

Sonoma County Community and Local Law Enforcement Task Force

Final Recommendations Report Volume 2 – Appendices A through D

**Presented to the Sonoma County Board of Supervisors
May 12, 2015**

Table of Contents

Appendix A – Task Force Charter	A-1
Appendix B – Subcommittee Report Attachments	B-1
1. Sonoma County Law Enforcement Chiefs’ Protocol	B1-1
2. President’s Task Force on 21 st Century Policing Interim Report	B2-1
3. 2014 Portrait of Sonoma County	B3-1
4. Sonoma County Workforce Diversity Report	B4-1
5. Moorland Healthy Neighborhood Plan	B5-1
6. EI Protector Program	B6-1
Appendix C – Summary of Presentations to Task Force and Subcommittees	C-1
Appendix D – Task Force Member Biographies	D-1

Appendix A – Task Force Charter

Community and Local Law Enforcement Task Force Charter

December 10, 2013

1. Background: The Need

Sonoma County recently experienced a tragedy in the shooting death of Andy Lopez by a Sonoma County deputy sheriff when he was seen carrying a BB gun designed as a replica assault rifle. An investigation process is underway currently, including potential federal investigation and civil legal proceedings on behalf of the Lopez family. However, Andy's death has generated a need for community healing efforts addressing a wide range of issues. This Task Force is being created to address four important issues necessary for this healing through the convening of 21 representative members of the community and ultimately making recommendations to the Board of Supervisors.

2. Task Force Charges (4):

First, the Task Force is charged with reviewing options for, and ultimately recommending within 60 days, a model for an independent citizen review body.

The options should include the range of composition and powers vested in similar bodies in other communities including, but not limited to, the current status quo in Sonoma County (Grand Jury), using the existing Grand Jury differently, and the four separate models noted below. The review should also look at legal constraints and best practices involved in constituting and using such bodies. Further, the Task Force is specifically directed to explore and develop definitions of transparency for any investigations or reviews to be conducted by the body.

The following four models should be reviewed with the purpose of developing better relationships, and creating credible citizen oversight and involvement with law enforcement agencies:

- Citizen Review Board,
- Police Review/Citizen Oversight Review Board,
- Police Review/Citizens Police Appeal Board,
- Independent Citizen Auditor

In addition, among the powers to be reviewed are the ability to conduct investigations and reviews of citizen deaths resulting from interaction or custody by law enforcement agencies, the ability to subpoena witnesses or citizens to testify to the review body, the ability to review and make recommendations with respect to law enforcement training, including lethal force and cultural diversity training and related protocols used by law enforcement, the ability to review and make recommendations with respect to psychological support given for officers, the ability to make recommendations with respect to communication and education about protocols and training used by law enforcement officers, the ability to make recommendations with respect to education of the community about their rights when interacting with law enforcement officers, and the ability to make recommendations with respect to overall militarization of local law enforcement agencies.

The goal for the first charge is to develop recommendations that can be adopted by all affected agencies in the county.

Second, the Task Force is charged with reviewing and recommending by April 30, 2014 options for community policing to be considered with the FY 14/15 budget process.

Specifically, the review should include definitions and best practices for community policing and measures of effectiveness used by other communities. Further the recommendations should take into account where such practices and programs would be most helpful in Sonoma County to rebuild trust and address disparities in law enforcement service delivery between communities. At a minimum, the review should look at practices associated with officers and communities getting to know one another, community input into interactions with law enforcement personnel, and various neighborhood educational programming.

Third, the Task Force is charged with reviewing and recommending by June 1, 2014 whether the Office of Coroner should be separately elected from the Office of Sheriff.

Fourth, the Task Force is charged with bringing to the Board of Supervisors any additional feedback from the community on these issues that merits County attention by the end of 2014 and discuss staff generated efforts on these issues.

The Task Force should have the opportunity to review and comment on the work products resulting from the efforts designated for County staff and collect additional feedback from the community on the issues discussed at the Community Healing session and work efforts generated by county staff, particularly Community Engagement, Legislation, Weapon Exchange Programs, training, and Community Resiliency Funding, related to the Andy Lopez tragedy over the course of the year and bring to the Board of Supervisors such feedback that merits County attention periodically and at a minimum at the end of the Task Force's tenure in December 2014.

Specifically this feedback should look at whether a sense of accountability to the community has been enhanced and whether there are any additional programs to address community trust and well being that should be recommended.

3. Approach to the work of the Task Force

The Task Force is directed to work with all the law enforcement jurisdictions in the County and is directed to be open to public input. The Task Force may develop sub-committees and other guidelines for the conduct of its business but is expected to comply with the Brown Act as an advisory body appointed by the Board of Supervisors.

Staff from the County Department of Health Services, the County Department of Human Services and the County Administrator will be dedicated to support the Task Force in its efforts and logistics needs. In addition, staff from County Counsel and a wide variety of other County departments will be called on to provide information or other forms of support for this effort.

Staff will take draft recommendations for each of the charges to appropriate advisory groups and commissions, including but not limited to: the Health Action Council, the

First 5 Commission, the Prevention Partnership, the Maternal, Child and Adolescent Health Advisory Board, the Advisory Board on Alcohol/other Drug Problems, the Mental Health Board, the Commission on AIDS, The Upstream Investments Policy Committee, the Police Chiefs' Association in Sonoma County, a local Law Enforcement Union Council (or equivalent), and the

Sheriff's Latino Advisory Committee. The Task Force shall incorporate input from these bodies into their final recommendations.

4. Task Force Composition

Task Force Members: (to be named when appointed)

The make-up of this task force is recommended to be 3 members to be appointed by each Board member, 3 recommended by the Sheriff, 2 appointed by the Mayor of the City of Santa Rosa, and 1 recommended for appointment by the District Attorney; to represent our diverse community demographically, geographically, and from all walks of life.

Ideal task force members will have the ability and commitment to listen and weigh information with an open mind, engage and fully participate in the development of recommendations, and bring professional skills and expertise and/or the ability to articulate a perspective from their experience which represents the diversity of our community.

The attached matrix provides a framework for assisting to ensure representation as a whole achieves the desired diversity and community inclusion.

5. Timing

December 2013—Task Force Appointed

January 2014 – Convene Kick Off Meeting

February 2014 – First set of recommendations due

April 30, 2014 – Second set of recommendations due

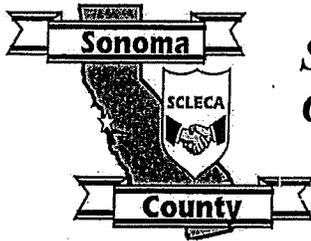
June 1, 2014—Third set of recommendations due

December 31, 2014 – Final set of recommendations due

Appendix B – Subcommittee Report Attachments

Attachments:

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|---|------|
| 1. Sonoma County Law Enforcement Chiefs' Protocol | B1-1 |
| 2. President's Task Force on 21 st Century Policing Interim Report | B2-1 |
| 3. 2014 Portrait of Sonoma County | B3-1 |
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SONOMA COUNTY LAW ENFORCEMENT CHIEFS' ASSOCIATION

PROTOCOL: 93-1
ADOPTED: 02/19/93
REVISED: 07/1996
11/1998
06/2004
02/2005
09/2005
04/2007
01/2009
09/2010

SUBJECT: LAW ENFORCEMENT EMPLOYEE-INVOLVED FATAL INCIDENT
PROTOCOL - (FORMERLY ENTITLED OFFICER INVOLVED CRITICAL
INCIDENT PROTOCOL)

PURPOSE: The purpose of this Protocol is to set forth procedures and guidelines used by Sonoma County law enforcement agencies in the criminal investigation of specifically defined incidents involving law enforcement employees.

I. DEFINITIONS

A. Actor:

1. A person whose action is a proximate cause of death, or serious bodily injury to another person or themselves; or
2. A person who intends an action to be the cause of serious bodily injury to a second party but the second party is actually injured or killed by another person.
3. An actor may be a law enforcement employee or may be a private citizen.

B. Administrative Investigation: The investigation conducted by the employer agency arising from a specific incident(s) that determines whether or not an employee has violated employer agency rules, regulations or conditions of employment.

- C. Criminal Investigation: The investigation conducted by personnel from member agencies which identifies facts that demonstrate whether or not violations of criminal law occurred in a specific incident.
- D. Employer Agency: The law enforcement agency from which the involved law enforcement employee is employed or affiliated. An employer agency may also be a venue agency in a specific incident.
- E. Fatal Injury: Death, or injury which is so severe that death is a likely result.
- F. Injured Person: Any person who sustains death or serious bodily injury as a result of an intentional or unintentional act of an actor in which force is used.
- G. Law Enforcement Employee:
1. Any sworn peace officer, whether on or off-duty, and whether or not acting within or outside the scope of employment.
 2. Any law enforcement civilian employee; on-duty, or off-duty who is acting within the scope of employment at the time of a specific incident.
 3. Any on-duty reserve peace officer; or any off-duty reserve peace officer who is acting within the scope of employment at the time of a specific incident.
 4. Any temporary law enforcement employee or any volunteer, whether paid or unpaid, who is on-duty or who is acting within the scope of employment at the time of a specific incident.
- H. Law Enforcement Employee Involved Fatal Incident: A specific incident occurring in Sonoma County involving one or more persons, in which a law enforcement employee is involved as an actor or injured person; when a fatal injury occurs. Examples of such specific incidents may include the following:
1. Intentional and unintentional shootings.
 2. Use of any dangerous or deadly weapons (e.g., firearms, knives, clubs, etc.).
 3. Assaults upon sworn peace officers; assaults upon other law enforcement employees who are on duty or acting within the scope of employment.
 4. Attempts by law enforcement employees, within the scope of employment, to make arrests or to otherwise gain physical control of a person.

5. Acts of physical violence in which a law enforcement employee is acting as a private citizen.
6. A law enforcement employee suicide.
7. Fatal injury while a person is in law enforcement custody which includes suicide and/or ingestion of toxic substances but excludes the death of a person who dies as the result of a diagnosed disease or physical condition for which the person was receiving physician's treatment prior to death. Fatal injury, while in the custodial facilities of the Sonoma County Sheriff's Office, will be investigated by the Sheriff's Office Violent Crimes Unit and the Sonoma County District Attorney's Office. The Sheriff's Office will be the lead agency. Depending upon the circumstances, the Sheriff's Office may request another law enforcement agency to be the lead agency or to assist in the investigation.
8. Fatal injury to a person who is a passenger of an on-duty law enforcement employee (e.g., ride-along, emergency transport, etc.).
9. Vehicular collisions with fatal injury including those involving a law enforcement pursuit, except the following:
 - a. Collisions involving off-duty, civilian law enforcement employees who are not at the time of the collision acting for an actual or apparent law enforcement purpose.
 - b. Single vehicle collisions, not involving a law-enforcement pursuit, in which the injury is sustained by a law enforcement employee who was the driver and sole occupant of a vehicle which was not involved in a collision with any other person or occupied vehicle.

I. Lead Agency

The investigative agency charged with overall responsibility for supervising, coordinating and conducting the criminal investigation of a Law Enforcement Employee-Involved Fatal Incident. The Petaluma Police Department, Santa Rosa Police Department, or the Sonoma County Sheriff's Office can be a lead agency. The California Highway Patrol can be the lead agency in vehicular collisions with fatal injury including those involving law enforcement pursuit. (See I. H. 9.) If extraordinary circumstances exist, the District Attorney's Office is not precluded from being the lead agency.

As a matter of routine, the employer agency will not directly participate in the criminal investigation. However, if no other agency is available to assume the lead agency role, the employer agency, with the consent of the venue agency, may elect to be the lead agency. Additionally, if the member agencies are unable to provide sufficient staffing for the criminal

investigation team, the employer agency can provide investigators to participate as members of the investigation team.

J. Member Agency

Any Sonoma County law enforcement agency which is a signatory to this Protocol.

K. Proximate Cause

A cause which, in a natural and continuous sequence, produces death or fatal injury, without which cause the death or fatal injury would not have occurred.

L. Venue Agency

The law enforcement agency, or agencies, within whose primary geographical jurisdiction a specific incident occurs.

II. INVOKING PROTOCOL PROVISIONS

A. Mandatory Invoking

Subject to section #I, sub-section I, paragraph two, above, when a Law Enforcement Employee-Involved Fatal Incident occurs, the criminal investigative provisions of this Protocol shall be immediately invoked by member agencies to ensure that the employer agency, or the venue agency if the necessary investigative resources are not available, does not lead or have overall responsibility for the criminal investigation.

B. Participation of Member Agencies

1. Member agencies shall participate and cooperate in Protocol provisions relevant to mandatory invoking. Should a member agency be unable to fulfill its responsibility in the mandatory invoking process due to lack of necessary personnel resources, or other articulable reason, such information shall be immediately relayed to the member agency requesting assistance.
2. In the event that the criminal investigative provisions of this Protocol are invoked, but necessary resources from member agencies are not sufficient to provide a lead agency to conduct the criminal investigation, or where an issue arises as to which agency should be the lead agency the department heads of the employer agency and venue agency should consult with the Sonoma County District Attorney to discuss how to best proceed under the given circumstances. A request for investigative support may then be made to other appropriate local, state, or federal criminal investigative agencies.

C. Notification of Agencies

1. When a Law Enforcement Employee-Involved Fatal Incident occurs and the criminal investigative provisions of the Protocol are invoked, the venue agency notifies the following agencies and/or persons as promptly as possible:
 - a. Intra-departmental staff as required by that agency's internal procedures.
 - b. The employer agency, if not the venue agency.
 - c. The Sonoma County District Attorney, Assistant District Attorney, or one of the Chief Deputy District Attorneys.
 - d. The requested lead agency.

III. INVESTIGATIVE PROVISIONS AND RESPONSIBILITIES

A. Criminal Investigation

1. **Intent**

The purpose of the criminal investigation is to establish the presence or absence of criminal liability on the part of those persons involved in the incident. The criminal investigation has investigative priority over an administrative investigation and begins immediately after the Law Enforcement Employee-Involved Fatal Incident occurred. The investigation follows the rules of law which apply to criminal proceedings and focuses upon objectively identifying and documenting all relevant information about the Law Enforcement Employee-Involved Fatal Incident.

2. **Participants**

The criminal investigation is conducted by supervisors, criminal investigators and evidence technicians from member agencies in accordance with section #I, sub-section I, above.

- a. A Deputy District Attorney is assigned to provide legal support to the criminal investigator.
- b. A District Attorney Investigator is assigned to assist the deputy district attorney and provide liaison with the Office of the District Attorney.
- c. The employer agency should assign staff personnel to liaison with the lead agency. The role of the liaison is to facilitate the investigation. The assigned liaison(s) shall not be involved in the questioning of witnesses, evidence gathering, or any aspect of the criminal investigation. The employer agency liaison responsibility can include coordinating the flow of

information between agencies and facilitating access to records information, personnel and facilities.

3. Venue Agency

The venue agency makes a determination at the time of a Law Enforcement Employee-Involved Fatal Incident as to which member agency will be requested to be the lead agency.

- a. The request for a member agency to be the lead agency, and the acceptance by that member agency to be the lead agency, is made by command staff, or an identified designee, of the respective member agencies.
- b. Within the provisions of section #I, sub-section I, above, the venue agency may also be the lead agency.
- c. When a Law Enforcement Employee-Involved Fatal Incident occurs in part in two or more jurisdictions, on the boundary of two jurisdictions or at a location where the boundary is not readily ascertainable or is in dispute; the venue agency is the member agency which has the predominant law enforcement involvement in the incident and/or the majority of acts related to the fatality occur in its jurisdiction.
- d. For criminal incidents occurring on the property of the State of California, Sonoma State University, Sonoma State University Police Services is the venue agency. For criminal incidents occurring on the property of the Santa Rosa Community College District, the Santa Rosa Community College Department of Public Safety is the venue agency.
- e. Law Enforcement Memorandum of Understandings between two agencies that transfer venue authority from one to the other shall be honored.
- f. For incidents involving vehicular collisions occurring in areas not within the primary jurisdiction of the CHP, the CHP may be requested to be the lead agency or provide investigative assistance to the lead agency.

4. Lead Agency

Pursuant to its responsibility to supervise, conduct and coordinate the criminal investigation, the lead agency does the following:

- a. Upon confirmation of a death, notifies the Coroner's Office and other member agencies as necessary.
- b. Assigns a supervisor to manage the overall criminal investigation and has a supervisor respond to the field incident within two hours of notification. The supervisor is of the rank

of a sergeant or above, has supervised a sworn investigative unit, and has attended the following training programs:

- (1) Officer Involved Shootings Investigation
- (2) Homicide Investigation
- (3) Internal Affairs Investigations

c. Assigns a minimum of two criminal investigators to investigate the case and has them respond to the field incident within two hours of notification. Additionally, all lead agency criminal investigators shall have a minimum of five years sworn experience and be, or have been, a specifically designated investigator. A lead case investigator is designated who shall have attended the following training programs:

- (1) Officer Involved Shooting Investigations
- (2) Homicide Investigations
- (3) Interview and Interrogation Techniques

d. Obtains the assistance of sworn criminal investigators from other member agencies as needed. All member agency investigators assigned to assist the lead agency have a minimum of five years sworn experience and are, or have been, specifically designated detectives. These investigators work with and under the direction of the lead agency supervisor during the course of the criminal investigation.

e. Assigns a trained evidence technician or crime scene investigator to collect, preserve, and process evidence. The technician/investigator is or has been employed as an evidence technician/crime scene investigator and has successfully completed an 80-hour field evidence training program.

f. Is responsible for documentation of the scene and for the collection, preservation and analysis of physical evidence. The lead agency may further request the assistance of experienced evidence collection personnel from other member agencies and/or the California Department of Justice when deemed necessary.

- (1) Lead agency investigators will give advance notice to the employer agency when the crime scene is expected to be released from criminal investigative processing. Administrative investigators may conduct independent crime scene processing activities once criminal investigators have completed their tasks.
- (2) Evidentiary items are maintained by the lead agency until such time as otherwise directed by the Office of the District Attorney, court order, statute, or mutual agreement between the lead and venue agency. These

items are made available for appropriate review in a timely manner to those member agencies with an identified interest in the investigation. The lead agency disposes of evidentiary items in accordance with law and shall notify other involved member agencies prior to final disposition of evidence or other property.

g. Is responsible for ensuring that all criminal investigators write full, complete and objective reports documenting their investigative activities. The lead agency also has the responsibility to collect relevant reports from other member agencies, maintain all documentation in accordance with statutory guidelines and submit all relevant documentation and information to the Office of the District Attorney upon completion of the criminal investigation. Initial reports will be sent, upon approval of the supervisor in charge of the investigation with the intent of doing so, within 90 days. Subsequent supplemental information will be submitted upon completion and approval.

h. Is responsible, unless otherwise agreed upon by the lead and employer agencies, for providing news media releases of information directly relevant to the criminal investigation for a period of a minimum of 72 hours following occurrence of the incident. Release of, or statements regarding criminal investigative information is only done by the lead agency until such time as otherwise agreed upon by involved member agencies. The lead agency does not comment upon the administrative or employer-employee issues that are the responsibility of the employer agency.

Refer to Section IV of this Protocol for further guidelines.

i. Is responsible for conducting a full briefing for District Attorney staff, employer agency staff and other relevant member agency staff having a "right to know." The briefing is conducted at a time when the criminal investigation is not yet submitted to the Office of the District Attorney for full review, but is at a stage of completion where involved member agencies provide critical analysis to ensure all investigative concerns have been satisfactorily addressed.

5. **Crime Scene Procedures and Security**

Emergency life saving measures have first priority in any incident and are attended to immediately by providing first aid and summoning medical support personnel when safe to do so.

a. When an injured person is transported to a hospital, an uninvolved law enforcement officer should accompany the person in order to:

- (1) Locate, preserve, safeguard, and maintain the chain of physical evidence.
- (2) Obtain information as permitted by law, including dying declarations.
- (3) Dependent on medical condition, maintain custody if the person has been arrested.
- (4) Provide information to medical personnel about the incident as relevant to treatment, and obtain information from medical personnel relevant to the investigation.
- (5) Identify relevant people, including witnesses and medical personnel.
- (6) Be available for contacts with the injured person's family, if appropriate.

b. Each involved law enforcement agency is responsible for securing and protecting crime scenes. The venue agency assumes responsibility that includes preservation of the integrity of the scene(s) and its contents, access, control, and the identification and sequestration of witnesses. The venue agency maintains these responsibilities unless and/or until it is relieved by the lead agency.

- (1) A secure perimeter is established ensuring that personal safety is protected and evidence is appropriately preserved.
- (2) Access to the crime scene is strictly limited to those law enforcement and other authorized officials who have a right or recognized lawful need to be there for a life saving or investigative purpose.
- (3) A written log is established as quickly as possible to identify persons entering/exiting the scene, their purpose for entry, and the times of entry/exit.
- (4) Evidentiary items are not removed from the scene without the approval of the criminal investigators or unless necessary for safety reasons or preservation of evidence.

c. If a weapon or instrument was used in the incident, the on-scene supervisor ensures that the weapon is protected and/or collected as follows:

- (1) If the scene is secure, loose weapons or instruments are left in place until collected and processed by investigators.

- (2) If the scene is not secure, the on-scene supervisor directs whether or not a weapon or instruments are left in place. If the weapon or instruments are moved for protection, in-place photographs are taken before movement, if possible, and the initial location of the item is marked.
- (3) If an involved officer has personal possession of a firearm discharged in the incident, the on-scene supervisor (uninvolved in the firearm's discharge) shall assign an uninvolved officer to guard the involved officer. The guarding officer shall have the responsibility of providing security for the involved officer. The guard shall make certain that the involved officer's weapon, gear, and person remain undisturbed for the purpose of evidence collection by a member of the criminal investigation team (this may include processing for trace evidence, i.e., swabs, particulate matter, etc.). Involved officers' weapons are to remain holstered (or if already unholstered, secured as found) and not to be handled by non-investigating members unless issues of officer safety exist. The above procedures may be adjusted if exigent circumstances exist (i.e., safety, weather, inability to secure scene, etc.). The firearm, ammunition and, if applicable, duty belt will be secured by a criminal investigation team member, adhering to chain of custody procedures. Secondary or back-up firearms in the possession of an involved officer will also be taken and secured as detailed above.
- (4) The on-scene supervisor shall make a full account of all firearms that were present when the incident occurred. The on-scene supervisor shall confirm that all firearms and personally possessed magazines that are believed to be uninvolved (not fired) are fully loaded. If any apparently uninvolved officer is in possession of a weapon(s) or magazines that are not fully loaded, the on-scene supervisor shall place a guard on this officer, in accordance with the manner stated in paragraph (3), above. All firearms that were present at the time of the occurrence shall be examined by a member of the criminal investigative team to determine if they have been fired. All firearms that were discharged shall be identified and collected. If the supervisor is an actor or injured person, the responsibility for security of weapons or instruments then rests with an uninvolved supervisor or senior uninvolved officer.

- d. Any other physical evidence at the scene which is at risk of contamination, destruction, or removal is observed, recorded and protected for collection. At risk evidence requiring immediate and special care includes gunshot residues on involved persons, blood stains, footprints, fingerprints, and volatile substance, etc.

6. **Interviewing Non-Law Enforcement Witnesses**

Sequestered witnesses, excluding witnesses who are taken into custody or lawful detention, shall not be unnecessarily deprived of any freedom of movement. All reasonable efforts should be made to gain and retain their patience and cooperation.

7. **Interviewing Law Enforcement Employees**

Law enforcement employees are protected by the same constitutional provisions, as are all citizens. As Law Enforcement Employee-Involved Fatal Incident Protocol investigations are criminal investigations, criminal case law provisions (Miranda, et al) are followed whenever lawfully required.

- a. Law enforcement employees are treated as witnesses or victims unless factual circumstances dictate they be treated otherwise.
- b. Law enforcement employees may consult with a representative prior to interview and have the representative present during the interview.
 - (1) The contents of private conversations between the representative and the law enforcement employee may not be privileged absent statutory authority, i.e., doctor, attorney, psychotherapist, etc.
 - (2) The representative is allowed to privately consult about the facts of the incident with only one law enforcement employee at a time.
 - (3) The lead agency investigator(s) may wish to conduct a walk-through of the crime scene with the actor(s). When deciding whether or not to conduct a walk-through, the lead agency investigator(s) should consider the emotional state of the actor(s), the possible contamination of the crime scene and the timeliness of the walk-through. The actor(s) shall not be compelled to participate in the walk-through.
- c. California Government Code Section 3300 et seq (Public Safety Officers Procedural Bill of Rights) does not apply to:
 - (1) A law enforcement employee who is not a peace officer; or

- (2) A law enforcement employee being interviewed by someone other than their employer; or
 - (3) A law enforcement employee being interviewed for a criminal investigation that is solely and directly concerned with alleged criminal activities.
- d. The criminal investigators are not accompanied by staff from the employer agency during interviews with employer agency employees.
- e. To ensure proof of voluntary statements in a non-custodial interview, the criminal investigators should advise the interviewee that:
 - (1) The interviewee is not in custody and is free to leave at any time.
 - (2) The interviewee is not obligated to answer any questions asked by the investigators.
 - (i) In the event the interviewee elects to refuse to provide a voluntary statement, all questioning shall cease. However, if there is a public safety emergency, further questions may be compelled of the interviewee.
- f. Law enforcement employees present at the scene when the incident occurs, whether as actors or witnesses, are relieved of their duties as soon as is safe and practical. First priority for relief is for an actor(s), who is then driven to the police station or other secure location by a supervisor or designated uninvolved law enforcement officer. Other involved employees drive or are transported to their own station or other agreed upon secure location. Sworn personnel not involved in the incident are assigned to accompany the involved employees.
- g. Evidence collection needs regarding involved employees are accomplished prior to the employee engaging in any activity that may destroy evidence.
- h. An uninvolved sequestering officer remains with the involved employees until the involved employees can be interviewed. The sequestering officer ensures the involved employees are appropriately situated, and the integrity of each employee's later statements to investigators are not tainted by group or outside discussion. The sequestering officer is not present during confidential (privileged) conversations between the employee and designated representative. The sequestering officer has an affirmative obligation to report information relevant to the criminal investigation to the lead agency.

- i. All interviews are conducted separately and are tape recorded.

8. Intoxicant Testing

- a. The rules of criminal law apply to intoxicant testing in a Law Enforcement Employee-Involved Fatal Incident investigation. As standard procedure, all actors are requested to voluntarily submit to a blood test to determine if intoxicants are present.
- b. If an actor elects not to voluntarily submit to intoxicant testing and when investigators determine that an actor's state of potential impairment is relevant to the investigation, the following options are available when lawfully permissible:
 - (1) Obtain the test sample incidental to valid arrest; or,
 - (2) Obtain a search warrant.

9. Autopsy

- a. Prior to any post-mortem examination, the autopsy pathologist receives a briefing on all relevant case information from investigators representing the lead agency.
- b. At least one investigator from the lead agency and one from the Office of the District Attorney attend the autopsy.

10. Office of the District Attorney

- a. The Office of the District Attorney has the following responsibilities in the investigative process:
 - (1) Participate with the lead agency in conducting the investigation.
 - (2) Provide advice and direction to the investigators on relevant criminal law issues.
 - (3) Upon completion of the investigation, analyze the facts of the incident in light of relevant statutes to determine whether or not violations of criminal law are believed to have occurred.
Prepare a written District Attorney's summary, within ninety (90) days of receiving the completed investigation, which states whether or not any violations of the criminal law occurred in the incident.
 - (4) As deemed appropriate, prosecute those persons believed to have violated criminal law.
 - (5) Provide the Deputy District Attorney's summary of the incident and recommendation to the Foreperson on the Sonoma County Grand Jury.

(6) Upon request, present investigative information to the Sonoma County Grand Jury for their consideration and review.

b. The Office of the District Attorney has investigative authority independent of that of other member agencies. When deemed appropriate by the District Attorney, the Office of the District Attorney may perform an independent investigation separate from the lead agency.

11. Report Writing and Dissemination of Reports

- a. Law enforcement employees who witnessed or were involved in the occurrence (or who have specific information related to the occurrence) shall not write a report in most instances. Instead these individuals shall be interviewed by a member(s) of the criminal investigative team. Law enforcement employees who are involved in conducting the criminal investigation shall prepare a report that fully documents their investigation. Law enforcement employees who are not a part of the criminal investigation team, but who assist in the furtherance of the investigation (i.e., scene security, transportation of witnesses, etc.) shall document their involvement in a report. All original reports shall be forwarded to the lead agency's supervising investigator for review and approval. Once approved, the reports shall be retained by the lead agency as part of the cumulative investigative report. A copy of any approved report may be retained by the employing agency of the report writer, if desired. The immediate supervisor of the criminal investigation is authorized to request a written report from any law enforcement employee, including management, if it is deemed to be in the best interest of the criminal investigation.
- b. It is the responsibility of each involved agency to direct the necessary writing of reports by their employees. Reports should be written and distributed to the lead agency within 72 hours of actions taken or investigated.
- c. The lead agency has the ultimate responsibility to ensure that reports are collected from other agencies.
- d. Upon completion of the Criminal Investigation, the Lead Agency shall provide copies of the entire case to the District Attorney's Office, the Federal Bureau of Investigation and the Employer Agency. Once the District Attorney has completed their review and issued a finding, the Lead Agency will provide a complete copy to the Sonoma County Grand Jury. In the event that additional case work is performed after submission of the case to the above parties, it shall be the

responsibility of the Lead Agency to provide subsequent reports or investigation documentation to the above entities.

B. ADMINISTRATIVE INVESTIGATION

1. Intent

An administrative investigation is an investigation conducted by the employer agency for the purposes of:

- a. Determining whether or not an employee violated rules, regulations or conditions of employment of the employer agency.
- b. Determining the adequacy of employer agency policies, procedures, training, equipment, personnel and supervision. Nothing in this Protocol prohibits the employer agency from compelling a statement during the course of an administrative investigation. Prior to taking a compelled statement, every effort shall be made to consult with the District Attorney to ensure the criminal investigation is not compromised.

2. Responsibility

Whether or not an administrative investigation is conducted is the concern and responsibility solely of the employer agency.

- a. The criminal investigation conducted by the lead agency is always given investigative priority over an administrative investigation. It is intended that this prioritization will minimize conflict between the two investigations and it will prevent the criminal investigation from being compromised by an untimely exercise of employer agency administrative action.

3. Disclosure

Interview statements, physical evidence, toxicology test results and investigative leads which are obtained by administrative investigators when ordering law enforcement employees to cooperate shall not be revealed to criminal investigators unless clear legal authority exists and then only when directed by the District Attorney. Results of the administrative investigation may or may not be privileged from disclosure to others, depending upon applicable law.

4. Investigator

The employer agency may assign an administrative investigator to conduct independent administrative investigative activities.

- a. An administrative investigator has access privilege to briefings, crime scenes, physical evidence and interviewees' statements in the criminal investigation. The administrative

investigator does not accompany the criminal investigator during interviews.

5. **Intoxicant Testing**

- a. Intoxicant test results obtained in the criminal investigation are available for use in an administrative investigation.
- b. In the event the criminal investigation does not obtain samples for intoxicant testing or the employer agency wishes its own independent samples, the employer agency may seek samples following the criminal investigator's intoxicant testing actions by:
 - (1) Obtaining valid consent from the employee; or,
 - (2) When lawfully permissible, ordering the employee to provide samples based upon an employment relationship.

IV. **RELEASE OF INFORMATION TO THE NEWS MEDIA**

A. **General Information**

1. The community's interest to know what occurred in a Law Enforcement Employee-Involved Fatal Incident must be balanced with investigative responsibilities and the rights of involved individuals. In all cases, the information released to the public and manner in which it is released by member agencies is in accordance with legal mandate.
 - a. Member agencies ensure that intentionally misleading, erroneous, or false statements are not made.
 - b. Only those individuals with appropriate knowledge and member agency approval should make public statements regarding an incident.
 - c. Member agencies communicate directly with each other to ensure information releases and community statements do not jeopardize the integrity of the criminal investigation.

B. **Lead Agency**

1. Unless otherwise agreed upon by the lead and employer agencies, the lead agency is responsible for providing news media releases of information directly relevant to the criminal investigation.
2. Release of criminal investigative information, including public statements about the investigation, is only done under the guidance and/or approval of the lead agency until such time as otherwise agreed upon by involved member agencies.
3. The lead agency does not comment upon the employer-employee issues that are the responsibility of the employer agency.

C. Employer Agency

1. The employer agency is responsible for providing news media release of information directly relevant to the employer-employee relationship, including the status of any administrative investigation.
2. The employer agency may prepare the initial press release involving the incident. The press release will be confined to the following areas:
 - a. The initial statement about what occurred.
 - b. An employee of the employer agency was involved.
 - c. The Sonoma County Law Enforcement Employee-Involved Fatal Incident Protocol has been invoked.
 - d. The identification of the lead and participating agencies.
 - e. The employment status of the involved employee(s).
3. The employer agency should coordinate the release of any employer-employee information so that it does not conflict with criminal investigative concerns.
4. The employer agency may make statements or issue press releases regarding the criminal investigation when approved by the lead agency as long as it does not conflict with a criminal investigation or concern.

D. Office Of The District Attorney

1. The Office of the District Attorney is responsible for providing news media release of information directly relevant to the District Attorney's statutory authority. News media releases regarding investigative findings and any subsequent prosecution based upon the criminal investigation are the responsibility of the Office of the District Attorney.

V. REPORTING IN-CUSTODY DEATH

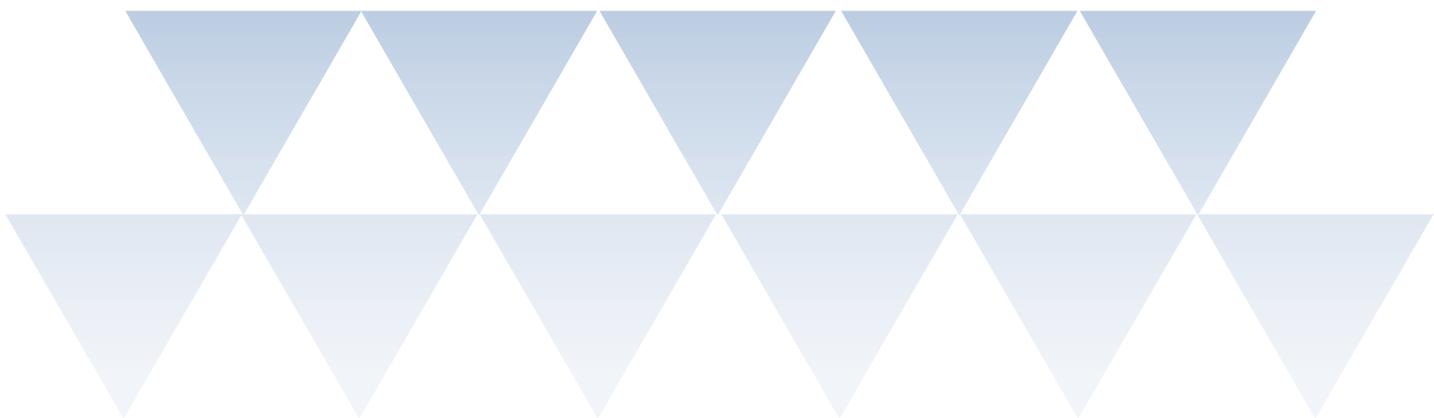
Pursuit to Government Code Section 12525, each law enforcement agency in which a person dies while in their custody, shall report, in writing to the Attorney General, within 10 days after the death, all facts concerning the death. Deaths occurring in the Sonoma County Jail shall be reported to the Attorney General by the Sonoma County Detention Division per policy entitled "Emergencies – Inmate Death."



INTERIM REPORT OF

THE PRESIDENT'S TASK FORCE ON
21ST CENTURY POLICING

MARCH 2015



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Contents

From the Co-Chairs.....	v
Members of the Task Force.....	vii
Task Force Staff	ix
Acknowledgments.....	xi
Introduction.....	1
Pillar One: Building Trust & Legitimacy	7
Pillar Two: Policy & Oversight	19
Pillar Three: Technology & Social Media.....	31
Pillar Four: Community Policing & Crime Reduction.....	41
Pillar Five: Training & Education.....	51
Pillar Six: Officer Wellness & Safety	61
Implementation.....	71
Appendix A. Public Listening Sessions & Witnesses.....	73
Appendix B. Individuals & Organizations That Submitted Written Testimony	79
Appendix C. Executive Order 13684 of December 18, 2014.....	83
Appendix D. Task Force Members’ Biographies.....	85
Appendix E. Recommendations and Actions	89

From the Co-Chairs

We wish to thank President Barack Obama for giving us the honor and privilege of leading the Task Force on 21st Century Policing. The task force was created to strengthen community policing and trust among law enforcement officers and the communities they serve, especially in light of recent events around the country that have underscored the need for and importance of lasting collaborative relationships between local police and the public. We found engaging with law enforcement officials, technical advisors, youth and community leaders, and nongovernmental organizations through a transparent public process to be both enlightening and rewarding, and we again thank him for this honor.

Given the urgency of these issues, the President gave the task force an initial 90 days to identify best practices and offer recommendations on how policing practices can promote effective crime reduction while building public trust. In this short period, the task force conducted seven public listening sessions across the country and received testimony and recommendations from a wide range of community and faith leaders, law enforcement officers, academics, and others to ensure these recommendations would be informed by a diverse range of voices. Such a remarkable achievement could not have been accomplished without the tremendous assistance provided by the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office), led by Director Ronald L. Davis, who also served as the executive director of the task force. We thank Director Davis for his leadership, as well as his chief of staff, Melanca Clark, and the COPS Office team that supported the operation and administration of the task force.

We also wish to extend our appreciation to the COPS Office's extremely capable logistical and technical assistance provider, Strategic Applications International (SAI), led by James and Colleen Cople. In addition to logistical support, SAI digested the voluminous information received from testifying witnesses and the public in record time and helped facilitate the task force's deliberations on recommendations for the President. We are also grateful for the thoughtful assistance of Darrel Stephens and Stephen Rickman, our technical advisors.

Most important, we would especially like to thank the hundreds of community members, law enforcement officers and executives, associations and stakeholders, researchers and academics, and civic leaders nationwide who stepped forward to support the efforts of the task force and to lend their experience and expertise during the development of the recommendations contained in this report. The passion and commitment shared by all to building strong relationships between law enforcement and communities became a continual source of inspiration and encouragement to the task force.

The dedication of our fellow task force members and their commitment to the process of arriving at consensus around these recommendations is also worth acknowledging. The task force members brought diverse perspectives to the table and were able to come together to engage in meaningful dialogue on emotionally charged issues in a respectful and effective manner. We believe the type of constructive dialogue we have engaged in should serve as example of the type of dialogue that must occur in communities throughout the nation.

While much work remains to be done to address many longstanding issues and challenges—not only within the field of law enforcement but also within the broader criminal justice system—this experience has demonstrated to us that Americans are, by nature, problem solvers. It is our hope that the recommendations included here will meaningfully contribute to our nation’s efforts to increase trust between law enforcement and the communities they protect and serve.

Charles H. Ramsey
Co-Chair

Laurie O. Robinson
Co-Chair

Members of the Task Force

Co-Chairs

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¹ SAI provided technical and logistical support through a cooperative agreement with the COPS Office.

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Introduction

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.

In light of the recent events that have exposed rifts in the relationships between local police and the communities they protect and serve, on December 18, 2014, President Barack Obama signed an Executive Order establishing the Task Force on 21st Century Policing.

In establishing the task force, the President spoke of the distrust that exists between too many police departments and too many communities—the sense that in a country where our basic principle is equality under the law, too many individuals, particularly young people of color, do not feel as if they are being treated fairly.

“When any part of the American family does not feel like it is being treated fairly, that’s a problem for all of us,” said the President. “It’s not just a problem for some. It’s not just a problem for a particular community or a particular demographic. It means that we are not as strong as a country as we can be. And when applied to the criminal justice system, it means we’re not as effective in fighting crime as we could be.”

These remarks underpin the philosophical foundation for the Task Force on 21st Century Policing: to build trust between citizens and their peace officers so that all components of a community are treating one another fairly and justly and are invested in maintaining public safety in an atmosphere of mutual respect. Decades of research and practice tell us that the public cares as much about how police interact with them as they care about the outcomes that legal actions produce. People are more likely to obey the law when they believe those who are enforcing it have the right—the legitimate authority—to tell them what to do.² Building trust and legitimacy, therefore, is not just a policing issue. It involves all components of the criminal justice system and is inextricably bound to bedrock issues affecting the community such as poverty, education, and public health.

The mission of the task force was to examine how to foster strong, collaborative relationships between local law enforcement and the communities they protect and to make recommendations to the President on how policing practices can promote effective crime reduction while building public trust. The president selected members of the task force based on their ability to contribute to its mission because of their relevant perspective, experience, or subject matter expertise in policing, law enforcement and community relations, civil rights, and civil liberties.

² T.R. Tyler, *Why People Obey the Law* (New Haven, CT: Yale University Press, 1990); M.S. Frazer, *The Impact of the Community Court Model on Defendant Perceptions of Fairness: A Case Study at the Red Hook Community Justice Center* (New York: Center for Court Innovation, 2006).

The task force was given 90 days to conduct hearings, review the research, and make recommendations to the President, so its focus was sharp and necessarily limited. It concentrated on defining the cross-cutting issues affecting police-community interactions, questioning the contemporary relevance and truth about long-held assumptions about the nature and methods of policing, and identifying the areas where research is needed to highlight examples of evidence-based policing practices compatible with present realities.

To fulfill this mission, the task force convened seven listening sessions to hear testimony—including recommendations for action—from government officials; law enforcement officers; academic experts; technical advisors; leaders from established nongovernmental organizations, including grass-roots movements; and any other members of the public who wished to comment. The listening sessions were held in Washington, D.C., January 13; Cincinnati, Ohio, January 30–31; Phoenix, Arizona, February 13–14; and again in Washington, D.C., February 23–24. Other forms of outreach included a number of White House listening sessions to engage other constituencies, such as people with disabilities, the LGBTQ community, and members of the armed forces, as well as careful study of scholarly articles, research reports, and written contributions from informed experts in various fields relevant to the task force’s mission.

Each of the seven public listening sessions addressed a specific aspect of policing and police-community relations, although cross-cutting issues and concerns made their appearance at every session. At the first session, **Building Trust and Legitimacy**, the topic of procedural justice was discussed as a foundational necessity in building public trust. Subject matter experts also testified as to the meaning of “community policing” in its historical and contemporary contexts, defining the difference between implicit bias and racial discrimination—two concepts at the heart of perceived difficulties between police and the people. Witnesses from community organizations stressed the need for more police involvement in community affairs as an essential component of their crime fighting duties. Police officers gave the beat cop’s perspective on protecting people who do not respect their authority, and three big-city mayors told of endemic budgetary obstacles to addressing policing challenges.

The session on **Policy and Oversight** again brought witnesses from diverse police forces—both chiefs and union representatives—from law and academia and from established civil rights organizations and grass-root groups. They discussed use of force from the point of view of both research and policy and internal and external oversight; explained how they prepare for and handle mass demonstrations; and pondered culture and diversity in law enforcement. Witnesses filled the third session, on **Technology and Social Media**, with testimony on the use of body-worn cameras and other technologies from the angles of research and legal considerations, as well as the intricacies of implementing new technologies in the face of privacy issues. They discussed the ever-expanding ubiquity of social media and its power to work both for and against policing practice and public safety.

The **Community Policing and Crime Reduction** Listening Session considered current research on the effectiveness of community policing on bringing down crime, as well as building up public trust. Task force members heard detailed descriptions of the methods chiefs in cities of varying sizes used to

implement effective community policing in their jurisdictions over a number of years. They also heard from a panel of young people about their encounters with the criminal justice system and the lasting effects of positive interactions with police through structured programs as well as individual relationships. The fifth listening session considered **Training and Education** in law enforcement over an officer's entire career—from recruitment through basic training to in-service training—and the support, education, and training of supervisors, leaders, and managers. Finally, the panel on **Officer Safety and Wellness** considered the spectrum of mental and physical health issues faced by police officers, from the day-to-day stress of the job, its likely effect on an officer's physical health, and the need for mental health screening, to traffic accidents, burnout, suicide, and how better to manage these issues to determine the length of an officer's career.

A Listening Session on the **Future of Community Policing** concluded the task force's public sessions and was followed by the deliberations leading to the recommendations that follow on ways to research, improve, support, and implement policies and procedures for effective policing in the 21st century.

Many excellent and specific suggestions emerged from these listening sessions on all facets of policing in the 21st century, but many questions arose as well. Paramount among them was how to bring unity of purpose and consensus on best practices to a nation with 18,000 separate law enforcement agencies and a strong history of a preference for local control of local issues. It became very clear that it is time for a comprehensive and multifaceted examination of all the interrelated parts of the criminal justice system and a focused investigation into how poverty, lack of education, mental health, and other social conditions cause or intersect with criminal behavior. We propose two overarching recommendations that will seek the answers to these questions.

0.1 OVERARCHING RECOMMENDATION: The President should support and provide funding for the creation of a National Crime and Justice Task Force to review and evaluate all components of the criminal justice system for the purpose of making recommendations to the country on comprehensive criminal justice reform.

Several witnesses at the task force's listening sessions pointed to the fact that police represent the "face" of the criminal justice system to the public. Yet police are obviously not responsible for laws or incarceration policies that many citizens find unfair. This misassociation leads us to call for a broader examination of such issues as drug policy, sentencing and incarceration, which are beyond the scope of a review of police practices.

This is not a new idea.

In the 1967 President's Commission on Law Enforcement and Administration of Justice report, *The Challenge of Crime in a Free Society*, one of the major findings stated, "Officials of the criminal justice

system . . . must re-examine what they do. They must be honest about the system’s shortcomings with the public and with themselves.”³

The need to establish a formal structure to take a continuous look at criminal justice reform in the context of broad societal issues has never faded from public consciousness. When former Senator Jim Webb (D-VA) introduced legislation to create the National Criminal Justice Commission in 2009, a number of very diverse organizations, from the Major Cities Chiefs Association, the Fraternal Order of Police, the National Sheriffs Association, and the National District Attorneys Association to Human Rights Watch, the American Civil Liberties Union, and the National Association for the Advancement of Colored People all supported it. This legislation would have authorized a national criminal justice commission to conduct a comprehensive review of the criminal justice system by a bipartisan panel of stakeholders, policymakers, and experts that would make thoughtful, evidence-based recommendations for reform. The bill received strong bipartisan support and passed the House but never received a final vote.

More recently, a number of witnesses raised the idea of a national commission at the task force’s listening sessions—notably Richard Beary, president of the International Association of Chiefs of Police (IACP), who said,

For over 20 years, the IACP has called for the creation of a National Commission on Criminal Justice to develop across-the-board improvements to the criminal justice system in order to address current challenges and to increase the efficiency and effectiveness of the entire criminal justice community. A deep dive into community-police relations is only one part of this puzzle. We must explore other aspects of the criminal justice system that need to be revamped and further contribute to today’s challenges.⁴

And Jeremy Travis, president of John Jay College of Criminal Justice, added, in the final listening session,

You said it is time to look at the criminal justice system, and actually I would broaden the scope. We have this question of how to reintegrate into our society those who have caused harms It is not just the system but these big, democratic, societal questions that go to government functions and how we deal with conflict as well.⁵

³ The President’s Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society* (Washington, DC: U.S. Government Printing Office, 1967), 15, <https://www.ncjrs.gov/pdffiles1/nij/42.pdf>.

⁴ Listening Session on Building Trust and Legitimacy (oral testimony of Richard Beary, president, IACP, for the President’s Task Force on 21st Century Policing, Washington, DC, January 13–14, 2015).

⁵ Listening Session on the Future of Community Policing (oral testimony of Jeremy Travis, president, John Jay College of Criminal Justice, for the President’s Task Force on 21st Century Policing, Washington, DC, January 24, 2015).

0.2 OVERARCHING RECOMMENDATION: The President should promote programs that take a comprehensive and inclusive look at community based initiatives that address the core issues of poverty, education, health, and safety.

As is evident from many of the recommendations in this report, the justice system alone cannot solve many of the underlying conditions that give rise to crime. It will be through partnerships across sectors and at every level of government that we will find the effective and legitimate long-term solutions to ensuring public safety.

Pillar One: Building Trust & Legitimacy

Building trust and nurturing legitimacy on both sides of the police/citizen divide is not only the first pillar of this task force's report but also the foundational principle underlying this inquiry into the nature of relations between law enforcement and the communities they serve. For the last two decades, policing has become more effective, better equipped, and better organized to tackle crime. Despite this, Gallup polls show the public's confidence in police work has remained flat, and among some populations of color, confidence has declined.⁶ This decline is in addition to the fact that nonwhites have always had less confidence in law enforcement than whites, likely because "the poor and people of color have felt the greatest impact of mass incarceration," such that for "too many poor citizens and people of color, arrest and imprisonment have become an inevitable and seemingly unavoidable part of the American experience."⁷ Decades of research and practice support the premise that people are more likely to obey the law when they believe that those who are enforcing it have the legitimate authority to tell them what to do. But the public confers legitimacy only on those whom they believe are acting in procedurally just ways.

Procedurally just behavior is based on four central principles:

1. Treating people with dignity and respect
2. Giving individuals 'voice' during encounters
3. Being neutral and transparent in decision making
4. Conveying trustworthy motives⁸

Research demonstrates that these principles lead to relationships in which the community trusts that officers are honest, unbiased, benevolent, and lawful. The community therefore feels obligated to follow the law and the dictates of legal authorities and is more willing to cooperate with and engage those authorities because it believes that it shares a common set of interests and values with the police.⁹

⁶ Justin McCarthy, "Nonwhites Less Likely to Feel Police Protect and Serve Them," *Gallup: Politics*, November 17, 2014, <http://www.gallup.com/poll/179468/nonwhites-less-likely-feel-police-protect-serve.aspx>.

⁷ Bryan Stevenson, "Confronting Mass Imprisonment and Restoring Fairness to Collateral Review of Criminal Cases," *Harvard Civil Rights-Civil Liberties Law Review* 41 (Summer 2006): 339–367.

⁸ Lorraine Mazerolle, Sarah Bennett, Jacqueline Davis, Elise Sargeant, and Matthew Manning, "Legitimacy in Policing: A Systematic Review," *The Campbell Collection Library of Systematic Reviews* 9 (Oslo, Norway: The Campbell Collaboration, 2013).

⁹ Tom Tyler, Jonathon Jackson, and Ben Bradford, "Procedural Justice and Cooperation," in *Encyclopedia of Criminology and Criminal Justice*, eds. Gerben Bruinsma and David Weisburd (New York: Springer, 2014), 4011–4024.

There are both internal and external aspects to procedural justice in policing agencies. Internal procedural justice refers to practices within an agency and the relationships officers have with their colleagues and leaders. Research on internal procedural justice tells us that officers who feel respected by their supervisors and peers are more likely to accept departmental policies, understand decisions, and comply with them voluntarily.¹⁰ It follows that officers who feel respected by their organizations are more likely to bring this respect into their interactions with the people they serve.

External procedural justice focuses on the ways officers and other legal authorities interact with the public and how the characteristics of those interactions shape the public's trust of the police. It is important to understand that a key component of external procedural justice—the practice of fair and impartial policing—is built on understanding and acknowledging human biases,¹¹ both explicit and implicit.

All human beings have biases or prejudices as a result of their experiences, and these biases influence how they might react when dealing with unfamiliar people or situations. An explicit bias is a conscious bias about certain populations based upon race, gender, socioeconomic status, sexual orientation, or other attributes.¹² Common sense shows that explicit bias is incredibly damaging to police-community relations, and there is a growing body of research evidence that shows that implicit bias—the biases people are not even aware they have—is harmful as well.

Witness Jennifer Eberhardt said,

Bias is not limited to so-called “bad people.” And it certainly is not limited to police officers. The problem is a widespread one that arises from history, from culture, and from racial inequalities that still pervade our society and are especially salient in the context of criminal justice.¹³

To achieve legitimacy, mitigating implicit bias should be a part of training at all levels of a law enforcement organization to increase awareness and ensure respectful encounters both inside the organization and with communities.

¹⁰ Nicole Haas et al., “Explaining Officer Compliance: The Importance of Procedural Justice and Trust inside a Police Organization,” *Criminology and Criminal Justice* (January 2015), doi: 10.1177/1748895814566288; COPS Office, “Comprehensive Law Enforcement Review: Procedural Justice and Legitimacy,” accessed February 28, 2015, <http://www.cops.usdoj.gov/pdf/taskforce/Procedural-Justice-and-Legitimacy-LE-Review-Summary.pdf>.

¹¹ Lorie Fridell, “This is Not Your Grandparents’ Prejudice: The Implications of the Modern Science of Bias for Police Training,” *Translational Criminology* (Fall 2013):10–11.

¹² Susan Fiske, “Are We Born Racist?” *Greater Good* (Summer 2008):14–17.

¹³ Listening Session on Building Trust and Legitimacy (oral testimony of Jennifer Eberhardt for the President’s Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

The first witnesses at the task force sessions on Pillar One also directly addressed the need for a change in the culture in which police do their work: the use of disrespectful language and the implicit biases that lead officers to rely upon race in the context of stop and frisk. They addressed the need for police officers to find how much they have in common with the people they serve—not the lines of authority they may perceive to separate them—and to continue with enduring programs proven successful over many years.

Several speakers stressed the continuing need for civilian oversight and urged more research into proving ways it can be most effective. And many spoke to the complicated issue of diversity in recruiting, especially Sherrilyn Ifill, who said of youth in poor communities,

By the time you are 17, you have been stopped and frisked a dozen times. That does not make that 17-year-old want to become a police officer The challenge is to transform the idea of policing in communities among young people into something they see as honorable. They have to see people at local events, as the person who lives across the street, not someone who comes in and knows nothing about my community.¹⁴

The task force’s specific recommendations that follow offer practical ways agencies can act to promote legitimacy.

1.1 RECOMMENDATION: Law enforcement culture should embrace a guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs’ departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens they serve.

How officers define their role will set the tone for the community. As Plato wrote, “In a republic that honors the core of democracy—the greatest amount of power is given to those called Guardians. Only those with the most impeccable character are chosen to bear the responsibility of protecting the democracy.”

Law enforcement cannot build community trust if it is seen as an occupying force coming in from outside to rule and control the community.

¹⁴ Listening Session on Building Trust and Legitimacy (oral testimony of Sherrilyn Ifill, president and director-counsel, NAACP Legal Defense and Educational Fund, Inc., for the President’s Task Force on 21st Century Policing, Washington, DC, January 13, 2015); “Statement by the NAACP Legal Defense and Educational Fund, Inc.” (written testimony submitted for listening session at Washington, DC, January 13, 2015).

As task force member Susan Rahr wrote

In 2012, we began asking the question, “Why are we training police officers like soldiers?” Although police officers wear uniforms and carry weapons, the similarity ends there. The missions and rules of engagement are completely different. The soldier’s mission is that of a warrior: to conquer. The rules of engagement are decided before the battle. The police officer’s mission is that of a guardian: to protect. The rules of engagement evolve as the incident unfolds. Soldiers must follow orders. Police officers must make independent decisions. Soldiers come into communities as an outside, occupying force. Guardians are members of the community, protecting from within.¹⁵

There’s an old saying, “Organizational culture eats policy for lunch.” Any law enforcement organization can make great rules and policies that emphasize the guardian role, but if policies conflict with the existing culture, they will not be institutionalized and behavior will not change. In police work, the vast majority of an officer’s work is done independently, outside the immediate oversight of a supervisor. But consistent enforcement of rules that conflict with a military-style culture, where obedience to the chain of command is the norm, is nearly impossible. Behavior is more likely to conform to culture than rules.

The culture of policing is also important to the proper exercise of officer discretion and use of authority, as task force member Tracey Meares has written.¹⁶ The values and ethics of the agency will guide officers in their decision-making process; they cannot just rely on rules and policy to act in encounters with the public. Good policing is more than just complying with the law. Sometimes actions are perfectly permitted by policy, but that does not always mean an officer should take those actions. Adopting procedural justice as the guiding principle for internal and external policies and practices can be the underpinning of a change in culture and should contribute to building trust and confidence in the community.

1.2 RECOMMENDATION: Law enforcement agencies should acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust.

At one listening session, a panel of police chiefs described what they had been doing in recent years to recognize and own the history and to change the culture within both the police forces and the communities.

¹⁵ Sue Rahr, “Transforming the Culture of Policing from Warriors to Guardians in Washington State,” *International Association of Directors of Law Enforcement Standards and Training Newsletter* 25, no. 4 (2014): 3–4.

¹⁶ Tracey L. Meares, “Rightful Policing,” *New Perspectives in Policing Bulletin* (Washington, DC: National Institute of Justice, 2015), NCJ 248411.

Baltimore Police Commissioner Anthony Batts described the process in his city:

The process started with the commissioning of a study to evaluate the police department and the community’s views of the agency The review uncovered broken policies, outdated procedures, outmoded technology, and operating norms that put officers at odds with the community they are meant to serve. It was clear that dramatic and dynamic change was needed.¹⁷

Ultimately, the Baltimore police created the Professional Standards and Accountability Bureau, tasked with rooting out corruption, holding officers accountable, and implementing national best practices for polices and training. New department heads were appointed and a use of force review structure based on the Las Vegas model was implemented. “These were critical infrastructure changes centered on the need to improve the internal systems that would build accountability and transparency, inside and outside the organization,” noted Commissioner Batts.¹⁸

1.2.1 ACTION ITEM: The U.S. Department of Justice should develop and disseminate case studies that provide examples where past injustices were publically acknowledged by law enforcement agencies in a manner to help build community trust.

1.3 RECOMMENDATION: Law enforcement agencies should establish a culture of transparency and accountability in order to build public trust and legitimacy. This will help ensure decision making is understood and in accord with stated policy.

1.3.1 ACTION ITEM: To embrace a culture of transparency, law enforcement agencies should make all department policies available for public review and regularly post on the department’s website information about stops, summonses, arrests, reported crime, and other law enforcement data aggregated by demographics.

1.3.2 ACTION ITEM: When serious incidents occur, including those involving alleged police misconduct, agencies should communicate with citizens and the media swiftly, openly, and neutrally, respecting areas where the law requires confidentiality.

One way to promote neutrality is to ensure that agencies and their members do not release background information on involved parties. While a great deal of information is often publicly available, this information should not be proactively distributed by law enforcement.

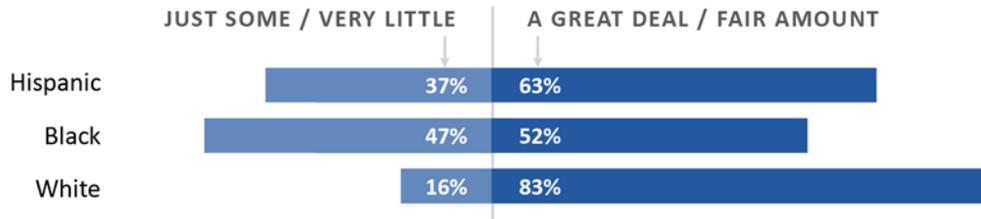
¹⁷ Listening Session on Community Policing and Crime Reduction: Building Community Policing Organizations (oral testimony of Anthony Batts, commissioner, Baltimore Police Department, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

¹⁸ Ibid.

Figure 1. Community members' confidence in their police officers

How much confidence do you have in police officers in your community...

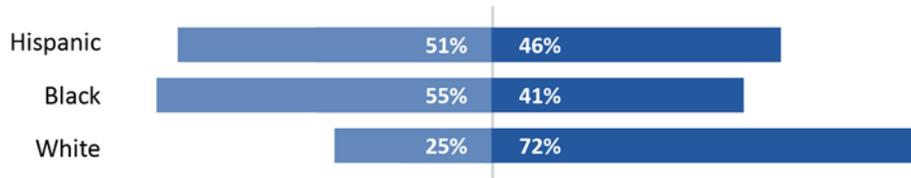
...to do a good job of enforcing the law?



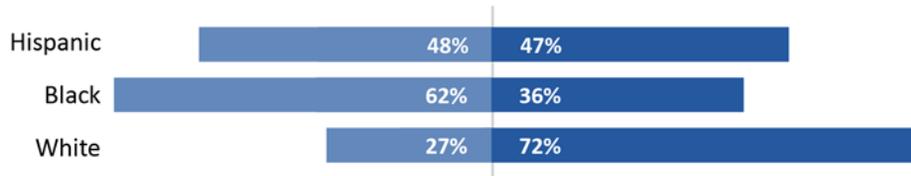
...to not use excessive force on suspects?



...to treat Hispanics and Whites equally?



...to treat Blacks and Whites equally?



Note: Survey conducted August 20–24, 2014. Voluntary responses of “None” and “Don’t know/Refused” not shown. Blacks and Whites include only non-Hispanics. Hispanics are of any race.

Source: Jens Manuel Krogstad, “Latino Confidence in Local Police Lower than among Whites,” Pew Research Center, August 28, 2014, <http://www.pewresearch.org/fact-tank/2014/08/28/latino-confidence-in-local-police-lower-than-among-whites/>.

1.4 RECOMMENDATION: Law enforcement agencies should promote legitimacy internally within the organization by applying the principles of procedural justice.

Organizational culture created through employee interaction with management can be linked to officers' interaction with citizens. When an agency creates an environment that promotes internal procedural justice, it encourages its officers to demonstrate external procedural justice. And just as employees are more likely to take direction from management when they believe management's authority is legitimate, citizens are more likely to cooperate with the police when they believe the officers' authority is legitimate.

Internal procedural justice begins with the clear articulation of organizational core values and the transparent creation and fair application of an organization's policies, protocols, and decision-making processes. If the workforce is *actively* involved in policy development, they are more likely to use these same principles of external procedural justice in their interactions with the community. Even though the approach to implementing procedural justice is "top down," the method should include all employees to best reach a shared vision and mission. Research shows that agencies should also use tools that encourage employee and supervisor collaboration and foster strong relationships between supervisors and employees. A more effective agency will result from a real partnership between the chief and the staff and a shared approach to public safety.¹⁹

1.4.1 ACTION ITEM: In order to achieve internal legitimacy, law enforcement agencies should involve employees in the process of developing policies and procedures.

For example, internal department surveys should ask officers what they think of policing strategies in terms of enhancing or hurting their ability to connect with the public. Sometimes the leadership is out of step with their rank and file, and a survey like this can be a diagnostic tool, a benchmark against which leadership can measure its effectiveness and ability to create a work environment where officers feel safe to discuss their feelings about certain aspects of the job.

1.4.2 ACTION ITEM: Law enforcement agency leadership should examine opportunities to incorporate procedural justice into the internal discipline process, placing additional importance on values adherence rather than adherence to rules. Union leadership should be partners in this process.

1.5 RECOMMENDATION: Law enforcement agencies should proactively promote public trust by initiating positive nonenforcement activities to engage communities that typically have high rates of investigative and enforcement involvement with government agencies.

In communities that have high numbers of interactions with authorities for a variety of reasons, police should actively create opportunities for interactions that are positive and not related to investigation

¹⁹ Tim Richardson (senior legislative liaison, Fraternal Order of Police), in discussion with Ajima Olaghere (research assistant, COPS Office, Washington, DC), October 2014.

or enforcement action. Witness Laura Murphy, for example, pointed out how when law enforcement targets people of color for the isolated actions of a few, it tags an entire community as lawless when in actuality 95 percent are law-abiding.²⁰ This becomes a self-reinforcing concept. Another witness, Carmen Perez, provided an example of police engaging with citizens in another way:

In the community [where] I grew up in southern California, Oxnard, we had the Police Athletic League. A lot of officers in our communities would volunteer and coach at the police activities league. That became our alternative from violence, from gangs and things like that. That allows for police officers to really build and provide a space to build trusting relationships. No longer was that such and such over there but it was Coach Flores or Coach Brown.²¹

In recent years, agencies across the county have begun to institutionalize community trust building endeavors. They have done this through programs such as Coffee with a Cop (and Sweet Tea with the Chief), Cops and Clergy, Citizens on Patrol Mobile, Students Talking It Over with Police, and The West Side Story Project. Joint community and law dialogues and truth telling, as well as community and law enforcement training in procedural justice and bias, are also occurring nationally. Some agencies are even using training, dialogues, and workshops to take steps towards racial reconciliation.

Agencies engaging in these efforts to build relationships often experience beneficial results. Communities are often more willing to assist law enforcement when agencies need help during investigations. And when critical incidents occur, those agencies already have key allies who can help with information messaging and mitigating challenges.

1.5.1 ACTION ITEM: In order to achieve external legitimacy, law enforcement agencies should involve the community in the process of developing and evaluating policies and procedures.

1.5.2 ACTION ITEM: Law enforcement agencies should institute residency incentive programs such as Resident Officer Programs.

Resident Officer Programs are arrangements where law enforcement officers are provided housing in public housing neighborhoods as long as they fulfill public safety duties within the neighborhood that have been agreed to between the housing authority and the law enforcement agency.

1.5.3 ACTION ITEM: Law enforcement agencies should create opportunities in schools and communities for positive, nonenforcement interactions with police. Agencies should also publicize the beneficial outcomes and images of positive, trust-building partnerships and initiatives.

²⁰ Listening Session on Building Trust and Legitimacy (oral testimony of Laura Murphy to the President’s Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

²¹ Listening Session on Building Trust and Legitimacy—Community Representatives: Building Community Policing Organizations (oral testimony of Carmen Perez, executive director, The Gathering for Justice, for the President’s Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

For example, Michael Reynolds, a member of the Youth and Law Enforcement panel at the Listening Session on Community Policing and Crime Reduction, told the moving story of a police officer who saw him shivering on the street when he was six years old, took him to a store, and bought him a coat. Despite many negative encounters with police since then, the decency and kindness of that officer continue to favorably impact Mr. Reynolds' feelings towards the police.²²

1.5.4 ACTION ITEM: Use of physical control equipment and techniques against vulnerable populations—including children, elderly persons, pregnant women, people with physical and mental disabilities, limited English proficiency, and others—can undermine public trust and should be used as a last resort. Law enforcement agencies should carefully consider and review their policies towards these populations and adopt policies if none are in place.

1.6 RECOMMENDATION: Law enforcement agencies should consider the potential damage to public trust when implementing crime fighting strategies.

Crime reduction is not self-justifying. Overly aggressive law enforcement strategies can potentially harm communities and do lasting damage to public trust, as numerous witnesses over multiple listening sessions observed.

1.6.1 ACTION ITEM: Research conducted to evaluate the effectiveness of crime fighting strategies should specifically look at the potential for collateral damage of any given strategy on community trust and legitimacy.

1.7 RECOMMENDATION: Law enforcement agencies should track the level of trust in police by their communities just as they measure changes in crime. Annual community surveys, ideally standardized across jurisdictions and with accepted sampling protocols, can measure how policing in that community affects public trust.

Trust in institutions can only be achieved if the public can verify what they are being told about a product or service, who is responsible for the quality of the product or service, and what will be done to correct any problems. To operate effectively, law enforcement agencies must maintain public trust by having a transparent, credible system of accountability.

Agencies should partner with local universities to conduct surveys by ZIP code, for example, to measure the effectiveness of specific policing strategies, assess any negative impact they have on a community's view of police, and gain the community's input.

²² Listening Session on Community Policing and Crime Reduction: Youth and Law Enforcement (oral testimony of Michael Reynolds, co-president, Youth Power Movement, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

1.7.1 ACTION ITEM: The Federal Government should develop survey tools and instructions for use of such a model to prevent local departments from incurring the expense and to allow for consistency across jurisdictions.

A model such as the National Institute of Justice-funded National Police Research Platform could be developed and deployed to conduct such surveys. This platform seeks to advance the science and practice of policing in the United States by introducing a new system of measurement and feedback that captures organizational excellence both inside and outside the walls of the agency. The platform is managed by a team of leading police scholars from seven universities supported by the operational expertise of a respected national advisory board.

1.8 RECOMMENDATION: Law enforcement agencies should strive to create a workforce that contains a broad range of diversity including race, gender, language, life experience, and cultural background to improve understanding and effectiveness in dealing with all communities.

Many agencies have long appreciated the critical importance of hiring officers who reflect the communities they serve and also have a high level of procedural justice competency. Achieving diversity in entry level recruiting is important, but achieving systematic and comprehensive diversification throughout each segment of the department is the ultimate goal. 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 build greater trust and legitimacy with all segments of the population.

A critical factor in managing bias is seeking candidates who are likely to police in an unbiased manner.²³ Since people are less likely to have biases against groups with which they have had positive experiences, police departments should seek candidates who have had positive interactions with people of various cultures and backgrounds.²⁴

1.8.1 ACTION ITEM: The Federal Government should create a Law Enforcement Diversity Initiative designed to help communities diversify law enforcement departments to reflect the demographics of the community.

1.8.2 ACTION ITEM: The department overseeing this initiative should help localities learn best practices for recruitment, training, and outreach to improve the diversity as well as the cultural and linguistic responsiveness of law enforcement agencies.

National and local affinity police organizations could be formally included in this effort. This program should also evaluate and assess diversity among law enforcement agencies around the country and issue public reports on national trends.

²³ Lorie Fridell, "Racially Biased Policing: The Law Enforcement Response to the Implicit Black-Crime Association," in *Racial Divide: Racial and Ethnic Bias in the Criminal Justice System*, eds. Michael J. Lynch, E. Britt Patterson, and Kristina K. Childs (Monsey, NY: Criminal Justice Press, 2008), 51.

²⁴ *Ibid.*, 51–52.

1.8.3 ACTION ITEM: Successful law enforcement agencies should be highlighted and celebrated and those with less diversity should be offered technical assistance to facilitate change.

Law enforcement agencies must be continuously creative with recruitment efforts and employ the public, business, and civic communities to help.

1.8.4 ACTION ITEM: Discretionary federal funding for law enforcement programs could be influenced by that department's efforts to improve their diversity and cultural and linguistic responsiveness.

1.8.5 ACTION ITEM: Law enforcement agencies should be encouraged to explore more flexible staffing models.

As is common in the nursing profession, offering flexible schedules can help officers achieve better work-life balance that attracts and encourages retention, particularly for officers with sole responsibility for the care of family members.

1.9 RECOMMENDATION: Law enforcement agencies should build relationships based on trust with immigrant communities. This is central to overall public safety.

Immigrants often fear approaching police officers when they are victims of and witnesses to crimes and when local police are entangled with federal immigration enforcement. At all levels of government, it is important that laws, policies, and practices do not hinder the ability of local law enforcement to build the strong relationships necessary to public safety and community well-being. It is the view of this task force that whenever possible, state and local law enforcement should not be involved in immigration enforcement.

1.9.1 ACTION ITEM: Decouple federal immigration enforcement from routine local policing for civil enforcement and nonserious crime.

The U.S. Department of Homeland Security should terminate the use of the state and local criminal justice system, including through detention, notification and transfer requests, to enforce civil immigration laws against civil and nonserious criminal offenders.²⁵

In 2011, the Major Cities Chiefs Association recommended nine points to Congress and the President on this issue, noting that "immigration is a federal policy issue between the United States government and other countries, not local or state entities and other countries. Any immigration enforcement laws or practices should be nationally based, consistent, and federally funded."²⁶

²⁵ Listening Session on Building Trust and Legitimacy: Civil Rights/Civil Liberties (oral testimony of Maria Teresa Kumar, president and CEO, Voto Latino, for the President's Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

²⁶ "Major Cities Chiefs Association Immigration Position October 2011," accessed February 26, 2015, http://majorcitieschiefs.com/pdf/news/immigration_position112811.pdf.

1.9.2 ACTION ITEM: Law enforcement agencies should ensure reasonable and equitable language access for all persons who have encounters with police or who enter the criminal justice system.²⁷

1.9.3 ACTION ITEM: The U.S. Department of Justice should remove civil immigration information from the FBI's National Crime Information Center database.²⁸

²⁷ Listening Session on Building Trust and Legitimacy (written testimony of Nicholas Turner, president and director, Vera Institute of Justice, for the President's Task Force on 21st Century Policing, Washington, DC, January 13, 2015).

²⁸ Listening Session on Community Policing and Crime Reduction (written testimony of Javier Valdes, executive director, Make the Road New York, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13–14, 2015).

Pillar Two: Policy & Oversight

The issues addressed in Pillar One of this report, building trust and legitimacy between law enforcement agencies and the communities they serve, underlie all questions of law enforcement policy and community oversight. If police are to carry out their responsibilities according to established policies, these policies must be reflective of community values and not lead to practices that result in disparate impacts on various segments of the community. They also need to be clearly articulated to the community and implemented transparently so police will have credibility with residents and the people can have faith that their guardians are always acting in their best interests.

Paramount among the policies of law enforcement organizations are those controlling use of force. Not only should there be policies for deadly and nondeadly uses of force but a clearly stated “sanctity of life” philosophy must also be in the forefront of every officer’s mind. This way of thinking should be accompanied by rigorous practical ongoing training in an atmosphere of nonjudgmental and safe sharing of views with fellow officers about how they behaved in use of force situations. At one listening session, Geoffrey Alpert described Officer-Created Jeopardy Training, in which officers who had been in situations where mistakes were made or force was used came to explain their decision making to other officers. Some explained what they did right and how potentially violent situations were resolved without violence. Other officers told what they did wrong, why they made mistakes, what information was missing or misinterpreted, and how they could have improved their behavior and response to suspects.²⁹

Data collection, supervision, and accountability are also part of a comprehensive systemic approach to keeping everyone safe and protecting the rights of all involved during police encounters. Members of the Division of Policing of the American Society of Criminology recently wrote, “While the United States presently employs a broad array of social and economic indicators in order to gauge the overall ‘health’ of the nation, it has a much more limited set of indicators concerning the behavior of the police and the quality of law enforcement.”³⁰

That body noted that Section 210402 of the Violent Crime Control and Law Enforcement Act of 1994 requires the U.S. Attorney General to “acquire data about the use of excessive force by law enforcement officers” and to “publish an annual summary of the data acquired under this section.”³¹ But the U.S. Department of Justice (DOJ) has never been allocated the funds necessary to undertake the serious and sustained program of research and development to fulfill this mandate. Expanded

²⁹ Listening Session on Policy and Oversight: Use of Force Research and Policies (oral testimony of Geoffrey Alpert, professor, University of South Carolina, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

³⁰ “Recommendations to the President’s Task Force on 21st Century Policing,” Listening Session on Training and Education (written testimony of Anthony Braga et al., Ad Hoc Committee to the President’s Task Force on 21st Century Policing, Division of Policing, American Society of Criminology, February 13–14, 2015).

³¹ Ibid.

research and data collection are also necessary to knowing what works and what does not work, which policing practices are effective and which ones have unintended consequences. Greater acceptance of the Federal Bureau of Investigation's (FBI) National Incident-Based Reporting System could also benefit policing practice and research endeavors.

Mass demonstrations, for example, are occasions where evidence-based practices successfully applied can make the difference between a peaceful demonstration and a riot. Citizens have a Constitutional right to freedom of expression, including the right to peacefully demonstrate. There are strong examples of proactive and positive communication and engagement strategies that can protect constitutional rights of demonstrators and the safety of citizens and the police.³²

2.1 RECOMMENDATION: Law enforcement agencies should collaborate with community members to develop policies and strategies in communities and neighborhoods disproportionately affected by crime for deploying resources that aim to reduce crime by improving relationships, greater community engagement, and cooperation.

The development of a service model process that focuses on the root causes of crime should include the community members themselves because what works in one neighborhood might not be equally successful in every other one. Larger departments could commit resources and personnel to areas of high poverty, limited services, and at-risk or vulnerable populations through creating priority units with specialized training and added status and pay. Chief Charlie Beck of the Los Angeles Police Department (LAPD) described the LAPD's Community Safety Partnership, in which officers engage the community and build trust where it is needed most, in the public housing projects in Watts. The department has assigned 45 officers to serve for five years at three housing projects in Watts and at an additional housing project in East Los Angeles. Through a partnership with the Advancement Project and the Housing Authority of the City of Los Angeles, the program involves officers going into the housing developments with the intent *not* to make arrests but to create partnerships, create relationships, hear the community, and see what they need—and then work together to make those things happen.³³

2.1.1 ACTION ITEM: The Federal Government should incentivize this collaboration through a variety of programs that focus on public health, education, mental health, and other programs not traditionally part of the criminal justice system.

³² Listening Session on Policy and Oversight: Mass Demonstrations (oral testimony of Garry McCarthy, chief of police, Chicago Police Department, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015); Listening Session on Policy and Oversight: Mass Demonstrations (oral testimony of Rodney Monroe, chief of police, Charlotte-Mecklenberg [NC] Police Department, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

³³ Listening Session on Policy and Oversight: Civilian Oversight (oral testimony of Charlie Beck, chief, Los Angeles Police Department, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

2.2 RECOMMENDATION: Law enforcement agencies should have comprehensive policies on the use of force that include training, investigations, prosecutions, data collection, and information sharing. These policies must be clear, concise, and openly available for public inspection.

2.2.1 ACTION ITEM: Law enforcement agency policies for training on use of force should emphasize de-escalation and alternatives to arrest or summons in situations where appropriate.

As Chuck Wexler noted in his testimony,

In traditional police culture, officers are taught never to back down from a confrontation, but instead to run *toward* the dangerous situation that everyone else is running away from. However, sometimes the best tactic for dealing with a minor confrontation is to step back, call for assistance, de-escalate, and perhaps plan a different enforcement action that can be taken more safely later.³⁴

Policies should also include, at a minimum, annual training that includes shoot/don't shoot scenarios and the use of less than lethal technologies.

2.2.2 ACTION ITEM: These policies should also mandate external and independent criminal investigations in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

One way this can be accomplished is by the creation of multi-agency force investigation task forces comprising state and local investigators. Other ways to structure this investigative process include referring to neighboring jurisdictions or to the next higher levels of government (many smaller departments may already have state agencies handle investigations), but in order to restore and maintain trust, this independence is crucial.

In written testimony to the task force, James Palmer of the Wisconsin Professional Police Association offered an example in that state's statutes requiring that agency written policies "require an investigation that is conducted by at least two investigators . . . neither of whom is employed by a law enforcement agency that employs a law enforcement officer involved in the officer-involved death."³⁵ Furthermore, in order to establish and maintain internal legitimacy and procedural justice, these investigations should be performed by law enforcement agencies with adequate training, knowledge, and experience investigating police use of force.

³⁴ Listening Session on Policy and Oversight: Use of Force Investigations and Oversight (oral testimony of Chuck Wexler, executive director, Police Executive Research Forum, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

³⁵ Listening Session on Policy and Oversight (written testimony of James Palmer, executive director, Wisconsin Professional Police Association, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30–31, 2015).

2.2.3 ACTION ITEM: The task force encourages policies that mandate the use of external and independent prosecutors in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

Strong systems and policies that encourage use of an independent prosecutor for reviewing police uses of force and for prosecution in cases of inappropriate deadly force and in-custody death will demonstrate the transparency to the public that can lead to mutual trust between community and law enforcement.

2.2.4 ACTION ITEM: Policies on use of force should also require agencies to collect, maintain, and report data to the Federal Government on all officer-involved shootings, whether fatal or nonfatal, as well as any in-custody death.

In-custody deaths are not only deaths in a prison or jail but also deaths that occur in the process of an arrest. The Bureau of Justice Statistics (BJS) implemented the Arrest Related Deaths data collection in 2003 as part of requirements set forth in the Deaths in Custody Reporting Act of 2000 and reenacted in 2014, but this is a voluntary reporting program. Access to this data is important to gain a national picture of police use of force as well as to incentivize the systematic and transparent collection and analysis of use of force incident data at the local level. The reported data should include information on the circumstances of the use of force, as well as the race, gender, and age of the decedents. Data should be reported to the U.S. Department of Justice through the FBI's Uniform Crime Reporting System or an expansion of collections managed by the BJS.

2.2.5 ACTION ITEM: Policies on use of force should clearly state what types of information will be released, when, and in what situation, to maintain transparency.

This should also include procedures on the release of a summary statement regarding the circumstances of the incident by the department as soon as possible and within 24 hours. The intent of this directive should be to share as much information as possible without compromising the integrity of the investigation or anyone's rights.

2.2.6 ACTION ITEM: Law enforcement agencies should establish a Serious Incident Review Board comprising sworn staff and community members to review cases involving officer involved shootings and other serious incidents that have the potential to damage community trust or confidence in the agency. The purpose of this board should be to identify any administrative, supervisory, training, tactical, or policy issues that need to be addressed.

2.3 RECOMMENDATION: Law enforcement agencies are encouraged to implement nonpunitive peer review of critical incidents separate from criminal and administrative investigations.

These reviews, sometimes known as "near miss" or "sentinel event" reviews, focus on the improvement of practices and policy. Such reviews already exist in medicine, aviation, and other industries. According to the National Institute of Justice (NIJ), a sentinel event in criminal justice would

include wrongful convictions but also “near miss” acquittals and dismissals of cases that at earlier points seemed solid; cold cases that stayed cold too long; wrongful releases of dangerous or factually guilty criminals or of vulnerable arrestees with mental disabilities; and failures to prevent domestic violence within at-risk families.

