

Stockton

2017 INTERIM STATUS REPORT

STOCKTON, CALIFORNIA IS ONE OF SIX PILOT SITES FOR THE NATIONAL INITIATIVE FOR BUILDING Community Trust and Justice (NI), a project designed to improve relationships and increase trust between communities and the criminal justice system, while also advancing public understanding of the issues contributing to those relationships. In collaboration with the U.S. Department of Justice, the National Initiative is coordinated by the **National Network for Safe Communities at John Jay College of Criminal Justice**, in partnership with the **Justice Collaboratory at Yale Law School**, the **Center for Policing Equity at John Jay College and UCLA**, and the **Urban Institute**.

The National Initiative's work involves trust-building interventions with police departments and communities based on three pillars:

- Enhancing **procedural justice**: the way police interact with the public, and how those interactions shape the public's views of the police, their willingness to obey the law, and their engagement in co-producing public safety in their neighborhoods.
- Reducing the impact of **implicit bias**: the automatic associations individuals make between groups of people and stereotypes about those groups, and the influence it has in policing.
- Fostering **reconciliation**: frank engagements between marginalized communities and law enforcement to address historical tensions, grievances, and misconceptions that contribute to mutual mistrust and misunderstanding and prevent police and communities from working together.

At a Glance: Key highlights for Stockton, California

Procedural Justice

- All of SPD's 400+ sworn officers have undergone training on the theory of procedural justice ("PJ1") and operational techniques on how to apply it ("PJ2").
- SPD has trained more than 100 California agencies in PJ via train-the-trainers as the lead technical assistance provider for the statewide "Principled Policing" initiative and invited more than 40 community members into the training to observe and participate in facilitated conversations about police trust and legitimacy.

Implicit Bias

- Approx. 115 SPD officers have undergone the 8-hour training on implicit bias (PJ3).
- SPD will roll out a community-facing implicit bias training ("PJ3–Community") starting in early 2018.

Reconciliation

- During 2017, Chief Jones led eight listening sessions with Stockton community members and local organizations, and has held more than 20 with various groups in the past year as part of his "Listening in a New Way" initiative.
- Chief Jones regularly convenes with his Community Advisory Board (CAB) which is working with departmental leadership to reconsider 11 crucial department policies—from the department's field training officer program to use of force and arrest procedures—to align with lessons learned from the reconciliation process.

Stockton was selected as a pilot site for its demonstrated willingness and capacity to engage in the National Initiative's research, intervention, and evaluation process, as well as its jurisdiction size and demographic composition. The National Initiative partners with public safety officials to develop, implement, and assess each intervention, which is tailored to the needs of the Stockton community. The successes and lessons learned in Stockton and each pilot site will set the city on a trajectory beyond the project's formal end date and help to build a base of knowledge, policy, and practice to transform communities everywhere.

This status report comes as Stockton moves into a fourth year of work with the National Initiative: moving forward, the Stockton Police Department (SPD) will take steps to institutionalize each component of the NI to ensure sustainability and longevity.

Enhancing Procedural Justice

Stockton is unique among the six pilot sites for having an existing procedural justice training program. To further Stockton's commitment to procedurally just policing, the National Initiative worked with SPD to adapt this program to address Stockton's unique history and police practices. Research demonstrates that procedural justice can increase public willingness to obey and cooperate with the police ("police legitimacy") and ultimately lead to stronger police-community relationships and reduced crime.

The PJ curriculum includes several modules that do the following:

- Define the concept of legitimacy and highlight ways to increase police legitimacy;
- Explain procedural justice and how it is necessary for advancing public safety goals;
- Review the present-day relationship between the police and the community; and
- Help SPD officers understand the role that history has played—from the Fugitive Slave Act of 1793 through the Civil Rights Movement—in hindering legitimacy in some communities.

It also features modules that thoroughly explore the real-life application of procedurally just policing principles, thus helping officers to recognize when, where, and how those principles should be applied.

