



# **MADISON**

## **POLICE DEPARTMENT**

Current Status & Plan for  
21st Century Policing



*Report of MPD Efforts in Relation to the  
President's Task Force on 21st Century Policing*



K9 Unit

Madison Police have used the March 2015 report of the *President's Task Force on 21st Century Policing* as an assessment of our current status. This document provides a summary of the MPD initiatives that address the various recommendations of the Task Force. MPD continues its mission to build a Department that is responsive to the Community we serve.

This version is a current snapshot of where we are at with our initiatives. If you wish to see previous versions of this document to compare and contrast please visit our archived section of our website at: [www.cityofmadison.com/police/data](http://www.cityofmadison.com/police/data).

Honor Guard and Mounted Patrol



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Traffic Enforcement Safety Team (TEST)



## **Introduction**



In the wake of public demonstrations and protests over police use of force, President Obama created a Task Force of police practitioners and academics to address increasing tensions between local law enforcement and the communities they serve. In March 2015, The President's Task Force on 21st Century Policing released its final report which has received widespread attention by national and local media. In 2015, my Management Team and I read through the Task Force report, and discussed this document at a number of Management Team meetings. We believe the Task Force report is an important document at this point in time in the history of policing.

As we completed our review of the report, we found the report to be a valuable assessment tool for examining initiatives and practices adopted by MPD in years past. We also found by discussing the Task Force report, we were able to identify areas where we, as an organization, could improve. The Madison Police Department has been guided for many years by a set of core values we believe are very consistent with the ideas and recommendations identified by the President's Task Force on 21st Century Policing.

The following pages will identify the recommendations and action items from the 21st Century Policing document. Not all recommendations or action items are directed at local law enforcement, and as such are not addressed in this report. Where appropriate, the current status at MPD is detailed, as well as the identification of areas for continued improvement based on these specific recommendations.

This document is reviewed on an annual basis for updates. Each year we will be posting to our website a snapshot of the current status of the initiatives. Previous versions of the document will be saved to the archived section of our website for your convenience—[www.cityofmadison.com/police/data](http://www.cityofmadison.com/police/data).

**Task Force  
Overarching  
Recommendations  
from the President**

# **Task Force Overarching Recommendations from the President**

## **0.1 TASK FORCE OVERARCHING RECOMMENDATION:**

**The President should support and provide funding for the creation of a National Crime and Justice Task Force to review and evaluate all components of the criminal justice system for the purpose of making recommendations to the country on comprehensive criminal justice reform.**

The Madison Police Department fully supports and embraces this overarching recommendation by the Task Force for the creation of a National Crime and Justice Task Force. We believe what we are seeing take place here in Madison today is simply a microcosm to what is taking place in many other parts of our country. We cannot deny the racial disparities which exist in our society with respect to not only arrest and incarceration, but in education, housing, access to health care and greater economic stability. In 1967, then President Johnson created a similar task force called the Kerner Commission. This was in the wake of how local police were addressing anti-Vietnam War protests, civil rights and poverty demonstrations taking place across the country. In their final report, the Kerner Commission concluded that *"our nation was moving toward two societies – one black, one white – separate and unequal."* It is now fifty years since the Kerner Commission, and we continue to see many of the same issues and concerns; in some communities more so than others.

## **0.2 TASK FORCE OVERARCHING RECOMMENDATION:**

**The President should promote programs that take a comprehensive and inclusive look at community-based initiatives that address the core issues of poverty, education, health, and safety.**

We again agree with this overarching recommendation from the Task Force and appreciate the focus on "core issues" such as poverty, education and health. However, we would also like to see greater Federal support for local law enforcement and law enforcement community-based initiatives. Since the late 1960's, the Federal government has played a significant role in providing funding to improve policing in the United States. Over the past decade, however, there has been a significant decrease in such funding. The below list of past Federal funding initiatives for local law enforcement is not meant to be comprehensive, but we believe serves as an important historical example where Federal initiatives have made a significant impact here in Madison:

Omnibus Crime Control and Safe Streets Act of 1968: This was Federal legislation which created the Law Enforcement Assistance Administration (LEAA) and largely was responsible for the creation of hundreds of criminal justice programs on college campuses across the country. In the 1970s, many officers took advantage of LEAA to pursue two and four year college degrees. The Madison Police Department was one of the first police agencies in the country to aggressively recruit and hire officers with a college degree.

USDOJ Operation Weed and Seed – 1991: In an effort to address violent crime and crack cocaine in Madison during the early 1990's, Madison applied for and was identified as an early Weed and Seed demonstration site. The USDOJ established the Weed and Seed initiative as a community-based, multi-agency approach to law enforcement, crime prevention, and neighborhood restoration. In January 2003, Madison received a second round of Weed and Seed funding. A 2010 evaluation report from the LaFollette Institute of Public Affairs at UW Madison, found that some of the "weeding" strategies employed by MPD increased arrest numbers for low level drug and nuisance violations. Consequently, there remains some debate today as to the overall effectiveness of our "weeding" strategies used in the past.

The "seeding" strategies and community-based programs the Madison Police Department was able to create and fund through Weed and Seed were found to be hugely successful in improving the overall quality of life in the identified Weed and Seed neighborhoods (Lake Point Drive, Brams Addition, Burr Oaks and Allied Drive).

Violent Crime Control and Law Enforcement Act of 1994: Violent crimes reported in the United States soared in the early 1990's. Madison observed this same spike in violent crime and to this day the early 1990's continue to be Madison's most violent years on record. In 1992, then President Clinton worked with Congress to pass the Violent Crime Control Act. Of significance was the creation of the Office of Community Oriented Policing Services, or COPS Office.

Throughout the 1990's, the COPS Office provided grants to hundreds of communities across the United States to hire over 100,000 local police officers. The City of Madison and MPD benefited greatly from this Federal initiative as we were able to significantly increase our authorized strength which for all of the 1980's and early 1990's was maintained around 280 officers. While Madison has grown significantly over the past twenty years, today we have an authorized strength of 461 commissioned staff. The MPD would support Federal initiatives which would help us to increase our authorized staffing strength, to keep pace with the demands of our growing community.

# PILLARONE

## Building Trust & Legitimacy

*People are more likely to obey the law when they believe that those who are enforcing it have the legitimate authority to tell them what to do . . . . The public confers legitimacy only on those they believe are acting in procedurally just ways.*

## ***Pillar 1: Building Trust & Legitimacy***

### **1.1 TASK FORCE RECOMMENDATION:**

Law enforcement culture should embrace a guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs' departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens they serve.

MPD CURRENT STATUS: In his earliest public statements after assuming his position as Chief of the Madison Police Department, Chief Koval pointed to a clear belief and expectation not only of the men and women of the Madison Police Department but for the policing profession as a whole, that the role of police in a free society is one of guardianship. To that end, the Madison Police Department has embraced in our mission, vision, and core values, a guardian mindset that shapes and informs all Madison Police Department policies, procedures, and services. Philosophically and in our daily actions, the members of the Madison Police Department strive to cultivate public trust and legitimacy through procedural justice based initiatives and ongoing community engagement.

### **1.2 TASK FORCE RECOMMENDATION:**

Law enforcement agencies should acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust.

MPD CURRENT STATUS: MPD recognizes that police activity and interaction with minority communities across the country has helped to inform the views that citizens have for police today.

#### **1.2.1 TASK FORCE ACTION ITEM:**

The U.S. Department of Justice should develop and disseminate case studies that provide examples where past injustices were publicly acknowledged by law enforcement agencies in a manner to help build community trust.



2015 Citizen's Academy

Centro Hispano Forum in support of Voces de la Frontera



### 1.3 TASK FORCE RECOMMENDATION:

**Law enforcement agencies should establish a culture of transparency and accountability in order to build public trust and legitimacy. This will help ensure decision making is understood and in accord with stated policy.**

**MPD CURRENT STATUS:** Since MPD has had a website, the department's policy manual has been posted for the public to view. The Department reviewed and updated its policy manual; resulting in a new Code of Conduct that is based on the Department's core values. The Code of Conduct has been posted on the MPD's webpage since the beginning of 2015, as are all but tactically sensitive Standard Operating Procedures. The Department's Annual Report is also posted onto the webpage going back to 2005. Data, such as traffic stops and serious reported crime can be found within the Annual Report.

The Professional Standards and Internal Affairs (PSIA) Office sends out quarterly discipline summaries to all of the area media outlets. These summaries include all of the officers who were disciplined each quarter and a short summary of what they were disciplined for. In higher profile, more public type of cases, the PSIA office may send out a separate media summary with a summary of the incident and what the officer was disciplined for.



Latino Youth Academy

### 1.3.1 TASK FORCE ACTION ITEM:

To embrace a culture of transparency, law enforcement agencies should make all department policies available for public review and regularly post on the department's website information about stops, summonses, arrests, reported crime, and other law enforcement data aggregated by demographics.

UPDATE: Since the beginning of 2016, MPD has been posting the following information on our website on a quarterly basis:

- » Incident Based Reporting (IBR) Part 1 crimes, broken down by crime type, victim and suspect race and gender (if known) and district.
- » Arrests: broken down by race, gender and charge.
- » Use of Force: broken down by race and gender of the officer and offender, the district in which it occurred, and if alcohol and/or drugs was a mitigating factor.
- » Traffic Stop data.
- » Our 21st Century Policing Quarterly data can be located at: [www.cityofmadison.com/police/data](http://www.cityofmadison.com/police/data). We continue to look for ways to add pedestrian stop data, but at this time, our current systems do not provide a mechanism for this data to be collected.

### 1.3.2 TASK FORCE ACTION ITEM:

When serious incidents occur, including those involving alleged police misconduct, agencies should communicate with citizens and the media swiftly, openly, and neutrally, respecting areas where the law requires confidentiality.

UPDATE: Current MPD SOP states that the Chief or highest ranking officer available should provide a press conference or briefing within 4 hours of the case time when officer actions results in the death or great bodily harm to a member of the community or a member of the Department.

In regards to our Professional Standards and Internal Affairs (PSIA) releases, MPD SOP states that an individual summary may be sent out to the public in cases that are deemed to be significant in nature. If an employee's alleged conduct is serious and "public" in nature, and it is determined to be a sustained



La Movida El Debate Show Promoting Soccer Series

violation, the MPD may release the employee's name in a separate, individual summary. The City Attorney's Office will be consulted and will review the summary. This will be weighed on a case-by-case basis in determining the public's right to know about the conduct.

**1.4 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should promote legitimacy internally within the organization by applying the principles of procedural justice.**

**MPD CURRENT STATUS:** In 2014, the MPD initiated a policy and procedure review that consisted of a cross-section of MPD staff. This effort resulted in the creation of a new Code of Conduct and companion Standard Operating Procedures (SOP) that replaced the old Policy and Procedure Manual. The Code of Conduct is designed to stay relatively stable over time, with the SOPs subject to annual review.

In addition, the Professional Standards and Internal Affairs (PSIA) Office developed a Discipline Matrix that informs employees on what can be expected for Code of Conduct or SOP violations. We believe that the use of the Matrix has increased transparency—both externally and internally—for our disciplinary process.

