



Gainesville Police Department

PO Box 1250
Gainesville, FL 32627
(352) 393-7500
(352) 334-2345 (fax)
www.gainesvillepd.org

November 24, 2014

Mr. Russ Blackburn
Gainesville City Manager
PO Box 490
Station 6
Gainesville, FL 32627-0490

Dear Mr. Blackburn:

I am very pleased to share with you the Final Report of the Gainesville Policy Advisory Council (PAC) in response to your charge from January, 2014. The original charge of providing a “comprehensive review of our interactions with young Black males” was adjusted as the PAC learned of new initiatives across the country related to your charge. Your charge was adjusted to developing recommendations for decreasing Disproportionate Minority Contact (DMC). The PAC learned that DMC is an issue facing numerous communities across the country. DMC has recently been further adjusted to the more acceptable title of Racial and Ethnic Disparities (RED). Our attached report is reflective of this more contemporary terminology.

The PAC learned much during this past year as we researched, read reports, heard testimony, listened to audio blogs, and most of all, received information from Chief Jones. It was clear during the course of the year that communities across the country are struggling with this same issue. What the PAC discovered from our work was that Chief Jones is recognized as one of the national experts on this topic.

The Final Report provides background information, our approach to your charge, a schedule of our work, and recommendations. If you have any questions, the PAC would be pleased to respond accordingly.

While working on this project, the PAC has continued throughout this past year to hold meetings in different neighborhoods and hear from our citizens. Thank you for the opportunity to provide this Final Report.

Sincerely,

Norbert W. Dunkel
Chairperson, GPD Advisory Council

cc: Chief Tony Jones, Gainesville Police Department
GPD Advisory Council members

OUR VISION: The City of Gainesville will set the standard of excellence for a top ten mid-sized American city; recognized nationally as an innovative provider of high-quality, cost-effective services.

Racial and Ethnic Disparities

Gainesville Police Department Advisory Council

Final Report and Recommendations

November 24, 2014

On January 28, 2014 Russ Blackburn, Gainesville City Manager, sent an inter-office communication to Chief Tony Jones. This communication (Attachment A) identified a 2014 goal for the GPD Advisory Council (PAC). Mr. Blackburn challenged the PAC to provide a “comprehensive review of our interactions with young black males.” He asked the PAC to make recommendations on policy changes, training, and the use of technology.

The PAC scheduled time each month during their regular meetings to review materials provided to them; to receive presentations from different agencies and individuals; and to visit sites where programs are providing positive impact on the community. The PAC discovered early in this process that there existed a larger issue. The PAC expanded the scope to include all aspects of “Racial and Ethnic Disparities” (RED). This issue is greater than interactions with black males. It refers to “the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system” (U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention).

The PAC would like to recognize Chief Tony Jones. Throughout the many discussions, reviewing of materials, and receiving presentations, it is clear to PAC members that Chief Jones is a national leader on Racial and Ethnic Disparities. His participation as a member of the U.S. DMC 40 person think tank sponsored by the Cross Action Network, Models for Change Group in Washington, DC, has provided the PAC will a constant flow of information. We appreciate the work and participation of Chief Jones and his staff throughout the development of this report. It is also clear to the PAC that several current Gainesville initiatives will likely become best practices across the country.

In order for the PAC to develop recommendations, the members had to fully understand the data and underlying issues. The PAC scheduled the following meeting topics for 2014:

June 26, 2014 Discussed and finalized the approach.

Prior to July meeting, watched the COPS Office Podcast Series on Building Community Trust. On April 4, 2014, the COPS Office hosted the “Strengthening the Relationship between Law Enforcement and Communities of Color.” This was a series of podcasts of five police chiefs

discussing what programs and services have been effective in decreasing what was then referred to as disproportionate minority contact (DMC).

