

Police-Community Relations in Reno, Nevada

**Nevada Advisory Committee
to the United States Commission
on Civil Rights**

May 1992

This factfinding report of the Nevada Advisory Committee to the United States Commission on Civil Rights was prepared for the information and consideration of the Commission. Statements and viewpoints in this report should not be attributed to the Commission, but only to the Advisory Committee.

THE UNITED STATES COMMISSION ON CIVIL RIGHTS

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Letter of Transmittal

Nevada Advisory Committee to the
U.S. Commission on Civil Rights

Members of the Commission

Arthur A. Fletcher, *Chairperson*
Charles Pei Wang, *Vice Chairperson*
William B. Allen
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Wilfredo J. Gonzalez, *Staff Director*

Attached is a report of the Nevada Advisory Committee based upon a factfinding meeting convened by the Committee on May 9, 1991, in Reno. In addition, interviews and other research were undertaken by members of the Committee and Commission staff.

The purpose of this project was to ascertain the status of police-community relations in Reno and Sparks, cities in Washoe County in northern Nevada. Media coverage of law enforcement incidents in 1990 suggested to the Advisory Committee that a review of police practices might benefit the community. The study would also gather information on whether a civilian review board might serve a practical purpose for the city of Reno, the larger of the two communities.

The Advisory Committee found the Reno and Sparks police departments and the Washoe County Sheriff department to be progressive in their approach to law enforcement issues and police-community relations.

The three chief executive officers of these departments are aware of the changing nature of law enforcement and believe in nonstress training. The philosophy includes empowering their officers to deal with situations in a nontraditional, proactive fashion and considers the community as a partner in setting law enforcement priorities.

The Reno Police Department has implemented a community-oriented policing program that includes a quality assurance unit and the active participation of neighborhood advisory groups to ensure community involvement and input. Although the nature of police-community relations will never lend itself to 100 percent contentment, the theoretical model in place for Reno should allow for improved communication.

The Advisory Committee appreciates the voluntary participation of many law enforcement officers, city officials, and community representatives who cooperated with this effort.

By a vote of 11-0, the Advisory Committee approved submission of this report to the Commission. The Advisory Committee notes that this document will add to the Commission's body of work on police-community relations issues and hopes it will prove of value to the Commission as it continues its efforts to promote civil rights.

Respectfully,



Margo Piscevich, *Chairperson*
Nevada Advisory Committee

Nevada Advisory Committee

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*Although no longer a member of the Advisory Committee, served for a portion of the study period.

**Appointed to the Advisory Committee in November 1991.

Acknowledgments

The Nevada Advisory Committee wishes to thank staff of the Commission's Western Regional Office in Los Angeles for its assistance in the preparation of this report. The project was the principal assignment of Thomas V. Pilla, who also wrote the report. Support was provided by Grace Hernandez and Priscilla Lee-Herring, and the project was carried out under the overall supervision of Philip Montez, Director, Western Regional Office.

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I. Introduction

In the aftermath of the videotaped beating of Rodney King by officers of the Los Angeles Police Department on March 3, 1991,¹ police departments nationally received increased numbers of complaints about physical and verbal abuse of citizens by law enforcement officers.² Police-community relations, always an uneasy relationship, particularly within minority communities, appear to be at a low level. Minority community spokespersons have suggested that their communities have lost confidence in the ability of police departments to provide law enforcement service without excessive force and abuse of authority. This is not a new complaint to the United

States Commission on Civil Rights. Through time, the Commission has documented this uneasy relationship between citizens and their police.³

The Commission's State Advisory Committees⁴ have also studied and reported on police-community relations issues and concerns.⁵

Nevada Advisory Committee

Even before the dramatic videotape footage of the King incident in Los Angeles, the Nevada Advisory Committee had expressed interest in determining the status of police-community relations in Reno and Sparks, adjoining cities in Washoe County in north-

1 George Holliday, a resident of Los Angeles, videotaped the beating of Rodney G. King by three uniformed officers of the Los Angeles Police Department in the presence of a sergeant and a large group of other officers. The airing of the videotape led to the creation of the Independent Commission on the Los Angeles Police Department (commonly referred to as the Christopher Commission) which examined the problem of excessive force and released its report, *Report of the Independent Commission on the Los Angeles Police Department*, on July 9, 1991.

2 For example, the Los Angeles Police Department reported that through mid-October 1991, 2,425 complaints were filed against police by citizens and department personnel. "About half of the complaints this year came during the months of July, August, and September, the period immediately after release of a highly critical report of the department by the Christopher Commission. By contrast, fewer than 360 complaints were filed before the police beating of motorist Rodney G. King. . . ." Dean E. Murphy, "Complaints Against L.A. Police Set Record," *Los Angeles Times*, Oct. 17, 1991, p. B1. In 1990, 1,826 complaints had been filed.

In an interview with Commission staff, Dorothy Nash Holmes, district attorney, Washoe County, Nev., said, "since the Rodney King incident in Los Angeles, there has been an incident reported every day in the Reno paper." Dorothy Nash Holmes, district attorney, Washoe County, Nev., telephone interview, Apr. 23, 1991. Ms. Holmes has been the district attorney since January 1991.

3 Commission reports include: *Who is Guarding the Guardians? A Report on Police Practices* (1981); and *Justice, 1961 Commission on Civil Rights Report* (Vol. 5). Its consultation focused on *Police Practices and Preservation of Civil Rights* (1980). Commission hearings explored: *The State of Civil Rights in Miami and Dade County*, Miami, Fla., Dec. 8-11, 1980; *Federal Role in the Administration of Justice*, Washington, D.C., Sept. 16-17, 1980; *Police Practices and Civil Rights*, Philadelphia, Pa., Feb. 7, Apr. 16-17, 1979, and Houston, Tex., June 12, Sept. 11-12, 1979; *Police-Community Relations*, Memphis, Tenn., May 9, 1977; *Police-Community Relations*, among other things, Cleveland, Ohio, Apr. 1-7, 1966. Its briefing was, "Allegations of Police Misconduct in the Context of Nonviolent Public Demonstrations" (1989). The Commission's clearinghouse publication was *Who will Wear the Badge?* (1971). Its staff reports include: *Police Practices in Philadelphia, Pennsylvania* (1979) and *Police Practices in Houston, Texas* (1979).

4 The Commission is mandated to establish State Advisory Committees in all States and the District of Columbia. These 51 Federal advisory bodies advise the Commission of civil rights issues within their States.

5 State Advisory Committee reports include: *Police-Community Relations in Miami* (1989); *Police-Community Relations in Small Colorado Communities* (1983); *Police-Community Relations in Omaha* (1982); *External Review of Complaints of Police Misconduct in Portland, Oregon* (1982); *Police-Community Relations in Washington, D.C.* (1981); *Policing in Cincinnati, Ohio: Official Policy and vs. Civilian Reality* (1981); *Police-Community Relations in San Jose* (1980); *Police-Community Relations in the City of Wichita and Sedgwick County* (1980); *Civic Crisis—Civic Challenge: Police-Community Relations in Memphis* (1978); *Policed by the White Male Minority: A Study of Police-Community Relations in Miami and Dade County, Florida* (1976); *Toward Police-Community Detente in Jacksonville, Florida* (1975); *Police Isolation and Community Needs in Milwaukee* (1972); *Police-Community Relations in Philadelphia* (1972); *Police-Community Relations in Tampa: The Beginning or End?* (1972); *The Police and the Minority Community in New Bedford, Massachusetts* (1971); *Police-Community Relations in East Los Angeles, California* (1970); *The Police and the Minority Community in Wilmington, Delaware* (1970); *Employment, Administration of Justice, and Health Services in Memphis-Shelby County, Tennessee* (1967); *Police-Community Relations in Peoria, Illinois* (1966); *Report on Police-Community Relations in Minneapolis and St. Paul* (1965).

ern Nevada. At its planning meeting of January 18, 1991, the Nevada Advisory Committee voted to undertake such a study. Media coverage of law enforcement incidents in Reno in the summer of 1990 suggested to the Advisory Committee that a review of police practices should be considered.⁶ As part of this review, the Advisory Committee believed that it should determine if a civilian review board might serve a practical purpose for the city of Reno.

In the period December 1990 through May 1991, staff of the Commission's Western Regional Office

conducted interviews with individuals and organizations representing community groups, law enforcement agencies, and elected and appointed officials in Washoe County. On May 9, 1991, the Nevada Advisory Committee conducted a one-day factfinding meeting in Reno on police-community relations. Over 23 participants⁷ appeared before the Advisory Committee to present their views, perceptions, and facts regarding police-community relations in Reno. This report is a summary of the Advisory Committee's investigation.

6 In August and September 1990, incidents at Pat Baker Park in northeast Reno triggered concern by community residents about police tactics and abuse of discretionary authority. According to Chief Robert V. Bradshaw, RPD, the community called the department alleging that the park was an "open air drug market" and officers were dispatched to deal with the situation. The incident on Sept. 9, where two youth alleged excessive use of force, led to a series of community meetings between the chief and minority representatives. Newspaper articles which covered community-police concerns included, "Suit charges RPD officers with excessive force," *Sparks Tribune*, Mar. 3, 1990; "Reno Hispanics complain of bad rap" *Reno Gazette Journal*, Reno, Nev., Aug. 23, 1990; "Black leaders split over image of Reno police," *Reno Gazette Journal*, Reno, Nev., Sept. 12, 1990; "Residents, police join forces," *Reno Gazette Journal*, Reno, Nev., June 1, 1991.

7 Participants included: Honorable Peter J. Sferrazza, mayor, city of Reno; Professor Dick Brand, chairman, Public Service Department, Truckee Meadows Community College; Professor Ken Peak, chairman, Department of Criminal Justice, University of Nevada, Reno; William Moon, president, Reno-Sparks Chapter, National Association for the Advancement of Colored People; Reverend Chester M. Richardson; Rosemary Flores, director, Nevada Hispanic Services, Inc.; Maricela Gonzalez, director, Servicios En Español; Clayton L. Hostine, city manager, city of Reno; Sheriff Vincent G. Swinney, Washoe County Sheriff's Office; Chief George Coxe, Sparks Police Department; Chief Robert V. Bradshaw, Reno Police Department; Sgt. Roger F. Clark, training unit, Reno Police Department; Deputy Chief Lonnie Jackson, Quality Assurance Unit, Reno Police Department; Officer Todd Shipley, president, Police Officers Association, Reno Police Department; Patricia Lynch, city attorney, City of Reno; Stephen F. Volek, deputy city attorney, City of Reno; Sitelimani Peaua, chairman, Tongan Society of Reno; Lafayette Afoa, Tongan Society of Reno; Shirley J. Shaw, Reno-Sparks Indian Colony; Ms. Rachel Segura, translator; Jose Segura, Reno resident; Laura Segura, Reno resident; Bishop Vincent Thompson, Martin Luther King, Jr. Hall; Honorable Sue Smith, member, Reno City Council; Roberto Delgado, Reno resident.

II. Background

Demographics

The State of Nevada had a population of 1,201,833 in 1990.¹ The major metropolitan areas of the State are located in Clark and Washoe Counties. Clark County in southern Nevada includes the city of Las Vegas, and Washoe County in northern Nevada includes the cities of Reno and Sparks. Although the level of population growth in Las Vegas has been dramatic, a slower rate of growth characterizes Reno. According to Randy Baxley, junior technician, Department of Planning and Community Development, City of Reno, Washoe County had a population of 254,667 in 1990, including 133,850 residents in Reno and 53,367 residents in Sparks.

Minority populations in the State of Nevada are not large. In 1990 there were 78,771 blacks (6.6 percent); 19,637 American Indians (1.6 percent); 38,127 Asian/Pacific Islanders (3.2 percent); 124,419 Hispanics (10.4 percent); and 52,603 other (4.4 percent). According to Glen E. Taylor, affirmative action officer, city of Reno, the city's population is approximately 89 percent white, 1.9 percent black, 4.9 percent Hispanic, 2.9 percent Asian, and 1.9 percent American Indian. The accuracy of these percentages has been questioned by the community.

Bishop Vincent Thompson of northeast Reno stated that the census reports for blacks have been the same in Reno for the last 20 years and he believes they are in error.² Bishop Thompson noted that when he first came to Reno there were 4 black churches and now there are 16, but the population reported by the census stays the same. Reverend Chester Richardson, associate minister, Second Baptist Church,

added that the community plans to challenge the census count as inaccurate because it reports that Reno has had 6,000 blacks for the last 10 to 15 years. Rosemary Flores, director, Nevada Hispanic Services, said that the Hispanic community is 10.7 percent of the total according to the census, but it is definitely more. Lafayette Afoa, director, Tongan Society of Reno, said that the figures the census bureau has for Tongans and Samoans are inaccurate.

The overall effect of the population inaccuracies, community spokespersons alleged, is that affirmative action efforts are not based on reality and minority employment opportunities within city and county departments, including law enforcement agencies, are negatively impacted. Community spokespersons alleged that the lack of minorities was also evident in city and county elected positions. Reverend Onie Cooper, New Hope Missionary Baptist Church, reported that Reno has no black judges, assemblymen, senators, councilpersons or county supervisors, one Hispanic judge, and one Hispanic councilperson.³ According to Bishop Thompson, "when it comes to affirmative action in northern Nevada there is a lot of talk and no action. . . .discrimination continues and it is in a very blatant form."

The Departments

In 1989 there were 468 employees with the Washoe County Sheriff's Office (WCSO), 483 employees in the Reno Police Department (RPD), and 103 employees in the Sparks Police Department (SPD).⁴ Sworn personnel represented 280 officers

1 "Census Bureau Delivers Nevada's 1990 Census Counts," *United States Department of Commerce News*, Washington, D.C., February 1991.

2 Bishop Thompson made this statement at the Nevada Advisory Committee's May 9, 1991, proceedings in Reno. Unless otherwise noted, all quotes and statements in this report are from the proceedings transcript on file in the Commission's Western Regional Office, Los Angeles, Calif. United States Commission on Civil Rights, Nevada Advisory Committee, Police-Community Relations Forum, University of Nevada, Reno, May 9, 1991 (hereafter cited as Transcript 1991).

