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Our team



Advisory Council

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Seizing the Moment



“ ”

The gravity of this Advisory Council’s actions and recommendations—and their potential to fundamentally transform the relationship between law enforcement officials and those they serve—cannot be understated

Mayor Bottoms

There is pain within our communities – the traumatic effects of a damaged relationship between our black and brown communities and the police officers who took an oath to serve all. Police nationwide have shot and killed nearly 1,000 people annually since 2015. Although half of the people shot and killed by the police are white, black Americans are twice as likely to be killed despite comprising 13% of the US population.

Georgia is no exception, including 181 shootings over the same time period.

The heightened awareness of these troubling statistics have not only called in to question of use of force policies and procedures but also the efficacy of our policing institutions more broadly.

These questions have inspired and promoted thought leadership and new perspectives on how to re-imagine policing.

While each community has its own challenges, the broader context and high level drivers are not unique to the City of Atlanta. Leveraging best practices highlighted in reports such as Obama’s Task Force on 21st Century Policing and models for positive change implemented across the country can inform a way forward that crystallizes the role of the APD and strengthens its ties to the community.

To that end, in addition to her broader campaign to address criminal justice reform, Mayor Keisha Lance Bottoms has established a community-led Advisory Council to make legislative and operational recommendations focused on improving use of force policies and procedures.

Review

our police use of force policies.

Engage

the community on solutions informed by national expertise and appropriate to Atlanta context.

Report

the findings of our review to our community and seek feedback.

Reform

our community’s police use of force policies.

Source: Washington Post “[Police Shooting Database](#)” (2020)

A summary of our efforts



Invested over 6 weeks

The mandate of this Use of Force Advisory Council is to offer changes to Atlanta's Use of Force policies and procedures. To accomplish this objective, we are offering a set of tactical recommendations to drive immediate impact, as well as a set of longer-term strategic actions that support the broader goals and ambitions of APD.

To begin our effort, we conducted a sprint to develop an initial set of high-impact 14-day recommendations to adopt immediately - many of these have already been actioned by Mayor Keisha Lance Bottoms, while others have served as focal points for continued effort by the Advisory Council and other stakeholders.

For the remainder of the 45 day effort, the group shifted to building recommendations concentrated around 5 focus areas, selected by the Advisory Council as a high-impact and feasible set within the scope of our mandate. We believe our targeted recommendations within each of the focus areas will drive outcomes that support the ambition for positive change:

- **Vision, Mission, and Values:** Ensuring the ambition is captured adequately and promotes the desired culture

- **Standard Operating Procedure:** Revisiting policies and procedures that shape police conduct
- **Governance:** Ensuring mechanisms are in place and empowered to enforce accountability measures
- **Community Partnership:** Strengthening ties with the community partners to support public safety
- **Reporting & Transparency:** Embedding sustainable change and transparency through metrics and advanced analytics

It is critical that our recommendations provide momentum for a more sustained effort to make lasting change, and we acknowledge that there are wider considerations to action that are beyond this Advisory Council:

- Ensuring the work continues with energized stakeholders—from APD, the City, and the community
- Looking holistically at the breadth of policies, practices, and incentives that drive police behavior
- Considering the broader implications of public safety and criminal justice reform on policing
- Addressing the need for reconciliation and revitalization as an essential part of the reform and healing process

2,500+

collective hours of meetings

600+

meetings and discussion forums

50+

stakeholders engaged

30+

recommendations for action

As a community institution, the APD has reshaped its role so Atlanta can flourish

APD has evolved twice already—there is an urgent need for a 3rd evolution

Atlanta Police Department role

The APD is more than a department of local government, it is an essential community institution. **Because the APD dared to integrate the force in 1948, to model unity in the face of opposition, the City survived and remade itself** in an era of unprecedented change.

The role of the APD has evolved as the City has needed – through population booms, economic waves, as contributors to bold visions for the City. **Because the APD committed to fight crime and promote safety, the City could think big and grow bigger,** into an international metropolis.

