

A SYMBOL OF FAIRNESS AND NEUTRALITY

POLICING DIVERSE COMMUNITIES IN THE 21ST CENTURY



**From the Executive Committee of the
International Association of Chiefs of Police**

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EXECUTIVE SUMMARY

At the direction of IACP President Joseph C. Carter, the IACP Executive Committee addressed “Policing Diverse Communities in the 21st Century” at its February 2007 meeting. In his challenge to the Executive Committee, President Carter noted the increased diversity and changed environment in our nation since IACP first examined racial profiling and bias-free policing in 1998. He called on the Executive Committee to identify a course of action for the future, stressing the critical demands for bias-free policing in light of the new challenges and complexities that the profession faces in the 21st century.

The Executive Committee divided into groups, selected to represent diverse law enforcement perspectives, agency types and sizes. In facilitated discussion sessions, each group identified areas of importance related to bias-free policing and diversity and recommended specific actions the IACP should take in the future – a Leadership Agenda. Key areas and recommendations included, but were not limited to:

- ❑ Helping members play pivotal leadership roles by fostering national and local dialogues to forge workable, effective approaches to contemporary racial, ethnic, and cultural challenges.
- ❑ Helping the profession to reassert that police officers in the United States and other democratic nations are symbols of fairness and neutrality and that they are the embodiment of the principles of democracy. By carefully defining their roles, police leaders can take proactive approaches to promote this message and depart from counterproductive defensive postures sometimes adopted in response to an allegation of biased policing.
- ❑ Helping agencies develop better understanding of the culturally diverse communities they serve and more culturally competent methods for responding to and engaging them in public safety partnerships.
- ❑ Continuing to promote greater cultural, racial, ethnic, and gender diversity.

This report addresses many issues of diversity and racism that face our societies, elected officials, and police executives. Increasingly, these issues are taking on global dimensions. Few countries or regions are immune to ethnic, racial, or class strife; and combating problems such as human trafficking or smuggling will require international solutions. Clearly, there are no simple solutions to these complex issues. The IACP Executive Committee, however, has identified a number of critical considerations for police executives to examine when addressing diversity issues. These considerations

must be addressed simultaneously at the federal, state, tribal, and local levels by elected and public officials, as well as by civic institutions responsible for promoting democracy. While recognizing that the relationships between local departments and the communities they serve are unique, IACP is in a key position as a membership organization to help marshal a collective and effective response across federal, state, local, and tribal law enforcement agencies. President Carter has indicated this report is not conclusive, but a living document that will build on law enforcement's ability to police diverse and continually-evolving communities with professionalism, sensitivity, and in ways that promote mutual trust and collaboration.

INTRODUCTION

Since its formation in 1893, the International Association of Chiefs of Police has stood for excellence and professionalism in policing, pursuing our core mission to promote and defend justice. A call to adhere to the highest standards of professional conduct is embodied in our mission statement. In keeping with this tradition, the IACP has in recent years mobilized considerable assets and leveraged considerable prestige to promote bias-free policing and to diversify the profession. Since the first IACP Forum on Professional Traffic Stops in 1998, no year has passed without a resolution, model policy release, publication, or forum to further promote and reinforce this commitment. More than 25 actions and publications document our institutional position.

During this first decade of the 21st century, the face of communities throughout the world has changed dramatically. The global economy and more transient populations are resulting in waves of new residents, unprecedented in numbers and diversity, that must be served and protected by law enforcement agencies at all levels of government. We feel a necessity, therefore, to reexamine and ensure that as a profession we are doing all that must be done to meet our obligations to develop and protect public trust and confidence, ensure equal service and protection, and recruit and integrate new populations into law enforcement roles. These are critical goals for fair and effective policing, recognized widely in democratic countries across the globe. IACP President Joseph C. Carter directed the Executive Committee to focus on these goals.

The Executive Committee of the IACP devoted its February 2007 meeting to Race, Ethnicity, and Culture: Leadership Challenges to Policing in the 21st Century. Over 50 members of the Executive Committee, past IACP presidents, and senior members of staff considered our work to date, its sustainability for the present, for the changing environment, and set forth a program to take us into the future. The report that follows outlines the current challenges posed by policing in a diverse society; the priority issues and considerations identified by the IACP Executive Committee; and, finally, provides an agenda that outlines the next steps that must be taken to address this topic of critical importance to law enforcement agencies around the world.

I. THE EVOLVING SERVICE POPULATION: NEW DIMENSIONS FOR POLICING

In this first decade of the 21st century, the policing environment has already changed in profound ways, and with dramatic speed. The service population is exponentially larger and still expanding. Racial and ethnic diversity and cultural pluralism are unprecedented in composition. In countless ways, law enforcement is expected to achieve traditional missions, manage conditions until new populations assimilate, and absorb new Post 9-11 responsibilities. Examples of the impact of changing demographics are seen at national levels, but they unfold in myriad and complex ways at the local level.

