

CITIZENS POLICE ADVISORY COMMITTEE



REPORT AND RECOMMENDATIONS

Citizen Advisory Committee Members

Drew Buchanan — Chair
Jonathan Green — Co-Chair
Haley Morrisette
Autumn Blackledge
Gina Castro
Kyle Cole
Vin Durant
Kyle Kopytchak
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Shawn Dockery
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Former Members
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**The following persons provided expertise, technical assistance
and information to the committee and regularly
participated in committee meetings:**

City Administrator Keith Wilkins, Dr. Cedric Alexander

A special thanks to City Hall building manager Robert Grier and Chris Johnson
and the City of Pensacola Innovation & Technology Department
for their administrative support.

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PURPOSE

The Citizens Police Advisory Committee is the Mayor's advisory committee comprised of one appointed representative by each council person and five Mayoral Appointees, for a total of twelve CPAC Members. The CPAC's primary focus is to work collaboratively with Pensacola Police Department. The CPAC will review current policy, procedures, and practices related to the police services provided to the citizens of Pensacola and Officer Training. Recommendations for continued improvement will be formulated by the CPAC and provided to the Mayor, Police Chief, and/or council where appropriate.

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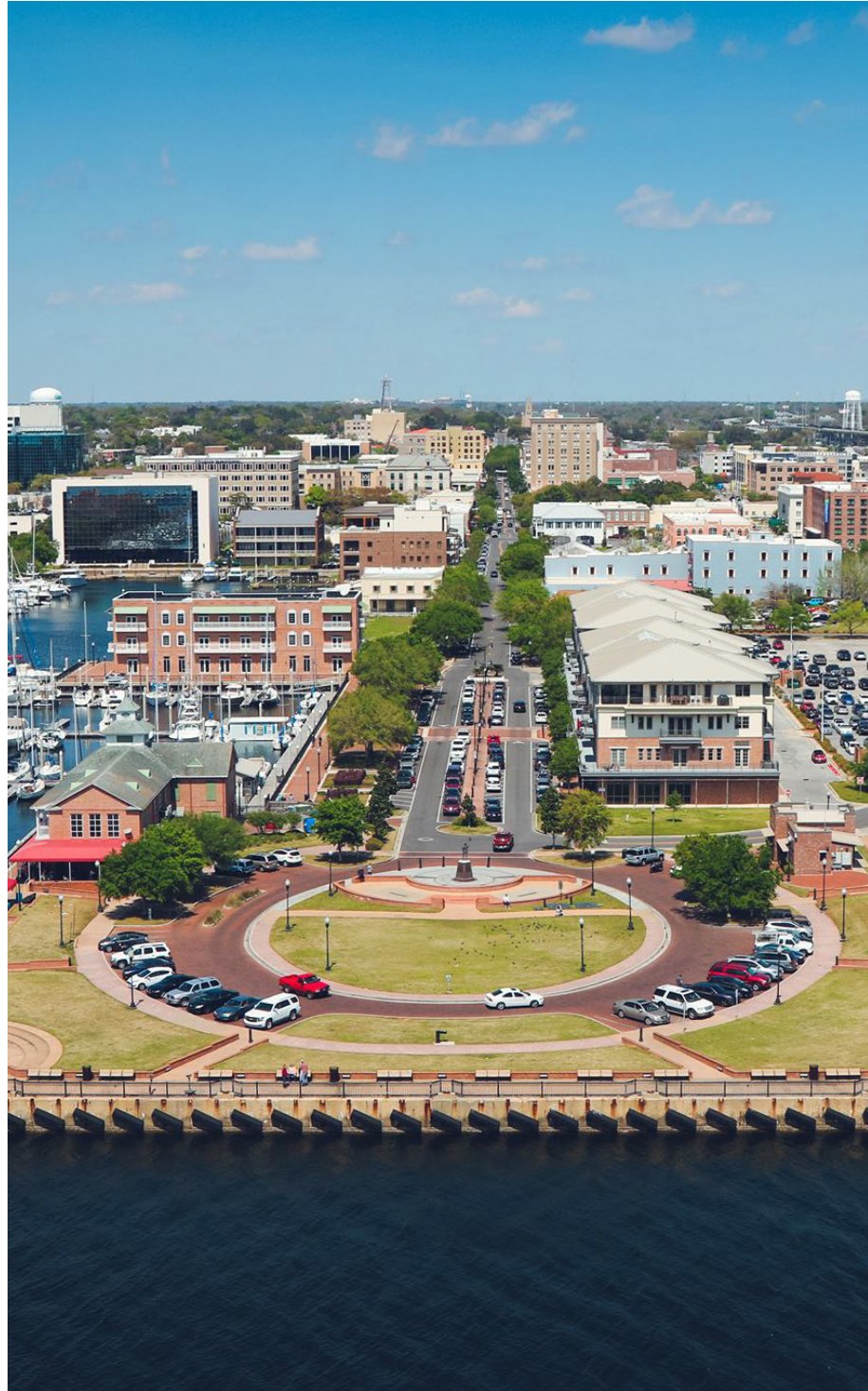
PUBLIC MEETINGS 2020-21

