

Stockton

2018 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"). New recruits continue to receive the training.
- SPD has trained more than 175 California agencies in PJ via train-the-trainers, and invited 135 community members into trainings to observe and participate in conversations about police trust and legitimacy.

Implicit Bias

- The majority of SPD's 400+ officers have undergone the 8-hour training on implicit bias (PJ3).
- SPD started a community-facing implicit bias training ("PJ3—Community") in June 2018 and has provided 5 trainings to 90 community members.

Reconciliation

- During 2018, Chief Eric Jones continued to hold listening sessions with various communities in Stockton and Captain Scott Meadors facilitated 6 'Trust Building Workshops'. These workshops build on the initial listening sessions and are a way for police and community members to collaboratively discuss issues that relate to police-community relations.
- Chief Jones continues to regularly convene his Community Advisory Board (CAB), which is working with SPD leadership to review 11 key department policies—from the field training officer program to use-of-force and arrest procedures—in order to align them 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 nears completion of the fourth and final 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 was 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, 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") and on operational techniques and 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 175 California agencies in PJ via train-the-trainers as the lead technical assistance provider for the statewide "Principled Policing" initiative and invited more than 135 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 develop his **Trust-Building Workshops**, which blend procedural justice and reconciliation. This material has been delivered 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 by using local, primary historical resources as discussion points for exploring the history of police-community relations.
- SPD is ensuring these trainings continue in perpetuity by adding more officers to their roster of qualified PJ trainers.
- **Incorporating PJ-focused metrics into performance evaluations** and police department structures. In 2018 the SPD formally added use of PJ to its internal promotion criteria to ensure these principles are reinforced as values of the department.
- Exploring other ways to adapt the PJ trainings, including **working with formerly group-involved individuals** on a specialized training for the officers primarily concerned with group and gang

violence. In 2018, SPD worked with California Partnership for Safe Communities to invite formerly group-involved people to share their experiences with officers in order to foster mutual understanding.

- Using the PJ trainings as a vehicle to **build relationships with local youth**. For example, Captain Meadors has been collaborating with the Stockton Teen Impact Center to deliver a number of trainings that are tailored for high school students. These trainings have created a common language between police officers and teens and serve as a strong foundation for future youth engagement.

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. The majority 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.

In June 2018, SPD launched its community-facing implicit bias training ("PJ3—Community"). PJ3—Community is designed to be co-facilitated by police and members of the public, and it 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. Since June, the SPD has facilitated 5 trainings for 90 community members.

If you're interested in attending a training or becoming a facilitator, please reach out to Captain Scott Meadors at scott.meadors@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.

Chief Jones has held more than 20 listening sessions with Stockton community members, local organizations and various groups in the past two years as part of his "**Listening in a New Way**" initiative. While continuing to hold quarterly listening sessions with a diverse range of participants, SPD focuses its reconciliation efforts through monthly meetings with youth and immigrant groups and neighborhoods with high rates of violence and police contact.

Stockton PD has formed more robust partnerships with community members to help expand their work in driving various aspects of the reconciliation process, including narrative gathering and dissemination, fact-finding, and policy. Chief Jones regularly meets with his Community Advisory Board (CAB), which includes representation from the Latino, African-American, faith-based, and youth communities.

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.

- **Bringing community members into leading roles** in implementing and expanding reconciliation efforts. El Concilio, an organization that provides health and family services to the city's Hispanic population, has been 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.
- Continuing to refine its **Community Advisory Board** process to ensure it responds to evolving community concerns and is an effective mechanism to communicate and build meaningful relationships with key community stakeholders.
- The NI produced a [case study](#) about SPD's innovative way of engaging with its Community Advisory Board about new surveillance technology. SPD's approach to an issue that is often met with significant controversy and community resistance exemplified the value and efficacy of **meaningful community consultation**, and showed leadership as more cities in California implement community oversight of surveillance technology.
- SPD has played an instrumental role in leading a cross agency '**SAFE Coalition**' whose mandate is to reduce the harm of and exposure to the criminal justice system. In 2018 this group worked to launch an innovative 'deflection' program for individuals struggling with mental health and/or addiction challenges in downtown Stockton.
- In October 2018, Chief Jones presented on SPD's **department wide police-community reconciliation framework** and the importance of acknowledging historical harm at the annual International Association of Chiefs of Police conference in Orlando, FL.

Reconciliation Guiding Policy Change

SPD has worked with the NI to create a Community Advisory Board Policy Subcommittee, a group of community members tasked with recommending changes to policy and practice that align with the NI's core principles and community concerns. These efforts are guided by model policies from the Justice Collaboratory at Yale Law School and the Center for Policing Equity, as well as the narratives and recommendations collected from community members through listening sessions and existing advisory bodies.

The CAB Policy & Practice sub-committee has been meeting on a monthly basis since March of 2018 to review 11 crucial department policies—from the department's field training officer program to use of force and arrest procedures—and draft revisions.

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 institutionalization of its curricula, facilitate trust-building efforts through listening sessions, raise public awareness

of its activities, increase public engagement, measure the impact of its interventions, and continue to develop local partnerships to sustain and institutionalize this collaborative effort. The NI team will also continue to support the department in tailoring its trust-building efforts to respond to the unique experiences of different focus communities in Stockton. Chief Jones continues to serve as a regional and national leader in police reform—he serves as the chair of the California Police Chiefs Association Evidence-Based Policing Working Group and is an Executive Fellow with the Police Foundation.

In February 2019, Captain Meadors will deliver a week-long Procedural Justice Train the Trainer to representatives of police departments from across the country. This training will highlight SPD's unique way of fusing violence reduction, procedural justice and trust building into an effective public safety strategy and will assist other NI sites with sustaining these principles beyond the formal conclusion of the project.

If you are interested in getting involved, or have suggestions, questions, or comments about the National Initiative, please reach out to Audrey Hatch at ahatch@jjay.cuny.edu or the National Initiative's Stockton Site Liaison, Lieutenant Eric Kane at eric.kane@stocktonca.gov. We look forward to hearing from you.