



Seattle
Office for Civil Rights

Community Engagement & Racial Equity Toolkit Progress Report

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RACE & SOCIAL JUSTICE INITIATIVE



Contents

Introduction	2
Interdepartmental Team	2
Racial Equity Toolkit Team	2
Literature Review	4
Background on Seattle’s CSO Program	4
Best Practices	5
Problem-Oriented Policing	5
Data Overview & Context Setting for the Seattle CSO Program	6
Racial Equity Toolkit Community Feedback	8
Methodology	8
Online Engagement Survey	9
Summary of Community Engagement Trends	9
Racial Equity Toolkit Update	11
Appendix I	12
Appendix II	13
Appendix III	15

Introduction

This Community Engagement and Racial Equity Toolkit Progress Report is intended to update the Interdepartmental Team (IDT), Mayor's Office, and Seattle City Council on all work performed thus far by the Seattle Office for Civil Rights (SOCR) in accordance with the Interdepartmental Agreement signed on May 9, 2017 by the Seattle Police Department and SOCR. It must be recognized that SOCR's Community Engagement and Racial Equity Toolkit analysis are ongoing, and we expect to have a final report submitted to the IDT mid-September 2017. This report contains an introduction, literature review, research methodology, and a summary of preliminary trends emerging from the Community Engagement and Racial Equity Toolkit process up to this point.

Interdepartmental Team

Within the 2017-18 Biennial Budget, the Seattle City Council appropriated funding for the development of a Community Service Officer (CSO) program to be initially implemented in the second quarter of 2018.¹ On December 6, 2016, Mayor Ed Murray issued a Mayoral Directive establishing an interdepartmental team (IDT) to develop recommendations for the Mayor concerning a CSO program. This directive calls for the IDT to conduct "a Racial Equity Toolkit (RET) analysis and other community engagement" to inform the programmatic development of the CSO program.²

On May 9, 2017, the Seattle Police Department (SPD) and Seattle Office for Civil Rights (SOCR) signed an Interdepartmental Agreement regarding the implementation of a Racial Equity Toolkit analysis and related community engagement. This Agreement calls for SPD to "observe and learn how to properly complete and implement a Racial Equity Toolkit" through a formalized partnership with SOCR. SOCR is responsible for the convening of the Racial Equity Toolkit Team, the design and coordination of at least five community/stakeholder sessions, and the submission of a Community Engagement Progress Report on July 28, 2017. The final report from SOCR will include a complete Racial Equity Toolkit analysis and two proposed program models synthesizing community feedback and best practices. As pursuant to the Agreement, emphasis is being placed on "help[ing] SPD to build strong community relationships and sustainable dialogue with Seattle's diverse communities to ensure constitutional and bias-free policing, to closely interact with the community to resolve neighborhood problems, and to increase community confidence in SPD."³

Racial Equity Toolkit Team

The Racial Equity Toolkit Team first convened on June 5, 2017 to establish a racial equity outcome, develop stakeholder questions, and finalize a stakeholder engagement list. At that meeting, the Racial Equity Toolkit Team adopted the following racial equity outcome for the CSO program:

¹ Seattle City Council Green Sheet: 405-1-A-1-2017.

² Mayoral Directive: "Community Service Officer Program Development" - <http://murray.seattle.gov/wp-content/uploads/2016/12/2016-Mayoral-Directive-RE-CSO-IDT-12716.pdf>

³ SPD & SOCR Interdepartmental Agreement: Signed on May 9, 2017.

"Support community-led strategies that lead to a reduction in criminal justice system involvement for communities of Color."

SOCR enlisted the network and knowledge of the IDT as the Racial Equity Toolkit Team when drafting, refining, and ultimately finalizing the stakeholder engagement list. Understanding limitations on time and capacity, SOCR intentionally centered smaller focus group sessions with communities that have disparately higher rates of contact with the criminal justice system using data accessed through SPD's public data sets.

At the time of this progress report's publication, SOCR has partnered with the following communities:

Figure 1.

Two Ongoing Engagement Partnerships with African-American/Black Communities
EPIC (Ending the Prison Industrial Complex) 45 attendees
The People's Institute Northwest at The Village of Hope 25 attendees (two sessions cumulatively)
Two Focused Sessions with LGBTQ-centered Organizations
Greater Seattle Business Association – July 14, 2017 18 attendees
Seattle LGBTQ Commission – July 20, 2017 8 attendees
Three More Focused Engagement Sessions Scheduled with Native American, Asian, and Latino Communities
Seattle Indian Health Board – August 9, 2017 Estimated to have 25 attendees
Friends of Little Saigon – August 15, 2017 Estimated to have 10 attendees
El Centro de la Raza – August 17, 2017 Estimated to have 20 attendees
Two Larger Engagement Forums with General Population
North Precinct – University of Washington Estimated to have over 100 attendees
West Precinct – Seattle Central Library Estimated to have approximately 75 attendees
Individual Stakeholder Interviews (City Employees, Community Members, SPD Officers, & Former CSOs)
4 – Completed
8 – Scheduled

