Reimagining Public Safety Collaborative
Tompkins County & City of Ithaca, N.Y.

Thursday, April 1, 2021

The Honorable Andrew M. Cuomo
Governor of New York State
NYS State Capitol Building
Albany, NY 12224

Dear Governor Cuomo:

Today Tompkins County and the City of Ithaca are submitting resolutions passed by our respective elected bodies in response to Executive Order No. 203: New York State Police Reform and Reinvention Collaborative. Along with the resolutions we are submitting a joint report, titled, *Public Safety, reimagined* that follows a collaborative effort between our municipalities.

We would like to extend our gratitude to you and the State of New York for centering the experience of Black and Brown communities in E.O. 203. Throughout our reimagining process our staff and volunteers worked tirelessly to lift the voices of marginalized and minoritized communities, and not only did they have our full support in that work, but also the backing of the order mandating this process. Our report and plans are stronger, more substantive, and will lead to more meaningful change because of the centering of these experience and lifting of these voices.

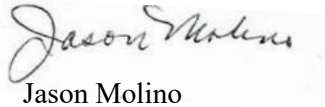
The plans supported in the passed resolutions seek bold, systemic changes, and address each theme expressed in E.O. 203. Our plans include alternative response models, training and recruitment reforms, expert analyses of data, policies, and procedures, and healing the public's relationship with law enforcement. Our plans also include advocating for meaningful reforms at the State level. Throughout the process we heard loud and clear that reforms must be made to civil service, specifically as it relates to recruitment and accountability of law enforcement officers. In particular, the limit that current hires must be from the top three civil service exam takers severely prohibits municipalities from hiring the best candidates for our communities, and further disadvantages Black and Brown communities. We are calling on you and other lawmakers to make every effort to effectuate these changes outlined in our joint report.

Implementing these plans will take continued significant effort and resources – we stand ready to dig in and do the work, and simultaneously recognize that there must be financial resources made available to do so most effectively and sustainably. We urge New York State to offer municipalities resources specifically designated to support implementation and long-term success of these plans submitted in response to E.O. 203.

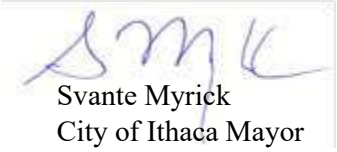
We would like to recognize and highlight that our community, specifically including many community leaders of color, stepped up in remarkable ways to make this collaborative report happen. People here in Ithaca and Tompkins County staked their personal credibility to encourage meaningful participation from Black and Brown communities, many of whom reiterated statements akin to "we've done this before, nothing ever changes." We feel that these plans represent something different, a watershed moment for actual and lasting change – we will do everything in our power to honor the work of our community and the perspectives shared amidst doubt. We recognize that this is the first step on a long stairwell towards

equity and justice, and we hope New York State will continue its commitment to this work alongside Tompkins County and the City of Ithaca.

In collaboration,



Jason Molino
Tompkins County Administrator



Svante Myrick
City of Ithaca Mayor

Tompkins County Legislature
Governor Daniel D. Tompkins Building
Ithaca, NY 14850
www.tompkinscountyny.gov/legislature

Department: Public Safety Committee
Category: Public Safety
ID: 9998

ADOPTED

RESOLUTION NO. 2021-63

A Resolution Stating Tompkins County's Reimagining Public Safety Plan to be Submitted in Response to New York State Executive Order 203

WHEREAS, on June 12, 2020, New York State Governor Andrew Cuomo issued Executive Order 203, calling upon local governments that operate police agencies to study their current operations and develop a plan to address "the particular needs of the communities served by such police agency and promote community engagement to foster trust, fairness, and legitimacy, and to address any racial bias and disproportionate policing of communities of color," with a directive to respond to the Governor by April 1, 2021, and

WHEREAS, the City of Ithaca and Tompkins County conferred and saw a favorable moment for significant positive changes in policing practices, and determined that a joint investigation of this issue would provide an optimal opportunity to apply resources to the project and to reach consistent recommendations in a joint plan that would apply to the two largest policing agencies in the County, being the Tompkins County Sheriff's Department and the Ithaca Police Department, and

WHEREAS, beginning in September, 2020, the City and County appointed nearly forty individuals, based upon their content expertise, role within the system, and the ability to address and implement solutions, to participate on five Working Groups (Leadership/Administration/Budget, Communications/Community, Law Enforcement/Public Safety, Data Analysis, and Academic/Research), with each Working Group charged to gather information and examine specific functional areas within local law enforcement in a project that came to be called the Reimagining Public Safety Collaborative, and

WHEREAS, the City of Ithaca and Tompkins County engaged the services of a consultant, The Center for Policing Equity, to assist with the administration and organization of the study of these policing issues, including examination of police force deployments, strategies, policies, procedures, and practices, and to provide informational resources to the Working Groups, and

WHEREAS, in conjunction with the formation of the Working Groups, the Collaborative consulted with the Tompkins County Sheriff and the City Police Chief, and other members of the local law enforcement community, and made an extensive effort to receive public comment from as broad a range of community members as possible, using various tools, including issuing calls for comments, question and answer sessions with community leaders, surveys, interviews, and the use of focus groups to target specific segments of the populations such as people experiencing homelessness, people of color, and those who have been involved within the criminal justice system, with the goal of obtaining as clear a view as possible of the current state of policing, and the community perceptions of policing, and

WHEREAS, beyond complying with the requirements of the Governor's Executive Order 203, the intention of this project has been to make a good faith local effort to begin a long-term process of making substantive improvements in our criminal justice system, recognizing that this will be a lengthy undertaking requiring time, resources, investigation, and commitment to implement the Collaborative's recommendations to affect positive change, and

WHEREAS, recognizing the benefit to be achieved by developing a joint plan that reflected a consistent and coherent set of recommendations across the City and County, staff from the City and County worked collaboratively to prepare a Draft Report entitled "Public Safety Reimagined. Recommendations report following a collaborative effort between the City of Ithaca & Tompkins County, N.Y.", which contains a description of the process followed and a draft list of proposed City, County, and joint recommendations made in response to the Governor's Executive Order 203, and

WHEREAS, the Tompkins County Legislature having received the Draft Report, and having conducted town halls, public forums, and public hearings after publication of the Draft Report, and having considered the recommendations contained in the Draft Report in response to the information received from the public, and having determined that an opportunity for meaningful action is possible through development of a joint plan, now therefore be it

RESOLVED, on recommendation of the Public Safety Committee, That the Draft Report entitled "Public Safety Reimagined. Recommendations report following a collaborative effort between the City of Ithaca & Tompkins County, N.Y." as amended by the Tompkins County Legislature and as reconciled with the City of Ithaca, be accepted, with the gratitude of the Legislature for the effort of the consultants at the Center for Policing Equity, all those individuals who participated on the Working Groups, members of law enforcement, including Tompkins County Sheriff Derek Osborne and Ithaca Police Chief Dennis Nayor, the Tompkins County District Attorney Matt Van Houten, the Director of Assigned Counsel Lance Salisbury, the City and County staff who provided support in the preparation of the Draft Report, and those community members who offered their opinions, viewpoints, ideas, and hope for positive change,

RESOLVED, further, That based upon consideration of the recommendations contained in the Draft Report, the Tompkins County Legislature ratifies the following plans, being the separate undertakings of Tompkins County together with those made in concert with the City of Ithaca Common Council, as stated herein:

1. County: Better align available resources with emergency response needs by establishing a pilot program for non-emergency calls.
2. County: Require public disclosure of District Attorney and Assigned Counsel Office statistics on a quarterly and annual basis.
3. County: Evaluate the Creation of a Tompkins County Public Safety Review Board.
4. County: Evaluate existing models and implement an alternative to law enforcement response system for crisis intervention and wraparound health and human services delivery.
5. County: Develop a comprehensive community policing and outreach plan to connect law enforcement and residents.
6. County & City: Collect and evaluate the results of officer-initiated traffic stop enforcement.
7. County & City: Identify new curriculum, redesign and implement a culturally responsive training program that incorporates de-escalation and mental health components into a comprehensive response for law enforcement.
8. County & City: Develop a comprehensive community healing plan to address trauma in the relationship between residents and law enforcement.
9. County & City: Standardize data entry and review existing data sets for more actionable insights and allocation of public safety resources.
10. County & City: Develop a real-time public safety community dashboard.
11. County & City: Develop a comprehensive, inclusive, and innovative recruitment and retention strategy for law enforcement and corrections officers.
12. County & City: Develop a County-wide program to promote and support holistic officer Wellness.
13. County & City: Seek ongoing and responsive collaboration from New York State Troopers operating in Tompkins County.
14. County & City: Conduct a Review of SWAT Callouts to Determine Appropriate Use of Service and Equipment.
15. County & City: Revise the Civil Service exam process to diversify law enforcement Personnel.
16. County & City: Advocate for New York State to grant local civil service authorities the authority to enact "continuous recruitment" of eligible candidates for law enforcement personnel.
17. County & City: Urge Governor Cuomo and/or the New York State Legislature to reform disciplinary procedures for law enforcement personnel under Civil Service Law Section 75.

with such recommendations constituting its plan,

RESOLVED, further, That in the event the City of Ithaca determines not to maintain the SWAT/CINT vehicle as a City asset, the County shall conduct its own analysis as to the utility of maintaining it as a mobile communications center,

RESOLVED, further, That a comprehensive plan be developed to address the community's direct involvement in every aspect of implementing the recommendations contained in the Draft Report,

RESOLVED, further, That the County Administrator is directed to deliver the above stated plan to the New York State Budget Director, Robert Mujica, on behalf of the Tompkins County Legislature in accordance with the requirements of Executive Order 203, and to certify to the State Budget Director that Tompkins County has complied with the required process,

RESOLVED, further, That the Legislature shall determine next steps to develop the programmatic expression of its plan, determine budget priorities, and work with the County Administrator to implement these recommendations, and to do so where required in cooperation and collaboration with the City of Ithaca,

RESOLVED, further, That a copy of this resolution shall also be sent to Governor Andrew Cuomo, Senator Patricia Helming, Senator Thomas O'Mara, Senator Peter Oberacker, and Assemblywoman Anna Kelles.
SEQR ATION: TYPE II-26

RESULT:	**ADOPTED [11 TO 2]**
MOVER:	Rich John, Member
SECONDER:	Shawna Black, Vice Chair
AYES:	Black, Champion, Dawson, Granison, John, Klein, Koreman, Lane, McBean-Clairborne, McKenna, Robertson
NAYS:	Glenn Morey, Michael Sigler

STATE OF NEW YORK)
) ss:
COUNTY OF TOMPKINS)

I hereby certify that the foregoing is a true and correct transcript of a resolution adopted by the Tompkins County Legislature on March 30, 2021.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the seal of the said Legislature at Ithaca, New York, on March 31, 2021.

Catherine Covert, Clerk
Tompkins County Legislature

A Resolution Adopting and Authorizing Mayor to Submit the Reimagining Public Safety Plan Pursuant to New York State Executive Order 203

By Alderperson Nguyen: Seconded by Alderperson Smith

WHEREAS, On June 12, 2020, New York State Governor Andrew Cuomo issued Executive Order 203 in order to call upon local governments that operate police agencies to study their current operations and develop a plan to address "the particular needs of the communities served by such police agency and promote community engagement to foster trust, fairness, and legitimacy, and to address any racial bias and disproportionate policing of communities of color" with a directive to respond to the Governor by April 1, 2021, and

WHEREAS, the City of Ithaca and Tompkins County conferred and saw a favorable moment for significant positive changes in policing practices, and determined that a joint investigation of this issue would provide the greatest opportunity to apply resources to the project and to reach consistent recommendations in a joint plan that would apply to the two largest policing agencies in the County, being the Tompkins County Sheriff's Department and the Ithaca Police Department, and

WHEREAS, beginning in September 2020, the City and County appointed nearly forty individuals, based upon their content expertise, role within the system, and the ability to address and implement solutions, to participate on five Working Groups (Leadership/Administration/Budget, Communications/Community, Law Enforcement/Public Safety, Data Analysis, and Academic/Research), with each Working Group charged to gather information and examine specific functional areas within local law enforcement in a project that came to be called Reimagining Public Safety, and

WHEREAS, the City of Ithaca and Tompkins County engaged the services of a consultant, Center for Policing Equity, to assist with the administration and organization of the study of these policing issues, including examination of police force deployments, strategies, policies, procedures, and practices, and to provide informational resources to the Working Groups, and

WHEREAS, in conjunction with the formation of the Working Groups, the City and County consulted with the Tompkins County Sheriff and the City Police Chief, and members of law enforcement, together with an extensive effort to receive public comment from as broad a range of community members as possible, using various tools, including issuing calls for comments, question and answer sessions with community leaders, surveys, interviews, and the use of focus groups to target specific segments of the populations such as the houseless, people of color, and those who have been involved within the criminal justice system, with the goal of obtaining as clear a view as possible of the current state of policing and the community perceptions of policing, and

WHEREAS, beyond complying with the requirements of the Governor's Executive Order 203, the intention of this project has been to make a good faith effort on a local

level towards long term substantive improvement in our criminal justice system, recognizing that formulating the present recommendations in the joint plan would set the community on a pathway that will require consistent and persistent dedication to effect positive change, and

WHEREAS, recognizing the benefit to be achieved by developing a joint plan that reflected a consistent and coherent set of recommendations across the City and County, staff from the City and County worked collaboratively to prepare a Draft Report entitled "Public Safety Reimagined. Recommendations report following a collaborative effort between the City of Ithaca & Tompkins County, N.Y." dated February 18, 2021, which Draft Report contains a description of the process followed and a draft list of proposed City, County, and joint recommendations made in response to the Governor's Executive Order 203, and

WHEREAS, the City of Ithaca and Tompkins County having received the Draft Report, and having conducted town halls, public forums, and public hearings after publication of the Draft Report, and the City of Ithaca Common Council and the Tompkins County Legislature determining that an opportunity for meaningful action is possible through development of a joint plan; now, therefore, be it

RESOLVED, That the Draft Report entitled "Public Safety Reimagined. Recommendations report following a collaborative effort between the City of Ithaca & Tompkins County, N.Y." dated February 18, 2021 be accepted, with the gratitude of Common Council for the effort of the consultants at Center for Policing Equity, all those individuals who participated on the Working Groups, members of law enforcement, including Ithaca Police Chief, Dennis Nayor and Tompkins County Sheriff, Derek Osborne, the Tompkins County District Attorney Matthew Van Houten, the Director of Assigned Counsel Lance Salisbury, the City and County staff who provided support in the preparation of the Draft Report, and those community members who offered their opinions, viewpoints, ideas, and hope for positive change including equity and safety for all residents, specifically people of color, and, be it further

RESOLVED, The City of Ithaca Common Council adopts the following joint recommendations:

1. Evaluate existing models and implement an alternative to law enforcement response system for crisis intervention and wraparound health and human services delivery.
2. Collect and evaluate the results of officer-initiated traffic stop enforcement
3. Identify new curriculum, redesign and implement a culturally-responsive training program that incorporates de-escalation and mental health components into a comprehensive response for law enforcement
4. Develop a comprehensive community healing plan to address trauma in the relationship between residents and law enforcement
5. Standardize data entry and review existing data sets for more actionable insights and allocation of public safety resources

6. Develop a real-time public safety community dashboard.
7. Develop a comprehensive, inclusive, and innovative recruitment strategy for law enforcement and corrections officers.
8. Develop a County-wide program to promote and support holistic officer wellness.
9. Seek ongoing and responsive collaboration from New York State Troopers operating in Tompkins County.
10. Conduct a review of SWAT callouts to determine appropriate use of service and equipment.
11. Revise the Civil Service exam process to diversify law enforcement personnel
12. Advocate for New York State to grant local civil service authorities the authority to enact "continuous recruitment" of eligible candidates for law enforcement personnel
13. Urge Governor Cuomo and/or the New York State Legislature to reform disciplinary procedures for law enforcement personnel under Civil Service Law Section 75;
14. Develop a comprehensive community policing and outreach plan to connect law enforcement and residents.

and, be it further

RESOLVED, Common Council adopts the following City-specific recommendations:

- Create a new department, tentatively named the Department of Public Safety (DPS), which may be led by a civilian to manage various public safety functions in the City.
- Create a task force to design the new department
    - This task force shall include some combination of IPD staff, other City staff, Alderpersons, interested City residents, and outside experts or consultants
    - The DPS will include a unit of unarmed first responders to respond to certain non-violent call types. The precise identification of such call-types shall be subject to further study to minimize risks to the public and to unarmed first responders that could arise if violence occurred
    - The DPS will retain a unit whose members will qualify in all respects under New York State law as police officers, with said unit therefore led by someone who shall qualify in all respects under New York State law as a Chief of Police
    - The DPS may be overseen by a civilian director with relevant emergency response and administrative experience who can lead the DPS toward the goals of the "Reimagining Public Safety Plan"
    - The task force shall submit its recommendations, including budget estimates, naming conventions, and a timeline for public review and comment, to Common Council by September 1st, 2021
- Grant City of Ithaca Community Police Board more oversight authority; With the above listed sixteen recommendations constituting its plan

- Develop a joint community and IPD-TCSO task force that will review the use of Truck 99 and explore alternative or expanded functions. The resulting plan should maximize the truck's use in enhancing public safety and supporting crisis management, educate the community about the expanded role, and respect the origins and legacy and spirit of the CINT program in Ithaca, and, be it further

RESOLVED, That the Mayor and Common Council recognize the rights, under applicable labor law, of the non-managerial members of the unit of police officers referred to above, excluding the Chief and Deputy Chiefs, to continue to be represented by the current collective bargaining representative, the Ithaca Police Benevolent Association, Inc. (PBA), and for the City and PBA to continue to be subject to and governed by all terms and conditions and benefits of employment as exist by law, and its applicable collective bargaining agreement, memoranda of agreement, interest arbitration awards, and retirement under the New York State Police and Fire Retirement System as applicable, and for the civilian unarmed first responders to organize and collectively- bargain with the City under such legally-available labor organization and format as the applicable membership may select, and, be it further

RESOLVED, That the Mayor and Common Council shall implement any further organizational restructuring in such a manner that the employment of each of the current police officers of the Ithaca Police Department shall continue uninterrupted by such a restructuring, retaining their positions and rank in the Ithaca Police Department, without being required to apply or reapply in order to maintain their current positions and rank, and retaining their civil service status, authority, and benefits of the title including all terms and conditions of employment and benefits as exist by law and under their applicable collective bargaining agreement, memoranda of agreement, and interest arbitration awards as applicable, and remaining subject to all duties and obligations required of them under each of the foregoing and under the rules and regulations of the Ithaca Police Department, and, be it further

RESOLVED, That the Mayor is authorized to deliver the above stated plan to the New York State Budget Director, Robert Mujica, on behalf of Common Council in accordance with the requirements of Executive Order 203, and to certify to the State Budget Director that the City of Ithaca has complied with the required process, and, be it further

RESOLVED, That Common Council and the Mayor shall determine next steps to develop the programmatic expression of its plan, determine budget priorities, and work with City staff and the community to implement these recommendations, and to do so where applicable in cooperation and collaboration with Tompkins County, and, be it further

RESOLVED, That a copy of this resolution shall also be sent to Governor Andrew Cuomo, Senator Thomas O'Mara, and Assemblywoman Anna Kelles.

Carried Unanimously

STATE OF NEW YORK
COUNTY OF TOMPKINS SS:
CITY OF ITHACA

I, Julie Conley Holcomb, City Clerk of the City of Ithaca, do hereby certify that the foregoing resolution is a true and exact copy of a resolution duly adopted by the Common Council of said City of Ithaca at a regular meeting held on the 31st day of March, 2021, and that the same is a complete copy of the whole of such resolution.

IN WITNESS WHEREOF, I have hereunto set my hand and the Corporate Seal of the City of Ithaca, this 1st day of April 2021.

Julie Conley Holcomb

Julie Conley Holcomb,
City Clerk
City of Ithaca, New York



Public Safety, reimagined.

A collaborative between the City of Ithaca & Tompkins County, N.Y.

Acknowlegements

Indigenous Land

The Reimagining Public Safety Collaborative acknowledges that Ithaca and Tompkins County are located on the traditional homeland of the Gayogo̱hó:nǫ’ (Cayuga Nation). The Gayogo̱hó:nǫ’ are members of the Haudenosaunee Confederacy of sovereign Nations that currently reside on this land. The Gayogo̱hó:nǫ’ predate the formation of the City of Ithaca, Tompkins County, New York State, and the United States of America. The Collaborative recognizes the dispossession of Gayogo̱hó:nǫ’ land and honors the continued local presence of Gayogo̱hó:nǫ’ people and culture.

Police Violence Against Black Americans

Our national history of police violence against Black people has undermined the democratic promise of liberty and justice for all. The promise of equal justice has eluded Black people as a result of structural racism and systems of oppression that emerged throughout society. Those issues exist in our community as well, and show up in our public safety systems. Where this promise is broken and unfulfilled, the result is distrust between marginalized populations particularly, Black people and systems within government, specifically the law enforcement component of public safety. Renewing and restating this promise here in our community is the work before us.

Executive Order 203

The Governor of New York, Andrew Cuomo, issued Executive Order 203 that created a state mandate to examine and reconcile past experiences of marginalized populations who have experienced disproportionate contact with the public safety system based upon national tragedies and unresolved local issues. For many People of Color, these devastating tragedies were reflective of their lived experiences and interactions with local law enforcement which has led to a feeling of dehumanization and distrust of systems and government. All residents of Tompkins County and the City of Ithaca, particularly marginalized populations, deserve equitable, unbiased, culturally-responsive services that address the needs of the community. This report acknowledges the disenfranchisement of marginalized populations, specifically Black people, and attempts to serve as an initial step to begin rebuilding trust in government, beginning with public safety with the hope of improving the lives of all marginalized communities.

For those professionals working in public safety, maintaining that daily trust both within marginalized communities and across the whole community is critical to the effectiveness of the mission and, in the larger sense, the legitimacy of our public safety promise. Particularly, for the police agency component of our public safety system, establishing trust between police officers and the community they are charged with protecting is essential. Therefore, a key finding of this Report is the determination that working towards more equitable, unbiased, and culturally-responsive services will benefit both law enforcement and the community at large by building that trust. The recommendations made in this Report all flow from that basic proposition.

We are fortunate in the City of Ithaca and Tompkins County that there appears to be a clear consensus of the need for change. Further, it is important to acknowledge as well that the public safety agencies in the County and the City had already begun initiation of changes prior to the Governor issuing his Executive Order. This Report outlines our next steps in what is a long pathway requiring a commitment to equity and perseverance. There is much to be done. For those reading this Report, we ask you to join us to work together towards a meaningful realization of this public safety promise we continue to make as one community.

COVID-19 Pandemic Impacts on the Process

The Reimagining Public Safety Collaborative was initiated and completed entirely during the COVID-19 pandemic. Due to pandemic-related restrictions on in-person gatherings, community engagement and public input processes were completed primarily through digital channels, though some specific in-person opportunities with required mask-wearing and social distancing were offered for focus groups.

The Reimagining Public Safety Collaborative made direct efforts to reach populations disproportionately impacted by policing, specifically Black people and other marginalized populations. Some residents were able to engage easily and conveniently through digital tools such as Zoom, however; input was sought and received through limited in-person interactions from residents without internet access. The researchers involved in this project were tasked with parsing data and input to ensure that voices of minoritized community members, who are traditionally undersampled in data collection methods, were represented in the findings.

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When we set out to Reimagine Public Safety our vision was to initiate a comprehensive and collective approach that meets the moment and addresses systems-level change. The work that our County and City staff, researchers, volunteer community members, and the Center for Policing Equity produced gives a thorough roadmap to lasting change. It is now our collective responsibility to follow through on these recommendations and to ensure more equitable outcomes in public safety.

Not only does this report meet the moment we are in following the tragedies that sparked New York State Executive Order 203, it takes a critical look at the systems that allow injustices to persist. Marginalized and minoritized individuals have been historically left behind, mistreated, brutalized, and disregarded by the very systems we rely on to keep us safe - change is imperative and therefore mandated.

We expect that these recommended changes will make some people uncomfortable, others may find the vision inspiring, and yet some may see this not going far enough. I believe that our process of engaging the community was inclusive, the drafting of these recommendations was done with integrity, and our plan for implementation is bold.

We also fully expect this to be a living document, one that will be enhanced by the community input and legislative processes leading to submission on April 1, and moving forward. Implementation of the finally approved recommendations will be informed by this document, but the process should have the ongoing ability to adapt and improve it.

I want to specifically recognize the hundreds of community members who gave their time to provide input throughout this process, and those who have been most impacted by policing and the public safety system who lent their voices, experience, expertise, and perspective to inform these recommendations.

It is my perspective that the changes that have to be made aren't just the ones we could put on paper, we need wide-scale culture change that focuses on not just protecting and serving but also creating safer and healthier communities. We're calling upon everyone who works and intersects with these systems to consider your role in it and how you can be part of a more just and equitable system of public safety. This includes health, human, and social service providers who have an important role to play in ensuring equitable and lasting change.

Law enforcement is one example of a system impacted by structural and institutional racism. It's our responsibility to continue toward a whole-systems approach that takes a wider view of our government and public safety systems. We can have more equitable outcomes from these systems, these recommendations set us on that course.

Jason Molino
Tompkins County, N.Y. Administrator



This report is the single largest attempt to quantify the demand for law enforcement services in Ithaca and Tompkins County, and the results are crystal clear - a new form of public safety delivery is needed. Based in evidence and designed with equity in mind, we should create a new department that is better aligned with community values, resources, and officer abilities. I am committed to the work ahead - which is to actualize and implement these recommendations.

I have a deep gratitude for the many volunteers, data scientists, survey respondents, focus group participants, public commenters, law enforcement officers, and the Center for Policing Equity - who worked together for months to generate this report. Doing everything from analyzing call volumes to providing heart wrenching qualitative descriptions of on the street interactions, the combined efforts of our community make this the most comprehensive local snapshot that I have ever seen of policing and public safety.

What the report finds is both a deep appreciation for the current officers, and a compelling case that we need an even better, transformed system. We need our public safety officers to better represent the diversity of the community, be better equipped to de-escalate conflict, and be better able to connect people in crisis with social services. In short, the men and women of the Ithaca Police Department have performed their duties with admirable skill and professionalism, but for too long the answer to every human behavioral problem in our City has been to call the police. That has always been impractical, cumbersome, and has increased the danger for officers and Ithacans alike. It also functionally serves to criminalize homelessness, addiction, and mental illness.

I endorse the findings in this report, including the recommendation perhaps most likely to raise eyebrows. A patchwork of reforms to the existing ecosystem would be insufficient to bring about the change we need. A new Department of Community Solutions and Public Safety, built from the ground up, will make Ithaca a safer place to live for every Ithacan. A CSPS department designed by the evidence and staffed with well trained personnel - unarmed Community Solution Workers and armed Public Safety Workers - will strike some as a radical change. But it is backed up by the data (Appendix Item 6: Assessment of Public Safety Demand) which shows that IPD currently spends one third of it's time responding to calls for service that essentially never lead to arrests. Those calls, as well as a majority of patrol activity can and should be handled by unarmed Community Solution Workers well trained in de-escalation and service delivery. This will allow our new Public Safety Workers to focus on preventing, interrupting and solving serious crime.

The urgent need before us is to implement these recommendations. To transform the deep thinking, and love for the community, represented by the many thousands of hours of work into true structural change. We recognize the need for this document and it's recommendations to adapt over time and to be responsive to ever-changing community needs, the implementation process will allow for this to be a living document. And I look forward to working with the Common Council, City Staff, and all Ithacans to build this new, reinvented, system of public safety.

Svante Myrick
Mayor, City of Ithaca, N.Y.

Center For
POLICING EQUITY

As a research and action organization, the Center for Policing Equity (CPE) produces analyses identifying and reducing the causes of racial disparities in law enforcement. CPE uses evidence-based approaches to social justice and data to create levers for social, cultural, and policy change. Center for Policing Equity is guided by the following:

The path forward towards justice requires that we fight for what we believe. This is what we believe.

> The vicious legacy of White supremacy is a root cause of suffering across the globe. Systems that support White supremacy must be resisted and dismantled.
>
> All communities—but particularly vulnerable communities—are safest when they have the resources they need to prevent the crises that produce calls to 911. Providing those resources is foundational to keeping communities safe.
>
> When community members do have crises, the public's obligation is to provide appropriate resources to respond to those crises. Sending only law enforcement to respond to a crisis that is only about housing (for instance) does not make communities safer.

"The work we do to improve the systems we have should not impede the work we do to create the systems we need. And any work accomplished inside systems should not be used as a shield against, or as an off-ramp away from, the work communities are doing."

-Dr. Phil Atiba Goff, Co-founder, and CEO

Center for Policy Equity has served as project facilitators to provide process guidance and ensure organizational accountability to the residents of the City of Ithaca and Tompkins County.



Executive Summary

Introduction

This report serves as a roadmap for reimagining public safety in Ithaca and Tompkins County. This report explains the local collaborative process organized following New York State Executive Order 203, a series of recommendations to reimagine public safety in Ithaca and Tompkins County, and anticipated implementation mechanisms for the recommendations. This report is to be delivered to the New York State Governor's Office by April 1, 2021 per the executive order.

Definitions

Reimagining, for the purposes of this report, is defined as A systematic review and assessment that demands reflection on systemic injustice that compels innovative and creative solutions to emerge and be recommended.

Public Safety, for the purposes of this report, is defined as How systems of government ensure that all residents are safe and justice is served. Executive Order 203 specifically requests a response to racialized disparities and systems of safety and justice should be equitable across the boundaries of protected classes centering race but inclusive of all marginalized populations.

The **Reimagining Public Safety Collaborative**, was organized to bring the City of Ithaca and Tompkins County governments together to produce this report. The Collaborative recognizes the need to have this report serve as a living document rather than represent a final set of solutions. This document should serve as a roadmap that can be adapted thoughtfully as needed throughout the implementation process.

Much of the input offered through surveys and in focus groups were supportive of policing, recognizing a necessary role for officers to respond to crimes and "protect and serve" all people. A commonly expressed perspective was that police are asked to do too many things in our current society, and that their role of protecting and serving the people should extend to all groups, including those who are marginalized by the very system that should be protecting and serving them. Much of this input was directly paired with a call for police to act with more cultural competency and equitable practices employed when interacting with marginalized communities.

Mental health was an underlying theme throughout the community engagement process. Many community members bravely shared their experiences with trauma and anxiety related to policing, sympathy for the stresses placed on law enforcement officers, and that it's critical that this report address alternatives to policing in mental health crisis situations.

Addressing "Defund the Police"

Mirroring narratives expressed in movements across the nation, "defund the police" was prominently expressed by local activists in public forums, demand letters, social media posts, and other public platforms. The sentiment was not as actively expressed by focus group participants. There was a universal belief that the status quo was untenable and there is a need for change. In the focus groups and survey responses, Tompkins County residents expressed clearly their desire to feel safe, and the need for systems change and investments made in their safety (whether through equitable policing or more accessible human services). The Collaborative believes that safety belongs to everyone, not just those with power entrenched within systems. Rather than restrict allocated resources to law enforcement agencies, it is being recommended that strategic investments be made in all public safety and human services departments to improve justice, equity, diversity, and inclusion. It's also recommended that work be done to further eliminate aggressive policing tactics and prevent police violence. Alternative response models are key recommendations outlined in this report.

Another narrative shared through this process was the concept of "abolition" or "abolish the police." This report does support a significant reduction in the total footprint of police and the types of situations addressed by armed officers. The total abolition of law enforcement agencies was not seen as a viable approach to reimagining public safety in Ithaca and Tompkins County.

Alongside calls to "defund" or "abolish" the police were calls to "demilitarize the police." Recommendations in this report address the use of force and weapons carried by departments as well as military-style training and tactics employed by law enforcement agencies.

This report recommends that both the County and the City reallocate resources to newly established priority areas and alternative response models outlined in this report. Other agencies that are a part of the public safety ecosystem will be looked at through an equity-based lens, and funded appropriately relative to their work in public safety and implementing these recommendations.

The current state of both the City of Ithaca Police Department (IPD) and the Tompkins County Sheriff's Office (TCSO) are presented in this report. Significant work was done by both IPD and TCSO to prepare this information and to provide narrative on their law enforcement and community engagement work.

Recommendations

Below is a list of Recommendations made in this report, detailed recommendations can be found starting on page 33.

The recommendations below reflect a significant vision for change from Tompkins County and the City of Ithaca. These recommendations are being made to the local legislative bodies for adoption before the April 1, 2021, deadline and subsequent submission to New York State Governor Andrew Cuomo's office in response to Executive Order 203.

City - *Replace the City of Ithaca Police Department with a Community Solutions and Public Safety Department*

City & County - *Evaluate existing models and implement an alternative to law enforcement response system for crisis intervention and wraparound health and human services delivery*

County - *Better align available resources with emergency response needs by establishing a pilot program for non-emergency calls*

County & City - *Collect and evaluate the results of officer-initiated traffic stop enforcement*

County & City - *Identify new curriculum, redesign and implement a culturally-responsive training program that incorporates de-escalation and mental health components into a comprehensive response for law enforcement*

County & City - *Develop a comprehensive community healing plan to address trauma in the relationship between residents and law enforcement*

County & City - *Standardize data entry and review existing data sets for more actionable insights and allocation of public safety resources*

County & City - *Develop a real-time public safety community dashboard*

County - *Create a Tompkins County Public Safety Review Board*

County & City - *Develop a comprehensive, inclusive, and innovative recruitment strategy for law enforcement and corrections officers*

County & City - *Develop a County-wide program to promote and support holistic officer wellness*

County & City - *Seek ongoing and responsive collaboration from New York State Troopers operating in Tompkins County*

County & City - *Repurpose SWAT Mobile Command Vehicle to Tompkins County Department of Emergency Response and Develop Policies for Use of Mobile Command Vehicle, Centers*

County & City - *Conduct a Review of SWAT Callouts to Determine Appropriate Use of Service and Equipment*

City - *Grant City of Ithaca Community Police Board More Oversight Authority*

County - *Require public disclosure of District Attorney and Assigned Counsel Office Statistics on a quarterly and annual basis*

County & City - *Revise the Civil Service exam process to diversify law enforcement personnel*

County & City - *Advocate for New York State to grant local civil service authorities the authority to enact "continuous recruitment" of eligible candidates for law enforcement personnel*

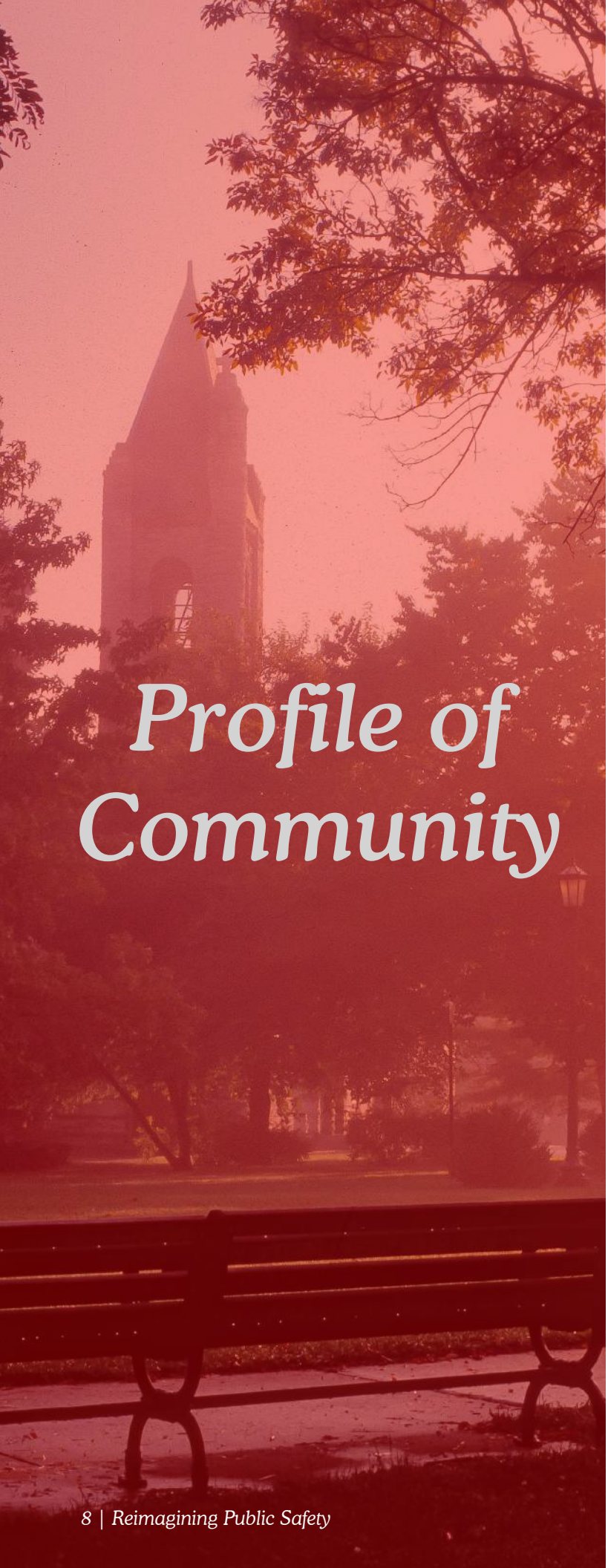
County & City - *Urge Governor Cuomo and/or the New York State Legislature to reform disciplinary procedures for law enforcement personnel under Civil Service Law Section 75.*

Implementation Process

Tompkins County and the City of Ithaca are committed to an aggressive and thorough implementation process for the recommendations outlined in this report. The implementation process will include the creation of a Community Justice Center to lead and complete the work associated with each recommendation.

The establishment of the CJC will start with newly hired staff with support from both the City and County leadership and departments in both organizations. Implementation teams comprised of volunteer community members and city and county staff members will be assigned for each recommendation. The work associated with each recommendation will be trackable through an online tool that allows community members to provide input and sign up for process updates. Community members will also be able to express interest in joining working groups and the CJC will communicate directly with those who express interest with available opportunities.

The Collaborative acknowledges that systemic racism and police violence constitute a "dual pandemic" and that the response to this crisis should not only mirror that which was created for the local COVID-19 disease pandemic response, but be a long-term and well resourced system.



Profile of Community

Geography & Demographics

Tompkins County is a rural county located in the Southern Tier Region of Upstate New York. The population of Tompkins County totals just over 100,000 residents. 80% of Tompkins County residents identify as white, 10% identify as Asian, 4% identify as Black, and 5% of residents identify as ethnically Hispanic.

The City of Ithaca is the County Seat, located in the geographic center of Tompkins County, and is made up of just over 30,000 residents. 67% of City residents identify as white, 17% identify as Asian, 6% identify as Black. 7% of residents identify as ethnically Hispanic.

The population of Ithaca & Tompkins County ebb and flow each year as students at Cornell University, Ithaca College, and Tompkins Cortland Community College arrive to study. The student population alters the demographic makeup of Tompkins County significantly, bringing a younger and more racially diverse population than year-round Tompkins County residents as a whole.

Organizational Structure

Tompkins County's government is a council-administrator form of government with an appointed County Administrator. In addition to Legislators representing districts throughout the County, The District Attorney, Sheriff, and County Clerk are also elected by County residents. The Tompkins County Legislature uses a committee structure that includes a Public Safety Committee to which the Sheriff's Office, District Attorney's Office, Assigned Counsel, Department of Probation and Community Justice, and Department of Emergency Response, report monthly.

The Office of Sheriff is a statutory/constitutional office having exclusive powers and authority under state law and/or state constitution.

The Tompkins County Sheriff's Office has an annual operating budget of $11.1 million for the 2021 fiscal year. This is the total operating budget for the Law Enforcement, Civil, and Corrections Divisions. The Sheriff's Office includes over 96 employees across all three divisions, of which 44 are sworn police officers (1 Undersheriff, 3 Lieutenants, 6 Sergeants, 4 Investigators, 26 Full Time Deputies, 4 Part Time Deputies), 43 corrections officers (1 Captain, 6 Sergeants, 33 Full Time Corrections Officers, 3 Part Time Corrections Officers), and 9 civilian employees (3 Civil Staff, 1 Full Time Cook, 2 Part Time Cooks, 1 Jail Nurse, 1 Forensic Counselor and 1 Executive Assistant). The Sheriff is supported by the Undersheriff, the Captain of the Corrections Division, and an Executive Assistant. All other positions are unionized.

As a County government, Tompkins County also has Health and Human Services Departments including the Tompkins County Public Health, Mental Health, Social Services, Office for the Aging, Youth Services, Human Rights, and Veterans Services departments.

The City of Ithaca has a mayor-council form of government with an elected Mayor and Common Council. The City of Ithaca Police Chief is an appointed position.

The total 2021 IPD budget was $12,523,756 and there are currently sixty-three (63) funded sworn officer positions in IPD of which four (4) are out long term due to injuries and two are out due to disciplinary suspensions. Leadership consists of one chief and two deputy chiefs. Staff officers include four (4) Lieutenants and nine (9) Sergeants. The 2021 funded sworn officer positions represent a reduction of six positions. There are also 8 civilian employees in the 2021 IPD budget, plus funding for 16 part-time school crossing guards.

The Villages of Cayuga Heights, Dryden, Groton, and Trumansburg each have their own law enforcement agencies in addition to TCSO and IPD. Cornell University, Ithaca College, and TC3 each have their own on-campus police as well, with officers sworn by the TCSO. Each municipality has its own jurisdiction, and TCSO has jurisdiction over the entire County.

Past Reform & Modernization Efforts

Center for Governmental Research (CGR) Study

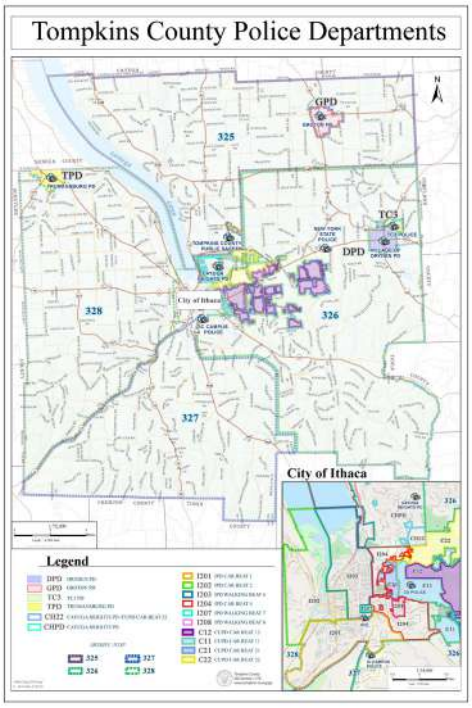
Tompkins County and the City of Ithaca have previously completed various reform and reimagining efforts, most recently the 2017 "CGR Study" that examined the baseline of law enforcement services in the City and County.

The CGR study, titled "Reimagining Law Enforcement in Tompkins County" was commissioned following a previous directive from the New York State Governor's office to assess shared services. Key findings from the study included; that there are numerous examples of inter-departmental collaboration, the public is generally pleased with law enforcement services and the safety of the community, and that the cost of law enforcement has been rising steadily over the past four years.

2019 Sequential Intercept Model Mapping Report

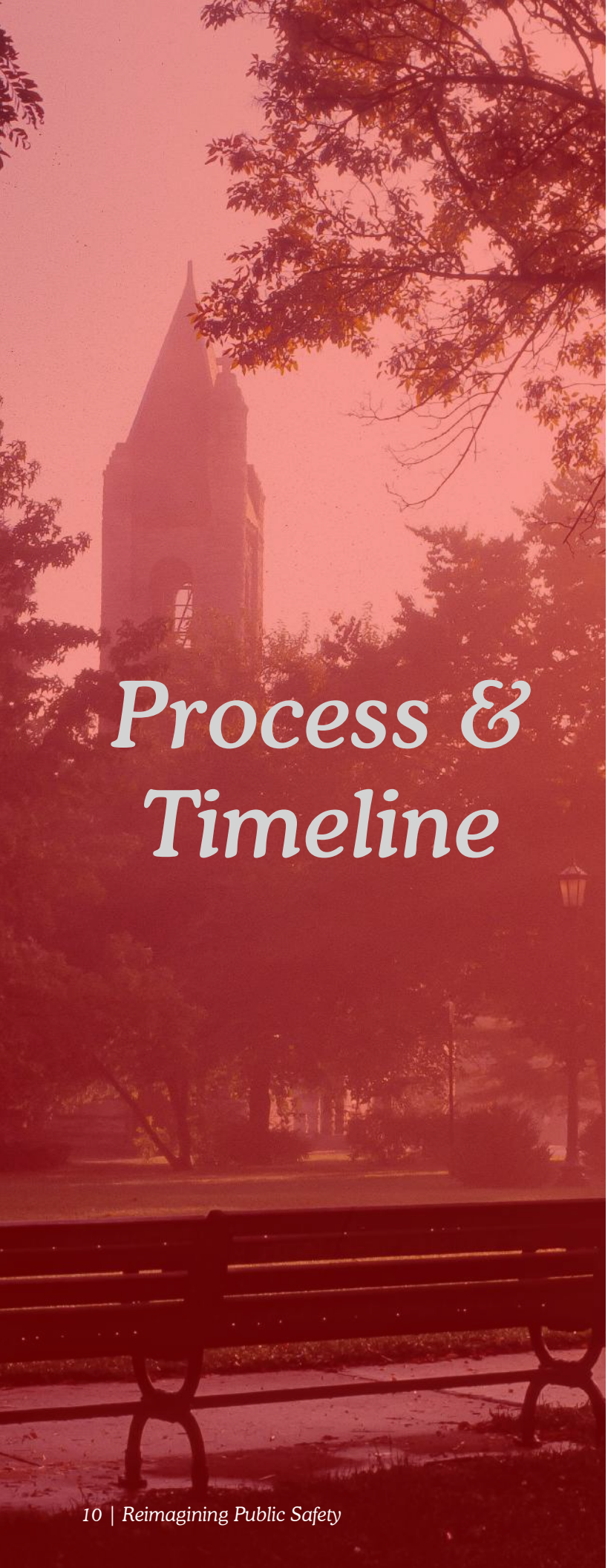
In 2019, a sequential intercept model mapping report for Tompkins County was completed by SAMHSA's GAINS Center for Behavioral Health and Justice Transformation following a workshop from the group. The report develops a map that illustrates how people with behavioral health needs come in contact with and flow through the criminal justice system in Tompkins County. The report further explores resources and gaps at each intercept in the map.

Many community members were involved in the creation of these reports, and the reports were made available to inform the work of the working groups involved in the Reimagining Public Safety Collaborative.



Jurusdictions in Tompkins County

This map, published by Tompkins County was made available on the Reimagining Public Safety website for residents to better understand the various policing jurisdictions throughout the County.



Process & Timeline

Introduction

Executive Order 203 was announced by New York State Governor Andrew Cuomo on June 12, 2020, following several high-profile police killings of Black people and protests in a movement that spanned the globe. On August 17th, The Governor's office provided a guidebook that offered a framework and topics for consideration by local police departments, elected officials and citizens as they develop their local plans for reform. Parallel to the August 17th guidance document, Cuomo issued a letter to all jurisdictions with police departments with a reminder that they must adopt a plan for reform by April 1, 2021, to be eligible for future state funding (Appendix item number 10).

The announcement of the Collaborative followed a previous announcement and kick-off meeting held by City of Ithaca Mayor Svante Myrick on August 6th, and various multi-municipality conversations convened by Tompkins County.

City and County leaders quickly recognized the interdependent relationship between the Tompkins County Sheriff's Office, the Ithaca Police Department, and the larger public safety ecosystem within the two municipalities. As a result, City and County leaders determined the most effective path forward would require a collaborative approach to address structural barriers, acknowledge past failures, and engage community residents in a meaningful manner that facilitates trust and ensures accountability. The Collaborative was envisioned as a process to allow for more systemic, substantial, and sustainable changes in the wider public safety system, rather than just reforming or reinventing police. The City of Ithaca & Tompkins County announced the Reimagining Public Safety Collaborative on September 16.

Working Groups

Working groups were assembled as a way to organize the reimagining process in a manner that would support the development of a comprehensive response to the executive order (a document shared with the community outlining the working groups and their membership can be found in the appendix, item number 8). Working group members were identified based upon content expertise, role within the system, and ability to address and implement solutions. These groups were designed to gather information and examine critical functional areas within law enforcement. Based upon the executive order, five working groups including an internal resource group, a group designed to share information between working group members, were developed and were guided by the following shared principles:

Operate transparently;

June 12, 2020 | *Executive Order 203 Issued by New York Governor Andrew Cuomo*

August 7, 2020 | *City of Ithaca Mayor Svante Myrick Holds Kick-Off Event for City Residents*

August 17, 2020 | *Governor Cuomo Issues Additional Guidance on Executive Order, Letter to Municipalities*

September 11, 2020 | *City of Ithaca Requests Involvement from Center for Policing Equity*

September 16, 2020 | *Tompkins County & City of Ithaca Announce "Public Safety Reform" Collaborative*

October 8, 2020 | *Collaborative's Public Engagement Process Begins*



October 29, 2020 | *Forum held with Former New Jersey Attorney General Anne Milgram to Share Successes from Camden, N.J.*

Continued on p.13

Gather information, center community voices, experiences, and perspectives in the production of a proposal to reimagine and implement public safety services that produce equitable and just outcomes; and

Contribute working group findings, recommendations, and data, to the Reimagining plan by the designated deadline

Working Group Responsibilities & Deliverables

Leadership/Administration/Budget: The purpose of this Working Group was designed to analyze, respond to, and make decisions based upon the information and proposals brought forth by the other Working Groups (i.e., Law Enforcement, Community, IT, etc.). This group included several decision-makers from the County and City and will be responsible for understanding the broader implications, impacts, and interactions of public safety reforms on the community, including how each distinct reform measure might affect one another. This Working Group was also responsible for any budgetary matters stemming from proposed public safety reforms, as some steps may require an addition, reallocation, or reduction of funds.

Deliverables: Synthesize input and produced the overall plan for approval, dissemination, and implementation

Communications/Community Working Group: To develop an inclusive process to obtain key stakeholder input in the design of a comprehensive Public Safety Reform that fosters mutual trust and respect between the community and law enforcement, and provides for an environment where communities of color feel protected and served by local law enforcement. The group was also charged with the development of a two-way communication strategy that consistently informs key stakeholders.

Deliverables: Communication Plan including the structure for Community Voices, community informationals, focus group protocol and questions, selection and training of facilitators, and data from the focus groups, interviews, and surveys

Law Enforcement/Public Safety: To collaborate with the community in a process that reimagines current public safety structures, staffing models, policies, and policing services in order to create an equitable public safety response system/process that will reduce and ultimately eliminate racially disparate outcomes and build community trust. This group was also charged with identifying public safety models that provide community-inclusive responses. At the end of the process, the committee will provide a roadmap/timeline for the implementation and measurement of the new system(s).

Deliverables: Provided reports of new models for public safety for consideration by both the Sheriff and Police departments

IT/Data Analysis: This group conducted an assessment of data systems and data gaps to identify the necessary requirements to support the new public safety proposal. This group will also provide requested data to the community to inform decision-making during the collaborative process and assist with determining any new needs for the process of democratizing data.

Deliverables: Shared data protocol to include an approval process, recommended dashboard, map towards strengthening integration and sharing of data within the organizations.

Academic/Research Group: To collaborate with the community and the law enforcement/public safety committee to provide guidance and provide evidence-based practices, relevant science, and the creation of data metrics, and analysis in support of new public safety systems/initiatives.

Deliverables: Analysis of qualitative data including Community Voices, interviews, focus groups, data received from informational sessions, and surveys.

Upon completion of working group deliverables, members were notified that their working group deliverables were complete and continued to receive project updates as the process continued. The working groups served as a safe space for candid discussions within the process and produced the process goals, however; City/County leaders and process managers acknowledge the concerns raised by members of the community that working groups were exclusive and the need for opportunities to collaborate with other community leaders and groups were expressed.

Methods, Community Input and Public Forums, and Community Narratives

Methods

The Reimagining Public Safety Process included various methods of community engagement and data collection that were designed to include key stakeholder input. The methods deployed were to garner critical feedback among the entire community while recognizing Executive Order 203 required a comprehensive community response that prioritized minoritized voices. Methods utilized in this process sought feedback aimed to cultivate an environment where marginalized communities, specifically but not limited to, communities of color, unhoused populations, and previously incarcerated individuals, feel protected and served by local law enforcement.

The methods for this process were developed and operationalized through both of the Community/ Communications and Academic and Research Working Groups, whose purposes and deliverables are described in the section above. City and County leaders hosted multiple town hall forums to provide foundational information about local public safety services. Methods were used to ensure marginalized voices in the community were elevated and not overlooked.

To promote equity in the data collection process, the Community/Communications Work Group developed a recruitment strategy necessary to engage the broader City of Ithaca and Tompkins County community - especially including the most vulnerable populations whose voices are too often excluded. The goal was to collect input from those who have direct experience with police. In addition, the goal is to over-sample from specific communities, including but not limited to the following: BIPoC Residents, Returning Citizens, College-Age Persons, LGBTQ community, Immigrants, Persons with Disabilities, Persons with Mental Health Concerns, Persons who are Unhoused, Persons who struggle with Substance Abuse, etc. Additionally, there were focus groups targeting participants serving in the law enforcement system including Union Law Enforcement, Tompkins County Sheriff Office Officers, Tompkins County Sheriff Office Sergeants and Above, Ithaca Police Department Officers, Ithaca Police Department Sergeants and Assistant District Attorney.

Community/Communications Working Group members worked from the philosophy of recruiting individuals through personal contacts - this is especially true to recruit individuals from vulnerable communities. This philosophy was based on their personal experiences and proved fruitful in encouraging people to participate. Various members of this working group had trusting relationships with identified populations and/or had strong affiliations with identified associations and communities. Additionally, targeted social media and listserv postings were utilized.

To achieve the goal of engaging residents from all communities while focusing on marginalized populations, the Community/Communications Workgroup solicited the following input and data:

General Community Input – General community input was gathered through Community Voices (Zoom forums) and through electronic and paper surveys. Each input effort was employed to allow a large sample of the general population to provide input on reimagining public safety. Optional demographic data was collected from residents whenever possible.

Focus Groups - There were 21 targeted focus groups

held including focus groups for vulnerable populations and those serving in the public safety system. The majority of focus groups were conducted virtually. Focus groups were facilitated and structured by three to four questions. Responses were documented and, when and where possible demographic data was collected in each session. Focus groups that could not be conducted virtually for those without access to technology were held using safety protocols in line with the Tompkins County Health Department.

Individual Interviews - Individual Interviews were used to reach the most vulnerable populations in our community. Members of the Communication & Community Working Group assisted with personal outreach.

Due to the sensitive nature and fear of retribution from law enforcement (real or perceived), no focus group or interview were recorded and transcribed. All focus groups and interviews used scribes to capture detailed notes. Community input forums, focus groups and interviews were held from November 2020 through December 2020 and input and data received was submitted to the Academic/Research Group for review, analysis, findings and solutions recommended by the community.

The notes from each focus group and interview were analyzed and broken into narrative passages in the research report that represented similar concepts. These passages were then coded by theme (e.g. solutions) and further reviewed to and modified into more precise subthemes (e.g. solutions – training). In this process some codes were combined, and others eliminated if it was determined that not enough participants from various focus groups referenced that theme. The key findings to be presented in this report represent themes that were expressed in a majority of focus groups by at least 2 or more members across focus groups. Unless relevant to the finding, the focus groups were not connected with any of the expressed themes. This was done to protect the anonymity of participants.

To review the full research report including the methodology for the process, review Reimagining Public Safety: Findings from Qualitative Data and Community Input in Appendix item number 2.

Community Input and Public Forums

The Collaborative organized a comprehensive community engagement process, utilizing a combination of feedback forums including spaces for vocal advocates for change alongside targeted focus groups conducted to ensure vulnerable populations with lived experiences were elevated and uninhibited. All engagement efforts produced qualitative data, with focus groups most rigorously analyzed by researchers because they targeted underrepresented voices and the narrative of the majority

Continued from p.11

November 2 - December 31, 2020 | *Survey Offered For Community Input*



November 6 - December 5, 2020 | *Community Voices Town Halls Held*

November 16 - December 21, 2020 | *Focus Groups Conducted*



December 11, 18, 2020 | *County & City Officials Host Forums to Answer Questions, Provide Process Updates*

February 22, 2020 | *Draft Report Released to Community*

population had resounded throughout the process.

There were various prompts offered to the community throughout the process in surveys, forums, and focus groups. Each method offered different prompts all centered around the same theme of:

What do we need to know to reimagine public safety in Ithaca and Tompkins County?

Kick-Off with Mayor Svante Myrick

Before the organization of the Collaborative, City of Ithaca Mayor Svante Myrick held a kick-off event of City residents interested in participating in the process and providing input on the process. The August 7th event engaged over 70 residents, and followed a survey asking the question "If you could snap your fingers and make any three changes to the City of Ithaca Police Department - what three changes would you make?" The results of the survey were also published on the City's website (Appendix item number 11). Soon after this initial City kick-off, the Collaborative was proposed to create this report encompassing both the City and County process and recommendations.

Website and Materials Published

Following the announcement of the Collaborative a centralized webpage was published through Tompkins County. The webpage included details on the process, background documents, and a hub for announcements from the Collaborative.

The Collaborative sought to address not only policing and law enforcement, but to explain and reimagine the wider public safety system in Ithaca and Tompkins County. Early on, the County published a document that broke down each of the Public Safety departments, highlighting their respective responsibilities, budgets, and jurisdictions (appendix item number 9)

Other materials published on the web page included contracts with law enforcement agencies and PDFs of the presentations featured in other forums.

The news section of the web page hosted each of the announcements and press releases throughout the process, and as additional forums were added they were published on the web page.

The website URL where this information is published is:
https://www.tompkinscountyny.gov/ctyadmin/reimaginepublicsafety

Tompkins County Initiates Survey on Relationship with Law Enforcement and Police Reform Criminal Justice

To begin gathering wide-scale community input on relationships with law enforcement and ideas to reimagine public safety, Tompkins County initiated a survey open to residents from October 9 through October 30. This survey was designed before the frame of the process was changed to "Reimagining Public Safety." The questions posed in the survey were developed by County staff and several legislators. The survey received 257 responses. The research portion of this process examined these responses and determined that the data was comparatively unreliable due to respondents' ability to respond more than once, and the unscientific development of the survey questions.

Forum Responding to County Survey Input

On October 15, 2020, County Administrator Jason Molino held a public forum where he synthesized the results from this survey and shared back themes to the community. Although the survey response data was deemed unreliable by the researchers, It should be noted that many of the themes presented by Molino following the survey were shared by community members in other forums including Community Voices forums.

Forums

The Collaborative hosted other forums with key leaders in policing and public safety; City of Ithaca Police Chief Dennis Nayor, Tompkins County Sheriff Derek Osborne, and Mental Health Commissioner and Public Health Director Frank Kruppa. Each of these forums featured powerpoint presentations on the responsibilities and activities of the departments related to law enforcement and public safety.

Questions from the community were posed to leaders in each forum to be answered live.

Chief Nayor's presentation gave an overview of the department's budget, staffing, and crime statistics. The presentation also included information on the department's training, use of force statistics, and community outreach efforts. Chief Nayor's presentation drew wide interest, totaling over 530 views at the time of publishing this report. Sheriff Osborne's presentation was titled, "Experience from the past. Vision for the Future." and followed a similar format to Chief Nayor's, explaining the office's budget, staffing statistics, and community engagement efforts. The Sheriff additionally cited hiring practices and policy development and transparency efforts.

Frank Kruppa's presentation explained mental health emergency and crisis services and offered space for live questions from community members through a Zoom webinar. The presentation explained how the County Mental Health Department works with law enforcement, including the Mobile Crisis Team and involvement with the Crisis Negotiation Team (CNT). Kruppa also detailed the merger of the Public and Mental Health departments focused on addressing social determinants of health and critical community partnerships relevant to their work.

In late October, the Collaborative hosted former New Jersey Attorney General Anne Milgram in a virtual forum on the successes she helped to usher in for the Camden N.J. Police Department. Milgram gave examples of how Camden was successful using data-driven interventions and alternative response models to reduce crime and increase community engagement and trust with police. Milgram also took questions live from members of the



Dozens of posters were distributed throughout the Downtown, Northside, and Southside neighborhoods of Ithaca issuing a call to action to participate through the survey and community voices forums.

Ithaca and Tompkins County community.

Each of these forums were delivered to inform the public of the workings of key public safety entities, answer questions live, and to encourage informed input throughout the process. Each of the forums was live streamed and subsequently archived on the Reimagining Public Safety YouTube playlist.

Community Voices Public Forums

While other methods of receiving input were designed based on proven research methods, a need arose for a public outlet for community input and feedback on the Reimagining process. Community protests in response to high profile police killings of Black Americans across the U.S. occurred frequently during the time of the process and residents loudly shared that they felt their voices were not being heard for both immediate feedback on policing and input for longer term change. The Collaborative recognized the visibility of the livestreamed forums held by public officials and offered the same platform to community members to share their input on reimagining public safety. The Community Voices forums were held on the Zoom webinar platform and simulcast to Tompkins County's YouTube channel and are archived there. City and County leadership and working group members were encouraged to listen to the perspectives and input shared by members of the community during these forums. Residents seeking to share their input were invited to speak one-by-one for two minutes, once per forum.

These forums were held digitally due to the COVID-19 pandemic and the restrictions on in-person gatherings. Live Zoom attendance at the forums ranged from 15-50 participants with less than half of the attendees choosing to speak. The forums have received hundreds of views on YouTube where the streams were offered live and are archived.

Forums to respond to questions, provide updates, with all four leaders

Throughout the Community Voices forums, frustration was expressed by participants that City and County officials were not answering questions live, on both the Reimagining efforts and recent community interactions with the police and other ongoing community concerns. County Administrator Molino, Mayor Myrick, Sheriff Osborne, and Chief Nayor held two "County & City Officials Town Halls" where they offered perspectives on the process and answered community questions that had been both shared throughout the process and live during the previous Community Voices forums.

Community Narratives & Themes

Engaging and hearing voices of residents, specifically marginalized voices, served as the central focus for the reimagining process. As discussed in the methods section, there were targeted focus groups with vulnerable populations and law enforcement groups, individual interviews and community input. This section illuminates the feedback received, themes that emerged and solutions identified by residents of the community.

Executive Order 203 specified the communities examine

the disproportionate adverse impact on vulnerable populations, specifically communities of color, and the following list of targeted groups lent their voices to the process.

List of Targeted Focus groups (in no particular order):

- Community Veterans
- Returning Citizens (formerly incarcerated persons)
- Persons with Disabilities
- Lesbian, Gay, Bisexual, Transgender, Queer + Community
- Latinx Community (x2)
- Immigrant Community
- College Students
- Community Leaders of Color
- Black Women
- Black Community (x2)
- Asian and Asian American Community
- Indigenous Community
- Houseless Community

Limitations of Targeted Focus Groups

The most obvious limitation of the targeted focus groups was difficulty in recruitment. In nearly all focus group communities, our recruitment efforts were restricted by the sustained skepticism of the Reimagining Public Safety process. The overwhelming view of the process was that it was performative and that nothing would come of it. This negative reception, significantly impacted recruitment efforts of the very participants the Executive Order dictates (i.e. communities most impacted and marginalized). While we were able to overcome this obstacle for some, we did have numerous respondents refuse to participate because of a lack of trust in the process and/or because they had participated in previous efforts and have yet to witness notable systemic changes.

Also impacting recruitment were the ongoing effects of the COVID-19 global pandemic. Social distancing and other safety protocols made completing in-person interviews and focus groups difficult. Health and safety protocols also severely limited the most effective methods of recruitment, personal connections. At the same time, the virtual formats increased the participation of some respondents who said they would not have been able to attend something in town, but could more easily be available on Zoom.

While qualitative data helps gain insight into the everyday realities of targeted populations' experiences with law enforcement, the data collected do not constitute a population sample and therefore do not allow us to make generalization. As stated above about other forms of data, the findings from the focus groups should be situated within a larger context provided by past local and national research. Such research, however, should not overshadow the voices of the very people we were tasked to amplify in Executive Order 203. Rather, the two sources should be in conversation with one another so that data driven solutions that take into account the specific needs of minoritized populations in Tompkins County can be found. Additionally, the relatively manageable size of the Ithaca Police Department and the Tompkins County Sheriff Department provide opportunities far more difficult to enact in much larger communities.

Targeted Focus Groups - Key Themes:

The following themes are based on the analysis of data gathered through the targeted focus groups. Each of the following themes were mentioned often enough to deserve their own themes.

- Respondents feel disrespected by police during everyday interactions whether or not those interactions lead to citation.
- BIPOC respondents are hyper-aware of racial tensions in Ithaca and on the national scene. That awareness is a factor in respondents' decision-making process on whether or not to call law enforcement.
- Respondents in several focus groups expressed a preference handling unlawful situations themselves rather than call the police (self-policing).
- Respondents express a lack of trust between marginalized people and law enforcement.
- Respondents express distrust in the Reimagining Public Safety process, explicitly questioning whether anything will come of the report.
- Respondents do not think that law enforcement know how to de-escalate situations. Those beliefs are based on experience with law enforcement and further the practice of self- policing.
- Respondents do not think that law enforcement know how to deal with situations involving: people living with mental health issues, who are detoxing, people living with visible and invisible disabilities, and members of the LGBT+ community, specifically transgender individuals.
- Respondents expressed not feeling safe going to the police for help. They questioned the "serve" in "protect and serve."
- Respondents in all targeted focus groups acknowledged the difficult work of law enforcement.
- Respondents mentioned a number of solutions that were directly related to improving their experiences with law enforcement.

Subthemes & Solutions: the following subthemes are also based on the analysis of data gathered through the targeted focus groups. Each of the following themes were mentioned often enough to be classified as possible "solutions" or reinvention measures.

- Ongoing Training (see types of training below). There was a repeated focus on training and "retraining" officers. This was connected to a desire for a shift policing culture and participants' desire to change how officers carried out the duties of the job.

Training needs to be ongoing not one-time offerings.

There needs to be transparency in the content being taught in training. There needs to be accountability in training participation and attendance. Most Commonly Recommended Types of Training:

- De-escalation techniques
- Assessing situations
- History of police/policing
- Trauma informed policing
- Mental health and identifying and dealing with people living with mental health issues
- Identifying and interacting with people who are detoxing
- Identifying and interacting with people living with visible and invisible disabilities
- Interacting with the public and using respectful communication
- Anti-Bias, specifically with the County's LGBTQ+ community
- Anti-racism training, specifically what it means to be Black in the U.S.

- Community Building: law enforcement needs to be in and know the community. Officers should live in the community they police.
- Accountability: There should be more oversight by community members, community board, or a third party.
- Law enforcement should collaborate with or have mental health professionals on staff.
- The standards for becoming an officer should be raised.
- The community should actively participate in the hiring of officers.
- Law enforcement should reflect the community in terms of both race/ethnicity and gender.
- Institute restorative justice practices.
- Increase the availability of mental health services for Police.
- Law enforcement should collaborate with other social service agencies.
- Redistribute resources from police to agencies that are working to alleviate core issues of inequality (e.g. poverty, housing inequities, racial injustice, etc.)

In addition to targeted focus groups for vulnerable populations, there were multiple focus groups held within the law enforcement system as officers and those serving within the system have a unique perspective and are key stakeholders in the process.

List of Law Enforcement Focus Groups (in no particular order):

- Union Law Enforcement
- Tompkins County Sheriff Office Officers
- Tompkins County Sheriff Office Sergeants and Above
- Ithaca Police Department Officers
- Ithaca Police Department Sergeants and above
- Assistant District Attorney
- Public Defenders

Law Enforcement Focus Groups - Key Themes:

The following themes are based on the analysis of data gathered through the law enforcement focus groups.

- Respondents expressed appreciation for being included in the Reimagining Public Safety process.
- Respondents expressed frustration that the public does not understand what their job entails.
- Respondents cited limited staffing as an obstacle to continuing education (i.e. training) and attending/ organizing community events.
- Respondents acknowledge the need to build trust with the community.
- Law enforcement officers think they are being unfairly targeted by public.
- Law enforcement officers report being supported by the majority of the community and believe dissent is from a vocal minority.
- IPD report that they are doing their job well and already do everything outlined in the Executive Order 203.
- Law Enforcement express not feeling supported by elected officials.
- Several groups mentioned the detrimental effects of not having a Union contract.
- Respondents mentioned a number of solutions to the issues they identified.

Law Enforcement Focus Groups - Subtheme & Solutions:

- Law enforcement respondents express needing more resources in the form of money and staffing.
- The public needs to be educated on what law enforcement do and the broad range expectations and service calls as well as the existence and specifics of transparency mechanisms
- There needs to be better coordination with social service departments and those agencies also need to be held accountable.
- Develop alternatives to 911 and/or allow operators to dispatch personnel from other agencies.
- Develop mechanisms for efficiencies that would free up staff (e.g. streamline arrests and arraignment processes, eliminate handwritten reports, etc.)

Individual Interviews - Key Themes:

The participants who were individually interviewed were actively recruited and included participants who were less likely to attend a Zoom focus group and who had interactions with law enforcement. Much of the data from these interviews reflects the targeted focus groups.

Still, below is a brief summary of the most commonly stated themes collected from individual interviews.

- Community Connection was without question the most often discussed theme - There were numerous comments and statements discussing a need for change in community engagement. This is key. As one participant stated, “More community, More community.”
- Accountability - This was a clear comment from participants about lack of police accountability. There was a desire for police accountability. If – or when – police act inappropriately, law enforcement “should be treated the same as people if they break the law.”
- Violence, Racism and Sexism: There were significant statements about violence: Interactions with police are violent; Police treat Black and brown people differently; People of color treated differently; Rich and poor are treated differently; Women are treated poorly; and more
- There was a call for law enforcement to set an example – “protect and serve.”
- Some participants acknowledged the need for law enforcement: i.e. We need police; You can’t bash all police; I want to feel safe calling the police.
- There was a call for training and education: better training and education is needed; Police need to be required to attend community training sessions; and more.
- Drugs: there were a number of comments about the needle exchange program; “We have a significant drug problem.”
- Other Comments: Defunding is an option; Cornell should be funding programs; Communities are policing themselves; Nearly all interactions are during crime responses, never just in the community; and more.

Limitations of Community Input

The quick turnaround set by the Executive Order did not allow the researchers to follow standard research methods for qualitative data collection. Because of this, the information gathered during this process should not be viewed as equally valid. For example, the community input, while informative, should not be understood as representing all community voices. There is very little quality control of the community input. We have little to no demographic or geographic information on respondents who participated in the community input process, making it impossible to judge whether the respondents are representative of the broader Ithaca community or are primarily members of a single demographic.

Additionally, we were able to identify some individual participation in more than one community input session, which raised questions of whether the other forms of input came from unique participants. For example, some participants spoke at multiple Community Voices forums; sent email messages; left a voicemail; and sent a letter on behalf of an organization. The potential for repetition, unfacilitated process and lack of quality control limits the usefulness of the information gathered through these venues. Despite this, we analyzed the information in the same manner outlined for the focus groups in order to identify areas of overlap and departure from the systematically collected focus group and interview data.

Community Input - Key Themes:

Below is a brief summary of the key themes when combining all of the community input.

Again, there is wide-spread critique, criticism and skepticism of the Reimagining Public Safety Process. This is a common theme found in nearly every community input modality (surveys, community voice events; emails; questionnaire; voicemails, and more).

- Abolish the Police: there was a call for abolishing the police and instituting forms of restorative justice.
- Defund the Police: there were numerous calls for budgetary re-allocation and redistribution of city/ county resources
- De-militarize: there were many references to the military-grade weapons and IPD SWAT Mobile Command as well as calls to challenge the hyper-masculine and violent culture community members believe are embedded in current law enforcement.
- Accountability: there were calls for transparency in investigations, terminations and accountability of officers. This included more authority granted to Community Police Boards.
- Training: there was a strong request for trainings and re-education of law enforcement officers.
- Law Enforcement is not supported. There was community input recommending additional support and resources for local law enforcement agencies.

Overlapping Themes from Targeted Focus Groups & Law Enforcement Focus Groups:

There are overlapping themes between the targeted focus groups and the law enforcement groups. Below is an attempt to capture some of these intersecting themes and solutions. This is an area of nuance and needs additional context to be most useful.

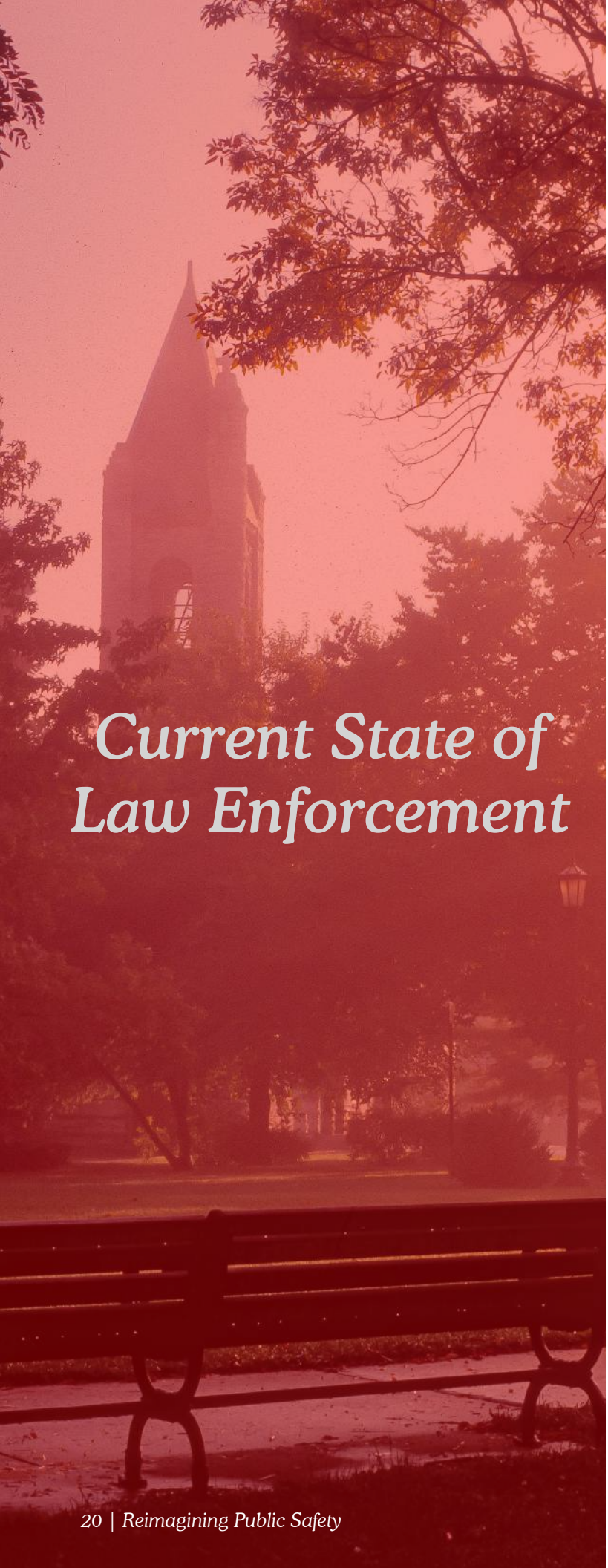
- Few people who participated in the Reimagining Public Safety trust the process. This is key. Before finding any solutions to create trust between law enforcement and the community … or the community and law enforcement … there is a need to improve trust in a process that states this as a top priority.
- Both respondents from targeted focus groups and law enforcement want to build relationships (e.g. get back to BBQs, etc.) and build/rebuild trust.
- Both targeted focus groups and law enforcement think the other needs education.

- Both respondents from targeted focus groups and law enforcement agree that the lack of trust is a major issue that needs to be addressed to move forward.

Tensions revealed in the data and input:

- The clearest tension point focuses on what many participants expressed as the need for a redistribution of funding from policing and toward social services that address structural inequality. At the same time, law enforcement stated that, to do the work required to build trust, there is a need for increased resources / staff.
- Although many focus group respondents suggested more collaboration between police officers and social service agencies, some officers question whether those agencies would handle calls any better and have accountability mechanisms of their own. Many also mentioned that officers would still need to respond alongside them an agency representative to protect them from potential violence.
- There is disagreement as to whether law enforcement needs to respond to all fire, mental health, domestic disputes, and medical emergencies.
- There is a tension point about Ithaca / Tompkins County being more “progressive” in words / policies than in outcomes / practices.

As one may expect, there is considerable repetition in some of the suggested solutions between the focus groups, individual interviews, and community input. Many of these solutions have also been mentioned in previous reports (see Appendix H in Appendix item number 2). It is clear from the findings presented here, as well as past research, that a reinvention of law enforcement requires a commitment to systemic change on the part of both the Ithaca/Tompkins County community and law enforcement. In order to honor those who shared their experiences, insights and knowledge, a long-term dedication and collaboration is necessary to reimagine public safety.



Current State of Law Enforcement

Executive Order 203 Themes

Executive Order 203 required jurisdictions to examine service delivery using the themes bulleted below. The section outlines the responses provided by the Ithaca Police Department and the Tompkins County Sheriff's Office. This section also identifies the current state of affairs and lays the foundation for recommendations for a reimagined landscape for residents.

- Determining the Role of the Police
- Employing Smart and Effective Policing Standards and Strategies
- Fostering Community-Oriented Leadership, Culture and Accountability
- Recruitment and Retention

The first half of this section is the Ithaca Police Department response followed by the Tompkins County Sheriff's Office using the same thematic sequence.

Ithaca Police Department

Determining the Role of the Police

Function and Jurisdiction

The role of police for the City of Ithaca Police Department is to provide 24/7/365 police services to the Ithaca Community. The Department responds to approximately 20,000 calls for service annually and has a full-time investigations division to investigate felony-level cases, collect evidence, gather intelligence on crimes that have occurred or which may occur, and provides overall support for the patrol division.

In addition to the Patrol and Investigations divisions, the Department has ancillary units that specialize in the following: high-risk warrant service and response to critical incidents, crime-scene processing, crisis negotiation, recruitment, and various liaison roles (LGBTQ+ and Youth.) As a full-service agency, the Department responds to a great variety of 911 calls that are not criminal in nature and many which classify into the category of "Assist" (medical, mental health, hazard, civil, etc.)

The Department operates under a Guardian and service-oriented mindset, with community policing being a philosophy to which the Department subscribes, and use of force is a last resort. The guardian mindset places emphasis on building trusting relationships with the community, as well as protecting and serving.

Staffing and Budgeting

The total 2021 IPD budget was $12,523,756 and there are currently sixty-three (63) funded sworn officer positions in

IPD of which four (4) are out long term due to injuries and two are out due to disciplinary suspensions. Leadership consists of one chief and two deputy chiefs. Staff officers include four (4) Lieutenants and nine (9) Sergeants.

Ithaca Police Department Demographics

Function	Command	Police Lieutenant	Police Sergeant	Police Officer	Civilian	IPD Total	Sworn Officer Total
Male	3	4	7	37	1	52	51
Female			2	8	7	17	10
Asian				2		2	2
Black		1		6	1	8	7
Hispanic			1	2		3	3
Native American						0	0
White	3	3	8	35	7	56	49

The 2021 funded sworn officer positions represent a reduction of six positions. There are also 8 civilian employees in the 2021 IPD budget, plus funding for 16 part-time school crossing guards.

Employing Smart and Effective Policing Standards & Strategies

Procedural Justice and Community Policing

The Ithaca Police Department recognizes that effective policing requires a strong partnership with the community. The Department continues to develop ways to advance its goals of protecting the community while expanding its efforts towards meaningful engagement with the public it serves. IPD further recognizes that this relationship must be built on trust with all segments of our community. Each and every police interaction with the public shapes that community member's view of IPD. IPD must prioritize officer wellness, appropriate training topics, along with strict enforcement of policies to ensure respectful and professional interactions between officers and the citizens they serve.

The annual training that the Department conducts on implicit bias and procedural justice (through the Department's internal instructors who are state certified to teach this material) is a way in which the officers can build stronger connections with communities of color and vulnerable populations. This reinforces the training that has occurred at the basic academy level and allows the officers to continually monitor their implicit biases and ensure that their treatment to others remains fair and equitable. This also works well because the officers that are hired are brought on due to their innate qualities of fairness, ethical integrity, and a history of treating people with kindness and compassion.

To also foster procedural justice, the Department believes in utilizing harm reduction methods of policing. To support this, Chief Nayor traveled to Seattle in 2020 to learn about the LEAD (Law Enforcement Assisted Diversion) program which will divert those with drug addictions or mental health issues away from the criminal justice system and into a path for treatment. The Department is in the process of getting the program running, with a projected start date of March 2021. Two officers and one supervisor will be assigned to coordinate the program and all officers will be trained in its functions so that the appropriate diversions and referrals occur.

IPD has historically been very involved in community outreach. Much of that outreach has been primarily small-scale events due to staffing constraints. Some of the more notable examples have been the IPD Open House events, community barbeque, National Night Out, Coffee with a Cop, Cool off with the Cops, and numerous other community events.

Reducing Racial Disparities and Increasing Community Trust

Ongoing training in cultural competency (designed to support skills in communicating effectively and appropriately with people from other backgrounds) is a key component of the IPD's training complement. In 2019, the Department engaged in over 518 hours of cultural competency-based training, which ensures that the cultural norms reflect the Department's policies and expectations. Additionally, at several key locations throughout IPD Headquarters, 3'x2' PVC prints containing Sir Robert Peel's Nine Principles of Policing have been conspicuously posted to re-emphasize the Department's cultural expectations. Additionally, an 8'x4' PVC print depicting the police code of ethics was created and conspicuously posted in IPD HQ so that the mission, values, and expectations remain abundantly clear. Of note, the tactical team also conspicuously posts their hierarchy of life in their training facility to clearly define that the public has priority over them.

As a method of demonstrating the Department's commitment to transparency, all uniformed officers are issued Body Worn Cameras, and are required to activate them during all citizen interactions. Officers must also identify themselves by name and badge number when asked and are required to contact a supervisor if a member of the public wants to file a complaint. IPD is currently conducting their own analysis of body camera footage including traffic data. The Department recently completed

a study analyzing the demographics of individuals who were stopped and ticketed by IPD.

Fostering Community-Oriented Leadership, Culture & Accountability

Leadership and Culture

The leadership of the IPD establishes the desired tone for the actions of all members, therefore those promoted to leadership positions within the Department will only be persons who reflect the highest ideals regarding equity, inclusion, diversity, accountability, transparency, community policing, and overall professionalism. For this reason, the Department places a critical emphasis on these qualities when hiring and continues to further develop these assets once in-service. Those promoted will only be those who fully embody these traits. Equally, the Department places the utmost importance upon quickly addressing deviance from these listed ideals through formal counseling, retraining, or discipline.

Even when policies are implemented, clear expectations set, and an ethically and procedurally-just culture established, there may be instances when a member of the Department deviates from these expectations. It is during these times that swift and appropriate action must be taken by leadership, with full transparency demonstrated. This creates a culture of accountability and is essential to establish and maintain public trust.

Tracking, Reviewing, Data, and Accountability

The Ithaca Police Department has not conducted any annual surveys to measure trust prior to the work towards Executive Order 203 and the reimagining efforts. In 2020, the first year-end report for the Department was created and published. This report provides data and previous year comparisons for Incident Based Reporting (IBR) reported offenses, calls for service, arrests, motor vehicle accidents, traffic stops, parking tickets, mental health calls, special details, etc. The subsequent year-end reports will provide a valuable tool to determine crime statistics, call volume, and a variety of other information which will help properly direct the Department's resources.

Any data that the public would like to see would be provided if it was not protected or part of an active investigation. This Department in coordination with the City Attorney's Office works diligently to fulfill FOIL (Freedom of Information Law) requests.

Additionally, the Ithaca Police Department has an assigned Sergeant, the Operation's Sergeant, whose responsibility includes coordinating and tracking the training for the Department, both at the basic academy level and in-service level. This sergeant is responsible for ensuring that all mandated and state required training are successfully completed and that the annual training calendar is made in coordination with the Chiefs' office.

Tracking and Reviewing Use of Force and Identifying Misconduct

One of the most critical areas of importance for any police agency is the use-of-force, and the review thereof GO 3.01 Use of Force. Recently, the Ithaca Police Department updated the Use of Force Policy to prohibit chokeholds and no-knock warrants. These particular policy changes are highlighted due to the recent national discussion regarding excessive use force.

The IPD's use-of -force policy meets the most stringent requirements and is consistent with all legal standards and high court rulings. In the IPD's efforts towards transparency, this policy has been posted to the Department's website so that the community can fully understand the policy which guides the application of force. Anytime force is used, it is reviewed at three levels: Initially by a first line supervisor (sergeant), then by a second line supervisor (lieutenant), and then by a Deputy Chief. If the review indicates anything other than justified/within policy, then any of the following, or a combination of any, will occur:

- Counseling
- Re-training
- Discipline
- Termination

If the Use-of-Force results in the serious physical injury or death of another, the Department will have the incident and the related force reviewed by an outside agency. If a use-of-force situation occurs in which it appears that proper de-escalation did not occur or that an opportunity to use a more harm-reductive method was missed, the Department will build a training around that incident to prevent repeat occurrences. As an additional data set, the Department will begin tracking De-escalation efforts to determine how many incidents were successfully defused via this harm reductive methodology.

To ensure that Officers are holding each other accountable, the Department has a Duty to Intervene Policy which requires officers to intervene and / or report misconduct which they witness. This additional level of accountability is designed to ensure that all officers abide by the standards set forth by policy, rules and regulations, legal standards, and administrative expectations. In notable cases in which misconduct is alleged, the Department will conduct a full and impartial investigation and immediately share that with the Mayor's office. If it is believed that an outside entity would be more appropriate to conduct the investigation, then the matter will be referred to the Community Police Board, the Attorney General's Office, or another Department. In any incident in which there is an officer-involved-shooting, the District Attorney and subsequently the Attorney General's Office will be notified to review the incident.

Internal Accountability for Misconduct

Currently the Department does not utilize formal employee evaluations. Evaluations, however, are an item that is fully supported through the Chiefs' office. The following steps are utilized to ensure that employees are performing at desired levels. Mechanisms toward this include:

- Clear expectations are provided
- A robust Field Training Program is utilized for all new officers and new supervisors
- Counseling to correct minor deficiencies or infractions regularly occurs
- Retraining for issues that can be corrected through training becomes a priority
- Discipline up to and including termination is used to address serious matters
- Praise and letters of commendation for quality work become part of an officer's permanent file
- Awards are given for heroic actions or actions that exceed the normal call for duty (lifesaving)
- A recommendation has been made to allow for several hours of paid leave time to be granted as an incentive for successfully de-escalating a crisis or any other instance of high-quality policing

If an act of misconduct occurs and is substantiated, a review of policy and training will occur to reduce the chance of a similar incident from recurring. Additionally, all internal investigations are categorized by year and by officer. More than one infraction per officer per year becomes color coded to serve as a risk management mechanism. If an officer's actions repeat, it will be quickly observed so that the appropriate discipline or corrective action can be applied.

If an officer is off-duty and commits an act that causes discredit to the Department (i.e. social media post), or an act which violates a law or other Department policy, it will trigger an internal affairs investigation. Although off-duty, the officer can still be subject to discipline.

Of importance to note, the Chief of Police does not have the ability to terminate any officer's employment, even under the most egregious circumstances. The Chief can place an officer on suspension while an internal investigation is occurring, however, as per the collective bargaining agreement (contractual terms and conditions of employment), the suspension is a paid suspension that expires in 30 days. If the investigation is still occurring past 30 days, the City can extend the suspension period, but the paid status remains. If the findings from the investigation reveal violations of policy or law, charges can be brought against the involved officer(s) in the form of a Notice of Discipline (NOD).

The Notice of Discipline will include a description of what is alleged, the policies or laws that were violated, and the penalty sought. The penalty is determined by the Chief and Mayor in accordance with consultation of the City Attorney and outside legal counsel. The degree of discipline is based upon precedence in other similar cases throughout the state, the seriousness of the transgression, the past record of the officer, and the totality of the circumstances. Once the level of discipline is determined (i.e. a letter of reprimand in the officer's permanent file, loss of accrued time, unpaid suspension, demotion, termination, or a combination of any of these) the Notice of Discipline is served upon the officer. The officer at that time has 10 days to decide if he or she will accept the discipline sought or seeks to go to arbitration.

If the officer chooses arbitration, then the officer will either remain in a paid suspension status or may be brought back to work, depending upon the nature of the violation and the discipline type sought. This process remains in effect until the arbitration occurs and the final decision is rendered. This is the process that controls the way in which the Chief of Police and employer can impose discipline.

Citizen Oversight and Other External Accountability

The City of Ithaca's Community Police Board is established through the City Charter and comprises a cross-section of the community. The members of the board have the authority to investigate complaints that are directly brought to them from the public (https://www.cityofithaca.org/DocumentCenter/View/8339/Citizen-Compliment-and-Complaint-Form) or can investigate cases that are referred to them from the police department or elected officials.

If a member of the community would like to report a complaint directly to the IPD, they can fill out a form which is located in the lobby of IPD HQ; this form is then delivered to the office of the Deputy Chief of Professional Standards; the complaint is then assigned a report number and investigated. The Department will make the findings known to the complainant and at the discretion of the Mayor and City Attorney, to the public (depending upon the circumstances.) If an anonymous complaint comes to the attention of the Department either from the Tip line or any other source, it will be investigated to the best of the Department's ability.

Data, Technology, and Transparency

Intelligence Led Policing is a proven method to work smarter, not harder. If data is leveraged, it can provide for greater efficiency and crime reduction by allowing for the appropriate placement of resources, the identification of nexuses between suspects, locations, and crimes and the elimination of redundant efforts. The recommendation for a crime analyst has been made to help bring about ILP at IPD and leverage the data in order to become a more efficient Department while creating greater safety within the community. Until data is synthesized into usable intelligence to drive the Department's actions, it is simply raw data.

As a method of demonstrating the Department's commitment to transparency, all uniformed officers are issued Body Worn Cameras, and are required to activate them during all citizen interactions. Officers must also identify themselves by name and badge number when asked and are required to contact a supervisor if a member of the public wants to file a complaint.

To make all policies and procedures known, the Department is working towards disseminating them on the Police Department's page of the City website. Discussions have occurred to request a separate link so that the public will have the ability to view all policies in addition to the Use of Force policy that is currently posted. Priority will be given to the following policies: Body Worn Camera, Investigation of Hate Crimes, Rules of Conduct, etc.

Any additional technology that the Department should seek to utilize would be carefully vetted to ensure that the technology did not violate 4th amendment or other constitutional protections and that it would be acceptable to this community. If a technology appears to have a value towards crime reduction, investigative efficacy, or community safety, it would be reviewed with the Mayor and City Council before incorporated into the Department's policing model. Any proposed new technology that would require integration with any systems hosted by the County would need review and determination of long term impact on County services and shared services model.

Recruitment & Retention

Recruiting a Diverse Workforce

IPD's demographics are not equally aligned with demographics of the community, therefore during the Department's last recruitment drive in 2019-2020, a marketing specialist was hired to increase diversity. The report compiled and completed by Chief Nayor on recruitment, retention, and diversity in August of 2019 detailed multiple avenues by which to expand IPD's diversity. Some of these recommendations included: Traveling to Historically Black Colleges and Universities to recruit diverse candidates of color, coordinate with local NAACP and local groups of diversity for recruitment drives, conduct targeted recruitment to include women, persons of color, Latinx applicants, LGBTQ applicants and other, and proposed recruitment team members should work with those of diverse backgrounds to assist them throughout the phases of applying, testing, interviewing, etc.

As IPD builds its team with new officers, the Department looks for those who have a quality character and who also have diversity within their personal background. In the interview process, the Director of Human Resources and a member of the community are part of the decision-making process.

When the Department promotes, diversity is a key factor. If there is an officer who brings diversity to the role, but will not be selected, the Chief must explain to the Workforce Diversity Advisory Committee (WDAC) why the person with diversity will not be selected. This forms a quality system of checks and balances to ensure that the right person is selected for promotional roles, while also ensuring that efforts to promote those with diversity occurs.

During the hiring process for all officers, all candidates are required to go through an extensive psychological screening to ensure their suitability for this profession. Part of that screening looks for explicit biases, prejudices, or disdain for any group based upon race, religion, creed, sexual orientation, handicap, or other protected status. If there are biases indicated, then that person will not be hired.

Additionally, when officers are hired or promoted, they are placed on probation. During that probationary period, the Department will do everything possible to help them succeed, however if they cannot (for a variety of reasons ranging from competence to rule infractions), the Department will either release them from employment, or restore them to their previous rank. This has occurred several times within the last two years and reinforces the expectations and cultural norms of the IPD.

Training and Continuing Education

This is an essential category to ensure that the Department's actions are professional and that the community feels respected and for officers to realize that the job is not only to protect, but to SERVE and protect. It includes three weeks of mandatory training from the NYS Division of Criminal Justice Services Training curriculum which includes a large component of leadership training. In 2020 and 2021, the Department sent 4 new supervisors to this school, totaling approximately 500 hours of leadership training through this course alone. The Department also just completed a training module on High Impact Leadership training. In 2019 (the last full year of training before the pandemic) the Department's leadership training consisted of 194 hours in:

- Valor Executive Leadership
- FBI National Academy Associates Leadership Forum
- Bureau of Justice Administration's Valor Mid-Level Leadership Workshop
- Transitioning from Peer to Supervisor
- Field Training Officer Course
- Managing the Media Message Leadership Training
- International Association of Chiefs of Police Annual Conference

In 2020, members of the Department also attended the

following leadership trainings:

- PERF: Collaboration; municipal and campus police
- Recruiting and hiring for Law Enforcement
- Safe Street Encounters
- Transformational Leadership (postponed due to covid)

As the Department head, Chief Nayor, has received 16 hours of training from the Racial Equity Institute to understand the history and discrimination regarding race in this country. He has also learned of the tensions within the communities of color from his attendance at the local CLOC meetings, thereby providing a true understanding of the challenges to address. Additionally, the Chief has undergone eight hours of training in "Race, the Power of Illusion" to also properly understand the historical challenges and discrimination faced by persons of color. These training sessions help to guide his leadership and the culture within the Department that is needed to work towards building trust between the Department and persons of color.

Support Officer Wellness and Well-being

The Chief has a strong commitment to officer wellness. The effects of stress and psychological trauma can either be the result of a cumulative effect over time, or an acute onset, such as responding to a heinous crime. When there is an acute onset, the Department will order counseling to ensure that the officer(s) are fit for duty and that they can properly process the event. The Department will provide whatever time off is necessary to allow the officer to recover. Upon return the officer will be monitored by supervisors and members of the team, and if there are indications that more adjustment time is needed, the officer will be reevaluated and likely reassigned or placed on leave for continued recovery.

In addition, the Chief has provided opportunities for the following: Lunch and Learn with local chiropractor for education on wellness and stress management; Free wellness and blood pressure monitoring; Enhanced EAP presentations and frequent administrative promotions of its benefits provided; Expansion of the IPD Peers Support Program; New wellness board installed at IPD with relevant information added regularly; numerous materials provided on meditation and yoga; Suicide intervention workshops offered and helpline placards made available; and has made building modifications to improve working environment

Tompkins County Sheriff's Office

Determining the Role of the Police

Function and Jurisdiction

The Tompkins County's County Sheriff's Office is led by an elected and independent Sheriff who collaborates with the Tompkins County Legislature to serve as co-employers for department staff. In accordance with County and Corrections Law, the functions of the Sheriff include:

- The sheriff shall perform the duties prescribed by law as an officer of the court and conservator of the peace within the county. (County Law, Section 650)
- The sheriff shall serve all civil processes regardless of whether it has been issued by the court. (County Law, Section 650)
- Within ten days after entering upon the duties of the office, the Sheriff shall appoint an Undersheriff to serve during their pleasure. During the absence or inability of the sheriff to act or when a vacancy shall occur in the office of the sheriff, the undersheriff shall, in all things, execute the duties of the Office of Sheriff until a new Sheriff is elected or appointed and has qualified. (County Law, Section 652)
- Except as provided in subdivision two of this section, the sheriff of each county shall have custody of the county jail of such county. (Corrections Law, Section 500-c)

The Sheriff, with the support of the Undersheriff, enact the County and Corrections Law by overseeing the Tompkins County Sheriff's Office to:

- Ensure the Office's mission is executed efficiently and effectively
- Create a vision of the desired future state of the Office
- Develop strategic goals and objectives
- Empower and lead subordinates
- Plan, organize, direct, staff, coordinate, and control all Office functions

The Tompkins County Sheriff's Office is responsible for serving a population of 102,000 residents with four patrol zones over 492 square miles. This responsibility supports the Ithaca Police Department and provides coverage for Village Police Departments as needed. The Tompkins County Sheriff's Office oversees the jail, provides all inmate court and medical transports and is the Civil Office that serves all residents in the City and the County.

Staffing and Budgeting

The Tompkins County Sheriff's Office has an annual operating budget of $11.1 million for the 2021 fiscal year.

This is the total operating budget for the Law Enforcement, Civil, and Corrections Divisions.

The Sheriff's Office includes over 96 employees across all three divisions, of which 44 are sworn police officers (1 Undersheriff, 3 Lieutenants, 6 Sergeants, 4 Investigators, 26 Full Time Deputies, 4 Part Time Deputies), 43 corrections officers (1 Captain, 6 Sergeants, 33 Full Time Corrections Officers, 3 Part Time Corrections Officers), and 9 civilian employees (3 Civil Staff, 1 Full Time Cook, 2 Part Time Cooks, 1 Jail Nurse, 1 Forensic Counselor and 1 Executive Assistant). The Sheriff is supported by the Undersheriff, the Captain of the Corrections Division, and an Executive Assistant. All other positions are unionized.

Tompkins County Sheriff's Office Demographics

Function	Sheriff	Undersheriff	Corrections Officer	Corrections Sergeant	Criminal Investigator	Deputy Sheriff	Lieutenant Deputy Sheriff	Sergeant Deputy Sheriff	Civilian	TCSO Total	Sworn Officer Total
Male	1		25	6	3	25	3	6	2	71	69
Female		1	11			6			4	22	18
Asian			2							2	2
Black			1							1	1
Hispanic										0	0
Native American			1							1	1
Multi (other)			2			1				3	3
White	1	1	31	6	3	30	3	6	6	86	80

This chart highlights current staffing levels but does not reflect current openings in the department.

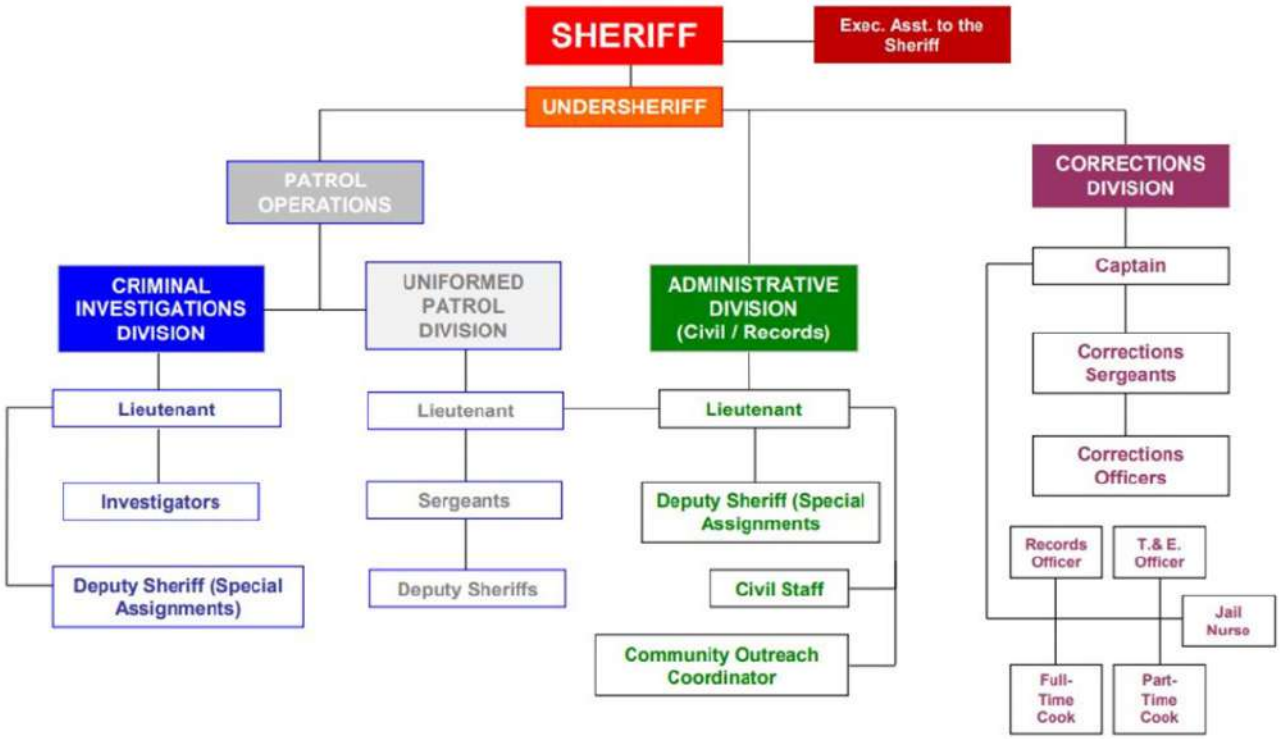
Employing Smart and Effective Policing Standards & Strategies

Procedural Justice and Community Policing

The Sheriff's Office acknowledges that a history of racism nationally and locally impacts how the community views the Office, and that police officers can better serve the community if it has a better understanding of this history. The Sheriff's Office acknowledges the history of minoritized groups, specifically Black people, and others who have faced injustice at the hands of the police. We should never discount the negative experiences of individuals with law enforcement. African-Americans in particular have a history of being marginalized and mistreated by the law enforcement, leading to a lack of trust and resentment. This history is reflected in many people's feelings of law enforcement officials. Controversial uses of force and other incidents have damaged relationships between law enforcement and their communities. In some cases, a perceived egregious act of misconduct by a single officer in another jurisdiction can damage police-community relationships locally; it can also gain nationwide attention and reduce trust of the police generally.

The Sheriff's Office has made procedural justice and community policing a focal point within the recruitment

Tompkins County Sheriff's Office Organizational Chart



and onboarding process. The Sheriff's Office has begun incorporating questions in the hiring process to ensure candidates hired are oriented toward accountability and justice for all. As a part of this process, all new hires are required to meet with the Sheriff and Undersheriff as a part of the onboarding process to communicate and affirm departmental expectations. In addition, the Sheriff's Office has created a supervisory review process that requires first-line supervisors to review random body-cam footage of their subordinates to identify the quality of their interactions. This is documented and forwarded through the chain-of-command for review and quality assurance.

Reducing Racial Disparities and Increasing Community Trust

In addition to an emphasis on procedural justice in recruitment and hiring, the Sheriff's Office has also undertaken an extensive policy review process under the leadership of Sheriff Osborne to uproot and clearly establish expectations for employees to promote equity for all residents. The purpose of these policies is to reaffirm the commitment of the Tompkins County Sheriff's Office to equitable and unbiased policing, to prohibit and prevent biased-based profiling, to clarify the circumstances in which officers can consider race or ethnicity when making law enforcement decisions, and to reinforce procedures that serve to assure the public that we are providing services and enforcing the laws in an equitable and bias-free manner.

Such policies include G.O. 700 Equitable Policing, G.O. 719 Immigration Enforcement, G.O. 720 Interactions with Transgender and Gender Non-Conforming Person, G.O. 722 Responding to Incidents Involving Emotionally Distrubed Person, G.O. 311 Duty to Intervene, G.O. 504 Victim and Witness Services, G.O. 1004 Juvenile Contact & Arrest Procedures, G.O 1007 Investgation of Hate Crimes, and others. These policies can be found on the Sheriff's Office website at: https://www.tompkinscountyny.gov/sheriff/rpofficepolicies

In addition, TCSO often engages with the community regarding additional policy recommendations and/or revisions. The community can access the office's Policy Recommendation submission form on the TCSO website at: https://form.jotform.com/201665504712147. Also on the website is an interactive page that explains the office's Policy Development Process. This link is: https://www.tompkinscountyny.gov/files2/sheriff/Policy%20Review%20Chart%20%283%29.pdf

Since Sheriff Osborne took office TCSO has made becoming accredited by the New York State Division of Criminal Justice Services (NYS DCJS) a priority. TCSO would be the only accredited law enforcement agency in the county and one of only 162 agencies in the state. The Division of Criminal Justice Services Accreditation Program provides structure and guidance for police agencies to evaluate and improve overall performance in areas such as administration, training, and operational standards.

