



# Community Policing in Immigrant Neighborhoods: *Stories of Success*





# **Community Policing in Immigrant Neighborhoods:** *Stories of Success*



POLICE EXECUTIVE  
RESEARCH FORUM

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Printed in the United States of America

ISBN: 978-1-934485-52-1

Cover and text page design by Dave Williams.

The photos on the cover are courtesy, top row: the Aurora Police Department Initiatives for Enhancing Community Relations brochure (included as Appendix B), and bottom row: the Madison Police Department Community Outreach and Resource Education (CORE) Program Guide (included as Appendix E). The photos within the text are courtesy of arinahabich/iStockphoto (page 14) and David Mark/Pixabay (page 30).

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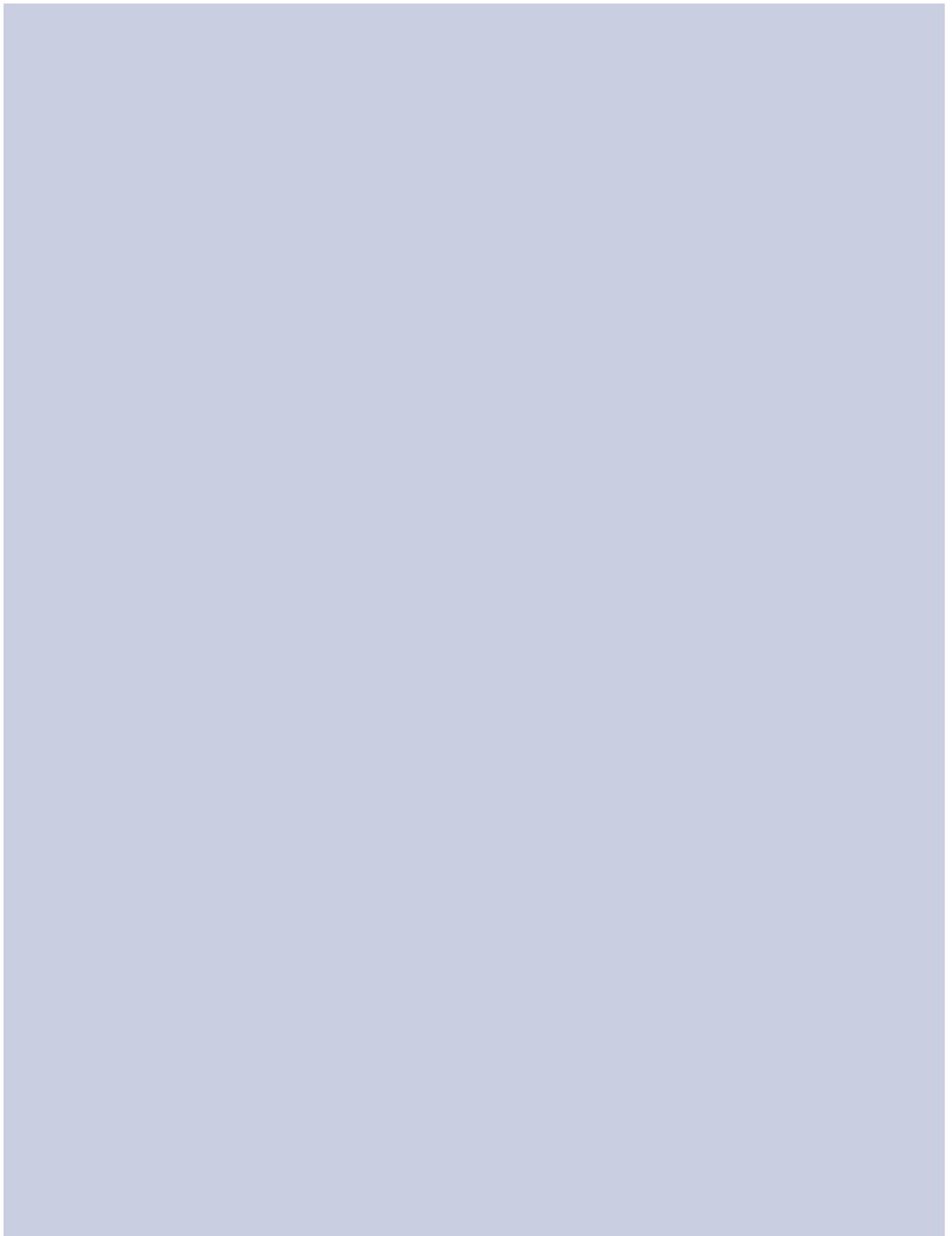
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# Acknowledgments

I would like to thank the Carnegie Corporation of New York for its longstanding support of PERF research, and in particular for the project detailed in this report: an examination of police agencies' efforts to develop positive relationships with immigrant communities while maintaining open lines of communication with federal immigration authorities. I am especially grateful to Geri Mannion, Program Director for the U.S. Democracy and Special Opportunities Fund, for focusing attention on this issue. I would also like to thank Program Analyst Andrew Geraghty for his support.

Previous immigration-related PERF projects supported by the Carnegie Corporation include:

- *Refugee Outreach and Engagement Programs for Police Agencies* (2017)<sup>1</sup>
- *Local Police Perspectives on State Immigration Policies* (2014)<sup>2</sup>
- *Voices From Across the Country: Local Law Enforcement Officials Discuss The Challenges of Immigration Enforcement* (2012)<sup>3</sup>
- *Police and Immigration: How Chiefs Are Leading their Communities through the Challenges* (2010)<sup>4</sup>

Carnegie recognized PERF's immigration work in its newsletter, *Carnegie Results*.<sup>5</sup>

PERF is also grateful to everyone who contributed to our research, especially the police departments that hosted PERF for site visits and provided the information that served as the foundation of this publication: the Aurora, CO Police Department and the Madison, WI Police Department. These agencies and the officials we interviewed for this project were generous with their time and expertise. Their insights helped to form our understanding of how police agencies successfully balance the need for building trust with immigrants to promote public safety, while maintaining lines of communication with federal immigration authorities, but not performing federal immigration enforcement.

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1. Police Executive Research Forum (2017). *Refugee Outreach and Engagement Programs for Police Agencies*. <https://www.policeforum.org/assets/refugeeoutreach.pdf>.

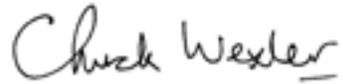
2. Police Executive Research Forum (2014). *Local Police Perspectives on State Immigration Policies*. [https://www.policeforum.org/assets/docs/Free\\_Online\\_Documents/Immigration/local%20police%20perspectives%20on%20state%20immigration%20policies.pdf](https://www.policeforum.org/assets/docs/Free_Online_Documents/Immigration/local%20police%20perspectives%20on%20state%20immigration%20policies.pdf).

3. Police Executive Research Forum (2012). *Voices From Across the Country: Local Law Enforcement Officials Discuss The Challenges of Immigration Enforcement*. [https://www.policeforum.org/assets/docs/Free\\_Online\\_Documents/Immigration/voices%20from%20across%20the%20country%20-%20local%20law%20enforcement%20officials%20discuss%20the%20challenges%20of%20immigration%20enforcement%202012.pdf](https://www.policeforum.org/assets/docs/Free_Online_Documents/Immigration/voices%20from%20across%20the%20country%20-%20local%20law%20enforcement%20officials%20discuss%20the%20challenges%20of%20immigration%20enforcement%202012.pdf).

4. Police Executive Research Forum (2010). *Police and Immigration: How Chiefs Are Leading their Communities through the Challenges*. [https://www.policeforum.org/assets/docs/Free\\_Online\\_Documents/Immigration/police%20and%20immigration%20-%20how%20chiefs%20are%20leading%20their%20communities%20through%20the%20challenges%202010.pdf](https://www.policeforum.org/assets/docs/Free_Online_Documents/Immigration/police%20and%20immigration%20-%20how%20chiefs%20are%20leading%20their%20communities%20through%20the%20challenges%202010.pdf).

5. Carnegie Results (Fall 2011). *Police Executive Research Forum: Freeing Local Police from Immigration Enforcement*. [https://www.carnegie.org/media/filer\\_public/75/b8/75b8dad6-e49f-4ecf-a9db-5001dcea6a8a/ccny\\_cresults\\_2011\\_police.pdf](https://www.carnegie.org/media/filer_public/75/b8/75b8dad6-e49f-4ecf-a9db-5001dcea6a8a/ccny_cresults_2011_police.pdf).

Finally, credit is due to PERF staff members who conducted research, interviewed practitioners, and helped write and edit this publication, including Director of Technical Assistance Jessica Toliver and Director of Communications Craig Fischer. Senior Research Associate Lisa Mantel deserves special credit for conducting the site visits and drafting this report.

A handwritten signature in black ink that reads "Chuck Wexler". The signature is written in a cursive, slightly slanted style.

**Chuck Wexler**  
**Executive Director, Police Executive Research Forum**

# Foreword

**The purpose of this report is to provide law enforcement agencies across the country with guidance on how to expand community policing efforts in immigrant neighborhoods, while also ensuring transparent communications with all stakeholders—including federal immigration authorities—in order to prevent the spread of misinformation within immigrant communities.**

Immigration has been a sensitive political issue for decades. While the federal government is responsible for enforcing immigration laws, U.S. Immigration and Customs Enforcement (ICE) works with local police agencies from time to time to identify and remove undocumented immigrants from the United States. In recent years, some state legislatures have enacted laws limiting the ability of police agencies to work with federal immigration authorities, while others have passed laws that expand or mandate police cooperation with ICE.

For example, in 2017, Texas passed Senate Bill 4, which bans so-called “sanctuary cities” and allows police to question the immigration status of anyone they arrest or detain.<sup>6</sup> In Iowa, Senate File 481 requires local law enforcement agencies to detain individuals if ICE has issued a detainer request.<sup>7</sup> Conversely, in California, Senate Bill 54 discourages cooperation between local law enforcement and federal immigration authorities and prohibits state and local police agencies from using department resources to support immigration enforcement.<sup>8</sup>

Another factor is a heightened focus on immigrants and asylum seekers, and Executive Orders and policy decisions designed to limit the number of immigrants entering the United States.

**Federal immigration policies combined with the different approaches taken by states—and even agencies within a state—on the role of local police in enforcing immigration laws make it difficult for police agencies to build trust within their communities, especially immigrant communities.** News reports of undocumented immigrants being taken into custody at sensitive locations such as hospitals<sup>9</sup> and courthouses,<sup>10</sup> and even after reporting crimes,<sup>11</sup> has led to an increased fear of the police within immigrant communities.

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6. S.B. 4. *85th Legislature 1st Special Session*. (Texas, 2017).

7. S.F. 481 *87th General Assembly*. (Iowa, 2018).

8. S.B. 54. *Regular Session*. (California, 2017).

9. Shepherd, Katie (October 31, 2017). ICE Arrested an Undocumented Immigrant Just Outside a Portland Hospital. *Willamette Week*. <https://www.wweek.com/news/courts/2017/10/31/ice-arrested-an-undocumented-immigrant-just-outside-a-portland-hospital/>.

10. Mejia, Brittny, and Jazmine Ulloa (August 29, 2018). ICE arrests in courtrooms escalate feud between California and Trump administration over immigration policy. *The Los Angeles Times*. <https://www.latimes.com/local/lanow/la-me-ln-ice-courtroom-arrest-20180829-story.html>.

11. BBC News (February 13, 2018). US immigrant faces deportation after reporting prowler to police. *BBC News*. <https://www.bbc.com/news/world-us-canada-43039044>.

Proponents of community policing know that when a segment of the population is afraid to report crime, the entire community is made less safe. To counter this fear, some police agencies have taken meaningful steps to build trust and strengthen relationships by conducting outreach to immigrant communities. Police chiefs and sheriffs understand that their job is to increase public safety for all residents in their community. **By establishing clear policies on when and how local police may work with federal immigration authorities, and by being transparent about those policies and communicating them to the public, police executives are able to limit the spread of rumors within immigrant communities and foster a more trusting relationship.**

In 2018, the Police Executive Research Forum (PERF) began researching police agencies that have developed positive relationships with immigrant communities while also preserving open lines of communication with federal immigration authorities. PERF identified two agencies that effectively balanced these two objectives: the **Madison (WI) Police Department** and the **Aurora (CO) Police Department**. PERF conducted site visits to document the agencies' outreach and engagement programs and review policies regarding immigration enforcement.

During the site visits, PERF staff members interviewed members of the police department (command staff and officers), government officials, community leaders, and community members. PERF also attended community meetings, observed outreach activities, and reviewed policies and procedures. Based on the interviews and observations, PERF identified promising practices and lessons for other agencies to consider when implementing their own outreach initiatives and developing department policies.

# Executive Summary

## Overview

Immigration has long been a contentious political issue. However, the last several years have seen an increased focus on immigration enforcement and the role that local police agencies play in enforcing federal laws on immigration. While some states have enacted legislation that expands or mandates police cooperation with federal immigration authorities (e.g., Iowa SF 481<sup>12</sup> and Texas SB 4<sup>13</sup>), other states have restricted such involvement (e.g., California SB 54<sup>14</sup>). To add to the confusion, some municipalities have declared themselves “sanctuary cities,” in conflict with state law.<sup>15</sup>

Adding to the confusion is the inundation of news stories involving immigrants. There are daily media reports about topics related to immigration, such as the influx of migrants arriving at the Southern border, the separation of children from their parents, deaths of immigrants in U.S. custody, and arrests of undocumented immigrants at sensitive locations such as courthouses.

This situation has led to increased fear of the police among immigrant communities. Undocumented immigrants are hesitant to contact the police because they do not want to be deported, which makes them vulnerable targets for criminals.

Police executives are in the challenging position of navigating the various state and municipal laws, while at the same time assuring community members that the department’s mission is to ensure the safety of all residents. To accomplish this, some police agencies have developed clear policies on how and when officers may work with federal immigration authorities, as well as innovative outreach programs designed to strengthen relationships with their immigrant communities. This report highlights these efforts.

## The purpose of this report

In 2018, the Police Executive Research Forum (PERF), with support from the Carnegie Corporation of New York, researched police agencies that have built positive relationships with immigrant communities while also maintaining open lines of communication with federal immigration authorities in order to prevent the spread of misinformation within

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12. S.F. 481 *87th General Assembly*. (Iowa, 2018).

13. S.B. 4. *85th Legislature 1st Special Session*. (Texas, 2017).

14. S.B. 54. *Regular Session*. (California, 2017).

15. Fernandez, Manny (March 15, 2018). Texas Banned ‘Sanctuary Cities.’ Some Police Departments Didn’t Get the Memo. *The New York Times*. <https://www.nytimes.com/2018/03/15/us/texas-sanctuary-sb4-immigration.html>.

the community. PERF identified two agencies that strike this balance particularly well—the Aurora (CO) Police Department and the Madison (WI) Police Department.

PERF conducted site visits to Aurora and Madison to observe the agencies' outreach and engagement activities and interview police personnel, community leaders, and other government officials. These case studies revealed how police officers in these cities engage with members of the immigrant community, and how the departments ensure transparent communications with all stakeholders (i.e., immigrants as well as federal immigration authorities). The purpose of this report is to provide police agencies with recommendations on how to advance community policing efforts in immigrant neighborhoods. This report also provides strategies on how to improve communication with federal immigration authorities without performing federal immigration enforcement activities.

The report is divided into two sections:

- The Aurora Police Department;
- The Madison Police Department.

## **The Aurora Police Department**

The Aurora Police Department (APD) has built a strong relationship with its immigrant and refugee communities through a variety of outreach and engagement initiatives and partnerships with key community members and government agencies. APD and the City of Aurora have developed a number of immigration enforcement policies and outreach programs, including:

**Community Policing Advisory Team (CPAT)**. Aurora Police Chief Nick Metz established CPAT in October 2016 to help advise the department on community policing and engagement strategies. CPAT is comprised of 16 members of the community, representing public agencies, private-sector businesses, community groups, faith communities, and private citizens.

**Police Area Representatives (PAR)** are police officers responsible for working with community members to identify and solve problems in a specific area within the city. Assigned to one of Aurora's three police districts, PAR officers are the most visible part of APD's community policing program. PAR officers work with the community to develop unique solutions to neighborhood problems.

**Youth Outreach**. APD connects with area youths through two programs: Aurora Police Explorers and the Global Teen Academy. These programs educate young people about the police department and the duties of police officers. By promoting positive interactions between police and youths in a non-enforcement setting, APD strives to build lasting relationships with young people and encourage community involvement in improving the quality of life for all residents.

**The City of Aurora International and Immigrant Affairs**. The City of Aurora's Office of International and Immigrant Affairs (OIIA) is responsible for helping immigrants and

refugees successfully integrate into Aurora’s economy and culture. The OIIA works with the police and other city departments, as well as community organizations, to develop outreach and engagement programs for immigrants and refugees. For example, the OIIA and APD have worked jointly on crime reduction programs and community policing efforts in immigrant and refugee neighborhoods.

## **The Madison Police Department**

The Madison Police Department (MPD) embraces the philosophy of community policing as an integral part of improving the quality of life and maintaining public safety for its residents. MPD’s immigration enforcement policy, outreach initiatives, and city- and county-wide programs for cultivating relationships with immigrant communities include the following:

**Community Policing Teams, Neighborhood Officers, and Patrol Officer Liaisons.** MPD engages in community policing at the patrol level through Community Policing Teams, Neighborhood Officers, and Patrol Officer Liaisons. Officers on these teams are able to devote more attention to their assigned neighborhoods.

**Community Outreach and Resource Education (CORE) Team.** The CORE Team is responsible for coordinating all outreach efforts within MPD, but primarily those targeted at middle school-aged youths. These programs include summer youth academies, a round-robin soccer tournament, and the Madison Police Explorers. Each of these programs promotes positive interactions between police and youths, outside of the criminal justice system.

**Amigos en Azul.** Amigos en Azul (“Friends in Blue”) is an organization of Madison and Dane County area police officers who seek to build partnerships and improve communication with Latino communities. Amigos en Azul officers participate in community events and serve as a dedicated resource for Latino communities.

**Dane County Immigration Affairs Services.** Dane County helps immigrants and refugees integrate within the community through targeted outreach and training. The Immigration Affairs Services office also helps newcomers to access county resources and services, and provides referrals to outside agencies.

**The Law Enforcement and Leaders of Color Collaboration.** Leaders from the Madison Police Department and other nearby police agencies partnered with the Dane County branch of the National Association for the Advancement of Colored People (NAACP) and the United Way of Dane County to form the **Immigration and Refugee Task Force (IRTF)**. The IRTF conducted a series of listening sessions with community members and issued recommendations to improve the relationship between police agencies in Dane County and immigrant and refugee communities.

## Key Promising Practices

Below are some of the key promising practices detailed in this report.

1. **Implement a comprehensive community policing strategy involving the entire police department.**
  - a. Establish a dedicated unit to focus solely on community policing engagement initiatives, especially within communities of color. The unit should be comprised of officers who are well-suited to work with immigrant and refugee communities. For example, select officers who reflect the diversity of the community (e.g., bilingual, first-generation Americans, and officers who are immigrants themselves) or officers who have a creative approach to community engagement.
  - b. If a dedicated outreach unit is not possible within the existing budget, search for external funding opportunities (e.g., federal grant opportunities, local businesses or chambers of commerce, a police foundation), or assign one or two officers to focus exclusively on community engagement.
  - c. Provide flexibility in scheduling, so patrol officers can attend community events. All members of a police department can have roles in community engagement, but patrol officers have unique opportunities because of their high visibility and greater contact with the public.
2. **Develop a clear immigration policy and communicate that policy both internally and externally.**
  - a. Communicate your agency's policy on immigration enforcement to all employees, and ensure that all officers are trained on how to comply with the policy when interacting with immigrants and refugees.
  - b. Post department policies online and communicate those policies to the public (e.g., through community meetings, or radio and television appearances) to build trust with immigrant communities.
3. **Meet with federal immigration authorities to explain your agency's policy on immigration enforcement.** Maintaining open lines of communication between local and federal agencies about enforcement operations reduces the potential for conflicts and allows the police department to provide accurate information to constituents.
  - a. Designate a department executive to serve as the single point of contact for all immigration matters. Selecting an executive conveys to the public that the department is committed to working with the community to resolve issues that affect immigrants.