3 Reverend Onie Cooper, New Hope Missionary Baptist Church, Reno, Nev., interview, Mar. 7, 1991 (hereafter cited as Cooper interview).

4 These totals include sworn and nonsworn employees of the three law enforcement departments. In 1989 sworn officers numbered 314 in the Sheriff's Department, 313 in the Reno Police Department, and 66 in the Sparks Department. According to Detective Frank Torres,

with the sheriff's office in 1990, 309 with the RPD in 1991, and 70 with the SPD in 1991. Tables 1, 2, and 3 provide the 1991 ethnic breakdown of sworn personnel in the sheriff's office, Reno police, and Sparks police departments, respectively.

Following its review of the draft report, the RPD noted that by December 1991 the ethnic breakdown was 227 white (92.33 percent); 8 black (2.67 percent); 7 Hispanic (2.33 percent); 5 Asian/Pacific Islander (1.67 percent); 2 Native American (0.67 percent); and 1 all other (0.33 percent).⁶ Since the May 9, 1991, meeting, SPD has hired two additional Hispanic officers.⁷

Recruitment

The three law enforcement departments recruit locally, regionally, and nationally. According to Glenn Taylor, affirmative action officer, city of Reno, the affirmative action plan for the city was last updated on August 14, 1989,⁸ and it includes the RPD. Constance May Read, director, human resources, city of Sparks, told Commission staff that the city's affirmative action plan is dated 1975, but her office submitted updated plans in December 1990 and August 1991 to the Sparks City Council for approval. The city council has yet to vote on either.⁹ She added, "we are in compliance with all Federal and State laws and all components are in place and used." The plan includes the SPD. The Sparks City Council has not formally approved the policy.¹⁰ Joanne Ray, chief of personnel administration, Personnel Division, Washoe County, advised Commission staff

that the county affirmative action plan was initially adopted July 1, 1979, and the latest revised plan was presented to the Board of County Commissioners in 1991.¹¹ The plan includes the county sheriffs.

William Moon, president, Reno-Sparks Chapter, National Association for the Advancement of Colored People (NAACP), stated:

When I look at the work force profile of the Reno Police Department, there is a manifest imbalance of blacks and other ethnic minorities. The work force at best reflects token representation. This did not just happen by chance. It is deliberate. It is systemic. It is conscious racial exclusion.

Lafayette Afoa, when questioned by the Advisory Committee, said there are no Tongan or Samoan officers on the RPD. He added, "right now we are starting to establish a relationship with the police department."¹²

Mr. Moon said that during the recruitment process there has not been a conscious effort to recruit blacks from the local community, adding, "there have been efforts to go outside the community, but it's not the same as having people that grow up in the community, that know the community and will be able to communicate with the community. I do not see that kind of effort being extensively pursued."

Officer Shirley Giletti, recruiting, RPD, stated that even though recruiting trips were made to many places in California, Oregon, and Washington, the department's successful finishers for the last list were right here at home. "In the top 50, we had every

president, Sparks Police Officer Association, there were 72 sworn officers on the Sparks force on Apr. 19, 1991.

5 Sworn law enforcement employees are those who possess peace officer powers and primarily engage in line policing functions. The other major category of employees is nonsworn.

6 Richard C. Kirkland, Chief of Police, RPD, letter to Thomas V. Pilla, WRO, USCCR, Jan. 10, 1992. According to Chief Kirkland, "the executive staff of the department. . . reviewed the report and made individual comments. Those comments were collected and are presented here for [Advisory Committee] review and action. . . ." Along with the letter, Chief Kirkland included documents labeled Attachments A, B, and numbers 1 through 6. The entire package is hereafter cited as Kirkland letter. The Advisory Committee has included those comments within the report text where appropriate. The Kirkland cover letter and "Post 1991 U.S.A. Commission on Civil Rights Hearings Actions" are attached to the report as appendix A.

7 George Coxe, Chief of Police, SPD, letter to Margo Piscevich, Chairperson, Nevada Advisory Committee to the USCCR, Dec. 17, 1991 (hereafter cited as Coxe December letter).

8 Glen Taylor, affirmative action officer, city of Reno, Reno, Nev., telephone interview, Dec. 16, 1991.

9 Constance May Read, director, Human Resources, city of Sparks, Sparks, Nev., telephone interview, Dec. 16, 1991.

10 Ibid.

11 Joanne Ray, chief, personnel administration, Personnel Division, Washoe County, Reno, Nev., telephone interview, Dec. 16, 1991.

12 According to present Chief Richard D. Kirkland, RPD, the department "now has a Tongan Advisory group." Meeting between Thomas V. Pilla, WRO, USCCR, and Chief Richard D. Kirkland, RPD, Dec. 9, 1991.

TABLE 1
Washoe County Sheriff's Office, Ethnic Breakdown of Sworn Personnel, 1991

Ethnicity	Number	Percentage
White	316	91.9%
Black	8	2.3
Hispanic	11	3.2
Asian/Pacific Islander	1	0.3
American Indian/Alaskan Native	8	2.3
Total	344	100.0

Source: Undersheriff Daniel Coppa, Washoe County Sheriff's Office, Dec. 20, 1991.

TABLE 2
Reno Police Department, Ethnic Breakdown of Sworn Personnel, April 16, 1991

Ethnicity	Number	Percentage
White	284	92.23%
Black	9	2.91
Hispanic	7	2.27
Asian/Pacific Islander	5	1.62
Native American	2	0.65
All other	1	0.32
Total	309	100.00

Source: Sgt. Roger F. Clark, Training, Reno Police Department, Apr. 16, 1991. (See also ch. I, n. 13.)

TABLE 3
Sparks Police Department, Ethnic Breakdown of Sworn Personnel, March 7, 1991

Ethnicity	Number	Percentage
White	64	91.42%
Black	2	2.85
Hispanic	3	4.28
Asian/Pacific Islander	0	
Native American	1	1.42
Total	70	99.97

Source: George Coxe, Chief of Police, Sparks Police Department, Mar. 7, 1991.

ethnic group represented," she noted. Of the top minority finishers for police officer recruitment in 1990, 67 percent were from the Reno/Sparks area.¹³

Sheriff Vincent G. Swinney noted that testing for the lists "in the last corrections or detention deputy [positions] had over 300 applicants, and the majority of them were from outside the area."

Mr. Moon noted that the departments recognize the need to do something, but there is always the refrain that qualified blacks and other ethnic minorities cannot be found in this area. He alleged that the qualification that a candidate be free of any criminal record is particularly hard to surmount for young blacks, Hispanics, and other groups. How can they be clean, he asked, when they are constantly harassed and a record is being constructed? Mr. Moon said that giving a minority youth a police record systematically eliminates him or her from ever pursuing a career in law enforcement.

Reverend Richardson agreed that a police record would hinder minorities during the process to obtain such employment. Chief Robert V. Bradshaw,¹⁴ RPD, noted that minor violations would not bar applicants.

Sergeant Roger Clark said:

We recognize it as extremely important that we start orienting people toward law enforcement at a very young age to keep them clean. Through our youth programs we can build a good human resource foundation right here in this community. In my estimation, the people who have a vested interest in this community and want to work for it will be the best police officers.

Officer Giletti added, "we attend all the job fairs, classes at University of Nevada, Reno, TMCC; any time they call and ask us to come speak; we have gone to nursery schools; we will go to anybody." According to Officer R. Lenzora, Academy Staff Officer, RPD, "the department bought ads in local and out-of-state minority newspapers and television stations."¹⁵

Reverend Richardson noted that the Reno Police Department has done an outstanding job in getting

the word out to the various community organizations that they are looking for minorities to come and join the force, but added:

I would say that when dealing with African Americans and other minorities, you have to go a step further. You have to provide special classes, certain incentives to encourage them to come in. You have to start early with them to dispel the fear that exists in minorities. Paperwise, as far as [the department's] approaches, reaching out, it is there.

Sheriff Swinney stated:

Chief Bradshaw and I started a program several years ago with the black community and asked them to recruit potential [employees] for police work. We went out and met with an initial interest group of 40 and ended up with 4 on the hire list. It is extremely difficult to recruit.

Reverend Richardson believes the difficulty in recruiting is a product of the historical negative relationship between law enforcement and the black community.

Ms. Flores said that "some of the positive things [I have] seen with the police and sheriff's departments is that they are recruiting minority and bilingual staff [although] it has been difficult to recruit [such] staff." She added, "I have sat on the oral board, and I have seen the process and how they ask the questions."

Sergeant Clark noted that another avenue for recruitment is the Reno department's reserve officer program, which has grown from 2 to over 40 members. He said:

A lot of the people that are in that program are there because they wish to become police officers, but for one reason or another they have not had the exposure or the ability to receive training. [The department has] an opportunity to get a protracted view of them over the years. In the last year [we obtained] a career path for transitional hiring of reserve officers, and it is an excellent affirmative action program.

Of the 44 persons in the RPD reserve officer program through June 1990, 31 were males and 13 were

13 Kirkland letter.

14 Chief Bradshaw retired on June 15, 1991. The present chief is Richard D. Kirkland, who served as an assistant chief with RPD prior to his appointment.

15 Kirkland letter.

females, with no minority reserve officers. As of December 1991 the minority breakdown of the 42 reserve officers was: 25 white males (59.5 percent); 12 white females (28.5 percent); 1 black male (2.5 percent); 1 Hispanic male (2.5 percent); and 3 Native American males (7.0 percent).¹⁶ There were no black, Hispanic, or Asian female and no Asian male reserve officers. Officer Matthai, reserve officer coordinator, RPD, noted that as of January 10, 1992, 58 new applicants were added to the reserves bringing the total to 100. Of the new 58, there are 10 white females, 1 Hispanic female, 1 black female, 37 white males, 1 Hispanic male, 5 black males, and 3 Asian/Pacific Islanders.¹⁷

George Coxe, Chief, SPD, said that the Sparks Police found the police reserve officer program very helpful as a way of introducing members of the community to a possible career with the SPD or a law enforcement career elsewhere. Captain Tony Zamboni, administrative assistant, Office of the Chief, SPD, noted that the reserve program can handle up to 30 officers, although it currently has 11 with 1 female and 10 males (1 Asian and 3 Hispanics).¹⁸

The WCSO also has a reserve officer program.¹⁹ As of December 1, 1991, the total number of reserve deputies was 14 (13 males and 1 female, all Caucasian).²⁰

Lonnie Jackson, deputy chief, Quality Assurance Bureau, RPD, believes the department does a good

job of recruiting. The police chief assigned the deputy chief, a lieutenant, and one other officer as a recruiting team to target minorities. Jackson alleged that testing administered by the Reno Civil Service Commission is the part of the process that causes fall-out.

The department contracted with Hughes, Heiss and Associates, management consultants, to do an analysis of the recruitment of women and minorities in the RPD. Hughes, Heiss and Associates found that the number of minorities in sworn positions increased from 17 in May 1988 to 33 in 1990.²¹ The Hughes report also noted that the department has developed a progressive and proactive candidate outreach program.

The Hughes report includes a recommendation that the city "replace the rule of three with banding"²² to strengthen the effectiveness of recruiting minorities and women. Chief Bradshaw reported that the recommendation was presented to the city council and the idea has been referred to a Charter Review Committee. He added, "we favor that kind of revision, but it has not yet been implemented."

Although the minority and women applicant pool for police officer increased slightly between April 1989 and June 1990, data from RPD's 1990 quality assurance report indicate that 53.3 percent of the blacks failed the written test as opposed to only 8.3 percent of the whites and 7.1 percent of the Hispanics.²³ The Hughes report noted that the mean scores for black males and black females were 68.4 and 64.9

16 Kirkland letter.

17 Kirkland letter. According to Officer Matthai, 20 reserves will be attending the upcoming High Sierra Academy and 29 will be attending the weekend Reserve Academy.

18 Captain Tony Zamboni, administrative assistant, Office of the Chief, SPD, telephone interview, Nov. 22, 1991 (hereafter cited as Zamboni interview).

19 Undersheriff Daniel Coppa, WCSO, telephone interview, Nov. 22, 1991.

20 D.G. Coppa, undersheriff, WCSO, letter to Thomas V. Pilla, WRO, USCCR, Dec. 2, 1991 (hereafter cited as Coppa Letter). The letter is on file in the WRO.

21 Hughes, Heiss & Associates, "Analysis of the Recruitment of Women/Minorities in the Reno Police Department," *Executive Recruitment and Selection*. San Mateo, Calif., Nov. 14, 1990, p. 6 (hereafter cited as Hughes report).

22 *Ibid.*, p. 20.

The "rule of three" has been used for many years in civil service jurisdictions to identify the final three candidates for a particular position. Under this conventional use, the three candidates with the highest combined weighted composite scores are to be considered for the final interview.

"Banding" is a psychometric effort to equalize test scores. Under this technique, a score range or band (such as 96-100) is identified and all candidates who fall within that band are considered of equal ability for final interview purposes. According to proponents of this technique, the band allows for testing error and treats everyone in the band as equal.

23 Service Level Surveys, Quality Assurance Bureau, RPD, 1990. The report also notes that in the sample group (263 of the 800 applicants), 1.5 percent of the men and 10.5 percent of the women failed the physical test and 9.6 percent of the men and 26.5 percent of the women failed the written test.

percent, respectively.²⁴ Given these data, the Advisory Committee questioned the appropriateness of the present written test as a method of recruiting minorities.

Steve Bingham, statistical analyst, Quality Assurance Bureau, RPD, pointed out that the number of blacks surveyed in 1990 was a very small percentage and the 53 percent "which on the surface looks like a drastic difference, does not reach a significant level of 95 percent." The population of blacks surveyed, he added, was not statistically significant enough to make a recommendation. He did not offer any interpretation of the mean scores reported by Hughes, Hite and Associates.

The Hughes report suggested that the RPD conduct workshops on how to handle the oral board and written examination phases. According to Officer Lenzora, RPD, "the Department's Training Section, in cooperation with Civil Service, offered sessions on how to prepare and take oral board tests and had practice written tests available to prospective police candidates during the Safety '88 hiring." The Hughes report was concluded in November 1990, 2 years after the Safety '88 hiring. Officer Lenzora wrote that "members of the Training Section set up portions of the obstacle course used for the fitness testing and demonstrated how to pass the tests and allowed individuals to practice on the equipment."²⁵ "Three walls used in the testing were permanently erected in Dick Taylor park on Valley Road," he added.

