



Safer Together

Community Discussions on Community Policing, Policies, Procedures and Budgeting



Report prepared by
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Safer Together



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Introduction

Since the spring of 2020, our country has experienced civil unrest based in part on the televised murder of George Floyd by a Minneapolis, MN, police officer. The tense relationship between police and those they are charged to protect and serve is not new, particularly for those who are members of marginalized communities (e.g., LGBTQI+, immigrants, African Americans). During the civil rights era, television stations aired images of police officers hosing peaceful protestors with water and unleashing police dogs. Millions saw the images, just as they did in the case of Mr. Floyd. His murder, which took place on May 20, 2020, was recorded by a bystander. When the video was released, the public saw firsthand those fateful 8 minutes and 46 seconds of a man begging and pleading with a police officer for his life prior to losing consciousness and then his life. The officer had what appears to be his knee on Mr. Floyd's neck and one hand in his pocket as Floyd begged to be released from his hold.

During the same period, our country was experiencing the COVID-19 pandemic. The combination of hardships related to inequality of work availability and pandemic stress created a perfect storm against the backdrop of Mr. Floyd's death. Calls for police reform became a common rallying cry for those oppressed and those in power across America. Although these conversations surrounding policing and marginalized communities have been taking place for decades and were specifically heightened following the death of Mike Brown in Ferguson, MO, in 2014, the actions of police and their willingness to self-correct have been viewed with skepticism by many. Jacksonville, FL, is not immune to the effects of police interactions occurring in other states or cities. Although we know police are not a homogeneous group, they are often judged as one.

To be proactive and discuss the way policing is viewed and conducted in Jacksonville, immediate past city council president Tommy Hazouri formed "Safer Together" and appointed council members Michael Boylan (D6) and Joyce Morgan (D1) to conduct the community workshops. With the help of professional civic engagement facilitators Drs. Tammy Hodo and Brian Van Brunt and the diligent and consistent participation of JSO Director Michael Bruno, discussions were held about policing techniques, engagement with the community, and community-oriented programs. These endeavors were fact finding, receiving community input, and were driven by the desire to be transparent to ensure equitable experiences with law enforcement.

The concept and process were set up to examine issues of community policing and how this is practiced in Jacksonville. It was quickly discovered that many definitions were being used to describe community policing within the City of Jacksonville, and increased clarity and communication would benefit all involved. For example, Community Oriented Policing Services (COPS) is detailed by the US Department of Justice and describes the aspects associated with community policing. The method is one that should prevent crime, eliminate an atmosphere of fear, and earn the trust of community members.¹ As per the US Department of Justice, the main elements of community policing are working with other government agencies, community members and groups, nonprofit and service providers, private businesses, and the media. Utilizing the model provided by the Justice Department should create partnerships with organizational transformation and problem solving at the center. Recognizing the current level of community mistrust of police tactics and police accountability in general, the Jacksonville City Council understood that conversations had to take place regarding what police represent and the experiences and perspectives of citizens.

Whether justified or perceived, we would be remiss to ignore the elephant in the room, namely, the level of mistrust among the African American community regarding policing in general. Jacksonville Sheriff's Office (JSO) is not immune to the distrust that those in the African American community have regarding methods,

¹ "Community Policing Defined," US Department of Justice, <https://cops.usdoj.gov/RIC/Publications/cops-p157-pub.pdf>.



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equity, transparency, and discretion. Although the mistrust of police within minority communities is not new, it is amplified by officer-involved shootings of unarmed men and women of color. In 2020, JSO was involved in 16 shootings with the vast majority being of Black males (n = 10) by White police officers.² There was one officer-involved shooting with a Black officer and a White suspect, three shootings with White officers and White suspects, and one by a White officer and a Hispanic suspect. The demographics of Jacksonville are predominantly Caucasian (58.5%), while African Americans (Blacks) make up 30% of the population and Hispanics 11%.³ When accounting for socioeconomic status, Blacks and individuals with two or more races are more prone to live in poverty in Jacksonville,⁴ which sadly aligns with the rest of the nation. Although the scope of Safer Together by no means includes an analysis of the circumstances of these events, it does include bringing attention to the significant community tension and impact of these events and the resulting tensions between the African American community and the JSO.

Though we will return to this issue throughout the report, meeting observations highlighted difficulties with understanding the challenges of maintaining community relationships between the police and African American communities regardless of whether clear fault or merit was found in the complaints or incidents. As a career, law enforcement is unlike many other jobs. With law enforcement, there is a calling to serve and protect the community, and this leads to an oath and commitment beyond the typical nine-to-five careers. Officers are bestowed with the power of arrest and authorization to use both nonlethal and lethal force in the service of the community. With this power comes a heightened level of conduct and scrutiny that is, potentially seen as unfair when compared with other careers.

“Why wouldn’t we want our citizens to be able to help the police? Why wouldn’t the police want our help in dealing with these issues, especially the racial bias and mental illness?”

Community Member
5-21-21

It is with this increased scrutiny and accountability that there arises the potential for an increased frustration and defensiveness, particularly when officers have been found to operate within the boundaries of their roles and use of force matrices. As is taught extensively in crisis communication theory,⁵ the optics and response to public concern are often greatly detached from any wrongdoings, malice, or intent to cause harm. Nonetheless, the need for discussion and resolution remains owing to the perception of harm to the community and the feelings of frustration of those without the power equity of those who have been sworn in, armed, and empowered to police. We mention this process here because it was a theme throughout the sessions. The frustration of the community was met by data, reports, and a defense of wrongdoings, malice, or intent to cause harm. The voices of those scared and concerned were met with refutations that policies were followed, and preventative training was extensive. We highlight this disconnect to encourage the JSO to look at these problems through a new lens, one that starts with listening to community concerns and attempting to find a common ground to help the entire community feel safer together.

A recent example that has caused skepticism of equity in different communities by the JSO can be found with Orange Crush Festival, which took place June 18–21, 2021. The event was advertised as Black Beach Week, indicating that it was going to be hosted and attended primarily by African Americans. As reported by the media, the JSO took unprecedented steps in blocking off certain areas in preparation for disruptions and disorderly conduct. It was also reported that the JSO made room in the overcrowded jail by transferring up to 100 inmates to

² “Officer Involved Shootings,” <https://transparency.jaxsheriff.org/OIS>.

³ “Demographics,” City of Jacksonville Office of Economic Development, <https://www.coj.net/departments/office-of-economic-development/about-jacksonville/demographics>.

⁴ “City Data.com Jacksonville, FL (Poverty Rate Data),” <https://www.city-data.com/poverty/poverty-Jacksonville-Florida.html>.

⁵ Avery, E. J., Lariscy, R. W., Kim, S., & Hocke, T. (2010). A quantitative review of crisis communication research in public relations from 1991 to 2009. *Public Relations Review*, 36(2), 190–192.

St. John and Flagler County jails in preparation for arrests during the weekend owing to the festival.⁶ The actions of the JSO, which are unprecedented, correspond with the stereotype of criminality that is often perpetuated by the media regarding African Americans. The methods were not taken for the Florida–Georgia football game, which brings in more than 20,000 people, is labeled the “The World’s Largest Outdoor Cocktail Party,”⁷ and is attended by a majority White population. Whether intentional or accidental, these actions send a negative message to the community.

The JSO and the Community

Jacksonville is the largest city in America based on land mass. The city is broken down into six zones for policing purposes. “Each zone is broken down into sectors and sub-sectors to easily navigate and find neighborhoods within the community.”⁸ Currently groups are meeting by zone with Dr. Randy Nelson from the Center for Law and Social Justice at Bethune Cookman University to gather insight from community members regarding their perception of policing in Jacksonville. The report is entitled “Community Action Plan” and covers four pillars: 1. Building Trust and Legitimacy; 2. Policy and Oversight; 3. Community Policing and Crime Reduction; and 4. Training and Education. Thus far, three zone meeting reports have taken place with community members including Zones 1, 4, and 5. The data collected and discussed are in line with the “Safer Together” initiative, which is geared toward engaging community members in conversations with the JSO in hopes of creating transparency and trust.

As per the *Law Enforcement and Community Engagement: From Talk to Action*, the purpose of the conversations taking place within Jacksonville is to strengthen community–police relations.⁹ Thus far, nine workshops with community members and the JSO have taken place with over 240 people attending.

More than 50 Jacksonville community residents, stakeholders, and youth received training on the roles, responsibilities, and perspectives of law enforcement professionals. The community residents and stakeholders actively participated in highly volatile simulated scenarios involving law enforcement encounters (traffic stop, crime in process, etc.) within the community.¹⁰

The JSO has 3,709 employees, which includes police, corrections, civilians, and community service officers. The demographics of the JSO are somewhat diverse dependent upon ethnicity, with Native Hawaiian or Other Pacific, two or more races, American Indian, or Alaskan Native accounting for less than a percent. Asian officers account for 2% of the force, while the largest demographics represented are White (61%), Black or African American (30%), and Hispanic or Latino of any race (6%). Women account for 32% (1,174) of the force, with the majority being African American or Black. The demographics of the JSO are important to understand because, ideally, the force should mirror the community it serves like other professions.¹¹ With Jacksonville census data, we know the city is made up of 30% Black or African American, 50% White, and 12% Hispanic or Latino of any race and 8% other.¹² Owing to the index of dissimilarity, Jacksonville is not a fully

“Community walks by police are probably the most important part of community policing. We look at crime trends and patterns and then go out and walk about a mile in that area. We knock on doors and speak with residents to figure out how to reduce crime in those neighborhoods. In 2020, the sheriff conducted 433 community walks.”

2-4-21

6 <https://www.jacksonville.com/story/news/crime/2021/06/16/jacksonville-opens-up-jail-space-moving-out-inmates-before-festival/7714874002/>.

7 <https://www.washingtonpost.com/sports/2020/11/05/worlds-largest-outdoor-cocktail-party-florida-georgia/>.

8 <https://www.jaxsheriff.org/Neighborhood.aspx>.

9 <https://thewildcatden.net/new-blog/2018/3/23/law-enforcement-and-community-engagement-from-talk-to-action>.

10 <https://thewildcatden.net/new-blog/2018/3/23/law-enforcement-and-community-engagement-from-talk-to-action>.

11 “Diversity on the Force: Where Police Don’t Mirror Communities,” media.governing.com/documents/policediversityreport.pdf.

12 <https://datausa.io/profile/geo/jacksonville-fl/>.

integrated city, which can lead to cultural misunderstandings based on a lack of engagement with people outside of one's own group.

An article dated January 12, 2018, detailed the disproportionate rate at which African Americans or Blacks received citations for jaywalking, which averaged \$65.¹³ Although \$65 may not be a lot of money to some families, it is a significant amount of money to others. "Anyone who has ever struggled with poverty knows how extremely expensive it is to be poor" (Baldwin 1961). When low-income people are given citations or fines that they cannot afford, they often become trapped in a vicious cycle. The story indicates that the JSO, like many other state enforcement agencies, lacks a clear understanding of the policies and procedures regarding pedestrian safety and enforcement. In a further study, the same authors found that a disproportionate number of pedestrian tickets covering jaywalking, walking on the wrong side of the road, crossing the street at other than a right angle, and other violations disproportionately affect Blacks in low-income areas. Some of the low-income

"We see people want to take part in the process. We know that JSO doesn't plan to oppress. But in the community, we only see the output, not the thought that went into it, and we see African Americans more than likely being killed and excessive force with no accountability."

Community Member
5-1-21

areas in Jacksonville do not have sidewalks, making it difficult to avoid violating a policy that assumes that all neighborhoods are developed equally. A report provided by the JSO Crime Analysis Unit provides data about pedestrian citations by race and gender.¹⁴ The years leading up to the 2018 report indicate that 45% of those cited in 2016 identified as African American or Black. In 2017, the percentage of African Americans or Blacks cited dropped to 36%, and in the year under review, 2018, 37% of pedestrian citations were given to African Americans. Considering the smaller percentage of African Americans in Jacksonville while factoring in age, which would be a factor in who is walking around the city, the citations do appear to disproportionately affect them. We did see a change in 2020, with 674 pedestrian citations, with the vast majority (61.7%) given to those identified as White and 35% given to those identified as Black. The pedestrian citations include 26 distinct statutes. This demonstrates a positive effort by the JSO to act in response to data and statistics that showed a disproportionate number of African Americans receiving citations. As discussed in our meetings, perfection is not a reasonable goal but, rather, the ability to identify a concerning trend and address the problem.

It must be included that although Duval County Public Schools (DCPS) is the 20th largest district in the US and the sixth largest in Florida, sadly DCPS is number one in the state for referring African American males and females to law enforcement, thus creating a school-to-prison pipeline and another area of distrust.¹⁵ Though it is quite unlikely this is an intentional result of direct malice, it is most likely the result of systemic processes, created decades ago, that create power and control differences. During our meetings, there was a discussion of systemic racism, which gave light to a difference in understanding the concept among the JSO, the community, and moderators. To highlight, systemic racism is understood as a historical power differential between groups of people, often unrelated to any specific action or intent. This misunderstanding of how the term is used creates a potential stumbling block between the parties. Understanding that the creation of policing systems (like the JSO) occurred during a time of greatly different attitudes about race, slavery, equality, and bias allows for a better understanding of why there may be mistrust of data, those in power, and those who have been armed and charged with the protection of the community.^{16,17}

13 Toper, S., ProPublica, & Conarck, B. (1/12/2018). *Jacksonville Police Illegal, Racist Ticketing for Jaywalking Could End Soon*. Florida Times-Union <https://newsone.com/3768805/walking-while-black-jacksonville-jaywalking-racist-tickets-illegal-florida/>.

14 <https://transparency.jaxsheriff.org/Content/Files/PedestrianCitations.pdf>.

15 "Discipline of Students without Disabilities." <https://ocrdata.ed.gov/flex/Reports.aspx?type=school>.

16 <https://theconversation.com/the-racist-roots-of-american-policing-from-slave-patrols-to-traffic-stops-112816>.

17 www.theguardian.com/culture/2020/jun/08/john-oliver-us-policing-is-a-structure-built-on-systemic-racism.

It was not until the 1830s that the idea of centralized municipal police departments first arose in the United States. In 1838, the city of Boston established the first American police force, followed by New York City in 1845, Albany, NY and Chicago in 1851, New Orleans and Cincinnati in 1853, Philadelphia in 1855, and Newark, NJ and Baltimore in 1857 (Harring 1983; Lundman 1980; Lynch 1984). By the 1880s, all major US cities had municipal police forces in place.¹⁸

In the southern states, the development of American policing followed a different path. The genesis of modern police organizations in the South is the “Slave Patrol” (Platt 1982). The first formal slave patrol was created in the Carolina colonies in 1704 (Reichel 1992). Slave patrols had three primary functions: 1) to chase down, apprehend, and return runaway slaves to their owners; 2) to provide a form of organized terror to deter slave revolts; and 3) to maintain a form of discipline for enslaved people who were subject to summary justice outside of the law, if they violated any plantation rules.¹⁹

No one is implying that modern-day Southern police departments are still following the practices of the slave patrols. Rather, we encourage an awareness of the history of how police have been seen by African Americans or Blacks. The same history haunts scientists and doctors from the days of infamous syphilis experiments in Tuskegee, AL²⁰ and the forced sterilization of Black women on welfare in North Carolina as recently as 1966.²¹ It haunts those in the current Federal Housing Authority (FHA) given the segregation propagated by the 1933 FHA.²² Many can look back at the horrific treatment of the Black community in their own professions. The path forward starts with an acknowledgement of this history, the demonstration of active listening to those harmed, and a willingness to move forward with a knowledge of the past and the pain caused by those who created the structures in which we currently work. We acknowledge this takes a degree of effort, but the denial of historic power differentials and their potential impact on the systems of today should be a path not taken by police leadership. To say this clearly, there may be no intent to act poorly to the community from the position of the police, but the mere presence of an officer may have a greatly different impact than what was intended given the historical experience of the African American community.

