the department reach a larger portion of the community and to pass on critical information such as how to report a crime and why it is important to report crimes even if you remain anonymous.

PERF recommends that the PPD continue to expand efforts to reach as many individuals as possible who may be interested in future sessions of the Spanish language academy. Promotion efforts may include providing a dedicated space on the "Citizen's Academy" portion of the PPD website as well as advertising on social media and in businesses patronized by Spanish speakers.

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22. For example, in Jackson, Mississippi, officers are required to learn basic Spanish by taking two-hour classes four times per year. The courses are scheduled into in-service trainings and are designed for individuals with little or no Spanish language ability. Kyle Rothenberg, "Mississippi Officers Now Required to Learn Spanish to Better Reach Community," Fox News Latino, last modified February 15, 2015, <http://latino.foxnews.com/latino/news/2015/02/25/mississippi-officers-now-required-to-learn-spanish-to-better-reach-community/>.

23. See, for example, *Language Access Plan* (San Jose, CA: San Jose Police Department, 2014), [https://www.sjpd.org/Records/Language\\_Access\\_Plan-Public.pdf](https://www.sjpd.org/Records/Language_Access_Plan-Public.pdf).

Spanish language academies could also occur as “mini-academies” at schools with many Hispanic youth. The school could send home flyers (in Spanish) with students inviting their parents to attend. Using familiar locations such as schools can make some residents feel more comfortable than they might be in police facilities or other more formal buildings. In these “mini-academies,” topics directly related to the concerns of parents could be identified and discussed.

In addition, PERF recommends that the PPD use the terminology “community academy” instead of “citizen’s academy” to attract a wider range of residents. Many departments, such as the San Francisco Police Department and the Kent (Washington) Police Department, refer to academies in this manner.<sup>24</sup> This change would be consistent with the earlier recommendation to rename the Citizen’s Advisory Committee to the Community Advisory Committee.

#### **Recommendation 4.5**

*The PPD should engage community partners in helping to build cultural awareness within the department.*

The department should invite community members to in-service trainings or preshift briefings to present information. Experts in drug and alcohol abuse, mental health crises, cultural competency, and Spanish language and culture can provide officers with valuable information that directly relates to the community. For example, a high school Spanish teacher could come in to provide lessons on basic Spanish words and phrases that officers will encounter when carrying out their daily work. PERF also recommends inviting community members to discuss upcoming events in the community and how the police department can get involved.

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24. For more information on these community academies, see “Community Police Academy,” City and County of San Francisco, accessed May 17, 2016, <http://sf-police.org/index.aspx?page=1590>; “Community Police Academy,” City of Kent, Washington, accessed May 17, 2016, <http://kentwa.gov/CommunityPoliceAcademy/>.



## 4. Diversity in the Department

As stated in the previous chapter, the Pasco Police Department (PPD) does not reflect the diversity of the communities it serves. The lack of diversity is revealed not only in the ethnic makeup of the department, with an underrepresentation of Hispanic officers, but also and even more so in the gender composition of the department.

The project team identified the following findings and recommendations to help the PPD increase the number of Hispanic and Spanish-speaking officers and to recruit more female officers as well.

### Finding 5

**Throughout the past few decades, the city of Pasco has expanded and changed dramatically. The PPD has not kept pace with these changing demographics in its recruiting and hiring.**

Pasco has experienced tremendous growth in the past 30 years, and with that growth the demographics of the city shifted dramatically. For example, in 1980 only about 20 percent of Pasco's population was Hispanic;<sup>25</sup> by 2014, the Hispanic population had grown to approximately 55 percent.<sup>26</sup> While the city and police department have tried to keep up with their changing and expanding population, they still have work to do in representing the diversity of the community. Currently, fewer than one in five PPD officers is Hispanic.

### Recommendation 5.1

*The PPD should expand recruiting efforts to increase the number of Spanish-speaking officers.*

There is wide agreement in the policing profession that agencies should strive to have a workforce that reflects the community as closely as possible. Like many law enforcement agencies across the country that have experienced growth, the PPD has struggled to achieve a diverse workforce that reflects the demographics of its community. To its credit, the PPD has been actively working to diversify the ranks of the department for many years and has achieved some success in attracting Hispanic and Spanish-speaking officers. These efforts were increased after the shooting death of Antonio Zambrano-Montes.

To expand on its current efforts, the department should implement the following strategies to increase the proportion of Spanish-speaking employees (both sworn and civilian):

- The PPD should review hiring standards and ensure they are in line with the department's mission and values statements.
- The department should increase its online recruiting. For example, the PPD should use its newly developed Facebook and Twitter accounts to actively recruit applicants in English and Spanish. The department should also develop multiple short recruiting videos and post these on the department's website and social media accounts. (Additional recommendations on increasing diversity by using PPD's website and social media as recruiting tools are provided in appendix D on page 45, "Expanding Community Policing through Social Media.")
- The department should reach out to local Spanish language radio programs to broadcast information about career opportunities.

25. Bureau of the Census, *General Population Characteristics: Washington, 1980 Census of Population* (Washington, DC: U.S. Department of Commerce, 1982), B, 9, <https://www.census.gov/prod/www/decennial.html#y1980popv1wa>.

26. "State and County QuickFacts: Pasco (city), Washington" (see note 6).

- The department should also look to partner with the Hispanic Chamber of Commerce during job fairs.
- The department could increase recruiting by word of mouth. Recruiters from the department may approach local faith leaders and community organizations to ask for recommendations for applicants.
- The department should utilize the Hispanic Chamber of Commerce and other local groups to disseminate information and spread the word about career opportunities. These organizations are in the community every day and have a sense of who may be interested and where to best direct information. These groups can also provide suggestions on how to reach targeted populations, for the development of strategies, and for assistance in advertising openings.

## Finding 6

### **The lack of sworn female officers in the PPD is unacceptable. This deficit should be addressed with a sense of urgency by the department and the community.**

At the time of the on-site assessment, the PPD had only one female officer (out of approximately 76 total officers). As with the general population, the number of women in Pasco is close to 50 percent. Having only one female officer robs the department and the community of the different perspectives and skills that women often bring to the job of policing and makes it more difficult for the department to reach and serve parts of the community than if it had more women among its officers.

#### **Recommendation 6.1**

##### ***The PPD should immediately expand recruiting efforts to increase the number of female officers.***

As noted earlier, just one of the PPD's 76 sworn officers is a woman. Significantly increasing this low number and doing so quickly should be a top priority of the department. Increasing diversity in a department can be challenging, but it is possible with a strong commitment from the department.

Many of the strategies outlined above for enhancing the recruitment of Spanish-speaking officers could be customized for the recruitment of women as well. These include expanded use of social media and targeted advertising and outreach efforts. In addition, the PPD should adopt innovative recruitment techniques that target women.<sup>27</sup> Advertising in gyms and spas or other places frequented by women can help increase visibility of career opportunities. In addition, the department could reach out to community groups run by women for suggestions on recruiting or to assist with disseminating materials to their members. The department can also consult published materials for suggestions on job description wording, innovative techniques, and successful campaigns.

To further assist in recruiting female candidates, the PPD should organize a committee of female officers and civilian staff members from the PPD and nearby agencies, female community members, the person in charge of recruiting and hiring, and other experts. This committee would help the PPD assess current hiring practices and discuss strategies for recruiting more women including possible updates to policies and practices.

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27. There are documents both within and outside the field of policing that provide guidance on recruiting women. See, for example, Hard Hatted Women, *A Toolkit for Recruiting and Retaining Women in Non-Traditional Positions* (Washington, DC: U.S. Department of Labor, 2009), <http://www.cewd.org/toolkits/CEWDHHwtoolkit.pdf>; *Recruiting & Retaining Women: A Self-Assessment Guide for Law Enforcement* (Washington, DC: National Center for Women & Policing, n.d.), <https://www.ncjrs.gov/pdffiles1/bja/185235.pdf>; International Association of Chiefs of Police, *Law Enforcement Recruitment Toolkit* (Washington, DC: Office of Community Oriented Policing Services, 2009), <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P171>.

## Finding 7

### **The PPD follows a very traditional hiring process.**

By not engaging the community more directly in the recruitment and hiring process, the PPD may be missing out on opportunities to attract and hire a more diverse pool of candidates. Civil service restrictions and human resource process requirements can complicate these efforts. PPD, civil service, and human resources representatives must work collaboratively to continue to address challenges in recruiting and maintaining a diverse police workforce.

#### **Recommendation 7.1**

*The PPD should establish a diversity recruitment council to assist with attracting both Spanish-speaking and female candidates.*

This approach has shown promising results in other jurisdictions. For example, Las Vegas, Nevada, reported more successful recruiting efforts after the formation of a Hispanic Recruitment Council. While it started small (originally eight members), this council has grown to approximately 100 members. Local community leaders, Hispanic business leaders, and police officers are included in the group. The council aims to increase Hispanic representation in the Las Vegas Metropolitan Police Department, prepare Hispanic residents for a career with the police department, and educate Hispanic youth about career options at the police department. Meetings are held quarterly, and the council is open to anyone who would like to participate.<sup>28</sup>

In Pasco, this concept could be used to assist with recruiting of Spanish-speaking, Hispanic, and female officer candidates.

#### **Recommendation 7.2**

*The PPD should include the community in its hiring process, perhaps by having a community member sit on the department's hiring panel.*

Involving the community in recruitment and hiring demonstrates transparency and ensures that community perspectives are represented during the hiring process. For example, the Burlington (Vermont) Police Department has a Community Consultant Program in which community members act as adjunct recruiters. These individuals are part of the recruitment team, participate in outreach at job fairs and town halls, and are involved in the recruit orientation to emphasize the importance of community.<sup>29</sup> Also, the Detroit Police Department created a Recruiting Ambassadors Program to assist in identifying possible candidates. Officers discuss what is involved with becoming an officer with community groups and recruit ambassadors. Ambassadors give out referral cards to track the success of their recruitment efforts.<sup>30</sup>

The PPD should review these and other hiring programs and determine how they might be applicable to the department. In addition, Pasco should consider including a community member during its hiring process to help ensure that officer candidates reflect the values and character traits that are important to residents.

28. For more information on the Hispanic Recruitment Council, visit "Hispanic Recruitment Council," Las Vegas Metropolitan Police Department, accessed May 19, 2016, <http://www.lvmpd.com/CommunityPrograms/HispanicRecruitmentCouncil/tabid/136/Default.aspx>.

29. See Ellen Scrivner, *Innovations in Police Recruitment and Hiring: Hiring in the Spirit of Service* (Washington, DC: Office of Community Oriented Policing Services, 2006), 33, <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P090>.

30. *Ibid.*, 45.





## 5. Officer Training

A full assessment of training was outside the scope of this project, but the Police Executive Research Forum (PERF) conducted a review of some recruit and in-service training materials used by Washington State and the Pasco Police Department (PPD) with a special focus on instruction related to use of force. Focus group discussions with department personnel also provided insight into areas where the department could improve and expand training. Washington State has updated its training to include segments on de-escalating potentially dangerous situations.

The project team identified the following findings and recommendations to address shortcomings in training and to help re-engineer training efforts related to de-escalation and reducing use of force.

### Finding 8

**It does not appear that the PPD currently provides its officers with ongoing training on de-escalation and related strategies for preventing unnecessary uses of force or on topics related to implicit bias and policing.**

PPD officers receive nearly 130 hours<sup>31</sup> of in-service training per year. This is considerably more in-service training than officers in most police agencies receive, and it represents a tremendous opportunity for the PPD to ensure its members are receiving instruction on the key issues facing policing and the department today. However, through the brief review conducted by PERF, it does not appear that current in-service training includes regular reinforcement of the concepts of critical decision making, de-escalation strategies, tactical communications skills, and proficiency in less-lethal options. This type of reinforcement training is especially important in the PPD, because many of the new approaches to training in these areas have occurred in the last three to four years. Because approximately 85 percent of PPD officers have been with the department for three years or more, they have not have received the updated academy training on these topics. It is important to ensure that all officers have the same understanding of these complex issues and that key concepts and skills are regularly reinforced.