UNITED STATES DEMOGRAPHICS

The U.S. population recently surpassed 300 million. Census data depict a country that is not only becoming more diverse, but one in which diversity is becoming more geographically dispersed. Estimates from 2005 census data indicate that one-third of the population, 100 million, identifies itself as minority, a substantial increase from previous years, and is projected to increase.¹

Hispanics recently surpassed blacks (a census category that includes native-born, African Americans, as well as immigrants from African and Caribbean countries) as the largest minority group in the country. Hispanics number an estimated 42.7 million nationwide, and blacks an estimated 39.7 million (2005). The estimated number of Asians was 14.4 million in 2005, American Indians and Alaskan Natives 4.5 million, and Hawaiians and Pacific Islanders just under one million.

America is experiencing its biggest wave of immigration since the early 20th century. Currently, an estimated 33.1 million persons in the United States are foreign-born, about 11.5% of the population. Persons from Latin American countries account for the largest proportion of immigrants (53%) living in the U.S., followed by Asia (25%), and Europe (14%). About one-third of all foreign-born persons in the U.S. come from Mexico, based on official census data.

The trends are striking. However, since they are based on the official U.S. Census, they underestimate the presence of immigrants, largely because of under-reporting associated with undocumented aliens. Estimates of the number of undocumented aliens currently in the U.S. vary widely between three million and 20 million.

¹ From the American Community Survey, the U.S. Census Bureau's effort to provide more up-to-date and reliable indices in years between the decennial census.

LOCAL DIVERSITY

While southern border areas and major cities such as New York, Los Angeles, and Chicago still maintain their status as immigrant gateways, patterns are changing nationally. Today, change is occurring in places that had been unaffected by new immigrant groups for decades. A 2002 report by the Pew Hispanic Center, *“Latino Growth in Metropolitan America: Changing Patterns, New Locations”* identifies 51 hypergrowth areas across 35 states.² Some of these are already established Hispanic population centers where numbers increased substantially. Others are locales dubbed new Latino destinations, places like Atlanta and Orlando that reflect sizeable Hispanic growth rates despite historically small Hispanic base-populations.

Many suburbs and small towns in rural areas have experienced surges in immigrant populations, as well as first-generation children of immigrants and new minority residents. Even among major cities that have been historic immigrant gateways, new ethnic enclaves are emerging, dramatically changing “established” neighborhoods, sometimes sparking cultural conflicts, and presenting new challenges even for large urban law enforcement agencies accustomed to diversity.

SERVICE POPULATION MIXES

While aggregate data begin to explain the larger picture, the range of “mixes” is probably extraordinary, if not unique. The mixes will differ from jurisdiction to jurisdiction and, within jurisdictions, from neighborhood to neighborhood. The situation in one rural jurisdiction illustrates the extent of radical demographic transformation that can occur and the challenges created for police (see the accompanying text box).

² The Pew report defines “hypergrowth” as increases more than twice the national average rate for metropolitan areas. These are areas with more than 300% growth in Hispanic population between 1980 and 2000.

In Storm Lake, Iowa, population grew from about 8,000 to 12,000 during the last decade while rural areas nearby were losing population. City growth is attributed largely to immigration rather than migration from nearby areas. In an article in *Police Chief* magazine, Storm Lake's Public Safety Director recounts that the onset of the immigration population began in the late 1970s before burgeoning over the last decade. In the late 1970s, the community that was predominantly white started to experience its first sense of diversity when several local churches began participating in a refugee relocation program for Southeast Asians. In the 1980s, Storm Lake experienced an influx of Hispanics, drawn to jobs in the meat packing industry. Ethiopian and Somali immigrants were drawn to the city in the mid-1990s and Sudanese in the mid-2000s. Today the city's population is about 40% non-white. However, because the immigrant population tends to be younger and have more children, minority enrollment in Storm Lake public schools was 63%.

Challenges encountered as a result of diversity and rapid growth include standard ones such as language and cultural barriers. Cultural misunderstandings also manifested themselves between the ethnic communities, and the growth in population was accompanied by increases in crime and gang activity (not necessarily tied to the immigrant groups). Among solutions initiated by the Storm Lake Police Department and the City Council were increasing the number of multilingual employees, publishing multilingual material, cultural training, and regular outreach to immigrant groups, particularly at meetings and events geared toward the ethnic communities.

(Adapted from an article "Policing a Diverse Community," by Mark A. Prosser, Public Safety Director, Storm Lake, IA in the *Police Chief*, vol. 74, no. 1, January 2007.)

Rapid growth in immigrant populations plays out in ways that are unique, establishing conditions that alter policing requirements. A few examples:

- ❑ The city of Monterey Park (CA) is distinguished by its sizable Asian population and its overall diversity. In 2000, the population included 36.2% Chinese, 10% Japanese, 5% Vietnamese and 2% Korean, and 28.9% Hispanic.
- ❑ Several NYPD precincts, most notably the 120th Precinct on Staten Island, have experienced an influx of Liberian immigrants in recent years, many of whom are refugees from the civil war in that country. Other enclaves of recent immigrants from other countries on the continent of Africa appear across NYPD precincts.
- ❑ In Nashville, TN, linguistically-isolated households or Spanish-only households, those in which no adult can easily communicate in English, increased from less than 600 in 1990 to 8,700 presently.