“Systematic racism is about recognizing that when this country was established, it was on a Eurocentric basis with discriminatory policies in place toward particular minorities. Institutions were formed prior to many people being considered fully human, let alone true citizens.”

Dr. Hodo
5-1-21

The JSO Community Survey is conducted by the Public Opinion Research Laboratory at the University of North Florida at the request of the JSO every two years. The final report serves to gauge community perceptions of public safety in Jacksonville²³ and asks questions regarding the JSO’s job performance, the safety of Jacksonville by neighborhood, and the encounters with JSO personnel. The results from the 2018 survey indicate that when asked about engagement being discourteous and incompetent, “Racial Profiling/Stereotyping” is the most popular response among Black respondents, followed by Hispanic respondents. The data show that White respondents are less likely than minorities to see “Excessive Force/Aggressive” as an issue. White respondents cited JSO personnel being discourteous, and incompetent based on “Inflated Sense of Authority” versus “Profiling and Stereotyping” by racial/ethnic minorities. The largest percentage of respondents indicated that JSO officers are “Rude/Arrogant/Unfriendly/Mean” at 30%. Most respondents believe that the JSO does a good job of

18 <https://plsonline.eku.edu/insideloook/history-policing-united-states-part-1>.

19 <https://plsonline.eku.edu/insideloook/history-policing-united-states-part-1>.

20 <https://time.com/4867267/tuskegee-syphilis-study/>.

21 Johanna Schoen, *Choice and Coercion: Birth Control, Sterilization, and Abortion in Public Health and Welfare*, Chapel Hill: The University of North Carolina Press, 2005, EBSCOHost.

22 www.npr.org/2017/05/03/526655831/a-forgotten-history-of-how-the-u-s-government-segregated-america.

23 Jacksonville Sheriff’s Office Community Survey 2018. [https://www.unf.edu/uploadedFiles/aa/coas/porl/JSO%20Report%202018%20Final%20Version\(2\).pdf](https://www.unf.edu/uploadedFiles/aa/coas/porl/JSO%20Report%202018%20Final%20Version(2).pdf).

investigating officer-related shootings, although the lowest rating comes from Zone 1, which is in the urban core. When aggregated by race, which is a social construct, Blacks and Hispanics disagree more than Whites that the JSO does a good job investigating officer-related shootings, which is another sign of mistrust within minority communities. Survey results for 2018 approval of the JSO based on race, zone, and neighborhood safety are indicated below.

Do you approve or disapprove of the way the Jacksonville Sheriff's Office is handling its job?

Approval/Disapproval and Zone

	Jacksonville Residents* n=1726	Patrol Zone 1 n=214	Patrol Zone 2 n=300	Patrol Zone 3 n=303	Patrol Zone 4 n=301	Patrol Zone 5 n=305	Patrol Zone 6 n=303
Strongly Approve	31%	22%	29%	36%	26%	30%	33%
Somewhat Approve	40%	38%	38%	41%	46%	38%	44%
Somewhat Disapprove	11%	13%	15%	8%	12%	10%	9%
Strongly Disapprove	10%	16%	7%	5%	11%	17%	9%
Don't Know	8%	12%	11%	10%	5%	6%	5%
Refusal	<1%	-	1%	1%	-	-	<1%

*Adult residents of Jacksonville, Florida- Not including the Beaches Communities

JSO Approval/Disapproval and Race

	White	Black	Hispanic	Asian	Other
Strongly Approve	38%	18%	34%	31%	31%
Somewhat Approve	41%	44%	30%	40%	40%
Somewhat Disapprove	9%	14%	11%	6%	11%
Strongly Disapprove	5%	16%	15%	2%	10%
Don't Know	7%	8%	11%	17%	8%
Refusal	<1%	<1%	-	4%	<1%

You feel safe in your neighborhood.

Neighborhood safety and Zone

	Jacksonville Residents n=1726	Patrol Zone 1 n=214	Patrol Zone 2 n=300	Patrol Zone 3 n=302	Patrol Zone 4 n=301	Patrol Zone 5 n=306	Patrol Zone 6 n=303
Strongly Agree	54%	49%	51%	62%	52%	46%	63%
Somewhat Agree	31%	28%	37%	32%	29%	33%	28%
Somewhat Disagree	8%	11%	5%	5%	13%	9.8%	4%
Strongly Disagree	6%	11%	6%	1%	7%	11%	5%
Don't Know	<1%	1%	2%	<1%	0%	0%	<1%
Refusal	<1%	-	-	<1%	-	-	-

The data from the 2020 Community Survey show similar results as 2018, although it must be noted that more respondents indicated they disagreed that their encounters with JSO personnel were courteous and competent. Like in 2018, Black respondents indicated that their second greatest complaint was racial profiling, stereotyping, or harassing at 15%, while tying with Hispanic respondents at 13% regarding “unprofessional, racial profiling and lack of action.”²⁴ Many respondents, regardless of race or ethnicity, indicated that they believed the JSO does a good job of handling complex investigations. In officer-involved shootings, Black respondents had the lowest level of trust in the JSO conducting investigations, with Hispanic respondents coming in closely behind at 40%. White respondents had the lowest level of concern about being victims of police brutality, while Black and Hispanic respondents had relatively high levels of concern, 60% and 45% respectively. There is obviously a disconnect between community feelings about the JSO and experiences, whether real or perceived. A major area of community policing is developing trusting, mutual, respectful relationships. The data continue to show concerns within certain communities regarding their engagement with the JSO. We understand that a person’s perspective is that person’s reality and although people may not have had bad experiences with the JSO, they express concern about being treated equitably.

24 <https://transparency.jaxsheriff.org/Content/Files/Survey%20Report%202020%20Final%20Version.pdf>

Community Policing²⁵



Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase trust in police.

The alignment of organizational management, structure, personnel, and information systems to support community partnerships and proactive problem solving.

The process of engaging in the proactive and systematic examination of identified problems to develop and evaluate effective responses.

Monthly Meetings

Date	Meeting Focus
1/28/2021, 3:30-5:30pm	Introduction
2/4/2021, 6:30-8:30pm	Explanation of community policing
3/5/2021, 9:30-11:30am	Corrections, Baker Act, use of force review, mental health programs
4/5/2021, 6:00-8:00pm	Mental health and use of force review; citizen’s review board
4/23/2021, 10:00am-12:00pm	JSO budget discussion and comparison to other cities
5/1/2021, 9:30am-11:30am	Diversions programs: Drug Court, Teen Court, KHA, Cure Violence; police review protocol and problems with citizens review boards
5/21/2021, 9:30-11:30am	Hiring process and police explorer program

Monthly meetings took place beginning in January 2021. All meeting agendas and minutes are included in Appendices A and B. Our initial meeting, which took place on January 28, 2021, introduced the initiative to the citizens of Jacksonville. The January meeting allowed us an opportunity to learn about other initiatives that City Council members are working on such as the Special Committee on Social Justice and Community Investment, the Safety and Crime Reduction Commission, the Special Committee on Opioid Epidemic, Vaping & Mental Health Resources, Mental Health Co-Responding Program, and finally, the mayor’s Community-Based Crime Reduction program. All the programs have some aspects of crime reduction, mental health care, and/or economic opportunities. We found that each meeting touched on all the issues mentioned within the other initiatives.

Therefore, each meeting focused on different programs and the budget of the JSO (see Appendix A). The initial

²⁵ Graphic created from concepts found here: <https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-P157>.

six meetings were held via Zoom owing to the pandemic. The final meeting took place at City Hall on May 21, 2021, from 9:30–11:30 am. During each meeting, an agenda was provided in advance to ensure community members knew what the discussion would center around. A total of seven meetings took place. Topics ranged from JSO programs to budget, officer training, and a proposed Citizen Review Board (CRB).

When discussing policing with community members, concerns were shared about what is perceived to be unequitable experiences by those in minority communities, such as the jaywalking as previously mentioned. Citizens shared their reluctance to engage with the JSO owing to what they perceive as bias against minority communities. Several themes emerged during our meetings, with one of them being a mistrust of the policing process and the use of discretion. Becoming apparent early, those citizens are concerned with the cuts in social services and the expansion of police activities and services. This report lays out the meeting topics and citizens' comments along with suggestions. On the JSO website under "Your Neighborhood," it states:

The men and women of the Jacksonville Sheriff's Office are committed to building relationships with members of the community whether that happens at an event such as "Coffee with a Cop" or at a Sheriff's Watch meeting in a relaxed environment. These are encounters where information is exchanged, and trust is built.²⁶

Police Community Engagement Programs (Community Partnerships)

An important aspect of community policing is to create and sustain community partnerships. The partnerships should be with other government agencies, community members/groups, nonprofit/service providers, private businesses, and the media.²⁷ Some of the programs hosted by the JSO include the Sheriff's Watch, Police Athletic League (PAL), Community Walks, neighborhood outreach, and the Police Explorer Program. When covering the programs, citizens expressed a concern that PAL was not funded equitably because some locations appear dilapidated compared to others, specifically those in low-income areas. Although race is a social construct and not biologically real, we continue to see disparities in economic opportunities based on historical and contemporary policies and practices that impede access to employment, quality education, and social capital. The Economic Policy Institute, using data obtained by the US Census Bureau, shows that African Americans and Hispanics are disproportionately affected by poverty.²⁸ Urban sociologists recognize that we live in a symbolic world and that our lives involve aspects of the built environment, as well as our social interactions within the built environment.²⁹ Although PAL is a not-for-profit, many people in the community may not understand this, and they are basing their assessment on the physical buildings and perceived differences in aesthetics. There is a need to update the PAL's buildings in all locations to help ensure the same quality. This endeavor may require more fundraising, which should involve community members. Getting them involved in the effort can help establish relationships between

"Neighborhood outreach includes neighborhood walks, neighborhood watch and attending homeowners' meetings, if requested. In August we host a National Night Out. For the first time in October 2020, we worked with the faith community and hosted 'Faith in Blue' to build faith-based communities together with law enforcement. This is a new initiative to get people from the organization (faith leaders) to ride with police. Churches are often an important part of the African American community/experience, and they are engaging currently in three zones."

2-4-21

²⁶ <https://www.jaxsheriff.org/Neighborhood.aspx>.

²⁷ "Community Policing Defined," US Department of Justice, <https://cops.usdoj.gov/RIC/Publications/cops-p157-pub.pdf>.

²⁸ "Racial Disparities in Income and Poverty Remain Largely Unchanged Amid Strong Income Growth in 2019," Economic Policy Institute, <https://www.epi.org/blog/racial-disparities-in-income-and-poverty-remain-largely-unchanged-amid-strong-income-growth-in-2019/>.

²⁹ Macionis, J.J. & Parrillo, V.N. (2017). *Cities and Urban Life*, 7th Edition. Pearson.

the JSO and those communities they serve.

Community members involved in the conversation discussed community policing as walking the beat and staying in the area to develop viable relationships with residents. Trust must be built and earned, which takes time and effort. “Community policing also emphasizes sharing power with local groups and individuals.”³⁰ Community members must also be actively involved with police to help fight crime. One of the programs discussed was the Cure Violence program, which employs former gang members to engage with current gang members and encourage them to stop the violence and retaliation. This is a great way to allow those who have learned how unproductive gang life is to engage with younger people and hopefully engage them in meaningful conversations surrounding life after gang membership.

“These meetings help by establishing a baseline. These are no systematic racism, and there is no framework where officers discuss how they are going to oppress people. She is implying that and that’s offensive.”

JSO
5-1-21

The Sheriff’s Watch, which has over 3,000 members and is broken down by sectors, meets monthly with citizens to handle any complaint they may have regarding activities within their communities (e.g., increase in crime, drug houses). The Neighborhood Outreach is like the Community Walks program but has recently engaged the faith community in what is being coined “Faith in Blue.” Recognizing the importance of the church in the African American community is a great way to get buy-in from community members as they engage with church leadership. Community Walks involves reviewing crime trends and patterns, which leads to walking about a mile in the areas with increased crime rates. In 2020, the JSO conducted over 430 community walks, which is highly promising and provides visibility in neighborhoods that are struggling with crime. Although visibility is beneficial, it is imperative for the JSO to be positively engaging with community members and not walking through the areas as if they are on patrol but to interact and find out from community members about their needs. One program that engages youth is the Police Explorer program, which allows youth aged 14–21 to go through a six-week academy focusing on leadership and community service. Upon completing the program, youth get to engage with other Explorers around the state.

After Assistant Chief Derrick Mitchell spoke about the Community Engagement programs, citizens had many comments, questions, and concerns. Recruiting a diverse workforce that is representative of the community was discussed. What is perceived to be a high level of the parable of the ledger is an interesting idea to introduce here. The concept is that we each approach an assessment of our behavior, both individually and systemically, through a balanced account of our rights and wrongs. Although this initially can be a useful strategy to bring about change and operate in an ethical and moral manner, there cannot be a direct quid pro quo between the good and the bad. It remains a cautionary tale for those in power to adopt a continuous improvement plan for both the individual and agency apart from building positive connections from the programs mentioned earlier. In plain language, no amount of goodwill community policing commitment will offset larger perceptions of bias, misuse of authority, and the tacit acceptance of a system built from a racist core belief system.

Organization Transformation

In their *Community Policing Redefined* paper, COPS stresses the importance of police working with the community. On page 1, they share, “Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase trust in police.” As we look for ways for the police to expand their opportunities for connection to the community, there will likely

30 Siegel, L. (2011). *Essentials of Criminal Justice*, 7th Edition. Wadsworth Cengage Learning.

be some changes in the organizational structure that would allow for funding to be allocated more directly to community-based programs. COPS defines organizational transformation as one of the three components of community policing. The pillars of organizational transformation are agency management, organizational structure, personnel, and information systems (technology).³¹ On page 4, they expand the concept “Community policing emphasizes changes in organizational structures to institutionalize its adoption and infuse it throughout the entire department, including the way it is managed and organized, its personnel, and its technology.”

