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Wednesday, July 1, 2020

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Dr. Lorie Fridell

Professor for Department of Criminology, University South Florida, FL



Dr. Fridell is a national expert on the psychology of bias and how bias might impact law enforcement professionals. She speaks nationally on this topic and provides consultation and training to agencies. Publications on this topic include articles, chapters and several books, including *Producing bias-free policing: A science-based approach* (Springer Publishers, 2017). With law enforcement practitioners, national experts on the psychology of implicit bias, and funding from the US Department of Justice COPS Office, she developed the “Fair and Impartial Policing” (FIP) training program. FIP is the #1 training program used by law enforcement in North America. (See www.fipolicing.com). Dr. Lorie Fridell is a professor in the Department of Criminology at the University of South Florida (USF) in Tampa. Prior to joining USF in August of 2005, she served for six years as the Director of Research at the Police Executive Research Forum (PERF) in Washington, D.C.

Daniel Slaughter

Chief, Clearwater Police Department, FL



A graduate of Largo High School and the University of South Florida, Chief Daniel Slaughter began his career with the Clearwater Police Department in October 1992. Promoted to Sergeant in 2000, Chief Slaughter served in a variety of assignments, including the department's Accreditation Manager, successfully gaining reaccreditation status for the department in June 2007. During that year, he also earned his Master of Business Administration from the University of Phoenix.

In 2009, Chief Slaughter was promoted to Lieutenant and was assigned to command the Special Operations Section. As part of that assignment, he managed the public safety planning related to special events within the city of Clearwater that included the Ironman event, filming of the first Dolphin Tale movie, the Clearwater Jazz Holiday, Fun 'n Sun concerts and the Clearwater Celebrates America July 4th fireworks event.

In 2012, he was promoted to Major and assigned to the Patrol Division, responsible for the deployment and management of the 24-hour uniform operations and the budget for the department's largest division. On August 7, 2014, Daniel Slaughter was sworn in as the Clearwater Police Department's 13th Chief of Police, commanding the third largest law enforcement agency in Pinellas County.

Chief Slaughter currently serves as a Member at Large on the Board of Directors for the Police Executive Research Forum (PERF) and is the District #12 Director for the Florida Police Chiefs Association (FPCA). He is an active board member for Clearwater for Youth and Directions for Living. Chief Slaughter was also past president of the Tampa Bay Area Chiefs of Police Association (TBACPA) which includes over 100 law enforcement executives, commanders and public safety professionals from 46 law enforcement entities in nine Florida counties.

President's Commission on Law Enforcement and the Administration of Justice

Testimony of Police Chief Daniel Slaughter, City of Clearwater, Florida

July 1, 2020

Introduction

The City of Clearwater is 26 square miles located in Pinellas County, Florida. The Clearwater Police Department is staffed with 245 police officers and 125 civilian employees, serving a population of approximately 117,000. I have been with the Clearwater Police Department for over 27 years and have held the position of Chief of Police for the past six years. The core organizational principles of the Clearwater Police Department are 1) Preservation of Life, 2) Commitment to Excellence, 3) Being Community Champions, and 4) following the principles of Sir Robert Peel.

Recommendation

From my professional experience, I respectfully request the President's Commission on Law Enforcement and the Administration of Justice consider the following in order to build trust and legitimacy between communities and law enforcement agencies:

- Promote and encourage the law enforcement culture to embrace the role of the first responder with respect to being the first to defend and protect civil liberties and basic human rights. (Ramsey, 2014).
- Promote and encourage all law enforcement agencies to provide training in implicit bias.
- Promote and encourage all law enforcement agencies to establish programs that promote the “intentional, non-enforcement, face-to-face contact between officers and citizens in the neighborhoods of greatest need (Johnson, 2015).”

The Clearwater Police Department is, and will continue to be, a police agency that seeks to continually improve in the category of community trust. No level of community trust is enough.

People trust people. People build relationships, and organizations benefit. Therefore, I believe community trust of the police is earned through the positive interactions of police officers with community members, one encounter at a time. Policing that is not bias-free harms the community trust of police. To build an organizational culture that seeks to be bias-free, a police organization must have an awareness of and accept the presence of implicit bias and use the knowledge to look for it and address it.

To create an organizational culture that embraces bias-free policing, the department must make it clear during the hiring process and on boarding process the organizational commitment to fair and impartial policing. Questions presented to a police candidate are constructed to elicit a response from the candidate that can be analyzed as part of the screening process, but I argue the mere presentation of the question to the candidate communicates to the candidate what the organization values. The curriculum presented to police candidates during the on boarding processes also communicates to newly hired police officers what the organization's values are. This includes introducing new police officers to implicit bias training and the history of police work early in the on boarding process.

During the on boarding process, a new police officer with the Clearwater Police Department is provided the publication *The Challenge of Policing in a Democratic Society: A Personal Journey Toward Understanding*, by Charles H. Ramsey. In this publication, Ramsey (2014) educates the reader on the obligations of the police to be the “first responders when basic human and civil rights are threatened or denied. Not bystanders.” The new police officers are required to write an impact statement on the article, which facilitates a discussion on ensuring these new officers understand their highest responsibility is to protect all life, treat people with dignity, and be the

first person to object to violations of civil liberties or civil rights, including policing that is not bias-free.