Pasco is not unique in this need, as many agencies nationwide have inadequate training on use of force decision making and strategies for de-escalating potentially volatile situations. PERF documented this national issue in a recent survey and report.<sup>32</sup>

### Recommendation 8.1

*The PPD should review its use of force training to ensure it focuses on the concepts of sanctity of life, de-escalation, and other approaches that enhance both officer and public safety.*

Specifically, the department should review the 30 guiding principles on use of force recently published by PERF.<sup>33</sup> This report is based on an 18-month national project in which hundreds of law enforcement executives, federal officials, academics, and other experts contributed their ideas and insights on improving use of force policies, training, tactics, and equipment.

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31. Each officer receives one 10-hour-40-minute shift of training per month for 12 months in the year. This adds up to 128 hours of training.

32. *Re-Engineering Training on Police Use of Force*, Critical Issues in Policing Series (Washington, DC: Police Executive Research Forum, 2015), <http://www.policeforum.org/assets/reengineeringtraining1.pdf>.

33. *Guiding Principles on Use of Force* (see note 4).

Much of the guidance focuses on ways of de-escalating situations like the incident involving Antonio Zambrano-Montes, where persons with a mental illness, drug addiction, mental disability, or other condition behave dangerously in public but are not displaying a firearm.

### **Recommendation 8.2**

*Use in-service training to reinforce community policing, de-escalation techniques, and procedural justice principles that are taught at the Washington State Criminal Justice Training Commission training academy and the recent trainings by the Office of Community Oriented Policing Services (COPS Office). The entire department should be trained and regularly re-trained on these topics to help ensure that all officers have the same understanding of these complex issues.*

**Recruit training.** All new Pasco police recruits and lateral out-of-state police recruits receive training from the Washington State Criminal Justice Training Commission. New recruits receive 720 hours of training on various topics. Lateral hires from out of state attend the Equivalency Academy, a two-week, 80-hour course. Interviews with training officials and reviews of training syllabi indicated a focus on the principles of community policing and the importance of de-escalating potentially volatile situations.<sup>34</sup> In recent years, the commission has revamped its training to offer more instruction on the importance of de-escalation tactics.

**In-service training.** Because nearly 85 percent of Pasco officers were trained more than three years ago, they were not fully exposed to the most recent training presented at the state academy. Therefore, it is critical that PPD's in-service training reinforce the principles of community policing, procedural justice, and de-escalation.

The PPD's shift schedule allows for a considerable amount of in-service training for all officers. By organizing shifts into squads that work a 10-hour-40-minute shift, all PPD officers are able to receive one full day of in-service training each month. This adds up to nearly 130 training hours a year,<sup>35</sup> far more than the 24 hours of in-service training time required by Washington State. Since the beginning of 2015, the PPD has offered four hours of in-service training on mental health issues including mental health first aid<sup>36</sup> to all officers. In addition, roughly half of the PPD's officers have received an estimated two hours of less-lethal force training. The in-service training on use of force largely focuses on defensive tactics such as weapon retention and not on de-escalation or on how to make decisions about when to use force and what amount of force is appropriate given a particular threat.

This in-service training should reinforce important training concepts related to community policing, procedural justice, use of force, crisis intervention, de-escalation strategies, bias-free policing, and cultural competency. Based on the training schedules reviewed by PERF, these concepts have not been consistently taught and reinforced since the beginning of 2015.

34. A complete assessment of officer training was out of the scope of this initiative. PERF reviewed descriptions of the current training syllabi for all recruit and in-service training for Pasco police officers. To view the Washington State Criminal Justice Training Commission's Basic Law Enforcement Academy syllabus, please see "WSCJTC Curriculum Block Definitions: Basic Law Enforcement Academy (July 2010–Current)," State of Washington, last modified October 21, 2010, [https://fortress.wa.gov/cjtc/www/images/2015\\_New\\_Uploads/curricula\\_syllabus/WSCJTC\\_BLEA\\_Curriculum-July\\_2010-Current2010-10-21.pdf](https://fortress.wa.gov/cjtc/www/images/2015_New_Uploads/curricula_syllabus/WSCJTC_BLEA_Curriculum-July_2010-Current2010-10-21.pdf).

35. The total amount of training is 128 hours (see note 31).

36. Mental Health First Aid is a national training program that teaches the skills to identify and respond to the signs of mental illness and substance use disorders. For more information on this program, see "Mental Health First Aid," National Council for Behavioral Health, accessed May 19, 2016, <http://www.mentalhealthfirstaid.org>.

### Recommendation 8.3

#### *The PPD should train all of its officers on implicit bias and its effect on decision making.*

While the PPD does commit to bias-free and impartial policing, the policies on these issues as written are brief and vague. PERF recommends that the PPD offer additional training to its officers on recognizing and counter-ing implicit biases. One such training is currently available from Fair and Impartial Policing (FIP), LLC.

FIP has developed training for all levels of law enforcement encouraging bias-free policing. The Fair and Impar-tial Policing Training Program was initially developed and pilot tested with the support of the COPS Office. The COPS Office supported three customized curricula for (1) recruits or line officers, (2) first-line supervisors, and (3) train-the-trainer applications. FIP has created two additional curricula: one for mid-level managers and one for command-level personnel (community leaders can also participate in this training). All of the curricula are built on a foundation of social psychology research into implicit biases.

Implicit biases develop as a result of our everyday interactions and influences. These are subconscious feelings, attitudes, and stereotypes that elicit positive or negative thoughts about a group. These feelings are not pur- posefully intended, like explicit bias, but can result in discrimination.

In addition, the Washington State Criminal Justice Training Commission is currently undergoing pilot testing of a course that combines tactical and social communication skills with implicit bias training. The course addresses implicit biases and provides tools to overcome or mitigate these biases while also integrating skills for tactical and social communication. The goal is to provide officers with a comprehensive skill set to communicate with individuals from different cultures and with different expectations of police. Once the commission completes the pilot testing and begins to offer this course, PERF recommends that the PPD have all of its officers partici- pate in this training program.

### Finding 9

#### **Challenges exist in working with and providing resources to individuals with mental health issues and substance dependence.**

Both community members and PPD staff members commented on the lack of resources in the community to assist individuals with mental illness or substance abuse problems. Some mentioned that increased education on these issues and skills training would help PPD officers more effectively interact with individuals in crisis. Currently, eight hours of mental health training is part of the Washington State Basic Law Enforcement Acade- my, so all Pasco officers receive some basic training in this area. Fifty-two PPD officers (68 percent) have received additional training in this area beyond what is taught in the academy.<sup>37</sup>

37. Officers attend two-, four-, or eight-hour classes to reinforce concepts and learn new techniques throughout the year. Sixty-four Pasco officers attended eight hours of mental health training in April 2016.

Again, the PPD is far from unique in facing challenges that stem from the presence on the street of persons in a mental health or behavioral health crisis that may cause them to behave dangerously. Law enforcement agencies across the nation are working to address these issues through such promising practices as crisis intervention team (CIT) training or the use of outreach teams, which pair police officers with mental health workers who become familiar with local populations of persons with mental illness and are skilled in responding to critical incidents.<sup>38</sup>

### **Recommendation 9.1**

*To better serve community members in crisis, the PPD should consider adopting the CIT concept.*

While the PPD provides some level of basic mental health training to its officers, current training may not be sufficient for a city of the size and diversity of Pasco. The PPD should explore the possibility of adopting the CIT approach, in which a select number of officers and first-line supervisors receive a minimum of 40 hours of specially designed CIT training that focuses on recognizing and communicating with people in crisis. While some departments have chosen to train all of their officers in the full 40-hour CIT course, that may not be feasible or necessary for every department, including Pasco. At a minimum, the goal should be to have at least one CIT-trained officer on duty and available at all times to respond to situations where their training and expertise are needed.

### **Recommendation 9.2**

*The PPD should continue efforts to partner with local mental health providers to explore creation of a mental health street outreach team.*

This challenge also provides the PPD with an opportunity to involve various stakeholders in the community in collaborative problem solving to develop partnerships and solutions. For example, in addition to providing police officers with additional training, many police departments have partnered with their local mental health provider community to create street outreach teams that enhance outreach and service to persons suffering from mental illness. These teams, which typically include both police officers and mental health professionals, respond to calls involving persons in crisis with the goal of safely resolving incidents and directing persons in crisis to available resources. (In some communities, such as Burlington, Vermont, the mental health professionals are issued police radios and can respond to calls independently of police officers.) In addition, the street outreach teams typically engage in proactive efforts to reach out to persons in the community with mental illness to ensure they are taking medications and receiving the care they need. The PPD and the city government should research these best practices in conjunction with Pasco's mental health provider community and consider adopting this type of approach.

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38. See PERF's 2012 report focusing on the police response to persons with mental illness. *An Integrated Approach to De-Escalation and Minimizing Use of Force*, Critical Issues in Policing Series (Washington, DC: Police Executive Research Forum, 2012), [http://www.policeforum.org/assets/docs/Critical\\_Issues\\_Series/an%20integrated%20approach%20to%20de-escalation%20and%20minimizing%20use%20of%20force%202012.pdf](http://www.policeforum.org/assets/docs/Critical_Issues_Series/an%20integrated%20approach%20to%20de-escalation%20and%20minimizing%20use%20of%20force%202012.pdf).

## 6. Outreach to Specific Populations

Focus group participants identified two specific population groups that are currently underserved by the Pasco Police Department (PPD) and where more attention should be focused: youth and recent immigrants. The project team consistently found that community members wished for more engagement from the police with these populations.

The team identified the following findings and recommendations to help the PPD with outreach to specific populations including youth and recent immigrants.

### Finding 10

#### **Community members would like to see further engagement and interaction between the PPD and youth in the community.**

Many Pasco residents expressed a desire to see officers engaging with youth in a wider variety of ways. Organizations mentioned a willingness to partner with police to achieve these interactions through both organized events and informal meetings. Many individuals said they want young people to be positively engaged with the police department.

#### **Recommendation 10.1**

*The PPD should use the core community policing component of collaborative problem solving to explore and implement ways to connect and build stronger relationships with young people.*

Investing in programs that focus on building connections with young people is important for building relationships now and for the future. Connecting with young people is a crucial part of an officer's job in a community policing environment. Building relationships with youth can have far-reaching and lasting effects. Parents are grateful when their children are treated well. Plus, direct interactions can dispel any misperceptions that young people or their parents have developed about the police through second-hand stories or media accounts.

The PPD currently has multiple opportunities for connecting with youth, including school resource officers (SRO) and a very active and by all accounts very successful Law Enforcement Explorers program. To supplement and expand these connections, the Police Executive Research Forum (PERF) recommends that the PPD work with current partners and solicit the involvement of new stakeholders to engage in collaborative problem solving to search for opportunities for more officers to engage with youth starting at young ages. For example, schools may have opportunities for regular patrol officers, not just SROs, to come in and talk and play with children or read books in class. In addition, building a partnership with local youth-centered organizations can provide ongoing chances for interacting with youth in a positive setting. PERF also recommends inviting faith leaders to participate in the problem-solving process to discuss the possibility of after-school programs or study groups where officers could volunteer or "walk through" various after school programs operated by local community organizations and faith groups during patrol. All of these activities allow officers to connect with children in nonconfrontational settings and build trust and rapport and involve additional stakeholders in taking responsibility for facilitating, building, and maintaining these relationships.

