

The University of Chicago Harris School of Public Policy
Fall 2019

“Police Legitimacy and Police Reform”

Instructor: Robert Owens (Chief Performance Analyst for Public Safety, City of Chicago Office of Inspector General)

Time and Location: Keller Center 2112, Tues. 5pm–8pm

Course description

This course introduces students to concept of legitimacy in policing and the related reform efforts implemented in police departments throughout the United States in recent years.

Policing in the United States is in the midst of a period of intense public scrutiny and transformation. Incidents of excessive police use of force and counter protests in Ferguson, New York City, Chicago, and elsewhere have strained police-community relations across the country and sparked polarized political reactions,. New technological capabilities have increased public expectations of transparency and efficiency in policing while raising concerns about privacy and due process rights. The Obama Administration Department of Justice launched federal investigations and demanded court-enforced reforms to many municipal police departments, then the Trump Administration Department of Justice rolled back federal oversight of police where it could. This course will equip students to understand the issues at stake in the contemporary policy debates surrounding policing and the foundational scholarly knowledge underpinning those debates.

The first half of the course is an introduction to the profession of policing in America: its organizational structure, its functional purpose, the normative expectations of citizens who rely on the police for protection, and the effects of 21st century technology on policing practice. The second half of the course turns to specific controversies and reform efforts from present and recent past. We will examine the trajectories of several cities, including Chicago, which have gone through extensive police reforms and evaluate the impact and promise of specific policy choices.

Assignments, expectations and grading

The class is a discussion-based seminar, and students are expected to come to class fully prepared to discuss all the readings.

Grading will be based on contributions to class discussion, two response papers (3–5 pp. each), and a final paper of 12–20pp. Students may either (1) analyze a specific police reform policy for its purpose and prospects for success; or (2) choose another paper topic in consultation with the instructor. The relative weight of these components in the final grade will be: Class contributions: 20%; Response papers: 30%; Final paper: 50%.

Late papers will be downgraded one grade per day (A to A-, etc.) for each day they are late. Papers more than 8 days late will not be accepted. If you need an extension, please approach me professionally and as early as possible. If you submit papers electronically, it is your responsibility to make sure that I have received them by the deadline.

If you plagiarize any part of any paper, you will fail the course. Your basic rules of thumb should be, do not put any text that you did not write yourself into your paper except for clearly referenced quotations, and cite all your sources such that any reader could locate them without difficulty. If you have any doubts about what this means, talk to me. Carelessness and misunderstanding are not excuses.

The course assignments will touch on some difficult topics, most notably police violence and its aftermath. Students who wish to take the class should be prepared to read challenging materials on this and other topics and should come with a firm commitment to engage one another in respectful, open and

rigorous discourse. Please contact the instructor early on with any concerns about this general policy or specific readings.

Schedule

Week 1: What do police do (I)?

1. James Willis, "A Recent History of the Police." In *The Oxford Handbook of Police and Policing*, Michael Reisig and Robert Kane, eds. Oxford University Press (2019).
2. Wesley Skogan, "The Promise of Community Policing." In *Police Innovation*, David Weisburd and Anthony Braga, eds. Cambridge University Press (2006).
3. Radley Balko, *Rise of the Warrior Cop: The Militarization of America's Police Forces*. PublicAffairs (2013) (Introduction, Chapters 3–5).

Week 2: What do police do (II)?

1. David Weisburd and Anthony Braga, "Hot Spot Policing as a Model for Police Innovation." In *Police Innovation*, David Weisburd and Anthony Braga, eds. Cambridge University Press (2006).
2. Christopher Ortiz, "Policing Terrorism: The Response of Local Police Agencies to Homeland Security Concerns." *Criminal Justice Studies* 20:2 (2007) (**skim**).
3. Amy Watson and Anjali Fulambarker, "The Crisis Intervention Team Model of Police Response to Mental Health Crises: A Primer for Mental Health Practitioners." *Best Practices in Mental Health* 8:2 (2012) (**skim**).
4. Police Executive Research Forum, "Future Trends in Policing." 2014. (link: https://www.policeforum.org/assets/docs/Free_Online_Documents/Leadership/future%20trends%20in%20policing%202014.pdf)
5. Radley Balko, *Rise of the Warrior Cop: The Militarization of America's Police Forces*. PublicAffairs (2013) (Chapters 6–9, Conclusion).

Week 3: Police legitimacy

1. Tom Tyler. "Enhancing Police Legitimacy." *The Annals of the American Academy of Political and Social Science* 593:1, 84–99 (2004).
2. Andrew Papachristos, Tracey Meares, Jeffrey Fagan. "Why Do Criminals Obey the Law? The Influence of Legitimacy and Social Networks on Active Gun Offenders" *Journal of Criminal Law and Criminology* 102:2 (2012).
3. Tracey Meares, "The Legitimacy of Police Among Young African American Men", *Marquette Law Review* 92:4 (2009).
4. Matthew Desmond, Andrew Papachristos, David Kirk. "Police Violence and Citizen Crime Reporting in the Black Community" *American Sociological Review* 81:5 (2016).

Week 4: Measuring police performance

1. Malcolm Sparrow, *Handcuffed: What Holds Policing Back, and the Keys to Reform*. Brookings Institution Press (2016) (Chapter 2).
2. Anthony Braga, Andrew Papachristos, and David Hureau, "The Effects of Hot Spots Policing on Crime: An Updated Systematic Review and Meta-Analysis." *Justice Quarterly* 31:4 (2014).
3. Franklin Zimring, *The City that Became Safe: New York's Lessons for Urban Crime and Its Control*. Oxford University Press (2011) (pp. 1–27, 136–150).
4. NYPD CompStat (**browse**). (link: <https://compstat.nypdonline.org/>)
5. Susie Morgan, Danny Murphy and Benjamin Horowitz, "Police Reform Through Data-Driven Management." *Police Quarterly* 20:3 (2017).