We now ask Officers to make another shift in the role they play as part of the community. **If the APD is willing to examine its role and serve with a renewed understanding of what the community needs from it, the Department can promote and maintain a shared peace for the City to flourish.**

1940s

Metro population: XXX,XXX

“Atlanta is a city too busy to hate.”

William Hartsfield

1970s

Metro population: XXX,XXX

“We stand, as a gateway to a new time, a new beginning for the cities of our land”

Maynard Jackson

2020s

Metro population: XXX,XXX

“My vision for Atlanta is One Atlanta – a city with thriving neighborhoods, communities and businesses, and residents who are equipped for success.”

Keisha Lance Bottoms



* Source: Atlanta population measured as a metropolitan area by the U.S. Census

To be truly effective in addressing UoF, we need the APD to re-imagine its role in the community

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We are stronger as a city when the Officers who patrol our neighborhoods are embraced as part of the community, and do not operate apart from the community.

Mindset Guides the Approach

Transition from the vigilant Warrior **to the protective Guardian.**

Expand focus beyond enforcement **to enable communities to flourish.**

Traumatic experiences and incomplete training can reinforce an “us vs. them” mindset.

Equating safety only to law enforcement can give APD a singular focus that is not beneficial to the community.

When the APD embraces a Guardian mindset, officers seek to promote the peace as much as safety, and the community will embrace them for it.

When APD moves beyond only safety – they enable citizens to flourish and pursue their passions – cultivating better communities.

Approach Determines the Outcome

You are more than an agent of the government, **you are a neighbor, first.**

You train in process and procedures **to build trust and promote transparency.**

Due to the nature of most calls, police enter communities with the intent to uncover and address wrongdoing.

Officers can at times fall back on training as an explanation for what we might see as cases of brutality.

By living and engaging with neighbors, police can become integral, embedded members of communities in which they work.

APD can embrace providing information on training and continue to evaluate the way they communicate with community members.

Focusing on the desired role of the APD, the Advisory Council aligned on a set of foundational building blocks to frame the recommendations

Key questions this Advisory Council has begun to address

PURPOSE

VISION, MISSION AND VALUES

Ensuring the ambition is captured adequately and promotes the desired culture

STANDARD OPERATING PROCEDURE

Revisiting policies and procedures that shape police conduct

GOVERNANCE

Ensuring mechanisms are in place and empowered to enforce accountability measures

COMMUNITY PARTNERSHIPS

Strengthening ties with the community partners to support public safety

REPORTING AND TRANSPARENCY

Embedding sustainable change and transparency through metrics and advanced analytics

PURPOSE

- What role does APD play within the community?
- How do we ensure APD's expectations are aligned with the community?

VISION, MISSION AND VALUES

- What is the ambition for the future?
- What is the core competency and function of the APD?
- What values capture how this organization should behave?

STANDARD OPERATING PROCEDURE

- Which policies and procedures should be in place to ensure guidance is prescriptive, unambiguous and supports the vision of the department?

GOVERNANCE

- What oversight mechanisms are in place to ensure accountability?
- Are these processes effective? If not, how can they be improved?

COMMUNITY PARTNERSHIPS

- What is the scope of services APD should support within the community?
- How can partners within the community support public safety efforts?

REPORTING AND TRANSPARENCY

- What information is most relevant to inform strategy and drive decision making?
- What systems and processes are required to increase and maintain transparency?