- b. Meet with supervisory staff at the nearest ICE field office to explain the department's policy regarding immigration enforcement and request notification about local immigration enforcement operations.
4. **Build a coalition of trusted community leaders.** Enlisting the help of community leaders can bridge the gap between police, communities of color, immigrants, and refugees.
- a. Identify and develop relationships with leaders in immigrant and refugee communities to help facilitate communication between the police and immigrants. For example, reach out to executives of nonprofit organizations that support immigrants and refugees, and request their assistance in communicating the police department's policies and programs.
  - b. Partner with the business community. Local businesses can be an excellent resource for donated goods and services and may remove barriers to participation in outreach events (e.g., by providing transportation, snacks, supplies).
  - c. Include faith leaders in outreach programming. Faith plays an important role in many immigrants' lives. Houses of worship are often areas of comfort for immigrants and refugees and are good locations for community outreach.
5. **Educate officers about the different cultures in your community.**
- a. Provide cultural competency training to officers and other police department employees who interact with the public. The training should include information about the cultures in your jurisdiction, as well as the unique needs and concerns of immigrants and refugees.
  - b. Partner with community and nonprofit organizations that serve immigrant and refugee communities. For example, new recruits with the Aurora Police Department spend about five hours at a local refugee assistance organization learning about immigrants and refugees.
6. **Find unique ways to interact with immigrant and refugee communities.** Opening lines of communication is a key first step to building a trusting relationship.
- a. Publicize outreach and engagement opportunities in languages commonly spoken in your jurisdiction. Work with bilingual officers, other city agencies, or nonprofit organizations to translate and develop outreach materials (e.g., flyers, brochures) in different languages.
  - b. For jurisdictions with a large Latino population, create Spanish-language social media accounts and connect with residents through Spanish-language media (e.g., newspapers, radio stations).

- c. Create opportunities to interact with young people outside of the criminal justice system. Connecting with youths is a great way to build relationships, and positive interactions may help to establish trust with other members of their families.

**7. Collaborate with neighboring police agencies and other government departments.**

- a. In areas where several police departments are located in a small vicinity, residents may not always distinguish between different agencies. Partnering with nearby police agencies allows each agency to pool resources, ensure that messaging is consistent across the community, and eliminate redundant programming.
- b. Work with city and county departments that conduct outreach to immigrant communities. Through collaborations, police officers can learn about other government services and programs that serve immigrants and refugees. Likewise, other government employees can learn about how police officers interact with immigrants and refugees.

# Introduction

Immigration enforcement has been a contentious political issue for decades. In recent years, the debate surrounding immigration has intensified. In 2015, then-candidate Donald Trump made immigration a central theme of his Presidential campaign, describing Mexican immigrants as “criminals, drug dealers, [and] rapists,”<sup>16</sup> calling for “a total and complete shutdown of Muslims entering the United States,”<sup>17</sup> and seeking to “end birthright citizenship.”<sup>18</sup> Shortly after his inauguration, President Trump signed Executive Order 13768, which deputized state and local law enforcement officers to enforce federal immigration laws, attempted to withhold grant funding from so-called “sanctuary cities,” and sought to add 10,000 Immigration and Customs Enforcement (ICE) officers.<sup>19</sup> The Trump Administration also has reduced the number of refugees admitted into the U.S. to the lowest level since the resettlement program was created in 1980,<sup>20</sup> cancelled the Deferred Action for Childhood Arrivals (DACA) program, and enforced a “zero tolerance” policy requiring criminal prosecution of persons entering the U.S. illegally, resulting in the separation of thousands of children from their parents at the border.<sup>21</sup>

## How Immigration and Customs Enforcement works with local police agencies

Although the federal government is tasked with the responsibility to enforce federal immigration laws, U.S. Immigration and Customs Enforcement (ICE) often partners with local law enforcement agencies to accomplish its mission. For example, Section 287(g) of the Immigration and Nationality Act “authorizes the Director of ICE to enter into agreements with state and local law enforcement agencies, permitting designated officers to perform immigration law enforcement functions, provided that the local law enforcement officers receive appropriate training and function under the supervision of ICE officers.”<sup>22</sup> There are currently 80 law enforcement agencies that have 287(g) agreements

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16. Donald Trump's false comments connecting Mexican immigrants and crime (July 8, 2015), *Washington Post*, [https://www.washingtonpost.com/news/fact-checker/wp/2015/07/08/donald-trumps-false-comments-connecting-mexican-immigrants-and-crime/?utm\\_term=.7b46ceb2aad6](https://www.washingtonpost.com/news/fact-checker/wp/2015/07/08/donald-trumps-false-comments-connecting-mexican-immigrants-and-crime/?utm_term=.7b46ceb2aad6).

17. Trump calls for ‘total and complete shutdown of Muslims entering the United States’ (December 7, 2015), *Washington Post*, [https://www.washingtonpost.com/news/post-politics/wp/2015/12/07/donald-trump-calls-for-total-and-complete-shutdown-of-muslims-entering-the-united-states/?utm\\_term=.1d6eb698385f](https://www.washingtonpost.com/news/post-politics/wp/2015/12/07/donald-trump-calls-for-total-and-complete-shutdown-of-muslims-entering-the-united-states/?utm_term=.1d6eb698385f).

18. Immigration Reform, <https://assets.donaldjtrump.com/Immigration-Reform-Trump.pdf>.

19. Executive Order 13768: Enhancing Public Safety in the Interior of the United States (January 25, 2017). <https://www.whitehouse.gov/presidential-actions/executive-order-enhancing-public-safety-interior-united-states/>.

20. Fact Sheet: U.S. Refugee Resettlement (January 25, 2019), National Immigration Forum, <https://immigrationforum.org/article/fact-sheet-u-s-refugee-resettlement/>.

21. Fact Sheet: Family Separation at the U.S.-Mexico Border (June 20, 2018), National Immigration Forum, <https://immigrationforum.org/article/factsheet-family-separation-at-the-u-s-mexico-border/>.

22. “Delegation of Immigration Authority Section 287(g) Immigration and Nationality Act.” U.S. Immigration and Customs Enforcement. <https://www.ice.gov/287g>.

with ICE—all of whom provide support through their local jails.<sup>23</sup> As of May 2019, there are an additional ten law enforcement agencies in Florida that have a “warrant service officer” agreement with ICE, which provides select police officers in those jurisdictions with training, certification, and authorization to perform limited duties of an immigration officer.<sup>24</sup>

**Some states have passed laws that limit the ability of local law enforcement to work with ICE, while other states have enacted legislation that expands or mandates local police cooperation with ICE.**

The following table provides a sampling of state immigration laws and their impact on local law enforcement agencies.

State	Law	Impact on Local Police
<i>Arizona</i>	SB 1070	Requires local and state law enforcement officers to make a “reasonable attempt” to determine a person’s immigration status during a “lawful stop, detention, or arrest” that occurs while enforcing any local or state law, if a “reasonable suspicion” exists that the person is in the country illegally. <sup>25</sup>
<i>California</i>	SB 54	Prohibits state and local law enforcement agencies from using department resources for the purposes of immigration enforcement.  Discourages cooperation between local law enforcement and federal immigration authorities by prohibiting local police from assisting in arrests based on civil immigration warrants, holding an individual in jail past their release date at the request of ICE, and providing workspace for federal immigration officials in state and local facilities. <sup>26</sup>
<i>Iowa</i>	SF 481	Requires that law enforcement agencies detain undocumented immigrants if ICE has issued a detainer request, even if that individual is not suspected of committing a crime. The state may deny funding to any city that does not comply with federal immigration enforcement. <sup>27</sup>
<i>Texas</i>	SB 4	Bans so-called “sanctuary cities” and allows police officers to question the immigration status of anyone they arrest or detain, including drivers and passengers during traffic stops, and victims and witnesses of crime. <sup>28</sup>

**The friction regarding the role of local police in enforcing immigration laws presents a challenge for law enforcement leaders.** Police chiefs generally emphasize that their communities are safer when *all* residents have trust in the police, regardless of their citizenship status. However, a number of local police chiefs have reported that the rhetoric and increased media attention to immigration issues have contributed to an increased fear

23. Ibid.

24. Ibid.

25. S.B. 1070. *Fifty-first Legislature 1st Regular*. (Arizona, 2010).

26. S.B. 54. *Regular Session*. (California, 2017).

27. S.F. 481. *87th General Assembly*. (Iowa, 2017).

28. S.B. 4. *85th Legislature 1st Special Session*. (Texas, 2017).

of the police among immigrants. Undocumented immigrants are afraid of the local police because they fear being deported, and even immigrants with legal status are sometimes wary of local police.

Even in jurisdictions where police agencies have explicit policies that prohibit officers from enforcing federal immigration laws, immigrants do not always distinguish between the local police and federal immigration officers. ICE officers identify themselves as “police” and often wear jackets or ballistic vests that say “police.” Fear and misperceptions can damage the trust between police officers and the community members.

## The purpose of this report

In 2018, with support from the Carnegie Corporation, the Police Executive Research Forum (PERF) researched police agencies that have built positive relationships with immigrant communities while maintaining open lines of communication with federal immigration authorities. As part of this research, PERF identified two agencies that have successfully balanced these objectives: the Aurora (CO) Police Department and the Madison (WI) Police Department.

PERF conducted site visits to Aurora and Madison to study police outreach efforts to immigrants in these communities. During the site visits, PERF interviewed police personnel, community members, and government officials.<sup>29</sup> PERF also observed an advisory council meeting, youth outreach activities, and refugee engagement programs, and reviewed police department policies and program literature.

This publication describes each agency’s policies on working with federal immigration authorities and highlights their outreach efforts to immigrant communities. **The purpose of this report is to share promising practices with agencies that are interested in expanding community policing efforts in immigrant communities.** This report also provides strategies for police agencies for opening lines of communication with federal immigration authorities without performing federal immigration enforcement activities.

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29. The titles listed throughout this document reflect officials’ positions at the time of the site visits in August and October 2018.

# The Aurora Police Department: Building a Coalition of Trusted Community Members

## About Aurora

With a population of more than 370,000, Aurora is the third largest city in Colorado and its most diverse city. Over the last decade, the foreign-born population in the city grew by more than 50 percent, with many of the immigrants arriving from African, Asian, and South American countries.<sup>30</sup> As of 2018, more than 20 percent of Aurora's population was born outside the United States. More than 30 percent of the population speak a language other than English at home, including more than 20 percent who speak Spanish.



The Aurora Police Department (APD) has developed a strong relationship with its immigrant and refugee communities through a robust outreach and engagement program. At the same time, APD has maintained a strict policy regarding the enforcement of federal immigration laws. This section begins with APD's immigration enforcement policy and then describes the department's programs and initiatives to build trust and promote public safety in Aurora's immigrant communities.

## *Immigration Enforcement Policy*

According to APD policy, officers cannot request immigration documents from persons they encounter to determine citizenship:

Requests for specific documents for the sole purpose of determining someone's immigration status are not permitted. However, if offered by the person and not specifically at the request by the officer, it is permissible to rely on immigration documents to establish someone's identity in response to a general request for identification.<sup>31</sup>

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30. Ibid.

31. APD Policy 6.08, Foreign Nationals, Diplomats, U-Visa Requests and Colorado State Officials.

Since being selected as chief of police in 2015, Nick Metz has been proactive in building trust with immigrant communities. In January 2017, when President Trump signed Executive Order 13768 relating to immigration enforcement and sanctuary cities, there was a renewed fear among immigrants about the role that local police would play in enforcing federal immigration laws, he indicated. “We were getting a lot of calls about fear in the community,” Chief Metz said.

Chief Metz explained the department’s policy on immigration enforcement by meeting with community organizations, attending Spanish-speaking church services, participating in Spanish-speaking radio programs, and creating Spanish-language social media accounts. “We work with well-known members of the Latino community who serve as translators when we speak with the community. This adds credibility to our message,” said Chief Metz.

Chief Metz also made sure that APD officers understood the department’s policy. In an email to the entire department, Chief Metz explained that the policy was created to promote public safety and, specifically, to address the fear and hesitation by some immigrants to call 9-1-1 to report crimes or to request fire and emergency medical services. **APD’s policy prohibits officers from investigating, detaining, or enforcing laws solely to determine one’s immigration status.** Although officers may not request identification just to determine a person’s immigration status, they may request identification from individuals as they enforce traffic violations and conduct criminal investigations.

Chief Metz also met with ICE officials to explain that Aurora officers will not assist ICE in arresting nonviolent criminals or enforcing civil immigration laws. “If you call us to report a crime or we are investigating you for a crime, we will not ask about your immigration status,” explained Chief Metz. However, APD may assist ICE if their agents anticipate or encounter violent resistance. APD officers may also stage nearby if ICE officers foresee potential problems when conducting a large enforcement operation. Any joint operations with ICE **for immigration violations** require prior approval from a Division Chief or above, unless it’s an emergency request for assistance. Any ongoing investigations coordinated with ICE that are **not for immigration violations** require prior approval from a command-level officer. Although ICE does not inform APD of all operations within the city, there have been no significant incidents reported.

Since the 2016 election, there have been several protests held outside of an ICE detention center located in Aurora. APD officers responded to monitor the protests and quell any demonstrations that were unsafe. Ultimately, there were no major problems reported during the protests.

In 2017, the Aurora City Council passed a resolution stating that Aurora is not a sanctuary city. This resolution did not overrule APD’s policy regarding civil immigration enforcement. To clarify that point, the Police Department reiterated to the immigrant community—especially the large Latino population—that its officers will not enforce civil immigration laws or assist ICE with civil immigration enforcement. “Our policy is that our officers will not investigate someone for the sole purpose of determining their immigration status,” said Chief Metz. “The messaging to the community is that this is not for political or philosophical reasons. It’s for public safety.”

## *The Community Policing Advisory Team (CPAT)*

In October 2016, APD released a strategic plan, Initiatives for Enhancing Community Relations, that identified community outreach as one of its primary goals.<sup>32</sup> To accomplish this, Chief Metz created the Community Policing Advisory Team (CPAT).

### Community Policing Advisory Team Purpose

CPAT is comprised of 16 members of the community who advise the department on a variety of issues. Specifically, CPAT members are responsible for:

- Developing community policing and engagement strategies, and directly assisting APD in community outreach.
- Providing advice to the department during any crises that impact the police and the community.
- Providing advice pertaining to current or proposed policies, procedures and training (e.g., internal affairs, use of force).
- Assisting in creating mechanisms in improving communications between police and community.
- Assisting in creating mechanisms for the community to recognize good work by APD employees.

### Membership

CPAT members were personally selected by Chief Metz from among public agencies and private-sector businesses, community groups, faith communities, and private citizens. Current members include representatives from the following groups:

- Aurora Public Schools
- Cherry Creek Schools
- The Aurora Key Community Response Team (KCRT)
- Immigrant and refugee communities
- The youth community
- The business community
- The Asian community
- The Hispanic/Latino community
- The LGBTQ community
- The NAACP

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32. "Aurora Police Department: Initiatives for Enhancing Community Relations." [https://www.auroragov.org/UserFiles/Servers/Server\\_1881137/File/Residents/Public%20Safety/Police/Main/Enhancing%20Comm\\_Relations%20APD%20092616%20REVISION%20FINAL.pdf](https://www.auroragov.org/UserFiles/Servers/Server_1881137/File/Residents/Public%20Safety/Police/Main/Enhancing%20Comm_Relations%20APD%20092616%20REVISION%20FINAL.pdf).

- The Christian faith community
- The Muslim faith community
- The Aurora Human Rights Commission
- The Aurora Chamber of Commerce

“Chief Metz was smart in creating a really diverse group of key community members from different communities,” said Christian Jimenez, a CPAT member and commissioner on the City of Aurora’s Immigrant and Refugee Commission. The forum provides CPAT members with an opportunity to relay messages from the community to Chief Metz and his staff. “Being involved with CPAT has been successful because the community leaders have access to the chief and his command staff,” Mr. Jimenez said.

### CPAT Activities

Since February 2017, CPAT has met on a monthly basis to share information and discuss issues involving the city’s public safety organizations. CPAT members have learned about APD’s policies and participated in police training scenarios. Members attended a condensed version of the Citizen’s Academy, learning about various topics related to law enforcement, including officers’ body-worn cameras, the K-9 unit, the 9-1-1 call center, use of force, de-escalation, and mental health. This has helped CPAT members better understand police work from officers’ point of view and put APD policies in context.

CPAT members also convene with APD officials and the **Key Community Response Team**<sup>33</sup> within 24 hours following an officer-involved shooting or other high-profile incident. Chief Metz and his command staff share pertinent information about the incident, and work with CPAT and KCRT members to disseminate the information to the community. CPAT members have also accompanied APD when meeting with the family of individuals in officer-involved shootings. The District Attorney’s office also attends to answer any questions the family may have. **The goal is to be as transparent as possible about what happened and what may occur in the future.**

### Outreach to the Latino Community

As a leader in the Latino community and an ordained pastor, Christian Jimenez has worked with Chief Metz to conduct presentations to congregants at Evangelical Hispanic churches in Aurora. “The Latino community relies a lot on their faith and those in the faith community,” Mr. Jimenez said:

“After the 2016 election, people were scared. They weren’t going to work or school, and they were calling family and friends to make arrangements for their kids if they were arrested by ICE. Chief Metz wanted to visit the churches to get the message across that the police were there to protect the community without regard to their

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33. The Aurora Key Community Response Team (KCRT) is a program through the City’s Community Relations Division that consists of volunteers who can respond during times of civil disorder. Team members serve as facilitators, mediators, and trainers. They also help to control rumors and assemble community forums.

immigration status. We called the churches and all the pastors were extremely excited. We put together a schedule for the chief, and he went in his uniform.”

The presentations were very well attended. Mr. Jimenez and Chief Metz visited 10 churches and spoke with thousands of people; one church alone included 2,000 members.

Since then, Chief Metz has continued his outreach to Spanish-speaking communities. APD has worked with the Consulates of El Salvador and Mexico and has created Spanish-language Facebook and Twitter accounts, so its officers can communicate directly with Spanish-speaking populations. This helps APD to quell any false rumors that may be circulating on social media. “The biggest challenge is that people don’t understand the different levels of government,” said Mr. Jimenez. “The Aurora police cannot change federal immigration policy. So, it’s important that they continue to educate the public about their policy, and we as community leaders take every chance we can to help people understand.”

### *Police Area Representatives*

Since 1983, APD has assigned police officers to work on **Police Area Representatives (PAR) Teams**. PAR officers are the most visible component of APD’s community policing program and are responsible for working with community members to identify and solve problems in specific geographic areas.

Located in each of Aurora’s three police districts, PAR teams are comprised of several officers and supervised by a PAR team sergeant. PAR officers patrol their assigned areas, but generally do not respond to calls for service. Instead, PAR officers are given flexibility to work with citizens to develop unique solutions to problems within their community, including creating and implementing new community policing strategies. By developing close bonds with community members in their assigned geographic areas, PAR officers cultivate a sense of ownership in the problem-solving process. PAR officers patrol their neighborhoods in marked vehicles, on bicycles, or on foot, and they can adjust their work hours to attend community meetings or other events.

### **Aurora Police Vision Statement**

The vision of the Aurora Police Department is that Aurora will become the safest large city in America by reducing crime and the fear of crime; partnering with the community to identify and solve problems; and by operating the department efficiently. The department’s PAR units are an important element and a part of the overall strategy of the police department in making the vision a reality.<sup>34</sup>

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34. Aurora Police Department, Police Area Representatives (PAR), [https://www.auroragov.org/residents/public\\_safety/police/PAR](https://www.auroragov.org/residents/public_safety/police/PAR).