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TOWN HALLS HELD IN 2021

OUR MISSION

The City of Pensacola Citizens Police Advisory Committee is to advise the Mayor of the City of Pensacola with recommendations to enhance the mutual trust, transparency, accountability, and inclusivity of its citizens and the Pensacola Police Department.



INTRODUCTION

Following the murder of George Floyd in Minnesota on May 25, 2020, communities across the nation experienced protests, civil discourse, and community discussions calling for an end to police brutality and systemic racism and a re-imagining of public safety across the nation. The City of Pensacola also experienced such events in the wake of the death of Tymar Crawford, who was shot and killed by a Pensacola Police officer on July 5, 2019.

In June of 2020, following recommendations produced by a Grand Jury report resulting from the killing of Mr. Crawford, the Mayor of Pensacola announced the creation of a 12-member citizens police advisory committee. Mayor Grover Robinson appointed five citizens and each councilmember appointed a representative to serve. The committee called the first meeting to order at City Hall on July 9, 2020.

The purpose and charge of the committee are described on the cityofpensacola.com website as follows:

The CPAC's primary focus is to work collaboratively with the Pensacola Police Department. The CPAC will review current policy, procedures, and practices related to the police services provided to the citizens of Pensacola and Officer Training. Recommendations for continued improvement will be formulated by the CPAC and provided to the Mayor, Police Chief, and/or City Council where appropriate.

The Mayor of Pensacola has tasked the committee with delivering an interim report by March of 2021 outlining recommendations and comments on PPD policies, procedures, and practices.

All meetings of the CPAC adhere to Florida's open records and Sunshine laws, including open meeting requirements. Due to COVID-19, all meetings were held both virtually and in-person in accordance with health guidelines and notice of each meeting was posted in accordance with open meeting requirements.



Tymar Crawford



A painting and dedication to George Floyd is displayed on Pensacola's "Graffiti Bridge" in the wake of his death in the summer of 2020.

Image Credit: Art Ryan Photography



Citizens hold a candlelit vigil in Pensacola demanding justice for George Floyd and victims of police violence in June 2020.

CHAIRMAN'S STATEMENT

In time of difficulties, we must not lose sight of our achievements.

I am pleased to present this report which encompasses work completed by the Citizens Police Advisory Committee from 2020-2021. From its inception, the CPAC was given great responsibilities with regards to enacting change to accomplish its mission. On many occasions, the CPAC and the Pensacola Police Department have collaborated and amicably agreed on issues that require reform. However, the road has not always been smooth. As is the case with all change initiatives, the road to progress is full of challenges. Despite these challenges, the CPAC has been steadfast in its mission to build mutual trust and maximize transparency, accountability, and inclusivity between Pensacolians and their Police Department.

The pressure for action has built up and mounted for years, generating a critical mass in 2020, serving as the tipping point for calls in demanding greater accountability — not just in Pensacola, but across the country and the world. This brought renewed urgency to the need for accountability and transparency on policing in Pensacola.

The work of the Committee has been integral to the progress we've seen to date, including the Department's renewed focus on mental health evaluation, implicit bias training, increasing transparency and accountability, and building community trust. I want to thank the volunteer board members of the CPAC for their selfless service and diligence, and also thank city staff, who have worked diligently to understand and explain complex policies.

Citizens all over the world are demanding change. Pensacola is no different. We salute PPD for their commitment to listening to what the community has to say. As we push forward with further reforms, including a new proposed advisory and oversight structure under the City Council, the Committee will lend its expertise as we build a more equitable, just city for all Pensacolians.