Literature Review

Background on Seattle's CSO Program

The Seattle Police Department's Community Service Officer (CSO) program operated for thirty-three years until its discontinuation in 2004. The CSO program was originally designed by SPD and the Seattle Model City Program, a federally funded policy response to "urban problems of poverty and race in the United States."⁴ This program aimed to reduce racialized social and economic disadvantages in specific neighborhoods by providing services and employment. The City of Seattle was the first jurisdiction in the nation to implement the CSO program in 1971 by City Ordinance 99767. The ordinance set out the program's intent to include, *"...aid regular police officers by performing community services associated with law enforcement, conducting crime prevention activities, assisting youth in the neighborhood, and undertaking other duties to improve relations between the community and the Police Department, and through such community services activities and training, developing potential police officers..."*⁵ Specifically, the CSO program was intended to, "increase...minority group representation in area police departments."⁶

By the 1980s, the CSO program developed training materials that further defined the scope and role of a CSO officer, including:

- *A CSO is a police department employee whose duty is to provide service to the community, assist police officers, and assist other agencies as needed.*
- *A CSO is not a police officer. A CSO does not have enforcement powers, does not carry a weapon and will not respond to violent situations.*
- *CSOs work from 8am to 12 midnight, 6 days a week, Sunday and holidays excluded.*
- *CSOs work city-wide in vehicles; they are dispatched by police radio to the location where services are needed.*⁷

On October 21, 2002, the Seattle Post-Intelligencer reported on the Seattle Police Department's then-proposed budget that planned to eliminate the CSO program to meet a mandated 5 percent budget cut by Mayor Greg Nickels. Officers and members of the Seattle Police Officers Guild were quoted as expressing worry that an elimination in CSO positions would result in a reduction of patrol time for sworn officers. There were also expressions of surprise and an understanding that CSOs did unique, valuable, and culturally relevant work.



**Group photo of Seattle CSOs (provided by Maggie Olsen, Former CSO and Current SPD Employee)*

⁴ "Model City Program." Seattle Municipal Archives. City of Seattle.

⁵ City of Seattle Ordinance 99767, Signed: March 31, 1971.

⁶ Mathews, Kenneth E., Ph.D. "Community Service Officer Project - Final Evaluation." Seattle Law and Justice Planning Office. September, 1975.

⁷ Seattle Police Department, "CSO Program Training Materials," received March 1, 2017.

According to the PI's reporting, *"Documents made available to the City Council show that in 2000, the CSO unit handled 21,352 calls. Last year, it handled 20,762. Calls ranged from taking a victim of domestic violence to a shelter to mediating a dispute between a landlord and a tenant to taking a report on found property."* Then-Police Chief Gil Kerlikowske asserted that the cuts were *"painful and not meant to indicate that the civilian jobs are unimportant."* Additionally, Chief Kerlikowske stated that, *"in tough financial times, the Police Department has to concentrate on...its core mission -- responding to 911 calls, patrolling, investigating crimes and maintaining the department's infrastructure."*⁸

Best Practices

Across the country, jurisdictions are working to transform their policing practices to intentionally restore trust and work in true partnership with the community. Recognized by the Obama administration for its work, Hartford, CT has actively strengthened its CSO program to make "real progress" in improving relations between the department and the community. Hartford CSOs have collaborated directly with local community-based organizations to offer programming for youth and to develop authentic relationships.⁹ In Minneapolis, MN, a CSO must have the ability to, "relate and work effectively with people from diverse cultural, economic, and ethnic backgrounds."¹⁰ CSOs in Milwaukee, WI are expected to have the requisite skills to, "deal with conflict and to compassionately and appropriately assist individuals who may be emotional and/or upset," or who may be "frightened, distraught, or disoriented."¹¹ Under Police Chief David Brown, Dallas, TX has implemented several critical reforms that have sought to enhance community trust and instill more accountable policing. The department has partnered with a community-based mental health organization to provide crisis intervention training, dedicated a unique webpage to open data on officer-involved shootings, amplified the stories of officers holding one another accountable, and redistributed patrols more conducive to public safety. As a result, crime and citizen complaints have declined.¹²

Problem-Oriented Policing

As laid out in a 1999 report by the US Office of Community Oriented Policing Services, problem-oriented policing aims, *"to deal more effectively (and efficiently) with the volume of incidents confronting the police, [through] identify[ing] underlying factors and address[ing] these—and not necessarily by way of enforcement."*¹³ A critical component of this approach to policing is the engagement of officers with

⁸ Castro, Hector. "Civilian Officers Face Cuts." Seattle Post-Intelligencer [Seattle] 21 Oct. 2002: Seattlepi.com.

⁹ Editorial. "Hartford Is Getting Community Policing Right." Hartford Courant, 24 May 2015.

¹⁰ "Becoming a Community Service Officer." Becoming a Community Service Officer - City of Minneapolis.

<http://www.ci.minneapolis.mn.us/police/recruiting/police_recruiting_cso>.

¹¹ Milwaukee Community Service Officer Job Description -

http://city.milwaukee.gov/ImageLibrary/User/jkamme/PastJobAnnouncements/CommunityServOfc_MPD.pdf

¹² Balko, Radley. "What the Dallas Police Department Does Right — and Why Doing Those Things Could Now Be More Difficult." The Washington Post. WP Company, 08 July 2016.

¹³ Nicholl, Caroline G. *Community Policing, Community Justice, and Restorative Justice: Exploring the Links for the Delivery of a Balanced Approach to Public Safety*. Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services, 1999.

community in a way that shares power, trust, and information to proactively address underlying social issues and improve overall community health and viability.