RESPONSE PAPER 1 DUE IN CLASS WEEK 4

Week 5: New technologies in policing

1. Barak Ariel, William Farrar and Alex Sutherland, "The effect of police body-worn cameras on use of force and citizens' complaints against the police: A randomized controlled trial." *Journal of Quantitative Criminology* 31:3 (2015).
2. Michael White and Justin Ready, "The TASER as a Less Lethal Force Alternative: Findings on Use and Effectiveness in a Large Metropolitan Police Agency." *Police Quarterly* 10:2 (2007).
3. Dana Goodyear. "Can the Manufacturer of TASERS Provide the Answer to Police Abuse?" *New Yorker* (2018) (link: <https://www.newyorker.com/magazine/2018/08/27/can-the-manufacturer-of-tasers-provide-the-answer-to-police-abuse>)
4. Sarah Brayne, "Big Data Surveillance: The Case of Policing." *American Sociological Review* 82:5 (2017).
5. "Chicago goes high-tech in search of answers to gun crime surge", *BBC News*. (link: <https://www.bbc.com/news/world-us-canada-40293666>)
6. HunchLab website (**browse**). (link: <https://www.hunchlab.com/>)

Week 6: Implicit bias and police training

1. Mahzarin Banaji and Anthony Greenwald. *Blindspot: Hidden Biases of Good People*. Penguin (2016) (Preface, Chapters 1, 3, 8, Appendix 2) (**complete the online Implicit Association Tests as part of the assignment**).
2. Lois James. "The Stability of Implicit Racial Bias in Police Officers." *Police Quarterly* 21:1 (2018).
3. Police Executive Research Forum. "ICAT: Integrating Communications, Assessment, and Tactics" use of force training materials (**browse**). (link: <https://www.policeforum.org/icat-training-guide>)

Week 7: 21st century policing in crisis: incidents

1. Malcolm Sparrow, *Handcuffed: What Holds Policing Back, and the Keys to Reform*. Brookings Institution Press (2016) (Chapter 1).
2. Franklin Zimring, *When Police Kill*. Cambridge: Harvard University Press (2017) (Chapters 2–3).
3. "What Happened in Ferguson?" *New York Times* (2015) (link: <https://www.nytimes.com/interactive/2014/08/13/us/ferguson-missouri-town-under-siege-after-police-shooting.html>)
4. "16 Shots: The Police Shooting of Laquan MacDonald" podcast. WBEZ & *Chicago Tribune*. Episodes 1–3, 23, 28 (approx. 3 hrs. audio total). (link: <https://www.npr.org/podcasts/643309816/16-shots-the-police-shooting-of-laquan-mc-donald>)

RESPONSE PAPER 2 DUE IN CLASS WEEK 7

Week 8: 21st century policing in crisis: investigations and oversight

Read one investigation; skim others:

1. *Investigation of the New Orleans Police Department*, U.S. Department of Justice (2011). (link: https://www.justice.gov/sites/default/files/crt/legacy/2011/03/17/nopd_report.pdf)
2. *Investigation of the Ferguson Police Department*, U.S. Department of Justice (2015). (link: https://www.justice.gov/sites/default/files/crt/legacy/2015/03/04/ferguson_findings_3-4-15.pdf)
3. *Investigation of the Baltimore City Police Department*, U.S. Department of Justice (2016). (link: <https://www.justice.gov/crt/file/883296/download>)
4. *Investigation of the Chicago Police Department*, U.S. Department of Justice (2017). (link: <https://www.justice.gov/crt/case-document/file/925771/download>)

Read one consent decree; skim the other:

1. *U.S. v. Police Department of Baltimore City* consent decree (2017): <https://www.justice.gov/crt/case-document/file/925036/download>
2. *State of Illinois v. City of Chicago* consent decree (2019): <http://chicagopoliceconsentdecree.org/wp-content/uploads/2018/09/Illinois-v.-Chicago-Final-Consent-Decree-with-signatures.pdf>

Week 9: Reform case study: LAPD

1. Joe Domanick, *Blue: The LAPD and the Battle to Redeem American Policing*. Simon and Schuster (2015) (**entire—focus on part four**).
2. Forrest Stuart, *Down, Out, and Under Arrest: Policing and Everyday Life in Skid Row*. University of Chicago Press (2016) (pp. 57–122).

Week 10: Future directions in police reform

1. Malcolm Sparrow, *Handcuffed: What Holds Policing Back, and the Keys to Reform*. Brookings Institution Press (2016) (Chapters 5–6).
2. Marie Ouellet, Sadaf Hashimi, Jason Gravel, and Andrew Papachristos. “Network Exposure and Excessive Use of Force: Investigating the Social Transmission of Police Misconduct.” *Criminology and Public Policy* (2019).
3. Steve Herbert, Katherine Beckett, and Forrest Stuart. “Policing Social Marginality: Contrasting Approaches.” *Law & Social Inquiry* 43:4 (2018).
4. Jennifer Helsby et al, “Early Intervention Systems: Predicting Adverse Interactions Between Police and the Public.” *Criminal Justice Policy Review* 29:2 (2017).
5. Judith Andersen et al. “Highly realistic scenario based training simulates the psychophysiology of real world use of force encounters: Implications for improved police officer performance.” *Journal of Law Enforcement* 5:4 (2016) (**skim**).
6. Alex Vitale, *The End of Policing*. Verso (2018) (Chapter 1).

FINAL PAPERS DUE TBD