In addition to addressing systemic racism through policy and procedures, the Sheriff's Office has identified collaboration and visibility as central tenets to establishing community trust. The Sheriff has explicitly stated that it is important for law enforcement to be visible in their communities and know their residents as many do not interact with the police outside of enforcement contexts. As a result, TCSO has improved police-community relations to include but are not limited to:

- County Champion Award
- Community Input on naming new Sheriff's Office canine (K-9 Laker)
- Participating on the LGBTQIA & Law Enforcement Relations Subcommittee (Workforce, Diversity and Inclusion Committee)
- Fill the Cruiser Food Drive to benefit St. John's Community Services Shelter
- Sunday Sundaes with the Sheriff
- School Visitation Program
- Holiday Deliveries to the kids housed by DSS (Easter baskets & Christmas stocking)
- Birthday Drive-Bys
- Parade Partner (local child nominated by school gets to ride with the Sheriff in the the local parade)
- Satellite Office in Enfield
- Bicycle Patrol Unit (Will begin in Spring of 2021)
- Attendance at Town/Village Board meetings
- Transitioned all Black patrol vehicles and "ghost lettered" vehicles to less intimidating white paneled vehicles
- Involved stakeholders in policy development

Fostering Community-Oriented Leadership, Culture and Accountability

Leadership and Culture

The Tompkins County Sheriff's Office is committed to posting information on our website detailing use of force statistics, community member complaint resources, policy formulation, the opportunity for policy suggestions and other items. This information can be easily accessed by the community on the TCSO website. The link is as follows: https://www.tompkinscountyny.gov/sheriff/sheriffsofficeaboutus.

Tracking, Reviewing, Data, and Accountability

The President's Task Force on 21st Century Policing recommended that "to embrace a culture of transparency, law enforcement agencies should make all agency policies available for public review and regularly post on the agency's website information about stops, summonses, arrests, reported crime, and other law enforcement data aggregated by demographics." In addition TCSO has

become the first and only Sheriff's Office in New York State to post all office policies on its website. The link is as follows: https://www.tompkinscountyny.gov/sheriff/rpofficepolicies.

On a monthly basis the Sheriff's Office participates in the Public Safety Committee meeting. This meeting is open to the public and the Sheriff's Office submits a monthly report for review. This report includes jail statistics, arrest statistics, training attended, and office events/activities. Archived meetings can be viewed at the following link: http://tompkinscountyny.iqm2.com/Citizens/Default.aspx

In 2019, the Sheriff's Office purchased PowerDMS. PowerDMS is a management system that streamlines policy, training and accreditation lifecycles. It condenses binders of paper into a single, searchable online source that automatically disseminates, collects signatures on, and tracks our office's important policies and procedures. It drives real accountability with electronic signature tracking, delivers training videos and PowerPoint presentation online, saves on overtime by reducing the number of in-person training hours, creates tests and quizzes to ensure officers know and understand policies and procedures, reduces the cost and complexity of paper, etc. See the following link for benefits (Baltimore PD): https://www.powerdms.com/baltimore-pd-press-conference/

Under GO. 213 Incident Reporting/Records Management monthly and yearly statistical and data summaries are required to be completed and reviewed.

Monthly Summaries and Reports:

- The Road Patrol Lieutenant is responsible for providing a report of statistics for calls for service to the Undersheriff on a monthly basis.
- The Criminal Investigations Division Lieutenant is responsible for providing a report of assigned/closed investigations by the CID to the Undersheriff on a monthly basis.
- The Civil Division Lieutenant is responsible for the monthly Incident Bias Reporting.

Yearly Reports:

- The Undersheriff is responsible to provide a yearly report to include a summary of all defensive action reports.
- The Undersheriff is responsible to provide a yearly report to include a summary of all internal affairs investigations.
- The Senior Firearms Instructor is responsible to provide a yearly firearms report to include courses completed, scores and suggested areas of concentration for the following year.
- The Training Coordinator is responsible to provide a yearly training report.
- The Warrant Control Officer is responsible for providing a bi-annual report of all active Warrants.
- The Office of the Sheriff is responsible to provide an annual yearly report.
- The Sheriff's Office is committed to working with our current records management system, County IT department and local higher education institutions to develop methods/systems to collect and aggregate better data on community and law enforcement interactions.

Under G.O. 705 Use of On-Body Recording Devices supervisors are required to:

- Review complete recordings of assigned personnel listed in any misconduct complaint made to supervisory and/or Command personnel "at the scene," or later by telephone, writing, voice mail, or other method, which would not normally be assigned to Internal Affairs.
- Review recordings of assigned personnel involving injuries, uses of force, shows of force, or foot pursuits.
- Additionally review at least two videos per month of each officer under their direct supervision. Sergeants should spend approximately 7-10 minutes reviewing each video, and may advance or fast forward the video to target review of interactions that could be helpful in ongoing evaluation and supervision, as described below.

Sergeants shall document the review in the notes section of the Axon program and on the Supervisor Monthly OBRD Review Report, including what portions of a video were reviewed. Sergeants will use any feedback obtained from these reviews for the officers in their employee work plans. Sergeants shall target the following topics in the videos they review:

- Constitutional policing;
- Officer conduct (showing respect toward and acting professionally in dealing with the public);
- Domestic violence response;
- Tactics, including officer safety;
- Initial contacts with subject(s) during calls for service including the circumstances giving rise to the encounter and legal basis for the stop;
- For encounters that end in arrest, the entire encounter from initial contact to the subject being placed in a patrol vehicle;
- Interaction with subject(s) during investigative detention or pat downs for weapons;
- Interaction and communication with subject(s) in crisis;
- Interaction with occupants during vehicle stops; and
- Interactions with offenders and victims during the investigative phase of a Calls for Service.

Tracking and Reviewing Use of Force and Identifying Misconduct

The main responsibility of the Sheriff's Office is to protect the life and property of civilians. In compliance with applicable law, officers shall use only the amount of force necessary and reasonable to accomplish lawful

objectives and to control a situation, effect an arrest, overcome resistance to arrest, or defend themselves or others from harm. When force is necessary, the degree of force employed should be in direct relationships to the amount of resistance exerted, or the immediate threat to the officers or others. There is a compelling public interest that officers authorized to exercise the use of force do so in an objectively reasonable manner and in a way that does not violate the civil rights guaranteed by our Constitution and applicable law. Officers who use excessive or unjustified force degrade the confidence of the community that they serve, undermine the legitimacy of police officers' authority, and hinder the Office's ability to provide effective law enforcement services to the community.

Officers who use excessive or unauthorized force shall be subject to discipline, possible criminal prosecutions, and/or civil liability. The use of force is only authorized when it is objectively reasonable and for a lawful purpose. Accordingly, the Office will thoroughly review and/or investigate all uses of force by officers to assure compliance with all legal requirements and office policy.

Officers shall use advisements, warnings, verbal persuasion, and verbal instructions when possible before resorting to force. When feasible based on the circumstances, officers will use disengagements; area containment; surveillance; waiting on a subject; summoning reinforcements; and/or calling in specialized units, in order to reduce the need for force and thereby increase officer, suspect and civilian safety.

When tactically feasible, an officer will identify him/herself as a police officer and issue verbal commands and warnings prior to the use of force. When feasible, an officer will allow the subject an opportunity to comply with the officer's verbal commands. A verbal warning is not required in circumstances where the officer has to make a split-second decision, or if the officer reasonably believes that issuing the warning would place the safety of the officer or others in jeopardy.

Use of Force Reporting

A use of force reporting system allows for the effective review and analysis of all Office use of force incidents. The reporting system is designed to help identify trends, improve training and officer safety, and provide timely and accurate information to the Office. Officers shall complete the appropriate Office Defensive Action Report whenever they use force against a subject above unresisted handcuffing. This includes the display of and/or use of OC spray, impact weapon, TASER, firearm, or any action that results in or is alleged to have resulted in, injury to or the death of another person. Each member using force against a subject will complete a separate Defensive Action Report. This requirement shall not apply when an officer simply draws any weapon while on scene and is not directly related in controlling the subject.

Supervisor's Responsibilities

When a use of force incident occurs, the shift supervisor has the primary responsibility to make certain that all necessary Defensive Action Report forms are properly completed, reviewed for accuracy, and submitted as required by officers under their command.

The supervisor shall then complete the Defensive Action Report – Administrative Review form and forward it to the Undersheriff through the chain of command. The supervisor shall review the associated OBRD video prior to forwarding the Administrative Review form through the chain of command. This form is for administrative purposes only and shall not be included in the case file.

New York State Executive Order 147

The Attorney General is required to investigate, and if warranted, prosecute certain matters involving the death of an unarmed civilian, whether or not in custody, caused by a law enforcement officer. The Attorney General may also investigate and prosecute in such instances where there is significant question as to whether the civilian was armed and dangerous at the time of his or her death. The Sheriff, or designee, shall be responsible for notification to the District Attorney and coordinating notification to the Attorney General's Office.

Submission to DCJS

The Sheriff or designee will cause all applicable use of force reports generated by this Office to be forwarded to the New York State Division of Criminal Justice Services in such manner prescribed by the Executive Law of New York State Section 837-T.

Duty to Intervene

Any officer present and observing another officer using force that they reasonably believe to be clearly beyond that which is objectively reasonable under the circumstances shall intercede to prevent the use of unreasonable force, if and when the officer has a realistic opportunity to prevent harm. See G.O. 311 Duty to Intervene.

An officer who observes another officer use force that exceeds the degree of force as described in subdivision 1 of this section should promptly report these observations to a supervisor. See G.O. 311 Duty to Intervene.

Since 2019 the Sheriff's Office has posted its annual

use of force statistics on the website. The link is as follows: https://www.tompkinscountyny.gov/sheriff/annualuseofforce.

The Undersheriff is responsible to provide a yearly report to include a summary of all defensive action reports.

Internal Accountability for Misconduct

The establishment of procedures for the investigation of complaints is crucial to demonstrate and protect the Office's integrity. This Office shall accept and fairly and impartially investigate all complaints or allegations of misconduct to determine their validity, and to timely impose any disciplinary or non disciplinary corrective actions that may be warranted. It is the Sheriff's Office policy to investigate every instance of alleged misconduct against a member of the Office, whether criminal or administrative in nature, in accordance with federal, state or local laws, and Office policies and procedures.

The Undersheriff shall serve as the internal investigations authority for the Office and has primary oversight responsibility for the review and investigation of all complaints against employees whether internal or external complaints. The Undersheriff shall evaluate complaints of criminal conduct made against Office employees, and report findings to the Sheriff. The Sheriff will authorize transfer of the criminal allegation investigation to the District Attorney's Office and/or the State Attorney's Office.

As with all Sheriff's Office policies, G.O. 400 Personnel Complaints and Internal Investigations is accessible for view on the TCSO website. The Sheriff's Office has also created an Informational Pamphlet on the complaint/commendation process that employees can provide to the public if asked and/or the public can view the pamphlet on TCSO's website. The link is as follows: https://www2.tompkinscountyny.gov/sheriff/complaints. The complaint/commendation form is available in 11 different languages.

The Undersheriff is responsible to provide a yearly report to include a summary of all internal affairs investigations.

Citizen Oversight and Other External Accountability

The Sheriff is committed to creating a "Sheriff's Commission" that will consist of volunteer community members of a diverse background. To ensure a comprehensive and inclusive working group, appointed members will be nominated from various stakeholder, community-focused, and advocacy groups. The Commission would be tasked to assist the administration in identifying ways to better meet the pillars identified by the Task Force on 21st Century Policing, reviewing agency policy, internal affairs investigative reports, training efforts, use of force reports, and interviewing new hires and promotional candidates.

The Sheriff is an elected official. Sheriff Osborne's campaign platform was drawn from the recognition of a need for increased community engagement, diversity, and fiscal responsibility. Sheriff Osborne and his team have worked diligently to bring progressive and inclusive policies as well as transparency to the Office.

Data, Technology, and Transparency

The Sheriff's Office is committed to working with our Information Technology Department, Motorola Flex (previously known as Spillman) (Records management system), and local higher education professionals to explore methods of gathering and storing demographic information on police-community interactions. In accomplishing this, data will be compiled and available for future study. Currently TCSD is exploring with County IT the ability to capture demographic information within existing systems.

Recruiting & Retention

Recruiting a Diverse Workforce

The Sheriff's Office is currently working on a recruitment/hiring strategy with the following objectives:

- To reach a diverse group of qualified candidates in an effort to educate and inform them of the opportunity to become a Deputy Sheriff or Corrections Officer;
- To have the TCSO reflect the ethnic, racial, and gender workforce composition of the community for whom it serves;
- To change the community's perception of the police to make the career of Deputy Sheriff or Corrections Officer more appealing.
- To create a Community Interview Panel as part of the process of selecting and hiring candidates for the position of entry-level deputy sheriff and corrections officer.

The Sheriff's Office is required to utilize the New York State civil service examination process which is often a barrier to entry for interested applicants. To help residents overcome this barrier, the Tompkins County Sheriff's Office plans to hold classes to assist diverse applicants to improve their score on the civil service exam and to prepare for the physical fitness exam. The NYS Civil Service Commission has undertaken steps to evaluate and modify the entry level civil service examination for police officers to remove built in cultural biases and potential disparate impact on minority applicants. It is hoped that this new examination enhances efforts to increase the level of diversity in the Sheriff Office's force.

After an examination has been held, candidates who have passed are placed on an eligible list in descending score order. Candidates are selected from the eligible list using the rule of three. The rule of three means that agencies count-down the first three people on the list and

these three people, plus anyone else at the third person's score are the eligibles they can consider to fill a position. This rule and method of "band scoring" has proven to be detrimental to attempts at hiring diverse candidates. Police agencies are restricted to only considering test scores when assessing a candidate's qualification for becoming a police officer. Recently Sheriff Osborne in conjunction with the NYS Sheriff's Association had conversations with representatives from NYS Civil Service and has advocated for:

- Expanding the pool of eligibles on the list by either a pass/fail or expanded band scoring method;
- Civil service written tests should be one element of testing, but background, psychological and oral interviews should be equally important to determine who should be on the eligible list.
- Consider credits for such items as second language skills, ability to use sign language, etc.

Another retention initiative is to provide training on regular opportunities for career growth and professional development training. Upon being promoted to Sergeant, the Sheriff's Office is required to send employees under consideration to a 3-week supervisor school through the NYS Department of Justice within one year of promotion. After the Sergeant successfully completes that training there is no more continuing training/education requirement by the Department of Criminal Justice Services. Furthermore, after the rank of Sergeant, there is not an initial supervisor training required, or a continuous training requirement.

To remedy the lack of required continuing education/ training, over the last two years the Sheriff's Office has begun utilizing supervisory training programs through FBI Leeda, BIZ TC3, NYS Sheriff's Association, Valor, IACP, and others. In addition, Sheriff Osborne has begun exploring the utilization of the DiSC model: (D)ominance, (i)nfluence, (S)teadiness and (C)conscientiousness.The DiSC assessment tool promotes leadership development and informs hiring practices. DiSC measures dimensions of one's personality but does not measure intelligence, aptitude, mental health, or values. DiSC profiles describe human behavior in various situations—for example, how you respond to challenges, how you influence others, your preferred pace, and how you respond to rules and procedures. The tool also measures tendencies and preferences, or patterns of behavior, with no judgment regarding value or alignment with a skill set or job classification. The DiSC is a tool for dialogue, not diagnosis.

Training and Continuing Education

The Sheriff's Office is committed to making sure that deputies at all levels receive and continue to receive training on the topics identified. This begins at the academy level. The Sheriff's Office has chosen to utilize the Zone 6 Broome County Law Enforcement Academy, which mandates that Fair & Impartial Policing, De-escalation and Crisis Intervention training is a component of the academy for new recruits.

The Sheriff's Office is also committed to continuing to host training so that all members of the Office can attend and not just a select few (October 2019 - Fair & Impartial Public Safety; October 2020 - Crisis Response: De-Escalation Skills for Law Enforcement). This also allows for other local agencies to attend the training so that there is a level of consistency.

A more comprehensive list highlighting the office's training focus is discussed in Sheriff Osborne's October 22nd, 2020 public presentation. The link is as follows: https://youtu.be/zxEsz3-vA2w

Support Officer Wellness and Well-being

The Tompkins County Sheriff's Office staff have access to and are encouraged to utilize the New York State Police Employee Assistance Program in addition to attending wellness training and listening to podcasts, such as the "First Responder Wellness and Suicide Awareness Podcast Series. In addition, the Corrections Division Forensic Counselor started hosting a meditation group once a week and we have seen increased attendance. The following link provides additional details on the program and its benefits (Arizona PD): https://youtu.be/2UFCgF8-6NU.

Data Democratization

The City of Ithaca and Tompkins County engaged the community in a joint effort to reimagine public safety. A part of the understanding the reimagining process is ensuring a fundamental understanding of the data to ensure informed decision-making. In order for residents to make informed decisions they need to have access to and understand the data that will elucidate the role of law enforcement. This is a challenge for many governments and City/County leaders have an expressed commitment to addressing these challenges. One way to build trust and transparency in the decision-making process is open understandable data that is vital to engage residents as partners.

Although Executive Order 203 did not require additional transparency, City/County leaders believed it was vital for any reimagining effort. The Center for Policing Equity, project facilitator, contracted with AH Datalytics to produce an evaluation of the public safety demand of the IPD and TCSO. This assessment uses 911 Calls for Service from 2017-2020 to provide a high level overview of public safety demand for the City of Ithaca and Tompkins County. The full report with regards to calls for service has been attached (Appendix item 6). This report was produced as

a part of the process deliverables of the IT/Data Analysis Workgroup.

While the IT/Data Analysis Workgroup was able to produce the report, the process illuminated the need for additional quality assurance activities within the City of Ithaca and Tompkins County law enforcement data management systems. Such quality assurance activities include the need for consistent and ongoing training by those public safety officers entering data into the system. In addition, there is a need for continued coordination by data leaders and systems managers.

In addition to the Calls for Service Report, the IT/Data Analysis Workgroup recommended the creation of a public facing digital dashboard. A digital dashboard would provide real-time information for residents interested in learning more about the public safety system and would promote continuous engagement between residents and those serving in law enforcement. The IT/Data Analysis Workgroup concluded that the data within the systems must be re-assessed, re-organized and a collaborative data management plan would be necessary to create and sustain a public facing digital dashboard.



Recommendations

Reimagining Public Safety Recommendations

The following recommendations are being put forth by the Collaborative on behalf of Tompkins County Administrator Jason Molino and City of Ithaca Mayor Svante Myrick to the respective legislative bodies for consideration and adoption by April 1, 2021 pursuant to New York State Executive Order 203.

Recommendations are clearly labeled as being related to the City of Ithaca, Tompkins County or Both the City and County.

The path forward towards justice requires that we fight for what we believe. This is what we believe.

The successful implementation of each of these recommendations will require significant financial investment and changes to both the City of Ithaca and Tompkins County's policies, practices and procedures. A true reimagining of public safety will require systemic reform.

City of Ithaca Recommendation:

Replace the City of Ithaca Police Department with a Community Solutions and Public Safety Department.

The City of Ithaca should design a new agency custom-tailored to provide solutions to the community's distinct safety and health needs. The agency should be led by a civilian Executive Director. This agency should adopt and implement alternative response models for calls for service. Under the leadership of the Executive Director, this agency should seek to redefine "public safety," following the recommendations and principles outlined in this report.

The agency should:

- Retain a unit of armed, uniformed first responders called Community Safety Officers
- Include a unit of unarmed first responders called Community Solutions Officers
- Focus on crime prevention, investigations, community service
- Align with alternative response model implemented following for crisis intervention and wraparound health and human services delivery (next recommendation)
- Seek a broader, more diverse workforce that better reflects the diversity of the community; recruit individuals who are driven to protect and serve, but may not currently consider entering the law enforcement profession
- Open more consistent lines of collaboration with other human service providers that are reluctant to engage with armed uniformed officers
- Require retraining and expectation shifts for local dispatchers so that they can effectively dispatch multiple tiers of calls based on available response types.
- Retrain the community on how to best use 9-1-1 and other reporting systems that initiate law enforcement and alternative responses
- Institute ongoing culturally responsive community engagement activities that rebuild trust with community
- Redesign uniforms for officers and vehicles, issue more welcoming agency brand
- Take a leadership role in the implementation of a Law Enforcement Assisted Diversion (LEAD) program

This recommendation should result in the creation of new positions and position descriptions, as well as new shifts, schedules, and staff allocations that best align with the greatest needs in the City. A retirement incentive for current officers should be considered for those officers who may not want to continue with the new mission of the agency. A local residency requirement for officers should also be considered. This recommendation should result in an inclusive and welcoming culture within the agency.

The Executive Director should be tasked with implementing the changes outlined in this and other recommendations in this report.

Additional tactics supported by current IPD leadership that should be considered for this new agency include:

- Demand-based staffing adjustments
- Use of Restorative Justice Programs to divert non-criminal complaints to a more appropriate agency. Community members with minor disputes or civil complaints should be directed to organizations like the Tompkins County Community Dispute Resolution Center.
- Mandate data collection on all traffic and pedestrian patrols and use of force. Analysis of stops to be conducted by community along with a partner college or university.
- Oversight and frequent audits of body worn camera footage
- Expand the reach of LGBTQ+ and other liaison positions to improve relationships between the Department and communities. Include Black and Brown Communities.
- Expand youth outreach and engagement programs.
- Inform the community on how they can assist with their public safety and protect their neighborhoods through Community Public Safety Academies or other training.
- Task a full time staff member with communications and community engagement work.
- Offer a tool for community members to file a police report directly from any mobile device, laptop, or desktop computer. This may primarily be used for minor motor vehicle accidents, lost property reports, online scams, identity theft, or other non-violent, non-emergency incidents.
- Implement equity-based practices to ensure diverse candidates are not eliminated due to minor infractions or limited drug usage
- Hire a full-time recruiter to continue to draw diverse and quality police candidates
- Offer a sign-on bonus for lateral candidates of diverse backgrounds
- Continue to use social media to highlight agency work to draw more diverse and qualified candidates
- Continuous review of training program with designated community groups to guide the Department's annual training goals.
- Continued funding and use of electronic software package, Power DMS, which disseminates, and tracks updated policies that are reviewed by all members and provides relevant roll-call type training on key topics for the Department.
- Changing the culture of police wellness internally regarding police and mental health, thereby reinforcing the appropriateness of seeking help and not seeing that as a sign of weakness
- Improvements to the physical environment at agency buildings, including new furniture, computers, and workspaces

Collaborative Tompkins County & City of Ithaca Recommendation:

Evaluate existing models and implement an alternative to law enforcement response system for crisis intervention and wraparound health and human services delivery.

Tompkins County should create an integrated model that dispatches crisis intervention wraparound services and agencies to health and human service related calls. This new system should address calls that are currently responded to by law enforcement and could be serviced by a non-uniformed staff member. Tompkins County currently has a number of public safety and health and human services departments that could act as non-uniformed responding agencies under an alternative response model.

This alternative response system should create a better and more integrated connection between individuals in need and support services available to them. It would also reduce the frequency of interactions between uniformed law enforcement officers and members of the public in crisis. This would also reduce the "justice-involved" population in Ithaca & Tompkins County.

This system would require increased resources to non-uniformed staff and agencies and would additionally preserve law enforcement resources for responses requiring a uniformed response. The crisis intervention responses should include trained healthcare, mental healthcare, and other human services professionals. Currently operating community outreach workers should be engaged in the evaluation and implementation processes.

There should be a comprehensive and ongoing communications strategy to better explain 9-1-1 dispatch, how calls will be responded to, and what community members should do in different situations to make a report or engage law enforcement.

There should be analysis conducted on the downstream health and human services capacity in the community, as more individuals are diverted from the justice system to other systems of support. Additionally consider support for community-based resource hubs spread throughout the County, geographically targeting marginalized population centers and offering a more accessible, inclusive, inviting, and safe way to access services and engage with law enforcement and alternative responses. Evaluate the expansion of the existing Community Outreach Worker program.

An initial investment of $25,000 should be made to support 12 months for research of best practices and to determine the local approach to meet the community's needs.

County Administration, in partnership with community partners should conduct this work. This recommendation would require the County to invest in a county-wide service solution working in collaboration with all law enforcement agencies operating within the County. This investment could be in additional existing county resources or contracted services with outside non-governmental agencies, or both. Oversight for these services should be separate from the law enforcement agencies.

Tompkins County Recommendation:

Better align available resources with emergency response needs by establishing a pilot program for non-emergency calls.

A non-law enforcement response would include civilian staff housed within the existing Law Enforcement Division and under the supervision of TCSO shift Sergeants. The civilian staff would handle non-emergency calls that can be handled by a non-sworn employee over the phone and could possibly explore identifying calls in the field that an unarmed officer could respond to. It is recommended (2) civilian employees for this unit consisting of (1) on day shift and (1) on evening shift be hired for one year to implement this pilot program. In addition, this effort can be supplemented by sworn members serving in short-term light duty capacities due to injury or illness. Calls received by dispatch and diverted to this unit could include, but are not limited to: civil complaints, minor MVA's to include car vs. deer collisions, traffic complaints, minor theft & property damage complaints with no known suspects, lost DMV items, processing of crime tips, property check requests, walk-in complaints.

This recommendation is not designed to deliver alternative human-services related responses. The prior recommendation to evaluate and implement an alternative response model is intended to carry out that work.

Also, an additional civilian staff position should be created to take on ancillary duties now handled by sworn officers. These duties may include, but are not limited to: grant management, vehicle and equipment maintenance scheduling, purchasing/ billing/service contracts and quartermaster duties.

Further budget impacts need to be determined which would include personnel, equipment and office needs. This pilot program should be evaluated after one-year to determine if providing non-uniformed staff responses to calls frees up patrol services to respond to more emergent needs.

Collaborative Tompkins County & City of Ithaca Recommendation:

Collect and evaluate the results of officer-initiated traffic stop enforcement.

The Tompkins County Sheriff's Office and City of Ithaca Police Department should collect and evaluate the current results of officer-initiated traffic enforcement.

The premise and primary purpose of EO 203 was to center and prioritize Black and brown communities that have been disproportionately impacted by law enforcement. Traffic stops are the most frequent and common way people come in contact with police. Currently the TCSO does not collect demographic information with regards to traffic stops. Furthermore, there is no demographic information related to warnings or traffic tickets issued, or on the dispositions of tickets. It was found that from 2017-2020 77% of officer-initiated traffic stops resulted in warnings being issued. In 2020, of the violations where tickets are issued, 57% were dismissed through the judicial system and process, resulting in an estimated 12% of tickets actually being adjudicated.

To better understand the impact of officer initiated traffic enforcement on our community, especially our Black and Brown communities, further review should take place over the course of 2021. This review should include the collection demographic data related to traffic stops and the comparison of that data with what is available for traffic ticket disposition. Analysis should also be done on serious physical and fatal injuries related to motor vehicle accidents and including an evaluation to qualify the benefit of issuing warnings for traffic infractions versus instituting a diversion program or discontinuing proactive traffic enforcement altogether.

Traffic calming measures should also be assessed for high-traffic areas and areas with frequent traffic stops. These measures may include traffic circles, and/or more well defined pedestrian and bike lanes, speed limits, road diets, etc. (a recent study on the Route 13 Corridor includes traffic calming recommendations for key areas of the thoroughfare).

Reducing officer-initiated traffic stops may result in less officer interactions with the public as well as free up more officer time and department resources for priority activities.

This review process should involve members from the TCSO, Tompkins County Administration, Department of Planning and Sustainability, and Ithaca-Tompkins County Transportation Council.

Collaborative Tompkins County & City of Ithaca Recommendation:

Identify new curriculum, redesign and implement a culturally-responsive training program that incorporates de-escalation and mental health components into a comprehensive response for law enforcement.

The City of Ithaca Police Department and the Tompkins County Sheriff's Office have made training a focal point within their organizations. This recommendation will continue to build upon training that has been effective and eliminate training deemed ineffective. All officers should be required to receive training that promotes professional competencies and equips officers with the tools to serve the community. Based upon proposed solutions by community members, recommended training should include de-escalation, anti-racism, anti-bias, history of policing and mental health first-aid and others as identified in the research report.

Training should be done by hired professionals from outside law enforcement departments rather than utilizing a train-the-trainer model. A successful training program will be continuous and will begin prior to service and extend throughout an officer's career. Current and future training curriculum should be reviewed and accessible to share with the community. A comprehensive training program should include responses that both represent the uniqueness of diverse cultures in addition to providing tools that support alternative response to traditional law enforcement tactics and should include:

- Develop a pre-field training program in collaboration with the Tompkins County Sheriff's Department, City of Ithaca Police Department, Director of Human Resources for the City of Ithaca, Human Resources Commissioner for Tompkins County and Chief Equity and Diversity Officer for Tompkins County. This program will be designed to require additional training in the competency areas listed above before an officer initiates field work. It is recognized that the Sheriff's Office and Ithaca Police Department have jurisdictional differences and training would be developed accordingly.
- Incorporate mental health training including mental health first-aid and other training opportunities in collaboration with the Tompkins County Mental Health Department
- Publish details of training program curriculum annually to Tompkins County Sheriff's Department and City of Ithaca Police Department websites annually.
- Incorporate continuous training on data management systems and encourage data use in decision-making
- Assess and advocate for curriculum changes at the NYS Mandated Policy Academy

A reallocation of funds may be necessary to provide a new training curriculum. It is anticipated that a redesigned comprehensive training program will positively impact the workplace culture and improve experiences with residents and build trust in the community. To begin the redesign process, there was significant support by community members to support law enforcement to receive training pertaining to mental health responses that incorporates diversity, equity, inclusion and justice training.

The Tompkins County Sheriff's Office and the Ithaca Police Department are the first to acknowledge that not all dispatched calls require the presence of a sworn officer. Similarly it's understood that while police officers are not trained professional mental health clinicians, it is important that they are trained to recognize the symptoms of mental illness in order to respond effectively, provide emergency assistance and make proper referrals.

Individuals in physical, mental health or substance abuse induced crisis require the intervention of those who have made the care of these individuals their professional career. The Sheriff's Office, in collaboration with IPD, is committed to continued discussion about alternative response models as proposed in an earlier recommendation that would include a non-police response to: homelessness, non-criminal mental illness, noise violations, nuisance abatement, civil matters, etc.

In October 2020, the Tompkins County Sheriff's Office took the One Mind Campaign Pledge and this pilot recommendation should ensure forward progress in beginning to establish a culturally-responsive public safety response. This program seeks to ensure successful interactions between law enforcement and persons affected by mental illness. The three promising practices to the pledge include:

- Establish a clearly defined and sustainable partnership with one or more community health organizations.
- Develop and implement a model policy addressing law enforcement response to persons affected by mental illness.
- Train and certify 100 percent of sworn officers (and selected non-sworn staff, such as dispatchers) in mental health awareness courses,

This pilot partnership between the Tompkins County Sheriff's Office, Ithaca Police Department and Tompkins County Health Department will begin with:

- Providing Crisis Intervention Team training to a minimum of 20 percent of sworn officers (and selected non-sworn staff);
- Providing Mental Health First Aid training (or equivalent) to the remaining sworn officers (and selected non-sworn staff) not receiving CIT training.

The pilot program will begin immediately upon approval of the report and will be assessed by the end of 2021.

Collaborative Tompkins County & City of Ithaca Recommendation:

Develop a comprehensive community healing plan to address trauma in the relationship between residents and law enforcement.

Tompkins County and the City of Ithaca should develop and effectuate a plan for community healing that acknowledges past histories and traumas within the community around policing and law enforcement. This plan would lay the foundation to building trust with marginalized communities. The plan will include holding space for reflection, care, emotion, sorting through, moving past, sitting with, or whatever individuals and community members may need in that moment.

The plan should recognize trauma held by the community, specifically the generational trauma experienced by marginalized communities and communities of color. This plan should also recognize the trauma experienced by law enforcement officers. Leading experts in trauma-informed healing should be engaged in a train-the-trainer model, offering tools and expertise to community members to continue this healing work long-term.

The plan should ensure meaningful participation by local law enforcement officers, engaging them in the community's healing while providing spaces for their healing as well. We are all part of the same community.

Marginalized communities should be engaged more meaningfully by government. Government, specifically, law enforcement should engage these communities as partners to build a safe and vibrant community. The level of distrust should decrease which will make the way for more in-depth engagement to lead to greater and more sustainable community impact.

The healing process should be co-led by community members and based upon principles of equitable power distribution and accountability structures.

There would be a necessary investment in resources to lead the development of a plan and facilitation of the healing process.

Collaborative Tompkins County & City of Ithaca Recommendation:

Standardize data entry and review existing data sets for more actionable insights and allocation of public safety resources.

Tompkins County together with CPE undertook a review of public safety service data from 2017-2020 to help identify event types responded to by law enforcement and to inform an assessment of event types that could be handled by non-law enforcement entities. The review process uncovered discrepancies in the way data was being entered and categorized across law enforcement entities, leading to inconclusive results. It is recommended that standardized data entry training occur across all law enforcement entities operating in Tompkins County, with a detailed explanation of the purpose and end result desired. Efforts should be made to clean the existing dataset from 2017-2020 as much as possible and the data should be reviewed to determine the best allocation of law enforcement resources, and inform the process of considering alternate response models.

The standardized data process should increase the usability and functionality of the data available to law enforcement and government and be used to inform decision making on an ongoing basis.

The process should develop standardized data entry training and documentation for law enforcement personnel and execute training annually. Considerations should be made on how this is operationalized and what group is tasked with coordinating shared data protocols and reporting. Accurate systems-level data will be used to inform decision-making processes to guide the reimagining public safety process to reduce the footprint of law enforcement and increase health and human services support.

County departments such as the Tompkins County Sheriff's Office, District Attorney's Office, Assigned Counsel, County Administration, ITS, and DoER should be involved to support this effort in addition to other law enforcement representatives. There may be an associated cost with additional training of staff and technology to expand the current system as well as annual subscription/maintenance fees.

Collaborative Tompkins County & City of Ithaca Recommendation:

Develop a real-time public safety community dashboard.

A public safety community dashboard linked to GIS would allow the public to view calls for service in real time, leading to greater information sharing and transparency. The technology currently utilized by the County's 911 Center could be further expanded to allow for the real-time data integration needed for such a dashboard. The technology could also include a user interface for the public to input information into the system.

Community members would be able to view information about calls for service across the County or in their particular municipality or neighborhood. This would offer the public information about how law enforcement time is being spent, community trends over time, etc.

A team of stakeholders would need to be assembled to implement the community dashboard, including Tompkins County ITS, GIS, Records Management, Law Enforcement Representatives, District Attorney's Office, Assigned Counsel, DOER/911, Communications Director, Chief Equity Diversity Officer, Community member, and associated departmental leadership for decision making authority.

This approach has been successful in other cities/communities and is recommended by the Center for Policing Equity.

There would be an associated cost of the technology to expand the current system as well as annual subscription/maintenance fees.

In order for the data to be accurate, it needs to be recorded accurately and consistently across the public safety system. A collaborative and standardized approach to data input and training will be necessary, and this will need to be reinforced and refreshed over time. A dashboard will improve accountability and transparency within government to allow residents to better understand public safety services.

Tompkins County Recommendation:

Create a Tompkins County Public Safety Review Board.

Tompkins County should evaluate the institution of a resident review board to review and/or investigate law enforcement officer misconduct and issue recommendations for discipline and/or other findings to the Sheriff.

This evaluation should include, but not be limited to: the structure of such a board to include investigative powers, scope of authority, transparency, independence from the Sheriff's Office and budget/support.

The Tompkins County Legislature should identify and determine the board's responsibilities, authority and jurisdiction and evaluate the possibility of creating a local law to establish the board and indicate mechanisms that initiate board activity.

Tompkins County should additionally call upon New York State to create uniform requirements for the formation and operation of Police Review Boards, including those with elected Sheriffs, and the consideration of operating these boards at the State level.

County departments involved in supporting this effort should be members of the County Legislature, community members, the Sheriff, County Attorney, and County Administration.

Collaborative Tompkins County & City of Ithaca Recommendation:

Develop a comprehensive, inclusive, and innovative recruitment strategy for law enforcement and corrections officers.

City of Ithaca and Tompkins County Human Resources departments should develop recruitment strategies to attract a diverse and talented talent pool for law enforcement and corrections officers. The strategy should be comprehensive of the positions available at both organizations and should be inclusive, reflecting the diversity of the community and its needs. The strategy should include community involvement in the hiring process.

The strategy should include an assessment of the talents and competencies needed for a workforce that is committed to carrying out the work as defined in this report.

The strategy should include explicit efforts to recruit and retain people of color in departments.

Collaborative Tompkins County & City of Ithaca Recommendation:

Develop a County-wide program to promote and support holistic officer wellness.

This program should provide the wellness resources necessary so that the law enforcement workforce can perform to their maximum potential. The City of Ithaca and Tompkins County should create an officer wellness program that includes peer support, officer mental health wellness, and physical wellness.

Tompkins County's Probation and Community Justice Department utilizes a peer support program that has been recognized by the New York State Probation Officers Association in 2018. This new program should assess the Probation program and mirror successful elements.

This program should connect officers in crisis with their colleagues and offer meaningful peer support sessions that use proven methods to reduce stress and anxiety.

This program should offer additional training to officers who participate in the peer support program.

Mental and physical wellness should be core tenants of this program, with proactive, preventative initiatives instituted alongside programs designed to meet the needs of those in crisis. Mental and physical wellness programs should include access to professional support.

These programs should operate within well-defined boundaries including but not limited to; building resilience, injury prevention, physical fitness, proper nutrition, stress reduction, mindfulness, and suicide prevention.

All law enforcement agencies in Tompkins County should have access to similar programming and resources.

Collaborative Tompkins County & City of Ithaca Recommendation:

Seek ongoing and responsive collaboration from New York State Troopers operating in Tompkins County.

The City of Ithaca and Tompkins County should ask that when New York State Police troopers operate within Tompkins County, they adopt local Reimagining Public Safety initiatives implemented following this report.

Local law enforcement departments should provide access for and encourage participation by NYS troopers in joint training programs to increase the reach, effectiveness, and consistency of the Reimagining initiatives.

Both the City of Ithaca Common Council and Tompkins County Legislature should draft resolutions urging the state to follow these practices.

Collaborative Tompkins County & City of Ithaca Recommendation:

Repurpose SWAT Mobile Command Vehicle to Tompkins County Department of Emergency Response and Develop Policies for Use of Mobile Command Vehicle, Centers.

The City of Ithaca should transfer ownership of the SWAT mobile command vehicle to the Tompkins County Department of Emergency Response (DoER). DoER is a county-wide department that manages 911 dispatch and various types of emergency response. The mobile command vehicle should be accessible by all emergency response agencies in Tompkins County, and should be rebranded to signal the wider-scale use for emergency response and community health and safety.

DoER, in partnership with law enforcement, fire and EMS agencies should develop policies for use of the vehicle by local emergency response agencies and create memoranda of understanding reflecting those policies. These policies should include details on weapons storage and transport by departments, weapons should not be stored in the vehicle.

In addition, DoER should support local law enforcement agencies drafting plans and comprehensive policies for the standing-up and use of command posts, for incidents that may not require a mobile command need, as various other buildings can be used as command posts depending upon the situation. The City should consider permitting processes for demonstrations and draft a policy for permitting activity as it relates to the standing up of command posts.

There should be an initial County investment of $50,000 to make branding changes and necessary non-weapons upgrades to the vehicle. Initial budgetary investments may need to be made for long-term vehicle upkeep.

Collaborative Tompkins County & City of Ithaca Recommendation:

Conduct a Review of SWAT Callouts to Determine Appropriate Use of Service and Equipment.

A review of the past 3 years of SWAT (Special Weapons and Tactics) callouts should be conducted to determine the frequency of use and to assess the process for callouts.

The review should involve a committee made up of the Tompkins County Sheriff's Office, Dispatch, City of Ithaca Police Department, City and County Administration and members of the community. Area villages and higher education institutions should also be engaged.

Deliverables should include a recommendation of the appropriate level of training and resources needed to meet community needs and demands.

City of Ithaca Recommendation:

Grant City of Ithaca Community Police Board More Oversight Authority.

The City of Ithaca should vest the existing Community Police Board with the power to conduct full internal investigations. The Board should be granted the power to issue subpoenas, the authority to issue notices of discipline, and a budget to hire external investigators.

Following the implementation of this recommendation the community will have more information on officer accountability. This recommendation should seek to build a more trusting relationship between the community and the Board, ensuring that issues of misconduct are thoroughly and fairly investigated.

This recommendation may require changes to the City Code and Charter to extend powers currently vested in the Mayor to the Board. This recommendation may require additional investments to hire external investigators.

Tompkins County Recommendation:

Require Public Disclosure of District Attorney and Assigned Counsel Office statistics on a quarterly and annual basis.

The Offices of the Tompkins County District Attorney and Assigned Counsel should publicly disclose key case data to include demographics, dismissals and prosecutions and deferred cases on a quarterly and annual basis. Offices should be subject to additional transparency and accountability mechanisms.

The data should include but not be limited to the number and nature of cases dismissed and prosecuted, with demographic statistics of the populations in each category.

A full data set should be created that demonstrates transparent disclosure of each office's activities. The offices should use the County's Results Based Accountability tool already utilized by County Departments to capture and share this data.

This process may require additional data inputs in different database and record management systems of each office, including the County's law enforcement records management system Motorola Flex (previously known as Spillman).

It is recommended that a resolution mandating public reporting by these offices be passed by the Tompkins County Legislature. County and City departments involved in supporting this initiative should include the District Attorney's Office, Assigned Counsel, TCSO, IPD, ITS, and County Administration. The County's Criminal Justice Alternatives to Incarceration board should be utilized as a sounding board and provide input on what data should be reported.

Collaborative Tompkins County & City of Ithaca Recommendation:

Revise the Civil Service exam process to diversify law enforcement personnel.

The Civil Service exam process creates barriers for attaining robust, diverse candidate pools. In spite of efforts made by local government employers, people of color remain underrepresented in law enforcement. The current "rule of three" in Civil Service restricts employers to hiring from among the three highest ranking eligible candidates.

It is recommended that New York State implement a pass/fail test for law enforcement personnel. Alternatively, if a pass/fail test is unachievable, the current method of band-scoring should be altered to include a wider band of 5 points to allow for a more robust pool of eligible applicants. Civil service test questions should be examined to identify and address issues of systemic bias.

This recommendation would expand the pool of applicants and provide greater latitude for law enforcement leaders to include more candidates, specifically candidates of color to be considered for positions in law enforcement.

This recommendation is supported by the New York State Sheriffs' Association and the New York State Association of Counties. It is recommended that the Tompkins County Legislature and City of Ithaca Common Council pass a resolution recommending these changes to the Civil Service exam process.

Collaborative Tompkins County & City of Ithaca Recommendation:

Advocate for New York State to grant local civil service authorities the authority to enact "continuous recruitment" of eligible candidates for law enforcement personnel.

Local civil service authorities should be granted the authority to enact "continuous recruitment" examinations for law enforcement personnel, including corrections officers. "Continuous recruitment" examinations are accepted continuously, with no application deadline. Such exams are conducted for positions where there is an almost constant need for qualified candidates. Continuous recruitment options allow employers to recruit based on the staffing needs of their organization. Enacting continuous recruitment will create more opportunities for candidates to apply for law enforcement positions, resulting in more robust pools of qualified and diverse candidates.

New York State has already implemented continuous recruitment for state correctional officers at DOCCS facilities. This recommendation is supported by the New York State Association of Counties and New York State Association of Personnel and Civil Service Officers. It is recommended that the Tompkins County Legislature and City of Ithaca Common Council pass a resolution recommending these changes to the Civil Service exam process.

Collaborative Tompkins County & City of Ithaca Recommendation:

Urge Governor Cuomo and the New York State Legislature to reform disciplinary procedures for law enforcement personnel under Civil Service Law Section 75.

In order to enact meaningful public safety reform, employers need the ability to hold law enforcement personnel accountable in a timely way in accordance with the requirements of employee due process. Statutory revisions regarding discipline are a necessary element of public safety reform.

Governor Cuomo and the New York State Legislature should propose legislation granting every municipality the authority to develop disciplinary procedures for law enforcement personnel, consistent with employee due process.

Currently, New York State Civil Service Law (CSL) Section 75 establishes procedures which public employers must follow in disciplinary matters for competitive class permanent employees including law enforcement personnel. However, many of the paid administrative leave provisions under Section 75 have the effect of prolonging the disciplinary process. Protracted disciplinary proceedings tie up staffing resources which could be better used in service to the community.

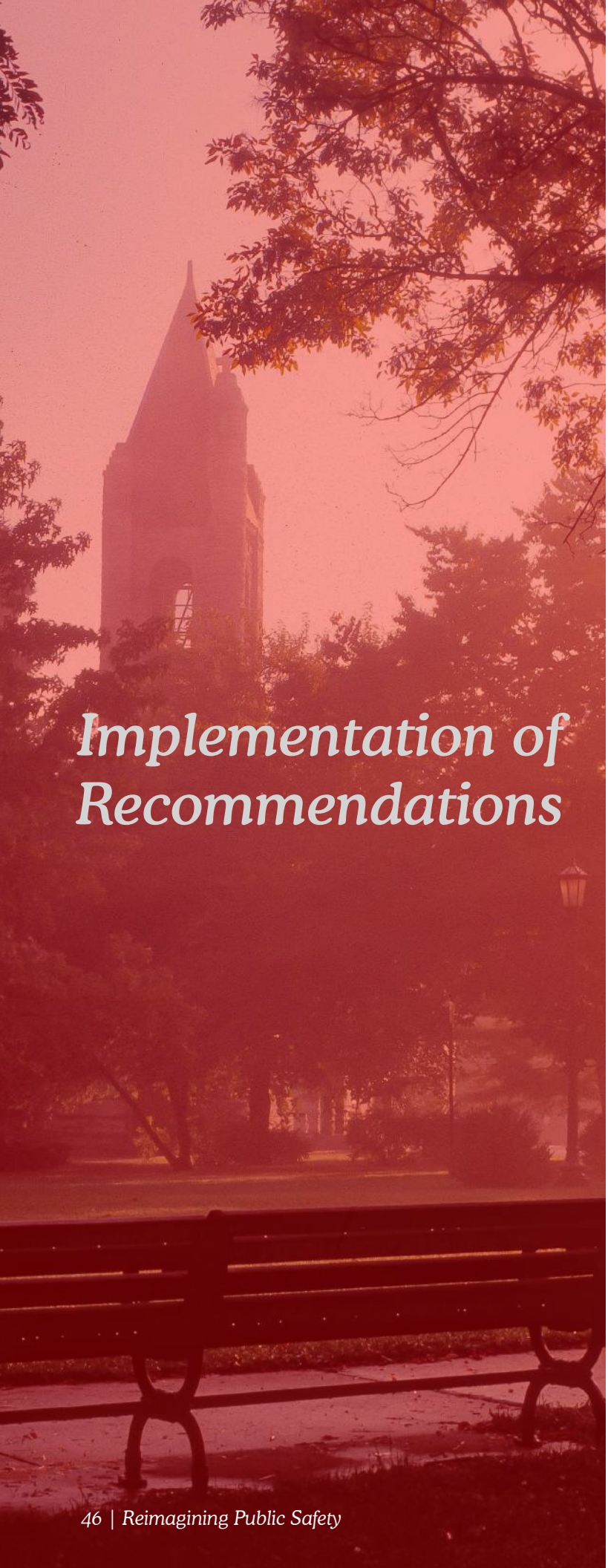
There are several current examples, that have been upheld by the courts, that are an exception to CSL Section 75 , and provide a venue for greater local control over the discipline of law enforcement personnel.

Article 10 Section 155 of the Town Law is a current exception allowing for the discipline of law enforcement personnel outside of Section 75. Section 155 allows Town Boards to adopt and make rules and regulations for the determination of disciplinary charges against any member of the police department. Even though a Collective Bargaining Agreement between a police union and a Town may contain different disciplinary procedures, Section 155 prevails over any negotiated procedure.

City Charters that were adopted and effective prior to the enactment of Section 75 of the Civil Service Law also supersede Section 75 and the discipline of law enforcement personnel can be imposed pursuant to those Charters.

A statutory amendment providing all municipalities the ability to adopt their own law enforcement disciplinary procedure is an effective way of ensuring a timely response to disciplinary concerns. It will also remedy the impact of reduced staffing that law enforcement agencies face while awaiting lengthy disciplinary proceedings.

It is recommended that the Tompkins County Legislature and City of Ithaca Common Council pass a resolution recommending these changes to New York State Civil Service Law Section 75.



Implementation of Recommendations

Tompkins County and the City of Ithaca plan to hire dedicated staff members and implement a Community Justice Center (CJC) similar to an Emergency Operations Center to lead and complete the work outlined in these recommendations. Tompkins County successfully stood up an Emergency Operations Center to respond to the COVID-19 pandemic, and reassigned a significant amount of staff to the effort. With the ongoing COVID-19 pandemic's impact on staffing in leadership and departments, the decision was made to hire additional staff to lead this effort.

A dedicated project manager should also be hired to ensure organizational efficiency and effectiveness. Additionally, a data analyst should be hired to provide support to the data initiatives outlined in this report. The CJC will be co-staffed on an initiative-by-initiative basis by City and County employees. Each recommendation should be assigned a dedicated team made up of newly hired CJC staff members and existing City and County employees with expertise and work related to the recommendation.

The response will in many ways be parallel to the local COVID-19 response, reflecting the "dual pandemics" of the coronavirus and systemic racism. The work should be led by people of color.
The CJC would report to both the Tompkins County Administrator/Legislature and the City of Ithaca Mayor/Common Council and would be a full-time operation. The CJC would include a facet of community engagement, with each recommendation requiring a different level of input and oversight from City and County residents.

The CJC would be mandated to carry out the recommendations outlined in this report and cooperation from City and County departments would be ensured by organizational leadership.

A software program offering community members the ability to track, provide input on, and receive updates on recommendations should be implemented. The software should also allow for internal accountability and task management to accomplish each recommendation in a timely manner.

The implementation process should be supported by significant staffing and be provided the operating funds necessary to complete the task.

Appendix Items

Item 1
Memo on Hybrid Public Safety Models

Item 2
Findings from Qualitative Data and Community Input

Item 3
A Guide for Healing from Racial Trauma

Item 4
CGR Study: Reimagining Law Enforcement in Tompkins County, Baseline Examination of Law Enforcement Services

Item 5
Research Scan: Alternative to Arrest Models

Item 6
Assessment of Public Safety Service Demand

Item 7
Sequential Intercept Model Mapping Report

Item 8
Published One Page Process Information and Community Survey

Item 9
Published Document Outlining Jurisdictions and Public Safety Departments in Tompkins County

Item 10
August 17, 2020 Letter to Municipalities from N.Y. Governor

Item 11
Published City of Ithaca Q&A on "Community Vision"

Item 12
Reimagining Public Safety Budget Estimates (Revised 3/29)

Item 13
Reimagining Public Safety Draft Report Frequently Asked Questions (Published 3/11)







https://www2.tompkinscountyny.gov/ctyadmin/reimaginepublicsafety

Appendix Item 1

Memo on Hybrid Public Safety Models

MEMORANDUM

TO: LE/PS WORKING GROUP
FR: MARGULIES
DT: OCT. 26, 2020
RE: HYBRID PUBLIC SAFETY MODELS

In anticipation of our meeting Wednesday, here is a memo that outlines two broad types of hybrid models. The first type focuses on non-violent conduct—what might loosely be called quality of life or order maintenance calls. Within this category, I break down the alternatives by the extent of police involvement.

The second type focuses on violent prevention. I break these down simply by type: OFFICE OF NEIGHBORHOOD SAFETY, CURE VIOLENCE, AND FOCUSED DETERRENCE.

TYPE 1: ALTERNATIVE/CO-RESPONSE MODELS FOR MENTAL HEALTH & SOCIAL PROBLEMS

Outline: Three Types of Alternatives

Type A: Case Management Models
*These models include tailored responses that are **embedded within police departments** and work through their pre-existing infrastructures (often under the domain of a larger specialized unit). Generally, a department/unit in the police bureau is specifically designated and trained to screen specific types of crisis-related calls and determine the appropriate response. These models involve extensive collaboration between police and clinical/medical professionals prior to (and sometimes following) dispatch to an emergency situation, but differ from Co-Responder Models (Type B) in that **police and mental health professionals do not respond to the scene together.***

Type B: Co-Responder Models
*These models include partnerships between the police and community organizations and/or medical professionals, **but operate through novel systems often external to the infrastructure of city/county police**. They are distinct in that they primarily rely on joint teams of police offers and professionals responding together to the scene of certain crisis. These co-response teams are often **embedded within agencies** that deal with behavioral health -- **whether internal to police departments, a government agency itself, or a community organization**.*

Type C: Complete Alternative Models
*These models include **completely alternative responses** where community organizations and/or medical professionals respond to certain incidents **instead of police**. They often serve a very specific function, responding only to incidents that meet a narrow set of criteria. They do not involve any interaction with police and are run entirely by independent community-based organizations.*

(A) Case Management Models

Mental Evaluation Unit (MEU), Los Angeles Police Department [*Los Angeles, California*]

- ➢ *Summary*: Unit within the Los Angeles Police Department (LAPD) created in 1992 that assists officers with mental-health related calls; includes triage by trained professionals, co-response teams, follow-up case managers, and community engagements
- ➢ *How it works*: LAPD responding to incidents where mental illness may be a factor must call the MEU triage desk prior to getting involved; if triage desk determines that mental health crisis is occurring, a SMART team is sent to the scene
- ➢ *Logistics*: the MEU is housed within the LAPD's Crisis Response Support Section (CRSS), which also includes the Threat Management Unit (focused on stalking & workplace violence); Major Subunits within MEU include:
    - ○ Systemwide Mental Assessment Response Team (SMART): police-mental health co-responder program**
        - ■ Adopted in 1993; co-supported by the Los Angeles County Department of Mental Health
        - ■ Each SMART unit includes a plain clothes police officer and a mental health clinician
        - ■ Deploys 17 SMART teams on 24/7 basis
    - ○ Senior Lead Officer Program: links LAPD to the community through designated police official
        - ■ MEU Senior Lead Officer (SLO) responsible for their assigned Police Bureau; acts as a liaison with the Area Senior Lead Officers to provide an interface between the Bureau and the community
        - ■ SLO helps manage Countywide resources for mental health-related issues/concerns, including community meetings, COMPSTAT-related concerns, and response strategies
    - ○ Case Assessment Management Program (CAMP): case management approach for individualized interventions
        - ■ Implemented in 2005 as means to identify, track, and develop customized long-term intervention strategies
        - ■ Pairs police detectives with psychologists, nurses, and social workers from LACDMH
        - ■ Aims to facilitate treatment on an individual basis and minimize violence and/or repeat encounters involving emergency first responders
    - ○ Triage Desk: determines appropriate response mechanism where mental illness may be involved
        - ■ Fields calls from officers seeking guidance in cases involving individuals with mental illnesses (LAPD encountering such cases must contact Triage Desk for assistance and provide detailed incident report)
            - ● Triage officers check MEU database for history of police contacts
            - ● Triage mental health nurse sits alongside officer; can check LACDMH databases to identify the case manager, physiatrist, or treatment centers
            - ● Triage staff determines whether to dispatch a SMART team or have patrol officer take the person directly to a mental health facility
            - ● Frequent offenders referred to CAMP coordinator for follow-up
    - ○ Administrative-Training Detail: administers mental health-related training to LAPD
        - ■ Conducts 40-hour Mental Health Intervention Training (delivered every other week)
        - ■ Responsible for addressing mental health-related topics for Field Training Officers, Police Service Representatives (911 operators), and Adult Custody Officers (jail personnel)

Mobile Assistance Community Responds of Oakland (MACRO) [*Oakland, California* - note: has not actually been implemented yet; piloting this year - https://oaklandside.org/2020/06/29/call-911-for-a-counselor-oakland-will-pilot-an-alternative-to-police/**

- *Background*: started with lobbying from Coalition for Police Accountability; Oakland City Council funded $40,000 feasibility study to investigate potential for MACRO; city invited representatives from CAHOOTS to meet with Oakland community, service providers, police and fire departments, dispatch team, and council
- *Summary*: Unit within Oakland's Department of Violence Prevention (pre-existing department) that deploys a community-based response to non-violent emergencies, replacing officers with mental health counselors and EMTs
- *How it Will Work*: 911 Dispatchers screen emergency calls to determine which should be handled by MACRO; MACRO responders sent to scene (in lieu of police) in cases involving homelessness (i.e. unhoused people sleeping in doorways of public buildings or streets), conflicts between unarmed people, and other social problems and/or public health crisis
- *Logistics*: rather than mental health professionals, this model relies on civilian mental health responders (trained unarmed civilians) pulled from the communities they serve; civilian responders will be:
    - Equipped with medical equipment (i.e. EpiPens, Oxygen tanks) to revive people experiencing a drug overdose
    - Carrying supplies like water and hand warmers to address preventable health emergencies like hypothermia and dehydration
    - Permitted to transport people to service centers or hospitals with their consent
- **Set to Pilot in 2020 (according to city council); council voted to allocate it $1.5 million for program in city's 2021 budget
    - Pilot will focus on just one or two parts of city -- preserves resources; provides basis of comparison for effectiveness of program with other parts of Oakland without MACRO

(B) Co-Responder Models

Mobile Crisis Unit -- Cascadia's Project Respond [*Multnomah County, Oregon*]

- *Summary*: Unit within the Portland Police's Behavioral Health Unit that deploys co-response teams in incidents involving people with mental illnesses
- *How it Works*: each mobile crisis team consists of a police officer trained in safe mental health intervention and a Cascadia Project Respond team member; ***co-response team*** deescalate situations involving mental health crisis and assesses next steps (from behavioral stance)
    - Multiple 24-hour-a-day, seven-day-a-week mobile crisis units respond to calls referred from police and dispatched through Multnomah County Mental Health Call Center
- *Logistics*: Cascadia Behavioral Healthcare runs Project Respond with funding from Multnomah County; Portland Police Bureau contracts with Project Respond for mental health professionals who ride along with its Mobile Crisis Unit; 100% publicly-funded
    - Established in 1993 as a street outreach team; contracted as 24-hour crisis response team in 2001
    - 9 Vehicles (shared with several follow-up teams; some staff use personal vehicles); 1-6 teams total, with average of 2-3 active at same time; typically responds in 22-26 minutes
    - 24 clinicians on crisis response team; 53 employees total (including follow-up teams and supervisors)

Mobile Crisis Unit -- DeKalb Crisis Center [*Dekalb County, Georgia - http://thechampionnewspaper.com/news/local/resources-help-people-in-crisis/*

- ➢ *Summary*: partnership between DeKalb County Police and DeKalb crisis services/Georgia Department of Behavioral Health & Developmental Disabilities (DBHDD) that deploys co-responder teams to crisis involving mental health, substance abuse, suicides, domestic violence, and other factors
- ➢ *How it Works*: each mobile crisis unit consists of a registered nurse and a police officer; responds mainly to calls from 911, as well as some from the DeKalb County crisis line, the Georgia Crisis & Access Line, and referrals from private providers and clinics
    - Unit runs every day from 1-9PM across all of DeKalb County
    - When not on active duty, the unit follows up with anybody who has a mental health contact with a police officer
- ➢ *Logistics*: Unit formed in 1994; handles apx. 200 calls/month from 911
    - Often brings/refers people to the DeKalb Crisis Center: receives people in crisis and conducts mental health evaluations on-site; contains 6 temporary observation beds, 36 beds for longer stays up to 30 days

(C) Complete Alternative Models

Crisis Assistance Helping Out On The Streets (CAHOOTS) [*Eugene, Oregon*]

- ➢ *Summary*: community-based policing initiative launched in 1989; provides a mental health first response for crisis involving mental illness, homelessness, and addiction
- ➢ *How it Works*: dispatchers are trained to recognize non-violent situations with a behavioral health and/or substance abuse component and ***divert those calls from the 911 system*** or police non-emergency number to White Bird Clinic, which then deploys CAHOOTS to the scene of the incident; CAHOOTS team responds, assesses situation, and provides immediate stabilization in case of urgent medical need or psychological crisis, assessment, information, referral, advocacy, and transportation to the next step in treatment (when warranted)
    - Each CAHOOTS team contains a medic (a nurse, paramedic, or EMT) and a crisis worker with substantial training and experience in the mental health field
    - CAHOOTS teams deal with wide range of mental health-related issues, including: conflict resolution, welfare checks, substance abuse, suicide threats, and more; rely on trauma-informed de-escalation and harm reduction techniques
        - Also handle non-emergent medical issues
    - ***CAHOOTS staff are not law enforcement officers, do not carry weapons, and have no legal standing to enforce laws; each team member receives 500 hours of training***
- ➢ *Logistics*: program is staffed and managed by White Bird Clinic (a volunteer network and medical clinic launched by activists in 1969); City funds program through a contract between Eugene Police Department and CAHOOTS
    - ***In 2019, CAHOOTS responded to 24,000 calls -- 20% of all Eugene and Springfield's 911 calls; only 150 (<1%) ended up requiring police assistance***
        - More than 60% of calls involve unhoused people; 30% have severe mental illness
    - Formed the basis of many other pilot programs across country**

Mental Health First (MH First) [*Sacramento, California*]

- ➢ *Summary*: independent mental health crisis response service, staffed by volunteers trained to de-escalate confrontations and direct aid and resources to individuals experiencing potentially life-threatening psychological issues
- ➢ *How it Works*: members come in Friday nights and check messages and return calls made during the week; when taking calls, volunteers assess situation in terms of safety risks and confirm if police are present; when volunteers first pick up a call, they ask the individual whether they feel comfortable providing any personal information (bc in crisis cases, ID requests can cause further escalation); In cases where:
    - ○ The caller appears to be in immediate danger to themselves or others, MH First goes to scene
    - ○ The caller/people need to be hospitalized, MH First staff follow the individual(s) and advocate on their behalf for as long as possible
- ➢ *Logistics*: operates independently, without support or approval of local government; because it also works separately from the police department, MH First does not have access to standard 911 dispatch services -- so relies heavily on building community connections, regularly canvassing neighborhoods, and targeting 24-hour businesses that may need assistance
    - ○ MH First trains hundreds of people, many of whom do not work directly with the program; goal is to "give community members the skills to support their friends, families, and neighbors"
    - ○ Spin-off of MH First Sacramento being implemented in Oakland; Anti Police-Terror Project -- same group that set up this program in Sacramento -- launched Mental Health First hotline in Oakland on Aug 28, 2020

Portland Street Medicine [*Portland, Oregon*]

- ➢ *Summary*: team of volunteers that responds to requests for assistance with non-life-threatening medical issues affecting people experiencing homelessness
- ➢ *How it Works*: Portland Street Medicine takes referrals from street outreach teams, including TriMet, Union Gospel, Portland's One Point of Contact, and the Portland Parks Bureau; also performs its own outreach, proactively visiting people in their area and offering clinical services
    - ○ Offers first aid and over-the-counter medications and writes one-time prescriptions for non-controlled medications
    - ○ Each team includes a licensed independent provider, a registered nurse, and a social worker
- ➢ *Logistics*: Established in 2018; operates independently of city government and police (and thus receives no referrals from police); funded primarily through donations (no public funding)
    - ○ Program has one vehicle, 25 clinicians, 4 non-clinicians, and 6 administrative volunteers; served apx. 500 people last year; operates 5-9PM Mondays and 10AM-5PM Fridays – Many international examples fall under this category –
        - ■ Psykiatrisk Akut Mobilitet (PAM) (Stockholm, Sweden)
        - ■ UK Model (mental health calls largely handled by National Health Service, not police in UK)

II. TYPE TWO: VIOLENCE INTERRUPTION MODELS

The following section outlines three key models of violence interruption programming that have become flagship examples for communities around the nation. Each entry includes a brief synopsis, statement of key functions in the community, and additional distinguishing features.

A. Office of Neighborhood Safety ("ONS") Model

- **Synopsis:** "The ONS is responsible for directing gun violence prevention and intervention initiatives that foster greater community well-being and public safety. ONS Street Outreach staff reach out to those most likely to be involved in gun violence, those most resistant to change and chronically unresponsive to help. The Office of Neighborhood Safety helps to provide their stakeholders with credible, customized and responsive opportunities that represent a real alternative to street violence and criminal activity." (ONS Website)

- **Community Function(s):** "Office of Neighborhood Safety (ONS), a private-public partnership [...] operates independently of law enforcement. ONS employs community members, known as 'neighborhood change agents,' who conduct direct outreach to identify and track the young people most at-risk of gun violence. They respond to shootings and intervene before retaliation, working to break the cycle of violence before it starts." (The Justice Collaborative Institute and Data for Progress)

  - "More than a decade later, the program has a proven track record of success. Last year, a study published in the American Journal of Public Health found that gunshot wounds and killings in Richmond have fallen by 55% since the program began, and now other cities are working to adopt the ONS model." (Ibid.)

  - "The work of the ONS is based on violence prevention theories, practices, and programs identified as effective or promising. The ONS uses strategies that focus on influencing outcomes at both the individual and community levels. The ONS's primary community-level intervention is its Street Outreach Strategy, while its Operation Peacemaker Fellowship targets individuals." (NCCD Global)

  - "Both intervention strategies are informed by the "ecological model," which "[emphasizes] the environmental and policy contexts of behavior, while incorporating social and psychological influences" (Sallis, Owen, & Fisher, 2008, p. 465). ONS programming is designed to intervene on multiple levels and is comprehensive in nature." (Ibid.)

  - "There are currently nine full-time ONS staff. Staff manage the administrative functions of the ONS as well as its strategies and programs. ONS staffing has varied somewhat from 2007 to 2014, due primarily to funding availability. Notably, there has been a low level of turnover among all staff positions, including outreach staff." (Ibid.)

    - **Chief Agents:** "Neighborhood change agent (full-time): Currently, there are four neighborhood change agents (NCAs). NCAs are the primary outreach workers of the organization. Their responsibilities include mediating community conflict and violence, maintaining a constant community presence, and referring fellows to services and employment opportunities. In each of the affected neighborhoods in Richmond, NCAs offer customized outreach services to targeted individuals. The duties of NCAs also include

keeping up with information from the neighborhoods, identifying and recruiting prospective fellows, establishing relationships with fellows and their families, interrupting conflict, and giving referrals. Each NCA is assigned to work intensively with 10–15 fellows." (Ibid.)

- **Day-to-Day Functions:** facilitating gang prevention and interruption programming, providing educational services and assistance to young folks, assisting young/vulnerable people obtain gainful job & apprenticeship opportunities, taking an active role in streamlining reentry assistance, facilitating anti-violence instruction, organizing community recreation & social cohesion activities.

B. Cure Violence Model

➔ **Synopsis:** "Trained violence interrupters and outreach workers prevent shootings by identifying and mediating potentially lethal conflicts in the community, and following up to ensure that the conflict does not reignite." Cure Violence approaches violence response and prevention as a public health crisis. In taking this posture, the model seeks to identify high risk individuals and interrupt the spread of violence, with the aim of recalibrating social norms toward non-violent conflict resolution. (Organization Website)

- "Cure Violence is a neighborhood-based, public-health oriented approach to violence reduction. The program relies on the efforts of community-based 'outreach workers' and 'violence interrupters' in neighborhoods that are the most vulnerable to gun violence. These workers use their personal relationships, social networks, and knowledge of their communities to dissuade specific individuals and neighborhood residents in general from engaging in violence. When Cure Violence strategies are implemented with high levels of fidelity, the program may theoretically begin to "denormalize" violence in entire communities (Butts et al. 2015)." (John Jay College)

➔ **Community Function(s):**

- "Prevent Retaliations – Whenever a shooting happens, trained workers immediately work in the community and at the hospital to cool down emotions and prevent retaliations – working with the victims, friends and family of the victim, and anyone else who is connected with the event." (Ibid.)

- "Mediate Ongoing Conflicts – Workers identify ongoing conflicts by talking to key people in the community about ongoing disputes, recent arrests, recent prison releases, and other situations and use mediation techniques to resolve them peacefully." (Ibid.)

- "Keep Conflicts 'Cool' – Workers follow up with conflicts for as long as needed, sometimes for months, to ensure that the conflict does not become violent." (Ibid.)

    - "An extensive evaluation of the Cure Violence program in 2 communities in New York City is currently being conducted by John Jay College of Criminal Justice Research and Evaluation Center. Although the complete evaluation is ongoing, there have been several reports released with important findings." (John Jay College)

    - "Effects of Cure Violence in South Bronx and East New York, Brooklyn" (2017): 63% reduction in shootings and 37% reduction in gun injuries in South Bronx 50% reduction in gun injuries in East New York

- "Young Men in Neighborhoods with Cure Violence Programs Report Growing Confidence in Police": 22% improvement in trust in police and willingness to call police among highest risk.

- "Young Men in Neighborhoods with Cure Violence Programs Adopt Attitudes Less Supportive of Violence" (2017): 14% reduction in attitudes supporting violence, with no change in controls.

- "Perceptions of Violence in Harlem, South Bronx, East New York, Morrisania, and Bed-Stuy" (2015): Young men in Cure Violence zones reported Increased confidence in police and increased willingness to contact police.

- "The presence of Cure Violence in a neighborhood was associated with greater reductions in social norms that support violence when compared with similar neighborhoods without Cure Violence programs (Table 5). Young men living in neighborhoods with Cure Violence programs expressed fewer violence-endorsing norms over time in hypothetical scenarios involving both petty and serious disputes."

◆ "Staff members [...] are mostly males between the ages of 29 and 50, with an average age of 43. Most workers grew up and currently live in their program's catchment area. The majority of staff members report having been engaged in community work or activism prior to joining the team. Approximately half the staff members describe themselves as once belonging to a street group (gang, clique, or crew), as a formerly incarcerated person, or both."(Ibid.)

➔ **Day-to-Day Functions:** "Staff members spend a significant portion of their work hours walking around the neighborhood and interacting with residents to keep up with street lore and any emerging rumors about the possibility of violence. The monthly amount of time devoted to this neighborhood canvassing has consistently averaged about 48 hours per worker since 2013, according to activity data from the city's centralized Cure Violence database. Workers distribute anti-violence public messaging materials, such as stickers and pins, while walking the catchment area." (Ibid.)

1. Focused Deterrence Model

➔ **Synopsis: "**Focused deterrence hones in on specific problems in a community, such as drug dealing, generally violent behavior, gangs, or gun violence. It then focuses on the individuals and groups who drive most of that activity, particularly those with criminal records and those involved in gang activity." (Vox)

◆ "The strategy brings together law enforcement and community groups to clearly signal the major legal and community consequences of violence, especially in relation to an individual's previous criminal record. And to provide alternatives to violent or criminal lifestyles, the community should also offer social services and other forms of help." (Ibid.)

➔ **Community Function(s):** *N.B. This model, unlike the above, serves generally as a guiding framework for concrete programming such as the previous organizations. Indeed, to some extent, the ONS and CV models are arguably permutations of a Focused Deterrence model.*

◆ Concentrate police resources to "hot spot" enclaves within communities that have exceptionally high rates of violence.

- Lean on community leaders and members (in conjunction with law enforcement) to convey clear incentives for nonviolent criminal activity; additionally, warn potential transgressors of the steep consequences--legal, social, economic, and moral--of violent behavior.

- According to one evaluation of deterrence tactics by the RAND Corporation, departments seeking to implement this model should consider the following components:
    - an interagency enforcement group that will coordinate the strategy and the teams
    - a research and evaluation group that will track how well the strategy is working and identify and help resolve problems
    - an analysis and intelligence team that will identify which offenders are at sufficiently high risk of violence to be included in the intervention
    - a team that will run communications efforts with intervention recipients and groups, divided into:
        - those who will run formal intervention meetings
        - those who will run ongoing communications with intervention recipients and those in the community monitoring them
    - a team that carries out enforcement efforts against offenders and offending groups; the team includes both law enforcement and prosecutors
    - a team that coordinates providing services to individuals who choose to make a positive change away from violence and crime, including individuals who serve as:
        - outreach links to community organizations and other agencies that will provide the services
        - case managers who will help individuals get the services they need.
    - *N.B.* The previous bullets under this subheading come directly from the RAND Corporation evaluation of Focused Deterrence.

➔ **Day-to-Day Functions:**

- Identify Those at High Risk of Violence
    - "The original approach to identifying those at risk is to first conduct group audits with community leaders and area police to identify groups and conflicts seen as driving most violence in a jurisdiction. These audits are followed by collecting information from frontline officers on different details (patrol, gang, vice, etc.) and tips from the community to identify "power players" believed to be driving criminal activity" (RAND)
- Hold an Intervention Meeting
    - "For focused deterrence to work, the targeted criminal population must be aware of the deterrence strategy. Boston's Operation Ceasefire (Braga and Weisburd, 2015) provides a

commonly used template for focused deterrence meetings. The specific format was designed for interventions with the members of multiple gangs, or of a specified gang collectively, but can also be tailored to individuals." (Ibid.)

- Provide Meaningful Services and Assistance to Those Willing to Change
    - "All studies reviewed by Braga and Weisburd offered their respective populations various services, such as job training, drug abuse treatment, and assistance in housing, as incentives for turning away from violence (Braga and Weisburd, 2012b, p. 350). The services component of focused deterrence tends to be the least covered in practice, which is unfortunate because incentives for desisting from violence are as important as sanctions for disobedience. A suite of services could include the following (which is not intended to be a complete list):
        - counseling
        - substance abuse treatment
        - housing
        - education
        - employment training and placement
        - help in obtaining identification cards (including a driver's license, a non-driver state identification card, or a social security card)
        - community corrections (if applicable)
        - Veterans Affairs benefits (for individuals who are veterans)."
        - (Ibid.)
- Facilitate Ongoing Community Support
    - "A key aspect of focused deterrence is ongoing support and monitoring of at-risk individuals from the community, beyond the influence of law enforcement and social services. Unfortunately, these activities are not commonly documented, so it is difficult to provide an overall assessment of them. That said, community support plays the key role of helping continue the intervention when law enforcement is not present. From our review of focused deterrence studies, examples of community members who provide this support include:
        - family members and friends
        - community organizations (churches, nonprofit groups, schools)
        - other criminally involved individuals or syndicate members who want to avoid trouble.
    - (Ibid.)

- Enhancing Enforcement for Persons and Groups that Persist in Violent Crime
    - *N.B. "The following actions are intended strictly for individuals engaging in violence after being warned. They are not meant as general punishments of residents in communities with violent gangs. Before taking enhanced actions, officers need to confirm that they are engaging with focused deterrence targets"*
    - Stricter sanctions, prioritizing prosecution for violent crime, stricter pre-trial sanctions.
    - (Ibid.)

Appendix Item 2

Findings from Qualitative Data and Community Input

Reimagining Public Safety:

Findings from Qualitative Data and Community Input

Presented by Drs. Belisa González and Sean Eversley Bradwell

Framework:

On June 12, 2020, New York State Governor Andrew Cuomo issued **Executive Order 203: New York State Police Reform and Reinvention Collaborative.** This executive order created a sense of urgency to reinvent public law enforcement and directed local governments to "*perform a comprehensive review of current police force deployments, strategies, policies, procedures, and practices, and develop a plan to improve such deployments, strategies, policies, procedures, and practices, for the purposes of addressing the particular needs of the communities served by such police agency and promote community engagement to foster trust, fairness, and legitimacy."*[1]

As indicated throughout the executive order, the *"comprehensive review"* requires a systemic approach to and structural analysis of the particular needs of local communities. As such, the authors of this report suggest that the findings, in particular the solutions suggested by focus group and interview participants, need to be situated within larger organizational and structural shifts. In other words, adopting any one of the recommendations from focus group and interview participants will not fundamentally "*promote community engagement to foster trust, fairness, and legitimacy."* Rather, and this an essential element of Executive Order 203, any of the suggestions or recommended solutions must be understood in relation to larger systemic reinventions and implemented in combination with broader structural changes, institutional policy reforms, and organizational culture shifts.

Methods:

The information for this report come from a variety of sources, each with varying degrees of reliability and validity. For the purposes of this report, we are making a methodological distinction between the data collected from focus groups and individual interviews, and the information gathered through community forums. Much of the information that originates from community forums was not collected in a systematic manner and thus should be not be used to make specific or generalized claims about Ithaca/Tompkins County community attitudes toward reimagining public safety. The information labeled community input is included in this report for context and informational purposes. The primary focus of this report is on the findings generated from the targeted and law enforcement focus groups as well as the individual interviews.

[1] Executive Order 203 of June 12, 2020: New York State Police Reform and Reinvention Collaborative. New York State Executive Chamber.

Data Collection:

Targeted Focus Groups & Individual Interviews

Executive Order 203 explicitly states that *"urgent and immediate action is needed to eliminate racial inequities in policing, to modify and modernize policing strategies, policies, procedures, and practices, and to develop practices to better address the particular needs of communities of color to promote public safety, improve community engagement, and foster trust."*[2]

The order further states the local government entity *"create a plan to adopt and implement the recommendations resulting from its review and consultation, including any modifications, modernizations, and innovations to its policing deployments, strategies, policies, procedures, and practices, tailored to the specific needs of the community and general promotion of improved police agency and community relationships based on trust, fairness, accountability, and transparency, and which seek to reduce any racial disparities in policing."*[3]

Given the focus on communities of color and racial inequities, the Communications/Community Working Group (CCWG)[4] decided to conduct targeted focus groups that would over sample participants from the minoritized populations mandated in the Executive Order as well as those most likely to come in to contact with law enforcement (e.g. houseless community). For a variety of reasons, including past discrimination and other manifestations of oppression, respondents from minoritized populations (e.g. Black, Latinx, LGBTQ+, Indigenous, houseless, etc.) are less likely than their dominant counterparts to respond to general calls for participation in research. Because of that and the guidelines of the Executive Order, the CCWG made every effort to recruit from the most marginalized communities, and arguably participants from communities most impacted by law enforcement.

The targeted focus group and interview data collection was the primary charge of the CCWG. To select which communities would be targeted for oversampling, the CCWG brainstormed a list of targeted populations (listed below) and associated organizations, listservs and people with contacts in those communities. CCWG members were assigned to each targeted group and charged with recruiting participants for associated focus groups. Members used personal networks to recruit participants via personal email, phone calls, text messages and listservs.

A total of 15 focus groups were conducted with individuals from targeted communities. Due to COVID-19 restrictions, most focus groups were conducted via Zoom video conferencing. For those respondents who did not have access this technology, we held three in-person focus

[2] Executive Order 203 of June 12, 2020: New York State Police Reform and Reinvention Collaborative. New York State Executive Chamber.

[3] Executive Order 203 of June 12, 2020: New York State Police Reform and Reinvention Collaborative. New York State Executive Chamber.

[4] Communications/Community Working Group included members: Tammy Baker, Travis Brooks, Sean Eversley Bradwell, Belisa Gonzalez, Dominique Johnson, Schelley Michell-Nunn, Jamila Michener, Dominick Recckio, and Richard Rivera.

groups. Participants for two of the in-person focus groups were compensated with $100 Wegmans gift cards for their participation. The incentive was necessary because participants were particularly difficult to recruit and also have significant contact with law enforcement. Focus group attendance ranged between 3 and 12 participants, with a total of approximately 130 unique participants. Focus groups lasted between 40-90 minutes, with the average lasting about 60 minutes. A trained facilitator from the local community, a notetaker and a translator when necessary, were assigned to each focus group. The notetaker was tasked with summarizing respondent answers, however, the conversations were not recorded verbatim. Thus, the analysis was conducted on notes not transcripts.

Demographic information was requested from each targeted focus group participant, however, the response rate was inconsistent. Twenty-eight of the approximately 130 focus group participants supplied demographic information. According to the demographic information that was supplied, the income of participants ranged from an annual salary of less than $13,000 to above $94, 000. The represented education levels of focus group participants ranged from some high school to PhD. Most respondents were between 30-59 years old with the exception of the college student focus group, and represented all of the following racial and ethnic categories: Asian American, American Indian or Alaskan Native, Black/African American, Hispanic, White and more than one race. There was an over representation of Black/African Americans and Hispanics relative to the general Ithaca/Tompkins County population. Gender identities of focus group participants included, men, non-binary, transmasculine and women identified individuals with most identifying on the binary of men and women. Respondents reported their sexualities as bisexual, gay, lesbian and queer with most identifying as heterosexual. A majority of the respondents who provided demographic material identified living in Ithaca. While participants may certainly reside in communities throughout Tompkins County, the additional communities identified in the demographic responses include: Lansing, Freeville, Ulysses, Enfield and Dryden.

List of Targeted Focus groups (in no particular order)**:**

- Community Veterans
- Returning Citizens (formerly incarcerated persons)
- Persons with Disabilities
- Lesbian, Gay, Bisexual, Transgender, Queer + Community
- Latinx Community (x2)
- Immigrant Community
- College Students
- Community Leaders of Color
- Black Women
- Black Community (x2)
- Asian and Asian American Community
- Indigenous Community
- Houseless Community

Individual Interviews

In addition to the focus group data, nine (9) individual interviews were conducted with participants who were unable to attend targeted focus groups but still willing to participate and provide input. These interviews were guided with similar questions as those asked in the focus groups. Notes of the conversation were taken and provided for analysis. Demographic information was collected from all nine individuals. Seven of the nine individuals identified as Black/African American, one Hispanic and one White. All but one respondent reported an annual income of less than $13,000. Respondent educations ranged from middle school to GED and had an age range of 25-59 with all but one reporting an age of 44 and over.

Law Enforcement Focus Groups

Law enforcement focus groups were handled by representatives from the Center for Policing Equity (CPE). Those representatives recruited, facilitated and scribed all law enforcement focus groups. Notes from these focus groups were analyzed in the same manner as the targeted focus group and individual interview data (analysis described below).

The guiding questions for the focus groups were developed by the researchers in accordance with the topics dictated in Executive Order 203. The questions solicited information on the process of reimagining public safety; asked participants to reflect on the role of trust, accountability and transparency; offer suggestions to address issues with policing; and reflect on what it means to feel safe and protected. For the full set of questions, see Appendix B.

List of Law Enforcement Focus Groups (in no particular order)**:**

- Union Law Enforcement
- Tompkins County Sheriff Office Officers
- Tompkins County Sheriff Office Sergeants and Above
- Ithaca Police Department Officers
- Ithaca Police Department Sergeants and above
- Assistant District Attorney
- Public Defenders

Community Input

Executive Order 203 states that *"local police agencies within the state have been actively engaged with stakeholders in the local community."*[5] To recruit community input, a communications plan was approved by the *Communications/Community Working Group* and subsequently implemented. Tompkins County residents were invited to engage in surveys,

[5] Executive Order 203 of June 12, 2020: New York State Police Reform and Reinvention Collaborative. New York State Executive Chamber.

forums, etc. through press coverage of the process, listservs and email chains from government and elected officials and working group members, printed materials distributed through libraries and community events including GIAC's annual Harvest Celebration, and posters hung on telephone poles throughout the downtown community, targeted specifically at the Northside, Southside, and Martin Luther King Jr. St. corridor neighborhoods. The public was invited to participate through online channels, via a paper survey with drop boxes at both the city and county buildings, and at the Tompkins County Public Library. Members of the public could also sign up for email updates, and everyone who initially engaged through the Mayor's kick-off meeting received updates of every forum and input opportunity.

Sources for Community Input

- Single Question Survey (137 respondents / some demographic data included)
- Questionnaire w/5 random questions (236 responses, 129 responses outside City)
- Community Voices Transcripts (includes repeat participants at events)
    - November 6, 2020 20 participants
    - November 13, 2020 16 participants
    - November 14, 2020 9 participants
    - November 20, 2020 13 participants
    - December 4, 2020 17 participants
    - December 5, 2020 14 participants
- Chat Transcripts (when available)
- Voicemails (6 voicemails, 5 unique callers)
- 64 pages of emails to Reimagining Public Safety (including duplicates and forwarded messages)
- Criminal Justice/Alternatives to Incarceration Board (CJAIB) Meeting Transcript
- Additional Community Input (letters, opinion pieces, demand statements, etc.) are listed in Appendix I.

Limitations

Limitations of Targeted Focus Groups

The most obvious limitation of the targeted focus groups was difficulty in recruitment. In nearly all focus group communities, our recruitment efforts were restricted by the sustained skepticism of the Reimagining Public Safety process. The overwhelming view of the process was that it was performative and that nothing would come of it. This negative reception significantly impacted recruitment efforts of the very participants the Executive Order dictates (i.e. communities most impacted and marginalized). While we were able to overcome this obstacle for some, we did have numerous respondents refuse to participate because of a lack of trust in the process and/or because they had participated in previous efforts and have yet to witness notable systemic changes.

Also impacting recruitment were the ongoing effects of the COVID-19 global pandemic. Social distancing and other safety protocols made completing in-person interviews and focus groups difficult. Health and safety protocols also severely limited the most effective methods of recruitment, personal connections. At the same time, the virtual formats increased the participation of some respondents who said they would not have been able to attend something in town, but could more easily be available on Zoom.

While qualitative data help us gain insight into the everyday realities of targeted populations' experiences with law enforcement, the data collected do not constitute a population sample and therefore do not allow us to make generalization. As we state above about other forms of data, we believe the findings from the focus groups should be situated within a larger context provided by past local and national research. Such research, however, should not overshadow the voices of the very people we were tasked to amplify in Executive Order 203. Rather, the two sources should be in conversation with one another so that data driven solutions that take into account the specific needs of minoritized populations in Tomkins County can be found. Additionally, the relative manageable size of the Ithaca Police Department and the Tompkins County Sheriff Department provide opportunities far more difficult to enact in much larger communities.

Limitations of Community Input

The quick turnaround set by the Executive Order did not allow the researchers to follow standard research methods for qualitative data collection. Because of this, the information gathered during this process should not be viewed as equally valid. For example, the community input, while informative, should not be understood as representing all community voices. There is very little quality control of the community input. We have little to no demographic or geographic information on respondents who participated in the community input process, making it impossible to judge whether the respondents are representative of the broader Ithaca/Tomkins County community or are primarily members of a single demographic.

Additionally, we were able to identify some individual participation in more than one community input session, which raised questions of whether the other forms of input came from unique participants. For example, some participants spoke during a community voices event (or multiple events); sent email messages; left a voice mail; and sent a letter on behalf of an organization. The potential for repetition, unfacilitated process and lack of quality control limits the usefulness of the information gathered through these venues. Despite this, we analyzed the information in the same manner outlined for the focus groups in order to identify areas of overlap and departure from the systematically collected focus group and interview data.

Data Analysis:

Given the sensitive nature and potential for retribution (real or perceived), no focus group or interview were recorded and transcribed. All focus groups and interviews used scribes to capture detailed notes. As a result, the notes from each focus group and interview were critically analyzed and broken into passages that represented similar concepts.

These passages were then coded by theme (e.g. solutions) and further reviewed to and modified into more precise subthemes (e.g. solutions – training). In this process some codes were combined, and others eliminated if it was determined that not enough participants from various focus groups referenced that theme. The key findings presented in this report represent themes that were expressed in a majority of focus groups by at least 2 or more members across focus groups. Unless relevant to the finding, the focus groups are not connected with any of the expressed themes. This is done to protect the anonymity of participants.

Key Themes: Targeted Focus Groups

The following themes are based on the analysis of data gathered through the targeted focus groups. Each of the following themes were mentioned often enough to deserve their own themes.

- Respondents feel disrespected by police during everyday interactions whether or not those interactions lead to citation.
- BIPOC (Black Indigenous People of Color) respondents are hyper-aware of racial tensions in Ithaca/Tompkins County and on the national scene. That awareness is a factor in respondents' decision-making process on whether or not to call law enforcement.
- Respondents in several focus groups expressed a preference handling unlawful situations themselves rather than call the police (self-policing).
- Respondents express a lack of trust between marginalized people and law enforcement.
- Respondents express distrust in the Reimagining Public Safety process, explicitly. questioning whether anything will come of the report.
- Respondents do not think that law enforcement know how to deescalate situations. Those beliefs are based on experience with law enforcement and further the practice of self-policing.
- Respondents do not think that law enforcement know how to deal with situations involving: people living with mental health issues, who are detoxing, people living with visible and invisible disabilities, and members of the LGBT+ community, specifically transgender individuals.
- Respondents expressed not feeling safe going to the police for help. They questioned the "serve" in "protect and serve."
- Respondents in all targeted focus groups acknowledged the hard work of law enforcement.
- Respondents mentioned a number of solutions that were directly related to improving their experiences with law enforcement.

Subthemes & Solutions - Targeted Focus Groups

The following subthemes are also based on the analysis of data gathered through the targeted focus groups. Each of the following themes were mentioned often enough to be classified as possible "solutions" or reinvention measures.

Solutions:

- Ongoing Training (see types of training below). There was a repeated focus on training and "re-training" officers. This was connected to a desire for a shift policing culture and participants' desire to change how officers carrying out the duties of the job.
  - Training needs to be ongoing not one-time offerings.
  - There needs to be transparency in the content being taught in training.
  - There needs to be accountability in training participation and attendance.
  - Most Commonly Recommended Types of Training:
    - De-escalation techniques
    - Assessing situations
    - History of police/policing

- Trauma informed policing
- Mental health and identifying and dealing with people living with mental health issues
- Identifying and interacting with people who are detoxing
- Identifying and interacting with people living with visible and invisible disabilities
- Interacting with the public and using respectful communication
- Anti-Bias, specifically with the County's LGBTQ+ community
- Anti-racism training, specifically what it means to be Black in the U.S.

- Community Building: law enforcement needs to be in and know the community.
  - Officers should live in the community they police.
  - Officers need to interact with marginalized communities on a regular / daily basis (e.g. ask people how they are?; "walk the beat"; be present beyond crisis calls).
  - Officers need to get out of their car.
  - Officers need to stop the authoritative "posturing"
- Accountability:
  - There should be more oversight by community members, community board, or a third party.
  - Hiring procedures should be modified to attract officers who can address themes above.
  - Community members should have a role in hiring officers.
  - Issues with Civil Service exam should be addressed (i.e. discriminatory nature). Community should have more oversight when there is a complaint or investigation into wrongdoing of an officer.
- Law enforcement should collaborate with or have mental health professionals on staff.
- The standards for becoming an officer should be raised.
- The community should actively participate in the hiring of officers.
- Law enforcement should reflect the community in terms of both race/ethnicity and gender.
- Institute restorative justice practices.
- Increase the availability of mental health services for Police.
- Law enforcement should collaborate with other social service agencies.
- Redistribute resources from police to agencies that are working to alleviate core issues of inequality (e.g. poverty, housing inequities, racial injustice, etc.)

Key Themes: Law Enforcement Focus Groups

The following themes are based on the analysis of data gathered through the law enforcement focus groups.

- Respondents expressed appreciation for being included in the Reimagining Public Safety process.
- Respondents expressed frustration that the public does not understand what their job entails.
- Respondents cited limited staffing as an obstacle to continuing education (i.e. training) and attending/organizing community events.
- Respondents acknowledge the need to build trust with the community.
- Law enforcement officers think they are being unfairly targeted by public.
- Law enforcement officers report being supported by the majority of the community and believe dissent is from a vocal minority.
- IPD report that they are doing their job well and already do everything outlined in the Executive Order 203.
- Law Enforcement express not feeling supported elected officials.
- Several groups mentioned the detrimental effects of not having a Union contract.
- Respondents mentioned a number of solutions to the issues they identified.

Subthemes & Solutions: Law Enforcement Focus Groups

The following subthemes are also based on the analysis of data gathered through the law enforcement focus groups. Each of the following themes were mentioned often enough to be classified as possible "solutions" or reinvention measures.

- Law enforcement respondents express needing more resources in the form of money and staffing.
- The public need to be educated.
  - On what law enforcement do and the broad range expectations and service calls
  - The existence and specifics of transparency mechanisms
- There needs to be better coordination with social service departments and those agencies also need to be held accountable.
- Develop alternatives to 911 and/or allow operators to dispatch personnel to other agencies.
- Develop mechanisms for efficiencies that would free up staff (e.g. streamline arrests and arraignment processes, eliminate handwritten reports, etc.)

Key Themes: Individual Interviews

The participants who were individually interviewed were actively recruited and included participants who were less likely to attend a Zoom focus group and who had interactions with law enforcement. Much of the data reflects the targeted focus groups. Still, below is a brief summary of the most commonly stated themes collected from individual interviews.

- Community Connection was without question the most often discussed theme **-** There were numerous comments and statements discussing a need for change in community engagement. This is key. As one participant stated, "More community, More community."
- Accountability **-** This was a clear comment from participants about lack of police accountability. There was a desire for police accountability. If – or when – police act inappropriately, law enforcement "should be treated the same as people if they break the law."
- Violence, Racism and Sexism: There were significant statements about violence: Interactions with police are violent; Police treat black and brown people differently; People of color treated differently; Rich and poor are treated differently and Women are treated poorly.
- There was a call for law enforcement to set an example – "protect and serve."
- Some participants acknowledged the need for law enforcement: i.e. We need police; You can't bash all police; I want to feel safe calling the police.
- There was a call for training and education: better training and education is needed; and law enforcement needs to be required to attend community training sessions.
- Drugs: there were a number of comments about the needle exchange program; "We have a significant drug problem."
- Other Comments**:** Defunding is an option; Cornell should be funding programs; Communities are policing themselves; Nearly all interactions are during crime responses, never just in the community; and more.

Key Themes: Community Input

Below is a brief summary of the key themes when combining all of the community input.

- Again, there is wide-spread critique, criticism and skepticism of the Reimagining Public Safety Process. This is a common theme found in nearly every community input modality (surveys, community voice events; emails; questionnaire; voicemails, and more).
- Abolish the Police: there was a call for abolishing the police and instituting forms of restorative justice.
- Defund the Police: there were numerous calls for budgetary re-allocation and redistribution of city/county resources
- De-militarize: there were many references to the military-grade weapons and IPD SWAT Mobile Command as well as calls to challenge the hyper-masculine and violent culture community members believe are imbedded in current law enforcement.
- Accountability: there were calls for transparency in investigations, terminations and accountability of officers. This included more authority granted to Community Police Boards.
- Training: there was a strong request for trainings and re-education of law enforcement officers.
- Law Enforcement is not supported. There was community input recommending additional support and resources for local law enforcement agencies.

Overlapping Themes from Targeted Focus Groups & Law Enforcement Focus Groups:

There are overlapping themes between the targeted focus groups and the law enforcement groups. Below is an attempt to capture some of these intersecting themes and solutions. This is an area of nuance and needs additional context to be most useful.

- Few people who participated in the Reimagining Public Safety trust the process.
- Both respondents from targeted focus groups and law enforcement want to build relationships (e.g. get back to BBQs, etc.) and build/rebuild trust.
- Both targeted focus groups and law enforcement think the other needs education.
- Both respondents from targeted focus groups and law enforcement agree that the lack of trust is a major issue that needs to be addressed to move forward.

Tensions Revealed in the Data and Input:

- The clearest tension point focuses on what many participants expressed as the need for a redistribution of funding from policing and toward social services that address structural inequality. At the same time, law enforcement stated that, to do the work required to build trust, there is a need for increased resources / staff.
- Although many focus group respondents suggested more collaboration between police officers and social service agencies, some officers question whether those agencies would handle calls any better and have accountability mechanisms of their own. Many also mentioned that officers would still need to respond alongside them an agency representative to protect them from potential violence.
- There is disagreement as to whether law enforcement needs to respond to all fire, mental health, domestic disputes, and medical emergencies.
- There is a tension point about Ithaca / Tompkins County being more "progressive" in words / policies than in outcomes / practices.

Conclusion

As one may expect, there is considerable repetition in some of the suggested solutions between the focus groups, individual interviews, and community input. Many of these solutions have also been mentioned in previous reports (see Appendix H). It is clear from the findings presented here, as well as past research, that a reinvention of law enforcement requires a commitment to systemic change on the part of both the Ithaca/Tompkins County community and law enforcement. In order to honor those who shared their experiences, insights and knowledge, a long-term dedication and collaboration is necessary to reimagine public safety.

Appendices

Appendix A: Targeted Focus Group Questions

Appendix B: Law Enforcement Focus Group Questions

Appendix C: Individual interview questions

Appendix D: Community Voices organizing question

Appendix E: Community input questionnaire

Appendix F: Demographic information

Appendix G: Executive Order 203 – Required Areas of Focus

Appendix H: Summary of Previous Studies

Appendix I: Links to Additional Community Input

Targeted Focus Group Questions

1. Introduction *question to get interviewees warmed up and ready to talk* ... What comes to mind when you hear that the City/County is engaged in reimagining public safety?
    a. If it comes up where people think the process has no value - what would you do differently? What would the process look like for you?
    b. If participants bring up an interaction with law enforcement then you can ask follow up questions - if you think it is necessary and appropriate. Be sure to thank them for sharing their experience and let them know that we will do our best to honor what they have told us.
2. This question should really be thought of as a follow up/clarifying question to whatever participants bring up in the first two.
    a. If participants do not mention the role of trust, accountability and transparency in reimagining public safety, then ask. What do you think the role of trust, accountability and transparency is in reimagining public safety?
    b. If they do mention trust, accountability and transparency in reimagining public safety, ask appropriate follow up questions. For example, if someone says there is no trust between the police and community, you can ask how do you think we can increase/strengthen trust? If they mention needing accountability and/or transparency, you can ask, what does accountability and transparency mean/look like?
3. What would it look like for you to feel safe and protected?
4. What else do you think we should know as we continue this work?

Law Enforcement Focus Group Questions

1. What comes to mind when you hear that the City/County are engaged in reimagining public safety?
2. What do you think is the role of trust, accountability, and transparency in reimagining public safety?
    a. Follow up: how do we increase/strengthen the trust?
    b. Ideally, what does accountability and transparency mean?
3. How would you, in your current position as a supervisor or Officer, reimagine public safety?
4. What's the citizen's perception of *law enforcement* in Ithaca/Tompkins County?
    a. What is *law enforcement's* perceptions of the community?
5. How can county resources better serve the community of Ithaca/Tompkins County?
6. What else do you think we should know as we continue this work?

Individual Interview Questions

1. *Introduction question to get interviewees warmed up and ready to talk …* What comes to mind when you hear that the City/County is engaged in reimagining public safety?
2. If willing, describe your last interaction with law enforcement.
3. What do you think is the role of trust in reimagining public safety?
    a. *Follow up*: how do we increase/strengthen the trust?
    b. If the respondent has mentioned transparency or accountability - follow up with "what do you mean by transparency / accountability?" or what does accountability look like in public safety?
    c. If the respondent has not mentioned transparency and accountability, the ask: We have heard that accountability and transparency are vital to equitable policing practices. What does accountability and transparency in public safety look like for you? Rewording: how can we make sure that law enforcement are held accountable?
4. What role do police play in your vision of reimagining public safety? (you will likely need to ask clarifying questions when the respondent answers e.g. if they say no role, follow up with, help me understand what that looks like, what would replace the police or how would we keep the community safe?)
5. Is there anything else you think we should know as we continue this work?

Community Voices - Single Question
(137 Responses)

Community Input Questionnaire
(236 Responses)

1. What does police reform mean to you?

VOLUNTARY DEMOGRAPHIC QUESTIONS

Answers to any demographic questions are completely optional. The purpose of this information is to ensure that the survey input reflects the range of communities who interact with public safety. Only members of the Task Force for Reimagining Public Safety will have access to the survey data and responses will be kept private and secure. Responses will not be used for discriminatory purposes.

1. What is your age range?
   - 15-19 years
   - 20-29 years
   - 30-39 years
   - 40-49 years
   - 50-59 years
   - 60-69 years
   - 70 + years
   - Prefer not to respond

2. What is your approximate annual income (or total household income)?
   - $13,000 or less
   - $13,000-23,000
   - $23,001-34,000
   - $34,001-54,000
   - $54,001-74,000
   - $74,001-94,000
   - $94,001-above
   - Prefer not to respond

3. What is the highest level of education you have completed?
   - Some schooling without a high school diploma
   - High school diploma or GED
   - Associate's degree
   - Bachelor's degree
   - Master's degree
   - Doctoral degree

4. Please indicate how you identify yourself (select all that apply)
   - American Indian or Alaska Native (including all Original Peoples of the Americas)
   - Asian (including Indian subcontinent and Philippines)
   - Black or African American (including Africa and Caribbean)
   - Hispanic or Latino/a/x

- Native Hawaiian or Other Pacific Islander (Original Peoples)
- White
- Prefer not to respond
- Prefer to self-describe

6. a) Please indicate how you identify yourself (select all that apply)
   - Man
   - Nonbinary
   - Woman
   - (neither, both, or prefer to self-define): _____
   - Prefer not to respond

6b) Do you identify as transgender and/or nonbinary? (optional)
   - No
   - Yes nonbinary
   - Yes, transgender
   - Prefer to self-describe: _____
   - Prefer not to respond

7. Please indicate how you identify yourself
   - Asexual
   - Bisexual
   - Gay or Lesbian
   - Heterosexual/ Straight
   - Queer
   - Prefer to self-describe: _____
   - Prefer not to respond

8. Where do you live in Tompkins County?
   - Map

9. How long have you lived in Tompkins County?
   - 0 to 5 years
   - 6 to 10 years
   - 11 to 20 years

10. What is the highest level of education you have completed?
   - Some schooling without a high school diploma
   - High school diploma or GED
   - Associate's degree
   - Bachelor's degree
   - Master's degree
   - Doctoral degree

Executive Order #203: **New York State Police Reform and Reinvention Collaborative**

Executive Order 203 - Required Areas of Focus

In accordance with Executive Order 203, all plans must consider, implement or address:

- o any racial bias and disproportionate policing of communities of color;
- o evidence-based policing strategies;
- o use of force policies;
- o procedural justice;
- o any studies addressing systemic racial bias or racial justice in policing;
- o implicit bias awareness training;
- o de-escalation training and practices;
- o law enforcement assisted diversion programs; restorative justice practices;
- o community-based outreach and conflict resolution;
- o problem-oriented policing;
- o hot spots policing;
- o focused deterrence;
- o crime prevention through environmental design;
- o violence prevention and reduction interventions;
- o model policies and guidelines promulgated by the New York State Municipal Police Training Council and standards promulgated by the New York State Law Enforcement Accreditation Program.

Summary of Reimagining Law Enforcement in Tompkins County
Baseline Examination of Law Enforcement Services (July 2017)

In 2017, CGR, Inc., in partnership with Highland Planning, conducted a study to explore law enforcement throughout Tompkins County. Below is a summary of the responses to the "open ended questions" regarding law enforcement.

Open Ended Questions: the survey asked two open ended questions and the responses to them were interrelated about what the respondents would like to see in law enforcement in the community. To gauge the free responses, they were coded into broad response categories.

Police Presence: Tompkins County residents were the most concerned about police presence. Specifically, 17% of surveyed county residents were displeased by a lack of adequate police presence in the Commons, non-college/university neighborhoods, highly trafficked roads, Groton, and rural areas in general.

Bias: The second largest category for concern was bias of any kind within the police force. Most survey respondents in this category (14% of total) thought that profiling was the largest area of concern. In particular, racial profiling of the county's minority communities was problematic (13% of total).

Community Relationships: 12% of survey respondents identified strengthening the bonds between local law enforcement and their respective communities to be significant. Many cited a general lack of good relationships between individual police departments and residents, notably between officers and communities with lower socioeconomic status/racial diversity.

Drug Crime: Approximately 11% of survey respondents indicated that drug crime and activities surrounding drug crime were their largest concern.

Abuse of Police Authority: Nearly 1 in 10 survey respondents felt that police within the county abused/exceeded the authority of their office. A majority of subgroup respondents noted what they perceived to be excessive use of force relative to the crimes police were responding to.