Shifting funds to re-focus efforts on a co-responder program would be a central recommendation of this report. We would be derelict if we did not discuss the size of the budget allocated to JSO. As per the personnel summary provided to us by JSO, we are aware that there are approximately 3,237 employees to include sworn officers, civilians, correctional officers and community service officers. Due to the geographical size of Duval County, which has the largest land mass of any U.S. city, it is difficult to compare JSO’s budget to those of other cities. Data provided by the sheriff’s office for FY 2020-2021 indicates that \$484,601,110 is allocated to the office, which includes a variety of budget line items to include corrections, salaries, and the Jacksonville Re-Entry Center (JREC). By looking at other consolidated governments of similar size, such as Indianapolis Metropolitan Police Department, we find they have a similar size of sworn officers (1,700 versus Jacksonville’s 1,787) and serve a population of approximately 876,862³² versus Jacksonville’s approximately 929,647 population. The adopted budget for Indianapolis Metropolitan Police Department for 2021 to include supplies, personnel service and equipment is \$261,245,103, which is a difference of \$223,356,007.

When discussing the large amount of money allocated to policing juxtaposition with education for Duval County Public Schools (DCPS) a glaring disconnect was discovered. Approximately \$90 per day is spend on inmates in our local jail, which equals \$32,850 yearly. The budget per student in DCPS is approximately \$9,077.³³ We understand that students are not in school year-round, nor do they get medical care and other expenditures that inmates require, but considering that Duval County Public Schools disproportionately refer African American students to law enforcement for disciplinary reasons, this is very concerning.³⁴ The school to prison pipeline is in effect in Duval County and this issue must be addressed along with the budgetary differences between education and incarceration.

There is a misconception about defunding the policing, which has been a topic of debate since the murder of George Floyd. When discussing defunding the policing in this report, we are discussing moving budget allocations around to help create solutions, such as funding the co-responder program to ensure that each zone has at a minimum of one mental health professional on each shift thus requiring a minimum of 18 full time co-responders. As noted in the report earlier, we also advocate for allowing graduate students who are obtaining their master’s degree in social work or psychology to be potential back-ups or allowed to ride along with the co-responders as they can gain their intern hours and learn how to de-escalate tense situations as people are having mental health issues.

Training

The topic of officer training, with particular focus on crisis de-escalation of mental health-related calls and bias awareness and mitigation, came up throughout the sessions. Generally, the topic was addressed through the community asking questions about training and bias awareness. The JSO explained it has extensive training in mental illness and crisis de-escalation and gave a general explanation that bias, retaliation, and racism were

31 <https://cops.usdoj.gov/RIC/Publications/cops-p157-pub.pdf>.

32 Indianapolis Metropolitan Police Department https://www.supportingheroes.org/memorial/agency.php?agency_id=500

33 Barone, C. & Munyan-Penney, N. Per-Pupil Expenditures in Florida’s 10 Largest School Districts. <http://edreformnow.org/wp-content/uploads/2019/10/Re-source-Equity-FL-Corrected.pdf>.

34 <https://www.fldoe.org/safe-schools/discipline-data.stml>

simply not problems the JSO experiences.

From the moderator perspective, this was another area where two groups approached the topic with varying definitions and understandings of these terms. For clarity, bias can occur both in an explicit or implicit sense. Clearly, there are some things we know we are biased about, continuing to act on these biases through stereotypes and discrimination (explicit bias³⁵), and sometimes the bias pervades how we each see the world and view others (implicit bias³⁶). One of the main cross communications in the listening sessions was the disconnect between the JSO explaining it had no explicit bias in the department and not quite understanding the term implicit bias. Like systematic racism, implicit bias is more insidious, develops based on our early childhood and developmental experiences, and may not be perceived as a negative or a problem until it is confronted.

As mentioned earlier, it is clearly understood that the initial reactions to having one's behavior called into question as racist, ableist, homophobic, or classist are defensiveness and denial.³⁷ There is often direct pushback that this was not the intent of the behavior and that there is no malice or data to support this as an area of concern. So, in some ways, it makes sense to produce evidence of detailed academy training on these issues and the lack of any current major violations (e.g., overt racist comments, firing for retaliation or cover-ups) to confirm there are no real problems with the JSO related to bias, retaliation, or systemic racism.

Yet here, the map is not the territory. These problems often exist in subtle ways, such as in how we approach decision makers, interact with fellow officers, and make judgements about the public. Further training on these topics would help make the unseen seen and would help in understanding the frustration behind the questions that are often focused on officers and provide an improved ability to respond with grace and equanimity. When we understand the motivation, we can better address the underlying issue.

This “upstream” work is highlighted in the story by Stringer.³⁸ The story goes that a man rescued several people from drowning in a river. Eventually, he tired of dragging one after the other from the river and walked upstream, where he observed a bully pushing people into the water. He struggled with the bully, who was eventually arrested and taken away. The problem of the drowning people was solved by his “upstream” work. Likewise, by engaging in this upstream training investment, we deter the larger problems.

As with so many aspects of police training, there is a fundamental awareness that training effectiveness fades over time.³⁹ Officers are often required to qualify several times a year with firearms, driving techniques, and new medical responses to crisis concerns (e.g., Narcan and the opioid epidemic and changes in domestic violence screenings). The JSO provided detailed references to training acquired during the officer's academy experiences. Although this training is necessary, it is not sufficient. Training must be continual and well designed to reach various learning styles and allow for a clear sense of practical utility. Additionally, good training has a sense of fidelity that reaches beyond the training workshop itself. If there are obstacles that stand in the way of the

“You say there’s no bias, no retaliation, no racism in the JSO. You defend and promote the system you have in place today. So, why would you not embrace and welcome a Citizen’s Review Board (CRB)? If everything is up and up and you are the best police department, and the neighborhoods still don’t trust you, if I was in your position, I would be clamoring for a CRB.”

Community Member,
5-21-21

35 <https://www.justice.gov/crs/file/836431/download>.
36 <https://www.justice.gov/crs/file/836431/download>.
37 DiAngelo, R. *White Fragility*. <http://www.beacon.org/White-Fragility-P1631.aspx>.
38 Stringer, E. (1999). *Action Research*. Thousand Oaks, CA: Sage.
39 “Knowledge and Skill Decay in Applied Research,” <https://psycnet.apa.org/record/2013-10635-001>.
“Factors Influencing Knowledge and Skill Decay,” <https://shareok.org/handle/11244/318806>.

successful practice of the concepts learned in training, efforts must be taken to help overcome these challenges.

Citizen Review Board

Councilman Garrett Dennis introduced Bill Ordinance 2020-584 requesting the consideration of an ordinance code amendment by creating a new Chapter 79-Jacksonville CRB. Steve Zona, who is currently serving members as president of Lodge 5-30 of the Fraternal Order of Police, shared with the committee his disapproval of Jacksonville having a CRB, stating it would be based on politics and emotions. Dr. Poppy Fitch, who is the 2nd Vice Chair, San Diego Commission on Police Practices, shared information about San Diego's commission and how it has created transparency and a sense of trust within the community. The mission of the San Diego Board is to review and evaluate citizens' complaints against members of the city's police department and the police department's administration of discipline arising from complaints. The CRB reviews all deaths occurring while a person is in the police department's custody and all police officer-related shootings (Fitch 2021).⁴⁰

"Internal investigations are always questionable, always controversial. We are not questioning integrity, but you are operating with blinders on. You work together, drink together, BBQ together. You can't have an objective investigation. JSO in engaging in excessive use of force. There is a pattern of conduct depriving African Americans of their civil rights."

Community Member,
5-21-21

Dennis indicated that the board would not be political but rather made up of 15 members with 14 chosen by city council members (one representative from each district) and one JSO representative. They would serve two-year terms. The board would review closed investigations, review policies, and make recommendations. The idea of a CRB has arisen in many cities after numerous issues surrounding lack of trust in police officers being investigated by their own (i.e., police policing the police).

Attorney Philips stated that there is a misconception that the JSO investigates the JSO. He stated that the State Attorney's Office has an on-call prosecutor and investigators who take over cases from homicide detectives when a case involves a police shooting or other issues of excessive use of force that results in death. The bill put forth by Council member Dennis was summarized by Chief of Research Clements, who indicates that the policy impact area would be the ability of citizens to review and comment upon law enforcement activities and issues. Members would review completed internal office investigations of the JSO and cases of issues of importance or interest to the community, through review of completed JSO investigations to determine whether the investigation and disposition of the case was consistent with JSO policies and procedures, which could potentially create a level of transparency and trust between the community

and the JSO. The committee would also make recommendations to the city council regarding the handling of investigations and determining whether any revisions or additions to the city's ordinance code or charter or other legislative action are necessary to address the recommendation. Finally, the committee would report its findings and recommendations to the city council with copies of the reports and recommendations given to the mayor and sheriff.⁴¹

"There are 137 police oversight entities for city and county police departments, covering 124 jurisdictions. Some jurisdictions have more than one oversight body. This means 1% of local police departments are subject to community oversight."⁴² The CRB is not a new concept but one that must be revisited if the JSO is hoping to create transparency and develop trusting relationships with community members. It was rather apparent from the meetings that trust is an issue and should be addressed because community policing involves input from the

40 San Diego Community Review Board on Police Practices (CRB), CRBReport.pdf (sandiegocounty.gov).

41 City Council Research Diversion Legislative Summary (9/22/2020), 2020-584 Bill Summary.pdf.

42 "Police Departments in the US: Explained," <https://usafacts.org/articles/police-departments-explained/>.

citizens being policed.

A recent report was released from the National Association for Civilian Oversight of Law Enforcement (NACOLE) that provides evidence-based practices to ensure oversight is effective and sustainable.⁴³ Drawing on a 2016 survey of 97 civilian oversight agencies and a database⁴⁴ created in 2017 with 76 civilian oversight agencies categorized into review-focused, investigation focused and auditor/monitor focused models from across the United States.

Table 1. Characteristics of case study organizations

City	Agency Name	Oversight Model	Year Created	Population
Atlanta, GA	Atlanta Citizen Review Board	Investigation-focused	2007	472,522
Cambridge, MA	Police Review & Advisory Board	Review-focused	1984	113,000
Denver, CO	Office of the Independent Monitor	Auditor/monitor-focused	2004	693,060
Indianapolis, IN	Citizens' Police Complaint Office	Review-focused	1989	864,771
Los Angeles, CA	LAPD Office of the Inspector General	Auditor/monitor-focused	1995	3,976,000
Miami, FL	Civilian Investigative Panel	Investigation-focused	2001	453,579
New Orleans, LA	Independent Police Monitor	Auditor/monitor-focused	2008	391,495
Philadelphia, PA	Police Advisory Commission	Review-focused	1993	1,568,000
Washington, DC	Office of Police Complaints	Investigation-focused	1998	693,972

The report offers a helpful review of these three models on page 7. They also address a growing trend of a fourth model.

- 1. Review-focused** models typically assess the quality of finalized complaint investigations undertaken by the police or sheriff department's internal affairs unit or conduct reviews of the overseen law enforcement agency's policies, procedures, and disciplinary activities. Review-focused models typically consist of volunteer boards and commissions and may be involved in hearing appeals, holding public forums, and making recommendations for further investigation of complaints.
- 2. Investigation-focused** models employ professionally trained staff to investigate complaints of alleged misconduct independently and separately from the police or sheriff's department they are responsible for overseeing. Investigation-focused agencies are typically authorized to receive complaints. These agencies are increasingly being endowed with the authority to mediate complaints, analyze department policies and procedures, and issue recommendations to the overseen department.
- 3. Auditor/monitor-focused** models take a variety of organizational forms, yet are all focused on large-scale, systemic law enforcement reform. Auditor/monitor agencies may review internal complaint investigation processes, evaluate police policies, practices, and training, actively participate in open investigations, and conduct wide-scale analyses of patterns in complaints and communicate their findings to the public.
- 4. Hybrid civilian** oversight exists in two ways: hybrid agencies and hybrid systems. In the first case, an agency may primarily focus on one oversight function while also performing other functions (such as reviewing internal investigations and auditing policy compliance). In the latter case, a single jurisdiction may have multiple agencies overseeing the same department, such as an independent investigative

⁴³ Vitoroulis, M., McEllhiney, C. & Perez, L. (2021). The Evolution and Growth of Civilian Oversight: Key Principles and Practices for Effectiveness and Sustainability. <https://cops.usdoj.gov/RIC/Publications/cops-w0951-pub.pdf>

⁴⁴ <https://directory.nacole.org>

agency and an inspector general, or a monitor agency and a civilian board acting in an advisory capacity to the law enforcement agency or other civilian oversight agency. Individual agencies assuming hybrid forms are increasingly common, but several jurisdictions have also created multiple agencies responsible for performing different oversight functions of the same law enforcement department.

While the civilian review and/or oversight process is a relatively new one, COPS identified several areas of focus worthy of further exploration and discussion. For example, to what degree should the oversight or review panel have access to law enforcement records and information. Is there a place for mediation to resolve low level citizen's complaints? What are the benefits and limitations of agency oversight by oversight stakeholders?

Additionally, they offer 13 principals for effective civilian oversight of law enforcement. These include:

1. Independence from law enforcement, political pressure or special interest groups
2. Clearly defined and adequate jurisdiction and authority
3. Unfettered access to records and facilities
4. Access to law enforcement executives and internal affairs staff
5. Full cooperation of all officers and staff
6. Sustained stakeholder support
7. Adequate funding and operational resources
8. Public reporting and transparency
9. Policy patterns in practice analysis
10. Community outreach
11. Community involvement
12. Confidentiality, anonymity and protection from retaliation
13. Procedural justice and legitimacy

“Citizen review boards (CRB) are about emotions, agendas and politics. Those who call for CRBs are the same ones who reject official findings. The CRB prolongs the process and nobody ‘un-drags’ the officer from the mud. Pro-CRB groups don’t want to collaborate but want to control.”

Steve Zona
Fraternal Order of Police
4-5-21

When considering the creation of a civilian oversight process, there are several factors that should be considered in the process. Primarily, is this practice an appropriate fit for a local context? Given the series of listening sessions during the Safer Together process, the community was vocal about consideration of this as an option for Jacksonville. Any oversight process must address the 13 principals outlined above. This will help to ensure the practice is done well with integrity and fidelity. Care should also be given to assess any potential unintended consequences of implementing this practice.

JSO Complaints

During the May 21 meeting, there was a lengthy discussion around the issue of how complaints are handled by the department. A total of 1,086 complaints were made in 2020. The JSO shared that every complaint is reviewed. Cases of serious misconduct are investigated by Internal Affairs (IA) such as cases that could result in suspension, demotion, or termination. Other cases are handled by chain of command. These complaints can originate from citizens, inmates, or other officers. For all cases, 64% were sustained, 10% exonerated, 7% unfounded, and 18% nonsustained. The remaining 1% of cases were continued.

64% of the 1,086 cases, 695 cases would appear to be sustained. Of those sustained cases, 58 stayed in IA for a formal investigation. Of these 58 cases, 5 resulted in termination, and 27 of the officers resigned or retired pending termination. Regardless of retirement, all sustained charges were reported to the Florida Department

“What is being done? What we’ve seen is the removal of community services and an increase in crime and poverty. The police aren’t capable of responding to MH issues. They aren’t capable of responding to crises that have nothing to do with crime. When they feel threatened, their response is to shoot someone. We see traffic stops and people are dying for minor infractions of the law. Police use stops to make up for gaps in funding. Someone gets fined and can’t pay, the fine goes up and their license is taken away and now they can’t work and lose their job. It’s a vicious cycle of police intervention.”

