

2015 Annual Report

City of Carbondale Human Relations Commission

March 2016

TO OUR CITY COUNCIL:

The Carbondale Human Relations Commission (HRC) respectfully submits this annual report for the calendar year 2015 with recommendations for your consideration. Founded in 2003, an early endeavor of the HRC was a series of "Study Circles", which involved city staff and citizens in discussions around how to improve quality of life among Carbondale's diverse residents. Ideas from these discussions have carried over to the present in continuing efforts such as the Neighborhood Alliance and the Splash Park. Over time the HRC has served as a kind of clearinghouse for information, concerns and ideas from diverse persons and groups interested in fair treatment and a peaceful and vibrant community. Included are summaries from the minutes of twelve regular meetings, with some supporting material.

During 2015 the HRC heard concerns from many citizens and several groups, particularly regarding police presence in District 95 schools and homelessness. These concerns led to communication with the City Council recommending that a moratorium be placed on a controversial police in the schools program within District 95 which was not clearly defined and did not follow an evidence-based model. They also led to communication with the City Council supporting the efforts of The Sparrow Coalition regarding making special use permits friendlier to housing the homeless in the winter. ***The HRC stands by its recommendation regarding police in District 95 schools and urges the City to support the Sparrow Coalition's work in developing shelter and homes for the homeless.***

At the December meeting Non Violent Carbondale brought a resolution to the HRC that would declare our city a Compassionate City. ***The HRC supports this effort and recommends that this resolution be adopted when it is brought to the City Council.***

Two community policing forums were held in 2015, the second forum co-sponsored by the Carbondale Police Department, to gather input from citizens regarding what they see as helpful in forming positive relationships with police. The one-page summary from each of these forums is attached to this report, and the full summary of input from each forum is on the HRC webpage. ***Based on input at these forums, the HRC makes the following recommendations: 1) that every effort be made to deploy officers in a way that is visible in the community when not enforcing the law (e.g. foot and bike patrols, presence at community events, meet/greet events, etc.); 2) that every effort be made to recruit a diverse police force that reflects community demographics; 3) that every effort be made to hire officers who live in the city; and 4) that every effort be made to increase staffing for advocacy services.***

HRC's frustration over not being able to obtain arrest and complaint data in a timely manner remains, though there is hope that new software will solve the problem with arrest data. Reluctance to share complaint data is evident. ***The HRC believes that complaints should be public information unless prohibited by law (not City policy or ordinance), and recommends that the City remove all obstacles to providing contact, arrest and complaint data.***

The CPD has not provided requested data to the HRC as required by City Ordinance No. 2003-13 for 2014 or 2015 as of March of 2016. The 2011 - 2013 CPD arrest data comparison attached to this report indicates disproportionate representation by minorities. This is particularly concerning in data relating to juveniles, where more than four times the number of African American (86) and Hispanic (4) than White (20) juveniles were in custody during 2013. ***The HRC recommends that this data and updated data be analyzed in greater detail to discover what is causing disproportionate minority representation, particularly as it relates to juveniles.***

Commissioners again observed that a \$400 administrative fee is charged by the City to some individuals whose vehicles are towed, payment of which is required before payment of fees to the towing company can occur and a vehicle can be reclaimed. This process may result in unnecessary hardship on persons with few resources. ***The HRC recommends that the City review the necessity for this administrative fee, and that it be rescinded if it is not essential.***

These recommendations flow from the HRC's role as it listens to concerns from persons and groups who express them in regular meetings, and are intended to promote the City's efforts to be a place where all enjoy the best possible quality of life. The HRC's webpage is a helpful source of useful information for citizens. The City is to be commended for its support of this educational outreach effort. The webpage is also a central repository of information about the HRC's legal basis, history, and activities. Detailed minutes from all regular meetings following their approval by the City Council are archived on the webpage.