Lack of Law Enforcement/Coverage: Less than 10% of total survey respondents expressed concern about a lack of law enforcement by the police.

Violent Crime: Nearly 5% of survey respondents identified violent crimes as chief among their law enforcement concerns.

Militarization: 4% of survey respondents perceived police within the county to be at risk and/or undergoing the process of militarization. A number of respondents pointed to military grade equipment and weapons, which in their estimation, was wholly inappropriate for police forces anywhere but especially for polices serving Tompkins county.

Mental Health Training: A minority (3% of total) of respondents thought that the police should be required to have better training when it came to interacting with people with mental health issues.

Summary of Sequential Intercept Model Mapping Report for Tompkins County
Policy Research Associates. Center for Behavioral Health and Justice Transformation. (2019)

In June of 209, a Sequential Intercept Model Mapping Report for Tompkins County was submitted to local public agencies. The workshop was hosted by the Tompkins County Criminal Justice Coordinator and held on the Ithaca College campus. Approximately 70 stakeholders from Tompkins and Broome Counties participated in the 1½-day event. Below are the recommendations and strategic action plan that are included in the full report.

Recommendations: Tompkins County has a number of exemplary programs that address criminal justice/behavioral health collaboration. Still, the mapping exercise identified areas where programs may need expansion or where new resources and programming must be developed (p. 21-26).

1. Increase and improve housing options.
   - Moving Toward Evidence-based Housing Program for Person with Mental Illness in Contact with the Justice System
   - Shifting the Focus from Criminalization to Housing
2. Develop a Crisis Continuum of Care that is integrated with the City/County Police Crisis Intervention Team (CIT) initiative.
   - Expand CIT Training and coordinate across each of the police entities in the surrounding municipalities
   - Provide Mental Health First Aid training to all uniformed officers who do not receive CIT training
   - Expand crisis care treatment interventions, and consider expanding a Mobile Crisis Team
3. At all stages of the Sequential Intercept Model, gather data to document the processing of people with mental health and substance use disorders through the criminal justice system locally.

- Strategic Action Plans –

PRIORITY AREA 1	PRIORITY AREA 2	PRIORITY AREA 3
Expand Affordable Housing for the Lowest Income People	Increase Community Outreach Worker Program	Improve Inter-Agency Communication / Collaboration
· Development of SRO style properties that are co-located with agencies · 40-bed emergency shelter · Having a low-barrier shelter · Family sites · Halfway House · Increase prevention/retention services · Medicaid Funded Assisted Living	· Inter-agency Outreach Street Workers · Increase Community Outreach Workers (COWS) based on need · Increase diversity of COWS · Evaluate LEAD/COW for · duplication	· More information about who is in the jail and when they are released · Develop a protocol for management of inmate information globally · Communication Task Force · Preventative Efforts

Additional Community Input

In addition to the Community Voices events, surveys, and emails, there have been a number of public statements, letters of demands, media testimonials and additional input reviewed as part of this process. While the details of each item may not be included in the final report, it is suggested that people read the additional statements and media coverage to better understand the additional community input. Links are provided.

Reimagining Public Safety Collaborative
https://www2.tompkinscountyny.gov/ctyadmin/reimaginepublicsafety

Reimagining Public Safety Collaborative (YouTube Archive)
https://www.youtube.com/playlist?list=PL0FoCrvXrxA3I8XAKpddWQSqhcMUPKAUc

Community Statements and Demand Letters

"Reimagining Public Safety" Statement
Tompkins County Anti-Racist Coalition
https://tompkinscountysurj.com/2020/12/13/reimagining-public-safety-statement/

Depolicing Demand Letter
Broad Coalition of Racial and Economic Justice Advocates
https://tompkinscountysurj.com/2020/12/13/reimagining-public-safety-statement/

[Unbroken Promises Initiative] send second letter of demands to Ithaca Police Department
Ithaca Voice
https://www.ithaca.com/news/ithaca/weekly-racial-justice-rally-shows-tension-amid-change-in-leadership/article_a0e7ac0a-d509-11ea-ba3b-0f48f700b425.html

Back the Blue Rally
Facebook
https://www.facebook.com/events/ithaca-commons/ithaca-back-the-blue-rally/2779341398979336/

Letters to the Editor

Letter to the Editor: 'To reform our police, we must reform our society'
Seph Murtagh – Ithaca Voice
https://ithacavoice.com/2020/06/letter-to-the-editor-to-reform-our-police-we-must-reform-our-society/

Letter to the Editor: 'SWAT is not a help but a frightening, tank-like tension-raising piece of equipment'
Ruth Yarrow – Ithaca Voice
https://ithacavoice.com/2020/06/letter-to-the-editor-swat-is-not-a-help-but-a-frightening-tank-like-tension-raising-piece-of-equipment/

Radio Links

Local Social Justice Organizations Co-Sponsor "Defund the Ithaca Police Department" Car and Bike Rally
WRFI Radio
https://www.wrfi.org/2020/07/10/local-social-justice-organizations-co-sponsor-defund-the-ithaca-police-department-car-and-bike-rally-audio/

Which Way Forward: Redefining Public Safety
WRFI Radio
https://www.wrfi.org/whichwayforward/

Osborne: Input on reimagining of public safety "all over the place"
All Thinks Equal - WHCU
https://whcuradio.com/news/025520-osborne-input-on-reimagining-of-public-safety-all-over-the-place/

Local Media Coverage

Police Reform 2020: Community Voices public forums elicit criticism from the community
James Baratta – Ithaca Voice
https://ithacavoice.com/2020/11/police-reform-2020-community-voices-public-forums-elicit-criticism-from-the-community/

Reimagining Public Safety: Public Comment Period Gets Extended
WENY
https://www.weny.com/story/43050074/reimagining-public-safety-public-comment-period-gets-extended

Forums show demand for public safety reform
Jessica Wickham – Tompkins Weekly
https://www.tompkinsweekly.com/articles/forums-show-demand-for-public-safety-reform/

County, Ithaca residents discuss police reform
Tanner Harding – Ithaca.com
https://www.ithaca.com/news/ithaca/county-ithaca-residents-discuss-police-reform/article_4edad91e-22b6-11eb-bdee-cf2913be042b.html

Ithaca mayor announces task force to reform police department
Matt Steecker – Ithaca Journal
https://www.ithacajournal.com/story/news/local/2020/06/18/myrick-announces-task-force-policing/3216468001/

Public Safety Reimagined? Taking a Closer Look at Systemic Reform in Tompkins County
James Baratta - Ithaca Voice
https://ithacavoice.com/2021/01/reimagining-public-safety-alternatives-to-policing-in-tompkins-county/

Officials discuss defunding police, funding alternative agencies
Tanner Harding – Ithaca.Com
https://www.ithaca.com/news/ithaca/officials-discuss-defunding-police-funding-alternative-agencies/article_c784a3d4-3e56-11eb-8087-c71503e33015.html

Appendix Item 3

A Guide for Healing from Racial Trauma

Center For POLICING EQUITY

A Guide for Healing from Racial Trauma

The Center for Policing Equity created this Community Healing Plan as a resource for healing, restoration, and relief. Healing as individuals and as communities is about holding space for reflection, care, feeling, sorting through, moving past, sitting with, or whatever individuals and community members may need in that moment. This document outlines various tools, strategies, and practices to address the impacts of racial trauma on individuals and communities.

Understanding Trauma

The history of white supremacy and oppression in America has had lasting impacts on non-white individuals, especially Black and Indigenous people. The weight of living in a society with centuries worth of unresolved racial tension has traumatic effects on all. Racial trauma is caused by the concrete and felt impacts of racism. Racist stereotypes and state sanctioned violence, systems and policies have emotional and physical impacts on all members of society. All races are affected by racism and racial trauma, but racial groups with extensive trauma may experience even higher levels of stress as a result.

For that reason we must create and demand spaces for our healing. The constant stress of navigating spaces where whiteness is the standard in a non-white body is challenging. Living in a world where racial tension and division seems to be rising can be unsettling. We are responsible for our own healing, and for allowing space for others to heal. Healing from trauma is a revolutionary act because it breaks down the barriers we have within ourselves and creates space for us to destroy the barriers separating us from one another.

What is Trauma?

Trauma is the long term, negative physical and emotional effects of stressful experiences and events in one's lifetime. To break it down more, trauma can be understood through the 3 E's:

Events and Experiences: A single incident or series of events over the course of someone's life can cause trauma. These include:

- Actual or perceived threat of harm
- Humiliating and shaming experiences
- Witnessing racial discrimination toward yourself or others

Emotions: How someone gives meaning to the events and experiences they have can

cause trauma. For example, some people may experience videos of Black people being killed or assaulted as traumatic and feel overwhelmed or unsafe.

Effects: These events and experiences have impacts on people, which can happen right away or later on. The effects are emotional and physical, including having a hard time sleeping and focusing, being confused or nervous, experiencing body aches, and more.

What does it mean to be "Trauma-Informed"?

Being trauma-informed means:

1. **Realizing** the impact of trauma on communities, and understanding that all experiences and responses to trauma are unique and complicated.
2. **Recognizing** the signs and symptoms of trauma. Some people experiencing trauma may be struggling with physical and emotional symptoms such as time management and focus, sleep disturbances or mood regulation, and more.
3. **Resist Retraumatization** by minimizing stressors and prioritizing healing practices and self-care.

Sources: Guided by SAMHSA's Concept of Trauma and Guidance for a Trauma-Informed Approach and further informed by Racial Trauma is Real, a compilation of research and resources from the Institute for the Study and Promotion of Race and Culture.

Personal Healing: Understanding and Managing Stress

Being aware of our stress level allows us to better manage our thoughts and feelings. Use the chart below to see what your stress level is. Choose the words that best describe how you feel. Each word has a number value. Once you choose the words that best describe your feelings, add up the numbers for your total stress score.

Stress Assessment

Low Stress	Building Stress	High Stress	
Spacious - your mind feels open and you have space to think about whatever you choose, you have mental capacity to control your thoughts, reflect and also be imaginative. **Settled -** you are in touch and comfortable within your body and environment, you are relaxed and may be feeling joy or other positive emotions. **Connected -** you are able to freely engage with your surroundings and other individuals feeling whole and fully present.	**Pressured -** you feel pushed to direct your focus more intentionally, you are feeling the need to respond or spring into action. **Mobilized -** you feel the need to act on something, or maybe you are in the midst of planning or preparing to do something. **Reactive -** you are actively responding to tension creating forces, urgent work deadlines, triggering thoughts or events.	**Disconnected -** unable to engage or interact as you usually would with other people or your environment. **Shutdown -** unable to take action or perform in the way you usually would, burned out and having difficulty being productive. **Numb -** unable to connect with your own emotions or others, feeling like you just don't care, or have the energy to feel.	
Spacious - 0	**Reactive - 1**	**Numb -3**	**Total =**
Settled - 0	**Mobilized - 1**	**Shutdown - 3**	
Connected - 0	**Pressured - 1**	**Disconnected - 3**	
Total Score: 0-2 Low stress environment, able to be best self	***Total Score: 3-7 Some stress is present, but it may be useful in context***	***Total Score: 8 or more Too much stress is preventing you from being your best self***	

Remember: Stress levels and responses can vary from person to person, this scale is a guide to help you identify internal signs of rising stress, understand them and manage them.

Relaxation Exercises

Whatever your current stress level is, reflective practices can help you to enjoy a more peaceful state, and connect with your emotions. Below are some examples of practices you can use in your daily life to help manage your stress:

Breathing Exercises

1. Draw your elbows back to your sides to open your chest. Breathe in as deeply as you can, hold it for 5 seconds (or as long as you can) and slowly breathe out.
2. Breathe in for 5 seconds, breathe out for 5 seconds, repeat pattern for a few minutes.
3. Purse your lips, breathe in through your mouth, breathe out through your nose.

Physical Touch Exercises

1. Close your eyes and gently stroke your arm from the shoulder down, switching left and right.
2. Hold your hands in front of you. Join your hands at the fingertips, and rest into a comfortable breathing rhythm. Slowly separate your hands sensing the tension between them. Before hands space wider than your chest, slowly bring them closer together, without touching fingertips. Repeat hand motion slowly for at least 30 seconds, then rest both hands on top of each other, on your chest
3. As you breathe, put one hand on your chest and feel your heartbeat. Feel free to move your hand to other body parts and rest it there, appreciating your body and life.

Visualization Exercises

1. Visualize a place where you feel safe and happy. This may be a place you have visited or an imagined scene of somewhere you'd like to go. Use your five senses to add as much detail to your image. What do you hear? What can you smell? Are you warm or cool? Is it day or night? Imagine yourself moving forward, what are you doing? Sense feeling more peaceful as you enter your vision more deeply. Continue breathing slowly as you look around the scene you've created, fully experiencing it with all of your senses.
2. While inhaling, imagine yourself feeling safe and supported, visualize relief and worthiness entering your body. Visualize exhaustion, tension, and distress leave your body as you exhale.

Writing Exercises

1. Make a list of things that bring you hope.
2. Write down what you are grateful for. You can make this a regular practice.

Community Healing and Wellness

Communities also collectively hold trauma through the pain and discomfort that its members feel. Bringing individuals together to reflect and share can help people cope with stress, loss, and retraumatization from ongoing racism and injustice.

Holding Space for Community

In order to create a space that people feel comfortable sharing in, it is important to:

1. Create a judgement-free environment by showing empathy and listening to the difficulties others have faced
2. Accept that we all have certain biases which affect the way we see the world, and work to undo them by listening to and learning from other people's experiences, and sharing your own. Often these biases are without ill-intent, and we do not actively think about engaging in behavior that would make us prejudiced, but we have all been socialized in ways which cause us to develop these implicit biases.
3. Allow people time and space to share. Some might be open and vocal about their experiences, while others might not be comfortable sharing right away. Even just thinking about past experiences can be traumatic, and there is no requirement for individuals to share their experiences if they are not ready.

Guiding Principles for Community Conversations

Guiding principles are a set of values that help to create a space that is safe for individuals to be vulnerable and share their truth authentically.

Here are some guiding principles to get started:

- I will share my perspective because my experiences bring valuable insight.
- I understand that all people feel, think, and communicate differently, I will celebrate these differences by listening with an open mind and desire to learn.
- I will use "I" statements to share my perspective and experiences.
- I will not call out anyone in particular for their beliefs, I will address themes of discussion without attacking any individual/s.
- I will remain aware of my stress level and use calming practices when I feel triggered or sense my stress level rising.
- I acknowledge my own implicit biases and work constantly to develop my racial sensitivity.

Reflection/Discussion Questions for Community Healing

The prompts below will help you start to reflect on how racial stress and trauma show up in your personal life and in your communities, and identify ways to begin to heal. You can complete these questions individually, or use them to have a community discussion about racial trauma, stress, and the process of healing.

Individual Experiences

1. What is a concept you were raised to live by that you think is very important? How do you apply it to your life? Do you think this piece of advice is universal?

2. Think about the first time you came into contact with racism. Where or when was this?

3. Can you reflect on an experience that you considered eye opening with respect to race? How did your perspective shift as a result? Did it shift your behavior?

4. How did either of these instances make you feel emotionally and physically? What other situations or experiences make you feel this way today? (Physical responses could include a faster heart rate, sweating, a feeling of 'tightness' in your chest,

clenching your jaw, and more. Emotional responses can include sadness, anger, numbness, and more.)

Community Healing and Resiliency

5. People can be a part of many different communities at one time. What are some communities that you are a part of? What are things that make you feel like you're part of a community?

6. What do you consider to be a barrier to creating racial harmony? How can we build genuine community cross racially?

7. Reflect on the ways you, your family, or your community have thrived and survived through adversity. What stories come to mind? How have these stories impacted you?

8. Ask yourself, in what ways did my ancestors resist, persist, and contribute? How did they survive and thrive through some of the most difficult times?

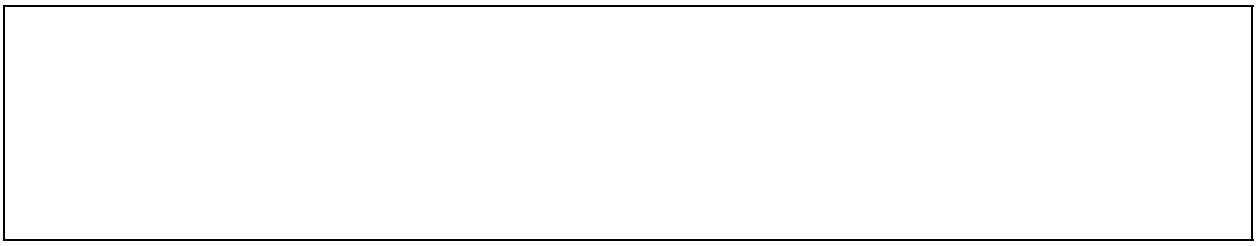
Healing through Action

9. How do you celebrate and educate others about your history and culture?

10. How can you use the arts and self-expression to encourage healing?

11. What issues affecting your community would you like to address?

12. What groups can you join to take collective action and create change?



Appendix Item 4

CGR Study: Reimagining Law Enforcement in Tompkins County, Baseline Examination of Law Enforcement Services

Promising Solutions

Government & Education | Economics & Public Finance | Health & Human Services | Nonprofits & Communities

Reimagining Law Enforcement in Tompkins County

Baseline Examination of Law Enforcement Services

July, 2017

Prepared for:
Tompkins County and City of Ithaca

Prepared by:
Paul Bishop, MPA, NRP
Project Director

In Partnership with:

HIGHLAND PLANNING

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1 South Washington Street, Suite 400, Rochester, New York 14614
(585) 325-6360 • info@cgr.org

www.cgr.org

Summary

Demographics

Unlike many mid-sized counties in upstate New York, Tompkins County's population has increased about 10% since 1990 and totaled nearly 104,000 people in 2011-15. Population projections predict no substantial decline in the next 20 years. Every municipality in the county experienced growth between 2000 and 2011-15, but the rates of growth varied. The City of Ithaca's population increased 4.4% during this period, while growth occurred at a faster rate in communities such as the Village of Cayuga Heights (15.8%) and the Town of Caroline (15.4%).

As of 2011-15, 81% of county residents were white, compared to 10% who were Asian, 5% Hispanic and 4% black. Due to the number of colleges and universities in the county, students make up about 12% of the population. The county's median age in 2015 was 30 – the lowest in the state, and another reflection of the significant student population.

Overview of Law Enforcement

A dozen law enforcement agencies operate in Tompkins County, including several campus police departments. These agencies vary widely in size and responsibility, and their jurisdictions sometimes overlap. However, departments generally coordinate and collaborate effectively. This report focuses primarily on six municipal, county and state agencies.

Agency profiles

Cayuga Heights Police Department (CHPD)

This department serves about 3,800 residents, covering about 1.8 square miles. The force includes 5 full-time officers, 9 part-time officers, 1 full-time sergeant and a full-time chief. Many part-time officers are drawn from neighboring agencies, including campus departments for Cornell University and Ithaca College. There is an officer on patrol in the village at all times, based out of a station in the historic Markham Hall. Administrative staff include a full-time clerk and a part-time clerk. The department's 2017 budget is $1.2 million.

Dryden Village Police Department (DPD)

This agency serves about 2,000 residents, encompassing about 1.7 square miles. The Village Board recently moved to restore the department to 24-hour coverage after budget cuts reduced it to 20 hours in 2015. The department has an authorized force of 4 full-time officers, a full-time chief, a part-time sergeant and up to 8 part-time

officers. Many part-time officers work full-time for other agencies. Administrative staff includes a part-time clerk. The department operates out of an office in the village hall. Its 2017 budget is $606,600.

Groton Village Police Department (GPD)

This department serves some 2,500 residents in a 1.7 square-mile area. Its force includes 1 full-time officer, 15 part-time officers, a part-time sergeant and a part-time lieutenant. There are daily patrols from 8 a.m. until midnight, and until 2 a.m. on weekends. There is regular turnover in the full-time position as officers accept jobs at other agencies. Part-time officers are typically drawn from other departments. An officer in charge and sergeant handle administrative duties. The department headquarters is in the village fire station. GPD's 2017 budget is $319,600.

Ithaca Police Department (IPD)

This department serves about 30,600 residents of the City of Ithaca, whose population is estimated to double during workdays. The city encompasses 5.5 square miles. The agency has a budget for 69 officers, most of whom work in road patrol along with six sergeants and three lieutenants. Officers patrol six beats within the city, 24 hours a day. The department is part of a joint SWAT team with the Tompkins County Sheriff's Office and has two canine units as well. A deputy chief is responsible for administration. The department occupies a four-story building along with the City Court. IPD's 2017 budget is $10.3 million.

Tompkins County Sheriff's Office (TCSO)

In addition to law enforcement, the Sheriff's Office is responsible for operating a jail and serving civil papers. The office also operates a road patrol, airport security and a navigation patrol at Cayuga Lake. An elected sheriff and an appointed undersheriff oversee the office, which has 42 sworn personnel. This includes 23 deputies and 5 sergeants who work in road patrol, overseen by a lieutenant. Staffing levels in the road patrol unit have not changed in 20 years. The office provides 24-hour service in three 8-hour shifts. Deputies also participate in a joint SWAT team with IPD and have canine units. The office operates out of a 1940 building in Lansing, next to the airport, that is somewhat cramped and dated. TCSO's 2017 budget is $5.9 million.

New York State Police (NYSP)

State troopers operate out of a barracks in Dryden that serves Tompkins, Tioga and Cortland counties. The agency provides law enforcement in areas that lack their own police and supports local law enforcement with additional patrols and specialty services. Patrol staff includes 22 troopers and 5 sergeants, as well as 2 troopers who work out of a substation in Newfield. There also are four investigators and a senior investigator who assist with serious crimes. A captain and lieutenant oversee

operations in Tompkins and neighboring counties. There are typically 2 to 5 troopers on duty, 24 hours a day. The New York State budget funds NYSP operations.

Fiscal analysis

The overall cost of law enforcement in Tompkins County has increased about 8% over the past 4 years. The rise has been relatively consistent for each agency. Personnel drives most local law enforcement spending, with 61% going to direct compensation and 31% to benefits.

Total spending for the five agencies except NYSP totaled $18.3 million in 2017. Costs per capita and per call varied widely among departments. TCSO and GPD had the lowest costs per capita ($91 and $126, respectively), while IPD had the highest ($338), followed by CHPD ($308).

Employees of CHPD, DPD, IPD and TCSO are part of collective bargaining agreements. In 2017, salaries for second-year officers range from $43,450 for DPD to $76,380 for NYSP. Second-year salaries for the other agencies were all in the upper $50,000 range. All local agencies pay officers a shift differential for working evening or overnight shifts and participate in the New York State retirement system. However, there are some substantial variations in post-retirement benefits. IPD officers work a 4 days on, 2 off 8.25 hour schedule while other officers work a 5 days on, 2 off 8 hour shift schedule.

	2017 Budget	Cost Per Capita	Population	Cost per 911 Call	2016 911 Call Volume
GPD	$319,600	$126	2,536	$235	1,361
CHPD	$1,168,236	$308	3,789	$931	1,255
IPD	$10,325,247	$338	30,565	$574	17,990
TCSO	$5,906,049	$91	64,951	$556	10,621
DPD*	$606,600	$301	2,014	$426	1,425

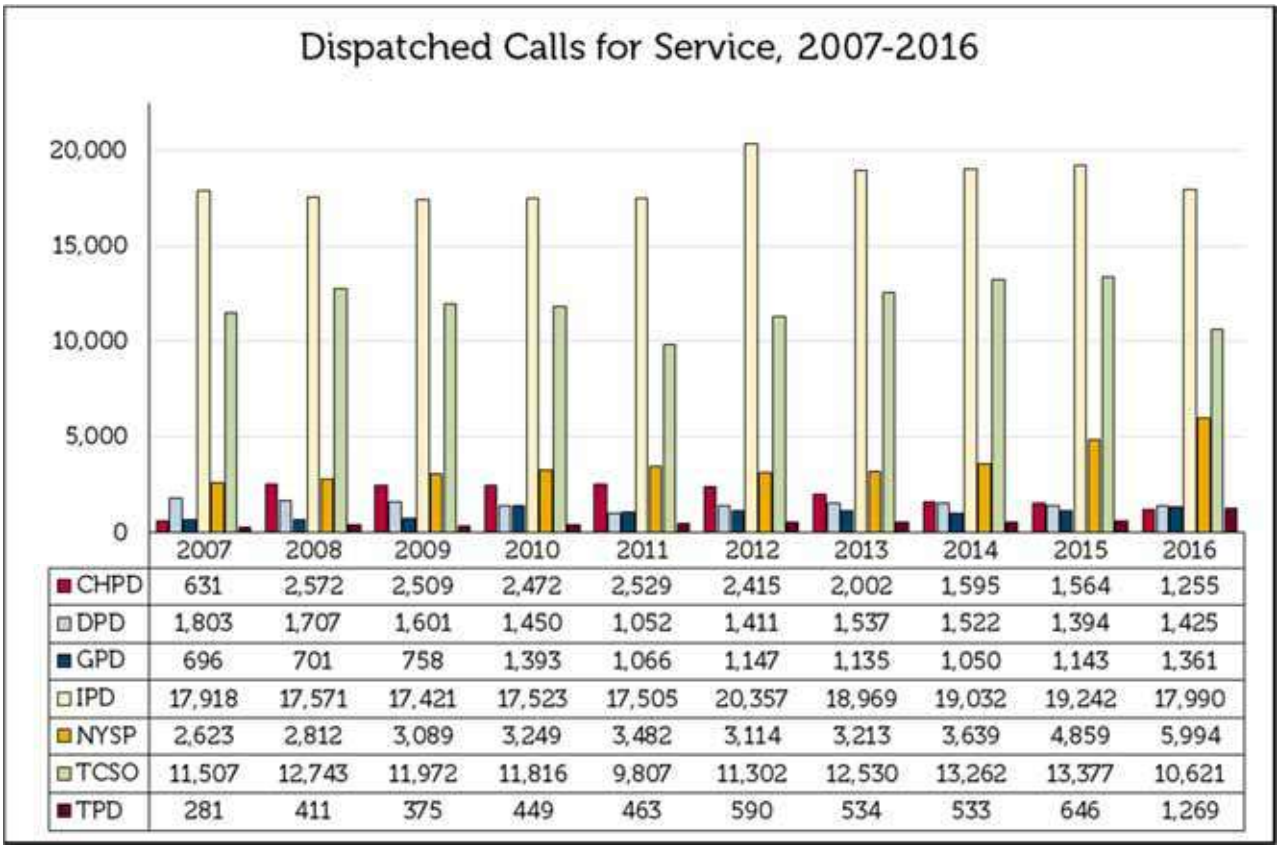
Demand for Law Enforcement

The Tompkins County Emergency 911 and Dispatch Center provided information on demand for services, including both calls from citizens and calls initiated directly by officers.

The general trend has been an overall increase in calls for service over the past 10 years. In terms of call volume, IPD handled nearly 18,000 dispatched calls for service in 2016, or about 45% of all dispatched calls in the county that year. The next busiest agencies in 2016 were TCSO, with about 10,600 dispatched calls (27%), and NYSP, with

nearly 6,000 (15%). By another measure, IPD and TCSO handled 68% of incidents in the county in 2015-16.

Calls tended to peak during summer months for most agencies in 2016, with the exception of IPD, which saw higher volume in May. Call volumes vary throughout the day, with most agencies busiest in the afternoon or evening.

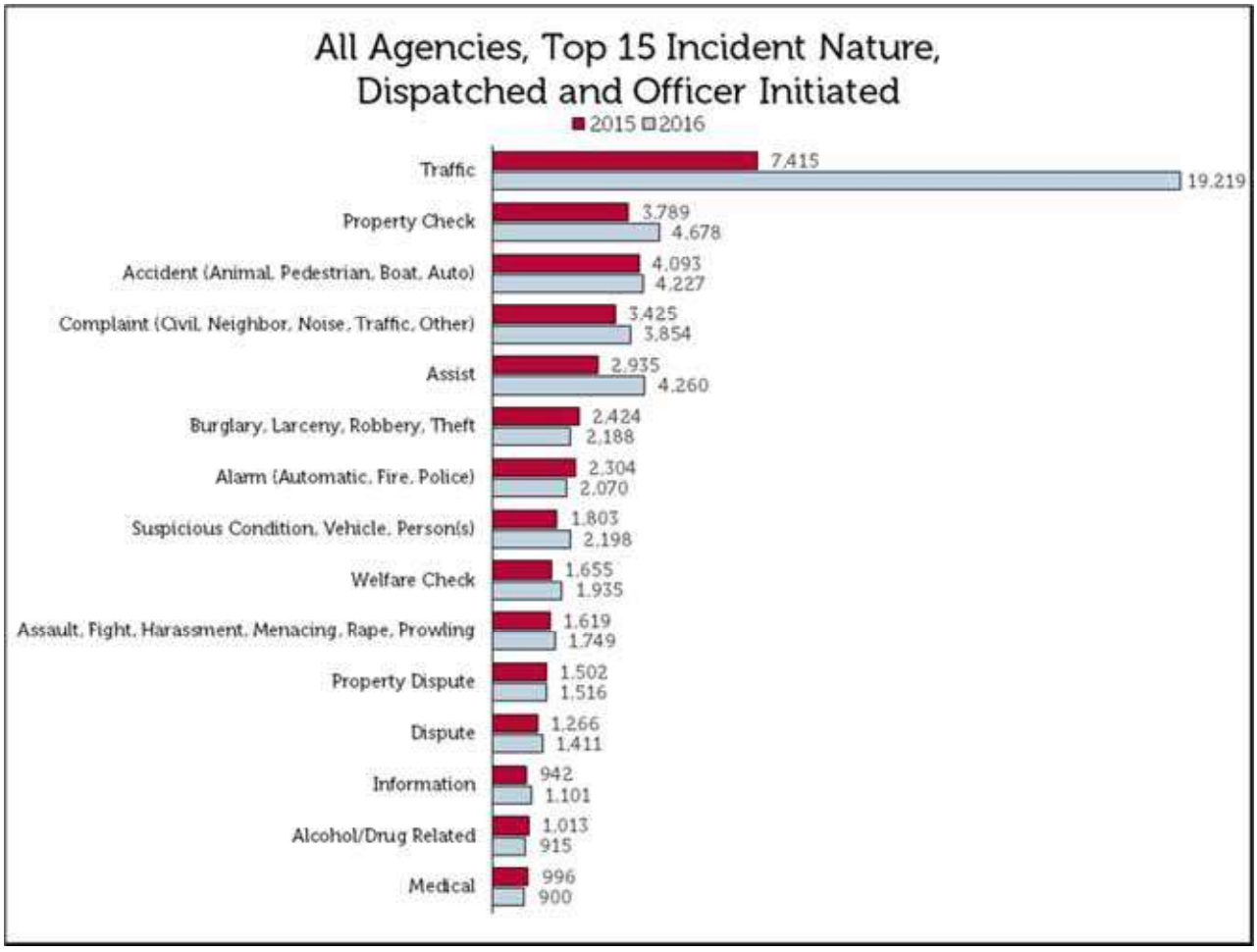


	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
CHPD	631	2,572	2,509	2,472	2,529	2,415	2,002	1,595	1,564	1,255
DPD	1,803	1,707	1,601	1,450	1,052	1,411	1,537	1,522	1,394	1,425
GPD	696	701	758	1,393	1,066	1,147	1,135	1,050	1,143	1,361
IPD	17,918	17,571	17,421	17,523	17,505	20,357	18,969	19,032	19,242	17,990
NYSP	2,623	2,812	3,089	3,249	3,482	3,114	3,213	3,639	4,859	5,994
TCSO	11,507	12,743	11,972	11,816	9,807	11,302	12,530	13,262	13,377	10,621
TPD	281	411	375	449	463	590	534	533	646	1,269

Nature of Police Activity

Concerns related to traffic enforcement were the most frequent reason for police action in Tompkins County in 2015-16, followed by checks of property, motor vehicle accidents and complaints that required police assistance. However, patterns varied by agency. An apparent spike in traffic incidents from 2015 to 2016 can be explained by a change in how police agencies recorded the data, rather than an actual substantial increase.

[



Call for Service Time Intervals

The overall median length of time on task interval for all calls in Tompkins County declined from 2015 to 2016, from 29:21 to 21:38.

For dispatched calls only, NYSP and TCSO had the longest response time intervals of 14:52 and 14:12, respectively. GPD had the shortest interval of 4:11. The variation is at least partly a reflection of the geography covered by each agency.

Response Time Intervals, Dispatched Only, 2015-16					
Agency	Median	75th Percentile	90th Percentile	Dispatched Incidents	% of All Incidents
CHPD	00:06:16	00:10:30	00:17:57	753	30%
DPD	00:07:48	00:16:04	00:28:25	1,131	67%
GPD	00:04:11	00:09:57	00:17:41	569	52%
IPD	00:07:53	00:14:44	00:26:26	15,544	73%
NYSP	00:14:52	00:24:16	00:36:14	5,208	45%

Response Time Intervals, Dispatched Only, 2015-16					
TCSO	00:14:12	00:25:09	00:38:40	8,824	70%
Overall	00:10:19	00:19:25	00:32:24	29,988	62%

Note: Incidents reported with greater than 60m response interval excluded in all counts

Overview of Reported Crimes

County Crime Trends

Violent crime rates are low throughout Tompkins County. Ithaca had the highest rate of 1.6 violent crimes per 1,000 residents, compared to a rate of .3 in Cayuga Heights. Over the five years of index crimes reported in the county, 95% were property-related.

County Arrest Trends and Rankings

There has been little variation in the number of arrests in Tompkins County over the past decade. Arrests in the first half of the decade averaged 1,635 per year, compared to 1,685 in the past five years. However, arrests declined 12% from 2014 to a 10-year low in 2016. The county's overall arrest rate and felony arrest rate are among the lowest in New York State.

Felonies have averaged 395 per year since 2012, compared to 374 between 2006 and 2011. Over the past decade, felonies averaged 23% of arrests. Misdemeanors fluctuated more widely, from a decade high of 1,387 in 2012 to a decade low of 1,162 last year.

Misdemeanor drug arrests increased sharply from 2013 to 2016, by 87%. Drug felonies made up 6% of arrests in 2012 and rose to 17% in 2016. Property crimes rose 56% from 2006 to 2015, but dropped 32% last year.

Index Crimes Reported to Police, 5 year average (2011-2015)										
	Index Total	Violent Total	Murder	Rape	Robbery	Aggravated Assault	Property Total	Burglary	Larceny	Motor Vehicle Theft
CHPD	**39.2**	1.0	0.2	-	0.6	0.2	38.2	8.4	29.8	-
CUPD	**251.2**	3.6	-	1.4	0.8	1.4	247.6	18.2	228.4	1.0
DPD	**73.0**	1.8	-	0.2	0.4	1.2	71.2	6.4	63.8	1.0
GPD	**54.6**	1.8	-	0.6	0.4	0.8	52.8	10.4	41.8	0.6

IPD	**1,204.4**	50.4	0.2	5.0	20.8	24.4	1,154.0	163.4	972.8	17.8
Ithaca College PD	**132.6**	0.8	-	0.8	-	-	131.8	3.6	128.2	-
TCSO	**498.2**	27.2	0.2	5.6	4.0	17.4	471.0	105.4	354.8	10.8
NYSP	**284.4**	24.0	-	7.4	3.0	13.6	260.4	63.4	189.6	7.4
Total	**2,537.6**	110.6	0.6	21.0	30.0	59.0	2,427.0	379.2	2,009.2	38.6

Community Engagement

Aspects of the public outreach plan included a website (www.cgr.org/TompkinsLESS), a public kickoff meeting to outline the report process, a survey for residents and several focus groups for key stakeholder groups.

Public Survey

A Survey Monkey poll about law enforcement services received 979 responses. More than 60% of respondents said they were satisfied or very satisfied with the level of law enforcement provided at their homes. In Cayuga Heights, 76% of residents were very satisfied, while there were larger percentages of "neutral" responses in Ithaca, Dryden and the county outside the city and villages.

Nearly three-quarters of respondents said their community is either safe or very safe, and 55% felt that law enforcement coverage is sufficient for the taxes they pay.

Crime response ranked highest among respondents' concerns about law enforcement, followed by drug-related issues. Seventy percent of respondents reacted neutrally or disagreed with the sentence "I do not want to see any changes in current law enforcement services," suggesting there is some appetite for change.

Key Findings

The following findings are based on information gathered through CGR's research, data analysis and public outreach.

- Tompkins County residents generally support and are pleased with their law enforcement agencies.

- Examples of existing cooperation and coordination among law enforcement agencies includes a unified dispatch center, a common records management system, regular meetings of agency leaders, joint operations and shared training.

- Overall law enforcement costs have increased about 8% over the past 4 years.
- The second-year officer salary for CHPD, IPD and TCSO is similar. DPD and Groton pay substantially less. For more senior officers, pay rates vary substantially among the agencies with CHPD having the highest top salary for an officer.
- The total cost of local law enforcement in the county is about $18.3 million, 92% of which goes to salaries and benefits.
- While officer activities vary greatly in the county, a high priority is placed by all agencies on traffic enforcement. In the villages, property checks are also a high priority.
- There are just over 100 dispatched police incidents daily in Tompkins County. Nearly half (47%) are in Ithaca, 27% were handled by TCSO and 16% by NYSP. Each village handled 3% to 4% of the call volume.
- The village police departments respond outside their boundaries on almost a daily basis to assist TCSO and NYSP with either back up or initial response to a serious call. TCSO and NYSP also frequently provide back up to the village departments on serious calls.
- The long-term trend of reported crime in the county has been steady, although drug crimes have increased in the last two years.
- The number of arrests per 10,000 residents in the county is relatively low compared to the rest of New York state counties.
- Survey results indicate that 58% of residents are satisfied or very satisfied with the law enforcement officers in the community they work.
- More than 60% of respondents are satisfied or very satisfied with the law enforcement in the community they live.
- More than 70% of those surveyed believe that their community is safe or very safe. Less than 10% felt unsafe or very unsafe.

- Response to reported crime and drug issues were the two highest priorities for police activity.

- Each agency has independent structures to manage operations such as training, policy development, investigations, scheduling, and fleet maintenance.

- The community expectations, as perceived by elected leaders and agency leadership, are generally consistent and supportive of high levels of law enforcement presence. However, there is a concern about the need to be fiscally responsible.

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The Tompkins County Law Enforcement Shared Services Committee (members below) met regularly throughout the project and assisted in developing the report through their input and review.

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- Cayuga Heights Police Department
- Cornell University Police Department
- Dryden Police Department
- Groton Police Department
- Ithaca College Public Safety
- Ithaca Police Department
- Tompkins County 911 Center
- Tompkins County Sheriff's Office
- Tompkins Cortland Community College Police Department

Staff Team

Katherine Bell, Steve Hanmer, Amelia Rickard and Mike Silva all assisted in the development of this report. Todd Baxter and Peter Brunett assisted with interviews and providing valuable professional opinions.

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Introduction

The government of Tompkins County engaged CGR in the latter part of 2016 to conduct a feasibility study that would explore options for structural alignment and improved efficiency for a subset of existing law enforcement agencies that serve its residents. An impetus for the County to examine their current law enforcement model came from the Department of State's *Municipal Restructuring Fund Program*[1], which provides financial assistance for local governments to explore and implement shared-service models and realignment options within their community.

This baseline document will provide an overview of the current state of law enforcement throughout the county, suggestions for a shared-service and/or realignment solution, and supporting data that will enable county leaders and affected agencies and community groups to make informed, balanced decisions for the future.

Tompkins County is currently served by nine law enforcement agencies: one (1) city agency (City of Ithaca Police Department), one (1) county agency (Tompkins County Sheriff's Office), four (4) village agencies (Cayuga Heights, Dryden, Groton, Trumansburg), and three (3) higher education departments (Cornell University, Ithaca College, Tompkins Cortland Community College). Five agencies were evaluated in this study, as higher education agencies[2] would not be directly involved in any potential consolidation and the Village of Trumansburg Police Department declined an invitation to participate.

Community Profile

Tompkins County is known for a picturesque landscape of waterfalls and lake views that provide an unparalleled backdrop to communities that successfully promote and support local businesses, and come together in service to provide communities rich in culture and community mindsets. The county is a relative bright spot in the Finger Lakes region with a robust economy and stable population.

Population

Unlike other many other mid-sized counties in upstate New York, the population in Tompkins County has increased about ten percent since 1990 and it is not projected to experience any substantial decline before 2040.

[1] MRF Program requirements call for projects that are transformative, have substantial impact on governmental operations and functions, and lessen taxpayer burden.
[2] The higher education agencies did provide some basic information related to their staffing and activities that occur on their campus.

Year	Population	Change from Previous
1990	94,097	
2000	96,501	2.6%
2010	101,564	5.2%
2011-15	103,855	2.3%
2020*	101,732	-2.0%
2025*	101,538	-0.2%
2030*	100,893	-0.6%
2035*	99,844	-1.0%
2040*	98,606	-1.2%

Source: U.S. Census Bureau Decennial and American Community Survey 5-year estimates.
**Projected data from Cornell Program on Applied Demographics*

The table above includes those in college and university student housing, which was just under 12,000 according to the 2010 U.S. Census, or approximately twelve percent of the total county population.

The nine towns of Tompkins County, their villages, and the City of Ithaca have each contributed to the growth in population since 2000. However, the growth in the City of Ithaca was relatively low (4.4%), compared to the surrounding towns of Caroline (15.4%), Danby (15.1%) and the village of Cayuga Heights (15.8%).

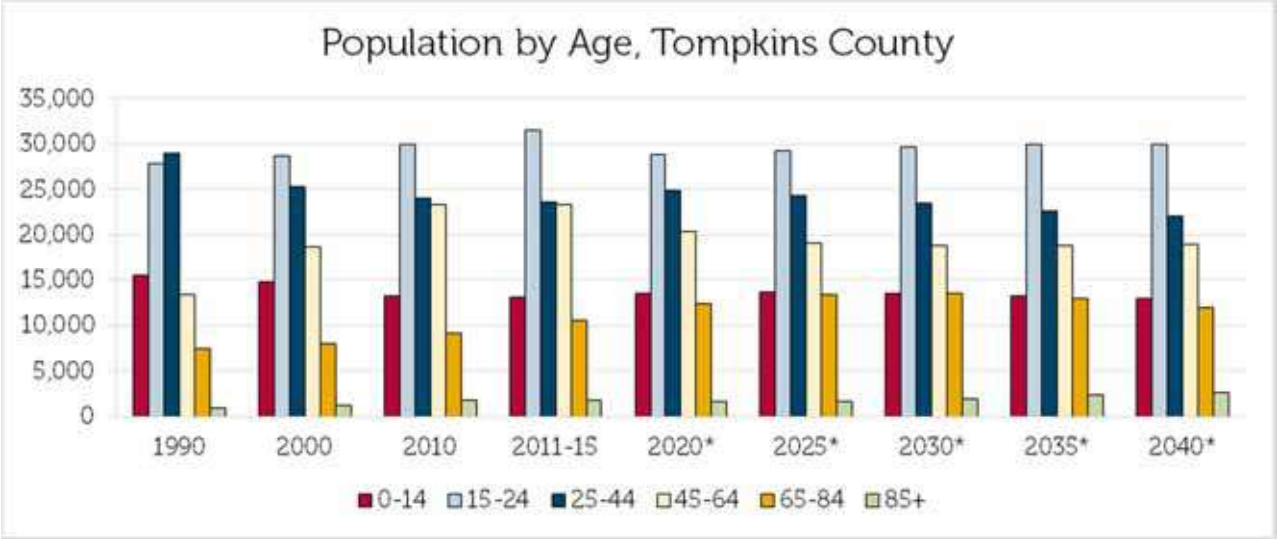
	2000	2011-15	Change	% Change
Tompkins County	**96,501**	**103,855**	**7,354**	**7.6%**
Town of Caroline	**2,910**	**3,358**	**448**	**15.4%**
Town of Danby	**3,007**	**3,462**	**455**	**15.1%**
Town of Dryden	**13,532**	**14,840**	**1,308**	**9.7%**
Town of Dryden (TOV)	11,195	12,302	1,107	9.9%
Village of Dryden**	1,832	2,014	182	9.9%
Village of Freeville	505	524	19	3.8%
Town of Enfield	**3,369**	**3,614**	**245**	**7.3%**
Town of Groton	**5,794**	**6,097**	**303**	**5.2%**
Town of Groton (TOV)	3,324	3,561	237	7.1%
Village of Groton**	2,470	2,536	66	2.7%
City of Ithaca*	**29,287**	**30,565**	**1,278**	**4.4%**
Town of Ithaca	**18,198**	**20,254**	**2,056**	**11.3%**
Town of Ithaca (TOV)	14,925	16,465	1,540	10.3%
Village of Cayuga Heights**	3,273	3,789	516	15.8%
Town of Lansing	**10,521**	**11,347**	**826**	**7.9%**
Town of Lansing (TOV)	7,104	7,718	614	8.6%

	2000	2011-15	Change	% Change
Village of Lansing	3,417	3,629	212	6.2%
Town of Newfield	**5,108**	**5,292**	**184**	**3.6%**
Town of Ulysses	**4,775**	**5,026**	**251**	**5.3%**
Town of Ulysses (TOV)	3,194	3,389	195	6.1%
Village of Trumansburg**	1,581	1,637	56	3.5%

Source: U.S. Census Bureau Decennial and American Community Survey 5-year estimates.
***Denotes dedicated police department*

Population by Age

The largest share of residents are consistently between 15-24 years of age, which is likely a reflection of the large student population. Combined with residents up to age 44, residents aged 15-44 comprise over 50% of the county's population. Rates for each age group are expected to remain steady for the near future.



Source: U.S. Census Bureau Decennial and American Community Survey 5-year estimates.
**Projected data from Cornell Program on Applied Demographics*

The median age was 30 in 2015 – the lowest in the state – also a reflection of the large student population in the County.

Five Lowest and Highest Median Age, NY 2011-15	
Tompkins County	30
Jefferson County	32
Cortland County	36
Rockland County	36
Orange County	37

Five Lowest and Highest Median Age, NY 2011-15	
Schuyler County	46
Essex County	46
Delaware County	46
Columbia County	47
Hamilton County	52

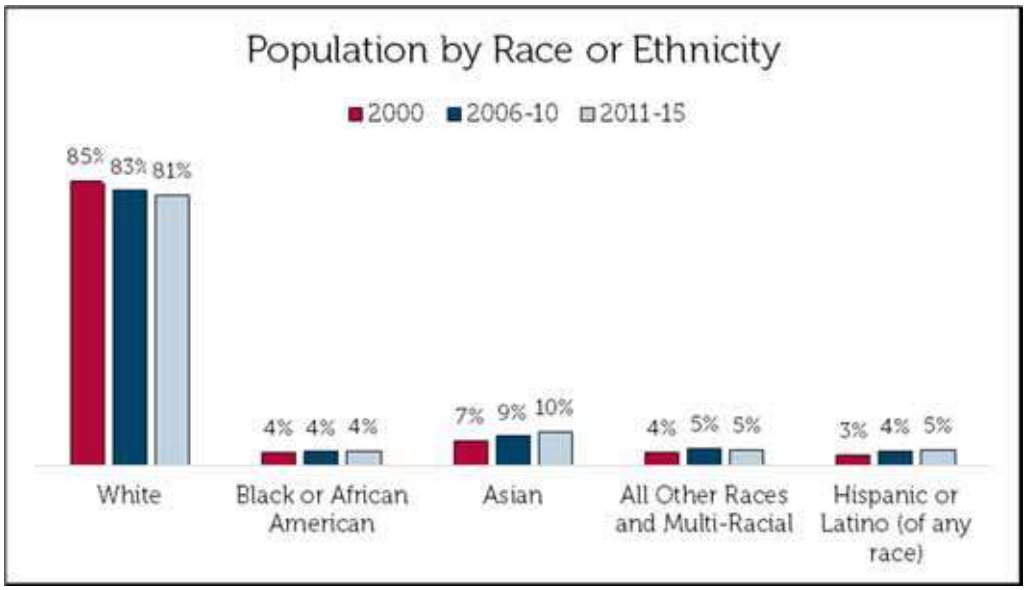
Source: U.S. Census Bureau American Community Survey 5-year estimates.

Population by Race or Ethnicity

Although the population of non-white racial and ethnic groups among Tompkins County has increased since 2000, their respective shares of the population have remained relatively steady. A slight decrease was seen among white residents, while the share of Asian and Hispanic residents increased. Overall, Tompkins remains primarily white, with all other groups comprising just under one-fifth of the population.

	2000	2006-10	2011-15	2000	2006-10	2011-15
Total population	96,501	101,564	103,855	% of Population		
White	82,507	83,941	84,393	85%	83%	81%
Black or African American	3,508	4,020	4,315	4%	4%	4%
Asian	6,943	8,737	10,433	7%	9%	10%
All Other Races and Multi-Racial	3,543	4,866	4,714	4%	5%	5%
Hispanic or Latino (of any race)	2,968	4,264	4,818	3%	4%	5%

Source: U.S. Census Bureau Decennial and American Community Survey 5-year estimates.
Note: The Census Bureau asks people to identify their race (white, African-American, etc.) separate from their ethnicity (Hispanic or non-Hispanic). The totals for these categories cannot be added together, as people show up in both a racial and ethnic group.



Source: U.S. Census Bureau Decennial and American Community Survey 5-year estimates.
Note: The Census Bureau asks people to identify their race (white, African-American, etc.) separate from their ethnicity (Hispanic or non-Hispanic). The totals for these categories cannot be added together, as people show up in both a racial and ethnic group.

Economics

Employment

Fifty-five percent of the working age population in Tompkins County was employed in 2011-15, and just under four percent of residents were unemployed. Forty-two percent were not in the labor force, another possible reflection of the large student population within the county.

Employment Status, 2011-15	
Population 16 years and over	89,862
Employed	55%
Unemployed	3.5%
Armed Forces	0%
Not in labor force	42%

Source: U.S. Census Bureau American Community Survey 5-year estimates

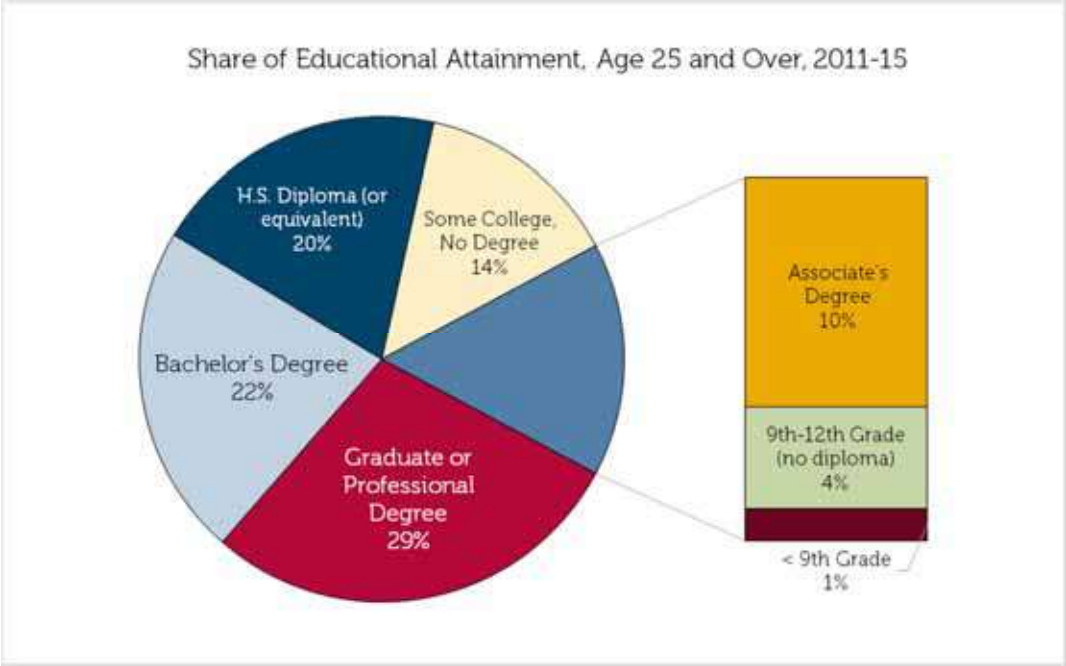
The Educational Services, and Health Care and Social Assistance sector has the largest number of workers by far, employing almost half of the working residents in Tompkins County.

Employment Sector, 2011-15	Share
Educational Services, Health Care and Social Assistance	46.3%
Arts, Entertainment, Recreation, Accommodation and Food Services	9.7%
Professional, Scientific, and Waste Management Services	9.1%
Retail Trade	8.7%
Manufacturing	5.8%
Other Services, Except Public Administration	4.3%
Finance and Insurance, Real Estate Rental and Leasing	3.9%
Construction	3.2%
Public Administration	2.8%
Transportation and Warehousing, Utilities	2.7%
Agriculture, Forestry, Fishing, Hunting, Mining	1.8%
Information	1.3%
Wholesale Trade	0.5%

Source: U.S. Census Bureau American Community Survey 5-year estimates.

Educational Attainment

In Tompkins County, twenty-nine percent of residents over the age of 25 have attained a graduate or professional degree and twenty-two percent hold a Bachelor's degree. Over sixty percent of the population over the age of 25 have at least an associate's degree.



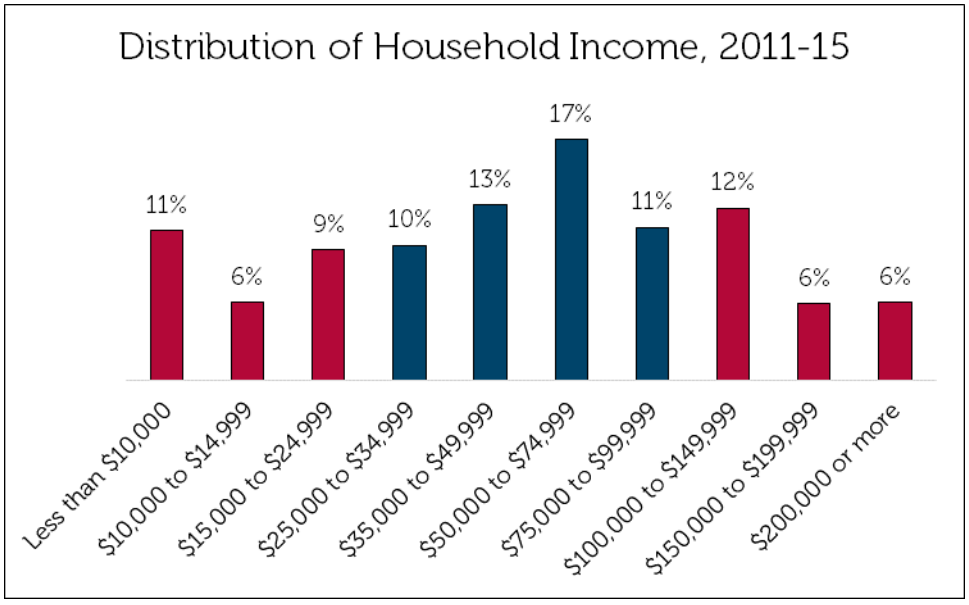
Source: U.S. Census Bureau American Community Survey 5-year estimates.

Income and Poverty

Household Income

Of the 38,400 households in Tompkins County, one-fourth had incomes below $25,000[3] in 2011-15, and an almost equal amount had incomes above $100,000.

Overall, median household income was $52,624 in 2011-15. Family households had a median income of $74,524 and nonfamily households had a median income of $30,660.



Source: U.S. Census Bureau American Community Survey 5-year estimates.

Poverty

At 21% in 2011-15, Tompkins County had the second-highest poverty rate among individuals in New York State (excluding NYC). It is important to note, however that among families, the poverty rate was much less, at 9.5%, and only 4% for married-couple families. Although students living in dormitories are not included in census counts for poverty, individuals living off-campus are and may influence the overall poverty rate in the county.

[3] The poverty threshold for a family of four with two children in 2015 was $24,036.

Percentage of Population Type Whose Incomes Are Below the Federal Poverty Level Tompkins County, 2011-15	
Individuals	20.5%
All families	9.5%
Married couple families	4.0%
18 years and over	21.1%
Unrelated individuals 15 years and over	41.3%
65 years and over	5.0%

Individuals Living in Poverty	2000	2011-15
Tompkins	18%	21%
NYS (excluding NYC)	10%	16%
United States	12%	15%

Source: U.S. Census Bureau American Community Survey 5-year estimates.

Poverty and Race or Ethnicity

The share of both Asian and white residents whose incomes were below the federal poverty level have remained higher than the rest of the state (excluding NYC), and relatively unchanged since 2000. Due to a small population and high margins of error, poverty rates for Black or African American and Hispanic or Latino (of any race) were not able to be reported.

Share of Race/Ethnicity in Poverty	Race	2000	2011-15
Tompkins County	Asian	42%	45%
	Black or African American	20%	-
	Hispanic or Latino (any race)	33%	-
	White	15%	16%
New York State (excluding NYC)	Asian	10%	13%
	Black or African American	23%	24%
	Hispanic or Latino (any race)	19%	19%
	White	8%	10%
United States	Asian	13%	13%
	Black or African American	25%	27%
	Hispanic or Latino (any race)	23%	24%
	White	9%	13%

Source: U.S. Census Bureau Decennial and American Community Survey 5-year estimates.
Note: The Census Bureau asks people to identify their race (white, African-American, etc.) separate from their ethnicity (Hispanic or non-Hispanic). The totals for these categories cannot be added together, as people show up in both a racial and ethnic group.

Additional information related to the demographics in Tompkins County appear in Appendix 1.

Overview of Law Enforcement

Law enforcement in Tompkins County is provided by a variety of agencies on the state, county, local and institutional level. There are layers of overlapping jurisdictions, varying responsibilities and a range of sizes. However, the agencies in the county have a remarkable level of collaboration and coordination with each other to the benefit of the residents and visitors of the county. The agencies vary in size from a single full time officer to nearly seventy. While the calls for service vary dramatically in volume, the types of calls are similar. A section of the report is dedicated to a discussion of the calls for services and their variations.

The law enforcement agencies and their jurisdictions are listed below. Those in bold are the primary focus of this study.

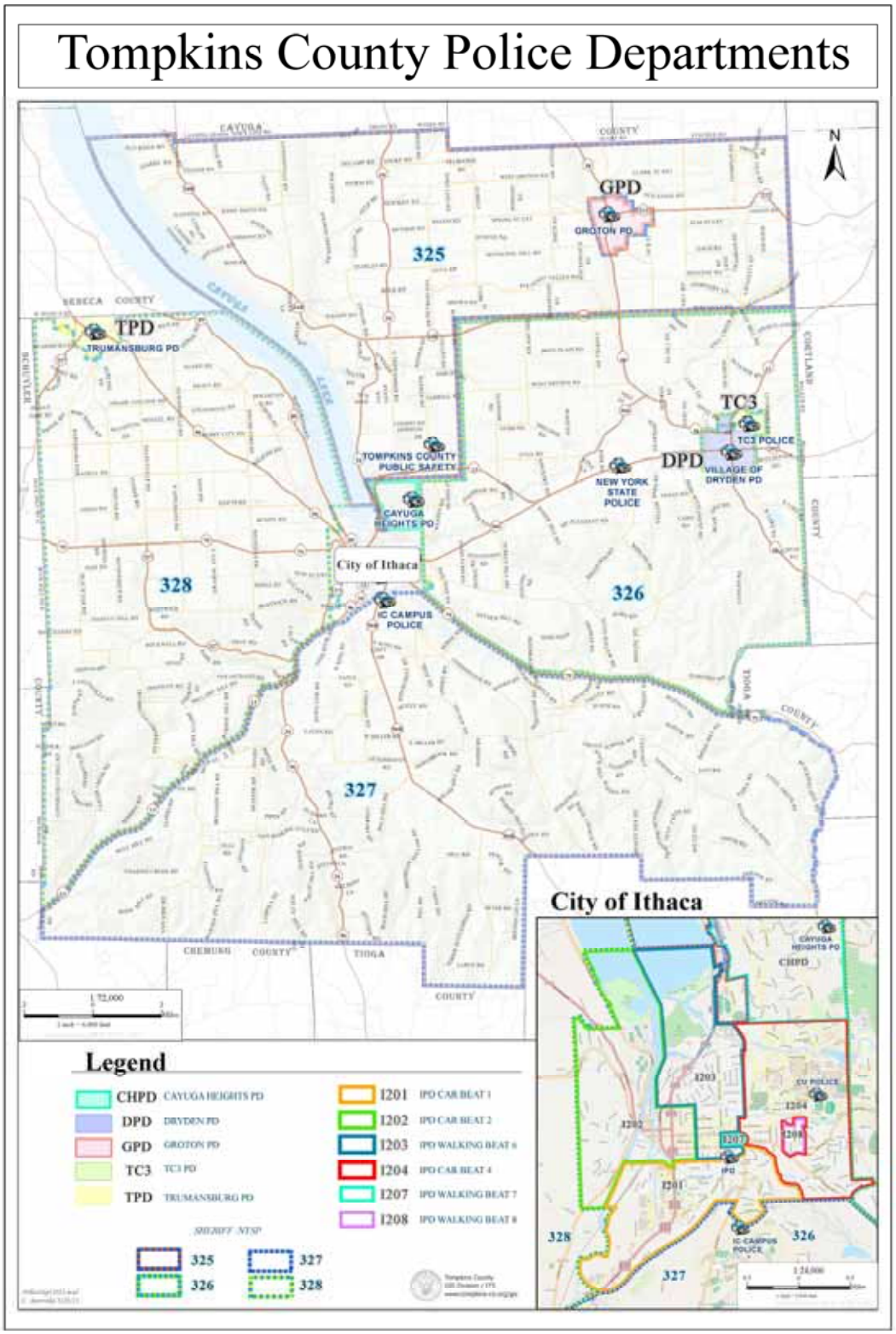
Agency	Abbreviation in Report	Primary Jurisdiction
Cayuga Heights Police	**CHPD**	**Village of Cayuga Heights**
Cornell University Police	CUPD	Property Owned or Leased by as well as Staff and student of Cornell University
Dryden Police Department	**DPD**	**Village of Dryden**
Groton Police Department	**GPD**	**Village of Groton**
Ithaca College Police	ICPD	Property Owned or Leased by as well as Staff and student of Ithaca College
Ithaca Police	**IPD**	**City of Ithaca**
New York State Police	**NYSP**	**Areas outside of policed villages and City of Ithaca**
NYS Dept. of Environmental Conservation	NYSDEC	Environmental conservation law
NYS Park Police	NYPP	State Parks
Tompkins Cortland Community College Public Safety	TC3	TC3 Campus in Town of Dryden
Tompkins County Sheriff's Office	**TCSO**	**Areas outside of policed villages and City of Ithaca**
Trumansburg Police Department	TPD	Village of Trumansburg

All of the agencies are dispatched for 911 calls by the Tompkins County 911 Center and they are capable of using a shared radio system. The three higher education institutions maintain their own dispatch center as they are responsible for different services as described later in the report.

There is substantial coordination between the agencies including the use of a joint dispatch facility, a common radio system, and a single records management system[4]. These key initiatives are funded by the county budget. The agencies also frequently meet together on a leadership level and a criminal investigative level.

The following map shows the areas of responsibility for the police agencies in the county.

[4] The colleges and university use a separate records management system because of their substantially different requirements.


Tompkins County Police Departments
N
GPD
GROTON PD
325
SENECA COUNTY
TPD
TRUMANSBURG PD
CAYUGA
LAKE
TC3
TC3 POLICE
DPD
VILLAGE OF DRYDEN PD
TOMPKINS COUNTY PUBLIC SAFETY
NEW YORK STATE POLICE
CAYUGA HEIGHTS PD
City of Ithaca
328
326
IC CAMPUS POLICE
327
CORTLAND COUNTY
CHEMUNG COUNTY
TIOGA COUNTY
City of Ithaca
CAYUGA HEIGHTS PD
CHPD
CU POLICE
IPD
1201
1203
1204
1207
1208
Legend
CHPD CAYUGA HEIGHTS PD
DPD DRYDEN PD
GPD GROTON PD
TC3 TC3 PD
TPD TRUMANSBURG PD
1201 IPD CAR BEAT 1
1202 IPD CAR BEAT 2
1203 IPD WALKING BEAT 6
1204 IPD CAR BEAT 4
1207 IPD WALKING BEAT 7
1208 IPD WALKING BEAT 8
SHERIFF NTSP
325
326
327
328

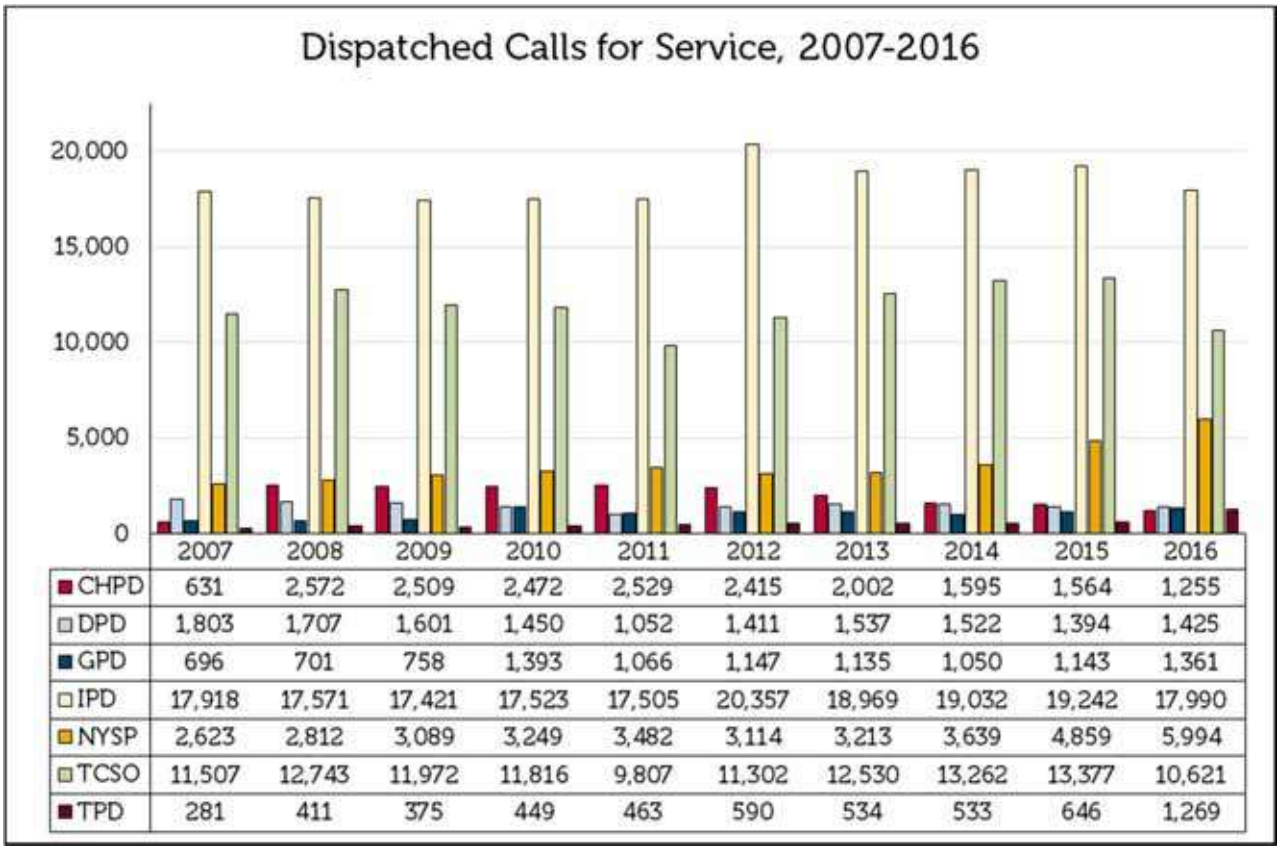
Demand for Law Enforcement Services

The information in this section was provided by the Tompkins County Emergency 911 and Dispatch Center. A detailed analysis of the calls and variation by community is included later in the report, however some key information related to volume and types of calls is shown here and with the agency profiles that follow.

The data provided tracks the number of incident responses by the various police departments and includes the nature of the call as recorded by the dispatcher. An incident record is created for each request from a citizen and also for many officer initiated activities. When an event requires assistance from more than one department, each department has its own incident for the event, which will lead to some discrepancies in totals of incidents and events later in the report. Also, it is important to note that officers often record a different nature code than what was dispatched. For this report, we chose to use the dispatch codes.

Dispatched Calls for Service

The data below reports the number of calls for service each of the law enforcement agencies was dispatched to over the last 10 years. These are calls from citizens by phone and do not include officer initiated events such as traffic stops or other activities like property checks. The general trend is for an increase in calls for service over time. However, the figures can also be influenced by changes in staffing patterns and policies. For example, NYSP transferred all their dispatching to the counties 911 center in 2015, which is seen in the increase for their calls in 2015 and 2016. Similarly, Dryden Police saw a decline in their calls for service in 2015 and 2016 from previous years, because they reduced the number of hours they are on patrol.



	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
CHPD	631	2,572	2,509	2,472	2,529	2,415	2,002	1,595	1,564	1,255
DPD	1,803	1,707	1,601	1,450	1,052	1,411	1,537	1,522	1,394	1,425
GPD	696	701	758	1,393	1,066	1,147	1,135	1,050	1,143	1,361
IPD	17,918	17,571	17,421	17,523	17,505	20,357	18,969	19,032	19,242	17,990
NYSP	2,623	2,812	3,089	3,249	3,482	3,114	3,213	3,639	4,859	5,994
TCSO	11,507	12,743	11,972	11,816	9,807	11,302	12,530	13,262	13,377	10,621
TPD	281	411	375	449	463	590	534	533	646	1,269

Incidents by Month

There is a noticeable variation of dispatched calls by month, with summer months being the peak for most agencies, although IPD's volume in May was about 25 percent higher than its next busiest month. No other community saw such a substantial spike in incidents.

2016 Reported Incidents by Month, Dispatched Only

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Agency Total
CHPD	107	106	104	92	91	126	101	120	101	105	110	92	1,255
DPD	93	101	116	133	137	140	139	135	114	121	95	101	1,425
GPD	102	92	100	107	116	138	133	132	100	101	113	127	1,361
IPD	1,232	1,295	1,386	1,547	1,951	1,499	1,574	1,815	1,652	1,460	1,345	1,234	17,990
NYSP	506	416	479	452	480	529	506	533	497	514	513	569	5,994
TCSO	811	902	853	839	857	904	948	938	919	839	955	856	10,621
TPD	73	104	78	89	125	131	156	132	100	108	88	85	1,269
Month Total	2,924	3,016	3,116	3,259	3,757	3,467	3,557	3,805	3,483	3,248	3,219	3,064	39,915

Reported Incidents by Time of Day

Requests for police service have a daily ebb and flow based on the level of activity in the community. The daily cycle also has variations based on the day of the week that will be explored in the agency sections. The busiest times of day for most agencies are either in the afternoon or evening, with the exception being CHPD for the morning. IPD also does not experience a substantial slowdown in call volume until the early morning hours.

2016 Reported Incidents by Time of Day, Dispatched Only

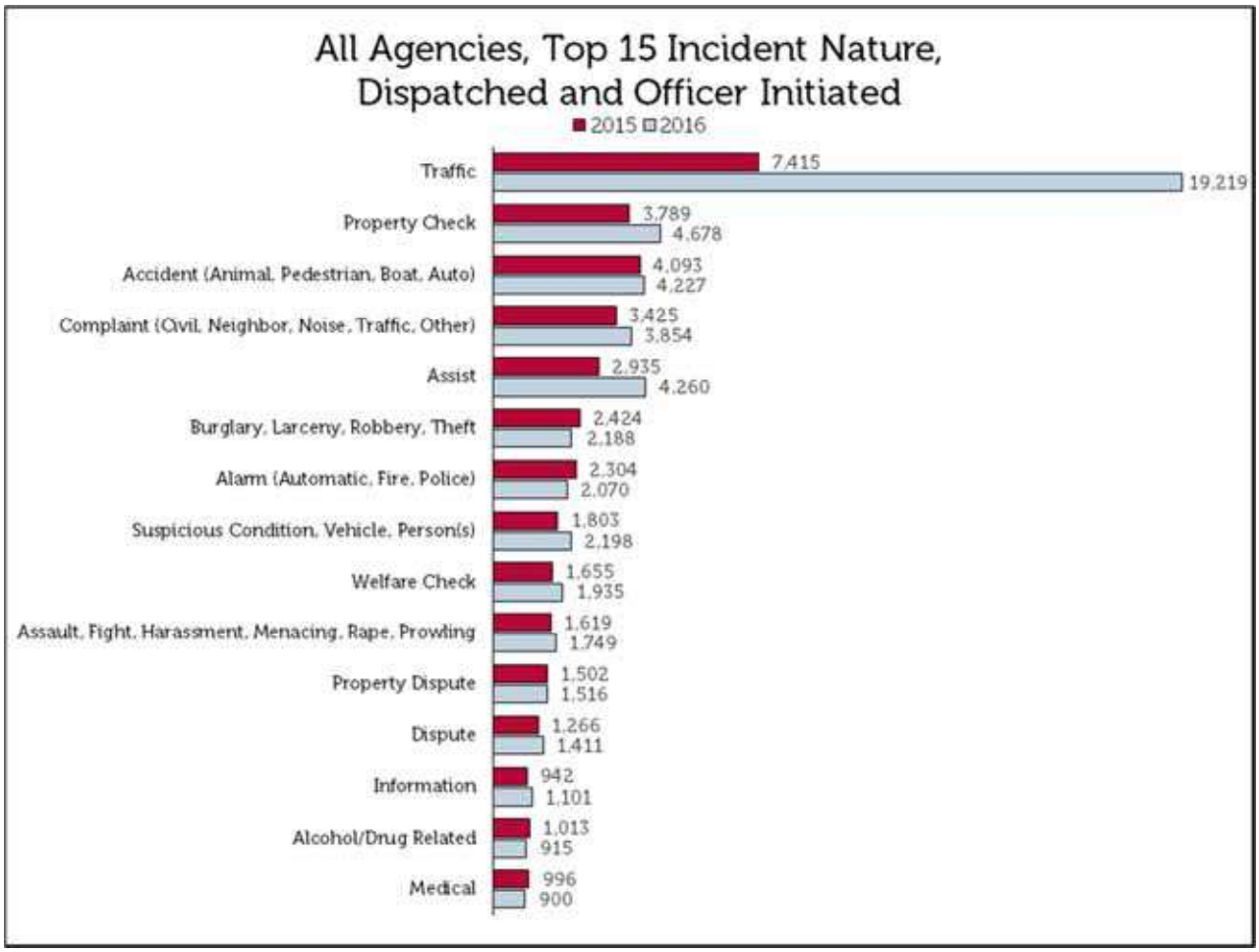
	Overnight 12:00-03:59	Early Morning 04:00-07:59	Morning 08:00-11:59	Afternoon 12:00-15:59	Evening 16:00-19:59	Night 20:00-23:59	Agency Total
CHPD	160	86	341	290	219	159	1,255
DPD	84	14	272	366	402	287	1,425
GPD	86	18	309	382	315	251	1,361
IPD	2,311	950	3,448	4,527	3,850	2,904	17,990
NYSP	346	380	1,055	1,513	1,416	1,284	5,994
TCSO	919	945	2,151	2,348	2,639	1,619	10,621
TPD	41	12	310	465	245	196	1,269
Time of Day Total	3,947	2,405	7,886	9,891	9,086	6,700	39,915

Nature of Police Activity

While each police event is unique, there are certain patterns that can be observed from reviewing the nature of the calls that are dispatched and reported to the dispatch center by the officers[5]. Concerns related to traffic (enforcement,) are the greatest reason for police action in the County. This is followed by checks on property, accidents, and complaints that require police assistance. All told, the top 15 incident groupings account for 85 percent of the police activity in the county in 2015 and 2016. The patterns to vary by agency and those are explained in each agency's profile. One overarching pattern was the substantial increase in traffic incidents that related to a change in practice where agencies began to record those incidents with the dispatch

[5] Officers can and do report that nature of what they find in a separate field in the records management system. For this report, we only looked at the nature of the call at time of dispatch.

center rather than in a separate database. An explanation of the groupings appears in Appendix 2.



Agency Profiles

The following profiles are intended to give an overview of each agency and provide context for comparison. They are not designed to provide an exhaustive detail of the departments. Additionally, the nature of staffing is dynamic and a position may open up or be filled during the course of the project.

Cayuga Heights Police Department

Overview

The Cayuga Heights Police Department serves the approximately 3,800 residents of the village of Cayuga Heights in the town of Ithaca. The village is 1.8 square miles and contains a senior living center, a school, and a number of properties affiliated with Cornell University. The department prides itself on providing a high level of service to its residents including providing property checks and having house keys to many of the business and residences in the village. There is only a small business district in the village and the community is primarily residential.

Staffing

The department has 5 full time officers, 1 full time sergeant and a full time chief. They also have 9 part time officers that help to fill in shifts on Friday, Saturdays and when needed. The part time officers are drawn from neighboring agencies including the CUPD and ICPD.

Patrol

There is always an officer on patrol in the village and the sergeant assists during the afternoon. A typical shift includes patrolling each street in the village, visiting several business, and the school, when in session. There is also a priority placed on enforcing vehicle and traffic laws in the village. Officers will respond, on request, to calls outside the village, but are generally limited to no more than 4 miles from the village limits.

Investigations

CHPD handles investigations for most incidents using the officer that responds, backed up the by sergeant and chief. They use the NYSP for forensic evidence gathering. With major crimes, such as a murder in 2014, CHPD uses resources from TCSO, IPD and NYSP to conduct interviews and other essential investigative activities.

Training

CHPD maintains an active training calendar for its officers and the department places a high priority on training. They qualify on pistols twice a year and long guns once a year. They also qualify on TASER and pepper spray on a biannual basis. They also participate in reality based training on an annual basis.

Administration

The administration for the department is the chief, a full time police clerk and a part time police clerk. The clerks handle information requests, police records and any walk up concerns to the police station.

Fleet

CHPD has three marked vehicles – two Ford Explorer SUVs and a Dodge Charger. These three vehicles are used on routine patrol basis and they average between 12,500 to 16,000 miles per year. There is also an unmarked Ford Taurus that is used by the chief. Vehicle servicing is handled by the dealer or the Village DPW

Equipment

The CHPD provides all essential law enforcement equipment to its officers including Glock .40 pistols, pepper spray, patrol rifles in each vehicle, 2 shotguns, and TASERS. The department also has a thermal imaging camera. CHPD has not yet adopted the use of body warn cameras, but is considering their use. CHPD does have a vehicle equipped with a license plate reader.

Community Engagement

CHPD prides itself on being a small town police force with high levels of service and a strong relationship with the residents and visitors. CHPD is well known for its service of checking residences when the owners are out of town and checking businesses each night. The officers are also a regular presence at the school in the village.

Station

CHPD's station is located on the first floor of the historic Marcham Hall. The offices occupy about 1,500 square feet in the 19th century building. There are two small locker rooms for the officers, a common room for paperwork, an office for both the sergeant and chief, a small interview room and an armory that also can store some of the evidence collected by the department. The clerk's also have a work area and reception desk for anyone who walks into the department. The department is cramped with minimal room for interviews or storage of equipment and evidence.

Finance

Over the last four years, the budget for CHPD has grown about 5 percent, with nearly all of that increase occurring the in the personnel salaries. Vehicle expenses are kept in a separate capital budget for the village. CHPD has the highest paid police force in Tompkins County.

Cayuga Heights Police Budget Summary				
	2014	2015	2016	2017
Personnel Salaries	$691,848	$701,200	$726,399	$755,424
Employee Benefits*	$320,924	$325,600	$338,200	$352,712
Clothing	-	-	-	-
Equipment	$50,828	$47,499	$47,150	$17,000
Vehicles	-	-	-	-
Other	$45,100	$45,100	$53,500	$43,100
Total	**$1,108,700**	**$1,119,399**	**$1,165,249**	**$1,168,236**

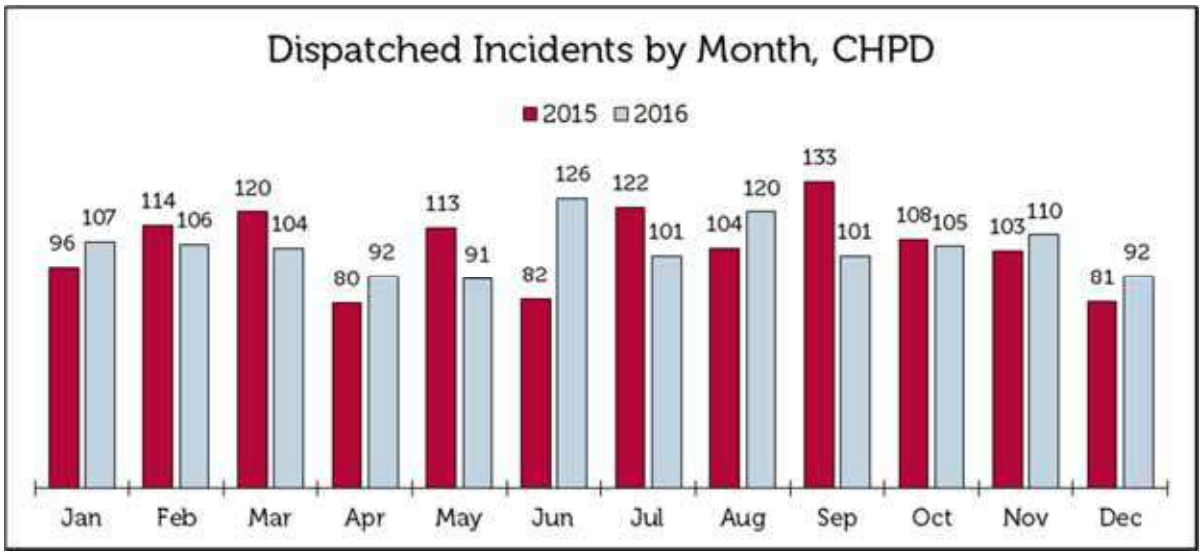
**Estimated, based on 50 % of personnel salaries as villages pool employee benefits*

Activity

There are many measures of police activity. This section will look at the number of dispatched incidents on a monthly basis, the variation of those incidents throughout the day, and also the total amount of police activity on a daily basis, including dispatched incidents and events that officers initiate and report to the dispatch center.

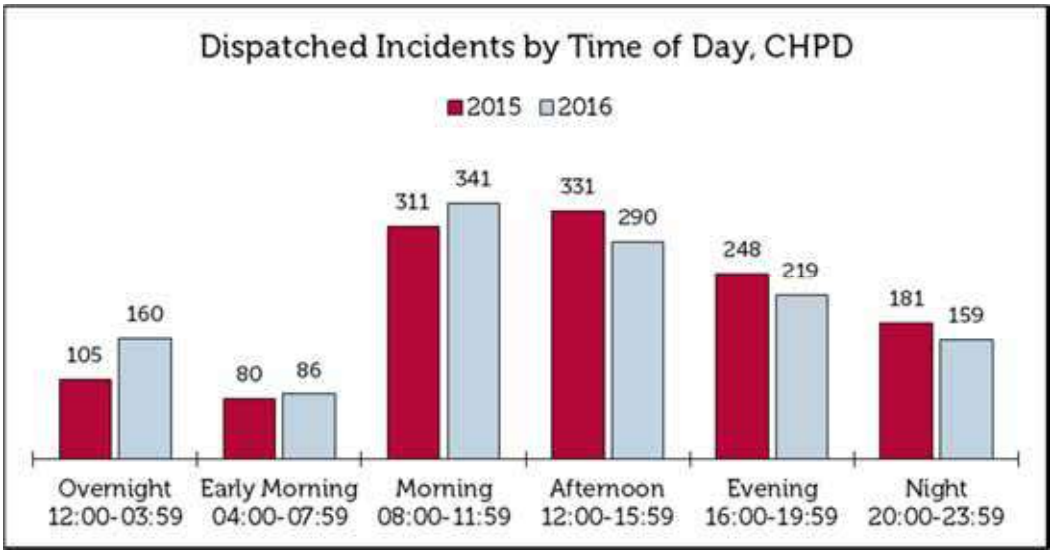
Dispatched Incidents

There is little variation in the number of dispatched events by month for CHPD. There are on average about 3.4 requests for police made to the 911 center each day. With a maximum of 4.4 in September 2016 and a minimum of 2.6 in April of 2015.



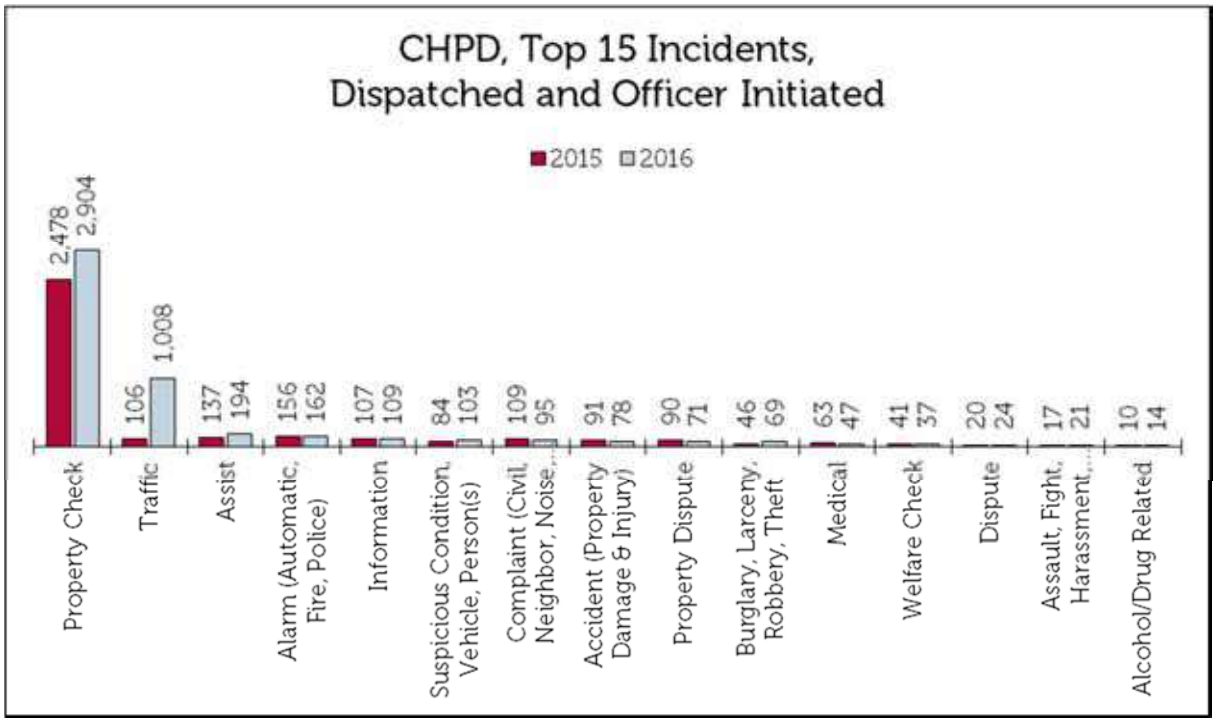
Daily Trend of Events

The busiest time for CHPD is between 8:00 am and 3:59 pm, where more than three times the call volume occurs than the slowest period of 4:00 to 7:59.



Incidents Type

The chart below shows all officer activity recorded by the communications center, including calls by citizens to 911 and officer initiated activities such as property checks and traffic stops. Because of the very high portion of officer initiated incidents, the number of incidents per day jumps from just over 3 to nearly 9 per day.



Dryden Village Police Department

Overview

The village of Dryden has about 2,000 residents in 1.7 square miles. The village is located near the center of the Town of Dryden at a busy crossroads on Route 13 and is located next to the Tompkins Cortland Community College Campus.

The Dryden Village Police Department (DPD) has undergone restructuring over the last three years. In 2015, the DPD was reduced from a 24 hour patrol to a 20 hour patrol through a 20 percent reduction in the personnel budget. However, in May of 2017, the Village Board chose to make it a 24 hour patrol again, restoring the cuts that were made. There has been extensive community discussion regarding the role of the police, and there has been strong support for restoring the department to 24 hour patrol. The narrative reflects the 24 hour patrol, although it has not been fully implemented yet.

Staffing

The department has an authorized strength of four full time officers, a full time chief, a part time sergeant, and up to 8 part time officers. One of the full time officer's positions and two of the part time positions were vacant at the time of the report. Many of the part time officers work full time for another law enforcement agency.

Patrol

There is one officer on patrol at all times in the village. The exact schedule and shifts for the officers are currently under negotiation. Primarily, the part time staff will work on the evenings and overnights during the weekends and to fill in for vacation. When there is need for additional resources, DPD officers will receive back up from TCSO and NYSP officers. On occasion, officers from Tompkins Cortland Community College (TC3) will respond into the village to assist.

About 1 in 5 calls for DPD is a response into the town of Dryden to either provide an initial response or back up to the TCSO or NYSP resources assigned to the call. While on a patrol, it is expected that an officer will drive down most streets in the village, visit several business and perform any specific property checks that have been requested. They also will conduct investigations of any crimes committed and follow up on crimes from previous shifts.

Investigations

The general practice is for the officer who receives the initial report to investigate the any alleged crimes. However, the chief and sergeants will assist on more complex cases. Most major crimes also involve resources from the TCSO and NYSP.

Training

The training at DPD is coordinated by the chief. The department participates in regional training initiatives and support officers that want to attend additional training, but the budget to send officers to training is minimal and scheduling in a small department is difficult. DPD does have its officer's complete annual training such as firearms, blood borne pathogens and legal up dates.

Administration

The chief is the primary administrator for the department. He does receive some support from a part time sergeant. There is also a clerk that works 24 hours per week for the department managing the records and assisting with public inquiries.

Fleet

DPD has three marked vehicles and an unmarked vehicle for use by the chief. DPD has a Ford Police Interceptor SUV, a Ford Taurus (police) and a Ford Crown Victoria. The village generally purchases a new police vehicle every two years, depending on available finances. A Dodge Charger was recently ordered to replace the Crown Victoria. Two local garages are used to maintain the vehicles.

Equipment

DPD has a full complement equipment including an issued Glock .40 caliber pistol and a patrol rifle in their vehicle. The officers are also equipped with a TASER, pepper spray and a baton. The department has not implemented a body worn camera program, citing costs. DPD also has two license plate readers that are mounted on two of the patrol vehicles.

Community Engagement

DPD participates in a number of community events in both a law enforcement and public relations role. They provide security for football games under contract from the Dryden Central School District.[6] The department conducts business checks in the central portion of the village and also visits village property that is in the town such as the water treatment facility.

[6] The Dryden High School is located about ¼ mile outside of the Village.

DPD encourages its officers on patrol to sit down at local establishments to have a cup of coffee with residents and to park and walk through parks. Officers also visit the elementary school in the village on a daily basis.

Station

DPD operates out of a portion of the first floor at village hall. The total square footage is estimated at 1300 sq. ft. There is a combined records room and officer's work space that is used by the police clerk and officers. Across the hall, is a room that contains the Live Scan unit, a Datamaster (breathalyzer), and two desks used by supervisory staff. The chief has a separate office off the supervisor/interview room. There is no separate space for interviews. Evidence and some equipment storage occurs in closets on the first and second floor of the village hall and were not included in the space estimate.

Finance

The DPD budget has undergone substantial swings in the last few years as the department has changed from being full time to 20 hours per day and now back to 24 hours. They also had a longtime chief leave the department in 2015, followed by a part time chief for a year and now back to a full time chief. The current village leadership is committed to keeping the force a full time department and are prepared to continue the investment necessary. Also, in the past decade, the DPD has received several substantial grants for equipment including the Live Scan fingerprint machine and two license plate readers.

Dryden Police Budget Summary				
	2014	2015 **	2016	2017
Personnel Salaries	$361,931	$391,249	$327,532	$386,992
Employee Benefits*	$165,005	$195,625	$148,242	$172,589
Clothing	$2,662	$ -	$3,135	$4,597
Equipment	$29,700	$11,048	$33,216	$23,622
Vehicles	$19,000	$ -	$5,009	$11,000
Other	$9,800	$41,438	$6,994	$7,800
Total	**$588,098**	**$639,360**	**$524,128**	**$606,600**

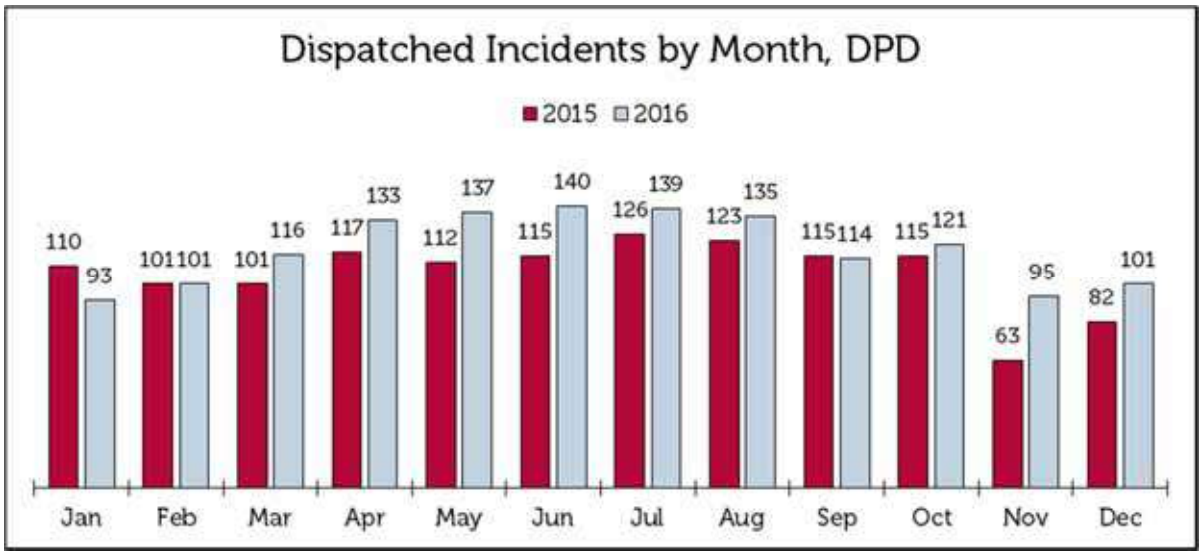
**Estimated, based on 50 % of personnel salaries as villages pool employee benefits*
*** Drawn from OSC data*

Activity

There are many measures of police activity. This section will look at the number of dispatched incidents on a monthly basis, the variation of those incidents throughout the day, and also the total amount of police activity on a daily basis, including dispatched incidents and events that officers initiate and report to the dispatch center.

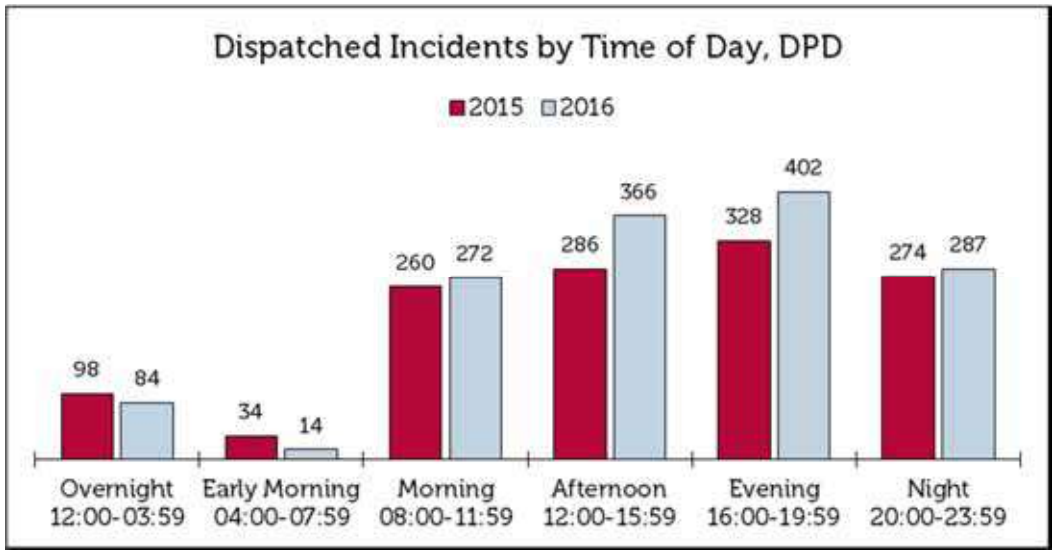
Dispatched Incidents

The number of incidents dispatched to the DPD varies from a low of 63 in November 2015 to a high of 140 in June of 2016. Over the 2 years, the department responded, on average, to 3.9 calls per day. The high was 4.6 and the low just over 2 calls per day.



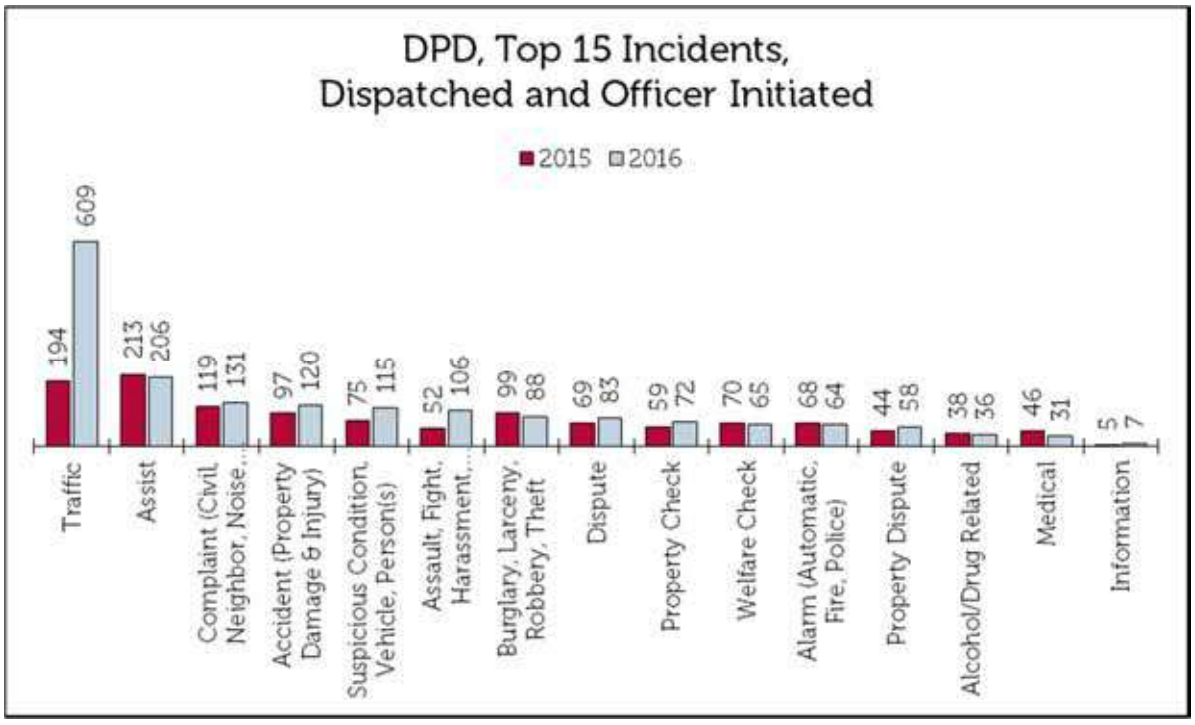
Daily Trend of Events

The busiest time was between 4:00 pm and 7:59pm, followed by the afternoon. It should be noted that during this time period, DPD was not in service between 2:00 am and 6:00 am. Any calls to 911 during that time were answered by TCSO or NYSP.



Incident Types

In 2015 and 2016, DPD's officers leading type of incident was in response to traffic events or issue traffic tickets. It is important to note than the tripling of traffic incidents is attributable to change in recordkeeping and not an increase in activity. Previously, those were recorded in a separate database. This was followed by assisting other public safety agencies (such as fire or EMS), then handling complaints. Most incident types saw an increase between 2015 and 2016, and overall event volume exclusive of Traffic incidents increased by 12%.



Groton Village Police Department

Overview

The Groton Police Department (GPD) patrols 2,500 residents and the businesses in the Village of Groton. The village is about 1.7 square miles and is located near the center of the Town of Groton along Route 38. The town is northeast of Ithaca and borders Cayuga and Cortland counties. GPD has been led by a part time Officer- In -Charge – Lieutenant. There is typically only one officer on duty

Staffing

There is a staff of one full-time and fourteen part-time officers. The officers patrol daily from 8 am to 4 pm and 4 pm to midnight, extending to 2 am on weekends. The full time staff position has had regular turnover for the last decade with the person often leaving to take a position at a larger agency within two years of being hired. However, the part time positions are generally stable drawing officers from other public law enforcement as well as the educational institutions.

Patrol

The single officer during the 16 to 18 hours of operation patrols the village and responds to calls for service. On occasion, they will respond outside of the village based on requests from the 911 Center. If there is an incident that requires two officers, GPD relies on back up from the TCSO or NYSP. On hours when GPD is not on patrol, the TCSO or NYSP handle the primary response to the community.

Investigations

The responding officer or OIC handle the investigations of most of the crimes reported in the village. However, GPD will turn to the TCSO and NYSP for serious crimes.

Training

The entire training budget for the department is $600. Many of the officers receive their annual training through full time positons. All new hires have completed "Phase One" of the NYS Police Officer Training and are then sponsored by GPD to complete "Phase 2" which includes firearms and defensive tactics.

Administration

The OIC and a part time sergeant handle all the administrative activities for the department.

Fleet

There is one marked Tahoe SUV, and one Dodge Charger sedan used by the officers on patrol. A third unmarked vehicle is used by the OIC or as needed on other details. Generally, a four year cycle is used to replace the vehicles. A local garage is used under contract to maintain the vehicles.

Equipment

Officers on patrol are equipped with a sidearm (Glock .40), a patrol rifle and a shotgun. Officers also have pepper spray, TASERS and batons. They do not have body cameras, primarily because of the cost for tracking and storing of information.

The department does operate two high definition cameras located in the local business district. The cameras can be remotely monitored and are constantly recorded.

Community Engagement

While there is not a specific program of community engagement, the size of the community and department lends itself to frequent interactions between the officers and the community outside of specific law enforcement activities.

Station

The police station is an office inside the fire station. The main space is about 30 feet by 25 feet with three workstations and a small counter for use by the public when they come into the station. There is a small interview room that is certified for juvenile interviews off the main room. There is a fire safe that is used to store evidence as well as a small office that is located down the hall.

Finance

The budget for GPD has had minimal growth over the last four years. The overall costs for operation are kept low because of the prevalence of part time staff and the low pay-scale used for the full time employee. GPD has also had a grant in 2016 to add two high definition security cameras to key areas of the business district.