Community Member
4-23-21

of Law Enforcement, which can revoke the officer’s certificate. Of the 1,086 complaints, 205 (19%) came from in-house. These in-house complaints had a 75% sustained rate. The JSO reported they are sustained 3–1 compared to citizen/inmate complaints.

Although the data presented here are positive in terms of how complaints are handled by the police, two central concerns emerged during this conversation. The first was the complaints were triaged into the system by a single person using their understanding of police policy as a rubric. When asked about a rubric to assess the complaints and efforts to mitigate bias, the JSO shared “the rubric was the policy,” and there were no steps taken to mitigate bias. They went on to share that they were not willing to concede that there was bias in the JSO.

Although the reported data show a positive view of handling the complaints that came in, there is a concern about how a complaint is sustained, exonerated, unfounded, or nonsustained from a transparency standard. For the sake of argument, let us assume the complaints that are substantiated are handled well. If the process by which a complaint is categorized as sustained, exonerated, unfounded, or nonsustained is made by one person based on their understanding of the police policy or procedure manual, this presents several concerns related to bias. Although the JSO mention a preponderance of evidence standard, there was no discussion of how evidence was reviewed; how counterpoints or explanations were considered; or how the determination of sustained, exonerated, unfounded, or nonsustained was decided. Issues of appeal would also be an area of discussion.

The JSO shared that of the 879 citizen/inmate complaints, 247 were dismissed because of camera footage. The questions remain of who reviewed the camera footage; what external factors were taken into consideration about the footage; and what rubric, process, or efforts were used to make their decision fair and impartial? Although the JSO does not (and should not) follow the criminal court standard, more transparency about how complaints are sustained, exonerated, unfounded, or nonsustained would be appreciated.

To be clear, there is no assumption that there is bad faith or maleficence on the part of the JSO. However, when a gatekeeping process that categorizes a complaint as sustained, exonerated, unfounded, or nonsustained is conducted by a single person and within a system that shared it is not willing concede that there is any bias in its decision-making, this is worthy of further exploration.

The second concern arose from a discussion on the issue of retaliation related to the complaint. This question was asked by All Things Diverse to better understand what reports beyond the 1,086 cases might have been made and were not because of fear of retaliation, physical harm, or other negative outcomes.

When the JSO was asked this question, the answers concerned us deeply. Although we must mention our notes were not a full transcript of our conversations, to the best of our recollection this was the exchange:

Van Brunt: To clarify, I heard you say there is no concern about retaliation on officers who complain about other officers.

Shivers: I have never had a report or heard of an incident. That would be a policy violation in and of itself. It's universally uncomfortable to complain on your coworkers, but the fact that nearly 20% of our total complaints are in-house lends itself to believe there is no retaliation culture in the agency.

Bruno: Many police are type A personalities. If there is a substantial allegation, they are pulled from their working assignment. If the offending employee says something or tries to taint the investigation, that's a whole separate allegation.

Van Brunt: That's true about police, but type A people don't always take kindly to being accused of doing something incorrect. When we look at sexual harassment, quid pro quo harassment is very rare. I'm not talking about formal retaliation, but more subtle forms that have an effect on people's willingness to bring complaints forward.

Hodo: We've seen cases in CA and NY where the reporting officer was fired.

Bruno: That's not Jacksonville. Twenty five percent of in-house complaints are not sustained, and there is no retaliation. We let the facts lead us. We are cognizant of the message we send.

Perhaps some of the confusion, as stated earlier, lies in the definition of retaliation. This is a term that has both a legal definition and a more common one. Retaliation in a workplace is the adverse action taken by an employer against an employee for taking legally protected action such as making a complaint. This can include a demotion, firing, salary reduction, or other negative action. The more common meaning is a repayment to attack in similar or a repayment in kind. What Drs. Van Brunt and Hodo were hinting at in the exchange was not substantiated retaliation complaints in the department (which may, in fact, be none) but, rather, the chilling effect on reporting against a person in power that has lengthy literature and support. The denial that this would even be a consideration by the JSO remains a surprising stance taken by the JSO. It is our hope that the confusion was more in the context of our questions and truly not a blanket denial that fear of negative action, exclusion, and social pressure by other police members leading to a chilling effect on making a complaint is something that happens at the JSO.

Our goal here is not to be adversarial but rather to work together to create a safer community. This happens when there is increased trust and transparency in our processes. There is no expectation that anyone be perfect. However, there is an expectation that we each engage in a continuous improvement process to improve the systems in which we operate.

Suggestions Moving Forward

To increase clarity in this report and share a concise list of suggestions for improvements in the community relationship with the JSO, the following are offered as an initial outcome of the sessions.

1. We would recommend a shift from seeing officers as "ready to go" after their academy experience. Although this training is intensive and well developed, there needs to be an ongoing buy-in and commitment to a continuous training process to address concerns raised. Specifically, we would recommend training in these three main areas:
 - a. **Mental Illness Awareness and Response:** Host yearly training for the JSO related to issues touching on mental illness and substance abuse. This would include crisis de-escalation as it

applies to various mental health conditions, the challenges and opportunities that occur during the Baker Act process, how to interact with various substance abuse issues, and the challenges in addressing chronic and episodic mental health concerns.

- b. Implicit Bias Mitigation Training:** A detailed look at how bias can manifest in our observations and decision-making. This training would include reflective exercises based on current events, interactive discussions, and practical application exercises. Training in bias mitigation, quite frankly, has added benefits in almost every area of an officer's operational and administrative work. Efforts should be made to avoid a "one and done" approach to this training and rather emphasize the ongoing nature of situational awareness and how to improve decision-making.
- c. Crisis Communications:** This term can best be understood as how we talk to the media, the public, and those around us asking difficult questions that have the potential to escalate and have vast public relations implications. Though this class is often given to a select set of officers and hostage negotiation professionals, the core concepts of responding to upsetting questions; managing emotions; and remaining calm, cool, and collected when working with the public or the press would benefit the entire JSO.

- 2. During the May 1 meeting, there was a discussion of the Teen Court. Part of the discussion centered on the assessments to make determinations for referrals to clinical settings. One recommendation would be to further clarify and assess the norms of these assessments to ensure they align to the population given. Though an analysis of psychometric properties of assessments is beyond the scope of Safer Together, it is a core principle in the testing and assessment fields that assessments consider the specific qualities of the populations they are assessing. There have been numerous challenges with assessments used with Black children over the course of US history.⁴⁵ They mentioned using the Gain 3 assessment and ensuring that this assessment is normed well on African American candidates. Those using the assessment should have the appropriate training and clinical degree, which would be an important consideration.
- 3. We would recommend a further exploration of how the process by which complaints are determined to be sustained, exonerated, unfounded, or nonsustained would benefit from increased transparency and bias mitigation. Additionally, we would suggest the exploration of how to identify and reduce any chilling effects on police making a complaint on other officers within the department.
- 4. We recommend revisiting the CRB because it is apparent that trust and transparency are issues between the community and JSO. Consider having those who are interested in being appointed to the CRB go through the JSO Citizen Police Academy or the local Federal Bureau of Investigation (FBI) Citizen's

"As we talk about mental illness, let's remember that this is a spectrum of experiences. Mental illness covers everything from learning disorders to schizophrenia; from eating disorders to depression and anxiety. Those struggling with mental illness are not more violent than the general population. In fact, those with mental illness are 3-5 times more likely to be the victim of a violent crime than to be the perpetrator of crime. Finally, the African American community has a long history of stigma related to mental illness and has more problems with reasonable (cost and travel) access to care."

Dr. Van Brunt
3-5-21

⁴⁵ <https://www.nea.org/advocating-for-change/new-from-nea/racist-beginnings-standardized-testing>.
https://nijin.org/uploads/digital-library/Risk_Assessment_in_Juvenile_Justice_A_Guidebook_for_Implementation.pdf.

Academy, which will give those appointed a better understanding of the split-second decisions that must be made by the JSO in tense situations.

5. We recommend increasing the number of co-responders for mental health crisis calls. Ideally there should be one co-responder on every shift in every zone, thus always having a minimum of 18 mental health professionals on staff. We would also recommend having several backup co-responders as a contingency plan. The backup co-responders could be students who are obtaining their master's degree in counseling, which would provide them an opportunity to gain real-world experience.
6. During the February 4 meeting, an issue arose related to the PAL) and disparity among the facilities in terms of outreach. We would recommend a deeper exploration of this issue with a focus on providing equitable access to all who access the PAL program in terms of resources and facilities.
7. During the discussion on March 5, it was shared that 4.8% of inmates self-reported mental health issues through medical screening or where an incident caused a referral. The national average for mental illness in corrections facilities is closer to 15–20%.⁴⁶ It is recommended to review why there is such a low percentage of inmates being classified as needing mental health care and how to ensure there is improved access to services.
8. During the March 5 meeting, there was a discussion surrounding the amount of training and how mental health calls were coded (with a focus on how mental health calls were differentiated from substance abuse, anger, and yelling). Additional clarity on how mental health calls are responded to would be useful in the future. Likewise, although training occurs in the academy and during special tactics application (e.g., hostage negotiation), further training on crisis de-escalation and how to make a referral to access care is recommended. Though it is a positive development that within the JSO all officers are crisis intervention trained (see below), additional training is recommended. Also mentioned was the co-responder program, which is currently limited to Zone 1. It would be recommended to review this program and seek ways to expand to additional zones if the program is effective.

Some recommended programs include:

- Hearts for Minds Training⁴⁷
 - Mental Health First Aid for Public Safety⁴⁸
 - National Alliance of the Mentally Ill (NAMI): Crisis Intervention Training⁴⁹
 - Police Mental Health Collaboration⁵⁰
 - Verbal Judo Crisis De-escalation Training⁵¹
9. When discussing defunding the policing in this report, we are discussing moving budget allocations around to help create solutions, such as funding the co-responder program to ensure that each zone has at a minimum of one mental health professional on each shift thus requiring a minimum of 18 full time co-responders.

⁴⁶ www.treatmentadvocacycenter.org/evidence-and-research/learn-more-about/3695.

<https://bmcpublihealth.biomedcentral.com/articles/10.1186/s12889-017-4257-0>.

www.northcarolinahealthnews.org/2018/03/06/by-the-numbers-incarcerating-mental-illness-and-addiction/.

⁴⁷ <https://hearts4minds.org>.

⁴⁸ <https://www.mentalhealthfirstaid.org/population-focused-modules/public-safety/>

⁴⁹ [www.nami.org/Advocacy/Crisis-Intervention/Crisis-Intervention-Team-\(CIT\)-Programs](http://www.nami.org/Advocacy/Crisis-Intervention/Crisis-Intervention-Team-(CIT)-Programs)

⁵⁰ <https://bja.ojp.gov/program/pmhc/training>

⁵¹ <https://verbaljudo.com>



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AMENDED ZOOM VIRTUAL NOTICE
JANUARY 29, 2021
3:30 PM

AMENDED ZOOM VIRTUAL NOTICED MEETING- (NO PHYSICAL LOCATION)
JACKSONVILLE CITY COUNCIL SAFER TOGETHER WORKSHOPS
FEBRUARY 4, 2021
(6:30 PM – 8:30 PM)

Meeting Time: 6:30 PM – 8:30 PM
Please join the meeting by 6:20 PM
Meeting ID: 938 0081 2427
Passcode: 456378

Notice is hereby given that the **Honorable Joyce Morgan, District 1 Council Member**, hereby schedules the **ZOOM VIRTUAL NOTICED MEETING**, in conjunction with the **Honorable Michael Boylan, District 6 Council Member**, for **Thursday, February 4, 2021, 6:30 PM – 8:30 PM**, - No Location- Jacksonville, Florida. **The purpose of the Zoom Virtual Meeting is to provide a forum to discuss Jacksonville City Council Safer Together Workshop topics and any other items noted on the meeting’s agenda or at the discretion of the Chair.**

Members of the Jacksonville City Council and other elected or appointed members of Boards and Commission, and other interested parties are invited to attend.

The Zoom Virtual Meeting will be held on **Thursday, February 4, 2021, 6:30 PM – 8:30 PM**, and will be **hosted virtually through the Zoom.US- computer application app with no location**. Council Members, City staff and the public may attend the meeting via Zoom.US- computer application app. **The public will be encouraged to share general comments with individual Council Members by email or telephone.** CCMeeting02092021@coj.net is the designated email for comments to be including as a part of this meeting.

Public access to the Zoom.US- computer application will be available in the Lynwood Roberts Room located on the 1st Floor of the St. James Building, 117 W. Duval Street, Jacksonville, Florida. CDC guidelines will be adhered to due to COVID-19. Space for attendance in the Lynwood Roberts Room will be limited due to social distancing and no more than 20 people are permitted to congregate in Lynwood Roberts Room. A mandatory mask requirement is in place for all public buildings pursuant to the Emergency Executive Proclamation 2020-005. For questions or specific information about public access, contact Yvonne Mitchell at (904) 255-5171 or ymitch@coj.net.

WAYS FOR THE PUBLIC TO ACCESS THE MEETING:



Safer Together Appendix A: Agendas



1. Sign up for **Zoom**. **Type - Zoom.US – with Chrome Internet Browser**. **Go to: JOIN A MEETING On Dashboard** Information regarding the Zoom meeting ID and meeting password is listed below:

Meeting ID: 938 0081 2427 Passcode: 456378
(You can **LISTEN** to the meeting and **VIEW** the meeting this way.)

ALL PARTICIPANTS WHO WANT TO PARTICIPATE IN LEGALLY REQUIRED PUBLIC PARTICIPATION MUST LOG IN WITH (It would be helpful to identify bill to be addressed)

Full Name – IE: Cheryl L. Brown 2020-0200

2. Watch it on your computer. Streaming site (or COJ streaming site):
<https://www.coj.net/city-council/city-council-meetings-online>

3. **Joining a Zoom Meeting by phone:**

Dial: 1 646 568 7788 - Meeting ID: 938 0081 2427 Passcode: 456378

Find your local number: <https://zoom.us/j/93800812427>

WAYS FOR THE PUBLIC TO PARTICIPATE IN LEGALLY REQUIRED PUBLIC HEARINGS OR PUBLIC PARTICIPATION ZOOM MEETING

1. Refer to: City of Jacksonville Citizen Guide to Council Meetings (Attached)
2. Legal Name must appear on Zoom to be recognized by the Chair.
3. **DO NOT** state your residence- address as this is not required in this forum – only state County and Zip Code.
4. Timeframe set by Chairman – No more than 3 minutes per speaker.
5. The Timer will be viewable. Must be in “Gallery View” to see countdown; Sort those in meeting by going to “Participant” and typing in Timer.
6. Chairman will **“ONLY”** call on speakers using the **ELECTRONIC “RAISE HAND”** feature located within the Zoom App. This feature is found- Click on “Participants” scroll to the bottom click on “Raise Hand” ... wait to be recognized. (Must have a Microphone, Video, and Speakers to participate with the function.)