In spite of the challenge, the CPAC has been resolute in its approach to public safety, addressing policies that were disingenuous or dishonest, practices that were detrimental to the community, and customs that threatened the civil liberties of the residents of the city. Moreover, the CPAC has been unrelenting in its call for racial equity in policing, including the recommendations made in this report and future planning for training done in conjunction with the police department.

The unjust killing of citizens in this country — to include Tymar Crawford in Pensacola and George Floyd in Minneapolis — has placed policing in the spotlight, both locally and nationally. Residents of this City are demanding a re-imagining of public safety. Amongst many other things, this includes increased oversight and transparency. The CPAC looks forward to working with the new Chief of Police and their leadership team to meet these demands. However, the most important input and partnership must come from Pensacolians and our elected officials. With this support, truly effective police reforms and oversight can create meaningful and lasting change.



Drew Buchanan,
Chairman

PROCESS

"Without a struggle, there can be no progress."

–Frederick Douglass

Upon its creation by the Mayor of Pensacola in June 2020, the operations and work of the CPAC were not specifically defined other than to generally work to reform the necessary issues relating to policing and public safety within the City of Pensacola and to recommend policy changes to city officials.

The impacts of COVID-19 have presented challenges in developing a public committee, holding open public meetings, and soliciting public input from the community. To meet the aggressive time frame of completing the work by March 2021, the committee agreed to divide recommendations into four categories: (1) General Recommendations, Policy, and Training (2) Community Policing and Racial Equity, (3) Mental and Behavioral Health; and (4) Use of Force and General Orders.

The committee agreed to study and make recommendations regarding issues involving policing and public safety during bi-monthly committee meetings. During each meeting, staff from the Pensacola Police Department and the City were present to provide data and information and answer questions posed by committee members.

The committee members have participated in 19 meetings of the whole since June 2020. In addition to meetings, each

committee member had an opportunity to individually solicit feedback from the community and to immerse themselves in PPD policies and procedures to gain an understanding of the operations of policing in the City of Pensacola.

In addition to meetings, committee members reviewed and utilized relevant research and publications on modern policing in the United States, and consulted with subject matter experts on policing and mental and behavioral health issues that both citizens and law enforcement officers face on a daily basis. These meetings and consultations resulted in collaboration between the police community, behavioral and mental health professionals, elected officials, and researchers to discuss re-imagining policing and public safety in the City of Pensacola. Additionally, two citywide town halls were held in February 2021 to solicit public input and feedback on the issues of policing and public safety within the City. A record of these resources and data can be found in the appendix of this report.

The recommendations that follow are not intended to be a final report, but a first step towards true police reform to benefit both our law enforcement community and the citizens of Pensacola.



FACT-BASED DATA

Our process began with collecting and researching fact-based data via public records obtained from the Pensacola Police Department and academic and journalistic sources.



PUBLIC INPUT

Public citizen feedback and input is vital to any process involving public resources and dollars. At every step, we've prioritized citizens and their input.



EXPERTISE

The CPAC consulted with one of the nation's leading experts on law enforcement and police-community relations. The committee has also consulted with many other subject matter experts.



DIVERSITY

Diversity and inclusivity are the bedrock foundations for any successful organization. The CPAC was created as one of the most diverse committees in city history.



TRANSPARENCY

In accordance with Florida open records laws, every meeting, town hall, and communication of and between the CPAC is available to the public.



