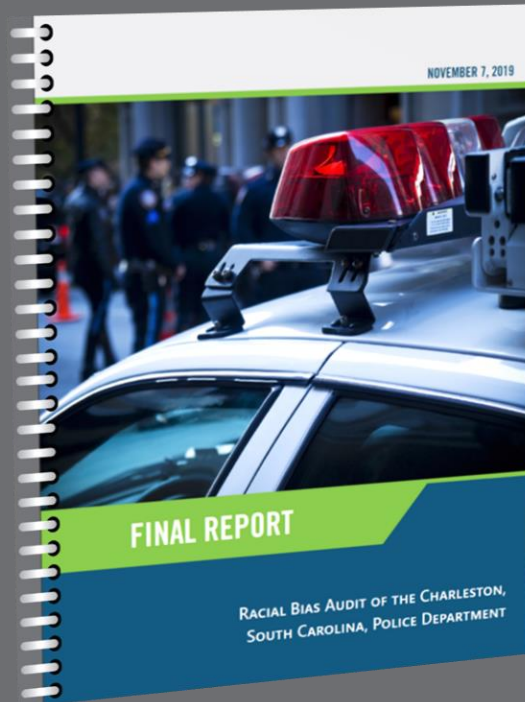


## External Review and Assessment

# Charleston Police Department's Racial Bias Audit Implementation Final Report



Prepared for:

City of Charleston

- Residents
- City Council
- Mayor
- Police Department

November 14, 2023

## Acknowledgments

The External Review and Assessment (ERA) acknowledges Mayor John Tecklenburg, City Council, the City of Charleston, former Chief Luther Reynolds and the Charleston Police Department, the Citizen Police Advisory Council, the Charleston Area Justice Ministry, and members of the Charleston community. The cooperation, assistance and input provided throughout the review process were essential to this assessment.

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Date Issued:  
November 14, 2023

## In Memory: Chief Luther Reynolds



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Following a courageous and lengthy battle with cancer, Chief Reynolds passed away on May 22, 2023. Despite his 2021 diagnosis and aggressive treatment, he continued to lead the Charleston Police Department with dedication and community commitment.

Chief Reynolds was a strong proponent of the Racial Bias Audit. He was determined that this External Review and Assessment be completed and acted upon by the Charleston Police Department.

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# Introduction



## **Executive Summary**

## Scope and Methods

The External Review and Assessment (ERA) team was established in March 2023. Dr. Geoffrey Alpert of the University of South Carolina (USC) was selected as the Principal Investigator, with USC assigned the contract with the City of Charleston. Dr. Kyle McLean was brought in as a subject matter expert. Dr. Robert Kahle of Kahle Strategic Insights (KSI) served as the Local Project Evaluator and Facilitator. Kahle engaged Thuane Fielding to lead the Community Engagement team. Charlton Brownell served as a Research Associate on the team.

This assessment is focused on the implementation of the findings and recommendations of the CNA-published Racial Bias Audit (November 2019) specific to policing in Charleston, South Carolina. Multiple agencies provide law enforcement services in the City of Charleston. This assessment, however, pertains solely to the work and community perceptions of the Charleston Police Department (CPD).

There were 72 recommendations from CNA, and each is reviewed and assessed using multiple methods including document and data review, secondary analysis of CPD's existing data, and qualitative feedback (in both English and Spanish) from residents, including faith-based, community, and business leaders.

## Key Findings

1. **CPD has made a good-faith effort to implement the recommendations** from the 2019 CNA Racial Bias Audit. Fidelity Assessment results show that CPD can clearly document implementing more than three quarters or 54 (80.59%) of the recommendations. An additional 11 (16.41%) are rated as having some documentation and/or independent evidence that the recommendations has been implemented but require additional or ongoing work. There is insufficient supporting documentation for two recommendations (2.98%). (Originally CNA made 72 recommendations. One was cancelled by CNA; three others were found to be unfeasible by CPD and the ERA Team; and one is the current assessment, resulting in 67 recommendations assessed.)
2. **CPD has improved its data collection and analysis capabilities dramatically since 2019.** A key theme from 2019 CNA Audit was a focus on CPD developing data collection and data analysis processes and capabilities. This improvement allows CPD to build strategies and operations based on solid evidence. It also enables more reliable, detailed, and insightful analysis of racial disparities, especially in regard to Motor Vehicle Stops and Use of Force compared to the 2019 CNA Audit.
3. **Community-Oriented Policing has become a central part of the operations of CPD.** The approach permeates nearly all dimensions of the Department, not just the Community-Oriented Policing Division. The Fidelity Assessment and Community Engagement results show recognition of this cultural shift both within the department as well from some external stakeholders' perspectives.
4. **Perceptions of CPD moving in the right direction or being off-track vary widely in the community,** with some at either end of the scale and most in the middle. Many of the responses in the middle reflect a more nuanced assessment of satisfaction with CPD, including some strongly held positions both positive and negative.
5. **There is dissatisfaction in the community with the amount and transparency of community engagement.** This is reflected in comments from members of the advocacy group Charleston Area Justice Ministry (CAJM) and other community leaders. Lack of consistent and timely reporting of progress on Audit recommendations and the absence of provision of data on disparities by race were expressed as key areas of concern.
6. **The diversity demographics and size of the CPD sworn personnel team are largely unchanged.** When comparing 2019 and 2023 data, there has been little change in the proportion of Black, female and officers from other underrepresented groups.

7. **There were 41 unfilled sworn officer positions in 2019 compared to 40 in 2023.** Additionally, the size of CPD’s civilian staff has declined significantly since 2019, from 106 to 89 in 2023.

### Community Engagement

Community Engagement activities for the ERA team included two general community forums, one forum for Spanish speakers, one forum specific to the business leaders in the Central Business District, ten in-depth individual personal interviews with key community leaders and advocates, and a forum with seven Allied Law Enforcement leaders from across South Carolina.

Additionally, as part of the research agreement between the City of Charleston and the University of South Carolina, the Charleston Police Department (CPD), in collaboration with Citizens Police Advisory Council, conducted a survey of Charleston residents on perceptions of CPD performance, in regard to racial bias and perceived changes in policing tactics and practices. The results of this internal CPD study are in Appendix 5: Charleston Police Department 2023 Community Survey

It should be noted that researchers have broadly documented negatively held perceptions of police among racial/ethnic and sexual minorities and across varying levels of income and education, age groups, immigration status, and prior involvement in crime. Although early research has shown that both Black and Latino individuals viewed the police more negatively than white adults (Skogan, 2005; Weitzer & Tuch, 2004), other research has revealed nuances within racial/ethnic minority groups.

Key themes from the ERA efforts included:

- **Lack of Clarity at the Top of Organizational Hierarchy.** At the time of the commissioning of this assessment, Chief Reynolds had previously experienced an extended hiatus due to his health, an issue which unfortunately returned during the project and tragically resulted in his passing. This occurred during field work, was emphasized in the news media, and influenced discussions about CPD leadership.
- **Independence of the Citizen’s Police Advisory Council (CPAC) Questioned.** There were questions about the trustworthiness of information communicated to the public by the CPAC due to concerns about its level of independence and its role as only advisory.
- **Communication with the Public Needs to Improve.** The lack of public data availability on variables relevant to the Audit, especially racial disparities in Motor Vehicle Stops, Use of Force, and Complaints was frequently noted. There was not a single mention of awareness of the CPD’s publicly available Audit Progress Dashboard in any of the forums or in-depth interviews. Awareness of the dashboard appears low, based on our community engagement experience. A low number of visits per month (roughly 50 on average) support the low awareness finding.
- **Community Policing (multiple initiatives) and efforts to reduce racial bias** were recognized by some citizens as areas CPD has improved since 2019.
- Community forum participants, as part of the semi-structured group discussion, were asked to select five words that best describe CPD to them from a list of 22 positive and 22 negative descriptive terms. Among English speakers, positive words like “**helpful**”, “**capable**”, and “**responsible**” were most often selected; words like “**undertrained**”, “**biased**”, and “**arrogant**” were the negative terms most often chosen. See the Community Engagement Reports in [Appendix 3: Community Engagement Activities](#).
- Across nearly all of the community engagement dialogue, concerns with CPD officers’ training to **properly interact with people with mental health needs** was a key concern.

- Three “Pillars of Evaluation” are recommended for future assessments of CPD initiatives.



## *Racial Disparity Analysis*

**CPD has made considerable progress improving data quality for Motor Vehicle Stops (MVS), Use of Force and Complaints** data since the Audit in 2019. It is now possible to link Motor Vehicle Stops data across three critical systems that allow for more detailed analyses. Similarly, the level of detail available for analysis of Use of Force incidents has improved, though there is still much room for improvement of collection and processing procedures. Complaints data are substantially more complete than in 2019, and also reflect CPD’s process improvements.

### **Motor Vehicle Stops**

- Substantial racial disparities are consistently found in the analysis of CPD’s MVS data, using all Motor Vehicle Stops from 2021 and 2022 (23,120). Notably, **Black drivers are stopped and warned at higher rates than would be expected given their proportion of the driving population** (as benchmarked to accident data). Roughly 56% of Motor Vehicle Stops involving Black drivers result in only a warning compared to just 40% of stops of White drivers. If an officer decided to issue a citation, **Black drivers were more likely to receive multiple citations** than their White counterparts.
- When stops are conducted for suspected speeding violations and alcohol violations, disparities by race are minimal. **Stops for non-speeding moving violations and non-moving violations (e.g., expired license) reveal greater disparities by race.** (Data from May 2022-December 2022.)
- CPD has significant variation in its “hit rates” (% finding contraband) for probable cause searches, indicative of racial disparities. **CPD finds contraband in 70% of its probable cause searches of White suspects in motor vehicle stops, but just 50% of its searches of Black motorists stopped.** This is a substantial racial disparity that suggests CPD more readily searches Black drivers as compared to White drivers. This disparity is large and requires immediate attention from CPD.
- "As noted in the introduction to Dr. McClean’s analysis (See [Appendix 2: Racial Disparity Analyses](#)), however, this still does not clearly establish racial bias against black drivers. At the same time, this disparity is large and undeniable. **We would strongly suggest that CPD re-evaluate its training on what evidence supports a**

**probable cause search during a motor vehicle stop.** If CPD trains officers to establish probable cause on the basis of factors that are more highly correlated with the race of the driver than the likelihood of finding contraband, then officers would be likely to make stops in the disproportionate pattern that is seen in (this analysis). Regardless, CPD should take steps to investigate the cause of these disparities and reduce them." (See [Appendix 2: Racial Disparity Analyses.](#))

- There has been a substantial **increase in the number and proportion of Hispanic** motorists comparing 2019 and 2021/22. In the Audit (2019) Hispanic drivers were 0.22% of crashes, 0.21% of motor vehicle stops with only a warning, and .54% of motor vehicle stops with a citation. In the recent (2021/22) data, Hispanic drivers made up 4.82% of accidents, 2.84% of stops with a warning, and 5.03% of stops with a citation.

	2019	2021/22
Hispanic % of Accidents	0.22%	4.82%
Hispanic % Stopped w/Warning	0.21%	2.84%
Hispanic % Stopped w/Citation	0.54%	5.03%

- **Motor vehicle stop disparities by race have increased since 2019.** In 2019, Black drivers had disparity ratios (% involved in motor vehicle stops/% involved in accidents) of 1.45 for warnings and 1.02 for citations. In 2021/22, the comparable numbers are 1.97 for warnings and 1.21 for citations.

	2019	2021/22
Black Motorist Warning	1.45	1.97
Black Motorist Citation	1.02	1.21

- Disparities by race at multiple points in the **MVS stop, search, and arrest process are additive.** Modest disparities in Motor Vehicle Stops are compounded by disparities in decisions to search. Analyzing all MVS stops in 2021 and 2022, in total 114 White drivers were arrested for drug, weapon, or "other" violations. This compares to 516 Black Motorists during the same time period being arrested, more than four times higher than White Motorists. Yet, Black Motorists represent less than one third of the total driver population.

## Use of Force

- This analysis is based on 325 Use of Force incidents involving 460 separately identified citizens and 207 officers in 2022. In context, CPD reports in its [Internal Affairs Annual Report](#) an estimate of 238,099 contacts with the public during 2022. This represents **less than one percent of contacts resulting in use of force.**
- Incidents **typically involved just one citizen** (67.69% of incidents) but ranged all the way up to eight citizens. On average there were one and a half citizens involved in each incident. Similarly, incidents most commonly involved just one officer (roughly half the incidents) but ranged all the way up to nine officers. On average, there were **two** officers involved in a given incident.
- CPD's **most common physical force involves the use of "hands on" or "empty hands"** tactics. Use of Force instances involving less than lethal force are much less common and there were no uses of lethal force reported in 2022.
- CPD tracks an extensive number of preparatory actions, such as drawing and pointing a firearm, that increase transparency and improve the comprehensiveness of its data.
- CPD's Use of Force data and use of force policy contains inconsistencies in the levels of force that hinder its ability to conduct meaningful analyses of the level of force used in interactions.

- The extent of disparities in CPD's Uses of Force is unclear given limitations in the ability to benchmark Use of Force incidents. However, disparities are clearly larger for drawing and pointing a firearm than for using physical force. Additional data improvements may enhance CPD's ability to investigate this critical issue.

## Complaints

- In the Audit analyses, for the period from 2014 to 2018, there was an average of 37.4 external allegations per year. In the data analyzed here, covering the period from 2019 to 2022, we estimate an average of 158 external allegations per year. This is a nearly five-fold increase in allegations, **representing a substantial improvement to CPD's complaint intake and data structure.**
- Improvements in CPD's complaints data allowed for an assessment of racial disparities in CPD's responses to external allegations for the first time. **This analysis suggests there was no evidence of racial disparities** in dispositions of external allegations with nearly identical numbers of allegations being sustained, exonerated, and unfounded.



## **Scope and Methods**

## Scope

This External Review and Assessment (ERA) focuses on assessing the implementation of the findings and recommendations of the CNA published Racial Bias Audit (November 2019) specific to policing in Charleston, South Carolina. There were 72 original recommendations, and 67 reviewed and assessed using multiple methods including, document and data review and secondary analysis of CPD's existing data by subject matter experts. Qualitative feedback was gathered from the community including faith-based and business leaders in discussion forums and through personal in-depth interviews. A forum of allied law enforcement representatives from around the state was also organized and conducted as part of this assessment. Additionally, as part of the Research Agreement, between the University of South Carolina and the City of Charleston, CPD in collaboration with CPAC, conducted a survey of Charleston residents on perceptions of CPD performance, in regard to racial bias and perceived changes in policing tactics and practices.

Generally, the time frame of assessment is from the date of publication in November of 2019 through the end of September 2023. The Racial Bias Audit had been discussed for some years with community members referencing the need for the audit as far back as 2015. Work of the ERA team began in March 2023 and documents and data provided as recently as late September 2023 are included in this assessment.

While many other agencies provide law enforcement services in city of Charleston including the Charleston County Sheriff and the College of Charleston Department of Public Safety, this assessment pertains solely to the work and community perceptions of the Charleston Police Department. This point was emphasized in community engagement activities by showing participants a photo of a CPD police vehicle (directly to the right).



## Background

“Completed in 2019, the Racial Bias Audit provided insights, information, and context that the Department is using to increase our capabilities to deliver the best outcomes possible. This audit is allowing the Department to show its continued commitment to transparency and engagement with the community.”

“This audit was made possible when Mayor Tecklenburg and the City Council voted unanimously on December 18, 2018, to allow the Charleston Police Department to hire an external company (CNA) to examine CPD's policies and procedures in the following topic areas: 1) Use of Force; 2) Motor Vehicle Stops and Field Contacts; 3) Internal/External Complaints; 4) Recruitment and Hiring; and 5) Community Engagement.”

“Former Chief Luther Reynolds stated the following: “It is my vision and desire to emerge from this process even stronger than we already are, both internally and externally.”

(Above is excerpted from the City of Charleston's website: <https://www.charleston-sc.gov/2250/Racial-Bias-Audit>. Accessed on January 4, 2022.)

## Goals

The Charleston Police Department requested an independent third-party review the progress and assist in the development of a method to accurately track implementation efforts.

The **primary goal** of this effort was to review and assess objectively and independently the implementation of recommendations identified by CNA's assessment team related to the five areas of focus below.

1. Motor Vehicle Stops and Field Contacts
2. Use of Force
3. The Complaint Process
4. Community-Oriented Policing Practices
5. Recruitment, Hiring, Promotions, and Personnel Practices"

A **secondary goal** was to develop a method and approach to review and assess progress and problems of real and perceived racial bias in policing Charleston on an ongoing basis.

## Objectives

### Fidelity Assessment:

- Review records, data, and interview key CPD sworn officers and leaders and relevant civilian personnel in regard to each of the five areas listed above and the associated recommendations from CNA. This dimension of the assessment includes a review of more than 250 records, such as policy statements, General Orders, training plans, screen shots of various data outputs and many other forms of records and data held by CPD.

### Subject Matter Expert Review and Assessment

- Identify and engage on behalf of citizens and other constituents of the City of Charleston, subject matter experts in major topic areas of the Audit to conduct in-depth secondary data analysis and potential disparity by race. Additionally, solicit suggestions from these subject matter experts for ongoing assessment of racial bias in policing.

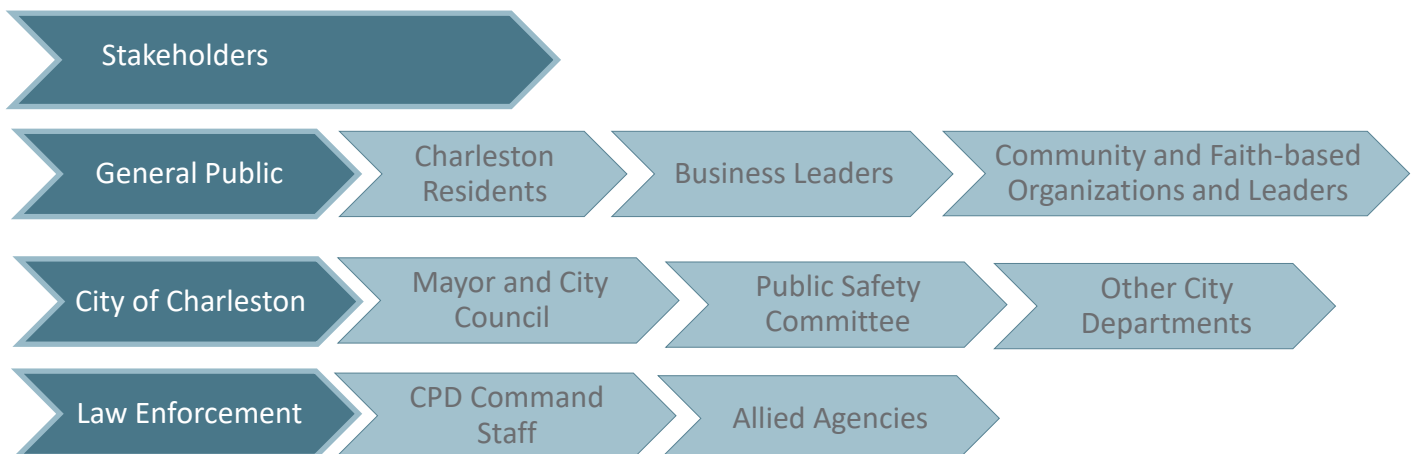
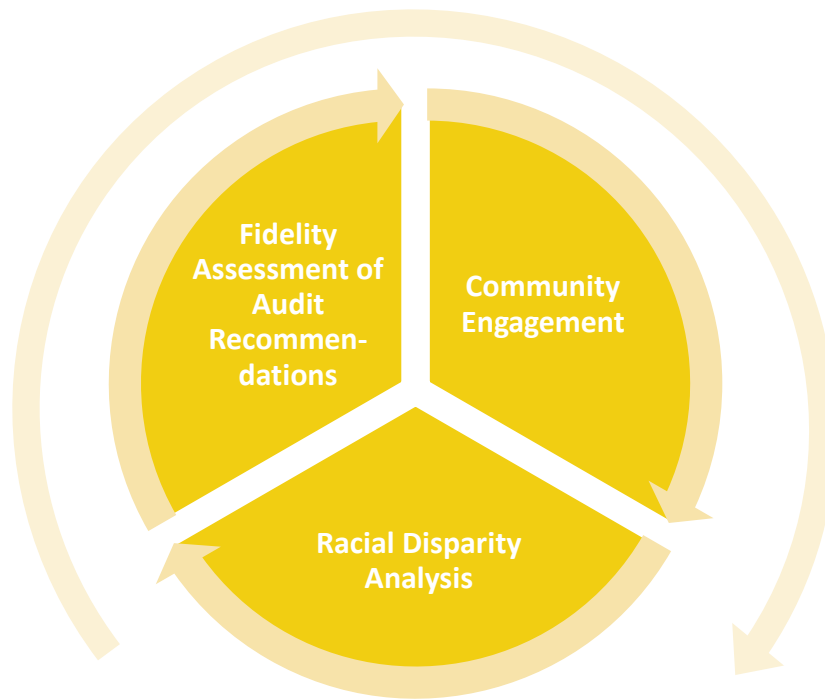
### Citizen and Stakeholder Engagement and Feedback

- Design and implement feedback mechanisms for the City of Charleston residents and key stakeholder groups. This includes two general community forums, one forum with Spanish speakers, one forum specific to the business leaders in downtown Charleston, and ten in-depth individual personal interviews with key community leaders and advocates. A small forum with allied law enforcement was also conducted. Finally, this also included a large-scale online survey conducted by CPD, in collaboration with CPAC, that any citizen could respond to.

### Actionable Findings and Ongoing Process Evaluation Framework

- Ensure that data collected and insights generated through the review and assessment are actionable and include recommendations for an ongoing assessment approach and framework.

## Conceptual Overview of External Review and Assessment of Progress



## *Methods Used to Conduct the External Review and Assessment by Objective*

### **1. Fidelity Assessment**

Review records, data, and interview key CPD Officers and Administrators in regard to each of the five content areas and the associated recommendations from CNA.

1. Reviewed records as prepared by CPD carefully and thoroughly in regard to each recommendation and associated tasks. After discussion with responsible managers (Captains in most cases) the recommendations were categorized based on a rubric that captures:
  - The completeness of documentation that the recommendations have been implemented.
  - As part of the assessment process CPD captains responsible for each subject area were asked about their perception of improvement on the recommendations, the frequency of required management review, and the quality of CPD's data system related to each recommendation.
2. Interviewed key CPD officers and Administrators responsible for all recommendations.
  - Gather perspectives of CPD representatives on completeness, data system quality and other relevant dimensions
  - Identify leader's ideas about next steps
  - Gather input about ongoing review and assessment
3. Examined existing CPD administrative data to assess progress on implementing the Audit recommendations. The first step is to review and analyze work already completed by CPD. Subsequent to that, this study analyzes data recent on critical issues related to:
  - Motor Vehicle Stops and disparity by race
  - Use of Force and disparity by race
  - Complaints and disparity by race
4. The outcome of this fidelity assessment is an updated list recommendations and assessment of implementation for each. A summary of all the recommendations as well as more detailed fidelity analysis conducted within each of the five content areas of the project are presented.

### **2. Subject Matter Expert (SME) Racial Disparity Analyses:**

Identify and engage on behalf of citizens and other constituents of the City of Charleston, subject matter experts to conduct quantitative analysis of racial disparity data on Motor Vehicle Stops, Use of Force and Complaints. Pertinent recommendations will be derived from these analysis and added to the overall set of recommendations produced from other phases of the review and assessment. Additionally, solicit suggestions from these SME's for the ongoing assessment of racial bias in the Charleston Police.

### 3. Citizen and Stakeholder Engagement and Feedback

The ERA team designed and implemented feedback mechanisms for City of Charleston residents and key stakeholder groups. This included community forums and personal interviews with key community leaders and advocates.

Separately, CPD in cooperation with CPAC, prepared and administered an online survey that any resident, worker, student or visitor could respond to. It sought to gather data about perceptions and experiences with CPD. The detailed report of findings from this internal survey can be found in [Appendix 5: Charleston Police Department 2023 Community Survey](#)

In order to gather data from the City of Charleston community in relation to the public's perception of racial bias in policing and change over the past four years the following community engagement activities were organized and facilitated by the External Review and engagement team.

*Table 1: Community Engagement Activities*

Event	Date & Location	Output
Citizens' Police Advisory Council Kick-off	4/18/23 Zoom	Created awareness of ERA process and team
Community Leaders Kick-off	4/25/23 Gaillard Center Public Meeting Room	Held as a result of suggestions from community members. Received input, answered questions, raised awareness, helped build credibility of ERA team. About 20 in attendance.
Meeting with Charleston Area Justice Ministry (CAJM)	5/5/23 Gage Hall	Helped build credibility and awareness of ERA team. Listened to CAJM history and concerns. About 10 in attendance.
Community Forum #1: West Ashley	5/20/23 Bees Landing Recreation Center	About 25 participants (19 completed response sheets), data collection. Refreshments were provided. See report section below for results.
Community Forum #2: Downtown	5/25 Main Library	Forty-two participants, with 30 completed response sheets.
Business Leader Forum	6/20 Gaillard Center Public Meeting Room	Ten attended. Built credibility and awareness of project. Subject matter of discussion wide-ranging, with additional matters discussed beyond those relevant to racial bias audit.
Spanish Speaker Forum West Ashley	7/13/23 St. Andrews Presbyterian	Seventeen participants (13 completed response sheets) of a range of occupations, levels of English proficiency, and countries of origin.

In-Depth Interviews with Community Leaders	Completed between 5/15/23 and 6/30/23	Ten conducted. Engaged, responsive participants. Most interviews 50-60 minutes via Zoom.
Forum of Allied Law Enforcement Agencies	Completed Oct. 6, 2023	Seven attended, with relatively low awareness of CPD's CNA Audit, but keen interest in issues related to policing and race. Representatives of the following agencies participated. North Charleston PD, Charleston County Sherriff, SLED, Columbia PD, Greenville PD, Goose Creek PD, Summerville PD

The Charleston Police Department in cooperation with the Citizen Police Advisory Committee conducted a survey of Charleston residents on perceptions of the Charleston Police Department performance, in regard to racial bias and perceived changes in policing tactics and practices. Final design is the responsibility of the CPD. Drs. Alpert, McLean and Kahle reviewed and commented on the method design, survey instrument and analysis and report. Results of this survey are reported in [Appendix 5: Charleston Police Department 2023 Community Survey](#)

Based on analysis of the above three steps, the team worked with CPD to develop recommendations and associated tasks stemming from this External Review and Assessment. Finally, a framework for the ongoing process evaluation of the audit implementation has been developed by the ERA Team, shared in draft form in second round of interviews with the captains.

#### 4. Actionable Findings and Ongoing Assessment Approach

Ensure that data collected, and insights generated through the external review and assessment are actionable. As such, KSI has prepared a list of new recommendations based on the findings from the above phases. Additionally, a framework for an ongoing assessment approach has been developed and is presented.

# Objectives

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## **Objective 1: Fidelity Assessment**

## *Summary of Fidelity Assessment*

The following tasks were completed as part of the Fidelity Assessment.

### **Interviews**

- Two sets of interviews were conducted with captains responsible for areas that are the focus of the audit. The first set of interviews were conducted in-person in mid-April 2023. The second set of interviews were conducted in September via Zoom. The captains interviewed and their areas of responsibility are:
  - Captain Anthony Cretella, Use of Force, Complaints and Personnel Practices
  - Captain Jason Bruder, Patrol Division
  - Captain Kristy McFadden, Community Outreach Division
- Interviews were conducted with data analysts (David Crosby and Dannelle Goldberg) and recruitment leader (Sgt. Anthony Gibson).

### **Interim Reporting**

- An interim status report meeting was held in early July and an Interim Report was shared with CPD in early September. At each meeting and in the Interim report the preliminary ratings of completeness on each recommendation were shared with CPD. CPD had multiple opportunities over five months to provide additional documentation for each recommendation. The ERA team modified many of the ratings as a result of this iterative and collaborative review process.
- A third meeting was held on October 27 with the three Captains, Chief Walker, Dr. Eidson where the CPD again provided feedback on the assessment of progress on the CNA recommendations as well as the new ERA recommendations. Revisions to the new recommendations and reporting approach of the remaining CNA recommendations were made based on this dialogue.

### **Document and Data Review**

An Audit Tracking Spreadsheet was among the first documents the ERA team was provided by CPD. It contained links to documents, commentary on recommendation status of implementation and internal ratings on compliance. The ERA team reviewed the spreadsheet in detail and worked with CPD to correct, verify and streamline the Audit Tracking spreadsheet. To collect, organize and store the additional documentation required for a thorough fidelity assessment a new process was designed and implemented as described below.

- The ERA team and CPD co-created an online shared folder to house and organize documents related to the External Review and Assessment. The shared folder:
  - Included two-factor authentication access to protect the confidential data.
  - Included documents only after being reviewed City of Charleston legal staff and each document or data set was redacted as needed.
  - Stored more than 250 relevant documents with codes relating to each of the recommendations. For example:
    - General Orders
    - Training lesson plans
    - Training curriculum
    - Links to CPAC and Public Safety Committee meetings
    - Memos, reports and other forms of written communication
    - Screen shots of reports

- The ERA team reviewed and assessed all of the documentation related to all CNA recommendations. See [Table 2: Fidelity Assessment Summary by Category.](#)

Examining the Fidelity Analysis in total shows that the CPD has operated in good faith implementing 67 recommendations of the 2019 Racial Bias Audit. Of the original 72 recommendations, three were determined to be unfeasible by CPD and the ERA team, one recommendation was cancelled by CNA and the last recommendation is this assessment that is in-process.

Clear and complete documentation and/or data has been provided and reviewed for more than three quarters (54 comprising 80.59%) of the recommendations. Another 11 (16.41%) have some independent evidence of implementation, but with work ongoing. Only two (2.98%) (both related to community engagement) recommendations present insufficient evidence of implementation. (See Table 1 and Table 2)

[Click Here to access the CNA Audit Report.](#) Their conclusions and recommendations are shown starting on Page 60 of their report and correspond to the numbers shown below.

*Table 1: Rating Approach and Summary*

Clear and complete documentation and/or independent evidence that recommendations have been implemented.	Some documentation and/or independent evidence that the recommendations have been implemented. Additional or ongoing work is required.	Insufficient documentation or independent evidence that the recommendations have been effectively implemented.
<b>54</b>	<b>11</b>	<b>2</b>
<b>80.59%</b>	<b>16.41%</b>	<b>2.98%</b>

Percentages calculated on a total of 67 recommendations.

Table 2: Fidelity Assessment Summary by Category

Motor Vehicle Stops	Use of Force	Complaints	Community Policing	Personnel Practices
1.1	9.1	18.1	25.1	35.1
2.1	11.1	18.2	26.1	36.1
2.2	13.1	19.1	27.1	37.1
3.1	13.2	21.1	28.1	38.1
3.3	15.1	21.2	29.1	39.1
4.1	16.1	22.2	30.1	40.1
4.2	16.2	22.3	31.1	41.1
4.3	17.1	23.1	33.1	43.1
5.1	17.2	24.1	33.2	44.1
7.1	8.1	22.1	26.2	46.1
2.3	10.1	20.1**	32.1	46.2
3.2	12.1		32.2	40.2
7.2	14.1		32.3	45.1
6.1*	10.2		33.3	47.1
			34.1	40.3
				42.1***
				47.2****
				48.1*****

\* Not Feasible (6.1) \*\* Cancelled by CNA (20.1)

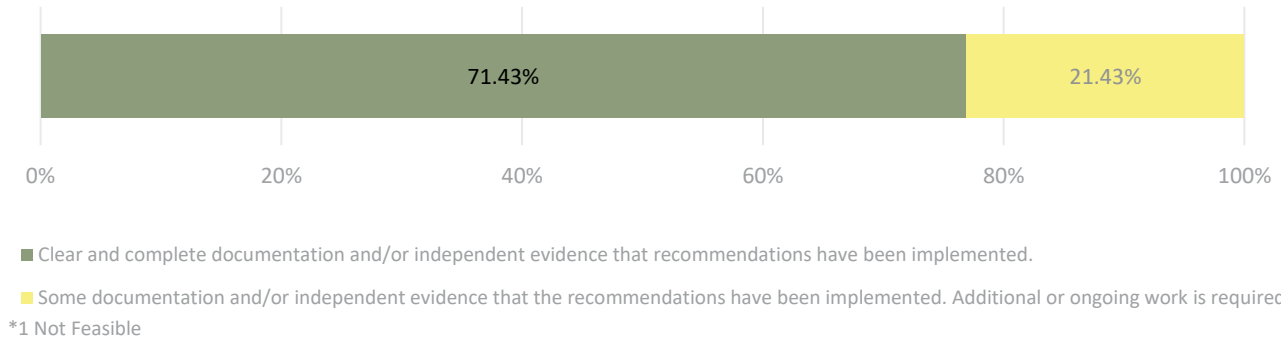
\*\*\* "Recertification" of officers as members of the Crisis Intervention Team (CIT) does not exist. It is not a recognized designation from external training organizations. (42.1)

\*\*\*\* Chief Reynolds' illness and death prevented full implementation of this recommendation. (47.2)

\*\*\*\*\* The recommendation relates to this External Review and Assessment process and is not rated. (48.1)

## Motor Vehicle Stops

The graph below, specific to MVS shows the proportion of recommendations coded as complete (green), requiring more or ongoing work (yellow) or have insufficient data or evidence to support effective implementation (red).



Ten of 14 (71%) recommendations related to Motor Vehicles Stops have been implemented. Three recommendations are ongoing, and one has been determined to be unfeasible.

**Strengths of the Traffic Stop initiatives are many and include:**

CNA Recommendations	
1.1	CPD Should develop a general order/and or field guide for the Traffic Unit.
2.1	CPD should establish a strategic plan for the Traffic Unit.
2.2	CPD should establish data-driven strategies that more proactively address traffic-related public safety concerns.
3.1	CPD should establish a continual review process to assess the impact of traffic-enforcement strategies.
3.3	CPD should include reports and analysis of Motor Vehicle Stops and traffic related outcomes in its monthly STAT 360 meeting
4.1	CPD should conduct training for officers on the proper use of FCCs.
4.2	Supervisors should continually track officers' compliance with completing Field Contact Cards (FCCs).
4.3	CPD should conduct an analysis of field contacts on a periodic basis and include this analysis in the annual Professional Standards Office (PSO) reports shared with the public.
5.1	CPD should develop an action plan to address the possibility of implicit bias in the department, including concrete activities such as training for officers.
7.1	CPD should assess its systems for documenting Motor Vehicle Stops and acquire the necessary technology or software to enter or collect all Motor Vehicle Stops into a master list.

- Updating General Orders 29 (Constitutional Issues and Stops, revised 02/23/23) and developing General Order 82 (Traffic Unit, effective date 02/23/23). **Rec. 1.1**
- Completing a Strategic Plan for the Traffic Unit (Strategic Leadership Plan (pages 39-41) **Rec. 2.1**

- Establishing a continual review process to assess impact of traffic enforcement strategies and tactics. Today, the CPD has a Geographic Information System (GIS) that can be used to monitor motor vehicle stops and assess effectiveness of strategies and tactics. This GIS serves as an internal dashboard for tracking Field Contact Card data. This system was built jointly by the Crime Intelligence Unit and City of Charleston’s GIS office. The new ability to join Record Management System (RMS) and Field Contact Card (FCC) data has led to the ability to develop data-driven strategies and associated assessments. **Recs 2.2, 3.1, 3.3, 4.1, 4.3**
- Training needs have largely been addressed. All patrol officers receive training in how to complete FCC and a process is in-place for supervisors to track compliance. **Recs 4.1, 4.2**
- The CPD has developed and implemented Awareness and Inclusion training (eight-hour course with voluntary follow-up, approved by South Carolina Criminal Justice Academy) complemented by the City’s Diversity, Equity and Inclusion Training. This is one dimension of its plan to address the possibility of implicit bias. **Rec. 5.1**
- Since the Audit, CPD has developed a way to link its Field Contact Card data with other databases through a 12-digit manual input code. This has vastly improved its analytic capability as demonstrated in the racial disparities analysis section below. However, the manual entering of the code is an inherently error-prone process that CPD could improve. **Rec. 7.1**

**Some documentation with ongoing implementation of recommendations include:**

CNA Recommendations	
2.3	CPD should ensure that any strategies developed are shared with the community in advance and provide opportunities for meaningful community input, especially those communities that will be most affected.
3.2	3.2 CPD should assess the impact of traffic-enforcement strategies on its communities on an annual basis.
7.2	CPD’s personnel in the Criminal Intelligence Unit and Professional Standards Office should receive analysis and data integration/management training.
6.1	CPD should implement additional data fields to capture, within a single data system, traffic stop outcomes including the stop start and end times (to allow for analysis of stop lengths), traffic stop disposition (verbal warning, written warning, citation, or arrest), and seizures during searches.

- Captain Bruder developed and presented [“Motor Vehicle Stops: What you should know”](#) to CPAC on 2/29/23. It is available on YouTube.
- A General Order 29 Update on Motor Vehicle Stops was also provided to the Public Safety Committee on March 2 and 3 of 2023.
- These communication approaches could be replicated for other areas of Audit. Yet, CPAC meetings are generally not very well attended so the communities most likely to be affected are not part of the policy development process. Finding methods of integrating policy development while listening to community concerns and ideas is an area for improvement. **Recs. 2.3, 3.2**
- CPD needs more analytical capability.

There are three Civilian professional staff who were trained on data integration and are highly skilled and knowledgeable analysts. Still, more depth and breadth of skill needs to be hired or developed. Skill development training for personnel in the Criminal Intelligence Unit and Professional Standards Office is an area for meaningful improvement going forward. Specific training should be personalized to the skills and needs of each analyst. Specific topics could include data cleaning and organizing, statistical analysis using R (or other similar software), data visualization, survey design, sampling strategies, and qualitative methods. **Rec. 7.2**

- A single system to capture traffic stop outcomes and all other related variables is not feasible. The CPD has managed to develop a method to link databases allowing for analysis not previously available. CPD anticipates the state requiring movement to a new data collection system for these purposes in late 2023 and early 2024. Seeking to buy a single system is neither practical nor feasible. CPD should work with state level partners to continue to improve automated data collection systems that reduce errors in data collection. **Rec. 6.1**

#### Sidebar on Terminology

The CNA authored Racial Bias Audit of the Charleston Police Department (2019) uses the term “Traffic Stops” to include all stops of drivers by police whether they are motivated by safety or investigative goals. The CPD has chosen to use the term “motor vehicle stops” to frame these police citizen interactions more accurately. This broader term includes both moving and non-moving violations and both traffic safety and crime investigatory interactions. See and listen to Captain Bruder in the video “Motor Vehicle Stops: What you should know” which provides CPD’s rationale for this change. As a result, the term “motor vehicle stops” is used in this report.

### Racial Disparity Analysis

*Table 3: Replication of Table B.1 from The Audit: Comparison of Race of Drivers Involved in Accidents and Motor Vehicle Stops 2021-2022*

	Accident %	Warning %	Citation %	Overall Motor Vehicle Stop %
White	64.4	40.25	59.36	47.74
Black	28.47	56.06	34.36	47.56
Hispanic	4.82	2.84	5.03	3.7

CPD’s improved data collection and processing capabilities have allowed for more in-depth analysis of disparities, especially of Traffic Stop data. Our analysis identifies key areas of racial disparity for CPD to address. Two notable findings:

- “Black drivers are stopped and warned at higher rates than we would expect given their proportion of the driving population, as estimated by the proportion of Black drivers involved in car crashes in the city of Charleston.”
- “Black drivers also appear to be searched at disproportionate rates compared to White drivers given disparities in hit rates after discretionary searches.” (See [Appendix 2: Racial Disparity Analyses](#)).

In great detail, our analysis suggests that racial disparities in Motor Vehicle Stops are substantial and consistently found even after the Traffic Stop audit recommendations have been implemented. CPD needs to understand how such disparities persist and determine how to reduce disparities by race in the future. Consistently reporting the data to the community is essential to build trust and improve perceptions of transparency.

## Motor Vehicle Stops: Best Practices

*Note: the following section is intended to review relevant literature relating to motor vehicle stops, race, and potential best practices. Some of the policy interventions mentioned below have already been implemented by the Charleston Police Department. The Assessment Team has referenced CPD policies in cases in which they were aware of this, however these references may not be exhaustive. CPD may already be practicing some of the policies explored in this literature review, including in cases in which this is not explicitly stated.*

### Motor Vehicle Stops and Race

Motor vehicle stops constitute the most common form of police-initiated interaction with citizens in the United States ([DOJ, 2023](#); [Woods, 2021](#)). Racial disparities in stop frequency and stop outcomes are well documented in literature and widespread in the United States ([Boehme et al, 2023](#); [Schafer et al., 2004](#)). Black and Hispanic/Latino drivers are disproportionately stopped by police, a finding that has been observed consistently across methodologies ([Epp et al., 2014](#); [Engel & Calnon, 2004](#) ; [Smith et al., 2017](#); [Smith & Alpert, 2007](#)). For a summary of methodologies that have been used to investigate racial disparities in stop frequency, including strengths and weaknesses of different benchmarks, see Stacey & Bonner ([2021](#)). Once stopped, they are also more likely to be searched, cited, or arrested during motor vehicle stops ([Pierson et al., 2020](#); [Roh & Robinson, 2009](#); [Engel & Calnon, 2004](#); [Baumgartner et al., 2018](#); [Baumgartner et al., 2020](#)). These findings remain even when accounting for differential crime rates among racial groups (Alpert Group, 2004; as cited in [Smith & Alpert, 2007](#)). Additionally, male drivers of color are significantly more likely than any other race/gender combination to be subjected to false positive searches ([Baumgartner et al., 2018](#); [Baumgartner et al., 2020](#); [Pierson et al, 2020](#)). Baumgartner et al ([2018](#)) replicated this finding when accounting for contextual variables such as the reason for the stop, the neighborhood where it occurred, the time of day, vehicle age, or the race of the officer.

It is worth noting that the existence of disparities does not by itself establish the existence of bias. Bias is one of a number of possible causes of disparities relating to traffic stops. Investigating causal relationships pertaining to racial disparities in policing is a complex and challenging endeavor ([Tregle et al., 2019](#); [Smith et al., 2017](#)). That being said, regardless of cause, these racial disparities have had practical consequences, as they have been found to erode civilian trust in the police and other civic institutions ([Carr et al., 2007](#); [Gau and Brunson 2009](#); [Jones 2014](#); [Bell 2016](#)). According to Gibson et al ([2009](#)), experiencing one or more motor vehicle stops in the past year can significantly decrease the likelihood of contacting the police for assistance or to report a neighborhood problem. Disparities also lead to more opportunities for escalation and police-involved violence during stops for the affected groups ([Christiani et al., 2021](#)).

In light of these findings and the occurrence of highly publicized officer-involved deaths of African-American individuals in recent years, there has been increased attention by researchers in examining effects of policy interventions to improve motor vehicle stop outcomes, particularly with regard to race. This body of literature has enabled researchers and practitioners to move toward knowledge of “best practices” in conducting motor vehicle stops.

### Categories of Motor Vehicle Stops

Researchers have begun to investigate whether the benefits of motor vehicle stops outweigh the potential costs. In order to consider this, it is necessary to differentiate between stop categories. Safety stops are conducted to enforce vehicular laws and maintain roadway safety, investigatory stops are conducted to aid in preventing other criminal activity ([Fliss et al., 2020](#); ). According to Epp and Erhardt ([2020](#)), in the case of an investigatory stop, the “officer develops a suspicion that a person is involved in criminal activity and acts on this suspicion by detaining, conversing with, and possibly searching the person in question.”

Investigatory stops have come under increasing scrutiny. During these stops, officers are placed in situations in which they are to decide whether a citizen is involved in criminal activity based on suspicion, rather than direct witness of a law being broken. This raises the possibility that this decision will be made at least partially on demographic factors, including race. There is the potential for racial profiling, or at least the public impression of it ([Boehme et al., 2023](#); [Pierson et al., 2020](#); [Woods, 2021](#)).

Additional characteristics of investigatory stops lead them to be susceptible to negative outcomes. According to Pinizzotto et al. ([2008](#)), “investigatory stops can sometimes be confrontational, invasive, and volatile,” resulting in a dangerous encounter. Police enter the stop suspecting that a crime is being committed, and can therefore be in a heightened state of awareness compared to a safety stop ([Roh & Robinson, 2009](#); [Fliss et al., 2020](#));. Citizens can become more combative and resistant when being questioned, frisked, searched, and suspected of a crime ([Milazzo and Hansen, 2002](#); [Kramer and Remster, 2018](#); [Woods, 2018](#)).

While they have potential for escalation, investigatory stops may have limited effectiveness at reducing criminal activity. Epp et al., ([2022](#)) used a dataset containing every motor vehicle stop in North Carolina from 2013 – 2018 to assess the frequency of “high-value” convictions resulting from motor vehicle stops. They found that stops “rarely produce arrests of any kind, when they do the arrests rarely lead to convictions, and those convictions are rarely on serious charges.” The low rate of high-value convictions is consistent with findings related to contraband confiscation rates from investigatory stops, which are often quite low ([Shjarback and Maguire, 2021](#); [Engel & Calnon, 2004](#)). It is also inconclusive whether investigatory stops are associated with lower local crime rates ([Epp & Erhardt, 2020](#)).

Fayetteville, NC deprioritized investigatory stops in comparison to safety stops in 2013 due to their high rate of motor vehicle crashes and disproportionate stop rates of black drivers. Researchers have therefore been able to investigate the effects of deprioritizing investigatory stops using a quasi-experimental approach and data from that case study. Between 2013 and 2016, the number of overall motor vehicle stops increased due to an increase in safety stops, but the annual number of investigatory stops decreased. These practices were associated with reductions in crashes, injuries, fatalities, and racial disparities. In each year, the index crime rate remained unchanged or decreased ([Fliss et al., 2020](#)). This period of time was also associated with a reduction in assaults on officers ([Boehme et al., 2023](#)).

Additional research across a variety of geographies is needed to build a more comprehensive picture of benefits and costs of investigatory motor vehicle stops. Interested parties should also continue to monitor Fayetteville, NC crime rates to observe whether there is a latent increase, which could indicate changing decision calculus

due to the removal of a possible deterrent effect of investigatory stops from those who would engage in criminal activity. An important but complex research question that needs attention is the impact of reduced investigatory stops on gun seizures and loss of intelligence that could lead to arrests and convictions of offenders. Currently, we have anecdotal information that a reduction in stops also reduces law enforcement information and intelligence. Based on what we know, it is important for police departments to consider deprioritizing investigatory stops.

### Elected Official Representation

In addition to deprioritizing investigatory stops, other factors and policy changes have been shown to be associated with improved racial disparities relating to motor vehicle stops. First of all, there appears to be value in demographic representation among elected officials and police department staff. Christiani and colleagues ([2021](#)) observed that motor vehicle stops are less likely to result in a search in municipalities with majority-black city councils in a dataset comprised of 79 departments. Increased African American city council or mayoral representation has also been found by one study to correlate with a decline in use of lethal force by police, ([Ochs, 2011](#)) though it is worth noting a need for replication. Additionally, black violent crime and order maintenance arrests have been observed to be lower in cities with black mayors or increased city council representation ([Stucky, 2012](#); [Sharp, 2014](#)). Generally, there is a body of literature on governing body representation in public administration, and there is evidence that minority representation has an impact on disparities, although the nature of the impact is not identified and could be direct or indirect. ([Saltzstein 1989](#); [Sharp 2014](#)). The racial composition of local election officials is the decision of the electorate, but it is worth noting there are possible positive associations between presence of persons of color among elected officials and government leaders and a range of policing outcomes, including those from motor vehicle stops.

### Departmental Representation

In contrast with observations related to elected official representation, studies of associations between race of police department staff and traffic stop outcomes have been mixed. Regarding rank-and-file officers, a few studies have observed that Black and Hispanic officers make fewer stops and arrests than white officers ([Ba et al, 2021](#); [Baumgartner et al., 2021](#)), but others have not ([Shjarback et al., 2023](#); [Wilkins & Williams, 2009](#)). Shjarback et al. concluded in 2023 that “a majority of studies have not found that better representation in departments alleviates problematic policing outcomes.” Wilkins & Williams posited socialization effects into a department culture as a possible reason for these findings, while Shjarback and colleagues noted methodological challenges to analysis, as external factors may affect traffic stop outcomes.

### Summary of Related Research

This review of literature has focused on optimal motor vehicle stop policies, particularly regarding the reduction of racial disparities. Available evidence suggests that departments should evaluate whether to deprioritize investigatory stops relative to safety stops, given their possible limited effectiveness and potential for racial disparities. There is some evidence of motor vehicle stop benefits to elected official demographic representation, though replication of results is needed. It is unclear whether demographic representation in

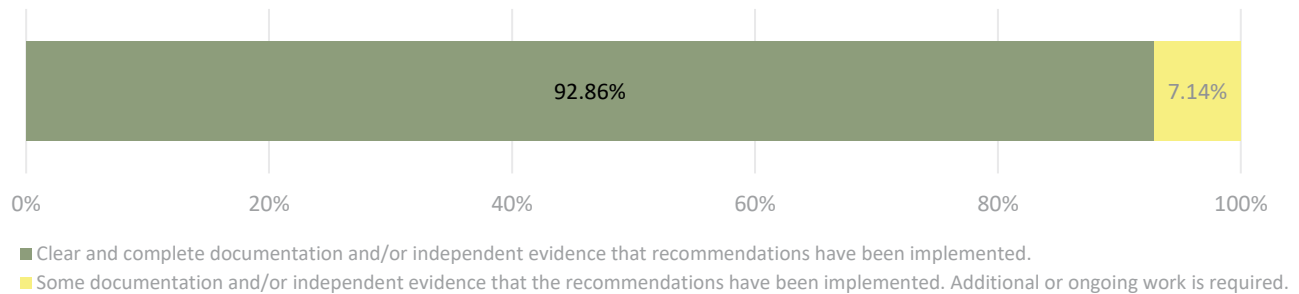
police department staff directly impacts traffic stop outcomes, though researchers have emphasized the challenge of conducting such studies. Finally, following outlined best practices in data collection can allow for ongoing evaluation of motor vehicle stop policies for continuous improvement.

*Table 4: Recommendations for Motor Vehicle Stops*

<b>EXTERNAL REVIEW AND ASSESSMENT TEAM’S RECOMMENDATIONS FOR MOTOR VEHICLE STOPS</b>	
<b>1</b>	Based on new findings in the racial disparity analysis conducted as part of this assessment, it was discovered that “hit rates” (finding contraband) as a result of a probable cause search vary considerably by race. Black drivers are found with drugs or other contraband less often than White motorists. Continue training regarding evidence that supports a probable cause search during a Motor Vehicle Stop is recommended. (Racial Disparity Analysis) Goals: Data, People.
<b>2</b>	Provide Motor Vehicle Stop data at the incident level (deidentified) so it is publicly available via the Police Data Initiative portal in near-real time to foster civic engagement and increase transparency. The recent award to CPD of \$800,000 from the Bureau of Justice Assistance for its Smart Policing Initiative will help fund and support this recommendation. (Best Practices Literature Review). Goals: Data and Community
<b>3</b>	CPD should evaluate the effectiveness of enforcement strategies regarding non-moving violations, considering their disparate impacts on minorities. Goals: Data and Community
<b>4</b>	Create a shorter version of the video of the "Motor Vehicle Stops: What You Should Know" previously presented to the Citizen Police Advisory Council (CPAC) to educate drivers about motor vehicle stops, including how to help ensure safety for all parties. This video should be short (less than 15 minutes) and should be distributed to high schools, driver education programs, and other relevant organizations, especially those serving young drivers. (Fidelity Assessment) Goal: Community
<b>5</b>	CPD should work with state-level partners to continue to improve automated data collection systems that reduce errors in data collection. Goal: Data
<b>6</b>	CPD should consider adding a field to their Field Contact Cards (FCCs) that notes whether an individual is the driver or passenger in a motor vehicle stop. Goal: Data

## Use of Force

The graph below, use of force shows the proportion of recommendations coded as complete (green), requiring more or ongoing work (yellow) or have insufficient data or evidence to support effective implementation (red).



CNA Recommendations	
8.1	CPD should review its Use of Force data system and identify a method to ensure clear linkages between officers, instances of force, and community members.
9.1	CPD should revise policy, data structure, and training to reduce or eliminate use of the "Other" category in its Use of Force characterizations.
10.1	CPD should conduct a thorough audit of Use of Force reports for coding issues.
11.1	CPD should conduct regular analyses and audits of Use of Force incidents with the goal of assessing disparity in Use of Force related to the race of the involved community members.
12.1	CPD should develop data audit procedures to flag missing data upon entry into IAPro and develop processes for filling in missing data whenever possible.
13.1	CPD should revise General Order 23 to ensure clarity in the process and procedures that supervisors and chain of command should follow when reviewing all non-deadly Use of Force incidents.
13.2	CPD should require supervisors to review Body Worn Camera (BWC) video footage for all reported Use of Force incidents.
14.1	CPD should establish a formal compliance and auditing process to ensure that officers comply with the BWC policy and properly tag BWC videos.
15.1	CPD should include a statement in its policies related to the sanctity of life.
16.1	CPD should establish a formal annual review process to reexamine its policies and procedures to ensure that they align with departmental practices, training, and promising practices in the field of policing.
16.2	CPD should conduct periodic audits of operational practices as they relate to policy.

17.1	CPD should examine complaints from 2014 to the present day to determine the appropriate BWC video retention period for all field contacts.
17.2	CPD should consider attaching the same retention periods to BWC video as it does to other types of evidence.

- Upon a review and assessment, it is clear that many procedural and data collection changes have been made and can be documented. Data presentation in the Professional Standards Office Annual Report (2022) have improved over the last several years, and while more detail can always be provided Recs. **8.1, 10.1, 12.1**, appear complete.
- General Order 23 was revised as of 1/29/21 and pages 6 and 7 clearly document supervisor procedures for reviewing all non-deadly Use of Force incidents. The immediate supervisor “will conduct a preliminary investigation of the incident...and ensure photographs have been taken.” Further it states: “Each ranking officer within the chain of command will approve the interdepartmental report acknowledging they have reviewed the incident and concur with the lower ranking supervisor’s findings.” While this policy is improved over previous, it does not state the process if there is disagreement within the chain of command, other than the Office of Internal Affairs will investigate and report directly to the Chief. **Rec. 13.1**
- General Order 25 as revised effective 5/13/20 (page 2) includes discussion of “sanctity of life.” In part, it states “The CPD recognizes and respects the Sanctity and value of every life” consistent with this recommendation. **Rec. 15.1**
- The annual review process for **policies** is documented in the CPAC Policy Flow Chart and a screen shot showing policy rotation by year. **Rec. 16.1, 16.2**
- Body Worn Camera (BWC) retention **policies** are documented in General Order 77 as revised effective 10/01/20. See Appendix A. **Recs. 17.1, 17.2**. Similarly, the policy requiring supervisors review of all BWC footage for all reported cases of use force. See page 5 for **Rec. 13.2**
- As part of CPD’s improved [Annual Reporting](#).

It includes regular analyses of Use of Force related to race of the involved community members. (See pages 16-30). In summary, Black citizens are most frequently involved in Use of Force incidents in 2022 as they represent 63.37% of the total. This compares to White citizens at 30.94%. These proportions are very similar to those from 2021. Differences by race in use of force persist, even with the implementation of the recommendations cited in this report. This reporting could be improved by showing longer-term time trends instead of only year-over-year data. Analyzing race, gender and age simultaneously could lead to further insights. Some attempt to explain these significant disparities in Use of Force by race seems warranted. **Rec. 11.1**

- Several of these **procedural** issues are documented by screen shots from IA Pro (like **9.1** related to deleting the “other” category in Use of Force characterizations) and others like **Rec. 12.1 and 13.2** are documented in General Order 77.

### CNA Recommendations

10.2	CPD should review policy and practice and provide refresher training to ensure that all instances of Use of Force are coded for each interaction and incident.
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- In an internal memo dated July 14, 2023, there is a description of a comprehensive Use of Force Audit and Review process initiated in August of 2020. It outlines a process where there is a random selection of 8 responses related to resistance and aggression each month and that these are reviewed by staff in the Office of Internal Affairs. The goal was increased to 15% of all such

Use of Force cases in 2022. The document states over 340 Blue Team Use of Force reports have been individually audited. Additionally, it is stated that over 4,580 randomly selected BWC footage is reviewed for Quality Control purpose.

- A course outline on “Coaching Leaders” was provided as proof that this recommendation has been implemented. A second document on “Sgt. Expectations” was also provided as well as a PowerPoint presentation including instructions for completing Blue Team reports on Use of Force and BWC. Yet, there does not seem to be the refresher training Rec. 10.2 requires.

## Use of Force and Racial Disparities: Best Practices

*Note: the following section is intended to review relevant literature relating to use of force, race, and potential best practices. Some of the policy interventions mentioned below have already been implemented by the Charleston Police Department. The Assessment Team has referenced CPD policies in cases in which they were aware of this, however these references may not be exhaustive. CPD may already be practicing some of the policies explored in this literature review, including in cases in which this is not explicitly stated.*

### Introduction

The ability of police to use force to legally to administer the law is a primary differentiating characteristic of their role in society. Scholars have studied this facet of policing since at least the mid-Twentieth Century, with attention to non-lethal or less-than-lethal force increasing in the 1980’s ([Klahm & Tillyer, 2010](#)). Use of Force is rare, comprising approximately 1-2% of police/citizen encounters, a majority of which do not result in injury ([Adams & Alpert, 2023](#); [Alpert & Dunham, 2004](#); [Tapp & Davis, 2022](#)). There are inconsistencies in how departments and academics have defined what constitutes the use of force.

There are inconsistencies in how law enforcement agencies have defined what constitutes use of force, though it is clear that it is rare, comprising approximately 1 – 2% of police/citizen encounters, depending on how it is measured ([Adams & Alpert, 2023](#); [Alpert & Dunham, 2004](#); [Tapp & Davis, 2022](#); [Nix, 2020](#); [Tregle et al., 2019](#)). According to Adams & Alpert (2023), many departments define a use of force as “actions extending beyond verbal orders, handcuffing, pat-downs, and “come-along” holds.” This includes use of physical tools such as the hands, feet, knees, and elbows, intermediate tools such as chemical sprays, electronic controls, and batons, canine bites, and lethal force ([Adams & Alpert, 2023](#)).

### Variables Associated with Use of Force

Factors associated with police use of force have come under increasing attention in recent years against the backdrop of highly-publicized incidents. Officers’ age, experience, training, and role can affect their likelihood of using force during a citizen interaction ([Cojean et al., 2020](#), as cited in [Adams & Alpert, 2023](#); [Todak et al., 2022](#)). Officers’ peers may also influence their likelihood of using force, at least in terms of firearms ([Ouellet et al., 2022](#), as cited in [Adams & Alpert, 2023](#)). Situational factors such as the level of suspect resistance, presence of a weapon, and severity of offense also affect whether force is used ([Alpert, 2009](#); [Cojean et al., 2020](#); [Garner et al., 1995](#), as cited in [Adams & Alpert, 2023](#)).

Whether race is associated with use of force rates has been the subject of debate among researchers. As Smith, Tillyer, and Engel ([2022](#)) and others have documented, the selection of a benchmark, or which population to compare to, “can substantially alter the level of reported racial/ethnic disparities in police practices,” including in rates of force ([Smith et al., 2021](#); [Tregle et al., 2019](#)). Generally, comparisons of use of force rates using population statistics (for example, comparing the percentage of uses of force by an agency that involve a suspect from a particular racial group to the percentage of the residential population constituted by that group) more frequently demonstrate racial disparities in use of force than comparisons using other benchmarks that attempt to take into account confounding variables that may influence use of force, which have yielded more mixed results ([Smith, et al., 2022](#); [Cesario et al., 2019](#); [Smith et al., 2021](#); [Tregle et al., 2019](#); [Fryer, 2019](#); [Geller et al., 2020](#); [Goff et al., 2016](#); [Ross et al., 2020](#)). For example, when Tregle and colleagues ([2019](#)) used population data as a benchmark, they observed that black citizens appeared more likely to be fatally shot by police during the study period. However, when they benchmarked to violent crime or weapons arrests, they observed that white citizens were more likely to be fatally shot.

A practical implication of this research is that there is insufficient evidence to support officer bias being a significant predictor of use of force rates on a national scale, given that disparities are less frequently found when other variables are taken into account that may affect whether force is used. For example, disparities that have been observed in population-based studies could be the result of factors other than bias, such as the finding from other studies that they encounter police more frequently (Kochel et al., 2011 & Smith et al., 2017; as cited in [Tregle et al., 2019](#)), creating more opportunities for force to be used. As Tregle and colleagues noted in the title of their study, “disparity does not mean bias.”

It is worth noting however that at least some factors that affect use of force rates are related to race, even if bias is not the cause and if pinpointing specific causes is quite difficult given the considerable challenges in conducting such research (see [Tregle et al., 2019](#) for a discussion of these challenges). In other words, race and ethnicity are important variables to consider in use of force research and evaluation.

### Policies to Reduce Use of Force

The reduction of force, especially unnecessary force, is a current goal of the police and the public. This is a logical goal due to the potential to benefit all citizen groups, including those that may experience higher rates of use of force. Unfortunately, as McLean et al. ([2022](#)) noted, many of the solutions that have been proposed or adopted “lack supporting evidence,” as “empirical examinations of use of force policies are few and far between.” McLean et al. elaborated the challenges associated with conducting randomized controlled experiments of policies, as different policies cannot be randomly assigned to individual officers within an agency for legal reasons, and policy changes are often comprehensive, making it difficult to ascribe an outcome response to a specific policy component ([McLean et al., 2022](#)).