July 24, 2014	Overview of the GPD DMC Grant. The PAC heard presentations and held discussion on the following five initiatives: <ul style="list-style-type: none">• <i>You and the Law</i> philosophical training – community enforcement model with a juvenile focus; Youth Dialogue Meeting, with River Phoenix Center for Peacebuilding and GPD staff facilitating focus discussion groups; research was called for with pre-/post data.• <i>Civil Citation State Program</i> – offers an alternative to arrest through the use of civil citation.• <i>Sibling on Sibling Violence</i> – addresses decreasing the need for a charge of adolescent domestic violence for minor cases.• <i>School to Prison Pipeline</i> – SROs arresting children on campus instead of school being proactive. Establishes a protocol to reduce arrests on campus by working with probation officers and the school’s dean for conduct.
August 21, 2014	Presentation from the Children’s Law and Policy Center – they are evaluating GPD strategies associated with the GPD DMC Grant.
September 25, 2014	Chief Jones overview of participating in the U.S. DMC 40 person think tank sponsored by the Cross Action Network, Models for Change Group in Washington, DC.
October 23, 2014	Overview of findings from the GPD/juvenile and GPD/adult focus groups. Further discussion of Report.
November 20, 2014	Future work of GPD with PACE Center; Boys and Girls Clubs; GPD Reichert House; BOLD Program; Gainesville Parks and Recreation, and evening reporting centers. Develop final recommendations and evaluation strategies.
December 1, 2014	Submit Final Report to City Manager Russ Blackburn.
TBD	Present Final Report to the Gainesville City Commission.

Recommendations

1. Action: *Adding in-car and on-person video/audio camera technology*. In car cameras was recommended to Russ Blackburn in a letter from the PAC on March 17, 2014 (Attachment B). Russ Blackburn commented during the September 25, 2014 PAC Meeting that he is in full support of adding cameras to all cruisers and shared his thoughts about the positive value of officers wearing body cameras. The PAC recommends that all police cruisers possess in-car video/audio cameras and that all police officers possess body cameras. The use of this technology will aid citizens and police officers with evidence for any questionable interactions that occur between citizens and police officers. This technology also provides evidence during any arrests or high profile incidents involving police officers.
2. Action: *Increasing or stabilizing the Gainesville youth program funding*. This was recommended to Russ Blackburn in a letter from the PAC on June 10, 2014 (Attachment C).

Response: City Manager Russ Blackburn sent PAC Chairperson Norbert Dunkel a letter dated July 29, 2014 (Attachment D) that highlighted the Gainesville City Commission's actions to double the city's funding for the *Heat Wave Program* through Parks, Recreation, and Culture for the 2015 – 2016 budget. Additionally, the overall budget impact to Parks, Recreation, and Culture was minimal in a year that will see substantial budget implications for the city. This will insure that our ability to provide outstanding services to address the needs for at risk youth is of paramount importance.

Additional Response: Russ Blackburn commented during the September 25, 2014 PAC Meeting that over the course of the next two fiscal years he believes that funds will be available to increase programmatic support for youth programs. He supports these programs and understands the value and benefits realized from solid, accessible youth programs across the city.

3. Action: *To support the GPD grant received for initiatives to positively affect Disproportionate Minority Contact (Racial and Ethnic Disparities) in Gainesville*. The PAC believes that the following initiatives are best practices to be continued/used in Gainesville. These initiatives come from cities and programs throughout the United States as well as local initiatives. There is tremendous value to have the grant funding to pursue these initiatives, but there will reach a point where the grant funding expires. In order for specific programs to become part of community services, continued funding will need to be identified. Many of these initiatives begin to coordinate community efforts with a system of care for younger adults.

The grant initiatives include the following:

- A. *Youth Services Director* – creation of a new position in the summer 2014 of Youth Services Director. Capt. Will Halvosa has been identified for this position.
 - B. *School to Prison Pipeline* – to establish a new protocol with Alachua County Schools to reduce the number of student arrests for minor infractions by working with Judge Roundtree to develop an alternative approach. Research from 2012 – 2013 to 2013 – 2014 school years indicates a 31% drop in on-campus arrests across three individual schools (A. Quinn Jones School, Gainesville High School, and Horizon School) Additionally, research from 2011 – 2014 school years indicate a 75% drop in violation of probation arrests across three schools (A. Quinn Jones School, Gainesville High School, and Horizon School). These programs have clear, positive results in reducing incidents that likely would lead to potential future arrests.
 - C. *Sibling on Sibling Violence* – to reduce the arrests for “petty” domestic violence cases by providing officers with alternatives.
 - D. *Civil Citation Program* – to provide an alternative of a civil citation versus arrest for cases meeting an established criteria. This would send teenage students to teen court versus criminal court.
 - E. *You and the Law* - presentations to young adults and adults. Based upon the Philadelphia Police Department model, the program is designed to meet with separate sessions of young adults and police officers. The young adults (*Youth Dialogue Meetings*) would receive information on dealing with police officers and the police officers would receive information on dealing with young adults. Following these meetings the two groups come together for a collective session to openly discuss their conversations. Additional series of programs are also being discussed between older adults and police officers and students and police officers. Discussion with the University of Florida Police Department has been initiated for their involvement on the student and police officer dialogue meetings. Anecdotal information indicates very positive outcomes of these sessions. The PAC would recommend an on-going, formal, pre-post assessment of the participants of these sessions as well as a longitudinal outcomes study.
 - F. *Reporting Centers* – to investigate the potential to develop physical reporting centers where citizens on probation have a place to go in the evenings to socialize and receive educational information.
 - G. *Morning Center* – the development of a center as a place for students suspended from school to attend versus sending them home or finding them in violation of probation because they are not in school and therefore arrested.
4. To recommend enhanced training and expectations for GPD officers on the following:
- A. To continue to move towards a fully engaged collaborative/community policing technique. This approach provides a more strategic, focused approach to stopping