Police Athletic League (PAL) programs are also excellent avenues for officers to connect with youth. Through sports, youth have a chance to engage with police and build trust. These programs can also assist in curbing delinquency, as young people come to respect the law as well as the officers.<sup>39</sup> PERF recommends partnering with local and state organizations to aid in developing leagues and events. These groups can help by spreading the word to families in the community and providing financial support.

Like the Spanish-speaking community, youth are a unique population that could benefit from receiving information and tools tailored specifically to them. Creating another community academy aimed at youth can give officers an opportunity to act as mentors to youth who may be considering a career in law enforcement. This course could supplement the explorers program by introducing young people to policing without the full commitment of joining the explorers.

The PPD's explorer program is well established, and PERF recommends continuing this program with a focus on engaging with Hispanic youth. Increasing the number of Hispanic youth in the explorers program would help build trust and relationships with police, and it would present Hispanic youth with a viable potential career path. Providing ride-alongs geared toward youth and internships with the department can further introduce interested young people to the nature of policing and demonstrate what it means to be a police officer.

Children often start exploring the ideas of various careers at a young age, and some young girls may be unaware that policing can be a career opportunity for women. Hosting events and programs and providing tours specifically for girls can encourage this population to further explore policing. PERF recommends reaching out to local organizations such as Girl Scouts to inquire about speaking to the troops or hosting a tour of the department.

## Finding 11

### **A large segment of the community is lacking engagement with the police due to a fear of deportation. This may contribute to underreported crime.**

A sizeable portion of Pasco's community consists of undocumented immigrants. While the extent of this population is unknown, several community stakeholders suggest that these individuals are not being reached effectively by the PPD or other city services. In many communities across the nation, immigrants fear engaging with the police, because they are concerned about deportation. Many do not understand or know they can approach the police without this fear, so they remain isolated and unengaged. As a result, they are less likely to report crime when they are victims or witnesses.

This situation is not unusual in communities with significant populations of undocumented immigrants. PERF has conducted several national projects in recent years about the tension between local law enforcement and the federal agencies charged with enforcing immigration laws. Many local police executives have expressed reluctance to play a major role in immigration enforcement, because they have very limited legal authority and responsibility for enforcing federal immigration laws and because immigrant communities often are less likely to trust the police if they see local police officers as de facto immigration agents.<sup>40</sup>

39. "About Us," Nation Association of Police Athletic/Activities Leagues, Inc., accessed October 29, 2015, <http://www.nationalpal.org/Default.aspx?tabid=784239>.

40. See, for example, *Local Police Perspectives on State Immigration Policies* (Washington, DC: Police Executive Research Forum, 2014), [http://www.policeforum.org/assets/docs/Free\\_Online\\_Documents/Immigration/local%20police%20perspectives%20on%20state%20immigration%20policies.pdf](http://www.policeforum.org/assets/docs/Free_Online_Documents/Immigration/local%20police%20perspectives%20on%20state%20immigration%20policies.pdf); *Voices From Across the Country: Local Law Enforcement Officials Discuss the Challenges of Immigration Enforcement* (Washington, DC: Police Executive Research Forum, 2012), [http://www.policeforum.org/assets/docs/Free\\_Online\\_Documents/Immigration/voices%20from%20across%20the%20country%20-%20local%20law%20enforcement%20officials%20discuss%20the%20challenges%20of%20immigration%20enforcement%202012.pdf](http://www.policeforum.org/assets/docs/Free_Online_Documents/Immigration/voices%20from%20across%20the%20country%20-%20local%20law%20enforcement%20officials%20discuss%20the%20challenges%20of%20immigration%20enforcement%202012.pdf); and *Police Chiefs and Sheriffs Speak Out on Local Immigration Enforcement*, Critical Issues in Policing Series (Washington, DC: Police Executive Research Forum, 2008), [http://www.policeforum.org/assets/docs/Free\\_Online\\_Documents/Immigration/police%20chiefs%20and%20sheriffs%20speak%20out%20on%20local%20immigration%20enforcement%202008.pdf](http://www.policeforum.org/assets/docs/Free_Online_Documents/Immigration/police%20chiefs%20and%20sheriffs%20speak%20out%20on%20local%20immigration%20enforcement%202008.pdf).

### Recommendation 11.1

*The PPD should expand outreach and partnership efforts—using a problem-solving approach—to more effectively reach the undocumented population in Pasco.*

Pasco's booming agricultural economy has attracted many migrant workers, and a sizeable portion of this population is undocumented. Because of this status, it can be difficult for police to make connections and receive trust and support from these individuals. To begin to bridge gaps in working with this community, PERF recommends that the PPD look to local and state resources for assistance. Local and state organizations such as the Washington State Commission on Hispanic Affairs work closely with many immigrant communities. They can help police understand how to reach out to and interact with these communities. The PPD should partner with these groups to hold events and programs aimed at building trust and opening lines of communication.

For undocumented residents, some of the fear of police may stem from uncertainty about how the police department views its relationship with Immigration and Customs Enforcement (ICE). Different cities have different policies regarding the extent to which local police share information with ICE in various situations. For example, police and community relationships benefit when local police clearly state a policy to not inquire about the residency status of victims or witnesses. It is important that PPD make explicitly clear to community members its policy on inquiring about immigration status and sharing this information with federal law enforcement.<sup>41</sup> The PPD should consider posting the department's policies on immigration issues on its website and social media platforms and reiterating its position in community meetings and presentations. The department could also provide a brief policy statement on victim information cards and department brochures, and consider adding an explanation to community academy forms when referencing the necessary background check. This ensures that community members are informed of the department's policies and practices. Transparency on this issue can assist in building trust and encouraging community members to report crime and become engaged in community policing endeavors.

### Finding 12

**There are areas, especially within the Hispanic and Spanish-speaking community, in which the PPD can expand outreach and engagement.**

Many Pasco residents recognize that most of their officers are hard-working and well-meaning professionals. However, because of language barriers, cultural differences, and other factors, it can be difficult for the PPD to conduct outreach to the Hispanic community. According to the 2014 Census, more than 50 percent of households in Pasco speak a language other than English.<sup>42</sup> Further, a little more than half those households speak English "less than 'very well.'"<sup>43</sup> Yet just about 24 percent of PPD officers are fluent in Spanish. The department has recognized this and has started to work toward bridging this gap. Community members acknowledged this effort and expressed an interest for it to expand. One way the department may routinely check in on its progress in reaching this population is to conduct an ongoing series of routine focus groups in the predominantly Hispanic and Spanish-speaking neighborhoods in Pasco. The PPD could document the recommendations and outcomes of these meetings via social media and other local news platforms that target the Spanish-speaking community.

41. It is not PPD policy to check or ask about immigration status.

42. "State and County QuickFacts: Pasco (city), Washington" (see note 6).

43. American FactFinder, "Language Spoken at Home by Ability to Speak English for the Population 5 Years and Over: 2010–2014 American Community Survey 5-Year Estimates," U.S. Census Bureau, accessed July 13, 2016, [http://factfinder.census.gov/rest/dnldController/deliver?\\_ts=486468629884](http://factfinder.census.gov/rest/dnldController/deliver?_ts=486468629884).

**Recommendation 12.1**

*Consider a “new arrivals academy” or a “newcomer meet and greet” to get to know residents new to the city and country and provide them with resources and contact information.*

These types of events have been successful in other cities. For example, in Brooklyn Center, Minnesota, near Minneapolis, the police department hosts a six-week “new Americans’ academy” where recent immigrants can learn about police procedures and laws. This includes information on traffic stops, when to call 911, city codes and ordinances, domestic violence resources, and gang information. In addition, the department partners with schools to provide relevant information to youth.<sup>44</sup>

In Portland, Oregon, the police department hosts “meet and greets” for immigrant families to meet precinct officers, familiarize themselves with command staff, and talk with the officers who patrol their neighborhoods. Police can introduce themselves and provide the community members with information on policing services.<sup>45</sup>

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44. For more information on Brooklyn Center’s program, see Ricardo Gambetta and Michelle Burgess, *Public Safety Programs for the Immigrant Community: 17 Good Practices in U.S. Cities* (Washington, DC: National League of Cities, 2007), 7–8, <http://www.nlc.org/documents/Find%20City%20Solutions/Research%20Innovation/Immigrant%20Integration/public-safety-programs-in-the-immigrant-community-gid-jun11.pdf>.

45. For more information on Portland PD’s program, see Gambetta and Burgess, *Public Safety Programs* (see note 44), 15.



# Conclusion

Controversial use of force incidents can strain or even devastate a community's trust and confidence in law enforcement. If a use of force appears to be excessive or unreasonable, it can undercut the agency's credibility, regardless of whether the officers face any criminal charges or internal sanctions.

Building trust and credibility requires a full and transparent review not just of the incident that sparked the community's reaction but also of the policies and training that influenced officers' decisions. In the aftermath of such incidents, agencies should reassess their use of force and de-escalation training. Departments should be transparent in their efforts to re-engineer their training programs and should engage the community in this process. This approach serves the interests of everyone, including the officers, who need state-of-the-art training to perform optimally.

The Police Executive Research Forum (PERF) found that certain segments of the Pasco community believe the agency is in denial about the challenges stemming from the officer-involved shooting of Antonio Zambrano-Montes on February 10, 2015. Residents—largely Spanish speaking and many of them recent immigrants—are seeking better communication and more transparency from the Pasco Police Department (PPD). They also want some assurance that PPD officers encountering similar situations in the future will be better trained to use de-escalation and other strategies that do not involve the use of deadly force when possible. Although all but one of the investigations of the shooting death of Zambrano-Montes have concluded, the after effects have not gone away.

Rebuilding community trust in Pasco will begin with rebuilding the agency's training on alternatives to deadly force. The PPD needs to join the many other agencies in the United States that are launching new training initiatives on tactical disengagement, sanctity of life, implicit bias, scenario-based crisis intervention instruction, "slowing down" incidents when possible, teaching officers to keep their emotions in check and maintain "emotional intelligence," stress management during critical incidents, and related topics.<sup>46</sup>

Because of their shift schedules, every Pasco police officer has approximately 130 hours a year available for in-service training—three to four times the amount of time that most other agencies devote to continuing training and education. This represents a tremendous opportunity for PPD officers to learn and practice and develop professionally. PERF recommends that the PPD focus this in-service training time on the key areas of community policing principles, de-escalation techniques, tactical and social communications, and cultural awareness and competency. The PPD should review and re-engineer its in-service program on use of force to reflect community expectations.

While rebuilding community trust must begin with addressing the use of force issues exposed by the shooting death of Zambrano-Montes, trust will be firmly established and maintained through a commitment to community policing and procedural justice in Pasco. Over the years, the PPD has implemented a number of community policing initiatives with varying degrees of success. Now, in the wake of the shooting death of Zambrano-Montes and the community's reaction, the PPD needs to take its community policing efforts to a new and higher level. The department must fully embrace community policing based on the principles of procedural justice, and it must train its officers and engage the community in this new transformative approach.

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46. See *Re-Engineering Training on Police Use of Force* (see note 32), 6.

The shooting death of Zambrano-Montes challenged the status quo in Pasco in terms of the agency's training and handling of use of force situations and its relationship with the Pasco community—in particular the growing number of Hispanic and Latino residents. This report documents PERF's work in Pasco in 2015. It describes some of the initiatives the PPD has implemented and the progress it has made in working to rebuild community trust. Especially in the area of communications, the PPD has made important strides. With training and assistance from two Hawthorne (California) police officials and PERF, the PPD was trained in and successfully launched its Coffee with a Cop program. Communities across the country have found that this simple concept—making officers available in a local cafe to sit down and share a cup of coffee with residents in a comfortable, unstructured setting—can yield positive benefits for police-community engagement and trust building.

In addition, the PPD has embraced social media as an effective way to reach the community. In recent months, the PPD has consistently used social media to provide information about criminal incidents, safety tips, events within the department and the community, and other topics. This report contains a social media strategy designed to help the PPD use its social media channels even more effectively.