## Working with the Refugee Community

PAR Officer Ken Forrest has worked closely with **Project Worthmore**, a nonprofit organization that assists refugees in Aurora and the surrounding metro area. Project Worthmore contacted the Aurora Police Department after receiving threats following the 2016 presidential election. As the PAR officer assigned to the area, Officer Forrest responded to the Project Worthmore office to address the complaints.

Instead of simply taking a police report, Officer Forrest volunteered to help refugees at the center learn English. Officer Forrest was a natural fit for the PAR unit; before becoming a police officer, he spent 27 months in Zambia as a volunteer with the Peace Corps. “Officer Forrest showed up and immediately jumped in to assist refugees who were learning English,” said Frank Anello, Executive Director of Project Worthmore. “Many refugees are terrified of the police, so it’s great to demonstrate to the refugees that the police are willing to educate and help them.”

## Training New Police Officers

APD recently partnered with Project Worthmore to provide cultural sensitivity training to new police officers. During the police academy, new and lateral officers spend approximately five hours at Project Worthmore learning about immigrants and refugees. The officers learn basic information about refugees and the resettlement process and about differences between American cultures and other cultures. By learning about cultural norms, police can avoid inadvertently giving offense to community members. Officers also hear personal stories from refugees about their journey to the United States and what it was like in their home country.

To demonstrate the difficulty of communicating when there is a language barrier, the officers play a card game with the refugees. The officers must figure out how to play the game without speaking to the other players. This experience provides the new officers with some insight to the challenges faced by refugees with limited English proficiency.

“Providing this training to officers in the academy brings credence that outreach to immigrant and refugee communities is important to the Aurora Police Department,” Officer Forrest said. “Refugees and immigrants can help us make the community safer.”

### **The City of Aurora’s Neighborhood Liaison Program**

The City of Aurora also provides residents and businesses with information and access to services through its **Neighborhood Liaison Program**. There are three neighborhood liaisons in Aurora, each responsible for an area that matches the city’s code enforcement boundaries. The liaisons work with neighborhood organizations, civic groups, schools, and other city departments to improve neighborhoods through connecting residents with resources in the city, getting solutions to their questions, connecting them with grant programs, referral services, and facilitation at neighborhood meetings.

Meg Allen is a neighborhood liaison in the northwest area of the city, which includes primarily immigrant and refugee neighborhoods. She has worked with APD to provide training to new recruits on working better with immigrants and refugees in collaboration with community organizations such as Project Worthmore, the Asian Pacific Development Center, and the Village Exchange Center. She also works closely with the PAR officers in her assigned area to address neighborhood concerns. **“We have a great relationship with the PAR officers in our neighborhoods. APD has done a good job of selecting the right people for the job,”** Ms. Allen said.

## Youth Outreach

Nearly 14 percent of Aurora’s population is between the ages of 10 and 19,<sup>35</sup> and more than 130 languages are spoken in Aurora Public Schools.

The Aurora Police Department recognizes the value of promoting positive interactions between police officers and young people as part of its overall community policing philosophy. Programs that encourage personal, one-on-one interactions with police can improve attitudes of youths towards police and vice-versa. **By promoting positive interactions between police and youths outside of the criminal justice system, police agencies can build lasting relationships with youths and potentially reduce future criminal activity.**

In an effort to encourage these positive interactions, APD has established innovative outreach programs, including the **Aurora Police Explorers** and the **Global Teen Academy**. Many of the youth involved in these programs are immigrants themselves or have parents who are immigrants. The Police Explorers and Teen Academy demonstrate APD’s commitment to community policing, and to immigrant youths in particular.

### *Aurora Police Explorers*

The Aurora Police Explorers is a program for youths and young adults between the ages of 14 to 21 who are interested in careers in law enforcement. Founded in 1980, the Aurora Police Explorers meet twice a month to learn about police operations, and they volunteer at community events throughout the year. There are currently 30 members of the Aurora Police Explorers Post who assist the Aurora Police Department by:

- Helping with security, crowd control, and traffic control at community events.
- Assisting at the front desk at the Police District Stations.
- Conducting tours of Police Headquarters.
- Setting up signs and traffic cones for DUI checkpoints.
- Serving as role players during training exercises for the Aurora Police Training Academy and SWAT Team.

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35. Aurora demographics, <https://www.auroragov.org/cms/One.aspx?portalId=1881221&pageId=12357655>.

In 2017, the Explorers volunteered a total of 10,500 community service hours.

Explorers also receive training in a variety of topics, such as police tactics, crime scene investigation, hostage negotiation, domestic violence, traffic stops, and police bike patrol.

### Funding

The Explorers group is sponsored by the Aurora Police Department and funded through a surcharge that is levied each time a municipal summons is issued. These funds are used to pay for registration fees and travel associated with the Explorer competitions. Officers from the Aurora Police Department serve as advisors and mentor the youths, but the program is led by the members.

### Organization

The group operates using a rank structure similar to the APD. The commander runs the post and is supported by a captain, lieutenants, sergeants, agents, and explorers.<sup>36</sup> Participants must take a written test and pass an oral board interview if they wish to be promoted. Applicants are ranked and scored based on their test scores and panel interviews, as well as a summary of their training, disciplinary records, and commendations. “The kids run the program and they teach us a lot,” said PAR Officer Forrest, who serves as an advisor to the Aurora Police Explorers.

Explorers are given leadership opportunities and can demonstrate their knowledge through statewide and national competitions and conferences. In Colorado, the Aurora Police Explorers hosts an annual paintball competition for Explorer posts from throughout the state. Explorers have also traveled to Arizona to participate in a yearly tactical event competition, and to Kansas to participate in a scenario-based competition focused on activities performed by patrol (e.g., DUI stops, drug interdiction, suspicious persons, robbery calls).

### Connection with Immigrants

In Aurora, many of the Explorers are immigrants. The commander of the Aurora Explorers is from Ethiopia and came to the United States when he was two years old. Another Explorer is living and working in the U.S. under DACA. Participants also have hailed from countries such as Mexico and Nepal.

The Explorers program operates as a recruiting tool for the Aurora Police Department. About 60 to 70 percent of Explorers are interested in pursuing a career in law enforcement. Explorer members who successfully complete the Explorer Academy and have been active in the program for more than two years may be awarded preference points by the Civil Service Commission on their application to become police officers.

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36. “Agents” are the equivalent of detectives and “explorers” are equivalent to the rank of a patrol officer.

## *Global Teen Academy*

Recognizing the role that community oriented policing plays in reducing crime, the Aurora Police Department began the **Global Teen Academy**<sup>37</sup> in 2014 to improve communication and support from young people in Aurora. Each summer, APD holds a one-week academy for teenagers between the ages of 15 and 18 who are interested in learning about the duties and responsibilities of police officers.

APD runs four sessions of the academy over a two-week period each summer, with half-day sessions offered in the morning and the afternoon. Each session includes approximately 15 participants and is offered at no cost to the students. Applicants are required to complete an application, an interview, and a background check, but there is no citizenship requirement.

### Curriculum

Taught by school resource officers, the Global Teen Academy program consists of interactive classes where participants learn about the following topics:

- Criminal law
- Canines in policing
- Crime prevention
- Internet safety/protocols
- Advanced driver's training
- The coroner's office
- Use of force
- Investigations
- Firearms safety
- "Shoot vs. don't shoot" scenarios
- Traffic laws
- Vice and narcotics
- Gang awareness
- SWAT
- Obstacle course

### Program Goals

There are two primary goals of the Teen Academy. The first is that the participants will learn more about how APD operates and will get to know some of the police officers

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37. There was a separate teen academy for international youths, but because of reduced staffing, the teen academies were combined into a single Global Teen Academy.

who work in their community. The second is that the participants will use their newfound knowledge to help the police identify crime-related problems throughout the city. Graduates of the program can work with the police to develop solutions to these problems and, in turn, improve the quality of life within their community.

### Connection to Communities of Color

Many of the youths who attend the Global Teen Academy are from communities of color and/or immigrant families. The Teen Academy also serves as a recruiting tool for the Police Explorers. In the last cohort of applicants for the Police Explorers, six out of 20 attended the Teen Academy.

## **The City of Aurora International and Immigrant Affairs**

The Aurora Police Department is one of several city government departments that work to make immigrants and refugees feel comfortable in their community. The City's **Office of International and Immigrant Affairs (OIIA)** manages all the citywide programs and efforts toward the local immigrant and refugee populations. OIIA was created to facilitate the successful integration of immigrants and refugees into Aurora's civic, economic, and cultural life. The OIIA works with other city departments to develop outreach programs and services for immigrants and refugees.

### *History*

Over the last decade, city leaders made a decision to improve how Aurora welcomes and engages newcomers to the United States. The City Council established the OIIA in 2015 to manage the city's multiple initiatives related to the international, immigrant, and refugee communities.

The OIIA conducts all international relations for the city, including promoting Aurora for business. "Our approach is unique. Other cities focus on access to social services, but ours is focused on economics," said Ricardo Gambetta, Manager of the Office of International and Immigrant Affairs. "We make a commitment that, as a city, we will provide immigrants with the tools to learn English and become active in the economy. We want them to be good neighbors and become productive citizens in the community."

In 2015, the OIIA began collecting data from area residents through an online survey, and also met with citizens through focus groups and community meetings, which were offered in several different languages throughout the city. One of the questions asked was, "Who do you trust in your community?" Many respondents said they trusted the police, which demonstrated a good baseline of trust between the police and the community. These extensive community engagement and outreach efforts were done in collaboration with several local community partners and stakeholders, including key leaders and members of the immigrant and refugee communities.

To reach the broadest group possible during this initial outreach, the OIIA partnered with other community organizations, including:

- The **Village Exchange Center** (formerly known as the Aurora Welcome Center), a nonprofit organization that serves immigrants and refugees through a community center, a multi-faith worship space, informational services and resources, and cultural activities. The Village Exchange Center also manages the Aurora Natural Helpers Program, a leadership development program for newcomers.
- The **International Roundtable**, which works with city departments to create international business opportunities and to celebrate immigrants' contributions to the city's economy and culture.
- **Aurora Sister Cities International**, which promotes global partnerships and builds relationships with five sister cities across the globe.<sup>38</sup>
- The **Aurora Immigrant and Refugee Commission** (formerly known as the Aurora Immigrant & Refugee Task Force), which works with community members to identify their needs and advise the city council about policies that affect the local immigrant and refugee communities.

### **Purpose of the Village Exchange Center<sup>39</sup>**

Village Exchange Center is a non-profit organization formed to serve immigrants and refugees in the Aurora/Denver metro area. As a community center and multi-faith worship space, it seeks to celebrate cultural and religious diversity by creating an inclusive environment where residents from all backgrounds interact, share, and develop together. Through organic and co-located programs, informational services, and cultural activities, the center will be a "one stop shop" supporting integration, engagement, and empowerment of newly arrived residents.

Based on the feedback from this community engagement and a review of best practices in immigrant integration in cities with similar demographics, the city drafted a **Comprehensive Strategic Plan**.<sup>40</sup> The plan identifies nine goals and proposes specific activities to achieve those goals.

**One of the main goals is to promote safety throughout the city. The Aurora Police Department is a key partner in achieving this goal.**

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38. The sister cities include Adama, Ethiopia; Antigua Cuscatlán, El Salvador; Jaco, Costa Rica; Seongnam City, South Korea; and Zielona Góra, Poland.

39. Village Exchange Center, Our Purpose, <https://villageexchangecenter.org/about-us/purpose/>.

40. Comprehensive Strategic Plan, 2015-2018. City of Aurora, [https://www.auroragov.org/UserFiles/Servers/Server\\_1881137/File/City%20Hall/International%20and%20Immigrant%20affairs/Immigrant%20Integration%20Plan\\_No17.pdf](https://www.auroragov.org/UserFiles/Servers/Server_1881137/File/City%20Hall/International%20and%20Immigrant%20affairs/Immigrant%20Integration%20Plan_No17.pdf). The OIIA plans to release an updated strategic plan in 2019 to show the progress that has been made and identify outstanding tasks.

## *An Intergovernmental Approach*

The OIIA has worked closely with Chief Metz and the Aurora Police Department. “The police department understands the reality we are living, and they are proactive in working with this office,” said Mr. Gambetta of OIIA. The Police Department and OIIA have worked jointly on crime reduction programs and community policing efforts. Other activities and goals outlined in the strategic plan include:

- Expanding the APD’s Neighborhood Watch program in the immigrant and refugee community.
- Training APD officers in cultural competency.
- Developing a public media education and awareness campaign on topics such as child safety and domestic violence prevention.
- Assisting with recruitment efforts to diversify the department.
- Educating new residents about public safety and law enforcement issues through an “International Teen Police Academy” and “Global Citizen Police Academy.”

The OIIA plans to continue working closely with APD to identify funding and expand these goals and projects in the future. “The police play a critical role in the life of newcomers to this country. Due to the leadership of Chief Metz, we have made a lot of progress,” said Mr. Gambetta. “But with new arrivals, the communication must be ongoing. There must be continuous outreach to the community.”

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“Community policing efforts in immigrant and refugee communities face new challenges, but we look forward to continue working closely with APD to improve the relationship between our immigrant and refugee communities and law enforcement. This key partnership between OIIA and APD is critical in order to develop trust and collaboration among newcomers, and we are pleased that Chief Metz and the Aurora Police Department have been proactive in reaching out to the immigrant community.”

—Ricardo Gambetta, Manager, Office of International and Immigrant Affairs

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In addition to working with APD, the city established several intergovernmental organizations and programs to help achieve the goals and objectives outlined in the strategic plan:

- The Aurora Immigrant and Refugee Commission
- The International Cabinet
- Global Fest
- The International Roundtable
- Natural Helpers

## The Aurora Immigrant and Refugee Commission

The **Aurora Immigrant and Refugee Commission (AIRC)** is an advisory body to the city that promotes the integration of immigrants and refugees into Aurora's civic, economic, and cultural life. The commission meets monthly and is comprised of 11 members, each serving a 2-year term. The AIRC also assists the city in reaching out to immigrant and refugee populations.

## The International Cabinet

The **International Cabinet** is an inter-agency working group that helps coordinate programs in city departments. This ensures that the initiatives for Aurora's immigrant and refugee communities are timely, cost-effective, and not duplicated. The cabinet meets on a quarterly basis and is staffed by the OIIA and other city department representatives who oversee programs related to immigrant integration.

## Global Fest

**Global Fest** is Aurora's international event celebrating the city's diverse community and its contributions to the city's economy and culture. This annual festival is held each August, and includes a multinational parade, musical and dance performances, arts and crafts made by artisans from around the world, and a variety of ethnic foods and beverages.

## The International Roundtable

The **International Roundtable** collaborates with the city in developing business opportunities for the international community. The International Roundtable also helps to organize the annual Global Fest event.

### **A Focus on Business**

The City of Aurora takes pride in being a business-friendly community. One of the nine goals in the city's Comprehensive Strategic Plan is to integrate immigrants and refugees through economic and financial growth. Immigrants are significantly more likely than U.S.-born individuals to start businesses.<sup>41</sup> The Aurora Office of International and Immigrant Affairs (OIIA) therefore aims to promote immigrant and refugee business ownership as a way to build wealth and financial autonomy.

For example, the OIIA has worked jointly with **Community Enterprise Development Services (CEDs)** to support the expansion of immigrant and refugee small businesses across the city through the **Aurora International Impact Fund**, which provides business financing for newcomers. In the past two years, the fund has provided more than 60 loans and invested \$1.3 million in foreign-born residents in Aurora. This support

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41. Kosten, Dan. Immigrants as Economic Contributors: Immigrant Entrepreneurs (July 11, 2018). *National Immigration Forum*, <https://immigrationforum.org/article/immigrants-as-economic-contributors-immigrant-entrepreneurs/>.

helped to create more than 50 new small business, employing more than 100 people. The OIIA provides CEDS with financial support to manage and operate this innovative program.

The OIIA also plans to work with local organizations (such as the Aurora Regional Hispanic Chamber of Commerce, the Aurora Chamber of Commerce, and the Small Business Development Center) to develop training programs and workforce training opportunities for immigrants and refugees.

For example, the OIIA has launched a joint effort with 'Fax Aurora to promote small, home businesses among immigrants and refugees through educational workshops and trainings. 'Fax Aurora is a community organization that promotes business development in the northwest area of the city near the intersection of Dayton and Colfax Avenues.

**The Colfax area is the most diverse area of the city and home to many immigrant- and refugee-owned businesses.**

The **Aurora Chamber of Commerce**, which advocates for Aurora-area businesses, provides funding for 'Fax Aurora and seeks to improve Aurora's diverse business community through its **Diversity and Inclusion Council**. The Council provides education, outreach, and networking services to its member businesses. For example, the Council provides cultural sensitivity training to Aurora business owners to help them understand the diverse workforce and community as potential employees and customers. "The cost of employee turnover is high. The main reason employees leave their jobs is because they feel they are treated unfairly or inequitably. We want business owners to understand and know their community, so their business will thrive," said Tamara Mohamed, Director of Community Relations at the Aurora Chamber of Commerce and a member of CPAT.

## Natural Helpers

One of the goals in Aurora's Comprehensive Strategic Plan was to help immigrants and refugees integrate into neighborhoods by expanding access to city services. To help achieve this goal, the OIIA brought the **Natural Helpers** program to Aurora in 2016—one of only four cities nationwide with this kind of leadership development program for newcomers.

Natural Helpers are volunteers who help immigrants and refugees obtain social services available to residents of Aurora. Managed by the Village Exchange Center, the purpose of the Natural Helpers program is to build a network of local immigrants and refugees who can assist newcomers by connecting them with resources and opportunities in the community. Since its inception, OIIA and the Village Exchange Center have trained over 90 people to serve as Natural Helpers. These volunteers are "natural helpers" because they understand the challenges of moving to a new country, learning a new language, and adapting to life in Aurora. They can assist their neighbors by providing childcare resources, helping to enroll children in school, sharing information about ethnic food stores, finding a doctor, etc.

In recognition for this innovative work in immigrant integration, the OIIA was awarded second place in the 2017 City Cultural Diversity Awards from the National League of Cities,<sup>42</sup> and received an honorable mention in the 2018 City Livability Awards from the U.S. Conference of Mayors.<sup>43</sup>

## Conclusion

The Aurora Police Department has developed a balanced approach to its interactions with federal immigration authorities and local immigrant communities. Acknowledging the fear and anxiety among immigrants and refugees, APD has focused on promoting public safety, reassuring those in the community who often mistrust police that APD officers will not ask about an individual's immigration status, whether they are reporting a crime or being investigated for one.

Through targeted outreach to area youths and collaboration with leaders in Aurora's business, faith, and immigrant communities, APD has built a relationship of trust with local immigrant and refugee populations. APD's approach to community policing in immigrant neighborhoods serves as an example to other police departments that want to improve their relationship with immigrant and refugee communities. The following promising practices can help build confidence in law enforcement and reduce the apprehension commonly felt by immigrants and refugees when interacting with police.

### **A Summary of the Aurora Police Department's Promising Practices and Lessons Learned for Engaging in Community Policing in Immigrant Neighborhoods**

- **Communicate your agency's policy on immigration enforcement to all employees.**
  - Ensure that all department employees (both sworn and unsworn) understand the agency's policy on immigration enforcement and expectations regarding conduct with immigrants and refugees.
- **Build a coalition of trusted community leaders.**
  - Identify and develop relationships with leaders in immigrant and refugee communities. Having open channels of communication with community leaders can help facilitate communication between the police and immigrants. For example, reach out to executives of nonprofit organizations that support immigrants and refugees, and request their assistance in communicating the police department's policies and programs.

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42. National League of Cities, <https://www.nlc.org/article/national-league-of-cities-honors-six-cities-for-promoting-cultural-diversity>.