**1.4.1 TASK FORCE ACTION ITEM:**

**In order to achieve internal legitimacy, law enforcement agencies should involve employees in the process of developing policies and procedures.**

**UPDATE:** MPD is committed to ensure that our procedures reflect current best practices for our community. To accomplish this task, an annual review process has been created so that all departmental subject matter experts (SME's) are consulted at the end of a year and requested to make recommendations, if necessary, for appropriate changes to Departmental SOPs. Once this review is completed, the Department is notified of any modifications and, where necessary, additional training is scheduled. SME's are found within all ranks and civilian positions within the Department. In addition, input is solicited from internal committees such as the Civilian Advisory Committee (CAC), the Officer Advisory Committee (OAC), and the Detective Advisory Committee (DAC) when appropriate. The Chief approves all recommended SOPs or suggested changes to our Code of Conduct.

**1.4.2 TASK FORCE ACTION ITEM:**

**Law enforcement agency leadership should examine opportunities to incorporate procedural justice into the internal discipline process, placing additional importance on values adherence rather than adherence to rules. Union leadership should be partners in this process.**

**UPDATE:** The Code of Conduct ties directly back to the Core Values of MPD. Combined with the Discipline Matrix, the emphasis is placed on adherence to the core values of MPD.

Let's Eat Out



**1.5 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should proactively promote public trust by initiating positive non-enforcement activities to engage communities that typically have high rates of investigative and enforcement involvement with government agencies.**

UPDATE: The Madison Police Department has a longstanding history of engaging with youth through both school-based and community-based initiatives. Our Safety Education Officers provide opportunities for officers to positively interact with children in elementary schools and to lay a foundation rooted in relationships not enforcement. Similarly, our Neighborhood Officers, Neighborhood Resource Officers and Education Resource Officers (assigned to Madison's main public high schools) engage youth of all ages both inside and outside the school setting to further cultivate positive and supportive relationships. The majority of their work is not enforcement based. Community outreach initiatives such as our Youth Academies, Camp Hero, Explorer Post, Amigos en Azul, and other such efforts further our commitment to creating opportunities to positively connect with our youth. Recurring events like the Summer Soccer Series, Chat with a Cop and Craft with a Cop offer additional informal and non-traditional opportunities for youth and police officers to interact. These efforts and the positive outcomes they yield are publicized through the Chief's Blog, the MPD website, Facebook, and Twitter.



2016 Soccer Series - Amigos en Azul





Madison School and Community Recreation Students with MPD

**1.5.1 TASK FORCE ACTION ITEM:**

**In order to achieve external legitimacy, law enforcement agencies should involve the community in the process of developing and evaluating policies and procedures.**

UPDATE: The Code of Conduct and Standard Operating Procedures (SOPs) for the Madison Police Department are available on our Department website. Having access to our Code of Conduct and SOPs in this manner provides the public with the ability to review, and if deemed necessary, provide feedback or express concerns directly to the Chief. When this happens, the Department will review the comments and/or recommendations, and provide a response to the contributor.

In addition to the current mechanisms to involve the community in the process of developing and evaluating our Code of Conduct and SOPs, the Mayor and City Council established an ad hoc committee (2015) to undertake a comprehensive process of review of our Code of Conduct and SOPs and to provide recommendations to our Department upon the conclusion of its review.

**1.5.2 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should institute residency incentive programs such as Resident Officer Programs.**

MPD NEXT STEPS: Residency requirements are prohibited by State law. Contractually, residency requirements or incentive programs are dictated through the various union/association contracts and as such cannot be unilaterally implemented by the Chief. Any modifications to residency requirements must be addressed through ongoing contract negotiations.

**1.5.3 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should create opportunities in schools and communities for positive non-enforcement interactions with police. Agencies should also publicize the beneficial outcomes and images of positive, trust-building partnerships and initiatives.**

UPDATE: With the implementation of our grant-funded Community Outreach and Resource Education (CORE) team in June of 2016, and a second grant to add staff to this team in June of 2017, we have been able to more consistently create opportunities in schools and communities for positive non-enforcement interactions. The CORE team facilitates outreach efforts such as our Citizen Academy, Youth Academies, Explorer Post, and Amigos en Azul. CORE further concentrates outreach initiatives to youth, particularly children in middle school, given that this is a pivotal age and one with which we previously had limited opportunities to engage outside of an enforcement modality.

**1.5.4 TASK FORCE ACTION ITEM:**

**Use of physical control equipment and techniques against vulnerable populations—including children, elderly persons, pregnant women, people with physical and mental disabilities, limited English proficiency, and others—can undermine public trust and should be used as a last resort. Law enforcement agencies should carefully consider and review their policies towards these populations and adopt policies if none are in place.**

UPDATE: MPD's application of these recommendations is consistent with our Mission and Core Values which take factors of vulnerability into consideration of the totality of circumstance. This is factored into the critical thinking needed to resolve a crisis. In addition, MPD's use of force training remains consistent with the State of Wisconsin Law Enforcement Standards (LESB) requirements.



2016 Black Youth Academy

**1.6 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should consider the potential damage to public trust when implementing crime fighting strategies.**

MPD CURRENT STATUS: MPD, as a part of our Trust Based Policing Initiative, has challenged officers/supervisors/commanders to assess how the tools, strategies, and tactics that are lawful to use, may impact and potentially erode trust for specific population groups, based on the group's experiences or perceptions of police. This is a factor in the decision making discussed when choosing appropriate officer tactics and actions.

**1.6.1 TASK FORCE ACTION ITEM:**  
**Research conducted to evaluate the effectiveness of crime fighting strategies should specifically look at the potential for collateral damage of any given strategy on community trust and legitimacy.**

UPDATE: Specific enforcement initiatives are often implemented in response to community complaints/concerns. When appropriate, information is shared with the public prior to and after initiatives. Personnel will routinely explain enforcement actions/priorities to those involved and to others (including door-to-door contacts). Commissioned staff planning crime-fighting strategies or special operations will review current best practices of policing as approaches are considered, including the COPS Problem Solving Guides, other implementation guides, and research.

MPD should use a standard procedure for reporting the results of special or mandated crime-fighting strategies or initiatives. This reporting should include information related to impacts on public trust in the neighborhood or area impacted, as well as the larger City/Community. In 2017, a Police-Community Advisory Board will be piloted and tracked in the South District. This "PCAB" will provide additional opportunities for the MPD to share and receive community input and feedback on crime-fighting strategies and problem solving initiatives.

MPD Officer assisting a youth with building a garden box



**1.7 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should track the level of trust in police by their communities just as they measure changes in crime. Annual community surveys, ideally standardized across jurisdictions and with accepted sampling protocols, can measure how policing in that community affects public trust.**

UPDATE: MPD administers an annual survey that asks questions related to trust, neighborhood crime and fear. This survey has been conducted since 2005.

**1.7.1 TASK FORCE ACTION ITEM:**

**The Federal Government should develop survey tools and instructions for use of such a model to prevent local departments from incurring the expense and to allow for consistency across jurisdictions.**

UPDATE: Surveying equally to a variety of neighborhoods is costly. The current sampling protocol is not standardized among the districts. The survey is on-line, which inherently limits participation for those who do not have regular access to a computer or the internet. In order to address this, in 2016 the Districts utilized the Community Police Teams to hand survey in under-represented neighborhoods. The teams utilized mobile hotspots with iPads to allow citizens to take the survey during the neighborhood canvas. The success of this has not yet been assessed.

### **1.8 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should strive to create a workforce that contains a broad range of diversity including race, gender, language, life experience, and cultural background to improve understanding and effectiveness in dealing with all communities.**

UPDATE: Striving to create a workforce that is diverse in race, gender, language, life experience and cultural backgrounds has long been a goal of the MPD. We are very proud of our accomplishments; in that we continually attract people with different life, work and educational backgrounds. MPD also enjoys having one of the Nation's highest percentages of women officers. We have also made great strides in being racially reflective of the community we serve. But we recognize this is an area that needs continual attention as our community changes and our workforce changes. We have already identified that we need to focus our attention on recruiting and hiring people from our Asian community as well as women of color. MPD actively recruits in seven states to include urban areas. Written testing is offered in over 39 college campuses, direct mailings sent to 350 career service offices, over 500 Criminal Justice professors, and 4,260 NCAA college coaches in 21 states. Information on recruiting is found online at [www.cityofmadison.com/police/jointeam](http://www.cityofmadison.com/police/jointeam).

New recruiting efforts and initiatives are ongoing. The recently created "Hiring Resource Group" is a cadre of diverse officers utilizing recruiting best practices with numerous outreach initiatives planned annually. An advertising campaign entitled *Find Your BLUE Calling* directed towards local professionals who may have never considered a career in policing was implemented in the fall of 2015. Furthermore, in 2016 the MPD began to experiment with "pop-up" web-based recruiting messages targeting women of color in the Dane County area.

#### **1.8.1 TASK FORCE ACTION ITEM:**

**The Federal Government should create a Law Enforcement Diversity Initiative designed to help communities diversify law enforcement departments to reflect the demographics of the community.**

MPD NEXT STEPS: MPD would participate in appropriate efforts to reach diversity hiring goals.

#### **1.8.2 TASK FORCE ACTION ITEM:**

**The department overseeing this initiative should help localities learn best practices for recruitment, training, and outreach to improve the diversity as well as the cultural and linguistic responsiveness of law enforcement agencies.**

MPD NEXT STEPS: MPD would compare these best known practices with our current efforts and adjust as appropriate.



2015 Recruit Class

**1.8.3 TASK FORCE ACTION ITEM:**  
Successful law enforcement agencies should be highlighted and celebrated and those with less diversity should be offered technical assistance to facilitate change.

MPD NEXT STEPS: Celebrate the diversity of MPD.

**1.8.4 TASK FORCE ACTION ITEM:**  
Discretionary federal funding for law enforcement programs could be influenced by that department's efforts to improve their diversity and cultural and linguistic responsiveness.

MPD NEXT STEPS: MPD supports these types of efforts.

**1.8.5 TASK FORCE ACTION ITEM:**  
Law enforcement agencies should be encouraged to explore more flexible staffing models.

UPDATE: Continue with current efforts - MPD regularly reviews patrol staffing models in order to determine appropriate staffing levels and ensure that patrol personnel are allocated in the most efficient and effective way. MPD has a 5 shift staffing model for patrol services and makes staffing allocation decisions based on average calls for service workload. There is an attempt to staff adequately to allow patrol officers at least 50% of their time as uncommitted to calls for service response in order to allow for community engagement and problem solving efforts.

In addition to patrol services staffing, MPD staffs neighborhood officers, community policing teams, mental health officers, gang officers, canine officers, mounted officers, traffic enforcement officers and education resource officers in the high schools. Many of these closed position assignments include flexible scheduling options that allow commanders and assigned officers the flexibility to best meet the needs of the community.

In 2016 a project team consisting of MPD commanders and City Finance representatives completed a comprehensive report on department staffing. The report recognized that MPD is using best practices to evaluate staffing needs and allocate existing resources.

**1.9 TASK FORCE RECOMMENDATION:**  
Law enforcement agencies should build relationships based on trust with immigrant communities. This is central to overall public safety.

MPD CURRENT STATUS: The Madison Police Department is committed to building relationships based on trust with immigrant communities. Examples of this commitment include MPD's *Enforcement of Immigration Laws* articulated in our Code of Conduct. This policy states that officers shall not arrest or detain any person solely for a suspected violation of immigration laws, except upon the request of ICE. Furthermore, officers are prohibited from asking any person to produce an



Eastside Community Fun Fest

Alien Registration Card (Green Card) or other immigration document expect when assisting ICE.

MPD SOP *U Visa Program Participation* demonstrates the Department's commitment to encourage immigrants to work with police without fear of deportation.