- ❑ Across the country, individual communities are often sharply divided on undocumented/illegal immigrant issues. Some community members and local government officials are sympathetic to the presence of “undocumented” immigrants and support the formation of organized day-labor centers. Others are sharply opposed to their presence and object to any government effort to aid these “illegal” immigrants.

CENSUS DATA LIMITATIONS

Official census counts provide a basis for understanding community composition. Census data pose practical limitations, however, for understanding the changing environment and require adjustment for analytical and planning purposes.

- ❑ Census data reflect only residential population. They do not include transient populations, visitors, tourists, and workers that also require the law enforcement services. Even departments with low numbers of minority and immigrant residents must be prepared to deal with non-resident constituencies, including documented and undocumented aliens.
- ❑ Decennial census counts can quickly become outdated and do not reflect recent demographic changes. The American Community Survey is designed to make census data timelier, but this improvement largely benefits population estimates for national and major metropolitan areas. Smaller jurisdictions must still rely on the 2000 Census for best estimates on minority and immigrant populations.
- ❑ Census data rely on estimates based on survey samples and can produce undercounts that may vary along racial/ethnic lines.
- ❑ Census data neither reflect nor accurately control for the vast and growing number of undocumented immigrants.

These limitations are important to keep in mind when assessing a jurisdiction’s demographic make-up and what any agency may have to do to better identify, understand, and work with diverse racial and ethnic populations. Beyond relying on census data, law enforcement leaders should rely on community contacts and community outreach efforts to keep abreast of demographic changes. Business leaders, clergy, and other community leaders are vital sources of information, not only about the persons who live in the community, but also the persons who visit the community and may come in contact with the police.

GLOBAL CHALLENGES AND PERSPECTIVES

For practical reasons, the preceding discussion primarily has focused on 21st century challenges to law enforcement in the United States. Demographic changes, controversy about policies and practices in dealing with undocumented immigrants, and post 9-11 security concerns have had a wide ranging impact on law enforcement in the United States. The highly localized nature of law enforcement in the United States makes these challenges particularly profound. IACP is uniquely positioned, however, to recognize the need to address diversity and civil rights issues from an international perspective. Maintaining the delicate balance between civil rights and security in the modern era is a key challenge to law enforcement agencies across the world and the hallmark of policing in democratic societies.

Issues from a global perspective range widely. They include concerns of ethnic profiling in European countries; fair and effective policing in societies segregated along religious and ethnic divisions; international smuggling; and human trafficking, to name but a few. As in the United States, demographic changes across the world are spurred by varied factors, such as refugee displacement and employment migration associated with the global economy. These issues also take on an added complexity in the 21st century where technological changes and the information age have brought forth new forms of victimization and where tech-savvy criminal and terrorist enterprises have become more effective and more difficult to detect. Against this backdrop, IACP must continue its work to assist the international law enforcement community, identifying challenges and solutions at the local, national, and international levels, while recognizing the nexus between them.

Two Recent Examples

Disenfranchised ethnic groups, sectarian conflict, and global economic issues affect the law enforcement profession across the world. The two scenarios described below illustrate the volatile mix of cultural, political, and social issues law enforcement faces in the 21st century.

On October 27, 2005, riots erupted in Clichy-sous-Bois, a suburb of Paris. Unrest was triggered by the electrocution of North Africa immigrant youths who believed they were being pursued by the police. The riots spread to housing projects in other cities across France, resulting in a declaration of a state of emergency on November 8. In rioting that spanned 20 nights, nearly 9,000 vehicles were burned or otherwise damaged, nearly 3,000 arrests were made, and 126 police and firefighters were injured. Some observers cite underlying discrimination and resentment against persons of Arab and North African ancestry, blighted neighborhoods, and widespread unemployment as contributing factors. Others believe the riots were instigated by radical Islamists.

On June 2, 2007, the city of Rostock, Germany, 12 miles from the site of an upcoming G8 (Group of Eight) Summit, large scale protests against the summit and opposing the general movement toward globalization turned violent. Although most participants were engaged in peaceful protest, violence was attributed to the actions of radical anarchists wearing ski masks and hooded sweaters who began throwing bottles and stones. Some 430 police officers and 500 demonstrators were injured, 125 persons were arrested, and property damage was extensive. Debates about the effectiveness of de-escalation techniques and the initially passive approach used by the police have surfaced in the aftermath.

II. BEYOND TRAFFIC STOPS: PRIORITY ISSUES AND CONSIDERATIONS

Immediate consensus emerged from discussions that a decade ago the goals of professional, bias-free policing were defined by traffic stop-inspired racial profiling allegations and transgressions. Today, the issues are infinitely more complex, centering on the obligation of police to accommodate the needs of and challenges presented by a mosaic of expanding races and cultures in addition to still existing traffic stop and search concerns. New challenges are evident with regard to crime and terrorism prevention, enforcement, services, domestic security, and immigration.

To respond to changing community demographics and sustain professional standards in the 21st century, the IACP Executive Committee recommends concentrating on the following Issues and Considerations, revisiting those that have received frequent attention, pre- and post 9-11, and those whose outlines are just emerging.