43. U.S. Conference of Mayors City Livability Program, 2018 Awards Winner Summaries, <http://www.usmayors.org/wp-content/uploads/2018/06/2018-CLA-Awards-Summaries.pdf>.

- **Include business and faith leaders in outreach programming.**
  - Leaders in the faith and business communities can serve as liaisons to immigrants and refugees.
  - The business community recognizes the value that immigrants bring to local economies—as customers, employees, and business owners. Working cooperatively with business leaders (e.g., through the local chamber of commerce) can help integrate immigrants into society, which can contribute to a more safe and secure community.
  - Faith also plays an important role in many immigrants' lives. Houses of worship are often areas of comfort for immigrants and refugees and are good locations for community outreach. Through partnerships with leaders in the faith community, police can reach a broader audience and establish a relationship of trust with immigrants.
- **Educate police department employees about different cultures and the challenges faced by immigrants and refugees.**
  - Provide cultural competency training to officers and other police department employees who interact with the public. The training should include information about the cultures in your jurisdiction, as well as the unique needs and concerns of immigrants and refugees.
- **Collaborate with other government departments that conduct outreach to immigrant communities.**
  - Working with other government departments allows each agency to pool resources, ensure that messaging is consistent, and eliminate redundant programming. Through collaborations, police officers can learn about other government services and programs that serve immigrants and refugees. Likewise, other government employees can learn about how police officers interact with immigrants and refugees.
- **Conduct targeted outreach to young people.**
  - Develop programs that provide opportunities to engage with young people outside of the criminal justice system. Building positive connections with youths, especially those from immigrant families, may lead to a more trusting relationship with their parents and the larger immigrant community.
- **Conduct outreach in languages other than English.**
  - For example, create Spanish-language social media accounts to communicate with Latino communities.
  - Publicize outreach and engagement opportunities in languages commonly spoken in your jurisdiction. Work with bilingual officers, other city agencies, or nonprofit organizations to translate and develop outreach materials (e.g., flyers, brochures) in different languages.

# The Madison Police Department: Cultivating Relationships Through Dedicated Outreach

## About Madison

With an estimated population of 255,000,<sup>44</sup> Madison is the second-largest city in Wisconsin behind Milwaukee. The city also serves as the county seat of Dane County, and is home to the University of Wisconsin-Madison, the flagship campus of the University of Wisconsin system, with approximately 44,000 students.<sup>45</sup> Between 2011 and 2016, the immigrant population in Dane County grew by 24.2 percent—more than three times the rate of the county's overall population growth (7.0 percent).<sup>46</sup> By 2016, there were more than 45,000 immigrants living in Dane County.<sup>47</sup> The majority of these immigrants are from Mexico (22.6 percent), China (9.7 percent), and India (9.7 percent).<sup>48</sup> The city of Madison also has a large Hmong population, with more than 3,500 speakers of the language.<sup>49</sup>



The Madison Police Department (MPD) has a long history of community policing, and its policy on immigration enforcement reflects this philosophy. This case study first looks at MPD's immigration enforcement policy and then outlines several of MPD's community outreach efforts, including programs focused on Madison area youths and the Latino community.

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44. United States Census, <https://www.census.gov/quickfacts/fact/table/madisoncitywisconsin/PST045217>.

45. UW Facts and Figures, <https://www.wisc.edu/about/facts/>.

46. New Americans in Dane County (September 28, 2018), *New American Economy Research Fund*, [http://www.newamericaneconomy.org/wp-content/uploads/2018/09/G4G\\_DaneCounty.pdf](http://www.newamericaneconomy.org/wp-content/uploads/2018/09/G4G_DaneCounty.pdf).

47. Ibid.

48. Ibid.

49. Madison, Wisconsin demographics, <https://datausa.io/profile/geo/madison-wi/>.

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We, the members of the Madison Police Department, are committed to providing high-quality police services that are accessible to all members of the community. We believe in the dignity of all people and respect individual and constitutional rights in fulfilling this mission.

—*Madison Police Department Mission Statement*

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## *Immigration Enforcement Policy*

The Madison Police Department has a long-standing policy that it will not detain or arrest an individual solely for a suspected violation of federal immigration law. MPD's policy, which is posted on its website along with the department's other standard operating procedures, states that "MPD will not undertake any immigration-related investigation unless said operation involves an individual who has committed serious crimes directly related to public safety."<sup>50</sup> The circumstances under which an MPD officer may assist ICE include:

1. The individual is engaged in or is suspected of terrorism or espionage;
2. The individual is reasonably suspected of participating in a criminal street gang;
3. The individual is arrested for any violent felony; or
4. The individual is a previously deported felon.

In addition, if an MPD officer wants to contact ICE for the purposes of detaining or apprehending an individual, that request must be approved by a commanding officer and the Assistant Chief of Operations or Investigative Services.

The policy also states that MPD will not enter into a Section 287(g) agreement<sup>51</sup> with ICE because these agreements are inconsistent with the department's community policing ideology. In addition, officers are prohibited from requesting immigration documents (e.g., a passport or a green card) from individuals whom they contact. However, this policy does not preclude officers from viewing these documents as a form of identification when provided voluntarily.

In 2014, newly-appointed Chief of Police Mike Koval and his liaison to immigration issues, Assistant Chief Randall Gaber, hosted a meeting with the U. S. Department of Homeland Security and the ICE field office (from Milwaukee) to discuss immigration enforcement at area businesses. "We made it clear that MPD was not going to participate in workplace raids to look for undocumented individuals because that practice does not comport with our values," said Assistant Chief Gaber. MPD also explained to ICE the circumstances when its officers would provide assistance.

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50. Madison Police Department SOP, Enforcement of Immigration Laws, <https://www.cityofmadison.com/police/documents/sop/EnforcementofImmigrationLaws.pdf>.

51. A Section 287(g) agreement is a partnership between ICE and a state or local law enforcement agency that delegates authority to state and local law enforcement officers to perform immigration enforcement functions. See <https://www.ice.gov/287g>.

Since then, and especially since the 2016 election, there has been an increase in federal immigration enforcement operations in Madison. Although MPD generally has a positive relationship with the community, there was a noticeable increase in anxiety and fear among immigrant and refugee populations. “When ICE comes into the community to arrest someone, it causes a lot of panic,” said Assistant Chief Gaber.

MPD thus sought to find a balance between supporting the community and maintaining open lines of communication with ICE. Now, whenever ICE conducts an operation within the city limits, the supervising agent from the Milwaukee field office will notify the MPD’s Assistant Chief of Support and Community Outreach,<sup>52</sup> who, in turn, notifies the on-duty officer in charge (OIC).<sup>53</sup> The message is funneled through the OIC to the districts and the officers on patrol, providing situational awareness throughout the entire department. “If we know the circumstances in advance, we can put rumors to rest,” said Assistant Chief Gaber. “ICE is not required to contact MPD, but we’ve developed this relationship based on cooperation and communication.”

## Community Policing in Madison

### Overview

With a diverse and highly educated workforce, the Madison Police Department values working with the community to improve the quality of life and maintain public safety for its residents.

MPD states its philosophy of community policing as follows:

“At MPD we start with a simple proposition—the police cannot go it alone. We cannot begin to address the complex issues affecting our quality of life without assistance. Assistance in the form of the help and collaboration from many diverse groups who work in and for the community, as well as enlisting the support of all of our citizens!”<sup>54</sup>

MPD recognizes the difficulty in building trust if a segment of the population fears the police. MPD has therefore made a concerted effort to form a positive relationship with immigrant and refugee communities as part of its commitment to public engagement. MPD accomplishes this goal in three ways:

- Internal community policing initiatives at the patrol district level;
- A dedicated outreach unit that collaborates with local area police agencies; and
- Partnerships with other government agencies and community organizations.

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52. Assistant Chief Gaber retired from MPD in January 2019. Assistant Chief John Patterson is now the point of contact for immigration related matters.

53. The OIC is generally the rank of lieutenant.

54. Community Policing, *Madison Police Style*, <https://www.cityofmadison.com/police/community/policing/>.

At the district level, MPD seeks to cultivate relationships with residents and community members through community policing teams, neighborhood officers, and patrol officer liaisons. MPD also has a stand-alone outreach unit that conducts targeted outreach to the Latino community through programs such as Amigos en Azul (“Friends in Blue”) and the Latino Youth Academy. In collaboration with Dane County and area nonprofit organizations, MPD builds trust with immigrants and refugees, as well as communities of color.

### *Community Policing Teams*

In 1988, the Madison Police Department was decentralized, to give residents better access to police officers, and to give officers opportunities to understand what is occurring in their patrol areas. Madison is divided into six patrol districts: Central, East, Midtown, North, South, and West.

Each district has a **Community Policing Team (CPT)** that consists of five officers and a sergeant. Each CPT officer is assigned to a specific area within the district and is responsible for assessing crime patterns and neighborhood concerns in their area.

For example, the Midtown CPT often works on traffic enforcement, drug activity, and prostitution. South district CPT officers focus on drug-related and weapons crimes.

### *Neighborhood Officers*

In addition to CPT officers, each district also has **neighborhood officers** who are assigned to small, targeted areas of the city that have a greater need for police services. Neighborhood officers do not routinely respond to calls for service; rather, they work proactively within their respective neighborhoods to find lasting solutions to problems that arise.

Neighborhood officers are selected through a competitive process (as opposed to seniority) and typically work in their assigned areas for four-year terms. This allows the officers to become familiar with the neighborhood and residents they serve.

Many neighborhood officers run their own outreach programs. For example, during the holiday season, Neighborhood Officer Justin Nelsen, in partnership with local barbers and area nonprofits, runs Hams and Haircuts, which provides free haircuts to kids and free hams for their families.

Most of the funding for these programs comes from the **Madison Community Policing Foundation (MCPF)**,<sup>55</sup> a nonprofit organization established by a small group of retired MPD officers. The primary goal of the MCPF is to provide financial and volunteer support to MPD’s community policing programs.

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55. Madison Community Policing Foundation, <http://www.madisoncommunitypolicingfoundation.org/index.php>.

## *Patrol Officer Liaisons*

Several neighborhoods in Madison have patrol officers who also work as liaisons. The liaison officers are assigned to a patrol beat on one of MPD's three shifts, and they respond to calls for service as a typical patrol officer. Although they are not assigned to a particular neighborhood and are not able to devote the same time and effort as neighborhood officers, they are able to serve as an initial point of contact for neighborhood associations, property managers, and residents.

## **Community Outreach Division**

The Madison Police Department has a robust outreach program consisting of several programs that assist various populations within the city, including youths and the Latino community. The Community Outreach division manages crime prevention and community education programs, such as Crime Stoppers and Coffee with a Cop. MPD officers routinely provide training to community organizations, businesses, schools, and religious congregations on topics ranging from cyber safety to workplace violence.

### *The CORE Team*

The Community Outreach and Resource Education (CORE) Team is responsible for coordinating all outreach efforts within MPD. With funding from the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS), MPD began the CORE program to address issues of racial bias in policing and improve MPD's relationship with the community. "A main focus is building trust in communities of color," said Sergeant Scott Kleinfeldt. As part of this effort, CORE develops programming primarily for middle school-aged youths to promote positive interactions with police.

For example, **Telling Real Unplanned Stories Together (TRUST)**, an improvisational storytelling program, provides CORE officers with an opportunity to build relationships with youths in a local middle school. To prepare for this program, CORE Officers Jared Prado and Lore Vang attended "improv" classes. The officers spend time in the classroom and talk about a variety of topics, including their duties as police officers, community issues, and Constitutional rights. Many of the kids in this program have a negative perception of police because, as difficult as it may be to believe, they have either been arrested themselves or have family members who have been arrested.

The officers typically come to the classrooms without set plans. "Our first effort at a middle school was extremely challenging because our engagement plan was too structured and the kids did not respond well to it. We quickly learned that our outreach efforts had to accommodate the needs and interests of the students. We've done everything from cooking to career-oriented field trips; it doesn't matter what the actual outreach event is, the most important thing is the relationship we build together," said Sergeant Kleinfeldt. "Some of the students we work with have behavioral issues and difficulty paying attention, but school officials have reported increased attendance and improved behaviors since the programs began."

## CORE Objectives<sup>56</sup>

- Break down barriers between youth and police.
- Create and expand programs to divert youths from the criminal justice system.
- Encourage the involvement of parents in the program.
- Work collaboratively across police districts and with outside agencies to find solutions to social and community issues.

The CORE Team consists of five officers and a sergeant. Like the neighborhood officers, CORE officers are selected through a competitive process. Any officer who has completed the department's 18-month probationary period is eligible to apply to become a CORE officer. Ideal applicants must have more than a willingness to work with kids. **The CORE Team looks for officers who are creative, have an independent mindset, and enjoy engaging with the community.** "Being members of CORE, we have more of an entrepreneurial spirit—we research the neighborhoods, the demographics, and identify how to make the biggest impact," said Officer Lore Vang, a member of the CORE Team since 2017. Officer Deon Johnson, who has been with the CORE Team since 2016, said, "Each neighborhood is unique, with varying needs and demographics. Our work is a combination of responding to invitations placed to MPD by community members to participate in a project and being proactive when designing engagement events on our own that will help foster better police and community relationships."

### Madison's Hmong Community

For instance, Officer Vang, a Hmong-American, often works with Madison's Hmong population, which includes many refugees. "There are unique challenges to breaking down barriers with the Hmong community and elders," Officer Vang said. "A community forum will not be successful unless it is organized by the community itself," rather than by the police. As an advocate for the Hmong community, Officer Vang frequently participates in neighborhood events and serves as a liaison between the police department and the Hmong population. Officer Vang also mentors Hmong youths through a summer enrichment program sponsored by the Madison Metropolitan School District.

### Refugee Communities

As part of its outreach to refugees, the CORE Team participates in an annual First Responders Picnic. The picnic is held at a local church and is co-sponsored by Jewish Social Services and Lutheran Social Services, the two agencies responsible for refugee resettlement in Madison. The potluck picnic draws between 30 to 40 attendees, including refugees from mostly Middle East and African countries. This event provides refugees and first responders with an opportunity to meet, converse, and enjoy a variety of cuisines.

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56. CORE Objectives, <https://www.cityofmadison.com/police/community/core/>.

## International Visitors

The CORE Team also gives presentations to international college students through the Wisconsin English as a Second Language Institute. CORE officers welcome the students—who typically reside in the U.S. for three to six months—and discuss personal safety and how to interact with the police. Officers explain what to do if they get stopped by police, how to call 9-1-1 in case of an emergency, and how to reach the police for non-emergency situations.

## *Amigos en Azul*

Amigos en Azul (“Friends in Blue”) is a grassroots organization of local police officers who work with the Latino community to break down barriers and open lines of communication.

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### **Amigos en Azul Mission Statement**

Amigos en Azul is composed of City of Madison and Dane County area police officers, dedicated to dissolving cultural barriers, building partnerships, and opening lines of communication between the Hispanic community and the Madison Police Department in partnership with Dane County area law enforcement.

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## History of Amigos en Azul

Growing up in a low-income area of Madison, Gloria Reyes did not have many positive experiences with the police. The kids in her neighborhood would run when they saw the police, she said. Despite these experiences, she was drawn to a career in policing. “I had an interest in law enforcement early on, but culturally, it wasn’t supported, especially for a Latina woman,” said Ms. Reyes. “I wanted to make an impact in policing in a different way.” After graduating from the University of Wisconsin-Madison with a bachelor’s degree in behavioral science and criminal justice, Ms. Reyes worked at the public defender’s office and eventually joined the Madison Police Department, where she worked for 12 years before taking a position as Madison’s Deputy Mayor for Public Safety, Civil Rights and Community Services.

In 2004, Officer Reyes began Amigos en Azul as a way to cultivate a relationship and increase communication with the city’s Latino community, which was growing rapidly. Officer Reyes noticed a rise in traffic violations among Latinos, including driving without a license and driving vehicles with illegal aftermarket modifications. “We began by reaching out to the Latino leaders in the community, infusing ourselves in special events, and building trust with residents,” she said. “We held meetings out of the South District and spoke on Spanish-language radio to educate the community. We also performed car checks to identify equipment violations.”

Through these efforts, MPD was slowly able to build trust with the Latino community. Of course, it is easier for Spanish-speaking officers to make connections with Latino community members, but MPD also brings non-Spanish-speaking officers to Latino events in an effort to build trust, Reyes said.

When Amigos en Azul began, Mexican men were frequently arrested for soliciting prostitutes. To address this issue, Officer Reyes helped create a deferred prosecution program in conjunction with the Dane County District Attorney's Office and the county's public health office. The half-day program featured former prostitutes and neighborhood residents discussing the impact of prostitution, as well as a Spanish-speaking public health nurse who discussed the related health risks. Those who successfully completed the program were not prosecuted. After this program was implemented, the number of arrests for prostitution decreased.

### [Amigos en Azul Today](#)

Today, Amigos en Azul is institutionalized within the department and the immigrant community is familiar with its offerings. Amigos is comprised of approximately 15 officers from the City of Madison and neighboring agencies, including the University of Wisconsin Police and the suburban Sun Prairie Police Department. The CORE Team sergeant is the de facto leader of Amigos en Azul, but the group also elects a president, vice president, treasurer, and event coordinator.

### [Staffing](#)

Although some Amigos officers are assigned to the CORE Team full-time, others are assigned to patrol, and must balance their responsibilities as a patrol officer with their desire to attend community outreach events. However, with approval, MPD leaders allow officers to alter their schedules or use comp time in order to attend community gatherings. "Providing officers with flexibility in their schedules to allow them to participate in meetings and events has been very helpful in building relationships," said Deputy Mayor Reyes. To request officer participation and notify others in the department about events, the Amigos officers maintain an email distribution list that includes the Amigos en Azul members, command staff, and volunteers.

### [Participation in Community Events](#)

Amigos en Azul meets monthly to discuss upcoming events and review past events that Amigos officers participated in. For example, Amigos officers have conducted presentations to the Latino community and answered questions about driving and vehicle safety, such as how to obtain a driver's license and what to do if you get pulled over by police. Other events have included:

- Mexican Independence Day Festival
- "Madtown" Unity Bike Ride
- Centro Hispano Career Fair

- El Día de los Niños (The Day of the Children) Celebration
- Presentations at middle and high schools
- Dane County Chiefs of Police Association meetings

### A Resource for the Latino Community

Amigos officers also serve as a resource to the Latino community for police-related matters. The officers—all of whom speak Spanish—monitor a dedicated phone line for Spanish-speaking residents to ask general questions about police matters. Additionally, Amigos officers are responsible for answering the Spanish-language Crime Stoppers phone line.

### Building Connections Through Spanish-Language Media

Amigos en Azul also conducts outreach through Spanish-language media. Officers have written newspaper articles for the Voz Latina newspaper, delivered public service announcements about unsolved crimes on La Movida radio, and participated in La Movida's "El Debate," a daily show about news and issues that affect the Madison community. Chief Mike Koval appears monthly on two Spanish-speaking radio programs to take any and all questions. A "typical" program may include questions about ICE, immigration policy, going to court to contest traffic or parking tickets, and a primer on "know your rights." An Amigos En Azul officer accompanies the Chief and serves as a translator and community resource for information about upcoming events.

### Working with Community Organizations

Amigos en Azul works closely with community organizations that provide resources and services to the Latino community. For example, Amigos officers have participated in listening sessions at Centro Hispano and worked with UNIDOS Against Domestic Violence, which provides support to survivors of domestic abuse. "Officers have heard directly from the community about their fears and anxieties," said Shiva Bidar-Sielaff, an Alderwoman on the City of Madison Common Council. "It's important that the police have a good relationship with the immigrant community, because immigrants are more likely to become victims of crime rather than perpetrators. Immigrants, especially undocumented immigrants, must feel safe to report crimes." Amigos en Azul has played a critical role in building trust with the community. "The Madison police have done a good job with their outreach efforts. They have been very visible at community events," Alderwoman Bidar-Sielaff said.