Polices that have come to be known as best practices have come from model policies released by a few key academic and trade organizations, such as the International Association of Chiefs of Police (IACP), the Police Executive Research Foundation (PERF), and the UK College of Policing ([McLean et al., 2022](#)), as well as the Stanford Center for Racial Justice. These documents contain common themes, such as an emphasis on using

force only when it is reasonable, necessary, and proportionate, the importance of adopting a sanctity of life policy, incorporating elements of de-escalation in training, and stating that officers have a duty to intervene when other officers use excessive force ([McLean et al., 2022](#)). According to McLean, these policies are based upon “clear legal, moral, and philosophical foundations,” but also an absence of “empirical evidence of effectiveness.” For the policy interventions listed below, a description is included of whether the basis is more evidentiary or philosophical.

### Empirically-Evaluated Policies

#### *Firearm Pointing Documentation*

One example of an empirically-tested policy is the Dallas Police Department’s requirement that officers document when they directly point their guns at citizens. Shjarback et al. ([2021](#)) found that the adoption of this policy in 2013 was associated with a “gradual, permanent reduction” in officer-involved shootings. The Charleston Police Department contains such a policy in [General Order 25](#). In any case in which a firearm is unholstered, the officer “must be prepared to offer explanation and report the incident in a timely manner, but not later than the end of his or her shift.”

#### *Training*

A few training programs have been experimentally evaluated. These include PERF’s ICAT de-escalation training, the Tempe, AZ Police Department’s Smart Policing Initiative’s de-escalation training, Polis Solutions’ T3 program, and the Chicago Police Department’s procedural justice training.

Engel and colleagues’ ([2022](#)) evaluation of PERF’s Integrating Communications, Assessment, and Tactics (ICAT) training found “robust, consistent, and immediate” reductions in use of force incidents, citizen injuries, and officer injuries after adoption. However, according to McLean et al ([2022](#)), their methodology did not account for the possibility that the reductions may have resulted from external factors. White and colleagues ([2021](#)) did not find an impact on use of force from Tempe Police Department’s implementation of the Smart Policing Initiative’s de-escalation training, however they noted that further evaluation using a more nuanced approach is needed, as use of force incidents are quite rare in the Tempe PD.

McLean and colleagues’ ([2020](#)) evaluation of the Polis T3 social interaction training program similarly did not find significant impacts on use of force incidents, though they noted study limitations relating to contamination and Tucson and Fayetteville department measures of use of force. It is worth noting that they did find the training had an effect on officers’ attitudes about de-escalation tactics. This provides a rationale for more examination, as there is evidence for one step of a logic model by which this training could potentially impact use of force.

Wood and colleagues ([2020](#)) found a modest reduction in use of force in the Chicago Police Department after implementation of the de-escalation training, though according to McLean et al. ([2020](#)) their study had similar external factor limitations as Engel and colleagues’ [2022](#)) assessment of the PERF ICAT training. In summary, of this group of studies, the two that found reductions in use of force were not able to discount the impact of

confounding variables. All four constitute important steps forward in experimental evaluation of the effect of various trainings on use of force rates, though far more research is needed, as McLean ([2022](#)) has noted.

### *Supervision*

Another experimental design investigating a factor relating to use of force concerns procedurally-fair supervision, in which officers being exposed to procedurally-fair, nonpunitive behavior by their supervisors in incident reviews resulted in a reduction in use of force by those officers. However, the reduction was only for 6 weeks, and this study has not been replicated ([Owens et al., 2017](#), as cited in [McLean, 2022](#)).

### *Early Identification System*

A few studies have examined the effectiveness of the Early Identification System for identifying “problem officers,” with promising results, though measures of effectiveness were inconsistent across studies ([Guillion & King, 2020](#), as cited in [McLean, 2022](#)). This suggests the need for further research, as with training programs mentioned above.

## Policies Recommended Based on Common Practices

### *Chokeholds and Neck Restraints*

As mentioned earlier, model use of force policies have been published by several key organizations, with the rationales for specific policy interventions being the presence of a logic model or philosophical foundation, or widespread adoption by agencies. One example of such a policy is restrictions placed on chokeholds and neck restraints. These are now common; forty-three of the fifty largest municipalities in the US regulated police chokeholds as of 2022, though they do not typically impose criminal sanctions ([Gardner & Shareffi, 2022](#)).

Though chokehold regulations are becoming common, there is variance in the potency of these regulations and their penalties. The Stanford Center for Racial Justice, as well as Gardner & Shareffi ([2022](#)) are supportive of standardized regulations as well as outright bans ( [Stanford Center for Racial Justice, 2023](#)). According to Gardner & Shareffi, chokeholds should be banned because it cannot be definitively established that they are safer than Use of Force alternatives, and there is significant inherent danger in restricting an individual’s breathing. The Stanford Center for Racial Justice emphasizes the importance of clear language in department policies, including a clear definition of what constitutes a chokehold. The IACP’s National Consensus Policy states that chokeholds should be prohibited unless deadly force is authorized in the situation ([IACP, 2017](#)).

It is worth noting that the Charleston Police Department has a chokehold prohibition policy as part of [General Order 23](#), which states, “Choke-holds and vascular neck restrictions and other similar holds that choke or restrict a person’s ability to breathe or the flow of blood to the brain are not authorized and are prohibited, except in those situations where the use of deadly force is allowed by law.”

### *Duty to Intervene*

Policies relating to officers’ duty to intervene and report unnecessary uses of force are also becoming more common, though their content varies significantly. The Stanford Center for Racial Justice recommends that all departments have a duty to intervene policy that contains provisions for duty to intervene in another officer’s

misconduct, a duty to report, and a duty to render medical aid in specified circumstances ([SCRJ, 2023](#)). PERF lists a duty to intervene as one of its Guiding Principles on Use of Force, adding that agencies should train officers to detect when other officers might be moving toward use of unnecessary force ([PERF, 2016](#)). The IACP also mentions a duty to intervene in its National Consensus Policy on Use of Force ([IACP, 2017](#)). The most recent version of this duty is the Active Bystandership for Law Enforcement (ABLE) Project housed at Georgetown Law which updated the Ethical Policing is Courageous (EPIC) (<https://www.law.georgetown.edu/cics/able/>).

At least one study has attempted to evaluate the effectiveness of duty to intervene policies, finding that existence of duty to intervene policies was not associated with fewer officer-involved deaths ([Brown et al., 2021](#)). However, the researchers stated that the content of duty to intervene policies varies substantially. This suggests a need for more nuanced methodologies to investigate the effectiveness of specific policy components.

It is worth noting that the Charleston Police Department has a duty to intervene policy as part of [General Order 23](#), which states, “Any officer present and observing another officer using force that is clearly beyond that which is objectively reasonable under the circumstances shall, when in a position to do so, intercede to prevent the use of such excessive force. Officers shall promptly report these observations to a supervisor.” Indeed, CPD officers have received EPIC training.

#### *Data Collection*

An additional practice of potential importance in reducing use of force or excessive force is data collection, which internal agency evaluation of officers and policies, as well as empirical investigation by researchers. PERF has a [guide](#) for use of force data collection.

#### Conclusion

While key organizations have recommended use of force policies, many of which have experienced widespread adoption in recent years, empirical evaluation of these policies is still in its early stages. It would make sense for agencies to continue to monitor research findings on use of force policy effectiveness. That is not to say these policies should not be implemented in the meantime, rather that it may be useful for departments making difficult decisions regarding policy implementation to distinguish between the strength of an evidentiary basis for a policy that is based on a philosophical model and that which is based on empirical evaluation.

*Table 5: Recommendations for Use of Force*

<b>EXTERNAL REVIEW AND ASSESSMENT TEAM’S RECOMMENDATIONS FOR USE OF FORCE</b>	
<b>7</b>	CPD should revise its Use of Force reports to align the levels of force reported with the categories of force outlined in policy. (Racial Disparity Analysis) Goal: Data
<b>8</b>	Disparities are larger for drawing and pointing a firearm than for using physical force. CPD should investigate the possible reasons for this, including an analysis of threat by the suspect and, by examining differences in the calls for service that lead to drawing and pointing a firearm as compared to using physical force. (Racial Disparity Analysis) Goal: Data and Community
<b>9</b>	Continue to improve its data collection systems by adding a field to its Field Contact Cards (FCCs) to indicate the role of a person in an interaction (especially related to Use of Force)—e.g., possible suspect, witness, victim, etc. (Racial Disparity Analysis) Goal: Data
<b>10</b>	Make publicly available data on all Use of Force incidents to allow for independent analysis and to support transparency. (Fidelity Assessment, Best Practices Literature Review) Goal: Community and Data

## Complaints

The graph below, complaints shows the proportion of recommendations coded as complete (green), requiring more or ongoing work (yellow) or have insufficient data or evidence to support effective implementation (red).



■ Clear and complete documentation and/or independent evidence that recommendations have been implemented.

\* 1 Cancelled by CNA

CNA Recommendations	
18.1	CPD should not group “failure to appear” complaints into one entry into IAPro, as it introduces data errors, including the impression that disciplinary action was taken before an incident took place.
18.2	CPD should incorporate data auditing procedures in IAPro to ensure that the date listed for Action Taken cannot precede the date of the incident in question or the date of the receipt of the complaint.
19.1	CPD should conduct an in-depth exploration of internal complaints over time, including a review of complaint procedures and input from current personnel, to determine the underlying causes of the decrease in internal complaints.
21.1	CPD should recraft the Professional Standards Office (PSO) policy to ensure clarity in the complaint process, the methods for community members to file a complaint, the role and responsibilities of the employee’s chain of command, and the role and responsibilities of the PSO.
21.2	CPD should develop a disciplinary matrix.
22.1	CPD should formally track and investigate all complaints received, including information calls.
22.2	CPD should include information on all complaints (Class A and B) in its annual PSO reports.
22.3	CPD should conduct training on the procedures for the new complaint process.
23.1	CPD should establish a formal process for following up with community members who file a complaint or grievance.
24.1	CPD should update policies to ensure that all currently tracked allegation types can be readily classified by severity and seriousness.

- A screen shot of an IA Pro menu showing that “failure to appear” is no longer present on the form. Even though external complaints have decreased over the years, the police department encourages citizens to voice their complaints and concerns. Complaints are taken via telephone, e-mail, through written documents and other platforms of communication. **Rec. 18.1**
- The incident disposition report provided via a screen shot for all of 2021 and January 2022. Each sustained complaint shows an incident date prior to the “action taken” date. Data from the rest of 2022 and 2023 would help reinforce the duration of this change, but this document clearly shows the pattern cited by CNA has been resolved. **Rec. 18.2**
- [The 2022 Internal Affairs Annual Report](#) includes analysis of complaints received and investigated. See pages 32 through 38.
- Data show that the overall number of complaints filed each year is relatively low; 196 in 2021 and 193 in 2022. See [Objective 2: Racial Disparity Analysis Complaints Analysis](#) in relation to this recommendation. **Rec. 19.1.**
- General Order #10 shows the recrafted complaint policy and procedures (See pages 3-12). General Order #10 shows the disciplinary matrix. See Appendix 3 (pages 22-23). See GO #10, page 12 for policy on following up with community members. CPD provided a redacted form letter in relation to this recommendation. See GO #10, page 20-21 on allegations tracked by severity. **Recs. 21.1, 22.1, 22.3, 23.1, 24.1**

## Complaints: Best Practices

*Note: the following section is intended to review relevant literature relating to complaints, race, and potential best practices. Some of the policy interventions mentioned below have already been implemented by the Charleston Police Department. The Assessment Team has referenced CPD policies in cases in which they were aware of this, however these references may not be exhaustive. CPD may already be practicing some of the policies explored in this literature review, including in cases in which this is not explicitly stated.*

### Review of Related Research

The investigation of variables and hypothesis testing relating to complaints has received less attention from researchers than other dimensions of this literature review. The most effective use of this space seems to be to relay best practices in complaints compiled by governmental and professional organizations. These are outlined below.

### Complaint and Investigatory Process

It is necessary for investigations called for by the public to be thorough and timely to ensure legitimacy, reassure the community that the department is dedicated to reducing frequency of the behavior in question, and to maintain the morale of agency staff ([US DOJ, 2022](#)).

All complaints should be investigated, and they should be accepted in any form, in addition to the department’s formal method to ensure that the process is user-friendly ([IACP, CALEA](#)). Departments should establish policies and procedures relating to the administration and investigation of complaints, with distinct processes for criminal and administrative complaints ([MTA/OIG, 2021](#); IACP). Each step of the investigatory process should be outlined in policy documents. Policies and procedures should be strictly enforced.

Procedures should be formalized when communicating with an officer who is the subject of a complaint or allegation which could lead to criminal charges to protect the officer’s constitutional rights and the agency’s interests. Finally, an early intervention system should be employed to readily detect multiple complaints about

an officer or unit to enhance managements capacity to identify employees in need of assistance, retraining, or intervention ([MTA/OIG, 2021](#)).

### Public Outreach

Effort should be made to ensure that citizens and employees are aware that a complaint process exists, and of the steps of an investigation. This should be clearly communicated via the department’s methods of communication with the public to ensure citizens understand how the agency processes and investigates complaints. Suggestions for publication of this information include the agency website, social media, community meetings, and periodical publications in all languages spoken in the community ([MTA/OIG, 2021](#)).

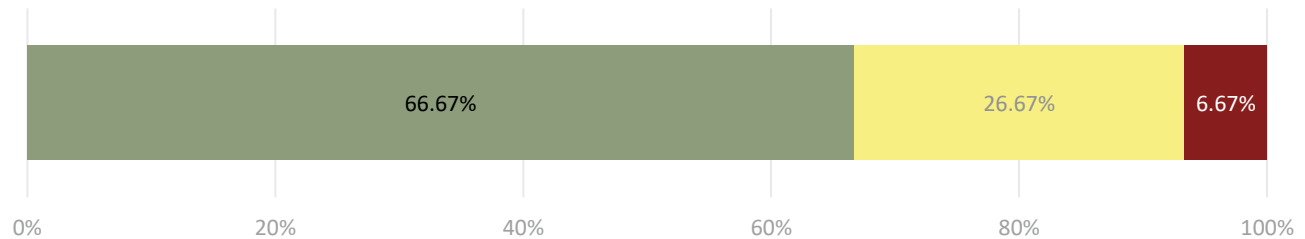
All complaints should be publicly accessible (redacted of personally identifiable information) at the end of every year on the department’s website and in the annual report ([MTA/OIG, 2021](#)).

*Table 6: Recommendations for Complaints*

EXTERNAL REVIEW AND ASSESSMENT TEAM’S RECOMMENDATIONS FOR COMPLAINTS	
11	If funding is available, retain a third-party to conduct a study of individuals who have had recent interactions with the police including surveys, interviews and focus groups to understand thoroughly citizen perspectives on police/citizen interaction. This could include people who have had a recent motor vehicle citation or warning, were assisted in a motor vehicle accident, as well as crime victims and witnesses. (Fidelity Assessment, Community Engagement) Goals: Community and Data
12	If funding is available, regularly conduct survey using a representative sample of Charlestonians to measure satisfaction with and confidence in the police. (Fidelity Assessment, Community Engagement) Goals: Community and Data
13	Deploy digital analytics software (such as Google Analytics) so CPD can develop a better understanding of who is accessing its various webpages (such as the Police Data Initiative, Compliments/Complaints portal, etc.). Understanding website viewership and behavior will support a deeper understanding of citizen use of CPD’s online data and information. Goal: Data

## Community Policing

The graph below, community policing shows the proportion of recommendation coded as complete (green), requiring more or ongoing work (yellow) or have insufficient data or evidence to support effective implementation (red).



- Clear and complete documentation and/or independent evidence that recommendations have been implemented.
- Some documentation and/or independent evidence that the recommendations have been implemented. Additional or ongoing work is required.
- Insufficient documentation or independent evidence that the recommendations have been effectively implemented.

CNA Recommendations	
25.1	CPD should expand its current initiatives and develop others to further engage and build relationships with local youth.
26.1	CPD should include community-policing performance metrics as part of performance evaluations.
26.2	CPD should create community-policing strategies for each of its districts.
27.1	CPD should conduct additional training sessions on interpersonal skills, cultural awareness and sensitivity, nonenforcement engagement, and other fundamental aspects of community policing.
28.1	CPD should reinforce the roles and responsibilities for all teams and patrol officers to engage in community policing activities and efforts.
29.1	CPD should re-evaluate the rotating shift schedule for officers.
30.1	CPD should integrate interpersonal skill building and procedural justice into its training program.
31.1	CPD should further integrate its community outreach/engagement efforts in its monthly STAT 360
33.1	CPD should leverage the Illumination Project strategies and plan to develop the CPD community engagement strategic plan.
33.2	CPD should work with its community stakeholders to establish mechanisms, e.g., neighborhood community councils, for engaging directly with the community.

- There have been dramatic improvements in Community Policing at CPD since the 2019 Audit. Below is a partial list excerpted from Annual Report. See the [Annual Report 2022](#) for the full list.
- Opened two community-based gathering centers for mentoring of children and offering victim assistance, conflict resolution.
- Developed The Partnership Project with Coastal Crisis Chaplaincy, in which police and community members held meetings and interactive events to problem solve by working together. This included the Walk of Trust in the Ardmore Community, the Johnson Street Survey Walk and Town Hall, and the West Ashley Community Concert.
- Implementation of programs such as, Coffee with a Cop, Open House, community meetings, ALICE training (active shooter) with businesses and apartment complexes, neighborhood cookouts, senior citizen outreach (Seniors And Law enforcement Together (SALT)), celebrating Hispanic Heritage month, National Faith and Blue Weekend, Halloween Howl, and Command Post roll calls within the community.
- CPD Outreach Officers are consistently creating new ways to connect with local youth to provide positive experiences and mentorship to teach and guide them with decision making skills and conflict resolution. CPD opened its second community center, the Multipurpose Learning Center, in the Robert Mills community and has been fortunate in creating great relationships with the youth and families there.
- Continue hosting Back-to-School Bashes in both community centers. The department participated in a year-long mentorship program with Lowcountry Youth Services at The Gathering Center where mentors and police held mentor and activity sessions with the youth in Gadsden Green. The Outreach Officers spent many months in 2022 connecting with youth through sports and activities including creating the Angel Oak Soccer Team, the Blue Knights Chess Club, reoccurring baseball clinics with guest speakers, a basketball team, and participating with the City’s recreation department all summer with the Flip Basketball League.

**Rec. 25.1**

- Ratings of Officer performance on Community Policing and Problem Solving clearly appear in the Supervisor Performance Appraisal form dated November 2021. **Rec. 26.1**
- Many documents have been reviewed as part of this Fidelity Assessment. The Patrol Vision mentioned above, as well as review of weekly updates from Team 2 and Team 3, clearly show specific community policing strategies by distinct geographic areas. **Rec. 26.2**
- Diversity training is a strength of CPD. A schedule provided for Police Corp Class XIII includes sessions on “Diversity Awareness,” “Gender Identity,” “Prejudice and Personality.” A department-wide, daylong session on Awareness and Inclusion training has also been reviewed. (Not clear how many officers and/or civilian personnel take part each year 2019-2023). Reviewed the City of Charleston’s video training on Diversity, Equity and Inclusion a reference to all completing it before mid-August 2023. This video includes a section on “implicit bias”. **Rec. 27.1**
- There are many ways in which CPD reinforces the roles and responsibilities for all officers to engage in community policing efforts. Some of the training topics have been mentioned already, as well as including these functions as part of the officer appraisal process. In January 2023, the Commander of Patrol Division, Captain Jason Bruder, released a Patrol Vision statement for all patrol officers. Being responsive to community members, solving problems and engaging with residents in neighborhoods, all fundamental of community policing, are the three main messages in this vision statement. **Rec. 28.1**
- Permanent shifts (as opposed to rotating shifts) implemented in June 2020. This has allowed Patrol Officers to become known to their communities and for Officers to get to know the citizens they serve better in

specific geographic areas. Anecdotal feedback suggests most Officers prefer these permanent shifts. **Rec. 29.1**

- Skill-building training has been documented previously. A document entitled “Procedural Justice Related Training at CPD” was provided for this assessment on Aug. 25, 2023. Training areas highlighted include:
  - Ethics
  - Fair and Impartial Policing
  - Civil Rights in Charleston
  - Community-Oriented Policing
  - Gender Identity
  - De-Escalation Training
  - Charleston Leadership Program
- Based on this new compendium of procedural justice training resources, this recommendation is coded green for the final report. **Rec. 30.1**
- Community Outreach and Engagement activities are now routinely reported at STAT 360 meetings. An example from Captain McFadden’s notes from March 2023 meeting include topics such as:
  - 105 Problem-Oriented Policing (POP) module entries in 2023 to date.
  - ALICE (active shooter) training at many local businesses
  - Presentation at the Waring Center on traffic safety and common violations
  - NARCAN Training and distribution of hard reduction kits;
  - Police Citizens Academy
  - Bike Safety presentations
  - Many others. **Rec. 31.1**
- Community Outreach Strategic Plan contains three goals and all are related to Illumination Project findings:
  - Build Community Partnerships and problem solve to improve trust between police and citizens.
  - Create a multifaceted approach to reach all members of the community.
  - Increase police participation and positive encounters with youth. **Rec. 33.**

CNA Recommendations	
32.1	CPD should work with the Citizen Police Advisory Council, the city, and other community stakeholders to share with the broader community the council's goals, objectives, and standard operating procedures.
32.2	CPD should leverage the Citizen Police Advisory Council to gather community feedback on policies and procedures.
32.3	CPD, the Citizen Police Advisory Council, and the city should make a concerted effort to engage and inform the community about their efforts to increase transparency and transform the CPD.
33.3	CPD should communicate the importance of community support in effectively implementing changes to the community.

- Some in the community are skeptical of CPAC and question if it is independent, but rather influenced and driven by CPD.

Gaining participation, not just of residents of Charleston, but also among those who have been selected as council-persons, has been difficult. No doubt that COVID served as an impediment to greater participation.

It is clear that presenting to CPAC solely does not reach enough citizens to constitute authentic community engagement. New and alternative approaches for community engagement, especially in regard to reporting results of this assessment, are required to achieve the desired and needed level of community awareness and engagement. **Recs. 32.1, 32.2, 32.3**

CNA Recommendation	
34.1	CPD must actively engage and solicit input from the community throughout the process of implementing recommendations.

- While the Community Policing Division of CPD has made great strides in connecting with residents of all ages, especially youth, as it relates to crime and safety issues in neighborhoods, there is insufficient evidence that residents and other stakeholders have been engaged in Audit recommendation implementation or any meaningful policy-level dialogue.

- CPAC does not have significant enough participation and attendance for sufficient engagement at this level. The other method that CPD employed to inform and update residents about work on the Audit recommendation implementation was the Audit Tracking Dashboard. Rates of "hits" or views over a 24-month period (July of 2021 through July 2023) average just a little more than 50 a month, a very low total for a city of more than 150,000 residents. **Rec. 34.1**

### Site Visits Side-Bar Summary

The Community-Oriented Policing Division has opened two community centers since the 2019 Audit. Both are in housing developments managed by the Charleston Housing Authority. The Gathering Center is located in Gadsden Green, and the Multipurpose Learning Center is in Robert Mills Manor. A member of the Assessment Team conducted site visits to both.

The goals of the Community Centers are multifaceted:

- To provide a safe and supervised space for children after school hours
- To support relationship-building between CPD and the nearby community

- To provide violence interruption and conflict mediation programs (specific to Gathering Center)

Both centers have a variety of resources for children to support homework completion or play, including desks, board games, books, a television, comfortable chairs, snacks, and a washer/dryer. Children's attendance is voluntary. Any child is welcome to use the space, though attendees are primarily from the surrounding neighborhoods and are usually comprised of several children who regularly engage at each location. An exception is when The Gathering Center hosts events or facilitates field trips.

The Gathering Center is a duplex, and one half is used for adult service provision. A conference table is used for mediation. As with child services, these occur on a voluntary basis. There is also a tutor and study space for individuals pursuing a degree or GED. The adult half of The Gathering Center is also used for providing legal services when pro bono assistance is available.

CPD Center Managers would like to facilitate further growth of the range of services that can be provided. For example, they are exploring the possibility of offering vocational training opportunities for young adults. There is also a desire to form more relationships with parents. They would also like to decorate and furnish both spaces to make it a more desirable and welcoming space to serve the community.

## Community-Oriented Policing Effectiveness: Best Practices

*Note: the following section is intended to review relevant literature relating to community-oriented policing effectiveness, race, and potential best practices. Some of the policy interventions mentioned below have already been implemented by the Charleston Police Department. The Assessment Team has referenced CPD policies in cases in which they were aware of this, however these references may not be exhaustive. CPD may already be practicing some of the policies explored in this literature review, including in cases in which this is not explicitly stated.*

### Introduction to Community-Oriented Policing

Community-Oriented Policing is an approach to policing that emphasizes community involvement in crime prevention and mitigation efforts. This is in contrast to what is considered a more traditional policing model in which policing is more reactive and places emphasis on police officers' roles of enforcing the law and maintaining order. (Gill et al., 2014; Weisburd & Eck, 2004). In a community-oriented policing model, officers develop relationships with community members to leverage their expertise and increase communication and trust between both parties. The desired effect is that this would theoretically be beneficial in various ways, including by helping proactively address community issues before crime occurs and increasing citizens' willingness to report crime (Gill et al., 2014; US DOJ, 2012). These desired positive effects of Community-Oriented Policing may benefit a variety of communities, though Black and Hispanic populations have the potential to benefit the most from the restoration of trust and views of legitimacy toward the police, given lower rates of both of these populations (Carr, Napolitano, and Keting 2007; Gau and Brunson 2009; Jones 2014; Bell 2016).

According to the US Department of Justice's Office of Community-Oriented Policing, there are three components of Community-Oriented Policing. These are; community partnerships, organizational transformation, and problem-solving. Community partnerships can be formal, such as regular meetings with or procedural involvement of citizen groups, or informal, which might include use of foot patrol, neighborhood events, or other efforts to promote casual, nonpunitive conversations with citizens (US DOJ, 2012; Gill et al, 2014).

Organizational transformation can also take a number of possible forms, and may include changes in management, structure, personnel, and information systems to support the philosophy. This might include department-wide deployment of community partnership mechanisms listed above, or the creation of a specialized unit to do so. It could also involve increased procedural transparency and/or open data access ([US DOJ, 2012](#); [Muchow, 2023](#)).

Problem-solving in this context refers to the proactive nature of Community-Oriented Policing. It is to an extent a reimagining of police departments' role, as it adds a proactive component to the standard model of responding to incidents ([US DOJ, 2012](#); [Gill et al., 2014](#)).

### Community-Oriented Policing Effectiveness

Scholars have worked to investigate the effectiveness of community-oriented policing in achieving its intended outcomes since it was widely adopted in the 1990's. There is strong evidence that community-oriented policing strategies have positive effects on citizen satisfaction, trust in police, ideas of police legitimacy, and perceptions of disorder ([Peyton, Arevalo, & Rand, 2019](#); [Crowl, 2017](#); [Gill et al., 2014](#)). Whether there is an association between Community-Oriented Policing strategies and crime rates is less clear, as results of studies have varied. There is emerging evidence that Community-Oriented Policing is related to reduced violent crime rates. In their meta-analysis, Gill et al. ([2014](#)) found only limited effects on overall crime rates. However, they did find an association when they isolated violent crime, though it was statistically insignificant. More recently, Muchow ([2023](#)) examined whether the Los Angeles Community Safety Program reduced crime in its target neighborhoods. There was significant violent crime reduction for up to 4 years after the first phase of implementation, but the subsequent phases resulted in little to no change in violent crime rates. The study was not able to disentangle why the first phase was more successful, though there was reported variation among phases in fidelity to the program, with officers assigned to phase 1 sites having been the most committed to the success of the program.

These two studies have produced promising results, especially the latter. It appears premature to declare that Community-Oriented Policing cannot reduce crime rates, at least violent crime rates. It is also worth noting that Community-Oriented Policing is a philosophy rather than a set of specific policy or procedural prescriptions, and departments' methods of implementation vary significantly. This presents challenges relating to internal and external validity, or in research design and in replicating studies in different jurisdictions. It is likely the next phase of community-oriented policing research will attempt to home in on what facets of the various approaches that have shown promise in reducing crime and have likely produced the effect. These could then be tested in other jurisdictions if other jurisdictions adopt them. It would make sense for scholars and practitioners to keep an eye out for such research, as further evidence of crime reduction would be quite practically significant.

An additional reason more research needs to be conducted relates to the logic model of community-oriented policing, and in past research on the effects of things it has been shown to significantly improve, such as police legitimacy and citizen satisfaction and trust. Schnebly ([2008](#)) found that perceptions of police legitimacy increase willingness to report crime. Citizens who view the police as a legitimate authority are also more likely to "obey the law" ([Sunshine & Tyler, 2003](#)). From a theoretical perspective, a reduction in crime could logically follow, as citizens in communication with and who have a positive view of the police could assist in creating a community that is law-abiding. They could assist in law enforcement through reporting of crime, which could deter future criminal activity. Also with a logic model in place, and preliminary evidence that Community-Oriented Policing may have a relationship with violent crime rates, a possible association between certain Community-Oriented Policing practices and crime is worth continued exploration.

### Effectiveness of Specific Methods

Scholars have studied the effectiveness of some commonly-adopted specific Community-Oriented strategies, such as foot and bike patrol. These have been found to be beneficial. For example, foot patrol units are associated with increased citizen satisfaction with police (Andresen & Lau, 2014), improved public perceptions of safety (Kelling, 1981), and increased crime reporting (Bowers & Hirsch, 1987). Bike patrol studies have revealed similar benefits (Sytsma & Piza, 2017). Both patrol methods have the potential to increase non incident-related interactions between citizens and police compared to motor vehicle patrols. It may make sense for the two to be used in tandem, as bicycle patrol allows officers to cover more distance and improve response times (Sytsma & Piza, 2017).

As with foot and bike patrol, research on the effectiveness of school resource officers (SRO's) has been consistent with the broader body of Community-Oriented Policing research. According to Broll and Howell (2019), they are believed to “foster mutually beneficial relationships to support law enforcement, teaching, and counselling objectives.” This is consistent with other COP findings of improved trust and relationship-building. Effects on crime seem to be mixed. Some studies have found that the presence of SRO's is associated with decreases in serious school violence (Sorensen, Shen, and Bushway, 2021; Zhang, 2019). Others have found increases in drug-related crimes (Gottfredson et al., 2020; Zhang, 2019). It is worth noting that this could be a result of an increase in instances in which such crimes are discovered, due to the SRO, rather than increased drug activity. Some studies have found no effects on bullying (Broll and Lafferty, 2018; Devlin, Santos, and Gottfredson, 2018).

Signori et al. (2023) recently found in a study of the Greater Manchester Police Department that gains in citizens' trust and satisfaction with police can be lost when officers are reassigned to different geographic areas. In other words, permanent versus rotational geographic assignments have value. The Arizona State University Center for Problem-Oriented Policing (popcenter.asu.edu) provides an extensive list of problem-solving approaches for police.

### Conclusions

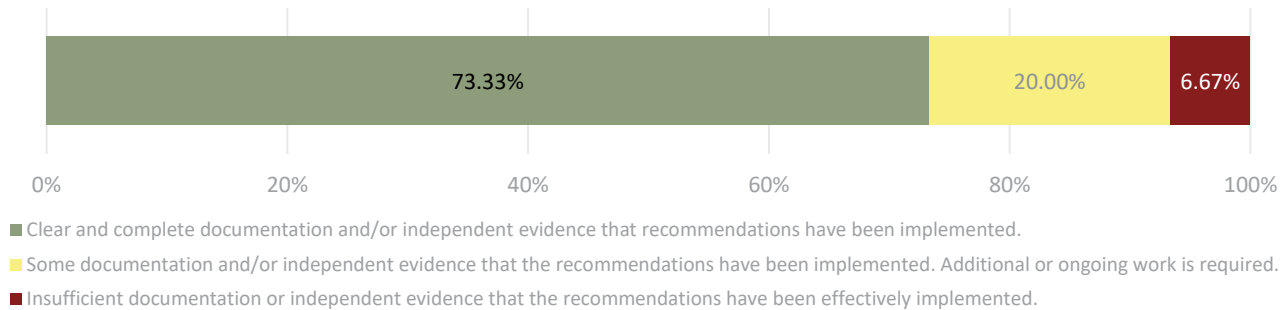
It is still yet to be determined what effects a general Community-Oriented Policing approach and specific COP strategies have on crime levels. However, there are clear benefits of citizen satisfaction, trust, and perceptions of police legitimacy. Efforts invested in greater community involvement in law enforcement and cooperation toward meeting desired outcomes of policing have yielded tangible results. Departments should continue to test specific Community-Oriented Policing strategies and to learn from each other's initiatives.

*Table 7: Recommendations for Community Policing*

<b>EXTERNAL REVIEW AND ASSESSMENT TEAM’S RECOMMENDATIONS FOR COMMUNITY POLICING</b>	
<b>14</b>	Regularly present data on racial disparities to community and faith-based leaders and advocates such as the Charleston Area Justice Ministry (CAJM) to increase transparency and confidence in the CPD. (Fidelity Assessment, Community Engagement, Best Practices Literature Review) Goal: Community and Data
<b>15</b>	Proactively seek ideas and recommendations from community leaders and advocates on all major community-oriented policing initiatives, with regular and consistent reporting of results. (Fidelity Assessment, Community Engagement) Goal: Community
<b>16</b>	Continue work on implementing co-response protocols with mental health professionals for incidents involving individuals experiencing mental health issues, as well as incidents involving unhoused individuals. Seek to sustain the work started with the “Connect and Protect” grant that is expiring. (Fidelity Assessment, Community Engagement) Goal: Community

## Personnel Practices

The graph below, specific to personnel practices shows the proportion of recommendations coded as complete (green), requiring more or ongoing work (yellow) or have insufficient data or evidence to support effective implementation (red).



\* 1 In-Process

CNA Recommendations	
35.1	CPD should develop a strategic plan for recruitment and hiring.
36.1	CPD should closely re-examine the demographics of each specialized unit and team to ensure that these teams and units are diverse and inclusive.
37.1	CPD should continue to improve and expand its efforts to ensure greater reach of its recruitment and hiring efforts to attract more diverse candidates.
38.1	CPD should establish a formal process to track applicants as they progress through the hiring process.
39.1	CPD should revise its officer job description to align with the department's recruitment and hiring priorities and community policing strategies.
40.1	CPD should develop a comprehensive training plan on an annual basis.
41.1	CPD should increase the number of officers that have received Crisis Intervention Team (CIT) training to ensure that CIT officers are available on each team/unit/shift.
43.1	CPD should further integrate de-escalation into its scenario based training and other related training curricula.
44.1	CPD should establish a formal supervisory training program for newly appointed supervisors.
46.1	CPD should re-examine the guidance provided to supervisors upon promotion as they relate to conducting performance evaluations.
46.2	In the event that a supervisor is newly appointed (under six months), CPD should encourage them to seek feedback from previous supervisors, if able, about each of the officers under their supervision.

- The most recent strategic plan specific to recruitment is 2019 through 2024. The plan is well-done, and recruitment is a strength of CPD. Still the environment for recruiting police officers is difficult and new strategies and more effort are required for the department to be fully staffed with sworn officers. Attrition

analysis was shared for the period of 2014 through 2023 YTD that shows the ebb and flow of officers recruited versus those separating from the agency. The cumulative growth over the years is still well below the CPD's full complement of officers budgeted. Recent data reviewed show 40 open positions to get to CPD's full allotment compared to 41 in 2019. Similarly, with Civilian personnel, there has been decrease in staffing from 106 in 2019 to 89 in 2023. There are 25 civilian slots open. (See [Figure 3: Attrition Graph: Cumulative Growth of Sworn Officers, 2014-2023](#)) **Rec. 35.1**

- Analysis of demographic data from Special Operations Division (SOD) shows an increase in diversity overall from 2020. In 2020, 28% of sworn officers in this unit were from underrepresented groups, compared to 2022 where 36% are from underrepresented groups. (See [Figure 10: Special Operations Division Demographics, 2020 – 2023 YTD](#)) **Rec. 36.1**
- Recruitment efforts are substantial. The CPD has a national reach with emphasis on the East coast. Even so, observing the trends in hiring and separations, the department is no more diverse (looking at gender and race) in 2023 as it was in 2019. For example, in 2019, 17.6% (72) officers were Black compared to 2023 where 13.4% (56) were Black. Gender distribution shows 15% (63) females in 2019 compared to 17% (69) in 2023. (See [Figure 4: Race of New Hires, 2021 & 2022](#) and [Figure 6: YTD Sworn Officers by Race, 2019 & 2023](#)). **Rec 37.1**
- **The recruitment team at CPD is data-driven.** They have designed and implemented a process to track applicants throughout the hiring process. Sgt. Gibson provided the spreadsheet he uses to track applicants with several variables including “applicant status”, “residential zip”, “gender”, “race”, and “education”. CPD’s analysis also includes the number of sworn officers hired, number of applications, number of officers hired who are “prior certified,” number of recruits by state, reasons for application withdrawal, number of separations versus new hires (2004 versus 2022). The report concludes with a “Looking Forward” section where “The National Police Staffing Project” is highlighted. The recruitment report concludes with a description of the Recruitment Offices succession planning. **Rec 38.1**
- Two Officers are consistently recognized for their work in recruiting at CPD. Senior Police Officer Terry Cherry was highlighted in the [Atlantic](#) in May of 2023 for her innovative and unique approach to police recruiting. Sergeant Anthony Gibson serves as an Executive Board member on the American Society of Evidence-Based Policing, and he is a research contributor on the Police Staffing Observatory. Sergeant Gibson is managing a research-practitioner partnership to explore predictive models capable of identifying and assisting officers at-risk of prematurely leaving law enforcement through the American Society of Evidence-Based Policing’s inaugural Applied Criminology and Data Management cohort.
- **The Police Officer Job Announcement** as updated in 2019 calls out community policing strategies. For example, “Maintains an interest in serving the City of Charleston's many unique, culturally rich communities.” Another example. “Builds community partnerships through daily personal encounters.” **Rec. 39.1**
- **Training is a strength of CPD** and each year it develops a training plan referred to as “Block Training”. This is a week of training on multiple topics that each Sworn Officer attends. Additionally, the CPD runs its twelve-week Police Corps training program for new recruits.
- Reviewed memo from Captain Cretella specifying an **increase in the number of Crisis Intervention Team (CIT) training of officers** dated May 8, 2023. It shows CPD CIT Certified Officers = 190. Newly certified officers have increased each of the last three years: 2021 = 19, 2022 = 52, 2023 = 16 with more training planned in 2023 and 2024. Another document from Deputy Chief Weiss shows the distribution of CIT officers across all teams. **Rec 41.1**
- **De-escalation training** is provided as part of Annual Block Training. It is part of 4.5-hour training called “Responding to Resistance and Aggression.” Additionally, specific de-escalation strategies are taught as

another section of the Block Training. Scenario-based training occurs during Intermediate weapons training.

**Rec. 43.1**

- Sergeant Training week is the internal program that addresses this recommendation. **Rec. 44.1**

CNA Recommendations	
40.2	CPD should conduct a training needs assessment to identify potential training gaps.
45.1	CPD should establish objectives and performance metrics for each of its training lesson plans and measure officer performance against these objectives after each training session.
47.1	CPD should examine its current internal communications process and procedures, especially as they relate to the complaints, Use of Force review, and promotional processes.
42.1	CPD should ensure that its CIT officers received recertification training on a periodic basis, at least every two years.
47.2	CPD leadership should leverage the Chief's Advisory Council as a means to gather input and share information

- CPD did not provide a formal Needs Assessment regarding training. However, it is clear that it conducts surveys of officers (illustrated by screen shots) and holds planning meetings in regard to training. A formal needs assessment where multiple types of data (survey results, training conducted in prior year, benchmarks with other similar size law enforcement agencies) are reviewed and a plan for the coming year prepared and vetted by senior leaders and perhaps outside experts as well. **Rec. 40.2**
- There is ample documentation of these performance appraisal evaluations forms and processes. Last updated in early 2022. **Rec. 46.1**

- Newly appointed supervisors are trained during “Sergeants Week” training where the opportunity to speak with the employees previous supervisor is afforded to the newly appointed supervisor. Guidance on appraisal are also provided by the “expectations Documents” for new sergeants” **Rec. 46.2**
- There is no documentation of CIT training provided specific to “recertification.” There is not a formal “recertification” process for CIT Officers. The ERA team conclude that this CNA recommendation does not apply to CPD. **Rec. 42.1**
- The number of documents and amount of effort documenting evaluation is ample. Yet, there does not appear to be one consistent method for establishing and assessing the effectiveness of the various training initiatives provided by CPD. Specific objectives are often included in lesson plans, but it is hard to find the data organized in such a way for meaningful analysis to compare instructional effectiveness, specific training modules conducted or even the number of officers who were trained. This is an area that can be improved by increasing the evaluation capability within CPD, especially in regard to training. This could be a full-time job for an internal analyst. Available documentation is not clear nor consistent in terms of how performance related to each course’s objectives are assessed and reported. **Rec. 45.1**
- There are a number of evaluation and promotional documents assigned to this recommendation by CPD, but no analysis of the communication process, which is what this recommendation requires. **Rec. 47.1**
- A roster of members was shared as well as a memo regarding the Chief’s Advisory Council, though nothing more recent than 2020. With the Chief’s death, the new CPD Chief should re-examine the roles of the Council and determine how to organize most effectively going forward. The ERA Team concludes that a formal rating on this recommendation is not appropriate given the circumstances. **Rec. 47.2**

CNA Recommendations	
40.3	CPD should engage community leaders and other external stakeholders in the development of the training plan.
48.1	In-process

authentic engagement of community leaders around higher-level policy and training is an area for improvement for CPD. **Rec. 40.3**

- It is unclear from this External Review and Analysis, how and when community leaders and external stakeholders have been engaged in the development of training plans. Videos of individuals commenting on their treatment by police are included in the “awareness” training are noted. Feedback gathered from a Police Corp debrief have been reviewed as well. Still, as referenced in the Community Policing section,

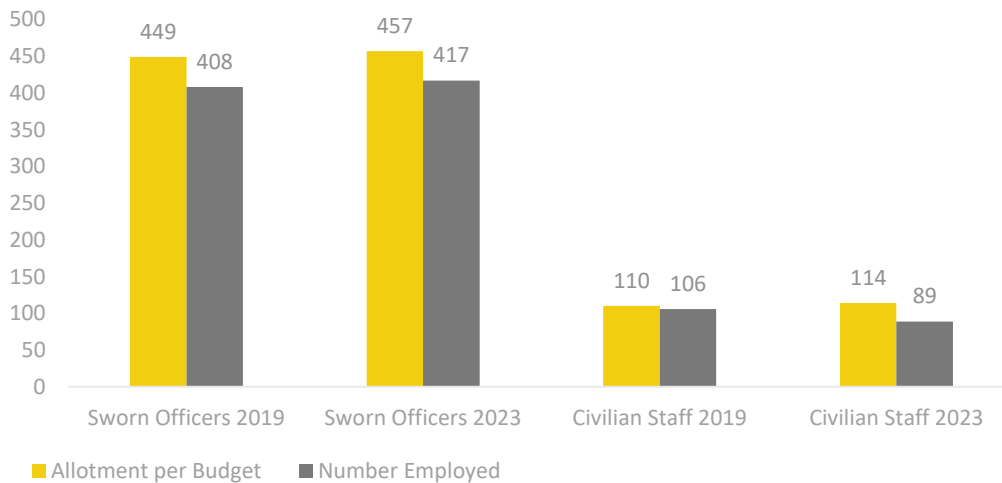
## Data On Personnel

Table 8: Percent of Allotment Staffing 2019 Compared to 2023 YTD, Sworn and Civilian Staff

	Sworn Officers		Civilian Staff	
	2019	2023	2019	2023
Allotment per Budget	449	457	110	114
Number Employed	408	417	106	89
Number of Unfilled Positions	41	40	4	25
% of Allotment	90.8%	91.2%	96.3%	78.0%

Data Provided by CPD

Figure 1: Sworn Officer and Civilian Employment, 2019 & 2023 YTD



Data provided by CPD

Figure 2: Percent of Positions Filled, 2019 & 2023 YTD

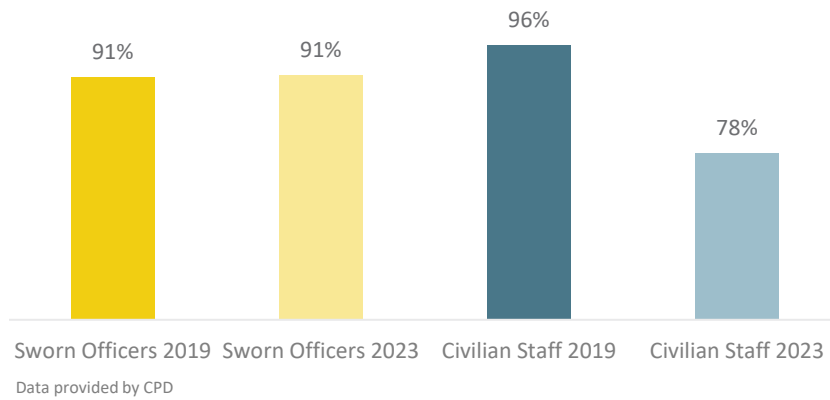


Figure 3: Attrition Graph: Cumulative Growth of Sworn Officers, 2014-2023

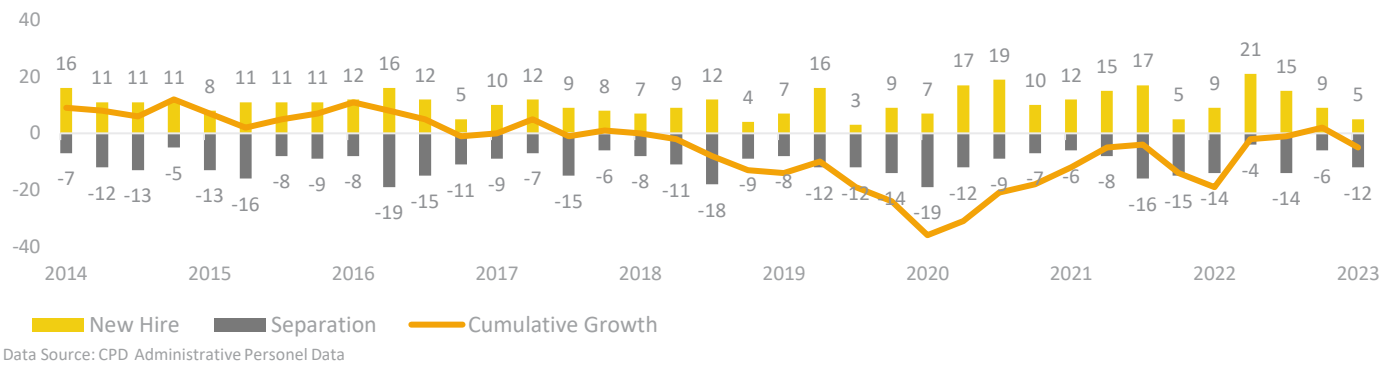


Figure 4: Race of New Hires, 2021 & 2022

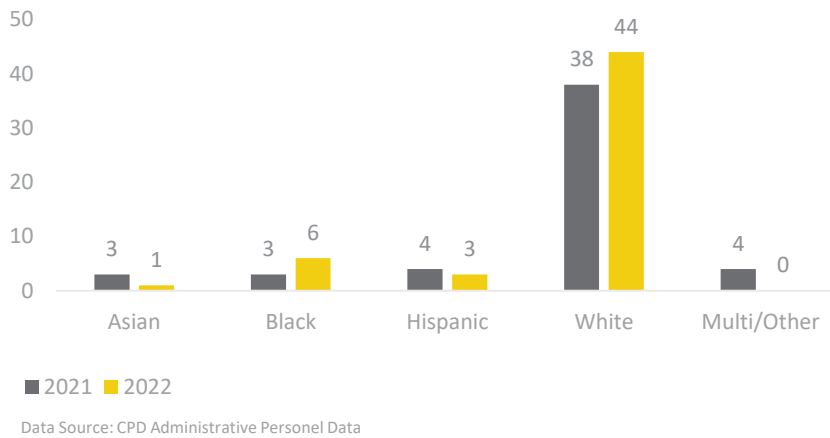


Figure 5: Race of New Hires as Percent of Total New Hires, 2019 & 2022

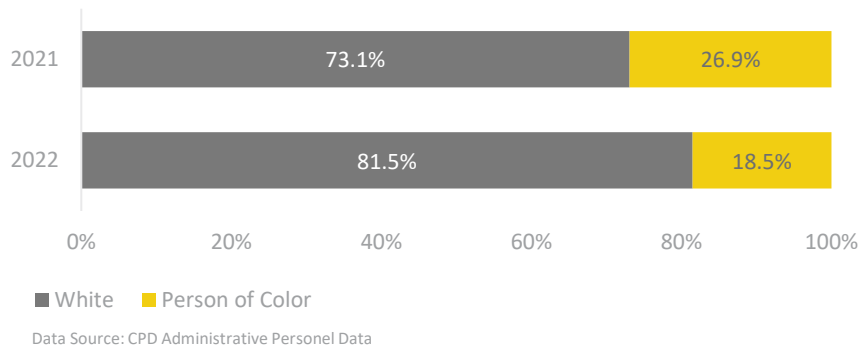


Figure 6: YTD Sworn Officers by Race, 2019 & 2023

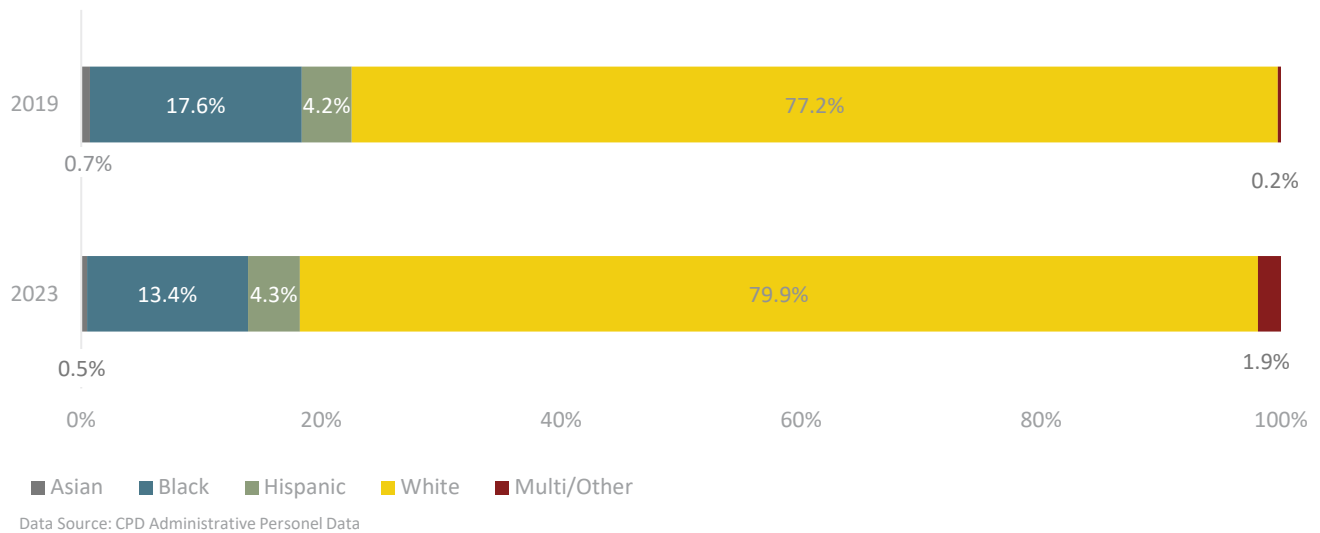


Figure 7: Civilian Employees by Race, 2019 & 2023

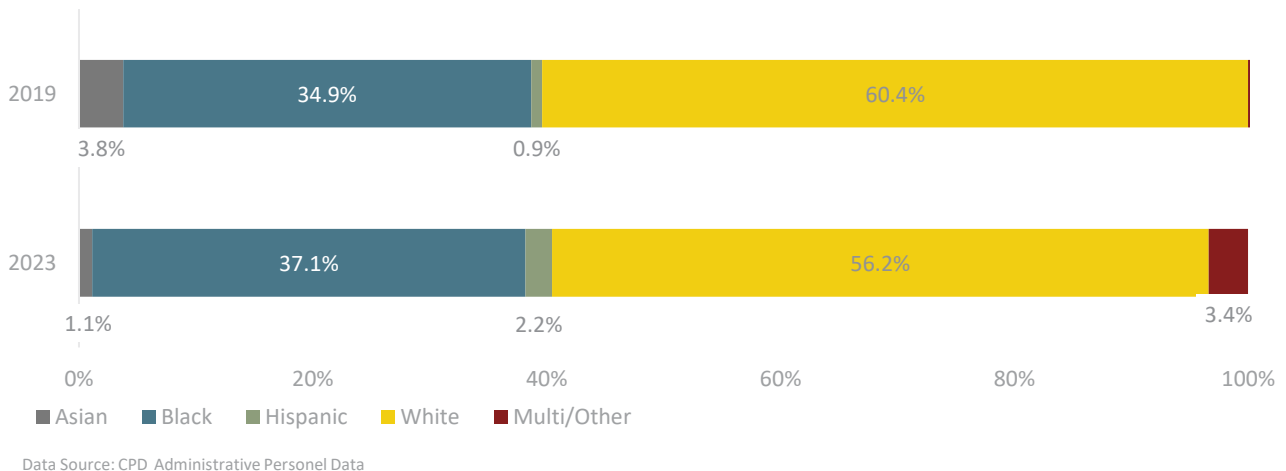


Figure 8: Gender of Sworn Officers, 2019 & 2023

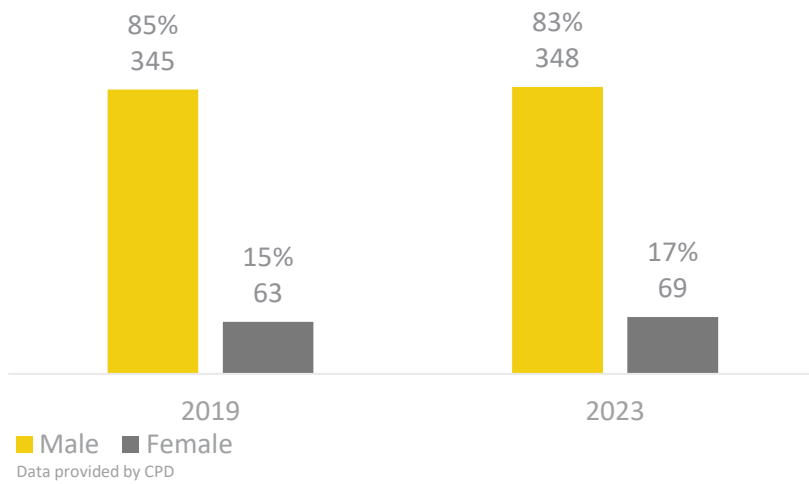


Figure 9: Gender of Civilian Employees, 2019 & 2023

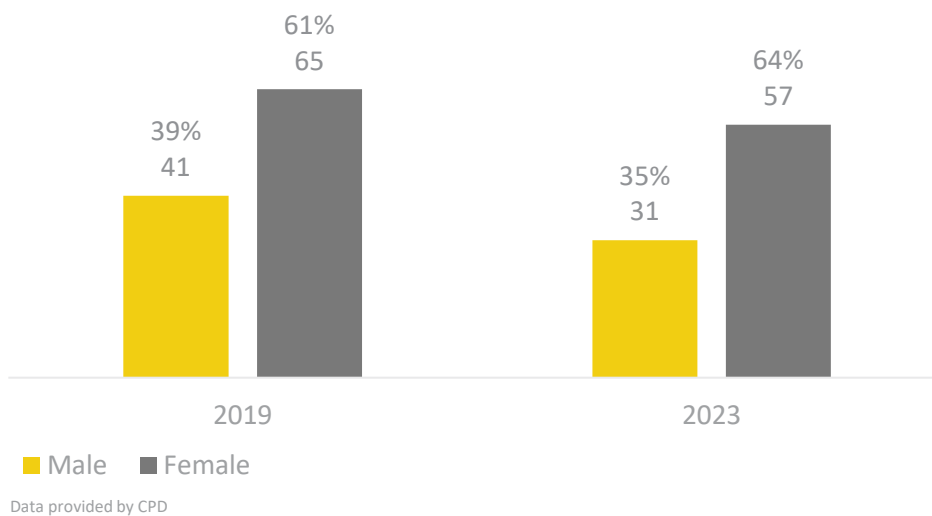
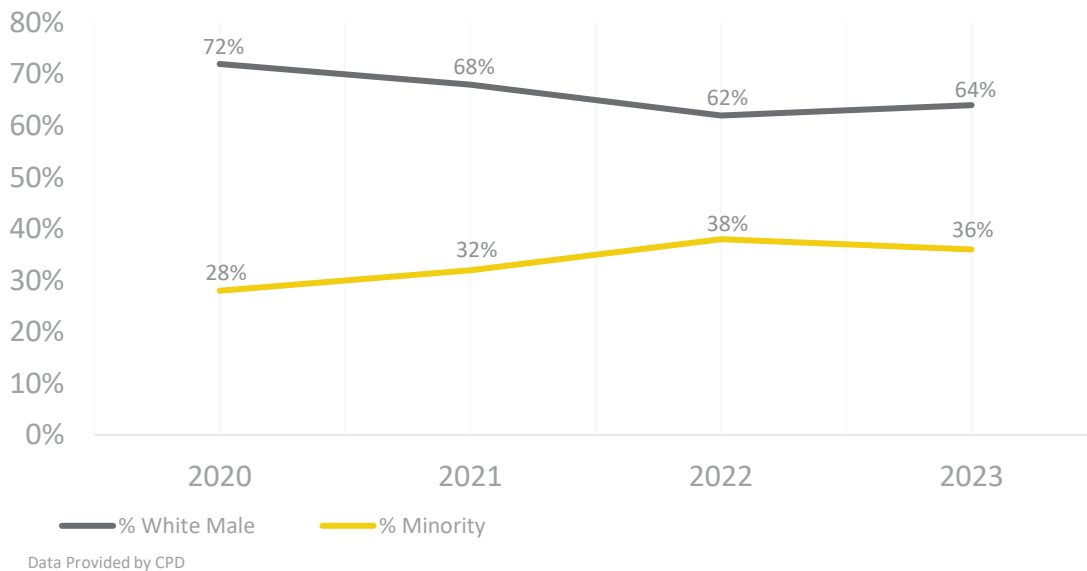


Figure 10: Special Operations Division Demographics, 2020 – 2023 YTD



## Personnel: Best Practices

*Note: the following section is intended to review relevant literature relating to personnel, race, and potential best practices. Some of the policy interventions mentioned below have already been implemented by the Charleston Police Department. The Assessment Team has referenced CPD policies in cases in which they were aware of this, however these references may not be exhaustive. CPD may already be practicing some of the policies explored in this literature review, including in cases in which this is not explicitly stated.*

### Recruitment

Only a few rigorous, randomized studies exist evaluating recruitment strategies. (CCJ). Best practices based on these:

- Keep application process simple to minimize barriers to completion but communicate qualification requirements early to prevent unqualified candidates from remaining in process.
  - Follow-up texts or emails to partial applicants can result in modest increase in applicant pool ([Linos & Riesch, 2019](#)).
- Emphasize career opportunities of profession in recruitment materials.
  - This has been shown to be particularly effective for women and people of color ([CCJ, 2021](#)).
- Emphasize a sense of belonging in recruitment materials.
  - Also effective for people of color ([Linos, Reinhard, & Ruda, 2017](#)).

Other strategies being employed by departments or recommended by governmental or trade entities:

- Establish clear policies prohibiting affiliation with hate groups in compliance with court precedent regarding First Amendment rights ([German, 2020](#); [National Police Accountability Project, 2022](#); [Center for Policing Equity, 2021](#)). A hate group is defined as an organization that has “beliefs or practices that

attack or malign an entire class of people, typically for their immutable characteristics” ([Southern Poverty Law Center, 2022](#)). Note: The Charleston Police Department prohibits “associations or dealings...with groups which advocate hatred, persecution, or oppression of any person or group” in [General Order 17](#) (17.54).

- Rationale:
  - The FBI has documented efforts by such groups to infiltrate police departments ([FBI, 2006](#)). Such affiliations and views compromise the ability of an officer to serve all people with respect and fairness.
  - The Plain View Project has documented thousands of social media posts by officers in other cities endorsing violence, racism, and bigotry since 2017 ([Plain View Project, 2023](#)). Additionally, police in other cities have failed to intervene when White supremacist violence has occurred in front of them, have been recorded expressing support for White supremacist demonstrators, and have invited armed paramilitary groups affiliated with hate groups to assist in crowd control ([Cooper et al., 2020](#); [Colton, 2020](#);
  - The US Supreme Court held in *Garcetti v. Ceballos* (2006) that speech made by public employees pursuant to their jobs is not protected by the First Amendment ([Justia, 2006](#)). This was a major court case and much has been written about this decision. See [Wasserman, L. M., & Connolly, J. P. \(2017\)](#).
- Conduct a thorough inquiry into whether a candidate has past or current affiliations with hate groups or whether they have publicly expressed explicit biases. This should include a review of the candidate’s social media accounts ([National Police Accountability Project, 2022](#)). CPD conducts such a background check for prospective candidates.
- Adopt a social media policy prohibiting posts, likes, retweets, or other statements that explicitly advocate racism, violence, or other kinds of hate or discrimination ([National Police Accountability Project, 2022](#); [Center for Policing Equity, 2021](#)). (See [General Order 46](#) for the Charleston Police Department’s social media policy, in which they prohibit "speech containing obscene or sexually explicit language, images, or acts and statements or other form of speech that ridicule, malign, disparage, or otherwise express bias against any race, any religion, or any protected class of individuals.)
- Provide an authentic portrayal of what day-to-day police work will look like in recruitment materials.
  - In place of traditional depictions of specialized units engaging in militarized activities ([PERF, 2019](#)).
- Partner with Historically Black Colleges and Universities (HBCU’s) to create internship opportunities ([PERF, 2019](#)).

