

Report Card: Status of Metropolitan Police Department Implementation of Recommendations from the Hate Crimes Assessment Task Force and Community Response

March 9, 2015

In February 2014, Chief Cathy Lanier of the Metropolitan Police Department (MPD) released the findings of the Hate Crimes Assessment Task Force (HCATF) she convened in December, 2011, accompanied by the department's response to the Task Force's recommendations. Shortly thereafter, a coalition of community organizations released its own response, including recommendations not addressed in the HCATF report's findings. Less than a week later, on March 19, 2014, MPD presented to the community a plan outlining "Next Steps" in its efforts to implement the Task Force's recommendations. Now, nearly a year out from these proposed actions, we (the community) revisit the recommendations made by the Task Force and Community Response to evaluate what progress has been made.

The HCATF report highlighted serious problems in the functioning and effectiveness of the Gay and Lesbian Liaison Unit (GLLU) and Affiliate Liaison program, a growing lack of trust in the police among transgender residents and the broader LGBTQ communities, the absence of a comprehensive, standardized training curriculum on LGBTQ hate crimes and cultural competency, the ineffectiveness of the Critical Incident Team (CIT), and several other issues requiring departmental action. In addition to these, the community coalition identified other outstanding issues not mentioned in the report but central to LGBTQ communities' relationship

Casa Ruby



The DC Center for the LGBT Community

DC Trans Coalition (DCTC)



Gay and Lesbian Activists Alliance (GLAA)

Gays and Lesbians Opposing Violence (GLOV)



HIPS

Rainbow Response Coalition (RRC)



with MPD and included recommendations for action. These included both elaboration on matters included in the report and issues not addressed such as LGBT intimate-partner violence (IPV), interactions with LGBTQ youth, and interactions with sex workers.

To facilitate the review of the recommended actions put forth last March, we have prepared a list organized by topic and source of recommendation following the structure of the HCATF report and the MPD and community responses. Our assessment reflects information shared with community organizations by MPD. We offer this report card as a way to assess how much progress has been made over the last year, and to invite MPD to respond with updates on its activities to date.

The Gay and Lesbian Liaison Unit

Recommendation	Status
TF 1.1 Review GLLU Structure	Limited progress
TF 1.2 Review Personnel and Resources/Consider Increase in Personnel and Resources	No progress to date
TF 1.3 Appoint Strong GLLU Leader	Complete
TF 1.4 Expand Outreach	No progress to date
TF 1.5 Improve Selection Criteria	No progress to date
TF 1.6 Increase Awareness of GLLU within MPD	No progress to date
CR 1.1 Explore use of administrative support staff for GLLU	In progress
CR 1.2 Clarify protocol on detailing unit and assess effectiveness	No progress to date

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

The Gay and Lesbian Liaison Unit (GLLU) has long been a cornerstone of MPD’s relationship with the LGBT community, and as the HCATF report found, lack of effective leadership, diminished community engagement, and poor coordination of staff and roles has significantly diminished the GLLU’s efficacy in both responding to LGBTQ-related violence and proactively building relationships within LGBTQ communities. In spite of the recommendations above, the GLLU continues to deteriorate.

Last summer, the captain in charge of MPD’s Special Liaison Division was reassigned, and a lieutenant, Lt. Cheryl Crawley, was placed in command of that division. Effective March 2015,

Sgt. Jessica Hawkins is the new full-time sergeant for GLLU. She succeeds Sgt. Matthew Mahl. MPD is in discussions with the Department of Employment Services to identify two graduates of Project Empowerment to serve in an administrative support role for the unit. MPD is also working with the Mayor's Office of LGBT Affairs to revive the long dormant GLLU volunteer program.

In November, media reports indicated that the GLLU officers had been temporarily reassigned to patrol the Chinatown area through early January 2015. Between that and the previous administration's directive that MPD members use up significant back-leave, GLLU was nearly invisible at the close of 2014. Now we have been informed that each GLLU officer must spend half of each shift on patrol duties in a police district. In spite of the goodwill on behalf of the unit's officers, they simply have not been given the time necessary to do their jobs.

The GLLU roster currently reflects a full-time sergeant and five full-time officers. One of those officers is about to go on long-term medical leave. Two officers have been assigned to serve as trainers during upcoming LGBTQ-related in-service training. That leaves GLLU with just two full-time officers, who spend half their time on non-LGBTQ-related patrol. In short, instead of gaining ground in the last year, MPD has actively undermined its own best outreach tool.