New Clearwater police officers are introduced to the concept of implicit bias during the onboarding training. The training is reinforced by department policy. The department conducts a Fair and Impartial Policing Administrative Review annually. The report reviews the applicable policies for potential improvements and evaluates data requiring further review. However, police administrators must recognize that data should drive more questions and do deeper levels of analysis to search for problems and identify corrective actions.

Additionally, the management staff of the Clearwater Police Department receives regular reoccurring training in implicit bias. Law enforcement agencies have a responsibility to evaluate the potential damage to public trust when implementing crime fighting strategies. To know implicit bias exists is only part of the equation. Commanders and managers need to evaluate how implicit bias could play a role in a crime fighting strategy and ensure any strategy is in full agreement with a policy of bias-free policing.

Law enforcement leaders cannot simply provide implicit bias training to staff and suspect that will improve community trust. Interestingly, certain strategies can both reduce bias and improve community trust. Contact theory indicates bias can be reduced by having positive contacts that counter stereotypes (Fridell, 2017). Research has also shown that “face-to-face non-enforcement interactions between police officers and community members in the areas of the greatest need of police services” built trust and satisfaction with police (Johnson, 2015).

Conclusion

Community trust is required for police departments to be effective. Public approval, respect of the public, and cooperation are words prevalent in the Principles of Sir Robert Peel. Police officers need to embrace their role as an instrument of positive change and understand a primary responsibility of a police officer is not to allow themselves to be used as an instrumentality of bias and recognize the existence of implicit bias. Organizations need to continually evaluate the impact of strategies and operations and how they can reinforce or reduce implicit bias in their workforce and in the public. Educating law enforcement officers on the history of policing, the core principles of the profession, and implicit bias will empower police officers to be the instrument of positive change the community continues to demand. Law enforcement leaders will need to be surgical in their policing strategies, continually evaluating strategies to ensure they are bias-free and procedurally just. The current environment may have some believing the law enforcement profession is permanently broken. I continue to believe almost all police officers are the most noble people on the planet and willing to do a very complicated job for the betterment of our communities.

References

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THE NCSTM
The National Community SurveyTM

Clearwater, FL

Trends over Time

2019



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Summary

The National Community Survey™ (The NCS™) is a collaborative effort between National Research Center, Inc. (NRC) and the International City/County Management Association (ICMA). The survey and its administration are standardized to assure high quality research methods and directly comparable results across The NCS communities. The NCS captures residents' opinions within the three pillars of a community (Community Characteristics, Governance and Participation) across eight central facets of community (Safety, Mobility, Natural Environment, Built Environment, Economy, Recreation and Wellness, Education and Enrichment and Community Engagement). This report discusses trends over time, comparing the 2019 ratings for the City of Clearwater to its previous survey results in 2008, 2014 and 2017. Additional reports and technical appendices are available under separate cover.

Trend data for Clearwater represent important comparison data and should be examined for improvements or declines. Deviations from stable trends over time, especially, represent opportunities for understanding how local policies, programs or public information may have affected residents' opinions.

Meaningful differences between survey years have been noted within the following tables as being "higher" or "lower" if the differences are greater than six percentage points between the 2017 and 2019 surveys, otherwise the comparisons between 2017 and 2019 are noted as being "similar." Additionally, benchmark comparisons for all survey years are presented for reference. Changes in the benchmark comparison over time can be impacted by various trends, including varying survey cycles for the individual communities that comprise the benchmarks, regional and national economic or other events, as well as emerging survey methodologies.

Overall, ratings in Clearwater for 2019 generally remained stable. Of the 123 items for which comparisons were available, 97 items were rated similarly in 2017 and 2019, 20 items showed a decrease in ratings and six showed an increase in ratings. Notable trends over time included the following:

- Various Community Characteristics and aspects of Governance within the facet of Economy declined in 2019 compared to 2017 including the quality of business and services, Clearwater as a place to work and economic development services, among others. Residents gave lower quality ratings to the cost of living and affordable quality housing in Clearwater in 2019 compared to 2017 and more residents indicated they were under housing cost stress.
- While fewer residents reported carpooling in 2019 compared to 2017, the quality ratings for ease of travel by car and by public transportation increased.
- Fewer residents gave high marks to Clearwater as a place to live and fewer residents would recommend Clearwater to others in 2019 compared to 2017.

The National Community Survey™

Table 1: Community Characteristics General

	Percent rating positively (e.g., excellent/good)				2019 rating compared to 2017	Comparison to benchmark			
	2008	2014	2017	2019		2008	2014	2017	2019
Overall quality of life	75%	78%	84%	79%	Similar	Similar	Similar	Similar	Similar
Overall image	67%	72%	69%	68%	Similar	Similar	Similar	Similar	Similar
Place to live	83%	85%	90%	83%	Lower	Similar	Similar	Similar	Similar
Neighborhood	76%	74%	80%	74%	Similar	Similar	Similar	Similar	Similar
Place to raise children	60%	68%	71%	68%	Similar	Much lower	Similar	Similar	Similar
Place to retire	67%	75%	81%	80%	Similar	Higher	Similar	Higher	Higher
Overall appearance	67%	72%	75%	72%	Similar	Similar	Similar	Similar	Similar