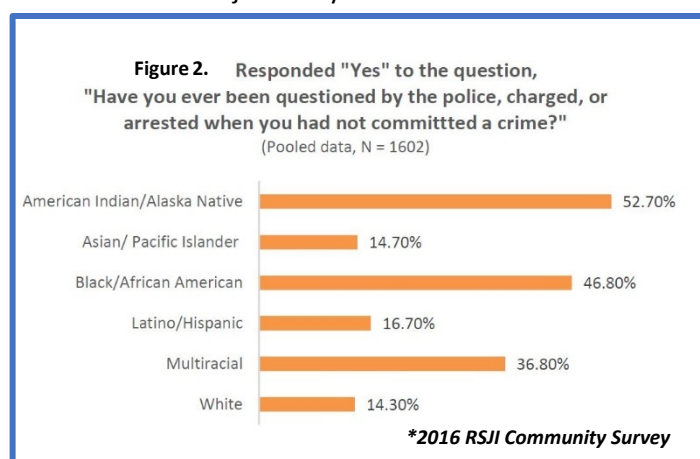
As jurisdictions have adopted a problem-oriented policing approach, major gains in restoration of trust and cooperation have been achieved. When the police department in Billings, Montana began receiving incident reports concerning a vacant lot near the local YMCA, they reached out to local community organizations to enlist their support in learning context and developing solutions. A local company, in partnership with the city government, cleaned the property for a reduced fee. The police partnered with high school students to remove graffiti in public areas and repaint the lot using donated materials from a local business.¹⁴

When officers adopt a problem-oriented approach to policing in conjunction with authentic community engagement and restorative efforts, trust can be rebuilt and progress can be made in the pursuit of overall community health and growth. For this approach to be successful, community leadership and strategies must be supported that minimize the damage to public trust that often occurs when crime reduction strategies are not created by those most impacted.

Data Overview & Context Setting for the Seattle CSO Program

The second step of the Racial Equity Toolkit calls for “gather[ing] information from community and staff on how the issue benefits or burdens the community in terms of racial equity.” In accordance with the adopted racial equity outcome for the CSO program, SOCR set out to center historically marginalized and disenfranchised communities who have disparately higher rates of contact with the criminal justice system. To identify these communities, we conducted an initial round of data collection from publicly available sources and presented our findings to the Racial Equity Toolkit Team at our June 5th, 2017 meeting. Consulting the data, we identified that large disparities continue to exist between White residents and residents of Color, especially African-Americans, Native Americans, and Latinos and their respective experiences with Seattle law enforcement and the criminal justice system.

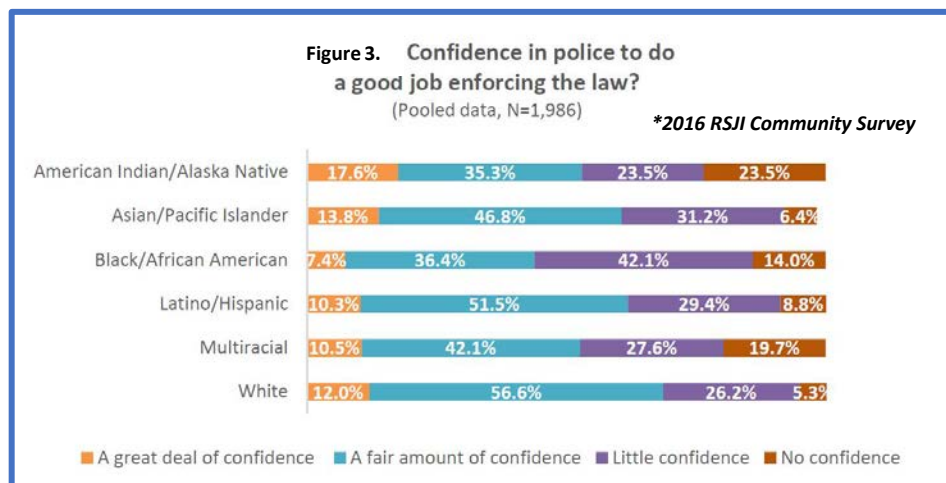
In a time where the Seattle Police Department is under watch by the Department of Justice for having engaged in a pattern of excessive force and possible discriminatory policing, it is vital that we understand the pulse of our City’s most affected communities.¹⁵ According to a 2016 survey conducted by the City of Seattle’s Race & Social Justice Initiative, more than half of American Indian/Alaska Native (53%) and nearly



¹⁴ Maguire and Wells (2009). Implementing Community Policing: Lessons From 12 Agencies. Community-Oriented Policing Services, US Department of Justice. pg. 100.

¹⁵ Dkt. 1-1, Investigation of the Seattle Police Department,” United States Department of Justice - Civil Rights Division, United States Attorney’s Office – Western District of Washington” (Dec. 16, 2011).

half of all Black/African American (47%) residents surveyed reported being questioned by the police,



charged or arrested when they had not committed a crime. More than half of all African American/Black respondents (56%), nearly half of all Multiracial respondents (47%), and nearly half of all American Indian/Alaska Native (47%) respondents had little to no confidence in the police to do a good job enforcing the law.

