POLICE & COMMUNITY TRUST INITIATIVE

FINAL REPORT PRESENTATION
August 2021

The Bowman Group
Police Practices Experts

TBG ASSESSMENT TEAM

The Bowman Group
Dr. Theron L. Bowman
Dr. Ashley Brown Burns
Christi L. Gullion, MS
Tracey Mears, JD
Rashida Ogletree-George, JD
Julie Solomon, MSW, MBA
Chief Lisa G. Womack, MPA

Effective Law Enforcement for All, Inc.
David Douglass, JD
Chief Mitch Brown
Chief Bob McNeilly
Deputy Chief Bill Murphy, MPA
Chief Mary Ann Viverette, MA

AH Datalytics
Jeff Asher, MA
Ben Horwitz, MS

CNA Institute for Public Research
Vivian Elliott, MS
Dr. Thomas Christoff
Laura McElroy
Monique Jenkins, MA
Dr. Rachel Johnston
Steve Rickman, MA
Zoe Thorkildsen, MA
Thomas Woodmansee, MS

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ASSESSMENT OVERVIEW

The principal objective of this assessment, as mutually established by the City of Orlando and The Bowman Group, was to identify opportunities to improve OPD policies, procedures, practices, training, and operations related to community engagement, community-oriented policing, accountability and oversight, transparency, and internal and external investigations.

The recommendations for improvements are based on national standards, best practices, current and emerging research, and community expectations, and are designed to make a good police department even better.

OPD and the City must now strategically plan and complete an implementation strategy and schedule, although this may require effort, considerable resource investments, and multiple cycles, both presently and over time.

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ASSESSMENT OBJECTIVES

Specifically, the City and the TBG agreed the initiative would address the following:

❑ Improve departmental accountability and oversight systems, processes, and procedures including use of force, internal affairs, community policing and engagement, stops, searches, and arrests, and early intervention systems.

❑ Conduct a review and assessment of the OPD's written internal affairs policies, procedures, and practices surrounding the intake and investigation of use of force incidents, internal and external complaints, training, data collection, accountability, and transparency.

❑ Improve departmental training across all levels.

❑ Institute a community policing strategy to improve community engagement and sustain organizational change throughout the Department.

❑ Determine the current status of the Department in terms of police operations, policies and procedures, and assess whether the Department's operations are consistent with national best practices.

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ASSESSMENT APPROACH

In general, the assessment of each subject area involved:

❑ Rigorous document review including policies, Standard Operating Procedures (SOPs), training materials, procedures and practices, systems, and department files.

❑ Interviews and solicitation of multiple viewpoints from members of the community as well as of the Department and city government.

❑ Ride-alongs with officers and direct observation of personnel engaged with members of the community while addressing their duties.

❑ Analysis and review of available data and documents, either in full or through representative sampling.

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ASSESSMENT FINDINGS

These key areas require <u>immediate</u> attention within the Department:

❑ Thoroughly review and update all policies department-wide to demonstrate OPD's commitment to adhering to current best practices in policing, including procedural justice, impartial policing, community policing, and de-escalation.

❑ Strengthen OPD's accountability systems, including by making the use of force review process more robust, clarifying internal affairs practices, and better utilizing the Citizen Police Review Board.

❑ Increase data collection and analysis across all areas department-wide.

❑ Develop and implement a department-wide community policing philosophy and strategic plan.

❑ Strengthen community policing expectations and training across the Department.

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OPD STRENGTHS

The following key <u>strengths</u> were identified during this assessment:

✧ Community perceptions of OPD's community engagement as well as community policing efforts by OPD personnel have improved in recent years, particularly under Chief Orlando Rolón.

✧ OPD's Public Information Office has managed to grow its social media engagement with the community, balance the coverage of extensive protests following the death of George Floyd, and strengthen its relationship with the local media.

✧ OPD has laid a foundation for using analytics to drive decision-making and support open data engagement with their community. The City of Orlando has developed an open data website which allows the public to access datasets and create visualizations based on the data.

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OPD STRENGTHS

✧ OPD has created and implemented a robust crime center that is staffed by crime analysts and detectives that has expanded departmental data-driven response capabilities.

✧ OPD's Internal Affairs' leadership and personnel are hardworking, supportive of each other and open to recommendations for improvement.

✧ OPD has the solid foundation of an early intervention (EI) policy and program, and after moving to EI Pro and implementing recommended reforms within this report, this EI program will be aligned to national best practices.

✧ The City of Orlando, the OPD and the partnering community mental health center, Aspire, should be commended on their proactive approach to recognizing the need for alternative models of response to people in behavioral health crisis. They have collectively engaged in robust preparations to launch their first alternative response pilot.