Groton Police Budget Summary				
	2014	2015	2016	2017
Personnel Salaries	$202,000	$204,000	$208,000	$208,000
Employee Benefits *	$70,700	$71,400	$72,800	$72,800
Clothing	$4,200	$4,000	$4,000	$3,800
Equipment	$1,000	$1,000	$3,000	$7,300
Vehicles	$11,000	$15,500	$12,000	$14,700
Other	$16,000	$12,700	$14,200	$13,000
Total	**$304,900**	**$308,600**	**$314,000**	**$319,600**

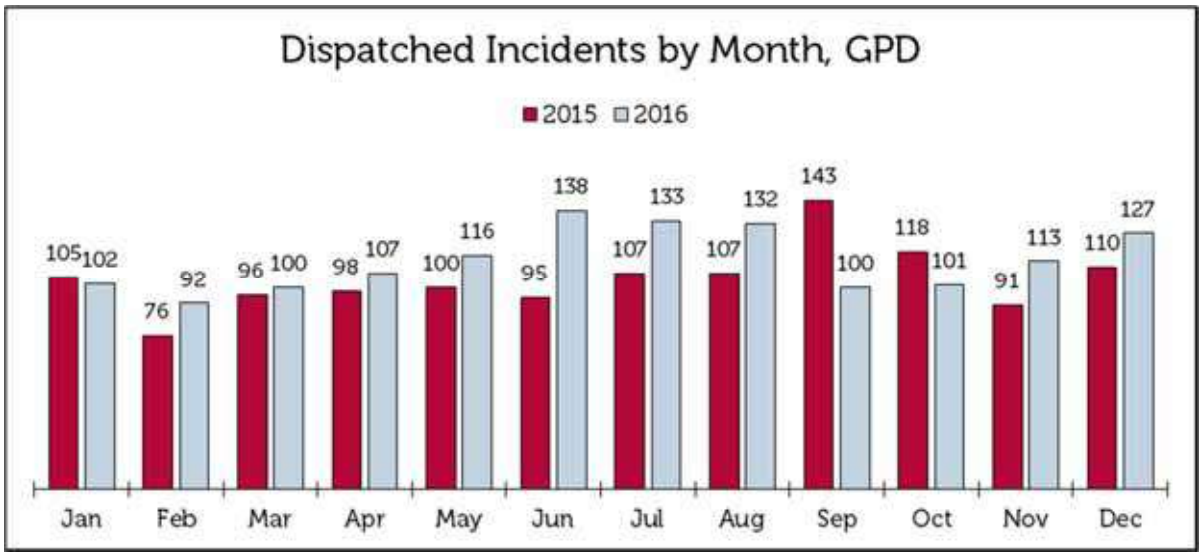
**Estimated, based on 35 % of personnel salaries as villages pool employee benefits*

Activity

There are many measures of police activity. This section will look at the number of dispatched incidents on a monthly basis, the variation of those incidents throughout the day, and also the total amount of police activity on a daily basis, including dispatched incidents and events that officers initiate and report to the dispatch center.

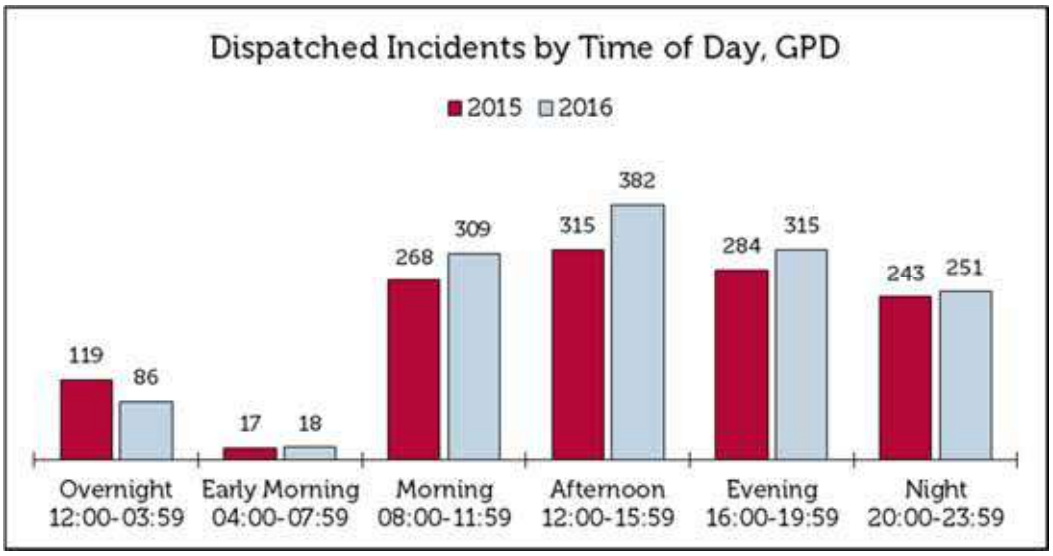
Dispatched Incidents

The demand for services in the village Groton was relatively stable over the two year time period. The average number of calls per day was 3.7. The low, in February 2015 was 2.7 calls and the high was 4.8 in September 2015.



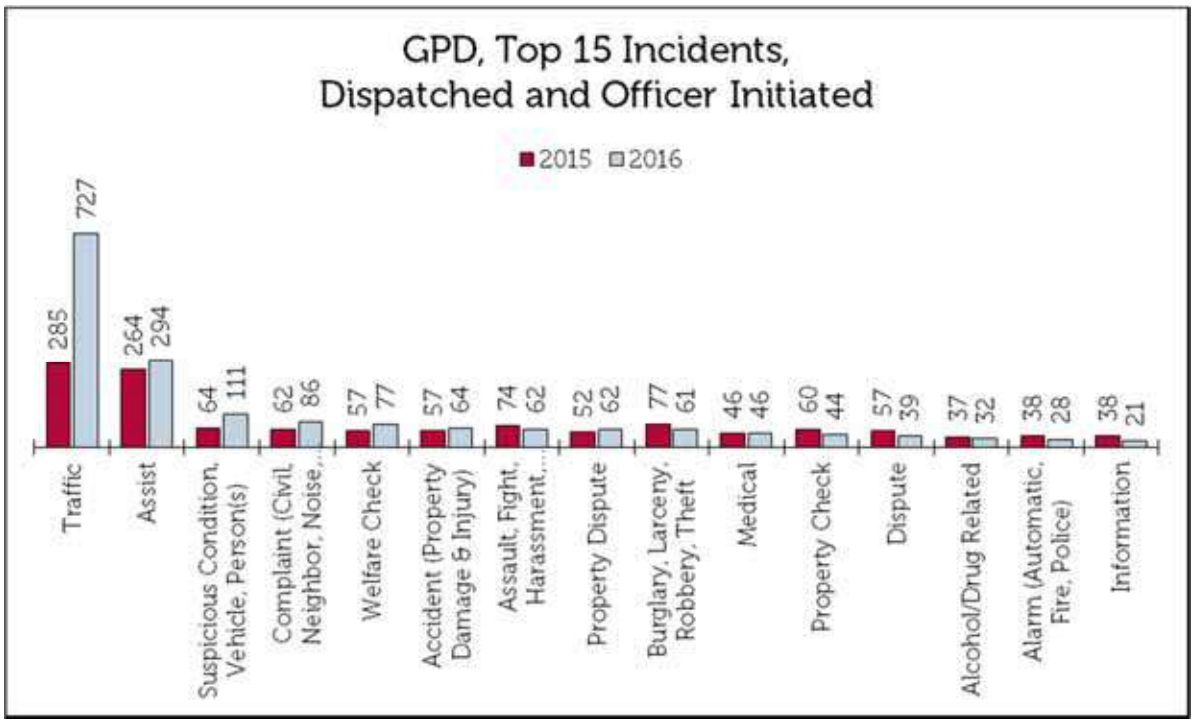
Daily Trend of Events

The busiest time of day for GPD was afternoon, closely followed by the morning and evening. GPD does not generally have an officer on duty between midnight and 7:59. Calls during that time are answered by TCSO and NYSP.



Incident Types

The chart below shows all officer activity recorded by the communications center, including calls to 911 and officer initiated events. Traffic events, including tickets, and assisting other agencies, usually fire or EMS were the two leading nature codes. These two categories accounted for 52% of incidents. Suspicious condition, complaints and welfare checks rounded out the top 5.



Ithaca Police Department

Overview

The Ithaca Police Department (IPD) is tasked with providing law enforcement services for the City of Ithaca. The city has about 30,600 residents, but the population is estimated to more than double during the workday. The city is 5.5 square miles of land area. IPD is the largest department in the county with 65 sworn officers. Over the last decade, the department has focused on improving its training and community relations. The efforts have yielded substantial improvements in reputation. It is also important to note that the chief of IPD retired in March 2017, shortly after the study began. The narrative often refers to positions based on the table of organization at the time of his retirement, but some positions may have shifted on an interim basis.

Staffing

The department is authorized and funded for 69 sworn officers, with the majority of them assigned to road patrol. There are 36 officers, 6 sergeants and 3 lieutenants assigned to that section. There are six investigators and a lieutenant assigned to investigations. One officer assigned to traffic enforcement, one assigned to public relations and to oversee records.

To give perspective, 9 officers were laid off in 2011 as part of city wide budget cuts.

Patrol

IPD uses three shifts with 12 officers, 2 sergeants and 1 lieutenant assigned per shift. With rotations, there are typically 6 officers and a supervisor on duty. The officers are assigned to one of six designated beats in the city. As part of the beat system, there are walking patrols of the Ithaca Commons area and during many evenings and weekends in the Collegetown area near Cornell's Campus. The standard shifts are 7am to 3 pm, 3 pm to 11 pm and 11 pm to 7 am.

IPD is rarely called upon to leave the city under the closest car program and also usually only receives support for large or complex events. There is also a dedicated traffic officer that works a daytime shift that is not counted as part of the shift strength.

Investigations

The Criminal Investigations Division has a supervising lieutenant, three criminal investigators, two narcotics investigators and a juvenile investigator. The CID is operationally split with a Special Investigations Unit (SIU) that includes the narcotics investigators and a uniform sergeant. Their focus is narcotics and other illegal drugs. They work closely with the TCSO and NYSP on community wide investigations. The

CID is also responsible for the evidence room and all property surrendered to the department.

The CID handles all felony level complaints and other issues that are referred from patrol. There is regular communication and cooperation with both TCSO and NYSP about on-going investigations as well as crimes trends in the community.

Training

IPD has a sergeant dedicated to coordinating the training for the department. IPD officers participated in 3,200 hours of outside training courses in 2016 including a variety of NYS sponsored schools and certifications. There were also several substantial in service trainings that were done related to firearms, defensive tactics, and community expectations. The training sergeant is also responsible for managing the IPD Firearms Range that is shared with most of the law enforcement agencies in the county.

One of the primary achievements in 2016 was the development and hosting of a series of Reality Based Training (RBT) exercises. RBT training involves police participating in a variety of high risk scenarios and having to react in an appropriate manner using simulated rounds from their duty weapons. The RBT offerings brought officers from across Tompkins County and neighboring counties over a two month period.

The training section is also responsible for overseeing recordkeeping and the field training programs for the department.

Administration & Records

There is a deputy chief in charge of administration (DCA). This positon has an officer assigned to the role of public information officer that also assists with records management. There are three civilian records clerks that also serve as receptionists for the police department. An executive assistant to chief, a financial management assistance and another clerk assist in the overall management of the department.

SWAT

The IPD SWAT team is a joint team with the TCSO. Currently, of the 20 members, 15 are from IPD including the commander. The team was one of the first to meet the accreditation standards for SWAT teams in New York. These standards require regular training and demonstration of the proficiency of key skills. The SWAT team has also been the recipient of over $200,000 in grant funds in the last three years to modernize equipment and expand their capabilities. As a team, they deploy anywhere in Tompkins County. Over the last year, they have been called into service once or twice

a month to assist in high risk warrant service and to respond to threatening situations in the county.

The team has also has taken an active role in educating the public and elected officials about their training and equipment to help the public understand their role and capacities. One public relations event is an annual participation in Santa's Arrival in Ithaca where they help him repel in the commons.

Canine

IPD has two canine units in its force. One officer works during the day and the other in the evening. The daytime unit is certified as a bomb dog and the evening team is a drug dog. Both units are available to assist other police agencies in the community upon request. The two canine units were reinstated since 2014 after the department being several years without canine capabilities.

Fleet

IPD has a fleet of nearly 50 vehicles ranging from standard patrol cars to a SWAT truck. There are 21 marked vehicles with 6 Ford Explorer SUVS and the remainder being Dodge Chargers. In general, officers are assigned to a specific vehicles with a rotation that is designed to give vehicles available time for maintenance. There are also 8 unmarked vehicles for use by investigators, 3 for use by the chief and deputy chiefs, and 3 older vehicles kept for transport on training. There are also twelve vehicles that IPD has acquired through seizure that are used for surveillance.

Routine maintenance and fuel are handled through central resources in the city. New patrol vehicles are outfitted with radios, lights, computers and printers using a standard set up process with a vendor in the Syracuse area. IPD is anticipating four or five new vehicles in the next fiscal year to replace older vehicles in the fleet.

Facilities

The IPD primarily operates out of a four story, 18,000 square foot building that was constructed in 1940. Approximately 9,300 square feet is used by the IPD with about 4,000 sq. feet for hallways, stairs, walls and elevators. The remainder is used by the City Court. The building includes offices on all four floors.

The ground floor has the reception space, a sally port, 6 male holding cells, 2 female holding cells, and space to process any intake. The second floor contains the offices for the investigators and the department's records. There are also two interview rooms on this floor. The third floor has space for evidence processing and storage, the locker rooms for the officers, and a small space for fitness. The fourth floor has the

chief's office, support staff offices, a conference room and a training room. An assessment in 2001 found that the department should have about 20 percent more space based on the number of people working and the types of tasks they perform. A more recent evaluation found substantial problems with the heating and ventilation systems in the building.

IPD also has a satellite office on the first floor of a mixed use building located to the west of downtown that officers use to meet with citizens and to complete paperwork. IPD operates a gun range in the town of Ithaca that is used by nearly all of the law enforcement officers in the county. In addition to the range, the property also contains a structure that is used for reality based training including the use of simulated munitions.

Community Engagement

IPD has a comprehensive community engagement plan that guides their activities from having dedicated foot patrols along the Ithaca Commons to monthly meeting coffee with the chief events at various locations in the city. IPD was recently been given approval to add two officer positions that will be a dedicated community action team focused on working to establish a strong presence in communities with increased in criminal activity. There are also 2 officers living in the city under an Officer Next Door Program. Other accomplishments include reestablishment of a Police Explorer program and a Citizen's Police Academy.

Finance

The IPD budget has increased about 6 percent between 2014 and 2017. As expected, the largest share of expenses fall to personnel salaries and employee benefits. Included in the expenditures for 2015 and 2016 were two large grants for equipment for the SWAT team.

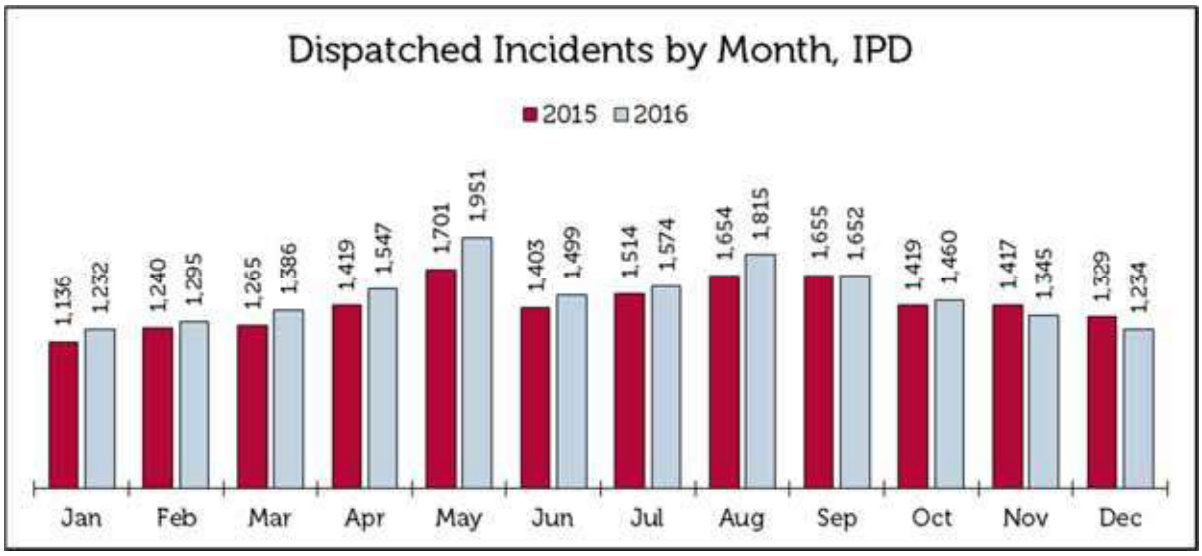
Ithaca Police Budget Summary				
	2014	2015	2016	2017
Personnel Salaries	$5,983,832	$6,228,544	$6,234,544	$6,243,544
Employee Benefits	$3,042,395	$3,148,402	$3,187,024	$3,299,497
Clothing	$118,000	$114,200	$120,000	$120,000
Equipment	$196,698	$190,000	$321,426	$292,317
Vehicles	$128,800	$135,000	$140,600	$120,000
Other	$211,400	$205,101	$226,300	$249,889
Total	**$9,681,125**	**$10,021,247**	**$10,229,894**	**$10,325,247**

Activity

There are many measures of police activity. This section will look at the number of dispatched incidents on a monthly basis, the variation of those incidents throughout the day, and also the total amount of police activity on a daily basis, including dispatched incidents and events that officers initiate and report to the dispatch center.

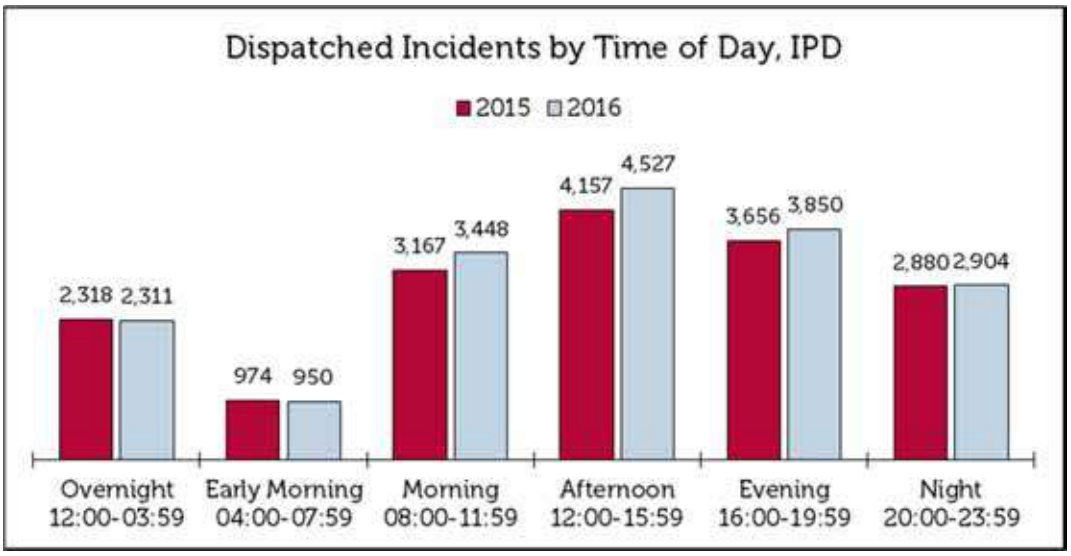
Dispatched Incidents by Month

IPD responds to an average of 49 calls per day. There are increases during May (59) and August (55) and also declines in January (38). This cycle seems to follow both weather patterns and the academic year.



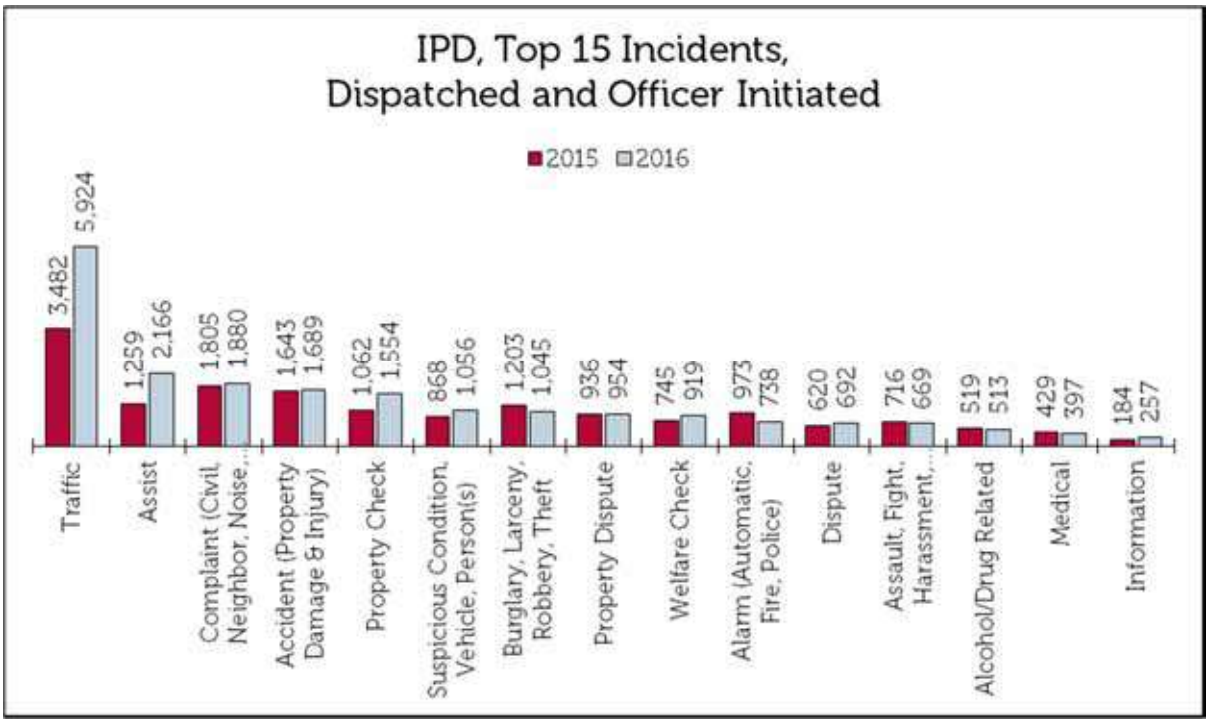
Daily Trend of Events

The pattern for IPD remains relatively active except between 4:00 am and 7:59 am when it drops to about 40 percent of the next slowest time period. Afternoons between noon and 4 pm are the busiest time for 911 calls.



Incident Types

Traffic events are by the far the largest category of incident handled by IPD. Assists, Complaints, Accidents and Property Checks round out the top 5. These incidents account for 61% of the incidents handled by IPD.



Tompkins County Sheriff's Office

The Tompkins County Sheriff's Office provides a variety of mandated and non-mandated services to the county. Under state law, a sheriff's office is mandated to operate a jail and to serve civil papers. Like many counties in the state, the TCSO also provides law enforcement through a road patrol, performs security functions at the airport, and staffs a navigation patrol on Cayuga Lake. The provision of a road patrol is part of the Tompkins County Charter. This report focuses primarily on the law enforcement aspects of the TCSO.

Staffing

The TCSO is led by an elected sheriff and an appointed undersheriff. The law enforcement section has 42 sworn personnel. 23 deputies and 5 sergeants work in road patrol. 3 deputies and 1 sergeant work in civil or other administrative roles for the TCSO. There are 4 investigators and 1 investigative sergeant. A lieutenant oversees that road patrol division. The staffing for the road patrol division has remained essentially unchanged for about twenty years.

Patrol

The deputies assigned to patrol work on three separate shifts (7 am to 3 pm, 3 pm to 11 pm and 11 pm to 7 am) and have a forty hour work week of 5 regularly scheduled shifts. The minimum staffing for the department is 3 deputies on the road and a single supervisor. The deputies are assigned to one of four zones for their shift to perform proactive patrolling, serve civil papers, and respond to calls. In addition, to those duties, a deputy may also be called upon to transport a prisoner from the jail to a court for an appearance. In those cases, they are unavailable for other calls of service while they have custody to and from the jail.

Investigations

There are four investigators, a deputy and senior investigator assigned to the investigations section. The investigators are equivalent in rank to a sergeant and the senior investigator to a lieutenant. Any felony level complaint is reported to the section and investigator is assigned to that case. They are also responsible for all of the evidence and property that is collected by the agency.

The case load and types of cases are under constant flux in the section. In general, two of the investigators and the deputy are assigned to investigate narcotic crimes. At

times, personnel are assigned to regional tasks forces that are often coordinated through the NYSP.

The investigators are tasked with maintaining the sexual offenders' database as well as following up with the offenders on their residences. There are currently about 180 offenders in the register. Members of the office are responsible for maintaining all the evidence collected by the agency. The evidence is tracked through the Spillman records management system and kept on site. Two deputies on road patrol have completed evidence technician training and handle most minor scenes. The agency defers to the NYSP for major crimes.

Training

The coordination of training for the TCSO is handled by a deputy who reports to the road patrol lieutenant. That deputy is also the agency's DARE officer. The responsibilities include coordinating annual in service training, publicizing other training offerings from the state or neighboring agencies, and maintaining records for the agency.

Administration and Civil

A sergeant oversees the administrative functions in the office with the assistance of 3 civilian clerks and a road patrol deputy that serves civil papers. This office is responsible for serving about 2,500 legal papers each year. They also receive all the pistol permit applications and changes to the pistol permits for the county. The office is responsible for maintaining all the written records for the sheriff's office, issuing motor vehicle accident reports, and criminal background checks.

SWAT

The SWAT team is a joint team with the Ithaca Police Department. The team is certified by the NY Division of Criminal Justice, one of only a dozen such teams in the state. The team is authorized to have 20 members, the majority of them from IPD. There are currently 6 members of the team from TCSO. A more in-depth discussion of the team is in the Ithaca Police Section.

Fleet

One of the sergeants is responsible for coordinating the fleet maintenance program for the agency. There are 16 sedans and 3 SUVs of a mix of makes and models assigned to patrol on a regular basis. There are also 5 sedans assigned to the investigators. The sheriff, undersheriff and road lieutenant are all assigned vehicles. There are also 3 vehicles assigned for transporting deputies to schools and 4 vehicles

used by the corrections section. In total, there are 35 cars or SVUs as well as two boats and 3 off road vehicles used by the agency.

Non-warranty routine maintenance is handled by the county fleet division. The fleet division charges the department for its time. More substantial work is handled by one of several garages under contract. Vehicles on regular patrol can be driven for up to 40,000 miles per year. The agency purchases between 4 and 8 new vehicles a year.

Navigation

The TCSO provides a very limited navigation patrol on Cayuga Lake. The current model is to staff one of the department's two boats with two deputies on holiday weekends. There are 8 full time deputies that are certified to operate on the boat, although the boats can operate with one certified person and one non-certified. The boat will also respond when requested as soon as staff are available.

Airport

The TCSO provides security at the Ithaca-Tompkins Regional Airport. They staff two deputies there from 4:30 am to 8:30 pm. The county receives payment from the Transportation Safety Administration for about $240,000 to partially support the service.

Canine

The TCSO has recently added a canine officer back to its ranks. A deputy was selected to complete the training with a new canine and began patrol in March of 2017. The officer will work a regular 5 day on, 2 day off rotation, but will work a 7:00 pm to 3:00 am shift. The canine unit will be working towards completing its drug detection training.

Equipment

The TCSO has a full complement of equipment needed for road patrol including duty firearms, patrol rifles, shotguns, TASER, and pepper spray available for each officer who is on patrol. The TCSO began a body camera program in late 2016 that requires officers to record their interactions with the public during most events.

Building

The TCSO operates out of single building located on Warren Road in the town of Lansing, adjacent to the airport. The patrol, administration and civil portions of the TCSO occupy about 12,000 square feet of facility that also includes about 25,000 sq. ft. for corrections. The building is about 40 years old. It has a membrane roof that is only

5 years old, however many of the mechanicals and other building components are original. The space is functional, but cramped and outdate. For example, the evidence room is at capacity and lacks modern air-handling for the off gassing of samples. There is limited space for interviews and only one room that is designated for juvenile interviews.

Community Engagement

The TCSO operates with a lean staff. Their chief avenue of community engagement is the DARE program. TCSO is invited into a number of the school districts in the county, but they do not have a specific school resource officer program.

While the TCSO does participate at a number of community events, there are not specific programs or tactics that would be characterized as community policing.

Finance

Over the last four years, the TCSO budget has increased by about 11 percent. Much of that increase came between 2015 and 2016 when the personnel salaries increased by 14 percent. Another substantial expense was the purchase of the body cameras for the department in 2016.

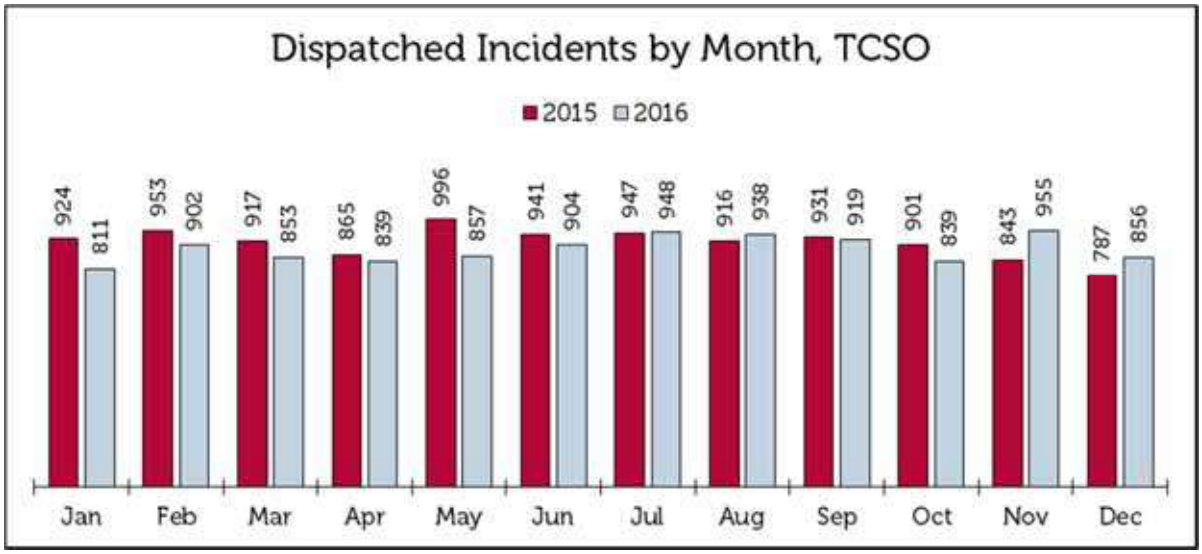
Tompkins County Sheriff's Office Budget Summary				
	2014	2015	2016	2017
Personnel Salaries	$3,099,103	$3,093,412	$3,526,817	$3,564,801
Employee Benefits	$1,763,389	$1,747,777	$1,612,109	$1,758,160
Clothing	$79,436	$85,911	$98,253	$117,370
Equipment	$99,950	$90,388	$278,890	$251,759
Vehicles	$166,500	$153,500	$153,500	$148,000
Other	$73,310	$73,310	$92,310	$65,959
Total	**$5,281,688**	**$5,244,298**	**$5,761,879**	**$5,906,049**

Activity

There are many measures of police activity. This section will look at the number of dispatched incidents on a monthly basis, the variation of incidents throughout the day, and also the total amount of police activity on a daily basis, including dispatched incidents and events that officers initiate and report to the dispatch center.

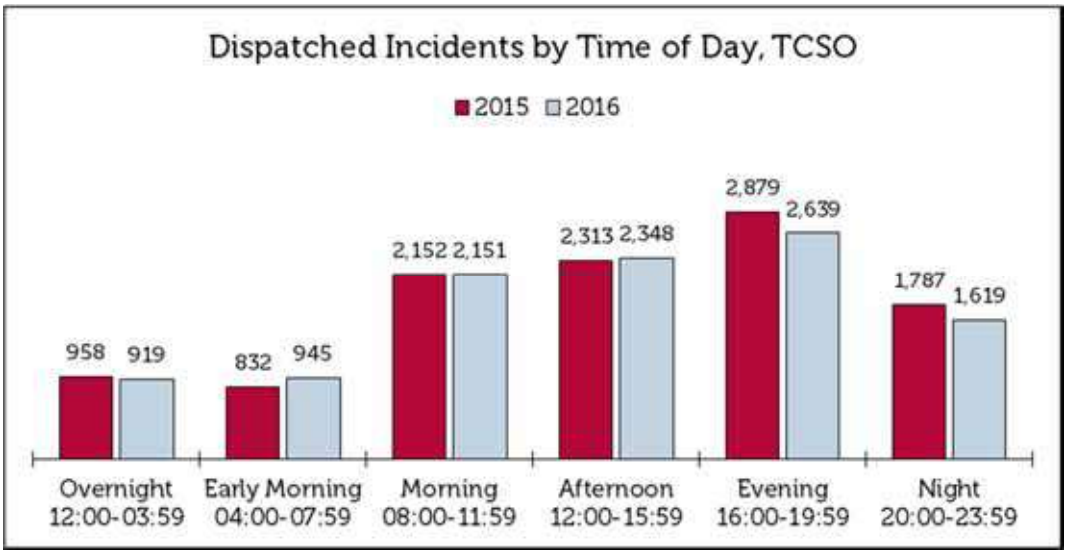
Dispatched Incidents

There is little variation of dispatched incidents for the TCSO. They average about 29 dispatches per day. The busiest month (May 2015) had about 32 calls per day and the slowest (December 2015) had about 25 calls per day.



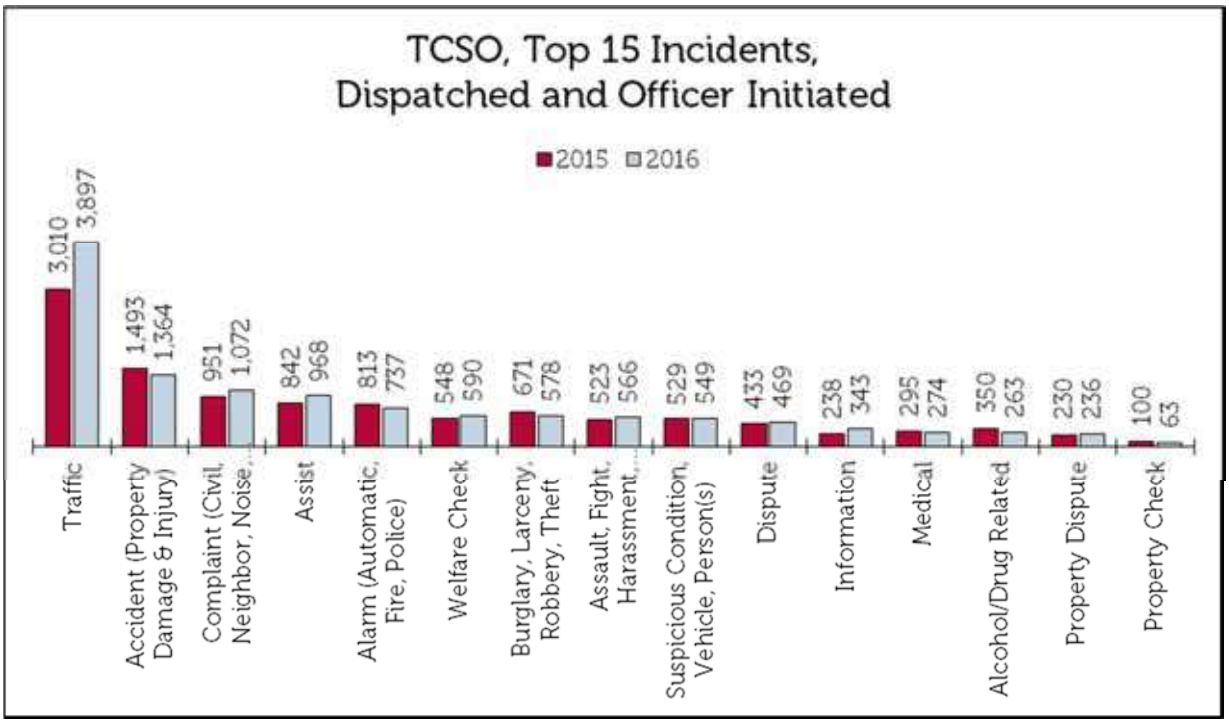
Daily Trend of Events

The busiest time of day for TCSO was between 4:00 pm and 7:59 pm. The slowest period of time was in the overnight and early morning.



Incident Types

The highest frequency type of event is related to traffic, with almost 11 per day in 2016. Accidents, complaints, assists and alarms round out the top 5 call types. These account for about 60% of all calls for the TCSO.



New York State Police

The New York State Police (NYSP) has a barrack located in the Town of Dryden that acts as a station for Tompkins, Tioga and Cortland Counties. The NYSP provide law enforcement to areas that do not have their own police forces and assist local forces with patrol and specialty services. In Tompkins County, they augment the TCSO and participate in a closest car response concept for serious events. NYSP staff report that there is an excellent working relationship with all law enforcement agencies in the county. Officers assist each other as needed and there are no sources of friction between members of the departments. In general, when working in Tompkins County (outside the city and villages with police departments), whichever responding officer makes it to the scene first is then responsible for the investigation of the reported activity.

The NYSP utilizes the Tompkins County 911 Center for all public phone calls and radio communication. Prior to 2015, the station in Dryden had staff that were assigned to answer calls from the public and dispatch NYSP units.

Staffing

The staffing levels for the station are based on historical demand for services and an evaluation of evolving community needs. In 2017, there are 22 troopers and 5

sergeants assigned to the barracks in Dryden. There are also 2 troopers that work out of a substation in Newfield. All these troopers are assigned to work primarily in Tompkins County. There is also a captain and lieutenant at the barracks that oversee operations in Tompkins and neighboring counties. Typically there are 3 to 5 troopers on duty. The troopers work 12 hour shifts from 7 am to 7 pm, 11 am to 11 pm and 7 pm to 7 am. From 11 pm to 7 am, troopers work in two person teams.

About a third of the staff is currently less than 18 months. A recent audit by the NYSP patrol division has identified that there is additional demand for resources in the area and additional troopers could be assigned in the future.

In addition to the patrol staff, there are also 4 investigators and 1 senior investigator at the barracks. Most investigations are handled by the troopers themselves, but the investigators will get involved with more serious crimes. The investigators also regularly assist the local departments with their investigations.

Specialty Units

The NYSP have specialty resources that are available to assist any law enforcement agency. The Forensics Investigative Unit is a team out of troop headquarters that specializes in processing crime scenes and the collection of evidence. These specialists have sophisticated tools and training that are regularly used to assist at crimes scenes. The NYSP also have several trained collision reconstruction technicians that are drawn from across the troop depending on who is on duty.

Finance

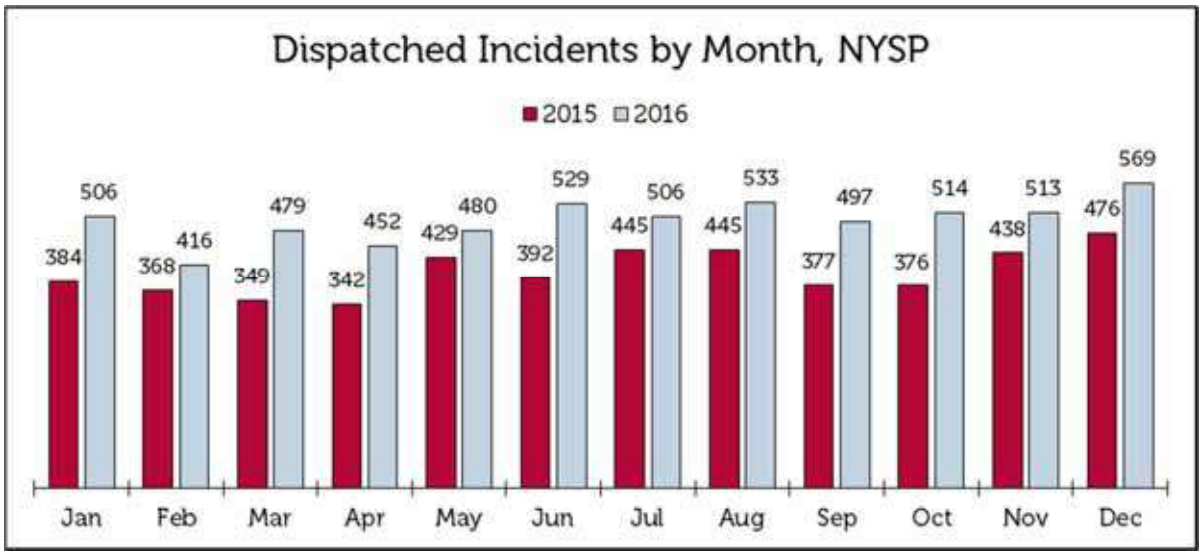
The operations of the NYSP contingent in Tompkins County are funded out of the New York State budget and are not drawn directly from the county.

Activity

There are many measures of police activity. This section will look at the number of dispatched incidents on a monthly basis, the variation of those incidents throughout the day, and also the total amount of police activity on a daily basis, including dispatched incidents and events that officers initiate and report to the dispatch center.

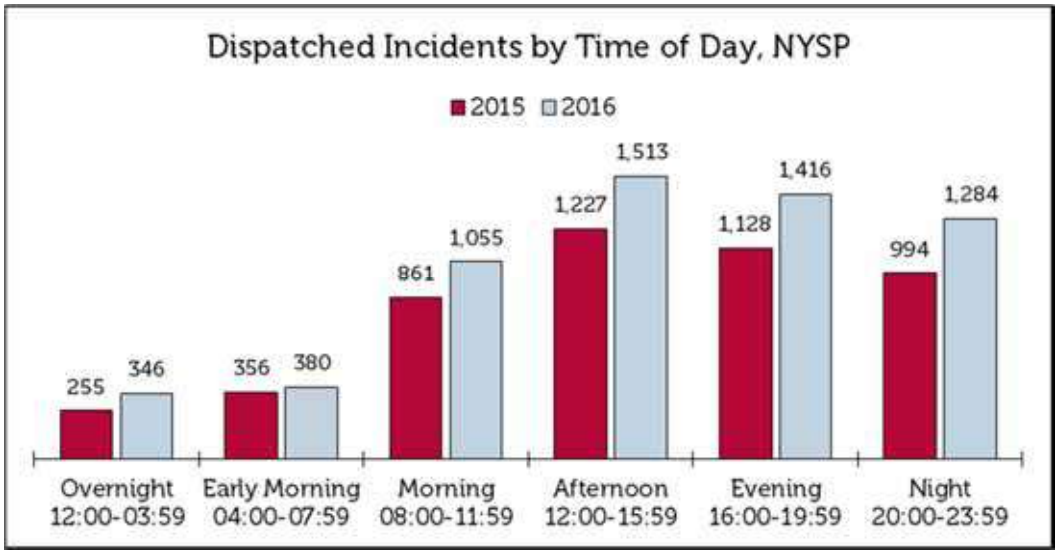
Dispatched Incidents

NYSP changed their policies between 2015 and 2016 leading to the troopers being more available for calls in the county. The result was a 23 percent increase in the number of dispatched incidents in 2016. NYSP was dispatched to about 16 calls incidents per day across the year. The busiest month was December 2016 with about 18.4 incidents per day.



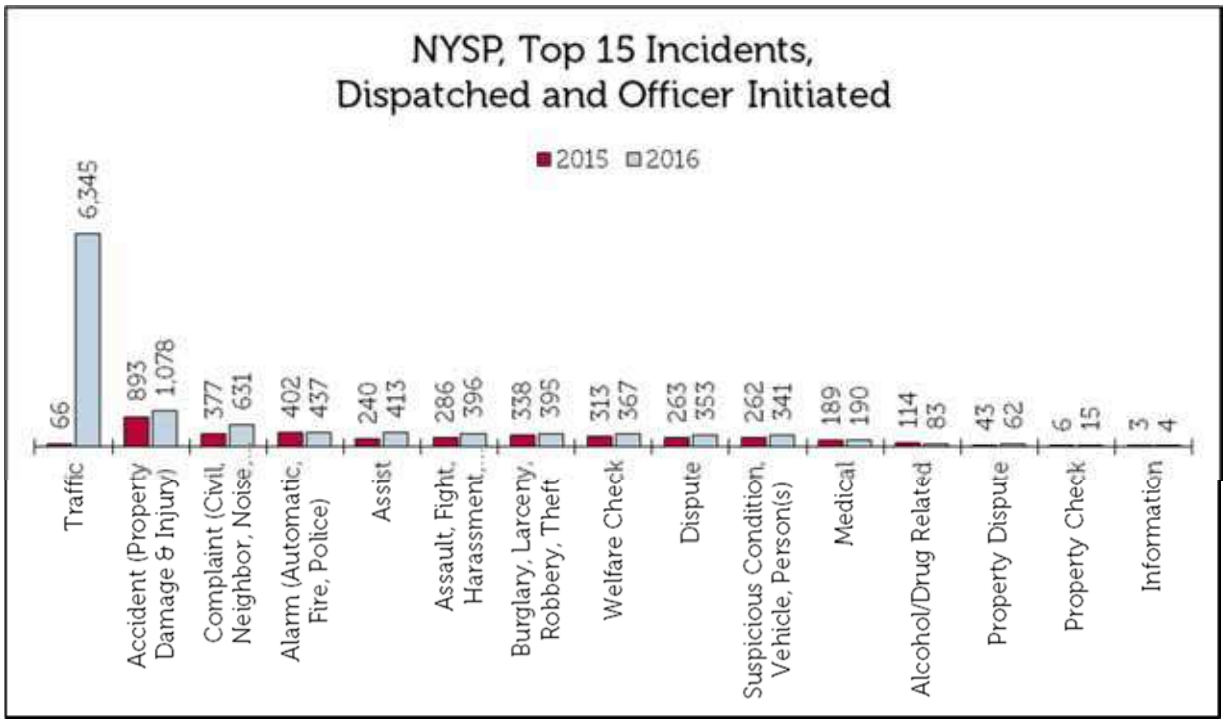
Daily Trend of Events

The busiest period for NYSP is between noon and midnight, while the overnight hours have a substantially lower volume of incidents.



Incident Types

In 2016, the NYSP began reporting their traffic events in 2016, leading to a substantial reporting increase in the number of incidents handled by the NYSP. The next four call types are accidents, complaints, alarms and assists.



College and University Law Enforcement

There are three large institutions of higher learning with their own police or armed public safety departments. Cornell University, Ithaca College and Tompkins-Cortland Community College each have staff dedicated to protecting their students, staff and property. The public safety departments include a mix of sworn and armed peace officers, security guards, student assistants and dispatchers. The missions of these departments varies slightly from the public law enforcement in that they are also responsible for enforcing student codes of conduct, institutional regulations and are governed by federal educational laws. The agencies do interact regularly with local law enforcement including participating in regional chiefs, investigator and communications meetings. Their sworn officers receive the same initial training and they use similar equipment. A number of the higher education police officers also work part time for some of the village police departments. All of the departments will become involved if a person affiliated with the college is either a victim or accused of a crime off campus, but will typically defer the lead role to the municipal agency.

Campus police officers have an alternative responsibility including providing a safe learning environment to students and often taking the time to educate and counsel rather than sanction the students.

Cornell University

Cornell University Police Department (CUPD) operates with 47 sworn peace officers[7], 12 dispatchers and about 20 "casual-temporary" security guards. There are additional student employees that assist the department. 30 of the sworn officers are considered road patrol. The remainder include sergeants, investigators, lieutenants and the chief. The jurisdiction is considered to be all property owned or leased by the university and the thoroughfares adjacent to that property. The university owns property in the city and town of Ithaca including in the Village of Cayuga Heights. The university also has property in the town of Dryden. The university has an undergraduate enrollment of 14,500 and a graduate enrollment of about 5,500. There are about 7,000 beds for students on the campus. The primary campus is 1.5 square miles, however there are numerous additional properties adjacent to the campus and in neighboring communities.

The primary patrol focus of the department is the campus. A minimum shift includes 3 officers, a supervisor and 2 dispatchers. The number of officers on patrol varies based on the anticipated demand and on certain days there are 20 staff members on duty.

CUPD officers are equipped similar to other officers in the community with Glock .40 caliber pistols, AR-15 rifles & shotguns in patrol vehicles, and pepper spray. The department does not use body cameras yet, but is actively considering an appropriate protocol. They do not use TASERs and do not anticipate implementing them. CUPD has two canine units as part of the patrol division.

The CUPD dispatch center answers numerous phone lines for the university, including requests for law enforcement. The center also monitors dozens of cameras on the campus for situations that might need a response. CUPD typically uses a VHF high band radio for their operations because of the varied terrain on the campus. However, the dispatch center and patrol vehicles have 800 mhz radios that are used by other agencies in the county. They can operate a cross band radio patch if necessary. The CUPD dispatch center is also capable of functioning as an alternative dispatch site for all county operations. 911 calls from landline phones on campus or university buildings are directed to the dispatch center. Cellular 911 calls are redirected from the Tompkins 911 Center.

CUPD has extensive training program for its officers including CPR/First Aid, defensive tactics, non-lethal weapons, semi-annual firearms, and event de-escalation. The

[7] A peace officer differs under state law from a police officer in several areas including powers of arrest and jurisdiction. In this region, their training is essentially identical and numerous peace officers also work as police officers in other communities.

department also participates in large scale regional trainings such as the recently completed active shooter simulation training. The department recently hosted a regional training for interview and interrogation that had over 90 participants.

CUPD officers will respond off-campus events if requested by the 911 center and adequate resources are available. Their jurisdiction ends at the edge of campus or off the immediately adjacent roadways. However, they will help to stabilize a situation until the appropriate agency responds. CUPD works with appropriate agencies when they need to request and serve a search warrant. Enforcement of vehicle and traffic laws is a high priority for the department. The tickets are handled by the appropriate municipality. The department is regularly a leader in DWI arrests in the county.

Ithaca College

The Ithaca College Police Department (ICPD) operates with 22 sworn peace officers, 6 security guards, 2 full time dispatchers, a student patrol of about 30 and several support personnel. The sworn officers include several supervisors and a chief. The jurisdiction patrolled is primarily the 1.2 square mile campus in the south central portion of the Town of Ithaca. The campus is immediately adjacent to the city of Ithaca's South Hill neighborhood. The college has about 6,500 students and about two thirds live on campus.

Much of the work of the officers is preventive patrol and responding to issues related to college life. The officers are equipped similarly to the municipal forces with Glock .40 caliber pistols, AR-15 patrol rifles, Remington shotguns and pepper spray. They do not carry or use a TASER. The department implemented a body cam program in April 2017.

ICPD uses an 800 mhz radio system, that is compatible with the rest of the county. They can communicate directly with the county dispatch center or with officers from the neighboring jurisdictions on the radio. 911 calls from landlines are intercepted and handled by the on campus dispatchers. Cellular 911 calls are transferred back after initial receipt from Tompkins County 911

ICPD has extensive training program for its officers including CPR/First Aid, defensive tactics, non-lethal weapons, semi-annual firearms, and event de-escalation. Most officers have completed interview and investigations training and all supervisors have completed supervisor training offered by NYS. The department also participates in large scale regional trainings such as the recently completed active shooter simulation training.

ICPD officers will respond off-campus events if requested by the 911 center and adequate resources are available. Their jurisdiction ends at the edge of campus or off

the immediately adjacent roadways. However, they will help to stabilize a situation until the appropriate agency responds.

Tompkins Cortland Community College

The Tompkins Cortland Community College (TC3) Campus Police (TCCP) provides the primary law enforcement response to the TC3 campus including the 820 dormitory beds. TC3 reported about 2,300 full time students and 800 part time students. Slightly more than forty percent of the students are from outside Tompkins and Cortland Counties. The dorms have been built in stages over the last several decades with a final phase being completed in 2008.

TCCP has 11 full time employees. TCCP has 9 full time employees that are sworn and armed peace officers. Eight of the sworn employees are patrol officers. The director and assistant director(vacant) are also sworn peace officers. The officers are equipped similar to other police officers in the community with a Glock .40 caliber pistol, and pepper spray. They do not have patrol rifles in the patrol cars.

In cases of emergency, TCCP is contacted either through a direct campus phone number or through 911. TCCP records about 1,200 events per year ranging from roommate problems to aggravated assaults. TC3PS rarely needs back up assistance from other agencies to respond to the campus.

TCCP participates in a county wide mutual aid agreement and will respond to incidents off the campus when requested by Tompkins County Communications Center. The most frequent requests were to serve as a backup officer for a DPD officer for an incident in the Village if TCSO or NYSP were not readily available.

TCCP also cooperates with DPD and other law enforcement to begin on-campus judicial proceedings when a student is found to violate the student code of conduct off campus. The goal is to have active cooperation between law enforcement agencies and TC3 to ensure that students are held accountable for their actions wherever they occur.

Fiscal Analysis

The cost of law enforcement has grown in Tompkins County by about 2.5% per year for the last 4 years. The rise has been relatively consistent for each of the agencies. Most of the cost of law enforcement, as with other public services, is in personnel costs. Based on the last 4 years, about 61 percent goes to direct compensation and another 31 percent goes towards benefits.

Recent Budget Overview Comparisons

Budget Year				
	2014	2015	2016	2017
GPD	$304,900	$308,600	$314,000	$319,600
CHPD	$1,108,700	$1,119,399	$1,165,249	$1,168,236
IPD	$9,681,125	$10,021,247	$10,229,894	$10,325,247
TCSO	$5,281,688	$5,244,298	$5,761,879	$5,906,049
DPD*	$588,098	$639,360	$524,128	$606,600
Total Combined Budgets	**$16,964,511**	**$17,332,904**	**$17,995,149**	**$18,325,732**

*Dryden data is a combination of budgets (2017) and actual expenses ('14.'15. & '16)

From 2014 through 2017, IPD has averaged 57% of the law enforcement budget for the agencies listed above, while TCSO has averaged 31%. CHPD's share is 6% of the total, followed by GPD and DPD, at 2% and 3%, respectively.

Comparison of 2017 Budgets

The 2017 Budgets give an opportunity to compare the costs between the agencies and to see the total cost picture in the county. As different municipalities account for capital, fleet maintenance, fuel and benefits in slightly different manners, the comparisons are not precise, but still provide reasonable benchmarks.

Comparison of 2017 Law Enforcement Costs						
	GPD	CHPD	IPD	TCSO	DPD	Total
Personnel	$208,000	$755,424	$6,243,544	$3,564,801	$386,992	$11,158,761
Salaries	$208,000	$705,424	$5,649,544	$3,067,556	$345,177	$9,975,701
OT	$0	$50,000	$540,000	$431,645	$41,815	$1,063,460
Other	$0	$0	$54,000	$65,600	$0	$119,600
Gasoline and Vehicle Maint.	$14,700	$0	$120,000	$148,000	$11,000	$293,700
Equipment	$7,300	$17,000	$292,317	$251,759	$23,622	$591,998
Other	$16,800	$43,100	$369,889	$183,329	$12,397	$625,515
Benefits*	$72,800	$352,712	$3,299,497	$1,758,160	$172,589	$5,655,758
Total	**$319,600**	**$1,168,236**	**$10,325,247**	**$5,906,049**	**$606,600**	**$18,325,732**

**Estimated: For Cayuga Heights and Dryden, a rate of 50% of salary was used for benefits and 35% in Groton since villages pool their benefit expenses.*

Costs per call and per capita

There is substantial variation of the costs per capita and per call between the agencies. TCSO and GPD had the lowest cost per capita and were much lower than their peers. GPD the lowest cost per 911 call and was much lower than its peers while Cayuga Heights had the highest cost and was much higher than its peers. The per capita comparison does not take into account the transient population of visitors and commuters to the community. Additionally, the residents of the higher education institutions are counted toward population, but are generally protected by campus based agencies rather than the public law enforcement.

	2017 Budget	Cost Per Capita	Population	Cost per 911 Call	2016 911 Call Volume
GPD	$319,600	$126	2,536	$235	1,361
CHPD	$1,168,236	$308	3,789	$931	1,255
IPD	$10,325,247	$338	30,565	$574	17,990
TCSO	$5,906,049	$91	64,951	$556	10,621
DPD*	$606,600	$301	2,014	$426	1,425

**Dryden data is a combination of budgets (2017) and actual expenses ('14.'15. & '16)*

Union Contract Comparison

Cayuga Heights, Dryden, Ithaca and Tompkins County Sheriff's workforces are part of collective bargaining agreements. The officers in Groton are not part of a union, but the full time officer receives benefits based on the general municipal structure. The table below outlines how the four police forces' contracts compare with each other. For added context, we also included terms for the New York State Troopers contract.

	CHPD	DPD	IPD	TCSO	NYSP
Year Contract Expires	2018	2018	2011	2016	N/A
Second Year salary as of 2017	$59,046	$43,450	$56,487	$59,606	$76,381
Top Salary for Officer	$83,193	$53,972	$70,222	$64,762	$90,827
Most recent year Salary raises	2%	2%	was 4%, now 0	-	%4 in 2011
Longevity Pay	@10 years - $850	5 to 9 years - $800	@ 10 years - $1,100	@ 8 years - $725	6 to 10 years - $540 per year
	@15 years - $1,900	10 to 14 years - $950	@ 14 years - $1,300	@ 10 years - $925	11 to 15 years - $590
	@17 years - $3,150	15 to 19 years - $1100	@ 17 years - $1,600	@ 14 years - $1,050	16 to 25 years - $640
		20+ years - $1,250		@ 18 years - $1,250	
Standard Shift	40 hours over 5 shifts	40 hours over 4 shifts. (Currently under negotiation with return to 24 staffing	4 days on, 2 off for patrol (8.25 hour shifts). 40 hours over 5 shifts (5 on, 2 off) for other staff	40 hours per week over 5 shifts	168 hours over 28 days, 8 and 12 hour shifts
Overtime and other differential pay rates	Time and a Half, no differential ($1,250 annually for working evening/overnight) Part time $0 .65 for 3-11, $1.25 11-7	Time and a Half, differential of $.95/hour when working 3:45 pm to 8:00 am	Time and a Half, $1.35 per hour for evening and night shifts	Time and a Half, $1.70 per hour differential for night and evening shifts	Time and a half
Healthcare	Uses Tompkins County Council of Gov't PPO Plan. Officers pay 8 % of premium in 2017	100% of premium for individual coverage, 80% of premium for family coverage. $201 per month if opting out	Blue Cross/Blue Shield - employees pay 1.75% of salary toward premium, City pays for dental insurance	Blue Cross/Blue Shield, County pays 85% of premium	The Empire Plan

	CHPD	DPD	IPD	TCSO	NYSP
Pension/Retirement plans	375-c, 384, 384-f, 384-d with 384-e rider. 457 plan. Village pays 75% of retiree health insurance premium	384-d of New York State Retirement and Social Security Law	Section 384-d, section 375-I and section 302.9D plan (Tier 1 only)	Section 75(i) - 20 or more years = 1/50 of final average salary for each year of service. Less than 20 years , Section 75(e) = 1/60th of final average salary	
Sick Time	12 per year	12 per year	18 per year	varies by service, treated as short term disability	13 per year
Personal time	3 per year	3 per year	3 per year	5 days per year	3 to 5 days per year
Vacation	less than 1 year - 10 days	After 90 days - 40 hours	1 year - 10 days	1 month to less than 5 years - 10 days	0 to 1 year - 15 days
	1 year to 10 years - 15 days	90 days but less than 2 years - 40 hours	5 years - 15 days	5 years to less than 8 years - 15 days	1 to 2 years - 16 days
	11 years to 15 years - 20 days	2 years but less than 5 years - 80 hours	10 years - 20 days	8 years to less than 10 years - 16 days	2 to 3 years - 17 days
	16 years to 20 years - 25 days	5 years but less than 10 years - 120 hours	13 years - 22 days	10 years to less than 12 years - 17 days	3 to 4 years - 18 days
		10 years and over - 160 hours	16 years - 23 days	12 years to less than 14 years - 18 days	4 to 5 years - 19 days

	CHPD	DPD	IPD	TCSO	NYSP
			20 years - 25 days	14 years to less than 15 years - 19 days	5 to 10 years - 20 days
				15 years or more - 20 days	More than 10 years - additional half day for each additional year of service
Holidays	13 per year	11 per year	11 per year	11 per year	12 per year
Post Employment Health Benefits	EE before 10/1/13 have 75% of premium paid to 65, and then 75% of a wrap plan. EE after 10/1/13 can use accumulated sick time for premiums (8 hrs.=1 mo.) and pay full when exhausted.	None	Retirees can use banked sick time to pay for coverage (12 hours = 1 month), can defer using sick time for health insurance for 5 years. Able to buy coverage at "retiree rate" when out of sick time.	Can use accumulated time off to pay for premiums. 50% of individual premium plus 50% of difference between indvid. & dep. Premium,	Not available

While IPD, TCSO and CHPD have similar salaries at the two year mark, DPD officers make about 25 percent less and NYSP make about 25 percent more. There is greater variation at the top step for officers, with CHPD having a top base salary that is nearly 20 percent higher than the base for their nearest local peer, IPD. The local officers all receive some shift differential for working evening or overnight shifts.

IPD patrol officers work a 4 day on, 2 day off rotation of 8.25 hour shifts. This works out to about 2008 hours per year. The other three local departments have their patrol officers working a 5 day on, 2 day off rotation of 8 hour shifts which works out to about 2086 hours per year. All officers participate in New York State retirement plans, although the primary plan for TCSO is the state employees plan and the others are in the Fire and Police officers plan. Depending on the date of hire, officers are in different

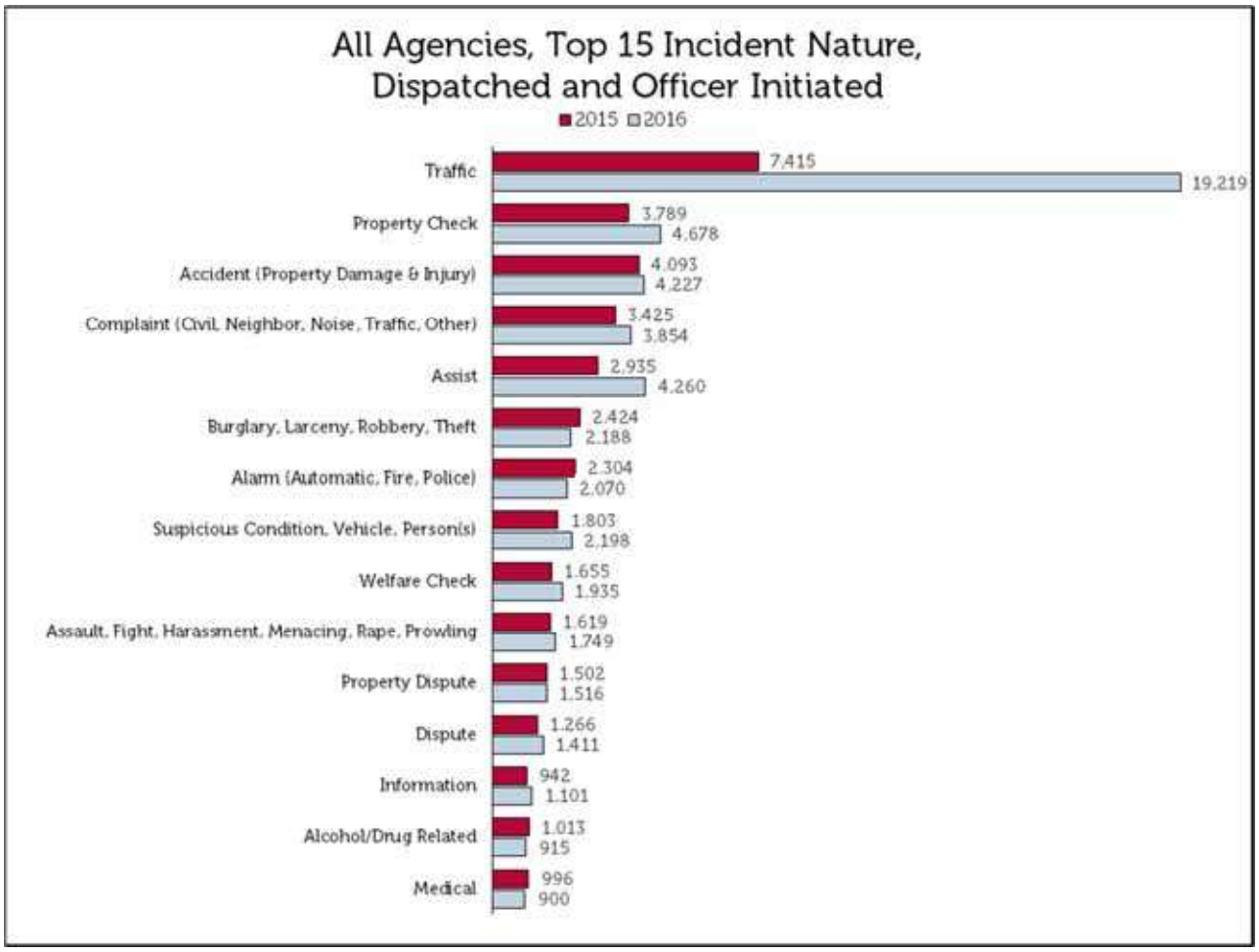
tiers on the plan. IPD officers have a slightly more generous vacation time after year 15 and receive 2 more personal days per year.

Demand for Services

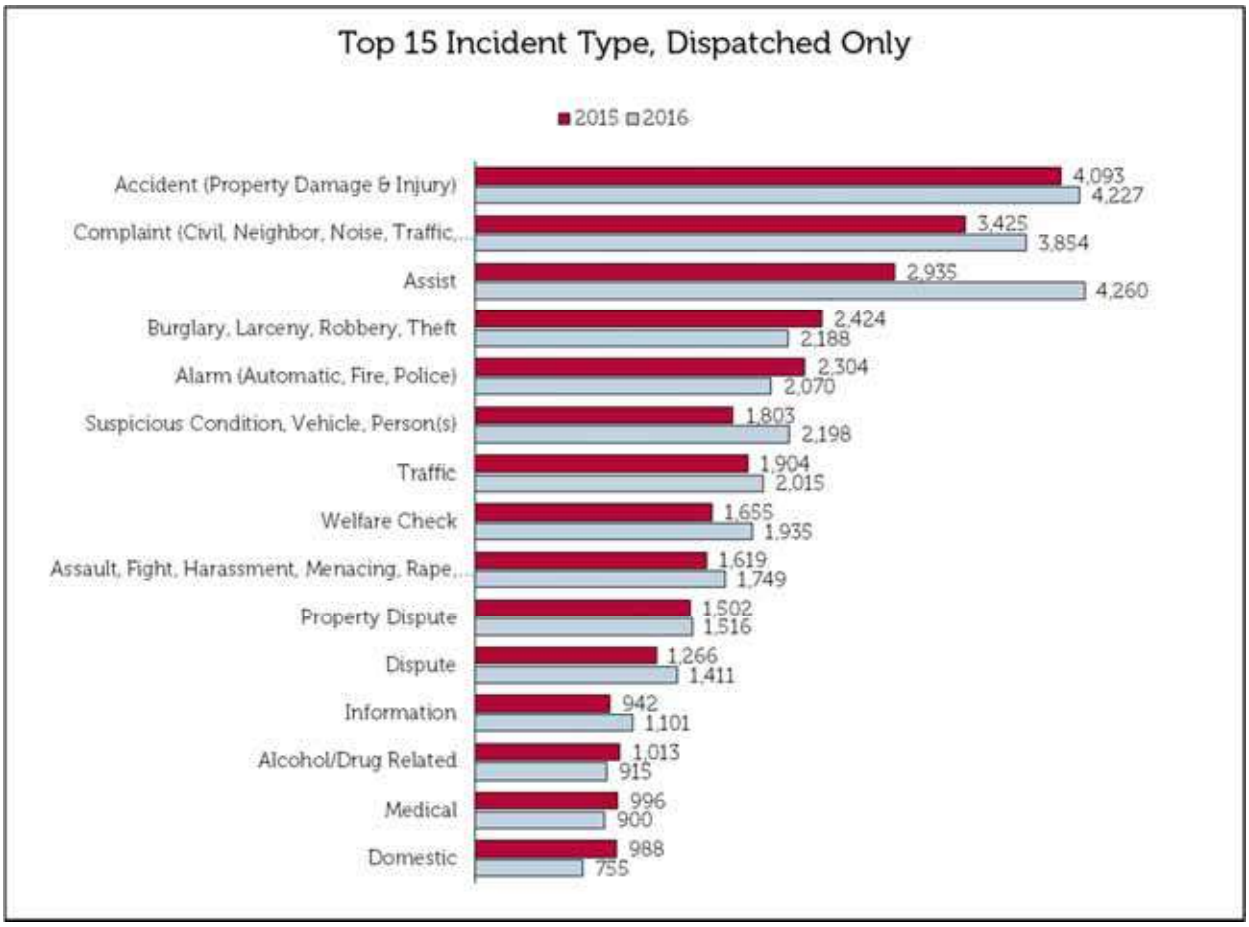
The information for demand for services section was provided by the Tompkins County Emergency 911 and Dispatch Center. The data provided tracks the number of incident responses by the various police departments and includes the nature of the call as recorded by the dispatcher. An incident record is created for each request from a citizen and also for many officer initiated activities. When an event requires assistance from more than one department, each department has its own incident for the event, which will lead to some discrepancies in totals of incidents and events later in the report. Also, it is important to note that officers often record a different nature code than what was dispatched. For this report, we chose to use the dispatch codes.

Incident Type Distribution

There was a substantial increase in the number of incidents in 2016 for all law enforcement. The largest increase came from the NYSP because they began to report all their traffic incidents including vehicle stops to the 911 center in 2016. Also, agencies that began using body cameras during this year had to generate incidents for additional calls to help index their recordings.



Some of the most frequent incident types are officer initiated, such as traffic stops and property checks. When the focus is just on the 71% of incidents that originate as calls to the 911 center, the distribution shifts noticeably with the top two incident types being eliminated. The category "Assist" is used to refer to events where the officer assists another public safety agency such as fire or ambulance.



Reported Incidents by Agency

The share of dispatched events has remained relatively steady in each community and represents the citizen's demand for services from law enforcement. This is recorded consistently across the county. Officer initiated events are records of the actions reported by the officers and each agency has slightly different procedures for recording their events. A reflection of this on the table below is the dramatic increase in the NYSP officer initiated activity in 2016 when they started recording all traffic stops to the 911 center.

Reported Incidents by Agency				
	Year	Dispatched	Officer Initiated	Total
CHPD	2015	1,256	2,577	3,833
	2016	1,255	3,901	5,156
DPD	2015	1,280	241	1,521
	2016	1,425	670	2,095
GPD	2015	1,246	316	1,562

Reported Incidents by Agency				
	Year	Dispatched	Officer Initiated	Total
IPD	2016	1,361	733	2,094
	2015	17,152	2,866	20,018
	2016	17,990	5,670	23,660
NYSP	2015	4,821	37	4,858
	2016	5,994	6,336	12,330
TCSO	2015	10,921	3,015	13,936
	2016	10,621	3,893	14,514
Grand Total		**75,322**	**30,255**	**105,577**

Incident Time Intervals

To measure law enforcement officer performance, CGR measured the amount of time on an incident as well as the response time to a call. The data was extracted from the 911 center records management system. Because of the data architecture in the records management system, not all fields were available for all events,

Total Incident Time Interval

The total call time is drawn from the 911 center data is measured from the time reported to the communication center to the time the call was reported as ended by the 911 center. Certain incident types (such as traffic stops & property checks) had shorter length of calls and others (domestics, disputes, weapons related) typically had longer time intervals. Total call time intervals generally decreased from 2015 to 2016. The cause is believed to be the increase in more routine events being reported to the 911 center so an incident number can be generated to match with body camera usage. Also, NYSP started reporting their traffic stops which brought a sharp drop in their median call length. Half of all events were completed in 22 minutes and 90 percent of all events were completed in less than 94 minutes in 2016.

Total Incident Time Intervals, All Calls, 2015-16						
	Median		75th Percentile		90th Percentile	
Agency	2015	2016	2015	2016	2015	2016
CHPD	00:18:54	00:13:42	00:37:43	00:26:57	01:18:34	00:59:05
DPD	00:28:19	00:21:27	01:00:04	00:48:17	01:48:08	01:34:03
GPD	00:24:35	00:11:51	00:59:49	00:32:05	01:45:37	01:14:27
IPD	00:23:32	00:20:26	00:43:54	00:40:41	01:12:47	01:10:08

Total Incident Time Intervals, All Calls, 2015-16						
NYSP	00:58:20	00:16:45	01:37:10	00:58:45	02:51:08	01:54:37
TCSO	00:34:00	00:32:27	01:06:01	01:04:42	01:53:13	01:54:02
Overall	00:29:21	00:21:38	00:57:28	00:49:32	01:41:13	01:33:21

Response Time Intervals

A common measure for police law enforcement performance is response time. The Tompkins County records management system was not able to easily export data regarding response times. However, we were able to receive and analyze information for about 80 percent of the calls dispatched to officers in 2016. As part of the analysis, all calls with either zero minute response time and those longer than an hour were excluded. As could be anticipated, the more densely populated areas had a more rapid response for calls as a whole.

Response Time Intervals, Dispatched Only, 2016					
Agency	Median	75th Percentile	90th Percentile	Included Incidents	% of Dispatched Incidents
CHPD	00:06:16	00:10:30	00:17:57	749	60%
DPD	00:07:48	00:16:04	00:28:25	1,115	78%
GPD	00:04:11	00:09:57	00:17:41	559	41%
IPD	00:07:53	00:14:44	00:26:26	15,457	86%
NYSP	00:14:52	00:24:16	00:36:14	5,193	87%
TCSO	00:14:12	00:25:09	00:38:40	8,779	83%
Overall	00:10:19	00:19:25	00:32:24	31,852	82%

Note: Incidents reported with less than 0m or greater than 60m response interval excluded in all counts

Response Times for CHPD

This table shows the response time intervals for CHPD. Several types of calls had many very short response intervals (in ten seconds or less) indicating that they were not truly responses to 911 requests. However, CHPD clearly demonstrates the consistent ability to respond to calls most of their calls in under 7 minutes from time of dispatch. Alarms and assist calls had the shortest response intervals.

Response Time Intervals for Top 15 Most Frequent Call Types For CHPD Dispatched Calls Only, 2016					
Agency	Incident Group	Included Incidents	Median	75th Percentile	90th Percentile

Response Time Intervals for Top 15 Most Frequent Call Types For CHPD Dispatched Calls Only, 2016					
CHPD	Alarm (Automatic, Fire, Police)	139	0:05:25	0:07:33	0:13:43
	Assist	116	0:05:22	0:09:10	0:13:04
	Complaint (Civil, Neighbor, Noise, Traffic, Other)	70	0:08:10	0:13:32	0:20:36
	Accident (Property Damage & Injury)	62	0:06:45	0:12:00	0:17:45
	Suspicious Condition, Vehicle, Person(s)	55	0:06:01	0:10:47	0:16:24
	Burglary, Larceny, Robbery, Theft	34	0:07:21	0:11:50	0:28:11
	Medical	34	0:06:20	0:07:37	0:09:42
	Welfare Check	31	0:08:19	0:12:14	0:20:03
	Property Dispute	29	0:00:07	0:02:29	0:23:05
	Dispute	20	0:07:42	0:10:06	0:17:15
	911 (Hang Up, Open)	18	0:06:52	0:08:43	0:14:27
	Domestic	18	0:09:35	0:14:29	0:23:07
	Assault, Fight, Harassment, Menacing, Rape, Prowling	17	0:08:48	0:13:55	0:17:40
	Animal Problem	15	0:12:13	0:13:22	0:13:36
	Detail	14	0:00:03	0:02:54	0:14:21
	Alcohol/Drug Related	415	0:06:06	0:08:57	0:16:24
	Local Law	407	0:00:05	0:03:53	0:15:21
	Medical	388	0:06:21	0:08:31	0:10:28
	Trespassing, Loitering	374	0:07:00	0:11:29	0:19:19

Note: Incidents reported with less than 0m or greater than 60m response interval excluded in all counts

Response Times for DPD

DPD had a median response time under 5 minutes for assists – many for EMS agencies – during 2016. Their response time for other call types was noticeably slower which might be attributed to their practice of waiting for a second officer for calls where there is a higher risk of violence. Property disputes and details had very short response times possibly showing that officers were on scene nearly simultaneous with dispatch.

Response Time Intervals for Top 15 Most Frequent Call Types by DPD Dispatched Calls Only, 2016					
Agency	Incident Group	Included Incidents	Median	75th Percentile	90th Percentile
DPD	Assist	155	0:04:51	0:11:28	0:28:34
	Complaint (Civil, Neighbor, Noise, Traffic, Other)	109	0:09:30	0:16:05	0:31:22
	Accident (Property Damage & Injury)	102	0:09:37	0:19:32	0:33:18

Response Time Intervals for Top 15 Most Frequent Call Types by DPD Dispatched Calls Only, 2016					
	Suspicious Condition, Vehicle, Person(s)	98	0:08:37	0:19:45	0:27:29
	Assault, Fight, Harassment, Menacing, Rape, Prowling	73	0:13:00	0:19:30	0:30:01
	Dispute	63	0:10:04	0:16:14	0:21:44
	Burglary, Larceny, Robbery, Theft	62	0:06:42	0:15:07	0:31:34
	Alarm (Automatic, Fire, Police)	57	0:07:29	0:13:43	0:21:58
	Welfare Check	54	0:15:07	0:25:57	0:32:57
	Property Dispute	37	0:00:52	0:14:29	0:22:23
	Domestic	31	0:08:06	0:12:09	0:25:31
	Alcohol/Drug Related	29	0:11:45	0:20:54	0:37:18
	Detail	26	0:00:03	0:00:07	0:00:37
	Medical	26	0:08:58	0:11:48	0:13:10
	Criminal Mischief	23	0:08:17	0:19:13	0:40:17

Note: Incidents reported with less than 0m or greater than 60m response interval excluded in all counts

Response Times for GPD

Only 40 percent of GPD's dispatched calls in 2016 had complete data recorded which prevents an accurate analysis of their response times. Based on the recorded information, they had the lowest median response time, but there are a number of single digit response times that skews any findings.

Response Time Intervals for Top 15 Most Frequent Call Types by Agency Dispatched Calls Only, 2016					
Agency	Incident Group	Included Incidents	Median	75th Percentile	90th Percentile
GPD	Assist	77	0:06:44	0:11:24	0:21:13
	Suspicious Condition, Vehicle, Person(s)	52	0:00:19	0:04:46	0:09:32
	Welfare Check	39	0:04:38	0:10:33	0:17:38
	Complaint (Civil, Neighbor, Noise, Traffic, Other)	36	0:07:13	0:10:38	0:17:40
	Accident (Property Damage & Injury)	31	0:09:00	0:14:04	0:23:09
	Assault, Fight, Harassment, Menacing, Rape, Prowling	28	0:04:57	0:11:36	0:18:18
	Domestic	27	0:05:18	0:11:56	0:20:04
	Medical	27	0:07:38	0:10:45	0:13:09
	Dispute	24	0:06:20	0:10:51	0:16:47
	Burglary, Larceny, Robbery, Theft	23	0:03:55	0:06:29	0:12:00

Response Time Intervals for Top 15 Most Frequent Call Types by Agency Dispatched Calls Only, 2016					
	Property Dispute	21	0:00:17	0:02:51	0:07:35
	Animal Problem	20	0:04:12	0:07:54	0:16:18
	Traffic	16	0:00:12	0:07:58	0:17:00
	Trespassing, Loitering	16	0:05:36	0:16:25	0:17:39
	Alarm (Automatic, Fire, Police)	12	0:03:06	0:05:15	0:08:50

Note: Incidents reported with less than 0m or greater than 60m response interval excluded in all counts

Response Times for IPD

IPD had their best median response time for alarms at just under 5 minutes. Assists, disputes, alcohol/drug related and medical calls all had median responses around 6 minutes. 90 percent of medical and alarms were responded to in 11 minutes or less. Local law responses had many very short response that prevented an analysis. The longest median response times related to traffic and accidents.

Response Time Intervals for Top 15 Most Frequent Call Types for Ithaca Police Dispatched Calls Only, 2016					
Agency	Incident Group	Included Incidents	Median	75th Percentile	90th Percentile
IPD	Complaint (Civil, Neighbor, Noise, Traffic, Other)	1,748	0:09:30	0:16:39	0:27:53
	Assist	1,602	0:06:09	0:12:42	0:22:48
	Accident (Property Damage & Injury)	1,597	0:11:26	0:20:06	0:33:03
	Traffic	1,085	0:10:58	0:18:31	0:28:21
	Suspicious Condition, Vehicle, Person(s)	996	0:06:39	0:12:32	0:21:01
	Burglary, Larceny, Robbery, Theft	958	0:10:34	0:20:20	0:34:59
	Welfare Check	890	0:09:33	0:15:20	0:25:30
	Property Dispute	779	0:08:16	0:17:15	0:29:33
	Alarm (Automatic, Fire, Police)	719	0:04:56	0:07:02	0:11:00
	Dispute	671	0:06:00	0:08:59	0:14:14
	Assault, Fight, Harassment, Menacing, Rape, Prowling	592	0:09:49	0:18:22	0:31:10
	Alcohol/Drug Related	415	0:06:06	0:08:57	0:16:24
	Local Law	407	0:00:05	0:03:53	0:15:21
	Medical	388	0:06:21	0:08:31	0:10:28
	Trespassing, Loitering	374	0:07:00	0:11:29	0:19:19

Note: Incidents reported with less than 0m or greater than 60m response interval excluded in all counts

Response Times for NYSP

Given their larger service area, the NYSP has substantially longer median response times than the city or villages. Alarms, Medical, Alcohol/Drug Related, Complaints and Domestic disputes all had median response times in the 12 minute or less range. The median response time for accidents was only 3 minutes slower than in the city of Ithaca.

Response Time Intervals for Top 15 Most Frequent Call Types for NYSP Dispatched Calls Only, 2016					
Agency	Incident Group	Included Incidents	Median	75th Percentile	90th Percentile
NYSP	Accident (Property Damage & Injury)	961	0:14:41	0:22:53	0:34:15
	Complaint (Civil, Neighbor, Noise, Traffic, Other)	512	0:12:52	0:22:43	0:37:16
	Alarm (Automatic, Fire, Police)	380	0:11:09	0:16:56	0:26:15
	Dispute	331	0:14:19	0:21:30	0:30:13
	Welfare Check	329	0:17:16	0:25:19	0:38:19
	Burglary, Larceny, Robbery, Theft	327	0:22:05	0:30:36	0:43:01
	Assault, Fight, Harassment, Menacing, Rape, Prowling	322	0:20:56	0:31:47	0:44:39
	Assist	314	0:15:32	0:26:34	0:37:41
	Domestic	303	0:12:35	0:17:44	0:25:28
	Suspicious Condition, Vehicle, Person(s)	300	0:16:17	0:28:45	0:37:48
	Medical	185	0:11:23	0:15:12	0:21:02
	Animal Problem	127	0:20:27	0:27:48	0:39:29
	911 (Hang Up, Open)	120	0:14:08	0:21:46	0:29:06
	Trespassing, Loitering	98	0:15:40	0:24:04	0:29:50
	Alcohol/Drug Related	72	0:12:29	0:18:23	0:35:39

Note: Incidents reported with less than 0m or greater than 60m response interval excluded in all counts

Response Times for TCSO

Given their larger service area, the TCSO has substantially longer median response times than the city or villages. Alarms, Medical, and Complaint incidents had median response times in the 12 minute or less range. The median response time for accidents was 4 minutes slower than in the city of Ithaca.

Response Time Intervals for Top 15 Most Frequent Call Types by Agency Dispatched Calls Only, 2016					
Agency	Incident Group	Included Incidents	Median	75th Percentile	90th Percentile
TCSO	Accident (Property Damage & Injury)	1,226	0:15:29	0:27:43	0:41:00
	Complaint (Civil, Neighbor, Noise, Traffic, Other)	955	0:12:09	0:22:35	0:36:21
	Assist	801	0:14:55	0:27:27	0:43:15
	Alarm (Automatic, Fire, Police)	694	0:10:12	0:16:35	0:26:20
	Welfare Check	533	0:17:16	0:27:45	0:39:31
	Suspicious Condition, Vehicle, Person(s)	486	0:15:24	0:24:40	0:37:26
	Burglary, Larceny, Robbery, Theft	458	0:19:54	0:31:55	0:45:15
	Assault, Fight, Harassment, Menacing, Rape, Prowling	449	0:22:03	0:35:42	0:48:03
	Dispute	436	0:14:18	0:21:50	0:33:34
	Domestic	374	0:13:11	0:20:32	0:28:18
	Medical	255	0:11:05	0:14:57	0:19:48
	Animal Problem	204	0:18:44	0:30:00	0:39:02
	Property Dispute	199	0:17:18	0:30:09	0:39:53
	Transport	172	0:16:35	0:27:53	0:43:19
	911 (Hang Up, Open)	167	0:15:07	0:22:13	0:31:04

Note: Incidents reported with less than 0m or greater than 60m response interval excluded in all counts

Responding Agency by Community

Every agency in the county has a specific jurisdiction that they are responsible for their primary mission. However, there are times where agencies are asked to respond outside of their primary jurisdiction to assist other agencies. Using a mapping tool, we analyzed the distribution of calls.

IPD handled 96 % of events dispatched in the city and 99 % of their calls were in the city. CHPD handles 91 % of calls in the village and 81 % of their dispatched events were in the village. CHPD was in the village of Lansing for about 10% of their calls and the city of Ithaca for about 5 %. [8] DPD handled about 75 % of calls in the village with the most of rest going to TCSO and NYSP. About 20% of DPD's calls were actually in the town of Dryden. About 92 % of GPD's incidents occur in the village, while nearly

[8] Because of the borders between these jurisdictions and the use of GIS software, it is possible than these figures are not precise. However, these numbers are close to those provided by the 911 center. This footnote applies to the other village agencies as well.

all of the remainder of their incidents occur in the town of Groton. GPD handles about 86 % of the calls in the village with TCSO handling nearly all the rest.

TCSO handles more dispatched alarms than the NYSP in all the towns of the county. TCSO handles more than 70 percent of the events in town and village of Lansing. NYSP handles more than 40 % of events only in Caroline, Danby and Newfield.

	Responding Agency							
Community	CHPD	DPD	GPD	IPD	NYSP	TCSO	TPD	Total
City								
Ithaca	62	1	2	17,701	115	427		18,366
Towns								
Caroline		3	3	11	341	344		709
Danby				8	232	273		520
Dryden	7	268	2	18	1,435	1,757	1	3,648
Enfield				10	416	607	5	1,092
Groton		7	83	3	270	426		790
Ithaca	27		3	128	1,093	1,724	2	3,088
Lansing	9		8	2	422	1,029		1,474
Newfield				15	605	748		1,413
Ulysses				8	233	432	206	932
Villages								
Cayuga Heights	1,013			12	13	68		1,112
Dryden		1,131	2	5	126	157	3	1,495
Freeville		6			78	95		179
Groton		3	1,254	1	56	145		1,459
Lansing	134	1		29	473	2,227	1	2,874
Trumansburg	1	2		1	30	75	984	1,108
Total Dispatched Calls	**1,253**	**1,422**	**1,357**	**17,952**	**5,938**	**10,534**	**1,202**	**40,259**

Call Mapping

In an effort to understand the patterns of law enforcement activity, we chose to map select incidents for 2016 based on the addresses that were provided by the 911 center database. The focus was on five categories of calls that are based on the dispatched nature of calls. The category maps and total incidents are shown on the list below. The maps themselves for Tompkins County as a whole follow on the succeeding pages. The call categories are:

- Accident - 4,495
- Domestic – 1,052

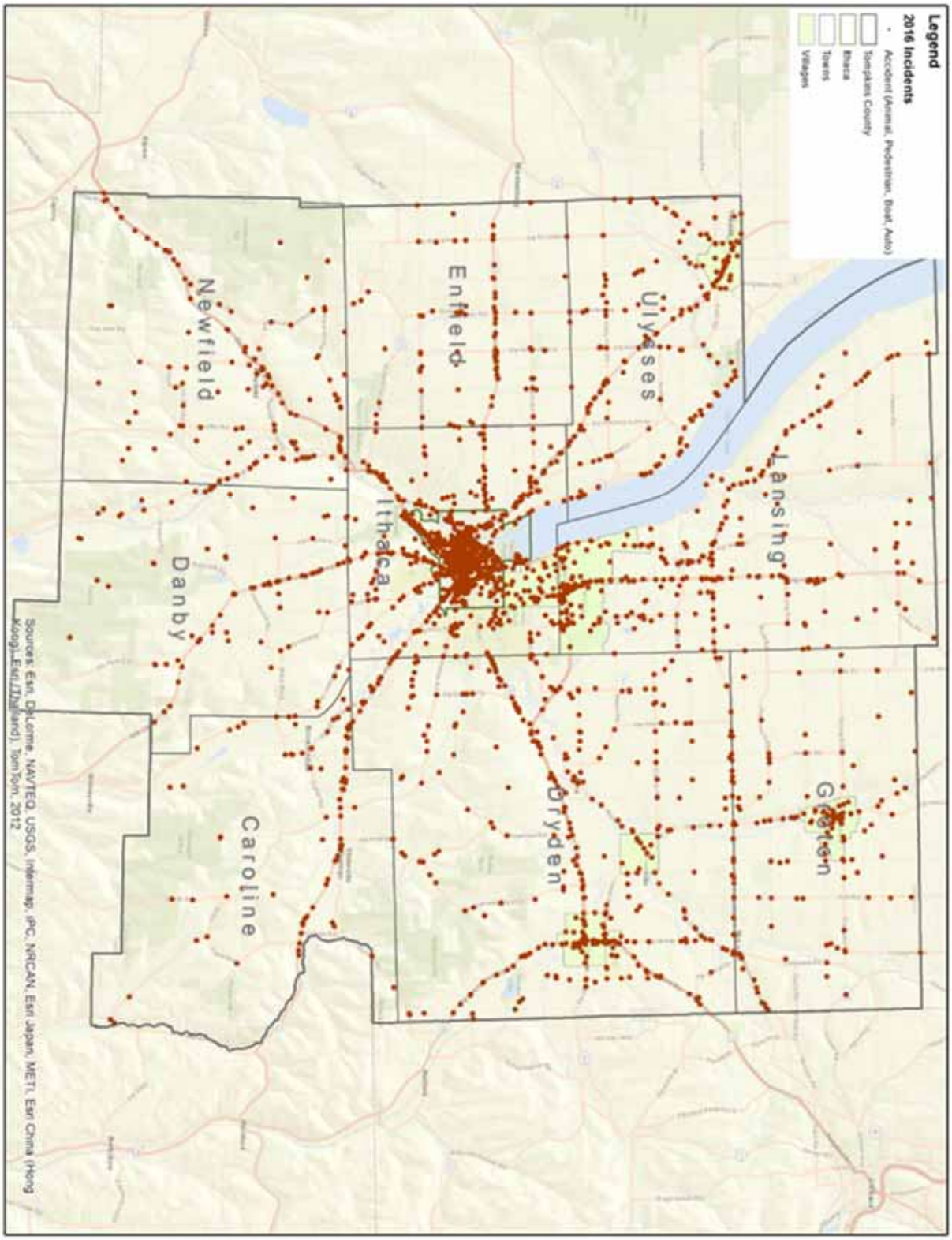
- Drugs and Burglaries
  - Drugs, Intoxication, Overdose 975
  - Burglary, Robbery, Theft 2,295
- Nuisance Incidents
  - Disorderly Conduct 289
  - Trespassing/ Loitering 1,522
  - Property Dispute 712
- Violence Incidents
  - Weapons Related 195
  - Assault 1,872
  - Sexual Abuse 123

Smaller scale maps for the Town and City of Ithaca will follow in Appendix 3. However, given the scale of the maps and the volume of data, we encourage you to use the companion mapping application that was developed. It can be reached at:

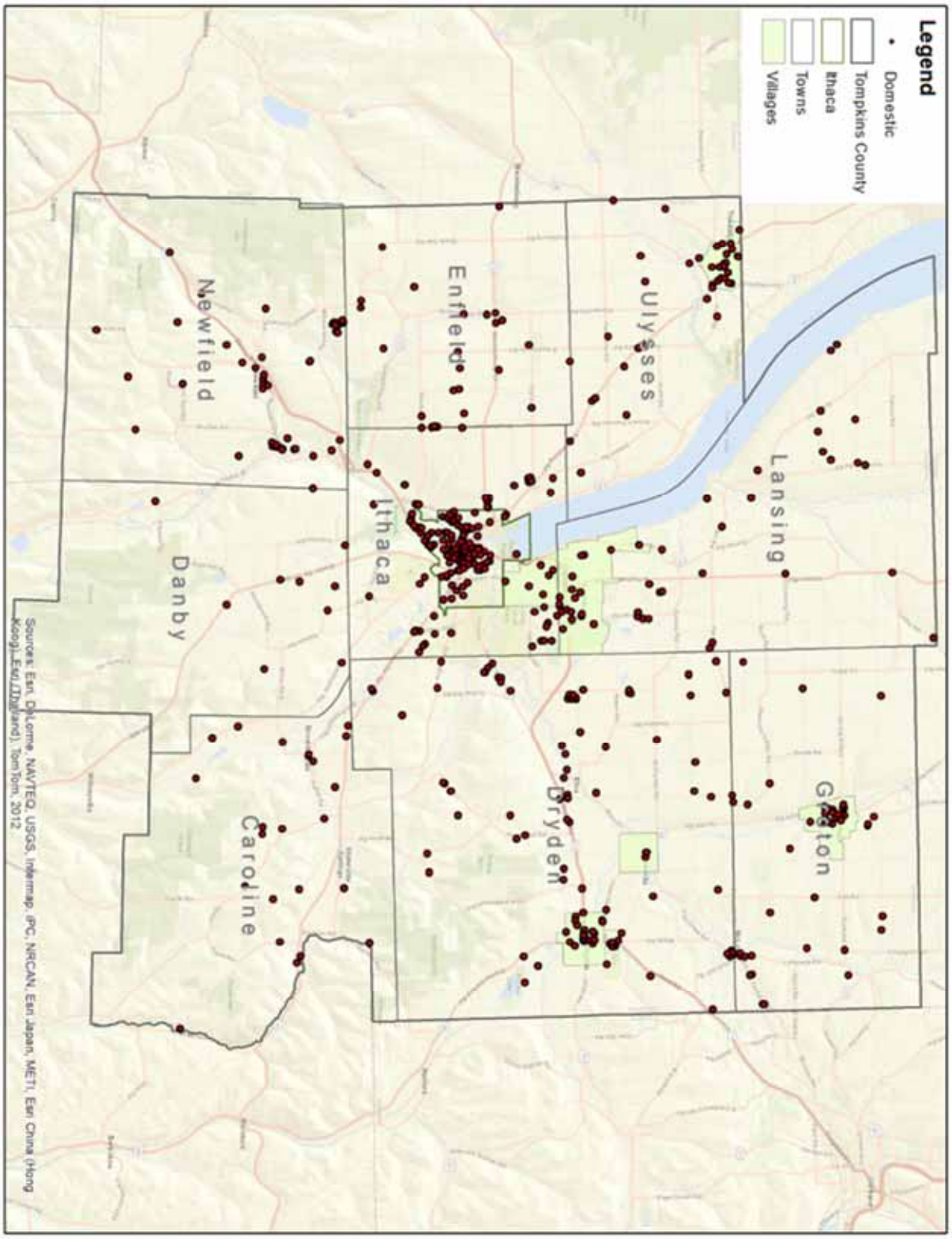
https://cgr-datascience.shinyapps.io/tompkins-county-law-enforcement-shared-services/.

The mapping tool is also available as a link of the project webpage. The tool will allow you to see the geographic distribution for each community.

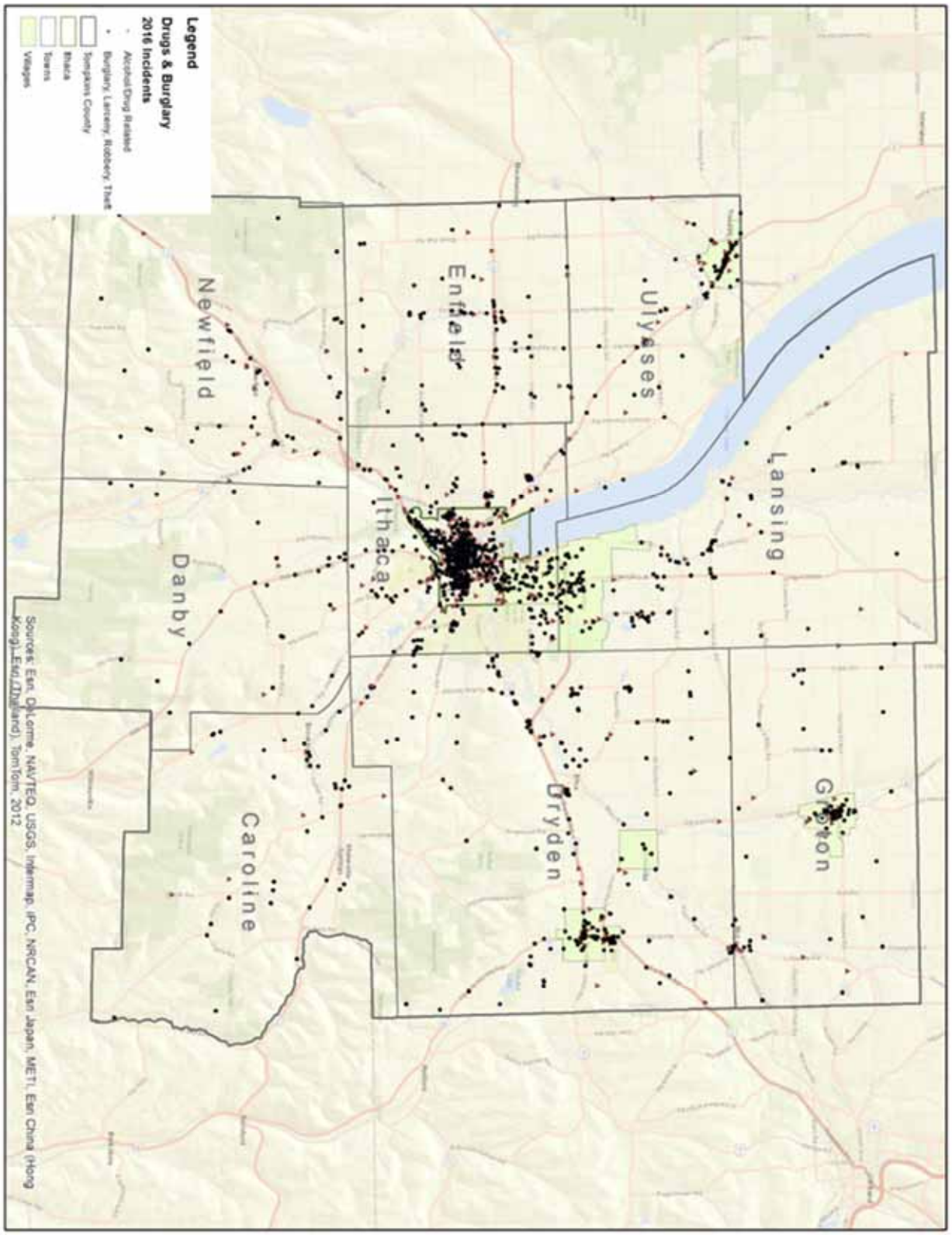
2016 Accident Calls in Tompkins County



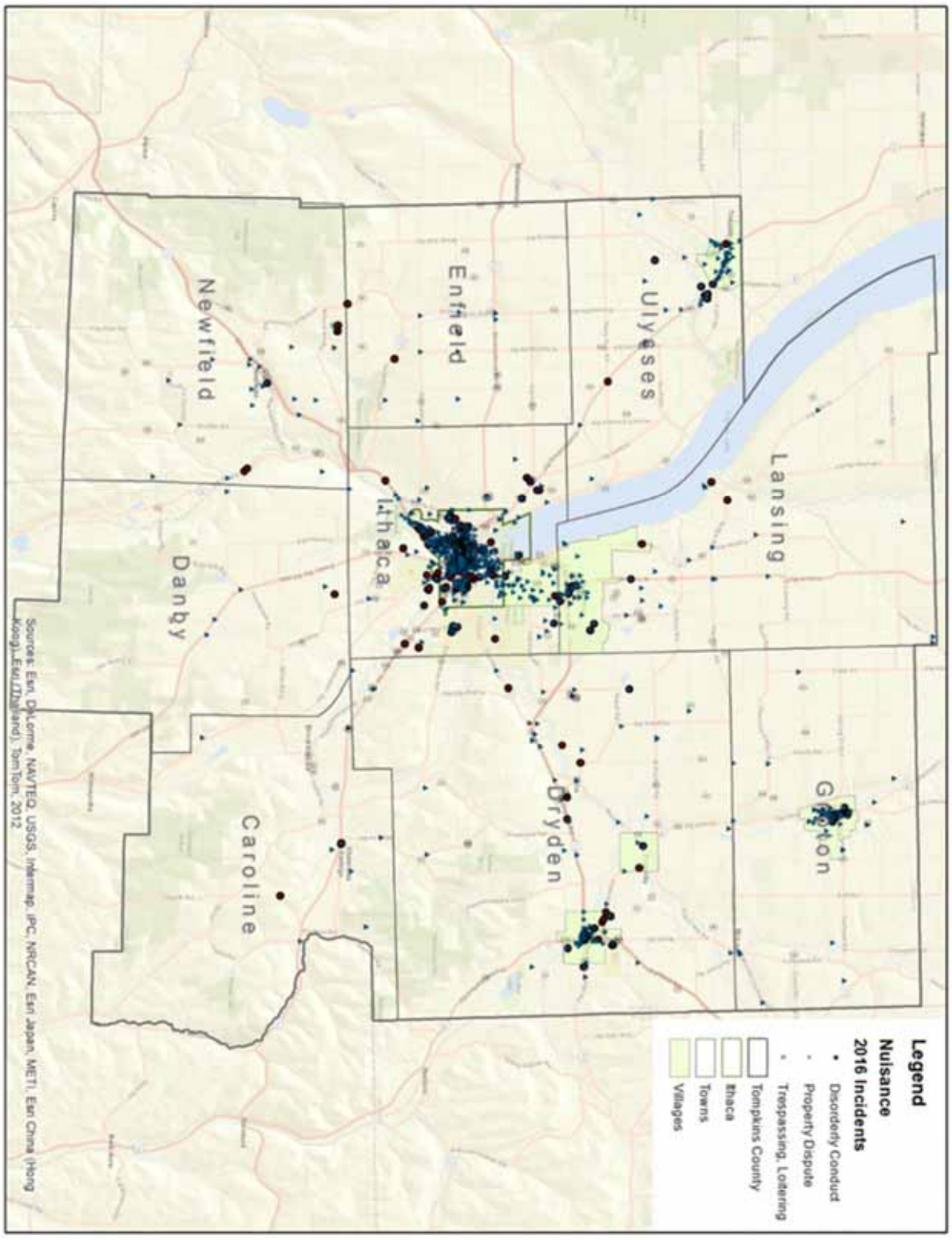
2016 Domestic Calls in Tompkins County



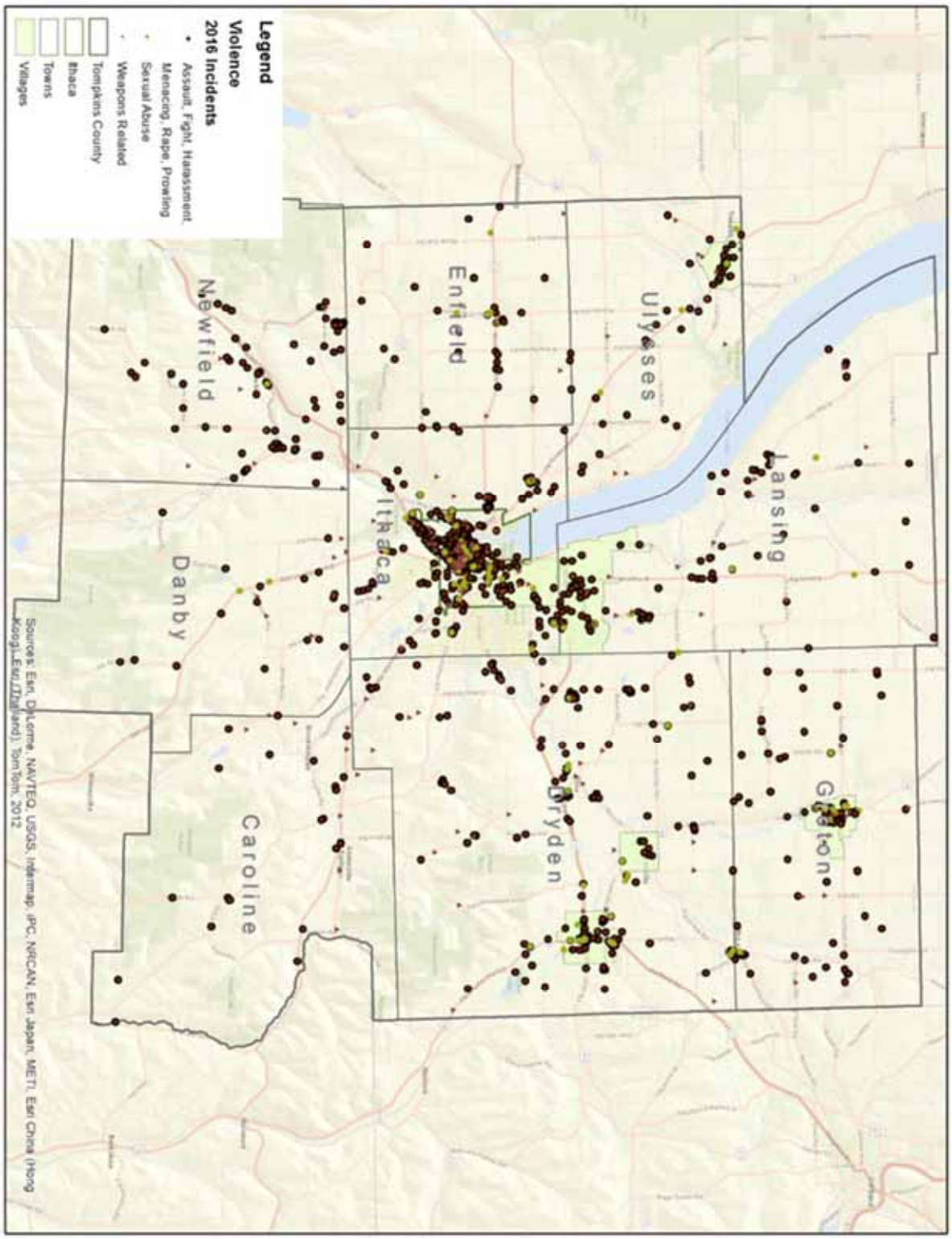
2016 Drugs and Burglary Calls in Tompkins County



2016 Nuisance Calls in Tompkins County



2016 Violence Calls in Tompkins County



Overview of Reported Crimes

County Crime Trends

The chart below shows reported crime by index per 1,000 residents where agencies serve:

Reported Rates of Crime per 1,000 Residents	Index Total	Violent Crimes (L1)	Per 1,000 Residents	Property Crimes (L2)	Per 1,000 Residents
CHPD	39.2	1	0.3	38	10.1
DPD	73.0	2	0.9	71	35.4
GPD	54.6	2	0.7	53	20.8
IPD	1204.4	50	1.6	1154	37.8
TCSO*	498.2	27	0.8	471	11.3
NYSP *	284.4	24	0.8	260	11.3
Total for Involved Agencies	**2537.6**	**111**	**1.1**	**2427**	**23.4**

** The same population for areas not patrolled by other agencies was used for TCSO and NYSP and the crimes were totaled together to calculate the rate.*

The rates of violent crime throughout communities in Tompkins County is relatively low. Although the highest rate of violent crime per 1,000 residents is five times greater than the lowest, property crime rates are closer in range and do not show a trend based on community size.

