

# YELLOW SPRINGS POLICE DEPARTMENT

## An Independent Assessment of Policing

Final Report

September 10, 2019



Village of Yellow Springs  
**POLICE**

HILLARD  HEINTZE  
A JENSEN HUGHES COMPANY



September 10, 2019

Mr. Josue Salmeron  
Village Manager  
Village of Yellow Springs  
100 Dayton Street  
Yellow Springs, Ohio 45387

Dear Mr. Salmeron:

I am pleased to inform you that we have completed our independent assessment of the Yellow Springs Police Department's current policies and procedures, patrol operations and staffing.

We commend the Department for its willingness to take steps to ensure that its critical and sensitive work meets the expectations that the Yellow Springs community expects and deserves. The Village of Yellow Springs and the Yellow Springs Police Department should embrace and implement the recommendations contained in this report, which can serve as a roadmap to guide them as they continue to implement positive changes that will strengthen the professional policing services provided in Yellow Springs.

Thank you for trusting us with this critical engagement.

Sincerely,  
HILLARD HEINTZE LLC

Arnette F. Heintze  
President, Jensen Hughes Global Security  
Founder, Hillard Heintze



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## Executive Summary

In this report, we provide the results of our review of the Yellow Springs Police Department (YSPD) and the state of policing in the Village of Yellow Springs, Ohio. The Village Council requested we conduct this assessment in response to concerns about several issues related to policing following a series of events in the last few years.

We found that in general, police officers at the YSPD are committed to their jobs and want to be professional police officers. They are attuned to a complex Village environment with different views regarding the best policing methods and work to address these views.

The Yellow Springs community members and others we interviewed were open about their hopes for the Department and areas where they thought it could improve. Many believed policing would be better if officers lived in the Village, as only two are currently residents. We note that State of Ohio law prohibits residency requirements. Moreover, some community members and other Ohioans perceived that the Department has not sufficiently addressed performance and conduct issues in responding to calls for service and crimes in the Village. They attributed this to a variety of causes, including a lack of leadership and lack of transparency regarding actions of Department members.

Others argued that a police function should not exist in the Village or the County Sheriff's Office should be in charge of policing. Transparency appeared to be a significant concern, particularly given that the YSPD does not use common communications methods, including social media. However, a majority appeared to support the police despite concerns over allegations made against the police on social media.

During our review of the Department itself, we identified several opportunities for improvement that may increase efficiency and better the relationship between the community and the Department. We suggest updating the policies and procedures to establish core professional standards for officers. This is essential given that officers are sometimes left to their own discretion in handling challenging situations due to inconsistent field supervision. YSPD leadership should also strengthen the hiring process to attract quality candidates.

While Chief of Police Brian Carlson has robust relationships with community members, he continues to develop his internal leadership skills.

As a result of our review, we provided further summaries of current challenges and recommendations regarding a series of initiatives to address the identified issues. We commend the Department for having already begun to implement positive changes prior to the report's commission and during our on-site assessment. We believe our recommendations, if taken as a holistic approach to policing best practices, will encourage transformative change in the Village's policing model.



Overview of Our Recommendations	
1	Create and adopt a new vision for policing.
2	Develop a new policy manual that is linked to the vision.
3	Establish robust performance measures. <ul style="list-style-type: none"><li>• 3.1 Adopt a set of performance measures for the Chief of Police.</li><li>• 3.2 Design and adopt a new performance evaluation system.</li></ul>
4	Support and attract skilled personnel. <ul style="list-style-type: none"><li>• 4.1 Revamp the hiring process for police officers</li><li>• 4.2 Create a training and development plan for officers.</li><li>• 4.3 Provide for shift supervision.</li><li>• 4.4 Create a Chief Operations Officer position.</li><li>• 4.5 Create substantive specialties among officers.</li></ul>
5	Develop a strategic plan. <ul style="list-style-type: none"><li>• 5.1 Link the budgetary process to the strategic plan.</li><li>• 5.2 Link funding to the vision and the strategic plan with support from the Council and the Village Manager.</li></ul>
6	Create a geographic policing structure.
7	Establish the protection of personal information in policy.
8	Address the tensions within the YSPD among officers.
9	Strengthen the Department's youth outreach efforts.
10	Create a Citizens Advisory and Complaints Committee.
11	Create a social media presence that supports transparency.
12	Adopt a formal process for restorative justice in addressing some violations.
13	Expand the Community Outreach Specialist position to full time.



## Introduction

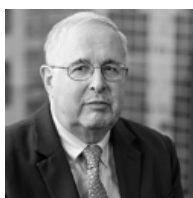
### **PURPOSE: WHAT WE SET OUT TO ACHIEVE**

This report presents the results of our review of concerns that Village Council members, the Yellow Springs community and members of the YSPD have regarding the state of policing in the Village. The Village and its community are passionate about their unique home and hope to strive toward policing that respects the area's diversity, sense of freedom and quality of life.

Our scope encompassed a review of the current state of policing in Yellow Springs. Although the Village experienced a series of incidents in the past several years that raised government and public concerns about YSPD operations, we did not conduct investigations into any of these events or associated allegations. However, we remained sensitive to this context throughout our review. We were also aware that Yellow Springs' concerns are part of a national public discourse over the challenges of policing and we sought to emphasize this growing community awareness in our report.

### **ASSESSORS: THE HILLARD HEINTZE TEAM**

#### **Robert Wasserman, Senior Vice President, Law Enforcement Consulting**



Robert Wasserman is one of the most trusted and experienced senior experts in policing in the world today. Over more than five decades, Robert has been a strong advocate of Constitutional policing and has worked with many police agencies to address issues that impact the legitimacy of police in the eyes of the community. Robert currently serves as a Fellow at the Policing Project at the New York University Law School, and through this relationship, Robert and our team are providing design leadership for the Chicago Police Department. In addition, through the Newark (New Jersey) Police Department Federal Monitor Program, he continues to provide oversight of the Newark consent decree.

#### **Robert C. Haas, Vice President, Law Enforcement Consulting**



Robert Haas is a retired Police Commissioner with extensive experience in law enforcement reform, operational assessments and community engagement. In addition to recently assisting Hillard Heintze with several high-stakes projects, such as the U.S. Department of Justice COPS Office CRI-TA Program, he has served as an expert in numerous agencies.





## **APPROACH: THE HILLARD HEINTZE ASSESSMENT METHODOLOGY**

### **Six Key Principles**

Emerging from our experiences as leaders in a variety of law enforcement-related fields, the Hillard Heintze methodology is based on the following six strategic principles:

- 1 Independent and objective analysis
- 2 Solicitation of multiple perspectives and viewpoints
- 3 An acute focus on collaboration and partnership
- 4 An information-driven, decision-making mindset
- 5 A structured and highly disciplined engagement approach
- 6 Clear and open lines of communication.

### **An Intensive Approach**

Over the course of this engagement, the Hillard Heintze assessment team:

- Conducted a kick-off meeting with key Village of Yellow Springs officials and community stakeholders.
- Participated in a number of site visits.
- Engaged in numerous discussions with police officers, members of Village government and community stakeholders.
- Reviewed numerous policies, protocols, documents and reports involving Yellow Springs, its communities and the YSPD.

## **SCOPE: WHAT WE DID**

We conducted this review over a three-month period. Senior Vice President, Law Enforcement Consulting Robert Wasserman and Vice President Robert Haas conducted the review, which involved interviews with a large cross section of the Yellow Springs community, members of the Yellow Springs Police Department and Village officials, including members of the Village Council.

We interviewed 57 individuals who are not affiliated with the YSPD, as well as the majority of YSPD employees. The Village scheduled interviews and interviewees in turn referred others. All interviews were confidential, and people were encouraged to speak freely. Generally, each interview began by asking the interviewee about their perspective on policing in Yellow Springs.

Interviewees' roles in the community varied and included the following.

- Long-time and short-term residents of the Village
- Individuals associated with Antioch College and Antioch University
- Village committee members
- Others from outside the Village but with business in the area





- Members of the public we encountered throughout our review
- Elected and public officials, including Village Council members, the Village Manager and staff, the Mayor and the Green County prosecutor, among others

The interviewees ranged from young adults to over 90 years of age, but most were middle aged. A slight majority of those interviewed were female, and some identified as transgender. The ethnic breakdown of interviewees generally matched the makeup of the Village population. Many interviewees had been involved with issue committees, such as the Justice System Taskforce and the Human Relations Commission, among others. Other interviewees represented County organizations that have the potential to aid the Village Police in addressing mental health issues.

We also participated in a community forum, Appreciative Inquiry, to solicit ideas from attendees regarding the type of policing desired in Yellow Springs.

We reviewed several police policies and other documents and accompanied police officers on ride-alongs and station house discussions.



## Key Findings

**Key Finding #1: By promoting more community engagement efforts, the YSPD has an opportunity to build a more solid foundation of trust between the Department and the community it serves.**

One of the critical components to the strategy described within this report is a systematic way of assessing the community's perceptions of safety, quality of life, and level of trust and confidence in the police. The police often think they know how the community feels about them, but this may not be an accurate reflection. Compounding this issue is that the community is not a single entity but a diverse group with various perspectives, which police personnel must acknowledge.

For example, while many residents said they want officers to live in the community, this is a challenge in today's labor market and because residency cannot be mandated. When questioned more extensively about this preference, most interviewees indicated that the root of their preference was the fact that they wanted to know their police officers and for the officers to know them. Residents wanted officers to deeply understand the nature and culture of the Village – something they believed would be better accomplished if they lived in the Village.

Given the state law residency prohibition, YSPD leadership should engage in more community engagement and relationship building between Village members and officers. This would help the Department better understand Village members evolving perceptions of the state of the YSPD and the Village as a whole.