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OPD STRENGTHS

✧ The OPD School Resource Section operates within known best practices in school-based policing models.

✧ The school-based policing best practices we found include:
- Strong partnership with the Orange County Public Schools
- Clearly defined and agreed upon role and function of School Resources Officers (SROs) regarding the law enforcement function versus the school administrative function
- Clearly defined and thorough SRO selection process
- SRO training and certification requirements including youth focused and special needs training

✧ OPD has created a community youth outreach coordinator position who coordinates various programs designed for the youth of the Orlando community. In addition, OPD partners with school and community organizations for youth related activities. Several of the youth programs fall under the direction and supervision of the School Resource Section.

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KEY RECOMMENDATION GOALS

1. Embrace Community Policing as a department wide philosophy.

2. Ensure force used is only that which is objectively reasonable, necessary and proportional to the threat.

3. Model procedural justice in the internal investigations process.

4. Apply the least intrusive and most effective constitutional approaches to conducting and aggressively monitoring stops, searches, and arrests.

5. Create and enhance partnerships to promote alternatives to incarceration.

6. Create and operationalize an effective mental and behavioral services model tailored to specified needs.

7. Modernize technology, data collection and assessment tools.

8. Serve local youth and give them voice.

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KEY RECOMMENDATION GOALS

9. Embrace Family Parks & Recreation as essential service delivery partners.

10. Implement a comprehensive recruitment and hiring strategy, reporting and assessment process.

11. Train personnel to support "guardian" style service delivery approach.

12. Provide proactive and responsive support to promote and sustain a healthy workforce.

13. Embrace an early intervention program to support employee retention.

14. Leverage communications services to enhance operational efficiency, and employee and community safety.

15. Understand the community's perception of the value OPD services provide.

16. Leverage communication capabilities to advance 21st century policing.

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COMMUNITY ENGAGEMENT
Embrace Community Policing as a department wide philosophy.

o   While OPD participates in several positive community engagement activities, OPD's current approaches to community engagement appear to be siloed. The Department does not have a comprehensive strategic plan focused on community engagement.

o   OPD does not currently train a community policing model or philosophy on community policing in their Orientation Program.

KEY RECOMMENDATIONS

❑   OPD needs to develop a comprehensive community engagement strategic plan and incorporate community policing as a department-wide philosophy.

❑   OPD can consider a geographic policing model, assigning officers to predetermined geographic boundaries. A main goal is to maintain these assignments over time to forge relationships with the community, apply problem-solving methods to reduce crime, and improve the overall quality of life.

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USE OF FORCE

Ensure force used is only that which is objectively reasonable, necessary and proportional to the threat.

o The current OPD use of force policy does not include clear guidance on several types of force used by OPD officers, including the deployment of canines, the use of Electronic Control Devices (ECDs), and the use of chemical spray.

o Some common best practices, such as limitations on the number of ECD cycles officers should use and defining a canine bite as a serious use of force, are absent from OPD's policy.

o Gaps in OPD's force policy have contributed to the approval of questionable uses of force.

KEY RECOMMENDATIONS

❑ OPD should make its suite of use of force policies more comprehensive and complete by drafting new weapon-specific policies and more thoroughly incorporating requirements that the use of force should be necessary, reasonable, and proportional to the threat encountered.

❑ Develop a specialized Force Investigation Team (FIT) to conduct comprehensive investigations of serious uses of force.

❑ Create an internal Use of Force Review Board that will serve as a departmental quality control entity.

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INTERNAL AFFAIRS
Model procedural justice in the internal investigations process.

o OPD's policies do not outline specific criteria for complaints to be assigned for a formal investigation versus supervisory referral and do not define general complaints.

o The City of Orlando is under-utilizing the Citizen Police Review Board and intentionally narrowing its focus and role.

KEY RECOMMENDATIONS

❑ Clearly define in policy specific criteria for formal investigations, supervisory referrals, and general complaints.

❑ Ensure the City of Orlando and OPD expands the role of the CPRB as a liaison to the community within the full scope of the Board's authority as outlined by City Ordinance.

❑ Utilize the CPRB as a communication avenue to provide information to the community and build community trust.

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STOPS, SEARCHES & ARRESTS (SSA)
Apply the least intrusive and most effective constitutional approaches to conducting and aggressively monitoring SSA.

o   OPD's policies and procedures included 30 various policies, training bulletins, and operations manuals that have some guiding language for stops, searches, and/or arrests. Overall, the collection of polices and training bulletins represent an opaque hodgepodge of instructions and a very weak policy system that doesn't effectively incorporate critical guiding principles.

o   OPD fails to collect appropriate data regarding stops, searches, and arrests. OPD does not currently document and collect data on all stops and OPD does not require the documentation of Searches of any type.