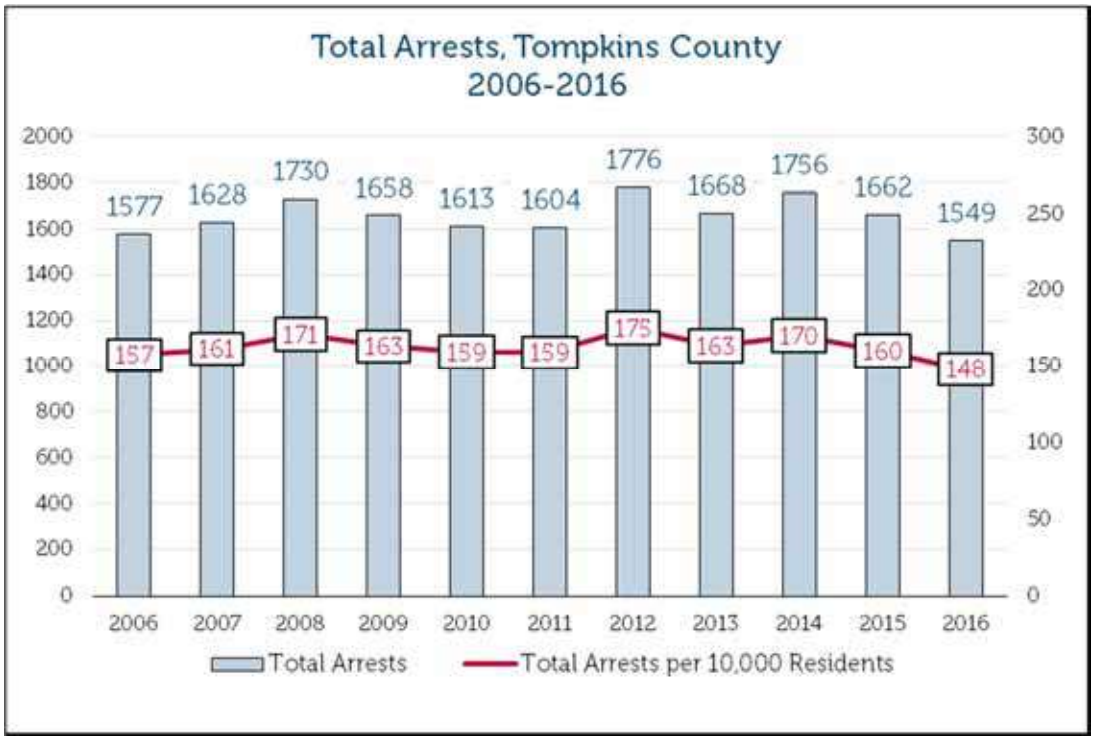
Over the five years of index crimes reported, 95% were property related.

Index Crimes Reported to Police, 5 year average (2011-2015)										
	Index Total	Violent Total	Murder	Rape	Robbery	Aggravated Assault	Property Total	Burglary	Larceny	Motor Vehicle Theft
CHPD	**39.2**	1.0	0.2	-	0.6	0.2	38.2	8.4	29.8	-
CUPD	**251.2**	3.6	-	1.4	0.8	1.4	247.6	18.2	228.4	1.0
DPD	**73.0**	1.8	-	0.2	0.4	1.2	71.2	6.4	63.8	1.0
GPD	**54.6**	1.8	-	0.6	0.4	0.8	52.8	10.4	41.8	0.6
IPD	**1,204.4**	50.4	0.2	5.0	20.8	24.4	1,154.0	163.4	972.8	17.8

Index Crimes Reported to Police, 5 year average (2011-2015)										
Ithaca College PD	**132.6**	0.8	-	0.8	-	-	131.8	3.6	128.2	-
TCSO	**498.2**	27.2	0.2	5.6	4.0	17.4	471.0	105.4	354.8	10.8
NYSP	**284.4**	24.0	-	7.4	3.0	13.6	260.4	63.4	189.6	7.4
Total	**2,537.6**	110.6	0.6	21.0	30.0	59.0	2,427.0	379.2	2,009.2	38.6

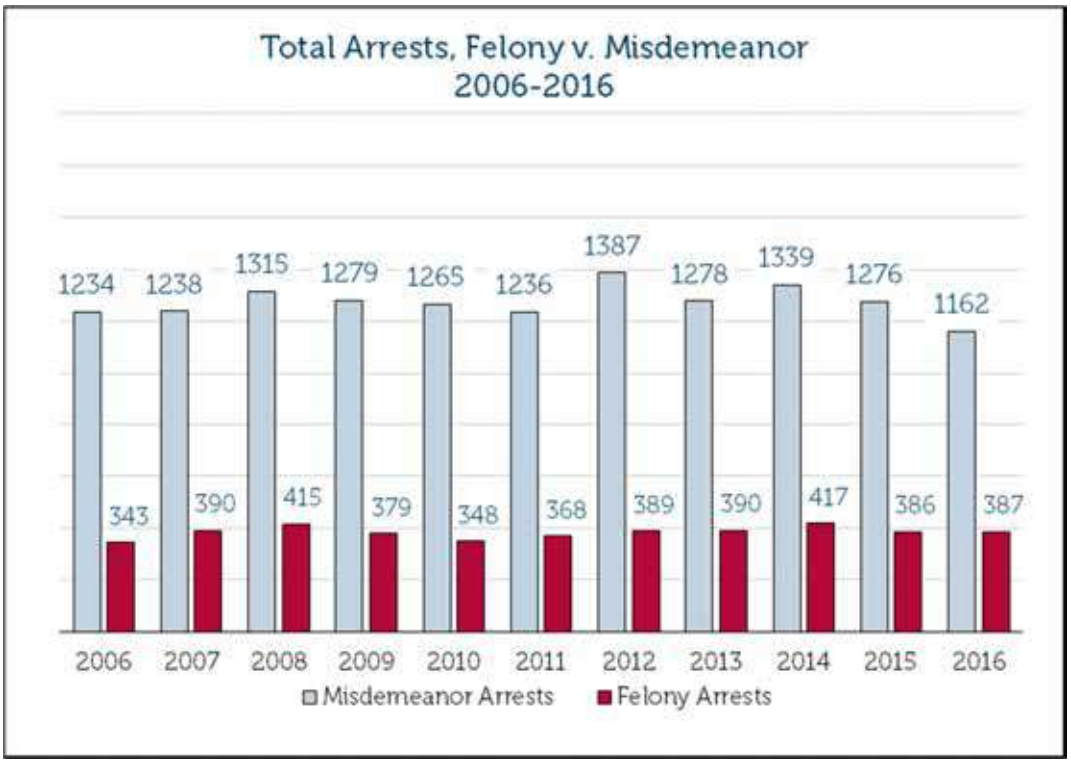
County Arrest Trends and Rankings

The graph below tracks the total number of arrests made by all law enforcement agencies across the county each year from 2006 through 2016.



In most years over the past decade, annual arrests have fluctuated with relatively little variation within a narrow range between 1,604 and 1,669. Exceptions include three years when the total arrests topped 1,700, including two of the past five years. Arrests in the first half of the decade averaged about 1,635 per year, compared to 1,685 in the past five years. But since 2014, arrests have declined in each of the past two years, to a decade low of 1,549 in 2016 – a 12 percent reduction since 2014.

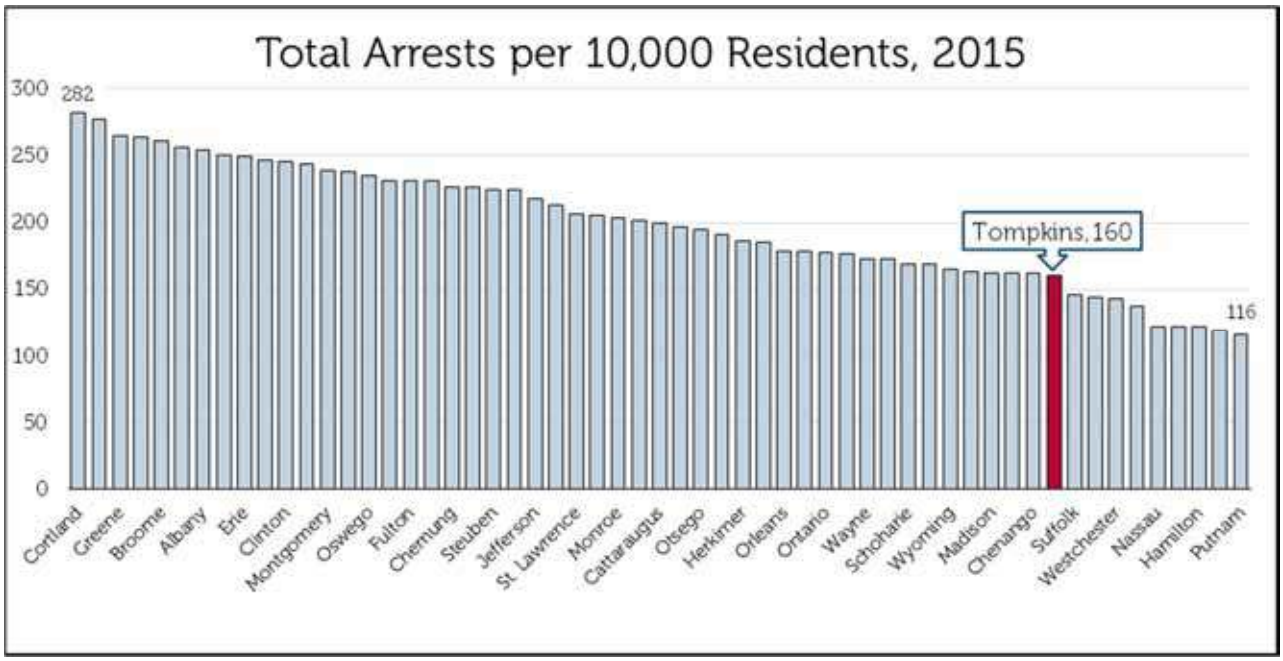
As indicated in the following graph, the pattern of misdemeanor and felony arrests has varied in recent years. Felony arrests have averaged 395 per year since 2012, compared to 374 between 2006 and 2011. But with the exception of 2014, felony arrests have stabilized since 2012, with arrests in the other four years hovering within a very narrow range of 386 to 390. Misdemeanor arrests, by contrast, have fluctuated more widely. Through 2011, there were an average of 1,261 such arrests per year, compared with 1,289 in the most recent five years. However, the past five years have shown the most variation, ranging from a decade high of 1,387 in 2012 to a decade low of 1,162 arrests last year – a 16 percent decline over those five years. Over the years, felonies have averaged about 23 percent of all arrests, ranging between 22 percent and a high of 25 percent of a smaller number of total arrests in 2016.

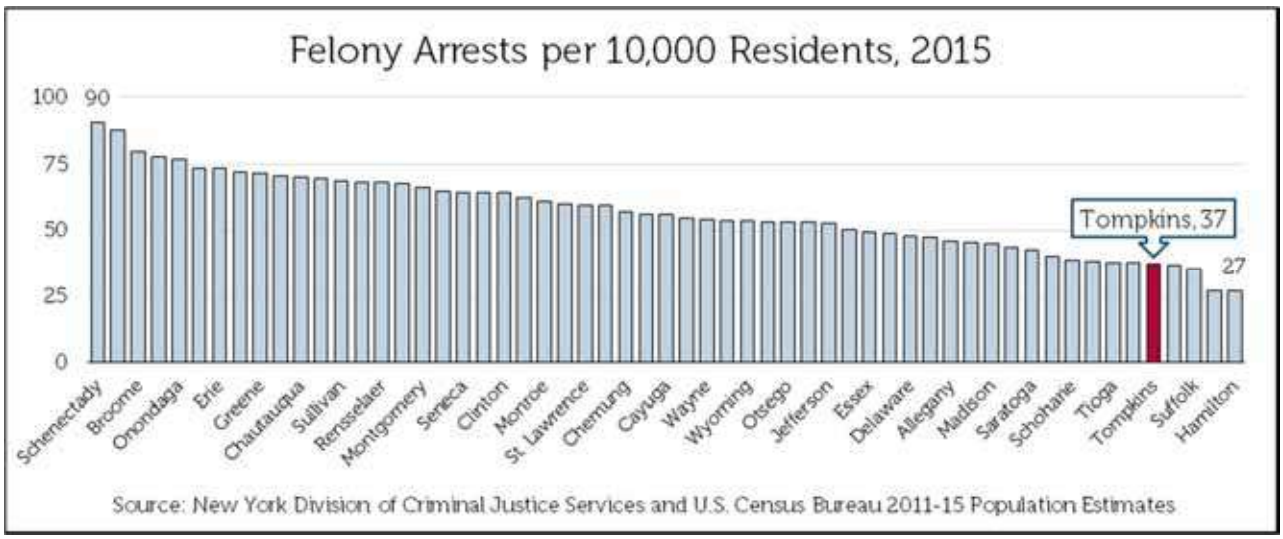


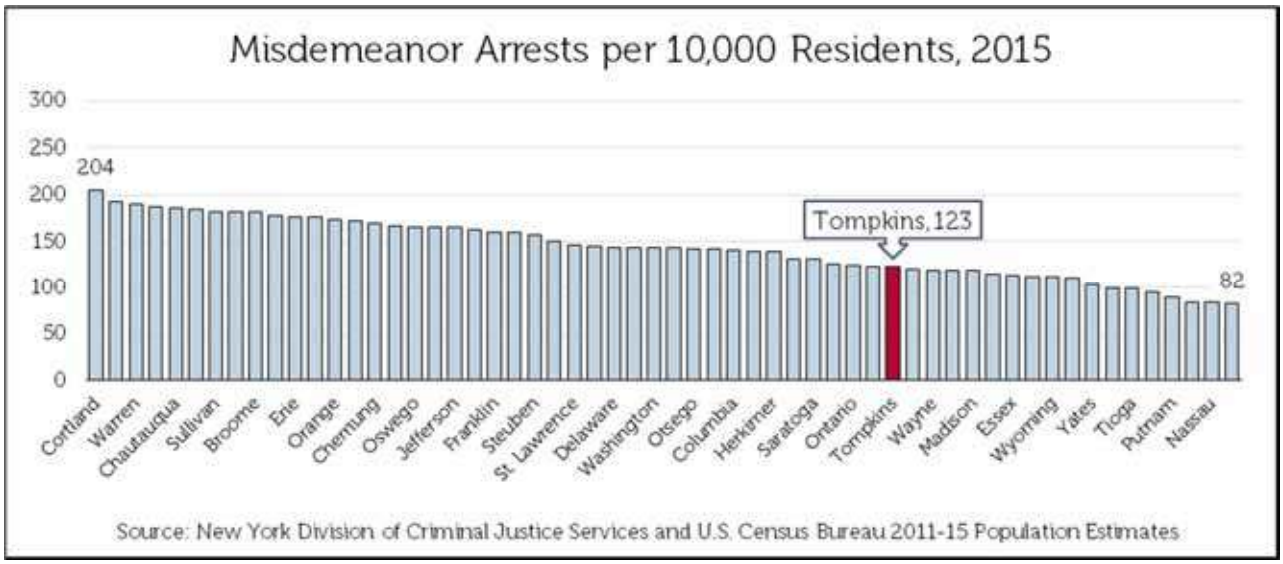
It is difficult to discern a clear pattern in these arrest data. Felony, misdemeanor and total arrests all have increased in the past five years compared to the first part of the past decade, but felony arrests appear to have stabilized in recent years, while misdemeanor rates have shown greater fluctuation, with decade-high and decade-low misdemeanor totals within the past five years. It is not clear whether the decline in misdemeanors over the past two years is simply a blip in the data, or is reflective of a trend.

Regardless of recent trends in crime rates, Tompkins County has consistently maintained overall arrest rates that rank among the lowest of all counties in the state:

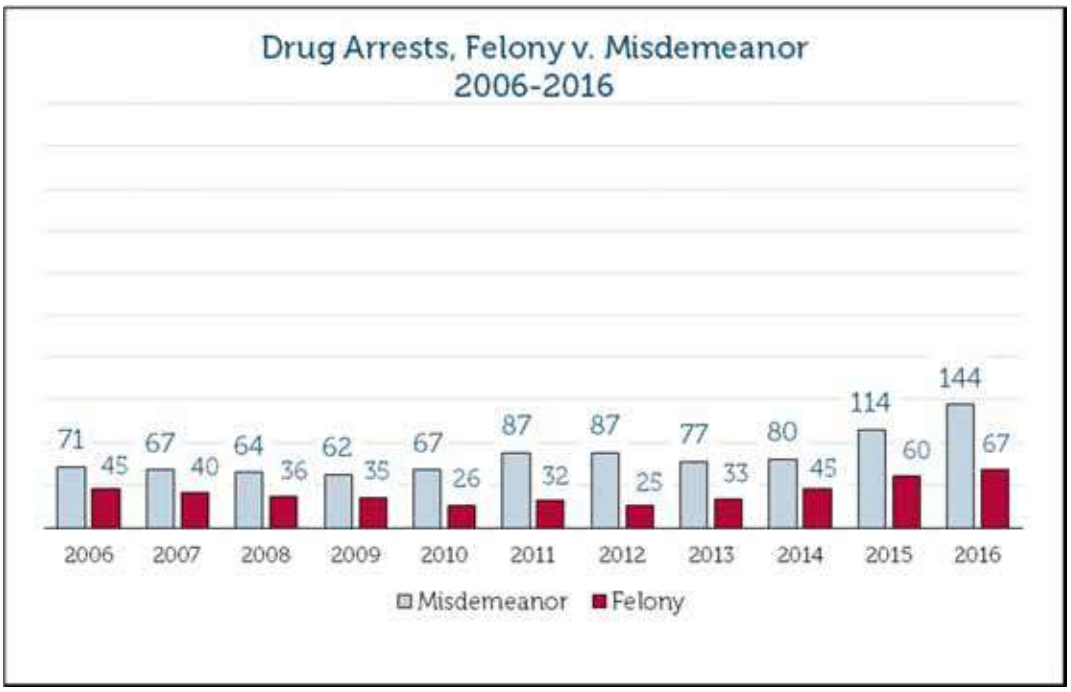
only nine counties had lower overall rates in 2015; only four had lower felony rates; and 17 had lower rates of misdemeanor arrests.



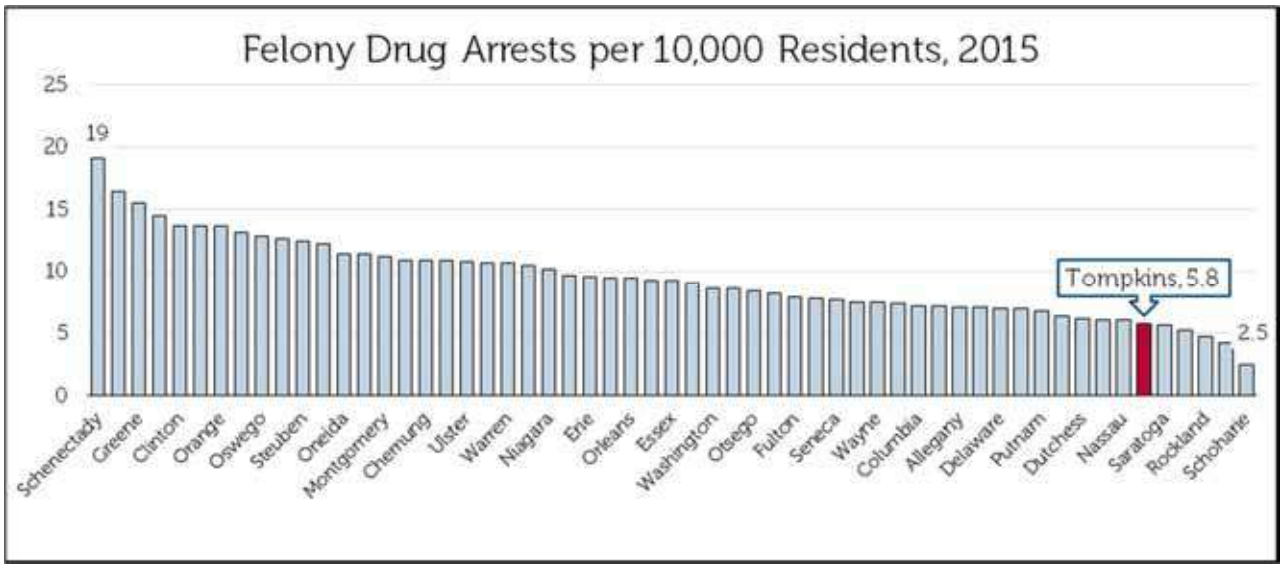


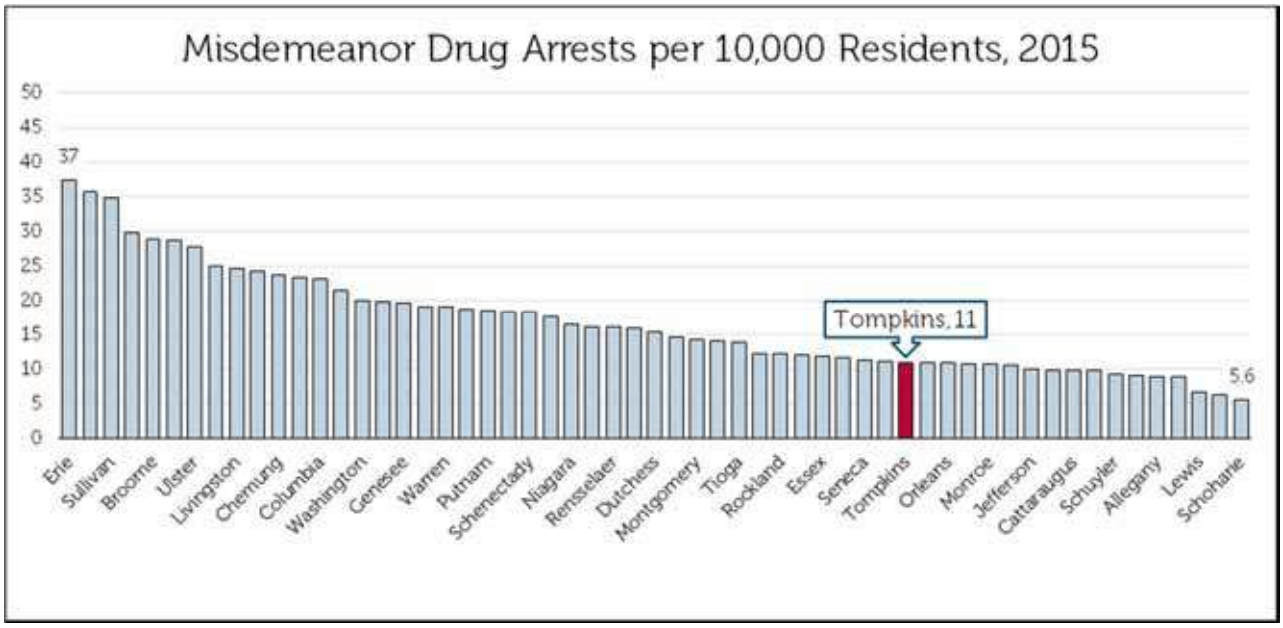


Among major categories of crime, only drug arrests have exhibited clear consistent patterns of increases in recent years, at both the felony and misdemeanor levels. Misdemeanor drug arrests in 2016 had increased by 87 percent since 2013, and felonies by 168 percent since 2012. In 2012, drug felonies represented 6 percent of all felony arrests; by 2016, that proportion had increased to 17 percent.



Even with these rapidly increasing rates of local drug arrests, the County rates for both felony and misdemeanor drug arrests remain among the lowest county rates in the state, especially among felonies.

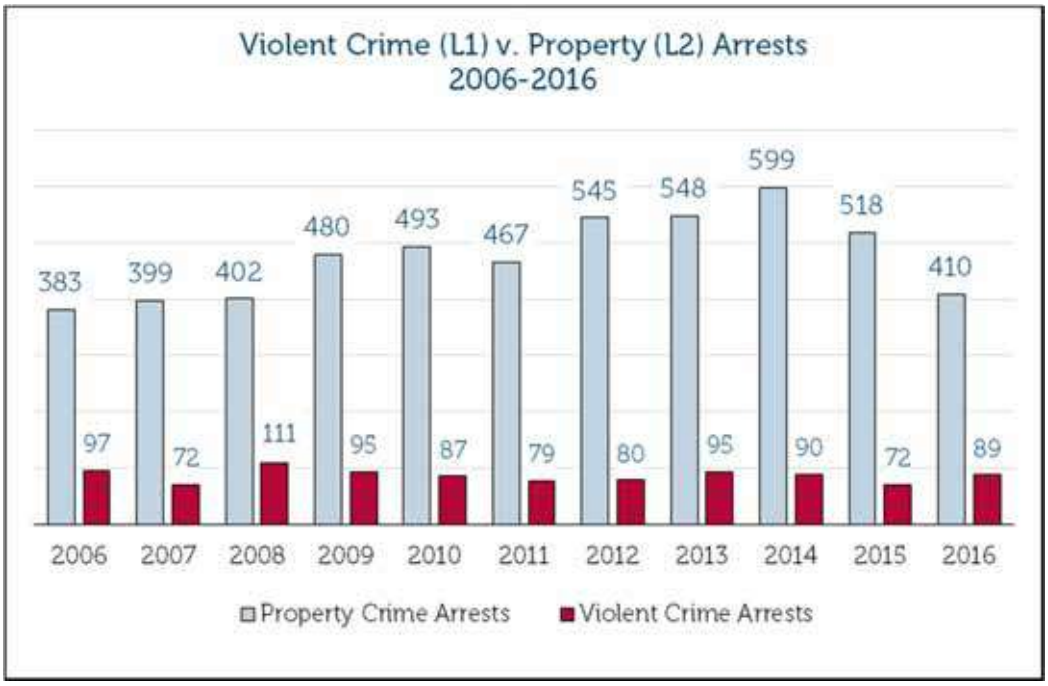


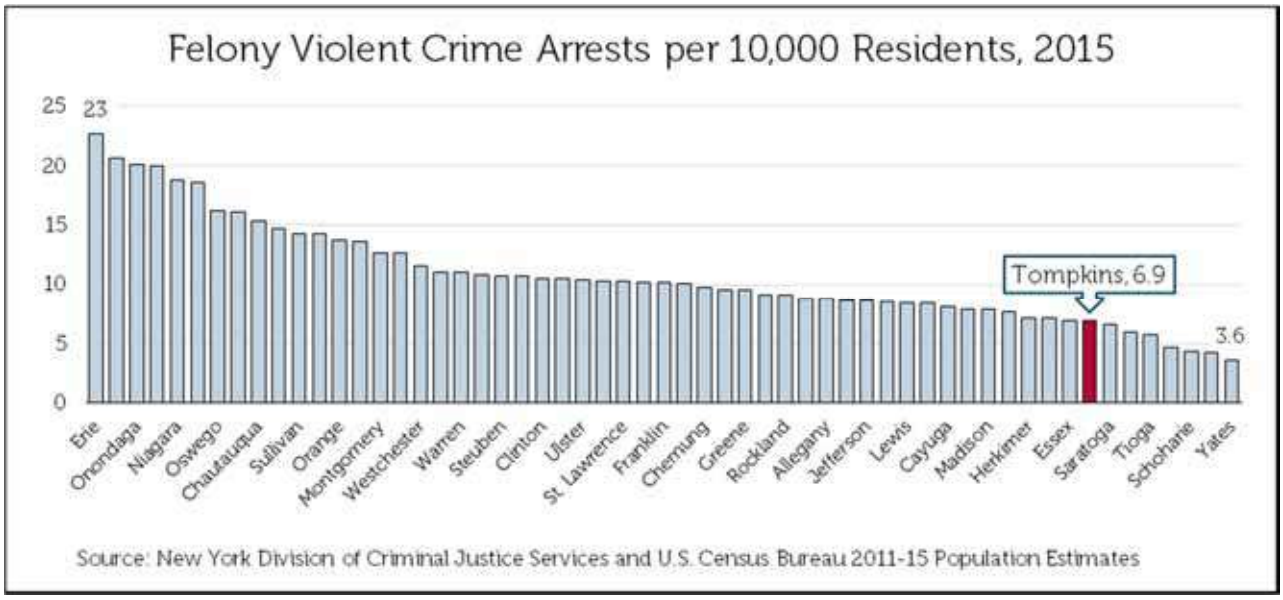


Two other categories of crime appear to have elicited concern among local residents: violent crime and property crimes. Violent crimes have typically generated fewer than 90 arrests throughout the county per year, and the numbers have declined slightly over the past five years, compared to the first half of the past decade. As with other types of crime, Tompkins has among the lowest violent crime arrest rates in the state, with only seven counties reporting lower rates in 2015.

Fueled in the eyes of local law enforcement officials by individuals seeking to support their drug habits, property crime rates had been on an overall upward trend, with arrests increasing nearly every year since 2006, peaking at 599 in 2014, a 56 percent

increase since 2006 – before then declining dramatically over the next two years to 410 last year, a 32 percent decline since the 2014 peak. In 2015, one of those decline years, Tompkins County was in the upper half of all counties in terms of its rate of property crimes – about the only exception of note to the County's low crime rankings compared to fellow counties.





Community Engagement

As part of the study project, several different avenues were undertaken to engage the residents of Tompkins County to learn their opinions about law enforcement and the potential for shared services. The aspects of the public outreach plan included a website (www.cgr.org/TompkinsLESS), a public "kickoff" meeting to outline the report process, a survey for residents, and several focus groups for key stakeholder groups. This section summarizes the input from the survey and the focus groups.

Public Survey

To extend the outreach opportunities to a broader audience and engage those not able to attend a public meeting, a Survey Monkey poll was developed in English and Spanish with 20 questions focusing on existing law enforcement services and demographic data. The survey was launched on March 10, 2017 and closed on May 25, 2017. The project team worked with the project steering committee to advertise the survey through their existing communication channels. The survey was also mentioned in two different newspaper stories. Printed copies of the survey were made available through the clerk's offices of the City and the villages involved in the project.

The survey received 979 responses. Given the convenience nature of the sample and the sample size compared to the County population, the responses do not represent the views of the entire community and are not statistically significant. However, the survey still provides an opportunity for those who were interested in the topic an opportunity to provide input to the consultant team and project steering committee.

Law enforcement is a complex topic the leads to diverse and strong opinions. The answers collected in these survey responses are necessarily simplifications of complex viewpoints. One survey respondent wrote, "I don't know how to answer this question! (would you like to see a greater law enforcement presence?) In an ideal world I would, but since they don't value my life, I'm not so sure." We recognized these difficulties and attempted to gather richer data through focus groups and public meetings.

Some of the respondents did not answer all the questions, so the total number of responses for each question did not always equal the grand total number of participants of 979. Approximately 110 respondents stopped at the end of the first page of the survey, perhaps because they thought the survey was complete. A full copy of all survey responses, including the open-ended responses, is attached in the Appendix. Many of the tables focus on the communities that are full participants in the project.

Survey Findings

As described, this survey was clearly a convenience sample and as shown below some parts of the county population are not properly represented. However, we believe the results are sufficient to provide context to support the decisions made as part of this project.

Satisfaction with Current Service

One of the takeaways from the survey is that respondents are largely satisfied with law enforcement services in the County. More than 60% of respondents are satisfied or very satisfied with the law enforcement services being provided at home. Cayuga Heights is notable for having the highest percentage of very satisfied respondents, at 76%. There was a noticeable share of "Neutrals" in Dryden, the city of Ithaca and in the county outside the city/villages.

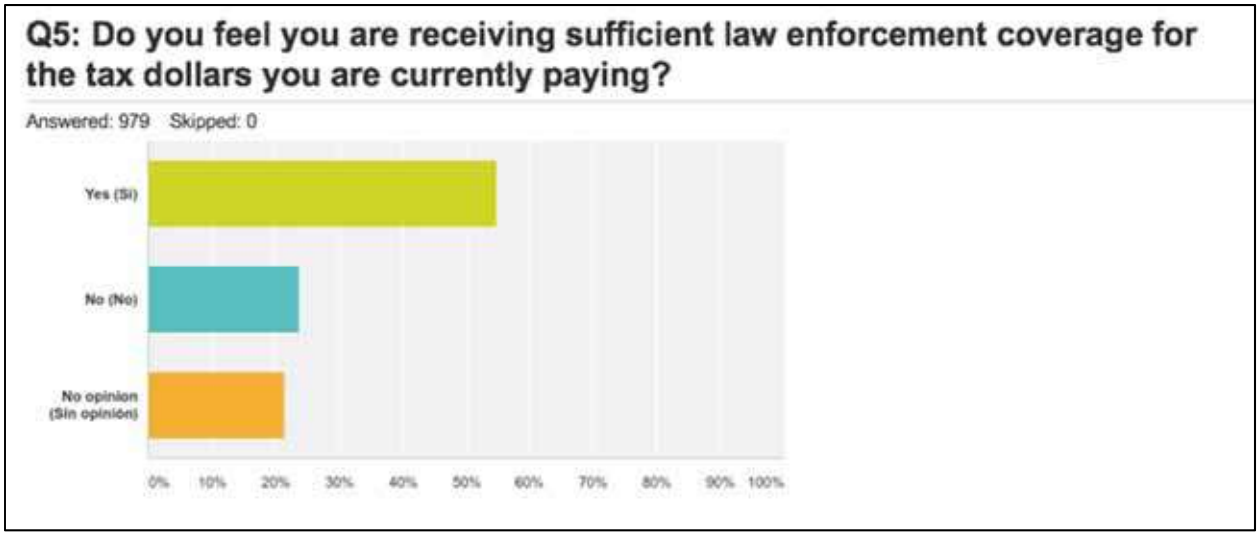
Are you satisfied with the current law enforcement services being provided to you at HOME?								
	By community of residence						Overall	
	Village of Cayuga Heights	Village of Dryden	City of Ithaca	Village of Groton	Other, within the County	Other, outside of the county	Percent	Count
Very satisfied	76%	12%	23%	36%	24%	22%	26%	251
Satisfied	6%	36%	33%	38%	38%	22%	35%	345
Neutral	6%	30%	31%	15%	27%	41%	27%	265
Unsatisfied	12%	15%	8%	11%	8%	15%	9%	83
Very unsatisfied	0%	6%	5%	0%	4%	0%	4%	35
							Total Responses:	*979*

More than 58% of respondents are satisfied or very satisfied with the law enforcement services being provided at work, with 75% of respondents that work in Cayuga Heights having a "very satisfied" response.

Are you satisfied with the current law enforcement services being provided to you at WORK?								
	By community of work location						Overall	
	Village of Cayuga Heights	Village of Dryden	City of Ithaca	Village of Groton	Other, within the County	Other, outside of the county	Percent	Count
Very satisfied	75%	7%	27%	33%	35%	24%	28%	269
Satisfied	15%	40%	34%	44%	36%	37%	31%	306
Neutral	5%	40%	26%	11%	21%	21%	21%	201
Unsatisfied	5%	13%	8%	11%	5%	6%	6%	59
Very unsatisfied	0%	0%	4%	0%	4%	6%	3%	32
I am retired	0%	0%	1%	0%	0%	6%	11%	112
							Total Responses:	*979*

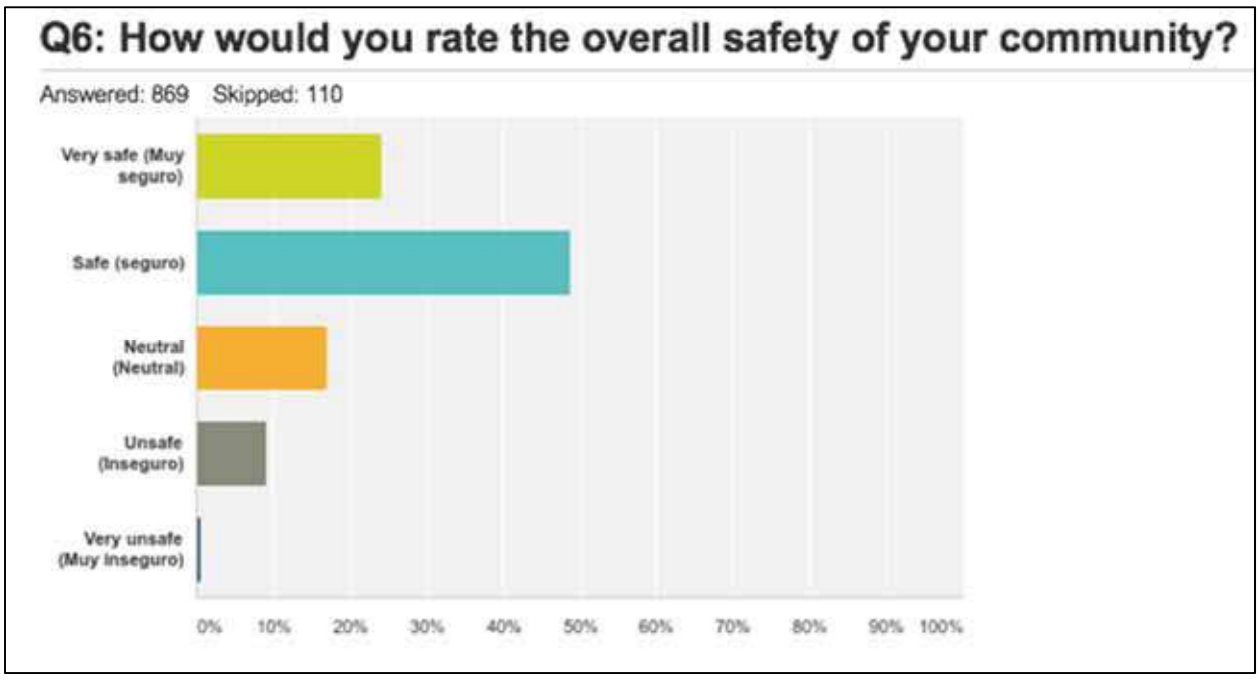
Satisfaction with Current Service as Related to Tax Rate

Most respondents (55%) felt that they were receiving sufficient law enforcement coverage for the tax dollars they were currently paying.



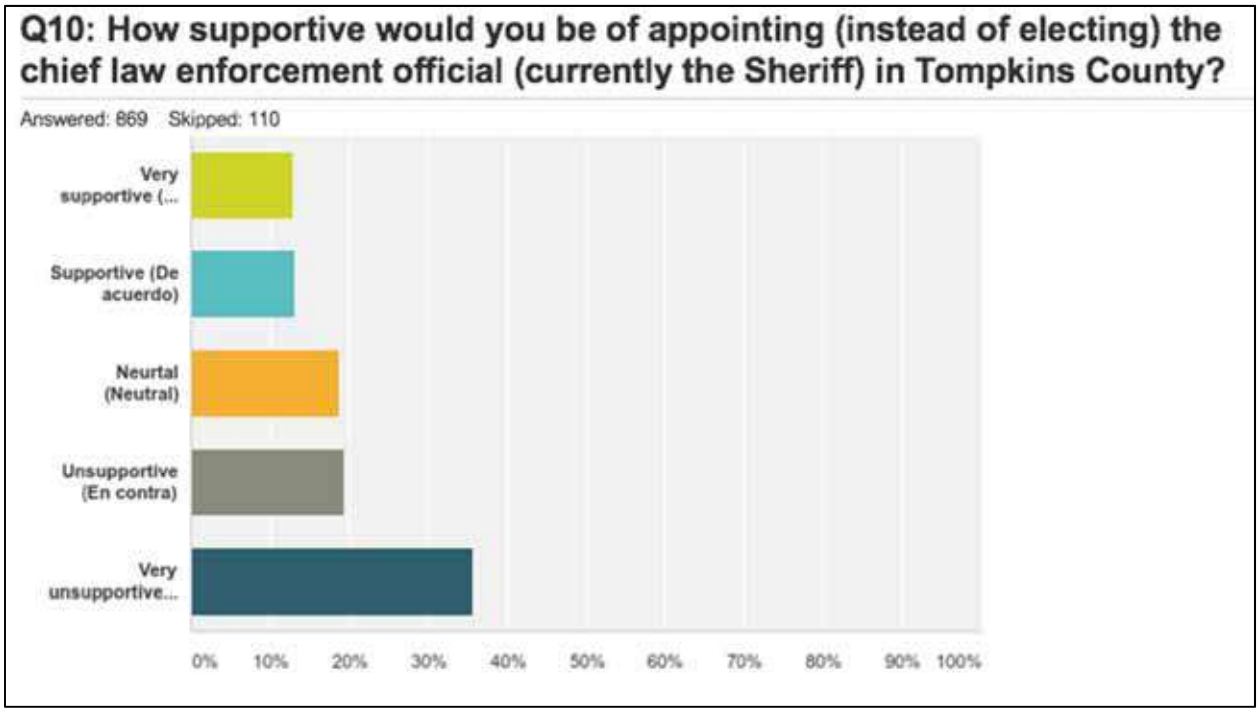
Safety of the community

The largest proportion of respondents believe their community is safe (49%), followed by very safe (24%), neutral (17 %), unsafe (9%) and very unsafe (0.7%). In total, nearly three quarters of the respondents feel their community is safe or very safe. This finding was consistent across the communities.



Selection of chief law enforcement official in the county

Respondents were asked how supportive they would be of appointing (instead of electing) the chief law enforcement official (currently the Sheriff) in Tompkins County. Most respondents (55%) did not support this idea, with 36% very unsupportive, and 19% unsupportive.



Aspects of Concern

Regarding the aspect of law enforcement that concerns respondents the most, crime response was ranked highest, followed by closely drug-related issues. More people actually identified drug issues as their number one concern, but when ratings were averaged in came slightly below crime response. Theft prevention, community presence, and traffic control rounded out the list. Further detail on responses to "other" are listed in the Appendix 4 – Full Survey Responses.

Please rank which aspects of law enforcement concern you the most:	
(1=Most Concerning to 5=Least Concerning)	
Answer Options	Rating Average
Crime response	2.3
Drug-related issues	2.7
Theft protection	3.1
Community presence	3.4
Traffic control	4.0
Other	5.0

Opinions of Law Enforcement Performance

Respondents were asked to consider the several sentences and rank how strongly they agreed or disagree with them. Most of the sentences were agreed with by the respondents.

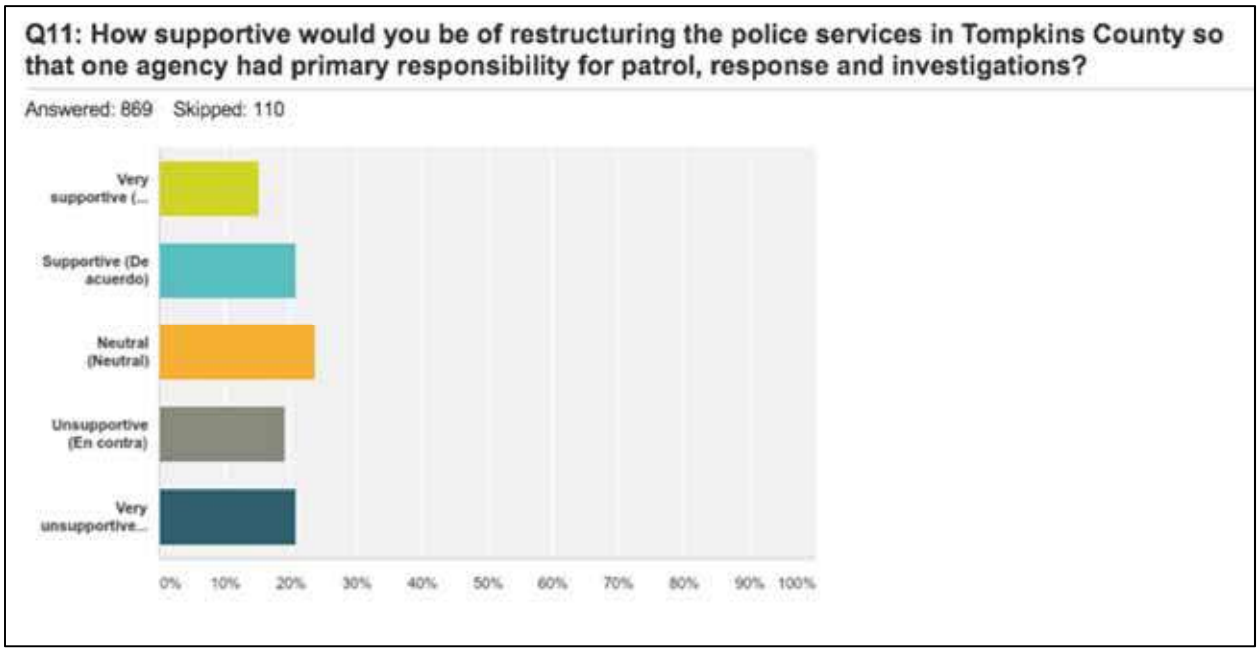
	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	No Opinion
If I needed help from Police/Sheriff, it would arrive quickly.	5%	12%	18%	36%	23%	5%
Traffic, speeding drivers, etc., is well controlled by local law enforcement.	9%	20%	21%	34%	14%	1%
I do not want to see any changes in current law enforcement services.	16%	27%	27%	11%	16%	3%
I would like to see a greater law enforcement presence.	10%	15%	32%	24%	17%	2%
I think the cost for law enforcement protection in my village/town is reasonable for the services provided.	9%	12%	27%	27%	16%	9%
I am confident in my police department's ability to fairly and thoroughly investigate criminal activity.	8%	16%	22%	30%	20%	3%
I think criminal activity is increasing in my village/town.	7%	20%	24%	28%	17%	5%

- 59% of respondents agreed or strongly that, "If I needed help from Police/Sheriff, it would arrive quickly."
- Approximately 48% agreed or strongly agreed that, "traffic, speeding drivers, etc., is well controlled by local law enforcement."

- Four in ten respondents (43%), agreed or strongly agreed that, "I think the cost for law enforcement protection in my village/town is reasonable for the services provided."
- 50% agreed or strongly agreed that, "I am confident in my police department's ability to fairly and thoroughly investigate criminal activity."
- 45% agreed or strongly agreed that, "I think criminal activity is increasing in my village/town."
- 32% were neutral to the sentence "I would like to see a greater law enforcement presence" with 41% agreeing or strongly agreeing to it.
- And the sentence "I do not want to see any changes in current law enforcement services." received tied responses of neutral and disagree at 27% and another 16% strongly disagreeing suggesting that there is some appetite for change.

Opportunities for Restructuring

The responses to the idea of restructuring the police services in the county were very even, perhaps showing an overall neutrality to the idea. It is possible that more fully developed alternatives would change this.



Respondent Demographics

The greatest proportion of respondents lived in the City of Ithaca (25.5%), followed by the Town of Ithaca (12.2%). The proportions of survey responses from different parts of the county were similar to the proportions of population of those parts of the county. However, there were some consequential variations with the biggest difference being the Town of Ithaca, which is 19.4% of the county population but only 12.2% of the responses. The table below shows all municipality response rates to the survey in comparison to the total populations of those municipalities.

What community do you LIVE in?				
	Response Count	Response %	Community Pop as % of County Pop	Difference
Caroline - Town	30	3.1%	3.4%	-0.3%
Cayuga Heights - Village	33	3.4%	3.6%	-0.2%
Cornell University - Campus	5	0.5%		0.5%
Danby - Town	40	4.1%	3.2%	0.8%
Dryden - Town	97	9.9%	13.8%	-3.9%
Dryden - Village	33	3.4%	1.8%	1.5%
Enfield - Town	47	4.8%	3.4%	1.4%
Freeville - Village	20	2.0%	0.5%	1.5%
Groton - Town	33	3.4%	5.6%	-2.3%
Groton - Village	53	5.4%	2.2%	3.2%
Ithaca - City	250	25.5%	30.5%	-5.0%
Ithaca - Town	119	12.2%	19.4%	-7.3%
Ithaca College - Campus	1	0.1%		0.1%
Lansing - Town	65	6.6%	10.7%	-4.0%
Lansing - Village	17	1.7%	3.3%	-1.6%
Newfield - Town	35	3.6%	5.1%	-1.5%
Trumansburg - Village	34	3.5%	1.8%	1.7%
Tompkins Community College - Campus	1	0.1%		0.1%
Ulysses - Town	39	4.0%	4.8%	-0.8%
Other	27	2.8%	0.0%	2.8%
Total Responses:	*979*			

Community of Employment

The greatest proportion of respondents work in the City of Ithaca, at 35%, followed by 13% on the Cornell University Campus, and 11 % retirees. The chart below shows the full numbers.

What community do you WORK in?		
	Response Count	Response Percent
Caroline - Town	11	1.1%
Cayuga Heights - Village	20	2.0%
Cornell University - Campus	125	12.8%
Danby - Town	3	0.3%
Dryden - Town	36	3.7%
Dryden - Village	15	1.5%
Enfield - Town	7	0.7%
Freeville - Village	3	0.3%
Groton - Town	3	0.3%
Groton - Village	18	1.8%
Ithaca - City	345	35.2%
Ithaca - Town	91	9.3%
Ithaca College - Campus	14	1.4%
Lansing - Town	36	3.7%
Lansing - Village	16	1.6%
Newfield - Town	12	1.2%
Trumansburg - Village	10	1.0%
Tompkins Cortland Community College - Campus	6	0.6%
Ulysses - Town	13	1.3%
I am retired.	111	11.3%
Other	84	8.6%
Total Responses:	*979*	

Race and Ethnicity of Respondents

The proportions of survey responses from different racial/ ethnic groups were similar to the proportions of the population of those racial/ ethnic groups, with the notable exception of Asian respondents. Only 0.5% of survey respondents identified themselves as Asian, despite Asians making up 10.7% of the population. One of our focus group participants noted that the difference may be due to the fact that the survey was provided in English and Spanish, but not Mandarin or Korean. The proportions of survey respondents who identified as Hispanic matched the population much more closely, perhaps bearing out this possibility.

The tables below show the racial and ethnic response numbers compared to the US Census ACS population numbers.

What is your race/ethnicity?				
	Response %	Response Count	Race/ethnicity as % of County Pop	Difference
White	76.8%	661	79.7%	-2.9%
Black or African American	3.6%	31	4.3%	-0.7%
American Indian and Alaska Native	0.6%	5	0.4%	0.2%
Asian	0.5%	4	10.7%	-10.2%
Native Hawaiian and Other Pacific Islander	0.0%	0	0.0%	0.0%
Two or more races	4.6%	40	3.6%	1.0%
I prefer not to answer.	13.9%	120		
	Total Responses:	*861*		

The Census considers whether a person is Hispanic or not to be a separate question from race/ethnicity.

Do you consider yourself Hispanic?				
	Response %	Response Count	Race/ethnicity as % of County Pop	Difference
Yes	3.3%	28	4.9%	-1.6%
No	89.7%	772	95.1%	-5.4%
I prefer not to answer.	7.1%	61		
	Total Responses:	*861*		

Income Level of Respondents

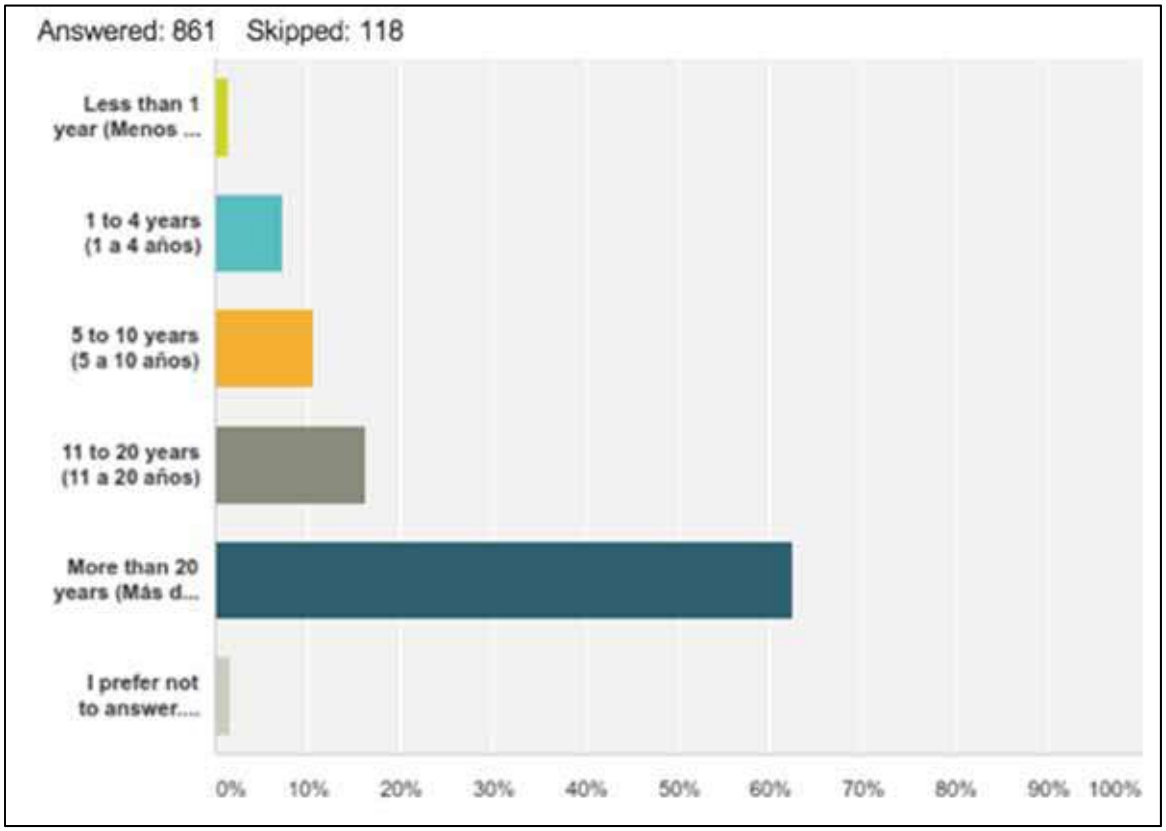
The proportions of survey responses from different income groups were notably dissimilar to the proportions of population of those income groups. People making under $25,000 were vastly underrepresented in our survey respondents, being fully 26% of the county population, but only 8% of our respondents. The table below shows the income group response numbers compared to the population numbers.

What is your income range?				
	Response Percent	Response Count	Income Range as % of County Incomes	Difference
Under $25,000	7.7%	66	25.9%	-18.2%
$25,000 - $50,000	19.5%	168	23.5%	-4.0%
$50,000 - $75,000	19.9%	171	16.5%	3.4%
$75,000 - $100,000	15.4%	133	10.7%	4.7%
Over $100,000	19.4%	167	23.4%	-4.0%

I prefer not to answer.	18.1%	156
	Total Responses:	*861*

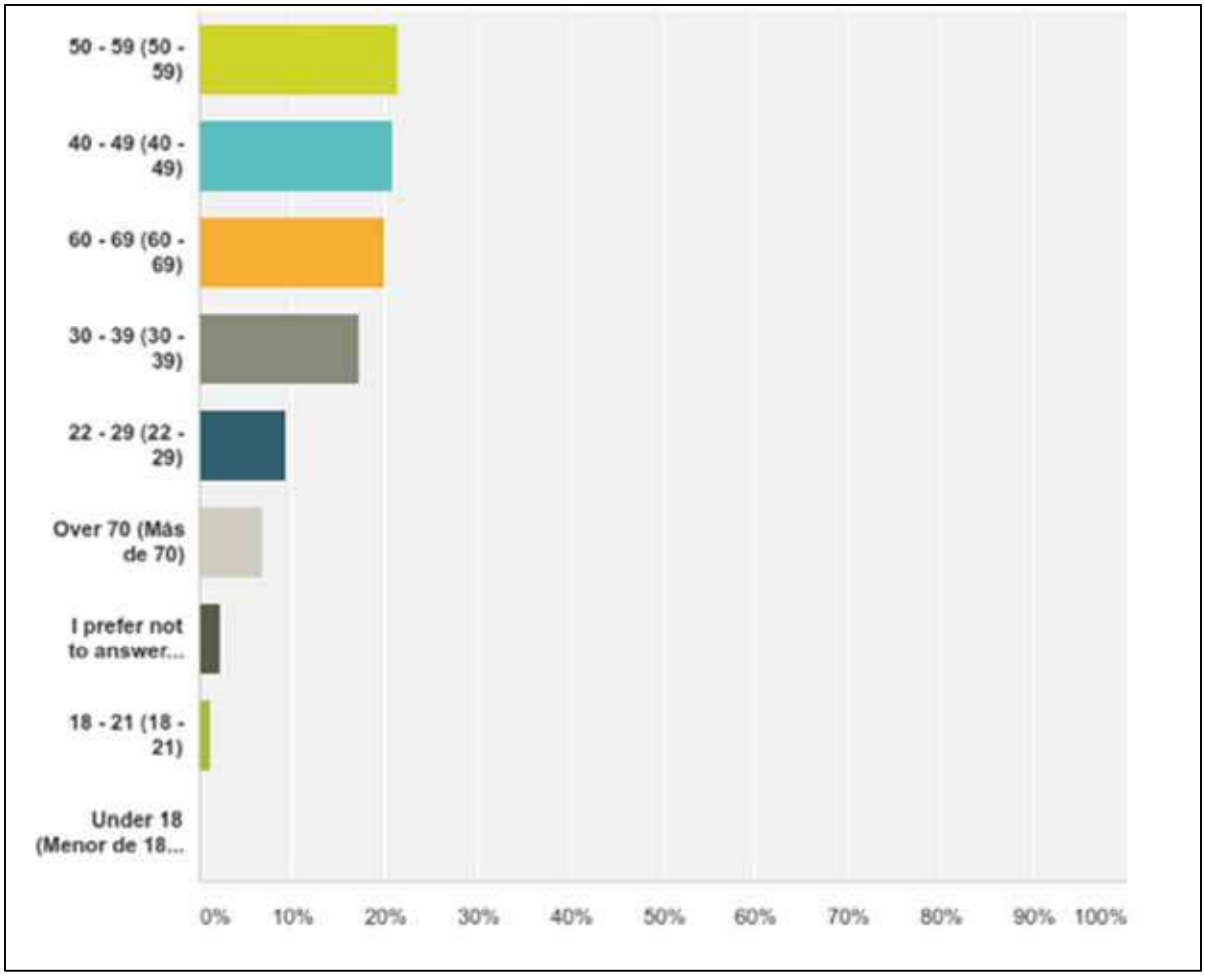
Length of Time in the Community

One interesting result was that the majority (62 %) of respondents were long time County residents, having lived there more than 20 years. While the census doesn't track comparable data, this result seems to show that longer term residents are overrepresented in the survey.



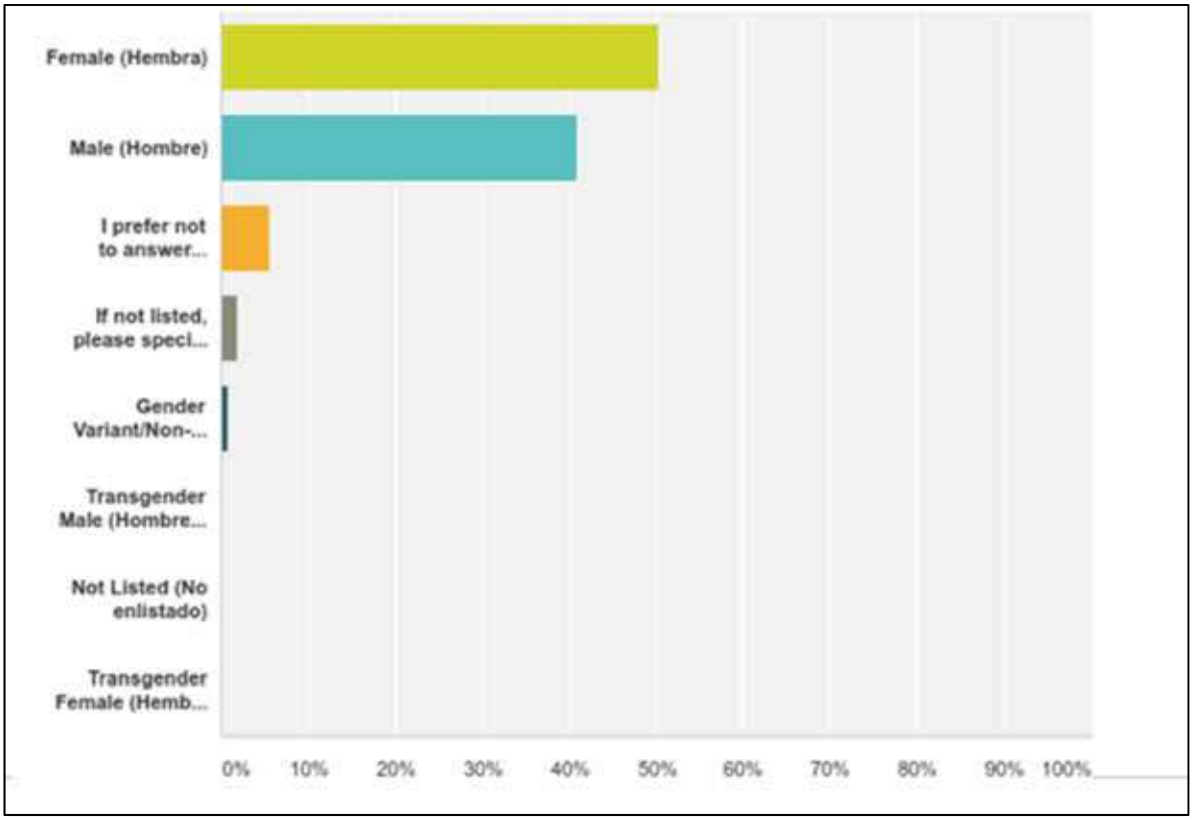
Age of Respondent

The age data skewed older, with 63% of the respondents being between 40 and 69 years old, this compares with about 32% of the population. Similarly, the younger age groups were underrepresented in the survey with the population of 20-29 representing 25 percent of the population and 18 to 29 being only 10 percent of the survey respondents.



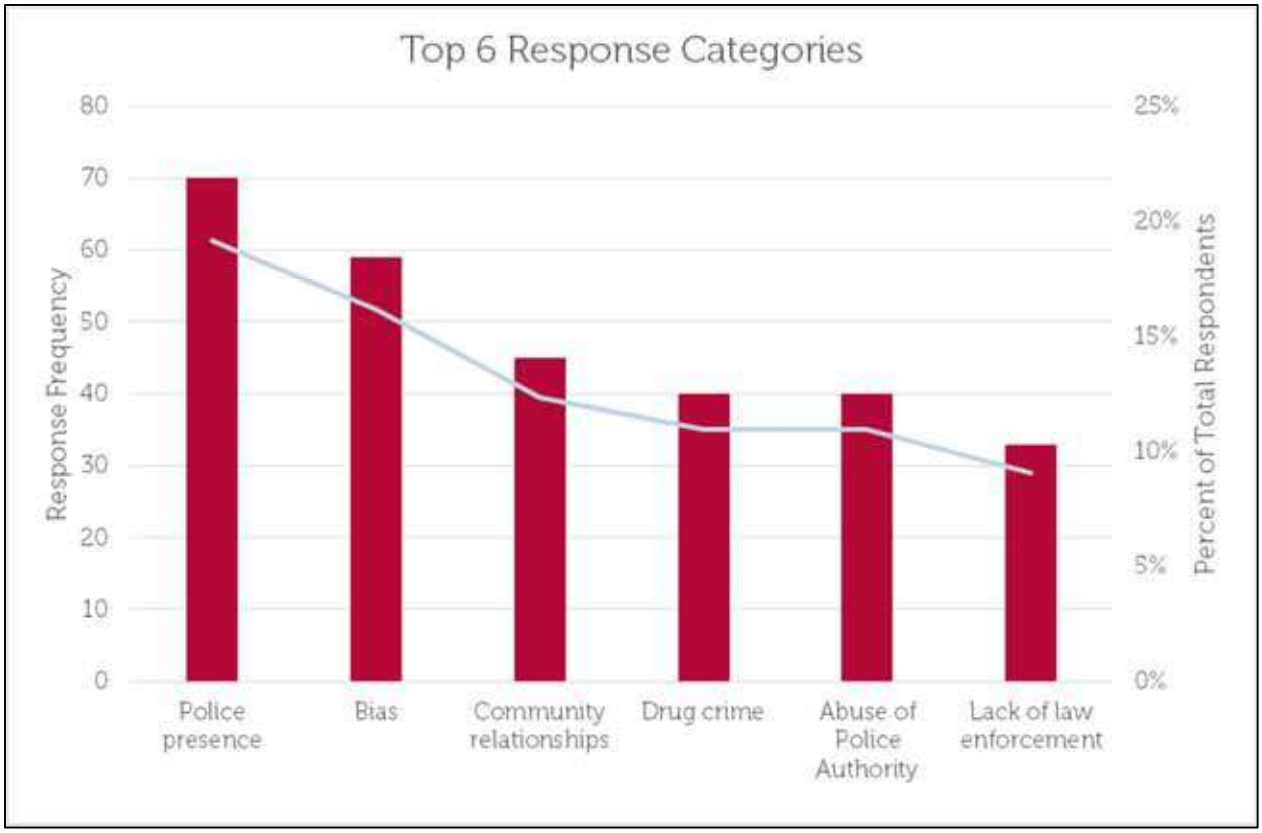
Gender

50 percent of the respondents to the survey identify as being female, 41 percent selected the male answer choice, 6 percent chose to not answer and about 3 percent selected a different option including several who chose to enter free text to indicate they were male.



Open Ended Questions

The survey asked two open ended questions and the responses to them were interrelated about what the respondents would like to see in law enforcement in the community. To gauge the free responses, they were coded into broad response categories. The graph below shows that police presence (mostly lack of presence) was the most significant concern, followed by bias and community relationships. Highlights from the comments are also included.



Police Presence

Tompkins County residents were the most concerned about police presence. Specifically, 17% of surveyed county residents were displeased by a lack of adequate police presence in the Commons, non-college/university neighborhoods, highly trafficked roads, Groton, and rural areas in general. Additionally, others felt that a lack of policing in needed areas was the result of overstaffing elsewhere. In slight contrast, 2% of survey respondents believed that that the size of police presence was disproportionately large relative to need.

Bias

The second largest category for concern was bias of any kind within the police force. Most survey respondents in this category (14% of total) thought that profiling was the largest area of concern. In particular, racial profiling of the county's minority communities was problematic (13% of total). Respondents with these concerns may have come from different racial backgrounds but were nonetheless united against prejudice in all shapes and forms. 5% of survey respondents were concerned about anti-LBGQTA and misogynistic bias. Moreover, nearly 20% of respondents concerned

about bias had a related concerns about the abuse of police authority/over-usage of violence; the relationship between bias and abuse of police authority might reflect an intrinsic connection between the two categories (i.e. police are biased against persons of color and are therefore more likely to act with severity) and/or could simply reveal survey respondents' political leanings. Some survey respondents advocated for increased socioeconomic/racial diversity within police departments. Several respondents encouraged cultural sensitivity training/re-education.

Community Relationships

12% of survey respondents identified strengthening the bonds between local law enforcement and their respective communities to be significant. Many cited a general lack of good relationships between individual police departments and residents, notably between officers and communities with lower socioeconomic status/racial diversity. Of those who cited bias as their most crucial concern, fully 14% cited fractured relationships as a main source of bias by law enforcement for profiled communities. Other survey respondents expressed a desire to have law enforcement personnel to become better integrated within their communities. Some suggested that officers should be required to live in the communities that they police while others proposed fostering acceptance and inclusion on the part of residents from elementary school onwards. Still others thought that changing the color of police uniforms and/or making police vehicles less discreet would help build trust and rapport between police officers the communities they protect.

Drug Crime

Approximately 11% of survey respondents indicated that drug crime and activities surrounding drug crime were their largest concern. Within this particular survey subgroup, 25% of respondents expressed related concerns to the incidence of violent crimes. A majority (85%) of subgroup respondents thought that the police were performing an adequate job enforcing laws to prevent drug related crime. A few subgroup respondents did voice concern about a perceived lack of effort to shut down known drug houses and other hubs of drug related activity. A minority of respondents were in favor of varies degrees of substance decriminalization, ranging from lessening criminal penalties to complete legalization (specifically marijuana).

Abuse of police authority

Nearly 1 in 10 survey respondents felt that police within the county abused/exceeded the authority of their office. A majority of subgroup respondents noted what they perceived to be excessive use of force relative to the crimes police were responding to. In particular, 15% of subgroup respondents (2% of total) asserted that in addition to

the overstepping professional boundaries, police officers were guilty of perpetrating crime themselves. As previously mentioned, a sizeable number of respondents associated bias with the abuse of power, and thus argued for greater transparency and accountability. Many in this subgroup expressed the desire for the police to do a better job with preventive policing and for departments to adopt better procedures to deescalate hostile encounters.

Lack of law enforcement/coverage

Less than 10% of total survey respondents expressed concern about a lack of law enforcement by the police. Within this subgroup, nearly 40% of respondents associated a lack of law enforcement with insufficient police presence and coverage. More specifically, 1 in 4 subgroup members thought that the police did a poor job when it came to addressing unpleasant/illegal activities connected with college/university students (e.g. excessive noise, underage drinking, vandalism, etc.). 15% of subgroup respondents cited a lack of appropriate and consistent enforcement of traffic laws, ranging from speeding to texting while driving and to DUIs.

Additionally, 3% of total survey respondents believed that current police coverage was inadequate. Some respondents (6) suggested that the police should ride bicycles to increase the scope and effectiveness of their coverage area. A handful of respondents supported 24/7 coverage and increased staffing to ensure higher quality of police services.

Violent Crime

Nearly 5% of survey respondents identified violent crimes as chief among their law enforcement concerns. Roughly 2 out 3 subgroup respondents generally felt that current law enforcement was subpar in addressing violent crimes, including but not limited to assault, rape, burglary/theft, etc. Consequently, numerous survey respondents articulated growing apprehension about neighborhood protection from violent crimes. In particular, a minority of respondents felt that it was becoming increasing unsafe to walk unaccompanied in their neighborhoods.

Militarization

4% of survey respondents perceived police within the county to be at risk and/or undergoing the process of militarization. A number of respondents pointed to military grade equipment and weapons, which in their estimation, was wholly inappropriate for police forces anywhere but especially for polices serving Tompkins county. Unsurprising, more than 80% of subgroup respondents associated militarization with the abuse of police authority. Others in this subgroup disagreed with current use of heavily armed/SWAT team forces in conjunction with county policing. Others still

expressed concerns about the ever growing police state. Curiously, extremely few (<1% of total) respondents identified militarization as an impediment to police/community trust building.

Mental Health Training

A minority (3% of total) of respondents thought that the police should be required to have better training when it came to interacting with people with mental health issues. 20% of people in this category linked the abuse of police authority/excessive use of force with people and scenarios involving compromised mental health. On a related note, a minority of respondents felt that the police should work more closely with the county health department and other local gov't social service channels.

Focus Groups and Meetings

The purpose of the project's focus group was to hear participants' feedback about existing law enforcement services in the County and to discuss potential areas of improvement. Some of the findings are shared below and full summaries of the meetings are in Appendix 4.

The focus group meetings were held in late May and early June. There were also individual interviews conducted for people who were invited to the focus groups, but unable to attend. The list of participants in the focus groups was identified by the project steering committee. In an effort to engage members of the African-American community, a focus group/listening session was arranged at a festival in Ithaca that was thought likely to have a substantial presence from that community.

The answers are shown to the questions asked during the focus groups and are blended together. In general, people have a positive impression of the law enforcement in the community, although there were many suggestions for improvement and some specific examples of problems that need addressing.

What is your impression of local law enforcement services in your community?

- Participants provided positive feedback about Ithaca Police and Cayuga Heights Police.
- There is a large student population and generally a good response time when students get out of hand.
- Most communities in Tompkins County do not have their own police and rely on the Sherriff Department. The Sherriff often has just three deputies patrolling an 87

[sic] square-mile area[9]. People who live in the areas just outside the City don't feel they get responsiveness from the Sherriff. Six years ago, there were meetings about law enforcement in the community. Issues around safety were up front and present at that time. Community members were not satisfied with the level of service and felt powerless, as just one town without any representation. There was frustration. Since then there have been huge strides. But there is a tension between people who live in areas with lower taxation, but still want to receive city-level services.

- Would consider consolidation/shared service if it really resulted in less expense and more efficiencies and effectiveness. That would have to be proven. Communities in Long Island have attempted consolidations with unclear results.
- Participants expressed concern that while the IPD is very supportive of community events and formal community engagement, the officers still don't spend enough time out of the car doing day-to day community policing.
- Participants expressed some concerns with the County departments' cultural training and geographic challenges (i.e. three officers having to cover a larger area).
- Work still needs to be done across the board, but especially in the County and County Sheriff's departments, with better serving and representing low-income, LGBTQ, minority, and female community members (among other groups not listed here).
- The County police, especially Groton, seem to struggle with hiring staff that better represents the community and creating a department that values community building.
- "[Police departments in general] work well for what they were designed for, which is to preserve the status quo and protect the citizens it was designed to protect at the risk of others (i.e. minority community members). That being said, on an individual basis, there are some well-intentioned officers here, but they get caught up in the negative aspects of policing culture."

What do you like most about policing services in your community? What would you like to remain stable?

- Community members felt that proactive community policing is already a challenge in Ithaca alone, and consolidation will make these efforts more difficult.

[9] TCSO patrols a 460 square mile area outside the city and villages.

- One community member in particular feels that if Ithaca loses what it has started with community policing, they will see a rise in the ignorance, fear, and distrust that leads to officers shooting civilians, specifically community members of color.
- Participants provided examples of times IPD officers went out of their way to introduce themselves around town (e.g. while at the local gym) and new officers to the community.
- The re-implementation and improvement of the IPD Rapid Response team for mental health cases is very positive for all members of the Ithaca community, including officers themselves.
- Police representatives come to community meetings and keep the community informed. There is a good protocol for students (i.e. those who get too many tickets). They are responsive to issues brought to them. If there is an ongoing problem, they are aware of it (speeding, problems in the gorge, parties, etc). It is a constant give and take. Concern that might not happen if it was a County department.

What do you like least about policing services in your community? What would you like to change?

- Multiple community members stressed that better serving minority populations will take a lot more than working exclusively with law enforcement. The community and the County need to work with schools, judicial systems, etc. in order to tackle systemic racism and prejudice. This issue is so complex that it must be addressed in *all* institutions, not just a select few.
- Disparity between IPD and other Tompkins County police departments
- Response time: if one officer is in Newfield, one is in Dryden, another is in Trumansburg, and there's an accident in Freeville, response can take a long time by no fault of the officers. In emergency situations, this is dangerous.
- Following up with the County and Sheriff's department is more challenging and inconsistent, preventing relationship building. Especially with the smaller County staff, requesting to follow-up with an officer (e.g. taking evidence photographs, making a controlled phone call) can feel like you're taking them off patrol or preventing them from taking another call; it's unpleasant for both officers and victims.
- Outside of the City of Ithaca, there is less openness to having a dialogue with the community without it becoming "a thing".

- The relationships the participants do have with County and Sheriff's department staff/officers is because *they* put effort into building relationships; the outreach didn't come from the police department.
- The police do a great job. The challenge is numbers. We don't have enough police. There are times when they are not available. In a growing downtown like Ithaca has, we'd expect to have more coverage. Could be attributable to the fact that the force has been reduced in size over the last 20 years. Response time is usually good, but not always enough presence. Social media has exacerbated the scale/size of parties, particularly in South Hill. Parties were getting out of control quickly; it became crowd control issue. The City has been able to be more responsive, but the County did not have the staffing to be responsive in the Town. We don't yet have a good way to manage that.
- Even with limited resources, there is coordination with officers regularly. That kind of familiarity is crucial for doing good work.
- The Town (of Ithaca) surrounds the City. There are many places in the Town that fit with the fabric and values of the City and others that do not. If consolidation is all or nothing, that seems like it would be problematic. Whereas if you can carve out certain areas, would that be a more efficient way to deliver services

Key Findings

- Residents of Tompkins County are generally pleased with and supportive of their law enforcement agencies.
- The law enforcement agencies have numerous examples of collaboration and cooperation including:
    - Unified dispatch center;
    - Common records management system;
    - Common bank of radio frequencies;
    - Regular meetings of agency leaders and crime investigators;
    - Joint SWAT and critical incident negations team (CINT) for IPD and TCSO;
    - Regular and frequent use of closest car concept;
    - Experience in conducting joint investigations of serious crimes; and
    - Shared training experiences.
- The cost of law enforcement in the county has increased about 8 percent (about 2.5 percent per year) over the last 4 years.

- The 2 year salary for CHPD, IPD and TCSO is similar. DPD and Groton pay substantially less. For more senior officers, the pay rates vary substantially between the agencies with CHPD having the highest top salary for an officer.
- The total cost of local law enforcement in the county is about $18.3 million with about 92 percent of that cost going to salaries and benefits.
- While the officer activities vary greatly in the county, a high priority is placed by all agencies on traffic enforcement. In the villages, property checks are also a high priority.
- There are just over 100 dispatched police incidents daily in the county. Nearly half (47%) are in the city of Ithaca, 27% were handled by TCSO and 16% by NYSP. The villages all handled 3% to 4% of the volume.
- The village police departments respond outside their boundaries on almost a daily basis to assist TCSO and NYSP with either back up or initial response to a serious call. TCSO and NYSP also frequently provide back up to the village departments on more serious calls.
- The long term trend of reported crime in the county has been steady, although drug crimes have increased in the last two years.
- The number of arrests per 10,000 residents in the county is relatively low compared to the rest of New York state counties.
- Survey results indicate that 58 percent of residents are satisfied or very satisfied with the law enforcement officers in the community they work.
- More than 60 percent of respondents are satisfied or very satisfied with the law enforcement in the community they live.
- More than 70 percent of those surveyed believe that their community is safe or very safe. Less than 10 percent felt unsafe or very unsafe.
- Response to reported crime and drug issues were the two highest priorities for police activity.
- Each agency has independent structures to manage operations such as training, policy development, investigations, scheduling, and fleet maintenance.
- The community expectations, as perceived by elected leaders and agency leadership, are generally consistent and supportive of high levels of law enforcement presence. However, there is a concern about the need to be fiscally responsible.

Next Steps

The development of this baseline report is the first milestone in project that is looking at the potential for substantial restructuring in law enforcement in Tompkins County. The intention is to establish a common framework of how law enforcement is being conducted in the county before attempting to make larger structural changes. CGR will work with the project steering committee to identify several options for improving law enforcement services based on the findings of the baseline. The existing operations and the options will be discussed at several public forums in the county to get the input of officials and citizens. The proceedings of those meetings and any recommendations will be incorporated into a final report that will be presented to the steering committee and other appropriate bodies. The target for completion of all activities is September 30, 2017.

Appendix 1 -Additional Population Information

Population by Age, Tompkins County. Current and retrospective data from US Census and projections from Cornell Program on Applied Demographics.

Age	1990	2000	2010	2011-15	2020*	2025*	2030*	2035*	2040*
0-14	15454	14705	13269	13047	13521	13606	13443	13181	12967
15-24	27,892	28,645	30,014	31,485	28,870	29,313	29,692	29,947	29,935
25-44	28,914	25,250	24,066	23,665	24,919	24,349	23,501	22,693	22,052
45-64	13,372	18,644	23,286	23,386	20,318	19,172	18,826	18,772	18,943
65-84	7480	8005	9132	10512	12399	13390	13476	12867	11988
85+	985	1,252	1,797	1,760	1,705	1,708	1,955	2,384	2,721
Total	94,097	96,501	101,564	103,855	101,732	101,538	100,893	99,844	98,606

Age	1990	2000	2010	2015	2020*	2025*	2030*	2035*	2040*
0-14	16%	15%	13%	13%	13%	13%	13%	13%	13%
15-24	30%	30%	30%	30%	28%	29%	29%	30%	30%
25-44	31%	26%	24%	23%	25%	24%	23%	23%	22%
45-64	14%	19%	23%	23%	20%	19%	19%	19%	19%
65-84	8%	8%	9%	10%	12%	13%	13%	13%	12%
85+	1%	1%	2%	2%	2%	2%	2%	2%	3%

	Change in Population			% Change		
Age	2000-2015	2015-2025*	2025*-2040*	2000-2015	2015-2025*	2025*-2040*
0-14	-1,658	559	-639	-11%	4%	-5%
15-24	2,840	-2,172	622	10%	-7%	2%
25-44	-1,585	684	-2,297	-6%	3%	-9%
45-64	4,742	-4,214	-229	25%	-18%	-1%
65-84	2,507	2,878	-1,402	31%	27%	-10%
85+	508	-52	1,013	41%	-3%	59%
Total	7354	-2,317	-2,932	8%	-2%	-3%

Educational Attainment, Tompkins County, 2015

	Count	Share
Population 25 years and over	59,323	
Less than 9th grade	815	1.4%
9th to 12th grade, no diploma	2,604	4.4%
High school graduate (includes equivalency)	11,756	19.8%
Some college, no degree	8,162	13.8%
Associate's degree	5,834	9.8%
Bachelor's degree	13,169	22.2%
Graduate or professional degree	16,983	28.6%

Income by Household Type, Tompkins County, 2015

Household		Family	
All households	38,460	Family households	20,250
Median household income	$52,624	Median family income	$74,524
Less than $10,000	10.8%	Less than $10,000	5.0%
$10,000 to $14,999	5.6%	$10,000 to $14,999	2.1%
$15,000 to $24,999	9.4%	$15,000 to $24,999	5.8%
$25,000 to $34,999	9.7%	$25,000 to $34,999	6.5%
$35,000 to $49,999	12.6%	$35,000 to $49,999	12.1%
$50,000 to $74,999	17.3%	$50,000 to $74,999	18.8%
$75,000 to $99,999	11.0%	$75,000 to $99,999	15.0%
$100,000 to $149,999	12.4%	$100,000 to $149,999	17.0%
$150,000 to $199,999	5.5%	$150,000 to $199,999	8.9%
$200,000 or more	5.6%	$200,000 or more	8.8%
		Nonfamily	
		Nonfamily households	18,210
		Median nonfamily income	$30,660

Appendix 2 – Incident Information

Incident Type - All Calls	2015		2016		2015-2016		
	Incidents	% of Total	Incidents	% of Total	% Change	Incidents	% of Total
Traffic	7,415	16.4%	19,219	32.2%	159.2%	26,634	25.4%
Property Check	3,789	8.4%	4,678	7.8%	23.5%	8,467	8.1%
Accident (Animal, Pedestrian, Boat, Auto)	4,093	9.1%	4,227	7.1%	3.3%	8,320	7.9%
Complaint (Civil, Neighbor, Noise, Traffic, Other)	3,425	7.6%	3,854	6.5%	12.5%	7,279	6.9%
Assist	2,935	6.5%	4,260	7.1%	45.1%	7,195	6.9%
Burglary, Larceny, Robbery, Theft	2,424	5.4%	2,188	3.7%	-9.7%	4,612	4.4%
Alarm (Automatic, Fire, Police)	2,304	5.1%	2,070	3.5%	-10.2%	4,374	4.2%
Suspicious Condition, Vehicle, Person(s)	1,803	4.0%	2,198	3.7%	21.9%	4,001	3.8%
Welfare Check	1,655	3.7%	1,935	3.2%	16.9%	3,590	3.4%
Assault, Fight, Harassment, Menacing, Rape, Prowling	1,619	3.6%	1,749	2.9%	8.0%	3,368	3.2%
Property Dispute	1,502	3.3%	1,516	2.5%	0.9%	3,018	2.9%
Dispute	1,266	2.8%	1,411	2.4%	11.5%	2,677	2.6%
Information	942	2.1%	1,101	1.8%	16.9%	2,043	1.9%
Alcohol/Drug Related	1,013	2.2%	915	1.5%	-9.7%	1,928	1.8%
Medical	996	2.2%	900	1.5%	-9.6%	1,896	1.8%
Domestic	988	2.2%	755	1.3%	-23.6%	1,743	1.7%
Animal Problem	843	1.9%	763	1.3%	-9.5%	1,606	1.5%
Trespassing, Loitering	621	1.4%	647	1.1%	4.2%	1,268	1.2%
Local Law	610	1.4%	531	0.9%	-13.0%	1,141	1.1%
Criminal Mischief	569	1.3%	536	0.9%	-5.8%	1,105	1.1%
Detail	573	1.3%	492	0.8%	-14.1%	1,065	1.0%
Fraud	536	1.2%	507	0.9%	-5.4%	1,043	1.0%
Unclassified	493	1.1%	471	0.8%	-4.5%	964	0.9%
911 (Hang Up, Open)	498	1.1%	462	0.8%	-7.2%	960	0.9%
Service Administration (Appearance Ticket, Warrant, Papers Served)	390	0.9%	427	0.7%	9.5%	817	0.8%
Disorderly Conduct	405	0.9%	354	0.6%	-12.6%	759	0.7%
Transport	352	0.8%	337	0.6%	-4.3%	689	0.7%
Escort	284	0.6%	300	0.5%	5.6%	584	0.6%
Missing Persons	228	0.5%	231	0.4%	1.3%	459	0.4%
Fire (Structure, Brush, Vehicle, misc.)	152	0.3%	207	0.3%	36.2%	359	0.3%
Other	159	0.4%	152	0.3%	-4.4%	311	0.3%
Weapons Related	144	0.3%	163	0.3%	13.2%	307	0.3%

Incident Type - All Calls							
	2015		2016		2015-2016		
	Incidents	% of Total	Incidents	% of Total	% Change	Incidents	% of Total
Sexual Abuse	123	0.3%	122	0.2%	-0.8%	245	0.2%
Offenses Against Children	32	0.1%	29	0.0%	-9.4%	61	0.1%
Grand Total	**45,129**	**100%**	**59,644**	**100%**	**32%**	**104,773**	**100%**

Incident Type - Dispatched Only							
	2015		2016		2015-2016		
	Incidents	% of Total	Incidents	% of Total	% Change	Incidents	% of Total
Accident (Property Damage & Inujury)	4,093	11.4%	4,227	11.2%	3.3%	8,320	11.3%
Complaint (Civil, Neighbor, Noise, Traffic, Other)	3,425	9.6%	3,854	10.2%	12.5%	7,279	9.9%
Assist	2,935	8.2%	4,260	11.3%	45.1%	7,195	9.8%
Burglary, Larceny, Robbery, Theft	2,424	6.8%	2,188	5.8%	-9.7%	4,612	6.3%
Alarm (Automatic, Fire, Police)	2,304	6.4%	2,070	5.5%	-10.2%	4,374	5.9%
Suspicious Condition, Vehicle, Person(s)	1,803	5.0%	2,198	5.8%	21.9%	4,001	5.4%
Traffic	1,904	5.3%	2,015	5.3%	5.8%	3,919	5.3%
Welfare Check	1,655	4.6%	1,935	5.1%	16.9%	3,590	4.9%
Assault, Fight, Harassment, Menacing, Rape, Prowling	1,619	4.5%	1,749	4.6%	8.0%	3,368	4.6%
Property Dispute	1,502	4.2%	1,516	4.0%	0.9%	3,018	4.1%
Dispute	1,266	3.5%	1,411	3.7%	11.5%	2,677	3.6%
Information	942	2.6%	1,101	2.9%	16.9%	2,043	2.8%
Alcohol/Drug Related	1,013	2.8%	915	2.4%	-9.7%	1,928	2.6%
Medical	996	2.8%	900	2.4%	-9.6%	1,896	2.6%
Domestic	988	2.8%	755	2.0%	-23.6%	1,743	2.4%
Animal Problem	843	2.4%	763	2.0%	-9.5%	1,606	2.2%
Trespassing, Loitering	621	1.7%	647	1.7%	4.2%	1,268	1.7%
Local Law	610	1.7%	531	1.4%	-13.0%	1,141	1.6%
Criminal Mischief	569	1.6%	536	1.4%	-5.8%	1,105	1.5%
Detail	573	1.6%	492	1.3%	-14.1%	1,065	1.5%
Fraud	536	1.5%	507	1.3%	-5.4%	1,043	1.4%
Unclassified	493	1.4%	471	1.3%	-4.5%	964	1.3%
911 (Hang Up, Open)	498	1.4%	462	1.2%	-7.2%	960	1.3%
Service Administration (Appearance Ticket, Warrant, Papers Served)	390	1.1%	427	1.1%	9.5%	817	1.1%

Incident Type - Dispatched Only							
	2015		2016		2015-2016		
	Incidents	% of Total	Incidents	% of Total	% Change	Incidents	% of Total
Disorderly Conduct	405	1.1%	354	0.9%	-12.6%	759	1.0%
Transport	352	1.0%	337	0.9%	-4.3%	689	0.9%
Escort	284	0.8%	300	0.8%	5.6%	584	0.8%
Missing Persons	228	0.6%	231	0.6%	1.3%	459	0.6%
Fire (Structure, Brush, Vehicle, misc.)	152	0.4%	207	0.6%	36.2%	359	0.5%
Other	159	0.4%	152	0.4%	-4.4%	311	0.4%
Weapons Related	144	0.4%	163	0.4%	13.2%	307	0.4%
Sexual Abuse	123	0.3%	122	0.3%	-0.8%	245	0.3%
Offenses Against Children	32	0.1%	29	0.1%	-9.4%	61	0.1%
Grand Total	**35,830**	**100.0%**	**37,766**	**100.0%**	**5.4%**	**73,596**	**100.0%**

Total Call Time on Task Intervals, 2015-2016						
Incident Group	Agency	Call Source (Dispatch/ Officer)	Unique Incidents	Median	75th Percentile	90th Percentile
911 (Hang Up, Open)	CHPD	D	39	00:15:41	00:21:26	00:44:37
	DPD	D	17	00:18:46	00:49:48	01:43:36
	GPD	D	14	00:12:52	00:34:29	01:01:19
	IPD	D	316	00:15:14	00:23:26	00:35:33
	NYSP	D	264	00:31:17	00:48:19	01:10:26
	SHERIFF	D	365	00:28:22	00:41:16	01:06:23
Accident (Property Damage & Injury)	CHPD	D	152	00:45:00	01:12:27	02:50:08
	DPD	D	196	00:46:36	01:15:50	02:08:23
	GPD	D	94	00:51:43	01:27:02	02:20:49
	IPD	D	3,315	00:41:49	00:57:20	01:19:49
	NYSP	D	1,958	01:09:36	01:43:33	02:42:58
	SHERIFF	D	2,844	00:52:47	01:17:25	02:02:02
Alarm (Automatic, Fire, Police)	CHPD	D	294	00:13:08	00:20:30	00:36:26
	DPD	D	119	00:15:38	00:26:39	00:43:11
	GPD	D	52	00:11:51	00:22:37	00:46:30
	IPD	D	1,709	00:12:04	00:19:41	00:34:17
	NYSP	D	838	00:23:23	00:35:18	00:49:53
	SHERIFF	D	1,550	00:18:39	00:29:21	00:42:44

Total Call Time on Task Intervals, 2015-2016						
Incident Group	Agency	Call Source (Dispatch/ Officer)	Unique Incidents	Median	75th Percentile	90th Percentile
Alcohol/Drug Related	CHPD	D	23	00:24:11	00:48:06	01:21:40
	DPD	D	64	00:52:27	01:34:26	02:37:34
	GPD	D	39	00:34:15	01:16:52	01:47:30
	IPD	D	993	00:33:45	00:53:40	01:14:21
	NYSP	D	192	01:14:37	01:40:11	03:02:36
	SHERIFF	D	495	00:54:48	01:24:46	02:07:11
Animal Problem	CHPD	D	51	00:24:23	00:47:17	01:39:58
	DPD	D	44	00:18:11	00:41:26	01:00:59
	GPD	D	70	00:21:52	00:37:43	01:03:51
	IPD	D	481	00:21:38	00:31:53	00:56:50
	NYSP	D	303	00:37:06	00:55:11	01:26:09
	SHERIFF	D	529	00:29:34	00:45:54	01:12:35
Assault, Fight, Harassment, Menacing, Rape, Prowling	CHPD	D	30	00:44:27	01:05:54	01:44:29
	DPD	D	134	00:42:04	01:13:05	01:43:03
	GPD	D	98	00:27:46	00:56:20	01:37:35
	IPD	D	1,357	00:37:28	01:02:13	01:45:03
	NYSP	D	667	01:19:11	02:07:09	03:35:38
	SHERIFF	D	1,072	01:00:55	01:31:58	02:30:53
Assist	CHPD	D	230	00:28:47	01:03:57	01:37:28
	DPD	D	368	00:27:41	00:57:32	01:34:07
	GPD	D	234	00:25:11	00:58:16	01:38:44
	IPD	D	3,208	00:25:51	00:46:52	01:15:57
	NYSP	D	647	00:57:06	01:32:38	02:30:42
	SHERIFF	D	1,770	00:48:08	01:20:21	01:57:16
Burglary, Larceny, Robbery, Theft	CHPD	D	81	00:36:54	01:13:43	03:14:31
	DPD	D	154	00:44:46	01:32:47	02:34:00
	GPD	D	91	00:29:22	01:03:26	01:56:44
	IPD	D	2,189	00:40:39	01:10:02	01:48:51
	NYSP	D	723	01:45:10	02:58:19	04:42:35
	SHERIFF	D	1,237	01:06:52	01:45:29	02:39:59
Complaint (Civil, Neighbor, Noise, Traffic, Other)	CHPD	D	172	00:18:29	00:30:40	00:57:28
	DPD	D	226	00:21:38	00:43:29	01:18:08
	GPD	D	109	00:16:32	00:28:25	01:00:13
	IPD	D	3,671	00:19:04	00:31:42	00:51:06
	NYSP	D	1,006	00:34:47	00:59:32	01:43:33

Total Call Time on Task Intervals, 2015-2016						
Incident Group	Agency	Call Source (Dispatch/ Officer)	Unique Incidents	Median	75th Percentile	90th Percentile
	SHERIFF	D	2,018	00:27:24	00:49:03	01:27:50
Criminal Mischief	CHPD	D	18	00:27:16	00:37:35	01:15:24
	DPD	D	43	00:26:42	00:52:44	01:52:02
	GPD	D	20	00:36:58	00:54:29	01:46:34
	IPD	D	553	00:28:44	00:46:44	01:07:56
	NYSP	D	139	01:37:22	02:37:30	04:14:38
	SHERIFF	D	284	00:53:05	01:20:13	01:59:13
Detail	CHPD	D	49	00:28:52	01:29:26	02:56:35
	DPD	D	51	00:47:14	02:32:59	03:45:40
	GPD	D	13	00:25:19	01:13:54	01:24:01
	IPD	D	316	01:20:39	03:32:45	06:05:27
	NYSP	D	3	01:05:27	01:41:34	02:03:14
	SHERIFF	D	442	00:05:08	00:51:49	03:32:56
Disorderly Conduct	CHPD	D	13	00:40:58	01:06:23	02:35:09
	DPD	D	34	00:31:14	01:07:07	01:38:43
	GPD	D	20	00:33:09	01:02:02	01:13:59
	IPD	D	515	00:20:10	00:34:54	01:09:51
	NYSP	D	65	00:52:45	01:13:37	01:49:00
	SHERIFF	D	149	00:41:31	01:11:35	01:50:25
Dispute	CHPD	D	41	00:44:46	01:05:51	02:01:48
	DPD	D	141	00:38:08	01:10:47	02:19:35
	GPD	D	80	00:34:34	00:57:34	01:17:49
	IPD	D	1,297	00:25:13	00:44:29	01:14:36
	NYSP	D	610	00:59:24	01:29:50	02:24:41
	SHERIFF	D	897	00:52:02	01:19:14	02:10:39
Domestic	CHPD	D	45	00:44:12	01:20:36	02:15:11
	DPD	D	77	00:52:02	01:44:43	03:14:27
	GPD	D	78	00:59:04	01:28:58	03:56:07
	IPD	D	477	00:44:35	01:14:16	02:38:04
	NYSP	D	638	01:07:03	01:52:25	03:34:38
	SHERIFF	D	907	00:59:24	01:30:56	02:54:16
Escort	CHPD	D	1	01:09:19	01:09:19	01:09:19
	DPD	D	5	00:13:37	00:34:42	01:00:35
	GPD	D	24	00:21:18	00:47:06	01:41:19
	IPD	D	522	00:28:21	00:44:55	01:15:29

Total Call Time on Task Intervals, 2015-2016						
Incident Group	Agency	Call Source (Dispatch/ Officer)	Unique Incidents	Median	75th Percentile	90th Percentile
	NYSP	D	8	00:55:38	01:04:15	01:19:12
	SHERIFF	D	20	00:58:43	01:24:59	01:38:42
Fire (Structure, Brush, Vehicle, misc.)	CHPD	D	11	00:40:50	00:54:46	01:03:41
	DPD	D	10	00:58:18	01:38:15	03:50:55
	GPD	D	13	00:29:30	00:42:59	01:12:26
	IPD	D	154	00:25:37	00:45:37	01:36:47
	NYSP	D	69	00:48:01	01:20:46	03:10:14
	SHERIFF	D	116	00:48:36	01:20:56	03:40:20
Fraud	CHPD	D	17	00:41:01	01:47:02	06:34:16
	DPD	D	35	00:35:39	01:07:43	02:42:03
	GPD	D	15	00:27:44	00:48:57	01:09:48
	IPD	D	374	00:38:02	00:59:50	01:34:34
	NYSP	D	122	01:38:48	02:50:42	04:12:56
	SHERIFF	D	387	00:57:44	01:23:57	02:06:12
Information	CHPD	D	23	00:36:05	01:11:40	01:50:11
	DPD	D	8	01:54:18	03:10:19	04:06:31
	GPD	D	11	00:24:02	00:42:08	02:33:56
	IPD	D	317	00:22:53	00:43:18	01:12:51
	NYSP	D	6	01:25:07	01:56:13	02:16:36
	SHERIFF	D	366	00:34:39	01:08:54	02:14:20
Local Law	CHPD	D	15	00:16:58	00:26:04	00:53:24
	DPD	D	26	00:12:54	00:27:25	00:39:11
	GPD	D	15	00:10:08	00:15:12	00:23:58
	IPD	D	993	00:12:09	00:21:59	00:38:16
	NYSP	D	20	00:44:33	01:09:51	01:24:46
	SHERIFF	D	32	00:48:17	01:16:35	01:49:56
Medical	CHPD	D	97	00:57:22	01:16:28	02:33:20
	DPD	D	68	01:21:32	01:34:40	01:57:53
	GPD	D	72	01:21:48	01:51:44	02:27:03
	IPD	D	817	00:46:50	01:02:29	01:28:13
	NYSP	D	374	01:24:23	02:22:43	03:29:16
	SHERIFF	D	567	01:18:31	01:52:58	02:57:44
Missing Persons	CHPD	D	9	01:00:55	01:02:27	02:00:45
	DPD	D	20	00:51:17	01:39:13	03:16:27
	GPD	D	8	00:34:43	01:08:40	01:37:40

Total Call Time on Task Intervals, 2015-2016						
Incident Group	Agency	Call Source (Dispatch/ Officer)	Unique Incidents	Median	75th Percentile	90th Percentile
	IPD	D	158	00:50:53	01:22:30	01:58:40
	NYSP	D	113	01:42:11	02:40:26	04:19:42
	SHERIFF	D	156	01:16:38	02:08:12	02:58:03
Offenses Against Children	DPD	D	3	01:32:58	01:41:21	01:46:24
	GPD	D	1	00:06:02	00:06:02	00:06:02
	IPD	D	9	00:29:18	00:37:04	00:47:47
	NYSP	D	11	02:21:54	03:43:13	04:48:18
	SHERIFF	D	28	00:42:25	01:38:14	02:03:35
Other	CHPD	D	3	00:26:27	00:50:23	01:04:45
	DPD	D	10	00:39:36	01:02:38	01:47:24
	GPD	D	11	00:34:31	01:02:36	03:27:36
	IPD	D	93	00:25:22	00:43:50	00:57:37
	NYSP	D	47	01:17:10	01:45:04	03:01:01
	SHERIFF	D	146	00:40:41	01:04:57	01:37:49
Property Check	CHPD	O	1,541	00:13:42	00:22:58	00:39:02
	DPD	O	54	00:05:01	00:17:59	00:40:33
	GPD	O	25	00:08:30	00:18:45	00:48:07
	IPD	O	2,589	00:05:08	00:12:45	00:30:42
	NYSP	O	21	00:36:06	00:59:55	01:27:23
	SHERIFF	O	161	00:24:47	00:46:44	01:23:47
Property Dispute	CHPD	D	79	00:15:32	00:33:00	00:56:13
	DPD	D	71	00:14:37	00:29:21	01:01:55
	GPD	D	65	00:15:15	00:25:18	00:52:32
	IPD	D	1,813	00:23:25	00:40:35	01:03:51
	NYSP	D	105	01:04:33	01:55:17	02:59:07
	SHERIFF	D	456	00:42:07	01:05:25	01:39:08
Service Administration (Appearance Ticket, Warrant, Papers Served)	CHPD	D	10	01:35:39	01:55:12	03:07:41
	DPD	D	16	01:13:44	02:27:59	03:01:10
	GPD	D	34	01:45:21	02:24:53	03:09:47
	IPD	D	321	01:06:58	01:53:42	02:54:22
	NYSP	D	20	02:36:08	03:05:25	04:26:41
	SHERIFF	D	360	01:46:15	02:42:12	03:31:00
Sexual Abuse	CHPD	D	1	01:00:19	01:00:19	01:00:19
	DPD	D	15	01:19:39	02:35:48	04:09:36
	GPD	D	9	01:17:09	03:28:27	04:58:11