Sentinel events can include episodes that are within policy but disastrous in terms of community relations, whether or not everyone agrees that the event should be classified as an error. In fact, anything that stakeholders agree can cause widespread or viral attention could be considered a sentinel event.³⁶

What distinguishes sentinel event reviews from other kinds of internal investigations of apparent errors is that they are nonadversarial. As task force member Sean Smoot has written,

For sentinel event reviews to be effective and practical, they must be cooperative efforts that afford the types of protections provided in the medical context, where state and federal laws protect the privacy of participants and prevent the disclosure of information to anyone outside of the sentinel event review Unless the sentinel event process is honest and trustworthy, with adequate legal protections—including use immunity, privacy, confidentiality, and nondisclosure, for example—police officers, who have the very best information about how things really work and what really happened, will not be motivated to fully participate. The sentinel event review approach will have a better chance of success if departments can abandon the process of adversarial/punitive-based discipline, adopting instead “education-based” disciplinary procedures and policies.³⁷

2.4 RECOMMENDATION: Law enforcement agencies are encouraged to adopt identification procedures that implement scientifically supported practices that eliminate or minimize presenter bias or influence.

A recent study by the National Academy of Sciences, *Identifying the Culprit: Assessing Eyewitness Identification*, studied the important role played by eyewitnesses in criminal cases, noting that research on factors affecting the accuracy of eyewitness identification procedures has given an increasingly clear picture of how identifications are made and, more important, an improved understanding of the limits on vision and memory that can lead to failure of identification.³⁸ Many factors, including external conditions and the witness’s emotional state and biases, influence what a

³⁶ James M. Doyle, “Learning from Error in the Criminal Justice System: Sentinel Event Reviews,” *Mending Justice: Sentinel Event Reviews* (Special Report from the National Institute of Justice, September 2014): 3–20.

³⁷ Sean Smoot, “Punishment-Based vs. Education-Based Discipline: A Surmountable Challenge?” in *Mending Justice: Sentinel Event Reviews* (Special Report from the National Institute of Justice, September 2014): 48–50.

³⁸ Samuel R. Gross et al., “Rate of False Conviction of Criminal Defendants who are Sentenced to Death,” *Proceedings of the National Academy of Sciences of the United States of America* 111, no. 20 (2014): 7230–7235. <http://www.pnas.org/content/111/20/7230.full.pdf+html>.

witness sees or thinks she sees. Memories can be forgotten, reconstructed, updated, and distorted. Meanwhile, policies governing law enforcement procedures for conducting and recording identifications are not standard, and policies and practices to address the issue of misidentification vary widely.

2.5 RECOMMENDATION: All federal, state, local, and tribal law enforcement agencies should report and make available to the public census data regarding the composition of their departments including race, gender, age, and other relevant demographic data.

While the BJS collects information on many aspects of police activities, there is no single data collection instrument that yields the information requested in this recommendation. Demographic data should be collected and made available to the public so communities can assess the diversity of their departments and do so in a national context. This data will also be important to better understand the impact of diversity on the functioning of departments. Malik Aziz, National Chair of the National Black Police Association (NBPA), reminded the task force that the NBPA not only urges all departments to meet the demographics of the community in which they serve by maintaining a plan of action to recruit and retain police officers of color but also has called for the DOJ to collect the annual demographic statistics from the 18,000 police agencies across the nation. “It is not enough to mandate diversity,” he stated, “but it becomes necessary to diversify command ranks in departments that have historically failed to develop and/or promote qualified and credentialed officers to executive and command ranks.”³⁹

2.5.1 ACTION ITEM: The Bureau of Justice Statistics should add additional demographic questions to the Law Enforcement Management and Administrative Statistics (LEMAS) survey in order to meet the intent of this recommendation.

2.6 RECOMMENDATION: Law enforcement agencies should be encouraged to collect, maintain, and analyze demographic data on all detentions (stops, frisks, searches, summons, and arrests). This data should be disaggregated by school and non-school contacts.

The BJS periodically conducts the Police-Public Contact Survey, a supplement to the National Crime Victimization Survey. The most recent survey, released in 2013, asked a nationally representative sample of U.S. residents age 16 or older about experiences with police during the prior 12 months.⁴⁰ But these surveys do not reflect what is happening every day at the local level when police interact with members of the communities they serve. More research and tools along the lines of Lorie Fridell’s

³⁹ Listening Session on Policy and Oversight: Law Enforcement Culture and Diversity (oral testimony of Malik Aziz, chairman, National Black Police Association, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

⁴⁰ Lynn Langton and Matthew Durose, *Police Behavior during Traffic and Street Stops, 2011*, Special Report (Washington, DC: Office of Justice Programs Bureau of Justice Statistics, 2013), NCJ 242937; Matthew Durose and Lynn Langton, *Requests for Police Assistance, 2011*, Special Report (Washington, DC: Office of Justice Programs Bureau of Justice Statistics, 2013), NCJ 242938.

2004 publication, *By the Numbers: A Guide for Analyzing Race Data From Vehicle Stops*—to help local agencies collect and analyze their data, understand the importance of context to the analysis and reporting process, and establish benchmarks resulting from their findings—would improve understanding and lead to evidence-based policies.

2.6.1 ACTION ITEM: The Federal Government could further incentivize universities and other organizations to partner with police departments to collect data and develop knowledge about analysis and benchmarks as well as to develop tools and templates that help departments manage data collection and analysis.

2.7 RECOMMENDATION: Law enforcement agencies should create policies and procedures for policing mass demonstrations that employ a continuum of managed tactical resources that are designed to minimize the appearance of a military operation and avoid using provocative tactics and equipment that undermine civilian trust.

Policies should emphasize protection of the First Amendment rights of demonstrators and effective ways of communicating with them. Superintendent Garry McCarthy of the Chicago Police Department detailed his police force training and operations in advance of the 2012 NATO Summit at the height of the “Occupy” movement. The department was determined not to turn what it knew would be a mass demonstration into a riot. Police officers refreshed “perishable” skills, such as engaging in respectful conversations with demonstrators, avoiding confrontation, and using “extraction techniques” not only on the minority of demonstrators who were behaving unlawfully (throwing rocks, etc.) but also on officers who were becoming visibly upset and at risk of losing their composure and professional demeanor.⁴¹

2.7.1. ACTION ITEM: Law enforcement agency policies should address procedures for implementing a layered response to mass demonstrations that prioritize de-escalation and a guardian mindset.

These policies could include plans to minimize confrontation by using “soft look” uniforms, having officers remove riot gear as soon as practical, and maintaining open postures. “When officers line up in a military formation while wearing full protective gear, their visual appearance may have a dramatic influence on how the crowd perceives them and how the event ends.”⁴²

2.7.2 ACTION ITEM: The Federal Government should create a mechanism for investigating complaints and issuing sanctions regarding the inappropriate use of equipment and tactics during mass demonstrations.

⁴¹ Listening Session on Policy and Oversight (oral testimony of Garry McCarthy, Chicago Police Department, to the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

⁴² Listening Session on Policy and Oversight (written testimony of Edward MacGuire, American University, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

There has been substantial media attention in recent months surrounding the police use of military equipment at events where members of the public are exercising their First Amendment rights. This has led to the creation of the President's Interagency Law Enforcement Equipment Working Group.

This group has been tasked by the Executive Order of January 16, 2015 with a number of issues, including ensuring that law enforcement agencies adopt organizational and operational practices and standards that prevent the misuse or abuse of controlled equipment and ensuring compliance with civil rights requirements resulting from receipt of federal financial assistance.

2.8 RECOMMENDATION: Some form of civilian oversight of law enforcement is important in order to strengthen trust with the community. Every community should define the appropriate form and structure of civilian oversight to meet the needs of that community.

Many, but not all, state and local agencies operate with the oversight or input of civilian police boards or commissions. Part of the process of assessing the need and desire for new or additional civilian oversight should include input from and collaboration with police employees because the people to be overseen should be part of the process that will oversee them. This guarantees that the principles of internal procedural justice are in place to benefit both the police and the community they serve.

We must examine civilian oversight in the communities where it operates and determine which models are successful in promoting police and community understanding. There are important arguments for having civilian oversight even though we lack strong research evidence that it works. Therefore we urge action on further research, based on the guiding principle of procedural justice, to find evidence-based practices to implement successful civilian oversight mechanisms.

As noted by witness Brian Buchner at the Policy and Oversight Listening Session on January 30,

Citizen review is not an advocate for the community or for the police. This impartiality allows oversight to bring stakeholders together to work collaboratively and proactively to help make policing more effective and responsive to the community. Civilian oversight alone is not sufficient to gain legitimacy; without it, however, it is difficult, if not impossible, for the police to maintain the public's trust.⁴³

2.8.1 ACTION ITEM: The U.S. Department of Justice, through its research arm, the National Institute of Justice (NIJ), should expand its research agenda to include civilian oversight.

NIJ recently announced its research priorities in policing for FY 2015, which include such topics as police use of force, body-worn cameras, and procedural justice. While proposals related to research on police oversight might fit into several of these topical areas, police oversight is not highlighted by NIJ in

⁴³ Listening Session on Policy and Oversight (oral testimony of Brian Buchner, president, National Association for Civilian Oversight of Law Enforcement, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

any of them. NIJ should specifically invite research into civilian oversight and its impact on and relationship to policing in one or more of these areas.

2.8.2 ACTION ITEM: The U.S. Department of Justice’s Office of Community Oriented Policing Services (COPS Office) should provide technical assistance and collect best practices from existing civilian oversight efforts and be prepared to help cities create this structure, potentially with some matching grants and funding.

2.9 RECOMMENDATION: Law enforcement agencies and municipalities should refrain from practices requiring officers to issue a predetermined number of tickets, citations, arrests, or summonses, or to initiate investigative contacts with citizens for reasons not directly related to improving public safety, such as generating revenue.

Productivity expectations can be effective performance management tools. But testimony from Laura Murphy, Director of the Washington Legislative Office of the American Civil Liberties Union, identifies some of the negative effects of these practices:

One only needs to paint a quick picture of the state of policing to understand the dire need for reform. First, there are local and federal incentives that instigate arrests. At the local level, cities across the country generate much of their revenue through court fines and fees, with those who can’t pay subject to arrest and jail time. These debtors’ prisons are found in cities like Ferguson, where the number of arrest warrants in 2013—33,000—exceeded its population of 21,000. Most of the warrants were for driving violations.⁴⁴

2.10 RECOMMENDATION: Law enforcement officers should be required to seek consent before a search and explain that a person has the right to refuse consent when there is no warrant or probable cause. Furthermore, officers should ideally obtain written acknowledgement that they have sought consent to a search in these circumstances.

2.11 RECOMMENDATION: Law enforcement agencies should establish search and seizure procedures related to LGBTQ and transgender populations and adopt as policy the recommendation from the President’s HIV/AIDS Task Force to cease using the possession of condoms as the sole evidence of vice.

⁴⁴ Listening Session on Trust and Legitimacy (oral testimony of Laura Murphy, director of the Washington Legislative Office, American Civil Liberties Union, for the President’s Task Force on 21st Century Policing, Washington, DC, January 13, 2015); Joseph Shapiro, “In Ferguson, Court Fines and Fees Fuel Anger,” NPR.com, last updated August 25, 2014, <http://www.npr.org/2014/08/25/343143937/in-ferguson-court-fines-and-fees-fuel-anger>; *In For A Penny: The Rise of America’s Debtors’ Prisons* (New York: American Civil Liberties Union, 2010), http://www.aclu.org/files/assets/InForAPenny_web.pdf.

2.12 RECOMMENDATION: Law enforcement agencies should adopt and enforce policies prohibiting profiling and discrimination based on race, ethnicity, national origin, age, gender, gender identity/expression, sexual orientation, immigration status, disability, housing status, occupation, and/or language fluency.

The task force heard from a number of witnesses about the importance of protecting the safety and dignity of all people. Andrea Ritchie noted that

Gender and sexuality-specific forms of racial profiling and discriminatory policing [include] . . . Failure to respect individuals’ gender identity and expression when addressing members of the public and during arrest processing, searches, and placement in police custody.⁴⁵

Invasive searches should never be used for the sole purpose of determining gender identity, and an individual’s gender identity should be respected in lock-ups and holding cells to the extent that the facility allows for gender segregation. And witness Linda Sarsour spoke to how

an issue plaguing and deeply impacting Arab-American and American Muslim communities across the country is racial and religious profiling by local, state, and federal law enforcement. We have learned through investigative reports, Freedom of Information Act (FOIA) requests, and lawsuits that agencies target communities by religion and national origin.⁴⁶

2.12.1 ACTION ITEM: The Bureau of Justice Statistics should add questions concerning sexual harassment of and misconduct toward LGBTQ and gender-nonconforming people by law enforcement officers to the Police Public Contact Survey.

2.12.2 ACTION ITEM: The Centers for Disease Control should add questions concerning sexual harassment of and misconduct toward LGBTQ and gender-nonconforming people by law enforcement officers to the National Intimate Partner and Sexual Violence Survey.

2.12.3 ACTION ITEM: The U.S. Department of Justice should promote and disseminate guidance to federal, state, and local law enforcement agencies on documenting, preventing, and addressing sexual harassment and misconduct by local law enforcement agents, consistent with the recommendations of the International Association of Chiefs of Police.⁴⁷

⁴⁵ Listening Session on Training and Education (oral testimony of Andrea Ritchie, founder of Streetwise and Safe, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

⁴⁶ Listening Session on Training and Education (oral testimony of Linda Sarsour, Advocacy And Civic Engagement coordinator for the National Network for Arab American Communities, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

⁴⁷ IACP, *Addressing Sexual Offenses and Misconduct by Law Enforcement: Executive Guide* (Alexandria, VA: International Association of Chiefs of Police, 2011).

2.13 RECOMMENDATION: The U.S. Department of Justice, through the Office of Community Oriented Policing Services and Office of Justice Programs, should provide technical assistance and incentive funding to jurisdictions with small police agencies that take steps towards shared services, regional training, and consolidation.

Half of all law enforcement agencies in the United States have fewer than ten officers, and nearly three-quarters have fewer than 25 officers.⁴⁸ Lawrence Sherman noted in his testimony that “so many problems of organizational quality control are made worse by the tiny size of most local police agencies . . . less than 1 percent of 17,985 U.S. police agencies meet the English minimum of 1,000 employees or more.”⁴⁹ These small forces often lack the resources for training and equipment accessible to larger departments and often are prevented by municipal boundaries and local custom from combining forces with neighboring agencies. Funding and technical assistance can give smaller agencies the incentive to share policies and practices and give them access to a wider variety of training, equipment, and communications technology than they could acquire on their own.

Table 1. Full-time state and local law enforcement employees, by size of agency, 2008

Size of agency*	Number of agencies	Total number of full-time employees
All agencies	17,985	1,133,915
1,000 or more officers	83	326,197
500–999	89	94,168
250–499	237	133,024
100–249	778	174,505
50–99	1,300	136,390
25–49	2,402	124,492
10–24	4,300	98,563
5–9	3,446	32,493
2–4	3,225	11,498
0–1	2,125	2,585

Source: Brian A. Reaves, “Census of State and Local Law Enforcement Agencies, 2008,” Bulletin (Washington, DC: Bureau of Justice Statistics, July 2011), <http://www.bjs.gov/content/pub/pdf/cslla08.pdf>.

⁴⁸ Brian A. Reaves, *Census of State and Local Law Enforcement Agencies, 2008*, Bulletin (Washington, DC: Office of Justice Programs Bureau of Justice Statistics, 2011), NCJ 233982.

⁴⁹ Listening Session on the Future of Community Policing (oral testimony of Lawrence Sherman, Cambridge University, for the President’s Task Force on 21st Century Policing, Washington, DC, February 24, 2015).

2.14 RECOMMENDATION: The U.S. Department of Justice, through the Office of Community Oriented Policing Services, should partner with the International Association of Directors of Law Enforcement Standards and Training (IADLEST) to expand its National Decertification Index to serve as the National Register of Decertified Officers with the goal of covering all agencies within the United States and its territories.

The National Decertification Index is an aggregation of information that allows hiring agencies to identify officers who have had their license or certification revoked for misconduct. It was designed as an answer to the problem “wherein a police officer is discharged for improper conduct and loses his/her certification in that state . . . [only to relocate] to another state and hire on with another police department.”⁵⁰ Peace Officer Standards and Training (POST) boards can record administrative actions taken against certified police and correctional officers. Currently the criteria for reporting an action on an officer is determined by each POST independently, as is the granting of read-only access to hiring departments to use as part of their pre-hire screening process. Expanding this system to ensure national and standardized reporting would assist in ensuring that officers who have lost their certification for misconduct are not easily hired in other jurisdictions. A national register would effectively treat “police professionals the way states’ licensing laws treat other professionals. If anything, the need for such a system is even more important for law enforcement, as officers have the power to make arrests, perform searches, and use deadly force.”⁵¹

2.15 RECOMMENDATION: Law enforcement agencies should adopt policies requiring officers to provide their names to individuals they have stopped, along with the reason for the stop, the reason for a search if one is conducted, and a card with information on how to reach the civilian complaint review board.

⁵⁰ “National Decertification Index—FAQs,” accessed February 27, 2015, https://www.iadlest.org/Portals/0/Files/NDI/FAQ/ndi_faq.html.

⁵¹ Roger L. Goldman, “Police Officer Decertification: Promoting Police Professionalism through State Licensing and the National Decertification Index,” *Police Chief* 81 (November 2014): 40–42, http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=3538&issue_id=12014.

Pillar Three: Technology & Social Media

We live in a time when technology and its many uses are advancing far more quickly than are policies and laws. “Technology” available to law enforcement today includes everything from body-worn cameras (BWC) to unmanned aircraft to social media and a myriad of products in between.

The use of technology can improve policing practices and build community trust and legitimacy, but its implementation must be built on a defined policy framework with its purposes and goals clearly delineated. Implementing new technologies can give police departments an opportunity to fully engage and educate communities in a dialogue about their expectations for transparency, accountability, and privacy. But technology changes quickly in terms of new hardware, software, and other options. Law enforcement agencies and leaders need to be able to identify, assess, and evaluate new technology for adoption and do so in ways that improve their effectiveness, efficiency, and evolution without infringing on individual rights.

Thus, despite (and because of) the centrality of technology in policing, law enforcement agencies face major challenges including determining the effects of implementing various technologies; identifying costs and benefits; examining unintended consequences; and exploring the best practices by which technology can be evaluated, acquired, maintained, and managed. Addressing these technology challenges by using research, accumulated knowledge, and practical experiences can help agencies reach their goals,⁵² but law enforcement agencies and personnel also need to recognize that technology is only a tool for doing their jobs: just because you have access to technology does not necessarily mean you should always use it.⁵³

BWCs are a case in point. An increasing number of law enforcement agencies are adopting BWC programs as a means to improve evidence collection, to strengthen officer performance and accountability, and to enhance agency transparency. By documenting encounters between police and the public, BWCs can also be used to investigate and resolve complaints about officer-involved incidents.

Jim Bueermann, retired chief of the Redlands (California) Police Department and President of the Police Foundation, told the task force about a seminal piece of research that demonstrated a positive impact of BWCs in policing. The researchers used the gold standard of research models, a randomized

⁵² Elizabeth Groff and Tom McEwen, *Identifying and Measuring the Effects of Information Technologies on Law Enforcement Agencies: The Making Officer Redeployment Effective Program* (Washington, DC: Office of Community Oriented Policing Services, 2008), <http://www.cops.usdoj.gov/Publications/e08084156-IT.pdf>; Christopher S. Koper, Cynthia Lum, James J. Willis, Daniel J. Woods, and Julie Hibdon, *Realizing the Potential of Technology in Policing: A Multi-Site Study of the Social, Organizational, and Behavioral Aspects of Implementing Police Technologies* (Washington, DC: National Institute of Justice, 2015), <http://cebcp.org/wp-content/evidence-based-policing/ImpactTechnologyFinalReport>.

⁵³ IACP Technology Policy Framework (Alexandria, VA: International Association of Chiefs of Police, 2014), <http://www.theiacp.org/Portals/0/documents/pdfs/IACP%20Technology%20Policy%20Framework%20January%202014%20Final.pdf>.

control trial, in which the people being studied are randomly assigned either to a control group that does not receive the treatment being studied or to a treatment group that does. The results of this 12-month study are highly suggestive that the use of BWCs by the police can significantly reduce both officer use of force and complaints against officers. They found that the officers wearing the cameras had 87.5 percent fewer incidents of use of force and 59 percent fewer complaints than the officers not wearing the cameras. One of the important findings of the study was the impact BWCs might have on the self-awareness of officers and citizens alike. When police officers are acutely aware that their behavior is being monitored (because they turn on the cameras), and when officers tell citizens that the cameras are recording their behavior, everyone behaves better. The results of this study are highly suggestive that this increase in self-awareness contributes to more positive outcomes in police-citizen interaction.⁵⁴

But other considerations make the issue of BWCs more complex. A 2014 Police Executive Research Forum (PERF) publication, funded by the Office of Community Oriented Policing Services (COPS Office), reporting on extensive research exploring the policy and implementation questions surrounding BWCs noted,

Although body-worn cameras can offer many benefits, they also raise serious questions about how technology is changing the relationship between police and the community. Body-worn cameras not only create concerns about the public's privacy rights but also can affect how officers relate to people in the community, the community's perception of the police, and expectations about how police agencies should share information with the public.⁵⁵

Now that agencies operate in a world in which anyone with a cell phone camera can record video footage of a police encounter, BWCs help police departments ensure that events are also captured from an officer's perspective.⁵⁶ But when the public does not believe its privacy is being protected by law enforcement, a breakdown in community trust can occur. Agencies need to consider ways to involve the public in discussions related to the protection of their privacy and civil liberties prior to implementing new technology, as well work with the public and other partners in the justice system to develop appropriate policies and procedures for use.

Another technology relatively new to law enforcement is social media. Social media is a communication tool the police can use to engage the community on issues of importance to both and

⁵⁴ Listening Session on Technology and Social Media: Body Cameras-Research and Legal Considerations (oral testimony of Jim Bueermann, president, Police Foundation, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015); Ariel Barak, William A. Farrar, and Alex Sutherland, "The Effect of Police Body-Worn Cameras on Use of Force and Citizens' Complaints Against the Police: A Randomized Controlled Trial," *Journal of Quantitative Criminology* 2014.

⁵⁵ Lindsay Miller and Jessica Toliver, *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned* (Washington, DC: Office of Community Oriented Policing Services, 2014), vii, <http://ric-zai-inc.com/Publications/cops-p296-pub.pdf>.

⁵⁶ *Ibid.*, 1.

to gauge community sentiment regarding agency policies and practices. Social media can also help police identify the potential nature and location of gang and other criminal or disorderly activity such as spontaneous crowd gatherings.⁵⁷

The Boston Police Department (BPD), for example, has long embraced both community policing and the use of social media. The department put its experience to good and highly visible use in April 2013 during the rapidly developing investigation that followed the deadly explosion of two bombs at the finish line of the Boston Marathon. The BPD successfully used Twitter to keep the public informed about the status of the investigation, to calm nerves and request assistance, to correct mistaken information reported by the press, and to ask for public restraint in the tweeting of information from police scanners. This demonstrated the level of trust and interaction that a department and a community can attain online.⁵⁸

While technology is crucial to law enforcement, it is never a panacea. Its acquisition and use can have unintended consequences for both the organization and the community it serves, which may limit its potential. Thus, agencies need clearly defined policies related to implementation of technology, and must pay close attention to community concerns about its use.

3.1 RECOMMENDATION: The U.S. Department of Justice, in consultation with the law enforcement field, should broaden the efforts of the National Institute of Justice to establish national standards for the research and development of new technology. These standards should also address compatibility and interoperability needs both within law enforcement agencies and across agencies and jurisdictions and maintain civil and human rights protections.

The lack of consistent standards leads to a constantly spiraling increase in technology costs. Law enforcement often has to invest in new layers of technology to enable their systems to operate with different systems and sometimes must also make expensive modifications or additions to legacy systems to support interoperability with newer technology. And these costs do not include the additional funds needed for training. Agencies are often unprepared for the unintended consequences that may accompany the acquisition of new technologies. Implementation of new technologies can cause disruptions to daily routines, lack of buy-in, and lack of understanding of the purpose and appropriate uses of the technologies. It also often raises questions regarding how the new technologies will impact the officer's expectations, discretion, decision making, and accountability.⁵⁹

⁵⁷ Police Executive Research Forum, *Social Media and Tactical Considerations for Law Enforcement* (Washington, DC: Office of Community Oriented Policing Services, 2013), <http://ric-zai-inc.com/Publications/cops-p261-pub.pdf>.

⁵⁸ Edward F. Davis III, Alejandro A. Alves, and David Alan Sklansky, "Social Media and Police Leadership: Lessons from Boston," *New Perspectives in Policing* (Washington, DC: National Institute of Justice, March 2014), <http://www.hks.harvard.edu/content/download/67536/1242954/version/1/file/SocialMediaandPoliceLeadership-03-14.pdf>.

⁵⁹ Koper et al., *Potential of Technology in Policing* (see note 52).

Inconsistent or non-existent standards also lead to isolated and fractured information systems that cannot effectively manage, store, analyze, or share their data with other systems. As a result, much information is lost or unavailable—which allows vital information to go unused and have no impact on crime reduction efforts. As one witness noted, the development of mature crime analysis and CompStat processes allows law enforcement to effectively develop policy and deploy resources for crime prevention, but there is a lack of uniformity in data collection throughout law enforcement, and only patchwork methods of near real-time information sharing exist.⁶⁰ These problems are especially critical in light of the threats from terrorism and cybercrime.

3.1.1 ACTION ITEM: The Federal Government should support the development and delivery of training to help law enforcement agencies learn, acquire, and implement technology tools and tactics that are consistent with the best practices of 21st century policing.

3.1.2 ACTION ITEM: As part of national standards, the issue of technology’s impact on privacy concerns should be addressed in accordance with protections provided by constitutional law.

Though all constitutional guidelines must be maintained in the performance of law enforcement duties, the legal framework (warrants, etc.) should continue to protect law enforcement access to data obtained from cell phones, social media, GPS, and other sources, allowing officers to detect, prevent, or respond to crime.

3.1.3 ACTION ITEM: Law enforcement agencies should deploy smart technology that is designed to prevent the tampering with or manipulating of evidence in violation of policy.

3.2 RECOMMENDATION: The implementation of appropriate technology by law enforcement agencies should be designed considering local needs and aligned with national standards.

While standards should be created for development and research of technology at the national level, implementation of developed technologies should remain a local decision to address the needs and resources of the community.

In addition to the expense of acquiring technology, implementation and training also requires funds, as well as time, personnel, and physical capacity. A case in point is the Phoenix Police Department’s adoption of BWCs mentioned by witness Michael White, who said that the real costs came on the back end for managing the vast amount of data generated by the cameras. He quoted the Chief of the Phoenix Police Department as saying that it would cost their department \$3.5 million to not only outfit all of their officers with the cameras but also successfully manage the program.

3.2.1 ACTION ITEM: Law enforcement agencies should encourage public engagement and collaboration, including the use of community advisory bodies, when developing a policy for the use of a new technology.

⁶⁰ Listening Session on Technology and Social Media (oral testimony of Elliot Cohen, Maryland State Police, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

Local residents will be more accepting of and respond more positively to technology when they have been informed of new developments and their input has been encouraged. How police use technology and how they share that information with the public is critical. Task force witness Jim Bueermann, president of the Police Foundation, addressed this issue, noting that concerns about BWCs include potential compromises to the privacy of both officers and citizens, who are reluctant to speak to police if they think they are being recorded. And as the task force co-chair, Charles Ramsey, noted, “Just having the conversation can increase trust and legitimacy and help departments make better decisions.”

3.2.2 ACTION ITEM: Law enforcement agencies should include an evaluation or assessment process to gauge the effectiveness of any new technology, soliciting input from all levels of the agency, from line officer to leadership, as well as assessment from members of the community.⁶¹

Witnesses suggested that law enforcement agencies create an advisory group when adopting a new technology.⁶² Ideally, it would include line officers, union representatives, and members from other departmental units, such as research and planning, technology, and internal affairs. External stakeholders, such as representatives from the prosecutor’s office, the defense bar, advocacy groups, and citizens should also be included, giving each group the opportunity to ask questions, express their concerns, and offer suggestions on policy and training.

3.2.3. ACTION ITEM: Law enforcement agencies should adopt the use of new technologies that will help them better serve people with special needs or disabilities.

3.3 RECOMMENDATION: The U.S. Department of Justice should develop best practices that can be adopted by state legislative bodies to govern the acquisition, use, retention, and dissemination of auditory, visual, and biometric data by law enforcement.

These model policies and practices should at minimum address technology usage and data and evidence acquisition and retention, as well as privacy issues, accountability and discipline. They must also consider the impact of data collection and use on public trust and police legitimacy.

3.3.1 ACTION ITEM: As part of the process for developing best practices, the U.S. Department of Justice should consult with civil rights and civil liberties organizations, as well as law enforcement research groups and other experts, concerning the constitutional issues that can arise as a result of the use of new technologies.

⁶¹ Sharon Stolting, Shawn Barrett, and David Kurz, Best Practices Guide for Acquisition of New Technology (Alexandria, VA: International Association of Chiefs of Police, n.d.), <http://www.theiacp.org/portals/0/pdfs/BP-NewTechnology.pdf>.

⁶² Listening Session on Technology and Social Media: Body Cameras—Research and Legal Considerations (oral testimony of Michael White, professor, Arizona State University, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

3.3.2 ACTION ITEM: The U.S. Department of Justice should create toolkits for the most effective and constitutional use of multiple forms of innovative technology that will provide state, local, and tribal law enforcement agencies with a one-stop clearinghouse of information and resources.

3.3.3. ACTION ITEM: Law enforcement agencies should review and consider the Bureau of Justice Assistance's (BJA) Body Worn Camera Toolkit to assist in implementing BWCs.

A Body-Worn Camera Expert Panel of law enforcement leaders, recognized practitioners, national policy leaders, and community advocates convened a two-day workshop in February, 2015 to develop a toolkit and provide guidance and model policy for law enforcement agencies implementing BWC programs. Subject matter experts contributed ideas and content for the proposed toolkit while a panel composed of privacy and victim advocates contributed ideas and content for the toolkit to broaden input and ensure transparency.

3.4 RECOMMENDATION: Federal, state, local, and tribal legislative bodies should be encouraged to update public record laws.

The quickly evolving nature of new technologies that collect video, audio, information, and biometric data on members of the community can cause unforeseen consequences. Public record laws, which allow public access to information held by government agencies, including law enforcement, should be modified to protect the privacy of the individuals whose records they hold and to maintain the trust of the community.

Issues such as the accessibility of video captured through dashboard or body-worn cameras are especially complex. So too are the officer use of force events that will be captured by video camera systems and then broadcast by local media outlets. Use of force, even when lawful and appropriate, can negatively influence public perception and trust of police. Sean Smoot, task force member, addressed this by recalling the shooting of a Flagstaff, Arizona, police officer whose death was recorded by his BWC. Responding to public record requests by local media, the police department released the graphic footage, which was then shown on local TV and also on YouTube.⁶³ This illustration also raises questions concerning the recording of police interactions with minors and the appropriateness of releasing those videos for public view given their inability to give informed consent for distribution.

⁶³ Listening Session on Technology and Social Media (Sean Smoot, task force member, for the President's Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

3.5 RECOMMENDATION: Law enforcement agencies should adopt model policies and best practices for technology-based community engagement that increases community trust and access.

These policies and practices should at a minimum increase transparency and accessibility, provide access to information (crime statistics, current calls for service), allow for public posting of policy and procedures, and enable access and usage for persons with disabilities. They should also address issues surrounding the use of new and social media, encouraging the use of social media as a means of community interaction and relationship building, which can result in stronger law enforcement. As witness Elliot Cohen noted,

We have seen social media support policing efforts in gathering intelligence during active assailant incidents: the Columbia Mall shooting and the Boston Marathon bombing. Social media allowed for a greater volume of information to be collected in an electronic format, both audibly and visually.⁶⁴

Table 2. What types of social media does your agency currently use, and what types of social media do you plan to begin using within the next 2 to 5 years?

Social media type	% of responding agencies currently using	% of responding agencies planning to begin using in 2 to 5 years
Agency website	100%	–
Facebook	82%	14%
Twitter	69%	18%
YouTube	48%	20%
LinkedIn	34%	20%

Note: PERF, with the support of the COPS Office and Target Corporation, disseminated a “Future of Policing” survey in 2012 to more than 500 police agencies; nearly 200 responded.

Source: Police Executive Research Forum, *Future Trends in Policing* (Washington, DC: Office of Community Oriented Policing Services, 2014), <http://ric-zai-inc.com/Publications/cops-p282-pub.pdf>.

⁶⁴ Listening Session on Technology and Social Media: Technology Policy (oral testimony of Elliot Cohen, lieutenant, Maryland State Police, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

But to engage the community, social media must be responsive and current. Said Bill Schrier, “Regularly refresh the content to maintain and engage the audience, post content rapidly during incidents to dispel rumors, and use it for engagement, not just public information.”⁶⁵ False or incorrect statements made via social media, mainstream media, and other means of technology deeply harm trust and legitimacy and can only be overcome with targeted and continuing community engagement and repeated positive interaction. Agencies need to unequivocally discourage falsities by underlining how harmful they are and how difficult they are to overcome.

Agencies should also develop policies and practices on social media use that consider individual officer expression, professional representation, truthful communication, and other concerns that can impact trust and legitimacy.

3.6 RECOMMENDATION: The Federal Government should support the development of new “less than lethal” technology to help control combative suspects.

The fatal shootings in Ferguson, Cleveland, and elsewhere have put the consequences of use of force front and center in the national news. Policies and procedures must change, but so should the weaponry. New technologies such as conductive energy devices (CED) have been developed and may be used and evaluated to decrease the number of fatal police interventions. Studies of CEDs have shown them to be effective at reducing both officer and civilian injuries. For example, in one study that compared seven law enforcement agencies that use CEDs with six agencies that do not, researchers found a 70 percent decrease in officer injuries and a 40 percent decrease in suspect injuries.⁶⁶ But new technologies should still be subject to the appropriate use of force continuum restrictions. And Vincent Talucci made the point in his testimony that over-reliance on technological weapons can also be dangerous.⁶⁷

⁶⁵ Listening Session on Technology and Social Media: Technology Policy (oral testimony of Bill Schrier, senior policy advisor, Office of the Chief Information Officer, State of Washington, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

⁶⁶ Bruce Taylor et al., *Comparing Safety Outcomes in Police Use-Of-Force Cases for Law Enforcement Agencies That Have Deployed Conducted Energy Devices and A Matched Comparison Group That Have Not: A Quasi-Experimental Evaluation* (Washington, DC: Police Executive Research Forum, 2009), <https://www.ncjrs.gov/pdffiles1/nij/grants/237965.pdf>; John M. MacDonald, Robert J. Kaminski, and Michael R. Smith, “The Effect of Less-Lethal Weapons on Injuries in Police Use-of-Force Events,” *American Journal of Public Health* 99, no. 12 (2009) 2268–2274, <http://www.ncbi.nlm.nih.gov/pmc/articles/PMC2775771/pdf/2268.pdf>; Bruce G. Taylor and Daniel J. Woods, “Injuries to Officers and Suspects in Police Use-of-Force Cases: A Quasi-Experimental Evaluation,” *Police Quarterly* 13, no. 3 (2010): 260–289, <http://pqx.sagepub.com/content/13/3/260.full.pdf>.

⁶⁷ Listening Session on Technology and Social Media (oral testimony of Vincent Talucci, International Association of Chiefs of Police, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

3.6.1 ACTION ITEM: Relevant federal agencies, including the U.S. Departments of Defense and Justice, should expand their efforts to study the development and use of new less than lethal technologies and evaluate their impact on public safety, reducing lethal violence against citizens, Constitutionality, and officer safety.

3.7 RECOMMENDATION: The Federal Government should make the development and building of segregated radio spectrum and increased bandwidth by FirstNet for exclusive use by local, state, tribal, and federal public safety agencies a top priority.⁶⁸

A national public safety broadband network which creates bandwidth for the exclusive use of law enforcement, the First Responder Network (FirstNet) is considered a game-changing public safety project, which would allow instantaneous communication in even the most remote areas whenever a disaster or incident occurs. It can also support many other technologies, including video transmission from BWCs.

⁶⁸ Listening Session on Technology and Social Media: Technology Policy (oral testimony of Bill Schrier, senior policy advisor, Office of the Chief Information Officer, State of Washington, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 31, 2015).

Pillar Four: Community Policing & Crime Reduction

Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.⁶⁹

Over the past few decades, rates of both violent and property crime have dropped dramatically across the United States.⁷⁰ However, some communities and segments of the population have not benefited from the decrease as much as others, and some not at all.⁷¹ Though law enforcement must concentrate their efforts in these neighborhoods to maintain public safety, sometimes those specific efforts arouse resentment in the neighborhoods the police are striving to protect.

Police interventions must be implemented with strong policies and training in place, rooted in an understanding of procedural justice. Indeed, without that, police interventions can easily devolve into racial profiling, excessive use of force, and other practices which disregard civil rights, causing negative reactions from people living in already challenged communities.

Yet mutual trust and cooperation, two key elements of community policing, are vital to protecting residents of these communities from the crime that plagues them. By combining a focus on intervention and prevention through problem solving with building collaborative partnerships with schools, social services, and other stakeholders, community policing not only improves public safety but also enhances social connectivity and economic strength, which increases community resilience to crime. And, as noted by one speaker, it improves job satisfaction for line officers, too.

In his testimony to the task force, Camden County, New Jersey, Police Chief J. Scott Thomson noted that community policing starts on the street corner, with respectful interaction between a police officer and a local resident, a discussion that need not be related to a criminal matter.⁷² In fact, it is important that not all interactions be based on emergency calls or crime investigations.

⁶⁹ *Community Policing Defined* (Washington, DC: Office of Community Oriented Policing Services, 2014), <http://ric-zai-inc.com/Publications/cops-p157-pub.pdf>.

⁷⁰ "Crime Statistics for 2013 Released: Decrease in Violent Crimes and Property Crimes," Federal Bureau of Investigation, last modified November 10, 2014, <http://www.fbi.gov/news/stories/2014/november/crime-statistics-for-2013-released/crime-statistics-for-2013-released>.

⁷¹ Listening Session on Community Policing and Crime Reduction: Building Community Policing Organizations (oral testimony of Chris Magnus, chief, Richmond [CA] Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

⁷² Listening Session on Community Policing and Crime Reduction: Using Community Policing to Reduce Crime (oral testimony of J. Scott Thomson, chief, Camden County [NJ] Police Department, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

Another aspect of community policing that was discussed in the listening session on this topic is the premise that officers enforce the law *with* the people not just *on* the people. In reflecting this belief, some commented on the negative results of zero tolerance policies, which mete out automatic and predetermined actions by officers regardless of extenuating circumstances.

Community policing requires the active building of positive relationships with members of the community—on an agency as well as on a personal basis. This can be done through assigning officers to geographic areas on a consistent basis, so that through the continuity of assignment they have the opportunity to know the members of the community. It can also be aided by the use of programs such as Eagle County, Colorado’s Law Enforcement Immigrant Advisory Committee, which the police department formed with Catholic Charities to help the local immigrant community.⁷³ This type of policing also requires participation in community organizations, local meetings and public service activities.

To be most effective, community policing also requires collaborative partnerships with agencies beyond law enforcement, such as Philadelphia’s successful Police Diversion Program described by Kevin Bethel, Deputy Commissioner of Patrol Operations in the Philadelphia Police Department in his testimony to the task force.⁷⁴ This partnership with the Philadelphia Department of Human Services, the school district, the District Attorney’s office, Family Court, and other stakeholders significantly reduced the number of arrests of minority youths for minor offenses.

Problem solving, another key element of community policing, is critical to prevention. And problems must be solved in partnership with the community in order to effectively address chronic crime and disorder problems. As Office of Community Oriented Policing Services Director Ronald L. Davis has said, “We need to teach new recruits that law enforcement is more than just cuffing ‘perps’—it’s understanding why people do what they do.”⁷⁵

⁷³ Listening Session on Community Policing and Crime Reduction: Building Community Policing Organizations (oral testimony of Chris Magnus, chief, Richmond [CA] Police Department, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

⁷⁴ Listening Session on Community Policing and Crime Reduction: Using Community Policing to Reduce Crime (oral testimony of Kevin Bethel, deputy police commissioner, Philadelphia Police Department, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

⁷⁵ Faye Elkins, “Five COPS Office Directors Look Back and Think Forward at the 20th Anniversary Celebration,” *Community Policing Dispatch* 8, no. 1 (January 12, 2014), http://cops.usdoj.gov/html/dispatch/01-2015/cops_office_20th_anniversary.asp.

In summary, law enforcement's obligation is not only to reduce crime but also to do so fairly while protecting the rights of citizens. Any prevention strategy that unintentionally violates civil rights, compromises police legitimacy, or undermines trust is counterproductive from both ethical and cost-benefit perspectives. Ignoring these considerations can have both financial costs (e.g., law suits) and social costs (e.g., loss of public support).

It must also be stressed that the absence of crime is not the final goal of law enforcement. Rather, it is the promotion and protection of public safety while respecting the dignity and rights of all. And public safety and well-being cannot be attained without the community's belief that their well-being is at the heart of all law enforcement activities. It is critical to help community members see police as allies rather than as an occupying force and to work in concert with other community stakeholders to create more economically and socially stable neighborhoods.

4.1 RECOMMENDATION: Law enforcement agencies should develop and adopt policies and strategies that reinforce the importance of community engagement in managing public safety.

Community policing is not just about the relationship between individual officers and individual neighborhood residents. It is also about the relationship between law enforcement leaders and leaders of key institutions in a community, such as churches, businesses, and schools, supporting the community's own process to define prevention and reach goals.

Law enforcement agencies cannot ensure the safety of communities alone but should seek to contribute to the strengthening of neighborhood capacity to prevent and reduce crime through informal social control. More than a century of research shows that informal social control is a much more powerful mechanism for crime control and reduction than is formal punishment. And perhaps the best evidence for the preventive power of informal social control may be the millions of unguarded opportunities to commit crime that are passed up each day.⁷⁶

4.1.1 ACTION ITEM: Law enforcement agencies should consider adopting preferences for seeking "least harm" resolutions, such as diversion programs or warnings and citations in lieu of arrest for minor infractions.

4.2 RECOMMENDATION: Community policing should be infused throughout the culture and organizational structure of law enforcement agencies.

⁷⁶ Lawrence Cohen and Marcus Felson, "Social Change and Crime Rate Trends: A Routine Activities Approach," *American Sociological Review* 44 (August 1979): 588–607.

Community policing must be a way of doing business by an entire police force, not just a specialized unit of that force.⁷⁷ The task force heard testimony from Chief J. Scott Thomson of Camden County, New Jersey, who noted that

Community policing cannot be a program, unit, strategy or tactic. It must be the core principle that lies at the foundation of a police department’s culture. The only way to significantly reduce fear, crime, and disorder and then sustain these gains is to leverage the greatest force multiplier: the people of the community.⁷⁸

This message was closely echoed by Chris Magnus, the police chief in Richmond, California. To build a more effective partnership with residents and transform culture within the police department as well as in the community, the Richmond police made sure that *all* officers, not just a select few, were doing community policing and neighborhood problem solving. Every officer is expected to get to know the residents, businesses, community groups, churches, and schools on their beat and work with them to identify and address public safety challenges, including quality of life issues such as blight. Officers remain in the same beat or district for several years or more—which builds familiarity and trust.⁷⁹

Testimony from a number of witnesses also made clear that hiring, training, evaluating, and promoting officers based on their ability and track record in community engagement—not just traditional measures of policing such as arrests, tickets, or tactical skills—is an equally important component of the successful infusion of community policing throughout an organization.

4.2.1 ACTION ITEM: Law enforcement agencies should evaluate officers on their efforts to engage members of the community and the partnerships they build. Making this part of the performance evaluation process places an increased value on developing partnerships.

4.2.2 ACTION ITEM: Law enforcement agencies should evaluate their patrol deployment practices to allow sufficient time for patrol officers to participate in problem solving and community engagement activities.

4.2.3 ACTION ITEM: The U.S. Department of Justice and other public and private entities should support research into the factors that have led to dramatic successes in crime reduction in some communities through the infusion of non-discriminatory policing and to determine replicable factors that could be used to guide law enforcement agencies in other communities.

⁷⁷ Tracey Meares, “Praying for Community Policing,” *California Law Review* 90 (2002): 1593–1634, http://digitalcommons.law.yale.edu/fss_papers/518/.

⁷⁸ Listening Session on Community Policing and Crime Reduction: Using Community Policing to Reduce Crime (oral testimony of J. Scott Thomson, chief, Camden County [NJ] Police Department, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

⁷⁹ Listening Session on Community Policing and Crime Reduction: Building Community Policing Organizations (oral testimony of Chris Magnus, chief, Richmond [CA] Police Department, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

4.3 RECOMMENDATION: Law enforcement agencies should engage in multidisciplinary, community team approaches for planning, implementing, and responding to crisis situations with complex causal factors.

Collaborative approaches that engage professionals from across systems have emerged as model practices for addressing community problems that are not resolvable by the police alone. These team approaches call upon law enforcement agencies, service providers, and community support networks to work together to provide the right resources for the situation and foster sustainable change. Multiple witnesses before the task force spoke of departments who coordinate mental health response teams that include mental health professionals, social workers, crisis counselors, and other professionals making decisions alongside the police regarding planning, implementing, and responding to mental health crisis situations. But this model is applicable to a number of community problems that regularly involve a police response including homelessness, substance abuse, domestic violence, human trafficking, and child abuse. Ultimately, the idea is for officers to be trained and equipped to make use of existing community resources in the diffusion of crisis situations.

4.3.1 ACTION ITEM: The U.S. Department of Justice should collaborate with others to develop and disseminate baseline models of this crisis intervention team approach that can be adapted to local contexts.

4.3.3 ACTION ITEM: Communities should look to involve peer support counselors as part of multidisciplinary teams when appropriate. Persons who have experienced the same trauma can provide both insight to the first responders and immediate support to individuals in crisis.

4.3.4 ACTION ITEM: Communities should be encouraged to evaluate the efficacy of these crisis intervention team approaches and hold agency leaders accountable for outcomes.

4.4 RECOMMENDATION: Communities should support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all, especially the most vulnerable.

The task force heard many different ways of describing a positive culture of policing. David Kennedy suggested there could be a Hippocratic Oath for Policing: First, Do No Harm.⁸⁰ Law enforcement officers' goal should be to avoid use of force if at all possible, even when it is allowed by law and by policy. Terms such as *fair and impartial policing*, *rightful policing*, *Constitutional policing*, *neighborhood policing*, *procedural justice*, and *implicit bias training* all address changing the culture of policing. Respectful language; thoughtful and intentional dialogue about the perception and reality of profiling and the mass incarceration of minorities; and consistent involvement, both formal and informal, in community events all help ensure that relationships of trust between police and community will be built. The vision of policing in the 21st century should be that of officers as guardians of human and constitutional rights.

⁸⁰ Listening Session on Community Policing and Crime Reduction: Using Community Policing to Reduce Crime (oral testimony of David Kennedy, professor, John Jay College of Criminal Justice, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

4.4.1 ACTION ITEM: Because offensive or harsh language can escalate a minor situation, law enforcement agencies should underscore the importance of language used and adopt policies directing officers to speak to individuals with respect.

4.4.1 ACTION ITEM: Law enforcement agencies should develop programs that create opportunities for patrol officers to regularly interact with neighborhood residents, faith leaders, and business leaders.

4.5 RECOMMENDATION: Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.

As Delores Jones Brown testified, “Neighborhood policing provides an opportunity for police departments to do things with residents in the co-production of public safety rather than doing things to or for them.”⁸¹ Community policing is not just about the behavior and tactics of police; it is also about the civic engagement and capacity of communities to improve their own neighborhoods, their quality of life, and their sense of safety and well-being. Members of communities are key partners in creating public safety, so communities and police need mechanisms to engage with each other in consistent and meaningful ways. One model for formalizing this engagement is through a civilian governance system such as is found in Los Angeles. As Chief Charles Beck explained in testimony to the task force,

The Los Angeles Police Department is formally governed by the Board of Police Commissioners, a five-person civilian body with each member appointed by the mayor. The Commission has formal authority to hire the Chief of Police, to set broad policy for the department, and to hold the LAPD and its chief accountable to the people.⁸²

Community policing, therefore, is concerned with changing the way in which citizens respond to police in more constructive and proactive ways. If officers feel unsafe and threatened, their ability to operate in an open and shared dialogue with community is inhibited. On the other hand, the police have the responsibility to understand the culture, history, and quality of life issues of the entire community—youth, elders, faith communities, special populations—and to educate the community, including its children, on the role and function of police and ways the community can protect itself, be part of solving problems, and prevent crime. Community and police jointly share the responsibility for civil dialogue and interaction.

⁸¹ Listening Session on Community Policing and Crime Reduction: Community Policing and Crime Prevention Research (oral testimony of Delores Jones Brown, professor, Department of Law, Police Science & Criminal Justice Administration, John Jay College of Criminal Justice, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

⁸² Listening Session on Policy and Oversight: Civilian Oversight (oral testimony of Charles Beck, chief, Los Angeles Police Department, for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30, 2015).

4.5.1 ACTION ITEM: Law enforcement agencies should schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.

4.5.2 ACTION ITEM: Law enforcement agencies should engage youth and communities in joint training with law enforcement, citizen academies, ride-alongs, problem solving teams, community action teams, and quality of life teams.

4.5.3. ACTION ITEM: Law enforcement agencies should establish formal community/citizen advisory committees to assist in developing crime prevention strategies and agency policies as well as provide input on policing issues.

Larger agencies should establish multiple committees to ensure they inform all levels of the organization. The makeup of these committees should reflect the demographics of the community or neighborhood being served.

4.5.4 ACTION ITEM: Law enforcement agencies should adopt community policing strategies that support and work in concert with economic development efforts within communities.

As several witnesses, including Bill Geller, testified, public safety and the economic health of communities go hand in hand.⁸³ It is therefore important for agencies to work with local, state, and federal partners on projects devoted to enhancing the economic health of the communities in which departments are located.

4.6 RECOMMENDATION: Communities should adopt policies and programs that address the needs of children and youth most at risk for crime or violence and reduce aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.

The past decade has seen an explosion of knowledge about adolescent development and the neurological underpinnings of adolescent behavior. Much has also been learned about the pathways by which adolescents become delinquent, the effectiveness of prevention and treatment programs, and the long-term effects of transferring youths to the adult system and confining them in harsh conditions. These findings have raised doubts about a series of policies and practices of “zero tolerance” that have contributed to increasing the school-to-prison pipeline by criminalizing the behaviors of children as young as kindergarten age. Noncriminal offenses can escalate to criminal charges when officers are not trained in child and adolescent development and are unable to recognize and manage a child’s emotional, intellectual, and physical development issues. School district policies and practices that push students out of schools and into the juvenile justice system cause great harm and do no good.

⁸³ Listening Session on Community Policing and Crime Reduction: Community Policing and Crime Prevention Research (oral testimony of Bill Geller, director, Geller & Associates, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

One witness told the task force a stunning story about what happened to him one day when he was a high school freshman:

As I walked down the hall, one of the police officers employed in the school noticed I did not have my identification badge with me. Before I could explain why I did not have my badge, I was escorted to the office and suspended for an entire week. I had to leave the school premises immediately. Walking to the bus stop, a different police officer pulled me over and demanded to know why I was not in school. As I tried to explain, I was thrown into the back of the police car. They drove back to my school to see if I was telling the truth, and I was left waiting in the car for over two hours. When they came back, they told me I was in fact suspended, but because the school did not provide me with the proper forms, my guardian and I both had to pay tickets for me being off of school property. The tickets together were 600 dollars, and I had a court date for each one. Was forgetting my ID worth missing school? Me being kicked out of school did not solve or help anything. I was at home alone watching Jerry Springer, doing nothing.⁸⁴

4.6.1 ACTION ITEM: Education and criminal justice agencies at all levels of government should work together to reform policies and procedures that push children into the juvenile justice system.⁸⁵

4.6.2 ACTION ITEM: In order to keep youth in school and to keep them from criminal and violent behavior, law enforcement agencies should work with schools to encourage the creation of alternatives to student suspensions and expulsion through restorative justice, diversion, counseling, and family interventions.

4.6.3 ACTION ITEM: Law enforcement agencies should work with schools to encourage the use of alternative strategies that involve youth in decision making, such as restorative justice, youth courts, and peer interventions.

The Federal Government could incentivize schools to adopt this practice by tying federal funding to schools implementing restorative justice practices.

4.6.4 ACTION ITEM: Law enforcement agencies should work with schools to adopt an instructional approach to discipline that uses interventions or disciplinary consequences to help students develop new behavior skills and positive strategies to avoid conflict, redirect energy, and refocus on learning.

⁸⁴ Listening Session on Community Policing and Crime Prevention (oral testimony of Michael Reynolds for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

⁸⁵ For more information about such policies and procedures, see the U.S. Department of Justice’s Civil Rights Division and U.S. Department of Education’s Office for Civil Rights, “Joint ‘Dear Colleague’ Letter,” last updated February 4, 2014, <http://www2.ed.gov/about/offices/list/ocr/letters/colleague-201401-title-vi.html>.

4.6.5 ACTION ITEM: Law enforcement agencies should work with schools to develop and monitor school discipline policies with input and collaboration from school personnel, students, families, and community members. These policies should prohibit the use of corporal punishment and electronic control devices.

4.6.6 ACTION ITEM: Law enforcement agencies should work with schools to create a continuum of developmentally appropriate and proportional consequences for addressing ongoing and escalating student misbehavior after all appropriate interventions have been attempted.

4.6.7 ACTION ITEM: Law enforcement agencies should work with communities to play a role in programs and procedures to reintegrate juveniles back into their communities as they leave the juvenile justice system.

Although this recommendation—and therefore its action items—specifically focuses on juveniles, this task force believes that law enforcement agencies should also work with communities to play a role in re-entry programs for adults leaving prisons and jails.

4.6.8 ACTION ITEM: Law enforcement agencies and schools should establish memoranda of agreement for the placement of School Resource Officers that limit police involvement in student discipline.

Such agreements could include provisions for special training for School Resource Officers to help them better understand and deal with issues involving youth.

4.6.9 ACTION ITEM: The Federal Government should assess and evaluate zero tolerance strategies and examine the role of reasonable discretion when dealing with adolescents in consideration of their stages of maturation or development.

4.7 RECOMMENDATION: Communities need to affirm and recognize the voices of youth in community decision making, facilitate youth-led research and problem solving, and develop and fund youth leadership training and life skills through positive youth/police collaboration and interactions.

Youth face unique challenges when encountering the criminal justice system. Law enforcement contacts for apparent infractions create trauma and fear in children and disillusionment in youth, but proactive and positive youth interactions with police create the opportunity for coaching, mentoring, and diversion into constructive alternative activities. Moving testimony from a panel of young people allowed the task force members to hear how officers can lead youth out of the conditions that keep them in the juvenile justice system and into self-awareness and self-help.

Phoenix native Jose Gonzales, 21, first went to jail at age nine and had a chaotic childhood; but in turning his life towards a productive and healthy future, he vividly remembers one officer who made a difference:

Needless to say, I have had a fair amount of interaction with law enforcement in my youth. Some has been very positive. Like the time that a School Resource Officer got me involved in an after school club. Officer Bill D. helped me stop being a bad kid and assisted with after school activities. He sought me out to be a part of a club that included all sorts of youth—athletes, academics—and helped me gain confidence in reaching out to other social circles beyond my troubled community. The important idea I'd like to convey is that approach is everything.⁸⁶

4.7.1 ACTION ITEM: Communities and law enforcement agencies should restore and build trust between youth and police by creating programs and projects for positive, consistent, and persistent interaction between youth and police.

4.7.2 ACTION ITEM: Communities should develop community- and school-based evidence-based programs that mitigate punitive and authoritarian solutions to teen problems.

⁸⁶ Listening Session on Community Policing and Crime Reduction: Youth and Law Enforcement (oral testimony of Jose Gonzales for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

Pillar Five: Training & Education

As our nation becomes more pluralistic and the scope of law enforcement's responsibilities expands, the need for more and better training has become critical. Today's line officers and leaders must meet a wide variety of challenges including international terrorism, evolving technologies, rising immigration, changing laws, new cultural mores, and a growing mental health crisis. All states, territories, and the District of Columbia should establish standards for hiring, training, and education.

The skills and knowledge required to effectively deal with these issues requires a higher level of education as well as extensive and ongoing training in specific disciplines. The task force discussed these needs in depth, making recommendations for basic recruit and in-service training, as well as leadership development in a wide variety of areas:

- Community policing and problem-solving principles
- Interpersonal and communication skills
- Bias awareness
- Scenario-based, situational decision making
- Crisis intervention
- Procedural justice and impartial policing
- Trauma and victim services
- Mental health issues
- Analytical research and technology
- Languages and cultural responsiveness

Many who spoke before the task force recommended that law enforcement partner with academic institutions; organizations such as the International Association of Chiefs of Police (IACP), the Major Cities Chiefs Association (MCCA), the National Organization of Black Law Enforcement Executives (NOBLE), and the Police Executive Research Forum (PERF); and other sources of appropriate training. Establishing fellowships and exchange programs with other agencies was also suggested.

Other witnesses spoke about the police education now offered by universities, noting that undergraduate criminal justice and criminology programs provide a serviceable foundation but that short courses of mixed quality and even some graduate university degree programs do not come close to addressing the needs of 21st-century law enforcement.

In addition to discussion of training programs and educational expectations, witnesses at the listening session made clear that approaches to recruitment, hiring, evaluation, and promotion are also essential to developing a more highly educated workforce with the character traits and social skills that enable effective policing and positive community relationships.

To build a police force capable of dealing with the complexity of the 21st century, it is imperative that agencies place value on both educational achievements and socialization skills when making hiring decisions. Hiring officers who reflect the community they serve is also important not only to external

relations but also to increasing understanding within the agency. On the other hand, task force member Connie Rice described the best line officer she knew—White, but better at relating to the African-American community than his Black colleagues. Her recommendation was to look for the character traits that support fairness, compassion, and cultural sensitivity.⁸⁷

The need for understanding, tolerance, and sensitivity to African Americans, Latinos, recent immigrants, Muslims, and the LGBTQ community was discussed at length at the listening session, with witnesses giving examples of unacceptable behavior in law enforcement's dealings with all of these groups. Participants also discussed the need to move towards practices that respect all members of the community equally and away from policing tactics that can unintentionally lead to excessive enforcement against minorities.

Witnesses noted that officers need to develop the skills and knowledge necessary in the fight against terrorism by gaining an understanding of the links between normal criminal activity and terrorism, for example. What is more, this training must be ongoing, as threats and procedures for combatting terrorism evolve.

The need for realistic, scenario based training to better manage interactions and minimize using force was discussed by a number of witnesses. Others focused more on content than delivery: Dennis Rosenbaum suggested putting procedural justice at the center of training, not on the fringes.⁸⁸ Ronal Serpas recommended training on the effects of violence not only on the community and individual victims but also on police officers themselves, noting that exposure to violence can make individuals more prone to violent behavior.⁸⁹ And witnesses Bruce Lipman and David Friedman both spoke about providing officers with historical perspectives of policing in order to provide context as to why some communities have negative feelings towards the police and improve understanding of the role of the police in a democratic society.⁹⁰

Though today's law enforcement professionals are highly trained and highly skilled operationally, they must develop specialized knowledge and understanding that enable fair and procedurally just policing and allow them to meet a wide variety of new challenges and expectations. Tactical skills are

⁸⁷ Listening Session on Training and Education (Connie Rice, task force member, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

⁸⁸ Listening Session on Community Policing and Crime Reduction: Community Policing and Crime Prevention Research (oral testimony of Dennis Rosenbaum, professor, University of Illinois at Chicago, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 13, 2015).

⁸⁹ Listening Session on Training and Education: Special Training on Building Trust (oral testimony of Ronal Serpas, advisory board member, Cure Violence Chicago, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

⁹⁰ Listening Session on Training and Education: Special Training on Building Trust (oral testimony of David C. Friedman, director of National Law Enforcement Initiatives, Anti-Defamation League, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015); Listening Session on Training and Education: Special Training on Building Trust (oral testimony of Bruce Lipman, Procedural Justice Training, for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

important, but attitude, tolerance, and interpersonal skills are equally so. And to be effective in an ever-changing world, training must continue throughout an officer's career.

The goal is not only effective, efficient policing but also procedural justice and fairness. Following are the task force's recommendations for implementing career-long education and training practices for law enforcement in the 21st century.

5.1 RECOMMENDATION: The Federal Government should support the development of partnerships with training facilities across the country to promote consistent standards for high quality training and establish training innovation hubs.

A starting point for changing the culture of policing is to change the culture of training academies. The designation of certain training academies as federally supported regional "training innovation hubs" could act as leverage points for changing training culture while taking into consideration regional variations. Federal funding would be a powerful incentive to these designated academies to conduct the necessary research to develop and implement the highest quality curricula focused on the needs of 21st century American policing, along with cutting edge delivery modalities.

5.1.1 ACTION ITEM: The training innovation hubs should develop replicable model programs that use adult-based learning and scenario based training in a training environment modeled less like boot camp. Through these programs the hubs would influence nationwide curricula, as well as instructional methodology.

5.1.2 ACTION ITEM: The training innovation hubs should establish partnerships with academic institutions to develop rigorous training practices, evaluation, and the development of curricula based on evidence-based practices.

5.1.3 ACTION ITEM: The Department of Justice should build a stronger relationship with the International Association of Directors of Law Enforcement (IADLEST) in order to leverage their network with state boards and commissions of Peace Officer Standards and Training (POST).

The POSTs are critical to the development and implementation of statewide training standards and the certification of instructors and training courses, as well as integral to facilitating communication, coordination, and influence with the more than 650 police academies across the nation. This relationship would also serve as a pipeline for disseminating information and creating discussion around best practices.

5.2 RECOMMENDATION: Law enforcement agencies should engage community members in the training process.

Not only can they make important contributions to the design and implementation of training that reflects the needs and character of their community but it is also important for police training to be as transparent as possible. This will result in both a better informed public and a better informed officer.

Where appropriate and through managed programs, the community would

- learn about and evaluate the existing training within departments;
- provide input into shaping that some training content and delivery;
- in some cases, participate in training alongside officers.

5.2.1 ACTION ITEM: The U.S. Department of Justice should conduct research to develop and disseminate a toolkit on how law enforcement agencies and training programs can integrate community members into this training process.

5.3 RECOMMENDATION: Law enforcement agencies should provide leadership training to all personnel throughout their careers.

Standards and programs need to be established for every level of leadership from the first line to middle management to executive leadership. If there is good leadership and procedural justice within the agency, the officers are more likely to behave according to those standards in the community. As Chief Edward Flynn of the Milwaukee Police Department noted, “Flexible, dynamic, insightful, ethical leaders are needed to develop the informal social control and social capital required for a civil society to flourish.”⁹¹ One example of leadership training is Leading Police Organizations, a program developed by the IACP and modeled after the West Point Leadership Program, which offers training for all levels of agency management in programs based on a behavioral science approach to leading people groups, change, and organizations, focusing on the concept of “every officer a leader.”

5.3.1 ACTION ITEM: Recognizing that strong, capable leadership is required to create cultural transformation, the U.S. Department of Justice should invest in developing learning goals and model curricula/training for each level of leadership.

This training should focus on organizational procedural justice, community policing, police accountability, teaching, coaching, mentoring, and communicating with the media and the public. Chief Kim Jacobs noted this in her testimony discussing current issues with training on reviewing investigations of police actions and prepare comprehensive reports for all stakeholders, including the media and citizens.⁹² These standards should also influence requirements for promotion and continuing/ongoing education should also be required to maintain leadership positions.

5.3.2 ACTION ITEM: The Federal Government should encourage and support partnerships between law enforcement and academic institutions to support a culture that values ongoing education and the integration of current research into the development of training, policies, and practices.

⁹¹ Listening Session on Training and Education (oral testimony of Edward Flynn, chief, Milwaukee Police Department, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

⁹² Listening Session on Training and Education (oral testimony of Kim Jacobs, chief, Columbus [OH] Division of Police, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

5.3.3 ACTION ITEM: The U.S. Department of Justice should support and encourage cross-discipline leadership training.

This can be within the criminal justice system but also across governments, non-profits, and the private sector, including social services, legal aid, businesses, community corrections, education, the courts, mental health organizations, civic and religious organizations, and others. When people come together from different disciplines and backgrounds, there is a cross-fertilization of ideas that often leads to better solutions. Furthermore, by interacting with a more diverse group of professionals, police can establish a valuable network of contacts whose knowledge and skills differ from but complement their own. This opportunity does exist for front-line staff on a variety specialty topics but also needs to happen at decision/policy maker levels. For example, the National Alliance for Drug Endangered Children is an especially appropriate model for the value of cross-discipline training. Their written testimony to the task force explains how their training approach focuses on the formation of community partnerships that engage law enforcement and professionals from multiple disciplines to collaboratively identify and protect drug endangered children and their families.⁹³

5.4 RECOMMENDATION: The U.S. Department of Justice should develop, in partnership with institutions of higher education, a national postgraduate institute of policing for senior executives with a standardized curriculum preparing them to lead agencies in the 21st century.

To advance American law enforcement, we must advance its leadership. To that end, the task force recommends the establishment of a top quality graduate institute of policing to provide ongoing leadership training, education, and research programs which will enhance the quality of law enforcement culture, knowledge, skills, practices and policies. Modeled after the Naval Postgraduate School in Monterey, California, this institute will be staffed with subject matter experts and instructors drawn from the nation's top educational institutions, who will focus on the real world problems that challenge today's and tomorrow's law enforcement, teaching practical skills and providing the most current information for improving policing services throughout the nation. This institute could even, as witness Lawrence Sherman proposed, "admit qualified applicants to a three-month residential course for potential police executives, concluding in an assessment center and examination that would certify qualified graduates to serve as chief police executives anywhere in the United States."⁹⁴

⁹³ Listening Session on Training and Education (written testimony of the National Alliance for Drug Endangered Children for the President's Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015).

⁹⁴ Listening Session on The Future of Community Policing (oral testimony of Lawrence Sherman, Wolfson Professor of Criminology, University of Cambridge, and Distinguished University Professor, University of Maryland, for the President's Task Force on 21st Century Policing, Washington, DC, February 24, 2015).

5.5 RECOMMENDATION: The U.S. Department of Justice should instruct the Federal Bureau of Investigation to modify the curriculum of the National Academy at Quantico to include prominent coverage of the topical areas addressed in this report. In addition, the COPS Office and the Office of Justice Programs should work with law enforcement professional organizations to encourage modification of their curricula in a similar fashion.⁹⁵

The Office of Community Oriented Policing Services (COPS Office) and the Office of Justice Programs (OJP) should work with the law enforcement professional organizations to encourage modification of their curricula—for example, the Senior Management Institute for Police run by PERF and the Police Executive Leadership Institute managed by the Major Cities Chiefs Association.

5.6 RECOMMENDATION: POSTs should make Crisis Intervention Training (CIT) a part of both basic recruit and in-service officer training.

Crisis intervention training (CIT) was developed in Memphis, Tennessee, in 1988 and has been shown to improve police ability to recognize symptoms of a mental health crisis, enhance their confidence in addressing such an emergency, and reduce inaccurate beliefs about mental illness.⁹⁶ It has been found that after completing CIT orientation, officers felt encouraged to interact with people suffering a mental health crisis and to delay their “rush to resolution.”⁹⁷ Dr. Randolph Dupont, Chair of the Department of Criminology and Criminal Justice at the University of Memphis, spoke to the task force about the effectiveness of the Memphis Crisis Intervention Team (CIT), which stresses verbal intervention and other de-escalation techniques.

Noting that empathy training is an important component, Dr. Dupont said the Memphis CIT includes personal interaction between officers and individuals with mental health problems. Officers who had contact with these individuals felt more comfortable with them, and hospital mental health staff who participated with the officers had more positive views of law enforcement. CIT also provides a unique opportunity to develop cross-disciplinary training and partnerships.

5.6.1 ACTION ITEM: Because of the importance of this issue, Congress should appropriate funds to help support law enforcement crisis intervention training.

⁹⁵ Listening Session on Training and Education: Supervisory, Leadership and Management Training (oral testimony of Kimberly Jacobs, chief, Columbus [OH] Division of Police, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015); Listening Session on Training and Education (e-mail of Annie McKee, senior fellow, University of Pennsylvania, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13–14, 2015); Listening Session on Training and Education (written testimony of Anthony Braga et al. for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 13–14, 2015).

⁹⁶ Natalie Bonfine, Christian Ritter, and Mark R. Munetz, “Police Officer Perceptions of the Impact of Crisis Intervention Team (CIT) Programs,” *International Journal of Law and Psychiatry* 37, no. 4 (July–August 2014): 341–350, doi:10.1016/j.ijlp.2014.02.004.

⁹⁷ Kelly E. Canada, Beth Angell, and Amy C. Watson, “Crisis Intervention Teams in Chicago: Successes on the Ground,” *Journal of Police Crisis Negotiations* 10, no. 1–2 (2010), 86–100, doi:10.1080/15332581003792070.

5.7 RECOMMENDATION: POSTs should ensure that basic officer training includes lessons to improve social interaction as well as tactical skills.

These include topics such as critical thinking, social intelligence, implicit bias, fair and impartial policing, historical trauma, and other topics that address capacity to build trust and legitimacy in diverse communities and offer better skills for gaining compliance without the use of physical force. Basic recruit training must also include tactical and operations training on lethal and nonlethal use of force with an emphasis on de-escalation and tactical retreat skills.

5.8 RECOMMENDATION: POSTs should ensure that basic recruit and in-service officer training include curriculum on the disease of addiction.

It is important that officers be able to recognize the signs of addiction and respond accordingly when they are interacting with people who may be impaired as a result of their addiction. Science has demonstrated that addiction is a disease of the brain—a disease that can be prevented and treated and from which people can recover. The growing understanding of this science has led to a number of law enforcement agencies equipping officers with overdose-reversal drugs such as naloxone and the passage of legislation in many states that shield any person from civil and criminal liability if they administer naloxone.

The Obama Administration’s drug policy reflects this understanding and emphasizes access to treatment over incarceration, pursuing “smart on crime” rather than “tough on crime” approaches to drug-related offenses, and support for early health interventions designed to break the cycle of drug use, crime, incarceration, and re-arrest.⁹⁸ And the relationship between incarceration and addiction is a significant one. A 2004 survey by the U.S. Department of Justice estimated that about 70 percent of state and 64 percent of federal prisoners regularly used drugs prior to incarceration.⁹⁹

5.9 RECOMMENDATION: POSTs should ensure both basic recruit and in-service training incorporates content around recognizing and confronting implicit bias and cultural responsiveness.

As the nation becomes more diverse, it will become increasingly important that police officers be sensitive to and tolerant of differences. It is vital that law enforcement provide training that recognizes the unique needs and characteristics of minority communities, whether they are victims or witnesses of crimes, subjects of stops, or criminal suspects.

Keeshan Harley, a young Black man, testified that he estimates that he’s been stopped and frisked more than 100 times and that he felt that the problem is not just a few individual bad apples, but the

⁹⁸ *A Drug Policy for the 21st Century*, July 2014, accessed February 27, 2015, <http://www.whitehouse.gov/ondcp/drugpolicyreform>.

⁹⁹ C. Mumola and J.C. Karberg, *Drug Use and Dependence, State and Federal Prisoners, 2004* (Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2007), <http://www.bjs.gov/content/pub/pdf/dudsf04.pdf>.

systemic way policing treats certain communities—including low-income and young people, African Americans, LGBTQ people, the homeless, immigrants, and people with psychiatric disabilities. In so doing, police have produced communities of alienation and resentment.¹⁰⁰ He is arguably not alone in his opinions, given that research has shown that “of those involved in traffic and street stops, a smaller percentage of Blacks than Whites believed the police behaved properly during the stop.”¹⁰¹

And in a 2012 Survey of LGBTQ/HIV contact with police, 25 percent of respondents with any recent police contact reported at least one type of misconduct or harassment, such as being accused of an offense they did not commit, verbal assault, being arrested for an offense they did not commit, sexual harassment, physical assault, or sexual assault.¹⁰²

5.9.1 ACTION ITEM: Law enforcement agencies should implement ongoing, top down training for all officers in cultural diversity and related topics that can build trust and legitimacy in diverse communities. This should be accomplished with the assistance of advocacy groups that represent the viewpoints of communities that have traditionally had adversarial relationships with law enforcement.

5.9.2 ACTION ITEM: Law enforcement agencies should implement training for officers that covers policies for interactions with the LGBTQ population, including issues such as determining gender identity for arrest placement, the Muslim, Arab, and South Asian communities, and immigrant or non-English speaking groups, as well as reinforcing policies for the prevention of sexual misconduct and harassment.

5.10 RECOMMENDATION: POSTs should require both basic recruit and in-service training on policing in a democratic society.

Police officers are granted a great deal of authority, and it is therefore important that they receive training on the Constitutional basis of and the proper use of that power and authority. Particular focus should be placed on ensuring that Terry stops¹⁰³ are conducted within constitutional guidelines.

¹⁰⁰ Listening Session on Training and Education: Voices in the Community (oral testimony of Keeshan Harley, member, Communities United for Police Reform, for the President’s Task Force on 21st Century Policing, Phoenix, AZ, February 14, 2015); see also Tracey L. Meares, “Programming Errors: Understanding the Constitutionality of Stop-and-Frisk as a Program, Not an Incident,” University of Chicago Law Review (forthcoming).

¹⁰¹ Lynn Langton, and Matthew Durose, *Police Behavior During Traffic and Street Stops, 2011, Special Report* (Washington, DC: U.S. Department of Justice Programs, Bureau of Justice Statistics, 2013), NCJ 242937.

¹⁰² Listening Session on Policy and Oversight (written testimony of Lambda Legal for the President’s Task Force on 21st Century Policing, Cincinnati, OH, January 30–31, 2015); Lambda Legal, *Protected and Served? Survey of LGBT/HIV Contact with Police, Courts, Prisons, and Security, 2014*, accessed February 28, 2015, <http://www.lambdalegal.org/protected-and-served>.

¹⁰³ *Terry v. Ohio*, 392 U.S. 1 (1968).

5.11 RECOMMENDATION: The Federal Government, as well as state and local agencies, should encourage and incentivize higher education for law enforcement officers.

While many believe that a higher level of required education could raise the quality of officer performance, law enforcement also benefits from a diverse range of officers who bring their cultures, languages, and life experiences to policing. Offering entry level opportunities to recruits without a college degree can be combined with the provision of means to obtain higher education throughout their career, thereby ensuring the benefits of a diverse staff with a well-educated police force and an active learning culture. Current student loan programs allow repayment based on income, and some already provide tuition debt forgiveness after 120 months of service in the government or nonprofit sector.

5.11.1 ACTION ITEM: The Federal Government should create a loan repayment and forgiveness incentive program specifically for policing.

This could be modeled on similar programs that already exist for government service and other fields or the reinstatement of funding for programs such as the 1960s and 70s Law Enforcement Education Program.

Table 3. College degree requirements for full-time instructors in state and local law enforcement training academies, by type of operating agency, 2006

Primary operating agency	Percentage of academies with a minimum educational requirement that included a college degree		
	Total	4-year degree	2-year degree
All types	19%	11%	8%
State Peace Officer Standards and Training	13%	13%	0%
State police	11%	7%	5%
Sheriff's office	2%	0%	2%
County police	5%	0%	5%
Municipal police	7%	4%	3%
College/university	35%	22%	13%
Multiagency	15%	2%	13%
Other types	8%	8%	0%

Source: Brian A. Reaves, "State and Local Law Enforcement Training Academies, 2006," *Special Report* (Washington, DC: Bureau of Justice Statistics, 2009), <http://www.bjs.gov/content/pub/pdf/slleta06.pdf>.

5.12 RECOMMENDATION: The Federal Government should support research into the development of technology that enhances scenario based training, social interaction skills, and enables the dissemination of interactive distance learning for law enforcement.

This will lead to new modalities that enhance the effectiveness of the learning experience, reduce instructional costs, and ensure the broad dissemination of training through platforms that do not require time away from agencies.

This would be especially helpful for smaller and more rural departments who cannot spare the time for their officers to participate in residential/in-person training programs. Present day technologies should also be employed more often—web based learning, behavior evaluations through body worn camera videos, software programs for independent learning, scenario-based instruction through videos, and other methods. This can also increase access to evidence based research and other sources of knowledge.

5.13 RECOMMENDATION: The U.S. Department of Justice should support the development and implementation of improved Field Training Officer programs.

This is critical in terms of changing officer culture. Field Training Officers impart the organizational culture to the newest members. The most common current program, known as the San Jose Model, is more than 40 years old and is not based on current research knowledge of adult learning modalities. In many ways it even conflicts with innovative training strategies that encourage problem-based learning and support organizational procedural justice.

5.13.1 ACTION ITEM: The U.S. Department of Justice should support the development of broad Field Training Program standards and training strategies that address changing police culture and organizational procedural justice issues that agencies can adopt and customize to local needs.

A potential model for this is the Police Training Officer program developed by the COPS Office in collaboration with PERF and the Reno (Nevada) Police Department. This problem based learning strategy used adult learning theory and problem solving tools to encourage new officers to think with a proactive mindset, enabling the identification of and solution to problems within their communities.

5.13.2 ACTION ITEM: The U.S. Department of Justice should provide funding to incentivize agencies to update their Field Training Programs in accordance with the new standards.

Pillar Six: Officer Wellness & Safety

Most law enforcement officers walk into risky situations and encounter tragedy on a regular basis. Some, such as the police who responded to the carnage of Sandy Hook Elementary School, witness horror that stays with them for the rest of their lives. Others are physically injured in carrying out their duties, sometimes needlessly, through mistakes made in high stress situations. The recent notable deaths of officers are stark reminders of the risk officers face. As a result, physical, mental, and emotional injuries plague many law enforcement agencies.

However, a large proportion of officer injuries and deaths are not the result of interaction with criminal offenders but the outcome of poor physical health due to poor nutrition, lack of exercise, sleep deprivation, and substance abuse. Yet these causes are often overlooked or given scant attention. Many other injuries and fatalities are the result of vehicular accidents.

The wellness and safety of law enforcement officers is critical not only to themselves, their colleagues, and their agencies but also to public safety. An officer whose capabilities, judgment, and behavior are adversely affected by poor physical or psychological health may not only be of little use to the community he or she serves but also a danger to it and to other officers. As task force member Tracey Meares observed, “Hurt people can hurt people.”¹⁰⁴

Commenting on the irony of law enforcement’s lack of services and practices to support wellness and safety, Dr. Laurence Miller observed in his testimony that supervisors would not allow an officer to go on patrol with a deficiently maintained vehicle, an un-serviced duty weapon, or a malfunctioning radio—but pay little attention to the maintenance of what is all officers’ most valuable resource: their brains.¹⁰⁵

Officer suicide is also a problem: a national study using data of the National Occupational Mortality Surveillance found that police died from suicide 2.4 times as often as from homicides. And though depression resulting from traumatic experiences is often the cause, routine work and life stressors—serving hostile communities, working long shifts, lack of family or departmental support—are frequent motivators too.

In this pillar, the task force focused on many of the issues that impact and are impacted by officer wellness and safety, focusing on strategies in several areas: physical, mental, and emotional health; vehicular accidents; officer suicide; shootings and assaults; and the partnerships with social services, unions, and other organizations that can support solutions.

¹⁰⁴ Listening Session on Officer Safety and Wellness (comment of Tracey Meares, task force member, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

¹⁰⁵ Listening Session on Officer Safety and Wellness (oral testimony of Laurence Miller, psychologist, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

Physical injuries and death in the line of duty, while declining, are still too high. According to estimates of U.S. Bureau of Labor Statistics, more than 100,000 law enforcement professionals are injured in the line of duty each year. Many are the result of assaults, which underscores the need for body armor, but most are due to vehicular accidents.

To protect against assaults, Orange County (Florida) Sheriff Jerry Demings talked about immersing new officers in simulation training that realistically depicts what they are going to face in the real world. “I subscribe to an edict that there is no substitute for training and experience . . . deaths and injuries can be prevented through training that is both realistic and repetitive.”¹⁰⁶

But to design effective training first requires collecting substantially more information about the nature of injuries sustained by officers on the job. Dr. Alexander Eastman’s testimony noted that the field of emergency medicine involves the analysis of vast amounts of data with regard to injuries in order to improve prevention as well as treatment.

In order to make the job of policing more safe, a nationwide repository for [law enforcement officer] injuries sustained is desperately needed. A robust database of this nature, analyzed by medical providers and scientists involved in law enforcement, would allow for recommendations in tactics, training, equipment, medical care and even policies/procedures that are grounded in that interface between scientific evidence, best medical practice and sound policing.¹⁰⁷

Poor nutrition and fitness are also serious threats, as is sleep deprivation. Many errors in judgment can be traced to fatigue, which also makes it harder to connect with people and control emotions. But administrative changes such as reducing work shifts can improve officer’s feelings of well-being, and the implementation of mental health strategies can lessen the impact of the stress and trauma.

However, the most important factor to consider when discussing wellness and safety is the culture of law enforcement, which needs to be transformed. Support for wellness and safety should permeate all practices and be expressed through changes in procedures, requirements, attitudes, and behaviors. An agency work environment in which officers do not feel they are respected, supported, or treated fairly is one of the most common sources of stress. And research indicates that officers who feel respected by their supervisors are more likely to accept and voluntarily comply with departmental policies. This transformation should also overturn the tradition of silence on psychological problems, encouraging officers to seek help without concern about negative consequences.