Table 2: Community Characteristics by Facet

		Percent rating positively (e.g., excellent/good, very/somewhat safe)				2019 rating compared to 2017	Comparison to benchmark			
		2008	2014	2017	2019		2008	2014	2017	2019
Safety	Overall feeling of safety	NA	69%	71%	74%	Similar	NA	Similar	Similar	Similar
	Safe in neighborhood	92%	90%	91%	88%	Similar	Similar	Similar	Similar	Similar
	Safe downtown/commercial area	77%	68%	74%	73%	Similar	Lower	Lower	Lower	Lower
Mobility	Overall ease of travel	NA	57%	59%	63%	Similar	NA	Lower	Similar	Similar
	Paths and walking trails	65%	65%	65%	65%	Similar	Higher	Similar	Similar	Similar
	Ease of walking	51%	56%	52%	54%	Similar	Lower	Similar	Similar	Similar
	Travel by bicycle	44%	48%	43%	45%	Similar	Similar	Similar	Similar	Similar
	Travel by public transportation	NA	33%	27%	35%	Higher	NA	Lower	Similar	Similar
	Travel by car	42%	43%	45%	52%	Higher	Much lower	Lower	Lower	Similar
	Public parking	NA	35%	32%	37%	Similar	NA	Lower	Lower	Lower
	Traffic flow	29%	29%	34%	36%	Similar	Much lower	Lower	Similar	Similar
Natural Environment	Overall natural environment	61%	73%	70%	72%	Similar	Lower	Similar	Similar	Similar
	Cleanliness	64%	71%	73%	72%	Similar	Lower	Similar	Similar	Similar
	Air quality	59%	72%	74%	71%	Similar	Similar	Similar	Similar	Similar
Built Environment	Overall built environment	NA	52%	50%	50%	Similar	NA	Similar	Similar	Similar
	New development in Clearwater	50%	40%	43%	43%	Similar	Lower	Lower	Similar	Similar
	Affordable quality housing	29%	46%	38%	27%	Lower	Similar	Similar	Similar	Similar
	Public places	NA	64%	67%	63%	Similar	NA	Similar	Similar	Similar
Economy	Overall economic health	NA	54%	64%	61%	Similar	NA	Similar	Similar	Similar
	Vibrant downtown/commercial area	NA	30%	33%	32%	Similar	NA	Lower	Lower	Lower
	Business and services	60%	59%	65%	53%	Lower	Similar	Similar	Similar	Similar
	Cost of living	NA	41%	43%	35%	Lower	NA	Similar	Similar	Similar
	Shopping opportunities	75%	76%	77%	72%	Similar	Much higher	Higher	Higher	Higher

The National Community Survey™

	Percent rating positively (e.g., excellent/good, very/somewhat safe)	2019 rating compared to 2017				Comparison to benchmark				
		2008	2014	2017	2019	2008	2014	2017	2019	
	Employment opportunities	34%	35%	47%	44%	Similar	Similar	Similar	Similar	Similar
	Place to visit	NA	88%	90%	87%	Similar	NA	Higher	Much higher	Higher
	Place to work	50%	58%	69%	62%	Lower	Lower	Similar	Similar	Similar
Recreation and Wellness	Health and wellness	NA	74%	70%	70%	Similar	NA	Similar	Similar	Similar
	Mental health care	NA	50%	43%	43%	Similar	NA	Similar	Similar	Similar
	Preventive health services	51%	63%	67%	63%	Similar	Similar	Similar	Similar	Similar
	Health care	46%	64%	64%	56%	Lower	Similar	Similar	Similar	Similar
	Food	59%	69%	71%	68%	Similar	Similar	Similar	Similar	Similar
	Recreational opportunities	74%	74%	76%	69%	Lower	Much higher	Similar	Similar	Similar
	Fitness opportunities	NA	74%	72%	69%	Similar	NA	Similar	Similar	Similar
Education and Enrichment	Education and enrichment opportunities	NA	64%	60%	59%	Similar	NA	Similar	Similar	Similar
	Cultural/arts/music activities	62%	66%	66%	64%	Similar	Higher	Similar	Similar	Similar
	Adult education	NA	59%	55%	57%	Similar	NA	Similar	Similar	Similar
	K-12 education	54%	51%	57%	53%	Similar	Much lower	Lower	Lower	Lower
Community Engagement	Child care/preschool	34%	54%	51%	49%	Similar	Lower	Similar	Similar	Similar
	Neighborhood	NA	52%	55%	56%	Similar	NA	Similar	Similar	Similar
	Openness and acceptance	56%	57%	58%	56%	Similar	Similar	Similar	Similar	Similar
	Opportunities to participate in community matters	59%	58%	62%	55%	Lower	Similar	Similar	Similar	Similar
	Opportunities to volunteer	76%	72%	76%	69%	Lower	Similar	Similar	Similar	Similar

Table 3: Governance General

	Percent rating positively (e.g., excellent/good)				2019 rating compared to 2017	Comparison to benchmark			
	2008	2014	2017	2019		2008	2014	2017	2019
Services provided by Clearwater	70%	75%	77%	70%	Lower	Similar	Similar	Similar	Similar
Customer service	75%	71%	73%	69%	Similar	Similar	Similar	Similar	Similar
Value of services for taxes paid	48%	48%	53%	48%	Similar	Much lower	Similar	Similar	Similar
Overall direction	47%	50%	52%	47%	Similar	Much lower	Similar	Similar	Similar
Welcoming citizen involvement	43%	46%	50%	47%	Similar	Much lower	Similar	Similar	Similar
Confidence in City government	NA	44%	49%	44%	Similar	NA	Similar	Similar	Similar
Acting in the best interest of Clearwater	NA	47%	48%	46%	Similar	NA	Similar	Similar	Similar
Being honest	NA	49%	52%	46%	Similar	NA	Similar	Similar	Similar
Treating all residents fairly	NA	45%	50%	46%	Similar	NA	Similar	Similar	Similar
Services provided by the Federal Government	40%	40%	38%	46%	Higher	Similar	Similar	Similar	Similar