MPD also provides outreach programming to many immigrant communities. MPD's *Amigos en Azul* program, active since 2002, continues to provide extensive programming for the Latino community. In addition, officers from across the Department attend numerous meetings, festivals, and celebrations in an effort to improve relationships with the African immigrant, Turkish, Muslim and Hmong communities. The Madison Police Department recognizes the vulnerability that many in our immigrant communities experience and is sensitive to the impact on overall public safety.

**1.9.1 TASK FORCE ACTION ITEM:**

**Decouple federal immigration enforcement from routine local policing for civil enforcement and non-serious crime.**

MPD NEXT STEPS: Continue current efforts. The Madison Police Department is an active member of the National Law Enforcement Immigration Task Force (LEITF) supporting the effort to bring common sense immigration reform to our Country. MPD has participated in several meetings in Washington DC, working with Law Enforcement Officials across the Country, as well as other Federal Agencies and National Organizations, in a concerted effort to bring needed change to immigration enforcement while building positive relationships with the immigrant community. MPD has further provided valuable input throughout the development of key aspects of immigration reform, most notably as it relates to the new *Priority Enforcement Plan* (PEP) which focuses on convicted criminals and others who pose a threat to public safety.

**1.9.2 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should ensure reasonable and equitable language access for all persons who have encounters with police or who enter the criminal justice system.**

MPD CURRENT STATUS: MPD continues to work with the Department of Civil Rights on the issue of translation. The Department hires new officers and encourages current officers to translate both in person and in writing whenever possible. Spanish messaging was added to the Crime Stoppers tip line in 2012. MPD provides forms and resources in other languages which may be of assistance to those in our community. MPD has a SOP in place, Language Access Services, which describes our commitment to providing equal opportunity and equal access to all police resources and services for all individuals, regardless of what language they speak.

MPD NEXT STEPS: MPD will continue to work with the City of Madison Department of Civil Rights to ensure that translation services, verbally and in writing, are provided to those in our community who need assistance.

**1.9.3 TASK FORCE ACTION ITEM:**

**The U.S. Department of Justice should not include civil immigration information in the FBI's National Crime Information Center database.**

# PILLAR TWO

## Policy & Oversight

*Citizens have a constitutional right to freedom of expression, including the right to peacefully demonstrate.*

## **Pillar 2: Policy & Oversight**

### **2.1 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should collaborate with community members to develop policies and strategies in communities and neighborhoods disproportionately affected by crime for deploying resources that aim to reduce crime by improving relationships, greater community engagement, and cooperation.**

**MPD CURRENT STATUS:** MPD has full-time neighborhood police officers (NPO's) assigned to ten neighborhoods. Neighborhood resource officers (NRO's) provide additional coverage to other impacted areas in each district. These officers work closely with other service providers (City, County and nonprofit) as well as with community members to work on long-term solutions to neighborhood problems. MPD personnel work with each of the City's Neighborhood Resource Teams.

#### **2.1.1 TASK FORCE ACTION ITEM:**

**The Federal Government should incentivize this collaboration through a variety of programs that focus on public health, education, mental health, and other programs not traditionally part of the criminal justice system.**

**MPD NEXT STEPS:** MPD currently engages in this collaborative programming with the Mental Health Liaison Program. MPD also successfully received a Federal grant in 2016 to partner with Dane County Public Health and a University of Wisconsin researcher to develop a way to defer low level offenders addicted to opioids out of the criminal justice and into treatment. MPD would continue to take advantage of any Federal assistance to work with other providers to deal with issues that lead to solutions for root causes of crime problems.

### **2.2 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should have comprehensive policies on the use of force that include training, investigations, prosecutions, data collection, and information sharing. These policies must be clear, concise, and openly available for public inspection.**

**UPDATE:** MPD is compliant with Wisconsin State Statute 66.0511(2) [formerly § 66.312] which requires law enforcement agencies to have written policies regulating use of force. MPD use of force training also remains consistent with the State of Wisconsin Law Enforcement Standards (LESB) requirements. Further



Ticket Resolution Day



"A Day Without Latinos and Immigrants in Wisconsin" Rally

information can be found via the MPD Code of Conduct and the following SOPs: *Officer Involved Critical Incidents*, *Use of Deadly Force*, *Use of Non-Deadly Force*, *Use of Force Data Collection*, and *Records Inspection and Release*. These documents are posted to the MPD website for public inspection.

### **2.2.1 TASK FORCE ACTION ITEM:**

**Law enforcement agency policies for training on use of force should emphasize de-escalation and alternatives to arrest or summons in situations where appropriate.**

UPDATE: Currently MPD does emphasize both de-escalation and alternatives to arrest, in both training and practice. The WI LESB Training Curriculum contains aspects of de-escalation in multiple blocks of instruction to include: Critical Thinking and Problem Solving, Basic Response, DAAT, Professional Communication, Firearms, Tactical Response and Vehicle Contacts. Key concepts related to the term de-escalation include: learning proper law enforcement decision making, evaluating environmental conditions that can lead to situations escalating, intervention options and tactical deployment to gain compliance, using professional communication skills, learning the importance of non-verbal communication, Studying actions that may cause behavior escalation, using alternative techniques to de-escalate situations, and conducting proper threat assessments. The SOP *Use of Non-Deadly Force* reads in part, "Control of a person through presence and verbal commands shall always be the preferred method of control". MPD has recently codified our approach to de-escalation and created the De-Escalation SOP. This was followed by in-service training to all personnel, completed in November 2016.

Current MPD training plans call for more emphasis to the instructional methodology utilized in the area of de-escalation, as compared to other tactics that are more action oriented for both pre-service academy students and veteran officers.

**2.2.2 TASK FORCE ACTION ITEM:**

**These policies should also mandate external and independent criminal investigations in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.**

MPD NEXT STEPS: Continue Current Practice. See MPD SOP *Officer Involved Critical Incidents* which calls for the State of Wisconsin Department of Criminal Investigation (DCI) to complete the independent external criminal investigation for these critical cases. (Independent external review of OICI events is also required by Wisconsin State law.)

**2.2.3 TASK FORCE ACTION ITEM:**

**The task force encourages policies that mandate the use of external and independent prosecutors in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.**

MPD NEXT STEPS: The results of the WI DCI criminal investigation are reviewed by the Dane County District Attorney's Office. If a conflict of interest were to occur the District Attorney would arrange for an impartial review.

**2.2.4 TASK FORCE ACTION ITEM:**

**Policies on use of force should also require agencies to collect, maintain, and report data to the Federal Government on all officer-involved shootings, whether fatal or nonfatal, as well as any in-custody death.**

UPDATE: MPD submits appropriate Incident Based Reporting (IBR) crime code information to the Department of Justice annually. This has been done since 2010. If the Federal Government creates additional avenues for such reporting, the MPD would support and comply with all data reporting requests.

**2.2.5 TASK FORCE ACTION ITEM:**

**Policies on use of force should clearly state what types of information will be released, when, and in what situation, to maintain transparency.**

UPDATE: In 2016, a new Use of Force Coordinator position was created and is occupied by a Sergeant with State of Wisconsin Instructor certifications in Defense and Arrest Tactics and Firearms training. This position is responsible for reviewing all Use of Force reports, identifying training needs for individuals and department-wide trends, responding to community/citizen inquiries related to use of force to include attending community meetings, updating the use of force SOPs and for determining the best way to disseminate information to the public. This position also assists in the quarterly release of all use of force data that is posted to MPD's website.



Recruits in Training Academy

### 2.2.6 TASK FORCE ACTION ITEM:

Law enforcement agencies should establish a Serious Incident Review Board comprising sworn staff and community members to review cases involving officer-involved shootings and other serious incidents that have the potential to damage community trust or confidence in the agency. The purpose of this board should be to identify any administrative, supervisory, training, tactical, or policy issues that need to be addressed.

MPD NEXT STEPS: PSIA currently conducts an administrative review of all officer involved critical incidents. The purpose of the administrative review is to identify any administrative, supervisory, training, tactical, Code of Conduct or procedural issues that need to be addressed.

Unconscious Bias Training



### 2.3 TASK FORCE RECOMMENDATION:

Law enforcement agencies are encouraged to implement non-punitive peer review of critical incidents separate from criminal and administrative investigations.

MPD CURRENT STATUS: MPD uses a review process that is codified in the SOP *Proficiency, Continuous Improvement & After Action Reports*. It is believed that MPD can only improve processes through a continuous review of our performance.

### 2.4 TASK FORCE RECOMMENDATION:

Law enforcement agencies are encouraged to adopt identification procedures that implement scientifically supported practices that eliminate or minimize presenter bias or influence.

MPD CURRENT STATUS: The Madison Police Department created a procedural SOP *Identification Procedure*, for the identification of suspects. This SOP includes best practices as using sequential and simultaneous photo lineups. The SOP also provides guidelines for show ups in the field and suggested strategies to prevent bias by the viewers and officers.

### 2.5 TASK FORCE RECOMMENDATION:

All federal, state, local and tribal law enforcement agencies should report and make available to the public census data regarding the composition of their departments including race, gender, age, and other relevant demographic data.

MPD CURRENT STATUS: MPD maintains a demographic diversity report for all staff. The report is available to the public.

#### 2.5.1 TASK FORCE ACTION ITEM:

The Bureau of Justice Statistics should add additional demographic questions to the Law Enforcement Management and Administrative Statistics (LEMAS) survey in order to meet the intent of this recommendation.

Special Events Team (SET)



## **2.6 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should be encouraged to collect, maintain, and analyze demographic data on all detentions (stops, frisks, searches, summons, and arrests). This data should be disaggregated by school and non-school contacts.**

**MPD CURRENT STATUS:** The Madison Police Department (MPD) has the ability to collect traffic stop and arrest data, however, it does not have the capability of pulling out the data points for frisk, search, or pedestrian stop data. Our Records Management System (RMS) also has the capability to segregate the data by public high school and non-school contacts.

MPD has added a subsection to its annual report to include data on the number of arrests made and citations issued at Madison public high schools. A report is generated and shared with the Department's Command Staff at the conclusion of each school semester, which lists physical arrests and citations issued in schools. A quarterly report is generated on traffic stop and citation arrest data by demographics and distributed to the Department's Command Staff.

The Records Manager has been tasked with working with the RMS vendor to determine if a solution exists or can be created so that the department can capture and maintain demographic data on detentions, stops, frisks, and searches.

### **2.6.1 TASK FORCE ACTION ITEM:**

**The Federal Government could further incentivize universities and other organizations to partner with police departments to collect data and develop knowledge about analysis and benchmarks as well as to develop tools and templates that help departments manage data collection and analysis.**

## **2.7 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should create policies and procedures for policing mass demonstrations that employ a continuum of managed tactical resources that are designed to minimize the appearance of a military operation and avoid using provocative tactics and equipment that undermine civilian trust.**

UPDATE: MPD utilizes the seven principles of handling crowds and demonstrations known as the “Madison Method.” MPD employs a “soft approach” whenever possible. “First and foremost, members of the Madison Police Department are trained to use restraint in the use of force; we protect people first and property second.” Our officers treat all people with dignity and respect. Our goal while managing large events is to maintain order; our officers are trained to respond with only the amount of force necessary to accomplish this goal.

MPD readily recognizes that the size and scope of many events exceed our resource capacity and require support from adjacent law enforcement agencies. MPD has taken the lead in training with partner law enforcement agencies at the State, County and local levels, and applied a reasonably measured philosophical approach to managing crowds with an emphasis on the preservation of the rights protected under the First Amendment. See SOP: *Demonstrations and Assemblies*.