Chief Coxey stated that "prior to [his tenure] the SPD had been using a test that screened too many candidates out of the process."²⁶ Since the SPD

began using the Police Officer Physical Ability Test (POPAT),²⁷ he added, "of the last 60 tested, only 6 to 8 failed."²⁸ He noted that it has been "tough to recruit Asians."²⁹

A major problem for recruiting is the lack of turnover in the departments. Clayton Holstine, city manager of Reno, told the Advisory Committee that the Reno Police Department has a fairly consistent and predictable attrition rate of about one and a half officers per month. He noted that all open positions of the organization are on hold (May 1991) due to budget constraints. Sergeant Clark said that the Reno Police Department has not been given approval to start recruiting for another academy. City officials and community representatives agreed that the budget situation of the city will affect recruiting, training, and other programs. Reverend Don Butler, First Baptist Church Black Springs, told Commission staff that the police department has been asked by the city council to cut over a million dollars from its budget request and this will impact programs that have made Reno a better city.³⁰ Chief Richard C. Kirkland wrote January 10, 1992, to Commission staff:

Despite the predictions of a reduction in service caused by declining revenue, the Department has been able to maintain its service levels and in some cases, increase its service to the community. Service level maintenance was accomplished in part through a reorganization of the department. That reorganization involved the reassignment of officers in support positions to field duties to offset the loss of 42 employees.³¹

24 Hughes report, p. 13. The consultants did an analysis of the June 1990 mean examination scores for women/minorities. The combined written/oral scores were: 82.0 percent white males, 82.4 percent white females, 78.1 percent black males, 77.9 percent black females, 84.0 percent Hispanic males, 79.7 percent Hispanic females, 81.5 percent Asian males, and 79.8 percent Native American males. No Native American females attempted the physical, written, or oral phases. An Asian female scored 404.7 on physical agility and 60.9 percent on the written test, but did not participate in an oral interview.

25 Kirkland letter.

26 Chief George Coxey, SPD, Sparks, Nev., interview, Mar. 7, 1991 (hereafter cited as Coxey interview).

27 According to Chief Coxey, POPAT was developed and is used by the Canadian Royal Mounted Police, and the SPD was the first department in the western States to utilize it. "We have found no disparate impact and the test has been found to be job related." Coxey interview.

28 Coxey interview.

29 Ibid.

30 Reverend Don Butler, First Baptist Church Black Springs and Reverend Eddie Bratcher, Pilgrim Rest Missionary Baptist Church, Reno, Nev., interview, Apr. 17, 1991 (hereafter cited as Butler interview).

31 Kirkland letter.

Training

The State of Nevada requires 480 hours of training at a category one certified academy for individuals interested in serving as peace officers.³² There are a total of six law enforcement academies in the State, including the High Sierra Regional Training Law Enforcement Academy at Truckee Meadows Community College (TMCC) in Reno. Once a candidate has successfully completed an academy, he or she returns to the law enforcement agency for field training.

According to Richard F. Brand, chairman, Public Service Department, TMCC:

In July 1988 Chief [Robert] Bradshaw, [Reno PD], Chief [George] Coxey, [Sparks PD], Sheriff [Vincent] Swinney, [Washoe County Sheriff's Office] and President Gwaltney [of TMCC] decided to put the High Sierra Regional Training Law Enforcement Academy within the Public Service Department of Truckee Meadows Community College. Since that period, we have had four graduating classes.

He added that of the 121 people who have graduated from the four academy programs³³ held to date, there were 23 females and 12 minorities (1 Asian, 1 black, 5 Hispanics, 3 Native Americans, 2 East Indians). Officer Lenzora noted that there have been seven academies since the regional academy was developed, but only four since Professor Brand began his tenure with TMCC.³⁴

Mr. Brand said:

I see a different kind of person going into law enforcement today. Times change. Attitudes have to change. Size, race, sex are no longer an issue. I think there is a place in law enforcement for everybody. I think there might be some resistance in the field to that philosophy.

Professor Brand said that there are two concepts in law enforcement training: stress and nonstress academies. The academy in Reno is nonstress, while the other five in the State are stress academies. In a stress academy, the recruits are subjected to physical

and verbal abuse and general harassment. The three major law enforcement executives in Reno wanted an academic environment with a focus on learning, understanding and working with people. Professor Brand believes that this type of nonstress academy is much more beneficial for the young recruits. He added:

I do not believe in stress academies because when you are stressing people constantly, they are going to leave the academy with a chip on their shoulder. They are going right out into the public and transmitting that.

Professor Brand noted:

Police work today requires a lot of education, a lot of study, a lot of understanding of the law. Police work is an art. You have to learn it. It's more than a skill. It takes years and years of experience to be a good police officer. It's not something that we can teach these people in 12 weeks. We are trying to give them exposure to the law, to understanding procedures, to the current literature. As to how somebody will turn out when they leave our academy, that is very difficult to say.

Officer Todd Shipley, president, Reno Police Protective Association (RPPA), said:

the RPD in conjunction with the TMCC and the other local agencies provide the best academy training. A good base education is provided through the college both academically and practically.

Professor Brand added:

We try real hard to set them in the right direction, [by] emphasizing working with people, working with the public, avoiding problems, certainly avoiding shootings, beatings. We play that down. Our department[s have] asked for that. We are totally in support of that. We want people to work with people. We want to be community oriented.

Ken Peak, chairman, Department of Criminal Justice, University of Nevada, Reno, teaches two 4-

32 According to Richard F. Brand, chairman, Public Service Department, TMCC, category one is for peace officers who are on the street; category two is for investigative agencies; category three is for corrections officers.

33 The academies and totals were: 31 males and 5 females in fall 1989, 27 males and 4 females in spring 1990, 28 males and 8 females in fall 1990, and 12 males and 6 females in spring 1991. Richard Brand, statistical worksheets, TMCC, undated. These four worksheets were provided to the Nevada Advisory Committee at the May 9, 1991, forum and are on file in the WRO.

34 Kirkland letter.

hour blocks of police-community relations at the High Sierra Police Academy each year and believes that police stress recognition and management instruction are important, adding, "police need to know how to take care of number one before they can be expected to do a decent job taking care of everybody else. Our regional police academy offers both [stress recognition and management]."

Sergeant Clark noted that in 1988, the Reno Police Department implemented a mini-retreat with the chief of police for those officers who graduated from the academy and their wives to discuss issues and explain the officer's job in order to take some of the family stress off the officer. He added:

Part of the problem is the officer is under a lot of stress and he reflects that when he deals in the community. Alleviate the stress from the family to some degree and maybe the pressure will be off the officer. We did that with all the Safety 88³⁵ hires as part of their training.

According to city officials, the city of Reno also has an employee's assistance program and there is psychological counseling available to members of the police department. The chief of police has the authority to order an officer to see the counselor.

Mr. Moon said the RPD chief was very supportive of sensitivity training for all officers, so "the group I was involved with provided some training for the officers that worked in northeast Reno, but we believe that all the police officers in the city should be exposed to that same kind of training." A spokesperson for the Northeast Reno Concerned Citizens (NERCC) told Commission staff that there should be minority sensitivity training for all sworn officers and personnel staff. Ben Newsome, counselor, Proctor R. Hug High School, also recommended sensitivity training for all officers.³⁶ Sue

Smith, council member, Ward 4, Reno City Council, believed that police are involved in incidents where they need to be sensitive and need to be trained to hold their temper and deal with abusive situations.³⁷

Reverend Richardson added:

[Training] needs to be across the board not only in Reno but definitely in Sparks. . . . I cannot believe that law enforcement agency still exists. That is one of the most poorly trained agencies I have ever seen in my life, especially dealing with weapons. The sheriff's department is a little better.

According to community representatives, Chief Coxey's efforts to professionalize the SPD have been challenged by his officers.³⁸ Detective Frank Torres, president, Sparks Police Officers Association (SPOA), stated that the major issue in their dispute with the chief is lack of communication.³⁹

Chief George Coxey noted that prior to his tenure⁴⁰ there was concern about the lack of training and certification of SPD officers. He added, "We go through a weaponless defense and qualify with duty weapons on a quarterly basis. I am very much in favor of training."

Ms. Flores said:

I have done multicultural workshops for the police department through our agency at no cost, and it seems like most of them are very receptive to the way we view the Hispanic community. [The RPD] need to focus more on providing awareness of these distinct [Asian, black, and Hispanic] communities.

Maricela Gonzalez, Servicios En Español, Reno, believed there was a lack of sensitivity on the part of the police department towards the Hispanic community. The RPD attempted to do something about the community's perception by implementing a Hispanic

35 Following the passage of a bond measure, the Reno Police Department hired 88 new officers in 1988. These became known as the Safety 88 hires. There were over 1,400 applications for these positions which were paired down to 400 including 45 minority applicants before the final group was selected.

36 Ben Newsome, counselor, Proctor R. Hug High School, Reno, Nev., interview, Mar. 6, 1991 (hereafter cited as Newsome interview).

37 Sue Smith, council member, Ward 4, Reno City Council, Reno, Nev., interview, Mar. 6, 1991. Councilwoman Smith also appeared before the Advisory Committee on May 9, 1991.

38 There are four unions or associations within the SPD: Operating Engineers for most of the nonsworn, one for patrol officers and detectives, one for sergeants, and one for lieutenants. Coxey interview.

39 Detective Frank Torres, president, Sparks Police Officer Association (SPOA), Sparks, Nev., interview, Apr. 19, 1991 (hereafter cited as Torres interview).

40 On May 9, 1991, Chief Coxey had "been Chief in Sparks for a little over 4 and one-half years." Transcript 1991.

liaison officer. According to Chief Bradshaw, the Hispanic liaison officer was a temporary duty assignment that developed after conversation with the Hispanic community. In a May 1991 presentation before the council committee considering department budgets, the chief requested that the Hispanic liaison position be made permanent. As of May 9, 1991, the status of that request was "in limbo," he added.

Chief Coxe noted that his department has embarked on a program of training front-line and desk personnel, police officers, and dispatchers in Spanish with another weeklong class scheduled to start following the forum. Sheriff Swinney added that his department has:

gone through a training program with conversational Spanish and it probably should be about time to do it again. We try to keep it scheduled, for instance, in detention, so we have bilingual people on each shift because that becomes a problem when [non-English-speaking people] are arrested and brought in [to the jail]. We also cooperate with a number of language banks so we have access to interpreters.

Sergeant Clark stated that the Reno department was presently conducting a 24-hour mandatory training program on cultural communications, problems of policing, and a variety of other pertinent training techniques for the entire department, both sworn and nonsworn. This is over and above the 24 hours of Police Officers Standards of Training (POST) mandated training the department puts on normally. In addition, Sergeant Clark added, on an annual basis, the department provides training in five critical areas: handgun qualification, weapons defense training, nightstick training, first aid-cardio-pulmonary resuscitation (CPR), and defensive driving techniques.

Officer Shipley believed that there was a lack of training and information on gangs and the means of controlling them. The RPPA alleged that the train-

ing section "has not been used to its full potential in providing training to the officers of the RPD."

According to Chief Coxe, the SPD has 80 hours of inservice training every year in addition to its POST academy and the field training program. When an officer comes out of the academy, SPD provides orientation for another "3 months in its philosophy and way of doing things."

Sheriff Swinney noted that following the academy, the department offers 40 hours of inservice training annually with half focused on recertification such as baton training and CPR, while the other half can range from procedure or policy matters, updates on legal issues, or generic topics that would apply locally.⁴¹

The RPD has established a 3-week orientation training in-house for those recruits who have completed the 12-week regional academy. According to Sergeant Clark, the inhouse training is to orient rookies to the RPD's philosophy and policies and procedures. He added that this is followed by the field training program (FTP) where the new hire is placed under the direct supervision of a regular officer who should instill the Community Oriented Policing Plus (COP+)⁴² philosophy.

Officer Shipley noted that the RPD has employed one of the best FTP models in the country, with officers evaluated and rated according to strict standards. He believed that the FTP provides a means for excluding those persons not capable of performing to standards.

Reno Chief Bradshaw said:

We do what we call cultural communications training. We try to get the officer to look through the eyes of the person [to whom] they are talking to understand from their perspective what is going on. I think that is the most important type of training you can do. We do a very good job of training people in how to be police officers and how to enforce the law. We do not do a very good job of teaching them how to feel when somebody who is the law comes up to them. I think that is probably the best training we can have.

41 Sheriff Vincent Swinney, WCSO, telephone interview, Nov. 22, 1991.

42 The Nevada Advisory Committee explores this concept later in this report. For a full description of the COP+ program implemented by the RPD see the booklet "Reno Police Department's Community Oriented Policing-Plus." RPD, Reno, Nev., undated.

III. Community Relations

Perhaps no other issue heightens community tension as that of police-community relations. Departments have traditionally viewed community relations as programs such as Police Athletic Leagues (PALs), Neighborhood or Block Watch programs, and a department unit or officers assigned to interface with schools and organizations. In accordance with this view, the three major law enforcement departments in Washoe County have Neighborhood or Block Watch programs, Drug Abuse Resistance Education (D.A.R.E.), PALs, Explorers, and ride-along programs. Chief Robert Bradshaw, Reno Police Department (RPD), said that "all three of [the departments] have programs to try to put youngsters into positive contact with uniformed officers." In addition to these programs, the Sparks Police Department (SPD)¹ participates in a national student government day, police chaplain's corps,² special event "Bobby uniform" officers, Sparks senior phone patrol,³ and a citizens police academy.⁴ The SPD conducted its first Citizens Police Academy in 1989 and views the program as a method of educating citizens of the community on the daily activities of police officers in order to foster goodwill.⁵

WCSO is also doing a citizens academy and has a Hasty Team, a first response team which has been commended by the Nevada State Legislature. Sheriff Swinney said:

The sheriff's office is unique in that [it has] the responsibility for some additional activities, for example, in the civil processes. We are required to serve evictions, executions on real property, some fairly sticky legal environments that take a great deal of diplomacy to bring off without undue conflict. We also have the responsibility for search and rescue [which is] a positive image builder.