The National Community Survey™

Table 4: Governance by Facet

		Percent rating positively (e.g., excellent/good)				2019 rating compared to 2017	Comparison to benchmark			
		2008	2014	2017	2019		2008	2014	2017	2019
Safety	Police	76%	76%	81%	76%	Similar	Similar	Similar	Similar	Similar
	Fire	92%	90%	90%	91%	Similar	Similar	Similar	Similar	Similar
	Ambulance/EMS	88%	90%	90%	88%	Similar	Similar	Similar	Similar	Similar
	Crime prevention	59%	60%	66%	67%	Similar	Similar	Similar	Similar	Similar
	Fire prevention	70%	67%	75%	76%	Similar	Lower	Similar	Similar	Similar
	Emergency preparedness	73%	73%	72%	75%	Similar	Much higher	Similar	Similar	Similar
Mobility	Traffic enforcement	59%	55%	60%	57%	Similar	Lower	Similar	Similar	Similar
	Street repair	51%	40%	45%	46%	Similar	Similar	Similar	Similar	Similar
	Street cleaning	63%	58%	65%	67%	Similar	Similar	Similar	Similar	Similar
	Sidewalk maintenance	57%	53%	50%	52%	Similar	Similar	Similar	Similar	Similar
	Traffic signal timing	42%	35%	38%	42%	Similar	Lower	Lower	Similar	Similar
	Garbage collection	89%	84%	79%	76%	Similar	Much higher	Similar	Similar	Similar
Natural Environment	Recycling	77%	84%	78%	74%	Similar	Higher	Similar	Similar	Similar
	Yard waste pick-up	79%	82%	75%	80%	Similar	Much higher	Similar	Similar	Similar
	Drinking water	50%	52%	49%	55%	Higher	Much lower	Lower	Lower	Lower
	Open space	NA	53%	51%	53%	Similar	NA	Similar	Similar	Similar
	Storm drainage	60%	67%	59%	60%	Similar	Higher	Similar	Similar	Similar
	Sewer services	69%	72%	68%	68%	Similar	Similar	Similar	Similar	Similar
Built Environment	Clearwater Gas utility	NA	75%	60%	75%	Higher	NA	Similar	Lower	Similar
	Utility billing	NA	60%	70%	58%	Lower	NA	Similar	Similar	Similar
	Land use, planning and zoning	38%	43%	44%	42%	Similar	Similar	Similar	Similar	Similar
	Code enforcement	42%	37%	45%	40%	Similar	Similar	Similar	Similar	Similar
	Cable television	68%	55%	47%	49%	Similar	Much higher	Similar	Similar	Similar
	Economy	Economic development	36%	40%	48%	40%	Lower	Lower	Similar	Similar
Recreation and Wellness	City parks	82%	76%	81%	78%	Similar	Higher	Similar	Similar	Similar
	Recreation programs	74%	76%	74%	71%	Similar	Higher	Similar	Similar	Similar
	Recreation centers	76%	77%	75%	72%	Similar	Higher	Similar	Similar	Similar
Education and Enrichment	Special events	NA	66%	68%	63%	Similar	NA	Similar	Similar	Similar
	Public libraries	88%	81%	83%	86%	Similar	Higher	Similar	Similar	Similar
Community Engagement	Public information	71%	63%	70%	71%	Similar	Higher	Similar	Similar	Similar

The National Community Survey™

Table 5: Participation General

	Percent rating positively (e.g., always/sometimes, more than once a month, yes)				2019 rating compared to 2017	Comparison to benchmark			
	2008	2014	2017	2019		2008	2014	2017	2019
Sense of community	47%	49%	46%	44%	Similar	Much lower	Lower	Similar	Lower
Recommend Clearwater	82%	85%	88%	81%	Lower	Similar	Similar	Similar	Similar
Remain in Clearwater	84%	83%	85%	84%	Similar	Similar	Similar	Similar	Similar
Contacted Clearwater employees	53%	40%	46%	45%	Similar	Much lower	Similar	Similar	Similar