KEY RECOMMENDATIONS

❑   Develop operational policies based on the guiding principles for every basic enforcement action OPD takes, including but not limited to: all stops, searches, and arrests, uses of force, engagement with the community, and investigative activities.

❑   Develop a set of policies concerning Fair and Impartial Policing that include guiding principles for all departmental operations to include: procedural justice, impartial policing, community policing, and de-escalation.

❑   Require documentation of all stop and search types, including all warrantless search types.

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ALTERNATIVE RESPONSE PROGRAM
Create and enhance partnerships to promote alternatives to incarceration.

KEY RECOMMENDATIONS

☐ Develop telecommunication specific CIT, or include telecommunications in 40-hour CIT.

☐ Prioritize response of CIT officers under new model to calls for service involving a mental health component.

☐ Develop a system for identifying mental health calls at 911 and at OPD.

☐ Develop and execute a public education campaign.

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MENTAL & BEHAVIORIAL HEALTH

Create and operationalize an effective mental and behavioral services model tailored to specified needs.

KEY RECOMMENDATIONS

❑ Revise CIT policies significantly, including input from key city and community entities.

❑ Establish clear criteria for dispatch to identify these calls.

❑ Develop a protocol for telecommunications to know which officers are CIT certified, without having to request units over the air.

❑ Develop a formal CIT report that includes: Demographics, Behavior Observed, If weapons were present (and what type), Whether or not officer is CIT, Disposition (resolved on scene, transported voluntary, Baker Act, Arrest), and Arrest type (city ordinance, misdemeanor, felony non-person, felony person), and Use of Force type.

❑ Determine and execute robust data collection both internally and externally relating to CIT.

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TECHNOLOGY, DATA COLLECTION & ASSESSMENT
Modernize technology, data collection and assessment tools.

KEY RECOMMENDATIONS

❑ Enhance transparency by providing data on arrests, force, traffic stops, searches, and the accountability system.

❑ Record and collect data that will allow for more robust and accurate benchmarking to assess possible racial bias.

❑ Conduct additional analyses and investigation to understand the reasons behind observed racial disparities and proactively address them. This should include exploration of systemic concerns driven by policy or standard practice, as well as pragmatic approaches to addressing individual behavior.

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SCHOOL RESOURCE OFFICER
Serve local youth and give them voice.

KEY RECOMMENDATIONS

☐ Create a School Resource Section policy that clearly outlines the mission and guiding principles of the School Resource Program.

☐ Incorporate the language contained in the Agreements with Orange County Public Schools into the SRO Policy as a guiding principle.

☐ Review the School Resource Policy annually and update, as necessary.

☐ Better collaborate with Orange County Public Schools to expand School Resource Section annual training requirements for officers and school personnel to include: Youth focused mental health training, Adolescent Development, School-Based Implicit Bias, and additional special needs training.

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FAMILY, PARKS & RECREATION (FPR)
Embrace FPR as essential service delivery partners.

KEY RECOMMENDATIONS

❑ Ensure that OPD develop and sustain an ongoing collaboration with FPR staff to discuss avenues to strengthen the partnership between the Departments and improve youth outreach opportunities.

❑ Conduct a detailed analysis of juvenile arrests and enforcement activities. Outcomes from this analysis should be used to guide any necessary policy and procedural changes.

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RECRUITMENT & HIRING

Implement a comprehensive recruitment and hiring strategy, reporting and assessment process.

KEY RECOMMENDATIONS

- ☐ Develop the Recruitment SOP to foster and promote more of an emphasis on diversity recruitment efforts.

- ☐ Add "Guardian-style" policing as more a part of OPD's "Identity" in recruitment materials.

- ☐ Research Cloud-based systems (e.g., E-Soph) for collection and retention of background information and data. Integrate recruitment data into analytics platform.

- ☐ Combine relevant recruitment data to evaluate recruitment trends and if milestones are met.

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OFFICER TRAINING
Train personnel to support "guardian" style service delivery approach.

KEY RECOMMENDATIONS

❑ Incorporate de-escalation into the philosophy of the organization.

❑ Create a more robust Annual Training Plan that addresses human relations training on an annual basis and ensures at least one human relations topic is taught each year.

❑ Consider introducing training constructs cognizant of developing a "whole officer" and reinforcing teamwork and active bystandership as critical officer educational components to astutely point out OPD training is more than just tactics and firearms.