### Youth Academies

Each summer, MPD hosts the **Black Youth Academy** and the **Latino Youth Academy (BYA/LYA)**. Members of the Amigos en Azul began the LYA in 2010 to build stronger relationships between the police and Latino youths and their families. Building off the success of the LYA, MPD began the BYA a year later as a way to foster connections with African-American youths in Madison.

The BYA/LYA is a week-long, half-day program for incoming eighth graders. The BYA is offered in the morning and the LYA is offered in the afternoon, with a combined fitness class and lunch break. The academies are open to all youths in Madison and the surrounding area. The primary goal is to break down barriers and build relationships with students of color.

The BYA/LYA is held at MPD's training center in partnership with neighboring police and fire agencies, including:

- Madison Fire Department
- Dane County Sheriff's Office
- Fitchburg Police Department
- Fitchburg Fire and Rescue
- University of Wisconsin Police Department
- Middleton Police Department

Students typically are nominated by their teachers to participate in the BYA/LYA, with most of the participants falling in the middle of the academic spectrum. The program is free to attend and includes lunch and snacks. MPD recognizes that transportation can be a significant barrier to attendance, so the department partnered with the Boys & Girls Club of Dane County and Badger Bus, a local charter bus company, to provide free transportation to attendees.

During the BYA/LYA, students learn about the policing profession through hands-on activities and competitions. The students meet Chief Koval, observe a K-9 demonstration, and participate in scenario-based training. The topics include:

- Traffic stops
- Crime scene investigation
- Police interviews vs. interrogation
- Communications
- Health and fitness
- CPR and first aid
- Use of force
- Tactical building searches
- Handcuffing
- Leadership and life skills
- Team building

To promote positive interactions, the officers who provide instruction at the BYA/LYA are encouraged to not wear their uniforms. "These programs provide police and area youth with an opportunity to work together in an informal setting. The interactions that are a

product of the planned curriculum really help foster a mutual learning atmosphere that becomes more electric and fun as the week progresses,” said Officer Deon Johnson.

MPD encourages students who attend the youth academies to continue learning about the policing profession through the **Police Explorer** program. The Explorer program helps adolescents and young adults interested in law enforcement careers to learn about the criminal justice system through training, real-world activities, and competitions. Open to those between the ages of 14 and 21, Police Explorers work hand-in-hand with police officers and serve their community in an auxiliary role. The Explorers meet twice a month at MPD’s training center.

### *Soccer Series*

The CORE Team also manages the Soccer Series, a non-competitive round-robin soccer tournament offered during three consecutive weekends in July and August.

The Soccer Series is funded by the Evjue Foundation Grant,<sup>57</sup> which provides equipment and transportation. Other partners include the Boys and Girls Club of Dane County, the Dane County Credit Union, La Movida (a Spanish-language radio station), and Centro Hispano (a local organization that provides programs and services to Latino families).

When the program was first held in 2014, 85 youths participated. Since then, the program has drawn as many as 135 youths, ranging in age from six to 16. There is no application process; participants simply show up and play soccer. Approximately 20 officers from MPD and surrounding agencies serve as chaperones, referees, and coaches. Volunteers from the Police Explorers also serve as chaperones.

The soccer series provides another opportunity for Madison-area youths to interact with police in a non-enforcement setting. The games also provide an opportunity to open lines of communication between residents and the police. Officers often answer questions about issues such as how to respond during a traffic stop.

Following the soccer games, MPD provides lunch for the kids and their families. Lunchtime also features a role model—typically from the Latino or African-American community—who speaks with the kids about becoming a successful member of the community.

The event concludes with an awards ceremony. MPD awards medals to some of the participants, but not for athletic ability. Rather, participants receive awards for displaying positive characteristics such as leadership, a positive attitude, and good sportsmanship. Following the three-week tournament, the award winners (approximately 30 kids in total) travel with the officers to Chicago to watch a professional soccer game. The tickets are donated by the Chicago Fire Soccer Club.

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57. The Evjue Foundation, Inc. is the charitable arm of The Capital Times, a newspaper published in Madison. The Evjue Foundation funds educational, cultural, and charitable causes in Madison and Dane County: [https://madison.com/ct/about/evjue/evjue-foundation---introduction/article\\_5729b878-a465-11de-8952-001cc4c002e0.html](https://madison.com/ct/about/evjue/evjue-foundation---introduction/article_5729b878-a465-11de-8952-001cc4c002e0.html).

The CORE Team runs additional youth outreach programs, including:

- **SAIL West** – Specialized Academics for Individualized Learning (SAIL) West is an alternative school in Madison. MPD officers spend time with students from SAIL West on a weekly basis in a non-enforcement setting (e.g., playing basketball).
- **See It to Be It** – This program provides middle-school youths with a chance to visit local businesses and learn about various career opportunities. Students have toured the Dane County Airport, Madison Gas and Electric, Madison Fire Department stations, MPD district stations, Madison Area Technical College, the University of Wisconsin Hospital, and the local NBC affiliate.
- **Bigs in Blue** – In partnership with Big Brothers Big Sisters of Dane County, MPD officers (“Bigs”) are paired with a student between the ages of 6 and 18 (“Little”) and meet on a weekly basis at the school. The officers provide long-term mentoring and serve as a positive role model for the children.
- **Friday Nights at the Y** – The YMCA offers youths an opportunity to interact with MPD officers in a non-enforcement setting by playing basketball and learning about making healthy choices. The Madison Fire Department also participates in this program.

### *Community Academy*

To strengthen its partnership with the community, MPD offers an annual **Community Academy**. Previously known as the *Citizens Academy*, MPD changed the name to reflect that participants need not be U.S. citizens in order to join.

The Academy is free and open to Madison residents who are at least 18 years old and are interested in learning more about the MPD. Applicants must complete a brief application, which MPD reviews to establish a diverse group of participants.

The Academy meets once a week for nine weeks at MPD’s training center. During the Academy, residents learn about MPD operations and the roles and responsibilities of MPD officers. Topics have included:

- Traffic enforcement
- Use of force
- SWAT
- Impaired drivers
- MPD’s use of drones
- Gangs
- K-9 Unit
- Crowd management

The goal of the Academy is to provide the public with a better understanding of the work of MPD officers. By educating the public about MPD operations and inviting feedback through

the Community Academy sessions, MPD seeks to open lines of communication and build community trust with Madison residents. Ultimately, MPD intends to develop a partnership with Academy graduates who can help the police identify problems and work cooperatively to find solutions.

## Dane County Immigration Affairs Services

In 2017, the Dane County Department of Human Services (DCDHS) recognized a growing need for assistance among immigrant and refugee families. DCDHS established a new position within the Division of Children, Youth, and Family to help immigrants and refugees identify and use county resources. As the county's first **Immigration Affairs Specialist**, Fabiola Hamdan helps immigrants and refugees integrate into the United States and the Dane County area by coordinating county services and referring immigrants and refugees to outside agencies as necessary. Ms. Hamdan also conducts outreach to immigrant and refugee communities through public appearances, training, and presentations in order to improve accessibility of county services.

Since beginning this work, Ms. Hamdan has noticed an increased fear among the immigrant community, especially among undocumented immigrants. "Immigrants are very cautious when it comes to reporting crime, which can negatively affect the community as a whole," she said. To address this fear, the Dane County Immigration Collaborative—a coalition of service providers that assists immigrants and refugees—received funding from the Vera Institute of Justice to provide legal representation to immigrants for a variety of issues, such as deportation, family separation, DACA renewals, and applying for citizenship.<sup>58</sup>

Ms. Hamdan also works closely with Amigos en Azul and other MPD CORE programs. As a social worker, she occasionally manages cases that involve the police. In these situations, Ms. Hamdan tries to bridge the gap between the community and the police by explaining to her clients how police agencies are different in the U.S. than in other countries and informing them about MPD's outreach programs. "It's important to educate the community. MPD does a good job in reaching out, but the current political climate makes it challenging," she said.

### *Immigration Enforcement Rapid Response Team*

Ms. Hamdan is also part of the **Immigration Enforcement Rapid Response Team**, a group of local nonprofit leaders, immigrant community workers, and employees from the City of Madison, Dane County, and Madison Metropolitan School District. Deputy Mayor Gloria Reyes began this group in 2017. Other members include Alderwoman Shiva Bidar-Sielaff and Karen Menendez Coller, Executive Director of Centro Hispano.

**Whenever a team member learns that a local immigrant has been deported, the group meets to discuss how to help the family members who remain in the area.**

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58. Dane County Announces Partnership with the Vera Institute of Justice to Assist Immigrants, <https://www.countyofdane.com/press/details.aspx?id=4119>.

The group also helps to either validate or dispel rumors and ensure that the community receives accurate information. For example, if a Rapid Response Team member is notified by a resident that ICE is in the area, the community leaders can contact Assistant Chief John Patterson to confirm whether ICE is conducting immigration enforcement operations in Madison. “Having a direct line of communication with MPD has been critical. We are able to verify facts and, if necessary, work with the family to get them the resources they need,” said Alderwoman Bidar-Sielaff. Ms. Hamdan also provides the information to La Movida Radio in order to reach a broader audience and reduce fear within the community.

## The Law Enforcement and Leaders of Color Collaboration

In 2014, leaders from the Madison Police Department and other police agencies in Dane County sought to build relationships with communities of color. Partnering with the Dane County branch of the National Association for the Advancement of Colored People (NAACP) and the United Way of Dane County, the group formed the **Law Enforcement and Leaders of Color Collaboration (LELCC)**. The LELCC began meeting regularly to develop recommendations regarding police use of force, and subsequently issued a report in February 2016.<sup>59</sup>

In the fall of 2016, the increasing national focus on immigration enforcement and negative rhetoric surrounding this issue led to increased anxiety among immigrants who were fearful that contact with local police could lead to deportation. Law enforcement leaders and nonprofit organizations in Dane County requested that the LELCC review the relationship between area police agencies and the immigrant and refugee communities. In response, the LELCC launched the Immigration and Refugee Task Force.

### *Immigration and Refugee Task Force*

The **Immigration and Refugee Task Force (IRTF)** is comprised of leaders from area law enforcement agencies, as well as immigrant and refugee communities. The IRTF convened more than 30 times and held nine listening sessions with community members throughout Dane County. The first community engagement meeting was a Q&A session hosted by La Movida Radio and held at Centro Hispano. The meeting was simulcast on La Movida’s radio station and website.<sup>60</sup> As the largest non-white ethnic group in the county,<sup>61</sup> Latino residents made up the majority of those in attendance at the listening sessions.

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59. Special Community/Police Task Force, Recommendations Regarding Police Use of Force (February 19, 2016), <https://www.unitedwaydanecounty.org/wp-content/uploads/Special-Community-Police-task-force-report-1.pdf>.

60. Task force announces engagement sessions on immigrant & refugee community issues (June 16, 2017), <https://www.unitedwaydanecounty.org/2017/06/task-force-announces-engagement-sessions-immigrant-refugee-community-issues/>.

61. An overview of the Latinx community in Dane County (September 15, 2016), <https://www.unitedwaydanecounty.org/2016/09/dane-county-latino-community-call-action/>. Latinx (pronounced “La-TEEN-ex”) is a gender-neutral pronoun used to describe all people of Latin-American descent.

Based on this engagement with the community, the IRTF issued a series of recommendations<sup>62</sup> as a way for police agencies in Dane County to strengthen their relationships and open lines of communication with immigrant and refugee communities.

## Conclusion

The Madison Police Department recognizes the value of having a strong relationship with the community it serves. MPD's community policing philosophy is evident in its innovative community policing initiatives at the patrol level, its dedicated outreach to Madison-area youths, and its collaboration with neighboring police departments, community leaders, and other government agencies. Through these efforts, MPD has built a trusting relationship with immigrant and refugee communities in Madison.

### **A Summary of the Madison Police Department's Promising Practices and Lessons Learned for Engaging in Community Policing in Immigrant Neighborhoods**

- **Designate a department executive to serve as the single point of contact for all immigration matters.**
  - Selecting an executive conveys to the public that the department is committed to working with the community to resolve issues that affect immigrants.
  - An executive also has the experience and standing within the department to establish open lines of communication with counterparts at ICE.
- **Be transparent about the department's policy regarding immigration enforcement.**
  - Post department policies online and communicate those policies to the public (e.g., through community meetings, or radio and television appearances) to build trust with immigrant communities.
  - Ensure that all officers are familiar with the immigration enforcement policy and are trained on how to comply with the policy when interacting with immigrants and refugees.
  - Meet with supervisory staff at the nearest ICE field office to explain the department's policy regarding immigration enforcement and request notification about local immigration enforcement operations. Maintaining open lines of communication between local and federal agencies about enforcement operations reduces the potential for conflicts and allows the police department to provide accurate information to constituents.

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62. Immigration and Refugee Task Force, Recommendations for Community Engagement and Action (March 2018), <https://www.unitedwaydanecounty.org/wp-content/uploads/Immigration-RefugeeTaskForceRecommendations-Report.pdf.pdf>.

- **Establish a dedicated outreach unit in the police department.**
  - If feasible, establish a dedicated unit to focus solely on community policing engagement initiatives, especially within communities of color. The unit should be comprised of officers who are well-suited to work with immigrant and refugee communities. For example, select officers who reflect the diversity of the community (e.g., bilingual, first-generation Americans, and officers who are immigrants themselves) or officers who have a creative approach to community engagement.
  - If a dedicated outreach unit is not possible within the existing budget, search for external funding opportunities (e.g., federal grant opportunities, local businesses or chambers of commerce, a police foundation), or assign one or two officers to focus exclusively on community engagement.
- **Increase opportunities for engagement with youths in a non-enforcement setting.**
  - By engaging with youths outside of the criminal justice system, the children can develop a positive relationship with law enforcement and learn more about policing. Young people are able to share that knowledge with their families, which can help bridge the gap between police and immigrant communities.
- **Incorporate community policing at the patrol level.**
  - All members of a police department can have roles in community engagement, but patrol officers have unique opportunities because of their high visibility and greater contact with the public.
- **Provide flexibility in scheduling, so officers can attend community events.**
  - Allow officers to use compensatory time or to change their schedules in order to participate in neighborhood meetings and community events. This flexibility helps officers build relationships with residents outside traditional working hours.
- **Work cooperatively with neighboring police agencies.**
  - Collaboration allows agencies to expand their outreach efforts and reach a broader audience. By combining staffs and resources, police agencies can deliver consistent messaging to the community and are better equipped to succeed.
- **Identify community leaders who can serve as liaisons between the department and immigrant communities.**
  - For example, develop partnerships with other government departments and community organizations that provide resources and referral services to immigrant communities.
  - In areas with a large refugee population, police agencies should work with the local refugee resettlement agency to educate newcomers about state and federal laws. Many refugees are fearful of the police because of negative interactions they experienced with law enforcement agencies in their home country. Engaging with and educating newly-settled refugees about policing

in the United States helps to reduce that fear and build a more trusting relationship.

- **Partner with local businesses and organizations to obtain additional resources and donated goods and services.**
  - Actively seek out partnerships with local businesses to obtain resources (e.g., transportation, snacks, supplies) and remove barriers to participation in outreach events.

# Conclusion

Although the federal government is responsible for enforcing the nation's immigration laws, many states and cities have enacted legislation governing interactions between local police officers and immigrants. At one end of the spectrum, some cities and states have been declared as "sanctuaries" for undocumented immigrants. While there is no set definition of a "sanctuary city," police officers in those jurisdictions are generally limited from cooperating with federal immigration agencies. At the other end, some states have banned sanctuary cities and permitted police officers to inquire about the immigration status of anyone they arrest or detain. The variation in these approaches has contributed to strained relationships between the police and immigrant communities.

In recent years, negative rhetoric surrounding immigration has increased. Federal immigration policies and news media reports of ICE arrests at locations such as schools and courthouses have caused immigrants to view local police officers cautiously and avoid contact with all law enforcement officers. This lack of trust can negatively impact public safety, because if immigrants fear the police, they may avoid reporting crimes or sharing information with police about local crime conditions.

Community policing is an essential component of crime prevention and maintaining public safety. Through targeted outreach programs and collaboration with community leaders, police agencies can build lasting relationships with immigrant communities and improve the quality of life for all residents.

This report features case studies of two police agencies, in Aurora, CO and Madison, WI, that have built positive and trusting relationships with immigrant communities while maintaining open lines of communication with federal immigration authorities. These case studies can provide other law enforcement agencies with ideas about how to create outreach and engagement initiatives and strengthen their relationship with immigrant communities.

The following is a summary of promising practices employed by those agencies:

- Emphasize the police department's goal of preventing and reducing crime.
- Develop a clear immigration policy and communicate that policy both internally and externally.
- Meet with federal immigration officials to explain your agency's policy on immigration enforcement, including when and how your agency will or will not assist federal agencies.
- Enlist the help of community leaders to bridge gaps between the police and communities of color, immigrants, and refugees.
- Educate officers about the different cultures in your community and the challenges faced by immigrants and refugees.

- Find ways to communicate and provide information to non-English speakers (e.g., Spanish-language media, bilingual officers, interpreters).
- Create opportunities to interact with young people outside of the criminal justice system.
- Collaborate with neighboring police agencies and other government departments.

# About PERF

The **Police Executive Research Forum (PERF)** is an independent research organization that focuses on critical issues in policing. Since its founding in 1976, PERF has identified best practices on fundamental issues such as police use of force; developing community policing and problem-oriented policing; using technologies to deliver police services to the community; and evaluating crime reduction strategies.

PERF strives to advance professionalism in policing and to improve the delivery of police services through the exercise of strong national leadership, public debate of police and criminal justice issues, and research and policy development. PERF's previous work on immigration-related issues includes:

- [\*Strengthening Relationships between Police and Immigrant Communities in a Complex Political Environment: Multicultural Outreach and Engagement Programs for Police Agencies\*](#) (2018)
- [\*Refugee Outreach and Engagement Programs for Police Agencies\*](#) (2017)
- [\*Responding to Migrant Deaths Along the Southwest Border: Lessons from the Field\*](#) (2016)
- [\*Local Police Perspectives on State Immigration Policies\*](#) (2014)
- [\*Voices from Across the Country: Local Law Enforcement Officials Discuss the Challenges of Immigration Enforcement\*](#) (2012)
- [\*Police and Immigration: How Chiefs are Leading their Communities through the Challenges\*](#) (2010)
- [\*Police Chiefs and Sheriffs Speak Out on Local Immigration Enforcement\*](#) (2008)

Other PERF reports are available online at <https://www.policeforum.org/free-online-documents>.

In addition to conducting research and publishing reports on our findings, PERF conducts management studies of individual law enforcement agencies; educates hundreds of police officials each year in the Senior Management Institute for Police, a three-week executive development program; and provides executive search services to governments that wish to conduct national searches for their next police chief.

All of PERF's work benefits from PERF's status as a membership organization of police officials, who share information and open their agencies to research and study. PERF members also include academics, federal government leaders, and others with an interest in policing and criminal justice.

All PERF members must have a four-year college degree and must subscribe to a set of founding principles, emphasizing the importance of research and public debate in policing,

adherence to the Constitution and the highest standards of ethics and integrity, and accountability to the communities that police agencies serve.

PERF is governed by a member-elected President and Board of Directors and a Board-appointed Executive Director. A staff of approximately 30 full-time professionals is based in Washington, D.C.

To learn more, visit PERF online at [www.policeforum.org](http://www.policeforum.org).

# Appendix A: Aurora Police Department Directive 6.8, Foreign Nationals and Diplomats

## AURORA POLICE DEPARTMENT DIRECTIVES MANUAL

<b>06.08</b>	<b>Title: FOREIGN NATIONALS, DIPLOMATS, U-VISA REQUESTS AND COLORADO STATE OFFICIALS</b>	
	<b>Approved By: Nick Metz, Chief of Police</b>	
	<b>Effective: 09/01/1998</b>	<b>Revised: 11/18/2016</b>
	<b>Associated Policy:</b>	
	<b>References: Article V, Section 16 of the Colorado Constitution</b>	
<b>Review: Department Legal Advisor</b>		<b>Duty Honor Integrity</b>
		Page 1 of 6

### 6.8 FOREIGN NATIONALS AND DIPLOMATS

For purposes of this directive, a foreign national is any person in this country who is not a United States citizen AND is not an official member of any foreign diplomatic consul. These individuals are not entitled to diplomatic or personal immunities. However, under international treaties and customary international law, the United States is obligated to notify foreign authorities when foreign nationals are arrested or incarcerated (e.g., including but not limited to Detoxification Hold, Mental Health Hold, etc.) in the United States.