The Affiliate Special Liaison Division Officers (Affiliate Officers)

Recommendation	Status
TF 2.1 Revise Selection Process	In progress
TF 2.2 Clarify and Communicate Roles/Responsibilities	Limited Progress
TF 2.3 Assess Training Effectiveness	No progress to date
TF 2.4 Evaluate Routinely	In progress
CR 2.1 Continue detailing affiliate officers to GLLU for thirty-day rotations	Suspended in 2014, resuming in 2015
CR 2.2 Expand involvement in affiliate training and assess learning	Suspended in 2014, resuming in 2015
CR 2.3 Report on the expenditures of the grant from Harvard's Kennedy School of Government and develop plans for spending down the grant	Limited progress

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

MPD admits that it has not been able to make progress on the affiliate program in the past year. Recruitment of affiliate liaison officers was suspended in 2014 and there is, as yet, no timeline for reinstating the program in 2015. The roster of affiliate officers who were trained between 2010 and 2013 has been cleaned up, and many officers who were felt by GLLU leadership to not be up to the task have been removed from the list. We appreciate that quality control by MPD.

Thirty-day rotations for affiliates to serve full-time in GLLU have been resumed as of January, and MPD expects to have two affiliates working directly with GLLU officers each month. These rotations are important, but there is still a large backlog of previously trained affiliates who have not yet had a rotation. Indeed, one of the January 2015 affiliate details received his GLLU training in summer 2010.

Additionally, performance evaluation tools have been revised to take affiliate officer duties into account. These include review of long-term service for the Special Liaison Division, as well as increased emphasis on non-biased policing. A new selection process for affiliate officers is in place, and affiliate training and recruitment is expected to resume later this year.

Finally, the 2006 grant to GLLU from the Harvard University Kennedy School of Government continues to be perplexing. Last summer we learned that the grant funds, currently held by Brother Help Thyself, can only be disbursed directly to MPD. Since MPD lacks the statutory authority to issue sub-grants, the funds effectively remain stuck until we can reach a mutually agreeable plan for spending down the grant in such a way that advances GLLU's work.

Hate Crime Data Collection

Recommendation	Status
TF 3.1 Improve Training	In progress
TF 3.2 Continue Real Time Access to Data	Uncertain

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

Training has been recognized as a critical component in collecting accurate and comprehensive hate crime and incident data collection. We are encouraged that the LGBTQ training prepared by MPD with assistance from community organizations highlights both the importance of and proper procedures for documenting these cases. However, MPD's own response to the HCATF highlights the importance of ensuring that community members are comfortable reporting these

crimes. A clearer articulation of how MPD is working to improve this aspect of reporting is needed.

Regular, detailed reporting of bias-related crimes and incidents has been made available to members of the LGBTQ Violence Prevention and Response Team (VPART, formerly the Critical Incident Team), but this data is not readily available to the general public. Additionally, there is no established schedule for the reporting of trans-related bias cases akin to the report that was presented at Chief Lanier’s Town Hall event in June, 2014. This report was the first of its kind, and should be established as a regular annual report to the community on the state of bias-motivated crimes and incidents and MPD’s response.

Interactions with the Transgender Community

Recommendation	Status
TF 4.1 Urgent Need to Build Trust	Limited progress
TF 4.2 Improve and Expand Training about Transgender Issues	In progress
TF 4.3 Identify Training Officers	In progress
TF 4.4 Review Past Cases	Complete
CR 4.1 Ensure all officers are trained in transgender cultural competency and relevant policy by the end of Fiscal Year 2015	In progress
CR 4.2 In unsolved homicide cases, tell us what you need to know	Limited progress
CR 4.3 Establish a culture of accountability with repercussions for misconduct	No progress to date
CR 4.4 Report on the implementation status of the general order on interactions with transgender individuals by the end of this Fiscal Year	Limited progress
CR 4.5 Conduct an in-depth study of anti-trans police bias, releasing results by the end of Fiscal Year 2016	Rejected by MPD
CR 4.6 The Chief of Police must be visible and accessible	In progress

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

One of the HCATF report’s central recommendations was an urgent call for MPD to build trust within trans communities. We appreciate Chief Lanier’s participation at the annual Transgender

Day of Remembrance on November 20, as well as the town hall event in June 2014 where she briefed community members on follow-up to the HCATF. While we continue to find that members of trans communities report generally positive interactions with members of GLLU, broader outreach to the community has been lacking. These efforts, which were to be led by GLLU members under strong GLLU leadership, have not materialized over the last year. The lack of consistent staffing and leadership in GLLU means that there has not been a visible, recognizable effort to reach out to ordinary community members to listen, collaborate, and address ongoing concerns. It appears that a singular focus on the training overhaul has forestalled any other efforts to be more visible and elicitive toward our communities. Building trust requires more than improved internal MPD action like training, reporting, and coordination; direct communication with the ordinary community members at the grassroots, without reliance on community groups as interlocutors, is necessary. While we can and do report what we know of MPD's efforts to our constituents, this alone cannot generate the trust deemed critical in the report. The department must be visible, vocal, and vigilant in its outreach to trans communities if durable trust is to be established. We look forward to working with Sgt. Hawkins and others in MPD leadership to make more significant progress in this area in 2015.