ACCOUNTABILITY

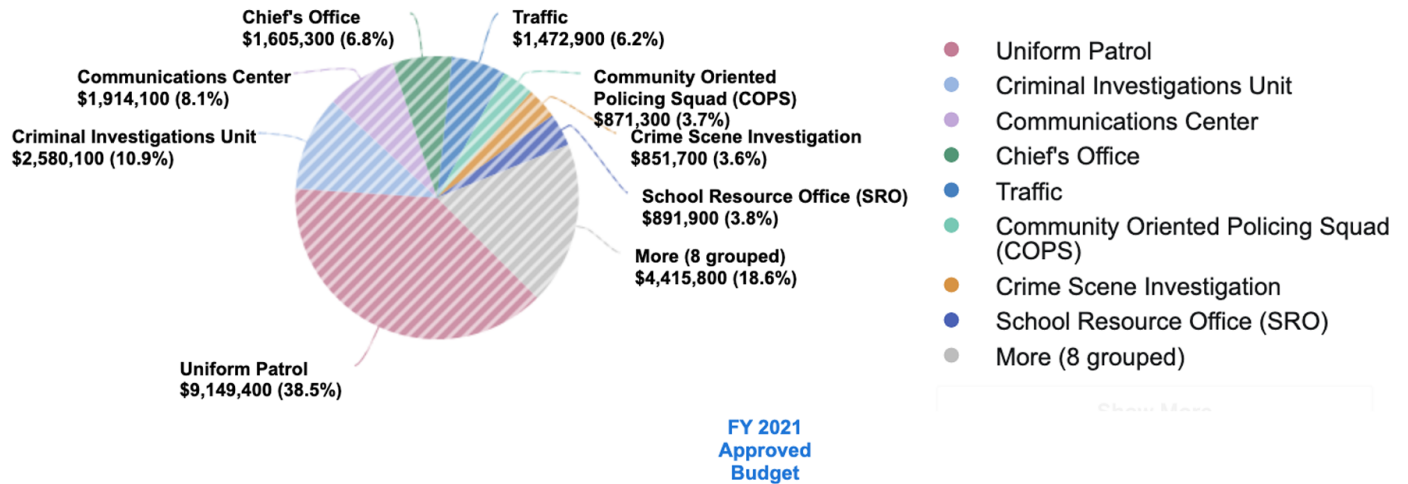
The CPAC recommendations are designed to be trackable and measurable so that both the City of Pensacola and Pensacola Police Department can be held accountable.

PENSACOLA POLICE DEPARTMENT ANNUAL BUDGET

TOTAL EXPENDITURES
In millions



Visualization



Expand All	FY 2017 Approved Budget	FY 2018 Approved Budget	FY 2019 Approved Budget	FY 2020 Approved Budget	FY 2021 Approved Budget
► Uniform Patrol	\$ 9,076,300	\$ 9,625,300	\$ 9,648,700	\$ 10,118,100	\$ 9,149,400
► Criminal Investigations Unit	2,305,100	2,202,200	2,350,400	2,571,600	2,580,100
► Communications Center	1,663,300	1,627,400	1,686,700	1,761,300	1,914,100
► Chief's Office	1,740,600	1,924,100	1,550,800	1,601,400	1,605,300
► Traffic	985,100	971,800	983,900	1,048,700	1,472,900
► Community Oriented Policing Squad (COPS)	1,121,800	1,136,500	1,081,100	872,700	871,300
► Crime Scene Investigation	702,000	729,000	798,600	808,700	851,700
► School Resource Office (SRO)	656,300	643,600	693,700	855,100	891,900
► Fleet Management	437,600	564,300	823,800	906,000	993,400
► Training/Personnel	642,000	677,300	738,900	756,200	868,600
► Vice & Narcotics	599,700	583,100	672,600	761,300	778,800
► Central Records	471,300	455,600	479,200	451,100	447,400
► Property Management	386,300	367,400	343,000	392,300	366,800
► Cadets	357,700	346,600	373,400	368,200	381,300
► Uniform Patrol - K-9 Unit	0	0	0	0	476,700
► Central Intelligence Unit	83,400	85,300	92,200	98,100	102,800
Total	\$ 21,228,500	\$ 21,939,500	\$ 22,317,000	\$ 23,370,800	\$ 23,752,500

Data filtered by Police, Expenses

“Have a bias towards action – let’s see something happen now. You can break that big plan into small steps and take the first step right away.”

— Indira Gandhi

RECOMMENDATIONS

A. GENERAL RECOMMENDATIONS, POLICIES, & TRAINING

CHIEF OF POLICE SEARCH

The selection of a new Chief of Police is paramount to enacting these and future recommendations. The City of Pensacola should complete its search to fill the Chief of Police position, prioritizing experience, transparency, and inclusivity.

POLICE CHIEF RESIDENCY

As has been historically required, the Chief of Police shall live and establish permanent residency within the City of Pensacola.

OFFICER INCENTIVES/GRANTS

Police officers are often tasked with performing far too many duties without fair compensation. PPD should establish incentives, such as home ownership, down-payment assistance, or grant programs within the communities that the officers work, so that they can become more active members of those communities. Such programs will likely increase recruitment and retention rates of officers.