- citizens and moves away from stopping anyone walking to/from school, the store, and the like.
- B. To spend time walking neighborhoods on foot versus patrolling in a vehicle. This allows officers the time and opportunity to better acquaint themselves and build relationships with citizens, neighborhood leaders, church leaders, and the like.
 - C. To continue GPD officer participation in the *You and the Law (Youth Dialogue Meetings)* as part of required training, to humanize interactions between GPD officers and minority youth, reduce stereotyping, and promote communication and understanding.
 - D. To develop diversity training modules as part of the on-going GPD training. Consideration should be given to cross-cultural communication and cultural sensitivity training. These training sessions will allow for better understanding of the different cultures, languages, and customs of people in the Gainesville community.
5. The PAC would also like to extend its support to a recently accepted proposal submitted by Chief Jones to adjust the eligibility of applicants for police officer to include certified (bachelor's degree/academy graduates/passed state exam) and non-certified persons (bachelor's degree). This will expand the applicant pool while allowing GPD the opportunity to work with and train any selected non-certified officers.



INTER-OFFICE COMMUNICATION

DATE: January 28, 2014
TO: Chief Tony Jones
FROM: Russ Blackburn, City Manager
SUBJECT: 2014 Goal for the Police Advisory Council



On January 23rd, I met with the Police Advisory Council. My main purpose for meeting with the Council was to thank them for the hard work which they have invested in helping GPD to have a citizen voice which could give feedback to the department on policies and interactions with the community.

For 2014, I challenged the PAC to provide a comprehensive review of our interaction with young black males. I provided the example of the young black male who you and I recently met with who was pulled over two times in a week for very minor reasons and then released after the police officer determined that the individual had committed no crime. I requested that the PAC provide you and me with recommendations on how we can change the paradigm to gain greater community trust from young persons of color after interactions with law enforcement. Specifically, I asked the PAC to make recommendations on policy changes, training and the use of technology.

I have asked the PAC to work on this issue during 2014 and provide recommendations to me as soon as practical during the year. If I can provide clarification, please contact me.

*PLEASE PASS ON TO PAC CHAIR
E. J. JONES*

Office of the City Manager
P.O. Box 490, Station 6
Gainesville, FL 32627-0490
(352) 334-5010 – (352) 334-3119-fax



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March 17, 2014

Mr. Russ Blackburn
Gainesville City Manager
PO Box 490
Station 6
Gainesville, FL 32627-0490

Dear Mr. Blackburn:

I am writing on behalf of the Gainesville Police Department Advisory Council. The Council has recently received your charge to provide a comprehensive review of GPD's interaction with Black or African American citizens and we will discuss your charge in detail at our next Council meeting.

At the February 27, 2014 Council meeting, we received an excellent summary report from Lt. Schibuola regarding the internal affairs investigations from 2013. We were pleased to read that in 2013 there was a 15% decrease in citizen complaints from 2012 representing a continued decrease from 2011. Lt. Schibuola was able to address our numerous questions regarding statistics, definitions, complaint origin, and training. We also heard steps to be taken in 2014 to continue to improve upon the number of complaints received.

The Council spent time discussing and asking questions in detail regarding one of the steps recommended to be taken for continued improvement. The step stated, "Continued efforts to increase the number of video cameras in Patrol vehicles." It came as a surprise to Council members that all Patrol vehicles do not possess in-car video cameras, in fact, only 50% of the Patrol vehicles currently possess video cameras.

The Council has heard from citizens over the past two years who expressed their dissatisfaction with their contact with GPD officers. We heard from citizens who believed they were unjustly being selected to be pulled over by GPD due to their race or type of car. Many of the complaints filed that resulted in "not being sustained" were cases where the Patrol vehicle did not possess a video camera. It became one person's word against another.