He added that sheriff offices have historically been service oriented.⁶

Although the three departments have gone beyond the traditional program approach, the RPD and SPD chiefs and the sheriff acknowledged that the officer on the street is the focus of community relations. Community spokespersons agreed that every contact between a citizen and a police officer is a community relations issue with the potential for positive or negative results.

Sergeant Linda Shepard, RPD, said that overall police community relations "right now are pretty poor."⁷ She attributed these poor relations to incidents recorded by the March 1991 video of the Los Angeles police and the April 1991 video⁸ of a Reno police officer. Sergeant Shepard added, "I am presently doing administrative work once a week and [we are] receiving lots of complaints about past incidents which occurred 6 months ago or longer. This is a reaction to the Rodney King incident."

1 The SPD has a total of 39 school, adult, and community programs. Information sheets, "Crime Prevention/School Services Programs," SPD, undated.

2 According to chief George Coxe, SPD, religious leaders from the community assist the police department in the delivery of emergency messages and participate in planning for any major disaster in the community.

3 On a daily basis, the SPD turns on a computer that makes automatic telephone calls to senior citizens who are enrolled in the program to check on their welfare. If they can answer the telephone, they receive a recorded message; if not, the computer redials a little later. If SPD does not receive a telephone call back or no one answers, an officer will be sent to check.

4 The SPD invites citizens from the community to participate in an 8-week program, one night each week for 3 hours, which presents different aspects of the department, such as SWAT team demonstrations, communication center tour, crime scene sketching, fingerprinting, and criminal investigation. The SPD was in its fourth academy at the time of the Nevada Advisory Committee's May 9, 1991, forum.

5 SPD, Citizens Police Academy, Sparks, Nev., undated information handbook.

6 Sheriff Vincent Swinney, WCSO, and Undersheriff Daniel Coppa, interview, Mar. 6, 1991 (hereafter cited as Sheriff Office interview).

7 Sgt. Linda Shepard, RPD, interview, Apr. 18, 1991.

8 An officer of the RPD in the act of beating a suspect was filmed by a citizen.

Reverend Richardson said, "Historically, the relationship between African Americans and law enforcement has not enjoyed the privilege or the benefit of a long and trusting relationship nor even mutual support."

These relations involve a multitude of social and economic factors which on the surface do not appear to be related to the traditional view of law enforcement as a force to deal with crime and criminals. Inter- and intracultural relationships, the breakdown in family structure, the frustration of individuals and families in changing economic times, and diverse societal factors impact upon a community's law enforcement. To deal with these changes, certain police agencies and other law enforcement jurisdictions nationally have worked out a model called community-oriented policing (COP)⁹ to empower their officers to deal within the changing environment. Professor Peak noted:

Prior to 1987 the RPD was perceived [negatively]. It used management by objective. The department was, on paper, very effective, . . . but it was perceived as being rather heartless. It was professional. It was looking good, but it was not being good.

In June 1987 RPD took a survey and one-third of the respondents believed that the department had a poor or below average image.

According to Sergeant Roger Clark, Chief Bradshaw met with executive staff of the Reno department in October 1987 to discuss COP.¹⁰ The initial charge to the training division was to "establish

a training program of 40 hours in duration on [community-oriented policing] for all members of the department."

That initial training went on for 3 months. Sergeant Clark said that it was diversified and broad, including cultural and heritage awareness training conducted by community representatives. Role playing and open discussion played a major role in the training.¹¹

Chief Bradshaw added:

When we went to community policing, [officers received] community education. We brought in every aspect of the community, Hispanics, blacks, gays, handicapped, and had them give presentations. The suggestion from some community members has been to do that same type of training again. It is my decision to step back from that and do some values training. So the type of training we are trying to do now is based upon values. We have done the departmental values. Then we have a consultant come in and talk about different values and different cultures.

The RPD has subscribed to the COP model of law enforcement and has gone one step further by adding a quality assurance component that it labels plus (+). Thus, the Reno department's model is labeled COP+. Professor Ken Peak pointed out that the quality assurance unit has been doing scientific community surveys since 1987 to gather data on the quality of police service and delivery.¹² Deputy Chief Lonnie Jackson reported that the quality assurance unit does semiannual surveys of about 1,000 residents.¹³

Discussing the surveys, the RPD wrote:

9 "Houston, Tex., Police Department refers to its program as Neighborhood Oriented Policing; police departments in Newport News, Va., and San Diego, Calif., call theirs Problem Oriented Policing (POP); Flint, Mich., adopted Community-based Policing; Baltimore, Md., calls it Citizen Oriented Police Enforcement (COPE); and Reno, Nev., developed Community Oriented Policing-Plus (COP+)." Captain Ronald W. Glensor, "Community Oriented Policing-Plus" in *Reno Police Department's Community Oriented Policing-Plus*, Reno, Nev., August 1990, p. 6 (hereafter cited as COP+ Model.)

10 Data about the Reno model can be found in *COP+ Model*. For additional information on community oriented policing see, "Cities try a new approach to police work," *N.Y. Times*, Mar. 29, 1989; T. Johnson, G. Misner and Lee Brown, *The Police and Society: An Environment for Collaboration and Cooperation*. Prentice Hall, Englewood Cliffs, New Jersey, 1981; S. Michaelson, R. Wasserman and G. Kelling, *Emerging Characteristics of Community Policing*, in, "Perspectives on Policing" working paper, National Institute of Justice, U.S. Department of Justice, Washington, D.C., 1988 (hereafter cited as S. Michaelson, 1988).

11 Kirkland letter.

12 The first survey consisted of 503 respondents and was concluded in June 1987; the second consisted of 703 respondents in March 1988; the third, 884 in November 1988; the fourth, 720 in June 1989; the fifth, 701 in April 1990; the sixth, 731 in October 1990; and the seventh, 828 in March 1991. "Attitude and Public Opinion Survey." Quality Assurance Bureau, RPD, Reno, April 1991 (hereafter cited as Survey, 1991).

13 Jackson interview.

When the surveys were initiated in June, 1987, the purpose was to provide the Department with information about the public's attitude towards the Department and various issues. The second and third surveys continued this evaluation and measured the reception to COP+. The fourth survey introduced computer analysis. The current survey has refined the scaling of the questions and expanded the computer analysis of the results.¹⁴

Professor Peak added that "by all accounts quantitatively, [the COP+] program has been very successful." In the original survey in 1987, 75 percent of the respondents rated the RPD's performance as good or above and this increased to 93 percent of the population in the 1991 survey.¹⁵

Mayor Pete Sferazza of Reno believed the program had a very positive and progressive impact on relations between the police and the community. Chief Bradshaw said that the department relies "heavily on the survey" because it is an important gauge of the community's opinion about the department and the kind of service being provided.

According to Sheriff Vincent Swinney, the RPD appears to be successful in its community policing and interaction with the community.¹⁶ Mayor Sferazza reported that the most successful programs the city has are community policing and quality assurance. Whether these programs can be maintained is a concern of the community. Reverend Butler said:

The city's budget cut is going to impact on the programs other than patrol. Cutting will have an impact. The chief has said he cannot keep the level of community relations with the cuts. He will have to abandon some programs that have taken 5 years to implement. This is a tragedy.¹⁷

Clayton Holstine suggested that maintaining the police department's proactive programming would be a challenge. He added, "I cannot sit here and with any surety tell you that some of the things that [the

department has] been able to do that I think are very positive in this community over the last few years are going to be able to be completely maintained."

Neighborhood Advisory Groups

Another unique feature of the Reno model is the creation and utilization of Neighborhood Advisory Groups (NAGS) in all the command areas of the city. Deputy Chief Jackson noted during the development stages of COP+, he and the chief discussed the necessity of having as much community input as possible in the program. Chief Bradshaw said "to try and get as much community participation as possible we have neighborhood advisory groups we affectionately call NAGs except in the south area where we call it a Neighborhood Advisory Board (NAB)." He added: "These are not formal. They are groups of people who have come together to talk about common problems in the neighborhood. The idea of this is to get the community to help us set priorities."

Captain Jim Weston, commander, South Area, RPD, told Commission staff that he has a 500-member NAB that meets quarterly and 100 members regularly show up.¹⁸ Captain Robert M. Galli, commander, Central Area, RPD, noted that although his command area is the smallest in population and geographically, it includes the largest number of businesses and both city hospitals.¹⁹ As a consequence, he said, this NAG has many businesspersons, chamber of commerce members, casino security directors, and downtown redevelopment officials as members. The NAG for the North/Stead area is headed by Captain Tom Robinson, area commander, who stated that his office schedules the program, and he attends all the meetings.²⁰ According to Captain Robinson, there is usually a patrol officers panel with questions and answers about area police coverage and specific issues. The chief said that he coordinates a Hispanic Advisory Group and "they tell [the department] what is

14 Deputy Chief Lonnie Jackson, Officer Kevin Foley, Officer Wally Wolfe, statistician Steve Bigham, Quality Assurance Bureau, "Attitude and Public Opinion Survey," RPD, Reno, Nev., in "Reno Police Department's Community Oriented Policing-Plus," undated.

15 1991 Survey, p. 9.

16 Sheriff Office interview.

17 Butler interview.

18 Captain Jim Weston, RPD, interview, Mar. 8, 1991.

19 Captain Robert M. Galli, RPD, commander, central area, interview, Mar. 8, 1991.

20 Captain Tom Robinson, RPD, North/Stead Area Commander, interview, Mar. 8, 1991.

going on in the Hispanic community, the largest growing group in the city.”

William Moon said he has only attended a couple of the NAG meetings and they are usually a griping session, noting:

The police department determines who is going to talk and how long they can talk. Some people have come to me and said we do not feel very good about it and others have said, at least this is an opportunity to [have them] hear some feelings.

Ms. Flores said that “the chief has been very open to our concerns and has invited us to the neighborhood advisory meetings where we have assisted and have talked about [Hispanic] community concerns.”

Ms. Gonzalez believes that officer attendance at the NAGs is tokenism. She reported that she observed officers in uniform doodling, looking at their watches, and talking to other officers because they always sit together.

Councilwoman Smith believes the chief has “tried through his neighborhood advisory committees to have the police department out there interacting with the community.”

Community-Oriented Policing Plus

According to officials of the RPD, COP+ was initially introduced to “re-unite the police with the community.” Its main goals are to improve police services, improve police-community relations, and combine resources to mutually identify and resolve problems.²¹

Chief Bradshaw stated that, through time, the model and the organization have changed.²² In its material about COP+, RPD wrote:

[COP+] is [a] bottom-up approach to problem solving. Increased discretionary authority is given to the beat cop to accomplish this task. Community policing forges a partnership between police and the community to control

crime, reduce fear, maintain order, and improve quality of life in the community.²³

Officer Shipley noted:

COP+ is a good philosophy. Law enforcement has recognized that as a profession we are directing our energies more towards resolving problems in the community. The RPPA feels that the administration sees this as a public relations tool to make the department’s image better. The people that have to implement the program are not brought in and sold the program.

The department’s administration disagrees that COP was instituted without the involvement of the rank and file, noting that in 1987 “every employee, civilian and sworn, were given 40 hours of training on Community Oriented Policing.”²⁴ An RPD officer reported that some rank and file officers would have liked to have been involved in the development of the training model.

Lieutenant Ondra Berry, RPD, stated that “community policing is the trend of the future.”²⁵ “One-third of our force is new and they need to know that community policing works,” he added.

Chief Bradshaw said:

Community policing is not a specialized unit. Community policing is a philosophy in the organization that says the customer is telling us what is the priority. It says we solve problems, we do not treat symptoms. It is not somebody else’s responsibility. I believe everybody in the RPD is a community-oriented policing officer. It is not a public relations gimmick. It is the wave of the future, particularly if [departments] use the survey instruments to help make decisions.

Sergeant Clark said:

initially, there was some resistance as there generally is to change in philosophies. The officers did not feel that it was something that they wanted to really participate in. I think as the program progressed they began to see that the job was getting a lot easier. They were not getting as many complaints against them as a result of their contacts and

21 COP+ Model, p. 8.

22 Chief Robert V. Bradshaw, RPD, interview, Mar. 5, 1991.

23 COP+ Model, p. 5. The document cites S. Michaelson, 1988, as the source for this description.

24 Kirkland letter.

25 Lieutenant Ondra Berry, RPD, Reno, Nev., interview, Apr. 17, 1991 (hereafter cited as Berry interview).

there was an awareness of the fact that they were not out there alone. They did not have to do everything themselves. There were other agencies out there that could assist in their problems.

Officer Shipley added, "From the beginning, the program was sold to the community before the officers that had to implement [it] ever had an opportunity to do anything with it."

Deputy Chief Jackson stated:

The entire department initially perceived COP+ as just another public relations gimmick. I was a little skeptical. The chief told me the most important point of COP+ philosophy is that people have a "believability" factor. They believe that if we say something, we mean what we say. If the police officer is in contact with you, they have to believe what you are doing is for their benefit. If the captains, lieutenants look at you, there has to be "believability." It took time to build up that trust and I think we have been able to do that.

Professor Peak noted that a survey of the rank and file was done, "and as always there are going to be some people who do not wholeheartedly endorse the program, but in the main the data would indicate that it is working."

According to the chief, COP+ moves police work from reactive to proactive. Officer Shipley said:

[The officers] are responding to the program in theory and problem policing very well. They want to go out and actively solve problems. They do not feel they are getting the support that they need at the street level to actually do the work.

There is a significant difference between the reality and the perception.

The Quality Assurance Bureau conducted its seventh major survey consisting of 828 observations during the period from February 11 through March

2, 1991.²⁶ The 1991 survey found that 84 percent of residents sampled believe that the RPD is community oriented, but only 14 percent have heard of the COP+ program.²⁷ Lieutenant Berry suggested that the department fails in marketing the program and as a consequence the community does not know how it works.²⁸ Department officials realize that the front line for marketing the program remains with the patrol officers.

Chief Bradshaw noted that departments cannot change attitudes by writing an order or saying you shall not do this. He added:

It does not make any difference what I do or what my command staff does. That contact with the police officer in the community is the most important ingredient and that officer's attitude is the most important thing. We know if the contact is positive between the individual and the officer, 90 percent of the time that person will come back on our [quality assurance] surveys with a high mark on [the] image portion.