- **Setting the Tone.** The IACP should foster and conduct national and local dialogue to forge workable, effective approaches to contemporary racial, ethnic, and cultural challenges. The immutable legal and moral obligation of police to reduce crime must remain at the core of the dialogue. The dialogue should include ways to minimize tensions that police behavior and tactics can cause when dealing with newer and older cultures that traditionally feel victimized.

- **Coming Off the Defensive.** Coming off the defensive is a call for police to assert their role as guardians in a democratic society. As one participant noted, “Police officers are symbols of neutrality and democracy - the keepers of the Constitution. It is critical that we define who we are and then be that.” At another level, this phrase conveys a sentiment that profiling transgressions and the aftermath, sometimes consent decrees, have caused defensive over-reaction for, perhaps, too long a time.

- ❑ **Conveying the Symbol.** Attitudes of fairness, neutral appearance and behavior, trust-building, courtesy, and respect must be conveyed to all citizens – equally. Law enforcement executives must be aware of varying cultural concerns and be able to maintain neutrality and exhibit professional behavior in the face of political pressures, including those from elected officials and community stakeholders.
- ❑ **Values Formation.** Particularly with regard to groups and citizens who perceive or have been subjected to bias, law enforcement executives must continue to exhibit leadership in their agencies. They must remain proactive and must structure and manage their agencies and workforces to model bias-free behavior, in action as well as in word. These values must be ingrained in every member of an agency, sworn and civilian.
- ❑ **Strict Accountability.** Breaches of professional and bias-free standards must be dealt with swiftly and appropriately. The agency and its members must be equally subject to measures of accountability. Clear and compelling policies, command and supervisory commitment, effective citizen complaint and internal affairs practices, just sanctions for violations of policy, and agency transparency are essential correlates of effective accountability commitments and practices.
- ❑ **Immigration.** Chiefs are experiencing a variety of immigration-driven conflicts. The most daunting is the tension between trust building and enforcement. Agencies are eager to build and sustain trust with immigrant groups and individuals. Their ability to do so is undermined when agencies must also honor federal/NCIC-filed civil detainers, which require arrest. Clashes in community values toward immigration enforcement impacts federal-local law enforcement cooperation, domestic security and anti-terrorism requirements, including intelligence gathering and sharing, and identity crimes.

Almost universally, our executives feel that measurable progress toward resolving these challenges is contingent upon developing clear national policy on immigration, a federal prerogative, and accountability.

The activity of criminal aliens is one more very special challenge about which there is no ambiguity among our executives. Violence, gangs, identity crimes, drugs, and a gamut of other illegal activity are present, situationally. This challenge is particularly difficult to cope with owing, at least in part, to the absence of any tracking information, birth records, licenses, and fingerprints, for example.

- **Community Oriented Policing (COP)**. Building and sustaining trust with new ethnic and cultural communities is fundamental to managing new challenges. The principles and practices of COP, as the profession has developed and refined them, are entirely suitable for the task. Community engagements should be leveraged to educate client populations about a range of essential subject matters, from police mission, philosophy, and values to legal prescriptions and prohibitions, policies and practices, crime reporting obligations, and victim services. Engagements are also an excellent forum for hearing from the service population.

Moving forward with immigrant-focused COP should be doubly advantageous. Community policing seems to have lost its energy since 9-11. Renewal at this juncture, and for this purpose, is worthwhile.

The proven value of COP as a trust building strategy needs to be continually emphasized, advocated by law enforcement, and supported by robust federal funding.

- **Customized Strategies**. Design or selection of programs and practices to address race/ethnicity issues should be crafted specifically for jurisdictions or neighborhoods being served. Different communities have different expectations of police, based on past history and prevailing issues. While some communities are affected by violent crime, others are mainly concerned about traffic enforcement or quality of life issues (panhandling, skateboarding in public places, or graffiti). The factors that matter in individual communities are also prone to change over time.
- **Training**. The philosophical, organizational, and staffing transformations required to manage emerging racial, ethnic, and cultural challenges productively require new curricula at the recruit, in-service, command and leadership training levels. State POSTs, state police and regional training academies, agency training commanders, and law enforcement associations should reposition to meet this challenge as expeditiously as possible.

Recruit academy, mandatory in-service, and elective in-service curricula should be redone with specific ethics and values instruction designed to promote and reinforce professional attitudes and behaviors toward new racial and ethnic populations. Training and retraining to conduct traffic stops in appropriate bias-free ways is also recommended. In doing so,

training academies should consider speakers and instructors from culturally diverse backgrounds.

- **Language Differences.** Communications challenges are increasingly complex and pronounced. Immigration has always produced cultural differences and language barriers between citizens and immigrants and among diverse immigrant groups and citizens. Tensions that can arise are not conducive to orderly communities. To effectively serve the public, protect residents, and enforce the law, officers must be able to communicate well. Not speaking the same language (either literally or culturally) compromises communications, inhibits trust building, can result in errors, and increases liability.

Solutions to communication issues and lack of cultural understanding are emerging. They include recruiting (and retaining) officers with diverse language skills, selecting candidates based on commitments to ethical and respectful policing, and enhancing cultural awareness between and among police and citizen groups. Elected officials must come to understand that these solutions have both ethical and practical rationales. On the practical side, these efforts can lead to more effective police services, enhanced public safety, a more satisfied constituency, and reductions in lawsuits and other forms of liability. Finally, working with informal community leaders has proven to be especially valuable.