Foreign Diplomats are members of a diplomatic consul and are entitled to special immunities while in the United States.

#### 6.8.1 Definitions

The following definitions apply to those situations when a member is dealing with a person(s) not legally present in the United States.

Criminal Offense includes any violation of a state statute for which a fine or imprisonment may be imposed, down to and including any petty offenses. A violation of an Aurora Municipal ordinance is considered a criminal offense if there is a counterpart state criminal statute or the ordinance carries a possible penalty of jail time. De-criminalized traffic offenses (infractions), both at the state level or at the municipal level are not considered criminal offenses. The status of a person "not legally present in the United States" is not in itself a criminal offense.

Custodial Arrest is when a suspect is actually taken into custody and transported to a detention facility.

Non-custodial Arrest is when a suspect is temporarily detained for the purposes of issuing a summons for a criminal offense, but is not formally taken into custody and transported to a detention facility.

6.8.2 Identification of Foreign Nationals and/or Diplomats

Sworn members intending to affect the arrest of a person, custodial or non-custodial, will inquire of the person's diplomatic status.

6.8.3 Arresting Foreign Nationals

When a police officer has probable cause to arrest or incarcerate a foreign national (other than a person entitled to diplomatic immunity), the following actions are required:

- (a) Immediately inform the foreign national of their right to have their government notified concerning the arrest or incarceration.
- (b) If the foreign national asks that such notification be made, the involved officer should do so as quickly as possible. The officer must notify a Detention Supervisor, who will consult the foreign embassies and consulates list in the Detention Lead office and will notify the appropriate consulate
- (c) If the foreign national requests that such notification not be made, the officer will notify a Detention Supervisor. Because certain countries have special treaties with the United States which requires mandatory notification without delay regardless of whether the arrestee/detainee so wishes, a Detention Supervisor will determine from the embassies and consulates list if the country in question requires notification. If required, the Detention Section Supervisor will make the notification. If not required, a Detention Supervisor will make that known to the officer and no further notification actions are necessary. The officer will document in the appropriate report that the foreign national declined notification after being advised of the right to have such notification made on their behalf.
- (d) If a consulate or embassy is notified, the foreign national will be advised of the action without delay. A record of the notification will be made by the officer in the offense or custody report.
- (e) If the designated consulate or embassy cannot be contacted by telephone, detention center personnel will contact the United States Department of State by telephone and advise a State Department member of the situation. That telephone number will also be in the Watch Commander's office.

Foreign consular officials have the right to visit their arrested or incarcerated national unless that national objects to such visits. Foreign consular officers should not take any action on behalf of that national if that national expressly opposes such action. The Aurora Detention Center S.O.P. regulates visitation.

6.8.4 Diplomatic Immunity

On rare occasions, persons entitled to privileges and immunities in the United States become involved in criminal or traffic law violations. When proper identification is

available, the individual's immunity should be fully respected to the degree to which the particular individual is entitled.

#### 6.8.5 Verifying Diplomatic Immunity

When a police officer is confronted with a person claiming immunity, official Department of State identification should be immediately requested to verify the person's status and immunity. Should the individual be unable to produce satisfactory identification, and the situation would normally warrant arrest or detention, the officer should inform the individual that they will be detained until proper identity can be confirmed.

#### 6.8.6 Immunities for Consular Officials

Under prevailing international law and agreement, e.g., - The 1961 Vienna Convention on Consular Relations, a foreign career consular officer is not liable to arrest or detention pending trial except for a grave crime (a felony offense that would endanger the public safety) and pursuant to a decision by the competent judicial authority. Immunity from criminal jurisdiction is limited to acts performed in the exercise of consular functions and is subject to court determination.

#### 6.8.7 Offense Involving Family Members of a Consular Officer

Family members of a Consular Officer cannot claim immunity. However, consideration should be given to the special nature of this type case. Family members will be accorded appropriate courtesy and respect.

#### 6.8.8 Honorary Consuls

These individuals are not immune from arrest or detention. They are not entitled to personal immunity from the civil and criminal jurisdiction of the receiving state except as to official acts performed in the exercise of their consular functions.

#### 6.8.9 Diplomatic Officers

Ambassadors and Ministers are the highest-ranking diplomatic representatives of a foreign government. Other diplomatic titles are Minister Counselor, First Secretary, Second Secretary, Third Secretary, and Attaché. These officials are usually located either in Washington, D.C. or in New York City.

Diplomatic officers, members of their families and their administrative and technical staff who are not nationals of the United States, have full immunity from arrest, detention, or prosecution for any criminal offense unless such immunity is expressly waived by the sending State. The above individuals also enjoy immunity from civil process except in certain actions involving private activities outside their official functions.

6.8.10 Traffic Violations

Stopping a diplomatic or consular officer and issuing a traffic summons does not constitute an arrest or detention, and is permissible even if immunity bars any further action at the scene. Officers may stop diplomats or consuls committing moving violations and issue a summons if appropriate. The diplomat or consul will not be required to sign the summons.

The primary consideration in Driving Under the Influence is to see that the official is not a danger to themselves or the public.

Sobriety tests may not be required. Based upon a determination of the circumstances, the following options are suggested:

- (a) Take them to a telephone to call a relative or a friend to respond.
- (b) Arrange for transportation to their home or office.
- (c) They may be voluntarily transported to the station or other location to recover sufficiently to enable them to proceed safely.

6.8.11 Reporting Requirements

Information that may relate to the person's citizenship to include, among other information, place of birth will be recorded on the Arrest / Booking form as an effort to properly identify a person. Information related to an arrested person's diplomatic status (verified diplomat or not a diplomat) will be recorded in the narrative portion of the member's report. The member will include all information related to the verification process.

Requests for specific documents for the sole purpose of determining someone's immigration status is not permitted. However, if offered by the person and not specifically at the request by the officer, it is permissible to rely on immigration documents to establish someone's identity in response to a general request for identification.

6.8.12 U-Visa

A U-Visa grants temporary resident status to a non-citizen victim or witness of crime to remain in the United States, obtain employment authorization, apply for lawful permanent resident status, and help certain family members obtain immigration status for up to four years.

6.8.13 Qualification Requirements

Congress created the U-Visa non-immigrant status in 2000 with the intention of protecting victims of certain crimes who have agreed to cooperate with law enforcement in reporting a crime and assisting in the investigation and prosecution of the incident. The U-Visa is available to non-citizens who suffer substantial physical or mental abuse resulting from a wide range of criminal activity, including domestic violence, sexual assault, felonious assault, kidnapping and many other crimes. The U.S. government has an annual limit of 10,000 U-Visas that can be issued.

To qualify for a U-Visa it must be shown that:

1. The applicant has suffered substantial physical or mental abuse as a result of having been a victim of certain criminal activity; and
2. The applicant (or his/her parent, guardian, or friend if the applicant is under 16 years of age) possesses information concerning the criminal activity and "has been helpful, is being helpful, or is likely to be helpful" in the investigation or prosecution of that activity; and
3. The criminal activity occurred in the United States or its territories or possessions.

6.8.14 Application Process

The applicant must submit a written certification from a federal, state, or local law enforcement official, prosecutor, judge or local authority investigating criminal activity, or from a U.S. immigration official, stating that the applicant has been helpful, is being helpful, or is likely to be helpful in the investigation or prosecution of the criminal activity.

Application for the U-Visa is typically made through an immigration attorney and forwarded to those agencies qualified to verify the victim or witness status and level of cooperation.

6.8.15 Aurora Police Department's Process

All applications received by a member of the Aurora Police Department will be forwarded to the Office of the Chief of Police for review and consideration.

The Chief of Police, or his/her designee, is the only authorized person to endorse the U-Visa application to verify the status and cooperation of the victim. Each U-Visa

application for which the Aurora Police Department is asked to provide comment will be reviewed on a case-by-case basis. The Chief of Police, or his/her designee, will consider signing the application under the following circumstances:

1. The petitioning victim or witness has provided substantial assistance during a criminal investigation; and
2. While not required, the petitioning victim or witness may be needed to testify in future trials, court hearings, appeals, parole hearings, etc; and
3. The qualifying criminal event or victimization must not be substantially attributable to, or as a result of a wrongful or criminal act on the part of the petitioning victim; and
4. Corroboration that the qualifying criminal event took place must be firmly established.

The above information will be researched and corroborated by the Executive Officer of the Investigations Bureau or his/her designee. The Executive Officer of the Investigations Bureau or his/her designee will notify the prosecuting authority of the status of the U-Visa request as required by that authority and provide a copy of this directive with the notification.

The Chief or his/her designee has authority to consider other factors before signing of the U-Visa application based upon the facts of each case under consideration.

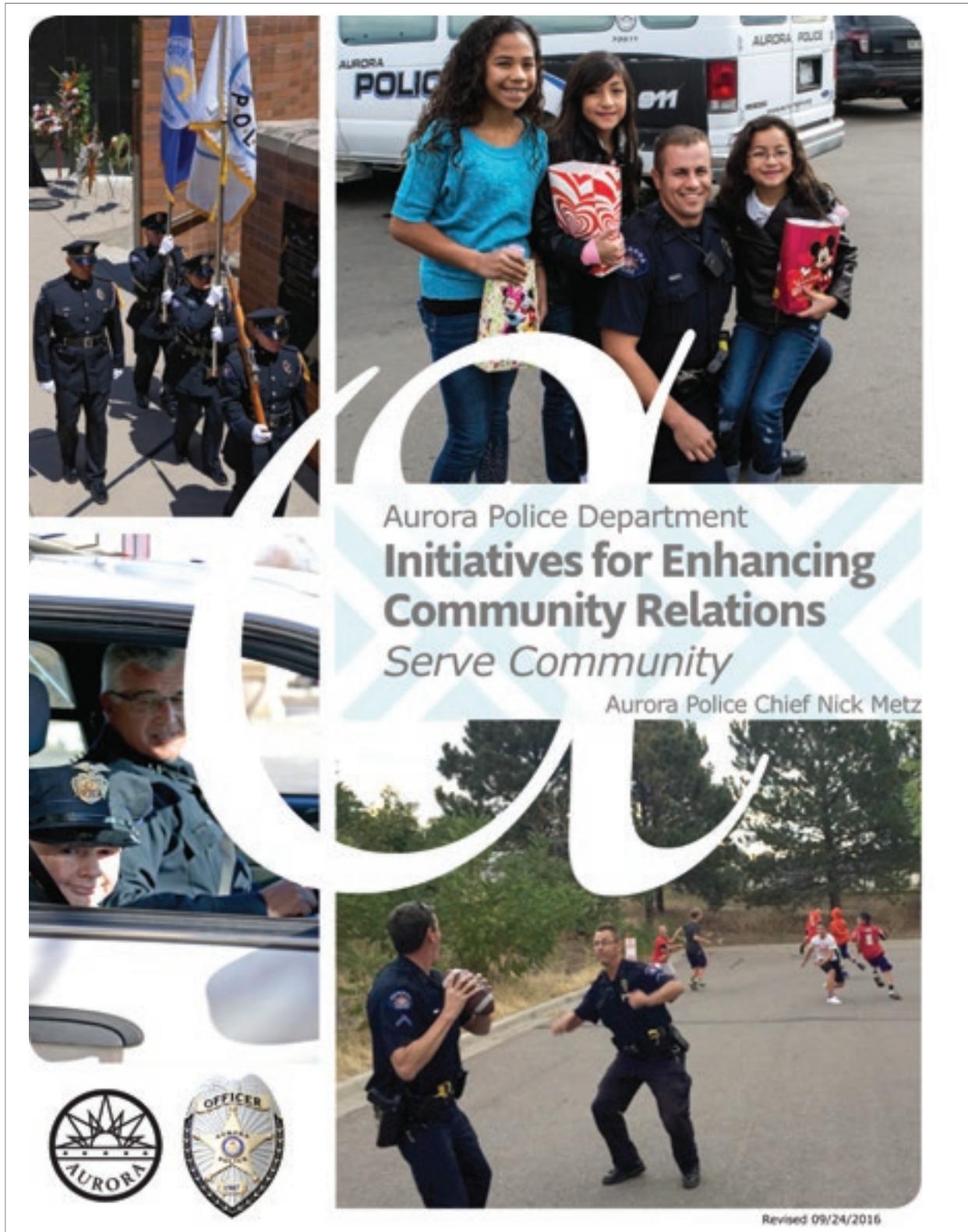
#### 6.8.16 Immunity to Colorado State Officials

Article V, Section 16 of the Colorado Constitution states in part:  
“The members of the general assembly shall, in all cases except treason or felony, be privileged from arrest during their attendance at the sessions of their respective houses, or any committee thereof, and in going to and returning from same...”

Unless the conduct of a member of the general assembly is directly related to their duty as a legislator, traffic laws, including enforcing DUI laws is permitted. Members of the general assembly can be arrested if probable cause exists for a felony charge. Summons can be issued for minor traffic violations. However, the legislator will not be arrested or detained for an undue amount of time.

Immunities are not given to other Colorado State Officials.

# Appendix B: Aurora Police Department Initiatives for Enhancing Community Relations

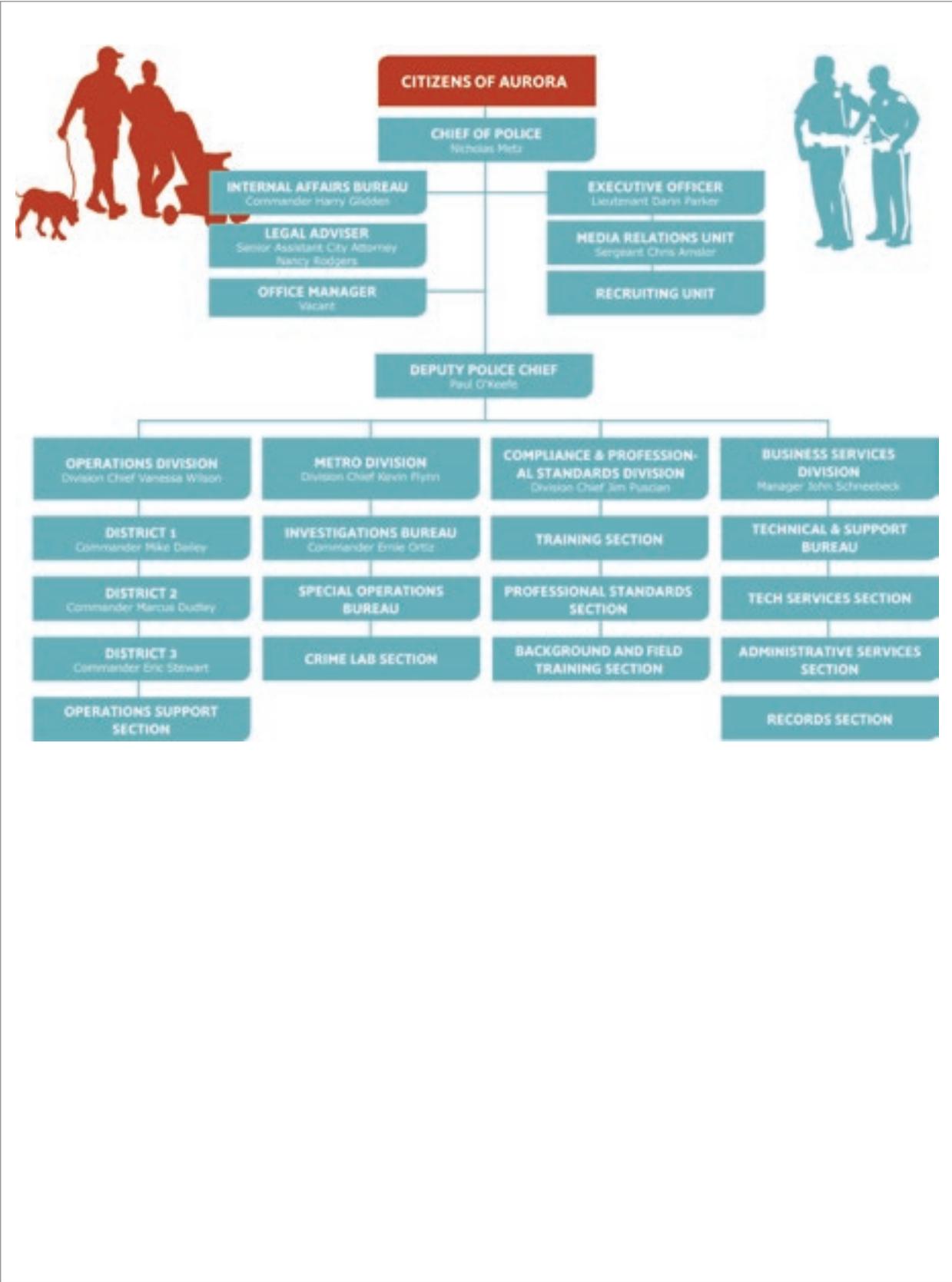


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## 353,000 Residents in Aurora

**The Aurora Police Department (APD) is a major metropolitan municipal law enforcement agency serving just over 353,000 residents.**

APD is nationally accredited by the Commission on Accreditation for Law Enforcement Agencies, and employs 665 officers and 135 civilians. APD is nationally recognized and respected for its handling of a mass shooting that occurred inside a movie theater on July 20, 2012. This attack involved a lone gunman and resulted in 12 deaths with 70 others injured. Agency members are attributed with saving the lives of many injured victims through direct transports to area hospitals while other public safety personnel were en route or attempted to access the scene.

The department also received national attention for its participation and partnerships with federal agencies and the Denver Police Department while providing security during the 2008 Democratic National Convention.

Despite accolades for performance associated with these and many other events, APD leadership understands this department is not immune to the criticisms and mistrust felt by some in our community. Technological advancements (i.e., body cameras, cellular phone video capabilities, social media, etc.) have provided an unprecedented insight into policing, providing an extraordinary opportunity for transparency for law enforcement.

Conversely, that same technology has also captured and reported on acts by police officers that were questionable, deserving of policy reviews, and in some regards criminal. The increased insight into policing and high-profile officer-involved incidents has had a negative impact on the public's perception of police officers. Agencies across the country are responding to the negative perceptions and issues of mistrust within their community by bringing forward initiatives aimed not just at reducing crime, but also enhancing – and in some instances, developing – community partnerships.

**The APD has an organizational mission: "TO MAKE AURORA SAFER EVERY DAY."** Achieving this mission is simply not possible without the support, trust and cooperation of the community. Since starting as Chief of Police in March 2015, I have identified a number of opportunities for initiatives to enhance the relationship between the police department and the community. Coincidentally, they model many of the recommendations set forth in the "Final Report of the President's Task Force on 21st Century Policing–May 2015." (It should be noted that a copy of the report has been provided to members at the rank of Lieutenant and above, and will be required reading for those taking future promotional examinations for the ranks of Lieutenant and Captain.)

*"In light of recent events that have exposed rifts in the relationships between local police and the communities they protect and serve, on December 18, 2014, President Barack Obama signed an executive order establishing the Task Force on 21st Century Policing. The President charged the task force with identifying best practices and offering recommendations on how policing practices can promote effective crime reduction while building public trust." (Final Report of The President's Task Force on 21st Century Policing – May 2015 ')*

**The President's task force identified six areas or "pillars" where law enforcement should focus efforts within their communities:**

1. **BUILDING TRUST AND LEGITIMACY** – relationship building.
2. **POLICY AND OVERSIGHT** – ensuring accountability that provides for community input.
3. **TECHNOLOGY AND SOCIAL MEDIA** – developing standards for use of new tools that promote greater access and transparency.
4. **COMMUNITY POLICING AND CRIME REDUCTION** – addressing matters of public safety through approaches using multidisciplinary teams, community and youth.
5. **TRAINING AND EDUCATION** – improving the quality of training by establishing partnerships, standards and joint facilities.
6. **OFFICER WELLNESS AND SAFETY** – promoting internal policies and training that reinforce wellness and safety.