RECRUITMENT

PPD should focus on recruiting officers from within the neighborhoods they serve by developing a recruitment strategy plan with emphasis on hiring from within the community. Officers who are from the communities they patrol and serve have a demonstrably healthier connection to the community and are thus more effective in working with the community to develop innovative approaches to public safety.

Additionally, it is critical to recognize that the police department must look like the

community it serves. Currently, just 6% of PPD officers identify as African-American, a far lower proportion than the community as a whole. PPD must be proactive and creative with recruitment efforts and employ the public, business, and local community to help. It is also important to recognize that diversity means not only race and gender but also the genuine diversity of identity, experience, and background that has been found to help improve the culture of police departments and build greater trust and legitimacy with all segments of the population.

The Pensacola Police Department should develop a strategy for Recruitment that focuses on recruiting exceptionally qualified candidates with the purpose of becoming Law Enforcement Officers. This strategy should be laid out in a General Order. The Pensacola Police Department strategy should strive to accurately reflect the demographics of the City of Pensacola. The City of Pensacola should provide funding for a team of three full-time recruiters. This team should be comprised of at least one female officer and one minority officer. The third officer is unspecified and would depend on the needs of the department.

CADET PROGRAM

The Pensacola Police Department should re-evaluate its Cadet Program. Cadet pay and benefits should be competitive with other cadet programs in the area. The Cadets should be recruited locally with a heavy emphasis on recruiting from Pensacola neighborhoods. The position of Cadet should be open to taking applications for new hires year-round.

EDUCATIONAL DIVERSITY

Police officers must deal with the complex issues of juvenile justice, domestic violence, behavioral and mental health, etc. However, the recruitment and education of LEOs often involves little training on these issues, with recruitment usually focused on hiring citizens who have experience with weapons, such as former military. PPD should work to recruit officers with proficiency and backgrounds in social work, community services, psychology and other disciplines; recruitment bonuses/incentives should be explored to recruit such candidates.

TRAUMA INFORMED POLICING

For law enforcement, trauma-informed policing practices that enhance officers' understanding of trauma and its effects can facilitate criminal investigations through a greater awareness of a victim's needs, reduce the potential recurrence of criminal behavior through early intervention and community trust in police, and connect traumatized individuals to appropriate community services and supports.

All PPD officers should undergo trauma-informed policing training to better understand trauma and its symptoms on both victims and themselves. This will serve to benefit the work of law enforcement and the community.

21st CENTURY POLICING

PPD should formally adopt all applicable recommendations outlined in the final report of the President's Task Force on 21st Century Policing (2015).

CRISIS INTERVENTION TRAINING

The lack of mental health crisis services across the U.S. has resulted in law enforcement serving as first responders to most crises. A Crisis Intervention Team (CIT) program is an innovative, community-based approach to improve the outcomes of these encounters.

All PPD officers should undergo mandatory CIT training to create connections between law enforcement, mental health providers, hospital emergency services and individuals with mental illness and their families. Through collaborative

community partnerships and intensive training, CIT gives police officers more tools to do their job safely and effectively, keeps law enforcement's focus on crime, and produces cost savings.

DEPRIORITIZATION

Across the State of Florida, municipalities have acted to either decriminalize or deprioritize low-level possession of cannabis, which is already legal medicinally in Florida and fully legal in many U.S. states. Arresting and imprisoning citizens not only wastes taxpayer resources, but only serves to further burden our police officers and criminal justice system. The City Council and/or Mayor of Pensacola should enact an ordinance or executive order making low-level cannabis possession a civil offense, punishable by a reasonable civil fine.

PURPOSE FOR ONGOING CPAC REVIEW BOARD

The Mayor and/or Council should establish a permanent CPAC Review Board.

The goal of the CPAC Review Board is to focus on policy review, investigations, and community outreach. The commission is tasked with verifying the Pensacola Police Department's (PPD) efforts to implement the recommendations of the Florida Police Chiefs Association Use of Force Policy and Related Issues dated September 3, 2020, and the recommendations made by the Task Force on 21st Century Policing established in 2014.

The CPAC will review disciplinary cases and other important issues identified by the police department and community. The CPAC Review Board reports its findings to the Mayor and the Chief of Police no less than twice a year and may also make recommendations for policy changes.

At board meetings held no less frequently than monthly, the Chair, the Mayor and/or the lead Internal Affairs detective may present cases identified for the consideration of the CPAC Review Board. All members of the CPAC Review Board should be committed to cultivating a relationship of trust and accountability between the police and the community. The CPAC recognizes that reconciliation is not possible without justice. Further, the CPAC should seek to give a voice to all citizens and promote peace and unity within the community.

