APD Use of Force Advisory Council

Final 45-Day Report and Strategic Recommendations

Public Safety Committee Update

August 2020

Our team

Advisory Council

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Our Partners

Boston Consulting Group
BrightHouse

Advisory Council Process Overview

Established on June 10th, the Advisory Council was mandated to present its findings within 45 days

June 10, 2020

Advisory Council first convenes to benchmark and align on high value initiatives to address inappropriate Use of Force instances by the Atlanta Police Department

The council engages a range of stakeholders representing a cross-section of Atlanta's citizens and topic experts: activists, community leaders, lawyers, members of the APD, City of Atlanta representatives, and private citizens

Building off national initiatives such as '8 can't wait', the council reconvenes weekly to prepare an initial set of recommendations to be released within 14 days

June 24, 2020

The Advisory Council publishes an initial set of 10 recommendations to be considered by the Mayor's office for immediate action, covering a range of topics across Law and Policy, Culture and Mindset Shift, and Community and Partnerships

The Council aligns on 5 high impact topics to focus on for the remainder of their mandate, these are:

- The APD's Mission, Vision, and Values
- Standard Operating Procedures (SOP) changes
- Governance
- Community Partnerships
- Reporting and Transparency

July 24, 2020

Building upon the 14-day recommendations and ensuing actions taken by the Mayor's office, the Advisory Council publishes its final report comprised of 33 recommendations across all focus areas

These recommendations are comprised of tactical actions to be considered immediately by the city and broader strategic recommendations to be acted upon through a continued partnership between the citizens of Atlanta and the APD over the coming months

Multiple workstreams progressed in parallel throughout the effort

1. **Weekly advisory council meetings**
   Group discussions with the entire Advisory Council reviewing progress across focus areas, identifying additional input needs, and refining recommendations

2. **Weekly focus group working sessions**
   Topical deep-dives sessions with subsets of the Advisory Council focused on reviewing elements of the fact base in order to craft and refine recommendations

3. **Topical experts interviews**
   Q&A sessions with experts on a wide range of topics—including policy, policing alternatives, and community engagement—leveraged to form and expand focus group fact bases

4. **Proven best practices from other U.S. metropolitan areas**

A summary of our efforts

The mandate of this Use of Force Advisory Council is to offer changes to Atlanta's Use of Force policies and procedures. To accomplish this objective, we are offering a set of recommendations to not only drive immediate impact but also support the broader, long-term ambitions of APD.

To begin our effort, we conducted a sprint to develop an initial set of high-impact 14-day recommendations to adopt immediately—many of these have already been actioned by Mayor Bottoms, while others have served as focal points for continued effort by the Advisory Council and other stakeholders.

For the remainder of the 45-day effort, the group shifted to building recommendations concentrated around 5 focus areas, selected by the Advisory Council as a high-impact and feasible set within the scope of our mandate. We believe our targeted recommendations within each of the focus areas will drive outcomes that support the ambition for positive change:

- **Vision, Mission, and Values:** Ensuring the ambition is captured adequately and promotes the desired culture
- **Standard Operating Procedures:** Revisiting policies and procedures that shape police conduct
- **Governance:** Ensuring mechanisms are in place and empowered to enforce accountability measures
- **Community Partnership:** Strengthening ties with the community partners to support public safety
- **Reporting & Transparency:** Embedding sustainable change and transparency through metrics and advanced analytics

It is critical that our recommendations provide momentum for a more sustained effort to make lasting change, and we acknowledge that there are wider considerations to action that are beyond this Advisory Council:

- Ensuring the work continues with energized stakeholders—from APD, the City, and the community
- Looking holistically at the breadth of policies, practices, and incentives that drive police behavior
- Considering the broader implications of public safety and criminal justice reform on policing
- Addressing the need for reconciliation and revitalization as an essential part of the reform and healing process.

Invested over 6 weeks

2,500+ collective hours of meetings

600+ meetings and discussion forums

50+ stakeholders engaged

40+ recommendations for action

Focusing on the desired role of the APD, the Advisory Council aligned on a set of foundational building blocks to frame the recommendations

PURPOSE

VISION, MISSION AND VALUES

Ensuring the ambition is captured adequately and promotes the desired culture

STANDARD OPERATING PROCEDURES

Revisiting policies and procedures that shape police conduct

GOVERNANCE

Ensuring mechanisms are in place and empowered to enforce accountability measures

COMMUNITY PARTNERSHIPS

Strengthening ties with the community partners to support public safety

REPORTING AND TRANSPARENCY

Embedding sustainable change and transparency through metrics and advanced analytics

Key questions this Advisory Council has begun to address

PURPOSE

- What role does APD play within the community?
- How do we ensure APD's expectations are aligned with the community?