- **Diversity Recruitment.** Despite the national recruitment crisis, which some feel undercuts how selective agencies can be, efforts to diversify along racial/ethnic and gender lines must continue. Having a department that reflects the community it serves helps to build community trust and confidence, offers operational advantages, improves understanding and responsiveness, and reduces perceptions of bias. The IACP must continue its leadership role in promoting this objective.

Better reflecting the community served is only part of a sound diversity plan. The plan should also include enhancing the diversity mindset throughout the organization. Programs to support and reward cultural competencies, expand language skills, and provide scenario-based participatory training are all components of a well-rounded diversity plan.

- **Racial/Ethnic Profiling - Shifting the Emphasis.** It would be productive for everyone to shift the focus of the professional and national racial profiling dialogue. Shifting emphasis to unbiased enforcement of the law and equal provision of services and away from profiling should produce a

more positive outcome. Addressing the following two considerations would promote the potential for a successful shift.

- **Racial/Ethnic Profiling - The Enforcement/Disproportionality Paradox.** What seems to be disproportionality (populations over-represented as subjects of stops or enforcement) can be a by-product of proactive policing. This may be a direct result of targeting specific high crime areas, a police action that the majority of law abiding residents of every community expect and demand. Consistent with coming off the defensive, law enforcement leaders should feel confident in stressing that residents of high crime areas often request increases in police presence and enforcement.

High crime areas are often marked by blight and poverty. Areas characterized by these conditions are often disproportionate in minority population. Police respond where calls for service and victimization rates are high. This reality affects major indices such as crime incidents and arrests, as well as levels of racial/ethnic disproportionality. Victims in high crime areas deserve the same professional response as citizens in affluent neighborhoods with the potential for disproportionality.

Politicians, community activists, and local residents need to be better informed about these realities and the challenges the profession faces in simultaneously reducing crime and the tensions that police tactics can cause. Leaders - including police chiefs, mayors, and other elected officials - must take more proactive (less defensive) postures when discussing data and the meaning of disparities. They must be proactive in addressing all critical incidents that affect public opinion. At the same time, they must deal deliberately and effectively when individual officers or trends within the agency suggest that racial bias is occurring and contributing to disproportionality in traffic stops, field interviews, citations, or arrests.

- **Racial/Ethnic Profiling - the Data Issues.** Collection, analysis, and interpretation of data are complex undertakings that must be understood in context. Much detail has emerged regarding methods for collecting and analyzing racial profiling data. To date, however, there is no "gold standard," and findings remain open to interpretation depending on vantage points and interests. Rather than viewing measures of racial/ethnic disparities as ends in themselves, it is useful to consider them as *means* to generate discussions with the public for better understanding of data in context.

Even with support of a profiling-focused database, any department can fall victim to the isolated sensationalized event where a minority is stopped without apparent cause or subjected to excessive use of force. Anecdotes, particularly negative ones, drive perceptions more than data. This may simply remain a reality of policing. Law enforcement executives must be continually vigilant in refining policies, training, personnel selection, and personnel monitoring to avoid factors that contribute to any accusation of bias, whether real or imagined. Emphasis on courtesy, professionalism and respect as well as cultural awareness programs are critical components of this endeavor.

- **Competing Pressures.** Chiefs are pressured from segments of the community or local political officials to enforce federal immigration laws in ways that often raise concerns of differential treatment on the basis of race/ethnicity. Law enforcement executives are accountable to persons who are sympathetic to the plight of undocumented workers as well as those who stress more stringent enforcement. These problems reflect community rifts regarding immigration, legal or illegal, and/or antipathy directed against specific groups. There can be no retreat from professionalism in the face of these pressures.

Bias must also be dealt with as a community issue, not just a police challenge. While police must manage the biases expressed in wider society and are sometimes pressured to reinforce them, chiefs must be resolute in their leadership role and remain diplomatic and neutral.

- **Early Intervention Systems.** Reliance on early intervention systems (EIS) can promote bias-free policing. EIS can identify the precursors to problematic behavior, activate remedial or preemptive intervention before personnel problems escalate, and help to identify officers for whom stop data is markedly disproportional to that of peers (in terms of race/ethnicity). EIS can also identify officers who generate inordinate numbers of civilian complaints or who consistently use force at lower thresholds than peers. Properly designed and implemented, EIS have been demonstrated to be an effective tool to save officers' careers as well as to preserve department and community investment in personnel. To be effective, EIS must be implemented along with sound supervisory and accountability practices.
- **Technology.** The relationships among technology, how it is used, and professional and bias-free policing, actual and perceived, are only barely understood. Technology use is not value-free. The use of Tasers™, for instance, can exacerbate problems if used disproportionately or deployed

at a level too low on the continuum of force (e.g., passive resistance). IACP's recent publication, *Electro-Muscular Disruption Technology "A Nine-Step Strategy for Effective Deployment,"* addresses some of these issues. Hot-spot mapping and targeted response strategies could produce or contribute to higher rates of disproportionality in crime and arrest data, the paradox raised earlier.