All of SPD's 400+ sworn officers have undergone both 8-hour trainings on the theory and framework of procedural justice ("PJ1") as well as operational techniques on how to apply this framework in practice ("PJ2"). SPD continues to deliver PJ training to new recruits. At last tally, SPD had trained more than 100 California agencies in PJ via train-the-trainers as the lead technical assistance provider for the statewide "Principled Policing" initiative and invited more than 40 community members into the

training to observe and participate in facilitated conversations about police trust and legitimacy.

The NI is working closely with SPD leadership to institutionalize the PJ curriculum and sustain it as a core part of SPD's future policies. These efforts include:

- Working with lead trainer Capt. Scott Meadors to consider new ways to deliver the material to SPD officers, members of the public, and other criminal justice actors, in order to facilitate meaningful cross-sector engagement and deepen their understandings of the importance of legitimacy to effective policing. Capt. Meadors has also worked with Dr. Elizabeth Hinton, professor of history and African-American studies at Harvard University, to enrich the history module of his procedural justice trainings.
- Expanding the cohort of SPD officers qualified to train the department in procedural justice with an eye toward continuing this training in perpetuity.
- Partnering with The Working Group's [Not In Our Town](#) (NIOT), a national non-profit organization dedicated to reducing intolerance and preventing hate crimes, to coordinate a filming of PJ3 in Stockton PD. NIOT will include the training in their new documentary project "The Guardians: Stories of 21st Century Policing" funded by the COPS Office.
- Complementing these efforts by collaborating with law enforcement partners to incorporate PJ-focused metrics into performance evaluations and police department structures.
- Exploring other ways to adapt the PJ trainings, including working with formerly group-involved individuals to modify the training for the officers

primarily concerned with group and gang violence.

Reducing the Impact of Implicit Bias

As part of the National Initiative's work to address and reduce implicit bias, Stockton police trainers worked with NI staff to adapt the implicit bias training developed by the Center for Policing Equity. This training works to ensure that law enforcement is aware of implicit biases Americans hold and how they form, as well as the circumstances under which implicit biases are most likely to manifest in ways that jeopardize good judgment and safety. With this information in hand, officers and departments are far better equipped to work through police training, policy, and practice to identify and mitigate the scenarios in which implicit bias has significant negative impacts.

SPD was the second NI site to roll out PJ3, which addresses implicit bias. Approximately 115 of SPD's 400 officers have undergone the 8-hour training on implicit bias (PJ3), and all new recruits will be cycled through as well.

As a next step, SPD will roll out a community-facing implicit bias training ("PJ3–Community") starting in early 2018. PJ3–Community is designed to be co-facilitated by police and members of the public, and it also provides a crucial forum for police and members of communities with low levels of confidence in the police to discuss issues of legitimacy, trust, bias, and history with greater nuance and common ground.

If you're interested in attending a training or becoming a facilitator, please reach out to Captain Jim Chraska at James.Chraska@stocktonca.gov.

Fostering Reconciliation and Building Trust

"Reconciliation" is a process that opens communication between community members and the police, allows both parties to acknowledge past and present grievances, and begin to build (or rebuild) trust. SPD has worked with the NI team to design a robust reconciliation framework that promotes neighborhood policing as well as active outreach to the city's most vulnerable communities.

The process involves facilitated meetings ("listening sessions") between police department leadership and

influential leaders from a variety of communities with histories of tension with the police. The meetings introduce the reconciliation process to community members; allow police leadership to publicly commit to the process of reconciliation; acknowledge the importance of overcoming the present state of mistrust; and offer community members an opportunity to respond.

During the first half of 2017, Chief Jones has led at least eight listening sessions with Stockton community members and local organizations, and has held more than 20 with various groups in the past year as part of his "Listening in a New Way" initiative. While continuing to hold quarterly listening sessions with a diverse range of participants, SPD is starting to focus its reconciliation efforts through monthly meetings with youth and immigrant groups and neighborhoods with high rates of violence and police contact.