❑ Adopt a traffic stop format based upon the CAL-POST 8-step model or a similar model to ensure the tenets of procedural justice and bias-free policing: voice, respect, neutrality, etc. are followed, and automatically embedded into the curriculum.

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OFFICER WELLNESS
Provide proactive and responsive support to promote and sustain a healthy workforce.

KEY RECOMMENDATIONS

☐ Develop a policy/SOP for officer wellness as indicated in the officer wellness strategic plan.

☐ Work with City HR to evaluate the well-researched 5-year officer assistance strategic plan.

☐ Work with City HR to conduct a needs assessment related to officer wellness.

☐ Work with City HR to evaluate external vs. internal clinical models for officer mental health services within the City of Orlando, OPD, or outside services and resources for officers.

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EARLY INTERVENTION PROGRAM
Embrace an early intervention program to support employee retention.

KEY RECOMMENDATIONS

❑ Revise the EI Program 2207.3 policy to describe the nature and purpose of the EI program, including that it is non-disciplinary, at the beginning of the policy. Ensure that it has a balanced focus of identifying and addressing at-risk behavior and officer mental health and wellness.

❑ Ensure communication and training of the EI Program is provided department wide.

❑ Consider including additional performance indicators in the EI program such as vehicle collisions, pursuits, traffic and pedestrian stops, arrests, firearm discharges, domestic violence issues including officer subject to a restraining order, failure to appear in court, sick leave, mandatory counseling, etc., and searches and seizures, training records, transfers, secondary employment, and officer injury.

❑ Consider including positive performance indicators in the EI program along with the adverse events, to achieve a balance, so supervisors have a holistic view of an officers' attitude, behavior, and work history.

EMERGENCY COMMUNICATIONS & DISPATCH

Leverage communications services to enhance operational efficiency, and employee and community safety.

KEY RECOMMENDATIONS

❑ Institute hiring processes in line with recommended best practices of the Association of Public-Safety Communications Officials (APCO) International and the Commission on Accreditation for Law Enforcement Agencies (CALEA) to include pre-employment psychological examinations for ECS new hires.

❑ Conduct a complete workload analysis and staffing study to determine if reliance on overtime to maintain minimum staffing levels continues to be efficient and effective.

❑ Consider and implement all recommendations outlined under the Critical Incident Response and Alternative Response Program Assessment Section to include trained mental health clinicians as Emergency Communications Section staff members for mental health calls; and provide mental health – crisis response training annually for all ECS personnel.

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TARGETED COMMUNITY SURVEY
Understand the community's perception of the value OPD services provide.

KEY RECOMMENDATIONS

❑ Revise the survey language to align more with the tenets of procedural justice and police legitimacy.

❑ In future targeted community surveys, consider including questions that align with the tenets of procedural justice and police legitimacy, such as asking community members about their interaction with OPD and feeling respected, listened to, whether the matter was taken seriously, whether the situation was explained to them, and whether the decision was fair.

❑ Consider using survey findings to talk to officers about how to better communicate with victims.

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COMMUNICATIONS ASSESSMENT (PIO)
Leverage communication capabilities to advance 21st century policing.

KEY RECOMMENDATIONS

❑ Further develop a collaborative written communication strategy with the City's Office of Communications.

❑ Create a written protocol for handling the external and internal messaging during critical incidents, including officer-involved shootings and incidents captured on body-worn camera video.

❑ Develop a crisis communication plan to include a consistent and transparent process for releasing information.

❑ Establish protocol for consistent information-sharing and releasing body-worn camera footage following critical incidents.

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CONCLUSION

This final presentation covers our comprehensive review of the Orlando Police Department.

The observations and recommendations outlined in TBG's report are designed to help the Department take steps that will increase confidence and legitimacy within the community.

While critical, many of the recommendations are first steps in a long process of building trust, improving internal accountability, and ensuring that police services are delivered in a manner that reflects the community's values.

Increasing trust and accountability will improve the ability of Orlando police to work with residents to co-produce public safety, will reduce the use of force and will make the job of police officers safer and more satisfying.

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ORLANDO PATH FORWARD

This project could not have been completed without the significant contribution from the Orlando community, City of Orlando personnel, the Orlando Police Department (OPD), and the Chief of Police Rolón. We thank the City of Orlando for its dedicated facilitation of our comprehensive review of the OPD, and commend the Chief of Police and OPD personnel for their professional cooperation.

We thank the members of the Orlando community who have shared their experiences and insights related to OPD and policing reforms.

Input from your community and workforce has informed TBG's findings, and provided critical insights during the review of the OPD. We believe Orlando's leadership appears to be committed to identifying and correcting issues found in areas including OPD policies, training, supervision, and transparency.

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