Total Call Time on Task Intervals, 2015-2016						
Incident Group	Agency	Call Source (Dispatch/ Officer)	Unique Incidents	Median	75th Percentile	90th Percentile
	IPD	D	85	01:21:54	02:02:25	03:39:33
	NYSP	D	25	03:10:42	05:13:30	06:32:40
	SHERIFF	D	74	00:58:59	01:51:52	02:42:45
Suspicious Condition, Vehicle, Person(s)	CHPD	D	129	00:21:21	00:34:55	00:58:14
	DPD	D	175	00:23:22	00:38:31	01:07:45
	GPD	D	130	00:12:09	00:22:19	00:45:03
	IPD	D	1,912	00:19:00	00:32:59	00:58:02
	NYSP	D	601	00:41:23	01:05:15	01:51:35
	SHERIFF	D	1,076	00:32:30	00:55:32	01:31:52
Traffic	CHPD	D	10	00:15:45	00:35:30	00:45:07
	CHPD	O	1,034	00:09:41	00:17:14	00:33:54
	DPD	D	20	00:14:24	00:21:53	00:42:20
	DPD	O	707	00:10:13	00:16:07	00:28:52
	GPD	D	31	00:12:23	00:23:01	00:31:44
	GPD	O	736	00:07:35	00:12:41	00:24:11
	IPD	D	3,484	00:21:33	00:35:32	00:55:20
	IPD	O	5,906	00:07:58	00:14:57	00:37:02
	NYSP	D	59	00:52:57	01:16:40	01:44:54
	NYSP	O	6,345	00:07:34	00:10:42	00:17:30
	SHERIFF	D	163	00:42:28	01:06:33	01:47:00
	SHERIFF	O	6,740	00:06:55	00:12:28	00:26:27
Transport	CHPD	D	4	00:36:34	01:13:26	01:55:43
	DPD	D	7	00:49:47	02:02:05	02:41:41
	GPD	D	12	01:05:15	01:49:49	02:04:01
	IPD	D	155	00:49:14	01:41:28	03:52:11
	NYSP	D	2	00:27:34	00:30:17	00:31:55
	SHERIFF	D	478	01:03:55	02:05:06	04:48:35
Trespassing, Loitering	CHPD	D	13	00:43:39	00:54:15	01:13:14
	DPD	D	57	00:35:23	01:00:17	01:16:30
	GPD	D	48	00:24:39	00:55:10	02:17:43
	IPD	D	722	00:24:18	00:40:11	01:11:11
	NYSP	D	196	00:59:19	01:28:25	02:39:27
	SHERIFF	D	284	00:50:37	01:16:59	01:59:35
Unclassified	CHPD	D	3	00:35:58	00:44:49	00:50:08
	DPD	D	21	00:34:37	01:14:07	01:54:33

Total Call Time on Task Intervals, 2015-2016						
Incident Group	Agency	Call Source (Dispatch/ Officer)	Unique Incidents	Median	75th Percentile	90th Percentile
	GPD	D	7	00:14:56	00:27:00	01:05:43
	IPD	D	316	00:17:54	00:36:43	01:06:41
	NYSP	D	119	01:05:57	02:00:09	03:37:42
	SHERIFF	D	396	00:36:55	01:10:43	01:52:07
Weapons Related	CHPD	D	7	00:55:19	01:05:23	01:27:40
	DPD	D	7	00:40:30	01:09:29	02:34:02
	GPD	D	7	00:33:41	00:50:47	02:12:16
	IPD	D	84	00:22:27	00:44:07	02:21:57
	NYSP	D	93	00:42:08	00:54:07	01:22:14
	SHERIFF	D	128	00:36:12	01:03:26	01:25:53
Welfare Check	CHPD	D	66	00:28:57	00:55:52	01:44:19
	DPD	D	126	00:39:39	01:12:16	01:53:22
	GPD	D	93	00:20:51	01:07:02	01:45:06
	IPD	D	1,650	00:26:39	00:48:24	01:15:19
	NYSP	D	677	00:55:54	01:34:27	02:37:29
	SHERIFF	D	1,137	00:47:11	01:20:01	02:08:55
Grand Total / Overall Time Intervals			93,296	00:25:01	00:53:11	01:36:54

Incident Group Detail, All Calls 2015-16	
Incident Group Member	Incident Count
911 (Hang Up, Open)	1,085
911 HANG	1,034
911 OPEN	51
Accident (Property Damage & Injury)	8,951
ENTRAPMENT	2
PD ACCIDENT	7,763
PI ACCIDENT	1,186
Alarm (Automatic, Fire, Police)	4,787
ALARM	3
ALARM FIRE	124
ALARM POLICE	4,658
ALARM TROUBLE	2
Alcohol/Drug Related	2,112
DRUGS	1,131
INTOXICATION	383
OVERDOSE	598
Animal Problem	1,671
ANIMAL PROBLEM	1,671
Assault, Fight, Harassment, Menacing, Rape, Prowling	3,590
ASSAULT	334
HARASSMENT	3,220
STABBING	36
Assist	7,549
ASSIST	7,402
SERVICE CALL	147
Burglary, Larceny, Robbery, Theft	4,845
BURGLARY	901
ROBBERY	63
THEFT	3,881
Complaint (Civil, Neighbor, Noise, Traffic, Other)	7,585
CIVIL CMPLNT	711
NOISE CMPLNT	2,623
REC VEHICLE	7
TRAFFIC CMPLNT	4,244
Criminal Mischief	1,133
CRIM MISCHIEF	1,133
Detail	1,071
SPECIAL DETAIL	1,071

Incident Group Detail, All Calls 2015-16	
Disorderly Conduct	844
DISORDERLY COND	844
Dispute	3,300
DISPUTE	3,300
Domestic	2,369
DOMESTIC	2,369
Escort	591
ESCORT	591
Fire (Structure, Brush, Vehicle, misc.)	401
BRUSH FIRE	14
FIRE OUTSIDE	18
FIREWORKS	89
HAZMAT	13
REFUSE FIRE	11
STRUCTURE FIRE	232
VEHICLE FIRE	24
Fraud	1,065
BAD CHECK	39
FRAUD	1,026
Information	2,052
INFORMATION	2,052
Local Law	1,154
LOCAL LAW	1,154
Medical	2,189
ABDOMINAL	14
ALLERGY	10
ANIMAL BITES	38
BACK PAIN	5
BREATHING PROB	52
BURNS	3
CARDIAC ARREST	256
CHEST PAIN	43
CHOKING	1
CO POISONING	1
CONVULSIONS	45
DEAD BODY	31
DIABETIC PROB	14
DROWNING	3
ELECTROCUTION	1
EMS	9

Incident Group Detail, All Calls 2015-16	
EMS STANDBY	1
EXPOSURE	9
EYE PROBLEMS	2
FALLS	86
HEADACHE	2
HEART PROBLEM	10
HEMORRHAGE	36
INJURED PERSON	67
MEDICAL	98
PREGNANCY	1
PSYCHIATRIC	1,011
SICK PERSON	124
STROKE	6
TRAUMATIC INJ	46
UNCONSCIOUS	164
Missing Persons	497
MISSING PERSON	497
Offenses Against Children	65
CHILD ABUSE	65
Other	336
AIR 1	3
AIR 4	2
BOMB THREAT	2
K9 REQUEST	5
REPOSSESSED	170
SEND E	4
SEND N	10
UNKNOWN PROBLEM	134
Z TEST CALL	6
Property Check	8,478
PROPERTY CHECK	8,478
Property Dispute	3,045
PROPERTY CMPLNT	2,723
UNSECURE PREMIS	322
Service Admin (Appearance Ticket, Warrant, Papers Served)	860
WARRANT	860
Sexual Abuse	251
SEX OFFENSE	251
Suspicious Condition, Vehicle, Person(s)	4,284
SUSPICIOUS	4,284

Incident Group Detail, All Calls 2015-16	
Traffic	26,983
PARKING PROBLEM	3,932
TRAFFIC OFFENSE	23,051
Transport	691
TRANSPORT	691
Trespassing, Loitering	1,401
TRESPASSING	1,401
Unclassified	995
UNCLASSIFIED	995
Weapons Related	371
SHOTS FIRED	290
WEAPONS	81
Welfare Check	3,990
WELFARE CHECK	3,990
Grand Total	1,085

Appendix 3 Detailed Maps

2016 Accident Calls in City of Ithaca

2016Accident Calls in Town and City of Ithaca

2016 Domestic Calls in City of Ithaca

2016 Domestic Calls in Town and City of Ithaca

2016 Drugs and Burglary Calls in City of Ithaca

2016 Drugs and Burglary Calls in Town and City of Ithaca

2016 Nuisance Calls in City of Ithaca

2016 Nuisance Calls in Town and City of Ithaca

2016 Violence Calls in City of Ithaca

2016 Violence Calls in Town and City of Ithaca

Appendix 4 - Full Survey Responses

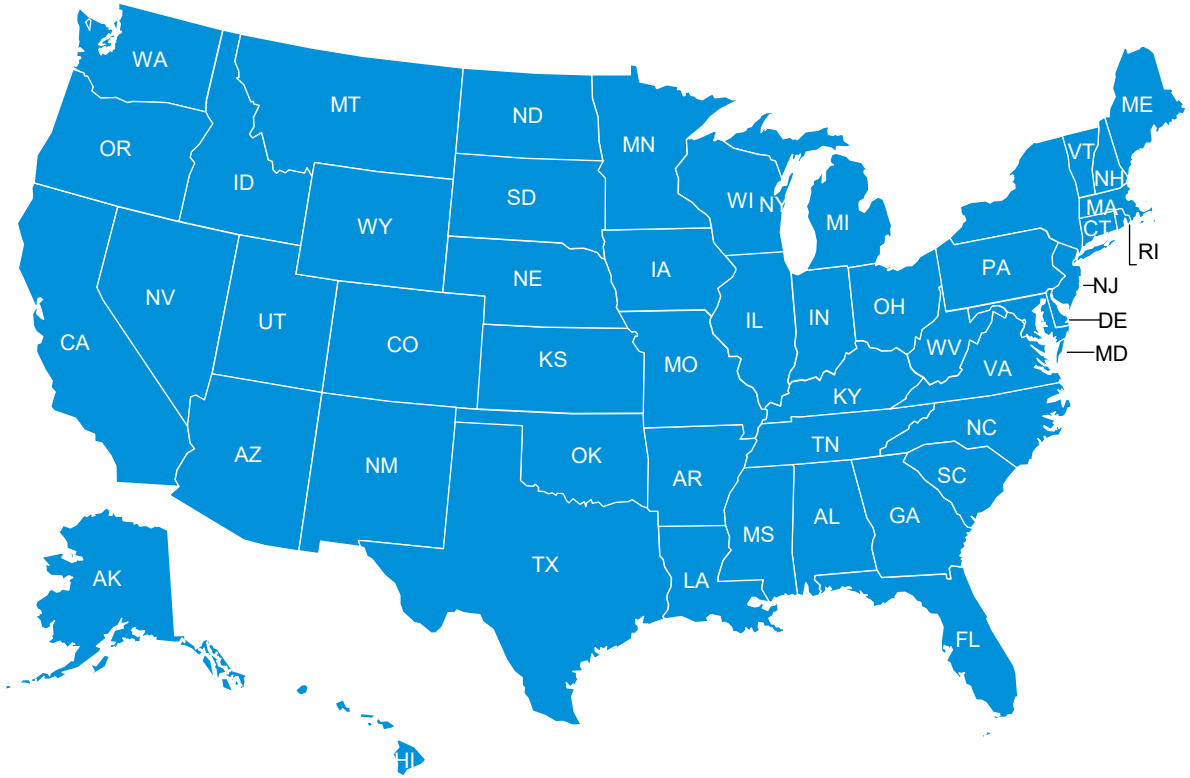
Appendix Item 5

Research Scan: Alternative to Arrest Models

Research Scan

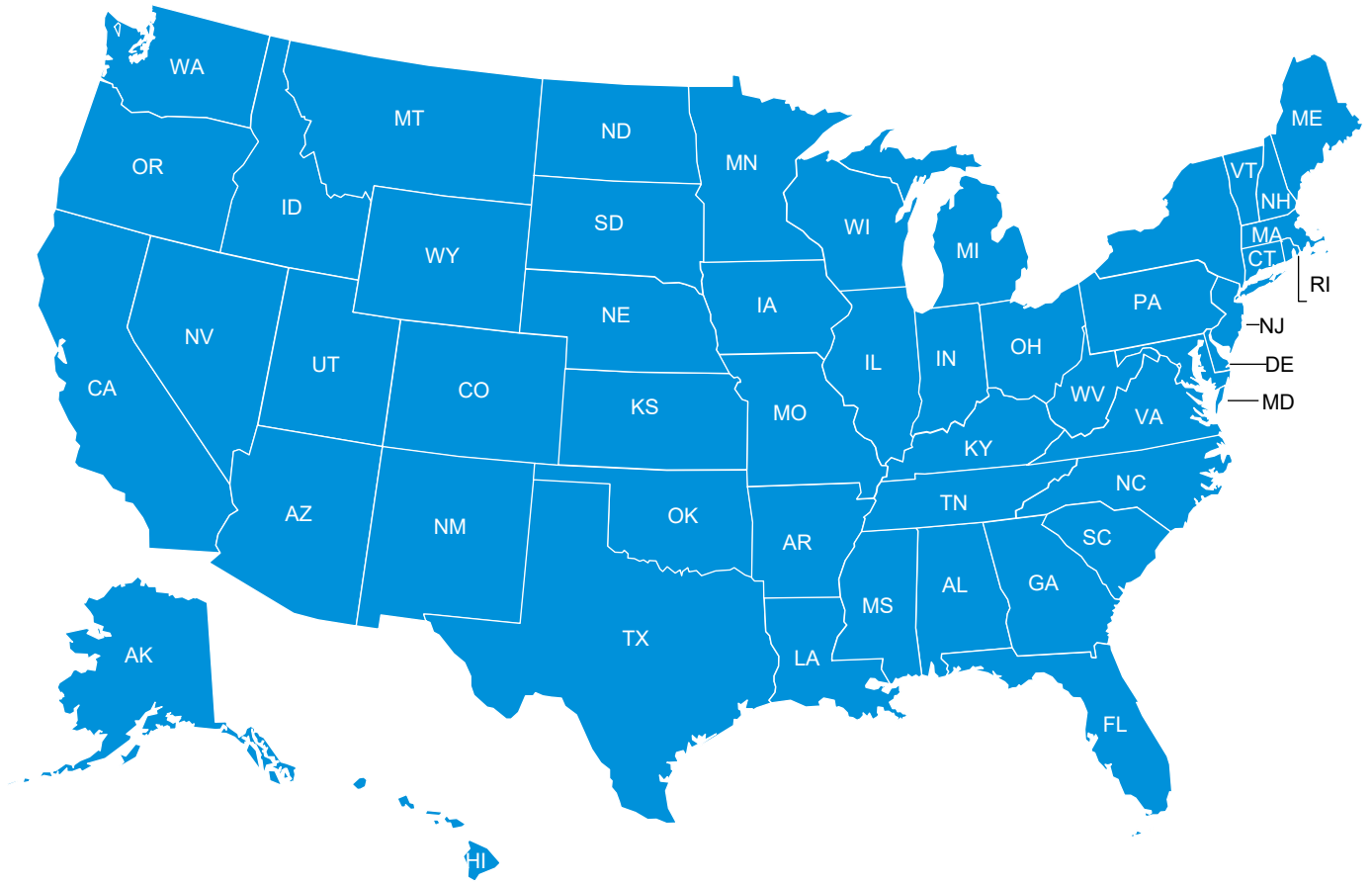
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POLICING EQUITY

Alternative to Arrest Models



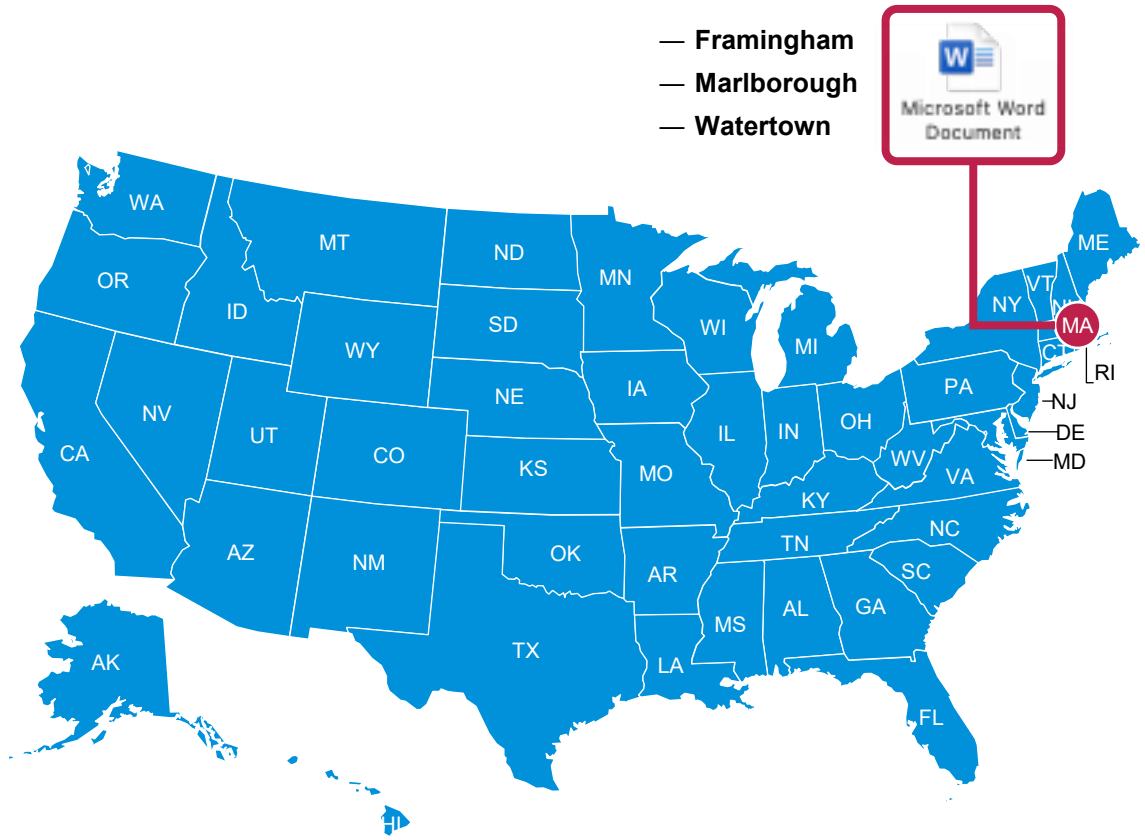
Drop down menu

- Advocates Jail Diversion Program
- Critical Time Intervention
- Opening Avenues to Reentry Success (OARS)
- Broome 911
- Minnesota Reentry Program
- Justice Lab, City of Long Beach
- Mental Health Diversion Court
- Criminal Mental Health Project, Miami-Dade County
- After Incarceration Support System
- Jail diversion initiatives
- STEER Police Deflection
- Portland Street Medicine
- CAHOOTS
- Dekalb Crisis Center
- Mental Evaluation Unit (MEU), LAPD
- Mental Health First
- Mobile Assistance Community Responds of Oakland (MACRO)
- Cascadia's Project Respond
- Albuquerque Street Connect (ABQSC)



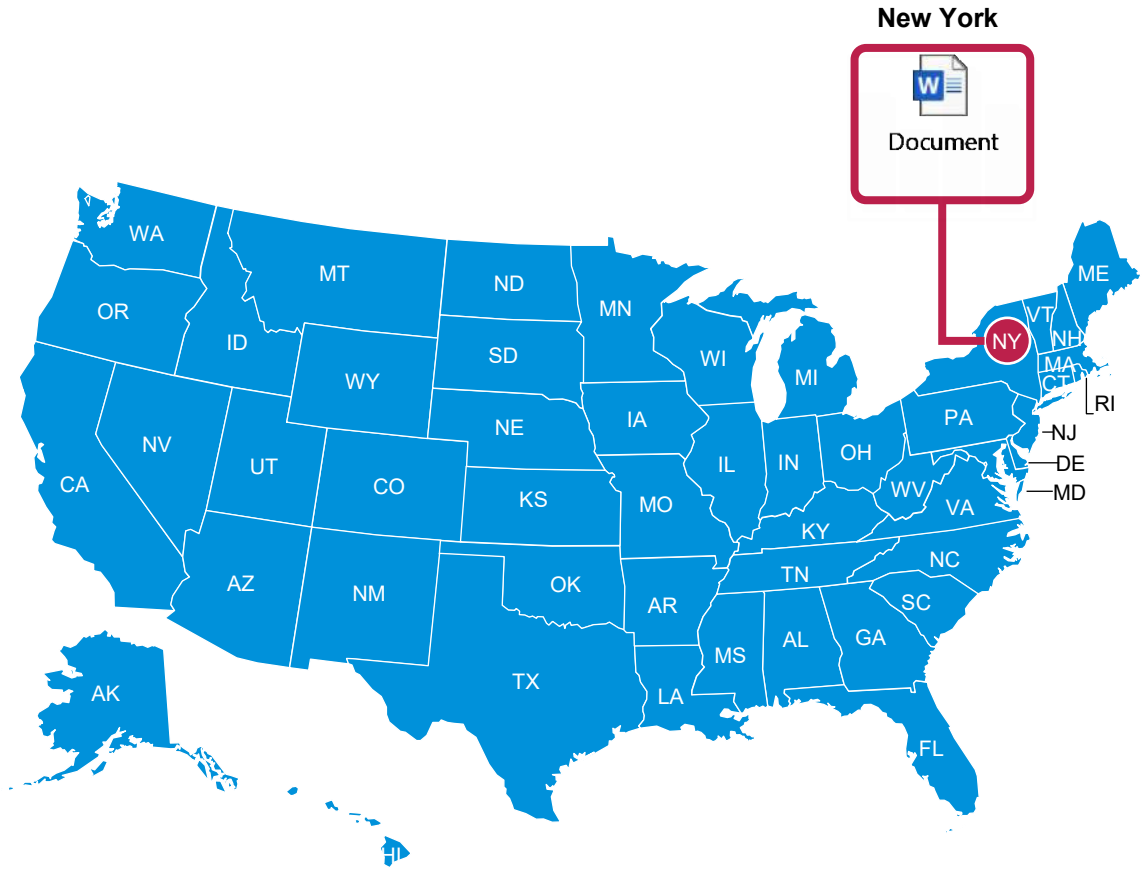
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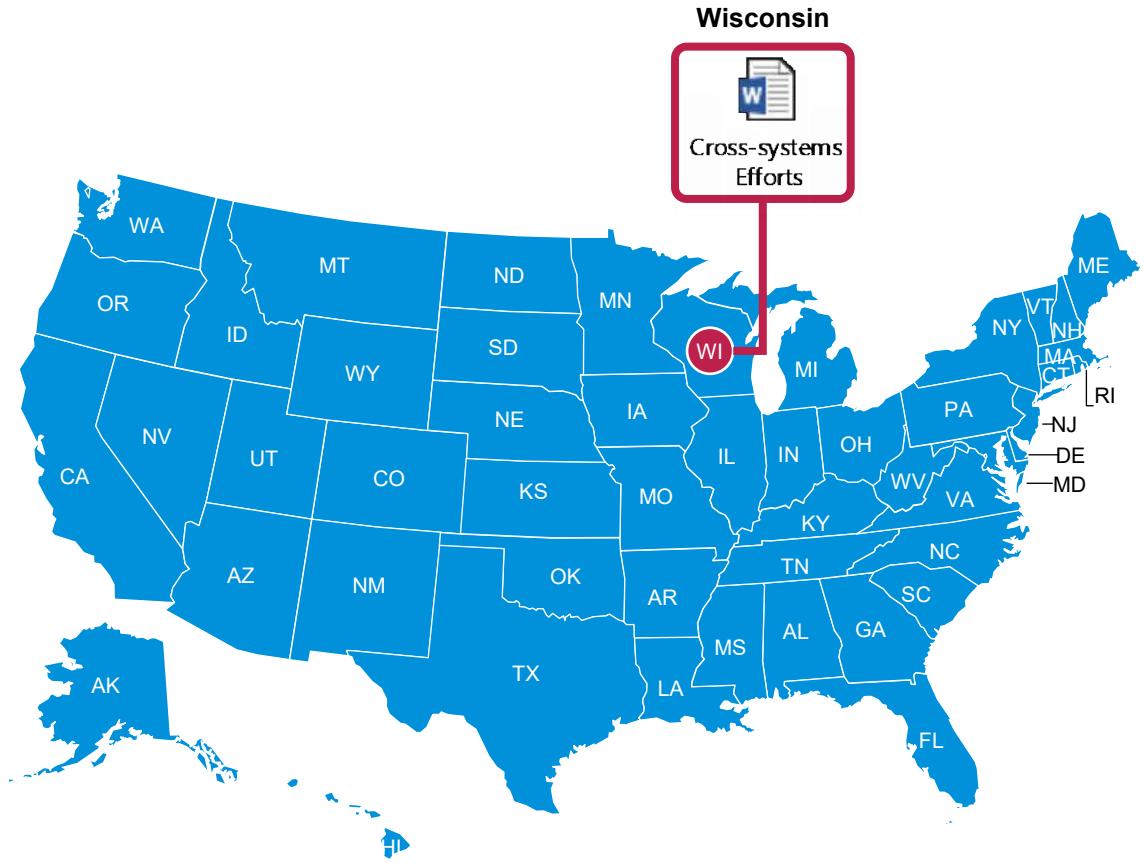
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Drop down menu

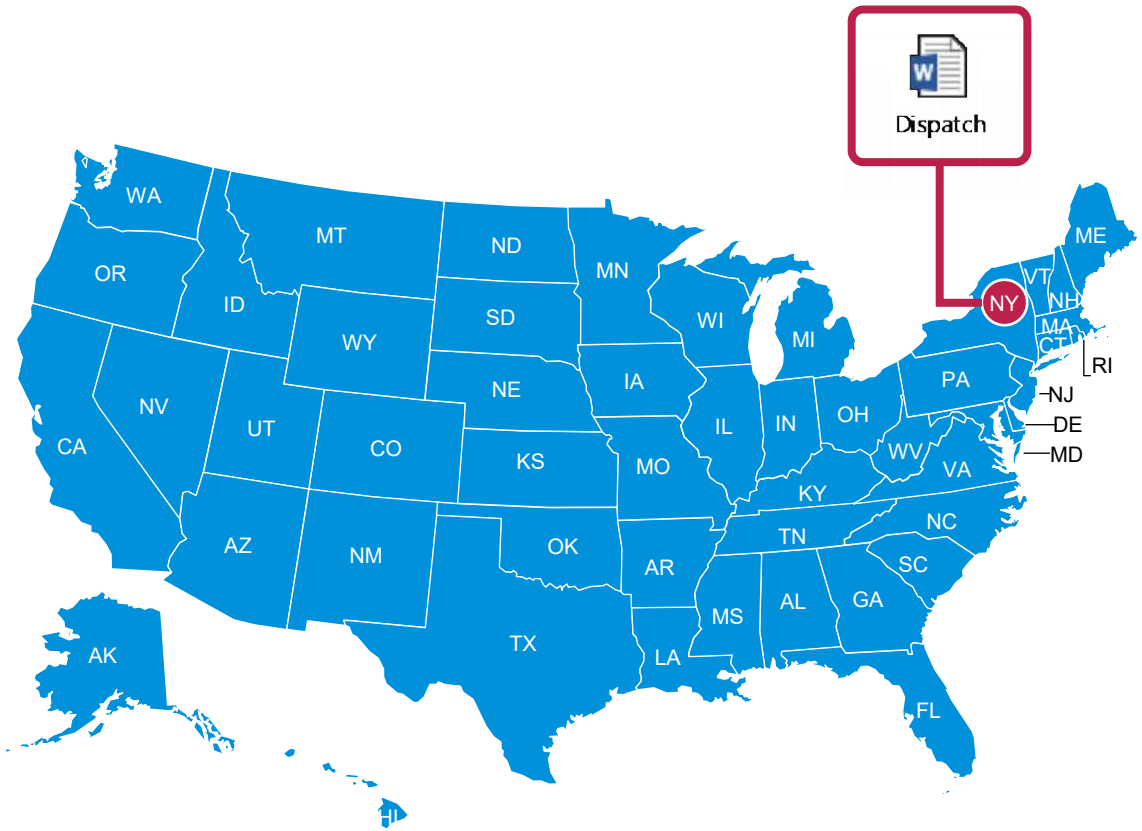
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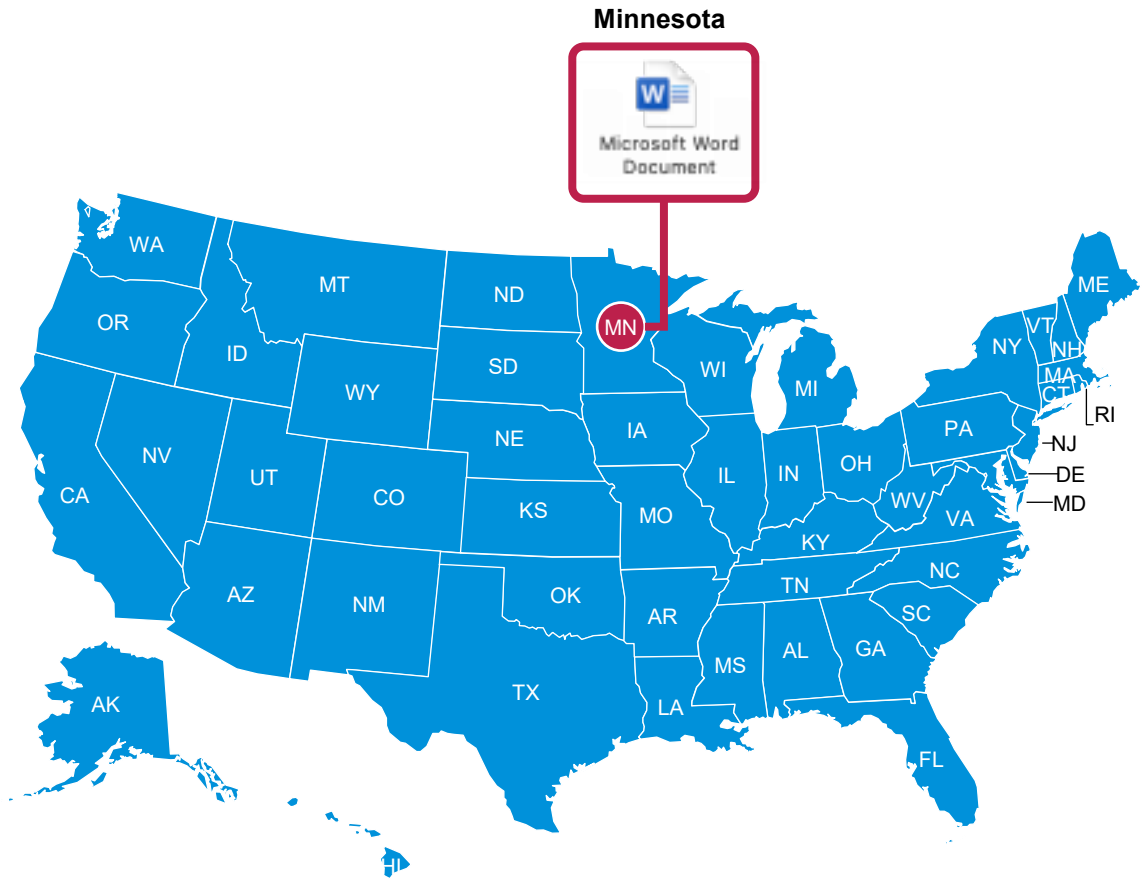
Broome County, New York



Drop down menu

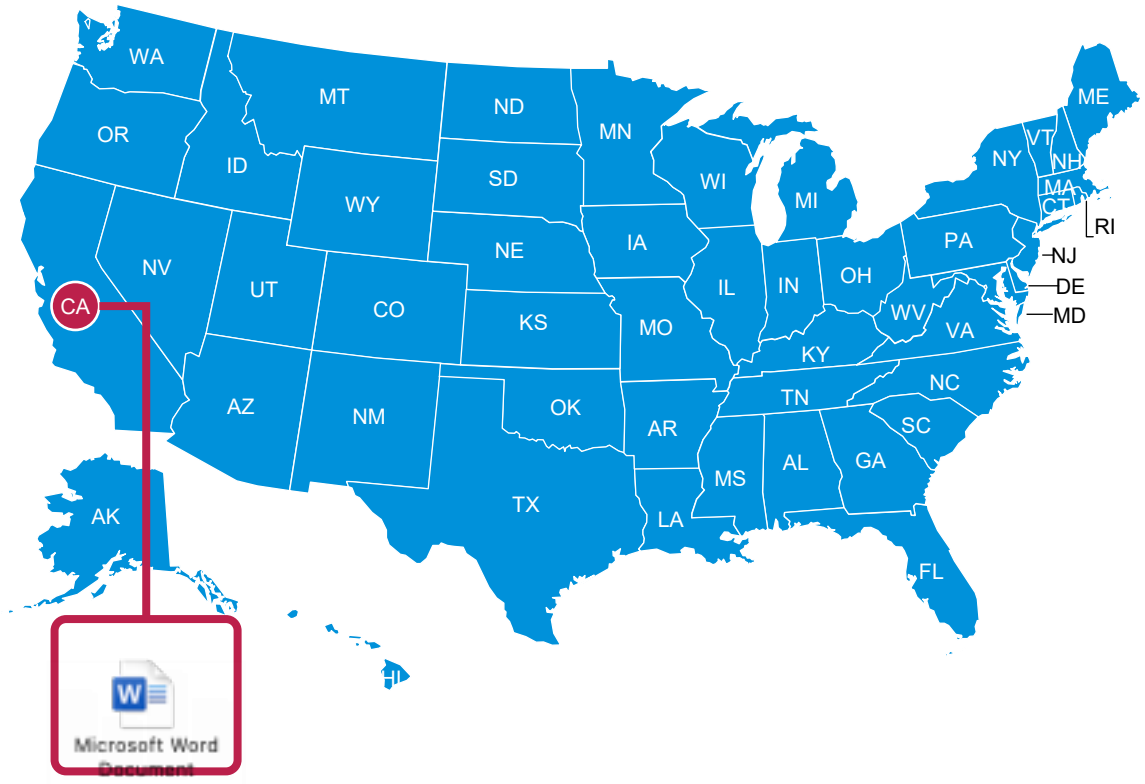
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- Opening Avenues to Reentry Success (OARS)
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- **Minnesota Reentry Program**
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- Cascadia's Project Respond
- Albuquerque Street Connect (ABQSC)

Minnesota



Drop down menu

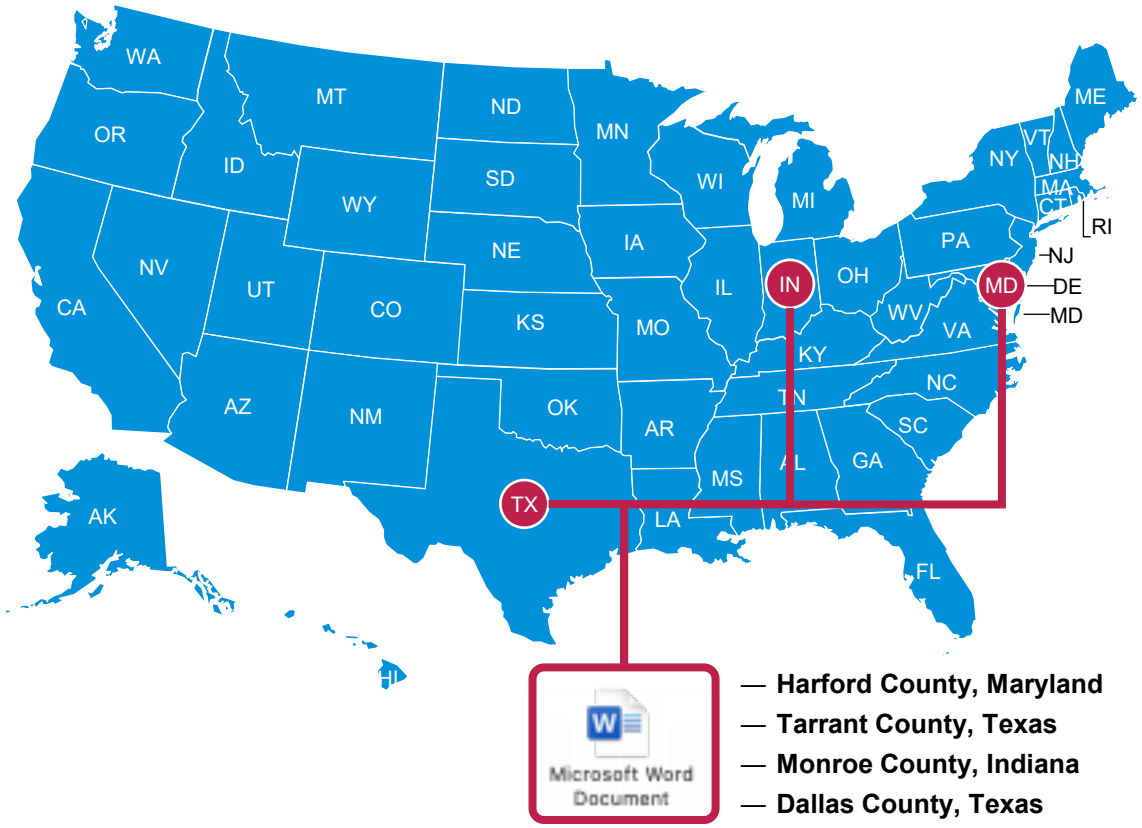
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Long Beach, California

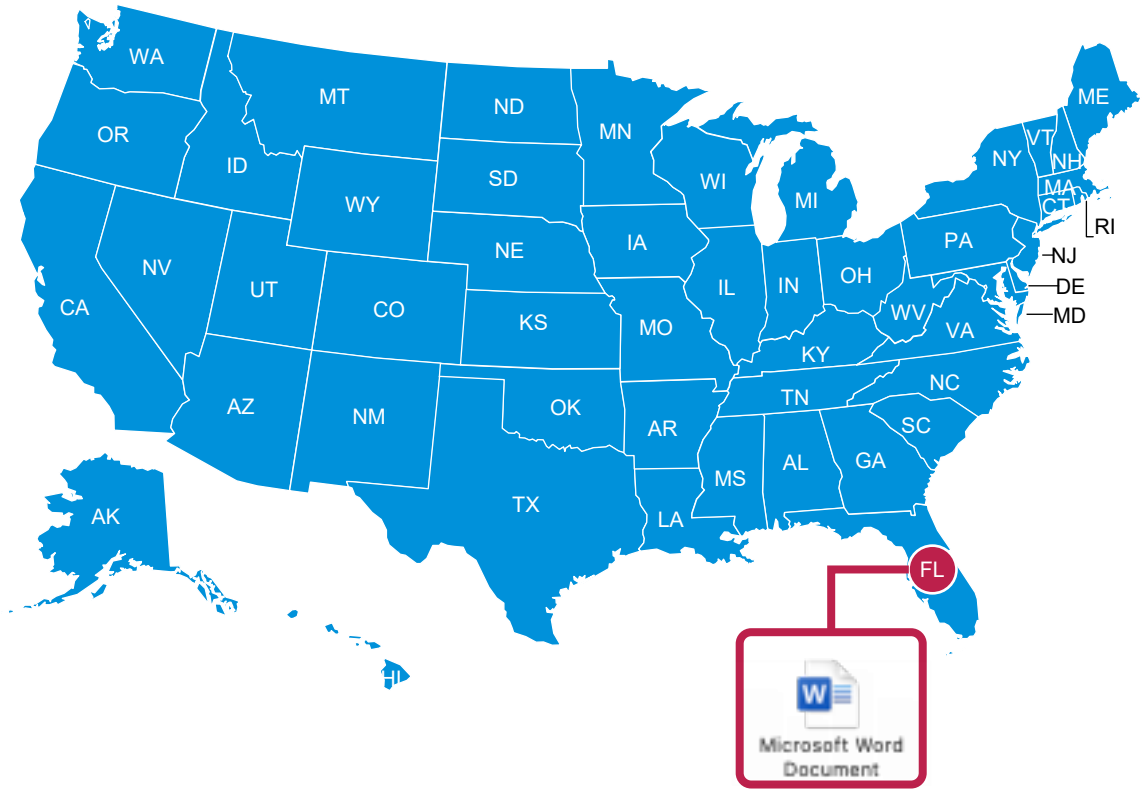
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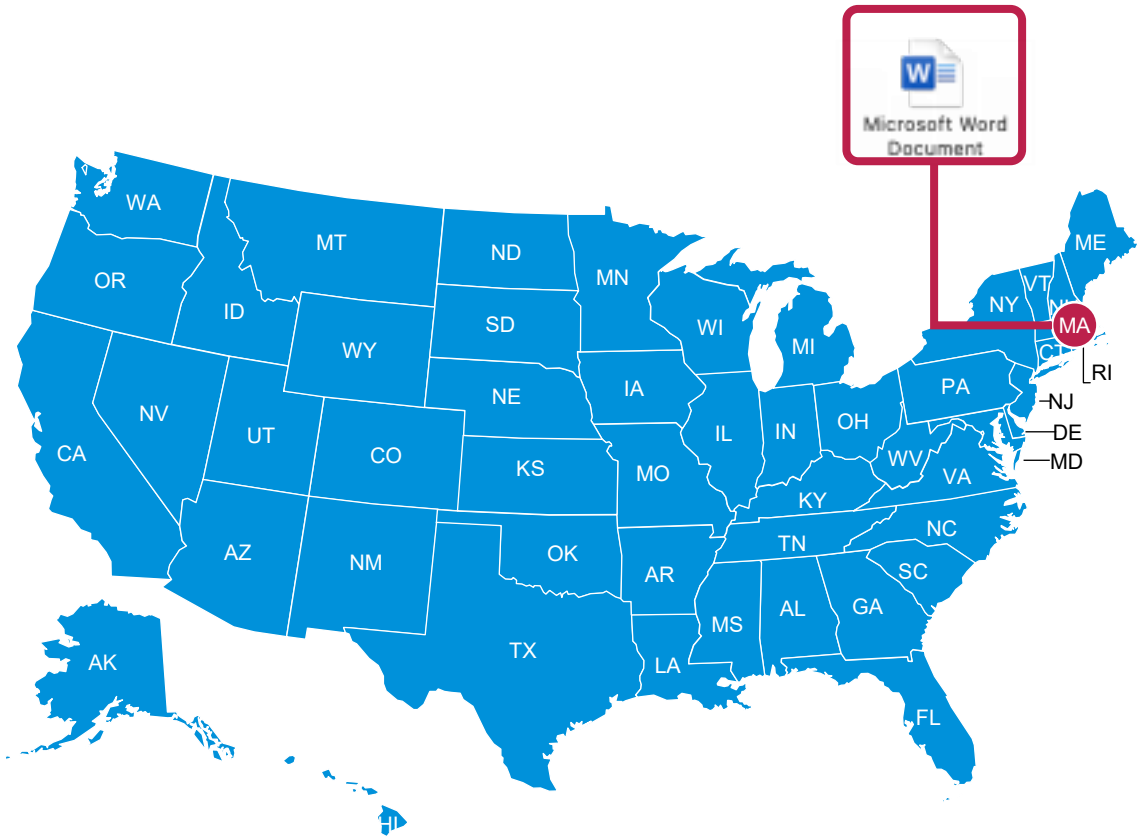
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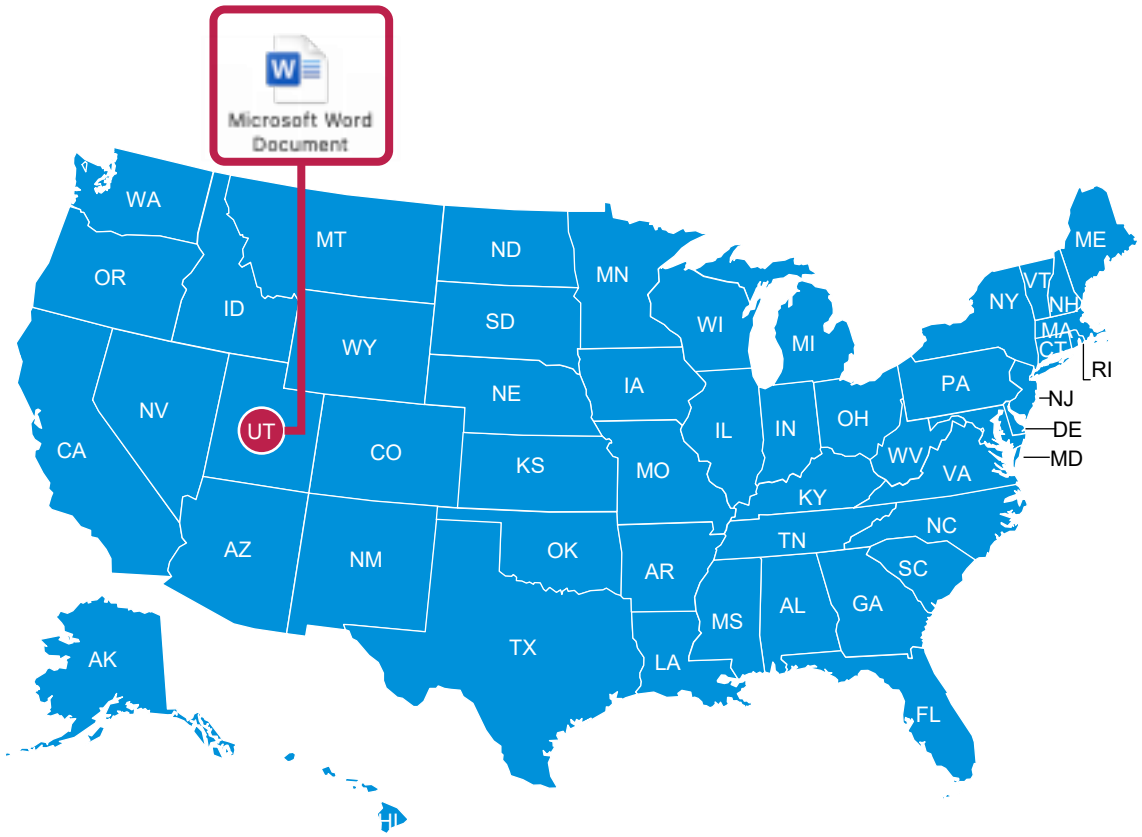
Hampden County, Massachusetts



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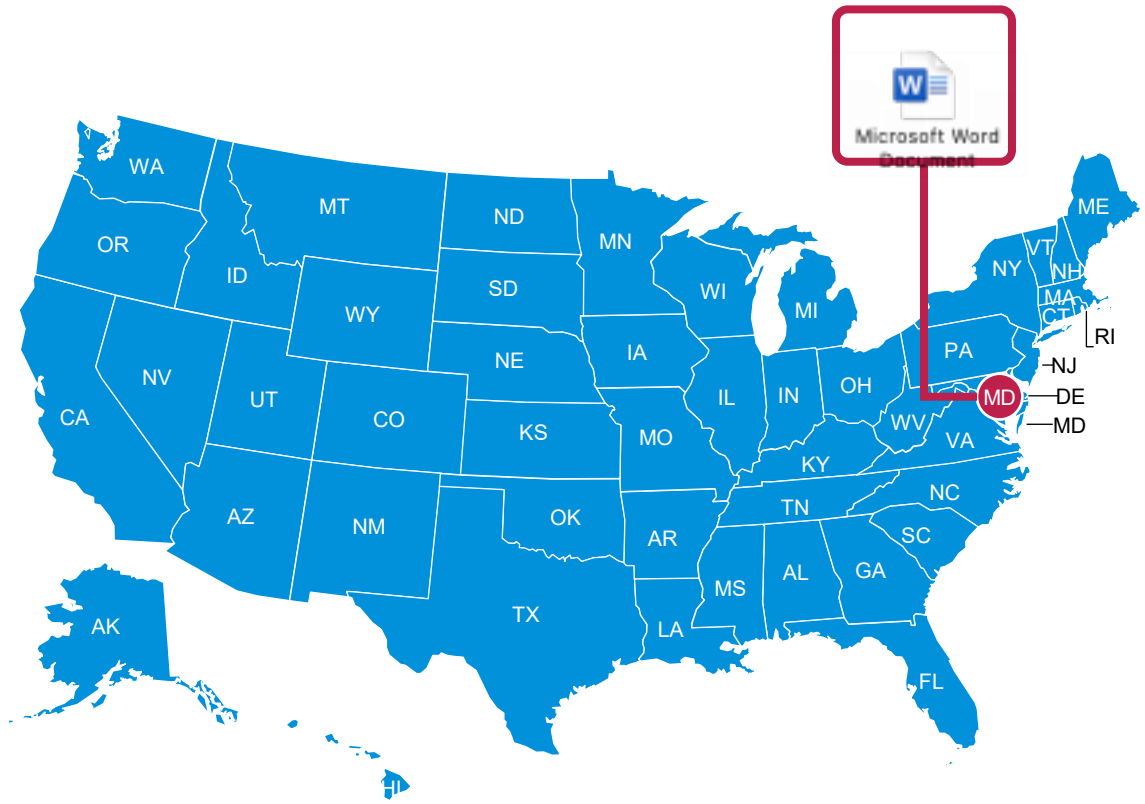
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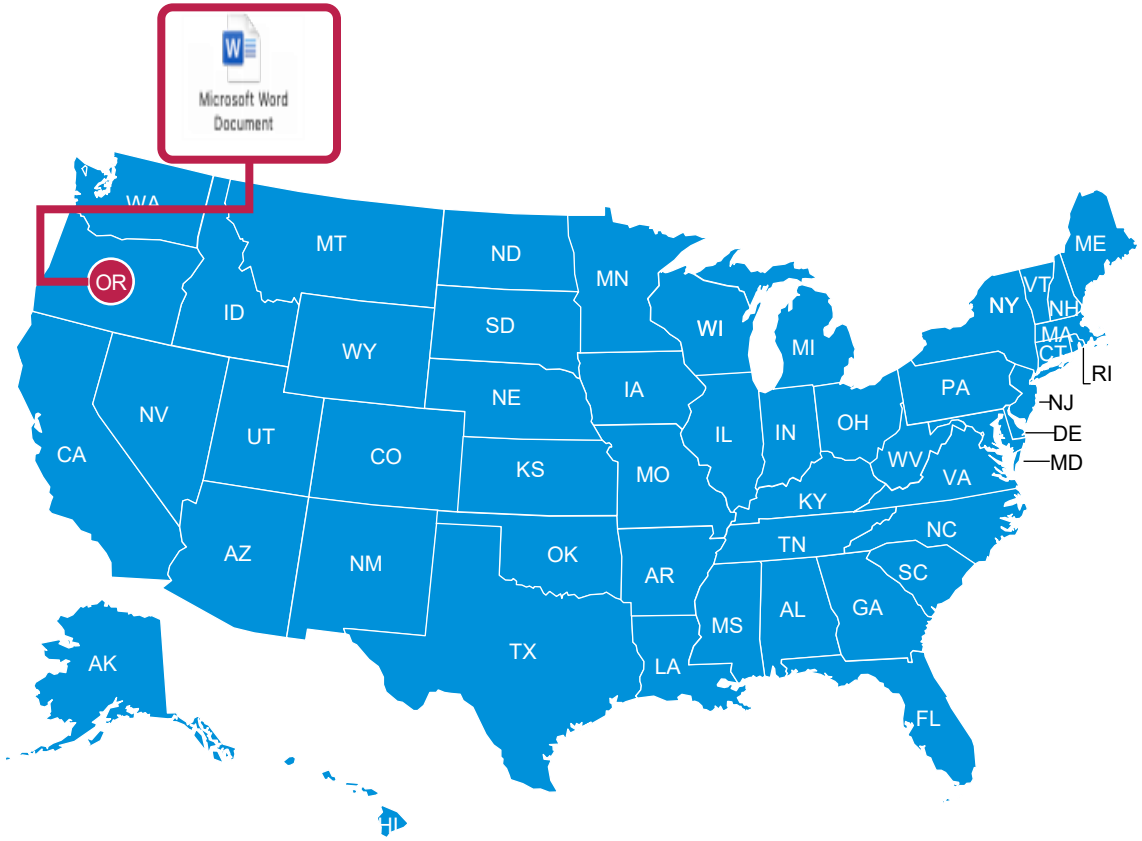
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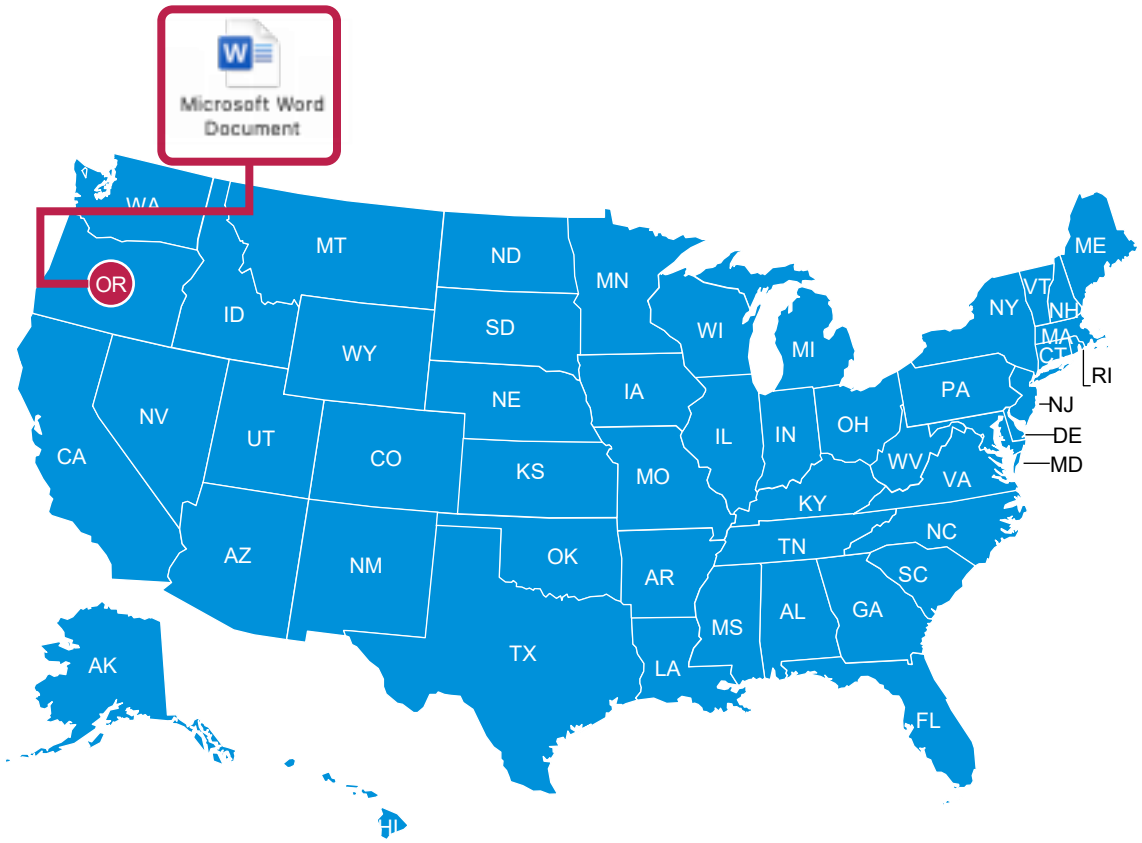
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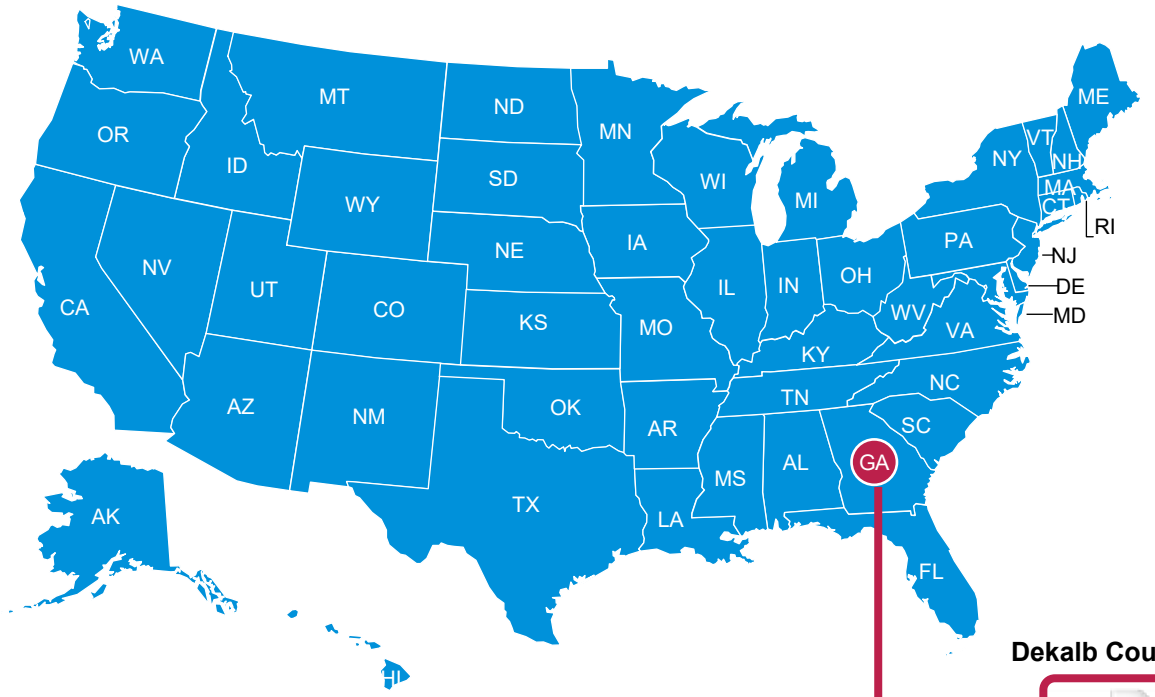
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Eugene, OR



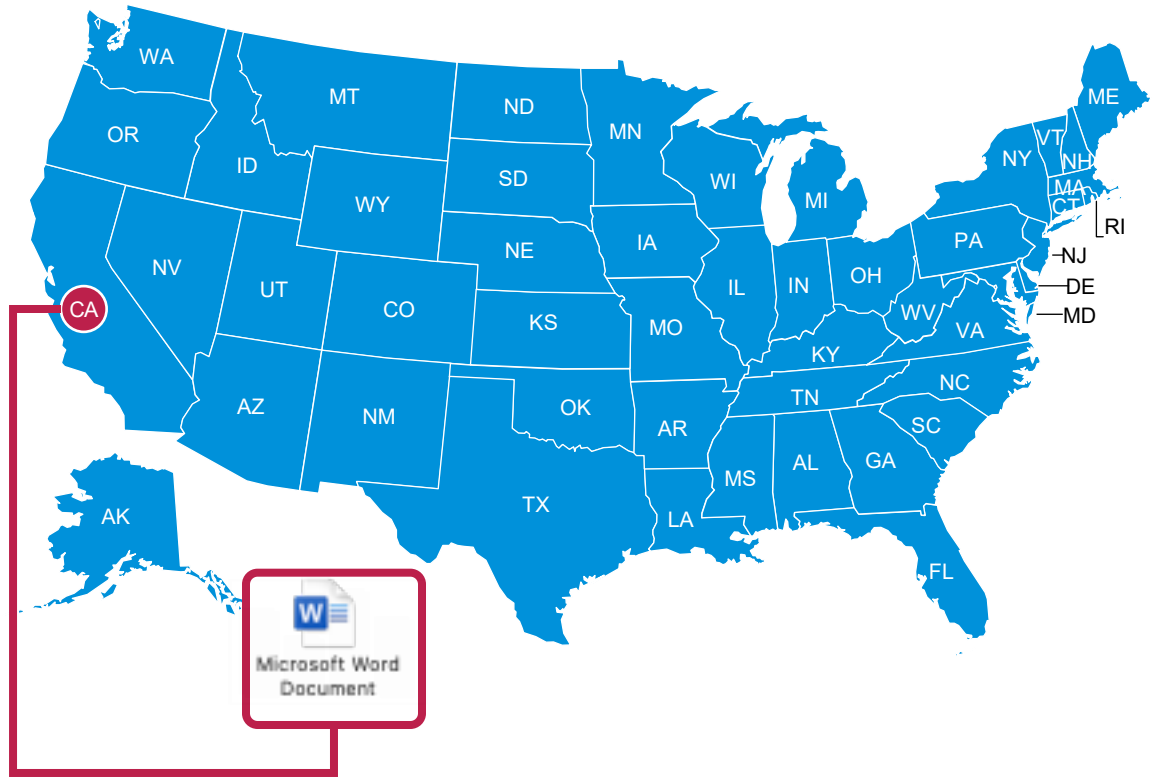
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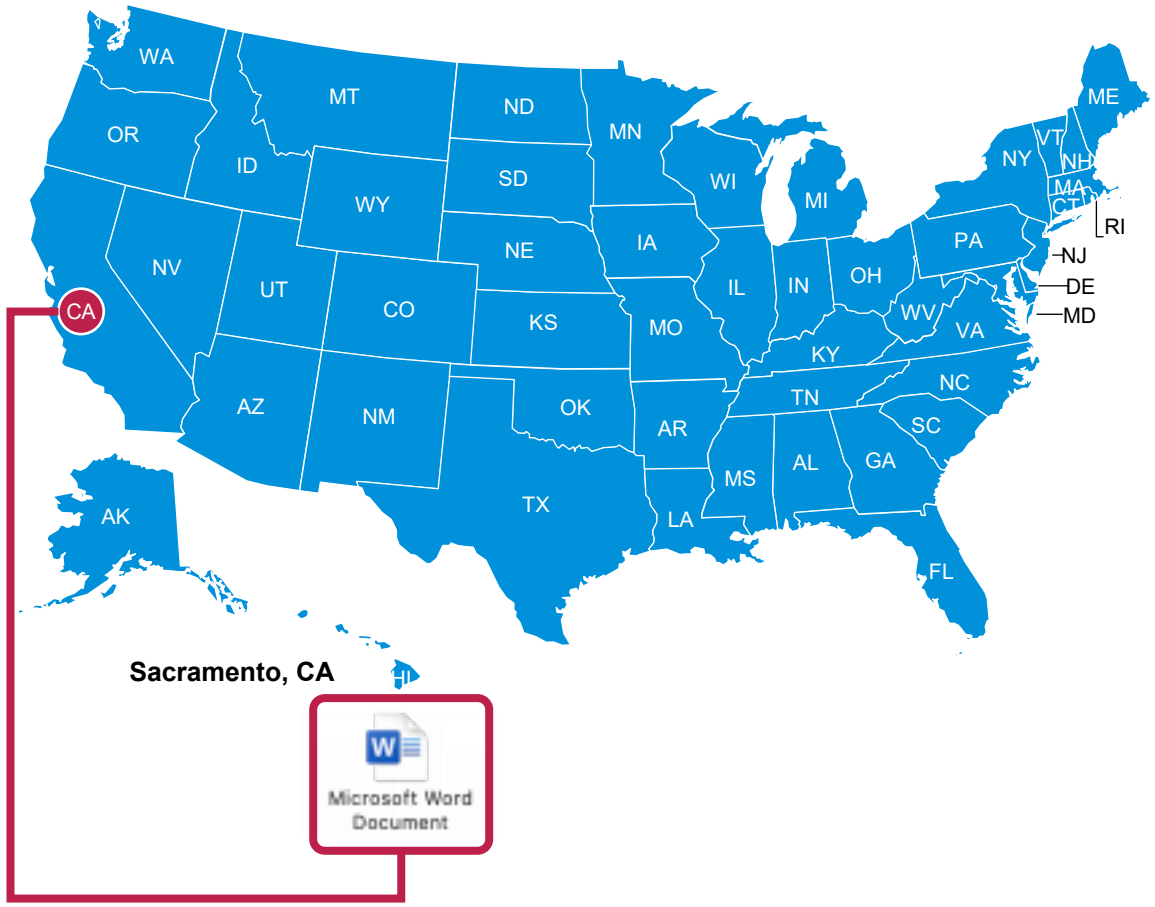
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Los Angeles, CA

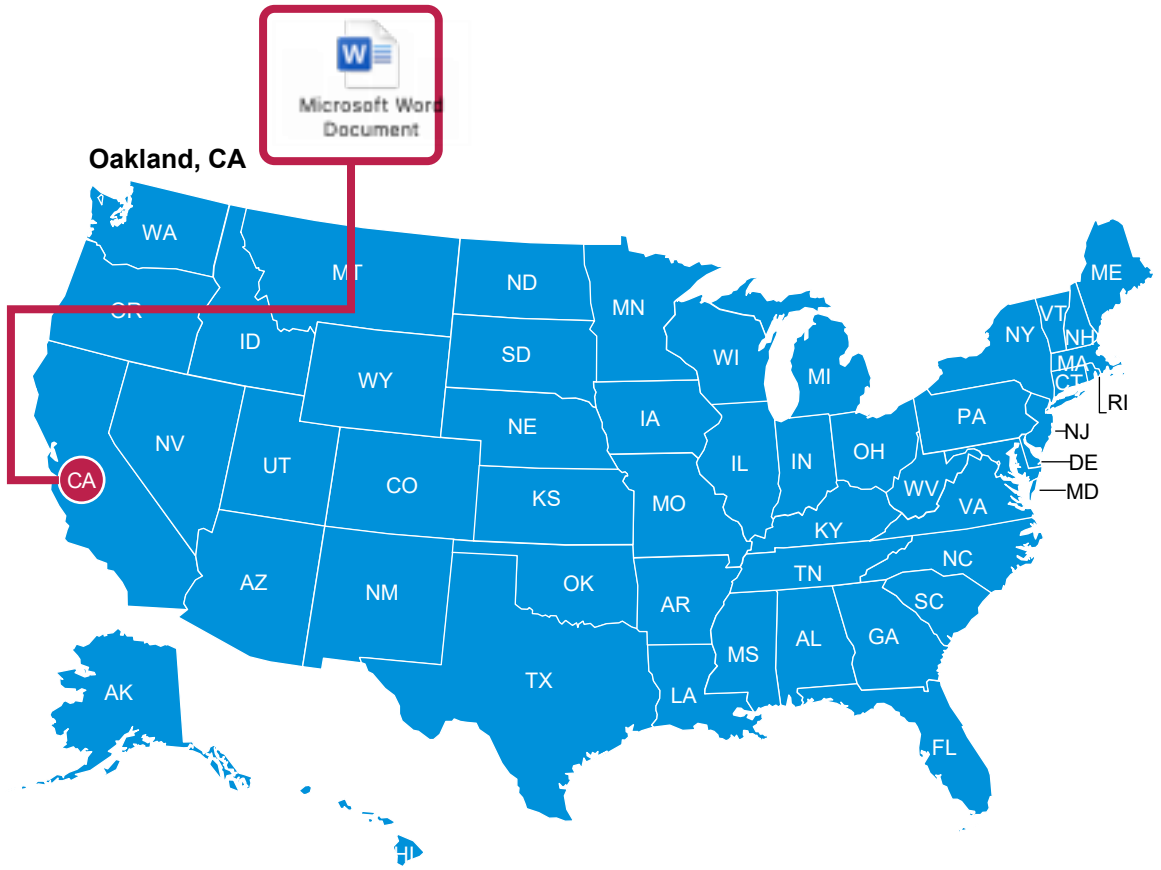
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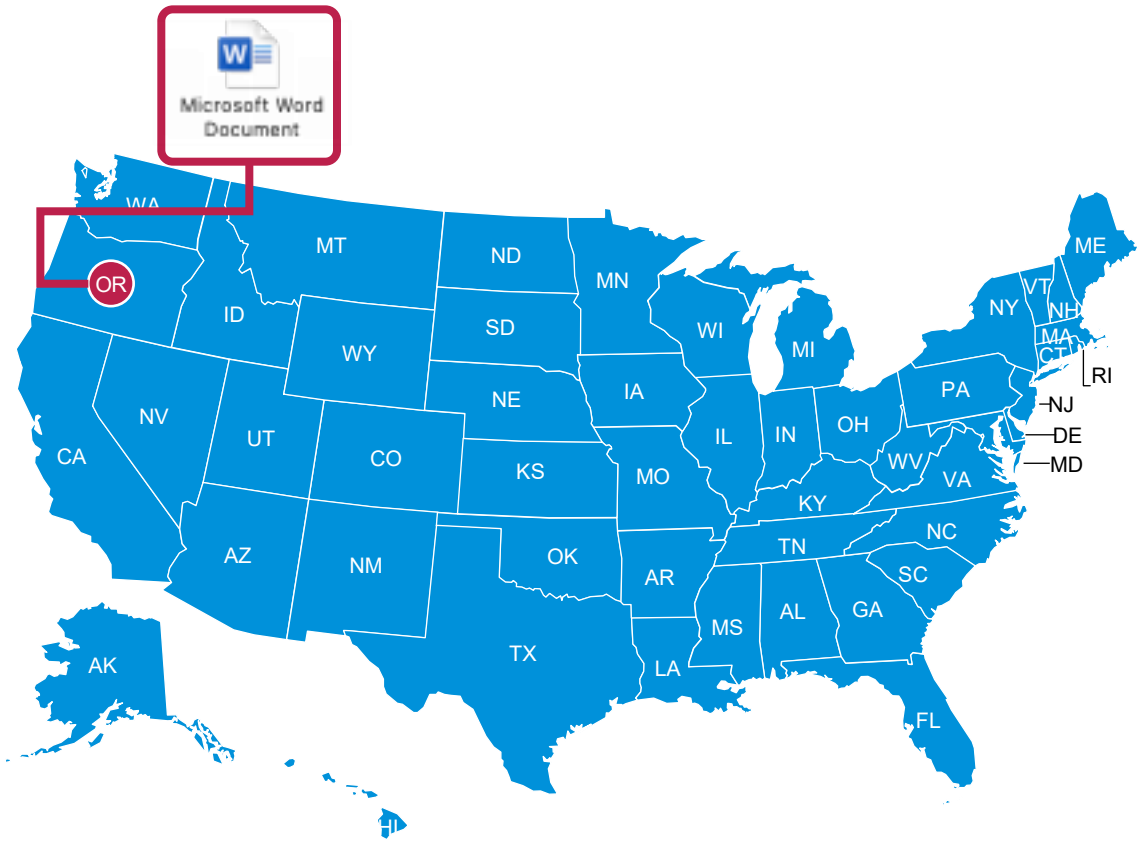
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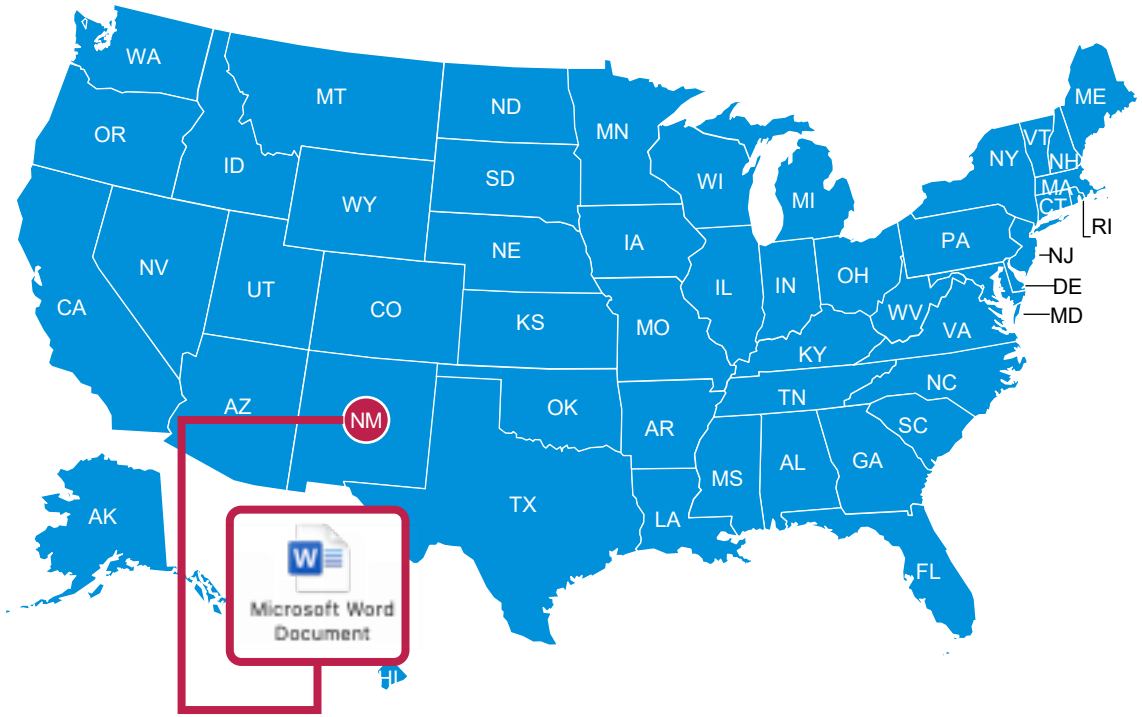
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Multnomah County, OR



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Albuquerque, NM

Appendix Item 6

Assessment of Public Safety Service Demand

Assessment of Public Safety Service Demand

Tompkins County, NY

Introduction

This assessment uses Calls for Service to provide a high-level overview of public safety service demand from the Ithaca Police Department and Tompkins County Sheriff's Office between 2017 and 2020 – other law enforcement agencies serving people in Tompkins County were not included in this analysis. Calls for Service is a way of gauging public safety interactions with a community with reasonable accuracy. This process allows community members, law enforcement, and civic leadership to better understand how law enforcement generally spends its time. This assessment is not a staffing study and does not purport to evaluate law enforcement staffing needs for specific tasks. Rather this analysis is designed to help identify event types that entities other than law enforcement may be best suited to handle for most events.

Calls for Service are generated from the Tompkins County Computer Aided Dispatch (CAD) system and represent both citizen and officer initiated activities. Calls for Service do not capture all interactions with the community, nor do they fully gauge the entirety of time spent by law enforcement officers. Calls for Service data does not measure time spent on things like detective work investigating a burglary after the initial scene is closed or testifying in court.

Calls for Service events were broken down into 7 categories and 48 subcategories to enable further analysis of public safety service demand. Tompkins County Calls for Service are measured in two ways in this assessment: unique incidents – where somebody dials 911 for a traffic accident or to report a missing person, for example – and the amount of time spent by a unique law enforcement unit (vehicle) at a Call for Service – an Ithaca Police Department unit spent 9 minutes responding to a property complaint.

Criminal Calls for Service in this assessment are divided using the National Incident Based Reporting System (NIBRS), the national crime data reporting system used by law enforcement agencies to report crime data to the FBI. This system divides offenses into violent crimes (like assault and robbery), property crimes (like theft and auto theft), and crimes against society (like trespassing and disorderly conduct). [1]

The amount of time spent by a unit on an incident was calculated by comparing the time an incident was assigned to the time the incident was completed by that unit. Arrival time was used for calculating time spent when assignment time was not available.

Time spent calculations encompass the assignment to completion time for all officers assigned to a call, so 3 officers responding to a welfare check that takes 10 minutes to complete will produce 30 minutes spent on that event. The completion time for Calls for Service in Tompkins County is calculated when the unit that initiated the incident is complete. If one unit left a call a few minutes before it was completed, then those extra few minutes will still be calculated as having been spent on the call. The time spent, therefore, is a best estimate rather than a precise accounting.

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[1] More information on the FBI's NIBRS codes can be found at: https://ucr.fbi.gov/nibrs/2011/resources/nibrs-offense-codes/at_download/file

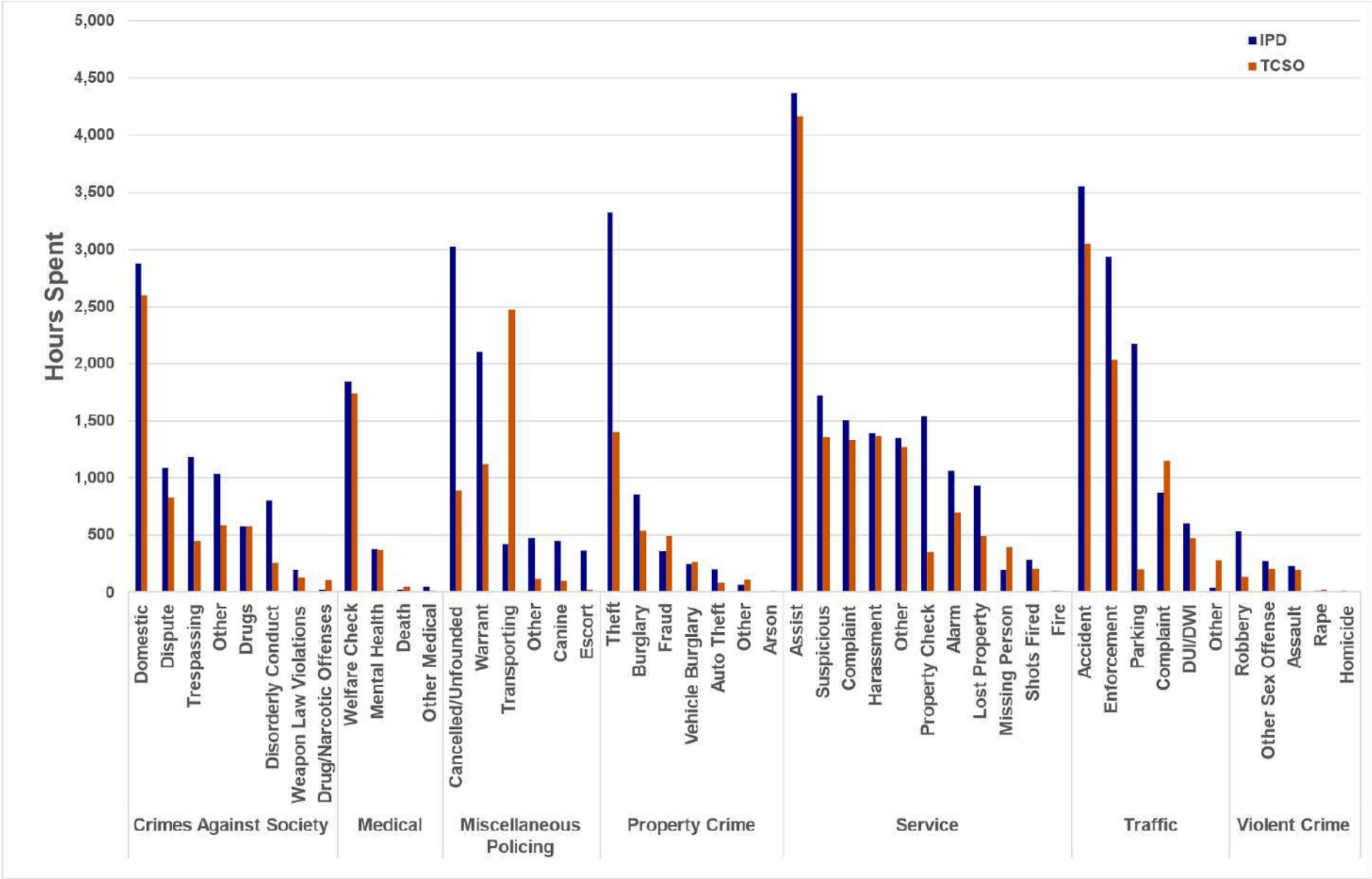
The Tompkins County data provided for this assessment included just responses conducted by law enforcement, so EMS and fire incidents where law enforcement was not dispatched were not provided. Only data from the Ithaca Police Department and Tompkins County Sheriff's Office was considered in this assessment.

The 7 categories of Calls for Service in this assessment are:

- Crimes Against Society
- Medical
- Miscellaneous Policing
- Property Crime
- Service
- Traffic
- Violent Crime

Overview of Ithaca Police and Tompkins County Sheriff's Office

Public Safety Demand



Ithaca Police and Tompkins County Sheriff's Office Public Safety Demand

Over half of all time spent responding to Calls for Service by Ithaca Police Department (IPD) and Tompkins County Sheriff's Office (TCSO) officers between 2017 and 2020 was on either responding to service-type calls – such as harassment, suspicious persons or vehicles, or complaints – or traffic-related events. Calls for Service related to crimes against society – such as trespassing and most domestic violence events – as well as miscellaneous policing activity – such as responding to unfounded calls and fulfilling warrants – made up an additional 30% of time spent by officers over that span. Less than 2% of officer time was spent responding to violent crime Calls for Service.

- Assisting citizens or other agencies, responding to traffic accidents, and performing traffic enforcement are the three most time-consuming Calls for Service for IPD and TCSO officers.

Table 1 - Number of Calls for Service, Time Spent (Hours), and % of all CFS Time per Categories

Category	Subcategory	Calls for Service	Hours Spent	% of all CFS Time Spent
Crimes Against Society	**Total**	**9,273**	**13,294.7**	**16.2%**
	Domestic	2,839	5,470.2	6.7%
	Dispute	1,780	1,913.7	2.3%
	Trespassing	1,559	1,636.5	2.0%
	Other	1,400	1,619.4	2.0%
	Disorderly Conduct	1,006	1,062.7	1.3%
	Drugs	585	1,157.3	1.4%
	Weapon Law Violations	73	314.2	0.4%
	Drug/Narcotic Offenses	31	120.6	0.1%
Medical	**Total**	**4,887**	**4,470.2**	**5.4%**
	Welfare Check	4,375	3,591.1	4.4%
	Mental Health	420	755.8	0.9%
	Death	14	67.9	0.1%
	Injury	74	53.3	0.1%
Miscellaneous Policing	**Total**	**15,752**	**11,562.4**	**14.1%**
	Cancelled/Unfounded	10,784	3,672.9	4.5%
	Warrant	1,447	3,226.6	3.9%
	Canine	1,085	550.1	0.7%
	Transporting	881	2,897.9	3.5%
	Escort	809	378.3	0.5%
	Other	746	836.6	1.0%
Property Crime	**Total**	**6,182**	**7,947.0**	**9.7%**

	Theft	3,840	4,729.8	5.8%
	Fraud	1,026	846.1	1.0%
	Vehicle Burglary	649	514.4	0.6%
	Burglary	519	1,393.9	1.7%
	Auto Theft	92	284.0	0.3%
	Other	55	175.7	0.2%
	Arson	1	3.1	0.0%
Service	**Total**	**44,120**	**25,991.6**	**31.6%**
	Assist	11,410	8,531.8	10.4%
	Property Check	8,572	1,887.7	2.3%
	Alarm	4,727	1,766.5	2.1%
	Complaint	4,444	2,837.1	3.5%
	Other	007A	2,618.6	3.2%
	Suspicious	4,405	3,083.3	3.7%
	Lost Property	2,957	1,420.1	1.7%
	Harassment	2,782	2,757.2	3.4%
	Missing Person	273	584.6	0.7%
	Shots Fired	155	498.4	0.6%
	Fire	9	6.2	0.0%
Traffic	**Total**	**41,489**	**17,366.0**	**21.1%**
	Enforcement	22,297	4,969.1	6.0%
	Accident	8,292	6,599.5	8.0%
	Parking	5,841	2,379.3	2.9%
	Complaint	4,202	2,018.5	2.5%
	Other	649	321.3	0.4%
	DUI/DWI	208	1,078.3	1.3%
Violent Crimes	**Total**	**434**	**1,597.3**	**1.9%**
	Other Sex Offense	227	484.4	0.6%
	Assault	103	423.7	0.5%
	Robbery	95	668.8	0.8%
	Rape	8	20.4	0.0%
	Homicide	1	0.0	0.0%

Table 2 - Number of Calls for Service and Time Spent (Hours) by Agency and Categories

Category	**Subcategory**	**IPD**		**TCSO**	
		Calls for Service	**Time Spent (Hours)**	**Calls for Service**	**Time Spent (Hours)**
Crimes Against Society	**Total**	**5,683**	**7,772**	**3,590**	**5,522.7**
	Domestic	1,300	2874.1	1,539	2,596.1
	Dispute	1,074	1087.5	706	826.2
	Trespassing	1,187	1185.3	372	451.2

	Other	982	1035.8	418	583.5
	Disorderly Conduct	784	805.3	222	257.5
	Drugs	320	581.0	265	576.3
	Weapon Law Violations	34	188.1	39	126.1
	Drug/Narcotic Offenses	2	14.9	29	105.7
Medical	**Total**	**2,909**	**2,300**	**1,978**	**2,170.1**
	Welfare Check	2,565	1,846.9	1,810	1,744.2
	Mental Health	267	381.3	153	374.5
	Death	5	19.5	9	48.3
	Other Medical	72	52.3	6	3.1
Miscellaneous Policing	**Total**	**11,996**	**6,844**	**3,756**	**4,718.3**
	Cancelled/Unfounded	8,486	2,910.8	2,298	762.1
	Warrant	962	2,104.9	485	1,121.7
	Canine	1,018	452.1	67	98.0
	Transporting	247	423.3	634	2,474.7
	Escort	799	363.3	10	14.9
	Other	484	589.7	262	246.9
Property Crime	**Total**	**4,175**	**5,053**	**2,007**	**2,894.2**
	Theft	2,929	3,326.0	911	1,403.8
	Fraud	466	359.0	560	487.1
	Vehicle Burglary	383	249.1	266	265.3
	Burglary	325	853.9	194	540.0
	Auto Theft	54	199.2	38	84.8
	Other	18	65.5	37	110.2
	Arson	0	0.0	1	3.1
Service	**Total**	**27,292**	**14,363**	**16,828**	**11,628.8**
	Assist	6,575	4,366.6	4,835	4,165.3
	Property Check	6,467	1,541.3	2,105	346.4
	Alarm	2,625	1,068.5	2,102	698.0
	Complaint	2,550	1,506.4	1,894	1,330.7
	Other	2,772	1,350.8	1,614	1,267.7
	Suspicious	2,473	1,723.3	1,932	1,360.0
	Lost Property	2,242	931.1	715	489.0
	Harassment	1,445	1,392.8	1,337	1,364.5
	Missing Person	113	190.8	160	393.9
	Shots Fired	25	288.7	130	209.7
	Fire	5	2.5	4	3.7
Traffic	**Total**	**22,960**	**10,178**	**18,529**	**7,188.3**
	Enforcement	10,428	2,938.0	11,869	2,031.1
	Accident	4,940	3,553.5	3,352	3,046.0
	Parking	5,600	2,176.5	241	202.8
	Complaint	1,797	867.7	2,405	1,150.8
	Other	91	42.1	558	279.3

	DUI/DWI	104	599.9	104	478.4
Violent Crime	**Total**	**261**	**1,039**	**173**	**557.9**
	Other Sex Offense	119	272.9	108	211.4
	Assault	55	234.7	48	189.0
	Robbery	83	530.0	12	138.8
	Rape	3	1.8	5	18.6
	Homicide	1	0.0	0	0.0

Reviewing the data highlights several event types that may be appropriate for resource allocation discussions. Some of these event types may always require an officer – such as transportation events where the sheriff's office is responsible for transporting prisoners. Others may be the types of Calls for Service that do not always require response from a trained law enforcement officer.

The event types identified in the below table took up at least 2% of all time devoted to Calls for Service by IPD and TCSO while fewer than 3% of events resulted in an arrest disposition. These are events that take up a lot of officer time but rarely end in an arrest being made. There are 9 event types that fit this description for IPD and 7 with TCSO.

Table 3 - Number of Events by Call Category with Time Spent and % with an Arrest, IPD

Event Type	Category	Subcategory	Calls for Service	% w Arrest	% of Time Spent
Check The Welfare	Medical	Welfare Check	2,327	0.%	3.5%
Unable To Locate	Miscellaneous Policing	Cancelled/Unfounded	4,535	0.0%	3.2%
Unfounded	Miscellaneous Policing	Cancelled/Unfounded	2,700	0.0%	2.2%
Assist Other Agency	Service	Assist	1,729	0.5%	4.3%
Assist Citizen	Service	Assist	4,812	0.2%	4.9%
Property - Check	Service	Property Check	6,473	0.0%	3.2%
Suspicious - Circumstance	Service	Suspicious	1,525	0.4%	2.3%
Accident Property Damage	Traffic	Accident	4,877	2.0%	7.0%
Parking Problem	Traffic	Parking	5,637	0.0%	4.6%

Table 4 - Number of Events by Call Category with Time Spent and % with an Arrest, TCSO

Event Type	Category	Subcategory	Calls for Service	% w Arrest	% of Time Spent
Assist Other Agency	Service	Assist	2,444	0.9%	6.6%
Assist Citizen	Service	Assist	2,108	0.3%	5.3%
Transport - Juvenile	Miscellaneous Policing	Transporting	589	0.0%	4.3%

Civil Complaint	Service	Complaint	1,178	0.2%	2.3%
Traffic - Complaints All	Traffic	Complaint	8,915	0.3%	3.3%
Traffic Offense Warning Issued	Traffic	Enforcement	2,749	0.2%	2.5%

Deep Dives

Mental Health and Welfare Checks

Mental health and welfare checks are isolated to highlight an example of non-criminal Calls for Service handled primarily by law enforcement. The vast majority of IPD and TCSO responses to both mental health and welfare check Calls for Service come via phone calls. Fewer than 10% of mental health and welfare check Calls for Service were officer-initiated (defined as received via Officer Report).

Table 5 - Number of Calls for Service by Responding Agency with Time Spent and Percent with an Arrest

Responding Agency	Subcategory	Calls for Service	Hours Spent	Average Time	% w/Arrest
IPD	Mental Health	270	386.1	0:38:01	0.7%
	Welfare Check	2,598	1,858.2	0:21:45	0.1%
TCSO	Mental Health	158	369.7	1:15:10	8.2%
	Welfare Check	1,825	1,733.3	0:40:19	1.2%

Table 6 - Source of Mental Health Calls for Service (IPD)

IPD Source	Mental Health	Welfare Check
Telephone	230	2.240
Officer Report	17	162
911 Line	23	194
Alarm	0	1
Radio	0	2
% Officer Initiated	6.3%	6.2%

Table 7 - Source of Mental Health Calls for Service (TCSO)

TCSO Source	Mental Health	Welfare Check
Telephone	127	1,604
Officer Report	12	60
911 Line	17	159
Alarm	1	0
Radio	1	3
% Officer Initiated	7.6%	3.3%

Assist

Calls for Service for assistance can be further broken down into assisting citizens, assisting fire/EMS, and assisting other (unspecified) agencies. There were over 11,410 such Calls for Service which accounted for over 8,500 hours of officer time between 2017 and 2020 making this the largest single subcategory in terms of time spent.

Table 8 – Assist Calls for Service by Type

		Assist Citizen	Assist Fire/EMS	Assist Other Agency	Total
IPD	Calls for Service	4,786	42	1,747	6,575
	Time Spent (Hours)	2,307.6	20.6	2,038.4	4,366.6
TCSO	Calls for Service	2,435	45	2,355	4,835
	Time Spent (Hours)	1,845.5	30.9	2,288.9	4,165.3
Total	Calls for Service	7,221	87	4,102	11,410
	Time Spent (Hours)	4,153.1	51.5	4,327.2	8,531.8

Over three quarters of all assist Calls for Service began via 911 or other telephone dispatch while 14% were officer initiated. IPD officers initiated 3.6 times more citizen assistance Calls for Service compared to TCSO officers (1,220 versus 335).

Table 9 - Source of Assist Calls for Service

Responding Agency	Source	Assist Citizen	Assist Fire/EMS	Assist Other Agency
IPD	911 Line	176	5	34
	Alarm	2	0	1
	Officer Report	1,220	10	604
	Radio	3	0	4
	Telephone	3,385	27	1,104
	% Officer Initiated	25.5%	23.8%	34.6%
TCSO	911 Line	105	8	148
	Alarm	0	0	0
	Officer Report	335	8	418
	Radio	3	0	13
	Telephone	1,992	29	1,776
	% Officer Initiated	13.8%	17.8%	17.7%

Traffic Enforcement

Traffic enforcement Calls for Service are another type that takes up substantial amounts of officer time with few arrests. There were over 22,000 traffic enforcement Calls for Service

between 2017 and 2020, the greatest number of CFS for any subcategory. Nearly all these Calls for Service are officer initiated (22,178 out of 22,348 – more than 99%)

Roughly two thirds of all traffic enforcement Calls for Service resulted in a warning being issued. IPD and TCSO have initiated similar numbers of traffic enforcement Calls for Service though a greater portion of TCSO traffic enforcement Calls for Service end in a warning being issued compared to IPD (56% for IPD and 75% for TCSO). Further analysis of traffic enforcement Calls for Service is needed to better understand why warning versus citations are frequently issued.

Table 10 – Breakdown of Traffic Enforcement Calls for Service (IPD)

IPD	Ticket Issued	Warning Issued	Other
Calls for Service	4,202	5,806	420
Time Spent	1,925.3	779.1	233.7
Average Time	0:27:29	0:08:03	0:33:23
Arrests	565	1	58
% w/Arrest	13.4%	0.02%	13.8%

Table 11 – Breakdown of Traffic Enforcement Calls for Service (TCSO)

TCSO	Ticket Issued	Warning Issued	Other
Calls for Service	2,732	8,907	230
Time Spent	1,059.6	849.3	122.1
Average Time	0:23:16	0:05:43	0:31:51
Arrests	558	6	30
% w/Arrest	20.4%	0.1%	13.0%

Officer Initiated Calls for Service

There were nearly 43,000 officer initiated Calls for Service initiated by either Ithaca Police Department or Tompkins County Sheriff's Office officers between 2017 and 2020. Officer initiated events made up 34% of all IPD Calls for Service and 38% of all TCSO Calls for Service. Over half of all officer initiated Calls for Service were traffic enforcement (51%) while property checks made up another 19%.

Table 12 – Officer Initiated Calls for Service and % of All Calls for Service that were Officer Initiated by Category

Category	Subcategory	IPD CFS	TCSO CFS	IPD % Officer Initiated	TCSO % Officer Initiated
Crimes Against Society	**Total**	**553**	**262**	**9.7%**	**7.3%**
	Domestic	46	23	3.5%	1.5%
	Dispute	81	10	7.5%	1.4%
	Trespassing	97	14	8.2%	3.8%
	Other	96	47	9.8%	11.2%
	Disorderly Conduct	108	16	13.8%	7.2%
	Drugs	119	122	37.2%	46.0%
	Weapon Law Violations	5	8	14.7%	20.5%
	Drug/Narcotic Offenses	1	22	50.0%	75.9%
Medical	**Total**	**212**	**73**	**7.3%**	**3.7%**
	Welfare Check	161	61	6.3%	3.4%
	Mental Health	17	12	6.4%	7.8%
	Death	0	0	0.0%	0.0%
	Injury	33	0	48.5%	0.0%
	Overdose	1	0	25.0%	-
Miscellaneous Policing	**Total**	**2,036**	**657**	**17.0%**	**17.5%**
	Cancelled/Unfounded	174	52	2.0%	2.3%
	Warrant	575	244	59.8%	50.3%
	Canine	898	51	88.2%	76.1%
	Transporting	53	185	21.5%	29.2%
	Escort	25	4	3.1%	40.0%
	Other	311	121	64.3%	46.2%
Property Crime	**Total**	**218**	**72**	**5.2%**	**3.6%**
	Theft	179	25	6.1%	2.7%
	Fraud	19	12	4.1%	2.1%
	Vehicle Burglary	7	17	1.8%	6.4%
	Burglary	8	4	2.5%	2.1%
	Auto Theft	3	5	5.6%	13.2%
	Other	2	9	11.1%	24.3%
	Arson	0	0	-	0.0%
Service	**Total**	**10,232**	**4,008**	**37.5%**	**23.8%**

	Assist	1,826	776	27.8%	16.0%
	Property Check	6,142	1,936	95.0%	92.0%
	Alarm	31	4	1.2%	0.2%
	Complaint	83	507	3.3%	26.8%
	Other	1,131	3,11	40.8%	19.3%
	Suspicious	532	332	21.5%	17.2%
	Lost Property	401	109	17.9%	15.2%
	Harassment	77	28	5.3%	2.1%
	Missing Person	5	4	4.4%	2.5%
	Shots Fired	3	1	12.0%	0.8%
	Fire	1	0	20.0%	0.0%
Traffic	**Total**	**12,333**	**12,913**	**53.7%**	**69.7%**
	Enforcement	10,345	11,833	99.2%	99.7%
	Accident	212	200	4.3%	6.0%
	Parking	1213	48	21.7%	19.9%
	Complaint	441	411	24.5%	17.1%
	Other	42	345	46.2%	61.8%
	DUI/DWI	80	76	76.9%	73.1%
Violent Crime	**Total**	**32**	**21**	**12.3%**	**12.1%**
	Other Sex Offense	22	17	18.5%	15.7%
	Assault	6	2	10.9%	4.2%
	Robbery	3	2	3.6%	16.7%
	Rape	0	0	0.0%	0.0%
	Homicide	1	0	100.0%	-

Nearly all traffic enforcement Calls for Service were officer initiated. Officer initiated traffic enforcement Calls for Service made up 40% of all officer initiated Calls for Service performed by IPD officers and 66% of all officer initiated Calls for Service performed by TCSO officers. Similarly, 95% of IPD and 92% of TCSO property check Calls for Service were initiated by officers.

Conversely, Calls for Service of a criminal nature (crimes against society, property, and violent crimes) were far less likely to be officer initiated.

The below table shows the number of hours spent on Calls for Service which were officer initiated by category and subcategory as well as the percentage of all time spent in that category or subcategory on Calls for Service initiated by officers. For example, IPD officers spent over 1,400 hours on property check Calls for Service initiated by officers from 2017 to 2020 with 93% of all property check Calls for Service being officer initiated.

Table 13 – Time Spent (Hours) on Calls for Service and Percent of Time Spent in Each Category on Officer Initiated Calls for Service

Category	Subcategory	IPD Time Spent (Hours)	TCSO Time Spent Hours	IPD % of All Time Spent	TCSO % of All Time Spent
Crimes Against Society	**Total**	**842.0**	**582.2**	**10.8%**	**10.5%**
	Domestic	87.0	30.3	3.0%	1.2%
	Dispute	78.5	8.0	7.2%	1.0%
	Trespassing	48.4	5.1	4.1%	1.1%
	Other	119.7	58.6	11.6%	10.0%
	Disorderly Conduct	129.9	30.2	16.1%	11.7%
	Drugs	342.6	350.8	59.0%	60.9%
	Weapon Law Violations	21.1	18.5	11.2%	14.6%
	Drug/Narcotic Offenses	14.9	80.8	99.9%	76.4%
Medical	**Total**	**120.1**	**64.0**	**5.2%**	**2.9%**
	Welfare Check	79.1	35.2	4.3%	2.0%
	Mental Health	15.4	28.8	4.0%	7.7%
	Death	0.0	0.0	0.0%	0.0%
	Injury	25.3	0.0	50.4%	0.0%
	Overdose	0.3	0.0	15.3%	N/A
Miscellaneous Policing	**Total**	**2,163.6**	**1,864.1**	**31.6%**	**39.5%**
	Cancelled/Unfounded	1397.0	46.2	4.7%	6.1%
	Warrant	1,162.2	490.4	55.2%	43.7%
	Canine	358.3	65.2	79.3%	66.6%
	Transporting	160.2	1,177.5	37.8%	47.6%
	Escort	23.8	4.8	6.6%	32.2%
	Other	322.1	80.0	54.6%	32.4%
Property Crime	**Total**	**263.7**	**145.4**	**5.2%**	**5.0%**
	Theft	166.0	25.6	5.0%	1.8%
	Fraud	16.5	10.9	4.6%	2.2%
	Vehicle Burglary	1.2	25.2	0.5%	9.5%
	Burglary	44.1	4.9	5.2%	0.9%
	Auto Theft	25.5	10.0	12.8%	11.8%
	Other	10.4	68.7	15.8%	62.4%
	Arson	0.0	0.0	N/A	0.0%
Service	**Total**	**3,597.0**	**1,676.5**	**25.0%**	**14.4%**
	Assist	1,173.7	720.5	26.9%	17.3%
	Property Check	1,435.7	270.2	93.2%	78.0%
	Alarm	8.1	1.2	0.8%	0.2%
	Complaint	39.1	213.9	2.6%	16.1%
	Other	432.2	245.9	32.0%	19.4%
	Suspicious	297.9	135.4	17.3%	10.0%

	Lost Property	96.1	47.9	10.3%	9.8%
	Harassment	55.3	24.8	4.0%	1.8%
	Missing Person	13.0	15.7	6.8%	4.0%
	Shots Fired	45.9	1.1	15.9%	0.5%
	Fire	0.0	0.0	1.4%	0.0%
Traffic	**Total**	**4,128.3**	**2,900.3**	**40.6%**	**40.3%**
	Enforcement	2,835.5	1,982.6	96.5%	97.6%
	Accident	184.0	150.5	5.2%	4.9%
	Parking	436.1	52.6	20.0%	25.9%
	Complaint	240.0	202.8	27.7%	17.6%
	Other	23.7	178.7	56.3%	64.0%
	DUI/DWI	409.0	333.0	68.2%	69.6%
Violent Crime	**Total**	**58.0**	**16.8**	**5.6%**	**3.0%**
	Other Sex Offense	24.9	11.9	9.1%	5.6%
	Assault	25.3	1.9	10.8%	1.0%
	Robbery	7.8	3.0	1.5%	2.2%
	Rape	0.0	0.0	0.0%	0.0%
	Homicide	0.0	0.0	100.0%	N/A

Conclusion

This analysis is intended to provide a high-level overview of public safety service demand in Tompkins County. Most of what law enforcement does is unrelated to responding to violent crime Calls for Service. Further assessment of specific activities undertaken by IPD or TCSO officers would help inform the county's needs and the appropriateness of law enforcement response to those needs. Additional staffing analyses could be conducted if required to inform workload management and resource allocation decisions.