Initiatives I have identified for enhancing community relations in Aurora and the corresponding pillar(s) recommended by the "Task Force on 21st Century Policing" are summarized on the following pages.



## Initiatives

### A. Reorganize the Department (April 2015)

To establish a culture of transparency and accountability, to strive for a more diverse workforce, and to improve the workplace efficiency and operation of the department, the APD was reorganized in April 2015. Highlights of that reorganization are:

- a. **Diversification of staff and promotion of internal procedural fairness** at the Executive ranks.
  1. For the first time in the organization's 108-year history, a female member was appointed to the position of Division Chief.
  2. For only the second time in the organization's history, a Latino male was appointed to the position of District Commander.
  3. For the first time, an African American was appointed Executive Officer to the Chief of Police.



## Initiatives

- b. **Creation of a Compliance and Professional Standards Division**, which is responsible for the research, review, amendment and development of APD policies and procedures. This command oversees the agency's training unit and those responsible for completing background investigations for prospective new employees. Also under this division, a newly appointed Division Chief is responsible for review of the agency's use of force policies to make sure APD is following best practices when it comes to the training, reporting, practices when it comes to the training, reporting, investigating, reviewing and tracking of officer Use of Force incidents. Two significant changes have already been implemented under the oversight of this division. They are:
1. The development of a Tier system for assessing officer-involved incidents where force is applied. The Tier approach identifies officer and supervisor reporting requirements, investigative responsibilities, incident review processes, and specifies methods for tracking Use of Force incidents. This new process collects never-before-tracked information and ensures a standardized approach is consistently applied when investigating such incidents.
  2. The designation of a Force Review Board (FRB) to evaluate officer-involved Use of Force incidents for purposes of identifying areas for improved training and addressing any policy shortcomings.
- c. **Addition of a new in-house legal adviser**, assigned by the City Attorney's Office and located within the Office of the Chief of Police. The responsibilities of the position include:
- Assisting with drafting and developing policies and procedures.
  - Advising on personnel issues.
  - Assisting staff in handling discovery and records requests from attorneys, law enforcement agencies and the general public.
  - Conducting in-service training for members on matters of federal, state and local law.
  - Preparing and reviewing legal documents, as needed.
  - Monitoring, reviewing and helping to draft legislation—as it relates to enforcement issues.
  - Providing legal updates and alerts to APD personnel.
  - Providing general guidance and advice on criminal and civil law matters.
- d. **Addition of more oversight and responsibilities to the Internal Affairs Bureau.** Operations were previously overseen by a Lieutenant. Now, increased responsibilities and added staffing will be under the direction of a Commander.



## Initiatives

### B. Enhance and Relocate the Internal Affairs Bureau

To reaffirm a culture of accountability and to promote legitimacy internally, the APD made significant changes to the Internal Affairs Bureau, which is primarily responsible for investigating allegations of misconduct involving officers.

- a. **The Bureau was relocated from Police Headquarters** to a new off-site location with a separate entrance to its offices. The move is intended to improve access and service to the community.
- b. **Two additional investigators have been assigned to the Bureau.** The unit previously consisted of a Lieutenant, two Sergeants, and an Administrative Technician. The unit now consists of the newly appointed Commander, a Lieutenant, two Sergeants, two Agents and an Administrative Technician. The increase in staffing (from three to six investigators) will allow for all complaints to come into a central location for screening and investigative assignment, applying a consistent approach.
- c. **Policy and procedures will continue to be reviewed** with the intent of improving the quality and timeliness of investigations, and to ensure appropriate strategies are applied and outcomes achieved to increase trust with the public APD serves.

### C. Work With the Community and City Officials to Educate and Encourage Participation on the Independent Review Board (IRB)

This review board consists of citizens appointed by the Aurora City Council, serving alongside police officers.

- a. **The Independent Review Board is impaneled to review police actions** in controversial incidents. Board members also assist the Chief of Police in a deliberative process to recommend discipline for instances of sustained misconduct by subject members.
- b. **To be appointed by the council to the Independent Review Board,** citizens complete an application and are screened. Upon being nominated and confirmed by the city council, Independent Review Board members undergo training and serve a three-year term as part of a 20-person pool.





## Initiatives

### D. Establish a New Citizen Advisory Board

This advisory board will consist of citizens chosen by the Chief of Police from among public and private sector business partners, community groups, faith communities and private citizens. The member selection process and length of terms also will be determined by the Chief of Police.

- a. **The Citizen Advisory Board will be impaneled to review specific policy or project** considerations, weigh in on strategic planning, and potentially assist in the ongoing examination of personnel practices.
- b. **The Citizen Advisory Board will not set policy or have involvement in managing** the day to day activities associated with policing. However, the board's collective input will have significant influence upon decisions made by police executives, allowing for a more collaborative policy-setting approach between police and community than now exists.

### E. Recruitment Strategies Committee Update

- a. **The committee is composed of internal members and public and private sector business partners** working together to develop departmental police recruiting strategies and approaches.
- b. **After nine months of work, the committee submitted its final report** of recommendations to the Chief of Police. It is seeking not only to enhance the overall quality and quantity of applicants, but also to improve the diversification among applicants and build an organization that more closely mirrors Aurora's multi-cultural community. A determination of the recruiting initiatives the agency will pursue is expected in the coming weeks.
- c. **Ahead of the release of the committee's final report**, the Chief of Police accepted the committee's recommendation to separate the department's Recruiting Unit from the function of conducting background investigations, among various other functions. The Recruiting Unit was moved to the Chief's office from the main city building. The relocation is intended to provide the recruiters greater access to community partners, provide more focused approaches, and make it easier to work jointly with personnel responsible for marketing and branding the police department.



## Initiatives

### F. Departmentwide Body Worn Camera Program Update

Aurora City Council adopted funding in the 2015 and 2016 budgets for the Police Body Worn Camera Program.

1. The funding outfitted uniformed personnel in Patrol districts below the rank of Lieutenant with body worn cameras, as well as some tactical units.
2. The funding also provided for additional staff to process video data and increase data storage capabilities.

It surprises some to learn that many officers, if not most, welcomed use of body worn cameras as a means to validate professional service provided to the community.

From January through April 2016, nine officers wearing body worn cameras have been the subject of complaints. All complaints alleged some form of rudeness or wrongdoing on the part of the officer. An investigative finding for each determined the complaints to be unfounded due to information contained on the video. One complainant was arrested for filing a false police report. As of this reporting, there had not been a sustained complaint against an officer when a body camera was present and recording.

### G. Engage in Increased Community Outreach

#### a. Use of Technology

1. APD maintains a website to share information and make services accessible to the public. The website delineates how to file a commendation or complaint on a police officer, join the agency, participate in citizen academies or volunteer for APD. It also enables community members to self-initiate filing some types of reports online.<sup>2</sup>
2. APD uses social media as a means to interact with citizens. We maintain accounts with Facebook, Twitter and Nextdoor.com. In fact, we proudly host two Twitter accounts – one in English and the other in Spanish.<sup>3</sup>

#### b. Personal Involvement and Commitment

1. Uniformed officers of all ranks are encouraged to engage in positive interactions with community members. Policing is expected to occur outside the patrol vehicle, not solely from within it.

There are numerous examples of officers showing commitment by engaging in self-initiated activities, which resulted in positive interactions with citizens. Described in brevity, the following two examples illustrate but a small sampling of efforts:



## Initiatives

- **Officers responded to a theft call involving children belonging to a Girl Scouts troop** who had their money stolen while selling cookies in front of a store. To help the troop recoup their losses, multiple officers immediately contributed and coordinated purchases and donations in support of the youth.<sup>4</sup>
- **A couple of officers went to a home where a teen had punched a hole in a wall after a heated argument with another family member.** The next day, on their day off, the officers returned to the home with supplies they purchased with their own money to fix the hole. More importantly, the officers did not make the repairs for the teen, instead instructing him how to fix the wall and avoid causing future damage. It was evident to the officers that the teen appreciated their help and advice.<sup>5</sup>
- 2. **Officers of all ranks attend community forums or services involving communities of faith.** Participating members proudly wear their uniform on such occasions to lessen the apprehension it causes some, and to show that the uniform also represents positive community interaction. If event hosts make known concerns that officers wearing the uniform may be disruptive and hosts can't be dissuaded, APD will attend in plain clothes.
- 3. **Command officers regularly attend meetings and events to educate and serve** as resources for community groups seeking equality. Organizations we partner with include the NAACP, Urban League and Rights for All People. The city of Aurora also hosts a group called the Key Community Response Team (KCRT, also pictured), which is composed of community leaders and activists who meet monthly to share information and address matters of concern involving the city's public safety departments.  
**The APD works closely with various leaders to create additional community councils** to undertake and lead in solving issues that impact the perception of law enforcement, both nationally and locally.
- 4. **In the aftermath of major criminal incidents, patrol district personnel engage in a process of "reassurance messaging"** within impacted communities. Officers canvass neighborhoods to encourage citizens to report criminal activity or suspicious behavior, while explaining crime fighting efforts being taken to address the cause for concern.
- 5. **Due to growing anti-Muslim sentiment** across the country, APD appointed a liaison officer to enhance its relations within the Muslim community. Serving a Muslim population of about 35,000 people, an officer of Muslim descent, who speaks Farsi, voluntarily conducts weekly outreach efforts and coordinates engagement opportunities.

6. **APD has a nationally recognized Volunteers in Policing Program** that has existed for over 44 years. The program comprises citizens of all ages. In 2015, a total of 452 volunteers donated 32,149 hours, which saved the city \$741,678. The APD's citizen volunteer program includes:
- Victim Services – provide emotional support and intervention for crime victims.
  - Chaplains – provide counseling and support for officers and the community.
  - Interpreters – provide translation and interpretation services to assist officers with serving the city's broad and diverse communities.
  - Explorers – provide young people interested in law enforcement the opportunity to be mentored by officers, receive training and perform community service.
  - Citizen & Teen Police Academies – provide adults and teens condensed versions of training in police services. Participants are then expected to provide support for non-enforcement police activities and serve at special community events.
- The partnership with our citizen volunteers has both expanded and enhanced the police services provided to our community, and is integral to APD's operations.
7. **APD sponsors other youth programs for ages ranging from 5 to 18.** These include providing educational programming and an array of prevention and intervention services that build youth resiliency to drugs, gangs and violence.
8. **APD collaborates with youth from area high schools and colleges** to develop a youth guide booklet. It is a guide written for youth, by youth, with the support of department personnel. Some topics illustrated in the booklet are Know Your Rights, Traffic Laws, Complaint - Commendation Procedures, and Policing & Volunteer Opportunities.

## H. Evaluate and Revise Officer Training

To reinforce the value of positive community engagement, entry level academies will be exposed to various community organizations while in training. One of a series of activities involves youth groups playing sports with the recruits during some of the scheduled physical fitness training sessions. There is a renewed focus on training in de-escalation techniques and use of less lethal devices during entry level academies and annual in-service sessions.

APD will be bringing procedural justice training, sponsored by the Department of Justice's Community Oriented Policing Services (COPS) office, to our agency. This training consists of four pillars (principles): 1) fairness and consistency of rule application, 2) voice and representation in the process, 3) transparency and openness of process, and 4) impartiality and unbiased decision making. Introducing members to the concepts of procedural justice training will increase awareness about how they expect to be treated and assist them in ensuring the practice is promoted within the community we serve.

In February 2016, the city opened the new City of Aurora Public Safety Training Center (CAPSTC). The joint public safety facility enhances the capacity of the training center and compels side-by-side training between police and fire.



8



## Initiatives

### I. Promote Officer Wellness and Safety

#### a. Personnel Early Intervention System

1. A time-sensitive system designed to monitor risk indicators and promptly identify certain performance and/or stress-related issues to facilitate any necessary or appropriate follow-up activities by supervisors for their employees. Alerts are emailed directly to supervisors for early intervention when indicators are triggered as a result of the automated Performance Appraisal Entry system.
2. It is not a discipline system but rather a system to help APD identify members who may need assistance.
3. Supervisors are responsible for initiating the review process of any activities by the employee that cause the alert. The review, counseling of the subordinate, any recommendation(s) for assistance, and notification up the employee's chain of command are required.

#### b. Wellness for Officers

1. The department created a new Employee Support Unit (ESU) to help employees with
  - a. **Peer Support** – This consists of fellow members trained to provide support to officers experiencing personal or professional crisis.
  - b. **Critical Incident Stress Management (CISM) Training** – APD will implement tools from this crisis intervention system to assist members with understanding their experience and provide methods to appropriately debrief after critical incidents.
  - c. **Psychological Services** – APD contracts with a service provider that specializes in police psychology, crisis intervention, trauma recovery and violence prevention. APD members are permitted to self-refer, or referrals can be initiated by the employee's supervisor.
  - d. **Long-term light duty and sick leave issues** – helping to prevent officers from going past the city limit on light duty or sick leave to save jobs and keep productive members on the force.
  - e. **Understanding the workers compensation rules and system** – to help officers understand the rules and their responsibility when hurt on the job, so they can heal quickly and completely.
  - f. **Disability retirements** – to help officers who cannot return to work understand their rights and responsibilities to obtain disability retirement.

## City of Aurora Interdepartmental Collaborations

### A. Office of International and Immigrant Affairs

APD participates in integration programs for international and immigrant communities to share public safety information on police services.

A member of Executive Command staff is appointed to the International Cabinet, which is an inter-agency working group that meets on a monthly basis. The cabinet meets to coordinate city services and share resources for improvement in the efficiency and manner by which services are provided as relates to immigrant integration.

### B. Communications Department

The City's Communications Department has overseen a translation services program whereby interns were contracted from the Community College of Aurora to convert documents. APD's Media Relations Unit coordinated with City Communications to have documents and standard forms converted from English to Spanish. We hope to have other language conversion resources and programs available in the not too distant future.

### C. Aurora Fire Rescue

To better serve citizens, APD and Aurora Fire Rescue jointly train at the City of Aurora Public Safety Training Center. The new facility enables personnel from both agencies to more readily work together. One collaboration already exists, which utilizes High Risk Extraction Protocols (HREP) to provide a more rapid response when evacuating critically wounded individuals from active attacks. HREP integrates first responders during high risk critical incidents to preserve life.

## Compliance with Newly Enacted State Laws

### A. Senate Bill 15-217 - Officer Involved Shooting Data Collection

Colorado Senate Bill 15-217<sup>6</sup> requires any state or local law enforcement agency that employs a peace officer - who is in an officer-involved shooting that results in a person suspected of criminal activity being shot at by the officer - to report the information to the state.

Data collected by agencies and reported is to include demographic information on the officer and individual shot and search, citation and arrest information for all shootings that occurred between Jan. 1, 2010, and June 30, 2015, and then information for each successive year until 2020.

### B. Senate Bill 15-219 - Officer Involved Shooting Transparency

Colorado Senate Bill 15-219<sup>7</sup> requires each law enforcement agency to develop protocols for participating in a multi-agency team or involving another law enforcement agency in the investigation of an officer-involved shooting.

To promote transparency and increased credibility to the outcome of an investigation, APD has teamed with the Denver Police Department for officer-involved shooting incidents.

## References

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## Conclusion:

Each of the initiatives described in this report supports the goal of and opportunities for APD to strengthen community relations and to promote agency transparency. We encourage members to think outside traditional means as we seek opportunities to grow existing community partnerships and develop new ones.

I have met with the Department of Justice's Community Relations Service and look forward to an ongoing solid working partnership, as we continue to develop and move forward with implementation of our initiatives.

These are challenging times for law enforcement nationwide. However, we believe that through working together with the members of our community, as well as our local and federal law enforcement partners, we can further connect with our community and "make Aurora safer every day."



Aurora Police Chief Nick Metz



Worth Discovering  
auroragov.org



*In memory of our fallen heroes*

**Patrolwoman Debra Sue Corr**

*June 27, 1981*

**Patrolman Thomas Joseph Dietzman, Jr.**

*August 16, 1985*

**Agent Edward John Hockom**

*September 21, 1987*

**Agent Michael Del Thomas**

*September 20, 2006*

**Officer Doug Byrne**

*March 26, 2007*

# Appendix C: Aurora Police Department Global Teen Police Academy Brochure

Aurora Police Department



## GLOBAL Teen CITIZEN POLICE ACADEMY





**INTERESTED IN LEARNING MORE  
ABOUT LAW ENFORCEMENT?**  
Join us and learn firsthand what our Police do.

**SESSIONS IN JUNE & JULY**  
**JUNE 4-15 with graduation on JUNE 16, 2018**  
**JULY 9-20 with graduation on JULY 21, 2018**

**Ages 14 and older**  
 Choose **mornings 8 a.m.-12:30 p.m.** or **afternoons 1-5:30 p.m.**  
 Most classes are held at the Aurora Municipal Center  
 (15151 E. Alameda Parkway) in the Aurora Room.

**CLASSES**

• Internet Safety • Traffic • CPR • Firearm Safety	• Shoot/Don't Shoot Scenarios in the Police Simulator • Demonstrations by SWAT	• Use of Force • K-9 • Driving an Aurora Police Car
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**INSTRUCTORS FROM THE APD'S:**

• Traffic Unit • SWAT Team • Gang Unit • K-9 Unit	• Detective Units • Police Academy • Firing Range • School Resource Officer Unit	• Chief of Police • 18th Judicial District • Aurora Fire Dept.
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**GRADUATION INFORMATION**  
**JUNE 16, 2018 at 10:00 a.m. for first session graduates**  
**JULY 21, 2018 at 10:00 a.m. for second session graduates**  
 Aurora Public Schools Professional Learning & Conference Center  
 15771 E. 1st Avenue, Aurora, Colorado 80011

Applications can be obtained through your SRO or by emailing  
[rbrassel@auroragov.org](mailto:rbrassel@auroragov.org) or [scondrea@auroragov.org](mailto:scondrea@auroragov.org)  
 Questions? Please call Ruth Brassell at 303.739.6350.

# Appendix D: Madison Police Department Standard Operating Procedure – Enforcement of Immigration Laws



## CITY OF MADISON POLICE DEPARTMENT STANDARD OPERATING PROCEDURE



### Enforcement of Immigration Laws

Eff. Date 10/09/2017

#### Purpose

MPD is committed to community policing. Therefore, it is imperative that all our constituents come to expect that MPD will provide access to anyone seeking our services. An individual's immigration status is immaterial with respect to MPD's mission statement, core values, and operational systems. Immigration status is only relevant when an individual has committed serious crimes directly related to public safety (as outlined below).

#### Procedure

The enforcement of immigration law is primarily the responsibility of the federal government, through the United States Immigration and Custom Enforcement Agency ("ICE"). Accordingly, MPD will not undertake any immigration-related investigation unless said operation involves an individual who has committed serious crimes directly related to public safety (as outlined below). Section 287(g) agreements under 8 U.S.C. § 1357 are voluntary agreements which require local consent. MPD will refrain from entering into these agreements as they are not consistent with furthering MPD's policing philosophy.

Officers shall not detain or arrest an individual solely for a suspected violation of immigration law. MPD will only cooperate with a lawful request of ICE under the following circumstances:

1. The individual is engaged in or is suspected of terrorism or espionage; or
2. The individual is reasonably suspected of participating in a criminal street gang; or
3. The individual is arrested for any violent felony; or
4. The individual is a previously deported felon.

When time and circumstances permit, an officer should obtain approval from a commander or OIC prior to detaining any individual for the above-outlined reasons. Any notification or contact with ICE for the purposes of detaining or apprehending individuals should only be made with the approval of a Commanding Officer and only after contacting the Assistant Chief of Operations or Investigative Services.