Table 6: Participation by Facet

		Percent rating positively (e.g., always/sometimes, more than once a month, yes)				2019 rating compared to 2017	Comparison to benchmark			
		2008	2014	2017	2019		2008	2014	2017	2019
Safety	Stocked supplies for an emergency	NA	57%	49%	82%	Higher	NA	Much higher	Higher	Much higher
	Did NOT report a crime	NA	74%	75%	79%	Similar	NA	Similar	Similar	Similar
	Was NOT the victim of a crime	84%	87%	88%	88%	Similar	Similar	Similar	Similar	Similar
Mobility	Carpooled instead of driving alone	NA	38%	35%	27%	Lower	NA	Similar	Similar	Lower
	Walked or biked instead of driving	NA	58%	57%	52%	Similar	NA	Similar	Similar	Similar
Natural Environment	Conserved water	NA	88%	91%	82%	Lower	NA	Similar	Similar	Similar
	Made home more energy efficient	NA	80%	75%	79%	Similar	NA	Similar	Similar	Similar
	Recycled at home	80%	85%	87%	78%	Lower	Similar	Similar	Similar	Similar
Built Environment	Did NOT observe a code violation	NA	47%	54%	47%	Lower	NA	Similar	Similar	Similar
	NOT under housing cost stress	NA	67%	69%	59%	Lower	NA	Similar	Similar	Similar
Economy	Purchased goods or services in Clearwater	NA	96%	97%	91%	Similar	NA	Similar	Similar	Similar
	Economy will have positive impact on income	10%	24%	33%	38%	Similar	Much lower	Similar	Similar	Similar
	Work in Clearwater	NA	43%	45%	38%	Lower	NA	Similar	Similar	Similar
Recreation and Wellness	Used Clearwater recreation centers	55%	58%	54%	52%	Similar	Similar	Similar	Similar	Similar
	Visited a City park	86%	79%	81%	82%	Similar	Similar	Similar	Similar	Similar
	Ate 5 portions of fruits and vegetables	NA	83%	81%	78%	Similar	NA	Similar	Similar	Similar
	Participated in moderate or vigorous physical activity	NA	88%	84%	81%	Similar	NA	Similar	Similar	Similar
	In very good to excellent health	NA	61%	61%	62%	Similar	NA	Similar	Similar	Similar
Education and Enrichment	Used Clearwater public libraries	76%	64%	51%	53%	Similar	Higher	Similar	Lower	Similar
	Attended a City-sponsored event	NA	47%	49%	45%	Similar	NA	Similar	Similar	Similar

The National Community Survey™

		Percent rating positively (e.g., always/sometimes, more than once a month, yes)				2019 rating compared to 2017	Comparison to benchmark			
		2008	2014	2017	2019		2008	2014	2017	2019
Community Engagement	Campaigned for an issue, cause or candidate	NA	22%	25%	20%	Similar	NA	Similar	Similar	Similar
	Contacted Clearwater elected officials	NA	15%	20%	15%	Similar	NA	Similar	Similar	Similar
	Volunteered	38%	40%	35%	37%	Similar	Lower	Similar	Similar	Similar
	Participated in a club	32%	27%	24%	28%	Similar	Similar	Similar	Similar	Similar
	Talked to or visited with neighbors	NA	92%	89%	88%	Similar	NA	Similar	Similar	Similar
	Done a favor for a neighbor	NA	83%	83%	83%	Similar	NA	Similar	Similar	Similar
	Attended a local public meeting	24%	14%	20%	16%	Similar	Lower	Similar	Similar	Similar
	Watched a local public meeting	56%	31%	25%	27%	Similar	Much higher	Similar	Similar	Similar
	Read or watched local news	NA	90%	87%	81%	Lower	NA	Similar	Similar	Similar
	Voted in local elections	NA	82%	79%	80%	Similar	NA	Similar	Similar	Similar



TO: Daniel Slaughter, Chief of Police
FROM: Lieutenant Todd Johnson, Office of Professional Standards 
CC: Accreditation File (2.06M)
DATE: January 22, 2020
RE: Fair & Impartial Policing Annual Administrative Review - 2019

In accordance with policy and accreditation standards, the Office of Professional Standards conducted an administrative review of traffic stop procedures, search warrants, and asset forfeitures as it relates to fair and impartial policing. The review addressed agency policy, training, equipment, and disciplinary issues.

Agency Policies

The importance of equal and un-biased treatment of all citizens is emphasized throughout agency policies. Highlighted policies include a foundation in this regard with the agency's Philosophy of Enforcement policy (101), Fair and Impartial Policing policy (114), Traffic Enforcement policy (453), Seizure policy (125), and Search Warrants policy (925).

Philosophy of Enforcement (101) - The primary missions of the Clearwater Police Department are the protection of life and property, the maintenance of peace and order, the provision of emergency and other police related services to the public, and the consistent, impartial enforcement of the law. The achievement of these goals requires the employees of the department to perform their duties in a professional manner and in a way which generates the cooperation and approval of the public we serve. Each employee shall ensure that all citizens receive equal treatment under the law without regard to race, ethnicity, national origin, cultural group, age, religion, gender, gender identity, sexual orientation, disability, socioeconomic status, political status, or any other legally protected characteristics and shall grant to all persons the civil rights which they are guaranteed.

Fair and Impartial Policing (114) - Biased policing is prohibited. It is the policy of the Clearwater Police Department to treat all persons in a fair, impartial, equitable and objective manner, in accordance with law, and without consideration of their individual demographics as defined in policy.

Traffic Enforcement (453) - All on-duty patrol officers shall take the appropriate enforcement action for each violation of traffic law witnessed or reported to them. All enforcement actions shall

be accomplished in a firm, fair, impartial, and courteous manner. The Clearwater Police Department does not recognize traffic quotas as a traffic enforcement incentive.

Seizure of Contraband (125) - Biased policing is prohibited in asset forfeiture and seizure proceedings. Additionally, the Department shall not establish any quota requirements for employees relating to the seizure of property under the Florida Contraband Forfeiture Act.