## Retention

Based primarily on surveys and interviews of separated officers, as well as best practices from other professions, rather than randomized controlled experiments of police officers.

- Conduct, provide opportunities for, or require leadership training to improve morale ([Hilal & Litsey, 2019](#)).

- “The importance of a supervisor cannot be discounted. Supervisors can have a direct influence on the overall health and well-being of an employee, to impact such things as depression, insomnia, work–family conflict, stress, job satisfaction and turnover intentions” ([Haʻmmig, 2017](#)).
- Consider Gocke’s six ways to improve morale: 1) Eliminate unfavorable conditions, 2) Settle grievances properly, 3) Gain the respect of the subordinate, 4) Create an interest in the work, 5) Give accommodation’s when deserved, and 6) Cultivate a proper attitude toward subordinates ([Gocke, 1945](#)).
- Have clear and transparent processes for officers to request training opportunities ([Hilal & Litsey, 2019](#)).
- Have clear and transparent processes for career advancement ([Hilal & Litsey, 2019](#))
- Provide opportunities for light-duty assignment.
  - Officers’ knowledge and expertise can still be an asset to organization, just used in different ways ([Hilal & Litsey, 2019](#), [Howes & Goodman-Delahunty, 2015](#)).
  - This can be particularly effective for injured officers ([Hilal & Litsey, 2019](#)).
- Allow shift flexibility to improve work/life balance ([Hilal & Litsey, 2019](#)).
- Consider offering individual counseling or peer support groups, especially for positions with risk of traumatic experiences ([CCJ, 2021](#)).
- Conduct regular employer satisfaction surveys ([CCJ, 2021](#)).
- Ensure procedural fairness in application of Department policies ([Trinkner, Tyler, & Goff, 2016](#)).
- Increase compensation ([Hemp & Schuck, 2018](#)).

## Training

- Align training programs with most common scenarios faced by officers, not just most dangerous, by considering:
  - Enhanced focus on resiliency-based training approach, which has been shown to improve decision-making, reduce use of excessive force, and improve job satisfaction ([Chitra & Karunanidhi, 2018](#); [Ramey et al., 2017](#); [Mccraty & Atkinson, 2012](#)). The latter effect could potentially have positive implications for employee retention.
    - This typically involves a reduced focus on operations, defensive tactics, use of force, and other physical and technical skills training.
  - Enhanced focus on critical thinking and communication skills ([Blumberg et al., 2019](#)).
  - Monitor emerging research on effectiveness of implicit bias training.
  - There is insufficient evidence that implicit bias training reduces racial disparities in policing activities and interactions with the public. Additionally, benefits that have been found, including greater awareness of personal biases and improved knowledge of situational factors influencing decisions, have been shown to be temporary, diminishing after 1 month ([CCJ; Lai & Lisnek, 2023](#)). Research in this area is still nascent, and it is perhaps too early to confidently declare whether it is effective or a sensible use of resources.
  - Emphasize importance of supervisors modeling inclusive and unbiased behaviors in leadership training ([CCJ](#)).
  - Place a high emphasis on de-escalation and procedural justice training.

- Evidence supports effectiveness of both in their intended goals of reducing use of force, injuries, and complaints, as well as increasing public trust and legitimacy. They may also be more effective than implicit bias training in reducing racial disparities in policing activities (CCJ). More broadly, efforts at reforming behaviors and limiting tense situations may be more effective than reforming internal beliefs ([CCJ](#); [Goff, Swencionis, & Bandes, 2018](#)).
- Implement a plan to assess effectiveness of all training ([Goff, Swencionis, & Bandes, 2018](#)).

Table 9: Recommendations for Personnel Practices

EXTERNAL REVIEW AND ASSESSMENT TEAM'S RECOMMENDATIONS FOR PERSONNEL PRACTICES	
17	Conduct a formal, annual training needs assessment. This should be consolidated into an annual document and be publicly shared through CPAC and other communication channels. See CNA Recommendation 40.2. (Fidelity Assessment) Goal: People
18	Develop standard protocols to evaluate the effectiveness of all trainings. This should include assessment of training objectives and behavioral change (where appropriate), not just satisfaction with the trainer or the training materials. Evaluation results across all the department's training should be consolidated into an annual, formal training needs assessment. See CNA recommendation 45.1. (Fidelity Assessment) Goal: People
19	Annually review and update recruitment and retention plans with a focus on fulfilling the Department's budgeted allotment of personnel. This is especially needed for civilian personnel, as the percentage of allotment filled for this group of employees has declined dramatically since 2019. (Fidelity Assessment) Goal: People
20	Produce an annual demographic profile of sworn and civilian personnel, tracking over multiple years gender, race, tenure, age, rank, education, and other relevant variables pertinent to having a diverse and inclusive department. (Fidelity Assessment, Law Enforcement Leader Forum, Best Practices Literature Review) Goal: People
21	Collect demographic information on new selections (not just applicants) for the Special Operations Division and the Special Enforcement Team. This should be recorded annually and tracked over multiple years, not just year-over-year. (Fidelity Assessment) Goal: People
22	Present data in the Department's Annual Report and the Office of Internal Affairs Annual Report across multiple years, rather than solely prior year-over-current year, especially for key outcome variables. (Fidelity Assessment) Goal: Data
23	Promote understanding of the historical context of race and policing in Charleston via a collaboration with the International African American Museum, with voluntary participation and ongoing opportunities for both sworn and civilian staff. Goal: People
24	Consider beginning a new strategic planning process in 2024 so that the plan can be completed and released in late 2024 or early 2025, for the period of 2025-2030. Goals: People, Data, Community



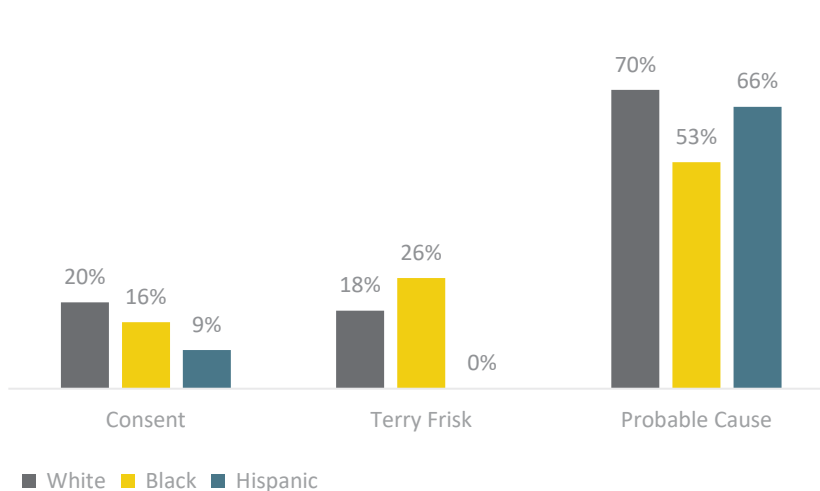
## **Objective 2: Racial Disparity Analysis**

## Motor Vehicle Stops Data Analysis

Our analysis of CPD's traffic stop data revealed a number of key successes for CPD's data collection efforts and noted a few areas for potential improvement in CPD practices. Specifically, as a result of sweeping changes made to their data collections systems, **CPD has made considerable progress in improving data quality for Motor Vehicle Stops since the audit.** Traffic stop data is now able to be linked across three critical systems that allow for deeper analyses than were possible at the time of the Audit. However, their systems still rely on data entry that is error prone. A system that auto-populates CAD numbers would greatly reduce errors that prevent stops from being merged across all three databases.

We also identified several key areas of racial disparity for CPD to address. Notably, **black drivers are stopped and warned at higher rates than we would expect given their proportion of the driving population**, as estimated by the proportion of black drivers involved in car crashes in the city of Charleston. At the same time, when stopped for a moving violation or non-moving violation, black drivers are more likely to receive a warning for the offense than a white driver. A deeper dive into these data suggests that enforcement strategies are critically related to these disparities. **When stops are conducted for speeding violations and alcohol violations, disparities are minimized. Stops for other moving violations and non-moving violations generate greater disparities.** In light of this finding, it is worth noting that some departments have begun de-prioritizing or even prohibiting Motor Vehicle Stops for "non-safety" violations (see e.g., Fayetteville, NC; Boehme, 2023; Jallow, 2021). Given this pattern of disparities, CPD should consider such a policy, or something similar, to reduce disparities in Motor Vehicle Stops.

Figure 11: Percent Where Contraband was found ("Hit Rate") by Type of Search and Race



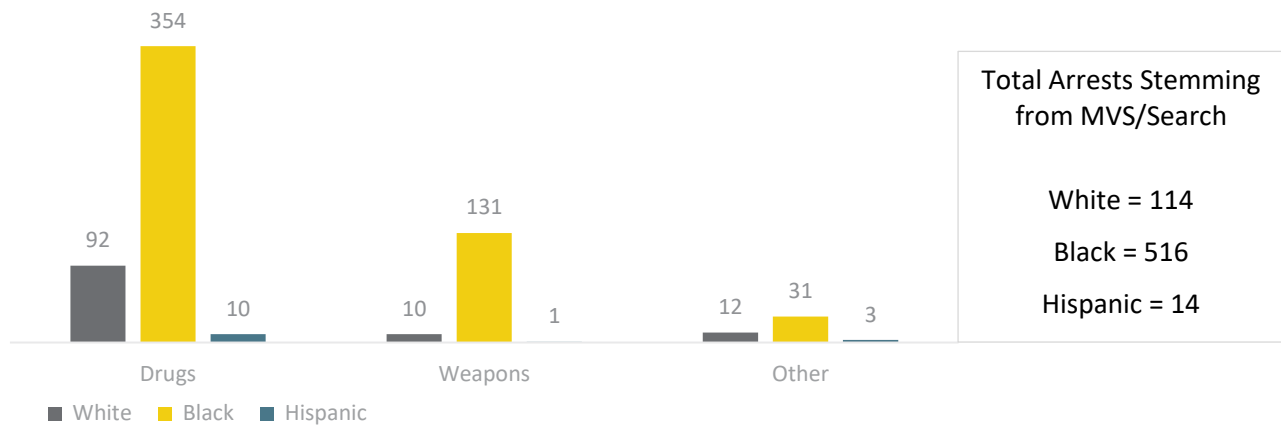
Data Source: CPD Records Management System (RMS), CPD Field Contact Cards (FCC), and the South Carolina Collision and Ticket Tracking System (SCCATTS)

**Black drivers also appear to be searched at disproportionate rates compared to white drivers given disparities in hit rates after discretionary searches.** Specifically, when examining probable cause searches, contraband is found on white drivers 70% of the time compared to just 53% of the time for black drivers (see [Figure 11](#)). This suggests that either CPD is not conducting searches of these drivers given the same level of suspicion (i.e., black drivers are searched at lower suspicion levels) or that CPD's training on when to conduct a search is not well-calibrated to

support the probability of finding contraband. CPD should examine its training on probable cause and discretionary searches to ensure that it supports the likelihood of finding contraband.

While percentages and rates aid in the assessment of racial disparities in policing, the counts of incidents themselves are also important, especially when dealing with more intrusive outcomes, such as arrests. The effects of disparities—even modest disparities—early in an encounter can be compounded by disparities later in an encounter. For example, the modest disparities seen in the likelihood of being stopped by the police are compounded by the disparities revealed in the hit rates analysis such that, even though CPD is more likely to arrest a white driver than a black driver when a discretionary search reveals drugs, black drivers are still arrested much more frequently for discretionary searches that find drug contraband during a traffic stop (see Figure 12).

Figure 12: Number of People Arrested after Finding Contraband by Contraband Type and Race All Motor Vehicle Stops from 2021 and 2022



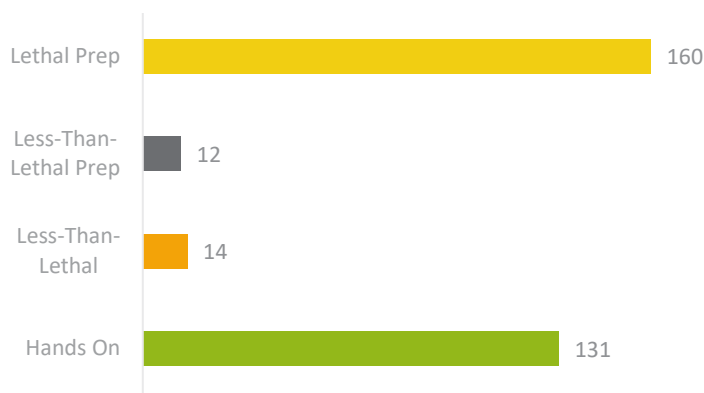
Data Source: CPD Records Management System (RMS), CPD Field Contact Cards (FCC), and the South Carolina Collision and Ticket Tracking System (SCCATTS)

In sum, it is clear there are racial disparities in CPD’s Motor Vehicle Stops. CPD has made considerable improvements to their data structures that should allow them to target specific areas of high disparities to reduce the disparate impact of enforcement on minority communities. Specifically, **CPD should evaluate the effectiveness of enforcement strategies regarding non-moving violations, considering their disparate impacts on minorities.** Furthermore, CPD should further investigate the source of the sizeable disparity in hit rates for probable cause searches conducted during Motor Vehicle Stops.

## Use of Force Analysis

One of the key use of force takeaways from the Racial Bias Audit of the Charleston, South Carolina, Police Department (2019, hereafter “The Audit”) was the finding that the Charleston Police Department (hereafter, “CPD”) maintained a use of force database with only a single entry per incident, with each incident potentially containing multiple officers and multiple citizens. As a result, the Audit was limited to examining incidents that involved only a single officer and a single citizen, as there was no way to know which level of force was used on which citizen. As reviewed in Appendix B, CPD has fixed this issue and now maintains a database at the instance level—with each use of force instance making up an entry and incidents having multiple entries for each combination of officer, citizen, and level of force. Thus, we conclude that **improvements in CPD’s use of force reporting practices now allow for better understanding of incidents involving multiple officers and multiple citizens.**

Figure 13: Count of Force Instances



Data Source: CPD Records Management System (RMS), CPD Field Contact Cards (FCC), and the South Carolina Collision and Ticket Tracking System (SCCATTS)

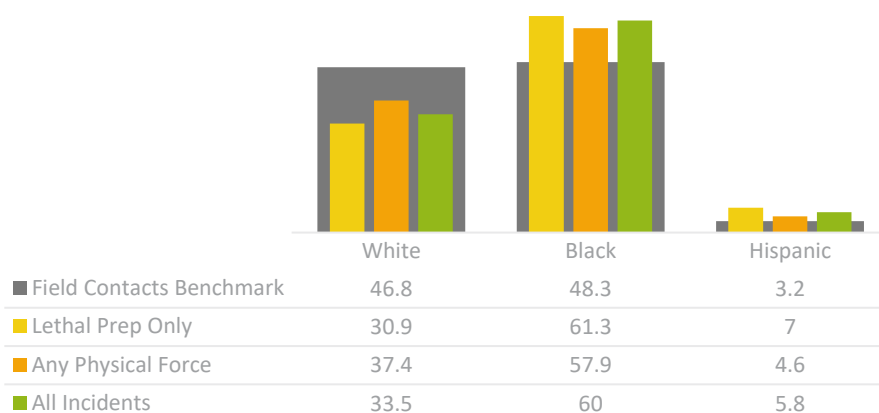
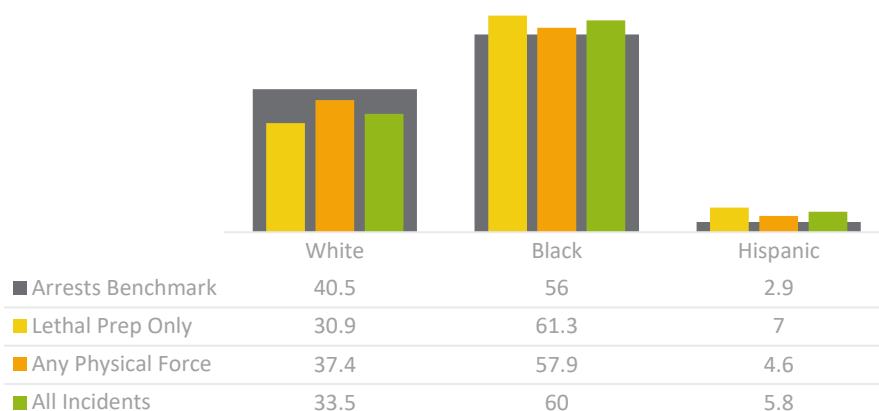
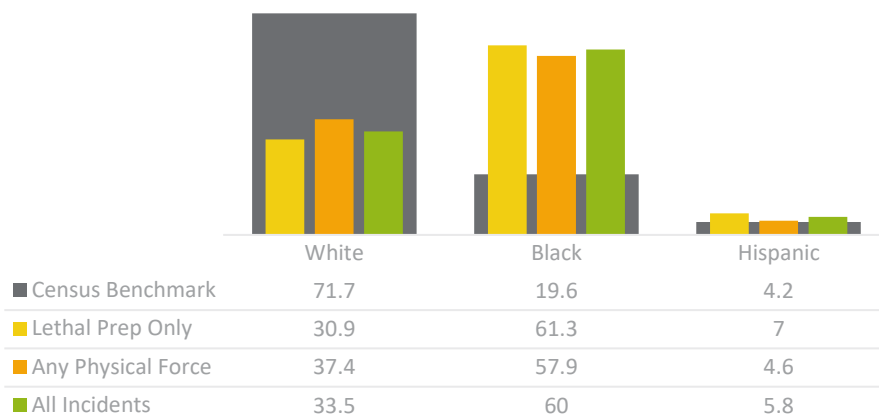
At the same time, CPD’s use of force data system still needs substantial improvement in its classification of force types. Currently CPD tracks 19 different force types in its use of force data. Our review of these categories suggest that they overlap substantially, lack clear definition and are inconsistent with CPD’s own General Order 23 – Response to Resistance/Aggression as well as commonly used definitions of force options. Greater detail on these problems is included in the use of force analysis appendix, but **we strongly recommend CPD revisit the way it classifies force types in its use of force**

**database.** At the moment, the number of overlapping categories limits CPD’s ability to analyze their “hands on” force in greater detail.

Beyond these limitations, the findings presented here are consistent with patterns in the use of force presented in the Audit and typically seen in police departments across the country. For example, the most common type of physical force reported by CPD involves empty hand tactics rather than the use of less-than-lethal or lethal weapons (see [Figure 13: Count of Force Instances](#)). Additionally, **CPD tracks an extensive number of preparatory actions, such as drawing and pointing a firearm, that increase transparency and improve the comprehensiveness of its data.** Overall, these preparatory actions are more common than physical uses of force (see [Figure 13: Count of Force Instances](#)).

With respect to analyses of potential racial disparities, we propose a simpler benchmarking approach to that recommended by the Audit (see also, the motor vehicle stops analysis report prepared for this assessment). Benchmarking approaches have substantial statistical limitations but are advantageous in their simplicity and ability to provide indicators of specific areas where disparities may be generated. For this report, we compare rates of use of force against the City of Charleston’s Census population, CPD’s field contacts database from 2022, and CPD’s arrest statistics from 2022. None of these benchmarks represent a compelling benchmark in the same way that collision data does for traffic stops, but each has different limitations, allowing us to triangulate answers regarding racial disparities in the use of force.

Figure 14: Use of Force Benchmarking



Data Source: CPD Records Management System (RMS), CPD Field Contact Cards (FCC), and the South Carolina Collision and Ticket Tracking System (SCCATTS)

**Figure 14: Use of Force Benchmarking** presents this benchmarking analysis across the variety of benchmarks in detail. The three benchmarks are presented as three separate sets of graphs with the Census in the top set of graphs, arrests in the middle set of graphs, and field contacts in the bottom set of graphs. The benchmark itself is represented by the dark grey bar in the background, thus, disparities are minimized when the orange, yellow, and green bars roughly match the dark grey bar in height and are greater when these bars do not line up. Accordingly, with the top set of graphs, using the Census benchmark, CPD's uses of force show large disparities. However, CPD's uses of force match the demographics of its arrestees fairly closely. Neither of these benchmarks should be trusted alone as Census data does not accurately represent the individuals that CPD comes into contact with and arrest data is subject to potential biases in enforcement approaches (see Appendix B for greater benchmarking discussions). Field contact cards represents a potentially better benchmark than Census or arrest data because it captures all individuals CPD has contact with, but it misses the nuance of the interaction between CPD and the citizen. Regardless of these issues, across all three sets of graphs, the yellow bar on the left representing lethal preparation—drawing and/or pointing a firearm—is consistently farther from the dark grey benchmark than the orange bar representing physical uses of force.

Thus, our approach generated two key recommendations:

***First, disparities are larger for drawing and pointing a firearm than for using physical force. CPD should investigate the possible reasons for this by examining differences in the calls that lead to drawing and pointing a firearm as compared to using physical force.***

Second, a better benchmark could be obtained in this analysis by providing greater detail in field contact cards. It is a reasonable assumption that victims and witnesses are unlikely to have interactions that lead to the use of force as compared to possible suspects. Similar to the suggestion made in the motor vehicle stops analysis, ***CPD should consider adding a field to their FCCs that indicate the role of a person in an interaction—e.g., possible suspect, witness, victim, etc.***

## Complaints Analysis

As with the traffic stops data analysis portion of this assessment, the biggest successes from CPD are its improvement in data quality and structure. Specifically, the inclusion of Class B offenses (noted above) greatly improved the level of detail in CPD's complaints data. This improvement is most pronounced when examining external allegations—that is, complaints filed by citizens rather than fellow officers. In the Audit analyses, for the period from 2014 to 2018, there was an average of 37.4 external allegations per year. In the data analyzed here, covering the period from 2019 to 2022, we estimate an average of 158 external allegations per year. This is a nearly five-fold increase in allegations that represents substantial improvements to CPD's complaint intake and data structure.

Replicating findings from the Audit, it is notable ***that internal complaints are much more likely to be sustained compared to external complaints.*** A sustained disposition is a finding that the allegation in the complaint had sufficient evidence to support the allegation and a policy violation was found. For internal complaints, this occurred 71.27% of the time, while for external allegations, this occurred just 17.72% of the time.

The above-listed improvements in CPD's complaints data allowed for an assessment of racial disparities in CPD's responses to external allegations for the first time. ***Our analyses suggested there was no evidence of racial disparities in dispositions of external allegations with nearly identical numbers of allegations being sustained, unfounded, exonerated, and unfounded.*** Slightly more allegations from black citizens were referred for investigation as compared to allegations from white citizens, but this difference was very small, involving just 4 allegations.

Finally, ***examining complaint dispositions across officer race and gender for potential disparities in the treatment of officers alleged to have committed policy violations or other offenses similarly suggests little evidence of disparities.*** With respect to race, there is little variation in the rate at which internal complaints are sustained between white and black officers with 70.7% of internal allegations against white officers being sustained and 74.3% of internal allegations against black officers being sustained. Similarly, there are few differences in dispositions for external allegations with 18.7% of external allegations against white officers being sustained and 13.7% of external allegations against black officers being sustained. With respect to gender, there is again little variation in the rate at which internal or external complaints are sustained. Internal allegations against male officers were sustained 71.0% of the time compared to 74.3% of internal allegations against female officers. External allegations against male officers were sustained 18.2% of the time compared to 20.5% of external allegations against male officers.



## **Objective 3: Community Engagement**

## Methods

The Community Engagement dimension of the Assessment consisted of a multi-method approach comprised of forums and semi-structured interviews. This research design allowed for the complementary strengths of these methods to contribute to the assessment team’s awareness of community opinions of the Charleston Police Department and racial bias. The large number of participants in forums provided a sizeable sample, while the duration and personal nature of the interviews provided perspectives with a high level of nuance and detail.

A list of community engagement activities is provided in Table 13. The first three activities listed in the Table took place in response to community requests. Kickoff meetings were held with the Citizens’ Police Advisory Council and a group of community leaders from across the City with an interest in the project. Attendees included neighborhood association presidents, religious leaders, nonprofit staff, and other concerned citizens. The goals of these meetings were to generate awareness of the project, introduce the assessment team, and solicit feedback on the community engagement plan. Members of the assessment team also met with representatives of the Charleston Area Justice Ministry (CAJM) for the same reasons. This organization had a high level of interest in the project, as the 2019 Racial Bias Audit occurred as a result of their advocacy.

The data collection phase began on May 20, 2023 with the first of two English-speaker public forums. The forums were held in different areas of the city, at different times of day, and different days of the week to encourage participation from a diverse sample of Charleston residents and others who have had interactions with the Charleston Police Department. The first was on a Saturday morning in West Ashley, and the second was on a Thursday evening on the Peninsula (downtown). Food was provided at both forums. They were marketed via a multi-channel approach consisting of radio advertisements and e-flyer circulation by churches, community groups (including CAJM), and the City of Charleston’s newsletter.

A business leader forum was conducted on June 20, 2023 to provide their perspectives on the Charleston Police Department relating to racial bias. Business owners from the Central Business District were invited to attend, as the project team was aware of the salience of policing issues, including racial bias, among this population due to the civil unrest events that occurred in this area on May 30, 2020 as well as the area’s high foot traffic, volume of daily activities, and police presence.

A public forum for Spanish speakers was conducted in West Ashley on July 13, 2023. Extensive recruitment of participants was conducted via placement of printed flyers at supermarkets, restaurants, and churches, circulation of an e-flyer by community contacts, and personal phone calls to prospective attendees. Care was taken at this and all forums to be clear that the assessment concerned only the Charleston Police Department, and any opinions of any other law enforcement agencies were outside the scope of this project. A photo was circulated at each forum of a Charleston Police Department vehicle to help citizens identify whether an interaction had occurred with CPD or another agency.

The interviews were conducted with community leaders who were likely to have heard citizen opinions on the Charleston Police Department and racial bias and would therefore be positioned to synthesize and convey them to the assessment team. These interviews were conducted between 5/15 and 6/30. Questions focused on the five subject areas of the Fidelity Assessment, including Use of Force, Community Policing, Personnel Practices, Motor Vehicle Stops, and Complaints. However, participants were permitted to elaborate or provide opinions or stories relevant to the general subject matter of the Charleston Police Department and racial bias.

In addition to the Community Engagement activities of the ERA team, CPD and CPAC designed and implemented an online survey. More than one thousand people interacted with the survey in some way. The objectives of the

survey were to learn more about community perspectives related to the agency’s performance, direction, and equal treatment of individuals. The full survey report prepared by CPD can be found in Appendix 5 of this document. A brief summary of the survey results is provided at the end of this section.

## Results

Quantitative results and qualitative key themes are summarized below. It is worth noting the limitations of each sample. Though extensive effort was made to recruit a diverse participant pool of varying geographies, occupations, and levels of income for the three community forums, these were non-probability samples and these results should not be interpreted to be representative of the English and Spanish-speaking communities as a whole in the Charleston area.

Data was not formally collected on the race, gender, or age of the participants. Any reference to these demographics is presumed and reported by the forum’s moderator.

The May 20 Forum attracted about 25 participants with roughly six African-Americans (equally split male/female distribution). The May 25 Forum was attended by 42 participants with ten African-Americans and 30 women and 12 men. The Spanish forum had 17 participants split between male and female, ages are estimated between 20s to 70s. The business forum was attended by 10 participants with two African-Americans, two women and eight men. Most were ages 35 +. The law enforcement forum had seven participants with three African-Americans and four white participants. One woman and six men. Age data was not collected. (Note that the number of participants and the number of responses to each question will vary as not every participant answered every question. Individuals who attended more than one forum, were only counted once in the question summaries.)

Similar limitations exist with the Business Forum results, as these participants were selected from within one area of the City, not the city as a whole. However, these data have been analyzed through accepted, professional methods and are valuable and illuminating sources of information concerning a subsection of the public’s perception of the Charleston Police Department and racial bias.

## Quantitative

Results from two of the quantitative exercises conducted at the forums are included below.

### Off-Track/Right Direction Exercise

Participants were asked to rate whether the Charleston Police Department is headed in the right direction or is off-track. Table 10 shows the results. Off-Track and Right Direction, Where 0 = Off-Track and 10 = Right Direction

*Table 10: Off Track and Right Direction Results*

	English Forums	Spanish-Speakers	Business Forum	Personal Interviews
Off-Track/Right Direction Average	5.4	7.7	6.7	5.1
Mode (most common numeric rating)	5	10	7	5
Range	0 - 10	4 – 10	4 - 8	0 - 8
Number of Responses	52	15	10	9

Report of Experience of Perceived Racial Bias from CPD	18	2	0	Not asked

Scores given by attendees of the English forums averaged slightly above 5. Five was the mode by a significant margin, indicating either an ambivalence or lack of opinion strength and issue salience among participants. Given that these participants took time out of their schedules to attend, it is likely the former, that they had nuanced and mixed opinions of the direction in which CPD is heading. The responses of participants followed a similar distribution. These individuals indicated mixed opinions in their comments.

#### Word Association Exercise

Forum participants were asked to choose which five from a list of 44 words best described their views of the Charleston Police Department. Results are shown in Table 11.

*Table 11: Word Association Exercise Results English and Spanish Forums*

English Forums		Spanish Forum	
# of Positive Words Circled	82	# of Positive Words Circled	26
# of Negative Words Circled	154	# of Negative Words Circled	21
Top 5 Positive Words Associated with CPD		Top 5 Positive Words Associated with CPD	
Helpful	13	Respectful	7
Capable	13	Safety-Minded	4
Responsible	10	Well-Trained	4
Safety-Minded	9	Friendly	3
Community-Oriented	9	Reliable	3
Top 5 Negative Words Associated with CPD		Top 5 Negative Words Associated with CPD	
Undertrained	19	Strict	4
Biased	16	Cause Fear	4
Arrogant	14	Racist	3
Suspicious	13	Poorly-Trained	3
Rigid	13	Arrogant	2

Spanish forum attendees' word selections indicated a higher level of approval than those who attended the English forums, consistent with the Off-Track/Right Direction exercise. It is worth noting the substantial difference in sample size (15 vs 52 for English forums). Additionally, two attendees stated that their opinions of CPD were made in comparison to possibly corrupt law enforcement agencies from their home countries, a

baseline that had the potential, though not the certainty, to result in a more positive outlook compared with forum participants who did not have a similar basis of comparison.

Business forum attendees circled overwhelmingly more positive than negative words. They also gave a somewhat high rating of CPD's direction in the previous question (6.7). Most of the comments at this forum did not relate to racial bias, indicating a lower level of salience of the issue compared to other policing problems in the area. Those comments that were related were mostly positive and indicative of a perception of CPD's progress since the 2019 Audit.

*Table 12: Word Association Exercise Results Business Forum*

Business Forum	
# of Positive Words Circled	33
# of Negative Words Circled	6
Top 5 Positive Words Associated with CPD	
Respectful	5
Friendly	4
Capable	4
Responsible	3
Well-Trained	3
Top 5 Negative Words Associated with CPD	
Uninspired	3
Unfriendly	1
Disorganized	1
Quick-To-Judge	1
N/A	N/A

## Qualitative Key Themes

### Concerns

#### A Lack of Clarity at the Top of Organizational Hierarchy

There was consistent concern expressed during the English forums, including the business leader forum about a lack of clarity regarding the top of the organizational hierarchy. The Chief of Police at the time of the commissioning of this assessment had previously experienced an extended hiatus due to health concerns, which unfortunately returned during the project and tragically resulted in his passing. Participants were unsure who had been acting in a managerial capacity at the top of the organization while the Chief had been undergoing treatment, as well as who was serving that function before a interim Chief was named after his passing. Participants were concerned about the level of priority of

reducing racial bias and feasibility of enacting organizational changes if no one was either in charge or accountable for doing so.

#### The Level of Independence of the Citizens' Police Advisory Council

There were questions about the trustworthiness of information communicated to the public by the Citizen's Police Advisory Council due to concerns about its level of independence from the Department.

#### The Level of Communication with the Public

There were two primary concerns. One was public data availability on variables relevant to the audit, including racial disparities in Motor Vehicle Stops, Use of Force, and citizen Complaints.

The other was whether there have been operational changes made since the 2019 Audit to address its recommendations.

Other concerns that occupied significant discussion time during the forums included a lack of morale and motivation among officers in the Central Business District, as well as concern regarding whether there is an adequate screening process for applicants who have had relevant, potentially problematic personal issues in previous employment. Concerns were also expressed at each forum about officers' capacity to respond to mental health incidents.

#### Positive Feedback

There were participants in each forum who expressed that CPD had made effort and progress toward reducing racial bias in policing activities. For example, a business leader has seen CPD take care to have same-race officers address issues on King Street. A few participants in the English public forums lauded the community-building efforts of the Community-Oriented Policing division, and one who had attended the Police Citizens' Academy was impressed by the quality of the training and openness of the officers present. A few participants at the Spanish speaker forum recounted positive interactions during Motor Vehicle Stops, as well as increased outreach to the Spanish-speaking community.

## Community Engagement Events

Table 13: Community Engagement Activities

Event	Date & Location	Output
Citizens' Police Advisory Council Kick-off	4/18/23 Zoom	Created awareness of ERA process and team
Community Leaders Kick-off	4/25/23 Gaillard Center Public Meeting Room	Held as a result of suggestions from community members. Received input, answered questions, raised awareness, helped build credibility of ERA team. About 20 in attendance.
Meeting with Charleston Area Justice Ministry (CAJM)	5/5/23 Gage Hall	Helped build credibility and awareness of ERA team. Listened to CAJM history and concerns. About 10 in attendance.
Community Forum #1: West Ashley	5/20/23 Bees Landing Recreation Center	About 25 participants (19 completed response sheets), data collection. Refreshments were provided. See report section below for results.

Community Forum #2: Downtown	5/25 Main Library	Forty-two participants, with 30 completed response sheets. Highly engaged and responsive participants.
Business Leader Forum	6/20 Gaillard Center Public Meeting Room	Ten attended. Built credibility and awareness of project. Subject matter of discussion wide-ranging, with additional matters discussed to those relevant to racial bias audit. Highly engaged and responsive participants.
Spanish Speaker Forum West Ashley	7/13/23 St. Andrews Presbyterian	Seventeen participants (13 completed response sheets) of a range of occupations, levels of English proficiency, and countries of origin.
In-Depth Interviews with Community Leaders	Completed between 5/15/23 and 6/30/23	Ten conducted. Engaged, responsive participants. Most interviews 50-60 minutes via Zoom.
Forum of Allied Law Enforcement Agencies	Completed Oct. 6, 2023	Seven attended, with relatively low awareness of CPD's Audit, but keep interest in issues related to policing and race.

## CPD /CPAC Community Survey

CPD in cooperation with CPAC designed and fielded an online survey of City of Charleston residents, visitors and workers/business owners. This was done as part of the contract with USC and the City regarding this External Review and Assessment.

The objectives of the survey were to learn more about community perspectives related to the agency's performance, direction, and equal treatment of individuals. The full survey report prepared by CPD can be found in Appendix 5 of this document.

Anyone could answer this survey including residents of Charleston, visitors and workers or business owners. CPD distributed the link through a wide variety of methods including posts on CPD's website and through its social media posts. The ERA team collected email addresses at the community forums of those participants who volunteered to take the survey. CPD then emailed a link and invitation to those email addresses.

This type of survey sample is known as a convenience sample, also sometimes referred to as a self-selected sample. This is a limitation of the survey as the data cannot be generalized to all who live, work and visit Charleston.

The survey was accessed 1,184 times, with 474 answering the race question. Comparing the survey sample to Census data which are collected from City of Charleston residents only (see the table) shows that the survey sample overrepresents Whites and underrepresents African Americans and especially Hispanics. The average age of the survey sample is 54.6. This compares to the Census data of 35 years old as the average age so, the sample skews older, as well. The survey responses were not limited to City of Charleston residents.

*Table 14: Comparison of Survey Sample to Census Data by Race and Ethnicity*

	Survey Sample Count	Survey Sample Percentage (Base = 474)	Census Percentage (2022 Estimates) *	Difference
White/Caucasian	406	85.7%	74.1%	11.6
African-American	38	8.0%	19.6%	(11.6)
Hispanic or Latino	7	1.5%	4.2%	(2.7)

<https://www.census.gov/quickfacts/fact/table/charlestoncitysouthcarolina/PST045222>

These small sample sizes of African American and Hispanic respondents prevent meaningful analysis of differences in satisfaction and experience with CPD by race. In total, “the results indicated that the majority of respondents who recently interacted with CPD officers were satisfied with those interactions. The findings also provided suggestions for various areas in which the CPD can improve, including in its perceived visibility and presence.” Data on many other variables, like biggest crime concerns, perceived fair treatment by the police and overall satisfaction with CPD are included in the full report.



## **Objective 4: Model of Evaluation**

## Model of Evaluation

Figure 15: Four Pillars of Evaluation



Based on the External Review and Assessment team’s experience with this and other complex evaluations, it is recommended that the following four pillars be used to support CPD’s evaluation efforts going forward.

1. **Report outcomes**, not just outputs. Nearly all of the 2019 Racial Bias Audit recommendations focused on outputs. Outputs are the activities and steps in the process that lead to outcomes, the end result. For example, many recommendations address policy changes, training, and/or procedures. These are important, but better left to internal leaders to diagnose and shape meaningful responses. From the community perspective, CPD needs to address and consistently report on outputs, especially by race. For example:
  - a. Report the proportion of drivers stopped and warned (i.e., not given a citation or arrested) by race for three- or six-month time periods as well as over the long term.
  - b. Proportion of discretionary searches performed by race (using accident data as a benchmark).

Similar outcome measures can be developed for each major areas of the Audit: Use of Force, Complaints, Community-Oriented Policing and Personnel Practices.
2. **Use multiple methods of community engagement.** Much of the community engagement approach of CPD with regard to the audit has been to communicate through CPAC and to offer the Online Dashboard of progress. Neither has been entirely effective, but both show promise. Adding other methods of Community Engagement to create dialogue about race and policing may help. These could be small meetings, shared meals, regular newsletters, in-person updates to specific affinity groups (pastors, neighborhood councils) etc.
3. **Establishing a reporting rhythm** will help CPD to demonstrate its discipline and commitment to sharing data and information with the community. Done well over a long period of time this approach can win over skeptics and reinforce strong community relationships.



# Conclusion



## **Conclusions and Rationale**

## Report Conclusions

1. CPD has made a good faith effort to implement the recommendations from the 2019 CNA Racial Bias Audit.

Rationale: Fidelity analysis results show that CPD can clearly document implementing more three quarters (54 or 80.59%) of the 67 valid recommendations. An additional 11 (16.41%) can document meaningful progress, but ongoing work remains. Only two recommendations (2.98%) have little or no documentation of effective implementation. (Originally there were 72 recommendations. One was cancelled by CNA, another we found to be unfeasible to implement and the third is the current assessment, so we review and rate a total of 69 recommendations).

2. A key theme from 2019 CNA Audit was a focus on CPD developing data collection and data analysis processes and capabilities. CPD has improved its data collection and analysis capabilities dramatically since 2019.

Rationale: CPD can answer many more questions about its policies, practices, personnel and performance today as compared to 2019 prior to the Audit. Most notably, this includes being able to join databases from its Record Management System with its Field Contact Cards. This allows for the detailed and powerful Motor Vehicle Stop analysis appended to this report. Similarly, better data are available today compared to 2019 for nearly all categories of analysis, especially personnel (both sworn and civilian) demographics and retention data.

3. CPD's improved data collection and processing capabilities have allowed for more in-depth analysis of disparities, especially of Motor Vehicle Stop data. Our analysis identifies several key areas of racial disparity for CPD to address. Two notable findings:

- "Black drivers are stopped and warned at higher rates than we would expect given their proportion of the driving population, as estimated by the proportion of black drivers involved in car crashes in the city of Charleston."
- "Black drivers also appear to be searched at disproportionate rates compared to white drivers given disparities in hit rates after discretionary searches." ([See Appendix 2: Racial Disparity Analyses](#)).
- Rationale: In great detail, our analysis suggests that racial disparities in Motor Vehicle Stops are substantial and consistently found, even after the Motor Vehicle Stops audit recommendations have been implemented. Examining raw Motor Vehicle Stop data from CPD in 2022 shows that Blacks (6,240) are stopped more frequently than whites (6,184), even though Blacks are smaller portion of the drivers (based on accident records). (CPD Annual Report 2022).

4. Community Oriented Policing has become a central part of the operations of CPD. The approach permeates nearly all dimensions of the Department, not just the Community Oriented Policing Division. The Fidelity Assessment and Community Engagement results reveal recognition of this cultural shift both within the department as well from external stakeholders' perspectives. CPD in cooperation with CPAC has developed and fielded a community survey (found in [Appendix 5: Charleston Police Department 2023 Community Survey](#)) to inform the department's community oriented policing efforts.

Rationale: The copious amount of detailed documentation of expanded community programming is evidence supporting this conclusion. Opening the Gathering Center at Gadsden Green and Multi-Purpose Center in The Robert Mills Community are important achievements. Report summaries tracing the Problem Oriented Policing Module by Teams in a wide variety of geographic areas within the city illustrates the CPD's broad commitment to this approach. Training that emphasizes cultural awareness,

diversity, equity and inclusion, and interpersonal skills (among many other areas) are building blocks of Community Oriented Policing. Changing the work hours for Patrol Officers from rotating shifts to permanent shifts (completed in June 2020) contributes to Officers becoming better known on their specific beats, another dimension of Community Policing. Youth oriented programming has also increased dramatically since 2019. The Police Citizens Academy is very well received by participants and enhances their understanding and appreciation of the role of local law enforcement. Measuring Officers' performance on Community policing through its annual evaluation process reinforces its importance to sworn officers. Recognition of CPD's improvements in this area was mentioned at each community forum held as part of this ERA. It was also mentioned by several participants in the depth interviews, even among some who are most critical of the department overall.

5. Perceptions of CPD moving in the right direction or being off-track vary widely in the community, with some at either end of the scale and most in the middle. The illness and ultimate death of Chief Reynolds was a factor in residents' perceptions of the CPD being in flux and some believing CPD was without direction or clearly accountable leadership for an extended period of time.

Rationale: Numeric ratings collected at the community forums of 50 responses show 36 in the middle (a 4, 5 or 6 on 11-point scale). Three responses are on the far negative end of the scale and one response is on the far positive side. The Chief's illness and death were frequently raised in community discussions, in part, influenced by news reports around the time of the forums.

6. There is dissatisfaction in the community, particularly from advocacy group CAJM, in the level of community engagement with CPD. Lack of consistent and timely reporting of progress on Audit recommendations and provision of data on disparities in outcomes by race are key areas of concern.

Rationale: Perception of dissatisfaction were received both formally, through the forums and other forms of community engagement, as well as informally, directly to ERA team members and to Chief Reynolds and Chief Walker. The CPD has provided data on Motor Vehicle Stops by making presentations to CPAC and the Public Safety Committee by Captain Bruder and other key CPD leaders. There is scant evidence showing community engagement on policy issues or reporting of progress on Audit recommendations. One strategy used was the Audit dashboard. Review of the number of "hits" on this site per month show an overage of slightly more than 50 per month. Similarly, presentations at CPAC meetings were met with little community engagement as these meetings generally were not well attended. Several meetings in 2021 did not attain a quorum of council-people.

7. The diversity demographics and size of the CPD sworn personnel are similar comparing 2019 and 2023 data. The size of the civilian staff at CPD has declined significantly since 2019. Staffing at or near its full-allotment of both sworn and civilian staff would provide more human resources for many CPD public safety initiatives.

Rationale: Analysis of data provided by CPD as part of this effort show that the department to be roughly the same size in terms of number of sworn officers (408 in 2019 and 417 in 2023). The proportion of black officers has declined from 18% in 2019 to 13% in 2023. The proportion of Hispanic officers (4%) is unchanged. In 2019, female officers accounted for 15% of the total compared to 17% in 2023. The last few years have been a particularly difficult time to retain and recruit police officers. CPD's ability to retain and replace officers who have separated could be viewed as an accomplishment, as other police departments may have not fared as well.

Analysis of internal data shows 106 civilian staff employed in 2019 compared to 89 in 2023. In 2019 there were four open positions among civilian staff compared to 25 in 2023, an increase of more than five times.



## **Summary of Recommendations**

Recommendations from the External Review and Assessment team are presented below in two parts. First, the thirteen original CNA recommendations that require additional work and/or documentation as classified by the ERA team are shown below with recommendations for next steps.

Second, twenty-nine new, forward-looking recommendations that were derived from the ERA fidelity assessment, racial disparities analysis, literature review of best practices and/ community engagement activities are presented. Overlap of recommendations across the two sources are noted in both parts.

### *Remaining CNA Recommendations*

CNA Recommendations		
CNA #	CNA Text	Recommended Next Steps
<b>Motor Vehicle Stops</b>		
2.3	CPD should ensure that any strategies developed are shared with the community in advance and provide opportunities for meaningful community input, especially those communities that will be most affected.	Growing participation at CPAC would be ideal. However, if CPD and CPAC cannot achieve this, alternative and additional engagement is needed to gather meaningful community input. Consider creating a panel of citizen reviewers specific to each category of recommendations (Motor Vehicle Stops, Use of Force, etc.) who can be engaged over an extended period of time. Track recommended policy changes through the community feedback process and demonstrate responsiveness to community suggestions through revised policy.
3.2	CPD should assess the impact of traffic-enforcement strategies on its communities on an annual basis.	Consider adding more detailed analysis of traffic enforcement in its Annual Report. Examine citation and warning data by race, gender, age and geography similar to racial disparity analysis in this report.
7.2	CPD's personnel in the Criminal Intelligence Unit and Professional Standards Office should receive analysis and data integration/management training.	Specific training should be personalized to the skills and needs of each analyst. Specific topics could include data cleaning and organizing, statistical analysis using R (or other similar software), data visualization, survey design, sampling strategies, and qualitative methods.

Use of Force		
10.2	CPD should review policy and practice and provide refresher training to ensure that all instances of Use of Force are coded for each interaction and incident.	Per ERA recommendation 7, align reporting of Use of Force categories with the policy and ensure that officers are correctly inputting the data on each Use of Force incident.
Complaints		
There are no ongoing CNA recommendations in the Complaints category.		
Community Policing		
32.1	CPD should work with the Citizen Police Advisory Council, the city, and other community stakeholders to share with the broader community the council's goals, objectives, and standard operating procedures.	CPD has the opportunity to tell its story of improvement and aspirations more broadly and more effectively. One approach would be to develop a presentation addressing CPAC role and function and take this presentation into the schools, neighborhood association, business leader organizations etc. Take the information to the citizenry, rather than expecting that they will come to CPAC meetings.
32.2	CPD should leverage the Citizen Police Advisory Council to gather community feedback on policies and procedures.	This has been attempted but increasing participation by citizens in the process is one key to more effective engagement. To address CPAC's poor participation rates will require a deeper understanding reasons participation is not as needed. This is beyond the scope of the external review and assessment.
32.3	CPD, the Citizen Police Advisory Council, and the city should make a concerted effort to engage and inform the community about their efforts to increase transparency and transform the CPD.	More and better reporting, especially of racial disparity data in Motor Vehicle Stops, Use of Force via CPAC and other proactive efforts.
33.3	CPD should communicate the importance of community support in effectively implementing changes to the community.	More and better reporting, especially of racial disparity data in Motor Vehicle Stops, Use of Force via CPAC and other proactive efforts. Consider developing reports and presentations that make the disparity analysis reported in this document, accessible to average citizens in a way that promotes transparency and improves trust.

34.1	CPD must actively engage and solicit input from the community throughout the process of implementing recommendations.	Regularly scheduled, well-advertised meetings and presentations to solicit input are essential to enhancing confidence and trust. CPD may want to collaborate with a firm that has a good track record of effectively soliciting input from citizens and other key stakeholders in policing context.
<b>Personnel Practices</b>		
40.2	CPD should conduct a training needs assessment to identify potential training gaps.	See ERA Recommendation 21 in the next section. CPD should be able to produce and share with the community a single document that assesses past training and specifies gaps to be filled with future training.
45.1	CPD should establish objectives and performance metrics for each of its training lesson plans and measure officer performance against these objectives after each training session.	See ERA Recommendation 22 in the next section.
47.1	CPD should examine its current internal communications process and procedures, especially as they relate to the complaints, Use of Force review, and promotional processes.	A systematic review of communication processes and procedures with written results would fulfill this recommendation. This may be a task the department decides to outsource.
40.3	CPD should engage community leaders and other external stakeholders in the development of the training plan.	While CPD leadership are the experts on training, acknowledgement of the importance and value of external perspectives is a prerequisite for addressing this recommendation. Training that incorporates community leaders and other external stakeholders should be attempted and evaluated to determine its value.

## External Review and Assessment Team's Recommendations

There are three key themes to the ERA team's recommendations. Note that these themes derived from the External Review and Assessment in 2023 are similar to and reflect the Foundational Goals as described in the 2020-2025 [Strategic leadership Plan](#).

1. **Continue the development of data and analytical systems** so CPD can become more intensively and effectively driven by data and evidence in its strategy and operations. The code "**Data**" is used on the summary table to denote the recommendation relationship to this Foundational Goal.
2. **Invest in people**, both sworn and civilian, through enhanced recruitment, retention and training practices and the ongoing, systemic and external evaluation of all personnel matters. The code "**People**" is used on the summary table to denote the recommendation relationship to this Foundational Goal.

3. **Continue the commitment to deeper and broader community engagement** across the five topic areas in the audit and all of its interactions with citizens, businesses, students, visitors and motorists operating within its jurisdiction. Further integrate Community-Oriented Policing into all aspects of CPD's culture, strategy and operations. The code "**Community**" is used on the summary table to denote the recommendation relationship to this Foundational Goal.

EXTERNAL REVIEW AND ASSESSMENT TEAM'S RECOMMENDATIONS	
MOTOR VEHICLE STOPS	
1	Based on new findings in the racial disparity analysis conducted as part of this assessment, it was discovered that "hit rates" (finding contraband) as a result of a probable cause search vary considerably by race. Black drivers are found with drugs or other contraband less often than White motorists. Continue training regarding evidence that supports a probable cause search during a Motor Vehicle Stop is recommended. (Racial Disparity Analysis) Goals: Data, People.
2	Provide Motor Vehicle Stop data at the incident level (deidentified) so it is publicly available via the Police Data Initiative portal in near-real time to foster civic engagement and increase transparency. The recent award to CPD of \$800,000 from the Bureau of Justice Assistance for its Smart Policing Initiative will help fund and support this recommendation. (Best Practices Literature Review). Goals: Data and Community
3	CPD should evaluate the effectiveness of enforcement strategies regarding non-moving violations, considering their disparate impacts on minorities. Goals: Data and Community
4	Create a shorter version of the video of the "Motor Vehicle Stops: What You Should Know" previously presented to the Citizen Police Advisory Council (CPAC) to educate drivers about motor vehicle stops, including how to help ensure safety for all parties. This video should be short (less than 15 minutes) and should be distributed to high schools, driver education programs, and other relevant organizations, especially those serving young drivers. (Fidelity Assessment) Goal: Community
5	CPD should work with state-level partners to continue to improve automated data collection systems that reduce errors in data collection. Goal: Data
6	CPD should consider adding a field to their Field Contact Cards (FCCs) that notes whether an individual is the driver or passenger in a motor vehicle stop. Goal: Data
Use of Force	
7	CPD should revise its Use of Force reports to align the levels of force reported with the categories of force outlined in policy. (Racial Disparity Analysis) Goal: Data
8	Disparities are larger for drawing and pointing a firearm than for using physical force. CPD should investigate the possible reasons for this, including an analysis of threat by the suspect and, by examining differences in the calls for service that lead to drawing and pointing a firearm as compared to using physical force. (Racial Disparity Analysis) Goal: Data and Community

9	Continue to improve its data collection systems by adding a field to its Field Contact Cards (FCCs) to indicate the role of a person in an interaction (especially related to Use of Force)—e.g., possible suspect, witness, victim, etc. (Racial Disparity Analysis) Goal: Data
10	Make publicly available data on all Use of Force incidents to allow for independent analysis and to support transparency. (Fidelity Assessment, Best Practices Literature Review) Goal: Community and Data
<b>COMPLAINTS</b>	
11	If funding is available, retain a third-party to conduct a study of individuals who have had recent interactions with the police including surveys, interviews and focus groups to understand thoroughly citizen perspectives on police/citizen interaction. This could include people who have had a recent motor vehicle citation or warning, were assisted in a motor vehicle accident, as well as crime victims and witnesses. (Fidelity Assessment, Community Engagement) Goals: Community and Data
12	If funding is available, regularly conduct survey using a representative sample of Charlestonians to measure satisfaction with and confidence in the police. (Fidelity Assessment, Community Engagement) Goals: Community and Data
13	Deploy digital analytics software (such as Google Analytics) so CPD can develop a better understanding of who is accessing its various webpages (such as the Police Data Initiative, Compliments/Complaints portal, etc.). Understanding website viewership and behavior will support a deeper understanding of citizen use of CPD’s online data and information. Goal: Data
<b>COMMUNITY POLICING</b>	
14	Regularly present data on racial disparities to community and faith-based leaders and advocates such as the Charleston Area Justice Ministry (CAJM) to increase transparency and confidence in the CPD. (Fidelity Assessment, Community Engagement, Best Practices Literature Review) Goal: Community and Data
15	Proactively seek ideas and recommendations from community leaders and advocates on all major community-oriented policing initiatives, with regular and consistent reporting of results. (Fidelity Assessment, Community Engagement) Goal: Community
16	Continue work on implementing co-response protocols with mental health professionals for incidents involving individuals experiencing mental health issues, as well as incidents involving unhoused individuals. Seek to sustain the work started with the “Connect and Protect” grant that is expiring. (Fidelity Assessment, Community Engagement) Goal: Community
<b>PERSONNEL PRACTICES</b>	
17	Conduct a formal, annual training needs assessment. This should be consolidated into an annual document and be publicly shared through CPAC and other communication channels. See CNA Recommendation 40.2. (Fidelity Assessment) Goal: People
18	Develop standard protocols to evaluate the effectiveness of all trainings. This should include assessment of training objectives and behavioral change (where appropriate), not just satisfaction with the trainer or the training materials. Evaluation results across all the department’s training should be consolidated into an annual, formal training needs assessment. See CNA recommendation 45.1. (Fidelity Assessment) Goal: People

<b>19</b>	Annually review and update recruitment and retention plans with a focus on fulfilling the Department's budgeted allotment of personnel. This is especially needed for civilian personnel, as the percentage of allotment filled for this group of employees has declined dramatically since 2019. (Fidelity Assessment) Goal: People
<b>20</b>	Produce an annual demographic profile of sworn and civilian personnel, tracking over multiple years gender, race, tenure, age, rank, education, and other relevant variables pertinent to having a diverse and inclusive department. (Fidelity Assessment, Law Enforcement Leader Forum, Best Practices Literature Review) Goal: People
<b>21</b>	Collect demographic information on new selections (not just applicants) for the Special Operations Division and the Special Enforcement Team. This should be recorded annually and tracked over multiple years, not just year-over-year. (Fidelity Assessment) Goal: People
<b>22</b>	Present data in the Department's Annual Report and the Office of Internal Affairs Annual Report across multiple years, rather than solely prior year-over-current year, especially for key outcome variables. (Fidelity Assessment) Goal: Data
<b>23</b>	Promote understanding of the historical context of race and policing in Charleston via a collaboration with the International African American Museum, with voluntary participation and ongoing opportunities for both sworn and civilian staff. Goal: People
<b>24</b>	Consider beginning a new strategic planning process in 2024 so that the plan can be completed and released in late 2024 or early 2025, for the period of 2025-2030. Goals: People, Data, Community



## **Report Limitations**

## *Limitations of this External Review and Assessment*

- This assessment is retrospective going back to November 2019 when the original CNA report was published and before the global pandemic had been recognized. Most of the implementation period was done while CPD and Charlestonians endured COVID. Charleston and especially CPD's personal environment included coping with the serious illness and ultimate death of Chief Reynolds. The impact of these two factors on the implementation of Audit recommendations by CPD cannot be overstated.
- Policing and police departments are complex. The Charleston Police Department is an example of this complexity. No single external evaluator can learn and know about each facet of its operations. Recommendations in this report were developed with substantial feedback from CPD leadership, but still the practicality and expense of implementing some recommendations may not be pragmatic for CPD in every case.
- This evaluation, as all assessments using police data, relies on data and documents supplied by the agency - CPD. The ERA team must rely on CPD to have provided complete and accurate records and data for the Fidelity Assessment and the Racial Disparity Analysis.

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## **Appendix 1: Bibliography**

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# Appendix 2: Racial Disparity Analyses

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## *Motor Vehicle Stops*

Understanding and analyzing motor vehicle stop data in a policing context is an important but exceedingly complex and challenging task. Accordingly, it is important to provide a few introductory remarks before presenting the data and analysis. The ultimate goal of this effort is to identify a direction and methods for CPD to consider in the future.

First, consistent with the original Racial Bias Audit of the Charleston, South Carolina, Police Department (hereafter “the Audit”), data analyses of motor vehicle stops, such as those presented here, cannot provide evidence of bias, which necessarily requires an understanding of the intent of officers or command staff (p. 9).

Second, motor vehicle stop data are generally complex, often incomplete, disorganized, and can be described as “noisy” or messy. In our experience analyzing data from police departments across the country, and reviewing others’ efforts in this area, typographical errors, mis-categorizations, and other errors are highly prevalent in police motor vehicle stop data and data from CPD is no different (see Chanin & Welsh, 2021 for a review of data errors and causes in the San Diego Police Department’s motor vehicle stop data). That said, it is important to note that CPD has made substantial progress in improving their data quality since the Audit (as reviewed below), but these records still originate with an individual sitting in a car typing on a laptop and errors are predictable. While this is no excuse for these errors, it is the reality of motor vehicle stop data.

Finally, any analysis of racial disparities in motor vehicle stops must deal with the “benchmarking” problem. The Audit did a thorough job of reviewing the challenges of benchmarking, but, in brief, when assessing the percentage of motor vehicle stops that involve drivers of a particular race, the resulting number must be compared to some other number (or benchmark) that presumes it is the percentage of motor vehicle stops that should involve members of that racial group. This issue creates one of the major complexities involved in interpreting motor vehicle stop data.

Census population estimates are often used as they are free and easily accessible but are considered poor benchmarks as they do not accurately reflect the population “at-risk.” That is, for a motor vehicle stop to be conducted, an individual must be in a vehicle. Since some people drive more, less, or not at all, and driving activity is also shaped by factors including in-and out migration and neighborhood, which can be shaped by race and class, the use of a naïve population benchmark will likely create inaccurate estimates of motor vehicle stop disparities. Accordingly, we take the same approach used in the Audit of benchmarking motor vehicle stops against accident data.

While it is critical to acknowledge the limitations of collecting and evaluating motor vehicle stop data, we would also like to emphasize that these analyses can still be productive and useful for the Charleston Police Department, the City of Charleston, and its constituents. The inability to prove racial bias in motor vehicle stops directly does not suggest that we cannot find evidence of racial disparities in motor vehicle stops and their outcomes and provide recommendations for specific areas of improvement for CPD. In fact, data quality improvements since the Audit allow us to analyze data in a more detailed manner since the Audit that should provide better information regarding racial disparities in CPD motor vehicle stops.

Given the limitations of these analyses, as well as improvements in data quality, the goal of this report is two-fold:

- 1) Assess racial disparities in CPD’s motor vehicle stops in comparison to the Audit conducted in 2019.
- 2) Target analyses to identify potential areas of high disparities for CPD and interested parties to consider policy, training, or strategic revisions.

## Summary of Findings

The findings of this report, reviewed in detail below, identify several key areas of racial disparity for CPD to address. Notably, ***black drivers are stopped and warned at higher rates than we would expect given their proportion of the driving population***, as estimated by the proportion of black drivers involved in car crashes in the city of Charleston. At the same time, when stopped for a moving violation or non-moving violation, black drivers are more likely to receive a warning for the offense than a white driver. A deeper dive into these data suggests that enforcement strategies are critically related to these disparities. ***When stops are conducted for speeding violations and alcohol violations, disparities are minimized. Stops for other moving violations and non-moving violations generate greater disparities.*** In light of this finding, it is worth noting that some departments have begun de-prioritizing or even prohibiting motor vehicle stops for “non-safety” violations (see e.g., Fayetteville, NC; Boehme, 2023; Jallow, 2021). Given this pattern of disparities, CPD should consider such a policy to reduce disparities in motor vehicle stops.

***Black drivers also appear to be searched at disproportionate rates compared to white drivers given disparities in hit rates after discretionary searches.*** That is, searches of black drivers reveal contraband less frequently than searches of white drivers, suggesting that either CPD is not conducting searches of these drivers given the same level of suspicion (i.e., black drivers are searched at lower suspicion levels) or that CPD’s training on when to conduct a search is not well-calibrated to support the probability of finding contraband. Finally, when contraband is found, CPD is more likely to arrest a white driver if the contraband is drugs, but more likely to arrest a black driver if the contraband is classified as “other.”