VISION, MISSION AND VALUES

- What is the ambition for the future?
- What is the core competency and function of the APD?
- What values capture how this organization should behave?

STANDARD OPERATING PROCEDURES

- Which policies and procedures should be in place to ensure guidance is prescriptive, unambiguous and supports the vision of the department?

GOVERNANCE

- What oversight mechanisms are in place to ensure accountability?
- Are these processes effective? If not, how can they be improved?

COMMUNITY PARTNERSHIPS

- What is the scope of services APD should support within the community?
- How can partners within the community support public safety efforts?

REPORTING AND TRANSPARENCY

- What information is most relevant to inform strategy and drive decision making?
- What systems and processes are required to increase and maintain transparency?

33
Total
Recommendations

45-Day recommendations summary

Vision, Mission, and Values

1. Convene a working group that will be responsible for the reimagining of the vision, mission, and core values of the APD
2. Require the working group to prioritize seven guiding ideals during the development of the newly reimagined vision, mission, and values
3. Create a forum to hold community reconciliation meetings between APD and the Atlanta community
4. Perform an annual culture audit that will highlight where APD stands regarding progress in achieving newly reimagined vision, mission, and values

Standard Operating Procedures

5. Lead Use of Force SOP with principles/values to set tone for Use of Force policies, incorporating additional principles consistent with APD's emerging vision, mission, and values
6. Create de-escalation requirements, outlining specific examples/tactics and creating a requirement to consider vulnerable populations when deciding to use force
7. Strengthen Use of Force continuum with clearer definitions for levels of subject resistance and force to ensure proportionality
8. Further restrict use of deadly force/firearms, including designation of deadly force as a "last resort" and outlining requirements before use, including de-escalation
9. Add peer duty to intervene and complementary non-retaliation and reporting requirements

45-Day recommendations summary

10 Increase accountability for APD and Atlanta Citizen Review Board (ACRB) to conduct investigations and provide responses in a timely manner

11 Mandate 3rd party independent review for recommended actions on ACRB/APD disagreements on complaints

12 Create a memorandum of understanding between Office of Professional Standards (OPS) and ACRB for disciplinary action reporting and investigatory data exchange

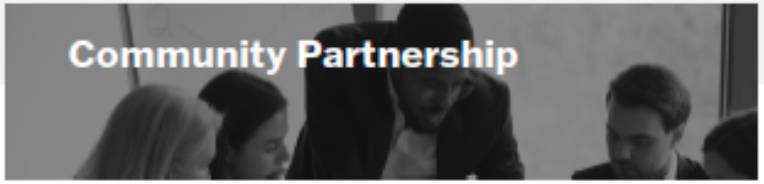
13 Increase period-in-office of OPS leadership to a minimum of two years

14 Mandate ACRB review of changes to APD Standard Operating Procedures which affect citizens, at least 30 days in advance; establish a 3rd party recourse for disagreements

15 Increase ACRB funding by $0.4-1.3M to enable improvement in effectiveness of processes

16 Improve community awareness through direct information dissemination and awareness campaigns

17 Extend ACRB mediation program to OPS for lower level complaints



18 Evaluate and augment current 911 dispatcher process to identify situations eligible for alternate response

19 Develop a plan to enable alternative first responders for situations where other expertise is beneficial and/or police presence is not critical

20 Commit to eliminating performance evaluation systems and disciplinary actions that incentivize officers to make unnecessary arrests

21 Commit to incentivizing diversion and de-incentivizing certain categories of arrest

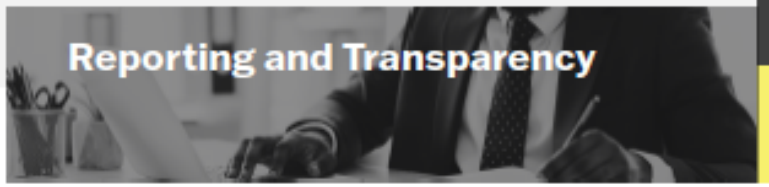
22 Mandate alternative response training e.g., pre-arrest diversion for all officers in all zones

