90 DAYS OF COMMUNITY ENGAGEMENT

Evaluating Police / Community Relations
FINAL REPORT 2017

Believe.

City of Rochester, NY
Lovely A. Warren, Mayor
Rochester City Council

Table of Contents

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Lovely A Warren
Mayor

Many communities across America, the state of police-community relations is in crisis. As a City we cannot accept a situation in which citizens are reluctant to call police for help because they don't trust the responding officers. Meanwhile, we cannot ask our police officers to ignore the inherent risks of law enforcement.

While Rochester has not experienced the upheaval we've witnessed in other U.S. cities, we must acknowledge the lack of confidence that exists between our Police Department and our community. The trust has been broken - and the lives of our citizens and our officers are at stake.

I have asked our police department to prepare this report, "90 Days of Community Engagement," to move us further down the path to repair that trust.

We started on this path three years ago with many important programs, including the Reorganization of the Patrol Division, implementation of Body Worn Cameras, Clergy on Patrol and Books and Bears and other initiatives with a community-minded police approach. Now, this report gives us a platform to hold a much-needed dialogue about the nature of public safety and the role that the Police Department and the community both play in creating safe and vibrant neighborhoods. It also offers an important reminder that the relationship between a police department and the community it serves is just that: A relationship - a bond that cannot and should not be broken.

I am so grateful to the many citizens and the men and women of the Rochester Police Department who answered my call to help prepare and create this report and everything else that we have been doing to create a better Police Department that is more connected to the community it serves.

They have demonstrated that it is possible for us to come together without the impetus of crisis or tragedy. They have shown us that the power of hope and a belief in Rochester can inspire positive change.

Lovely A. Warren
Mayor

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A History of Community Engagement

Mayor Lovely A. Warren has long believed, and acted upon that belief, that the relationship between a police department and its community is a crucial component of public safety.

As the President of the Rochester City Council, Mayor Warren continuously encouraged the Rochester Police Department to fully develop an atmosphere of "cultural competence," in which officers were trained and equipped to communicate and interact with people from a wide range of backgrounds, cultures and special circumstances. She was also a leading champion in the effort to improve the diversity of the RPD to ensure its ranks reflected the population of Rochester.

As Mayor those efforts are continuing, beginning on Day One. Money that the previous administration had set aside to study the effectiveness of a new patrol model was redirected to begin the immediate implementation of a Departmental Reorganization. The new model was implemented with a great deal of community interaction, including five community meetings hosted by the Chief of Police. The result was the replacement of a wildly unpopular Two-Section Patrol Model with a Five-Section, Neighborhood-Based model, which gives officers more opportunity to engage in true community policing.

Once the new patrol model was in place, Mayor Warren directed the RPD to begin using the technology of Body Worn Cameras, because she recognized how this this tool can build trust and improve safety for officers and citizens. The program was launched in partnership with the community, based heavily on information gathered from 19 community meetings.

As these two major projects were being developed and implemented, the Mayor continued to seek more immediate opportunities build relationships between the Department and the community. On this front, she tasked the Mayor's Office of Constituent Services to work directly with the Department to create a series of programs to break down barriers and build trust. To date, these programs have included: Clergy on Patrol, Books and Bears and recruitment assistance.

Also in that time, Mayor Warren terminated the Red Light Camera Traffic Enforcement Program because she was well aware of the frustration it was causing in the community and the disproportionate impact the program's fines were having on citizen living in poverty. She also began an Open Data initiative to improve access to crime statistics and other RPD-related information on the City's website.

Meanwhile, many of the RPD's existing community-building programs remain in place and are being strengthened by Mayor Warren. These include the Police Activities League, the Police and Citizen Interaction Committees and the Do the Right Thing Program.

Since taking office in 2013, the Rochester Police Department has hosted or participated in more than 3,000 community meetings and other events with Rochester's citizens and visitors. This report, 90 Days of Community Engagement, seeks to take Mayor Warren's belief in the value of community relations to the next level.

Note: To learn more about the RPD's history of community engagement, see the Addendum 2 on page 42.

Introduction

This report, 90 Days of Community Engagement, is the work of the Rochester Police Department to engage the community from October to December, 2016 and hear views on the RPD, and how we can do better.

At the outset, it is important to note that this report is not meant to be, nor is it an empirical study utilizing scientific methodology. Rather, it was a series of intensive face-to-face discussions, as well as a Telephone Town Hall and various surveys. We made an effort to engage all segments of the community. We did not avoid engagement with persons who have a negative view of the RPD. Indeed, we made a special effort to include organizations and individuals that are known to have concerns about the RPD.

Mayor Lovely Warren made it clear that the ultimate goal would be specific steps that the RPD can take to help improve our relationship with the community. Accordingly, we have developed a series of action items that will be implemented as a result of this fact-finding effort. These action items are a combination of both shorter- and longer-term efforts. They are designed to respond directly to the concerns and suggestions we received. While we do not suggest that these initiatives will solve all of our issues, they will — in conjunction with a number of other initiatives already underway — greatly advance our ongoing efforts to improve and solidify the RPD's relationship with the Rochester community.

We are particularly grateful for the assistance given by the citizens of Rochester. Without their valuable and constructive input, time, dedication and consistent communication, this project would not have been possible.

I would like to extend a special thanks to our Project Manager, Deputy Chief Wayne Harris and his assistant, Officer Eric Majewicz. I am also very grateful for the assistance of Nick Petitti and Kevin Hoyt of the RPD's Office of Business Intelligence.

I would like to acknowledge the Officers and Command Staff of the RPD, the Mayor's Office, members of City Council, the City Bureau of Communications, the Department of Environmental Services, the Department of Recreation and Youth Services R-Centers, the Department of Human Resource Management, the Chief's Advisory Council, the Chief's Police Citizen Interactive Committee and the Office of U.S. Senator Kirsten Gillibrand.

The following members of the community assisted in the project: Teen Empowerment, Transparency for Peace, Miguel Melendez and IBERO, the Genesee Valley Chapter of the NYCLU, the Alphonse Bernard Neighborhood Group, Charlotte Community Association Neighborhood Group, the Center for Dispute Settlement, Action for a Better Community, SUNY Alfred, SUNY Brockport, Rochester Institute of Technology, University of Rochester, Reverend Lewis Stewart and the United Christian Leadership Ministries, Ark of Jesus Ministries, Jennifer Perry and Hillside, Willie Lightfoot, Jason Reynolds and Brendan Kiely (authors of "All American Boys"), Rochester Youth Violence Partnership, Dan Napolitano and Art Force Five, Black Lives Matter, F.R.E.E. (Facing Race and Embracing Equity), Memorial AME Zion Church, Omega Psi Phi Fraternity Inc., Scott Fearing of the Gay Alliance, the Monroe County Law Enforcement Council, Robert Duffy and the Rochester Chamber of Commerce, Bob Rosenfeld CEO of IDEA Connections Systems, Keith Gomez and the Boy Scouts of America, Eileen Graham, 13 Wham, Julie Philips and the Democrat and Chronicle, Bob Lonsberry, WDKX and PODER Radio.

Michael L. Ciminelli
Chief of Police

Executive Summary

Responding to concerns expressed by members of the Rochester community, Mayor Lovely A. Warren directed the RPD to meet with a diverse cross section of Rochester to gather specific recommendations on how the RPD could improve its relationship with its citizens. Specifically, the Mayor directed the RPD to examine its relationship with the community, identify what the community felt was unsatisfactory and put forth strategies on how to improve. Mayor Warren announced this directive in October, 2016. This report, 90 Days of Community Engagement, is the result of those efforts.

The fact-finding portion of this project included five components: A telephone town hall; a community forum in each of the city's five patrol sections; meetings with individual stakeholders: a community response survey; and a review of the City of Rochester Customer Survey conducted by Cornell University in 2013.

Eight common themes emerged from the information gathered during this project: Communication; Training; Education; Positive Promotion; Relationship Building; Transparency; Diversity and Respect; and Youth Outreach and Engagement. The suggestions and action items identified in this report did not come from only one theme. Rather, the themes share interrelated points of concern. For example, during the community forums, many participants suggested that educational solutions could bridge a lack of understanding between law enforcement and the community. Those solutions might include training for officers as well as educational information provided to the community. Because of this, as the suggestions and action items are discussed in this report, portions will touch on different themes at the same time.

Most participants felt that the development and maintenance of strong and positive relationships between the RPD and the Rochester community was critically important. Overwhelmingly, community members felt that opportunities for interaction would assist in developing the necessary relationships that would ultimately prevent negative interactions from occurring.

As a result of the information gathered in this project, the RPD will undertake the following specific action items:

Communications Task Force - Report and Recommendations due June 1, 2017
Bi-Weekly RPD Update - Commencing February 2017
Police Training Advisory Committee - Commencing in 2017
Police Academy and Field Training Outreach - Implementation for March 2017 Academy Class
Community Recruiters - Implementation for November 2017 Police Exam
Touch Every House - Implementation beginning 2017
Bigs in Blue - Implementation beginning February 2017
P.A.L. - Implementation beginning 2017
R-Centers - Implementation beginning in summer of 2017
Adopt a Class - Implementation beginning in September 2017

Each of these action items will be explained in more detail in the body of this report. While we do not suggest that these initiatives will solve all of our issues, they will—in conjunction with a number of other initiatives already underway—help our ongoing efforts to improve and solidify the RPD's relationship with the community it serves. We will regularly report to the community on our progress with these initiatives, including regular website updates.

Overview of Project

The deaths of African-Americans Michael Brown in Ferguson, MO; Eric Gardner in New York City, and Freddie Gray in Baltimore, MD; were a result of enforcement action by white police officers and the subsequent outrage, protests and rioting heralded the start of a national conversation on police-community relations. Central to the conversation was the premise of the prevalence of racism among law enforcement as police interacted with minority citizens throughout the country.