- **Developing Policies.** Increasingly departments are developing policies prohibiting racial profiling and/or promoting bias-free policing. IACP's *Unbiased Policing Model Policy* emphasizes requirements for fair and equitable treatment of all persons in both delivery of public services and enforcement of law. This includes not only equitable treatment based on protected classes but also on social status, economic status, and other individual differences. IACP must continue to promote the adoption of these policies

- **Realistic Expectations.** Certain issues and considerations are more within the sphere of control of law enforcement leaders than others. Leaders must identify and address those which they can best influence and control, at any given time, under prevailing circumstances. A chief can usually influence department policies and procedures that impact social change in the community. At the same time, administrative rules and laws of state, county, or municipal governments are often out of reach. These standards/agreements may supersede or undermine the sound policies and practices that leaders attempt to implement. A realistic assessment of which challenges to tackle is necessary.

Toward this end, IACP must continue to work with other professional law enforcement associations, such as the National Organization of Black Law Enforcement Executives (NOBLE), the Hispanic American Police Command Officers Association (HAPCOA), the National Association of Women Law Enforcement Executives (NAWLEE), the National Sheriffs Association, Major City Chiefs, the Police Executive Research Forum, and the Police Foundation. Collaboration with organizations such as the U.S. Conference of Mayors, the National Leagues of Cities, and the National Association of Counties (NACO) is also vital.

III. LEADING THE WAY: THE AGENDA

The Executive Committee is calling for a comprehensive program of actions to address the Issues and Considerations it has singled out. Individually and collectively actions

will work to enable the profession to “Set the Tone,” “Convey the Symbol” of fairness and neutrality, and produce useful tools to cope with policy and practice challenges.

- ❑ **The New Orleans Conference.** The annual conference, IACP’s signature event, is the ideal venue for highlighting our recommitment to professional and bias-free policing. *Overcoming Language Barriers: Solutions for Law Enforcement; U.S. Immigrations and Customs Enforcement: Delegation of Authority Program; and Police Recruitment: We Want You,* are among the workshops to be presented.
- ❑ **National and International Dialogues.** To foster a dialogue at international, national, and local levels and to structure the questions and forge the answers to 21st century racial, ethnic, and cultural challenges, several actions can be taken. Our national summits have a special attention-attracting value. We should consider, also, ongoing state and regional events to leverage the capacities of SACOP (State Associations of Chiefs of Police), committee mid-year meetings, the State and Provincial Police Division’s activities, and the Law Enforcement Information and Management (LEIM) Section’s annual conference – to respond to the technology issues raised. These issues must simultaneously be addressed by IACP’s International Policing Division, at our international conferences, and at our annual conference to better define global perspectives and solutions.
- ❑ **Resolutions and Position Papers.** Existing IACP Resolutions, traffic-stop statements, summit and forum publications, model policies, and other pertinent documents should be reexamined for contemporary relevance and updated when appropriate. New resolutions and papers should also be developed and adopted.
- ❑ **Committee Actions.** From resolutions to creative projects, our committees are ideally suited to fashion responses to issues and needs set forth. Opportunities are apparent for Civil Rights, Community Policing, Patrol and Tactical Operations, Psychological Services, Image and Ethics and Highway Safety committees.
- ❑ **Recruit for Diversity.** The IACP is already engaged in substantial recruitment/selection work. The Recruitment Toolkit (CLP III) and the soon to be initiated Discover Policing project are two initiatives. Staff should ensure that both projects address issues and considerations identified by the Executive Committee, especially the need to reflect new demographics in the composition of work forces. The Diversity Coordinating Panel could be engaged somewhere in this process.

Organizations previously mentioned, including HAPCOA, NAWLEE, and NOBLE, should be consulted and engaged in this work.

- ❑ **Leadership Preparation.** Educational briefs, seminars, and webinars should be developed to build the capacity of chiefs, and others, to lead their communities and agencies to recognize and manage the racial, ethnic, and cultural issues of the time. IACP's Center for Police Leadership should review its current curriculum, other training material, and work with IACP's Civil Rights Committee to develop a leadership training block for police executives on policing and diversity in the 21st century.
- ❑ **Screening and Testing.** The Executive Committee is anxious to find/develop protocols/instruments not only to screen *out* applicants for bias but to screen *in* applicants with characteristics and attitudes that value neutrality and fairness. This calls for involvement of the Testing and Executive Search Center of the IACP, most productively in collaboration with the Psychological Services Section.
- ❑ **Racial/Ethnic Profiling and Traffic Stops.** At least two products should be crafted. First, an issues and policy document to reorient and balance national and local discussions away from exclusive focus on policy transgressions. Second, guidelines for collecting, understanding, and portraying traffic stop and related statistics in context should be enhanced. Special emphasis on potentials for disproportionality should be clearly and honestly addressed through frank and open examination. Racial profiling data results in their present state are often not the final statement on the matter; but they can be a catalyst for dialogue, improving services, and building community trust.
- ❑ **Immigration.** The considerable number of challenges confronting state and local police are currently being addressed by the IACP. A Project Response publication, *Police Chiefs Guide to Immigration Issues: Balancing Local Concerns with Federal Perspectives*, has been completed and released. Issues and subjects that receive attention include many of those addressed within this report. Identity thefts, gangs, and federal enforcement are treated in some depth.
- ❑ **Best Practices.** An embryonic body of literature concentrates on promising police-community language programs, citizen academies for new cultures, and community engagement techniques with new cultures. Still, major work to locate, assess, and transfer best practices remains to be started. This appears to require several years of effort to compile a

meaningful portfolio of programs. To accelerate IACP efforts, federal financial support should be made available to address the complex issues facing state, local, and tribal law enforcement in the 21st century.