Search Warrants (925) - All requests for search warrants must be in conformance with Florida State Statutes Chapter 933 and Florida Legal Guidelines. The Clearwater Police Department in conjunction with the Pinellas/Pasco State Attorney's Office will ensure that issued search warrants shall be based upon probable cause and shall not intentionally violate any person's constitutional rights to be free from unlawful searches and/or seizures.

Training

All new sworn personnel are required to attend Fair and Impartial Policing training in the post academy training period. Officers are also required to complete the Florida Department of Law Enforcement course "Discriminatory Profiling and Professional Traffic Stops" every four years.

One of the strategic goals of the agency's Strategic Plan 2017-2022 is to update the agency's fair and impartial policing curriculum and once again complete training of all sworn personnel. The agency trained six new instructors in this arena, and training is tentatively scheduled for 2020-2021.

Equipment

In the interest of transparency and to deter the appearance of biased policing, a strategic goal within the Strategic Plan for 2017-2022 is to equip new patrol vehicles with digital and audio recording equipment beginning. While this is still a goal, the implementation has been delayed due to other budgetary needs.

Disciplinary Issues

No disciplinary action was needed in 2019. There were three (3) biased policing-type complaints. The complaints were properly investigated and reviewed by the appropriate chain of command and subsequently determined to be unfounded.

Demographics and Statistics

City of Clearwater Demographics	
Population*	113,723 (2017 est.)
White	78.8%
Black	10.9%
Hispanic/Latino (any race)	14.2%
Asian	2.1%
Two or More Races	2.4%
Other	5.8%

Male	48.3%
Female	51.7%

**Source: 2017 Florida State Office of Economic and Demographic Research
Source: 2010 United States Census Bureau*

Traffic Stop Procedures/Statistics

In accordance with policy, officers will enforce the law and provide police services equally, fairly, and without discrimination toward any individual or group. The following data relating to traffic citations and warnings for 2019 was obtained from ACISS and Tri-Tech:

Traffic Citations		
Total	15048	
White	8570	57%
Black	2732	18%
Hispanic/Latino (any race)	2802	19%
Other	944	6%
Male	9815	65%
Female	5076	34%

Traffic Warnings		
Total	29932	
White	17363	58%
Black	6340	21%
Hispanic/Latino (any race)	4051	14%
Other	1483	5%
Unknown	695	2%
Male	17779	59%
Female	11458	38%
Unknown	695	2%

Traffic citations for 2019 were down 5% and traffic warnings were up 18% when compared to the previous year. The percentages for each race remained consistent with the previous year.

Search Warrants

In accordance with policy, officers must be able to articulate specific facts and circumstances that support reasonable suspicion or probable cause for investigative detentions (field contacts),

traffic stops, arrests, nonconsensual searches, search warrants, and in asset seizure and forfeiture efforts.

Many search warrants are the result of cases that start with information derived from confidential informants. There were 14 search warrants executed, resulting in 21 arrests, which is similar to last year where there were 16 search warrants resulting in 24 arrests. The percentages for each race remained consistent with the previous year.

Search Warrants		
Total Search Warrants	14	
Targets		
White	3	
Black	12	
Hispanic/Latino (any race)	0	
Other	0	
Arrests		
Total Arrests	21	
White	5	24%
Black	16	76%
Hispanic/Latino (any race)	0	0%
Other	0	0%

Asset Forfeiture

General Order 125.001 and the Florida Contraband Forfeiture Act authorize the department to seize and forfeit any vessel, motor vehicle, aircraft, currency, or other personal property or contraband article which has been used in violation of any provision of the Act. It is the policy of the Clearwater Police Department to utilize the forfeiture provisions to the fullest extent possible in the department's efforts against crime, while simultaneously protecting innocent property owners. Additionally, the department has promulgated policy outlining that biased policing is prohibited in asset forfeiture and seizure proceedings.

In 2019, the agency did not have any asset forfeiture cases that were completed in the court system.

Conclusion

As detailed above, the agency has established policies regarding fair and impartial policing with traffic stop procedures and other police service activities which are reviewed annually for compliance. Training is provided to ensure an understanding of fair and impartial policing. All complaints of biased policing are investigated, and a disciplinary process is in place if needed. There are no additional equipment issues that need to be addressed. A review of the statistical data confirms the effectiveness of agency hiring practices, policies, procedures, training, and complaint process.

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Prior to pursuing his graduate degrees, Professor Klinger worked as a patrol officer for the Los Angeles and Redmond (WA) Police Departments. In 1997 he was the recipient of the American Society of Criminology's inaugural Ruth Cavan Young Scholar Award for outstanding early career contributions to the discipline of criminology. Professor Klinger's research interests include a broad array of issues in the field of crime and justice, with an emphasis on the organization and actions of the modern police. He has published scholarly manuscripts that address arrest practices, the use of force, how features of communities affect the actions of patrol officers, and terrorism. He has conducted three federally-funded research projects dealing with the use of force by police officers; two on officer-involved shootings and one on police special weapons and tactics (SWAT) teams. His book, *Into the Kill Zone: A Cop's Eye View of Deadly Force*, was published by Jossey-Bass in 2004.

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In 1985 and 1986 the Police Foundation in Washington, DC paired-up with the Metro-Dade Police Department in Florida to conduct a field experiment to assess whether a training program designed to reduce violence between police officers and citizens might actually do so. The training program and the evaluation of it came in the wake of repeated civil unrest in the early 1980s in Dade County that had occurred in the aftermath of police actions that had led to the death of citizens. The training program in question consisted of a three-day block of instruction that focused on having officers apply basic tactical principles such as keeping distance between themselves and potentially violent citizens, working together as a team when multiple officers responded to situations in the field, and taking time to manage situations that did not involve an immediate threat to someone's life.