Sheriff Swinney added:

The initial philosophy of the agency becomes a standard for the field delivery of service. You start with the premise that you are the good guys and you empower your officers with a chance to be the good guys, to be polite, concerned, to go beyond the initial response. . . . Community relations is the result.

Complaints

In fiscal year 1990-1991, RPD handled 88,529 emergency calls of all types.²⁹ WCSO receives between 1,200 and 1,500 requests for service calls per month and for the period December 1990 through January 1991 such requests were up 2 to 4 percent.³⁰ The SPD handled 60,657 calls for service in calendar year 1990 and 40,944 in calendar year 1989.³¹

26 Survey, 1991.

27 Survey, 1991, pp. 12-13.

28 Berry interview.

29 Officer Robert J. Tygard, internal affairs, RPD, interview, Mar. 6, 1991 (hereafter cited as Tygard interview). RPD handled 64,709 emergency calls in fiscal year 1986-1987, 72,683 in fiscal year 1987-1988, 85,507 in fiscal year 1989-1990, and projected 109,364 in fiscal year 1990-1991.

30 Sheriff Office interview.

31 Zamboni interview. In calendar year 1988 there were 45,483 calls for service. Captain Zamboni attributed the over 20,000 call discrepancy between 1990 and 1989 to a change in logging procedure.

Contacts, especially those which lead to arrest, present the risk of causing a complaint. In 1989 there were 18 police agencies within the State of Nevada and a total of 72,758 arrests.³² The SPD arrested 3,313 adults and juveniles in calendar year 1990 and 3,427 in calendar year 1989. The WCSO had 2,644 probable cause and 1,286 warrant arrests in 1990 and 2,423 probable cause and 1,255 warrant arrests in 1989.³³ From January 1 through November 22, 1991, the WCSO had 2,427 probable cause and 1,204 warrant arrests. The sheriff's office is also in charge of the only detention facility,³⁴ and the average hold is 680 prisoners per day. The WCSO has about 26,000 bookings per year.³⁵ Incarceration may lead to complaints, but the Advisory Committee did not solicit any information on this issue because its project focus was on law enforcement practices in the community.

RPD arrested 13,831 persons for part 1³⁶ crimes in calendar year 1989, 14,094 in calendar year 1990, and 9,755 for the period from January 1 through August 31, 1991.³⁷

Communities seldom quarrel with the necessity for law enforcement and police patrol and often request additional policing of their neighborhoods. Officer Shipley noted that the RPPA reminds its members "that although some in the community may dislike police, in general most citizens in Reno believe in and support them."

Councilwoman Smith noted that the northeast Reno community and voters within her ward have continuously supported the ballot measures seeking to increase the number of police officers. She said,

"The people in that area want to have police service. They want to enjoy police protection. But I think they also want to be treated with respect in the process of receiving that police protection."

Communities do question police practices and procedures that appear to abuse discretionary authority. These practices often lead to complaints from citizens. In 1990 the sheriff's office received 18 class 1 and 63 class 2 complaints.³⁸ According to Undersheriff Daniel Coppa, of these 81, 19 were sustained, 8 nonsustained, 15 exonerated, 18 unfounded, 7 partially sustained/nonsustained, 6 carry over, 1 conciliation, and 7 resolved without intervention.³⁹ The sheriff's office does not have an internal affairs unit. Sheriff Swinney said that the sheriff has "one internal affairs coordinator and [may] call upon any sergeant or lieutenant to complete investigations."⁴⁰

The Reno department has a separate internal affairs unit staffed by two officers and also maintains two categories of complaints. One category includes those it receives from citizens. According to Officer Robert J. Tygard, internal affairs, RPD, for the period, January 1, 1985, through March 6, 1991, the RPD recorded 256 complaints from citizens.⁴¹ The other category includes administrative directed investigations (ADIs) which may be initiated by a fellow officer, supervisor, or other member of the department. From January 1, 1985, through March 6, 1991, the RPD recorded 584 ADIs.⁴² RPD ADIs filed are more than double the number of complaints received from citizens for the same time period. Officer Shipley said:

32 Edith R. Hornor, ed., *Almanac of the 50 States: Basic Data Profiles with Comparative Tables* Palo Alto, Calif.: Information Publications, 1991), p. 231.

33 Coppa Letter.

34 The new county jail facility has been open since 1988. In February 1991 there were four inmate to inmate and two inmate to staff incidents of a minor nature at the facility. Sheriff Office interview.

35 Sheriff Office interview.

36 According to Kalene Dickerson, RPD, part 1 crimes include arson, assault, burglary, larceny/theft, murder, rape, robbery, and vehicle theft. Part 2 crimes include misdemeanors. Kalene Dickerson, records director, RPD, telephone interview, Nov. 26, 1991.

37 Kalene Dickerson, records director, RPD, telephone fax, Nov. 27, 1991.

38 Sheriff Office Interview. According to Sheriff Swinney, the department has two categories of complaints, class A or 1 and class B or 2. Class A complaints are policy or procedure violations which are handled by the department's internal affairs coordinator. Class B complaints are minor issues and are handled at the division level. The sheriff's office does not have a separate internal affairs unit.

39 Sheriff Office interview.

40 Ibid.

41 Tygard interview.

42 Ibid.

The RPD takes an aggressive look at every legitimate complaint concerning nonsupervisory officers from citizens in this community. The officers understand the need for investigating those complaints, the need for maintaining a professional police department and weeding out those that do not meet the standards set by the department. However, the fairness of the application of discipline resulting from the internal affairs process has been a matter of public debate.

According to Mr. Volek, the chief has an open door policy and he will take a phone call, listen, and refer it to the responsible supervisor. Reverend Butler added:

We have one of the better departments in the country. We have our racial discrimination and some other problems, but you cannot project them on to the chief. The conduct of one or two officers does not reflect the opinions of the chief. There is no way to segregate all the good ones from the bad.⁴³ If you bring a problem to the chief he will investigate it.

SPD does not have a separate internal affairs unit. For calendar years 1988 through 1990, the SPD averaged 2.2 complaints per month. According to Chief Coxey, although most allege discourteous behavior by an officer, "once in a while we receive an unnecessary use of force complaint."⁴⁴ Detective Torres, SPOA, added that the SPD internal affairs procedure does not include notification to officers or to complainants, and he believed that the process needed revamping.⁴⁵

Chief Coxey stated:

Our complaint process is in accordance with the Peace Officers Bill of Rights. Any citizen who believes they have a complaint about an officer or the department can come in to complain or request that a supervisor take down [the] complaint. The watch commander passes the complaint up the chain of command to the administrative commander who in turn presents it to the chief. The complaint is assigned to a lieutenant for investigation [and] a bureau commander will then review the investigative report before it is

sent over to the city attorney's office. It is then sent back to the chief. If the complaint is substantiated, appropriate disciplinary action is taken. A general letter is then sent to the complainant.⁴⁶

In an April 9, 1991, letter to Professor Peak, Chief Coxey wrote:

For the past two years, the Department has noticed a decline in citizen complaints. In 1987, 35 complaints were filed; in 1988, 33 complaints; in 1989, 18 complaints; and in 1990, 20 complaints. This reflects a decrease of approximately 45% in citizen complaints over the past 2 years.⁴⁷

Councilwoman Smith added:

I realize that police work is a hard job, and I would never propose that police officers be sent out on the street with one arm tied behind their back. I do think that there may be some opportunities to have police officers be more culturally aware and maybe more sensitive.

One aspect of this sensitivity is the community's concern about the lack of information regarding the disposition of a complaint against an officer. Reverend Richardson said:

The internal affairs unit is unknown to the community. The community does not understand the process. Those reports are never made public. If there is a complaint, no one knows whether it is investigated. The chief cannot reveal the results and the community has to take his word that something is being done.⁴⁸ How can we trust a system when there is lack of access?

Mr. Volek described the formal steps following the filing of a complaint and investigation by internal affairs:

[There is an] immediate supervisors review, [then] division review, [decision of] sustained not sustained and the recommended discipline. The officer can take the discipline or appeal to the chief within 10 days. [If appealed] a meeting is scheduled and the chief will indicate if he agrees with the

43 Butler interview.

44 Coxey interview.

45 Torres interview.

46 Coxey interview.

47 George Coxey, Chief of Police, SPD, letter to Dr. Ken Peak, Criminal Justice Department, Univ. of Nevada, Reno, Apr. 9, 1991.

48 Richardson interview.

discipline or mitigates the level. If the employee is still disappointed, he has the right [by charter] of appeal to the city manager who has delegated that authority to the civil service commission, or arbitration.

The SPD process is similar. Chief Coxey remarked:

Our internal investigations are reviewed by the city attorney's office so that when it goes out of the [department] there is. . .no coverup. There is no whitewash. If [officers] are doing something wrong, we will straighten it out. We do not just look at the officer's actions. We also try to see if a policy may be involved. . . .If we have a bad policy, we change it.

Chief Bradshaw said that following the Reno department's investigation of a complaint, a letter is sent to every complainant describing in general terms the department's findings.⁴⁹ Lieutenant Lucia told Commission staff that "the internal affairs process is lengthy and we only communicate to a citizen complain[an]t after the investigative process in the form of a letter with the general outline of the Department's action."⁵⁰ Reverend Cooper told Commission staff that "you cannot get a copy of the report and the [Reno] department will give you a summary only."⁵¹ Mr. Volek noted that officers have certain basic rights as employees, including privacy in personnel matters. The dilemma, city officials and community representatives acknowledged, is balancing the public's right to know with the personnel rights of employees.

Incidents

A major law enforcement incident would be the use of firearms, commonly termed an officer-involved shooting. Justifiable homicide by law enforcement officers in Washoe County did not surface as a complaint. To their credit, the RPD, SPD, and WCSO have few officer-involved shootings or discharge of firearms. According to Dorothy Nash Holmes, district attorney, Washoe County, "the sheriffs have not been involved in a shooting [requiring county investigation] in 10 years."⁵² Undersheriff Coppa reported that sheriff officers were involved in a shooting at Lake Tahoe in February 1991.⁵³ Sheriff Swinney said that the department deals with a vastly different physical environment because although "we oversee a 6,500 square mile area, once you leave the Reno/Sparks metropolitan area, the remaining cities are small" and the "perceived danger to an officer in the field is there but not nearly to the same degree as in an urban setting."⁵⁴ According to Undersheriff Coppa, no sheriff officer has been shot and killed in the line of duty since the 1940s or 1950s.

RPD maintains information on accidental and deliberate/intentional use of firearms. From January 1, 1985, through March 6, 1991, there were 12 accidental and 12 deliberate/intentional firearm discharges by RPD officers.⁵⁵ According to Officer Tygard, the department investigates all shootings with interviews conducted by internal affairs and a shooting review board. The discharged weapons are taken from the officers for analysis by the WCSO Forensic Laboratory.⁵⁶ In 1979 an RPD officer from the Narcotics Detail was killed in the line of duty.⁵⁷

49 Bradshaw interview.

50 Lucia interview.

51 Cooper interview.

52 Holmes interview. Ms. Holmes also noted that the district attorney's office reviews the internal affairs decisions if there has been an officer-involved shooting. Since her tenure began on Jan. 1, 1991 (through Apr. 23, 1991, the date of this interview) there has been one officer-involved shooting.

53 Undersheriff Daniel G. Coppa, WCSO, telephone interview, Jan. 14, 1992. A suspect was shot twice and wounded and the incident was reviewed by the Shooting Review Board, a standing unit of the sheriff's office, and also by the Washoe County District Attorney's office. The weapons discharge was found to be in conformance with departmental policy and the officer was exonerated. In another incident, there was an accidental discharge by a sheriff during a chase that resulted in a self-inflicted injury. The officer was mandated to take additional training.

54 Sheriff Office interview.

55 Tygard interview. There were two accidental and no deliberate/intentional shootings in 1985; one and none in 1986; one and one in 1987; none and two in 1988; three and four in 1989; five and five in 1990; and none for both categories in the period Jan. 1-Mar. 6, 1991.

56 Tygard interview. Forensic investigations are employed in legal and medical proceedings to ascertain potential criminal culpability. Officer Tygard also noted that if the discharge was in a criminal pursuit or apprehension, this investigation would have priority. After the

Shootings initiated by SPD officers were negligible. From January 1, 1983, to November 26, 1991, there has been only one deliberate weapons discharge by an officer of the SPD and that occurred in 1990 and one accidental weapons discharge sometime in the 1970s.⁵⁸ According to Captain Zamboni, no SPD officer has been killed in the line of duty in over 20 years. SPD follows a procedure similar to RPD to investigate discharges of weapons.

During the course of staff investigations, various community representatives alleged that law enforcement officers abused their discretionary authority and utilized verbal and physical abuse or excessive force when questioning minorities who had been detained. Lois Duran, representative, VISTA Gang Prevention, The Children's Cabinet, Inc., a social services agency, said:

[Around December 10, 1990], I had gone to a house to visit a student. RPD officers had shown up to act upon a complaint they had received. The police were screaming at the kids, calling them beavers, pieces of [crap], etc. The police kept threatening one kid that they would take him to jail. When the kid asked, "What for?" the officer said, "I'll tell you what for." The kid alleged harassment and the officer handcuffed him. He was later released without being taken in.⁵⁹

According to a witness at the incident, neither officer could provide a card immediately, and one officer took a half-hour to track one down in his patrol car. The other one never did provide his card. Another community member alleged that the officers are bigoted and heavyhanded. Ms. Duran added that the chief appears to want to assist the community, but street officers appear to be ignoring his directives regarding harassment. Ms. Flores said that many of the officers out there are really trying hard,

but there are some who are still not aware of what they are doing.