**Key Finding #2: Committing to greater transparency could improve community relations and increase accountability within the Department.**

Village residents have a widespread sense that the YSPD is not transparent in explaining the reasoning behind its actions. Media members, including local reporters, similarly struggled to report on policing activities due to a perceived lack of transparency. We found that the YSPD could commit further to transparency where legally possible, which could directly impact public trust.

Transparency means discussing events beyond positive news stories, and to include those that might not put the police in the best light. It may mean reaching out to the public after a critical incident and showing the public that the Department is willing to share with the community those things that may have gone well, as well as being self-critical and revealing plans for corrective action. Transparency is a willingness to discuss internal practices and how the department is developing new strategies and tactics by seeking and incorporating input from the public. It is not only a standalone process, but a practice that should be integrated into every facet in how the Department conducts its business.

Openness, accountability and honesty define government transparency. It is required to fulfill the government's obligation to share information with citizens that is needed to make informed decisions and hold officials accountable for the conduct of the people's business. For transparency to exist within a police organization, it is important that the Chief of Police make that a priority and always think about the need to share with citizens what is happening in the department, how complex situations are being addressed and what policing plans that are being put into place.



Ensuring transparency also means that the police agency must have established policies regarding what information will not be released, such as the name of a juvenile victim of a crime or juvenile perpetrator, or information regarding personal health situations involving citizens.

**Key Finding #3: Chief Carlson and other leadership have an opportunity to build the morale and team spirit in the Department.**

While many police employees have positive attitudes toward the Department and the Yellow Springs community, we learned in interviews that Department members believe that a team spirit has not been developed among their fellow officers, which can lead to lower levels of trust and a lack of camaraderie. Officers are not necessarily willing to extend themselves to others in a supportive and helping manner.

The Chief of Police could more regularly bring together members of the Department in a team-building setting and meet individually with all employees to talk about their perceptions and concerns.

**Key Finding #4: The Department can serve as the front-end and extension of valuable capabilities existing in the community that assist individuals in challenging situations.**

Police often encounter situations that have little to do with the administration of criminal justice, and more to do with social justice and equity. Often, when a crisis arises, it is driven by sociological factors not always solved through the narrow lens of law enforcement. What may appear to be a violation of the law could be symptomatic of other factors. If the police are to be genuinely sincere about serving as a benevolent presence in the community, it means engaging other entities better equipped at getting at the root cause of a situation.

Rather than serving as the backend of social service systems, the police should be the front-end and the extension of these systems. When people are in crisis, they need assistance on how to navigate through a myriad of complicated bureaucratic systems. By serving as a collaborative partner with many of these various service providers, the police have the wherewithal of being capable connectors to those systems.

The police are also best positioned to serve as the external supportive network for those who require care and support. By adopting this front-end approach, officers must possess specific skill sets and expertise that go beyond their training as law enforcement officers.

**Key Finding #5: The YSPD could benefit from increased implementation of modern community policing strategies.**

During our assessment, we determined that the police department and key stakeholders were not fully versed in current community policing methodologies, which have three key elements: a geographic focus, community engagement and problem-solving. The YSPD can draw on these elements to improve its relations with the community.



## 01 Overview of the Village of Yellow Springs and its Police Department

### THE YELLOW SPRINGS COMMUNITY

The Village of Yellow Springs is a unique community. It is the home of Antioch College – and now the separate Antioch University – and education is important to many who have grown up in the Village or have moved there. The schools draw students from other communities and the Village's population has a wide range of opinions regarding government services, particularly policing priorities and how policing should be undertaken.

The Village is a relatively small community with 3,800 residents and has a reputation of highly valuing personal freedom. The population is currently about 75 percent white, 12 percent African American and 13 percent other minorities. Historically, Yellow Springs is a diverse community, but many people of color – namely African Americans – have increasingly left the Village for work and other reasons.

An elected Mayor runs a Mayor's Court, which has been recently recognized as a model for other communities. Some are supportive of the Mayor's Court, believing it brings justice closer to the people of the Village and permits violations to be addressed locally (largely traffic but also behavioral issues such as disorder that are referred to the Court by police officers). Some individuals oppose the Mayor's Court, believing that all cases should be heard in a formal court of record, such as the Greene County Court. A majority of those interviewed like the Mayor's Court because they believe it to be Village-oriented and focused on preventing future crime.

A Village Council of five members runs the Village and it actively engages with citizens. The membership of the Village Council changes every two years and residents feel free to attend Council meetings to raise concerns about a wide range of issues, including policing. Council candidates are typically motivated to run for office because they want to make a difference in how quality of life issues in the Village are addressed.

The makeup of the Village has gradually changed since Antioch College closed and re-opened with a smaller enrollment than it had some years ago. Fewer faculty members live in the Village now and the College is not the driving force in the Village that it once was. Antioch graduates created many businesses, some of which remain today. The Village is a magnet for tourists who are attracted by its vibrant artistic and cultural atmosphere.

A community challenge is a lack of mental health resources. This is a reality across the state and nation, but the Village considers increasing its capacity to delivery mental health resources a top priority.



## **THE YELLOW SPRINGS POLICE DEPARTMENT**

The Chief of Police manages the Village's police department. The Green County Sheriff's Office (GCSO) polices the area around the Village and GCSO personnel assist the YSPD when called upon.

The Department consists of 10 sworn officers and several full and part-time civilian employees, most of whom are dispatchers. A civilian is in charge of equipment and related supplies and works part-time each day. The YSPD has one Chief of Police, two authorized sergeants (one of which is vacant), two corporals and five full-time police officers. Several part-time officers fill in shifts when full-time officers are not available.

The police station is on the ground floor of the Community Center Building, which has Village offices and meeting rooms on the second floor. The entrance to the police offices has a "customer window" where a dispatcher sits to answer citizen inquiries at the window and handle the phone input and perform the dispatching function.

The space allocated to the YSPD takes up much of one side of the ground floor with offices for police staff and the Chief of Police, officer workspaces and an interview room. The Department does not have a meeting space except for the interview room, which doubles as a detainee holding area and has recording equipment for witness and suspect interviews. The part-time civilian employee manages the property room.

Officers normally work 12-hour shifts, providing police coverage on a 24-hour basis. All patrol vehicles are equipped with prisoner restraint equipment in the rear seat. A computer and radio equipment are positioned by the driver. The vehicles are also equipped with an in-car camera system, patrol rifles and speed detection devices. Many officers bring briefcases to work, positioning them on the right front seat, making it difficult to transport another officer or person in the vehicle.

Officers normally wear their bullet-resistant vests on the outside of their uniforms, with most officers hanging various police gear on the front of the vest. This appearance gives an uncomfortable feeling to some civilians, as noted in our interviews. Given the overall role and function of the officers within the Yellow Springs community, the amount of militarized gear worn by officers is seen as excessive by members of the public and more reflective of a paramilitary organization rather a public safety department.

## **THE COMMUNITY PERCEPTIONS AND EXPECTATIONS FOR RESIDENCY**

While community members have many opinions regarding policing in Yellow Springs, many residents feel strongly that policing should be carried out in a manner that treats Village residents with compassion, fairness and sensitivity.

Residents often say that they want police officers who live in the community, not outsiders who come to work in the Village but have no real vested interest in the Village beyond it being a place in which they work. Residents believe that if officers lived in the Village, they would have a better, more personal relationship with officers. They want to know their police officers and their police officers to know them.



Many long-time residents remember Chief James McKee's tenure as a time when community expectations and police practice were aligned, in part, because he required all officers to live in the Village. We note that under current Ohio law, municipalities can no longer mandate residency as a condition of employment.

Independent of the Ohio Supreme Court decision in 2009 that found residency requirements to be unconstitutional, other factors complicate the residency discussion. For example, most new police officers in the YSPD are already settled in other nearby communities as the cost of living in Yellow Springs can be higher.

Moreover, many officers want to keep parts of their personal lives separate from the community in which they work. They may wish to keep their family from becoming involved in Village politics or their children from being labeled "an officer's son or daughter." The YSPD must address the challenge of how officers build relationships with community members while on the job.

### **Differing Community Orientation and Expectations**

Long-time residents and newer members of community have diverse perspectives on how policing should be administered, including those involved in criminal justice activism. However, most members of the community interviewed believe Village residents should be treated with deference compared to those individuals who are from outside the Village, particularly when they come in contact with the police. Residents generally wanted police to show greater sensitivity and discretion toward Villagers when what are considered minor violations occur.

Most residents have had few enforcement contacts with the police and appear to be largely informed by the news and social media. Regardless, they want the police to know them and treat them as residents rather than outsiders. However, we did not get a sense of what they consider an "outsider" during our interviews.

Residents generally want the police to be polite and respectful. When a police officer stops someone for a violation, they want the officer to say, "I am Officer X and I have stopped you because..." They want to know why the police have stopped them because they believe this forthrightness will increase transparency regarding the reasons for which they were stopped.

Village residents also want the police to help those experiencing problems through compassion and understanding. During our assessment, we saw a few situations in which individuals sought help and the officer on duty showed indifference and little compassion for the person's challenges.

Interviewees had a clear consensus that Village residents expect police personnel to assist when residents seek or need help, and that the assistance be provided with sensitivity and respect. Moreover, they expect officers to go out of their way to be helpful. When officers are not helpful, a complaint is often made over social media or at a Village Council meeting, which can magnify the event.



## THE IMPACT OF SOCIAL MEDIA

In Yellow Springs, a few social media pages have regular postings related to policing. While we address several of the concerns raised in some of the postings throughout this report, we note that many social media posts reflect personal opinions. As such, the ability to verify whether they are based on facts is limited. However, the impact of social media is strongest when no alternate news source is available to fact-check or report on information presented on the social media feeds. Existing social media feeds, while often lacking in factual support, can be extremely useful for addressing concerns and perspective on the issues.