Finally, this report has laid out a number of specific recommendations for advancing and institutionalizing community policing throughout the department, enhancing cultural competency (especially with the Hispanic community), recruiting and hiring a more diverse and highly professional work force, expanding outreach to all communities (with a special emphasis on youth and on Hispanic residents), and providing more integrated and robust training on use of force.

With a renewed commitment to community policing and procedural justice and a focus on re-engineering its use of force training, the PPD can emerge as a stronger partner with the community, and Pasco can become a safer city as a result.

# Appendix A. PERF's July 14 "Peer-to-Peer" Conference Call about Mass Demonstrations

With the prosecutor's charging decision regarding the shooting of Antonio Zambrano-Montes imminent, the Pasco Police Department (PPD) began preparing for the community's reaction. It was anticipated that regardless of the decision there would be demonstrations and protests.

On July 14, 2015, the Police Executive Research Forum (PERF) hosted a peer-to-peer conference call to allow the PPD to tap into the experience of some of the nation's top law enforcement leaders from Chicago, Los Angeles, Philadelphia, Seattle, and other cities.

Many of the officials involved on this call had experience dealing with Occupy movements, Black Lives Matter demonstrations, sports championship incidents, and major political events such as North Atlantic Treaty Organization (NATO) summits and national political conventions. The individuals on this call provided insights for Pasco, summarized here, that are also transferable to other cities and agencies preparing for civil unrest or mass demonstrations.

## *Use social media to communicate during a demonstration*

Social media is a powerful tool and can be used in many ways to aid agencies facing events that may become tumultuous. One chief stressed the importance of using social media to gather information before mass demonstrations. This can aid in understanding the number of groups planning to be involved, including those from within the community and others coming from other cities, as well as the agendas that each group may be bringing. "Identify which groups you had in past protests and see which groups are going to attach themselves and try to come to your city with a different agenda. Really research that to try to get a good read," the chief said. He also suggested reaching out to nearby agencies to assist with this process. Social media is extensive, and having additional resources to approach intelligence gathering can be beneficial.

A former police chief recounted work he did during a NATO summit. "So much can be learned about what people are planning on doing and who the main players are in real time. It's something you can't overlook," he said. Monitoring social media should continue as the events unfold, because conditions and plans often change, another chief noted.

Social media should be seen as a two-way communication platform. Police can stay apprised of protesters' plans during a major demonstration, for example, while also sending messages on Twitter or Facebook about their own plans for managing the demonstration. Members of the public and the news media now look to law enforcement social media accounts for first-hand information on a minute-by-minute basis. For example, in Vancouver, Canada, during a riot after a Canucks hockey championship loss, members of the media were tweeting incorrectly that a method of public transportation was closed. Vancouver police worked with transit police to provide up-to-date, accurate information.<sup>47</sup>

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47. Police Executive Research Forum, *Social Media and Tactical Considerations for Law Enforcement* (Washington, DC: Office of Community Oriented Policing Services, 2013), 28, <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P261>.

## *Preparation*

Effective preparation for a major demonstration sometimes involves issues that would not ordinarily come to mind. For example, during the peer-to-peer call, one chief recommended speaking with the city's public works department and local construction companies to clear streets of debris before a demonstration occurs so that lumber, for example, is not available to be used to break windows and trash is not available to fuel fires if rioting occurs.

## *Communication with the community*

Communication is one of the most critical pieces in handling mass demonstrations and possible civil unrest. There are many aspects to communication. Many of the chiefs on the conference call encouraged communication with community members prior to any events. One chief summed up this notion by saying, "Talk, talk, talk, and more importantly, listen, listen, listen." Police should strive to open lines of communication with community members long before a critical incident occurs so there will be a level of trust when an emergency happens and there will be community leaders who know and trust the police leaders. This can happen in many ways, the chief said, suggesting that law enforcement leaders sit down with two or three individuals at a time over a cup of coffee.

Another chief suggested asking community leaders who are not associated with the specific protest or demonstration groups to be present to help ease tensions. These individuals can act as mediators between the protesters and the police because they are not directly involved with either group.

Two deputy chiefs noted that many protests have no formal leadership. This complicates the situation because there is no point of contact for police. It also highlights the importance of having relationships with community leaders and community members in place before major events happen. Having these relationships allows for a line of communication with protesters.

Another chief said that communication and interactions do not end when the event is over. There will be an aftermath to manage, and there may be feelings of unease and unhappiness with the police. There are a few steps agencies can take to help ensure accountability. Throughout the entire planning process and the actual event, agencies need to document every decision and action including meetings, trainings, execution of plans,

and arrests made. Communication with agency lawyers before, during, and after an event is crucial to understand legal issues that may arise.<sup>48</sup> This chief said that her city has an evidence collection team to document and gather debris from the event to present visual evidence of physical assaults. Collecting these pieces can help during follow-up investigations.

## *Communication within the department*

One chief also warned against forgetting to inform your own agency of what is happening. He said that talking with the officers who will be out on the streets can help them manage their emotional reaction to situations. "We tend to be focused in this conversation about everybody but our own people," he said. "I would be having conversations with them and soliciting ideas from them so they feel engaged. The more conversations you can have about the process, internally and externally, the better."

## *Mutual aid agreements with other law enforcement agencies*

"Even though we are a decent-sized department, we still end up having to call mutual aid," said another chief. He highlighted the need to have mutual aid agreements in place with other agencies. In Pasco, it was suggested that the Washington State Police, Spokane Police Department, and Seattle Police Department should be asked for help as needed. However, mutual aid agreements require careful planning to ensure that officers from multiple agencies will operate under the policies and command of the host agency.

One chief explained that law enforcement agencies in his region hold countywide briefings so everyone understands the concepts of incident command and the importance of all officers being "on the same page" in how they respond. Another chief said it is critical that all responding agencies understand the policies of the host agency on strategies, tactics, use of force policies, and other issues.

Another chief recommended holding joint trainings with the different agencies if there is time and it is feasible. Joint trainings can allow officers to work together in situations where communication can be fine-tuned and the officers are able to become comfortable with one another. These trainings can also provide an opportunity for the incoming officers to learn the host city's agency policies and procedures firsthand.

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48. *Managing Major Events: Best Practices from the Field*, Critical Issues in Policing Series (Washington, DC: Police Executive Research Forum, 2011), 47, [http://www.policeforum.org/assets/docs/Critical\\_Issues\\_Series/managing%20major%20events%20-%20best%20practices%20from%20the%20field%202011.pdf](http://www.policeforum.org/assets/docs/Critical_Issues_Series/managing%20major%20events%20-%20best%20practices%20from%20the%20field%202011.pdf).

## *Using a tiered approach*

One chief said that in order to keep tensions low during a large-scale demonstration, a tiered or graduated approach should be used in which officers deployed first have a “soft” appearance, free of riot gear and heavy weaponry. This sends a message that law enforcement expects the demonstration to remain peaceful, which often becomes a self-fulfilling prophecy. Initially, officers should be encouraged to smile, mingle, and converse with the crowd. This can assist in gauging the mood of the group as well as lowering tensions. Officers with protective equipment, vehicles, and weapons should be out of sight but nearby and ready to deploy only if the demonstration turns violent. Many of the other leaders on the call agreed with this methodology, and many agencies have adopted this type of approach.<sup>49</sup>

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49. These concepts are detailed in Police Executive Research Forum, *Managing Major Events* (see note 48).

# Appendix B. The “Coffee with a Cop” Program

One of the early tasks in this project was facilitating a Coffee with a Cop training session with the Pasco Police Department (PPD). On May 26–27, 2015, Captain Keith Kauffman and Sergeant Robbie Williams of the Hawthorne (California) Police Department travelled to Pasco and met with members of the PPD to conduct the nationally recognized Coffee with a Cop training.

## *Background*

After restructuring its police department in 2011, Hawthorne formed its Community Affairs Unit (CAU). The CAU hosted its first Coffee with a Cop event in March 2011. With help from the University of Illinois at Chicago Center for Public Safety and Justice, the Coffee with a Cop program established a national training program. Since its inception, Coffee with a Cop has hosted trainings and events in more than 2,000 communities in 48 U.S. states and in Canada.<sup>50</sup>

This two-day program focuses on law enforcement and community trust building. On the first day, Coffee with a Cop conducts a four-hour training session on positively interacting with the community by stressing departmental “branding” and instilling an agency-wide community policing philosophy.<sup>51</sup>

On the second day, the newly trained officers and the trainers go to a local cafe or restaurant to meet with community members who walk in. Events are well advertised so that police and community members are prepared to meet with one another.<sup>52</sup>

The goal is to reduce barriers of communication between community members and officers. Sharing cups of coffee in a neutral setting can create an informal environment that positively influences dialogue and is conducive to community engagement.<sup>53</sup>

## *Coffee with a Cop training in Pasco*

On May 26, Captain Kauffman and Sergeant Williams of Hawthorne conducted the four-hour training session with an engaged group of PPD personnel ranging from officers to captains. PPD personnel participated in training that discussed procedural justice principles, organizational transformation, and barriers to communicating with the public. The training also taught the PPD strategies for hosting a successful community engagement event. These strategies include tips on how to approach community members, avoid communication barriers, and interact with critics of the police.<sup>54</sup>

The communication training included maintaining positive and engaging facial expressions and body posture, making eye contact, controlling tone of voice, and maintaining personal space. Although seemingly basic, these are subconscious communication indicators that can have a negative effect on a conversation if not controlled. Other tips included avoiding the “circle of death,” which is described as a closed circle of officers talking with each other without engaging community attendees.<sup>55</sup>

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50. “Background,” Coffee with a Cop, accessed May 23, 2016, <http://coffeewithacop.com/about/>.

51. “Coffee with a Cop Training Q & A,” Coffee with a Cop, video, last modified July 2, 2015, <http://coffeewithacop.com/media-news/>.

52. *Ibid.*

53. *Ibid.*

54. *Ibid.*

55. *Ibid.*



## CRITICAL RESPONSE TECHNICAL ASSISTANCE

Recommendations on Advancing Community Policing in the Pasco Police Department



*Sergeant Rigo Pruneda serves customers in the drive-through during the PPD's first Coffee with a Cop event*

Photo courtesy of Pasco Police Department Facebook page

### *Coffee with a Cop event in Pasco*

On May 27, 2015, the PPD hosted its first Coffee with a Cop event at a local McDonald's restaurant.

When the event began, the McDonald's manager required the Pasco officers to set up their coffee in a back room of the business. Captain Kauffman and Sergeant Williams explained the purpose of the event to the manager and described how setting up in the back room would hinder interactions between the community and the officers. They explained that some community members already see the police uniform as a natural barrier. Holding the event in a back room would create an additional barrier that most people are averse to crossing. Reluctantly, the manager allowed the event to be held in the front of the restaurant. After a few minutes, there was more interaction and the McDonald's was bustling. At one point, Pasco patrol Sergeant Rigo Pruneda even served customers waiting in the drive-through line.

At this event, there were four or five protesters standing outside of the McDonald's with signs relating to the shooting of Antonio Zambrano-Montes. The protesters entered the restaurant and spoke with the Pasco officers and Chief Metzger. The Pasco officers spoke candidly with the protesters for approximately 30 minutes.

The PPD has since hosted three additional Coffee with a Cop events.



# Appendix C. Overview of the Procedural Justice Training for Supervisors and Officers

Trainers from the King County (Washington) Sheriff's Office and from the University of Illinois at Chicago (UIC) Center for Public Safety and Justice traveled to Pasco to conduct training for Pasco officers and supervisors over the course of three days, September 15–17, 2015.