Victor Alegria, community outreach counselor, Washoe County Probation Department, has heard from Hispanic residents that the RPD does not allow any conversation to clarify situations. According to Mr. Alegria, a recent crackdown on gangs by the RPD caused a lot of problems because "Hispanic-looking" individuals were stopped, questioned, photographed, and told if they did not allow the photo to be taken they would go to jail. Ms. Flores added that one of her agency's clients was stopped crossing the street because he was dressed in black and then released. Mr. Alegria noted that he was not aware of any complaints about the SPD or county sheriffs.⁶⁰ Mr. Moon told Commission staff that he has "not heard any complaints about the WCSO and has only heard of a couple of incidents involving the SPD alleging unjustified detainment."⁶¹

Otto Kelly, community outreach counselor for the Washoe County Juvenile Probation Department, said that juveniles have alleged racial harassment and that officers stop them and say, "What gang are you from?" implying that if you are black or Hispanic you must be in a gang.⁶² Representatives of Washoe Legal Services stated that the majority of teenagers complain that congregations of youth are viewed by police as criminal activity and officers see guilt by association with youth.⁶³

Mr. Afoa added, "I think whenever a police patrol car drives by and sees maybe four or five Tongan or Samoan kids walking along together or standing at a corner, the cops say they belong to a gang."

Mr. Kelly noted that one kid asked him, "Who's here to protect us from them?" Reverend Cooper suggested that "if the police arrest someone and something physical happens, that is excessive force."⁶⁴ Mr. Newsome observed that when the com-

forensics are completed, the district attorney submits a written report to the investigating office for potential criminal aspects.

57 Tygard interview; Kirkland letter. The RPD now participates in a consolidated narcotics unit.

58 Captain Tony Zamboni, Office of the Chief, SPD, telephone interview, Nov. 26, 1991.

59 Lois Duran, VISTA Gang Prevention, The Children's Cabinet, Inc., interview, Dec. 12, 1990.

60 Victor Alegria, community outreach counselor, Washoe County Probation Department, interview, Dec. 12, 1990.

61 William Moon, president, Reno/Sparks branch, National Association for the Advancement of Colored People (NAACP), interview, Mar. 5, 1991 (hereafter cited as Moon interview).

62 Otto Kelly, community outreach counselor, Washoe County Juvenile Probation Department, interview, Jan. 17, 1991.

63 Ernest K. Nielsen, executive director, Washoe Legal Services (WLS) and Frances M. Doherty, staff attorney, WLS, interview, Jan. 18, 1991.

munity deals with individual officers, some handle situations better than others and some abuse their power at times.⁶⁵

Ms. Gonzalez said:

We had two young male trainees going home from class at about 10 o'clock at night. They worked the graveyard shift at Bally's, so one went to get his car and the other kept walking. The one driving picked up the one still walking and all of a sudden there is a police car following them. They get to the parking lot at Bally's and there are 10 police cars there. The two are thrown onto the concrete, bruised, beaten, kicked in the head. They asked, "What did we do? What is going on?" The officers say, "Just shut up" and beat them. They were never told what happened, why they were stopped, why they were beaten.

Afterward, the police officers told the media they were stopped because there was a car reported in the area similar to his that had been involved in a killing.

She added that although the internal police investigation is ongoing, since these two were going through the legalization process to become citizens, they decided not to pursue a complaint. Ms. Flores stated that "18,000 statewide will be granted legalization⁶⁶ status and 5,000 of those are in Washoe County."⁶⁷ The community suggests that many of these applicants have also been reluctant to file complaints about law enforcement practices because of their fear of reprisal that would affect their status.

Herbrigo Torres, editor of *La Voz De los Hispanos*, a Spanish-language newspaper, said he was arrested the day before Cinco de Mayo.⁶⁸ He alleged that he was one of three employees working late to get the paper out for the next day and as the other two were exiting, the building alarm went off. He came down from the third floor office to find police

officers already there abusing the two. He intervened and they arrested him. The officers spoke only English.

Both Ms. Gonzalez and Ms. Flores believe that undocumented workers in the area do not report incidents because they fear potential negative consequences for themselves. The community perception is that the police departments will involve the U.S. Immigration and Naturalization Service (INS) and the complainant may be held for deportation. Whether intended or not, actions of individual officers add to the perception. Raguel Segura, translator, said that officers often ask Latinos if they have their immigration papers. Several community members interviewed by Commission staff and others appearing before the Advisory Committee alleged that they had been stopped by officers and asked for their green cards.

Chief Bradshaw replied that asking for immigration papers was not a common practice nor an official policy. Although the practice is not condoned by the chief and command staff, community members alleged it still takes place on the street.

During the period January 1 through March 5, 1991, the National Association for the Advancement of Colored People (NAACP) logged 15 complaints against the police.⁶⁹ Mr. Moon offered examples from this list:

A black was running on the track at the university [UNR] and three officers came by and stopped him. Two officers saw no need to detain him, but the remaining officer pushed him up against a fence for no reason.

A Hispanic woman was out jogging and was approached by an officer and harassed and insulted.

64 Cooper interview.

65 Newsome interview.

66 The Immigration Reform and Control Act of 1986 (IRCA) provided amnesty for two classes of undocumented aliens: those who had resided in the United States continuously since Jan. 1, 1982, and applied no later than May 4, 1988; and, agricultural workers who established that they performed seasonal agricultural services in the U.S. for at least 90 days during the 12-month period ending May 1, 1986, who applied for amnesty no later than Nov. 30, 1988. Pub.L. No. 99-603, 100 Stat. 3359; 8 U.S.C. §1255a(a)(2)(A)(1988); 8 U.S.C. §1255a(a)(1)(A)1988; 8 U.S.C. §1160(a)(1)(B)(1988).

67 Rosemary Flores, executive director, Nevada Hispanic Services, Inc., Reno, Nev., interview, Sept. 12, 1990 (hereafter cited as Flores 1990 interview).

68 Cinco de Mayo or the 5th of May is a Mexican holiday celebrating the victory of the Mexican army at Puebla over the French troops then occupying the country.

69 Moon interview.

A young person said that he was in a club and the security there wanted him out. The police were telephoned, he was forcefully ejected, thrown to the ground and the officers used insulting language.

Mr. Moon said that the vast majority of cases alleging the use of excessive and deadly force in the city of Reno involve blacks and other ethnic minorities:

our youth have been stopped for curfew violations. When there are blacks and others together, the blacks are usually singled out, stopping groups and harassing young people when they are seen in groups. When there are defective lights broken or problems in some other ways with their cars, they are usually pulled aside and harassed in some way.

He saw no effort by the RPD's internal affairs unit to encourage complaints.⁷⁰ Some community representatives alleged that access to the internal affairs system is denied because there is no complaint form that a citizen can conveniently pick up, complete, and return to the departments or sheriff's office. NERCC representatives suggested that citizen complaint forms should be available at locations other than the police or sheriff stations.

Ms. Gonzalez said many of her clients still fear going to the police department to make a formal report. She has not been able to get anyone to write a statement and have it notarized. Shirley J. Shaw, a resident of the Reno-Sparks Indian Colony, in response to a question regarding filing a formal complaint, said:

[P]eople are intimidated. We have a lot of complaints even within our [tribal police] department. When we have had problems, the majority of complaints have gone to file 13. So there is that lack of confidence in the system, so they will not [file complaints.]

According to Lt. Wayne Lucia, internal affairs, RPD, the unit handles about 162 external and internal complaints a year with 20 percent from the pub-

lic and the remainder filed by supervisors or other officers.⁷¹

At SPD, the watch commander receives complaints and passes them up the chain of command to the administrative commander. According to Chief Coxe, complaints are assigned to a lieutenant for investigation. This involves filing a complaint within the SPD building, although, "the SPD has, on more than one occasion, sent personnel out to the person's home or place of employment to take their complaint and initiate an investigation."⁷²

The office of the sheriff's internal affairs coordinator is also located in the department's administrative building.

Prior to and during the period of the Advisory Committee's investigation, the internal affairs unit for RPD was located within the department's administrative building. Community representatives alleged that locating internal affairs or the complaint unit within the law enforcement department's building discourages the filing of complaints.

Lieutenant Lucia added:

Internal affairs needs to be out of this building, and we need a 24-hour call service for appointment requests at mutual convenient times. It is not good to have any barriers real or imagined. A department wants internal affairs outside of a police building because of the perceived problem of retribution and the perception carries over to civil liability aspects. You do not want any barrier to leveling complaints. Moving internal affairs out of the RPD building is a question of money. If we had the money, we would be out of here and we are planning on it.

Chief Bradshaw agreed with the need to have internal affairs in a separate location, and in May 1991 acknowledged that budget considerations might delay the department's plan to do so. Despite budget pressures, the unit was moved in December 1991 to a private building that also houses the RPD's training and quality assurance units.

70 Ibid.

71 Lt. Wayne Lucia, internal affairs, RPD, interview, Mar. 5, 1991 (hereafter cited as Lucia interview). At the time of the interview, Lt. Lucia had been with the RPD for 26 years with the last 5 years in internal affairs. Lt. Lucia planned to retire in August 1991.

72 George Coxe, Chief, SPD, letter to Margo Piscevich, Chairperson, Nevada Advisory Committee, USCCR, Dec. 17, 1991 (hereafter cited as Coxe review letter). Chief Coxe added that he "would be surprised if other law enforcement agencies did not do the same [procedure of sending officers]."

Although not part of the formal internal affairs complaint process, the city attorney's office for Reno does receive complaints about police officers. According to Mr. Volek, the city attorney takes a fairly proactive position with regard to information regarding criticism of police action and refers complaints to the responsible commander or internal affairs. To his knowledge, those complaints have been consistently followed up. He added:

It has been my experience that the internal affairs process within the police department is rather effective and reliable. Ultimately, the decision regarding punishment lies with the chief. There are certain basic principles that should be followed which are referred to as horizontal and vertical consistency, i.e., you punish like acts in the same way and you punish on a progressive basis.

Mayor Sferazza believed the city of Reno should develop a uniform discipline code.

Uniform Discipline Code

Mayor Sferazza said:

One of the chief complaints I get is that different people are treated differently, depending on what the alleged act is they commit. I think that creates a public morale problem and also a morale problem in the police department.

He added, when an officer commits an act, that one officer may receive a lesser punishment than another officer, or a person higher up in the chain might receive a different treatment than someone lower in the chain. Mayor Sferazza believes discipline to be fairly arbitrary and totally discretionary with the chief, adding, "I think we should have a uniform discipline policy that has specific sanctions for specific offenses."

Officer Shipley said the officers are concerned when they see a disparity in the treatment of supervisors within the department, and alleged that "complaints against supervisors have gone uninvestigated."

Patricia Lynch, city attorney of Reno, noted that the discipline that is given is consistent. Mr. Volek added, "If the guidelines are too stringently drawn, what will be lost in the process is the ability to adjust the discipline to fit the circumstances."

Professor Peak believed that policy and procedure manuals provided the standards that need to be followed, but did not know to what extent the RPD's

manual covered behavior and sanctions. Mr. Volek reported, "In the department's General Orders Manual there is . . . a general order on discipline and it lists the permitted discipline in progressive order. It does not specify what will be used as to what crime."

Mayor Sferazza thought that people should be treated equally within the police department. Professor Peak saw a benefit in being more precise regarding what would happen given a particular type of behavior. Deputy Chief Jackson believed that the department policies are in concert with the courts, and added:

I think there should be guidelines as to how we deliver punishment. There are the statutes for the courts. It gives you a guideline [with] which you can work and I have no problem with that.

According to the mayor, the city attorney had advised that a uniform discipline policy could not be instituted because it was not within the discretion of the council and it would have to be part of labor negotiations. Mr. Volek noted that he had never rendered that advice, but agreed that consistency of discipline is paramount.

Chief Bradshaw said:

We tried about 7 or 8 years ago to come up with a uniform code and about the time we were putting the final touches on it the ones that were most critical of it were the unions and associations. They were opposed to it.

Officer Shipley reported that the RPPA went to the city council and asked for a review of the disciplinary process: "We were at the forefront. The other unions were concerned about what we wanted, but they didn't have the problems that we had in our department and our concern about disparity in the treatment of officers."

Mr. Volek added that he would be reluctant to tie a schedule of discipline to a labor contract because of the impact this action would have on the relationship between a chief and individual officers.

Mayor Sferazza noted that people are terminated in the city for different reasons all the time and he believes that should be laid out in law, in ordinance, and in writing so that people know their rights and the policies. He added that there is no list of sanctions that say if you do these things, you will receive this punishment. Chief Bradshaw added:

I think you have to take each case individually. You have to treat each situation within some parameters of progressive discipline. You have to treat them as individual cases. I tend to believe I weigh the evidence very closely and I scrutinize it very closely before I make a decision. The idea of discipline is to keep that behavior from repeating itself. That is why we do this.

Mr. Volek agreed, adding that he was leery of a formal matrix of discipline because it fails to take into account the individual circumstances that may apply to a given set of facts, and may curtail the latitude that allows a chief to be consistent. Ms. Lynch said that the city attorney's office also operates as a check on the chief because "we are the people who go in front of the arbitrator or the civil service commission" and at an earlier step would have said, "this is not appropriate."

The community was concerned about those officers who repeatedly receive complaints that require discipline. The NERCC believes the departments should maintain a progressive discipline file to monitor and analyze the complaint record of such officers. They believe an internal system would alert command staff of an officer's continued misconduct and allow the opportunity for retraining and/or counseling in addition to the present disciplinary options.

Civilian Review Board

Community representatives were under the impression that there is a State prohibition on the establishment of police review boards in Nevada. Reverend Richardson told the Advisory Committee, "there is a ban that prohibits police review boards from being established in the State of Nevada." Dennis Neilander, senior research analyst, Research Division, Legislative Counsel Bureau, State of Nevada, "was unable to locate any Nevada laws that prohibit peace officer review boards."⁷³ Despite the lack of a

law specifically banning police review boards, the communities' impression is correct and Nevada municipalities cannot establish them. Mr. Neilander wrote:

According to the Legal Division of the Legislative Counsel Bureau, it is questionable whether localities have the authority to establish such boards without specific statutory authority since the localities are creatures of statute and the Legislature has not specifically granted them authority to establish such boards.⁷⁴

Assembly Bill 306 of the 1991 session would have specifically granted such authority, but the bill was not enacted by the legislature.⁷⁵ According to a community spokesperson, all proposed legislation dealing with this issue died during the session. As a consequence, if a municipality wanted to create a civilian review board, it could not do so. Mr. Volek said that "there is no authority [at present] for the creation of such a panel simply by ordinance or by the city council," adding:

there are a number of statutory provisions governing employee relations and rights of peace officers in this State that would have to be addressed by the legislature [prior to the consideration and implementation of such boards].

