

# Our Community Responds.....

One year after NAACP/United Way Law  
Enforcement and Leader of Color Collaboration  
Creates “Use of Force” Recommendations

Changes have been meaningful with recommendations adopted in all categories, particularly in those changing key policing practices and revising academy and in-service training. It is also important to note that in several instances, police agencies reported that changes to policies and/or practices were underway, prior to the launch of the “Use of Force” recommendations.

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# Our Community Responds.....

## **One year after NAACP/United Way Law Enforcement and Leader of Color Collaboration Creates “Use of Force” Recommendations**

Since the launch of the “Use of Force” recommendations in February, 2016, twenty-two of the 23 Dane County law enforcement agencies and other community organizations have used the “Use of Force” recommendations to create change in their communities.

**Changes have been meaningful with recommendations adopted in all categories, particularly in those changing key policing practices and revising academy and in-service training.**

Twenty of the 23 Dane County law enforcement agencies report progress on increasing de-escalation training, a critical set of techniques being increased to match the amount of time spent in weapons training.

While there is still work to be done, the local law enforcement jurisdictions have taken the recommendations seriously. The larger jurisdictions have been able to create more change, while the smaller jurisdictions noted the need for resources, a voice in academy training, and a desire for greater collaboration on the development of policies and protocols.

### *Creating the Recommendations*

The “Use of Force” recommendations, 18 specific recommendations, were written by the Special Community/Police Task Force which was formed in fall 2014, at the request of the NAACP/United Way Law Enforcement/Leaders of Color Collaboration. The recommendations are primarily directed to Dane County law enforcement jurisdictions, on ways they can engage their local community in policy and training to be more responsive to what the community expects from law enforcement, and to build awareness that these issues may be behind our community’s treatment of people of color. The recommendations fall into four categories:

1. Change key policing practices to reduce police “Use of Force”
2. Revise police academy training.
3. Engage and educate the community on police practices.
4. Ensure officer well-being.

### *A timely collaboration*



In the fall of 2014, in response to riots in Ferguson, MO, following the death of a young African American in an officer-involved shooting, a group of police chiefs approached United Way of Dane County to open dialogue with leaders of color. Their goal: open communication through new relationships between law enforcement leaders and leaders of color to handle public outrage here from cases from other communities. Sadly, it was only a matter of months before Madison would be dealing with its own officer-involved shooting and death of Tony Robinson on March 6, 2015, that challenged our conversations and perceptions of what our community expected and how our law enforcement would handle these tragedies.



The full report is online at [www.unitedwaydaneconomy.org/wp-content/uploads/SpecialCommunity-Police-task-force-report-1.pdf](http://www.unitedwaydaneconomy.org/wp-content/uploads/SpecialCommunity-Police-task-force-report-1.pdf)

The task force was charged to create this report because of the conversations by the NAACP/United Way Collaboration which had shared their own deeply-felt personal experiences, and the March 6, 2015 death of Tony Robinson. The “Use of Force” recommendations would be further tested by the East Towne Mall arrest of Genele Laird on June 23, 2016. The Collaboration felt that by creating “Use of Force” recommendations it would highlight better ways of policing using modern de-escalation and mental health policing techniques, best practices from across the U.S., and encourage Dane County jurisdictions to use these protocols across the County.

### *Dane County Chiefs of Police Association Responds First*

The DCCOPA was represented by Chief Craig Sherven (McFarland) on the Collaboration and by Chief Charles Foulke (Middleton) on the Taskforce who provided feedback for the report. When the “Use of Force” recommendations were completed, the DCCOPA unanimously endorsed the report, and offered their logo to accompany the report.