## *Structure and format*

The first day of training was conducted by the UIC trainers and was specifically for supervisors. Ten supervisors attended the training including sergeants and captains. Line officers were divided up and assigned to attend one of the two sessions conducted on the second and third days by the King County Sheriff's Office. Eighteen officers attended on the second day, and 12 attended the third. Each day of training was eight hours long. Everyone began the day with a pre-test and concluded with a post-test. The results of these anonymous tests were presented to the department afterwards as an evaluation of participants' knowledge gained throughout the day. Participants were encouraged to review "learning checks" to continually test their knowledge on the information they learned in each module. Throughout the day, information was presented through a combination of lectures and group discussions.

## *Content*

Supervisors began their day by learning about concepts of community policing and procedural justice. These ideas and their application to policing were expanded throughout the rest of the day through discussions connecting them to situations that supervisors encounter on a daily basis. Line officers first explored officer safety and survival on and off the job. Throughout the day, procedural justice principles were presented as tools to mediate and moderate situations to ultimately achieve safety. All groups ended the day by considering how the lessons learned throughout the training could translate back to the Pasco Police Department (PPD) specifically.

## *Group activities*

Small group discussions were a major component of all days of training. Participants were divided into groups of three to five people at the beginning of the day. Throughout each training module, questions were posed to the officers, and they were given a few minutes to discuss and write down answers. These answers were then presented to the larger group.

Discussion questions included the following:

- What makes a good leader?
- Why do people obey the law?
- What is one word that describes the PPD's organizational culture?
- What are your goals in policing?

During these group activities, officers were enthusiastic, providing appropriate answers and thoughtful discussion. Officers discussed what their goals in policing are, and there were many passionate and encouraging responses. Goals mentioned included making a difference, breaking cultural barriers, career development, improving the department, and the need to always be learning.

When asked what word describes the PPD organizational culture, responses ranged from “changing” to “improving” to “fair.” Supervisors acknowledged that the department had received a shock, and it has been difficult to keep expectations of officers and overall department staff in line with the goals of the organization as a whole. However, participants said they remained optimistic.

Trainings began by exploring how and why policing has become what it is today. Officers discussed how policing in other countries has affected their abilities to connect with immigrants, because trust in police in many people’s home countries is nonexistent. Community members’ past experiences with law enforcement outside of Pasco contribute to lack of trust in the PPD. Throughout the day, officers learned about how to overcome some of these barriers using the principles of procedural justice.

The structure of the lectures granted officers and supervisors the opportunity to speak their minds about questions, sources of confusion, frustrations, and successes. Participants expressed these feelings without fear of retribution. Being open made the trainings more personal for the officers, which allowed the concepts to be presented in ways applicable to the officers’ daily lives.

While discussing procedural justice and community policing, officers touched on a number of difficult topics. Both supervisors and line officers expressed frustration over the expectations they feel the community has for officers. They said many of these expectations were unrealistic. For example, some said the community expects law enforcement to solve all problems and crimes without ever making a single mistake. Others said that every person seems to feel that his or her problem is a priority, making it difficult to please everyone.

Officers were asked, “What do you expect from the community?” Answers ranged from attainable (understanding, patience, cooperation) to unattainable (“If no one breaks the law, crime will go down to zero”).

As the officers engaged in these group discussions, they began to understand how treating one another and the community fairly and with respect, giving community members a voice, and being trustworthy can help to overcome many of the issues they have experienced in the past. In addition, they came to realize that building relationships with the community can lead to enhanced officer safety. One idea gleaned from this conversation was, “Treat everyone with respect—they’ll pay you back later.” Having a relationship of trust and mutual respect leads community members to give officers the benefit of the doubt in difficult situations, keeping tensions low and allowing for a thorough review of incidents. This reduces pressure and stress on officers, allowing them to protect and serve to the best of their abilities.

After the training was over, officers said it would have been beneficial earlier in their careers; they could imagine situations in which they could have applied the skills, techniques, and principles presented in the training to many aspects of their daily jobs. They named specific instances where internal procedural justice principles would have made processes easier, and many vowed to make a point of employing the skills they learned that day in future endeavors.

Feedback provided in evaluations indicated participants saw the course as beneficial. Participants, on average, agreed that the course increased their knowledge, skills, and abilities. In the open-ended feedback, participants continued to praise the course, stating “I think the entire course, as a whole, was valuable” and “this class was a good reminder to do what is right in all aspects of the job. It also helped provide definitions to what we know is right and are doing, but maybe couldn’t describe.” The post-test scores supported these sentiments, showing a 69 percent score increase over the pre-test scores.

# Appendix D. Expanding Community Policing Through Social Media

*Note on social media implementation: The Pasco Police Department (PPD) has made significant progress in its outreach and communication efforts via social media. This document was developed to assist the PPD in developing its social media policies and presence. Many of the recommendations provided in this plan are already in place or are currently being implemented by the PPD; however, we are providing the full planning document and its recommendations as a resource to assist other agencies that are in earlier stages of developing and building their social media presence.*

## Background

Social media is a part of everyday life for many Americans. People have come to expect to obtain information nearly instantaneously, and increasingly they are turning to social media. Law enforcement agencies across the country have observed the importance of engaging with the community through social media and have recognized the benefits of keeping an active social media presence for crime prevention, community outreach, and intelligence-gathering purposes.

Social media is a multifaceted tool for law enforcement. Platforms such as Facebook and Twitter can assist in releasing messages directly from the agency. Through social media, information goes directly to users, who can take that information and spread it further.

Social media should be seen as a tool that law enforcement agencies can use in addition to working with traditional news media (not instead of working with traditional media). The lines increasingly are blurring between social media and traditional news media. For example, newspapers and broadcast media often quote law enforcement agency tweets or Facebook posts in their stories, particularly during a critical incident, when social media can be the most efficient way for the police to share information quickly. And most news media reporters post tweets about their stories. Thus, community members who follow both the news media and the law enforcement agency on Twitter may see information about a given incident from both sources—the police and the news media—on their Twitter feed.

Law enforcement agencies can also use social media to obtain as well as disseminate information. For example, during a major demonstration or protest march, police should follow the social media posts of the organizations and individuals who are leading the demonstration to facilitate a two-way information exchange while the event is being planned and as it plays out. The demonstration leaders almost certainly will be following the agency's postings.

Agencies can also use social media to request information from witnesses and others with possible knowledge of a crime, a motor vehicle accident, and other incidents. Because tens of millions of people regularly use Facebook and Twitter, messages can spread quickly. These platforms have been used to gather tips, videos, and information in criminal investigations. Many law enforcement agencies have YouTube channels on which they post videos of burglaries, robberies, and other street crimes captured on private or public surveillance cameras. Links to these videos are publicized through Twitter and Facebook to generate leads on suspects and persons of interest. (See table 1 on page 46 for a partial list of social media applications and how they may be used by law enforcement.)

While it is extremely useful to law enforcement agencies to have their messages spread quickly through social media, the efficiency of social media means that unfavorable or unflattering posts can spread just as quickly. To ensure that social media messages are in line with the mission and goals of the agency and to avoid postings of information, pictures, videos, or messages that hurt the agency's image, agencies need to have clear and specific policies that outline (1) what type of content will be posted on the department's social media accounts and (2) who has the responsibility and authority to communicate on the department's accounts.

In addition, law enforcement agencies should have policies governing postings by department employees on their own personal social media accounts, because inappropriate posts—such as racist or sexist comments—can cause severe damage to the agency's reputation and cause community members to distrust the police.

Information posted on agency accounts should be credible and accurate and should be presented in a way that encourages engagement from community members and builds "virtual relationships." Many people with certain interests, such as politics or sports, regularly post comments on blogs, Facebook accounts, or other social media devoted to those interests. In the process, these people become familiar with others who post on those sites and share their interests and views. Law enforcement agencies can work to develop similar online communities among people who have an interest in crime trends, community policing, or other aspects of policing. These relationships can assist in information sharing online and can increase trust between the community and police.

A detailed social media policy and plan can strengthen the agency's line of communication with the community and encourage active participation in police-sponsored events and activities. There are many details to consider when using social media, and it is important to develop written guidelines to make the agency's use of social media successful.

Table 1 provides a summary of social media sites that may be effectively used by police agencies to facilitate two-way communications or to share information and educational materials with the community.

**Table 1. Social media sites and their usage and benefits**

<b>Platform* and link</b>	<b>Usage and benefits</b>
Facebook <a href="https://www.facebook.com/">https://www.facebook.com/</a>	Social network. Create personal or organizational profiles and post pictures, videos, and contact and agency information. Make connections with "friends" and "followers" to interact and share information with other Facebook users. Facebook can be used for community engagement, recruitment, announcements, and sharing press releases.
Twitter <a href="https://twitter.com/">https://twitter.com/</a>	Microblog. Share short messages (no more than 140 characters), called tweets, to your followers. While tweets are extremely brief, they often provide links to more lengthy documents and other resources. For example, a police agency may use Twitter to direct followers to a department press release or crime report. Individuals without a Twitter account can access tweets shared by the department, as well. Twitter can be used for breaking news, general announcements, and alerts.
LinkedIn <a href="https://www.linkedin.com/">https://www.linkedin.com/</a>	Professional network. Individuals on LinkedIn can create profiles summarizing professional experience and accomplishments, look for jobs, and connect with organizations and professionals. In addition, departments can create an agency LinkedIn profile to share job opportunities and search for and communicate with potential candidates. LinkedIn can be used for networking and recruitment.
Nextdoor <a href="https://nextdoor.com/agency/">https://nextdoor.com/agency/</a>	Social network. Nextdoor connects neighbors and agencies in those neighborhoods to one another. Users can post questions, promote events, and provide recommendations for different services. Agencies can communicate with users with the knowledge that everyone receiving their messages is a verified member of that specific neighborhood. Nextdoor can be used for community engagement, crime prevention, and alerts.

Platform* and link	Usage and benefits
Instagram <a href="https://instagram.com/">https://instagram.com/</a>	Photo and video sharing. Users share photos and short videos on Instagram and other platforms. Instagram can be used to share and promote events and conduct community outreach and engagement.
YouTube <a href="https://www.youtube.com/">https://www.youtube.com/</a>	Photo and video sharing. Users can upload and share videos and view videos posted by other users. YouTube can be used for sharing recruitment videos, providing information on crime prevention, sharing surveillance video to help identify suspects, and promoting and sharing events.
Pinterest <a href="https://www.pinterest.com/">https://www.pinterest.com/</a>	General tool. Pinterest works like an online bulletin board, where users can “pin” items found on the internet. Departments can create multiple boards to keep like items together, such as saving ideas for crime prevention, lost and stolen items, and helpful websites. Pinterest can be used for safety ideas, crime prevention, and community engagement.
Nixle <a href="http://www.nixle.com/">http://www.nixle.com/</a>	Microblog. Local, state, and Federal Government entities can utilize Nixle to disseminate messages directly to cell phones via text message. Residents who are registered with the site can also opt to receive these updates via email, or they can log into the website to view the message. Nixle can be used for requesting tips, alerts, traffic advisories, and general department announcements.
SnapChat <a href="https://www.snapchat.com/">https://www.snapchat.com/</a>	Photo and video sharing. SnapChat allows users to send pictures and videos to their followers that, unless a screenshot is taken, will disappear after a user-set amount of time (1–10 seconds). Departments can use SnapChat to send out public safety announcements, missing persons information, and pictures and videos at community events. SnapChat is especially popular among individuals under 25 and can be used for safety ideas, community engagement, crime prevention, and general advisories and short announcements.

\*The platforms described here are a few of many technologies available. For more information on those platforms listed or other available sites and platforms, see “Technologies and Platforms,” International Association of Chiefs of Police, accessed May 23, 2016, <http://www.iacpsocialmedia.org/Technologies.aspx>.