¹⁰⁶ Listening Session on Officer Safety and Wellness: Officer Safety (oral testimony of Jerry Demings, sheriff, Orange County, FL, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

¹⁰⁷ Listening Session on Officer Safety and Wellness: Officer Safety (oral testimony of Dr. Alexander Eastman, lieutenant and deputy medical director, Dallas Police Department, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

Partnerships are another crucial element. An agency cannot successfully tackle these issues without partners such as industrial hygienists, chaplains, unions, and mental health providers. But no program can succeed without buy-in from agency leadership as well as the rank and file.

The “bulletproof cop” does not exist. The officers who protect us must also be protected—against incapacitating physical, mental, and emotional health problems as well as against the hazards of their job. Their wellness and safety are crucial for them, their colleagues, and their agencies, as well as the well-being of the communities they serve.

6.1 RECOMMENDATION: The U.S. Department of Justice should enhance and further promote its multi-faceted officer safety and wellness initiative.

As noted by all task force members during the listening session, wellness and safety supports public safety. Officers who are mentally or physical incapacitated cannot serve their communities adequately and can be a danger to the people they serve, to their fellow officers, and to themselves.

6.1.1 ACTION ITEM: Congress should establish and fund a national “Blue Alert” warning system.

Leveraging the current Amber Alert program used to locate abducted children, the Blue Alert would enlist the help of the public in finding suspects after a law enforcement officer is killed in the line of duty. Some similar state systems do exist, but there are large gaps; a national system is needed. In addition to aiding the apprehension of suspects, it would send a message about the importance of protecting law enforcement from undue harm.

6.1.2 ACTION ITEM: The U.S. Department of Justice, in partnership with the U.S. Department of Health and Human Services, should establish a task force to study mental health issues unique to officers and recommend tailored treatments.

Law enforcement officers are subject to more stress than the general population owing to the nature of their jobs. In addition to working with difficult—even hostile—individuals, responding to tragic events, and sometimes coming under fire themselves, they suffer from the effects of everyday stressors—the most acute of which often come from their agencies, because of confusing messages or non-supportive management; and their families, who do not fully understand the pressures the officers face on the job. And as witness Laurence Miller said, “When both work and family relations fray, the individual’s coping abilities can be stretched to the limit, resulting in alcohol abuse, domestic violence, overaggressive policing, even suicide.”¹⁰⁸

¹⁰⁸ Listening Session on Officer Safety and Wellness (oral testimony of Laurence Miller, psychologist, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

To add to the problems of those suffering from psychological distress, law enforcement culture has not historically supported efforts to treat or even acknowledged mental health problems, which are usually seen as a sign of “weakness.” The challenges and treatments of mental health issues should therefore be viewed within the context of law enforcement’s unique culture and working environment.

This task force should also look to establish a national toll-free mental health hotline specifically for police officers. This would be a fast, easy, and confidential way for officers to get advice whenever they needed to; and because they would be anonymous, officers would be more likely to take advantage of this resource. Since nobody understands the challenges an officer faces like another officer, it should be peer driven—anonously connecting callers to officers who are not in the same agency and who could refer the caller to professional help if needed. An advisory board should be formed to guide the creation of this hotline service.

6.1.3 ACTION ITEM: The Federal Government should support the continuing research into the efficacy of an annual mental health check for officers, as well as fitness, resilience, and nutrition.

Currently, most mental health checks are ordered as interventions for anger management or substance abuse and are ordered reactively after an incident. Mental health checks need to be more frequent to prevent problems. Because officers are exposed to a wide range of stressors on a continuous basis as part of their daily routines, mental and physical health check-ups should be conducted on an ongoing basis. Furthermore, officer nutrition and fitness issues change with time, varying widely from those of the new academy graduate to those of the veteran who has spent the last five years sitting in a squad car. Many health problems—notably cardiac issues—are cumulative.

6.1.4. ACTION ITEM: Pension plans should recognize fitness for duty examinations as definitive evidence of valid duty or non-duty related disability.

Officers who have been injured in the line of duty can exist in limbo, without pay, unable to work but also unable to get benefits because the “fitness for duty” examinations given by their agencies are not recognized as valid proof of disability. And since officers, as public servants, cannot receive social security, they can end up in a precarious financial state.

6.1.5 ACTION ITEM: Public Safety Officer Benefits (PSOB) should be provided to survivors of officers killed while working, regardless of whether the officer used safety equipment (seatbelt or anti-ballistic vest) or if officer death was the result of suicide attributed to a current diagnosis of duty-related mental illness, including but not limited to post-traumatic stress disorder (PTSD).

Families should not be penalized because an officer died in the line of duty but was not wearing a seat belt or body armor. Though these precautions are very important and strongly encouraged, there are occasions when officers can be more effective without them.¹⁰⁹

A couple of situations were mentioned by task force member Sean Smoot, who described the efforts of an officer who took off his seat belt to tend to the injuries of a victim in the back of the car as his partner sped to the hospital. Another scenario he mentioned was the rescue of a drowning woman by an officer who shed his heavy body armor to go into the water. Charles Ramsey, task force co-chair, also noted that these types of situations could be further mitigated by the invention of seatbelts that officers could quickly release without getting tangled on their belts, badges, and radios, as well as body armor that is lighter and more comfortable.

6.2 RECOMMENDATION: Law enforcement agencies should promote safety and wellness at every level of the organization.

Safety and wellness issues affect all law enforcement professionals, regardless of their management status, duty, or tenure. Moreover, line officers are more likely to adopt procedures or change practices if they are advised to do so by managers who also model the behavior they encourage. According to witness David Orr, buy-in from the leaders as well as the rank and file is essential to the success of any program.¹¹⁰

6.2.1 ACTION ITEM: Though the Federal Government can support many of the programs and best practices identified by the U.S. Department of Justice initiative described in recommendation 6.1, the ultimate responsibility lies with each agency.

Though legislation and funding from the Federal Government is necessary in some cases, most of the policies, programs, and practices recommended by the task force can and should be implemented at the local level. It is understood, however, that there are no “one size fits all” solutions and that implementation will vary according to agency size, location, resources, and other factors.

6.3 RECOMMENDATION: The U.S. Department of Justice should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement.

¹⁰⁹ Listening Session on Officer Safety and Wellness: Voices from the Field (oral testimony of William Johnson, executive director, National Association of Police Organizations, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

¹¹⁰ Listening Session on Officer Safety and Wellness (oral testimony of David Orr, sergeant, Norwalk [CT] Police Department, to the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

It has been established by significant bodies of research that long shifts can not only cause fatigue, stress, and decreased ability to concentrate but also lead to other more serious consequences.¹¹¹ Fatigue and stress undermine not only the immune system but also the ability to work at full capacity, make decisions, and maintain emotional equilibrium. Though long shifts are understandable in the case of emergencies, as a standard practice they can lead to poor morale, poor job performance, irritability, and errors in judgment that can have serious, even deadly, consequences.

6.3.1 ACTION ITEM: The U.S. Department of Justice should fund additional research into the efficacy of limiting the total number of hours an officer should work within a 24–48 hour period, including special findings on the maximum number of hours an officer should work in a high risk or high stress environment (e.g., public demonstrations or emergency situations).

6.4 RECOMMENDATION: Every law enforcement officer should be provided with individual tactical first aid kits and training as well as anti-ballistic vests.

Task force witness Dr. Alexander Eastman, who is a trauma surgeon as well as a law enforcement professional, noted that tactical first aid kits would significantly reduce the loss of both officer and civilian lives due to blood loss. Already available to members of the military engaged in combat missions, these kits are designed to save lives by controlling hemorrhaging. They contain tourniquets, an Olaes modular bandage, and QuikClot gauze and would be provided along with training in hemorrhage control. Dr. Eastman estimated that the kits could cost less than \$50 each and require about two hours of training, which could be provided through officers who have completed “train the trainer” programs.¹¹²

This would be a national adoption of the Hartford Consensus, which calls for agencies to adopt hemorrhage control as a core law enforcement skill and to integrate rescue/emergency medical services personnel into community-wide active shooter preparedness and training. These activities would complement the current “Save Our Own” law enforcement-based hemorrhage control programs.¹¹³

¹¹¹ Bryan Vila, *Tired Cops: The Importance of Managing Police Fatigue*, (Washington, DC: Police Executive Research Forum, 2000); Mora L. Fiedler, *Officer Safety and Wellness: An Overview of the Issues* (Washington, DC: Office of Community Oriented Policing Services, 2011), 4, <http://cops.usdoj.gov/pdf/OSWG/e091120401-OSWGReport.pdf>.

¹¹² Listening Session on Officer Safety and Wellness: Officer Safety (oral testimony of Dr. Alexander Eastman, lieutenant and deputy medical director, Dallas Police Department, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

¹¹³ M. Jacobs Lenworth, Jr., “Joint Committee to Create a National Policy to Enhance Survivability from Mass Casualty Shooting Events: Hartford Consensus II,” *Journal of the American College of Surgeons* 218, no. 3 (March 2014): 476–478.

To further reduce officer deaths, the task force also strongly recommends the provision of body armor to all officers with replacements when necessary.

6.4.1 ACTION ITEM: Congress should authorize funding for the distribution of law enforcement individual tactical first-aid kits.

6.4.2 ACTION ITEM: Congress should reauthorize and expand the Bulletproof Vest Partnership (BVP) program.

Created by statute in 1998, this program is a unique U.S. Department of Justice initiative designed to provide a critical resource to state and local law enforcement. Based on data collected and recorded by Bureau of Justice Assistance staff, in FY 2012 protective vests were directly attributed to saving the lives of at least 33 law enforcement and corrections officers.

6.5 RECOMMENDATION: The U.S. Department of Justice should expand efforts to collect and analyze data not only on officer deaths but also on injuries and “near misses.”

Another recommendation mentioned by multiple witnesses is the establishment of a nationwide repository of data on law enforcement injuries, deaths, and near misses. Though the Federal Bureau of Investigation (FBI) does maintain a database of information pertinent to police procedures on officers killed in the line of duty, it does not contain the medical details that could be analyzed by medical providers and scientists to improve medical care, tactics, training, equipment, and procedures that would prevent or reduce injuries and save lives. The Police Foundation, with the support of a number of other law enforcement organizations, launched an online Law Enforcement Near Miss Reporting System in late 2014, but it is limited in its ability to systematically analyze national trends in this important data by its voluntary nature.¹¹⁴

6.6 RECOMMENDATION: Law enforcement agencies should adopt policies that require officers to wear seat belts and bullet-proof vests and provide training to raise awareness of the consequences of failure to do so.

According to task force witness Craig Floyd, traffic accidents have been the number one cause of officer fatalities in recent years, and nearly half of those officers were not wearing seat belts.¹¹⁵ He suggests in-car cameras and seat belt sensors to encourage use along with aggressive safety campaigns. Some witnesses endorsed mandatory seat belt policies as well.

¹¹⁴ Deborah L. Spence, “One on One with LEO Near Miss,” *Community Policing Dispatch* 8, no. 2 (February 2015), http://cops.usdoj.gov/html/dispatch/02-2015/leo_near_miss.asp.

¹¹⁵ Listening Session on Officer Safety and Wellness (oral testimony of Craig Floyd, National Law Enforcement Officer Memorial Foundation, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

The Prince George’s County Arrive Alive Campaign initiated by task force witness Chief Mark Magraw to promote 100 percent seat belt usage relied on incentives and peer pressure for success. The message was, “it is not just about you, it is also about your family and your department.”¹¹⁶

There were also many calls for mandatory requirements that all officers wear soft body armor any time they are going to be engaging in enforcement activities, uniformed or not. It was also suggested that law enforcement agencies be required to provide these for all commissioned personnel.

6.7 RECOMMENDATION: Congress should develop and enact peer review error management legislation.

The task force recommends that Congress enact legislation, similar to the Healthcare Quality Improvement Act of 1986,¹¹⁷ that would support the development of an effective peer review error management system for law enforcement similar to what exists in medicine. A robust but nonpunitive peer review error management program—in which law enforcement officers could openly and frankly discuss their own or others’ mistakes or near misses *without fear of legal repercussions*—would go a long way toward reducing injuries and fatalities by improving tactics, policies, and procedures. Protecting peer review error management findings from being used in legal discovery would enable the widespread adoption of this program by law enforcement.

The Near Miss anonymous reporting system developed by the Police Foundation in Washington, D.C. currently collects anonymous data that can be very helpful in learning from and preventing mistakes, fatalities, and injuries—but a program that enabled peer review of errors would provide even more valuable perspectives and solutions.

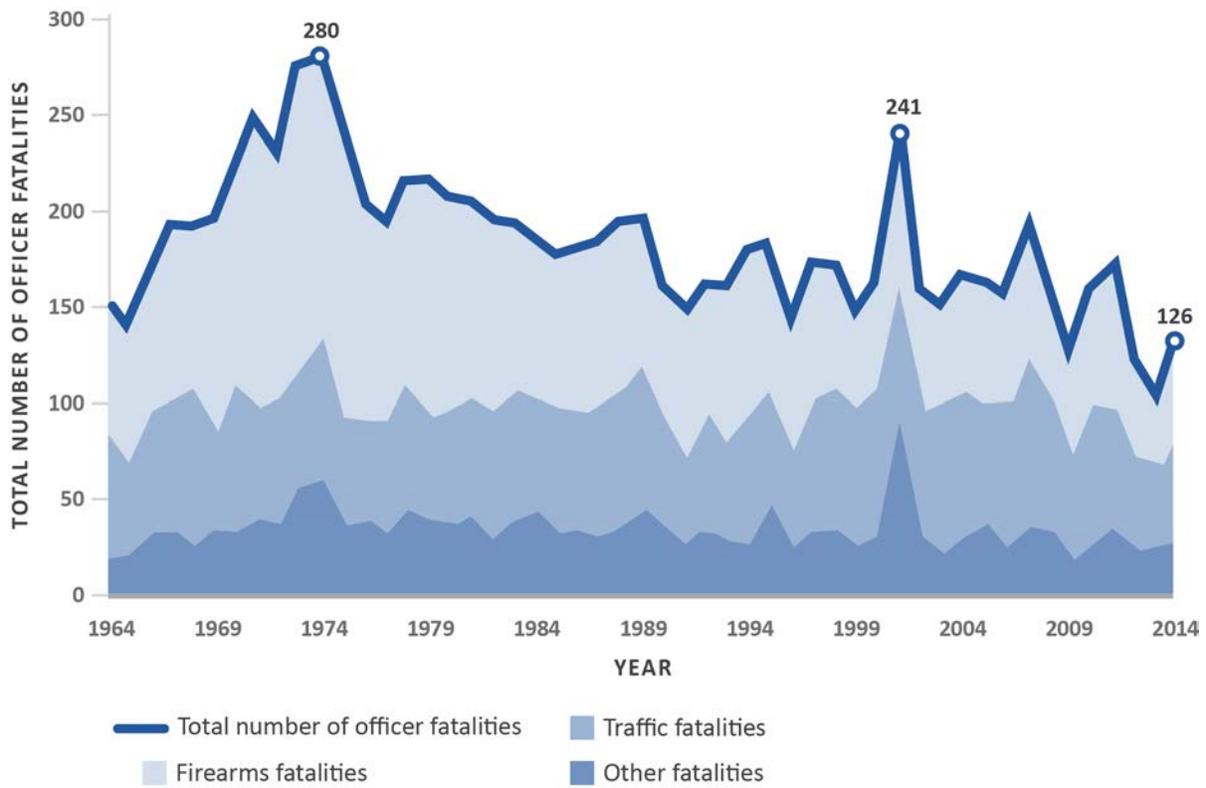
6.8 RECOMMENDATION: The U.S. Department of Transportation should provide technical assistance opportunities for departments to explore the use of vehicles equipped with vehicle collision prevention “smart car” technology that will reduce the number of accidents.

Given that the FBI’s 2003 to 2012 Law Enforcement Officers Killed in Action report showed that 49 percent of officer fatalities were a result of vehicle-related accidents, the need for protective devices cannot be understated. New technologies such as vehicle prevention systems should be explored.

¹¹⁶ Listening Session on Officer Safety and Wellness (oral testimony of Mark Magraw, chief, Prince Georges County [MD] Police Department, for the President’s Task Force on 21st Century Policing, Washington, DC, February 23, 2015).

¹¹⁷ The Health Care Quality Improvement Act of 1986 (HCQIA), 42 USC §11101 et seq., sets out standards for professional review actions. If a professional review body meets these standards, then neither the professional review body nor any person acting as a member or staff to the body will be liable in damages under most federal or state laws with respect to the action. For more information, see “Medical Peer Review,” American Medical Association, accessed February 28, 2015, <http://www.ama-assn.org/ama/pub/physician-resources/legal-topics/medical-peer-review.page>.

Figure 2. Total fatalities from 1964–2014



Source: "126 Law Enforcement Fatalities Nationwide in 2014," *Preliminary 2014 Law Enforcement Officer Fatalities Report* (Washington, DC: National Law Enforcement Officers Memorial Fund, December 2014), <http://www.nleomf.org/assets/pdfs/reports/Preliminary-2014-Officer-Fatalities-Report.pdf>.

Implementation

The members of the President’s Task Force on 21st Century Policing are convinced that these 59 concrete recommendations for research, action, and further study will bring long-term improvements to the ways in which law enforcement agencies interact with and bring positive change to their communities. But we also recognize that the Administration, through policies and practices already in place, can start right now to move forward on the bedrock recommendations in this report. Accordingly, we propose the following items for immediate action.

7.1 RECOMMENDATION: The President should direct all federal law enforcement agencies to review the recommendations made by the Task Force on 21st Century Policing and, to the extent practicable, to adopt those that can be implemented at the federal level.

7.2 RECOMMENDATION: The U.S. Department of Justice should explore public-private partnership opportunities, starting by convening a meeting with local, regional, and national foundations to discuss the proposals for reform described in this report and seeking their engagement and support in advancing implementation of these recommendations.

7.3 RECOMMENDATION: The U.S. Department of Justice should charge its Office of Community Oriented Policing Services (COPS Office) with assisting the law enforcement field in addressing current and future challenges.

For recommendation 7.3, the COPS Office should consider taking actions including but not limited to the following:

- Create a National Policing Practices and Accountability Division within the COPS Office.
- Establish national benchmarks and best practices for federal, state, local, and tribal police departments.
- Provide technical assistance and funding to national, state, local, and tribal accreditation bodies that evaluate policing practices.
- Recommend additional benchmarks and best practices for state training and standards boards.
- Provide technical assistance and funding to state training boards to help them meet national benchmarks and best practices in training methodologies and content.
- Prioritize grant funding to departments meeting benchmarks.
- Support departments through an expansion of the COPS Office Collaborative Reform Initiative.

- Collaborate with universities, the Office of Justice Programs and its bureaus (Bureau of Justice Assistance [BJA], Bureau of Justice Statistics [BJS], National Institute of Justice [NIJ], and Office of Juvenile Justice and Delinquency Prevention [OJJDP]), and others to review research and literature in order to inform law enforcement agencies about evidence-based practices and to identify areas of police operations where additional research is needed.
- Collaborate with the BJS to
 - establish a central repository for data concerning police use of force resulting in death, as well as in-custody deaths, and disseminate this data for use by both community and police;
 - provide local agencies with technical assistance and a template to conduct local citizen satisfaction surveys;
 - compile annual citizen satisfaction surveys based on the submission of voluntary local surveys, develop a national level survey as well as surveys for use by local agencies and by small geographic units, and develop questions to be added to the National Crime Victimization Survey relating to citizen satisfaction with police agencies and public trust.
- Collaborate with the BJS and others to develop a template of broader indicators of performance for police departments beyond crime rates alone that could comprise a Uniform Justice Report.
- Collaborate with the NIJ and the BJS to publish an annual report on the “State of Policing” in the United States.
- Provide support to national police leadership associations and national rank and file organizations to encourage them to implement task force recommendations.
- Work with the U.S. Department of Homeland Security to ensure that community policing tactics in state, local, and tribal law enforcement agencies are incorporated into their role in homeland security.

Appendix A. Public Listening Sessions & Witnesses

The President’s Task Force on 21st Century Policing hosted multiple public listening sessions to gain broad input and expertise from stakeholders. The information collected in these meetings informed and advised the task force in developing its recommendations.

Listening Session 1: Building Trust & Legitimacy

Washington, D.C., January 13, 2015

Panel One: Subject Matter Experts

Jennifer Eberhardt, Associate Professor of Psychology, Stanford University

Charles Ogletree, Jesse Climenko Professor of Law, Harvard Law School

Tom Tyler, Macklin Fleming Professor of Law and Professor of Psychology, Yale Law School

Samuel Walker, Emeritus Professor of Criminal Justice, University of Nebraska Omaha

Panel Two: Community Representatives

Carmen Perez, Executive Director, The Gathering for Justice

Jim St. Germain, Co-Founder, Preparing Leaders of Tomorrow, Inc.

Jim Winkler, President and General Secretary, National Council of Churches of Christ in the USA

Panel Three: Law Enforcement Organizations

Richard Beary, President, International Association of Chiefs of Police

Chuck Canterbury, National President, Fraternal Order of Police

Andrew Peralta, National President, National Latino Peace Officers Association

Richard Stanek, Immediate Past President, Major County Sheriffs’ Association

Panel Four: Civil Rights / Civil Liberties

Sherrilyn Ifill, President and Director-Counsel, National Association for the Advancement of Colored People Legal Defense and Educational Fund

Maria Teresa Kumar, President and CEO, Voto Latino

Laura Murphy, Director, Washington Legislative Office, American Civil Liberties Union

Vikrant Reddy, Senior Policy Analyst, Texas Public Policy Foundation Center for Effective Justice

Panel Five: Mayors

Kevin Johnson, Mayor, Sacramento

Michael Nutter, Mayor, Philadelphia

Stephanie Rawlings-Blake, Mayor, Baltimore

Listening Session 2: Policy & Oversight

Cincinnati, Ohio, January 30, 2015

Panel One: Use of Force Research and Policies

Geoffrey Alpert, Professor, University of South Carolina
Mick McHale, Vice President, National Association of Police Organizations
Harold Medlock, Chief, Fayetteville (North Carolina) Police Department
Rashad Robinson, Executive Director, Color of Change

Panel Two: Use of Force Investigations and Oversight

Sim Gill, District Attorney, Salt Lake County, Utah
Jay McDonald, President, Fraternal Order of Police of Ohio
Kirk Primas, Deputy Chief, Las Vegas Metropolitan Police Department
Chuck Wexler, Executive Director, Police Executive Research Forum

Panel Three: Civilian Oversight

Charlie Beck, Chief, Los Angeles Police Department
Brian Buchner, President, National Association for Civilian Oversight of Law Enforcement
Darius Charney, Senior Staff Attorney, Center for Constitutional Rights

Panel Four: Mass Demonstrations

Christina Brown, Member, Black Lives Matter: Cincinnati
Garry McCarthy, Superintendent, Chicago Police Department
Rodney Monroe, Chief, Charlotte-Mecklenburg (North Carolina) Police Department
Sean Whent, Chief, Oakland (California) Police Department

Panel Five: Law Enforcement Culture and Diversity

Malik Aziz, National Chairman, National Black Police Association
Hayley Gorenberg, Deputy Legal Director, Lambda Legal
Kathy Harrell, President, Fraternal Order of Police, Queen City Lodge #69, Cincinnati, Ohio
Barbara O'Connor, President, National Association of Women Law Enforcement Executives

Listening Session 3: Technology & Social Media

Cincinnati, Ohio, January 31, 2015

Panel One: Body Cameras—Research and Legal Considerations

Jim Bueermann, President, Police Foundation

Scott Greenwood, Attorney

Tracie Keese, Co-Founder and Director of Research Partnerships, Center for Policing Equity

Bill Lewinski, Executive Director, Force Science Institute

Michael White, Professor, School of Criminology and Criminal Justice, Arizona State University

Panel Two: Body Cameras—Implementation

Johanna Miller, Advocacy Director, New York Civil Liberties Union

Ken Miller, Chief, Greenville (South Carolina) Police Department

Kenton Rainey, Chief, Bay Area Rapid Transit, San Francisco

Richard Van Houten, Sergeant, Fort Worth (Texas) Police Officers Association

Panel Three: Technology Policy

Eliot Cohen, Lieutenant, Maryland State Police

Madhu Grewal, Policy Counsel, The Constitution Project

Bill Schrier, Senior Policy Advisor, Office of the Chief Information Officer, State of Washington

Vincent Talucci, Executive Director / Chief Executive Officer, International Association of Chiefs of Police

Panel Four: Social Media, Community Digital Engagement and Collaboration

Hassan Aden, Director, Research and Programs, International Association of Chiefs of Police

DeRay McKesson, This is the Movement

Steve Spiker, Research and Technology Director, Urban Strategies Council

Lauri Stevens, Founder and Principal Consultant, LAWS Communications

Listening Session 4: Community Policing & Crime Reduction

Phoenix, Arizona, February 13, 2015

Panel One: Community Policing and Crime Prevention Research

Bill Geller, Director, Geller & Associates

Dr. Delores Jones-Brown, Professor, John Jay College of Criminal Justice, City University of New York

Dr. Dennis Rosenbaum, Professor, University of Illinois at Chicago

Dr. Wesley G. Skogan, Professor, Northwestern University

Panel Two: Building Community Policing Organizations

Anthony Batts, Police Commissioner, Baltimore Police Department

Jeffrey Blackwell, Chief, Cincinnati (Ohio) Police Department

Chris Magnus, Chief, Richmond (California) Police Department

Patrick Melvin, Chief, Salt River Police Department (Salt River Pima-Maricopa Indian Community)

Panel Three: Using Community Policing to Reduce Crime

Kevin Bethel, Deputy Police Commissioner, Philadelphia Police Department

Melissa Jones, Senior Program Officer, Boston's Local Initiatives Support Corporation

David Kennedy, Professor, John Jay College of Criminal Justice, City University of New York

J. Scott Thomson, Chief, Camden County (New Jersey) Police Department

George Turner, Chief, Atlanta Police Department

Panel Four: Using Community Policing to Restore Trust

Rev. Jeff Brown, Rebuilding Every City Around Peace

Dwayne Crawford, Executive Director, National Organization of Black Law Enforcement Executives

Justin Hansford, Assistant Professor of Law, Saint Louis University School of Law

Cecil Smith, Chief, Sanford (Florida) Police Department

Panel Five: Youth and Law Enforcement

Delilah Coleman, Member, Navajo Nation (Senior at Flagstaff High School)

Jose Gonzales, Alumnus, Foster Care and Crossover Youth

Jamecia Luckey, Youth Conference Committee Member, Cocoa (Florida) Police Athletic League

Nicholas Peart, Staff Member, The Brotherhood-Sister Sol (Class Member, *Floyd, et al. v. City of New York, et al.*)

Michael Reynolds, Co-President, Youth Power Movement

Listening Session 5: Training & Education

Phoenix, Arizona, February 14, 2015

Panel One: Basic Recruit Academy

Arlen Ciechanowski, President, International Association of Directors of Law Enforcement Standards and Training

William J. Johnson, Executive Director, National Association of Police Organizations

Benjamin B. Tucker, First Deputy Commissioner, New York City Police Department

Dr. Steven Winegar, Coordinator, Public Safety Leadership Development, Oregon Department of Public Safety Standards and Training

Panel Two: In-Service Training

Dr. Scott Decker, Professor, Arizona State University

Aaron Danielson, President, Public Safety Employee Association/AFSCME Local 803, Fairbanks, Alaska

Dr. Cheryl May, Director, Criminal Justice Institute and National Center for Rural Law Enforcement

John Ortolano, President, Arizona Fraternal Order of Police

Gary Schofield, Deputy Chief, Las Vegas Metropolitan Police Department

Panel Three: Supervisory, Leadership and Management Training

Edward Flynn, Chief, Milwaukee (Wisconsin) Police Department

Sandra Hutchens, Sheriff, Orange County (California) Sheriff's Department

Kimberly Jacobs, Chief, Columbus (Ohio) Division of Police

John Layton, Sheriff, Marion County (Indiana) Sheriff's Office

Dr. Ellen Scrivner, Executive Fellow, Police Foundation

Panel Four: Voices in the Community

Allie Bones, MSW, Chief Executive Officer, Arizona Coalition to End Sexual and Domestic Violence

Renaldo Fowler, Staff Advocate, Arizona Center for Disability Law

Keeshan Harley, Member, Communities United for Police Reform

Andrea Ritchie, Senior Policy Counsel, Streetwise and Safe

Linda Sarsour, Director, Arab American Association of New York

Panel Five: Special Training on Building Trust

Lt. Sandra Brown (retired), Principal Trainer, Fair and Impartial Policing

Dr. Randolph Dupont, Professor and Clinical Psychologist, University of Memphis

David C. Friedman, Director of National Law Enforcement Initiatives, Anti-Defamation League

Lt. Bruce Lipman (retired), Procedural Justice Training

Dr. Ronal Serpas, Advisory Board Member, Cure Violence Chicago

Listening Session 6: Officer Safety & Wellness

Washington, DC, February 23, 2015

Panel One: Officer Wellness

Dr. Laurence Miller, Clinical Psychologist

David Orr, Sergeant, Norwalk (Connecticut) Police Department

Dr. Sandra Ramey, Professor, University of Iowa

Dr. John Violanti, Professor, State University of New York Buffalo

Yost Zakhary, Public Safety Director, City of Woodway, Texas

Panel Two: Officer Safety

Jane Castor, Chief, Tampa (Florida) Police Department

Jerry L. Demings, Sheriff, Orange County (Florida) Sheriff's Office

Dr. Alexander L. Eastman, Lieutenant and Deputy Medical Director, Dallas Police Department

Craig W. Floyd, Chairman and Chief Executive Officer, National Law Enforcement Officers Memorial Fund

Panel Three: Voices from the Field

Dianne Bernhard, Executive Director, Concerns of Police Survivors

Robert Bryant, Chief, Penobscot Nation

Chuck Canterbury, National President, Fraternal Order of Police

William J. Johnson, Executive Director, National Association of Police Organizations

Jonathan Thompson, Executive Director, National Sheriffs' Association

Panel Four: Labor/Management Relations

Dr. Chuck Wexler, Executive Director, Police Executive Research Forum

Karen Freeman-Wilson, Mayor, Gary, Indiana

Mark Magaw, Chief, Prince George's County (Maryland) Police Department

Jim Pasco, Executive Director, Fraternal Order of Police

Dustin Smith, President, Sacramento (California) Police Officers Association

Listening Session 7: Future of Community Policing

Washington, DC, February 24, 2015

Panel: Future of Community Policing

Dr. Phillip Goff, Professor, University of California, Los Angeles

Jim McDonnell, Sheriff, Los Angeles County Sheriff's Department

Dr. Daniel Nagin, Professor, Carnegie Mellon University

Dr. Lawrence Sherman, Professor, University of Cambridge, U.K.

Jeremy Travis, President, John Jay College of Criminal Justice, City University of New York

Appendix B. Individuals & Organizations That Submitted Written Testimony

In addition to receiving testimony from those individuals that appeared as witnesses during public listening sessions, the President’s Task Force on 21st Century Policing accepted written testimony from any individual or organization to ensure that its information gathering efforts included as many people and perspectives as possible. The task force thanks the individuals and organizations who submitted written testimony for their time and expertise.

This list reflects organizational affiliation at the time of testimony submission and may not represent submitters’ current positions.

Individuals

Robert Abraham, Chair, Gang Resistance Education & Training (GREAT) National Policy Board

Phillip Agnew, Executive Director, Dream Defenders

Kilolo Ajanaku, National Executive Director, World Conference of Mayors’ Dr. Martin Luther King, Jr. American Dream Initiative

Barbara Attard, Past President, National Association for Civilian Oversight of Law Enforcement

Paul Babeu, Vice President, Arizona Sheriffs Association

Monifa Bandle, Communities United for Police Reform

Dante Barry, Executive Director, Million Hoodies

Michael Bell, Lt. Colonel (retired), United States Air Force

Michael Berkow, Chief, Savannah (Georgia) Police Department

Greg Berman and **Emily Gold LaGratta**, Center for Court Innovation

Angela Glover Blackwell, Founder and CEO, PolicyLink

Mark Bowman, Assistant Professor of Justice Studies, Methodist University

Eli Briggs, Director of Government Affairs, National Association of County and City Health Officials (NACCHO)

Cherie Brown, Executive Director, National Coalition Building Institute

Steven Brown, Journalist / Public Relations Consultant

Chris Calabrese, Senior Policy Director, Center for Democracy and Technology—with **Jake Laperruque**, Fellow on Privacy, Surveillance, and Security

Melanie Campbell, President and CEO, National Coalition on Black Civic Participation

Mo Canady, Executive Director, National Association of School Resource Officers (NASRO)

Hugh Carter Donahue, Adjunct Professor, Department of History, Rowan University

Anthony Chapa, President, Hispanic American Police Command Officers Association

Lorig Charkoudian, Executive Director, Community Mediation Maryland

Ralph Clark, President and CEO, SST Inc.

Faye Coffield

The Hon. LaDoris Cordell, Office of the Independent Police Auditor, San Jose, California

Jill Corson Lake, Director of Global Advising, Parsons The New School for Design

David Couper, Chief of Police (retired), Minneapolis Police Department

Madeline deLone, Executive Director, The Innocence Project—with **Marvin Anderson**, Board Member

Jimmie Dotson, Police Chief (retired), Houston Independent School District / GeoDD GeoPolicing Team

Ronnie Dunn, Professor, Cleveland State University

Lauren-Brooke Eisen and **Nicole Fortier** – Counsel, Justice Program, Brennan Center for Justice at NYU School of Law

Christian Ellis, CEO, Alternative Ballistics

Jeffrey Fagan, Professor of Law, Columbia Law School

Mai Fernandez, Executive Director, National Center for Victims of Crime

Johnny Ford, Founder, Alabama Conference of Black Mayors and Mayor, Tuskegee, Alabama

Lisa Foster, Director, Access to Justice Initiative, U.S. Department of Justice

Neill Franklin, Executive Director, Law Enforcement Against Prohibition

S. Gabrielle Frey, Interim Executive Director, National Association of Community Mediation

Lorie Fridell, Associate Professor of Criminology, University of South Florida

Ethan Garcia, Youth Specialist, Identity Inc.

Michael Gennaco, Principal, OIR Group

Al Gerhardstein, Civil Rights Attorney

James Gierach, Executive Board Vice Chairman, Law Enforcement Against Prohibition

Fred Ginyard, Organizing Director, Fabulous Independent Educated Radical for Community Empowerment (FIERCE)

Mark Gissiner, Past President, International Association for Civilian Oversight of Law Enforcement

Becca Gomby, SDR Academy

Rev. Aaron Graham, Lead Pastor, The District Church

Fatima Graves, Vice President, National Women’s Law Center—with **Lara S. Kaufmann**, Senior Counsel and Director of Education Policy for At-Risk Students

Virgil Green, Chairman, Future America National Crime Solution Commission

Sheldon Greenberg, Professor, School of Education, Division of Public Safety Leadership, The Johns Hopkins University

Robert Haas, Police Commissioner, Cambridge (Massachusetts) Police Department

W. Craig Hartley, Executive Director, CALEA

Steven Hawkins, Executive Director, Amnesty International USA

Louis Hayes, The Virtus Group, Inc.

Wade Henderson, President and CEO, The Leadership Conference on Civil and Human Rights—with **Nancy Zirkin**, Executive Vice President

Maulin Chris Herring, Trainer/Consultant, Public Safety

Sandy Holman, Director, The Culture CO-OP

Zachary Horn and **Kent Halverson**, Aptima, Inc.—with **Rebecca Damari** and **Aubrey Logan-Terry**, Georgetown University

Tanya Clay House, Director of Public Policy, Lawyers’ Committee for Civil Rights Under Law

Melanie Jeffers

Megan Johnston, Executive Director, Northern Virginia Mediation Service

Nola Joyce, Deputy Commissioner, Philadelphia Police Department

Keith Kauffman, Captain, Hawthorne (California) Police Department

Gwendolyn Puryear Keita, Executive Director, American Psychological Association, Public Interest Directorate

Stanley Knee, Chief, Austin (Texas) Police Department

Laura Kunard, Senior Research Scientist, CNA Corporation

David Kurz, Chief, Durham (New Hampshire) Police Department

Deborah Lauter, Director of Civil Rights, Anti-Defamation League—with **Michael Lieberman**, Washington Counsel

Cynthia Lum and **Christopher Koper**, George Mason University, Center for Evidence-Based Crime Policy

Bruce Lumpkins

Edward Maguire, Professor of Justice, Law & Criminology, American University

Baron Marquis

Travis Martinez, Lieutenant, Redlands (California) Police Department

Mike Masterson, Chief, Boise (Idaho) Police Department

Andrew Mazzara, Executive Director, International Law Enforcement Forum—with **Colin Burrows** QMP (U.K.), ILEF Advisory Board Chair

R. Paul McCauley, Past President, Academy of Criminal Justice Sciences

V. Michael McKenzie

Harvey McMurray, Chair, Department of Criminal Justice, North Carolina Central University

Pamela Meanes, President, National Bar Association

Doug Mellis, President, Massachusetts Chiefs of Police Association—with **Brian Kyes**, President, Massachusetts Major City Chiefs Association

Seth Miller, President, The Innocence Network

Charlene Moe, Program Coordinator, Center for Public Safety and Justice, Institute of Government and Public Affairs, University of Illinois

Marc Morial, CEO, National Urban League

Richard Myers, Chief, Newport News (Virginia) Police Department

Toye Nash, Sergeant, Phoenix Police Department

Rebecca Neri and **Anthony Berryman** – UCLA Improvement by Design Research Group

Chuck Noerenberg, President, National Alliance for Drug Endangered Children

Newell Normand, Sheriff, Jefferson Parish (Louisiana) Sherriff's Office—submitted with **Adrian Garcia**, Sheriff, Harris County (Texas) Sheriff's Office; **David Mahoney**, Sheriff, Dane County (Wisconsin) Sheriff's Office; **Anthony Normore**, Ph.D., Criminal Justice Commission for Credible Leadership Development; and **Mitch Javidi**, Ph.D., International Academy of Public Safety

Gbadegesin Olubukola, St. Louis University

Patrice O'Neill, CEO/Executive Producer, Not In Our Town

Jim Palmer, Executive Director, Wisconsin Professional Police Association

Julie Parker, Media Relations Division Director, Prince George's County (Maryland) Police Department

George Patterson, Associate Professor, City University of New York

David Perry, President, International Association of Campus Law Enforcement Administrators (IACLEA)

Megan Price, Director, Insight Conflict Resolution Program, School for Conflict Analysis and Resolution, George Mason University

Sue Quinn, Past President, National Association for Civilian Oversight of Law Enforcement

Tess Raser, Teacher, Brooklyn, New York

Darakshan Raja, Program Manager, Washington Peace Center

Sir Desmond Rea and **Robin Masefield**, Northern Ireland Policing Board

Nuno Rocha

Edwin Roessler, Jr., Chief, Fairfax County (Virginia) Police Department

Jeffrey Rojek, University of Texas at El Paso

Iris Roley, Black United Front of Cincinnati

Julia Ryan, Community Safety Initiative Director, LISC

Robert Samuels, Former Acting Director, DOJ Executive Office for Weed and Seed

Kami Chavis Simmons, Professor of Law and Director of the Criminal Justice Program, Wake Forest University School of Law

Russell Skiba, Professor and Director, Equity Project at Indiana University

Ronald Sloan, President, Association of State Criminal Investigative Agencies

Samuel Somers, Jr., Chief, Sacramento Police Department

Don Tijerina, President, Hispanic American Police Command Officers Association

Nicholas Turner, President and Director, Vera Institute of Justice

James Unnever, Professor of Criminology, University of South Florida

Javier Valdes, Executive Director, Make the Road New York

Kim Vansell, Director, National Center for Campus Public Safety

Nina Vinik, Program Director, Gun Violence Prevention, The Joyce Foundation

Vincent Warren, Executive Director, Center for Constitutional Rights

Barbara Weinstein, Associate Director, Religious Action Center of Reform Judaism

Jenny Yang, Chair, U.S. Equal Employment Opportunity Commission

Organizations

American Friends Service Committee

American Society of Criminology, Division of Policing, Ad Hoc Committee to the President’s Task Force on 21st Century Policing (Anthony Braga, Rod K. Brunson, Gary Cordner, Lorie Fridell, Matthew Hickman, Cynthia Lum, Stephen D. Mastrofski, Jack McDevitt, Dennis P. Rosenbaum, Wesley G. Skogan, and William Terrill)

Center for Popular Democracy

Civil Rights Coalition on Police Reform

CNA Corporation (George Fachner, Michael D. White, James R. Coldren, Jr., and James K. Stewart)

Color of Change

Dignity in Schools Campaign

Ethics Bureau at Yale (Lawrence Fox, Supervising Lawyer)

Evangelical Lutheran Church in America

International Association for Human Values (IAHV) / Works of Wonder International

John F. Kennedy School of Government

Local Initiatives Support Corporation (LISC)

Major County Sheriffs’ Association

National Action Network (NAN)

National Association for Civilian Oversight of Law Enforcement

National Association of Counties

National Association of Police Organizations

National Association of Women Law Enforcement Executives

National Collaborative for Health Equity, Dellums Commission

National Fraternal Order of Police

National Organization of Black Law Enforcement Executives (NOBLE)

National Sheriffs’ Association

PICO National Network

Public Science Project

Santa Fe College and the Santa Fe Police Department, Gainesville, Florida

Streetwise & Safe

Team Kids

“Think Tank Johnny”

Appendix C. Executive Order 13684 of December 18, 2014

By the authority vested in me as President by the Constitution and the laws of the United States of America, and in order to identify the best means to provide an effective partnership between law enforcement and local communities that reduces crime and increases trust, it is hereby ordered as follows:

Section 1. *Establishment.* There is established a President's Task Force on 21st Century Policing (Task Force).

Sec. 2. *Membership.* (a) The Task Force shall be composed of not more than eleven members appointed by the President. The members shall include distinguished individuals with relevant experience or subject-matter expertise in law enforcement, civil rights, and civil liberties.

(b) The President shall designate two members of the Task Force to serve as Co-Chairs.

Sec. 3. *Mission.* (a) The Task Force shall, consistent with applicable law, identify best practices and otherwise make recommendations to the President on how policing practices can promote effective crime reduction while building public trust.

(b) The Task Force shall be solely advisory and shall submit a report to the President by March 2, 2015.

Sec. 4. *Administration.* (a) The Task Force shall hold public meetings and engage with Federal, State, tribal, and local officials, technical advisors, and nongovernmental organizations, among others, as necessary to carry out its mission.

(b) The Director of the Office of Community Oriented Policing Services shall serve as Executive Director of the Task Force and shall, as directed by the Co-Chairs, convene regular meetings of the Task Force and supervise its work.

(c) In carrying out its mission, the Task Force shall be informed by, and shall strive to avoid duplicating, the efforts of other governmental entities.

(d) The Department of Justice shall provide administrative services, funds, facilities, staff, equipment, and other support services as may be necessary for the Task Force to carry out its mission to the extent permitted by law and subject to the availability of appropriations.

(e) Members of the Task Force shall serve without any additional compensation for their work on the Task Force, but shall be allowed travel expenses, including per diem, to the extent permitted by law for persons serving intermittently in the Government service (5 U.S.C. 5701-5707).

Sec. 5. *Termination.* The Task Force shall terminate 30 days after the President requests a final report from the Task Force.

Sec. 6. *General Provisions.* (a) Nothing in this order shall be construed to impair or otherwise affect:

(i) the authority granted by law to a department, agency, or the head thereof; or

(ii) the functions of the Director of the Office of Management and Budget relating to budgetary, administrative, or legislative proposals.

(b) This order is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

(c) Insofar as the Federal Advisory Committee Act, as amended (5 U.S.C. App.) (the "Act") may apply to the Task Force, any functions of the President under the Act, except for those in section 6 of the Act, shall be performed by the Attorney General.

THE WHITE HOUSE,
December 18, 2014.

Appendix D. Task Force Members' Biographies

Co-Chairs

Charles Ramsey

Charles Ramsey is the commissioner of the Philadelphia Police Department (PPD), a position he has held since 2008. Since 2010, he has served as president of the Major Cities Chiefs Association and the Police Executive Research Forum. Commissioner Ramsey began his law enforcement career in 1968 as a cadet with the Chicago Police Department (CPD). Over the next 30 years, he held various positions with the CPD, including commander of the Narcotics Division, deputy chief of the Patrol Division, and deputy superintendent, a role he held from 1994 to 1998. In 1998, he was named chief of the Metropolitan Police Department of the District of Columbia (MPDC), where he served until early 2007. In 2007, Commissioner Ramsey served on the Independent Commission on Security Forces of Iraq, leading a review of the Iraqi Police Force. In addition to his current role at the PPD, he also serves as a member of the Homeland Security Advisory Council. Commissioner Ramsey received a BS and MS from Lewis University.

Laurie Robinson

Laurie Robinson is the Clarence J. Robinson Professor of Criminology, Law and Society at George Mason University, a position she has held since 2012. She served as assistant attorney general for the Office of Justice Programs (OJP) in the U.S. Department of Justice (DOJ) from 2009 to 2012. Prior to that, Ms. Robinson served as the Principal deputy assistant attorney general for OJP and acting assistant attorney general for OJP. Previously, she was a member of the Obama-Biden Transition Team. From 2003 to 2009, Ms. Robinson was the director of the Master of Science Program in Criminology at the University of Pennsylvania. From 1993 to 2000, she served her first term as assistant attorney general for OJP. Before joining DOJ, Ms. Robinson spent over 20 years with the American Bar Association, serving as assistant staff director of the Criminal Justice Section from 1972 to 1979, director of the Criminal Justice Section from 1979 to 1993, and director of the Professional Services Division from 1986 to 1993. She is a senior fellow at the George Mason University Center for Evidence-Based Crime Policy and serves as co-chair of the Research Advisory Committee for the International Association of Chiefs of Police. She also serves on the board of trustees of the Vera Institute of Justice. Ms. Robinson received a BA from Brown University.

Members

Cedric L. Alexander

Cedric L. Alexander is the deputy chief operating officer for Public Safety in DeKalb County, Georgia, a position he has held since late 2013. Dr. Alexander is also the national president of the National Organization of Black Law Enforcement Executives. In 2013, he served as chief of police for the DeKalb County Police Department. Prior to this, Dr. Alexander served as federal security director for the Transportation Security Administration (TSA) at Dallas/Fort Worth International Airport from 2007 to 2013. And from 2006 to 2007, he was deputy commissioner of the New York State Division of Criminal

Justice Services. From 2005 to 2006, Dr. Alexander was chief of the Rochester (New York) Police Department (RPD), where he previously served as deputy chief of police from 2002 to 2005. Before joining RPD, Dr. Alexander was a faculty member in the Department of Psychiatry at the University of Rochester Medical Center from 1998 to 2002. He began his career as a deputy sheriff in Florida from 1977 to 1981, before joining the Miami-Dade Police Department, where he was as an officer and detective from 1981 to 1992. He received a BA and MS from St. Thomas University in Miami, Florida, and a PsyD from Wright State University.

Jose Lopez

Jose Lopez is currently the lead organizer at Make the Road New York (MRNY), a Brooklyn-based non-profit community organization focused on civil rights, education reform, and combating poverty. He became lead organizer of MRNY in 2013. Mr. Lopez began his career in 2000 as youth organizer with Make the Road by Walking, which later merged with the Latin American Integration Center to form MRNY in 2007. He continued to serve as youth organizer with MRNY until 2009 when he became senior organizer. Since 2011, Mr. Lopez has represented MRNY on the steering committee of Communities United for Police Reform, a New York City organization advocating for law enforcement reform. From 2001 to 2004, he was an active contributor to the Radio Rookies Project, an initiative of New York Public Radio. He received a BA from Hofstra University.

Tracey L. Meares

Tracey Meares is the Walton Hale Hamilton Professor of Law at Yale Law School, a position she has held since 2007. From 2009 to 2011, she also served as deputy dean of Yale Law School. Before joining the faculty at Yale, she served as a professor at the University of Chicago Law School from 1995 to 2007. She has served on the Committee on Law and Justice, a National Research Council Standing Committee of the National Academy of Sciences. She was appointed by Attorney General Eric Holder to serve on the inaugural U.S. Department of Justice, Office of Justice Programs Science Advisory Board. She also currently serves on the board of directors of the Joyce Foundation. Ms. Meares began her legal career as a law clerk for Judge Harlington Wood, Jr. of the U.S. Court of Appeals for the Seventh Circuit. She later served as a trial attorney in the Antitrust Division at the U.S. Department of Justice. Ms. Meares received a BS from the University of Illinois and a JD from the University of Chicago Law School.

Brittany N. Packnett

Brittany Packnett is currently executive director of Teach For America in St. Louis, Missouri, a position she has held since 2012. From 2010 to 2012, she was a director on the Government Affairs Team at Teach For America. Ms. Packnett was a legislative assistant for the U.S. House of Representatives from 2009 to 2010. From 2007 to 2009, she was a third grade teacher in Southeast Washington, D.C., as a member of the Teach For America Corps. Ms. Packnett has volunteered as executive director of Dream Girls DMV, a mentoring program for young girls, and was the founding co-chair of The Collective-DC, a regional organization for Teach For America alumni of color. She currently serves on the board of New City School, the COCA (Center of Creative Arts) Associate Board, the Urban League of Metro St. Louis Education Committee, and the John Burroughs School Board Diversity Committee. Ms. Packnett received a BA from Washington University in St. Louis and an MA from American University.

Susan Lee Rahr

Susan Rahr is executive director of the Washington State Criminal Justice Training Commission, a position she has held since 2012. From 2005 to 2012, she served as the first female sheriff in King County, Washington. Ms. Rahr spent over 30 years as a law enforcement officer, beginning as a patrol officer and undercover narcotics officer. While serving with the King County Sheriff's Office, she held various positions including serving as the commander of the Internal Investigations and Gang Units; commander of the Special Investigations Section; and police chief of Shoreline, Washington. Ms. Rahr received a BA from Washington State University. She has served as a member of the National Institute of Justice and Harvard Kennedy School Executive Session on Policing and Public Safety; president of the Washington State Association of Sheriffs and Police Chiefs, and an executive board member of the National Sheriffs' Association.

Constance Rice

Constance Rice is a civil rights attorney and co-director of the Advancement Project, an organization she co-founded in 1999. In 2003, Ms. Rice was selected to lead the Blue Ribbon Rampart Review Panel, which investigated the largest police corruption scandal in Los Angeles Police Department history. In 1991, Ms. Rice joined the NAACP Legal Defense and Educational Fund, and she became co-director of the Los Angeles office in 1996. She was previously an associate at Morrison & Foerster and began her legal career as a law clerk to Judge Damon J. Keith of the U.S. Court of Appeals for the Sixth Circuit. Ms. Rice received a BA from Harvard College and a JD from the New York University School of Law.

Sean Michael Smoot

Sean Smoot is currently director and chief counsel for the Police Benevolent & Protective Association of Illinois (PB&PA) and the Police Benevolent Labor Committee (PBLC), positions he has held since 2000. He began his career with PB&PA and PBLC as a staff attorney in 1995, before becoming chief counsel of both organizations in 1997. Since 2001, Mr. Smoot has served as the treasurer of the National Association of Police Organizations and has served on the Advisory Committee for the National Law Enforcement Officers' Rights Center since 1996. From 2008 to 2009, he was a policy advisor to the Obama-Biden Transition Project on public safety and state and local police issues and was a member of the National Institute of Justice and Harvard Kennedy School of Government Executive Session on Policing and Public Safety from 2008 to 2011. Mr. Smoot served as police commissioner of Leland Grove, Illinois, from 1998 to 2008. He received a BS from Illinois State University and a JD from Southern Illinois University School of Law.

Bryan Stevenson

Bryan Stevenson is founder and executive director of the Equal Justice Initiative (EJI), a private, nonprofit organization headquartered in Montgomery, Alabama. In addition to directing the EJI since 1989, he is a clinical professor at New York University School of Law. He previously has served as a visiting professor of law at the University of Michigan School of Law. Mr. Stevenson has received the American Bar Association's Wisdom Award for public service, the ACLU's National Medal of Liberty, and the MacArthur Foundation "Genius" Award Prize. Mr. Stevenson received a BA from Eastern College (now Eastern University), a JD from Harvard Law School, and an MPP from the John F. Kennedy School of Government at Harvard University.

Roberto Villaseñor

Roberto Villaseñor is chief of police for the Tucson (Arizona) Police Department (TPD), a position he has held since 2009. He joined the TPD in 1980 and has served as officer, sergeant, lieutenant, and captain and as assistant chief from 2000 to 2009. Chief Villaseñor was named Officer of the Year for the TPD in 1996 and has been awarded the TPD Medal of Merit three times. He also received the TPD Medal of Distinguished Service. Chief Villaseñor is the incoming president of the Arizona Association of Chiefs of Police and a board member of the Police Executive Research Forum (PERF). He received a BS from Park University and a MEd from Northern Arizona University.

Appendix E. Recommendations and Actions

0.1 OVERARCHING RECOMMENDATION: The President should support and provide funding for the creation of a National Crime and Justice Task Force to review and evaluate all components of the criminal justice system for the purpose of making recommendations to the country on comprehensive criminal justice reform.

0.2 OVERARCHING RECOMMENDATION: The President should promote programs that take a comprehensive and inclusive look at community based initiatives that address the core issues of poverty, education, health, and safety.

1.1 RECOMMENDATION: Law enforcement culture should embrace a guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs' departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens they serve.

1.2 RECOMMENDATION: Law enforcement agencies should acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust.

1.2.1 ACTION ITEM: The U.S. Department of Justice should develop and disseminate case studies that provide examples where past injustices were publically acknowledged by law enforcement agencies in a manner to help build community trust.

1.3 RECOMMENDATION: Law enforcement agencies should establish a culture of transparency and accountability in order to build public trust and legitimacy. This will help ensure decision making is understood and in accord with stated policy.

1.3.1 ACTION ITEM: To embrace a culture of transparency, law enforcement agencies should make all department policies available for public review and regularly post on the department's website information about stops, summonses, arrests, reported crime, and other law enforcement data aggregated by demographics.

1.3.2 ACTION ITEM: When serious incidents occur, including those involving alleged police misconduct, agencies should communicate with citizens and the media swiftly, openly, and neutrally, respecting areas where the law requires confidentiality.

1.4 RECOMMENDATION: Law enforcement agencies should promote legitimacy internally within the organization by applying the principles of procedural justice.

1.4.1 ACTION ITEM: In order to achieve internal legitimacy, law enforcement agencies should involve employees in the process of developing policies and procedures.

1.4.2 ACTION ITEM: Law enforcement agency leadership should examine opportunities to incorporate procedural justice into the internal discipline process, placing additional importance on values adherence rather than adherence to rules. Union leadership should be partners in this process.

1.5 RECOMMENDATION: Law enforcement agencies should proactively promote public trust by initiating positive nonenforcement activities to engage communities that typically have high rates of investigative and enforcement involvement with government agencies.

1.5.1 ACTION ITEM: In order to achieve external legitimacy, law enforcement agencies should involve the community in the process of developing and evaluating policies and procedures.

1.5.2 ACTION ITEM: Law enforcement agencies should institute residency incentive programs such as Resident Officer Programs.

1.5.3 ACTION ITEM: Law enforcement agencies should create opportunities in schools and communities for positive, nonenforcement interactions with police. Agencies should also publicize the beneficial outcomes and images of positive, trust-building partnerships and initiatives.

1.5.4 ACTION ITEM: Use of physical control equipment and techniques against vulnerable populations—including children, elderly persons, pregnant women, people with physical and mental disabilities, limited English proficiency, and others—can undermine public trust and should be used as a last resort. Law enforcement agencies should carefully consider and review their policies towards these populations and adopt policies if none are in place.

1.6 RECOMMENDATION: Law enforcement agencies should consider the potential damage to public trust when implementing crime fighting strategies.

1.6.1 ACTION ITEM: Research conducted to evaluate the effectiveness of crime fighting strategies should specifically look at the potential for collateral damage of any given strategy on community trust and legitimacy.

1.7 RECOMMENDATION: Law enforcement agencies should track the level of trust in police by their communities just as they measure changes in crime. Annual community surveys, ideally standardized across jurisdictions and with accepted sampling protocols, can measure how policing in that community affects public trust.

1.7.1 ACTION ITEM: The Federal Government should develop survey tools and instructions for use of such a model to prevent local departments from incurring the expense and to allow for consistency across jurisdictions.

1.8 RECOMMENDATION: Law enforcement agencies should strive to create a workforce that contains a broad range of diversity including race, gender, language, life experience, and cultural background to improve understanding and effectiveness in dealing with all communities.

1.8.1 ACTION ITEM: The Federal Government should create a Law Enforcement Diversity Initiative designed to help communities diversify law enforcement departments to reflect the demographics of the community.

1.8.2 ACTION ITEM: The department overseeing this initiative should help localities learn best practices for recruitment, training, and outreach to improve the diversity as well as the cultural and linguistic responsiveness of law enforcement agencies.

1.8.3 ACTION ITEM: Successful law enforcement agencies should be highlighted and celebrated and those with less diversity should be offered technical assistance to facilitate change.

1.8.4 ACTION ITEM: Discretionary federal funding for law enforcement programs could be influenced by that department's efforts to improve their diversity and cultural and linguistic responsiveness.

1.8.5 ACTION ITEM: Law enforcement agencies should be encouraged to explore more flexible staffing models.

1.9 RECOMMENDATION: Law enforcement agencies should build relationships based on trust with immigrant communities. This is central to overall public safety.

1.9.1 ACTION ITEM: Decouple federal immigration enforcement from routine local policing for civil enforcement and nonserious crime.

1.9.2 ACTION ITEM: Law enforcement agencies should ensure reasonable and equitable language access for all persons who have encounters with police or who enter the criminal justice system.

1.9.3 ACTION ITEM: The U.S. Department of Justice should remove civil immigration information from the FBI's National Crime Information Center database.

2.1 RECOMMENDATION: Law enforcement agencies should collaborate with community members to develop policies and strategies in communities and neighborhoods disproportionately affected by crime for deploying resources that aim to reduce crime by improving relationships, greater community engagement, and cooperation.

2.1.1 ACTION ITEM: The Federal Government should incentivize this collaboration through a variety of programs that focus on public health, education, mental health, and other programs not traditionally part of the criminal justice system.

2.2 RECOMMENDATION: Law enforcement agencies should have comprehensive policies on the use of force that include training, investigations, prosecutions, data collection, and information sharing. These policies must be clear, concise, and openly available for public inspection.

2.2.1 ACTION ITEM: Law enforcement agency policies for training on use of force should emphasize de-escalation and alternatives to arrest or summons in situations where appropriate.

2.2.2 ACTION ITEM: These policies should also mandate external and independent criminal investigations in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

2.2.3 ACTION ITEM: The task force encourages policies that mandate the use of external and independent prosecutors in cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

2.2.4 ACTION ITEM: Policies on use of force should also require agencies to collect, maintain, and report data to the Federal Government on all officer-involved shootings, whether fatal or nonfatal, as well as any in-custody death.

2.2.5 ACTION ITEM: Policies on use of force should clearly state what types of information will be released, when, and in what situation, to maintain transparency.

2.2.6 ACTION ITEM: Law enforcement agencies should establish a Serious Incident Review Board comprising sworn staff and community members to review cases involving officer involved shootings and other serious incidents that have the potential to damage community trust or confidence in the agency. The purpose of this board should be to identify any administrative, supervisory, training, tactical, or policy issues that need to be addressed.

2.3 RECOMMENDATION: Law enforcement agencies are encouraged to implement nonpunitive peer review of critical incidents separate from criminal and administrative investigations.

2.4 RECOMMENDATION: Law enforcement agencies are encouraged to adopt identification procedures that implement scientifically supported practices that eliminate or minimize presenter bias or influence.

2.5 RECOMMENDATION: All federal, state, local, and tribal law enforcement agencies should report and make available to the public census data regarding the composition of their departments including race, gender, age, and other relevant demographic data.

2.5.1 ACTION ITEM: The Bureau of Justice Statistics should add additional demographic questions to the Law Enforcement Management and Administrative Statistics (LEMAS) survey in order to meet the intent of this recommendation.

2.6 RECOMMENDATION: Law enforcement agencies should be encouraged to collect, maintain, and analyze demographic data on all detentions (stops, frisks, searches, summons, and arrests). This data should be disaggregated by school and non-school contacts.

2.6.1 ACTION ITEM: The Federal Government could further incentivize universities and other organizations to partner with police departments to collect data and develop knowledge about analysis and benchmarks as well as to develop tools and templates that help departments manage data collection and analysis.

2.7 RECOMMENDATION: Law enforcement agencies should create policies and procedures for policing mass demonstrations that employ a continuum of managed tactical resources that are designed to minimize the appearance of a military operation and avoid using provocative tactics and equipment that undermine civilian trust.

2.7.1. ACTION ITEM: Law enforcement agency policies should address procedures for implementing a layered response to mass demonstrations that prioritize de-escalation and a guardian mindset.

2.7.2 ACTION ITEM: The Federal Government should create a mechanism for investigating complaints and issuing sanctions regarding the inappropriate use of equipment and tactics during mass demonstrations.

2.8 RECOMMENDATION: Some form of civilian oversight of law enforcement is important in order to strengthen trust with the community. Every community should define the appropriate form and structure of civilian oversight to meet the needs of that community.

2.8.1 ACTION ITEM: The U.S. Department of Justice, through its research arm, the National Institute of Justice (NIJ), should expand its research agenda to include civilian oversight.

2.8.2 ACTION ITEM: The U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) should provide technical assistance and collect best practices from existing civilian oversight efforts and be prepared to help cities create this structure, potentially with some matching grants and funding.

2.9 RECOMMENDATION: Law enforcement agencies and municipalities should refrain from practices requiring officers to issue a predetermined number of tickets, citations, arrests, or summonses, or to initiate investigative contacts with citizens for reasons not directly related to improving public safety, such as generating revenue.

2.10 RECOMMENDATION: Law enforcement officers should be required to seek consent before a search and explain that a person has the right to refuse consent when there is no warrant or probable cause. Furthermore, officers should ideally obtain written acknowledgement that they have sought consent to a search in these circumstances.

2.12 RECOMMENDATION: Law enforcement agencies should adopt and enforce policies prohibiting profiling and discrimination based on race, ethnicity, national origin, age, gender, gender identity/expression, sexual orientation, immigration status, disability, housing status, occupation, and/or language fluency.

2.12.1 ACTION ITEM: The Bureau of Justice Statistics should add questions concerning sexual harassment of and misconduct toward LGBTQ and gender-nonconforming people by law enforcement officers to the Police Public Contact Survey.

2.12.2 ACTION ITEM: The Centers for Disease Control should add questions concerning sexual harassment of and misconduct toward LGBTQ and gender-nonconforming people by law enforcement officers to the National Intimate Partner and Sexual Violence Survey.

2.12.3 ACTION ITEM: The U.S. Department of Justice should promote and disseminate guidance to federal, state, and local law enforcement agencies on documenting, preventing, and addressing sexual harassment and misconduct by local law enforcement agents, consistent with the recommendations of the International Association of Chiefs of Police.

2.13 RECOMMENDATION: The U.S. Department of Justice, through the Office of Community Oriented Policing Services and Office of Justice Programs, should provide technical assistance and incentive funding to jurisdictions with small police agencies that take steps towards shared services, regional training, and consolidation.

2.14 RECOMMENDATION: The U.S. Department of Justice, through the Office of Community Oriented Policing Services, should partner with the International Association of Directors of Law Enforcement Standards and Training (IADLEST) to expand its National Decertification Index to serve as the National Register of Decertified Officers with the goal of covering all agencies within the United States and its territories.

2.15 RECOMMENDATION: Law enforcement agencies should adopt policies requiring officers to provide their names to individuals they have stopped, along with the reason for the stop, the reason for a search if one is conducted, and a card with information on how to reach the civilian complaint review board.

3.1 RECOMMENDATION: The U.S. Department of Justice, in consultation with the law enforcement field, should broaden the efforts of the National Institute of Justice to establish national standards for the research and development of new technology. These standards should also address compatibility and interoperability needs both within law enforcement agencies and across agencies and jurisdictions and maintain civil and human rights protections.

3.1.1 ACTION ITEM: The Federal Government should support the development and delivery of training to help law enforcement agencies learn, acquire, and implement technology tools and tactics that are consistent with the best practices of 21st century policing.

3.1.2 ACTION ITEM: As part of national standards, the issue of technology's impact on privacy concerns should be addressed in accordance with protections provided by constitutional law.

3.1.3 ACTION ITEM: Law enforcement agencies should deploy smart technology that is designed to prevent the tampering with or manipulating of evidence in violation of policy.

3.2 RECOMMENDATION: The implementation of appropriate technology by law enforcement agencies should be designed considering local needs and aligned with national standards.

3.2.1 ACTION ITEM: Law enforcement agencies should encourage public engagement and collaboration, including the use of community advisory bodies, when developing a policy for the use of a new technology.

3.2.2 ACTION ITEM: Law enforcement agencies should include an evaluation or assessment process to gauge the effectiveness of any new technology, soliciting input from all levels of the agency, from line officer to leadership, as well as assessment from members of the community.

3.2.3. ACTION ITEM: Law enforcement agencies should adopt the use of new technologies that will help them better serve people with special needs or disabilities.

3.3 RECOMMENDATION: The U.S. Department of Justice should develop best practices that can be adopted by state legislative bodies to govern the acquisition, use, retention, and dissemination of auditory, visual, and biometric data by law enforcement.

3.3.1 ACTION ITEM: As part of the process for developing best practices, the U.S. Department of Justice should consult with civil rights and civil liberties organizations, as well as law enforcement research groups and other experts, concerning the constitutional issues that can arise as a result of the use of new technologies.

3.3.2 ACTION ITEM: The U.S. Department of Justice should create toolkits for the most effective and constitutional use of multiple forms of innovative technology that will provide state, local, and tribal law enforcement agencies with a one-stop clearinghouse of information and resources.

3.3.3. ACTION ITEM: Law enforcement agencies should review and consider the Bureau of Justice Assistance's (BJA) Body Worn Camera Toolkit to assist in implementing BWCs.

3.4 RECOMMENDATION: Federal, state, local, and tribal legislative bodies should be encouraged to update public record laws.

3.5 RECOMMENDATION: Law enforcement agencies should adopt model policies and best practices for technology-based community engagement that increases community trust and access.

3.6 RECOMMENDATION: The Federal Government should support the development of new "less than lethal" technology to help control combative suspects.

3.6.1 ACTION ITEM: Relevant federal agencies, including the U.S. Departments of Defense and Justice, should expand their efforts to study the development and use of new less than lethal technologies and evaluate their impact on public safety, reducing lethal violence against citizens, Constitutionality, and officer safety.

3.7 RECOMMENDATION: The Federal Government should make the development and building of segregated radio spectrum and increased bandwidth by FirstNet for exclusive use by local, state, tribal, and federal public safety agencies a top priority.

4.1 RECOMMENDATION: Law enforcement agencies should develop and adopt policies and strategies that reinforce the importance of community engagement in managing public safety.

4.1.1 ACTION ITEM: Law enforcement agencies should consider adopting preferences for seeking "least harm" resolutions, such as diversion programs or warnings and citations in lieu of arrest for minor infractions.

4.2 RECOMMENDATION: Community policing should be infused throughout the culture and organizational structure of law enforcement agencies.

4.2.1 ACTION ITEM: Law enforcement agencies should evaluate officers on their efforts to engage members of the community and the partnerships they build. Making this part of the performance evaluation process places an increased value on developing partnerships.

4.2.2 ACTION ITEM: Law enforcement agencies should evaluate their patrol deployment practices to allow sufficient time for patrol officers to participate in problem solving and community engagement activities.

4.2.3 ACTION ITEM: The U.S. Department of Justice and other public and private entities should support research into the factors that have led to dramatic successes in crime reduction in some communities through the infusion of non-discriminatory policing and to determine replicable factors that could be used to guide law enforcement agencies in other communities.

4.3 RECOMMENDATION: Law enforcement agencies should engage in multidisciplinary, community team approaches for planning, implementing, and responding to crisis situations with complex causal factors.

4.3.1 ACTION ITEM: The U.S. Department of Justice should collaborate with others to develop and disseminate baseline models of this crisis intervention team approach that can be adapted to local contexts.

4.3.3 ACTION ITEM: Communities should look to involve peer support counselors as part of multidisciplinary teams when appropriate. Persons who have experienced the same trauma can provide both insight to the first responders and immediate support to individuals in crisis.

4.3.4 ACTION ITEM: Communities should be encouraged to evaluate the efficacy of these crisis intervention team approaches and hold agency leaders accountable for outcomes.

4.4 RECOMMENDATION: Communities should support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all, especially the most vulnerable.

4.4.1 ACTION ITEM: Because offensive or harsh language can escalate a minor situation, law enforcement agencies should underscore the importance of language used and adopt policies directing officers to speak to individuals with respect.

4.4.1 ACTION ITEM: Law enforcement agencies should develop programs that create opportunities for patrol officers to regularly interact with neighborhood residents, faith leaders, and business leaders.

4.5 RECOMMENDATION: Community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.

4.5.1 ACTION ITEM: Law enforcement agencies should schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.

4.5.2 ACTION ITEM: Law enforcement agencies should engage youth and communities in joint training with law enforcement, citizen academies, ride-alongs, problem solving teams, community action teams, and quality of life teams.

4.5.3. ACTION ITEM: Law enforcement agencies should establish formal community/citizen advisory committees to assist in developing crime prevention strategies and agency policies as well as provide input on policing issues.

4.5.4 ACTION ITEM: Law enforcement agencies should adopt community policing strategies that support and work in concert with economic development efforts within communities.

4.6 RECOMMENDATION: Communities should adopt policies and programs that address the needs of children and youth most at risk for crime or violence and reduce aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.

4.6.1 ACTION ITEM: Education and criminal justice agencies at all levels of government should work together to reform policies and procedures that push children into the juvenile justice system.

4.6.2 ACTION ITEM: In order to keep youth in school and to keep them from criminal and violent behavior, law enforcement agencies should work with schools to encourage the creation of alternatives to student suspensions and expulsion through restorative justice, diversion, counseling, and family interventions.

4.6.3 ACTION ITEM: Law enforcement agencies should work with schools to encourage the use of alternative strategies that involve youth in decision making, such as restorative justice, youth courts, and peer interventions.

4.6.4 ACTION ITEM: Law enforcement agencies should work with schools to adopt an instructional approach to discipline that uses interventions or disciplinary consequences to help students develop new behavior skills and positive strategies to avoid conflict, redirect energy, and refocus on learning.

4.6.5 ACTION ITEM: Law enforcement agencies should work with schools to develop and monitor school discipline policies with input and collaboration from school personnel, students, families, and community members. These policies should prohibit the use of corporal punishment and electronic control devices.

4.6.6 ACTION ITEM: Law enforcement agencies should work with schools to create a continuum of developmentally appropriate and proportional consequences for addressing ongoing and escalating student misbehavior after all appropriate interventions have been attempted.

4.6.7 ACTION ITEM: Law enforcement agencies should work with communities to play a role in programs and procedures to reintegrate juveniles back into their communities as they leave the juvenile justice system.

4.6.8 ACTION ITEM: Law enforcement agencies and schools should establish memoranda of agreement for the placement of School Resource Officers that limit police involvement in student discipline.

4.6.9 ACTION ITEM: The Federal Government should assess and evaluate zero tolerance strategies and examine the role of reasonable discretion when dealing with adolescents in consideration of their stages of maturation or development.

4.7 RECOMMENDATION: Communities need to affirm and recognize the voices of youth in community decision making, facilitate youth-led research and problem solving, and develop and fund youth leadership training and life skills through positive youth/police collaboration and interactions.

4.7.1 ACTION ITEM: Communities and law enforcement agencies should restore and build trust between youth and police by creating programs and projects for positive, consistent, and persistent interaction between youth and police.

4.7.2 ACTION ITEM: Communities should develop community- and school-based evidence-based programs that mitigate punitive and authoritarian solutions to teen problems.

5.1 RECOMMENDATION: The Federal Government should support the development of partnerships with training facilities across the country to promote consistent standards for high quality training and establish training innovation hubs.

5.1.1 ACTION ITEM: The training innovation hubs should develop replicable model programs that use adult-based learning and scenario based training in a training environment modeled less like boot camp. Through these programs the hubs would influence nationwide curricula, as well as instructional methodology.

5.1.2 ACTION ITEM: The training innovation hubs should establish partnerships with academic institutions to develop rigorous training practices, evaluation, and the development of curricula based on evidence-based practices.

5.1.3 ACTION ITEM: The Department of Justice should build a stronger relationship with the International Association of Directors of Law Enforcement (IADLEST) in order to leverage their network with state boards and commissions of Peace Officer Standards and Training (POST).

5.2 RECOMMENDATION: Law enforcement agencies should engage community members in the training process.

5.2.1 ACTION ITEM: The U.S. Department of Justice should conduct research to develop and disseminate a toolkit on how law enforcement agencies and training programs can integrate community members into this training process.

5.3 RECOMMENDATION: Law enforcement agencies should provide leadership training to all personnel throughout their careers.

5.3.1 ACTION ITEM: Recognizing that strong, capable leadership is required to create cultural transformation, the U.S. Department of Justice should invest in developing learning goals and model curricula/training for each level of leadership.

5.3.2 ACTION ITEM: The Federal Government should encourage and support partnerships between law enforcement and academic institutions to support a culture that values ongoing education and the integration of current research into the development of training, policies, and practices.

5.3.3 ACTION ITEM: The U.S. Department of Justice should support and encourage cross-discipline leadership training.

5.4 RECOMMENDATION: The U.S. Department of Justice should develop, in partnership with institutions of higher education, a national postgraduate institute of policing for senior executives with a standardized curriculum preparing them to lead agencies in the 21st century.

5.5 RECOMMENDATION: The U.S. Department of Justice should instruct the Federal Bureau of Investigation to modify the curriculum of the National Academy at Quantico to include prominent coverage of the topical areas addressed in this report. In addition, the COPS Office and the Office of Justice Programs should work with law enforcement professional organizations to encourage modification of their curricula in a similar fashion.

5.6 RECOMMENDATION: POSTs should make Crisis Intervention Training (CIT) a part of both basic recruit and in-service officer training.

5.6.1 ACTION ITEM: Because of the importance of this issue, Congress should appropriate funds to help support law enforcement crisis intervention training.

5.7 RECOMMENDATION: POSTs should ensure that basic officer training includes lessons to improve social interaction as well as tactical skills.

5.8 RECOMMENDATION: POSTs should ensure that basic recruit and in-service officer training include curriculum on the disease of addiction.

5.9 RECOMMENDATION: POSTs should ensure both basic recruit and in-service training incorporates content around recognizing and confronting implicit bias and cultural responsiveness.

5.9.1 ACTION ITEM: Law enforcement agencies should implement ongoing, top down training for all officers in cultural diversity and related topics that can build trust and legitimacy in diverse communities. This should be accomplished with the assistance of advocacy groups that represent the viewpoints of communities that have traditionally had adversarial relationships with law enforcement.

5.9.2 ACTION ITEM: Law enforcement agencies should implement training for officers that covers policies for interactions with the LGBTQ population, including issues such as determining gender identity for arrest placement, the Muslim, Arab, and South Asian communities, and immigrant or non-English speaking groups, as well as reinforcing policies for the prevention of sexual misconduct and harassment.

5.10 RECOMMENDATION: POSTs should require both basic recruit and in-service training on policing in a democratic society.

5.11 RECOMMENDATION: The Federal Government, as well as state and local agencies, should encourage and incentivize higher education for law enforcement officers.

5.11.1 ACTION ITEM: The Federal Government should create a loan repayment and forgiveness incentive program specifically for policing.

5.12 RECOMMENDATION: The Federal Government should support research into the development of technology that enhances scenario based training, social interaction skills, and enables the dissemination of interactive distance learning for law enforcement.

5.13 RECOMMENDATION: The U.S. Department of Justice should support the development and implementation of improved Field Training Officer programs.

5.13.1 ACTION ITEM: The U.S. Department of Justice should support the development of broad Field Training Program standards and training strategies that address changing police culture and organizational procedural justice issues that agencies can adopt and customize to local needs.

5.13.2 ACTION ITEM: The U.S. Department of Justice should provide funding to incentivize agencies to update their Field Training Programs in accordance with the new standards.

6.1 RECOMMENDATION: The U.S. Department of Justice should enhance and further promote its multi-faceted officer safety and wellness initiative.

6.1.1 ACTION ITEM: Congress should establish and fund a national “Blue Alert” warning system.

6.1.2 ACTION ITEM: The U.S. Department of Justice, in partnership with the U.S. Department of Health and Human Services, should establish a task force to study mental health issues unique to officers and recommend tailored treatments.

6.1.3 ACTION ITEM: The Federal Government should support the continuing research into the efficacy of an annual mental health check for officers, as well as fitness, resilience, and nutrition.

6.1.4. ACTION ITEM: Pension plans should recognize fitness for duty examinations as definitive evidence of valid duty or non-duty related disability.

6.1.5 ACTION ITEM: Public Safety Officer Benefits (PSOB) should be provided to survivors of officers killed while working, regardless of whether the officer used safety equipment (seatbelt or anti-ballistic vest) or if officer death was the result of suicide attributed to a current diagnosis of duty-related mental illness, including but not limited to post-traumatic stress disorder (PTSD).

6.2 RECOMMENDATION: Law enforcement agencies should promote safety and wellness at every level of the organization.

6.2.1 ACTION ITEM: Though the Federal Government can support many of the programs and best practices identified by the U.S. Department of Justice initiative described in recommendation 6.1, the ultimate responsibility lies with each agency.

6.3 RECOMMENDATION: The U.S. Department of Justice should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement.

6.3.1 ACTION ITEM: The U.S. Department of Justice should fund additional research into the efficacy of limiting the total number of hours an officer should work within a 24–48 hour period, including special findings on the maximum number of hours an officer should work in a high risk or high stress environment (e.g., public demonstrations or emergency situations).

6.4 RECOMMENDATION: Every law enforcement officer should be provided with individual tactical first aid kits and training as well as anti-ballistic vests.

6.4.1 ACTION ITEM: Congress should authorize funding for the distribution of law enforcement individual tactical first-aid kits.

6.4.2 ACTION ITEM: Congress should reauthorize and expand the Bulletproof Vest Partnership (BVP) program.

6.5 RECOMMENDATION: The U.S. Department of Justice should expand efforts to collect and analyze data not only on officer deaths but also on injuries and “near misses.”

6.6 RECOMMENDATION: Law enforcement agencies should adopt policies that require officers to wear seat belts and bullet-proof vests and provide training to raise awareness of the consequences of failure to do so.

6.7 RECOMMENDATION: Congress should develop and enact peer review error management legislation.

6.8 RECOMMENDATION: The U.S. Department of Transportation should provide technical assistance opportunities for departments to explore the use of vehicles equipped with vehicle collision prevention “smart car” technology that will reduce the number of accidents.

7.1 RECOMMENDATION: The President should direct all federal law enforcement agencies to review the recommendations made by the Task Force on 21st Century Policing and, to the extent practicable, to adopt those that can be implemented at the federal level.

7.2 RECOMMENDATION: The U.S. Department of Justice should explore public-private partnership opportunities, starting by convening a meeting with local, regional, and national foundations to discuss the proposals for reform described in this report and seeking their engagement and support in advancing implementation of these recommendations.

7.3 RECOMMENDATION: The U.S. Department of Justice should charge its Office of Community Oriented Policing Services (COPS Office) with assisting the law enforcement field in addressing current and future challenges.

For recommendation 7.3, the COPS Office should consider taking actions including but not limited to the following:

- Create a National Policing Practices and Accountability Division within the COPS Office.
- Establish national benchmarks and best practices for federal, state, local, and tribal police departments.
- Provide technical assistance and funding to national, state, local, and tribal accreditation bodies that evaluate policing practices.
- Recommend additional benchmarks and best practices for state training and standards boards.
- Provide technical assistance and funding to state training boards to help them meet national benchmarks and best practices in training methodologies and content.
- Prioritize grant funding to departments meeting benchmarks.
- Support departments through an expansion of the COPS Office Collaborative Reform Initiative.
- Collaborate with universities, the Office of Justice Programs and its bureaus (Bureau of Justice Assistance [BJA], Bureau of Justice Statistics [BJS], National Institute of Justice [NIJ], and Office of Juvenile Justice and Delinquency Prevention [OJJDP]), and others to review research and literature in order to inform law enforcement agencies about evidence-based practices and to identify areas of police operations where additional research is needed.
- Collaborate with the BJS to
 - establish a central repository for data concerning police use of force resulting in death, as well as in-custody deaths, and disseminate this data for use by both community and police;
 - provide local agencies with technical assistance and a template to conduct local citizen satisfaction surveys;

- compile annual citizen satisfaction surveys based on the submission of voluntary local surveys, develop a national level survey as well as surveys for use by local agencies and by small geographic units, and develop questions to be added to the National Crime Victimization Survey relating to citizen satisfaction with police agencies and public trust.
- Collaborate with the BJS and others to develop a template of broader indicators of performance for police departments beyond crime rates alone that could comprise a Uniform Justice Report.
- Collaborate with the NIJ and the BJS to publish an annual report on the “State of Policing” in the United States.
- Provide support to national police leadership associations and national rank and file organizations to encourage them to implement task force recommendations.
- Work with the U.S. Department of Homeland Security to ensure that community policing tactics in state, local, and tribal law enforcement agencies are incorporated into their role in homeland security.