In sum, it is clear there are racial disparities in CPD’s motor vehicle stops. CPD has made considerable improvements to their data structures that should allow them to target specific areas of high disparities to reduce the disparate impact of enforcement on minority communities. Specifically, ***CPD should re-consider the effectiveness of enforcement strategies that target non-moving violations considering their disparate impact on minorities.*** Furthermore, CPD should further investigate the source of the sizeable disparity in hit rates for probable cause searches conducted during motor vehicle stops.

## Data

One of the key findings of the Audit were critical limitations in the motor vehicle stop data collected by CPD. CPD collected motor vehicle stop data in three separate databases: a database of field contacts (hereafter “FCCs”), CPD’s record management system (RMS), and the South Carolina Collision and Ticket Tracking System (SCCATTS). At the time, no identifiers existed that linked these three databases to allow adequate analysis of CPD’s data. CNA recommended that “CPD should implement additional data fields to capture, within a single data system, motor vehicle stop outcomes including the stop start and end times (to allow for analysis of stop lengths), motor vehicle stop disposition (written warning,

citation, or arrest), and seizures during searches” (Recommendation 6.1). While CPD was unable to create a single data system, they have linked the necessary data systems and added recommended fields and created a solution to link all three databases for analytic purposes.

The ability to link CPD’s data on field contacts, warnings, and citations, provides a considerably wider array of analytic possibilities for this report than were available at the time of the Audit. At the same time, we should acknowledge that the solutions generated by CPD are not perfect. For this analysis, we requested data on all motor vehicle stops conducted in 2021 and 2022. Unfortunately, due to logistical limitations the ability to link these three databases consistently did not occur until May 2022.<sup>1</sup>

Furthermore, there were issues in matching citations and warnings to the FCC database. For the period from May 2022 to December 2022, 3,693 FCCs matched CAD numbers with a citation pulled from SCATTS. There were 4,147 FCCs that indicated there was a motor vehicle stop resulting in a citation for a match rate of 89.05% between the two databases. This number is indicative of the imperfect solution created by CPD to manage the logistical issues presented. The field for including CAD numbers in the FCC database is an open-text field the officer types the number into. Analysts at CPD then have an algorithm that pulls the number from this field for matching to the CAD database. Failures to match are likely largely the result of typographical errors. For example, the assessment team went through the database by hand and corrected several hundred entries where the CAD number was included in this open-text field but was entered in a manner unexpected by the data analytics team’s algorithm. In normal circumstances, this would result in a failure to match, but our corrections allowed these entries to match and are reflected in the 89.05% estimate. Even so, this is just one type of data entry error. Many more errors were unable to be corrected as the CAD number was missing, not enough characters, or too many characters. Furthermore, there is an additional possibility that a CAD number could look correct (i.e., be in the correct format and of the correct length) in the FCC but an officer entered an incorrect number (e.g., typed a 4 instead of a 5) leading to undetectable errors in connecting these databases.

The RMS database containing information regarding warnings had a much lower match rate with FCCs classified as motor vehicle stops with a warning filed from May 2022 to December 2022 only matching warning data 71.8% of the time. It is unclear why this number is so much lower than the citation match rate but could reflect that officers pay less attention to record-keeping for warnings as opposed to citations given their lower level of seriousness. Nevertheless, these findings are key to stating an important conclusion regarding data quality:

***CPD has made considerable progress in improving data quality for motor vehicle stops since the audit. However, their systems still rely on data entry that is error prone. A system that auto-populates CAD numbers would greatly reduce errors that prevent stops from being merged across all three databases.***

Finally, the last major data issue worthy of notation is that CPD’s FCC database fails to identify the driver in a motor vehicle stop. Accordingly, if the FCC database includes multiple people for a single

<sup>1</sup> The ability to match FCCs to citation information was gained when the State of South Carolina approved the inclusion of Charleston’s CAD Number as a field in SCATTS. CAD numbers were consistently documented in the FCC database throughout 2021 and 2022, but first show up in SCATTS in February 2022. Even then, the CAD number field in SCATTS is only intermittently available until May 2022.

CAD entry, it is impossible to determine which individual received a citation. As a result, analyses of these merged datasets had to exclude every incident for which there were multiple FCCs completed (estimated to be less than 5% of FCC entries).

***CPD should consider adding a field to their FCCs that notes whether an individual is the driver or passenger in a motor vehicle stop.***

## Disparities in Motor Vehicle Stop Initiation

The first analysis in this report examines disparities in the decision to initiate a motor vehicle stop benchmarked against data on the percentage of drivers involved in a collision in Charleston. To do so, we use the entire dataset of FCCs from 2021 and 2022 compared to the crash data from 2021 and 2022. CPD has improved their FCC database to include classifications for type of contact as “TSW” — motor vehicle stop resulting in a warning—and “TSC” — motor vehicle stop resulting in a citation. Accordingly, we can re-estimate Table B.1 from the audit using a single database for the entirety of 2021 and 2022.<sup>2</sup> We do make some critical changes from Table B.1. First, the FCC database tracks race and ethnicity as separate measures (e.g., “White, Non-Hispanic,” “White, Hispanic,” “Black, Hispanic” and so on), while the crash data records race and ethnicity in a single field (e.g., “White,” “Black,” “Hispanic”). Accordingly, we collapsed the two FCC measures into a single measure consistent with the crash database. Additionally, we collapsed Asian, Native American, Other, and Unknown into a single “Other” category as they each represented less than one percent of the sample and therefore resulted in unreliable estimates. Finally, we add a column (in grey) that reflects the percentage of overall motor vehicle stops, now that these data come from a single source.

Table 1. Replication of Table B.1 from The Audit: Comparison of Race of Drivers Involved in Accidents and Motor Vehicle Stops

	Accident %	Warning %	Citation %	Overall Motor vehicle stop %
White	64.40	40.25	59.36	47.74
Black	28.47	56.06	34.36	47.56
Hispanic	4.82	2.84	5.03	3.7
Other	2.31	0.84	1.25	1

These estimates are generated from more 30,000 traffic collisions and 23,120 motor vehicle stops in 2021 and 2022. There are two key findings from Table 1. First, in comparison to the Audit, there has been a considerable increase in the proportion of Hispanic drivers in all categories. In the Audit, Hispanic drivers made up just 0.22% of crashes, 0.21% of motor vehicle stops with a warning, and 0.64% of motor vehicle stops with a citation. In 2021 and 2022, Hispanic drivers made up 4.82% of

<sup>2</sup> The limitation of linking SCATTS and RMS only comes into play when examining specific offenses, which we will turn to later in the report.

accidents, 2.84% of motor vehicle stops with a warning, and 5.03% of motor vehicle stops with a citation. Second, motor vehicle stops disparities appear to have increased. In the Audit, black drivers had disparity ratios (% involved in motor vehicle stops/% involved in accidents) of 1.45 for warnings and 1.02 for citations, while here they are 1.97 for warnings and 1.21 for citations in the 2021-2022 data.

### Data Improvement: Analysis by Team

Based on the data improvements implemented by CPD since the Audit, it is now possible to estimate these disparity ratios across smaller geographic areas—specifically across patrol teams. Accordingly, we split the data used in the first table by the assigned team of the officer reporting the field contact and the geographic location of traffic accidents. The tables below report disparity ratios (as presented above) by comparing the percentage of motor vehicle stops in a given category reported by an officer assigned to a specific patrol team to the percentage of traffic crashes within the assigned area of that patrol team. We also include the traffic team as a key group for analyses as the Audit originally addressed many recommendations towards the operation of the traffic unit.

Table 2: Disparity Ratios by Patrol Team for All Stops

	Traffic	Team 1	Team 2	Team 3	Team 4	Team 5
White	0.99	0.50	0.79	0.88	0.55	1.03
Black	1.06	2.04	1.54	1.50	2.04	1.05
Hispanic	1.00	0.54	0.96	1.06	0.56	0.72
Other	0.64	0.21	0.57	0.26	0.30	0.13

Table 3: Disparity Ratios by Patrol Team for Stops with a Warning

	Traffic	Team 1	Team 2	Team 3	Team 4	Team 5
White	1.03	0.49	0.74	0.89	0.52	1.08
Black	1.04	2.07	1.68	1.57	2.12	0.96
Hispanic	0.52	0.53	0.86	0.77	0.54	0.57
Other	0.69	0.17	0.59	0.28	0.31	0.20

Table 4: Disparity Ratios by Patrol Team for Stops with a Citation

	Traffic	Team 1	Team 2	Team 3	Team 4	Team 5
White	0.98	0.64	0.95	0.87	0.70	0.95
Black	1.06	1.74	1.14	1.33	1.73	1.21
Hispanic	1.08	0.64	1.28	1.85	0.65	1.02
Other	0.63	0.62	0.52	0.19	0.25	0.00

Overall disparities across the various CPD patrol teams follow the pattern identified in the Audi and replicated in Table 1; disparities exist in the decision to pull over black drivers and are more pronounced when examining stops that result in a warning as compared to stops that result in a citation. At the same time, these analyses identify some areas needing further review. In particular, disparities are very small—in fact, nearly non-existent in some cases—when looking at the Traffic Team and Team 5. Teams 1 and 4 have the largest disparities with black drivers represented in the motor vehicle stop data at nearly twice the rate that would be expected given the percentage of black drivers involved in crashes in their patrol area. Unfortunately, the disparity ratios for Hispanic drivers and drivers falling in the “Other” category have to be largely disregarded at this point in the analysis. These categories were already a small portion of the data and splitting these numbers further to get to the team level results in numbers that are so small the disparity ratios becoming highly volatile with the inclusion of even a single motor vehicle stop which greatly shifts the estimated score.

Nevertheless, the variation identified in disparity ratios by teams merits further investigation. We will revisit these findings when we examine motor vehicle stops across various offenses below to provide further guidance.

### Motor Vehicle Stop Outcome Analysis

The data improvements linking the three motor vehicle stop databases have also enabled analyses of the outcomes individuals receive after being stopped. Critically, these analyses allow for better benchmarks to be used to estimate disparities because the population at-risk is included in the dataset. Consider the earlier discussion of census benchmarks versus estimates of the driving population. The Audit and this report assert that the driving population estimator (drivers involved in a collision) is preferred because a driver can only be stopped if they are in the driving population. When looking at outcomes, a driver can only receive a citation or a warning if they are stopped by the police, so the population at-risk are the drivers who are being pulled over and should be included in our datasets. Thus, rather than comparing the proportion of drivers stopped to imperfect estimates of the driving population, we can estimate the proportion of drivers receiving a particular outcome within our database of drivers stopped by CPD.

### Most Common Citations following a Motor vehicle stop

To conduct these analyses, we shift from the FCC data on all motor vehicle stops in 2021 and 2022 to the data with linkable CAD numbers (i.e., May 2022 to December 2022). As a first step, we examine the most commonly cited offenses by CPD included in the data.

Table 5: The 10 Most Commonly Cited Offenses by Race

	White	Black	Hispanic	Other	Freq.
SPEEDING; 10 MPH OR LESS OVER THE SPEED LIMIT	512	237	32	12	799
SPEEDING; MORE THAN 10 BUT LESS THAN 15 MPH OVER THE SPEED LIMIT	215	159	21	5	407

SPEEDING; MORE THAN 15 BUT LESS THAN 25 MPH OVER THE SPEED LIMIT	207	152	16	6	390
SPEEDING; MORE THAN 25 MPH OVER THE SPEED LIMIT	191	138	28	7	369
DISREGARDING STOP SIGN	194	29	15	7	247
OPERATING VEHICLE WHILE LICENSE/REGISTRATION EXPIRED	120	54	4	0	181
DRIVING UNDER SUSPENSION; LICENSE NOT SUSPENDED FOR DUI - 1ST OFFENSE	51	89	9	1	150
FAILURE TO OBEY TRAFFIC-CONTROL DEVICES	73	38	7	0	119
FAILURE TO OBEY TRAFFIC CONTROL SIGNAL (RED LIGHT)	64	28	3	0	96
POSS. OF 28G (1 OZ) OR LESS OF MARIJUANA - 1ST OFFENSE	12	68	2	0	83

The four permutations of speeding offenses in the state of South Carolina make up the four most commonly cited offenses across all drivers. When looking beyond speeding offenses, some notable variations occur. For white drivers citations for failure to obey traffic control devices (and traffic control signals) are more common than citations for driving under suspension or possession of marijuana, while the opposite is true for black drivers. ***In fact, black drivers receive more citations for driving under suspension, possession of marijuana, or operating a vehicle while license/registration expired than they do for any other violation that is NOT speeding.***

There is little reason to examine data by the exact violation listed beyond this due to the complexity of the data. Specifically, there are 165 unique offenses that CPD officers cited a citizen for in the merged data. Accordingly, examining each individual offense presents an incredibly complicated task that would likely reduce sample sizes down to the point where the analyses are not informative. To create something more meaningful and more easily interpretable, we instead condense these offenses down into offense types. Specifically, the following offense types were present in the data:

1. Speeding—any of the four speeding citations (see above).
2. Moving Violations (except speeding)—e.g., Failure to obey traffic control signal (red light) or disregarding stop sign.
3. Non-Moving Violations—e.g., Operating vehicle while license/registration expired or driving under suspension.
4. Alcohol Violations—any DUI or open container citation.
5. Narcotics Violations—e.g., possession of 28g (1 oz) or less of marijuana.
6. Resistance Violations—e.g., disobeying lawful order, resisting arrest.
7. Property Crime Violations—e.g., receiving stolen goods.
8. Weapon Violation—possession of metal knuckles.

Speeding, moving violations, and non-moving violations were most common and were prevalent throughout the data. Alcohol violations and narcotics violations were less common, but still involved a substantial number of citations. Finally, resistance, property, and weapons violations were very rare and only showed up in a handful of instances.

Table 6: Prevalence of Citation Type by Race

	White	Black	Hispanic	Other	Total
Speeding	53.19	51.81	45.33	63.83	52.38
Moving Violation	26.17	15.03	18.69	23.40	21.72
Non-Moving Violation	15.68	24.32	30.84	12.77	19.61
Alcohol	4.25	2.72	3.74	0.00	3.62
Narcotics	0.66	5.29	0.93	0.00	2.32
Resistance	0.05	0.45	0.47	0.00	0.22
Property	0.00	0.30	0.00	0.00	0.11
Metal Knuckles	0.00	0.08	0.00	0.00	0.03
Total	100.00	100.00	100.00	100.00	100.00

As expected from the previous table, over half of all citations were for one of the four speeding offenses. However, a greater share of citations written to white drivers were for moving violations than non-moving violations, yet a greater share of citations written to black and Hispanic drivers are for non-moving violations than for moving violations. Finally, a greater share of citations written to white and Hispanic drivers are for alcohol violations than for drug violations, but a greater share of citations written to black drivers are for narcotics violations compared to alcohol violations.

### Disparities in Outcomes Following Motor Vehicle Stops

To estimate better the proportion of drivers receiving a citation, the above tables must go one step further. It is possible within a single motor vehicle stop for multiple citations to be issued or to receive a warning rather than a citation. Thus, the data need to be shifted to examine citations at the motor vehicle stop level, rather than at the citation level. Table 7 estimates how common multiple citations are by examining the number of citations issued per motor vehicle stop by race.

Table 7: Number of Citations per Motor Vehicle Stop by Race

	White	Black	Hispanic	Other	Total
0	39.75	62.91	36.76	45.00	50.12

1	56.16	31.37	51.10	51.25	44.73
2	3.59	4.64	10.66	3.75	4.36
3	0.49	0.78	0.74	0.00	0.62
4	0.00	0.20	0.37	0.00	0.11
5	0.00	0.07	0.00	0.00	0.03
6	0.00	0.00	0.37	0.00	0.02
7	0.00	0.03	0.00	0.00	0.02

Consistent with the findings from the FCC data, **black drivers were the most likely to receive 0 citations**—that is, only receive a warning—with roughly 60% of motor vehicle stops involving black drivers resulting in only a warning compared to just 40% of stops of white drivers and 35% of stops of Hispanic drivers. At the same time, **if an officer decided to issue a citation, minority drivers were more likely to receive multiple citations**. When cited, white drivers received a single citation 93% of the time, while black drivers received a single citation 85% of the time and Hispanic drivers received a single citation 81% of the time. In fact, when considering all motor vehicle stops, black drivers received multiple citations nearly 5% of the time and Hispanic drivers received multiple citations over 10% of the time.

Moving to our last benchmark that examines the decision to cite or warn a driver, we leverage CPD’s policy that all motor vehicle stops must end in a warning or citation.<sup>3</sup> Given this policy, it is reasonable to expect that every motor vehicle stop for a particular violation is documented with either a warning or violation that identifies the suspected violation. Accordingly, we coded every warning in the May 2022 to December 2022 into the offense categories listed above.<sup>4</sup> By combining these codes with the previously identified codes for citations, we created a dataset of every motor vehicle stop for an identified offense category (i.e., speeding, moving violations, non-moving violations, alcohol violations, and narcotics violations). We then assume that if evidence of one of these offenses was presented to an officer during a motor vehicle stop there would be a warning or citation linked to that offense type. Using this assumption, we can then estimate the proportion of drivers stopped for a particular offense category that received a citation. For example, these estimates would give us the proportion of drivers who receive a ticket if they were pulled over for speeding.

Notably, our assumption is violated, and the estimates compromised, if an officer saw evidence of a violation and did not issue a ticket or warning for said violation. Realistically, we expect that this assumption is violated, but we are unable to estimate the extent to which this occurs. If officers rarely make stops for reasons that are not cited or warned, our estimates below will be accurate, but if

<sup>3</sup> CPD General Order 49.3: “Any time an officer stops a motor vehicle for investigation or a violation and does not issue a UTT Citation or make an arrest, the officer who initiated the stop must complete a Public Contact/Warning in accordance with South Carolina State Code §56-5-6560.

<sup>4</sup> Some warnings were unable to be classified. Officers can choose an “other” offense category that they are supposed to specify in open text. Some of these descriptions were too vague to allow for identification into one of the above listed categories (e.g., “.15”).

officers frequently make stops for reasons that are not cited or warned, our estimates will be inaccurate. While this is an uncertain leap, we also suggest that if violations of this assumption are common, this presents a potential policy or training issue for CPD that limits its ability to create valid inferences with its data. The below table presents the percentage of incidents involving some indication (i.e., ticket or warning) of each offense type that resulted in a citation by race.

Table 8: Percentage of Stops for Offense Type Resulting in Citation by Race

	White	Black	Hispanic	Other	Total
Speeding	81.23	78.14	82.61	84.85	80.25
Moving Violations	46.90	23.53	44.32	42.31	37.85
Non-Moving Violations	40.19	19.76	57.43	27.27	28.46
Alcohol Violations	97.80	96.88	100.00	--	97.71
Narcotics Violations	87.50	64.76	66.67	--	68.00

Overall, speeding violations and alcohol violations had the highest percentage of detected offenses that resulted in citations. 80% of all motor vehicle stops for speeding resulted in a citation and 98% of all motor vehicle stops for an alcohol violation resulted in a citation. Moving to an examination of disparities, there are only minor disparities seen in the likelihood of receiving a citation for speeding if a motor vehicle stop for speeding is conducted. White drivers received a citation in 81% of motor vehicle stops for speeding, black drivers received a citation in 78% of motor vehicle stops for speeding, and Hispanic drivers received a citation in 83% of motor vehicle stops for speeding.

Disparities are apparent when shifting to different offense categories. In particular, white and Hispanic drivers were cited roughly 45% of the time when they were stopped for moving violations, but black drivers were cited roughly 24% of the time they were stopped for moving violations. White drivers were cited roughly 40% of the time they were stopped for non-moving violations and black drivers were cited just 20% of the time they were stopped for non-moving violations. At the same time, Hispanic drivers were cited nearly 60% of the time they were stopped for non-moving violations.<sup>5</sup>

At this point, we should acknowledge that it is difficult to understand the meaning of the detected disparities in citations/warnings for moving and non-moving violations as there are two competing explanations. Since the exact details of the stop are not contained in the data—only offense categorizations that are included in the form—we cannot determine which explanation is accurate. On the one hand, officers may be more lenient towards black drivers who are stopped. In other words, during a motor vehicle stop for the exact same offense, white drivers may be more likely to receive a

<sup>5</sup> It should be acknowledged that drivers may not have been stopped for a non-moving violation in many instances. For example, the most commonly cited non-moving violation for black drivers is an expired/suspended license. Obviously, an officer cannot stop a driver for an expired license as they are unlikely to know if a license is suspended/expired at the time the stop is initiated. Rather, these violations are more properly worded that a non-moving violation is detected at some point in the stop. The analysis should still be valid if officers warn or cite when a non-moving violation is detected, but the meaning of the results are slightly different in that they are not related to stop initiation.

citation than black drivers. On the other hand, since we are dealing with offense categorizations and not the specific details of an offense, it is equally valid to conclude that officers may pull over black drivers based on more benign indications of these violations than white drivers. If officers are more willing to write warnings for more benign violations, the percentage of warnings issued for an offense category will be inflated for black drivers. For example, an officer may be more likely to write a citation than a warning when a driver runs a stale red light as compared to a just-turned red light. If the officer is also more likely to pull over black drivers for running just-turned red lights, then black drivers would be subject to a greater number of motor vehicle stops while simultaneously experiencing lower rates of warnings issued. Again, with the data available, it is not possible to determine which of these statements is accurate.

To investigate further what offenses may drive these disparities, we examined the specific violations, rather than the violation categories, that resulted in warnings by race. While the lower percentage of offenses that result in warnings rather than tickets for black drivers appear to occur across the board, one notable offense stuck out for its extreme disparity. Specifically, in the period of study, CPD wrote 483 warnings for window tint violations. 443 of those—or 91.72%—were issued to black drivers.

#### *Disparities in Motor Vehicle Stop Outcomes by Team*

Given these possible competing explanations and the findings of the earlier analysis of disparity ratios across patrol team, we looked deeper into the data to investigate this disparity. Specifically, we again used the information on the patrol officer’s assignment to examine the proportion of drivers receiving a citation when an offense type was detected across the various patrol teams. Note that splitting the sample across the five geographic patrol teams and the traffic team, as well as the race of the driver in the field contact, resulted in some issues in the earlier analysis that used all stops from 2021 and 2022. Since the merged database was necessarily smaller (only utilizing stops from May 2022 to December 2022), these issues are further exacerbated. Accordingly, these analyses are not able to be split by race, but still provide valuable insight.

Table 9: Percentage of Stops Resulting in a Citation by Detected Offense and Patrol Team

	Traffic	Team 1	Team 2	Team 3	Team 4	Team 5
Speeding	65.15	5.94	9.93	18.67	13.21	77.04
Moving Violations	25.30	45.16	36.00	45.60	28.73	18.52
Non-Moving Violations	13.65	50.08	53.71	41.07	57.16	8.15
Alcohol Violations	3.18	1.70	0.84	1.07	0.97	0.00
Narcotics Violations	0.24	3.90	3.95	1.07	3.41	0.00
Total	2953	589	836	375	1347	135

Table 9 breaks down the percentage of stops involving each offense type that resulted in a citation. Recall, as well, that the Traffic Team and Team 5 had the lowest disparity scores of those estimated, while Teams 2 and 3 saw modest disparities, and Teams 1 and 4 had the highest disparity scores. The

below table shows that these disparities appear related to the above findings regarding disparities for moving and non-moving violations. ***The teams with the lowest disparity scores had a high percentage of stops that involved a speeding violation and substantially lower rates of stops involving moving and non-moving violations. Teams with higher disparity scores tended to make just a small percentage of stops for speeding offenses and had a majority of stops involving non-moving violations.***

Accordingly, it seems logical that variations in enforcement strategies are linked to racial disparities. Stops for speeding and alcohol violations result in fewer disparities, while enforcement strategies that target other moving and non-moving violations likely result in higher disparities. ***To be clear, there may be valid reasons for targeting moving and/or non-moving violations in patrol enforcement strategies, but CPD should be cognizant that these strategies come with the tradeoff of disproportionate impact on minority communities in Charleston.***

In light of this finding, it is worth noting that some departments have begun de-prioritizing or even prohibiting motor vehicle stops for “non-safety” violations (see e.g., Fayetteville, NC; Boehme, 2023; Jallow, 2021). Given the disparities seen here and noted above, CPD should consider such a policy to reduce disparities in motor vehicle stops.

#### *Hit-Rate Analyses*

The decision to search a vehicle during a motor vehicle stop is another important outcome from a motor vehicle stop, above and beyond decisions to cite the driver. To assess disparities in search decisions, we employ the hit rates test recommended by Perisco and Todd (2008). In brief, if searches are being conducted fairly, we would expect that *discretionary searches* would find contraband at the same rate across racial groups. Discretionary searches are governed by case law and require either probable cause (probable cause search) or reasonable suspicion (Terry frisk) standards be met before an officer is legally allowed to engage in a search unless the subject of the search consents to being searched (consent searches). However, an officer is not required to conduct a search when probable cause, reasonable suspicion, or consent is given, that decision is ultimately left to the officer’s discretion. The logic of the hit rates test, then, is that if the officer applies this discretion fairly and in response to evidentiary factors that increase suspicion beyond these legal thresholds, then they should find contraband at a consistent rate regardless of the race of the driver. If instead, officers search black citizens more, or use evidence that is correlated with race but not with the likelihood of contraband being found to justify a search, then hit rates will vary by race of the driver. Critical to a solid hit-rate analysis, as noted by Engel (2008), is that only discretionary searches are appropriate for this type of analyses.<sup>6</sup>

All search information is contained within the FCC database since CPD’s improvements to their data structure, so we revert to our original FCC database of all motor vehicle stops in 2021 and 2022 to conduct the hit rate analysis. This database contains several relevant pieces of information: Whether a search was conducted; the reason for the search: PPP (Probation, Parole, and Pardon Services) request,

<sup>6</sup> Accordingly, searches conducted at the request of Probation, Parole, and Pardon Services and searches incident to an arrest are considered to be either mandated or subject to influences outside of the officer’s own use of discretion and are excluded from our analyses.

verbal consent search, consent search form, probable cause search, search incident to arrest, and terry frisks; and whether and what type of contraband was found during the search.

Table 10: Hit Rate Analysis of All Motor Vehicle Stops in 2021 and 2022

	White	Black	Hispanic	Other	Total N
Consent	20.14	15.55	9.09	0.00	489
Terry Frisk	18.18	25.81	0.00	0.00	88
PC Search	69.72	52.85	65.79	57.14	2616
Total N	483	2638	52	11	

Before examining the hit rates, it is notable that CPD reported just 88 Terry frisks for the entirety of 2021 and 2022. Terry frisks are the basis for the controversial stop-question-and-frisk policy used by the NYPD that resulted in sizeable racial disparities. Accordingly, we would expect that CPD's low reliance on Terry frisks should result in lower racial disparities. However, CPD does have variation in its hit rates for probable cause searches that is indicative of racial disparities. ***CPD finds contraband in 70% of its probable cause searches of white suspects in motor vehicle stops, but just 50% of its probable cause searches of black suspects in motor vehicle stops.*** This is a substantial racial disparity that suggests CPD more readily searches black drivers as compared to white drivers.

As noted in the introduction to this report, however, this still does not clearly establish racial bias against black drivers. At the same time, this disparity is large and undeniable. ***We would strongly suggest that CPD re-evaluate its training on what evidence supports a probable cause search during a motor vehicle stop.*** If CPD trains officers to establish probable cause on the basis of factors that are more highly correlated with the race of the driver than the likelihood of finding contraband, then officers would be likely to make stops in the disproportionate pattern that is seen in Table 10. Regardless, CPD should take steps to investigate the cause of these disparities and reduce them.

#### Post-Search Arrest Decisions

The final analysis in this report examines CPD officers' arrest decisions after finding contraband during a search. Following up on the above analysis, we examine the percentage of field contacts arrested if the officer found contraband during a consent search by race.

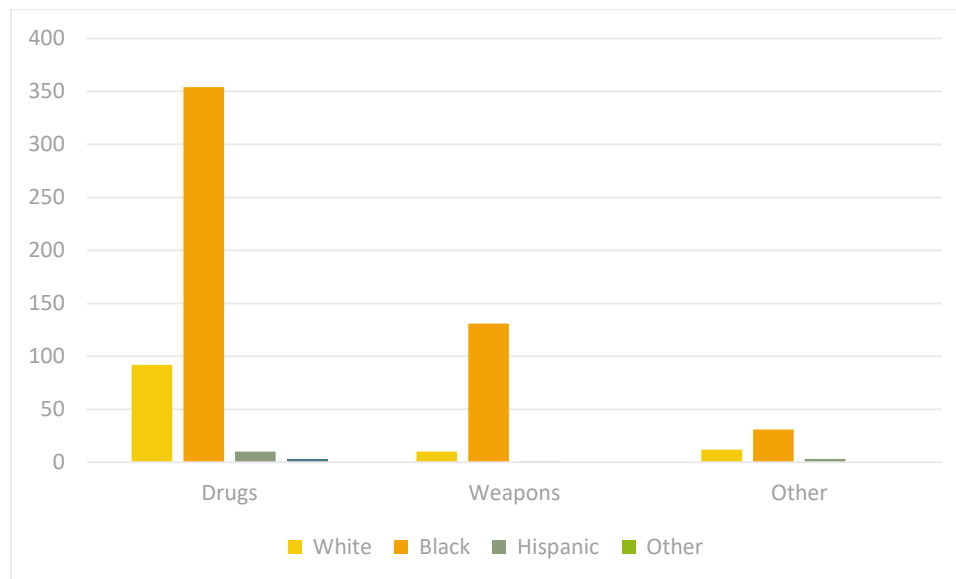
Table 11: Arrest Decisions Following Findings of Contraband in All Motor Vehicle Stops in 2021 and 2022

	White	Black	Hispanic	Other
Drugs	49.20	38.52	50.00	100.00
Weapons	55.56	53.69	50.00	0.00
Other	24.49	33.70	75.00	--

***These analyses demonstrate that white drivers are more likely to be arrested than black drivers if CPD officers find drugs during a search conducted in a motor vehicle stop. However, black suspects are more likely to be arrested than white suspects if the contraband is classified as “other.”*** While disparities are virtually non-existent in the decision to arrest after finding a weapon, it should also be noted that this category is likely unreliable. A review of data suggests that officers indicate a finding of weapons both when the weapon is legally possessed and illegally possessed. Accordingly, “finding a weapon” is not sufficient to indicate that the driver was at-risk of being arrested and the benchmark is compromised.

While this analysis has largely dealt in percentages and rates, the raw numbers of motor vehicle stops, searches, and arrests are also important to recognize when considering the broader impact of these findings. The chart below demonstrates how compounding the disparities identified in this report can impact the raw numbers of arrests following motor vehicle stops. Consider, for example, that while black drivers are less likely to be arrested following a discretionary search that finds drugs, compounding this on top of disparate search decisions and disparate decisions to conduct a motor vehicle stop results in a huge difference in the raw number of black drivers, as compared to white drivers that are ultimately arrested as a result of a motor vehicle stop with a discretionary search that finds drugs.

Figure 1: Number of People Arrested After Finding Contraband by Contraband Type and Race



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## Use of Force

One of the key use of force takeaways from the Racial Bias Audit of the Charleston, South Carolina, Police Department (2019, hereafter “The Audit”) was the finding that the Charleston Police Department (hereafter, “CPD”) maintained a use of force database with only a single entry per incident, with each incident potentially containing multiple officers and multiple citizens. As a result, the Audit was limited to examining incidents that involved only a single officer and a single citizen, as there was no way to know which level of force was used on which citizen. As reviewed below, CPD has fixed this issue and now maintains a database at the instance level—with each use of force instance making up an entry and incidents having multiple entries for each combination of officer, citizen, and level of force.

With these improvements in mind, we once again present two primary goals for this analysis:

- 1) Assess the extent of racial disparities in CPD's use of force data.
- 2) Identify areas of improvement for data and reporting of use of force instances.

## Summary of Findings

Despite substantial improvements to its data collection systems, CPD's use of force data still needs improvement in its classification of force types. Currently CPD tracks 19 different force types in its use of force data. ***Our review of these categories suggest that they overlap substantially, lack clear definition, and are inconsistent with CPD's own General Order 23 – Response to Resistance/Aggression and commonly used definitions of force options. Greater detail on these problems is included below, but we strongly recommend CPD revisit the way it classifies force types in its use of force database.***

Beyond these limitations, the findings presented here are consistent with patterns in the use of force presented in the Audit and typically seen in police departments across the country. For example, the most common type of physical force reported by CPD involves empty hand tactics rather than the use of less-lethal or lethal weapons. Additionally, CPD tracks an extensive number of preparatory actions, such as drawing and pointing a firearm, that increase transparency and improve the comprehensiveness of its data.

With respect to analyses of potential racial disparities, ***we recommend against continuing to pursue the Audit's method of propensity score matching.*** This method only examines disparities in the level of

force used assuming force had to be used rather than testing for disparities in the likelihood that force would be used against someone. This is compounded by the limitation noted above that CPD's reported levels of force are overlapping and do not align well with a force continuum or force options model. As a result, the propensity score matching approach can only really distinguish between the two categories for which there is substantial data—hands on force and drawing or pointing a firearm. Given these issues, propensity score matching is unlikely to produce meaningful results.

As an alternative, we propose a simpler benchmarking approach (see also, the motor vehicle stops analysis report prepared for this assessment). Benchmarking approaches have substantial statistical limitations but are advantageous in their simplicity and ability to provide indicators of specific areas where disparities may be generated. For this report, we compare rates of use of force against the City of Charleston's Census population, CPD's field contacts database from 2022, and CPD's arrest statistics from 2022. None of these benchmarks represent a compelling benchmark in the same way that collision data does for traffic stops, but each has different limitations, allowing us to triangulate answers regarding racial disparities in the use of force.<sup>7</sup>

Using this approach, we find large disparities in the use of force by CPD when compared to US Census data as a benchmark, but small disparities in the use of force by CPD when compared to its arrest data. Additionally, ***disparities are greater when examining the removal or pointing of a firearm as compared to any physical force.*** Moving forward, ***we recommend CPD continue to improve its data collection systems by adding a field to their FCCs that indicate the role of a person in an interaction—e.g., possible suspect, witness, victim, etc.*** Adding this field would allow for a better estimate of the population at-risk and further improve the ability to examine racial disparities in the use of force in the future.

## Data

As with traffic stop data, one of the key findings with respect to use of force from the Audit was critical limitations in the use of force data collected by CPD. In this regard, our review of CPD's use of force database reveals mixed results. The Audit initially noted that due to the structure of the data generated from use of force reports, unique instances of force could not be linked between officers and citizens. That is, when a use of force incident occurred between multiple officers and multiple citizens, it was not possible to identify which officer used which level of force against which citizen.

CPD has since corrected this issue, requiring use of force reports from all officers involved in a use of force incident and providing identifiers for both officers and citizens. Each citizen involved in the incident is also noted with a unique citizen identifier. Officers can also report multiple types of force used against one citizen. Thus, CPD's use of force database has an entry for every instance of a reportable use of force being used by an officer against a citizen. For example, if there is an interaction involving a single officer and a single citizen, but the officer points a firearm at the citizen then holsters the weapon and physically restrains them, this would result in two entries in the use of force database. Similarly, if two officers pointed a firearm at a single citizen, there would be two entries.

<sup>7</sup> Greater detail on the advantages and limitations of each benchmarking approach are detailed in the final analysis section on racial disparities below.

This restructuring and improvement in CPD’s data structure allows for a wider variety of comparisons and understanding of uses of force. Critically, force can be evaluated, including examinations of racial disparities, at the interaction (i.e., a single reportable use of force), incident (i.e., a single incident potentially involving multiple uses of force, multiple officers, and multiple citizens), citizen (i.e., uses of force against a single citizen), or officer-level (i.e., uses of force by a single officer).

***Improvements in CPD’s use of force reporting practices now allow for better understanding of incidents involving multiple officers and multiple citizens.***

At the same time, the Audit noted that CPD collects data on 19 different use of force categories and only recommended the elimination of a 20<sup>th</sup> “Other” category. Our review of the data suggests more work needs to be done to align the use of force reporting system with CPD’s own use of force policy (General Order 23 – Response to Resistance/Aggression). Specifically, CPD’s policy provides definitions for the following levels of force: deadly force, less than lethal force, physical force, chemical agent, conducted electrical weapon, less than lethal impact munitions, choke-hold, and vascular neck restriction. CPD’s policy then goes on to provide guidance on the reasonableness of force using a force options model that lists physical control (both soft and hard), intermediate weapons, and lethal force. CPD’s database then collects information on the following 19 force options (in alphabetical order):

1. Canine
2. Closed hand/fist
3. Empty hand control
4. Impact munitions
5. Impact munitions removal
6. Joint lock
7. Knee strike
8. Leg restraints
9. OC spray
10. Open hand/palm heel
11. Pointing of a firearm
12. Pressure point
13. Removal of Taser
14. Removal of a firearm
15. Restrain on floor/wall
16. Restraining
17. SWAT Deployment

## 18. Tackle

## 19. Taser

Five of these options—impact munitions removal, pointing of a firearm, removal of Taser, removal of a firearm, and SWAT deployment—do not represent actual physical force, but significant actions taken in preparation to use force. Accordingly, it is understandable that these do not align with actual use of force levels presented in policy. On the other hand, several other categories do not align with how they are presented in policy.

Empty hand controls are the most common level of physical force in most departments (see e.g., Garner & Maxwell, 1999) and, indeed, in CPD (see analyses below). However, use of force continua, force options models, and other methods of delineating types of force generally break empty hand controls into two types—soft and hard. Soft empty hand control is the lower of the two levels and is defined by the National Institute of Justice (2009) as “officers use grabs, holds and joint locks to restrain an individual.” Hard empty hand control is the higher of the two levels and is defined by the National Institute of Justice (2009) as “officers use punches and kicks to restrain an individual.” Using these commonly held definitions (and remembering that CPD’s General Order 23 fails to define many of the remaining 14 options available to officers) it is difficult to operationalize CPD’s levels of force.

Nine of CPD’s force options—closed hand/fist, empty hand control, joint lock, knee strike, open hand/palm heel, pressure point, restrain on floor/wall, restraining, and tackle—have significant overlap using the commonly held definitions of levels of force. It is unclear in any documentation provided by CPD what an empty hand control would be if it were not one of the other eight force options involving hands on force. Furthermore, without delineating these as hard or soft empty hand controls, CPD runs counter to best practices in use of force policies outlined by most other jurisdictions. In sum:

***CPD should revise its use of force policy AND use of force reports to align the levels of force reported with the types of force outlined in policy.***

## Overview of Use of Force in 2022

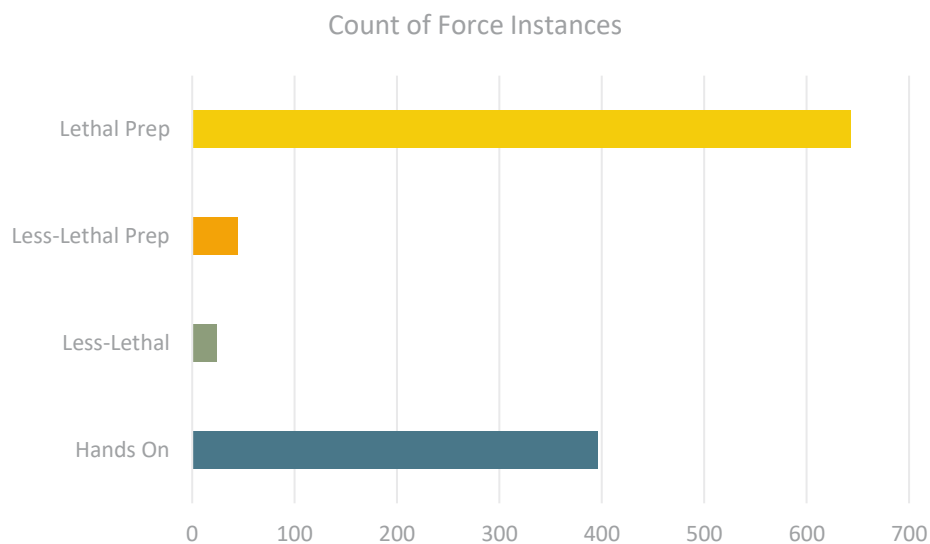
As noted above, CPD’s improvements in reporting structure bring greater detail to analyses of the use of force. To provide an overview of the level of complexity in this data, CPD officers reported 1,127 instances of use of force in 2022. These 1,127 instances can be collapsed to 325 use of force incidents involving 460 separately identified citizens and 207 officers. Incidents typically involved just one citizen (67.69% of incidents) but ranged all the way up to 8 citizens. On average there were 1.48 citizens involved in each incident. Similarly, incidents most commonly involved just one officer (49.54% of incidents) but ranged all the way up to 9 citizens. On average there were 2.02 officers involved in a given incident.

Due to CPD’s overlapping categorizations of use of force types, we consolidated the use of force categories into a more useable set of options as follows:

- 1) Hands on—Empty hand control, restrain on floor/wall, restraining, tackle, open hand/palm heel, joint lock, knee strike, pressure point, closed hand/fist.
- 2) Less-Lethal—Impact munitions, OC spray, Taser, canine.

- 3) Less-Lethal Preparation—Removal of Taser, Impact munitions removal.
- 4) Lethal Preparation—Removal of a firearm, pointing of a firearm.

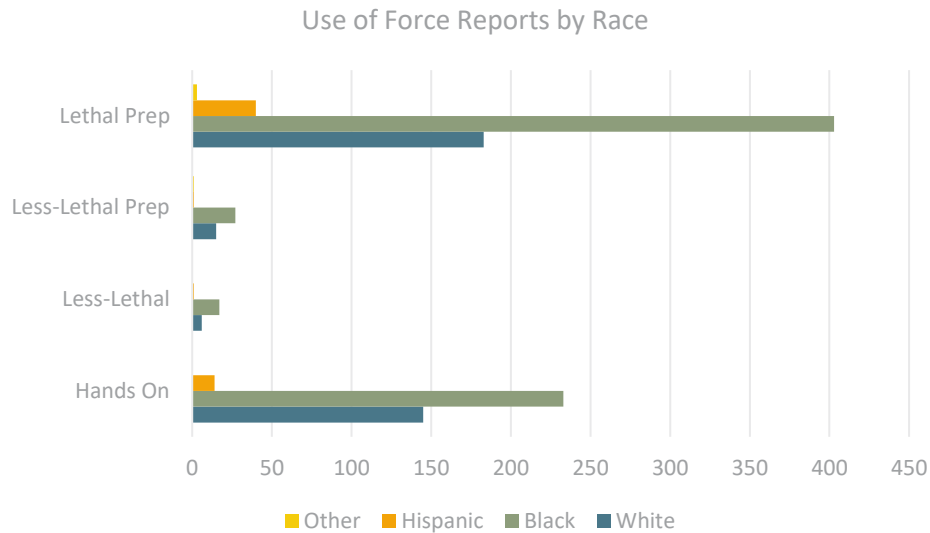
Two caveats are worth pointing out. First, the overlapping categories force us to analyze hands on uses of force as a broad category rather than breaking it into soft and hard hands-on categories as is commonly done in other analyses of police use of force data. Refining these categories as noted above would aid in this analysis. Second, only categories one and two represent physical uses of force—i.e., force that is physically felt by the citizen. Categories three and four represent significant actions but do not result in physical harm to any individual.



Unsurprisingly, most of the reported use of force instances in CPD involve the removal or pointing of a firearm (“Lethal Prep”). Police officers remove and point firearms for a variety of tactical reasons to be prepared for worst-case scenario incidents. Accordingly, it is common for removal and pointing of a firearm to be highly prevalent in use of force databases. That is not to suggest that it is not still important to track these incidents. Pointing a firearm at someone is not an action to be taken lightly. Tracking and reporting such incidents reflects the seriousness with which the action should be taken.

With respect to the physical force categories, consistent with prior research and work in other departments:

***CPD’s most common physical force involves the use of “hands on” or “empty hands” tactics. Use of force instances involving less-lethal force are much less common and there were no uses of lethal force reported in 2022.***



Continuing to examine uses of force at the instance-level, the next figure breaks down use of force instances by race—remembering that an individual citizen can experience multiple instances within a single incident. Across all racial categories, removing or pointing a firearm is more common than physical force and, among physical force options, hands on is vastly more common than less-lethal force. While more detail on racial disparities in uses of force will be discussed below, it is worth noting here that the disparity between white citizens and black citizens in lethal preparation is much greater than it is for physical force. Black citizens were the subject of removing or pointing a firearm more than twice as frequently as white citizens but were the subject of hands-on force only 60% more frequently than white citizens. Again, this says little about racial disparities in uses of force as these numbers are not benchmarked against any baseline but does provide an indicator for an area of further investigation.

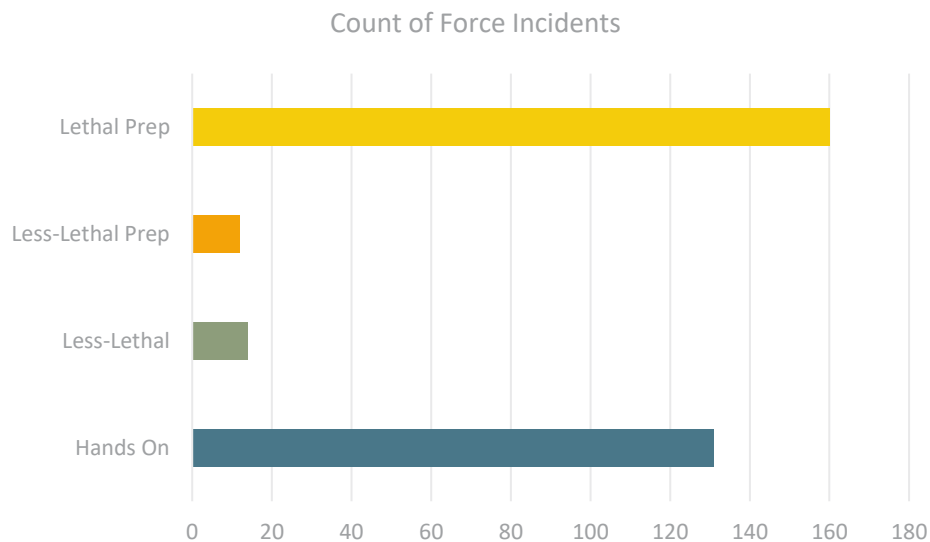
## Use of Force Incidents

Next, we move to the incident-level of the use of force data. Here the data are collapsed so that each incident counts only once. This approach is taken because use of force instances are often dependent on each other—the presence of other officers and citizens shapes the force that is used on a citizen in a given incident.

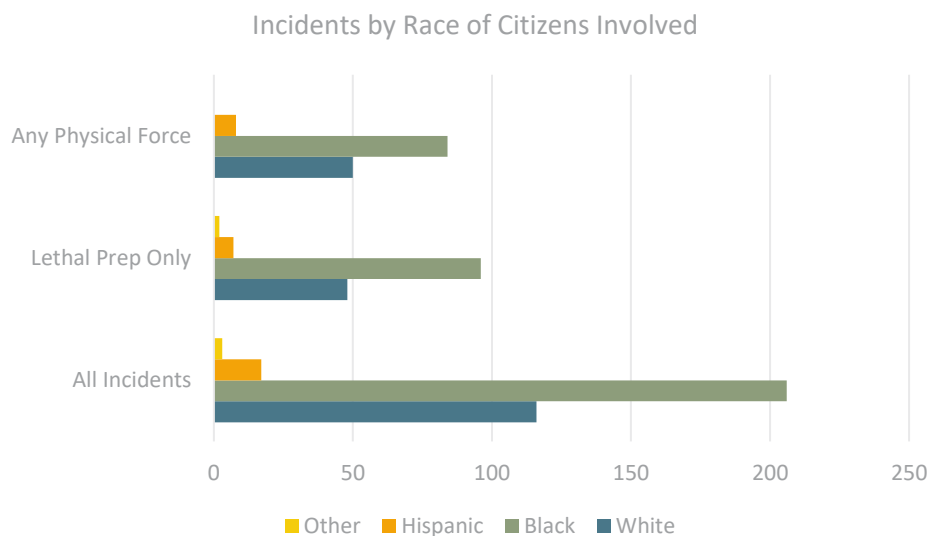
Consider an incident involving two officers and one citizen. The citizen is being placed under arrest but is being non-compliant and resistive. Tactically, both officers are likely to go hands on (probably using “restraining” force types) to put the citizen in custody. Substantively, the citizen is likely not experiencing more force than a single officer would have used in the same scenario, but two instances of force are being reported because of the presence of two officers.

There were 325 use of force incidents reported by CPD in 2022. The below figure shows the highest level of forced used during the course of a single incident. For our purposes, we coded the hierarchy of force as less-lethal preparation, lethal preparation, hands on, and less-lethal force, from lowest level to highest. The underlying assumption behind this hierarchy is that physical force is more harmful than preparatory actions that result in no physical harm to the individual (e.g., drawing a Taser). Lethal force

would have formed the highest level of force in this hierarchy if there had been any lethal force incidents reported.



As at the instance-level most of the use of force incidents involve either the pointing/drawing of a firearm or the use of empty hands/hands-on tactics. The gap between these two types of force, however, is noticeably reduced. In examining interactions, pointing/drawing a firearm was roughly 1.6 times as frequent as hands on tactics, whereas incidents involving the pointing/drawing of a firearm and no physical force are only 1.2 times as frequent as incidents involving hands on physical force as the highest level of force. This is likely an effect of “cover” officers where multiple officers draw and point firearms in dangerous situations, and one may “cover” the other while the first officer applies physical restraint to the citizen.



The above figure splits incidents across race to examine the frequency of use of force incidents by race. At the incident-level, multiple citizens may be involved in a single incident. Accordingly, for the race

variable an incident is counted if any citizen in the incident is in each racial category. For example, an incident with both a white citizen and a black citizen would count in the numbers presented for both white and black categories.

The bottom grouping in the figure presents all use of force incidents included in the dataset, the middle grouping includes incidents only involving the pointing or drawing of a firearm, and the top grouping is all incidents involving some level of physical force (i.e., hands on or less-lethal). Incidents involving black citizens are most frequently represented in incidents across all three force categories, but there does not appear to be any obvious patterns beyond this trend.

## Change in Data Structure Creates Complications

One change to the data structure used by CPD to track and report uses of force does appear to have had a negative effect on data quality. Prior to the Audit when a single use of force report was being completed for each incident an officer would indicate the “service type” they were engaged in prior to the use of force incident. The Audit leveraged this information to examine the most frequent service types that result in uses of force. Now that reports are completed by each individual officer there are large inconsistencies in the service type variable for a singular incident, likely because officers were doing different things when the incident started. For example, consider an incident that starts as a traffic stop and escalates to the use of force with multiple officers. The initial officer would likely indicate their service type was “traffic enforcement” at the time of the encounter. Back-up officers arriving on scene, however, may indicate that they were “dispatched” to the scene after the primary officer called for back-up. Unfortunately, in many cases, we are unable to determine which officer was the initial officer responding to the call or initiating the activity, so comparisons on service type are largely impossible.

This limitation, however, is overcome by the ability to conduct analyses examining the prevalence of call type for use of force incidents. Since use of force incidents contain a case identifier that is linkable to CAD numbers (see traffic stops analysis for a discussion of CAD), CPD can analyze the prevalence of various calls for service among its use of force data. In 2022, 98 different CAD call types were linked to the 325 use of force incidents. As an example of the advantages provided, we list below the five most common CAD call types represented in the use of force data. More detailed analyses in this area could begin to group individual call types into broader groups to search for patterns in the data.

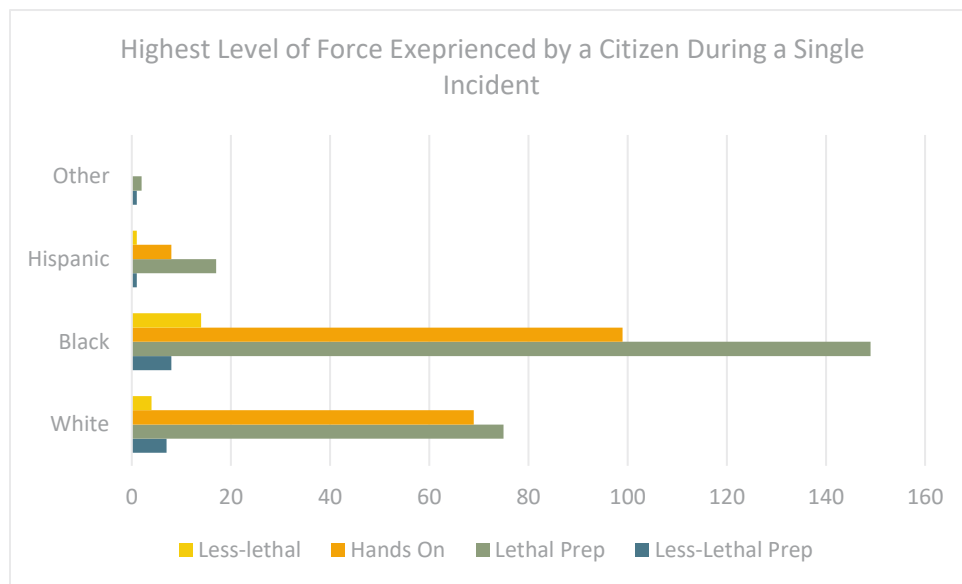
***CPD should leverage its ability to link CAD calls to use of force reports to explore the calls most likely to lead to uses of force and potential disparities in the rate at which such calls lead to uses of force.***

Table 1: 5 Most Common CAD Call Types Resulting in Use of Force Incidents

	Frequency	Percent
Disturbance/Nuisance in Progress	34	10.46
Traffic Stop	34	10.46
Suspicious Person	25	7.69
Suspicious Vehicle	12	3.69
Weapons/Firearms (Just Occurred)	11	3.38

## Disparities Analysis

To examine the possibility of racial disparities in the use of force, we first need to restructure the data to the citizen-incident level. As noted in the previous section, the incident level combines multiple citizens into a single incident making racial disparity comparisons difficult. The instance level is not preferred because of the possible double counting of force mentioned previously. Finally, a citizen-level dataset would undercount citizens who may be involved in multiple use of force incidents (i.e., completely different incidents, but the same person). In the citizen-incident format, each entry in the database represents a citizen in a specific incident compromising between the incident and citizen levels. For simplicity, these numbers are best thought of as representing citizens subject to a use of force incident.



The above chart shows the highest level of force experienced by a citizen during a single incident at the citizen-incident level. Two findings are particularly notable. First, black citizens are more commonly represented in this dataset than white citizens. Second, the difference noted in the instances analysis section of this report between lethal preparation actions (i.e., removal/pointing of a firearm) and hands on force appears again. That is, the highest level of force used against a black citizen during an incident is most commonly pointing or drawing a firearm (55.2% of incidents) followed by hands on force (36.7% of incidents), yet the highest level of forced used against a white citizen during an incident was split nearly evenly across pointing or drawing a firearm (44.8% of incidents) and hands on force (44.5% of incidents).

### Benchmarking Analysis

With the data properly structured and considered, we turn to a benchmarking analysis of CPD's use of force data. As a reminder, the key to good benchmarking is identifying the "population at-risk" for a particular police action. For example, when studying motor vehicle stops, the preferred population at-risk for a traffic stop is the driving population since you must necessarily be driving to be involved in a traffic stop. We obtained valid estimates of the driving population using motor vehicle collision data.

For uses of force the population at-risk is slightly more complicated. Conceptually, the population at-risk are individuals that interact with CPD in circumstances that could possibly lead to a use of force incident. Census data on residents of the City of Charleston, as was presented in the Audit, is not a great indicator of the population at-risk because (1) not everyone living in the City of Charleston has an interaction with the police that puts them at-risk of a use of force interaction and (2) many individuals who are not residents of the City of Charleston are at-risk of a use of force interaction when they visit, vacation, or work in the City and have an interaction with a police officer. On the other hand, arrest data is also not preferred as individuals do not necessarily have to be arrested to have force used against them—especially when considering the preparatory actions included in CPD’s use of force dataset. Thus, examining arrestees only may not provide a complete picture of the population at-risk. As noted in the traffic stops analysis section, CPD does keep track of every citizen with which an officer has contact. While not every citizen is at-risk for having force used against them just by virtue of being in the presence of a police officer, this measure does at least condition on the fact that an individual must have some interaction with a police officer to have force used against them.

Given the lack of a preferred benchmark, we present all three possible benchmarks below in an effort to be comprehensive and acknowledge the limitations of these analyses. Table 2 presents the base data used in the benchmarking exercise with the three benchmarks presented in the first three columns and use of force data presented in the final three columns broken up by lethal preparation only (i.e., removing a firearm, pointing a firearm), any physical force (see above definition), and all incidents.

Table 2: Benchmarking Uses of Force

	Census	Field Contacts	Arrests	Lethal Prep Only	Any Physical Force	All Incidents
White	71.7	46.8	40.5	30.9	37.4	33.5
Black	19.6	48.3	56.0	61.3	57.9	60.0
Hispanic	4.2	3.2	2.9	7.0	4.6	5.8
Other	4.9	1.7	0.6	0.8	0.0	0.6

This initial data does not present any clear results other than to show the large differences in the benchmarks. While white individuals make up 71.7% of the city’s population according to the US Census Bureau, they make up just 46.8% of CPD’s field contacts and 40.5% of CPD’s arrests. At the same time, Black individuals make up just 19.6% of the city’s population according to the US Census Bureau, but 48.3% of CPD’s field contacts and 56.0% of CPD’s arrests.

With these benchmarks in hand, we can now turn to constructing disparity scores for both all uses of physical force (Table 3) and lethal preparatory actions (Table 4). With respect to all uses of physical force, the disparity scores are most drastic using the US Census as a benchmark, are somewhat reduced when using the field contacts benchmark, and show only limited disparities when benchmarking using arrest data.

Table 3: Disparity Scores for Uses of Physical Force

	Census	Field Contacts	Arrests
White	0.52	0.80	0.92
Black	2.96	1.20	1.04
Hispanic	1.10	1.46	1.57
Other	0.00	0.00	0.00

The disparities are larger comparatively when looking at lethal preparatory actions (i.e., removal of a firearm or pointing a firearm). At the same time, they show the same trend of greater disparities when benchmarking against US Census data, somewhat reduced when benchmarking against field contacts, and even greater reductions when benchmarking against arrests.

Table 4: Disparity Scores for Lethal Prep Actions

	Census	Field Contacts	Arrests
White	0.43	0.66	0.76
Black	3.13	1.27	1.10
Hispanic	1.67	2.21	2.38
Other	0.17	0.47	1.41

As noted above, none of the three benchmarks used here is a perfect estimate of the population at-risk. Field contacts, which shows modest disparities in the use of force, represents arguably the most compelling benchmark as every individual with force used against them *should* be represented in the data as having contact with CPD. It is still an admittedly imperfect benchmark, and we hesitate to draw too many firm conclusions regarding disparities in the use of force at CPD. There are, however, two clear recommendations from this analysis for CPD.

***First, disparities are larger for drawing and pointing a firearm than for using physical force. CPD should investigate the possible reasons for this by examining differences in the calls that lead to drawing and pointing a firearm as compared to using physical force.***

Second, a better benchmark could be obtained in this analysis by providing greater detail in field contact cards. It is a reasonable assumption that victims and witnesses are unlikely to have interactions that lead to the use of force as compared to possible suspects. Similar to the suggestion made in the motor vehicle stops analysis, ***CPD should consider adding a field to their FCCs that indicate the role of a person in an interaction—e.g., possible suspect, witness, victim, etc.***

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## Complaints

Since the initial Racial Bias Audit (hereafter, “The Audit”) substantial changes to Charleston Police Department’s (hereafter, “CPD”) complaints policies (i.e., General Order 10) have been implemented. Most notably, CPD has implemented a clearer investigation structure and implemented a “Discipline Matrix” (see Appendix 3, General Order 10) to classify corrective actions following complaint findings.

From a data standpoint, the largest improvement has come in the form of more consistent documentation of “Class B” offenses for complaints. CNA noted in The Audit that they were unable to analyze Class B offenses due to documentation issues. Therefore, they were limited to analyzing data on Class A offenses—which averaged just 37.4 externally-generated allegations per year. Such a small sample size greatly limited their ability to draw substantive conclusions regarding racial disparities in complaints against CPD officers. As noted in the findings below, this limitation has been removed with more consistent documentation and for the period from 2019 to 2022 allegations—which include both Class A and Class B offenses—average 158.0 externally-generated allegations per year.

With these improvements in mind, we once again present two primary goals for this analysis:

- 3) Assess the extent of racial disparities in CPD’s complaint data.
- 4) Identify areas of improvement for data and reporting of complaints.

## Summary of Findings

As with the motor vehicle stops data analysis portion of this assessment, ***the biggest successes from CPD are its improvement in data quality and structure***. Specifically, the inclusion of Class B offenses (noted above) greatly improved the level of detail in CPD’s complaints data. This improvement is most pronounced when examining external allegations—that is, complaints filed by citizens rather than fellow officers. In the Audit analyses, for the period from 2014 to 2018, there was an average of 37.4 external allegations per year. In the data analyzed here, covering the period from 2019 to 2022, we estimate an average of 158 external allegations per year. ***This is a nearly five-fold increase in allegations that represents substantial improvements to CPD’s complaint intake and data structure.***

Replicating findings from the Audit, it is notable that ***internal complaints are much more likely to be sustained compared to external complaints***. A sustained disposition is a finding that the allegation in

the complaint had sufficient evidence to support the allegation and a policy violation was found. For internal complaints, this occurred 71.3% of the time, while for external allegations, this occurred just 17.7% of the time.