The Council has also heard from officers that a camera improves the behavior of suspects and protects their interests. One officer told a Council member that he tells suspects that his rearview mirror is a video camera and their behavior improves! For the benefit of both officers and suspects the camera is critical equipment in the view of the Council.

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The Council did not want to wait on this item to be included as a recommendation in the final report responding to your charge. The Council believes that video cameras should be included in the standard outfitting package when new Patrol vehicles are ordered and received. Given the number of citizen complaints that could be more definitely resolved through the use video evidence as well as the important issue of officers in the field needing additional evidence in cases, the Council recommends Patrol vehicle video cameras as part of the standard package.

The Council appreciates the cost involved yet we also understand that there are inexpensive retrofits which could meet the urgent need.

Council members would be pleased to provide you with additional information.

Respectfully,

A handwritten signature in black ink, appearing to read "Norbert W. Dunkel".

Norbert W. Dunkel
Chairperson, GPD Advisory Council

cc: Chief Tony Jones, GPD
GPD Advisory Council members
file



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| June 10, 2014

Mr. Russ Blackburn
Gainesville City Manager
PO Box 490
Station 6
Gainesville, FL 32627-0490

Dear Mr. Blackburn:

I am writing on behalf of the Gainesville Police Department Advisory Council. The Council has recently held discussions and heard from the Parks, Recreation, and Cultural Affairs Departmental staff upon the Council's invitation. The invitation stemmed from the Council meeting held at the Porter's Community Center in March.

Council members were concerned that it was Spring Break for the County Schools but the Center was not open for the children in the neighborhood. Clearly, if this Center and others were not open when children were out of school and had nowhere to go, they could potentially get into trouble. The Council then moved to receive a report from the Recreation Department on the status of the centers in the community.

The Council members heard at the May meeting from two Recreation Department program coordinators. These staff summarized and answered questions regarding the summer program offerings and center availability. Programs such as Summer Heatwave provided services in 2013 for 300 children and expect approximately 1000 in 2014; the Teen Lounge expects approximately 1000 children; Co-ed Basketball expects approximately 1000 children from June 16 – August 8; and the Pool Parties are scheduled for three dates (the most recent pool party had over 300 in attendance). Transportation from various neighborhoods is being arranged. Council members inquired as to why so few centers were open during the summer and it is, of course, resource driven. In the past, 10 – 12 centers were open providing services for significantly more youth.

The Council understands the tremendous need for summer, after-school, and break programs for students. We believe that the City of Gainesville should preserve or optimally, increase the funding level for these incredibly valuable programs. The opportunity for students to be involved in peer programs is a concern to our keeping students safe as well as crime prevention during these times.

Council members would be pleased to provide you with additional information.

Respectfully,

Norbert W. Dunkel
Chairperson, GPD Advisory Council

cc: Chief Tony Jones, GPD
GPD Advisory Council members
Steve Phillips, Director, Parks, Recreation, and Cultural Affairs
[file](#)

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July 29, 2014

Norbert W. Dunkel
Chairperson, GPD Advisory Council
PO Box 1250
Gainesville, FL 32627

Dear Norb:

I want to begin by thanking you and all members of the Police Advisory Council for your efforts on behalf of our community. In June you wrote encouraging me on behalf of the City Commission to continue to increase our efforts to provide opportunities for at risk youth in our community. I wanted to give you an update on the City Commission's actions impacting the Parks, Recreation and Culture 2015/2016 budget. The Commission considered an option of doubling the funding available for the city's Heat Wave program and approved this increase in services unanimously. Although most departments experienced substantial funding reductions, this year the impact to Parks and Recreation was minimal. I recognize that Parks and Recreation services have been impacted during the last six budget years and that our ability to provide outstanding services to address the needs for at risk youth is of paramount importance.

Through my recommendations and the City Commission's actions, we will be maintaining all of our existing services to youth within our community. Our Parks and Recreation staff, as well as, other city departments is focused on opportunities to increase our level of service and to increase the effectiveness of our services.

Thank you for your efforts to highlight these needs and for your efforts on behalf of our community.

Sincerely,

Russ Blackburn
City Manager

C: Paul Folkers, Assistant City Manager
Tony Jones, Police Chief
Steve Phillips, Parks/Recreation/Cultural Affairs Director

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Submitted by GPD Advisory Council

Norbert W. Dunkel, Chairperson

Bob Cohen

Bruce Delaney

Juanita Miles-Hamilton

Jeanna Mastrodicasa

Jaquie Resnick

Albert White

Rosa Williams

November 24, 2014