The entire MPD Special Events Team (SET) trains bi-annually. Individual specialized units of SET train more frequently. SET responds to dozens of protests, demonstrations, rallies, and other major events annually. All events are debriefed and operational plans are continuously reviewed and improved to reflect best practices.

### **2.7.1 TASK FORCE ACTION ITEM:**

**Law enforcement agency policies should address procedures for implementing a layered response to mass demonstrations that prioritize de-escalation and a guardian mindset.**

MPD NEXT STEPS: Continue current practice.

### **2.7.2 TASK FORCE ACTION ITEM:**

**The Federal Government should create a mechanism for investigating complaints and issuing sanctions regarding the inappropriate use of equipment and tactics during mass demonstrations.**

## **2.8 TASK FORCE RECOMMENDATION:**

**Some form of civilian oversight of law enforcement is important in order to strengthen trust with the community. Every community should define the appropriate form and structure of civilian oversight to meet the needs of that community.**

MPD CURRENT STATUS: The Madison Police and Fire Commission (PFC) is a civilian body consisting of 5 commissioners. Their authority is granted by Wisconsin State Statute §62.13. The PFC has the authority to approve the Chief’s decisions for hiring, firing, and promotion of subordinates. The PFC also has the authority to hear complaints against the Department or its officers.

The Public Safety Review Committee consists of 10 civilians, including three members of the Common Council. This Committee is defined under Madison General Ordinance Sec. 33.22 – “The board shall be advisory to the Mayor and Common Council, to assist them in the performance of their statutory duties.

The board may review and make recommendations concerning departmental budgets; review service priorities and capital budget priorities of the Police and Fire Departments; serve as liaison between the community and the city on public safety issues; and review annually and make recommendations to the Common Council regarding the annual work plans and long-range goals of the departments."

**2.8.1 TASK FORCE ACTION ITEM:**

The U.S. Department of Justice, through its research arm, the National Institute of Justice (NIJ), should expand its research agenda to include civilian oversight.

**2.8.2 TASK FORCE ACTION ITEM:**

The U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) should provide technical assistance and collect best practices from existing civilian oversight efforts and be prepared to help cities create this structure, potentially with some matching grants and funding.

**2.9 TASK FORCE RECOMMENDATION:**

Law enforcement agencies and municipalities should refrain from practices requiring officers to issue a predetermined number of tickets, citations, arrests, or summonses, or to initiate investigative contacts with citizens for reasons not directly related to improving public safety, such as generating revenue.

**MPD CURRENT STATUS:** Consistent with WI State Statute §349.025 Quotas relating to the enforcement of traffic regulations prohibited, MPD does not have a "quota system" which requires officers to issue a predetermined number of citations or arrests. The MPD has adopted a clear Code of Conduct to guide police officers' broad use of discretion in their day-to-day duties which includes guidelines on proper and improper factors to consider regarding when and whether to use police intervention, such as making an arrest and issuing citations.

**2.10 TASK FORCE RECOMMENDATION:**

Law enforcement officers should be required to seek consent before a search and explain that a person has the right to refuse consent when there is no warrant or probable cause. Furthermore, officers should ideally obtain written acknowledgement that they have sought consent to a search in these circumstances.

**UPDATE:** MPD has an SOP addressing consent searches. The SOP requires that an officer have an articulable reason for seeking a consent search, and that those reasons be documented. The SOP allows for the use of a written consent form when appropriate. Officers receive extensive training in constitutional law during the pre-service academy. Periodic legal updates on cases and statutory changes are also provided.



Scenario Training

## **2.11 TASK FORCE RECOMMENDATION:**

Law enforcement agencies should adopt policies requiring officers to identify themselves by their full name, rank, and command (as applicable) and provide that information in writing to individuals they have stopped. In addition, policies should require officers to state the reason for the stop and the reason for the search if one is conducted.

MPD CURRENT STATUS: MPD currently has an SOP *Identification of MPD Employees* that states that: All employees identify themselves by name, rank/title and badge/employee number when requested to do so. The Department's SOP *Stop & Frisk* requires officers to provide an explanation to the detained persons. It specifically states: Explanation to Detained Person "Officers shall act with courtesy towards the person stopped. At some point during the stop the officer shall, in every case, give the person stopped an explanation of the purpose of the stop."

All commissioned employees shall verbally provide their name, rank and badge number whenever they have conducted a stop, and offer a Department business card in those situations where other official paperwork does not provide this information.

### **2.11.1 TASK FORCE ACTION ITEM:**

One example of how to do this is for law enforcement officers to carry business cards containing their name, rank, command, and contact information that would enable individuals to offer suggestions or commendations or to file complaints with the appropriate individual, office, or board. These cards would be easily distributed in all encounters.

UPDATE: For many years, MPD commissioned employees are given business cards to give out to citizens upon request. This business card includes their name, rank, assignment and contact information to include our website information. Our website provides information as to how individuals can offer suggestions or commendations or to file complaints with the appropriate individual, office or the Police and Fire Commission.

## **2.12 TASK FORCE RECOMMENDATION:**

Law enforcement agencies should establish search and seizure procedures related to LGBTQ and transgender populations and adopt as policy the recommendation from the President's Advisory Council on HIV/AIDS (PACHA) to cease using the possession of condoms as the sole evidence of vice.

MPD CURRENT STATUS: The MPD Code of Conduct specifically requires that officers treat all citizens equally. MPD personnel do not consider possession of condoms alone, as evidence of vice or other illegal activity.

## **2.13 TASK FORCE RECOMMENDATION:**

Law enforcement agencies should adopt and enforce policies prohibiting profiling and discrimination based on race, ethnicity, national origin, religion, age, gender, gender identity/expression, sexual orientation, immigration status, disability, housing status, occupation, or language fluency.

MPD CURRENT STATUS: MPD's Code of Conduct states under *Equal Protection*: "Members of the Department shall act to preserve the rights of all. Any intentional acts (by commission or omission) based solely upon an individual's membership,

association, identification or protected class is a violation of equal protection and prohibited by federal, state and City of Madison law."

The MPD Code of Conduct *Harassment* prohibits harassment on the basis of race, sex, religion, color, age, handicap, national origin, or sexual orientation. Furthermore, such activity is contrary to the MPD Mission Statement and our Core Values and only serves to undermine trust with the community we have pledged to serve.

**2.13.1 TASK FORCE ACTION ITEM:**

The Bureau of Justice Statistics should add questions concerning sexual harassment of and misconduct toward community members, and in particular LGBTQ and gender-nonconforming people, by law enforcement officers to the Police Public Contact Survey.

**2.13.2 TASK FORCE ACTION ITEM:**

The Centers for Disease Control should add questions concerning sexual harassment of and misconduct toward community members, and in particular LGBTQ and gender-nonconforming people, by law enforcement officers to the National Intimate Partner and Sexual Violence Survey.

**2.13.3 TASK FORCE ACTION ITEM:**

The U.S. Department of Justice should promote and disseminate guidance to federal, state, and local law enforcement agencies on documenting, preventing, and addressing sexual harassment and misconduct by local law enforcement agents, consistent with the recommendations of the International Association of Chiefs of Police.

**2.14 TASK FORCE RECOMMENDATION:**

The U.S. Department of Justice, through the Office of Community Oriented Policing Services and Office of Justice Programs, should provide technical assistance and incentive funding to jurisdictions with small police agencies that take steps towards shared services, regional training, and consolidation.



Special Events Team (SET)

# PILLAR THREE

## Technology & Social Media

*Implementing new technologies can give police departments an opportunity to fully engage and educate communities in a dialogue about their expectations for transparency, accountability, and privacy.*

## **Pillar 3: Technology & Social Media**

### **3.1 TASK FORCE RECOMMENDATION:**

The U.S. Department of Justice, in consultation with the law enforcement field, should broaden the efforts of the National Institute of Justice to establish national standards for the research and development of new technology. These standards should also address compatibility and interoperability needs both within law enforcement agencies and across agencies and jurisdictions and maintain civil and human rights protections.

#### **3.1.1 TASK FORCE ACTION ITEM:**

The Federal Government should support the development and delivery of training to help law enforcement agencies learn, acquire, and implement technology tools and tactics that are consistent with the best practices of 21st century policing.

#### **3.1.2 TASK FORCE ACTION ITEM:**

As part of national standards, the issue of technology's impact on privacy concerns should be addressed in accordance with protections provided by constitutional law.

**MPD NEXT STEPS:** MPD supports this, and believes these discussions should occur at the local level.

#### **3.1.3 TASK FORCE ACTION ITEM:**

Law enforcement agencies should deploy smart technology that is designed to prevent the tampering with or manipulating of evidence in violation of policy.

**MPD NEXT STEPS:** MPD SOP *Handling of Evidence, Contraband, Found or Lost Property* currently follows the best practices and procedures recommended by the International Association for Property and Evidence. Technology utilized includes barcode scanning and tracking of all evidentiary items. MPD's property personnel are certified evidence and property specialists through the International Association for Property and Evidence.



Range



Armored Rescue Vehicle

### **3.2 TASK FORCE RECOMMENDATION:**

**The implementation of appropriate technology by law enforcement agencies should be designed considering local needs and aligned with national standards.**

UPDATE: In 2016, MPD upgraded the Records Management System and the Mobile/Field Reporting System to the most recent version offered by the vendor. This upgrade allows MPD to utilize the advancements in law enforcement technology and stay in alignment with national standards.

#### **3.2.1 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should encourage public engagement and collaboration, including the use of community advisory bodies, when developing a policy for the use of a new technology.**

MPD NEXT STEPS: As an example, in December of 2014, MPD submitted a preliminary report to the City of Madison Common Council as requested per resolution. This report provided a review of the existing literature on the use of body worn video for police and illuminated the reported and potential benefits and drawbacks to their use ([http://host.madison.com/madison-police-report-on-body-cameras/pdf\\_186ca859-8148-51d3-8d4e-f7b679d3d056.html](http://host.madison.com/madison-police-report-on-body-cameras/pdf_186ca859-8148-51d3-8d4e-f7b679d3d056.html)). Following the submission of this report, in 2015 the City of Madison Common Council established an Ad Hoc committee to engage communities of color in the discussion regarding police body worn video and to solicit feedback from these vulnerable communities as to benefits, drawbacks, and concerns regarding the use of body worn video. Numerous focus groups were conducted by the YWCA to enlist this community feedback. Based on this review process the Ad Hoc committee did not recommend the use of body worn video within the Madison Police Department.



Computer Lab

**3.2.2 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should include an evaluation or assessment process to gauge the effectiveness of any new technology, soliciting input from all levels of the agency, from line officer to leadership, as well as assessment from members of the community.**

UPDATE: MPD continues to meet with internal groups (identified above) to discuss how systems are working and obtain feedback for process improvements. During the 2016 Records Management and Mobile/Field Reporting upgrade, a group of internal users was organized to provide input to the project team. Other stakeholders such as the District Attorney's office, the 911 center and the other regional agencies were contacted to insure their needs were met during the upgrade. MPD continues to receive citizen input from community meetings, and contact through calls or written correspondence.

**3.2.3 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should adopt the use of new technologies that will help them better serve people with special needs or disabilities.**

UPDATE: The 2016 Records Management and Mobile/Field Reporting upgrade allows for the information tracked by officers in special units to be shared more easily with all MPD personnel through a centralized system.