## Law Enforcement Jurisdictions in Dane County Respond...a one-year progress report

### *Recommendation #1 Change Key Policing Practices*

1. The City of Madison Police, as well as other agencies regularly use debriefing sessions after critical incidents.
2. MPD created a Use of Force Coordinator. This position collects, analyzes, and reports each use of recordable force for consistency with MPD policies and standard operating procedures. Data is shared on the MPD website, and analyses are used to modify training.
3. The Fitchburg Police Department has joined MPD and Town of Madison Police in adopting restorative justice practices in their Municipal Courts.
4. Body Worn Cameras are in use and being analyzed by the Dane County Sheriff, and police departments in Deforest, Fitchburg, Town of Madison, Marshall, McFarland, Middleton, Oregon, Shorewood Hills, Sun Prairie, UW-Madison, and Waunakee. All jurisdictions use squad cameras.
5. Many departments acknowledge the critical role the Sergeants play in the supervision, mentoring, and training of officers. The UW—Madison Police Department conducts specific training for sergeants and other mid-level managers.

### NAACP / United Way Law Enforcement and Leaders of Color Collaboration (LELCC)

#### **Co-Chairs:**

- Greg Jones, NAACP of Dane County
- Renee Moe, United Way of Dane County

#### **Members:**

- Ruben Anthony, Urban League of Greater Madison
- Jennifer Cheatham, Madison Metropolitan School District
- Chuck Foulke, City of Middleton Police Department
- Alex Gee, Nehemiah Center for Urban Leadership
- Peng Her, Center for Resilient Cities
- Jeff Hook, Dane County Sheriff's Office
- Michael Johnson, Boys and Girls Clubs of Dane County
- Mike Koval, City of Madison Police Department
- Dave Mahoney, Dane County Sheriff's Office
- Karen Menendez-Coller, Centro Hispano
- Everett Mitchell, Dane County Circuit Court
- Harold Rayford, African American Council of Churches
- Gloria Reyes, City of Madison
- Sue Riseling, International Association of Campus Law Enforcement Administrators
- Kristen Roman, UW-Madison Police Department
- Floyd Rose, 100 Black Men
- Wesley Sparkman, Dane County - Tamara Grigsby Office for Equity and Inclusion
- Charles Tubbs, Dane County Emergency Management
- Jim Wheeler, City of Madison Police Department

6. Sergeants within Middleton and Deforest randomly review recordings of officer/citizen interactions using squad and body cameras. Sergeants then critique the interactions and share strengths and areas for improvement coaching police officers in their supervision.
7. Improving recruitment of diverse candidates:
  - a. Many departments shared examples of strategic partnerships, which were strengthening recruiting efforts.
  - b. The Sheriff's Office has a full-time recruiter of color responsible for recruiting from underrepresented groups.
  - c. Deforest regularly sends job postings to organizations that represent diverse populations. This outreach has resulted in the hiring of 3 female officers last year.
  - d. Both the Sun Prairie Police and their Police and Fire Commission, along with the community, have identified the hiring of women and people of color as a priority.

Challenge – Several police agencies noted concerns related to policies and practices related to the use of body worn cameras, as well as expenses associated with the purchase of cameras, storage of equipment, and costs of reproducing and redacting confidential or sensitive information from recordings.

Also of note is that in 2015, the Madison Police Department produced a report on body cameras for the City of Madison Common Council. The report outlined the pros, cons and costs for implementation. Prior to the submission of the report, the Common Council established a plan to utilize capital funds to pilot a body worn camera program. The City of Madison also established an ad-hoc committee to gather community input regarding the implementation of a body worn camera program for MPD. Feedback received from the ad-hoc committee resulted in the Council's decision to delay the pilot until a more in-depth evaluation is conducted.

### *Recommendation#2 Revise Police Academy Training*

Police agencies were already beginning to tackle revisions to police academy and in-service training when the recommendations were launched, recognizing the critical role training plays in the culture and practices of an agency. Highlights:

1. Agencies acknowledged the critical importance of frequently training de-escalation techniques, particularly to increase the frequency of de-escalation to match the mandatory requirement of annual firearms training.
2. MPD devoted one of its fall 2016 in-services to de-escalation training. The agency emphasized (during the in-service and in new-recruit training) transition drills and empty-hand techniques as alternatives to deadly force, when appropriate.
3. The Chiefs from Middleton, Sun Prairie, and Fitchburg met with their training staffs to emphasize de-escalation, weapons transition, policies related to awaiting the arrival of back-up, and to practice dialogue and tactical disengagement for on-going, scenario-based training.
4. The Sherriff's Office and MPD purchased a "Use of Force" simulator which offers interaction-based outcomes, with various outcomes, and rewards. The simulators are available to train other agencies.
5. Cottage Grove is planning de-escalation training at a future in-service.
6. The Dane County Sheriff's Office, Deforest, Fitchburg, Town of Madison, Middleton, Oregon, Shorewood Hills, Sun Prairie, and UW-Madison have all begun to develop policies and training regarding foot pursuits.
7. A majority of agencies are now infusing implicit bias training. Middleton, Sun Prairie, and Fitchburg have initiated implicit bias training. Madison "Justice under the Radar" work group trained the entire department and outside agencies on implicit bias training.