23 Create a working group with key stakeholders to implement target alternative response continuum

24 Ensure continued support and expansion of prevention, diversion, and intervention programs e.g., Pre-Arrest Diversion, @Promise youth center and similar community-focused programs

25 Create a fund and central database for organizations supporting non-LEO response to formally connect with APD and apply for funding from the City

26 Commit to planning out the creation of a central crisis response center in partnership with other local jurisdictions



27 Digitize and structure current and recent records so that they can be analyzed and reported

28 Revise data collection process to ensure completeness of data and encourage compliance with data collection policies

29 Implement structural and process changes to integrate data across departments while preserving privacy and integrity of APD operations

30 Invest in deeper analytics to implement data driven decision making

31 Ensure public accessibility to current and future data disclosures

32 Build and implement an interactive use of force data dashboard after the Mark43 implementation is operational

33 Ensure data are true and complete through 3rd party data audits

The recommendations made by this advisory council are only a starting point.

There is a lot of upside to be realized—and the opportunity to make Atlanta a leading bastion of change nationally—but a difficult journey lies ahead...

While many of these recommendations can be implemented immediately, truly transformational change will require continued investment by—and collaboration between—the city of Atlanta and its police department.

At this time it is crucial to remain grounded. Change is hard: behaviors, systems, and infrastructure all need to be addressed.

Success hinges on setting up this effort properly, and actively managing the change process on an ongoing basis.

Reconciliation Framework

Reconciliation is a complex process. In order to effectively and efficiently move from stagnation to revival, we commit to the journey of reconciliation together. This three-stage framework captures the steps in the journey, bold actions that the community and APD can take, and our ideal state—what to expect along the way.

> **Reconciliation can't come without first acknowledging people's stories and having empathy for their hardships and pains.**
>
> *Reverend Angie Johnson, Central UMC and Fearless Dialogues*

1

engage

The relationship between APD and the community has been fractured. Relationships are built on trust, and trust is built on transparency. In order to effectively engage each other, we must first be honest.

Ideal State

When we successfully engage with one another, we can let our guard down and work together, as neighbors.

2

envision

Atlantan's have a legacy of activism—coming together to create a better world. As the community and APD engage and begin working together as neighbors, we will need to think big and dream together about the Atlanta of today and of the future. In order to envision, we must be bold.

Ideal State

Envisioning a new future together will create a shared sense of empathy. This deep understanding will energize us and mobilize us to act.

3

evolve

We will go from envisioning a better world to creating one. With a new vision of what we can be, Atlanta can then evolve. The city will define what good policing is at home and continue our tradition of being a model for the nation. In order to evolve, our strategy must be holistic.

Ideal State

If APD and Citizens can evolve police practices and implement "good policing" at home, Atlanta can inspire similar change for the world. Atlanta can become the inspiration for what is possible.

As a community institution, the APD has reshaped its role so Atlanta can flourish

APD has evolved twice already—there is an urgent need for a 3rd evolution

1940s
Population: 330,000

"Atlanta is a city too busy to hate."
William Hartsfield

1970s
Population: 1,760,000

"We stand, as a gateway to a new time, a new beginning for the cities of our land."
Maynard Jackson

2020s
Population: 6,000,000

"My vision for Atlanta is One Atlanta—a city with thriving neighborhoods, communities and businesses, and residents who are equipped for success."
Keisha Lance Bottoms

Atlanta Police Department role

The APD is more than a department of local government, it is an essential community institution. **Because the APD dared to integrate the force in 1948, to model unity in the face of opposition, the City survived and remade itself** in an era of unprecedented change.

The role of the APD has evolved as the City has needed—through population booms, economic waves; as contributors to bold visions for the City. **Because the APD committed to fight crime and promote safety, the City could think big and grow bigger**, into an international metropolis.

We now ask Officers to make another shift in the role they play as part of the community. **If the APD is willing to examine its role and serve with a renewed understanding of what the community needs from it, the Department can promote and maintain a shared peace for the City to flourish.**

Source: US Census Bureau "Metropolitan and Micropolitan Statistical Areas Totals" (2020)