**3.3 TASK FORCE RECOMMENDATION:**

**The U.S. Department of Justice should develop best practices that can be adopted by state legislative bodies to govern the acquisition, use, retention, and dissemination of auditory, visual, and biometric data by law enforcement.**

**3.3.1 TASK FORCE ACTION ITEM:**

**As part of the process for developing best practices, the U.S. Department of Justice should consult with civil rights and civil liberties organizations, as well as law enforcement research groups and other experts, concerning the constitutional issues that can arise as a result of the use of new technologies.**

**3.3.2 TASK FORCE ACTION ITEM:**

The U.S. Department of Justice should create toolkits for the most effective and constitutional use of multiple forms of innovative technology that will provide state, local, and tribal law enforcement agencies with a one-stop clearinghouse of information and resources.

**3.3.3 TASK FORCE ACTION ITEM:**

Law enforcement agencies should review and consider the Bureau of Justice Assistance's (BJA) Body Worn Camera Toolkit to assist in implementing BWCs.

UPDATE: An initial City review process was completed with a recommendation to not proceed with body worn cameras. Currently, an outside consulting firm selected by the City's Ad Hoc Committee is conducting a comprehensive department review process which will address this recommendation and provide us with further guidance on BWC implementation in the future.

**3.4 TASK FORCE RECOMMENDATION:**

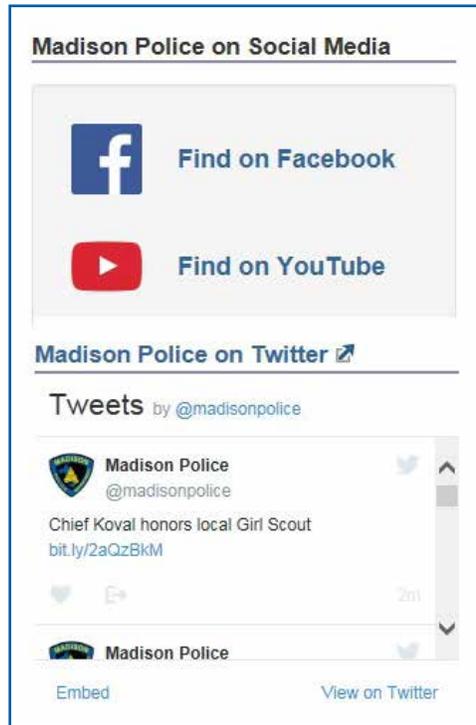
Federal, state, local, and tribal legislative bodies should be encouraged to update public record laws.

UPDATE: MPD works closely with the Office of the City Attorney, and when necessary the Department of Information and Technology, on matters concerning the current interpretation of Wisconsin Public Records Laws and case law when responding to all public records requests.

**3.5 TASK FORCE RECOMMENDATION:**

Law enforcement agencies should adopt model policies and best practices for technology-based community engagement that increases community trust and access.

UPDATE: MPD provides data and information on numerous platforms (Twitter, YouTube, Facebook, website, blogs, etc.) in an effort to provide information to the community. MPD incident data is exported to crimereports.com and is accessible to citizens in near real-time.





Vehicle Simulator

**3.6 TASK FORCE RECOMMENDATION:**

The Federal Government should support the development of new “less than lethal” technology to help control combative suspects.

**3.6.1 TASK FORCE ACTION ITEM:**

Relevant federal agencies, including the U.S. Departments of Defense and Justice, should expand their efforts to study the development and use of new less than lethal technologies and evaluate their impact on public safety, reducing lethal violence against citizens, constitutionality, and officer safety.

**3.7 TASK FORCE RECOMMENDATION:**

The Federal Government should make the development and building of segregated radio spectrum and increased bandwidth by FirstNet for exclusive use by local, state, tribal, and federal public safety agencies a top priority.

# PILLARFOUR

## Community Policing & Crime Reduction

*Community policing requires the active building of positive relationships with members of the community.*

## ***Pillar 4: Community Policing & Crime Reduction***

### **4.1 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should develop and adopt policies and strategies that reinforce the importance of community engagement in managing public safety.**

UPDATE: The Madison Police Department takes pride in its operational approach to inclusive policing that not only engages citizens, but also involves them in our efforts to police in an unbiased manner that consistently represents everyone in our community. We remain transparent in our policies, procedures, and practices in order to maintain and build trust with our diverse citizenry and manage public safety. It is currently the practice at MPD to engage community members and other stakeholders whenever possible prior to implementation of new laws, ordinances, or initiatives. MPD routinely practices neighborhood engagement before and immediately after critical incidents to inform residents about what took place and the police response.

A strategy that reinforces the importance of community engagement in managing public safety was MPD's implementation in 2015 of a dedicated Community Outreach Section overseen by a Captain. A primary objective in the establishment of MPD's Community Outreach Section is to further support and promote ongoing outreach initiatives and to ensure consistent mechanisms for engaging the community in matters of public safety.

With the implementation of our grant-funded Community Outreach and Resource Education (CORE) team in June of 2016, and a second grant to add staff to this team in June of 2017, we are able to more consistently create opportunities in schools and communities for positive non-enforcement interactions. The CORE team facilitates already existing outreach efforts such as our Citizen Academy, Youth Academies, Explorer Post, and Amigos en Azul. CORE further concentrates outreach initiatives to youth, particularly children in middle school.



Allied Drive Summer Camp Program

#### 4.1.1 TASK FORCE ACTION ITEM:

**Law enforcement agencies should consider adopting preferences for seeking "least harm" resolutions, such as diversion programs or warnings and citations in lieu of arrest for minor infractions.**

UPDATE: The Madison Police Department has an extensive history seeking "least harm" resolutions for violations of law. In the 1990's, the Madison Municipal Court was created as an alternative to criminal prosecution. Previous to that time, MPD referred most offenses to Circuit Court for criminal charges. Today, the MPD refers over 30,000 cases a year to Municipal Court where civil forfeiture and other disposition alternatives are available.

MPD has partnered with Madison high schools and other community organizations to implement youth peer-courts and restorative justice circles. Rather than face criminal charges or receive municipal ordinance citations, youth are given the option to complete the peer court or restorative justice process. In 2015, MPD initiated a similar restorative justice pilot project for 17 - 25 year old offenders who were arrested for committing a misdemeanor offense in the South Police District (Dane County Community Restorative Court). In 2016, the Community Restorative Court (CRC) expanded to include all five MPD police districts and this opportunity is now more equitably offered throughout the City of Madison. As this expansion is evaluated in early 2017, it is anticipated that front line officers will receive updated training with how to refer people to the CRC at the time of arrest or even prior to an arrest being considered.

MPD continues to partner with Dane County Human Services with a 12-16 year old restorative justice referral project where youth who receive municipal ordinance citations have the opportunity to go through a restorative justice process in lieu of civil forfeiture.



#### 4.2 TASK FORCE RECOMMENDATION:

**Community policing should be infused throughout the culture and organizational structure of law enforcement agencies.**

UPDATE: MPD's daily operations have a focus on community policing and engagement at every level. Officers are regularly assigned to appear at or participate in community events, and officers are encouraged to initiate community engagement as a regular part of their duties. MPD officers regularly engage in foot and bike patrol to increase citizen engagement. Community partnership is one of the core values of the Department and officers are trained in pre-service and in-services.



Flag Football Event

#### **4.2.1 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should evaluate officers on their efforts to engage members of the community and the partnerships they build. Making this part of the performance evaluation process places an increased value on developing partnerships.**

**MPD NEXT STEPS:** The supervisory philosophy referred to as *Managing by Wandering Around (MBWA)* encourages a collaboration between the officer and the supervisor. Supervisors are expected to actively engage with employees in the places they work. This provides for daily interaction, supervision, and an opportunity to reinforce the

goals and values of the MPD. Supervisors are aware of the working conditions because they see the issues and listen to the concerns of those they supervise. Supervisors reinforce the community partnerships and problem solving efforts with those they supervise.

Officers are not evaluated based purely on traditional arrest or citation measures. Officers are expected to incorporate community policing and engagement into their regular duties. Performance recognitions are written for engagement and community policing efforts, highlighting their value and importance to MPD.

#### **4.2.2 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should evaluate their patrol deployment practices to allow sufficient time for patrol officers to participate in problem solving and community engagement activities.**

**MPD NEXT STEPS:** Continue to evaluate unobligated officer time, and recommend increases to staffing to handle the workload, while maintaining a reasonable unobligated amount for engagement.

MPD has a five shift staffing model for patrol services. Officer allocation decisions are based on workload. There is an attempt to staff adequately to allow patrol officers a percentage of their time as uncommitted to calls for service in order to allow for community engagement and problem solving efforts.

MPD needs to inform the Common Council of the staffing formula, which factors in time for community policing efforts. Budget decision makers need to understand the implications the operating budget has on community policing efforts.

#### **4.2.3 TASK FORCE ACTION ITEM:**

**The U.S. Department of Justice and other public and private entities should support research into the factors that have led to dramatic successes in crime reduction in some communities through the infusion of non-discriminatory policing and to determine replicable factors that could be used to guide law enforcement agencies in other communities.**

#### 4.3 TASK FORCE RECOMMENDATION:

Law enforcement agencies should engage in multidisciplinary, community team approaches for planning, implementing, and responding to crisis situations with complex causal factors.

**MPD CURRENT STATUS:** Districts currently work with community stakeholders and alders to address community issues. Madison Police Officers actively participate in the Neighborhood Resource Teams (NRT) which is a coordinated team approach involving multiple City agencies. Districts routinely engage with City Staff and Stakeholders in the planning of community events and seek feedback after events for improvements in future years.

#### 4.3.1 TASK FORCE ACTION ITEM:

The U.S. Department of Justice should collaborate with others to develop and disseminate baseline models of this crisis intervention team approach that can be adapted to local contexts.



Camp Hero



**4.3.2 TASK FORCE ACTION ITEM:**

**Communities should look to involve peer support counselors as part of multidisciplinary teams when appropriate. Persons who have experienced the same trauma can provide both insight to the first responders and immediate support to individuals in crisis.**

MPD NEXT STEPS: Continue with current efforts. MPD has a Peer Support Program and Employee Assistance programs to provide trauma support to first responders. For community members the Dane County Victim-Witness Program provides support during major cases.

**4.3.3 TASK FORCE ACTION ITEM:**

**Communities should be encouraged to evaluate the efficacy of these crisis intervention team approaches and hold agency leaders accountable for outcomes.**

MPD NEXT STEPS: MPD supports accountability for Departmental outcomes.



Black Youth Academy



**4.4 TASK FORCE RECOMMENDATION:**  
**Communities should support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all, especially the most vulnerable.**

**MPD CURRENT STATUS:** The MPD Code of Conduct calls for all employees to embrace and put the Core Values into practice through our actions. Violations of the Code of Conduct are held to a higher standard than procedural mistakes.

**4.4.1 TASK FORCE ACTION ITEM:**  
**Because offensive or harsh language can escalate a minor situation, law enforcement agencies should underscore the importance of language used and adopt policies directing officers to speak to individuals with respect.**

**MPD NEXT STEPS:** Continue current practices. This is addressed in MPD's Code of Conduct. MPD's Code of Conduct requires members of the Department to be courteous and respectful to the public and co-workers. This policy states that encounters should be predicated upon civility and the appropriate use of an officer's discretion based upon the totality of the circumstances. As outlined in the Code of Conduct, members of MPD are instructed to avoid abusive, profane language or gestures and actions that bring disrespect upon the Department or members of the community. This includes unreasonable orders, or warnings not within the lawful scope of the member's authority.