The above-listed improvements in CPD’s complaints data allowed for an assessment of racial disparities in CPD’s responses to external allegations for the first time. ***Our analyses suggested there was no evidence of racial disparities in dispositions of external allegations by race of the citizen filing the complaint, with nearly identical numbers of allegations being sustained, unfounded, exonerated, and unfounded.*** Slightly more allegations from black citizens were referred for investigation as compared to allegations from white citizens, but this difference was very small, involving just 4 allegations.

Finally, analyses were conducted examining potential disparities in dispositions of complaints based on officer race and gender. However, ***there is little evidence of disparities in the outcome of complaints by race or gender of the officer alleged to have committed the offense.***

## Data

The primary changes to CPD’s complaints data collection structure were made in 2019, immediately following the Audit. As a result, unlike with motor vehicle stops and uses of force, we are able to draw valid comparisons by using the entire post-Audit time-period from 2019 to 2022 for complaints. Mirroring the approach of the Audit, we split this data into internally-generated complaints—those filed by other CPD personnel—and externally-generated complaints—those filed by outside citizens—as these complaints are likely to be materially different.

Within these two datasets we can then examine complaints at three different levels of data—incidents, allegations, and personnel. An allegation is a complaint of a specific type of wrongdoing, while an incident is the encounter in which the allegation occurred. As a result, there may be multiple allegations within a single incident. Personnel represents the individual the allegation is made against. An officer may have multiple allegations across multiple incidents.

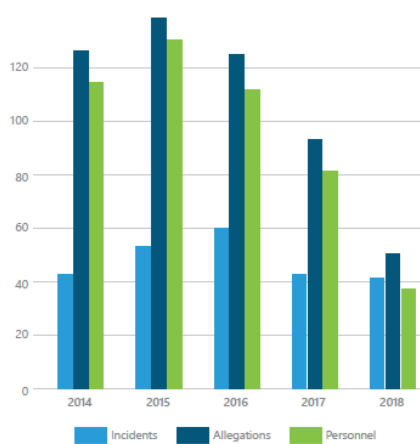
Finally, one last data finding is worthy of note. While CPD implemented a discipline matrix following the Audit to recommend corrective actions to be taken following a finding of a policy violation, the matrix itself is somewhat discretionary specifically defining violations with the phrase “Offenses **MIGHT** include **BUT ARE NOT LIMITED TO.**” While this is an acceptable method for specifying the matrix for practical purposes, the offense and not the matrix level are included in CPD’s complaints data. Similarly, the annual report from the Office of Internal Affairs mentions the disciplinary matrix but provides no data on how many offenses of each matrix level were sustained or disciplined. Since inclusion in a matrix level is discretionary, we suggest the following recommendation:

***CPD should include the Discipline Matrix Level (i.e., A, B, C, or D) in its complaints dataset.***

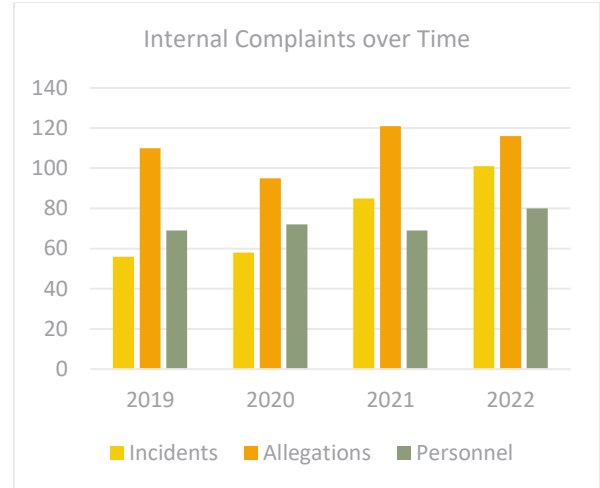
## Internal Complaints

The first analysis in this report replicates the findings of the Audit’s Appendix D (Complaints) for comparison. Specifically, we charted the number of complaint incidents, complaint allegations, and employees involved in internal complaints by year. We present them next to the findings of the Audit for comparison of growth by adding the Class B offenses to the dataset.

Figure D.2. Complaints over time



Source: Racial Bias Audit of the Charleston, SC, Police Department (Rodriguez et al., 2019)



In examining internal complaints, it appears that the inclusion of Class B offenses has returned the number of allegations to a level similar to those seen from 2014 to 2016 and substantially higher than 2017 and 2018. Beyond that, the number of allegations, incidents, and personnel involved in complaints have remained consistent across the four years of data analyzed.

Table 1 examines the 10 most common allegations against CPD employees in internal complaints. Six of these most common allegations were also identified in the Audit as one of the 10 most common allegations: Attention to Duty, Courtesy and Customer Service, Conduct Unbecoming, Improper or Inadequate Investigation, Improper Vehicle Operation, and Improper Evidence/Property Handling. That leaves four new common allegations: Misuse of City Computers/Accessories, Off Duty Employment Violations, Failure to Use Body Camera Equipment, and Improper Vehicle Maintenance. Additionally, it is worth noting that 23 of the 29 “Misuse of City Computers/Accessories” allegations stem from the same incident that occurred in 2020.

Table 1: 10 Most Common Allegations in Internal CPD Complaints

	Frequency	Percent
Attention to Duty	50	11.31
Courtesy and Customer Service	32	7.24
Misuse of City Computers/Accessories	29	6.56
Conduct Unbecoming	23	5.20
Off-duty Employment Violations	23	5.20
Improper or Inadequate Investigation	22	4.98
Failure to Use Body Camera Equipment	20	4.52
Improper Vehicle Operation	19	4.30
Improper Vehicle Maintenance	17	3.85

Improper Evidence/Property Handling	15	3.39
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The last replication of CNA’s internal complaints analysis examines the frequency of dispositions for internal allegations. There are five main complaint dispositions identified in the Annual Report of the Office of Internal Affairs and General Order 10 – Office of Internal Affairs:

- 1) Sustained—There is sufficient evidence to prove the allegation.
- 2) Not sustained—There is insufficient evidence to prove the allegation.
- 3) Exonerated—Incident occurred, but the employee’s actions were proper.
- 4) Unfounded—Allegation is proven to be false.
- 5) Policy Review—Employee’s actions were within policy, but the consequences of the policy need to be addressed with the employee.

In addition to these five standard dispositions, 3 additional dispositions were found in the current data—mediation, referred for investigation, and officer resigned during the investigation. Referred for investigation dispositions are applied when a complaint is deemed serious enough to warrant an investigation by internal affairs rather than through a supervisory investigation. These allegations then generate a new case number from internal affairs and eventually receive one of the five standard dispositions. CPD staff were asked about the resigned during investigation disposition. It applied to a single incident with five corresponding allegations. In this special circumstance, the officer resigned prior to the completion of the investigation.

Table 2: Frequency of Dispositions for Internal Complaints

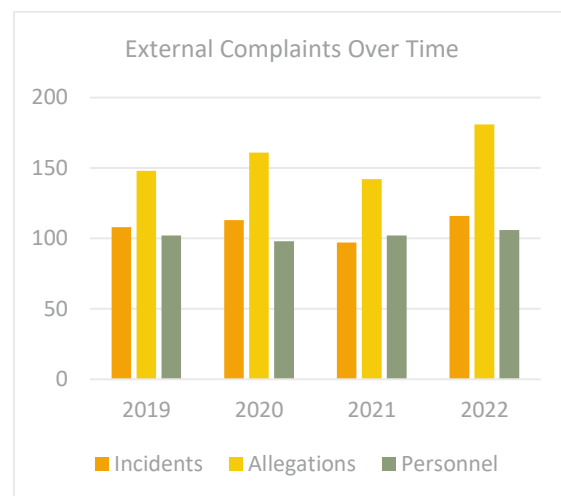
	Audit Freq.	Audit %	Current Freq.	Current %	% Points Diff
Sustained	303	75.56	315	71.27	-4.29
Exonerated	26	6.48	31	7.01	+0.53
Excused	25	6.23	0	0.00	-6.23
Not Sustained	20	4.99	21	4.75	-0.24
Unfounded	20	4.99	44	9.95	+4.96
Mediation	5	1.25	3	0.68	-0.57
Policy Review	2	0.50	2	0.45	-0.05
Referred for Investigation	0	0.00	20	4.52	+4.52
Resigned during Investigation	0	0.00	5	1.13	+1.13
Total	401	100.00	441	100.00	

Notably, findings of “sustained” are by far the most common disposition for internal complaints—meaning there is sufficient evidence to prove the officer engaged in a policy violation. Additionally, beyond the changes caused by the removal of the excused disposition and the addition of the referred for investigation disposition, there is a notable increase in unfounded allegations since 2018 (roughly 5 percentage points).

## External Complaints

Our second set of analyses examines external complaints. As with the previous section, we start by replicating the analyses presented in the Audit with respect to external complaints. The charts below depict the Audit’s analyses of complaint incidents, complaint allegations, and employees involved in internal complaints by year from 2014 to 2018 next to our analysis of the same from 2019 to 2022.

Figure D.2. Complaints over time



Source: Racial Bias Audit of the Charleston, SC, Police Department (Rodriguez et al., 2019)

The first finding worth drawing attention to is the change in the y-axis from the CNA analysis to the present analysis. The Audit analysis peaked at just above 120 external allegations per year while they exceeded 150 allegations per year in the two of the four years included in the present analyses. This confirms the noticeable increase in allegations through the inclusion of Class B offenses. There is once again a large increase in allegations following 2018. During the Audit, CNA noted a trend of decreasing allegations from 2015 to 2018 (seen in the replicated figure above). From 2019 to 2022 allegations are much more stable without a clear trending direction and are nearly three times as high as in 2018.

Table 3 examines the 10 most common allegations by citizens from 2019 to 2022. Comparing Table 3 to Table 1, many of the same allegations that were common internally are common externally. Notable differences, however, include Improper Stop/Detention/Arrest, Failure to Take Report/Improper Documentation, Inadequate Work/Job Task Performance, and Excessive or Unreasonable Force

Table 3: 10 Most Common Allegations in External CPD Complaints

	Frequency	Percent
Courtesy and Customer Service	199	31.49
Attention to Duty	63	9.97
Improper Vehicle Operation	56	8.86
Improper or Inadequate Investigation	55	8.7
Improper Stop/Detention/Arrest	53	8.39
Failure to Take Report/Improper Documentation	20	3.16
Improper Evidence/Property Handling	18	2.85
Failure to Use Body Camera Equipment	15	2.37
Inadequate Work/Job Task Performance	15	2.37
Excessive or Unreasonable Force	14	2.22

Compared to the Audit many of these top allegations unique to external complaints are consistent—for example, Improper Stop/Detention/Arrest and Excessive or Unreasonable Force were also common in the Audit. At the same time, there were some notable differences. Bias-based profiling, for example, was a common allegation in the Audit, representing just under 10% of allegations, however, it was not even in the top 10 here with just 1.27% of complaints. It is difficult to draw meaningful conclusions from this finding, however, as complaints are a product of both officer behavior and citizen perceptions. Bias-based profiling allegations may have decreased because CPD officers' behaviors changed after the Audit or because citizens may have been less likely to believe their complaints would be taken seriously.

Table 4: Frequency of Dispositions for External Complaints

	Audit Freq.	Audit %	Current Freq.	Current %	% Points Diff
Sustained	59	31.89	113	17.88	-14.01
Unfounded	61	32.97	286	45.25	+12.28
Exonerated	37	20.00	144	22.78	+2.78
Not Sustained	20	10.81	74	11.71	+0.90
Mediation	5	2.70	0	0.00	-2.70
Policy Review	2	1.08	0	0.00	-1.08
Resolved While Under Investigation	1	0.54	0	0.00	-0.54
Referred for Investigation	0	0.00	14	2.22	+2.22
Resigned during Investigation	0	0.00	1	0.16	+0.16
Total	185	100.00	632	100.00	

The last analysis replicated from the Audit examines the dispositions of external complaints against CPD officers (see Table 4). Before interpreting the percentages as was done with internal complaints, it should once again be noted that the inclusion of Class B allegations in CPD's data drastically changed the frequency of documented external allegations. While internal allegations only experienced minor changes in frequency from the Audit to the present analyses, external allegations increased dramatically. Only 185 external allegations were documented for the entire 2014 to 2018, while 632 allegations were documented from 2019 to 2022.

***By including minor, Class B offenses and improving the external complaint process, CPD has greatly increased the documented number of external complaints.***

As with the internal analyses, some changes have been made to dispositions not included in the standard five dispositions identified in policy. Specifically, no mediation, policy review, or resolved while under investigation dispositions were reached in the present data but were seen in the Audit data. On the other hand, referred for investigation and resigned during investigation were present in the current data but not in the Audit data. As noted above, referred for investigation represents cases that were originally supervisory investigations, but elevated in seriousness to the Office of Internal Affairs where the allegation was given a new case number. Resigned while under investigation again represented a special circumstance in which an employee resigned prior to an investigation being completed.

In examining the standard five dispositions identified in policy, there was a dramatic decrease in sustained allegations (-14.01 percentage points) and a dramatic increase in unfounded allegations (+12.28 percentage points). These shifts are likely due, again, to improvements in the complaint data seen post-Audit as the raw counts of sustained and unfounded allegations have also both increased. In other words, making external complaints easier to file has made them slightly more likely to result in an unfounded disposition, but has simultaneously increased the raw number of sustained allegations.

Additionally, there is a notable difference in the percentage of allegations that are sustained from the earlier internal analysis (71.27% sustained) compared to this external analysis (17.88% sustained).

***Allegations originating internally are much more likely to receive a disposition of sustained than allegations originating external to CPD.***

## Analyses of Complaint Disparities

The increase in the count of external complaints filed against CPD officers now allows for a new analysis of racial disparities in complaints to be conducted. It is difficult, if not impossible, to estimate disparities in the rates at which encounters between officers and citizens result in complaints. Complaints are rare events and can stem from nearly any interaction involving a police officer and a citizen, or even no encounter at all. Consider, for example, that CPD logged external citizen complaints for “Associating with the Criminal Element” and “Internet/Social Media Violations.” Certainly these complaints may have merit and be worthy of investigation by CPD, but benchmarking (see Motor Vehicle Stops Analysis for detailed discussion of benchmarking) them against field contacts or other measures of police interactions is illogical given they likely stemmed from someone who may not have had any official interaction with the CPD officer.<sup>8</sup>

Conversely, the data do provide an opportunity to examine disparities in the dispositions of cases by the race of the complainant. In other words, we can examine whether CPD is more or less likely to find that an officer violated policy depending on the race of the complainant.

Table 5: Allegation Dispositions by Race of Complainant (External Allegations Only)

	White	Black	Hispanic	Other	Freq.
Sustained	47	49	1	0	97
Exonerated	65	62	2	1	130
Not Sustained	26	23	0	0	49
Unfounded	128	128	1	4	261
Referred for Investigation	4	8	0	0	12
Resigned during Investigation	1	0	0	0	1
Total	271	270	4	5	550

*Note: Counts are slightly reduced from those presented in previous sections. Some complaints are filed anonymously which makes the race of the complainant impossible to document. These individuals are excluded from this table.*

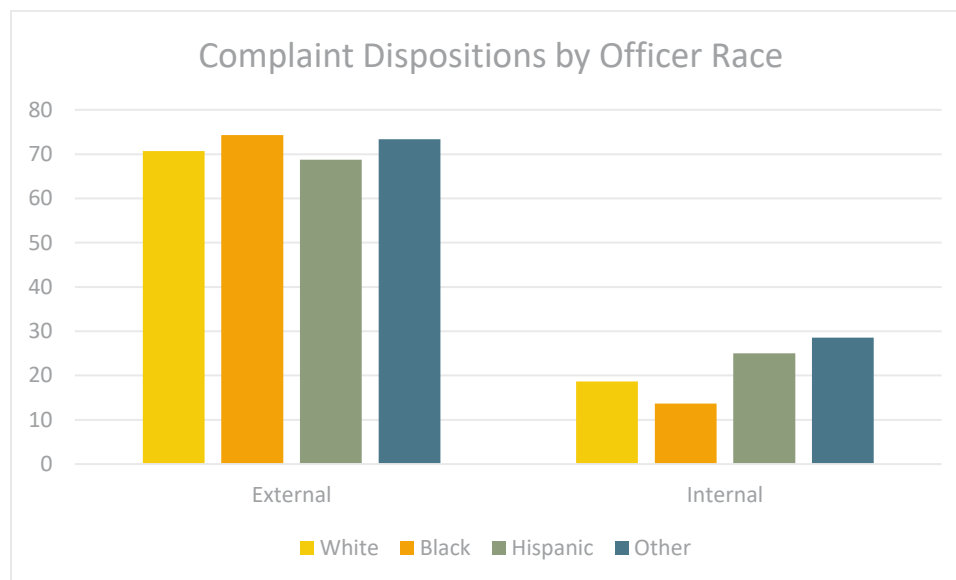
Roughly equivalent numbers of complaints were filed by white citizens as compared to black citizens, while only 4 Hispanic citizens and 5 citizens of other races filed a complaint. Furthermore, dispositions followed a nearly identical pattern across complaints filed by white and black citizens with the largest

<sup>8</sup> Rather the allegations may have stemmed from off-duty, personal knowledge in the first case and impersonal, online knowledge in the second case.

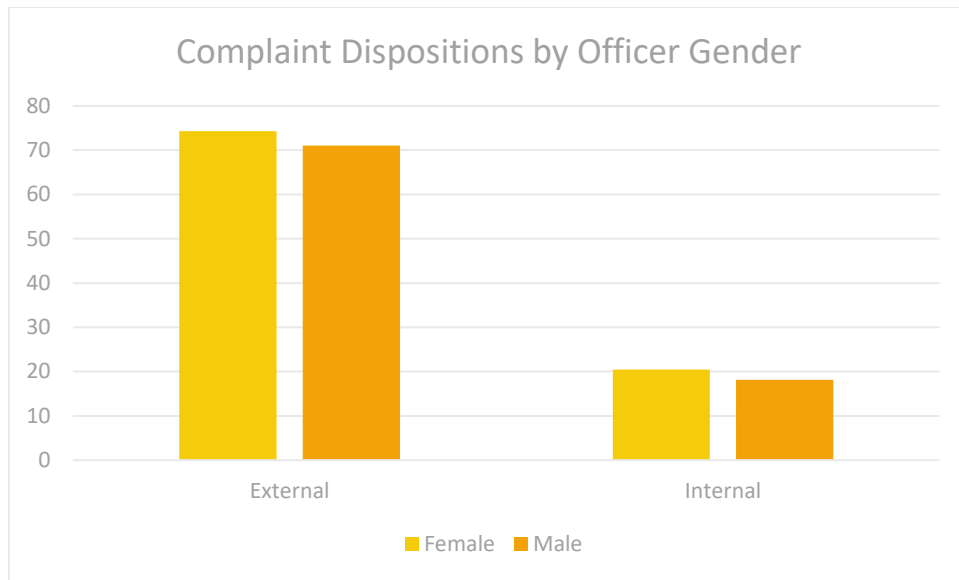
difference occurring in the “referred for investigation” disposition where 8 complaints filed by black citizens were referred and just 4 complaints filed by white citizens were referred. In sum, then:

***There is little evidence of disparities in the outcome of external complaints by race of the citizen filing the complaint.***

Finally, the last set of analyses examines disparities in the dispositions of complaints by race and gender of the officer alleged to have engaged in wrongdoing. Put simply, this assesses whether the internal procedures for assessing wrongdoing by officers show any disparities. With respect to race, there is little variation in the rate at which internal complaints are sustained between white and black officers with 70.7% of internal allegations against white officers being sustained and 74.3% of internal allegations against black officers being sustained. Similarly, there are few differences in dispositions for external allegations with 18.7% of external allegations against white officers being sustained and 13.7% of external allegations against black officers being sustained. Greater discrepancies are seen for Hispanic officers and officers of other races, but these are fragile estimates given the small number of Hispanic officers and officers of other races in the Charleston Police Department (see personnel analysis in the full text for greater detail).



With respect to gender, there is again little variation in the rate at which internal or external complaints are sustained. Internal allegations against male officers were sustained 71.0% of the time compared to 74.3% of internal allegations against female officers. External allegations against male officers were sustained 18.2% of the time compared to 20.5% of external allegations against male officers.



In conclusion:

***There is little evidence of disparities in the outcome of complaints by race or gender of the officer alleged to have committed the offense.***

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Charleston Police Department General Order 10 – Office of Internal Affairs. Retrieved from: <https://public.powerdms.com/CPD5/tree/documents/585446>.

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## Appendix 3: Community Engagement Activities

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The Community Engagement dimension of the External Review and Assessment consisted of a multi-method approach comprised of forums and semi-structured interviews. This research design allowed for the complementary strengths of these methods to contribute to the assessment team’s awareness of community opinions and interactions with the Charleston Police Department. The intended large number of participants (large n) in forums provided a sizeable sample, while the duration and personal nature of interviews provided perspectives with a high level of nuance and detail.

Kickoff meetings were held with the Citizen Police Advisory Council and community leaders to build awareness of the project, answer questions, and receive input on implementation. A full list of community engagement activities is included in Table 1. This report contains summaries of all forums and a list of interviewees.

*Table 15: List of Community Engagement Activities*

Event	Date & Location	Output
Citizens’ Police Advisory Council Kick-off	4/18/23 Zoom	Created awareness of ERA process and team.
Community Leaders Kick-off	4/25/23 Gaillard Center Public Meeting Room	Held as a result of suggestions from community members. Received input, answered questions, raised awareness, helped build credibility of ERA team. About 20 in attendance.
Meeting with Charleston Area Justice Ministry (CAJM)	5/5/23 Gage Hall	Helped build credibility and awareness of ERA team. Listened to history of CAJM involvement and concerns. About 10 in attendance.
Community Forum #1: West Ashley	5/20/23 Bees Landing Recreation Center	About 25 participants (19 completed response sheets), data collection performed. Refreshments were provided. See report section below for results.
Community Forum #2: Downtown	5/25 Main Library	Forty-two participants, with 30 completed response sheets. Highly engaged and responsive participants.
Business Leader Forum	6/20 Gaillard Center Public Meeting Room	Ten attended. Built credibility and awareness of project. Subject matter of discussion wide-ranging, with additional matters discussed to those relevant to racial bias audit. Highly engaged and responsive participants.

Spanish Speaker Forum West Ashley	7/13/23 St Andrews Presbyterian Church	Seventeen participants (13 completed response sheets) of a range of occupations, levels of English proficiency, and countries of origin.
In-Depth Interviews with Community Leaders	Completed between 5/15/23 and 6/30/23	Ten conducted. Engaged, responsive participants.  Most interviews 50-60 minutes via Zoom.

## *English-Speaker Forums*

### **Background**

Two forums were held as part of the Community Engagement dimension of the External Review and Assessment of the CPD's Implementation of the Racial Bias Audit. In addition, based on suggestions from community members a "Kick-Off" meeting was held with key leaders of community groups.

"Kick-Off" Meeting: Tuesday, May 2, 6-7:30 pm

Gaillard Center Public Meeting Room

Forum #1, West Ashley: Saturday, May 20, 10 am to Noon

Bees Ferry Recreational Center

Forum #2, Downtown: Thursday, May 25, 5:30-7:30 pm

Main Library

The Kick-Off meeting was attended by roughly 20 key community leaders. The result was a series of suggestions on how to organize, market, and operate the Community Forums. These leaders subsequently helped to recruit participants to attend the forums. The May 20 Forum attracted about 25 participants with roughly six African-Americans (equally split male/female distribution). The May 25 Forum was attended by 42 participants with ten African-Americans and 30 women and 12 men. A few participants attended both sessions. Their written response forms were submitted only once.

### **Method**

Two forums were held to provide multiple opportunities for participation. They were located in different areas of the city to encourage participation from a geographically diverse sample. One occurred on a week evening and the other on a weekend to accommodate different work schedules.

Participants were recruited using multiple methods including networking using a flyer distributed electronically. A core group of community leaders from Charleston Area Justice Ministry, National Association for the Advancement of Colored People (NAACP), neighborhood associations, ministerial alliances, sorority and

fraternal organizations, and other leaders were asked to help promote attendance at the forums. A series of radio spots were also purchased, as was an interview with Channel 5.

It is worth noting the limitations of this sample. It was a non-probability sample and is not representative of the city population as a whole. Rather, this report summarizes the perceptions and deeply-held beliefs of a small, important, but nonrepresentative group. There may be extant opinions with the Charleston citizenry that were not captured, and the strength and directionality of opinions of this sample may differ from the population.

Refreshments were served. Participants were shown a photo of a Charleston Police Department vehicle (see page 10) to clarify which Department in the region was the subject of the forum. Each session followed the same moderator’s guide which had the following sections. (See page 10 for the moderator’s guide and response sheet).

- Warm-up, ground rules, and introductions
- Brief overview of the audit and External Review and Assessment
- Perception of CPD as moving in the right direction or off-track
- Ever experience racial bias by CPD
  - Answered on response sheet, followed by discussion at each small group
  - Report out from each table
- Word Associations
  - List of 22 positive and 22 negative words included on response sheet
  - Ability to write-in up to four words of their own choosing
  - Answer on response sheets, followed by discussion at each small group
  - Report out from each table
- Suggestions for improvement (discussed at each table)
- Biggest crime or safety issue (written on index cards and collected at the end)
- Thanks and close

Following the sessions, the response sheets were hand tabulated.

## Observations

- Participants were engaged and responsive at both sessions, but there was especially productive dialogue at the Main Library session.
  - Generally, participants were appreciative of the opportunity to speak and discuss sensitive issues about the police in a setting where the police and public officials were not present.
  - There were mentions of previous community meetings where a uniformed and armed officer sat in at each table. They were grateful this approach was not repeated.
- There is wide variation in the perception of CPD moving in the right direction or being “off-track.” On average the ratings were in the middle (5.4 on a 0 – 10-point scale), but there were some who believed CPD is off track by a wide margin and others who believed CPD has made substantial improvements, especially for its efforts in community policing. A few reported being very satisfied with CPD’s performance.
- There was a great deal of mistrust from these community participants in regard to CPD overall and especially with the reporting of results from the implementation of the Racial Bias Audit.
  - There was a perception that the Citizen’s Police Advisory Council (CPAC) is controlled by CPD and not independent, so information flowing through CPAC about the Audit has not been seen as credible.

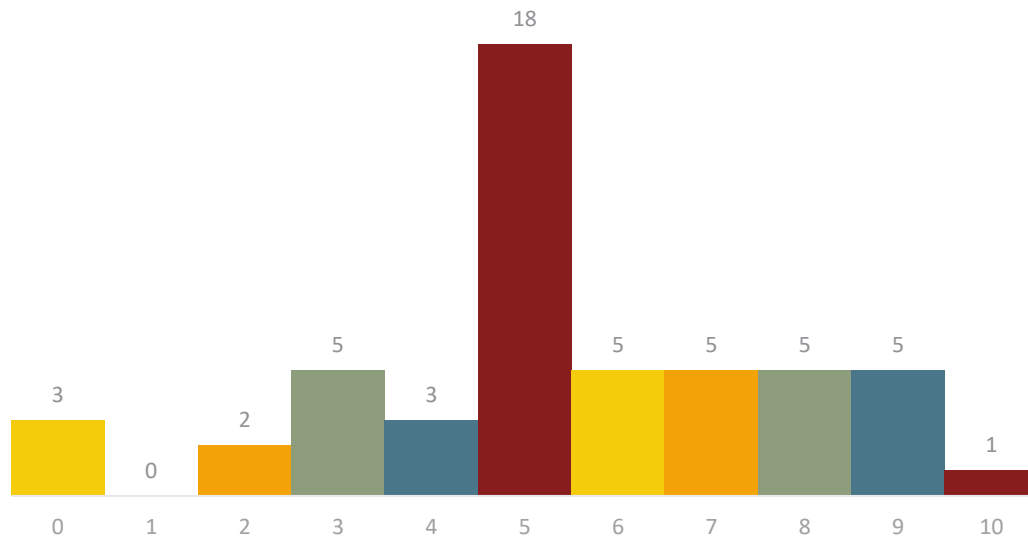
- Across the two sessions, there was not a single mention of the audit dashboard, CPD’s key vehicle for reporting progress.
- There was a perception that CPD is “slow-walking” the assessment process and has failed to keep the community informed of implementation since 2019.
- There was also a perception that CPD has not and will not provide data in regard to racial disparities on motor vehicle stops, use of force and complaints.
- There was some acknowledgement of the impact of COVID, weather events, and especially the illness of Chief Reynolds.
- The notion that the CPD Racial Bias Audit was implemented voluntarily by CPD was literally laughable to these participants. Some noted CAJM’s efforts to lobby for the audit going back to at least 2015.
- There were concerns expressed by some in regard to how so many newer CPD officers are from out of state and “do not understand southern ways and culture.”
- A recurring theme is that CPD officers are undertrained, especially when it comes to interacting with mentally ill and/or homeless citizens.
- Especially at the West Ashley forum, there was concern about the uncertainty of leadership at CPD, in light of the recent announcement that the Chief was entering hospice just a few days earlier. Some reported concerns about the three deputy chiefs, seeing no individual in charge and feeling this has led to a lack of accountability.
- At the Main Library Forum, the tone was different as the Chief had passed away on May 22. Comments reflected uncertainty again and desire one acting chief to be selected very soon.

*Table 16: Off-Track or Right Direction, Where 0 = “Off Track” and 10 = Right Direction*

	West Ashley	Main Library	Total
Off-Track/Right Direction (average)	5.2	5.5	5.4
Number of responses	19	31	52
Report of Experience of Perceived Racial Bias from CPD	7	11	18

Figure 16: Distribution of Ratings of CPD

Distribution of Ratings of CPD  
Where 0 = “Off-track” and 10 = “Right Direction”  
N = 52



- The histogram above shows the distribution of numeric ratings on the Right Direction/ Off-Track question with a range from 0-10. A significant plurality of responses were in the middle of the scale, though the extremes should be noted, with three citing “0” and one citing “10”.
- The highest score on this item was given by a participant who indicated that she had attended the CPD citizens’ academy and was impressed by the quality of the training, as well as the openness and responsiveness of the training officers.
- Among the lowest scores given, one was by an individual protester who was arrested during the May of 2020 civil disturbance. Other low scores were submitted by those who have been stopped while driving or walking for no reason apparent to them, and ultimately released without a ticket or other allegation of wrongdoing.
- Roughly a third of participants report they have had a personal experience of racial bias with CPD.

## Word Associations

- Participants selected negative words 154 times and positive words 82 times. “Helpful” and “capable” were the most frequently selected positive words. “Undertrained” and “biased” were the most frequently selected negative words.
- The undertrained reference was specific to working with mentally ill individuals and in a few cases, unhoused individuals.
- Unaided words offered include, underpaid, thin-skinned, authoritarian, and misogynistic.

Table 17: Word Associations

	West Ashley	Main Library	Total
Top-Five (based on total) Positive Words Associated with CPD			
Helpful	4	9	13
Capable	9	4	13
Responsible	3	7	10
Safety-Minded	5	4	9
Community-Oriented	6	3	9
Top-Five (based on total) Negative Words Associated with CPD			
Undertrained	10	9	19
Biased	6	10	16
Arrogant	4	10	14
Suspicious	9	4	13
Rigid	7	6	13

### Biggest Crime Issue

1. Checking for unlocked vehicle doors and then stealing contents (16 mentions)
2. Speeding (13 mentions)
3. Guns and shootings (7 mentions, most from group at Main Library)

### Suggestions for improvement

- The most frequently mentioned suggestions for improvement:
  - More training/understanding of mental illness by CPD
  - Training and practice in de-escalation of conflict
  - Screen out problem officers whether new or hired from other locations

## Moderator's Guide

### Community Forums for Charleston Police Department External Review and Assessment Team

- |             |   |                                 |                       |
|-------------|---|---------------------------------|-----------------------|
| <b>I.</b>   | <b>Welcome and Introductions</b>  | <b>Thuane</b>                   | <b>10 Minutes</b>     |
|             | <ul style="list-style-type: none"> <li>a. Prayer</li> <li>b. Purpose</li> <li>c. Ground rules                             <ul style="list-style-type: none"> <li>▪ <b>Everyone talks and no one dominates</b></li> <li>▪ <b>No right or wrong answers</b></li> <li>▪ <b>Give honest, straightforward, concisely stated opinions</b></li> <li>▪ <b>Everything you say and hear should stay in this room</b></li> <li>▪ <b>Please no audio or video recording!!</b></li> <li>▪ <b>Show CPD Vehicle Photo</b></li> </ul> </li> <li>d. Plan for the session</li> <li>e. Form groups of 6-10                             <ul style="list-style-type: none"> <li>i. Choose a moderator</li> <li>ii. Choose a note taker/reporter</li> </ul> </li> </ul> |                                 |                       |
| <b>II.</b>  | <b>Overview Audit and work of External Review and Assessment (ERA) team</b>   |                                 | <b>Bob 10 Min.</b>    |
| <b>III.</b> | <b>First Segment: <u>Right Direction/Off-Track</u></b>  | <b>Thuane and Table Leaders</b> | <b>20 Min.</b>        |
|             | <ul style="list-style-type: none"> <li>a. Based on everything you know is the Charleston Police Department (CPD) moving in the <b>right direction or is CPD off-Track?</b> Mark the scale.                             <ul style="list-style-type: none"> <li>i. Explain why you chose this number? Summarize on the sheet of paper.</li> </ul> </li> <li>b. Have you personally ever experienced racial bias from the CPD? Circle your answer.                             <ul style="list-style-type: none"> <li>i. If “yes” explain what happened.</li> </ul> </li> </ul>  |                                 |                       |
| <b>IV.</b>  | <b>Second Segment: <u>Word Associations.</u> Bob and Table Leaders</b>  |                                 | <b>10 Min.</b>        |
|             | <ul style="list-style-type: none"> <li>a. Look at the list of words on the sheet. About half are positive and half are not. You may also add up to four words of your choosing. Now each person <b>circle</b> the five words that best describe his/her experiences with CPD.</li> </ul>  |                                 |                       |
| <b>V.</b>   | <b>Third Segment: <u>Ideas for Improvement.</u> Thuane and Table Leaders</b>  |                                 | <b>20 Min.</b>        |
|             | <ul style="list-style-type: none"> <li>a. What are your suggestions for improvement in safety in your neighborhood?</li> <li>b. <u>Summarize by writing key points on brown paper</u></li> </ul>  |                                 |                       |
| <b>VI.</b>  | <b>Quick hitter</b>   | <b>Bob</b>                      | <b>5 Min. a. Most</b> |
|             | concerning crime or safety issue for you. <u>Write on index card</u>  |                                 |                       |
| <b>VII.</b> | <b>Group Report Out Thuane and Table Leaders</b>  |                                 | <b>20 Min.</b>        |
|             | Each table leader or reporter provides a summary of the group's discussion.   |                                 |                       |

**ADJOURN. Collect All Materials.**

Invite participants to sign up for CPD/CPAC survey.

*Photo 1: Charleston Police Department Vehicle*



## Response Sheet

Do you think the Charleston Police Department is moving in the right direction or is it off-track where 0 = off-track and 10 = right direction? You may choose any single value from 0 to 10.

Off-Track										Right Direction
0	1	2	3	4	5	6	7	8	9	10

Why did you give the Charleston Police Department this value?

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Have you personally ever experienced racial bias from the Charleston Police Department? (Circle one below)

Yes                      No.      If yes, what were the circumstances?

---



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**Circle up to five words that best describe your view of the Charleston Police Department.**

**Add up to four of your own words that best describe your view of the Charleston Police Department  
in last row below.**

<b>Credible</b>	<b>Honorable</b>	<b>Scary</b>	<b>Dishonest</b>
<b>Well-Trained</b>	<b>Excellent</b>	<b>Under-Trained</b>	<b>Uninspired</b>
<b>Consistent</b>	<b>Responsible</b>	<b>Random</b>	<b>Unreasonable</b>
<b>Creative</b>	<b>Respectful</b>	<b>Disrespectful</b>	<b>Disorganized</b>
<b>Friendly</b>	<b>Team Players</b>	<b>Unfriendly</b>	<b>Unfair</b>
<b>Unbiased</b>	<b>Community- oriented</b>	<b>Biased</b>	<b>Aggressive</b>
<b>Safety Minded</b>	<b>Fact Based</b>	<b>Risk Takers</b>	<b>Rigid</b>
<b>Supportive</b>	<b>Integrity</b>	<b>Suspicious</b>	<b>Strict</b>
<b>Helpful</b>	<b>Capable</b>	<b>Close Minded</b>	<b>Quick to judge</b>
<b>Loyal</b>	<b>Understands how I feel</b>	<b>Distrustful</b>	<b>Negative</b>
<b>Problem-Solvers</b>	<b>Athletic</b>	<b>Hostile</b>	<b>Arrogant</b>

Photo 2: Recruitment Flyer

## Feedback Needed!

Share your experiences, thoughts, and satisfaction with the  
Charleston Police Department



### When/Where

Saturday, May 20, 10 AM - 12 PM

Bees Landing Recreation Center, 1580 Ashley Gardens Blvd, 29414

Thursday, May 25, 5:30 PM - 7:30 PM

Main Library Auditorium, 68 Calhoun Street 29401

\*Hosted by the Racial Bias Audit External Review & Assessment Team. This will be a safe, supportive environment. Refreshments will be provided. Space is limited and available on a first-come, first-serve basis. If unable to attend, share your thoughts at [cpdracialbiasfeedback@gmail.com](mailto:cpdracialbiasfeedback@gmail.com) or 843-619-7342.

Moderators: Bob Kahle, Thuane B. Fielding

## *Spanish-Speaker Forum*

### **Background**

A community forum conducted almost entirely in Spanish was held on July 13, 2023, from 7-9 pm at St. Andrews Presbyterian Church in West Ashley. The forum was attended by members of the Spanish-speaking community who either reside in the City of Charleston or who have otherwise had interactions with the Charleston Police Department.

### **Method**

The assessment team originally planned to conduct a second forum at another Spanish-speaker population center in the city on Johns Island. However, attempts to reserve space at seven venues on Johns Island were unsuccessful due to various factors including reservation cost, venue operating hours, or a perceived controversial nature of the subject matter.

Recruitment was done using multiple methods, including personal invitations, phone calls, church announcements, email, social media posts, and physical placement of invitation flyers in an array of high-traffic locations such as laundromats, restaurants, and supermarkets. (See flyer attached.)

It is worth noting the limitations of the sample of attendees. Though extensive, purposive effort was made to recruit a diverse participant pool of varying geographies, occupations, and levels of income, this was a non-probability sample and is not representative of the Spanish-speaking population in the Charleston area as a whole. Rather, this report summarizes the perceptions and deeply-held beliefs of a small, important, but nonrepresentative group. There may be extant opinions within the Spanish-speaking population that were not captured, and the strength and directionality of opinions of this sample may differ from the population. For example, during the recruitment process the forum facilitator encountered individuals who reported having had negative interactions with CPD who did not attend the forum.

It is also important to note that the responses and quotations below represent the opinions of forum attendees. The assessment team is conveying the opinions of participants in this section of the report, not offering a judgement on whether they are consistent with findings from the fidelity assessment or statistical analysis dimensions of this project.

In total, there were 17 participants (15 completed the first question, and 13 completed entire response sheet) from different countries, with diverse educational backgrounds, occupations, and ages. Some of the participants were US-born citizens, others have legal status, and others have no legal status. Some were fully bilingual, while others did not speak English at a proficient level. All of them are residents of Charleston County. The discussion centered around their experiences dealing with the Charleston Police Department.

Refreshments were served, as in the English-speaker forums. The same moderator's guide was used as for the English-speaker community forums, along with a professionally translated version of the response sheet (see page 21 for the response sheet). A few words that would not have translated well were replaced for the word association exercise. As with the English-speaker forums, the moderator's guide contained the following sections:

- Warm-up, ground rules, and introductions
- Brief overview of the Audit and External Review and Assessment
- Perception of CPD as moving in the right direction or off-track
- Ever experience racial bias by CPD
  - Answered on response sheet, followed by discussion at each small group
  - Report out from each table
- Word Associations
  - List of 22 positive and 22 negative words included on response sheet
  - Ability to write-in up to four words of their own choosing
  - Answer on response sheets, followed by discussion at each small group
  - Report out from each table
- Suggestions for improvement
- Biggest crime or safety issue (written on index cards and collected at the end)
- Thanks and close

The meeting began in Spanish, with Maricela Villalobos introducing the purpose of the meeting and an assurance to all attendees that no personal information would be asked -unless the participant wished to disclose it voluntarily. It was made clear that and that no video, photograph, or recording of any kind would be allowed to protect everyone's privacy. Following that, Bob Kahle and Charlton Brownell introduced themselves and gave an overview of the External Review and Assessment (ERA) project (Maricela Villalobos interpreted).

## Observations

Ratings for whether CPD is off-track or headed in the right direction ranged from 4 – 10 on the 0 (strongly off-track) – 10 (strongly right direction) scale. The average rating was 7.7, higher than both the English community forums and English business leader forum. The participant who gave a score of 4, the only score lower than 5, did not give a rationale. Reasons cited for giving a rating higher than 5, indicating that CPD is headed in the right direction, included (these have been translated with an eye toward preserving the diction, voice, and cadence of the participant):

Table 18: Off-Track and Right Direction, Where 0 = Off Track and 10 = Right Direction

	West Ashley	Main Library	Total English-Speakers	Spanish-Speakers
Off-Track/Right Direction (average)	5.2	5.5	5.4	7.7
Number of responses	19	31	50	15
Report of Experience of Perceived Racial Bias from CPD	7	11	18	2

- 7      *"I give them a 7 because I was driving at 42 in a zone where the limit was 35, the cop pulled me over and told me that I was driving at 44 even though it was not true; however, he was very kind and advised me not to exceed [the speed limit] because it was a residential area."*
- 8      *"A rating of 8 because I have seen them improve over the years. I learned to drive 7 years ago and they [used to] treat me very badly because I made many mistakes. I had an accident and since then, I have tried to drive better, but they have been improving their manners over the years."*
- 7      *"I give them a rate of 7 because there are not too many cops that speak Spanish or Portuguese. I believe that there are more officers prepared for a war than [to look after] the needs of a community; I am one of those people that think it would be better [to have] less weapons, and that they should be more open to interact with the community. They are always inside their cars with their weapons. I'd like to see less lethal weapons and more policemen on foot around the neighborhood. "*
- 9      *"I don't give the police a rate of 10 because I don't know the laws to have a better perception [of them] as a citizen. We don't accept our mistakes, we don't want to become aware that just as there are rights, there are obligations as well. The police are the authority and we have not learned to respect them. I come from a country where the music volume is loud, I have been given warnings twice for that issue. I have corrected it. I would like to add that I'd wish the police wouldn't show an image like Terminator, but rather more kind to citizens."*

- 8 *“At first, I gave them a 10 but then changed to an 8 because I believe more officers need to speak Spanish; new recruits should be more prepared in this language. Before, they used to stop the Latinos very often, and because they couldn’t understand each other, the Latinos would be taken to jail without an explanation and deported. Lately I’ve seen that at least communication between the police and the community has improved a lot.”*
- 10 *“I’ve had two car crashes and several emergency calls due to crime in my neighborhood. In all those occasions, the police treated me in an excellent way. They tried to communicate with me, even using an app, and made an effort to understand what is going on. They have given me two warnings but always with very good manners. The police always carry the translator. Hispanics are almost always at fault because we don’t carry our documents.”*

Two (2) of the 13 respondents indicated that they have personally experienced racial bias. One stated:

*“Seven years ago, I had an accident, I didn’t have “papers” [documents]. I was in the car with my cousin, she was behind the wheel. She had papers; however, the policeman chastised me very much. He said that I had to be like my cousin, that I should have papers. He made me feel very bad.”*

For the word association exercise, participants were asked to circle the five words that best described their experiences with CPD. Participants circled 26 positive and 21 negative words. The most frequently-circled words were:

Table 19: Spanish-Speaker Forum Word Association Most Frequently-Circled Words

Positive Words	Negative Words	Write-Ins
Respectful (7)	Strict (4)	Intimidating
Well-trained (4)	Scary (4)	Proud (negative)
Think of safety (4)	Racist (3)	Kind
		Very hard working
		Unfair
		Should be bilingual
		Effective
		Cold
		Very serious
		Wear their uniform well

After completion of this exercise, participants were asked to share their opinion as to why they chose to circle certain words. Their answers varied:

*“I have been pulled over several times and because of the fact that I’m Hispanic they don’t ask me anything or say absolutely nothing, they just give me the ticket and that’s it. That is why none of the words that I circled contain a positive description. I have not had kind or understanding cops.”*

*“I did circle very good descriptions because I have received a lot of support from the police. I remember one time when I left my keys inside the car at 3:00 am, and they immediately came to help me with this issue. I don’t perceive aggressiveness from them.”*

*“I didn’t give them a good description because... what is going on with the police at the schools when students get into a fight? Why don’t they intervene? They don’t do anything! I have been there and seen it and that is what happens: they don’t help.”*

*“Once, I visited the academy where they train, and they showed us how interaction was supposed to be like. They let us do a role play, and that is when I realized how trained they are to keep their emotions in balance in a crisis situation. I really respected them after that visit. “*

For the penultimate segment, participants cited the following as the most important crime or safety issue in their area:

- Deportations
- Stolen Vehicles
- Armed robbery / Assault with a weapon/Police must be more involved in our lives so that we can be more at peace.
- I’m concerned when I go to the store at night because I don’t have a car and must walk. I’m afraid that I will be robbed.
- People leave cars unlocked.
- We need more working streetlights at night in the peninsula.
- That in a crime situation [police] immediately respond with shootings.
- Few cops patrolling neighborhoods, especially at night.
- I’m concerned about [easy] access to weapons, the insecurity due to active shooters is constant.
- My concern is that people don’t walk with a light. People on a bicycle don’t have lights and can be involved in an accident.
- Citizens carrying weapons. Regulations concerning carrying weapons should be modified. Carrying weapons should be prohibited.
- More surveillance. My daughter has told me that they are now stealing cars.
- Concerned about my neighborhood: car windows are being broken. It has already happened in our block. In other words, vandalism.
- More patrolling in every subdivision and having contact with Ring, the security cameras that are trending.

Suggestions for improvement in safety in their neighborhoods included:

- Police and community working together.
- More communication with the Spanish speaking population to break the cycle of fear, especially among those who are afraid of the police.
- Cameras on each corner in my neighborhood.
- More community meetings with the police to improve communication.

## Discussion

There was a high level of passion in the comments made by attendees. There was a clear desire for neighborhoods to be safe, and to be able to communicate with the police in Spanish.

There was acknowledgement by most participants that racial bias does exist within CPD, but that it is not as bad as in previous years. Going forward, there seemed to be agreement that there are still safety improvements needed in the city of Charleston, as well as in areas adjacent to it. Participants would like to see more communication in Spanish from the police, and more police presence in their neighborhoods.

## Response Sheet

¿Considera usted que el Departamento de policía de Charleston va en la **dirección correcta** o que **ha perdido el rumbo**? En la siguiente escala, 0 significa “perdió el rumbo” y el 10 significa “va por buen camino”. Escoja el valor que más se acerca a su percepción de la policía.

Perdió el rumbo										Va por buen camino
0	1	2	3	4	5	6	7	8	9	10

¿Por qué escogió esta calificación para el Departamento de policía de Charleston?

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¿Alguna vez usted ha sido objeto de prejuicio racial por parte del Departamento de policía de Charleston?  
Encierre en un círculo su respuesta.

SI	No.	Si la respuesta es SI, ¿cuáles fueron las circunstancias?
----	-----	---

Encierre en un círculo las 5 (cinco) palabras que mejor describen su percepción del Departamento de policía de Charleston.

En los espacios en blanco al final de la tabla, escriba un máximo de cuatro (4) palabras que mejor describen su percepción de la policía de Charleston.

<b>Confiables</b>	<b>Honorables</b>	<b>Provocan miedo</b>	<b>Deshonestos</b>
<b>Bien entrenados</b>	<b>Excelentes</b>	<b>Mal entrenados</b>	<b>Sin inspiración</b>
<b>Justos al aplicar la ley</b>	<b>Responsables</b>	<b>Racistas</b>	<b>Poco razonables</b>
<b>Muy trabajadores</b>	<b>Respetuosos</b>	<b>Irrespetuosos</b>	<b>Desorganizados</b>
<b>Amigables</b>	<b>Trabajan en equipo</b>	<b>Poco amigables</b>	<b>Injustos</b>
<b>Sin prejuicios</b>	<b>Interesados en la comunidad</b>	<b>Tienen prejuicios</b>	<b>Agresivos</b>
<b>Piensen en la seguridad</b>	<b>Deciden con base en los hechos</b>	<b>Toman riesgos</b>	<b>Rígidos</b>
<b>Dan apoyo</b>	<b>Tienen integridad</b>	<b>Sospechan de mí</b>	<b>Estrictos</b>
<b>Ayudan</b>	<b>Capaces</b>	<b>De mente cerrada</b>	<b>Juzgan apresuradamente</b>
<b>Leales</b>	<b>Entienden cómo me siento</b>	<b>Desconfiados</b>	<b>Negativos</b>
<b>Solucionan problemas</b>	<b>Atléticos</b>	<b>Hostiles</b>	<b>Arrogantes</b>

Photo 3: Recruitment Flyer

¿HA TENIDO CONTACTO ALGUNA VEZ CON LA POLICÍA  
DE CHARLESTON?  
¿LE GUSTARÍA EXPRESAR LO QUE PIENSA DE LA POLICÍA  
DE CHARLESTON?  
¡ESTA ES SU OPORTUNIDAD!

Si usted o alguien que conoce ha tenido un encuentro con la policía en los siguientes lugares: la Península (el “downtown”), West Ashley, Johns Island, James Island, la península de Cainhoy (que incluye Daniel Island), nos interesa escuchar su experiencia positiva o negativa.



¿CUÁNDO? ¿DÓNDE?

JUEVES 13 DE JULIO a las 7:00 pm

Iglesia St. Andrew's Presbyterian Church, 712 Wappoo Rd., West Ashley, SC. 29407

Este es un espacio seguro y de apoyo, donde no habrá presencia policial para que los participantes puedan expresarse libremente. Las respuestas son anónimas y el informe final se presentará al Alcalde y al Consejo de la ciudad.

Si no puede asistir, por favor compártanos sus ideas en español o inglés al teléfono (843) 619-7342 o al correo electrónico [cpdracialbiasfeedback@gmail.com](mailto:cpdracialbiasfeedback@gmail.com)

Organizado por el equipo de Auditoría externa para la evaluación y revisión del prejuicio racial, comisionado por la ciudad de Charleston como parte de su esfuerzo continuo de alcance comunitario y mejora de servicios.

SE OFRECERÁ COMIDA A LOS ASISTENTES

## Community Leader Interviews

Ten interviews were conducted with community leaders to provide the assessment team with leader’s context and perceptions of the CPD’s implementation of the Racial Bias Audit recommendations. These content of these interviewees varied by the role of the leader interviewed. Yet, all interviews included questions pertinent to the five dimensions of the Audit (Community Policing, Personnel Practices, Motor Vehicle Stops, Use of Force, and Complaints) to assist the assessment team with the Fidelity Assessment.

*Table 20: List of Community Leader Interviewees*

Participant	Affiliation	Interview Date	Interviewer
Adrian Swinton	City of Charleston Human Affairs and Racial Conciliation Commission (HARCC)	5/15/2023	Bob Kahle
George Reeth/Brad Harvey	Law Enforcement Neighborhood Support (LENS) Foundation	5/22/2023	Bob Kahle
LaVanda Brown	Young Women’s Christian Association (YWCA) Charleston	5/24/2023	Bob Kahle
Marcus McDonald	Charleston Black Lives Matter	6/14/2023	Charlton Brownell
Jerome Harris	Citizen’s Police Advisory Council	6/15/2023	Bob Kahle
Dorothy Jenkins	NAACP Charleston Chapter	6/26/2023	Bob Kahle
Rev. Joseph Darby	Nichols Chapel AME Church, Charleston NAACP	6/26/2023	Bob Kahle
Linard McCloud	Burke High School Band, Community Mentor, Informal Advisor to Chief Reynolds	6/26/2023	Bob Kahle
Sharon Rivera Dublin	SC Hispanic Chamber of Commerce	6/29/2023	Bob Kahle
Dot Scott	NAACP Charleston Chapter	6/30/2023	Bob Kahle

## *Business Leader Forum*

### **Background**

A business leader luncheon was held at the Gaillard Center Public Meeting Room on June 22, 2023, as part of the stakeholder engagement dimension of the External Review and Assessment of the Charleston Police Department's progress implementing the 2019 Racial Bias Audit recommendations. The luncheon was attended by ten business owners or leaders mostly in the areas of King and Market Streets.

The rationale for conducting this luncheon was to obtain data that could be distinct and complementary to those gleaned from the community forums, as these participants' opinions have been at least partially formed from the perspective of how policing practices affect the local business environment.

### **Method**

The capacity of budgeted staff time limited data-gathering to one event. Business leaders within the City's Central Business District were selected as the population from which to sample, as the project team was aware of leaders who are highly engaged on issues of policing and would therefore be likely to attend. This engagement has resulted from high-profile events that have occurred in this area, which are discussed below. Participants were recruited via a snowball sample with considerations to diversity in geography within the corridor and business sector. Ten of 34 invitees attended the luncheon.

It is worth noting the limitations of this sample. It was a non-probability sample and is not representative of the Charleston business community as a whole. For example, attendees' businesses were located in one small area, not throughout the city. Additionally, the sample likely differed from the wider population according to other characteristics, such as income. This report summarizes the perceptions and deeply-held beliefs of a small, important, but nonrepresentative group. There may be extant opinions within the Charleston business leader population that were not captured, and the strength and directionality of opinions of this sample may differ from the population.

It is also important to note that the observations below represent the opinions of luncheon attendees. The assessment team is conveying their opinions in this section of the report, not offering a judgement on whether they are consistent with findings from the fidelity assessment or statistical analysis dimensions of this project.

Refreshments were served, as in the community forums. The moderator's guide had the following sections (see page 31 for the full guide):

- Warm-up, ground rules, and introductions
- Brief overview of the audit and External Review and Assessment
- Perception of CPD as moving in the right direction or off-track
- Ever experience racial bias by CPD
  - Answered on response sheet, followed by discussion at each small group

- Word Associations
  - List of 22 positive and 22 negative words included on response sheet
  - Ability to write-in up to four words of their own choosing
  - Answer on response sheets, followed by discussion at each small group
  - Report out from each table
- Suggestions for improvement
- Biggest crime or safety issue (written on index cards and collected at the end)
- Thanks and close

## Observations

It is worth noting that the discussion centered around experiences relating to the Charleston Police Department that have occurred in the vicinity of their businesses, rather than throughout the city.

Ratings for whether CPD is off-track or headed in the right direction ranged from 4 – 8 on a scale of 0 (strongly off-track) – 10 (strongly right direction), with the average being 6.7. This was higher than the average scores from the English-speaker community forums, but lower than that from the Spanish-speaker community forum. Reasons cited for giving ratings lower than 5, indicating that CPD is off-track, included:

Reasons cited for giving a rating higher than 5, indicating that CPD is headed in the right direction, included:

- There has been **improved communication** between CPD and Central Business District business owners since the protests and ensuing riots of May 30, 2020, which resulted in significant property damage in the corridor. This makes it more likely that some incidents can be addressed before they turn violent or illegal, or at least addressed quickly once they do.
- There have been **efforts to avoid racial bias**. These have been evidenced by situations in which meeting attendees have witnessed efforts to have same-race officers respond to incidents, as well as an effort to avoid heavy-handed responses with minority citizens.

One participant assigned a rating of 5. The reason cited was that CPD “**does not know which direction they’re going.**” This was related to the aforementioned perceived lack of leadership and current strategic vision.

For the word association exercise, participants were asked to circle the five words that best described their experiences with CPD. Generally, the participants circled positive words, citing 26 compared to six negative words. The most frequently-circled words were:

*Table 21: Business Forum Word Association Most Frequently-Circled Words*

Positive Words	Negative Words	Write-Ins
Respectful (5)	Uninspired (3)	Overwhelmed
Friendly (4)		Low-morale
Capable (4)		

Responsible (3)		
Well-Trained (3)		

For the penultimate segment, participants cited the following as the most important crime or safety issues in their area:

- Loitering
- Shootings/Employee safety
- Who to call for help
- Palmetto Rose merchants
- Shoplifting/Burglary
- Dangerous activity by customers (guns and drugs)
- Violent crime on King Street
- Shootings and gang related cross-fire
- Threats from drug dealers/speeding
- Loitering escalating to violence

## Moderator's Guide

### Business Forum about Charleston Police Department External Review and Assessment Team

June 22, 2023

- |             |   |               |                   |
|-------------|---|---------------|-------------------|
| <b>I.</b>   | <b>Welcome and Introductions</b>  | <b>Thuane</b> | <b>10 Minutes</b> |
|             | <ul style="list-style-type: none"><li>a. Purpose</li><li>b. Ground rules<ul style="list-style-type: none"><li>i. <b>Everyone talks and no one dominates</b></li><li>ii. <b>No right or wrong answers</b></li><li>iii. <b>Give honest, straightforward, concisely stated opinions</b></li><li>iv. <b>Everything you say and hear should stay in this room</b></li><li>v. <b>Please no audio or video recording!!</b></li><li>vi. <b>Show CPD Vehicle Photo</b></li></ul></li><li>c. Plan for the session<ul style="list-style-type: none"><li>i. One group discussion</li><li>ii. In addition to satisfaction with CPD, personal experiences with racial bias, word associations and ideas for improvement, we will also ask questions about the events of May 30 and 31 2020 and the Business Improvement District.</li></ul></li></ul> |               |                   |
| <b>II.</b>  | <b>Overview of audit and work of External Review and Assessment (ERA) team Bob 10 Min.</b>  |               |                   |
|             | <ul style="list-style-type: none"><li>a. Fidelity assessment</li><li>b. Subject Matter Expert Analysis (Use of Force, Traffic Stops, Complaints)</li><li>c. Community Engagement<ul style="list-style-type: none"><li>i. Business focus today</li><li>ii. Civil Unrest/Protests and police response on May 30, and 31, 2020<ul style="list-style-type: none"><li>1. Lessons learned</li><li>2. Follow-up from city and CPD with businesses effected</li><li>3. Status of trust, relationship</li></ul></li><li>iii. Business Improvement District and Public Safety</li></ul></li></ul>   |               |                   |
| <b>III.</b> | <b>First Segment: <u>Right Direction/Off-Track</u></b>  | <b>Thuane</b> | <b>20 Min.</b>    |
|             | <ul style="list-style-type: none"><li>a. Based on everything you know is the Charleston Police Department (CPD) moving in the <b>right direction or is CPD off-Track?</b> Mark the scale.<ul style="list-style-type: none"><li>i. Explain why you chose this number? Summarize on the sheet of paper.</li></ul></li><li>b. Have you personally ever experienced racial bias from the CPD? Circle your answer.<ul style="list-style-type: none"><li>i. If “yes” explain what happened.</li></ul></li></ul>   |               |                   |
| <b>IV.</b>  | <b>Second Segment: <u>Word Associations.</u> Bob</b>  |               | <b>15 Min.</b>    |
|             | <ul style="list-style-type: none"><li>a. Look at the list of words on the sheet. About half are positive and half are not. You may also add up to four words of your choosing. Now each person <b>circle</b> the five words that best describe his/her experiences with CPD.</li></ul>  |               |                   |

- V. Quick hitter** **Thuane** **5 Min. a.**  
Most concerning crime or safety issue for you. Write on index card
- VI. Last Segment: Ideas for Improvement. Thuane** **20 Min.**  
a. What are your suggestions for improvement in safety in the business district?

**ADJOURN.**

**Collect All Materials.**

## Summary of Email Comments

The assessment team created a phone number and email address where feedback could be sent by community members who were not able or did not wish to attend the forums. The phone number and email address were shared via the same methods as forum recruitment (they were located on both the English and Spanish flyers). Three emails were received. Excerpts are included below. It is worth noting that these are the statements of community members, and the assessment team is not providing judgement on whether these comments are consistent with the Fidelity Assessment or statistical analysis dimensions of this project.

*“Racial bias against people of color is PLAIN AS DAY in many of the officers, and I have personally witnessed them target Black friends of mine while completely ignoring egregious actions by white people at the very same location.*

*“When officers are called to the scene of any type of protest, they very often act like they would rather be anywhere else and that citizens exercising the 1st amendment are a problem to them. We are a “waste” of their time.”*

*“What we need instead is a total culture shift, to prioritize the needs of the people who have been most neglected in Charleston, and that is people of color, women, and the LBGTQIA community.”*

*“For the past several years, I have stood at the Battery in opposition to those who fly the giant confederate flag. There have been many times I have witnessed officers treat black people differently than white people. Black people are more likely to be arrested for no reason whereas white people are not arrested for similar situations. Not all but most of the officers who have come out to the Battery while the flag is flying have been unhelpful, rude and belligerent. It appears they have not been trained in de-escalation techniques which is very concerning.”*

*“My idea for the Charleston police is that we have more events with the Hispanic community to create a relationship with them, for example (COP Coffee or Taco About with the Cops), something like that. Another idea is to take walks in the neighborhoods to raise awareness in the community about crime prevention and other things. But my biggest desire is to have people who speak Spanish in the courthouses and that the community does not need paid interpreters. Another important idea is that the community has a call line in Spanish to make complaints and report crimes to the authorities.”*

## Law Enforcement Forum

### Background

A discussion forum was conducted as part the External Review and Assessment (ERA) of the Charleston Police Department's (CPD's) implementation of recommendations from the CAN-conducted Racial Bias Audit. This forum with allied law enforcement agencies was conducted on October 6, 2023.