13 RECOMMENDATIONS

B. COMMUNITY POLICING & RACIAL EQUITY

RACIAL EQUITY

PPD, in partnership with Pensacola City leadership and community members, should participate in training and workshops developed by subject matter experts focused on racial equity in policing, diversity and inclusion to be further developed by the Citizens Police Advisory Committee.

LAW ENFORCEMENT PARTNERSHIPS

PPD should develop partnerships with law enforcement agencies in other jurisdictions and host panel discussions with these departments to facilitate the sharing and understanding of the history and impact of race and racism in our communities. Building and fostering relationships with peer departments will ensure ideas and innovation have opportunities for growth.

RACE AND EQUITY COORDINATOR

The City should recruit a dedicated Race and Equity Coordinator to oversee and develop policies and programs integrating race and equity principles into all operations, projects and services of the City, as well as Departments, to include the Pensacola Police Department. The coordinator will accomplish this through the application and integration of best practices, training City staff, and tracking and measuring outcomes.

COMMUNITY DIALOGUE

Meeting with citizens face-to-face is among the most effective tools to building mutual trust between law enforcement and the community. PPD shall establish and maintain regular community meetings within neighborhoods to discuss progress on these goals.

REMOVE RACIST IMAGERY

Remove any imagery of the Confederate flag on PPD uniforms and badges.

PILOT PROGRAM

The Pensacola Police Department should create an officer pilot program with the East Pensacola Heights Rattlers youth sports team. Such partnerships will provide opportunities for community engagement and trust.

EVALUATIONS

Measuring the success of police starts on the officer level. Evaluations for all PPD sworn and civilian staff should include evaluations and metrics on their progress toward meeting community policing outcomes as well as outcomes regarding diversity, equity and inclusion.

COMMUNITY BUY-IN

To achieve public legitimacy, PPD should include the local community in the process of developing and evaluating policies and procedures.

NEIGHBORHOOD TRUST

Prior to assignment to a particular beat, PPD officers should spend time developing a community portfolio that demonstrates competency of neighborhood history, develop strong relationships with formal and informal leaders, knowledge of community-based services that are available to address economic security and mobility, mental health, domestic violence, etc.

ANNUAL CITIZEN SURVEY

To operate effectively, law enforcement agencies must maintain public trust by having a transparent, credible system of accountability. Consistent engagement and input from the community are vital to ensuring policy and budget changes are successful. PPD should work with the CPAC to conduct annual citizen surveys on public perceptions with attention to underrepresented populations.

COMMUNITY POLICING

The Pensacola Police Department and the City of Pensacola should establish a pilot “Community Policing Partnership” with a neighborhood identified as being “high crime” where the police and the community share responsibility for identifying, reducing, and preventing problems that impact community safety and order for the purpose of building trust and improving relationships.

1. Community partners can be identified by CPAC members or through outreach
2. Establish partnership guidelines through meetings with community partners

3. Establish cooperative leadership with equal representation of PPD and the community (co-chairs with equal standing)
4. Create civilian positions, with training and incentives or stipends
5. Create incentives for officers to live in the neighborhood
6. Record and evaluate data to monitor results and effectiveness of partnerships
7. Refer to established LAPD Community Policing Partnership (or other successful initiatives) for guidance
8. If the pilot program is successful, it can be utilized throughout the city

C. MENTAL & BEHAVIORAL HEALTH

TASK FORCE

The City of Pensacola and PPD shall work to develop a pilot program that consists of a specialized and dedicated outreach team of sworn police officers and civilian social workers and/or mental/behavioral health counselors from within the local community, who have appropriate degrees in Mental Health and Substance Abuse or related fields.

This team shall focus on responding to non-violent, behavioral health-focused situations and in assisting citizens experiencing homelessness in obtaining mental health services and referrals to programs and services which can help them gain employment, housing, alcohol/drug treatment, food, and other needs relating to homelessness.

D. USE OF FORCE & GENERAL ORDERS

PUBLIC COMMENT

Proposed changes to PPD policies should be posted and available for an appropriate public comment period.