People of Color in Seattle are more likely than White residents to report a lack of confidence in equal treatment by the police. Close to half (45%) of people of Color surveyed by phone had little to no confidence in police officers treating people of Color and Whites equally, compared to 34% of White respondents.¹⁶

Seattle arrest data shows that people of Color are continuing to be disproportionately arrested compared to their population share. A 2008 report on Seattle drug law enforcement found that, “the Black drug arrest rate....was 13 times higher than the White drug arrest rate,” even though “the majority of those who use and deliver serious drugs in Seattle are White.”¹⁷ Even during a time where recreational marijuana is legalized in the state of Washington, “the arrest rate for Blacks [is] just over double that for non-Blacks, just as it was before legalization.”¹⁸ More recently, this dynamic can be witnessed when comparing the War on Drugs – an ongoing criminal justice intervention – with mainly Black users to the creation of nationwide Heroin and Opiate Task Forces – a public health intervention – due to the number of Whites impacted. A sworn Officer with SPD confirmed that in his precinct, a crack cocaine user will go to jail and heroin user will be referred to a safe injection site or given other resources.

This data offers a clear sense of focus for our Racial Equity Toolkit analysis and related community engagement efforts. It is imperative for the Racial Equity Team to center communities most impacted by racial disparities in the criminal justice system and work to center efforts to the ethics enshrined in the Peelian Principles of democratic policing. According to these foundational beliefs, “the police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police.”¹⁹ A 2014 analysis shows that only 12% of Seattle Police

¹⁶ 2016 RSJI Community Survey: Seattle Office for Civil Rights, April 2017. pg. 10-11.

¹⁷ Beckett, Katherine. *Race and Drug Law Enforcement in Seattle: Report Prepared for the ACLU Drug Law Reform Project and The Defender Association*. September, 2008

¹⁸ Humphreys, Keith. "Pot Legalization Hasn't Done Anything to Shrink the Racial Gap in Drug Arrests." *The Washington Post*. WP Company, 21 Mar. 2016.

¹⁹ "Sir Robert Peel's Principles of Policing." 1829.

Department officers live within Seattle city limits.²⁰ Understanding this reality, it becomes clear that our police are often perceived as an outside occupying force that do not look like, do not understand, and do not have implicit bias about communities they are policing that undermines the ethos of democratic and just policing.

Knowing that the original Community Service Officer program was initiated through the Model Cities program with the intention to provide relief, services, and employment to disadvantaged communities of Color, it only makes sense for our focus with a new CSO program to be targeted towards communities most involved with the criminal justice system. Historical context also informs us of the roles that the police have had in enforcing slavery, administering Jim Crow, and maintaining a system of mass incarceration through discriminatory drug arrests. These pieces are critical for a holistic and nuanced racial equity analysis and will be made a priority by SOCR.

Racial Equity Toolkit Community Feedback

Methodology

The ongoing Community Engagement and Racial Equity Toolkit process uses multiple methods to record, analyze, and share information about the new CSO development and views of community members. The final report will include findings from three sources: ethnography notes from the community engagement sessions, stakeholder interviews, and an online survey. When SOCR conducts our focused community engagement sessions, we ask for ninety minutes of time with groups, always offering to provide food to honor their time. At the beginning of the session, the SOCR facilitator and other Racial Equity Toolkit Team members introduce themselves before hearing introductions from other participants. A representative from the Seattle Police Department then makes a specialized welcome where they share their intention to listen deeply and report back the feedback from the sessions. The SPD representative also acknowledges the history of racist and unjust policing and the connection to present day feelings of anger, grief, and mistrust. Demographic data are collected voluntarily from participants for use in the Racial Equity Toolkit analysis.²¹ Chart paper is posted around the room labeled with each of our stakeholder engagement questions.

As the SOCR facilitator guides the engagement session through the stakeholder questions, an SOCR staff member or RET Team member charts the discussion on paper in visible sight of the entire room. When the facilitator notices a trend or priority develop in the discussion, they will verbally acknowledge it and ask for consensus in finding it as a “high”, “emerging”, or “low” priority. Our final stakeholder engagement question centers around specific data relevant to the group we are engaging with at the time. This data is distributed to the group for processing before sharing their thoughts to the facilitator (see Appendix III for an example of this data²²). To close out the session, the facilitator asks all participants to share a concise statement in response to this question: ***“What do you see as success for***

²⁰ Nate Silver. “Most Police Don’t Live In The Cities They Serve.” FiveThirtyEight. 20 Aug. 2014. <<https://fivethirtyeight.com/datalab/most-police-dont-live-in-the-cities-they-serve/>>.

²¹ Demographic Questions – Appendix I

²² CSO Community Engagement – Data One Pager (GSBA, 7.14.17) – Appendix II

the CSO program?” The facilitator then thanks the group for their time and input and informs them of the feedback loop SOCR and SPD intend to create. They will receive a formal thank you with a copy of the notes taken at the session with an opportunity to offer any amendments if an item was captured inaccurately. They will also be kept up to date on the project’s development through the CSO project website, online engagement survey, email notifications, and visits to share data, gain insights, and develop strong partnerships.

Note-takers are instructed to capture as much as possible; however, it was not possible to always capture the exact words of speakers. Additionally, a limitation of this method is that ethnographers did not always note race, gender, or approximate age of speakers; for this reason, the context of comments is somewhat limited, yet group differences in responses can be examined due to SOCR staff conducting the engagement at community-based groups aligned with a historically disenfranchised population.