Camp Hero

#### 4.4.2 TASK FORCE ACTION ITEM:

**Law enforcement agencies should develop programs that create opportunities for patrol officers to regularly interact with neighborhood residents, faith leaders, and business leaders.**

UPDATE: Patrol officers are encouraged and expected to regularly interact with community members during non-crisis/enforcement situations. These efforts include foot patrol and appearances at community meetings/events. The Community Police Teams are assigned many of these roles due to not being tied to workload and calls for service. We do not currently have established programs for most patrol officers, so expansion of structures in this area would enhance capacities for patrol officers. Many patrol officers are assigned as a liaison role to a neighborhood association or a school, but these assignments are not held by every officer.

MPD regularly analyzes overall patrol workload and attempt to staff patrol in a way that provides officers with time for proactive activities. Officers are encouraged to engage in community interactions outside of responding to calls for service.



Black Youth Academy





Vera Court Airport

#### 4.5 TASK FORCE RECOMMENDATION:

**Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.**

**MPD CURRENT STATUS:** Neighbors regularly contribute in problem solving efforts, helping to define underlying root causes of problems. They also participate in solutions both in recommendations, and neighborhood responses to problems. One of the main functions of Neighborhood Officers, Neighborhood Resource Officers and Community Policing Teams is to work with residents in problem solving activities.

#### **4.5.1 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.**

MPD NEXT STEPS: MPD district commanders routinely appear at community/neighborhood meetings, and regularly schedule public meetings on specific issues. Chief Koval regularly schedules community forums in the community. These forums are held in a variety of geographic locations to maximize their accessibility to all neighborhoods and citizens.

Continue to schedule periodic public community forums with Chief Koval. District commanders continue to schedule neighborhood/community meetings as needed/desired. When MPD personnel attend or present at other meetings (neighborhood association, etc.) the officer should provide opportunities for questions and input.

#### **4.5.2 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should engage youth and communities in joint training with law enforcement, citizen academies, ride-alongs, problem solving teams, community action teams, and quality of life teams.**

UPDATE: Continue with current efforts. The Madison Police Department engages youth and communities in joint training through our Youth and Citizen academies; Explorer Post 911 program; Ride-Along program; and participation in City Neighborhood Resource Teams and other community-based action teams. A Neighborhood Police Officer (NPO) recently provided a "know your rights" forum, combined with police use of force information to young men from minority neighborhoods.

This process is ongoing and will continue with the programs mentioned above in addition to exploring new ways that MPD can engage youth and communities through joint training opportunities and quality of life teams. Recent initiatives developed through our CORE Team described earlier include participation in Big Brothers and Big Sisters of Dane County; engaging with youth through our partnership with Madison School & Community Recreation (MSCR) in their after school programming; and facilitating community conversations through our Fireside Five-O outreach program.

#### **4.5.3 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should establish formal community/citizen advisory committees to assist in developing crime prevention strategies and agency policies as well as provide input on policing issues.**

UPDATE: The Chief regularly meets with other law enforcement leaders and community leaders of color to collaboratively develop crime prevention strategies and agency policies as well as to solicit input on policing issues.



Community Engagement

The Mayor and City of Madison Common Council have recently established two ad hoc committees (2015, 2016) comprised of citizens. These committees are tasked with exploring the use of body worn video for officers, and to conduct a comprehensive review of all MPD policies, procedures, training and culture, which is currently underway. MPD recently applied for and received a COPS grant to pilot a district-based community advisory group. Led by South District Captain, John Patterson, this effort will recruit Black, Hmong, and Latino participation in a public process to discuss safety, policing, and perception of fairness to build trust and legitimacy in the city's most diverse neighborhoods. MPD hopes to leverage this increased public participation to better focus problem solving initiatives in the South Madison neighborhoods, as well to inform continued improvement in our policies and procedures.



Chief's Community Forum

#### **4.5.4 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should adopt community policing strategies that support and work in concert with economic development efforts within communities.**

MPD NEXT STEPS: MPD attends staff meetings on future development projects within the City. Information is shared with the affected district so that further input and collaboration can occur on the project proposal. MPD also participates in the Neighborhood Resource Teams (NRT) throughout the City.

#### **4.6 TASK FORCE RECOMMENDATION:**

**Communities should adopt policies and programs that address the needs of children and youth most at risk for crime or violence and reduce aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.**

UPDATE: MPD has solid procedures for addressing the victimization of children, as childhood trauma and victimization is a strong marker for a child being at future risk of victimization, or becoming a perpetrator. Children subjected to extreme family violence are at a significantly higher risk for developing behaviors that later subject them to arrest.

MPD works with non-profits and other agencies who work with at risk youth and families to address their needs. Programs like "Project Giving Hope" where MPD partners with a number of agencies to provide services to families staying in hotel rooms long term.

In 2016, MPD created a Sensitive Victims Unit which is comprised of a team of six detectives, all with expertise in crimes involving child victimization. This group will be able to more effectively and efficiently investigate these types of crimes and will enhance our current partnerships with key service providers. In 2016, MPD also joined the Wisconsin Internet Crimes Against Children Task Force which investigates child victimization involving suspects utilizing the internet.

More work can be done to provide services to children subjected to violence. Prevention strategies should be reinforced, as well as tools to recover from trauma. Similar to the DAIS project, additional referrals for children in violent homes should be explored. Solutions in this area require a coordinated community response.

School professionals have the expertise and training to develop solid policies that provide for the best safe learning environment that is grade, age and ability appropriate. School discipline policies are governed by the MMSD School Board, an elected citizen committee, and administered by the Superintendent of Schools. MMSD has solid policies in place that address the concerns related to the use of criminal justice solutions for school discipline. The Behavior Education Plan (BEP) is an example of these efforts. See *MMSD Policies and Procedures: 4502A Classroom Code of Conduct, 4502B Behavior Education Plan for Elementary Schools, and 4502C Behavior Education Plan for Middle and High School Students.*

**4.6.1 TASK FORCE ACTION ITEM:**

**Education and criminal justice agencies at all levels of government should work together to reform policies and procedures that push children into the juvenile justice system.**

UPDATE: Continue with existing collaborative efforts (Dane County Community Restorative Court, YWCA Circles, TimeBank Peer Court, Briarpatch Youth Peer Court, etc.). MPD supports MMSD's efforts through the implementation of the BEP. Educational Resources Officers (ERO's) have also been instrumental in the implementation of procedural justice teen courts in our high schools.

**4.6.2 TASK FORCE ACTION ITEM:**

**In order to keep youth in school and to keep them from criminal and violent behavior, law enforcement agencies should work with schools to encourage the creation of alternatives to student suspensions and expulsion through restorative justice, diversion, counseling, and family interventions.**

MPD NEXT STEPS: The MPD and the Madison School District (MMSD) philosophically agree that student suspensions and expulsions should be reserved for only the most serious cases.

See *MMSD Policies and Procedures: 4045 Expulsion from School, and 4043 Out-of-School Suspension.*



Community Engagement

#### 4.6.3 TASK FORCE ACTION ITEM:

Law enforcement agencies should work with schools to encourage the use of alternative strategies that involve youth in decision making, such as restorative justice, youth courts, and peer interventions.

UPDATE: MPD worked with the staff of LaFollette H.S. to implement a “peer court” process for addressing delinquent behavior by juveniles. The Madison Municipal Court started similar “peer courts” at Memorial High School. Versions of the Municipal Court programs are still in place today. The MMSD has now expanded the Dane County Timebank “peer court” model, started at LaFollette High School, to all four MMSD high schools. MPD ERO’s help facilitate the high school “peer courts,” but it is Dane County Timebank staff and “peer court jurors” (e.g. high school youth) who hear and review cases, and impose community service on those youth who appear before the youth court. Additionally, when issues at our schools have not been effectively resolved by a “peer court,” MPD ERO’s have worked with the Dane County Restorative Court to assist with group interventions and additional restorative justice efforts.



Skating with a Cop

#### 4.6.4 TASK FORCE ACTION ITEM:

Law enforcement agencies should work with schools to adopt an instructional approach to discipline that uses interventions or disciplinary consequences to help students develop new behavior skills and positive strategies to avoid conflict, redirect energy, and refocus on learning.

MPD NEXT STEPS: Continue per above, see BEP policy sections for additional information.

#### 4.6.5 TASK FORCE ACTION ITEM:

Law enforcement agencies should work with schools to develop and monitor school discipline policies with input and collaboration from school personnel, students, families, and community members. These policies should prohibit the use of corporal punishment and electronic control devices.

MPD NEXT STEPS: Corporal punishment is expressly prohibited, and schools do not use electronic control devices. See MMSD Policies and Procedures: *4221 Use of Restraint and/or Seclusion*.

#### 4.6.6 TASK FORCE ACTION ITEM:

Law enforcement agencies should work with schools to create a continuum of developmentally appropriate and proportional consequences for addressing ongoing and escalating student misbehavior after all appropriate interventions have been attempted.

MPD NEXT STEPS: Continue per above item.

**4.6.7 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should work with communities to play a role in programs and procedures to reintegrate juveniles back into their communities as they leave the juvenile justice system.**

UPDATE: While the MPD does have formal systems for sharing information with the Wisconsin Department of Corrections when adults return the community following incarceration, similar reintegration systems and information sharing for juveniles with Dane County Human Services does not exist.

This should be tasked to the MPD Criminal Intelligence Section (CIS) to further explore this action item and identify how MPD might better collaborate with Dane County Human Services and the Juvenile Court about how to best support juveniles who are returning to the community. CIS should also present initial ideas to the Operations Team as to how MPD districts and/or specialized units might play a role supporting these youth who are reintegrating back into the community.

**4.6.8 TASK FORCE ACTION ITEM:**

**Law enforcement agencies and schools should establish memoranda of agreement for the placement of School Resource Officers that limit police involvement in student discipline.**

MPD NEXT STEPS: MPD Education Resource Officers operate within the schools following guidelines articulated through a contract between MPD and MMSD. In addition to this contract, MPD and MMSD have established procedures that outline police contact, interviews, investigations, searches, seizures, and arrests of juveniles within the school environment.

**4.6.9 TASK FORCE ACTION ITEM:**

**The Federal Government should assess and evaluate zero tolerance strategies and examine the role of reasonable discretion when dealing with adolescents in consideration of their stages of maturation or development.**

MPD NEXT STEPS: MPD supports the elimination of zero tolerance strategies that due to the restrictive nature and lack of discretion, do not lead to the best possible outcome.



Girl Scouts

#### **4.7 TASK FORCE RECOMMENDATION:**

**Communities need to affirm and recognize the voices of youth in community decision making, facilitate youth-led research and problem solving, and develop and fund youth leadership training and life skills through positive youth/police collaboration and interactions.**

**MPD CURRENT STATUS:** MPD Youth Academies serve this role. There is an opportunity for expanded joint programming with agencies that serve youth in the community.

#### **4.7.1 TASK FORCE ACTION ITEM:**

**Communities and law enforcement agencies should restore and build trust between youth and police by creating programs and projects for positive, consistent, and persistent interaction between youth and police.**

**MPD NEXT STEPS:** MPD hosts numerous programs for youth around sporting events (football, basketball, and fishing). We also host the youth academies in the summer. MPD participates in school reading programs, and other Madison School and Recreation programming.