During 2016, the Commission looks forward to:

- Obtaining and analyzing detailed CPD data and making recommendations to the City Council based on this analysis
- Listening to community concerns related to fair treatment
- Continuing public education efforts that enhance community knowledge of diverse community resources
- Sponsoring a forum on the SIU campus to expand efforts to get SIU students involved in community life and informed about resources the City has to offer

Attachment 1 - Highlights from 2015 Minutes

NOTE: 2015 minutes are archived on the HRC webpage @ <http://explorecarbondale.com/human-relations-commission-24>

January 5: The NAACP wrote a letter expressing concerns about CPD presence in schools to Superintendent Shimshak and Interim Chief Grubbs, which was shared with commissioners. A forum to discuss policing in Carbondale was suggested and a committee was formed. The Racial Justice Coalition reported their requests that: 1) police presence in the schools be discontinued until a discussion can take place; 2) citizens be included in the process for hiring the next police chief; and 3) The Koppers plant discussion include both proposed solar panels and the history of environmental racism at the proposed site. Their letter to the city was shared with commissioners.

February 2: Dr. Peter Lemish spoke about SIU's Civic Soul Project and distributed hand-outs, asking for the support of the Commission for a series of broadcasts. The issue of subpoena power for the Commission was discussed. The Commission's agenda was restructured to reflect the order in the by-laws. The police forum committee reported that community policing would be the topic. A guest suggested that a forum might elicit more open feedback if police were not present. Discussion of police presence in schools continued. A desire for printed material about the HRC (business cards or brochure) was expressed. Information provided by the City Clerk was shared, stating that: "Despite the reference to 'information' in its title, FOIA is actually an open records act. Public officials or employees are not required to answer questions or to explain the meaning of records in response to a FOIA request. Section 3.3 of FOIA (5ILCS 140/3.3) provides that this Act is not intended to compel public bodies to interpret or advise requesters as to the meaning or significance of the public records."

March 2: City Attorney Mike Kimmel presented on the Open Meetings Act, stating that no business, including email business, should occur unless it is an open meeting. He indicated that email can be sent to Dr. McCoy and she can forward it to Commissioners, and that responses should also go through her. Any communication, including text messages, received during a Commission meeting can be requested through FOIA. Items requiring a vote must be listed on the agenda. Violations of the Open Meetings Act are subject to sanctions. Draft material for the HRC brochure will be updated. A tentative agenda for the community policing forum includes a panel discussion followed by table discussions and wrap-up. Commissioner McMillan will coordinate this year's HRC retreat. Rationales for and against subpoena power were discussed. The Racial Justice Coalition expressed concern with lack of response from the City to their written communications. Several guests expressed concerns surrounding District 95's restorative justice program and the presence of police in the schools, and asked what actions the HRC was prepared to take regarding these concerns.

April 6: *Acting Mayor Monty* commented on his concerns with crime data. He had requested information from the Carbondale Police Department identifying the characteristics of persons who were suspects. This data had to be manually prepared. Arrest numbers reflected a disproportionately high number of minorities arrested. Forty-three percent (43%) of the suspects were black and 20% were white. If the category of unknowns is subtracted, the percentage of black suspects increases to 66% and white to 31%. For arrests, 61% were black, and 37% were white. In almost every category, the number of suspects who were black was greater than the number of suspects who were white. Mayor Monty stated that the numbers are indicative of a societal problem, and that steps need to be taken to bring the numbers in balance. Underlying societal causes must be identified so issues and concerns can be addressed. One guest commented that half of the victims of crime are black, and that is a huge concern. The Commission recognized Mayor Monty for his years of service. *District 95 Superintendent Mike Shimshak and Dr. Tammy Holmes*, a consultant retained to assist with implementation of restorative practices, as differentiated from restorative justice. He stated that restorative practices represent approximately 80% of the program, and restorative justice approximately 20%. Restorative practices are about building a sense of community at the classroom level, moving from a system of power over someone to a system of power within someone, with students involved in setting the rules for what behavior is acceptable in the classroom and what consequences occur when behavior is unacceptable. *The Sparrow Coalition* has formed in Carbondale to address homelessness and hunger. Commissioners Sharriati and Phillips are interested in participating as liaisons with the Sparrow Coalition, as homelessness and hunger fit within the HRC's mission. The *Community Policing Forum* will be on May 12, from 6-8 PM at the Civic Center. Tentative agenda includes an opening by Commissioner Brown, short presentations by panel members, and small group round table discussions involving participants. *The HRC retreat* is scheduled for July 20, at 7:30PM at the Civic Center, with invitations to be extended to the City Council.