- **Funding.** To accelerate our efforts, financial support should be sought. The nature and purposes of the work to be done should be attractive to a range of corporate, foundation, and government sponsors.

SUMMARY

As guardians of democracy, police have both the opportunity and obligation to educate citizens and non-citizens who reside in our communities about the privileges, laws, and customs within the wider society and their obligations to comply. The opportunities occur everyday, from traffic stops to community engagements, and in partnership settings with public and private interest groups. Law enforcement leaders recognize that their decisions do not occur in a vacuum. Mayors, county executives, and other civic officials must be educated about police objectives and needs with regard to policing our increasingly multi-cultural communities. The benefits of bias-free policing can be widespread. Many stakeholders share the responsibility of bringing forth these benefits. Stressing the mutual benefits for community members, for the police, and for politicians and other government stakeholders is key to advancing this strategy.

A top priority of the IACP's Legislative Agenda for the 110th Congress is the creation of a national commission to conduct a comprehensive review of law enforcement and the administration of justice in the United States. Policing Diversity in the 21st Century must surely receive intense attention from the proposed commission.

APPENDIX I: OVERVIEW OF FEBRUARY 2007 EXECUTIVE COMMITTEE MEETING

EXECUTIVE COMMITTEE OBJECTIVES

During two plenary sessions to open and close the event, and two facilitated group examinations, the Executive Committee worked to:

- ❑ Capture the essential conditions, issues, and trends of current significance for professional (bias-free) policing in the contemporary environment.
- ❑ Single out the implications of these conditions and issues for 21st century policing.
- ❑ Recommend IACP positions/strategies to deal with the priorities that emerge.

The ongoing obligation to monitor emerging concerns across the nation and keep abreast of the new technologies, policies, and legislation that potentially will impact bias-free policing was emphasized.

PROFESSIONAL AND BIAS-FREE POLICING

IACP's sustained commitment to professional, bias-free policing is evidenced by the body of work documented in the following table. (Table 1) Measured by number and types of products and the range of involvement, our effort has been comprehensive and virtually uninterrupted.

Committee members were tasked to prepare for the February meeting by reexamining the IACP's body of professional and bias-free policing work. Selected read-ahead documents were furnished:

- ❑ Recommendations from the First IACP Forum on Professional Traffic Stops (1999)
- ❑ Police Traffic Stops Summit II (2001)
- ❑ Unbiased Policing – IACP Model Policy (2004)
- ❑ Unbiased Policing – IACP Concepts and Issues Paper (2006) *Protecting Civil Rights: A Leadership Guide for State, Local, and Tribal Law Enforcement*, a recent, major publication that was developed in close collaboration with IACP's Civil Rights and Professional Standards Committees, was distributed at the meeting.

Table 1**PROFESSIONAL AND BIAS-FREE POLICING: IACP INITIATIVES**

| Title | Publication Date | Product |
|---|-------------------------|--|
| Professional Stops vs. Biased Traffic Stops | 1998 | <i>Police Chief</i> President's Message (Bobby Moody) |
| IACP Opposes Traffic Stops Legislation | 1999 | <i>Police Chief</i> Legislative Alert (Gene Voegtlin) |
| Ensuring Professional Traffic Stops: Recommendations from the First IACP Forum on Professional Traffic Stops | 1999 | <i>Police Chief</i> Article and Report |
| Prince George's County Police Complaint Reduction Initiative: Are More Traffic Stops and Fewer Citizen Complaints Mutually Exclusive? | 1999 | <i>Police Chief</i> Article (John S. Farrell) |
| Combating Crashes and Crime Through Professional Traffic Stops | 1999 | <i>Police Chief</i> Article (Earl M. Sweeney) |
| Race Relations in Police Operations: A Legal and Ethical Perspective | 1999 | IACP Legal Officers Section (Presentation/ Article by Carl Milazzo and Ron Hansen) |
| Condemning Racial and Ethnic Profiling in Traffic Stops Resolution | 1999 | Resolution (Highway Safety Committee) |
| Professional Police Contacts Resolution | 1999 | Resolution (Executive Committee) |
| Statement of Guiding Principles of Proactive Traffic Enforcement (Attachment to Resolution) | 1999 | Resolution (Highway Safety Committee) |
| Proactive Defense Strategies Can Minimize Risk | 2000 | <i>Police Chief</i> Article (Jeremy Margolis, Darren Watts and Iain Johnston) |
| Policies Help Gain Public Trust: Guidance from the IACP Highway Safety Committee | 2000 | <i>Police Chief</i> Article (IACP Highway Safety Committee) |