#### **4.7.2 TASK FORCE ACTION ITEM:**

**Communities should develop community and school-based evidence-based programs that mitigate punitive and authoritarian solutions to teen problems.**

**UPDATE:** The Madison Metropolitan School District has developed comprehensive programs to address these issues. MPD continues to support these efforts. MPD continues to work closely with the Dane County Restorative Court and is the leading referral agency for this program. In 2016, MPD has expanded the geographic scope to include all five police districts (started with only the South District). The MPD also continues to collaborate with the YWCA Circles program, TimeBank Peer Court and the Briarpatch Youth Peer Court. MPD would also welcome additional community-based programs for youth.



Meeting Community Members

# PILLAR FIVE

## Training & Education

*Hiring officers who reflect the community they serve is important not only to external relations but also to increasing understanding within the agency.*

## ***Pillar 5: Training & Education***

### **5.1 TASK FORCE RECOMMENDATION:**

The Federal Government should support the development of partnerships with training facilities across the country to promote consistent standards for high quality training and establish training innovation hubs.

#### **5.1.1 TASK FORCE ACTION ITEM:**

The training innovation hubs should develop replicable model programs that use adult-based learning and scenario-based training in a training environment modeled less like boot camp. Through these programs the hubs would influence nationwide curricula, as well as instructional methodology.

#### **5.1.2 TASK FORCE ACTION ITEM:**

The training innovation hubs should establish partnerships with academic institutions to develop rigorous training practices, evaluation, and the development of curricula based on evidence-based practices.

#### **5.1.3 TASK FORCE ACTION ITEM:**

The Department of Justice should build a stronger relationship with the International Association of Directors of Law Enforcement (IADLEST) in order to leverage their network with state boards and commissions of Peace Officer Standards and Training (POST).

### **5.2 TASK FORCE RECOMMENDATION:**

Law enforcement agencies should engage community members in the training process.

UPDATE: Community representation, instruction, and feedback opportunities have been incorporated into MPD pre-service and in-service training for many years. We have worked with community partners, individuals, and other social service providers in creating and presenting curriculum.

MPD has recently created new opportunities for community involvement in training exercises. As an example, the 2016 pre-service academy will incorporate on-site visits to the United Way, Centro Hispano, Dane County Boys and Girls Club, and other local community centers. In addition, discussion, and curriculum consultation has been coordinated with identified representatives of the African American, Hmong, and Latino communities. This strategy will remain an ongoing initiative with opportunities to expand within the Agency.

#### **5.2.1 TASK FORCE ACTION ITEM:**

The U.S. Department of Justice should conduct research to develop and disseminate a toolkit on how law enforcement agencies and training programs can integrate community members into this training process.



MPD Officers

### **5.3 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should provide leadership training to all personnel throughout their careers.**

UPDATE: MPD is currently updating the leadership curriculum for the department to incorporate the guardian mindset, and the Chief's expectations for leadership. The pre-service academy work was implemented in the most recent academy, and planning is underway for more advanced learning sections. In addition to other specialized training options that may be available, MPD has committed to continued participation with the Wisconsin Command College and the Wisconsin 1st Line Supervisor Course. In addition, MPD has committed to sending selected command staff to other programs such as Northwest School of Police Staff and Command or the FBI national Academy.

**5.3.1 TASK FORCE ACTION ITEM: Recognizing that strong, capable leadership is required to create cultural transformation, the U.S. Department of Justice should invest in developing learning goals and model curricula/training for each level of leadership.**

**5.3.2 TASK FORCE ACTION ITEM: The Federal Government should encourage and support partnerships between law enforcement and academic institutions to support a culture that values ongoing education and the integration of current research into the development of training, policies, and practices.**

**5.3.3 TASK FORCE ACTION ITEM: The U.S. Department of Justice should support and encourage cross-discipline leadership training.**

### **5.4 TASK FORCE RECOMMENDATION:**

**The U.S. Department of Justice should develop, in partnership with institutions of higher education, a national postgraduate institute of policing for senior executives with a standardized curriculum preparing them to lead agencies in the 21st century.**

### 5.5 TASK FORCE RECOMMENDATION:

The U.S. Department of Justice should instruct the Federal Bureau of Investigation to modify the curriculum of the National Academy at Quantico to include prominent coverage of the topical areas addressed in this report. In addition, the COPS Office and the Office of Justice Programs should work with law enforcement professional organizations to encourage modification of their curricula in a similar fashion.

### 5.6 TASK FORCE RECOMMENDATION:

**POSTs should make Crisis Intervention Training (CIT) a part of both basic recruit and in-service officer training.**

UPDATE: For the pre-service academy, MPD utilizes an enhanced State of Wisconsin Law Enforcement Standard Bureau (LESB) curriculum in "Relational Skills" in addition to their curriculum in "Crisis Management" training. Our comprehensive CIT curriculum includes an introduction to major mental illnesses and associated behaviors, and the challenges of providing policing services to people with mental illness, dementia, or developmental disabilities. It also includes a review of relevant state statutes, information about available community resources, a mental health consumer/advocate panel, suicide prevention, emphasizing de-escalation throughout. The learning environment incorporates both classroom and scenario based skills application.

In addition to our pre-service training, MPD conducts annual CIT training at our Training Center for police agencies throughout Dane County and other surrounding counties.

In 2015, MPD initiated a Mental Health Officer (MHO) Program in each District. These officers work directly with field personnel. In 2016, we added a Journey Mental Health Crisis Worker to co-locate in our department and work directly with officers in responding to mental health related incidents. MPD is committed to providing continuing training in the area of mental health and crises intervention protocol for all personnel.

In 2010, MPD was chosen by the Bureau of Justice Assistance/Council of State Governments Justice Center as one of six model programs in the country for our specialized police response to people with mental illness. Through our designation as a learning site in this police-mental health collaboration project, we provide technical assistance and training to other law enforcement agencies locally and across the country who are working to develop a specialized police response program in their respective organizations.



**5.7 TASK FORCE RECOMMENDATION:**  
**POSTs should ensure that basic officer training includes lessons to improve social interaction as well as tactical skills.**

UPDATE: The WI LESB requires that twenty-four hours of instruction be devoted to Professional Communications curriculum known as PCS. MPD pre-service academy recruits receive 26 hours of PCS instruction. However, these concepts and skills are incorporated throughout all training segments whenever possible. Every citizen contact involves effective communication skills, so PCS is integrated into all subjects whenever possible, and incorporated into numerous scenario training opportunities. Appropriate social interaction expectations with community members is reinforced throughout the pre-service academy as well as extensive field training experience.

**5.8 TASK FORCE RECOMMENDATION:**  
**POSTs should ensure that basic recruit and in-service officer training include curriculum on the disease of addiction.**

UPDATE: Officers in the pre-service academy receive training related to addiction including alcoholism and drug use and its effect upon individuals, families, and the community. Community wide resources are also discussed.

Recent in-service and specialized training topics have covered the issues related to heroin and opiate addiction, and the impacts to public safety.

**5.9 TASK FORCE RECOMMENDATION:**  
**POSTs should ensure both basic recruit and in-service training incorporates content around recognizing and confronting implicit bias and cultural responsiveness.**

MPD CURRENT STATUS: The State of WI LESB requires eight hours of cultural competency training for new officers. The MPD pre-service academy receives twenty-eight hours of curriculum related to cultural competency and implicit bias. This training is continued via in-service requirements as well as optional specialized training. Community members/organizations have frequently been utilized, as well as professional academics that specialize in implicit bias research. It is recognized that addressing human implicit bias takes life-long learning.



Special Events Team (SET)

#### **5.9.1 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should implement ongoing, top down training for all officers in cultural diversity and related topics that can build trust and legitimacy in diverse communities. This should be accomplished with the assistance of advocacy groups that represent the viewpoints of communities that have traditionally had adversarial relationships with law enforcement.**

UPDATE: These recommendations have long been incorporated throughout pre-service and in-service training. Optional specialized training opportunities have been made available as well. Community members/organizations have frequently been utilized.

In November of 2015, MPD provided a new 4 hour block of unconscious bias in-service training for all commissioned personnel. This training profiled African American history in context to policing in the US. It was developed and delivered by diverse officers within the Department who have committed to providing cutting-edge, relevant training in this area.

Developing trust/improved relations with all community members is an ongoing commitment and not a one-time initiative or training session. It is MPD's intent to consistently utilize community members to partner in providing/assisting with future training endeavors.

#### **5.9.2 TASK FORCE ACTION ITEM:**

**Law enforcement agencies should implement training for officers that covers policies for interactions with the LGBTQ population, including issues such as determining gender identity for arrest placement, the Muslim, Arab, and South Asian communities, and immigrant or non-English speaking groups, as well as reinforcing policies for the prevention of sexual misconduct and harassment.**

MPD NEXT STEPS: The "Judgment-Under-the-Radar" Cadre has provided implicit bias and cultural competence training to the agency related to these recommendations. The training is provided for all pre-service academy students and has been made mandatory for all commissioned employees at in-service training. All City employees must also attend "Harassment in the Workplace" training every three years.

A training opportunity related to the transgender community is currently under development. Additional specialized training sessions in these areas have been made available for both internal and external employees.

#### **5.10 TASK FORCE RECOMMENDATION:**

**POSTs should require both basic recruit and in-service training on policing in a democratic society.**

MPD CURRENT STATUS: Pre-service academy students receive WI LESB curriculum training regarding the *Fundamentals of Criminal Justice* as well as over forty hours of *Constitutional Law* taught by Chief Koval, who has a law degree. MPD also provides training in Ethics, with discussion on the appropriate uses of police power.

Future trainings will focus not just upon how the courts have allowed police to act, but rather focus on the legal, moral, and ethical way we should police our community.

**5.11 TASK FORCE RECOMMENDATION:**

**The Federal Government, as well as state and local agencies, should encourage and incentivize higher education for law enforcement officers.**

UPDATE: The City of Madison through the labor agreement with the Madison Professional Police Officers Association provides an educational incentive program for undergraduate and graduate degrees, as well as tuition reimbursement for approved courses. See *Agreement Between the City of Madison and the Madison Professional Police Officers Association, Appendix A: Education and Incentive Program and Pay Plan* and *MPD SOP Tuition Reimbursement and Educational Incentive (MPPOA)*.

MPD values higher education. Currently, 73.6% of all commissioned personnel have obtained a bachelors degree, and 17.4% have a Masters Degree or higher. MPD will continue to recruit at four year institutions and will continue to offer educational opportunities for all employees.