A PORTRAIT OF **SONOMA COUNTY**

SONOMA COUNTY HUMAN DEVELOPMENT REPORT 2014

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COMMISSIONED BY
County of Sonoma
Department of
Health Services

Contents

Acknowledgments.....	2
Foreword.....	5
Pledge of Support.....	6
Key Findings.....	8
Understanding Human Development	12
Introduction	13
How Is Human Development Measured?	15
Human Development: The Benefits of a New Approach.....	17
Sonoma County: What the Human Development Index Reveals	20
Sonoma County in Context.....	21
A Long and Healthy Life.....	30
Introduction	31
Analysis by Geography and Race and Ethnicity.....	32
What Fuels the Gaps in Health?.....	43
Access to Knowledge.....	46
Introduction	47
Analysis by Geography, Race and Ethnicity, and Gender.....	49
What Fuels the Gaps in Access to Knowledge?.....	55
A Decent Standard of Living	62
Introduction	63
Analysis by Geography, Gender, and Race and Ethnicity.....	67
What Fuels the Gaps in Living Standards?	73
Agenda for Action	76
References	86
Sonoma County Human Development Indicators	87
Methodological Notes	96
Notes.....	98
Bibliography.....	101
Sonoma County Census Tract Reference Map	

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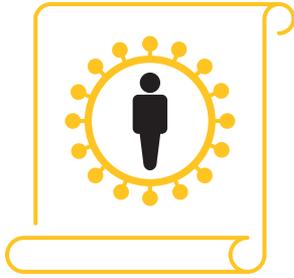
Foreword

We live in a thriving, beautiful county with unique natural resources, rich cultural diversity, and a robust entrepreneurial community. While every city and neighborhood in Sonoma has many assets that contribute to our county, not every individual has access to the same opportunities to meet their full potential to live long and healthy lives. *A Portrait of Sonoma County* is an important step in recognizing those assets as well as raising the difficult reality of disparities. *A Portrait of Sonoma County* is also a critical tool to identify avenues for addressing the underlying causes of disparities.

Our county has set its mission to invest in beautiful, thriving, sustainable communities for all, and by using *A Portrait of Sonoma County*, we will be better able to focus resources and attention to areas of need, leverage the tremendous assets of every neighborhood, and help our many community partners do the same. It is also imperative that our work not end with the publishing of the report. We plan to use the portrait to help build the resilience of our many neighborhoods and communities by enhancing existing collaborative efforts and forging new partnerships with community members, nonprofits, businesses, foundations, and public agencies. In doing this, we will support our community's shared desire for a Sonoma County that is a healthy place to live, work, and play—a place where all residents thrive and achieve their life potential.

David Rabbitt

Chair, Sonoma County Board of Supervisors



Pledge of Support



We have the vision of being the healthiest county in the state of California. We recognize that in order to achieve this goal, we must work together in strategic, thoughtful, and engaging ways. Our Collective Impact efforts to date have led to cross-sector collaborative partnerships and broad awareness of the multiple factors that influence our health, such as access to education, jobs, housing, transportation, and safe neighborhoods. We are committed to significantly improving the health and well-being of all residents.

However, we know that not all residents have access to the same opportunities to meet their full potential and that health, education, and income disparities exist depending on where one lives in the county. We also know that these disparities have real individual and community impacts on long-term health and prosperity.

We, below, commit to using *A Portrait of Sonoma County* to better understand these gaps in opportunities and to partnering with community to identify the strengths and assets on which to build a comprehensive and inclusive response to this report. We commit to utilizing *A Portrait of Sonoma County* in the work of our organizations and our collaborative efforts. We aim to leverage resources, empower communities, share best practices, and strategically focus our efforts in order to creatively contribute to a new and innovative discussion of health equity in our county. We recognize that only by working together as equal partners with a shared vision and common agenda can we hope to achieve our long-term goals of making Sonoma County the healthiest county in the state for all our residents to work, live, and play.

The Pledge is a living document, and additional organizations and elected officials are welcome to pledge support after the initial release. The following organizations and elected officials voice support:

Action Network	North Bay Organizing Project	St. Joseph's Health-Sonoma County	David Glass <i>City of Petaluma Mayor</i>
Ag Innovations Network	Northern California Center for Well-Being	Sutter Medical Center of Santa Rosa	Sarah Glade Gurney <i>City of Sebastopol Council Member</i>
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Community Action Partnership Sonoma County	Regional Climate Protection Authority	Workforce Investment Board (WIB)	Mark Landman <i>City of Cotati Council Member</i>
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North Bay Children's Center			
North Bay Jobs with Justice			
North Bay Labor Council			
North Bay Leadership Council			

Key Findings

Measure of America, a project of the Social Science Research Council, provides easy-to-use yet methodologically sound tools for understanding well-being and opportunity in America and seeks to foster greater awareness of our shared challenges and more support for people-centered policies.

A Portrait of Sonoma County is an in-depth look at how residents of Sonoma County are faring in three fundamental areas of life: **health**, **access to knowledge**, and **living standards**. While these metrics do not measure the county's breathtaking vistas, the rich diversity of its population, or the vibrant web of community organizations engaged in making it a better place, they capture outcomes in areas essential to well-being and opportunity. This report examines disparities within the county among neighborhoods and along the lines of race, ethnicity, and gender. It makes the case that population-based approaches, the mainstay of public health, offer great promise for longer, healthier, and more rewarding lives for everyone and that place-based approaches offer a way to address the multiple and often interlocking disadvantages faced by families who are falling behind. Only by building the capabilities of all residents to seize opportunities and live to their full potential will Sonoma County thrive.

The Sonoma County Department of Health Services (DHS) commissioned Measure of America to prepare this report to provide a holistic framework for understanding and addressing complex issues facing its constituency. It will inform the work of the Department's Health Action initiative. Unlike many other health initiatives, Health Action aims to move beyond a narrowly defined focus on sickness and medical care to take into account a wide range of vital determinants of well-being and health, such as economic opportunities; living and working conditions in homes, schools, and workplaces; community inclusion; and levels of stigma and isolation. DHS has sought to engage a broad spectrum of stakeholders and pinpoint root causes of health disparities, all in the service of Health Action's goal: to make Sonoma the healthiest county in California.

The hallmark of this work is the American Human Development Index, a supplement to Gross Domestic Product and other money metrics that tells the story of how ordinary Americans are faring. The American Human Development Index uses official government data in health, education, and income and allows for well-being rankings of states, congressional districts, counties, census tracts, women and men, and racial and ethnic groups. The Index can empower communities with a tool to identify priorities and track progress over time.

How Does Sonoma County Fare on the American Human Development Index?

The American Human Development Index combines fundamental well-being indicators into a single score expressed as a number between 0 and 10. It is based on the Human Development Index of the United Nations, the global gold standard for measuring the well-being of large population groups. This report is Measure of America's second exploration of well-being within a single county; *A Portrait of Marin* was published in 2012. Both county reports build upon a 2011 study of the state as a whole, *A Portrait of California*.

KEY FINDINGS: AMERICAN HUMAN DEVELOPMENT INDEX

- The most extreme disparities in basic health, education, and earnings outcomes are often found within small geographical areas. Of the county's ninety-nine census tracts, top-ranking East Bennett Valley, with an index value of 8.47, is only five miles away from bottom-ranking Roseland Creek, with an index value of 2.79. The former has a Human Development Index value above that of top-ranked state Connecticut, while the well-being outcomes of the latter are well below those of Mississippi, the lowest-ranked state on the American Human Development Index.
- The ranking of well-being levels by race and ethnicity in Sonoma County follows that of California, with Asian Americans at the top, followed by whites, African Americans, and Latinos. But the gap in human development between the highest- and lowest-ranked racial and ethnic groups is smaller in Sonoma County than it is in California and nationally.
- Sonoma County's females edge out males in human development. They outlive males by just over four years, adult women are slightly more likely to have completed high school and college, and girls' school enrollment is higher than boys'. Yet women's median earnings lag behind men's by \$8,628 per year.

KEY FINDINGS: HEALTH

- Sonoma County residents have an average life expectancy of 81.0—two years longer than the national average of 79.0 but just under California's life expectancy of 81.2.
- An entire decade separates the life expectancies in the top and bottom census tracts.

The most extreme disparities in basic health, education, and earnings outcomes are often found within small geographical areas.

An entire decade separates the life expectancies in the top and bottom census tracts.

- The top five tracts are Central Bennett Valley (85.7 years), Sea Ranch/Timber Cove and Jenner/Cazadero (both 84.8 years), Annadel/South Oakmont and North Oakmont/Hood Mountain (both 84.3 years), and West Sebastopol/Graton (84.1 years). The bottom five are Bicentennial Park (77.0 years), Sheppard (76.6 years), Burbank Gardens (76.0 years), Downtown Santa Rosa (75.5 years), and Kenwood/Glen Ellen (75.2 years).
- Analysis of Sonoma County’s ninety-nine tracts shows a clear positive correlation between life expectancy and education: people in neighborhoods with higher educational attainment and enrollment have longer lives.
- Asian Americans in Sonoma County live the longest compared to other major racial and ethnic groups (86.2 years), followed by Latinos (85.3 years), whites (80.5 years), and African Americans (77.7 years).

KEY FINDINGS: EDUCATION

- Variation in educational outcomes by census tract in Sonoma County is significant and meaningful. The range in the percentage of adult residents with less than a high school diploma is huge, going from a low of 0.4 percent in North Oakmont/Hood Mountain to a high of 46.1 percent in Roseland Creek. The range in school enrollment is likewise vast, from 53.8 percent in Forestville to 100 percent in Central East Windsor.
- In Sonoma County, as in most metro areas and states as well as nationally, educational attainment follows a similar pattern: Asian Americans have the highest score, followed by whites, African Americans, and Latinos. The Education Index is measured by combining the highest degree attained by adults 25 and older and school enrollment of all kids and young adults ages 3 to 24.
- The Census Bureau–defined category “Asian” encompasses U.S.-born citizens who trace their heritage to a wide range of Asian countries, as well as Asian immigrants. The high level of average attainment for this broad group obscures the education struggles of some. While 59.7 percent of Asian Indians in Sonoma County have at least a bachelor’s degree, only 17.5 percent of Vietnamese residents do.

KEY FINDINGS: EARNINGS

- Median earnings, the main gauge of material living standards in this report, are \$30,214 annually in Sonoma County, which is roughly on par with earnings in California and the country as a whole.

Of the three indicators analyzed in this report—unemployment, child poverty, and housing burden—Sonoma falls near the middle of the pack compared to its peer counties in California.

- Significant disparities in earnings separate census tracts within Sonoma County; annual earnings range from \$14,946 in Rohnert Park B/C/R Section, which is below the federal poverty line for a two-person household, to \$68,967 in East Bennett Valley, more than double the county median.
- In Sonoma County, whites earn the most money, \$36,647 annually, followed by Asian Americans (\$32,495), African Americans (\$31,213), and Latinos (\$21,695). This is found in California as a whole as well, although Asian Americans are the top-earning group in the country overall.
- Men in Sonoma County earn about \$8,500 more than women. This wage gap is similar to the gap between men and women at the state level, although it is around \$1,000 smaller than at the national level.
- Level of education is the single biggest predictor of earnings for racial and ethnic groups and for census tracts in Sonoma County.

Conclusion—Pledge of Support

Sonoma County is rich in organizations dedicated to improving life for its residents, particularly those who face high barriers to living freely chosen lives of value and opportunity. Working together, these public and private organizations can make a real difference. Thus, this report not only ends with an Agenda for Action—a set of recommendations in health, education, and income that scholarly research and well-documented experience have shown will be essential to boosting Index scores—but also a Pledge of Support from these community actors.

Over sixty organizations and elected officials have committed thus far to using *A Portrait of Sonoma County* to better understand gaps in opportunities and to partner with community organizations and agencies to identify the strengths and assets on which to build a comprehensive and inclusive response to the report. This list will grow as the report is released, understood, and shared across the county, and communities will play a critical role in owning the data and creating solutions moving forward. Those who have signed the Pledge of Support aim to leverage resources, empower communities, share best practices, and strategically focus their efforts in order to creatively contribute to a new and innovative discussion of health equity in Sonoma County. Recognizing that only by working together as equal partners with a shared vision and common agenda, these groups and individuals hope to achieve their long-term goal of making Sonoma County the healthiest county in the state for all residents to work, live, and play.

Over sixty organizations and elected officials have committed thus far to using *A Portrait of Sonoma County* to better understand gaps in opportunities and to build a comprehensive and inclusive response to the report.

Understanding Human Development



Introduction

Sonoma County is a leading producer of wine grapes and, after suffering negative impacts from the Great Recession, is seeing renewed vigor in the tourism industry. The county now ranks as a very competitive place to do business.¹ We know this from frequently collected and closely tracked economic metrics that provide an important account of how the economy is doing in U.S. states and counties. For a more complete story of how **people** are doing, however, in Sonoma County and elsewhere, we need **human metrics**, which tend to be lower on the list of information-gathering priorities. For example, health data on something as basic as how long people are living in our states and counties, as well as by race and ethnicity within our communities, are rarely calculated. They are, however, incorporated—along with other important indicators on education and earnings—into the American Human Development Index.

Telling a more complete story has been a goal of the Sonoma County Department of Health Services (DHS) for several years. **In 2007, DHS convened a major initiative called Health Action to improve health in Sonoma County and achieve the vision of making the county the healthiest in California.** Unlike many other health initiatives at the time, the goal was to move beyond a narrowly defined focus on sickness and medical care to take into account a wide range of vital determinants of well-being and health, such as economic opportunities; living and working conditions in homes, schools, and workplaces; community inclusion; and levels of stigma and isolation. In doing so, DHS sought to engage a broad spectrum of stakeholders and pinpoint root causes of health problems rather than focusing solely on disease and illness. **BOX 1** outlines the county's vibrant response to bringing about systemic change in people's lives.

For a more complete story of how people are doing, we need human metrics.

BOX 1 Sonoma County's Goal to Bring About Health Equity for All

Sonoma County aspires to be the healthiest county in California. Health Action, Sonoma County's collective impact initiative to improve the health and well-being of all residents, has established a cross-sector approach to meet this vision. Ten broad goals and target outcomes guide strategic planning to address major determinants of health, with a strong focus on eliminating health disparities in those communities that experience the most negative health outcomes as a result of poor access to opportunity and prosperity.

In order to meet the county's goals of health equity for all, the Health Action Council, a group of forty-seven leaders committed to this vision, is focusing on three broad priority areas: educational attainment, economic security, and health system improvement, in line with the 2013–2016 Action Plan

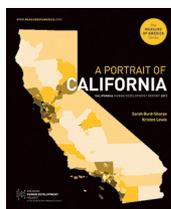
approved by the Sonoma County Board of Supervisors in 2012. Subcommittees of Health Action, including Cradle to Career and the Committee for Healthcare Improvement, in collaboration with a host of other initiatives, assess local data to identify issues across a spectrum of areas that affect health. These subcommittees recommend specific actions, drawing from evidence-based and prevention-focused programs promoted by the Upstream Investments Policy. The initiatives all rely on strong partnerships with nonprofit organizations, government agencies, foundations, businesses, local community groups—including place-based Health Action Chapters—and other sectors across the county to maximize resources and impact.

Measure of America Publications



NATIONAL REPORTS

The Measure of America 2010–2011: Mapping Risks & Resilience



STATE REPORTS

A Portrait of California: California Human Development Report 2011



COUNTY REPORTS

A Portrait of Marin: Marin Human Development Report 2012



THEMATIC REPORTS

Halve The Gap: Youth Disconnection in America's Cities 2013

During the course of this work, DHS became acquainted with the human development approach, which had been applied in well-being reports on California and Marin County, and saw that it might be useful to its work on the social determinants of health. The connection led to the commissioning of this report.

Human development is formally defined as **the process of improving people's well-being and expanding their freedoms and opportunities**—in other words, it is about what people can do and be. The human development approach puts people at the center of analysis and looks at the range of interlocking factors that shape their opportunities and enable them to live lives of value and choice. People with high levels of human development can invest in themselves and their families and live to their full potential; those without find many doors shut and many choices and opportunities out of reach.

The human development concept is the brainchild of the late economist Mahbub ul Haq. In his work at the World Bank in the 1970s, and later as minister of finance in his own country of Pakistan, Dr. Haq argued that existing measures of human progress failed to account for the true purpose of development: to improve people's lives. In particular, he believed the commonly used measure of Gross Domestic Product (GDP) was an inadequate measure of well-being.

Dr. Haq often cited the example of Vietnam and Pakistan. In the late 1980s, both had the same GDP per capita—around \$2,000 per year—but the Vietnamese, on average, lived a full eight years longer than Pakistanis and were twice as likely to be able to read. In other words, money alone did not tell the whole story; the same income was “buying” two dramatically different levels of well-being. Working with Harvard professor and Nobel laureate Amartya Sen and other gifted economists, Dr. Haq published the first Human Development Report in 1990 with the sponsorship of the UN Development Programme.

The Human Development Report is widely known as a useful analysis of the well-being of large populations. In addition to the global edition that comes out annually, reports have been produced in more than 160 countries in the last fifteen years, with an impressive record of spurring public debate and political engagement. **Today, the Human Development Report with its trademark Human Development Index is a global gold standard and a well-known vehicle for change.**

Measure of America (MOA), a project of the nonprofit Social Science Research Council, is built upon the UN Human Development Index. MOA keeps the same conceptual framework and areas of focus but uses data more relevant to an affluent democracy such as the United States, rather than those applicable to the full range of conditions found in the 183 United Nations member states. Since MOA introduced a modified American Human Development Index in 2008, organizations and communities across the country have used it to understand community needs and shape evidence-based policies and people-centered investments.

How Is Human Development Measured?

The human development concept is broad: it encompasses the economic, social, legal, psychological, cultural, environmental, and political processes that define the range of options available to people. The Human Development Index, however, measures just three fundamental human development dimensions: **a long and healthy life**, **access to knowledge**, and **a decent standard of living**. The three components are weighted equally on the premise that each is equally important for human well-being. **People around the world value these as core building blocks of a life of freedom and dignity, and good proxy indicators are available for each.** The index is the start of a conversation about well-being and access to opportunity and a useful summary measure that allows for reliable comparisons of groups and areas. Once disparities in these basic outcomes have been brought to light through the use of objective data, the next task is to examine the underlying conditions and choices that have led to them by exploring a whole host of other indicators.

In broad terms, the first steps for calculating the index are to compile or calculate the four indicators that comprise it: life expectancy, school enrollment, educational degree attainment, and median personal earnings. Because these indicators use different scales (years, dollars, percent), they must be put on a common scale so that they can be combined. Three sub-indexes, one for each of the three dimensions that make up the index—health, education, and earnings—are created on a scale of 0 to 10. The process requires the selection of minimum and maximum values—or “goalposts”—for each of the four indicators. These goalposts are determined based on the range of the indicator observed from the data and also taking into account possible increases and decreases in years to come. For life expectancy, for example, the goalposts are ninety years at the high end and sixty-six years at the low end. The three sub-indexes are then added together and divided by three to yield the American Human Development Index value. (See **FIGURE 1**; also, a detailed technical description of how the index is calculated is contained in the Methodological Note on page 96.)

The American Human Development Index is sensitive to changes in the indicators that constitute it and therefore responsive to changes in well-being within the populations it is used to measure. For example, if life expectancy at birth in Sonoma County were to increase by one year while all other indicators remained the same, the index value for the county would increase from 5.42 to 5.56. To achieve a similar increase in the county’s index score holding health and education indicators constant, median personal earnings would need to grow by \$1,900.

The Human Development Index measures three fundamental human development dimensions: a long and healthy life, access to knowledge, and a decent standard of living.

FIGURE 1 Human Development: From Concept to Measurement

A Long and Healthy Life

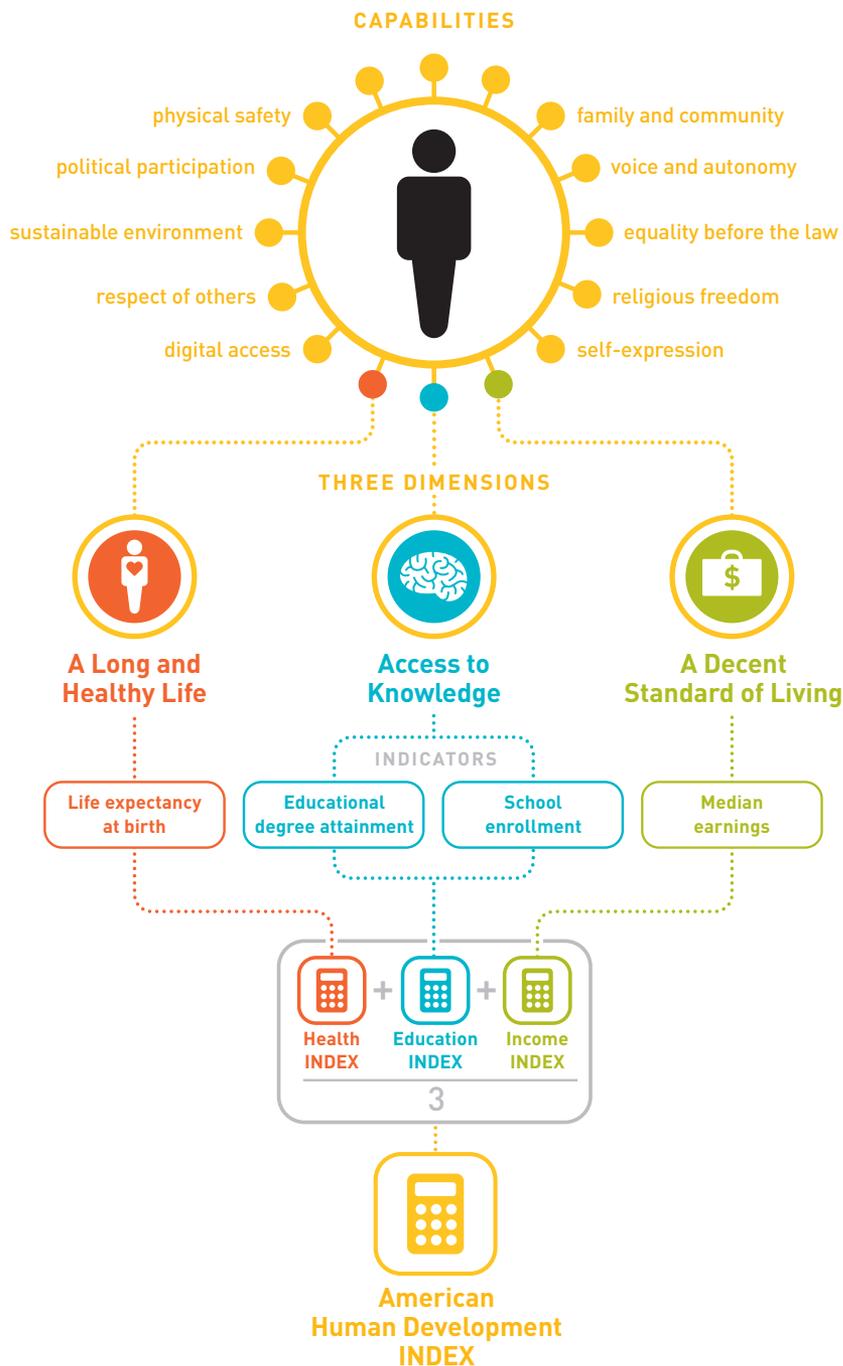
is measured using life expectancy at birth. It is calculated using mortality data from the Death Statistical Master Files of the California Department of Public Health and population data from the U.S. Census Bureau for 2005–11.

Access to Knowledge

is measured using two indicators: school enrollment for the population 3 to 24 years of age and educational degree attainment for those 25 and older. A one-third weight is applied to the enrollment indicator and a two-thirds weight to the degree attainment indicator. Both are from the U.S. Census Bureau’s 2012 American Community Survey.

A Decent Standard of Living

is measured using median earnings of all full- and part-time workers age 16 and older from the same 2012 American Community Survey.



Human Development: The Benefits of a New Approach

Measure of America uses official government statistics to create something new in the United States: an easy-to-understand composite of comparable indicators of health, education, and living standards. Four features make the American HD Index particularly useful for understanding and improving the human condition in the United States.

It supplements money metrics with human metrics. An overreliance on economic metrics such as GDP per capita can provide misleading information about the everyday conditions of people's lives. Connecticut and Wyoming, for instance, have nearly the same GDP per capita. Yet Connecticut residents, on average, can expect to outlive their western compatriots by two and a half years, are almost 50 percent more likely to have bachelor's degrees, and typically earn \$7,000 more per year.

It connects sectors to show problems, and their solutions, from a people-centered perspective. The cross-sectoral American HD Index broadens the analysis of the interlocking factors that create opportunities and fuel both advantage and disadvantage. For example, research overwhelmingly points to the dominant role of education in increasing life span, yet this link is rarely discussed. In fact, those with an education beyond high school have an average life expectancy seven years longer than those whose education stops with high school.²

It focuses on outcomes. Human development and the HD Index focus on the end result of efforts to bring about change. Lots of data points help us understand specific problems related to people's lives (for example, asthma rates in one county) or quantify efforts to address the problems (for example, funding for health clinics with asthma specialists). But we often stop short of measuring the outcome of these efforts: Are investments making a difference? Are children in the community healthier? Are hospitalizations for asthma decreasing?

It counts everyone. The Human Development Index moves away from the binary us-them view of advantage and disadvantage provided by today's poverty measure to one in which everyone can see him- or herself along the same continuum.

The Human Development Index moves away from a binary us-them view of advantage and disadvantage to one in which everyone can see him- or herself along the same continuum.

Who Are We?

KEY FACTS ABOUT THE POPULATION OF SONOMA COUNTY



Four hundred eighty-three thousand, eight hundred seventy-eight **people**



307
people
PER SQUARE MILE

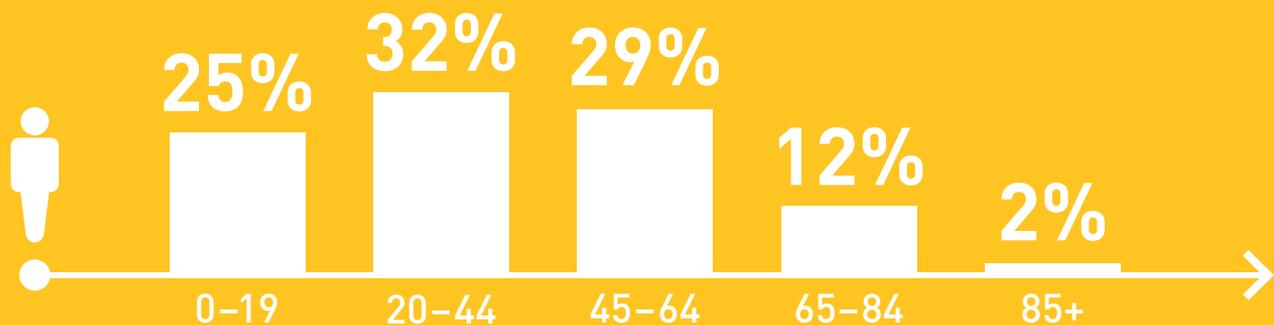
GENDER



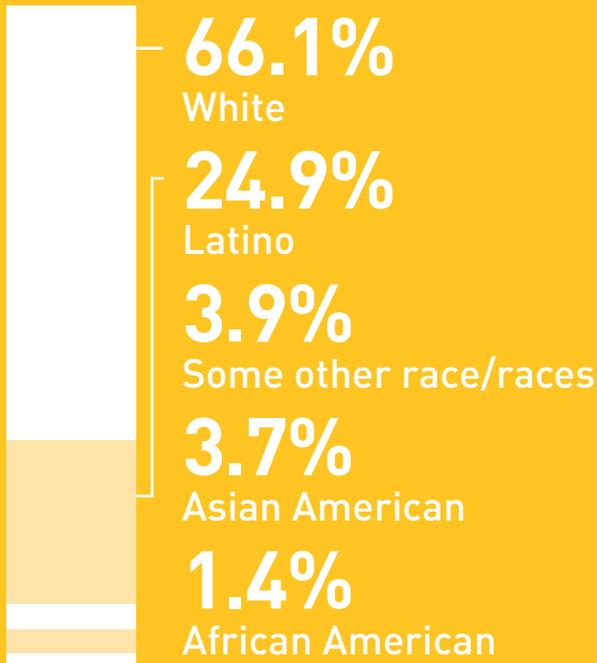
URBAN | RURAL



AGE



RACE & ETHNICITY



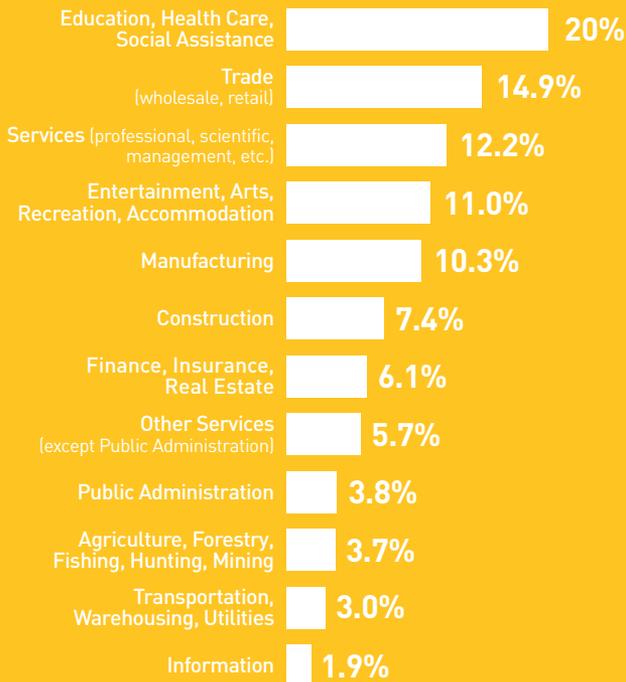
HOME OWNERSHIP



BIRTHPLACE



EMPLOYMENT



NATIVITY BY RACE



Note: Population data by gender, urban/rural, and age are from 2010; all other data are from 2012. Totals may not equal 100 due to rounding. Sources: U.S. Census Bureau, Census 2010 and American Community Survey 2012.

Sonoma County: What the Human Development Index Reveals



Sonoma County in Context

IN THIS SECTION

Variation by Race and Ethnicity

Variation by Gender

Variation by Geography: Census Tracts

Sonoma County in Context

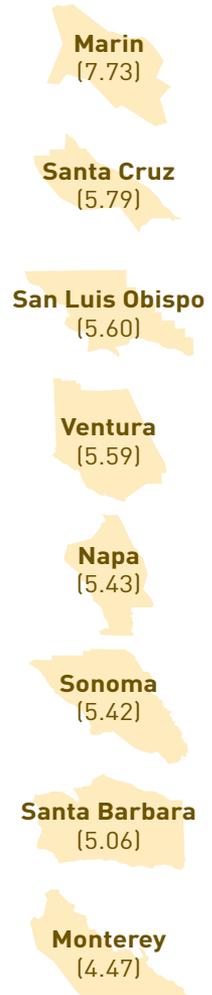
While the American Human Development Index does not measure Sonoma County's breathtaking vistas, the rich diversity of its population, or the vibrant web of community organizations engaged in making it a better place, it captures outcomes in three areas essential to well-being and access to opportunity. Encapsulated within these three broad areas are many others: for example, life expectancy is affected by the quality of the air we breathe, the amount of stress in our daily lives, the presence or absence of occupational hazards, and many other factors.

Sonoma County's Human Development Index value is 5.42 out of a possible total of 10. This score is well above the U.S. index value of 5.07 and slightly above California's value of 5.39. Relative to seven other California counties that share some important socioeconomic characteristics with it, Sonoma County ranks sixth on the index, below Marin, Santa Cruz, San Luis Obispo, Ventura, and Napa Counties, but above both Santa Barbara and Monterey Counties (see **SIDEBAR**). These counties were selected for this analysis because the Sonoma County Economic Development Board uses them as a benchmark against which to assess the county in the areas of business and jobs. As discussed below, Sonoma County falls toward the middle of this group on education and earnings but is at the bottom in terms of life expectancy.³

Sonoma County is made up of ninety-nine inhabited areas (or neighborhoods) designated by the U.S. Census Bureau as census tracts. Each contains an average of 5,000 inhabitants, enabling comparisons of neighborhoods with roughly the same population size. Together they encompass all the land within the county boundaries, including tribal lands. In sixty-nine tracts, or two-thirds of the county's census-defined neighborhoods, well-being and access to opportunity fall above the U.S. average of 5.07.

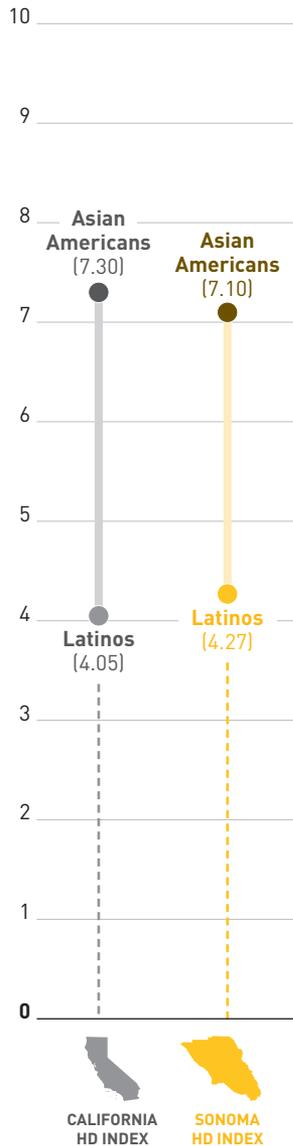
The following is an exploration of the state of well-being within Sonoma County. It presents and analyzes index scores based on a number of indicators for the major racial and ethnic groups, for women and men, and for the county's census tracts, which contain the smallest place-based population groups for which reliable, comparable data on these indicators are available from the U.S. Census Bureau.

Sonoma and Comparable Counties on the HD Index



Sources: Measure of America analysis of data from the California Department of Public Health 2005–2012, and U.S. Census Bureau, American Community Survey, 2012.

Sonoma County's racial and ethnic well-being gap is smaller than that of California.



Source: Race and ethnic group estimates for California are from Lewis and Burd-Sharps (2013). Remainder are from Measure of America analysis of data from the California Department of Public Health 2005–2011, and U.S. Census Bureau, American Community Survey, 2012.

VARIATION BY RACE AND ETHNICITY

The American Human Development Index scores of Sonoma County's major racial and ethnic groups vary significantly. The groups we examine are defined by the White House Office of Management and Budget, although we cannot include Native Americans in the index, as they make up less than 1 percent of Sonoma County's population. The report does discuss issues concerning Native American well-being, however.

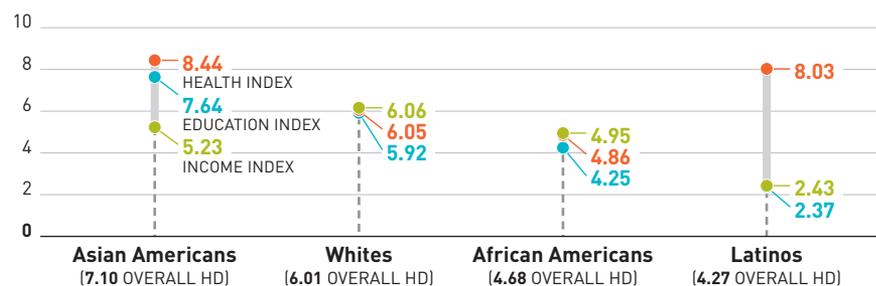
The ranking of well-being levels by race and ethnicity in Sonoma County follows that of California, with Asian Americans at the top, followed by whites, African Americans, and Latinos. A similar pattern holds nationwide, although Latinos fare better than African Americans at the national level, and Native Americans have the lowest score.⁴ Even so, Sonoma County differs from the state and nation in some surprising ways.

One considerable difference is the gap in human development between the highest- and lowest-ranked racial and ethnic groups, which is smaller in Sonoma County (2.83) than in California (3.25). Given the increasing evidence that extreme racial disparities in terms of income and other factors can be detrimental to many aspects of well-being, this is indeed very good news for Sonoma.⁵

A second difference concerns the well-being of Asian Americans, who are the only major racial or ethnic group with an HD Index value lower in Sonoma County than in the United States, even though they are ranked first overall in Sonoma. This lower Asian American value is in marked contrast to that of African Americans, with an index value in Sonoma a surprising 23 percent higher than for African Americans nationally; likewise, the index value is 5 percent greater for Sonoma's Latinos than the national Latino average and 11 percent greater for whites.

The following are some notable strengths of and challenges for each of these groups in Sonoma County:

FIGURE 2 Human Development Outcomes among Sonoma County's Major Racial and Ethnic Groups Vary Significantly



Source: Measure of America analysis of California Department of Public Health, Death Statistical Master File, 2005–2011, and U.S. Census Bureau, American Community Survey, 2012.

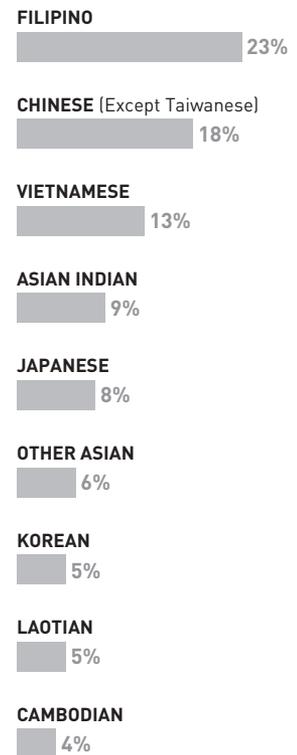
Asian Americans, who make up 3.7 percent of Sonoma County’s population, have the highest well-being score in Sonoma, at 7.10. Their strongest dimension is health: Asian Americans live longer than members of any other racial and ethnic group, 86.2 years. The high educational attainment of Sonoma County’s Asian American adults is also impressive; 44.4 percent have at least a bachelor’s degree, as compared to whites at 38 percent. One area in which the group lags, though, is high school completion; nearly 13 percent of Sonoma’s Asian American adults age 25 and older did not complete high school or an equivalency diploma. One factor to consider when looking at these data is that the Census Bureau–defined category “Asian” is extremely broad. It encompasses U.S.-born citizens who trace their heritage to a wide range of Asian countries as well as Asian immigrants who arrive in the United States from extraordinarily diverse circumstances (see **SIDEBAR**). This split record on educational attainment can be traced to the differing educational opportunities of immigrants and their children. But like immigrant groups before them, the second generation tends to have far higher levels of educational attainment than their parents. While overall educational outcomes of Asian Americans are higher than those of whites, median personal earnings, or the wages and salaries of the typical worker in Sonoma County, are considerably lower, with a gap of over \$4,000 (\$32,495 for Asian Americans, as compared to \$36,647 for whites). Earnings are explored in greater depth in the chapter on Standard of Living.

Whites, who make up 66.1 percent of Sonoma County’s population, have an index score of 6.01, the second-highest among the racial and ethnic groups. Whites can expect to live 80.5 years, which is on par with the California and Sonoma life expectancies; over 95 percent of adults have completed high school; and earnings are \$36,647, well above California’s median of \$30,500, but considerably lower than other nearby counties. Whites in Santa Cruz, Ventura, and Napa Counties, for example, earn roughly \$40,000, \$42,000, and \$39,500, respectively.

African Americans, who make up 1.4 percent of Sonoma County’s population, rank third with an index score of 4.68. African Americans fare better in Sonoma County than in California as a whole, and while they are below Latinos in the national HD Index ranking, their score in the county is higher than Latinos’. African Americans also have rates of college attainment and median personal earnings at or above Sonoma County’s average. Yet, as in the nation and in California, they have the shortest life expectancy at birth. An African American baby born today in Sonoma County can expect to live eight and a half years less than an Asian American baby and seven and a half years less than a Latino baby.

Latinos, who make up 24.9 percent of Sonoma County’s population, have the lowest score on the index, 4.27. Yet Latinos in Sonoma County do better in terms of human well-being than they do in the state as a whole (the Latino statewide score is 4.05). As discussed below, Latino life expectancy in Sonoma County is very high; Latinos outlive whites, on average, by nearly half a decade.

Major Asian Subgroups in Sonoma County



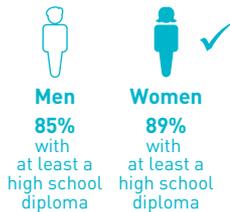
Source: U.S. Census Bureau. American Community Survey, 2012, 5-year estimates.

In Sonoma, women live longer and have more education, but men earn more.

HEALTH



EDUCATION



EARNINGS



Source: Measure of America analysis of data from the California Department of Public Health 2005-2011, and U.S. Census Bureau, American Community Survey, 2012, 1-year estimates.

Education and income indicators are far behind, however. Nearly 44 percent of Latino adults did not complete high school, and their median earnings are only about \$21,500, which is below the poverty line for a family of four.

In the chapters that follow, the distribution of well-being by race and ethnicity in health, education, and earnings are explored further.

VARIATION BY GENDER

Sonoma County’s females edge out males in human development by a small margin; their score is 5.41, as compared with 5.30. Females outlive males by just over four years, women are slightly more likely to have completed high school and college than men, and girls’ school enrollment is higher than boys’.⁶ Females age 16 years and older in the workforce, however, lag behind males in earnings by an annual amount of \$8,628 (see **SIDEBAR**).

The difference in **life expectancy** between men and women can largely be attributed to biological genetic factors—the world over, females have an average four- to five-year advantage in life span over males, though differing patterns of health and risk behaviors play a role as well.

In the United States, women have taken to heart the notions that **education** is an assured route to expanding options beyond traditional low-paying “female” occupations and that competing in today’s globalized knowledge economy requires higher education; girls and young women today are graduating high school and college at higher rates than men across the nation. Yet, as the numbers show, higher educational achievement has not automatically translated into higher earnings.

The **earnings** gap between men and women remains stubbornly persistent.⁷ Median personal earnings include both full- and part-time workers, so part of the difference is a higher proportion of Sonoma County’s women than men working part time.⁸ These gaps are also explained in part by the wage “penalty” women pay if they leave the workforce to raise children; in part by women’s predominance in such low-wage occupations as child-care providers and home health aides; and in part by the persistence of wage discrimination—even in a female-dominated field like education, where two in three workers are women, men earn \$17,000 more per year.⁹

VARIATION BY GEOGRAPHY: CENSUS TRACTS

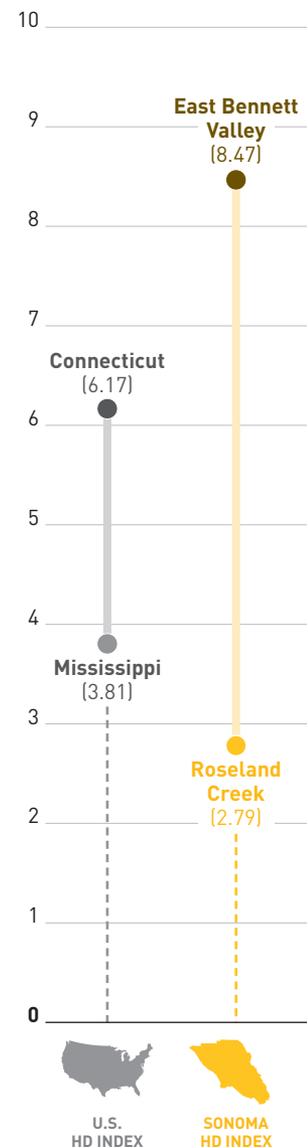
A look at the Sonoma County human development map does not reveal any particular geographical pattern to well-being outcomes (see **MAP 1**). High human development areas are found in the north as well as the south and in cities as well as rural areas. What is clear, however, as is true across America, is that the most extreme disparities in basic social and economic outcomes are often found within small geographical areas.

At the top of the Sonoma County well-being scale are three census tracts in and around the city of Santa Rosa: East Bennett Valley, Fountain Grove, and Skyhawk. Three Santa Rosa neighborhoods are also at the bottom: Sheppard, Roseland, and Roseland Creek (see **SIDEBAR**). Top-ranking East Bennett Valley, with an index value of 8.47, is five miles east of bottom-ranking Roseland Creek, with an index value of 2.79. The former has a Human Development Index value above that of top-ranked-state Connecticut, while the well-being outcomes of the latter are well below those of Mississippi, the lowest-ranked state on the American HD Index.

In **East Bennett Valley**, a baby born today can expect to live 82 years. Virtually every adult living in this tract has completed high school, and nearly three in five have at least a bachelor's degree. Median personal earnings (\$68,967) are more than double those of the typical Sonoma County worker. East Bennett Valley is 90 percent white, 5 percent Latino, 3 percent Asian, and less than 1 percent African American.

In contrast, life expectancy at birth in **Roseland Creek** is only 77.1 years, and educational outcomes are alarmingly low, with nearly half (46 percent) of adults today lacking the barebones minimum of a high school diploma. The typical worker in Roseland Creek earns \$21,699, about the same as the earnings of an American worker in the late 1960s (in inflation-adjusted dollars). Roseland Creek is 60 percent Latino, 30 percent white, 5 percent Asian American, and 2 percent African American.

Sonoma County vs. United States



Sources: Lewis and Burd-Sharps (2013) and Measure of America analysis of data from the California Department of Public Health 2005–2011, and US Census Bureau, American Community Survey, 2012, 5-year estimates.

MAP 1 Human Development in Sonoma County by Census Tract

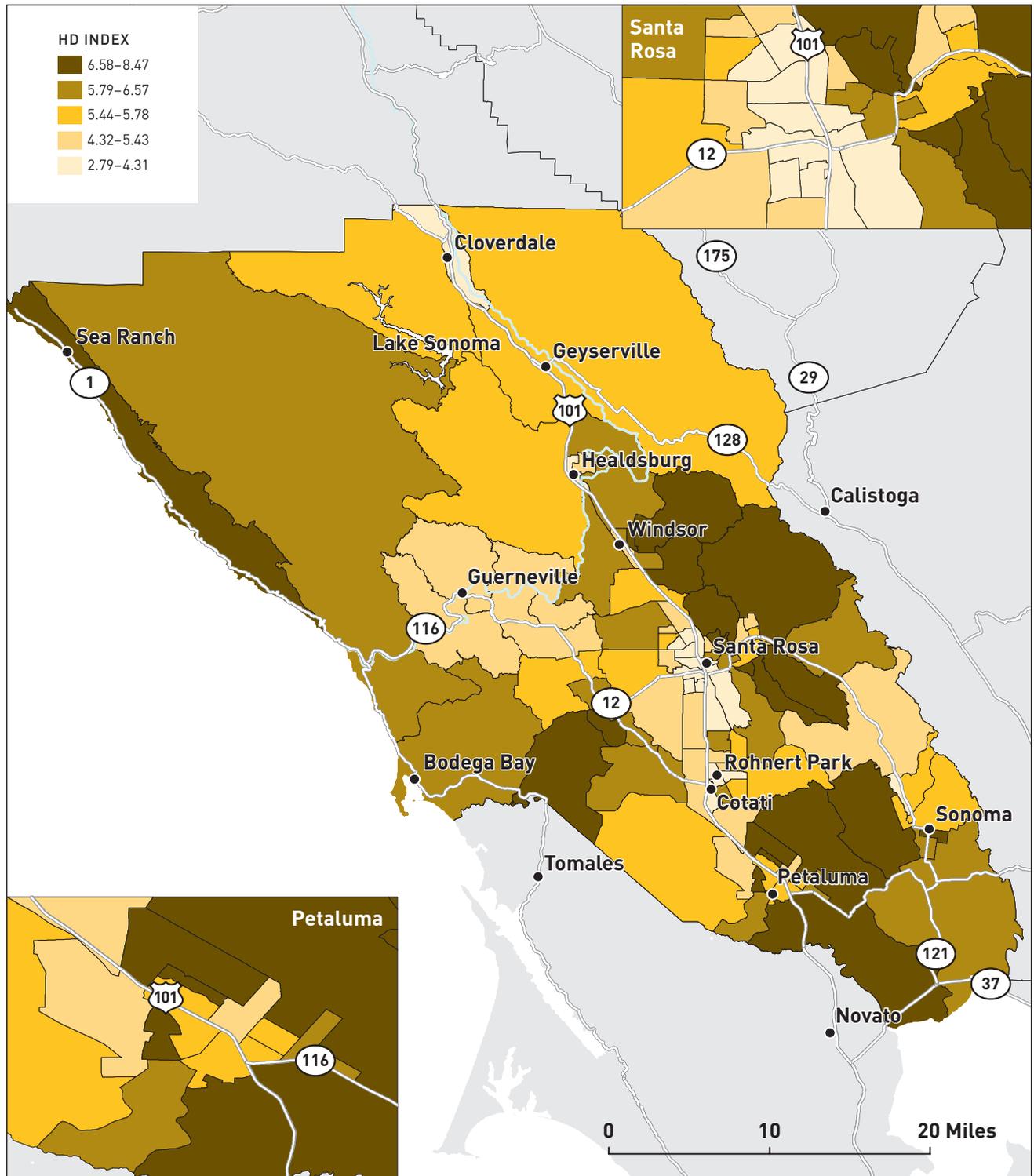


TABLE 1 Human Development in Sonoma County by Census Tract

	HD INDEX	LIFE EXPECTANCY AT BIRTH (years)	LESS THAN HIGH SCHOOL (%)	AT LEAST BACHELOR'S DEGREE (%)	GRADUATE OR PROFESSIONAL DEGREE (%)	SCHOOL ENROLLMENT (%)	MEDIAN EARNINGS (2012 dollars)
California	5.39	81.2	18.5	30.9	11.3	78.5	30,502
Sonoma County	5.42	81.0	13.1	31.8	11.7	77.9	30,214
1 East Bennett Valley	8.47	82.0	0.5	58.6	24.0	90.2	68,967
2 Fountain Grove	8.35	82.0	4.2	56.6	24.6	88.7	67,357
3 Skyhawk	7.78	83.1	3.6	57.8	22.5	84.1	50,633
4 Annadel/South Oakmont	7.71	84.3	3.1	54.3	21.2	86.5	45,441
5 Old Quarry	7.71	82.5	3.7	57.5	26.5	93.1	43,919
6 Rural Cemetery	7.67	83.6	3.4	48.0	25.7	92.5	43,240
7 Central Bennett Valley	7.63	85.7	6.3	40.8	15.8	89.4	44,564
8 Sea Ranch/Timber Cove	7.35	84.8	1.1	65.4	40.8	86.7	31,552
9 Cherry Valley	7.18	81.1	5.6	40.1	15.7	90.6	47,536
10 Sonoma Mountain	7.16	81.2	4.3	39.8	7.7	87.3	51,590
11 Windsor East	7.06	83.3	7.2	40.5	13.7	81.9	45,526
12 Meadow	7.00	81.2	4.5	39.1	15.1	85.5	47,368
13 Petaluma Airport/Arroyo Park	6.98	82.4	5.0	36.9	8.4	88.3	44,504
14 Downtown Sonoma	6.95	80.4	4.3	52.3	19.7	86.1	42,835
15 Southwest Sebastopol	6.94	81.5	6.5	41.9	15.6	85.5	44,669
16 Gold Ridge	6.94	83.4	5.4	51.4	21.5	77.5	40,151
17 Arnold Drive/East Sonoma Mountain	6.77	82.6	5.1	50.9	13.8	78.7	40,369
18 Central East Windsor	6.71	83.3	9.5	21.2	8.4	100.0	38,783
19 Larkfield-Wikiup	6.62	81.2	6.4	36.2	9.9	81.9	44,643
20 Sonoma City South/Vineburg	6.57	80.4	5.4	32.0	13.3	90.1	41,168
21 Southern Junior College Neighborhood	6.56	81.9	4.0	49.5	18.1	79.7	37,055
22 Jenner/Cazadero	6.55	84.8	4.7	35.9	12.1	80.2	35,000
23 Occidental/Bodega	6.47	81.7	5.0	51.5	25.5	83.4	32,468
24 Fulton	6.46	81.2	12.2	30.2	7.1	89.2	41,465
25 Spring Hill	6.45	77.1	8.2	45.7	15.3	86.4	46,214
26 Casa Grande	6.42	82.4	7.6	38.4	12.6	84.7	35,987
27 Montgomery Village	6.38	82.0	3.8	32.7	10.8	86.4	36,101
28 Hessel Community	6.37	81.3	7.7	34.0	12.1	83.1	39,743
29 Rohnert Park F/H Section	6.22	81.6	6.3	31.1	8.8	87.0	35,610
30 West Bennett Valley	6.17	81.6	6.6	47.5	18.8	72.4	36,145
31 Carneros Sonoma Area	6.15	81.7	8.3	39.6	12.1	92.3	30,052
32 Northeast Windsor	6.15	83.3	12.2	23.2	5.7	81.9	37,289
33 North Healdsburg	6.11	81.7	12.0	41.9	18.4	81.8	32,928
34 Windsor Southeast	6.11	79.6	11.1	16.6	5.6	94.2	40,145
35 Southeast Sebastopol	6.10	79.2	7.3	36.0	15.0	78.9	41,014
36 West Windsor	6.07	82.0	15.0	32.0	8.2	80.6	37,695
37 North Oakmont/Hood Mountain	5.98	84.3	0.4	44.2	18.9	95.0	20,406
38 North Sebastopol	5.84	82.1	8.0	39.5	16.4	75.1	31,627
39 East Cotati/Rohnert Park L Section	5.79	80.6	11.2	24.7	7.0	83.6	35,880
40 Sonoma City North/West Mayacamas Mountain	5.78	81.8	7.3	43.1	15.3	73.0	31,649
41 Grant	5.77	80.5	6.6	44.1	15.6	65.3	37,279
42 West Cloverdale	5.76	80.1	13.2	25.9	9.1	79.4	38,292
43 Rohnert Park M Section	5.75	81.9	5.9	28.3	7.0	85.0	30,179
44 Alexander Valley	5.73	82.1	17.8	32.1	13.2	79.2	32,303
45 Sunrise/Bond Parks	5.72	81.2	12.9	29.8	10.4	78.4	34,621
46 Piner	5.71	82.7	11.2	19.0	3.9	74.0	36,774
47 Laguna de Santa Rosa/Hall Road	5.69	82.0	18.4	30.6	9.3	81.5	32,231
48 Boyes Hot Springs West/El Verano	5.68	83.0	26.0	29.8	11.5	85.3	29,824
49 McKinley	5.66	80.6	17.3	30.6	8.9	78.1	36,114
50 Shiloh South	5.62	81.9	11.8	34.4	13.3	74.0	31,909

TABLE 1 Human Development in Sonoma County by Census Tract

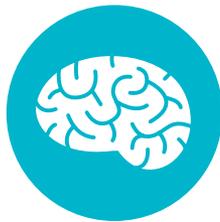
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52 Miwok	5.59	80.9	16.7	26.2	5.1	82.1	34,119
53 Spring Lake	5.59	81.4	11.6	33.3	14.1	75.5	31,683
54 La Tercera	5.58	78.8	16.4	25.9	4.7	86.9	36,216
55 West Sebastopol/Graton	5.58	84.1	14.4	45.1	16.1	61.2	30,518
56 Two Rock	5.55	82.4	9.6	32.3	12.0	72.2	30,949
57 Boyes Hot Springs/Fetters Springs/Agua Caliente East	5.55	81.8	14.2	40.4	17.3	72.6	30,164
58 Dry Creek	5.55	81.9	11.5	45.0	20.5	67.0	30,375
59 Rohnert Park SSU/J Section	5.50	80.4	13.5	33.2	9.6	80.5	31,638
60 Old Healdsburg	5.43	82.4	8.3	37.0	15.6	66.2	29,912
61 Schaefer	5.39	78.2	13.3	22.8	5.8	75.1	40,322
62 Guerneville/Rio Nido	5.29	80.1	11.1	32.4	15.6	65.1	34,547
63 West Cotati/Penngrove	5.25	80.6	16.3	26.1	7.6	77.3	31,499
64 Northern Junior College Neighborhood	5.25	80.0	5.3	33.0	9.2	70.3	31,860
65 Rohnert Park D/E/S Section	5.21	81.4	12.6	21.2	7.9	83.4	27,294
66 Pioneer Park	5.20	81.2	15.0	19.1	5.4	71.1	34,083
67 Russian River Valley	5.19	79.9	8.2	37.1	16.5	68.1	30,431
68 Brush Creek	5.15	79.5	15.1	32.2	10.8	74.7	31,334
69 Cinnabar/West Rural Petaluma	5.10	78.9	9.5	32.3	9.8	67.5	34,010
70 Central Rohnert Park	4.96	78.0	10.8	28.4	7.0	71.8	33,509
71 Kenwood/Glen Ellen	4.95	75.2	11.9	36.8	12.8	62.5	41,137
72 Wright	4.91	79.4	21.5	20.8	6.4	76.1	32,046
73 Central Windsor	4.84	79.6	17.2	22.4	8.5	73.2	30,436
74 Middle Rincon North	4.83	77.1	8.1	28.0	9.7	72.7	31,947
75 Olivet Road	4.82	80.5	12.3	22.0	7.4	78.2	26,118
76 Bellevue	4.66	81.0	25.4	13.0	4.6	78.5	27,511
77 Monte Rio	4.64	79.9	5.8	28.0	14.0	67.9	25,553
78 Lucchesi/McDowell	4.60	78.5	17.7	24.2	7.9	79.8	26,597
79 Forestville	4.57	79.7	7.2	35.0	15.6	53.8	26,561
80 Downtown Cotati	4.31	77.8	14.3	24.7	9.2	70.1	27,108
81 Kawana Springs	4.20	80.9	26.8	22.1	5.4	78.6	21,510
82 Central Healdsburg	4.14	79.3	22.7	23.0	9.3	67.1	25,463
83 Railroad Square	4.12	79.7	21.7	14.0	5.9	78.0	22,908
84 Downtown Rohnert Park	4.09	79.5	10.0	18.6	3.9	60.1	26,630
85 Coddington	4.08	78.9	21.4	16.5	4.7	75.6	24,114
86 Burbank Gardens	4.03	76.0	16.1	29.8	14.8	79.0	22,421
87 Rohnert Park B/C/R Section	3.97	80.4	10.0	28.7	8.3	85.9	14,946
88 Comstock	3.90	78.0	33.0	8.4	3.2	81.2	25,000
89 Taylor Mountain	3.90	77.1	23.2	13.1	2.9	71.3	27,688
90 Downtown Santa Rosa	3.89	75.5	8.4	30.1	7.4	75.2	22,628
91 East Cloverdale	3.79	80.1	30.3	12.4	2.9	63.5	25,721
92 Rohnert Park A Section	3.75	77.9	22.0	14.2	3.7	76.4	22,522
93 Bicentennial Park	3.73	77.0	26.6	21.5	5.0	71.2	24,760
94 West End	3.51	78.7	35.7	12.9	3.6	73.2	22,294
95 West Junior College	3.44	79.3	17.1	22.7	7.0	65.3	18,919
96 Fetters Springs/Agua Caliente West	3.41	81.8	45.4	17.1	5.8	67.8	19,444
97 Sheppard	2.98	76.6	41.8	8.2	3.6	71.7	22,068
98 Roseland	2.95	77.1	40.8	14.4	4.1	65.4	21,883
99 Roseland Creek	2.79	77.1	46.1	8.6	4.3	66.2	21,699

Sources: Measure of America analysis of data from the California Department of Public Health, Death Statistical Master File, 2005–2011, and U.S. Census Bureau, American Community Survey, 2012 and 2008–2012.

The three chapters that follow examine gaps in Sonoma County in three basic areas vital to well-being and access to opportunity—**health**, **education**, and **earnings**.



PAGE 30



PAGE 46



PAGE 62

They explore the distribution of well-being through several lenses, including **geography**, focusing primarily on census tracts, and **demography**, focusing primarily on race and ethnicity, and gender. Both geography and demography affect human development outcomes, and the ways in which they interact also influence the range of people's choices and opportunities.

A Long and Healthy Life



IN THIS SECTION

Introduction

Analysis by Geography and Race and Ethnicity

What Fuels the Gaps in Health?

Introduction

The topic of health has been high on the national agenda in recent years as a result of the passage of the Patient Protection and Affordable Care Act. At the local level, attention has begun to shift to an aspect of health that lies beyond the singular focus on doctors and medicine that has characterized much of the debate: the conditions in our communities—whether we have access to healthy food, clean air, safe places to play and get exercise, secure jobs that reduce the chronic stress of economic uncertainty, good schools, and other important advantages. The impacts on our health of the conditions in which we grow up, work, and grow old are largely underappreciated by the general public. Yet a look at today’s leading causes of death, in Sonoma County as in the nation, shows that many of the chronic diseases that cause premature death come from factors that are often preventable through changes in social and environmental conditions. These so-called social determinants of health (see **SIDEBAR**) are the main drivers of disparities within our communities. Sonoma County has dedicated itself to addressing social determinants of health and has set a bold goal: to be the healthiest county in the state by 2020.

Why does life expectancy at birth figure as one-third of the American Human Development Index? It is because advancing human development requires, first and foremost, expanding people’s real opportunities to live long and healthy lives. The index uses the indicator of life expectancy at birth as a proxy measure for its health dimension. Defined as the number of years that a baby born today can expect to live if current patterns of mortality continue throughout that baby’s life, it is calculated using mortality data from the California Department of Public Health and population data from the U.S. Census Bureau for 2005–2011.

Life expectancy does not, of course, tell the full story of our health. Some people go about their lives with ruddy good health, few restrictions on their physical activity, and little protracted pain. Others struggle with chronic pain or disease, disability, or even lack of dental care—often overlooked as a health issue—all of which undeniably affect daily quality of life. **Life expectancy is, nonetheless, an important gauge for indicating which groups are living long lives and which are experiencing conditions that cause premature death, and it helps to focus investigations on a whole range of other information necessary for understanding why.** This chapter examines the disparities that exist in this summary measure in Sonoma County and uses additional data to explore some important issues further.

Social Determinants of Health

These are defined as the circumstances in which people are born, grow up, live, work, and age, as well as the systems put in place to deal with illness. These circumstances are in turn shaped by a wider set of forces: economics, social policies, and politics.

World Health Organization

Healthy Communities Have:



- Green spaces
- Sidewalks and bike paths
- Affordable housing



- Fresh produce stores
- High-quality schools
- Affordable health care
- Accessible public transportation



- Jobs with decent wages
- Work/life balance
- A diverse economy



- Equality under the law
- Accountable government
- Affordable, safe childcare
- Safety and security

Analysis by Geography and Race and Ethnicity

VARIATION BY GEOGRAPHY: SONOMA COUNTY IN CONTEXT

Sonoma County in Context

LIFE EXPECTANCY IN YEARS



Source: Measure of America analysis of data from the California Department of Public Health 2005–2012, Centers for Disease Control and Prevention WONDER 2010, and U.S. Census Bureau.

Sonoma County’s residents can expect to live to an average age of 81 years—two years longer than the national average of 79 but just slightly shorter than California’s life expectancy of 81.2. If we judge only by how long people are living, seven of the eight peer counties have very similar mortality outcomes. Marin stands apart with a life expectancy of 84.2 years, with the rest grouped in a narrow range from Monterey, at 82.4 years, to Sonoma, at 81 (see **SIDEBAR**).¹⁰ A look at a set of interrelated factors that contribute to long lives, or conversely, to premature deaths, yields some interesting observations about Sonoma County in comparison to this set of seven counties. They are as follows:

Absence of health risk behaviors. Most premature death today stems from preventable health risks, chiefly smoking, poor diet, physical inactivity, and excessive alcohol use. As **TABLE 2** illustrates, Sonoma County is on the higher side in each of these areas among the eight counties. It has the highest rate of smoking among adults, 14.3 percent. In contrast, Napa County’s much lower smoking rate is 8.7 percent of adults.¹¹ Reducing exposure to these “fatal four” health risks through policy actions can go a long way toward improving the average life span in Sonoma County.

Access to health care. Sonoma County falls in the middle of the eight-county pack in terms of both access to doctors and health insurance (although 15 percent lacking insurance is clearly suboptimal). In terms of disease screenings, Sonoma is faltering. Screenings for diabetes or cancer and other forms of preventive care have an important impact on lowering premature death rates and are far less costly than dealing with full-blown disease at a later stage.

Economic security. Low income and the chronic stress of economic insecurity make people more susceptible to health risks such as poor diet and smoking and take a toll on the cardiovascular system.¹² Sonoma County’s unemployment rate is relatively low, at 6 percent (as compared with around 9 percent in Santa Cruz and Monterey), and the proportion of people living in poverty in the county is 12.1 percent, which is far better than the high of over 18 percent in Monterey but much higher than the 8–9 percent range in Marin and Napa Counties.

Safe neighborhoods. The damaging effects of high rates of crime and violence on health include causing chronic stress, discouraging outdoor exercise, and, at worst, resulting in injury or death. Sonoma County’s rate of 412 violent crimes per 100,000 residents is roughly double Marin’s rate and far higher than those of Ventura and San Luis Obispo Counties, but it is below the rates in Napa and Monterey, which have nearly 500 violent crimes per 100,000 residents.

Education. As discussed below, people across the United States who have more education live longer than those who have less.¹³ Sonoma County's educational outcomes fall well below those of Marin County, but they compare favorably to both Monterey and Napa.

TABLE 2 Health-Related Indicators in Sonoma and Seven Peer Counties

Health risk behaviors

COUNTIES	OBESITY (% of adults with Body Mass Index 30 or above)	SMOKING (% of adults)	PHYSICAL INACTIVITY (% 20 and older with no activity)	EXCESSIVE DRINKING (%)
Marin	15.3	9.6	12.6	24.6
Monterey	22.4	13.1	15.9	15.0
Napa	22.2	8.7	15.5	22.9
San Luis Obispo	21.7	10.3	14.6	19.5
Santa Barbara	19.9	11.1	16.0	18.4
Santa Cruz	19.8	9.6	12.4	17.6
Sonoma	22.9	14.3	14.5	21.5
Ventura	23.3	12.3	17.0	17.5

Access to health care

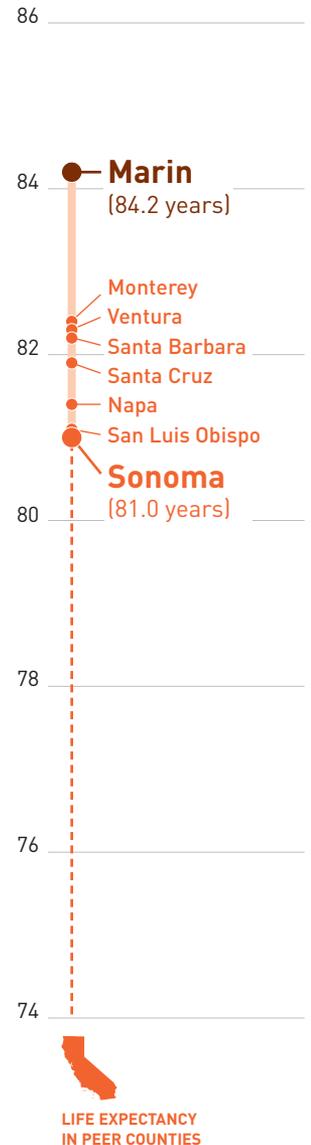
COUNTIES	PRIMARY CARE PHYSICIANS (ratio to population)	DIABETIC MONITORING (% of Medicare diabetics receiving annual screening)	MAMMOGRAPHY SCREENINGS (% of female Medicare patients screened in past 2 years)	NO HEALTH INSURANCE (% of population)
Marin	1:712	80.1	69.5	8.9
Monterey	1:1,595	82.2	66.9	21.0
Napa	1:1,189	81.7	66.5	14.8
San Luis Obispo	1:1,280	85.7	70.8	13.1
Santa Barbara	1:1,252	86.6	69.0	18.6
Santa Cruz	1:1,047	83.2	69.4	14.4
Sonoma	1:1,070	79.8	66.3	15.0
Ventura	1:1,458	82.4	65.6	16.0

Economic security & safe neighborhoods

COUNTIES	UNEMPLOYMENT RATE (%)	BELOW POVERTY LEVEL (%)	SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM (% of households receiving benefits)	VIOLENT CRIME (per 100,000 population)
Marin	4.6	7.9	3.9	212.9
Monterey	9.1	18.4	8.8	498.8
Napa	6.0	8.9	5.9	511.4
San Luis Obispo	6.1	13.7	5.5	274.2
Santa Barbara	6.4	16.3	6.8	437.8
Santa Cruz	8.7	13.4	7.9	493.9
Sonoma	6.0	12.1	7.5	412.4
Ventura	7.3	11.5	7.5	243.8

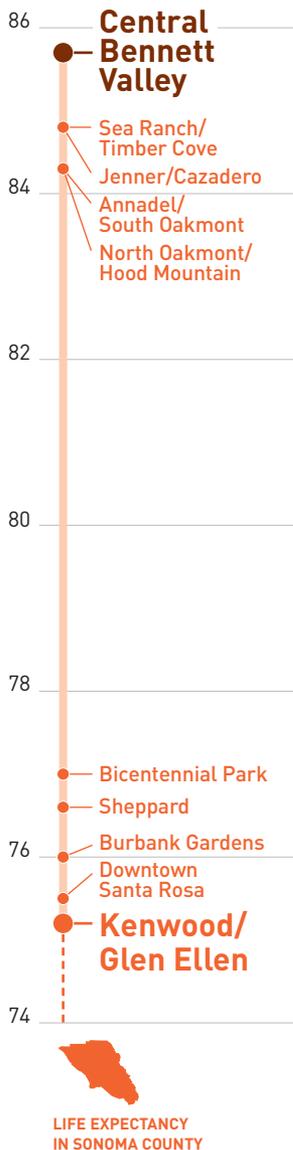
Sources: Measure of America (life expectancy); Bureau of Labor Statistics, Local Area Unemployment Statistics, November 2013 (unemployment); Measure of America analysis of U.S. Census Bureau, American Community Survey 2012 (insurance, poverty level, SNAP); County Health Rankings 2013 (remaining indicators).

Life Expectancy at Birth in Sonoma (years)



Source: Measure of America analysis of data from California Department of Public Health 2005-2012, and U.S. Census Bureau.

Top and Bottom Five Census Tracts for Life Expectancy in Sonoma County



Source: Measure of America analysis of data from the California Department of Public Health, 2005–2011, and population data from the U.S. Census Bureau.

VARIATION BY GEOGRAPHY: CENSUS TRACTS

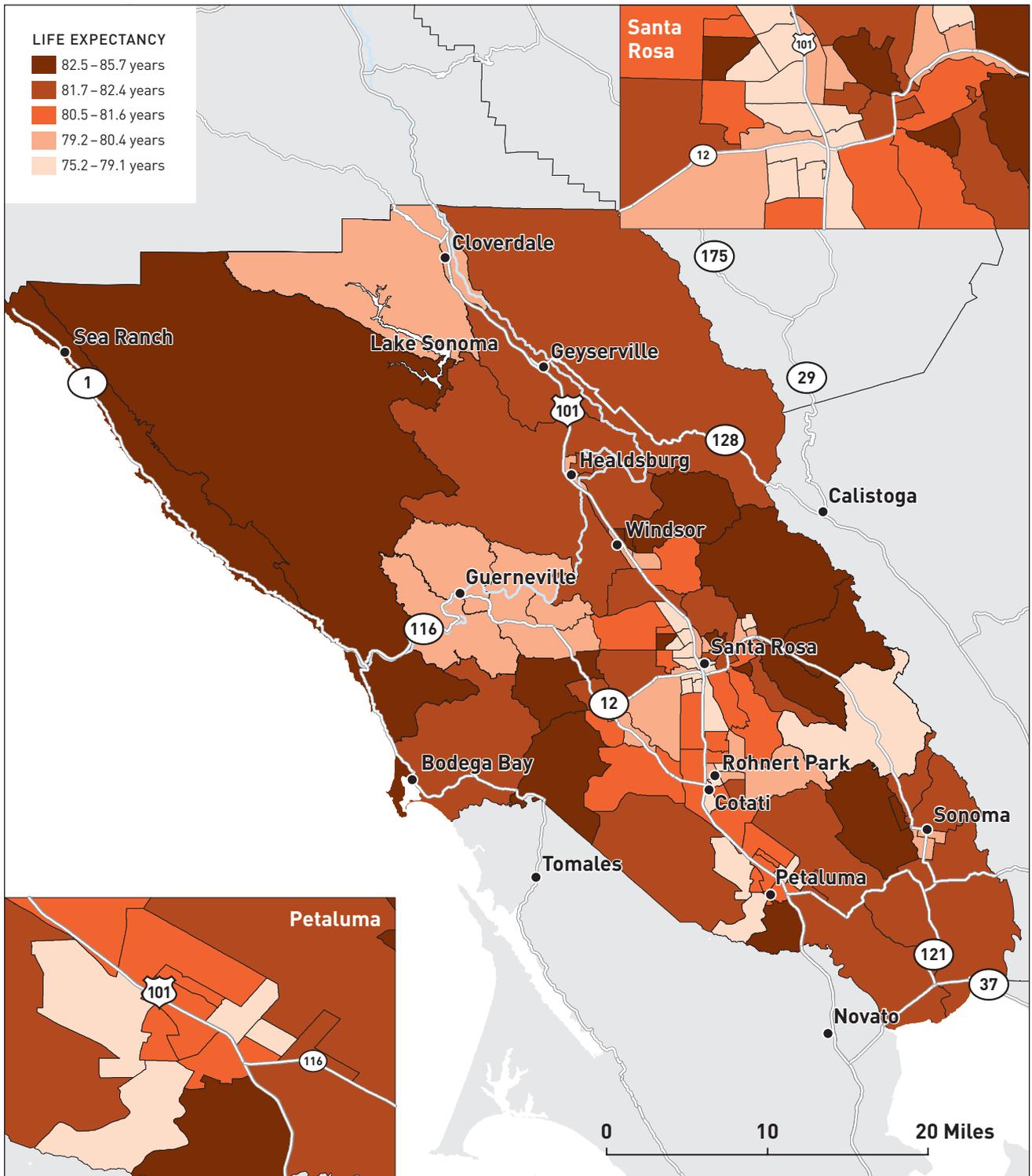
These main drivers of longevity in Sonoma County make it one of a set of very healthy counties in a state with very good health outcomes; California has the third-highest life expectancy in the continental United States. Nonetheless, work remains to be done (see **MAP 2**). **An entire decade separates the life expectancies of the top and bottom census tracts among the ninety-nine that make up the county.** The top five tracts are Central Bennett Valley (85.7 years), Sea Ranch/Timber Cove and Jenner/Cazadero (both 84.8 years), Annadel/South Oakmont and North Oakmont/Hood Mountain (both 84.3 years), and West Sebastopol/Graton (84.1 years). The bottom five are Bicentennial Park (77.0 years), Sheppard (76.6 years), Burbank Gardens (76.0 years), Downtown Santa Rosa (75.5 years), and Kenwood/Glen Ellen (75.2 years). See **SIDEBAR**.

What characteristics do the census tracts with higher life expectancies have in common? While many Americans believe income and health rise and fall in tandem, the situations in these neighborhoods challenge that assumption. The typical currently employed worker in Central Bennett Valley and Annadel/South Oakmont earns in the range of \$45,000, while his or her counterparts in Sea Ranch/Timber Cove and Jenner/Cazadero have median earnings of \$31,500 and \$35,000, respectively; all are among the top five census tracts for life expectancy. In marked contrast, the tracts with the highest earnings, Fountain Grove and East Bennett Valley, rank twenty-fourth and twenty-fifth in terms of life expectancy. In fact, studying the relationship between earnings and health across all ninety-nine of Sonoma County’s census tracts shows only a weak positive correlation. In other words, knowing about the wages and salaries in Sonoma’s neighborhoods gives you little of the information necessary to predict life span.

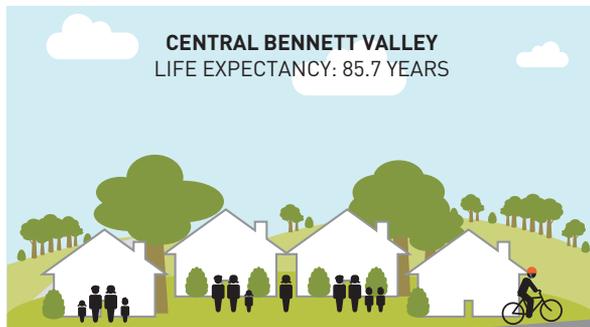
What, then, does matter for health outcomes?

One very important, and undervalued, factor in a long and healthy life is education. Analysis of Sonoma County’s ninety-nine tracts shows a clear positive correlation between life expectancy and education: people in neighborhoods with higher educational attainment and enrollment have longer lives. This is in part because better-educated people have more access to health care and are more likely to comply with treatment regimens, use safety devices such as seat belts and smoke detectors, and embrace new laws and technologies.¹⁴ But low educational attainment also chips away at life expectancy in ways less obviously linked with health. It both causes and is caused by low socioeconomic status, circumscribes career options, results in low-wage jobs and limited benefits, and often results in families living in neighborhoods with poorer schools and higher crime, all of which contribute to chronic stress that damages the heart and blood vessels.

MAP 2 Life Expectancy in Sonoma County by Census Tract



BOX 2 A Tale of Two Neighborhoods

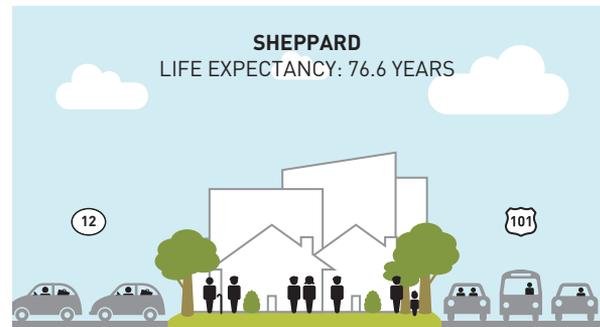


Residents of Central Bennett Valley in eastern Santa Rosa have an average life expectancy of 85.7 years, at the top of Sonoma County's longevity scale. Toward the bottom of this scale is Sheppard, a neighborhood within the same city and only about two miles away. Here, the average resident has a life expectancy at birth of 76.6 years. **What are some of the factors that may be contributing to this life expectancy gap of over nine years?**

Central Bennett Valley, a top-ten tract in terms of overall human development, is a small neighborhood of 0.6 square miles,¹⁵ located in eastern Santa Rosa in a verdant area that is close by hundreds of acres of state parkland. The neighborhood's ethnic makeup is about four-fifths white, with a small (10.8 percent) Latino population. Four in ten adults here have at least a bachelor's degree. The tract is home to Strawberry Park, with nearly six acres of open space and sports facilities, and the smaller Matanzas Park.¹⁶ The poverty rate is low (6.6 percent), and only 8.6 percent of residents lack health insurance. Of the major occupational categories (defined by the U.S. Bureau of Labor Statistics), Central Bennett Valley has a very high proportion of workers in management-type work (60 percent). It has few service jobs (11 percent) and even fewer jobs in agriculture, construction, manufacturing, and other manual labor-based trades.

Sheppard ranks ninety-seventh of the county's ninety-nine tracts in human development. It is roughly the same size as Central Bennett Valley¹⁷ but flanked by two highways. Sheppard's population is two-thirds Latino—over six times the Latino population share of Central Bennett Valley—and one-third white. Fewer than one in twelve adults has a bachelor's degree or higher. One six-acre park lies within the tract boundaries, but only one acre is developed, and the park has walking areas but no recreational facilities.¹⁸ Sheppard's poverty rate is nearly three times that of Central Bennett Valley, and triple the proportion of residents lack health insurance.

Sheppard has fewer than a third of the proportion of workers of Central Bennett Valley in relatively higher-paying



management and related occupations (16.9 percent) and over triple the proportion (19.2 percent) doing work that revolves largely around manual labor: agriculture, construction, maintenance, or repair. Finally, while in most Sonoma County census tracts, including Central Bennett Valley, women outnumber men in the population, largely due to their longer life expectancy, the reverse is true in Sheppard. Although data on the undocumented are hard to obtain, a recent study by the Public Policy Institute of California found that in the zip code that encompasses Sheppard and the other Southwest Santa Rosa neighborhoods, more than one in four residents is an undocumented immigrant.¹⁹ Health outcomes in this neighborhood are very low, all the more worrisome because, as discussed below, Latinos in Sonoma County outlive whites, on average, by just under half a decade.