Table 1**PROFESSIONAL AND BIAS-FREE POLICING: IACP INITIATIVES**

| Title | Publication Date | Product |
|---|-------------------------|---|
| Professional Traffic Stops Training Keys #527 | 2000 | Training Key |
| Police Traffic Stops Summit II | 2001 | Report |
| How Chiefs Should Prepare for Nine Liability Risks | 2001 | <i>Police Chief</i> Article (Dale H. Close) |
| Lessons Learned: Collecting Data on Officer Traffic Stops | 2001 | <i>Police Chief</i> Article (Colonel Jerry A. Oliver and Alicia R. Zatcoff) |
| Ohio's Statewide Effort to End Profiling | 2001 | <i>Police Chief</i> Article (Earl M. Sweeney) |
| Bias-Free Policing Resolution | 2001 | Resolution (Civil Rights Committee) |
| Condemnation of Bias-Based Policing | 2001 | Resolution (Narcotics and Dangerous Drugs Committee) |
| Bias-Based Legislation | 2001 | Resolution (Division of State and Provincial Police) |
| STEP: Selective Traffic Enforcement Program Training Key #544 | 2002 | Training Key |
| The War on Terrors' 'Absconder Initiative' | 2002 | <i>Police Chief</i> Article (Craig E. Ferrell Jr.) |
| Effective Management of Mistaken Involvement Stops | 2003 | <i>Police Chief</i> Article (Richard J. Rappoport) |
| Traffic Stops: Neglect Them at Your Peril | 2003 | <i>Police Chief</i> Article (Earl M. Sweeney) |
| Unbiased Policing Model Policy | 2004 | IACP Model Policy |

Table 1

PROFESSIONAL AND BIAS-FREE POLICING: IACP INITIATIVES

| Title | Publication Date | Product |
|--|-------------------------|-------------------------------------|
| Unbiased Policing Concepts and Issues Paper | 2006 | IACP Model Policy (Companion Paper) |
| Protecting Civil Rights: A Leadership Guide for State, Local, and Tribal Law Enforcement | 2006 | Report |
| Unbiased Policing Training Key | 2006 | Training Key |

PLENARY 1: FRAMING DISCUSSION

The opening plenary was structured to focus objectives and clearly define expected outcomes. President Joseph Carter opened with an “Introduction and Orientation,” conveying his vision and expectations. Deputy Executive Director Jim McMahon outlined IACP’s leadership obligation and opportunity with regard to bias-free policing and addressed racial and ethnic diversity, emphasizing our continuity and historical precedents – our body of work. Superintendent Rick Fuentes imparted lessons learned from “The New Jersey State Police Experience,” responding to and emerging from its traffic profiling-inspired federal consent decree. The session was closed by Executive Director Dan Rosenblatt’s “Charge to the Executive Committee.”

FACILITATED DISCUSSIONS

Two breakout groups, carefully structured for balanced representation, tackled stated objectives. Discussions were channeled by a set of predefined issues-based questions, reproduced in Table 2. The richness of the discussions and the range of issues and challenges that surfaced enabled us to achieve the objectives of the day, but also clearly demonstrated the need for additional and intense dialogue.

PLENARY 2: SYNTHESIS AND REPORTING

Breakouts concluded with a synthesis of findings and recommendations and preparation of reports for the reconvened group at the outset of Plenary 2. Presentations were made by Ron Ruecker, First Vice President, and Susan Riseling, Vice President at Large. President Carter closed the session with his personal observations on the day’s work and commentary on next steps. Assurance emerged that bias-free policing and promoting diversity within the profession will remain a core, consistent focus among IACP sections, divisions, committees and projects. This includes careful attention to emerging trends within the profession to ensure that IACP remains responsive to a dynamic environment.

Table 2

ISSUES AND CONSIDERATIONS FOR BREAKOUT PARTICIPANTS

- You have read the traffic stops forum and bias-free policing documents. You have heard from President Carter, Superintendent Fuentes, and Deputy Executive Director McMahon. Pre 9-11 was about traffic stops/minority profiling. How comparable is today's situation? Beyond traffic stops? More/different citizens and groups involved? Is the picture still unfolding?
- What are and how do we balance Homeland Security and racial, ethnic, cultural issues (challenges)?
- What are and how do we balance immigration and racial, ethnic, and cultural issues (challenges)?
- Is your diversifying population introducing new challenges with regard to crime prevention and service demands (e.g. increased vulnerability, violent crime, victimization, gang activity, recruitment)?
- Based on the situations/challenges you describe, what are the implications for:

External Management and Operations

- Leadership
- Public safety/crime control/prevention
- Community policing/community engagement
- Quality of life
- Civil rights
- Governing body/agency relationships
- Chief executive survival
- Citizen complaints
- Legislation
- Other

Internal Management and Operations

- Leadership
- Policy/procedure
- Patrol tactics/strategies
- Investigations tactics/strategies
- Intelligence/information gathering and processing
- Recruitment, selection
- Training/retraining
- Supervision, early warning systems, discipline
- Other



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