**5.11.1 TASK FORCE ACTION ITEM:**

**The Federal Government should create a loan repayment and forgiveness incentive program specifically for policing.**

**5.12 TASK FORCE RECOMMENDATION:**

**The Federal Government should support research into the development of technology that enhances scenario-based training, social interaction skills, and enables the dissemination of interactive distance learning for law enforcement.**



2015 Recruit Class Graduation

**5.13 TASK FORCE RECOMMENDATION:**

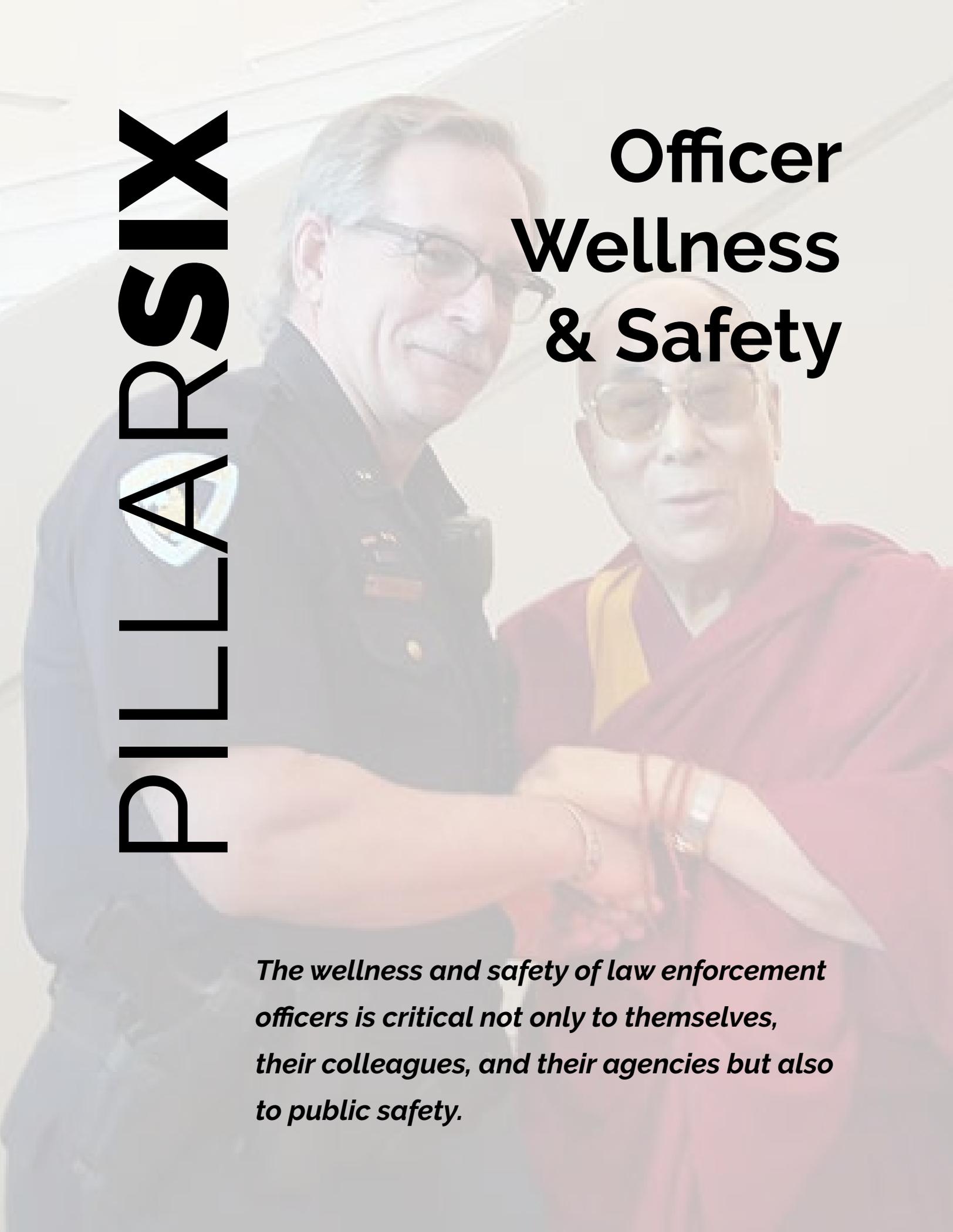
The U.S. Department of Justice should support the development and implementation of improved Field Training Officer programs.

**5.13.1 TASK FORCE ACTION ITEM:**

The U.S. Department of Justice should support the development of broad Field Training Program standards and training strategies that address changing police culture and organizational procedural justice issues that agencies can adopt and customize to local needs.

**5.13.2 TASK FORCE ACTION ITEM:**

The U.S. Department of Justice should provide funding to incentivize agencies to update their Field Training Programs in accordance with the new standards.



# PILLARSIX

## Officer Wellness & Safety

*The wellness and safety of law enforcement officers is critical not only to themselves, their colleagues, and their agencies but also to public safety.*

## **Pillar 6: Officer Wellness & Safety**

### **6.1 TASK FORCE RECOMMENDATION:**

The U.S. Department of Justice should enhance and further promote its multi-faceted officer safety and wellness initiative.

#### **6.1.1 TASK FORCE ACTION ITEM:**

Congress should establish and fund a national “Blue Alert” warning system.

#### **6.1.2 TASK FORCE ACTION ITEM:**

The U.S. Department of Justice, in partnership with the U.S. Department of Health and Human Services, should establish a task force to study mental health issues unique to officers and recommend tailored treatments.

#### **6.1.3 TASK FORCE ACTION ITEM:**

The Federal Government should support the continuing research into the efficacy of an annual mental health check for officers, as well as fitness, resilience, and nutrition.

#### **6.1.4 TASK FORCE ACTION ITEM:**

Pension plans should recognize fitness for duty examinations as definitive evidence of valid duty or non-duty related disability.

### **6.2 TASK FORCE RECOMMENDATION:**

Law enforcement agencies should promote safety and wellness at every level of the organization.

UPDATE: MPD has long provided Critical Incident Stress Management programs to include critical incident defusing and debriefing, as well as internal and external Employee Assistance Program supports for commissioned and civilian employees and their families. The Peer Support Officer program is a part of this effort, and contributes to fulfilling aspects of the procedures. See MPD SOP *Critical Incident Response*.

Our Officer-Involved Critical Incident procedure addresses the unique concerns of officers and employees who have been involved in a critical incident as a witness,



Mental Health Training

victim, or other involved party rather than as a first responder to an incident that has already occurred. This procedure adds to our existing CISM and Peer Support Program measures by requiring consultation with a trauma specialist at regular intervals over a 5-year period, providing a designated Critical Incident Partner to support the involved officer or employee that allows for administrative leave with time to address any ongoing post-traumatic issues that may arise, and build in to the process return to duty strategies. See MPD SOP *Officer Involved Critical Incidents*.



Mental Health Training

MPD continues to work with our City Employee Assistance Program (EAP) coordinator to develop and provide training in the area of officer resiliency. A number of resiliency-based programs exist that help educate officers about the stress reactions to trauma and other critical incidents that many first responders experience. In conjunction with EAP staff, our Peer Support Team will explore these resiliency training offerings and take steps to provide this type of training to our personnel.

In 2015, MPD's training staff piloted mindfulness meditation education and exercises at an in-service training for all commissioned officers. MPD staff is currently working with the Center for Investigating Healthy Minds here in Madison to further explore and research the benefits of mindfulness meditation practices within policing.

#### **6.2.1 TASK FORCE ACTION ITEM:**

**Though the Federal Government can support many of the programs and best practices identified by the U.S. Department of Justice initiative described in recommendation 6.1, the ultimate responsibility lies with each agency.**

#### **6.3 TASK FORCE RECOMMENDATION:**

**The U.S. Department of Justice should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement.**

#### **6.3.1 TASK FORCE ACTION ITEM:**

**The U.S. Department of Justice should fund additional research into the efficacy of limiting the total number of hours an officer should work within a 24–48-hour period, including special findings on the maximum number of hours an officer should work in a high risk or high stress environment (e.g., public demonstrations or emergency situations).**

#### **6.4 TASK FORCE RECOMMENDATION:**

**Every law enforcement officer should be provided with individual tactical first aid kits and training as well as anti-ballistic vests.**

UPDATE: All commissioned employees are provided ballistic body armor (vest) with the City contributing funds for a new vest every five years. Commissioned personnel are provided a uniform account from which tactical first aid equipment, that has been approved and trained, may be purchased. Naloxone is issued to all commissioned personnel. Tourniquets are also issued to all employees and have been used multiple times in the field performing life saving measures. MPD recognizes the need and will continue to provide high quality tactical first aid training. Ideally, in the future, MPD will make strides in providing additional equipment to officers in the field.



Dalai Lama



Dalai Lama

**6.4.1 TASK FORCE ACTION ITEM:**

**Congress should authorize funding for the distribution of law enforcement individual tactical first aid kits.**

**6.4.2 TASK FORCE ACTION ITEM:**

**Congress should reauthorize and expand the Bulletproof Vest Partnership (BVP) program.**

**6.5 TASK FORCE RECOMMENDATION:**

**The U.S. Department of Justice should expand efforts to collect and analyze data not only on officer deaths but also on injuries and “near misses.”**

**6.6 TASK FORCE RECOMMENDATION:**

**Law enforcement agencies should adopt policies that require officers to wear seat belts and bullet-proof vests and provide training to raise awareness of the consequences of failure to do so.**

*UPDATE: MPD SOP Guidelines for the Operation of Emergency Vehicles directs the use of safety belts. MPD SOP Uniform Standards directs the use of bullet resistant vests.*

*In addition MPD has incorporated the “Below 100” Program which promotes seat belt use, safe driving behavior, and the wearing of body armor. This has been incorporated at all pre-service training, supervisory training, and through specialized training.*

**6.7 TASK FORCE RECOMMENDATION:**

**Congress should develop and enact peer review error management legislation.**

**6.8 TASK FORCE RECOMMENDATION:**

**The U.S. Department of Transportation should provide technical assistance opportunities for departments to explore the use of vehicles equipped with vehicle collision prevention “smart car” technology that will reduce the number of accidents.**

# Implementation

## ***Implementation***

### **7.1 TASK FORCE RECOMMENDATION:**

The President should direct all federal law enforcement agencies to review the recommendations made by the Task Force on 21st Century Policing and, to the extent practicable, to adopt those that can be implemented at the federal level.

### **7.2 TASK FORCE RECOMMENDATION:**

The U.S. Department of Justice should explore public-private partnership opportunities, starting by convening a meeting with local, regional, and national foundations to discuss the proposals for reform described in this report and seeking their engagement and support in advancing implementation of these recommendations.

### **7.3 TASK FORCE RECOMMENDATION:**

The U.S. Department of Justice should charge its Office of Community Oriented Services (COPS Office) with assisting the law enforcement field in addressing current and future challenges. For recommendation 7.3, the COPS Office should consider taking actions including but not limited to the following: Create a National Policing Practices and Accountability Division within the COPS Office. Establish national benchmarks and best practices for federal, state, local, and tribal police departments. Provide technical assistance and funding to national, state, local, and tribal accreditation bodies that evaluate policing practices. Recommend additional benchmarks and best practices for state training and standards boards. Provide technical assistance and funding to state training boards to help them meet national benchmarks and best practices in training methodologies and content. Prioritize grant funding to departments meeting benchmarks. Support departments through an expansion of the COPS Office Collaborative Reform Initiative. Collaborate with universities, the Office of Justice Programs and its bureaus (Bureau of Justice Assistance [BJA], Bureau of Justice Statistics [BJS], National Institute of Justice [NIJ], and Office of Juvenile Justice and Delinquency Prevention [OJJDP]), and others to review research and literature in order to inform law enforcement agencies about evidence-based practices and to identify areas of police operations where additional research is needed. Collaborate with the BJS to establish a central repository for data concerning police use of force resulting in death, as well as in-custody deaths, and disseminate this data for use by both community and police; provide local agencies with technical assistance and a template to conduct local citizen satisfaction surveys; compile annual citizen satisfaction surveys based on the submission of voluntary local surveys, develop a national level survey as well as surveys for use by local agencies and by small geographic units, and develop questions to be added to the National Crime Victimization Survey relating to citizen satisfaction with police agencies and public trust. Collaborate with the BJS and others to develop a template of broader indicators of performance for police departments beyond crime rates alone that could comprise a Uniform Justice Report. Collaborate with the NIJ and the BJS to publish an annual report on the "State of Policing" in the United States. Provide support to national police leadership associations and national rank and file organizations to encourage them to implement task force recommendations. Work with the U.S. Department of Homeland Security to ensure that community policing tactics in state, local, and tribal law enforcement agencies are incorporated into their role in homeland security.

