

FERGUSON POLICE DEPARTMENT GENERAL ORDER

TITLE: Community Policing Policy TOPIC: Policy and Procedure for the comprehensive implementation of community policing principles, through FPD's organizational structure and employee conduct, to strengthen community partnerships and ensure effective policing.		GENERAL ORDERS: 20-12.1
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I. Purpose

The purpose of this policy is to ensure that FPD employees and management adopt strategies, partnerships, and an institutional culture that further community oriented policing.

II. Policy Statement

It is the policy of FPD to actively incorporate a community-directed policing philosophy into all operations of the department. This philosophy is inclusive of Constitutional Policing, Community Policing, Fair and Impartial Policing, Procedural Fairness and Justice, and Restorative Justice. This policy identifies FPD's community-directed policing principles, methods required to operationalize those principles, and measures to ensure the Department's accountability to the community for acting in accordance with those methods.

III. Definitions

Community Policing: Community policing is a comprehensive philosophy that guides policy and strategy aimed at achieving more effective and efficient crime control, reduced fear of crime, improved quality of life, and improved police services and police legitimacy through a proactive reliance on community resources that seeks to change crime causing conditions. This assumes a need for greater accountability of police, elected community leaders, and the community in general, along with greater public share in decision-making through the identification of service needs and priorities and a greater concern for civil rights and liberties.

Constitutional Policing: Policing that operates within the parameters set by the U.S. Constitution, the Missouri state constitution, and the related body of statutory and case law.

Fair and Impartial Policing: The equitable provision of policing services without bias based on race, color, ethnicity, national origin, religion, gender, gender identity, sexual orientation, age, immigrant status, disability, housing status, occupation or limited English proficiency.

Problem and Problem Solving: A problem is a safety concern identified in the community, including but not limited to crime, calls for police service, policing complaints, and traffic challenges; problems must be clearly defined and understood by the community and police. Problem solving is a process for identifying and discussing a problem; carefully analyzing it through a review of information, such as data and community surveys; and developing solutions based on the analysis. Solutions may not always require a police response. Implementation of solutions must be monitored and analyzed for effectiveness.

Procedural Fairness and Justice: The process of building trust with members of the community by adopting and carrying out the following principles: treating community members with dignity and respect, giving individuals' voice during encounters, being unbiased and transparent when making decisions, and communicating trustworthy motives. This includes the idea of fairness in the processes that resolve disputes and allocate resources, including the administration of justice and legal proceedings.

Restorative Justice: Restorative justice is an approach to addressing an offense by bringing the primary stakeholders together to determine how best to address the harm done. The stakeholders include victims, offenders, as well as the involved community. The goal of the approach is for the offender to understand the harm done, take responsibility, and repair the harm and for all parties to seek reconciliation.

Social Contact: A social contact is a consensual encounter between a police officer and a civilian community member with the intent of engaging in casual, non-investigative conversation. Through social contacts and other community engagement activities, officers develop a deeper understanding of community perspectives and priorities. Social contacts are opportunities for officers to build trust, familiarity, and meaningful relationships with the communities they serve.

IV. Policing Principles

- A. Law enforcement efforts must promote procedural fairness and justice, trust and legitimacy with the community in order to be effective.
- B. FPD recognizes that police cannot solve public safety problems alone. Police must work closely with the greater community to ensure that law enforcement priorities mirror the priorities of the community. Community stakeholders play a vital role in prioritizing and addressing public safety problems
- C. FPD prioritizes and utilizes a problem-solving and prevention-oriented policing approach that emphasizes the role of community stakeholders in helping set police priorities.
- D. In consultation with community stakeholders, FPD can proactively address the immediate conditions that give rise to public safety issues by developing organizational strategies that support the systematic use of community partnerships and problem-solving techniques, including the SARA model described below.
- E. Only an organizational and management structure that promotes effective community partnerships and proactive problem solving can ensure legitimate community policing.
- F. It is the responsibility of all FPD sworn and non-sworn staff members, in consultation with the community and/or neighborhood associations, to regularly examine identified public safety problems, develop possible solutions, and assess the effectiveness of implemented responses.
- G. FPD recognizes that it serves many diverse communities. Communities arise not only from shared geography but also social ties, common perspectives, and shared circumstances (for example, the LGBTQ or LEP community). FPD shall seek to engage all of our communities in its community policing and engagement efforts.
- H. FPD recruits broadly from our community to ensure a diversity of highly qualified officers that represent the diverse perspectives and backgrounds of the community.
- I. When making hiring decisions, FPD prioritizes community policing skillsets, mindsets and temperaments such as empathy, public service, social and communication skills, collaborative working skills, openness to diverse people and viewpoints, and awareness of implicit bias.
- J. FPD promotes a healthy climate and culture by modeling procedural fairness and justice internally, emphasizing community-oriented concepts and values through supervisors and Field Training Officers, valuing problem-solving skills in evaluations and promotions, and taking other steps as may be deemed effective to institutionalize the principles in this policy.