### Goals

Assist CPD in learning from allied law enforcement in the region and state about strategies and tactics to address issues raised in racial bias audits, especially disparities in traffic stops and use of force.

Understand allied law enforcement's level of awareness of the CNA audit and other related issues.

### Objectives

- Learn from other law enforcement leaders **how aware** their agencies are of the racial bias audits conducted in Charleston and North Charleston. What do they know? Have the findings influenced their perspectives?
- Gather **perceptions** from allied law enforcement in specific regard to the **CNA Audit** (2019) conducted for CPD. How familiar are they with the findings? How has it informed their operations, if at all?
- How have these allied law enforcement organizations **communicated with their constituencies about race and law enforcement** within their jurisdictions? Explore across the five topic areas included in the audit with emphasis on Motor Vehicle Stops and Use of Force.
  - Motor Vehicle Stops
  - Use of Force
  - Complaints
  - Community Policing
  - Personnel Practices
- **Learn about plans of other agencies.** Do other agencies in the region or state have plans to conduct racial bias audits? Are other agencies being lobbied by community and/or government leaders to have racial bias audits conducted for their agencies?

### Participants and Recruitment

Potential participants in the forum were identified by CPD, led by Deputy Chief Dustin Thompson. An email from Deputy Chief Thompson was sent to the identified participants asking for cooperation. Kahle then followed up and recruited the participants to take part in the group discussion. Seven representatives from allied law enforcement agencies participated. They are listed below in Table 21. Table 22 shows the list of Observers of the discussion session.

*Table 22: Participant List*

	Department
1	Greenville, SC
2	Summerville
3	Goose Creek
4	SLED
5	Columbia
6	Charleston County
7	North Charleston

*Table 23: Observer List*

	Department
1	City of Charleston
2	University of South Carolina
3	Charleston PD
4	Charleston PD
6	KSI

## Group Profile

Participants were prompt, prepared, and engaged in the discussion for roughly 75 minutes on the afternoon of October 6, 2023. Of the seven recruited, only one did not attend but sent a designate instead. Generally, these participants are long-time law enforcement leaders, with most having 25 or more years of experience. The majority are in leadership positions, and many have responsibility for Community Engagement, sometimes referred to as Community Relations.

Demographically, of the seven participants three were Black, four were White and there was one woman and six men.

## Awareness

Awareness of the CPD Racial Bias audit was low with only one participant having detailed knowledge of the CPD Audit. North Charleston has conducted a similar audit done by CNA, the same firm that conducted the Charleston audit. One other participant had knowledge of the audit through informal discussion with colleagues at CPD. Others spent some time reviewing the CNA racial bias audit via a link sent to them prior to the

discussion session. Five of the seven participants were not aware of the CPD audit at the time they were originally recruited to the group discussion.

Several participants report that they sometimes get inquiries from citizens or groups like the NAACP for more information on issues like the amount and location of traffic stops. Statewide, there is a discussion of race related issues and policing covering many dimensions of policing beyond traffic stops. Issues include domestic, civil, and land disputes. Typically, the response comes from the municipal police department, not county or state agencies. An exception is high-profile incidents at a county detention facility.

## Perceptions

### Motor Vehicle Stops

- Most agencies reported that they have systems of accounting for Motor Vehicle Stops similar to CPD's Field Contact Cards.
- Making data publicly available is considered a good approach and reflects an agencies' transparency.
- Providing data, when asked, especially body worn camera video has the effect of "taking the emotion out" of the discussion. This allows for fact and evidence-based discussion with concerned citizens and generally leads to satisfactory resolutions, one participant reported.

### Use of Force

- These senior law enforcement are, of course, aware and sensitive to the use of force in their daily operations and any potential disparity by race or other factors.
- A key theme that emerged from the group discussion is that agencies need to develop a strong self-monitoring culture, whereby officers who violate use of force procedures are identified and given remedial training, sanctions, or employment termination as appropriate.
- One municipal agency reported that as a result of lessons learned from national events of inappropriate use of force that they adjusted a few of their policies. He reports their department updated their Duty-to-Intervene policy after the George Floyd incident. They also moved this part of their policy to the beginning of the policy statement to highlight and emphasize it.
- One municipal department reported that they have updated their training and use scenario-based training to demonstrate when and how an officer should intervene if another officer is using force inappropriately. This has become part of their "annual block training."

### Communication with Constituents about Race and Policing.

Based on the open discussion below is summary of communication related perspectives.

- Form strong relationships with community leaders and members before there is a conflict.
- Develop a culture that will help identify and alert senior officers if an officer is operating outside of defined procedures.
- Municipal police departments and county and state agencies receive more requests for information after there is a national incident (i.e., George Floyd).
- The Charleston Criminal Justice Coordinating Council was mentioned as a key resource for sharing information across departments and related agencies.
- There was discussion about having citizens, especially faith-based leader helping the department to work through the audit findings and implement recommendations. The audit was seen as good way to engage citizens and has opened-up a dialogue.

- Another agency reported that they have citizens participate on the review board that addresses officer discipline issues.
- It was also reported that good community relations resulted in citizens coming out to help clean up debris after protests following George Floyd's death. The local police department saw this as a symbol of good community relations and support for the police.
- Showing citizens Body Worn Camera video is seen as a way to cut through emotion of some incidents and it helps especially when what they see may not be what they heard before reviewing the video.

### Personnel Procedures

- These senior law enforcement leaders emphasize hiring decisions that account for potential officers' character and judgement. Even with the difficulty recruiting officers in the current economic and social environment, police agencies are adamant that they must maintain high standards during hiring.
- Involving citizens by having them sit on hiring and promotion committees is another personnel procedure that was brought up by participants as a way to help ensure fairness and lack of bias.
- There was discussion of these agencies situation in regard to having enough sworn officers to meet their budgeted allotment of personnel. The results were mixed with three of agencies reporting they are at or near their full allotment. Four of the agencies reported being below or well below their allotments. All report it is difficult to recruit minority officers in the current environment, again with some reporting good progress and others not being able to add as many Black, Hispanic or female officers as they would like. It was implied that having a diverse group of officers that mirrors the population of citizens is helpful for credibility and community relations.

### Future Plans

- None of agencies that participated had plans in place to conduct their own racial bias audit, though all seemed aware and concerned about the importance of fair and unbiased policing and policy, procedures, and personnel actions that help to promote fairness and openness.

## Moderator's Guide

### External Review and Assessment Law Enforcement Forum

10/5/23

Zoom Link

<https://us06web.zoom.us/j/86976646316?pwd=HelXQOgDriFqMqVF3oNU9ljD4XAjbS.1>

Meeting ID: 869 7664 6316

Passcode: 693711

#### Background

As part the External Review and Assessment of the Charleston Police Department's Implementation of recommendations from the CNA conducted Racial Bias Audit, this forum with allied law enforcement agencies is being conducted.

#### Goal

Assist CPD in learning from allied law enforcement in the region and state about strategies and tactics to address issues raised in racial bias audits, especially disparities in traffic stops and use of force. Understand allied law enforcements level of awareness of the CNA audit and other related issues.

#### Ground rules

- This is open discussion with representatives of law enforcement agencies in South Carolina.
- This discussion is confidential. We will summarize findings from the group discussion for the final report but will not attribute any statement to any individual/agency participating. We will NOT record the discussion.
- Deputy Chief Jack Weiss, Steve Ruemelin, Asst Corp Counsel, Dr. Jill Eidson, Dr. Geoffrey Alpert, are sitting in from CPD, CHS and USC and will observe and listen, but not comment until the end.
- Everyone talks and no one dominates.
- At the end I'll invite you to bring up any related topics we have not yet discussed.

#### Introductions

- Please introduce yourself: Name, title, assignment, agency. Length of experience in LE.
- Any specific experience or knowledge regarding racial bias audits or generally race and policing?
- Kahle to give brief background on CPD's audit and the External Review and Assessment teams work to date. All process description, no findings discussion.

#### Awareness

- Are you and your agency aware of the CPD's Racial Bias Audit? Aware of audits in other parts of the state or country?
  - How did you become aware? CPD or other agencies' audits?
  - Are audit findings discussed among your command staff? Formally? Informally?
  - Are there plans for your agency to conduct an audit?
  - Is there any demand from your stakeholders for more information about policing and race at your agency? If so, how have you responded?
  - How familiar are you and your agency with findings, recommendations

#### Change in Perceptions, Operations, Training, Community Relations

- Have the findings from CPD or other audits influenced your perspective?
  - Any changes in operations, policies, training, community relations strategies as a result of audit findings? Please explain.
  - Has there been any additional evaluation or data analysis conducted at your agency in regard to potential disparities by race? What did you find? Are the results actionable?
    - Motor Vehicle Stops
    - Use of Force
    - Complaints
    - Community policing
    - Personnel Policies

#### Stakeholder Communications

- How have your law enforcement agencies communicated with your constituencies about race and law enforcement and any racial disparities that may exist within your jurisdiction? Explore across the five topic areas included in the audit with emphasis on Traffic Stops and Use of Force.
  - Traffic Stops
  - Use of Force
  - Complaints
  - Community Policing
  - Personnel Practices


#### Plans of Allied Law on Enforcement

- Does your agency have plans to conduct a racial bias audit?
- Are your agencies being lobbied by community and/or government leaders to have racial bias audits conducted for their agencies?
- What are some of the pros and cons of agencies taking on the issues around race and policing? Where does your agency stand?

#### Open Issues

- Are there any issues or topics related to racial bias audits that we have not covered that you want to discuss with the group?

Thanks, and Close



## **Appendix 4: Assessment Rubric Template**

## Interview Outline and Rubric: CPD Fidelity Assessment

### Version 2.2

#### Interview Outline

- 1) Context, History and Background on (Use of Force, Complaints, Community Oriented Policing, Traffic Stops, Personnel Practices)
- 2) Review and documentation of Policy or Plan Recommendations (“Full Compliance”)
- 3) Discuss and Captains Rate of each remaining recommendations on three dimensions:
  - a) Degree of Improvement
  - b) Frequency of Management Review
  - c) System Quality (Focus is an overall set of recommendations, not any single rec.)
- 4) Next Steps (Action Steps, Analysis, Strategies, Future Plans)
  - a) For each recommendation
  - b) For subject overall

#### Assessment Rubric: Improvement Scale

How would you rate CPD’s Improvement establishing data-driven strategies that more proactively address traffic-related public safety concerns.

Recommendation (Rec. 2.2)	Declined (0)	No Improvement (1)	Improved Slightly (2)	Improved Somewhat (3)	Improved A Lot (4)
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#### Assessment Rubric: Frequency of Mgt. Review: How often should progress on this recommendation be reviewed by management?

Recommendation	Task and Mgt. Review Finalized. (0)	Review on Mgt. Request (1)	Annual Review (2)	Quarterly (3)	Continuous (4)
	Complete. Revision not anticipated until next strategic plan	Review on request, but not scheduled for annual review	Minimally review each year	Quarterly mgt. review	Monthly or more frequent mgt. review

**Assessment Rubric: System Quality: Thinking about all data systems related to these recommendations, how would you rate the current level of quality**

Recommendation	Unable to assess (0)	Poor (1)	Fair (2)	Good (3)	Excellent (4)
		Meets no expectations. CPD users dissatisfied	Meets few CNA, CPD, Community expectations.	Meets some CNA, CPD and Community expectations	Meets or exceeds most or all CNA, community expectations. CPD users very satisfied



## **Appendix 5: Charleston Police Department 2023 Community Survey**

# Charleston Police Department 2023 Community Survey



Conducted by the Charleston Police Department,  
In collaboration with the Citizens Police Advisory Council (CPAC)

November 14, 2023

# Executive Summary

## Survey Background

The Charleston Police Department (CPD) is a municipal law enforcement agency serving the citizens of and visitors to the City of Charleston, South Carolina. In early 2023, the CPD partnered with the City of Charleston's Citizens Police Advisory Council (CPAC) to conceptualize, create, and distribute an online community survey examining public perceptions of the CPD's performance and how it has changed since the CPD's 2019 community supported, voluntary racial bias audit.

The survey was fielded during July and August of 2023 and open to anyone who was willing to participate, including City of Charleston residents, workers/business owners, and visitors. Overall, the survey asked questions about the following topics (in order): overall satisfaction with the CPD and its direction, CPD performance in certain areas and perceived change since 2020, perceptions of safety and concern about crime, CPD community outreach events, interactions with CPD officers within the last year, and respondent demographics.

## Survey Design and Distribution

The voluntary, anonymous survey was designed to provide a snapshot of current public sentiment, with the intent of gathering feedback to help the CPD improve its interactions with and service to the community. The final survey content and question order were determined in collaboration with the CPAC and members of the CPD's External Review and Assessment (ERA) team<sup>1</sup>. Working with the CPAC, the CPD used a variety of methods to broadly distribute information about and a link/QR code to the survey, including references on its website, social media accounts, and business cards. It also created survey specific flyers and large signage that were made available at and displayed in public places throughout the City. The department distributed the survey details to local news media and other City and partner organizations, and stakeholders in the community. The online version was translated into Spanish. To accommodate those without internet access, paper versions of the survey in English and Spanish were distributed to CPD commanders and community representatives. It is important to note that the findings presented here are gathered from a convenience sample comprised of those who elected to participate and cannot be assumed to represent the entire local community<sup>2</sup>.

## Result Highlights

This section outlines the survey results. To ensure transparency, all responses are presented in the report. Because the effort was designed to provide a descriptive snapshot at one point in time, this report does not attempt to draw inferences about the entire City of Charleston community nor explain reasons for the answers provided.

## Respondent Attributes

- The survey was accessed 1,184 times and the median time for completion was 4.99 minutes.
- Respondents had the option to skip any questions they wished, so the number of responses varies by question.
- The demographic breakdown of the respondents is as follows:
  - **Gender** (n = 538) – 53.5% female, 38.1% male, 0.6% non-binary, 7.8% other or preferred not to answer
  - **Race/Ethnicity** (n = 474) – 85.7% White/Caucasian, 8% African American/Black, 1.5% Hispanic/Latinx, 1.5% multiple races/ethnicities, the remainder self-identified as other races/ethnicities
  - **Age in years** (n = 476) – Average: 54.6, minimum: 17, maximum: 86
  - **Respondent type** (n = 594) – City of Charleston resident: 89.1%; City of Charleston worker/business owner: 27.3%; visitor: 5.4%. Respondents could be counted as residents and workers/business owners.

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<sup>1</sup> The latter is providing a formal, expert assessment of the CPD's progress in implementing the 2019 audit recommendations.

<sup>2</sup> Despite the large-scale attempt to promote the survey opportunity to all members of the community, the distributional strategy was not predicated on a random or stratified sample of City of Charleston residents, workers, and business owners.

- **Residential CPD Team** (n = 484) – 38.4% West Ashley (Team 4), 30% Daniel Island, Clements Ferry Road and incorporated areas (Team 5), 11.8% James and Johns Islands (Team 3), 10.7% Calhoun Street North to North Charleston (Team 1), 6.4% Calhoun Street South to Murray Blvd/Ashley River (Team 2).

## Findings

- **Satisfaction with the CPD** (ratings 0 - 10, with 10 representing most satisfied) (n = 901)
  - 31.9% of respondents are CPD promoters (gave rating of 9 or 10)
  - 32% of respondents are CPD detractors (gave rating between 0 and 6)
  - The top mention cited in reasoning for this rating referred to CPD's **visibility and presence**.
- **Perception of CPD's Direction** (ratings 0 - 10, where 0 = off-track and 10 = right direction) (n = 773)
  - 24.5% of respondents are promoters of CPD's direction (gave rating of 9 or 10)
  - 37.6% of respondents are detractors of CPD's direction (gave rating between 0 and 6)
  - The top mention cited in reasoning for this rating referred to CPD's **visibility and presence**.
- **Perception of CPD's Equal Treatment of Citizens**
  - The below table shows respondent agreement with statements about the CPD's equal treatment of people based on the following characteristics.

	<b>Race/Ethnicity</b> (n = 474)	<b>Gender</b> (n = 416)	<b>Sexual Orientation</b> (n = 394)	<b>Religion</b> (n = 402)	<b>Immigration Status</b> (n = 388)
Agree (strongly or somewhat)	64.1%	61.5%	62.5%	65.2%	54.6%
Neutral	17.5%	28.6%	28.4%	31.1%	32.8%
Disagree (strongly or somewhat)	18.4%	9.9%	9.1%	3.7%	12.6%

- **Crime Concern Rankings**
  - For City of Charleston residents, the largest number of respondents (n = 145) ranked **auto-related crimes** (including DUI, traffic collisions, traffic violations) as the crime type of greatest concern within one mile of their residences. Similarly, the largest number of City of Charleston workers and business owners ranked these crimes as most concerning within one mile of their work/business location (n = 29).
  - The second highest ranking crime type about which City of Charleston residents were concerned was **theft** (including fraud, identity theft, white-collar crime) (n = 94). The same is true for City of Charleston workers and business owners (n = 21).
- **Satisfaction with last CPD Officer Interaction** (ratings 0 - 10, with 10 representing most satisfied) (n = 304)
  - 51.3% of respondents are CPD promoters (gave rating of 9 or 10)
  - 28% of respondents are CPD detractors (gave rating between 0 and 6)
  - The top reason mentioned for this rating was the **courteousness/friendliness/politeness** of the officer(s).

## Takeaways

The CPD, in collaboration with the CPAC, conducted this survey to learn more about community perspectives related to the agency's performance, direction, and equal treatment of individuals. The results indicated that the majority of respondents who recently interacted with CPD officers were satisfied with those interactions. The findings also provided suggestions for various areas in which the CPD can improve, including in its perceived visibility and presence. The majority of respondents expressed agreement with statements about the CPD's equal treatment of people. The CPD is grateful to the survey collaborators and participants. It looks forward to using these results to inform its future strategic goals and additional, ongoing dialogue with the community about how the department can provide the best service.

Please use the following link to connect with the CPD online: <https://linktr.ee/charlestonpd>. Feedback and comments can be sent to [SpeaktoCPD@charleston-sc.gov](mailto:SpeaktoCPD@charleston-sc.gov).

## Introduction

The Charleston Police Department (CPD) is a municipal law enforcement agency serving the citizens of and visitors to the City of Charleston, South Carolina. As part of its core values, the CPD serves the local population with honor, excellence, accountability, respect, and teamwork (H.E.A.R.T.). It also embraces self-reflection and continuous improvement in the pursuit of maintaining its standard of being a world class law enforcement agency.

As part of its 2020 – 2025 Strategic Leadership Plan<sup>3</sup> and a formal assessment of its implementation of recommendations produced in 2019 by a citizen supported, voluntary racial bias audit<sup>4</sup>, the CPD partnered with the City of Charleston’s Citizens Police Advisory Council (CPAC) to conceptualize, create, and distribute an online community survey examining public perceptions of the CPD’s performance and how they have changed since the audit. The CPAC was created to facilitate the involvement of the residents and business owners representing neighborhoods and communities in Charleston to improve policing and strengthen the connection between the citizens and the CPD. The CPD and CPAC engage in open dialogue to increase understanding and promote public safety. Therefore, this collaboration was a pivotal part of this survey effort.

The community survey included a total of 38 questions<sup>5</sup> and was open to anyone who was willing to participate, including City of Charleston residents, workers/business owners, and visitors. The electronically presented, conditional question content varied based on the type of respondent. Overall, the survey asked questions about the following topics: overall satisfaction with the CPD and its direction, CPD performance in certain areas and perceived change since 2020, perceptions of safety and concern about crime, CPD community outreach events, interactions with CPD officers within the last year, and respondent demographics.

The following report presents the survey results. It also outlines the survey design and distribution strategy. In addition to sharing these results with the public, the CPD looks forward to using this information to guide the future development and revision of its policies and practices to best serve the needs of its vibrant community.

## Survey Design

The survey was designed to gather citizen<sup>6</sup> feedback to help the CPD improve its interactions with and service to the community. It also sought perceptions related to citizens’ interactions with CPD officers within the last year. Based on their answers to question 10<sup>7</sup>, which ascertained whether they were City of Charleston residents, workers/business owners, or visitors, the remainder of the survey posed only relevant question content, while skipping irrelevant questions. Those residing or working/owning a business in the City of Charleston were invited to offer their perceptions of personal safety, fear of crime, and knowledge of and involvement with CPD community outreach events. Visitors who completed the survey were asked about their perceptions of safety while in the City of Charleston.

The online survey was voluntary and anonymous. It was programmed to not collect personally identifying information (including respondent name, home address, and IP address). All respondents were provided the option to enter an email address if they were interested in having a copy of the survey results sent to them, but this was entirely voluntary. Any text based comments were combined with those gathered from other survey participants and are reported here as part of a group. Respondents were able to cease participation in the survey at any time and could skip any question they

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<sup>3</sup> The CPD’s 2020 – 2025 Strategic Leadership Plan can be viewed here: <https://www.charleston-sc.gov/DocumentCenter/View/27121/The-Charleston-Police-Department-Strategic-Leadership-Plan-2020-2025>

<sup>4</sup> The final report of the CPD’s Racial Bias Audit can be viewed here: <https://www.charleston-sc.gov/DocumentCenter/View/25213/CNA-CPD-Final-Report---11719>

<sup>5</sup> The survey questions can be reviewed in Appendices A (English version) and B (Spanish version) of this report.

<sup>6</sup> For the purposes of this survey, a citizen is defined as any resident, worker, business owner, or visitor in the City of Charleston.

<sup>7</sup> Question numbers align with their numbering on the English and Spanish paper surveys (Appendices A & B).

chose except for question 10 in the online survey, about whether they identified as a resident, worker/business owner or visitor to the city<sup>8</sup>.

The final survey content and question order were determined in collaboration with the CPAC and members of the CPD's External Review and Assessment (ERA) team. The latter is providing a formal, expert assessment of the CPD's progress in implementing the racial bias audit recommendations. Both groups provided written and verbal feedback on survey drafts. This feedback was reviewed and incorporated, where possible, in the final version.

## Distribution Strategy

An online survey was created to collect the largest number of responses in the shortest amount of time. It also allowed for a wider reach of promotional materials. Working with the CPAC, the CPD used the following methods to distribute information about and a link/QR code to the survey:

- Posting on the CPD's website
- Social media posts (through all CPD accounts)
- Traditional media (via a press release to news stations and print media)
- Posting in the City's Neighborhood Services weekly newsletter
- Announcements sent to neighborhood association newsletters
- Email to a listing of local neighborhood presidents
- Communication with community partner agencies and local businesses
- Printed flyers and business cards (with a survey link/QR code) distributed by CPD officers
- Sandwich board signage with QR codes (placed in different public facing locations including the local library and at special events)
- Officer distributed printed promotional materials
- Dissemination to councils and commissions with which the CPD partners (City Council, CPAC, the Human Affairs and Racial Reconciliation Commission (HARCC))
- Emails to interested community leaders and advocates who self-identified during ERA related events (kickoff meeting, community forums)

Following a recommendation from the CPAC to ensure the survey had as broad of a reach as possible and encourage all communities to participate, the online version was translated into Spanish and reviewed by native Spanish speaking community members who the Council connected with the CPD. Paper versions of the survey in English and Spanish were created and distributed to community representatives who attended the ERA kickoff meeting<sup>9</sup>. The online survey link and paper copies of the English and Spanish versions were distributed internally to the CPD's Command Staff, who were encouraged to have officers promote the survey in the community.

The survey was first completed through a "soft launch" performed in conjunction with the CPAC. Beginning on July 19<sup>th</sup>, 2023, CPAC members were invited to take the survey themselves and invite two other community members to participate. This pre-launch effort allowed the CPD to test the functionality of the survey and review the backend data collection interface prior to its community release. Since no errors were identified during this time, the responses provided during the soft launch were included in the overall response set. The survey was opened to the larger community on July 31<sup>st</sup>, 2023 and collected responses for one month. The survey was closed and stopped collecting data on the morning of August 1<sup>st</sup>, 2023.

### Note on Survey Sample

This survey was designed to provide a snapshot of current community sentiment. The findings presented here are gathered from a convenience sample comprised of those who elected to participate. After beginning the survey,

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<sup>8</sup> When it appeared in the electronic version of the survey, question 10 was mandatory to continue the survey as it dictated which subsequent, conditional questions applied to each respondent.

<sup>9</sup> Appendices A and B provide the English and Spanish paper versions of the survey contents. However, no responses were submitted through a paper version of the survey in either language.

respondents could cease participation at any time and, with one exception<sup>10</sup>, skip questions that they did not choose to answer. To be transparent with the community, all responses received are reported here. The table directly below provides the number of respondents who answered key survey questions.

Question	Count
Overall satisfaction with CPD (Q 1)	901
Satisfaction with CPD's direction (Q 3)	773
Respondent resident / worker / visitor status (Q 10)	594
Respondent gender (Q 31)	538
Respondent race / ethnicity (Q 32)	474
Respondent age (Q 33)	476

It is important to note that, despite the large scale attempt to promote the survey opportunity to all members of the community, the distributional strategy was not predicated on a random or stratified sample of City of Charleston residents, workers, and business owners. The responses, therefore, cannot be generalized to reflect the entire local community and are not necessarily representative of its views. One must exercise caution in interpreting the results. This, however, is a common limitation of current, community-based online survey research.

## Results

The following section outlines the survey results. Additional information on the analytical methodology employed can be found in Appendix C: Analysis Methodology.

### Survey Attributes

The below table describes the overall response rate to the survey. One thousand one hundred and eighty four individuals interacted with the online survey link in some way. As the following data show, however, many respondents did not answer any of its questions or decided to cease participation before reaching the end. The median amount of time spent completing the survey was about 5 minutes.

Recorded responses <sup>1</sup>	Duration in mins (median)	Date of first response	Date of last response
1,184	4.99	07-19-2023	09-01-2023

<sup>1</sup>'Recorded responses' are those the survey software indicated a respondent clicked on the survey link.

<sup>10</sup> When it appeared in the electronic version of the survey, question 10 (resident/worker/visitor status) was mandatory to continue the survey as it dictated which subsequent, conditional questions applied to each respondent.

## Respondent Attributes

The following section details the responses to survey questions 10, 26 – 27, and 31-36.

### Gender (Q 31<sup>11</sup>)

The following table provides information about the self-identified gender of the respondents. A majority of the survey respondents identified as female.

Gender <sup>1</sup>	Count	Percent
Female	288	53.5%
Male	205	38.1%
Non-binary	3	0.6%
Other	4	0.7%
Prefer not to answer	38	7.1%
Total	538	100.0%

<sup>1</sup>632 respondents did not see this question.  
14 respondents saw but did not answer this question.

### Race/Ethnicity (Q 32)

The below table provides information about the self-identified race and ethnicity of the survey respondents. Respondents were allowed to select more than one race and/or ethnicity. Those who identified with more than one racial/ethnic group were counted in the “Multiple Races / Ethnicities” category. The majority of the survey respondents identified as “White / Caucasian”.

Race / Ethnicity <sup>1</sup>	Count	Percent
African American / Black	38	8.0%
American Indian / Alaska Native / Native American / Indigenous	5	1.1%
Asian	4	0.8%
Hispanic / Latinx	7	1.5%
Middle Eastern or Northern African	1	0.2%
Native Hawaiian or Pacific Islander	1	0.2%
White / Caucasian	406	85.7%
Multiple Races / Ethnicities	7	1.5%
Other (could not be recoded)	5	1.1%

<sup>11</sup> Question numbers align with their numbering on the English and Spanish paper surveys (Appendices A & B).

Race / Ethnicity <sup>1</sup>	Count	Percent
Total	474	100.0%

<sup>1</sup>648 respondents did not see this question. 62 respondents saw but did not answer this question.

#### Age (Q 33)

The below table provides information about the age in years of survey respondents. On average, respondents were slightly over 54 years old. The youngest respondent was 17 and the oldest respondent was 86 years old.

Count <sup>1</sup>	Mean	Standard deviation	Median	Minimum	Maximum
476	54.6	15	56	17	86

<sup>1</sup>632 respondents did not see this question. 75 respondents saw but did not answer this question. One respondent provided an impossible age in years (1 year old).

#### Resident and/or Worker, or Visitor

This section presents information on the residential and/or work locations of the respondents. Respondents could identify as a resident, worker, or both. Visitors to the City of Charleston were also identified.

##### Resident

Almost 90% of the respondents were City of Charleston residents. The largest proportions of respondents who reported their residential location resided in Teams 4 (West Ashley) and 5 (Daniel Island, Clements Ferry Road and incorporated areas). The overall average amount of time at their current residence was 15.5 years.

Residential Status (Q 10) <sup>1</sup>	Count	Percent
Resident	529	89.1%
Non-resident	65	10.9%
Total	594	100.0%

<sup>1</sup>590 respondents did not answer this question. Answering this question was mandatory to proceed with the survey.

Residential CPD Team (Q 34) <sup>1</sup>	Count	Percent
Team 1 - Calhoun Street North to North Charleston	52	10.7%

Residential CPD Team (Q 34) <sup>1</sup>	Count	Percent
Team 2 - Calhoun Street South to Murray Blvd/Ashley River	31	6.4%
Team 3 – James and Johns Islands	57	11.8%
Team 4 – West Ashley	186	38.4%
Team 5 - Daniel Island, Clements Ferry Road and incorporated areas	145	30.0%
Prefer not to answer	12	2.5%
None of the above (could not be recoded)	1	0.2%
Total	484	100.0%

<sup>1</sup>697 respondents did not see this question. 3 respondents saw but did not answer this question.

Resident - Length of Residence (in years) (Q 35)					
Count <sup>1</sup>	Mean	Standard deviation	Median	Minimum	Maximum
472	15.5	14.5	11	0	75

<sup>1</sup>699 respondents did not see this question. 12 respondents saw but did not answer this question. Based on the text entered, one response could not be coded.

### Worker

Slightly more than 25% of the respondents reportedly worked or owned a business within the City of Charleston. The largest proportions of respondents who reported their residential location resided in Teams 4 (West Ashley) and 1 (Calhoun Street North to North Charleston). The overall average amount of time spent working in their reported location was 11.8 years.

Worker/Business Owner Status (Q 10) <sup>1</sup>	Count	Percent
Worker	162	27.3%
Non-worker	432	72.7%
Total	594	100.0%

<sup>1</sup>590 respondents did not answer this question. Answering this question was mandatory to proceed with the survey.

Worker/Business Owner CPD Team (Q 36) <sup>1</sup>	Count	Percent
Team 1 - Calhoun Street North to North Charleston	39	26.9%

Worker/Business Owner CPD Team (Q 36) <sup>1</sup>	Count	Percent
Team 2 - Calhoun Street South to Murray Blvd/Ashley River	29	20.0%
Team 3 – James and Johns Islands	10	6.9%
Team 4 – West Ashley	41	28.3%
Team 5 - Daniel Island, Clements Ferry Road and incorporated areas	13	9.0%
More than one Team	1	0.7%
None of the above (could not be recoded)	4	2.8%
Prefer not to answer	8	5.5%
Total	145	100.0%

<sup>1</sup>1033 respondents did not see this question. 6 respondents saw but did not answer this question.

Worker/Business Owner - Length of Years in Location (Q 37)					
Count <sup>1</sup>	Mean	Standard deviation	Median	Minimum	Maximum
137	11.9	10.4	8	0	54

<sup>1</sup>1038 respondents did not see this question. 8 respondents saw but did not answer this question. Based on the text entered, one response could not be coded.

#### Visitor

Thirty-two respondents identified as visitors to the City of Charleston. About half of those who reported their visiting frequency considered themselves regular visitors to the area. This proportion, however, may be higher because 10 respondents provided an answer to this question that could not be reclassified into the provided categories. Over 85% of those visiting respondents (who identified where they normally reside) were from other areas of South Carolina.

Visitor Status (Q 10) <sup>1</sup>	Count	Percent
Visitor	32	5.4%
Non-visitor	562	94.6%
Total	594	100.0%

Visitor Status (Q 10) <sup>1</sup>	Count	Percent
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<sup>1</sup>590 respondents did not answer this question. Answering this question was mandatory to proceed with the survey.

Visitor Type (Q 26) <sup>1</sup>	Count	Percent
Regular visitor	11	47.8%
Tourist who does not visit regularly	2	8.7%
Other (Could not be recoded)	10	43.5%
Total	23	100.0%

<sup>1</sup>1157 respondents did not see this question. 4 respondents saw but did not answer this question.

Visitor Residence (Q 27) <sup>1</sup>	Count	Percent
In South Carolina	21	87.5%
Outside of South Carolina (but in USA)	3	12.5%
Total	24	100.0%

<sup>1</sup>1157 respondents did not see this question. 3 respondents saw but did not answer this question.

### Satisfaction with CPD

The following section presents the answers to questions about respondents' overall satisfaction with the CPD as an organization. It details the responses to survey questions 1 - 9. Appendix E: Key Question Responses by Respondent Demographics includes additional tables with responses to questions 1, 3, 7, and 9 separated according to respondent gender, race/ethnicity, and age.

### Overall Satisfaction with CPD

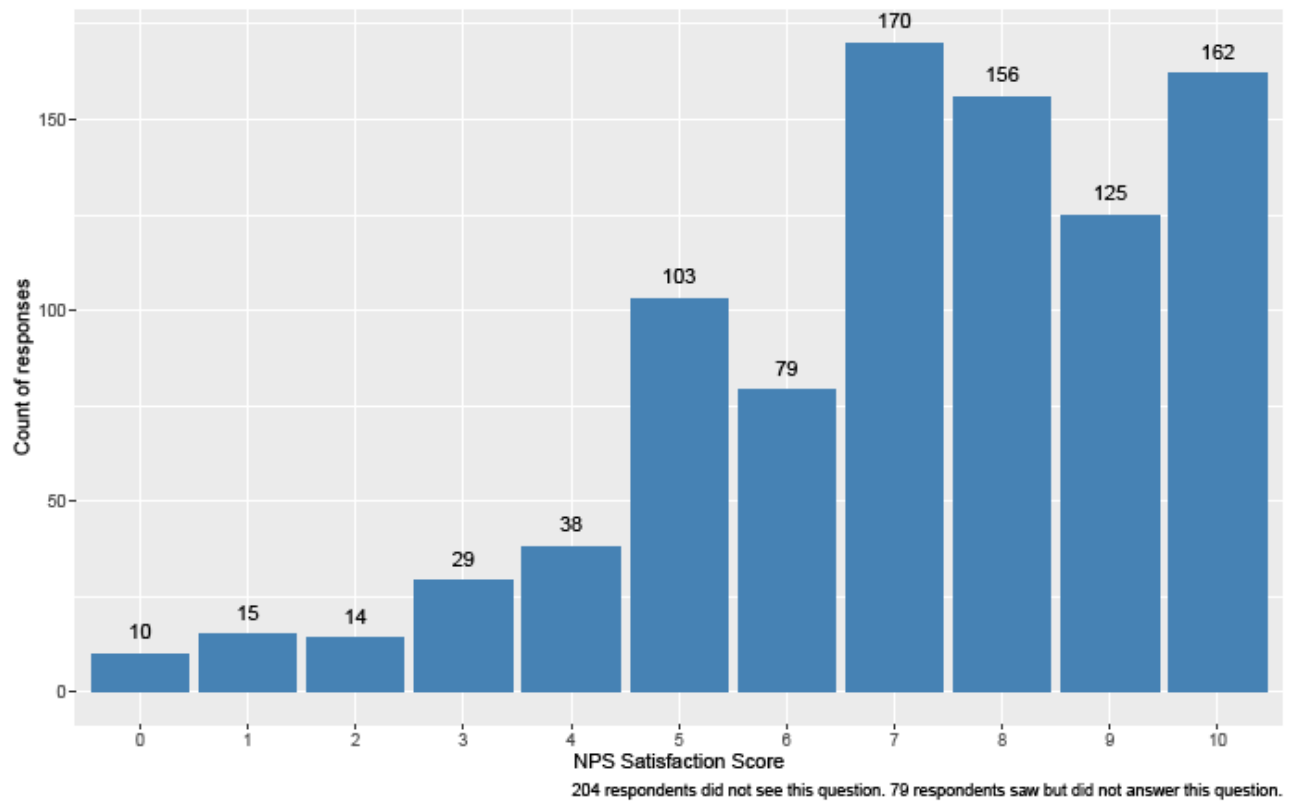
### Net Promoter Score (Q 1)

Respondents were asked to rate the CPD on a scale of 0 – 10 (with 10 being the most satisfied) on how satisfied they were with the agency. They were then sorted into groups according to their Net Promoter Score (NPS)<sup>12</sup>, which is a commonly used metric to determine brand loyalty in customer experience research. Applied here, it helps determine which respondents would be likely to speak highly of and are enthusiastic about the CPD (Promoters, giving ratings of 9 or 10), which are generally satisfied but not enthusiastic (Passives, giving ratings of 7 or 8), and which are dissatisfied with the CPD and likely to speak critically of the agency (Detractors, giving ratings between 0 and 6). The below table and chart show how respondents consider the CPD as an organization based on their NPS groups and individual scores.

CPD Satisfaction NPS Group <sup>1</sup>	Count	Percent
Promoter	287	31.9%
Passive	326	36.2%
Detractor	288	32.0%
Total	901	100.0%

<sup>1</sup>204 respondents did not see this question. 79 respondents saw but did not answer this question.

<sup>12</sup> For more information about the Net Promoter Score (NPS), visit the following reference: <https://www.qualtrics.com/experience-management/customer/net-promoter-score/>  
CPD 2023 Community Survey Final Report



CPD Satisfaction NPS Score	Count	Percentage
0	10	1.1
1	15	1.7
2	14	1.6
3	29	3.2
4	38	4.2
5	103	11.4
6	79	8.8
7	170	18.9
8	156	17.3
9	125	13.9
10	162	18.0

#### Reasons for NPS Score Rating on Satisfaction with CPD (Top 10) (Q 2)

Respondents who were “Promoters” and “Detractors” were asked to describe why they provided their specific CPD satisfaction rating. Following a manual review of these narrative data, a keyword and sentiment analysis identified the

following topics as the 10 commonly mentioned in respondent answers<sup>13</sup>. Additionally, the specific respondent references of these themes were classified by the analyst as expressing a positive, negative, or neutral sentiment<sup>14</sup>.

Keyword NPS	Total Mentions	Positive	Negative	Neutral
Visibility/Presence	89	22	65	2
Traffic enforcement/Driving behavior	80	2	77	1
Crime control/Proactive policing	59	5	54	0
Responsiveness/Follow up	44	30	13	1
Effectiveness	43	29	14	0
General compliment	42	41	0	1
Response time	36	27	9	0
Courteousness/Respectfulness/Attitude	34	26	8	0
Safety	34	26	8	0
Professionalism	29	27	2	0

#### *Satisfaction with CPD's Direction*

The next section of data shows the respondent answers to the following question about the CPD's organizational direction: "Do you think the CPD is moving in the right direction or is it off-track, where 0 = off-track and 10 = right direction?"

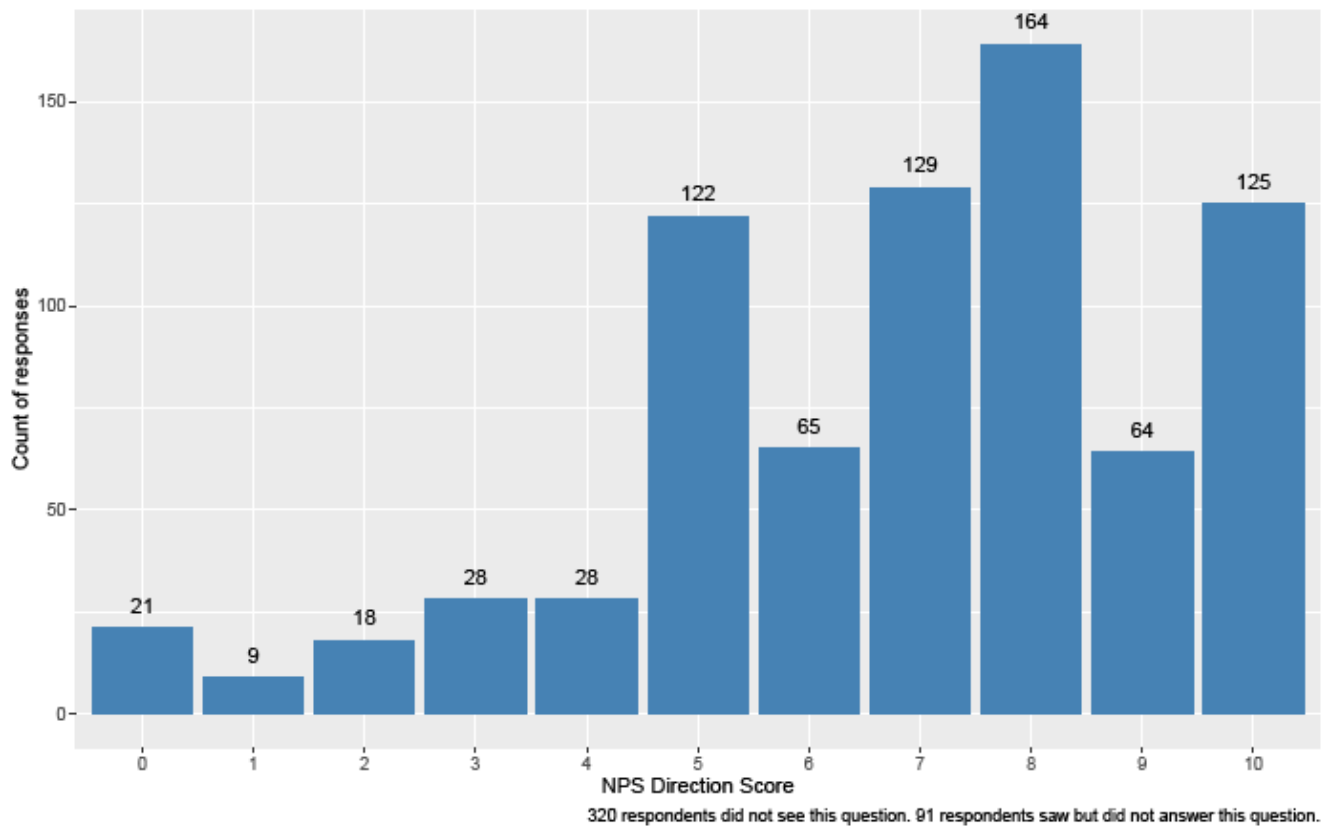
#### *Net Promoter Score (Q 3)*

CPD Direction NPS Group <sup>1</sup>	Count	Percent
Promoter	189	24.5%
Passive	293	37.9%
Detractor	291	37.6%
Total	773	100.0%

<sup>1</sup>320 respondents did not see this question. 91 respondents saw but did not answer this question.

<sup>13</sup> For additional information on this qualitative coding methodology, see Appendix C: Analysis Methodology.

<sup>14</sup> A full list of keywords and their associated sentiments can be found in Appendix D: Keyword and Sentiment Analysis Results.



CPD Direction NPS Score	Count	Percentage
0	21	2.7
1	9	1.2
2	18	2.3
3	28	3.6
4	28	3.6
5	122	15.8
6	65	8.4
7	129	16.7
8	164	21.2
9	64	8.3
10	125	16.2

#### Reasons for NPS Score Rating on CPD Direction (Top 10) (Q 4)

As before, respondents who were “Promoters” and “Detractors” in their ratings on CPD’s direction were asked to describe why they provided their specific scores. The top 10 reasons for providing the rating of the CPD on its direction are shown below<sup>15</sup>.

Keyword Direction	Total Mentions	Positive	Negative	Neutral
Visibility/Presence	56	15	41	0
Crime control/Proactive policing	53	3	48	2
Do not know direction	50	1	2	47
Community outreach/policing/relationships	32	19	13	0
Traffic enforcement/Driving behavior	29	0	29	0
Visible progress	28	6	14	8
Leadership	20	12	5	3
Integrity/Effort	18	15	3	0
Enforcement intensity	15	3	12	0
Equipment/Resources/Staffing/Compensation	12	4	7	1

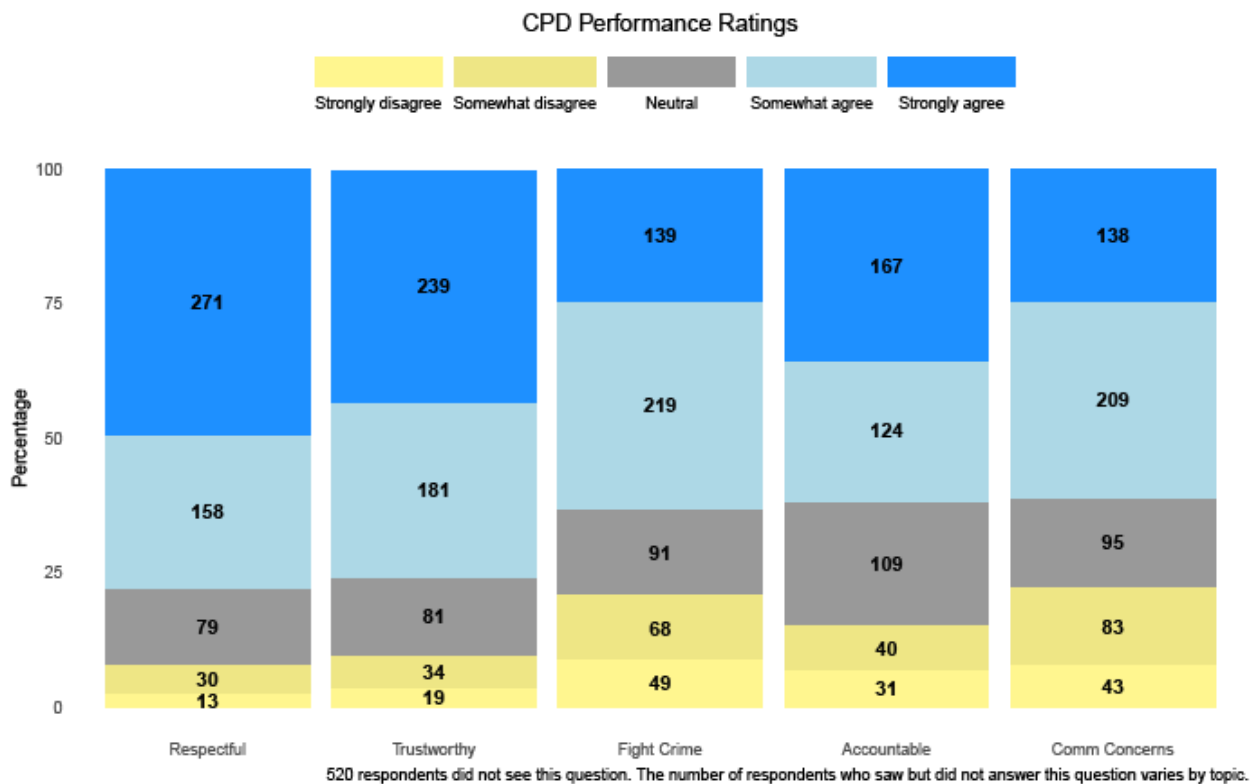
#### CPD Performance – By Topic

##### Extent of Agreement with CPD Performance Statements (Q 5)

This question asked respondents the extent to which they agree or disagree with the following statements about the CPD: “The CPD: is effective in fighting crime, is responsive to community concerns, treats people with respect, is trustworthy, and holds officers accountable for wrong or inappropriate conduct in the community”.

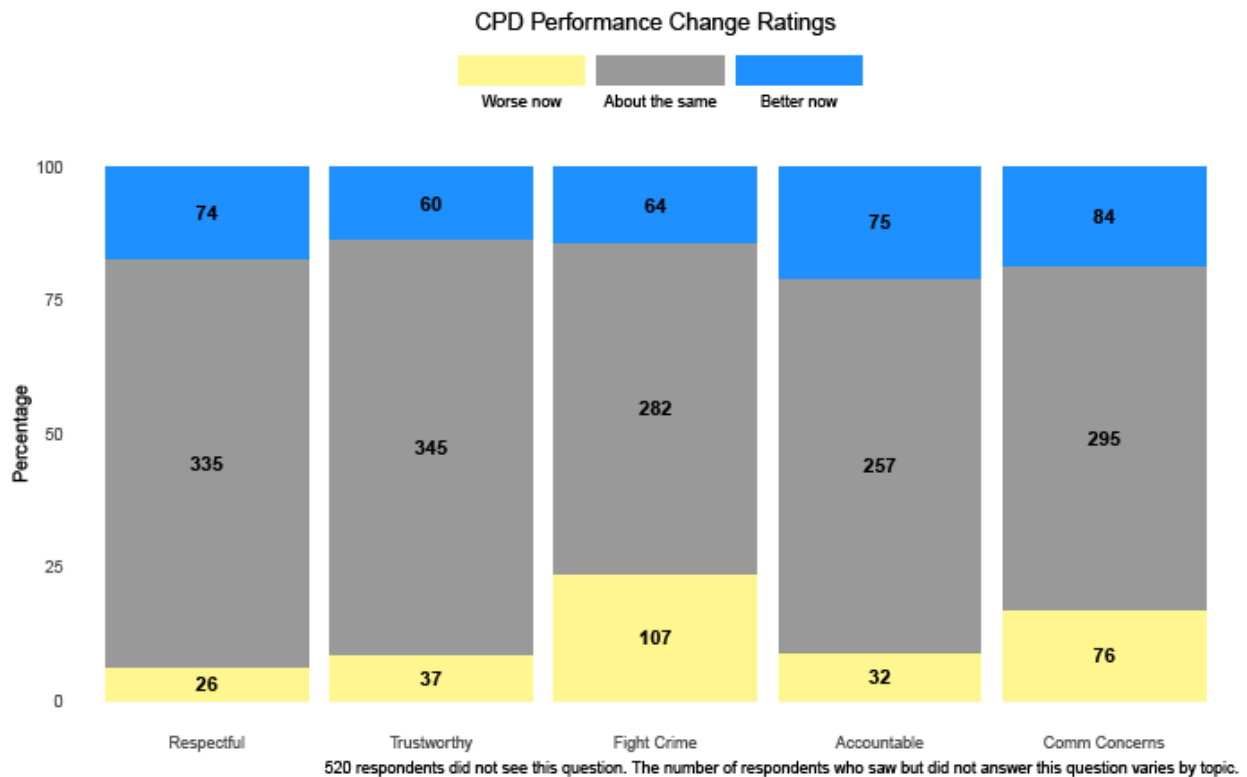
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<sup>15</sup> As previously noted, a full list of keywords and their associated sentiments can be found in Appendix C: Keyword and Sentiments Analysis Results.



#### Perceptions of Change in CPD Performance – By Topic (Q 6)

The following chart shows the respondent perceptions of how the previously expressed opinions have changed since 1/1/2020. This comparative date was selected to provide an indicator or perceived change since the completion of the CPD’s racial bias audit at the end of 2019.

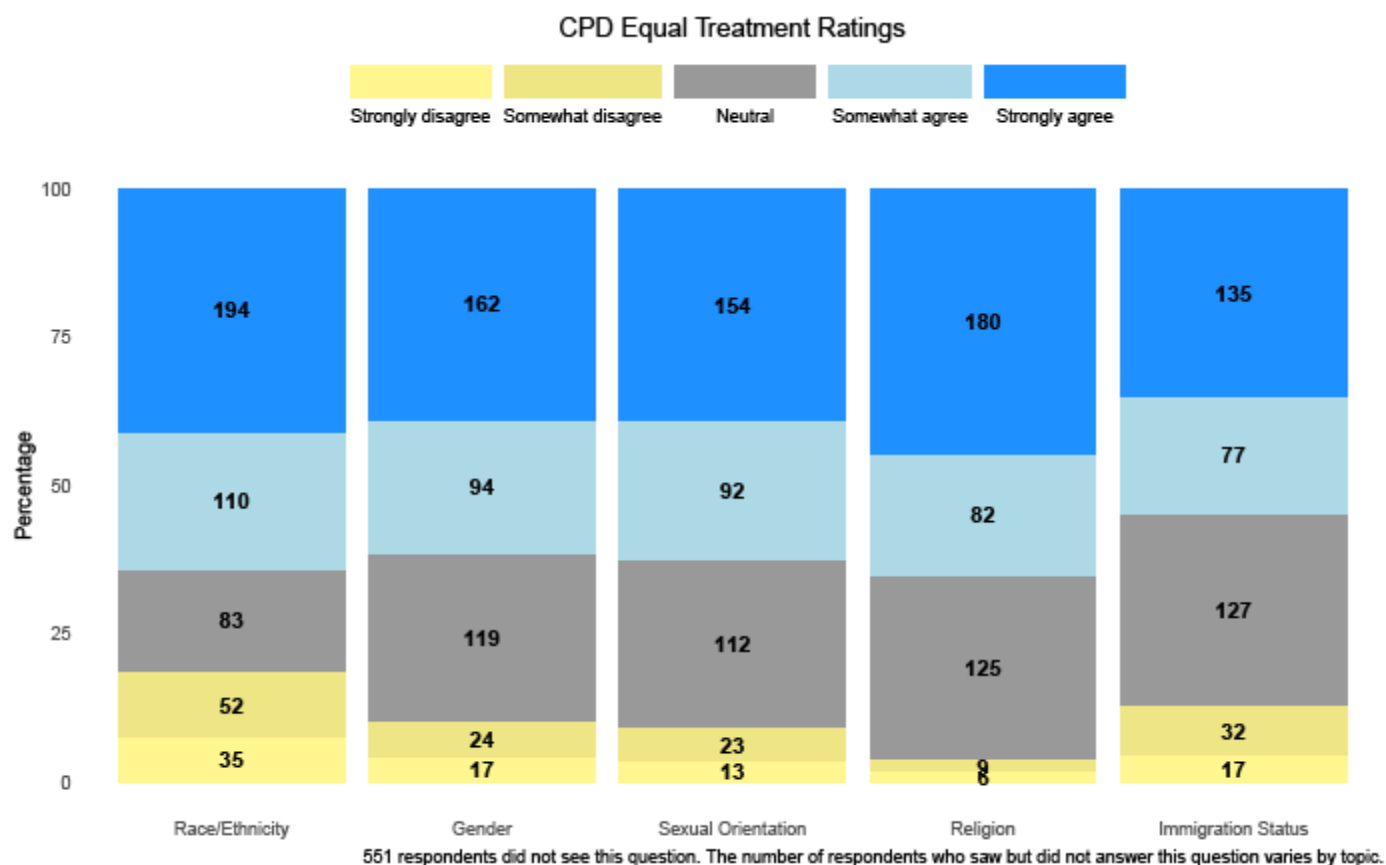


#### CPD Equal Treatment of Groups

### Extent of agreement with CPD Equal Treatment (Q 7)

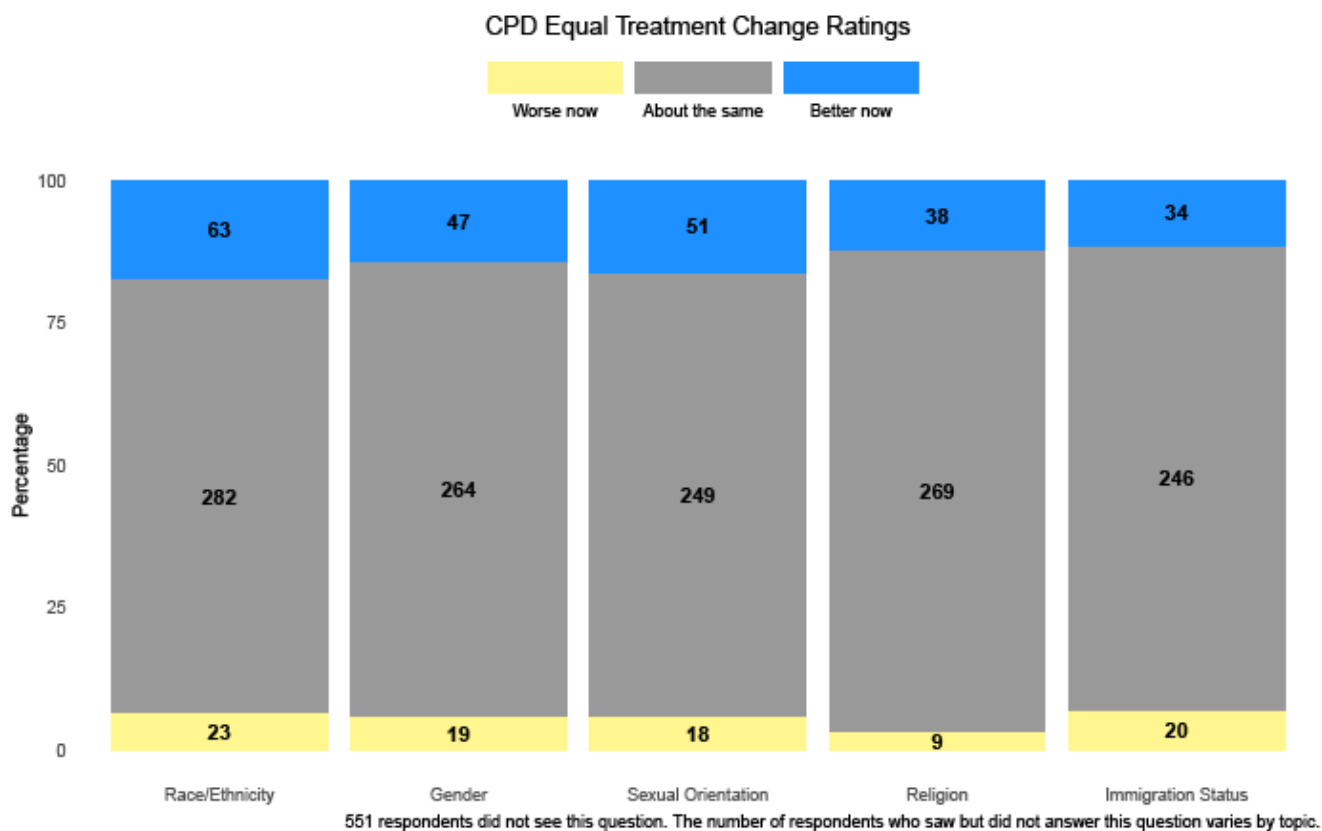
The below chart shows the extent of respondent agreement with the following statements about equal treatment: The CPD treats people equally, regardless of their:

- Race/ethnicity,
- Gender identification
- Sexual orientation
- Religion
- Immigration status



### Perceptions of Change in CPD Equal Treatment (Q 8)

The following chart shows the respondent perceptions of how the previously expressed opinions have changed since 1/1/2020. This comparative date was selected to provide an indicator or perceived change since the completion of the CPD's racial bias audit.



### Fear of Traffic Stops (Q 9)

For this question in the CPD organizational section, respondents were asked: “Have you ever been afraid that you or a close relative will be stopped while driving by the CPD for no apparent reason?”

Fear for Self or Family Member <sup>1</sup>	Count	Percent
Yes	96	16.7%
No	471	81.9%
Other (Could not recode)	8	1.4%
Total	575	100.0%

<sup>1</sup>555 respondents did not see this question. 54 respondents saw but did not answer this question.

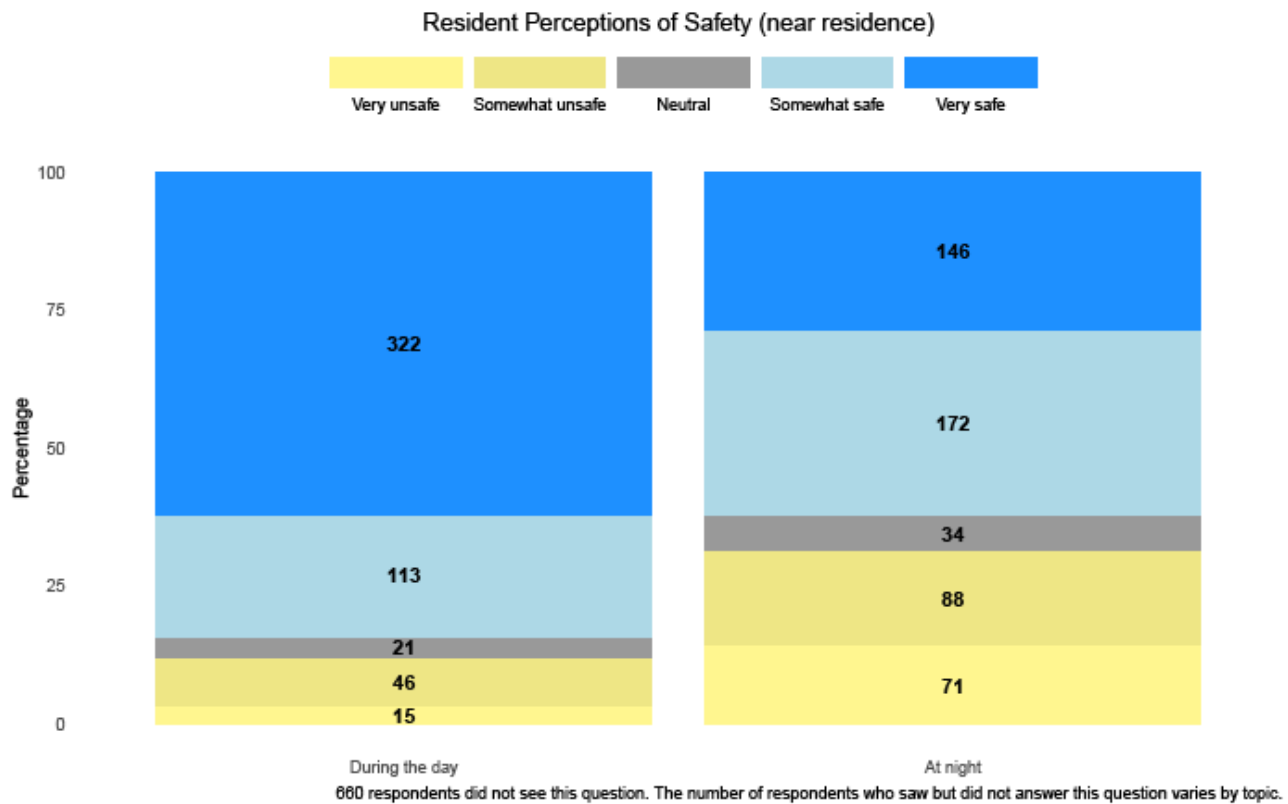
### Perceptions of Safety and Crime

The next section outlines results from respondents on their personal perceptions of safety and concern about specific crimes near their residence and/or place of work/business. This includes the responses to survey questions 11 - 14.