Online Engagement Survey

While still in development and awaiting final approval from the RET Team, the online engagement survey will serve as an added method of input solicitation to reach individuals who will not be captured by in-person sessions. As the survey has been developed, SOCR and the IDT have been very intentional in ensuring accessibility for City residents. SOCR has been in conversation with a language consultant who has offered to administer the survey and provide language translation for all content and received responses. Following direction from Seattle’s Office of Immigrant and Refugee Affairs, the identified languages for translation are the top six written languages in Seattle: Traditional Chinese, Vietnamese, Korean, Tagalog, Somali, and Spanish. Once this survey has been finalized and approved by the RET Team, we will seek broad distribution through SOCR’s community partners, social media, the Department of Neighborhood’s Community Liaisons program, and the networks of the CSO IDT.

Responses to the on-line survey and focus groups will be reviewed and coded by OCR Staff to identify major themes related to the CSO development. The responses will be divided into separate idea units, which we refer to as comments. Frequency of comments across groups will be noted to determine weight and importance of findings.

Summary of Community Engagement

An added reminder that SOCR’s community engagement and Racial Equity Toolkit analysis are ongoing and we have other key demographics to engage with. We expect to have a final report submitted to the IDT by September 2017. Raw stakeholder response documentation can be found in Appendix III.²³

Recognizing the work we still have to complete regarding our community engagement commitments, the inputs received thus far have been deep and highly informative. Our analysis at this point reveals definite trends emerging throughout Seattle’s diverse communities that warrant consideration in the development of the Community Service Officer program. This section

“Racial discrimination doesn’t get called out in my community, it is not even acknowledged.”

²³ Notes from GSBA Session (7.14.17); Notes from SLGBTQ Commission Session (7.20.17) – Appendix III

outlines emerging themes to consider in the design of the CSO program to minimize harm and maximize benefit in the community, particularly with communities that have a history of problematic relationships with SPD. Emergent themes in this section are numbered and noted in bold print.

1. Strong recommendations were made from the LGBTQ community for the CSO program to operate with an anti-racist and trauma-informed framework led by People of Color. Members of the LGBTQ community articulated how the experiences of people of Color are often devalued and unacknowledged, leading to further isolation in a community where members express multiple compounding marginalities. A near unanimous observation from our sessions thus far have centered the “violence from outsiders” in Capitol Hill due to the shifting demographics making a once safe enclave for LGBTQ residents unsafe. Participants cited that most of the aggression is provoked from mostly White college students that are inebriated and fueled with “toxic masculinity” and a “pack mentality”. Participants noted that transgender women of color and gender non-conforming people as the most vulnerable. Additionally, we have heard that CSOs must bring a racial equity focus into their work by interacting with the community accountably, humbly, and in a way that helps to address racial disparities in both perceptions of police and negative criminal justice involvement. SOCR notes that these expressions are in line with the data referenced earlier around lack of confidence in law enforcement to treat all people equally. Participants also noted that the safety and care of additional vulnerable populations within the LGBTQ community should be a high priority for the CSO program, including youth and young adults experiencing homelessness, the aging population, and people living with disabilities.

2. Participants recommended a strong sense of legitimacy and empowerment for CSOs and posed concerns regarding SPD as the lead agency. When a CSO is

dispatched, they should have the tools to offer resolution to a situation, access to City and SPD leadership to communicate community concerns, and the training and experience necessary to truly partner with the community. A common concern voiced thus far has been the proper place to house the CSO program. Some community members vocalized a resistance to placing CSOs under the purview of SPD in lieu of a department or community-based organization with healthier community relationships. Others have articulated the need for internal SPD transformation, which could be accomplished with the development of this new CSO program.

“Why direct funding to SPD instead of identifying community-led alternatives outside SPD to maximize benefit to community?”

3. Insight has also been shared on what gaps in services currently exist that a CSO program could fill without duplicating existing work. Participants have shared the need for a professional that is available to de-escalate, has a public safety focus, is present in the community with existing positive relations, and is available on an emergency basis. This professional should be in constant contact with the community and seeking to be held accountable in both formal and informal ways.

4. Participants have also shared personal stories of friends and relatives that served as original CSOs and how they saw themselves as “buffers” to protect their community members from incarceration.

“We need acknowledgment from the City that its actions have made the community unsafe.”

Understanding that the original CSO program was designed to recruit people of Color into sworn officer positions, it is noteworthy to hear these stories of CSOs striving to remain in their roles and help keep their fellow community members out of prison. Participants in our sessions have expressed an

urgency for CSOs to be informed of the historical and contemporary traumas that exist in their communities and to keep these at the front of mind when establishing relations and partnerships.

Racial Equity Toolkit Update

The Racial Equity Toolkit Team has set the racial equity outcome that is guiding our analysis (Step 1). We are currently involving stakeholders through community engagement centered on those who have disparately higher rates of contact with the criminal justice system and analyzing the data we gather to inform our analysis (Step 2). As our engagement work continues, we will continually consider benefits and burdens within our analysis that is informed by our racial equity outcome (Step 3). The remaining steps will be completed as we finalize our RET report and work with the RET Team.