Overview



Advisory Council Process Overview

Established on June 10th, the Advisory Council was mandated to present its findings within 45 days

June 10, 2020

Advisory Council first convenes to benchmark and align on high value initiatives to address inappropriate Use of Force instances by the Atlanta Police Department

The council engages a range of stakeholders representing a cross-section of Atlanta's citizens and topic experts: activists, community leaders, lawyers, members of the APD, City of Atlanta representatives, and private citizens

Building off national initiatives such as '8 can't wait', the council reconvenes weekly to prepare an initial set of recommendations to be released within 14 days

June 24, 2020

The Advisory Council publishes an initial set of 10 recommendations to be considered by the mayor's office for immediate action, covering a range of topics across Law and Policy, Culture and Mindset Shift, and Community and Partnerships

The Council aligns on 5 high impact topics to focus on for the remainder of their mandate, these are:

- The APD's Mission, Vision, and Values
- Standard Operating Procedure (SOP) changes
- Governance
- Community Partnerships
- Reporting and Transparency

July 24, 2020

Building upon the 14-day recommendations and ensuing actions taken by the Mayor's office, the Advisory Council publishes it's final report comprised of 33 recommendations across all focus areas

These recommendations are comprised of tactical actions to be considered immediately by the city and broader strategic recommendations to be acted upon through a continued partnership between the citizens of Atlanta and the APD over the coming months



Multiple workstreams progressed in parallel throughout the effort

- 1 Weekly advisory council meetings**
Group discussions with the entire Advisory Council reviewing progress across focus areas, identifying additional input needs, and refining recommendations
- 2 Weekly focus group working sessions**
Topical deep-dives sessions with subsets of the Advisory Council focused on reviewing elements of the fact base in order to craft and refine recommendations
- 3 Topical experts interviews**
Q&A sessions with experts on a wide range of topics - including policy, policing alternatives, and community engagement - leveraged to form and expand focus group fact bases
- 4 Proven best practices from other U.S. metropolitan areas**

In the 31 days since our 14 Day report, many of our interim recommendations have been the focus of immediate or continued action



- 1** ★ Commit to revising the Use of Force continuum in Standard Operating Procedures (SOP) to increase specificity and align with best practices
- 2** ★ Ensure that changes taken under the Mayor's Administrative Orders 2020-18 align with best practice policy changes from other cities and continue measures for accountability
- 3** ✓ Commit to identifying policies to improve officer compliance and public transparency of captured body worn camera footage
- 4** ✓ Create a centralized repository for witness footage of use of force by officers
- 5** ! Mandate immediate drug testing for officers when a use of force incident resulting in serious injury or death occurs

- 6** ★ Commit to re-evaluating and revising mission, vision, core values, and oath of the Atlanta Police Department
- 7** ! Conduct additional screenings - including mental health and implicit bias assessments - for all applicants during the recruiting process, and on an ongoing basis for all officers
- 8** ! Require more exhaustive background checks with attention to record of complaints from other agencies, previous applications to police departments, and social media sentiment

✓ Recommendations already actioned by Mayor Bottoms

★ Expanded 45 Day recommendations

! Recommendations currently under review by administration

- 9** ✓ ★ Extend powers and community awareness of Atlanta Citizen Review Board (ACRB), including:
 - Mandated 3rd party audit of misaligned recommendations in use of force incidents
 - Increased funding to improve ACRB outreach, awareness, and program effectiveness
- 10** ★ Begin to evaluate policies, procedures, and partner organizations for least harm approach to reduce the likelihood of use of force long-term, including:
 - Evaluate partnership model, resourcing, and legal framework for non-law enforcement officials to respond to community
 - Expand and incentivize adoption of Pre-Arrest Diversion program across additional zones

Source: <https://www.atlantaga.gov/Home/Components/News/News/13388/672>

33
Total
Recommendations

DRAFT

45 Day recommendations summary

Vision, Mission, and Values

- 1 Convene a working group that will be responsible for the reimagining of the vision, mission and core values of the APD
- 2 Require the working group to prioritize seven guiding ideals during the development of the newly reimagined vision, mission, and values
- 3 Create a forum to hold community reconciliation meetings between APD and the Atlanta community
- 4 Perform an annual culture audit that will highlight where APD stands regarding progress in achieving newly reimagined vision, mission, and value