The portraits of these two small neighborhoods are not exhaustive—in part because health risk behaviors data are lacking for very small populations. But they cover some important social, economic, demographic, and environmental health determinants. **The daily conditions for healthful behaviors in these two neighborhoods are worlds apart, as are the educational backgrounds, jobs, and access to services of their residents. And the outcomes speak for themselves.** In the neighborhood with ample green space and clean air, where the majority of adults have relatively high levels of education and work in management jobs with minimal exposure to hazards, and where poverty rates are low, the life expectancy of a baby born there today is longer than that of a baby born in any other Sonoma County tract on the same day. In the neighborhood where the risk of work-related injury and the stress of economic insecurity that is so damaging to health are far higher, and where access to health insurance and opportunities for recreation and exercise are more limited, life expectancy is about the same as it was in the United States in the mid-1990s, nearly two decades ago.²⁰

BOX 2 CONTINUED A Tale of Two Neighborhoods

CENTRAL BENNETT VALLEY

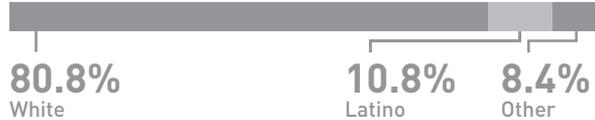
Total Population

3,563

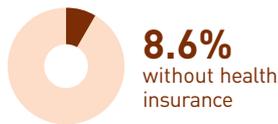
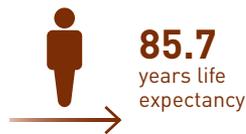
Ratio of Men to Women

.93 : 1
Man Woman

Race/Ethnicity



HEALTH



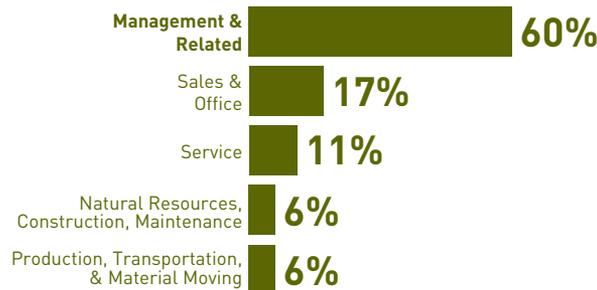
EDUCATION



STANDARD OF LIVING



OCCUPATIONAL BREAKDOWN



SHEPPARD

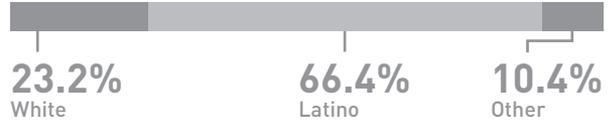
Total Population

5,742

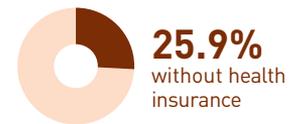
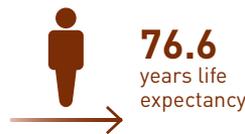
Ratio of Men to Women

1.11 : 1
Men Woman

Race/Ethnicity



HEALTH



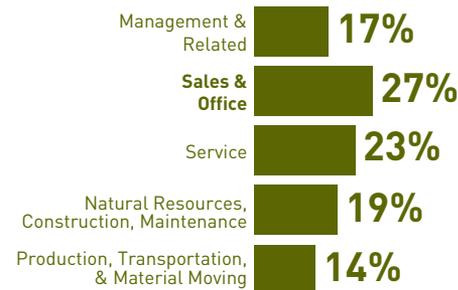
EDUCATION



STANDARD OF LIVING



OCCUPATIONAL BREAKDOWN



Sources: U.S. Census Bureau, Census 2010, and American Community Survey 2008–2012.

BOX 3 Dating and Domestic Violence: Public Health Challenges in Sonoma County

According to the California Department of Justice, 147 homicides from domestic violence were committed in 2011—nearly 12 percent of the state’s homicides. While gang- and robber-related homicides were on the decline, domestic violence killings in California went up by 30 percent from 2008 to 2011.²¹ The tragedy of death resulting from domestic violence is only part of the destruction it wreaks. Domestic violence has devastating psychological, physical, and economic consequences on those who experience it—and on the children who are exposed to it. In the health realm, beyond the immediate injuries, victims often suffer from a host of longer-term physical health problems, including sleep and eating disorders, and frequently experience devastating psychological distress, such as depression, anxiety, and sometimes suicide. Young people who are victims of teen dating violence can also experience these health symptoms; are more likely to engage in health risk behaviors such as smoking, excessive drinking, and drug use; and are at a higher risk of being victims of intimate partner violence in adulthood. Domestic violence also exacts a high cost to society at large—medical costs, justice system costs, reduced workforce productivity, and reduced capabilities of future generations.

Dating and domestic violence are pervasive public health issues that continue to impact communities nationwide, including Sonoma County. In 2012, the rate of domestic violence-related calls to law enforcement in Sonoma County was 4.7 per one thousand residents ages 18 to 64, lower than the state rate of 6.6 per one thousand. Yet some areas in the county are seeing higher rates, ranging from fewer than four

calls to law enforcement per 1,000 residents in some cities and towns to nearly twenty calls in others.²² However, care must be taken in comparing and interpreting these data due to possible differences in how local law enforcement agencies define, collect, and record domestic violence-related calls. Standardization of definitions and data collection practices are essential to understanding the relative magnitude of the problem.

A look at teens who have experienced dating violence in the county shows that the rate is slightly below the California average for all but nontraditional students, but is nonetheless a problem that affects hundreds of Sonoma’s young people (see below). The percentage of students who have been intentionally physically hurt by a boyfriend or girlfriend in the past year in Sonoma County public schools ranges from 4.1 percent among seventh graders to 5.7 percent in ninth grade, and climbs to 5.8 percent by eleventh grade. Both dating and domestic violence are typically underreported, especially among certain populations, such as people who are undocumented. These data, therefore, may be an underestimation of the extent of dating and domestic violence in Sonoma County.

The Sonoma County Department of Health Services is developing a Violence Profile, due out in 2014, as part of an effort to move away from a focus on individual causes to one that frames violence as a public health issue. The next step will be the development of a full-scale initiative with targeted efforts to better understand and address the community, environmental, and social factors that contribute to violence in Sonoma County.

Dating Violence among Youth in California and Sonoma County, 2008–2010 School Years



Source: California Department of Education, California Healthy Kids Survey (WestEd) <http://www.kidsdata.org/>. Notes: Nontraditional students are students enrolled in community day schools or continuing education. They make up about 7 percent of the sampled student body on this survey question. Values may not sum to 100 due to rounding.

VARIATION BY RACE AND ETHNICITY

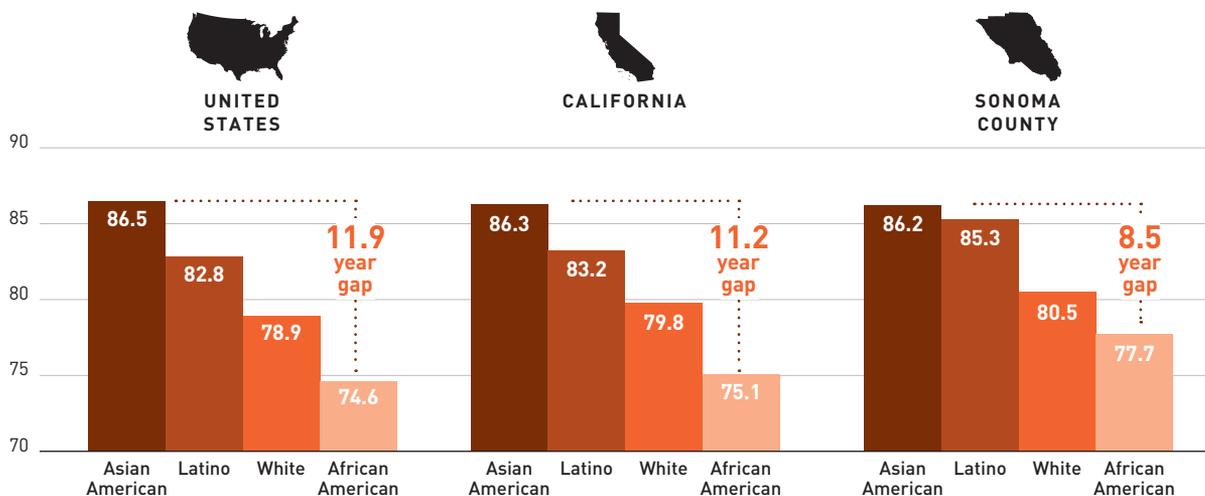
The life expectancy of Sonoma County’s population varies considerably by race and ethnicity, reflecting that of the state and nation as a whole, but with a smaller gap between the longest- and shortest-lived groups (see **FIGURE 3**).

Asian Americans in Sonoma County live longest, with an average life expectancy of 86.2 years. This is very close to the state and national average for this group. As discussed above, education is an important determinant of health, and in Sonoma County, Asian American educational outcomes are indeed impressive. Nearly three-fourths of Sonoma County Asians were born overseas,²³ and one way in which they differ from Asian Americans statewide is that they include a larger proportion of immigrants from Cambodia and Thailand.²⁴ Many Cambodian immigrants in California are refugees from years of civil war, whose psychologically traumatic experiences and physical deprivations, including periods of starvation, have led to exceedingly poor health compared to other Asian immigrants.²⁵ More research is needed on the health of this population to better meet their needs. Yet despite the particular challenges of refugee populations in Sonoma County, health outcomes for Asian Americans overall top the chart.

Latinos have the second-highest life expectancy in Sonoma County, 85.3 years—only about one year less than Asian Americans. Sonoma County’s Latinos outlive whites, on average, by nearly half a decade.

The life expectancy of Sonoma County’s population varies considerably by race and ethnicity.

FIGURE 3 The Gap between the Longest- and Shortest-Lived Groups in Sonoma County Is Smaller Than the U.S. or California Gap.



Sources: Measure of America analysis of data from the California Department of Public Health, Death Statistical Master File and U.S. Census Bureau, 2005–2011. U.S. and California estimates are from Lewis and Burd-Sharps (2013).

Three factors appear to contribute to Latino longevity:



Latinos smoke cigarettes at **lower rates** than whites.



Latinos drink to excess at **lower rates** than whites.



Strong social support and **family cohesion** seem to bolster health outcomes, particularly for Latino mothers and infants.

The phenomenon of Latinos living longer than whites despite having lower educational levels and incomes and far lower rates of insurance coverage (29.4 percent of Latinos in Sonoma lack health insurance, as compared to 9.4 percent of whites)²⁶ is referred to as the Latino Health Paradox and is evident at the state and national levels as well.

Although Latinos in Sonoma County are generally a very young population, that does not affect life expectancy at birth, as the calculation is sensitive to the age structure of the local population. For example, the presence of a large assisted-living facility for seniors that encompasses much of one census tract does not distort the calculation of life expectancy. While further research on the longevity of Latinos and on the Latino Health Paradox is needed, several factors seem to contribute. Latinos binge drink less than non-Hispanic whites and have far lower smoking rates,²⁷ which is important because both smoking and excessive drinking can contribute to premature death from heart disease, stroke, and cancer. In addition, some research shows that aspects of Latino culture, such as strong social support and family cohesion, help bolster health outcomes, particularly for mothers and infants.²⁸

One particularly interesting aspect of the Latino Health Paradox is that this protective health benefit seems to wear off the longer Latinos are in the United States. Researchers seeking to understand this trend have found that splitting Latinos into two groups, U.S.-born and foreign-born, reveals markedly different characteristics. Foreign-born Latinos tend to have better health outcomes than those who were either born in the United States or have spent a significant amount of time in this country. These findings have led researchers to believe that immigrants adopt the preferences of the people among whom they live over time, a process of acculturation that has significant adverse impacts on health (with some beneficial impacts as well).²⁹ More research is needed, however, to understand the various factors contributing to these outcomes. Gaining such knowledge could help lengthen life spans for everyone, as well as contribute to our understanding of acculturation's negative health impacts on immigrant groups, so that the second generation can remain as healthy as their parents.

Whites in Sonoma County have a life expectancy of 80.5 years, better than whites nationwide and in California but well below that of Asian Americans and Latinos. In fact, the longevity gap between Latinos and whites (4.8 years) is much larger in Sonoma County than it is in either California (with a gap of 3.4 years) or the United States (3.9 years). Given the relatively high income and educational levels of the county as well as other environmental and social characteristics of Sonoma that support good health, it is surprising that whites live significantly shorter lives than Latinos and Asian Americans, despite their higher earnings and other socioeconomic advantages. One concern in Sonoma is cancer.

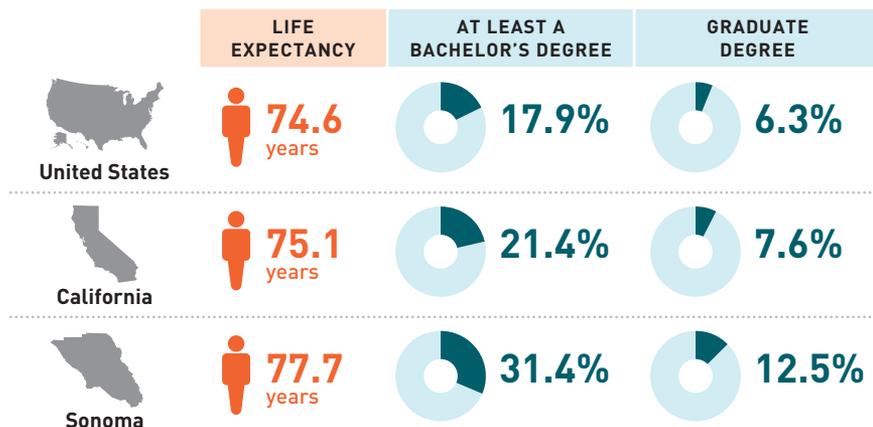
Sonoma County has higher incidence and death rates from cancer than the state averages,³⁰ but the death rate is significantly higher still for white residents than for other racial and ethnic groups. Whereas the Latino and Asian American cancer rates are in the range of 100 to 110 deaths per 100,000 population, for whites, the death rate is nearly 177 per 100,000. (Cancer death rates for African Americans in Sonoma County cannot be estimated due to the small size of this population).³¹ A focus on reducing Sonoma’s relatively high smoking rates would be one important effort for reducing cancer in the county.

African Americans have a life expectancy of 77.7 years, the shortest life span of the four major racial and ethnic groups in Sonoma County. The concerning life expectancy gap of 8.5 years between this shortest- and the longest-lived racial or ethnic group in Sonoma County is nevertheless smaller than that observed in either the United States (12 years) or California (11 years). While the African American population in Sonoma is quite small (around 7,000), one in five is foreign born,³² which represents a far higher proportion of immigrants than the national average among African Americans.³³ In California, foreign-born African Americans have a slight life expectancy edge over U.S.-born African Americans.³⁴

A comparison between the education levels of African Americans in Sonoma County and those nationally reveals important health-giving advantages in the county. Sonoma’s African Americans are far more likely to have bachelor’s degrees (31.4 percent versus 17.9 percent) and twice as likely to have graduate or professional degrees. In addition, this population is more integrated across Sonoma census tracts than in many other cities and counties across America.

African Americans have a life expectancy of **77.7 years**, the shortest life span of the four major racial and ethnic groups in Sonoma County.

FIGURE 4 African Americans in Sonoma County



Source: Lewis and Burd-Sharps (2013), Measure of America analysis of the California Department of Public Health, Death Statistical Master File, 2005–2011, and U.S. Census Bureau, American Community Survey, 2012.

Native Americans face a very high rate of unintentional injuries related to poisoning, firearms, falls, motor vehicle accidents, fires, drowning, and work.

Our research has shown that residential segregation by race often leads to concentrations of poverty and disconnection as well as islands of affluence, which affects local revenue streams and in turn has an impact on public services, including school funding and quality, and public transportation options.³⁵

Also very important is segregation's effects on access to the strong social networks and connections so vital to job and mentorship opportunities and for neighborhood safety and trust.³⁶ Each of these sets of community conditions, in turn, affect health.

Native Americans make up less than 1 percent of the Sonoma County population, with a total of about 3,500 residents whose full heritage is Native American, plus 9,800 others who make some claim to Native American identity. Unlike in many other American communities, Native Americans live in almost every Sonoma city and town. No Sonoma County neighborhood is more than 3.8 percent Native American, however, and only three neighborhoods (Sheppard, Wright, and West Windsor) have over 100 people who identify as Native American.³⁷

Health care for this population is provided by a variety of services, including the federally funded Sonoma County Indian Health Project, plus local clinics and providers. The result is that nearly three in four Native American adults (73.5 percent) and nearly all children (99.1 percent) have health insurance. This compares favorably to 88.3 percent of Latino children and 95.1 percent of white children.³⁸ Another respect in which Sonoma's Native American population is faring comparatively well is in terms of the prevalence of cancer. Coupled with Alaska Natives, the Native American population has the lowest cancer rates of the county's five major racial and ethnic groups, almost half that of whites (250 as compared to 482 cases per 100,000).³⁹

Native Americans face other health challenges, however, one of which is the very high rate of unintentional injuries related to poisoning, firearms, falls, motor vehicle accidents, fires, drowning, and work. In 2009, they had a startling rate of 2,158 unintentional injuries per 100,000 population, more than double the African American rate and nearly triple that of whites. Latinos also have a relatively high rate of unintentional injury, but it is still considerably lower, at 1,374 per 100,000.⁴⁰

Two other areas of concern regard children. A lower proportion of Native American mothers receives early prenatal care (71 percent) than mothers in any other racial or ethnic group, and the rate of child abuse is 20.6 cases per 1,000 children, as compared to 3.9 per 1,000 for Asian Americans, 4.9 per 1,000 for Latinos, 5.3 per 1,000 for whites, and 15 per 1,000 children for African Americans.⁴¹

What Fuels the Gaps in Health?

Action to address the following three priority areas is key to boosting index scores for all residents of Sonoma County and to narrowing the gaps in health outcomes between groups and neighborhoods. In each case, they emphasize a focus on creating the conditions for preventing problems before they start, which is in almost every instance less expensive and more effective than delaying action until a crisis is full-blown.

UNEVEN NEIGHBORHOOD CONDITIONS

The life expectancy gaps that separate groups in Sonoma County—over a decade by neighborhood, eight and a half years by race and ethnicity—are not predestined, nor are they rooted only in genetic makeup. They are largely avoidable. But reducing these gaps requires distributing health resources far more evenly than they are distributed today.

Doctors, treatments, and medicines are essential, especially when a person is already sick. But progress in health at the population level can only be made by going beyond the systems put in place to deal with illness to address the wide set of economic, social, and political forces shaping the conditions in which people are born and grow up.

What are the resources for health in Sonoma County? They are safe and affordable opportunities for recreation and fitness, places to get nutritious food, reliable transportation systems, high-quality schools, safe neighborhoods, jobs that offer dignity and economic security, decent housing, and a voice in decisions that affect people's lives. And they are an absence of such health risks as exposure to toxic substances, policing policies that target specific groups, zoning and private-sector lending and credit practices that segregate neighborhoods, aggressive marketing of cigarettes and alcohol in low-income neighborhoods, and many others.

In some Sonoma County neighborhoods and among some groups, resources for health are plentiful, and their value is clearly evident in the people's health outcomes. For others, the social determinants of health that shape daily routines result in shorter, less healthy lives. **The good news, however, is where we started: extreme health disparities are largely preventable.** Collaborative efforts by government, businesses, nonprofit organizations, and individuals themselves aimed at prevention offer a path to healthier, longer lives and fewer public health-care dollars spent on treating preventable illness.



The life expectancy gaps that separate groups in Sonoma County are largely preventable.

Adolescent Smoking Rates by Gender in Sonoma

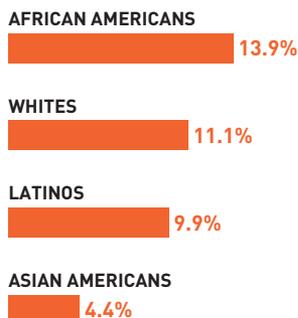
Smoked a Cigarette during Past 30 Days (% of 11th graders)



Source: Measure of America calculations from California Department of Education, California Healthy Kids Survey (WestEd), 2008–10.

Adolescent Smoking Rates by Race and Ethnicity in Sonoma

Smoked a Cigarette during Past 30 Days (% of 7th, 9th, 11th graders)



Source: Measure of America calculations from California Department of Education, California Healthy Kids Survey (WestEd), 2008–10. Data for 7th, 9th, and 11th graders are combined to provide more reliable estimates.

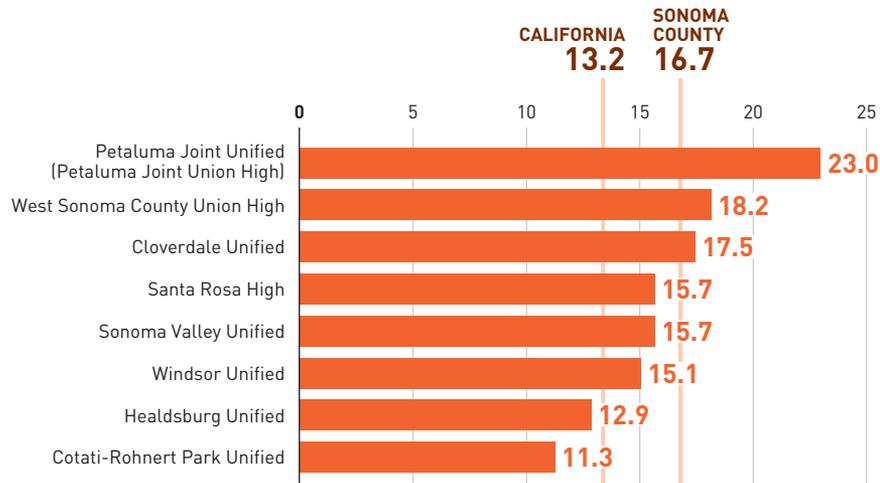
SMOKING—A MAJOR HEALTH RISK BEHAVIOR

The tremendous reduction in smoking rates between 1965, when 42 percent of American adults smoked, to 2000, when 23 percent did, ranks among the greatest U.S. public health victories of the twentieth century.⁴² Smoking declined because people’s desire to quit was supported by a whole range of actions that made smoking difficult (such as indoor and outdoor antismoking policies and ordinances), expensive (such as cigarette taxes and fees), and less socially acceptable (through social marketing and health promotion campaigns). A wide range of proven tools is available to reduce death and disease from tobacco use and exposure to secondhand smoke. Sonoma County has been active in using many of them, including an ordinance passed in 2011 pertaining to secondhand smoke and smoking in certain public places. But the battle against smoking is not yet won. Over 14 percent of county residents smoke, a higher percentage than residents of any of the other seven counties in this analysis, though differences are not all statistically significant.

Where will antismoking efforts bring the greatest benefits? Local data on smoking rates are particularly important for tailoring them. According to calculations from the California Healthy Kids Survey for 2008–10, a higher percentage of eleventh-grade boys smoked at least once during the thirty days before the survey than girls (19.0 percent compared with 14.7 percent), and African American youth were the most likely among racial and ethnic groups to have smoked in the past thirty days (see **SIDEBAR**). Among the eight school districts with sufficient data, smoking rates ranged from 11.3 percent of eleventh graders in Cotati-Rohnert Park Unified School District to more than double that (23.0 percent) in Petaluma Joint Unified School District (see **FIGURE 5**).

The 2014 report card of the American Lung Association in California shows much room for improvement in many parts of Sonoma County with respect to smoke-free housing and restricting outdoor smoking and gives the county low marks for restricting tobacco sales at pharmacies and within a certain distance of parks and schools as well as for curtailing sampling of tobacco products.⁴³

Finally, despite the strong deterrence value of cost to smoking, especially among teenagers, California has one of the lowest cigarette tax rates per pack in the nation—87 cents—as compared with \$4.35 in New York State, \$3.51 in Massachusetts, and \$3.03 in Washington State.⁴⁴ Although state law prohibits municipalities from levying their own cigarette taxes, one local mechanism Sonoma County could investigate, though it does require a community vote, is imposing an additional regulatory fee per pack for cigarette litter cleanup, as San Francisco has done.⁴⁵ Redoubling all these efforts would help chip away at the annual county toll from cancer, which amounted to 933 deaths in 2012 alone.⁴⁶

FIGURE 5 Teenage Smoking Rates Vary Widely by School District

Source: Measure of America calculations from California Department of Education, California Healthy Kids Survey (WestEd), 2008–10. Data for Geyserville Unified not available.

LATINO HEALTH ADVANTAGES

Common wisdom holds that higher incomes can buy better health, and, certainly, groups with higher education levels tend to be healthier and to live longer the world over. Yet Latinos in Sonoma County, many of whom face disproportionate economic and social challenges, outlive Sonoma County whites by half a decade. As discussed in subsequent chapters, the typical Latino worker earns only \$21,695 a year, compared to \$36,647 for the typical white worker. And less than 5 percent of white adults have never completed high school, compared to 44 percent of Latino adults.⁴⁷ What factors might explain this conundrum?

We have some indications about what Latinos are doing right: they engage in fewer health risks like smoking and drinking, and their communities and families are more supportive of healthy behaviors. In addition, some researchers have conjectured that the Latino immigrant population is a statistically biased sample because only relatively healthy individuals are willing to undergo the risks and uncertainties of emigration (the “healthy migrant” hypothesis), or that Latino immigrants disproportionately return home when they are ill to die in their countries of origin and are thus not counted in U.S. mortality statistics (the “salmon bias” hypothesis). But tests of these hypotheses have been inconclusive or contradictory.⁴⁸ Much more investigation is needed to learn from Latinos how we might lengthen life spans for everyone and help second-generation Latinos avoid the negative health impacts of acculturation.

Latinos in Sonoma County, many of whom face disproportionate economic and social challenges, outlive Sonoma County whites by half a decade.

Access to Knowledge



IN THIS SECTION

Introduction

Analysis by Geography and Race and Ethnicity

What Fuels the Gaps in Access to Knowledge?

Introduction

For individuals, access to knowledge is a critical determinant of long-term well-being and is essential to self-determination, self-sufficiency, and the real freedom a person has to decide what to do and who to be. More than just allowing for the acquisition of skills and credentials, education builds confidence, confers status and dignity, and broadens the horizons of the possible. More education is associated with better physical and mental health and a longer life, greater marital stability and ability to adjust to change, better job prospects, and higher income. **For society as a whole, a more educated population correlates to less crime, greater tolerance, public savings on remedial education and the criminal justice system, and increased voting rates and civic participation.** There's no human development "silver bullet," but education comes the closest.

Education is not only key to human development more broadly; it is also, as has been shown, a **fundamental social determinant of health**. For adults ages 35 and up, every additional year of education is associated with 1.7 additional years of life expectancy.⁴⁹ Why? Because well-educated people have greater access to and understanding of health-related information. They tend to practice fewer health risk behaviors like smoking and are more likely to exercise regularly and eat a healthy diet. They are better able to understand and comply with medical instructions and make well-informed decisions about their health. In addition, educated people tend to have more stable interpersonal relationships and a greater range of healthy coping behaviors, both of which mitigate health-eroding chronic stress. And because more education typically leads to better jobs and higher wages, better-educated people are more likely to have health insurance and more money and time to take care of themselves and less likely to live in stress-inducing neighborhoods—specifically, concentrated-poverty areas with high crime rates and comparatively few opportunities for physical activity.

Education is also the surest route to economic competitiveness, for people and places alike. Globalization and technological change have made it extraordinarily difficult for poorly educated Americans to achieve the economic self-sufficiency, peace of mind, and self-respect enabled by a secure livelihood. The diverging fortunes of well- and poorly-educated workers in the Great Recession illustrates the economic benefits of education, especially in a tight labor market. In 2010, California's unemployment rate approached 13 percent—but the rate for the state's college graduates (6.7 percent) was less than half that for Californians who never completed high school (16.1 percent).⁵⁰ Economic competitiveness is at risk when the workforce lacks the technical skills and credentials a knowledge-based economy requires. Sonoma County has made concerted efforts to diversify its economy, targeting in particular knowledge-based sectors, in part by luring tech companies north through promotion of its numerous lifestyle amenities.

There's no human development "silver bullet," but education comes the closest.

Access to knowledge is measured using two indicators: school enrollment and educational degree attainment.

Continuing to attract such businesses and ensuring that the residents of Sonoma County can compete for the higher-wage jobs they bring requires real investment on the part of the county, schools, and young people themselves in developing higher-order skills.

Access to knowledge in the American Human Development Index is measured using two indicators that are combined into an Education Index. The first is **school enrollment** for the population between the ages of 3 and 24 years; this indicator captures everyone who is currently in school, from preschool-age toddlers to 24-year-olds in college or graduate school. The second indicator is **educational degree attainment** for the population age 25 and older. This indicator presents a snapshot of education in a place or among a group at one point in time. (Keep in mind that the share of the population with high school degrees refers only to adults over 25; it is not a measure of the current high school graduation rate. The graduation rate of today’s high schoolers is an important indicator discussed in this chapter, but it is not part of the index.)

The school enrollment indicator counts for one-third the weight of the education dimension of the Human Development Index, and the degree attainment indicator counts for the remaining two-thirds; these relative proportions reflect the difficulty of, as well as the payoff for, completing an education as compared to simply enrolling in school. Data for both indicators come from the annual American Community Survey of the U.S. Census Bureau.

Finally, while access to education is critical, so is the quality of that education. Unfortunately, no comparable, reliable indicators of quality are available across the country, so none are included in the American Human Development Index. Such measures are incorporated into the analysis when they exist.

FIGURE 6 The Benefits of Education Go Well beyond Better Jobs and Bigger Paychecks.



Source: Measure of America, Common Good Forecaster. measureofamerica.org/forecaster.

Analysis by Geography and Race and Ethnicity

VARIATION BY GEOGRAPHY: SONOMA COUNTY IN CONTEXT

Sonoma County outpaces the rest of California in terms of the share of adults who have at least a high school diploma. In Sonoma County, nearly 87 percent of adults over age 25 have high school diplomas, compared to just under 82 percent in California as a whole. When it comes to today's young people, the county is on par with the state. In Sonoma County, 79.3 percent of those in the graduating class of 2011–2012 finished on time or within four years, compared to 78.9 percent statewide. Sonoma County's 2011–2012 on-time graduation rate was up appreciably from the county's rate in 2009–2010, which was 75 percent.⁵¹

Sonoma County is similar to the rest of the state on other education indicators. The percentage of adults with college and graduate or professional degrees is roughly the same as it is in the rest of California (see [TABLE 3](#)). Likewise, Sonoma school enrollment is on par with that of California as a whole, at 77.9 percent versus 78.5 percent, respectively. But both of these figures top the U.S. average of 77.5 percent. In fact, Sonoma County is equal to or modestly better than the nation on all education indicators covered in this report.⁵²

Sonoma County compares favorably on education with the seven peer counties identified by its Economic Development Board. Its share of adults without high school diplomas, 13.1 percent, is smaller than those of all its peers except San Luis Obispo and Marin. On the other indicators, Sonoma County tends to be in the middle of the pack. Neighboring Marin County, with the best educational score among these California counties, throws the curve for the whole state, registering much higher rates of educational attainment and enrollment than the others in this group, including Sonoma County.

ADULTS WHO COMPLETED HIGH SCHOOL



Source: U.S. Census Bureau, American Community Survey, 2012.

TABLE 3 Education in Sonoma County and Seven Peer Counties

RANK	COUNTY	EDUCATION INDEX	LESS THAN HIGH SCHOOL (%)	AT LEAST HIGH SCHOOL DIPLOMA (%)	AT LEAST BACHELOR'S DEGREE (%)	GRADUATE OR PROFESSIONAL DEGREE (%)	SCHOOL ENROLLMENT (%)
	California	5.04	18.5	81.5	30.9	11.3	78.5
1	Marin	8.09	6.8	93.2	55.8	24.5	87.3
2	Santa Cruz	5.94	14.0	86.0	38.3	15.2	80.6
3	San Luis Obispo	5.91	8.7	91.3	33.5	11.8	81.6
4	Sonoma	5.28	13.1	86.9	31.8	11.7	77.9
5	Ventura	5.15	17.3	82.7	31.6	11.1	78.8
6	Santa Barbara	5.12	20.8	79.2	30.2	12.5	80.2
7	Napa	4.93	18.3	81.7	30.3	9.2	78.5
8	Monterey	3.92	30.1	69.9	24.0	8.7	76.6

Source: Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012.

For instance, nearly twice the percentage of Marin’s adults over 25 have graduate or professional degrees, and the share of adults with at least a bachelor’s degree is nearly 25 percentage points higher than in California (see [TABLE 3](#)).

VARIATION BY GEOGRAPHY: CENSUS TRACTS

Despite Sonoma County’s above-average educational statistics at the county level, variation is significant and meaningful among its census tracts. The range in the percentage of residents with less than a high school diploma is huge, going from a low of 0.4 percent to a high of 46.1 percent. The share of the adult population with graduate degrees goes from 2.9 percent to 40.8 percent, and the range in school enrollment is tremendous, from 53.8 percent in Forestville to 100 percent in Central East Windsor.

The top five geographical areas on the Education Index are Sea Ranch/Timber Cove, Old Quarry, East Bennett Valley, Rural Cemetery, and Fountain Grove. (See [MAP 3](#) for Education in Sonoma County and [TABLE 4](#) for Top Tracts for Education.) In all five neighborhoods, less than 5 percent of adults lack high school diplomas, and between 48 percent and 65 percent have bachelor’s degrees; enrollment rates top 85 percent. In Sea Cove/Timber Ranch, nearly all adults completed high school, and two in three have at least a bachelor’s degree. In Old Quarry, East Bennett Valley, and Fountain Grove, nearly six in ten have bachelor’s degrees, and about one in four has a graduate degree. To put this high level of educational achievement in perspective, no U.S. state or metro area comes close to the Education Index scores of these five neighborhoods; their scores, which range from 8.38 to 9.21, are near the top of the education scale, higher even than Marin County overall.

Of the bottom five neighborhoods on the Education Index, Roseland Creek has the lowest score, followed by Roseland, East Cloverdale, Feters Springs/Agua Caliente West, and Sheppard. The values for all five tracts are comparable to those found in areas that register some of the country’s lowest human development levels—California neighborhoods in the Fresno area and South Los Angeles and counties in the Mississippi Delta and Appalachia. In Sheppard, Roseland Creek, Roseland, and Feters Springs/Agua Caliente West, four in ten adults lack high school diplomas. The school enrollment rates in East Cloverdale (63.5 percent), Roseland (65.4 percent), Roseland Creek (66.2 percent), and Feters Springs/Agua Caliente West (67.8 percent) bode poorly for the future; they are between 10 and 14 percentage points below the rate for Sonoma County overall. This is particularly concerning because Roseland, Roseland Creek, and Feters Springs/Agua Caliente West are three of the top four census tracts in terms of share of the population under age 18; in these neighborhoods, more than three in every ten people are children.



Source: Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2008–2012.

MAP 3 Education in Sonoma County by Census Tract

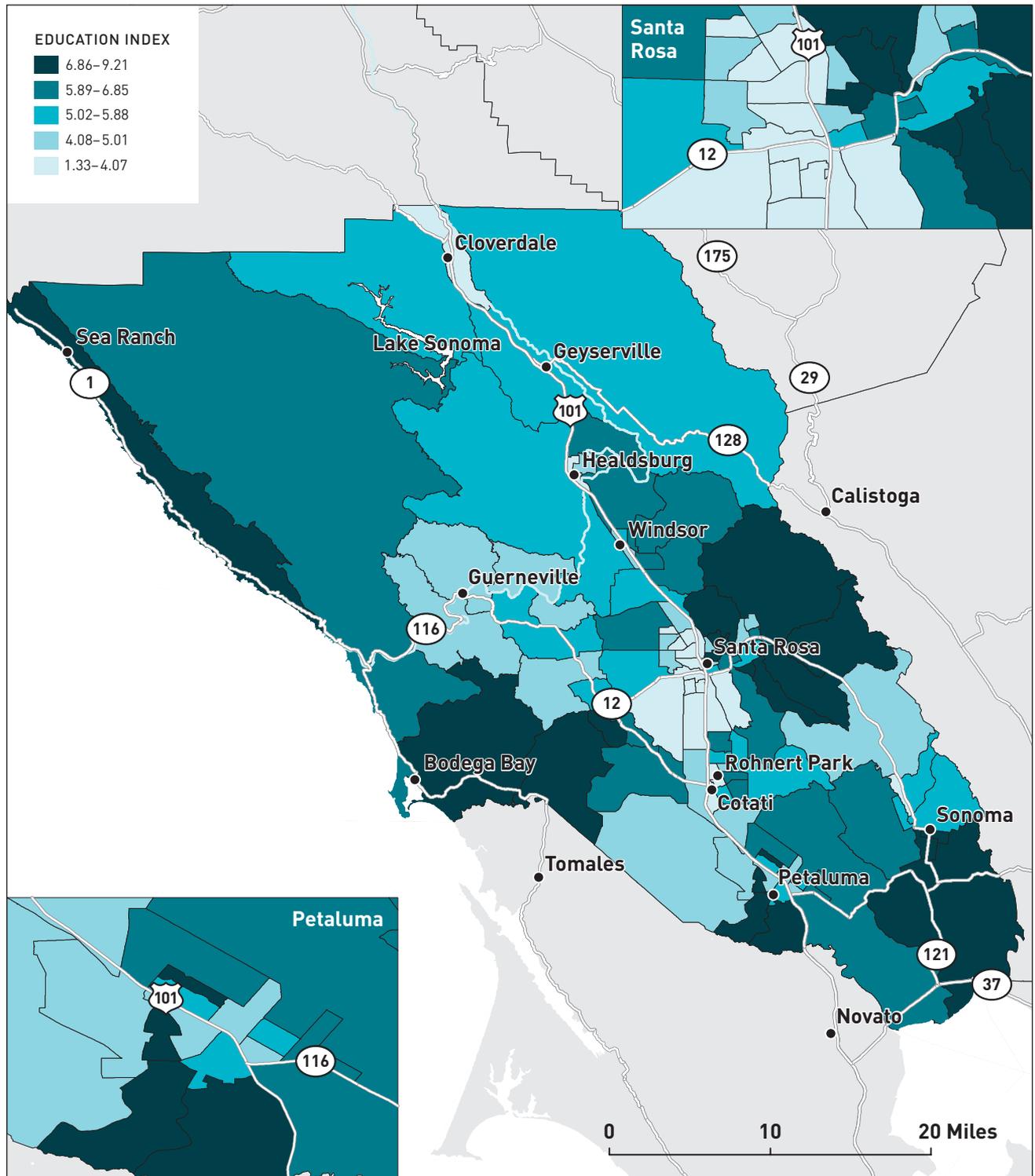


TABLE 4 Top- and Bottom-Five Census Tracts for Education in Sonoma County

RANK	TRACT NAME	EDUCATION INDEX	LESS THAN HIGH SCHOOL (%)	AT LEAST HIGH SCHOOL DIPLOMA (%)	AT LEAST BACHELOR'S DEGREE (%)	GRADUATE OR PROFESSIONAL DEGREE (%)	SCHOOL ENROLLMENT (%)	HD INDEX
	California	5.04	18.5	81.5	30.9	11.3	78.5	5.39
	Sonoma County	5.28	13.1	86.9	31.8	11.7	77.9	5.42
Top Five Census Tracts for Education								
1	Sea Ranch/Timber Cove	9.21	1.1	98.9	65.4	40.8	86.7	7.35
2	Old Quarry	8.94	3.7	96.3	57.5	26.5	93.1	7.71
3	East Bennett Valley	8.75	0.5	99.5	58.6	24.0	90.2	8.47
4	Rural Cemetery	8.44	3.4	96.6	48.0	25.7	92.5	7.67
5	Fountain Grove	8.38	4.2	95.8	56.6	24.6	88.7	8.35
Bottom Five Census Tracts for Education								
95	Sheppard	2.00	41.8	58.2	8.2	3.6	71.7	2.98
96	Fetters Springs/Agua Caliente West	1.96	45.4	54.6	17.1	5.8	67.8	3.41
97	East Cloverdale	1.89	30.3	69.7	12.4	2.9	63.5	3.79
98	Roseland	1.75	40.8	59.2	14.4	4.1	65.4	2.95
99	Roseland Creek	1.33	46.1	53.9	8.6	4.3	66.2	2.79

Source: Measure of America analysis of data from the California Department of Public Health, Death Statistical Master File, 2005–2011, and U.S. Census Bureau, American Community Survey, 2012 and 2008–2012.

Asian Americans have the highest score, followed by whites, African Americans, and Latinos.

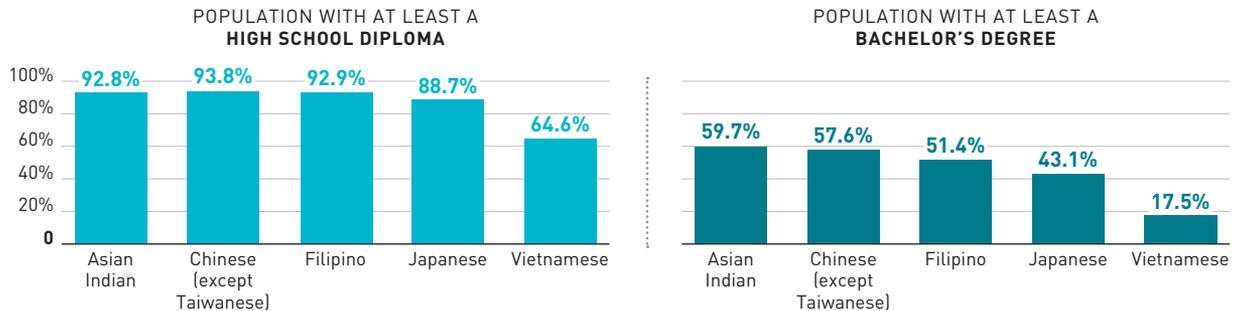
VARIATION BY RACE AND ETHNICITY AND GENDER

In most states, educational attainment follows a similar pattern: Asian Americans have the highest score, followed by whites, African Americans, and Latinos (see **TABLE 5**). This is also the ranked order at the national level, as well as in most metro areas.⁵³ Sonoma County follows this pattern.

Asian Americans have an Education Index score of 7.64, by far the highest of any of the major racial and ethnic groups in this analysis. As explained earlier in the health section, the Census Bureau–defined category “Asian” encompasses U.S.-born citizens who trace their heritage to a wide range of Asian countries, as well as Asian immigrants.

The high level of average attainment for this broad group obscures the educational struggles of some. Although 44.4 percent of Asian American adults in Sonoma County hold bachelor’s degrees or more—nearly 40 percent higher than the county average—almost 13 percent lack the bare-bones minimum of a high school diploma (see **FIGURE 7**). A look at the educational attainment of the five largest Asian subgroups sheds light on this dichotomy: while six in ten Sonoma residents of Asian Indian descent and nearly as many of Chinese descent have bachelor’s degrees, only about one in six of Vietnamese heritage do.

The astonishingly high enrollment rate of Asian Americans ages 3 to 24 in Sonoma County, 95.5 percent, demonstrates that the county’s young people of Asian descent stay in high school through graduation and continue their educations

FIGURE 7 Asian American Educational Attainment Varies Widely by Subgroup

Source: U.S. Census Bureau, American Community Survey, 2006–2010 (Table DP02).

beyond high school at much higher rates, regardless of their parents' academic credentials, than do white, Latino, or African American young people in Sonoma County. Asian Americans in Sonoma not only do better on this indicator than young people of other racial and ethnic groups in the county, they also surpass Asian Americans in the rest of the state. The enrollment rate for Asian Americans in California as a whole (already better than that of all other ethnic groups) is nearly 10 percentage points less, 86 percent.

Whites have the second highest Education Index score in Sonoma County, 5.92. Only 4.7 percent lack high school diplomas, giving this group the highest score in high school completion. More than one in three have bachelor's degrees, and about one in seven has a graduate degree. The white educational enrollment rate, however, is essentially on par with the overall county rate.

African Americans score 4.25 on the Education Index. The share of adults with bachelor's and graduate degrees is roughly the same as in the county as a whole. Pulling down this group's score is the high proportion of adults who lack high school degrees, just about one in four. This rate is 10 percentage points higher than the Sonoma County rate and twice the rate for African Americans in California. African Americans' school enrollment also lags the Sonoma County average by 6 percentage points.

Latino educational attainment in Sonoma County, as in the state and country, lags that of other groups significantly. Four in ten Latino adults did not complete high school, and less than one in ten completed a bachelor's degree. Part of the explanation is the difference in educational attainment between native-born and foreign-born residents. Overall, U.S.-born residents have higher educational attainment levels than foreign-born residents, who are seven and a half times as likely to lack high school degrees. Eighty-eight percent of Latino immigrants to Sonoma County hail from Mexico, and many arrive with limited education; 42 percent of Sonoma's Latino population today is foreign born.⁵⁴

Women
outpace men
in educational
attainment and
enrollment.

Interestingly, while more than half of foreign-born Latino adults in California today did not complete high school, the percentage of native-born Latino adults who hold high school diplomas is virtually the same as the rate for all Californians, about 80 percent.⁵⁵ This generational change, which has U.S.-born children ending up with higher levels of educational attainment than their immigrant parents, is certainly not unique to Mexican Americans but rather reflects the typical experience of most waves of immigrants to the United States.

Finally, in the United States as a whole, women outpace men in educational attainment and enrollment, and this pattern holds in Sonoma County, where they are more likely to have completed high school. As discussed in great detail below, the gender gap in high school completion among today's young people is actually larger than the gap among adults over age 25.

TABLE 5 Educational Attainment by Gender and Race and Ethnicity

POPULATION GROUP	EDUCATION INDEX	LESS THAN HIGH SCHOOL (%)	AT LEAST HIGH SCHOOL DIPLOMA (%)	AT LEAST BACHELOR'S DEGREE (%)	GRADUATE OR PROFESSIONAL DEGREE (%)	SCHOOL ENROLLMENT (%)
California	5.04	18.5	81.5	30.9	11.3	78.5
Sonoma County	5.28	13.1	86.9	31.8	11.7	77.9
Gender						
Women	5.59	11.2	88.8	33.0	11.8	79.7
Men	4.96	15.2	84.8	30.6	11.7	76.1
Race/Ethnicity						
Asian Americans	7.64	12.9	87.1	44.4	15.4	95.5
Whites	5.92	4.7	95.3	38.0	14.0	76.7
African Americans	4.25	23.8	76.2	31.4	12.5	71.8
Latinos	2.37	43.6	56.4	7.7	1.9	77.4

Source: Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012.

What Fuels the Gaps in Access to Knowledge?

Society often seems to expect schools to solve all its problems. To be sure, throughout American history, schools have been instrumental in creating a productive and cohesive society, helping to assimilate waves of young immigrants and the children of immigrants, fostering a collective identity as Americans, developing shared norms around citizenship, and providing a ladder out of poverty for academically able young people. Yet in the past, there was not the same expectation that schools would be able to create equality of outcomes; even equality of opportunity in schools wasn't on the table a generation ago. Girls were shut out of athletics and certain types of coursework, and African Americans faced legal segregation, the most blatant example of educational inequity in our country's history. In 1970, only 52 percent of American adults had even completed high school, and just 11 percent had bachelor's degrees.⁵⁶ The difference between then and now was that equal opportunity for everyone, women and people of color included, was not yet a salient concept in American society. In addition, unionized jobs in manufacturing and the trades paid middle-class wages to people, mostly men, with limited academic skills; educational credentials weren't a requirement for a family's basic economic security.

In today's globalized, knowledge-based economy, such jobs are few and far between. In addition, society has rightly rejected the idea that school success is for the few. Schools are expected to graduate "college- and career-ready" young people, and to be able to do so for all students—including children whose young, single parents did not graduate high school and struggle to make ends meet as well as those whose affluent, college-educated parents read to them every night; neglected children from chaotic, abusive homes as well as cherished children from stable, loving ones; and everyone in between. This is a worthy aim, but to believe just saying it is so will make it so is magical thinking. In reality, educating children from disadvantaged backgrounds requires greater resources, human and financial, than educating more privileged ones. Making the required investments in disadvantaged children is imperative, not only for reasons of basic fairness and social justice, but also to ensure America's continued competitiveness in the global economy.



Sonoma County Public Schools



70,600 students



42%
Latino



22%
learning English



48%
economically disadvantaged



12%
receiving special education services



40 school districts (K–12)

182 public schools

107 Elementary

25 Alternative

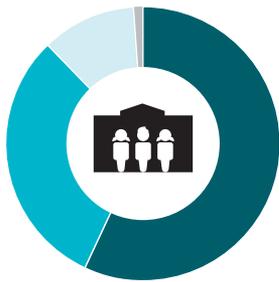
24 Middle/Junior High

19 High

7 Independent Study

Source: Sonoma County Office of Education, About Sonoma County Schools, 2014.

Where do California school resources come from?



- 57% State of California
- 31% Local Property Taxes
- 11% Federal Government
- 1% Lottery

Source: "Education Budget—CalEdFacts."

UNEQUAL RESOURCES FOR EDUCATION

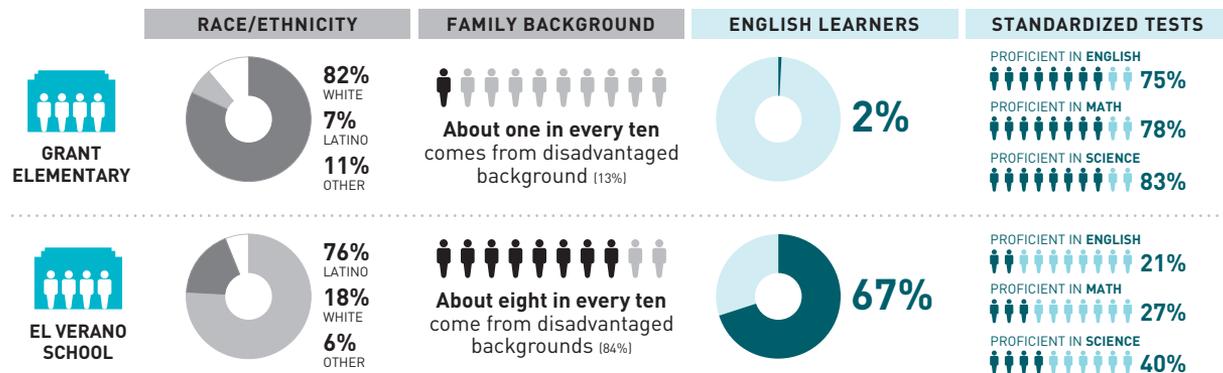
States and communities tend to invest less in educating low-income students than in educating middle-class and affluent ones. Education budgets in California, as across the United States, are derived from a hyper-complex set of formulas; in California, funding comes from the federal government (about 11 percent of a school's budget), the state (about 57 percent), local property taxes (about 31 percent), and the lottery (about 1 percent),⁵⁷ supplemented by volunteer hours and contributions from parents and the private sector. Differences in property values, which underpin local educational budgets, have a big impact on the funds available to different school districts. Widening the gap are parental efforts. Because families in affluent communities have more disposable income and extensive parental social networks that include the business community, PTA fundraising efforts there can yield tens of thousands of dollars, resources sufficient to hire an art or music teacher, or funding for a year's worth of culturally enriching field trips—thus expanding opportunities for students whose families may already pay for private music lessons or belong to local museums.

Because incomes of Latinos in the state are disproportionately low, this group is often on the losing end of the funding equation. In California, the proportion of low-income Latino students attending overcrowded schools is twice that of white students. Latino high school students are four times as likely as white high schoolers to attend schools designated "low performing," and over twice as likely as white or Asian students to attend schools with severe shortages of qualified teachers.⁵⁸ Previous Measure of America research in Los Angeles County and Marin County has found strong evidence that schools with predominantly Latino or African American students from low-income families have fewer resources at their disposal than those whose mostly white students come from more privileged circumstances. Research also shows that educational funding alone is not enough to overcome the out-of-school challenges and barriers low-income children face.⁵⁹

How is Sonoma County doing on this score? One way to judge is to look at two specific schools with similarly sized but socioeconomically distinct populations.

BOX 4 takes a closer look at two elementary schools.

BOX 4 A Tale of Two Schools



A dismaying pattern has emerged in other Measure of America studies: schools that serve the most disadvantaged students tend to have the fewest resources, and schools that serve the most advantaged students tend to have the most resources. Two Sonoma County schools buck this counterproductive trend.

Grant Elementary in Petaluma enrolls 402 children. The average parental educational attainment is college graduate, and most families live in single-family homes they own. Most students enter Grant in kindergarten or first grade after one or two years of preschool and remain through sixth grade. Eighty-two percent are white, and 7 percent are Latino. Thirteen percent come from disadvantaged backgrounds, but less than 2 percent are English-language learners. On the 2012–2013 California Standardized Tests, Grant students performed very well.⁶⁰

El Verano School in Sonoma Valley Unified district enrolls 437 children in kindergarten through fifth grade. Students are drawn chiefly from an area with low index scores and a poverty rate double the county average. Over eight in every ten children come from disadvantaged backgrounds, and nearly seven in ten are English-language learners. On the 2012–2013 state tests, only 21 percent of the children scored at least “proficient” in English language arts (not unexpectedly, given the large number of English-language learners).⁶¹

Grant and El Verano spend approximately the same per pupil, teacher pay and qualifications are on par, and average class size is comparable. Both schools have beautiful student murals, thriving outdoor garden plots, space for outdoor play, and warm, vibrant environments for learning. Both are also sparing in their use of suspension and expulsion, with almost no cases over the last three reporting cycles.

Both schools also offer a rich array of afterschool activities, though they differ in their focus, funding, and operation. At Grant, for instance, the PTA chair manages a host of

enrichment programs, which vary by semester and are paid for by individual parents. Options for fall 2013 included chess, Spanish, art, jewelry making, and a music troupe.

El Verano also offers afterschool classes like ballet, art, and yoga. In addition, the school offers a range of programs, all free of charge, that directly address out-of-school barriers to school success. A program run by the Boys & Girls Clubs of Sonoma Valley every school day from dismissal until 6:00 p.m. offers healthy snacks, homework assistance, and enrichment activities. An innovative partnership with a science museum in San Francisco combines science and English-language instruction. El Verano runs a preschool program funded by the California Department of Education and local foundations;⁶² a high-quality preschool is particularly vital for English-language learners, who are not only adjusting to school but also learning a new language. The school’s *Universidad de Padres* provides parents with a forum to talk about their needs, concerns, and hopes. A recent activity was a trip for nineteen parents to the University of California/Davis. None had attended college, and the excursion allowed them to tour the campus and learn about requirements for admission, financial aid, and college life.

Although El Verano students don’t perform as well as Grant students on the state tests, the future looks bright for them. El Verano is taking steps that decades of research have shown help to close the achievement gaps opened by socioeconomic inequality. But leveling the playing field is not something that schools can do on their own; true equal opportunity requires greater investment in young children and their parents from all parts of society.

Sources: School Accountability Report Card: Grant Elementary 2012–2013 and School Accountability Report Card: El Verano Elementary School 2012–2013.

In Sonoma County, only 39 percent of Latino 3- and 4-year-olds attend preschool, compared to 65 percent of white 3- and 4-year-olds.

POVERTY AND EDUCATIONAL ATTAINMENT OF PARENTS

Gaps in educational achievement in Sonoma County stem largely from poverty and parental education levels. These interacting challenges, coupled with language barriers and issues related to immigration status, particularly affect Latino families and children.

Low levels of educational attainment among parents are associated with less verbally rich environments for very young children, which has serious consequences for school readiness and success. A famous study by Betty Hart and Todd R. Risley of the University of Kansas found that poor children were exposed to about 600 spoken words per hour, while working-class children heard 1,200 words per hour and children from professional families 2,100 words per hour. By age three, a poor child had heard 30 million fewer words than one from a professional family—a huge gap separating poor children from their peers before they even entered school. The researchers found correlations between the number of words and both IQ and eventual school performance.⁶³ In other words, children in poverty start school behind and too often do not catch up. The good news is that high-quality, center-based preschools can address this problem as well as allow children to build the noncognitive skills they will need to succeed in school (like persistence and impulse control). Unfortunately, in California, the children who would benefit most—low-income children and those at highest risk of school failure—are least likely to attend preschool.⁶⁴ In Sonoma County, only 39 percent of Latino 3- and 4-year-olds attend preschool, compared to 65 percent of white 3- and 4-year-olds.⁶⁵ Research by, among others, University of Chicago economist and Nobel Laureate James Heckman shows that a quality preschool experience has a higher return than any other educational investment. The cost of preschool is a barrier for low-income families, as is a lack of programs that meet the needs of the youngest English-language learners and their parents.

Once in school, children living in poverty face many barriers to academic success. Some were mentioned above in the section on unequal school resources. A frequently overlooked issue is the frequency of moves. Research shows that children who change schools typically suffer “psychologically, socially, and academically from mobility,” and that “students who changed high schools even once were less than half as likely as stable students to graduate from high school, even controlling for other factors that influence high school completion.”⁶⁶ While three-quarters of California students make unscheduled school changes between first grade and the senior year of high school, national patterns reveal that low-income students make more moves, especially in high school,⁶⁷ than high-income students, and high-minority schools tend to have high mobility rates.⁶⁸

More obviously, low levels of parental education make it more difficult for parents to help their children with homework and may make them feel intimidated when dealing with schools and teachers. Language barriers, work hours, and concerns about immigration status may make even meeting with teachers difficult.

DIFFERENCES IN HIGH SCHOOL COMPLETION BY GENDER AND ETHNICITY

Completing high school is the bare-bones minimum educational credential in today's global economy. **Yet in Sonoma County, as in the nation as a whole, only four in every five high school students graduate in four years.** Failing to complete high school is associated with a variety of poor outcomes, the most obvious being economic. High school dropouts face far higher unemployment rates than better-educated adults—the rate for adults 25 and older without high school diplomas in 2013 was 11 percent, compared to 5 percent for people with associate degrees and 4 percent for those with bachelor's degrees. Even when they are working, poorly educated Americans in our increasingly knowledge-based economy are unlikely ever to earn more than poverty wages. Average weekly earnings for full-time workers over 25 without high school diplomas are just \$472—compared to \$827 for all full-time workers.⁶⁹

Yet the impacts of lacking a high school diploma go well beyond the pocketbook effects. The life expectancy gap between high school dropouts and high school graduates has been increasing over the past generation; today the former live seven years fewer than the latter.⁷⁰ One in eleven male high school dropouts between the ages of 16 and 24 is behind bars—a figure that jumps to nearly one in four for young African American men who dropped out. People without high school diplomas are less likely to marry and more likely to have children as teenagers.⁷¹ Students who live in poverty, have recently immigrated to the United States, struggle with English, are parents, or have disabilities are all more likely to drop out of school than students without these challenges.⁷²

Keeping young people in school is easier than luring them back. The early warning signs of dropping out of high school appear well before ninth grade and are well known. Students who fail core courses in English or math, achieve low grades, score poorly on assessments, exhibit attendance or discipline problems, or are held back are more likely to drop out. By identifying and engaging with students who exhibit a critical mass of dropout factors, stakeholders can intervene while the students are still likely to benefit from it. For early warning systems to be effective, student monitoring must begin early, as must intensive services to help at-risk children overcome the obstacles they face, from learning differences to health problems to difficult family situations. In addition, schools need to be aware of the economic situations different families are facing; young people who see their families struggling economically may feel compelled to leave school and enter the labor market, a short-term stopgap that exposes them to lifelong economic insecurity.⁷³ Helping young people to balance their responsibilities to their families with their schoolwork and to see staying in school as a long-term investment that will pay off for everyone in the long term is vital.

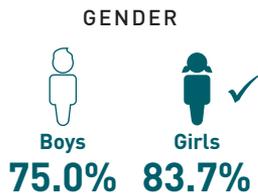
U.S. weekly earnings for full-time workers over 25



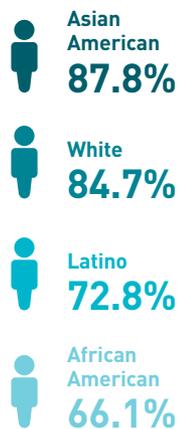
Source: U.S. Bureau of Labor Statistics, Earnings and Unemployment Rates by Educational Attainment, 2013.

Sonoma County On-Time High School Graduation

(percent of ninth graders who graduate from high school four years later)



RACE/ETHNICITY



Source: Measure of America analysis of California Department of Education, DataQuest, 2011–2012 school year.

Sonoma County high schools do as well as those in the state overall in graduating students in four years, with one exception—at Cloverdale Unified, 71 percent of students graduate on time, less than the state and county averages, which straddle 79 percent. Yet a great deal of variation lies below the averages. In looking at the numbers, it is important to keep in mind the main message of this chapter: school performance is conditioned by the challenges children face outside the classroom, not just by what happens inside.⁷⁴ The following are some of the key differences we found among students in Sonoma County:

- Girls in Sonoma County are considerably more likely than boys to graduate high school in four years—83.7 percent as compared to 75.0 percent. The gender gap in Cloverdale Unified is even larger, nearly 20 percentage points. In no Sonoma County district do boys “outgraduate” girls.
- At the county level, Asian American students are the most likely to graduate on time (87.8 percent do), followed by whites (84.7 percent), Latinos (72.8 percent), and African Americans (66.1 percent).
- In Cotati–Rohnert Park Unified, only 54.6 percent of African American students graduate high school on time, the lowest rate for any racial or ethnic group in any of the Sonoma County high schools.
- In West Sonoma County Union High, 79 percent of Asian American students graduate on time—about 9 percentage points lower than the rate for Asian Americans in the county as a whole.
- Healdsburg Unified, Sonoma Valley Unified, and West Sonoma County Union High have the highest rates of on-time graduation for Latino young people, between 87.3 percent and 89.7 percent. The lowest rate for Latinos among the school districts is in Santa Rosa High, where only 72.3 percent graduate in four years.
- The white rate of on-time graduation (69.8 percent) is below the Latino rate (74.1 percent) in only one district, Cloverdale.⁷⁵

TABLE 6 Percentage of Ninth Graders Who Graduate from High School Four Years Later, by Sonoma County School District, Gender, and Race and Ethnicity

RANK	SCHOOL DISTRICT	OVERALL	MALE	FEMALE	ASIAN AMERICAN	WHITE	LATINO	AFRICAN AMERICAN
	California	78.9	74.9	83.0	91.1	86.6	73.7	66.0
	Sonoma County	79.3	75.0	83.7	87.8	84.7	72.8	66.1
1	Petaluma Joint Unified (Petaluma Joint Union High)	91.0	88.4	93.4	96.4	94.3	84.6	—
2	West Sonoma County Union High	90.8	89.8	91.8	78.6	92.3	87.3	—
3	Healdsburg Unified	90.4	87.5	93.8	—	93.1	87.3	—
4	Sonoma Valley Unified	90.3	87.7	92.9	—	90.7	89.7	—
5	Windsor Unified	88.7	87.4	90.2	—	93.0	81.4	84.6
6	Santa Rosa High	80.6	77.6	83.5	90.6	87.5	72.3	77.1
7	Cotati-Rohnert Park Unified	79.2	74.3	84.2	95.5	82.5	74.4	54.6
8	Cloverdale Unified	71.2	63.1	82.6	—	69.8	74.1	—

Source: Measure of America analysis of California Department of Education, DataQuest. Data for Geyserville are not available.

Note: Where data are missing, there are too few students for reliable analysis.

A Decent Standard of Living



IN THIS SECTION

Introduction

Analysis by Geography, Gender, and Race and Ethnicity

What Fuels the Gaps in Living Standards?

Introduction

Income is essential to meeting basic needs like food, shelter, health care, and education—and to moving beyond these necessities to a life of genuine choice and freedom. Income provides valuable options and alternatives, and its absence can limit life chances, restrict access to many opportunities, lead to untenable tradeoffs among necessities, and cause tremendous stress. Income is an important means to a host of vital ends, including good health, a decent education, a safe living environment, security in illness and old age, social inclusion, and a say in the decisions that affect one's life. Money isn't everything, but it's something quite important.

As the many organizations in Sonoma County that are concerned with people's health and well-being know, material resources are an important social determinant of health. Adequate earnings allow people to afford to live in safe neighborhoods with places to exercise and generally enable access to healthy foods, clean air, and high-quality medical care. They allow families to avoid many of the situations that cause stress, such as living in overcrowded apartments or dangerous neighborhoods or having to work two jobs. Sufficient earnings free people from the chronic anxiety of not being able to make ends meet, thus protecting their health from toxic stress and stress-induced health-risk behaviors. And aside from monetary compensation, jobs themselves can (if they're good) provide meaning, emotional support, and social capital, which boost mental health and protect physical health.

The continuation of Sonoma County's recovery from the Great Recession, with sharp improvements in recent years across a range of economic indicators, is thus good news for human well-being. The most recent monthly unemployment figure available for the county (November 2013) was 6 percent, better than the national average and down significantly from the November 2010 rate of 10.3 percent.⁷⁶ According to the Sonoma County Economic Development Board, employment grew three times faster in Sonoma, than in the nation as a whole in 2012, the county enjoys a high growth rate in business establishment, and tourism is surpassing its prerecession level.⁷⁷ A recent report by the National Association of Counties reports that Sonoma County's 2013 GDP (the total value of all goods and services produced) was \$23.7 billion, and its 2012–2013 economic growth rate was 2.9 percent, close to what it had been before the 2007 crash.⁷⁸

More worrisome economic trends in Sonoma County relate to persistent poverty, still-high housing costs, and stagnation—even backsliding—in the economic fortunes of middle- and low-wage workers. About one in eight people (12 percent) in the county live below the poverty line. Nearly half of all households (46 percent) spend more than 30 percent of their income on housing. Although the recession-sparked decline in median housing prices has made homeownership more affordable to new buyers than it was during the real estate bubble, that is

An overview of Sonoma County's economic improvements and challenges



of little comfort to those homeowners who saw the value of their largest asset plummet over the course of 2008. Median household income declined \$2,500 between 2009 and 2011.⁷⁹ Also concerning are the economic prospects of a large group of young people; the rate of youth disconnection (that is, the proportion of people ages 16 to 24 who are neither working nor in school) in Sonoma County increased from 10.4 percent in 2009 to 11.8 percent in 2011.⁸⁰

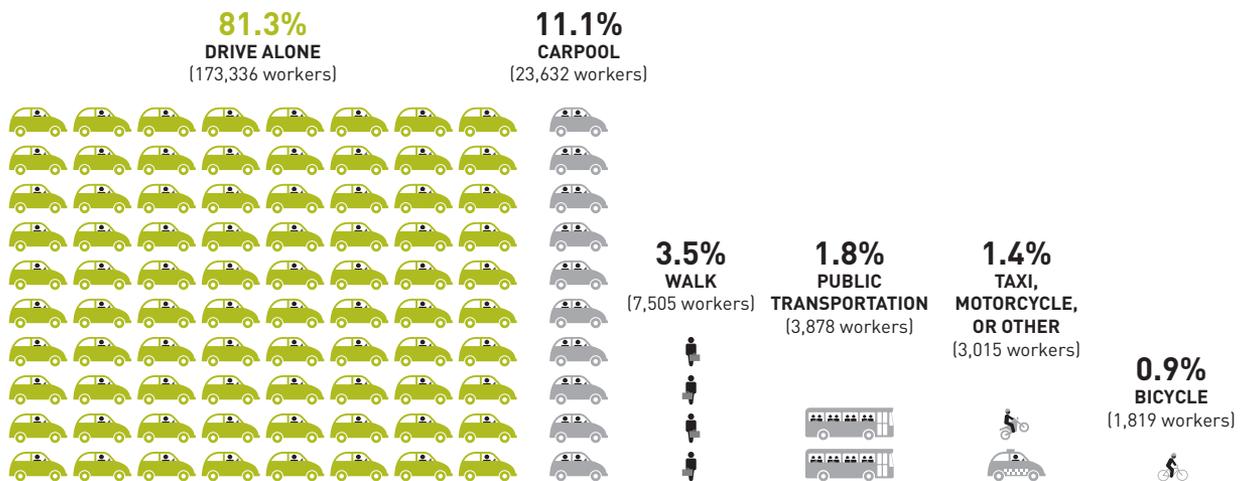
These larger trends provide the backdrop for considerable variation by neighborhood, race, ethnicity, and gender. Some groups within Sonoma County have high living standards, while others struggle with low-wage, insecure jobs, overcrowded or unaffordable housing, and inadequate transportation (see **BOX 5**).

BOX 5 Commuting: Most Sonoma County Commuters Go It Alone

An overwhelming majority of Sonoma County residents, over 81 percent, drive to and from work alone; 11 percent carpool; 3.5 percent walk; and about 4 percent either use public transit or another form of transportation (see figure below).

American workers over age 16 spend, on average, 25.4 minutes commuting each way; the mean commute time for Sonoma County workers is identical. This is lower than the California average of 27.1 minutes, but the average commute time for those in Sonoma using public transportation (55.3 minutes) is significantly longer than the national and California averages (47.9 and 47.3 minutes, respectively).⁸¹

Some 10 percent of Sonoma County workers commute more than an hour each way.⁸² Lengthy commutes have serious downsides. Long drives fuel climate change, for one. Both health and happiness suffer as the result of less sleep, decreased family time, stress over commuting standbys like timeliness, traffic congestion, and other drivers, and environmental stressors, such as noise, crowds, and pollution. The resulting ill effects may include less exercise, higher levels of stress, increased blood pressure, worse cardiorespiratory fitness, risk of neck pain, higher Body Mass Index, musculoskeletal disorders, diminished cognitive performance, and increased chances of divorce.⁸³



Source: U.S. Census Bureau, American Community Survey, 2012.

Agriculture is a cornerstone of the Sonoma County economy and was the source of over 10 percent of county earnings in 2008.⁸⁴ Sonoma County agriculture enjoyed a banner year in 2012: agricultural products like crops, livestock, vineyards, and nurseries yielded over \$820 million, an increase of about 41 percent from 2011. Wine grapes alone contributed 71 percent of the total 2012 value.⁸⁵ With some 450 vineyards in Sonoma County, this bounty has been and remains a magnet for tourists, who spent \$1.5 billion within the county in 2011.⁸⁶ Residents also benefit from the availability of many different locally grown foods.

Although data about the agricultural workforce in Sonoma County specifically are limited, nearly all (96 percent) of California's farmworkers are from Mexico.⁸⁷ (A study of Sonoma County agricultural workers currently under way will provide much needed information on this group.) Working conditions can be difficult. **The most recent Department of Labor agricultural survey found that the typical Californian farmworker puts in forty-five hours a week and earns between \$12,500 and \$15,000 per year, which leaves the families of one in every four farmworkers in poverty.** Over half of California farmworkers are under 35 years of age and, despite their youth, face serious barriers to working their way up either in or out of the industry. More than 62 percent cannot speak English at all, and fewer than one in ten speak it "somewhat" or "well." In addition, most (seven in ten) are not citizens and are not authorized to work in the United States.⁸⁸

Vineyard workers are more highly skilled than other agricultural workers because producing grapes for premium wines involves a series of specialized tasks (pruning, suckering, leaf removal, shoot positioning, and harvesting), many of which must be done by hand and require expertise and experience. Thus, vineyard workers in Sonoma County and neighboring Napa County tend to earn more than farmworkers elsewhere in the state, though their wages are still on the low end of the wage distribution.⁸⁹ In addition, unlike farms growing crops that require tending by many workers at harvest time and almost none the rest of the year, vineyards have work to be done nine or ten months a year. Thus, some vineyard workers have as many challenges in common with low-wage workers in the service sector (low pay, the need to find long-term affordable housing and transport, no set work schedule) as they do with traditional migrant workers (the need for temporary housing, problems arising from undocumented status, physically arduous labor, exposure to pesticides and other workplace risks, and so forth).⁹⁰

The wages and working conditions of farmworkers have long been an area of concern in California. Though earnings and conditions have improved, most farmworkers—the people on whom key parts of Sonoma County's economy, particularly wine and tourism, depend—still earn too little for a life of dignity, security, and self-determination.

Agriculture is a cornerstone of the Sonoma County economy and was the source of over 10 percent of county earnings in 2008.

What About Wealth?

Neither earnings nor income include wealth. Wealth (or net worth) is the value of everything a person owns—a house or other real estate, savings, investments, businesses, cars, and more—minus any liabilities or debts, such as unpaid mortgage principal. **Wealth has a major impact on current well-being and future opportunities, and wealth disparities eclipse income or earnings disparities.**

Unfortunately, wealth is extremely hard to measure, in part because the value of assets like stocks and real estate are constantly in flux, and also because the very wealthiest are likely to be missed in random sampling or decline to participate in surveys. The Federal Reserve Board produces reliable wealth data on the United States as a whole every three years through the Survey of Consumer Finances. The data are not available for states, counties, or congressional districts, however, much less census tracts, and thus cannot be incorporated into the American Human Development Index.

BOX 6 Measuring Living Standards in the Human Development Index

Many different measures can be used to gauge people's material standard of living. The American Human Development Index uses the median personal earnings of all full- and part-time workers 16 years of age and older; the data come from the U.S. Census Bureau's American Community Survey.

The median earnings figures in this report may strike some as unexpectedly low. News outlets and others talking about economic issues often refer to the average (or mean) incomes of households rather than the median earnings of individuals, and median household incomes in Sonoma County, which top \$60,000, are about double the county's median personal earnings. Average household incomes are higher still. What accounts for the large differences among apparently similar measures?

Earnings versus income. Earnings are the wages or salaries people earn from their paid jobs. Income is a broader category; it includes earnings, which make up the largest share of **income** for most Americans, and it also includes pensions and Social Security benefits, child support payments, public assistance, annuities, stock dividends, funds generated from rental properties, and interest. Earnings figures thus are lower than income figures in most cases.

Personal earnings versus household earnings. Actual and potential earnings have a significant impact on the range of options a person has and the decisions he or she makes about family and work life. Referring to personal earnings—rather than household earnings—allows us to compare the relative

command women and men have over economic resources. While many households are headed jointly by married couples, who typically share their incomes, more than half are not. The share of married-couple households has been falling since the 1970s; it passed the halfway mark in 2011 and is continuing a downward trend. In addition, not all married couples stay that way, and cohabitating couples who share resources also often part company.

Median versus average. The median gives a better indication than the average does of how the ordinary worker is faring. The median earnings figure is the midpoint of the earnings distribution—that is, half the population is earning more than that amount and half is earning less. In contrast, averages can be misleading in situations of high inequality; the presence of a few people taking home whopping sums will pull the average far above what the vast majority are actually earning. For example, in Sonoma County, the mean household income is nearly \$84,000—almost \$20,000 above the median.⁹¹

Part-time workers. The earnings of part-time workers are included in median personal earnings. While some workers prefer not to or don't need to work full-time, others work part-time because they cannot find full-time jobs or affordable child care, or they have responsibilities, such as elder care, that make full-time work impossible. Thus, **all workers** are included in the median personal earnings indicators, whereas other indicators may only include full-time workers.

Analysis by Geography, Gender, and Race and Ethnicity

VARIATION BY GEOGRAPHY: SONOMA COUNTY IN CONTEXT

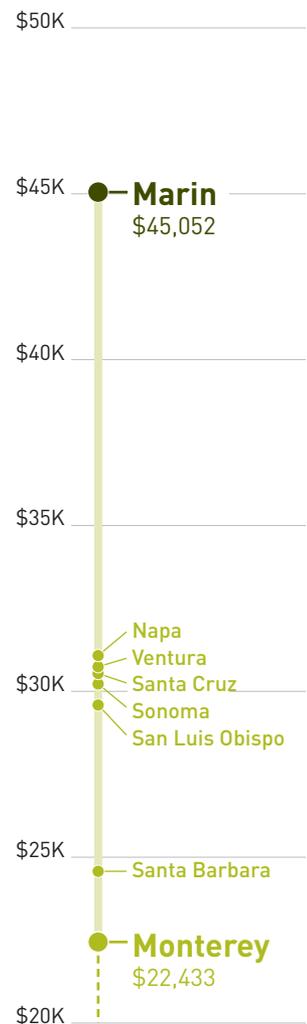
Median earnings, the main gauge of material living standards in this report, are \$30,214 in Sonoma County, which is roughly on par with those of California and the country as a whole.

Sonoma County’s economic conditions look slightly less rosy, though, when compared with Marin County, whose residents earn more than those of any other California county to which Sonoma often compares itself. In Marin, median earnings are \$45,052, nearly \$15,000 more than in Sonoma County. Sonoma County earnings are quite similar, however, to those in neighboring Napa County as well as in Ventura, Santa Cruz, and San Luis Obispo Counties, and significantly higher than in Santa Barbara County (\$24,561) and Monterey County (\$22,433).

The three indicators below—unemployment, child poverty, and rent burden—track some very important risk factors that can pose direct threats to people’s capability to enjoy a decent standard of living. **Sonoma County has an unemployment rate lower than both the nation and the state and lower than most of its peer counties.** On child poverty, Sonoma falls in the middle of the group, though this still represents about 15,400 of the county’s children under 18 who are living in households with incomes below the poverty line. Finally, all of the counties in this group have housing cost burdens above the U.S. average. Nearly 46 percent of Sonoma’s households pay 30 percent or more of their monthly income on housing.



Earnings in Sonoma and Seven Peer Counties



Source: U.S. Census Bureau, American Community Survey, 2012.

TABLE 7 Economic Challenges in Sonoma and Seven Peer Counties

TRACT NAME	UNEMPLOYED (% age 16 and older)	CHILD POVERTY (% under 18)	SPEND 30% OR MORE OF INCOME ON HOUSING (%)
United States	7.0	22.6	35.9
California	8.4	23.8	46.8
Marin	4.6	9.1	41.7
Monterey	9.1	28.2	47.4
Napa	6.0	10.9	41.2
San Luis Obispo	6.1	15.1	44.2
Santa Barbara	6.4	20.5	46.5
Santa Cruz	8.7	14.0	45.1
Sonoma	6.0	14.9	45.7
Ventura	7.3	17.7	46.4

Source: Bureau of Labor Statistics, Current Population Survey and Local Area Unemployment Statistics, non-seasonally adjusted county figures and seasonally adjusted state and national figures for November 2013 (unemployment); U.S. Census Bureau, American Community Survey, 2012 tables S1701 (child poverty) and DP04 (rent).

Median Earnings: Top and Bottom Five Tracts



Source: U.S. Census Bureau, American Community Survey, 2008–2012.

VARIATION BY GEOGRAPHY: CENSUS TRACTS

Significant disparities in median earnings separate census tracts within Sonoma County; earnings range from \$14,946, which is below the federal poverty line for a two-person household, to \$68,967, more than double the county median (see [MAP 4](#)).

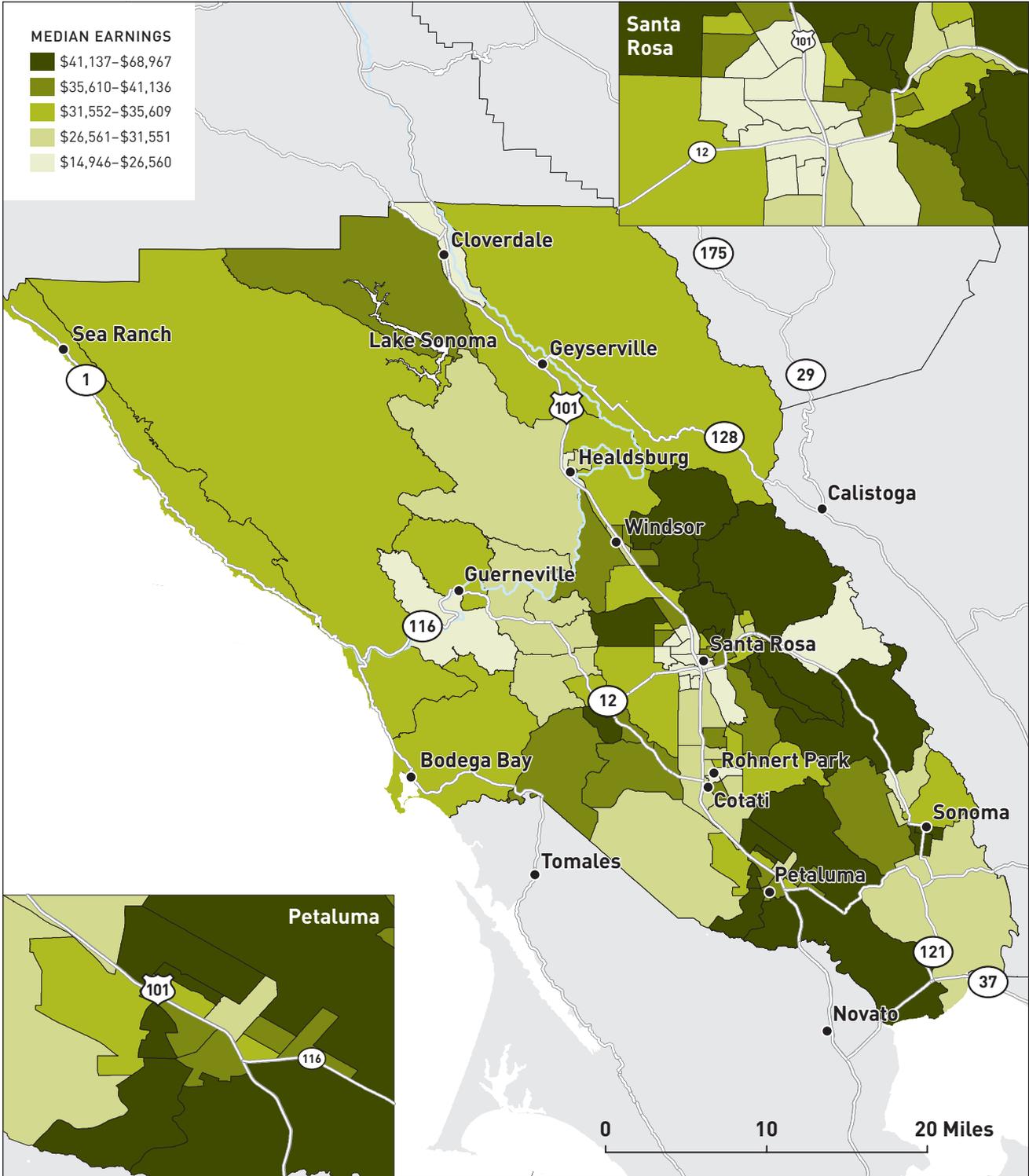
The five top-earning tracts are East Bennett Valley, Fountain Grove, Sonoma Mountain, Skyhawk, and Cherry Valley (see [TABLE 8](#)). Earnings in all these neighborhoods surpass those in top-ranked Marin County and are, at least in two, more than twice as high as the California median. In top-earning East Bennett Valley, nearly nine in ten residents are white, and over six in ten work in the occupational category “management, business, science, and arts occupations,” which includes executives and managers in business and other fields, as well as professionals in computer and life sciences, law, medicine, and architecture. The poverty rate is 1 percent, and 92 percent of housing units are owner-occupied rather than rented. Nearly all adults have at least a high school diploma, six out of every ten have bachelor’s degrees, and school enrollment is very high.