The YSPD does not have a visible social media presence and does not use social media to connect with Village residents. It does not provide routine communications to share known facts on police-related events. Given the general lack of proactive communication about police activities in the Village, the private social media feeds become the news rather than the factual statements of those with knowledge. This is similar to what we see happening in other departments at the national level.

The Department's lack of an active role in pushing information out to the community through social media causes information gaps. Narratives about police matters are sometimes created with information that comes from other sources that may or may not be accurate. By actively engaging with the media, hosting community forums and developing capacity and competency on various social media platforms, the Department would have the ability to provide its own channel of communications to the community. By providing responsible and reliable information, the Department could become a constant source of information to the community.





## 02 Key Elements Supporting the Organization and Operations

### DEPARTMENT LEADERSHIP

Department leadership has been variable over time. Sometimes the leadership has been engaged with officers, other times less so. Chief of Police Carlson has established strong relationships with many sections of the Yellow Springs community. However, we suggest he place an equal focus on the internal relationship and function of the Department.

The Chief has instituted some valuable initiatives within the Department, such as scenario-based training for officers using videos of challenging situations and addressing implicit bias. He has a strong sense of social justice but has been challenged in getting those important perspectives incorporated into the Department policing practices.

### POLICIES AND PROCEDURES

The Chief has yet to consistently implement important managerial and supervisory actions, including updating policy and procedures that are necessary to develop a cohesive, effective policing organization. While some policies and procedures have been updated and developed over the Chief's tenure, this practice has not been part of an ongoing, formal effort to promulgate them so that they reflect current best practices. Regularly updating policies and procedures is essential for any police department to maintain professionalism and appropriate policing standards.

Agencies seeking to become accredited are required to engage in routine updates to maintain accreditation. Moreover, if the Village and its residents identify different standards for police services within the community, directives will need to be rewritten to reflect the newly adopted vision, mission and values.

The Department's policies and procedures are incomplete and do not cover all critical areas of policing activities, including how to address complex situations. Officers do not have easy access to policies and procedures from the prior administrations while new ones are developed. All the older policies and procedures are not accessible for the staff.

The YSPD has 49 policies and procedures within its Policy Manual. Under Chief Carlson's administration, the Department has undergone an effort to revise and update the Policy Manual and replace those directives developed under prior administrations. The Department uses Lexipol as the template for these newer directives.

Using external policies through Lexipol as the sole source for the proposed policies does not necessarily capture the policing values expected by the Yellow Springs community. When policies are created, they do not undergo a community review to gather comments prior to the policies being finalized.

A recent example of policy ambiguity came to light when an off-duty officer's obligation to respond to a reported shooting in support of another officer became the source of community and Department



discord. Without question, under these circumstances, the best practice is always for the officer to respond to the scene of a potential shooting. This situation indicates an example of the importance of having complete policies.

Although the policy update project has been underway for the last two years, several critical directives are still in need of further development. Of those policies promulgated, many do not accurately reflect the current structure or current practices of the Department. Some General Orders do not fully account for all of the critical operational functions (e.g., Detention, Processing and Transportation of Arrestees and Prisoners). These essential directives should be part of the Policy Manual to provide direction and guidance to department personnel.

For the time being, the critical policies and procedures should be developed in a strategic and timely fashion. The directives needing immediate attention include the following.

### **Compliance with Constitutional Requirements**

This is minimally addressed in Policy #100 – Law Enforcement Authority. Policies should further explain what this means and how this concept is applied to daily policing practices.

### **Arrest with or without Warrant**

One of the many critical policies and procedures missing from Department's current Policy Manual is those that specifically address the Department's policy regarding arrests. Certain procedural requirements are established by case law, such as the threshold for making an arrest; however, the policy statement for this particular topical area should provide specific guidelines for making an arrest.

The policy should spell out the factors to be taken in consideration prior to making an arrest and weigh those decisions based on the Department's philosophical core values. For example, if the Department believes that although an officer may have all of the elements necessary to make an arrest, the question is should the officer make the arrest in the first place. If the Department believes that officers should find alternatives to making an arrest, then the written policies and procedures should guide the officer in that kind of decision making.

The Department will also have to consider its preference when it comes to those situations regarding whether an officer has the ability to make an arrest, but prefers the officer to first seek a warrant. These kinds of questions can only be answered within a policy statement and the procedural guidelines within this directive.

### **Search and Seizure**

This is partially addressed within Policy #311 – Search and Seizure. It should go into greater detail regarding the various types of search situations and the procedures associated, for example, arrest incidental to an arrest, Terry Stop/investigative detention and search as part of the booking process and before transport.



### **Responsibility and Authority**

Though each position within the Department has a limited description, the written directive should go into greater detail regarding every position in the Department and the responsibilities associated with each.

### **Direct Command**

When no supervisors are available or when an officer is working alone on the shift, the directive needs to describe the process whereby a designated supervisory officer is available at any given moment on a 24-hour basis. The directive should also describe who is in charge when more than one patrol officer is working when a supervisor is not on shift. The directive should establish the scope of authority that one patrol officer has over another, and the duties of the designated patrol officer in charge of a shift concerning the level of intervention and guidance to the other officers.

### **Notification to Village Officials**

Policy #328 – Major Incident Notification primarily addresses internal notifications. In the absence of the Chief or in the event the Chief is not accessible, a written directive should describe when and who will be contacted among the Village governing officials. Before developing this set of procedures, this is an area where the Village administration and governing body should be involved in the development of the protocols.

### **Entry Level and In-Service Training**

A directive should describe the types of certifications officers are required to possess, the frequency of training and the threshold for training based on an officer's time and experience with the Department. This directive should also specify the levels of training each officer should possess based on time on the job and/or specialties the officer has been assigned.

### **Records, Maintenance and Security**

A system should be in place that adequately provides for safeguarding, maintaining and proper release of departmental records to the public. The protocol should consider how officers can access information in the performance of their duties, while still safeguarding those records having a certain degree of sensitivity.

### **Detention, Processing and Transportation of Arrestees and Prisoners**

This General Order needs to be revised and greatly expanded upon. It should be reviewed to ensure that it covers all likely scenarios that an officer may encounter and how to address those situations adequately. This directive should describe in what situations a prisoner or detainee should be brought to the police station. It should describe where the prisoner or detainee should be situated if brought to the station, and what measures should be taken to provide adequate protection and Constitutional and health safeguards of the prisoner.



## **RULES AND REGULATIONS**

Rules and Regulations, unlike the Policy Manual, are designed to serve as the internal "laws" of the Department. The rules and regulations tend to be much more prescriptive and have much less elasticity than the policies and procedures of the Department. Without codified regulations, members of the Department do not have a clear understanding of what is considered unacceptable behavior and how they will be held accountable. Some existing directives within the Policy Manual should be part of the Department's Rules and Regulations Manual.

Rules and Regulations is a set of written directives that may require the involvement of the Village Manager and/or the Village Council before its promulgation. This type of manual is generally much more condensed and designed to reinforce the values of the organization and the standards for police conduct.

The Policy Manual contains a written directive, #1010 – Personnel Complaints, which describes the process for addressing personnel complaints. Personnel complaints are only one aspect of an internal complaint process. Other matters are subject to internal investigations, which may also involve criminal implications, transactional immunity and protections afforded to both members of the public and the employee. Under the current organizational structure of the Department, this directive does not support implementation of an effective internal complaint process. The process for investigating complaints must be clearly set forth, and who can investigate a complaint established. Individuals involved in the complaint cannot be charged with that investigation, which has been an issue in the past.

## **TRAINING**

Given the complexities associated with policing, ongoing training is critical to maintain and develop the capabilities of Department members. Two tiers of training should exist.

- 1 The baseline training and certifications for all Department members based on their job position, years of experience, and areas of responsibility.
- 2 Training related to specialties, whether it is for furthering the development of Department staff internal skills (e.g., firearms instructor, operational coordination, administrative duties) or external skills to address the needs of the community.

Training opportunities should not be confined to what is typically available through police training circles but expanded to include learning and training opportunities available through external partners in other disciplines. Leadership should design training schedules to ensure all members of the Department have access to training and are collectively involved in contributing to the overall competency of the Department.

When new employees are hired, they receive most of their orientation to the Department from other field training officers. Department leaders do not appear to use a certification process for field training officers, and we did not see any evidence of documentation used to ensure new officers are thoroughly exposed to all facets of the Department's operations.



## BUDGET

The budget for the Department has not historically reflected performance goals and strategy. The Department, as we note below, needs a Strategic Plan that outlines when improvements will be made to bring the Department into compliance with modern policing standards. The budget should clearly reference that plan to ensure that funding is provided for scheduled improvements and those improvements are monitored. These can be written into the plan as milestones.

## PERFORMANCE EVALUATION

While the Village uses a standard form for personnel evaluations, the form in its current state does not address many issues that should be involved in evaluating policing performance. While the Chief of Police meets with officers and other employees in the course of his daily business, he has not arranged one-on-one meetings with subordinates to discuss their performance, including both positive and negative aspects.

Every YSPD employee should receive a formal performance evaluation from the Chief at regular intervals during the year. The performance evaluations should:

- Be specific to the job description and position of the employee
- Address the mission and values of the Department and how the employee is contributing to furthering those principles
- Identify areas where an employee is performing at or above established performance standards
- If necessary, include useful guidance on how to address deficiencies
- Include a discussion of a career-path development plan

## STAFFING AND PROMOTIONS

The Department relies on several part-time officers to fill in for vacant shifts or provide for additional coverage during busy hours. While Department staffing has remained fairly constant over the last five years, the number of part-time officers tends to fluctuate.

Part-time officers must still meet minimum State training standards for police officers. Part-time officers are useful for augmenting staffing during busy hours, and they represent an opportunity for community members to become involved in policing operations if they are Village residents. It also allows Department leadership to see how individuals who might want to join the Department on a full-time basis perform in the Village and their sensitivity to local policing issues and values.