**The goals of this report are to:**

1. *Highlight the commitment of Dane County law enforcement agencies to improve the safety for everyone involved in police/citizen interactions.*
2. *Share the progress and challenges encountered by police agencies in direct response to the launch of the recommendations.*
3. *See the commitment of Law Enforcement and Leaders of Color Collaboration to continuously improve and promote progress regarding “Use of Force” practices.*
4. *Understand that the Collaboration is a positive forum where community leaders continue to discuss and address critical incidents in our community.*

8. Deforest now has an officer that is certified as a “Fair and Impartial Policing” instructor, providing bi-annual in-service training to staff. Madison has trained its staff, and has in-house instructors.
9. Middleton Police hosted a community-wide book discussion, providing the book Just Mercy to agency staff and elected Middleton officials. This discussion led to the creation of the Middleton Equity Team.
10. Shorewood Hills created a Biased-Based Policing Policy.

Challenges—how can smaller agencies collaborate?

1. Lack of resources to revise curriculum and increase the frequency of de-escalation training
2. Smaller agencies reported they are not in a position to modify curriculum taught in police academy training, or the makeup of the Law Enforcement Standards Board.
3. Several departments report not being aware of best practices or strategies to implement policies and training regarding foot pursuits.

*Recommendation #3 Engage and Educate the Community*

Many agencies are renewing their efforts to educate the community to have successful, knowledgeable interactions with citizens.

Highlights:

1. Most notable is the NAACP/United Way Law Enforcement and Leaders of Color Collaboration that has held frank and timely discussions with the goal of de-escalating tensions, educating each other, and community problem-solving. Topics include the Tony Robinson shooting and its aftermath, high school demonstrations, Laird arrest, and immigration policies and its impact on our Latinx community.
2. Dane County Sheriff’s Office continues to develop relationships with all segments of the community including communities of color, the Muslim community, and the LGBTQ community,
3. Cottage Grove engaged the community through personal appearances at community events, outreach through Facebook, their website, and through Crime Watchers.
4. Madison has a dedicated unit to support initiatives aligned with Community Outreach Resource Education (CORE), Neighborhood Police Officers, Neighborhood Resource Officers, and Community Policing Teams.
5. Deforest and other agencies used a wide variety of programs to consistently engage with members of the community such as Citizens’ Police Academy, Coffee with a Cop, Frozen Yogurt with a Cop, Family Fun Night, and National Night Out.

Challenges—none identified.

*Recommendation #4 Ensure Officer Well-Being*

Several agencies noted they have Employee Assistance Programs and only need reminders to use them.

1. MPD participated in a mindfulness pilot study through the University of Wisconsin, and will expand to include the UW—Madison PD and the Dane County Sheriff's Office.
2. Deforest offers a Wellness Assessment Program.
3. MPD, Middleton, UW—Madison, and Sheriff's Office have peer support teams.
4. Middleton and Sun Prairie offer financial incentive to officers who pass physical fitness exams.

Click on the title of a police agency (in the table below) to be directed to that agency's website, where their "Use of Force" report is accessible.