The frustration felt by citizens in many urban communities has not been confined to the areas where violence or protests have erupted. Frustration has also been felt in areas where interactions among police and citizens have been viewed as negative and have been captured or recorded by community members. Rochester, NY is no exception. One such incident occurred in July of 2016 when a Black Lives Matters protest resulted in the arrest of more than 70 people at the intersection of East Avenue and Alexander Street. Some in the Rochester community felt the RPD used excessive and unnecessary force during this incident.

A drug arrest near the intersection of Avenue A and Hollenbeck Street in September of 2016 also contributed to the level of frustration felt by many in the Rochester community. The incident included the arrest of a woman, part of which was captured by cellphone video. Some in the community felt officers used excessive and unnecessary force while making this arrest.

As a result of the Hollenbeck Street incident, City Councilman Adam McFadden, chairman of the Public Safety, Youth and Recreation Committee, convened a public hearing to address concerns he received from the community. Many attended the hearing and spoke passionately about the incidents, what they felt was wrong with the RPD and what they felt needed to be done to improve it. Some suggested that the RPD is a racist organization, is poorly trained, deficient in its policy development and corrupt. Some attendees complained about the lack of transparency between the RPD and the Rochester community and expressed their desire for RPD officers to be from the city of Rochester or be residents of the city.

The following report outlines the methodology used during the Mayor's 90 Days of Community Engagement initiative and based on information gathered, outlines the specific opinions and recommendations identified during the project regarding police and community relations. Additionally, it includes the eight themes that highlight the issues most concerning to the project participants. The report concludes with specific action items to address and correct these concerns.

Methodology

1. TELEPHONE TOWN HALL: The Telephone Town Hall was conducted on October 27, 2016. It was conducted by Mayor Lovely Warren, Chief Michael Ciminelli, Deputy Chief Wayne Harris, Officer Eric Majewicz, Director of Business Intelligence Nick Petitti, Director of City Communications James Smith and Assistant Communications Director Ted Capuano. Invitations to participate were sent the night before the event with a follow-up call the next evening for the actual discussion. Residents were invited based on a broad geographic distribution of participants. Eight questions were developed to facilitate the discussion and were provided to the participants during the Telephone Town Hall. The questions were designed to gauge the community's opinion on topics such as transparency, responsibility for the investigation of police personnel complaints, safety in the city of Rochester, police-community engagement, training, officer safety and open data. Question No.1 was designed to capture the community's opinion on the six pillars of the President's Taskforce on 21st Century Policing.[1]

All participants were advised that, although the eight questions were being offered, any topic pertaining to police-community relations were encouraged and would be discussed. Similar instructions were later given to participants of the open forum and stakeholder meetings.

1. Which of the following is the most important factor in creating a reputable Police Department?
- A. Community policing, trust building and crime reduction
- B. Policy updates, better usage of technology and social media
- C. Officer training and education, wellness and safety

2. Which group is most responsible for promoting safety in the city of Rochester?
- A. The Police Department
- B. The citizens
- C. Police and citizens working equally together

3. How important is it for a police department to establish a culture of transparency?
- A. Extremely important
- B. Somewhat important
- C. Not important

4. Which of the following should be responsible for investigating police personnel complaints for inappropriate use of equipment or tactics?
- A. The federal government
- B. The Police Department
- C. A citizen action group

5. How often would you visit the RPD website if you could use it to access open data and analysis tools?
- A. Much more than once a week
- B. About once a week, maybe less
- C. Never

6. Besides performing traditional police work such as writing tickets, questioning or making arrests, do you see police proactively engaging with the community?

☐ Yes ☐ No

7. How important do you feel it is for police officers to receive continual training once employed with RPD?
- A. Extremely important
- B. Somewhat important
- C. Not important

8. How important is officer safety to you?
- A. Very important
- B. Somewhat important
- C. Not important

1. The President's Taskforce on 21st Century Policing at https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf



12,686 residents were invited to participate. Of those residents selected, 1,692 accepted the invitation, 1,780 declined, and 4,992 answering machines were reached, for a total of 8,464 answered calls. On average, 300 participants remained on the line for the duration of the call.

A moderator guided the discussion and participants could speak directly with the Mayor and/or Chief. Participants could also use their touch tone phones to answer poll questions. Statistical data gathered from the Telephone Town Hall is provided in the addendum.

2. OPEN FORUMS: Five open forums were held throughout the city. The forums were held on Nov. 7, Nov. 10, Nov. 15, Dec. 2 and Dec. 5. They were conducted in the following five R-Centers respectively: the Thomas P. Ryan R-Center, the David F. Gantt R-Center, the Flint St. R-Center, the Edgerton Community Center and the Adams St. R-Center. Each forum was structured with four groups of tables, each staffed by one or two trained facilitators to capture information discussed. Each table group held two of the eight questions used throughout the project. Participants were similarly advised that any topic pertaining to police-community relations was open for discussion.

The forums were promoted on the City of Rochester website, the RPD website, social media and on local radio by recorded messages and live appearances. On average, the forums were attended by approximately 30 to 35 community members. Uniformed officers from each patrol section attended and participated in the dialogue. On some occasions, Mayor Warren and members of City Council attended and took part in the discussions. Each forum followed the same format. Participants were asked to be open and frank with their opinions or concerns. Most participants were respectful and this allowed everyone an opportunity to offer their opinion.

Each forum allotted time for the facilitators to summarize the opinions and recommendations captured at each table. The last 30 minutes of the forums were used to allow facilitators an opportunity to address the participants that were reconvened into one group. Each person in attendance left knowing all of the ideas, opinions and recommendations generated at each table.

3. STAKEHOLDER MEETINGS: Individual stakeholder meetings were convened. Stakeholders expressed vocal opposition to the current practices of the RPD, and law enforcement in general, as well as those who expressed strong support for the RPD and law enforcement. They included activists, the business community, the faith-based community, youth, the LGBTQ community, students, educators and many others. Stakeholder meetings consisted of panel discussions, large meetings with individuals representing various interests, meetings with individuals or smaller groups and telephone conference calls.

Whenever possible, stakeholder meetings were facilitated in order to capture the opinions and recommendations that were offered by participants. All of the information collected in the stakeholder meetings has been included in the coding with all of the information gathered throughout the project. The coding consisted of identifying commonalities within the opinions, suggestions, recommendations or concerns provided by all participants of the project. It provided the statistical data used for charting the responses given by community members, as well as identified the eight common themes that make up the basis of this report.

4. COMMUNITY RESPONSE SURVEYS: In an effort to continue gathering quantifiable data from the questions provided in the Telephone Town Hall, the questions were reproduced, with changes to two questions, in a survey that was distributed at each open forum as well as the Neighborhood Service Centers throughout the city.

The changes to the questions were:

Question #3 was changed from: **"How important is it for a police department to establish a culture of transparency?"**

D. Extremely important
E. Somewhat important
F. Not important

It was changed to: **"Would you like to see the police department do better in building trust with the community?"**

G. Yes
H. No

Question #6 was changed from: **"Do you see police proactively engage with the community other than traditional police work, (writing tickets, questioning, or making arrests, etc)?"**

I. Yes
J. No

It was changed to: **"Besides performing traditional police work such as writing tickets, questioning, or making arrests, do you see police proactively engaging with the community?"**

K. Yes
L. No

A question #6a was added to the survey. It asked: **"Is this current level of community engagement acceptable?"**

A. Yes
B. No

Each Neighborhood Service Center office was directed to further distribute the survey to the community groups and neighborhood associations it regularly meets with. A total of 182 surveys were received and coded. Statistical data gathered from the survey is provided in the addendum.

5. CORNELL STUDY: The review of the City of Rochester Customer Survey commissioned from Cornell University and conducted in November and December of 2013 provided a foundation of understanding regarding how the Rochester community felt toward the RPD when the survey was conducted. The Cornell survey touched on many of the same broad topical areas as the 90 Day Initiative, but direct comparisons to any potential changes in perception could not be analyzed due to differing methodology.

A representative sample consisting of 383 Rochester residents were randomly selected to participate in the telephone survey. The sample was proportionally representative of the city's population by gender, ethnicity, age, household income and area of residence.[2]

The survey was separated into two areas of interest: the perception of safety among the citizens of Rochester; and their opinion on the professionalism of the RPD. For the purposes of our project, the review of the study focused on the latter. Topics measured by the survey included Interaction with the RPD in the past year; Rating of RPD performance; Overall impression of the RPD; and Trust in the RPD.

2. The demographic information was gathered from the 2010 U.S. Census at http://www.census.gov/prod/cen2010

Findings

Eight common themes emerged to frame the recommendations of this report. Those themes are: Communication; Training; Education; Positive Promotion; Relationship Building; Transparency; Diversity and Respect; and Youth Outreach and Engagement. A more in-depth statistical comparison is discussed in the addendum of this Report.

1. COMMUNICATION: A primary concept brought forth through our discussions with the community was the need to further develop the relationship between the RPD and the citizens. This concept was discussed at various times throughout the project, but most notably while discussing the concept of communication. Specifically, the coordination and flow of information with the community in general and with identified stakeholders within the community were the basis of the communication discussions. Stakeholders may be individuals or groups of individuals that have a vested interested in their respective areas.

The discussion of communication began as members of the community stated they were not always aware of incidents of crime in their neighborhoods. Community members stated that not having direct dialogue with the RPD about such matters made them feel as though they were in the dark and powerless to address them. Additionally, community members felt that discussing their concerns directly with RPD would allow them to provide input on how best to address their neighborhood interests, be a part of crime-prevention efforts and help improve the quality of life in their neighborhoods.

Discussions on this topic usually included conversation regarding Police and Citizens Interactive Committee (PCIC) meetings and whether community members were aware of its existence. Some were, but usually only those that attended these meetings knew about them. This led to an explanation of what the various forms of PCIC were and how they occur within the five Patrol Sections and the Chief's PCIC meeting, which occurs on a bi-monthly basis at the Public Safety Building. Most participants felt PCIC meetings were a good idea, but perhaps not enough. Those in the discussion stated they were looking for more. Specifically, more regular and comprehensive dialogue between the police and citizens on matters that concerned their neighborhoods was commonly requested for the future.