Despite the obstacles, some community spokespersons alleged that such a review board is necessary. Mr. Moon noted that police officers possess awesome powers, including preserving the peace through force, and these powers must be subject to constant scrutiny. He is an advocate of a citizens advisory group that would force better communications between the police and the general community; review current police programs, policies, and procedures; and offer advice or suggestions for modification. He alleged that a civilian review board would not be subject to whatever controls appear to work on internal affairs.⁷⁶

⁷³ Dennis Neilander, senior research analyst, Legislative Counsel Bureau, State of Nevada, Carson, City, Nev., letter to Thomas V. Pilla, WRO, USCCR, Dec. 27, 1991 (hereafter cited as Neilander letter).

⁷⁴ Neilander letter.

⁷⁵ Neilander letter.

In the 1991 session three bills were introduced to deal with law enforcement issues. Assembly Bill 306 (Feb. 6, 1991) would authorize the governing body of a local government to establish a review board to advise it on issues concerning peace officers; Senate Bill 215 (Jan. 29, 1991) would mandate that the State attorney general investigate if the person suspected of causing the death of another is a peace officer; and, Assembly Bill 223 (Jan. 24, 1991) provided for the reclassification of peace officers and would limit or remove the authority of certain persons to exercise the powers of a peace officer. All three bills died for lack of action.

Reverend Richardson believed that a police review board is needed "when the community has no assurance that their concerns are being properly addressed or that they are receiving truthful information in terms of discipline." He suggested that the community has "an inherent distrust of the [present] system," adding:

Currently, if a charge is made against an officer, he is investigated and you have to basically take the word of the investigating officer or internal affairs or the chief that there was no evidence to warrant certain discipline actions because by law or whatever that information is not public.

Ms. Gonzalez thought a community review board would be a good idea, but not in the standard way that works with only one segment of the community. She did not elaborate on this, but the Advisory Committee believes she was suggesting that the area's spanish-speaking residents be included in any process that attempts to establish a community review board.

Mayor Sferazza, in keeping with his concern for uniformity, does not favor a review board specifically set up for police. Mr. Volek told staff that if there is a legitimate internal affairs unit, it is more effective at getting information.⁷⁷

Officer Tygard reported that from January 1 through March 6, 1991, ADIs included five accidents, four conduct, three failure to appear in court, two procedure, and one policy. Of the citizen complaints received for the same period, five were filed from south command, three from northeast, and two from central.⁷⁸ Reverend Cooper said "the internal affairs investigation is not worth the paper it is written on."⁷⁹

Officer Shipley said:

there is a process within the department that does work. [The officers] sometimes do not like what occurs from it, but to have public input into how they function they are afraid in the sense that the public does not understand what police do.

He added that prior to his tenure with the force, which began in 1978, the city did have a civilian review board which "did not process very well." The RPPA has not officially or publicly taken a position on citizen review boards because it has not been raised as an issue. The RPPA, according to Officer Shipley, has discussed having some kind of peer review board for disciplinary matters, but nothing has been done with that issue. Sergeant Stephen G. Turner, president, Reno Police Supervisory and Administrative Employees Association (RPSAE), told Commission staff that officers would be opposed to a civilian review board because a lot of negative feelings remain about the way it was run in the 1970s.⁸⁰ If such a board maintained a sense of fairness, it might work, he said. The RPSAEA has not polled its members on this issue.

Mr. Volek noted that law enforcement people believe:

that [civilian review board] investigations are not as thoroughly applied and the punishment is not as rigidly imposed as it is in the case for the internal affairs process. Internal affairs is viewed as being much more critical of conduct because [they] and chiefs believe they know better than civilian review boards whether the officer's conduct is acceptable. There is a lot of criticism of civilian review boards for diluting the executive authority of a chief of police.

Professor Brand said he did not believe in civilian review boards because, "basically they have no authority. I would rather see it handled through the city through a review method. I do not know of any examples where a civilian review board has really done anything to help."

Councilwoman Smith thought the city should "review the possibility of having a citizen committee that oversees the police department" because she believes it "works with other departments in the city" and there is some room for improvement.

76 Moon interview.

77 Patricia Lynch, city attorney, and Stephen F. Volek, deputy city attorney, City of Reno, interview, Mar. 6, 1991.

78 Tygard interview.

79 Cooper interview.

80 Sgt. Stephen G. Turner, president, RPSAEA, interview, Mar. 8, 1991.

Mr. Volek added that it is not impossible to have a civilian review board, although in his experience he has never seen one that works well nor did he “know of one that has ever lived up to its proponents’ expectations.”

Chief Bradshaw took a very strong stand in opposition to citizen review boards:

not because I necessarily disbelieve in [them], but I believe what [they] are there to do is my responsibility as the chief executive officer of that police department. [You should] hold me accountable for the actions of my personnel. If I am not doing the job, find somebody else that can, who is

willing to and will hold those people accountable. Review boards [are] a cop-out.

Sheriff Swinney believes that a civilian review board is a mistake because civilian input needs to be on the front end where departments talk about philosophy, practices, goals, and objectives of the agency and the delivery of service. He agreed that it is the sheriff’s or chief’s responsibility, “and if he is not doing it, then bring him or her to task, [do not] set up a review board that is going to take 6 months to a year to decide what was decided in the field in less than a second.”

IV. Conclusion

Although the major portion of the Advisory Committee's inquiry on police-community relations in Washoe County focused on the Reno Police Department (RPD), efforts of the Sparks Police Department (SPD) and Washoe County Sheriff's Office (WCSO) were included to present an overall assessment of such relations. Although the nature of police-community relations will never lend itself to 100 percent contentment, efforts can be undertaken by communities and law enforcement to achieve the ideal. The three major law enforcement departments in Washoe County have embarked on programs to provide enlightened policing and they should be commended for these efforts.

Because the nature of its law enforcement involvement includes patrolling a large geographic territory, search and rescue, court and jail functions, the sheriff's department has a mainly positive image in the community. Since its chief executive is subject to approval by the electorate, there is a method to protest overzealousness and abuse of authority. The present incumbent agrees that a progressive approach to law enforcement is the best technique.

Although past practices of the SPD have been viewed critically, under its present leadership it has developed programs to include the community, increased training provided its officers, and initiated efforts to enhance its community image. The department's chief executive sees the benefit in a progressive approach to law enforcement and he should be given the opportunity to implement programs that demonstrate such change. The Advisory Committee will periodically monitor the SPD to review whether this progressive approach translates to improved community relations.

The RPD has set a high standard for enhanced community participation in law enforcement. The department has a progressive theoretical model (COP+) in place to deal with community relations. It is a laudatory program and the Advisory Committee is impressed with its precepts and implementation. The command structure believes in the viability of the program, although open for debate is whether the line officers adhere to its precepts. For the most part officers believe in its theoretical approach, but

question its practicality in all instances on the street. Some officers view the program as a public relations approach without any validity to their day to day operation, while others have seen the benefit of being in partnership with the community. The community has seen an improvement in the overall accessibility of the department and its reaction to concerns. Individual acts of officers remain of concern.

Although the Advisory Committee is not in a position to enter the debate between RPD command structure and line officers, it believes community spokespersons who see the COP+ program as a progressive approach to law enforcement which has enhanced citizen participation. RPD is to be commended for this progressive, proactive approach. The department's use of quality assurance surveys to obtain data on delivery of service and as a planning guide is innovative and should be followed by other law enforcement departments around the Nation. In fact, the Advisory Committee hopes this report will highlight the success of the RPD's COP+ program and provide a model for those communities seeking improved police-community relations.

The Advisory Committee is fearful that budget considerations may negatively affect the programs that enhance RPD's community-oriented style and encourages city officials to propose creative methods to maintain department financing.

The majority of the Advisory Committee does not believe that a civilian review board is necessary for Reno at this time. However, it does believe that citizens should have the option of creating such a board if circumstances and situations dictate and the State legislature should consider extending local governments jurisdiction to create such boards.

As the number of ADIs indicate, the RPD has done a good job of "policing itself." In this time of financial constraint, the creation of a board to oversee police actions cannot be justified and such funding might reduce the resources of the community-oriented policing programs in place. It also does not appear that either the SPD or WCSO require the oversight of a civilian review board at this time. Improved communication of investigative findings would assist the community in understanding the in-

ternal affairs process and negate the need for a civilian review board.

The Advisory Committee found a progressive, nonstress approach to training within an academic setting that encourages further education and study on the part of the recruits and academy graduates. The three jurisdictions are to be commended for their support of this training for law enforcement officers. The dropout rate from this environment was found to be negligible and insignificant. Improvement should be made in the recruitment of minorities and women for academy training.

Although the Reno Police Department has set out on a forward-looking course for police-community relations, and the SPD and WCSO department executives are in agreement regarding the value of positive community relations, problems remain. Whether there can ever be 100 percent contentment in police-community relations is an unknown. The RPD, SPD, and WCSO are, for now, making the attempt and appear to be more successful than most other departments.

The Advisory Committee offers findings and recommendations¹ that it hopes will add to the progressive nature of the law enforcement entities it studied.

¹ Section 703.2(c) of the Commission's regulations empower an Advisory Committee to initiate and forward advice and recommendations to the Commission upon matters that the State Advisory Committee has studied.

V. Findings and Recommendations

Finding Number 1: Affirmative Action, Reserve Officer Programs, and Testing

Although the three jurisdictions have increased the number of minorities and women, the Advisory Committee believes more can be done to recruit and train such employees for careers in law enforcement. The Reno Police Department's (RPD) use of a career path for transitional hiring of reserve officers is an excellent idea for increasing the numbers of minorities and women and should be considered by the Sparks Police Department (SPD) and the Washoe County Sheriff's Office (WCSO). The number of minorities and women in the current reserve programs for all three jurisdictions was found to be low and needs to improve.

The testing procedures appear to be a stumbling block for many potential academy candidates and a review of their appropriateness and applicability should be undertaken. The Advisory Committee agrees with the Hughes, Heiss and Associates suggestion that the RPD conduct workshops on how to handle the oral and written examination phases and believes the SPD and WCSO can also benefit from this approach.

The city of Reno's affirmative action plan has not been updated since 1989. The Advisory Committee finds the reluctance of the council of the city of Sparks to approve its affirmative action plan to be irresponsible and efforts should be made to encourage their adoption of the latest revision.

Recommendation Number 1

The Advisory Committee recommends that the three jurisdictions expand their reserve officer programs and increase the numbers of minorities and women in these programs. In addition, the SPD and WCSO should petition their respective elected officials to add the reserve programs to their career path for sworn officers. It is further recommended that all three jurisdictions institute a pretesting workshop for potential recruits.

The Advisory Committee recommends that civil service written test materials be reviewed for test validity and reliability and that updated job analyses be conducted for all entry level positions.

It is further recommended that the city of Reno's affirmative action plan be revised to comply with the Civil Rights Act of 1991 and the Americans with Disabilities Act to ensure the participation of all the city's citizens. The city of Sparks should approve its affirmative action plan.

Finding Number 2: Bilingual Concerns and Needs

Population statistics and observations of city officials indicate that the Hispanic community of Washoe County is expanding and the majority of this community maintains Spanish as its language of choice. Although members of this community may be involved in learning English, the three jurisdictions must increase the number of officers who speak Spanish through either incentive programs for its present officers and/or the hiring of additional bilingual officers. Although the Advisory Committee is aware of the budget situation affecting the cities and county, the ability of officers to communicate with a growing segment of the population requires that action be taken to ensure the safety of citizens and employees.

Recommendation Number 2

The Advisory Committee recommends that all three jurisdictions offer a bilingual salary incentive to its present sworn and nonsworn staff.

It further recommends that efforts to recruit bilingual staff be expanded through workshops, mini-academics, or other efforts that the departments deem of value.

Finding Number 3: Internal Affairs and the Complaint Process

Although the three jurisdictions have internal affairs systems, the community does not believe that their complaints receive proper investigation. Most community representatives resent having to enter the

administrative building of the departments to lodge a complaint. Access to forms to submit complaints was found to be a problem faced by the community. It is understood that this is an internal system with personnel protections for any officer charged with a transgression. Since its May 9 forum, the Advisory Committee has been apprised that the RPD has taken the step of moving internal affairs. The general letter forwarded to a complainant outlining the actions of internal affairs is found to be wanting and should be reevaluated. A change, in conformance with personnel/employee privacy, is warranted.

Recommendation Number 3

The Advisory Committee believes that the present internal affairs system, including reporting investigation results to a complainant, should be overhauled. The departments can increase access to internal affairs by removing the coordinator or internal affairs unit from their administrative buildings and providing complaint forms at various municipal locations. It recommends that SPD and WCSO join the RPD in removing the internal affairs unit from their administrative buildings and placing it in a private building or city hall for the SPD and a county or private building for the WCSO. The hiring of a civilian employee for the unit is also encouraged. It is also suggested that a single law enforcement complaint form for all three departments be developed and made available at strategic locations throughout the county.

The Advisory Committee further recommends that the letter to complainants go beyond a brief outline while maintaining employee confidentiality and privacy. It is left to the three jurisdictions to resolve how best to accomplish this task.

Finding Number 4: Refinement of Community-Oriented Policing Plus

Although the RPD is to be commended for its community-oriented policing model which includes neighborhood advisory groups and quality assurance surveys, the Advisory Committee found some officer dissatisfaction with the program's development and implementation. Community members noted that attendance of officers at the neighborhood advisory group meetings appeared to mirror this dissatisfaction. Ensuring that police officer participation at neighborhood advisory group meetings is earnest is difficult to prescribe.

The Advisory Committee realizes that COP+ is not a stagnant model and may need adjustments and refinements through time. The police officers who are practicing the philosophy on the street are in a position to offer suggestions and criticisms on what is working and not working. Their active participation in ongoing refinement may ensure earnest and valid involvement at NAGs and overall satisfaction with COP+.

Recommendation Number 4

The Advisory Committee recommends that the RPD maintain and expand its COP+ model and share its quantitative and qualitative results with the SPD and WCSO so they may incorporate the successful elements in their own policing.