Use of Force Recommendations C - Complete C* - Completed prior to Feb. 2016 C/O - Complete/Ongoing IP - In Process SR/I - Support Requested / Implied N/A - Not Applicable Blank=no response	Belleville Police	Blue Mounds Police	Brooklyn Police	Cottage Grove Police	Cross Plains Police	Dane Co. Sheriff	Deforest Police	Fitchburg Police	Madison, City Police	Madison, Town Police	Maple Bluff Police	Marshall Police	McFarland Police	Middleton Police	Monona Police	Mount Horeb Police	Oregon Police	Shorewood Hills Police	Stoughton Police	Sun Prairie Police	UW-Madison Police	Verona Police	Waunakee Police
	<b>1. Change Key Policing Practices to Reduce Police 'Use of Force'</b>																						
A. Institutionalize major incident debriefings.	C/O	C		C		C	C	C	C*/O	C*	IP	IP	C*	C/O	C/O	C/O	C/O	C	C	C/O	C	C	C/O
B. Create a system of data tracking and analysis.	C*	C*		C		C	C/O	IP	C*/O	C*	C	C	C*	C	C/O	C/O	IP	C	C	C/O	C	C/O	C/O
C. Analyze the use of body cameras.	IP	IP	C	C		C/O	IP	C	C*	C*	C	C	C*	C	C/O	IP	C/O	C/O	C	IP	C/O	C/O	IP
D. Explore/adopt restorative justice practices.	N/A	N/A	IP	IP		IP	C/O	C	C*/O	C*	IP	C	SR/I	IP	SR/I	N/A	IP	SR/I	IP	IP	IP	IP	C/O
E. Expand the coaching role of sergeants, to include de-escalation.	C	IP		IP		C/O	C	C/O	C/O	C*	IP	IP	C	C/O	C/O	C/O	C/O	IP		C/O	C/O	IP	C/O
F. Develop strategic partnerships to strengthen recruitment efforts.	C	IP		IP		IP	C/O	C/O	C*/O	IP	IP	IP	C	IP	IP	IP	IP	IP	IP	C/O	IP	IP	C/O
G. Reward police GUARDIAN behavior.	C	SR/I		C		C/O	C	C/O	C*/O	C		IP	C*	IP	C/O	C/O	IP	SR/I		C/O	C/O	C/O	C/O
<b>2. Police Academy Training</b>																							
A. Revise police academy training curriculum.	N/A	N/A	C/O	N/A			N/A	N/A	C*/O	SR/I		N/A	N/A	N/A	N/A	N/A	N/A	SR/I		N/A		N/A	N/A
B. Train officers to become as competent in de-escalation as they are in weapons use.	C	IP	C	IP		C/O	C	C/O	C/O	C	IP	C	C*	C/O	C/O	C/O	C/O	SR/I	C	C/O	C/O	C/O	
C. Develop a policy and training on foot pursuits.	IP	IP		IP		C	C/O	IP	C	IP	IP	SR/I	IP	C	IP	IP	C	IP	IP	IP	IP	C/O	
D. Train and emphasize the use of professional communications at all times.	C	C*	C	C		C	C		C*/O		C	IP	C*	C/O	C/O	C*	C/O	IP	C	C/O	C/O	C/O	
E. Infuse Implicit Bias training throughout all aspects of officer training and continue throughout the career of all officers.	N/A	IP	C	IP		IP	C	C/O	C*/O	SR/I	IP	SR/I	C/O	C/O	IP	C*	IP	SR/I		C/O	C/O	C/O	
F. We call on the Governor to ensure that the State of Wisconsin's Law Enforcement Standards Board (LESB) is comprised of racially and ethnically diverse professionals.	N/A	N/A	N/A				N/A	N/A	N/A		SR/I	SR/I	N/A	N/A	N/A	N/A	IP			N/A		N/A	
G. Government entities responsible for funding law enforcement agencies in Dane County should provide agencies with additional funding to improve the quality and frequency of officer training.	N/A	C	N/A	C		C/O	C	IP	N/A	C*	C	SR/I	C*	C/O	C/O	N/A	IP	C	C	C/O		C/O	
<b>3. Engage and Educate the Community</b>																							
A. Create greater public awareness and educate the community on safe interactions for all.	C	IP	IP	C		IP	C/O	IP	C*/O	C*	IP	SR/I	C	IP	IP	C/O	IP	SR/I	C	C/O	IP	IP	C/O
B. Consistently engage the broader community beyond the role of a Police and Fire Commission.	N/A	N/A		C		IP	N/A	IP	C*/O	C*	C	IP	N/A	C/O	C/O	C/O	C/O	SR/I	IP	C/O		C/O	C/O
<b>4. Ensure Officer Well-Being</b>																							
A. Develop employee wellness programs focused on mental health, physical health and nutrition.	C	IP	C	IP		C/O	C	IP	C*/O		C		IP	C/O	C/O	IP	IP	C/O	IP	C/O	C/O	C/O	C/O
B. Use trauma-informed practices to identify and treat potential secondary trauma experienced by field officers	C	IP	C	IP		C/O	C/O	SR/I	C*/O	C		SR/I	C*	C/O	C/O	IP	IP	SR/I	IP	SR/I	IP	C/O	C/O