APPENDIX A – Calls for Service Categorizations

Name	Category	Subcategory	Count	Time Spent (Hours)	Average Time Spent
Traffic Offense Warning Issued	Traffic	Enforcement	14,713	1,628.4	0:06:38
Property - Check	Service	Property Check	8,572	1,887.7	0:13:13
Accident Property Damage	Traffic	Accident	8,078	6,103.2	0:45:20
Assist Citizen	Service	Assist	7,221	4,153.1	0:34:30
Traffic Offense Ticket Issued	Traffic	Enforcement	6,934	2,985.0	0:25:50
Parking Problem	Traffic	Parking	5,841	2,346.7	0:24:06
Unable To Locate	Miscellaneous Policing	Cancelled/Unfounded	4,885	1,669.5	0:20:30
Traffic - Complaints All	Traffic	Complaint	4,202	2,018.5	0:28:49
Assist Other Agency	Service	Assist	4,102	4,327.2	1:03:18
Check The Welfare	Medical	Welfare Check	3,809	3,137.8	0:49:26
Larceny	Property Crime	Theft	3,526	4,222.3	1:11:51
Unfounded	Miscellaneous Policing	Cancelled/Unfounded	3,270	1,317.7	0:24:11
Property - Lost Or Found	Service	Lost Property	2,957	1,420.1	0:28:49
Alarm Police	Service	Alarm	2,779	1,128.5	0:24:22
Noise Complaint	Service	Complaint	2,501	1,308.1	0:31:23
Harassment - Verbal Only	Service	Harassment	2,482	2,296.7	0:55:31
Suspicious - Circumstance	Service	Suspicious	2,303	1,759.4	0:45:50
Domestic - Verbal Only	Crimes Against Society	Domestic	1,908	2,878.4	1:30:31
Alarm Police - Accidental	Service	Alarm	1,885	614.6	0:19:34
Dispute - Verbal/Non-Domestic	Crimes Against Society	Dispute	1,780	1,913.7	1:04:30
Civil Complaint	Service	Complaint	1,739	1,298.2	0:44:47
Cancelled En Route	Miscellaneous Policing	Cancelled/Unfounded	1,695	323.3	0:11:27
Trespassing	Crimes Against Society	Trespassing	1,559	1,636.5	1:02:59
Suspicious - Person	Service	Suspicious	1,485	1,023.1	0:41:20
Warrant	Miscellaneous Policing	Warrant	1,447	3,226.6	2:13:47
Criminal Mischief	Crimes Against Society	Other	1,189	1,267.8	1:03:58

Law Violation - Local	Service	Other	1,026	313.9	0:18:21
Disorderly Conduct	Crimes Against Society	Disorderly Conduct	1,005	1,060.7	1:03:20
Animal Problem	Service	Other	1,000	481.3	0:28:53
Informational Report	Service	Other	937	609.7	0:39:03
911 Hang Up / Open Line	Miscellaneous Policing	Cancelled/Unfounded	934	362.4	0:23:17
Domestic - Physical	Crimes Against Society	Domestic	931	2,591.8	2:47:02
Escort	Miscellaneous Policing	Escort	809	378.3	0:28:03
Fraud - All Other	Property Crime	Fraud	764	620.7	0:48:45
Traffic - Offense	Traffic	Enforcement	650	355.7	0:32:50
K9 Property Check	Miscellaneous Policing	Canine	620	106.7	0:10:20
Suspicious - Vehicle	Service	Suspicious	617	300.8	0:29:15
Drugs	Crimes Against Society	Drugs	584	1,156.2	1:58:47
Larceny From Motor Vehicle	Property Crime	Vehicle Burglary	569	446.1	0:47:02
Person - Welfare Check	Medical	Welfare Check	566	453.3	0:48:03
Transport - Inmate	Miscellaneous Policing	Transporting	452	892.3	1:58:27
Person - Mental Health	Medical	Mental Health	420	755.8	1:47:58
Unclassified - As Last Resort	Miscellaneous Policing	Cancelled/Unfounded	386	244.6	0:38:01
Burglary-Nonforce Attmpt/Cmplt	Property Crime	Burglary	355	875.3	2:27:56
Traffic - Lpr Initiated	Traffic	Other	339	182.3	0:32:16
Harassment - Physical	Service	Harassment	300	460.5	1:32:06
Transport	Miscellaneous Policing	Transporting	297	518.8	1:44:48
Animal Problem - Dispatched	Service	Other	285	135.1	0:28:26
Repossessed Vehicle	Traffic	Other	284	123.4	0:26:04
Open Door	Service	Other	282	226.7	0:48:15
Person - Missing	Service	Missing Person	273	584.6	2:08:30
Person - Intoxicated	Service	Other	212	191.5	0:54:13
Eviction	Service	Other	204	348.9	1:42:36
Traffic - DWI	Traffic	DUI/DWI	194	1,009.4	5:12:11
Burglary-Forced Attmpt/Cmplt	Property Crime	Burglary	156	506.9	3:14:59
Shots Fired	Service	Shots Fired	155	498.4	3:12:55
All Other Larceny	Property Crime	Theft	151	209.7	1:23:19

Sex Offense - Other Non-Rape	Violent Crime	Other Sex Offense	144	313.6	2:10:39
Transport - Juvenile	Miscellaneous Policing	Transporting	132	1,486.9	11:15:51
Keep The Peace	Service	Complaint	131	147.3	1:07:28
Accident Personal Injury	Traffic	Accident	126	142.0	1:07:38
Theft From A Building	Property Crime	Theft	121	205.7	1:42:01
K9 Officer Protection	Miscellaneous Policing	Canine	103	47.8	0:27:51
Ithaca Pd Evidence Response	Miscellaneous Policing	Other	101	217.2	2:09:03
Fireworks	Service	Other	101	34.7	0:20:38
Fraud - Identity Theft	Property Crime	Fraud	90	76.7	0:51:06
Assist Fire/Ems	Service	Assist	87	51.5	0:35:33
Fraud - Computer Crime	Property Crime	Fraud	86	72.0	0:50:14
Swat Assist	Miscellaneous Policing	Other	75	154.7	2:03:46
Person - Injured/Ill	Medical	Injury	74	53.3	0:43:13
Criminal Contempt	Crimes Against Society	Other	74	191.9	2:35:34
Larceny Of Motor Vehicle	Property Crime	Auto Theft	73	259.8	3:33:30
Law Violation - Abc	Service	Other	73	51.1	0:41:58
Theft From A Motor Vehicle	Property Crime	Vehicle Burglary	72	53.7	0:44:45
Weapons	Crimes Against Society	Weapon Law Violations	72	305.4	4:14:32
Assault - Simple	Violent Crime	Assault	67	242.3	3:36:58
Community Contact	Miscellaneous Policing	Other	67	59.9	0:53:37
Robbery - Strong Arm	Violent Crime	Robbery	67	336.5	5:01:19
Alarm Fire	Service	Alarm	63	23.4	0:22:16
K9 Narcotics Search Vehicle	Miscellaneous Policing	Canine	56	32.9	0:35:15
K9 Building Search	Miscellaneous Policing	Canine	55	33.7	0:36:43
Rendered Advice No Further Act	Service	Other	54	24.1	0:26:48
Juvenille Complaint	Service	Complaint	53	74.0	1:23:50
Accident Property Damage - Dwi	Traffic	Accident	50	296.2	5:55:28
K9 Demonstration/Speech	Miscellaneous Policing	Canine	48	67.2	1:23:56
Sex Offense - Forcibile Rape	Violent Crime	Other Sex Offense	48	142.3	2:57:51
Public Relations	Miscellaneous Policing	Other	43	53.1	1:14:02
Property Damage	Service	Other	42	34.7	0:49:34

K9 Community Contact	Miscellaneous Policing	Canine	40	29.6	0:44:23
Law Violation - Public Health	Service	Other	40	25.8	0:38:38
Dumping - Illegal Dumping	Crimes Against Society	Other	40	18.5	0:27:45
Shoplifting	Property Crime	Theft	40	90.6	2:15:57
All Other Offenses	Crimes Against Society	Other	39	86.2	2:12:34
Fraud - Bad Check	Property Crime	Fraud	38	30.4	0:48:03
Scam	Service	Other	37	22.0	0:35:42
Fraud - Counterfeit Money/Docs	Property Crime	Fraud	36	33.1	0:55:06
Accident Fatal - Dwi	Traffic	Accident	35	48.7	1:23:32
Criminal Tampering	Crimes Against Society	Other	35	30.2	0:51:49
Sex Offense - Statutory Rape	Violent Crime	Other Sex Offense	35	28.5	0:48:56
K9 Narcotics Search Res/Bld	Miscellaneous Policing	Canine	34	26.4	0:46:36
K9 Explosive Detection Search	Miscellaneous Policing	Canine	32	88.6	2:46:11
Sex Offndr -Registr/Compliance	Service	Other	32	27.1	0:50:50
Robbery - Weapon Displ/Threat	Violent Crime	Robbery	26	294.7	11:20:11
Drug/Narcotic Violations	Crimes Against Society	Drug/Narcotic Offenses	22	107.5	4:53:16
Swat Public Relations	Miscellaneous Policing	Other	22	21.0	0:57:18
Possession - Stolen Property	Property Crime	Other	22	74.5	3:23:19
Sd County Incident Report	Service	Other	22	7.0	0:18:58
K9 Track Suspect	Miscellaneous Policing	Canine	21	27.4	1:18:15
Noise Detail	Service	Complaint	20	9.5	0:28:25
Motor Vehicle Theft	Property Crime	Auto Theft	19	24.3	1:16:40
Traffic - Quality Of Life	Traffic	Other	17	11.1	0:39:00
K9 Area Search	Miscellaneous Policing	Canine	16	26.7	1:40:01
Swat Detail	Miscellaneous Policing	Other	16	24.8	1:32:57
Navigational	Service	Other	14	41.1	2:56:13
Assault - Edged Weapon	Violent Crime	Assault	13	88.3	6:47:20
K9 Article Search Outdoors	Miscellaneous Policing	Canine	13	10.6	0:48:57
Death - Unattended	Medical	Death	13	66.5	5:06:51
Critical Inc Negotiation Team	Miscellaneous Policing	Other	13	25.4	1:57:14
Fraud - Forgery	Property Crime	Fraud	12	13.3	1:06:29

Tipline Submission	Service	Other	12	0.9	0:04:45
Trespass Of Real Property	Crimes Against Society	Other	12	12.7	1:03:32
Assault - Dangerous Instrument	Violent Crime	Assault	11	35.7	3:14:46
K9 Suspicious Pkg/Unat Item	Miscellaneous Policing	Canine	10	10.7	1:04:16
K9 Other	Miscellaneous Policing	Canine	10	10.8	1:04:57
Ithaca Pd Honor Guard Detail	Miscellaneous Policing	Other	10	18.3	1:49:38
Drugs - Marihuana Grow Site	Crimes Against Society	Drug/Narcotic Offenses	9	13.1	1:27:02
Driving Under The Influence	Traffic	DUI/DWI	9	36.5	4:03:02
Hazardous Conditions	Traffic	Other	9	4.6	0:30:22
Simple Assault	Violent Crime	Assault	8	30.8	3:50:41
Burglary/Breaking & Entering	Property Crime	Burglary	8	11.6	1:27:21
Credit Card/Atm Fraud	Property Crime	Other	8	12.4	1:32:56
Bad Checks	Property Crime	Other	8	5.4	0:40:37
Theft Of Motor Vehicle Parts A	Property Crime	Vehicle Burglary	8	14.6	1:49:25
Disorderly Conduct	Crimes Against Society	Other	7	9.6	1:21:57
K9 Narcotics Search School	Miscellaneous Policing	Canine	6	11.6	1:56:20
Fire Investigation - Non-Arson	Service	Fire	6	4.3	0:43:20
Destruction/Damage/Vandalism O	Property Crime	Other	6	4.7	0:47:06
Impersonation	Property Crime	Other	6	31.9	5:18:48
K9 Bomb Threat	Miscellaneous Policing	Canine	5	7.5	1:29:51
Arrest - Dwi	Traffic	DUI/DWI	5	32.4	6:28:59
Ipd Utv	Miscellaneous Policing	Other	5	4.4	0:52:55
Parole Violation	Miscellaneous Policing	Other	5	8.1	1:37:18
Bomb Threat	Service	Other	5	39.6	7:55:01
Forcible Fondling	Violent Crime	Rape	5	18.5	3:42:29
K9 Article Search Vehicle	Miscellaneous Policing	Canine	4	1.0	0:15:35
Stolen Property Offenses (Rece	Property Crime	Other	4	40.0	10:00:21
Personnel Complaint	Service	Other	4	1.1	0:16:05
Drugs - Overdose	Medical	Overdose	4	2.1	0:30:49
Assault - Firearm	Violent Crime	Assault	3	24.6	8:11:54
K9 Article Search Bldg/Res	Miscellaneous Policing	Canine	3	3.9	1:17:16

K9 Track Lost Missing Pers	Miscellaneous Policing	Canine	3	1.4	0:28:24
Fire Investigation - Arson	Service	Fire	3	1.8	0:36:45
Taxi Licensing	Service	Other	3	2.2	0:44:45
Accident Personal Injury - Dwi	Traffic	Accident	2	8.3	4:09:25
K9 Narcotics Search Outdoor	Miscellaneous Policing	Canine	2	0.4	0:13:27
K9 Site Security	Miscellaneous Policing	Canine	2	5.0	2:31:04
Forcible Sodomy	Violent Crime	Rape	2	1.0	0:29:40
Robbery	Violent Crime	Robbery	2	37.6	18:47:37
Theft From A Coin-Operated Mac	Property Crime	Theft	2	1.5	0:43:39
Ithaca Pd Crash Team	Traffic	Accident	1	1.0	0:58:02
Arson	Property Crime	Arson	1	3.1	3:07:19
Intimidation	Violent Crime	Assault	1	2.1	2:08:01
K9 Cadaver Search	Miscellaneous Policing	Canine	1	0.1	0:05:26
K9 Riot Control	Miscellaneous Policing	Canine	1	0.0	0:00:21
Death - Accidental	Medical	Death	1	1.4	1:23:22
Grassroots -Disorderly Conduct	Crimes Against Society	Disorderly Conduct	1	2.0	1:59:41
Grassroots - Drugs	Crimes Against Society	Drugs	1	1.1	1:08:34
Justifiable Homicide	Violent Crime	Homicide	1	0.0	0:00:45
Arrest - Fingerprintable	Miscellaneous Policing	Other	1	3.1	3:05:45
Background Check	Miscellaneous Policing	Other	1	0.0	0:00:51
Permit - Solicitor	Miscellaneous Policing	Other	1	2.0	1:58:52
Counterfeiting/Forgery	Property Crime	Other	1	0.7	0:42:44
Gun Amnesty	Service	Other	1	0.0	0:01:42
Pornography/Obscene Material	Crimes Against Society	Other	1	1.6	1:36:07
Drunkeness	Crimes Against Society	Other	1	0.3	0:19:07
Family Offenses	Crimes Against Society	Other	1	0.3	0:15:13
Liquor Law Violation	Crimes Against Society	Other	1	0.4	0:23:29
Forcible Rape	Violent Crime	Rape	1	0.9	0:53:46
Weapon Law Violations	Crimes Against Society	Weapon Law Violations	1	8.8	8:47:18

Attachment A

Pertaining to the attached Assessment of Public Safety for Service Demand Report, this attachment details circumstances in which law enforcement would initiate a mental health response.

Note Arrest under Mental Hygiene Law

§ 9.41 Emergency admissions for immediate observation, care, and treatment; powers of certain peace officers and police officers.
Any peace officer, when acting pursuant to his or her special duties, or police officer who is a member of the state police or of an authorized police department or force or of a sheriff's department may take into custody any person who appears to be mentally ill and is conducting himself or herself in a manner which is likely to result in serious harm to the person or others. Such officer may direct the removal of such person or remove him or her to any hospital specified in subdivision (a) of section 9.39 or any comprehensive psychiatric emergency program specified in subdivision (a) of section 9.40, or, pending his or her examination or admission to any such hospital or program, temporarily detain any such person in another safe and comfortable place, in which event, such officer shall immediately notify the director of community services or, if there be none, the health officer of the city or county of such action.

* § 9.45 Emergency admissions for immediate observation, care, and treatment; powers of directors of community services.

The director of community services or his designee shall have the power to direct the removal of any person, within his jurisdiction, to a hospital approved by the commissioner pursuant to subdivision (a) of section 9.39 of this article if the parent, spouse, or child of the person, a licensed physician, health officer, peace officer or police officer reports to him that such person has a mental illness for which immediate care and treatment in a hospital is appropriate and which is likely to result in serious harm to himself or others, as defined in section 9.39 of this article. It shall be the duty of peace officers, when acting pursuant to their special duties, or police officers, who are members of an authorized police department or force or of a sheriff's department to assist representatives of such director to take into custody and transport any such person.

Appendix Item 7

Sequential Intercept Model Mapping Report











Sequential Intercept Model Mapping Report

Tompkins County, NY June 27-28, 2019

SAMHSA's GAINS Center Policy Research Associates, Inc.

SEQUENTIAL INTERCEPT MODEL MAPPING REPORT FOR TOMPKINS CO., NY

Final Report

August 2019

Ashley Krider, MS

Maureen McLeod, PhD

SAMHSA's GAINS Center

Policy Research Associates, Inc.





ACKNOWLEDGEMENTS

This report was prepared by Ashley Krider and Maureen McLeod of Policy Research Associates, Inc., for SAMHSA's GAINS Center for Behavioral Health and Justice Transformation. SAMHSA's GAINS Center wishes to thank David Sanders, the Tompkins County Criminal Justice Coordinator and Paula Ioanide, Associate Professor of Ithaca College, for supporting and hosting this event. SAMHSA's GAINS Center thanks David Sanders, Chair of the Tompkins County Legislature, Martha Robertson, County Legislature and Chair of Public Safety Committee Rich John, and Director of the County's oldest ATI program. Director Deborah Dietrich for opening the workshop on June 27, 2019, and adding opening and closing remarks on June 28, 2019.

RECOMMENDED CITATION

SAMHSA's GAINS Center for Behavioral Health and Justice Transformation. (2019). *Sequential intercept model mapping report for Tompkins County, NY.* Delmar, NY: Policy Research Associates.

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Introduction

Since 1995 SAMHSA's GAINS Center for Behavioral Health and Justice Transformation, operated by Policy Research Associates, has worked to expand community-based services and reduce justice involvement for adults with mental and substance use disorders in the criminal justice system. The GAINS Center is support by the Substance Abuse and Mental Health Services Administration to focus on five areas:

- Criminal justice and behavioral health systems change
- Criminal justice and behavioral health services and supports
- Trauma-informed care
- Peer support and leadership development
- Courts and judicial leadership

On June 27-28, 2019, Ashley Krider and Maureen McLeod of SAMHSA's GAINS Center facilitated a Sequential Intercept Model Mapping Workshop in Ithaca, NY, for Tompkins County. The workshop was hosted by the Tompkins County Criminal Justice Coordinator and held on the Ithaca College campus. Approximately 70 stakeholders from Tompkins and Broome Counties participated in the 1½-day event.

Background

The Sequential Intercept Model, developed by Mark R. Munetz, M.D. and Patricia A. Griffin, Ph.D.,[1] has been used as a focal point for states and communities to assess available resources, determine gaps in services, and plan for community change. These activities are best accomplished by a team of stakeholders that cross over multiple systems, including mental health, substance abuse, law enforcement, pretrial services, courts, jails, community corrections, housing, health, social services, peers, family members, and many others.

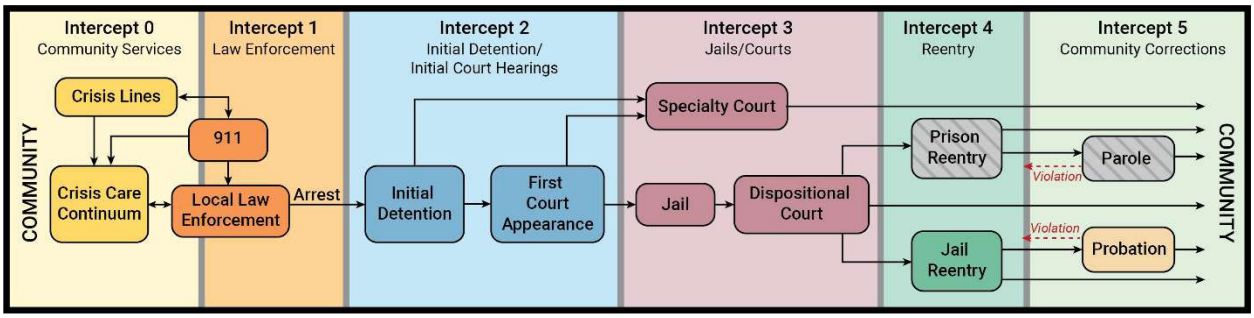
A Sequential Intercept Mapping is a workshop to develop a map that illustrates how people with behavioral health needs come in contact with and flow through the criminal justice system. Through the workshop, facilitators and participants identify opportunities for linkage to services and for prevention of further penetration into the criminal justice system.

The Sequential Intercept Mapping workshop has three primary objectives:

1. Development of a comprehensive picture of how people with mental illness and co-occurring disorders flow through the criminal justice system along six distinct intercept points: (0) Mobile Crisis Outreach Teams/Co-Response, (1) Law Enforcement and Emergency Services, (2) Initial Detention and Initial Court Hearings, (3) Jails and Courts, (4) Reentry, and (5) Community Corrections/Community Support.

2. Identification of gaps, resources, and opportunities at each intercept for individuals in the target population.

3. Development of priorities for activities designed to improve system and service level responses for individuals in the target population



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[1] Munetz, M., & Griffin, P. (2006). A systemic approach to the de-criminalization of people with serious mental illness: The Sequential Intercept Model. *Psychiatric Services*, *57*, 544-549.

Agenda

SAMHSA's GAINS CENTER

SAMHSA

Sequential Intercept Mapping Workshop

Tompkins County, NY

June 27, 2019

AGENDA

8:00 **Registration and Networking**

8:30 **Openings**
- Welcome and Introductions
- Overview of the Workshop
- Workshop Focus, Goals, and Tasks
- Collaboration: What's Happening Locally

What Works!
- Keys to Success

The Sequential Intercept Model
- The Basis of Cross-Systems Mapping
- Six Key Points for Interception

Cross-Systems Mapping
- Creating a Local Map
- Examining the Gaps and Opportunities

Establishing Priorities
- Identify Potential, Promising Areas for Modification Within the Existing System
- Top Five List
- Collaborating for Progress

Wrap Up
- Review
- Setting the Stage for Day 2

4:30 **Adjourn**

There will be a 15 minute break mid-morning and mid-afternoon.

There will be break for lunch at approximately noon.

SAMHSA's GAINS CENTER

SAMHSA

Sequential Intercept Mapping Workshop

Tompkins County, NY

June 28, 2019

AGENDA

8:00 **Registration and Networking**

8:30 **Opening**
- Remarks
- Preview of the Day

Review
- Day 1 Accomplishments
- Local County Priorities
- Keys to Success in Community

Action Planning

Finalizing the Action Plan

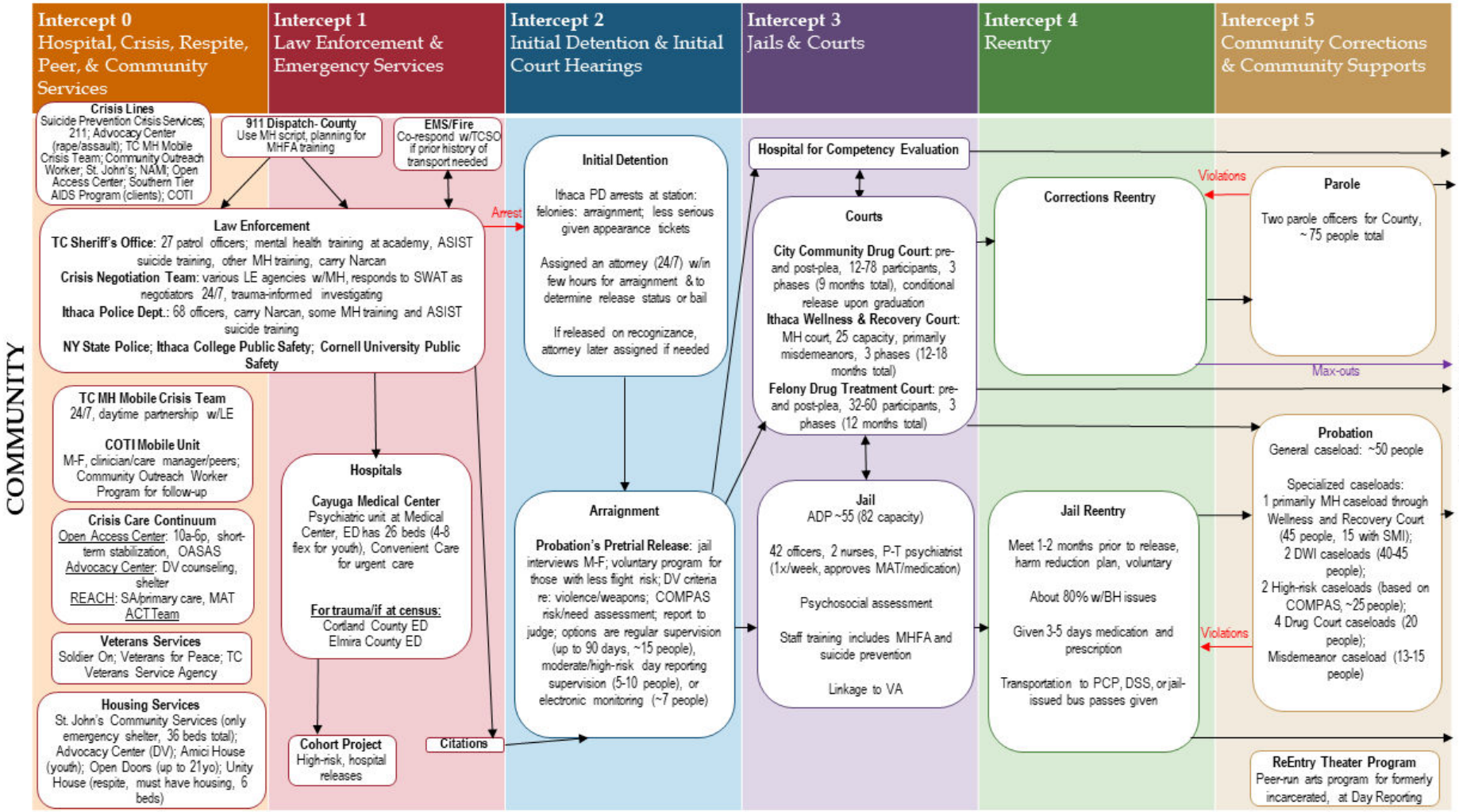
Next Steps

Summary and Closing

12:30 **Adjourn**

There will be a 15 minute break mid-morning.

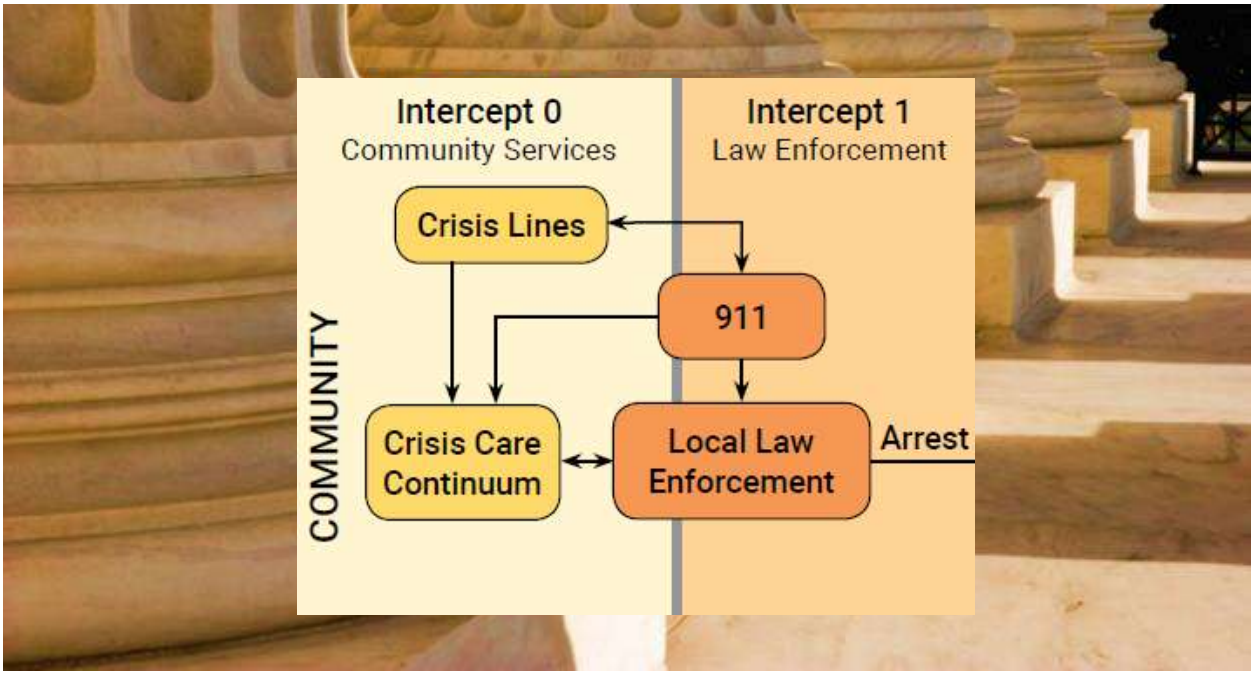
Sequential Intercept Model Map for Tompkins County, NY





Resources and Gaps at Each Intercept

The centerpiece of the workshop is the development of a Sequential Intercept Model map. As part of the mapping activity, the facilitators work with the workshop participants to identify resources and gaps at each intercept. This process is important since the criminal justice system and behavioral health services are ever changing, and the resources and gaps provide contextual information for understanding the local map. Moreover, this catalog can be used by planners to establish greater opportunities for improving public safety and public health outcomes for people with mental and substance use disorders by addressing the gaps and building on existing resources.



INTERCEPT 0 AND INTERCEPT 1

RESOURCES

Crisis Call Lines

There are a number of crisis lines in Tompkins County. These include:

1. Suicide and Prevention Services (607-272-1616); post-intervention trauma services are available
2. National Veteran Suicide Hotline (1-800-273-8255, Press 1)
3. The Rape and Sexual Assault Hotline (607-277-5000) is available 24/7.
4. St. John's Community Services (607-354-8990)
5. The Southern Tier AIDS Program hosts a crisis line for its clients (607-272-4098) with on-call staffing 24/7. This program also hosts a 24/7 hotline to verify needle exchange approval status of clients.
6. The Open Access Center crisis line (607-274-6288) is available 24/7 for persons in need of crisis housing and substance abuse services.
7. The Advocacy Center (607-277-3203) provides support, education and counseling for survivors of sexual and domestic violence.

9-1-1/Dispatch

1. The 911 dispatch center is funded by the county. Dispatchers ask scripted questions regarding potential mental health issues.
2. Mental Health First Aid training for 911 is in the planning stage.
3. There is a database of 911 calls but it was not clear what information was recorded or accessible for analysis and review.

Law Enforcement

1. The largest department in the county is the Ithaca Police Department. This agency has 68 officers who are certified to administer Naloxone and who have received ASIST (suicide prevention) training. The nature and extent of other training was not known.
2. Ithaca PD requested funds for the implementation of Law Enforcement Assisted Diversion (LEAD) in 2018 but the proposal was not funded.
3. The Tompkins County Sheriff's Department is fully staffed with 27 officers. These officers have received training in Mental Health First Aid, ASIST, SafeTalk, and Narcan administration. Sheriff's Department officers may co-respond with Fire and EMS personnel. A specialized Crisis Negotiation Team, using trauma-informed investigative techniques, is available 24/7 and is employed whenever the SWAT team is called out.
4. Other law enforcement departments in the county include:
    a. New York State Police
    b. Ithaca College Public Safety
    c. Cornell University Public Safety

Crisis Services

1. The Emergency Crisis Plan for Tompkins County is available online at http://tompkinscountyny.gov/mh/crisis.
2. Tompkins County has three programs that provide crisis services along a continuum to persons with mental illness and substance use disorders.
    a. The Tompkins County Mental Health Services Department dispatches a mobile crisis team that may be activated by calls to either 911 or to the Suicide and Prevention Services crisis line. This team is available to be dispatched 24/7. The responding primary clinician (social worker, nurse, licensed clinician) and case manager are often partnered with law enforcement personnel, as deemed appropriate.
    b. The Center for Treatment Innovation (COTI), a program of the Addiction Center of Broome County (serving Broome, Tioga and Tompkins Counties), dispatches a mobile crisis team in response to hotline calls (1-888-428-4571) for mental health and substance use disorder issues. The team includes a clinician, a peer advocate and a care manager. It is available during business hours.
    c. The Community Outreach Worker (COW) Program works closely with the Mobile Crisis Team to provide follow-up crisis services Monday-Friday 9:00am – 5:00 pm. Funded by the City of Ithaca, Tompkins County and the BID, this program currently has one staff member (Tammy Baker), although a second staff person will reportedly be hired this summer.

Healthcare

1. Primary care services are available at Cayuga Medical Center. The ED at this hospital has 26 dedicated psychiatric beds with four to eight flex beds. If additional psychiatric beds are needed, clients may be referred to EDs in Cortland County or Elmira County.
2. Convenient Care is a medical facility that provides urgent care services. It is affiliated with Cayuga Medical Center.
3. REACH Medical is a medical practice that provides primary health care, mainly to clients with substance use disorders. This practice has a low threshold and harm reduction approach, and employs MAT, including suboxone.



Behavioral Health Treatment/Case Management Providers

Opioid and alcohol addictions are serious problems in Tompkins County and surrounding environs. There are a number of agencies and programs that address these needs.

1. The Open Access Center (607-274-6288) is an outpatient facility that provides emergency mental health evaluations and short-term crisis stabilization (less than 24 hours). Services are available Saturday and Sunday 10:00 am – 6:00 pm. Agency personnel are planning for additional detox capacity within the next year.
2. The Advocacy Center provides support, education, advocacy and housing for survivors of sexual and domestic violence.
3. The Alcohol and Drug Council (ADC) of Tompkins County (201 E Green St #500, 607- 274-6288) provides programming focusing on prevention, recovery, or treatment related to substance use disorders. This outpatient facility offers MAT.
4. Community-based outpatient clinics/programs focusing on veterans include Soldier On, Veterans for Peace, and the Tompkins County Veteran Service Agency (slated to open July 2019).

Housing

1. Shelter housing is provided by two programs.
    a. St. John's Community Center offers 12 shelter beds. Unless there is a Code Blue Alert (temperatures under 32 degrees), persons seeking shelter at this site must obtain pre-approval from DSS.
    b. The Advocacy Center operates a shelter for survivors of sexual and domestic violence.
2. Respite housing (six beds) is available at Unity House for persons with housing.
3. Persons who are experiencing homelessness can apply for coordinated entry supportive housing using a modified Vi-SPDAT assessment.
4. The Jungle was described by SIM Workshop participants as an urban location serving as a tent city for persons experiencing homelessness. According to Ithaca.com (https://www.ithaca.com/news/ithaca/the-jungle-the-elephant-in-the-city/article_423d1008-71bb-11e9-bd20-e39469325ffd.html), the population of this encampment has increased over the past years, regularly housing 50-60 residents. The Community Outreach Worker visits the location to provide clothing, food, and education.

Peer Support

1. Peer support specialists are employed by Cayuga Alcohol and Recovery Services (CARS) and by the Open Access Center. CARS also plans to provide an opioid treatment program at the end of 2019.

Other

1. Tompkins County has one Assertive Community Treatment (ACT) team with four staff members. This team works closely with high-risk service utilizers.
2. Opportunities, Alternatives & Resources (OAR) of Tompkins County reported that it has created a comprehensive resource guide that is available online.

GAPS

Healthcare

1. Behavioral healthcare for persons experiencing housing insecurity was characterized as limited or non-existent.
2. There are no generally available psychiatric beds available at local hospitals due to policies strongly discouraging admission unless deemed absolutely necessary.
3. No methadone is available at any facility within the county.
4. MAT services and regulations are limited.
    a. Physicians in the Emergency Department can only provide up to three doses unless medical waivers are granted. This can result in high copay costs for clients.
    b. There is an insufficient number of prescribing physicians.

Law Enforcement and First Responders

1. At this time, there are believed to be no Crisis Intervention Team (CIT)-trained officers in the smaller law enforcement departments.
2. The absence of a state standard mandating an annual refresher course for CIT-trained officers was deemed a gap by workshop participants.
3. Law enforcement officers must contend with long wait times during hospital drop-offs.
4. The sharing of information between dispatchers and responding law enforcement officers was describes as incomplete.

Crisis Services

1. Crisis lines are not available 24/7, and are not well coordinated.
2. The Mobile Crisis Team lacks financial and human resources. Clients must be insurance-eligible. Those without private insurance or Medicaid do not qualify for the services of the care manager.
3. The Community Outreach Program is significantly understaffed (one employee) and unable to provide services 24/7.

Housing

1. Safe and drug-free housing, particularly for persons newly released from incarceration, is in great need. As a result, many individuals recently released from jail are released to homelessness. This gap was identified by workshop participants as a top priority for change.
2. There are no detox or stabilization services in the county, although a proposed 40-bed facility for medical withdrawal/stabilization is in the planning stages. Key stakeholders attributed the lack of such a facility to several factors including the need for state licensure (pending), and the lack of an identified site, pending receipt of a funding announcement.
3. It was observed by several participants that the DSS interpretation/implementation of "homelessness" varies by county and can result in adverse outcomes for persons who are not recognized as meeting the threshold of homelessness for receipt of public benefits.

Peer Support

1. Persons with lived experience are not well integrated into behavioral health services in residential or community settings.

Collection and Sharing of Data

1. While some data are being collected in the detention center and by various behavioral health agencies, data that would promote the continuum of care across various systems do not appear

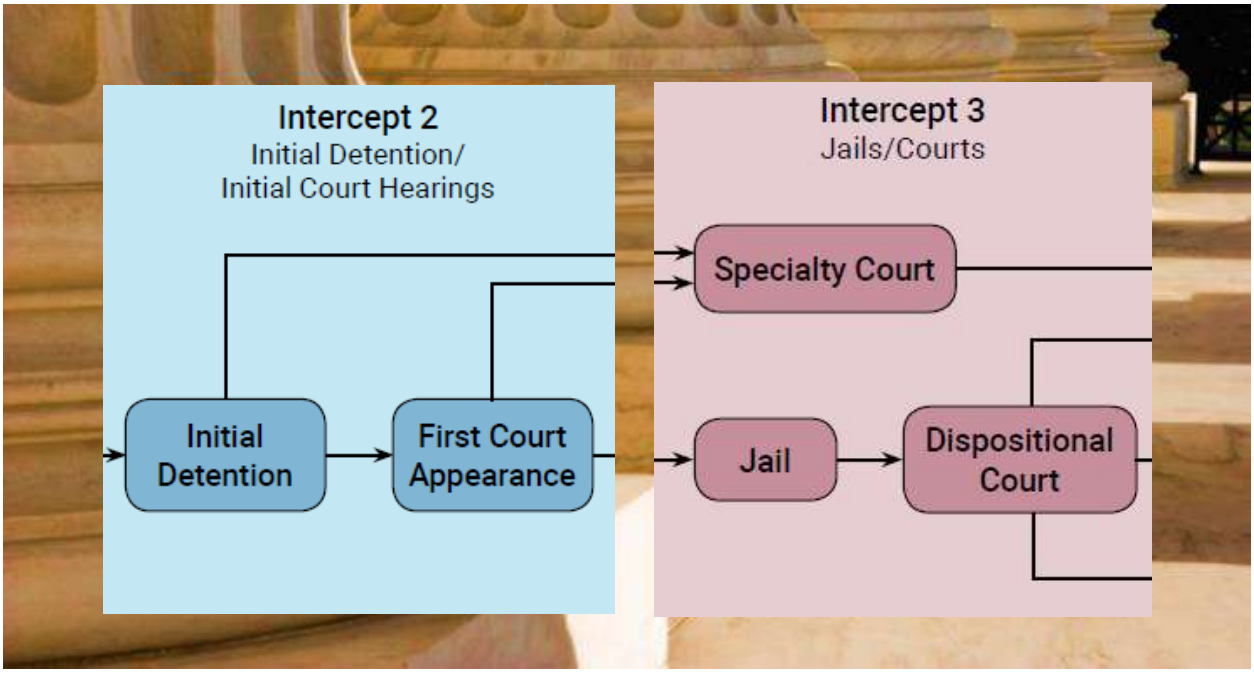


to be collected. The available data are not easily accessible and are not regularly shared with behavioral health and criminal justice stakeholders. This gap was acknowledged and addressed by Workshop participants as a priority for change under the *Improve Interagency Communication and Collaboration* heading.

Other

Several participants observed that substance abuse prevention education for K-12 students was insufficient.





INTERCEPT 2 AND INTERCEPT 3

RESOURCES

Jail Structure and Personnel

1. Until recently, the Tompkins County Jail had a design capacity of 100 beds. This capacity was reduced to 82 in 2018. The average daily population at the jail has been reduced significantly in the past five years. These reductions were attributed, in part, to the implementation of an alternative to incarceration program.
2. The jail has 42 corrections staff, two nurses, and a part-time psychiatrist who is in the jail once a week.
3. Training for Correctional Officers includes Mental Health First Aid and ASIST Suicide Prevention (cross-systems training).

Jail Services

1. If someone enters jail with/on an existing psychotropic medication, the jail will continue the medication (if verified), so there is not an interruption.
2. There are treatment team meetings held in jail for physical health and behavioral health.
3. The jail offers a linkage to the local VA, and the jail contacts the VA if an individual identifies as a veteran.

Problem-Solving Courts

1. The Ithaca City Community Drug Court accepts both pre- and post-plea referrals, and has between 12-78 participants at any given time. There are three phases, with three months per phase. Successful graduation results in a conditional release. Criteria for graduating include the acquisition of employment, stable housing, and primary care physician; and demonstrating abstinence for a period of time.

2. The Ithaca Wellness and Recovery Court (Mental Health Court) is a new program and had been active for eight weeks, as of the SIM. So far, they had received 15 referrals, and they will accept up to 25. They are accepting individuals charged with misdemeanors primarily, filed only with the Ithaca City Court. In March 2020, they will be expanding to the Town/Village. This program excludes domestic violence, sex offenses, and crimes involving children. The program lasts 12-18 months with three phases. The first phase is stabilization lasting about 60 days, the second phase is commitment to treatment lasting about four to six months, and the final phase is recovery, also lasting about four to six months.
3. The Tompkins County Felony Drug Treatment Court accepts both pre- and post-plea participants and excludes sex offenses and some felonies, but others are considered on a case-by-case basis at the judge's discretion. There are between 32-60 participants, and there are three phases, with four months per phase. Criteria for graduating include the acquisition of employment, stable housing, and a primary care physician; and demonstrating abstinence for a period of time.
4. The Tompkins County Family Treatment Court is a non-criminal court.

Data Collection and Sharing

1. A psychosocial assessment is performed at intake at the jail, collecting information on mental health, substance use, suicide risk, opioid addiction, and trauma history.
2. The jail releases a weekly report that lists the names of individuals who have been booked into jail.
3. DCJS collects recidivism data one, two, and three years' post-sentence.

GAPS

Jail Structure and Personnel

1. The jail had 100 beds when built in 1987, but now has only 82. There is limited space for programming.

Jail Services

2. If someone is prescribed a new medication while in jail, there is a four-day wait to receive their medication.
3. Medication-Assisted Treatment (MAT) options are limited.
4. A Veterans Justice Outreach (VJO) Coordinator is not contacted unless requested.

Problem-Solving Courts

1. A peer presence is needed in the treatment courts.
2. There are many myths and misconceptions surrounding the treatment courts. Not everybody understands the eligibility criteria.
3. Medical providers are not part of the treatment plans for treatment court. The plans are typically abstinence-based.

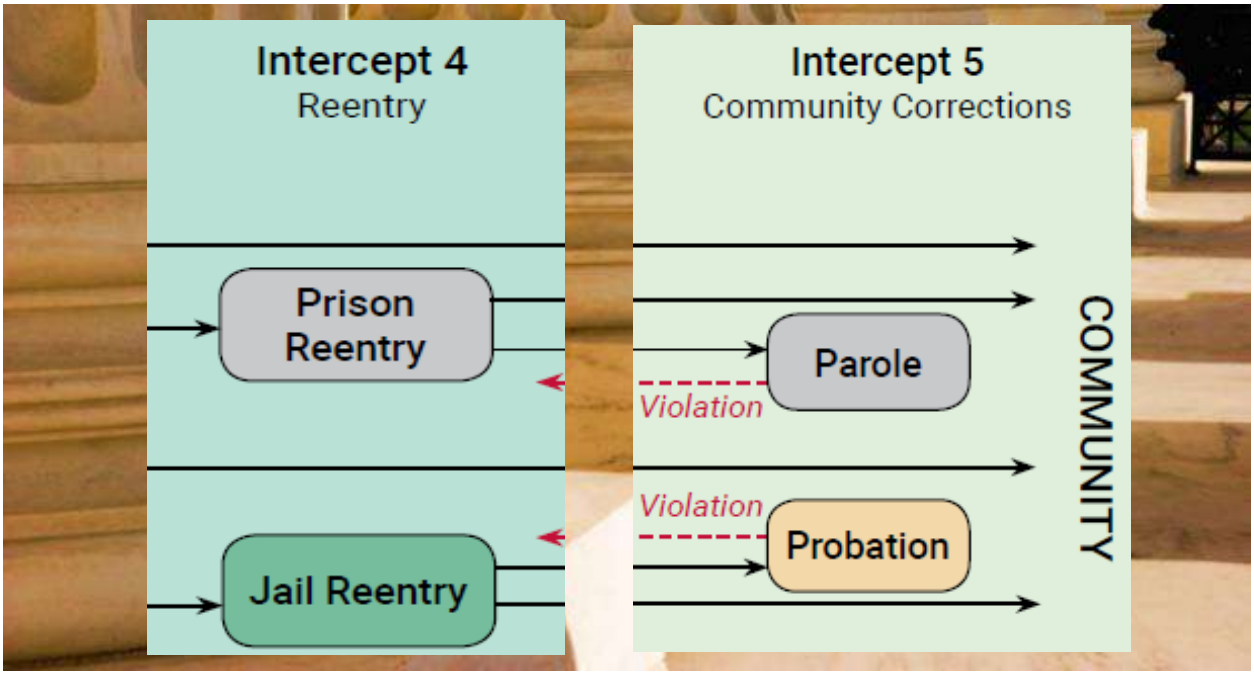


4. Access to treatment court appointments are difficult due to lack of public transportation options and, in some cases, overlapping appointments.

Data Collection and Sharing

1. Psychiatric individual data is limited at this Intercept.
2. Treatment providers may not be able to access who has been booked into the jail. The jail releases a weekly report that lists the names of individuals who have been booked into jail, but not all of the treatment providers have access to this report.





INTERCEPT 4 AND INTERCEPT 5

RESOURCES

Jail Services

1. Reentry efforts begin one to two months prior to discharge.
2. Approximately 80% of individuals have behavioral health issues upon reentry/release. Reentry planning follows a person-centered approach, and a checklist is used to ensure connection with REACH, availability of prescription medications upon release, linkage with a provider for continued medication, and availability to health insurance upon release.
3. Interfaith groups assist individuals through Motivational Interviewing, job applications, and transitional housing.

Community Reentry

1. LawNY, if is contacted within 30 days after someone is placed in jail, can help prevent loss of Section 8 housing.
2. Bus passes are available to individuals upon request when released. Phone calls are also available to individuals upon request when released.
3. Social supports are available in the community, such as the ReEntry Theater Program for formerly incarcerated individuals, at Day Reporting.

Probation

1. Advocates associated with the peer program at the Center for Treatment Innovation (COTI) go to day reporting twice/month.
2. Probation has specialized caseloads. One caseload is concentrated on mental health but not exclusively. Treatment is primarily through the Wellness and Recovery Court. The current caseload is 45 individuals, with 15 having a serious mental illness (SMI). There are two DWI caseloads, currently with 40-45 individuals. There are four Drug Court caseloads, with currently 20 individuals. The misdemeanor caseload is 13-15 individuals. In comparison, the general caseload is approximately 50 individuals.
3. Probation Officers (POs) work very closely with treatment providers and peer specialists.
4. Mental Health Probation Officers collaborate with mental health resources.

Parole

1. There are two parole officers, overseeing approximately 75 parolees.

GAPS

Jail Services

1. There is a need to provide jail identification cards, so that individuals can obtain an official state ID upon release.
2. Although bus passes and phone calls are supposed to be granted upon request when released, they are reportedly often denied.
3. Mental health peers are lacking in the jail (currently there are only two). There is one certification path available for becoming a mental health peer, and it is a lengthy process.

Community Reentry

1. Housing is difficult to obtain upon reentry. Forty to sixty percent of individuals are released without stable housing lined up. If somebody has Section 8 housing, and then loses their housing after being arrested, they will be on sanction for three years. LawNY can help prevent losing Section 8 housing if they are contacted within 30 days of an individual being arrested, but they are usually not looped in.
2. Individuals charged with felonies struggle with access to public housing.
3. Although there are peer social supports in the community, there is not widespread education of what services are available.

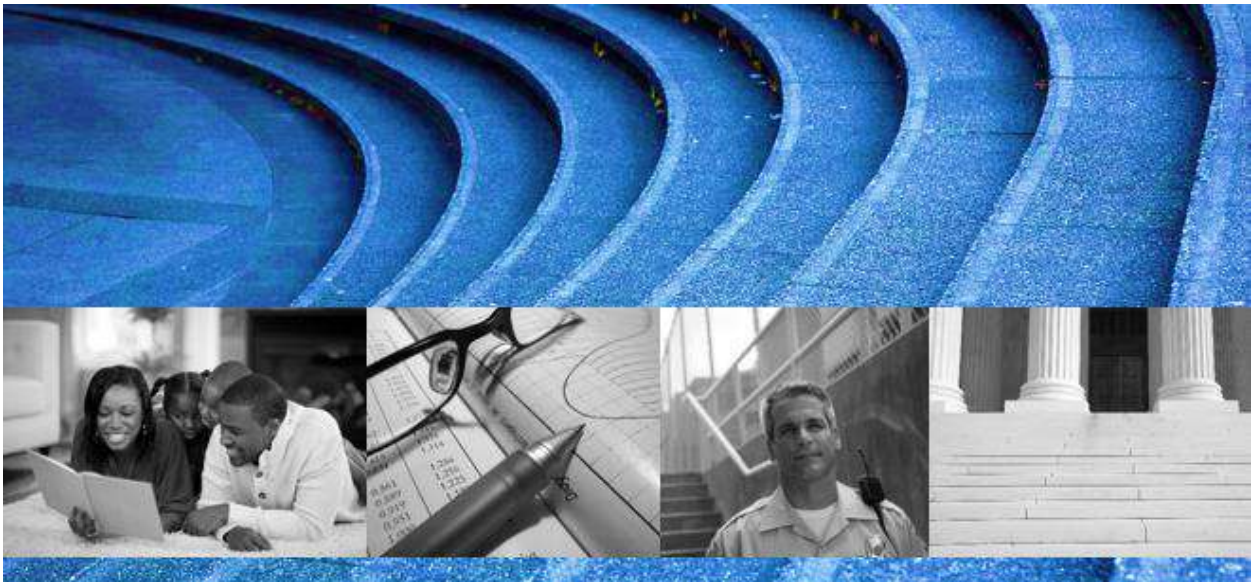
Probation

1. There is a lack of targeted programs and resources for registered sex offenders upon reentry. This population also experiences barriers to housing and transportation.
2. Data need to be collected to compare general probation caseloads and specialized caseloads.



3. Medicaid transport does not apply to those on probation.
4. Individuals on parole have to travel out of the area to Elmira, and transportation becomes a barrier to attending appointments.
5. Although probation officers work closely with treatment providers, it is through informal communication. There is an absence of formality, such as with a Memorandum of Understanding (MOU).





Priorities for Change

The priorities for change are determined through a voting process. Workshop participants are asked to identify a set of priorities followed by a vote where each participant has three votes. The voting took place on June 27, 2019. The top three priorities are highlighted in italicized text.

1. *Expand affordable housing- 27 votes*
2. *Increase Community Outreach Workers- 22 votes*
3. *Improve interagency collaboration and communication- 19 votes*
4. Expand emergency shelters without homeless verification- 17 votes
5. Expand living wage job opportunities for individuals convicted of felonies- 10 votes
6. Expand easily accessible transportation options- 9 votes
7. Obtain caseworker for parole reentry- 8 votes
7. Expand and integrate access to MAT in jail and upon reentry- 8 votes
7. Expand respite and diversion housing- 8 votes
8. Embed mental health personnel in police departments for co-response- 6 votes
9. Find and fund safe location for persons in crisis- 5 votes
9. Expand transition planning- health homes- 5 votes

9. Increase peer presence in behavioral health treatment- 5 votes
10. Provide CIT training countywide- 4 votes
11. Develop workforce training programs- 3 votes
11. Better integrate mental health and substance use services- 3 votes
11. Give clients more choice in treatment plans- 3 votes
12. Make LEAD happen- 2 votes
13. Train, recruit, and retain behavioral health workforce- 1 vote
13. Fund telephones for clients- 1 vote
14. Integrate assessments with assigned counsel- 0 votes
14. Designate a mental health clinician for Wellness/MH Court- 0 votes





Quick Fixes

While most priorities identified during a Sequential Intercept Model mapping workshop require significant planning and resources to implement, quick fixes are priorities that can be implemented with only minimal investment of time and little, if any, financial investment. Yet quick fixes can have a significant impact on the trajectories of people with mental and substance disorders in the justice system.

- The Mental Health Department can provide Mental Health First Aid (MHFA) to area agencies. Mental Health Association (MHA) also has workshops.



Parking Lot

Some gaps identified during the Sequential Intercept Mapping are too large or in-depth to address during the workshop. These issues are listed below.

- NYS Law regarding carrying syringes for non-Expanded Syringe Access Program (ESAP) enrollees
- DSS state regulations for supportive housing. There are county discrepancies.
- If an individual does not have Medicaid or private insurance, they are not eligible for Care Management Services.
- Magistrate requirements (vs. those of judges)
- Identification of sex offenders no longer on parole for purposes of housing.



Recommendations

Tompkins County has a number of exemplary programs that address criminal justice/behavioral health collaboration. Still, the mapping exercise identified areas where programs may need expansion or where new resources and programming must be developed.

1. **Increase and improve housing options.**

   Communities around the country have begun to develop more formal approaches to housing development, including use of the Housing First model. The 100,000 Home Initiative identifies key steps for communities to take to expand housing options for persons with mental illness.

   A strong housing continuum includes emergency shelters, landlord support and intervention, rapid rehousing, Permanent Supportive Housing (with or without Housing First but including supportive services such as case management, treatment, employment, etc.), Supported Housing (partial rent subsidies), transitional housing, affordable rental housing, and home ownership. In addition, consider how dependent care, institutional care, home-based services such as FACT, FUSE and ACT, halfway houses, and respite care can support specific populations needs.

   The following resources are suggested to guide strategy development. See also *Housing* under Resources below.

   - GAINS Center. Moving Toward Evidence-based Housing Program for Person with Mental Illness in Contact with the Justice System

   - Stefancic, A., Hul, L., Gillespie, C., Jost, J., Tsemberis, S., and Jones, H. (2012). Reconciling Alternative to Incarceration and Treatment Mandates with a Consumer Choice Housing First model: A Qualitative study of Individuals with Psychiatric Disabilities. Journal of Forensic Psychology Practice, 12, 382–408.

   - Tsemberis, S. (2010). Housing First: The Pathways Model to End Homelessness for People with Mental Illness and Addiction. Center City, MN: Hazelden Press.

- Stefancic, A., Henwood, B. F., Melton, H., Shin, S. M., Lawrence-Gomez, R., and Tsemberis, S. (2013). Implementing Housing First in Rural Areas: Pathways Vermont, *American Journal of Public Health*, *103*, 206–209.
- Shifting the Focus from Criminalization to Housing
- Lehman, M.H., Brown, C.A., Frost, L.E., Hickey, J.S., and Buck, D.S. (2012). Integrated Primary and Behavioral Health Care in Patient-Centered Medical Homes for Jail Releases with Mental Illness. *Criminal Justice and Behavior*, published online.
- Built for Zero (formerly Zero: 2016) is a rigorous national change effort working to help a core group of committed communities end veteran and chronic homelessness. Coordinated by Community Solutions, the national effort supports participants in developing real time data on homelessness, optimizing local housing resources, tracking progress against monthly goals, and accelerating the spread of proven strategies.

2. Develop a Crisis Continuum of Care that is integrated with the City/County Police Crisis Intervention Team (CIT) initiative.

- Expand CIT Training and coordinate across each of the police entities in the surrounding municipalities
- Provide Mental Health First Aid training to all uniformed officers who do not receive CIT training
- Expand crisis care treatment interventions, and consider expanding a Mobile Crisis Team

To be effective, mobile crisis must be adequately staffed to respond promptly to crisis calls. More communities are coordinating mobile crisis team responses with law enforcement especially during peak call hours and co-locating services or embedding clinicians in police district headquarters. Often these services are augmented by providing telephone or videoconference consultation to law enforcement. Over the past few years, the Substance Abuse and Mental Health Services Administration (SAMHSA) and many states have begun to identify a "Continuum of Care for Crisis Services." In addition, states including Texas, New York, Virginia, and California have state-funded initiatives to enhance crisis services in communities.

Also, develop and enhance officer wellness strategies. Below are two officer safety and wellness initiatives with a variety of resources.

- Destination Zero
- Valor Officer Safety and Wellness Program

3. At all stages of the Sequential Intercept Model, gather data to document the processing of people with mental health and substance use disorders through the criminal justice system locally.

Improving cross-system data collection and integration is key to identifying high-user populations, justifying expansion of programs, and measuring program outcomes and success. Creating a data match with information from local/state resources from time of arrest to pre-trial can enhance diversion opportunities before and during the arraignment process.

It is important for each organization to define terms initially, with a goal of establishing a common definition of what populations/issues are of interest to communities/organizations. Learn from each system how that data point is collected, coded and stored. Seek common identifiers to match populations.



Data collection does not have to be overly complicated. For example, some 911 dispatchers spend an inordinate amount of time on comfort and support calls. Collecting information on the number of calls, identifying the callers and working to link the callers to services has been a successful strategy in other communities to reduce repeated calls. In addition, establishing protocols to develop a "warm handoff" or direct transfers to crisis lines can also result in directing calls to the most appropriate agency, and can result in improved service engagement.

Dashboard indicators can be developed on the prevalence, demographics, and case characteristics of adults with mental and substance use disorders who are being arrested, passing through the courts, booked into the jail, sentenced to prison, placed on probation, etc.

A mental health dashboard can also be developed to monitor wait times in hospitals for people in mental health crises and transfer times from the emergency department to inpatient units or other services to determine whether procedures can be implemented to improve such responses. These dashboard indicators can be employed by a county planning and monitoring council to better identify opportunities for programming and to determine where existing initiatives require adjustments.

Consider joining the Arnold Foundation and National Association of Counties (NACo) Data-Driven Justice Initiative (DDJ). The publication "Data-Driven Justice Playbook: How to Develop a System of Diversion" provides guidance on development of data driven strategies and use of data to develop programs and improve outcomes.

See also the *Data Analysis and Matching* publications in the Resources section.



Strategic Action Plans

PRIORITY AREA 1

EXPAND AFFORDABLE HOUSING FOR THE LOWEST INCOME PEOPLE

Objectives	Action Step	Who	When
1. Development of SRO style properties that are co-located with agencies 2. 40-bed emergency shelter 3. Having a low-barrier shelter 4. Family sites 5. Halfway House 6. Increase prevention/retention services 7. Medicaid Funded Assisted Living	1. Data collection: • What low income housing is available • Vacancies • How many people need housing • Which people need housing • Transportation accessibility 2. Cost-benefit Analysis 3. Explore best practices in other communities regarding prevention and retention services 4. Explore funding and development options 5. Evaluate zoning issues	**Cornell IC/faculty/students** **Liddy (TCA)** – Coord of Housing Initiative; **Danielle** – Housing Dir of Tompkins Co **Marie** – Reentry Care Mgr; **Tony** – St. John's Mission **Ithaca Urban Renewal Agency** (IURA); **Ithaca Neighborhood Housing Service** (INHS) **Ithaca Housing Authority** (IHA); **Single Point of Entry (**SPOE)	1. Data collection: 6 months 2. Cost-benefit analysis: Spg 2020 3. Best practices: 6 months 4. Funding and development: on-going 5. Zoning: 6 months
Team Members: Tony Sidle, St. John's; Jamila Michener, Cornell Univ; Joe Margulies, Cornell Univ; Danielle Harington, Tompkins Community Action; Lisa Holmes, County Admin; Katelyn Rose, ACBC, Center of Treatment Innovation Prgm Mgr.; Marie Boyer, Re-entry Case Manager; Ed Bergman, APS/LTC Director; Michelle Fortune, DOCCS Re-entry Manager; Liddy Barger, COC			

PRIORITY AREA 2

INCREASE COMMUNITY OUTREACH WORKER PROGRAM

Objectives	Action Step	Who	When
Inter-agency Outreach Workers - street	Identify point person at each agency	CJCC	September 2019
Increase COWS based on need	Gather data/survey businesses, providers, IPD	Tammy/Steering Committee	August 2019
Increase diversity of COWS • Target locations • Target experiences/heifers	Reach out to Burlington and local agencies	Tammy, Casandra, Amy, Brian	September 2019
Evaluate LEAD/COW for duplication	Collect and compare services	Tammy, Dave	August 2019
Team Members: Jean Poland, Henry Granison, Tammy Baker, Amy Heffron, Joanne Conway-Pietrasz, Rick Wallace, Casandra Ponton, Emily Mallar, Dave Sanders, Brian Briggs, Alana Dass, Sam Tesfaye, Hayley Timmons			

PRIORITY AREA 3

IMPROVE INTER-AGENCY COMMUNICATION AND COLLABORATION

Objectives	Action Step	Who	When
1. More information about who is in the jail and when they are released	1. Share information on Vinelink and Mobile Patrol (Everyone to contact him to let him know they want that information)	1. Capt. Bunce	1. End of July 2019
2. Develop a protocol for management of inmate information globally	2. Information training/sharing: list of providers and their releases (HIPAA, OASAS, OMH, OMH lic)	2. Capt. Bunce	2. Fall 2019
	3. Provide a card that lists individuals' medical information location	3. Joey and Capt. Bunce	3. Sept 2019 (Joey); 2 weeks (Capt. Bunce)
3. Communication Task Force	4. Treatment Collaboration meeting - Collaboration between organizations by meeting, training, touring and discussing their programs	4. Rich Shaw	4. Fall 2019
	5. Criminal Justice Collaboration Meeting	5. Dave Sanders	5. Sept 2019
4. Preventative Efforts	6. Seattle Model - Behavioral Health BOLO	6. Sharon	6. Jan 2020
	7. Resource Card for Behavioral Health	7. Sharon	7. Sept 2019
	8. Training for Law Enforcement re: Mental Health	8. Rich Shaw	8. On-going
Team Members: Amelia Christian, Carolyn Tschanz, Joey Guarnaccia, Darlene Desmond, Jeff Pryor, Bill Rusen, Lance Salisbury, Holly Stevenson, Michelle Presner, Ray Bunce, Benay Rubenstein, Bridgette Nugent, Kit Kephart (DSS), Rich John, Frank Kruppa, Brittni Griep, Judy Griffin, Christy Biancini (TCMH), Ashleigh Wedding, Dave Sanders, Jacob Parker Cesriec, Derek Osborne, Jennig=fer Olin, Janet Cotraccia, Nicole Pagano, Nikki Hines, Sharon MacDougall			



Resources

COMPETENCY EVALUATION AND RESTORATION

- SAMHSA's GAINS Center. *Quick Fixes for Effectively Dealing with Persons Found Incompetent to Stand Trial.*
- Finkle, M., Kurth, R., Cadle, C., and Mullan, J. (2009) Competency Courts: A Creative Solution for Restoring Competency to the Competency Process. *Behavioral Science and the Law, 27,* 767-786.

CRISIS CARE, CRISIS RESPONSE, AND LAW ENFORCEMENT

- Substance Abuse and Mental Health Services Administration. *Crisis Services: Effectiveness, Cost-Effectiveness, and Funding Strategies.*
- International Association of Chiefs of Police. *Building Safer Communities: Improving Police Responses to Persons with Mental Illness*.
- Suicide Prevention Resource Center. *The Role of Law Enforcement Officers in Preventing Suicide*.
- Saskatchewan Building Partnerships to Reduce Crime. *The Hub and COR Model.*
- International Association of Chiefs of Police. Improving Police Response to Persons Affected by Mental Illness: Report from March 2016 IACP Symposium.
- International Association of Chiefs of Police. One Mind Campaign.
- Optum. In Salt Lake County, Optum Enhances Jail Diversion Initiatives with Effective Crisis Programs.
- Bureau of Justice Assistance. *Engaging Law Enforcement in Opioid Overdose Response: Frequently Asked Questions.*

- The Case Assessment Management Program is a joint effort of the Los Angeles Department of Mental Health and the Los Angeles Police Department to provide effective follow-up and management of selected referrals involving high users of emergency services, abusers of the 911 system, and individuals at high risk of death or injury to themselves.
- National Association of Counties. Crisis Care Services for Counties: Preventing Individuals with Mental Illnesses from Entering Local Corrections Systems.
- CIT International.
- National Action Alliance for Suicide Prevention: Crisis Services Task Force. Crisis now: Transforming services is within our reach. Washington, DC: Education Development Center, Inc.

DATA ANALYSIS AND MATCHING

- Data-Driven Justice Initiative. Data-Driven Justice Playbook: How to Develop a System of Diversion.
- Urban Institute. *Justice Reinvestment at the Local Level Planning and Implementation Guide.*
- The Council of State Governments Justice Center. *Ten-Step Guide to Transforming Probation Departments to Reduce Recidivism.*
- New Orleans Health Department. *New Orleans Mental Health Dashboard.*
- Pennsylvania Commission on Crime and Delinquency. *Criminal Justice Advisory Board Data Dashboards.*
- Corporation for Supportive Housing. *Jail Data Link Frequent Users: A Data Matching Initiative in Illinois* (See Appendix 3)
- Vera Institute of Justice. *Closing the Gap: Using Criminal Justice and Public Health Data to Improve Identification of Mental Illness.*

HOUSING

- Alliance for Health Reform. *The Connection Between Health and Housing: The Evidence and Policy Landscape.*
- Economic Roundtable. *Getting Home: Outcomes from Housing High Cost Homeless Hospital Patients.*
- 100,000 Homes. *Housing First Self-Assessment.*

- Urban Institute. *Supportive Housing for Returning Prisoners: Outcomes and Impacts of the Returning Home-Ohio Pilot Project.*
- Corporation for Supportive Housing. *NYC FUSE – Evaluation Findings.*
- Corporation for Supportive Housing. Housing is the Best Medicine: Supportive Housing and the Social Determinants of Health.
- Corporation for Supportive Housing. Guide to the FUSE Model.

INFORMATION SHARING

- American Probation and Parole Association. *Corrections and Reentry: Protected Health Information Privacy Framework for Information Sharing*.
- Legal Action Center. *Sample Consent Forms for Release of Substance Use Disorder Patient Records.*
- Council of State Governments Justice Center. Information Sharing in Criminal Justice-Mental Health Collaborations: Working with HIPAA and Other Privacy Laws.

JAIL INMATE INFORMATION

- NAMI California. *Arrested Guides and Inmate Medication Forms*.

MEDICATION ASSISTED TREATMENT (MAT)

- American Society of Addiction Medicine. *The National Practice Guideline for the Use of Medications in the Treatment of Addiction Involving Opioid Use.*
- American Society of Addiction Medicine. *Advancing Access to Addiction Medications.*
- National Commission on Correctional Health Care and the National Sheriffs' Association. Jail-Based Medication-Assisted Treatment: Promising Practices, Guidelines, and Resources for the Field.
- Substance Abuse and Mental Health Services Administration. *Federal Guidelines for Opioid Treatment Programs.*
- Substance Abuse and Mental Health Services Administration. *Medication for the Treatment of Alcohol Use Disorder: A Brief Guide.*
- Substance Abuse and Mental Health Services Administration. *Clinical Guidelines for the Use of Buprenorphine in the Treatment of Opioid Addiction (Treatment Improvement Protocol 40)*.

- Substance Abuse and Mental Health Services Administration. *Clinical Use of Extended Release Injectable Naltrexone in the Treatment of Opioid Use Disorder: A Brief Guide.*

MENTAL HEALTH FIRST AID

- Mental Health First Aid.
- Illinois General Assembly. *Public Act 098-0195: Illinois Mental Health First Aid Training Act.*
- Pennsylvania Mental Health and Justice Center of Excellence. *City of Philadelphia Mental Health First Aid Initiative.*

PEERS

- SAMHSA's GAINS Center. *Involving Peers in Criminal Justice and Problem-Solving Collaboratives.*
- SAMHSA's GAINS Center. *Overcoming Legal Impediments to Hiring Forensic Peer Specialists.*
- NAMI California. *Inmate Medication Information Forms*
- Keya House.
- Lincoln Police Department Referral Program.

PRETRIAL DIVERSION

- CSG Justice Center. Improving Responses to People with Mental Illness at the Pretrial State: Essential Elements.
- National Resource Center on Justice Involved Women. Building Gender Informed Practices at the Pretrial Stage.
- Laura and John Arnold Foundation. The Hidden Costs of Pretrial Diversion.

PROCEDURAL JUSTICE

- Legal Aid Society. *Manhattan Arraignment Diversion Program*.
- Center for Alternative Sentencing and Employment Services. *Transitional Case Management for Reducing Recidivism of Individuals with Mental Disorders and Multiple Misdemeanors.*
- Hawaii Opportunity Probation with Enforcement (HOPE). *Overview*.
- American Bar Association. Criminal Justice Standards on Mental Health.

REENTRY

- SAMHSA's GAINS Center. *Guidelines for the Successful Transition of People with Behavioral Health Disorders from Jail and Prison*.
- Community Oriented Correctional Health Services. *Technology and Continuity of Care: Connecting Justice and Health: Nine Case Studies*.
- The Council of State Governments. National Reentry Resource Center.
- Bureau of Justice Assistance. Center for Program Evaluation and Performance Management.
- Washington State Institute of Public Policy. *What Works and What Does Not?*
- Washington State Institute of Public Policy. *Predicting Criminal Recidivism: A Systematic Review of Offender Risk Assessments in Washington State.*

SCREENING AND ASSESSMENT

- Center for Court Innovation. Digest of Evidence-Based Assessment Tools.
- SAMHSA's GAINS Center. Screening and Assessment of Co-occurring Disorders in the Justice System.
- Steadman, H.J., Scott, J.E., Osher, F., Agnese, T.K., and Robbins, P.C. (2005). Validation of the Brief Jail Mental Health Screen. Psychiatric Services, 56, 816-822.
- The Stepping Up Initiative. (2017). Reducing the Number of People with Mental Illnesses in Jail: Six Questions County Leaders Need to Ask.

SEQUENTIAL INTERCEPT MODEL

- Munetz, M.R., and Griffin, P.A. (2006). Use of the Sequential Intercept Model as an Approach to Decriminalization of People with Serious Mental Illness. *Psychiatric Services, 57*, 544-549.
- Griffin, P.A., Heilbrun, K., Mulvey, E.P., DeMatteo, D., and Schubert, C.A. (2015). *The Sequential Intercept Model and Criminal Justice*. New York: Oxford University Press.
- SAMHSA's GAINS Center. *Developing a Comprehensive Plan for Behavioral Health and Criminal Justice Collaboration: The Sequential Intercept Model*.

SSI/SSDI OUTREACH, ACCESS, AND RECOVERY (SOAR)

Increasing efforts to enroll justice-involved persons with behavioral disorders in the Supplement Security Income and the Social Security Disability Insurance programs can be accomplished through

utilization of SSI/SSDI Outreach, Access, and Recovery (SOAR) trained staff. Enrollment in SSI/SSDI not only provides automatic Medicaid or Medicare in many states, but also provides monthly income sufficient to access housing programs.

- Information regarding SOAR for justice-involved persons.
- The online SOAR training portal.

TRANSITION-AGED YOUTH

- National Institute of Justice. Environmental Scan of Developmentally Appropriate Criminal Justice Responses to Justice-Involved Young Adults.
- Harvard Kennedy School Malcolm Weiner Center for Social Policy. Public Safety and Emerging Adults in Connecticut: Providing Effective and Developmentally Appropriate Responses for Youth Under Age 21 Executive Summary and Recommendations.
- Roca, Inc. Intervention Program for Young Adults.
- University of Massachusetts Medical School. Transitions RTC for Youth and Young Adults.

TRAUMA-INFORMED CARE

- SAMHSA, SAMHSA's National Center on Trauma-Informed Care, and SAMHSA's GAINS Center. *Essential Components of Trauma Informed Judicial Practice.*
- SAMHSA's GAINS Center. *Trauma Specific Interventions for Justice-Involved Individuals.*
- SAMHSA. *SAMHSA's Concept of Trauma and Guidance for a Trauma-Informed Approach.*
- National Resource Center on Justice-Involved Women. *Jail Tip Sheets on Justice-Involved Women*.

VETERANS

- SAMHSA's GAINS Center. *Responding to the Needs of Justice-Involved Combat Veterans with Service-Related Trauma and Mental Health Conditions.*
- Justice for Vets. *Ten Key Components of Veterans Treatment Courts.*

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Appendix 5	100,000 Homes/Center for Urban Community Services. *Housing First Self-Assessment: Assess and Align Your Program and Community with a Housing First Approach.*
Appendix 6	Remington, A.A. (2016). *Skyping During a Crisis? Telehealth is a 24/7 Crisis Connection.*
Appendix 7	SAMHSA. *Reentry Resources for Individuals, Providers, Communities, and States*.

Appendix 1

Tompkins County Core Planning Team

Name	Title	Agency
Amie Hendrix	Deputy County Administrator	County Administration
Amy Heffron	Peer Coordinator	College Initiative Upstate
Ashleigh Wedding	Clinic Director	Mental Health
Brittni Griep	LGU Administrative Assistant	Mental Health
Christy Bianconi	Forensic Senior Social Worker	Mental Health
David M Sanders	Criminal Justice Coordinator	County Administration
Marie Boyer	Re-Entry Care Manager	Mental Health
Rich Shaw	Dual Recovery Coordinator	Mental Health
Sharon MacDougall	Deputy Commissioner	Mental Health

SIM Workshop Facilitators and Consultants

Name	Title	Agency
Maureen McLeod	PhD. Senior Research Associate II	Policy Research Associates, Inc.
Ashley Krider	Senior Project Associate I	Policy Research Associates, Inc.

Tompkins County Sequential Intercept Mapping Team

#	Name	Title	Agency
1	Derek Osborne	Sheriff	Sheriff Department
2	Jennifer Olin	Under-Sheriff	Sheriff Department
3	Loretta Tomberelli	Sargent	Ithaca Police Dept.
4	Nichole Hines	Trooper	State Police
5	Capt. Ray Bunces	Corrections	Sheriff Department
6	Joanne Conway Pietrasz	Jail Forensic Counselor	Sheriff Dept. 2 hrs only
7	Patricia Buechel	Director	Probation
8	Dan Cornell	Deputy Director	Probation
9	Randy Kunzman	Parole Officer Parole SPO	Parole
10	Randy Woodward	Parole Officer	Parole
11	C Todd Richards	Parole Officer	Parole
12	Michelle Fortune	REENTRY program	Parole
13	Hon. Scott Miller	Judge	County/ City Judge
14	Hon. Richard M Wallace	Judge	City Judge
15	Amelia Christian	ADA	District Attorney Office
16	Lance Salisbury	Supervising Attorney	Assigned Counsel
17	Michelle Preshur	Coordinator	Mental Health Court
18	Darlene Desmond	Resource Coordinator II	Drug Treatment Court
19	Tammy Baker	COWP (Diversion program)	Family & Children Services
20	Martha Robertson	Chair: Co Legislature	County Legislature
21	Rich John	Chair: Public Safety	County Legislature
22	Henry Granison	Vice Chair: Public Safety	County Legislature
23	Lisa Holmes	Deputy Co Administrator	County Administration
24	David M. Sanders Jr.	Criminal Justice Coordinator	County Administration

25	Angela Sullivan	Executive Director	The Council
26	Bill Rusen	Chief Executive Officer	CARS
27	Dr. Justine Waldman	Medical Director	REACH Medical
28	Jeffrey Pryor	Director of Re-entry Services	STAP
29	Eric Jansen MS, RN	Dir of Behavioral Services	Cayuga Medical Center
30	Emily Maller RN, MS	Director of Care Mgmt.	Cayuga Medical Center
31	Katelyn Rose, LMSW	Manager and Clinician	COTI
32	Kit Kephart	Commissioner	DSS
33	Ed Bergman	Coordinator, Adult Protective	DSS
34	Holly Stevenson	Medicaid, Division Coordinator	DSS
35	Amy Heffron	Peer Coordinator	College Initiative Upstate
36	Tony Sidle	Peer	Civic Ensemble
37	Brian Briggs	Peer	REACH Peer
38	Brian Smith	Peer	REACH Peer
39	Casandra Ponton	Peer	REACH Peer
40	Carinn Hubbard	Peer	CIU/REACH
41	Sharon MacDougall	Deputy Commissioner	Mental Health
42	Rich Shaw	Dual Recovery Coordinator	Mental Health
43	Ashleigh Wedding	Clinic Director	Mental Health
44	Christy Bianconi	Forensic Senior Social Worker	Mental Health
45	Marie Boyer	Re-Entry Care Manager	Mental Health
46	Lauren Greco	Project Manager	Care Compass Network
47	Josephine Gibson	Executive Director	Mental Health Association
48	Jean Poland	Vice President	NAMI
49	Karen Schachere, PhD	Interim President, CEO	Family & Children Services
50	Lee-Ellen Marvin	Director of Education	Suicide Prevention & Crisis
51	Deborah Dietrich	Director	OAR
52	Paula Ioanide	Associate Professor	Ithaca College
53	Joseph Margulies	Professor of Law & Government	Cornell University
54	Sara Watrous	Prevention Coord	TC3
55	Kathleen Schlather	Executive Director	Human Services Coalition
56	Liddy Bargar	Coord of Housing Initiatives	Human Services Coalition
57	Danielle Harrington	Housing Director	TC Action
58	Taili Muganbee	Equity/ Inclusion Coord	URO
59	Dr. Judy Griffin	Physician	REACH
60	Nichole Pagano	Business Owner	Green Street Pharmacy
61	Suzi Cook	Juvenile Justice	County Attorney's office
62	Sue Kittle	Program Officer	Park Foundation
63	Janet Cotraccia	Chief Impact Officer	Community Foundation

Appendix 2

TEXAS Department of State Health Services

Crisis Services

The Department of State Health Services (DSHS) funds 37 LMHAs and NorthSTAR to provide an array of ongoing and crisis services to individuals with mental illness. Laws and rules governing DSHS and the delivery of mental health services require LMHAs and NorthSTAR to provide crisis screening and assessment. Newly appropriated funds enhanced the response to individuals in crisis.

The 80th Legislature

$82 million was appropriated for the FY 08-09 biennium for improving the response to mental health and substance abuse crises. A majority of the funds were divided among the state's Local Mental Health Authorities (LMHAs) and added to existing contracts. The first priority for this portion of the funds was to support a rapid community response to offset utilization of emergency rooms or more restrictive settings.

Crisis Funds

- **Crisis Hotline Services**
  - Continuously available 24 hours per day, seven days per week
  - All 37 LMHAs and NorthSTAR have or contract with crisis hotlines that are accredited by the American Association of Suicidology (AAS)
- **Mobile Crisis Outreach Teams (MCOT)**
  - Operate in conjunction with crisis hotlines
  - Respond at the crisis site or a safe location in the community
  - All 37 LMHAs and NorthSTAR have MCOT teams
  - More limited coverage in some rural communities

$17.6 million dollars of the initial appropriation was designated as community investment funds. The funds allowed communities to develop or expand local alternatives to incarceration or State hospitalization. Funds were awarded on a competitive basis to communities able to contribute at least 25% in matching resources. Sufficient funds were not available to provide expansion in all communities served by the LMHAs and NorthSTAR.

Competitive Funds Projects

- **Crisis Stabilization Units (CSU)**
  - Provide immediate access to emergency psychiatric care and short-term residential treatment for acute symptoms
  - Two CSUs were funded
- **Extended Observation Units**
  - Provide 23-48 hours of observation and treatment for psychiatric stabilization
  - Three extended observation units were funded
- **Crisis Residential Services**
  - Provide from 1-14 days crisis services in a clinically staffed, safe residential setting for individuals with some risk of harm to self or others
  - Four crisis residential units were funded
- **Crisis Respite Services**

- Provide from 8 hours up to 30 days of short-term, crisis care for individuals with low risk of harm to self or others
- Seven crisis respite units were funded

- **Crisis Step-Down Stabilization in Hospital Setting**
  - Provides from 3-10 days of psychiatric stabilization in a psychiatrically staffed local hospital setting
  - Six local step-down stabilization beds were funded
- **Outpatient Competency Restoration Services**
  - Provide community treatment to individuals with mental illness involved in the legal system
  - Reduces unnecessary burdens on jails and state psychiatric hospitals
  - Provides psychiatric stabilization and participant training in courtroom skills and behavior
  - Four Outpatient Competency Restoration projects were funded

The 81st Legislature

$53 million was appropriated for the FY 2010-2011 biennium for transitional and intensive ongoing services.

- **Transitional Services**
  - Provides linkage between existing services and individuals with serious mental illness not linked with ongoing care
  - Provides temporary assistance and stability for up to 90 days
  - Adults may be homeless, in need of substance abuse treatment and primary health care, involved in the criminal justice system, or experiencing multiple psychiatric hospitalizations
- **Intensive Ongoing Services for Children and Adults**
  - Provides team-based Psychosocial Rehabilitation services and Assertive Community Treatment (ACT) services (Service Package 3 and Service Package 4) to engage high need adults in recovery-oriented services
  - Provides intensive, wraparound services that are recovery-oriented to address the child's mental health needs
  - Expands availability of ongoing services for persons entering mental health services as a result of a crisis encounter, hospitalization, or incarceration

Appendix 3

Jail Data Link Frequent Users
A Data Matching Initiative in Illinois

Overview of the Initiative

The Corporation for Supportive Housing (CSH) has funded the expansion of a data matching initiative at Cook County Jail designed to identify users of both Cook County Jail and the State of Illinois Division of Mental Health (DMH).

This is a secure internet based database that assists communities in identifying frequent users of multiple systems to assist them in coordinating and leveraging scarce resources more effectively. Jail Data Link helps staff at a county jail to identify jail detainees who have had past contact with the state mental health system for purposes of discharge planning. This system allows both the jail staff and partnering case managers at community agencies to know when their current clients are in the jail. Jail Data Link, which began in Cook County in 1999, has expanded to four other counties as a result of funding provided by the Illinois Criminal Justice Information Authority and will expand to three additional counties in 2009. In 2008 the Proviso Mental Health Commission funded a dedicated case manager to work exclusively with the project and serve the residents of Proviso Township.

Target Population for Data Link Initiatives

This project targets people currently in a county jail who have had contact with the Illinois Division of Mental Heath.

- **Jail Data Link – Cook County:** Identifies on a daily basis detainees who have had documented inpatient/outpatient services with the Illinois Division of Mental Health. Participating agencies sign a data sharing agreement for this project.
- **Jail Data Link – Cook County Frequent Users:** Identifies those current detainees from the Cook County Jail census who have at least two previous State of Illinois psychiatric inpatient hospitalizations and at least two jail stays. This will assist the jail staff in targeting new housing resources as a part of a federally funded research project beginning in 2008.
- **Jail Data Link – Expansion:** The Illinois Criminal Justice Information Authority provided funding to expand the project to Will, Peoria, Jefferson and Marion Counties, and the Proviso Mental Health Commission for Proviso Township residents.

Legal Basis for the Data Matching Initiative

Effective January 1, 2000, the Illinois General Assembly adopted **Public Act 91-0536** which modified the Mental Health and Developmental Disabilities Administrative Act. This act allows the Division of Mental Health, community agencies funded by DMH, and any Illinois county jail to disclose a recipient's record or communications, without consent, to each other, for the purpose of admission, treatment, planning, or discharge. No records may be disclosed to a county jail unless the Department has entered into a written agreement with the specific county jail. Effective July 12, 2005, the Illinois General Assembly also adopted **Public Act 094-0182,** which further modifies the Mental Health and Developmental Disabilities Administrative Act to allow sharing between the Illinois Department of Corrections and DMH.

Using this exception, individual prisons or jails are able to send their entire roster electronically to DMH. Prison and jail information is publically available. DMH matches this information against their own roster and notifies the Department of Corrections Discharge Planning Unit of matches between the two systems along with information about past history and/or involvement with community agencies for purposes of locating appropriate aftercare services.

Sample Data at a Demo Web Site

DMH has designed a password protected web site to post the results of the match and make those results accessible to the Illinois Department of Corrections facility. Community agencies are also able to view the names of their own clients if they have entered into a departmental agreement to use the site.

In addition, DMH set up a demo web site using encrypted data to show how the data match web site works. Use the web site link below and enter the User ID, Password, and PIN number to see sample data for the Returning Home Initiative.

- https://sisonline.dhs.state.il.us/JailLink/demo.html
  - UserID: cshdemo
  - Password: cshdemo
  - PIN: 1234

Program Partners and Funding Sources

- **CSH's Returning Home Initiative:** Utilizing funding from the Robert Wood Johnson Foundation, provided $25,000 towards programming and support for the creation of the Jail Data Link Frequent Users application.
- **Illinois Department of Mental Health:** Administering and financing on-going mental health services and providing secure internet database resource and maintenance.
- **Cermak Health Services:** Providing mental health services and supervision inside the jail facility.
- **Cook County Sheriff's Office:** Assisting with data integration and coordination.
- **Community Mental Health Agencies:** Fourteen (14) agencies statewide are entering and receiving data.
- **Illinois Criminal Justice Authority:** Provided funding for the Jail Data Link Expansion of data technology to three additional counties, as well as initial funding for three additional case managers and the project's evaluation and research through the University of Illinois.
- **Proviso Township Mental Health Commission (708 Board):** Supported Cook County Jail Data Link Expansion into Proviso Township by funding a full-time case manager.
- **University of Illinois:** Performing ongoing evaluation and research

Partnership Between Criminal Justice and Other Public Systems

Cook County Jail and Cermak Health Service have a long history of partnerships with the Illinois Department of Mental Health Services. Pilot projects, including the Thresholds Justice Project and the Felony Mental Health Court of Cook County, have received recognition for developing alternatives to the criminal justice system. Examining the systematic and targeted use of housing as an intervention is a logical extension of this previous work.

Managing the Partnership

CSH is the primary coordinator of a large federal research project studying the effects of permanent supportive housing on reducing recidivism and emergency costs of frequent users of Cook County Jail and the Illinois Department of Mental Health System. In order to facilitate this project, CSH funded the development of a new version of Jail Data Link to find the most frequent users of the jail and mental health inpatient system to augment an earlier version of Data Link in targeting subsidized housing and supportive mental health services.

About CSH and the Returning Home Initiative

The Corporation for Supportive Housing (CSH) is a national non-profit organization and Community Development Financial Institution that helps communities create permanent housing with services to prevent and end homelessness. Founded in 1991, CSH advances its mission by providing advocacy, expertise, leadership, and financial resources to make it easier to create and operate supportive housing. CSH seeks to help create an expanded supply of supportive housing for people, including single adults, families with children, and young adults, who have extremely low-incomes, who have disabling conditions, and/or face other significant challenges that place them at on-going risk of homelessness. For information regarding CSH's current office locations, please see www.csh.org/contactus.

CSH's national *Returning Home Initiative* aims to end the cycle of incarceration and homelessness that thousands of people face by engaging the criminal justice systems and integrating the efforts of housing, human service, corrections, and other agencies. *Returning Home* focuses on better serving people with histories of homelessness and incarceration by placing them to supportive housing.

Corporation for Supportive Housing
Illinois Program
205 W. Randolph, 23rd Fl
Chicago, IL 60606
T: 312.332.6690
F: 312.332.7040
E: il@csh.org
www.csh.org

Appendix 4

Substance Abuse and Mental Health Services Administration
SAMHSA
www.samhsa.gov • 1-877-SAMHSA-7 (1-877-726-4727)

SSI/SSDI Outreach, Access and Recovery
for people who are homeless

January 2013

Best Practices for Increasing Access to SSI/SSDI upon Exiting Criminal Justice Settings

Dazara Ware, M.P.C. and Deborah Dennis, M.A.

Introduction

Seventeen percent of people currently incarcerated in local jails and in state and federal prisons are estimated to have a serious mental illness.[1] The twin stigmas of justice involvement and mental illness present significant challenges for social service staff charged with helping people who are incarcerated plan for reentry to community life. Upon release, the lack of treatment and resources, inability to work, and few options for housing mean that many quickly become homeless and recidivism is likely.

The Social Security Administration (SSA), through its Supplemental Security Income (SSI) and Social Security Disability Insurance (SSDI) programs, can provide income and other benefits to persons with mental illness who are reentering the community from jails and prisons. The SSI/SSDI Outreach, Access and Recovery program (SOAR), a project funded by the Substance Abuse and Mental Health Services Administration, is a national technical assistance program that helps people who are homeless or at risk for homelessness to access SSA disability benefits.[2]

SOAR training can help local corrections and community transition staff negotiate and integrate benefit options with community reentry strategies for people with mental illness and co-occurring disorders to assure successful outcomes. This best practices summary describes:

- The connections between mental illness, homelessness, and incarceration;
- The ramifications of incarceration on receipt of SSI and SSDI benefits
- The role of SOAR in transition planning
- Examples of jail or prison SOAR initiatives to increase access to SSI/SSDI
- Best practices for increasing access to SSI/SSDI benefits for people with mental illness who are reentering the community from jails and prisons.

Mental Illness, Homelessness, and Incarceration

In 2010, there were more than 7 million persons under correctional supervision in the United States at any given time.[3] Each year an estimated 725,000 persons are released from federal and state prisons, 125,000 with serious mental illness.[4] More than 20 percent of people with mental illness were homeless in the months before their incarceration compared

[1] Bureau of Justice Statistics. (2006). *Mental health problems of prison and jail inmates.* Washington, DC: U.S. Department of Justice, Office of Justice Programs

[2] Dennis, D., Lassiter, M., Connelly, W., & Lupfer, K. (2011) Helping adults who are homeless gain disability benefits: The SSI/SSDI Outreach, Access and Recovery (SOAR) program. *Psychiatric Services,* 62(11)1373-1376

[3] Guerino, P.M. Harrison & W. Sabel. *Prisoners in 2010.* NCJ 236096. Washington DC: U.S. Department of Justice, Bureau of Justice Statistics, 2011.

[4] Glaze, L. *Correctional populations in the U.S. 2010*, NCJ 236319. Washington D.C.: U.S. Department of Justice, Bureau of Justice Statistics 2011

with 10 percent of the general prison population.[5] For those exiting the criminal justice system, homelessness may be even more prevalent. A California study, for example, found that 30 to 50 percent of people on parole in San Francisco and Los Angeles were homeless.[6]

Mental Health America reports that half of people with mental illness are incarcerated for committing nonviolent crimes, such as trespassing, disorderly conduct, and other minor offences resulting from symptoms of untreated mental illness. In general, people with mental illnesses remain in jail eight times longer than other offenders at a cost that is seven times higher.[7] At least three-quarters of incarcerated individuals with mental illness have a co-occurring substance use disorder.[8]

Homelessness, mental illness, and criminal justice involvement create a perfect storm, requiring concerted effort across multiple systems to prevent people with mental illness from cycling between homelessness and incarceration by providing them the opportunity to reintegrate successfully into their communities and pursue recovery.

To understand the interplay among mental illness, homelessness, and incarceration, consider these examples:

- In 2011 Sandra received SSI based on her mental illness. She was on probation, with three years remaining, when she violated the terms of probation by failing to report to her probation officer. As a result, Sandra was incarcerated in a state prison. Because she was incarcerated for more than 12 months, her benefits were terminated. Sandra received a tentative parole month of September 2012 contingent on her ability to establish a verifiable residential address. The parole board did not approve the family address she submitted because the location is considered a high crime area. Unfortunately, Sandra was unable to establish residency on her own as she had no income. Thus, she missed her opportunity for parole and must complete her maximum sentence. Sandra is scheduled for release in 2013.
- Sam was released from prison after serving four years. While incarcerated, he was diagnosed with a traumatic brain injury and depression. Sam had served his full sentence and was not required to report to probation or parole upon release. He was released with $25 and the phone number for a community mental health provider. Sam is 27 years old with a ninth grade education and no prior work history. He has no family support. Within two weeks of release, Sam was arrested for sleeping in an abandoned building. He was intoxicated and told the arresting officer that drinking helped the headaches he has suffered from since he was 14 years old. Sam was sent to jail.
- Manuel was arrested for stealing from a local grocery store. He was homeless at the time of arrest and had a diagnosis of schizophrenia. He was not receiving any community mental health services at the time. Manuel has no family. He was sent to a large county jail where he spent two years before being arraigned before a judge. His periodic acute symptoms resulted in his being taken to the state hospital until he was deemed stable enough to stand trial. However, the medications that helped Manuel's symptoms in the hospital weren't approved for use in the jail, and more acute episodes followed. Manuel cycled between the county jail and the state hospital four times over a two-year period before being able to stand before a judge.

Based on real life situations, these examples illustrate the complex needs of people with serious mental illnesses who become involved with the justice system. In Sandra's and Sam's cases, the opportunity to apply for SSI/SSDI benefits on a pre-release basis would have substantially reduced the period of incarceration, and in Manuel's case, access to SSI immediately upon release would have decreased the likelihood he would return to jail. But how do we ensure that this happens?

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[5] *Reentry Facts.* The National Reentry Resource Center. Council of State Governments Justice Center. Retrieved December 6, 2012, from http://www.nationalreentryresourcecenter.org/facts

[6] California Department of Corrections. (1997). *Preventing Parolee Failure Program: An evaluation.* Sacramento: Author.

[7] Mental Health America. (2008). *Position Statement 52: In support of maximum diversion of persons with serious mental illness from the criminal justice system.* Retrieved from http://www.mentalhealthamerica.net.

[8] Council of State Governments. (2002). *Criminal Justice/Mental Health Consensus Project.* Lexington, Kentucky: author.

Incarceration and SSA Disability Benefits

Correctional facilities, whether jails or prisons, are required to report to SSA newly incarcerated people who prior to incarceration received benefits. For each person reported, SSA sends a letter to the facility verifying the person's benefits have been suspended and specifying the payment to which the facility is entitled for providing this information. SSA pays $400 for each person reported by the correctional facility within 60 days. If a report is made between 60 and 90 days of incarceration, SSA pays $200. After 90 days, no payment is made.

The rules for SSI and SSDI beneficiaries who are incarcerated differ. Benefits for SSI recipients incarcerated for a full calendar month are suspended, but if the person is released within 12 months, SSI is reinstated upon release if proof of incarceration and a release are submitted to the local SSA office. SSA reviews the individual's new living arrangements, and if deemed appropriate, SSI is reinstated. However, if an SSI recipient is incarcerated for 12 or more months, SSI benefits are terminated and the individual must reapply. Reapplication can be made 30 days prior to the expected release date, but benefits cannot begin until release.

Unfortunately, people who are newly released often wait months before their benefits are reinstituted or initiated. Few states or communities have developed legislation or policy to insure prompt availability of benefits upon release. Consequently, the approximately 125,000 people with mental illness who are released each year are at increased risk for experiencing symptoms of mental illness, substance abuse, homelessness, and recidivism.

SSDI recipients are eligible to continue receiving benefits until convicted of a criminal offense and confined to a penal institution for more than 30 continuous days. At that time, SSDI benefits are suspended but will be reinstated the month following release.

Role of Transition Services in Reentry for People with Mental Illness

Since the 1990s, the courts have increasingly acknowledged that helping people improve their mental health and their ability to demonstrate safe and orderly behaviors while they are incarcerated enhances their reintegration and the well-being of the communities that receive them. Courts specializing in the needs of people with mental illness and or substance use disorders, people experiencing homelessness, and veterans are designed to target the most appropriate procedures and service referrals to these individuals, who may belong to more than one subgroup. The specialized courts and other jail diversion programs prompt staff of various systems to consider reintegration strategies for people with mental illness from the outset of their criminal justice system involvement. Transition and reintegration services for people with mental illness reflect the shared responsibilities of multiple systems to insure continuity of care.

Providing transition services to people with mental illness within a jail or prison setting is difficult for several reasons: the quick population turnover in jails, the distance between facilities and home communities for people in prisons, the comprehensive array of services needed to address multiple needs, and the perception that people with mental illness are not responsive to services. Nevertheless, without seriously addressing transition and reintegration issues while offenders remain incarcerated, positive outcomes are far less likely upon release and recidivism is more likely.

Access to Benefits as an Essential Strategy for Reentry

The criminal justice and behavioral health communities consistently identify lack of timely access to income and other benefits, including health insurance, as among the most significant and persistent barriers to successful community reintegration and recovery for people with serious mental illnesses and co-occurring substance use disorders.

Many states and communities that have worked to ensure immediate access to benefits upon release have focused almost exclusively on Medicaid. Although access to Medicaid is critically important, focusing on this alone often means that needs for basic sustenance and housing are ignored. Only a few states (Oregon, Illinois, New York, Florida) provide for Medicaid to be suspended upon incarceration rather than terminated, and few states or communities have developed procedures to process new Medicaid applications prior to release.

The SOAR approach to improving access to SSI/SSDI. The SSI/SSDI application process is complicated and difficult to navigate, sometimes even for professional social service staff. The SOAR approach in correctional settings is a collaborative effort by corrections, behavioral health, and SSA to address the need for assistance to apply for these benefits. On average, providers who receive SOAR training achieve a first-time approval rate of 71 percent, while providers who are not SOAR trained or individuals who apply unassisted achieve a rate of 10 to 15 percent.[9] SOAR-trained staff learn how to prepare comprehensive, accurate SSI/SSDI applications that are more likely to be approved, and approved quickly.

SOAR training is available in every state. The SOAR Technical Assistance Center, funded by SAMHSA, facilitates partnerships with community service providers to share information, acquire pre-incarceration medical records, and translate prison functioning into post-release work potential. With SOAR training, social service staff learn new observation techniques to uncover information critical to developing appropriate reentry strategies. The more accurate the assessment of factors indicating an individual's ability to function upon release, the easier it is to help that person transition successfully from incarceration to community living.

The positive outcomes produced by SOAR pilot projects within jail and prison settings around the country that link people with mental illness to benefits upon their release should provide impetus for more correctional facilities to consider using this approach as a foundation for building successful transition or reentry programs.[10] Below are examples of SOAR collaborations in jails (Florida, Georgia, and New Jersey) and prison systems (New York, Oklahoma, and Michigan). In addition to those described below, new SOAR initiatives are underway in the jail system of Reno, Nevada and in the prison systems of Tennessee, Colorado, Connecticut, and the Federal Bureau of Prisons.

SOAR Collaborations with Jails

Eleventh Judicial Circuit Criminal Mental Health Project (CMHP). Miami-Dade County, Florida, is home to the highest percentage of people with serious mental illnesses of any urban area in the United States – approximately nine percent of the population, or 210,000 people. CMHP was established in 2000 to divert individuals with serious mental illnesses or co-occurring substance use disorders from the criminal justice system into comprehensive community-based treatment and support services. CMHP staff, trained in the SOAR approach to assist with SSI/SSDI applications, developed a strong collaborative relationship with SSA to expedite and ensure approvals for entitlement benefits in the shortest time possible. All CMHP participants are screened for eligibility for SSI/SSDI.

From July 2008 through November 2012, 91 percent of 181 individuals were approved for SSI/SSDI benefits on initial application in an average of 45 days. All participants of CMHP are linked to psychiatric treatment and medication with community providers upon release from jail. Community providers are made aware that participants who are approved for SSI benefits will have access to Medicaid and retroactive reimbursement for expenses incurred for up to 90 days prior to approval. This serves to reduce the stigma of mental illness and involvement with the criminal justice system, making participants more attractive "paying customers."

In addition, based on an agreement established between Miami-Dade County and SSA, interim housing assistance is provided for individuals applying for SSI/SSDI during the period between application and

[9] Dennis et al., (2011). *op cit*.

[10] Dennis, D. & Abreu, D. (2010) SOAR: Access to benefits enables successful reentry, *Corrections Today, 72*(2), 82–85.

approval. This assistance is reimbursed to the County once participants are approved for Social Security benefits and receive retroactive payment. The number of arrests two years after receipt of benefits and housing compared to two years earlier was reduced by 70 percent (57 versus 17 arrests).

Mercer and Bergen County Correctional Centers, New Jersey. In 2011, with SOAR training and technical assistance funded by The Nicholson Foundation, two counties in New Jersey piloted the use of SOAR to increase access to SSI/SSDI for persons with disabilities soon to be released from jail. In each county, a collaborative working group comprising representatives from the correctional center, community behavioral health, SSA, the state Disability Determination Service (DDS), and (in Mercer County only) the United Way met monthly to develop, implement, and monitor a process for screening individuals in jail or recently released and assisting those found potentially eligible in applying for SSI/SSDI. The community behavioral health agency staff, who were provided access to inmates while incarcerated and to jail medical records, assisted with applications.

During the one year evaluation period for Mercer County, 89 individuals from Mercer County Correction Center were screened and 35 (39 percent) of these were deemed potentially eligible for SSI/SSDI. For Bergen County, 69 individuals were screened, and 39 (57 percent) were deemed potentially eligible. The reasons given for not helping some potentially eligible individuals file applications included not enough staff available to assist with application, potential applicant discharged from jail and disappeared/couldn't locate, potential applicant returned to prison/jail, and potential applicant moved out of the county or state. In Mercer County, 12 out of 16 (75 percent) SSI/SSDI applications were approved on initial application; two of those initially denied were reversed at the reconsideration level without appeal before a judge. In Bergen County which had a late start, two out of three former inmates assisted were approved for SSI/SSDI.

Prior to this pilot project, neither behavioral health care provider involved had assisted with SSI/SSDI applications for persons re-entering the community from the county jail. After participating in the pilot project, both agencies remain committed to continuing such assistance despite the difficulty of budgeting staff time for these activities.

Fulton County Jail, Georgia. In June 2009, the Georgia Department of Behavioral Health and Developmental Disabilities initiated a SOAR pilot project at the Fulton County Jail. With the support of the facility's chief jailer, SOAR staff were issued official jail identification cards that allowed full and unaccompanied access to potential applicants. SOAR staff worked with the Office of the Public Defender and received referrals from social workers in this office. They interviewed eligible applicants at the jail, completed SSI/SSDI applications, and hand-delivered them to the local SSA field office. Of 23 applications submitted, 16 (70 percent) were approved within an average of 114 days.

SOAR benefits specialists approached the Georgia Department of Corrections with outcome data produced in the Fulton County Jail pilot project to encourage them to use SOAR in the state prison system for persons with mental illness who were coming up for release. Thirty-three correctional officers around the state received SOAR training and were subsequently assigned by the Department to work on SSI/SSDI applications.

SOAR Collaborations with State and Federal Prisons

New York's Sing Sing Correctional Facility. The Center for Urban and Community Services was funded by the New York State Office of Mental Health, using a Projects for Assistance in Transition from Homelessness (PATH) grant, to assist with applications for SSI/SSDI and other benefits for participants in a 90-day reentry program for persons with mental illness released from New York State prisons. After receiving SOAR training and within five years of operation, the Center's Community Orientation and Reentry Program at the state's Sing Sing Correctional Facility achieved an approval rate of 87 percent on 183 initial applications, two thirds of which were approved prior to or within one month of release.

Oklahoma Department of Corrections. The Oklahoma Department of Corrections and the Oklahoma Department of Mental Health collaborated

to initiate submission of SSI/SSDI applications using SOAR-trained staff. Approval rates for initial submission applications are about 90 percent. The Oklahoma SOAR program also uses peer specialists to assist with SSI/SSDI applications for persons exiting the prison system. Returns to prison within 3 years were 41 percent lower for those approved for SSI/SSDI than a comparison group.

Michigan Department of Corrections. In 2007 the Michigan Department of Corrections (DOC) began to discuss implementing SOAR as a pilot in a region where the majority of prisoners with mental illnesses are housed. A subcommittee of the SOAR State Planning Group was formed and continues to meet monthly to address challenges specific to this population. In January 2009, 25 DOC staff from eight facilities, facility administration, and prisoner reentry staff attended a two-day SOAR training. The subcommittee has worked diligently to develop a process to address issues such as release into the community before a decision is made by SSA, the optimal time to initiate the application process, and collaboration with local SSA and DDS offices.

Since 2007, DOC has received 72 decisions on SSI/SSDI applications with a 60 percent approval rate in an average of 105 days. Thirty-nine percent of applications were submitted after the prisoner was released, and 76 percent of the decisions were received after the applicant's release. Seventeen percent of those who were denied were re-incarcerated within the year following release while only two percent of those who were approved were re-incarcerated.

Park Center's Facility In-Reach Program. Park Center is a community mental health center in Nashville, Tennessee. In July 2010, staff began assisting with SSI/SSDI applications for people with mental illness in the Jefferson County Jail and several facilities administered by the Tennessee Department of Corrections, including the Lois M. DeBerry Special Needs Prison and the Tennessee Prison for Woman. From July 2010 through November 2012, 100 percent of 44 applications have been were approved in a average of 41 days. In most cases, Park Center's staff assisted with SSI/SSDI applications on location in these facilities prior to release. Upon release, the individual is accompanied by Park Center staff to the local SSA office where their release status is verified and their SSI/SSDI benefits are initiated.

