






Memorandum

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To: Mayor Troxell and City Councilmembers

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Re: Community Trust Initiative Update and Report Back to Council

Bottom Line

After almost five months of engagement, staff feels that progress has been made in cultivating new relationships with Fort Collins' immigrant communities. Staff has learned a great deal from the community's immigrant residents and, based on these conversations and plans to continue this dialogue, staff believes the City can better serve their needs moving forward. Staff plans to continue to systematically build these relationships through reoccurring departmental check-ins, events, and through the creation and maintenance of communication avenues for both City staff and community leaders to connect with one another.

The attached report focuses on a variety of operational plans, adjustments, and changes that were discussed with the stakeholder group. Many members of that group would still like to have Council adopt a Community Trust Ordinance, citing concerns of accountability. Some expressed sentiments of ongoing distrust of police and skepticism of working to build relationships with the police generally.

Key Next Steps

As detailed in the report, some of the key next steps from staff are as follows:

- Host Cafecitos (coffee with a cop) on a regular basis and attend further listening sessions on specific topics with community organizations
- Complete translation of Police policies and procedures into Spanish
- Work with community partners to explore alternatives to Police complaint process
- Continue and strengthen efforts to train staff in other languages, unconscious bias awareness, and other related elements
- Translate relevant social media posts to Spanish and work with Arabic-speaking partners to increase awareness of City news and events
- Provide update on work in approximately one quarter via the City Manager's Monthly Report
- Work to develop implementation plan for all items listed above, including timelines, within one quarter



Community Trust Initiative – Report Back to Council and City Manager

Background

As part of the larger conversation in the community around community trust and immigration, City Council passed resolution 2017-091 in October, 2017. The resolution stated that the Council “wishes to direct the City Manager to create a task force to advise [the City Manager] on ways for the City to effectively explain and inform the public about its policies and practices, and engage immigrant communities through education, outreach, services, programs and partnerships.” This communications plan was sent to Council in December, which detailed plans of hosting listening sessions with community groups, forming a Stakeholder Advisory Group to listen and hear concerns and advice regarding City practices, and expanding other methods of communication and outreach.

Listening Sessions

Staff hosted two well-attended listening sessions with La Familia at the Family Center. Police Services led these discussions with bilingual officers, and listened to and answered questions and concerns from the community. Major points of curiosity, fears, and discussion were as follows:

- Traffic concerns: driving without a license, traffic stops, traffic norms, and penalties for violations;
- What is required by law to respond to when stopped by a Police Officer (especially regarding how to respond when asked if maintaining legal presence);
 - It was noted in the listening sessions that Police does not ask residency questions as part of routine traffic stops
- How to report harassment from other drivers;
- How to report violence inflicted towards Poudre School District (PSD) students;
- Options for reporting on Police Services behavior to a non-police entity to maintain comfort and assurance;
- If a Fort Collins Police Officer can ask immigration status during routine traffic stops;
- How and when would somebody be deported – clarity of roles between Fort Collins Police Services, Larimer County Sheriff, Colorado State University Police, and Immigrations and Customs Enforcement

As part of the questions asked at the first listening session, staff engaged the Department of Motor Vehicles (DMV), and they presented information about renewing, acquiring, and revoking driver licenses in Colorado, for those that have and do not have legal presence.

Through both conversations at La Familia, the topic of an ordinance, whether that be a sanctuary city or community trust ordinance, was not brought up by any of the participants.

Staff explored the opportunity to host listening sessions with some of our other community partners. While things are in process to host listening sessions with the Islamic Center and Poudre School District, other various organizations either did not respond or did not show interest in hosting such an event.

Stakeholder Advisory Group

One large component of the communications plan involved convening a stakeholder advisory group of representatives from our immigrant communities and advocacy organizations who support them. Staff from Police Services, Communications and Public Involvement, Social Sustainability, and the City Manager's Office met with this group four times since January to discuss City policy and practices of concern or interest to the group. The group consisted of representatives from the following community groups in addition to some individual community members:

- Alianza Norco
- Fuerza Latina/Fort Collins Community Action Network
- Human Relations Commission
- Islamic Center
- La Familia
- Poudre School District

Other groups, such as Colorado State University, were asked to join discussions but were unable to participate.

Alma Vigo-Morales, with Diversity Solutions, facilitated the group's discussions and topics covered included police policy and practices, communication methods and approach, and the City's approach to national trends, protests, and events more broadly. The national political climate and national and local events that occurred during the first half of 2018 had an influence on the topics and sentiments discussed and shared at these meetings. The Stakeholder Advisory group has recommended the following actions to be taken by the City:

Near-Term and Immediate Actions

- Have staff present and engaged at various cultural events within the community (e.g., Ramadan dinner, Cinco de Mayo, Día de Los Muertos). Explore and implement various communication avenues to help stay abreast of events
- Explore and suggest alternatives to Police Policy Manual language to clarify language that is ambiguous – particularly as it pertains to contacting Immigrations and Customs Enforcement (ICE)
 - Specific policy areas of concern include 428.1, 428.2, 428.3.1, 428.4, and 338.3d
- Continue departmental dialogue and outreach/listening, which will be critical to maintaining and enhancing relationships with various immigrant communities
 - Additionally, partner with community groups when asked on various events or trainings
 - For example: Cafecitos (coffee with a cop), La Familia subject-specific listening sessions, SAVA sexual assault awareness event in Spanish, Know Your Rights panel at Islamic Center
- Speak with ICE local supervisor about willingness to wear uniforms that clearly identify themselves as federal agents or ICE, rather than "police" solely. This stems from confusion and lack of clarity about the role of various law enforcement agencies
- Provide quality simultaneous interpretation services at relevant and important City events

Medium-term and ongoing actions

- Provide quality, scheduled cultural competency training and unconscious or implicit bias training for Police specifically, but also among City employees generally. Increase transparency on types of training undertaken
- Work with other community organizations to increase awareness of multicultural holidays – example given was school district so they can expect absences and respect the reasons for them
- Use additional communication avenues (such as Spanish radio, and a Spanish Facebook page) to advertise City events. For the Arabic-speaking population, work with prominent organizations so they can translate and place on their well-connected Facebook pages
- Explore willingness and possibility of larger community event organizers to translate some materials and offer more inclusive programming
 - Examples given: Taste of Fort Collins, Bohemian Nights
- Translate existing and future high-impact documents and programming efforts. This includes further refinement of what constitutes a program being defined as high impact
- Look at, and discuss with communities, improvements to the police complaint process, including exploring idea of alternate reporting system
- Follow up in one quarter, via memo or report with information about where actions on these various recommendations stand
- Host ongoing listening sessions/forums to better understand experiences in community.
 - Example given: Experiences on racial bias

Group sentiments/themes

- Consistent involvement by the City regarding civic education and engagement efforts is essential to build the relationships needed for immigrants and diverse populations to feel integrated, included, and valued
- Accountability is still a concern and an ordinance would help alleviate that concern
- Leadership at City is not reflective of diversity within the broader community (e.g., community demographics)
- City leadership has been too silent during opportunities to denounce hate groups (Traditional Workers Party, was given as one example). A broad resolution condemning hate and promoting tolerance would be appreciated. The City should also strategically prepare for how they would respond should various events or occurrences that have taken place on campus, nationally, or in Fort Collins occur again and potentially on a different scale
- City staff and leadership need to express more of a willingness to meet immigrant communities where they are at, whether through proactive interpretation, translation, participation or outreach, and continued programming focused towards them
- Some members felt police should not participate in “know your rights” types of trainings as they believe it conflicts with their professional responsibilities to investigate or act on knowledge of criminal activity; rather, they should refer those trainings to other organizations. Others said police presence provides legitimacy
- There are disagreements in how Police intended the Policy Manual and how members of the committee believe it could be interpreted

Planned Administrative Actions and Ongoing Dialogue

Staff has planned or taken numerous actions in response to learnings at both the listening sessions and stakeholder advisory group meetings. Separated by department, here are many of those planned actions:

Communications and Public Involvement Office (CPIO)

Work to Date/Ongoing

- Expand language resources within the department and City-wide. Have completed initial trainings around use of our new interpretation and translation provider
- Purchased and continue to make use of simultaneous translation equipment. Have lent and continue to make available equipment for community partners as well.
- Provided public participation report on boards and commissions to City Council.

Future Plans

- Develop language abilities of staff members by providing consolidated list of employees certified and helping more become certified
- Feature the diversity of the community in our social media communication and other channels
- Communicate language resources to the community including the option to have items translated for free, interpretation at events, and over 200 languages available through telephonic interpretation
- Expand translated communications for events such as posters and social media and streamline the internal process
- Pursue topics such as inclusivity, diversity, and language resources in City staff columns and other story/statement channels
- Continued outreach and expansion of diverse community partners and stakeholders

Police Services

Work to Date/Ongoing

- Expanding long-serving Spanish language team including sending personnel to immersion training in Costa Rica
 - Requiring deliberate participation in Spanish-speaking calls for service and events
 - Fostering on-going relationships with community members
- Translating pertinent police policies into Spanish. Key policies identified for translation are:
 - #338 Bias-Motivated Crimes
 - #340 Expectations of Conduct
 - #352 Mutual Aid and Outside Agency Assistance
 - #368 Limited English Proficiency Services
 - #402 Racial or Bias-Based Profiling
 - #422 Diplomatic and Consular Contacts
 - #428 Immigration Violations
 - #440 Detentions, Contacts, and Photographing Detainees
 - #600 Investigation and Prosecution
 - #1020 Administrative Investigations
- Have hosted one Cafecito and plan to host others
- On-going policy reviews to remove ambiguity from related police policies
 - Consider definitive language if it does not compromise law or required practices
 - Some unnecessary and confusing language has been removed already (428.4, included as Attachment A)
 - Provide updated policy training to all officers for familiarity