The Advisory Committee recommends that, as part of the continued growth of this model, the RPD consider the formation of Police Officer Round Tables (PORT) to encourage the active participation of its officers in the expansion, refinement, and ongoing development of the COP+ philosophy. A PORT should include representatives of the command structure, line officers, and nonsworn staff and be viewed as an opportunity for departmental input.



Appendix A

RENO POLICE DEPARTMENT

P. O. Box 1900
Reno, NV 89505
(702) 334-2100

Richard C. Kirkland, Chief of Police

'Your Police, Our Community'

January 10, 1992

Mr. Thomas V. Pilla
Civil Rights Analyst
U. S. Commission on Civil Rights
Western Regional Division
3660 Wilshire Boulevard, Suite 810
Los Angeles, California 90010

Dear Mr. Pilla:

Enclosed please find the Reno Police Department's comments on the draft of the Nevada Advisory Committee's report on police community relations in Washoe County. We would like to thank you and the Advisory Committee for the opportunity to comment on the report and the extension of time to make those comments.

The executive staff of the department has reviewed the report and made individual comments. Those comments were collected and are presented here for your review and action as you deem appropriate.

Since the Advisory Committee held its hearing in Reno on May 9, 1991, there have been a number of changes at the Reno Police Department. Chief Robert V. Bradshaw retired June 15, 1991. I was named as Chief to fill that vacancy. With the current economic downturn being experienced nationwide, Reno did not escape its impact. Despite the predictions of a reduction in service caused by declining revenue, the Department has been able to maintain its service levels and in some cases, increase its service to the community. Service level maintenance was accomplished in part through a reorganization of the department. That reorganization involved the reassignment of officers in support positions to field duties to offset the loss of 42 employees.

Through the imagination of staff and support from the community, we remain pro-active in community relations. Actions taken after the May 9 hearing are

Mr. Thomas V. Pilla
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listed and briefly explained in the attached document titled "POST 1991 U.S.A. COMMISSION ON CIVIL RIGHTS HEARINGS ACTIONS" with appropriate attachments.

Clarifications and clerical corrections can be found in the attached document titled "CLARIFICATIONS AND CORRECTIONS DRAFT REPORT U. S. A. COMMISSION ON CIVIL RIGHTS". Should you have any questions or require additional information, please call me directly or any member of the Department's staff.

Our review of the report indicates an accurate and very well written portrayal of the police department as it existed during your review. If you can incorporate our changes as submitted, we believe that it will present the Department as it exists.

Once again, thank you for your cooperation and efforts on behalf of our community.

Sincerely,

A handwritten signature in black ink, appearing to read "Richard C. Kirkland". The signature is fluid and cursive, with a large initial "R" and "C".

Richard C. Kirkland
Chief of Police

POST 1991 U.S.A. COMMISSION ON CIVIL RIGHTS HEARINGS ACTIONS

*** FORMATION OF HISPANIC NAG**

Hispanic NAG is a open forum advisory group established for the Hispanic Community similar to other citizen advisory groups in the City. This forum allows for a free interchange and discussion of problems and concerns.

*** FORMATION OF CHIEF'S HISPANIC COUNCIL**

The Chief's Hispanic Council is comprised of leaders in the Hispanic community who act as advisors to the Chief on policy issues concerning the Hispanic Community. At times, they may identify issues to be presented to the larger, more participative Hispanic NAG.

*** FORMATION OF TONGAN NAG**

The Tongan NAG is similar to the Hispanic NAG above for the Tongan Community.

*** CHIEF'S INTERNAL MINORITY AFFAIRS ADVISORY BOARD**

The Chief has established a board of officers of color and gender to act as advisors on internal minority and women's issues.

*** COMMUNITY ACTION TEAM TRAINING FOR DEALING WITH EMERGING GANG PROBLEM WITH CULTURAL AWARENESS AND EFFORTS TO INCLUDE AND ADVISE PARENTS**

Community Action Teams (CAT Teams) were formed to deal directly with gangs and gang members in those areas of the City that were experiencing increased levels of gang activity. Initial efforts by the CAT teams drew some complaints from the neighborhoods in which they were working or from families of the contacted individuals. After meeting with neighborhood members and family members, cultural sensitivity training was provided with the assistance of the NAACP and the Northeast Advisory Groups. Additionally, practices were altered to include advising parents of youths contacted of the contact and reasons for the contact.

* **CULTURAL SENSITIVITY TRAINING TO ALL OFFICERS IN THE NORTHEAST AREA**

During the meetings for the CAT teams, it was determined that additional training for personnel assigned to the Northeast area of Reno would assist in better relations in the community. The training was provided with the assistance of the NAACP and the Northeast Advisory Groups. This training is now scheduled for all officers.

* **PURCHASE 100 "SPANISH FOR THE PATROL OFFICER" BOOKLETS**

With the increase of the Hispanic population in the City of Reno, our non-Spanish speaking officers have increased requirement to deal with non-English speaking Hispanic citizens. The booklets assist officers to bridge the communications gap.

* **SEVEN OFFICERS SENT TO T.M.C.C. ON DUTY FOR SPANISH CLASSES**

To further the Department's ability to service the Hispanic segment of Reno's population, a pilot program was undertaken whereby seven field officers working the Southeast area were sent, while on duty, to Spanish classes at Truckee Meadows Community College. Three of those officers have continued with additional classes on their own.

* **SENIOR COMMAND OFFICERS ATTEND TWO NATIONAL CONFERENCES ON "POLICING THE MINORITY COMMUNITY". CONFERENCES SPONSORED BY P.E.R.F. AND NOBLE.**

The Commander of the North/Stead/Central Area (Deputy Chief Tom Robinson) and his Administrative Lieutenant (Lieutenant Ondra Berry), attended conferences in Washington D. C. and Chicago, Ill. titled "Unfinished Business: Racial Issues Facing Policing". (Washington D. C.) and "The Colors of Juvenile Justice: Managing Diversity" (Chicago, Ill.)

* **ASSISTING AMERICAN CORRECTIONAL ASSOCIATION AND P.E.R.F. DEVELOP CURRICULUM FOR JUVENILE JUSTICE PRACTITIONERS ON CULTURAL DIFFERENCES.**

Due to the exchange of information at the conferences mentioned above and the programs initiated in the City of Reno, our Departmental representatives were requested to take part in ACA's efforts to develop training curriculum for dealing in culturally diverse populations for Juvenile Justice practitioners.

* **NAACP'S FREEDOM CITATION AWARD PRESENTED TO COMMAND OFFICER**

North/Stead/Central Area Commander, Deputy Chief Tom Robinson and his administrative assistant, Lieutenant Ondra Berry, were presented the NAACP's Freedom Award for their accomplishments in the area of Civil Rights. The awards were presented by the Reno/Sparks Branch #1112 of the NAACP, October 19, 1991 at their annual banquet.

* **INTERNAL AFFAIRS OFFICE MOVED OUT OF POLICE BUILDING**

To avoid the potential of discouraging citizens with complaints to come forward, the Internal Affairs office was moved from the Police Headquarters building to 704 Mill Street. This building houses the Reno Police Department's Training Section, Civilian Work Applicant Section and the offices of the Immigration and Naturalization Service. A second relocation to Idlewild Park is planned for February, 1992.

* **SERGEANT AND LIEUTENANT ASSIGNED TO INTERNAL AFFAIRS**

The staffing level in the Internal Affairs office was increased by permanently assigning a Sergeant and Lieutenant.

* **COMMUNITY SURVEY COMPLETED NOVEMBER, 1991 WITH INCREASED POSITIVE IMAGE OF DEPARTMENT IN COMMUNITY**

Eighth Community Survey completed and published November, 1991. The Department received a good or very good rating from 93% of responses. Gangs was the number one response for crime problems in the City of Reno. (Attachment # 1)

* **GENERAL ORDER PROHIBITING DISCRIMINATION WITHIN DEPARTMENT ADOPTED AND IMPLEMENTED**

An Anti-Discrimination General Order was adopted and included in the Department's Standard Operating Procedure (SOP). The order prohibits arbitrary discrimination based on race, gender, age, ethnic or national origin and religion. (Attachment #2)

* **VIDEO TAPE TRAINING IMPLEMENTED TO SUPPLEMENT POLICY, CULTURAL, AND OTHER COMMUNITY-WIDE ISSUES**

Video taped training programs are being played during roll call to supplement written directives on issues that are sensitive or deal with relations within the community. Senior command officers or subject-matter experts appear on video tape to provide insight and meaning to directives. (Example Attachment #3)

* **40-HOUR PULL-OUT TRAINING SCHEDULED FOR FEBRUARY, 1992 FOR RECERTIFICATION AND COMMUNITY RELATIONS REINFORCEMENT**

Each year sworn personnel of the Department are required to receive training in mandatory areas to maintain certification. This year that training will include community relations and cultural sensitivity training. Once again, we will utilize local minority groups to assist us in preparing and presenting that training.

* **MENTORING OF MINORITY CANDIDATES**

Selected command officers have been identifying minority candidates and mentoring them through the process with the goal of bringing them into the Department as sworn officers. Once in the Department, mentoring will continue with the goal of assisting them to become successful candidates for advancement. It is hoped that this process will place minority candidates at all levels of the department.

* **MINORITY OFFICER ASSIGNED TO INVESTIGATIONS' MISDEMEANOR COMPLAINT OFFICE. MAJORITY OF CRIMES COMMITTED ARE MISDEMEANORS**

While felony crimes are the most violent and dangerous, the largest portion of our population, including minorities, are more often victims of misdemeanor crimes. The assignment of a minority officer to Misdemeanor Complaints is intended to ease apprehension and access to the justice system in these types of cases.

*** TWO STOREFRONT SUBSTATIONS OPENED IN THE COMMUNITY**

One storefront substation is located at Stead, an area of the City that is quite remote from city services. The other storefront substation is located in the Southeast area of the City and is central to a large concentration of Hispanic citizens. At the Southeastern location, a Spanish speaking employee has been assigned.

*** LATCH KEY PROGRAM OPERATED OUT OF THE STEAD STOREFRONT SUBSTATION**

At the Stead storefront substation, the Department operates a "Latch Key" program for young children after school. This program not only provides supervision for young children until their parents arrive home after work, but also involves community youth and police in a positive setting.

*** TWO STOREFRONT SUBSTATIONS PLANNED FOR SEPTEMBER 1992, ONE OF THESE WILL HAVE OFFICE SPACE FOR THE NAACP**

Through the Reno Redevelopment Agency, space will become available for an additional storefront substation in the downtown area. That station will serve local citizens and tourists visiting the downtown area. The second is due to the positive community response to the storefront substations spoken of earlier. Its location will be at Oddie Blvd. and Silverada in the Northeast area of Reno. That area is identified, rightly or wrongly, in Reno, with the Afro-American community. The Reno/Sparks branch of the NAACP will be provided free office space in that substation.

*** "GANG ALTERNATIVE PARTNERSHIP", A CONSORTIUM OF GOVERNMENTAL AND PRIVATE ORGANIZATIONS THAT SERVICE GANG TROUBLED SECTIONS OF THE COMMUNITY**

The Chief of Police and Deputy Chief of Police in charge of Detectives are members of the Board of Directors of GAP. Other members include the District Attorney, members of the Judiciary, Education, Social Services and local business leaders. The purpose of the organization is to identify realistic programs that will provide positive alternatives for area youth to gang membership.

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- * **OPPORTUNITY FAIR SPONSORED BY THE PARTNERSHIP WAS HELD IN THE SOUTHEAST SECTION OF THE COMMUNITY, TARGETING THE HISPANIC POPULATION OF THAT AREA**

GAP, through the Department, hosted a Community Opportunity Fair at the Southeastern storefront substation. A door-to-door canvass was conducted, inviting community members to attend. The target community was the Hispanic population in the Southeast. The Fair had an overwhelming response from the community and future fairs are planned.

- * **THREE ON THREE BASKETBALL TOURNAMENT CONDUCTED FOR LOCAL YOUTHS IN THE NORTHEAST**

Through the Department's PAL program, Northeast youths were invited to participate in a three on three basketball tournament, providing a positive interaction between departmental members and older youth in the Northeast area.

- * **COPS + KIDS PICNIC FOR LOCAL YOUTHS**

This was the third year of the COPS + Kids picnic. This year an estimated 2,500 kids and 30 police officers, including the chief attended. The picnic is a day long event providing hot dogs, ice cream, drinks, entertainment, and fun for the area kids. Cooperation from vendors and other local business provide the refreshments and entertainment. It's a community effort headed by the Department that has been very well received. The kids are always asking when the next one will be.

- * **DEPUTY CHIEF CHOSEN AND PARTICIPATING AS CASE WRITER FOR BUREAU OF JUSTICE THROUGH POLICE EXECUTIVE RESEARCH FORUM ON ALTERNATIVE METHODS OF DEALING WITH GANGS**

Deputy Chief of Police James Weston, Commander Detectives Bureau, has been selected by P.E.R.F. as one of their case writers for its research project for the Bureau of Justice on Alternative Methods of Dealing with Gangs. The firsthand information gained through this project will allow the Department to be proactive in its efforts to deal with emerging gang trends.

* **HANDOUT PAMPHLET IN ENGLISH AND SPANISH, "WHAT TO DO WHEN STOPPED BY THE POLICE"**

With this pamphlet, the Department is attempting to educate the public of what to expect when a police officer stops a citizen who is not accustomed to police contact. The pamphlet's major goal is to heighten understanding and reduce misconceptions. (Attachments #4 and #5)

* **COMMENT/SUGGESTION CARD**

The Department is developing a comment and suggestion form in English and Spanish and will be made available to the community at large in February, 1992. The card is printed with the return address of the Department on its face so that comments can be dropped off or mailed in. The goal is to further open the Department to community input. (Attachment #6)

* **DEPARTMENT TO CO-HOST WITH P.E.R.F. AND N.O.B.L.E. MINORITY POLICING CONFERENCE**

Because of the Department's progressive leading edge practices in servicing the minority community, the Department has been requested by P.E.R.F. and N.O.B.L.E. to co-host a conference on policing the minority community.