INSTRUCTIONS: JOINING A MEETING BY DIAL-IN PHONE ONLY

1. Dial numbers provided above. If you dial a toll number, your carrier rates will apply.
2. You will be prompted to enter the meeting ID – the **Meeting ID: 938 0081 2427 Passcode: 456378**
3. If the meeting has not already started and join before host is not enabled, you will be prompted to press # to wait if you are participant.
4. You will be prompted to enter your unique participant ID. This only applies if you have joined on the computer or mobile device or are a panelist in a webinar. **Press # to skip.**

If you join by computer or mobile device later, you can enter the Participant ID to bind your phone and device session together and show your video when you speak on the phone. To enter your participant ID once you are in the meeting, enter **#Participant ID#** on your phone.

PHONE CONTROLS FOR DIAL-IN PHONE ONLY PARTICIPANTS

The following commands can be entered via phone tones using your phone's dial pad while in a Zoom meeting:

- ***6** - Toggle mute/unmute (While this is a function that is available the mute and unmute function will be controlled by the Host not the participant. To speak, the participant must use the ***9** function to be recognized.)

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- Legal Name must appear on Zoom to be recognized by the Chair.
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- Timeframe set by Chairman – No more than 3 minutes per speaker.
- Phone in participate will be informed of remaining time.
- Chairman will **“ONLY”** recognize or call on speakers using the **ELECTRONIC “RAISE HAND”** feature located within the Zoom App *9 ... wait to be recognized. (Must have a Microphone and Speakers on phone to participate with the function.)

Look at the digital recording of the meeting later on this website under available archives- City Council click

link: <https://www.coj.net/city-council/city-council-meetings-online>

It is important that you use one of the above remote ways to access the meeting; the Mayor has imposed rules on social distancing because of the COVID-19 Virus. If you have any problems or questions about gaining access to the meeting, please call **904 255 5193** Leave your name number and brief message.

WAYS FOR THE PUBLIC TO MAKE COMMENTS AT THE MEETING:

1. You can email your comments to: CCMEETING02092021@COJ.NET
2. For some meetings, you will be able to call in to make a comment on the phone.
Many meetings, especially informational ones, may not have public comment.

WAYS FOR THE PUBLIC TO PARTICIPATE IN LEGALLY REQUIRED PUBLIC HEARINGS OR PUBLIC PARTICIPATION ZOOM MEETING

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ADA and TDD ASSISTANCE

Pursuant to the American with Disabilities Act, accommodations for persons with disabilities are available upon request. Please allow 1-2 business days’ notification to process; last minute requests will be accepted, but may not be possible to fulfill. Please contact Disabled Services Division at: V- 904-255-5466, TTY-904-255-5476, or email your request to KaraT@coj.net.

All legislative inquires contact Jessica Matthews, Chief of Legislative Services at 904 255 5169 or JMatthews@coj.net. Please contact Dr. Cheryl L Brown, Director/Council Secretary at CLBrown@coj.net 904 255 5193 or refer to the information provided with the notice for specific contact information and/or details.

Please refer to the Jacksonville City Council Webpage at <https://www.coj.net/city-council/events> for future meeting notices, cancellations and other notifications.



Safer Together Appendix A: Agendas



For general meeting information please contact Dr. Cheryl L Brown, Director/Council Secretary, at CLBrown@coj.net or Jessica Matthews, Chief of Legislative Services, at JMatthews@coj.net.

XC: Council Members/Staff
Sharonda Davis, Sr., Manager Leg. Svcs.
Paige Johnston, Asst. General Counsel
Jason Gabriel, General Counsel
Kristi C. Sikes, Chief of Administration
Electronic Notice Kiosk- 1st Floor City Hall
Phillip Peterson, Assistant Council Auditor
Media and Media Box
Shannon Eller, Asst. General Counsel

Jessica Matthews, Chief of Leg. Svcs.
Peggy Sidman, Deputy General Counsel
Cheryl L Brown, Council Secretary
Jeff Clements, Chief of Research
CITYC@COJ.NET
Public Notice System-Council Webpage
Kim Taylor, Council Auditor
File Copy
Bill Killingsworth, P&DD Director



Jacksonville City Council Safer Together Meeting
Thursday, February 4, 2021
6:30-8:30 PM

Agenda

Welcome

**CM Michael Boylan
CM Joyce Morgan**

Facilitators

**Dr. Tammy L. Hodo
Dr. Brian Van Brunt**

JSO Community Tools

Director Bruno

- **Sheriff's Watch**
- **PAL**
- **Community Walks**
- **Neighborhood Outreach**
- **Police Explorer Program**

Chief Derrick Mitchell

Public Comments

Dr. Brian Van Brunt

Discussion Points

Dr. Tammy L. Hodo

March 5th

9:30-11:30am

Discussion surrounding:

- **Mental Health**
- **Response to Resistance (Use of Force training)**

Adjourn



Jacksonville City Council Safer Together Meeting
Friday, March 5, 2021
9:30-11:30 AM

Agenda

Welcome **CM Michael Boylan**
CM Joyce Morgan

Facilitators **Dr. Tammy L. Hodo**
Dr. Brian Van Brunt

JSO **Director Bruno**

Mental Health Programs within the DOC **Chief Pratt**

Corrections Medical and Community Partners/Resources

Police Assist Zone 1 **Police Assistant Chief Pendley**

Baker Acts and Comprehensive Services Center/Receiving Facilities

Response to Resistance Training **Police Assistant Chief Cox**

Use of Force Training, Policies and Procedures

Public Comments **Dr. Brian Van Brunt**

Next Meetings **Dr. Tammy L. Hodo**

Discussion Points

April 5th

6:00-8:00pm (Chief William Clement)

- A comparative analysis of the JSO budget to comparable communities and cities
- Budgetary allocations for personnel: sworn officers, corrections offices, community service officers; and civilians

Adjourn



Jacksonville City Council Safer Together Meeting
Monday, April 5, 2021
6:00-8:00 PM

Agenda

Welcome **CM Michael Boylan**
CM Joyce Morgan

Facilitators **Dr. Tammy L. Hodo**
Dr. Brian Van Brunt

Jacksonville Sheriff's Office **Director Michael Bruno**

Mental Health Training **Assistant Chief Pendley**
Response to Resistance Training **Assistant Chief Cox**
Use of Force Training, Policies and Procedures

Citizens Review Board **CM Garrett Dennis**

Steve Zona, President
Fraternal Order of Police Lodge 530

Dr. Poppy Fitch
San Diego Community Review Board on Police Practices

Public Comments **Dr. Brian Van Brunt**

April 23rd
10:00am-12:00pm

- A comparative analysis of the JSO budget to comparable communities and cities
- Budgetary allocations for personnel: sworn officers, corrections offices, community service officers; and civilians

Adjourn



Jacksonville City Council Safer Together Meeting
Friday, April 23, 2021
10:00 AM-12:00 PM

Agenda

Welcome	CM Michael Boylan CM Joyce Morgan
Facilitators	Dr. Tammy L. Hodo Dr. Brian Van Brunt
Jacksonville Sheriff's Office	Director Michael Bruno
A comparative analysis of the JSO budget to comparable communities and cities Budgetary allocations for personnel: sworn officers, corrections offices, community service officers; and civilians	Chief William Clement, CPA
Two comparative consolidated cities police budgets	Dr. Tammy L. Hodo Dr. Brian Van Brunt
Public Discussion	Dr. Tammy L. Hodo
May 1st 9:30-11:30am	
<ul style="list-style-type: none">• KHA Diversionary Program, Teen Court, Drug Court, Cure Violence (Mayor's Office Representative)	
Adjourn	



Jacksonville City Council Safer Together Meeting
Saturday, May 1, 2021
9:30-11:30 AM

Agenda

Welcome	CM Michael Boylan CM Joyce Morgan
Facilitators	Dr. Tammy L. Hodo Dr. Brian Van Brunt
Jacksonville Sheriff's Office	Director Michael Bruno
Public Discussion	Dr. Brian Van Brunt
Teen Court	Ms. Stacy Peterson, Director
KHA Diversionary Program https://www.coj.net/departments/kidshopealliance	Ms. Amy Read, Coordinator
Drug Court	Ms. Teri Hamlyn & Chief George Pratt
Cure Violence	Mildred Jennings, Administrator
Police Review Process & Challenges with Citizens Review Board	Attorney John Philips
May 21st 9:30-11:30am	
Adjourn	



Jacksonville City Council Safer Together Meeting
Saturday, May 21, 2021
9:30-11:30 AM

Agenda

Welcome	CM Michael Boylan CM Joyce Morgan
Facilitators	Dr. Tammy L. Hodo Dr. Brian Van Brunt
Jacksonville Sheriff's Office	Director Michael Bruno
Policy, Supervision and Discipline (Integrity and Internal Affairs)	Lt. Shivers
Police Review Process & Challenges with Citizens Review Board	Attorney John Philips
Public Discussion	Dr. Brian Van Brunt
Adjourn	

January 29, 2021

1. The Special Committee on Social Justice and Community Investment
Councilmember Brenda Priestly Jackson and Councilmember Matt Carlucci
 - Social injustice
 - Economic development
 - Law enforcement

2. The Safety and Crime Reduction Commission (N=15)
Councilmember Sam Newby and Pastor Mark Griffin
 - Developed because of an outgrowth of previous task force that look at issues of crime and safety in our community.
 - They address workforce development
 - Neighborhoods
 - Education
 - Mental health
 - Mentoring Programs

They have liaisons with Duval County Public Schools, Jacksonville Sheriff's Office, Chief Defenders Office, and State Attorney's Office

3. Special Committee on Opioid Epidemic, Vaping & Mental Health Resources (Formerly Special Committee On The Opioid Epidemic)
Councilmember Ron Salem (Pharmacist)
 - 1.2 million programs funded by city and partnership with Gateway.
 - In 6 Emergency Rooms in Jax, peer review specialist ask patient about getting treatment, and if they want treatment they go into in or outpatient treatment facilities. 1000 participants thus far and only 8 Over Dosed after getting treatment.

Vaping Initiative (13–18-year-olds)

- \$200,000 from City and Daly's Foundation through DCPS using social media

MHOP (Mental Health Co-Responding Program)

- \$400,000 joint funding recognizing that jail is the largest housing unit of the mentally ill. -Pilot program, go to jail or go to treatment for mental health issue.
- JSO & State Attorney's Office

4. The Mayor's Community Based Crime Reduction (CBCR) Program -
<https://www.coj.net/mayor/community-based-crime-reduction-program/steering-committee>
Kendra Mervin, Mayor's Community Based Crime Reduction Program Manager, kmervin@coj.net, (904) 255-5026
 - Reduce Crime
 - Improve Safety
 - Making City SaferFunding through JSO and State Attorney's Office



Safer Together Appendix B: Minutes



Point of project is to improve relationships between policy and community. Everyone seems to define Community Policing Differently. We must define our version or the version that may work best for JAX. Director Michael Bruno-26 years of investigations and homeland security

Questions asked:

- Mental health issues in the Black Community (Trauma)
- Police Accountability, who is doing internal affairs? What qualifies them?
- Demographics of JSO (Does it mirror the community they police)
- Does JSO officers understand the communities they are policing or the members they are supposed to be serving?
- There is a distrust of police within the AA community due to historical and contemporary policies and practices.

Things to examine:

- “Better Jacksonville Plan”
- “Seeds of Change”
- “JCCI Report”

People to talk with who are knowledgeable about City programs”

- Charlene Taylor Hill
- Wells Todd, Historian
- Bobbie O’Connor
- Nina Waters, Executive Director of Community Foundation

Brian and Tammy:

- Fact based evidence
- What can we do to create true community practices/examine best practices in other cities
- 6 zones in Jax for policing

Find out city police budget-look at email from Councilman Boylan on 2/4/2021

Emailed Director Bruno with questions on 2/5/2021.

Talking with Heather Reber, CPA Council Auditor’s Office

These notes were taken during the meetings by All Things Diverse and are not intended to be exact transcripts of our discussions, but rather notes to help All Things Diverse to build the final report. Facts and figures shared during the meeting were included in these notes and should be verified by the departments mentioned prior to the finalization of the report. To remain transparent in the development of the report, the notes are included here as Appendices. All Things Diverse would greatly appreciate any factual clarifications or conversations about any of the content included.



Safer Together Appendix B: Minutes



February 4, 2021 6:30-8:30pm

Assistant Chief Derrick Mitchell spoke about five Community Engagement programs.

- 1. Sheriff's Watch** has over 3000 members, 17 Sheriffs who work on the program, which is broken down by sectors (17). They meet monthly with citizens in their sections, handle any complaints, which are geared towards community concerns e.g., drug houses, deteriorating buildings, slum loads, crime rates. **This is not the location that the community tends to discuss complaints about issues with sheriff deputies.** When a community complaint is received the officers typically can have a response for the citizen at the next meeting. They host meetings monthly. The Sheriff's office hosts a yearly Safety Fair. In November at First Baptist Church have the annual Sheriff's watch meeting. There are 6 zones and a substation in each zone that meets monthly. The dates for the meetings are located on their website.
- 2. PAL (Non-profit)** began in the early 1970s in JAX. They serve 4000 kids in five locations, which all are Police Athletic League locations. They have six sports activities, a summer camp and teen leadership academy for kids 14-18.
- 3. Community Walks** is probably most important part of community policing. They look at crime trends and patterns and then go out and walk about a mile in that area. They knock on doors and speak with residents to figure out how to reduce crime in those neighborhoods. In 2020 the Sheriff conducted 433 community walks.
- 4. Neighborhood Outreach** includes neighborhood walks, neighborhood watch and go to homeowners' meetings if requested. In August they host National Night Out. For the first time in October 2020, they worked with the faith community and hosted "Faith in Blue" to bring faith-based community with law enforcement. This is a new initiative to get people from the organization (faith leaders) to ride with police. Chief Mitchell spoke about the relationship between the African American community and churches. He recognizes that the church is an important part of the African American community/experience. Chief Mitchell spoke about a partnership with Bethune-Cookman and are working to engage each zone. Thus far they have connected and engaged with three zones.
- 5. Police Explorer Program** is for those ages 14-21 who are interested in law enforcement career. They go through a 6-week academy focusing on leadership and community service. They compete with other police explorers around the state.

Community questions/dialogue

Questions (**Cornell Oliver**) about the PAL program asked, Chief Mitchell said the one in JAX is one of the best programs. Questions about the same level of activities and funds in low-income urban areas and the quality of some are in question. Mitchell indicated that many PAL programs are hosted in community centers due to partnership hence why some building may appear better than others. Mitchell acknowledged that in some communities the facilities are not of the same quality as others. Later, in the call Mitchell did share that some updates have taken place at the 33rd street, PALS location in question.

Complaint process, how does it work (**Bobbie O'Connor**), do you believe that different communities feel that the process is equitable? **Mitchell** indicated that he could investigate to find out if community perceive the

results the same.