Appendix I

What is your age?:

- Under 18
- 18-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65 and older

Race / Ethnicity (please check all the boxes that you identify with):

American Indian or Alaska Native

- American Indian
- Alaska Native
- Central or South American Indian
- Other American Indian or Alaska Native: _____

Asian

- Asian Indian
- Chinese
- Cambodian
- Filipino
- Hmong
- Japanese
- Korean
- Thai
- Vietnamese
- Other Asian: _____

Black or African American

- African American
- Amhara
- Ethiopian
- Eritrean
- Oromo
- Somali
- Tigre
- Other Black or African American: _____

Hispanic, Latino(a), or Spanish

- Cuban
- Guatemalan
- Mexican, Mexican American
- Puerto Rican
- Salvadorian
- Spaniard
- Other Hispanic, Latino(a), or Spanish: _____

Middle Eastern or North African

- Algerian
- Egyptian
- Iranian
- Lebanese
- Moroccan
- Syrian
- Other Middle Eastern or North African: _____

Native Hawaiian or Other Pacific Islander

- Chamorro
- Fijian
- Native Hawaiian
- Polynesian
- Samoan
- Tongan
- Other Native Hawaiian or Pacific Islander: _____

- Multiracial
- White
- I do not wish to identify

What is your gender Identity?:

- Female
- Male
- Transgender
- Genderqueer or Gender Nonconforming
- Self-describe: _____

Seattle ZIP Code: _____

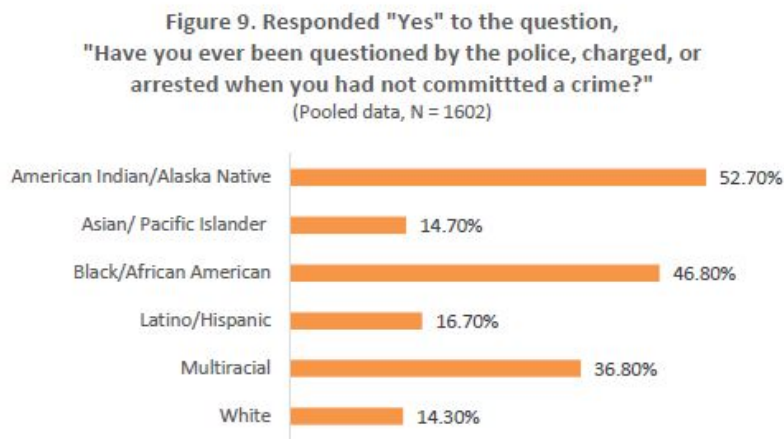
(If you live in Seattle, use the ZIP code of your home. If you do not live in Seattle, please use the Seattle ZIP code of where you work or go to school. Check one below.)

Live? ____ Work? ____ School? ____

Appendix II

- According to a 2017 Seattle University report on citywide public safety concerns, some of the most prominent responses were:
 - Lack of police capacity / presence
 - Homelessness is a public safety and public health issue
 - Public order crime
 - Property crime
 - Better city coordination needed to increase public safety
- Additionally, in 2016, the City of Seattle's Race & Social Justice Initiative conducted a survey throughout Seattle's diverse communities. In the results, there was a strong difference in how People of Color and White residents experience the criminal justice system and how much confidence people have in the police doing a good job enforcing the law.

More than half of American Indian/Alaska Native (53%) and nearly half of all Black/African American (47%) residents surveyed reported being questioned by the police, charged or arrested when they had not committed a crime.



More than half of all African American/Black residents (56%), nearly half of all Multiracial respondents (47%), and American Indian/Alaska Native (47%) respondents had little to no confidence in the police to do a good job enforcing the law.

People of Color in Seattle are more likely than White residents to report a lack of confidence in equal treatment by the police. Close to half (45%) of people of Color surveyed by phone had little to no confidence in police officers treating people of Color and Whites equally, compared to 34% of White residents.



Discrimination and Harassment by Law Enforcement Officers in the LGBT Community

Christy Mallory, Amira Hackenbush, Brad Sears

The Williams Institute

- 2014 national survey of LGBT people and people living with HIV:
 - 73% of respondents had face-to-face contact with the police in the past five years
 - 21% reported encountering hostile attitudes from officers
 - 14% reported verbal assault by the police
 - 3% reported sexual harassment
 - 2% reported physical assault at the hands of officers
 - Police abuse, neglect, and misconduct were consistently reported at higher frequencies by respondents of color and transgender and gender nonconforming respondents
- 2013 report focused on anti-LGBT violence in the previous year:
 - 48% of surveyed LGBT violence survivors reported an experience of police misconduct including unjustified arrest, use of excessive force, and entrapment
 - 6% of offenders reported by respondents were police officers
 - 23% of offenders who were unknown to the victim were police officers
- 2012 report examining interactions of law enforcement with Latina transgender women in Los Angeles County:
 - Two-thirds of the women reported an experience of verbal harassment by law enforcement
 - 21% reported physical assault by law enforcement
 - 24% reported sexual assault by law enforcement
- 2011 study from the largest survey of transgender people to date:
 - 22% of transgender respondents reported harassment by law enforcement because of bias
 - 6% reported physical assault by an officer
 - 46% reported being uncomfortable seeking police assistance
- Undermining effective policing (from various studies & reports):
 - 59% of gay and bisexual identified men believe that police would be less helpful to them than to a heterosexual woman in a situation of violence from an intimate partner
 - Only 56% of survivors of hate violence against the LGBTQ and HIV-affected communities reported such incidents to the police

Appendix III

Notes from GSBA Session (7.14.17)

What are your community strengths that would make the CSO program successful?