Standard Operating Procedures

- 5 Lead SOP with principles/values to set tone for Use of Force policies, incorporating additional principles consistent with APD's emerging mission, vision, and values
- 6 Create de-escalation requirements, outlining specific examples/tactics and creating a requirement to consider vulnerable populations when deciding to use force
- 7 Develop Use of Force continuum with clear definitions for levels of subject resistance and force to ensure proportionality
- 8 Further restrict use of deadly force/firearms, including designation of deadly force as a "last resort" and outlining requirements before use, including de-escalation
- 9 Add peer duty to intervene and complementary non-retaliation and reporting requirements



45 Day recommendations summary

Governance

- 10** Increase accountability for APD and Atlanta Citizen Review Board (ACRB) to conduct investigations and provide responses in a timely manner
- 11** Mandate third party independent review for recommended actions on ACRB/APD disagreements on complaints
- 12** Create a memorandum of understanding between Office of Professional Standards (OPS) and ACRB for disciplinary action reporting and investigatory data exchange
- 13** Increase period-in-office of OPS leadership to a minimum of two years
- 14** Mandate ACRB review of changes to APD Standard Operating Procedure which affect citizens, at least 30 days in advance; establish a third party recourse for disagreements
- 15** Increase ACRB funding by \$0.4-1.3M to enable improvement in effectiveness of processes
- 16** Improve community awareness through direct information dissemination and awareness campaigns
- 17** Extend ACRB mediation program to OPS for lower level complaints

Community Partnership

- 18** Augment current 911 dispatcher process to identify situations eligible for alternate response
- 19** Develop a plan to enable alternative first responders for situations where other expertise is beneficial and/or police presence is not critical
- 20** Commit to eliminating performance evaluation systems and disciplinary actions that incentivize officers to make unnecessary arrests
- 21** Commit to incentivizing diversion and de-incentivizing certain categories of arrest
- 22** Mandate pre-arrest diversion training for all officers in all zones
- 23** Create a working group with key stakeholders to implement target alternative response continuum
- 24** Ensure continued expansion of Pre-Arrest Diversion and @Promise youth programs
- 25** Create a fund and central database for non-profits supporting non-law enforcement officer (LEO) response to formally connect with Atlanta Police Department (APD) and apply for funding from the City
- 26** Commit to planning out the creation of a central crisis response center in partnership with other local jurisdictions

Reporting and Transparency

- 27** Digitize and structure current and recent records so that they can be analyzed and reported
- 28** Revise data collection process to ensure completeness of data and encourage compliance with data collection policies
- 29** Implement structural and process changes to integrate data across departments while preserving privacy and integrity of APD operations
- 30** Invest in deeper analytics to implement data driven decision making
- 31** Ensure public accessibility to current and future data disclosures
- 32** Build and implement an interactive use of force data dashboard after the Mark43 implementation is operational
- 33** Ensure data are true and complete through 3rd party data audits

DRAFT

We've outlined a set of bold actions to become a beacon of hope for the future of policing



Re-imagining the purpose and role of the APD within the community

Prioritizing and implementing a wide range of interdependent recommendations on policies and procedures

Coordinating with several internal and external stakeholders to drive behaviors and sustain change

Launching reconciliation and healing efforts to rebuild trust and repair community relations

Monitoring impact and ensuring these changes last

Renewed sense of purpose aligned with the community's expectations and needs

Transformative change with both substantive and symbolic impact

Innovative partnership models and protocols to serve community's evolving needs

Renewed sense of trust and engagement with a revived community

Dramatic improvement in the sentiment of public safety and general welfare

Recommendation Detail



Way forward



The recommendations made by this advisory council are only a starting point.

The recommendations made by this Advisory Council are only a starting point. There is a lot of upside to be realized - and the opportunity to make Atlanta a leading bastion of change nationally - but a difficult journey lies ahead...

While many of these recommendations can be implemented immediately, truly transformational change will require continued investment by – and collaboration between - the city of Atlanta and its police department.