The discussion on communication was not exclusive to crime concerns or quality-of-life issues. Residents also asked for regular dialogue, to include findings on matters pertaining to complaints against officers. Many residents feel as though the information they receive from the Police Department relative to complaints they have made against officers is not adequate following an internal investigation. Specifically, some residents are not satisfied with the Findings Letter they receive at the conclusion of an investigation. Many feel that the letter is too generic and does not provide detail on how the finding(s) were established. This leaves residents feeling they are without recourse and speaks to the community's concern with transparency within the RPD.

Additionally, residents reported being concerned about the time some internal investigations take to complete, and the lack of communication from the Professional Standards Section with involved community member(s). This topic was related to the Findings Letter delivered to complainants, but also centered on the status of an investigation while the investigation is proceeding. This discussion usually became an opportunity to educate the public on internal investigative processes, but it also identified the lack of understanding regarding many of law enforcement's policies, procedures, constraints, regulations and methods. This aspect of education will be discussed further in the Education segment of this report.

Many had concern over New York State Civil Rights law 50-A[3] which prohibits the release of disciplinary information regarding police officers. Some feel that RPD and law enforcement agencies within the state use this law to hide disciplinary findings and that officers are then insulated from public scrutiny. This creates the impression that "problem officers" are allowed to continue to operate and "victimize" the neighborhoods they serve.

Overwhelmingly, residents feel this civil rights law harms the relationship between police and the community and it does nothing to foster trust. Whenever this topic was discussed during the open forums, the conversation generally turned toward a community's ability to work for legislative change. In addition, an effort was made to educate the community on what was within the purview of a law enforcement agency to effect change and what was not.

3. NYS Civil Rights law 50-A http://codes.findlaw.com/ny/civil-rights-law/cvr-sect-50-a.html

In the analysis of communication, the overall opinion was that communication greatly contributed to fostering transparency. It is seen as essential to building trust and establishing a strong relationship between law enforcement and the citizens. As a recommendation from the community, and based on the statistical data the project gathered, improved communication was the number one method to strengthen the relationship between the RPD and the Rochester community.

It should be noted that the RPD recognizes the importance of communication and has strived to develop strategies that accomplish that goal. For example, PCIC is an ongoing method for providing the community with updated information regarding the RPD. Efforts have been made to improve the interactive nature of these meetings. Also, the Department's Public Information Officer regularly provides information regarding notable arrests and crime information to local media, as well as proactively posting notable information on positive police activity on social media such as Facebook and Twitter. Additionally, the RPD has recently undertaken an Open Data Initiative which provides the community with near real-time crime data for their respective neighborhoods. Despite these efforts, communications remained the top-rated item of concern and was cited as a topic for improvement.

2. TRAINING: Training was a multi-faceted concept identified during this project. As was publicly stated in the Council hearing following the Hollenbeck Street incident, there are some in the Rochester community who feel RPD officers lack adequate training. The recommendations received throughout discussions with the project's participants were that the RPD should invest in training relating to topics such as racism, cultural diversity, defensive tactics, escalation and de-escalation strategies and techniques, identification of individuals with psychological, developmental, emotional and physical impairments and citizen interaction.

During the project's discussions, there was no opportunity to explain all of the RPD's current training programs. While some were discussed, the emphasis was placed on gathering the public's opinion and concerns. It was, however, another illustration of the need for mutual education.

Most participants felt that RPD officers always conduct themselves professionally and courteously. This was true of all the aforementioned subject areas where personnel training was recommended. For example, with regard to the concern of racism, while some participants felt strongly that racism is widespread throughout the RPD, the majority did not share that opinion. Instead, the concept of racism was seen as universal and something that training can address. In that sense, while not condemning the RPD

as entirely racist, all felt that anti-racism training of some type was essential for all personnel within the RPD. Discussions on racism did include the concept of implicit bias and efforts the RPD is taking to provide training in this area.

Still, some participants did raise concerns on how the RPD officers conduct themselves with the public. For example, in relating their experiences with RPD officers, some community members stated that the officer was short with them, unnecessarily authoritative with them and even rude during interactions when the encounter was brief and not involving a critical incident. Of those that expressed this impression, most felt that interaction training would improve how officers deal with and speak to citizens they encounter.

The discussions of training included the community's desire to become actively involved in the development and delivery of training to be given to academy recruits as well as current RPD officers. Specifically, many community members expressed the need for academy and in-service training to include topics specific to Rochester's history, its various cultural demographics and the need for community members to be involved in the development of training. In addition, many community members felt it is important for residents to be a part of the instruction insofar as it will further improve the relationship between the RPD and the community, and provide a citizen perspective to the instruction subject matter.

As training relates to the recommendation of education, many areas of community instruction were identified during discussion. These areas will be further discussed in the Education section.

3. EDUCATION: The lack of a relationship between law enforcement and the community was identified by the Department of Justice as one of the primary contributing factors to the civic violence that occurred in Ferguson, MS following the death of Michael Brown.[4] The concept of a relationship deficiency of any kind can be regarded as a lack of understanding between two parties. In the relationship between a law enforcement agency and the community, ignorance of cultural differences, historical references, societal factors, policies and/or procedures, as well as tactics and/or training can severely impact and even stunt the development of the relationship that is necessary to provide effective police service to a community.

Among all of the concepts discussed throughout this project, education was a common recurring theme. Many community members spoke of their experiences with the RPD, and how they did not understand why an officer acted or spoke in a certain way. Also, it became apparent that there was a significant lack of understanding on the part of the community regarding New York State laws such as the Penal Law and Criminal Procedure Law. For example, and with particular regard to the Hollenbeck Street incident, many participants in this project did not fully understand that a citizen who is being lawfully arrested based on reasonable cause is obligated by law to submit to the arrest without resistance of any kind. This lack of understanding may have contributed to the negative sentiment many citizens



4. The U.S. Department of Justice report on the Ferguson, MS police department. https://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf

expressed after viewing the video footage of the arrest of the woman and likely influences negative opinions of other citizens who witness arrests that include resistance.

Additionally, while many residents were familiar with New York State Civil Rights Law 50-A, there was a level of misunderstanding among some participants of what this law states specifically, and what protections it offers to law enforcement officers. Again, this lack of understanding of 50-A may contribute to the opinion that police agencies hide poor performance of their personnel behind the law, which thereby undermines public trust in the RPD.

Many community members felt there were significant gaps in the RPD's knowledge of the Rochester community and its differences. Specifically, many participants mentioned the importance of teaching Rochester's history as it relates to the different demographics of the city's population. The concern was that not enough historical information was provided to recruits in the academy, especially to those recruits who do not come from Rochester. Many community members expressed concern that recruits from outside of Rochester would be incapable of understanding its residents and neighborhoods. Most believed that improving the content of recruit training as it relates to the Rochester community would help address this concern.

As a result, a strong community recommendation developed from this project was greater education of police personnel and the Rochester community in areas of mutual interest. Some suggestions on how to accomplish this include the cooperative development of training material to be presented during the academy, as well as in-service training and the development of training material for the community and police personnel alike that can be presented through video, audio, print or social media.

4. POSITIVE PROMOTION: One component to improving police and community relations that officers and community members agreed upon was the need for more public information promoting positive interaction between RPD and Rochester's citizens, as well as positive messaging in general. This sentiment usually occurred during discussion on the negative messaging regarding police and community relations that the United States has experienced over the past few years. The mutual belief among those participating in the project was that all of the negative messaging gives the impression that police-community relations are worse than they are. This may contribute to the lack of trust between law enforcement and their communities, as well as be a factor in the increased level of violence communities have witnessed throughout the country against both citizens and police personnel. All participants felt that enhanced positive messaging would serve to counteract negative messaging which will be necessary for building a strong relationship.

Different methods for delivering positive messaging were discussed. Social media was the primary method participants suggested to accomplish a positive messaging agenda. Specifically, many community members recommended using Facebook, Twitter and Instagram to inform the public when officers are involved in something positive. All were informed that the RPD does use social media, to include both Facebook and Twitter, but many participants felt it was used insufficiently. Increasing the RPD's social media presence was recommended.

Another method suggested for promoting positive imagery of the RPD was the use of paid public advertisement, such as billboards, digital messaging boards and shrink-wrap advertising on buses.

As a whole, the concept of promoting positive images and information about the RPD was seen as critically necessary for the improvement of police-community relations by both uniformed personnel and the community. It was highly recommended.

5. RELATIONSHIP BUILDING: On numerous occasions during the open forum discussions, community members expressed a desire to know the officers that work in their neighborhoods. Many mentioned that they see officers drive by in their police vehicles, but don't see officers out of their vehicles unless something is wrong. This topic usually led to a discussion of the recent RPD reorganization.

Some residents feel that even after the reorganization, they do not have a personal relationship with the officers that work in their neighborhoods. Some participants related past experiences, when the RPD was in a section structure, where they knew officers by their first names. They recalled

seeing officers walking playgrounds, or stopping to talk to neighbors, or talking to business owners. The impression they gave was that the officers in the experiences they described had a closer connection to their patrol beats.

A suggestion on how to build upon and even establish the relationship between RPD and the Rochester community was PAC-TAC (Police and Citizens Together against Crime). PAC-TAC is a volunteer program consisting of neighbors that patrol their respective neighborhoods under the supervision of uniformed police officers, often crime prevention officers. As they walk, they interact with other residents, citizens or merchants, in an effort to express that their neighborhood is actively involved in efforts to prevent crime and improve public safety.

Many discussion participants expressed disappointment that the program has fallen silent in most areas of the city. The reason for its decline is not readily apparent. Many of the program's active members have been walking for a number of years, however, many of them are also retired citizens. The RPD has made significant efforts to recruit new and younger program participants, but those efforts have not proven successful. RPD understands the community's opinion of PAC-TAC and their desire for efforts to improve the program, however section captains have found it difficult to recruit new members to the program. The RPD will be reevaluating PAC-TAC in 2017 to determine how best to restructure the program and appeal to interested community members.