- Move information fast
 - Get the message out
 - Many different outlets for outreach
- Intersectionality
 - People of Color within the LGBTQ+ community
 - Allows for de-escalation
 - Not just training, but partnership
 - Not just reactionary or training
 - Understand that culture is ever-changing
 - What is the foundational knowledge that all can be held accountable for?
- History of resistance
 - Stonewall, etc.
- Norm Stamper
 - Former Chief of Police, could bring in to further discuss
- Political success in community
 - Organizing capacity
- Shared experiences
 - Understanding, collective knowledge about community
 - Worldview that is outside the “mainstream”
 - Acceptance, love
- Perceived lack of violence within the community
 - Non-violent relations with each other
- A lot of love
- Identifying problems
 - Always on the lookout
 - Bring people to the table

What are the most pressing concerns in your community that you’d like the CSO program to be a part of?

- Racial equity – *identified through whole group consensus that this was a **HIGH** priority*
 - Being able to talk about race & racism to create more inclusive culture/community
 - “to create inclusion for those who are further marginalized”
 - Majority white LGBTQ+ community
 - People of Color struggle in the community
 - Critical to let People of Color lead the conversation
 - Racial discrimination doesn’t get called out, how do we overcome this?

- “Not even acknowledged”, “further isolation”
 - “I want to know, I haven’t lived it”
 - “understand that white people won’t always get it right”
 - How do you deal with those who say it isn’t a problem in Seattle?
 - From talking to action
 - Are we being heard?
 - Hold each other accountable
 - Still a lot of pain and death in QTPOC community
 - Homophobia as experienced by gay POC
 - Demographics of police department – majority white
 - Racial equity focus – *this came up again a bit later in discussion, referring specifically to CSO interactions*
 - Humility
 - Empathy
 - Take the words of POC seriously
 - “seems like a white person needs to say it for the police to take it seriously”
- Violence from outsiders
 - “lack of a sense of space” – referring to the rapidly changing nature of Capitol Hill
 - “diaspora” – bars shutting down, anxiety
 - Take for granted the space’s safety
 - Feel safe leaving bars/clubs, experience hate crime
 - Drunk white college students
 - Pack mentality
 - Toxic masculinity
 - Current political landscape
 - Suppressed anger?
 - Driving in from out of town?; no knowledge of surroundings
 - Trans women & gender nonconforming people are the most vulnerable
 - What matters is “how you are perceived”
 - Femme vs. masculine
 - More masculine women are targeted
 - “social hierarchy” – representation and treatment of different identities with the community
- Homeless youth– *identified through whole group consensus that this was a HIGH priority*
 - Many are LGBTQ+ identifying
 - Looking for protection, community
 - Are victimized as youth on the street
 - Unable to access mainstream services
- Safety of our aging population – *identified through whole group consensus that this was an EMERGING priority*
- People living with disabilities – *identified through whole group consensus that this was an EMERGING priority*

What is important to consider in the design of the CSO program in order to minimize harm and maximize benefit to your community?

- Right people, right skills, having the right conversations
 - Someone who thinks they are properly trained may end up doing more damage
- CSO's are actually empowered, not just for show
 - Avoid "police officer" vs. "mall cop" sense
 - Is this a band aid?
 - "why can't they hire qualified people?"
 - Avoid tokenizing
 - Wear same uniform as sworn? Perception of power?
- Buffer between communities of Color & police
 - Respect historical traumas
 - Ultimately, they need legitimacy
- What is the relationship between the community, CSOs, and the police department?
 - Where does the CSO program sit (where is it housed)?
 - When is a CSO dispatched?
 - How does change happen to avoid same issues?
 - Understanding why the initiative started
 - Having community understand the theory of change
 - Should be housed within the entity with most credibility
 - Develop a flow chart to demonstrate relations between CSOs, SPD, and community
 - Understand services, ensure they are used and accessed
 - Understand, be honest when things go wrong
 - What is the temperature in the community?
 - Ensure buy-in
 - Place the program where you get access to \$\$ and power from the institution
- Would SPD see CSOs as legitimate?

After reviewing the data on your community, do you have additional feedback to inform the development of the CSO program?

- Policy change + creation to guide/inform practice
- CSO's speak with police...
 - "then what?"
 - "I don't have much confidence in the police"
- Educating the community on who CSO's are, where they should be, understanding the changes within a community; the nuances
 - Establish a feedback loop
- Sustainability, longevity of the program (funding)
- Baseline data
 - Any data regarding the time period of ending CSOs to now?

- Crime, safety rates
- Scale (# of officers)
- Was there a specific request and charge of the original program? Were the original CSOs successful?
- What are the metrics of success?
- What is community's definition of success?
- Empowerment of CSOs
 - Have the tools to empower, to improve the situation
 - To feel safe, to resolve, resources, know the community partners
 - Like a social worker
 - Find internal officers who are diverse to legitimize the CSOs
 - Be plugged into Bias Crimes Unit (Beth Wearing) and all of their data, HIV/AIDS, gender organizations
 - Would demonstrate holistic nature, to affect systematic change

ROUND THE TABLE CLOSING – “What do you see as success for the CSO program?”