V. Community Partnerships

- A. FPD encourages interactive, collaborative partnerships with relevant stakeholders (including but not limited to residents, business owners, religious institutions, community groups, NGOs, etc.) in an effort to maintain on-going positive relationships between the police and public.
- B. FPD will establish collaborative partnerships between the department and the individuals and organizations they serve in order to jointly develop solutions to problems and increase trust.
- C. FPD will reach out to seldom-heard, harder-to-reach and most-affected communities that, by reason of race and ethnicity, language, culture, history, or other accessibility issues, may have fewer opportunities for trust-building police engagement.

- D. FPD will identify available community resources and develop strategies to connect the community to those resources, in lieu of arrests or other law enforcement activities when appropriate.
- E. Officers will be fully engaged and immersed in developing partnerships with community groups including, but not limited to, the groups listed in the Appendix to this order. At the direction and under the supervision of FPD management, officers will participate in regular, structured community engagement activities. These activities will include, at a minimum, making presentations at community and neighborhood groups meetings and soliciting community feedback about public safety needs and FPD performance. Such feedback shall be documented in a way that allows FPD management and officers to easily reference the information when conducting assessments under the Organizational Accountability section of this policy.

VI. Community Engagement Plan

- A. The Ferguson Police Department recognizes that its ability to effectively address and prevent crime, increase public confidence in law enforcement, and reduce bias relies on strong community partnerships and frequent positive interactions between police and members of the public. The FPD Community Engagement Plan will be implemented in order to create opportunities for routine and frequent positive interactions between FPD and the communities it serves.
- B. FPD will develop a system to track participation by FPD personnel in activities of the Community Engagement Plan.
- C. This Community Engagement Plan will be developed in consultation with the Neighborhood Policing Steering Committee, Ferguson's Civilian Review Board, representative individuals and groups within Ferguson, and community stakeholders who can provide unique perspectives and assistance, such as seldom heard communities and local colleges and universities. These consultations will include a process that will evaluate the impact of programs, goals and objectives.
- D. Annually, FPD will collaborate with the stakeholders mentioned in the preceding paragraph to assess and revise the Community Engagement Plan, as needed.

VII. Training

- A. The principles and practices of community policing will be incorporated into all field and in-service training with an objective of institutionalizing these concepts and practices. All current and new FPD sworn employees will receive initial and ongoing annual in-service training on community policing, problem-solving policing, critical thinking, cultural awareness and communication skills. Civilian personnel, where applicable, will be included in select components of this training. The training will include:
 - 1. Methods and strategies to improve public safety and prevent crime through problem-solving techniques;
 - 2. Effective communications skills, including how to recognize and overcome communication obstacles;
 - 3. Critical thinking, cultural awareness, leadership, ethics, social intelligence, and interpersonal skills;
 - 4. Community engagement techniques, including how to establish formal partnerships and actively engage community organizations and diverse groups within the community to form positive relationships;
 - 5. Policing in accordance with the concepts of constitutional policing and procedural fairness and justice;
 - 6. How to promote and facilitate use of FPD's Community Mediation Program;
 - 7. Conflict resolution and verbal de-escalation of conflict;
 - 8. Components of community policing to include organizational transformation, problem solving and community partnerships; and
 - 9. Understanding of how implicit biases affect decision-making.

- B. Training and cross training of all officers shall be a consistent asset to FPD's community-policing strategy. Through education, officers will become knowledgeable about crime-prevention techniques and become better able to act as problem-solving partners in creating safer communities.