At this time it is crucial to remain grounded. Change is hard: behaviors, systems, and infrastructure all need to be addressed.

Success hinges on setting up this effort properly, and actively managing the change process on an ongoing basis.



19 recommendations for immediate action



Mission, Vision, Values

- 1 Convene a working group that will be responsible for the reimagining of the vision, mission and core values of the APD
- 2 Require the working group to prioritize seven guiding ideals during the development of the newly reimagined vision, mission, and values

Community Partnership

- 3 Mandate pre-arrest diversion training for all officers in all zones
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Reporting & Transparency

- 5 Digitize and structure current and recent records so that they can be analyzed and reported
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Standard Operating Procedures

- 8 Lead Use of Force SOP with principles/values to set tone for Use of Force policies, incorporating additional principles consistent with APD's emerging mission, vision, and values
- 9 Create de-escalation requirements, outlining specific examples/tactics and creating a requirement to consider vulnerable populations when deciding to use force
- 10 Develop Use of Force continuum with clear definitions for levels of subject resistance and force to ensure proportionality
- 11 Further restrict use of deadly force/firearms, including designation of deadly force as a "last resort" and outlining requirements before use, including de-escalation
- 12 Add peer duty to intervene and complementary non-retaliation and reporting requirements

Governance

- 13 Increase accountability for APD and ACRB to conduct investigations and provide responses in a timely manner
- 14 Mandate third party independent review for recommended actions on ACRB/APD disagreements on complaints
- 15 Create a memorandum of understanding between OPS and ACRB for disciplinary action reporting and investigatory data exchange
- 16 Increase period-in-office of OPS leadership to a minimum of two years
- 17 Mandate ACRB review of changes to APD SOPs which affect citizens, at least 30 days in advance; establish a third party recourse for disagreements
- 18 Improve community awareness through direct information dissemination and awareness campaigns
- 19 Extend ACRB mediation program to OPS for lower level complaints

Mission, Vision, Values

- 1 Create a forum to hold community reconciliation meetings between APD and the Atlanta community
- 2 Perform an annual culture audit that will highlight where APD stands regarding progress in achieving newly reimagined vision, mission, and value



Community Partnership

- 3 Augment current 911 dispatcher process to identify situations eligible for alternate response
- 4 Develop a plan to enable alternative first responders for situations where other expertise is beneficial and/or police presence is not critical
- 5 Commit to addressing officer evaluation systems to incentivize eligible diversions and de-incentivize certain arrests
- 6 Create a working group with key stakeholders to implement target alternative response continuum
- 7 Create a fund and central database for non-profits supporting non-LEO response to formally connect with APD and apply for funding from the City
- 8 Commit to planning out the creation of a central crisis response center in partnership with other local jurisdictions

Governance

- 9 Increase ACRB funding by \$0.4-1.3M to enable improvement in effectiveness of processes

Reporting & Transparency

- 10 Revise data collection process to ensure completeness of data and encourage compliance with data collection policies
- 11 Implement structural and process changes to integrate data across departments while preserving privacy and integrity of APD operations
- 12 Invest in deeper analytics to implement data driven decision making
- 13 Build and implement an interactive use of force data dashboard

13 recommendations for continued investment

To reconcile, we must re-engage one another as trusting neighbors, re-imagine our communities, and redefine policing. We can revive this city together.



DRAFT

re-engage

neighborhoods and the APD through truth and transparency

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Trust and fairness creates a more peaceful society. There's less violence. There's less aggression... you feel like you're part of something bigger, and that you belong.

*Dr. Corey Keyes, Sociology Professor
Emory University*

re-imagine

our communities and how Officers take part in them

“ ”

Police should be in and among the community. We must get to know one another and not have this abrupt engagement around problems. So, when problems do occur, it becomes solution-focused and leaves everyone better off.