- For POC and disenfranchised communities: your case is legitimized, seen the same as a straight white man
- Even out data, no disparities
- Community feels safe, secured, trusting
- What changes are implemented
 - Decrease in trans black murders
 - Decrease in homeless youth on the street
 - Increase \$ towards policies that affect systematic change
 - Support now, prevent later harm
- Crime and recidivism down, community feels positive and safe, can identify strengths
- Decrease in the use of force
 - Especially with CSOs called to act as impetus of change, resolution
- MSWs, non aggressive, de-escalate, social contract
- Long-term dissolution of the problem
 - Anecdote of HIV: no longer a crisis
 - More cultural / racial sensitivity and awareness
 - Equalizing in police department
 - Learn new ways of respecting each other
- Legitimate partnership between SPD & CSOs
 - Access and utilization of decision-making power
- Widespread community confidence
- Hard data to show changes (relevant to community)
- More data on populations
 - Intersectionality of LGBTQ+ community
- Internal organizing
 - Timeline, goals, plan

What are your community strengths that would make the CSO program successful?

- Already existing supportive networks
 - Don't rely on an institution
 - Get what you need, more "informal"
 - Community-led support
- Healthy skepticism
 - Checks and balances: previous discomfort with law enforcement
 - Critical understanding to analyze this program
- Resilient community
 - In the face of historical and continued oppression
- "diversity is our strength"
 - Creative solutions
 - "you do you, I'll do me"
 - A lot of love!

What are the most pressing concerns in your community that you'd like the CSO program to be a part of?

- Mass killings of trans women of color – *emphasized as a HIGH priority*
- Abolitionist perspective
 - Hard to talk about reforming or improving a system/structure that is inherently wrong, unjust, no fixes possible
 - This system continues to enforce property over the well-being of people
 - Creates fear of ALL enforcement officers, not even just police
 - Personal conflict between "the world I want" vs. "the world we have"
 - "do you see this perspective (abolitionism) as a true statement?"
 - Very true: 6
 - Moderately true: 2
 - Not true: 0
- Fear of police in community
 - SAFE Place program
 - Business-oriented, but what about trans women of color or undocumented folks?
- Can this be slanted to "anonymous recovery"?
 - When help is called, they enter a system where their identity and information are entered and not kept confidential
 - Can CSO interaction be private and confidential?
 - Protect identities, control over themselves
 - Access resources without entering the system

- Greater emphasis on de-escalation
 - With words
 - Social workers only have clipboards
 - That person takes the place of a security guard (ex: Solid Ground)
 - Is this a duplication of social services roles? – *this led to a major discussion, notes below*
- Why build a bridge to armed officers?
 - We know our police have problems, why build a bridge to this system?
 - If an existing structure is detrimental, putting a new program in there would be a lost game
 - Why direct funding to SPD instead of identifying community-led alternatives outside SPD to maximize benefit to community
 - “reforming” SPD will not serve the interests of the LGBTQ community
- Don’t house in SPD?
 - Maybe in libraries or another department?
 - If it isn’t in SPD, aren’t we just hiring more social workers?
 - Are we doing anything to shift the paradigm of SPD and community safety?
 - If it isn’t in SPD, would it affect or change SPD, which we know needs to happen?
 - Could we house it in Fire? With EMTs?
 - Better perceived reputation
 - Still in the “911” realm
 - IF we want to demilitarize SPD, then we must recognize this funding can be used for internal SPD transformation
- Is there an identifiable gap in services (social service programming) that CSOs can fill without duplication?
 - Someone paid to train, de-escalate
 - Outside law enforcement
 - Social services don’t have the funding to do this
 - Someone with a public safety focus
 - Someone who is present in the community, has positive relations with people
 - Available on an emergency basis
 - We are conditioned to call 911, but armed officers show up
 - How do I call for a mental health worker?
 - Emergencies exist because of inadequate resources
 - Must shift to upstream thinking

What is important to consider in the design of the CSO program in order to minimize harm and maximize benefit to your community?

- Officers seek informal feedback from community
 - Ongoing and continuous engagement
 - Feedback loop to roll up and initiate policy changes
- Emphasize the wellbeing of people over property
 - Right now, \$\$ is more powerful than people in need
- CSOs can come to you? vs. you seeking a social worker
 - Before things are in crisis
 - Community-focused and intentional, not police intervention
- Community accountability
 - Measurable metrics
- Flat hierarchy
 - Consensus-based organizational structure
 - Attentive to racism, sexism, within the workplace
 - Represent the communities they serve
 - Well-paid, labor standards

ROUND THE TABLE CLOSING – “What do you see as success for the CSO program?”

- Lower statistics in the data
- More representation of community
- Reduction of traditional metrics
 - Crime, crises
 - Better spending on preventative measures and programs
 - Centering outcomes and experiences of queer & trans people of Color, people living with disabilities
- Eventual dissolution of program
 - Happy society
- People feel safe, out of harm
- Marginalized communities have buy-in
- Legitimate data, measuring favorable outcomes
- People diverted from criminal justice system
- More CSOs vs. sworn officers
 - Eventually
- Grow and continue this level of collaboration