## Community Responses

In addition to the “Use of Force” recommendations to law enforcement agencies, community groups responded to the LELCC’s Calls to Action.

### *African American Council of Churches, submitted by Harold Rayford*

In April 2015, the AACC had been one of the first to issue an open letter asking law enforcement to talk with our black communities to discuss continuum of force training, discipline of officers, guns in the schools, policing studies, diversity training, the lack of diversity in law enforcement and racial profiling. The AACC leadership said they have been meeting with the DCCOPA, have worked together in outreach for hiring, and shared in a community prayer day. Through their continued dialogue the AACC feels they have a “unique relationship with the Law Enforcement Community of Dane County.” They are “confident that whenever we reach out to them, they have been responsive and cooperative. We look forward to more collaboration. And most of all, we look forward to continued cooperation and positive results.”

### *Community Resource Team, submitted by Amelia Royko-Moyer (excerpt from letter)*

- Introduced the idea of Mindfulness-Based Stress Reduction pilot study for MPD, and the response was overwhelmingly positive. We are advocating for a larger study that involves MBSR before and after shifts.
- Community organizing for and attending almost every MPD Policy and Procedure Ad Hoc Committee meeting.
- Community organizing around and attending almost every CCOC on Police and Community Relations meeting and successfully advocating for strong and meaningful recommendations such as root cause analysis, early intervention system, evidence-based mental health training, “Use of Force” language adopted from Rep. Chris Taylor’s Bill, PERFs 30 guiding principles, Hospital/Aid before Jail for Civilians, MBSR for Officer Mental Health.
- Initiated private meeting between law enforcement and residents most impacted for the purpose of building understanding and trust.

### *City of Madison, submitted by Gloria Reyes, Deputy Mayor*

- Shared “Use of Force” recommendations and continue to have conversations with department personnel, City Alders, MPD Policy Review Committee, Public Safety Review Committee, MPD Art of Hosting Community Conversation with Law Enforcement
- Discussed “Use of Force” on police encounters during Art of Hosting conversations
- Collaborating with National League of Cities, Race, Equity and Leadership, which sparked our Art of Hosting conversations between community and police

### *Black Mothers, submitted by Theresa Sanders*

- Black Mothers have been assisting two Black families when two African American men were killed, leaving a total of 10 school-aged children with fathers and struggling families
- This group spent significant time advocating and mentoring an 18-year old African American young woman, attending Restorative Justice Circles, and monitoring the young woman’s lifestyle.

### *Focused Interruption Coalition, submitted by Michael Johnson*

- This group of engaged community leaders created a 15-point plan as a framework to address racial disparities, prevent violent, and reduce recidivism.



- Boys and Girls Club leadership encouraged State Representative Chris Taylor to review the “Use of Force” recommendations to support her efforts to draft and finalize language included within her bill to address police “Use of Force.”

For more information on the LELCC’s “Use of Force” recommendations and one year progress updates, please contact Keetra Burnette at [keetra.burnette@uwdc.org](mailto:keetra.burnette@uwdc.org). The full report and links to police agency reports can be found on the following websites: [United Way of Dane County](http://www.unitedwaydanecounty.org) and [Dane County NAACP](http://www.naacpofdaneco.org)

United Way of Dane County:

<https://www.unitedwaydanecounty.org/our-work/community-convening/special-community-police-task-force/>

Dane County NAACP Branch #36AB:

<http://www.naacpofdaneco.org/>