USE OF FORCE

The Pensacola Police Department needs to make its procedures/ policies clearly state that members of the PPD should not handcuff or restrain individuals who have sustained serious physical harm, life-threatening wounds (such as gunshot wounds), or who require immediate medical attention. The PPD procedures need to clearly state these guidelines so that incidents of excessive force — such as the killing of Tymar Crawford who was shot five times and then placed in handcuffs— don't occur again.

To prevent such incidents, policy needs to directly state that members of the PPD should not handcuff or restrain an arrestee/prisoner/detainee who has sustained serious physical harm, life-threatening wounds or requires immediate medical attention. Such policy should state that if the arrestee/prisoner/detainee has sustained serious physical harm, life-threatening wounds or requires immediate medical attention, the officers should not place the individual in handcuffs or other forms of restraints. If the arrestee/prisoner/detainee has sustained moderate physical harm, the officer should evaluate if handcuffs/ restraints are necessary and if the restraints could add to the individual's injury.

15 TRACKING OUR PROGRESS

On an ongoing basis, the CPAC, along with PPD and the City, shall maintain a database of recommendations and the status of such recommendations. Below are the statuses of all recommendations made by the CPAC since 2020, and the status of implementation of each recommendation by the publication of this report.

DEFINITIONS OF STATUS

Received – The recommendation has been received by the Department

Declined – The Department has declined to implement the recommendation.

In Progress – The Department is in the process of implementing the recommendation.

On Hold – The Department has accepted the recommendation but has not yet begun implementation of the recommendation.

Partially Implemented – The Department has implemented certain elements of the recommendation, but not the full recommendation.

Fully Implemented – The Department has implemented the full recommendation.



RECOMMENDATIONS TO THE PENSACOLA POLICE DEPARTMENT

CPAC Recommendation	Status
Make all PPD policies and procedures public	Fully Implemented
All officers to undergo trauma-informed policing training	In Progress
All officers to undergo mandatory crisis intervention training	In Progress
Reinstate the Trauma Intervention Program initiative	On Hold
Enact ordinance or executive order prioritizing low-level cannabis possession	Declined by Mayor's Office/Received by City Council
Create an officer pilot program with East Pensacola Rattlers	In Progress
Remove any imagery of the Confederate flag on PPD uniforms and badges	Received

IN CLOSING

The City of Pensacola is known for many superlatives: America's First Settlement, America's Strongest Town, and Florida's First and Future, just to name a few.

As a City, we've always been faced with challenges and difficulties that have tested our resiliency and resolve, to include the disparities and injustices that have persisted within our community with regards to policing.

As stated in the federal report on 21st Century Policing, trust between law enforcement agencies and the people they protect and serve is essential in a democracy. It is key to the stability of our communities, the integrity of our criminal justice system, and the safe and effective delivery of policing services.

We stand now at an unprecedented crossroads – after the publication of this report, City leaders will make critical decisions about the Citizens Police Advisory Committee, and

the CPAC is hopeful that Pensacola will take the public calls for collaborative reform seriously. This report highlighted the work that the CPAC was able to accomplish over just the last 9 months. The work of the CPAC is just one part of police reform in Pensacola and throughout the country, and it is crucial to recognize the tireless efforts of community activists, citizen volunteers, City staff, City Council, City leadership, and Pensacolians citywide as we work towards the goal of more equitable policing in our City.

There is still much more to do; the work ahead will be challenging and there will undoubtedly be obstacles to face, but we remain steadfast in our commitment to provide Pensacolians with an unparalleled level of engagement and transparency and to hold the Pensacola Police Department to their motto of courtesy, integrity, and professionalism.

"Injustice anywhere is a threat to justice everywhere. We are caught in an inescapable network of mutuality, tied in a single garment of destiny. Whatever affects one directly, affects all indirectly."

– Martin Luther King Jr., Letter from a Birmingham Jail



SPECIAL THANKS

The Committee thanks every community member who attended a meeting or a town hall or provided input to the CPAC. Without the tireless work of the community members who engage with their government to provide their invaluable feedback, the Committee could not do its work. The CPAC extends its gratitude to its government partners — City of Pensacola staff, the Pensacola Police Department, the Office of State Attorney, the U.S. Department of Justice and U.S. Attorney's Office and NGO partners — without whose cooperation, the CPAC could not do this needed work for the citizens of Pensacola.

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CITIZENS POLICE ADVISORY COMMITTEE



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www.cityofpensacola.com/3127/Citizens-Police-Advisory-Committee