A panel with both police personnel and civilian residents recently promoted an individual to sergeant using a written test and oral interviews. Lower-rank promotions to corporal are less defined, and their authorities are unclear. The exact responsibilities of those promoted are not clearly defined in procedure.



The Department should have a written directive that describes in some detail how officers will be eligible for promotion and what pre-requisite skills, knowledge and abilities they should possess to qualify for promotion consideration. The directive should describe the criteria used in making those assessments, and the step-by-step process used as the screening and selection process. The process should assess the candidates' ability to facilitate the Department's moving forward with its mission and values, thereby linking training, performance and career development as part of an overall strategic approach to employee advancement and meeting organizational goals.

### **SPECIAL SKILLS**

The Department needs officers to possess special skills in order to increase their effectiveness in meeting challenging situations. Officers are expected to navigate situations where their abilities to recognize and respond are often tested. The breadth of special skills needs to be expanded for the benefit of the Yellow Springs community.

Only a few officers in the Department have developed such special skills, and they provide important assistance to community members during difficult situations. The recently employed Community Outreach Coordinator, a civilian specialist, has had a dramatic impact on addressing some situations, but they are only part-time, while the need remains high. One of the sergeants has developed expertise and has had experience in domestic violence and victim assistance, which are well respected by many whom she has assisted.

### **OFFICER PATROL ACTIVITY**

The police workload fluctuates greatly from day to day and shift to shift. Some days they experience few calls for service and on other days, they receive a substantial number. This equates to extensive uncommitted time and, at other times, officers running from call to call.

During our assessment, we determined that some community members are unaware of the complexities that officers balance during their shift. Officer work is explained and promoted by word-of-mouth or a small listing in the Yellow Springs News each week, but police face a wide variety of situations every day. These range from personal issues, medical situations or disputes within families, and the police handles most of these calls for service in a satisfactory manner that goes unnoticed by the larger community.

Police officers have substantial time each shift that is often called "uncommitted time," meaning it is time not allocated to response to calls for service or administrative time writing reports and patrol-related activities. This uncommitted time is when officers patrol the Village, providing a policing presence. Some officers engage with community members during this uncommitted patrol time. Others do not.

We learned of quite a few complaints from residents, particularly people of color, that some officers followed them when they were out walking, especially during the evening or night. They reported that the patrol car would move slowly behind them on the street as they walked along, and they assumed they were being monitored. Not many of these individuals made formal complaints to the Department



about the perceived practice, but they have talked to many other residents and expressed their concern about how threatened and unsafe they felt during the practice.

This situation presents a unique set of challenges. For one, all officers must understand that they cannot randomly follow people along Village streets. If they have suspicion about what someone is doing, they can stop and talk with the person, making sure they are okay and relieve their concerns about what they may perceive as suspicious activity. When there is no suspicion of criminal activity, officers should continue on patrol.

The Department has an opportunity to give officers guidance on what they should be doing when not answering a call for service – particularly given the wide variation in uncommitted time. Officers need to have a perceptible presence in the downtown area, walking the street and acknowledging or talking with those on the street. They also need to acknowledge people in neighborhoods who are outside, even waving as they pass by. General patrol can take many forms, and the Chief of Police must provide guidance on activities that will be productive and build community trust.

### **INTERNAL COMMUNICATION**

We observed a number of tensions with the Department that need to be addressed if a cohesive workforce is to be established and maintained. Not all the Department's employees are on the same page about a series of issues impacting officer morale.

In general, most officers get along with each other and civilian employees in a supportive manner. However, employees appeared to agree that current tensions need to be resolved. Everyone on all sides is aware of the tension, and leadership should implement a strategy to reduce the tension.

One of the most prevalent reoccurring themes among the Department personnel is their desire to have more structured conversations with the Chief of Police, both in Department meetings and one-on-one discussions. The Chief should be routinely engaged in both kinds of interactions to provide information, assess the progress of the employee, and solicit suggestions and recommendations from the employees.

The Department also needs to develop a system to regularly disseminate information regarding any changes, notifications, direction regarding upcoming events or activities, and other relevant information Department members should know. Dissemination of this information should be formalized in the form of written or electronic daily bulletins.





## 03 Accountability and Community Engagement Procedures

### OFFICER DISCRETION

Police officers have substantial discretion in what actions they take when dealing with a wide range of situations. Some officers appear unsure regarding the limits of their discretionary authority in handling situations and problems. Without a complete set of policies and Manual of Policy and Procedure — or a clear strategy and value commitment in the Department — officers have few to no guidelines regarding their discretion.

The application of discretion plays out in number of ways. Both Village residents and Department members have a general sense of what is considered appropriate police action in dealing with a wide range of situations. Officers are left to their own judgment in determining the appropriate course of action, but the community often has a distinct sense of what is appropriate. Sometimes, these perceptions do not match.

Written policies supported by a careful statement on values could establish guidance on officer use of discretion. Officers try their best to do what they consider right but sometimes find themselves criticized about their actions. Formal policies and guidance would support officers who have acted in accordance with Department guidelines and inform community members about expectations the department has for officers.

For some situations, the Department leadership should provide guidance on exact actions to be taken. For example, in addressing drivers who are found to be operating a vehicle while under the influence of alcohol or driving while impaired, the policy might state that given the danger to the public and the driver of such action, no drivers are to be released without charges being filed and the vehicle towed. Officers could cite the person into Mayor's Court or arrest the person and book them at the County jail. In either case, it should be clear that second-time offenders will always be arrested and booked in the County jail.

Policies should be developed with community input – not only established by the Chief of Police.

### ACCOUNTABILITY

The Department does not have clear accountability measures, and the responsibilities for officers and specific positions, ranging from the Chief to corporals, are not established in policy. This is consistent with the lack of performance evaluations and insufficient position descriptions.

In most traditional policing models, Department members tend to justify their actions by asking whether they were legal or illegal. This often serves as a buffer against the community's sense of right or wrong, and police personnel's assessment of legality can be at odds with what civilians believe they "should" have done rather than what is warranted under the law. That moral distinction is the difference between what the law will allow as opposed to what the community feels is morally just and equitable. Solely relying upon the former, the police find themselves siloed or isolated from the



community they are protecting and serving. The latter is not always fully informed as to the requirements of police action.

In terms of holding itself accountable to both the law and community norms, YSPD leadership needs to engage in an ongoing dialogue as to how the police will measure community trust and confidence. To achieve a more balanced approach, it requires a whole new set of metrics. Many of the quantitative measurements with which the Department assesses itself are not in line with addressing community perceptions and values.

All accountability measures for the Department need to be documented and be made a part of the performance evaluation process. The absence of clear accountability has created confusion among some employees and concern that they will be held accountable for acting in a manner not clearly set forth in policy. However, some policies are deficient in describing the required actions.

Our interviews revealed divergent views about Village policing. Some people strongly believe the Department covers up problem incidents; that internal investigations are not done independently; and that supervisors have been biased in dealing with officers who have a different style than the norm. A local social media page posted these allegations in an attempt to pressure the government to make changes in aspects of policing in the Village. Some of the group members' actions have been personal in nature, as some of the lead spokespeople for allegations are vocal and accusatory to specific individuals. Many others are less strident but supportive of the allegations based on their experience. These allegations should not be taken lightly and warrant review by the YSPD.

The general lack of proactive communication within the Department fuels these allegations and can make officers feel as though the community is attacking them. A lack of transparency and sharing facts over social media compounds this issue. It is one of the greatest challenges faced by the Department.

We strongly emphasize that the majority of the Yellow Springs community supports the police. The community's universal goal – which mirrors that of the Department – is for the YSPD to treat people with respect, provide meaningful help to those in trouble and get to know residents of the Yellow Springs community. The community wants to know how the Department holds its employees to those standards. The community wants to be sure that the Department articulates and actively demonstrates those values in every interaction between the police and a community member.

### **CITIZEN COMPLAINT HANDLING**

A number of civilian interviewees voiced that the Department does not handle citizen complaints well. The way in which citizen complaints are handled has a direct impact on how many members of the community view the Department and the trust they have in the police administration. In part because of a lack of transparency in how complaints are handled, community members often come to Village Council meetings to make their complaints. The Village Council then requests the Chief to investigate the matter and report back to the Council or the Village Manager.

Many members of the community, based on our interviews, believe an independent citizen's complaint committee is needed to process complaints, review the investigation of those complaints and advise



the Chief of Police on the adequacy of the investigation and the projected outcome and discipline, if needed. Various community groups and task forces have recommended such a group be established.

Community members described to us multiple cases where an individual alleged the Department did not entirely disclose the true nature of the event or appeared to cover up the facts of the situation. We learned that supervisors with direct or peripheral involvement in a situation that harkened a complaint are sometimes tasked with investigating the complaint. This is not consistent with standards of best practice and could contribute to Village residents' perceptions of injustice. However, as a small agency, the YSPD has challenges to ensure no peripheral engagement by the investigator. Minimally, they should ensure that only sergeants investigate public complaints but only when the sergeant has not been involved in the situation involved. That appears to not have always been the case.

### **COMMUNITY ENGAGEMENT**

The Department has not fully engaged with the community in a manner that builds trust. Leadership has undertaken some efforts, but these have had limited success or impact on bringing the community into a real partnership with the police. Effective community engagement means bringing the community into the decision-making processes within the police agency and collaborating with the community as equal partners in addressing problems that are of concern. This concept is considered progressive and may seem foreign to many police agencies, but it is at the core of gaining community trust. Trust does not develop when police make decisions and then those decisions are announced to the community without any input.

The Department tried to adopt a community policing outreach effort by scheduling "Coffee with a Cop" sessions where personnel encouraged individuals to join officers for a cup of coffee downtown at specified times. However, few individuals participated.