Looking ahead, the NI is planning a more robust partnership with community partners to help expand their work in driving various aspects of the reconciliation process, including narrative gathering and dissemination, fact-finding, and policy. Narratives drawn from the initial sessions will be delivered to the Community Advisory Board's Policy Subcommittee for consideration and adaptation into concrete policy recommendations that will be reported back at the next round of sessions. The NI also commends SPD and the California Partnership for Safe Communities for their innovative steps to incorporate those formerly involved in group violence in listening sessions that will inform police policy and practice.

The NI team is assisting site partners in strengthening the outreach, sustainability, and accountability components of these ongoing listening sessions. These efforts include:

- Facilitating policing district- and neighborhood-level listening sessions with a variety of communities within Stockton, including Latino, Asian-American, African-American, youth, education, and faith-based communities.
- Encouraging community members to assume leading roles in implementing and expanding on our reconciliation efforts. El Concilio, an organization that provides health and family services to the city's Hispanic population, has become a consistent partner with law enforcement in holding listening sessions.

- Working with historian Dr. Elizabeth Hinton on preliminary historical research to help support a local fact-finding process on the history of Stockton's police-community tension, and recruiting a filmmaker to bolster her efforts.
- Producing case studies of youth-specific innovations, which will highlight existing school-based interventions involving law enforcement and youth at Edison High School in Stockton, California.

Reconciliation Guiding Policy Change

SPD is working with the NI to convene a group of officers and community members that will be tasked with considering opportunities for changing policy and practice so that they align with the NI's core principles. These efforts are guided by policy recommendations from the Justice Collaboratory at Yale Law School and the Center for Policing Equity, as well as the recommendations made by community members through listening sessions and existing advisory bodies.

To facilitate the translation of these recommendations into changes in policy and practice, Chief Jones regularly convenes with his Community Advisory Board (CAB), which includes representation from the Latino, African-American, faith-based, and youth communities. The CAB Policy & Practice subcommittee is opening its efforts by working with departmental leadership to reconsider 11 crucial department policies—from the department's field training officer program to use of force and arrest procedures. The NI team will provide ongoing technical assistance and research support for these efforts.

Evaluating Progress

In order to assess whether the National Initiative is affecting community member perceptions of and attitudes towards crime and police, the Urban Institute has been surveying residents in Pittsburgh neighborhoods that have a high incidence of crime.

In 2015, the Urban Institute conducted a survey of residents in the Stockton communities most likely to have high levels of police contact and mistrust. The results confirmed that these communities have distrust and suspicion of law enforcement—but the results also demonstrated a

significant willingness by residents to work with police to improve public safety, despite that divide. They also provide a baseline from which the National Initiative will build new, or further tailor existing, interventions in Stockton, and ultimately measure the impact of those interventions.

The Urban Institute completed its second round of surveys in September, 2017. Data from those surveys will feed into Urban's final report, which will be a comprehensive assessment of the implementation and impact of the NI and broader trust-building work.

Looking to the Future

The National Initiative commends SPD's leadership and commitment to a new way of doing business, which has been essential to the significant progress detailed in this status report.

Over the remainder of the project, the National Initiative will continue to work with SPD leaders on the rollout and institutionalization of its new curricula; facilitate trust-building efforts through listening sessions; raise public awareness of its activities and increase public engagement; measure the impact of its interventions; and continue to develop local partnerships to sustain and institutionalize this collaborative effort. Specifically, we hope to continue to leverage and centralize a wide range of concurrent efforts in the city—including SPD's cross-agency collaborations with the SAFE Coalition, Reinvent South Stockton, San Joaquin County Probation Department's project to Reduce Racial and Ethnic Disparities in the juvenile justice system, and more. Chief Jones continues to serve as a regional and national leader in police reform—in California he serves as the chair of the California Police Chiefs Association Evidence-Based Policing Working Group, while in October he is presenting on police-community reconciliation and the importance of acknowledging historical harm at the annual International Association of Chiefs of Police conference in Philadelphia.

If you are interested in getting involved, or have suggestions, questions, or comments about the National Initiative, please reach out to us at info@trustandjustice.org or the National Initiative's Stockton Site Liaison, Captain Jim Chraska, at James.Chraska@stocktonca.gov or (209) 937-8218. We look forward to hearing from you.