## Residents

### Perceptions of Safety near Residence (Q 11)

Residents of the City of Charleston were asked: “How safe do you feel walking down the street alone within one mile of where you reside?” They were able provide an answer for both daytime and nighttime hours.



### Concern about Crime near Residence (Q 12)

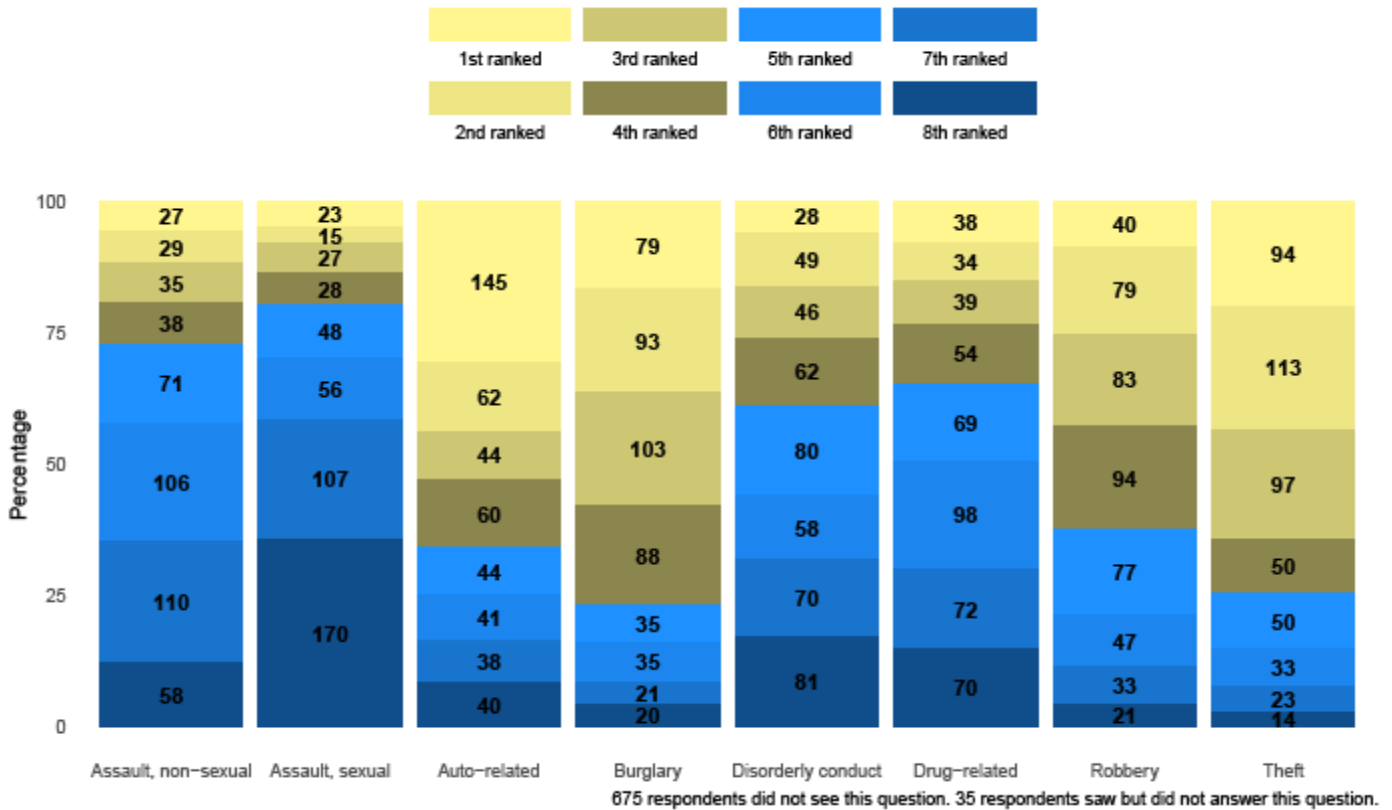
Residents of the City of Charleston were also asked to rate their concern about the following crimes within one mile of where they reside<sup>16</sup>:

- Assault, non-sexual (Including gun violence and domestic violence)
- Assault, sexual (Including rape, child related sexual abuse and computer crimes)
- Auto-related (Including DUI, traffic collisions, traffic violations)
- Burglary (Including residences and businesses)
- Disorderly conduct (Including vagrancy, trespassing, noise violations and public intoxication)
- Drug-related (Including manufacture, sale and use)
- Robbery (Including attempted robbery)
- Theft (Including fraud, identity theft, white-collar crime)

First ranked crimes were considered the most concerning and 8<sup>th</sup> ranked crimes were the least concerning.

<sup>16</sup> Further descriptions of these offense types – shown in the parentheses - were provided via tooltips in the online English and Spanish versions of the survey.

### Resident Crime Concern Rankings (near residence)

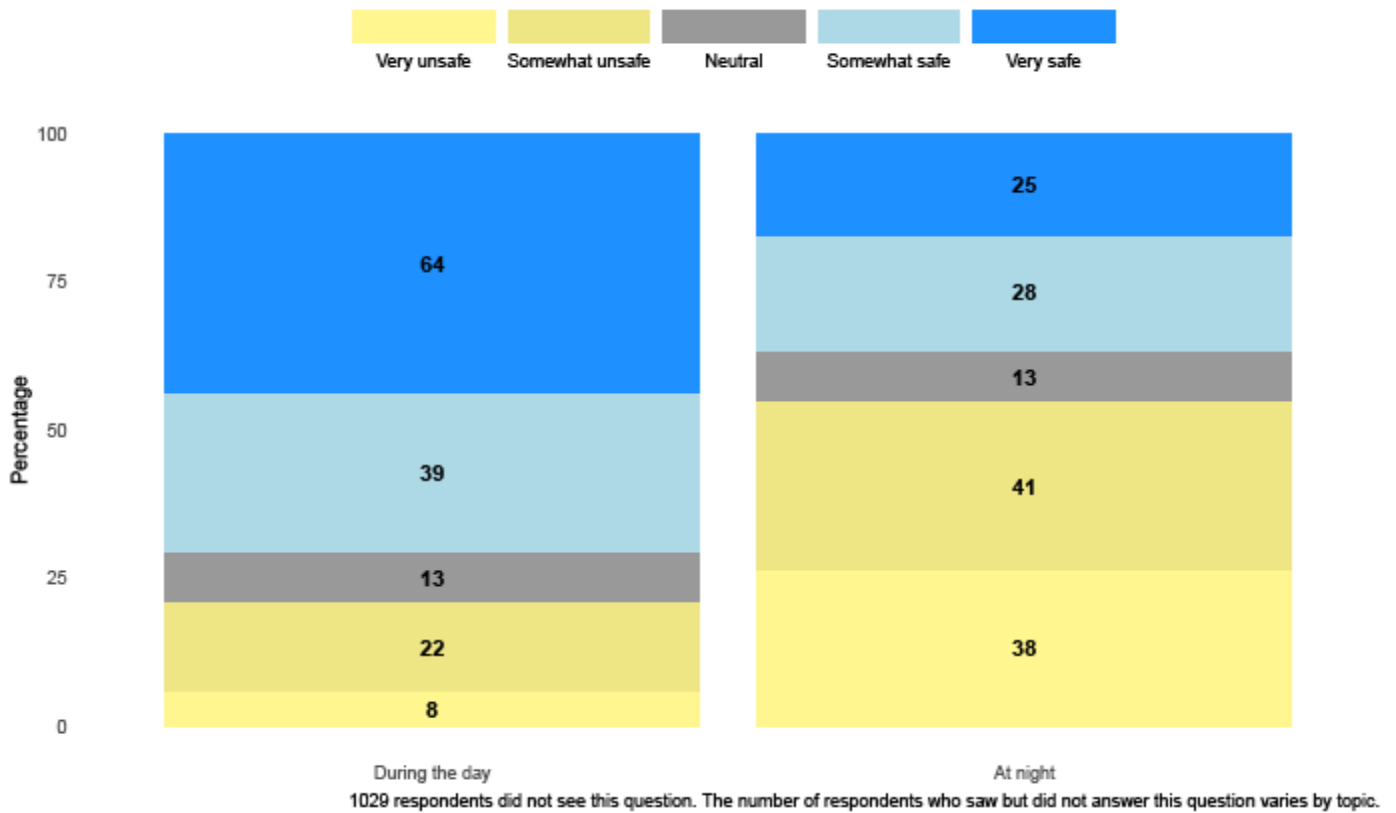


### Workers/Business Owners

#### Perceptions of Safety near Work Location (Q 13)

Respondents who reported that they worked or owned a business in City of Charleston were asked: “How safe do you feel walking down the street alone within one mile of where you work or own a business?” They were able provide an answer for both daytime and nighttime hours.

### Worker Perceptions of Safety (near work location)



### Concern about Crime near Work Location (Q 14)

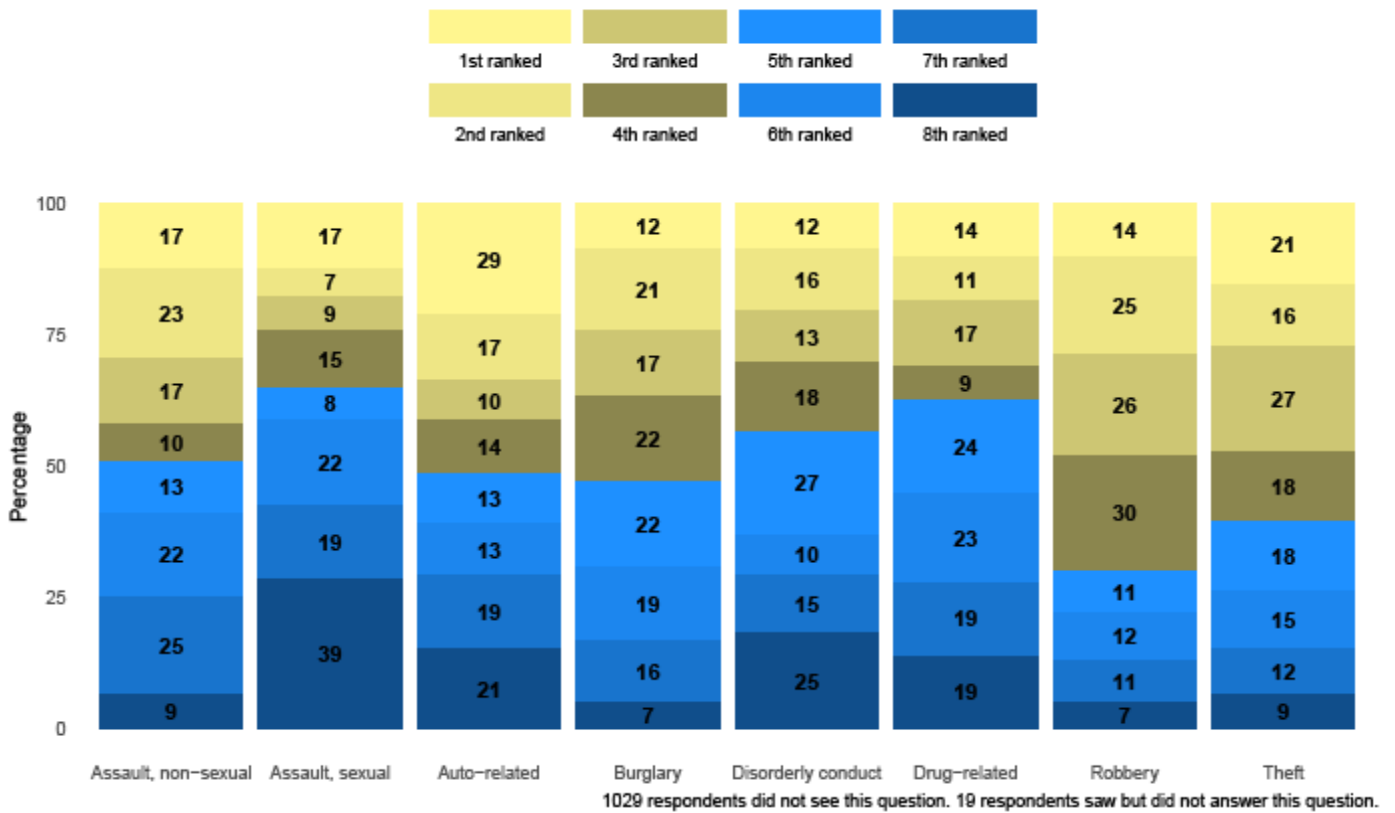
Workers and business owners in the City of Charleston were also asked to rate their concern about the following crimes within one mile of where they work or own a business<sup>17</sup>:

- Assault, non-sexual (Including gun violence and domestic violence)
- Assault, sexual (Including rape, child related sexual abuse and computer crimes)
- Auto-related (Including DUI, traffic collisions, traffic violations)
- Burglary (Including residences and businesses)
- Disorderly conduct (Including vagrancy, trespassing, noise violations and public intoxication)
- Drug-related (Including manufacture, sale and use)
- Robbery (Including attempted robbery)
- Theft (Including fraud, identity theft, white-collar crime)

First ranked crimes were considered the most concerning and 8<sup>th</sup> ranked crimes were the least concerning.

<sup>17</sup> Further descriptions of these offense types – shown in the parentheses - were provided via tooltips in the online English and Spanish versions of the survey.

### Worker Crime Concern Rankings (near work location)



### CPD Community Outreach

The next section asked City of Charleston residents and workers/business owner to share their opinions of CPD community outreach events. It provides the responses to survey questions 15 - 19.

#### CPD Event Attendance (Q 15)

The first question in this section asked respondents whether they had attended a CPD community outreach event.

Attended CPD Outreach Event <sup>1</sup>	Count	Percent
Yes	118	22.1%
No	398	74.5%
Unsure	18	3.4%
Total	534	100.0%

<sup>1</sup>642 respondents did not see this question. 8 respondents saw but did not answer this question.

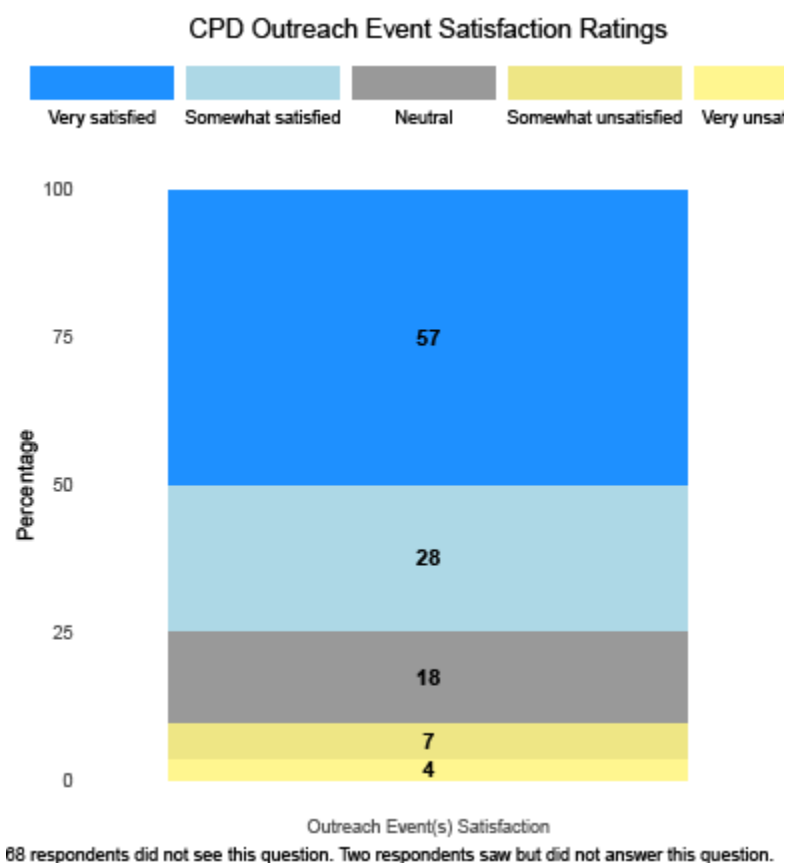
### CPD Specific Events Attended (Q 16)

Those who indicated that they had attended a CPD Outreach Event were asked to report which one or ones that was/were. The 5 most frequently mentioned events comprise the next table<sup>18</sup>.

CPD Event	Total Mentions
Coffee with a Cop events	20
Block parties	12
Neighborhood/community meetings	11
Halloween events	6
National Night Out	6

### Satisfaction with CPD Events Attended (Q 17)

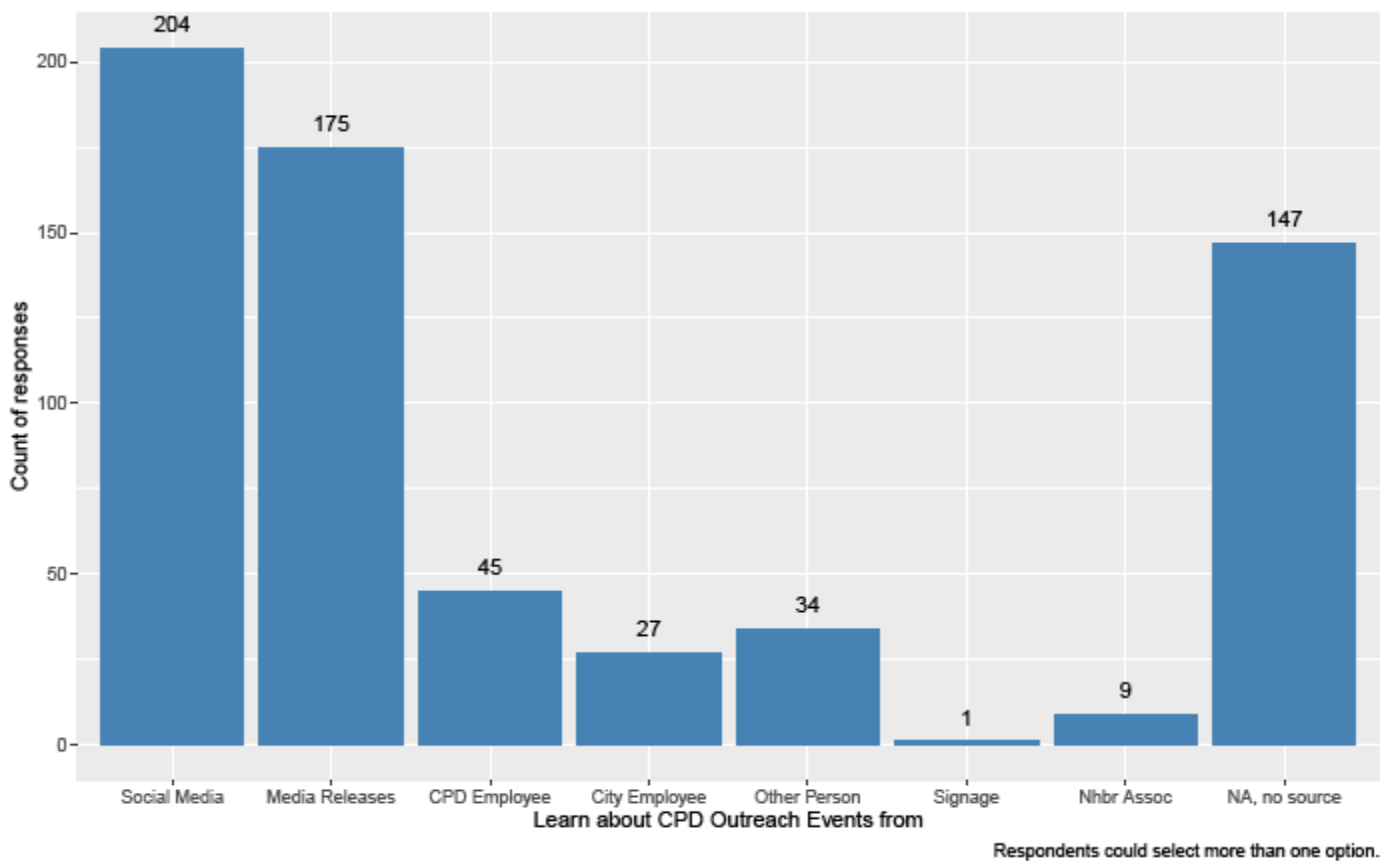
Those respondents who indicated that they had attended a CPD community outreach event were asked to rate their satisfaction with this/these event(s).



<sup>18</sup> A full list of responses is available in Appendix D: Keyword and Sentiment Analysis Results.

### Learn about CPD Events (Q 18)

Those who lived and worked in the City of Charleston were asked how they had previously heard about CPD community outreach events. Prior attendance at a CPD community outreach event was not a condition to have the question presented.



### Suggested Community Outreach Events (Q 19)

Those who lived and worked in the City of Charleston were asked what community outreach events they would like to see offered. The 5 most frequently mentioned responses are listed below<sup>19</sup>.

Suggested Outreach	Total Mentions
Youth events/interaction/athletics	23
Patrols/enforcement	21
Community meetings/forums/discussions	14
Do not want community outreach	13
Neighborhood/HOA meetings and events	13

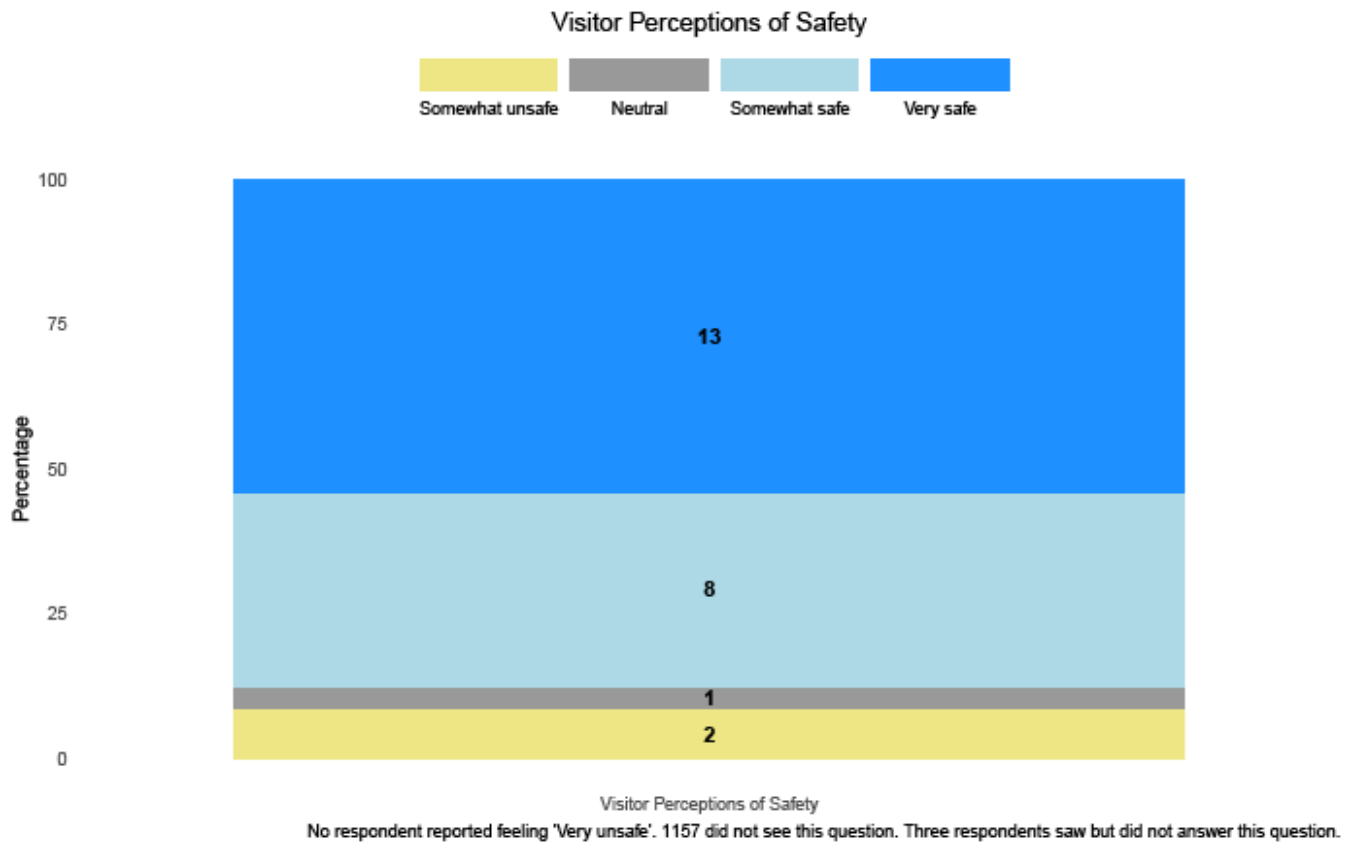
<sup>19</sup> A full list of responses is available in Appendix D: Keyword and Sentiment Analysis Results.

## Visitor Perceptions

The next section asked questions about visitor perceptions of safety while in the City of Charleston. Responses to survey questions 22 and 23 are shown.

### *Visitor Perceptions of Safety (Q 22)*

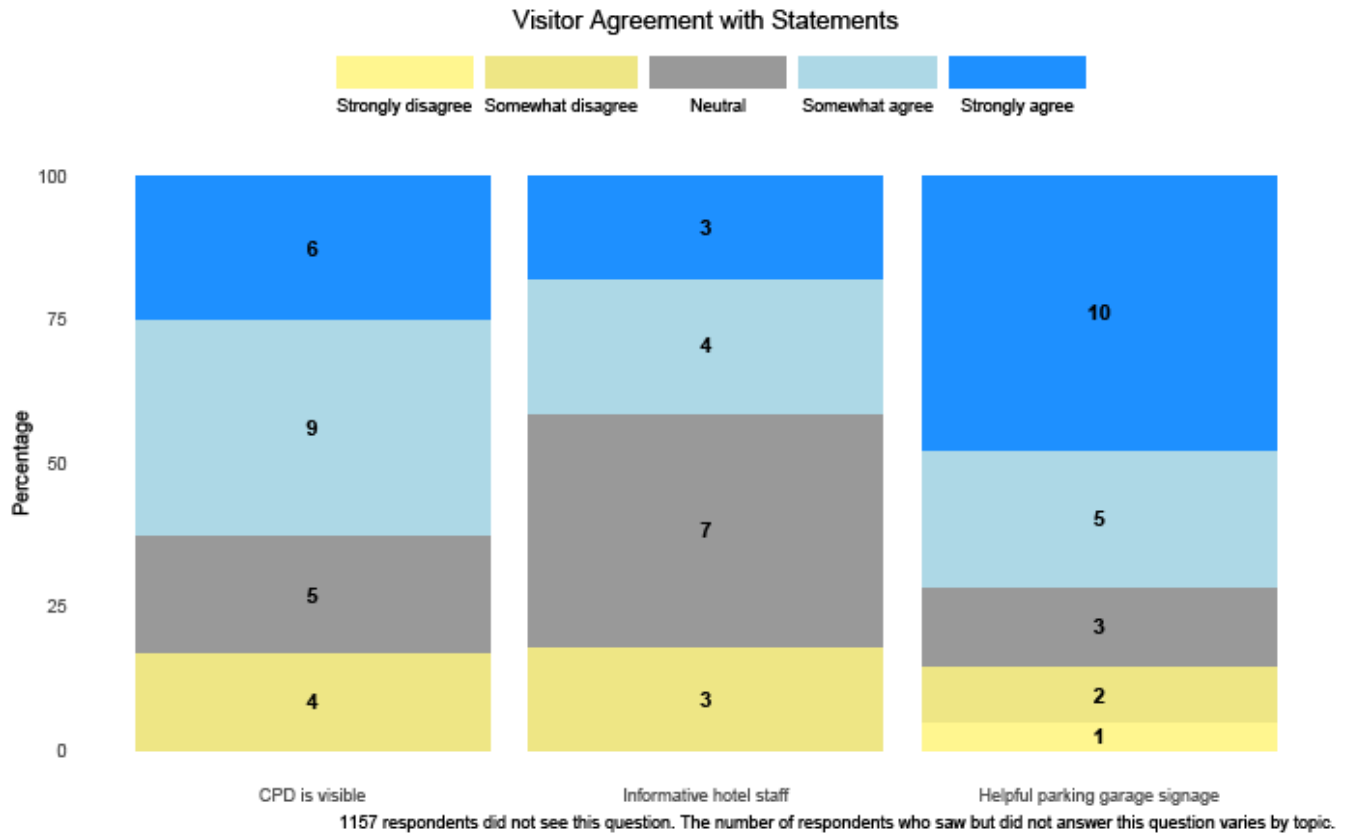
Those respondents who identified as visitors were asked: “How safe did you feel during your most recent visit to the City of Charleston?” Below are the provided responses.



### *Extent of Agreement with Safety Statements (Q 23)*

Visitors were also asked to indicate the extent of their agreement with the following statements:

- I observed the CPD officers often enough to feel safe.
- Staff where I stayed provided appropriate guidance on safety.
- Parking garages displayed appropriate signage for me to protect myself and my valuables.



### Interaction with CPD Officers

The final section in the survey was directed towards respondents who stated that they had had an interaction with CPD officers within the last year. It includes responses to questions 24 – 29.

#### *Prevalence of CPD Officer and Citizen Interaction (Q 24)*

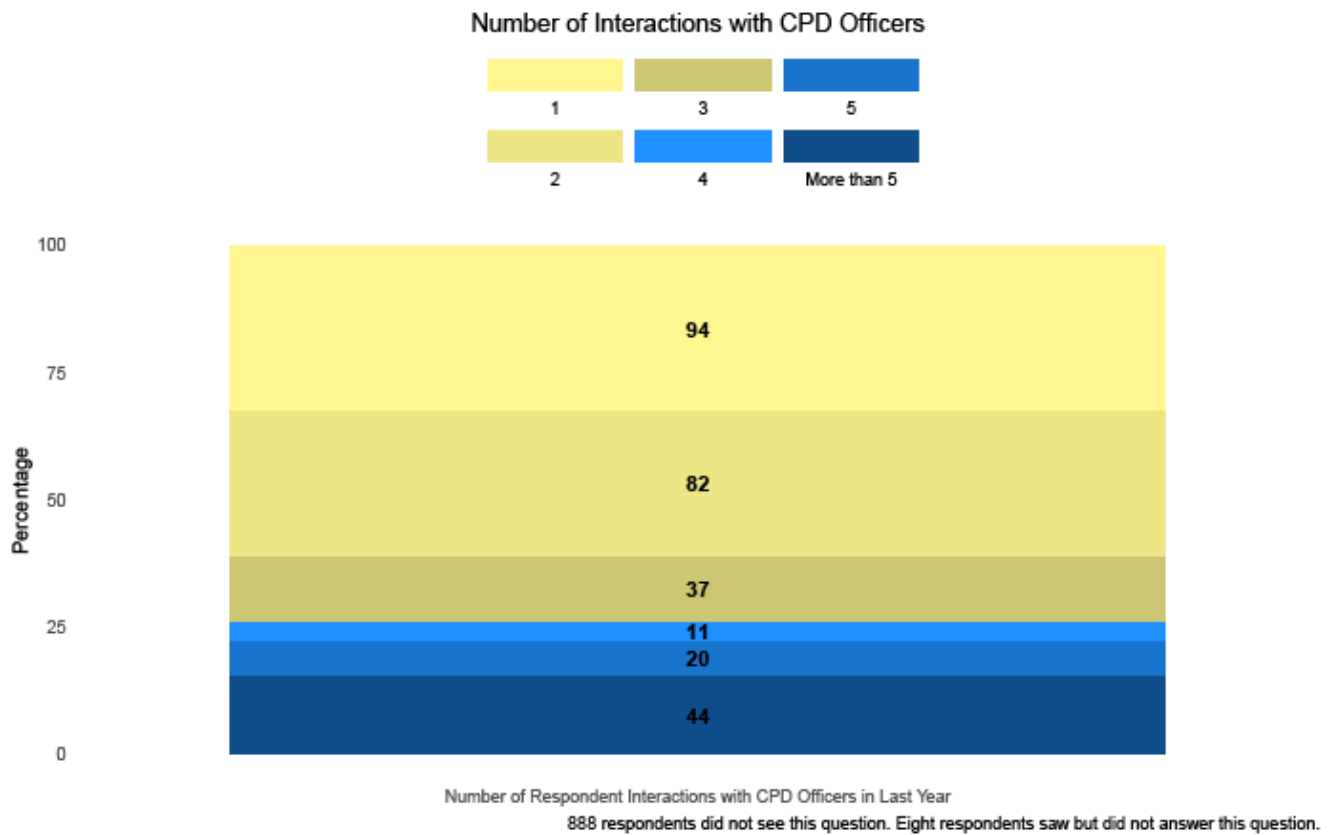
Three hundred and twenty two respondents indicated that they had an interaction with a CPD officer during that timeframe. Some were unsure and, to prevent misidentified interactions with other local law enforcement agencies, these respondents did not see the related follow up questions.

Interacted with CPD Officer (in last year) <sup>1</sup>	Count	Percent
Yes	322	58.5%
No	215	39.1%
Unsure	13	2.4%
Total	550	100.0%

<sup>1</sup>621 respondents did not see this question. 13 respondents saw but did not answer this question.

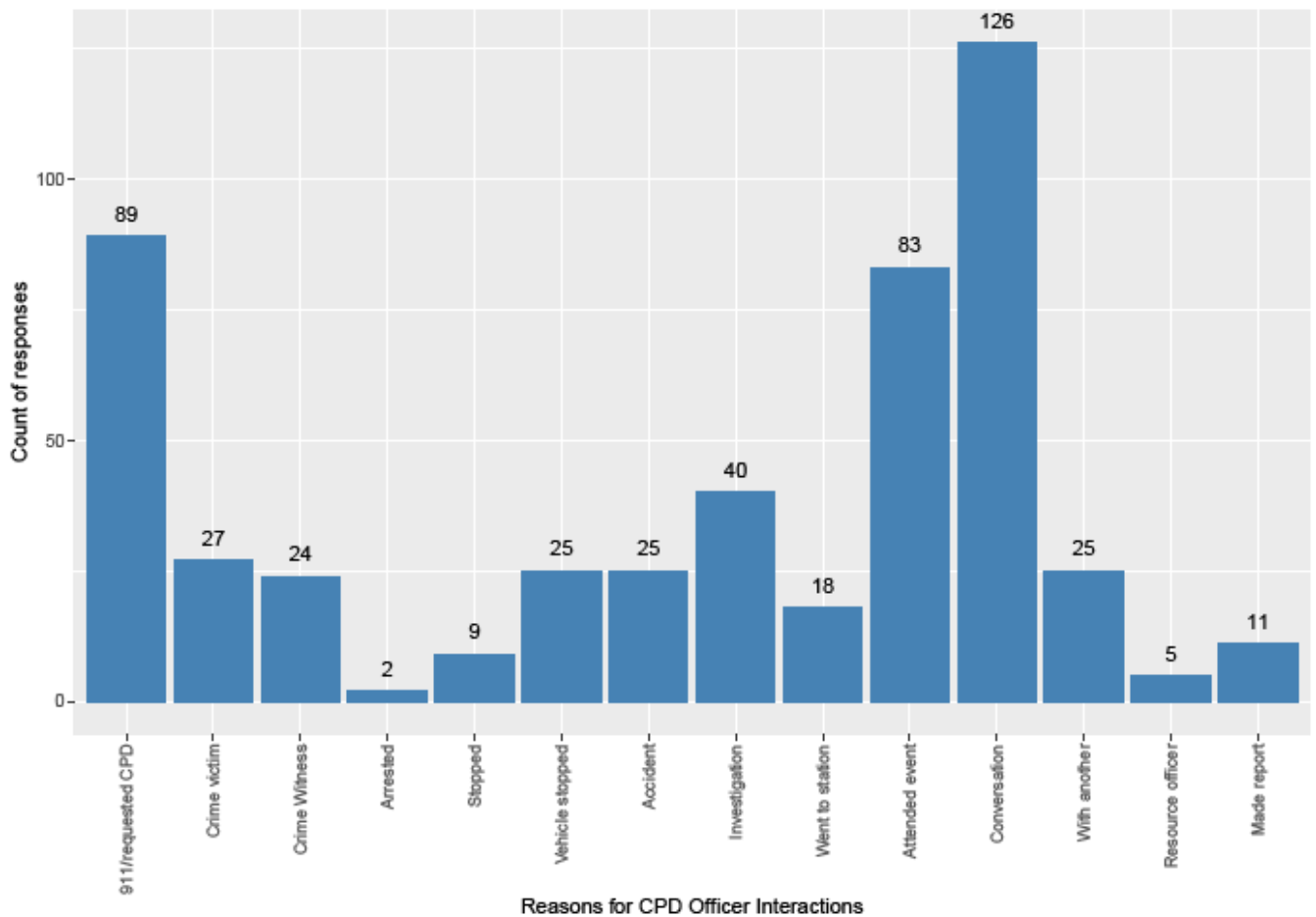
#### *Frequency of CPD Officer and Citizen Interaction (Q 25)*

Those who indicated that they had interacted with a CPD officer within the last year were asked how many times during the same timeframe they had interacted with officers.



#### *Reasons for Last CPD Officer and Citizen Interaction (Q 26)*

Respondents who interacted with CPD officers within the last year were asked to identify all of the reasons that they had interacted with a CPD officer during that timeframe. They could select more than one reason for their most recent interaction.



Respondents could select more than one option.

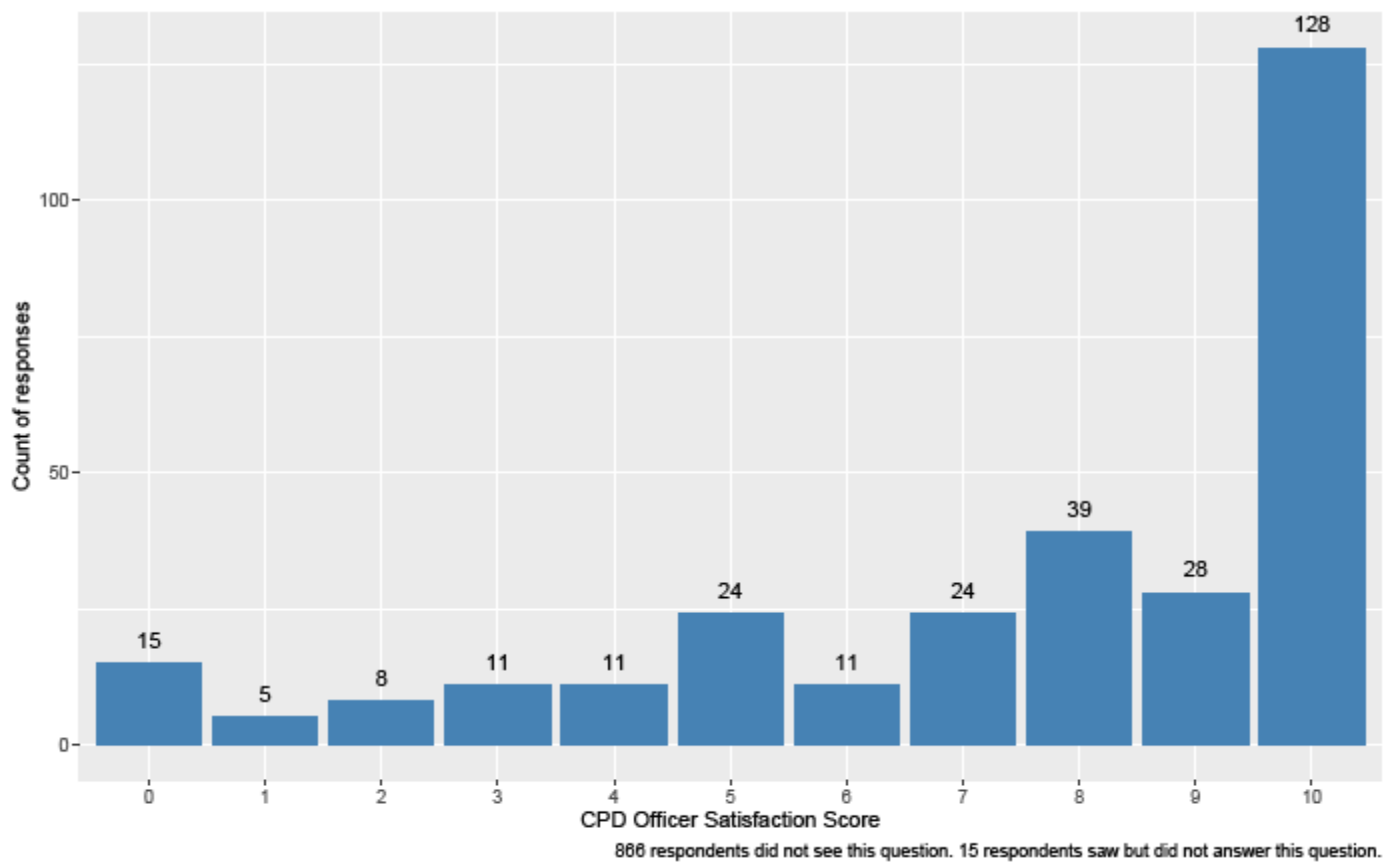
### Overall Satisfaction with Last CPD Officer/Citizen Interaction

#### NPS Score (Q 27)

As before, those respondents were asked to rate, on a scale of 0 – 10 (with 10 being most satisfied), their satisfaction with their last interaction with a CPD officer during the last year. They were then divided into NPS groups according to their reported score.

Officer Satisfaction NPS Group <sup>1</sup>	Count	Percent
Promoter	156	51.3%
Passive	63	20.7%
Detractor	85	28.0%
Total	304	100.0%

<sup>1</sup>865 respondents did not see this question. 15 respondents saw but did not answer this question.



CPD Officer Satisfaction NPS Score	Count	Percentage
0	15	4.9
1	5	1.6
2	8	2.6
3	11	3.6
4	11	3.6
5	24	7.9
6	11	3.6
7	24	7.9
8	39	12.8
9	28	9.2
10	128	42.1

#### Reasons for NPS Score Rating on Satisfaction with Last CPD Officer Interaction (Top 10) (Q 28)

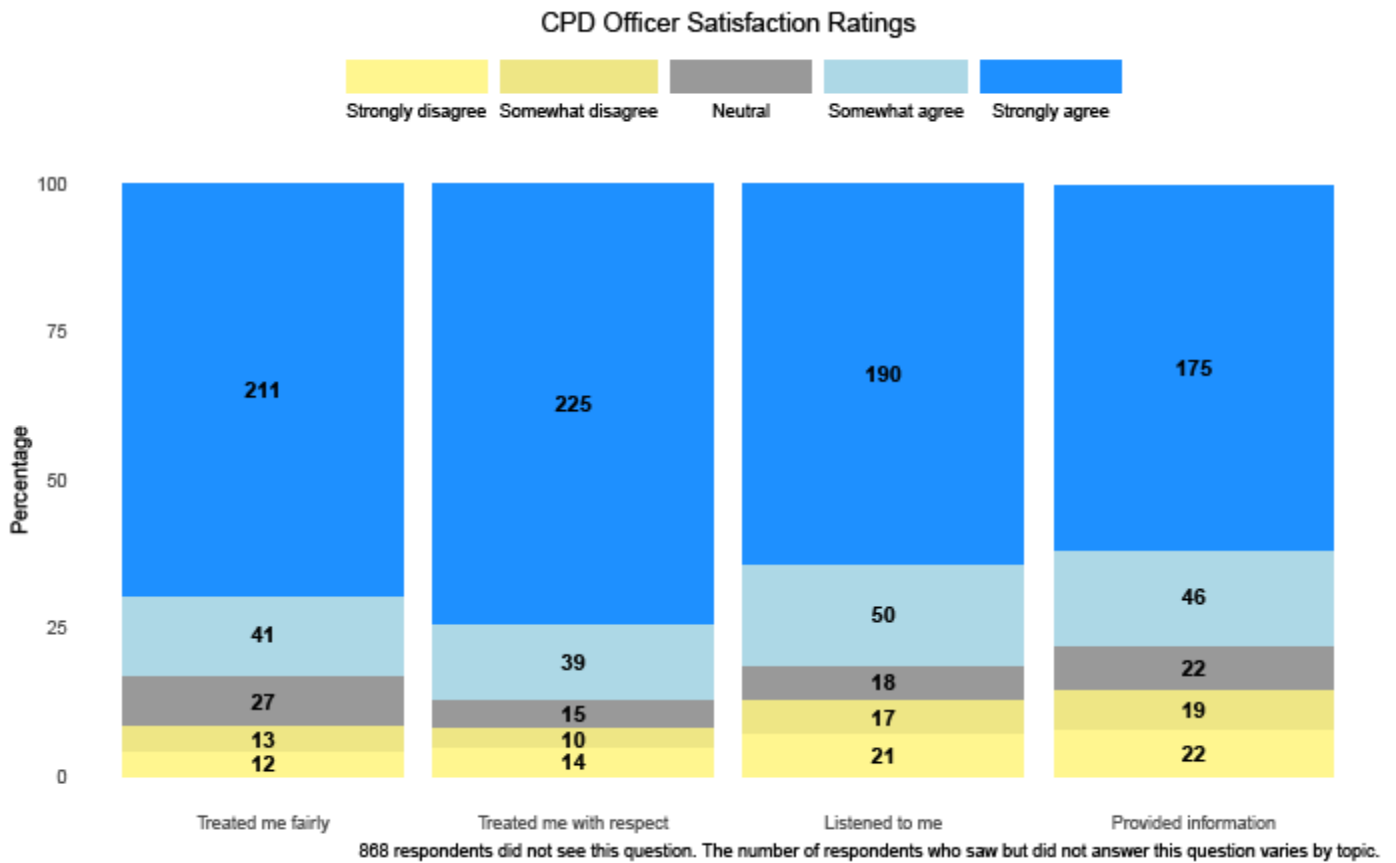
The top 10 reasons for providing the rating of the last interaction with CPD officers during the last year are shown below. As previously noted, a full list of keywords and their associated sentiments can be found in Appendix C: Keyword and Sentiment Analysis Results.

Keyword Officer	Total Mentions	Positive	Negative	Neutral
Courteousness/Friendliness/Politeness	47	46	1	0
Responsiveness/Follow up	29	7	22	0
Professionalism	21	20	1	0
Respectfulness	19	17	2	0
Helpfulness	15	14	0	1
Informative	15	12	3	0
Response time	14	11	3	0
Effectiveness	10	7	3	0
Caring/Empathy	9	5	4	0
Community engagement/Collaborative	9	8	1	0

#### Extent of Agreement with CPD Officer Performance Statements (Q 29)

Respondents were the asked the extent to which they agreed with the following statements about the CPD officer(s) with whom they had their last interaction:

- Treated me fairly
- Treated me with respect
- Listed to what I had to say
- Provided me with appropriate information



### General Comments (Q 30)

Finally, respondents were asked in question 30 to provide any additional information that they wanted to share with the CPD. It could have been anything that the survey did not ask about. The top 5 topics mentioned are listed below<sup>20</sup>.

Comment Topic	Total Mentions
Appreciate department efforts/support department	53
More focus on traffic enforcement	52
More focus on crime control/prevention	33
Police must patrol/be visible	24
Department needs more pay/benefits/staffing/resources	12

<sup>20</sup> A full list of responses is available in Appendix D: Keyword and Sentiment Analysis Results.

## Appendices

### Appendix A: Survey Content – English Paper Version

#### City of Charleston Police Department Community Survey

**Welcome to the Charleston Police Department (CPD) Community Survey!** This survey was created and distributed by the CPD, in collaboration with the Charleston Citizen Police Advisory Council (CPAC). The CPAC was created to facilitate the involvement of the residents and business owners representing neighborhoods and communities in Charleston to improve policing and strengthen the connection between the citizens and the CPD. The CPD and CPAC engage in open dialogue to increase understanding and promote public safety.

Your feedback is important and will help the CPD improve its interactions with and service to the community. This survey fulfills an important part of the CPD's Strategic Leadership Plan, helps identify changes in community perceptions of the CPD's performance, and creates a benchmark for future work in this area. The survey will ask questions about general attitudes towards the CPD's efforts, its performance in regard to bias, changes in how you perceive the CPD's tactics and practices, and your personal safety.

This survey is anonymous and does not collect personally identifying information (including your name, home address, and IP address). All respondents will be given the option to provide an email address if they would like to have the survey results sent to them, but this is entirely voluntary. If you provide any comments, they will not be identified as belonging to you. Instead, they will be combined with those gathered from other survey participants and reported as part of a group. Moving forward indicates that you agree to take the survey, which is designed to be completed in one sitting. Anyone can complete the survey and responses will be collected until August 20<sup>th</sup>. **Thank you for participating!**

Keep in mind as you answer the questions that, while there are many services that the city of Charleston provides, **this survey is focused on policing and the performance of the Charleston Police**

CPD Community Survey

Department (CPD). Please only respond based on your thoughts about and interactions with *this department*. For your reference, on the next page are pictures of a CPD officer sleeve patch and vehicle.

#### CPD Sleeve Patch



#### CPD Vehicle



1. Overall, how satisfied are you with the CPD? Please circle below.

Very Unsatisfied												Very Satisfied
0	1	2	3	4	5	6	7	8	9	10		

2. Please explain why you provided the previous satisfaction score for the CPD.

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3. Do you think the CPD is **moving in the right direction** or is it **off-track**, where 0= off-track and 10= right direction? Please circle below.

Off-Track												Moving in the right direction
0	1	2	3	4	5	6	7	8	9	10		

Page 1 of 8

4. Please explain why you provided the **previous score** for the CPD, where 0 is off-track and 10 is moving in the right direction.

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5. Please indicate the extent to which you agree or disagree with each of the below statements about the CPD.

	The CPD:					
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	No opinion
Is effective in fighting crime.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Is responsive to community concerns.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Treats people with respect.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Is trustworthy.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Holds officers accountable for wrong or inappropriate conduct in the community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

6. How has your opinion about the CPD changed since 1/1/2020?

	How has your opinion changed since 1/1/2020?			
	Better now	About the same	Worse now	No opinion
Is effective in fighting crime.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Is responsive to community concerns.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Treats people with respect.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Is trustworthy.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Holds officers accountable for wrong or inappropriate conduct in the community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

7. Please indicate the extent to which you agree or disagree with each of the below statements.

	The CPD treats people equally, regardless of their:					
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	No opinion
Race / ethnicity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Gender identification (e.g., male, female, non-binary)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sexual orientation (e.g., straight, lesbian, gay, bisexual, transgender, queer)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Religion	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Immigration status	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

8. How has your opinion about the CPD's equal treatment of people based on the below attributes changed since 1/1/2020?

	How has your opinion changed since 1/1/2020?			
	Better now	About the same	Worse now	No opinion
Race / ethnicity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Gender identification (e.g., male, female, non-binary)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sexual orientation (e.g., straight, lesbian, gay, bisexual, transgender, queer)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Religion	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Immigration status	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9. Have you ever been afraid that you or a close relative will be stopped while driving by the CPD for no apparent reason?

- ☐ Yes
- ☐ No
- ☐ Other, please specify: \_\_\_\_\_

10. Please select all of the following descriptions that apply to you:

- ☐ I am a city of Charleston resident (full or part time)
- ☐ I work and / or own a business in the city of Charleston
- ☐ I do not reside (full or part time), work, or own a business in the city of Charleston (*Skip to Question 20 on page 5*)

11. City of Charleston residents only: How safe do you feel walking down the street alone within one mile of where you reside?

	Very safe	Somewhat safe	Neutral	Somewhat unsafe	Very unsafe	No opinion
During the day	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
At night	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

12. City of Charleston residents only: How concerned are you about the following crimes within one mile of where you reside? Please rank these choices from 1 (most concerned) to 8 (least concerned).

- \_\_\_\_\_ Assault, non-sexual
- \_\_\_\_\_ Assault, sexual
- \_\_\_\_\_ Auto-related
- \_\_\_\_\_ Burglary
- \_\_\_\_\_ Disorderly conduct
- \_\_\_\_\_ Drug-related
- \_\_\_\_\_ Robbery
- \_\_\_\_\_ Theft

**13. City of Charleston workers and business owners only:** How safe do you feel walking down the street alone within one mile of where you work or own a business?

	Very safe	Somewhat safe	Neutral	Somewhat unsafe	Very unsafe	No opinion
During the day	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
At night	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**14. City of Charleston workers and business owners only:** How concerned are you about the following crimes within one mile of where you work or own a business? Please rank these choices from **1 (most concerned)** to **8 (least concerned)**.

- \_\_\_\_\_ Assault, non-sexual
- \_\_\_\_\_ Assault, sexual
- \_\_\_\_\_ Auto-related
- \_\_\_\_\_ Burglary
- \_\_\_\_\_ Disorderly conduct
- \_\_\_\_\_ Drug-related
- \_\_\_\_\_ Robbery
- \_\_\_\_\_ Theft

The CPD hosts different events where police officers and community members can get to know each other. Some examples include the Police Citizens Academy, "Coffee with a Cop", movie nights, juvenile sporting events, and block parties. In the next set of questions, these types of initiatives are collectively referred to as "community outreach events".

CPD Community Survey

**15. City of Charleston residents, workers, and business owners only:** Have you attended a CPD community outreach event?

- ☐ Yes
- ☐ No
- ☐ I am not sure

**16. City of Charleston residents, workers, and business owners only:** If you have attended a CPD community outreach event, which CPD community outreach event(s) have you attended?

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**17. City of Charleston residents, workers and business owners only:** How satisfied are you with the CPD's community outreach event(s) that you attended?

- ☐ Very satisfied
- ☐ Somewhat satisfied
- ☐ Neutral
- ☐ Somewhat unsatisfied
- ☐ Very unsatisfied
- ☐ No opinion
- ☐ Does not apply; I have not attended any CPD community outreach events.

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**18. City of Charleston residents, workers and business owners only:** How have you learned about the CPD's community outreach events? Select all that apply.

- ☐ Social media (Facebook, Instagram, Twitter)
- ☐ Media reports (newspapers, TV news, radio, internet news stories)
- ☐ From a CPD employee
- ☐ From a City of Charleston employee
- ☐ From a person who is not employed by the CPD or City of Charleston
- ☐ Other (please specify): \_\_\_\_\_
- ☐ Does not apply; I have not learned about CPD's community outreach events from any source

**19. City of Charleston residents, workers and business owners only:** What types of community outreach events would you like to see offered? *(Then skip to question 24 on page 6)*

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**20. City of Charleston visitors only:** Which of the following best describes you?:

- ☐ I am a regular visitor to the city of Charleston
  - ☐ I am a tourist who does not regularly visit the city of Charleston
  - ☐ Other, please specify: \_\_\_\_\_
- 
- 

CPD Community Survey

**21. City of Charleston visitors only:** Please select the statement below that best describes the location of your primary residence:

- ☐ I reside within the state of South Carolina, but not within the City of Charleston
- ☐ I reside within the United States, but not within the state of South Carolina
- ☐ I reside in a country outside of the United States
- ☐ Other, please specify: \_\_\_\_\_

**22. City of Charleston visitors only:** How safe did you feel during your most recent visit to the City of Charleston?

- ☐ Very safe
- ☐ Somewhat safe
- ☐ Neutral
- ☐ Somewhat unsafe
- ☐ Very unsafe
- ☐ No opinion

**23. City of Charleston visitors only:** Based on your most recent visit to the City of Charleston, please indicate whether you agree or disagree with the following statements:

	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	No opinion
I observed CPD officers often enough to feel safe.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Staff where I stayed provided appropriate guidance on safety.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Parking garages displayed appropriate signage for me to protect myself and my valuables.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

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24. Have you interacted with a CPD officer within the last year?

- ☐ Yes
- ☐ No (*Skip to Question 30 on page 7*)
- ☐ I am not sure (*Skip to Question 30 on page 7*)

25. Those who have interacted with a CPD officer within the last year only: How many times have you interacted with CPD officer(s) within the last year? \_\_\_\_\_

26. Those who have interacted with a CPD officer within the last year only: Please select all the reasons for your most recent interaction with CPD officer(s) within the last year. ☐

- ☐ I called 911 / requested the police respond to my location
- ☐ I was a crime victim
- ☐ I was a crime witness
- ☐ I was arrested
- ☐ I was stopped on the street by CPD officer(s)
- ☐ I was in a vehicle that was stopped by CPD officer(s)
- ☐ I was in a traffic accident
- ☐ CPD officer(s) contacted me as part of an investigation
- ☐ I went to a CPD station / office for assistance
- ☐ I attended an event and interacted with CPD officer(s)
- ☐ CPD officer(s) and I just struck up a conversation
- ☐ I was with someone else who mainly had contact with CPD officer(s)
- ☐ Other (please describe) \_\_\_\_\_

27. Those who have interacted with a CPD officer within the last year only: How satisfied were you with the outcome of your most recent interaction with CPD officer(s) within the last year? Please circle below.

Very											Very
Unsatisfied											Satisfied
0	1	2	3	4	5	6	7	8	9	10	

28. Those who have interacted with a CPD officer within the last year only: Please explain why you provided the previous satisfaction score out of 10 for your most recent interaction with CPD officer(s) within the last year.

29. Those who have interacted with a CPD officer within the last year only: How much do you agree or disagree with the following statements about your most recent interaction with CPD officer(s) within the last year?

	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	No opinion
Treated me fairly.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Treated me with respect.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Listened to what I had to say.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provided me with appropriate information.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

30. In the box below, please provide any additional information that you would like the CPD to know. This can include anything you would like to share with the CPD that the survey did not ask about.

CPD Community Survey

31. Please indicate your gender.

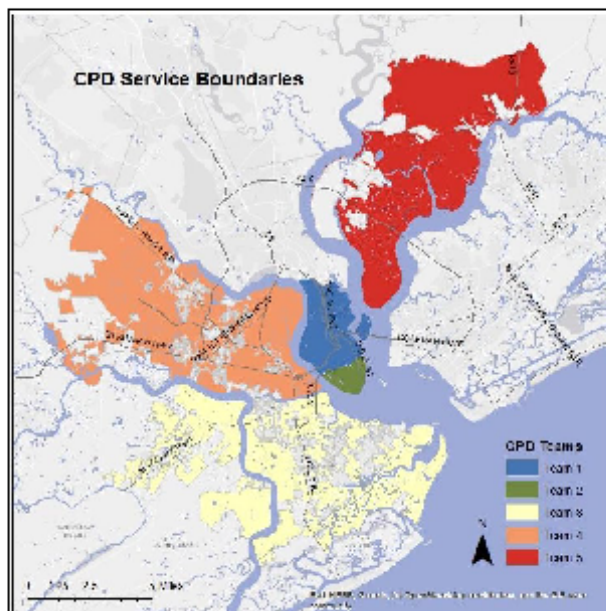
- ☐ Female
- ☐ Male
- ☐ Non-binary
- ☐ Other (please specify): \_\_\_\_\_
- ☐ I prefer not to answer

32. Please choose the race / ethnicity description(s) with which you identify. Select all that apply.

- ☐ African American / Black
- ☐ American Indian / Alaska Native / Native American / Indigenous
- ☐ Asian
- ☐ Hispanic / Latinx
- ☐ Middle Eastern or Northern African
- ☐ Native Hawaiian or Pacific Islander
- ☐ White / Caucasian
- ☐ Other (please specify): \_\_\_\_\_
- ☐ I prefer not to answer

33. What is your age (in years)? \_\_\_\_\_

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34. **City of Charleston residents only:** In which area of the city of Charleston do you **reside**?

- ☐ Blue section - Calhoun Street North to North Charleston - Team 1
- ☐ Green section - Calhoun Street South to Murray Blvd/Ashley River - Team 2
- ☐ Yellow section - James and Johns Islands - Team 3
- ☐ Orange section - West Ashley - Team 4
- ☐ Red section - Daniel Island, Clements Ferry Road and incorporated areas - Team 5
- ☐ I am not sure. My residential zip code is: \_\_\_\_\_
- ☐ None of the above. My residential zip code is: \_\_\_\_\_
- ☐ I prefer not to answer

CPD Community Survey

35. **City of Charleston residents only:** How many years have you **resided** here? \_\_\_\_\_

36. **City of Charleston workers and business owners only:** In which area of the city of Charleston do you **work or own a business**?

- ☐ Blue section - Calhoun Street North to North Charleston - Team 1
- ☐ Green section - Calhoun Street South to Murray Blvd/Ashley River - Team 2
- ☐ Yellow section - James and Johns Islands - Team 3
- ☐ Orange section - West Ashley - Team 4
- ☐ Red section - Daniel Island, Clements Ferry Road and incorporated areas - Team 5
- ☐ I am not sure. My work/business zip code is: \_\_\_\_\_
- ☐ None of the above. My work/business zip code is: \_\_\_\_\_
- ☐ I prefer not to answer

37. **City of Charleston workers and business owners only:** How many years have you **worked or owned a business** here? \_\_\_\_\_

38. Would you like to receive a copy of summary findings from this survey?

If you are interested and **voluntarily** provide your email address, the CPD will email you a brief report with an overview of the results. This, however, is not the only way to view a copy of the survey findings. The CPD will make the survey results available through other public forums, including on its website and by releasing the information to the City of Charleston.