Because of social media's role in demanding change from the Department and some of its officers, including the Chief of Police, Department members feel attacked. They feel the community does not support them and that individuals falsely accuse officers of engaging in inappropriate behavior. As a result, some officers who might have thought about moving to the Village are now resistant because they do not want their families attacked over social media.

It seems clear that the community in Yellow Springs supports the police and believes they generally do a good job. Some of the actions of officers no longer on the job created a sense of uneasiness among the community, but most people still support the institution. But the community does not know their police officers and engagement with the community in a positive manner is important if trust is to be built.

### **STAKEHOLDER ENGAGEMENT**

The Department needs to view its mission as being a partnering agency with other Village and regional services. Whether involving a special event or critical incident, close coordination and collaboration with other agencies and services are a force multiplier when it comes to the Village addressing the



situation effectively and efficiently. It reflects the Department's overall competency and efficiency as being an invaluable asset to other public safety, works and health services.

Depending on the event, other agencies may serve as the incident command, and the police play a supporting role. For example, during a significant storm event, the DPW Director could serve in this capacity. In the case of a fire, it would be the Fire Chief. Large-scale events, where coordination is needed between the DPW, emergency medical services (EMS) and Fire Department, the Police Chief or his designee would serve as the incident command. Regardless, the Village should develop these plans and operational protocols before the event. Every member of the Department should be fully acquainted those protocols and procedures. The Department needs to develop operational plans for special events, establishing the strategies and tactics to be used by police. The lack of such a plan for the New Year's Eve event some years ago is a clear indicator of why such planning, in writing, is needed for all such events.



## 04 A Special Focus on Community and Neighborhood Policing Models

Community policing has evolved in recent years toward a social justice model now called neighborhood policing. The primary issue that confronted community policing was the historical approach of general police control that focused solely on legal authority and the power of law enforcement, rather than receiving authority through community trust and confidence. Below we outlined the core elements of community and neighborhood policing.

Components	Community Policing	Neighborhood Policing
<b>Philosophical Construct</b>	<b>Statutory authority</b> derived from state legislation, local ordinance and court decisions.	<b>Legitimate authority</b> derived from community trust and confidence in the police.
<b>Community Partnerships</b>	<b>Collaborative partnerships</b> between law enforcement and community members, groups and organizations. Coordination with other governmental agencies, such as nonprofits and service providers, to promote public safety, reduce crime and disorder, and address quality of life issues.	<b>Co-equal collaborative partnerships</b> between the police and community members, groups and organizations in the co-creation of public safety. <b>Collaborative relationships</b> with other governmental agencies, nonprofits and service providers to resolve issues more appropriately situated with another partner.
<b>Organizational Transformation</b>	The alignment of organizational management, structure, personnel and information systems to support <b>community partnerships and proactive problems solving</b> .	The alignment of organizational management, structure, personnel and information systems to promote and actively engage in <b>outreach to all segments of the community</b> for the purpose of working collaboratively to identify issues and design comprehensive strategies to address problems at the root level.
<b>Justice Modalities</b>	<b>Criminal justice and law enforcement.</b> The police are charged with the responsibility of protecting the public, enforcing the law, preserving constitutional rights and preserving peace and order. Under this modality, the police use the law and the criminal justice system in resolving issues.	<b>Social justice and social equity.</b> Under this modality, the police are viewed as social agents who are charged with the responsibility of coordinating and collaborating with other social service agencies and nonprofits in providing resources that the criminal justice system is ill-equipped to provide.



Patrol Operations and Tactics	De-specialization that is <b>siloed organizational components</b> operating under the same philosophical construct that are coordinated at the command and supervisory levels. Patrol officers continue to operate with a certain degree of autonomy.	De-specialization that is a <b>fully integrated approach</b> by all organizational components through the coordination of officers assigned to specific geographical areas. Patrol officers operate on three distinct tiers, allowing for strict geographic integrity and coordinated by specially trained coordination officers, as in a teamwork concept.
Community Engagement	<b>Meeting</b> with community groups and organizations and participation in community events and activities, such as event counting.	<b>Active outreach</b> to community members and neighborhoods, especially those who have been mistrustful of the police, to build relationships. Engage in community working group meetings and prioritize issues as defined by the community. Manage community events.
Problem-Solving	The police use a process of engaging in the proactive and systematic examination of identified problems to develop and rigorously evaluate effective responses ( <b>SARA model</b> ).	The police and the community engage in a process of problem identification and development of a <b>joint strategy</b> designed to address the root causation of the problem and collectively agree on the way to minimize or eliminate damage to the community. Work collaboratively in effectively addressing the problem and sustain gains made.
Information Technology	<b>Complaint and crime data-driven</b> problem-solving approaches to reduce crime and disorder. Use of predictive analysis, real-time crime centers, intelligence databases, license-plate readers, shot detective devices, closed-circuit television (CCTV) and social media.	Data supplied from various sources to assist in the identification of <b>problems defined by the community</b> . Technology is used to enhance the connection with the officers working within fixed geographic areas and to inform the community through a joint problem-solving process.
Transparency	Use of <b>social media</b> and addressing critical incidents, internal investigative matters, and willingness to share investigative information with the public in a non-compromising way.	Use of <b>social media</b> and addressing critical incidents, internal investigative matters, and willingness to share investigative information with the public in a non-compromising way.



<b>Metrics and Benchmarking</b>	Measuring results via the tabulation of <b>law enforcement measures</b> , such as crime trends, calls for service, citizen complaints, arrests, citations and accident data.	Measurement of progress and success is broken down into three key areas: <b>community sentiment</b> regarding trust and confidence; <b>problem-solving</b> of chronic and repetitive issues; and <b>internal benchmarks</b> such as uncommitted time, sector integrity, early intervention indicators, and discretionary and profiling indicators.
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An important aspect of the new model that is particularly relevant to Yellow Springs is establishing a sense of procedural justice in the Department and community. Procedural justice is when residents and police officers feel they are treated equally and fairly. While this has been its primary focus, Department members also desire the same thing. For Yellow Springs, a portion of the community and some members of the Department feel they have not been treated that way in recent years.

In neighborhood policing, the community is brought into almost all aspects of policing. The mantra of these departments is to think “community” before all decisions are made that impact how policing is done, what priorities need to be and how community and police together can address major problems.





## Recommendations

To better align with modern best practices for policing, we suggest YSPD leadership take the following steps to address the Department's energy, commitment and transparency. These recommendations encompass significant change and will require close collaboration and support from the Village Council, Village Manager and Yellow Springs community. The Chief of Police will also need to be fully engaged to drive the changes and facilitate full coordination with members of the Department.

We hope the YSPD will enter a newly skilled, community-oriented era with strong participation from various neighborhoods. People will come to view Yellow Springs as more than just an interesting Village, but one that has a highly skilled and effective police agency committed to social justice and excellence in neighborhood policing and protective of the special nature of the Village.

### 1 CREATION AND ADOPTION OF A NEW VISION FOR POLICING

The Department should bring together the common visions that various community stakeholders have articulated. For the Department to address its challenges, it should embrace a fundamental philosophy that is aligned with the social justice model community members appear to promote, which is inherently different from the current criminal justice-oriented approach.

Under the criminal justice model, criminal justice generally amounts to the police informing the community how it will carry out its duties without any outsider input or active involvement. In a model that professes to value social justice and equity, departments make a deliberate effort to find ways of equally share responsibility with the community.

Many groups and committees in the Village have taken the time to provide excellent insight on what they believe policing ought to be in Yellow Springs. They have produced documentation – such as at the Appreciative Inquiry Forum – and substantial overlap exists even in separate descriptions. Examples of the key elements include the following.

- Policing in Yellow Springs aims to provide and sustain a safe environment for residents, business owners and operators, and visitors.
- The Department, while authorized in the law, receives its real authority from the community based on relationships of trust and a commitment to social justice.
- Police officers are caring, sensitive and compassionate when dealing with individuals who need police assistance. They treat every person with respect.
- Police officers are oriented as problem solvers for people in need of assistance and officers are connected with organizations and agencies that can assist in addressing people's problems.
- The Department brings the community into all aspects of policing: policy and strategy development, training, problem-solving and crime prevention.



- Police in Yellow Springs know the community and the community knows its police officers, who have a strong commitment to the Village and its well-being.
- Police officers understand implicit bias and work to ensure that all individuals are treated fairly and equitably.
- The Department is committed to transparency in all matters, except that it is committed to protect individual information about a person's health and welfare.

Once the Department revisits its mission and the values, the Chief of Police – in consultation with the Village Administration – should reassess the current organizational structure. The organizational structure should be designed to facilitate the accomplishment of the Department's overall mission, values and operational needs. Consideration should be given to both the administrative and operational aspects of the Department's needs to operate effectively and efficiently.

## **2 DEVELOPMENT OF A NEW POLICY MANUAL LINKED TO THE VISION**

The Department must complete a new policy manual reflective of the vision for policing Yellow Springs with a full range of policies and procedures to guide police officer actions.

The Department should begin the process of creating new state-of-the-art policies in areas in which it is vulnerable to high-liability situations. The community needs to be involved in the development of high-impact policies to ensure they reflect the realities of the Yellow Springs environment and community perspectives. These policies should reflect the vision (**Recommendation 1**) for policing in the community.

Department leadership should provide the Policy Manual to all officers and it should be available online for the community to review and regularly updated as the law or best practice changes.

## **3 ESTABLISHMENT OF ROBUST PERFORMANCE MEASURES**

### **3.1 Adopt a set of performance measures for the Chief of Police and officers.**

Provide the Chief with expectations for addressing the Department weaknesses and areas needed for improvement identified in this report with timelines and deliverables. It is critical that the Chief of Police have performance standards against which his accomplishments can be based.

The Chief should meet regularly with each employee to talk about the employee's performance, gain insight into the employee's perspectives on their job, talk about suggestions for improvement in the Department and discuss how the social justice model of policing is being implemented. The Chief should make notes regarding the issues discussed and provide feedback to employee suggestions that are offered.