May 4: The Community Policing Forum will be held on Tuesday, May 12, at the Civic Center, beginning at 7:30. The agenda was discussed and facilitators were named for seven table discussions. The HRC Retreat is scheduled for Monday, July 20, from 5:00 - 8:00PM at the Civic Center. Subpoena power and how the social issues Mayor Monty identified as having an impact on crime might be addressed will be part of the agenda. The Racial Justice Coalition reported that issues regarding Kopper's/Brightfield's remain of concern, as are issues regarding police in the schools. Chair Hennrich commented that no statement would be made by the HRC until hearing from as many sources as possible. Interim Chief Grubbs commented on the importance of family and the loss of life. He stated that embracing lawlessness is not the answer to incidents in Ferguson, Baltimore and elsewhere, and believes that community policing can bring people together rather than dividing them. He spoke about how the CPD is re-implementing or improving various community efforts. Several guests related stories of concern. The Sparrow Coalition was added as a regular item under Process Assessments on the agenda.

June 1: A draft of the HRC brochure was reviewed and accepted. City staff will format and distribute at the next meeting. Discussion about the Community Policing Forum held in May occurred, with facilitators asked to submit notes to be summarized and placed on the HRC website. Guests commented that the forum is a good first step, but that the real test of success will be follow-up. It was agreed that police need to be involved in the next forum. The summary is attached to this report and is posted on the HRC webpage. City Council members and the City Manager will be invited to the annual HRC retreat. Rev. Ingebritsen talked about the Racial Justice Coalition's concern about a new program called Creative Measures Classroom, which was begun at the end of the end of the last school year. Seven or eight African American males described as having behavior problems are in the class, which appears to be isolated and segregated. Other guests spoke about their concerns with police in the schools, and with people with concerns not being heard. The Racial Justice Coalition's position is that District 95 should put a moratorium on the program until concerns are addressed. The HRC decided to review a draft letter to the City Council and determine what action is appropriate at its next meeting. The HRC recommended that a search committee that includes citizens be formed to identify the next police chief.

July 6: Commissioners reviewed a draft letter to the City Council regarding support for a moratorium on police in District 95 schools, and voted to send the adjusted letter to the City Council, along with letters from the Racial Justice Coalition, NAACP and Mr. Whelan. A draft of the formatted HRC brochure was reviewed and corrected. Revised copies will be available at the HRC retreat. Discussion of police forum results and of community policing in general occurred, with further discussion scheduled at the retreat, which will be held on July 20, and at the next forum. Mr. Lenzini offered information how the code enforcement department operates. The Commission voted to recommend to the Mayor that Commissioner Hennrich be re-appointed HRC Chair and that Commissioner Brown be retained as Vice Chair. The Racial Justice Coalition reported working on a letter to Acting Chief Grubbs to remind him of the request for data regarding contacts broken out by race. The Racial Justice Coalition also sent a letter to the Mayor and Council opposing any ordinance allowing city department heads to live outside the city limits. The Sparrow Coalition continues to work on gathering information about resources and options for meeting housing and shelter needs for the homeless. City Manager Baity reported that new software is being implemented by the CPD that should make getting data easier.

August 3: City Manager Baity requested that the HRC provide a list of five questions for inclusion in interviews with candidates for Police Chief, no later than August 14, 2015. Chair Hennrich reported that Superintendent Shimshak has placed a moratorium on police in District 95 schools. Discussion regarding how to proceed from here ensued, with no clear focus determined. Multiple copies of the HRC brochure are available from Ms. McCoy, along with labels for each commissioner. Community policing in all of its forms should be the focal point of further discussion, using public input from forums and suggestions from other communities. The possibility of another forum this fall, co-sponsored by the HRC and the CPD was discussed, and a planning committee was formed. The issue of subpoena power was discussed. Commissioners did not reach consensus regarding its value. Frustration with lack of CPD data remains.