Another program frequently mentioned in all of the discussions within this project was P.A.L. Many residents remember P.A.L. as the Police Athletic League which was very active with the community a few decades ago. The program featured boxing, basketball, baseball/softball, swimming, etc. It was developed as a measure to combat juvenile crime during the 1950's. More importantly, it provided an opportunity for officers and youth to interact in a non-law enforcement way. The reason for the program's demise is uncertain at this time.

RPD began a new version of P.A.L. a few years ago. It is now called the Police Activities League. Currently, it is a program that consists of various volunteer activities, at which officers can interact with youth. Examples of current P.A.L. activities include video game competitions, Shop with a Cop and reading to students.

According to participants, programs like these are worthwhile, and many residents suggested expanding the program. Specifically, the common belief was that any program that bridges the gap and serves to establish a relationship between the RPD and the Rochester community – especially its youth – in anyway other than enforcement, is critically important toward establishing trust, cooperation and a sense of community.

6. TRANSPARENCY: Transparency – the ability to easily see and gain a deeper understanding of the RPD's inner-workings - was often mentioned by community members, both those that appeared supportive of law enforcement and those that appeared opposed to law enforcement, as a concept absolutely necessary for establishing trust and legitimacy.

The concept was mentioned in association with many of the common themes throughout the discussions. For example, while discussing communication as it relates to discipline, many community members felt that having open communication with the RPD during disciplinary matters would enhance the transparency of the Department.

Another suggestion to improve and foster transparency was an enhanced Civilian Review Board (CRB). This concept was generally suggested by participants that were dissatisfied with the RPD's current method of civilian review. CRB is a civilian oversight program managed by the Center for Dispute Settlement. It has been part of the City of Rochester's discipline process since 1992. It consists of a panel of three certified mediators who are assigned a case review on a rotating basis. CRB panelists are, as of 2012, city of Rochester residents from various demographics that have been trained in the RPD's policies and procedures, as well as state and federal statutes that may apply to an internal investigation.

Rochester's CRB reviews internal investigations pertaining to use of force by RPD personnel or acts which may constitute a crime by RPD personnel. In such cases, CRB will review a

case in its entirety, render a recommendation and forward it to the Chief of Police. The Chief of Police, as the appointing authority for the RPD, then makes a final determination on an investigation. Finally, if the allegation of misconduct is sustained, the Chief of Police will determine the appropriate punishment for Department personnel. Under Civil Service Law and the collective bargaining agreement, police officers have a right to a hearing and judicial review of any discipline imposed by the Appointing Authority (Chief of Police).

In 2012, Rochester's City Council sought to enhance CRB. Following a review of the RPD's disciplinary process, two enhancement measures were adopted. One measure was the creation of a part-time Community Advocate charged with ensuring the integrity of the internal investigation process. Additionally, the Community Advocate assists citizens with the complaint process and may accompany a citizen during the initial interview at the Professional Standards Section. The 2012 review also resulted in the requirement for CRB panelists to be residents of the city of Rochester and be New York State Unified Court certified mediators.

For those individuals not satisfied with the current form of CRB, the 2012 enhancements were not enough. A frequent recommendation expressed during the forum discussions was for strengthening the program through complete police oversight by an independent board of Rochester citizens. It was suggested that such a board would have subpoena authority and broad investigative powers.

By City Charter, Rochester City Council possesses subpoena authority. To date, Council has not exercised this ability in a disciplinary capacity. Participants were informed of Council's authority and told that Council is currently re-examining CRB to determine how it can be strengthened which may include broader investigative authority to add to it subpoena ability.

It became apparent during the discussions that transparency meant different things to different people. For example, some felt it pertained only to matters of discipline while others felt it involved openness with regard to criminal, tactical and training matters. Additionally, others felt transparency related to matters of police community interaction that could be addressed through technology.

Nationally, one method that the law enforcement industry has used to address this sentiment has been the implementation of Body Worn Camera technology. In 2014, the U.S. Department of Justice, through their Community Oriented Policing Services (COPS), and in partnership with the Police Executive Research Forum (PERF), released a report on police Body Worn Camera research.[5] The report highlighted the benefits of a law enforcement agency's use of a body worn camera program, to include the enhancement of police legitimacy, a reduction of police use of force and a reduction of complaints against police personnel. In 2016, the RPD began deploying Body Worn Cameras to its patrol officers to enhance transparency with the Rochester community.

While most participants in the project appreciated the RPD's development and deployment of its Body Worn Camera program, some residents had concern over its policy. Specifically, some residents were concerned with the rules governing the circumstances of an officer's activation or deactivation of the recording function of the cameras. An additional concern with the policy was its authorization of an officer to view his or her Body Worn Camera footage prior to writing a report. Those individuals opposed to this believe officers would use the authority to alter what they write.

This belief speaks directly to how Body Worn Cameras can impact trust between law enforcement and the community. A counter to the belief that officers would use BWC footage to alter their reports is that the footage would ensure officers were accurately reporting their investigations and citizen encounters. This was mentioned to those opposed to allowing officers to view their footage; however, it did not seem to alter their opinion. It became apparent that further trust needs to be developed in order for some members of the community to be entirely comfortable with this program.

5. https://ric-zai-inc.com/ric.php?page=detail&id=COPS-P289

However it is defined, mostly all participants felt transparency was important for maintaining the relationship between RPD and the Rochester community. There were some specific recommendations for transparency alone, but as it relates to many other themes of the project, other recommendations will address it for improvement.

7. DIVERSITY AND RESPECT: The concept of diversity was widely discussed throughout all of the project. It was not a question specifically asked, but was discussed during almost all of the meetings held. Like transparency, diversity meant different things to different people. To some participants it meant ensuring the RPD hired more African Americans or minority officers. To others it meant instructing officers on matters pertaining to diversity, racism or bias. Additionally, respect was often discussed along with diversity. Many residents felt respect for the RPD would be enhanced if the Department was more diverse.

The discussions around diversity generally included the federal consent decree, the RPD has operated under since 1975. Specifically, in 1975[6], African American officers sued the City of Rochester for what they felt were poor hiring and promotional practices within the RPD. The suit resulted in the decree which established two hiring lists, one for minority candidates; and one for non-minority candidates and states that two of every three persons hired by the RPD must be a minority. The order was amended in 1992 to mandate that one out of every three persons hired must be from the minority list of candidates. Additionally, the decree originally mandated that the RPD reach and maintain a 25 percent representation of minority officers within its ranks. This order was temporarily suspended by the court in 2004 upon request by the City of Rochester because there were not enough minority candidates to fill the proposed academy class of 25 recruits during that year. The suspension was granted for one year with the stipulation that minority hiring would be made up in subsequent classes. Currently, the RPD holds to approximately a 26 percent minority representation among sworn officer personnel.

Many forum participants were not aware of or did not fully understand the consent decree. Some participants asked how or if the decree can be changed. They were informed that any changes to the decree must be petitioned by a party to the claim and delivered to the court. All participants were informed that the RPD is fully committed to adhering to the consent decree, and that it was also open to recommendations for expanding its diversity through other measures as well.

Some community members recommended that only city residents be hired as officers, or that they must be city residents while employed. Under New York State law, the City of Rochester is permitted to hire only City residents, but is prohibited from requiring them to live in the city after hiring.[7] Under current law, however, the City could negotiate a City residency requirement for police officers.

When discussing diversity, participants were asked whether they felt it could be achieved by the RPD being able to interact effectively with every ethnicity, culture, and demographic that existed in Rochester. While some felt hiring more minorities was the only change necessary to improve the RPD's diversity, many felt it was equally important for the RPD to have a relationship with all members of the Rochester community. In this regard, the discussions began to address racism and bias.

As mentioned, some members of the community firmly believe that racism exists within the RPD. Those participants of the discussions were then asked what they recommended to address it. This was often met with questions regarding the psychological testing that occurs during the hiring process and a community recommendation that the testing be improved to identify individuals with racist tendencies prior to hiring. For those RPD personnel already employed, some recommended immediate termination of officers that are determined to be racist and anti-racism training for all staff.

To that end, efforts were made to inform the project participants of some of the strategies the RPD is employing to address racism and diversity. Strategies such as Implicit Bias training for the whole Department, recruitment of all demographics living within the city and community outreach measures were outlined. Most felt these strategies were worthwhile and participants recommended developing more.

6. http://rochester.indymedia.org/sites/default/files/fed%20consent%20decree%201970s.pdf
7. http://www.nysl.nysed.gov/libdev/excerpts/pbo3.htm

8. YOUTH OUTREACH AND ENGAGEMENT: One of the most common themes identified during the project was the need for police and youth engagement. Specifically, many community members involved in the project recommended the RPD develop methods of connecting with the youth in Rochester and maintaining that relationship. This discussion was usually generated by discussion of mistrust and police violence against youth.

Some community members inquired about programs such as P.A.L. and expressed a desire for it to continue and expand. Community members also felt programs such as Teen Empowerment offer an excellent opportunity for officers to interact with Rochester's youth and all efforts should be made to expand that interaction further.

Participants were informed of the RPD'S current level of involvement with Teen Empowerment. They were told of the recent academy classes at which Teen Empowerment has been invited to meet with the recruits in the academy very early in the academy schedule, and then brought back toward the end of the recruits training experience. Community members were also told of the Teen Empowerment officer/youth dialogue events that take place over a three-day period where the participants take part in exercises designed to break the ice between two parties, as well as foster understanding between them.

Participants felt that these were excellent steps and recommended that they be maintained. Overwhelmingly, community members felt that opportunities for interaction would assist in developing the necessary relationships that would ultimately prevent negative interactions from occurring.

Existing Engagement Initiatives

The RPD remains committed to advancing its relationships with the citizens of Rochester and to the development of additional community engagement strategies. Currently, there are a number of programs that provide the RPD with opportunities for community engagement. These programs remain active within the RPD and are continually evaluated for improvement. While it is not practical to list and describe every initiative the RPD has undertaken, the following examples will illustrate its commitment.