These meetings should occur approximately quarterly. The Chief, along with the Captain, should hold staff meetings for the entire Department at least bi-monthly; however, the Chief should engage with officers when they come on duty when he is working.



The Chief should work toward implementing the recommendations contained in this report, spending as much time inside the Department as they spend outside.

### **3.2 Design and adopt a new performance evaluation system.**

We do not suggest using the current Village evaluation forms for police employees. Leadership should develop a more comprehensive form focused on key performance areas outlined in the Policing Vision and Strategy.

As the first step in the performance evaluation process, each employee should complete a self-rating form for each of the areas in the evaluation instrument. The instrument should contain items noting strengths of the employee's performance and areas in which improvements could be made. The form would also have the employee establish areas they commit to work on over the next reporting period.

Following the completion of this form, the immediate supervisor of the employee should review the form and make suggestions regarding performance in a designated space. The Chief of Police should then review the form, meet with the employee to discuss performance and add their comments on areas of excellence to be sustained and areas of performance that can be improved. Both the Chief and the employee would then sign the form.

This evaluation system should be a guide for the employee about how they can expand competencies and performance over the next year.

## **4 SUPPORT AND RECRUITMENT OF SKILLED PERSONNEL**

### **4.1 Revamp the hiring process for new police officers.**

Strategically search for individuals who want to engage with the Yellow Springs community in providing for a safe and secure environment with a focus on meaningful community engagement. The current hiring process attracted a few individuals who did not represent the type of policing that the Yellow Springs community expects. The selection and orientation process for these officers did not identify their potential liabilities, resulting in substantial turnover in Department staffing.

Yellow Springs should have a diverse workforce and recruiting should focus on attracting individuals who want to police in a small college town with many residents passionate about social justice policing. Leadership should make hiring decisions with demographics in mind but remain aware of other important factors such as skill set, experience and overall policing outlook.

The Department, as noted in other recommendations, needs to establish ties with the youth community in the Village and a Police Explorer or similar program could offer paid summer positions within the police force. If these efforts are maximized, young men and women in the Village may consider becoming Yellow Springs police officers. Youth internships with the Department – which could occur during the school year after classes end – could develop youth interest in policing, particularly if they are linked with police officers as role models.

The community should also support the hiring process and work to identify young people who might make good police officers and refer them to the Department. Let the community know that the



Department wants local youth to join and that leadership is willing to support them, particularly if they are local. An overall social justice model of policing would indicate to the community that the YSPD is seeking meaningful service that is closely affiliated with Yellow Springs residents.

#### **4.2 Create a training and development plan for officers.**

The Chief should develop a timeline for training that is a baseline for all members of the Department and advanced for certain specialties, including certifications.

The Village's investment in developing officer special skills that match the key areas outlined in this report can provide substantial benefits to increasing officer effectiveness and building community trust. All the officers hired must have completed formal training at a state-authorized police academy. Once hired, the Chief should work with the officer to develop a training and career development plan, establishing what training the officer should attend over his career. The Chief of Police and officer themselves should update this plan on a yearly basis and as employee priorities change.

The YSPD should also provide civilian employees training when new dispatch protocols and technology are installed in the department.

#### **4.3 Provide for shift supervision.**

Ensure a supervisor is available on most shifts, including weekends. Have supervisors on call including the Chief during a staffing vacancy or gap so that officers can receive assistance in handling challenging situations.

The management and supervisory positions should be the Chief of Police, who should share supervisory responsibilities, the Captain (a.k.a. Chief Operating Officer) and two sergeants.

The sergeants, Captain and Chief should share being on call during off hours for a week at a time. That would mean each would be the on-call supervisor according to a schedule. In the near term, the Chief and existing sergeant should share this responsibility until a Captain is hired, as recommended below.

#### **4.4 Create a Chief Operations Officer position.**

Appoint a captain to be the Department's second in command, who would be responsible for day-to-day management of operations and act as the Chief of Police in the Chief's absence. Decide whether this position should reflect a succession plan and whether the Department should hire externally or internally. The candidates for this position should have:

- Strong writing skills for policy and plan development
- A history of successful supervision and management in a police department setting
- A strong grasp of the concepts of social justice in policing and be able to work with officers to understand those concepts

The Chief Operations Officer should meet regularly with all members of the Department and every two weeks with other supervisors in a group. The position, along with two sergeants, would provide sufficient supervisory capacity to cover all periods of the day. It would allow at least a scheduled



supervisor or manager to be on call at all times when one is not scheduled to work. The Captain should be in charge of investigating citizen complaints and liaising with the Advisory Committee when the Chief is not available.

#### 4.5 Create Substantive Specialties Among Officers

Identify a major competency for each officer to develop and provide guidance to other officers when particular situations arise requiring substantive knowledge about addressing the dynamics of the underlying situation.

Due to the size of the Department, it is even more reliant on every member. If it hopes to achieve optimal overall performance in providing police services from one shift to the next, every member of the Department needs to be competent in every aspect of the delivery of those services. For the Department to take on the added responsibilities discussed throughout this preliminary report, officers will need to have specific skills.

Given the community's complex needs and challenges, officers should be trained in specific specialties so they can provide higher levels of service and be more prepared to lead the front-end of various care, treatment and service delivery systems. Through this staff development, the Department can create internal expertise that other officers can use as an internal resource. More specialization will also provide officers an opportunity to work on elements beyond general police services and afford every Department member an incentivizing career path.

Village residents want police officers to be knowledgeable and compassionate in dealing with complex situations. A policing style that treats every situation the same will not meet the public's expectation for policing action. To provide a broader type of intervention to meet the community's expectation requires that officers be specially training and have links to professionals and institutions with those competencies so they can receive guidance when needed.

The Department already has a mental health specialist; the Community Outreach Specialist has been well received, but cannot perform all the necessary duties part-time, as discussed in **Recommendation 13**.

The key competencies developed within YSPD officers should address the following.

- Youth services or juveniles at risk and diversionary
- Homelessness
- Addiction intervention and services
- Senior and elderly services
- Victim follow-up services for general crimes
- Sex crimes and victim support services – We note that a current sergeant has expertise in domestic violence victim services and support, and leadership should assign a police officer to support them.



Each officer should have overall awareness and each should be assigned one or two of these competencies for which they will develop knowledge, attend special trainings to gain skills and liaise with public and private individuals and organizations with expertise in the area, such as the TCN Behavioral Health Services in Xenia, Ohio. We suggest some competencies be assigned to two officers in order to achieve redundancy.

When a situation arises involving one of these areas, the officer on duty addresses the situation and contacts the employee with special expertise for additional support. The original officer copies all reports on the initial intervention to the specialized officer, and they can leverage existing relationships with outside resources if warranted.

Officers should be assigned to technical specialties, such as emergency management or disaster planning and special event planning. This would improve the Department's preparation for situations that can challenge policing actions, such as large-scale holiday events. A plan of action in writing should be prepared for all events in the Village that will draw substantial crowds.

## **5 DEVELOPMENT OF A STRATEGIC PLAN**

As the Village Council, Village Manager and Police Chief identify the overall vision, mission and direction of the YSPD, the Chief should also develop a five-year plan as to how the Department will achieve an articulable vision of policing in the Village of Yellow Springs. This strategic plan should:

- Describe the mission and values that are in alignment with the agreed-upon concepts and philosophy of policing
- Map out the pathway designed to achieve the ultimate vision, along with the milestones and metrics used in assessing progress and achievements
- Detail how YSPD members will contribute to the achievement of the vision and how the Department will adequately prepare and support them in that endeavor
- Shape the annual budget to support the Department in the achievement of its goals and objectives
- Establish the revised values for policing Yellow Springs, the vision for policing the Village, how improvements in the Department will be implemented, who has responsibility for specified actions and how the recommendations in the report will be implemented and when

Development should be fully transparent and involve a series of community meetings to gather suggestions for content; discussion and review with the Village Manager and the recommended Citizen's Advisory Committee; and eventual review and discussion with Village Council.

A strategic plan – developed in coordination with Yellow Springs stakeholders – can help the Department transition from a reactive and responsive police force to one that is focused on prevention and early intervention. While the former is not uncommon and the Department has several programs in place to foster community engagement, it requires a comprehensive strategy that aligns all its functions with a central philosophy.



## 5.2 Link the Budgetary Process to the Strategic Plan

As discussed in **Recommendation 3.1**, Department leadership should directly link the budget to the strategic plan. To achieve the ultimate vision and achieve any goals and objectives, it will take time and a pathway formed with a sufficient budget with incremental needs built into annual proposals is necessary to facilitate long-term change.

As the strategic plan takes on the form of a roadmap, it becomes the Chief of Police's responsibility to identify key milestones and metrics to measure and assess progress, as well as demonstrate how the investments are advancing the Department and all its members. The budget should not be a method for maintaining the status quo, but a critical part of the planning process and a means to achieve specific and measurable outcomes.

## 5.3. Have the Council and Village Manager Link Department Funding to the Vision and the Strategic Plan.

Department leadership should directly link their budget request to the investments being made from one year to the next. This will create a process where the Department is making incremental steps toward achievement of the specific goals and objectives outlined in the strategic plan.

## 6 CREATION OF A GEOGRAPHIC POLICING STRUCTURE

Divide the Village into six neighborhoods, where one Neighborhood Officer "owns" policing services for that area and builds community contacts, positive engagement with residents and has accountability for neighborhood sentiment regarding policing quality. Corporals should participate in these assignments if needed to ensure a single officer has responsibility for each geographic area.

The Village's neighborhoods could be broken down in the following manner.