*Dr. Rosetta Ross, Religion Professor
Spelman College*

re-define

what good policing is for the City of Atlanta

“ ”

Behavior change is a process. Bias and awareness training, for example, is necessary but not enough. We need to look at training and community engagement programming over the long-term.

*Dr. Bryant Marks, Psychology Professor
Morehouse College*

Reconciliation Framework

Reconciliation is a complex process. In order to effectively and efficiently move from stagnation to revival, we commit to the journey of reconciliation together. This three-stage framework captures the steps in the journey, bold actions that the community and APD can take, and our ideal state—what to expect along the way.

“ ”

Reconciliation can't come without first acknowledgment of the stories and empathy for the hardships of those pains.

Reverend Angie Johnson, Fearless Dialogues

re-engage

The relationship between APD and the community is fractured. Citizens are fearful, officers are frustrated, everyone is hurting. Relationships are built on trust, and trust is built on transparency. In order to heal, we must first seek the truth. In order to re-engage, we must be honest.

IDEAL STATE:

When we successfully re-engage, we can let our guard down and work together, as neighbors.

re-imagine

As the community and APD re-engage and begin cooperating as neighbors, we'll have to start collaborating like neighbors, too. We will think big and dream together about what Atlanta can be for current and future generations. In order to re-imagine, we must be bold.

IDEAL STATE:

Re-imagining together will create a shared sense of empathy. This deep understanding will energize us and mobilize us to act.

re-define

Atlanta has a strong legacy of being on the forefront of civil rights; it is up to us to continue to lead. With a re-imagined vision of what we can be, Atlanta can decide what good policing is and model best practices for communities across the United States. In order to redefine, we must be strategic.

IDEAL STATE:

If APD and Citizens can re-define policing, Atlanta can pave the way and showcase what "good policing" means to the world, becoming the inspiration for what is possible.

Answering the Call

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I would be interested to hear APD's response to the question – **who do you want to be for us?** The us includes them. It's not how you want to serve us but who do you want to be as part of our community?

*Dr. Rosetta Ross,
Spelman College*

Though the fires of protest have begun to settle, the embers of change still burn bright in our streets. They burn for reconciliation, they burn for reform, and they burn for a revival. They light the road to a relationship in dire need of communication. This 45-day report is a strategically sound and emotionally invested synthesis of data-driven, committee-backed recommendations, intended to rebuild the trust between the Atlanta Police Department (APD) and the communities they protect.

Following the release of the 14-day recommendations to Mayor Keisha Lance Bottoms, the Advisory Committee embarked on a 31-day exploration to identify five areas where the use of force can be re-evaluated:

Transparency & Accountability Through Use of Force Data Reporting

Creating more transparency around data through robust, redesigned dashboards that are publicly available.

Use of Force Continuum and De-escalation SOP Evaluation

Developing a 'Use of Force continuum' with clear definitions for varying levels of subject resistance and appropriate use of force.

Revisiting the Mission, Values, Vision and Purpose of the APD

Reimagining the police department's current mission, vision, and values to excavate and inform new culture. As an extension, a statement of Purpose would help to bring clarity and inspiration.

Empowering and strengthening the Atlanta Community Review Board (ACRB)

Mandating a fine payable to the ACRB within a 30-45-day period for APD non-compliance within a 30-day ordinance; upholding the decision of the ACRB by default afterward.

Non-Law Enforcement Official & Least Harm Response Initiatives

Mandating pre-arrest diversion training for officers and incentivizing diversion by APD officers for all eligible cases.

The survival and resurgence of Atlanta depend on us to **re-engage** the communities and hearts torn through injustice, **re-imagine** what a partnership between police and residents could be, and **re-define** the parameters of **reconciliation** by finding common ground on which to flourish.

We all venture into the world each day with the hopes that we return safely. By creating secure spaces and open dialogue between our police and the communities they serve, we can assuage fears across both groups and restore peace to the city we call home.

DRAFT