Project TIPS- Project TIPS (Trust, Information, Programs and Services) partners community agencies and law enforcement personnel in selected neighborhoods to build trust between residents and law enforcement and share information. The program was developed through the collaborative efforts of Camp Good Days and Special Times, the RPD, RIT and many others. It consists of teams of law enforcement and volunteers going door-to-door into selected neighborhoods to meet with residents. In addition to introducing themselves, the team conducts a survey to gather information about how residents feel about their neighborhood, what sort of crime or quality-of-life issues they are concerned with and whether they have a relationship with the police officers that work in their neighborhoods. All residents are invited back to a nearby park where various service groups are available to speak with them and provide information on the services available for city residents. Additionally, City Recreation staff is available for games and play, a DJ provides music for dancing and enjoyment and free hot dogs and hamburgers are available.

Chief's Community Communication Team- the Chief of Police has established a Community Communication Team consisting of about a dozen clergy and community leaders from the city of Rochester. Whenever a significant event occurs that could cause community concern (e.g., police-involved shooting), the Chief and his staff personally contact each member of this team to provide accurate and timely information, solicit any community concerns and make arrangements to deal with any rumors or inaccurate information that may arise. This is typically done within eight to 12 hours of the event. On several occasions, the Chief has also held follow-up meetings with this group to continue to convey information and hear community concerns.

Shakespeare from the Street- Shakespeare from the Street is a program developed in partnership with Hillside (https://hside.org), Dr. Bernard Plansky, Annette Ramos and the RPD. The objective is to develop Shakespeare productions with at-risk children and police officers to bridge the gap of understanding between law enforcement and area youth. Importantly, the program helps the youth deal with personal issues they may be facing. This program began in 2016 and is continuing with a new production in 2017.

Police Explorers Post 655- Police Explorers Post 655 is an organization established with the support of the Boy Scouts of America. It closely follows the basic methods and policies of that organization. Progress through the program is measured through the earning of badges. The purpose of the Explorer Post is to offer young men and women, ages 14-20, insight into the field of law enforcement. For ad-

ditional information, please go to the City's website: www.cityofrochester.gov/rochesternypolicesameteam

Rochester Animal Services- Rochester Animal Services (RAS) regularly looks for volunteers, ages 14 and older, who are interested in enhancing the quality of life for the animals at the shelter. Many of the volunteer activities involve direct contact with the animals, but there are many opportunities that also provide supportive and administrative functions. All volunteers go through the RAS orientation and on-the-job training. To volunteer, interested youth may stop by the shelter or go to the City's website to apply online (www.cityofrochester.gov/RASvolunteer).

P.A.L.- The Police Activities League of Rochester NY is a not-for-profit entity initiated to build partnerships and positive interactions between youth ages 5 to 21, police officers and the community through recreational, athletic, arts and educational programs. PAL will encourage youth development, good citizenship and will provide an opportunity for law enforcement to engage with the community outside of duty time.

Student Internship- The RPD maintains a robust student intern program. Preference is given to college students interested in pursuing careers in criminal justice and taking the City of Rochester Civil Service Police Officer Exam. All interested candidates must apply online at the City's website: www.cityofrochester.gov/urbanfellows.

PREP-The Police Recruit Education Project (PREP) is a two-year program at Monroe Community College (MCC) designed to prepare students for a successful career in law enforcement with the RPD. It is open to first-year Criminal Justice students. The PREP curriculum includes education, practical training and experience with RPD, participation in a mentorship program, part-time employment and job shadowing. Members of PREP are called cadets, and as cadets, they are exposed to a number of law enforcement activities including riding with on-duty police officers, role-play training and community outreach events. A number of cadets have gone on to become police officers with the RPD. Persons interested in the program may contact the RPD's Professional Development Section or MCC.

Clergy on Patrol- Clergy on Patrol is the Mayor's partnership between area clergy, other representatives from Rochester's faith-based community and the RPD. Its mission is community outreach by walking in Rochester's neighborhoods and speaking directly to residents. It provides an opportunity for clergy and law enforcement to engage the public in discussions regarding neighborhood concerns, quality-of-life issues, personal matters or anything at all. It also allows an opportunity to hand out information on jobs and services for residents.

PCIC- Police Citizen Interactive Committees are monthly meetings, or in the case of the Chief's PCIC, bi-monthly meetings. Each section captain convenes the meeting, which is attended by section staff and representatives from the various neighborhoods groups within the section. Topics of discussion can include crime patterns, quality-of-life issues, environmental concerns, problem locations or crime statistics. The meetings are intended to be interactive so everyone can participate in an open dialogue. In the case of the Chief's PCIC, representatives from neighborhood groups throughout the city are invited. The format is similar, however, information on Departmental projects are often introduced and updated with the expectation that neighborhood group members will take the information back to their respective organizations.

Open Data Initiative- The RPD's Open Data Initiative is the result of an evolving effort to promote public transparency, legitimacy and accountability by employing efficient online data dissemination through technologies now available to the Department. The RPD is currently in the final approval stages to join the White House's Police Data Initiative and is committed to leveraging open data to increase trust between police and citizens.

The RPD's Office of Business Intelligence will be tasked with creating an open-data portal to house selected data and data reports, along with necessary resources for data knowledge and understanding, which will be available for public download and use. The data that will be made available will be source-dependent, which means it will consist of either raw data sets or data summaries based on the information that can legally be provided to the public under Department policy. In keeping with the core principle of open government, data will be freely available to be used, shared and reused by anyone for any purpose.

As the program develops, the types of data presented will evolve beyond traditional crime statistics to include information on Department personnel, general orders and policy, pedestrian and traffic stops, police use of force, calls for service and arrests. Additionally, a series of products will be designed to give the public a more focused analysis of specific police operations. These data sources are continuously updated. Therefore, the published data will reflect changes as new data become available. This project will not be a functional analysis tool, though there are plans for providing some capabilities for filtering, summary measures and data visualizations within the portal. These analysis tools will be limited but helpful for preliminary analysis. Any in-depth analysis will be conducted by the individual persons by downloading the data directly from the portal and using the analysis programs of their choice.

Action Items

Following is a series of action items that will be implemented as a result of the 90-day initiative. They are a combination of both shorter- and longer-term efforts. These action items are designed to respond directly to the concerns and suggestions we received. For this project the RPD focused on Action Items that are within its authority and can be done quickly. While we do not suggest that these initiatives will solve all of our issues, they will — in conjunction with a number of other initiatives already underway — help the ongoing efforts to improve and solidify the RPD's relationship with the community it serves.

The RPD will regularly report to the community on its progress with these initiatives, including regular website updates.

Communications Task Force
Report and Recommendations Due June 1, 2017

It is clear that many of the programs and initiatives recommended by various community members have already been implemented by the RPD or are in progress. Yet, many in the community are not aware of these efforts. Similarly, the RPD routinely disseminates information about crime issues and trends as well as positive events and efforts by RPD officers utilizing traditional media, social media, Code Red, email distribution and community groups. The informational meetings and regular website updates utilized by the RPD for the Body Worn Camera project is another example of outreach efforts. Nonetheless, many community members say they are not aware of these efforts. Moreover, "communication" needs to be two-way; the RPD needs an ongoing mechanism to receive meaningful input from all segments of the community. While the RPD has established an effective means of two-way communication with members of the community who choose to participate in the many existing opportunities for police-community interaction, it must find ways to reach out more broadly to reach a wider audience.

Accordingly, the RPD will establish a Communications Task Force to review the RPD's current communications initiatives, make recommendations for improvement and develop a long-term communications strategy. The Task Force will be chaired by the DCC and will include the RPD's Public Information Officer, other RPD representatives and community representatives. We will also seek assistance from volunteers with an academic or business background in communications.

Bi-Weekly RPD Update
Commencing February 2017

As a more comprehensive communications strategy is developed, the RPD will make an interim effort to more effectively communicate important information to the community. As noted above, the RPD already disseminates information about crime issues and trends as well as positive events and efforts by RPD officers utilizing traditional media, social media, Code Red, email distribution and community groups. Commencing in February 2017 the Office of the Chief will collate and distribute information in a bi-weekly "RPD Update." We hope that this will help us reach more people.

Police Training Advisory Committee
Commencing 2017

Police training was a common theme in our fact-finding, including questions about current training and recommendations for new or improved training in various areas. Some of the recommended training, e.g., implicit bias, is already being implemented. Given the high degree of community interest in police training, there should be an ongoing mechanism for community input.

Accordingly, the RPD will establish a Police Training Advisory Committee. This Committee will be made up of community volunteers and RPD representatives, and co-chaired by the DCC and the Deputy Chief of the Administration Bureau (who is responsible for the training function in the RPD). This Committee will review current and proposed police training and advise the RPD on training priorities. It will provide a regular and ongoing means for community input into police training and will have an independent voice to report back to the community on police training matters. Not only will this ensure direct community input into police training, it will also address other themes that arose, such as better communication and transparency.

Police Academy and Field Training Outreach
Implementation for March 2017 Academy Class

We found that many in the community believe that sensitization to the community should begin early in an officer's career — at the academy level. The RPD has already made efforts to integrate police academy recruits into the community. For example, we have had clergy and community members come to the academy to meet and talk with the recruits. The RPD has already planned an Academy Open House for members of the Chief's Police-Citizens Interaction Committee to meet Academy recruits in March 2017.

The RPD's Professional Development Section (PDS) will be charged with developing more efforts for community interaction during the academy and field training stages. It is important to note that both the Academy and field-training programs are very intense and there is limited opportunity for additional obligations without adversely impacting required training and evaluation. However, given the importance of our community relationship, the RPD will seek ways to incorporate more community interaction at the academy and field-training stages.

Community Recruiters
Implementation for November 2017 Police Exam

The fact-finding showed a high degree of interest in recruiting the best candidates possible — with a focus on city residents — to become RPD Officers. To assist the ongoing efforts, the RPD will seek out community members who are willing to serve as Community Recruiters. They will receive training and materials from PDS, who will coordinate the recruitment efforts. This will serve as a force multiplier for recruitment efforts and help attract more qualified candidates to pursue a career with the RPD, with a special focus on city residents.