- 1 Downtown
- 2 Southeast
- 3 East Central, around the college
- 4 Northwest
- 5 West-Central
- 6 West

Leadership can plot these on a map with input from the Chief's Advisory Committee. The officer does not remain in that area for their entire patrol shift, but when not on a call for service, spends some time to get to know the neighborhood. Officers would not be assigned to an area in which they live if they are a Village resident, unless leadership had a reason to do so. The six senior members of the Department would be assigned to this duty and newer officers would not start out with such an assignment.

In addition to ongoing contact, officers should represent the Department at events and activities in their assigned area, as well as look for opportunities for conducting various community forums. We





suggest inviting some residents to be Community Partners and serve as a point of contact for their Neighborhood Officer. It is through these ongoing efforts that community members can begin to feel a greater connection with their law enforcement. The assigned officer would have business cards they could provide people in the area with a phone number an individual could call when they wanted to discuss a neighborhood problem or policing issue. This contact would not take the place of calling 911 when immediate assistance was required.

The Neighborhood Officer would learn about all calls in their assigned area to be aware of any recent incidents. They could follow up on some calls to see what additional assistance could be provided. When neighborhood issues arose that required discussion with groups of residents, a meeting could be called to discuss the situation. Police officers would need some training to develop the skills required for this new role.

At the Appreciative Inquiry Forum, we were impressed with how police officers began to work with residents to develop a sense of what policing should be like in the future. Both community members and officers melded well, an indication of how close contact in a non-call response or enforcement environment can pay major benefits to building community trust in the police.

## **7 ESTABLISHMENT IN POLICY OF THE PROTECTION OF PERSONAL INFORMATION**

Working with the Village Legal Counsel, the Department should prepare a policy regarding the release of confidential information on individuals' contact with police or personal situations that may be protected by the Health Insurance Portability and Accountability Act (HIPPA) and other regulations.

A policy for the Department, developed with Village Counsel, needs to address these concerns and establish penalties for those who are found to be releasing personal confidential information. The YSPD has experienced the improper release of confidential information and this must be clearly and strictly prohibited. An employee who is shown to have willingly released such information should be subject to termination.

## **8 ADDRESSING TENSIONS WITHIN THE DEPARTMENT AMONG OFFICERS**

The Chief must arrange a mediated discussion between all members of the Department to heighten morale and camaraderie. A facilitator should interview members prior to the discussion to understand perspectives. The discussions should develop a way forward to build the kind of trusting relationship between officers that is necessary for effective policing and protection of officer safety.

The facilitator should not be a Department member and perhaps not reside in the Village, as well as have experience being a neutral party during tense discussions.

Given the size of YSPD, it is imperative that all personnel have a strong, collaborative professional relationship with one another. They must know they can rely on each other. Specifically, the Chief and other supervisors should work to identify indicators and underlying contributing factors and work toward resolving those issues to the mutual benefit of everyone involved. They should be wary to not place blame on any specific members to avoid ostracization.



This process of developing internal trust and confidence – beyond relationships with community stakeholders – is essential to build a successful, progressive model for policing.

## **9 STRENGTHENING YOUTH OUTREACH**

The Department should sharpen its involvement with youth in the Village, build relationships of trust with them and become involved in a variety of youth activities. Leadership should form a Youth Police Advisory Committee that meets monthly to discuss youth issues related to public safety and policing. One of the members of this Committee should be on the Chief's Advisory Committee, preferably a senior high school student. The Committee should discuss and address issues of concern to youth throughout the Village and seek to develop strategies for these concerns.

The Chief of Police's practice of assisting students arriving the Mills Lawn Elementary School and should be assigned to officers on duty. We believe this presents a valuable opportunity for another officer to get to know the community.

The Department should form a Police Explorer Program for high school students. These Explorer programs exist in many communities and develop an understanding among participants about policing and related issues. Some Explorers should intern in the Department after school or during the summer with a stipend. Explorers could perform tasks that would be beneficial for them and for the Department.

Leadership should arrange other events with high school students, such as taking them to a nearby sporting event or arranging extracurricular clubs. The goal should be to build trust with the Yellow Springs community and possibly encourage individuals to join the Department in the future.

## **10 CREATION OF A CITIZENS ADVISORY AND COMPLAINTS COMMITTEE**

This Committee can mitigate the widespread concern within parts of the Yellow Springs community about how the Village government and Police Department handle citizen complaints. This diverse committee, besides serving in an advisory capacity to the Chief, can receive complaints about police performance and monitor the investigation.

The Chief of Police needs to have a diverse Advisory Committee representing various segments of the Yellow Springs community. The membership should include individuals who are vocal about their concerns and have pushed for police improvement and reform. Members should not have a direct interest in a specific situation involving policing at this time.

The Committee should meet at least monthly with the Chief, have a Chair and publish the meeting times so the public can attend.

Forming this Committee is an important step toward ensuring transparency for the public. The charter for the Advisory and Citizen Complaints Committee should be drafted with the assistance of Village Counsel, then shared with the public on social media and the Yellow Springs News.



## **11 CREATION OF A SOCIAL MEDIA PRESENCE THAT SUPPORTS TRANSPARENCY**

Establish a transparency policy for the Department reflecting the challenges of policing and data protection. Not every event can be totally transparent given the need to protect individual personal information, health information and other personal privacy requirements. It will be important to publish the transparency policy to inform the public of the standards for the release of information to the public. In developing this policy, community representatives and the editor of the newspaper should be invited to participate in developing the policy proposal, which will have to be reviewed by Village Counsel, the Village Manager and the Village Council.

The Department should have a social media presence on its own site, serving as a forum for presentation of issues and events and a source where residents can get quickly the facts of situations that occur or are evolving. The social media platform can also be a place to share employee actions supporting the social justice vision. Personnel should update these feeds daily.

The Department should create a social media policy establishing what presence employees may have on social media both in uniform and as members of the Department. Most police agencies today have such policies and copies of those can be easily obtained.

We consider this a high priority. The Edgartown, Massachusetts Facebook feed is a good example of how a police agency about the same size as Yellow Springs leverages social media.

## **12 ADOPTION OF A FORMAL PROCESS FOR RESTORATIVE JUSTICE IN ADDRESSING SOME VIOLATIONS**

Based on the Mayor's Court and community member's general work, we strongly suggest adopting a restorative justice model for select offenders.

The Department should commit to the restorative justice strategy through a task force, which would include the Mayor and community members who have advocated for restorative justice. They would be tasked with developing a specific plan for phases of implementation. The process requires skilled facilitation and needs to begin with a court willing to assign the offender to the process in lieu of court action.

Those who believe the court should handle all violations may disagree with this model, but successful restorative justice cases demonstrate it can prevent future crimes.



### **13 EXPAND THE COMMUNITY OUTREACH SPECIALIST POSITION TO FULL TIME**

The Community Outreach Specialist has done positive work linking the Department with social agencies, but they are a part-time employee. Because a substantial number of incidents to which the police are called involve individuals with various mental-related concerns, the Department should be better prepared to address these concerns and connect individuals to the appropriate services.

With only one individual with expertise in his field, we believe the Specialist's hours should be increased or an additional individual be hired. The cases involving individuals with mental health issues have increased in recent years and present serious challenges to police officers without a background in social work and mental health. If handled improperly, these cases could result in a negative confrontation, and a Department dedicated to a social justice model should have the expertise necessary to avoid this kind of situation.



## Appendices

### APPENDIX. A: CHIEF OF POLICE PERFORMANCE STANDARDS

The Village Manager and Village Council should review and evaluate the Chief's performance at review periods to determine whether specific performance measures, objectives and goals (Performance Measures) set by Village Council have been met or that satisfactory progress is being made toward meeting these Performance Measures. It is probable that more than 40 hours per week shall be necessary to meet these Performance Measures, and the Chief should be expected to dedicate and devote the necessary time and effort to meet the Performance Measures.

#### Review Period after the Initial Three Months<sup>1</sup>

- Fulfill daily and weekly administrative reporting requirements and operational functions.

[This section is reserved for the Village Manager to establish daily and weekly reporting requirements and operational functions to be achieved during the three-month period.]

Some of those activities might include the following.

- Provide access to the Village Manager to have access to the work calendar, which is to be kept up to date by the employee.
- Provide to the Village Manager a weekly written report, which summarizes the following.
  - Current projects underway and the progress being made to the completion of the projects.
  - Notice of any notable events that may have taken place during the week<sup>2</sup>
  - A summary of any community events or activities that will require additional staffing needs. This summary should include any contingency planning that will take place due to the scale or needs to provide adequate safety and traffic requirements.
  - Notice of any personnel issues, which might have an impact on the normal operations of the police department.
- Attend the employee at Village Council Meetings.
- Attend the employee at scheduled executive staff meetings.
- Develop a proposal as to what steps will be taken by the employee in redirecting the department toward a "Social Justice Model of Policing" outlined in the assessment. This will require reviewing and modifying the Department's Mission Statement and Core Values accordingly. This should include obtaining feedback from the Village Manager, Village Council and members of the community prior to adoption.

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<sup>1</sup> Refer to Section 2 of the Employment Agreement

<sup>2</sup> This does not preclude the Employee from notifying the Village Manager of matters outlined within the amended Policy #328 – Major Incident Notification.



- Develop a revised protocol for when the Village Manager and Village should be notified of any extraordinary events. Review with the Village Manager the procedures outlined with Policy #328 – Major Incident Notification and modify accordingly.
- Develop the general job responsibilities for every position within the Department and modify Policy #200 – Organizational Structure and Responsibility accordingly. This will also require adjustments within the directive that accurately reflect the current organizational structure of the Department.
- Develop a baseline training and certification schedule for all employees based upon their position within the Department, years of service and associated job responsibilities.
- Develop the initial draft of the Department’s Rules and Regulations Manual. This will involve consultation with the Village Manager and labor counsel.
- Based on the adoption of the modified Mission Statement and Core Values, plan for and hold a Department meeting with all employees. This Department meeting will be for the purpose of sharing the preliminary information that has been obtained from the YSPD assessment. In this meeting, the employee will talk about the development of a strategic plan and solicit recommendations from the employees.
- Develop updated protocols and new directives that have been identified as critical or vital policies and procedures, as outlined in the assessment’s preliminary report and upon adoption, ensure all employees are properly instructed on the guidelines.
- Provide a report on the progress being made toward the development of the interagency emergency planning project, identifying what plans have been developed and what plans will be developed over the succeeding three months.