An individual's right to file a police report or otherwise receive services from MPD is not contingent upon their citizenship or immigration status. MPD officers shall strive to treat all individuals equally and fairly regardless of their immigration status. Therefore, officers shall not routinely inquire into the immigration status of persons encountered during police operations.

Officers shall not ask any individual to produce a passport, Alien Registration Card (Green Card) or any other immigration documentation in the normal course of business. This does not prohibit an officer from considering these documents as appropriate forms of identification when voluntarily provided by the individual.

Original SOP: 01/30/2017  
(Revised: 10/09/2017)  
(Reviewed Only: 12/26/2017, 01/30/2019)

# Appendix E: Madison Police Department Community Outreach and Resource Education (CORE) Program Guide





# About Us.

Working collaboratively across police districts and with community partners, CORE develops programming primarily for middle school youth that creates opportunities to engage with the community in a non-enforcement capacity and facilitates conversation about the role of police and its impact on communities.



## The Team.



Sergeant Scott Kleinfeldt      Officer Dean Johnson      Officer Tyler Grigg

Officer Jodi Nelson      Officer Jared Prado      Officer Lore Vang




# Madison Schools and Community Recreation



CORE collaborates with MSCR to host programming for middle school youth. This partnership allows MPD to connect with youth to break down barriers through mentorship and help build relationships to foster mutual trust and positive police interactions.



Programming focuses on career exploration and what police do and why.




# PRIDE and SAIL

PRIDE and SAIL are off-campus programs designed specifically for Middle and High School Special Education students. These programs serve students with Special Education needs who would benefit from a non-traditional academic setting.

MPD Officers spend each week with youth from these programs developing their life skills on and off the court.

MADISON METROPOLITAN SCHOOL DISTRICT

## See It To Be It.

"See It To Be It" is a grassroots initiative where CORE partners with area businesses to plan and facilitate tours that provide youth the opportunity to visit local businesses and gain insight into many different career choices. These tours provide an all-encompassing plan for future success where children see it to believe it. Tours have included visits to Dane County Airport, MG&E, UW-Health, MFD Stations, MPD Stations, MATC, and NBC 15 studios.

DU PONT

15 WISCONSIN NBC15.COM

UW Health University of Wisconsin Hospital and Clinics

BADGER BUS

TDS

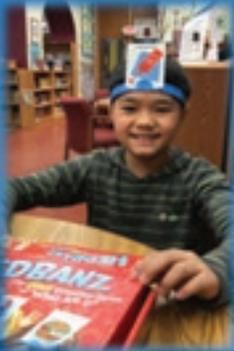
MADISON AREA TECHNICAL COLLEGE

MG&E Madison Gas and Electric

DANE COUNTY AIRPORT

DANE COUNTY REGIONAL FIRE DISTRICT

licine




  
 Big Brothers Big Sisters  
**BIGS IN BLUE**

MPD has partnered with Big Brothers Big Sisters of Dane County with this unique program in which an officer is partnered with a "Little." This is a long-term mentoring program where Bigs and Littles meet once a week inside school.



**BON WORLD HEALTH**  
**FITNESS**

MPD and CWH have developed a new mentoring program that focuses on highly marginalized youth. LIFT offers youth an alternative way of achieving their dreams by inspiring them to achieve greatness and success through health and wellness.



  
**CARBON**  
 WORLD HEALTH



Friday Nights at the Y was created to help educate the youth in our community about the importance of making healthy choices and good decisions. It serves as a relationship builder between youth and Madison Police officers during a time of community transition and racial tension. The YMCA has offered youth a place to be themselves, play ball, make healthy choices, and build relationships with both the Madison Police and Fire Departments.

# JOIN THE FUN

## Friday Nights at the Y











# YOUTH ACADEMIES

TEAMWORK | LEADERSHIP | INTEGRITY



Each year the MPD, along with other law enforcement agencies, community-based organizations and volunteers, join together to host the Black and Latino Youth Academies. These academies are open to all youth, but primarily focus on building relationships with Black and Latino youth.

These academies originally started as two day events. Due to their popularity, and at the request of the students, these academies are now week long events.



- Build a relationship of trust with community youth, their families, and neighborhoods.
- Educate and interest youth on the role and work of law enforcement.
- Instill and nurture leadership skills for youth to take back to their homes and communities.

With the re-charter of the MPD Explorer Post, we hope that students who attend the youth academy before their 8th grade year will consider joining the Explorers upon completion of their 8th grade year. This is a natural progression for those with a continued interest in leadership roles in their community and furthering their knowledge in policing and community outreach.

[www.cityofmadison.com/police/community/youthacademies](http://www.cityofmadison.com/police/community/youthacademies)



# EXPLORER POST 911

TEAMWORK | LEADERSHIP | INTEGRITY



The Madison Police Explorer program offers young adults the unique experience of working hands-on with officers to develop a personal awareness of the criminal justice system through training, practical experiences, competition, and other activities.

The Explorer program is an excellent way for youth to gain insight to law enforcement careers, network with various individuals throughout the nation, and serve their community by assisting in a supplementary law enforcement and liaison capacity.



Explorers experience comprehensive career-focused training, character development, physical and mental fitness, and interpersonal growth through self-discipline, teamwork, and challenging experiences.

MPD's Explorer Post 911 meets at our state-of-the-art training facility twice a month. Youth who have completed the 8th grade and are between the ages of 14 and 21 and maintain an GPA of 2.0 are encouraged to join.

[explorerpost911@cityofmadison.com](mailto:explorerpost911@cityofmadison.com)

[www.cityofmadison.com/police/community/explorer](http://www.cityofmadison.com/police/community/explorer)



The Grow Academy is a correctional program for high-school aged youth consisting of an agriculturally-based educational curriculum, cognitive-behavioral treatment and community partnerships to reduce recidivism among youth.



MPD is a proud partner providing positive influences and exposing the students to various community functions. CORE Officers team up with the youth to build trust and provide wrap-around support in the criminal justice system.

## Our Partners.



# Appendix F: Amigos en Azul Brochure

**Personal Testimony**

The work that the Madison Police Department and Amigos en Azul have done in the last decade, has been vital for the development and improvement of the Latino Community in the Madison area. During the past few years, Amigos en Azul has focused in sharing information and education about safety in a very timely and effective manner. By participating in community events and throughout conducting radio programs and promotional campaigns with bilingual officers and Crime Stoppers promotional campaigns, Amigos has managed to strengthen the trust between the Police Department and the Latino Community. We are proud to support Amigos en Azul with the organization of safety events such as: Car Clinics, the Latino Youth Academy as well as the support that Amigos provides during the events planned by La Movida every year. In La Movida 1480am we feel very proud of our partnership with the Police Department and Amigos en Azul which helps fulfill our mission of protecting and informing the Latino families.

*Luis Montoto and Lupita Montoto*  
*Founders of La Movida Radio*  
*1480 AM WLMV and Voz Latina Newspaper*

Centro is a proud partner of Amigos en Azul - law enforcement and community should go hand in hand when it comes to creating thriving neighborhood and vibrant communities, as allies. Since 2004 Amigos has created link between our families and Madison, easing the transition for Latinos settling in Wisconsin. We are proud to be a partner in these efforts.

*Karen Menendez Collier*  
*Executive Director*  
*Dane County Centro Hispano*

**Important Phone Numbers**  
 Emergency: 911  
 Non-Emergency: (608) 255-2345  
 Amigos en Azul: (608) 209-2403  
 Crime Stoppers: (608) 266-6014  
 Self Reporting: (608) 245-3662  
 Serv. Domestic Abuse: (608) 251-4445  
 Central District: (608) 261-9694  
 East District: (608) 266-4887  
 North District: (608) 243-5258  
 South District: (608) 266-5938  
 West District: (608) 243-0500  
 Email: [amigosnazul@cityofmadison.com](mailto:amigosnazul@cityofmadison.com)  
 UW-Police: (608) 264-2677  
 Sun Prairie Police: (608) 837-7336

Amigos en Azul are always willing to participate in community events. They have been essential in allowing the Madison Police Department to build trust in the Latino Community.

*Shiva Bidar-Selaff*  
*UW Health-Director,*  
*Community Partnerships*  
*Latino Health Council*

**THE CITY OF  
MADISON POLICE  
DEPARTMENT**

**Amigos En Azul**  
 Building Stronger  
 Communities



**Madison Police Department**  
 Community Outreach Program  
 211 South Carroll Street  
 Madison WI 53703  
 (608)209-2403  
 Email: [amigosnazul@cityofmadison.com](mailto:amigosnazul@cityofmadison.com)  
 Find us in Facebook 

**Madison Police Department**  
 211 S. Carroll St.  
 Madison, WI 53703  
**Hours: Monday - Friday; 8am - 4pm**  
**Phone: (608) 261-9694**

Police like a Champion 

### Community Outreach Programs through Amigos en Azul

- Attendance at community events when requested. The Amigos en Azul have participated in Fiesta Hispana, the Healthy Babies and Families Fair, El Día de Los Niños, parent talks at LaFollette High School, MATC and Centro Hispano Career Fairs, Mexican Independence Proclamation, and several safety fairs along with many other community events. Your event can be next.
- Organize car clinics for the Spanish-speaking community. Members of Amigos perform car seat checks, equipment violations checks, and answer any questions regarding laws about driving and vehicle safety.
- Write newspaper articles about Crime Stoppers, crime prevention, and MPD services for the Spanish "Voz Latina" newspaper.



### Mission Statement

"Amigos en Azul" is composed of City of Madison and Dane County area Police Officers, dedicated to dissolving cultural barriers, building partnership and opening lines of communication between the Hispanic Community and the Madison Police Department in partnership with Dane County area Law Enforcement.



- Amigos is in charge of the Spanish component for Crime Stoppers that has a line dedicated specifically to Spanish speaking citizens. **Phone: (609) 266-6014**
- The Latino Youth Academy brings members of the Madison Police Department together with Latino youth in Madison to discuss issues such as gun safety and language barriers and to give youth useful information on possible careers in law enforcement.
- Amigos en Azul is constantly looking for ways they can improve the relationship between law enforcement and the Latino community. If you have an ideas on how we can extend our services, please let us know.

"Amigos en Azul is easily one of our Department's best illustrations of police officers reaching out to members of our Latino community in an effort to listen, explain, collaborate, mentor, teach and assist our citizens in meeting a variety of needs. Our officers relish the opportunity to use this group as a means for expanding the ideals of policing beyond traditional "law enforcement" in breaking down real or perceived barriers while fostering greater levels of trust and communication. Seeing our officers in this context, the individuals "behind the badge," personalizes the contacts we have and strengthens our ability to provide professional services to a much greater extent."

*Police Chief Michael Koval  
Madison Police Department*

# Appendix G: Madison Police Department Youth Academy Brochure

**OUR PARTNERS.**

**COME JOIN US!**

**AUGUST 27-31**

Black Youth Academy 8:00AM – 1:00PM  
 Latino Youth Academy 11:00AM – 4:00PM

3702 Fennell Dr  
 Madison, WI 53718  
 Fitness sessions provided by: **CARBON**

**For More Info:**  
 608-267-1965  
[YouthAcademyMPD@cityofmadison.com](mailto:YouthAcademyMPD@cityofmadison.com)

[www.cityofmadison.com/police/community/youthacademy](http://www.cityofmadison.com/police/community/youthacademy)

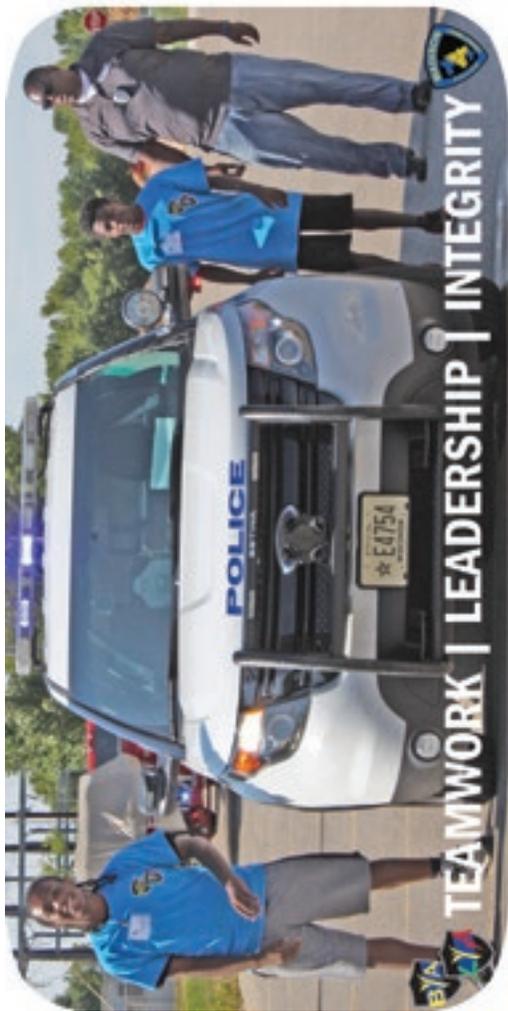
**MEET THE CHIEF**

**TOPICS INCLUDE:**

- Interview vs Interrogation
- Community Discussions
- Communications
- Leadership
- Building Crews
- Health & Fitness
- CPR & First Aid
- CSI
- Use of Force Topics
- Traffic Stops

**And MUCH more!**

**LEARN. SHARE. DISCOVER. EXPLORE.**



### EXPERIENCE OUR ACADEMY.

- Learn the role and work of law enforcement and first responders
- Build a relationship of trust with community youth, their families, and neighborhoods
- Geared towards incoming 8th graders from Madison and surrounding communities

### SOMETHING FOR EVERYONE.

Each year MPD, along with other law enforcement agencies, community-based organizations and volunteers, join together to host the Black and Latino Youth Academies. These week-long academies are open to all youth, but primarily focus on building relationships with youth of color.

### IT'S ON US.

100% FREE To Attend!

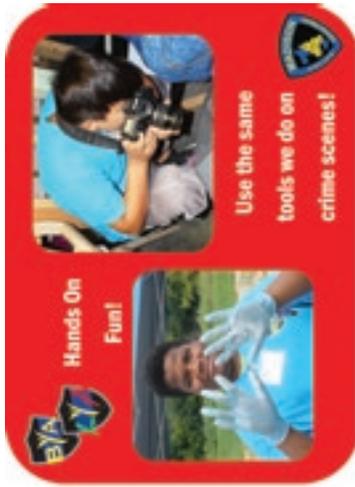
Lunch and snacks included

Transportation provided by:



BOYS & GIRLS CLUB

“ To build relationships, cultivate trust, and facilitate youth development through an introduction and reinforcement of concepts related to policing, leadership, and general life skills. ”



# Appendix H: Law Enforcement and Leaders of Color Collaboration – Immigration and Refugee Task Force Recommendations

Law Enforcement and Leaders of Color Collaboration

## IMMIGRATION AND REFUGEE TASK FORCE

Recommendations for community engagement and action

Members of the Law Enforcement and Leaders of Color Collaboration, as well as members of the Immigration and Refugee Task Force have agreed to make themselves available to discuss, explain, and support the implementation of these recommendations to law enforcement officers, representatives of municipal leadership, as well as residents throughout Dane County.

**IMMIGRATION AND REFUGEE TASK FORCE MEMBERS (IRTF):**

- Karen Mendíez Collier** | Centro Hispano of Dane County, Executive Director | IRTF, Co-Chair
- Jeff Hook** | Dane County Sheriff's Office, Chief Deputy | IRTF, Co-Chair
- Masood Akhtar** | We Are Many - United Against Hate | President/Founder
- Clara Barbosa** | Madison Metropolitan School District, Spanish Translator
- Fabiola Hamdan** | Dane County, Immigration Affairs Specialist
- Greg Jones** | Dane County NAACP Branch 3648, President
- Ananda Merrill** | Wisconsin Department of Public Instruction, Education Equity Consultant
- Gloria Reyes** | City of Madison, Deputy Mayor
- Silvia Romero Johnson, Ed.D.** | UW-MDSD, Office of Multilingual and Global Education, Executive Director
- Baltazar De-Kruda Santana** | Orgullo Latino, Director
- Karl Sasso** | UW-Madison Police, Assistant Chief
- Charles A. Tibbitts, Sr.** | Dane County Emergency Management, Director
- Jim Wheeler** | City of Madison Police Department, Captain
- Joe Maldonado** | United Way of Dane County, Director of Community Impact | Staff Liaison

Dane County Office of Public Safety

NAACP

United Way of Dane County

## A call to action for law enforcement and governmental bodies in Dane County

**Why it matters:** In the fall of 2016, local immigration and refugee communities experienced a significant increase in anxiety, fear and unease which threatened family stability, trust in law enforcement, and overall community safety and well-being. Local law enforcement and non-profits asked the Law Enforcement and Leaders of Color Collaboration (convened by the NAACP of Dane County and United Way of Dane County) to evaluate trust between law enforcement and immigrant/refugee communities, similar to its Use of Force work. The Immigration and Refugee Task Force was created in summer 2017, and after a year of community listening sessions, research, and discussion, these are the Task Force's recommendations.

The divisive rhetoric used to isolate and stigmatize members of our Dane County community at the national level resulted in serious threats to local public safety. Widely reported examples of bullying at local high schools, children going to school to find their parents had been detained when they arrived home, and fear of driving, attending school meetings or reporting crime are all real examples of negative community impacts. The suggestion to the Law Enforcement and Leaders of Color Collaboration was for the development of a set of community-informed priorities outlining the most pressing, tangible next steps to build trust between law enforcement and immigrant/refugee communities in Dane County.

These recommendations are based on 30+ community meetings and 9 listening sessions across Dane County, and engagements with officers committed to service and justice. These final recommendations support deeper community engagement, including advocacy by law enforcement with the goal of supporting public safety for all.

*"Community policing objectives cannot be met if we are not inclusive and intentional about providing services and access to all. Regrettably, we will never be able to build trusting relationships so long as there are constituents living among us who fear police contact(s) which could lead to families being fractured and the specter of deportation. How can I, as a chief, truly report on the state of public safety in greater Madison, if there are people living in the shadows who are afraid to report crimes or who have been the victims of crime?"*

**Chief Mike Koval, Madison Police Department**

### HIGHLIGHTED RECOMMENDATIONS

The complete list of recommendations can be found within the body of the full report ([www.unitedwaydanecounty.org/IRTF](http://www.unitedwaydanecounty.org/IRTF)). This section of the Executive Summary synthesizes recommendations, in priority order:

#### 1. Community Action - Advocate for State Driver's Card

A state driver's card would put the safety of all motorists ahead of the politics of immigration. Individuals would be required to pass a road exam issued by the DMV before receiving this card. As other states have done, this would make our roads safer and ensure more individuals are driving with adequate auto-liability insurance.

#### 2. Community Engagement

Each jurisdiction should outline a formal community engagement strategy with its local community, including the immigrant and refugee communities. Growing skills in trust-building, relationship development and understanding the impact of law enforcement/civilian actions creates shared expectations and positive community outcomes. An engagement toolkit is included in the full report.

#### 3. Organizational Capacity Building

There is an urgent need to emphasize context (demographics of neighborhoods, changing policies affecting immigrants and refugees, etc.) to better support our officers in their interactions with the immigrant and refugee community. Innovative pathways in to criminal justice careers must be prioritized to bolster diversity in recruitment efforts. Police jurisdictions must facilitate and implement cultural competence - including language fluency - in hiring, retention and promotion.

#### 4. Community Action - Reducing OWI's

Reducing OWI's benefits the community as a whole, and reducing OWI violations for the immigrant community is particularly important. We recommend additional, culturally-responsive AODA supports for individuals seeking treatment, and recognition that jail bookings increase the likelihood of contact with Immigration and Customs Enforcement, even for individuals who have lived and worked in Dane County for decades.







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