Formally known as "The Metro-Dade Police/Citizen Violence Reduction Project," the utility of the training was assessed by, among other things, comparing the levels of force used by officers who received the training with 1) their force usage prior to the training and 2) the force usage by officers who didn't receive the training. This was done by having trained observers accompany a randomly selected group of officers for multiple patrol shifts and recording various aspects of their interactions with citizens (including the sorts of force the officers used, if any), putting approximately half of the officers through the aforementioned training program, having the trained observers again accompany and record the actions of both officers who attended the training program and those who didn't, and then comparing the post-training performance of the officers who attended training with both their pre-training actions and the actions of the officers who didn't receive the training. This assessment indicated that attending the training program led to a modest, statistically significant, reduction in the levels of force that Metro-Dade officers used during interactions with citizens (Klinger, 2010).

The notion that the manners in which police officers structure and manage encounters with citizens can affect the level of violence between officers and citizens long antedated The Metro-Dade Police/Citizen Violence Reduction Project. In fact, when I was a young officer with the Los Angeles Police Department in the early 1980s I was schooled in specific principles about what were (and are) called "field tactics" that were designed to reduce the likelihood that officers or citizens would be injured or killed during interactions between the police and members of the public. Moreover, by applying these tactical principles in the field, I and my fellow officers (both in Los Angeles and in Redmond, Washington, where I also worked as a sworn officer) were able to resolve numerous high-risk interactions with citizens with minimal or no physical force. The idea that field tactics matter was an animating force behind the Violence Reduction Project and has continued to influence police thinking and training to this day (see, e.g., PERF, 2020).

In recent years, a small number of scholars have sought to extend this thinking and locate it in broader strands of social theory in order to provide a cohesive framework for understanding critical aspects of how and why some police-citizen interactions turn violent and what can be done on the police side of the equation to reduce violence between police officers and citizens. The first step in this direction came 15 years ago, when I (Klinger, 2005) argued that many instances in which police officers shoot citizens and/or are themselves shot can be understood as what the famed sociologist Charles Perrow called "normal accidents;" negative events that occur when systems that humans create are tightly coupled and involve a high degree of interactive complexity. Perrow argued that when elements

of a system are tightly bound together, the capacity of the system to address a given challenge decreases, which means the likelihood of bad outcomes increases. Where complexity goes, the greater the number of elements in a system, the greater the number of things that can go wrong. And when systems are both tightly coupled and interactively complex, challenges can propagate rapidly, from one part of a given system to another, and the humans involved have less capacity to properly manage the spreading adversity, which makes it more likely that something catastrophic will ultimately occur. Because bad outcomes are baked into tightly coupled and highly complex systems, Perrow expects that such occurrences will sometimes come to pass, and hence his notion that they are “normal” in such systems. Finally, Perrow argued that normal accidents can be prevented by building systems that are less tightly coupled (i.e., that have slack between parts) and that are more linear, as opposed to having high degrees of interactive complexity.

In applying Perrow’s framework to the world of police work, I (Klinger, 2005) noted that police-citizen interactions can be viewed as micro social systems that consist of at least two humans (i.e., at least one police officer and one citizen) and the physical environment in which the interaction occurs. I further noted that some of the basic procedures that officers are commonly taught to reduce the likelihood of violence, such as keeping distance between themselves and armed citizens (something that was included in the aforementioned Metro-Dade violence reduction training and noted in the aforementioned 2020 PERF document), can be viewed as techniques that reduce the degree of coupling involved in the micro social systems that are police-citizen encounters. He further noted that other tactics that officers are commonly taught, such as having just one officer issue verbal commands to armed suspects in encounters that include multiple officers, can be viewed as techniques that reduce the degree of complexity in police-citizen interactions. By making police interactions with citizens less tightly coupled and less complex, Klinger argued, fewer police-citizen interactions will result in gunfire or other actions that vastly increase the likelihood that someone will be seriously injured or killed.

If there exist a set of police procedures that can reduce the likelihood of serious injury or death during police-citizen interactions, why do bad outcomes still occur? Why are officers and citizens injured or killed on a regular basis? Part of the answer lies in the fact that police officers aren’t in complete control of interactions with citizens. That is, no matter how well officers handle things, some citizens will still seek to harm or kill police officers or other innocents (e.g., crime victims) and thus behave in ways that necessitate police gunfire (or other notable force) in order to protect innocent life. But another part of the answer is that police officers often don’t practice the procedures that experience and experiment have shown to reduce violence. And this leads to another strain of social theory that has recently been put to work to understand and improve police practice.

In the wake of Perrow’s (1984) seminal work on normal accidents, other scholars (e.g. Roberts, 1989) noted that many tightly coupled and interactively complex systems that humans create – such as US Navy launch and recovery operations on aircraft carriers – rarely, if ever, experience the disastrous outcomes that Perrow wrote of. Seeking to explain how this can be so, these scholars argued that high-risk systems that do perform well are situated in organizations that possess cultures that promote and demand consistently high performance throughout the organization. Calling organizations that conduct high-risk operations with very few (or no) negative outcomes “High-Reliability Organizations” (HROs), the scholars working in this tradition assert that a key aspect of the culture that leads to success is “mindfulness,” an approach to dealing with risk that actively seeks to prevent bad outcomes from

happening in the first place, and then greatly limiting the damage that occurs in those rare cases when something goes wrong (e.g., Weick and Sutcliffe, 2001).