David Williams: Real community policing involves walking the beat and staying in the areas to develop relationship. **Mitchell** stated that due to professional growth many officers do move out of community policing at substations. We discussed the need for continuity in who is at the substation. Questions were asked about assigning an officer to the substation for a set time and before they are to move on due to professional growth having them introduce another officer to the community for six months before they leave to help them develop relationships. **Mitchell** stated he would investigate this idea. When an officer has been embedded in a community, they can provide social capital to the new officers coming into the substations with community members. Question asked about checking on teens when they are in trouble. **Mitchell** stated this was a past program when the department would check on juveniles who were on probation to ensure they were meeting their nightly curfews-it does not appear that this program has continued.

How does JSO define Community Policing (**Erik Avancier**)? Is community policing helping decrease violent crime? **Mitchell** stated it takes community input. Avancier asked about hiring recruits. Mitchell stated they are always recruiting. Avancier stated that the police should be reflective of the community they police. **Director Bruno** stated that Sheriff Williams has them recruiting from Historical Black Colleges and Universities (HBCUs).

CM Boylan asked about Sheriffs Watch Program meetings. **Mitchell** answered that the meetings depend on the nature of the complaint. Mitchell told us he would follow-up on all complaints and body cameras.

Stanley Scott asked how many officers arrested by JSO? **Mitchell:** Within 5 years=68 JSO employees to include officers, civilians, etc. In the year 2020, 11 JSO employees arrested. Scott asked if the increase in technology has reduced crime in the underserved communities. **Director Bruno** said that the technology has helped to identify criminals in real time due to the boxes on poles throughout the city.

Wells Todd asked about the National Crisis to Police responding to mental health calls, a brief conversation was held about co-responders (mental health professions) with the understanding that our next meeting will be more in depth about how police respond to mental health crisis.

Conversation about diversity training. **Director Bruno** stated that FDLE requires officers to take training. Currently they have community members come in and provides some training e.g., Leslie-Civil Rights Attorney, immigrant attorney (Andrea) and LGBTQI/Transgender (Samir).

Cornell Oliver: Why can we recruit from outside our county, such as in south and central Florida? **Director Bruno** stated that they do recruit all over the southeast. Question asked about Hoop it Up program, in which the community members play against the police in a friendly game of basketball. **Mitchell:** When you ready let us know we will play. Cornell said that officers know how to work system to get people worked up so they can arrest the for a misdemeanor to mess with them.

Nahshon Nicks: We should have non-emergency officers for mental health issues such as a Baker Act case. Questioned the structure of the Junior Office Program and Police Explorer Program. **Mitchell** indicated that a new program entitled: Teen Police Academy may start soon in JAX.

CW Morgan: Can we upgrade some of the PAL locations. Neighborhood pride is important. If kids are in buildings that are dilapidated, they begin to question their own worth and we need to ensure equity in

locations. **Bruno:** Need to look at improving facilities but recognize that PAL is not funded through local money but is a non-profit organization. PAL: How many officers involved with=7 police officers and 1 sergeant to assist them at the Police Athletic league. There are also some civilians that work with the kids in the program. What is the disconnect? We have some good programs.

Wells Todd: We need to have people besides Leslie, Samir and Andrea to talk with police regarding diversity, people who are experiencing the over policing of their neighborhoods or have had negative interactions with police would be idea to provide insight into diversity.

Mitchell mentioned the program with Bethune-Cookman and Dr. Randy Nelson, which is working with community members to gain insight into what they type of training they would like officers to receive. Dr. Nelson gets with community members and facilitates the dialogue, but the community members are controlling the conversation. They have completed conversations in 3 of the 6 zones and are planning to complete the dialogue with the last three zones soon.

Bobbie O'Connor: There is an obvious divide between JSO and minority communities.

Boylan: PALS is important and should be more money involved as it appears to be a great program. Maybe this is something we can investigate more in-depth.

Things to Consider

- Address funding disparities/opportunities within PAL locations
- Is it possible to reinstitute the practice of checking on teens to ensure they are making curfew? Or engage with teens we know have had some issues in the past to show support and concern. This will require a JSO officer that is known to the youth and has established relationships in those communities in which they reside.
- How successful has the recruitment process been from Historical Black Colleges and Universities (HBCU)? Do we have data that can be shared with the community?
- How are we tracking officer complaints made by citizens against JSO?
- Do we have a date for when the Teen Police Academy will start?
- Community members expressed a desire to have more diversity training for officers in the academy besides what is already taking place. The current training focuses on race, immigration status and sexual orientation. A suggestion was made that officers should hear from community members who have experience over policing in their neighborhoods versus the professionals who are currently presenting at the academy.

Our Follow-up

- Follow up with Assistant Chief Mitchell regarding community perceptive of equitable treatment.
- Follow up with Assistant Chief Mitchell regarding creating a contingency plan for substations. When citizens develop a relationship with police officers it is imperative that before they move on to another assignment that they introduce their replace to community members. We recommend having at least a 90-day shadowing program that will allow the replacement officer to follow the officer who will be leaving the substation. Social capital is a positive production of human interaction and ideally the officer who will be leaving the substation has created a relationship with community members and by



Safer Together Appendix B: Minutes



introducing their replacement to community members they can share their capital with the incoming officer.

- What are the demographics of JSO? Do they mirror the community in which they serve?

These notes were taken during the meetings by All Things Diverse and are not intended to be exact transcripts of our discussions, but rather notes to help All Things Diverse to build the final report. Facts and figures shared during the meeting were included in these notes and should be verified by the departments mentioned prior to the finalization of the report. To remain transparent in the development of the report, the notes are included here as Appendices. All Things Diverse would greatly appreciate any factual clarifications or conversations about any of the content included.

March 5, 2021 9:30-11:30am

CM Boylan: Next meeting to focus on Citizen Review Board.

CM Hazouri: Hoping to finish by June 30 with meaningful policy changes.

CM Salem:

- MHOP: Mental Health Offender Program
 - Identified 200 frequent flyers with mental health concerns
 - Offers services such as housing, meals, counseling, job training
 - Relationship with Sulzbacher Center
 - 11 participants currently, planning to pilot with 40
- Opioid Program
 - 400 OD calls/month
 - Providing option to arrange for treatment
 - Providing Narcan training

CM Boylan: Mentions Mental Health Awareness program

BVB:

- Mental illness is a spectrum
- Don't conflate violence and mental illness
- African American community underserved in access and stigma

Corrections

Pratt:

- Reintroduces MHOP
- 2466 in jail (pretrial), 119 with mental illness (4.8%)
- Contract with Armor Correctional Health Services for mental health services to those in jail

BVB: Questioned 4.8% when nationally is 10-20%

Pratt:

- The 4.8% is self-reporting through medical screening, or where an incident causes a referral to Armor
- "A great deal" suffer from addiction

BVB requests usage data from Armor as compared to intake data

Wells Todd:

- Refers to 2019 police shooting at a mental health call
- Asks about old program where a social worker would join police on mental health calls

Question is deferred to use of force conversation

Patrol

Pendley:

- 40 hrs crisis intervention training in academy
- Stresses that police are one of the only 24/7 services available
- 394/Baker Act
- Co-responder program
 - 1 full-time LMHC
 - 3 specifically trained co-responders
 - Provide access to services
- JSO is transport entity for ex parte orders from caretakers or physicians
- Misdemeanor with mental illness goes to treatment first

- Felony with mental illness goes to arrest first with treatment through corrections

BVB:

- Requests number of MH related engagements vs non-MH
- Asks how co-responders are chosen/trained

CM Morgan asks about clearinghouse for local MH support services

Pendley suggests United Way 211

CM Morgan asks about the amount officers are pulled from other services to MH calls

Bruno: January 2020 – current, 17,000 MH calls. Yearly total calls 850,000

CM Morgan questions if 40 hours is enough training

Bruno: 40 hrs is crisis intervention, also receive MH first aid and verbal Judo trainings

BVB stresses the importance of differentiating between a MH crisis and someone who is angry and dangerous

Ysryl: Asks about an organization to assist JSO that could respond first to MH calls

Pendley:

- Possible for “code yellow” calls
- Currently use 211, youth guidance center, Sulzbacher – but consider consolidating into one place to call
- “Code red” unsafe for civilians

BVB states that he and TH will bring together a list of programs available (mentions NAMI)

Ysryl suggests better advertisement

Adrian Kelly: Has been out of federal prison 5 years, received little to no help. Asks about help for those released from federal prison.

Pratt:

- Has improved, but limited resources available
- Mentions JREC – Jacksonville Re-entry Center
- Aid limited to those who were arrested and sentenced and return to Duval County
- Mentions that most federal prisoners have 6 months in halfway house prior to release

Adrian Kelly: Tells story of Ray Dukes who was denied help and later killed. Mentions lack of help for those on immediate release from federal prison.

BVB: Affirms AK’s difficulty, moves to ask EVAC students how MH challenges affect them and whether young people are likely to access help

EVAC Students:

- Kids see the police violence in the news
- There is no access to help at most schools
- Authenticity matters – start with connection for most kids
- Kids are scared to get pulled over

TH:

- Trauma in the community if often not addressed.
- There is a stigma to MH care within communities of color.
- There is a need for cultural competency in providers.

CM Pittman asks about the 40 hours of training again and what refreshers/CE is required

Cox talks about extra training depending on role

BVB pushes back on crisis de-escalation not being the same as MH training and the importance of training not just for special roles but for all front-line officers.

Cox: 1-1/2 hours annually in MH de-escalation required, optional courses available

BVB asks how that compares to firearms training.

Sheryl Johnson promotes hearts4minds.org

Wells Todd talks about the “nonsensical attempt to deal with MH issues by using the police. Asks whether

sheriff has met with mayor about a MH budget

Bruno: Yes, but... looking for evidenced based efforts that show a good return on investment

CM Morgan suggests returning to this at the next meeting when budget is on the agenda

Response to Resistance

Cox:

- 13 months total training to become an officer, 790 in academy, 440 in car
- 292 hours direct response to resistance training
- Use only the degree of force to protect themselves and others
- Duty to intervene if another officer uses excessive force
- Response to resistance also part of other trainings, such as DV and traffic stops
- Grant v Connor, 1989: reasonableness of use of force (w/o 20/20 hindsight, Monday morning QB)
- Can't put themselves needlessly in harms way to justify use of force

Ysryl: Would like to get involved with EVAC kids. Founded Jacksonville Youth Works

Adrian asks about Cure Violence program, is referred to mayor's office.

Vicki asks about hiring a CIT Coordinator for JSO, is deferred to next meeting.

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Safer Together Appendix B: Minutes



April 5, 2021 6:00-8:00pm

Mental Health Training

Pendley: Begins by reiterating that JSO is the only 24/7 crisis response and reintroduces co-responder program.

TH: Asks if this is only in Zone 1.

Pendley: Currently only one full-time clinician, who is assigned to officer in Zone 1, but can respond elsewhere. Two other officers, in Zones 2 & 3, are trained, but need to hire clinicians to ride with them.

TH: Points out that this means first shift only.

BVB: Asks about services that are public-facing vs officer training.

Pendley: Mentions yearly training for all as well as specialized training for some.

Maria Machin: Asks about services for immigrants and others with limited English, noting that the translation line isn't always reliable.

Pendley: Recognizes difficulty of responding to specific dialects, but states many officers are bilingual. Mentions need for diverse workforce as well as tech solutions.

Wells Todd: Asks about better funding for MH response.

Pendley: This is part of the purpose of these meetings.

Bruno: Formally, JSO trained a small group in crisis intervention. Now all officers are trained.

CM Morgan: Not only JSO, but city council and mayor's office need to look for this funding.

BVB: Addresses the intersectionality of MH, drug programs, city athletics, etc.

Cox: Response to resistance training:

- RTR training at academy and orientation
- Integrated into the 13 weeks of field training
- 120 hrs firearms training, 24 hrs taser training

Cox: Mentions use of reasonable force when necessary, the duty to report another officer for using excessive force and that any RTR requires a supervisor at the scene before it can be cleared.

CM Boylan: Asks about response to attitudinal issues during training and how many recruits don't make it through.

Cox: There are 17 written exams; recruits are required to score 80%. They cannot fail 2. Top two reasons to fail out are academics and firearms proficiency. Failing out for behavioral reasons is rare.

CM Boylan: Is there a psych eval?

Cox: Yes – polygraph and psych eval at hiring stage.

TH: Refers to thin blue line and a reluctance to report – asks if trainees ever report their FTO (field training officer) for excessive force.

Cox: Not in the 11 months he's been in the job.

Bruno: No recruit would be dismissed for lodging a complaint against another officer. The complaint would go to IA and the recruit would be reassigned to another FTO.

BVB: Asks if use of force include lethal and non-lethal.

Cox: Yes.

Bruno: Any injury.

BVB: Asks for statistics on types of force used.

Dan R: Written question about temperament – BVB asks for clarification.

Eunice: We are reinventing the wheel – isn't MH the job of the health department? Asks about training on race relations, ethics, etc. Suggests that JSO has lost the focus on "protect and serve." Mentions a disparity in treatment and that the diversity of the city is not reflected in the diversity of JSO.

Cox: Recruits receive 40 hrs of state mandated community interaction training and 42 additional hrs. Also

states that applicants are vetted.

Dan R: Runs a school for students with drug/alcohol issues. Asks about training regarding bias and distinguishing between MH vs behavioral issues. Also asks about bilingual services for opioid response.

Bruno: Again mentions psych exam at hiring.

- JSO training builds skillsets and culminated in scenario based trainings
- Includes resources for bilingual calls
- Is open to more/other trainings that are “evidence-based”

BVB: Officers have the challenge of quick decision making – need to pay attention to their temperament.

Stanley Scott, African American Economic Recovery Think Tank: Knows of JSO officer with swastika tattoo – asks if officers are physically examined.

BVB: Expands question to ask if there is a moral or ethics code for officers.

Cox: Rely on self-disclosure of tattoos during hiring (in polygraph).

TH: Military does periodic body checks. While that might not be possible, does JSO have ongoing checks of any kind for new tattoos?

Bruno: Asks Stanley Scott for info on that officer. States that they are more interested in behavior.

Stanley Scott: Calls out Cox’s negative attitude.

Citizens Review Board

BVB: In interest of time, we need to move on to the CRB discussion.

TH: 10 counties in FL with CRBs, just check that policy was followed, some are advisory. The proposed bill in Jacksonville would include 14 members (one selected by each council member from their district) plus one representative from JSO.

CM Dennis:

- Bill is #2020584
- Each of the 14 members must be 18+ and have 6 hrs ride along
- Will only look at completed cases, looking at procedures
- Will give recommendations to city council
- Cannot violate police officer bill of rights
- Full transparency and community input
- Strict term limits

TH: Will they only review cases of concern?

CM Dennis: That would be up to the board, but they can only review closed cases.

BVB: Compares them to medical M&M boards.