#### **Review Period after the Initial Six Months<sup>3</sup>**

- Develop a multi-year strategy plan, which describes the projected vision for the Department achieving the “Social Justice Model” of policing. The development of this plan will require input from the Village Manager, Village Council and other key stakeholders. The strategic plan should describe in detail the following:
  - The scope and purpose of the strategic plan;
  - The methodologies to be employed in the implementation of the plan (e.g., modifications to the organizational structure, changes in police practices, development of staff, changes in the job responsibilities of staff based on position and assignment);
  - How police services will change over the course of the planning period;
  - The key goals and objectives to be accomplished in each of the plan, coupled with the anticipated budgetary needs to accomplish each of the goals and objectives;
  - Quantitative measurements and qualitative assessments that will be used in assessing progress and achievements over the course of each year;

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<sup>3</sup> Refer to Section 2 of the Employment Agreement



- The performance standards and measurements for employees within the Department based upon their job assignments and responsibilities; and
- The community's involvement in shaping the future direction of the YSPD.
- As the strategic plan is being developed, hold a second Department meeting to discuss the framework of the strategic plan, what changes can be expected, input from the staff in helping shape the plan, the newly adopted performance evaluation process, the need for employee participation and contribution in supporting the plan, and the schedule for one-on-one meetings between the employee and every other employee. Provide the Village Manager with a report detailing what took place during the meeting, the outcomes of the meeting, and any supporting documentation or handouts used during the meeting.
- Following the second Department meeting, schedule a one-on-one meeting with every employee. During these meetings, discuss the strategic plan and how it will affect the employee, provide a general assessment on the employee's performance, identify what areas of policing they would want to specialize in to support the Department's overall mission, and seek recommendations from the employee. At the conclusion of these meetings, submit a report to the Village Manager, describing general topics discussed during the meetings (while protecting employee anonymity and confidentiality), and the plan for holding these meetings on a regular basis (possibly every six months).
- As time allows, continue to develop the Policy Manual and address those directives and guidelines that have not been addressed in the first three-month period. Report on the progress being made with the development of the written directives in the weekly reports being submitted to the Village Manager.
- Based on employee feedback, assign members of the Department with specific specialty assignments (for internal operations and external community service). Report on the assignments and the duties associated with those assignments to the Village Manager.
- Develop a plan which divides the Village into sectors (e.g., residential, businesses, schools, social service providers), and identify which officers will be assigned to each of those sectors. The implementation of the plan should take place soon after the second Department meeting.
- Submit to the Village Manager a comprehensive communications plan that will be used by the Department in reaching to the community. Identify in the plan the resources and support that will be needed to execute the plan.



## APPENDIX B: CRITICAL WRITTEN DIRECTIVES

The chart includes general categories and the topics within each for consideration of the development of written objectives. The second column lists recommendations for the type of written directive needed to outline each category.

Category or Topic	Type of Written Directive
<ul style="list-style-type: none"><li>• Agency Role and Authority</li><li>• Establishment of the Ranger Department</li><li>• Legal Authority and Role Defined</li><li>• Positional Titles and Responsibilities</li><li>• Oath of Office (if applicable)</li><li>• Code of Ethics</li><li>• Mission Statement &amp; Core Values</li></ul>	Rules and Regulations Manual
<ul style="list-style-type: none"><li>• Personnel Management System</li><li>• Personnel Policies</li><li>• Salary &amp; Benefits</li><li>• Work Hours and Off-Duty Status Defined</li><li>• Leave Policies</li><li>• Sexual Harassment Policy and Investigative Process</li><li>• Gender, Race, Ethnic, Cultural, Sexual Harassment Policy and Investigative Process</li></ul>	<p>Where applicable, City personnel policies and issues requiring further clarification and direction should be incorporated in the policies and procedures manual.</p> <p>Harassment policies may appear in the rules and regulations manual as a prohibited practice and in the policies and procedures manual.</p>





- Disciplinary Process and Internal Affairs
- Description of the Disciplinary Process
- Protections Ensuring Due Process
- Findings or Disposition of Investigations
- Authority to Discipline
- Conduct of Conduct
- Complaint In-take Process – Tracking
- Internal Affairs Investigative Process
- Notification to Complaining Party
- Format of Internal Affairs Reports
- Administrative Review

Disciplinary process will fall under Rules and Regulations Manual.

Internal Affairs will fall under Policy and Set of Procedures.

- Organization and Administration
- Description of the Organization
- Unity of Command and Span of Control
- Positional Authority and Responsibilities
- Notification Director of Incident with Liability
- Supervisory Accountability
- Supervisory Oversight

Generally outlined in the form of a policy and set of procedures.

Some concepts, such as unity of command, might be found in the rules and regulations manual.

- Direction
- Director Authority and Responsibility
- Command Protocol
- Obeying Lawful Orders
- Written Direction System

These topics would be included in the rules and regulations manual, except for the written directive system.



- Agency Jurisdiction and Mutual Aid
- Description of the Department's Jurisdiction
- Powers and Authority within and outside jurisdictional areas
- Areas of Concurrent Jurisdiction
- Written Agreements for Mutual Aid
- Protocols for Requesting Outside Assistance

These topics are generally found in policies and procedures manual, except for mutual aid agreements.

In some instances, the department might have memoranda of agreements with other agencies.

- Arrest and Forms of Detention
- Authority to Arrest and Detain an Individual Defined
- Description of the Various Forms of Detention and the Circumstances

Policies and Procedures Manual

- Use of Force
- Use of Reasonable Force
- Use of Deadly Force
- Warning Shots
- Use of Authorized Less Lethal Weapons
- Rendering Aid after a Use-of-Force Incident
- Reporting Uses of Force
- Written Use-of-Force Reports and Administrative Review
- Removal from Line of Duty Assignment
- Annual Review of Use-of-Force Incidents
- Weapons Training
- Authorization to Carry and Possess Weapons and Ammunition
- Demonstrating Proficiency with Weapons
- Annual/Biennial Proficiency Training
- Prerequisite to Carrying Lethal and Less-Lethal Weapons

Policies and Procedures Manual



## Policies and Procedures Manual

- Search and Seizure
- Circumstances When a Search is Permitted
- Authority and Procedures for Consent Searches
- Description of the Various Searches (e.g., Pat-down, Stop and Frisk, Search Incidental to a Detention, search of a motor vehicle)
- What Constitutes Exigent Circumstances and Authority to Search and Seize
- Searches Permitted without a Warrant
- Inventory of Seized Vehicles

## Policies and Procedures Manual

- Patrol Operations
- Responding to Calls for Service
- Procedures for Routine vs. Emergency Responses
- Authorization to engage in a Pursuit
- Authorization to conduct roadblocks or forcible stops
- Procedures for Reported Missing Adults or Children
- Procedures for Engaging Persons Suffering from Mental Illness
- Protective Vests
- Body-Worn Cameras
- Procedures for Responding to and Investigating High-Risk Incidents (e.g., reported crimes in progress, domestic violence, assaults, alarms, fights in progress)



- Criminal Investigations
- Authority and Scope to Conduct Criminal Investigations
- Protocols for Notifying Supervisory Personnel
- Protocols for Requesting Mutual Aid
- Responsibilities for Protecting, Processing and Collecting Evidence
- Authority to Conduct Interviews and Interrogations
- Use of Officers in an Undercover Capacity

#### Policies and Procedures Manual

- Matters Involving Juveniles At-Risk or Offenses
- Protocols to Be Followed When Encountering Juvenile Officers, Juvenile in Need of Services, and Juvenile Deemed to be at Risk
- Procedures for Taking a Juvenile into Custody
- Custodial Interrogation and Interviewing Juveniles
- School Resource Program (consider MOU)
- Description of Community Youth Programs
- Description of Early Intervention and Diversionary Programs

#### Policies and Procedures Manual



- Traffic Enforcement and Collision Investigations
- Authority to Conduct Motor Vehicle Stops
- Protocols for Conducting Motor Vehicle Stops
- Scope of Traffic Enforcement Laws and Regulations
- Procedures for Conducting Traffic Collision Investigations
- Protocols for Situations Requiring Mutual Aid

Policies and Procedures Manual

- Detainee Transportation and Detention of Individuals
- Procedures for Transporting Persons Taken into Custody
- Protective Measures to be Taken When Transporting a Detainee
- Searching an Individual Prior to Placing in a Holding Cell
- Monitoring Detainees while in Custody
- Procedures for Releasing or Turning Over an Individual to Another Jurisdiction

Policies and Procedures Manual



- Communications Center Operations
- General and Overall Communications Center Operations
- Responsibilities for Communications Personnel
- Processing Calls for Service
- Communications between Center and Field Personnel
- Recording Status of Field Personnel
- Communications with Interacting Agencies
- Notifications Protocol to Supervisors
- Procedures for Handling Emergency Request
- Procedures on the Use of Communications Systems (e.g., call playback, CAD System, CJIS Terminal, Alert Equipment, etc.)
- Level of First Aid to be Administered Over the Phone

#### Policies and Procedures Manual

Specific protocols may also be incorporated into a Communications Operations Manual

- Critical Incidents and Special Operations
- Planning Responsibility
- All Hazards Plan
- Command Function
- Operations Function
- Planning Function
- Logistics Function
- All Hazard Plan Training
- Active Threats
- Special Events Planning
- Hazmat Awareness

#### Policies and Procedures Manual

Specific protocols for certain incidents may be incorporated into a Critical Incident Response Operations Manual