Members of trans communities rightly insist upon progress in solving unsolved trans homicides, some dating to over a decade ago. MPD and the U.S. Attorney's Office have reviewed the open trans homicide cases, but report that they have found no new leads to follow. One homicide, that of Ty'lia "Nana Boo" Mack in 2009, has now been classified as a hate crime. Much of this information has not been shared broadly, however, ongoing outreach is required in order to demonstrate that these cases are taken seriously.

On January 2, MPD issued revisions to its general order on interactions with trans individuals, following both the HCATF report and community response, along with requirements from the settlement of the Patti Shaw lawsuit. A system is being put in place to allow someone with an MPD record to change their name and gender marker. However, MPD has removed the mandate to collect data on trans-related calls for service and their response rates, citing an inability to collect such data and difficulty making such data translate to broadly used law enforcement databases. We are working with MPD to explore potential solutions to this question.

Hate Crimes and LGBT Cultural Competency Training

Recommendation	Status
TF 5.1 Develop Standardized Training	In progress
TF 5.2 Develop Evaluation Mechanism	In progress
TF 5.3 Review Affiliate Officer Training	No progress to date

TF 5.4 Identify Effective Trainers within MPD	In progress
TF 5.5 Mandatory Training for Recruits and Specialized Personnel	No progress to date
TF 5.6 Mandatory Training for Leaders and Senior Personnel	No progress to date
TF 5.7 Improve Use and Support of Civilian Trainers	Rejected by MPD in practice, if not in principle
TF 5.8 Expand Use of Roll Call Training	No progress to date
TF 5.9 Revise/Decrease Reliance on Online Training Module	Limited progress
CR 5.1 Develop a comprehensive curriculum framework to guide future training	No progress to date
CR 5.2 Prioritize training of veteran officers	In progress
CR 5.3 Create curriculum development teams in full collaboration with community organizations	Rejected by MPD in practice, if not in principle
CR 5.4 Leverage multiple platforms to maximize training reach	In progress
CR 5.5 Ensure training takes place on the intersections of multiple identities	Limited progress
CR 5.6 Continue to include members of other DC-based police agencies in hate crimes and LGBTQ cultural competency training	No progress to date
CR 5.7 Actively assess learning as part of a broader training evaluation plan	No progress to date

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

Training development faced a number of hurdles, and did not begin in earnest until late November. Currently MPD is planning for mandatory training on LGBTQ issues, including hate crimes, intimate partner violence, and interactions with trans people, as part of its annual professional development program for 2015. This will consist of a one-hour online presentation with an assessment at the end, followed by four hours of classroom training. Community members were filmed for video segments to be shown in the training class, and others volunteered their time to develop interactive training scenarios as well as pre- and post-test questions. Sgt. Brett Parson developed much of the online and classroom content and has been receptive to community feedback during the development process. Training will begin with officers and sergeants, and existing content will be adapted for detectives, as well as lieutenants and above, later this year. MPD has identified two core GLLU officers, as well as a number of

GLLU affiliate officers to serve as trainers, who will gradually take over classroom instruction from Sgt. Parson.

Though we believe the training content is of good quality, we remain concerned that insufficient time has been allocated to train on a significant amount of material. We intend to observe the early training sessions in order to assess delivery, and will also periodically sit in on training classes throughout the year to ensure that quality remains consistent across different training instructors. Further, we understand that the current post-training assessment appears to exist more to rate the quality of the training than allow for follow-up with individual officers who may need additional direction. This is a potential lost opportunity to establish a solid baseline of understanding across the force.

Although we began working with MPD on training development back in April, MPD never adopted a timeline for training development and could not be convinced to take a comprehensive approach to developing an overall LGBTQ curriculum. Instead, various pieces of training material were developed piecemeal, and activists were asked to review a considerable amount of materials over the winter holidays. MPD waited far too late in the year to dedicate sufficient human resources to the training project, and thus we are left with a training product that will have to be edited after delivery has begun.