TABLE 8 Top- and Bottom-Five Tracts for Earnings in Sonoma County

RANK	TRACT NAME	MEDIAN EARNINGS [2012 dollars]	HD INDEX
	California	\$30,502	5.39
	Sonoma County	\$30,214	5.42
Top-Five Census Tracts for Earnings			
1	East Bennett Valley	\$68,967	8.47
2	Fountain Grove	\$67,357	8.35
3	Sonoma Mountain	\$51,590	7.16
4	Skyhawk	\$50,633	7.78
5	Cherry Valley	\$47,536	7.18
Bottom-Five Census Tracts for Earnings			
95	Kawana Springs	\$21,510	4.20
96	North Oakmont/Hood Mountain	\$20,406	5.98
97	Fethers Springs/Agua Caliente West	\$19,444	3.41
98	West Junior College	\$18,919	3.44
99	Rohnert Park B/C/R Section	\$14,946	3.97

Source: Measure of America analysis of data from the California Department of Public Health, Death Statistical Master File, 2005–2011, and U.S. Census Bureau, American Community Survey, 2012 and 2008–2012.

MAP 4 Median Earnings in Sonoma County by Census Tract



Communities at the bottom of the earnings table have low concentrations of workers in management and related professions.

The five lowest-earning census tracts in Sonoma County are Rohnert Park B/C/R Section, followed by West Junior College, Feters Springs/Agua Caliente West, North Oakmont/Hood Mountain, and Kawana Springs. The low earnings in two of these, however, are most likely due less to financial struggles than to stage-of-life realities:

- The **Rohnert Park**-area tract is home to Sonoma State University and its student housing. Wages there are pulled down because a large share of the population are students, and students who are working are disproportionately likely to be in part-time and lower-paying jobs.
- **North Oakmont/Hood Mountain** is home to the 4,200-person planned retirement community of Oakmont, developed in 1963 for adults 55 years old and up.⁹² Nearly two-thirds of the residents of this tract are 65 or older, and many are no longer working. Furthermore, the relatively few Oakmont residents still in the job market may be working only part-time, relying in part on savings, pensions, and Social Security, none of which would show up as earnings. That Oakmont is a retirement community explains why 23.8 percent of residents—nearly one in four—have some form of disability and also clears up some contradictory findings, such as the coexistence of low earnings with a high share of bachelor's and graduate degree holders.

The other three Sonoma County communities at the bottom of the earnings table, two of which are in Santa Rosa, have low concentrations of workers in management and related professions. Between four and five out of every ten residents are renters, and approximately one in four lives in poverty.

In Fetter Springs/Agua Caliente, 26.9 percent of residents lack health insurance, which, coupled with such low earnings, leaves families in this area particularly vulnerable to economic shocks like unexpected illness or injury. Rental housing in Fetter Springs/Agua Caliente is crowded; it ties Sheppard as the census tract with the largest household size among those who are renting their homes—4.5 people—compared to 2.6 people Sonoma County-wide. And 45 percent of adults here did not graduate high school. Both Fetter Springs/Agua Caliente and Kawana Springs are predominately Latino, 60 percent and 51 percent, respectively.

VARIATION BY RACE AND ETHNICITY AND GENDER

In Sonoma County, whites earn the most money, \$36,647, followed by Asian Americans (\$32,495), African Americans (\$31,213), and Latinos (\$21,695). This earnings ranking is found in California as a whole as well, although Asian Americans are the top-earning group in the country overall. The following are more particulars about earnings by race and ethnicity in Sonoma County:

- **Asian Americans** in Sonoma County earn about \$3,500 less than Asian Americans at the national level, whereas whites in Sonoma earn about \$3,500 more than whites in the country as a whole.⁹³
- Median personal earnings for **African Americans** in Sonoma County are on par with earnings for all African Americans in the state (\$32,837) and higher than the national median for African Americans (\$26,299).⁹⁴
- The overall earnings gap in Sonoma County between **whites** and **Latinos** is about \$15,000. This is about \$3,500 smaller than the gap at the state level.

Men in Sonoma County earn about \$8,500 more than women. This wage gap is similar to the gap between men and women at the state level, although it is around \$1,000 smaller than at the national level.

The gender gap in earnings is the result of several factors, but lack of education is not one of them. As discussed above, women in Sonoma outperform their male counterparts at every educational level; they are more likely than men to hold high school, college, and graduate degrees and to be enrolled in school.

Men in Sonoma County earn about \$8,500 more per year than women.



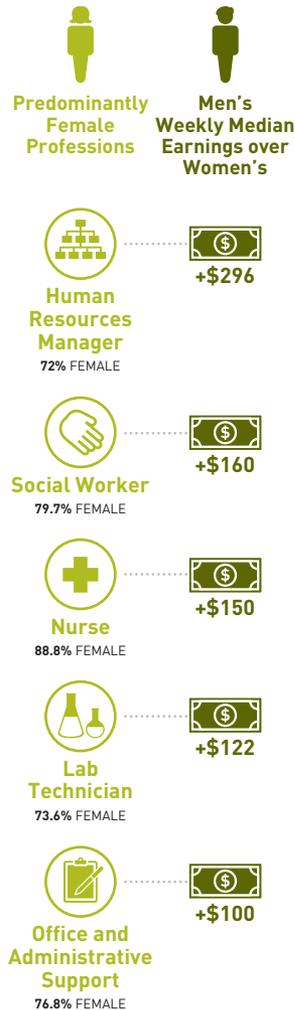
Source: U.S. Census Bureau, American Community Survey, 2012.

TABLE 9 Earnings by Race and Ethnicity

POPULATION GROUP	MEDIAN EARNINGS [2012 dollars]	HD INDEX
California	\$30,502	5.39
Sonoma County	\$30,214	5.42
Whites	\$36,647	6.01
Asian Americans	\$32,495	7.10
African Americans	\$31,213	4.68
Latinos	\$21,695	4.27

Source: Measure of America analysis of data from the California Department of Public Health, Death Statistical Master File, 2005–2011, and U.S. Census Bureau, American Community Survey, 2012.

Even in professions where women predominate, men earn more.



Source: Measure of America analysis of data from the Bureau of Labor Statistics, Current Population Survey, 2013.

Several other factors are behind the gap:

- **Part-time work.** Among women in Sonoma County, 42.4 percent work part time, a larger percentage than men.⁹⁵ This contributes to lower median earnings.
- **Responsibilities for caretaking labor.** Social norms around work in and outside the home have changed significantly over the past generation, but the change has been dramatic in one direction and lackluster, at best, in the other. Women have joined men in the paid workforce in droves, but men have been slower to take over an equal share of caretaking responsibilities. As a result, women still shoulder the majority of the child and elder care, domestic work, and emotional labor required by family life. Depending upon life stage and family circumstances, handling the bulk of these tasks alongside a demanding, high-paying job is extremely difficult.
- **Motherhood penalty.** Women pay a wage penalty for leaving the marketplace to care for children, and evidence indicates employers discriminate more against mothers than women in general in hiring and promotion decisions.⁹⁶ This is in part because the United States has not adopted family-friendly policies similar to those of all other affluent democracies, ranging from mandatory paid maternity and paternity leave, sick leave, and annual leave to care for children or elderly relatives to universal, affordable child care. The smaller wage gap in California and Sonoma County relative to the country as a whole may have something to do with the paid maternity leave mandate in the state.
- **Wage discrimination.** Evidence shows women across the United States are hired less frequently than men in high-wage firms and receive less training and fewer promotions. Even when working in the same occupational category, and even in female-dominated occupations like nursing, men tend to earn more than women.⁹⁷
- **Women work different jobs.** Women are concentrated in lower-paying occupations and industries, in part because of their choices of fields of study. Fewer women major in science and engineering, for example, than in education or social work, fields with lower economic payoffs.
- **Low-skills jobs pay men more.** The low-wage jobs where women predominate, such as child care provider and home health aide, virtually always pay less than occupations dominated by men with similarly low educational attainment levels, such as security guard or parking attendant.⁹⁸

What Fuels the Gaps in Living Standards?

Gaps in living standards among different groups in Sonoma County stem from a variety of factors:



EDUCATION LEVELS

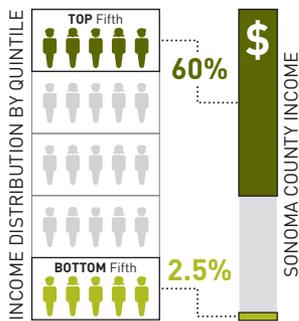
Level of education is the single biggest predictor of earnings for racial and ethnic groups and for census tracts in Sonoma County. The county's Latino residents earn the least by a huge margin—about \$9,500 less than African Americans, \$11,000 less than Asian Americans, and \$15,000 less than whites.⁹⁹ They are also the furthest behind in terms of educational attainment, with four in ten adults lacking high school diplomas. Educational attainment rates for Latinos in California are pulled down by the lower attainment of new immigrants; in the state as a whole, U.S.-born Latino adults are as likely as other Californians to have completed high school. Enrollment rates for Sonoma County Latinos are on par with those of the county as a whole, which bodes well for improved earnings in the next generation. **In terms of neighborhoods, educational attainment and enrollment strongly and positively correlate with earnings; in other words, as a census tract's average education levels rise, so, too, do median earnings.**

Unlike the national story, the fact that Asian American residents have the highest education score doesn't translate into their having the highest earnings. One likely contributing factor is that although 44 percent of Sonoma County Asian Americans have bachelor's degrees, nearly 13 percent of the overall group lack high school diplomas (compared to only 4.7 percent of whites). This is discussed further below.

IMMIGRATION PATTERNS

Immigration patterns influence earnings largely because of the education levels of new arrivals. The vast majority of Latino migrants come from Mexico and arrive with low levels of education, giving them few options outside low-wage jobs in the service, construction, and agricultural sectors. Although immigrants from Asia tend to arrive with higher levels of education, generalizations about this large and extremely diverse population can obscure important subgroup distinctions. For instance, the county's Laotian Lua population struggles with low English proficiency, low levels of educational attainment, high unemployment, and many health problems that stem from their often traumatic experiences as refugees fleeing war and reprisals.¹⁰⁰

Level of education is the single biggest predictor of earnings for racial and ethnic groups and for census tracts in Sonoma County.



The **top fifth** of Sonoma County taxpayers take home **60%** of Sonoma's total income. The **bottom fifth** take home **2.5%**.

Source: Measure of America analysis of Sonoma County income tax statistics from California Franchise Tax Board 2011 Annual Report.

HOLLOWED-OUT MIDDLE

The decline in manufacturing has made middle-class jobs less available, not just in Sonoma County, but in the state and country as well. People at the bottom of the wage ladder can't climb it as easily as in the past because there are fewer middle rungs on the ladder. Projected job growth is primarily at the top and bottom of the income scale (see **BOX 7**). This bifurcated job market leads to sharp divides in living standards; the bottom fifth of Sonoma taxpayers take home only 2.5 percent of the county's total income, while the share of the top fifth is twenty-four times higher, at 60 percent.¹⁰¹ **The wages earned by 6 percent of all working residents of Sonoma—about 14,000 workers—are insufficient to lift them above poverty.**¹⁰² The split is starkly evident in earnings at the top and bottom of the Sonoma County census tract scale. In Fountain Grove, for instance, 56 percent of workers have jobs in management-type occupations and 11 percent work in the service sector; median earnings here are over \$67,000. In Fetters Springs/Agua Caliente West, only 16 percent of workers have management jobs, whereas 38 percent are in the service sector; in The Springs, median earnings are about \$19,500. In Sonoma County as in the rest of the state, the boundaries of these distinct worlds of work fall along ethnic lines.

WEALTH DISPARITIES

Although wealth is not part of the American Human Development Index, it is too consequential to ignore. Wealth matters because financial assets allow families to invest in futures—to buy homes in safe neighborhoods with good schools, to invest in businesses, to pay for college, to help grown children with mortgages, and to leave behind inheritances that can translate into higher living standards for children and grandchildren. Wealth also matters because it is closely linked to the distribution of power; affluent people are more likely to be elected to public office and to influence the political process through access to social and professional networks than are the poor and middle class, and elected officials are more responsive to the preferences of the rich.¹⁰³ In emergencies, assets can enable people to cushion the effects of job loss, death or divorce, or natural disasters. Because, unlike most jobs, wealth can be transferred from one generation to the next, the wealth divide is more dramatic than the earnings divide. **The stark wealth differences that drive the disparities in living standards today lay the foundation for still more disparities tomorrow.**

BOX 7 The Earnings Hourglass

The decline in middle-wage jobs like construction, coupled with the growth in jobs at the top and bottom of the earnings scale, creates an hourglass-shaped labor market in Sonoma County that mirrors broader national trends.

Sonoma County has a workforce of 250,000, employed across a wide range of sectors.¹⁰⁴ About two-thirds are employed by private companies; 13 percent work for local, state, or federal government entities; and much smaller percentages work for nonprofit organizations or are self-employed.¹⁰⁵ One in five working county residents has a job in education or health care, with almost 29,000 employed in health care and social assistance alone.

The next largest industry is the retail sector; one in eight employed county residents works in retail, one of the lowest-paying job categories. The typical retail worker earns only \$21,500 per year, a sum that falls short of the Sonoma County self-sufficiency standard of \$26,065 for just one person—and is just a fraction of the more than \$53,700 a worker with two school-age children needs to make ends meet in Sonoma. The self-sufficiency standard, developed by Diana Pierce in the mid-1990s, “defines the amount of income necessary to meet basic needs (including taxes) without public subsidies (e.g., public housing, food stamps, Medicaid or child care) and

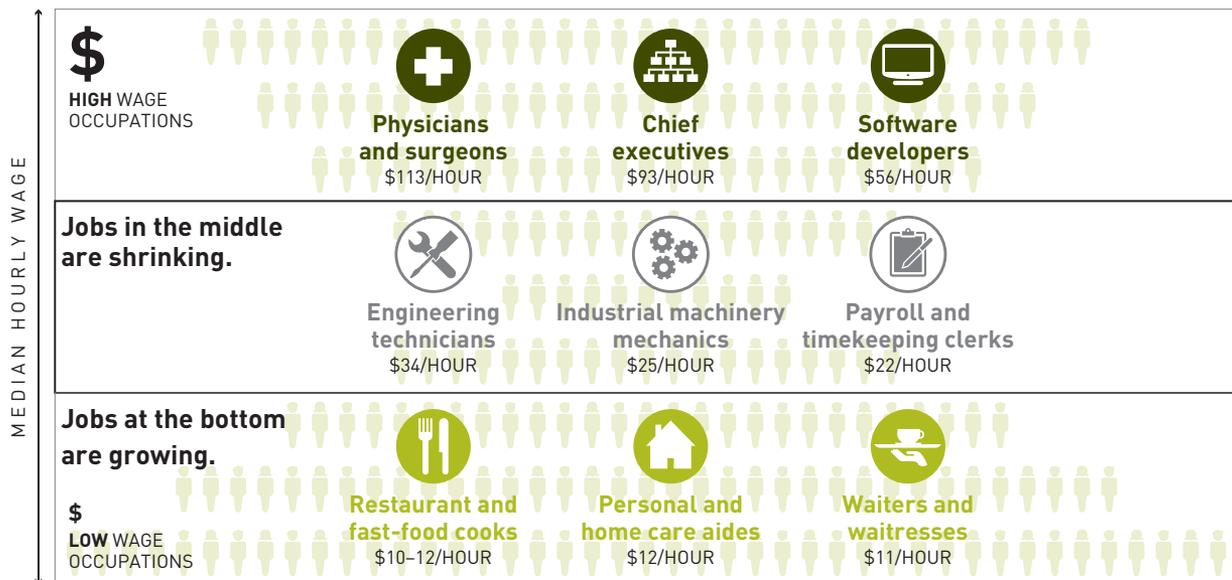
without private/informal assistance (e.g., free babysitting by a relative or friend, food provided by churches or local food banks, or shared housing).”¹⁰⁶

Sonoma County has seen major shifts in its employment picture in recent years. From 2000 to 2011, employment declined in sectors like manufacturing and construction, where in the past middle-wage jobs were plentiful.

Job growth has been strong at the top in the well-paying professional sectors, including business services, education, and health.¹⁰⁷ Among the highest earning are business executives and medical specialists, such as psychiatrists, internists, physicians, and surgeons, all of whom earn upwards of \$90 per hour, on average.¹⁰⁸

At the opposite end of the earnings distribution are workers in a range of service and agricultural occupations—among them farm workers, graders and sorters of agricultural products, waiters and waitresses, dishwashers, and fast-food cooks—who typically earn between \$9 and \$12 per hour.¹⁰⁹ Job growth has been strong in the lower-wage leisure and hospitality sectors, fueled to some degree by burgeoning interest in the farm-to-table movement and “agri-tourism,” as well as large increases in the incomes of “the top 1 percent” from the larger Bay Area and beyond, who have plenty of resources for travel.

Large and fast-growing job categories are clustered at the bottom of the earnings scale.



Source: Mean hourly wage from California Employment Development Department, High Wage Occupations in Santa Rosa-Petaluma Metro Statistical Area, first quarter 2013.

Agenda for Action

What concrete actions can the Sonoma County Department of Health Services and its allies across a wide range of sectors take to shore up the foundations of well-being for all the county's people and build the capabilities of those groups that lag behind?



Population-Based Interventions

- Make Universal Preschool a Reality
- Redouble Antismoking Efforts



Place-Based Interventions

- Improve Neighborhood Conditions to Facilitate Healthy Behaviors
- Mend the Holes in the Safety Net for Undocumented Immigrants
- Address Inequality at Education's Starting Gate
- Prioritize On-Time High School Graduation
- Reduce Youth Disconnection
- Take a Two-Pronged Approach to Raising Earnings: Boost Education and Improve Pay

Sonoma County is home to some communities in which most residents have the tools they need to live healthy, productive, freely chosen lives; neighborhoods in Bennett Valley, the Sonoma Mountain and Arroyo Park area, and Southwest Sebastopol are good examples. The rich and diverse sets of capabilities and conditions people in these and similar Sonoma County communities tend to have—from educational credentials, well-paying jobs, and strong social networks to safe neighborhoods, secure housing, and a voice in the decisions that affect their lives—are reflected in their communities' high scores on the American Human Development Index. This is not to say people living in neighborhoods that score on the high end of the index scale (from roughly 6.50 upward) are on easy street; they work hard and are certainly not immune to the reversals and sorrows that are part and parcel of the human condition. Nonetheless, the foundational building blocks they require to realize their potential and invest in their families' futures are firmly in place.

Sonoma County is also home to neighborhoods in which people face many obstacles to discovering, developing, and deploying their unique gifts and talents, and where necessity too often demands that human flourishing take a backseat to human survival. In the lowest-scoring tracts—those that fall in the high 2.00 to low 4.00 range—fewer capabilities translates into fewer choices and opportunities, as well as greater economic insecurity. In Southwest Santa Rosa, East Cloverdale, and other low-scoring Sonoma County communities, adults must direct the lion's share of their time and energy to securing the basics—essentials like nutritious food, medical care, and a place to live. The struggle to stretch low wages far enough to make ends meet and to navigate the daily challenges of life in high-poverty neighborhoods exacts a high cost: the chronic stress of insecurity causes excessive wear and tear on the heart and blood vessels, weakens immunity, frays relationships, and erodes psychological health. And the effects of prolonged poverty, particularly in the early years, on children's well-being are grave and long-lasting.

Between these high- and low-scoring neighborhoods are ones that score in the high-4.00 to mid-6.00 range. **The people living in these communities experience a mixture of security and insecurity.** Their health, levels of education, and earnings range from near the national average to well above it. But, like many in California's statistical middle, they lack the security Americans have long associated with middle-class status. Too frequently they face high housing costs, have limited assets, have too little saved for higher education and retirement costs, and are particularly affected by the erosion of middle-class jobs and benefits. Many have yet to recover fully from the effects of the Great Recession.

As this report reaches its conclusion, the question we need to ask is this: What concrete actions can the Sonoma County Department of Health Services and its allies across a wide range of sectors take to shore up the foundations of well-being for all the county's people and build the capabilities of those groups that lag behind?

Sonoma County is home to some communities in which most residents have the tools they need to live healthy, productive, freely chosen lives and others in which people face many obstacles to discovering, developing, and deploying their unique gifts and talents.

Two sets of actions offer promise. The first comprises population-based interventions targeted at Sonoma County as a whole; they are aimed at promoting the overall well-being of the county and will benefit communities all along the human development spectrum. The second includes place-based interventions that target specific neighborhoods.



Today, only about half of Sonoma County's 3- and 4-year-olds are enrolled in preschool and, among Latinos, the rate falls to 39 percent.

Population-Based Interventions

Make Universal Preschool a Reality

A mountain of evidence shows that disadvantaged children who benefit from a high-quality preschool experience are less likely to repeat grades and more likely to graduate from high school and college, marry, earn more, and be healthier as adults than those who do not. They are also less likely to have children when they are teenagers, receive public assistance, and spend time behind bars.¹¹⁰ National research has consistently shown that quality matters—poor-quality programs don't help disadvantaged children and may harm them—and that the most disadvantaged children attend the lowest-quality preschools.¹¹¹

Today, only about half of Sonoma County's 3- and 4-year-olds are enrolled in preschool and, among Latinos, the rate falls to 39 percent. The average annual cost of a center-based preschool in Sonoma County is \$9,500—equivalent to about one-third of the median annual personal earnings for the county. This high price puts preschool out of reach not just for low-income families but for many middle-income families as well. In 2012, some 15,900 youngsters qualified for subsidized preschool, but fewer than 2,300 spots were available.¹¹² A commitment among municipalities, the county, the business community, the school system, and the philanthropic community to meet the need for subsidized preschool would help secure a life of choice and value for today's Sonoma County children. As quality is fundamental to the benefit of preschooling, raising the wages of preschool personnel to attract teachers with early childhood expertise is important. The California Employment Development Department estimates Sonoma County has about 1,800 child care workers, and, in the Santa Rosa–Petaluma Metro Area, their median hourly wages are just \$11.52.¹¹³ Attaching a preschool to an existing elementary school, as El Verano School has done, is an excellent approach to build strong bonds between families and the school from the start.

Redouble Antismoking Efforts

Most premature death today stems from preventable health risks, chief among which is smoking. Among its peer counties, Sonoma County has the highest rate of adults who smoke, 14.3 percent. The county also has higher incidence and death rates from cancer than are average for California, particularly among whites.¹¹⁴

Given that tobacco is highly addictive and most people who smoke began in their teens,¹¹⁵ **the best way to lower smoking rates is to prevent teenagers from picking up the habit in the first place.** Since most smokers want to quit, helping them do so is also vital; quitting by age thirty-five reduces most of the risk of premature death, and quitting by forty returns an astonishing nine years of life expectancy to a former smoker.¹¹⁶ Sonoma County has a range of approaches in place to address both adults and teens, including an ordinance prohibiting smoking in certain public places, active public health campaigns, and free and low-cost smoking cessation programs. Yet adult and teen smoking rates in Sonoma remain stubbornly high.¹¹⁷ California's cigarette tax, at 87 cents per pack, is among the lowest in the country.¹¹⁸ Raising cigarette prices could have an immediate impact on young smokers in particular, who respond quickly to price increases.¹¹⁹ Another important strategy would be enforcing ID laws and restricting sales in pharmacies, particularly near parks and schools, to limit teens' access to cigarettes. Building upon the ample evidence about what works to lower smoking rates can make a real difference to longevity in Sonoma County.

Most premature death today stems from preventable health risks, chief among which is smoking.



Place matters to psychological and physical health and is a fulcrum of educational and economic opportunity.

Place-Based Interventions

Place matters to psychological and physical health and is a fulcrum of educational and economic opportunity. Our well-being and life paths are profoundly shaped by the characteristics of the places where we are born, spend our earliest years, attend school, make friends, fall in love, make the transition from adolescence to adulthood, work, start families, and age. **Neighborhoods can be bridges, or barriers, to lives of freedom and opportunity.**

The American Human Development Index allows us to identify areas whose populations face interlocking health, education, and income impediments to human flourishing. In Sonoma County, the census tracts with the lowest scores should be the focus of a place-based approach to improving people's well-being. The challenges these communities face are well beyond what any single institution—whether a school, a health clinic, or a municipal or county agency—can meaningfully address on its own. A place-based approach views a neighborhood, its people, and their assets and challenges as a holistic system and brings to bear on their needs the concerted, coordinated efforts of a wide variety of actors from the business community, local government, schools, hospitals, community-based organizations, faith communities, and the philanthropic sector. Place-based approaches, which also fall within the rubric of “collective impact,” ideally ensure that a set of actions becomes more than the sum of its parts and does so in a way that empowers communities to identify their own priorities and solutions.

Index results suggest that the areas discussed in **BOX 8**, many of which comprise contiguous census tracts, would benefit from a place-based approach.

In some low-scoring Sonoma County census tracts, the data show clearly the basic areas where the lag is most significant and where concerted effort could make a real difference to overall human development levels. East Cloverdale, for instance, has fallen behind in terms of education, not just of adults over age 25, but in terms of today's young people as well; education would, therefore, appear to be a good place to start. The Springs lags in education and income, but already has put in place education policies and approaches that are helping to close the gap between Latino and white students, as evidenced by the near parity between these two groups in rates of on-time graduation from Sonoma Valley High School; the improvement already in progress has set in place a strong foundation for further place-based initiatives.

But in areas like Southwest Santa Rosa, all major indicators badly trail the county average. From health and housing to health insurance and income, people in these neighborhoods face major constraints from all quarters in terms of their ability to live freely chosen lives of value. **To impose a hierarchy of needs or list of priorities for action from outside would only serve to disempower these communities further.**

Bolstering the ability of existing organizations to take a lead role in the development of priorities for place-based initiatives, or supporting the creation of new mechanisms, is a critical first step.

Although each community will identify a set of issues that call for intervention based on people’s most pressing concerns, the analysis done for this report suggests that making real progress toward higher levels of well-being and expanded opportunity requires taking the actions outlined below. This list can serve as a launching point for community-led identification of priorities.

BOX 8 Sonoma County Priority Places

Southwest and Southeast Santa Rosa

Three census tracts in Southwest Santa Rosa, adjacent to one another in the area bounded by Highway 12 and Route 101, have the county’s lowest human development levels. Index scores in Roseland Creek, Roseland, and Sheppard, which range from 2.79 to 2.98, are similar to those that prevailed in the country as a whole in the late 1970s. The struggles here are many: life expectancies are among the county’s lowest (around 77 years); four in ten adults lack high school diplomas; school enrollment rates are well below the county average; and earnings are roughly \$22,000 per year—the median wage that prevailed in the United States in the late 1960s. Six in ten housing units are rented, and the average size of households living in rental housing is among the county’s highest, suggesting overcrowded living conditions. Just across Route 101 lie two Southeast Santa Rosa tracts, Kawana Springs and Taylor Mountain, which rank eighty-first and eighty-ninth, respectively, on the index among the ninety-nine Sonoma County census tracts. Their low scores place Southeast Santa Rosa at high priority for intervention.

Northwest Santa Rosa

The scores of the eight tracts to the north of Highway 12 that straddle Route 101 in Santa Rosa range from 3.50 to a bit over 4.00, which are typical of the country in the early 1990s. The neighborhoods of West End, Bicentennial Park, Downtown Santa Rosa, Comstock, Burbank Gardens, West Junior College, Coddington, and Railroad Square, all of which are among the twenty lowest-scoring tracts, together represent a large area of concentrated disadvantage.

The Springs

The Springs in Sonoma Valley (Fetters Springs/Agua Caliente West) has the lowest score outside Southwest Santa Rosa. This comparatively compact area lies amid census tracts with much higher scores. Although life expectancy in this community is higher than the county average, 45 percent of its adults lack high school diplomas and its median personal earnings are third from last among Sonoma’s ninety-nine tracts. The relatively small population (just over 5,000); the fact that this community is not adjacent to other high-poverty, low-human-development areas; and the strong positive community role played by the area’s schools (see **BOX 4**) give a place-based approach to the area a high likelihood of success.

East Cloverdale

East Cloverdale ranks ninety-first among the ninety-nine Sonoma County census tracts. This north Sonoma tract struggles in particular with education. Three in ten adults lack high school diplomas, and just 12 percent hold bachelor’s degrees (compared to 31.8 percent for Sonoma County as a whole). School enrollment, at 63.5 percent, is in the bottom five for the county, and the rate for on-time graduation from high school in the Cloverdale Unified school district is fewer than three in four students (71.2 percent)—the lowest in the county. The situation with boys is particularly worrisome; less than two-thirds (63.1 percent) graduate high school in four years.

Longevity is largely the result of the conditions of our daily lives.

Improve Neighborhood Conditions to Facilitate Healthy Behaviors

Better health and longevity are largely the result of the conditions of our daily lives, the levels of stress we habitually experience, the scores of small decisions we make about what to put in our bodies, and how well we are able to avoid the “fatal four” risk factors for premature death: smoking, drinking to excess, poor diet, and physical inactivity. Efforts to improve neighborhood conditions should focus on creating a safe environment with more sidewalks, more streetlights, more parks, convenient, full-service grocery stores, accessible physical and mental health care, and other amenities conducive to healthy behaviors. They should also focus on eliminating risk factors, such as easily available tobacco, pervasive alcohol advertising, or concentrations of fast-food outlets.

Mend the Holes in the Safety Net for Undocumented Immigrants

Recent estimates show Sonoma County has roughly 41,000 undocumented immigrants, constituting 8.8 percent of the population—the tenth-highest rate among California’s counties.¹²⁰ Undocumented immigrants and their children, including children who are U.S. citizens, face significant challenges in getting access to vital services and are often unaware of what services actually exist. Despite Sonoma County efforts and policies to improve the well-being of this population, including the Sanctuary County designation for driving and the promotion of the health insurance program Healthy Kids, the undocumented and their families face numerous and varied barriers to living productive, fulfilling lives of value and dignity.

Address Inequality at Education’s Starting Gate

Universal preschool in Sonoma County would benefit all families, and particularly low-income families. But those with the greatest challenges, such as deep poverty, domestic instability, and low levels of parental education, also need intervention at an earlier stage. The first three years are critical to the emotional, social, cognitive, and linguistic development of young children, and responsive, warm, and appropriately stimulating interactions with consistent caregivers provide the primary pathway for this development. Well-tested and proven programs, such as the Nurse-Family Partnership, that target infants and young children in the 0–3 age range and their parents are associated with greatly improved child health outcomes and school performance and more effective parenting strategies.¹²¹

Prioritize On-Time High School Graduation

A high school diploma is the barebones minimum educational credential in today's increasingly knowledge-based economy; the costs of dropping out of high school are extremely high in terms of health, relationships, employment, and wages. On-time graduation rates vary widely by school district in Sonoma County, from over 90 percent of ninth graders finishing high school on time in Petaluma Joint Unified, West Sonoma County, Healdsburg Unified, and Sonoma Valley Unified, to fewer than three in four in Cloverdale Unified.¹²² The early-warning signs that typically precede a child's dropping out of high school are now well established, allowing for the development of systems to identify, monitor, and engage at-risk youth. Vigorous efforts to support students at risk of dropping out can pay dividends not only to the students and their schools but to all county residents, as high school dropouts are four times as likely as high school graduates to be unemployed¹²³ and eight times as likely to be incarcerated.¹²⁴

The costs of dropping out of high school are extremely high in terms of health, relationships, employment, and wages.

Reduce Youth Disconnection

The years between ages 16 and 24 are extremely important for a person's life trajectory—a time for gaining educational credentials, work experience, and the social and emotional skills required for a productive, rewarding adulthood. Yet in Sonoma County, 11.8 percent of people in this age group, comprising nearly 7,000 teens and young adults, were “disconnected” in 2011—that is, neither working nor in school—up from 10.4 percent in 2009.¹²⁵ Young people of color are disproportionately likely to be disconnected.¹²⁶ Periods of disconnection as a young person reverberate in adulthood in the form of lower wages, lower marriage rates, and higher unemployment rates. Offering narrow interventions late in the game, such as an unpaid high school summer internship, cannot turn around a situation years in the making. The large majority of disconnected young people come from communities with entrenched poverty, where the adults in their lives also tend to be disconnected from mainstream institutions as they struggle with limited education, frequent periods of unemployment, and limited social networks.¹²⁷ Preventing youth disconnection thus requires improving the conditions and opportunities in today's high-disconnection communities. It also requires the creation of meaningful pathways—such as career and technical education programs in high school linked to postsecondary certificate programs and work experience—that connect school and work for students whose interests and aspirations are not best served by traditional bachelor's degree programs. Another important priority is helping low-income young people with the financial costs of attending college and certificate programs.¹²⁸

Take a Two-Pronged Approach to Raising Earnings: Boost Education and Improve Pay

When families earn too little to make ends meet, a host of well-being outcomes suffer. The impact on children is particularly pronounced: research shows that deep poverty in early childhood has immediate and lifelong adverse effects, including worse health, lower levels of educational attainment, and a greater chance of living in poverty in adulthood.¹²⁹ Two pathways are open to higher earnings, and ideally Sonoma County will pursue both:

When families earn too little to make ends meet, a host of well-being outcomes suffer.

- **Help more people bypass or exit low-paying sectors by getting more education.** Sonoma County should focus on boosting educational outcomes, starting with providing universal preschool and raising rates of high school completion, to make livelihoods more secure and improve health.
- **Ensure that all jobs, including those that do not require a college degree, pay wages that afford workers the dignity of self-sufficiency and the peace of mind of economic security.** Not everyone has an interest in higher education or the opportunity, preparation, or aptitude for it, and not everyone has the wherewithal to enter higher-paying fields. As discussed earlier, fewer mid-level jobs are available today than in the past, and the low-wage service sector is the country's fastest-growing job category. While a job as a farmworker, a cleaner in a hotel or inn, or a laborer on a construction site may be a stepping-stone for some, for many, jobs like these are long-term careers. Improving the pay and quality of such jobs, which employ many working adults in Sonoma County's poorest tracts, is central to improving well-being in those communities.

California's minimum wage will rise to \$9 per hour in July 2014, and to \$10 in January 2016. In addition, several municipalities in Sonoma County have introduced ordinances that raise the wage floor further. These important steps should be built upon. In addition, the onus should not rest solely on the government but also on employers to make all jobs "good jobs."

Also central to well-being is improving the quality of these jobs, not just by providing benefits like sick leave, but by reducing the variability of work schedules. Many low-wage workers not only work too few hours at one job to make ends meet; they also have work schedules that change weekly. Some are even subject to "on-call" schedules, where they call in to see if they should come to work each day. This variability makes it impossible to take second jobs or make financial plans, wreaks havoc on child care scheduling needs, and feels disrespectful and disempowering—all factors that contribute to health-eroding chronic stress.

Conclusion

Sonoma County is rich in organizations dedicated to improving life for its residents, particularly those who face high barriers to living freely chosen lives of value and opportunity. Working together, these public and private organizations can make a real difference. **Population-based approaches**, the mainstay of public health, offer great promise for longer, healthier, and more rewarding lives for everyone. Making universal preschool a reality and redoubling antismoking efforts are high-impact priorities that enjoy widespread popular support; setting concrete, realistic-but-ambitious targets could galvanize collective action. **Place-based approaches** offer a way to address the multiple and often interlocking disadvantages faced by families living in low-scoring communities. Having as a starting point a process in which residents themselves identify their top priorities and organizations and then join together to help address them is an empowering approach that makes meaningful, lasting results more likely.

References



Sonoma County Human Development Indicators

Methodological Notes

Notes

Bibliography

Sonoma County Census Tract Reference Map

IN THIS SECTION

Sonoma County Human Development Indicators

The following indicator tables were prepared using the latest available data on Sonoma County. All data are standardized to ensure comparability. To create customized maps and interactive data charts for these indicators, go to: www.measureofamerica.org/maps.

HD Index by Race/Ethnicity and Gender

	HD INDEX	LIFE EXPECTANCY AT BIRTH (years)	LESS THAN HIGH SCHOOL (%)	AT LEAST BACHELOR'S DEGREE (%)	GRADUATE OR PROFESSIONAL DEGREE (%)	SCHOOL ENROLLMENT (%)	MEDIAN EARNINGS (2012 dollars)	HEALTH INDEX	EDUCATION INDEX	INCOME INDEX
California	5.39	81.2	18.5	30.9	11.3	78.5	30,502	6.35	5.04	4.79
Sonoma County	5.42	81.0	13.1	31.8	11.7	77.9	30,214	6.26	5.28	4.72
GENDER										
1 Women	5.41	83.0	11.2	33.0	11.8	79.7	25,591	7.08	5.59	3.57
2 Men	5.30	78.9	15.2	30.6	11.7	76.1	34,219	5.36	4.96	5.59
RACE/ETHNICITY										
1 Asian Americans	7.10	86.2	12.9	44.4	15.4	95.5	32,495	8.44	7.64	5.23
2 Whites	6.01	80.5	4.7	38.0	14.0	76.7	36,647	6.05	5.92	6.06
3 African Americans	4.68	77.7	23.8	31.4	12.5	71.8	31,213	4.86	4.25	4.95
4 Latinos	4.27	85.3	43.6	7.7	1.9	77.4	21,695	8.03	2.37	2.43

HD Index for Peer Counties

	HD INDEX	LIFE EXPECTANCY AT BIRTH (years)	LESS THAN HIGH SCHOOL (%)	AT LEAST HIGH SCHOOL DIPLOMA (%)	AT LEAST BACHELOR'S DEGREE (%)	GRADUATE OR PROFESSIONAL DEGREE (%)	SCHOOL ENROLLMENT (%)	MEDIAN EARNINGS (2012 dollars)	HEALTH INDEX	EDUCATION INDEX	INCOME INDEX
United States	5.07	79.0	13.6	86.4	29.1	10.9	77.5	30,155	5.43	5.06	4.71
California	5.39	81.2	18.5	81.5	30.9	11.3	78.5	30,502	6.35	5.04	4.79
RANK											
1 Marin County	7.73	84.2	6.8	93.2	55.8	24.5	87.3	45,052	7.60	8.09	7.49
2 Santa Cruz County	5.79	81.9	14.0	86.0	38.3	15.2	80.6	30,525	6.63	5.94	4.79
3 San Luis Obispo County	5.60	81.1	8.7	91.3	33.5	11.8	81.6	29,582	6.30	5.91	4.58
4 Ventura County	5.59	82.3	17.3	82.7	31.6	11.1	78.8	30,738	6.79	5.15	4.84
5 Napa County	5.43	81.4	18.3	81.7	30.3	9.2	78.5	31,074	6.43	4.93	4.92
6 Sonoma County	5.42	81.0	13.1	86.9	31.8	11.7	77.9	30,214	6.26	5.28	4.72
7 Santa Barbara County	5.06	82.2	20.8	79.2	30.2	12.5	80.2	24,561	6.77	5.12	3.29
8 Monterey County	4.47	82.4	30.1	69.9	24.0	8.7	76.6	22,433	6.84	3.92	2.66

Sources: HD Index: Measure of America analysis of California Department of Public Health, Death Statistical Master File, 2005–2011, and U.S. Census Bureau, American Community Survey, 2012. Demographic Indicators by Census Tract: U.S. Census Bureau, Census 2010. Tract all or partially within City: Missouri Census Data Center, MABLE/Geocorr12: Geographic Correspondence Engine. All other indicators: U.S. Census Bureau, American Community Survey, 2012 and 2008–2012.

Note: The "Tract all or partially within City" column on pages 92-93 identifies which incorporated city the tract is all or partially within the boundaries of, if any. Tracts straddling one or more cities were grouped with the city in which the largest share of their population lives. A blank cell indicates that the tract is in an unincorporated part of the county or is part of a town.

HD Index by Census Tract

	HD INDEX	LIFE EXPECTANCY AT BIRTH (years)	LESS THAN HIGH SCHOOL (%)	AT LEAST BACHELOR'S DEGREE (%)	GRADUATE OR PROFESSIONAL DEGREE (%)	SCHOOL ENROLLMENT (%)	MEDIAN EARNINGS (2012 dollars)	HEALTH INDEX	EDUCATION INDEX	INCOME INDEX
California	5.39	81.2	18.5	30.9	11.3	78.5	30,502	6.35	5.04	4.79
Sonoma County	5.42	81.0	13.1	31.8	11.7	77.9	30,214	6.26	5.28	4.72
1 East Bennett Valley	8.47	82.0	0.5	58.6	24.0	90.2	68,967	6.67	8.75	10.00
2 Fountain Grove	8.35	82.0	4.2	56.6	24.6	88.7	67,357	6.68	8.38	10.00
3 Skyhawk	7.78	83.1	3.6	57.8	22.5	84.1	50,633	7.12	7.93	8.30
4 Annadel/South Oakmont	7.71	84.3	3.1	54.3	21.2	86.5	45,441	7.61	7.96	7.55
5 Old Quarry	7.71	82.5	3.7	57.5	26.5	93.1	43,919	6.86	8.94	7.32
6 Rural Cemetery	7.67	83.6	3.4	48.0	25.7	92.5	43,240	7.35	8.44	7.21
7 Central Bennett Valley	7.63	85.7	6.3	40.8	15.8	89.4	44,564	8.21	7.26	7.42
8 Sea Ranch/Timber Cove	7.35	84.8	1.1	65.4	40.8	86.7	31,552	7.83	9.21	5.02
9 Cherry Valley	7.18	81.1	5.6	40.1	15.7	90.6	47,536	6.31	7.37	7.86
10 Sonoma Mountain	7.16	81.2	4.3	39.8	7.7	87.3	51,590	6.32	6.74	8.43
11 Windsor East	7.06	83.3	7.2	40.5	13.7	81.9	45,526	7.22	6.40	7.56
12 Meadow	7.00	81.2	4.5	39.1	15.1	85.5	47,368	6.32	6.86	7.84
13 Petaluma Airport/Arroyo Park	6.98	82.4	5.0	36.9	8.4	88.3	44,504	6.82	6.71	7.41
14 Downtown Sonoma	6.95	80.4	4.3	52.3	19.7	86.1	42,835	5.99	7.71	7.14
15 Southwest Sebastopol	6.94	81.5	6.5	41.9	15.6	85.5	44,669	6.47	6.92	7.43
16 Gold Ridge	6.94	83.4	5.4	51.4	21.5	77.5	40,151	7.23	6.89	6.69
17 Arnold Drive/East Sonoma Mountain	6.77	82.6	5.1	50.9	13.8	78.7	40,369	6.94	6.66	6.73
18 Central East Windsor	6.71	83.3	9.5	21.2	8.4	100.0	38,783	7.22	6.45	6.45
19 Larkfield-Wikiup	6.62	81.2	6.4	36.2	9.9	81.9	44,643	6.35	6.07	7.43
20 Sonoma City South/Vineburg	6.57	80.4	5.4	32.0	13.3	90.1	41,168	5.99	6.86	6.87
21 Southern Junior College Neighborhood	6.56	81.9	4.0	49.5	18.1	79.7	37,055	6.60	6.93	6.14
22 Jenner/Cazadero	6.55	84.8	4.7	35.9	12.1	80.2	35,000	7.83	6.07	5.74
23 Occidental/Bodega	6.47	81.7	5.0	51.5	25.5	83.4	32,468	6.54	7.65	5.22
24 Fulton	6.46	81.2	12.2	30.2	7.1	89.2	41,465	6.34	6.12	6.92
25 Spring Hill	6.45	77.1	8.2	45.7	15.3	86.4	46,214	4.62	7.08	7.67
26 Casa Grande	6.42	82.4	7.6	38.4	12.6	84.7	35,987	6.82	6.50	5.93
27 Montgomery Village	6.38	82.0	3.8	32.7	10.8	86.4	36,101	6.68	6.50	5.96
28 Hessel Community	6.37	81.3	7.7	34.0	12.1	83.1	39,743	6.37	6.13	6.62
29 Rohnert Park F/H Section	6.22	81.6	6.3	31.1	8.8	87.0	35,610	6.50	6.28	5.86
30 West Bennett Valley	6.17	81.6	6.6	47.5	18.8	72.4	36,145	6.50	6.06	5.96
31 Carneros Sonoma Area	6.15	81.7	8.3	39.6	12.1	92.3	30,052	6.55	7.22	4.68
32 Northeast Windsor	6.15	83.3	12.2	23.2	5.7	81.9	37,289	7.22	5.04	6.18
33 North Healdsburg	6.11	81.7	12.0	41.9	18.4	81.8	32,928	6.56	6.44	5.32
34 Windsor Southeast	6.11	79.6	11.1	16.6	5.6	94.2	40,145	5.66	5.97	6.69
35 Southeast Sebastopol	6.10	79.2	7.3	36.0	15.0	78.9	41,014	5.50	5.97	6.84
36 West Windsor	6.07	82.0	15.0	32.0	8.2	80.6	37,695	6.65	5.31	6.26
37 North Oakmont/Hood Mountain	5.98	84.3	0.4	44.2	18.9	95.0	20,406	7.61	8.34	2.00
38 North Sebastopol	5.84	82.1	8.0	39.5	16.4	75.1	31,627	6.69	5.79	5.04
39 East Cotati/Rohnert Park L Section	5.79	80.6	11.2	24.7	7.0	83.6	35,880	6.06	5.38	5.91
40 Sonoma City North/West Mayacamas Mountain	5.78	81.8	7.3	43.1	15.3	73.0	31,649	6.58	5.73	5.04
41 Grant	5.77	80.5	6.6	44.1	15.6	65.3	37,279	6.05	5.08	6.18
42 West Cloverdale	5.76	80.1	13.2	25.9	9.1	79.4	38,292	5.86	5.04	6.36
43 Rohnert Park M Section	5.75	81.9	5.9	28.3	7.0	85.0	30,179	6.61	5.91	4.71
44 Alexander Valley	5.73	82.1	17.8	32.1	13.2	79.2	32,303	6.72	5.27	5.19
45 Sunrise/Bond Parks	5.72	81.2	12.9	29.8	10.4	78.4	34,621	6.32	5.19	5.67
46 Piner	5.71	82.7	11.2	19.0	3.9	74.0	36,774	6.97	4.08	6.08
47 Laguna de Santa Rosa/Hall Road	5.69	82.0	18.4	30.6	9.3	81.5	32,231	6.66	5.23	5.17
48 Boyes Hot Springs West/El Verano	5.68	83.0	26.0	29.8	11.5	85.3	29,824	7.10	5.31	4.63
49 McKinley	5.66	80.6	17.3	30.6	8.9	78.1	36,114	6.08	4.93	5.96
50 Shiloh South	5.62	81.9	11.8	34.4	13.3	74.0	31,909	6.62	5.15	5.10

	TOTAL POPULATION	MALE POPULATION	FEMALE POPULATION	POPULATION UNDER 18 [%]	POPULATION 65 AND OLDER [%]	AFRICAN AMERICAN POPULATION [%]	ASIAN AMERICAN POPULATION [%]	LATINO POPULATION [%]	TWO OR MORE RACES OR SOME OTHER RACE [%]	WHITE POPULATION [%]
California	37,253,956	18,517,830	18,736,126	25.0	11.4	5.8	12.8	37.6	3.6	40.1
Sonoma County	483,878	237,902	245,976	22.0	13.9	1.4	3.7	24.9	3.9	66.1
1 East Bennett Valley	3,572	1,757	1,815	18.1	20.5	0.3	2.9	4.9	2.4	89.5
2 Fountain Grove	10,001	4,829	5,172	19.1	22.9	0.8	7.1	6.7	3.2	82.3
3 Skyhawk	8,365	4,156	4,209	22.6	17.2	0.6	4.9	7.2	3.1	84.2
4 Annadel/South Oakmont	3,324	1,451	1,873	6.0	60.3	0.2	1.8	3.1	1.4	93.6
5 Old Quarry	4,552	2,251	2,301	22.2	15.4	0.6	2.7	7.5	3.2	86.0
6 Rural Cemetery	4,329	1,928	2,401	17.5	26.2	0.5	2.1	6.3	3.3	87.8
7 Central Bennett Valley	3,563	1,721	1,842	20.3	19.3	1.8	2.3	10.8	4.3	80.8
8 Sea Ranch/Timber Cove	1,720	848	872	9.2	39.5	0.9	1.0	9.2	2.3	86.5
9 Cherry Valley	3,350	1,634	1,716	19.4	13.9	0.5	1.5	9.9	4.3	83.9
10 Sonoma Mountain	5,369	2,656	2,713	29.3	8.6	1.2	9.4	14.1	3.7	71.6
11 Windsor East	3,861	1,899	1,962	27.2	12.1	0.4	2.6	16.0	3.7	77.3
12 Meadow	4,004	1,963	2,041	27.7	8.1	1.9	5.6	17.2	3.5	71.8
13 Petaluma Airport/Arroyo Park	4,325	2,137	2,188	23.8	10.5	0.6	4.9	15.4	4.0	75.1
14 Downtown Sonoma	3,678	1,659	2,019	17.9	23.6	0.3	2.8	14.4	2.1	80.4
15 Southwest Sebastopol	4,011	1,875	2,136	19.5	17.7	0.8	1.7	9.5	3.5	84.5
16 Gold Ridge	3,684	1,847	1,837	16.6	17.4	0.7	1.6	10.3	2.9	84.6
17 Arnold Drive/East Sonoma Mountain	4,170	1,907	2,263	10.8	40.4	0.2	2.0	9.3	2.2	86.3
18 Central East Windsor	3,288	1,545	1,743	24.8	15.5	1.0	2.9	26.8	3.8	65.6
19 Larkfield-Wikiup	5,271	2,619	2,652	21.9	16.5	0.6	2.7	20.5	4.3	72.0
20 Sonoma City South/Vineburg	4,505	2,040	2,465	18.1	29.6	0.6	2.7	13.9	2.1	80.8
21 Southern Junior College Neighborhood	3,527	1,596	1,931	14.8	17.0	1.8	1.9	11.8	4.2	80.3
22 Jenner/Cazadero	2,400	1,249	1,151	14.3	18.8	0.3	1.5	12.3	6.6	79.4
23 Occidental/Bodega	3,747	1,909	1,838	14.1	18.8	0.4	2.2	8.3	3.7	85.4
24 Fulton	5,234	2,569	2,665	23.8	10.4	2.5	6.0	19.5	4.1	67.8
25 Spring Hill	4,994	2,398	2,596	20.8	15.8	0.6	2.5	14.8	2.8	79.3
26 Casa Grande	4,067	2,031	2,036	26.3	9.0	1.8	6.7	31.3	4.2	56.0
27 Montgomery Village	5,219	2,427	2,792	19.5	14.4	1.2	2.6	12.0	5.0	79.2
28 Hessel Community	4,319	2,142	2,177	16.5	17.8	0.8	1.7	10.9	3.3	83.3
29 Rohnert Park F/H Section	5,174	2,579	2,595	22.7	9.9	1.3	5.9	15.3	4.6	72.9
30 West Bennett Valley	6,591	3,026	3,565	19.7	16.9	1.4	3.3	13.2	4.4	77.6
31 Carneros Sonoma Area	2,322	1,165	1,157	17.9	19.9	0.1	1.9	16.6	2.7	78.7
32 Northeast Windsor	3,239	1,610	1,629	26.8	11.8	0.7	3.1	26.9	3.4	65.8
33 North Healdsburg	5,421	2,649	2,772	22.7	17.1	0.8	2.1	25.8	2.9	68.4
34 Windsor Southeast	4,336	2,106	2,230	26.4	13.7	0.7	2.8	28.8	4.6	63.1
35 Southeast Sebastopol	3,840	1,806	2,034	17.2	18.0	0.7	1.7	8.9	3.6	85.1
36 West Windsor	9,648	4,862	4,786	30.2	7.2	0.7	3.3	35.9	4.2	55.9
37 North Oakmont/Hood Mountain	2,901	1,217	1,684	7.1	64.5	0.6	1.4	5.8	1.5	90.7
38 North Sebastopol	6,131	2,854	3,277	21.6	14.3	1.0	1.3	12.4	2.9	82.4
39 East Cotati/Rohnert Park L Section	5,130	2,508	2,622	22.2	8.1	1.3	3.3	18.5	4.4	72.5
40 Sonoma City North/West Mayacamas Mountain	5,103	2,413	2,690	17.1	22.7	0.5	2.3	17.3	2.6	77.2
41 Grant	4,609	2,352	2,257	19.0	11.3	1.1	3.0	20.1	4.1	71.7
42 West Cloverdale	5,994	2,963	3,031	22.4	18.9	0.2	1.4	23.7	3.2	71.5
43 Rohnert Park M Section	6,382	3,122	3,260	22.2	4.2	1.6	7.5	16.4	4.6	70.1
44 Alexander Valley	3,729	2,003	1,726	18.3	16.0	0.3	0.6	29.6	2.2	67.3
45 Sunrise/Bond Parks	4,465	2,032	2,433	21.7	21.0	1.0	5.8	24.4	3.1	65.7
46 Piner	5,095	2,536	2,559	24.1	9.8	1.9	5.3	24.2	4.4	64.2
47 Laguna de Santa Rosa/Hall Road	6,669	3,273	3,396	22.8	14.1	1.3	5.1	24.5	4.2	64.9
48 Boyes Hot Springs West/El Verano	6,158	3,061	3,097	26.2	10.6	0.2	1.6	40.1	2.8	55.2
49 McKinley	4,904	2,416	2,488	23.2	9.6	1.5	1.9	31.0	3.6	62.1
50 Shiloh South	5,242	2,643	2,599	24.7	11.1	1.5	3.6	23.5	4.6	66.7

HD Index by Census Tract (continued)

	HD INDEX	LIFE EXPECTANCY AT BIRTH (years)	LESS THAN HIGH SCHOOL (%)	AT LEAST BACHELOR'S DEGREE (%)	GRADUATE OR PROFESSIONAL DEGREE (%)	SCHOOL ENROLLMENT (%)	MEDIAN EARNINGS (2012 dollars)	HEALTH INDEX	EDUCATION INDEX	INCOME INDEX
California	5.39	81.2	18.5	30.9	11.3	78.5	30,502	6.35	5.04	4.79
Sonoma County	5.42	81.0	13.1	31.8	11.7	77.9	30,214	6.26	5.28	4.72
51 Middle Rincon South	5.61	80.3	7.3	28.7	10.3	85.4	30,568	5.97	6.05	4.80
52 Miwok	5.59	80.9	16.7	26.2	5.1	82.1	34,119	6.22	4.97	5.56
53 Spring Lake	5.59	81.4	11.6	33.3	14.1	75.5	31,683	6.41	5.29	5.05
54 La Tercera	5.58	78.8	16.4	25.9	4.7	86.9	36,216	5.35	5.42	5.98
55 West Sebastopol/Graton	5.58	84.1	14.4	45.1	16.1	61.2	30,518	7.54	4.41	4.79
56 Two Rock	5.55	82.4	9.6	32.3	12.0	72.2	30,949	6.85	4.93	4.89
57 Boyes Hot Springs/Fetters Springs/Agua Caliente East	5.55	81.8	14.2	40.4	17.3	72.6	30,164	6.59	5.35	4.71
58 Dry Creek	5.55	81.9	11.5	45.0	20.5	67.0	30,375	6.61	5.29	4.76
59 Rohnert Park SSU/J Section	5.50	80.4	13.5	33.2	9.6	80.5	31,638	5.99	5.48	5.04
60 Old Healdsburg	5.43	82.4	8.3	37.0	15.6	66.2	29,912	6.85	4.78	4.65
61 Schaefer	5.39	78.2	13.3	22.8	5.8	75.1	40,322	5.10	4.34	6.72
62 Guerneville/Rio Nido	5.29	80.1	11.1	32.4	15.6	65.1	34,547	5.86	4.35	5.65
63 West Cotati/Penngrove	5.25	80.6	16.3	26.1	7.6	77.3	31,499	6.10	4.65	5.01
64 Northern Junior College Neighborhood	5.25	80.0	5.3	33.0	9.2	70.3	31,860	5.82	4.84	5.09
65 Rohnert Park D/E/S Section	5.21	81.4	12.6	21.2	7.9	83.4	27,294	6.42	5.18	4.02
66 Pioneer Park	5.20	81.2	15.0	19.1	5.4	71.1	34,083	6.34	3.70	5.56
67 Russian River Valley	5.19	79.9	8.2	37.1	16.5	68.1	30,431	5.77	5.02	4.77
68 Brush Creek	5.15	79.5	15.1	32.2	10.8	74.7	31,334	5.63	4.86	4.97
69 Cinnabar/West Rural Petaluma	5.10	78.9	9.5	32.3	9.8	67.5	34,010	5.36	4.39	5.54
70 Central Rohnert Park	4.96	78.0	10.8	28.4	7.0	71.8	33,509	4.99	4.44	5.44
71 Kenwood/Glen Ellen	4.95	75.2	11.9	36.8	12.8	62.5	41,137	3.85	4.14	6.86
72 Wright	4.91	79.4	21.5	20.8	6.4	76.1	32,046	5.59	4.01	5.13
73 Central Windsor	4.84	79.6	17.2	22.4	8.5	73.2	30,436	5.66	4.09	4.77
74 Middle Rincon North	4.83	77.1	8.1	28.0	9.7	72.7	31,947	4.63	4.75	5.11
75 Olivet Road	4.82	80.5	12.3	22.0	7.4	78.2	26,118	6.03	4.71	3.71
76 Bellevue	4.66	81.0	25.4	13.0	4.6	78.5	27,511	6.27	3.64	4.07
77 Monte Rio	4.64	79.9	5.8	28.0	14.0	67.9	25,553	5.77	4.58	3.56
78 Lucchesi/McDowell	4.60	78.5	17.7	24.2	7.9	79.8	26,597	5.20	4.75	3.84
79 Forestville	4.57	79.7	7.2	35.0	15.6	53.8	26,561	5.72	4.15	3.83
80 Downtown Cotati	4.31	77.8	14.3	24.7	9.2	70.1	27,108	4.91	4.05	3.97
81 Kawana Springs	4.20	80.9	26.8	22.1	5.4	78.6	21,510	6.21	4.03	2.37
82 Central Healdsburg	4.14	79.3	22.7	23.0	9.3	67.1	25,463	5.56	3.32	3.54
83 Railroad Square	4.12	79.7	21.7	14.0	5.9	78.0	22,908	5.71	3.86	2.80
84 Downtown Rohnert Park	4.09	79.5	10.0	18.6	3.9	60.1	26,630	5.63	2.79	3.85
85 Coddington	4.08	78.9	21.4	16.5	4.7	75.6	24,114	5.38	3.69	3.16
86 Burbank Gardens	4.03	76.0	16.1	29.8	14.8	79.0	22,421	4.15	5.30	2.65
87 Rohnert Park B/C/R Section	3.97	80.4	10.0	28.7	8.3	85.9	14,946	6.01	5.89	0.00
88 Comstock	3.90	78.0	33.0	8.4	3.2	81.2	25,000	5.02	3.29	3.41
89 Taylor Mountain	3.90	77.1	23.2	13.1	2.9	71.3	27,688	4.62	2.97	4.12
90 Downtown Santa Rosa	3.89	75.5	8.4	30.1	7.4	75.2	22,628	3.98	4.97	2.72
91 East Cloverdale	3.79	80.1	30.3	12.4	2.9	63.5	25,721	5.86	1.89	3.61
92 Rohnert Park A Section	3.75	77.9	22.0	14.2	3.7	76.4	22,522	4.97	3.59	2.69
93 Bicentennial Park	3.73	77.0	26.6	21.5	5.0	71.2	24,760	4.58	3.28	3.34
94 West End	3.51	78.7	35.7	12.9	3.6	73.2	22,294	5.30	2.63	2.61
95 West Junior College	3.44	79.3	17.1	22.7	7.0	65.3	18,919	5.55	3.29	1.48
96 Fetters Springs/Agua Caliente West	3.41	81.8	45.4	17.1	5.8	67.8	19,444	6.59	1.96	1.67
97 Sheppard	2.98	76.6	41.8	8.2	3.6	71.7	22,068	4.41	2.00	2.54
98 Roseland	2.95	77.1	40.8	14.4	4.1	65.4	21,883	4.61	1.75	2.49
99 Roseland Creek	2.79	77.1	46.1	8.6	4.3	66.2	21,699	4.61	1.33	2.43

	TOTAL POPULATION	MALE POPULATION	FEMALE POPULATION	POPULATION UNDER 18 [%]	POPULATION 65 AND OLDER [%]	AFRICAN AMERICAN POPULATION [%]	ASIAN AMERICAN POPULATION [%]	LATINO POPULATION [%]	TWO OR MORE RACES OR SOME OTHER RACE [%]	WHITE POPULATION [%]
California	37,253,956	18,517,830	18,736,126	25.0	11.4	5.8	12.8	37.6	3.6	40.1
Sonoma County	483,878	237,902	245,976	22.0	13.9	1.4	3.7	24.9	3.9	66.1
51 Middle Rincon South	4,178	1,994	2,184	24.1	9.4	1.8	4.4	16.8	4.9	72.1
52 Miwok	4,089	2,101	1,988	25.9	11.2	2.3	4.9	32.9	2.7	57.2
53 Spring Lake	6,978	3,218	3,760	20.4	19.2	1.8	3.4	18.0	5.3	71.5
54 La Tercera	4,307	2,143	2,164	21.1	14.6	1.5	3.8	19.6	3.0	72.1
55 West Sebastopol/Graton	5,327	2,647	2,680	17.6	16.8	0.4	1.5	14.2	2.9	81.0
56 Two Rock	5,151	2,674	2,477	21.9	12.1	1.2	1.2	14.5	3.2	79.8
57 Boyes Hot Springs/Fetters Springs/Agua Caliente East	4,107	2,019	2,088	22.6	10.4	0.3	1.7	36.4	2.2	59.4
58 Dry Creek	2,597	1,367	1,230	16.2	21.1	0.4	1.0	18.1	2.2	78.3
59 Rohnert Park SSU/J Section	4,865	2,395	2,470	19.8	10.5	1.1	4.3	15.1	4.4	75.1
60 Old Healdsburg	3,760	1,819	1,941	19.5	16.4	0.5	0.7	19.5	1.9	77.4
61 Schaefer	5,547	2,797	2,750	22.9	7.8	1.6	5.3	21.0	5.8	66.3
62 Guerneville/Rio Nido	3,728	2,022	1,706	14.7	13.7	0.8	1.0	12.8	5.2	80.3
63 West Cotati/Penngrove	6,855	3,351	3,504	19.1	12.1	1.2	2.7	19.6	4.6	71.9
64 Northern Junior College Neighborhood	3,846	1,844	2,002	18.0	7.3	3.1	3.3	18.3	5.2	70.1
65 Rohnert Park D/E/S Section	4,796	2,221	2,575	16.3	19.3	1.5	5.0	14.5	4.2	74.8
66 Pioneer Park	4,037	1,926	2,111	23.7	11.5	3.0	5.9	27.0	4.3	59.7
67 Russian River Valley	4,092	2,015	2,077	15.9	16.5	0.7	1.1	10.9	3.5	83.8
68 Brush Creek	6,763	3,188	3,575	22.6	18.6	2.1	4.1	17.9	5.8	70.1
69 Cinnabar/West Rural Petaluma	3,483	1,731	1,752	19.4	16.1	0.3	1.9	14.8	3.5	79.5
70 Central Rohnert Park	3,636	1,749	1,887	19.0	12.8	2.1	4.2	19.3	5.3	69.1
71 Kenwood/Glen Ellen	5,283	2,692	2,591	13.6	17.2	1.1	2.5	11.7	2.8	81.9
72 Wright	11,010	5,638	5,372	26.5	6.4	3.6	8.2	37.9	4.9	45.3
73 Central Windsor	4,251	2,098	2,153	25.8	13.3	0.8	1.3	43.4	2.9	51.7
74 Middle Rincon North	3,603	1,753	1,850	22.0	18.0	1.8	3.4	15.7	5.0	74.2
75 Olivet Road	7,286	3,461	3,825	22.8	14.4	1.6	4.6	29.0	4.1	60.7
76 Bellevue	7,522	3,800	3,722	29.8	5.6	2.8	8.6	49.2	4.4	35.0
77 Monte Rio	3,490	1,867	1,623	11.4	15.6	0.4	1.3	7.7	4.8	85.8
78 Lucchesi/McDowell	7,249	3,542	3,707	21.1	17.5	1.2	3.3	32.9	3.0	59.6
79 Forestville	3,536	1,800	1,736	16.7	14.1	0.8	1.5	11.3	3.6	82.8
80 Downtown Cotati	3,413	1,641	1,772	20.4	10.1	1.6	4.0	18.6	5.1	70.8
81 Kawana Springs	7,306	3,690	3,616	29.8	4.9	2.8	6.6	51.0	4.2	35.4
82 Central Healdsburg	4,147	2,128	2,019	24.9	11.1	0.3	0.7	49.8	2.3	46.9
83 Railroad Square	5,502	2,729	2,773	26.0	7.7	2.3	3.8	42.1	4.2	47.5
84 Downtown Rohnert Park	5,405	2,607	2,798	22.3	10.0	2.2	3.7	36.0	4.7	53.4
85 Coddingtown	6,594	3,226	3,368	26.5	8.6	2.7	4.9	42.7	5.7	43.9
86 Burbank Gardens	3,158	1,503	1,655	17.1	16.3	2.5	2.1	25.0	5.1	65.4
87 Rohnert Park B/C/R Section	6,143	2,670	3,473	13.2	4.2	2.1	6.4	16.6	5.5	69.4
88 Comstock	5,114	2,574	2,540	30.2	7.2	4.2	7.6	52.7	4.2	31.2
89 Taylor Mountain	9,177	4,543	4,634	28.0	7.9	2.5	4.7	49.4	4.4	38.9
90 Downtown Santa Rosa	2,079	1,114	965	18.3	4.9	2.5	3.3	26.0	6.3	62.0
91 East Cloverdale	3,925	2,017	1,908	23.8	12.1	0.7	0.7	43.4	3.3	52.0
92 Rohnert Park A Section	4,587	2,310	2,277	22.6	6.9	2.6	3.2	32.0	4.5	57.7
93 Bicentennial Park	6,807	3,372	3,435	24.6	9.9	3.5	5.0	43.3	5.9	42.4
94 West End	6,827	3,550	3,277	26.8	7.4	2.1	2.4	53.2	3.7	38.6
95 West Junior College	3,004	1,765	1,239	13.6	10.8	3.5	4.7	22.7	5.3	63.8
96 Fetters Springs/Agua Caliente West	5,282	2,727	2,555	30.4	6.9	0.4	1.0	60.3	2.0	36.3
97 Sheppard	5,742	3,019	2,723	30.5	6.5	1.8	4.5	66.4	4.1	23.2
98 Roseland	4,046	2,192	1,854	31.4	4.9	1.3	2.8	65.2	3.2	27.5
99 Roseland Creek	4,716	2,414	2,302	30.8	5.6	1.9	4.9	59.2	4.2	29.9

Occupations by Census Tract

	HD INDEX	TRACT ALL OR PARTIALLY WITHIN CITY	MANAGEMENT AND RELATED OCCUPATIONS (%)	SERVICE OCCUPATIONS (%)	SALES AND OFFICE OCCUPATIONS (%)	NATURAL RESOURCES, CONSTRUCTION, AND MAINTENANCE OCCUPATIONS (%)	PRODUCTION, TRANSPORTATION, AND MATERIAL MOVING OCCUPATIONS (%)
California	5.39		36.8	19.0	24.1	9.1	11.1
Sonoma County	5.42		33.4	21.3	25.4	10.1	9.8
1 East Bennett Valley	8.47	Santa Rosa	61.1	7.0	25.6	4.8	1.5
2 Fountain Grove	8.35	Santa Rosa	56.3	11.4	22.5	3.0	6.8
3 Skyhawk	7.78	Santa Rosa	57.7	9.7	21.5	2.3	8.9
4 Annadel/South Oakmont	7.71	Santa Rosa	50.3	14.4	23.3	4.7	7.3
5 Old Quarry	7.71	Petaluma	56.4	13.0	20.9	3.2	6.6
6 Rural Cemetery	7.67	Santa Rosa	51.6	11.5	24.5	5.7	6.7
7 Central Bennett Valley	7.63	Santa Rosa	59.6	10.7	17.5	6.0	6.1
8 Sea Ranch/Timber Cove	7.35		58.2	20.5	16.1	4.2	1.1
9 Cherry Valley	7.18	Petaluma	52.3	8.0	26.0	8.9	4.8
10 Sonoma Mountain	7.16	Petaluma	42.3	16.6	25.4	8.0	7.7
11 Windsor East	7.06		34.3	22.3	21.0	13.2	9.2
12 Meadow	7.00	Petaluma	37.8	22.7	24.3	4.3	11.0
13 Petaluma Airport/Arroyo Park	6.98	Petaluma	40.9	12.6	29.6	10.8	6.1
14 Downtown Sonoma	6.95	Sonoma	52.5	16.1	23.0	4.6	3.8
15 Southwest Sebastopol	6.94	Sebastopol	52.3	11.5	19.7	9.2	7.2
16 Gold Ridge	6.94		54.6	7.8	25.2	8.4	4.0
17 Arnold Drive/East Sonoma Mountain	6.77		40.9	13.0	38.7	3.9	3.5
18 Central East Windsor	6.71		40.0	21.8	24.3	8.9	4.9
19 Larkfield-Wikiup	6.62		40.3	13.4	33.0	5.8	7.5
20 Sonoma City South/Vineburg	6.57	Sonoma	39.0	15.0	32.7	10.9	2.4
21 Southern Junior College Neighborhood	6.56	Santa Rosa	54.5	6.4	32.6	4.7	1.8
22 Jenner/Cazadero	6.55		40.3	12.2	23.6	16.0	7.9
23 Occidental/Bodega	6.47		50.1	20.2	16.2	7.4	6.1
24 Fulton	6.46	Santa Rosa	36.4	9.8	29.7	8.4	15.7
25 Spring Hill	6.45	Petaluma	46.3	10.4	27.0	12.1	4.2
26 Casa Grande	6.42	Petaluma	27.4	20.9	33.5	9.8	8.4
27 Montgomery Village	6.38	Santa Rosa	38.8	12.2	35.7	6.1	7.2
28 Hessel Community	6.37		41.5	18.4	19.6	12.0	8.4
29 Rohnert Park F/H Section	6.22	Rohnert Park	30.8	20.4	30.9	7.2	10.6
30 West Bennett Valley	6.17	Santa Rosa	43.4	21.1	26.8	5.2	3.6
31 Carneros Sonoma Area	6.15		46.8	13.5	27.6	6.9	5.1
32 Northeast Windsor	6.15		27.1	24.9	29.6	11.6	6.7
33 North Healdsburg	6.11	Healdsburg	46.4	17.9	18.2	14.1	3.4
34 Windsor Southeast	6.11		30.8	17.7	26.1	15.1	10.4
35 Southeast Sebastopol	6.10	Sebastopol	41.4	18.4	22.4	11.4	6.4
36 West Windsor	6.07		39.8	15.1	24.9	9.5	10.7
37 North Oakmont/Hood Mountain	5.98	Santa Rosa	38.4	24.3	33.4	0.2	3.7
38 North Sebastopol	5.84	Sebastopol	43.3	18.5	23.4	6.0	8.8
39 East Cotati/Rohnert Park L Section	5.79	Cotati	37.5	15.4	29.7	10.0	7.4
40 Sonoma City North/West Mayacamas Mountain	5.78	Sonoma	35.9	27.9	24.8	6.4	5.0
41 Grant	5.77	Petaluma	40.8	17.4	27.8	8.1	6.0
42 West Cloverdale	5.76	Cloverdale	33.5	19.0	20.6	16.0	11.0
43 Rohnert Park M Section	5.75	Rohnert Park	34.7	21.4	27.8	5.6	10.3
44 Alexander Valley	5.73		33.5	14.6	21.0	21.7	9.3
45 Sunrise/Bond Parks	5.72	Petaluma	33.1	21.6	30.4	9.3	5.6
46 Piner	5.71	Santa Rosa	32.2	19.1	27.5	10.9	10.4
47 Laguna de Santa Rosa/Hall Road	5.69	Santa Rosa	31.4	23.5	28.8	8.0	8.2
48 Boyes Hot Springs West/El Verano	5.68		31.5	35.1	16.7	8.4	8.3
49 McKinley	5.66	Petaluma	31.2	23.9	22.3	15.4	7.2
50 Shiloh South	5.62		43.3	18.5	21.2	9.9	7.1

	HD INDEX	TRACT ALL OR PARTIALLY WITHIN CITY	MANAGEMENT AND RELATED OCCUPATIONS (%)	SERVICE OCCUPATIONS (%)	SALES AND OFFICE OCCUPATIONS (%)	NATURAL RESOURCES, CONSTRUCTION, AND MAINTENANCE OCCUPATIONS (%)	PRODUCTION, TRANSPORTATION, AND MATERIAL MOVING OCCUPATIONS (%)
California	5.39		36.8	19.0	24.1	9.1	11.1
Sonoma County	5.42		33.4	21.3	25.4	10.1	9.8
51 Middle Rincon South	5.61	Santa Rosa	34.1	10.7	32.6	8.3	14.3
52 Miwok	5.59	Petaluma	27.2	23.7	28.3	10.9	9.8
53 Spring Lake	5.59	Santa Rosa	31.7	20.3	24.7	5.8	17.5
54 La Tercera	5.58	Petaluma	30.7	22.4	22.5	17.8	6.7
55 West Sebastopol/Graton	5.58		40.2	11.8	25.2	9.8	12.9
56 Two Rock	5.55		36.8	15.2	25.5	16.0	6.6
57 Boyes Hot Springs/Fetters Springs/Agua Caliente East	5.55		35.9	22.3	21.2	14.7	5.9
58 Dry Creek	5.55	Healdsburg	45.7	12.3	15.5	15.7	10.9
59 Rohnert Park SSU/J Section	5.50	Rohnert Park	32.9	16.6	29.8	14.8	6.0
60 Old Healdsburg	5.43	Healdsburg	36.8	23.1	23.9	11.0	5.2
61 Schaefer	5.39	Santa Rosa	30.3	20.0	25.6	8.8	15.3
62 Guerneville/Rio Nido	5.29		39.5	19.9	22.4	11.8	6.4
63 West Cotati/Penngrove	5.25	Rohnert Park	37.3	17.3	25.3	11.8	8.3
64 Northern Junior College Neighborhood	5.25	Santa Rosa	29.3	27.5	23.6	9.4	10.2
65 Rohnert Park D/E/S Section	5.21	Rohnert Park	30.4	25.2	24.6	12.6	7.1
66 Pioneer Park	5.20	Santa Rosa	32.6	12.1	30.5	12.7	12.0
67 Russian River Valley	5.19		37.3	16.9	28.1	11.2	6.5
68 Brush Creek	5.15	Santa Rosa	33.9	18.1	29.2	5.8	13.0
69 Cinnabar/West Rural Petaluma	5.10	Petaluma	40.4	14.6	23.2	11.7	10.0
70 Central Rohnert Park	4.96	Rohnert Park	27.9	27.8	32.1	5.7	6.5
71 Kenwood/Glen Ellen	4.95		38.8	15.0	24.1	13.2	9.0
72 Wright	4.91	Santa Rosa	29.1	17.1	26.0	14.3	13.4
73 Central Windsor	4.84		34.4	23.1	27.1	8.7	6.6
74 Middle Rincon North	4.83	Santa Rosa	30.5	26.3	26.8	6.5	10.0
75 Olivet Road	4.82	Santa Rosa	35.0	16.8	27.6	7.7	12.9
76 Bellevue	4.66	Santa Rosa	20.0	23.5	26.2	17.3	13.0
77 Monte Rio	4.64		41.2	20.3	17.6	12.7	8.2
78 Lucchesi/McDowell	4.60	Petaluma	26.2	26.3	24.0	10.6	12.8
79 Forestville	4.57		33.8	24.3	25.4	6.1	10.3
80 Downtown Cotati	4.31	Cotati	35.1	15.6	23.8	14.6	10.8
81 Kawana Springs	4.20	Santa Rosa	22.7	32.7	23.4	5.5	15.7
82 Central Healdsburg	4.14	Healdsburg	21.7	21.7	23.3	14.7	18.7
83 Railroad Square	4.12	Santa Rosa	19.4	31.5	21.1	16.1	11.9
84 Downtown Rohnert Park	4.09	Rohnert Park	24.5	28.6	28.4	14.8	3.8
85 Coddington	4.08	Santa Rosa	19.5	29.2	26.8	14.8	9.8
86 Burbank Gardens	4.03	Santa Rosa	40.2	19.9	20.3	12.3	7.3
87 Rohnert Park B/C/R Section	3.97	Rohnert Park	33.2	22.4	26.8	9.2	8.4
88 Comstock	3.90	Santa Rosa	15.0	30.1	26.6	13.6	14.7
89 Taylor Mountain	3.90	Santa Rosa	21.2	23.0	26.2	20.4	9.4
90 Downtown Santa Rosa	3.89	Santa Rosa	21.3	28.6	26.8	12.6	10.7
91 East Cloverdale	3.79	Cloverdale	19.8	33.4	15.1	15.8	15.9
92 Rohnert Park A Section	3.75	Rohnert Park	23.4	28.9	27.9	6.2	13.6
93 Bicentennial Park	3.73	Santa Rosa	23.4	36.0	14.2	10.6	15.9
94 West End	3.51	Santa Rosa	18.5	22.4	28.7	12.4	18.0
95 West Junior College	3.44	Santa Rosa	29.8	22.4	22.3	9.2	16.3
96 Fetters Springs/Agua Caliente West	3.41		15.8	37.8	21.6	10.0	14.9
97 Sheppard	2.98	Santa Rosa	16.9	23.3	26.9	19.2	13.7
98 Roseland	2.95	Santa Rosa	17.2	13.5	26.2	27.6	15.6
99 Roseland Creek	2.79	Santa Rosa	11.3	24.2	26.0	14.3	24.2

Housing and Transportation by Census Tract

	HOUSING UNITS OCCUPIED BY OWNER [%]	HOUSING UNITS OCCUPIED BY RENTERS [%]	AVERAGE HOUSEHOLD SIZE [Renter-Occupied Housing]	AVERAGE HOUSEHOLD SIZE [Owner-Occupied Housing]	COMMUTE 60 MINUTES OR MORE [% of workers 16 and older]
California	54.0	46.0	3.0	2.9	10.5
Sonoma County	59.9	40.1	2.6	2.7	11.2
1 East Bennett Valley	92.0	8.0	2.0	2.5	9.4
2 Fountain Grove	76.9	23.1	1.9	2.5	7.0
3 Skyhawk	81.8	18.2	2.4	2.5	10.3
4 Annadel/South Oakmont	85.1	14.9	1.9	1.8	12.2
5 Old Quarry	75.9	24.1	2.8	2.7	17.1
6 Rural Cemetery	71.1	28.9	2.0	2.3	4.0
7 Central Bennett Valley	80.8	19.2	2.9	2.2	8.8
8 Sea Ranch/Timber Cove	78.7	21.3	1.7	1.9	9.4
9 Cherry Valley	72.8	27.2	2.1	2.3	10.7
10 Sonoma Mountain	78.3	21.7	2.7	3.1	21.3
11 Windsor East	84.2	15.8	2.8	3.0	6.3
12 Meadow	80.0	20.0	3.6	2.7	8.7
13 Petaluma Airport/Arroyo Park	68.9	31.1	2.5	2.8	8.5
14 Downtown Sonoma	56.5	43.5	2.1	2.4	14.7
15 Southwest Sebastopol	67.5	32.5	2.0	2.6	5.0
16 Gold Ridge	71.0	29.0	1.9	2.6	8.1
17 Arnold Drive/East Sonoma Mountain	85.9	14.1	2.0	1.8	8.0
18 Central East Windsor	62.5	37.5	1.9	2.7	7.7
19 Larkfield-Wikiup	78.1	21.9	2.6	2.3	6.7
20 Sonoma City South/Vineburg	52.5	47.5	1.8	2.3	14.6
21 Southern Junior College Neighborhood	39.7	60.3	1.9	2.3	6.9
22 Jenner/Cazadero	72.1	27.9	2.0	2.1	14.7
23 Occidental/Bodega	78.7	21.3	2.2	2.0	13.2
24 Fulton	69.7	30.3	2.6	2.5	9.8
25 Spring Hill	57.0	43.0	2.2	2.4	15.8
26 Casa Grande	66.8	33.2	2.7	2.8	19.8
27 Montgomery Village	64.4	35.6	2.3	2.6	11.0
28 Hessel Community	80.4	19.6	2.4	2.3	12.4
29 Rohnert Park F/H Section	76.8	23.2	2.9	2.8	12.0
30 West Bennett Valley	58.1	41.9	2.3	2.3	10.3
31 Carneros Sonoma Area	67.8	32.2	2.8	2.5	7.7
32 Northeast Windsor	86.4	13.6	2.9	3.1	12.0
33 North Healdsburg	68.9	31.1	2.3	2.5	6.1
34 Windsor Southeast	77.7	22.3	3.6	2.5	2.6
35 Southeast Sebastopol	64.9	35.1	2.0	2.6	10.3
36 West Windsor	75.2	24.8	3.4	3.2	6.7
37 North Oakmont/Hood Mountain	70.5	29.5	1.4	1.6	5.3
38 North Sebastopol	50.7	49.3	2.1	2.3	8.0
39 East Cotati/Rohnert Park L Section	56.5	43.5	2.5	2.4	9.5
40 Sonoma City North/West Mayacamas Mountain	64.7	35.3	1.9	2.3	13.8
41 Grant	38.1	61.9	2.0	2.4	9.6
42 West Cloverdale	77.3	22.7	2.6	2.6	7.2
43 Rohnert Park M Section	60.2	39.8	2.7	2.9	12.1
44 Alexander Valley	73.2	26.8	2.8	2.5	8.1
45 Sunrise/Bond Parks	76.2	23.8	3.0	2.2	22.8
46 Piner	55.1	44.9	3.2	2.7	8.5
47 Laguna de Santa Rosa/Hall Road	83.1	16.9	4.3	2.6	5.4
48 Boyes Hot Springs West/El Verano	48.5	51.5	3.0	2.6	6.8
49 McKinley	48.2	51.8	2.6	2.7	11.6
50 Shiloh South	56.8	43.2	2.6	2.6	7.1

	HOUSING UNITS OCCUPIED BY OWNER (%)	HOUSING UNITS OCCUPIED BY RENTERS (%)	AVERAGE HOUSEHOLD SIZE (Renter-Occupied Housing)	AVERAGE HOUSEHOLD SIZE (Owner-Occupied Housing)	COMMUTE 60 MINUTES OR MORE (% of workers 16 and older)
California	54.0	46.0	3.0	2.9	10.5
Sonoma County	59.9	40.1	2.6	2.7	11.2
51 Middle Rincon South	46.7	53.3	2.5	2.6	2.8
52 Miwok	72.6	27.4	3.6	2.6	10.9
53 Spring Lake	43.2	56.8	2.4	2.3	4.4
54 La Tercera	88.7	11.3	3.9	2.8	21.6
55 West Sebastopol/Graton	74.2	25.8	2.4	2.3	15.9
56 Two Rock	59.0	41.0	2.6	2.6	10.2
57 Boyes Hot Springs/Fetters Springs/Agua Caliente East	69.8	30.2	2.8	2.3	12.6
58 Dry Creek	71.0	29.0	2.9	2.2	9.1
59 Rohnert Park SSU/J Section	73.3	26.7	2.0	3.0	11.3
60 Old Healdsburg	61.5	38.5	2.9	2.3	5.5
61 Schaefer	70.3	29.7	3.1	2.7	7.8
62 Guerneville/Rio Nido	52.3	47.7	2.3	1.9	8.5
63 West Cotati/Penngrove	59.6	40.4	2.0	2.8	14.5
64 Northern Junior College Neighborhood	28.8	71.2	2.5	2.4	18.0
65 Rohnert Park D/E/S Section	53.2	46.8	2.4	2.6	16.7
66 Pioneer Park	58.6	41.4	2.0	2.5	3.0
67 Russian River Valley	79.7	20.3	2.2	2.2	6.3
68 Brush Creek	45.7	54.3	2.6	2.2	9.3
69 Cinnabar/West Rural Petaluma	60.4	39.6	2.5	2.6	17.8
70 Central Rohnert Park	59.9	40.1	2.7	2.1	17.2
71 Kenwood/Glen Ellen	66.5	33.5	1.9	2.1	16.1
72 Wright	58.0	42.0	3.1	3.1	10.6
73 Central Windsor	68.6	31.4	2.8	2.3	5.7
74 Middle Rincon North	72.5	27.5	2.8	2.3	8.6
75 Olivet Road	70.7	29.3	2.5	2.4	14.5
76 Bellevue	52.9	47.1	4.1	3.2	13.5
77 Monte Rio	52.5	47.5	1.9	2.1	16.3
78 Lucchesi/McDowell	60.2	39.8	2.4	2.9	14.8
79 Forestville	64.6	35.4	2.1	2.2	12.6
80 Downtown Cotati	56.4	43.6	2.3	2.4	11.2
81 Kawana Springs	47.4	52.6	3.4	3.5	7.1
82 Central Healdsburg	41.5	58.5	2.8	2.4	5.9
83 Railroad Square	48.3	51.7	3.2	2.5	14.5
84 Downtown Rohnert Park	29.2	70.8	2.2	2.5	5.7
85 Coddington	30.1	69.9	2.7	2.7	5.8
86 Burbank Gardens	39.3	60.7	2.4	2.3	4.7
87 Rohnert Park B/C/R Section	51.1	48.9	2.6	2.7	8.2
88 Comstock	43.5	56.5	4.1	3.0	11.0
89 Taylor Mountain	46.2	53.8	2.7	2.8	13.3
90 Downtown Santa Rosa	11.2	88.8	1.7	2.9	3.6
91 East Cloverdale	48.2	51.8	2.3	3.2	8.9
92 Rohnert Park A Section	44.4	55.6	2.6	3.5	11.6
93 Bicentennial Park	20.8	79.2	2.6	2.5	16.5
94 West End	55.2	44.8	3.2	2.8	6.9
95 West Junior College	59.6	40.4	2.8	2.0	12.6
96 Fetters Springs/Agua Caliente West	45.2	54.8	4.5	2.7	7.4
97 Sheppard	38.8	61.2	4.5	3.2	11.3
98 Roseland	40.7	59.3	4.0	3.0	3.5
99 Roseland Creek	42.1	57.9	3.7	3.8	6.2

Methodological Notes

Human Development

Human development is about what people can do and be. It is formally defined as the process of improving people's well-being and expanding their freedoms and opportunities. The human development approach emphasizes the everyday experiences of ordinary people, encompassing the range of factors that shape their opportunities and enable them to live lives of value and choice. People with high levels of human development can invest in themselves and their families and live to their full potential; those without find many doors shut and many choices and opportunities out of reach.