Steve Zona (FOP):

CRBs are about emotions, agendas and politics

- Police are already subject to review by many services (IA, FBI, justice dept, ethics committee, etc.)
- Refers to incident in Oct where CM Dennis “lashed out” and “called me names”
- States that those calling for the CRB are the same groups who reject official findings. The CRB prolongs the process and nobody “undrags” the officer from the mud.
- He is willing to work with anyone but feels pro-CRB groups don’t want to collaborate but to control.
- According to other officers – in Miami, officers don’t participate in CRB. In Orlando, during the summer riots, the CRB chair was soliciting complaints.
- CRBs prolong dragging of cases and officers (cites a case in Orlando that was discussed at every meeting for a year.)

BVB: Requests statistics and data points for these assertions.

CM Dennis: The bill attempts to keep politics out by having each CM select one member.

Maria Machin (written question): Will the CRB be diverse?

CM Dennis: Again mentions selection method, along with the 2-yr term limit.

Wells Todd:

- Since the George Floyd killing, there are calls for something deeper than a CRB to include police accountability and a review of police who commit crimes.
- States that Zona referred to him and others as gang-members of activist groups.
- CRB has no subpoena powers, does not provide accountability.
- Mentions the racial bias in policing.
- Police are protected by bill of rights and stop gaps to keep them in uniform.

Bobbie O'Connor: In response to Zona – JSO is made up of politics, emotions and agendas. How do they respond to the community survey where 60% whites, 41% of black respondents and 46% of Hispanic respondents think the police do a good job at investigations?

Bruno: States that it's a matter of improving messaging and getting police into the community for more conversations.

TH: Points out that all people have biases. Jacksonville is not a well integrated city (dissimilarity index of 60). The media perpetuates stereotypes and bias, and they are clear in the disproportionality of arrests and prison populations.

Cox: Training – 40 hrs state mandated interacting with a diverse community, 42 hrs in orientation and 2 hrs of “We are Duval”

Poppy Fitch: See her PowerPoint for most of her presentation but did suggest longer term limits to improve continuity and depth of knowledge and experience.

CM Boylan: What is the attitude toward police in San Diego?

PF: Persistent issues due to lack of community trust. 75% voted to move to greater oversight, converted CRB to an independent commission.

Stanley Scott: Suggests TH was wrong to say that all have bias, since not all bias is equal, citing the history of racism in America.

TH: Patiently explained that he was taking her out of context and it is true that everyone has bias.

Eunice: Asks about accountability and if there is already oversight, why are we still seeing so many problems? “Why aren't we getting what we're paying for?”

Zona: States that the officer bill of rights has nothing to do with criminal investigations and there are no protections in place for officers involved in these.

Maria Machin: Finds “brown” racist (as in brown and black people). Suggests that with a 45% immigrant population, police training should include other languages.

Wells Todd: Refers to a meeting with chiefs of police where one said that Obama started the racial divide. There is a lot of animosity in the US – and police have threatened to strike over the formation of CRBs.

Bruno: Questions Poppy on the high budget of the San Diego CRB and asked whether the CRB often comes to different conclusions than the agency.

PF: The budget is misleading because it's a transition year from CRB to commission. States that most of the time, the CRB agrees with the agency, which helps build community trust.

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Safer Together Appendix B: Minutes



April 23, 2021 10:00am-12:00pm

CM Morgan: Welcome and comments related to the George Floyd case and verdict.

CM Boylan: Welcome and again hopeful that through these meetings both sides will gain empathy. Also, next meeting will include general counsel to discuss current review process and the impact of a CRB.

TH: Mentions HB1 and the requirement to maintain police funding.

Carnell Oliver: Steve Zona (FOP) lobbied for HB1, which takes away local control. Oliver is part of Truth Commission which found that even though JSO budget increased, so did homicide.

TH: HB1 is also about protests and gatherings as well as municipalities not having budget control. Asks: As the budget increases, do crime rates decrease?

Chief Clement: HB1 gives the sheriff's office the ability to appeal budget cuts to the state.

Director Bruno: Jacksonville is the largest city by area in the lower 48, and in the top 13 by population, with a consolidated city/county government, making comparisons difficult. JSO gets consistently high ratings from assessments including CALEA accreditation.

Clement: Presents PowerPoint

TH: What is the average amount of overtime? At what rate of pay? Can we breakdown the salary budget into regular vs overtime?

Bruno: Rate varies but is time and a half. There are secondary employment opportunities that aren't paid by JSO – only city sponsored events. JSO doesn't breakdown the total salary budget that way.

CM Boylan: The number of corrections officers has stayed about the same – has the inmate population also stayed the same? And can we breakdown the roles of corrections officers? How many are healthcare?

Clement: Healthcare is contracted out entirely and gets a lot of funding.

TH: Does that contract include MH?

Bruno: The budget is comparable to other large agencies and is comprehensive.

Teresa Miles: What was the officer vacancy rate?

Clement: Before that, to CM Boyland's question about inmate population – average daily population in 2017=2879, 2018=3003, 2019=3206, 2020=3059, 2021=3588.

TH: What is the makeup of the inmate population?

Bruno: Most are pre-trial. Some state sentenced inmates that are trustees and some that are returned with additional charges. And county sentenced less than one year.

TH: Asks how often they see low income inmates or those with MH issues that cannot make bail.

Bruno: Seeing it less with COVID protocols. Since the population is up overall, they are moving out low-level cases quickly.

TH: Points out that 90% of cases are plea bargained out.

Oliver: Is it possible for CTC (Community Transition Center) to use ankle monitors?

Bruno: Driven by the courts, as is bail, not JSO. There is a contract for ankle monitors that track substance use.

TH: Points out that there is a fee to the individual for the monitor.

Bruno: There is recourse in the courts for indigency.

TH (Chat question): What is the effectiveness of the jail healthcare system, including inmate opinions?

Bruno: Armor Medical is a national company. The jail is NCCHC accredited. Requests and grievances are submitted electronically, giving a record.

CM Morgan: What is the number of inmates that were homeless?

Bruno: Hard to say, since some give an address even if homeless. Low level cases, like panhandling, are turned out as quickly as possible.

CM Morgan: When homeless individuals are turned out, we get into social services issues and a vicious cycle.

Bruno: We have the co-responder program with one full team and two officers that share a clinician. Going

after a grant to expand.

CM Morgan: Is this work in the budget?

Bruno: Co-responding officers have additional tools and any officer can contact them. There is overlapping training, for instance DV involves CIT. Always open to more evidence-based training.

TH (Chat question): Are the jails past capacity.

Bruno: COVID has complicated things, requiring quarantine for new inmates and keeping groups separate.

Ysryl: What is the yearly budget to house an inmate?

Bruno: Around \$90 a day on average.

TH: Duval County spends \$3200/day per child for school and \$3600/day per inmate.

Bruno: Inmates are 24/7 and includes healthcare and safety and security.

Bobbie O'Connor: The CSO budget has been steady. Can we look at the amount of time JSO officers spend that could be transferred to CSO rather than only using grants? You look at it, but you haven't increases the number of social workers or CSOs.

Bruno: We are looking to expand CSO, but CSO is not social work. They handle low-level cases – traffic stops, phone calls, places we don't need a uniform officer. And we can't ask an unarmed employee to go into a situation that isn't safe.

O'Connor: Research shows Rochester NY added social workers and MH clinicians.

TH: What gets grant funding vs being budgeted? Is it mostly social services and MH care vs uniforms, weapons, etc.?

Clement: JSO looks at grant opportunities across the board. One pays a portion of 40 officers. Some are victim advocacy and the MH co-responder team.

Stanley Scott: Suggests a meeting without JSO involvement. Suggest JSO is involved in things it shouldn't be, especially MH. Is upset that JSO doesn't have the numbers when requested.

Oliver: Can CTC budget be allocated to ankle monitors? If CTC is shut down, how quickly can those officers be on the street? Can CTC dollars be reappropriated into crime reduction programs?

Bruno: Clement will pull up CTC budget. CTC is for people coming out of state prison to integrate them back into the community. It has an extremely low recidivism rate. But CTC officers are correctional, not trained for the street.

TH: Those on work release have to pay back – where is that in the budget?

Bruno: Separate line items for home detention and work furlough, which has \$15/day flat fee unless waived by judge. Can't pull up budget. Mentions Matrix House – least expensive and most impactful facility.

CTC budget is \$8million, includes salary and benefits for 68 officers, operating supplies. Does not include Matrix House contract.

Ysryl: What is the recidivism rate for young black males age 16-25?

Bruno: I don't have that detailed information here.

Wells Todd:

- What is being done? What we've seen is the removal of community services and an increase in crime and poverty. The police aren't capable of responding to MH issues. They aren't capable of responding to crises that have nothing to do with crime. When they feel threatened, their response is to shoot someone.
- Need to address implicit and explicit bias.
- We see traffic stops and people are dying for minor infractions of the law. Police uses stops to make up for gaps in funding. Someone gets fined and can't pay, the fine goes up and their license is taken away and now they can't work and lose their job. It's a vicious cycle of police intervention.
- We need accountability, like taking away the police bill of rights.
- You eliminate crime by providing for the community. We need jobs programs.

- TH:** Bias is very relevant to the conversation, especially given that Jacksonville is not a very integrated city
- Keziah Anderson:** Inmates are charged \$15/day and a \$5 co-pay for medical appointments, but only paid \$.37/ hour. Do they accrue debt? Where do the fees go?
- Clement:** Only those on work furlough pay the \$15/day. Inmates are charged by municipal ordinance, including \$2/day for food and the \$5 co-pay. They also use the pay for snacks from the commissary. Many owe on release, but aren't sent to collections. If they are arrested again with cash, some goes to prior debt. Fees go to general fund for entire city budget.
- Anderson:** With the voting restoration act, fees must be paid in order to vote.
- Bruno:** Those are fees attached to sentencing and court fees. In-house fee debt does not affect voting.
- TH:** Is the commissary in-house or a vendor?
- Bruno:** Vendor
- Nicole Hamm:** Asks about training and recruitment, including background check, DEI training and getting to know the community.
- Bruno:** This was discussed in previous meetings. Quick summary of state certified training plus 5 weeks JSO specific training plus 4 months with training officer. As far as recruitment, there are 56 applications for every one recruit accepted.
- TH:** Mentions the additional training they receive in civil rights, immigration and LGBT issues.
- Andrew George:** How much of the budget is allocated to preventative measures?
- Bruno:** No specific amount, but officers are tasked to spend 30% of their time in community engagement. There are not specific directives, so officers can be creative. Mentions playing basketball and talking to community members. Talks about other generosity of JSO officers around Christmas time.
- George:** Spending time vs. spending money – it's about relationship building. JSO has lost some of that since they aren't in schools anymore.
- Bruno:** JSO has a good relationship with the SROs.
- TH:** Jacksonville has the 20th largest school district in the US and the 6th largest in FL but is #1 for referring African American students to LE for disciplinary reasons.
- BVB:** Talks again about bias. Asks again about comparing grant budget to set budgets and what is non-negotiable to fund. Can MH care be non-negotiable?
- TH:** PowerPoint presentation. Also comments on economic inequality and the need for youth programs after school and in summer.
- CM Morgan:** A lot of those are through the Parks Dept – the next meeting will include some of these issues. The conversation is on-going and not just with JSO and Safer Together. Talks about seminars with University's Center for Law and Social Justice.
- CM Boylan:** Other ways we are focusing on community policing and social justice, and health and mental care, include the Social Justice and Community Impact Committee working to secure grant funds. This is not just a JSO issue, the council provides programs as well.

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May 1, 2021 9:30-11:30am

Welcomes and discussion to move the CRB discussion with the Attorney Philips to the next meeting.

TH: Welcomes Bruno and asks if the programs on the agenda are part of the JSO budget.

Bruno: Programs like Cure Violence and CrimeStoppers need to be kept separate so reports are anonymous and to build community trust.

BVB: Programs are important to break the cycle and help kids have alternative processes when they drift toward danger. They provide positive social integration and resiliency and grit. Points out that there is inequity due to race or poverty.

Teen Court

Stacy Peterson:

- Goal: Divert less serious misdemeanor cases from the criminal justice system and avoid a criminal record (up to 3 civil citations per youth).
- Goal: Sense of responsibility and accountability.
- Pre-arrest diversion program – civil citation instead of arrest.
 - If arrested instead, officer has to put in writing why (e.g., warrant in another jurisdiction, family refuses).
- Admission of guilt required
- Assigned to case manager
- Prevention Assessment Tool (DJJ) used to guide clinical referrals
- Two paths
 - Teen Court uses students for trial roles
 - Neighborhood Accountability Boards
 - Restorative justice principles
- Sanctions
 - Restorative (community service, restitution, apology...)
 - Educational (offense based, job training, character development...)
 - Clinical (family coach, mentors...)
- 90-day target date to complete sanctions
- No charges show anywhere on background check
- If they don't complete sanctions, my get rejected and go to KHA

CM Boylan: How many in the program?

Peterson: 450 now, 696 referrals in 2019

BVB: Demographics? Acceptance rate for referrals?

Peterson: Will get demographics. Always accepted is they meet the criteria.

BVB: Is the Prevention Assessment Tool clinical? Asks for norming data. Is the assessor licensed?

Peterson: It's a DJJ assessment, not clinical. 2-days MI training, 2-days tool training

BVB: Does that mean MH sanctions w/o MH licensed assessor? Asks for tool website or info.

Peterson: Assessment can require referral to clinician, but clinician guides from there.

Wells Todd: How does the family preservation work?

Peterson: Contract with providers in the community. Case managers don't provide services, just referrals.

Kelly Coker, School Board Member: A lot of the work is over Zoom due to Covid, but can that be continued to keep kids in school instead of meetings?

Peterson: Already in discussions on that. Teen Court is already in the evenings. They try to minimize pulling kids from class.

Coker: How do you transition kids out of the program – can we transfer clinical supports?

Peterson: Case manager stays in touch with schools. Try to use services at full-service schools. Open to other suggestions.

Nathan Alexander: What if officer can't get ahold of a parent?

Peterson: That's rare but doesn't preclude placement. Parent can sign later.

Bruno: We review officer effectiveness every 2 weeks. JSO know elimination criteria but otherwise they issue the civil citation. 98-99% effective. If we do arrest, it is noted and referred to DJJ, which scores again.

KHA Diversionary Program

Amy Read:

- Awarded funding 9/1/20, all cases transitioned from state attorney by 2/1/21.
- 4 case managers, associate director and director (only one that's a clinician)
- Works with youth post- and pre-arrest.
 - Those rejected from Teen Court
 - From state attorney post-arrest, or non-arrest with incident report
- Assigned to case manager, assessment modeled after Miami Diversion program
- Youth Level Service Case Management Inventory (YSLCMI)
 - Looks at strengths and mitigation as well as risk
- GAIN – non-clinical
- Looks at family as a whole (bills, housing, services for other kids)
- Education, MI, substance use history
- Process map available
- 3 Tiers
 - 1. Lowest offense, high strength/low need, 60-90 days
 - 2. More treatment based, 90-120 days
 - 3. Low strength/high need, 180 days
- Sanctions similar to Teen Court
- Juvenile Diversion Alternative program
- After program, services continue as clinician recommends
- Center for Children's Rights, advocate in education

BVB: GAIN Q3?

Peterson: Yes.