Email address: \_\_\_\_\_

**This is the end of the survey.**

The CPD and CPAC thank you for your participation! You have helped the CPD improve and better serve the Charleston community.

Page 8 of 8

### **Encuesta Comunitaria del Departamento de Policía de Charleston**

¡Bienvenido a la Encuesta Comunitaria del Departamento de Policía de Charleston (CPD)! Esta encuesta fue creada y distribuida por el CPD, en colaboración con el Consejo Asesor de la Policía Ciudadana de Charleston (CPAC). El CPAC se creó para facilitar la participación de los residentes y dueños de negocios que representan a los vecindarios y comunidades de Charleston para mejorar la vigilancia y fortalecer la conexión entre los ciudadanos y el CPD. El CPD y el CPAC participan en un diálogo abierto para aumentar la comprensión y promover la seguridad pública.

Sus comentarios son importantes y ayudarán al CPD a mejorar sus interacciones y el servicio a la comunidad. Esta encuesta cumple con una parte importante del Plan de Liderazgo Estratégico del CPD, ayuda a identificar cambios en las percepciones de la comunidad sobre el desempeño del CPD y crea un punto de referencia para el trabajo futuro en esta área. La encuesta hará preguntas sobre las actitudes generales hacia los esfuerzos del CPD, su desempeño con respecto al sesgo, los cambios en la forma en que percibe las tácticas y prácticas del CPD y su seguridad personal.

Esta encuesta es anónima y no recopila información de identificación personal (incluido su nombre, domicilio y dirección IP). Todos los encuestados tendrán la opción de proporcionar una dirección de correo electrónico si desean que se les envíen los resultados de la encuesta, pero esto es totalmente voluntario. Si proporciona algún comentario, no se identificará como perteneciente a usted. En su lugar, se combinarán con los recopilados de otros participantes de la encuesta y se informarán como parte de un grupo.

Avanzar indica que acepta realizar la encuesta, que está diseñada para completarse en una sola sesión. Cualquiera puede completar la

Encuesta Comunitaria de CPD

encuesta y las respuestas se recopilarán hasta el 20 de agosto.  
¡Gracias por participar!

Al responder las preguntas, tenga en cuenta que, si bien la ciudad de Charleston brinda muchos servicios, **esta encuesta se enfoca en la vigilancia y el desempeño del Departamento de Policía de Charleston (CPD)**. Responda únicamente en función de sus pensamientos e interacciones con *este departamento*. Para su referencia, a continuación se muestran imágenes de un vehículo y un parche en la manga de un oficial de CPD.

#### **Parche de manga CPD**



#### **Vehículo CPD**



1. En términos generales, ¿cómo evaluaría su nivel de satisfacción con el CPD?

Muy Insatisfecho											Muy Satisfecho	
0	1	2	3	4	5	6	7	8	9	10		

2. Explique por qué proporcionó la **puntuación de satisfacción anterior de 10** para el CPD.

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3. ¿En general, cree que el CPD va por el camino correcto or incorrecto, donde 0 = incorrecto y 10 = correcto?

**Incorrecto** **Correcto**

0    1    2    3    4    5    6    7    8    9    10

4. Explique por qué proporcionó la puntuación anterior de 10 para el CPD, donde 0 = incorrecto y 10 = correcto.

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5. Indique en qué medida está de acuerdo o en desacuerdo con cada una de las siguientes afirmaciones sobre la CPD

CPD.

	Totalmente de acuerdo	Parcialmente de acuerdo	Neutral	Agu en desacuerdo	Muy en desacuerdo	Sin opinión
Es eficaz en la lucha contra el crimen.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Responde a las preocupaciones de la comunidad.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Trata a las personas con respeto.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Es confiable.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Responsabiliza a los oficiales por conducta incorrecta o inapropiada en la comunidad.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Encuesta Comunitaria de CPD

6. ¿Cómo ha cambiado su opinión desde el 1/1/2020?

¿Cómo ha cambiado su opinión desde el 1/1/2020?

	Mejor ahora	Sobre lo mismo	Peor ahora	Sin opinión
Es eficaz en la lucha contra el crimen.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Responde a las preocupaciones de la comunidad.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Trata a las personas con respeto.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Es confiable.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Responsabiliza a los oficiales por conducta incorrecta o inapropiada en la comunidad.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

7. Indique en qué medida está de acuerdo o en desacuerdo con cada una de las siguientes afirmaciones.

El CPD trata a las personas por igual, independientemente de su

	Totalmente de acuerdo	Parcialmente de acuerdo	Neutral	Agu en desacuerdo	Muy en desacuerdo	Sin opinión
Grupos étnicos	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Identificación de género (trans, no binario, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Orientación sexual (gay, lesbiana, bisexual, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Religión	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Estado civil/matrimonio	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

8. ¿Cómo ha cambiado su opinión desde el 1/1/2020?

	¿Cómo ha cambiado su opinión desde el 1/1/2020?			
	Mejor ahora	Sobre lo mismo	Poor ahora	Sin opinión
Grupo étnico	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Identificación de género (p. ej., masculino, femenino, no binario)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Orientación sexual (p. ej., heterosexual, lesbiana, gay, bisexual, transgénero, queer)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Religión	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Estado migratorio	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9. ¿Alguna vez ha tenido miedo de que usted o un pariente cercano sean detenidos mientras conducen por el CPD sin razón aparente?

- ☐ Sí
- ☐ No
- ☐ Otros, por favor especifique: \_\_\_\_\_

10. **Seleccione todas las descripciones siguientes** que se apliquen a usted:

- ☐ Soy residente de la ciudad de Charleston (a tiempo completo o parcial)
- ☐ Trabajo y/o tengo un negocio en la ciudad de Charleston
- ☐ No resido (a tiempo completo o parcial), trabajo ni soy dueño de un negocio en la ciudad de Charleston (**Saltar a la pregunta 20**)

Encuesta Comunitaria de CPD

11. **Solo para residentes de la ciudad de Charleston:** ¿Qué tan seguro se siente caminando solo por la calles cercanas a su **casa**, aproximadamente una milla a la redonda de esta?

	Muy seguro	Algo seguro	Neutral	Algo inseguro	Muy inseguro	Sin opinión
Durante el día	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Por la noche	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

12. **Solo para residentes de la ciudad de Charleston:** ¿Qué tan preocupado está por los siguientes delitos en la cercanía de tu **casa**, alrededor de una milla a la redonda de esta? Clasifique estas opciones del **1 (más preocupado)** al **8 (menos preocupado)**.

- \_\_\_\_\_ Agresión, no sexual
- \_\_\_\_\_ Agresión, sexual
- \_\_\_\_\_ Relacionado con el automóvil
- \_\_\_\_\_ Robo
- \_\_\_\_\_ Conducta desordenada
- \_\_\_\_\_ Relacionado con drogas
- \_\_\_\_\_ Atraco
- \_\_\_\_\_ Hurto

13. **Solo trabajadores y propietarios de negocios de la ciudad de Charleston:** ¿Qué tan seguro se siente caminando solo por la calles cercanas a su **lugar de trabajo o negocio**, aproximadamente una milla a la redonda de esta?

	Muy seguro	Algo seguro	Neutral	Algo inseguro	Muy inseguro	Sin opinión
Durante el día	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Por la noche	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**14. Solo trabajadores y propietarios de negocios de la ciudad de Charleston:** ¿Qué tan preocupado está por los siguientes delitos en la cercanía de tu lugar de trabajo o negocio, alrededor de una milla a la redonda de esta? Clasifique estas opciones del **1 (más preocupado)** al **8 (menos preocupado)**.

- \_\_\_\_\_ Agresión, no sexual
- \_\_\_\_\_ Agresión, sexual
- \_\_\_\_\_ Relacionado con el automóvil
- \_\_\_\_\_ Robo
- \_\_\_\_\_ Conducta desordenada
- \_\_\_\_\_ Relacionado con drogas
- \_\_\_\_\_ Atraco
- \_\_\_\_\_ Hurto

El CPD organiza diferentes eventos donde los policías y miembros de la comunidad pueden conocerse. Algunos ejemplos incluyen la Academia de Ciudadanos de Policía, "Café con un policía", noches de cine, eventos deportivos juveniles y fiestas de barrio. En el siguiente conjunto de preguntas, este tipo de iniciativas se denominan colectivamente "eventos de extensión comunitaria".

**15. Residentes, trabajadores y propietarios de negocios solo en la ciudad de Charleston:** ¿Ha asistido a un evento comunitario de CPD?

- ☐ Sí
- ☐ No
- ☐ No estoy seguro

**16. Residentes, trabajadores y propietarios de negocios solo en la ciudad de Charleston:** ¿A qué evento(s) comunitario(s) de CPD ha asistido?

\_\_\_\_\_  
 \_\_\_\_\_

Encuesta Comunitaria de CPD

**17. Residentes, trabajadores y propietarios de negocios solo en la ciudad de Charleston:** ¿Qué tan satisfecho está con los eventos comunitarios del CPD a los que asistió?

- ☐ Muy Satisfecho
- ☐ De alguna manera satisfecho
- ☐ Neutral
- ☐ Algo insatisfecho
- ☐ Muy insatisfecho
- ☐ Sin opinión
- ☐ No se aplica; no he asistido a ningún evento de divulgación comunitaria de CPD.

**18. Residentes, trabajadores y propietarios de negocios solo en la ciudad de Charleston:** ¿Cómo se ha enterado de los eventos de extensión comunitaria del CPD? Seleccione todas las que correspondan.

- ☐ Redes sociales (Facebook, Instagram, Twitter)
- ☐ Informes de los medios (periódicos, noticias de televisión, radio, noticias de Internet)
- ☐ De un empleado de CPD
- ☐ De un empleado de la ciudad de Charleston
- ☐ De una persona que no está empleada por el CPD o la Ciudad de Charleston
- ☐ Otros (por favor especifique): \_\_\_\_\_
- ☐ No se aplica; No me he enterado de los eventos de extensión comunitaria de CPD de ninguna fuente.

**19. Residentes, trabajadores y propietarios de negocios solo en la ciudad de Charleston:** ¿Qué tipos de eventos de alcance comunitario le gustaría que se ofrecieran? (*Saltar a la pregunta 24*)

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

**20. Solo para visitantes de la ciudad de Charleston:** ¿Cuál de las siguientes te describe mejor?:

- ☐ Soy un visitante habitual de la ciudad de Charleston. I am a regular visitor to the city of Charleston
- ☐ Soy un turista que no visita regularmente la ciudad de Charleston
- ☐ Otros, por favor especifique: \_\_\_\_\_

**21. Solo para visitantes de la ciudad de Charleston:** Seleccione la declaración a continuación que mejor describa la ubicación de su residencia principal::

- ☐ Resido dentro del estado de Carolina del Sur, pero no dentro de la ciudad de Charleston
- ☐ Resido dentro de los Estados Unidos, pero no dentro del estado de Carolina del Sur
- ☐ Resido en un país fuera de los Estados Unidos
- ☐ Otros, por favor especifique: \_\_\_\_\_

**22. Solo para visitantes de la ciudad de Charleston:** ¿Qué tan seguro se sintió durante su visita más reciente a la ciudad de Charleston?

- ☐ Muy seguro
- ☐ Algo seguro
- ☐ Neutral
- ☐ Algo inseguro
- ☐ Muy inseguro
- ☐ Sin opinión

**23. Solo para visitantes de la ciudad de Charleston:** Según su visita más reciente a la ciudad de Charleston, indique si está de acuerdo o no con las siguientes declaraciones:

	Completamente de acuerdo	Parcialmente de acuerdo	Neutral	Nada en desacuerdo	Muy en desacuerdo	Sin opinión
Almorzar en los restaurantes de la ciudad de Charleston con la intención de contribuir a la economía local es seguro.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
El personal del hotel donde me alojo proporcionó la información necesaria sobre la seguridad.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Los espacios de exhibición de la ciudad de Charleston son seguros para protegerme y a mi familia de los ataques.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Encuesta Comunitaria de CPD

24. ¿Ha interactuado con un oficial de CPD en el último año ?

- ☐ Sí
- ☐ No (*Saltar a la pregunta 30*)
- ☐ No estoy seguro (*Saltar a la pregunta 30*)

25. Solo aquellos que han interactuado con un oficial de CPD en el último año: ¿Cuántas veces ha interactuado con los oficiales de CPD en el último año ? \_\_\_\_\_

26. Solo aquellos que han interactuado con un oficial de CPD en el último año: Seleccione todas las razones de su interacción más reciente con los oficiales de CPD durante el último año.

- ☐ Llamé al 911 / solicité que la policía respondiera a mi ubicación
- ☐ Fui víctima de un crimen
- ☐ Fui testigo de un crimen
- ☐ Fui arrestado
- ☐ Fui detenido en la calle por un oficial(es) de CPD
- ☐ Yo estaba en un vehículo que fue detenido por un oficial(es) de CPD
- ☐ Estuve en un accidente de tráfico
- ☐ Los oficiales de CPD me contactaron como parte de una investigación
- ☐ Fui a una estación/oficina de CPD para recibir asistencia.
- ☐ Asistí a un evento e interactué con los oficiales de CPD
- ☐ Oficial(es) de CPD y yo acabamos de entablar una conversación
- ☐ Estaba con otra persona que principalmente tuvo contacto con los oficiales de CPD
- ☐ Otro (por favor describa) \_\_\_\_\_

Encuesta Comunitaria de CPD

27. Solo aquellos que han interactuado con un oficial de CPD en el último año: ¿Qué tan satisfecho estuvo con el resultado de su interacción más reciente con los oficiales de CPD en el último año?

Muy Insatisfecho									Muy Satisfecho		
0	1	2	3	4	5	6	7	8	9	10	

28. Solo aquellos que han interactuado con un oficial de CPD en el último año: Explique por qué proporcionó el puntaje de satisfacción anterior de 10 para su interacción más reciente con los oficiales de CPD en el último año.

29. Solo aquellos que han interactuado con un oficial de CPD en el último año: ¿Qué tan de acuerdo o en desacuerdo está con las siguientes afirmaciones sobre su interacción más reciente con los oficiales de CPD en el último año?

	Totalmente de acuerdo	Parcialmente de acuerdo	Neutral	Algo en desacuerdo	Muy en desacuerdo	Sin opinión
Me trató justamente.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Me trató con respeto.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Escuchó lo que tenía que decir.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Me proporcionó la información adecuada.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

30. Proporcione cualquier información adicional que le gustaría que el CPD supiera. Esto puede incluir cualquier cosa que le gustaría compartir con el CPD sobre lo que no se preguntó en la encuesta.



Encuesta Comunitaria de CPD

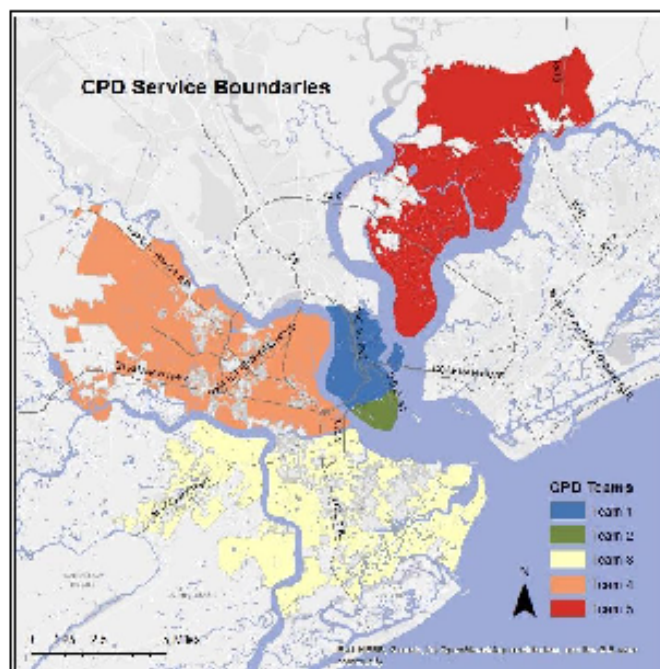
31. Por favor indica tu género.

- ☐ Femenino
  - ☐ Masculino
  - ☐ No binario
  - ☐ Otros (por favor especifique): \_\_\_\_\_
  - ☐ Prefiero no contestar
- 

32. Elija la(s) descripción(es) de raza/etnicidad con las que se identifica. Seleccione todas las que correspondan.

- ☐ Afroamericano / Negro
  - ☐ Indio americano / Nativo de Alaska / Nativo americano / Indígena
  - ☐ Asiático
  - ☐ Hispano / Latinx
  - ☐ Oriente Medio o África del Norte
  - ☐ Nativo de Hawái o de las islas del Pacífico
  - ☐ Blanco / Caucásico
  - ☐ Otros (por favor especifique): \_\_\_\_\_
  - ☐ Prefiero no contestar
- 

33. ¿Cuál es su edad (en años)? \_\_\_\_\_



**34. Solo para residents de la ciudad de Charleston:** ¿En qué área de la ciudad de Charleston resides?

- ☐ Sección azul - Calhoun Street North a North Charleston - Equipo 1
- ☐ Sección verde - Calhoun Street South hasta Murray Blvd/Ashley River - Equipo 2
- ☐ Sección amarilla - Islas James y Johns - Equipo 3
- ☐ Sección naranja - West Ashley - Equipo 4
- ☐ Sección roja - Daniel Island, Clements Ferry Road y áreas incorporadas - Equipo 5
- ☐ No estoy seguro. Mi código postal residencial es: \_\_\_\_\_
- ☐ Ninguna de las anteriores. Mi código postal residencial es: \_\_\_\_\_
- ☐ Prefiero no contestar

Encuesta Comunitaria de CPD

**35. Solo para residents de la ciudad de Charleston:** ¿Cuántos años residiendo aquí? \_\_\_\_\_

**36. Solo trabajadores y propietarios de negocios de la ciudad de Charleston:** ¿En qué área de la ciudad de Charleston trabajas o tienes un negocio?

- ☐ Sección azul - Calhoun Street North a North Charleston - Equipo 1
- ☐ Sección verde - Calhoun Street South hasta Murray Blvd/Ashley River - Equipo 2
- ☐ Sección amarilla - Islas James y Johns - Equipo 3
- ☐ Sección naranja - West Ashley - Equipo 4
- ☐ Sección roja - Daniel Island, Clements Ferry Road y áreas incorporadas - Equipo 5
- ☐ No estoy seguro. Mi código postal de trabajo/negocio es: \_\_\_\_\_
- ☐ Ninguna de las anteriores. Mi código postal trabajo/negocio es: \_\_\_\_\_
- ☐ Prefiero no contestar

**37. Solo trabajadores y propietarios de negocios de la ciudad de Charleston:** ¿Cuántos años has trabajado o has tenido un negocio aquí? \_\_\_\_\_

**38. ¿Le gustaría recibir una copia del resumen de los resultados de esta encuesta?** Si está interesado y proporciona voluntariamente su dirección de correo electrónico, el CPD le enviará por correo electrónico un breve informe con una descripción general de los resultados. Sin embargo, esta no es la única forma de ver una copia de los resultados de la encuesta. El CPD pondrá a disposición los resultados de la encuesta a través de otros foros públicos, incluso en su sitio web y entregando la información a la Ciudad de Charleston.

**Su dirección de correo electrónico:** \_\_\_\_\_

**Este es el final de la encuesta.**

¡El CPD y el CPAC le agradecen su participación! Ha ayudado al CPD a mejorar y servir mejor a la comunidad de Charleston.

## Appendix C: Analysis Methodology

The online survey was hosted in Qualtrics survey software, which was provided as part of the ERA partnership with the University of South Carolina. Once the survey closed, the full data were extracted in Microsoft Excel format with the following export options selected:

- Download all fields
- Use choice text
- Compress data as .zip file
- Recode seen but unanswered questions as -99
- Recode seen but unanswered multi-value fields as -88

The raw data were then imported into R statistical analysis software using Rstudio. First, data examination and cleaning were completed. All variables were renamed from their Qualtrics defaults for easier recognition. Specific variable types were changed to either factor, numeric, or datetime formats to more accurately reflect the underlying makeup of the data collected in the survey questions. All variables from survey questions were recoded to more precisely account for missing answers. Qualtrics software flags instances where the respondent sees but chooses not to answer a question. This helps to differentiate his or her response from instances where the respondent did not see a question because he or she ceased participation or conditional programmed skip logic prevented certain respondents from seeing irrelevant questions.

Second, new, restructured variables for questions with non-mutually exclusive answer options (e.g., race/ethnicity self-identifications, residential/worker status, reasons for police interactions, and community outreach event information sources) were created. This allowed for the easier analysis and presentation of these data.

Third, all “other (please specify)” responses were manually reviewed to determine whether they could be reclassified into other provided categorical answer options. In some events where respondents provided contradictory information (e.g., indicated that they resided in the City of Charleston and then provided an out of county residential description or zip code), their relevant survey responses were recoded to improve consistency. Also in this step, text answers to certain questions (e.g., respondent age, number of interactions with police within the last year, number of years residing and/or working owning a business in a location) were manually examined and recoded into numeric variables and ranges. This step also identified a duplicate response that was addressed by removing the less complete duplicated entry.

Fourth, responses that were flagged by Qualtrics as “Preview”, “Test”, and “Spam” were removed from the analysis file. Any automatically generated question shells that were created by the Qualtrics skip logic and loop and merge functions but were not actually posed to any respondents in any version of the survey were also removed.

Finally, text data from answers provided by Qualtrics identified “Promoters” and “Detractors” in all NPS questions and three additional opened ended response questions (outreach events attended, outreach event suggestions, and general comments) were extracted into Microsoft Excel for quicker manual review, keyword identification, sentiment assignment, and coding. All text responses were examined to develop first round keyword codes. In many cases, respondents referenced more than one keyword in each comment. For NPS related responses, the perceived sentiment (positive, negative, neutral)

associated with each keyword reference were also identified and coded. After all text statements were reviewed, identified keywords were reexamined and combined with related ones to create a secondary set of keyword codes. The revised, coded text data, including secondary codes, were then imported back into R for quantitative analysis and inclusion in the report.

Subsequently, R syntax was written to generate all tables and graphs included in this report.

## Appendix D: Keyword and Sentiment Analysis Results

### CPD Satisfaction (Q 2)

Keyword NPS	Total Mentions	Positive	Negative	Neutral
Visibility/Presence	89	22	65	2
Traffic enforcement/Driving behavior	80	2	77	1
Crime control/Proactive policing	59	5	54	0
Responsiveness/Follow up	44	30	13	1
Effectiveness	43	29	14	0
General compliment	42	41	0	1
Response time	36	27	9	0
Courteousness/Respectfulness/Attitude	34	26	8	0
Safety	34	26	8	0
Professionalism	29	27	2	0
Lack of interactions/information	27	2	0	25
Community outreach/policing/relationships	24	10	14	0
Integrity	24	17	7	0
Staffing/Equipment/Resources	23	1	22	0
Character	19	18	1	0
Fairness/Equity	14	2	12	0
Training/Experience	9	3	6	0
Policies/Tactics	8	2	6	0
Response to civil disturbances	8	1	7	0
Helpfulness	6	5	1	0
Knowledge	6	5	1	0
Leadership/Management	6	5	1	0
Work ethic	6	5	1	0
General critique	5	0	5	0

Keyword NPS	Total Mentions	Positive	Negative	Neutral
Honesty/Truthfulness	5	4	1	0
Strength of enforcement	5	0	5	0
Accountability	3	0	3	0
Mission/Values/Vision	3	3	0	0
Public image	3	1	2	0
No opinion	2	0	0	2
External support	1	0	1	0
Physical fitness	1	1	0	0

Keyword Direction	Total Mentions	Positive	Negative	Neutral
Visibility/Presence	56	15	41	0
Crime control/Proactive policing	53	3	48	2
Do not know direction	50	1	2	47
Community outreach/policing/relationships	32	19	13	0
Traffic enforcement/Driving behavior	29	0	29	0
Visible progress	28	6	14	8
Leadership	20	12	5	3
Integrity/Effort	18	15	3	0
Enforcement intensity	15	3	12	0
Equipment/Resources/Staffing/Compensation	12	4	7	1
Policies/Tactics	11	4	7	0
Departmental self-examination	10	8	0	2
No negative encounters	10	10	0	0
Fairness/Equity	9	2	7	0
Responsiveness/Follow up	9	1	8	0
Professionalism/Service	8	5	3	0
General compliment	6	6	0	0
Safety	6	3	3	0
External support	4	0	4	0
Departmental diversity	3	1	2	0
Effectiveness	3	3	0	0
Public messaging	3	0	3	0
Response time	3	3	0	0
Accountability	2	0	2	0
Courteousness/Attitude	2	2	0	0

Keyword Direction	Total Mentions	Positive	Negative	Neutral
Departmental organization	2	1	1	0
Helpfulness	2	2	0	0
Mission/Vision	2	2	0	0
Response to civil disturbances	2	1	1	0
Training	2	1	1	0
General critique	1	0	1	0
Morale	1	1	0	0
Revenue	1	0	1	0
Strength of enforcement	1	0	1	0
Work ethic	1	1	0	0

## Outreach Events Attended (Q 16)

CPD Event	Total Mentions
Coffee with a Cop events	20
Block parties	12
Neighborhood/community meetings	11
Halloween events	6
National Night Out	6
Citizens Police Academy	5
CPD open house	4
Did not specify	4
Community events	3
Daniel Island events	3
Multiple, not specified	3
CPD community centers	2
Camp Hope	2
Church events	2
DINA Meetings	2
Holiday events	2
Neighborhood cleanups	2
Park events	2
Anti-violence rallies	1
Black History Celebration	1
Book outreach for youth	1
Charleston Area Justice Ministry	1
Charleston RiverDogs Games	1
City Council meetings	1
Community survey sessions	1

CPD Event	Total Mentions
Greg's Groceries	1
Illumination Project events	1
Information briefings	1
Meet new officers	1
Movie nights	1
Narcan training	1
Neighborhood Watch	1
None	1
Peace walk	1
Police chief made home visit	1
Public educational events	1
Racial Bias Audit meeting	1
Saw in neighborhood	1
School events	1
Shared personal experience with department	1
Sporting events	1
Traffic presentations	1
Training at Hebrew School	1
Vendor fairs	1
West Ashley High School	1
West Ashley events	1

## Outreach Event Suggestions (Q 19)

Suggested Outreach	Total Mentions
Youth events/interaction/athletics	23
Patrols/enforcement	21
Community meetings/forums/discussions	14
Do not want community outreach	13
Neighborhood/HOA meetings and events	13
Officer/Staff Meet and Greet	13
Current outreach programming is sufficient	9
Safe/defensive driving/biking classes	9
Talk to community/foot patrols	9
Youth education	8
No comment provided	7
Coffee with a Cop/Social hour with officers	6
None	6
Safety/self-defense classes	6
Crime prevention	5
Crime/Neighborhood Watch	5
Events in West Ashley	4
Better promotion of current events	3
CPD Direction meetings	3
Senior citizen interactions/services	3
Any kind	2
Assistance for residents in need	2
Education on how to report emergencies/non-emergencies	2
Education on laws/City ordinances	2
Facility tours	2

Suggested Outreach	Total Mentions
Gun safety classes	2
Illumination Project meetings/events	2
Information sessions on CPD policies and practices	2
New initiative/update meetings	2
Outreach to diverse communities	2
Programming for unsheltered population	2
Youth ride in CPD vehicles/Touch a Truck	2
Accountability	1
Active shooter training	1
Animal welfare events	1
Athletic events	1
Attend farmers markets	1
Collaboration with citizens' committee	1
Community cleanup	1
Community cookouts	1
Community yard sales	1
Compliment for CPD commander	1
Crime reporting	1
DUI simulation experience	1
Disaster preparedness	1
Discussions with criminal offenders	1
Door-to-door check ins	1
Earlier event promotion	1
Easier access to Team leaders and command staff	1
Education for vulnerable adults	1
Equal attention to law enforcement and outreach	1
Events at the mall	1

Suggested Outreach	Total Mentions
Events focusing on specific community issues	1
Events for adults	1
Events in all City areas	1
Events on Daniel Island	1
Events related to officer hobbies	1
Events that help people	1
Events that humanize police	1
Events with faith-based communities	1
Expand event locations	1
Expand event timing	1
Family events	1
Follow through on current outreach commitments	1
Food truck events	1
LGBTQ events	1
Meetings on crime statistics/outcomes	1
Meetings with business community	1
Neighborhood policing	1
Newsletters about crime statistics and CPD efforts	1
Offer more Citizens Police Academy sessions	1
Officers attend general community events	1
Participate in online neighborhood forums (e.g., Nextdoor)	1
Programming on mental illness	1
Take Back the Night	1
Vary event timing	1
Voluntary events for officers	1
Welfare checks	1
Women's' and gender issues education	1

Suggested Outreach	Total Mentions
Youth Crime Watch	1

## Officer Interaction (Q 28)

Keyword Officer	Total Mentions	Positive	Negative	Neutral
Courteousness/Friendliness/Politeness	48	46	1	1
Responsiveness/Follow up	29	7	22	0
Professionalism	21	20	1	0
Respectfulness	19	17	2	0
Helpfulness	15	14	0	1
Informative	15	12	3	0
Response time	14	11	3	0
Effectiveness	10	7	3	0
Caring/Empathy	9	5	4	0
Community engagement/Collaborative	9	8	1	0
Work ethic	8	7	1	0
Competence/Knowledgeable	7	5	2	0
Engagement/Attentiveness	7	5	2	0
Fairness	7	1	6	0
General compliment	7	7	0	0
Listening skills	7	6	1	0
Honesty/Integrity/Trustworthiness	6	5	1	0
Approachable	5	5	0	0
Decision making	5	2	3	0
Efficiency	5	3	2	0
Equipment/Resources	4	0	4	0
Safety	4	3	1	0
Acknowledged me/others	3	3	0	0
Demeanor	3	2	1	0
Patience	3	3	0	0

Keyword Officer	Total Mentions	Positive	Negative	Neutral
Enforcement	2	0	2	0
Proactive	2	1	1	0
Confidence	1	0	1	0
Image	1	1	0	0
Leadership	1	1	0	0
No complaints	1	1	0	0
Supportive	1	1	0	0
Training	1	1	0	0
Visibility/Presence	1	1	0	0

## General Comments (Q 30)

Comment Topic	Total Mentions
Appreciate department efforts/support department	53
More focus on traffic enforcement	52
More focus on crime control/prevention	33
Police must patrol/be visible	24
Department needs more pay/benefits/staffing/resources	11
Criticism of interaction	9
Concern about unsheltered population & available services	8
Need better lighting, equipment, reflective paint, and signage on streets	6
No comment provided	6
Appreciate survey/giving feedback	4
Compliment about interaction	4
Concern about discrimination	4
More focus on community interaction	4
911 dispatch should be more responsive	3
Criticism of specific officer	3
Department needs more outside support	3
Department should improve mental health response	3
Policy suggestion	3
Believe community would support tax increases to hire more officers	2
Comment posed questions	2
Compliment for leadership	2
Compliment for specific officer	2
Criticism of City government	2
Criticism of department response to events	2
Criticism of department team/unit	2

Comment Topic	Total Mentions
Department has too many managers	2
Feel safer here than other cities	2
Hope this survey helps department do better	2
Improve methods to contact department/make reports	2
Less focus on community outreach	2
More focus on enforcing City ordinances	2
More police presence at events	2
Officers should follow traffic rules	2
Citizens need to take more responsibility for securing their valuables	1
City is safe	1
Compliment for social media responses posted by command staff	1
Compliment on efforts during Credit One events	1
Concern about bridge closures	1
Concern about officer deployment	1
Concern about officer response to stalking incidents	1
Concern about pedestrian safety	1
Create non-emergency, anonymous text message reporting service	1
Criticism of department leadership	1
Criticism of laws	1
Criticism of leadership	1
Criticism of public messaging	1
Criticism of survey question	1
Department has improved service over time	1
Department needs more training on shock and trauma	1
Department needs to meet with King Street business owners	1
Department needs to respond when called	1
Department officers conduct themselves well	1

Comment Topic	Total Mentions
Department officers should interact more with citizens at community events	1
Department presence is important to increase respect for officers	1
Department should be more transparent	1
Department should improve follow up for victims	1
Department should offer more educational training for citizens	1
Department should support its officers	1
Department tries to be fair and impartial	1
Department vehicles should be more visible	1
Educate citizens on gun safety	1
Educate youth on career opportunities and encourage them to join the profession	1
Encourage officers to help people feel calm during interactions	1
Encourage youth to trust the police	1
Experience too limited to make a comment	1
Fear for safety in my neighborhood	1
Focus more of community policing	1
Follow through on all investigations	1
High crime areas	1
High quality officers	1
Hire civilians to respond to quality-of-life issues	1
Improve information about paying fines	1
Improve officer safety	1
Improve traffic direction at accident scenes	1
Increase social media posts	1
Increase training budget	1
Install traffic cameras at every intersection	1
Keep up selective hiring practices	1
Lack of trust for department	1

Comment Topic	Total Mentions
Less focus on traffic enforcement	1
Miss mounted patrol at events	1
More enforcement of City ordinances	1
More programs from the Illumination Project	1
More undercover and surveillance work of drug crimes	1
Need a community resource officer	1
Need accountability for some officers	1
Need ethics committee made of officers	1
Need more enforcement on King Street	1
Need patrol car outposts	1
Need resource officer for senior citizens	1
Need signage on Eastside about noise	1
Need to ticket pedestrians	1
Need to work constructively with community based groups	1
No complaints about department	1
Non-department agencies should handle social issues	1
Offer more educational programs to citizens	1
Officers should hold each other accountable	1
Officers should try to be fair and respectful	1
Prevent extreme uses of force	1
Racial bias audit was a waste of time and resources	1
Reach out to new residents	1
Respondent is not City resident or worker	1
Suggest officers speak to citizens one-on-one about securing valuables	1
Suggestions for hiring process of police chief	1
Support for King Street Safety Plan	1
Tension between emergent social issues and crime control/prevention	1

Comment Topic	Total Mentions
Want to learn more about department's direction	1
department needs more pay/benefits/staffing/resources	1

## Appendix E: Key Question Responses by Respondent Demographics

These tables provide additional detail on key survey questions (Q 1, 3, 7 and 9) and separates them by respondent gender, race / ethnicity, and age. The total number of responses represented in these tables may be lower than those shown in the combined response tables. This is because respondents had to answer the key survey question and provide information about his or her demographics to be included in these tables.

### 1.1 - CPD Satisfaction NPS Group – by Gender

Gender	CPD Satisfaction NPS Group			Total
	Promoter	Passive	Detractor	
Female	81 (28.12%)	104 (36.11%)	103 (35.76%)	288 (53.53%)
Male	77 (37.56%)	70 (34.15%)	58 (28.29%)	205 (38.10%)
Non-binary	0 (0%)	0 (0%)	3 (100.00%)	3 (0.56%)
Other	0 (0%)	1 (25.00%)	3 (75.00%)	4 (0.74%)
Prefer not to answer	7 (18.42%)	8 (21.05%)	23 (60.53%)	38 (7.06%)
Total	165 (30.67%)	183 (34.01%)	190 (35.32%)	538 (100.00%)

## 1.2 - CPD Satisfaction NPS Group – by Race / Ethnicity

Race / Ethnicity	CPD Satisfaction NPS Group			Total
	Promoter	Passive	Detractor	
African American / Black	11 (28.95%)	10 (26.32%)	17 (44.74%)	38 (8.02%)
American Indian / Alaska Native / Native American / Indigenous	0 (0%)	3 (60.00%)	2 (40.00%)	5 (1.05%)
Asian	2 (50.00%)	2 (50.00%)	0 (0%)	4 (0.84%)
Hispanic / Latinx	3 (42.86%)	2 (28.57%)	2 (28.57%)	7 (1.48%)
Middle Eastern or Northern African	1 (100.00%)	0 (0%)	0 (0%)	1 (0.21%)
Native Hawaiian or Pacific Islander	1 (100.00%)	0 (0%)	0 (0%)	1 (0.21%)
White / Caucasian	132 (32.51%)	149 (36.70%)	125 (30.79%)	406 (85.65%)
Multiple Races / Ethnicities	1 (14.29%)	2 (28.57%)	4 (57.14%)	7 (1.48%)
Other (could not be recoded)	1 (20.00%)	2 (40.00%)	2 (40.00%)	5 (1.05%)
Total	152 (32.07%)	170 (35.86%)	152 (32.07%)	474 (100.00%)

## 1.3 – CPD Satisfaction NPS Group – by Age

Age in Years	CPD Satisfaction NPS Group			Total
	Promoter	Passive	Detractor	
10-19	2 (50.00%)	1 (25.00%)	1 (25.00%)	4 (0.84%)
20-29	9 (42.86%)	2 (9.52%)	10 (47.62%)	21 (4.41%)
30-39	11 (18.64%)	22 (37.29%)	26 (44.07%)	59 (12.39%)
40-49	21 (23.33%)	36 (40.00%)	33 (36.67%)	90 (18.91%)
50-59	27 (28.72%)	30 (31.91%)	37 (39.36%)	94 (19.75%)
60-69	42 (35.90%)	38 (32.48%)	37 (31.62%)	117 (24.58%)
70-79	31 (36.47%)	35 (41.18%)	19 (22.35%)	85 (17.86%)
80-89	2 (33.33%)	3 (50.00%)	1 (16.67%)	6 (1.26%)
Total	145 (30.46%)	167 (35.08%)	164 (34.45%)	476 (100.00%)

### 3.1 – CPD Direction NPS Group – by Gender

Gender	CPD Direction NPS Group			Total
	Promoter	Passive	Detractor	
Female	61 (21.33%)	102 (35.66%)	123 (43.01%)	286 (53.56%)
Male	59 (28.92%)	73 (35.78%)	72 (35.29%)	204 (38.20%)
Non-binary	0 (0%)	0 (0%)	3 (100.00%)	3 (0.56%)
Other	0 (0%)	0 (0%)	3 (100.00%)	3 (0.56%)
Prefer not to answer	3 (7.89%)	10 (26.32%)	25 (65.79%)	38 (7.12%)
Total	123 (23.03%)	185 (34.64%)	226 (42.32%)	534 (100.00%)

### 3.2 – CPD Direction NPS Group – by Race / Ethnicity

Race / Ethnicity	CPD Direction NPS Group			Total
	Promoter	Passive	Detractor	
African American / Black	7 (18.42%)	13 (34.21%)	18 (47.37%)	38 (8.09%)
American Indian / Alaska Native / Native American / Indigenous	0 (0%)	0 (0%)	5 (100.00%)	5 (1.06%)
Asian	2 (50.00%)	2 (50.00%)	0 (0%)	4 (0.85%)
Hispanic / Latinx	3 (42.86%)	0 (0%)	4 (57.14%)	7 (1.49%)
Middle Eastern or Northern African	0 (0%)	1 (100.00%)	0 (0%)	1 (0.21%)
Native Hawaiian or Pacific Islander	1 (100.00%)	0 (0%)	0 (0%)	1 (0.21%)
White / Caucasian	103 (25.56%)	150 (37.22%)	150 (37.22%)	403 (85.74%)
Multiple Races / Ethnicities	1 (14.29%)	1 (14.29%)	5 (71.43%)	7 (1.49%)
Other (could not be recoded)	1 (25.00%)	0 (0%)	3 (75.00%)	4 (0.85%)
Total	118 (25.11%)	167 (35.53%)	185 (39.36%)	470 (100.00%)

### 3.3 – CPD Direction NPS Group – by Age

Age in Years	CPD Direction NPS Group			Total
	Promoter	Passive	Detractor	
10-19	0 (0%)	3 (75.00%)	1 (25.00%)	4 (0.85%)
20-29	3 (14.29%)	3 (14.29%)	15 (71.43%)	21 (4.44%)
30-39	10 (16.95%)	18 (30.51%)	31 (52.54%)	59 (12.47%)
40-49	17 (18.89%)	35 (38.89%)	38 (42.22%)	90 (19.03%)
50-59	19 (20.43%)	30 (32.26%)	44 (47.31%)	93 (19.66%)
60-69	41 (35.34%)	37 (31.90%)	38 (32.76%)	116 (24.52%)
70-79	20 (23.81%)	42 (50.00%)	22 (26.19%)	84 (17.76%)
80-89	3 (50.00%)	2 (33.33%)	1 (16.67%)	6 (1.27%)
Total	113 (23.89%)	170 (35.94%)	190 (40.17%)	473 (100.00%)

#### 7.1.1 – Extent of Agreement with CPD Equal Treatment Statements (Race / Ethnicity) – by Gender

Gender	Equal - Race/Ethnicity					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
Female	80 (34.33%)	58 (24.89%)	48 (20.60%)	29 (12.45%)	18 (7.73%)	233 (52.71%)
Male	83 (47.98%)	45 (26.01%)	23 (13.29%)	14 (8.09%)	8 (4.62%)	173 (39.14%)
Non-binary	1 (33.33%)	0 (0%)	0 (0%)	0 (0%)	2 (66.67%)	3 (0.68%)
Other	2 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	2 (0.45%)
Prefer not to answer	9 (29.03%)	3 (9.68%)	7 (22.58%)	8 (25.81%)	4 (12.90%)	31 (7.01%)
Total	175 (39.59%)	106 (23.98%)	78 (17.65%)	51 (11.54%)	32 (7.24%)	442 (100.00%)

#### 7.1.2 – Extent of Agreement with CPD Equal Treatment Statements (Race / Ethnicity) – by Race / Ethnicity

Race / Ethnicity	Equal - Race/Ethnicity					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
African American / Black	11 (29.73%)	9 (24.32%)	2 (5.41%)	8 (21.62%)	7 (18.92%)	37 (9.41%)
American Indian / Alaska Native / Native American / Indigenous	3 (60.00%)	2 (40.00%)	0 (0%)	0 (0%)	0 (0%)	5 (1.27%)
Asian	1 (25.00%)	2 (50.00%)	0 (0%)	1 (25.00%)	0 (0%)	4 (1.02%)
Hispanic / Latinx	3 (50.00%)	0 (0%)	3 (50.00%)	0 (0%)	0 (0%)	6 (1.53%)
Middle Eastern or Northern African	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.25%)
Native Hawaiian or Pacific Islander	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.25%)
White / Caucasian	132 (39.88%)	84 (25.38%)	63 (19.03%)	35 (10.57%)	17 (5.14%)	331 (84.22%)
Multiple Races / Ethnicities	1 (16.67%)	2 (33.33%)	1 (16.67%)	0 (0%)	2 (33.33%)	6 (1.53%)
Other (could not be recoded)	0 (0%)	0 (0%)	1 (50.00%)	1 (50.00%)	0 (0%)	2 (0.51%)
Total	153 (38.93%)	99 (25.19%)	70 (17.81%)	45 (11.45%)	26 (6.62%)	393 (100.00%)

### 7.1.3 – Extent of Agreement with CPD Equal Treatment Statements (Race / Ethnicity) – by Age

Age in Years	Equal - Race/Ethnicity					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
10-19	0 (0%)	1 (25.00%)	1 (25.00%)	2 (50.00%)	0 (0%)	4 (1.03%)
20-29	5 (38.46%)	4 (30.77%)	1 (7.69%)	0 (0%)	3 (23.08%)	13 (3.34%)
30-39	23 (47.92%)	7 (14.58%)	9 (18.75%)	5 (10.42%)	4 (8.33%)	48 (12.34%)
40-49	34 (45.33%)	14 (18.67%)	15 (20.00%)	7 (9.33%)	5 (6.67%)	75 (19.28%)
50-59	30 (38.46%)	20 (25.64%)	11 (14.10%)	10 (12.82%)	7 (8.97%)	78 (20.05%)
60-69	37 (40.22%)	21 (22.83%)	20 (21.74%)	11 (11.96%)	3 (3.26%)	92 (23.65%)
70-79	21 (28.38%)	26 (35.14%)	10 (13.51%)	12 (16.22%)	5 (6.76%)	74 (19.02%)
80-89	0 (0%)	4 (80.00%)	1 (20.00%)	0 (0%)	0 (0%)	5 (1.29%)
Total	150 (38.56%)	97 (24.94%)	68 (17.48%)	47 (12.08%)	27 (6.94%)	389 (100.00%)

### 7.2.1 – Extent of Agreement with CPD Equal Treatment Statements (Gender) – by Gender

Gender	Equal - Gender					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
Female	67 (32.52%)	53 (25.73%)	62 (30.10%)	14 (6.80%)	10 (4.85%)	206 (53.23%)
Male	69 (46.31%)	33 (22.15%)	40 (26.85%)	5 (3.36%)	2 (1.34%)	149 (38.50%)
Non-binary	1 (33.33%)	0 (0%)	0 (0%)	0 (0%)	2 (66.67%)	3 (0.78%)
Other	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.26%)
Prefer not to answer	9 (32.14%)	2 (7.14%)	11 (39.29%)	4 (14.29%)	2 (7.14%)	28 (7.24%)
Total	147 (37.98%)	88 (22.74%)	113 (29.20%)	23 (5.94%)	16 (4.13%)	387 (100.00%)

### 7.2.2 – Extent of Agreement with CPD Equal Treatment Statements (Gender) – by Race / Ethnicity

Race / Ethnicity	Equal - Gender					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
African American / Black	10 (31.25%)	10 (31.25%)	7 (21.88%)	1 (3.12%)	4 (12.50%)	32 (9.38%)
American Indian / Alaska Native / Native American / Indigenous	1 (50.00%)	1 (50.00%)	0 (0%)	0 (0%)	0 (0%)	2 (0.59%)
Asian	1 (25.00%)	1 (25.00%)	2 (50.00%)	0 (0%)	0 (0%)	4 (1.17%)
Hispanic / Latinx	3 (50.00%)	0 (0%)	3 (50.00%)	0 (0%)	0 (0%)	6 (1.76%)
Native Hawaiian or Pacific Islander	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.29%)
White / Caucasian	111 (38.28%)	67 (23.10%)	85 (29.31%)	19 (6.55%)	8 (2.76%)	290 (85.04%)
Multiple Races / Ethnicities	2 (40.00%)	1 (20.00%)	1 (20.00%)	1 (20.00%)	0 (0%)	5 (1.47%)
Other (could not be recoded)	0 (0%)	0 (0%)	1 (100.00%)	0 (0%)	0 (0%)	1 (0.29%)
Total	129 (37.83%)	80 (23.46%)	99 (29.03%)	21 (6.16%)	12 (3.52%)	341 (100.00%)

### 7.2.3 – Extent of Agreement with CPD Equal Treatment Statements (Gender) – by Age

Age in Years	Equal - Gender					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
10-19	1 (25.00%)	1 (25.00%)	0 (0%)	1 (25.00%)	1 (25.00%)	4 (1.18%)
20-29	4 (36.36%)	3 (27.27%)	2 (18.18%)	1 (9.09%)	1 (9.09%)	11 (3.24%)
30-39	16 (37.21%)	8 (18.60%)	11 (25.58%)	6 (13.95%)	2 (4.65%)	43 (12.65%)
40-49	32 (51.61%)	6 (9.68%)	17 (27.42%)	4 (6.45%)	3 (4.84%)	62 (18.24%)
50-59	24 (34.78%)	18 (26.09%)	20 (28.99%)	3 (4.35%)	4 (5.80%)	69 (20.29%)
60-69	34 (42.50%)	16 (20.00%)	27 (33.75%)	3 (3.75%)	0 (0%)	80 (23.53%)
70-79	16 (24.24%)	25 (37.88%)	20 (30.30%)	3 (4.55%)	2 (3.03%)	66 (19.41%)
80-89	2 (40.00%)	2 (40.00%)	1 (20.00%)	0 (0%)	0 (0%)	5 (1.47%)
Total	129 (37.94%)	79 (23.24%)	98 (28.82%)	21 (6.18%)	13 (3.82%)	340 (100.00%)

### 7.3.1 – Extent of Agreement with CPD Equal Treatment Statements (Sexual Orientation) – by Gender

Gender	Equal - Sexual Orientation					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
Female	59 (30.57%)	52 (26.94%)	60 (31.09%)	13 (6.74%)	9 (4.66%)	193 (52.59%)
Male	70 (48.28%)	34 (23.45%)	36 (24.83%)	5 (3.45%)	0 (0%)	145 (39.51%)
Non-binary	1 (33.33%)	0 (0%)	0 (0%)	0 (0%)	2 (66.67%)	3 (0.82%)
Other	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.27%)
Prefer not to answer	8 (32.00%)	2 (8.00%)	9 (36.00%)	5 (20.00%)	1 (4.00%)	25 (6.81%)
Total	139 (37.87%)	88 (23.98%)	105 (28.61%)	23 (6.27%)	12 (3.27%)	367 (100.00%)

### 7.3.2 – Extent of Agreement with CPD Equal Treatment Statements (Sexual Orientation) – by Race / Ethnicity

Race / Ethnicity	Equal - Sexual Orientation					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
African American / Black	11 (37.93%)	10 (34.48%)	5 (17.24%)	1 (3.45%)	2 (6.90%)	29 (8.98%)
American Indian / Alaska Native / Native American / Indigenous	0 (0%)	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	1 (0.31%)
Asian	1 (25.00%)	0 (0%)	2 (50.00%)	1 (25.00%)	0 (0%)	4 (1.24%)
Hispanic / Latinx	3 (50.00%)	0 (0%)	2 (33.33%)	1 (16.67%)	0 (0%)	6 (1.86%)
Native Hawaiian or Pacific Islander	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.31%)
White / Caucasian	102 (36.96%)	68 (24.64%)	84 (30.43%)	15 (5.43%)	7 (2.54%)	276 (85.45%)
Multiple Races / Ethnicities	2 (50.00%)	2 (50.00%)	0 (0%)	0 (0%)	0 (0%)	4 (1.24%)
Other (could not be recoded)	0 (0%)	0 (0%)	0 (0%)	1 (50.00%)	1 (50.00%)	2 (0.62%)
Total	120 (37.15%)	81 (25.08%)	93 (28.79%)	19 (5.88%)	10 (3.10%)	323 (100.00%)

### 7.3.3 – Extent of Agreement with CPD Equal Treatment Statements (Sexual Orientation) – by Age

Age in Years	Equal - Sexual Orientation					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
10-19	0 (0%)	1 (25.00%)	0 (0%)	2 (50.00%)	1 (25.00%)	4 (1.25%)
20-29	5 (50.00%)	3 (30.00%)	1 (10.00%)	0 (0%)	1 (10.00%)	10 (3.13%)
30-39	19 (44.19%)	10 (23.26%)	9 (20.93%)	4 (9.30%)	1 (2.33%)	43 (13.48%)
40-49	30 (50.00%)	8 (13.33%)	17 (28.33%)	4 (6.67%)	1 (1.67%)	60 (18.81%)
50-59	21 (33.33%)	17 (26.98%)	21 (33.33%)	2 (3.17%)	2 (3.17%)	63 (19.75%)
60-69	27 (35.53%)	19 (25.00%)	25 (32.89%)	3 (3.95%)	2 (2.63%)	76 (23.82%)
70-79	12 (20.34%)	20 (33.90%)	20 (33.90%)	6 (10.17%)	1 (1.69%)	59 (18.50%)
80-89	3 (75.00%)	1 (25.00%)	0 (0%)	0 (0%)	0 (0%)	4 (1.25%)
Total	117 (36.68%)	79 (24.76%)	93 (29.15%)	21 (6.58%)	9 (2.82%)	319 (100.00%)

#### 7.4.1 – Extent of Agreement with CPD Equal Treatment Statements (Religion) – by Gender

Gender	Equal - Religion					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
Female	71 (36.98%)	49 (25.52%)	65 (33.85%)	5 (2.60%)	2 (1.04%)	192 (51.20%)
Male	81 (51.27%)	28 (17.72%)	46 (29.11%)	2 (1.27%)	1 (0.63%)	158 (42.13%)
Non-binary	1 (50.00%)	1 (50.00%)	0 (0%)	0 (0%)	0 (0%)	2 (0.53%)
Other	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.27%)
Prefer not to answer	8 (36.36%)	3 (13.64%)	9 (40.91%)	1 (4.55%)	1 (4.55%)	22 (5.87%)
Total	162 (43.20%)	81 (21.60%)	120 (32.00%)	8 (2.13%)	4 (1.07%)	375 (100.00%)

#### 7.4.2 – Extent of Agreement with CPD Equal Treatment Statements (Religion) – by Race / Ethnicity

Race / Ethnicity	Equal - Religion					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
African American / Black	13 (40.62%)	10 (31.25%)	8 (25.00%)	0 (0%)	1 (3.12%)	32 (9.61%)
American Indian / Alaska Native / Native American / Indigenous	0 (0%)	1 (50.00%)	0 (0%)	1 (50.00%)	0 (0%)	2 (0.60%)
Asian	1 (25.00%)	2 (50.00%)	1 (25.00%)	0 (0%)	0 (0%)	4 (1.20%)
Hispanic / Latinx	3 (50.00%)	0 (0%)	3 (50.00%)	0 (0%)	0 (0%)	6 (1.80%)
Middle Eastern or Northern African	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.30%)
Native Hawaiian or Pacific Islander	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.30%)
White / Caucasian	121 (43.06%)	58 (20.64%)	96 (34.16%)	4 (1.42%)	2 (0.71%)	281 (84.38%)
Multiple Races / Ethnicities	1 (25.00%)	3 (75.00%)	0 (0%)	0 (0%)	0 (0%)	4 (1.20%)
Other (could not be recoded)	1 (50.00%)	0 (0%)	0 (0%)	1 (50.00%)	0 (0%)	2 (0.60%)
Total	142 (42.64%)	74 (22.22%)	108 (32.43%)	6 (1.80%)	3 (0.90%)	333 (100.00%)

#### 7.4.3 – Extent of Agreement with CPD Equal Treatment Statements (Religion) – by Age

Age in Years	Equal - Religion					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
10-19	1 (25.00%)	0 (0%)	2 (50.00%)	1 (25.00%)	0 (0%)	4 (1.21%)
20-29	5 (45.45%)	5 (45.45%)	1 (9.09%)	0 (0%)	0 (0%)	11 (3.32%)
30-39	20 (46.51%)	7 (16.28%)	15 (34.88%)	1 (2.33%)	0 (0%)	43 (12.99%)
40-49	32 (49.23%)	9 (13.85%)	19 (29.23%)	4 (6.15%)	1 (1.54%)	65 (19.64%)
50-59	25 (38.46%)	17 (26.15%)	20 (30.77%)	0 (0%)	3 (4.62%)	65 (19.64%)
60-69	34 (44.16%)	15 (19.48%)	27 (35.06%)	1 (1.30%)	0 (0%)	77 (23.26%)
70-79	18 (29.03%)	21 (33.87%)	23 (37.10%)	0 (0%)	0 (0%)	62 (18.73%)
80-89	2 (50.00%)	1 (25.00%)	1 (25.00%)	0 (0%)	0 (0%)	4 (1.21%)
Total	137 (41.39%)	75 (22.66%)	108 (32.63%)	7 (2.11%)	4 (1.21%)	331 (100.00%)

### 7.5.1 – Extent of Agreement with CPD Equal Treatment Statements (Immigration Status) – by Gender

Gender	Equal - Immigration					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
Female	54 (28.88%)	44 (23.53%)	65 (34.76%)	16 (8.56%)	8 (4.28%)	187 (51.52%)
Male	58 (39.73%)	30 (20.55%)	43 (29.45%)	10 (6.85%)	5 (3.42%)	146 (40.22%)
Non-binary	1 (33.33%)	0 (0%)	0 (0%)	0 (0%)	2 (66.67%)	3 (0.83%)
Other	1 (50.00%)	0 (0%)	1 (50.00%)	0 (0%)	0 (0%)	2 (0.55%)
Prefer not to answer	7 (28.00%)	1 (4.00%)	10 (40.00%)	6 (24.00%)	1 (4.00%)	25 (6.89%)
Total	121 (33.33%)	75 (20.66%)	119 (32.78%)	32 (8.82%)	16 (4.41%)	363 (100.00%)

### 7.5.2 – Extent of Agreement with CPD Equal Treatment Statements (Immigration Status) – by Race / Ethnicity

Race / Ethnicity	Equal - Immigration					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
African American / Black	11 (36.67%)	6 (20.00%)	8 (26.67%)	2 (6.67%)	3 (10.00%)	30 (9.35%)
American Indian / Alaska Native / Native American / Indigenous	0 (0%)	1 (50.00%)	1 (50.00%)	0 (0%)	0 (0%)	2 (0.62%)
Asian	1 (25.00%)	0 (0%)	2 (50.00%)	1 (25.00%)	0 (0%)	4 (1.25%)
Hispanic / Latinx	3 (60.00%)	0 (0%)	2 (40.00%)	0 (0%)	0 (0%)	5 (1.56%)
Native Hawaiian or Pacific Islander	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0.31%)
White / Caucasian	86 (31.39%)	60 (21.90%)	96 (35.04%)	22 (8.03%)	10 (3.65%)	274 (85.36%)
Multiple Races / Ethnicities	1 (25.00%)	2 (50.00%)	0 (0%)	1 (25.00%)	0 (0%)	4 (1.25%)
Other (could not be recoded)	0 (0%)	1 (100.00%)	0 (0%)	0 (0%)	0 (0%)	1 (0.31%)
Total	103 (32.09%)	70 (21.81%)	109 (33.96%)	26 (8.10%)	13 (4.05%)	321 (100.00%)

### 7.5.3 – Extent of Agreement with CPD Equal Treatment Statements (Immigration Status) – by Age

Age in Years	Equal - Immigration					Total
	Strongly agree	Somewhat agree	Neutral	Somewhat disagree	Strongly disagree	
10-19	0 (0%)	1 (25.00%)	1 (25.00%)	2 (50.00%)	0 (0%)	4 (1.26%)
20-29	4 (40.00%)	2 (20.00%)	2 (20.00%)	1 (10.00%)	1 (10.00%)	10 (3.15%)
30-39	16 (38.10%)	6 (14.29%)	14 (33.33%)	4 (9.52%)	2 (4.76%)	42 (13.25%)
40-49	30 (46.15%)	9 (13.85%)	19 (29.23%)	4 (6.15%)	3 (4.62%)	65 (20.50%)
50-59	19 (31.67%)	18 (30.00%)	16 (26.67%)	3 (5.00%)	4 (6.67%)	60 (18.93%)
60-69	19 (25.68%)	13 (17.57%)	32 (43.24%)	9 (12.16%)	1 (1.35%)	74 (23.34%)
70-79	13 (22.03%)	18 (30.51%)	21 (35.59%)	5 (8.47%)	2 (3.39%)	59 (18.61%)
80-89	0 (0%)	0 (0%)	3 (100.00%)	0 (0%)	0 (0%)	3 (0.95%)
Total	101 (31.86%)	67 (21.14%)	108 (34.07%)	28 (8.83%)	13 (4.10%)	317 (100.00%)

## 9.1 – Fear of Traffic Stops – by Gender

Gender	Fear for Self or Family Member			Total
	Yes	No	Other (Could not recode)	
Female	49 (17.19%)	233 (81.75%)	3 (1.05%)	285 (53.27%)
Male	30 (14.63%)	172 (83.90%)	3 (1.46%)	205 (38.32%)
Non-binary	2 (66.67%)	1 (33.33%)	0 (0%)	3 (0.56%)
Other	0 (0%)	4 (100.00%)	0 (0%)	4 (0.75%)
Prefer not to answer	10 (26.32%)	27 (71.05%)	1 (2.63%)	38 (7.10%)
Total	91 (17.01%)	437 (81.68%)	7 (1.31%)	535 (100.00%)

## 9.2 – Fear of Traffic Stops – by Race / Ethnicity

Race / Ethnicity	Fear for Self or Family Member			Total
	Yes	No	Other (Could not recode)	
African American / Black	20 (52.63%)	18 (47.37%)	0 (0%)	38 (8.07%)
American Indian / Alaska Native / Native American / Indigenous	0 (0%)	4 (80.00%)	1 (20.00%)	5 (1.06%)
Asian	1 (25.00%)	3 (75.00%)	0 (0%)	4 (0.85%)
Hispanic / Latinx	2 (28.57%)	4 (57.14%)	1 (14.29%)	7 (1.49%)
Middle Eastern or Northern African	0 (0%)	1 (100.00%)	0 (0%)	1 (0.21%)
Native Hawaiian or Pacific Islander	0 (0%)	1 (100.00%)	0 (0%)	1 (0.21%)
White / Caucasian	52 (12.90%)	347 (86.10%)	4 (0.99%)	403 (85.56%)
Multiple Races / Ethnicities	3 (42.86%)	4 (57.14%)	0 (0%)	7 (1.49%)
Other (could not be recoded)	1 (20.00%)	4 (80.00%)	0 (0%)	5 (1.06%)
Total	79 (16.77%)	386 (81.95%)	6 (1.27%)	471 (100.00%)

### 9.3 – Fear of Traffic Stops – by Age

Age in Years	Fear for Self or Family Member			Total
	Yes	No	Other (Could not recode)	
10-19	2 (50.00%)	2 (50.00%)	0 (0%)	4 (0.85%)
20-29	7 (33.33%)	14 (66.67%)	0 (0%)	21 (4.44%)
30-39	14 (24.14%)	42 (72.41%)	2 (3.45%)	58 (12.26%)
40-49	13 (14.44%)	76 (84.44%)	1 (1.11%)	90 (19.03%)
50-59	13 (13.83%)	80 (85.11%)	1 (1.06%)	94 (19.87%)
60-69	16 (13.68%)	100 (85.47%)	1 (0.85%)	117 (24.74%)
70-79	12 (14.46%)	69 (83.13%)	2 (2.41%)	83 (17.55%)
80-89	1 (16.67%)	5 (83.33%)	0 (0%)	6 (1.27%)
Total	78 (16.49%)	388 (82.03%)	7 (1.48%)	473 (100.00%)

End