Touch Every House
Implementation beginning 2017

Proposed is a campaign to be undertaken by the RPD whereby, using on-duty personnel, households within the city of Rochester would be visited by officers within their respective sections and beats.

This project proposes that beat officers be outfitted with some form of introductory package, to include brochures with information about the RPD and City services in the Section's geographic area. Over an extended timeframe, those beat officers will visit as many homes as possible within their respective car beats and introduce themselves to the residents.

This program would connect Section officers with Section residents and help build the relationship that, based on the information received in this project, the community wants.

Youth Engagement Strategies

As directed by the Mayor, the following are specific action item proposals designed as opportunities for police and youth engagement with the Rochester City School District (RCSD) youth between the 3rd and 6th grade.

Bigs in Blue℠- Bigs in Blue℠ is a national program within the Big Brother Big Sister organization that is specific to law enforcement. The program began in St. Louis, MO. According to the Big Brother Big Sister website, "Bigs in Blue"℠ is a one-to-one mentoring program that connects youth with police in communities throughout our nation, building strong, trusting and lasting relationships. These relationships can help build stronger bonds between law enforcement and the families they serve." The program in St. Louis operates by offering paid time off to participating officers. This effort will require coordination with the Big Brother Big Sister organization. Information on involvement is available on their website www.bbbs.org/bigs-in-blue/get-involved/.

P.A.L.- Expansion of the Police Activity League program, which would include a Departmental focus on the planning, development, organization and scheduling of police and youth engagement activities. This function would be managed by the Office of the Deputy Chief of Community Engagement and Relations staff. (DCC)

- Reading to kids
- Shop with a Cop
- Field trips
  - Museums
  - Local sports teams
  - RBTL and Geva
  - Local factories and businesses
  - Local media outlets

R-Centers- Develop engagement opportunities to occur at the City's R-Centers. This could be done as part of the formalization of the PAL program. Programs offering officer and youth engagement may include:

- Sports League
- Chess League
- Video Game League
- Fitness training
- Tutoring

This function would be managed by the office of the DCC.

Adopt a Class- Develop educational engagement opportunities with the RPD in City schools. Activities would include specifically designed activities for relationship building between officers and youth beginning in the third grade. This effort would be in the form of an "Adopt a Class" program where officers would adopt a class in their respective patrol section for the duration of the school year. The officers would visit their classes throughout the school year and engage with youth in developed activities. This effort would require coordination with the RCSD and would be managed by the office of the DCC.

Conclusion

Following 90 days of engagement with the Rochester community, a number of points are very apparent. First, in contrast to some areas of the United States that have experienced negative interactions with law enforcement, the relationship between the RPD and the citizens of Rochester is, for the most part, positive. There are some areas of concern that certainly were identified through this process as well as through local interactions concerning Rochester residents. These interactions gave rise to this project.

Many residents had the opportunity to express their opinions on topics such as relationship-building, communication, training and education, even racism and diversity. The RPD has programs that promote community relationships and communication and constantly develop training opportunities that assist officers with the responsibility of keeping the citizens of Rochester safe and secure.

There are areas where the RPD can improve. While no conclusive information identifying the Department as a racist organization was established by this project, there remain some citizens that feel as though it is, or at the very least, employs some racist individuals. Additionally, many community members believe the city would be best served by a Department that reflects the diversity of the community and by officers who are from Rochester or reside here. To address these concerns, the Department has explored training programs to address implicit bias, and is actively seeking recruitment opportunities to include recruiting residents from Rochester's rapidly growing refugee communities.

As a result of long-established relationships and partnerships with the community, Rochester has not experienced the violence that has taken place in other communities. Still, Rochester had its share of newsworthy incidents that have alarmed or concerned those who live here. Through this experience, Rochester has grown stronger and learned to adjust when necessary. As made clear by this report, there is a desire to continue improving police and community relations.

This report is another step forward in this process.

References

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3. NYS Civil Rights law 50-A http://codes.findlaw.com/ny/civil-rights-law/cvr-sect-50-a.html

4. The U.S. Department of Justice report on the Ferguson, MS police department. https://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf

5. https://www.merriam-webster.com/thesaurus/transparency

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90 DAYS OF COMMUNITY ENGAGEMENT

Evaluating Police / Community Relations

ADDENDUM

Tell us how we can improve police-community relations. We need your ideas, input and vision for improving how the Police Department and the public work with, interact with and view one another. This is your opportunity to have your voice heard and help us improve the connection between our public and the police officers who serve them.

1. Which of the following is the most important factor in creating a reputable Police Department?
   - A. Community policing, trust building and crime reduction
   - B. Policy updates, better usage of technology and social media
   - C. Officer training and education, and wellness and safety

2. Which group is most responsible for promoting safety in the city of Rochester?
   - A. The Police Department
   - B. The citizens
   - C. Both police and citizens working equally together

3. Would you like to see the Police Department do better in building trust with the community?
   - ☐ YES ☐ NO

4. Which of the following should be responsible for investigating police personnel complaints for inappropriate use of equipment or tactics?
   - A. The federal government
   - B. The Police Department
   - C. A citizen action group

5. How often would you visit the RPD website if you could use it to access open data and analysis tools?
   - A. Much more than once a week
   - B. About once a week, maybe less
   - C. Never

6. Besides performing traditional police work such as writing tickets, questioning or making arrests, do you see police proactively engaging with the community?
   - ☐ YES ☐ NO

6a. Is this current level of community engagement acceptable?
   - ☐ YES ☐ NO

7. How important do you feel it is for police officers to receive continual training?
   - A. Extremely important
   - B. Somewhat important
   - C. Not important

8. How important is officer safety to you?
   - A. Very important
   - B. Somewhat important
   - C. Not important

B✪lieve.

City of Rochester, NY
Lovely A. Warren, Mayor
Rochester City Council

CITIZEN SURVEY

Question 1: "Which of the following is the most important factor in creating a reputable Police Department?"

This question was quickly favored by attendants of the open forums as it provided many avenues for different opinions to be discussed. Respondents were given three choices based off of the six Pillars mentioned in The President's Task Force on 21st Century Policing:

a) Community Policing, Trust Building and Crime Reduction
b) Policy updates, Better Usage of Technology and Social media
c) Officer Training and Education, and Wellness and Safety

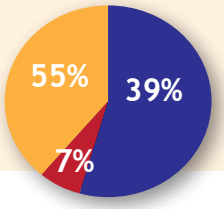
Many of the terms used in the answers developed into themes carried out throughout the project.

Telephone Town Hall: The RPD heard from numerous people throughout the hour who spoke on many parts of this question. A resident from the Chili/Thurston neighborhood focused on crime reduction by means of using unmarked police cars to combat an open air drug market. Later in the evening the RPD was congratulated on doing a great job with the community and a community member from the 19th Ward Neighborhood was concerned about officer wellness. 227 people on the call answered this question with the following breakdown:

55%, or 124 people, chose Community Policing, Trust Building and Crime Reduction

7%, or 15 people, chose Policy Updates, Better usage of Technology and Social Media

39%, or 88 people, chose Officer Training and Education, and Wellness and Safety



Open Forums: This question was paired with Question 2 at the open forums. The popularity of these two questions could be a result of the subject matter, or the location of their host tables in the room. No matter the reason, this question opened up a wide range of discussions, stories and ideas from around the tables bringing out many different emotions.

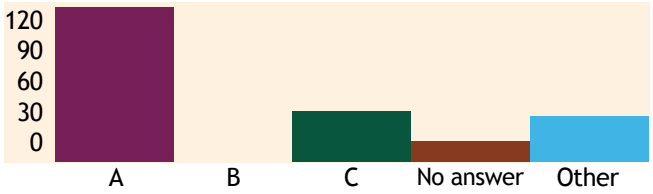
Key themes documented on the easel boards were:

"Building relationships that create trust" (Edgerton R-Center 12-02-16)

"Positive engagement, Transparency, Trust, Accountability and Mentorship" (Ryan R-Center 11-07-16)

"Community involvement, engagement" (Ryan R-Center 11-07-16)

Citizen Respone Survey: A. Community Policing, Trust Building and Crime Reduction was the clear choice from around the City with 64.8%, or 118 people, choosing it. B. Officer Training and Education, and Wellness and Safety: These 3 themes were not touched on in the study. C. Officer Training and Education, and Wellness and Safety was chosen by 19.2% following what was discovered during the Telephone Town Hall.



Cornell Study: Some themes from Question 1 are found throughout the Cornell Study.

Community Policing, Trust Building and Crime Reduction:

54.1% of all interviewed trust the RPD

46.5% rated the RPD Excellent / Good with "Working with the community to reduce crime"

38.6% rated the RPD Excellent / Good with "Creating partnerships with the community"

Policy updates, better usage of technology and social media: The study does not touch much on these topics but did break down the "best way for the RPD to share information".

76.5% Traditional Media • 41.3% Facebook • 36% Email
35.5% RPD Website • 29.2% Twitter

Question 2: "Which group is most responsible for promoting safety in the city of Rochester?"

Upon initial interaction, residents were quick to answer based on their past experiences. After some discussion and thoughts were shared, many opened up to seeing the answer from another side. The following options were presented to this question:

a) the Police Department
b) the Citizens
c) Both the Police and the Citizens working equally together

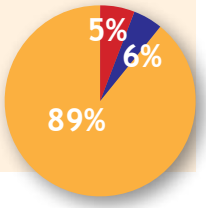
The answers supported community policing and opened conversation that both the Community and the Police Department have a responsibility to promote safety in the city of Rochester.

Telephone Town Hall: The RPD had an increase in answers to this question that correlates with the increase in callers on the line. It was clear that most believed that it is the responsibility of both police and citizens to work together. A 21-year resident of the Northeast asked about PACTAC and showed a desire to "bridge the gap" to millennial youth. 279 people answered this question with the below breakdown:

6%, or 18 people, chose the Police Department

5%, or 13 people, chose the Citizens

89%, or 248 people, chose Both Police and Citizens working equally together



Open Forums: This question was combined with Question 1 at the open forums. Many stories and comments from Question 1 led to conversations about who is responsible for overall safety.