## Dashboards

Because so many social media platforms are available and many agencies wish to use multiple accounts across platforms, there are programs available to assist agencies in managing all of these in one centralized place.<sup>56</sup> For example, HootSuite<sup>57</sup> allows users to manage multiple different social media accounts (such as Facebook, Twitter, and Instagram) through a single platform. When logging into HootSuite, users see all of their social media account traffic. It also allows users to schedule and publish content to all of their accounts. Last, HootSuite provides analytics so users can track trends.<sup>58</sup>

TweetDeck<sup>59</sup> is another useful tool, especially for agencies with multiple Twitter accounts (such as across precincts). TweetDeck, like HootSuite, allows for users to manage multiple social media platforms from a single location,<sup>60</sup> but TweetDeck is optimized to manage multiple Twitter accounts. Users can schedule and post tweets, create lists with different search terms to keep track of multiple issues, and set alerts to keep up with emerging information. TweetDeck also allows users to filter searches using criteria such as engagement, number of retweets, favorites, and replies.<sup>61</sup>

56. See “Dashboards,” International Association of Chiefs of Police, accessed May 23, 2016, <http://www.iacpsocialmedia.org/Technologies/Parent.aspx?termid=151&depth=2>.

57. “Hootsuite,” Hootsuite Media, Inc., accessed May 23, 2016, <https://hootsuite.com/>.

58. “HootSuite,” International Association of Chiefs of Police, accessed May 23, 2016, <http://www.iacpsocialmedia.org/Technologies/Parent/Platform.aspx?termid=153&depth=3>.

59. “Welcome to TweetDeck,” Twitter.com, accessed May 23, 2016, <https://tweetdeck.twitter.com/>.

60. “TweetDeck,” International Association of Chiefs of Police, accessed May 23, 2016, <http://www.iacpsocialmedia.org/Technologies/Parent/Platform.aspx?termid=152&depth=3>.

61. “TweetDeck,” Twitter.com, accessed May 23, 2016, <https://about.twitter.com/products/tweetdeck>.

## *Purpose*

These recommendations and suggested strategies are designed to enhance the Pasco Police Department's (PPD) social media and online messaging efforts, especially efforts to reach Hispanic and other diverse populations. This plan includes detailed recommendations for strengthening the PPD's social media presence and using online resources to communicate department messages, connect with community members, and improve investigative and intelligence-gathering efforts. These are general recommendations; more detailed plans and policies will need to be developed in accord with the department's mission and vision.

## *Social media strategy suggestions*

The PPD currently manages four social media accounts: Facebook pages in English and Spanish as well as Twitter pages in English and Spanish. Personnel in charge of managing these platforms have built a solid foundation for the department's social media presence. Since these pages launched in April 2015, the department has further developed its expertise with these platforms, and the results are evident in the quantity and quality of material posted.

Following are suggestions to build on the progress made by PPD officers and to construct a policy and strategy to make this presence sustainable. Examples of posts illustrating the recommendations are included to demonstrate the work the PPD has done in shaping its social media image.

## *Institutionalizing social media in law enforcement agencies*

Before a law enforcement agency begins using social media, it should consider several factors. Agencies must consider the scope and limits of their social media usage. In addition, developing a framework and a strategy for social media use and providing training on the guidelines developed can help prevent on- and off-the-job misuse of social media and improve communications with the public. When creating a social media presence, agencies should begin by discussing their goals for using social media. An agency should continually refer to those goals to expand its presence as it becomes more familiar with platforms. A written framework and strategy can also inform the growth and development of social media.

### *The PPD should determine its social media goals, strategy, and institutional capacity.*

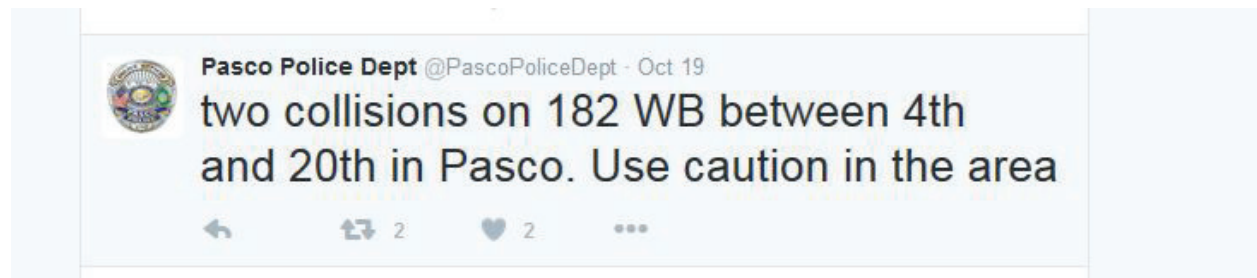
The department should determine how it can use social media given the size and available resources of the agency. There are many platforms on the Internet that are considered "social media." The PPD should consider which sites would most effectively carry out its goals.

The PPD has started this process in its current efforts. Because the department wants to send messages to a large audience and conduct community outreach and engagement, it chose Facebook and Twitter, both social network sites that allow for the dissemination of information to large audiences. If the department also wishes to use social media to gather intelligence and evidence for investigations, it could consider purchasing "geofencing" software and should use sites such as Instagram and YouTube. If the department wants to engage in online outreach in a highly localized, neighborhood-based manner, Nextdoor could be an appropriate platform. If the PPD is looking to enhance its professional recruiting efforts, it might consider LinkedIn.

As the department develops its social media presence, in addition to determining which platforms to use the PPD must determine who within the agency should manage the department's social media program, who should be designated to post information on departmental social media pages, and whether other divisions or

districts will be allowed to have their own Facebook pages or Twitter feeds. Many departments assign the social media function to their Public Information Offices but also involve personnel from other units in social media communications and activities. Others allow each precinct or district to have a separate Facebook account, in addition to the department-wide account to focus on more localized crime issues and events.

Currently, the department has several designated individuals who are allowed to post on its four accounts (Facebook and Twitter). As the PPD expands its reach and use of platforms, it should consult its legal counsel as well as city officials for guidance in developing policies and approvals for vetting who uses the accounts and is able to make decisions on content and in determining whether additional social media communications would be helpful and appropriate based on its community outreach and engagement goals and whether existing efforts are effectively engaging the communities it needs to reach most in various areas of the city.



*Tweet depicting how to use social media to inform the community about safety-related information*  
Courtesy @PascoPoliceDept Twitter

The department should go through a vetting process to make sure the designated personnel are coordinating on the information that will be posted, and will select content that conveys the agency's mission and will not be irrelevant or objectionable to the community.

Finally, the PPD needs to match the social media platforms it intends to use with designated personnel and technology to ensure that it has sufficient resources to effectively manage its social media program. When done well, social media involves two-way communications among account holders and followers. The department needs to ensure it has the resources—both the people and the mobile technology—not only to push information out but also to answer questions, respond to comments, and engage with followers. Failure to be truly “social” on social media can reduce a department’s program to irrelevance or ridicule. Currently, the PPD does well in providing information to the public and responding to comments and inquiries. As the department’s presence grows, these practices should be maintained.

***The PPD should develop a written social media policy.<sup>62</sup>***

The purpose of drafting a social media policy is to clearly define proper use and management of social media platforms for all agency personnel—both on official agency accounts and on employees’ own personal pages. The PPD should construct a social media policy that clearly states that posts on social media should not contain sensitive, defamatory, or derogatory statements, pictures, or videos. The policy should also provide guidelines for private use of social media by department personnel. Issues that may arise when using social media can be informed by other policies the department has already put in place, such as department policies for personnel on internet use and electronic messaging. When shaping the social media policy, the PPD should review these established policies for consistency.

62. The PPD has developed and implemented a social media policy effective April 2016.





*Photo posted to the PPD Facebook page of an officer speaking at a recruiting event in Richland, Washington*

Photo courtesy Pasco Police Department Facebook page

***The PPD should develop and conduct formal training for personnel who will be using official department social media sites and initiatives. Conduct roll call trainings for employees on proper use of their personal social media pages.<sup>63</sup>***

Like public information officers, PPD employees who write posts and develop other content for the department's social media accounts are responsible for communicating with the community. Training PPD employees to manage the department's social media program is crucial to maintaining a professional image of the police. To prevent incorrect, confidential, or other inappropriate information from being posted, employees must be familiar with the department's policy, scope, and goals for social media communication. Training should provide employees with the skills to ensure that posted information reflects a sense of fairness, respect, and impartiality. Supervisors should be trained on proper vetting procedures to ensure that accurate and relevant content is

63. The PPD has provided detailed training to all personnel who are responsible for official department social media updates.



posted to social media and to prevent the posting of content that is inaccurate or detrimental to the department. In addition, to stay current and learn from their peers, PPD social media managers should be encouraged to join and participate in working groups, professional associations, and other networking opportunities that focus on social media in general and specifically its use in public safety agencies.

During roll call trainings, the PPD should advise its employees that content posted to their own personal social media accounts can be harmful to individuals and the department as a whole. Trainings should make officers aware that while they have First Amendment rights, controversial or defamatory statements made over social media, including on their personal accounts, are subject to disciplinary action. Training should warn officers that regardless of the privacy settings they may use on their personal accounts, off-duty social media activity can be disseminated to the public and its content can affect the reputation of the department.<sup>64</sup>

## *Communicating messages of the department*

Agencies can use social media such as Twitter and Facebook to communicate important information to the community. Social media can also provide an avenue for collaborative problem solving. Crime prevention tips, crime maps, and other data may be posted as well as announcements about community meetings and alerts about particular crimes or emergencies.<sup>65</sup>

The Boston Police Department (BPD) effectively used social media to keep the public and the news media informed in the wake of the Boston Marathon bombing in 2013. In the hours and days after the bombing, the BPD used its Twitter account to request public assistance, keep the public and media informed about road closures, and provide accurate and timely information about the status of the investigation.<sup>66</sup> After the investigation, the department was “applauded for leading an honest conversation with the public during a time of crisis in a way that no police department has done before.”<sup>67</sup> As a result of its social media efforts during the Boston Marathon bombing event and investigation, the BPD dramatically increased its number of social media followers, creating a more engaged community with which to communicate in the future.

***Keep all social media pages updated with access to complete and clear contact information for the department, including phone numbers, mailing addresses, and website links.***

For some residents, Facebook and Twitter are preferred methods to find information about and to communicate with the police. All social media pages should make clear how often the pages are monitored by the PPD to set community expectations on how quickly followers can expect a response to an inquiry submitted via social media. In addition, all pages should make it clear that emergencies should not be reported via social media and should provide emergency and nonemergency phone numbers. For individuals who want more information, a link to the department’s web page should appear on all social media sites, along with contact information for department employees. It appears the PPD is currently applying these important practices in its use of Twitter.

64. For a discussion of legal issues, see IACP National Law Enforcement Policy Center, *Concepts and Issues Paper: Social Media* (Alexandria, VA: International Association of Chiefs of Police, 2010), <http://www.iacpsocialmedia.org/Portals/1/documents/Social%20Media%20Paper.pdf>.

65. Ibid.

66. Edward F. Davis III, Alejandro A. Alves, and David Alan Sklansky, *Social Media and Police Leadership: Lessons From Boston*, *New Perspectives in Policing* (Washington, DC: National Institute of Justice, 2014), <https://www.ncjrs.gov/pdffiles1/nij/244760.pdf>.

67. Katherine Bindley, “Boston Police Twitter: How Cop Team Tweets Led from Terror to Joy,” *Huffington Post*, last modified April 26, 2013, [http://www.huffingtonpost.com/2013/04/26/boston-police-twitter-marathon\\_n\\_3157472.html](http://www.huffingtonpost.com/2013/04/26/boston-police-twitter-marathon_n_3157472.html).