- Ask City Attorney's Office (CAO) for specific law citations that support current policy requirements
- Jointly hosted a barbeque on June 6th at Soft Gold Park with La Familia with over 100 people in attendance

Future Plans

- Provide training for officers on immigration/naturalization process
- Reach out to ICE regarding willingness to clearly identify themselves as federal agents within next two months
- Seek input to expand/improve the existing complaint policy/process that is currently in English/Spanish so that immigrant community members understand and are comfortable with utilizing it
 - Evaluate anonymous complaint tracking/status system
- Have committed to having Chief Swoboda meet with Stakeholder Advisory group before the end of summer

Social Sustainability

Work to Date/Ongoing

- Help normalize conversations on race relations to engender better outcomes in service provision with communities of color and City staff
- Work with Human Resources (HR) to continue offering staff trainings on unconscious bias, privilege, and being an ally
- Coordinate annual Multicultural Community Retreat to deepen community capacity for equity and inclusion as well as within City organization
- Work with Government Alliance on Race and Equity (GARE) and Urban Sustainability Directors Network (USDN) to increase staff expertise and utilize technical assistance
- Serve as ombudsmen between community members and groups and City staff to listen to concerns, develop solutions in collaboration with other departments and partners; and help people navigate City issues

Future Plans

- Identify opportunities to learn from events in our community as well as broader national events that impact perceptions of trust between immigrant communities and City staff
- Partner with Police Services and CPIO to foster ongoing communications and relationship building with marginalized groups
- Maintain understanding of inclusion gaps within immigrant communities; convene stakeholders as needed; attend community events and support proclamations;
- Attend and support ongoing listening sessions
- Coordinate National League of Cities training for City Leaders on history of structural and institutional racism to broaden/develop leadership capacity and understanding

City Manager's Office

- Continue to maintain relationships with various community groups and connecting them with relevant staff that match their needs
- Work with staff team to develop an implementation plan for items discussed in this report within one quarter

- Work with Police Services to evaluate possible expansion of police complaint process to utilize ethics hotline/equal opportunity office for those who feel uncomfortable initiating a complaint through Police. Plan to have this exploration and implemented, if possible, by end of Q3
- Provide coordinated, organization-wide quarterly updates within the City Manager's Monthly report on this topic, highlighting outreach, events, and progress on many of the other items noted in this report
- Work with Special Events Coordinator to explore willingness of major event organizers to translate key marketing and information materials and look into multicultural programming

Actions Taken Previous to Engagement Process

As previously noted in Council materials for the October 3, 2017 Council meeting where the Community Trust Resolution was discussed, many actions were taken administratively by staff in the initial research, exploration of this topic. High level points are included below:

- Changed administrative policies 8.1 and 8.2 to include citizenship status as a protected class and provide clarity on staff responsibility
- Audited all City policies to explore where there was latitude to change existing citizenship requirements
- Identified high priority documents and department resources to translate and have begun process of translation (Tenant Resource Guide, for one example)
- Created the It's Your| My| Our Spanish resource page
<http://www.fcgov.com/myfoco/spanish>
- Worked to hang and promote multilingual "We Are Fort Collins" banners around the city

Next Steps and Summary

Throughout this process, staff has heard clearly from our various stakeholders that relationships are the key to building trust. With this in mind, staff from all departments will have the primary focus moving forward working to maintain, nurture, and enhance the relationships that have been cultivated in this initial stage. Some of the key next steps, as highlighted above are noted below.

- Host Cafecitos on a regular basis and attend further listening sessions on specific topics with community organizations
- Complete translation of Police policies and procedures into Spanish
- Work with community partners to explore alternatives to Police complaint process
- Continue and strengthen efforts to train staff in other languages, unconscious bias awareness, cultural competency and other related elements
- Translate relevant social media posts to Spanish and work with Arabic-speaking partners to increase awareness of City news and events
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Immigration Violations

428.4 CONSIDERATIONS PRIOR TO REPORTING TO ICE

Fort Collins Police Services is concerned for the safety of local citizens and thus detection of criminal behavior is of primary interest in dealing with any persons. The decision to arrest shall be based upon those factors which establish probable cause and not on arbitrary aspects. Race, ethnicity, age, gender, sexual orientation, religion and socioeconomic status alone are of no bearing on the decision to arrest.

All individuals, regardless of their immigration status, must feel secure that contacting law enforcement will not make them vulnerable to deportation. Members of this Agency should not attempt to determine the immigration status of crime victims and witnesses or take enforcement action against them absent exigent circumstances or reasonable ~~cause-suspicion~~ to believe that a crime victim or witness is involved in violating criminal laws. ~~Generally, if an officer suspects that a victim or witness is an undocumented immigrant, the officer need not report the person to ICE unless circumstances indicate such reporting is reasonably necessary.~~

Nothing in this policy is intended to restrict officers from exchanging legitimate law enforcement information or otherwise abrogate the duty to cooperate with federal, state or local government entities (8 USC § 1373; 8 USC § 1644).