Easel board highlights:

"Teamwork between the community and the police" (Edgerton R-Center 12-2-16)

"It is a community effort. The responsibility comes from all sides" (Ryan R-Center 11-7-16)

"Building relationships / role models" (Flint Street R-Center 11-15-16)

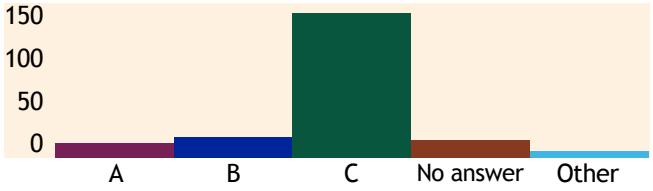
Citizen Survey: Out of 178 recorded responses the clear selection by the community was (C) Both the Police and Citizens working together.

3.3% chose (A) the Police Department

3.8% chose (B) the Citizens

89.0% chose (C) Both the Police and the Citizens working together

The remaining percentage was mixed with "did not answer" or "Other" a selection of more than one or a note on the side of the question.



Cornell Study: Relationships between the RPD and citizens were documented in the Cornell Study regarding crime prevention and interaction.

38.6% stated the RPD does Excellent or Good in regards to creating partnerships with the community.

46.5% stated the RPD does Excellent or Good in regards to working with the community to reduce crime.

43.1% stated the RPD does Excellent or Good in regards to working with the community to prevent crime.

Question 3: "Would you like to see the Police Department do better in building trust with the community?"

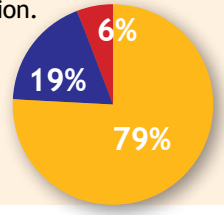
This was the original question in the citizen survey and open forums. During the Telephone Town Hall, the question was worded "How important is it for a Police Department to establish a culture of transparency?"

An overall theme of trust was clear, no matter how the question was asked. The RPD found direct correlations with levels of trust based on resident location, age and demographics. Many ties to communication were also found as well as youth and attendance of community events.

Telephone Town Hall: The respondents from the Telephone Town Hall were presented with the below options:

1: Extremely important
2: Somewhat important
3: Not important

A total of 236 responded to the question. 186 stated a culture of transparency is extremely important for a total of 79%. Another 19% found it somewhat important and 6% stating it was not important.



During the call, a resident stated a need for a relationship built on trust, and the community needs to hear the positive things the RPD is doing.

Open Forums: Question 3 was combined with Question 4 and was favored by some of the RPD's toughest critics. The themes of trust, transparency and topics of oversight and citizen actions groups came up at all five locations.

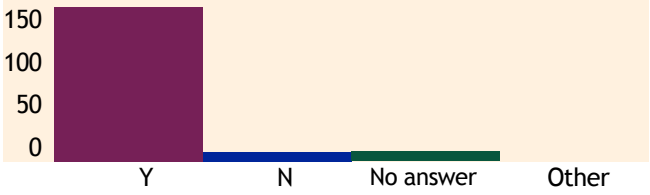
Easel Board highlights:

"Independent Civilian Complaint Board, Civilian/Community Subpoena Power, Investigation, Compelled Testimony from Police, Consequences from Independent Findings" (Edgerton R-Center 12-2-16)

"We need to teach kids to trust the police" (Ryan R- Center 11-7-16)

"The City should facilitate more events like this in the future to provide additional forums for positive and constructive interaction between city youth and the RPD" (Flint Street R-Center 11-15-16)

Citizen Survey: 178 citizens responded to Question 3 with 95.6% stating they would like the Police Department to do better with building trust in the community.
174 respondents selected yes with only four saying no.



Cornell Study: This question and its themes can be found throughout the Cornell Study. Under "Professionalism of the Rochester Police Department," 32.5% of people interviewed had a positive interaction with the RPD that year. 13.4% during the same time had a negative interaction and 49% had no interaction.

When asked about trust:

54.1% trust the RPD while 45.7% stated they do not trust the RPD.

A breakdown of the demographics in regards to trust focuses in on some key indicators:

A white person, making more than $75,000 per year and living Downtown was most likely to trust the RPD.

A non-white person with a household income of $26,000 - $75,000 living in the Northeast part of the city was found most likely to not trust the RPD.

Question 4: "Which of the following should be responsible for investigating police personnel complaints for inappropriate use of equipment or tactics?"

The respondents were able to select from the following responses:

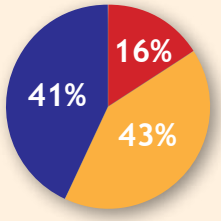
A: The Federal Government
B: The Police Department
C: A Citizen Action Group

This topic was popular among activists interested in civilian review and oversight.

Common themes that arose from this question were training, communication and education. Many of the things the community members were talking about were found to already exist. A hot topic is a revamp of the Civilian Review Board.

Telephone Town Hall: 218 people on the call answered this question with the below break down:

A: The Federal Government (35 responded, 16%)
B: The Police Department (89 responded, 41%)
C: A Citizen Action Group (94 responded, 43%)



There were no open conversations during the call about this Topic.

Open Forums: As with Question 3, this topic generated sometimes heated conversations. Individuals who trusted the RPD believed complaints should be handled in-house. Anti-police activists and civil rights activists believed a Civilian Review Board or the Federal Government should handle this responsibly.

Easel board highlights:

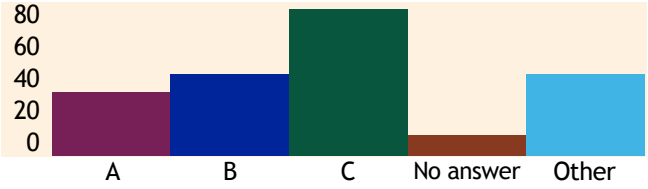
"RPD should take responsibility if they do something wrong. Hold the individuals in charge of enforcing the law just as accountable when they do something wrong." (Ryan R-Center 11-07-16)

"Liaisons office for various community groups;" "Information on police altercations." (Edgerton R-Center 12-02-16)

"Citizen info and federal agencies that are unbiased are important." (Ryan R-Center 11-07-16)

Citizen Survey: 177 responses were recorded from this question. 42.3% of the respondents chose (C) A Citizen Action Group.

A: The Federal Government (28 or 15.4%)
B: The Police Department (41 or 22.5%)
C: A Citizen Action Group (77 of 42.3%)



Many respondents felt the need to provide multiple answers. 31 respondents selected more than one agency for a total of 17%.

Cornell Study: There is no notable data regarding to this question.

Question 5: "How often would you visit the RPD website if you could use it to access open data and analysis tools?"

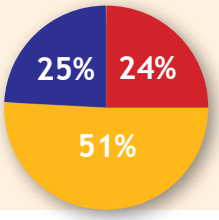
The respondents were able to select from the following options:

A: Much more than once a week
B: About once a week, maybe less
C: Never

This question opened up discussions on communication, education and positive promotion of police and citizen interaction. Many members of the community were very interested in the RPD offering numerous new technology based tools.

Telephone Town Hall: 176 callers responded to Question Five. The breakdown can be seen below.

1: Much more than once a week (44 responded, 25%)
2: About once a week, maybe less (90 responded, 51%)
3: Never (42 responded, 24%)



Open Forums: This question surrounded the use of technology in law enforcement. Conversations differed based on community members experience with technology. One conversation went as far to the idea of an APB (All Points Bulletin) that would allow the RPD to inform neighbors if their street were to be closed due to an incident. In contrast, many elderly citizens were unfamiliar with the internet and requested the same information be shared at community meetings.

Easel board highlights:

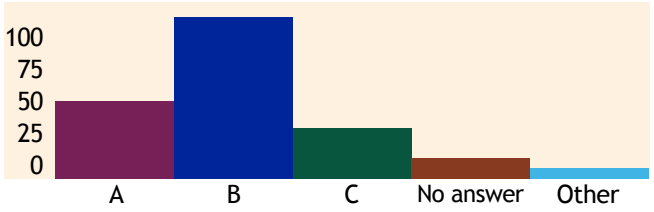
"Open sharing of crime date online." (Charlotte open forum 12-08-16)

"Want to make sure the data is current, updated and a reliable source." (Gantt R-Center 11-10-16)

"It would be beneficial to have crime statistics readily available on the Internet." (Adams R-Center 12-05-16)

Community Surveys: 175 community members answered Question 5. The breakdown is below.

A: Much more than once a week (49 respondents, or 26.9%
B: About once a week, maybe less (101 respondents, or 55.5%)
C: Never (24 respondents, or 3.8%)



Cornell Study: In 2013, the year the study was completed, 76.5% stated traditional media would be the best way to obtain crime data. 35.5% stated the RPD website. As technology continues to advance, those numbers may come closer together.

Question 6: "Besides performing traditional police work such as writing tickets, questioning or making arrests, do you see police proactively engaging with the community?"

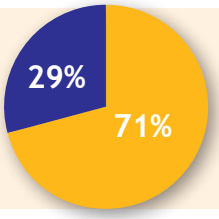
The answers were (Yes) or (No). Question 6A asks: "Is this current level acceptable," (Yes) or (No).

There were very different responses to the Telephone Town Hall and the Community Survey. This is believed to be due to a possible difference in which sample group the data was from. The Telephone Town Hall required a landline telephone. Many of the Community Response Surveys were handed out at public meetings which required the individual to travel to the meeting and engage with others.

The Open Forum however gave us the clearest picture.

Telephone Town Hall: 125 callers responded to the question.

Out of the callers 89, or 71%, stated they do not see the Police proactively engaging the community outside of regular police work.
36, or 29%, stated that they do.



Open Forums: This question resulted in very strong conversation. Again, a direct split between supporters and critics was observed.