*Tweet from the end of Officer Brewster's virtual ride-along*

Courtesy @PascoPoliceDept Twitter

***The PPD should work to get its social media accounts “verified.”***

Both Facebook and Twitter will “verify” the accounts of organizations and certain individuals. Verification lets users know that your account is authentic and legitimate—in other words, that it is from the organization it claims to be. Verification, which is signaled by a blue “badge” (checkmark) on the page, helps to distinguish an authentic account from possible spoof or imposter accounts. With verification, people searching for an organization can readily discern which account is legitimate and which ones may not be. Twitter and Facebook have different processes for attaining verification. The PPD should invest the time and effort to pursue verification on both of its current platforms.

*The PPD should continue to post relevant public safety-related information that may impact the community on social media platforms as soon as possible.*

Social media is one of the fastest ways to disseminate information. The PPD should continue to take advantage of this capability by quickly posting information about incidents or events that impact the community.



*Photo posted to PPD Facebook page on National Night Out*

Photo courtesy Pasco Police Department Facebook page

Crime reports can be important information to share promptly, preferably by precinct or police district. If a certain neighborhood experiences a number of burglaries or car break-ins or an armed robbery, for example, residents of that community will appreciate being told about the crimes promptly so they can take precautions or provide tips to the police. If the PPD regularly posts crime reports on its Facebook and Twitter accounts, it is easy for residents to stay apprised of this information simply by following the department on these social media.

 **Pasco Police**  
June 29 · 🌐

It's 100 degrees outside stay cool. Officer Carlisle and Officer D'Aquila handed out bottles of water at Sylvester Park.



👍 Like    💬 Comment    ➦ Share

772 people like this. [Top Comments](#) ▾

22 shares

*Photo highlighting a positive interaction between PPD officers and youth in the community posted to the PPD Facebook page*  
Photo courtesy Pasco Police Department Facebook page



Similarly, if a motor vehicle accident, weather condition, or crime scene closes a road or if other public safety-related events occur, PPD staff members should inform the public on social media to assist residents who are traveling, to reduce congestion in these areas, and to protect the scene. Information impacting the entire community, such as major events or DUI checkpoints, should be posted on English and Spanish language social media pages.

***Post crime prevention tips as well as links to different crime reporting resources. These should be communicated in English and Spanish.***

Social media can be an effective way to disseminate crime prevention information as well as details on how to report crimes to the police. PPD officers can encourage crime victims and witnesses to report information about crime by using social media to share information about all options for doing so—online reporting, phone numbers to call, phone numbers to text, etc. These options should be mentioned weekly on the English and Spanish versions of social media accounts. In addition, posts about crime reporting should include information about any guarantees of anonymity that are applicable.

Crime prevention tips can be presented in a variety of ways, including links to virtual brochures, reminders based on recent crimes, and short video clips.<sup>68</sup> In most instances, social media posts point followers to more detailed information on the PPD's website. Keeping the website updated and syncing it with social media posts are important for maintaining consistency and ensuring success.

***Keep social media pages maintained with useful content, and respond to tweets and comments with timely, helpful, and professional responses.***<sup>69</sup>

If not already included in policy, the PPD should consider having some basic policy guidance on how to handle information received via social media and when to remove negative comments or inappropriate posts from the public. Some departments also provide guidance on when the information received via social media should be handled differently (for example, as an official complaint rather than a general comment) and when a posting necessitates that the department communicate directly back to individual privately rather than posting a public response.

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68. For example, Glendora Police Chief Tim Staab posted a video in response to recent burglaries plaguing his town. In it, he provided tips on keeping homes safe, and it was posted to the police department's Facebook page. Glendora Police Department, "Crime Prevention," Facebook video, July 1, 2015, 6:16 p.m., <https://www.facebook.com/Glendorapd/videos/879172052157034/>.

69. The PPD has been extremely successful in providing useful information and prompt responses to social media comments and inquiries. To view some of the PPD's tweets and news feeds, visit the department's official Facebook and Twitter pages. Examples of the PPD's tweets and postings are also provided.

## CRITICAL RESPONSE TECHNICAL ASSISTANCE

Recommendations on Advancing Community Policing in the Pasco Police Department

When responding to tweets or comments, try to respond in a timely manner. Social media users generally anticipate quick responses, and if too much time lapses, the involved parties will lose interest in the communication and move on. Many departments clearly indicate that social media accounts are not monitored at all times, and that users should not post emergencies on the site instead of calling 911. If the sites cannot be monitored 24/7, then monitor social media accounts as routinely as possible to ensure any negative or inappropriate content that is posted is removed quickly.

Further, while it is important to be approachable and friendly on social media, PPD staff members who are designated to post content on social media should refrain from using language that is too informal or inappropriate. Check for spelling errors prior to posting, and refrain from using police jargon. Finding and practicing the right social media “voice” for the community is critically important.

Individuals who are authorized to post content on social media for the department should be carefully selected for their writing skills, knowledge of agency policies, professionalism, and sensitivity to a wide range of concerns and issues in the community.<sup>70</sup> It is important to realize that seemingly innocent jokes or casual language may not translate well to text on a computer screen. What may be well-intentioned can be seen as offensive or completely misinterpreted. When posting and responding, ensure that all language is clear and professional to maintain the image of the department.



Photo posted to PPD Facebook page of Sergeant Scott Warren interacting with a young boy at a Coffee with a Cop event

Photo courtesy Pasco Police Department Facebook page

70. Police Executive Research Forum, *Social Media and Tactical Considerations* (see note 47), 9.

***Only post images and videos that reflect the mission and work of the department. Avoid posting images or videos that are potentially private, demeaning, or offensive.***

Sharing photos is a great way to demonstrate what the PPD is doing in the community. It is important that all images and videos posted be consistent with department goals and values. Some images and videos posted with good intentions may seem offensive or demeaning. Images and videos should be purposeful, informative, and authentic. Any image or video that could be construed as offensive, inappropriate, or an invasion of privacy should not be posted. Keep in mind “the internet is forever,” meaning it is nearly impossible to take something back once it is posted online.<sup>71</sup> PPD employees authorized to post images and videos on official social media pages should remain sensitive and respectful to avoid negative content being released under the PPD’s name.

## ***Investigations / Intelligence***

In addition to communication and community outreach, law enforcement agencies can use social media as an investigative tool. However, police must constantly consider the limitations on this tool in order to safeguard privacy, civil rights, and civil liberties. The PPD should develop a policy that clearly defines how investigators can gather evidence or intelligence from social media without violating an individual’s privacy and civil liberties.<sup>72</sup> For more discussion of this, see PERF and the COPS Office’s report, *Social Media and Tactical Considerations for Law Enforcement*.<sup>73</sup>

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71. The Wayback Machine internet archive illustrates this point. As of December 2015, the site has 452 billion web pages saved, some dating back to 1996. These archived pages provide snapshots of websites and allow users to explore the page as it was on a certain date in the past. “484 Billion Web Pages Saved Over Time,” Wayback Machine, accessed May 23, 2016, <http://archive.org/web/>.

72. *Developing a Policy on the Use of Social Media in Intelligence and Investigative Activities: Guidance and Recommendations*, Global Justice Information Sharing Initiative (Washington, DC: Global Advisory Committee, 2013), <http://www.iacpsocialmedia.org/Portals/1/documents/SMLInvestigativeGuidance.pdf>.

73. Police Executive Research Forum, *Social Media and Tactical Considerations* (see note 47).

## Community outreach

Law enforcement agencies can use social media to improve communications, provide access to information, and foster transparency.<sup>74</sup> Like many departments, the Arlington (Texas) Police Department uses “tweet-alongs,” or virtual ride-alongs using Twitter, to highlight the work of officers and their experiences on different types of calls. This is an educational experience for the public that builds legitimacy within the community.<sup>75</sup>

The PPD conducted a virtual ride-along in July 2015, employing the tweet-along technique. Comments online indicated that community members enjoyed this event. As a result, the PPD hosted another tweet-along on New Year’s Eve and another in May 2016. The PPD should continue to host virtual ride-alongs as a way to engage community members and demonstrate the realities of patrol. With this technique, special care needs to be taken so that sensitive or confidential information is not shared and investigations are not compromised.

The Minneapolis (Minnesota) Police Department uses social media as a way to connect with youth. The department’s “Bike Cops for Kids” program has an active Facebook page documenting officers’ daily interactions with community members and kids. They hand out water bottles, bike locks, stickers, and occasionally bicycles. All of this activity is posted to Facebook to document their community policing initiatives and highlight the connections made with community members, especially children, every day.<sup>76</sup>

## Community engagement

***Keep all social media pages up to date with relevant information, tips, alerts, and events.***

Each page should be maintained with timely links, videos, pictures, stories, events, and information. While there is no magic number or formula for how often social media posts should be sent, the PPD should tweet or add Facebook posts when it is appropriate and natural. In some instances, that may mean several posts a day. At other times, the frequency will be less. However, the PPD should develop a series of useful “evergreen” posts (on crime prevention topics, for example) that can be used during relatively slow periods. As the department continues to grow its social media presence, it is important that it keep up the momentum.

***Pictures and videos of police officers engaging with the community at events and in day-to-day interactions should be included on social media pages.***

Currently, the PPD regularly posts pictures of officers involved with the community at events and during informal interactions. This presents a strong image of the department, and this practice should be continued to maintain that image. Pictures of planned events, such as National Night Out and Coffee with a Cop, are excellent ways to advertise and promote agency involvement with the community. Officers also engage with the community informally on a daily basis. Pictures of officers supporting local businesses, talking with people in the park, and playing catch with children help to promote an image of transparency and reinforce the idea of community policing.

To support these types of unplanned but authentic posts to social media, the PPD should consider equipping some of its officers with smart phones and basic training in social media. In addition, the department’s social media policy should reflect that capturing these types of encounters is encouraged. And when effective posts are developed and sent, the department should recognize and reward the officers involved.

74. Mary Lou Leary and Mary Rappaport, *Beyond the Beat: Ethical Considerations for Community Policing in the Digital Age* (Washington, DC: National Centers for Victims of Crime, 2008).

75. IACP Center for Social Media, “Case Study: Arlington, Texas, Police Department—Using Tweakalongs to Create a Team,” International Association of Chiefs of Police, accessed August 13, 2015, <http://www.iacpsocialmedia.org/Resources/CaseStudy.aspx?cmsid=7212&termid=126&depth=2>.

76. To learn more about Bike Cops for Kids, “Bike Cops for Kids,” Facebook page, accessed May 2016, <https://www.facebook.com/Bike-Cops-for-Kids-112010872164984/?fref=ts>.



***Use social media to promote citizens<sup>77</sup> academies, ride-alongs, and other opportunities to work alongside police officers.***

PPD should continue to post links and forms for citizens' academies, ride-alongs, and other opportunities that allow residents to engage with PPD officers. The department should also provide information about these opportunities and give contact information for interested individuals to learn more. By posting applications on social media, the department can reach a wider range of applicants. And when these activities are successfully completed—for example, the graduation of a citizen's academy—the PPD should celebrate that success on social media.

***The PPD should continue its practice of promoting community policing activities, both formal and informal, by highlighting outstanding performances and volunteer work of police officers and community members on social media pages and the department's website.***

The PPD should regularly highlight the work carried out by PPD officers outside of their traditional law enforcement duties to help promote the department's dedication to community policing. Share pictures of an officer working with community volunteers at a soup kitchen, coaching a youth sports team, or taking language classes. These images help build trust within the community and demonstrate that PPD strives for a community policing approach. It also assists in "humanizing" officers, making them more approachable to the community.

