

# Gary

## 2018 INTERIM STATUS REPORT

**GARY, INDIANA 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 Gary, Indiana

#### Procedural Justice

- All 173 sworn officers of GPD have received procedural justice training ("PJ1" and "PJ2"). New recruits continue to receive the trainings.
- Trainers from GPD have trained several other law enforcement agencies throughout Northwest Indiana in PJ1.

#### Implicit Bias

- All 173 sworn officers of GPD have received implicit bias training ("PJ3"). New recruits continue to receive the trainings.

#### Reconciliation

- GPD began holding listening sessions in April 2017, meeting with representatives of various community groups, including youth, survivors of domestic violence, and residents of neighborhoods with high violence and incarceration rates.
- In November 2018, Deputy Chief Evans acknowledged the harm of gang violence on Gary's community before a Group Violence Intervention call-in, thus demonstrating GPD's commitment to continue reconciliation through transitions in leadership.

Gary 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 Gary community. The successes and lessons learned in Gary 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 Gary nears completion of the fourth and final year of work with the National Initiative. Moving forward, the Gary Police Department will take steps to institutionalize each component of the NI to ensure sustainability and longevity.

### **Enhancing Procedural Justice**

The Justice Collaboratory at Yale Law School and the Chicago Police Department created a comprehensive curriculum on procedural justice (PJ) that was adapted by the National Initiative and the Gary Police Department (GPD) to address Gary'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, increased safety, and reduced crime.

The 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 GPD 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.

The curriculum 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 GPD's 173 sworn officers have undergone both 8-hour trainings on the theory and framework of procedural justice (known as "PJ1") as well as operational techniques on how to apply this framework in practice (known as "PJ2").

The NI is working closely with GPD leadership to institutionalize the PJ curriculum and sustain it as a part of GPD's future policies.

Under the leadership of Sergeant Anthony Titus, who oversees all training in the department, the PJ training team of Sergeant Justin Illyes, Corporal Roberto Figueroa, and Officer Nick Sanchez, have worked hard over the past few years to embed PJ throughout department training. Currently, they are working on several in-service PJ refresher courses to be delivered in 2019.

The GPD PJ trainers have also extended their reach to nearby law enforcement agencies. For the past two years, the PJ training team has also taught PJ at the Northwest Indiana Law Enforcement Academy (NILEA), thus spreading the values of PJ throughout the region. In 2018, they fulfilled requests to also train officers in PJ 1 at Indiana University's Northwest campuses, as well as at the Lake County Sheriff's Department.

Gary's procedural justice work is important to Chief Allen's administration. It is worth noting that when the City of Gary selected a new Chief of Police in January 2018, they chose Richard Allen, a PJ trainer, demonstrating the value of Procedural Justice within the department. Throughout the year at various community public safety meetings, Chief Allen drew connections between procedural justice and Gary's ongoing implementation of the Group Violence Intervention (GVI). This message was reinforced to community members by Deputy Chief Allen during Gary's November GVI call-in.

## **Reducing Implicit Bias**

As part of the National Initiative's work to address and reduce implicit bias, Gary 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, and 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.

All of GPD's 173 sworn officers have undergone the 8-hour training on implicit bias (PJ3), and all new recruits are being cycled through.

In 2018 GPD rolled out a community-facing implicit bias training ("PJ3 - Community"). "PJ3 - Community" is designed to be co-facilitated by police and members of the public—accordingly, the Center for Policing Equity hosted a "train-the-trainer" for community volunteer trainers program in Gary on November 18, 2017. "PJ3 - Community" 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 the National Initiative's Site Coordinator Joy Holliday at [jholliday@ci.gary.in.us](mailto:jholliday@ci.gary.in.us).*

## **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. GPD 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. Lessons learned through these sessions inform the internal policy review process, in addition to localized operational collaborations to improve public safety.

In 2017, GPD kicked off a series of listening sessions with representatives from a variety of historically marginalized community groups, including youth, survivors of domestic violence, and residents of neighborhoods with high rates of violence and incarceration. These sessions began with GPD representatives—primarily then-Chief Larry McKinley—acknowledging historical harm on behalf of the department. This forms a foundation that demonstrates common cause with community members who will be asked to contribute their experiences, time, and effort to the forthcoming process.

Reconciliation efforts have continued under Chief Allen, who has expressed commitment to opening more opportunities for dialogue between community members and law enforcement, especially in relation to group violence concerns and GVI implementation. Ultimately, GPD aims to encourage the development of a police-community partnership that can collaboratively identify problems and develop solutions to pressing issues of public safety, policy, and practice. The NI team is assisting site partners in strengthening the outreach, sustainability, and accountability components of this effort.

## **Improving Public Safety**

The National Network for Safe Communities (NNSC) has been working with GPD to implement GVI, a strategy designed to reduce gang-related gun violence by focusing on the people at highest risk for violent victimization and offending. A

three-pronged approach involving law enforcement, community partners, and social service providers, GVI aims to improve public safety, minimize arrest and incarceration, foster police-community collaboration, and change the narrative in neighborhoods that may have felt both over-policed and under-protected.

Gary went 59 days without a homicide in Spring 2018, which was encouraging to local partners and has helped build local commitment to sustaining the strategy.

To learn more about GVI, [please visit NNSC's website](#) or contact Gary's GVI Project Manager Joy Holliday at [jholliday@ci.gary.in.us](mailto:jholliday@ci.gary.in.us).

## **Integrating Policy Recommendations**

GPD has worked with the NI team to develop a policy team tasked with considering opportunities for changing policy and practice so that they align with the NI's core principles. Under guidance from the NI, GPD reduced its policy review group from 15 members to 4 to streamline their operations and optimize efficiency.

Under the leadership of Commander Sarita Titus, the policy team will assess and, where appropriate, integrate recommendations from the Justice Collaboratory at Yale Law School and the Center for Policing Equity into substantive policy and practice changes.

## **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 Gary neighborhoods that have a high incidence of crime.

Their latest round of community surveys will be a follow-up from the baseline survey they conducted in Fall 2015, during which residents expressed support for obeying the law and willingness to partner with police to solve crime, but only 27% supported the police's actions in the community.

The Urban Institute completed its second round of surveys in August 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 GPD's leadership and commitment to a new way of doing business, which has been essential to the significant progress detailed in this status report. Additionally, we would like to extend our thanks to Mayor Karen Freeman-Wilson and Chief Richard Allen, who have ensured the sustainability of the NI in Gary through our continued partnership.

Over the remainder of the project, the National Initiative will continue the institutionalization of its 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 strengthen local partnerships to sustain and institutionalize this collaborative effort.

*If you are interested in getting involved, or have suggestions, questions, or comments about the National Initiative, please reach out to us at [ahatch@jjay.cuny.edu](mailto:ahatch@jjay.cuny.edu) or the National Initiative's Site Coordinator Joy Holliday at [jholliday@ci.gary.in.us](mailto:jholliday@ci.gary.in.us) or (219) 881-7497. We look forward to hearing from you.*