September 14: Commissioners agreed to table the possibility of a forum involving District 95, and to focus on a second community policing forum in November, co-sponsored by the HRC and the CPD in a format similar to the April forum. There is also the possibility of a forum on campus in the spring semester, with the hope that more students will be involved. One guest spoke about the need to educate the public regarding their rights and police policy and procedures, also on getting input on police in the schools from all segments of the community at large.

The Sparrow Coalition remains focused on the problem of homelessness and how services to the poor are being cut due to the budget impasse in Springfield. City Manager Baity expects staff training on using new CPD software to occur in late September, and stated that The Citizens Police Academy has been reinstated, with applications for participation being accepted now.

October 5: Chair Hennrich welcomed Commissioner Daugherty, and congratulated Chief Grubbs on his appointment. The committee jointly planning the November Community Policing Forum reported that the group agreed that the general format used at the last forum should be used again. A commissioner and a police officer will facilitate discussion at each table. Mr. Lenzini commented that code enforcement information needs to be shared with students. The HRC discussed and approved the 2016 meeting schedule. Drafts of the 2014 Annual Report will be shared, with approval scheduled for the November meeting. Cathy Field will replace Rev. Ingebritsen as the main coordinator for the Racial Justice Coalition, and Dr. Ella Lacey will serve as spokesperson. The Sparrow Coalition's main concern continues to be the budget impasse in Springfield and its dire effects on resources for the poor. The SIUC Department of Social Work and the Carbondale Public Library have an agreement where a Social Work graduate assistant is assigned to the Carbondale Public Library. She is coordinating a winter cover drive and has updated a directory. Chief Grubbs commented that conversations about social issues need to be addressed before policing issues can be addressed. Chief Grubbs announced that due to the lack of state funding, the local Mobile Training Unit will be cancelled November 1 and lights at local offices will be out by February 1, 2016, if there is not a budget. Chief Grubbs indicated that the department is compiling 2014 statistics by hand to match the 2013 reports. The new system is "live" as of October 2, 2015. Anyone who wants to help with *Trunk or Treat* efforts should get in touch with Dr. McCoy. The administrative tow fee charged by the city was discussed.

November 2: Commissioners Gutierrez and McMillan reported that the forum will be held on Monday, November 23, 2015, 6:00 p.m. at the Civic Center. Eight topics will be discussed at a World Café style set-up. Chair Hennrich will serve as the host/moderator with Mayor Henry and Chief Grubbs making opening remarks. Guests provided information on a movie entitled "Racial Taboo" which will be shown at the Varsity Theater on January 31 and is intended to raise awareness and begin community conversations. The annual Neighborhood Alliance meeting will be held on January 23, 2016. The Racial Justice Coalition is still waiting for CPD data regarding contacts (not arrests) broken down by race, and believes that District 95's Community Growth Plan is targeting African American boys. The Sparrow Coalition has posted documents on its website that show how social service agencies are impacted by Illinois' budget stalemate. The HRC authorized sending the 2014 Annual Report and a copy of a letter sent to Chief Grubbs to the City Council.

December 7: Commissioner Shariati commented that the HRC brochure has been a valuable resource for outreach. Chief Grubbs reported that he appreciates the way the recent co-sponsored community policing forum was organized and that he and his officers felt it was a successful endeavor. A summary is attached to this report and is on the HRC webpage. The tentative date for the Carbondale and Campus Community Forum is Thursday, March 3, 2016, 6:00-8:00 p.m. Commissioners emphasized that the topics should be related to the mission of the HRC, and focus on police and community/campus relations. Commissioners who attended the limited showing of the "Racial Taboo" film reported that information was useful, particularly in terms of outcomes. The Non-Violent Carbondale Project asked that the HRC support a draft resolution to be submitted to the City Council for consideration. After a minor adjustment to the resolution, the HRC voted to recommend that the City Council pass the resolution and affirm the Charter of Compassion. The Sparrow Coalition is working on options for waiving special use permits to shelter homeless persons during the winter. The HRC supports this option. Chief Grubbs thanked Commissioner Daugherty for involving the SIUC Athletics Department in the police department's coat drive. A letter to the CPD requesting data needed for the 2015 Annual Report per the ordinance creating the HRC was sent on November 13.