It was mentioned by both that there is a desire for policing to go "back to the way it used to be." The groups described a neighborhood policing model in which the officers knew everyone and visa-versa - a model in which the officers walked the area, met the business owners and knew what was going on day-to-day.

Communication and positive promotion of police and citizens interaction was a prevalent theme throughout the forums.

Easel board highlights:

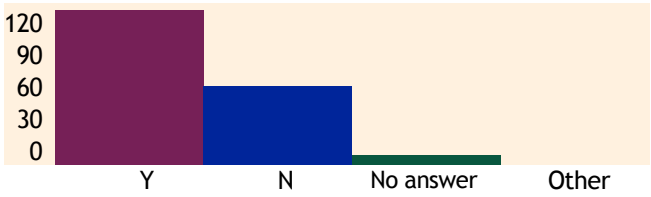
"There is visible change being made, the RPD is moving towards a more community-centric model of policing." (Adams R-Center 12-05-16)

"When is someone going to do it and not just talk about doing it?" (Flint R-Center 11-10-16)

"Officers should take time to put a more personal touch on their neighborhood." (Adams R-Center 12-05-16)

Community Surveys: 180 community members responded. The responses below are the opposite of the responses gathered during the Telephone Town Hall.

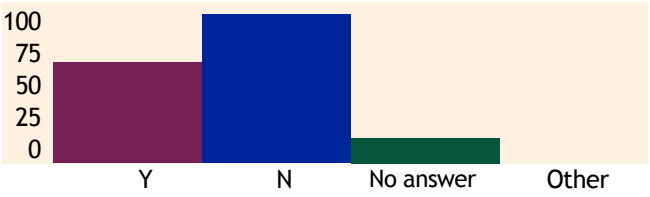
Out of the 180 respondents, 118, or 64.8%, stated they do see the RPD proactively engaging the community. 62 respondents, or 34.1%, stated that they do not.



Question 6A: "Is this current level acceptable?"

The responses to question 6A"

Yes: 70 or 38.5% • No: 97 or 53.3%



Cornell Study: The study touched on how the RPD works with the community in various ways, from reducing crime to responding to community concerns. Those questions and ratings are below.

Working with the community to reduce crime:

46.5% Excellent / Good
30.0% Fair
21.7% Poor / Very Poor

Working with the community to prevent crime:

43.1% Excellent / Good
32.4% Fair
22.7% Poor / Very Poor

Creating partnerships with the community:

38.6% Excellent / Good
32.1% Fair
27.2% Poor / Very Poor

We observed a similar trend among demographics and trust.

Question 7: "How important do you feel it is for Police Officers to receive continual training?"

Respondents were given the below answers.

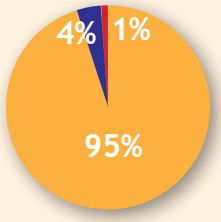
A: Extremely important
B: Somewhat important
C: Not important

With training as one of the occurring themes throughout the project, this question raised concerns across the board. Some community members desired Implicit Bias training, while others wanted to be part of building the Department's training programs. Some were surprised that officers must qualify with their service weapons only once a year. Resources for training were discussed and many people were concerned about older procedures being satisfied over training around newer topics.

Telephone Town Hall: It was apparent that the community members on the call found continual training extremely important.

Below are the results of 196 respondents.

1: Extremely important (187 responded, 95%)
2: Somewhat important (8 responded, 4%)
3: Not important (1 responded, 1%)



A resident from the Southwest was concerned with how the Police deal with people with mental illness. After a discussion of the Emotionally Disturbed Persons Response Team (EDPRT), the resident asked about academy training and the expanding of the EDPRT program. Much of the dialogue involved the theme of training but also included communication and education.

Open Forums: There were many questions covering the police academy, field training and in-service training. There was a definite desire to understand why the RPD "does what it does." After being provided an explanation of policy or procedure, residents frequently asked: "Well, why didn't we know that?"

Key Themes from the easel board notes:

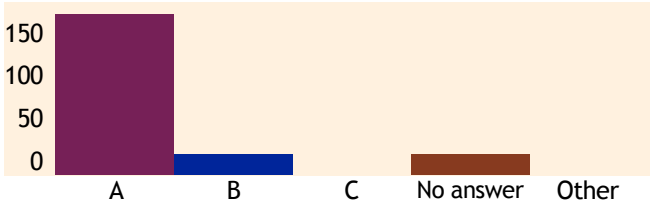
"Training is a way to keep officers and citizens safe." (Adams R-Center 12-05-2016)

"Need for a non-violent community sensitivity and cultural training." (Flint R-Center 12-15-16)

"Officer body language is important." (Ryan R-Center 11-07-16)

Citizen Survey: 176 community members responded to this question. It was clear that continuous training was very important to respondents. It is worth noting that not a single person selected (C) "Not important."

A: Extremely important (164 responded, 90.1%)
B: Somewhat important (15 responded, 8.2%)
C: Not important (0 responded, 0%)



Question 8: "How important is officer safety to you?"

Question 8 touches on the last pillar of the 21st Century Policing report, Officer Safety and Wellness. With the murder of Police Officer Daryl Pierson still on the minds of many community members, this topic, like the others, opened up broad discussions.

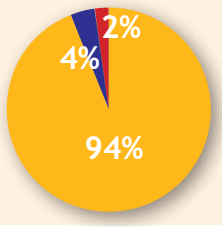
Respondents had the following choices to the question, "How important is officer safety to you?"

A: Very important
B: Somewhat important
C: Not important

The themes of communication, education and transparency were raised throughout this part of the conversation.

Telephone Town Hall: With 300 callers remaining on the line for the complete hour, 162 callers answered the last question. A caller from the 19th Ward spoke about officer safety and wellness to the panel. She spoke about how hard it must be for officers "to step away after a tough day."

1: Very important
(153 responded, 94%)
2: Somewhat important
(6 responded, 4%)
3: Not important
(3 responded, 2%)



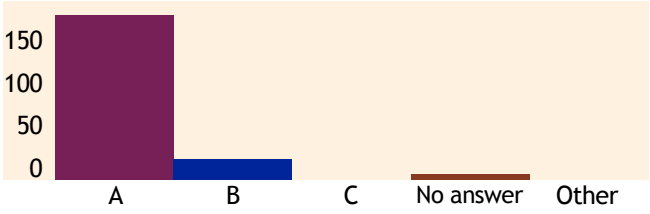
Open Forums: There were numerous conversations that raised many strong points. Communication and education were clear trends. Once an explanation as to why an officer does something, the level of anxiety lowered significantly. Use of deadly physical force, traffic stops and street encounters were all questioned. After a brief explanation, the majority of the group felt better about what they saw or heard if not fully supportive of the officers.

Key Themes from the easel board notes were:

"What system is in place that guarantees Police Officers' safety?" (Flint R-Center 12-15-16)

Citizen Survey: The majority of the respondents stated Officer Safety as very important.

181 community members completed the survey. 172, or 94.5%, stated that officer safety is "Very Important." Another 9, or 4.9%, stated it was "Somewhat important" and again 0 stated that officer safety was not important.



Rochester Police Department Community Events • 2013 to Present

Chief's Office: Total of **158** events
- PCIC events: **35**
- TIPS events: **12**
- Clergy on Patrol events: **13**
- Reorganization community meetings: **5**
- PAL events: **27**
- 90 day community engagement project: **5**
- Stakeholder meetings: **38**
- BWC events: **23**

Genesee Section: Total of **650** events
- PCIC meetings: **48**
- Genesee Business Corridor Assoc. meeting: **48**
- Jefferson Ave Business Assoc. meeting: **48**
- Thurston-Brooks Merchants Assoc. meeting: **48**
- Plymouth / Exchange Community meeting: **48**
- Chili Business Assoc. Meeting: **48**
- NBN6 Meeting: **18**
- 19th Ward Public Safety Meeting: **41**
- Arnett Block Club: **48**
- Southwest Common Council: **36**
- We Care Meeting (discontinued in 2016): **36**
- Misc. block club meetings: **20**
- Community Outreach: **11**
- National Night Out: **4**
- TIPS events: **4**
- Safe Child Events: **approx. 16**
- Child Seat events: **approx. 4**
- Aberdeen Square Fair: **4**
- Ease on Down Thurston Road: **4**
- Clergy on Patrol: **4-8**
- Health fairs: **8**
- Arnett Block Club event: **4**
- Safety presentations: **48**
- Misc. events or topic meetings (ex. Other Block club events, business dedications, presentations at schools, etc): **approx. 48**

Lake Section: Total of **471** events
- PCIC meetings (One every month except August and December): **41**
- Neighborhood Group meetings: **185**
- Special interest or Business Group meetings: **245**

Clinton: Total of approximately **203** events
- PCIC meetings: **47**
- Neighborhood Group meetings: Approx. **156**

Goodman: Total of **1,154** events
- PCIC meetings: **98**
- Community meetings: **824**
- Special interest or topic meetings, to include safety presentations: **120**
- Community Outreaches: **20**
- Community Uplifts: **20**
- Clean Sweeps: **4**
- National Night Out events: **32**
- Festivals and special neighborhood events: **23**
- Community Leader walks with Godman Section command staff: **12**
- Voice of the Citizen event: **1**

Central: Total of **288** events
- PCIC meetings: **49**
- Neighborhood group meetings: **116**
- Special interest meetings: **123**

PDS/TSS: Total of **38** events
- Recruitment events at churches: **35**
- Citizen Police Academies: **3**

DTRT: Total of **23** events
- Do the Right Things: **23**

Total of 3008 events

KEY:
TIPS is Trust Information Programs and Services
PAL is Police Activities League
PCIC is Police Citizens Interaction Committee
BWC is Body Worn Camera
PDS is Professional Development Section
TSS is Technical Services Section
DTRT is Do the Right Thing
NBN6 is Neighbors Building Neighborhoods, Sector 6

For more information call 311. Outside the city call (585) 428-5990
or contact Lovely A. Warren, Mayor of Rochester: (585) 428-7045
www.cityofrochester.gov
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