***Host social media "department staff takeovers." Allow different types of officers and staff members (e.g., school resource officers, K-9 officers, evidence technicians) to post to social media pages for a day.***

Nonprofit organizations, charities, sports teams, and other organizations often host "social media takeovers," letting a celebrity or sports star post from the account for a set period of time (a day to a week). In this way, the sponsoring organization brings fans of the celebrity to its own social media account.<sup>78</sup> The PPD can adapt this idea, but instead of hosting celebrities, the police can highlight the work of department employees who aren't usually featured on social media, such as the K-9 unit, school resource officers, evidence technicians, dispatchers, or the records team. The takeover would allow the sworn or civilian staff members to introduce themselves to the community, demonstrate what a day of policing looks like within that division, and host a question and answer session about their job. In addition, these "takeovers" may help identify department members who show talent for communicating and could become effective regular contributors to the department's social media program.

## Spanish language

***Advertise and provide links to Spanish social media pages on the English pages and vice versa. Make these pages easily accessible from the PPD web page.***

"Liking" the Spanish Facebook on the English version and vice versa would provide easy access to each of the pages. Twitter handles can be placed in the "about" section on the Twitter pages.<sup>79</sup> In addition, page monitors should promote the different platforms and languages through the different pages. On Twitter, a tweet could say "check us out on Facebook!" with a link to the Facebook page. This increases visibility and opportunities for individuals to see information in their preferred language.

77. See chapter 2, recommendation 2.2 for generally replacing the use of the term "citizen" with "community member" in advisory committee and academy titles and department materials.

78. Jonathan Kuperberg, "@MichaelPhelps Takes Over @Ravens to Live-Tweet Game," Twitter, Inc., last modified December 13, 2013, <https://blog.twitter.com/2013/michaelphelps-takes-over-ravens-to-live-tweet-game>; Jenna Mannos, "It's Time for #VinScully!," Twitter, Inc., last modified July 2, 2013, <https://blog.twitter.com/2013/its-time-for-vinscully>.

79. For example, place @PoliciaDePasco on the English page and @PascoPoliceDept on the Spanish page.

***To increase diversity within the department, Spanish speaking officers should promote recruitment by posting videos, pictures, and stories about their work in policing and pride in their heritage.***

The PPD's Spanish language social media pages should reflect information relevant to the Spanish speaking community, rather than simply be a translation of the English page postings. To promote trust between the police and community, Spanish speaking officers should create videos, stories, and pictures to share to describe their heritage and how they became police officers.

## Youth

***Connect with other city and community organizations (e.g., Boys and Girls Clubs, sports leagues) to follow and attend events. Interact on social media and promote these groups using social media pages.***

The PPD should follow local city and community organizations' pages and share posts from these groups. (Currently, the PPD is following only about 50 Twitter accounts, and most of these are other police agencies.) For example, if the Boys and Girls Club posts something about a food drive, share or retweet that post so it shows up on the PPD's social media pages. Attend events hosted by these organizations and post and share pictures at the events. Keep an open dialogue with organizations to promote positive relationships and communication. Connecting to other city and community organizations through social media expands the reach of the PPD's pages and can increase user follows and engagement.

School resource officers (SRO) can also use social media to post about school events and projects. This helps demonstrate the relationship between the PPD and the schools. SROs should partner with their schools to create messages and posts about sports activities, plays, concerts, and fundraisers.

***Promote youth-centered activities, such as the Law Enforcement Explorers program, using social media.***

The PPD should post information about youth-specific activities. The department should also share applications for the Explorers program and provide testimonials from previous attendees. Promote any youth activities hosted by the PPD through Facebook events and regularly share notifications and information about events.

## Recruitment

***Create a section of the PPD web page dedicated to recruitment and career opportunities, and support that web presence with regular social media posts.***

Currently, it is not clear how to find opportunities to join the PPD. Jobs are listed within the city employment opportunities section, but this is not advertised or easily found. To help interested applicants find and apply for jobs with the PPD, a section of the PPD website should be dedicated to recruitment and employment opportunities for sworn and civilian personnel. Alongside current links to “About Pasco Police” and “Volunteer Opportunities” should be a link to more information on career opportunities and job openings within the department. Links to application forms, information about job requirements, and recruitment videos are among the items that should be contained on the employment opportunities page. In addition, social media should be used to announce new job openings, advertise recruitment events, provide upcoming police testing dates, and highlight other employment opportunity information and events.

***Post minimum qualifications and automatic disqualifiers on the recruitment section of the department webpage, and periodically highlight this information through social media.***

As the PPD website is laid out now, applicants have to navigate to the city job postings page to find jobs with the police department and then go through a third party site to find out what the qualifications and disqualifiers are for becoming a police officer. This information should be made more readily available on the recruitment section of the police website. The PPD should clearly outline city and state requirements and attributes that are potential or automatic disqualifiers. Having this information easily accessible will allow candidates to make an informed decision to apply and self-screen out of the process if they do not meet the qualifications. Some interested applicants may not know anything about qualifications or disqualifiers, so this section would be an effective educational and recruiting tool. This link can then be shared on social media when the PPD is advertising job openings.

***Provide and continually update recruitment videos to promote community policing and reach a wide range of possible applicants. Consider starting and maintaining a YouTube channel to host these and other department videos.***

The PPD should create and continually update videos for recruitment that accurately portray and promote the department’s commitment to community policing. In order to attract a diverse set of applicants, the videos should depict Pasco’s unique and vibrant community and show officers engaging in effective community policing (and avoid emphasizing special weapons and tactics [SWAT] operations and aggressive police actions as some departments have done). The latter type of videos may attract candidates seeking thrills and excitement, but it also portrays policing inaccurately, as most of the day-to-day work of policing involves interacting with community members and solving problems. Videos should be an accurate and realistic depiction of the lives of Pasco police officers and promote the department’s community policing values.

A Spanish-language recruitment video is also a necessity. Community policing should be at the center of this video as well. Hispanic and Spanish-speaking officers should discuss their job and what drew them to the PPD and should encourage applicants to inquire or submit an application.

Finally, a department YouTube channel would provide a single platform for potential recruits and community members in general to find videos on a range of topics: recruitment, crime prevention, and examples of community outreach and engagement. That way, a person seeking a crime prevention video, for example, may also see a recruitment piece and act on that message directly or share it with family or friends who might be interested in career opportunities.

## *Sample social media policies*

Chicago, IL: "Use of Social Media Outlets," *General Order G09-01-06* (Chicago, IL: Chicago Police Department, 2014), <http://directives.chicagopolice.org/lt2015/data/a7a57bf0-135f9205-ceb13-5f94-7e998c13b2be7890.html>.

Minneapolis, MN: Police & Procedure Manual, "7-119 Social Networking," City of Minneapolis, last modified October 9, 2014, [http://www.ci.minneapolis.mn.us/police/policy/mpdpolicy\\_7-100\\_7-100](http://www.ci.minneapolis.mn.us/police/policy/mpdpolicy_7-100_7-100).

Kansas City, MO: "Policy Series 200: Employee Guidelines 261—Social Media and Networking," *Personnel Policy* (Kansas City, MO: Kansas City Missouri Police Department, 2014), <http://kcmo.gov/police/wp-content/uploads/sites/2/2014/01/PPBM261.pdf>.

Portland, OR: "4.08(A) Social Media," *Employee Behavior & Expectations*, City of Portland Human Resource Administrative Rules (Portland, OR: City of Portland, n.d.), <https://www.portlandoregon.gov/auditor/article/372781>.

Philadelphia, PA: "Subject: Social Media and Networking," *Directive 119* (Philadelphia, PA: Philadelphia Police Department, 2011), <http://www.theemployerhandbook.com/files/2015/01/QL-upCY4Vq9.pdf>.

Seattle, WA: Seattle Police Department Manual, "5.125—Social Media," City of Seattle, last modified March 1, 2015, <http://www.seattle.gov/police-manual/title-5---employee-conduct/5125---social-media>.

# Appendix E. Additional Resources Related to Report Findings

## Community policing

International City/County Management Association. 2007. *Community Policing Explained: A Guide for Local Governments*. Washington, DC: Office of Community Oriented Policing Services. [http://www.cops.usdoj.gov/pdf/vets-to-cops/cp\\_explained.pdf](http://www.cops.usdoj.gov/pdf/vets-to-cops/cp_explained.pdf).

Office of Community Oriented Policing Services. *Community Policing Defined*. 2014. Washington, DC: Office of Community Oriented Policing Services. <http://www.cops.usdoj.gov/pdf/vets-to-cops/e030917193-cp-defined.pdf>.

President's Task Force on 21st Century Policing. 2015. *Final Report of the President's Task Force on 21st Century Policing*. Washington, DC: Office of Community Oriented Policing Services. [http://www.cops.usdoj.gov/pdf/taskforce/TaskForce\\_FinalReport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf).

## Diversity

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# About PERF

The **Police Executive Research Forum (PERF)** is an independent research organization that focuses on the most critical issues in policing. Since its founding in 1976, PERF has identified best practices on fundamental issues such as reducing police use of force, developing community policing and problem-oriented policing, using technologies to deliver police services to the community, and evaluating crime reduction strategies.

PERF strives to advance professionalism in policing and to improve the delivery of police services through the exercise of strong national leadership, public debate of police and criminal justice issues, and research and policy development. The nature of PERF's work can be seen in the titles of a sample of PERF's reports over the last decade. Most PERF reports are available without charge online at <http://www.policeforum.org/free-online-documents>.

In addition to conducting research and publishing reports on our findings, PERF conducts management studies of individual law enforcement agencies, educates hundreds of police officials each year in a three-week executive development program, and provides executive search services to governments that wish to conduct national searches for their next police chief.

All of PERF's work benefits from PERF's status as an organization of police officials, academics, Federal Government leaders, and others with an interest in policing and criminal justice.

All PERF members must have a four-year college degree and must subscribe to a set of founding principles, emphasizing the importance of research and public debate in policing, adherence to the Constitution and the highest standards of ethics and integrity, and accountability to the communities that police agencies serve.

PERF is governed by a member-elected president and board of directors and a board-appointed executive director. A staff of approximately 30 full-time professionals is based in Washington, D.C.

To learn more, visit PERF online at [www.policeforum.org](http://www.policeforum.org).

# About the COPS Office

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

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

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

Another source of COPS Office assistance is the Collaborative Reform Initiative for Technical Assistance (CRI-TA). Developed to advance community policing and ensure constitutional practices, CRI-TA is an independent, objective process for organizational transformation. It provides recommendations based on expert analysis of policies, practices, training, tactics, and accountability methods related to issues of concern.

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.

- To date, the COPS Office has funded the hiring of approximately 127,000 additional officers by more than 13,000 of the nation's 18,000 law enforcement agencies in both small and large jurisdictions.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.
- To date, the COPS Office has distributed more than eight million topic-specific publications, training curricula, white papers, and resource CDs.
- The COPS Office also sponsors conferences, roundtables, and other forums focused on issues critical to law enforcement.

The COPS Office information resources, covering a wide range of community policing topics—from school and campus safety to gang violence—can be downloaded at [www.cops.usdoj.gov](http://www.cops.usdoj.gov). This website is also the grant application portal, providing access to online application forms.





Faced with a recent officer-involved shooting and wanting to rebuild trust with the community, the Pasco Police Department (PPD) reached out to the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) for help through its Critical Response Technical Assistance program. The COPS Office led this effort and commissioned the Police Executive Research Forum (PERF) to facilitate training and technical assistance for the PPD.

This report summarizes those efforts and provides guidance to the PPD regarding community policing initiatives, officer training, and other approaches needed to rebuild trust with the community. Findings and recommendations are presented in five key areas: community policing, cultural awareness, diversity, training (especially related to use of force), and outreach (with a particular focus on Pasco's large and growing Hispanic community). The report also presents a social media strategy designed to help the PPD advance its efforts to engage with residents online.

The report will help the PPD advance community policing, enhance police-community relations, and improve public safety.



**COPS**

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

U.S. Department of Justice  
Office of Community Oriented Policing Services  
145 N Street NE  
Washington, DC 20530

To obtain details on COPS Office programs,  
call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at [www.cops.usdoj.gov](http://www.cops.usdoj.gov).



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