HRC COMMUNITY & POLICING FORUM - INPUT SUMMARY
5/12/15, 7:30 - 9:00PM, Carbondale Civic Center

The following summarizes input from seven groups at the 5/12/15 "Community and Policing" forum. Information has been divided into three categories, Strengths, Concerns and Possibilities. Items which do not fall under the purview of the HRC (e.g. "gun control"), while valid and valuable, are not included in the summary. Items which recur are listed only once. So that detail is not lost, unedited material from facilitators is attached to this summary.

Strengths:

- Community interest in improving relationships between police and community
- Some citizen involvement in discussions regarding how to improve community policing

Concerns:

- Institutional racism
- Fear of police officers; sometimes little children learn to fear police officers from family
- Mistrust of police officers
- Inadequate input into new community policing initiatives (e.g. District 95 program)
- Inadequate presence of police officers in neighborhoods when enforcement is not needed
- Officers do not know their neighborhoods, and residents do not know officers on patrol
- Too many stops without cause
- Inadequate stop/arrest/incarceration data for analysis of disproportionate impact
- Cultural differences are not understood; cultural diversity is not valued
- Responsibility is not acknowledged when police make mistakes - no transparency
- Police are not trained to preserve or foster community
- The importance of building positive relationships is not seen as valuable by every officer
- Inadequate training of police officers in how to build positive relationships
- Inadequate officer training in reading behavior, diffusing tension, speaking in non-condescending tones, communicating with respect, understanding family dynamics
- Transient nature of Carbondale's population
- Too few youth and adults are involved in solutions
- Community members do not see themselves as stakeholders
- Transient nature of police (used as a training ground)
- Police officers have insufficient stake in community - a large percentage live outside of it
- Police not involved in this forum

Possibilities:

- Redeploy officers so that they are present in the community when not enforcing the law
- Reduce police presence in elementary and middle schools - increase police presence in community
- Improve knowledge of and support to known programs such as Neighborhood Watch, Neighborhood Associations, Map Your Neighborhood, Crime Stoppers, Ride-Alongs, "Human Book" concept, Citizen's Police Academy, McGruff the Crime Dog, Police Camp
- Consider research-based models for police presence in schools
- Research ideas for building positive officer-community relationship skills
- Research ideas for building positive police presence in the community at large
- Involve more youth and adults in determining what community & school policing initiatives are implemented
- Encourage/provide incentives for officers to live in the community they serve
- Police presence during "big events"

COMMUNITY RECOMMENDATIONS
HUMAN RELATIONS COMMISSION/CARBONDALE POLICE DEPARTMENT
COMMUNITY POLICING FORUM - 11/23/15, 6:00PM, Carbondale Civic Center

Based on input at the Community Policing Forum held on 11/23/15 (attached), the following strategies/actions are recommended for consideration as community policing efforts are evaluated/implemented:

- 1) Continue old/current initiatives - DARE, Elderly Patrol, Pumpkin Patrol, police chaplains, Ride Along, PACT (Police & Community Together), CPD website which includes crime mapping
- 2) Engage in new initiatives - "Night Out Against Crime" event, police vs. fraternity/sorority softball game, flag football game, 3 on 1 basketball, police cookout & meet/greet
- 3) More foot/bike patrols, more community visibility, more trust
- 4) More police residing in the community
- 5) Enhanced recruitment efforts directed toward building a diverse police force that matches community demographics
- 6) Consistent application of procedures
- 7) Enhanced public education - the public needs to know why the police do what they do
- 8) Increased public education on advocacy services
- 9) Increased staffing for advocacy services
- 10) Research/communicate/implement evidence based programs for school police presence
- 11) School field trips to police department
- 12) Develop programs where youth can volunteer (CMS, CCHS, college students, parents, police officers) such as in Town Square, Parks, Veterans
- 13) Need for better availability of information provided to the homeless community such as: a) flyer or pamphlet idea (had positive reviews from individuals with a history of homelessness and negative reviews from other individuals with no history of homelessness) *possible short term goal; b) a database of all the resources available (no suggestions or action plan for funding, execution and staffing comprised only ideas) *possible long term goal
- 14) Follow up plan: 1) create a rough draft of a flyer/pamphlet for distribution; 2) locate surplus of funding and volunteers to compile a database of all resources; 3) support a forum that includes homeless people on the issue of homelessness and community
- 15) Review/update/enhance the CPD Mission Statement
- 16) Develop/update/share the CPD value statements, goals and objectives

**CPD Arrest Data Comparison
2011 - 2013**

TOTALS - BREAKOUT BY OFFENSE CATEGORY

DESCRIPTION	2011	2012	2013
Total # of UCR Violations Reported {includes Universal Crime Report (UCR) codes in the following categories}	6,345	6,632	6,411
• Codes 2010 - 2807 (includes various juvenile codes such as alcohol offenses)	679	595	547
• Codes 2410 - 2495 (includes driving violations such as drag racing and DUI)	712	824	860
Index Crime offenses			
• Murder	3	0	2
• Criminal Sexual Assault	24	33	40
• Robbery	41	36	39
• Aggravated Assault/Battery	193	203	213
• Burglary	286	269	326
• Theft	770	842	811
• Motor Vehicle Theft	31	55	34
• Arson	8	12	10

TRAFFIC CITATIONS - BREAKOUT BY RACE, SEX, AGE

DESCRIPTION	2011	2012	2013
Total	10,471	6,568	5,399
Race			
• White	7384	4369	3441
• Asian or Pacific Islander	179	113	102
• African American	2600	1884	1665
• Hispanic	253	170	152
• Indian	4	3	8
• Unknown	51	29	31
Sex			
• Female	4451	2685	2243
• Male	6020	3883	3156
Age			
• 00-17	240	165	119
• 18-29	5615	3876	3326
• 30-59	3876	2190	1668
• 60+	740	337	286

JUVENILES IN CUSTODY - BREAKOUT BY RACE, SEX, AGE

DESCRIPTION	2011	2012	2013
Total	135	135	117
Race			
• White	33	30	20
• Asian or Pacific Islander	0	0	0
• African American	98	99	86
• Hispanic	3	5	4
• Indian	0	0	0
• Unknown	1	1	1
Sex			
• Female	32	39	41
• Male	103	96	76
Age			
• 00-17	135	135	117
• 18-29	0	0	0
• 30-59	0	0	0
• 60+	0	0	0

ARRESTED PERSONS - BREAKOUT BY RACE, SEX, AGE

DESCRIPTION	2011	2012	2013
Total	2,885	2,975	3,046
Race			
• White	1413	1392	1386
• Asian or Pacific Islander	15	10	17
• African American	1314	1438	1474
• Hispanic	118	93	131
• Indian	0	2	1
• Unknown	25	40	37
Sex			
• Female	911	921	946
• Male	1974	2054	2100
Age			
• 00-17	19	49	51
• 18-29	2028	2149	2241
• 30-59	800	740	719
• 60+	38	37	35

REPORTED NUMBER OF VICTIMS - BREAKOUT BY RACE, SEX, AGE

DESCRIPTION	2011	2012	2013
Total	2,441	2,553	2,828
Race			
• White	1343	1405	1518
• Asian or Pacific Islander	33	34	44
• African American	978	993	942
• Hispanic	44	71	55
• Indian	3	2	0
• Unknown	40	48	69
Sex			
• Female	1304	1332	1272
• Male	1137	1221	1356
Age			
• 00-17	166	203	204
• 18-29	1289	1417	1559
• 30-59	794	772	732
• 60+	192	161	133