VIII. Patrol, Supervision and Evaluation

- A. The Chief will ensure that FPD develops specific procedures and metrics to guarantee that FPD's community-based actions are consistent with all the principles and requirements of this policy.
- B. Command staff and supervisors (personnel at the rank of sergeant or above, or acting in those capacities) will ensure implementation of the requirements in this policy, including trainings, and will report monthly to the Chief regarding compliance.
- C. FPD will assign officers to specific neighborhoods and establish foot patrol and bike patrol beats to increase opportunities for positive individual interactions with community members and to help officers develop a deeper understanding of the communities they serve. Officers will be expected to recognize the faces of people on their beats and be able to regularly articulate to supervisors the community insights they obtain through social contacts.
- D. FPD officers will engage in social contacts to develop relationships and implement FPD's commitment to community policing as outlined in this policy. A social contact is a consensual encounter between the police and a person with the intent of engaging in casual and/or non-investigative conversation. Officers will communicate in a manner indicating that the individual's responses are voluntary, and refrain from using words or actions that tend to communicate that the person must answer questions or is not free to leave. A social contact is not a non-custodial interview. (See GO _____) FPD will ensure that officers document social contacts in a manner that allows for supervisory review of this important component of community policing.
- E. Supervisors and command staff shall model appropriate conduct, including abiding by the highest standards of integrity, strictly adhering to FPD policy, the Constitution and laws, and consistently demonstrating professionalism, courtesy and respect towards all people with whom they interact.
- F. Supervisors will reinforce the mission, values and vision of community policing to those officers in their command and ensure that officers are conducting police business in accordance with these principles and practices. Supervisors shall lead efforts to engage individuals and groups within the Ferguson community and ensure that officers are working actively to increase public trust. Supervisors will draw upon community-policing principles and practices when developing personnel job descriptions, evaluating officer performance, and granting personnel awards.
- G. Officers will be assessed and evaluated on their efforts at collaborative problem identification and problem-solving initiatives with the community, and will be rewarded for other innovative thinking and actions that strengthen community relationships. FPD's performance evaluation system shall include as a substantial part of the evaluation outcome measures that are associated with officers who police effectively, lawfully and ethically; reduced fear of crime; citizen satisfaction with officer conduct; the alleviation of community problems; and improvement in the quality of life. Inappropriate officer conduct or conduct that otherwise undermines officer or public safety, or community trust will be included in officer evaluations and reflected in promotion decisions. The performance evaluation criteria will be made available to the public.
- H. FPD supervisors will solicit formal feedback on SRO performance from teachers, school administrators, students, parents and guardians at least once a semester.
- I. FPD will establish shift schedules and deployment practices to support the measures mandated in this section.

IX. Community Communication

- A. Officers, supervisors and command staff will promote the agency's transparency within the community by maintaining a free flow of information about agency activities, programs, and services, as well as crime and matters of social disorder; and by soliciting feedback from the community on issues of concern. (See Section XI. Organizational Accountability)
- B. Officers, supervisors and command staff will be responsive to the needs and problems of the community. This responsiveness will be implemented at all levels of the department with a willingness to listen and with a genuine concern for the problems of individuals or groups within the community. (See VIII.A Patrol, Supervision and Evaluation)

- C. Officers, supervisors and command staff will regularly participate in small-group, facilitated discussions between police and civilian community members on issues that have the potential of disrupting police-community relations.
- D. Officers will actively participate in the activities required by the Community Engagement Plan, and proactively take individual action to address community concerns in a manner consistent with the principles of this policy.
- E. Officers will regularly engage in mobilizing various segments within the community with special emphasis on seldom-heard, harder to reach, and most-affected communities, in both the private and public sectors, to develop strategies directed toward identifying and addressing public safety concerns.
- F. FPD will maintain effective communication with the community through an enhanced webpage and other forms of electronic and social media. The webpage will be updated regularly to ensure information is disseminated in a timely manner and eliminates barriers to engaging the community.
- G. FPD will seek ways to involve members of the community in department activities such as volunteer programs or through structured community review of particular FPD activities or proposals.
- H. FPD training staff will seek ways to involve members of the community and community organizations in the development and/or delivery of trainings on topics related to community policing, such as implicit bias and procedural justice.