The Violence Prevention and Response Team (VPART), formerly the Critical Incident Team (CIT)

Recommendation	Status
TF 6.1 Restructure the CIT	Complete
TF 6.2 Create Mutually Agreed-Upon Mission and Objectives	Complete
TF 6.3 Limits on Information Sharing	Complete
TF 6.4 Criteria for Membership	Complete
TF 6.5 Define Roles and Responsibilities	Complete

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

Efforts to revitalize what is now called the Violence Prevention and Response Team were undertaken by the Mayor’s Office of LGBT Affairs in late 2013, and much of that work was completed by the time the HCATF report was released. Though the VPART’s work paused to accommodate the mayoral transition, we are confident in continued progress under the Bowser administration, working closely with Director of LGBT Affairs Sheila Alexander-Reid. The VPART

works to review violence data and trends, makes recommendations for MPD outreach efforts, and has taken the lead in providing community guidance to training development. For maximum effectiveness, GLLU staffing and leadership needs to remain stable.

Hate Crime Policies

Recommendation	Status
TF 7.1 Assess Policies	No progress to date
TF 7.2 Determine if Additional Community Outreach is Needed	No progress to date

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

Thus far no known review of hate crime reporting or response policies has taken place. We continue to believe that MPD has the appropriate policies in place, but needs to ensure that they are implemented as robustly as possible. We continue to receive reports of officers who refuse to mark a crime as a potential hate crime until the situation is advanced to a supervisor or the GLLU. When survivors believe an incident or crime is motivated by bias, responding officers should mark the case as such to allow for additional follow up. Further, the availability of the hate crimes hotline, and the ability for hate crime survivors to provide written statements in their own words, should be broadly shared. Additionally, outreach and public education as to what constitutes a hate crime and how those crimes are investigated is an ongoing need.

Intimate Partner Violence Training, Response, and Reporting

Recommendation	Status
CR 8.1 Train officers in response and reporting of LGBTQ intimate partner violence with the same level of urgency as with hate crimes	In progress
CR 8.2 Adopt a general order on appropriate handling and reporting of LGBTQ intimate partner violence	In progress
CR 8.3 Report on the number of LGBTQ intimate partner violence cases on at least an annual basis	No progress to date

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

Training on LGBTQ intimate partner violence is included in the LGBTQ in-service training that all MPD personnel will receive in 2015. Revisions were also made to MPD's general order on intra-family offenses to address LGBTQ issues. While we have not yet seen a report on the number of LGBTQ-related cases of intimate partner violence, we believe that MPD has this information readily available and could produce such a report with ease.

Interactions with LGBTQ Youth

Recommendation	Status
CR 9.1 Continue to build competencies around LGBTQ youth issues	Limited progress
CR 9.2 Treat LGBTQ youth with the same respect accorded to adults	Limited progress
CR 9.3 Use arrest as a last resort	Limited progress

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

We continue to press for MPD to proactively train on issues affecting LGBTQ youth, but the upcoming training classes will cover only limited information in this area. Last March, MPD offered assurances that LGBTQ youth are treated with respect, and that arrest is used as a last resort in all juvenile cases, but whether or not that assurance reflects reality is difficult to measure.

Interactions with Sex Workers

Recommendation	Status
CR 10.1 Proactively address violence and other crimes against people involved in commercial sex	Limited progress

Key: TF = Task Force Recommendations; CR = Community Response Recommendations

Commentary

As noted in our Community Response, trans residents are often forced because of discrimination and exclusion to turn to underground economies, including commercial sex work, in order to survive. Trans sex workers are at greatly increased risk of physical, sexual, and other crimes and are often reluctant to approach police for protection and assistance. We believe that

while MPD must enforce the law, it can do so while recognizing that trans sex workers are a vulnerable population in need of protection and support.

In response to the community's comments, MPD convened a meeting in August 2014 led by Assistant Chief Peter Newsham. Police officials, Mayor's Office of LGBT Affairs staff, and community representatives from HIPS, GLOV, and DC Trans Coalition were present. Community representatives shared concerns about police practices, and provided information about alternative enforcement practices (e.g., the Merseyside Model) that have improved public safety while effectively protecting vulnerable sex workers in other jurisdictions. MPD presented its concerns and expressed interest in working collaboratively on the problem. When asked, MPD stated that this group would meet quarterly, but another meeting has not been scheduled and there has been no further communication on the matter. Community members in communication with trans sex workers report no visible progress on this issue in the interim.