The human development concept was developed by the late economist Mahbub ul Haq. In his work at the World Bank in the 1970s, and later as minister of finance in his own country of Pakistan, Dr. Haq argued that existing measures of human progress failed to account for the true purpose of development—to improve people's lives. In particular, he believed that the commonly used measure of Gross Domestic Product failed to adequately measure well-being. Working with Nobel laureate Amartya Sen and other gifted economists Dr. Haq published the first *Human Development Report*, commissioned by the United Nations Development Programme, in 1990.

The American Human Development Index

The human development approach is extremely broad, encompassing the wide range of economic, social, political, psychological, environmental, and cultural factors that expand or restrict people's opportunities and freedoms. But the American Human Development (HD) Index is comparatively narrow, a composite measure that combines a limited number of indicators into a single number. The HD Index is an easily understood numerical measure that reflects what most people believe are the very basic ingredients of human well-being: health, education, and income. The value of the HD Index varies between 0 and 10, with a score close to zero indicating a greater distance from the maximum possible that can be achieved on the aggregate factors that make up the index.

Data Sources

The American Human Development Index for Sonoma County was calculated using two main datasets, mortality data from the California Department of Public Health and education, earnings, and population data from the U.S. Census Bureau. The American Community Survey (ACS), a product of the U.S. Census Bureau, is an ongoing survey that samples a representative percentage of the population every year using standard sampling methods.

Between 2008 and 2012, the time period of data used in this report, a sample of 33,718 people participated in the ACS from Sonoma County, about 7 percent of all residents. The Census Bureau does not publish response rates to the ACS for individual counties but in California overall response rates were at least 97.5 percent for the population in housing units and at or above 93.8 percent for the group quarters population each year of the survey.

For larger geographies, such as states and counties, the Census Bureau publishes one-year population estimates; hence any data on Sonoma County and California contained in this report are calculated using the most recent available data, 2012. However, for smaller geographies, such as census tracts, one-year estimates are not available due to small population sizes. In this report, all data for census tracts from the American Community Survey are from 2008–2012.

As with any data drawn from surveys, there is some degree of sampling and nonsampling error inherent in data from the ACS. Thus, not all differences between estimates for two places or groups may reflect a true difference between those places or groups. Comparisons between similar values on any indicator should be made with caution since these differences may not be statistically significant. Direct comparisons between estimates that are not statistically significant at a 90 percent confidence level have been noted in the text.

Health

A long and healthy life is measured using life expectancy at birth.

Life expectancy at birth was calculated by Measure of America using data from the California Department of Public Health, Death Statistical Master File from 2005 to 2011 and population data from the U.S. Census Bureau. Life expectancy is calculated by Measure of America using abridged life tables based on the Chiang methodology.¹³⁰

Education

Access to education is measured using two indicators: net school enrollment for the population ages 3 to 24 and degree attainment for the population 25 years and older (based on the proportion of the adult population that has earned a high school diploma, a bachelor's degree, and a graduate or professional degree). All educational attainment and enrollment figures come from Measure of America analysis of the U.S. Census Bureau, American Community Survey. Five-year estimates spanning 2008–2012 were used for census tracts, and single-year 2012 estimates were used for county and state estimates.

Income

A decent standard of living is measured using the median personal earnings of all workers with earnings ages 16 and older. Median personal earnings come from the U.S. Census Bureau, American Community Survey. Five-year estimates spanning 2008–2012 were used for census tracts, and single-year 2012 estimates were used for county and state estimates.

Calculating the American Human Development Index

Before the composite HD Index itself is created, an index is created for each of the three dimensions. This is done in order to transform indicators on different scales—dollars, years, etc.—into a common scale from 0 to 10. In order to calculate these indices—the health, education, and income indices—minimum and maximum values (goalposts) must be chosen for each underlying indicator. Performance in each dimension is expressed as a value between 0 and 10 by applying the following general formula:

$$\text{Dimension Index} = \frac{\text{actual value} - \text{minimum value}}{\text{maximum value} - \text{minimum value}} \times 10$$

Since all three components range from 0 to 10, the HD Index, in which all three indices are weighted equally, also varies from 0 to 10, with 10 representing the highest level of human development.

The goalposts were determined based on the range of the indicator observed on all possible groupings in the United States, taking into account possible increases and decreases for years to come. The goalposts for the four principal indicators that make up the American Human Development Index are shown in the table below. In order to make the HD Index comparable across place, the same goalposts are used in every application of the index. To ensure that the HD Index is comparable over time, the health and education indicator goalposts do not change from year to year while the income goalposts are only adjusted for inflation. Because earnings data and the earnings goalposts are presented in dollars of the same year, these goalposts reflect a constant amount of purchasing power regardless of the year, making income index results comparable over time.

	MAXIMUM VALUE	MINIMUM VALUE
Life expectancy at birth (years)	90 years	66 years
Educational attainment score	2.0	0.5
Combined net enrollment ratio (%)	95	60
Median personal earnings (2012 dollars)*	\$64,687.83	\$15,289.85

* Earnings goalposts were originally set at \$55,000 and \$13,000 in 2005 dollars.

Geographic and Population Groups Used in This Report

Census Tracts in Sonoma County: The ninety-nine census tracts used in this report were defined by the U.S. Census Bureau for the 2010 Census. Each contains an average of 5,000 inhabitants, enabling comparisons of neighborhoods that contain populations

of roughly the same size. These tracts encompass all land within the county boundaries, including tribal lands. One additional census tract, numbered 9901, covers Sonoma County's coastal areas and has no inhabitants. In this report, these census-drawn tracts are discussed in the context of Sonoma County's neighborhoods.

Racial and ethnic groups in this report are based on definitions established by the White House Office of Management and Budget (OMB) and used by the Census Bureau and other government entities. Since 1997 the OMB has recognized five racial groups and two ethnic categories. The racial groups include Native Americans, Asian Americans, African Americans, Native Hawaiians and Other Pacific Islanders, and whites. The ethnic categories are Latino and not Latino. People of Latino ethnicity may be of any race. In this report, these racial groups include only non-Latino members of these groups who self-identify with that race group alone and no other.

Accounting for Cost-of-Living Differences

The cost of essential goods and services varies across the nation and within distinct regions. However, these costs are often higher in areas with more community assets and amenities that are conducive to higher levels of well-being and expanding human development. For example, neighborhoods with higher housing costs—the major portion of cost of living—are often places with higher-quality public services, such as schools, recreation facilities, and transport systems, and safer and cleaner neighborhoods. Thus, to adjust for cost of living would be to explain away some of the factors that the HD Index is measuring. There is also currently no nationwide measure, official or not, of the cost of living that could be used as a basis for adjusting for difference. The Consumer Price Index (CPI), calculated by the U.S. Bureau of Labor Statistics (BLS), helps in understanding changes in the purchasing power of the dollar over time. The CPI is sometimes mistaken for a cost-of-living index, but in fact it is best used as a measure of the change in the cost of a set of goods and services over time in a given place. Measuring differences across region and place is far more complicated. For example, the percentage of a budget spent on particular items can vary significantly (e.g., air-conditioning in Texas versus Alaska). Collecting timely data on the prices of a wide variety of goods and services in many different localities is also very costly and time consuming. Finally, cost-of-living variations within compact regions, such as states or cities or between neighborhoods in the same urban area, are often more pronounced than variations between states and regions.

Unofficial measures such as the American Chamber of Commerce Research Association (ACCRA) Cost of Living Index are regularly updated and widely cited. However, this index suffers from several serious problems, chiefly that it only takes into consideration the living costs incurred by urban households in the wealthiest fifth of the income distribution. The ACCRA index thus leaves out the middle class, the poor, and residents of rural areas. Correcting these omissions would be a costly and time-consuming exercise that has not, to date, been done.

Notes

¹ *Sonoma County Indicators 2013 Abridged Edition.*

² Meara, Richards, and Cutler, "The Gap Gets Bigger."

³ Measure of America calculations of life expectancy at birth for Sonoma County and tracts within it use data for 2005–2011; calculations for other California counties use data for 2010–2012.

⁴ Lewis and Burd-Sharps, *The Measure of America 2013–2014.*

⁵ Pickett and Wilkinson, *The Spirit Level.*

⁶ With the exception of high school completion, these differences are not statistically significant.

⁷ Drake, "Women Make Significant Gains in the Workplace and Educational Attainment, but Lag in Pay."

⁸ Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012, 5-year estimates, table C23022.

⁹ Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012, 1-year estimates, table S2403.

¹⁰ Measure of America calculations of life expectancy at birth for Sonoma County and tracts within it use data for 2005–2011 while calculations for other California counties use data for 2010–2012.

¹¹ The difference in the incidence of adult smoking between Sonoma and Napa is not statistically significant.

¹² Lewis and Burd-Sharps, *The Measure of America 2010–2011.*

¹³ Lleras-Muney, *The Relationship between Education and Adult Mortality in the United States.*

¹⁴ Cutler and Lleras-Muney, *Education and Health.*

¹⁵ "California Healthcare Atlas."

¹⁶ "Parks & Facility Guide."

¹⁷ "California Healthcare Atlas."

¹⁸ "Parks & Facility Guide."

¹⁹ Hill and Johnson, *Unauthorized Immigrants in California.*

²⁰ Lewis and Burd-Sharps, *The Measure of America 2010–2011.*

²¹ *Homicide in California 2011.*

²² "California Department of Justice, Criminal Justice Statistics Center, Office of the Attorney General."

²³ Measure of America analysis of data from the U.S. Census Bureau, American Community Survey 2012 PUMS Microdata.

²⁴ Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012, 5-year estimates, table B02006.

²⁵ Wong et al., "The Unusually Poor Physical Health Status of Cambodian Refugees Two Decades after Resettlement."

²⁶ Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012, 1-year estimates, table S2701.

²⁷ "Cigarette Smoking in the United States."

²⁸ Abraído-Lanza et al., "The Latino Mortality Paradox."

²⁹ Abraído-Lanza, Chao, and Flórez, "Do Healthy Behaviors Decline with Greater Acculturation?"

³⁰ *Selected Cancer Facts—Sonoma County.*

³¹ *Chronic Disease Fact Sheet: Cancer.*

³² Measure of America analysis of data from the U.S. Census Bureau, American Community Survey 2012 PUMS Microdata.

³³ Measure of America analysis of data from the U.S. Census Bureau, 2012 American Community Survey 5-year estimates, table B05003B.

³⁴ Lewis and Burd-Sharps, *A Portrait of California 2011.*

³⁵ Lewis and Burd-Sharps, *The Measure of America 2010–2011.*

³⁶ Lewis and Burd-Sharps, *Halve the Gap by 2030.*

³⁷ Measure of America analysis of data from the U.S. Census Bureau; American Community Survey 2012 PUMS Microdata; U.S. Census Bureau, American Community Survey, 2012, 5-year estimates, table B02010.

³⁸ "Disparities Dashboard."

³⁹ *Ibid.*

⁴⁰ *Sonoma County Health Snapshot.*

⁴¹ "Disparities Dashboard."

⁴² Giovino, "Epidemiology of Tobacco Use in the United States."

⁴³ *State of Tobacco Control: California Local Grades.*

⁴⁴ "State Cigarette Excise Tax Rates."

⁴⁵ *Tobacco Laws Affecting California.*

⁴⁶ Data from Sonoma County Department of Health Services.

⁴⁷ Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012.

⁴⁸ Acevedo-Garcia and Bates, "Latino Health Paradoxes."

⁴⁹ Lleras-Muney, *The Relationship between Education and Adult Mortality in the United States.*

⁵⁰ U.S. Census Bureau, American Community Survey, 2010, 1-year estimates, table S2301.

⁵¹ California Department of Education; California Longitudinal Pupil Achievement Data System (CALPADS); Cohort Outcome Summary Reports.

- ⁵² Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012.
- ⁵³ Lewis and Burd-Sharps, *The Measure of America 2013–2014*.
- ⁵⁴ Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012, table C05006; American Community Survey 2012 PUMS Microdata.
- ⁵⁵ Lewis and Burd-Sharps, *A Portrait of California 2011*.
- ⁵⁶ Lewis and Burd-Sharps, *The Measure of America 2013–2014*.
- ⁵⁷ "Education Budget—CalEdFacts."
- ⁵⁸ Oakes et al., *Latino Educational Opportunity Report*.
- ⁵⁹ Betts, Rueben, and Danenberg, *Equal Resources, Equal Outcomes?*
- ⁶⁰ "Data Dashboard"; *School Accountability Report Card: Grant Elementary 2012–2013*; "California Department of Education—DataQuest."
- ⁶¹ *School Accountability Report Card: El Verano Elementary School 2012–2013*; "California Department of Education—DataQuest."
- ⁶² "El Verano to Expand Preschool Program | Sonoma Valley Sun."
- ⁶³ Hart and Riskey, "The Early Catastrophe"
- ⁶⁴ Karoly, *Preschool Adequacy and Efficiency in California*.
- ⁶⁵ U.S. Census Bureau, American Community Survey, 2012, 5-year estimates.
- ⁶⁶ Rumberger et al., "The Hazards of Changing Schools for California Latino Adolescents."
- ⁶⁷ Ibid.
- ⁶⁸ Kerbow, "Patterns of Urban Student Mobility and Local School Reform."
- ⁶⁹ "Earnings and Unemployment Rates by Educational Attainment."
- ⁷⁰ Meara, Richards, and Cutler, "The Gap Gets Bigger."
- ⁷¹ Sum, Khatiwada, and McLaughlin, "The Consequences of Dropping Out of High School."
- ⁷² Bloom, "Programs and Policies to Assist High School Dropouts in the Transition to Adulthood"; Swanson, *Special Education in America*; Bridgeland, Dilulio, and Morison, *The Silent Epidemic*; Barton, "One-Third of a Nation"; Harding, "Counterfactual Models of Neighborhood Effects."
- ⁷³ Bridgeland, Dilulio, and Morison, *The Silent Epidemic*.
- ⁷⁴ Measure of America analysis from "California Department of Education—DataQuest."
- ⁷⁵ "California Healthy Kids Survey (WestEd)."
- ⁷⁶ "Local Area Unemployment Statistics Map." Rates are not seasonally adjusted.
- ⁷⁷ *Sonoma County Indicators 2013 Abridged Edition*; *Sonoma County Indicators 2014 Abridged Edition*.
- ⁷⁸ "County Tracker 2013."
- ⁷⁹ Measure of America analysis completed for the 2013 Opportunity Index, www.opportunityindex.org.
- ⁸⁰ Ibid.
- ⁸¹ Measure of America analysis of data from the U.S. Census Bureau, American Community Survey, 2012, 5-year estimates, table S0802.
- ⁸² Ibid.
- ⁸³ Brody, "Commuting's Hidden Cost"; Sandow, "On the Road"; Stutzer and Frey, "Stress That Doesn't Pay."
- ⁸⁴ *Sonoma County 2010–11 Economic and Demographic Profile*.
- ⁸⁵ *Sonoma County 2012 Crop Report*.
- ⁸⁶ "Statistics"; "Sonoma County Wine Facts from Sonoma County Vintners."
- ⁸⁷ Measure of America analysis of *National Agricultural Workers Survey*.
- ⁸⁸ Ibid.
- ⁸⁹ "Occupation Profile, California LaborMarketInfo."
- ⁹⁰ Hayes, "If We Plant It, Will They Come?"
- ⁹¹ Measure of America analysis of data from the US Census Bureau, American Community Survey, 2012, 5-year estimates, Table S1902.
- ⁹² Reber Hart, "Oakmont Grows with the Times."
- ⁹³ Only the difference in white earnings is statistically significant.
- ⁹⁴ Median earnings for African Americans in Sonoma are not, however, significantly different from African American earnings in California or the nation.
- ⁹⁵ Measure of America analysis of data from the US Census Bureau, American Community Survey, 2012, 1-year estimates, table B23022.
- ⁹⁶ Budig and England, "The Wage Penalty for Motherhood."
- ⁹⁷ Baron and Bielby, "A Woman's Place Is With Other Women"; Williams, "Hidden Advantages for Men in Nursing."
- ⁹⁸ Macpherson and Hirsch, "Wages and Gender Composition: Why Do Women's Jobs Pay Less?"

⁹⁹ The difference between the median personal earnings of African Americans and Latinos is not statistically significant.

¹⁰⁰ Judson et al., "Improving Care for the Lua Community."

¹⁰¹ Measure of America analysis of income tax statistics for Sonoma County from the California Franchise Tax Board 2011 Annual Report. Data are for tax year 2010.

¹⁰² Measure of America analysis of U.S. Census Bureau, American Community Survey, 2012, 1-year estimates, table B17005.

¹⁰³ Bartels, "Economic Inequality and Political Representation."

¹⁰⁴ U.S. Census Bureau and U.S. Bureau of Labor Statistics estimates of the Sonoma labor force differ slightly.

¹⁰⁵ Measure of America analysis of U.S. Census Bureau, American Community Survey, 2012, 5-year estimates, table DP03.

¹⁰⁶ From "What is the self-sufficiency standard?" at "The Center for Women's Welfare (CWW), The Self-Sufficiency Standard." Sonoma County thresholds were calculated at "Self-Sufficiency Standard for California."

¹⁰⁷ *Sonoma County Indicators 2013 Abridged Edition*.

¹⁰⁸ "Physicians and Surgeons, All Other."

¹⁰⁹ California Employment Development Department, High Wage Occupations in Santa Rosa-Petaluma Metro Statistical Area, first quarter 2013.

¹¹⁰ Heckman and Masterov, "The Productivity Argument for Investing in Young Children"; Campbell et al., "Early Childhood Investments Substantially Boost Adult Health"; Karoly and Bigelow, *The Economics of Investing in Universal Preschool Education in California*.

¹¹¹ Espinoza, *High-Quality Preschool*.

¹¹² "California Healthy Kids Survey (WestEd)"; *Sonoma County Child Care Trends*.

¹¹³ "Occupation Profile, California LaborMarketInfo"; "Estimates from the Occupational Employment Statistics Survey."

¹¹⁴ "Adult Smoking Data – from the Behavioral Risk Factor Surveillance System"; *Selected Cancer Facts - Sonoma County*.

¹¹⁵ Turnock, *Public Health, Third Edition*.

¹¹⁶ Doll et al., "Mortality in Relation to Smoking."

¹¹⁷ "California Health Interview Survey"

¹¹⁸ *State Excise Tax Rates on Cigarettes*.

¹¹⁹ Carpenter and Cook, "Cigarette Taxes and Youth Smoking."

¹²⁰ Hill and Johnson, *Unauthorized Immigrants in California*.

¹²¹ Olds, "Preventing Crime with Prenatal and Infancy Support of Parents"; Howard and Brooks-Gunn, "The Role of Home-Visiting Programs in Preventing Child Abuse and Neglect."

¹²² Community Health Assessment Local Indicators calculated by Measure of America from California Longitudinal Pupil Achievement Data System (CALPADS), "California Department of Education—DataQuest."

¹²³ Lewis et al., *Goals for the Common Good: Exploring the Impact of Education*.

¹²⁴ Bridgeland, Dilulio, and Morison, *The Silent Epidemic: Perspectives of High School Dropouts*.

¹²⁵ Measure of America calculations using U.S. Census Bureau, American Community Survey, 2011, 5-year estimates and 2005–2009 PUMS microdata.

¹²⁶ Lewis and Burd-Sharps, *Halve the Gap by 2030: Youth Disconnection in America's Cities*.

¹²⁷ Ibid.

¹²⁸ Ibid.

¹²⁹ Harper, Marcus, and Moore, "Enduring Poverty and the Conditions of Childhood"; Duncan and Brooks-Gunn, "Family Poverty, Welfare Reform, and Child Development."

¹³⁰ See Chiang, *The Life Table and Its Applications* and Toson and Baker, "Life Expectancy at Birth: Methodological Options for Small Populations," for more information.

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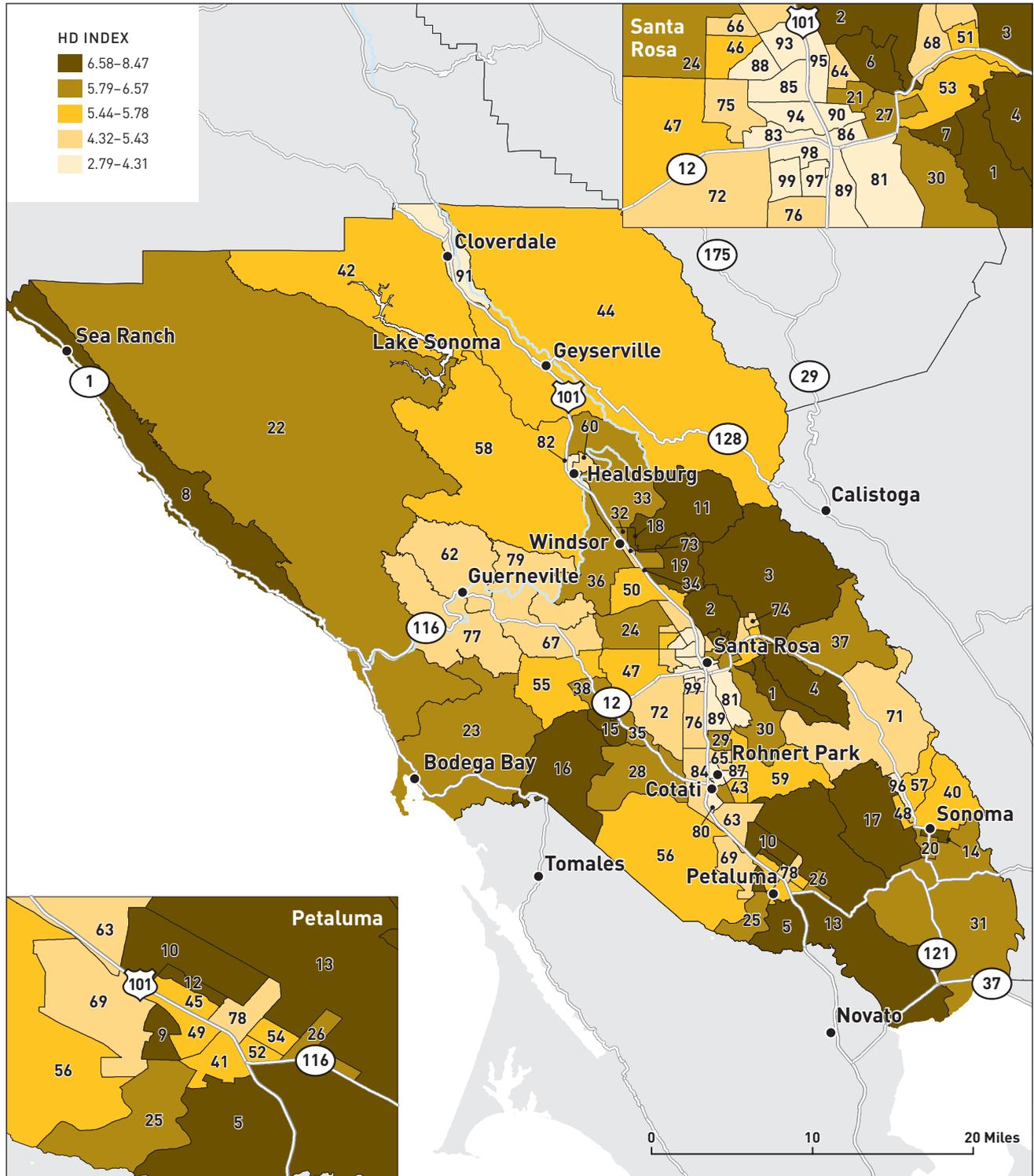
HD Index by Census Tract

	HD INDEX
California	5.39
Sonoma County	5.42
1 East Bennett Valley	8.47
2 Fountain Grove	8.35
3 Skyhawk	7.78
4 Annadel/South Oakmont	7.71
5 Old Quarry	7.71
6 Rural Cemetery	7.67
7 Central Bennett Valley	7.63
8 Sea Ranch/Timber Cove	7.35
9 Cherry Valley	7.18
10 Sonoma Mountain	7.16
11 Windsor East	7.06
12 Meadow	7.00
13 Petaluma Airport/Arroyo Park	6.98
14 Downtown Sonoma	6.95
15 Southwest Sebastopol	6.94
16 Gold Ridge	6.94
17 Arnold Drive/East Sonoma Mountain	6.77
18 Central East Windsor	6.71
19 Larkfield-Wikiup	6.62
20 Sonoma City South/Vineburg	6.57
21 Southern Junior College Neighborhood	6.56
22 Jenner/Cazadero	6.55
23 Occidental/Bodega	6.47
24 Fulton	6.46
25 Spring Hill	6.45
26 Casa Grande	6.42
27 Montgomery Village	6.38
28 Hessel Community	6.37
29 Rohnert Park F/H Section	6.22
30 West Bennett Valley	6.17
31 Carneros Sonoma Area	6.15
32 Northeast Windsor	6.15
33 North Healdsburg	6.11
34 Windsor Southeast	6.11
35 Southeast Sebastopol	6.10
36 West Windsor	6.07
37 North Oakmont/Hood Mountain	5.98
38 North Sebastopol	5.84
39 East Cotati/Rohnert Park L Section	5.79
40 Sonoma City North/West Mayacamas Mountain	5.78
41 Grant	5.77
42 West Cloverdale	5.76
43 Rohnert Park M Section	5.75
44 Alexander Valley	5.73
45 Sunrise/Bond Parks	5.72
46 Piner	5.71
47 Laguna de Santa Rosa/Hall Road	5.69
48 Boyes Hot Springs West/El Verano	5.68
49 McKinley	5.66
50 Shiloh South	5.62

	HD INDEX
51 Middle Rincon South	5.61
52 Miwok	5.59
53 Spring Lake	5.59
54 La Tercera	5.58
55 West Sebastopol/Graton	5.58
56 Two Rock	5.55
57 Boyes Hot Springs/Fetters Springs/Agua Caliente East	5.55
58 Dry Creek	5.55
59 Rohnert Park SSU/J Section	5.50
60 Old Healdsburg	5.43
61 Schaefer	5.39
62 Guerneville/Rio Nido	5.29
63 West Cotati/Penngrove	5.25
64 Northern Junior College Neighborhood	5.25
65 Rohnert Park D/E/S Section	5.21
66 Pioneer Park	5.20
67 Russian River Valley	5.19
68 Brush Creek	5.15
69 Cinnabar/West Rural Petaluma	5.10
70 Central Rohnert Park	4.96
71 Kenwood/Glen Ellen	4.95
72 Wright	4.91
73 Central Windsor	4.84
74 Middle Rincon North	4.83
75 Olivet Road	4.82
76 Bellevue	4.66
77 Monte Rio	4.64
78 Lucchesi/McDowell	4.60
79 Forestville	4.57
80 Downtown Cotati	4.31
81 Kawana Springs	4.20
82 Central Healdsburg	4.14
83 Railroad Square	4.12
84 Downtown Rohnert Park	4.09
85 Coddington	4.08
86 Burbank Gardens	4.03
87 Rohnert Park B/C/R Section	3.97
88 Comstock	3.90
89 Taylor Mountain	3.90
90 Downtown Santa Rosa	3.89
91 East Cloverdale	3.79
92 Rohnert Park A Section	3.75
93 Bicentennial Park	3.73
94 West End	3.51
95 West Junior College	3.44
96 Fetters Springs/Agua Caliente West	3.41
97 Sheppard	2.98
98 Roseland	2.95
99 Roseland Creek	2.79

Sonoma County Census Tract Reference Map

Label numbers indicate rank on the American Human Development Index



A PORTRAIT OF SONOMA COUNTY

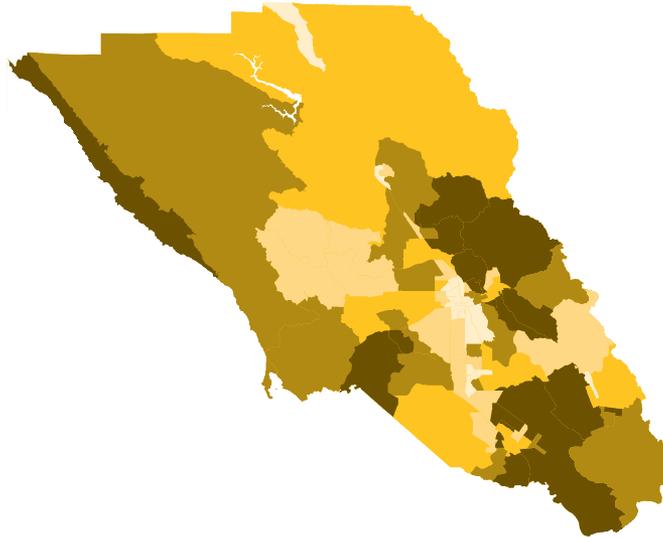
While many measures tell us how the **county's economy** is doing, *A Portrait of Sonoma County* tells us how the **county's people** are doing.



East Bennett Valley has the highest well-being levels, and nearby **Roseland Creek** has the lowest.



In Forestville, the school enrollment rate is **54 percent**, compared to **100 percent** in Central East Windsor.



A full decade separates the life expectancies of the top and bottom census tracts.



Latino residents earn about **\$11,000** less than Asian Americans and **\$15,000** less than whites.

Map over 30 indicators for Sonoma County at www.measureofamerica.org/maps

ABOUT THE REPORT

A Portrait of Sonoma County is an in-depth look at how residents of Sonoma County are faring in three fundamental areas of life: health, access to knowledge, and living standards. It examines disparities within the county among neighborhoods and along the lines of race, ethnicity, and gender. In partnership with over sixty organizations and elected officials, the Sonoma County Department of Health Services initiated this report to provide a holistic framework for understanding and addressing complex issues facing its constituency. For more information about the report and findings, please contact info@sonomahealthaction.org.

ABOUT THE DESIGN

Humantific is an internationally recognized SenseMaking for ChangeMaking firm located in New York and Madrid.

ABOUT THE AUTHORS

Sarah Burd-Sharps and **Kristen Lewis** are co-directors of Measure of America and co-authors of *The Measure of America* series of national, state, and county reports. They both previously worked on human development issues in countries around the world.

ABOUT THE PROJECT

Measure of America of the Social Science Research Council provides easy-to-use yet methodologically sound tools for understanding the distribution of well-being and opportunity in America and seeks to foster greater awareness of our shared challenges and more support for people-centered policies.



www.measureofamerica.org



Workforce Diversity Report

Sonoma County Board of Supervisor’s Directive #3

Background

At their December 3, 2013 meeting, the Board of Supervisors received a staff report which synthesized the comments and ideas following the Andy Lopez tragedy. In this report, the Board directed staff to report on current recruitment, retention and training programs for law enforcement and other staff regarding cultural diversity including staff demographic data and trends. The direction also included a request to develop options for additional efforts to be considered going forward. Therefore, this report covers the County’s workforce demographics and recruitment and retention efforts generally, but provides a focused look at the Latino/Hispanic workforce, with a specific emphasis in the law enforcement departments.

The Report will:

- Provide demographic information about Sonoma County
- Discuss the degree to which the adult working age demographic is reflected within the County of Sonoma’s work force, with a focus in the justice department’s work force
- Provide information about current strategies for recruiting a diverse work force
- Discuss departmental efforts to provide diversity training
- Identify recommended actions that will be taken to further the County’s efforts to attract and retain a diverse workforce, and to provide for cultural diversity training for our workforce

Proposed recommendations for which Task Force input is sought:

1. A. Support Human Resources efforts to work collaboratively with the Sheriff’s Office and District Attorney’s Office to develop a plan to increase the diversity and utilization of Latinos, and any other underutilized ethnic/gender category as identified in the EEO or in demographic reports; the plan would include a focus on the Deputy Sheriff class series.
B. Support the goal of incorporating diversity awareness into County-wide training program.
3. Support the development of diversity awareness training specific for law enforcement division staff and require completion every two years where not already done.

Workforce Demographics

Sonoma County:

Sonoma County’s census data from 2011 shows the population is 65.6% White, 25.4% Latino, 3.9% Asian, 1.4% African American, and 2.3% Other. Sonoma County’s Economic Development Department produces various reports on local economics, demographics, and the workforce in partnership with other local workforce development organizations. Multiple reports describe data for Sonoma County’s current and future workforce¹:

¹2011 American Community Survey PUMS; Economic Development Department Reports: 2013 Sonoma County Indicators Report, 2013 Sonoma County Annual Workforce Development Survey, Comprehensive Economic Development Strategy (CEDS) 2011-2016, 2011 Hispanic Demographic Trends Report, 2011 Workforce and Education Report

- In 2011, the local labor pool (age 18-64) consisted of: Latino 24.4%, White 66.8%, Asian 4.1%, African American 1.3%, and 3.4% Other.
- The total Latino population is projected to be approximately 30% by 2020.
- Reports and data indicate there is an education gap between Latino and White students: the 2009-2010 dropout rate for Latinos was 21.2% and White was 11.7%; in 2008-2009, about 13% of Latino high school graduates completed the necessary criteria to continue to four-year university programs which is nearly half of the 26% of Hispanic graduates achieving the same standards across the State, and comparatively, 33% of white graduates completed the criteria to enter a four-year university; in 2010-2011, Sonoma State University's Latino enrollment was 13%, whereas, 68% were White; local, higher education institutions have only seen a modest increase in Latino enrollment.
- The county-wide census indicates the Latino labor pool will grow substantially in the future given Latino's are currently 40% of the population in the age 0-17 age group.

County of Sonoma, as an employer:

Staff collected and analyzed the available data on County of Sonoma employees from current, existing systems. Staff reviewed information from January 2011 to present as this is the time in which the County implemented its Human Resources Information System (HRIS); the HRIS provides the ability to analyze this data. The applicant tracking/recruiting system, Neogov, the County's online recruitment system, has some demographic data that is reportable, but some data is limited or extremely labor intensive to manually calculate. The emphasis of the data analysis is on the County's Latino employee demographics.

The County of Sonoma's workforce currently consists of 78% White, 15% Latino, 2.6% Asian, 2.1% African American, and 2.3% other. Staff analyzed the demographics of the law enforcement departments: Sheriff's Office, Probation Department, District Attorney's Office, and Public Defender's Office. The data shows that Probation and Public Defender have a Latino workforce of 18.3% and 17.9%, respectively. The Sheriff's Office and District Attorney's Office have a Latino employee percentage of 11.7% and 12.4%, respectively. The average age of County employees is 46 and approximately 28% of the County's workforce is technically eligible to retire; the law enforcement offices have fewer employees eligible to retire, ranging from 14-22% of their respective employees. Understanding what the potential is for employee turnover provides some perspective for future vacancies as it is only vacancies filled with newly hired employees that impact the County's workforce demographics.

An additional level of analysis looked at the law enforcement job classification families that have the most direct contact with the community which includes the following: Deputy Sheriff Trainee/I/II, Correctional Deputy I/II, Juvenile Correctional Counselor I/II/III, and Probation Officer I/II/III. The percentage of Latino employees in the Correctional Deputy, Juvenile Correctional Counselor and Probation Officer classes is 16.7%, 23.1%, and 19.1%, respectively which is above the percentage of the County's Latino employee percentage. Deputy Sheriff has a Latino employee percentage of 9.5%.

In looking at the hiring trends, the County, as a whole, has been hiring Latino employees at a rate consistent with the Latino employee percentage (15%). Termination reports do not indicate any retention concerns for the Latino workforce. Applications received from all recruitments conducted between 2011-2013 show that the County's Latino applicant pool has been in the 15-17% range. This is a good correlation with the 15% Latino workforce at the County and the Latino labor pool.

It's important to note that in 1996 California passed Proposition 209 which prohibits government institutions from considering race, sex or ethnicity in the area of public employment. This means the County cannot create a quota for any ethnic class or gender. Only bona fide occupational qualifications are allowed when considering hiring or retaining employees; and if any are used in an employment decision, they must be essential and

directly related to an essential job duty and considered necessary for operations. The ongoing objective is to employ and retain a diverse workforce and regardless of Prop. 209, the County can develop goals and plans to increase the diversity of the workforce.

While there are legislative prohibitions on quotas, organizations that receive grants/funds from the Department of Justice (DOJ) are required to conduct a bi-annual study and develop an Equal Employment Opportunity Plan (EEO). The Plan is provided to the DOJ and analyzes the utilization of ethnic groups and genders according to designated profession categories. Utilization is a workforce metric (a ratio) that analyzes an organization's workforce in comparison to the available labor pool. Underutilization means fewer minorities or women in a particular job group than what would be reasonably expected by their availability in the relevant job market. The most common "rule" to determine underutilization is the 80% Rule, or the 80/20 Rule.

We know from the current EEO, that White and Latino females, and Latino males are underutilized in the protected services – sworn professional category. The current EEO lists objectives and outreach plans for recruiting efforts for underutilized categories in certain law enforcement positions. Updating the EEO is a current project for the Human Resources Department. The plan development process includes collaboration with the departments receiving these grants.

See Attachment A for demographic data charts and Attachment B for the most current EEO.

Cultural Diversity/Awareness Training Centralized and Departmental Specific

In Fiscal Year (FY) 10/11, the County eliminated its centralized employee training program as a cost savings measure before any centralized cultural diversity/awareness training was able to be developed for the full county. Only recently have resources been reallocated to develop a centralized training program. With the recent renewed resources for centralized training, Human Resources plans to develop curriculum on diversity as part of its core program. Information about decentralized departmental training on cultural diversity/awareness is described below.

In some cases, cultural awareness training is mandated, particularly by the State Department of Social Services for positions in the human and health services department for employees who have public contact. There is no requirement regarding the frequency of the training. Appropriate job classifications in the Human Services and Health Services Departments receive this training, and are offered this training annually.

In the District Attorney and Public Defender's Office, the attorneys have ongoing Mandatory Continuing Legal Education credit requirements and organizations that provide accredited training regularly offer courses that are focused on ethnic and/or discriminatory biases. Both offices have stated that their attorneys have attended training that educates them on biases during their careers with the County. The District Attorney's Office will provide cultural diversity training to those employees assigned to the Family Justice Center and will also include all Victim Witness Advocate employees this fiscal year.

Both the Sheriff's Office and Probation Department adhere to the California Board of State and Community Corrections (BSCC) Standard Training Curriculum. This training curriculum is a requirement for all entry level adult and juvenile correctional officers and probation officers, and is required within their first year of employment. For juvenile correctional counselors and probation officers, there is content that is focused on cultural awareness and related content. Cultural awareness is not a requirement for adult corrections; instead their curriculum includes professionalism, ethics, risk indicators and crisis intervention, among other many other subjects. (In Sonoma County, the respective job classifications are known as Correctional Deputies, Juvenile Correctional Counselors, and Deputy Probation Officers.)

The Probation Department has developed and provides several trainings that have curriculum focusing on enhancing engagement and responsivity factors including addressing cultural belief/needs and sensitivity to cultural or social differences. Examples include Motivational Interviewing, Effective Practices in Community Supervision, Core Correctional Practices, and Girls Circle©. A cultural diversity training was given to the adult supervised work crew supervisors (aka SAC) in Fall of 2012. The department is planning to deliver a cultural diversity training to all department staff in FY 14/15.

The Sheriff's Office Detention Division is currently in the process of developing a cultural diversity curriculum that will be presented in its annual training for the Corrections (Detention) staff, anticipated to be ready approximately May 2014. Once this curriculum is established, this class will be added to the new hire orientation for all positions newly hired in this division. The Detention Division is committed to providing this training for all staff every three to five years once implemented.

In September 2013, several Detention supervisors and managers attended a course entitled, Tools for Tolerance Cultural Diversity: Changing Roles for Law Enforcement. This course is a POST and STC (the State's Standards and Training in Corrections) certified course offered by the Tolerance Museum in Los Angeles.

Currently, Detention staff complete interpersonal communication and ethics training for all newly hired staff during the new hire orientation and in their annual BLOC training which is required for all detention supervision staff. Both of these courses cover cultural awareness in a portion of the curriculum. The Detention Division rotates annual training each year to include an ethics, interpersonal communication or cultural awareness class for all staff to attend.

For the Law Enforcement (Patrol) Division, there is a series of video trainings that all Deputies can access at any time such as racial profiling, fear and anger, community oriented policing and problem solving, ethics, professionalism, simple Spanish, etc. Additionally, in order to become a Deputy Sheriff, one must complete the POST Academy. The POST training curriculum is rigorous and typically involves over 800 hours of instruction on 42 separate learning domains, one of which is cultural diversity/discrimination. This learning domain focuses on many aspect of this subject including identifying and responding to changing communities, stereotyping and discrimination, and effective communications to name a few. Penal Code 13519.4 requires racial and cultural diversity training to be completed every five years for every law enforcement officer in California. The Office is in compliance with this requirement. In 2013, all patrol deputies completed a four-hour training on racial profiling, which educates the attendees on how bias and stereotyping affect policing and how to critically analyze personal beliefs when identifying suspects. The Assistant Sheriff of the Law Enforcement Division is currently completing a 3-day train the trainer certification program on cultural competency. The intent is to implement a training program shortly thereafter.

Recruitment/Outreach Efforts

Recruitment advertising efforts largely depend on many factors, one being the level of the job such as entry vs. more advanced or at a management level, and the specialization of the knowledge and/or experience needed for the job. For example, a recruitment plan for an office assistant would be very different from a plan for an experienced District Attorney Investigator. The former would use local and broad recruitment advertising sources such as the Press Democrat and craigslist.org, and the latter would utilize specialized niche sites and related professional organizations. Also, job market conditions impact recruitment plans: with the recent unemployment rate over the last several years, the number of proactive job seekers is significant, thus there has been less of a need to develop expensive recruitment plans for entry and mid-level jobs that are commonly used in the private and public sectors. For the entry level job classifications, it hasn't been uncommon in the last few years to get over 300 job applications, with many instances of over 500 applications for a single recruitment.

The County's financial position impacts the ability to proactively develop recruitment branding outreach campaigns and the funds that are available at the department level to pay for recruitment plans. Prior to the fiscal crisis, the Human Resources Department and the Sheriff's Office initiated a project with a well-known recruitment marketing firm to develop an outreach plan to brand the County and the Sheriff's Office as an "employer of choice" and to specifically develop plans increase the diversity of the applicant pool; however, these efforts were cancelled when budgets were significantly impacted and the priority became maintaining core services. These efforts were not in place long enough to gauge their effect on the candidate pool and hiring statistics.

Recent years have seen a reduction in fiscal resources for recruitment advertising and outreach, but outreach efforts have still been taking place, particularly where low cost opportunities exist. Although not targeted to the Latino community, the following are heavily used by the County and are popular and accessible recruitment sources: *Press Democrat*, craigslist.com, monster.com and Cal Jobs to name just a few. The County also uses social media for recruitment purposes, Facebook and Twitter.

Human Resources has and still makes regular efforts to reach the County's Latino community and market the County as an employer. Recruitment ads are regularly placed with local Latino print such as *La Voz* and radio such as Exitos and KBBF. With the hiring efforts in the Sheriff's Office Detention Division over the last year or so, recruitment ads have been placed with the National Latino Police Officer Association and Diversity.com. In the Fall of 2013, Human Resources became aware of the Latino Service Providers and have been placing job announcements on its website regularly. Human Resources also attends The Diversity Employment Career Fair which is typically held in San Francisco or Oakland, and recently attended the Latino Chamber of Commerce's Business Showcase. Human Resources plans to continue using these sources.

The above referenced sources are the more traditional recruitment marketing vehicles; however, community involvement and participation also exposes the County to the community as an employer. There is an abundance of community involvement opportunities that Human Resources and departments participate in.

Human Resources participates in high school career day events providing speakers or panel members, and in activities for Sonoma State University such as job fairs and the internship expo fair. The Public Defender's Office participates in the volunteer and internship program at Empire Law School. The District Attorney's Office attends many high school speaking and educational events related to career days, gun information, gang educations, and drunk driving (the Every 15 Minutes program).

Probation staff give presentations to criminal justice students and participates in panel discussions at SRJC and Sonoma State University, and regularly participate in career day activities at local high schools. Probation staff are currently participating in the Puente Mentorship Program through SRJC. This program's mission is to increase the number of educationally underserved students who earn degrees and have them return to the community as mentors and leaders. The Probation Camp Division Director recently participated in a boxing event at a local boxing club which predominantly reaches out to Latino youth in the community.

Prior to the recent years of fiscal challenges, the Sheriff's Office was very active in local recruitment events and job fairs and had an aggressive recruitment strategy in addition to the efforts that the Human Resources Department made for their Office and the entire County. Their efforts extended beyond Sonoma County as well. As stated earlier, they worked with a well known recruitment marketing firm who helped them create a recruitment brand and develop a recruitment plan. Unfortunately, these efforts were significantly reduced with the budget reductions. With the recent hiring efforts in 2012 to present, activities have increased again. They attended job fairs at SRJC, SSU, Sacramento State, and in diversity job fairs in San Francisco.

The Sheriff's Office as a whole (individuals and as an office) is very active in the community. While they may not be direct and traditional recruitment efforts, these activities help inform, demystify what it means to be in law enforcement and brand their office as an important employer to the community. During the development of this report, they surveyed their staff and of the 236 respondents more than half indicated they have given a presentation at a local school (grades K-12, SRJC, SSU, high school career events, etc.), and approximately 40% indicated they either volunteer or give presentations at non-profits and have given presentations to youth groups at community forums and associations. Typically these presentations discuss careers in law enforcement, general safety, gang prevention, etc. Sheriff's Office staff members also serve as board members on Elsie Allen High School's Compact for Success college entry program, Cinco de Mayo planning and event activities; have 16 years of participation and coordination of the Roseland Hoops (R-Hoops) program which teaches youth in the Southwest community the basics of basketball and teamwork; and participate in the Every 15-Minute program, toy drives, neighborhood watch meetings and National Night Out events. The Sheriff's Office also has its Ride-Along program that serves a dual purpose of providing participants a first-hand look at the law enforcement profession and improves community communication and confidence in the Office. The Citizen's Academy provides the same opportunity for the community as the Ride-Along program.

It is important to note that positions that are peace officers inherently have more difficulty with hiring due to mandated and rigorous background requirements and guidelines. For example, there is government code that specifies selection standards for peace officers and the administrative agencies such as POST have specific background processes and rules for sworn positions such as Correctional and Sheriff's Deputies at County of Sonoma. In addition to the Peace Officer/Sworn positions, essentially all other employees who work in the law enforcement offices are subject to a rigorous background process. Ensuring all employees in law enforcement offices such as Public Defender, District Attorney, Probation and Sheriff, are subject to a thorough background review is a best practice. Employees in these offices have access to highly sensitive information, materials, facilities and clientele. These background processes reach far beyond a typical job reference and delve into personal history, social patterns, affiliations, etc. to assess one's moral character to ensure they are suitable to work in a law enforcement environment. These processes and requirements result in a low hiring ratio, meaning the number of candidates hired vs. the number of applicants. Essentially, the hiring process in the law enforcement offices and particularly for the peace officer positions in Probation and the Sheriff's Office such as Juvenile Correctional Counselor, Probation Officer, Correctional Deputy, and Deputy Sheriff, could be considered a "numbers game" whereby these recruitments must have a high number of applicants to fill few vacant positions. For example, Human Resources looked at recruitment data on Deputy Sheriff I and II recruitments conducted between December 2010 to June 2013 (five recruitments) and found that they received 1,119 applications and hired 33. This is a hiring ratio of approximately 3%.

Due to the Deputy Sheriff positions having a lower percentage of Latino employees as compared to the other law enforcement positions/offices, Human Resources reviewed the available recruitment data to evaluate recent hiring trends for Deputy Sheriff I/II by reviewing the five recent recruitments indicated above. Human Resources found:

- the percentage of Latino applicants for Deputy Sheriff is approximately 18%, which is slightly above the County's recent trend for all job applicants;
- the percentage of Latino candidates referred to the department for consideration is approximately 17%, which indicates the examination process is not disparately impacting the Latino applicant pool;
- the Sheriff's Office has hired a proportionately higher percentage of Latino employees in these recent recruitments than White when considering the demographics of the initial applicants and all of those who were interviewed by the Office.

Findings

From this study, we better understand the following:

- County of Sonoma’s workforce currently consists of 78% White, 15% Latino, 2.6% Asian, 2.1% African American, and 2.3% other.
- The demographics of the County’s workforce and hiring trends are consistent and suggest a stable pattern of recruitment and retention.
- The demographic patterns of the law enforcement offices: Sheriff’s Office, Probation Department, District Attorney’s Office, Public Defender’s Office, have remained stable; three of the four major law enforcement job classifications used by the County that have the most direct contact with the community, Juvenile Corrections Counselor, Probation Officer, Correctional Deputy have a Latino employee percentage that is better than the County’s overall Latino employee percentage.
- The Sheriff’s Office and District Attorney’s Office’s Latino workforce is less than the County’s average by approximately 3%; specifically, the Deputy Sheriff job family has a Latino employee percentage that is less than County’s overall Latino employee percentage, and the EEO identifies the ethnic category of Latino as being underutilized in Deputy Sheriff job class.
- Hiring trends for Deputy Sheriff in recent years indicate improvements in hiring Latino Deputies; however improvement should still be a priority objective; the District Attorney and Sheriff’s Offices should work with Human Resources to develop strategies to increase their ability to have a workforce that is more similar to the local labor pool, particularly in the Deputy Sheriff positions.
- The Law Enforcement division of the Sheriff’s Office provided recent training on avoiding racial profiling which is directly related to diversity awareness; POST mandates related training only every five years; Deputies have access to supplemental training materials on diversity awareness; there are current efforts to develop and conduct more in-house cultural diversity training.
- The economic conditions that the County has endured the last several years have impacted the County’s ability to expend resources for diversity outreach plans, and training the workforce; however, there have been and are efforts to reach the Latino labor pool and educate the workforce in the area of diversity awareness.
- Ensuring efficient, high quality services is the utmost priority for the County. To the extent that the County’s workforce is representative of the local labor force is important, as well as ensuring the workforce is educated on delivering services to a diverse community. Recruiting and training objectives need to be analyzed to determine the “how”, which includes financial and staff resources.
- There are concerning demographic trends with regards to the education gap in the Latino community. The majority of County of Sonoma’s positions are skilled, paraprofessional, and professional level which will create challenges to having a workforce that represents the demographics of the County local labor pool. Current efforts to address these demographic trends are important to the community and to the County of Sonoma as an employer. The Sonoma County Economic Development Board and Sonoma County Workforce Investment Board are working collaboratively with educators, and business and community leaders to address these concerns. These organizations are developing strategies that will ensure the residents of Sonoma County have the skills, training and education to achieve career goals, and ensure that Sonoma County employers are able to hire employees that are qualified for the local job market.

Next Steps:

Once staff receives feedback/suggestions from the Community and Local Law Enforcement Task Force it will take the finished report to the Board of Supervisors. The recommended actions are expected to be directed to:

1. A. Human Resources work collaboratively with the Sheriff’s Office and District Attorney’s Office to develop a plan to increase the diversity and utilization of Latinos, and any other underutilized

ethnic/gender category as identified in the EEOP or in demographic reports; the plan would include a focus on the Deputy Sheriff class series.

B. Incorporate diversity awareness into County-wide training program.

3. Develop diversity awareness training specific for law enforcement division staff and require completion every two years where not already done.



MOORLAND HEALTHY NEIGHBORHOOD PLAN

DRAFT PLAN
OCTOBER 2014

sonoma county
DEPARTMENT OF HEALTH SERVICES



Moorland Healthy Neighborhood Plan

Table of Contents

I.	Executive Summary.....	1
II.	Introduction.....	2
III.	An Overview of Moorland.....	2
IV.	Facility and Program Needs Analysis	4
V.	The Planning, Policy and Programming Context	5
VI.	Planning Process and Community Engagement.....	7
VII.	Vision, Transformative Strategies and Action Plan	9

I. Executive Summary

The Moorland Healthy Neighborhood Plan was spurred by the Sonoma County Regional Parks' Healthy Parks, Healthy Communities Initiative. The planning process was sponsored by Sonoma County Regional Parks Department in collaboration with the County Health Services Department and is funded by a Community Transformation Grant. Recent reports highlight the underdeveloped resources and infrastructure in the Moorland area, especially the lack of neighborhood parks, and disparities in health indicators in South Santa Rosa compared to Sonoma County at large. The County of Sonoma engaged Community Action Partnership and consulting firm, MIG, to work with Moorland community members to develop strategies for creating a healthy Moorland neighborhood. Community members came together to identify short and long-term strategies for improving the neighborhood's physical and social environments to enhance safety, health and livability.

The community identified four goal areas that guide the plan's strategies: 1) community health and safety in Moorland; 2) developing Moorland's sense of community; 3) beautifying and improving Moorland's environment and open spaces; and 4) improving pedestrian, bicycle and transit access and safety in Moorland. Goals within these topic areas will work toward achieving the community's vision:

Moorland is a healthy community. Our neighborhood is safe, walkable, clean and vibrant. We respect and celebrate Moorland's many cultures and we look out for one another.

The planning process was lead by the Neighborhood Advisory Team (NAT), a group of approximately 20 members of the Moorland community recruited by Community Action Partnership (CAP). CAP's relationships in the community and understanding of the issues supported the community-driven planning process. Over the course of three months, the leadership group met regularly to shape the process and help plan three Community Workshops open to the entire Moorland community. At the workshops, participants identified issues and ideas for neighborhood improvements, prioritized the strategies and indicated their support for the emerging plan. The NAT met between the community workshops and reviewed all of the suggestions, providing nuanced insight into the issues and improvements. The NAT also served as a community organizing entity, promoting the community workshops and raising awareness about the Healthy Neighborhood Plan. To continue the community dialogue and to guide implementation of the Plan, the NAT will transform into the Neighborhood Action Team. The NAT will work with identified partners, such as County and City agencies and local non-profits to move the actions forward in order to achieve the Plan's goals.

II. Introduction

Southwest Santa Rosa has been identified by DHS, in its Portrait of Sonoma report, as a community with significant income and education disparities. The City of Santa Rosa Recreation and Parks Department, in its Parks Business and Strategic Action Plan, identified the area as lacking in park land, as well as pedestrian and bicycle access to parks, schools, and other services. The aim of the Moorland Healthy Neighborhood Plan is to better integrate the Moorland Neighborhood with parks, and enhance pedestrian and bicycle access to schools, health facilities, healthy food options, and other locations to improve health outcomes.

The Moorland Healthy Neighborhood Plan was developed by community members of the Moorland neighborhood through a process that identified issues and assets in the neighborhood and created a set of prioritized strategies to address the issues and leverage the assets. The resulting action plan provides a roadmap for Moorland residents, County and City agencies and local organizations and businesses to create a healthier and safer neighborhood. The plan identifies potential partnerships and will help to coordinate projects and resources so that the Moorland neighborhood is better served.

III. An Overview of Moorland

The Moorland Neighborhood is in an unincorporated area of Sonoma County, south of Santa Rosa (see Map 1). The neighborhood is physically and culturally diverse. The area's built environment is varied with long rural lots in the southern part of the neighborhood that shift to denser suburban-type houses and apartments in the northern area of the neighborhood. Moorland is designated as a combination of both Urban Residential and General Industrial by the Sonoma County General Plan 2020. Large commercial lots abut Moorland along the north and west edges of the neighborhood, while the 101 corridor provides a defining edge along the east. The existing mix of uses and varied building types provide both opportunities and issues.

Moorland is a culturally diverse neighborhood. The neighborhood is about 50% Latino, 35% White, 9% Asian American, and 3% African-American¹. Community members consider their area to be a family neighborhood with hard working people who care about their community. The strong presence of families in Moorland is apparent with almost 30% of the area's residents younger than 18 years-old, compared to Sonoma County overall, in which 22% of the population is younger than 18. Households in the Moorland area are larger than the average County household. Renter occupied housing in the Moorland area has an average household size of 4.1 and owner occupied housing has an average of 3.2 people, compared to Sonoma County's average of 2.6 people in renter occupied housing and 2.7 people in owner occupied housing.

Moorland is healthier than the average community in Sonoma County, according to the health index, which is calculated using mortality data from the Death Statistical Master Files of the California Department of Public Health and population data from the U.S. Census Bureau for 2005–11. Moorland’s health index—6.27—is slightly higher than the County average—6.26. While the community is physically healthy, the Moorland area has a lower education and income index. The neighborhood’s education index—3.64—is significantly lower than the County average—5.28ⁱⁱ. The income index in the Moorland area (4.07) is also lower than the county average (4.72). The neighborhood’s median earnings are \$27,511; the County average is \$31,956ⁱⁱⁱ. The combination of health, education and income indicators make up the Human Development Index, which measures well-being. The findings are consistent with county and state-wide patterns. Overall, lower educational attainment is correlated with shorter life expectancy (a lower health index). So, one would expect a lower health index in the Moorland area. However, there is a statewide and nationally recognized phenomenon, in which Latinos live longer than whites, despite having lower educational levels and incomes and far lower rates of insurance coverage. Several factors seem to contribute to this phenomenon. Latinos binge drink less than non-Hispanic whites and have far lower smoking rates, which is important because both smoking and excessive drinking can contribute to premature death from heart disease, stroke, and cancer.^{iv}

In addition, some research shows that aspects of Latino culture, such as strong social support and family cohesion, help bolster health outcomes, particularly for mothers and infants. However, foreign-born Latinos tend to have better health outcomes than those who were either born in the United States or have spent a significant amount of time in this country.^v The Moorland Healthy Neighborhood plan works to support the social support and family cohesion connected with the high health index in many Latino communities like Moorland.

Moorland community members face the perception among neighbors and other residents in the region that their neighborhood isn’t safe. Crime data shows more incidents reported in Moorland from October 2013- October 2014 than in Sonoma County on average but the neighborhood has fewer incidents than other communities around Santa Rosa.^{vi} The Healthy Neighborhood Plan offers strategies to prevent and address gang activity, increase a sense of safety in the neighborhood and improve the community’s relationship with the Sonoma County Sheriff’s Department.

The strong social fabric of the Moorland community was a driving force in the Moorland Healthy Neighborhood Plan process. The Moorland community was faced with a tragedy in October 2013 when a youth from the neighborhood, Andy Lopez, was shot and killed by a Sonoma County Sheriff who mistook a fake gun for a real gun. The Moorland community has been grieving following Andy’s death. New community groups have emerged from the tragedy and regular gatherings among neighbors have been sustained throughout the last year. The Moorland Healthy Neighborhood Plan process leveraged the strong social fabric that exists in Moorland. The Plan will continue to build the community’s social capital by providing a roadmap for improving health and safety in Moorland.

IV. Facility and Program Needs Analysis

Facilities and programs in Moorland were evaluated through the review of existing reports and plans, geographical analysis, community input and a walking tour conducted with the planning team and Moorland community members. The analysis revealed that Moorland is underserved across several facilities and program areas (see Table 1 and Map 2).



Photos: Left: Child at corner without crosswalk; Right: bus stop in drainage ditch with no furniture.

Despite the residential heart of the neighborhood, Moorland's main streets serve commercial and through-traffic. There is limited infrastructure that supports mixed uses on the streets. The neighborhood has discontinuous sidewalks, no bicycle lanes, limited shoulder space and no furniture or covers at the bus stops. An accessibility audit (see Appendix) confirmed Moorland's limited pedestrian infrastructure. Where there are sidewalks, some are missing appropriate markings at intersections. Where there are no sidewalks, pedestrians walk in the roads alongside traffic or the drainage ditches.

The City of Santa Rosa Recreation and Parks Department, in its Park Business and Strategic Action Plan, identified the area as lacking in park land, as well as pedestrian and bicycle access to parks, schools, and other services. Both existing plans recommend a park for the Moorland neighborhood but none has been built. The lack of neighborhood parks is a driving purpose behind the Moorland Healthy Neighborhood Plan and the community prioritized a new park among the most impactful and urgent strategies in the plan.

Moorland has limited access to healthy food (see Map 1). The neighborhood has one small market that does not offer fresh foods. Access to markets outside of the neighborhood is somewhat limited. The closest supermarkets are about two miles from the Moorland neighborhood and there are no farmers markets or farm stands within the neighborhood.

Table 1: Number of facilities in the Moorland neighborhood.

Facility/Program	Number in Moorland Neighborhood
Neighborhood Parks	0
Bus Routes	1
Furnished Bus Stops	1 (furnishings were installed by a neighbor)
Bike Routes	0
Crosswalks	0
Public Community Centers	0
Food Retail	1
Health Care Clinics and Hospitals	0
After school programs	0
Adult education opportunities	0
Safe (public) places for children to play	0
Pedestrian-friendly routes over 101	0
Neighborhood watch system	0

V. The Planning, Policy and Programming Context

As an unincorporated area of Sonoma County, Moorland is governed by the County General Plan and building code. Moorland is zoned a mix of Urban Residential and General Industrial land uses.^{vii} Moorland is located within the Santa Rosa Urban Growth Boundary and is an area of interest for the City considering Moorland’s proximity to the Roseland Annexation Area. There are several current planning efforts that impact Moorland, which are summarized below.

The Santa Rosa Bicycle and Pedestrian Master Plan^{viii} includes regional routes that may improve access in the Moorland neighborhood (see Map 1 for existing and planned bicycle routes). The Moorland Healthy Neighborhood Plan recommends bicycle and pedestrian improvements that are not included in the Bicycle and Pedestrian Master Plan but may serve as local connections to the planned regional trails in the future. The South Santa Rosa Area Plan^{ix} includes road improvements to Moorland Avenue that may provide opportunities for improved pedestrian and bicycle infrastructure on the street, as recommended by the Healthy Neighborhood Plan (Strategy D2).

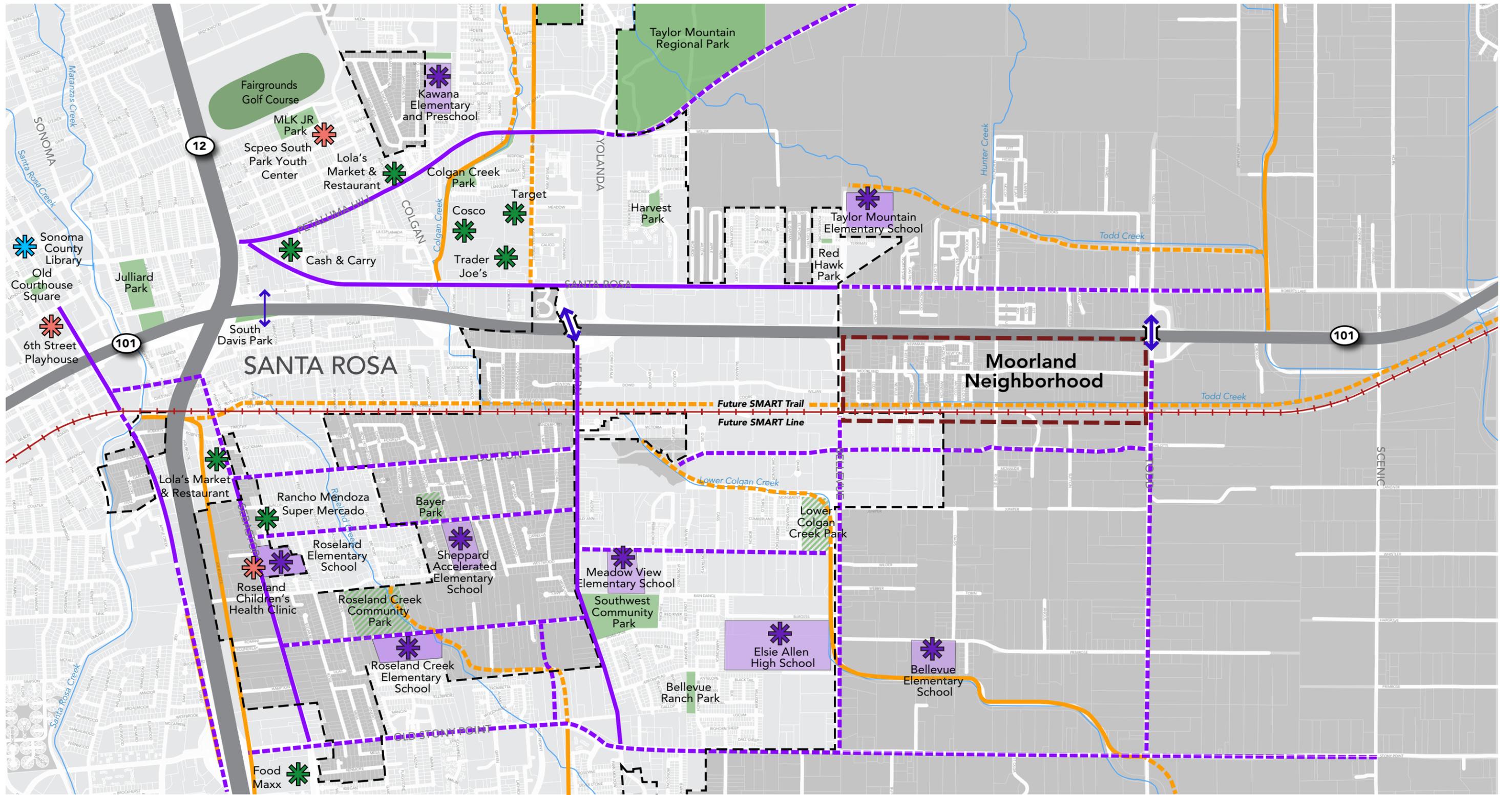
There are Safe Routes to School^x programs at a dozen Santa Rosa schools, however there are not programs at any of the schools that serve the Moorland neighborhood. The Moorland Healthy Neighborhood Plan recommends initiating Safe Routes to school for Moorland-area schools (Strategy D-1).

Santa Rosa Citywide Creek Master Plan (August 2013)^{xi} includes restoration projects for creeks throughout the County including Colgan Creek and Moorland Creek, both of which run through the Moorland neighborhood. These restoration projects offer opportunities for increased access to open and natural spaces, and bicycle and pedestrian trails for Moorland residents.

The Sonoma County Healthy Food Outlet Project^{xii} was created in 2012 to help grocery stores, supermarkets, and small markets provide customers with healthy food options while at the same time helping spur business growth in the community^{xiii}. Although the project did not include Berry's Market, Moorland's only walkable neighborhood market, it could serve as a model for healthy food initiatives in Moorland in the future. The Community Healthy Eating Active Living (HEAL)^{xiv} initiative, backed by a four-year grant of \$1.5 million (2007-2010) from Kaiser Permanente-Northern California Region, may provide support for the healthy food access strategies recommend in Section A of this plan.

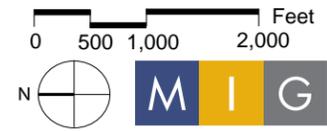
First 5 Sonoma provides \$4 million annually to support the health, safety, and school readiness of Sonoma County's youngest citizens—prenatal to five-year-olds. Goals in the 2011-2020 First 5 Sonoma Strategic Plan— including ensuring the health and healthy development of children and ensuring that early care and education is high quality— align with strategies in the Moorland Healthy Neighborhood Plan, especially increasing the Moorland community's access to health care and education (Strategy A5). First 5 grant opportunities may provide funding support for the implementation of the Moorland Healthy Neighborhood Plan.

The County of Sonoma has been working toward securing an undeveloped property in the Moorland neighborhood for a future park. This land includes the location of the current Andy Lopez memorial. The desired park location is on 4.18 acres comprised of two undeveloped lots within the same parcel: 3.18 acres at West Robles and Horizon Way and 1.04 acres at West Robles and Moorland Avenue. Moorland community members identified this site as the preferred location for a new park in the Healthy Neighborhood Plan (strategy C1). In January 2014 Regional Parks received the Board of Supervisors' approval to apply to the California Department of Housing and Community Development for the 2013 funding round of the Housing-Related Parks (HRP) program. On April 8, 2014 the Board of Supervisors authorized Regional Parks to submit an application for an Agricultural Preservation and Open Space District (OSD) matching grant. Funds from both grant programs were awarded however as of the drafting of this plan (October 2014), the County remains in negotiations with the landowner. The County is committed to creating a new park in Moorland and has identified that the next steps, after successfully acquiring the land, would be to engage in a community design process.



South Santa Rosa Area Map

Legend	Highway	Existing Class II Bike Route	Private Recreation Facility	School	Grocery Stores
Moorland Neighborhood Planning Area	Creek	Proposed Class II Bike Route	Public Park - Existing	Library	Overpass
Santa Rosa City Boundary	Existing Class I Bike Route	City of Santa Rosa	Public Park - Planned	Social Service	Ped/Bike Bridge
	Proposed Class I Bike Route	County of Sonoma Unincorporated Area			



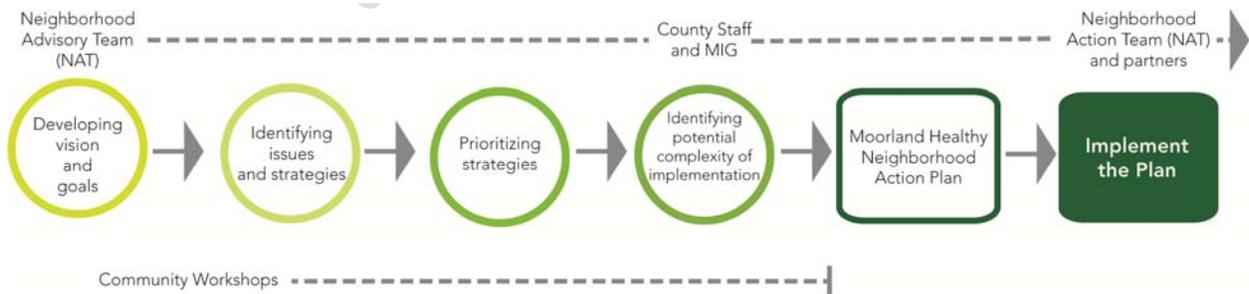
VI. Planning Process and Community Engagement



Photos: Left: NAT member Jennifer Vargas at NAT meeting #1; Right: Community members at Community Workshop #2

Moorland’s Healthy Neighborhood Plan was developed to address safety, livability and health by improving the area’s physical environment and improving the community’s access to services. The planning spanned a three-month period, July through September of 2014. The Community Outreach team was composed of Community Action Partnership, MIG and County Staff. Community Action Partnership launched the engagement process with stakeholder interviews. The process included the formation of the Neighborhood Advisory Team (NAT), which met three times throughout the summer. The NAT was comprised of about 20 members who were active Moorland residents recruited by Community Action Partnership to participate. Each NAT meeting included the presentation of materials followed by discussion that was recorded on a wall graphic. NAT meetings were also attended by County representatives from the Regional Parks and Health Services Departments, as well as by Supervisor Efren Carrillo. MIG and Community Action Partnership co-facilitated each meeting with CAP providing Spanish language translation. All meeting materials were also bilingual.

Figure 1: Planning Process



Three community workshops were held between the NAT meetings and invited participation from the Moorland community at large. The two-hour workshops were bilingual, interactive, family-friendly (including child care) and solicited input from a diversity of participants. At the workshops the community provided insights on the issues and strengths of the Moorland neighborhood (see appendix for maps with community members' comments and ideas). Community members suggested strategies to address the issues and leverage the strengths of the Moorland neighborhood. Through an iterative process, the community's ideas were refined by the NAT and developed into implementable strategies—an action plan, that can be found on Page 15 of this document. The appendices at the end of this report include copies of all meeting notes.

Community outreach for the workshops was accomplished through a variety of avenues. The NAT was key in raising awareness about the Community Workshops and the Healthy Neighborhood Plan process. Bilingual workshop flyers were distributed at local businesses and at Lawrence Cook Middle School. Community Action Partnership distributed Community Workshop flyers door-to-door in the Moorland neighborhood and meeting announcements were run as PSA's on local radio stations. An Elsie Allen High School teacher was instrumental in generating youth involvement in the NAT and Community Workshops by inviting past and current students.



Photo: Left: Community members, planning team, and sheriff staff at Community Workshop #3 reviewing the Action Plan.

VII. Vision, Transformative Strategies and Action Plan

The following are the strategies and actions developed by Moorland community members to support the community's vision:

Moorland is a healthy community. Our neighborhood is safe, walkable, clean and vibrant. We respect and celebrate Moorland's many cultures and we look out for one another.

The strategies are organized into four goal areas:

- 1) Improving community health and safety in Moorland
- 2) Developing Moorland's sense of community
- 3) Beautifying and improving Moorland's environment and open spaces
- 4) Improving pedestrian, bicycle, and transit access and safety in Moorland

Each focus area includes goals and a set of strategies and actions to achieve those goals. The bolded strategies are those community members identified as the most urgent and impactful. For each strategy and action the Plan identifies:

- **Potential partners** with which the NAT may work to implement the strategy;
- An **level of complexity** rating (low, medium, and high) that is based on three factors: 1) the level of coordination among partners necessary; 2) estimated capital costs, and 3) anticipated recurring costs (including staff time) required to implement the strategy;
- A **potential time frame** that indicates the predicted length of time that will be required to implement the strategy.

As the community and County work toward implementing the Plan, the potential partners, level of complexity, time frames and even the strategies may evolve and change. The Plan is the start of an ongoing process to improve the health, safety and livability of the Moorland neighborhood.

Moving the plan forward

The Neighborhood Advisory Team will transition into a Neighborhood Action Team with the completion of the Healthy Neighborhood Plan. The NAT will champion and monitor progress on the strategic actions, working with partners and other Moorland community members.

A. IMPROVING COMMUNITY HEALTH AND SAFETY IN MOORLAND

Goals

- Provide access to healthy food from our gardens and local stores.
- Eliminate gang activity and all types of disrespect and violence from our community
- Develop a positive relationship with law enforcement agencies through which Moorland residents and visitors are secure and safe.

Strategy/Action	Potential Partners to Engage	Level of Complexity*	Potential Time Frame Short= < 2 yrs. Med = 2-5 yrs Long = > 5 yrs.
A1. Coordinate with the Community and Local Law Enforcement Task Force to: <ul style="list-style-type: none"> - Bring the community and Sheriff's Department together to heal. - Increase the presence of and improve the relationships with sheriffs in the Moorland neighborhood. - Educate community members about how to protect themselves while reporting crime; organize a community meeting with the Task Force to share knowledge. 	County Community and Local Law Enforcement Task Force, Sonoma County Sheriff Dept.	Low	Short
A2. Bring a market with healthy food to the neighborhood by identifying and engaging a partner on the Sonoma Economic Development Board.	Sonoma County Economic Development Board, CAO	Medium	Medium
A3. Establish a certified farmers market in the Moorland neighborhood.	County of Sonoma Agricultural Commissioner	Low	Short
A4. Identify a volunteer coordinator to establish a neighborhood farm stand where community members can exchange excess harvest from their gardens.	County of Sonoma Department of Health Services	Low	Short
A5. Create a community garden.	Sonoma County Regional Parks, Department of Health Services	Medium	Short
A6. Increase access to health care and health education by: <ul style="list-style-type: none"> - Engaging with mobile clinics to come to the Moorland neighborhood - Increase local awareness of existing resources such as Elsie Allen Health Center, which serves Sonoma County teens ages 12-19. 	Dept. of Health Services, Elsie Allen Health Center, St. Joseph's	Medium	Short
A7. Organize a neighborhood watch system that is highly visible and provides escort services for neighbors.	Sonoma County Sheriff's Department	Low	Short
A8. Look into environmental impacts of the waste facility.	Department of Health Services	Low	Medium

* Level of complexity rating is based on an analysis of the level of coordination required combined with the level of anticipated capital and recurring costs associated with the action. A low level of complexity indicates that the action will not require significant coordination or costs.