X. Problem-Solving Model

A. SARA Model

It will be the responsibility of each individual officer to engage with the community to identify and solve problems. Officers will be responsible for seeking out community input in order to identify and prioritize problems as they arise. At the direction and under the supervision of FPD management, officers will use the SARA Model and community input to identify, reduce, eliminate or provide a way of effectively responding to neighborhood problems in a structured and disciplined process:

- 1. Scanning: Identifying and prioritizing problems with community input.
- 2. Analysis: Researching what is known about the problem. Working on a “well-defined problem” officer must then collect information from a variety of public and private resources, including community members. The information will be used to illuminate the underlying nature of the problem and suggest its immediate causes and a variety of options for its resolution.
- 3. Response: Developing solutions to bring about lasting reductions in the number of problems and extent of the problems. While working with citizens, businesses, public and private agencies, officers will tailor a program of action suitable to address the characteristics/elements of the problem. Solutions may go beyond traditional criminal justice system remedies to include other community agencies or organizations.
- 4. Assessment: Evaluating the success of the responses and the impact of these efforts to determine if the problems were actually solved or alleviated.
- 5. Maintenance: Periodically reviewing the problem’s status to ascertain if further action is necessary or required.

B. Crime Analysis and Prevention

- 1. FPD shall institute public transparency measures for crime analysis and prevention and ensure that data collection and analysis are balanced and bias-free.
- 2. FPD will utilize crime analysis as a process to maximize the use of agency resources available for understanding and addressing public safety, provide the basis for proactive initiatives to improve safety, monitor police performance, and take advantage of the volumes of information collected by police and other agencies. Solutions shall include and prioritize a wide variety of problem solving techniques.

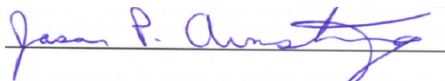
3. Specifically, FPD will utilize data systems and crime mapping software for their crime analysis efforts. This will entail collecting, reporting, and analyzing crime data to assist in looking at crime trends and issues that lead to crime. The collection, reporting and analysis of crime data will also focus on trends and issues that compromise broader issues of community safety.
 4. FPD will maintain mechanisms that communicate the impact of crime analysis efforts to the community.
 5. FPD will maintain mechanisms and strategies for community members to report crime anonymously through the department website and other media channels, including by utilizing resources of the National Crime Prevention Council.
- C. A Community Policing Plan shall be created in accordance with this policy to ensure that policing is oriented around community priorities and partnerships, and based on problem solving principles. The Chief will require monthly reports from supervisors regarding compliance with that plan.

XI. Organizational Accountability

- A. The City and FPD will prioritize and dedicate resources, financial and otherwise, to ensure commitment to the community policing and problem-solving efforts described in this policy.
- B. The City will conduct annual surveys with the community designed to measure the police department's performance and interactions with community members as well as community members' experiences and perceptions of FPD with respect to the service it provides to the community. FPD will also utilize other methods of seeking community input and feedback.
- C. FPD will develop protocols for regularly, and at least annually, conducting cost-feasible data-driven and qualitative assessments to measure the level and impact of its community engagement and community policing initiatives. The assessments will be conducted and designed to ensure community-based initiatives are being implemented effectively and appropriately. As part of the assessment process, the City and FPD will identify deficiencies and opportunities for improvement, implement appropriate corrective action and improvement measures, and document measures taken.
- D. To provide greater transparency, FPD will timely collect, analyze and disseminate data related to public crime and problem solving initiatives for each patrol area or other geographic area, as feasible and appropriate. FPD will also maintain publicly accessible policies and will provide regular comprehensive public reports regarding its activities. This data shall include statistics on stops, searches, citations, and arrests with demographic information broken down by age, race and geographic area, as well as numbers of problems solved, partnerships that were utilized, solutions proposed and implemented, and the effectiveness of those solutions.
- E. FPD, in consultation with stakeholders, will develop methods of assessing the implementation of community policing so as to be able to evaluate and promote officers and to hold itself accountable. These assessments shall include an internal audit of this policy to determine its strengths, weaknesses and possible improvements, and will include as well solicited input from community members and stakeholders. This audit should be conducted once a year.

Adopted by Command Staff

By Order of:



Jason P. Armstrong
Chief of Police