Best Practices for Accessing SSI/SSDI as an Essential Reentry Strategy

The terms jail and prison are sometimes used interchangeably, but it is important to understand the distinctions between the two. Generally, a jail is a local facility in a county or city that confines adults for a year or less. Prisons are administered by the state or federal government and house persons convicted and sentenced to serve time for a year or longer.

Discharge from both jails and prisons can be unpredictable, depending on a myriad of factors that may be difficult to know in advance. Working with jails is further complicated by that fact that they generally house four populations: (1) people on a 24-48 hour hold, (2) those awaiting trial, (3) those sentenced and serving time in jail, and (4) those sentenced and awaiting transfer to another facility, such as a state prison.

Over the past several years, the following best practices have emerged with respect to implementing SOAR in correctional settings. These best practices are in addition to the critical components required by the SOAR model for assisting with SSI/SSDI applications.[11] These best practices fall under five general themes:

- Collaboration
- Leadership
- Resources
- Commitment
- Training

Collaboration. The SOAR approach emphasizes collaborative efforts to help staff and their clients navigate SSA and other supports available to people with mental illness upon their release. Multiple collaborations are necessary to make the SSI/SSDI application process work. Fortunately, these are the same collaborations necessary to make the overall transition work. Thus, access to SSI/SSDI can become

[11] See http://www.prainc.com/soar/criticalcomponents.

a concrete foundation upon which to build the facility's overall discharge planning or reentry process.

- **Identify stakeholders.** Potential stakeholders associated with jail/prisons include
  - ✓ Judges assigned to specialized courts and diversion programs
  - ✓ Social workers assigned to the public defenders' office
  - ✓ Chief jailers or chiefs of security
  - ✓ Jail mental health officer, psychologist, or psychiatrist
  - ✓ County or city commissioners
  - ✓ Local reentry advocacy project leaders
  - ✓ Commissioner of state department of corrections
  - ✓ State director of reintegration/reentry services
  - ✓ Director of medical or mental health services for state department of corrections
  - ✓ State mental health agency administrator
  - ✓ Community reentry project directors
  - ✓ Parole/probation managers

- **Collaborate with SSA to establish prerelease agreements.** SSA can establish prerelease agreements with correctional facilities to permit special procedures when people apply for benefits prior to their release and will often assign a contact person. For example, prerelease agreements can be negotiated to allow for applications to be submitted from 60 to 120 days before the applicant's expected release date. In addition, SSA can make arrangements to accept paper applications and schedule phone interviews when necessary.

- **Collaborate with local SOAR providers to establish continuity of care.** Given the unpredictability of release dates from jails and prisons, it is important to engage a community-based behavioral health provider to either begin the SSI/SSDI application process while the person is incarcerated or to assist with the individual's reentry and assume responsibility for completing his or her SSI/SSDI application following release. SOAR training can help local corrections and community transition staff assure continuity of care by determining and coordinating benefit options and reintegration strategies for people with mental illness. Collaboration among service providers, including supported housing programs that offer a variety of services, is key to assuring both continuity of care and best overall outcomes post-release.

- **Collaborate with jail or prison system for referrals, access to inmates, and medical records.** Referrals for a jail or prison SOAR project can issue from many sources – intake staff, discharge planners, medical or psychiatric unit staff, judges, public defenders, parole or probation, and community providers. Identifying persons within the jail or prison who may be eligible for SSI/SSDI requires time, effort, and collaboration on the part of the jail or prison corrections and medical staff.

Once individuals are identified as needing assistance with an SSI/SSDI application, they can be assisted by staff in the jail or prison, with a handoff occurring upon release, or they can be assisted by community providers who come into the facility for this purpose. Often, correctional staff, medical or psychiatric staff, and medical records are administered separately and collaborations must be established within the facility as well as with systems outside it.

Leadership. Starting an SSI/SSDI initiative as part of transition planning requires leadership in the form of a steering committee, with a strong and effective coordinator, that meets regularly. The Mercer County, New Jersey SOAR Coordinator, for example, resolves issues around SSI/SSDI applications that are brought up at case manager meetings, oversees the quality of applications submitted, organizes trainings, and responds to concerns raised by SSA and DDS.

The case manager meetings are attended by the steering committee coordinator who serves as a liaison between the case managers and steering committee. Issues identified by case managers typically require additional collaborations that must be approved at the steering committee level. Leadership involves frequent, regular, and ad hoc communication among all parties to identify and resolve challenges that arise.

It is essential that the steering committee include someone who has authority within the jail or prison system as well as someone with a clinical background who can assure that the clinical aspects of implementation are accomplished (e.g., mental status

exams with 90 days of application, access to records, physician or psychologist sign off on medical summary reports).

Resources. Successful initiatives have committed resources for staffing at two levels. First, staff time is needed to coordinate the overall effort. In the Mercer County example above, the steering committee coordinator is a paid, part-time position. If there is someone charged with overall transition planning for the facility, the activities associated with implementing assistance with SSI/SSDI may be assumed by this individual.

Second, the staff who are assisting with SSI/SSDI applications need to be trained (typically 1-2 days) and have time to interview and assess the applicant, gather and organize the applicant's medical records, complete the SSA forms, and write a supporting letter that documents how the individual's disability or disabilities affect his or her ability to work. Full-time staff working only on SSI/SSDI applications can be expected to complete about 50-60 applications per year using the SOAR approach. Assisting with SSI/SSDI applications cannot be done efficiently without dedicated staffing.

Finally, our experience has shown that it is difficult for jail staff to assist with applications in the jail due to competing demands, staffing levels, skill levels of the staff involved, and staff turnover. Without community providers, there would be few or no applications completed for persons coming out of jails in the programs with which we have worked. Jail staff time may be best reserved for: (1) identifying and referring individuals who may need assistance to community providers; (2) facilitating community provider access to inmates prior to release from jail; and (3) assistance with access to jail medical records.

Commitment. Developing and implementing an initiative to access SSI/SSDI as part of transition planning requires a commitment by the jail or prison's administration for a period of at least a year to see results and at least two years to see a fully functioning program. During the start up and early implementation period, competing priorities can often derail the best intentions. We have seen commitment wane as new administrations took office and the department of corrections commissioner changed. We have seen staff struggle without success to find time to assist with applications as part of the job they are already doing. We have seen many facilities, particularly state departments of corrections, willing to conduct training for staff, but unwilling or unable to follow through on the rest of what it takes to assist with SSI/SSDI applications.

Training. Training for staff in jails and prisons should include staff who identify and refer people for assistance with SSI/SSDI applications, staff who assist with completing the applications, medical records staff, and physicians/psychologists. The depth and length of training for each of these groups will vary. However, without the other elements discussed above in place, training is of very limited value.

Training in the SOAR approach for jail and prison staff has been modified to address the assessment and documentation of functioning in correctional settings. Training must cover the specific referral and application submission process established by the steering group in collaboration with SSA and DDS to ensure that applications submitted are consistent with expectations, procedures are subject to quality review, and outcomes of applications are tracked and reported. It is important that training take place after plans to incorporate each of these elements have been determined by the steering committee.

Conclusion

People with mental illness face extraordinary barriers to successful reentry. Without access to benefits, they lack the funds to pay for essential mental health and related services as well as housing. The SOAR approach has been implemented in 50 states, and programmatic evidence demonstrates the approach is transferable to correctional settings. Acquiring SSA disability benefits and the accompanying Medicaid/Medicare benefit provides the foundation for reentry plans to succeed.

For More Information

To find out more about SOAR in your state or to start SOAR in your community, contact the national SOAR technical assistance team at soar@prainc.com or check out the SOAR website at http://www.prainc.com/soar.

Appendix 5

Housing First Self-Assessment

Assess and Align Your Program and Community with a Housing First Approach

100,000 HOMES

CUCS center for urban community services

HIGH PERFORMANCE SERIES

The 100,000 Homes Campaign team identified a cohort of factors that are correlated with higher housing placement rates across campaign communities. The purpose of this High Performance Series of tools is to spotlight best practices and expand the movement's peer support network by sharing this knowledge with every community.

This tool addresses Factor #4: *Evidence that the community has embraced a Housing First/Rapid Rehousing approach system-wide.*

The full series is available at: http://100khomes.org/resources/high-performance-series

Housing First Self-Assessment

Assess and Align Your Program with a Housing First Approach

A community can only end homelessness by housing every person who is homeless, including those with substance use and mental health issues. Housing First is a proven approach for housing chronic and vulnerable homeless people. Is your program a Housing First program? Does your community embrace a Housing First model system-wide? To find out, use the Housing First self-assessments in this tool. We've included separate assessments for:

- Outreach programs
- Emergency shelter programs
- Permanent housing programs
- System and community level stakeholder groups

What is Housing First?

According to the National Alliance to End Homelessness, Housing First is an approach to ending homelessness that centers on providing homeless people with housing as quickly as possible – and then providing services as needed. Pioneered by **Pathways to Housing** (www.pathwaystohousing.org) and adopted by hundreds of programs throughout the U.S., Housing First practitioners have demonstrated that virtually all homeless people are "housing ready" and that they can be quickly moved into permanent housing before accessing other common services such as substance abuse and mental health counseling.

Why is this Toolkit Needed?

In spite of the fact that this approach is now almost universally touted as a solution to homelessness and Housing First programs exist in dozens of U.S. cities, few communities have adopted a Housing First approach on a systems-level. This toolkit serves as a starting point for communities who want to embrace a Housing First approach and allows individual programs and the community as a whole to identify where its practices are aligned with Housing First and what areas of its work to target for improvement to more fully embrace a Housing First approach. The toolkit consists of four self-assessments each of which can be completed in under 10 minutes:

- **Housing First in Outreach Programs Self-Assessment** (to be completed by outreach programs)
- **Housing First in Emergency Shelters Self-Assessment** (to be completed by emergency shelters)
- **Housing First in Permanent Supportive Housing Self-Assessment** (to be completed by supportive housing providers
- **Housing First System Self-Assessment** (to be completed by community-level stakeholders such as Continuums of Care and/or government agencies charged with ending homelessness)

How Should My Community Use This Tool?

- **Choose the appropriate Housing First assessment(s) –** Individual programs should choose the assessment that most closely matches their program type while community-level stakeholders should complete the systems assessment
- **Complete the assessment and score your results** – Each assessment includes a simple scoring guide that will tell you the extent to which your program or community is implementing Housing First
- **Share your results with others in your program or community** – To build the political will needed to embrace a Housing First approach, share with other stakeholders in your community
- **Build a workgroup charged with making your program or community more aligned with Housing First** - Put together a work plan with concrete tasks, person(s) responsible and due dates for the steps your program and/or community needs to take to align itself with Housing First and then get started!
- **Send your results and progress to the 100,000 Homes Campaign –** We'd love to hear how you score and the steps you are taking to adopt a Housing First approach!

Who Does This Well?

The following programs in 100,000 Campaign communities currently incorporate Housing First principles into their everyday work:

- **Pathways to Housing –** www.pathwaystohousing.org
- **DESC –** www.desc.org
- **Center for Urban Community Services –** www.cucs.org

Many other campaign communities have also begun to prioritize the transition to a Housing First philosophy system-wide. Campaign contact information for each community is available at http://100khomes.org/see-the-impact

Related Tools and Resources

This toolkit was inspired the work done by several colleagues, including the National Alliance to End Homelessness, Pathways to Housing and the Department of Veterans Affairs. For more information on the Housing First efforts of these groups, please visit the following websites:

- **National Alliance to End Homelessness** – www.endhomelessness.org/pages/housingfirst
- **Pathways to Housing –** www.pathwaystohousing.org
- **Veterans Affairs (HUD VASH and Housing First, pages 170-182) -** http://www.va.gov/HOMELESS/docs/Center/144_HUD-VASH_Book_WEB_High_Res_final.pdf

For more information and support, please contact Erin Healy, Improvement Advisor - 100,000 Homes Campaign, at ehealy@cmtysolutions.org

Housing First Self-Assessment for Outreach Programs

1. **Does your program receive real-time information about vacancies in Permanent Supportive Housing?**
    - **Yes** = 1 point
    - **No** = 0 points

Number of Points Scored:

2. **The entire process from street outreach (with an engaged client) to move-in to permanent housing typically takes:**
    - More than 180 days = 0 points
    - Between 91 and 179 days = 1 point
    - Between 61 and 90 days = 2 points
    - Between 31 and 60 days = 3 points
    - 30 days or less = 4 points
    - Unknown = 0 points

Number of Points Scored:

3. **Approximately what percentage of chronic and vulnerable homeless people served by your outreach program goes straight into permanent housing (without going through emergency shelter and transitional housing)?**
    - More than 75% = 5 points
    - Between 51% and 75% = 4 points
    - Between 26% and 50% = 3 points
    - Between 11% and 25% = 2 points
    - 10% or less = 1 point
    - Unknown = 0 points

Number of Points Scored:

4. **Indicate whether priority consideration for your program's services is given to potential program participants with following characteristics.** *Check all that apply*:

    - ☐ Participants who demonstrate a high level of housing instability/chronic homelessness
    - ☐ Participants who have criminal justice records, including currently on probation/parole/court mandate
    - ☐ Participants who are actively using substances, including alcohol and illicit drugs Participants who do not engage in any mental health or substance treatment services
    - ☐ Participants who demonstrate instability of mental health symptoms (NOT including those who present danger to self or others)

    Checked Five = 5 points

    Checked Four = 4 points

    Checked Three = 3 points

    Checked Two = 2 points

    Checked One = 1 point

    Checked Zero = 0 points

Total Points Scored:

To calculate your Housing First Score, add the total points scored for each question above, then refer to the key below:

Total Housing First Score:

If you scored: 13 points or more

- ✓ Housing First principles are likely being implemented ideally

If you scored between: 10 – 12 points

- ✓ Housing First principles are likely being well-implemented

If you scored between: 7 – 9 points

- ✓ Housing First principles are likely being fairly well-implemented

If you scored between: 4 - 6 points

- ✓ Housing First principles are likely being poorly implemented

If you scored between: 0 – 3 points

- ✓ Housing First principles are likely not being implemented

Housing First Self-Assessment
For Emergency Shelter Programs

1. **Does your program receive real-time information about vacancies in Permanent Supportive Housing?**
    - **Yes** = 1 point
    - **No** = 0 points

Number of Points Scored:

2. **Approximately what percentage of chronic and vulnerable homeless people staying in your emergency shelter go straight into permanent housing without first going through transitional housing?**
    - More than 75% = 5 points
    - Between 51% and 75% = 4 points
    - Between 26% and 50% = 3 points
    - Between 11% and 25% = 2 points
    - 10% or less = 1 point
    - Unknown = 0 points

Number of Points Scored:

3. **Indicate whether priority consideration for shelter at your program is given to potential program participants with following characteristics.** *Check all that apply*:
    - ☐ Participants who demonstrate a high level of housing instability/chronic homelessness
    - ☐ Participants who have criminal justice records, including currently on probation/parole/court mandate
    - ☐ Participants who are actively using substances, including alcohol and illicit drugs Participants who do not engage in any mental health or substance treatment services
    - ☐ Participants who demonstrate instability of mental health symptoms (NOT including those who present danger to self or others)

    Checked Five = 5 points

    Checked Four = 4 points

Checked Three = 3 points

Checked Two = 2 points

Checked One = 1 point

Checked Zero = 0 points

Total Points Scored:

To calculate your Housing First Score, add the total points scored for each question above, then refer to the key below:

Total Housing First Score:

If you scored: 10 points or more

- ✓ Housing First principles are likely being implemented ideally

If you scored between: 6 – 9 points

- ✓ Housing First principles are likely being fairly well-implemented

If you scored between: 3 - 5 points

- ✓ Housing First principles are likely being poorly implemented

If you scored between: 0 – 2 points

- ✓ Housing First principles are likely not being implemented

Housing First Self-Assessment for Permanent Housing Programs

1. **Does your program accept applicants with the following characteristics:**

a) Active Substance Use

- Yes = 1 point
- No = 0 points

b) Chronic Substance Use Issues

- Yes = 1 point
- No = 0 points

c) Untreated Mental Illness

- Yes = 1 point
- No = 0 points

d) Young Adults (18-24)

- Yes = 1 point
- No = 0 points

e) Criminal Background (any)

- Yes = 1 point
- No = 0 points

f) Felony Conviction

- Yes = 1 point
- No = 0 points

g) Sex Offender or Arson Conviction

- Yes = 1 point
- No = 0 points

h) Poor Credit

- Yes = 1 point
- No = 0 points

i) No Current Source of Income (pending SSI/DI)

- Yes = 1 point
- No = 0 points

Question Section	# Points Scored
Active Substance Use	
Chronic Substance Use Issues	
Untreated Mental Illness	
Young Adults (18-24)	
Criminal Background (any)	
Felony Conviction	
Sex Offender or Arson Conviction	
Poor Credit	
No Current Source of Income (pending SSI/DI)	
Total Points Scored in Question #1:	

2. **Program participants are required to demonstrate housing readiness to gain access to units?**
    - No – Program participants have access to housing with no requirements to demonstrate readiness (other than provisions in a standard lease) **= 3 points**
    - Minimal – Program participants have access to housing with minimal readiness requirements, such as engagement with case management **= 2 points**
    - Yes – Program participant access to housing is determined by successfully completing a period of time in a program (e.g. transitional housing) **= 1 point**
    - Yes – To qualify for housing, program participants must meet requirements such as sobriety, medication compliance, or willingness to comply with program rules **= 0 points**

Total Points Scored:

3. **Indicate whether priority consideration for housing access is given to potential program participants with following characteristics.** *Check all that apply*:
    - ☐ Participants who demonstrate a high level of housing instability/chronic homelessness
    - ☐ Participants who have criminal justice records, including currently on probation/parole/court mandate
    - ☐ Participants who are actively using substances, including alcohol and illicit drugs (NOT including dependency or active addiction that compromises safety)
    - ☐ Participants who do not engage in any mental health or substance treatment services
    - ☐ Participants who demonstrate instability of mental health symptoms (NOT including those who present danger to self or others)

    Checked Five = 5 points

Checked Four = 4 points

Checked Three = 3 points

Checked Two = 2 points

Checked One = 1 point

Checked Zero = 0 points

Total Points Scored:

4. **Indicate whether program participants must meet the following requirements to ACCESS permanent housing.** *Check all that apply*:

- ☐ Complete a period of time in transitional housing, outpatient, inpatient, or other institutional setting / treatment facility
- ☐ Maintain sobriety or abstinence from alcohol and/or drugs
- ☐ Comply with medication
- ☐ Achieve psychiatric symptom stability
- ☐ Show willingness to comply with a treatment plan that addresses sobriety, abstinence, and/or medication compliance
- ☐ Agree to face-to-face visits with staff

Checked Six = 0 points

Checked Five = 1 points

Checked Four = 2 points

Checked Three = 3 points

Checked Two = 4 points

Checked One = 5 point

Checked Zero = 6 points

Total Points Scored:

To calculate your Housing First Score, add the total points scored for each question above, then refer to the key below:

Total Housing First Score:

If you scored: 21 points or more

- ✓ Housing First principles are likely being implemented ideally

If you scored between: 15-20 points

- ✓ Housing First principles are likely being well-implemented

If you scored between: 10 – 14 points

- ✓ Housing First principles are likely being fairly well-implemented

If you scored between: 5 - 9 points

- ✓ Housing First principles are likely being poorly implemented

If you scored between: 0 – 4 points

- ✓ Housing First principles are likely not being implemented

Housing First Self-Assessment
For Systems & Community-Level Stakeholders

1. **Does your community set outcome targets around permanent housing placement for your outreach programs?**
    - Yes = 1 point
    - No = 0 points

Number of Points Scored:

2. **For what percentage of your emergency shelters does your community set specific performance targets related to permanent housing placement?**
    - 90% or more = 4 points
    - Between 51% and 89% = 3 points
    - Between 26% and 50% = 2 points
    - 25% or less = 1 point
    - Unknown = 0 points

Number of Points Scored:

3. **Considering all of the funding sources for supportive housing, what percentage of your vacancies in existing permanent supportive housing units are dedicated for people who meet the definition of chronic and/or vulnerable homeless?**
    - 90% or more = 4 points
    - Between 51% and 89% = 3 points
    - Between 26% and 50% = 2 points
    - 25% or less = 1 point
    - Unknown = 0 points

Number of Points Scored:

4. **Considering all of the funding sources for supportive housing, what percentage of new supportive housing units are dedicated for people who meet the definition of chronic and/or vulnerable homeless?**

   - 90% or more = 4 points
   - Between 51% and 89% = 3 points
   - Between 26% and 50% = 2 points
   - Between 1% and 25% = 1 point
   - 0% (we do not dedicate any units to this population) = 0 points
   - Unknown = 0 points

Number of Points Scored:

5. **Does your community have a formal commitment from your local Public Housing Authority to provide a preference (total vouchers or turn-over vouchers) for homeless individuals and/or families?**

   - Yes, a preference equal to 25% or more of total or turn-over vouchers = 4 points
   - Yes, a preference equal to 10% - 24% or more of total or turn-over = 3 points
   - Yes, a preference equal to 5% - 9% or more of total or turn-over = 2 points
   - Yes, a preference equal to less than 5% or more of total or turn-over = 1 point
   - No, we do not have an annual set-aside = 0 points
   - Unknown = 0 points

Number of Points Scored:

6. **Has your community mapped out its housing placement process from outreach to move-in (e.g. each step in the process as well as the average time needed for each step has been determined)?**

   - Yes = 1 point
   - No = 0 points

Number of Points Scored:

7. **Does your community have a Coordinated Housing Placement System or Single Point of Access into permanent supportive housing?**
    - Yes = 1 point
    - Partial = ½ point
    - No = 0 points

Number of Points Scored:

8. **Does your community have a Coordinated Housing Placement System or Single Point of Access into permanent subsidized housing (e.g. Section 8 and other voucher programs)?**
    - Yes = 1 point
    - Partial = ½ point
    - No = 0 points

Number of Points Scored:

9. **Does your community have different application/housing placement processes for different populations and/or different funding sources? If so, how many separate processes does your community have?**
    - 5 or more processes = 0 points
    - 3-4 processes = 1 point
    - 2 processes = 2 points
    - 1 process for all populations = 3 points

Number of Points Scored:

10. **The entire process from street outreach (with an engaged client) to move-in to permanent housing typically takes:**
    - More than 180 days = 0 points
    - Between 91 and 179 days = 1 point
    - Between 61 and 90 days = 2 points
    - Between 31 and 60 days = 3 points
    - 30 days or less = 4 points
    - Unknown = 0 points

Number of Points Scored:

11. Approximately what percentage of homeless people living on the streets go straight into permanent housing (without going through emergency shelter and transitional housing)?

- More than 75% = 5 points
- Between 51% and 75% = 4 points
- Between 26% and 50% = 3 points
- Between 11% and 25% = 2 points
- 10% or less = 1 point
- Unknown = 0 points

Number of Points Scored:

12. Approximately what percentage of homeless people who stay in emergency shelters go straight into permanent housing without first going through transitional housing?

- More than 75% = 5 points
- Between 51% and 75% = 4 points
- Between 26% and 50% = 3 points
- Between 11% and 25% = 2 points
- 10% or less = 1 point
- Unknown = 0 points

Number of Points Scored:

13. Within a given year, approximately what percentage of your community's chronic and/or vulnerable homeless population who exit homelessness, exits into permanent supportive housing?

- More than 85% = 5 points
- Between 51% and 85% = 4 points
- Between 26% and 50% = 3 points
- Between 10% and 24% = 2 points
- Less than 10% = 1 point
- Unknown = 0 points

Number of Points Scored:

14. In a given year, approximately what percentage of your community's <u>chronic and/or vulnerable homeless population</u> exiting homelessness, exits to Section 8 or other long-term subsidy (with limited or no follow-up services)?

- More than 50% = 4 points
- Between 26% and 50% = 3 points
- Between 10% and 25% = 2 points
- Less than 10% = 1 point
- Unknown = 0 points

Number of Points Scored:

15. Approximately what percentage of your permanent supportive housing providers will accept applicants with the following characteristics:

a) Active Substance Use

- Over 75% = 5 points
- 75%-51% = 4 points
- 50%-26% = 3 points
- 25%-10% = 2 points
- Less than 10% = 1 points
- Unknown = 0 points

b) Chronic Substance Use Issues

- Over 75% = 5 points
- 75%-51% = 4 points
- 50%-26% = 3 points
- 25%-10% = 2 points
- Less than 10% = 1 points
- Unknown = 0 points

c) Untreated Mental Illness

- Over 75% = 5 points
- 75%-51% = 4 points
- 50%-26% = 3 points
- 25%-10% = 2 points
- Less than 10% = 1 points
- Unknown = 0 points

d) Young Adults (18-24)

- Over 75% = 5 points
- 75%-51% = 4 points
- 50%-26% = 3 points
- 25%-10% = 2 points
- Less than 10% = 1 points
- Unknown = 0 points

e) Criminal Background (any)

- Over 75% = 5 points
- 75%-51% = 4 points
- 50%-26% = 3 points
- 25%-10% = 2 points
- Less than 10% = 1 points
- Unknown = 0 points

f) Felony Conviction

- Over 75% = 5 points
- 75%-51% = 4 points
- 50%-26% = 3 points
- 25%-10% = 2 points
- Less than 10% = 1 points
- Unknown = 0 points

g) Sex Offender or Arson Conviction

- Over 75% = 5 points
- 75%-51% = 4 points
- 50%-26% = 3 points
- 25%-10% = 2 points
- Less than 10% = 1 points
- Unknown = 0 points

h) Poor Credit

- Over 75% = 5 points
- 75%-51% = 4 points
- 50%-26% = 3 points
- 25%-10% = 2 points
- Less than 10% = 1 points
- Unknown = 0 points

i) No Current Source of Income (pending SSI/DI)

- Over 75% = 5 points

- 75%-51% = 4 points
- 50%-26% = 3 points
- 25%-10% = 2 points
- Less than 10% = 1 points
- Unknown = 0 points

Question Section	# Points Scored
Active Substance Use	
Chronic Substance Use Issues	
Untreated Mental Illness	
Young Adults (18-24)	
Criminal Background (any)	
Felony Conviction	
Sex Offender or Arson Conviction	
Poor Credit	
No Current Source of Income (pending SSI/DI)	
Total Points Scored in Question #17:	

To calculate your Housing First Score, add the total points scored for each question above, then refer to the key below:

Total Housing First Score:

If you scored: 77 points or more

- ✓ Housing First principles are likely being implemented ideally

If you scored between: 57 – 76 points

- ✓ Housing First principles are likely being well-implemented

If you scored between: 37 – 56 points

- ✓ Housing First principles are likely being fairly well-implemented

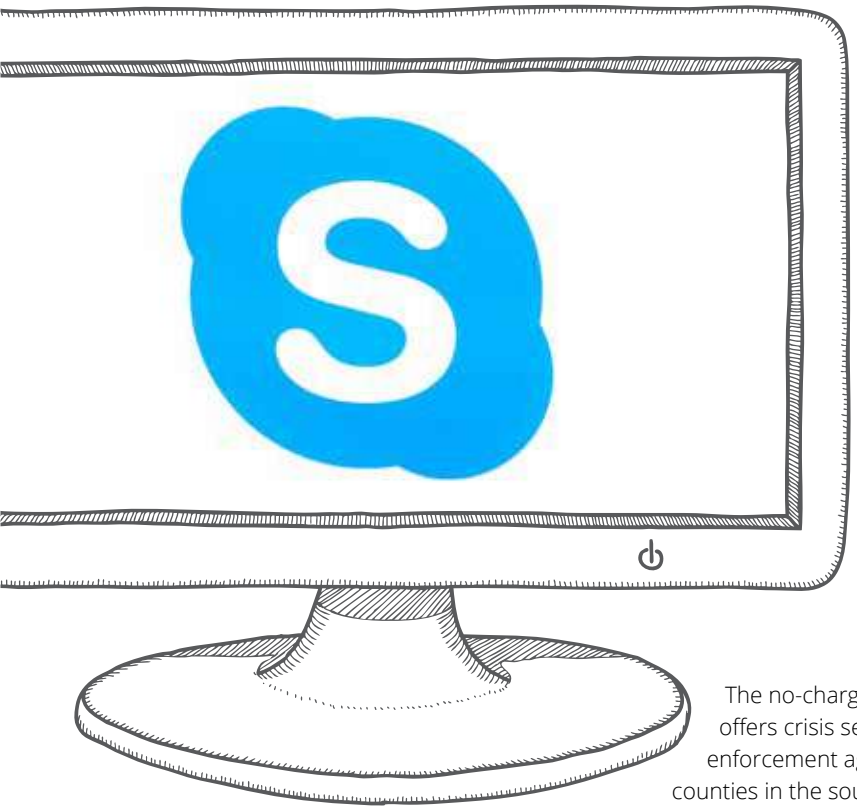
If you scored between: 10 – 36 points

- ✓ Housing First principles are likely being poorly implemented

If you scored under 10 points

- ✓ Housing First principles are likely not being implemented

Appendix 6



SKYPING DURING A CRISIS?

Telehealth is a 24/7 Crisis Connection

Arnold A. Remington
Program Director, Targeted Adult Service Coordination Program

When Nebraska law enforcement officials encounter people exhibiting signs of mental illness, a state statue allows them to place individuals into emergency protective custody. While emergency protective custody may be necessary if the person appears to be dangerous to themselves or to others, involuntary custody is not always the best option if the crisis stems from something like a routine medication issue.

Officers may request that counselors evaluate at-risk individuals to help them determine the most appropriate course of action. While in-person evaluations are ideal when counselors are readily available, officers often face crises in the middle of the night and in remote areas where mental health professionals are not easily accessible.

The Targeted Adult Service Coordination program began in 2005 to provide crisis response assistance to law enforcement and local hospitals dealing with people struggling with behavioral health problems. The employees respond to law enforcement calls to provide consultation, assistance in recognizing a client's needs and help with identifying resources to meet those needs.

The no-charge service program offers crisis services to 31 law enforcement agencies in 15 rural counties in the southeast section of the Cornhusker state.

Six months ago, the program offered select law enforcement officials a new crisis service tool: telehealth. The Skype-like technology makes counselors available 24/7, even in remote rural parts of the state. Officers can connect with on-call counselors for face-to-face consultations through secure telehealth via laptops, iPads or Toughbooks in their vehicles.

The technology, which is in use in select jails and police and sheriff departments, is proving to be a win-win for both law enforcement officers and clients. Officers no longer have to wait for counselors to arrive for consultations. In rural communities, it is too common for officers to wait for up to two hours for counselors traveling from long distances.

Telehealth also supports the Targeted Adult Service Coordination program's primary goal of preventing individuals from being placed under emergency protective custody. The program maintains an 82 percent success rate of keeping clients in a home environment with proper supports. The technology promotes faster response times that mean more expedient and more appropriate interventions for at-risk individuals, particularly those in rural counties.

So far, the biggest hurdle has been getting law enforcement officers to break out of their routines and adopt the technology. Some officers still want in-person consultations, a method that is preferable when counselors are available and nearby. But when reaching a counselor is not expedient and sometimes not even possible, telehealth can play an invaluable role.

Police officers' feedback on telehealth has been mainly positive. Officers often begin using the new tool after hearing about positive experiences from colleagues. As more officers learn that they can contact counselors with a few keystrokes from their cruisers, telehealth will continue to grow. The Targeted Adult Service Coordination program plans to expand the technology next year by making it available to additional police and sheriff departments.

Telehealth has furthered the Targeted Adult Service Coordination program's goal of diverting people from emergency protective custody and helping them become successful, contributing members of the community. This creative approach to crisis response provides clients with better care and supports reintegration and individual autonomy.

Appendix 7



KEY ISSUE: REENTRY

REENTRY RESOURCES FOR INDIVIDUALS, PROVIDERS, COMMUNITIES, AND STATES

LEARN ABOUT SAMHSA REENTRY RESOURCES FOR:

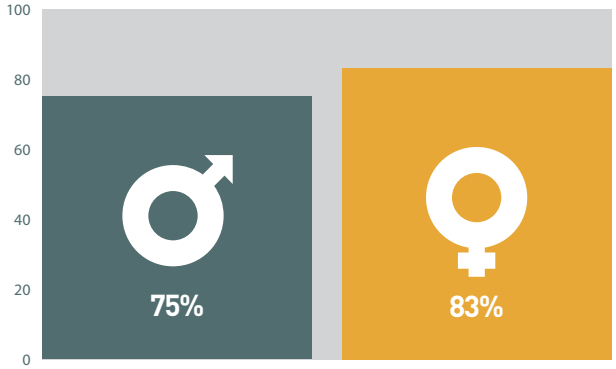
- Behavioral Health Providers & Criminal Justice Practitioners
- Individuals Returning From Jails & Prisons
- Communities & Local Jurisdictions
- State Policymakers

AT A GLANCE

Individuals with mental and substance use disorders involved with the criminal justice system can face many obstacles accessing quality behavioral health service. For individuals with behavioral health issues reentering the community after incarceration, those obstacles include a lack of health care, job skills, education, and stable housing, and poor connection with community behavioral health providers. This may jeopardize their recovery and increase their probability of relapse and/or re-arrest. Additionally, individuals leaving correctional facilities often have lengthy waiting periods before attaining benefits and receiving services in the community. Too often, many return to drug use, criminal behavior, or homelessness when these obstacles prevent access to needed services.
The Office of National Drug Control Policy reports:

- More than 40% of offenders return to state prison within 3 years of their release.
- 75% of men and 83% of women returning to state prison report using illegal drugs.

More women returning to state prison report using illegal drugs compared to men.



ISSUE DATE 4.1.16

Behavioral health is essential to health.
Prevention works.
Treatment is effective.
PEOPLE RECOVER.

Substance Abuse and Mental Health Services Administration
SAMHSA
www.samhsa.gov
DEPARTMENT OF HEALTH & HUMAN SERVICES · USA

SAMHSA efforts to help meet the needs of individuals with mental and substance use disorders returning to the community, and the needs of the community include:

- Grant programs such as the Offender Reentry Program (ORP) that expand and enhance substance use treatment services for individuals reintegrating into communities after being released from correctional facilities.
- Actively partnering with other federal agencies to address the myriad of issues related to offender reentry through policy changes, recommendations to U.S. states and local governments, and elimination of myths surrounding offender reentry.
- Providing resources to individuals returning from jails and prisons, behavioral health providers and criminal justice practitioners, communities and local jurisdictions, and state policymakers.

At federal, state and local levels, criminal justice reforms are changing the landscape of criminal justice policies and practices. In 2015, federal efforts focused on reentry services and supports for justice-involved individuals with mental and substance use disorders have driven an expansion of programs and services.

Reentry is a key issue in SAMHSA's Trauma and Justice Strategic Initiative. This strategic initiative addresses the behavioral health needs of people involved in - or at risk of involvement in - the criminal and juvenile justice systems. Additionally, it provides a comprehensive public health approach to addressing trauma and establishing a trauma-informed approach in health, behavioral health, criminal justice, human services, and related systems.

SAMSHA RESOURCES

This key issue guide provides an inventory of SAMHSA resources for individuals returning from jails and prisons, behavioral health providers and criminal justice practitioners, communities and local jurisdictions, and states.



RESOURCES FOR BEHAVIORAL HEALTH PROVIDERS AND CRIMINAL JUSTICE PRACTITIONERS

GAINS Reentry Checklist for Inmates Identified with Mental Health Needs (2005)

This publication provides a checklist and template for identifying and implementing a successful reentry plan for individuals with mental and substance use disorders. http://www.neomed.edu/academics/criminal-justice-coordinating-center-of-excellence/pdfs/sequential-intercept-mapping/GAINSReentry_Checklist.pdf

Quick Guide for Clinicians: Continuity of Offender Treatment for Substance Use Disorder from Institution to Community

Helps substance abuse treatment clinicians and case workers to assist offenders in the transition from the criminal justice system to life after release. Discusses assessment, transition plans, important services, special populations, and confidentiality. http://store.samhsa.gov/product/Continuity-of-Offender-Treatment-for-Substance-Use-Disorder-from-Institution-to-Community/SMA15-3594

Trauma Informed Response Training

The GAINS Center has developed training for criminal justice professionals to raise awareness about trauma and its effects. "How Being Trauma-Informed Improves Criminal Justice System Responses" is a one-day training for criminal justice professionals to:

- Increase understanding and awareness of the impact of trauma
- Develop trauma-informed responses
- Provide strategies for developing and implementing trauma-informed policies



This highly interactive training is specifically tailored to community-based criminal justice professionals, including police officers, community corrections personnel, and court personnel. http://www.samhsa.gov/gains-center/criminal-justice-professionals-locator/trauma-trainers

SOAR TA Center

Provides technical assistance on SAMHSA's SSI/SSDI Outreach, Access and Recovery (SOAR), a national program designed to increase access to the disability income benefit programs administered by the Social Security Administration (SSA) for eligible adults who are experiencing or are at risk of homelessness and have a mental illness, medical impairment, and/or a co-occurring substance use disorder. http://soarworks.prainc.com/

RESOURCES FOR INDIVIDUALS RETURNING FROM JAILS AND PRISONS

SAMHSA's Behavioral Health Treatment Locator

Search online for treatment facilities in the United States or U.S. Territories for substance abuse/addiction and/or mental health problems. https://findtreatment.samhsa.gov/

Self-Advocacy and Empowerment Toolkit

Find resources and strategies for achieving personal recovery goals. http://www.consumerstar.org/resources/pdf/JusticeMaterialsComplete.pdf

Obodo

Find resources and information and make connections in your community. Users set up profiles, add photos, bookmark resources and interests, and can email other members. https://obodo.is/

SecondChanceResources Library

Find reentry resources and information. http://secondchanceresources.org/

Right Path

Resources and information for persons formerly incarcerated, and the people who help them (parole officers, community service staff, family and friends). http://rightpath.meteor.com/

RESOURCES FOR COMMUNITIES AND LOCAL JURISDICTIONS

Establishing and Maintaining Medicaid Eligibility upon Release from Public Institutions

This publication describes a model program in Oklahoma designed to ensure that eligible adults leaving correctional facilities and mental health institutions have Medicaid at discharge or soon thereafter. Discusses program findings, barriers, and lessons learned. http://store.samhsa.gov/product/Establishing-and-Maintaining-Medicaid-Eligibility-upon-Release-from-Public-Institutions/SMA10-4545

Providing a Continuum of Care and Improving Collaboration among Services

This publication examines how systems of care for alcohol and drug addiction can collaborate to provide a continuum of care and comprehensive substance abuse treatment services. Discusses service coordination, case management, and treatment for co-occurring disorders. http://store.samhsa.gov/product/Providing-a-Continuum-of-Care-Improving-Collaboration-Among-Services/SMA09-4388

A Best Practice Approach to Community Reentry from Jails for Inmates with Co-occurring Disorders: The APIC Model (2002)

This publication provides an overview of the APIC Model, a set of critical elements that, if implemented, are likely to improve outcomes for persons with co-occurring disorders who are released from jail. http://homeless.samhsa.gov/resource/a-best-practice-approach-to-community-re-entry-from-jails-for-inmates-with-co-occurring-disorders-the-apic-model-24756.aspx

Guidelines for the Successful Transition of People with Behavioral Health Disorders from Jail and Prison (2013)

This publication presents guidelines that are intended to promote the behavioral health and criminal justice partnerships necessary to successfully identify which people need services, what services they need, and how to match these needs upon transition to community-based treatment and supervision. https://csgjusticecenter.org/wp-content uploads/2013/12/Guidelines-for-Successful-Transition.pdf

SAMHSA's Offender Reentry Program

Using grant funding, the program encourages stakeholders to work together to give adult offenders with co-occurring substance use and mental health disorders the opportunity to improve their lives through recovery. http://www.samhsa.gov/grants/grant-announcements/ti-15-012

Bridging the Gap: Improving the Health of Justice-Involved People through Information Technology

This publication is a review of the proceedings from a two-day conference convened by SAMHSA in 2014. The meeting aimed to address the problems of disconnected justice and health systems and to develop solutions by describing barriers, benefits, and best practices for connecting community providers and correctional facilities using health information technology (HIT). http://www.vera.org/samhsa-justice-health-information-technology

RESOURCES FOR STATE POLICYMAKERS

Behavioral Health Treatment Needs Assessment for States Toolkit

Provide states and other payers with information on the prevalence and use of behavioral health services; step-by-step instructions to generate projections of utilization under insurance expansions; and factors to consider when deciding the appropriate mix of behavioral health benefits, services, and providers to meet the needs of newly eligible populations. http://store.samhsa.gov/shin/content//SMA13-4757/SMA13-4757.pdf

Medicaid Coverage and Financing of Medications to Treat Alcohol and Opioid Use Disorders

This publication presents information about Medicaid coverage of medication-assisted treatment for opioid and alcohol dependence. Covers treatment effectiveness and cost effectiveness as well as examples of innovative approaches in Vermont, Massachusetts, and Maryland. http://store.samhsa.gov/product/Medicaid-Coverage-and-Financing-of-Medications-to-Treat-Alcohol-and-Opioid-Use-Disorders/SMA14-4854



All publications are available free through SAMHSA's store

http://store.samhsa.gov/

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SAMHSA TOPICS

Alcohol, Tobacco, and Other Drugs ■ Behavioral Health Treatments and Services ■ Criminal and Juvenile Justice ■ Data, Outcomes, and Quality
Disaster Preparedness, Response, and Recovery ■ Health Care and Health Systems Integration ■ Health Disparities ■ Health Financing
Health Information Technology ■ HIV, AIDS, and Viral Hepatitis ■ Homelessness and Housing ■ Laws, Regulations, and Guidelines
Mental and Substance Use Disorders ■ Prescription Drug Misuse and Abuse ■ Prevention of Substance Abuse and Mental Illness
Recovery and Recovery Support ■ School and Campus Health ■ Specific Populations ■ State and Local Government Partnerships
Suicide Prevention ■ Trauma and Violence ■ Tribal Affairs ■ Underage Drinking ■ Veterans and Military Families ■ Wellness ■ Workforce

Appendix Item 8

Published One Page Process Information and Community Survey

Reimagining Public Safety Collaborative

Tompkins County & City of Ithaca

In order to develop an equitable and consistent policing and public safety system in Tompkins County, we are seeking your feedback on policing and law enforcement.

Background Information:

All municipalities with police departments in New York State must adopt a plan for police reform and reinvention by April 1, 2021, per an executive order from New York State Governor Andrew Cuomo.

Municipalities must address policing functions, standards, and strategies; fostering community-oriented leadership, culture, and accountability; and recruiting and supporting excellent and diverse personnel.

Tompkins County and the City of Ithaca are working with the Center for Policing Equity, a national organization that partners with police departments on reimagining public safety.

Timeline:

September-October
Info sessions on Policing in the City & County

Begin to collect and share community feedback

November-December
Community groups convene for conversations with working group members

Fill out information on page two to participate in community group discussions

January
Preparation of findings, recommendations, and data by working groups

Delivery to legislative (elected) bodies and for public comment by January 31

February-March
Seek and consider public comment

Legislative (elected) bodies consider plans, provide feedback, finalize and adopt

Plan must be adopted by the local legislative body by **April 1, 2021**.

Working Groups:

Leadership Administration / Budget
Deanna Carrithers
Dan Cogan
Amie Hendrix
Lisa Holmes
Rich John
Tracie Keesee
Rob Kenter
Schelley Michell-Nunn
Jason Molino
Svante Myrick
Ducson Nguyen
Dominick Recckio

IT / Data Analysis
Jeff Asher
Lisa Holmes
Ben Horwitz
Paula Ioanide
Kim Moore
Taili Mugambee
Greg Potter

Academic / Research
Deanna Carrithers
Sean Eversley Bradwell
Belisa Gonzalez
Tracie Keesee
Rob Kenter

Communications / Community
Tammy Baker
Travis Brooks
Sean Eversley Bradwell
Belisa Gonzalez
Dominique Johnson
Schelley Michell-Nunn
Jamila Michener
Dominick Recckio
Richard Rivera

Law Enforcement / Public Safety
Daniel Cornell
Krista Dunn
Henry Granison
Rich John
John Joly
Tracie Keesee
Rob Kenter
Joe Margulies
Dennis Nayor
Ducson Nguyen
Jenn Olin
Derek Osborne
Lance Salisbury
Matthew VanHouten

To send an email to all working group members, email drecckio@tompkins-co.org with the subject line:
Reimaging Public Safety Input

Reimagining Public Safety Collaborative

Tompkins County & City of Ithaca

Your Information (Voluntary):

Email:_____

Phone #: _____

Address: _____

_____

If you do not feel comfortable sharing your address, please list the cross streets of an intersection that is close to where you reside.

If you would like to participate in an in-person or virtual, moderated conversation on reimagining public safety, check this box:☐

Provide Your Input: What do we need to know in order to reimagine public safety in Ithaca & Tompkins County?

For example, some respondents might discuss their most recent interaction with law enforcement, and others might talk about the role of trust in policing and public safety.

Voluntary Demographic Questions:

What is your age? _____

What is your approximate annual income? _____

What is the highest level of education you have completed? _____

Please indicate how you identify yourself (select all that apply)

☐ American Indian or Alaska Native (including all Original Peoples of the Americas)

☐ Asian (including Indian subcontinent and Philippines)

☐ Black or African American (including Africa and Caribbean)

☐ Hispanic or Latino/a/x

☐ Native Hawaiian or Other Pacific Islander (Original Peoples)

☐ White ☐ Prefer not to respond

Prefer to self-define:_____

Please indicate how you identify yourself (select all that apply)

☐ Man ☐ Nonbinary ☐ Woman

Prefer to self-define:_____

Do you identify as transgender and/or nonbinary? (select all that apply)

☐ No ☐ Yes, Nonbinary ☐ Yes, transgender

Prefer to self-define:_____

Please indicate how you identify yourself (select all that apply)

☐ Asexual ☐ Bisexual ☐ Gay or Lesbian

☐ Heterosexual/Straight ☐ Queer

Prefer to self-define:_____

How long have you lived in Tompkins County? _____

Submit Your Input:

Online
https://bit.ly/2Jqetpi

By Phone
Leave a voicemail by calling:
607-274-5465

By Mail
Attn: Reimagining Public Safety
125 E. Court St.
Ithaca, NY 14850

Drop-Boxes
Mayor's Listening Post (Mailbox)
108 E. Green St.
Ithaca, NY 14850

Tompkins County Drop Box
125 E. Court St.
Ithaca, NY 14850

Starting Nov 5th, the Tompkins County Public Library is offering hours at computer stations to watch community forums and submit feedback.

Open at 101 E. Green St, Ithaca, NY 14850
Tuesdays and Thursdays 10am-1pm, and Saturdays 3pm-6pm

Appendix Item 9

Published Document Outlining Jurisdictions and Public Safety Departments in Tompkins County

Public Safety Reform Collaborative

New York State Executive Order:

- All municipalities with police departments in New York State must adopt a plan for police reform and reinvention by April 1, 2021, per an executive order.
- Guidance shared with municipalities can be found on the governor's website.
- The guidance includes that municipalities must address policing functions, standards, and strategies; fostering community-oriented leadership, culture, and accountability; and recruiting and supporting excellent and diverse personnel.

Process:

- Tompkins County and the City of Ithaca will be working with the Center for Policing Equity, a national organization that partners with police departments on data-driven interventions.

Accountability:

- The Chief Executive of each local government must submit a plan, ratified or adopted by local law to the New York State office of Management & Budget by April 1, 2021.

Public Safety Reform Collaboration, Tompkins County & City of Ithaca – Read more here.

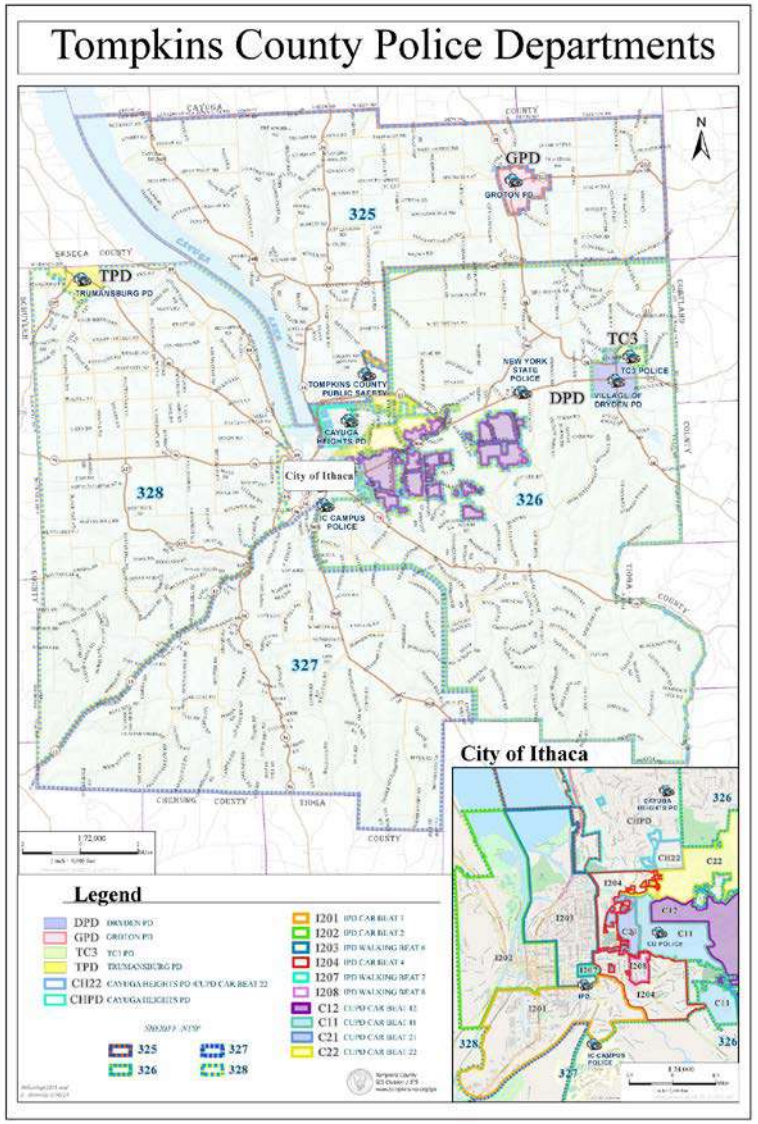
Jurisdictions in Tompkins County

What are jurisdictions?

- Contained areas in which officials are sworn certain responsibilities. Police officers who work for a particular jurisdiction would only be authorized to enforce the law within those jurisdiction limits.
- Some jurisdictions are “subject matter jurisdictions,” (i.e. State Liquor Authority enforcing alcohol violations)

- This interactive map shows a breakdown of jurisdiction by geographic location in Tompkins County. Note that in certain circumstances police departments may assist across-jurisdiction. A pdf file of the jurisdictions can be found here.

- The Tompkins County Sheriff’s Office has jurisdiction over the entire County. Not all municipalities have police departments.



Public Safety Reform Collaboration, Tompkins County & City of Ithaca – Read more here.

Agency & Department Breakdown by Public Safety Activities

Tompkins County

Public Safety
Sheriff's Office & Jail
District Attorney
Assigned Counsel
Probation and Community Justice
Emergency Response
Supporting Agencies

Health and Human Services
Social Services
Mental Health
Public Health
Human Rights Office
Office for the Aging
Youth Services
Veterans Services
Sponsoring Agencies

Government Operations
County Legislature
County Administration
Information Technology Services
County Attorney
Assessment
County Clerk
Board of Elections
Sponsoring Agencies

Planning, Energy, and Environmental Quality & Housing & Economic Development
Workforce Development
Planning & Sustainability

Facilities and Infrastructure
Facilities
Highway
Recycling & Materials Management
Weights & Measures
Airport

Public Safety Reform Collaboration, Tompkins County & City of Ithaca – Read more here.

Tompkins County Sheriff's Office & Jail

Public Safety

- **Responsibilities**:
  - Road Patrol:
    - Categories of response include motor vehicle crashes, alarm activations, larceny complaints, criminal mischief, burglaries, 911 calls, etc.
  - Civil Division:
    - Handles pistol permit applications and amendments, identification and serving of court-ordered divorce actions, eviction papers, orders of protection, income executions, warrants, and notices of appearance.
  - Corrections Division:
    - Operation of the Tompkins County Jail
    - Intake, Booking, Identification, Classification, Supervision, and Transport.
- **Jurisdiction**:
  - Tompkins County (Geographic)
  - Law Enforcement & Corrections (Subject Matter)
- **Accountability**:
  - Tompkins County Sheriff is an Elected Position, 4 year terms

2021 Recommended Budget, Local Dollars (County):

- Sheriff's Office, $5,287,772
  - 49 Full Time Equivalents
- Jail, $5,429,107
  - 50.4 Full Time Equivalents

Public Safety Reform Collaboration, Tompkins County & City of Ithaca – Read more here.

Tompkins County District Attorney's Office

Public Safety

- **Responsibilities:**
  - Prosecuting criminal offenses defined under State law, committed within Tompkins County
    - Prosecute a broad range of offenses, from serious felonies (murder, rape, robbery, etc.) to traffic infractions (e.g., speeding).
  - Engagement with Alternatives to Incarceration based specialty courts such as treatment court and mental health court
  - Aiding crime victims throughout the criminal justice process

- **Jurisdiction:**
  - Tompkins County (Geographic)
  - Prosecution under State Law (Subject Matter)

- **Accountability:**
  - District Attorney is an Elected Position, 4 Year Terms

2021 Recommended Budget, Local Dollars (County):

- $1,689,432
  - 16.18 Full Time Equivalents

Public Safety Reform Collaboration, Tompkins County & City of Ithaca – Read more here.

Tompkins County Assigned Counsel

Public Safety

- **Responsibilities:**
  - Assigned Counsel to Defendants
    - Receives and reviews all applications for free attorney services and determines eligibility. Financial eligibility levels include: automatic eligibility for public assistance, poverty level, and inability to afford counsel. Attorneys are provided for charges including violations, misdemeanors, felonies, and appeals in criminal court, and most matters in family court.
- **Jurisdiction:**
  - Tompkins County (Geographic)
- **Accountability:**
  - Assigned Counsel reports to County Administrator
  - New York State Assigned Counsel Standards

2021 Recommended Budget, Local Dollars (County):

- $1,786,264
  - 5.57 Full Time Equivalents

Tompkins County Probation & Community Justice

Public Safety

- **Responsibilities:**
  - Diversion services for juveniles defined as a (PINS) Person In Need of Supervision or (JD) Juvenile Delinquent
  - Conducts investigations for both Family and Criminal Courts
  - Probation supervision, ensuring conditions set by the Court are followed, that the treatment needs of the probationer are being met, that victims are made whole, and offender's activities are closely monitored
  - Provides Victim Impact Statements
  - Makes recommendations to the court regarding an offender's financial responsibility to the victim and then works with the offender to ensure that court ordered restitution is paid.
- **Jurisdiction:**
  - Tompkins County (Geographic)
- **Accountability:**
  - Department Director reports to County Administrator
  - Department Director reports to NYS DCJS Office of Probation and Correctional Alternatives

2021 Recommended Budget, Local Dollars (County):

- $2,775,524
  - 36 Full Time Equivalents

Public Safety Reform Collaboration, Tompkins County & City of Ithaca – Read more here.

Tompkins County Dept. of Emergency Response

Public Safety

- **Responsibilities**:
  - Oversees Countywide emergency dispatch and communications systems that allow residents to dial 9-1-1 to receive emergency medical, fire, police, or other emergency help
  - Implements County Mutual Aid/Disaster Plans, which provide County fire, emergency medical, and other agency assistance when local services have exceeded their local equipment and personnel resources
  - Notifies citizens about law enforcement emergencies, floods, fires, water emergencies, road closures, missing persons, evacuation orders, and weather emergencies.

2021 Recommended Budget, Local Dollars (County):

- $2,985,113
  - 32 Full Time Equivalents

- **Jurisdiction**:
  - Tompkins County (Geographic)
  - Emergency Dispatch (Subject Matter)
- **Accountability**:
  - Department Director reports to County Administrator

Public Safety Reform Collaboration, Tompkins County & City of Ithaca – Read more here.

Provide Input & Feedback

In order to develop an equitable and consistent policing and public safety system in Tompkins County, we are seeking your feedback on policing and law enforcement.

General feedback on policing and public safety is welcome, if you have feedback for a specific police department please specify that department in your answer.

Community answers to these questions will be discussed by County Administrator Jason Molino in a community forum on October 15 at 5pm on the County's YouTube Channel.

Please take the following survey to share your input:

https://www.surveymonkey.com/r/SCSRGRN

Appendix Item 10

August 17, 2020 Letter to Municipalities from N.Y. Governor

State of New York
Executive Chamber
Albany 12224

Andrew M. Cuomo
GOVERNOR

August 17, 2020

Dear Chief Executives, Police Chiefs, and Sheriffs:

Many communities all across the country are dealing with issues concerning their police departments. The millions of people who gathered in protest, even in the midst of a public health crisis, made that clear. The situation is unsustainable for all.

Maintaining public safety is imperative; it is one of the essential roles of government. In order to achieve that goal, there must be mutual trust and respect between police and the communities they serve. The success and safety of our society depends on restoring and strengthening mutual trust. With crime growing in many cities, we must seize this moment of crisis and turn it into an opportunity for transformation.

While the conflict is real and the issues are complicated, we know in New York that denial or avoidance is not a successful strategy. To that end, on June 12, 2020, I signed an Executive Order requiring each local government in the State to adopt a policing reform plan by April 1, 2021. The Order authorizes the Director of the Division of the Budget to condition State aid to localities on the adoption of such a plan.

To ensure these plans are developed through an inclusive process, I called for the New York State Police Reform and Reinvention Collaborative. With more than 500 law enforcement agencies in our large and diverse state, there is no "one size fits all" solution. To rebuild the police-community relationship, each local government must convene stakeholders for a fact-based and honest dialogue about the public safety needs of their community. Each community must envision for itself the appropriate role of the police. Policies must be developed to allow the police to do their jobs to protect the public and these policies must meet with the local communities' acceptance.

"Collaborative" is the key word. It would be a mistake to frame these discussions as an adversarial process or an effort to impose top-down solutions. Issues must be aired but solutions must be crafted. The collaborative process should:

- Review the needs of the community served by its police agency, and evaluate the department's current policies and practices;
- Establish policies that allow police to effectively and safely perform their duties;
- Involve the entire community in the discussion;
- Develop policy recommendations resulting from this review;
- Offer a plan for public comment;
- Present the plan to the local legislative body to ratify or adopt it, and;
- Certify adoption of the plan to the State Budget Director on or before April 1, 2021.

I urge everyone to begin these discussions immediately. Restoring the relationship between the community and the police is in everyone's best interest, and conversation may be required to enable each stakeholder to understand others' points of view. Time is short.

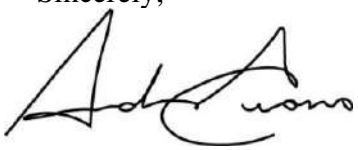
Local elected officials are the natural position to convene the process. If the local electeds are unable or unwilling to manage the collaborative, the state can select an appropriate convener for that jurisdiction.

Change is hard. But change is necessary if we are to grow. The tension must be resolved. Order and public safety must be ensured. I am excited by the possibilities and I am hopeful that this time of crisis will evolve into a moment of creativity and progress. It is normal to make adjustments to fit changing values and circumstances.

We are addressing the COVID crisis by acknowledging the problem, having productive dialogue and by working together. Let's do the same here.

This is an opportunity to reinvent law enforcement for the 21st century.

Sincerely,



ANDREW M. CUOMO

Appendix Item 11

Published City of Ithaca Q&A on "Community Vision"

If you could snap your fingers, and make any three changes to the City of Ithaca Police Department - what three changes would you make?

Demilitarization

Diversion/Alternative Programs

Culture Change/Training

Community Policing

Independent Oversight

Data Collection/Communication

Labor Relations

Miscellaneous

Demilitarization

- As much as possible reduce similarities to the military in IPD: change titles from Captain, Sgt, Leiutenant, etc to Director, Ass't Director, Detective, Community Advocate, Public Safety Officer, etc; as much as possible send IPD staff out without guns; reduce resemblance of uniforms to military uniforms; re-brand SWAT to something like Mobile Emergency Response Center or Public Safety Command Center

- Decrease the number of officers carrying weapons or responding to certain types of calls with weapons. "Demilitarize" if there is excessive weaponry.

- Total demilitarization of the Ithaca police forth including strategies, tactics and equipment and the hiring of personalities drawn to military activities.

- SWAT truck converted to food truck

- Reduce our reliance on IPD by investing in housing as a human right and working to improve tenant conditions and opportunities in high response areas for IPD. Decriminalize poverty and homelessness.

- **Reduce our reliance on IPD by prioritizing community safety by training a skilled group of unarmed professionals to respond to non-violent people experiencing mental health emergencies, symptoms of substance use disorder, and other non-criminal calls.**

- **Get rid of the militarization approach by physically removing anything that was repurposed from the military such as the tank or SWAT equipment.**

- Responding to violence is one of the most difficult features of police reform. But research shows that increased policing does not necessarily decrease violent crime. Ithaca should transfer funding from policing to community-led safety programs, like Cure Violence's Violence Interruption programs.

- **Have every police officer (and support staff too) trained annually in de-escalation techniques and make performance review include demonstrations of this ability in the field (or lack thereof); provide tangible rewards for officers who successfully defuse situations (including noise complaints!) without resort to display, let alone use of handcuffs, tazers, or brandishing weapons of any kind, i.e., without relying on threats.**

- Introduce Alternatives to Violence training, mindfulness training to all members of the force including staff. The police need to reframe and refocus on the de-escalation of violence, not exacerbating the problem by having a 'warrior' stance. Cops are not warriors. But they can be protectors and promoters of peace.

- Demilitarization. I'm deeply concerned by the often unnecessary use of military grade weapons as well as riot gear in policing across America. I believe the citizens of Ithaca have a right to know exactly what equipment the police are

using. The burden of evidence is on the SWAT team and police department to justify every piece of equipment (as well as the very existence of said SWAT team). Some lethal weapons may be necessary, but I would like to see an evidence-based explanation of why there is no nonviolent alternative.

- Removal of school resource officers. It is inappropriate to involve police in the discipline of children. The statistics do not support the notion that they protect students, but they do play a significant role in the school to prison pipeline. Schools simply should not be able to default to police involvement, even for illicit behaviors, such as drug possession.

- Decriminalize non-violent offenses.

- Repurpose and rename the SWAT vehicle, and develop a 5 year plan to significantly demilitarizing the department.

- Train or retrain ALL officers in non-violent ways to address situations. In most cases, if officers know how to de-escalate and defuse a wide range of situations, they can avoid ever reaching the point where arrest or incarceration would be needed. As a corollary, remove all officers who received military-style training from active duty until they have been fully de-trained of pro-violence approaches and then retrained as above.

  According to the webpage for Tacflow Academy, Ithaca Police Department officers have been trained by Tacflow, which includes content from "American Sniper" Chris Kyle's Craft International Program. Kyle's motto, "Despite what your momma told you, violence does solve problems," was seen on a cap worn by an IPD officer in 2015. The Tacflow web

page lists both the Ithaca PD and the Tompkins Country Sheriffs Department as having been trained by them: the <https://www.tacflow.com/>.

- Institute gun policy and procedures more like the UK's, where guns are truly a last resort, not an automatic response. As noted below, only the first part, a), can be changed within the IPD, but that change alone can start saving lives:

  a) Train officers to shoot to immobilize and/or to disarm, not to "stop" (which often means "kill"). This means MORE target practice than ever, so that officers can more accurately hit a moving target. Rather than having targets which picture a human head and torso, perhaps they could shoot clay pigeons, so they can better hit small moving targets, such as the arm of someone holding a gun. Since this is #2 on my list, using a gun at all would be very last resort.

  b) Do not have officers on routine patrol wear guns. Do have highly trained gun specialists always on call for the rare situation that guns may be needed. If an unusually large of officers is needed (eg, a wide search for an armed fugitive), then guns would be temporarily issued to a wider number of officers (all also fully trained in non-lethal aiming).

Diversion/Alternative/Investment Programs

- Implement LEAD (throughout Tompkins County)

- **Full co-operation and working relationship (LEAD etc) between IPD and other public safety units – Community Outreach Worker etc.**

- **Redirect mental health related dispatch calls away from IPD and towards an alternative response unit with professionals trained in mental health, like MSWs or other mental trained professionals.**

- Reduce our reliance on IPD by having an alternative physical space to jail or the hospital for people who are in such crisis that they need a higher level of care but have not committed a crime and aren't in acute medical distress.

- **Redirect calls related to homeless people to an alternate dispatch like Family and Children's Service of Ithaca's Community Outreach program and have enough trained people to be dispatched whenever a call comes in.**

- Police working in coordination with well-funded social service agencies to respond to issues resulting from mental illness, homelessness, drug addiction and teen-age misdemeanors. Intimate partner abuse is not included here because of the high threat of violence that is present in these situations requiring a different approach.

- The city should train mental health co-responders to deal with mental-health related 911 calls, or, better, hire mental health

first responders, like the Community Outreach for Psychiatric Services program in Minneapolis. (In general, Ithaca should do what it can to reduce the scope of policing--there is no need for police to respond to traffic accidents, domestic violence calls can be better handled by social workers, and so on).

- Reduce our reliance on IPD by having an alternative physical space to jail or the hospital for people who are in such crisis that they need a higher level of care but have not committed a crime and aren't in acute medical distress.

- Reduce our reliance on IPD by investing in housing as a human right and working to improve tenant conditions and opportunities in high response areas for IPD. Decriminalize poverty and homelessness.

- Use funding to support vulnerable students so they graduate and have success in their lives. (In the past week, I have read reports of 3 Black men being arrested. They were all elementary students at Central when I was teaching. We have failed them as a school district and a community).

- **Increase partnering between IPD and existing/new community organizations to de-escalate responses to incidents that can be handled safely with an unarmed response. Example: IPD was called to a neighbor's house because a driver who had parked his car at the neighbor's curb was upset that grass got thrown on his car when the neighbor mowed his lawn. Outcome - police forced to make an unnecessary response that left all parties upset, when CDRC would have been far more effective. This will also require educating city residents about available resources.**

- Convert SWAT Mobile to a vehicle that delivers a public service - whether it be mobile medical care and covid testing, mobile food distribution, mobile library, whatever!

- Get rid of tazers completely!

- Integrate the Community Outreach Workers (currently run by Family & Children's Service of Ithaca) into the police response teams, to handle non-violent/nuisance calls, similar to the CAHOOTS program in Eugene Oregon (now operating for over 30 years), where if calls have a strong behavioral health component, or if there are calls that do not seem to require law enforcement because they don't involve a legal issue or some kind of extreme threat of violence or risk to the person, the individual or others, then they can be routed to the outreach worker team that can go out and respond to the call, assess the situation, assist the individual if possible, and then help get that individual to a higher level of care or necessary service if that's what's really needed.

- **Hire social workers to respond *in tandem* with police officers. The city of Alexandria, KY, has had success with this model for over 4 years and seen a significant drop in repeat 911-calls, and approximately 15% fewer people going to jail. Police officers respond first, to secure the scene, then the social worker, trained in crisis management and de-escalation techniques enters and helps navigate the crisis situation. Alexandria reports $45,000 to $50,000 annual savings from this model. 1 in 4 people killed by police in this country suffer from mental illness, so having someone trained to**

recognize those signs and symptoms and respond accordingly, rather than with force, can help save lives.

- Build the capacity and collaboration with other organizations.

- It's great that many people want to change the police department and take away some of their responsibilities that they are not trained for, but we also need to look outside of the department if this is actually going to work. We need to build the capacity within other organizations and the community as a whole to develop a plan to respond to these calls. The fact that mental health workers are not currently evaluating individuals before mandating that the police bring them to the hospital is not okay. The fact that mental health workers are not responding to their 24-hour hotline when the police are asking for assistance is not okay. If we are to change the police department it cannot be an isolated change. The system outside of the department has to be ready to support these changes, and right now it is not. You need to look at community based organizations that provide support to the populations that we believe the police should not be responding to. We need to make sure that those organizations have some kind of 24 hour response team, because as much as it would be convenient many of these incidences do not happen between 9-5pm. We also need to consider dispatchers who may be the key to connecting individual callers to other services. Finally, we need to address the community. Community members need to understand when it is appropriate to call on the police. Police officers are civil servants, and they come when we call. It is on the community members to think critically and understand when there are other options.

- Add an in-house social worker (LMSW).

- I feel that a social worker within IPD would be beneficial not only to the community, but also to the officers themselves. There is a culture within the department to show up, do your job, and go home. There is not much room for processing things that are seen or done on the job. Many officers push themselves through when they may be struggling with their mental health (or physical health, the way that they are rewarded in their retirement with healthcare in exchange for sick days not used is a whole other problem that should really be addressed). If there was a social worker within the department who could check in on officers who are demonstrating changes in behavior or attitudes we could avoid officers burning out, overworking, and potentially acting in a way that does not align with their own or the department's values. Therapy is not acceptable within the culture of policing. If we could mandate that each officer must attend a session once a month it would remove the stigma for those who actually would like to attend (perhaps with an outside therapist so they are more comfortable). Otherwise, the in-house social worker could refer officers to therapists and keep an eye on policies and procedures within the department to inform and advise leadership. Ideally there could be a social worker on each shift that could also ride with some officers to attend to mental health calls as well.

- Defund the IPD budget & reallocate those funds to local community organizations especially those run by and benefiting those in the BIPOC community

- Replace police officer responses to a number of situations including homelessness, mental health, etc. Use the funds from IPD budget to hire more social service workers, etc.

- SWAT Vehicle: must be transformed into a HealthCare For All transport throughout Ithaca; inclusive of TeleHealth. This trajectory will have medical appts covering 3 medical specialties (TBD). Accept all insurances and support thoses that are underinsured and without insurance. The majority of ppl that don't have access to Healthcare aren't in downtown Ithaca. Financing & appts TBD. Qualified Social Workers trained via state of the art diversity training must be able to work within the ICSD.

- A dramatic shift from broken-windows inspired methods. The broken windows model of policing (the idea that treating low-level offenses as seriously as possible will reduce high level ones) was based in completely invalid research, intrinsically subjects BIPOCs and lower-income individuals to unfair scrutiny, and does not improve public safety. Yet it is the underlying philosophy of much of American policing. Eliminating this philosophy will be extremely difficult, because it is not a single policy or behavior, it's a paradigm. In short I want to see the police department prioritizing behaviors which impact our safety, such as traffic violations and violent crime, and not dedicating resources to scrutinizing lower level offenses. In terms of measurable goals, this would mean fewer patrols, fewer officers, and fewer arrests.

- Implement Auxiliary Neighborhood Policing.

- Develop systems to expand, and provide training to dispatchers on how to. employ alternative call systems and responses for non-violent issues stemming from community service needs related to mental health crises, addiction, or

homelessness, so that patrol units are not the department's only choice of action.

- **Provide the funding, training and skills police need to truly be "public safety officers." Area police and sheriffs already often work in tandem with EMTs and fire departments in responding to a wide range of situations, from disagreements between neighbors, to individuals experiencing mental or emotional breakdowns, to domestic disputes, to concerned neighbors calling for a welfare check, etc. Giving police "quick response" connections to the full array of social service agencies, health care providers, drug addiction services, etc, will help them safely connect people in distressful situations with the services they need. *The policies and trainings instituted after the murder of Michael Padula are a good example of the direction to take.***

Culture Change/Training

- Change the leadership or the culture of the PBA so that they would agree to: every-other-week or twice-monthly e-paychecks; continuous fitness requirement; less generous overtime pay; increased contributions from members for medical insurance, and a few other things

- **Ensure that the culture of the police department – at every level of operations, enforcement and management – is a culture of diversity, inclusion, respect, and professionalism. A culture that recognizes that good policing is not measured in arrests, but in connectedness and trust between the community and law enforcement, as well as within the department.**

- Ensure that the hours of training an officer receives on de-escalation, conflict management, implicit bias recognition, and community relations/services be more than, but no less than, the hours of training on weapons and SWAT. I would like this training to be required of all officers and investigators.

- I would like to see a contagion-management approach taken to address crime/drugs, such as put forward by Gary Slutkin https://www.ted.com/talks/gary_slutkin_let_s_treat_violence_like_a_contagious_disease#t-832335 utilized in our community and in law enforcement.

- Change the mindset of the police department that views community folks of color as threats. One way to do this is ensuring the hiring process is focused on hiring folks who are

culturally responsive and anti-racist (something the ICSD is trying to do).

- Take control of the Basic Police Academy

- Restructure training priorities. I understand that leadership within the union and the police department itself are members of the SWAT team, but I find it hard to believe that it is more necessary to have monthly trainings that pull half of the IPD off the road to train while implicit bias training and defensive tactics are once a year. The more discussion and reflection around implicit biases can lead to greater comfort in officer ability and understanding when it comes to their interactions with the citizens of Ithaca (it wouldn't hurt to encourage more community policing as well). Defensive tactics are much better than using a weapon such as a taser, pepper spray or a gun. When done correctly and at appropriate times after efforts to de-escalate, I feel defensive tactics and hand to hand is a much better option to harming someone with a weapon. There have been instances within the IPD when this has worked in threatening situations. Rather than pulling a weapon (which could be justifiable if someone is trying to stab you) the officer is able to disarm and restrain the individual.

- 1829 Sir Robert Peel, founder of the London Metro Police created 9 Police Principles. The 2nd Principle: The ability of the police to perform their duties is dependent upon public approval of police actions. Policing by consent not force, as it is known. 2020: every single cop and those that will be hired, must get state of the art Diversity and anti Sexual Harassment training every year. This is contingent on the cops and The Chief of Police maintaining their jobs. The training will be approved by this Task Force. Training must also includ Safer

Neighborhoods through Precision Policing Initiative ...www.albanyny.gov › Libraries › APD › CNA-Albany ..

- And this goes without saying but we have anti racist policies and procedures!

Community Policing

- Normalize the writing of fewer tickets and more respectful talking with citizens.
- Add Walking neighborhood beats

- Return to community policing. Increase/divert funds as appropriate to accomplish this.

- Have a requirement that new hires do community service with a local organization during their permanent appointment date
- Change department policy to require police officers to live in the City of Ithaca for at least their first five years on the force. Budget a housing stipend as part of their compensation.

- Start feeling a deep and genuine respect for the humanity of all people, even if people are part of a different economic, ethnic, cultural, or “racial” background or have a different gender identification or sexual orientation;
  no longer feel in fear of their life when in a tense situation with someone from a different background (eg, a “profile” people based on stereotypes).

  More officers of color and women of color - at levels that cause discomfort meaning not just a handful but a third or more and then half in less than 10-15 yrs. - like in other cities e.g., binghamton they live in ithaca among the people they serve in Ithaca - not Dryden or Groton or Newfield etc -we pay their salaries -they should reinvest by living in ithaca - this will reduce othering Between and among us and increase our chances to know them as residents.

Independent Oversight

- A co-production model of public safety which includes mandatory neighborhood meetings and a diverse (race, class, sex, education, experience, etc.) Independent monitor with the power and personnel to investigate police misconduct.

- Public Safety Review Board – able to require full cooperation from IPD and seen and accepted by IPD and public as an effective and trusted means of oversight

- independent oversight with “teeth” in its recommendations to chiefs. More scrutiny of police actions. Increased liability for misconduct.

- Remove automatic qualified immunity from ICPD officers, and have an independent review board (composed of local community members, serving for set terms) for all incidents that will determine whether officers should be fired and/or face charges resulting from violent incidents or encounters, particularly in the case of deaths during police interactions and in police custody. Independent review boards should also review complaints against officers, with knowledge of former complaints, whether or not those complaints were found to have merit, so that patterns of abuse can be detected and investigated fully.

Data Collection/Communication

- Credible data on police “stops”

- Improve IPD's communications with the public within appropriate limits of confidentiality, particularly re: resolved and ongoing investigations. It has been increasingly frustrating to be alerted to crimes that have been committed and then not know when/whether they have been dealt with. Even a simple "investigation still in process" is better than nothing at all.

Labor Relations

- New contract with IPD
- Settle contract
- Hire more officers

- Change the union leadership/mindset so they are working for the public rather than their own benefits (protection)
- Modern beautiful department instead of that antiquated Bldg that looks like hell and is uninviting - sparse - neglected - a more modern space that the public can visit monthly in an open house and chat w the chief to break down divides - but also cops have low morale if you put them in substandard housing and when there's no contract for so long.

Miscellaneous

- Implement Campaign Zero's 8 Can't Wait policies, which have been shown to reduce police violence by 70%. Just as importantly, ensure that there is continuous training in, and accountability to, these policies. Do not leave it up to the police academies.

- Reorganize the entire police department. Make everyone re-apply for their job and weed out anyone who is unfit physically or psychologically including those who hold white supremacist ideas.

- Decrease the police force by at least 75%

- ICE: NYS Protect Our Courts Act. Ithaca protect City Courts from ICE invasions & unwarranted violence against undocumented ppl on City Courthouse property. 6.10.20 Judge to ICE: Don't Ambush Immigrants at New York ...www.nytimes.com › 2020/06/10 › nyregion › ice-courts-i... Divest from PBA and other Police Union donations. There is an initiative from the As You Sow finance investment experts
- Prison Free Funds: Stop Profiting From the Prison Industrial Complex **Wednesday, Aug. 12** 11 am PT / 2 pm ET

- Get rid of the requirement that new hires come from the Top 3 of the Civil Service List

Interstate policies which drastically reduce the number of illegal guns in our community. No local policies or procedures can reduce the number of illegal guns coming into our area. There is an “Iron Pipeline” which brings unregistered guns from states with lax gun sales laws into states like New York and New Jersey with fairly strong gun safety laws. These unregistered guns are used in the vast majority of gun-related crimes in NYC; presumably this is also true in the greater Ithaca area. Only once there far fewer guns in our communities would it be safe for police to be armed less of the time.

Appendix Item 12

Reimagining Public Safety Budget Estimates (Revised 3/29)

Budget Estimates for the Reimagining Public Safety Draft Report

The Reimagining Public Safety Draft Report contains 19 recommendations and a request for funding for the establishment of a Community Justice Center. This document provides initial budget estimates which were derived from potential vendors and City/County staff. In the spirit of collaboration, expenses for joint City and County recommendations would evenly split unless specified. The estimated total costs to implement the Reimagining Public Safety report for Tompkins County would be:

While many of the recommendations would not require additional funding and could be accomplished using existing staff and resources (Recommendations 4,7,9,12,14,15,16,17 and 18), the following list of recommendations would require initial and ongoing financial investment:

Budget Estimates for Reimagining Public Safety Report

Plan Recommendations	County Total	County Ongoing	County One-Time	City of Ithaca Total	City Ongoing	City One-Time
Recommendation 1	$0	$0	$0	$0	$0	$0
Recommendation 2	$112,500	$100,000	$12,500	$112,500	$100,000	$12,500
Recommendation 3	$210,961	$0	*$210,961*	$0	$0	$0
Recommendation 5	$40,000	$40,000	$0	$35,000	$35,000	$0
Recommendation 6	$40,000	$0	*$40,000*	$40,000	$0	*$40,000*
Recommendation 8	$13,383	$13,383	$0	$13,383	$13,383	$0
Recommendation 10	$17,500	$17,500	$0	$17,500	$17,500	$0
Recommendation 11	$20,000	$20,000	$0	$20,000	$20,000	$0
Recommendation 13	$25,500	$500	$25,000	$25,500	$500	$25,000
Implementation	$144,380	$144,380	$0	$124,430	$124,380	$0
Total Funding Request	**$624,224**	**$335,763**	**$288,461**	**$388,313**	**$310,763**	**$77,500**

The items italicized represent the pilot alternative response and community healing plan recommendations which may be extended beyond one-time funding depending upon the outcome and impact of the recommendation.

We recognize the implementation of this report will be a gradual process and the proposed funding requests would occur incrementally. Initial funding would be requested to establish a joint Community Justice Center ($268,811), evaluate an alternative response model ($25,0000), establish a pilot program for non-emergency calls ($210,961 (County only)) develop a continuous recruitment strategy ($35,000) and develop a comprehensive healing plan ($80,000). Funding requests in the future would be brought before the Tompkins County Legislature and Common Council for approval.

Recommendation 1: Replace the City of Ithaca Police Department with a Community Solutions and Public Safety Department: Detailed study and planning will be needed to determine the proper staffing levels for the DCSPS, so any modeling would be purely illustrative.

- ***Potential Budget Impact 1:*** Hire a Director of Public Safety to create and oversee the divisions of Public Safety and Community Solutions.
    - Retain an Executive Search firm - $35,000
    - Annual Salary & Benefits - $130,000 + $59,800= $189,800

- Start Up Funds - $50,000
- ***Subtotal = $274,800***
- ***Potential Budget Impact 2:*** Hire Community Solutions Officers
  - Annual Salary & Benefits for Community Solutions Officers - $75,000
  - One-time Uniform cost - $500
- ***Subtotal for each Community Solutions Officers - $75,500***
- ***City Budget Narrative:*** One scenario, built purely for illustrative purposes, in which Council approves the Director of CSPS ($279,800), tasks the director with hiring five Community Solutions Workers ($377,500), and reducing via attrition the number of Deputy Chiefs in the Public Safety division by one (-$164,165) would amount to a one-time budget increase of $488,135, and an annualized budget increase of $403,135.

Recommendation 2: City & County Evaluate existing models and implement an alternative to law enforcement response system for crisis intervention and wraparound health and human services delivery

- ***Budget Request 1:*** Allocate $25,000 for consultation, travel support and research materials
  - Consultant/Research Fee: $10,000
  - Travel: $13,680
    - Air Travel - $600 per two-way flight (pending successful vaccination rollout and CDC travel approval)
    - Lodging - $150 per night x 3 nights = $450 per person
    - Per Diem - $30 per day x 3 days = $90
    - Subtotal – $1,140 per trip
    - Total Travel Expenses - $1,140 per trip x 6 participants x 2 trips = $13,680
  - Research Materials: $1,320
  - **Subtotal - $25,000 (Each jurisdiction would pay $12,500)**
- ***County/City Budget Narrative 1 (One-Time Funding)***: An initial investment of $25,000 is needed to support 12 months of research to evaluate existing alternative response models. Funds would be used to hire a consultant to support additional research of best practices informed in collaboration with the Ithaca Police Department and Tompkins County Sheriff's Office. Funds would also be used to access research materials including educational materials from professional associations, online resources, etc. This initial one-time investment would be used to and identify a plan for implementation. The cost for this investment would be split by the City of Ithaca and Tompkins County and plan for implementation would need to be approved the Tompkins County Legislature and Common Council prior to implementation.
- ***Budget Request 2:*** Allocate $200,000 for community organizations serving marginalized populations to support the design of future community resource hubs and/or to develop ideas that support an alternative response model (Each jurisdiction would pay $100,000)
  - ***Subtotal $200,000 (Each municipality would pay $100,000)***
  - **Total Funding Request for Budget Requests 1 and 2 - $225,000**

- ***County/City Budget Narrative 2 (Ongoing Funding):*** Fund the development of a of one-stop community resource hubs throughout the County that serve as outposts for "public safety" departments (law enforcement and human services). Community resource hubs would be staffed by community members who support residents and educate them on how to access resources (similar to Community Outreach Worker program or 2-1-1 resource hub). These would serve as safe mechanisms to engage law enforcement, individuals could engage the hub to call upon law enforcement for non-emergent issues rather than having to directly engage law enforcement themselves, this would limit the opportunities to criminalize the person seeking law enforcement help. Law enforcement would serve more as a resource than a responder when engaged by these hubs.

  The data reporting system would be developed similar to 2-1-1 that tracks use of these hubs and resources offered to community. This could be a format for the neighborhood health ambassadors being considered by Tompkins County Health Department. These hubs could serve as infrastructure for community engagement across different health and safety initiatives, everything from a flu vaccine clinic to a space to report a stolen bicycle.

Recommendation 3: County Better align available resources with emergency response needs by establishing a pilot program for non-emergency calls

- ***Budget Request:*** Hire three civilian staff in the Sheriff's Office to handle administrative and operational tasks currently by assumed deputies
  - Salary - $46,051.20
  - Benefits -$24,269
  - Total Position Cost - $70,320
  - Total Position Funding: $70,320.18 X 3 positions = $210,961
  - **Total Funding Request - $210,961**
  - **Tompkins County would be pay $210,961**
- ***County Budget Narrative (One-Time Funding – Could be extended):*** The civilian staff positions requested would be located in the Civil Division of the Sheriff's Office and will take on ancillary duties unnecessarily handled by sworn officers. Their duties will include: Grant management, Vehicle and Equipment maintenance/scheduling, Liaison with the District Attorney's Office for discovery purpose, equipment/software maintenance & coordination, purchasing/billing/service contracts, Quartermaster duties, the Stop DWI Program, management of other community programs such as Neighborhood Watch, Project Lifesaver, Car Seat program, etc.

Recommendation 5: County & City Identify new curriculum, redesign and implement a culturally responsive training program that incorporates de-escalation and mental health components into a comprehensive response for law enforcement

- ***County Budget Request:*** Allocate $40,000 to increase the Sheriff's Office training budget from $10,000 to $50,000 to include $20,000 for Road Patrol, $20,000 for the Jail and establish mechanisms to evaluate the effectiveness of training.
  - **Total Funding Request for Tompkins County - $40,000**

- ***City Budget Request:*** Designate $35,000 of the existing IPD training budget for recommended culturally responsive/anti-racist training, and to develop a mechanism to evaluate training effectiveness.
    - **Total Funding Request for the City of Ithaca - $35,000**

- ***County/City Budget Narrative (Ongoing Funding):*** There is a need to increase the current Sheriff's training budget and appropriate current IPD training funds to maintain and provide additional culturally responsive training according to the solutions propose by the Sheriff's Office and community members. The budget includes travel to cover gas, food, hotels, registration fees, costs associated with juvenile transports and annual membership fees. This would provide both departments with the opportunity to host more training and bring in subject matter experts to provide more substance.

Recommendation 6: County & City Develop a comprehensive community healing plan to address trauma in the relationship between residents and law enforcement

- ***Budget Request:*** Allocate $50,000 to hire a consultant to develop a comprehensive community healing plan in collaboration with community leaders. Allocate $30,000 to support community engagement to assist with implementation of the plan. Consultant Fee for plan development, facilitation and training - $50,000
    - Community Facilitators - $25,000
    - Supplies/Printing/Official Hospitality - $5,000
    - **Total Funding Request: $80,000 (Each municipality would pay $40,000)**
- ***County/City Budget Narrative (One-Time Funding – Could be extended):*** This budget allocation would be used to contract with an external consultant to collaborate with community leaders to develop and train community leaders to implement a comprehensive healing plan. The healing plan would address generational distrust between people of color and law enforcement, create opportunities for authentic conversations, and train community leaders in trauma-informed strategies to execute the work of the healing plan for years to come. This a one-time investment for the development of this plan. Additional funding would be needed for training of community leaders after the plan is finalized.

Recommendation 8: County & City Develop a real-time public safety community dashboard

- ***Budget Request:*** Allocate $26,766 to operationalize the Spillman Module to create a community dashboard for year one and support the annual maintenance fee
    - Year 1: 26,766 Year 2: 25,266
    - Year 3: 25,266 plus a potential 3-5 percent increase ($26,529)
    - **Total Funding Request - $26,766 (Each municipality would pay $13,383)**
- ***County/City Budget Narrative (Ongoing Funding):*** Local governments were tasked with improving transparency in government and a community facing dashboard would serve as a communication tool that shares law enforcement related metrics with the community. The proposed dashboard is recommended by the Tompkins County ITS Department staff who oversee the data between all law enforcement agencies in Tompkins County, including the City of Ithaca. An allocation of $26,766 is requested for the first year, $25,266 for the second year, and $25,266 plus a potential 3-5 percent increase to be confirmed by Spillman. This would be

an on-going expenditure to be split by the City of Ithaca and Tompkins County.

Recommendation 10: County & City Develop a comprehensive, inclusive, and innovative recruitment strategy for law enforcement and corrections officers

- ***Budget Request:*** Allocate $35,000 annually to increase the marketing and advertising budget
    - Hire a consultant for $15,000
    - Online (diverse and industry specific) Allocate additional funding to expand existing recruitment efforts for targeted law enforcement advertising - $20,000
    - **Total Funding Request - $35,000 (Each municipality would pay $17,500)**
- ***County/City Budget Narrative (Ongoing Funding):*** This allocation would be used to increase marketing and advertising costs to target recruitment efforts towards people of color. All other recruiting efforts would continue, and additional funds would be used to expand current advertising capabilities within the Human Resources Department. The City of Ithaca Human Resources Department would appropriate funds to increase their respective marketing and advertising budgets in support of the plan.

Recommendation 11: County & City Develop a County-wide program to promote and support holistic officer wellness

- ***Budget Request***: Allocate $40,000 for travel and training expenses to develop a peer support program.
    - **Total Funding Request- $40,000 (Each municipality would pay $20,000)**

- ***County/City Budget Narrative (Ongoing Funding):*** This funding would be used to explore and provide training in addition to establishing a cohort of law enforcement officers equipped to provide and lead peer support efforts.

Recommendation 13: County & City Repurpose SWAT Mobile Command Vehicle to Tompkins County Department of Emergency Response and Develop Policies for Use of the Mobile Command Vehicle

- ***Budget Request:***
    - Annual Maintenance Fees - $1,000
        - Prior year expenses were:
            - 2019 - $4,147 (there was a $3,600 leveling system repair)
            - 2020 - $720
            - 2021 - $0 to date
    - One-Time Rebranding - $50,000
    - **Total Funding Request - $51,000 (Each municipality would pay $25,500)**
- ***County/City Budget Narrative (One-Time funding for branding/Ongoing Funding for maintenance):*** As a Mobile Command Vehicle, routine maintenance would be required. This would be an ongoing expense that would be split evenly between the City and the County.

Implementation: Develop a Community Justice Center to operationalize the plan

- ***Budget Request:*** The Community Justice Center would be staffed with two positions including operating expenses:
    - Project Manager
        - Salary - $83,866
        - Benefits - $44,197
        - Total Position Cost - $128,063
    - Data Analyst
        - Salary - $69,285
        - Benefits - $36,513
        - Total Position Cost - $105,798
    - Total Staffing Request - $$233,861
    - Other Operating Expenses - $15,000
    - Project Management Software – $19,950 (County only expense)
    - **Total Funding Request - $268,811 (City of Ithaca would pay $124,430/Tompkins County would pay $144,380)**

- ***County/City Budget Narrative (Ongoing Funding):*** The budget for the Community Justice Center is based upon an Emergency Operations Center model with two full-time dedicated staff assigned to collaborate between the City of Ithaca and Tompkins County public safety services to implement the recommendations of the plan. The expenses for the Community Justice Center would be evenly split between the City and the County. The Project Manager would serve as the primary point of contact for implementation and would be responsible for the development of a joint implementation plan, process timeline, engagement of key stakeholders including community, supervise the data manager, and providing no less than quarterly updates to Common Council and the Legislature.

  The Data Manager would be responsible for collaborating with Tompkins County Information Technology Systems, Department of Emergency Response, Sheriff's Office, and Ithaca Police Department to implement the data related recommendations. The CJC and Communications staff would also utilize a project management software to highlight progress of the Reimagining Public Safety Plan including plan goals, metrics, accomplishments and provide an outward facing mechanism to garner community feedback. This project/community engagement software would cost $19,950 annually. To support the implementation of the process, the Community Justice Center would also be allocated an annual operating budget of $15,000 to purchase computers, furniture and office supplies.

Appendix Item 13

Reimagining Public Safety Draft Report

Frequently Asked Questions

(Published 3/11)

Announcement of Draft Report Release ***https://tompkinscountyny.gov/news/reimagining-public-safety-collaborative-releases-draft-report-begins-community-input-and***

Web page with process information and documents
https://www2.tompkinscountyny.gov/ctyadmin/reimaginepublicsafety

Draft document and supplemental appendix materials
https://drive.google.com/drive/u/0/folders/1NTZ6j6WRze75m5fTuf-wC4BgC-1ddJnO

The release of the Reimagining Public Safety draft report and the recommendations made within it have elicited many questions from Tompkins County and City of Ithaca residents. Below are a series of questions that have been asked, and answers from the Reimagining Public Safety Collaborative. Additional community feedback can be shared here: https://forms.gle/BnuQoaHLoCV333vN8

Executive Order 203

What is Executive Order 203?

The "Police Reform and Reinvention Collaborative" Executive Order was issued by the New York State Governor's Office on June 12, 2020 following the high-profile police killings of Black people. It requires all municipalities (including Counties and Cities) in New York State with a law enforcement office to:

> "perform a comprehensive review of current police force deployments, strategies, policies, procedures, and practices, and develop a plan to improve such deployments, strategies, policies, procedures, and practices, for the purposes of addressing the particular needs of the communities served by such police agency and promote community engagement to foster trust, fairness, and legitimacy, and to address any racial bias and disproportionate policing of communities of color."

The Order also outlines that each municipality's chief executive (City of Ithaca Mayor and Tompkins County Administrator) must convene the head of the policing agency (City of Ithaca Police Chief and Tompkins County Sheriff) and community stakeholders to help develop the plan and that local legislative bodies (Ithaca Common Council and Tompkins County Legislature) shall adopt the plan by local law or resolution by April 1, 2021.

What is the goal of the Executive Order?

The Order is focused on more equitable systems of public safety for communities of color, and states:

> "…urgent and immediate action is needed to eliminate racial inequities in policing, to modify and modernize policing strategies, policies, procedures, and practices, and to develop practices to better address the particular needs of communities of color to promote public safety, improve community engagement, and foster trust…"

What is New York State's role once the report is submitted?

Once certified/adopted by the Legislature, the plan will be submitted to the State Budget Director. The State Budget Director may withhold future appropriated State or Federal funds from municipalities that do not submit certification of an adopted plan. The Governor's Office has not issued further information on the State's role in the plans, there is no indication that State has to approve the plans.

Reimagining Public Safety Collaborative Process

How was the process of drafting this report organized?

The process is outlined on pages 20-36 of the report. Once the City and County began the Collaborative, the Center for Policing Equity was engaged, working groups were convened (as described below), and the community engagement process began. Working groups were given deliverables and an *Internal Resource Group* made up of City and County leaders and community members from other working groups received frequent reports from the other groups. Researchers were engaged to administer focus groups and analyze survey results to provide a research report (pages 29-36 of the report, Appendix item 2). Working Group deliverables and the research report were used to draft the report and recommendations.

Specifically, what was the role of law enforcement in the drafting of this report?

Law enforcement officers served on the *Law Enforcement / Public Safety* working group which identified and assessed alternative models. Leaders of both law enforcement departments provided a detailed analysis of the current state of law enforcement and proposed changes that influenced the recommendations made in the report. Law enforcement officials were also included in the focus groups and feedback from the focus groups were used to develop recommendations. The current state analysis can be found on page 37 of the report and feedback from law enforcement focus groups can be found on page 34.

What community members provided input? What populations were sampled, and why?

(Details adapted from Appendix 2, pages 2-5) Per the Executive Order's focus on communities of color and racial inequities, focus groups were conducted that would over sample participants from the minoritized populations mandated in the Order. The over sampled population included those most likely to come in contact with law enforcement (e.g. houseless community). The Community and Communications Working Group specifically made every effort to recruit from the most marginalized communities. Individual interviews were held in addition to these focus groups.

A series of focus groups of law enforcement were held by the Center for Policing Equity, including officers, department leadership, union membership, and District Attorney and Public Defender staff.

Community input through surveys, community voices forums, emails, and voicemails were also analyzed, though there was less detail available about the groups providing input through these methods.

Why were marginalized populations "oversampled" and does that mean other groups were not included?

Members of minoritized groups were over sampled (meaning that extra efforts were made to hear from members for these communities), because Executive Order 203 dictated that we engage with those communities who are most impacted by law enforcement, specifically, communities of color. These same communities historically do not participate in data collection, and thus are not represented in data unless efforts to over sample their communities are made. Over sampling of one group does not mean that other groups were not included. The City and County provided all residents several opportunities to give input on the process, including through Community Voices Forums, and various online and printed forms.

What was the process for drafting the recommendations?

The Executive Order directs the chief executive of each municipality (the County Administrator for Tompkins County and Mayor for the City) with a police department to draft a plan. Following a six-

month process including community engagement, research and focus groups, and conversations with law enforcement leadership, recommendations were developed based upon collaborative input. The chief executives received support from staff supporting the project and the Center for Policing Equity.

Who was involved in the drafting of this report? What were their roles?

The list of Reimagining Public Safety Collaborative Working Group members can be found in appendix item 8 in this folder. The working group roles and deliverables are specified on page 21-23 in the report document.

The process included members of the City and County staff, legislative bodies, local community leaders, content experts, law enforcement and criminal justice system professionals, and staff members from the Center for Policing Equity.

What were the key themes found during the research phase of this draft report?

The research completed as part of this draft report (Appendix item 2 and pages 31-36 in the draft report) identified several key themes from focus group participants, individual interviews, and public community input. Overlapping themes between the targeted focus groups and the law enforcement groups include a lack of trust and understanding between law enforcement and community members, a lack of trust in the reimagining public safety process, and a need for increased education for both law enforcement and community members.

(From page 36 in the draft report) Tensions revealed in the data and input:

- The clearest tension point focuses on what many participants expressed as the need for a redistribution of funding from policing and toward social services that address structural inequality. At the same time, law enforcement stated that, to do the work required to build trust, there is a need for increased resources / staff.
- Although many focus group respondents suggested more collaboration between police officers and social service agencies, some officers question whether those agencies would handle calls any better and have accountability mechanisms of their own. Many also mentioned that officers would still need to respond alongside them an agency representative to protect them from potential violence.
- There is disagreement as to whether law enforcement needs to respond to all fire, mental health, domestic disputes, and medical emergencies.
- There is a tension point about Ithaca / Tompkins County being more “progressive” in words / policies than in outcomes / practices.

Recommendations

Would the alternative response models leave local departments without adequate resources to respond to crimes? Does this report actually make the community safer?

The recommendations support various further investments in public safety and assessments of alternative response models. Alternative responses do not discontinue armed response to crime in the community, but rather provide different approaches in consideration of potential unarmed responses based on proposed solutions by the community. Alternative responses are designed to both reduce the interactions between armed law enforcement and minoritized groups and to provide access to health and human services outside of the justice system.

A memo on hybrid public safety models (Appendix item 1) was prepared for the Collaborative, including analysis of existing alternative response models across the country detailing programs' backgrounds and logistics.

Is there a proposed breakdown of the number of armed and unarmed officers in each department?

The draft report did not include a breakdown of the numbers of proposed Community Solutions and Community Safety Officers for the City of Ithaca's proposed department. The City would rely on the work of Common Council and the proposed Community Justice Center to assess the needs for each type of worker and the makeup of the new department. The report does recommend that the department be civilian led, under the leadership of an Executive Director of Public Safety.

Will City of Ithaca Police Officers have to re-apply for their jobs under the "Community Solutions and Public Safety" recommendation?

The recommendation states that there should be "new positions and position descriptions" for the proposed department, including both unarmed Community Solutions Officers and armed Community Safety Officers. Current IPD officers and supervisors would not be required to apply in order to maintain their current positions, and they would retain their civil service status, authority, and benefits of the title of police officer (or higher ranks) through any organizational transition. Similarly, if they determine in accordance with the Taylor Law to continue negotiating through the PBA, that collective bargaining relationship will continue.

Specific stated goals of the recommendation are for the department to result in an inclusive and welcoming culture, and to seek a broader, more diverse workforce that better reflects the diversity of the community.

How can the community be certain that the Community Solutions and Public Safety Department is not just a rebranding of the current department?

The draft report includes recommendations on recruiting a more diverse workforce, culturally responsive training, community healing, and more citizen oversight and review for law enforcement. The Collaborative drafted the recommendations to be viewed in context with one another and seeks change through various efforts.

While the City's department would be subject to a rebranding and renaming effort, new job descriptions are proposed to be drafted and different skillsets and competencies would be sought for workers in the new department.

How would the "Community Solutions and Public Safety" recommendation impact the Police Benevolent Assoc. (Union)?

If officers in the new department want to continue to have the PBA serve as their union that is their legal right. The Common Council has not yet adopted the report or its recommendations, and further details regarding the makeup of the department are yet to be determined.

Will the community's wellness be supported in any way that does not revolve around reconciliation with officers, and if so, why is this not reflected in the draft report? The report has a recommendation specifically supporting officer wellness.

The draft report includes a recommendation to develop a County-wide program to promote and support holistic officer wellness. This recommendation is designed to offer peer support, and mental and physical wellness resources to officers working in departments across the County. This recommendation also supports proactive, preventative initiatives for officers. Throughout the

process input was given that officers often deal with trauma and crisis situations and should have the resources necessary so that they can perform to their maximum potential.

The recommendation is *in addition to* recommended alternative response models, which would work to provide wraparound health and human services more proactively, including mental health services to community members.

Many of the recommendations in the draft report are related to policing and public safety response. County Administrator Jason Molino's introduction states:

> "It is my perspective that the changes that have to be made aren't just the ones we could put on paper, we need wide-scale culture change that focuses on not just protecting and serving but also creating safer and healthier communities. We're calling upon everyone who works and intersects with these systems to consider your role in it and how you can be part of a more just and equitable system of public safety. This includes health, human, and social service providers who have an important role to play in ensuring equitable and lasting change.
>
> Law enforcement is one example of a system impacted by structural and institutional racism. It's our responsibility to continue toward a whole-systems approach that takes a wider view of our government and public safety systems. We can have more equitable outcomes from these systems, these recommendations set us on that course."

There is also a recommendation to initiate a community healing plan to address racial trauma, which is detailed in Appendix item 3.

Does this report address violence prevention in our community?

This draft report explicitly acknowledges and seeks to prevent police violence.

Many of the recommendations in this report support alternative response models and de-escalation. This report does not address further violence prevention initiatives in the community.

Are there budget numbers associated with each of the recommendations?

More comprehensive budget numbers are being prepared by the County and City and will be included in future iterations of the draft report and considered by legislative bodies.

Implementation

What is the role of the elected legislative body in this process? What are they approving?

The local legislative bodies are being asked to adopt the draft report as provided, they may amend the recommendations before adoption. They can adopt the entire plan, including recommendations specific to the other municipality. Following any amendments, the City and County may submit slightly different versions of the report – it was the intent of the Collaborative to have the same report adopted by both legislative bodies.

The City of Ithaca and Tompkins County collaborated on the drafting of this report. A majority of the 19 recommendations are being made in partnership by the City and County and impact both organizations. Some recommendations are municipality-specific.

Are all of the recommendations in the report legal? Can the City replace its Police Department?

Laws and code establishing law enforcement departments and functions are subject to local legislative bodies, what is included in the draft report are recommendations to be considered by those local legislative bodies.

Can the County Legislature adopt recommendations that would impact the Sheriff's office? The Sheriff is an elected official in Tompkins County.

New York State requires that the Tompkins County Sheriff operate a jail and appoint an undersheriff. The County Legislature has no power to fire or discipline the Sheriff. It does however have the power to adopt the budget for the Sheriff's Office, and the Tompkins County Legislature approves policies for the entire Tompkins County organization, including the Sheriff's Office. With that said, significant changes will only take place with the cooperation of the Sheriff and the Sheriff's Office. Fortunately, both the County Legislature and the Sheriff are committed to reimagine public safety to best suit the needs of all community members.

How can I get involved in local efforts to implement these recommendations?

The proposed Community Justice Center (CJC), tasked with implementing the recommendations in the report, would also be tasked with engaging community members. Community members would be able to submit their interest to the CJC and the CJC will create working groups and processes for implementation. Community feedback will be sought along the implementation process of each recommendation.

How will the costs for implementation be shared between the City and County?

Tompkins County and the City of Ithaca plan to share the implementation costs relative to the impact on their organization. Recommendations from a specific organization would be funded by that organization, while collaborative recommendations would be funded proportionally, with some being funded half by each organization. More budget information will be shared by the Collaborative during legislative consideration and following the adoption of the report.

Who would the Community Justice Center be made up of?

It is proposed that the CJC include dedicated, newly hired staff including project management and data analysis professionals that will support the process and manage implementation of each recommendation. The CJC would support departments at the City and County implementing recommendations and would receive support from departments to further all recommendations.

The report recommends that the CJC be led by people of color.