B. DEVELOPING MOORLAND'S SENSE OF COMMUNITY

Goals

- Encourage inclusive public events in the neighborhood that bring Moorland neighbors together.
- Generate a shared culture of neighborhood pride

Strategy/Action	Potential Partners to Engage	Level of Complexity to Implement*	Potential Time Frame Short= < 2 yrs. Med = 2-5 yrs Long = > 5 yrs.
B1. Create a community and cultural center in the Moorland neighborhood that supports: <ul style="list-style-type: none"> - Art, homework, second languages, health education - Learning about one another's cultures and religions - Gang prevention - Exercise classes like karate and Zumba 	Sonoma County Board of Supervisors, Area School Districts, Boys and Girls Clubs, CAO, General Services, Community Development Commission, Sonoma County Regional Parks, City of Santa Rosa	High	Long
B2. Identify partners and facilities for after-school programs that are accessible to all youth and offer access to computers.	YMCA, Bellevue Union School District, Boys and Girls Club	Low	Short
B3. Offer environmental education programs at nearby regional parks, such as Taylor Mountain	Sonoma County Regional Parks	Low	Short
B4. Provide educational programs for Moorland community members.	Local colleges, YMCA, Dept. of Health Services, other educational and non-profits organizations	Low	Medium
B5. Organize neighborhood block parties and events including family-friendly activities.	Sonoma County Health Services	Low	Short
B6. Support small food purveyors and an entrepreneurial spirit.	Sonoma Economic Development Board	Low	Short
B7. Activate online /phone systems that connect neighbors such as NextDoor.com and/or a telephone tree.	NextDoor.com, or other platforms	Low	Short

* Level of complexity rating is based on an analysis of the level of coordination required combined with the level of anticipated capital and recurring costs associated with the action. A low level of complexity indicates that the action will not require significant coordination or costs.

C. BEAUTIFYING AND IMPROVING MOORLAND'S ENVIRONMENT AND OPEN SPACES

Goals

- Develop parks and open spaces that function as community hubs where we can gather, and where our children can feel safe, play and learn.
- Foster clean, graffiti-free, landscaped streets.

Strategy/Action	Potential Partners to Engage	Level of Complexity to Implement*	Potential Time Frame Short= < 2 yrs. Med = 2-5 yrs Long = > 5 yrs.
C1. Create a park at Moorland and West Robles that includes a memorial for Andy Lopez, and preferably includes vacant land on both sides of Horizon Way. The community should be directly involved in planning and designing the park.	Sonoma County Regional Parks	High	Medium
C2. Improve existing safe places for children to play, such as Carrillo Place Apartments, and explore the potential use of private open areas for play spaces.	Carrillo Place Management, other willing property owners	Medium	Short
C3. Remove graffiti as a deterrent to more graffiti by making information for the County Sheriff's graffiti removal service readily available to community members.	Sonoma County Sheriff Graffiti Abatement Unit	Low	Short
C4. Clean up streets – including weeding, pruning trees, and picking up trash – and address the illegal dumping through regularly scheduled neighborhood clean-up days.	County of Sonoma Department of Transportation and Public Works, County of Sonoma Department of Health Services	Low	Short
C5. Encourage landlords and homeowners to maintain and make repairs to their properties and plant and/or maintain their gardens.	Sonoma County Permit and Resource Management, Department of Health Services	Medium	Short
C6. Plant more trees north of Hazelnut, as possible.	Department of Transportation and Public Works, Permit and Resource Management	Low	Medium
C7. Explore the feasibility of adding street paintings at intersections for beautification and traffic calming.	Department of Transportation and Public Works	Medium	Medium
C8. Obtain information about re-development plans for local land parcels and work with the County and developers to ensure community's needs, such as healthy food outlets, open space and pedestrian and bicycle friendly design elements, are addressed in the plans.	Permit and Resource Management, Regional Parks	Low	Short

* Level of complexity rating is based on an analysis of the level of coordination required combined with the level of anticipated capital and recurring costs associated with the action. A low level of complexity indicates that the action will not require significant coordination or costs.

D. IMPROVING PEDESTRIAN, BICYCLE, AND TRANSIT ACCESS AND SAFETY IN MOORLAND

Goals

- Create better access to other areas of Santa Rosa and beyond through good bicycle, pedestrian and transit connections.
- Make transit more frequent and accessible.
- Redesign streets to be safer for all users.

Strategy/Action	Potential Partners to engage	Level of Complexity to Implement *	Potential Time Frame Short= < 2 yrs. Med = 2-5 yrs Long = > 5 yrs.
D1. Initiate a Safe Routes to School program.	County of Sonoma Department of Health Services and County of Sonoma Department of Transportation and Public Works	Medium	Short
D2. Create sidewalks that accommodate pedestrians along key neighborhood streets, such as Barbara, Eddy, Neville, Moorland, Todd, West Robles, and evaluate needs and opportunities to prioritize projects.	Department of Transportation and Public Works, Bike Coalition, and Community Bikes	Medium	Short-Medium
D3. Install streetlights along Moorland Ave.	Department of Transportation and Public Works	Medium	Short
D4. Create safe pedestrian crossings at the intersections of Bellevue and Moorland, West Robles and Moorland, and Todd and Moorland.	Sonoma County Transportation Authority and Department of Transportation and Public Works	Medium	Short
D5. Install covered, furnished, and visible bus stops.	Sonoma County Transit, and Department of Transportation and Public Works, Santa Rosa CityBus	Medium	Medium
D6. Increase transit service to and from the Moorland neighborhood. Including the possibility of establishing routes that provide access to area parks and open spaces.	Sonoma County Transit, Santa Rosa CityBus	Low	Medium-long
D7. Improve pavement on roadways such as Barbara, Winston, Eddy, and evaluate street conditions and usage to prioritize paving.	TPW	Medium	Medium
D8. Enhance access to parks by exploring the feasibility of a weekend shuttle service to local State, Regional and City parks.	Sonoma County Transit and Sonoma County Regional Parks	Medium	Medium

D9. Explore the feasibility of building a pedestrian bridge across Highway 101.	Department of Transportation and Public Works and Caltrans	High	Long
D10. Explore the feasibility of installing speed humps on the Northern and Southern ends of Moorland Ave. to slow traffic and deter commercial traffic.	Sonoma County Transportation Authority and Department of Transportation and Public Works	Medium	Medium
D11. Identify the location of drainage and flooding problems and explore solutions.	Department of Transportation and Public Works	High	Medium-Long
D12. Establish Moorland Ave. as a commercial traffic free zone and re-route to Dutton/Standish.	Department of Transportation and Public Works and local businesses	Low	Short
D13. Ensure safety around the SMART train tracks and access to the planned multi-use trail adjacent to tracks.	Department of Transportation and Public Works and SMART	Medium	Short
D14. Be engaged in discussions with the City of Santa Rosa to include Moorland in the annexation plan.	Santa Rosa City Council, Sonoma County Board of Supervisors	Low	Medium

* Level of complexity rating is based on an analysis of the level of coordination required combined with the level of anticipated capital and recurring costs associated with the action. A low level of complexity indicates that the action will not require significant coordination or costs.





Moorland Healthy Neighborhood Plan Proposed Improvements

Legend	Highway	Proposed Class II Bike Route	Street Paving Improvements	Priority Intersection Improvements	Street Trees
	Rail Line	Proposed Class I Bike Route	Lighting Improvements	Bus Stop Improvements	Proposed Park
	Bus Route	Sidewalk Improvements	Proposed Ped/Bike Bridge	Creek	

Acknowledgements

The Moorland Healthy Neighborhood Plan was developed by community members of the Moorland neighborhood and surrounding area. It was created with support from a Community Transformation Grant and the support of the Sonoma of County Regional Parks and Health Services Departments, Community Action Partnership (a local non-profit organization) and consultants from MIG, Inc. in Kenwood and Berkeley. Community meeting and workshop space was provided by Burbank Housing at Carrillo Place development and by Elsie Allen High School.

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ⁱ Burd-Sharps, Sarah and Kristen Lewis. Commissioned by County of Sonoma Department of Health Services. Portrait of Sonoma: Sonoma Human Development report 2014 . <http://www.measureofamerica.org/sonoma/>.

ⁱⁱ Burd-Sharps, Sarah and Kristen Lewis. Commissioned by County of Sonoma Department of Health Services. Portrait of Sonoma: Sonoma Human Development report 2014 . <http://www.measureofamerica.org/sonoma/>.

ⁱⁱⁱ United States Census Bureau. American FactFinder. http://factfinder2.census.gov/faces/nav/jsf/pages/community_facts.xhtml.

^{iv} Burd-Sharps, Sarah and Kristen Lewis. Commissioned by County of Sonoma Department of Health Services. Portrait of Sonoma: Sonoma Human Development report 2014 . <http://www.measureofamerica.org/sonoma/>.

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^{vi} Sonoma County Sheriff Office. http://www.sonomasheriff.org/pr_raidsonline.php.

^{vii} Sonoma County General Plan 2020 Land Use Element.

^{viii} Santa Rosa Bicycle and Pedestrian Master Plan. <http://www.ci.santa-rosa.ca.us/doclib/Documents/BikePedMasterPlanCLEAN2Sept2010.pdf>

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^{xiii} http://www.sonoma-county.org/health/about/pdf/heal/pressrelease_20120222.pdf

^{xiv} The Community Healthy Eating Active Living (HEAL). <http://www.sonoma-county.org/health/meetings/heal.asp>



METROPOLITAN POLICE DEPARTMENT
of Nashville and Davidson County



EL PROTECTOR

Bill Purcell, Mayor

Ronal W. Serpas, Ph.D.
Chief of Police

Officer Juan Borges
El Protector

El Protector Program
STANDARD OPERATING PROCEDURES

SUBJECT: El Protector Program Internal Standard Operational Procedures

PURPOSE: The purpose of this SOP is to provide broad guidelines for recurring task performed El protector personnel.

SCOPE: This SOP applies to all Precinct employees assigned to the El protector program.

1.1 OBJECTIVES

The El Protector personnel are responsible for providing crime control programs for the Hispanic/ Latino community designed to heighten the awareness of crime, educate citizens about ways they can reduce the chances of becoming a victim, encouraging the community to work with the police towards the reduction of criminal activity, reduce the number DUI, seatbelt and procedures of being stop. And, to raise awareness to Metro Nashville Police Department on issues affecting the Hispanic/Latino community In order to accomplish these objectives the Unit will be involved in:

- A. Targeting programs by crime type and a geographical area on the basis of an analysis of local crime data;
- B. Targeting programs to address the community's perceptions or misperceptions of crime; and
- C. Evaluating the effectiveness or crime prevention programs
 - The El Protector personnel will distribute surveys at community based meetings. The survey questions will ask:





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El Protector

EL PROTECTOR

1. Do you think the police department is effectively building partnerships with community groups?
 2. What improvements could the police department make to better serve the communities?
 3. What are three concerns or issues needing to be addressed by the police department?
 4. Please provide recommendations for resolutions to the issues or concerns in question 3.
- D. Working closely with patrol officers and other functions of the Department that support and make possible the furtherance of crime prevention efforts.
- E. Crime prevention and education about robberies, burglaries, gang violence, domestic violence.
- F. Establishing liaison with community organizations and other community groups.
- G. Outreach to Hispanic Churches, businesses, community groups, English as a second language centers, and metro schools.
- H. Develop Hispanic/Latino and general media partnerships.
- I. Create a standardized training program for the Hispanic/Latino community core mission elements in Spanish (Driving issues, Domestic Violence, and Business safety.
- The El Protector personnel shall establish priorities for action on the basis of:
 - The crime types presenting the greatest problems.
 - Where the problems are most severe.
 - Where crime prevention activities could be most productive.
 - What types of crime prevention programs would be most effective.
 - Educational presentations.



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Chief of Police

Officer Juan Borges
El Protector

EL PROTECTOR

[CALEA 45.1.1]

The El Protector personnel will work with all types of community groups such as:

- A. Businesses
- B. Neighborhood organizations
- C. Hispanic Churches
- D. Spanish Media
- E. English as a second language centers and;
- F. Any and all other interested community groups.

[CALEA 45.1.2]

Typical elements and services that shall be provided by the El Protector personnel:

- A. Establishing liaison with formal community organizations and other community groups;
- B. Informing all personnel that they are responsible for achieving the Precinct Community Affairs Units community relations objectives;
- C. Assist in the development of community relations policies for the Department;
- D. Publicizing the Departments objectives, problems, and successes;
- E. Conveying information transmitted from citizen's organizations to the Chief of Police and the Deputy Chief of the Field Operations Bureau.
- F. Improving the Department's practices bearing on police-community relations;
- G. Identify training needs through interviews with citizen representatives, consultations with those involved in internal investigations, and conferences with supervisors; and





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H. Establishing community groups where they are needed.

[CALEA 45.2.1]

At least quarterly, the person or persons responsible for the community involvement function of the El protector program will prepare and submit to the chief executive officer a report that includes, at a minimum, at least three examples of each of the following elements:

- a. a description of current concerns voiced by the community;
- b. a description of potential problems that have a bearing on law enforcement activities within the community;
- c. a statement of recommended actions that address previously identified concerns and problems; and
- d. a statement of progress made toward addressing previously identified concerns and problems.

This report will be prepared by the El Protector personnel and will be called the “Community Concerns” report.

[CALEA 45.2.2]

The Precinct Community Affairs Unit shall be responsible for proper dissemination of citizens concerns and for the collection of documentation detailing actions taken to address the concerns. The supervisor of the Precinct Community Affairs Unit is responsible for preparing the quarterly “Community Concerns” report and for insuring procedures are in place to disseminate citizens concerns to the proper departmental personnel.

[CALEA 45.2.3]

1.2 ORGANIZATION

To accomplish the aforementioned objectives and further expedite its service programs, the Precinct Community Affairs Units shall be organized to include the following components:

- A. The Division Commander
- B. Unit Supervisor—Community Affairs Coordinator





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- C. El Protector Program
- D. Crime Analysis for Patrol Officer
- E. Crime Prevention Officer

1.3 COMMAND

The El Protector personnel shall be commanded by the Unit supervisor; he or she will be designated by the Precinct Commander.



El Protector turns 7; officers' embedded approach receives local and national honors



El Protector Hispanic Community Festival, Hickory Hollow Mall

By Cindy McCain

Nashville's nationally acclaimed El Protector Program turned seven this year, interacting in one way or another with the infants, youth, and adults across the Nashville community. Metro Nashville Police Department **Commander Mike Alexander**, who was recently awarded the "**Building Neighborhoods Award**" by the Nashville Area Hispanic Chamber of Commerce, describes El Protector as "building trust and partnership between the police department and the Hispanic community."

In an interview with HispanicNashville.com, Alexander gave an overview of El Protector's seven years (and counting) in Nashville:

The El Protector Program began in 2004 and originated within the South Precinct as a means to provide outreach and partnership between the police department and the Hispanic community. The program now has two sworn officers dedicated to this effort who are **Gilbert Ramirez** (South Precinct) and **Rafael Fernandez** (Hermitage Precinct). We have three events that we consider the most crucial during the year, which are the **Hispanic Community Festival**, **Hispanic Teen Academy** and **Soccer Tournament**, and a **Christmas event for disabled children** in December.

Together we make a difference.
Juntos hacemos la diferencia.



El Protector Teen Academy



El Protector Soccer Tournament

The El Protector Program's Board of Directors consists of approximately **15 members from various disciplines across the county** who meet to discuss solutions and initiatives. Alexander stresses the importance of teamwork with other organizations in the community: The El Protector Program is successful due to very committed partners and organizations within the community who are willing to work with us to make our city a safe and welcoming environment for all. We have a great relationship with Cricket Communications as they provide approximately **40 cell phones to civilian translators** who are on call to translate for the officers in the field. We have recently added **Hispanic clergy members** to our Police Youth Response Team who are on call to assist with any serious events where Hispanic youth may be injured, in order to counsel family members. Our officers are now on

two radio stations each week and take calls from the community regarding a variety of issues in terms of laws, how the police department operates.

The radio program outreach offers **free advice in Spanish** on Tuesdays from 10:00-11:00 on **Radio Luz 900 AM** and from 11:00-12:00 on **La Nueva Activa 1240 AM**. Legal experts and representatives of agencies such as 211, Conexion Americas, and Nashville Conflict Resolution Center provide information and answers to callers' questions. Topics range from issues related to Driver Licenses, International Driver Licenses, traffic stops, fraud, mental health and safety concerns. The El Protector Program hopes to add a third radio station with a younger audience by the end of the year, to discuss issues faced by younger Hispanic Nashvillians. Commander Mike Alexander says of the radio programs: The sessions are open to callers who call in to dialogue and/or ask questions related to a variety of topics. **[The radio] is a great opportunity for interaction with the El Protector Officers**, to educate and learn more about the department and existing laws.

El Protector also provides car seat safety inspections, according to Alexander: The South Precinct has been designated as the first **Hispanic Car Seat Safety Inspection Site** in the state of Tennessee, and our El Protector Officers (through a partnership with Meharry Medical College) conduct car seat safety inspections for families to insure that children are as safe as possible in vehicles.

Alexander is obviously proud of the national acclaim these efforts are attracting: The program has been recognized by the Vera Institute in New York as **one of the six best practices in the country** as it relates to bridging the language divide. Vera began with the assessment of over 200 police departments across the country and then made on site visits to approximately 25 agencies (of which we were one) and then selected who they believed were the six best. We are currently in contention again for this recognition.

Alexander's opinion on bridging potential divides between the police and the Hispanic community is that it requires a proactive, networked approach: **We must be proactive** in terms of reaching out to the community in order to **build trust and partnership** as we work together for a safe and peaceful Nashville.

El Protector's accolades, track record, and interactions with Music City have been documented over the years in HispanicNashville.com. To see those stories, click on the "El Protector" link in the Index on the right-hand side of this site.

Advisory Board

Comité Asesor

The "El Protector" Advisory Board involves key members of the Hispanic/Latino community who are actively trying "to make a difference."

El comité de "El Protector" involucra destacados miembros de la comunidad Hispana/Latina que están activamente comprometidos a "hacer la diferencia."

Members - Miembros

- Iris Cruz-Valentin:** Catholic Charities
- Sylvia DaPeña:** Metro Action Commission
- Carmencita Espada:** PHE, CMI, CMT and Latino Outreach Coordinator
- Cecilia Gomez:** Free For Life International and Conexion Americas
- Julie Moncrief:** Cricket Communications - TN Region Marketing Manager
- Alfonso Nieto:** Hola Tennessee Newspaper - Publisher
- Janice Rodriguez:** Tennessee Foreign Language Institute - Executive Director
- Roman Rendon:** Business Owner
- Yadira Santana-Torres:** Personal and Business Tax Preparer & Bookkeeper; Medical Interpreter/Translator; Spanish/English Tutor
- Janis Sontany:** State Representative- District 53
- Alana Williams:** TSC Marketing
- Janisca Williams -** Crisis Counselor, MNPD - Domestic Violence Division

Community Supporters

Auspiciantes Comunitarios

- Tennessee Latin American Chamber of Commerce
- Cricket Communications
- Hola Tennessee Newspaper
- La Nueva Activa 1240 Radio Station
- Radio Luz 800am Radio Station
- UnitedHealthcare Community Plan

Metropolitan Nashville Police Department

South Precinct:

Commander Michael Alexander

El Protector: Officer Gilbert Ramirez
5101 Harding Place
Nashville, TN 37211

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Fax: (615) 880-3168

Email: gilbert.ramirez@nashville.gov

Hermitage Precinct:

Commander Michele Donegan

El Protector: Officer Rafael Fernandez
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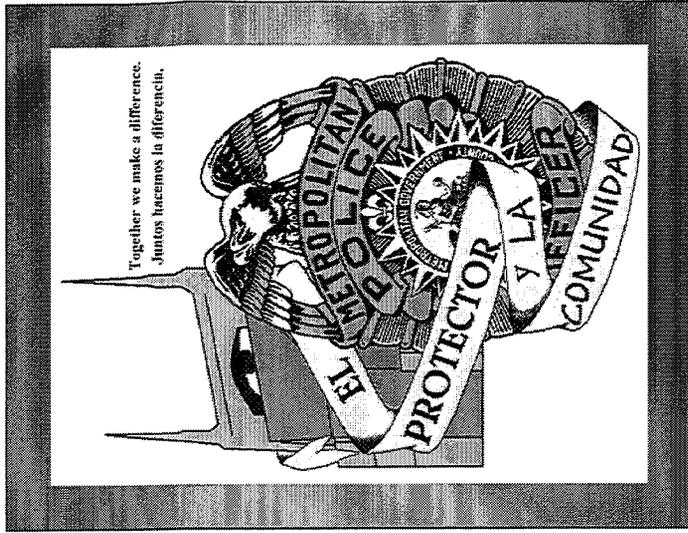
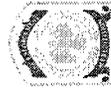
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Email: rafael.fernandez@nashville.gov

www.police.nashville.org

www.joinmpd.com

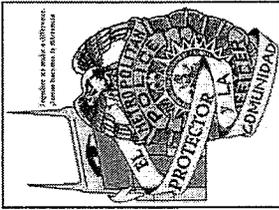


Hispanic / Latino Community
Educational Outreach

Una Promoción Educacional
Para
La Comunidad Hispana / Latina



Together We Make a Difference.
Juntos hacemos la diferencia.



The "El Protector" program has been designed to fully integrate the MNPD Community Oriented Policing Services (COPS) philosophy to engage the Hispanic/Latino community in Nashville and Davidson County, Tennessee, in reducing DUI's, traffic fatalities, domestic violence and in crime prevention. This program places special emphasis on people with limited English speaking abilities. In addition, this bilingual/bicultural program provides public education through dialogue with the Hispanic/Latino community, instead of focusing specifically on enforcement measures.

El programa "El Protector" ha sido diseñado para integrar por completo la filosofía del MNPD Community Oriented Policing Services (COPS) - La seguridad del público con orientación a los problemas - involucrando a la comunidad Hispana/Latina de Nashville y de Davidson County, Tennessee, con el fin de reducir la cantidad de DUI's, de víctimas fatales resultantes de accidentes de tráfico, de violencia doméstica, y para la prevención del crimen. Este programa pone especial énfasis en las personas con limitada habilidad para comunicarse en inglés. Además, este programa que es bilingüe/bicultural, provee de educación pública por medio del diálogo con la comunidad hispana/latina, en vez de enfocarse específicamente en la descripción de la ley policial.

Misión

To create an outreach program that strengthens the relationship between the Hispanic/Latino community and the Metropolitan Nashville Police Department, built in collaboration with community stakeholders

Misión

Desarrollar una campaña de promoción educativa que refuerza la relación entre la comunidad Hispana/Latina y el Departamento de Policía Metropolitana de Nashville, en y está formada en colaboración con representantes de la comunidad

Goals

- To reduce the number of fatalities and infractions (DUI, Seatbelt, Procedures of being stopped)
- To educate on dynamics of domestic violence and services available
- To prevent crime and educate about robberies, burglaries, gang violence, and domestic violence
- To raise awareness to Metro Nashville Police Department on issues affecting the Hispanic/Latino community
- To establish a liaison with community organizations and other community groups

Metas

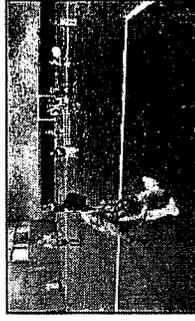
- Reducir el número de fatalidades y Infracciones (DUI, Cinturón de seguridad, Procedimiento en una parada de tráfico)

- Educar en la dinámica de violencia doméstica y los servicios disponibles para la comunidad Hispana/Latina.
- Prevenir y educar sobre los crímenes por robos, escalamientos, pandillas, y violencia doméstica
- Asistir al Departamento de Policía Metropolitana de Nashville a que comprenda los problemas que afectan a la comunidad Hispana/Latina
- Establecer mejores relaciones con organizaciones comunitarias y otros grupos en la comunidad

El Protector Events- Eventos



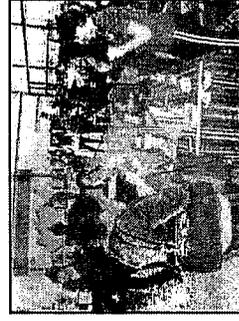
Hispanic Festivals



Soccer Tournaments



Hispanic Teen Academies



Health and Safety Fairs

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Appendix C – Summary of Presentations to Task Force and Subcommittees

Presentations to Full Task Force:

- **Components of Task Force Charter** (Staff, January 13, 2014)
- **Ralph M. Brown Act** (Sheryl Bratton, County Counsel Office, January 13, 2014)
- **Law Enforcement Employee-Involved Fatal Incident Protocol** (Assistant Sheriff Lorenzo Dueñas, Sonoma County Sheriff's Office and Assistant District Attorney Christine Cook, Sonoma County District Attorney's Office, February 24, 2014)
- **Weapons Buy Back Program** (Staff Directive Number 2) (Captain Glenn Lawrence, Sonoma County Sheriff's Office and Terese Voge and Alea Tantarelli, Department of Health Services, February 24, 2014)
- **Bilingual Small Business Development Assistance** (Staff Directive Number 8) (Ben Stone, Executive Director of the Economic Development Board and Al Lerma, Program Manager, March 10, 2014)
- **Sonoma County Annual Budget Cycle** (Christina Rivera, Sonoma County Administrator's Office, March 10, 2014)
- **Public Safety Officers Procedural Bill of Rights** (Richard Bolanos, Managing Partner, Liebert Cassidy Whitmore, March 24, 2014)
- **Body Worn Cameras** (Staff Directive Number 5) (Lieutenant Clint Shubel and Sergeant Andy Cash, Sonoma County Sheriff's Office, March 24, 2014)
- **Current and Recommended Training Programs on the Use of Lethal Force and Alternatives** (Staff Directive Number 4) (Sergeant Jim Naugle and Captain Rob Giordano, Sonoma County Sheriff's Office, April 14, 2014)
- **Toy Gun Exchange** (Staff Directive Number 2) (Terese Voge and Brian Vaughn, Department of Health Services, April 28, 2014)
- **Cultural Diversity Recruitment and Training Programs** (Staff Directive Number 3) (Christina Cramer, Sonoma County Human Resources and Assistant Sheriff Lorenzo Dueñas, Captain Glenn Lawrence, Cindy Williams and Marina Luna, Sonoma County Sheriff's Office, June 9, 2014)
- **Unconscious Bias** (Dr. Sue Rosser, August 11, 2014)
- **Sonoma County Community Oversight of Police Practices** (Susan Lamont, Peace and Justice Center of Sonoma County, October 13, 2014)
- **Guidelines for Discussion** (Susan Kinder, Restorative Resources, October 20, 2014)
- **Law Enforcement Chaplaincy Services** (BreeAnn Creespan and Warren Hayes, Chaplaincy Service and Academy of Sonoma County, October 20, 2014)
- **Families of Victims of Law Enforcement Involved in Critical Incidents** (Patricia DeSantis, Valerie Barber (Greenoak), Sarah Swindell and Rick Swindell, October 20, 2014)
- **Moorland Neighborhood Park Site** (Supervisor Carrillo, Fifth District, and Dr. Caryl Hart, Jim Nantell and Steve Barrett, Sonoma County Regional Parks Department, January 12, 2015)

Presentations to Law Enforcement Accountability Subcommittee:

- **Sonoma County Civil Grand Jury Representatives** (March 3, 2014)
- **Civilian Oversight of Law Enforcement** (Brian Buchner, President, National Association for Civilian Oversight of Law Enforcement, March 17, 2014)
- **Sheriff's Office Coroner's Bureau** (Lieutenant Carlos Basurto and Sergeant Greg Stashyn, Sonoma County Sheriff's Office, April 7, 2014)
- **Sheriff's Office Personnel Investigative Procedure** (Captain Glenn Lawrence and Sergeant Larry Doherty, Sonoma County Sheriff's Office, April 7, 2014)
- **San Francisco Office of Citizen Complaints** (Joyce Hicks, Executive Director and Erick Baltazar, Deputy Director/Chief of Investigations, June 2, 2014)
- **Sonoma County Public Defender's Office** (Michael Perry, Assistant Public Defender, June 16, 2014)
- **Civil Litigation Process: Law Enforcement Involved Incidents** (Patrick Emery, Attorney, Abbey, Weitzenberg, Warren & Emery, June 16, 2014)
- **Bay Area Rapid Transit (BART) Office of the Independent Police Auditor and Citizen Review Board** (Mark P. Smith, Independent Police Auditor, June 23, 2014)
- **Visit to the Office of the Independent Police Auditor, San Jose** (Judge LaDoris Cordell (Ret.), June 30, 2014)
- **Representatives of Sonoma County Law Enforcement Chiefs' Association** (Chief Jeffrey Weaver, Sebastopol Police Department and Director Brian Masterson, Rohnert Park Department of Public Safety, July 21, 2014)
- **Perspectives on Coroner Operations** (Dr. A. Jay Chapman, Forensic Pathologist, July 28, 2014)
- **Body Worn Camera Pilot Program Results** (Captain Clint Shubel, Sonoma County Sheriff's Office, September 29, 2014)

Presentations to Community Policing Subcommittee:

- **Community Policing** (Marquez Equalibria, Department of Justice, February 24, 2014)
- **Community Policing: Local Law Enforcement Representatives** (Santa Rosa Police Department and Petaluma Police Department, March 10, 2014)
- **Community Policing** (Sonoma County Sheriff's Office, March 24, 2014)
- **Community Policing** (Orlando Macias, Santa Rosa Police Department, June 9, 2014)
- **Community Policing** (Chief Burbank, Salt Lake City Police Department, September 22, 2014, phone conference)

Presentations to Community Engagement and Healing Subcommittee:

- **Media Plan** (Peter Rumble, Sonoma County Administrator's Office, May 19, 2014)
- **Art Project** (Maria de los Angeles, June 16, 2014)
- **Community Engagement Plan** (Peter Rumble, Sonoma County Administrator's Office, June 30, 2014)
- **Counseling Support Services at Cook Middle School** (Maria Hess, PhD, Humanidad Therapy and Education Services, August 4, 2014)
- **Restorative Resources** (Susan Kinder, October 27, 2014)

Appendix D – Task Force Member Biographies

Caroline Bañuelos

Appointed by Supervisor Susan Gorin, First District

Please share with us your background and what you bring to the Task Force?

I've been interested in the "relationship" between law enforcement and the Latino Community since I moved to Sonoma County 30 years ago. During the late 90s and in the 2000s the relationship became extremely strained; especially, in my view, as the population grew. At the time of the 2005 incident on Cinco de Mayo in Roseland, I was working with a group called SALVA (Society of Support and Leadership with Authentic Values). We were addressing gang issues in the Roseland community with parents and youth. After Cinco de Mayo 2005, our focus immediately changed from gang prevention to how we could avoid this situation in the future; how we could protect our community; and how we could foster a better relationship between law enforcement and the Latino Community. We met with the City of Santa Rosa leaders at that time and received very little support or understanding in regard to what we were trying to do. So, we requested a meeting with then-Sheriff Bill Cogbill. He understood exactly what we were trying to do and gave us his full support. In fact he insisted that whatever we decided to do that the "community" would lead it. After we obtained the Sheriff's support; support from Santa Rosa Police Dept. and the CHP followed and Cinco de Mayo in Roseland was born. Along with a very committed group of people, I have been working with all 3 agencies to ensure we have a peaceful event (usually up to 10,000 people) for the last 8 years.

On a personal level, I grew up in a heavy gang infested area of Los Angeles. While I managed to stay out of gangs, my youngest brother did not. He was shot in the head by another gang member (we assume) in 2005. He lived but he has never been the same. Due to the area I grew up in it was not unusual for Police to come in to our home for no reason to search for whatever they wanted to search for and it happened often. I have family members on both sides; in law enforcement and who are gang members. However, my personal experience with law enforcement, growing up was mostly negative. Nonetheless, I took the Santa Rosa Volunteer Police Academy in 2004 in order to better understand law enforcement's point of view. As civilians, it is often assumed that we don't understand law enforcement's perspective. I would contend that there is little or no effort to understand ours. As everyone has stated in some form, I would like to see relations between law enforcement and the Latino Community change. Rebuilding trust is part of it but it's more complex than that; some members of the Latino Community feel that law enforcement does not see us as human beings and that they demonstrate a tremendous amount of anger toward us. This is a mind-set and approach that law enforcement projects upon many Latinos, especially immigrants. So therein lies the problem of trust. A person cannot trust someone who they feel has anger and disdain for them before they even talk to them. Racial profiling, years of ICE Holds, and vehicle impoundments have left our community with little reason to trust law enforcement. The shooting of Andy Lopez cemented these feelings of distrust and fear; so now we are back at square one: a completely broken relationship. I see my role is to begin to build the wide divide between our community and law enforcement in new ways that will bring about change; this is what I bring to the task force.

What groups or sectors of the community have you been most involved with?

I am the President of the Sonoma County Latino Democratic Club since 1996. I have been a volunteer for the United Farm Workers for over 13 years; served as Chair for CLACE (Coalition for Latino Civic Engagement); served on the Board of Directors of KBBF, public bilingual radio; Santa Rosa Planning Commissioner in the last election cycle; currently serving on the Metropolitan Transportation Commission Advisory Council representing low-income people; have a great deal of experience working in homeless services. Co-Chair of Santa Rosa Cinco de Mayo committee.

What are your aspirations for the work of the Task Force?

It is probably ambitious but I would like to see the essence and direction of the relationship between law enforcement and all communities of color change for the better. I am ready to explore our options with respect to our four (4) charges but I also want to advocate for citizens who have been marginalized and are afraid of the very people who are sworn to protect them. I am committed to this work, as it has been my focus for many years.

Jeanne Buckley

Appointed by Supervisor David Rabbitt, Second District

Please share with us your background and what you bring to the Task Force?

As a Superior Court Commissioner, I presided over the Juvenile Court in Sonoma County for 15 years. During that time, I worked with many County departments in an effort to improve the administration of justice particularly as it relates to minors. I have seen firsthand the difference a positive working relationship between law enforcement and the community can make. After my retirement, I continued to serve on the Board of CHOP's (SR Teen Center) and am currently a member of the Teen Council (a subcommittee of the Workforce Investment Board which focuses on youth employment and work readiness). I have included my resume with this questionnaire.

What groups or sectors of the community have you been most involved with?

As indicated above, I have worked primarily with youth both in and out of the justice system.

What are your aspirations for the work of the Task Force?

I hope that through the work of the Task Force, the community will be able to heal from the recent incident and that through our recommendations, the groundwork will be laid to minimize the involvement of law enforcement in critical incidents and allow the community to adequately respond when such incidents do occur. The success of the Task Force will depend upon the buy-in from the entire community regarding its recommendations.

RESUMÉ

JEANNE MARTIN BUCKLEY

PERSONAL DATA

Married to Edmund H. Buckley, retired Vice President of Academic Affairs,
Santa Rosa Junior College

Three sons (Paul, Christopher, and Michael) and three grandchildren (Liliana, Julian and Miles)

PROFESSIONAL LEGAL EXPERIENCE

January 2000 - Present Mediator, Resolution Remedies, San Rafael CA

March 1985 - December 1999 Superior Court Commissioner, County of Sonoma

July 1983 – March 1985 Staff Attorney, Family Service Agency Legal Services. Provided legal services in family law for low income clients

July 1982 – July 1983 Under contract with the County Counsel's Office, Sonoma County

January 1981 – July 1981 Deputy District Attorney, Sonoma County District Attorney Family Support Division

September 1981 – February 1983 Instructor, SRJC Criminal Justice Training Center at Los Guilucos.

November 1979 – January 1980 Law Clerk, Law Firm of William Andrews. General research and document drafting

PROFESSIONAL ACTIVITIES

1998 Workshop Presenter, California Judges Association Annual Meeting

1994 – 1999 Member, California Judges Benchguide Planning Committee (responsible for preparation of materials to assist Juvenile Court Bench officers)

1994 – 1998 Workshop Presenter, California Center for Judicial Education & Research:

Family Law & Procedure Institute. 1994

Juvenile Law & Procedure Institute, 1995, 1997, & 1998

Retired Judges Institute, 1998

1991 – 1993, 1997 – 1999 Member, California Judges Association, Juvenile Court Judges of California Executive Committee

1990, 1991, & 1998 Workshop Presenter, Continuing Education of the Bar

OTHER PROFESSIONAL EXPERIENCE

June 1968 – January 1972 Television Actress (member, Screen Actors Guild)

September 1967 – June 1968 Social Worker, Operation Head Start

EDUCATION

September 1975 – June 1979 J.D., Empire College of Law. Received Corpus Juris Secundum Award for outstanding legal scholarship

September 1961 – June 1965 B.A., Sociology, Pomona College. President, College Chapter, Mortar Board Women's Honor Society.

COMMUNITY ACTIVITIES

Board of Trustees, Pomona College, Claremont, California

Member, St. Mark Lutheran Church

Member, Sonoma County Chamber Singers

Member, Youth Education & Employment Services Council, Sonoma County Workforce Investment Board

Past President, Governing Board, CHOP'S (Santa Rosa Teen Center)

Past Board Member, Sonoma County Community Foundation, Santa Rosa Symphony, Family Service Agency, & Sonoma County YMCA

Past Juvenile Justice Board participation: Sonoma County Task Force on Gangs, Sonoma County Juvenile Justice Coordinating Committee, Sonoma County Youth & Family Planning Council

AWARDS & RECOGNITION

1995 Woman of the Year, Sonoma County Bar Association Women in Law

1995 Juvenile Court Judge of the Year, California Judges Association, Juvenile Court Judges of California

1997 Jewel of a Woman, Konocti Girl Scouts

1998 Judge Sater Award for Excellence in Family Law, Sonoma County Bar Association Family Law Committee

2004 Careers of Distinction, Sonoma County Bar Association

Jose L. Castañeda

Appointed by former Supervisor Mike McGuire, Fourth District

Please share with us your background and what you bring to the Task Force?

I am a small business owner with 16 employees, eight of which reside in the Roseland area. My background is engineering with a background in Applied Probability & Statistical methods, basically we applied formulas to basic human behavior as it applied to adopting new technologies. Early in my career I volunteered extensively in the recruitment of Hispanic students into college in the field of math and science.

What groups or sectors of the community have you been most involved with?

Locally I've served on the board of the Healthcare Foundation of Sonoma County, KBBF Radio, volunteered with Alliance Clinic of Healdsburg and Boys & Girls Club. Currently, I am spear heading a series of Meet & Greet affairs with local law enforcement and our local church, Our Lady of Guadalupe in Windsor and St. John's of Healdsburg.

What are your aspirations for the work of the Task Force?

Sonoma County has experienced a tragic event symptomatic of a much larger issue that is seen in many other communities large and small, the questionable use of deadly force as a routine tool. The work of the Task Force should shed light on the common everyday practices and protocols of our local law enforcement and should be able to recommend best practices and or models to enhance their work. I am hopeful that the Task Force will generate recommendations that have a profound and concrete change in how law enforcement views their role as servants to the community and not as enforcers.

Evelyn Cheatham

Appointed by Santa Rosa Mayor Scott Bartley

Please share with us your background and what you bring to the Task Force?

Most recently I founded, developed and instituted a culinary training program for at risk youth in Sonoma County, Worth Our Weight. Worth Our Weight has received awards for excellence in food preparation and service, is frequently Yelp's number one brunch spot in Santa Rosa , as well as having been featured on television shows including: Profiles in Excellence, Chopped! and Diners Drive Ins & Dives.

Worth Our Weight was conceived subsequent to developing a successful culinary training program at the Sonoma County Probation Camp after I reported a probation officer for having sex with a camp resident. I have and always have had intolerance for injustice, especially when it involves minors.

After 20 years as a professional chef, I modified my career path to incorporate teaching culinary arts when I became disenchanted with cooking for celebrities such as Naomi Campbell, Meg Ryan, William Hurt and others. I believe that our schools are failing our young people and while culinary training doesn't guarantee a high profile job, it offers a three-pronged solution in the short term. It's a gateway job and may open the door to something better. It offers an alternative social structure (family) to a young person who may be drifting toward a gang. There's also the guarantee of a daily healthy meal, something that too many of our county's youth need.

What groups or sectors of the community have you been most involved with?

I have been a resident of Sonoma County for 27 years. I have been a practitioner of meditation for more than 33 years. I have served on an Advisory Board at KRCB and Roseland University Prep. I have served as Vice Chair of the Sonoma County Commission on Human Rights. For 24 years I have organized a delivered Christmas day holiday meal for Sonoma County shelters and needy families, which has fed an average of 550 people each year.

What are your aspirations for the work of the Task Force?

My hope for the task force is that first and foremost, we are brave enough to be brutally honest about our failings to protect and care for all of our county's youth. That we can and will examine all avenues to rectify the systemic flaws that led to the tragic killing of Andy Lopez. I believe that working to establish a diverse citizen review board with the power to subpoena is an avenue worthy of exploration to recommend to the Board of Supervisors.

Robert Edmonds

Appointed by Supervisor Shirlee Zane, Third District

Please share with us your background and what you bring to the Task Force?

I am a single parent of two boys age 14 and 20, a full time student, and as some say – a law enforcement watchdog. I have worked in various occupations including: business owner, journeyman woodworker, Chief Design Engineer, and as deck boss and cook on Alaskan and Russian King Crab boats. For 11 years, I have owned and operated a small design and drafting business in the County, serving the high-end residential and retail construction markets in Marin, San Francisco and Sonoma.

I currently serve as the Student Member of the SRJC Board of Trustees and President of SRJC Phi Theta Kappa Honor Society. I am also the presiding chairperson of the Student Senate for California Community Colleges Region III (SF Bay Area's 13 colleges). I serve on Santa Rosa's Community Advisory Board, and chair a work group on Community Oversight of Police Practices on behalf of the Justice Coalition for Andy Lopez.

I am currently retraining to pursue my passion for helping others to thrive. I will complete Associate Degrees this year at SRJC, transfer to UC or CSU for a Bachelor's degree in Rhetoric/ Administration of Justice, then earn a Juris Doctorate with special emphasis in public policy related to police accountability and social equity.

I've worked in Sonoma County for years to help bring public accountability to law enforcement. Recently, I served on hiring committees for SRJC's Police Chief and Lieutenant. I've worked with SRPD, the Sheriff's Office, and Santa Rosa Copwatch to obtain local law enforcement policies, procedures and codes for release and dissemination to the public.

I have worked with the Committee for Immigrant Rights and assisted the ACLU to film police behavior and reduce unnecessary enforcement and vehicle impoundments at driver's license checkpoints. My research on Santa Rosa's Measure O and the SR Mayor's Gang Prevention Task Force was the North Bay Bohemian cover story in February 2012 and examined the ongoing lack of consistent or reliable statistical metrics, as were promised in Measure O for millions of dollars in tax expenditures related to gang crime reporting and reduction. I regularly work with the Police Accountability Clinic and Helpline, and SRJC Associated Students to teach community workshops about "Knowing Your Rights when dealing with the Police".

What groups or sectors of the community have you been most involved with?

I have had the opportunity to work collaboratively with a wide range of community groups in Sonoma County, covering a wide range of social and economic interests and issues. I also have extensive business experience working with an array of companies and organizations in residential, commercial, manufacturing, construction and retail markets; as a business owner, contract employee, consultant, and customer. I have worked extensively as advocate, board member, researcher, food server, facilitator, etc... with many groups, individuals and organizations working on issues of homelessness, immigrant rights, media access, police abuse, student rights, sustainability, and access to healthy food. Most recently, I have been involved in student shared governance and student equity advocacy in the local and statewide student governing organizations and helped to establish a student food pantry at SRJC's Santa Rosa campus.

What are your aspirations for the work of the Task Force?

I see this Task Force as helping to rebuild, or in some cases beginning to establish, community trust in the intertwined systems of law enforcement in Sonoma County and the municipalities contained therein. Having examined this idea for many years in Sonoma County, I have a clear idea of what that could look like in practice. "Review" of critical/fatal incidents is not sufficient to address the mistrust experienced by many in the community. This Task Force should focus on the ways in which the County and Cities can work within the strictures of existing law to empower adequately funded, broad "Oversight" of policies, procedures and practices. This can be achieved through a legally organized Commission or Board that includes a diverse range of opinions, has investigative and subpoena authority, relies on dedicated staff and facilities, and holds regular public meetings and maintains community contact that is culturally competent. I believe that all items adopted in the "Charter" for the Task Force, can be best examined by a permanently empaneled oversight body with time, resources and authority to solicit input from the public, and set an appropriate course of action. This Task Force should be primarily concerned with educating ourselves about what we are currently doing in the county, what other models currently exist, and what would be most effective and thorough while still legally feasible under state law.

Mark Essick

Appointed by Sheriff Steve Freitas

Please share with us your background and what you bring to the Task Force?

Education: BS Criminal Justice – California State University, Sacramento

MBA – Golden Gate University, San Francisco

Work History: 20 years, Sonoma County Sheriff's Office

2 years Juvenile Probation, El Dorado County

Lifetime Marin and Sonoma County resident

I hope to bring subject matter expertise from the Law Enforcement perspective.

What groups or sectors of the community have you been most involved with?

I worked as an R-COP substation Deputy in Roseland for 4 years as part of a community oriented policing team.

I work on the Crisis Intervention Training Program for the Sheriff's Office and I am involved in an advisory capacity with Sonoma County Mental Health.

What are your aspirations for the work of the Task Force?

I hope the Task Force can systematically analyze our four mandates and come up with valuable and thoughtful recommendations for the Sonoma County Board of Supervisors.

Brien Farrell

Appointed by Supervisor Susan Gorin, First District

Please share with us your background and what you bring to the Task Force?

I served as a Government and Economics teacher at Elsie Allen High School from 2008-2013. In 2012, I taught an Introduction to Law class. I was also an AVID instructor. I was faculty advisor to the school's mariachi and Interact clubs and also involved in developing and organizing community support for financial aid for Elsie Allen students attending college. I was honored to be chosen commencement speaker and teacher of the year at Elsie Allen. I am currently serving on two committees focused on expanding college opportunities for Elsie Allen students: the Elsie Allen High School Foundation and Compact for Success.

I applied to teach at Elsie Allen because of the compassion, dignity, and potential of the students. I have never had more rewarding work. Elsie Allen's unofficial motto is "You'll Always Have a Home." Elsie Allen is my home. (I left my teaching position, but not Elsie Allen, in the spring of 2013 due to my mom's need for support and assistance.)

For approximately two years, I served on the Roseland University Prep Advisory Board.

I have been on the board of a number of non-profits, including Catholic Charities, Goodwill, Cardinal Newman, St. Rose School, and the Rotary Club of Santa Rosa. I was president of the Redwood Empire Trial Lawyers Association.

I became an attorney in 1979. Between 1984 and 2008 I represented the City of Santa Rosa and its employees. (Although I continued to work on City cases, I left the City from 1996-1998 to be a partner at the Shapiro law firm.) Through my work at the City, I became an expert on suicide-by-cop cases and police responses to incidents involving the mentally ill. One of my primary assignments was defending police officers accused of misconduct in civil proceedings. As a result, I have worked with national experts on the use of force, police training and the trauma experienced by officers as a result of involvement in a police shooting. As a part of my work, I attempted to use mediation and other alternatives to traditional legal procedures in order to reach understanding and avoid adversarial proceedings. I have participated in the investigation, defense and resolution of many police misconduct claims. I frequently served as a mediator or arbitrator in cases not involving the City.

In my first years at the City of Santa Rosa, I advised the Personnel Board in police disciplinary hearings. The Board possessed the power to sustain, modify or reverse the disciplinary action imposed by the Chief of Police.

I was a close observer of the community policing efforts of the Santa Rosa Police Department.

I worked with the City Council, Santa Rosa Police Department, NAMI and Catholic Charities and other groups to improve police communication, training and services affecting the mentally ill and homeless.

I have observed the successful efforts of the School Resource Officer at Elsie Allen.

I have trained police administrators and officers throughout the North Coast, Leadership Santa Rosa, Tomorrow's Leaders Today and high school students on legal principles surrounding search and seizure and use of force.

I have recruited seven current and former Elsie Allen and Midrose students, some of whom have had experiences with law enforcement, to assist me in serving on the Task Force.

2. What groups or sectors of the community have you been most involved with?

Most recently, Elsie Allen and City of Santa Rosa. Since September 2013 I have been a part-time jobs readiness teacher at Chop's Teen Club. I recruited most of the jobs readiness students from Elsie Allen, Piner, and Midrose, the small, necessary school on the Elsie Allen campus.

3. What are your aspirations for the work of the Task Force?

My hope is that we can fulfill the charge of the Board. The Task Force members bring deep and broad experience to our work. I am eager to learn from Task Force members about their goals and relevant experiences. Likewise, I am want to learn from community members what procedures and oversight are most desired. I would like to participate in the creation of an ongoing review of law enforcement's community policing efforts and diversity training, among other topics. This is not because of knowledge of misuse of police authority (Since becoming a teacher, I have not investigated allegations of misconduct.) I believe that community involvement is essential for government services to improve and for government officials to understand the residents' perceptions and problems. Community oversight is also sometimes necessary for accountability.

Cora Guy

Appointed by District Attorney Jill Ravitch

Please share with us your background and what you bring to the Task Force?

Sonoma County resident since 1963

BA/Masters, Sonoma State University

Married, 3 adult daughters

Employed Sonoma County Probation Department 1975-1981 and 1983-2006

Retired as Chief Probation Officer

I have worked with community groups, community based organization's, schools, Sonoma County Social Services and Health Services Departments, police departments, and believe these experiences will be helpful in accomplishing Task Force goals.

What groups or sectors of the community have you been most involved with?

At risk youth

Substance abuse education, prevention and treatment

Women's services, prevention of violence against women

What are your aspirations for the work of the Task Force?

The Task Force will provide a vehicle by which the community is able to air its grievances, concerns and recommendations for change.

The Task Force will review documents/reports, hear testimony from a cross section of the community, law enforcement and make recommendations to the Board of Supervisors on law enforcement policy, practice and procedures that will help to improve the communities' relationship with law enforcement.

Maité Iturri

Appointed by Supervisor Susan Gorin, First District

Please share with us your background and what you bring to the Task Force?

I am an elementary school principal in Sonoma Valley. I am bilingual and bicultural. I have a degree in Mexican American Studies with a minor in Central and South American history. My masters dissertation is entitled *Parent Participation in the Latino Community*. I am currently working on my doctorate in Educational Leadership with a focus on community leadership. I am on the board of several non-profits in Sonoma Valley that serve the Latino community. I serve as the facilitator for Sonoma Valley Unified School District's English Language Advisory Committee (DELAC).

What groups or sectors of the community have you been most involved with?

My school population is predominantly immigrant and Latino most of whom are second language learners. I work with non-profits, community members, parents, administrators, teachers, students and law enforcement.

What are your aspirations for the work of the Task Force?

My interest is in supporting a process that helps create a community of collaboration and support. I believe in a democratic process that allows for all voices to be heard. I see great potential in people and it is our duty as leaders to help create conditions that allow that greatness to develop. We have amazing leaders and community members within our county and finding venues for collaboration and dialogue is my hope for this committee.

Lynn Haggerty King

Appointed by Supervisor David Rabbitt, Second District

Please share with us your background and what you bring to the Task Force?

Please see attached CV

What groups or sectors of the community have you been most involved with?

I am an attorney who practiced in the area of civil litigation for 12 years in the San Francisco Bay Area. For the past two years, I have been a member of the Sonoma County Community Development Commission, which is responsible for distribution of federal and county wide funding for homeless prevention, shelter and human service agencies. Since moving to Sonoma County in 1991 I have been involved with my own children's school community, and with various groups that serve youth in the Petaluma area (Petaluma City Schools, the Healthy Community Consortium, Petaluma Junior HS Parent Volunteer project, Safe School Ambassadors, Challenge Days, Tomorrow's Leaders Today, Ready by 21 Initiative, Petaluma Youth Network, Petaluma Educational Foundation). I am familiar with the importance of parent and community involvement in the lives of kids, and in particular in the lives of teens. I have found that too often we as adults separate teens from the rest of the population, and then expect them to reintegrate themselves into the larger community when they are older and we, as adults, feel it is time for them to do so. For them to trust us as adults and respect us, we need to do the same for them, to give them leadership challenges and opportunities to rise to, and to include them as part of the communities in which they live.

What are your aspirations for the work of the Task Force?

I hope that the Task Force can begin the process of unifying our diverse community and healing the schisms that have become so very apparent as a result of the terrible loss suffered by the Lopez family. As parents we want and hope for the same things for our children – that they stay healthy and strong, and that they are presented with opportunities that will allow them to develop as responsible adults and leaders within their own communities. We want them to live in communities where they feel safe and can move about freely, and where they feel like they are part of the larger society that surrounds them. We want them to be part of their community's success and growth and that they themselves actively contribute to that success. I hope that this Task Force can provide an arena that welcomes all points of view in the larger discussion of which direction the county will take toward healing this schism. In exchange, I hope that the many competing factions will see the job of the Task Force as valid and meaningful, and as a way to effect change, not just as a political "bandaid". I believe that the efforts that the Task Force is charged with are a starting point for that change and will provide the momentum needed to move in the correct direction.

Lynn Haggerty King

lynn.king722@gmail.com

Biography:

After graduating from college in 1978, I moved to California in 1979. I graduated from GGU School of Law in 1983, and worked as a litigator in San Francisco until 1995. Since moving to Sonoma County in 1991, I have been active raising my family and serving as a community volunteer. During that time I have served in many volunteer capacities within the Petaluma City Schools (on site councils, PTAs, fundraising committees, district wide committees and school bond efforts, as well as in the classroom), the Petaluma Educational Foundation's Music in the Schools committee, and the Petaluma Youth Network's Ready by 21 Initiative. I have also been a girl scout leader, a team mom for girls' softball, volleyball and basketball teams, a SCOE Science Olympiad coach, a member of both Cinnabar Theatre's and St Vincent's Church choirs, and a neighborhood association volunteer. I presently sit as the 2d district designee on the Sonoma County Community Development Commission, which is responsible for distribution of federal and county wide funding for homeless prevention, shelter and human service agencies

Professional Experience:

2012-present: Contributing writer to Petaluma Argus Courier newspaper

2011-2012 Petaluma Junior High School Parent Volunteer Program Coordinator: coordinated and implemented parent volunteer program specific to population at PJHS

2009-2011 Healthy Community Consortium, PJHS Parent Volunteer Program

Coordinator: designed and implemented parent-community volunteer pilot program, to increase parent involvement and student success, and decrease student risk factors.

2007-2009 Tomorrow's Leaders Today, Director TLT South Program:

Introduced and implemented community leadership program for high school juniors in Petaluma, with an emphasis on local issues and career opportunities; worked with area agencies and businesses to recruit volunteers and implement program.

1998 Law and Mediation Office of David C. King, Petaluma, CA

Temporary managing attorney: general civil litigation practice, emphasis on employment and discrimination law.

Rice, Fowler, Kingsmill, Vance, Flint & Booth, San Francisco, CA

Senior litigation associate: insurance coverage practice, emphasis on analysis of insurance contracts and case management of insurance coverage matters.

Acet & Perrochet: San Francisco, CA

Litigation associate: general civil litigation practice, case management of insurance coverage, marine and construction matters.

Sedgwick, Detert, Moran & Arnold, San Francisco, CA

Litigation Associate: civil litigation practice, case management of insurance defense and insurance coverage matters.

Evans, Latham, Harris & Campisi, San Francisco, CA

Associate: commercial transaction and litigation practice.

Fall 1989 Adjunct professor, Legal Research and Writing Program
Golden Gate University, School of Law, San Francisco, CA

1983-present Member, California State Bar Association

Community Volunteer Experience:

Sonoma County Community Development Commission, Committee Appointee for Second Supervisorial District, apptd. 10/4/2011. Commission oversees distribution of federal and county wide funding for homeless prevention, shelter and human service agencies.

Petaluma City Schools: Superintendent's Lay Advisory Committee; Petaluma High School WASC committee; PHS Site Council, chair; Petaluma Junior High School Site Council, chair; McNear School Site Council, chair; PCS ad hoc Boundary Committee (1997-98); McNear School PTA, president; McNear School Village Community, facilitator; Petaluma Youth Network, parent representative.

Other Community Experience

Political campaign volunteer; Girl Scout leader; SCOE Science Olympiad Coach; Cinnabar Theater choir member; St. Vincent's Church choir member; neighborhood association volunteer; PEF Music in the Schools volunteer.

Education

Golden Gate University,

School of Law, JD May 1983

Honors: Golden Gate University Law Review

Editor in Chief (1983); Writer (1982)

State University of New York at Oswego,

BA Psychology & Social Sciences 1978

Honors: New York State Regents Scholar

Eric Koenigshofer

Appointed by Supervisor Efren Carrillo, Fifth District

Please share with us your background and what you bring to the Task Force?

I've been in Sonoma County since 1972. I came here from the Los Angeles area to attend Sonoma State (B.A. in Political Science 1974, and a Master's Degree in Public Administration with an emphasis on state and local government 1985). At age 35 I began attending a 4 year night law school program at Univ. of San Francisco and became a lawyer one month before turning 40.

I have extensive practical/work experience in local and state government having been a member of the Sonoma County Board of Supervisors, North Central Regional Coastal Commission and spent nearly two years working in the Governor's Office of Planning and Research under Gov. Jerry Brown (1981-1982). I have also served on the Sonoma County Grand Jury (Chair of Criminal Justice Committee).

My community involvement includes, in part, serving for several years as a volunteer Teen Court judge in a program named Routes for Youth. This program was a teen offender diversion program emphasizing individual and peer group accountability as well as restitution and community service. I've also served on numerous boards of directors including currently Goodwill Industries and the Bodega Land Trust. I've previously served as a board member and president of the Sonoma County Bar Assn and the Sonoma State Alumni Assn.

I also am a member of the Santa Rosa Cinco de Mayo committee. I've been an active member since the beginning of the effort and have worked "on the ground" at each event.

In my law practice I have represented numerous minority owned small businesses in the SW area mainly along Sebastopol Road.

I hope this summary of my involvement in our community provides a good understanding of my deep commitment to Sonoma County and especially to the ideal that everyone in our community might have a productive, fulfilling life.

I hope to provide a compassionate perspective along with professional knowledge to help move the task force forward with focus so we can deliver on our assignment.

What groups or sectors of the community have you been most involved with?

During my 40 years of community involvement I have participated in many varied aspects of the community. For example, I am currently an elected member of the Sonoma County Democratic Central Committee, I serve on the board of Goodwill Industries (now for over 10 years), I am on the board of the Bodega Land Trust (a small land/habitat preservation group), I am a "charter member" of the Santa Rosa Cinco de Mayo Committee and I am on the Agricultural Preservation and Open Space District Fiscal Oversight Commission.

Previous involvement has included Sonoma State Alumni Assn. board and presidency, Sonoma County Bar Assn. board and presidency and as a board member of the Sonoma County chapter of the A.C.L.U. to name several to demonstrate a history of wide interest and involvement.

What are your aspirations for the work of the Task Force?

Our county prides itself on being cutting edge on many fronts. Sonoma County has been a leader for decades on environmental matters. Our community is unique in that we voted to create the Ag Preservation & Open Space District and to tax ourselves to protect ag land, family farms, open space, natural areas and wildlife habitat. Recently we launched a public energy provider in Sonoma Clean Power as an alternative to PG&E. We are perhaps the only county in the nation which has voter controlled urban growth boundaries around all 9 cities to prevent development sprawl. There are numerous other efforts which can be mentioned including the First 5 program and other “upstream investments in children.

There is no reason we cannot extend this commitment to being at the forefront of public policy to include law enforcement transparency, accountability and public confidence. The task force is the vehicle to have the discussions, to do the research, to learn from the community and to find a path which will take us to a place where we increase community trust in law enforcement by helping law enforcement to become closer and more responsive to all components of the community. If we can do this we will have served the community well and met our assignment as issued by the Board of Supervisors.

Sylvia Lemus

Appointed by Supervisor Shirlee Zane

Please share with us your background and what you bring to the Task Force?

I'm a concerned community member who has worked for the County of Sonoma for the last 25 years. Most of my volunteer work has revolved around community engagement and has included work with the Latino community and youth.

I was raised on Moorland Ave, when my family moved there over 40 years ago. I am familiar with the experience of underrepresented communities through my work with the county and through the experience of being raised in Southwest Santa Rosa. As a public servant and a citizen in this community, I need to engage in creating a dialogue where all feel safe to bring up issues that affect the community.

The task force needs to explore why some residents of the community do not feel safe. By reviewing our local processes and methods of law enforcement, and other models of safety, we need to recommend the best structure, process, and/or model that is best for the residents of Sonoma County.

What groups or sectors of the community have you been most involved with?

County government groups and committees, public community groups in the Southwest area, Latino groups, and youth programs. Specifically:

Cinco de Mayo Santa Rosa, Inc. – Festival Co-Director

Hispanic Chamber of Commerce of Sonoma County – Board Member

Roseland Annexation, participant in meetings

Los Cien, Latino Leaders of Sonoma County – Board Member

MANA, Hermanitas mentorship program – previous member, current supporter

Schools of Hope – mentor at participating schools

Moorland Neighborhood Action Team - participant

What are your aspirations for the work of the Task Force?

My hope is that the task force will receive the information on the issues affecting the relationship between the community and local law enforcement with an open mind and will determine what recommendations, if any, need to be made to improve the relationship. Other aspirations for the task force.

Work of the task force be seen as credible by the community, and that all input be taken seriously.

Task force members are willing to put in whatever time and energy is necessary to accomplish our goals.

All agencies involved in or affected by the work of the task force see it as necessary for addressing the many issues our community is facing and be able to work together collaboratively towards reaching accountability for all the residents of Sonoma County.

Engaging other law enforcement and related agencies in the work of the task force.

Young people are given an opportunity to express their needs and requests in order that they feel safe in the community.

Liaison with agencies in fulfilling the needs of the community, by providing educational and informational forums.

Taking the information we receive and weigh it against the decisions that need to be made, regardless of obstacles to see how we can accomplish a goal if necessary.

Allow task force members think 'outside the box' when reviewing issues and considering resources and information. Creative thinking towards these issues may help us come up with solutions.

Carolyn Lopez

Appointed by former Supervisor Mike McGuire, Fourth District

Please share with us your background and what you bring to the Task Force?

Briefly, I was born in Santa Rosa, youngest of 12 children. Parents were immigrants from Mexico. I have lived in Northwest Santa Rosa, for the past 30 years. Both of my daughters attended public schools in northwest Santa Rosa, Piner Elementary, Comstock Jr. High and Piner High School.

I have been employed as a Union Representative for the past 20 years. My experience as a union representative provides me the following skills, listening, advocating, negotiating, empowerment and problem solving. These are just some of the traits I bring to the Task Force.

As equally important is that I am a mother, bilingual and bicultural and have knowledge and understanding of wanting the best for your children and the community.

What groups or sectors of the community have you been most involved with?

Briefly, church groups, school parent groups, community groups, political and labor groups.

What are your aspirations for the work of the Task Force?

My aspiration would be to assist in the healing of this community with recommending a true "civilian review committee" that has the power and ability to secure all necessary and relevant information in its impartial review. Engage in efforts to unite our diverse community. To listen to our youth and the growing population of the Latino community.

Gustavo Mendoza

Appointed by Santa Rosa Mayor Scott Bartley

Please share with us your background and what you bring to the Task Force?

I'm a first generation Mexican-American that grew up in Roseland. I attended Sheppard Elementary, Lawrence Cook Middle School, and Elsie Allen High School.

I manage a local non-profit, California Youth Outreach. We provide social, vocational, and educational programming for youth.

In the 90s, I lead the first organized student walkouts against proposition 187, and helped promote awareness to social injustice against the immigrant community. I'm proud to say that proposition 187 didn't pass in Sonoma County. I'm disappointed that it did pass in the State of California, but glad that it was struck down in Federal Court.

I worked for the Roseland School District for 12 years: As a night custodian while I was attending school, then worked as a full inclusion specialist, campus supervisor, teacher's assistant, athletic director, and flag football coach. It was during my time working in the Roseland School District that I discovered my passion to work with youth.

What groups or sectors of the community have you been most involved with?

Managing a non-profit affords you the opportunity to work with a broad spectrum of people from every corner of Sonoma County. I believe that what I bring to the table is my lifetime experience of growing up in the Roseland community, which is the community whose voice I believe is often misrepresented and that I wish to be able to represent.

What are your aspirations for the work of the Task Force?

I believe that we need to strive to improve law enforcement and community relations, and to be able to bridge a gap of understanding and cultural competence between residents and law enforcement. We need to educate the community about the protocols that are currently adopted by the County of Sonoma and recommend changes and bring forth ideas that represent everyone in the community.

Todd Mendoza

Appointed by Supervisor David Rabbitt, Second District

Please share with us your background and what you bring to the Task Force?

Sonoma County resident – 52 years

Santa Rosa – 40 years

Southwest Santa Rosa Resident – 15 years

Roseland School Board Trustee – Past President

Former Member of the Southwest Area Citizens Group – Addressing the Communities of Southwest Santa Rosa, Roseland, Annexation Infrastructure, Education, Community Policing Engaging Community, etc.

What groups or sectors of the community have you been most involved with?

Hispanic Chamber of Commerce – Past President

Petaluma Chamber of Commerce Board Member

Sonoma County Latino Leaders “Los Cien”

Petaluma Day Labor Initiative Advisory Board

Sonoma County Agricultural Preservation and Open Space District Fiscal Oversight Committee – Commission Chair

Petaluma Chapter of Realtors – President

What are your aspirations for the work of the Task Force?

We have a unique opportunity to craft a plan for solutions that address the mistrust that segments of our community have regarding Law Enforcement. Through community outreach and the perspective of the task force members, we can identify the gaps that cause the feeling of disenfranchisement. In turn, create a more cohesive and healthy community.

Joe Palla

Appointed by former Supervisor Mike McGuire, Fourth District

Please share with us your background and what you bring to the Task Force?

Retired after 35-years in law enforcement

Served as Chief of Police with the Cities of:

San Bruno,

Healdsburg,

Cloverdale, *and*

Interim Police Chief with Santa Rosa Junior College District Police.

Retired from the United States Coast Guard Reserve after serving 30-years, including 22 years as a Special Agent (Criminal Investigator).

Served four (4) years on the Santa Rosa Junior College Board of Trustees, two years 1992-1994 and two years 2004-2006.

This is my 8th year on the Cloverdale City Council. I served as Vice Mayor in 2008 and 2012, and Mayor in 2009 and 2013.

I service on the following boards and committees:

Joint City/Cloverdale School District Subcommittee, Chair

Joint City/Cloverdale Fire District Subcommittee

Cloverdale Chamber of Commerce, City Council Liaison

Cloverdale Finance & Administration Subcommittee, Chair

Redwood Empire Municipal Insurance Fund, Board of Directors

Sonoma County Mayors and Councilmember's Legislative Committee, Board Member

Sonoma County Transportation Authority, Alternate

League of CA Cities' Public Safety Policy Committee, Board Member

League of CA Cities' Board of Directors, Board Member

League of CA Cities' Redwood Empire Division, Past President

League of CA Cities' Redwood Empire Division Legislative Committee, Chair

What groups or sectors of the community have you been most involved with?

As the Chief of Police in several cities, I have been directly involved in working through residents to address problems and concerns within the community.

What are your aspirations for the work of the Task Force?

My interest and aspirations for the task force include:

To help rebuild trust throughout the community;

To help foster a greater understanding of issues and concerns, both within the community and within the law enforcement profession.

Omar Paz, Jr.

Appointed by Sheriff Steve Freitas

Please share with us your background and what you bring to the Task Force?

I am a Sonoma County Native, graduating from Sonoma Valley High in 2011. Currently I am pursuing degrees in Environmental Studies and Sociology at Santa Rosa Junior College hoping to apply for transfer in Fall, 2014. I am currently the Student Trustee of SRJC and have recently been elected as President of the Student Senate for CA Community Colleges, the largest educational system in the world representing over 2.1 million community college students before the state. My father was an immigrant to this country at age 14 and I was raised bilingually speaking Spanish and English. This background has allowed me to immerse myself in my Latino and White heritage growing an appreciation for both. My educational interests lie within the analysis of social structures, environmental justice, and systems of inequity due to my experience as a youth. Growing up as an underprivileged youth and, later, working with that community has given me a perspective that can both advocate for this population as well as that of a college age student in the county. As noted many times, I am the only "youth" on the task force which highlights one of the many gaps in communication between many, if not all constituencies in the county. I have worked many years as a student leader in clubs and volunteer organizations advocating for an equitable society that celebrates its diverse inhabitants as well as being firmly against abuses of power. My role as a student leader has also imparted upon me the ability to take a, subjectively, impartial view on decision making; facts as well as situational awareness lead to critical thinking and informed decision making.

What groups or sectors of the community have you been most involved with?

I have been heavily involved with Community College Student Governments across the state as well as locally to advocate for equal access to affordable education as well as diverse cultural participation in college decision making. I grew up in and worked for a year in the Boys and Girls Club of Sonoma Valley where I had the opportunity to give back to an organization that gave me so much throughout my youth and adolescence. During my time there I worked with groups of 35-45 elementary school children coordinating activities and learning about the many struggles of other socioeconomically disadvantaged youth in the county. During high school I was a member of the Spanish Honors Society where we engaged in community service and cultural enrichment activities which led me to discover the M.E.Ch.A de SRJC club on campus at SRJC which I was active in the past year. We were heavily involved in bringing the Latino Student voice into SRJC governance as well as in the community when the Andy Lopez shooting happened in October 2013.

What are your aspirations for the work of the Task Force?

My aspirations are that the Task Force, as a group of individuals from different walks of life, is able to do the research behind each of the charges we decide upon as a committee while listening closely to the public for guidance in this time of unease and disparity. The death of an innocent youth in our community coupled with growing outcries for change have both shocked and inspired many to action. This incident is not the first, but has been the tipping point for a wounded and underserved community. To encourage the community to stand up for their needs and guide the task force is but one aspect of our duty. We are also tasked with informing them on our decision making processes, information we are given, and ultimately having a public review of our recommendations in a way that gives them teeth to address the diverse

needs in question. My belief is that ongoing and thorough participation from as many constituencies as possible as well as diligence on the Task Force members' part will lead to results and open discourse about a county-wide self-reflection with respect to policies and the current state of operation.

Judy Rice

Appointed by Sheriff Steve Freitas

Please share with us your background and what you bring to the Task Force?

I hold a Master's Degree in Organizational Development. My work background included 10 years with the United Nations Development Program in Geneva, Kinshasa (Congo) and Teheran (Iran), 12 years in aerospace (Hughes Aircraft) and close to 15 years devoted to teaching and consulting in the area of public speaking, communications and team building/organizational development. I am the author of a book on effective strategies for team building.

I bring to the Task Force a long and varied history of working with organizations throughout the County, a combination of skills in building and leading teams, effective strategic planning, and conflict resolution. I am open to ideas and strategies which differ from my current views and have a proven record of consensus building.

What groups or sectors of the community have you been most involved with?

For the past 5 years, I have been the Chair of the Sonoma County Commission on Human Rights, including the creation of the County's first Junior Human Rights Commission. I was a member of last year's Grand Jury (Law & Justice Committee). Additionally, I have worked with the Council on Aging as a Senior Peer Counselor, served as Chair of the Sebastopol Library Advisory Board and worked with the Earl Baum Center for the Blind, the Sonoma County Humane Society and the Assistance Dog Institute. I recently completed the 3-month Sheriff's Citizen's Academy.

What are your aspirations for the work of the Task Force?

I believe that with this Task Force, we have created a unique microcosm for the population of the County to share their views and passions on a critical issue in a forum strongly supported by the County. Recent events have highlighted a growing mistrust between the community (especially the Latino community) and law enforcement. It is my hope that through the work of this Task Force, we can open an honest and direct dialog which gets at the heart of this distrust. Part of that dialog may be the creation of an oversight or review board, but – in my opinion – our primary objective should be reexamining the ongoing relationship between all of the County's law enforcement jurisdictions and their continued interaction with the communities they serve. That may be through enhanced community policing efforts, it may be through education, but whatever its format, it needs to include provisions for ongoing dialog and problem resolution – in good times ... and particularly in times of crisis.

Irene Rosario

Appointed by Supervisor Efren Carrillo, Fifth District

Please share with us our background and what you bring to the Task Force?

I am Latina who has resided in this community for over 50 years, a resident of Moorland for 25+ years. I raised two children who attended schools in the district.

I have 18+ years working in the legal environment in my previous career, which allowed me to work with Court Officers and Law Enforcement Officers on a daily basis.

I believe my personal and professional experience provides me a balance view and understanding of the issues before this committee.

What groups or sectors of the community have you been most involved with?

Labor

Developmentally Disabled Community

What are your aspirations for the work of the Task Force?

To provide a recommendation that prevents any future incidents such as a loss of Andy Lopez and incorporates the idea of neighborhood communities and the law enforcement communities working as one community. Sadly, our communities are disconnected. My hope is one day the neighborhood community's and the law enforcement community will work as one community.

Amber Twitchell

Appointed by Supervisor Efren Carrillo, Fifth District

Please share with us your background and what you bring to the Task Force?

I believe in social equality – I always have. All of my education and work has focused on social inequities that can and should be changed in order to promote healthy communities.

I hold a Bachelor's Degree from UC Davis in Urban Anthropology and a Master's Degree in Public Policy and Administration. I moved to Sonoma County over five years ago because I believe that our County has the opportunity to truly lead the nation in creating sustainable policies that support all sectors and populations.

I currently run a nonprofit organization called VOICES (Voicing Our Independent Choice for Emancipation Support) that empowers youth leaders to work with their peers and assist other youth in navigating emancipation from the foster care system. Every day I am allowed the opportunity to experience how amazing and resilient the human spirit truly is – I am able to support hundreds of youth in our community as they learn how to care for themselves and others, use their voices to change the world around them and work to improve their situation so that they may realize the future they dream of.

I bring to the task force a commitment to ensuring that the community feels involved and a commitment to understanding what disparities do exist and how county-level policies may eliminate these disparities.

What groups or sectors of the community have you been most involved with?

I have been very active in various community efforts for a number of years – including participation across many sectors. I am currently serving as the Vice President of the West Sonoma County Union High School District as well as the Chair for the local Health Action Chapter serving the Lower Russian River Area. I also participate on the Cradle to Career Operational Team, the body charged with providing guidance to the Cradle to Career Initiative in Sonoma County.

Until the statewide dissolution of redevelopment, I served as the Vice Chair for the Russian River Redevelopment Oversight Committee. I have served as the Chair of the Board of Directors of River to Coast Children's Services as well as the Chair of the Board of Directors of Community Housing Options West – the group responsible for opening the first permanent supportive housing for homeless individuals living in the River Area.

What are your aspirations for the work of the Task Force?

The Press Democrat made a comment in relation to the Lopez tragedy that caught my attention; "The shooting has triggered one of the most sustained calls for social change in the community's history, tapping into the deep feelings of disenfranchisement among many residents of Sonoma County".

I believe that this Task Force is our community's opportunity to make recommendations to the Board of Supervisors, which will in turn be adopted, and work towards limiting (and in some cases eliminating) the disenfranchisement felt within our community.

My aspirations for the Task Force include the desire to examine all of the social and systemic failings that occurred leading up to the tragedy. It is my hope that we will truly work in partnership with the larger community to understand what steps and measures are needed to reduce disparity, promote health and

opportunity for all residents of Sonoma County and empower interested citizens to become involved with social issues within their neighborhoods.

Francisco H. Vázquez

Appointed by Supervisor Shirlee Zane, Third District

Please share with us your background and what you bring to the Task Force?

My grandfather arrived to the United States a century ago this year but he and his family were forced to go back to Mexico during the 1930 Repatriation Program of more than a million people (60% of them U.S. citizens, including my mother who was five years old at the time). We moved back and forth between the two countries for ten years until we finally settled in Los Angeles when I was fifteen years old. I went through ESL courses to learn English in junior high school. In college I was involved in establishing Chicano Studies at the Claremont Colleges. I got my doctorate in European Intellectual History and have been a college professor for 36 years. I consider myself a public intellectual meaning I believe knowledge should not be for its own sake but must serve the preservation of human dignity.

It has been evident for many decades that if we don't invest the appropriate human and financial resources in the underserved community and above all treat people with dignity, we will not even begin to address the issues that bring us today. We need to create jobs, pay fair wages, and provide a relevant education to the students who feel alienated by the current curricula because it does not reflect who they are.

What I bring to the Task Force is the experience I have gained through the five years I lived on West Avenue on Roseland and my efforts to promote the development of a Cultural Center and a Park on the Sebastopol Road shopping center. Here are some examples:

Created and directed a Latino Student Congress to give high school students leadership training from 1991-1997*

Directed College Assistance Migrant Program for five years (2002-2006), a federal program to help students from a migrant background succeed their first year of college.

Conducted research study *Ganas y Poder: Latino Youth in Sonoma County* (2003) with Dr. Carlos Benito with a grant from the Center for Information & Research on Civic Learning and Engagement (CIRCLE) at the School of Public Affairs of the University of Maryland. *

With Coalition for Latino Civic Engagement members conducted a voter registration and education project in Roseland and produced a report (2008)*

* Documents are attached.

I also bring my experience as a teacher in the Hutchins School of Liberal Studies at SSU, which is based on small-group (seminar) discussion that create a safe environment for dialogue.

What groups or sectors of the community have you been most involved with?

Since I moved to Sonoma County two decades ago I have been on the Boards of the Hispanic Chamber of Commerce, the Sonoma County Community Foundation, the Community Action Partnership, and involved with the Sonoma County Faith-Based Organizing Project and now with North Bay Organizing Project.

Principal in the organization of a Roseland Roundtable (a coalition of Sonoma State University with private and city/county public agencies) to look into the development of a Cultural Center and a Park on the abandoned Sebastopol Road shopping center.

Principal in the organization of two Latino Councils, El Grupo, the Coalition for Latino Civic Engagement (CLACE), and its offshoot Los Cien Latino Leaders.

(CLACE's coalition members included a broad representation of public and private organizations and individuals with an interest in promoting the integration of the Latino community into the larger community.)

What are your aspirations for the work of the Task Force?

1. First of all, I recommend more youth representation in the Task Force
2. I want us to establish some kind of Board, Committee or Auditor to credible citizen oversight and involvement with law enforcement agencies as stipulated in the first charge to the Task Force. Urgently, however, we all need to be aware that there is an increasingly wide income and wealth disparity and that we are asking our police officers to contend with the resulting social unrest. Beyond awareness, we need to call attention to public and social policies to address that issue.

For this first charge I will recommend:

an increased number of female police officers and of individuals from diverse backgrounds that favor the concept of police as peace officers as opposed to soldiers in an occupied territory;

private police meetings opened to the people or to a review board;

election of police chiefs and separation of the coroner from the office of the sheriff.

3. I believe the big elephant in the room is unconscious racism. Therefore, I will insist on the education of the Task Force members and of the people of Sonoma County on the concept of unconscious racism. (Will send PDF file of a chapter of *Subliminal: How Your Unconscious Mind Rules Your Behavior* by Leonard Mlodinow). This is so we can understand why "The road to hell is paved with good intentions." (Blake)

I would also like us to invite Dr. Sue V. Rosser, Provost & Vice President for Academic Affairs at San Francisco State University Telephone: (415) 338-1141 Email: srosser@sfsu.edu to speak to the Task Force as soon as possible on the concept of unconscious discrimination.

4. I would like to focus my work on the Task Force on the second and fourth charges.

In terms of community policing I will recommend that we not only look at best practices in other communities but that we ask people in the Roseland and specifically the Mooreland Avenue communities what **they** recommend. Above all, we need to end the fragmented approach by a variety of police agencies that are not knowledgeable of the community.

In terms of the additional feedback I will specifically recommend the establishment of a youth leadership program known as the Latino Student Congress, which was conducted successfully for six years (1991-1997). The purpose is not only to give a voice to the youth that is most affected by the authorities (parental, school, police) but also to allow the adults to listen to them and to take seriously what they have to say.

Under this fourth charge I will recommend that we look at the issues of annexation and district elections but since these are long-term possibilities, I would like us to learn how the County and City agencies coordinate their services towards these underserved communities and how these communities are included in a dialogue regarding those services. We cannot and should not have to wait for the County and the City to decide what to do with these communities before we focus on them.

I will make two further recommendations. One is that some of our Task Force meetings with the public be conducted as roundtable discussions with members of the public and task forces in small group discussion. The other one is that the Task Force institutionalize a Report Card with a yearly timetable and the yearly convening of this Task Force for at least the next decade so we can keep track of the recommendations and the extent to which they are or they are not implemented.

Thank you, all for all your hard work in getting us started on this serious task.

For Further Information Please Contact the Sonoma County Administrator's Office

(707) 565-2431

Or Visit the CALLE Task Force Website at

<http://sonomacounty.ca.gov/Community-and-Local-Law-Enforcement-Task-Force/>