Sonja Jones: On Teen Court - statistics show that minorities are given higher charges. Are the charges reviewed, since misdemeanor goes to Teen Court, but felonies go to arrest?

Bruno: Arrests are reviewed by DJJ and the score again. State attorney also can reassess. Police arrest based on probable cause, SA charges based on certainty of conviction.

Adult Drug Court

Chief George Pratt:

- Court sentenced treatment for non-violent felons
- 12-months minimum
- 2020 – 43 new admissions, down 50% due to Covid (2018 – 109, 2019 – 91)
- Ohio Risk Assessment system
- 44 graduates, 37 unsuccessful, 50 open cases

TH: Is there a juvenile drug court?

Pratt: Not through JSO.

TH: Which drugs?

Pratt: Not THC – major narcotics.

TH: What are the demographics? Why some not others? Based on amounts (personal use vs. selling)?

Pratt: Will provide demographics.

Kiersten Washell: Are there costs associated?

Pratt: Probation costs -- \$480 fee, \$50 public defender fee, most fees go to the treatment provider.

Washell: What kind of treatment?

Pratt: AA, NA, individual – based on plan

Wells Todd: These of police programs, but these are social issues that can't be solved by police. Where is the police reform in JSO?

CM Morgan: Can't deal with one without the other. These programs help.

CM Boylan: Our focus is community policing and JSO, there are other active committees. Also have guidelines and policy coming out of Tallahassee and Washington.

Todd: Police killings have gone unresolved, with the officer still on the job. We need a deep dive.

Bobbie O'Connor: Very frustrated. When do we come to a solution about police reform and structural racism? We are talking about minute details and not getting to the root of the issue.

CM Morgan: This is the start of the process and about establishing relationships.

CM Boylan: Asks Pratt (an African American officer) what he feels when hearing those types of comments.

*Back and forth here where Boylan asks her to repeat the question and interrupts her before she repeats that she believes there is systematic racism in the JSO that needs a deep dive.

Pratt: Immediately defers to Bruno.

Bruno: Starts by saying these meetings establish a baseline. Says there is no systematic racism, that there's no framework where officers discuss how they are going to oppress people. Says she is implying that and that's offensive.

TH: Explains that systematic racism recognizing that when this country was established, it was on a Eurocentric basis and has had discriminatory policies in place toward particular minorities. That these institutions were formed prior to many people being considered fully human, let alone true citizens.

O'Connor: Yes. In addition, there are policies and procedures and laws that are in place now, and cultural representations, that create structural racism.

Bruno: We have to figure out a middle ground.

Cure Violence

Paul Tutwiler: I was someone who was formerly part of the problem and am now back as an ambassador. They work with police, but there is a distance between them.

Jacqueline Collier, East Side Cure Violence: Our workers are prior offenders who know the neighborhood and are known and trusted. They have two goals. 1) Interrupt and detect violence and 2) Mediate after violence to prevent retaliation. Cure Violence is in very active parts of the city. No sensitive information is shared with the police (not snitches).

Ysryl: This is a good foundation. Asks about getting more grassroots groups involved.

BVB: That will be part of our discussion.

Adrian Kelly: Had some kids he mentored at Jamfest where police were looking "mean." The kids said that were "looking for trouble." Does JSO talk about event ahead of time?

Bruno: Pre-event brief about security concerns and incident plans. Always want more community involvement and are looking for the next generation of officers. Maybe next time engage the officer in conversation.

Kelly: Maybe, but we don't want to bother or approach them.

Bruno: I understand you don't want to "poke the bear" but we're all human beings. I appreciate being ap-



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proached with “how is your day going?”

Maria Garcia: In this process, is there going to be an emphasis on our failure to address the root issues of crime. JSO is 40% of the city budget while underfunding services and having no accountability for police. Says of 10 bias complaints, none were sustained, and of 62 excessive force complaints, only one sustained. What are we doing about this?

TH: We did discuss the budget and TH & BVB are working on a plan. These meetings are fact-gathering.

CM Morgan: The council is looking at all these issues.

Michael Sampson: We see people want to take part in the process. We know that JSO doesn’t plan to oppress. But the community we only see the output, not the thought that went into it, and we see African Americans more than likely being killed and excessive force with no accountability. Asks Bruno about HB7051 and the duty to report.

Bruno: JSO already does most of what’s in the bill (ban on chokeholds, reports to FDLE). The bill won’t change much for JSO.

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Safer Together Appendix B: Minutes



May 21, 2021 9:30-11:30am

Welcome and introductions

Policy, Supervision and Discipline

TH: We are discussing policy, supervision and discipline, particularly related to complaints against an officer or a questionable arrest.

Shivers:

- Every complaint is reviewed. Cases of serious misconduct are investigated by IA (cases that could result in suspension, demotion or termination). Other cases are handled by chain of command.
- 1086 complaints in 2020 from citizens, inmates or other officers
- 58 stayed in IA for formal investigation
- For all cases, 64% were sustained, 10% exonerated, 7% unfounded, 18% non-sustained
- Uses preponderance of evidence as standard
- 5 terminations, 27 resigned or retired pending termination
- Can appeal to civil service board
- Resignation/retirement means no appeals

Bruno: We can't stop them from resigning or retiring if they see the writing on the wall

TH: Can they get hired elsewhere if they retire or resign?

Shivers: Still have a sustained charge on record that is reported to FDLE, who can revoke their certificate.

Bruno: Even when they resign/retire, the investigation runs to conclusion. File shows resigned/retired under investigation. The concise history and discipline record is kept 50 years. JSO digs deep on hiring for any such records.

BVB: 4-5% go to formal investigation?

Shivers: Of the 1086 complaints, 205 were in-house.

BVB: In deciding which are IA vs chain of command, is there a rubric for consistency and to mitigate bias?

Shivers: The rubric is their policy.

BVB: Do you go into credibility as complaints come in?

Shivers: There is a checklist that looks at the initial contact, PD report, CAD info, body camera, etc. Body cameras have had a profound effect. Average yearly # of resignations is up from 17-27 from officers knowing there is that evidence. And of the 879 citizen/inmate complaints, 247 were dismissed because of camera footage.

As for controlling for bias, I don't have an answer, "I'm not willing to concede that" there is bias to begin with.

BVB: Tammy and I would like to see the checklist. Concerned that they're critical in that decision making process and aware of biases.

Bruno: Even cases that don't stay with IA for a formal investigation get investigated in the field.

TH: You said 58 cases went to formal investigation. 5 were terminated, 27 resigned/retired. What about the other 26?

Shivers: Some cases were held over from 2019, some unresolved until 2021. There were 99 level one written reprimands, 25 level two written reprimands, 16 suspensions and 1 demotion. The average level ones since 2016 has been 66, this year was 99 – because of body cameras.

TH: With police investigating police, how do you account for relationships, since they may have worked together?

Shivers: JSO is a large agency, IA is a small office. However, I do not assign cases to someone with a personal relationship. I'm not going to put anyone in a situation that doesn't look good, or not lend itself to a smooth operation.



Safer Together Appendix B: Minutes



Yes, police are policing the police. But to say it's not done with integrity means everyone involved is willing to put their career and livelihood on the line for another officer's misconduct.

Bruno: Speaking of police accountability, of a little over 1000 complaints, just over 200 were in-house, and those have a 75% sustained rate. They are sustained 3-1 compared to citizen/inmate complaints. And the officer being complained on knows who complained on him.

Mr. George: How many officers are retaliated against? Do you keep a record of retaliations?

Shivers: There's no record, because it never happens. The officer being complained on sees the interview with the complainer. There isn't retaliation because that culture doesn't exist in the JSO. That's why they're willing to come forward and take part in the process.

George: Is there discipline for officers when they fail to turn on their body camera.

Shivers: Yes, it's progressive.

Bruno: And if we find a case, we pull footage from other similar calls to see if there's a pattern of turning off the cameras.

BVB: To clarify, I heard you say there's no concern about retaliation on officers who complain about other officers.

Shivers: I've never had a report or heard of an incident. That would be a policy violation in and of itself. It's universally uncomfortable to complain on you coworkers, but the fact that nearly 20% of our total complaints are in-house lends itself to believe there is no retaliation culture in the agency.

Bruno: Many police are type-A personalities. If there is a substantial allegation, they are pulled from their working assignment. If the offending employee says something or tries to taint the investigation, that's a whole separate allegation.

BVB: That's true about police – but type-A people don't always take kindly to being accused of doing something incorrect. When we look at sexual harassment, quid pro quo harassment is very rare. I'm not talking about formal retaliation, but more subtle forms that have an effect on people's willingness to bring complaints forward.

TH: We've seen cases in CA and NY where the reporting officer was fired.

Bruno: That's not Jacksonville. 25% of in-house complaints are not sustained and there is no retaliation. We let the facts lead us. We are cognizant of the message we send.

Wells Todd: What pressure do you get from the Fraternal Order of Police (FOP)? When is the Bill of Rights used?

Since last summer, there has been increased demand to stop the bloodletting. We need to continue these workshops and get to the business of creating accountability.

Shivers: The police officer's Bill of Rights is wildly misunderstood. In a criminal investigation, officers have the same rights as other citizens. The Bill of Rights only applies to administrative investigations. The officer has no choice but to cooperate but can review all materials prior to their interview. They can have a representative observe. Too much is made of the bill of rights – it does not hinder the process.

As for FOP, there is no pressure. They are the negotiating unit of the officers.

Michael Sampson: In regards to progressive discipline, do older sustained allegations fall off so the discipline restarts? Question about FOP and city negotiations.

Bruno: Informal or formal counseling falls off after 12 months, written reprimand after 3 years, suspension after 5 years. Some things skip the progression – like lying in an investigation will be termination the first time.

The FOP and City negotiated contracts with a JSO rep. The FOP is completely separate from JSO.

Ben Frasier, North Side Coalition: Internal investigations are always questionable, always controversial. Not questioning integrity, but you are operating with blinders on. You work together, drink together, bbq together. You can't have an objective investigation. JSO in engaging in excessive use of force. There is a pattern of conduct depriving African Americans of their civil rights. We are asking the Justice Department to investigate



Safer Together Appendix B: Minutes



1) the lack of supervision and monitoring of officers, 2) the lack of justification or reporting by officers on incidents related to the use of force, 3) the lack of training and 4) citizen complaint processes that treat complainants as adversaries.

Kristy Ford, North Side Coalition: Are officers allowed to report on fellow officers anonymously?

Shivers: Yes, via letter or citizen complaint form.

Bruno: They would be going outside the chain of command. They would be called in as a principal and interviewed and possibly be subjected to discipline.

Bob Runner (?), North Side Coalition: You say there's no bias, no retaliation, no racism in the JSO. You defend and promote the system you have in place today. So, why would you not embrace and welcome a CRB? If everything is up and up and you are the best police department, and the neighborhoods still don't trust you, if I was in your position, I would be clamoring for a CRB.

Bruno: That's a great segue to the CRB discussion.

CM Morgan: First Mr. Scott is waiting.

Mr. Scott: First, would both of you define implicit bias? And please explain what is perfect.

Bruno: To me, the only perfect person is Jesus. And we talk about bias all the time in our training. I never said we were a perfect agency. We are being the best agency that we can for this community and working hard to improve.

Shawn Eaton (?), North Side Coalition: You said in regard to IA that you would have to believe every level of JSO was corrupt. And yes, I believe every level is JSO is corrupt until proven otherwise. The fact that you are policing yourself breeds corruption. Can you name another city agency that polices itself?

Bruno: Fire department, animal control.

Citizens Review Board

TH: We need to move to the police review process. We have CM Dennis on the line who brought forth the CRB proposal – that would not have subpoena power.

CM Dennis: CRB – 15 members, 14 chosen by council, 1 JSO rep. 2-year terms. Gives cross-section of community. Will review closed investigations to review policy and make recommendations.

Philips: There is a misperception that only JSO investigates JSO. (Makes aside about non-violent restraint training at academy.) For any police shootings or other uses of force that result in death, initial investigation by homicide detectives, but state attorney's office has on-call prosecutor and investigators. Can compel testimony. If the officer is charged with a crime, prosecutors take over. If not charged, a response to resistance (RTR) board is convened. Can lead to policy changes, recommend more training or discipline for the officers. The sheriff is the final decision maker. Even if officer resigns/retires, can still be charged or sued.

Integrity unit at JSO that works with prosecutors. Office of General Counsel also initiates investigations with IA. I've never seen a credible complaint of retaliation against a supervisor of JSO. They know they can be sued.

Justice Department and US Attorney's Office and FBI can investigate JSO.

There's a statute of limitation for criminal matters and civil lawsuits. Civil litigation can be another form of oversight. There is concern about the CRB review interfering with a civil lawsuit.

The CRB might also not be controlled for bias. The citizens won't find it credible if say, Tucker Carlson or Sean Hannity were on it.

TH: Everyone in this room has bias.

Philips: And at trial, jury selection reveals biases and get 12 people who are relatively unbiased. The CRB could also affect the city or plaintiff's ability to defend itself in civil litigation. CRB can't subpoena officers. Officers testify for the agency, and in civil litigation already.

The FL constitution says the sheriff is the sole authority to discipline officers.

We don't always know when a lawsuit is coming.

TH: Does the city (the citizens) pay when officers are sued?

Philips: Complicated. City pays unless officer acted in bad faith and reckless disregard. This involves the doctrine of qualified immunity.

Bobbie O'Connor: Reads The Gates of Hope by Victoria Safford.

CM Dennis: Even though cases are closed, there can still be a lawsuit. Does that stop the CRB from reviewing the case? Also, I'm willing to withdraw my bill for one based on the recommendations of these workshops.

Christine Hatfield, North Side Coalition: Why wouldn't we want our citizens to be able to help the police? Why wouldn't the police want our help in dealing with these issues, especially the racial bias and mental illness. Also, do citizens have access to RTR reports? And if the CRB can cause bias in a court case, couldn't the JSO investigation also cause bias if they determine the officer is fine?

Bruno: In an officer involved shooting, it's the most stressful event in the officer's career. There's a full investigation from the State Attorney's Office, the JSO, the medical examiner and the FDLE. Then it moves to the RTR. There's sworn testimony and it's all on the record. Then it moves to IA for another sworn testimony and case review. So the most stressful event has already been reviewed by multiple agencies. Then we're going to send it to the CRB for additional oversight and you want the officer to come back and discuss the most stressful event in their life?

Look at San Diego – the spend \$2million in a year, 12 policy clarifications – the majority are already in our policies. Poppy [Dr. Fitch] said that most often, their board agrees with the police investigation. We need to clarify how we do things and there's a great opportunity for conversations and dialogue.

Philips: Responding to CM Dennis – yes, the CRB would be able to review the documents of closed cases.

These notes were taken during the meetings by All Things Diverse and are not intended to be exact transcripts of our discussions, but rather notes to help All Things Diverse to build the final report. Facts and figures shared during the meeting were included in these notes and should be verified by the departments mentioned prior to the finalization of the report. To remain transparent in the development of the report, the notes are included here as Appendices. All Things Diverse would greatly appreciate any factual clarifications or conversations about any of the content included.