As I (Klinger, 2020; pg. 31) noted earlier this year:

Mindfulness consists of five interrelated attributes among members of organizations and organizational units:

- 1) Preoccupation with failure, which means not resting on one's laurels but, rather, seeking to identify and ameliorate any and all deviations from proper procedure, no matter how small and regardless of whether the deviation led to any sort of negative outcome.
- 2) Reluctance to simplify interpretations, which means consciously not following the natural human tendency to simplify the vast complexity in the world around us but, rather, keeping an open mind to alternative meanings of what might be going on in any given instance.
- 3) Sensitivity to operations, which means paying attention to the changes that are occurring or have occurred in any situation to adapt operations to address the new reality.
- 4) Commitment to resilience, which means (a) always being alert to the possibility that problems will arise and (b) having the mindset and capacity to address problems before they grow, propagate, or lead to worse problems.
- 5) Deference to expertise, which means ensuring that the person, group, or unit possessing the greatest degree of expertise in a given arena possesses the authority and means to address challenges in that given arena when they arise.

Closely linked with the work on mindfulness in the HRO literature is James Reason's (1997) work on "safety culture." Reason argues that organizations dealing with high-risk matters can carry out their work with minimal (or no) bad outcomes by creating organizational cultures that emphasize the importance of doing dangerous work safely by enabling "communications founded on mutual trust, shared perceptions of the importance of safety, and by confidence in the efficiency of preventative measures" (pg. 194). As I (Klinger, 2020; pg. 32) recently noted:

Reason further asserts that for organizations to have the ... safety culture that will permit mindful, highly reliable performance in the face of high risk, they must possess four distinct subcultures:

- 1) A reporting culture in which organizational members feel emboldened to notify the powers that be when procedures are not followed or when something goes awry.
- 2) A just culture in which punishments for mistakes are rare (because few of them come from a malign heart), punishments that are meted out are fair, and organizational members are rewarded for providing information about problems.
- 3) A flexible culture in which the organization, subunits, and individuals have the freedom and the power to adapt to changing circumstances.
- 4) A learning culture in which safety-relevant information is available to all

organizational members who might benefit from it, exchanged between those members who should possess it, and disseminated throughout the organization.

As noted above, police officers often don't carry out their duties in the various ways that would limit both their own victimization at the hands of assailants and the need for them to use deadly or otherwise notable force against citizens, and this sometimes leads to officers being injured, officers harming citizens, or both. I believe that this is so for a variety of reasons, one of which is that police departments on the whole across the United States are not High Reliability Organizations; they do not strive to develop the sort of mindfulness that would permit highly reliable performance where managing potentially violent interactions with citizens goes, nor do they seek to develop within themselves the four subcultures that Reason asserts are necessary for line officers to carry out the dangerous aspects of their work with minimal violence. In order for police officers to consistently perform their duties in the safest ways possible, there needs to be a cultural shift across the nation and within the many thousands of US police departments towards a high reliability footing wherein all officers are trained in how to carry out their duties in the safest ways possible, supervisory and managerial officers understand that their jobs include making sure that their charges perform at a high tactical level, and all personnel at every level of every police department are held accountable for their actions and for the actions of those below them in the chain of command.

My 2016 work with Jordan Pickering lays out in some detail the application of both the HRO framework and Reason's notions about safety culture to the world of policing. The 2020 piece that I quoted extensively from above moves past this work and details various ways in which the cultural shift I called for in the paragraph immediately above might be realized. These include the creation of panels within police agencies and within regions of the US to carefully review all incidents in which police officers discharge their firearms with an eye towards learning how to improve police performance in the future (as opposed to finding fault and punishing officers), promoting officers based on tactical competency and acumen so that supervisors actually know how to properly handle dangerous situations in the field and managers can carry out competent reviews of the behaviors of those below them, and teaching all officers to conduct informal reviews of their tactical performance in all encounters they have with citizens (whether they used any sort of force or not).

Rather than going any further into the details of these arguments, I would ask interested parties to read Klinger (2020), for it contains the relevant details. I would also suggest that interested parties read Pickering and Klinger (2016) for a deeper discussion of the work in the HRO tradition, how it applies to policing, and what a move towards safety culture in American policing might bring with it in terms of improving citizen confidence in the police. I would also suggest that interested parties read Sherman (2018), for it provides a deeper treatment of the application of Perrow's (1984) normal accident framework to police violence than did my initial foray into the matter (Klinger, 2005). And finally, I would also suggest that interested parties read James Doyle's 2010 piece "Learning from Error in American Criminal Justice," for it places the issue of how to improve the performance of American police officers in the much broader context of how to improve the American criminal justice system writ large, and in so doing helps us understand that the challenges facing our police officers is part and parcel of broader challenges facing all elements of the system in which the police are ensconced.

Many challenges lie ahead as we seek to improve American policing. And I believe that there are sound empirical and theoretical reasons to think that working towards the cultural shift that I have

called for in previous written work, and that I have reiterated here, will go a long way toward meeting at least some of these challenges.

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